MTIP Amendment for Phase 1 of the Rose Quarter Interstate 5 and Investment Priority Policies Major Project Assessment Summary

This attachment is a summary assessment of a proposed amendment to the 2024-27 MTIP to add design, right of way acquisition, utility relocation, and construction phases of the Rose Quarter (RQ) project. The assessment reviews and evaluates the Phase 1 (partial build) of the Interstate 5 Rose Quarter project. It is provided to inform the amendment decision process regarding consistency with investment priority policies.

History of Rose Quarter Interstate 5 Project and Proposed MTIP amendment

Decades of planning and partnership by ODOT and the City of Portland (City) have occurred to address the safety and operational needs on Interstate 5 (I-5) and within the Broadway/Weidler interchange through the Rose Quarter. I-5 is the main north-south highway moving people and goods and connecting cities and towns across the west coast of the U.S. between Mexico and Canada. I-5 between I-84 and I-405 is the top traffic bottleneck in Oregon, and the 28th-worst freight bottleneck in the nation.

The purpose of the Project is to improve the safety and operations on I-5 between I-405 and I-84, at the Broadway/Weidler interchange, and on adjacent surface streets in the vicinity of the Broadway/Weidler interchange, and to enhance multimodal facilities in the Project Area. In achieving the purpose, the Project also would support improved local connectivity and multimodal access in the vicinity of the Broadway/Weidler interchange and improve multimodal connections between neighborhoods east and west of I-5.

The Oregon Transportation Commission, at its December 4, 2024, meeting, allocated an additional $250 million to the I-5 Rose Quarter Improvement Project as part of the Urban Mobility Strategy Finance Plan update. Combined with existing funding and the recently secured U.S. Department of Transportation Reconnecting Communities and Neighborhoods grant of $450 million, this additional allocation provides sufficient funding to begin project construction in 2025 and deliver many of the project's most critical improvements.

The increase of $250 million from House Bill 2017 Urban Mobility Strategy funds, and the proposed amendment, will do the following:

- *K19071 I-5 Rose Quarter Improvement Project:* An increase of $12,500,000 will advance design, right of way acquisition, utility relocation and other activities needed to ready K23672 and K23682, as articulated below, for construction.

- *K23672 I-5 Rose Quarter: Broadway to Weidler Phase 1:* With the increase of $177,500,000 for the construction phase, the original scope of building the initial portion of the highway cover as funded by the U.S. Department of Transportation Reconnecting Communities and Neighborhoods grant will be expanded. The added scope will be to construct an added portion of the highway cover so that the first portion of the cover to be constructed would be between the cover's southern portal (south of Weidler) to north of the Broadway structure (including removing and replacing the Broadway, Weidler and Williams structures) and to construct initial portions of the I-5 safety and operational improvements, including widening the Holladay/Hassalo bridge and build walls, building the full southbound auxiliary lane and

shoulders, extending a portion of the existing northbound auxiliary lane and shoulders under the highway cover area, and constructing two sign bridges and associated Intelligent Transportation Systems. Construction will begin by 2027.

- *K23682 I-405 and I-5 Stormwater Facilities Project*: The project name will change to I-5 Rose Quarter: Phase 1A. With the increase of $60,000,000 for the construction phase, the original scope of building stormwater improvements within the project area near I-405 will be expanded and the mile points will change to MP 301.4 to 303.2 from MP 301.2-303.4. The added scope will be to construct a structural deck overlay, make bridge rail upgrades and seismically retrofit two bridges (S8588E and N8588E) in the southern portion of the project area. Construction will begin in 2025.

Consistency with Metro's I-5 Rose Quarter Project: Values, Outcomes and Action

JPACT and Metro Council are currently considering an MTIP amendment to program funds for a construction package that partially completes the improvements to the Interstate 5 mainline that are included in the I-5 Rose Quarter (I5RQ) project. Metro Council approved a set of Values, Outcomes and Actions for the I5RQ project in April 2020 that has guided Metro's engagement in the project ever since. This document reviews the current status of the project in implementing each action identified in the Values, Outcomes and Actions document, and summarizes overall progress with respect to each of the three values.

