

July 21
2021

FINAL Highway
Cover Evaluation
and Alternatives
Report //
CAP Report

Task 2.5

ODOT EA:
PE002591000J71

ODOT // I-5 Rose Quarter Improvement Project

Independent Cover Assessment

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**RESTORATIVE
JUSTICE
ON PORTLAND'S I-5**

Preface

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

Metro, Multnomah County, City of Portland, Portland Public Schools and the Albina Vision Trust helped shape the formation of an independent highway cover scope of work and selection of the Independent Cover Assessment (ICA) consultant team. In collaboration with the ICA team, the process to include a defined scope of work, guiding values, and desired outcomes was confirmed. This process included a Facilitation Needs Assessment to incorporate input from ODOT advisory committees, representatives of the Black Historic Albina community, and the larger community in an independent and transparent method. The intention was to conduct a thorough examination of ways to use highway covers to lay the groundwork for restorative justice for the Black Albina community. See Appendix M: Facilitation Needs Assessment.

The ICA team's charge was to create two to three alternate cover scenarios: one limited to the National Environmental Policy Act (NEPA) Environmental Assessment (EA) Area of Potential Impact (API); one that can be outside the NEPA EA API; and possibly a third scenario as directed by the Executive Steering Committee (ESC). The ICA team reviewed the Rose Quarter Improvement Project (RQIP) public record for community concerns, engaged with Historic Albina community members, and solicited feedback from stakeholder participants. The various forms of engagement helped the ICA team understand how the highway cover could best be configured to create the greatest potential for restorative justice outcomes for the Black Historic Albina community. The findings of this assessment shall provide a basis for recommendations to be made by the ESC to the OTC, which could then be adopted by ODOT to revise and enhance the RQIP.



Figure 1: A highway cover creates opportunities to connect neighborhoods and enhance community. View from Williams Avenue looking west toward the Fremont Bridge; new development on a highway cover above I-5 in the foreground.



Method and Approach

During 3 engagement sessions (referred to as Work Sessions), Historic Albina community workshop attendees, ODOT's advisory committee members, and online open house participants provided feedback on different highway cover scenarios. These participants considered ways to balance restorative justice goals with the technical requirements of the RQIP. From these proceedings, the ESC would consider the interests of the participants, and the committees' Charter and Values Statement during the ICA engagement process. See Appendix M: Facilitation Needs Assessment, which details the method and process by which the ICA team organized findings for the ESC. These findings were intended to identify ways to improve the RQIP. The ESC is charged with recommending improvements to the OTC to be included in the RQIP.

The following ICA team analysis is based on a review of the project record, see Appendix C: Project Documents Assessment. It also includes input from the participants as well as technical support from the RQIP Architecture and Engineering consultant team. The analysis of scenario summaries can be found in Appendix A: Conceptual Design Report. A summary of the proceedings during the work sessions can be found in Appendix L: Facilitation Needs Assessment Summary.

Work Session 1
Work Session 2
Work Session 3

Independent Cover Assessment Areas of Findings

- 1. Community Vision +
Neighborhood Framework**
- 2. Design Scenarios**
- 3. Governance**

Project Partners and Preparers

PROJECT PARTNERS

PUBLIC AGENCY

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

OVERSIGHT

EXECUTIVE STEERING COMMITTEE (ESC)

Alando Simpson, OTC Vice Chair // ESC Chair

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

Bryson Davis // Williams and Russell Project

Steve Witter, Executive Director of
Engineering & Construction // TriMet

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

Jana Jarvis, President // Oregon Trucking Associations

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

Kristen Sheeran, Climate and Energy Policy
Advisor // Oregon Governor's Office

Lynn Peterson, President // Metro

Marlon Holmes // N/NE Housing Strategy

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

Robert Camarillo, Executive Secretary
// Oregon State Building Trades Council

Dr. Steven Holt, Try Excellence LLC // ESC Facilitator

HISTORIC ALBINA ADVISORY BOARD (HAAB)

Sprinavasa Brown, Co-Founder
and CEO of Camp Elso Inc.

Andrew Campbell // Community
member and resident

Andrew Clarke, Principal // Hugh Development

Keith Edwards // Retired IBEW
local labor representative

Sharon Gary-Smith, President // NAACP Portland

Leslie Goodlow, Business Operations
Manager // Portland Housing Bureau

Estelle Love-Lavespere // Community
member and resident

Kevin Modica // Retired Assistant Chief of Police

Pastor Richard Probasco, Founding
Pastor and Elder of New Song Church

Dr Carlos Richard, Director of Successful Families
2020 Program // United Way of the Columbia Willamette

Carl Talton // Ex-Officio Chair of United Fund Advisors

Serena Stoudamire-Wesley, Chief Cultural Change
Officer // Oregon Department of Administrative Services

John Washington, Owner/Editor-
in-Chief // Flossin Media

HIGHWAY COVER COORDINATING COMMITTEE (HCCC)

Eliot Rose // Metro

Courtney Westling // Portland Public Schools

Megan Channell // Oregon
Department of Transportation

Jeffrey Owen // TriMet

Bryson Davis // Williams and Russell Project

Other Invited Participants:

April deLeon-Galloway // Oregon
Department of Transportation

Brendan Finn // Oregon Department of Transportation

Cliff Serres // Oregon Department of Transportation

**Ericka Warren, Try Excellence
LLC** // HAAB Facilitator

John Maloney // ODOT Owner's Representative

Alex Cousins // Rose Quarter Owner's Representative

Monica Blanchard // Oregon
Department of Transportation

Dr. Steven Holt, Try Excellence LLC // ESC Facilitator

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

COMMUNITY OPPORTUNITY ADVISORY COMMITTEE (COAC)

Art Cortez // LatinoBuilt

Carmen Castro // Hispanic Metropolitan Chamber

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

Felicia Tripp Folsom // Portland Housing Center

James Posey // Coalition of Black Men

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

Kenechi Onyeagusi // Professional
Business Development Group (PBDG)

Lee Fleming // Multnomah County (Purchasing)

Pastor Matt Hennessee // Ministerial Alliance

Michael Burch // NW Carpenters

Stephen Green // WeWork

Bob Carroll // IBEW Local-48

Katrina Cloud // Northwest College of Construction

PROJECT PREPARERS

INDEPENDENT COVER ASSESSMENT TEAM

DESIGN

ZGF Architects // Architecture

Team Lead, Urban Planning

!melk // Landscape and Open Space Design

Suenn Ho Design // Community Service Program Lead

COMMUNITY COHESION

Olmsted LegacyTM // Watershed
and Environmental Assessment

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

TECHNICAL DESIGN

Arup // Technical Team Lead, Lead Freeway Cover

Engineer, Strategic Infrastructure Planning

KPFF // Structural / Civil Engineer

Toole Design // Multimodal Assessment

GOVERNANCE + FINANCE

HR&A Advisors // Governance Team Lead,

Real Estate and Economic Development

Leland Consulting Group // Local Market Assessment

COMMUNICATION

JM Woolley & Associates // Third Party Facilitator

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1 // INTRODUCTION

A MESSAGE TO
FRIENDS
AND
NEIGHBORS

WHO WE ARE

This report is authored by the Independent Cover Assessment (ICA) team and requested by the Oregon Transportation Commission (OTC). The ICA team was selected by a panel consisting of the Albina Vision Trust, Metro, Multnomah County, Portland Public Schools, the City of Portland, and Oregon Department of Transportation (ODOT). The ICA team is made up of community engagement, urban design, engineering, and environmental experts and includes the following organizations: ZGF Architects, KPFF, Toole Design, Suenn Ho Design, Leland Consulting Group, Olmsted Legacy™, JM Woolley & Associates, Arup, Terry A. Hayes Associates, HR&A Advisors and !melk.

WHO WE ARE NOT

We are not an original designer of the I-5 Rose Quarter Improvement Project (RQIP) nor controlled by the ODOT. We are a professional assessment team that is independent of the existing project team.

WHY WE ARE HERE – OUR CHARGE

Our charge is to conduct an independent assessment of the highway cover included in the RQIP to understand the goals and objectives of stakeholders who have been impacted by the freeway within the larger Albina area, and the immediate the project area. With their input, the ICA team created highway cover scenarios that best met their desired outcomes, and assessed the impacts and benefits of those scenarios against those outcomes. The opportunity is to ensure that the highway and related improvements strengthen the Lower Albina and Rose Quarter neighborhood and provide the greatest potential for restorative justice to Portland’s Black Historic Albina community.

WHOM AND WHAT OUR WORK REPRESENTS

The work of the ICA includes direct engagement with the ESC, their select group of Historic Albina community workshop attendees, ODOT’s HAAB, and survey input from the general public through <http://www.albinahighwaycovers.com> online open houses. The information in this report represents a summary of the data from this process for the ESC to consider as they form recommendations to the OTC on needed changes to the RQIP. An overview of the ICA engagement process is detailed in Appendix M: Facilitation Needs Assessment.



Roslyn Hill & Antoinette Edwards on Alberta Street, 2018

WHERE

WE

STARTED

AND WHERE

WE ARE

GOING

RECOGNITION AND ACKNOWLEDGMENT

This assessment begins with the recognition and acknowledgment that in the 1950s and 1960s, ODOT's construction of I-5 divided and displaced the Historic Albina community, specifically Portland's Black community. The ICA recognizes the role that ODOT played in disrupting the generational wealth opportunity by construction of I-5 through the Historic Albina community, specifically Portland's Black community. I-5 and other public agency and private developments, including the Moda Center, Veterans Memorial Coliseum, the Convention Center, Legacy Emanuel Hospital, and other urban renewal efforts also contributed to the historic harm.

This assessment also operates under the premise that in addition to the displacement of much of the Black community with the destruction of neighborhood buildings, streets, and spaces that support it, prioritizing car traffic through Albina has continued to degrade the urban experience and the health of the neighborhood over time.

“Restore what we had.”

— COMMUNITY MEMBER

While the RQIP was originally conceived as part of a larger Central City N/NE Quadrant improvement to add more east to west connectivity across the highway mainline, it became apparent that an opportunity existed to leverage the project in a way that could facilitate restorative justice in the location where the damage originated for the Black Historic Albina community. While this highway project cannot undo all the damage that was done to the community, it can provide a foundation for the Black community to build on through the provision of a reimagined highway cover with new areas for community focused activities to be developed.

LOOKING TO THE FUTURE

Despite all the public actions that have dismantled and scattered Portland's Black community across the metro area over the last 80 years, North and Northeast Portland remains the most viable cultural and emotional hub for many Black Portlanders who were born and raised there, and who remember having a community and a place that represented their Black cultural identity. Most of the historic Black churches, Black social justice organizations, and the largest Black social service agencies are still anchored in North and Northeast Portland, despite the displacement of many Black residents. There is still a strong desire in many segments of the Black community to revitalize Historic Albina as a cultural center for Portland's Black community.

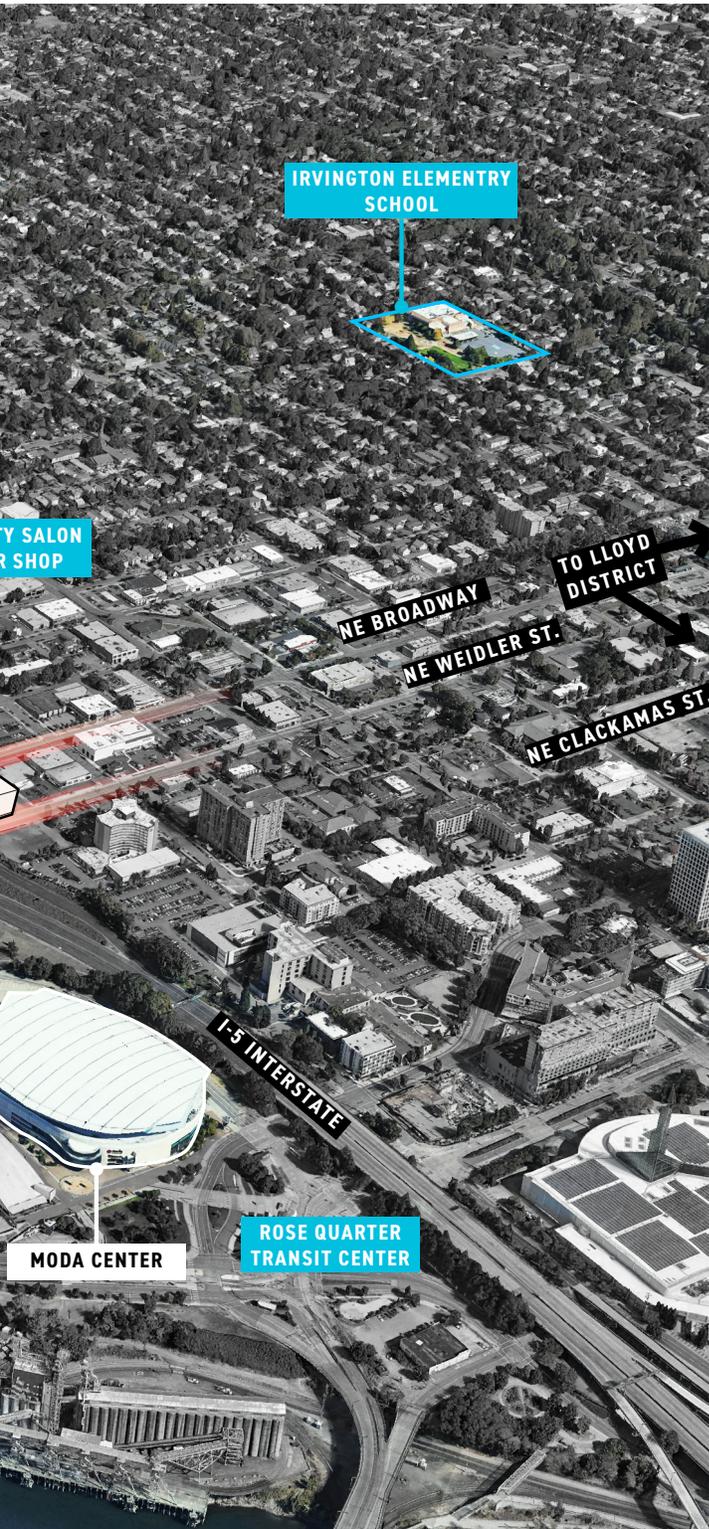
With the I-5 RQIP, ODOT has the opportunity to actively engage affected communities to find design solutions that reduce some of the barriers created by the construction of these historic projects. ODOT can use the RQIP to generate more opportunities for wealth creation, create a healthier environment, and support community cohesion for the future of the Albina neighborhood.



Daughters of the Eastern Star. Sons of Haiti Most Worshipful St. Josephs Grand Lodge Ancient Free / Accepted Masons, Mt. Olive Grand Chapter Order of Eastern Star, 2016



Figure 2: The cover stitches back the land once severed by the highway.



A NEW GATEWAY AT A HISTORICAL CENTER

The location of the Albina highway cover is important in the context of the Central City. The highway cover is planned at the center of Broadway and Weidler at Williams and Vancouver, a historically important node in Northeast Portland and the Black Historic Albina community neighborhood. Broadway serves as a gateway to the neighborhood and is an important east-west connector between NE Portland and west across the Willamette River.

The location of the highway cover is also an important center in which to restore Black community-oriented services and activities where they historically thrived. The heart of Albina was a commercial, institutional and social spine for the community. The neighborhood was dominated by small-scale streets, and walkable community services were distributed throughout. It can be restored as a crossroads to and from Black community-oriented institutions, churches, community centers, places of work and living, and the location of burgeoning activity led by members of Portland's Black community.

Developing the highway cover at this location can be an opportunity to understand and then address Black community-oriented priorities, form a means for the Black community to own and control land, and provide the resources to cultivate places and activities that serve and meet community aspirations and long-term goals.

The highway cover project can serve as one piece of a larger community effort to reestablish Lower Albina as a center of Black identity and culture in Portland.

HOW CAN A COVER

RIGHT SOME OF THE HISTORICAL WRONGS

OF IT'S HIGHWAY CONSTRUCTION?

1. Create a highway cover that can **support the Black community's desire for self-determination.**
2. Structure the project so the Black community can **build it, own it, and benefit from it into the future.**

Build it.

