

PROJECT PROPOSAL

The Sullivan's Gulch/I-84 Trail: A Feasibility Study



**MURP Workshop Project Proposal
Portland State University
March, 2004**

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Mission Statement: *To conduct a feasibility study of the proposed Sullivan's Gulch/I-84 Trail that will functionally inform and serve as a catalyst in the planning process for our client.*

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I. INTRODUCTION

A. Context

The Banfield Corridor is the area along Interstate 84 from the Willamette River to I-205 at Rocky Butte. It includes an interstate highway, a light rail line, and a freight rail line. The part of the Banfield Corridor being considered for this project is the open space on the north side of the rail lines.

A citizen activist developed the idea of creating a greenway and constructing an off-street bicycle and pedestrian path through the corridor on the north side of the freight rail tracks. The proposal is similar to the Omsi-to-Springwater Trail in SE Portland. It would be a rails-with-trails project. The name he suggested for the trail was Sullivan's Gulch Trail.

The idea was presented to Metro and the City of Portland in 1999. The trail was placed on the Regional Transportation Plan as a Proposed Trail in 2000. Following this success the idea was discussed with several neighborhood associations, non-profit organizations, government agency officials and public representatives, receiving enthusiastic responses.

Under suggestion from City of Portland planning officials, a Portland State University (PSU) civil engineering class was engaged to do an analysis of the corridor during the winter term of 2004. In the mean time the trail route was placed by Metro onto the "Financially Constrained List," making it officially eligible for agencies to study and plan for as funds become available. With this in mind a team of PSU graduate students from the Master in Urban and Regional Planning (MURP) Program adopted this trail for their spring term workshop project. Their study will facilitate future applications for the funding, planning, design and construction.

B. Significance of Study

The Project will help meet regional planning and development goals. The following is a list of trail features:

- The trail will connect the East Bank Esplanade, the Willamette River Greenway, and the I-205 Trail, complimenting an existing network of urban trails
- The trail will connect Downtown Portland, the Rose Quarter and Convention Center, the Lloyd District, the Hollywood District, 82nd Ave., and the Gateway District.
- The trail will connect all MAX light rail stops from the Rose Quarter TC to the Gateway TC with homes and neighborhoods.
- There is a potential for approximately 50 access points on the north side and 17 existing bridges will connect the south side of the corridor to the trail.
- The trail could potentially provide a user experience that is uninterrupted by street crossings and associated red lights, stop signs etc.

II. PROJECT CLIENT

A. Primary Client

Our primary client is Metro, the Portland area regional government. Our lead contact person is Mel Huie with Metro Regional Trails and Greenspaces.

B. Study Partners

We plan to work with the following agencies in a partnering manner to achieve our study objectives: City of Portland Bureau of Planning; City of Portland Department of Transportation; Oregon Department of Transportation; relevant neighborhood associations.

III. SCOPE OF WORK

A. Study Elements

The feasibility study will be based on seven elements that will be given consideration in our project document. The study elements are: background analysis; demand analysis; connectivity analysis; real property analysis; design and engineering issues; recommended alignment; and regulatory roadmap.

B. Work Plan

1. Background Research

In this section we discuss the previous planning efforts that will inform future activities in the area. We attempt to bring in personal knowledge for individuals in the community as well as capture pertinent issues from official documents.

1.1 Review Proposal History

To fully understand the work that needs to be done, we must review the history of the trail project proposal and ascertain its current status both within Metro and among other relevant agencies.

1.2 Literature Review

The Sullivan's Gulch/I-84 Trail proposal is a "Rails-with Trails" project. We will review literature materials that treat this subject.

1.3 Review Applicable Plans

Identify and review all plans that are relevant to the trail. Plans that need to be reviewed are seen on Table 1.

Table 1

Agency/Neighborhood	Plan Name	Website Location
Metro	Regional Framework Plan (2040)	http://www.metro-region.org/article.cfm?articleID=231
PDOT	Transportation System Plan	http://www.trans.ci.portland.or.us/Planning/TSPSummary.htm
CoP Parks and Rec	2020 Vision Plan	http://www.parks.ci.portland.or.us/2020/Vision/2020visionreport.htm
Hollywood	Hollywood / Sandy Plan	http://www.planning.ci.portland.or.us/pdf/np_hollywood_sandy.pdf
Sullivan's Gulch	SG Neighborhood Action Plan	http://www.sullivansgulch.org/sgna/sgplan.htm
Roseway	Roseway	http://www.roseway.org/pdf_pages/RNA_Vision/Pages1-7.RosewayVision
CoP Bureau of Planning	Central City Plan	http://www.planning.ci.portland.or.us/pdf/Highlight03.CC8192000.pdf
CoP Bureau of Planning	Comprehensive Plan	http://www.planning.ci.portland.or.us/pdf/ComprehensivePlan.pdf
Metro	RTP	http://www.metro-region.org/article.cfm?ArticleID=236
PDOT	CoP Ped Master Plan	http://www.trans.ci.portland.or.us/Plans/PedestrianMasterPlan/PedMasterPlan.pdf
PDOT	CoP Bicycle Master Plan	http://www.trans.ci.portland.or.us/Plans/BicycleMasterPlan/tablecon.htm

