



PORTLAND GREEN LOOP STUDY

October 2025

PROSPER PORTLAND | SOJ | VEC | PLACE

INTRODUCTION

Portland Green Loop | A Legacy in Motion

Winding through the heart of Portland, the Green Loop will be more than a path or piece of infrastructure - it will be a living corridor and a vibrant thread of districts, culture, and renewal. Designed as a six-mile linear park, it will reimagine the urban experience by creating a safe, accessible, and sustainable public realm.

Inspired by projects like the Atlanta Beltline and Indianapolis Cultural Trail, this bold initiative will transform streets into civic landscapes where nature, community, and city life converge.

Like similar urban trails developed around the country, the Portland Green Loop will stitch together the urban fabric, creating a seamless connection between districts, parks, cultural hubs, and the Willamette River. Designed for walkers, joggers, rollers, cyclists, artists, and dreamers, the concept celebrates movement as an experience - immersive, dynamic, and deeply connected to the city's rhythm.

At its core, the idea behind the Green Loop is about fostering connections between people, places, and Portland's rich cultural landscape. It encourages social interaction, enhances economic vitality, and integrates environmental resilience, ensuring a healthier and more accessible city for generations to come.

The Green Loop is Portland's answer to the future, an emblem of shared urban life, the next great story, written in motion, with lots of cool places to pause, meet friends, and snap a selfie.

green loop (n)

a linear park or trail system
for people of all ages and abilities
that connects districts, cultural
amenities, parks, and green spaces



Adopted in the Central City 2035 Plan, the Portland Green Loop will be a six-mile linear park connecting people through the heart of the city on the east and west sides of the river. The concept that became the Green Loop emerged from multiple community conversations that considered the future of the city, early in the process for the Central City 2035 Plan.

Based on the alignment of the Tilikum Crossing bridge, the Portland Streetcar loop, and the downtown Park Blocks, the Green Loop will provide an option for residents, workers, and visitors to move safely and comfortably around the city, connecting PSU, the Broadway Corridor/USPS site, the Lloyd/Albina/Rose Quarter, and OMSI. The route chosen for the Green Loop is an attractive and experiential one like the riverfront loop, taking visitors past cultural and historical destinations. Building on the city's extensive history of walking, running, rolling, and riding, the Green Loop will create an entirely new way for people to experience Portland.

The report is part of the 2040 Metro Planning and Development Grant project for the study of the Portland Green Loop.

The first part of the report explores national best practices looking at similar projects around the country.

The second part considers the context of Portland and analyzes how national trends can be integrated with local desires and needs.

The conclusion draws on lessons learned from within Portland and around the country to propose strategies for governance, activation, and equitable design that can be applied in Portland as the Green Loop develops.

Goals:

1. Equitable Design & Design Excellence

- Analyze best practices in urban trail and linear park design, emphasizing accessibility, safety, and sustainability.
- Examine how cities integrate landscape architecture, multi-modal transportation, ecological restoration, and climate resilience into the urban corridors/open space trail typology.
- Identify key design elements that enhance public experience, wayfinding, and connectivity between districts, cultural destinations, and green spaces.

2. Operations & Governance Models

- Assess long-term management strategies, funding mechanisms, and public-private partnerships supporting successful implementation.
- Evaluate governance structures for oversight, maintenance, and stakeholder collaboration.
- Identify policies that ensure equitable access, community stewardship, and sustained investment in infrastructure and public space upkeep.

3. Activation & Programming

- Study effective strategies for community engagement, placemaking, and cultural programming within public spaces.
- Highlight initiatives that encourage year-round activation, social cohesion, and economic development.
- Provide recommendations for activating key nodes along the Portland Green Loop through events, art, recreation, and partnerships with local organizations.

Executive Summary

The concluding recommendations synthesize insights from both the national precedents in the "National Best Practices" and the local conditions in the and "Local Context" sections, translating findings into actionable guidance for implementation.

The "National Best Practices" section explores design, governance models, and activation examples from the Atlanta Beltline, Denver 5280 trail, Joe Louis Greenway, Indianapolis Cultural Trail, The Underline, and the Salt Lake City Green Loop. Each of the case studies was selected based on relevance to the Portland context, national recognition, and/or excellence in one or more of the areas of study.

The "Local Context" section explores what Portland is already doing that can support the Green Loop and adds a layer of context for thinking about how lessons learned from national models can be translated effectively.

The following provides priority governance, activation, and design initiatives to pursue over the next three to five years to advance implementation of the Green Loop in Portland.

Create a public-private partnership to lead.

OPERATIONS & GOVERNANCE

Phase 1: Demonstrate sustained capacity to promote and improve the Green Loop.

- City leadership to create a consortium of stewards/ organizations committed to pursuing actions and outcomes that demonstrate shared vision and purpose.
- Establish a consensus vision and purpose for the Loop.
- Strategically demonstrate capacity to execute projects and programs.
- Refine governance expectations, mission, goals, and responsibilities as the foundation for a Public-Private Partnership that reflects the consortium's priorities.

Phase 2: Establish a formalized public-private partnership based upon priorities, partnerships, and capacity demonstrated during Phase 1.

Pilot the project and amplify existing activations.

ACTIVATION & PROGRAMMING

- Acknowledge Portland's strong portfolio of existing events that can support the Green Loop with some additional coordination.
- Host pilot activations based on the "Pilot on Paper" plan (see page 147 for more information).
- Establish a dedicated organization to manage third-party programming and promote events along and near the Green Loop.
- Maintain a comprehensive calendar of events, streamline the permitting process, and provide a point of contact for customer service.
- Program with a mix of sponsored and partnered events to reduce programming investment while supporting community-driven events.

Develop a brand and character to clarify the vision.

DESIGN

- Clarify circulation so all users are comfortable.
- Promote traffic safety, especially at intersections.
- Encourage discovery of local attractions and businesses.
- Engage with neighbors to determine district priorities and needs.
- Identify elements to create distinctive character for the Green Loop while allowing each district to express its unique character.
- Develop strategies for interim implementation and maintenance of enhanced spaces.

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Photo credit: Jonathan Maus | BikePortland

PORTLAND, OR



Photo credit: Jonathan Maus | BikePortland

PORTLAND, OR

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NATIONAL BEST PRACTICES



01

INTRODUCTION

NATIONAL BEST PRACTICES

Introduction

This section of the report presents national case studies showcasing best practices from similar projects across the country. It examines the roles that cities and their partners played in project development, ongoing programming, and community activation. Key elements considered include publicly accessible spaces, associated permanent site infrastructure and design elements, as well as models for operations, maintenance, and governance. The featured examples offer valuable insights that can inform and enhance nodes along the Portland Green Loop.

The selected core case studies were chosen for their national recognition and their similarities to the Portland Green Loop in terms of right-of-way integration, urban density, expected trail use, relationship to downtown, and more.



In addition to online sources cited throughout the report, research into the case studies included interviews with members of the management and operations teams of the case study projects.

The research was also assisted by Addison Mauck from the Detroit Riverfront Conservancy and Jossue Velasquez and Madeline Macdonald from the High Line Network.

ATLANTA BELTLINE

Atlanta, GA

- Fredrick Harper, Police Lieutenant at City of Atlanta Police Department Path Force Unit
- Kevin Burke, Director of Design at the Atlanta Beltline, Inc.
- Tamia L. Goodman, Associate Director of Engage Programs at the Atlanta Beltline Partnership

INDIANAPOLIS CULTURAL TRAIL

Indianapolis, IN

- Amy Marisavljevic, Director of Planning and Public Programs at Indianapolis Cultural Trail, Inc.
- Kären Haley, Executive Director of Indianapolis Cultural Trail, Inc.