The I-5 RQIP is part of a jobs creation program for Disadvantaged Business Enterprise (DBE) firms with a focus on creating construction jobs in Portland's Black community. This program is created to deliver a revenue stream for participating companies as soon as construction begins, and then to build capacity within DBE firms to enable them to pursue future transportation construction work, creating long-term jobs and careers. Keeping the I-5 project within the general bounds of its original schedule enables it to contribute to this jobs program as soon as possible. Development scenarios prepared by the ICA have different project schedules, which are summarized below. It should be noted, however, that each of the scenarios developed by the ICA team will produce construction contract opportunities for local DBE firms commensurate with their respective scopes. An important goal of the I-5 project is to leverage the experience gained by DBEs on the RQIP to increase capacity for future transportation construction projects. The highway cover scenarios will produce numbers of jobs commensurate with the ultimate project scope.

The highway cover design scenarios presented by the ICA team create opportunities for transportation infrastructure to benefit the Black community by providing needed jobs for the region's DBEs and Black community during construction. The potential delay in the start of construction, due to a significant redesign of the highway cover to better provide restorative justice in the creation of a restored neighborhood, must not impact the DBE construction jobs anticipated with the RQIP.

For all design scenarios, the actual time of delay will not be known until the City of Portland assesses the projects conformance with Central City 2035 Plan and the Federal Highway Administration (FHWA) makes a Finding of No Significant Impact (FONSI) through EA reevaluation outlined by the NEPA. The ICA estimates a schedule extension of 14-24 months for a formal EA reevaluation

for Scenarios 4 and 5. When the City completes its assessment of the project and makes a finding of support, any significant delay in the environmental review could be minimized by collaboration with the City, presumably less than 24 months. See appendix H: Environmental Assessment Pathways for schedule information.

“I never saw any people looking like me driving trucks or working on [the original construction of I-5].”

— BLACK COMMUNITY MEMBER

RQIP WEALTH CREATION / JOBS + CONTRACTING

- DBE contracting opportunities - \$145 million +
- Three to five mini-prime contractor opportunities
- Pre-apprenticeship development
- Apprenticeship growth opportunities
- Two million person-hours for women and minority workers – with up to an estimated \$150million in payroll and benefits*

** Estimates based on 15% design in the Cost to Complete Report published in 2020 that assumes a 2023 construction start.*

Own it.

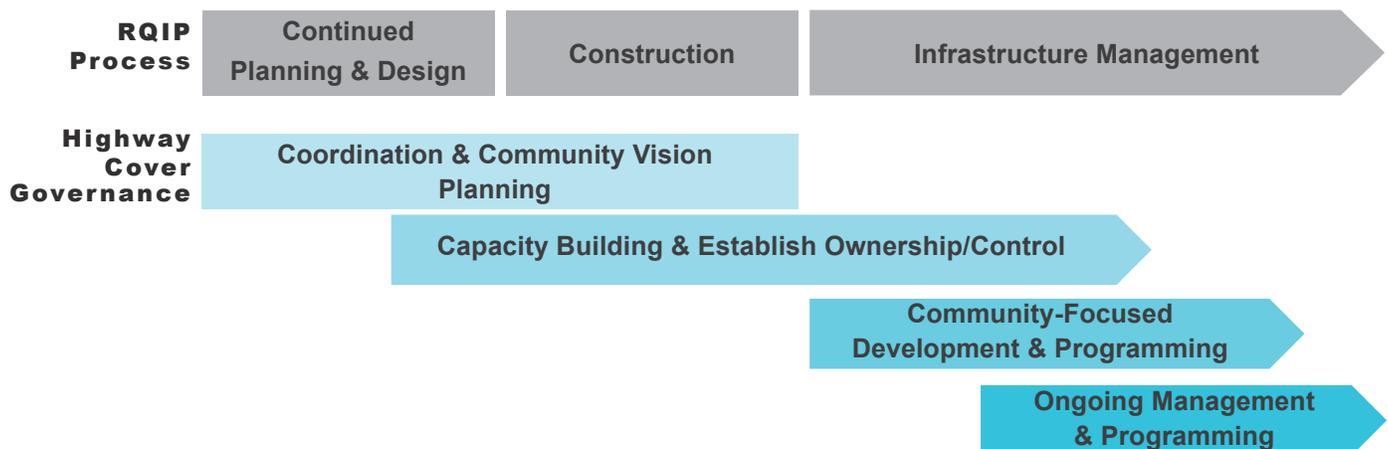
GOVERNANCE STRATEGY APPROACH

Delivering value to displaced Black Historic Albina community members, their descendants, and members of Portland's Black community requires a community-led governance structure that will facilitate a community visioning process for the Rose Quarter, negotiate with the ODOT to confirm the design of the highway cover and lay the groundwork for a long-term agreement for control and development on and around the cover. Control may include land made available for future development by ODOT's construction activities, referred to as remnant land.

During the RQIP process, the HAAB is functioning as a community advisory committee overseeing the design and construction of the RQIP. It empowers Black community stakeholders to be involved in

decisions around design and delivery of the highway cover. If restorative justice is a priority of the RQIP, the future of the highway cover should be a central focus, and a clear governance structure is essential to guiding this part of the RQIP forward to completion.

A governing entity focused specifically on the highway cover should be established as soon as possible, giving the entity time to mature as the RQIP is implemented and as planning for the highway cover moves forward. An overview of the key areas for governance, which will dictate the capacities needed to coordinate and collaborate with the project at each stage of the RQIP, is illustrated below, and the initial steps needed to form a strong, sustainable governing entity, are described on the following page.



FORMING A GOVERNING ENTITY

An initial working group should be formed through a legally binding agreement with local, state, and regional government partners. The working group would be supported by these government partners, who would provide technical support and resources to working group members, with an aim to eventually become an independent non-profit or other form of organization that would guide the future of development on the highway cover. Members themselves, with whom decision-making power should sit, should be representative of the Black Historic Albina community and the Black community in N/NE Portland today.

This group, referred to as a cover development commission in the ICA's presentations in May and June 2021, should be:

- Independent of existing RQIP committees to give focus to the community outcomes of the highway cover and development on & around the cover.
- Structured to give decision-making power to members of the Black Portland and Black Historic Albina community, those who have been most impacted by the project.
- Resourced by local, state, and regional government partners that would be committed to the process through a legally binding agreement.
- Consulted on decisions around design, delivery, and ongoing use and management of the highway cover.
- Involved in developing a set of restorative justice goals for the highway cover (construction and future development) and recipients of regular updates on progress toward these goals.

Establishing this group early is key to ensuring that its members have the time to define principles for delivering on restorative justice goals through the development of and on the highway cover and remnant lands. The group's responsibilities in a first phase would include:

- Defining a set of principles to guide community-focused development and programming on the highway cover and remnant lands,
- Identifying sustainable revenue streams
- Liaising with ODOT and other community stakeholders (including the HAAB)
- Developing a community benefits agreement around the highway cover and ODOT's commitment to contracting with DBEs
- Establishing a vision and development plan for the highway cover and remnant lands to be made available for community-focused development.

For more detail on the recommended governance structure for the highway cover, including the formation, duties, and roles of the governing entity, the process by which the cover or remnant lands would be transferred to governing entity control, and the potential structures for development on the cover, please see Appendix K: Project Finance and Governance.

**“If you don't own it
you don't have wealth
creation.”**

— COMMUNITY MEMBER



Flint Avenue today, looking south toward the Paramount Apartments with I-5 on the left.

Community-owned homes keep people in place and support social cohesion

New development sites on both sides of Flint combine to create a neighborhood street



Flint Avenue shown with residences on solid ground to the left (site 1 on pg. 45), buffered by a highway cover to the east, and fronting a neighborhood street with historical markers.

ALBINA HISTORY: A BLACK NEIGHBORHOOD OF THE 1950s

In 1950, the Albina neighborhood was a center of 3500 for...
 ...lower class...
 ...one of the first...
 ...the...
 ...years...
 ...from...
 ...1931 in 1940 to more than 20,000 in 1946.



Historic markers
memorialize
Albina's past

Benefit From it Into the Future...

Community views on how to leverage highway covers to benefit the Historic Black Albina community were diverse, sometimes divided, and the overarching themes were that the community prioritized Black ownership and control of high-quality land, as well as Black construction job opportunities. Community stakeholders indicated that they would like to see more of both, and that one should not come at the expense of the other.

“I want **Black culture** to be the thread that runs through every fabric of this endeavor.”

— COMMUNITY MEMBER

While the highway cover will restore some of the land area that was eliminated when I-5 was originally constructed, what goes on the newly created land will be determined by a community-centered entity. The ICA team, applying best urban design practices to the priorities expressed by community stakeholders, has generated renderings of how familiar streets within the project area might be transformed to reflect a vision of a vibrant, culturally rooted, and cohesive neighborhood.

BILLY WEBB 1050
DAHLIA TEMPLE 202
I.B.P.O.E.



2 // NEIGHBORHOOD FRAMEWORK

Community Vision + Neighborhood Framework

Development of the highway cover can be catalytic in creating a network of other places that support both Black and other Portlanders. The community's vision, as recorded by the ICA team throughout its various outreach and engagement activities, will serve as the long-term road map for organizing and guiding the project's objectives and subsequent programming and development activities. Ultimately, the neighborhood framework is intended for use by the Black community as a guide for decision-making that will create the kind of neighborhood they envisioned. One primary community goal is the restoration of high-quality land to provide opportunities for community wealth for generations to come. The Neighborhood Framework plan provides principles and tools for the community's vision to be achieved on and around the highway cover. This includes the Black Historic Albina community's top ten programming priorities for community wealth, health, and cohesion.

It also identifies the role of important streets and places across the highway cover. In so doing, it establishes how development, open space, and design elements would work together to ensure that the connections and the continuity of experience along those connections can support the community's vision. This will be part of the road map for aiding participation by ODOT, the City of Portland, and other stakeholders necessary for developing in Portland's Central City.

Neighborhood Framework

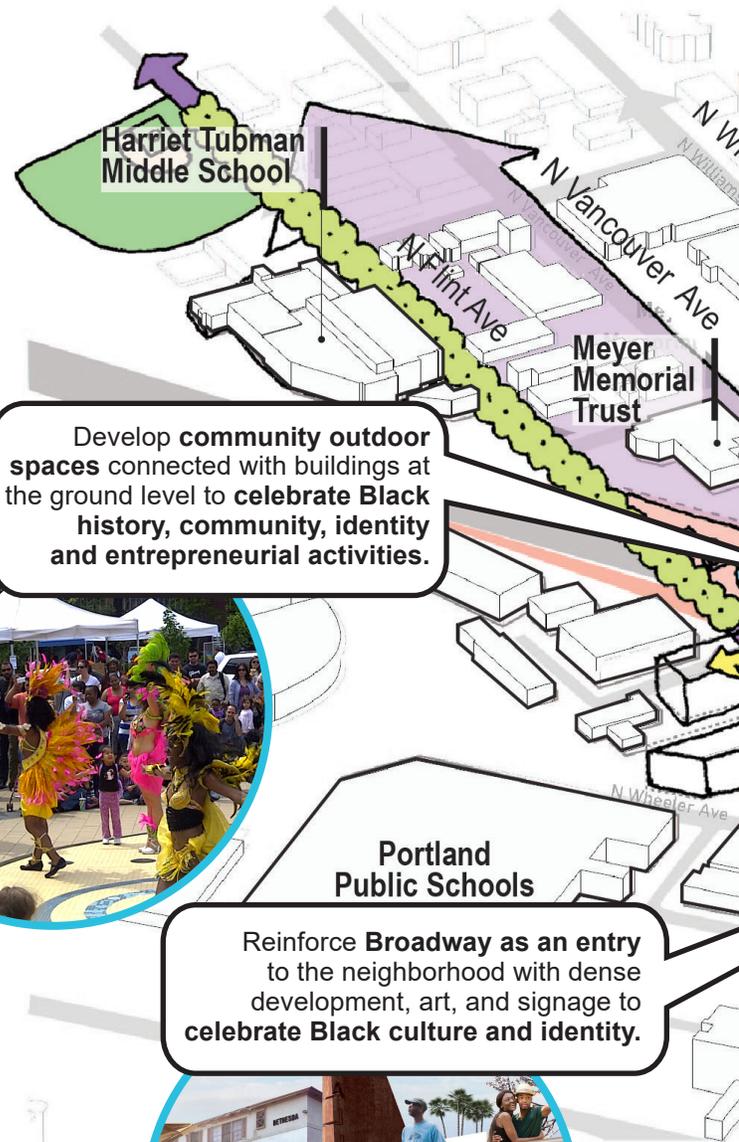
The Neighborhood Framework is a synthesis of the ideas the community expressed about Lower Albina's future in the public record, in previous plans and in our public engagement process. It describes how community aspirations can be supported within a physical design framework, congruent with the Central City 2035 Plan.

The Neighborhood Framework includes the Black Historic Albina community's top ten program priorities for community wealth, health, and cohesion on and around the cover. It proposes principles to organize surface streets, blocks, and land for development, while considering exposure to air and noise pollution. It identifies the role of important streets and places across the highway cover. In so doing, it establishes how development, open space, and design elements would work together to ensure that the connections and the continuity of experience along those connections can sustain the community's vision in this neighborhood. It is part of the road map for aiding participation by ODOT, the City of Portland, and other stakeholders necessary for developing in Portland's Central City.

This Neighborhood Framework should be used as a guide for future development decisions to achieve the community's envisioned outcomes.

"We want it all-and it's just a small portion of **what we deserve.**"

— COMMUNITY MEMBER



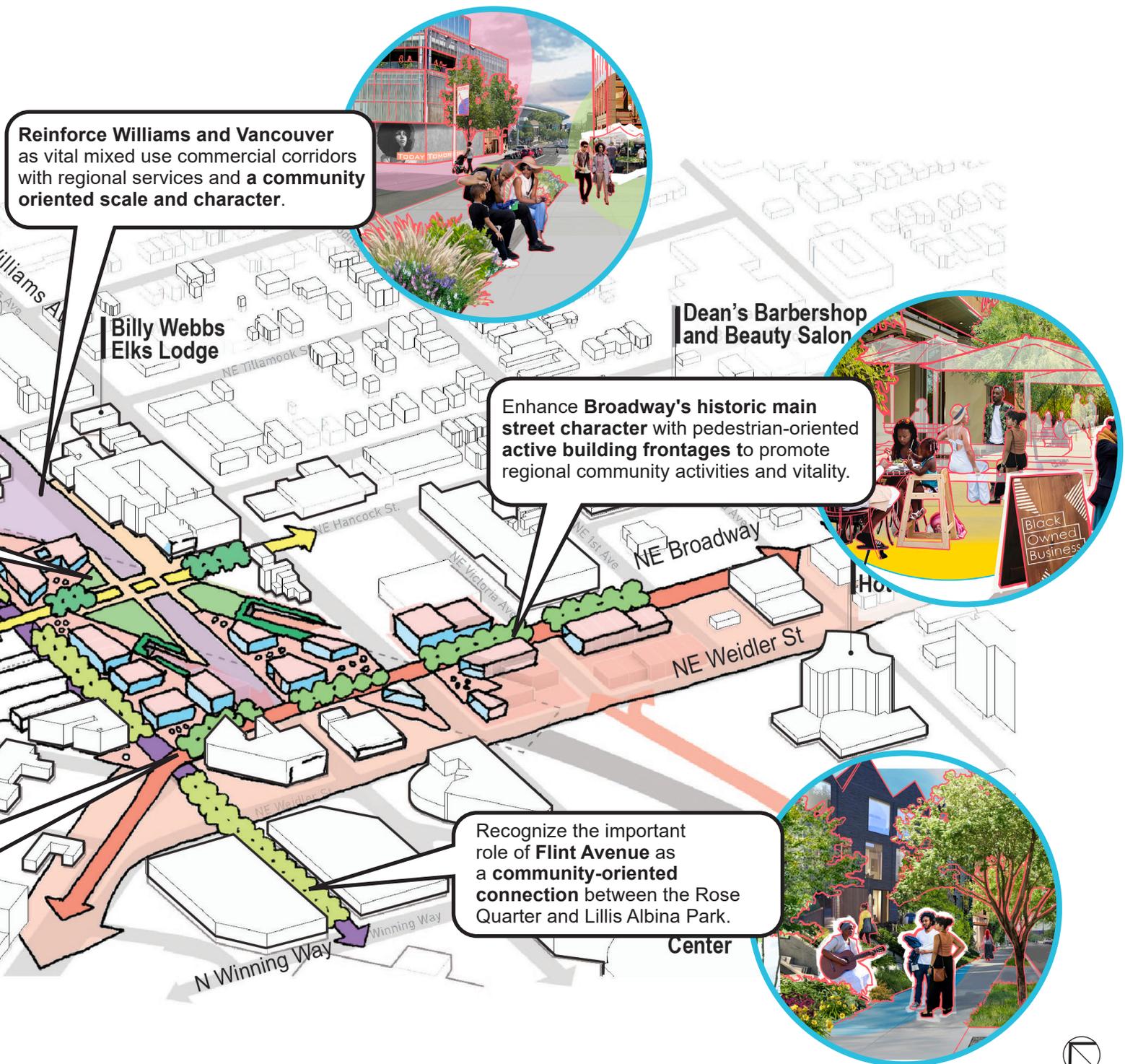


Figure 3: Street intersections at Broadway and Weidler can be improved with pedestrian facilities, such as widened sidewalks and planted buffers which promote activated ground-level spaces that are safe and attractive. The design framework promotes a public realm that is not dominated by fast-moving or idling vehicles.