1.4 Identify and Contact Stakeholders

The project will include the participation of relevant stakeholders in the study process. We will solicit comments from relevant local and state jurisdictions, neighborhood associations, business associations and private businesses. Contact will be made via a "Stakeholder Letter" (a copy of which can be found in the appendix of this document).

2. Demand Analysis

A demand analysis will estimate pedestrian and bicycle travel demand on the Sullivan's Gulch Trail. This will be accomplished by comparing the proposed Sullivan's Gulch Trail to usage, surrounding population, and land use characteristics of similar pedestrian and bicycle facilities in the Portland region.

2.1 Gather Demographic and Land Use Data

Gather land use information, population density, and other demographic data from the 2000 U.S. Census. Collect demographic information for all block groups within 0.5 miles of the corridor. Identify bicycle and pedestrian generators and attractor land uses. Use TAZ data from Metro for base and future-year population and employment densities in the corridor. Summarize key demographic findings by segment within the corridor.

2.2 Existing Facility Evaluation

Identify factors (e.g. network characteristics, population characteristics, land use) to select comparable facilities in the Portland region. Assemble bicycle and pedestrian counts on the identified facilities, and analyze comparability to the Sullivan's Gulch Trail. Estimate usage of existing comparable trails and adjust to reflect the land uses, population density, and demographic data of the Sullivan's Gulch Trail.

2.3 Estimate Demand by Trip Purpose

Estimate demand for pedestrian and bicyclists separately by using land information data and existing facility evaluation. Divide projected uses into two

subgroups: exercise/recreation trips and utilitarian trips (to work, school, stores). Estimate demand usage by these two trip purposes.

3. Connectivity Analysis

Connectivity refers to the degree to which all pairs of origin and destination nodes on a network are interconnected. A connectivity analysis will evaluate how well the proposed trail directly serves bicyclists' origins and destinations through both the trail's fixed location, as well as the connections that the trail provides to the existing non-motorized transportation network

3.1 Evaluate the density of attractors and producers.

We will determine how effective the proposed trail will be in attracting users and subsequently bringing those users to desired terminus points. We will quantifiably assess the proximity of the trail to both attractors (logical destination points such as employment centers, schools, parks, shopping facilities) as well as producers (origin points, namely dwelling units). This task will utilize a GIS analysis of the density of attractors and producers within a predetermined set distance from the trail.

3.2 Identify links.

A bicycle trail is most effective when it connects efficiently with the existing non-auto transportation network, such as bike routes, bus stops and light rail stations. We will identify trail links to this network.

3.3 Determine logical trail access points.

It would be prohibitively expensive to have access ramps to this trail at every street intersection. We will determine the best trail access points based on how well they serve overall connectivity. Access points will also be based on factors such as engineering or real property conditions.

3.4 Evaluate travel timesavings.

One major benefit to having a trail of this nature is that it allows for extensive lengths of uninterrupted travel, thus producing shorter travel times than a typical bike lane facility. We will attempt to quantify the time savings of this direct connection type trail in relation to other existing bike lane facilities.

4. Real Property Analysis

4.1 Identify affected properties.

The study will evaluate different alignments and which properties will be affected by each.

4.2 Identify property constraints, including private or public improvements that obstruct the trail.

For each affected property, constraints will be evaluated.

4.3 Evaluate property impacts of the civil engineering reports.

5. Design and Engineering Issues

In this section we address the social and physical concerns that will be met through appropriate design forms and engineering.

5.1 Physical Constraints and Opportunities

The space will be analyzed based on its ability to meet design guidelines, such as those for slope and width.

5.2 Access

Community access points will be designed to ensure safety and convenience.

5.3 Trail Amenities

Trail design elements will mitigate adverse impacts such as noise and crime. Trail amenities will address public art and educational opportunities.

5.4 Trail Costs

A cost estimate for design, engineering and construction will be provided.