THE UNDERLINE

Miami, FL

- Patrice Gillespie Smith, President and COO of Friends of The Underline

DENVER 5280

Denver, CO

- Andrew Iltis, Senior Vice President, Planning & Community Impact at the Downtown Denver Partnership
- Ellen Forthofer, Senior Manager, Urban Planning at the Downtown Denver Partnership

SALT LAKE CITY GREEN LOOP

Salt Lake City, UT

- Blake Thomas, Senior Advisor on Real Estate and Capital Projects for the Salt Lake City Mayor's Office
- Nancy Monteith, Senior Landscape Architect and Green Loop Project Manager with the Public Lands Department at Salt Lake City

JOE LOUIS GREENWAY

Detroit, MI

- Leona Medley, Executive Director of the Joe Louis Greenway Partnership

Core Case Studies

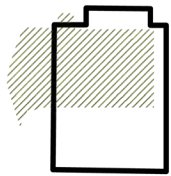
Project	Anticipated Length	Level of Completion	Context	Cost	Lead Management Entities
PORTLAND GREEN LOOP	6 miles	Part of Central City 2035 plan	Right-of-way	---	TBD
ATLANTA BELTLINE	22 miles	2030 scheduled completion	Former railroad corridor	\$4.8 billion	Atlanta Beltline Partnership and Atlanta Beltline, Inc.
DENVER 5280	5.28 miles	2 phases complete by 2025	Right-of-way	Estimated \$7 million for first segment	City of Denver and Downtown Denver Partnership
INDIANAPOLIS CULTURAL TRAIL	8 miles	Original design complete	Right-of-way	\$63 million	Indianapolis Cultural Trail, Inc. and City of Indianapolis
JOE LOUIS GREENWAY	27.5 miles	First phase in progress	Former railroad corridor and existing streets	\$300 million	City of Detroit and Joe Louis Greenway Partnership
SALT LAKE CITY GREEN LOOP	5.5 miles	Masterplan complete, some pop-up events	Right-of-way	---	Salt Lake City
THE UNDERLINE	10 miles	2 of 3 phases complete	Under elevated tracks	Over \$120 million	Miami-Dade County, Friends of The Underline, and The Underline Conservancy

Core Case Studies Scale Comparison

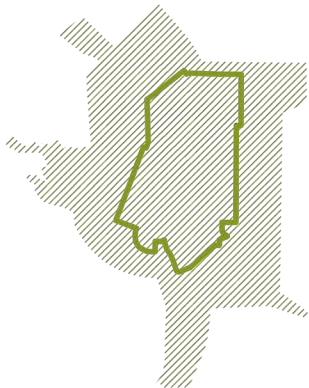
Valuable lessons were learned from all the case study projects spanning a wide range of scales. With its proposed length of 6 miles, the Portland Green Loop is most similar to the Denver 5280, Salt Lake City Green Loop, and Indianapolis Cultural Trail in terms of scale and relationship to the downtown/central city area.



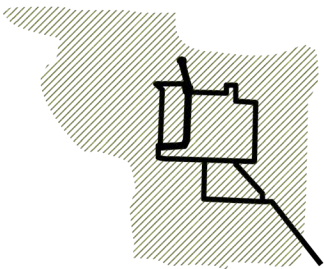
DENVER 5280
5.28 miles



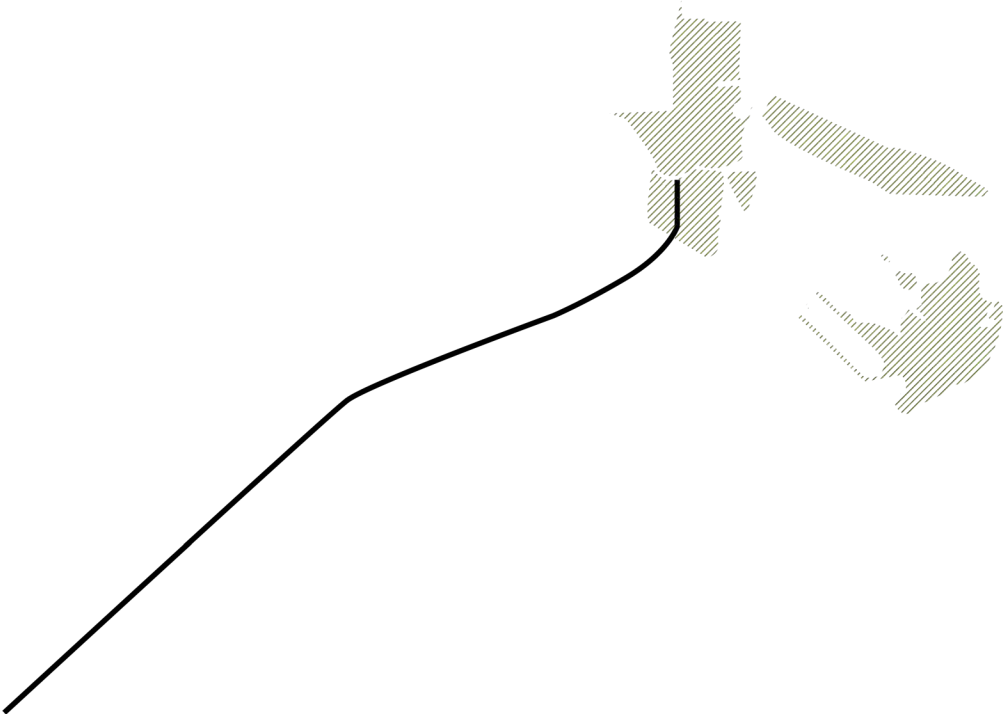
SALT LAKE CITY
GREEN LOOP
5.5 miles



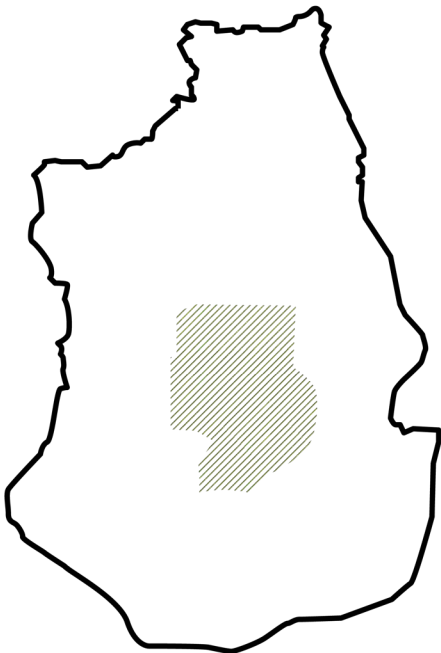
PORTLAND
GREEN LOOP
6 miles



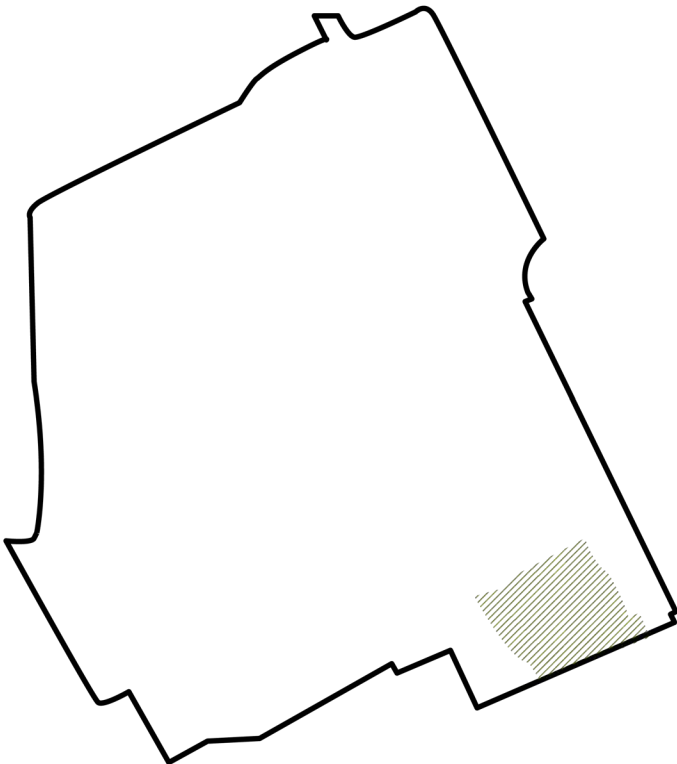
INDIANAPOLIS
CULTURAL TRAIL
8 miles



MIAMI UNDERLINE
10 miles



ATLANTA BELTLINE
22 miles



JOE LOUIS GREENWAY
27.5 miles

Atlanta Beltline

Atlanta, GA

ANTICIPATED TRAIL LENGTH

22 miles

LEVEL OF COMPLETION

2030 scheduled completion

CONTEXT

Former railroad corridor

LEAD MANAGEMENT ENTITIES

Atlanta Beltline Partnership

Atlanta Beltline, Inc.