***Value* / action**	**Status**	**Staff comments**
1. Advancing racial equity and committing to restorative justice	*Complete / ongoing*	
1A. Coordinate with the Albina Vision Community Investment plan (funded by a Metro grant) to consider the land value created by this project and the urban design features described in the Albina Vision.	Ongoing	Albina Vision Trust (AVT) has completed their Metro-funded Community Investment grant project. This work continues to inform their engagement with I5RQ, including through partnership with PBOT on two federally funded Reconnecting Communities grant projects[1] that focus on development strategies and surface street improvements in and around the project area. Coordination between AVT and ODOT is ongoing. In March 2024 the OTC directed ODOT to work with AVT to prioritize offering AVT the right to develop new parcels created by I5RQ. AVT also recently signed a letter of commitment indicating its intent to continue coordinating with ODOT and other partners on I5RQ.
1B. Appoint a landscape design team to inform a community-led	Complete	The consultant team completed the Independent Cover Assessment in July 2021, which recommended a cover design that

[1] For more information on these projects, see https://www.portland.gov/bps/planning/reconnecting-albina/about and https://www.portland.gov/transportation/news/2024/3/8/pbot-news-release-portland-mayor-commissioner-and-transportation.

***Value* / action**	**Status**	**Staff comments**
decision-making process on highway cover design.		maximized developable space on and around the cover, as well as changes to surrounding transportation facilities to improve access to and foster development on the cover.[2] All project partners subsequently agreed to a cover design through a letter of agreement with the Governor's office signed in January 2022.
1C. Set a new standard for State design and contracting practices for local minority-owned contractors and small businesses that incorporates prime-contractor development programs, workforce development opportunities, anti-displacement and restorative community building investment, and wealth creation and land ownership opportunities.	Ongoing	The goals and strategies outlined in the Project's Diversity and Subcontracting Plan[3] are designed to help develop, mentor, expand expertise and build the capacity of DBEs, as well as to promote workforce development and economic opportunities for historically underrepresented populations. Other topics discussed in this outcome, including anti-displacement, restorative community building investment, wealth creation, and land ownership opportunities are the subject of one of the collaborative PBOT-AVT projects discussed under item 1A.[4]
Establish a committee to oversee implementation of the DBE contracting process.	Complete	ODOT established the Community Oversight Advisory Committee[5] to oversee implementation of DBE contracting in 2020. The committee last met in January 2023 and will resume a regular meeting schedule when construction on the project begins.
2. Increase multi-modal mobility and implement congestion pricing to reduce greenhouse gas emissions	*Not on track*	
2A. Synchronize the project timeline with the I-5 tolling program, so that any analysis of traffic and greenhouse gas emission benefits of the project also incorporates pricing strategies for managing traffic.	Not on track	In March 2024, Governor Kotek and the Oregon Transportation Commission ordered ODOT to stop work on the Regional Mobility Pricing Project (RMPP; the official project name of the I-5 tolling program); the project is now on hold indefinitely.[6] This decision poses an obstacle to achieving all actions associated with pricing.
2B. Link the project with larger I-5 corridor planning efforts by taking into account the transportation	Ongoing	As discussed in more detail in the project Supplemental Environmental Assessment

[2] https://www.i5rosequarter.org/pdfs/independent_cover_assessment/RQ-CAP-Report.pdf
[3] https://www.i5rosequarter.org/media/izoepgnp/ch_2_reconciled_diversity_subcontracting_plan.pdf
[4] https://www.portland.gov/bps/planning/reconnecting-albina/about
[5] https://www.i5rosequarter.org/committees/
[6] https://www.oregon.gov/odot/tolling/pages/i-5-tolling.aspx