6. Alignment

After reviewing the previous work elements, the group will balance the opportunities and constraints of the trail corridor and recommend an alignment.

7. Regulatory Roadmap

7.1 Project Ownership

Identification of the lead agency responsible for project implementation, including design, construction, operations and maintenance.

7.2 Permitting

Identification of regulatory stakeholders and permitting requirements.

7.3 Funding

Identification of potential funding sources and their respective associated requirements.

IV. EXPECTED FINAL PRODUCTS

A. *Feasibility Study Document*

The feasibility study document will incorporate the elements presented in this proposal. It will serve both as an example of our group's collective academic effort for the purposes of Workshop and as a major contribution toward Metro's continuing planning effort to establish this trail.

B. *Virtual Tour CD-ROM PowerPoint Presentation*

We will produce a "Virtual Tour" PowerPoint presentation highlighting the process and conclusions of our study. This PowerPoint presentation will be provided in CD-ROM format.

C. *Color Brochure*

We will produce a brochure that attractively details the proposed trail. The brochure will serve as handout materials for our client.

V. PROJECT MANAGEMENT

A. *Strategy*

Our strategy for the timely and successful completion of our project will include the following:

- Group meetings will continue to be held on Mondays and Wednesdays at 4:00 PM, with extra meeting times to be agreed upon by all.
- We will schedule meeting times with clients or project partners at a time as close to our regular meeting times as possible so as to avoid employment conflicts.
- Tasks will be assigned for each of the elements described above.
- The assignments will be based on the individual's area of strength and professional development interest.
- All contact by group members with client, study partners, PSU faculty or any other project-related persons will be shared with every group member ('cc' in the case of email; verbal recounting in the case of phone contact).
- Drafts of the project deliverables will be discussed among all group members before submission to either the client or PSU faculty.

B. *Study Team Biography Statements*

Joseph Schaefer

I joined Schwabe, Williamson & Wyatt's real estate and land use team in 2001 as a Land Use Planner. In that role, I provide research and advisement for property owners and developers seeking regulatory approvals from agencies such as, the Lake Oswego Natural Resources Advisory Board, the Clackamas County Design Commission, and the Portland City Council, among others.

Michael Hoffmann

I am a second-year MURP student with a specialization in Transportation Planning. I am currently working as a Project Planner at the Columbia County Public Works Department, doing both Transportation and Parks Department planning-related duties. My undergraduate degree is in Geography and English. I have worked as a GIS Analyst for the Natural Resources Conservation Service in Portland, taught junior high school in Oregon City and worked as an intern at the City of Lake Oswego Planning Department.

Darren Muldoon

My undergraduate degree is in environmental science. I am in my third and last year of the urban planning program, specializing in transportation planning. I have about two years of planning experience. For one year, I interned for the Port of Portland at PDX doing mostly transportation and environmental planning. For six months I worked for a small consulting firm here in Portland doing land use and environmental planning. I am now employed full-time by Parsons Brinckerhoff as an environmental planner and have been with PB for 4 months doing NEPA analysis and document preparation for large transportation infrastructure projects in the northwest.

Morgan Will

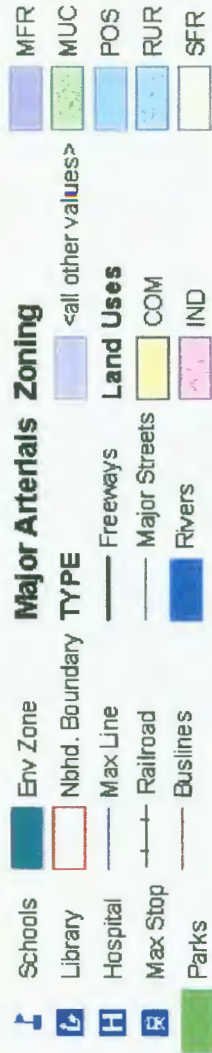
I am in my final year of the Master's in Urban and Regional Planning program at Portland State University. I am specializing in Land Development with an emphasis on Green Design and Multi-Modal Transportation. I have experience in county planning, non-profit management and environmental consulting. I am currently employed by an Institute at PSU on contract to Portland's Office of Sustainable Development working on recycling and waste management issues. I am skilled in public speaking, event organization, soliciting, lobbying and negotiations.