The Atlanta Beltline was selected as one of the core case studies for its national recognition, organized management structure, and community focused programming.

The Atlanta Beltline is a network of public parks, multi-use trails, transit, and affordable housing along a historic railroad corridor. Atlanta's uneven and low-density growth pattern led to mobility, housing, and economic development challenges. Interstates and abandoned rail lines fragmented the city's existing transportation network and divided neighborhoods. An existing 22 miles of abandoned railroad presented an opportunity for the community.

The Atlanta Beltline aims to connect 45 neighborhoods with transit, trails, and open space and encourage urban redevelopment along the edges of the trail. The project hopes to attract growth to the region to change the pattern or regional sprawl, creating more vibrant, walkable, and liveable communities.

In 1999, Ryan Gravel presented the idea behind the Atlanta Beltline in his master's thesis. In the early 2000s, Cathy Woolard, an Atlanta City Council member became the project's political champion. Gravel and Woolard gathered like-minded advocates to form Friends of the Beltline, a grassroots effort that attracted partners for the project. Community members were engaged with meetings, events, the project website, an e-newsletter, and social media. Feasibility studies were done to gain support from the private sector.

In 2005, Mayor Shirley Franklin formed the Beltline Partnership to coordinate the various involved organizations and the Beltline Tax Allocation District (TAD) was created to finance the project. In 2006, The Atlanta Beltline, Inc. was formed to implement the project in partnership with other public and private organizations.

The West End Trail opened in 2008, and over the next few years, additional segments of the trail were constructed. The Eastside Trail, a key segment of the Beltline, opened in 2012 and its popularity generated significant momentum.

"We are building a more equitable and inclusive Atlanta and engaging partners by delivering transformative public infrastructure that enhances mobility, fosters culture, and improves connections to economic opportunity."

Denver 5280

Denver, CO

ANTICIPATED TRAIL LENGTH

5.28 miles

LEVEL OF COMPLETION

25% of the future footprint is in next steps development, which includes community discussion, confirmation of the trail alignment, conceptual design, or dollars committed to final design and construction

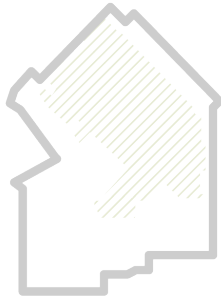
CONTEXT

Right-of-way

LEAD MANAGEMENT ENTITIES

City of Denver

Downtown Denver Partnership



The Denver 5280 trail aims to turn underutilized streets into the essential downtown experience, creating an easy way to navigate the city and discover neighborhoods downtown while connecting people to the city, community, and each other. The project will add green space downtown, capturing the character and experience of a hiking trail.

The planning process for the trail started in August 2017. The Downtown Denver Partnership went through a conceptual design process with support from the Colorado Health Foundation and the Gates Family Foundation. The design for the route considered landmark locations, neighborhood connections, and bicycle facility types. The planning coincided with The Square on 21st Street, a pop-up version of the trail which was used to demonstrate and test ideas.

One segment of the trail is currently funded and scheduled to be completed in 2027. In the meantime, the Downtown Denver Partnership has been engaging with the community with meetings and pop-up events.

The Denver 5280 Trail was selected as a core case study because it operates at a scale comparable to Portland and is planned within the right-of-way of existing underutilized streets.

The Denver 5280 trail is envisioned as a 5.28 mile urban trail and linear park that will connect downtown amenities while strengthening the unique characters of each of the neighborhoods it passes through. The project builds on visionary ideas and goals from previous city and neighborhood plans.

"Prioritizing people, health, culture and nature, the 5280 is a new, distinctly Denver amenity, that connects many vibrant and diverse city center neighborhoods through the great urban outdoors, creating a powerful sense of place."

Indianapolis Cultural Trail

Indianapolis, IN

TRAIL LENGTH
8 miles

LEVEL OF COMPLETION
Original design complete

CONTEXT
Right-of-way

LEAD MANAGEMENT ENTITIES
Indianapolis Cultural Trail, Inc.
City of Indianapolis



The Indianapolis Cultural Trail was selected as a core case study for its national recognition and exemplary use of the right-of-way. As one of the first projects of its kind in the United States, it is frequently cited for both its ambition and documented success.

The Indianapolis Cultural Trail is an 8 mile trail in the right-of-way that connects the city's cultural districts and important cultural destinations. The project was inspired by the disconnection of cultural districts from downtown, the city's lack of on-street bicycle facilities, and the wide roads and high speed traffic downtown.

The Indianapolis Cultural Trail aimed to stimulate the city's economy and reestablish it as a cultural center and destination. By removing lanes or reducing lane width on the wide downtown streets, the city also hoped to lessen negative motorist behavior and make downtown more pedestrian friendly.

In 1999, Indianapolis officially designated six cultural districts and Cultural Development Commissioners were charged with finding ways to promote the city's cultural assets. One of the ideas was to connect the cultural districts with an urban trail for both pedestrians and bicyclists.

From 2001 to 2003, \$4 million was raised for initial design studies and concepts. In 2004, the City of Indianapolis gave permission to use the city right-of-way to build the trail. After a generous gift from Eugene and Marilyn Glick, the trail broke ground in 2007.

The Alabama Street pilot project in 2007 demonstrated the possibility of removing a lane from the right-of-way with minimal impact. The location was selected for its simplicity because it was not in a historic district and major land uses were institutional. The pilot project used the best materials and design practices to generate excitement and serve as a model for future segments of the trail.

The trail has successfully revitalized downtown and historic neighborhoods and encouraged new construction and redevelopment nearby.

"We inspire, create and sustain connections and cultural experiences that are accessible to all."

Joe Louis Greenway

Detroit, MI

ANTICIPATED TRAIL LENGTH
27.5 miles

LEVEL OF COMPLETION
First phase in progress

CONTEXT
Former railroad corridor, existing streets, and existing trails

LEAD MANAGEMENT ENTITIES
City of Detroit
Joe Louis Greenway Partnership

The Joe Louis Greenway was selected as one of the core case studies for its commitment to serving its community. The project recognizes the importance of a trail that represents and serves the people who will be using it and is using transparent community engagement, meaningful public art, and participatory processes to create a trail that represents the community's shared vision for the future of the city.

The Joe Louis Greenway is a planned 27.5 mile recreational pathway that will connect 23 Detroit neighborhoods while linking the cities of Dearborn, Hamtramck, and Highland Park.

The Joe Louis Greenway aims to serve residents' transportation needs, celebrate Detroit's diverse communities, bolster economic opportunity, improve access to affordable housing, and support small businesses along the trail.

In 2002, the Rails-to-Trails Conservancy published a study of potential rail-to-trail conversions in Detroit, mapping abandoned rail corridors and determining the potential for development into recreational trails. In 2007, the Friends of the Inner Circle Greenway, later the Detroit Greenways Coalition, began pursuing the Inner Circle Greenway. In 2017, the City of Detroit formally adopted the greenway plans and renamed the Inner Circle Greenway the Joe Louis Greenway in honor of the legendary boxer and Detroiter, Joe Louis.

In 2018, the City of Detroit acquired 7.5 miles of abandoned railroad property. In 2019, the Community Advisory Council was created to advocate for local residents, and after a publicly vetted Requests for Proposals process, a design team was selected. In an existing conditions phase, land uses within half a mile on either side of the future trail were considered to identify housing gaps, economic barriers, and lack of green space.

A framework plan was developed to determine feasible phasing, implementation, maintenance, and operations plans.

"The Joe Louis Greenway provides connected, equitable and engaging spaces throughout our city and region, where we offer opportunities for empowerment, unification and healing for our neighborhoods and people."

Salt Lake City Green Loop

Salt Lake City, UT

ANTICIPATED TRAIL LENGTH

5.5 miles

LEVEL OF COMPLETION

Masterplan complete, some pop-up events

CONTEXT

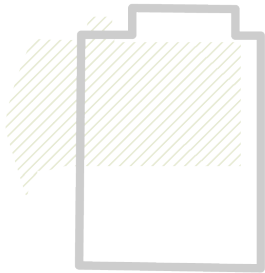
Right-of-way

LEAD MANAGEMENT ENTITIES

Salt Lake City

The Salt Lake City Green Loop was selected as one of the core case studies for its similarity to the Portland Green Loop in terms of scale and use of the existing right-of-way.