***Value* / action**	**Status**	**Staff comments**
needs of the entire corridor, as well as the potential impacts to people living along the entire I-5 corridor.		(SEA),[7] the modeling assumptions provided by Metro to the project account for all projects up and down I-5 that were then included on the Regional Transportation Plan project list, and the SEA analyzed potential project impacts to traffic speeds and volumes at locations on I-5 outside the immediate project area. However, the decision to pause RMPP (see 2A) eliminates some of the needs and/or opportunities for this project to coordinate with larger I-5 corridor planning activities
2C. Implement congestion pricing on this segment of I-5 as soon as possible and prior to completing the project.	Not on track	According to a progress report provided by ODOT to project partners in April 2023, which characterized pricing work as in progress and ongoing as part of the project development process, congestion pricing for I5RQ "is being addressed through the Regional Mobility Pricing Project." Now that RMPP is on hold there is no plan to price the project prior to completion.
3. Engaging stakeholders through a transparent and inclusionary decision-making process	*Complete*	
3A. Provide more detail about the roles and expected deliverables of the Community Advisory Committee (CAC) and Executive Steering Committee (ESC), as well as how committee feedback will be incorporated into project timelines and milestones.	Complete	The project website provides extensive detail about the COAC (the official name of the CAC), ESC, and other project committees, including their charters, membership, and meeting minutes.[8]
3B. Clearly define how feedback mechanisms will function between the CAC, ESC, participating agencies, ODOT staff, and the Oregon Transportation Commission (OTC).	Complete	See response to 3A—this information is described in the charters of these committees, which are available via the project website.
3C. Clearly describe to agency partners how the OTC's 11 actions will be incorporated into the project and have timelines synchronized in a way that	Mostly complete	These 11 actions largely align with Metro Council's Values, Outcomes and Actions; they include calls for ODOT to establish committees, document decision-making processes, conduct an independent cover

[7] https://www.i5rosequarter.org/media/kxjgs5tl/i5rq_rsea_appendixa_traffic_508.pdf
[8] https://www.i5rosequarter.org/committees/

Value / action	Status	Staff comments
ensures transparency and accountability.		evaluation, apply congestion pricing, and coordinate with partners. Most of these actions are complete except for those related to pricing.
3D. Develop a partner agency agreement (e.g., IGA, MOU) that outlines how collaboration will continue as part of a process that incorporates these outcomes, completes these identified actions, and commits to project principles and values.	Complete	In August 2022, the Portland City Council unanimously adopted an Intergovernmental Agreement to formalize a partnership between ODOT and the City in delivering the project. ODOT and TriMet also executed an IGA related to I5RQ in August 2022.

Consistency with the Congestion Management Process and Oregon Highway Plan

Consistency with OHP Policy 1G and Action 1G.1

Oregon Highway Plan (OHP) Policy 1G and Action 1G.1 directs ODOT to maintain highway performance and improve safety by improving system efficiency and management before adding capacity. As public documents and presentations on the Interstate 5 Rose Quarter project to date have shown the known elements to the project includes: freeway cap, auxiliary lanes, on and off ramp improvements and spacing, active transportation enhancements, and local street connectivity. The scope elements are consistent with the first two steps of the OHP Action 1G.1 in addressing the overarching needs of the Interstate 5 corridor. The Project has documented consistency with the state and regional policy by focusing the project scope on the first two steps of the Oregon Highway Plan (OHP) Action 1G.1. These two steps are:

1. Protect the existing system. The highest priority is to preserve the functionality of the existing highway system by means such as access management, local comprehensive plans, transportation demand management, improved traffic operations, and alternative modes of transportation.
2. Improve efficiency and capacity of existing highway facilities. The second priority is to make minor improvements to existing highway facilities such as widening highway shoulders or adding auxiliary lanes, providing better access for alternative modes (e.g., bike lanes, sidewalks, bus shelters), extending or connecting local streets, and making other off-system improvements.

Consistency with Regional Transportation Functional Plan

Additionally, the Rose Quarter Interstate 5 project is consistent with Section 3.08.220 of the Regional Transportation Functional Plan in prioritizing four of the six strategies as part of the project outcomes, which includes:

1. TSMO strategies, including localized Travel Demand Management (TDM), safety, operational and access management improvements.
2. Transit, bicycle and pedestrian system improvements.