Top Ten Community Program Priorities

The top program priorities were identified during community workshops, advisory committee meetings, and the online open house survey. Many align with the ESC's Values and Outcomes which is found in Appendix L: Facilitation Needs Assessment Summary (Task 3.2 and 3.3) summarized in Work Session 1. The ICA team assessed how well development concepts could support these programs during Work Session 2 and Work Session 3.

COMMUNITY WEALTH



1 Establish a Black community development corporation, along with a Black-controlled land trust



2 Create affordable rental and ownership business spaces



3 Black food sovereignty center and market



4 Create permanently affordable rental and ownership housing

“We want a project where Black people don't have to choose between health of wealth or mobility or cohesion. **We deserve it all.**”

— COMMUNITY MEMBER

COMMUNITY HEALTH



- 5 Create a quality, culturally appropriate, affordable childcare and childhood development center



- 6 Develop a culturally appropriate health and wellness center



- 7 Establish a career training and advancement center

COMMUNITY COHESION



- 8 A large, accessible outdoor community gathering space



- 9 Develop a Black cultural center that showcases the history of Black Portland

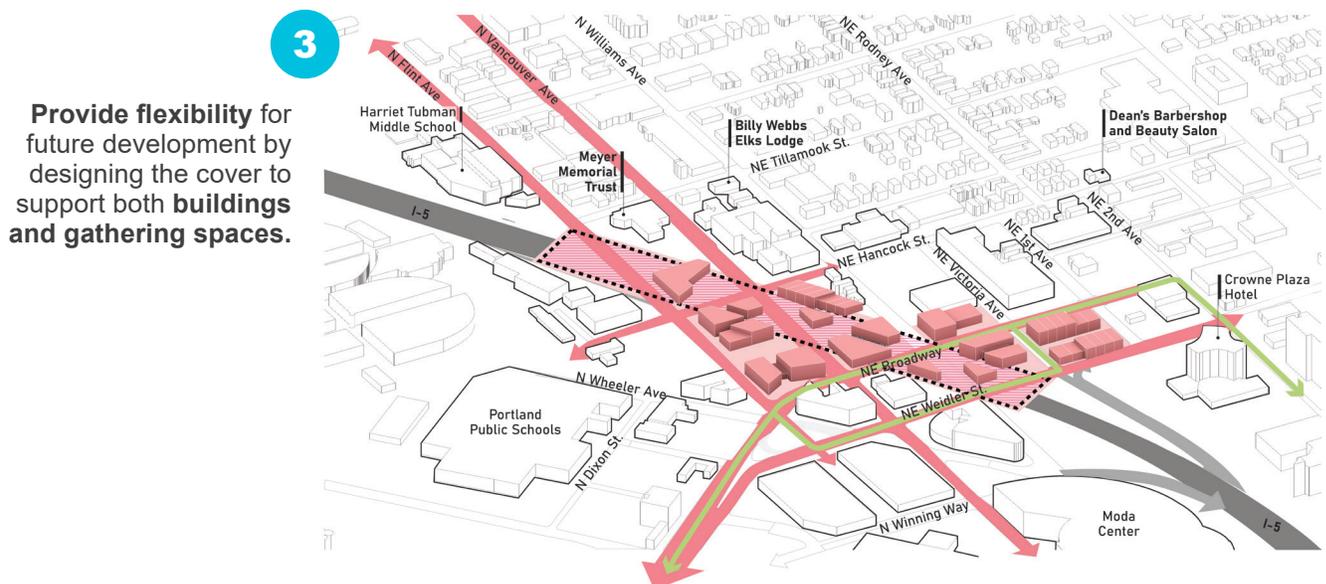
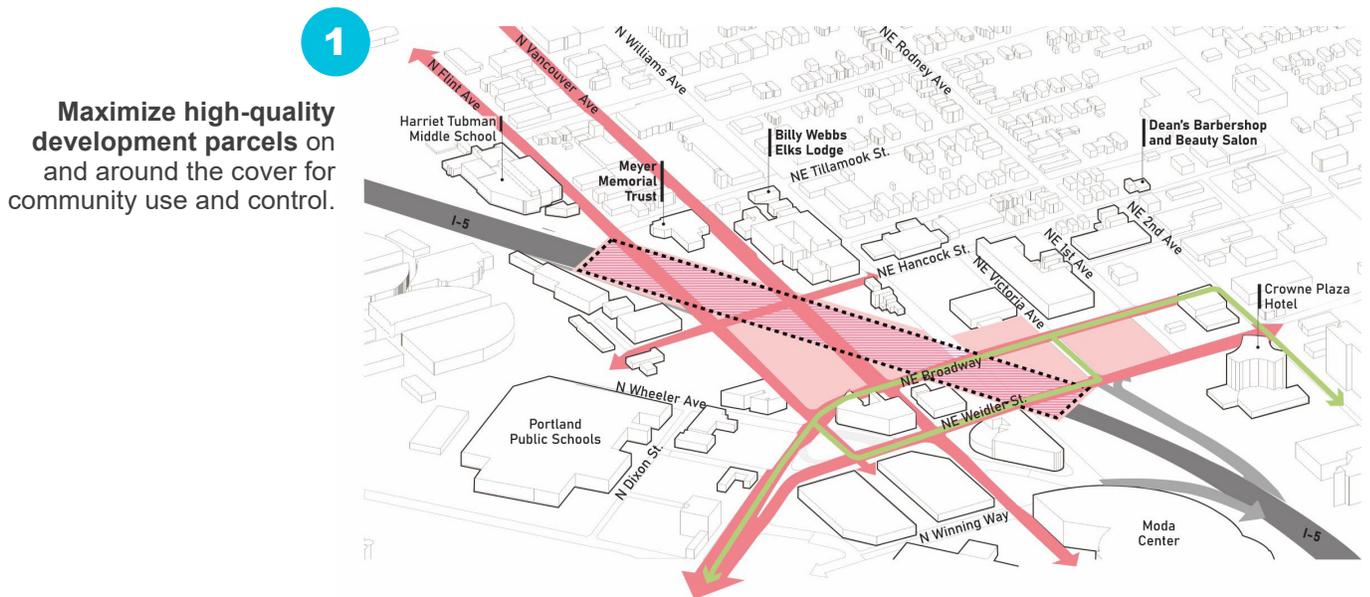


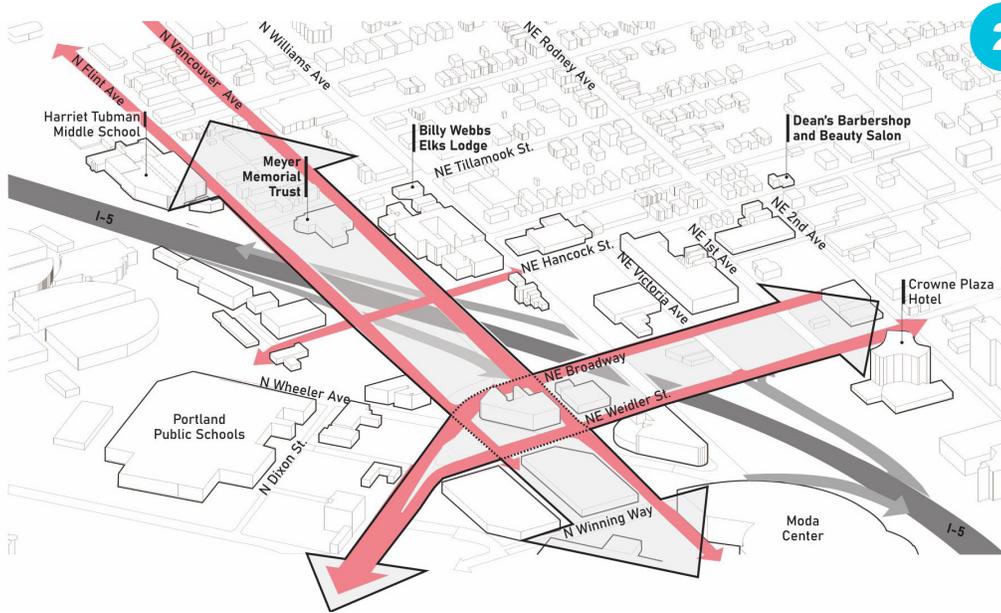
- 10 Develop public realm aesthetics and art installations that reflect Black culture

Neighborhood Framework Principles

The Neighborhood Framework provides principles and tools for the community's vision to be achieved on and around the highway cover. The Scenarios were informed by these principles to ensure they meet the restorative justice goals for this area of the Central City.

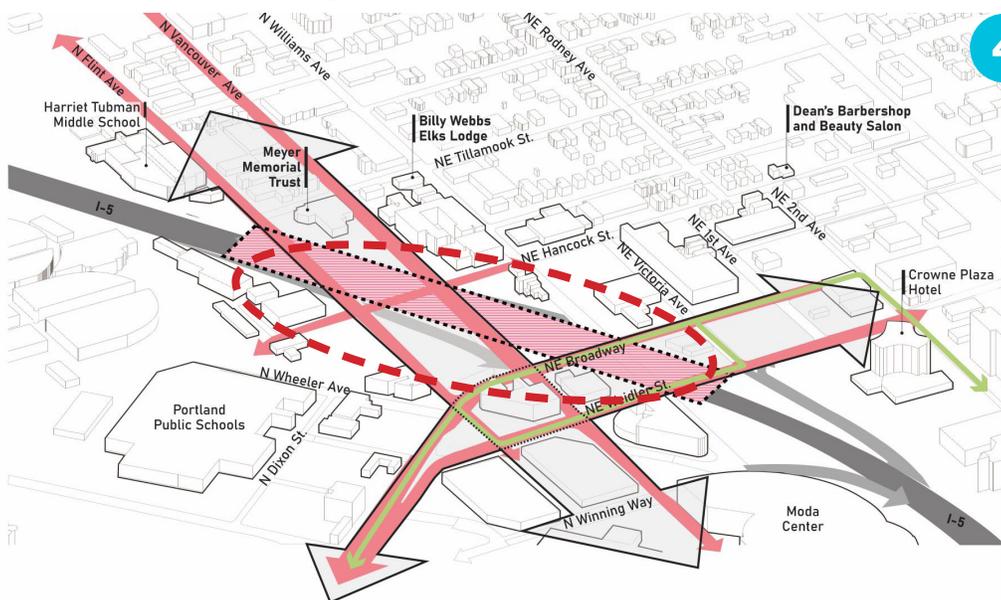
The framework includes the following design principles:





2

Restore streets across the highway to create active frontages for development and prioritize safer, pedestrian-oriented routes.



4

Minimize the highway's noise and pollution effects on the highway cover.



3 // SCENARIOS SUMMARY

Scenario and Hybrid Assessment

The ICA team developed scenarios for the RQIP that provide the potential to support restorative justice outcomes. One of the scenarios is to be fully within the federally approved design criteria of the EA FONSI. Another could be developed that exceeds the design criteria of the EA, requiring additional environmental review. A third scenario can be developed at the discretion of the ESC. See Appendix A: Conceptual Design Report.

The Development Assessment Framework (DAF) was developed as an evaluation criteria document informed by the ESC's Values Statement with restorative justice outcomes highlighted. The DAF was amended several times with the feedback received during work sessions along with findings based on further review of the RQIP and continued analysis of the site conditions. See Appendix D: Development Assessment Framework Memorandum for a description of this tool.

The design scenarios emerged by measuring many concepts against the criteria in the DAF. The ICA used the DAF to evaluate preliminary concepts, narrowing concepts to three scenarios that were scored and ranked against the EA Base Case. See Appendix E: Development Assessment Framework Testing Results Memorandum for scoring of preliminary concepts. Also see Appendix G: Development Assessment Framework Evaluation for the final assessment of Scenarios 1, 4, and 5 presented in this document. The final scenarios were more deeply analyzed than preliminary concept scenarios.

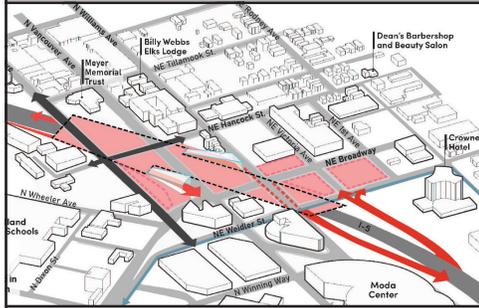
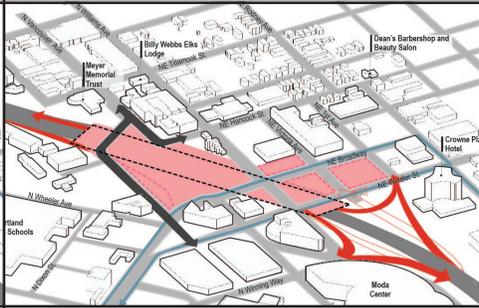
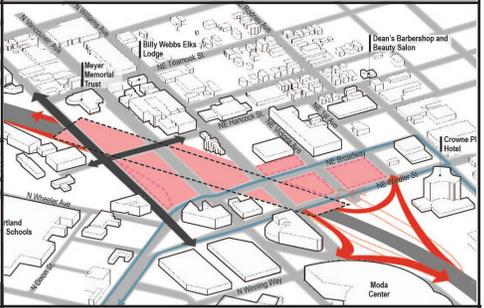
With input from the Historic Albina workshop attendees, HAAB, and the Online Open Houses, the ICA identified project elements such as street configurations and ramp

locations in scenarios that posed a greater risk to delay the start of construction. Hybrids were developed to isolate elements that potentially created a schedule delay and provided a benefit that outweighed the schedule delay. The summary of the discussions and the priorities of these groups were summarized for the ESC for its deliberation in advance of its recommendations to the OTC. See Work Session 3 Summary in Appendix L: Facilitation Needs Assessment Summary.

The hybrids included in this report were developed to demonstrate how key project elements might be rearranged to reduce cost or delay to the project. Inasmuch as these hybrids were developed based on community and stakeholder input gathered during work sessions they have not been analyzed through the DAF, estimated in cost, or studied holistically for transportation impacts.

On the following page is a summary of scenarios and hybrids comparing quantitative data and stakeholder reactions.