Salt Lake City residents consistently rank open space within their top three most valued urban amenities and an interconnected park network has been identified as one of the key projects that will help create a vibrant and thriving downtown. The proposed loop will link important spaces and become a social and recreational amenity.



The Salt Lake City Green Loop aims to add green spaces in the Central Community to keep up with the growth of the city. The loop will create inviting walking and biking routes for all ages and encourage the reduction of car use. The trees added as part of the project will expand the urban forest and help cool down the streets.

The concept for the project was first proposed in the Salt Lake Chamber of Commerce's 2007 Downtown Rising Vision Plan. It has since been refined in the adopted Downtown Master Plan (2016) and Reimagine Nature Public Lands Master Plan (2022).

From 2023 to 2024, Salt Lake City and its consultant team conducted a feasibility study for the Green Loop, working with community input to develop goals, objectives, and guiding principles. The team has also installed two pop-ups to show people how the street could be transformed by the project.

Currently, the team is advancing the project by determining the preferred route, developing early design concepts, considering management approaches, and identifying future funding opportunities.

"Think of it as Salt Lake's front yard. Part park, part street, the Green Loop provides a more comfortable way for people to get to, through, and around downtown without a car. It offers low stress biking and walking options, and space for relaxation, events, and play while adding more trees and plants downtown."

Photo credit: Trent Nelson

The Underline

Miami, FL

ANTICIPATED TRAIL LENGTH

10 miles

LEVEL OF COMPLETION

2 of 3 phases complete

CONTEXT

Under elevated tracks

LEAD MANAGEMENT ENTITIES

Miami-Dade County
Friends of the Underline
The Underline Conservancy

The Underline was selected as a core case study for its clear branding and design principles as well as its active programming calendar.

The Underline is a 10-mile 120-acre linear park under Miami's existing Metrorail tracks. The Metrorail cut through neighborhoods and physically divided communities, but the underutilized space below provided an opportunity. The park incorporates pedestrian and bicycle paths and recreational elements that include playgrounds, exercise equipment, sports courts, picnic areas, dog parks, and butterfly gardens.

The Underline aims to reconnect neighborhoods divided by the Metrorail and offset the impact of rapid urbanization on transportation, resiliency, and community connectivity. The park provides safe paths that encourage alternate modes of transportation and attract new users to the mass transit system.

In 2013, Meg Daly identified the area under the Metrorail tracks as a comfortable and open but underutilized space. In 2020, a governance structure was developed for the project - The Friends of the Underline and The Underline Conservancy. The project is currently planned to be built in three phases. Phase 1 opened in 2021, Phase 2 opened in 2024, and Phase 3 is expected to be completed in 2026.

The project has resulted in Miami Dade County's first true mobility corridor uniting all modes of transportation.

"Through innovative urban trails and creative programming, we are connecting people to their environment and each other to create a safe, healthy, equitable, and sustainable community."



02

DESIGN

EQUITABLE DESIGN

The Portland Green Loop is intended to create a fun and active way to experience the Central City for people of all ages and abilities. Equitable design is crucial to the ability of the project to function as a place for the whole community.

Design decisions should consider ways to make everyone feel welcome, both by ensuring comfort for all users on the trail and by representing the stories and cultures of the surrounding districts.



Photo credit: Thomas Wheatley / Axios

ATLANTA BELTLINE, GA



Photo credit: The Underline

THE UNDERLINE, FL

EQUITABLE DESIGN

ALL USERS WELCOME

A major consideration for equitable design across case study projects is comfort for all users. The trails serve pedestrians, bicyclists, and others moving at different speeds and often interact with vehicles at street crossings.

Design features that support shared trail use, traffic safety, and easy wayfinding ensure that all users feel safe and welcome. The effective creation of a linear park spanning across a city also increases access to shade and urban green space for all residents.



Shared trail use

The Green Loop is not a bike lane and should accommodate people moving in different ways and at different speeds. The design of the trail section can influence the pedestrian-bicycle relationship on the trail and contribute to a pleasant experience for all.

In the case study projects, separate facilities are provided for bicycles and pedestrians to minimize conflict whenever possible. The most significant determining factor in the design of trail sections is the width available based on existing conditions. Projects like the Portland Green Loop that use the right-of-way and thus have limited space available face the greatest challenge.

In general, trail section designs consider the speed of people walking, running, and biking. The pedestrian path is designed to accommodate people moving more slowly and can include larger groups and children learning how to bike. The multi-use path is designed for faster movement but should feel safe for users of all skill levels. Often, runners prefer using the multi-use path to increase their speed and cyclists who are in a hurry choose to use alternate bike routes or vehicular lanes.

The Indianapolis Cultural Trail is an especially relevant example because it is also in the right-of-way and the trail section has different versions to accommodate the space available. Separate bicycle and pedestrian facilities are preferred to create space for faster and slower movement. However, even when separate facilities are designed, the separation is often difficult to enforce. The effectiveness of the separate facilities increases over time as locals become more familiar with the trail.



Photo credit: Dutch Cycling Embassy

THE UNDERLINE, FL

On The Underline, bicycle and pedestrian paths are always separate. Even when adjacent, they are still clearly marked.

The Atlanta Beltline trail is always shared by all users.



Photo credit: Angelina Nasrallah

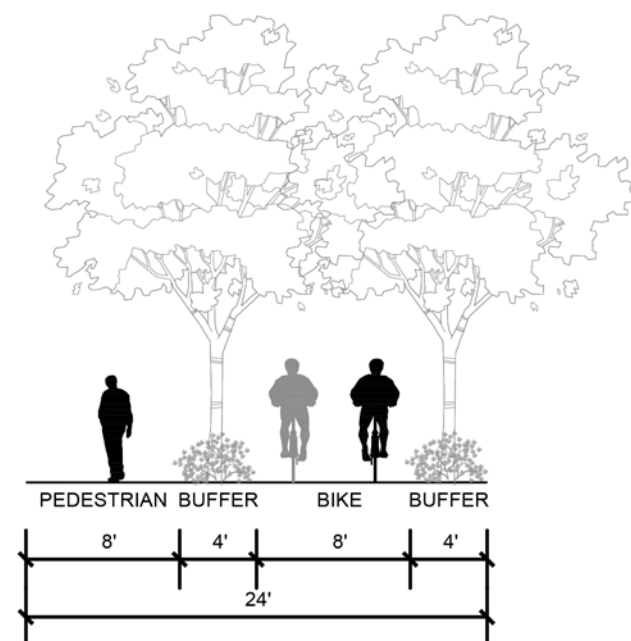
ATLANTA BELTLINE, GA

INDIANAPOLIS CULTURAL TRAIL

- Separate bicycle and pedestrian facilities are used on a little less than half of the trail.
- Space for the trail was gained by reducing lane width in existing right-of-way.
- Basic standards for separated facilities are 8 feet wide paths with 4 feet of buffer between facilities and 4 feet from bike facility to curb line.
- When space is limited, the trail is reduced to a shared facility with 12 feet minimum width.
- Buffer provides space for vegetation and can include street trees, pollinator plants, and stormwater planters.
- The team studied international examples of cities that have had separate bicycle facilities for years without major issues.

LESSONS LEARNED

- Clear signage is provided on the trail to direct users, however separation is difficult to enforce.
- Locals tend to stay in the correct facilities - most complaints come from high tourist areas.
- Pedestrians occasionally end up in the bicycle facility because they enjoy the experience of having trees on both sides of the path.
- Runners prefer to use the bicycle path and generally know to stay on the right side.
- Bicyclists who want to move fast use alternate routes or vehicular lanes.



INDIANAPOLIS CULTURAL TRAIL, IN

When space is available, the typical section of the Indianapolis Cultural Trail has separate facilities for bicycles and pedestrians.

Signs and different paving materials help distinguish bicycle and pedestrian facilities.



Photo credit: Fountain Fletcher

INDIANAPOLIS CULTURAL TRAIL, IN

Traffic Safety

Urban trails encourage a high volume of users and the presence of those who may not usually walk or bike in urban areas. Traffic safety is essential so that all users feel comfortable.