3. Connectivity improvements to provide parallel arterials, collectors or local streets that include pedestrian and bicycle facilities, consistent with the connectivity standards in section 3.3.4 and design classifications in Table 3.9 of the RTP, to provide alternative routes and encourage walking, biking and access to transit; and
4. Motor vehicle capacity improvements, consistent with the RTP Regional motor vehicle network vision and policies in Table 3.8 and section 3.3.3 of the RTP, only upon a demonstration that other strategies in this subsection are not appropriate or cannot adequately address identified transportation needs.

Consistency with Local Plans

Lastly, the Rose Quarter project would provide transportation infrastructure to support the land use plans for the Rose Quarter and the Albina neighborhood. The I-5 Rose Quarter Improvement Project also is included in adopted Portland regional land use and transportation plans. Specifically, the project would support the City of Portland's Central City 2035 Plan and Transportation System Plan, adopted in June 2018. The Project includes related goals developed through the joint ODOT and City of Portland N/NE Quadrant and I-5 Broadway/Weidler Interchange Plan process, which included extensive coordination with other public agencies and citizen outreach. The Metro Council and the Joint Policy Advisory Committee on Transportation adopted the proposed Project as part of the Regional Transportation Plan in 2014, 2018 and again in 2023. The current proposed amendment is a partial build of the full project, but this initial phase is consistent with the full build that was included in the most recent RTP with no new project elements.

Policies on RTP Investment Priorities

The following is an assessment of how the proposed MTIP project amendment advances the RTP investment priorities of Equity, Climate, Safety, Mobility and Economy and how the project impacts the package of MTIP investments towards those RTP goals. It is based on the similar assessment completed as part of the initial evaluation and adoption process for the 2024-27 MTIP. Economy was recently included in the 2023 RTP but was not part of the 24-27 MTIP assessment process. It has been included in this assessment. A summary of the evaluation results based on the RTP investment priorities is provided in Table 1. The detailed analysis by performance measure for each RTP investment priority is outlined following the summary table. In addition to the proposed amendments that were evaluated, staff performed a full build analysis of the project to ensure consistency with the RTP. Included is both a summary evaluation in Table 2 and a detailed analysis for each performance measure.

Table 1. Summary of RTP Investment Priorities Evaluation – Rose Quarter Interstate 5 Phase 1

RTP Priority	Measure 1	Measure 2	Measure 3
Equity	o	o	+/o
Climate	o	o	+/o
Safety	o	o	N/A
Mobility	o	o	N/A
Economy	+	+	N/A

Table 2. Summary of RTP Investment Priorities Evaluation – Rose Quarter Interstate 5 Full Build

RTP Priority	Measure 1	Measure 2	Measure 3
Equity	o	o	+/o
Climate	o	o	+/o
Safety	o	o	N/A
Mobility	o	o	N/A
Economy	+	+	N/A

***The full build is not a part of the proposed amendment, but the evaluation is included to show RTP consistencies.**

Key:
- o neutral or still to be determined until further details are known
- ^ not directly addressing the region's desired outcome; has other related benefits
- + trending towards the desired outcome for that priority
- - trending away from the desired outcome for that priority
- +/o potential to trend toward desired outcome but still to be determined until further details are known
- -/o risk to trend away from desired outcome but still to be determined until further details are known

Equity

To measure equity in the context of the project, Metro staff describe whether the project increases access to travel options in Equity Focus Areas and summarize information provided by project staff on how the project has been identified as a priority transportation improvement by BIPOC and low-income persons or communities.