APPENDICES

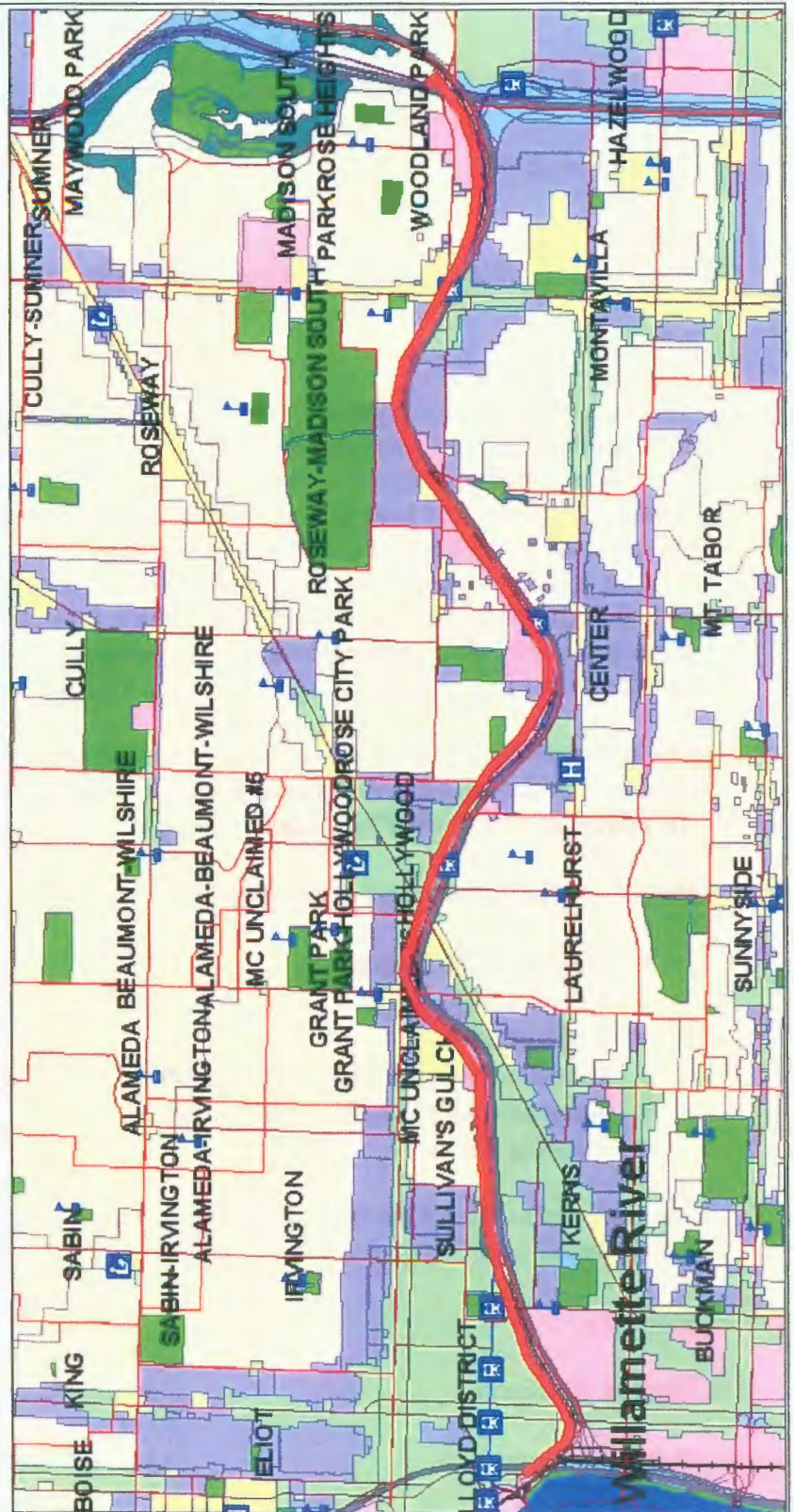
Sullivan's Gulch Trail Legend

Feasibility Study

Portland, Oregon



Proposed Trail Route





January 30, 2004

RE: Letter of Intent to Perform Student Planning Services

Mr. Huie:

We are a group of four graduate students enrolled in the Planning Workshop at Portland State University. The Planning Workshop, as defined by the university, is "intended to serve three purposes. First, it is the capstone for the Master's in Urban and Regional Planning Program and provides an opportunity for students to integrate the skills and perspectives of the core courses with individual interests and concerns of the field. Second, it offers students the opportunity to experience a planning project of their choosing from beginning to final product. Third, it offers students the opportunity to serve and clarify their personal interests in planning and ethics through the definition and development of the planning projects pursued in Planning Workshop".