Intersections are critical junctures where urban trails meet streets, right-of-ways, and other movement corridors. The success of a trail system relies on its continuity and safe, seamless navigation of crossings.

Well-designed intersections enhance user experience and minimize conflicts between pedestrians, cyclists, and vehicles. Effective strategies include paving changes, chicanes, and early indication, all of which signal upcoming crossings and slow down movement. Unique crosswalk treatments, such as extended widths or bold color patterns increase visibility and alert drivers to trail users.

Among the case study projects, the Indianapolis Cultural Trail and The Underline stand out for their clear and intentional intersection design. Their standards prioritize safety through dedicated signaling, tactile wayfinding, and integrated traffic-calming measures, ensuring that trail users move smoothly across urban landscapes without disruption. By applying these insights, the Portland Green Loop can enhance intersection safety and legibility, reinforcing the trail as an intuitive and uninterrupted urban experience.



Early Indication

Early indication of an approaching intersection makes the trail more comfortable for users because they know when to look for cross traffic and be prepared to stop. Pavement markers and chicanes are two common methods of early indication. The warnings are often specific to the bicycle facility and occur far enough from the intersection to give bicyclists time to adjust their speed.

PAVEMENT MARKINGS

- Changes in the ground plane are used as early indication that users are approaching an intersection.
- Changes in paving provide visual and tactile cues.
- On the Indianapolis Cultural Trail (ICT), paving changes around 70 feet before reaching intersections.
- On The Underline, standards suggest that pavement markings should be provided 100 feet before reaching intersections.

CHICANES

- S-shaped curves are used as traffic calming devices as the horizontal deflection slows bicycles.
- The chicanes also help create curb extensions that shorten crossings for bicyclists and pedestrians.
- On the ICT, chicanes occur around 70 feet before the intersection in the bicycle path. The bicycle path takes bicyclists to 25 foot wide corner "plazas" that function as mixing zones for bicyclists and pedestrians to create room for turning and crossing. The chicanes fit with the curb extensions that shorten the crossings.
- At The Underline, chicanes occurs in the bicycle path around 100 feet before intersections.



Painted warnings in the bike path tell bicyclists to slow down near intersections.

Changes in paving and chicanes near intersections prepare users for potential cross traffic and slow bicyclists down while extended corners create shorter crossings.



Bicycle & Pedestrian Crossings

Trails with separate multi-use and pedestrian facilities have areas where pedestrians need to cross the multi-use path. Indications of crossings and traffic direction can help minimize conflict.

CROSSING INDICATION

- On The Underline, clearly painted crosswalks in the bike path warn bicyclists of potential pedestrian crossings.
- On the Indianapolis Cultural Trail (ICT), there are indications of major pedestrian crossings, but because the bike and pedestrian facilities are only separated by a planting strip, breaks in the planting where pedestrians could cross the bike path are not always marked as crossings.

TRAFFIC DIRECTION

- At intersections, it can be useful for pedestrians to know the type and direction of potential cross traffic.
- Path intersections are also places where bicyclists can enter bike facilities.
- On The Underline, direction of bicycle traffic is indicated at all crossings.



Photo credit: Rundell Ernstberger Associates

INDIANAPOLIS CULTURAL TRAIL, IN

Significant pedestrian crossings of the bike path are indicated with changes in paving.

Pavement markings indicate pedestrian crossings to warn bicyclists and bicycle traffic direction to help pedestrians.



Photo credit: Dutch Cycling Embassy

THE UNDERLINE, FL

Right-of-Way Crossings

Safety considerations are crucial at right-of-way crossings where trail users interact with vehicular traffic. Intersections along trail corridors should be different from typical right-of-way crossings to account for increased traffic. Special crosswalk designs can increase visibility for trail users and vehicular traffic and ensure trail users can easily stay on the trail.

SPECIAL CROSSWALKS

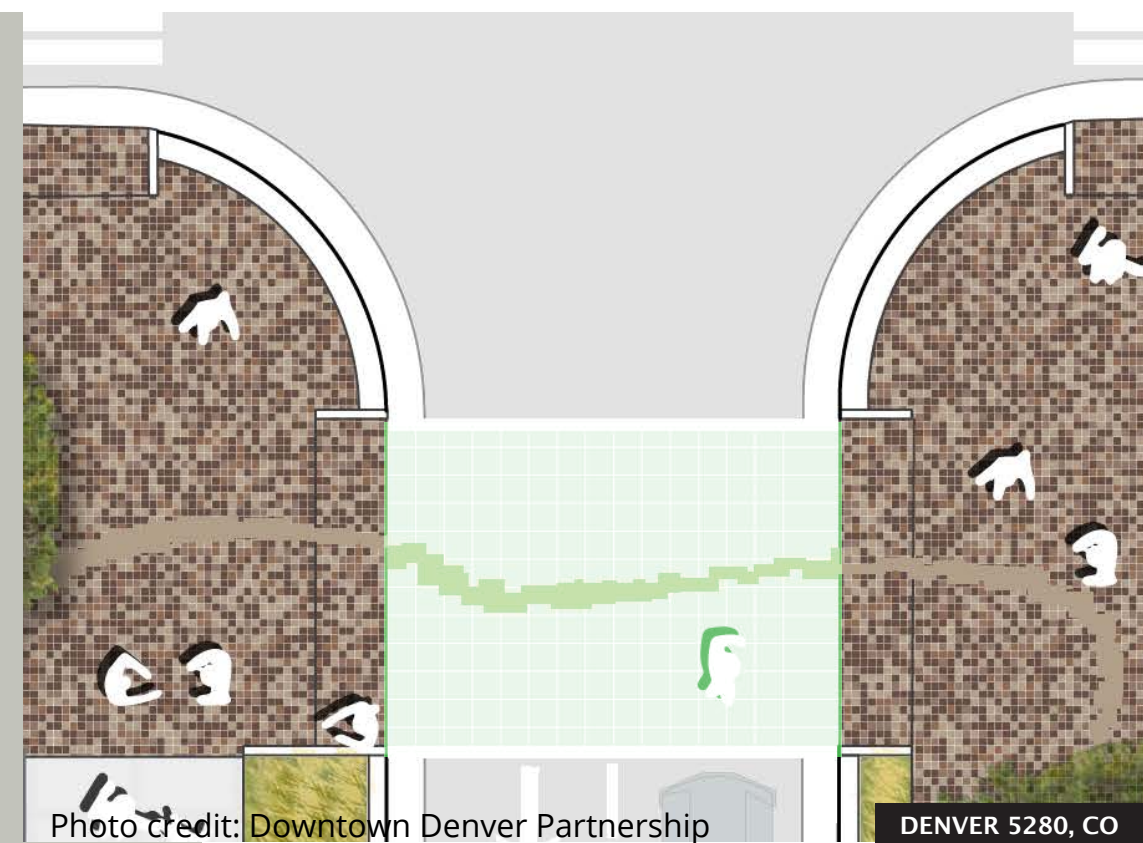
- Designed paving or other surface treatments in crosswalks are used to indicate special crossings.
- Some examples maintain typical crosswalk markings but widen the crossings to increase visibility and account for higher traffic.
- When special materials are used, maintenance needs to be considered.

- On the Indianapolis Cultural Trail (ICT), crosswalks are treated with Duratherm, a thermoplastic material applied to imprinted asphalt, to create highly visible crosswalks that increase safety for users. The Duratherm material lies just below the asphalt surface, reducing wear and tear and allowing for a smoother surface for bicycles, wheelchairs, and skateboards.
- On the Denver 5280, crosswalks are planned to be paved so they will be highly visible to trail users and cars while continuing the wayfinding element of the paving used in the rest of the trail.



Duratherm crosswalks help highlight the Indianapolis Cultural Trail for wayfinding and safety.

Custom paved crossings continue the paving character of the trail, highlighting crosswalks and helping with wayfinding.



Wayfinding

Clear wayfinding is important for improving comfort levels for users of all ages and abilities. The more intuitive the space can be, the more comfortable it is for everyone. Easy navigation also encourages use of the trail and supports adjacent communities by directing users to nearby attractions and increasing traffic to local businesses.