Desired Outcome	Performance Measures	Project Performance Assessment (Phase 1a & 1)	Full build
Increase Access to jobs	1. Weighted average household access to jobs within a 30-minute driving commute or 45-minute transit commute.	TIP Modeling shows small but positive increase in access to jobs both region wide and in the MPA equity focus areas. Modeling shows an increase of access to jobs via drive commute from 437,713 to 437,916 region wide and no significant change in access to jobs via transit. For equity focus areas, there is an increase in access to jobs via drive commute from 450,816 to 451,005. For jobs accessible via transit there is no significant change.	TIP Modeling shows small but positive increased access to jobs both region wide and in the MPA equity focus areas. Modeling shows us an increase in access to jobs via auto trips across the MPA area from 437,713 to 438,129. An increase to jobs via transit from 73,711 to 73,725. There is also a small increase in MPA Equity Focus Areas as well. Access to jobs via auto trips in equity focus areas increased from 450,816to 451,145. For transit, there is an increase from 89,378 to 89,402.
Increase access to community places	2. Weighted average household access to community places within a 20-minute driving commute or 30-minute transit commute.	TIP modeling shows a small increase access to community places. There is no increase in access to community places via transit in the modelling. There is an increase of access to community places via auto trips from 2,734 to 2,735 in the MPA area and an increase from 2,863 to 2,864 in equity focus areas.	TIP modeling shows small but positive increase in access to community places. Results were the same from the phased build out.
Complete any gaps in the active transportation system in an equity focus area	3. Miles and percentage of active transportation infrastructure added to the completeness of the regional active transportation work.	The phase 1a & 1 project is not located on a gap in the AT network, and thus cannot close a gap. However, the full build may include components of closing gaps in the active transportation network.	The full build does include a new bicycle and pedestrian bridge over I-5. Additional GIS analysis is required to determine whether the full build closes gaps in the active transportation system.

Safety

To measure safety in the context of the project, a description of whether the project includes scope elements to address documented safety issues that contribute to crashes that result in fatal and serious injuries and include recognized safety counter measures is provided. An assessment of the scope is also compared against the region's high injury corridors to better understand whether the project is addressing the locations with a propensity of crashes leading to fatalities and serious injuries. Additional relevant safety related information as provided by project staff is also summarized.

Desired Outcome	Performance Measures	Project Performance Assessment (Phase 1a & 1)	Full Build
Increase level of investment to address fatalities and serious injuries	1. Amount of investment of safety activities which address fatalities and serious injuries crashes.	The I-5 Southbound corridor through Rose Quarter is identified in Metro's 2018-22 High Injury Corridors (HIC) database with a percentile rank of 90%. The corridor qualifies as high injury because the percentile rank of the concentration score is between 80 and 100, meaning it is within the top 20 percent worst scores. I-5 Northbound is not identified in the HIC database. It is difficult to ascertain the amount of investment to address fatalities and serious injuries in phase 1a and 1. Cost estimates provided in the proposed amendment include PE, ROW,	As with PAE of phase 1a and 1, it is difficult to ascertain the amount of investment to address fatalities and serious injuries with the full build project.

		utilities relocation, construction, and other. The cost estimates do not provide a breakdown of specific project elements that are safety countermeasures to address serious injuries and fatalities or their discrete costs.	
Increase level of safety investment on high injury corridors, and high injury corridors in equity focus areas	2. Amount of investment of safety activities which address fatalities and serious injuries crashes on high injury corridors, equity focus areas, and high injury corridors in equity focus areas.	The Project is in both a High Injury Corridor and a Low-Income Equity Focus Area. With the cost estimates provided it is difficult to ascertain the amount of investment to address fatalities and serious injuries in phase 1a and 1.	The Project is in both a High Injury Corridor and an Equity Focus Area.

Climate

To measure climate in the context of the project, a summary of how the project aligns with Metro's RTP climate goals and polices and whether the project includes elements that will increase access to and use of multi-modal options or increase motor vehicle travel is provided.