SCENARIO COMPARISON

SCENARIO 1	SCENARIO 4	SCENARIO 5
		
<p>LAND</p> <ul style="list-style-type: none"> Creates more development area than the amended 20% design, and has smaller and less contiguous parcels than 4 and 5. <p>Total Land: 6.79 acres Development Capacity: 1,079,660 gsf</p>	<p>LAND</p> <ul style="list-style-type: none"> Creates the greatest amount of land and a large flexible development parcel. <p>Total Land: 8.96 acres Development Capacity: 1,312,200 gsf</p>	<p>LAND</p> <ul style="list-style-type: none"> Creates more land than Scenario 1 <p>Total Land: 8.21 acres Development Capacity: 1,265,140 gsf</p>
<p>STREETS</p> <ul style="list-style-type: none"> More active streets for development compared to the EA and the amended 20% design. Streets around new development are less pedestrian and business-friendly when they hold I-5 traffic from ramps compared to the EA and the amended 20% design. 	<p>STREETS</p> <ul style="list-style-type: none"> Streets around new development are more pedestrian and business-friendly with less I-5 traffic. 	<p>STREETS</p> <ul style="list-style-type: none"> Streets around new development are more pedestrian and business-friendly with less I-5 traffic. More street frontage with ground floor active use than Scenario 4.
<p>TRANSIT</p> <ul style="list-style-type: none"> Northbound: Some increase in delay Southbound: Mixed impact-some reduction/some increase in delay Eastbound: Mixed impact-some reduction/some increase in delay Westbound: Some increase in delay 	<p>TRANSIT</p> <ul style="list-style-type: none"> Northbound: Some increase in delay Southbound: Significant increase in delay Eastbound: Some increase in delay Westbound: Mixed impact-some reduction/some increase in delay 	<p>TRANSIT</p> <ul style="list-style-type: none"> Northbound: Some increase in delay Southbound: Mixed impact-some reduction/some increase in delay Eastbound: Some increase in delay Westbound: Mixed impact-some reduction/some increase in delay
<p>SCHEDULE</p> <ul style="list-style-type: none"> Delay: Low, 6 months, likely approved with limited EA reevaluation, least risk 	<p>SCHEDULE</p> <ul style="list-style-type: none"> Delay: Moderate to high, likely 24 months, most complex process with more risk to completion 	<p>SCHEDULE</p> <ul style="list-style-type: none"> Delay: Moderate to high, likely 24 months, most complex process with more risk to completion
<p>COST ESTIMATE</p> <ul style="list-style-type: none"> \$819M - \$916M 	<p>COST ESTIMATE</p> <ul style="list-style-type: none"> \$822M - \$919M 	<p>COST ESTIMATE</p> <ul style="list-style-type: none"> \$894M - \$998M
<p>WORK SESSION 3 FEEDBACK</p> <ul style="list-style-type: none"> Historic Albina community workshop attendees¹: Ranked lowest (1.5) ESC members²: Ranked highest (3.6) HAAB members³: Ranked lowest* (2.4) Online Open House participants⁴: Ranked lowest 	<p>WORK SESSION 3 FEEDBACK</p> <ul style="list-style-type: none"> Historic Albina community workshop attendees: Ranked second highest (3.4 average) ESC members: Ranked second highest (2.7) HAAB members: Ranked marginally highest* (2.8) Online Open House participants: Ranked second highest 	<p>WORK SESSION 3 FEEDBACK</p> <ul style="list-style-type: none"> Historic Albina community workshop attendees: Ranked highest (4.7) ESC members: Ranked lowest (2.3) HAAB members: Ranked marginally second highest* (2.6) Online Open House participants: Ranked highest

1: 38 community members participated
 2: 7 ESC members participated
 3: 9 HAAB members participated
 4: 107 participated in the scenarios survey

*very close average scoring between options
 See Appendix M: Facilitation Needs Assessment Report, for detailed Work Session summaries

Table 1: Scenario Comparisons

HYBRID COMPARISON

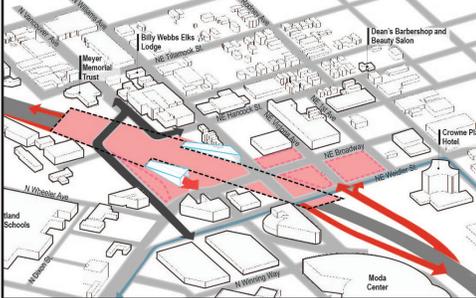
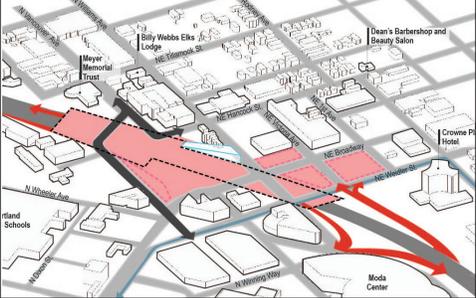
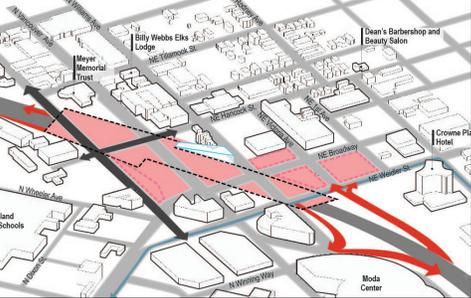
HYBRID 1	HYBRID 2	HYBRID 3
		
<p>LAND</p> <ul style="list-style-type: none"> Creates more land on cover compared to Scenario 1. <p>Total Land: 7.81 acres Development Capacity: 1,179,000 gsf</p>	<p>LAND</p> <ul style="list-style-type: none"> Creates the most land on cover, and large flexible development parcel compared to Hybrids 1 and 3. <p>Total Land: 8.54 acres Development Capacity: 1,262,000 gsf</p>	<p>LAND</p> <ul style="list-style-type: none"> Creates more land than Hybrid 1, and more active streets for development compared to Hybrids 1 and 2. <p>Total Land: 7.97 acres Development Capacity: 1,176,000 gsf</p>
<p>STREETS</p> <ul style="list-style-type: none"> Less conflict at southbound off-ramp with the removal of Vancouver on the cover. Streets around new development are less pedestrian and business-friendly when they hold I-5 traffic from ramps. 	<p>STREETS</p> <ul style="list-style-type: none"> Streets around new development are more pedestrian and business-friendly with less I-5 traffic. 	<p>STREETS</p> <ul style="list-style-type: none"> Streets around new development are more pedestrian and business-friendly with less I-5 traffic. More street frontage with ground-floor active use than Scenario 4.
<p>TRANSIT</p> <p>Not Studied.</p>	<p>TRANSIT</p> <p>Not Studied.</p>	<p>TRANSIT</p> <p>Not Studied.</p>
<p>SCHEDULE</p> <ul style="list-style-type: none"> Delay: Low to moderate, likely 16 months, more complex process with slightly more risk to completion. 	<p>SCHEDULE</p> <ul style="list-style-type: none"> Delay: Low to moderate, likely 16 months, more complex process with slightly more risk to completion. 	<p>SCHEDULE</p> <ul style="list-style-type: none"> Delay: Low to moderate, likely 16 months, more complex process with slightly more risk to completion.
<p>COST ESTIMATE</p> <p>Not Studied.</p>	<p>COST ESTIMATE</p> <p>Not Studied.</p>	<p>COST ESTIMATE</p> <p>Not Studied.</p>
<p>COMMUNITY FEEDBACK</p> <ul style="list-style-type: none"> Historic Albina community workshop attendees: Ranked lowest ESC members: Ranked highest (3.1) HAAB members: Ranked second highest (1.9) Online Open House participants: survey data inconclusive 	<p>COMMUNITY FEEDBACK</p> <ul style="list-style-type: none"> Historic Albina community workshop attendees: Ranked second highest ESC members: Ranked lowest (2.3) HAAB members: Ranked highest (2.4) Online Open House participants: survey data inconclusive 	<p>COMMUNITY FEEDBACK</p> <ul style="list-style-type: none"> Historic Albina community workshop attendee: Ranked highest ESC members: Ranked second highest (2.4) HAAB members: Ranked lowest (1.3) Online Open House participants: survey data inconclusive

Table 2: Hybrid Comparisons

See Appendix M: Facilitation Needs Assessment Report, for detailed Work Session summaries



Vancouver Avenue today looking south toward the Moda Center, crossing over I-5.

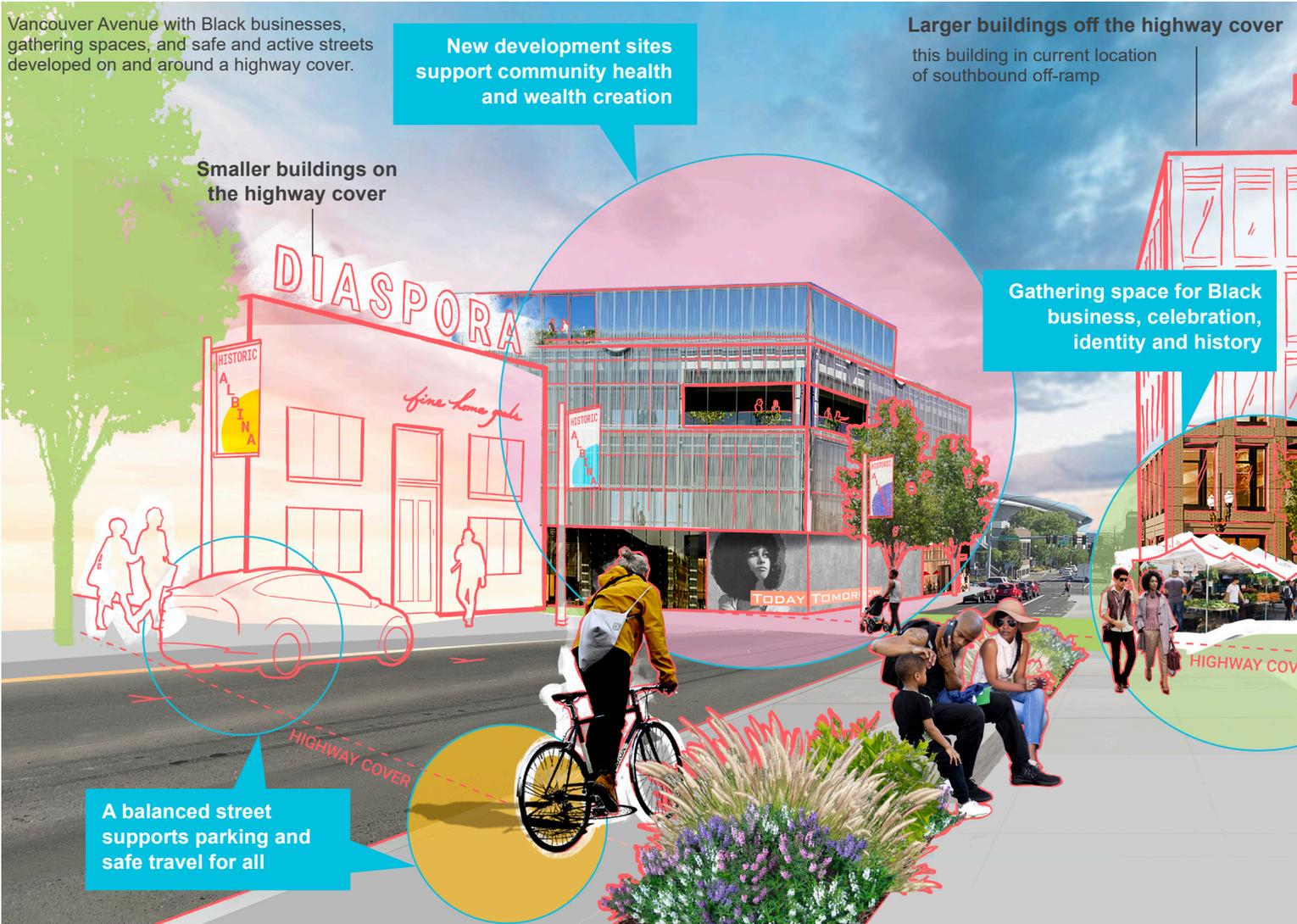
Vancouver Avenue with Black businesses, gathering spaces, and safe and active streets developed on and around a highway cover.

New development sites support community health and wealth creation

Larger buildings off the highway cover this building in current location of southbound off-ramp

Smaller buildings on the highway cover

Gathering space for Black business, celebration, identity and history



A balanced street supports parking and safe travel for all



Scenarios Summary

All design scenarios and hybrids assessed in this Cover Evaluation and Alternatives Report (or "CAP" Report) have the potential to support the Historic Black Albina community's goals. Each restores connections across the highway, has a similar scale of buildings on and off the highway cover, and the ability to develop different building programs to support Black community priorities. The Neighborhood Framework section of this report details the ways in which any highway cover scenario can be designed in a flexible way for the Black Historic Albina community to determine the future of this neighborhood, from the character of streets, the quality of open space and the location of buildings.

**“We represent
legacies...”**

— HISTORIC ALBINA ADVISORY BOARD MEMBER

This section focuses on the differences between design scenarios. Its intent is to introduce and consider trade-offs to aid decision-makers in their determination of how to build a highway cover that will best support the Black Historic Albina community into the future.



Scenario Trade-offs

The differences highlighted in this section focus on the project outcomes the Black community said were most important to them. Two major trade-offs between scenarios are jobs and land. Key questions include:

JOBS – HOW SOON ARE JOBS DELIVERED TO THE BLACK COMMUNITY? HOW DOES THIS TIMELINE IMPACT THE DBE CAREER DEVELOPMENT PROGRAM?

LAND – HOW MUCH LAND DOES THE BLACK COMMUNITY RECEIVE? WHAT IS ITS QUALITY AND DEVELOPMENT CAPACITY? HOW MUCH LAND CAN BE OWNED VERSUS CONTROLLED?

Community members prioritized land and jobs differently and this section of the report summarizes the performance of each scenario in maximizing the ability of the highway cover to meet the diverse desires of the community, as well as the potential for the hybrids to balance job and land outcomes.

“It's all about **land.**”

– COMMUNITY MEMBER

“The black contractors are local, hire a lot of Black employees, and **this is part of wealth creation.**”

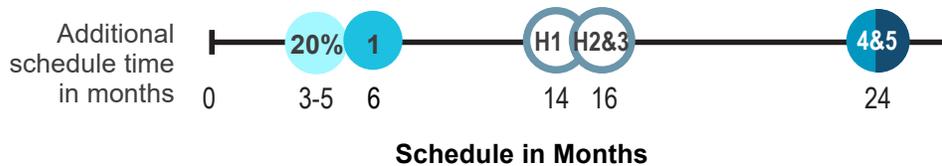
– BLACK COMMUNITY MEMBER

“If there's a great opportunity to get all we can AND not be held up by minimizing contractor opportunities, **that's what we want.**”

– COMMUNITY MEMBER

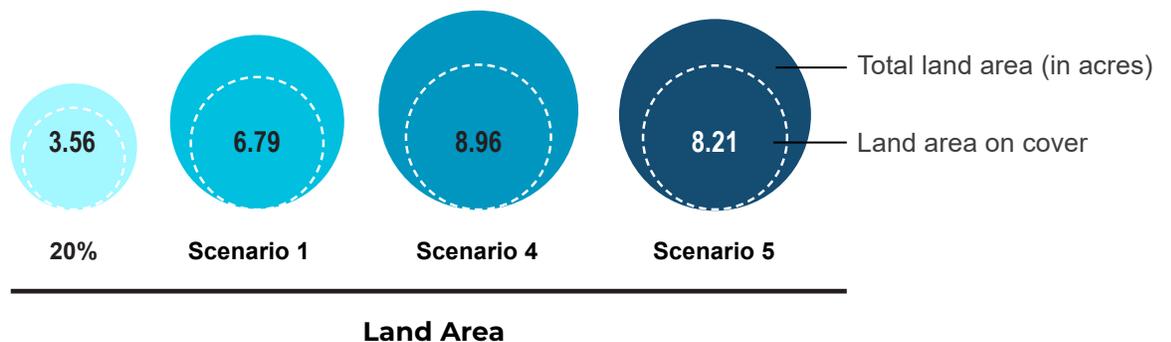
JOBS (SCHEDULE IMPACTS)

If the priority is the speed at which the highway cover delivers career development to the Black community, ODOT's amended 20% design and ICA Scenario 1 perform best. These scenarios have the least number of changes to the highway cover design that was approved in the EA, and NEPA reevaluation of these scenarios is expected to be quickest, simplest, and result in the least schedule delay. While the ICA team does not have the details of employment associated with the RQIP schedule, the graphic below illustrates the total amount of schedule delay (in months) that may be created by each concept, from the amended 20% design to all ICA scenarios and hybrids. This delay is thought to align with a delay in delivery of jobs created for contractors and construction workers who have been awarded contracts for project delivery.