Elements supporting clear wayfinding include materiality, graphics, and signage. Some elements designed to create unique character also support wayfinding by making the trail stand out. Elements dedicated to navigation should consider color, size, and placement for readability.

The level of wayfinding along the trail depends on the intended demographic of trail users. Local users may not need help with directions while exercisers may appreciate mile markers and pavement markings. Visitors and tourists can be expected to be unfamiliar with the area and require directional wayfinding along the trail and to nearby attractions.

Of the case studies included in this report, The Underline and the Indianapolis Cultural Trail are the best examples to consult for wayfinding strategies, with clear branding, graphics, and materiality to direct users along the trail.



Branding

The branding of the Green Loop is a key aspect of making the corridor unique and memorable. Clear design elements and consistent features draw users along the path and highlight the space as a special experience. An easily recognizable path contributes to safety and wayfinding. Cyclists tend to slow down when the space reads as other than a typical bike lane, and drivers show greater awareness of trail users at intersections. Trail users also experience fewer wayfinding challenges, including at intersections.

Branding elements can include colors, fonts, paving, materials, furniture, and signage. These elements are primarily used to define the character of the trail but can also contribute to wayfinding.

STRONG BRANDING

- Strong branding highlights the trail so it is easy to recognize that it is not a typical sidewalk or bike lane.
- The Underline has incredibly strong branding, with a bold logo and clear identity developed through consistent color palette, fonts, symbols, graphics, and patterns used on the trail as well as in digital communications. The strong brand identity also contributes to the project's fundraising efforts.
- The Indianapolis Cultural Trail (ICT) uses consistent graphics embedded in the ground and on signs to emphasize the trail. The custom crosswalk and pavers are signature elements of the trail not used anywhere else in the city.

SUBTLE BRANDING

- Subtle branding can provide more opportunities for showcasing local character while maintaining identifying features for the trail.
- The Denver 5280 has a clear strategy for visual branding but the design guidelines are relaxed in areas where there is an opportunity to showcase the character of the surrounding neighborhood. The standard paving design can be simplified in areas where the existing character takes precedence. The design guidelines also specify a low path lighting bollard as the only standard light fixture so light poles and other fixtures can be selected to fit with existing design districts.
- The Atlanta Beltline uses simple materials along the trail but the quality and maintenance level makes the trail stand out as a special place.

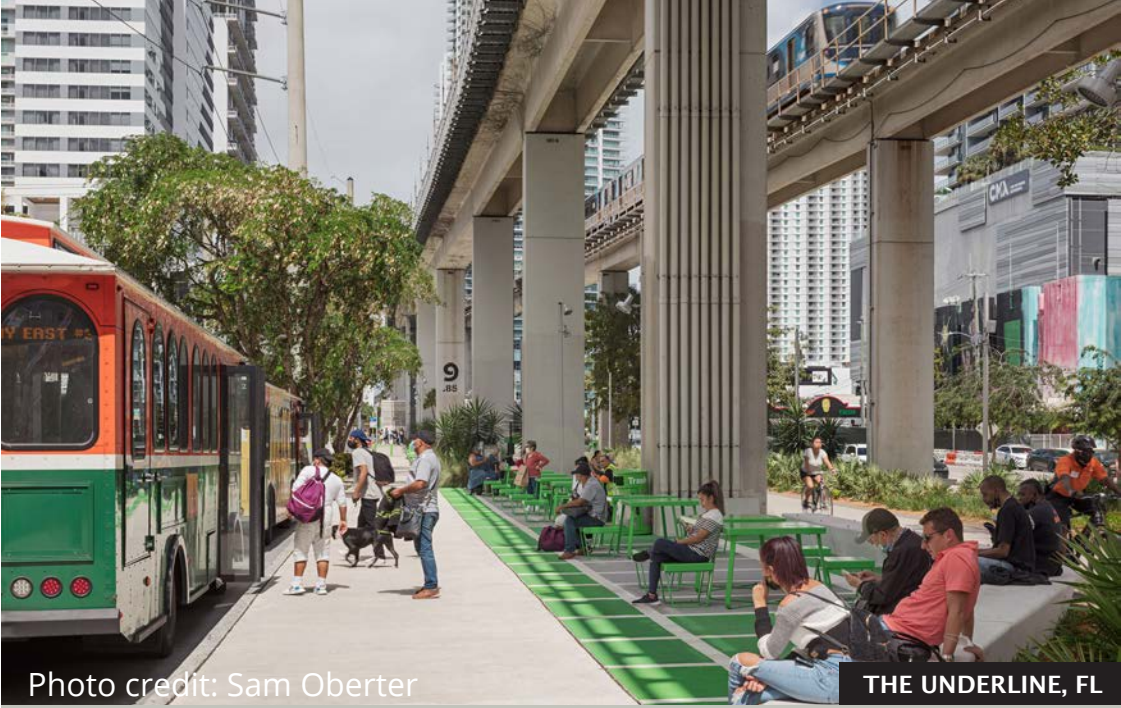


Photo credit: Sam Oberter

THE UNDERLINE, FL

Large, stenciled graphics and a consistent color scheme make the trail instantly recognizable.

Bollards provide a consistent lighting element on the trail without competing with existing neighborhood character.



Photo credit: KewWei Corten

DENVER 5280, CO

Wayfinding Features

Wayfinding features are provided primarily to direct trail users along the path or to nearby attractions. Wayfinding features can include signs and structures or elements on the ground plane.

SIGNAGE & STRUCTURES

- Signs and structures provide a platform for wayfinding information and can also contribute to trail character.
- In most of the case studies, signs or banners with the trail name are provided at intersections.
- The Underline creates its signature look and bold wayfinding by stencilling text on the existing structure of the Metrorail, allowing for large scale elements visible from far away.
- The design guidelines for the Denver 5280 trail suggest using cairns and "shelters" to direct users while contributing to the nature trail aesthetic.



Photo credit:
Shawn's Bicycle Adventures

INDIANAPOLIS CULTURAL TRAIL, IN

Directional signs on the Indianapolis Cultural Trail point trail users to nearby destinations.



Photo credit: The Underline

THE UNDERLINE, FL

Stencilled text and graphics on The Underline direct trail users to nearby attractions and public transportation.

Wayfinding cairns along the Denver 5280 trail reference mountain hikes while providing opportunities for art.



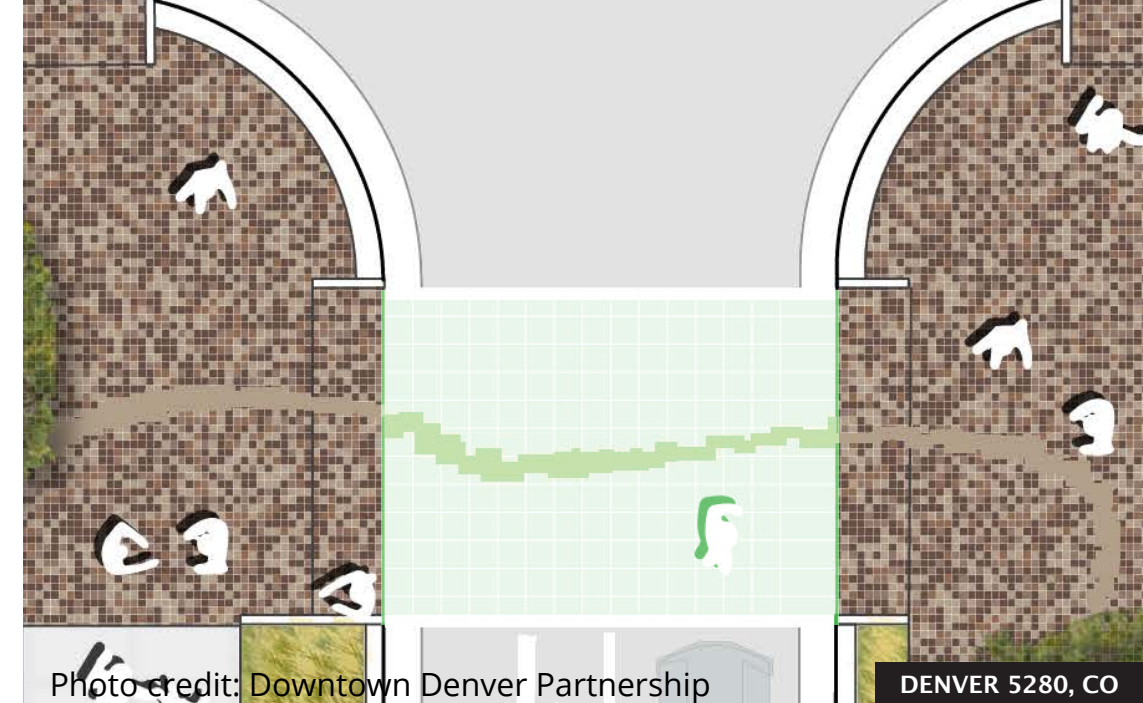
Photo credit: Brianna Hoyt

DENVER 5280, CO

GROUND PLANE

- Wayfinding elements in the ground plane are integrated with the trail.
- The ground plane is often the most consistent element of a project and can function as the dominant wayfinding element.
- On the Indianapolis Cultural Trail (ICT), hexagonal concrete pavers in two tones of reddish-brown are arranged to indicate bike and multi-use facilities. The unique paving ensures that people can always recognize the trail. At crosswalks, Duratherm graphics continue the wayfinding in the ground plane.