Desired Outcome	Performance Measures	Project Performance Assessment (Phase 1a & 1)	Full Build
Reduction of greenhouse gases per capita	1. Projected daily metric tons of greenhouse gas emissions reduction per capita.	TIP modeling shows a very small increase of emission (less than 0.01%).	TIP modeling shows a very small increase (approx. 0.017%).
Reduction in daily metric tons of greenhouse gas emissions	2. Projected daily metric tons of greenhouse gas emissions reduction	TIP modeling shows a 1 metric ton increase in greenhouse gas emission. Up from 12,565 to 12,566.	TIP modeling shows a 2 metric ton increase in greenhouse gas emission. Up from 12,565 to 12,567.
Improves system completeness of active transportation network	3. Miles and percentage of active transportation infrastructure added to the completeness of the regional active transportation work.	The project is not located on a gap in the AT network, and thus cannot close a gap. However, the full build will include components of closing gaps in the active transportation network.	The complete build of the Rose Quarter does include completing gaps in the active transportation network. More specifically, the project aims to close gaps in the Green Loop through Llyod District. Additional GIS analysis is needed to confirm that gaps are being addressed.

Mobility

To measure mobility relief in the context of the project, an assessment of whether the project proposes impacts to mode split (e.g. driving, transit, bike) and miles traveled by mode per capita.

Desired Outcome	Performance Measures	Project Performance Assessment (Phase 1a & 1)	Full Build
Achieve a more equitable mode split amongst driving, transit, and biking	1. Mode split	TIP modeling shows virtually no impact to mode splits. Total SOV trips remain the same (42.515%). There is a small increase from 38.681% to 38.683% for total HOV trips. All other trips remain the same, total transit trips (4.641%), total bike trips (3.826%), total walk trips (7.548%), and total school bus trips (3.282%).	TIP modeling shows the same amount of SOV trips (42.515%), a very small increase in HOV trips (increase of .003% from MTIP and .001 from phase 1), very small increase in transit trips (.001%), very small increase in school bus trips (.001%), and same amount for bike trips and walk trips.
Decrease miles traveled by vehicle and increase miles done by bike and transit	2. Miles traveled by mode	TIP modeling shows a very small impact in miles traveled by mode. There is an increase of personal vehicle driver miles traveled from 21,256,521 to 21,257,411. A small increase in personal vehicle passenger miles traveled from 7,575,447 to 7,575,724. A slight decrease in bike miles traveled from 842,597 to 842,412. A slight decrease in pedestrian miles traveled from 292,789 to 292,772. A small increase in transit miles traveled from 2,020,953 to 2,021,685.	TIP modeling shows small but negative impacts on vehicle miles traveled, bike miles traveled, and pedestrian miles traveled. There is a small positive impact on transit miles traveled. There is an increase in personal vehicle miles traveled from 21,256,521 to 21,257,976. An increase in personal vehicle passenger miles traveled from 7,575,447 to 7,575,986. An increase in transit miles traveled from 2,020,953 to 2,021,685. There is a decrease in bike miles traveled from 842,597 to 842,412 and a decrease in pedestrian miles traveled from 292,789 to 292,765.

Economy

To measure economic vitality in the context of the project, an assessment of whether the project is in an area that is prioritized for future job growth and if the project is in an area with higher-than-average job activity.

Desired Outcome	Performance Measures	Project Performance Assessment (Phase 1 & 1a)	Full Build
Increase transportation option in areas prioritized for future job growth.	1. Is the project located in an area that is prioritized for future job growth?	The project is in the Central City, an area that is prioritized for job growth under the 2040 Growth Concept, which is the region's land use vision. This helps to ensure that the project supports access not only to jobs that exist today, but to new jobs that will be added as the region continues to grow.	The project is in the Central City, an area that is prioritized for job growth under the 2040 Growth Concept, which is the region's land use vision. This helps to ensure that the project supports access not only to jobs that exist today, but to new jobs that will be added as the region continues to grow.
Increase transportation options in an area with higher-than-average job activity	2. Is the project located in an area with higher-than-average job activity?	According to Metro's Economic Value Atlas, the Census Tract that aligns with the project area has over 50% more jobs than the average Census Tract in the Metro region, and has historically experienced more rapid job growth than the average tract.	According to Metro's Economic Value Atlas, the Census Tract that aligns with the project area has over 50% more jobs than the average Census Tract in the Metro region, and has historically experienced more rapid job growth than the average tract.