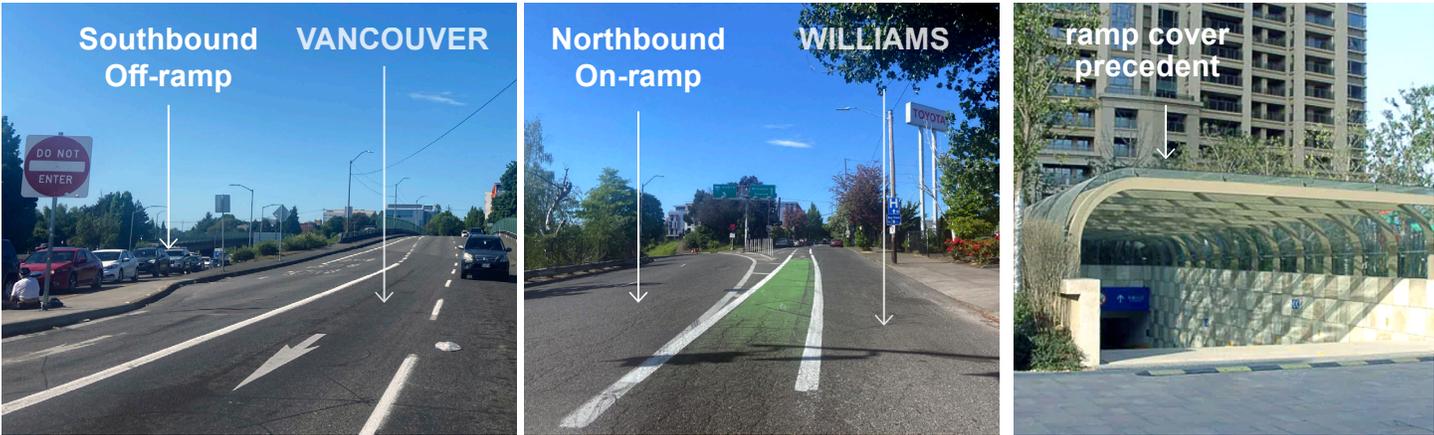


LAND

If the priority is the amount, quality, and degree to which the Black community owns and controls land, Scenarios 4 and 5 perform best. These scenarios rebuild I-5 ramps south of the highway cover to maximize developable area and create a high quality urban environment.



In the charts above, 20% denotes ODOT's amended 20% design from March 2021; the numbers 1, 4, and 5 denote ICA Scenarios 1, 4, and 5; H1, 2 and 3 denote ICA Hybrids 1, 2, and 3. The schedule depicts the time added to the existing project schedule for a NEPA reevaluation of changes to each scenario. Our estimate of the amended 20% design is provided for comparison purposes and requires more detailed information from ODOT. In the land area graph, colored area and number of acres denotes the sum of land on and off the highway cover and the dotted line denotes only land on the cover.



From left: Two existing photos of I-5 ramps and a precedent image of a ramp cover. When rebuilt in their existing location, ramps create wide intersections, irregular parcels, and occupy valuable real estate that could have housed businesses and institutions. While a cover can't solve all these problems, it can improve the urban environment where ramps are present.



Figure 4: Conceptual rendering of Scenario 1. When rebuilt in their existing location, ramps create wide intersections, irregular parcels, and occupy valuable real estate that could have housed businesses and institutions.

LAND QUALITY

Improving the quality of land that can be provided to the Black community is a major driver of the ICA team's work, and the quality of land, both on and off the highway cover, is greatly affected by the location of I-5's ramps. In the amended 20% design and Scenario 1, ramps are proposed to be rebuilt in their current location, where they cut through the highway cover and replace developable area with roadway, create triangular parcels that are difficult to use, and require intersections that are larger and less comfortable for people who live and visit the neighborhood.

Scenarios 4 and 5 proposed interchange ramps are relocated south of the highway cover, providing a higher quality urban environment on and around the cover

with continuous street frontages, greater development area, and smaller, more comfortable intersections.

Hybrids 2 and 3 explore rebuilding just the southbound off-ramp south of the cover and rebuilding the northbound on-ramp in place to strike a balance between providing high quality land and minimizing schedule extension. Hybrids are described further on page 56.

If the ramps are not relocated south of the cover, as in Scenario 1, the ICA team proposes ramp cover structures to increase separation from sources of noise and pollution as well as minimize ramp views from the neighborhood.



Figure 5: Conceptual rendering of Scenario 5. When ramps are moved south of the highway cover, the highway cover provides a higher quality urban environment with continuous street frontages, greater development area, and smaller, more comfortable intersections.

1 The ICA team made a baseline assumption that there would be an increase in exposure to air pollution within 300 feet of I-5. Air Quality Dispersion Modeling and a Health Risk Assessment are needed to refine this assumption and guide responsible development and management of air quality and noise exposure on the I-5 cover. For more on air quality, see Appendix B: Conceptual Design Assumptions, Air Quality.

ON-COVER DEVELOPMENT POTENTIAL

On the highway cover, three major factors impact development potential:

- Whether I-5 ramps divide the highway cover
- How many streets cross the highway cover
- The width of I-5 that the highway cover must span

Ramps: Ramps reduce land area and building frontage, as described on the previous page.

Streets: The major difference between Scenario 4 and Scenarios 1 and 5, is that Scenario 4 devotes less cover area to streets. Reducing streets provides more area for development, more flexibility in the design of buildings and community gathering space, and the potential for more pedestrian-only pathways that are comfortable for children, elders, and the community at large. Reducing streets has the negative impact of removing street frontages that are visible to people traveling by car, reducing support for businesses, and it impacts current transit routes.

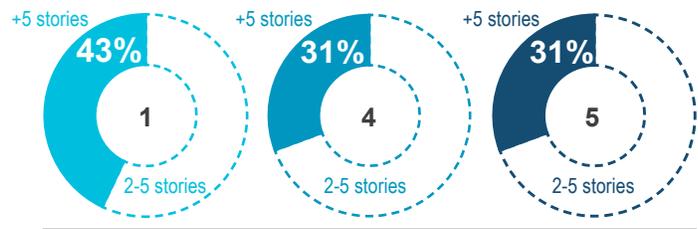
Spans: The ICA team concluded that buildings over five stories require highway spans less than 80 feet. The highway cover can support 2-5 story buildings with spans greater than 80 feet, however buildings higher than two stories will require additional structure and cost.

The charts below show on-cover land area and the percentage of that land area that can support buildings higher than five stories. Moving the highway ramps south increases the width of the highway at the cover, which makes portions of the cover in Scenarios 4 and 5 wider, and less able to support buildings over five stories (with spans greater than 80').

The lost development potential can be recaptured by sites on solid ground, as discussed on the following page, and development potential for all scenarios can be improved with a narrower I-5 mainline design.



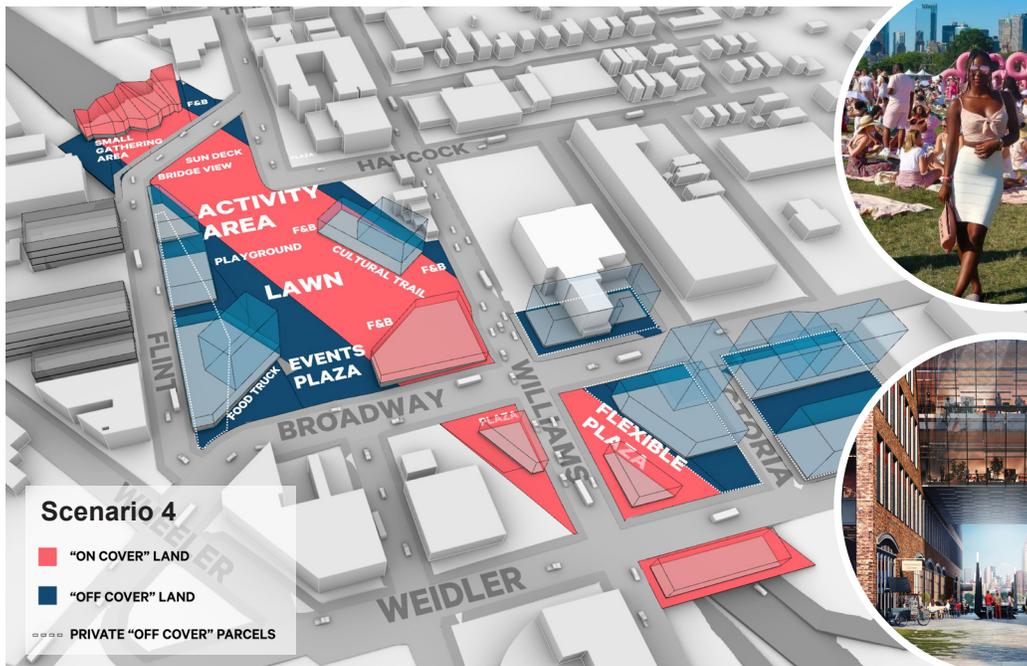
Land Area On-Cover (in acres)



Building Height On-Cover

In the charts above, 20% denotes ODOT's amended 20% design from March 2021; the numbers 1, 4, and 5 denote ICA Scenarios 1, 4, and 5. For more information about how these charts are created, see Appendix I: Cost and Constructibility and Appendix B: Conceptual Design Assumptions Summary.

ON-COVER DEVELOPMENT COMPARISON



Scenario 4's large, central area provides the opportunity for **flexible building design and large-scale community gathering space** which could support recreation, events, cultural institutions, and create a strong address for surrounding buildings.



Removing vehicular access in the center of the cover provides an opportunity for **pedestrian pathways that are safe and comfortable** for children, elders, and the community at large.



The **increased street frontages** in Scenarios 1 and 5 provide the **most activity to support local businesses**. Outdoor gathering space is distributed across multiple blocks.



Building sites buffering the edges of the cover and on-ramps in the center provide these scenarios with **uninterrupted, protected space for community development**.

OFF-COVER DEVELOPMENT POTENTIAL

The major factor impacting development potential off the highway cover is the number of privately owned sites that are acquired as part of the project's construction.

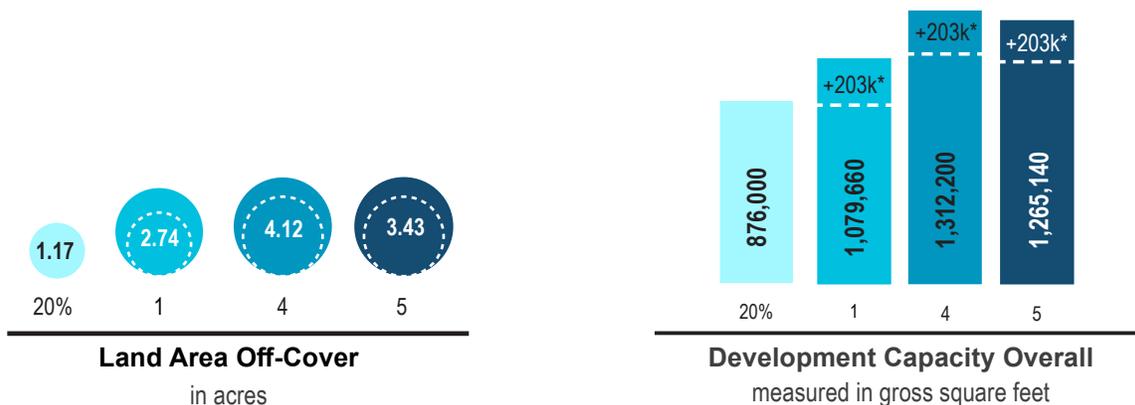
ODOT has a narrow pathway to purchase land with funding that is specifically dedicated for transportation investments. The EA evaluated the impact of the acquisition of land by purchase, or lease, as required for non-transportation uses such as construction staging. However, if ODOT does acquire sites around I-5, following construction ODOT must dispose of this land according to federal and state guidelines and this disposition could include a grant of that land to a public or community organization. The process to convey lands would be determined in the future with the governing entity of the highway cover representing the Black Historic Albina community.

Currently, the amended 20% design would not require the purchase or lease of all the lands that were included in the Environmental Assessment for acquisition. For instance, in the diagram at right site 1 is no longer planned to be acquired and site 4 is planned to be only temporarily leased. This section looks at the potential value of these lands to the community.

These private sites provide valuable development opportunity as they are on solid ground and can support larger buildings than the highway cover. Private sites cleared by the EA for acquisition are the same in all development scenarios and are shown in the diagram at right with the ICA team's assessment of their value.

The charts below show off-cover land area and development capacity for each scenario. These include all private sites cleared in the EA, and the portion outside the dotted line indicates sites 1 and 4, which are not currently planned for permanent acquisition.

The chart of development capacity below assumes unused square foot allowance on the cover is transferred to sites on solid ground. For example, if the zoning of a site on the highway cover allows a four story building, but that area of the cover can structurally only support two story building, the unused square footage may be added to the development of a nearby site on solid ground, increasing the development on sites off of the cover.

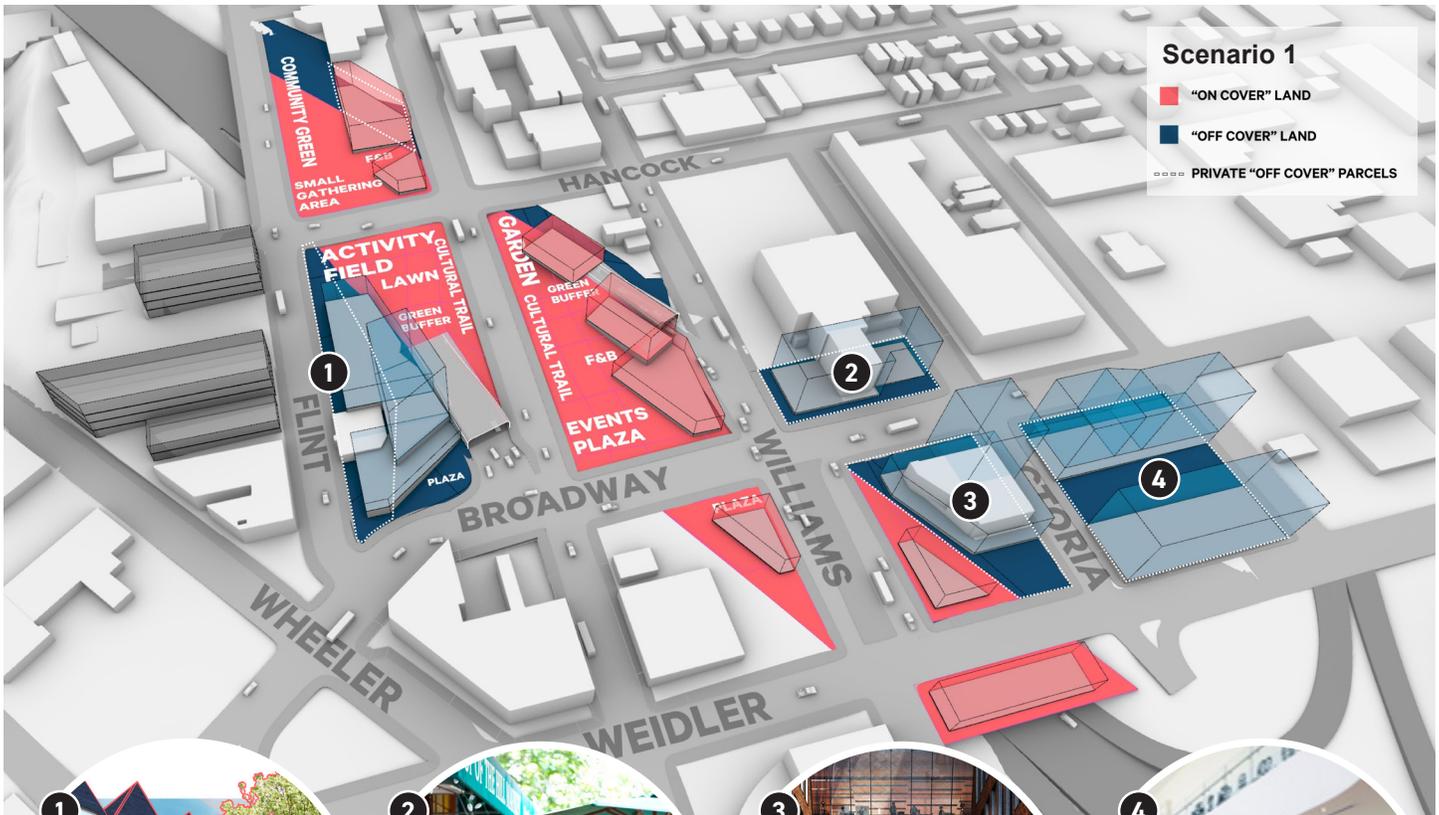


*dotted line indicates site area not currently planned for permanent acquisition

In the charts above, 20% denotes ODOT's amended 20% design from March 2021; the numbers 1, 4, and 5 denote ICA Scenarios 1, 4, and 5. The colored area includes all private sites cleared in the EA and the portion outside the dotted line indicates sites 1 and 4, which are not currently planned for permanent acquisition. For more information about how these charts are created, see Appendix I: Cost and Constructability and Appendix B: Conceptual Design Assumptions Summary.