- In the design guidelines for the Denver 5280 trail, a "ribbon" of light colored paving guides users along the trail. The ribbon exists either in a "field" of the designed paving, or, in places where the existing character takes precedence, as just a "ribbon" in the existing paving. The consistency of the "ribbon" ensures that users can easily stay on the trail.



Custom paved crossings on the Denver 5280 use the paving design of the trail to highlight crosswalks and support wayfinding.



Unique pavers on the Indianapolis Cultural Trail ensure that the trail is easily recognizable.

Duratherm crosswalks help highlight the Indianapolis Cultural Trail for wayfinding and safety at vehicular crossings.



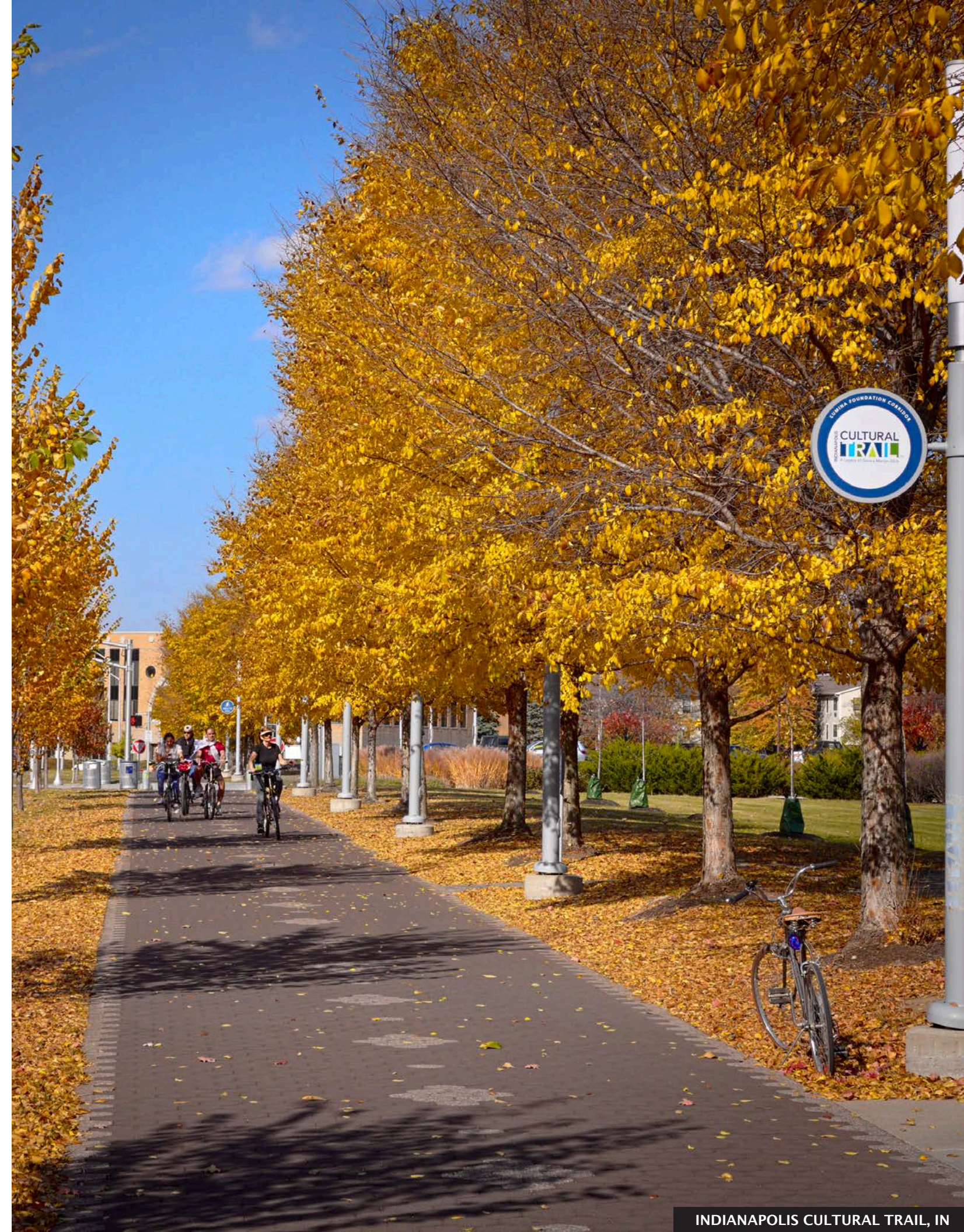
Urban Green Space

As a linear park, the Green Loop will provide a significant amenity in the form of new tree canopy and green space, especially on the east side of the river, and link existing urban green spaces in the Central City. In many of the case studies, the projects consider supporting equitable development in the city by increasing access to urban shade and open space, often in neighborhoods lacking existing green space.

On the Indianapolis Cultural Trail, vegetation is an essential component of the design that makes the trail a special experience. And although the projects are not yet built, Salt Lake City and Denver are using urban canopy as one of the main selling points of their projects.

In addition to providing an enjoyable experience for trail users, the vegetation along the trail can produce environmental benefits. The plant palette can be designed to support native pollinators and natural stormwater facilities.

The Indianapolis Cultural Trail and The Underline provide strong precedents for pollinator and stormwater planting.



Experience

Vegetation helps create a pleasant experience on the trail, making it comfortable and welcoming for all users.

SHADE

- Planted buffers along trails provide a great opportunity to add street trees and increase urban canopy.
- The design of the landscape along the Indianapolis Cultural Trail (ICT) maximizes the amount of horticulture that can be built in to set the trail apart from other spaces in the city. The trail added 5 acres of green space and 525 trees. The ICT team mentioned that the experience of having trees on both sides of the path often leads to pedestrians using the bike path.
- For the Salt Lake City Green Loop, livability and comfort are significant selling points for the project. The city currently has only 6% canopy in downtown, and the proposed Green Loop project would add thousands of trees, causing a noticeable reduction in temperature. Temporary trees were arranged in the street for a pop-up event to give community members a sense of what the streets could look like with more green space.
- On the Denver 5280 trail, hardy street trees will be chosen to match existing canopy and existing trees will be preserved whenever possible. The additional trees are a strong selling point for the project, and like in Salt Lake City, temporary trees were used for a pop-up event.

SAFETY

- Planting design should ensure that vegetation does not block view corridors for the safety of trail users.
- Clear visibility of adjacent trail and traffic lanes even at night reduces the risk of accidents.
- On The Underline, low understory plants are used to preserve view corridors.
- On the Denver 5280 trail, the design guidelines require that understory planting does not block views between the street and the trail.



SALT LAKE CITY GREEN LOOP, UT

Temporary trees at a pop-up event in Salt Lake City helped residents envision the future Green Loop, generating support for the project.

Sight lines are an important consideration in planting design on The Underline.



Photo credit: Dutch Cycling Embassy

THE UNDERLINE, FL

Environmental Uses

Supporting environmental health directly supports community health. Selecting plants with ecological function helps create public spaces that improve the city as a whole.