Our group would like provide Metro with a feasibility study for the "Sullivan's Gulch Trail", from the Eastbank Esplanade Trail to the I-205 Bike Path. This will follow-up on the related efforts of the PSU student Civil Engineering study.

Proposed project elements are as follows:

- Real property analysis
- Connectivity analysis
- Demand analysis
- Consideration of design and engineering issues
- Interagency and neighborhood support
- Funding issues

The Sullivan's Gulch Trail is an engaging idea and we enthusiastically look forward to collaborating with you on this project.

Sincerely,

Michael Hoffmann

Joseph Schaefer

Darren Muldoon

Morgan Will

****Feel free to contact us with any questions or concerns: Morgan Will (503.347.5416) or Michael Hoffmann (503.335.8195).**



Sullivan's Gulch Trail Feasibility Study

Dear Stakeholder:

We are a group of student doing a feasibility study for a planning workshop at PSU. The study will evaluate the potential for a multi-use trail on the north side of the Union Pacific tracks along the Interstate 84 Corridor. The study area goes from the Willamette River at the Rose Quarter to Interstate 205 at Gateway. A simple map of the proposed trail route is enclosed. As part of the study we are seeking public input from agencies that may have jurisdiction over the trail and associated areas. Our group is also interested in obtaining feedback from any organization or company who may have input regarding the establishment of this trail.

Please answer the questions below, and provide additional comments as necessary. We would like to receive all feedback by Friday, March 26th in order to adequately address your concerns in the study.

Thank you for your time.

Sincerely,

PSU Sullivan's Gulch Trail Study Group:

Michael Hoffmann

Joseph Schaefer

Darren Muldoon

Morgan Will

1. What issues or concerns would your organization like addressed as part of the planning process for a trail along the proposed route? (See map)

2. Would a representative from your organization like to attend the presentation of our findings?

Stakeholder List

Albine Fuel
Alliance of Portland Neighborhood Business
Associations
Banfield Pet Hospitals
Bicycle Transportation Alliance
CENTER Neighborhood Association
Citizens for Sensible Transportation
City of Portland
Eighty-Second Avenue Business Association
Gateway Area Business Association
Grant Park Neighborhood Association
Hazelwood Neighborhood Association
Hollywood Development Corporation
Hollywood Neighborhood Association
Interested Person
Kerns Neighborhood Association
Laurelhurst Neighborhood Association
Lloyd District Community Association
Madison South Neighborhood Association
Metro
Montavilla Community Association
ODOT
Old Town/ChinaTown Neighborhood Association
Parkrose Business Association
Parkrose Neighborhood Association
PGE
Rose City Park Neighborhood Association
SOLV
Sullivan's Gulch Neighborhood Association
Union Pacific Railroad
Willamette Pedestrian Coalition
Woodland Park Neighborhood Association

MEMORANDUM OF UNDERSTANDING

This memorandum is agreed to by Metro, acting by and through its Regional Trails Director, Mel Huie, and Metro volunteers Michael Hoffmann, Darren Muldoon, Joseph Schaefer, and Morgan Will (hereinafter "Volunteers"), and describes their mutual responsibilities regarding the Sullivan's Gulch Trail Feasibility Study (hereinafter "Study").

The Volunteers will produce the Study, which will include the following elements, as described in the Project Proposal:

1. Background research
2. Demand Analysis
3. Connectivity Analysis
4. Real Property Analysis
5. Design and Engineering Issues
6. Alignment
7. Regulatory Roadmap

These elements will be incorporated into three deliverables: A complete study report, a PowerPoint presentation (on CD-ROM) highlighting the major features of the study, and a color brochure to summarize the major project features.

The Volunteers will provide Metro with drafts of the deliverables for review and comment by May 3, 2004. Metro agrees to provide comments for inclusion in the final deliverables by May 17, 2004, and the deliverables will be completed by the volunteers and provided to Metro by June 2, 2004.

Metro agrees to manage the Volunteers consistent with its established policies for volunteer participation in Metro programs. Metro will provide the Volunteers with access to its computer data base and plotter for use in producing the Study. Metro will provide funding as necessary for publication materials.



Mel Huie



Michael Hoffmann



Darren Muldoon



Joseph Schaefer



Morgan Will

Timeline for Feasibility Study Document Report

- March 1:** Final draft of stakeholder letter due.
- March 8:** Send stakeholder letter.
- March 26:** Comments from stakeholder letter due.
- April 19:** First half of report element work due.
- April 26:** Second half of report element work due.
- May 3:** Circulation of draft for comment.
- May 17:** Deadline for input on draft.
- May 28:** Final Report completed.
- June 2:** Final presentation.