OFF-COVER DEVELOPMENT OPPORTUNITIES

This assessment applies to all scenarios; Scenario 1 is shown below.



Remnant land west of the existing highway ramp has development potential if it is combined with this site on N Flint Avenue. Development here could augment new developments on the west side of Flint to **create a vibrant neighborhood street** (visualized on page 21).

[not currently planned for acquisition]



This 20,000 square foot half block has **good development potential** and could contribute to a mutually-supportive business cluster on two high-visibility streets.



This triangular site is unique in that it could combine with the adjacent site on the cover to achieve **one large development or each could develop separately**, providing an angled alley or pedestrian access between them.



This 40,000 square foot full block has **high development potential** and could contribute to a mutually-supportive business cluster between two high-visibility streets.

[not currently planned for permanent acquisition]

TRANSIT ACCESS

Fast, reliable transit service is critical in any community, and especially valuable in achieving wealth creation and community cohesion. Transportation is the second highest living expense after housing, and affordable, reliable transit improves the lives of diverse members of a community.

All scenarios are expected to have some impact to transit service and the graphs at right show each scenario's expected transit delay in each direction of travel: north, south, east, and west.

Scenario 4 creates the most significant impact to transit compared to today. Realigning Vancouver onto Flint requires buses to travel out of direction and results in an additional signal, additional turns, and interactions with traffic that will increase the time it takes to complete their routes.

The delay to transit in Scenario 4 is expected to slow the Line 4 and Line 44 buses moving south on Vancouver and Wheeler. Ridership on these buses is high. On average, Line 4 provides 6,890 daily rides, serves 34% non-white residents, and provides access to 79,000 jobs and 33 schools.

On average, Line 44 provides 4,940 daily rides, serves 28% non-white residents, and provides access to 97,000 jobs and up to 60 schools.

Transit delays in all scenarios could be reduced by collaboration with TriMet. To reroute service or relocate stops, careful planning is needed to determine how a change impacts every rider, every day on these lines.



Transit Impacts

-  Mixed impact (some increase / some decrease in delay)
-  Some increase in delay or other impact
-  Significant increase in delay or other impact

In the chart above, 20% denotes ODOT's 20% design; the numbers 1, 4, and 5 denote ICA Scenarios 1, 4, and 5. The colored arrows denote each scenario's expected impacts to transit as compared to today. A gray arrow indicates the impact to transit is mixed - some reduction and some increase in transit delay. A yellow arrow indicates some increased delay or other impact. A red arrow indicates significant increase in delay or other impact. More information on transit impacts is provided in Appendix J: Surface Streets and Circulation.

ELEMENTS AND HYBRIDS

Design elements are used to identify key components in the designs that can change the schedule, cost and performance as they relate to the community vision. Hybrid options were created to balance cost and schedule concerns with achieving restorative justice outcomes. The ICA team determined there could be a reduction in schedule impacts if only the southbound off-ramp is relocated to the south of the cover (Element F) and the northbound ramps remain in their current location. Relocating the northbound ramps (Element G) impacts additional private properties, which adds time and complexity to the project schedule.

Hybrids 2 and 3 relocate only the southbound off-ramp south of the highway cover (while the on-ramp remains in its current location); they extend the current project schedule by an estimated 16 months. The ICA team also identified elements for two street configurations

that differ between the final scenarios and hybrids. These provide either larger, more flexible development area or a greater amount of street frontage, and have meaningful differences in their impact on transit service.

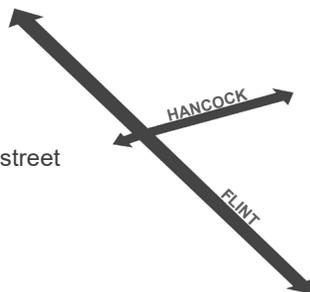
The I-5 ramps and streets in the development scenarios pose major implications to land and schedule that decision-makers can mix to create a scenario that meets their collective project vision. The elements shown below are related to key schedule and development configuration trade-offs.

More information about design elements is provided in Appendix A: Concept Scenarios Design Memo, and an assessment of schedule impacts associated with each added element is detailed in Appendix H: Environmental Assessment Pathway.

ELEMENT C

Reconnect Flint and Hancock

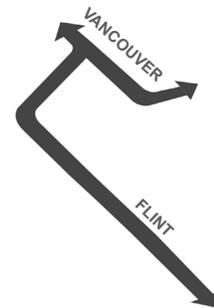
Creates more active, visible street frontage, restoring a portion of the historic street grid.



ELEMENT E

Merge Flint and Vancouver

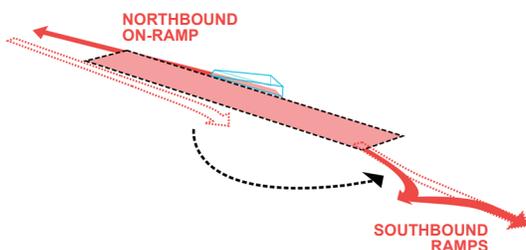
Creates a larger, more flexible development parcel.



ELEMENT F

Move southbound ramps

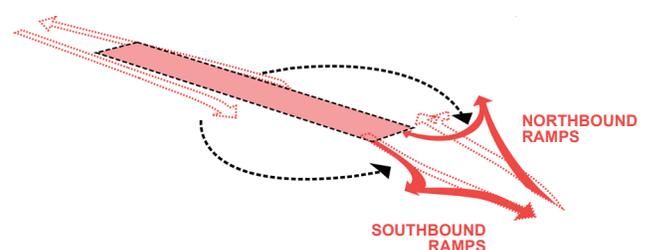
Moves some ramp impacts away from the center of the cover.



ELEMENT F G

Move both southbound & northbound ramps

Moves ramp impacts away from the center of the cover.





Broadway today, looking west toward the Leftbank Building and Fremont Bridge



Broadway with new development in foreground on remanant sites (sites 2&3 on pg. 45) and development on a highway cover in background.

wide sidewalks support Black businesses and social life



“There is some sense of reparation, acknowledgment of past harm, **culturally rich and specific to African American places.**”

– COMMUNITY MEMBER



“Provide spaces for like-minded companies invested in the **future prosperity of the black community.**”

– SOUL DISTRICT VISION

“It needs to be **intentional**, it needs to be **sustainable.**”

– COMMUNITY MEMBER



4 // DESIGN SCENARIOS AND HYBRIDS

Scenario Comparison

ENVIRONMENTAL ASSESSMENT BASE CASE

The EA Base Case was created through the N/NE Quadrant Plan and I-5 Broadway/Weidler Facility Plan process and adoption, with the purpose of improving safety and operations on I-5 in the vicinity of the Broadway/Weidler interchange.

The EA scope was not required to take into account urban design subject matter broad enough to encompass social systems like restorative justice, placemaking or wealth creation. The EA cover design includes park and planted areas on two highway covers, improving the experience of crossing of I-5 and reducing noise and air pollution exposure for nearby properties. 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 EA is provided for comparison as the baseline in evaluating the scenarios.

AMENDED 20% RQIP DESIGN (MARCH 2021)

The amended 20% RQIP 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.

See Appendix G: Development Assessment Framework Evaluation.

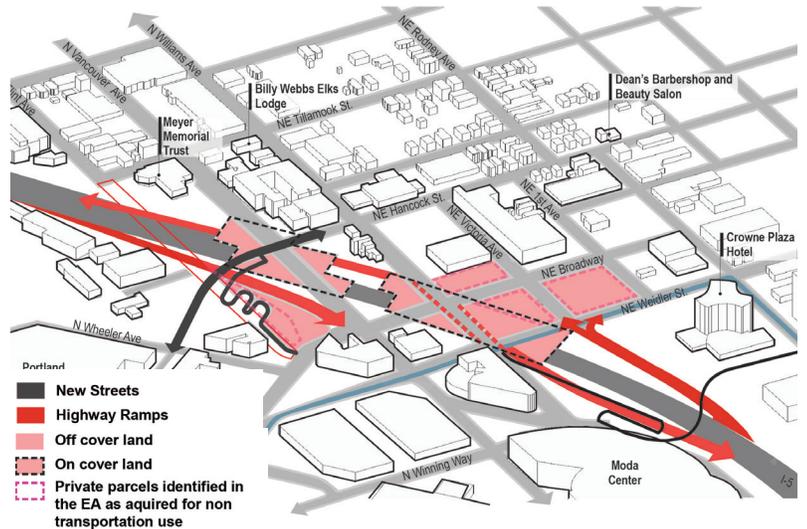


Figure 6: The Environmental Assessment (EA) Base Case

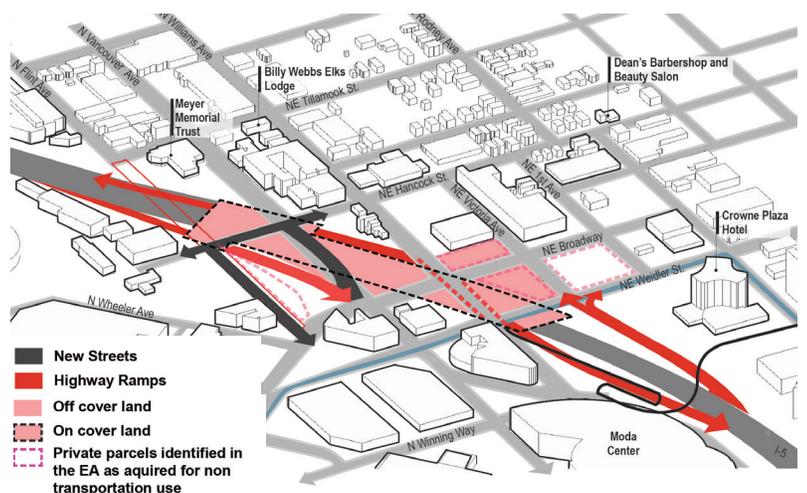


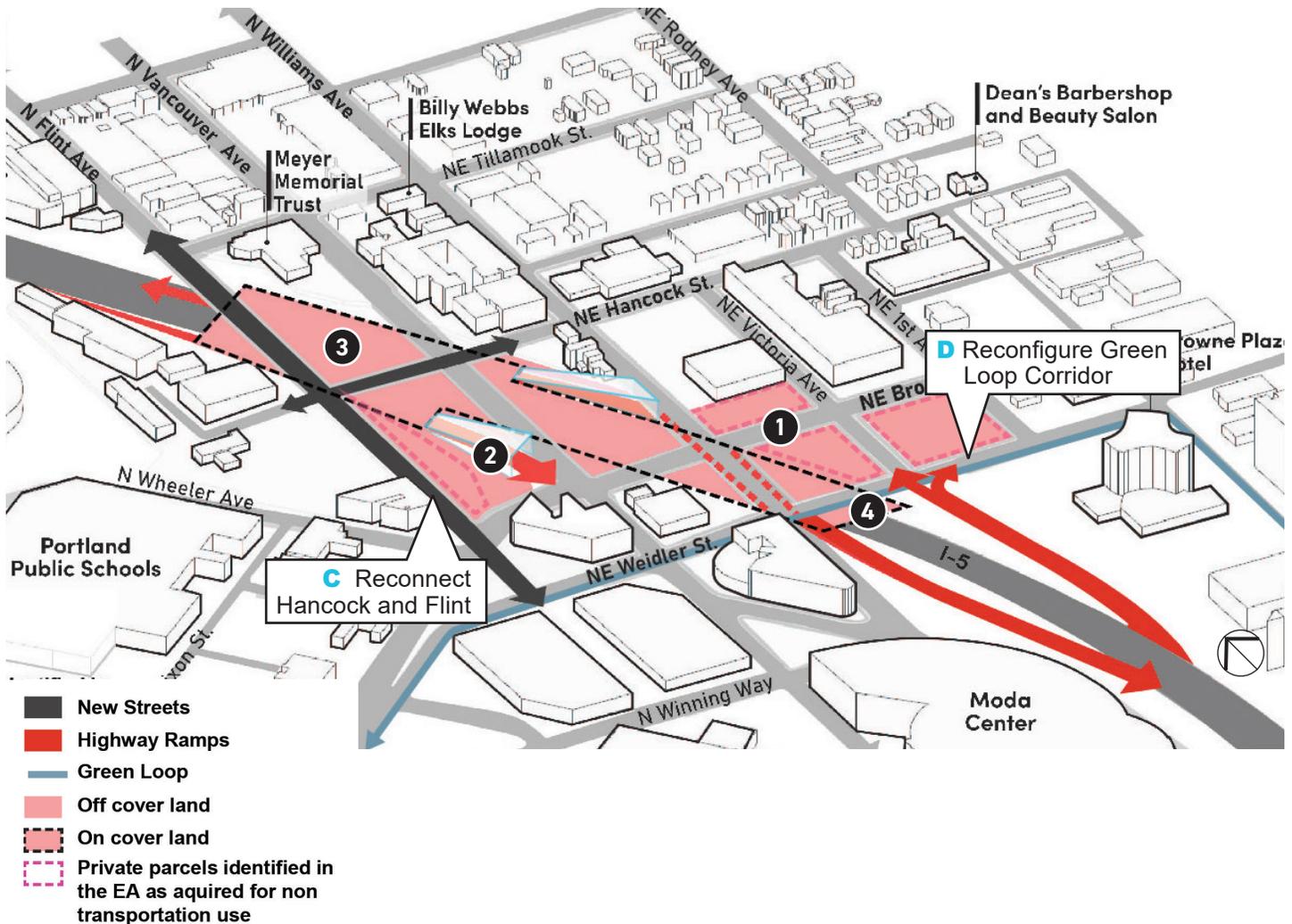
Figure 7: The RQIP amended 20% design (March 2021)

Scenario 1 Flint and Broadway

Scenario 1 proposes modifications to the EA Base Case by modifying the two covers into a single continuous cover and updating the Hancock Street connection to replace the Hancock to Dixon connection. Unlike the amended 20% RQIP design, Scenario 1 proposes to reconnect N Flint from N Tillamook, and extend it south to Weidler (Element C). The cover is extended further north to support Flint, and structures are proposed over the ramps to the north of Broadway to reduce air and noise pollution (Element B).

The Clackamas Overcrossing connection is proposed to be removed, and the Green Loop is aligned as a two-way facility on the south side of Weidler. (Element D).

These street configurations increase the potential for continuous street-facing ground-level activities along N Flint Avenue and N Hancock Street, and the re-alignment of the Green Loop through the restored neighborhood can attract people of all ages and abilities from throughout the region to enjoy safe active recreation.



1



Redesigning roads to prioritize pedestrians and cyclists supports safety and economic development. This is harder to do when highway ramps consolidate traffic on a few streets and widen intersections as in Scenario 1.

2



Ramp cover structure increase the separation from sources of **noise and pollution** or, if open trellises like shown here, **minimize views of highway traffic.**

3

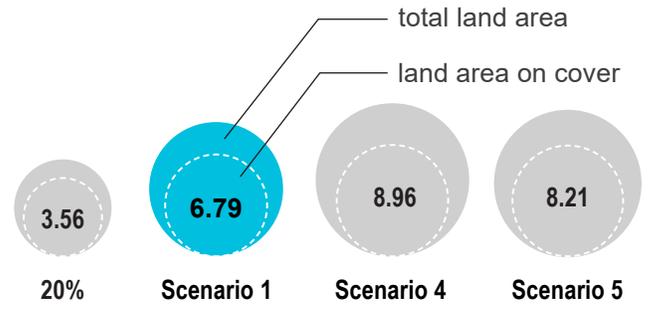


Vibrant community gathering spaces provide value to residents and visitors as well as additional space for the activities of nearby buildings.

4



This small, on-cover site can support only one to two story buildings and provides an opportunity for **affordable small business space.**

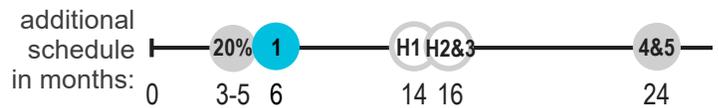


Land Area (in acres)

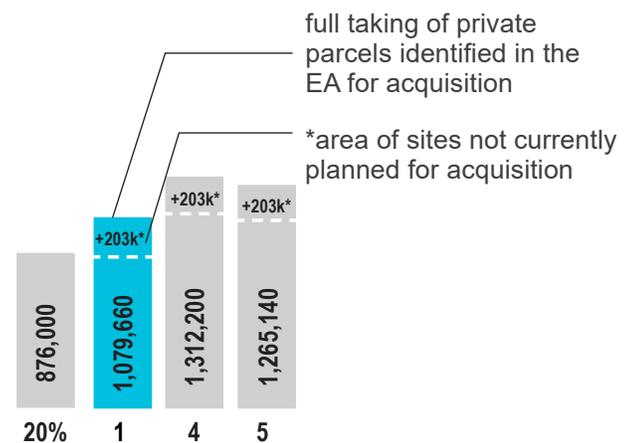
20% Unknown / not currently comparable



Cost



Schedule (in months)

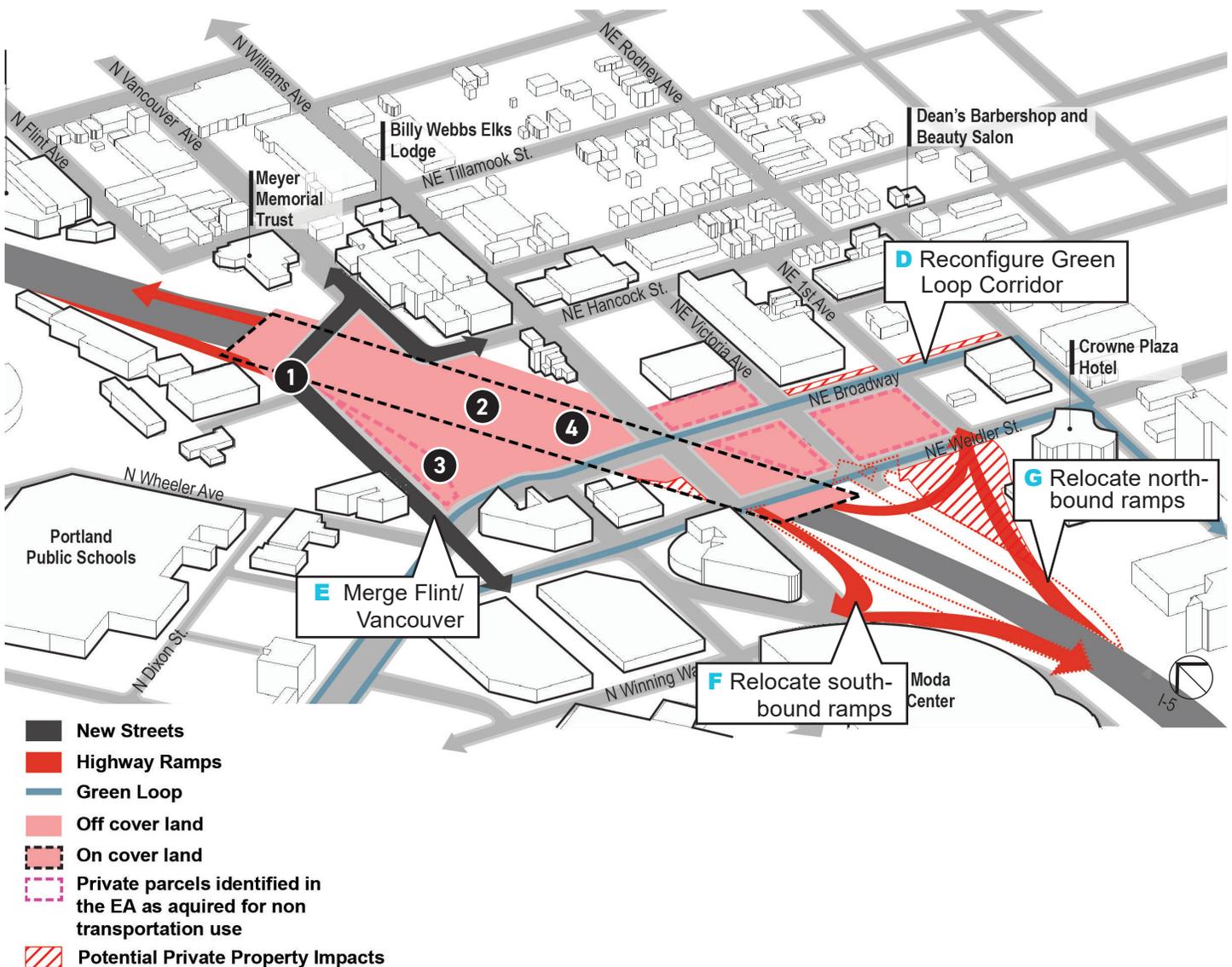


Development Capacity Overall (in gross square feet)

Scenario 4 Center on the Cover

Scenario 4 proposes to relocate the southbound and northbound interchange ramps to the south of Weidler, away from the center of the highway cover (Element F and Element G). The streets are reconfigured by merging N Flint and N Vancouver Avenues (Element E), removing Vancouver to the south of Hancock, which provides a large flexible development parcel on and around the cover for various building and open space configurations.

The Clackamas Overcrossing connection is proposed to be removed, and the Green Loop is reconfigured on Broadway and Weidler (Element D), bringing it through the restored neighborhood, and connecting it to other areas of the City.



1



Connecting Flint and Vancouver creates a large, contiguous area for development, but **slows bus service** by making the transit route circle the highway cover.

2



Scenario 4's large central area provides the opportunity for **flexible building design and large-scale community gathering spaces** which could support cultural events, diverse forms of recreation, and business activities like farmers' markets.

3

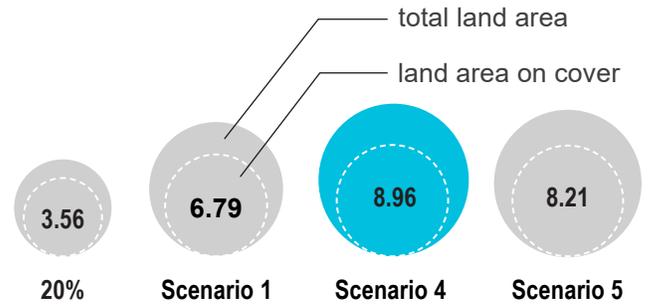


The ability to combine parcels gives **greater opportunities to community developers** to meet the Black community's future goals.

4

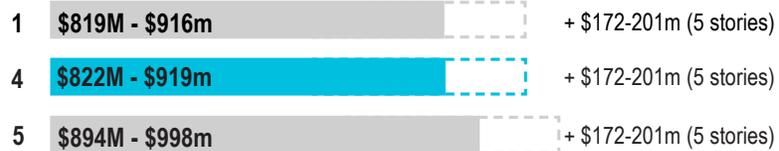


Removing ramp access from the center of the cover provides an opportunity for **pedestrian pathways that are safe and comfortable** for children, elders, and the community at large.

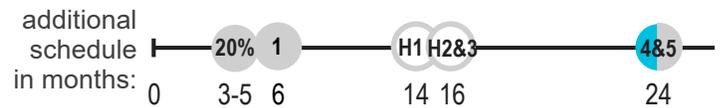


Land Area (in acres)

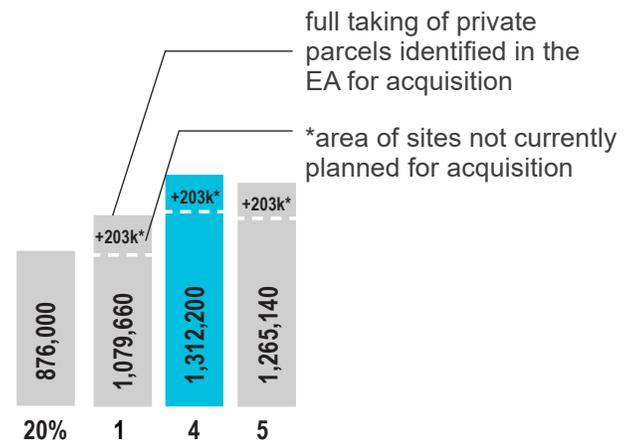
20% Unknown / not currently comparable



Cost



Schedule (in months)

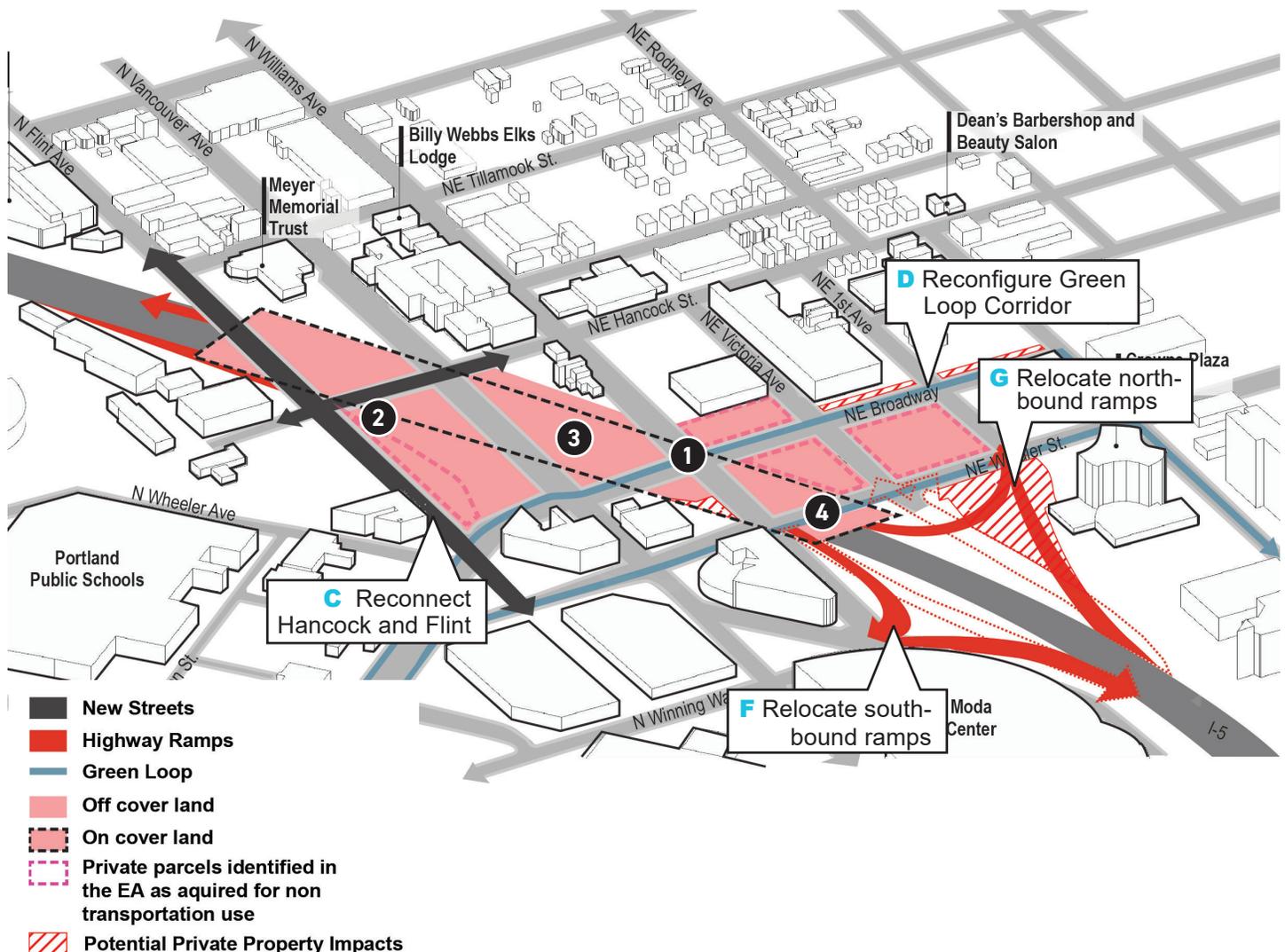


Development Capacity Overall (in gross square feet)

Scenario 5 Restore the Grid

Scenario 5, like Scenario 4, proposes to relocate the southbound and northbound interchange ramps to the south of Weidler, (Element F and Element G). N Flint is reconnected to N Tillamook, and extended south to Weidler (Element C). The cover is extended further north to support Flint, and Hancock is reconnected straight across the highway. These street configurations restore a portion of the historic street grid, creating opportunities for ground floor active uses.

The Clackamas Overcrossing connection is proposed to be removed, and the Green Loop is reconfigured on Broadway and Weidler (Element D), bringing it through the restored neighborhood, and connecting it to other areas of the City.



1



Redesigning roads to prioritize pedestrians and cyclists and increasing connections across the highway cover supports **safety, quality of life, and economic development.**

2



Scenario 5's **increased street frontages** provide the **greatest ability to support local businesses.**

3

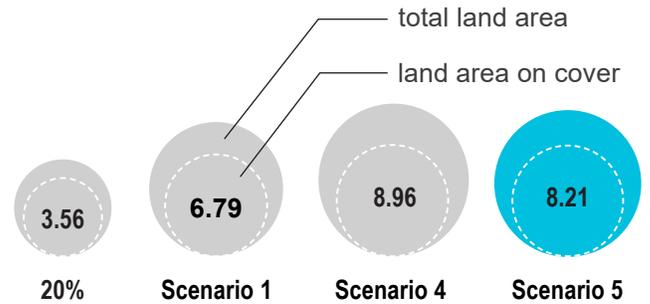


Vibrant community gathering spaces are distributed across several blocks, can be used by nearby buildings, and support 24-hr, active, daily life.

4



Building sites buffering the edges of the cover without highway ramps through the center provide this Scenario with **uninterrupted protected space for community development.**

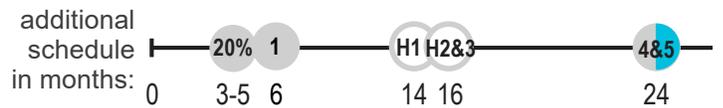


Land Area (in acres)

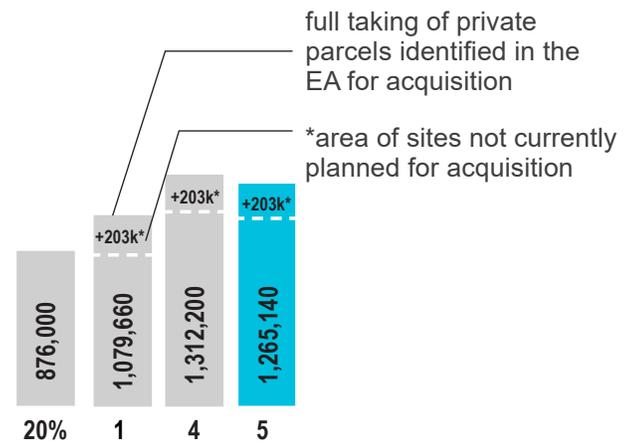
20% Unknown / not currently comparable



Cost



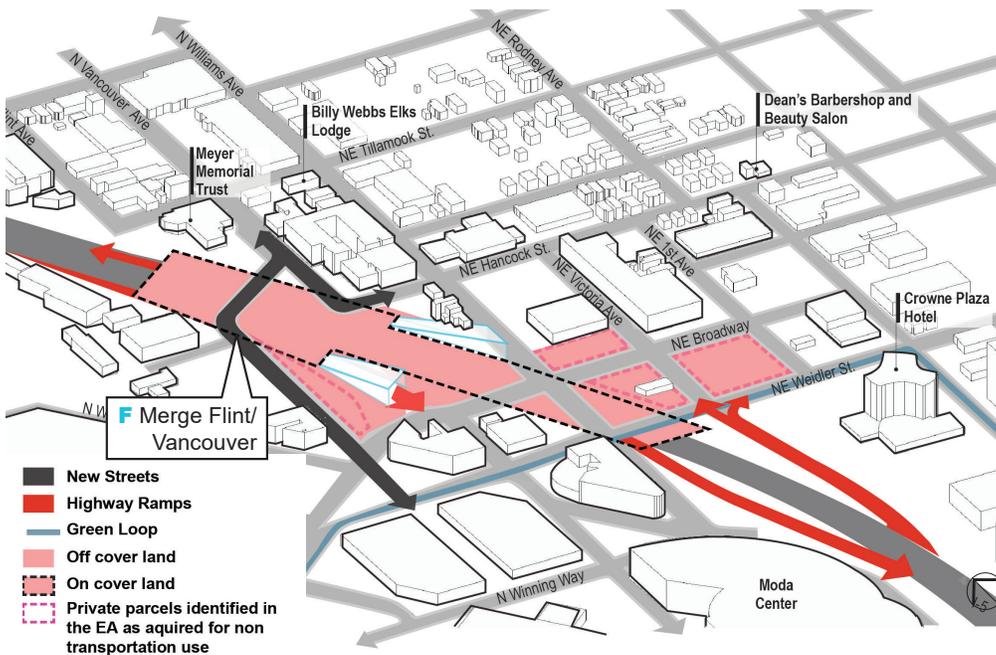
Schedule (in months)



Development Capacity Overall (in gross square feet)

Hybrids

HYBRID 1



Hybrid 1 replaces the Flint and Hancock connections with the Vancouver Flint merge (Element E). This allows for a better pedestrian crossing where the southbound off-ramp intersects with Broadway and creates more developable land.

Total Land : 7.81 acres

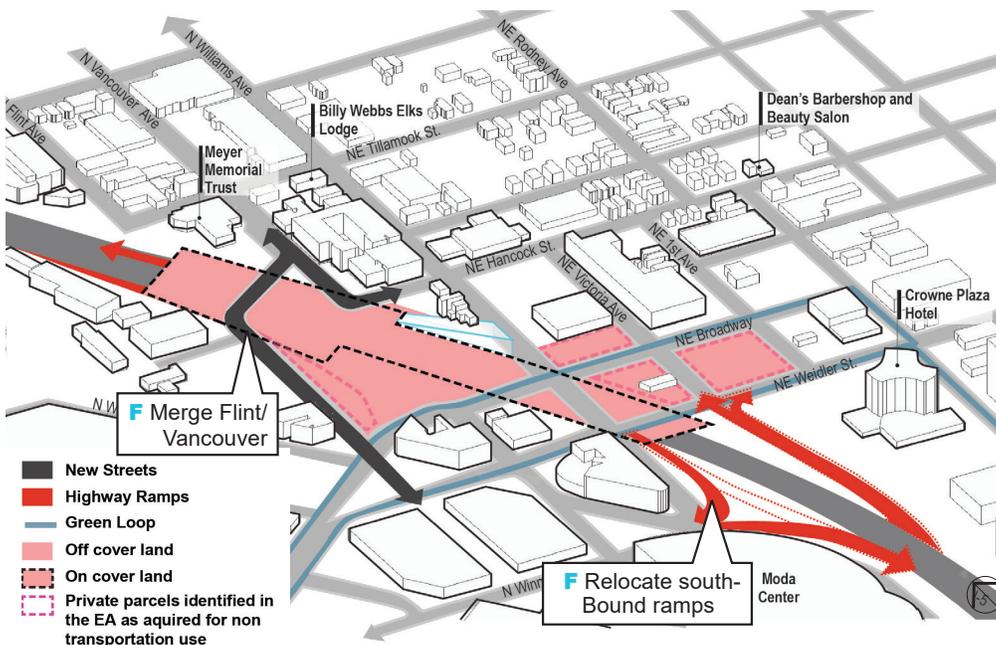
On-cover : 4.86 acres

Off-cover : 2.94 acres

**Development Capacity:
1,179,000 gsf**

**Estimated schedule
extension: 14 months**

HYBRID 2



Hybrid 2 also replaces the Flint and Hancock connection (Element C) with the Vancouver Flint merge (Element E), similar to Scenario 4.

This allows for a greater amount of high-quality developable land on the cover and more comfortable intersections for pedestrians and cyclists.

Total Land : 8.54 acres

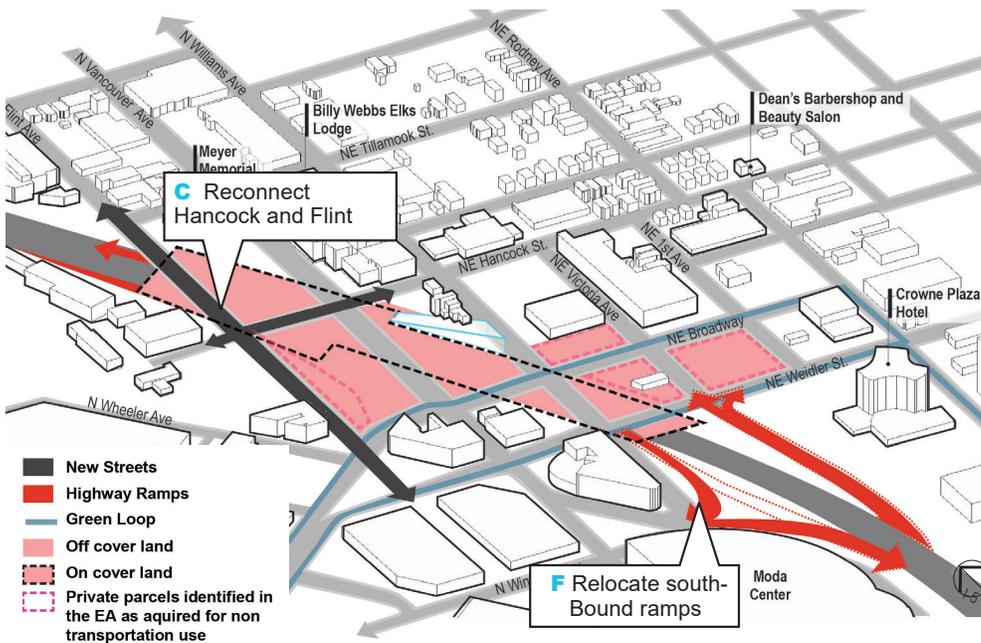
On-cover : 4.43 acres

Off-cover : 4.11 acres

**Development Capacity:
1,262,000 gsf**

**Estimated schedule
extension: 16 months**

HYBRID 3



Different from Hybrids 1 and 2, Hybrid 3 restores the Flint and Hancock connection (Element C). Similar to Hybrid 2 the southbound off-ramp is moved to the south, and the southbound on ramp remains in its existing location (Element F)

This allows for increased active street frontage, a greater amount of land on the cover, and more comfortable intersections for pedestrians and cyclists.

Total Land : 7.97 acres

On-cover : 4.11 acres

Off-cover : 3.47 acres

**Development Capacity:
1,176,000 gsf**

**Estimated schedule
extension: 16 months**



4 // INDEPENDENT
COVER
ASSESSMENT
FINDINGS

Background Context

WORK SESSION 3 RECAP

The ICA hosted three public (or community) Work Sessions and Online Open Houses with Historic Albina community workshop attendees and ODOT's advisory committee members. Participants provided feedback on different highway cover scenarios and considered ways to balance restorative justice goals with the technical requirements of the RQIP. The resulting information, listed below, from these proceedings, was reported to the ESC for its consideration. See L: Facilitation Needs Assessment Summary (Task 3.2 and 3.3) for more information.

- The Historic Albina community workshop attendees, and about a half of the HAAB members ranked Scenarios 4 or 5 as their preferred highway cover scenario in the Work Session 3 live poll.
- Scenario 1 was ranked the lowest by the majority of Historic Albina community workshop attendees and HAAB members.
- Scenario 1 was ranked highest by a majority of the seven ESC members who participated in the Work Session 3 live poll.
- Hybrids were created to offer a “win-win” approach to potentially lessen the schedule impacts while still providing better developable land in the central area of the cover. Historic Albina community workshop attendees preferred Hybrid 3 which moves the south freeway ramps south of the cover. HAAB members preferred Hybrid 2 which also moves the south freeway ramps south of the cover, and Hybrid 1 was preferred by the ESC members who participated in the Work Session 3 live poll.
- In the live poll held in Work Session 3, the majority of the Historic Albina community workshop attendees strongly supported the creation of a new governance entity to ensure that development of the highway cover meets Black Historic Albina community goals live. About a third of HAAB members supported this action, another third were neutral and another third did not support it. Three of the six ESC members were neutral on the proposition, two supported it and one did not support it in the live poll.

LIMITATIONS ON ICA ANALYSIS

There were challenges to accurately compare the RQIP design with the ICA design scenarios;

- **EA Base Case/RQIP Design** – design changes made since the EA must be approved by the FHWA the City of Portland, and schedule impacts are currently unknown.
- **Construction schedule** – the proposed project schedule does not account for significant, existing political risks that could delay the schedule, i.e., some critical public partners, which the project needs to move forward, are not currently participating in project discussions.
- **Total Estimated Project Costs** – the last RQIP cost estimate of \$715-\$795 million, as reflected in the Cost to Complete Report dated January 2020, was an estimate for the 15% EA Base Case and does not include design changes in the current amended 20% design, i.e., a larger single cover.
- **Funding Sources** - HB2017 allocated \$30 million in annual capital funds for the RQIP, including highway covers, beginning in 2022. This source is not anticipated to cover the full project cost and the current funding gap is unknown. The RQIP must attract additional funding if it expects to move forward on the desired timeline.
- **DBE Contracting and Construction Jobs** – without a complete, adopted Diversity Plan and project schedule, it is impossible to accurately estimate the time frame over which jobs and other local economic benefits will be delivered to the community.

Recommendations made to the OTC based on the ICA team’s work should recognize these limitations.

ICA Findings

The ICA team has identified three critical priorities for creating pathways for achieving the greatest potential for restorative justice in a revitalized neighborhood on and around the highway cover.

COMMUNITY VISION + NEIGHBORHOOD FRAMEWORK

To establish a vision and a road map to guide RQIP design and future development on top of the highway cover to support community priorities in the Central City.

DESIGN SCENARIOS + ELEMENTS

To organize freeway and surface street elements to support restorative justice.

GOVERNANCE

To create a clear governance structure and governing entity focused on planning, developing, and operating a community-focused development on the highway cover and remnant lands.

COMMUNITY VISION FINDINGS

- The top ten program priorities were created from recurring design and governance ideas heard in community workshops, advisory committee meetings and online open house surveys.
- The consistent top priority that emerged from community workshops was the amount of quality developable land created for community use, control and ownership.
- Some community members expressed their highest priority as project-related jobs and contracting opportunities for the black community, and preferred not risking the delivery of those jobs.

NEIGHBORHOOD FRAMEWORK FINDINGS

The neighborhood design framework was created by the ICA team to respond to the feedback given in Work Sessions 1 and 2. The framework includes the following design principles:

- Maximize quality developable land area on and around the cover for community use and control.
- Provide flexibility for future development by designing the cover to support both buildings and civic and gathering spaces.
- Restore streets across the highway to create active frontages for development and prioritize safer, pedestrian-oriented routes.
- Minimize exposure to highway noise and pollution.

SCENARIOS AND ELEMENTS FINDINGS

DESIGN FINDINGS

Scenarios

- **Scenario 1:** Due to the ramps' intersecting the streets and blocks on and around the cover, Scenario 1 provides the least amount of high-quality development area. Because it is generally consistent with the EA configuration, it has the least risk of schedule delay.
- **Scenario 4:** Due to the ramps being relocated and the merge of Flint and Vancouver Avenues, Scenario 4 provides the greatest amount of high-quality development area. With the reconfiguration of streets, there will be some transit delays. Because it is not consistent with the EA configuration, it has a moderate to high risk of schedule delay (estimated at 24 months).
- **Scenario 5:** Due to the ramps being relocated and the restoration of Flint and Hancock, Scenario 5 provides a larger amount of high-quality development area than Scenario 1. With the reconfiguration of streets, there will be some transit delays. Because it is not consistent with the EA configuration, it has a moderate to high risk of schedule delay (estimated at 24 months).
- As evaluated in the ICA's Development Assessment Framework conducted by the ICA team, **Scenario 5** scored the highest and can create the greatest opportunity for restorative justice.

Elements:

- Moving the southbound ramps (Element F) south of Weidler increases the number of ground-level frontages and contiguous land area with less cost and impact than moving the northbound ramps (Element G). This will create a moderate risk of schedule delay (14-24 months).
- Moving the southbound and northbound ramps (Elements F and G) to the south of Weidler creates the greatest amount of contiguous land and continuous multimodal access across the heart of the restored areas on the highway cover. This will create a high risk of schedule delay (14-24 months)

TECHNICAL FINDINGS

- The total construction cost of the three ICA design scenarios is estimated to be \$819-\$998 million, with a 10% variance between the highest (Scenario 5) and the lowest (Scenario 1) budget. The cost includes the highway cover area and associated street improvements. It does not include I-5 mainline improvements north or south of the cover area.
- The ICA design scenarios are designed and cost estimated to support two story buildings and can be designed to support five story buildings for an additional cost of \$172m-\$201 million, while maintaining the proposed mainline widths reflected in the RQIP 20% Design. Buildings taller than five stories on the cover would require additional structural support and additional cost.
- The width of the highway cover was based on full-width travel lanes and shoulders as well >24 feet for egress pathway, which are not customary for a cover structure or tunnel, especially in an urban area. A performance-based and context-sensitive

approach may be used to reduce costs, improve ramps, reduce right-of-way take, and improve community development potential. For every 10 foot reduction in width, the approximate total cost reduction would be in the range of \$23-\$30 million. The ICA team estimates \$100 million reduction is achievable.

- Schedule delays could add approximately 3% cost increase for inflation annually.

MOBILITY FINDINGS

- To support restorative justice outcomes and the community's vision for the neighborhood requires a fundamental shift in design approach from an auto-focused street network and circulation system to a pedestrian-oriented street scale that improves pedestrian safety and experience and supports place-making and wealth-creation outcomes.
- This shift in design approach necessitates increasing the amount of right-of-way dedicated to pedestrians, bicyclists, and streetscape amenities and reducing space dedicated to automobiles. This results in cross-section changes, and property impacts are expected to fit mostly within the RQIP 20% design, with more detailed study needed to determine additional property impacts on Broadway between NE Victoria and NE 2nd Avenues to accommodate the northbound ramp relocation.
- The trade-offs described above will increase vehicle delay at some intersections. Further analysis will be needed to explore the interaction of intersections and to prioritize progression to clear queues along key movements from the freeway.
- Potential delay on key transit routes will need to be confirmed with more detailed analysis; options to address these impacts could include signal timing

adjustments, dedicated transit lanes, and repurposing part of Williams for two-way bus operations.

- Large truck turning movements can be accommodated. Some design adjustments and lane widening may be necessary at more detailed levels of design.

ENVIRONMENTAL ASSESSMENT FINDINGS

- Some design elements in Scenarios 4 and 5 will require additional technical studies and a higher level of engineering design that could add 14-24 months to the schedule. Specific studies to assess the effect on properties that are federally protected under National Historic Preservation Act, USDOT Section 4f or that meet the criteria for Environmental Justice as described in Appendix H Table 1 would require analysis as prescribed by those statutes. Once an engineering design is selected, technical studies for the potential to affect land use (including right-of-way), transportation operations, air quality and noise related to design changes would need to be re-examined to meet FHWA NEPA reevaluation guidance.
- The ICA process yielded alternative cover design scenarios that provide substantive benefits to the Historic Albina community. If incorporated, these design refinements are subject to an EA reevaluation per FHWA rules.
- If ODOT changes its project description to include restorative justice for the Black Historic Albina community, there is a pathway to convey to the FHWA that Scenarios 4 and 5 are consistent with the expanded project description. These scenarios will likely have additional support from local government representatives and community stakeholders. However, this may involve going back through the NEPA process. Any design modifications would still need to meet the Purpose and Need of the project.

- Based on preliminary ICA results in Appendices A, I, and J of this report, the proposed design changes will not be substantively different in magnitude or duration from those impacts evaluated in the EA that concluded in no significant impacts; additionally, the design when implemented could result in community enhancements and benefits consistent with Executive Order 12898 as amended. The Environmental Justice guidance under Executive Order (EO) 12898 is being amended or replaced in EO 14008; guidance on how FHWA should interpret this for major highways is forthcoming.

GOVERNANCE FINDINGS

- Linking the creation of the highway cover to restorative justice outcomes requires a governance structure that establishes a clear leadership role for community stakeholders in determining the future of the highway cover and the broader neighborhood.
- For the community most negatively impacted by the original construction of I-5 through the Albina neighborhood and Rose Quarter, it is a priority to control future development on the highway cover and remnant lands made available after RQIP construction.
- Under the right conditions, future development on the highway cover and remnant lands can deliver on community priorities and achieve community stakeholder goals.