STORMWATER

- Vegetation along the trail allows space for natural stormwater treatment.
- In Indianapolis, stormwater planters were piloted on the trail and their success there led to them being used elsewhere in the city. On the trail, 25,000 square feet of stormwater planters divert around four million gallons of rainwater a year. The planters made economic sense because they eliminated the need to treat the water removed from the municipal treatment system.
- On The Underline, the planting strategy involves enriching existing canal and creek ecologies while accommodating stormwater runoff.

HABITAT

- Native plant palettes are often selected for easy maintenance but they also support native pollinators and wildlife.
- On the Indianapolis Cultural Trail, ecological management techniques help conserve water, reduce synthetic chemicals, and promote pollinator life cycles.
- On The Underline, there is a focus on native plants that will provide habitat for pollinators and butterflies. The planting palette was developed in collaboration with Fairchild Tropical Botanic Garden.
- On the Denver 5280 trail, the design guidelines require native vegetation. Native plants allow the city to set an example of sustainable urban planting practices and benefit wildlife.



On the ICT, the planting buffer provides space for stormwater planters.

Butterfly gardens on The Underline provide educational opportunities while attracting and feeding endangered pollinators.

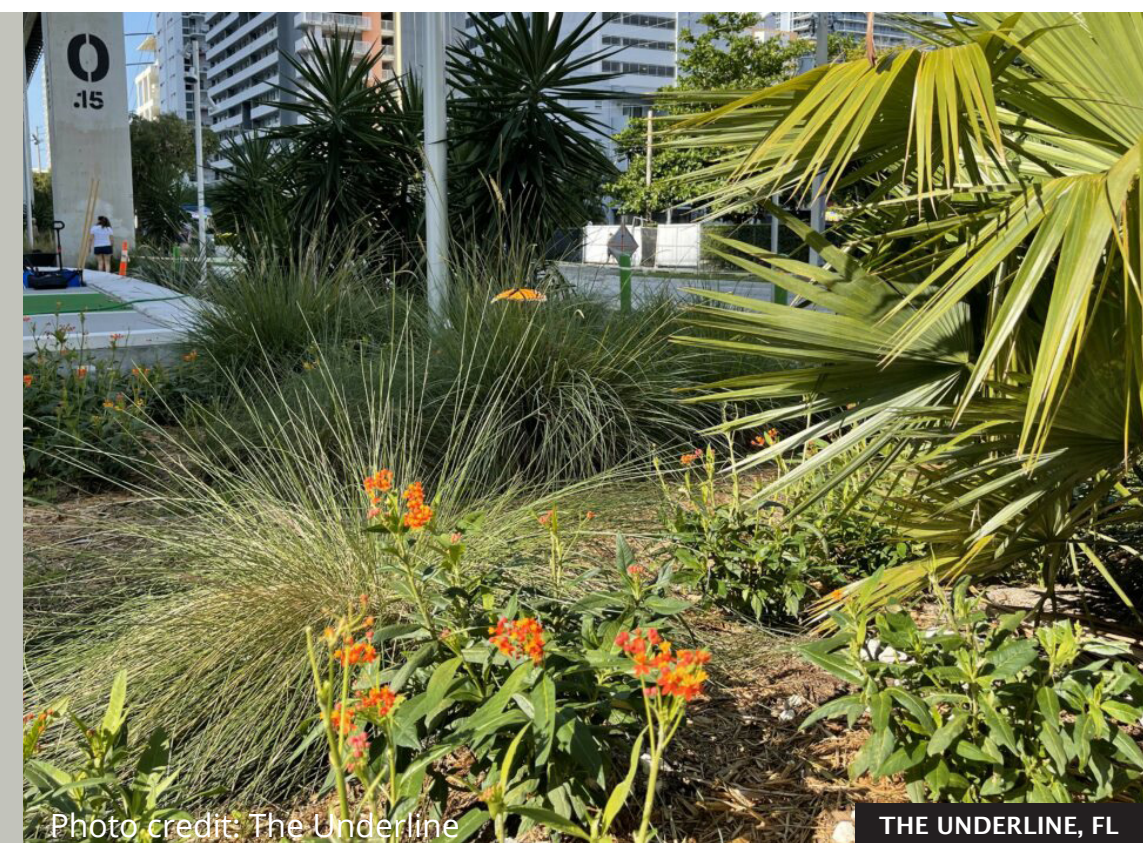


Photo credit:
Florida Stormwater Association

INDIANAPOLIS CULTURAL TRAIL, IN

Photo credit: The Underline

THE UNDERLINE, FL

EQUITABLE DESIGN COMMUNITY REPRESENTED

To function as a destination and civic celebration, the Green Loop must do more than offer comfort - it should express the distinct character of the districts it traverses and serve the people who live there. By aligning aesthetics and uses with existing context, the design can reflect local culture and needs while creating a welcoming space for visitors. Public art and storytelling can further animate the corridor, making the trail more engaging and honoring neighborhood histories and identities.



Photo credit: The Underline

THE UNDERLINE, FL



Photo credit: Elonte Davis

JOE LOUIS GREENWAY, MI

District Character

The Green Loop should be designed to be consistent and identifiable for easy wayfinding, but should also allow for flexibility to reflect existing district character as it travels around the city.

Of the case studies, the Denver 5280 trail and The Underline stand out for clear design guidelines that create a vision for the project as a whole while considering ways to support local identity and needs.



CHARACTER

- As the Green Loop passes through different districts, it should showcase local character while maintaining continuity.
- On the Denver 5280, design guidelines are relaxed in areas that highlight the unique character of a neighborhood. When the trail passes through an area with special character, standard 5280 pavers can be placed in a unique pattern or the paving "ribbon" can be inserted into the existing paving. A low path lighting bollard is the only standard light fixture specified in the design guidelines so light poles and other fixtures can fit with individual neighborhood character and existing design districts.
- The Joe Louis Greenway Neighborhood Planning Study worked with communities within roughly half a mile of the greenway to ensure the project would benefit its neighbors with inclusive growth and economic opportunity. The Planning Study was a two-year community planning process with residents and stakeholders and included both city-wide and neighborhood focused meetings. The result was a series of neighborhood playbooks that identify recommendations for investments and improvements unique to the needs and opportunities of each neighborhood.

USES

- As the Green Loop travels around the city it should be flexible to accommodate districts with different demographics and different needs.
- In some of the case study projects, there are opportunities to develop open space adjacent to the trail as part of the project. When possible, the uses of the space should consider the needs of the surrounding community.
- On The Underline, the physical and graphic elements of the trail remain consistent but different programs highlight the character of surrounding neighborhoods. For example, Phase 1 of The Underline is in the "Nature and Play" character zone, where the community expressed a desire for a park-like, nature-based setting to contrast with the highly urban area. The amenities in that zone aim to provide play spaces and areas for birdwatching, dog-walking, and nature education.



Photo credit: Civitas

DENVER 5280, CO

As part of the Denver 5280 design guidelines, low bollards are specified as standard lighting for the trail so they do not compete with the existing neighborhood lights.

The Brickell Backyard on The Underline provides amenities and space for urban recreation, supporting the needs of the surrounding neighborhood.



Photo credit: Sam Oberter

THE UNDERLINE, FL

Public Art & Storytelling

Art along the Green Loop creates opportunities for storytelling and placemaking, reinforcing the character of each district and uplifting local culture. When artwork reflects the communities along the corridor, residents are more likely to feel represented and have a sense of ownership. Art draws visitors, makes spaces more inviting, and offers moments of engagement along the trail.

The Joe Louis Greenway is just starting out but has a significant focus on public art, with the goal of adding a layer of beauty to the project that reflects the choices of the residents. The project has budget for a mural program and is collaborating with the City's Arts and Culture Department to create art that represents the communities along the trail.

The Indianapolis Cultural Trail (ICT) and Atlanta Beltline also have strong art programs. The ICT had \$4 million in private funding for public art projects during design and construction and worked with a consultant to plan for art along the trail. The Beltline, on the other hand, had more of a grassroots art movement. The original design for the corridor had no coordinated art plan, but volunteers and activists catalyzed the formation of Atlanta Beltline Art, and now the Beltline has one of the largest outdoor public art collections in the country.



Process

Public art along the trail should celebrate the community. Engaging community members in the selection process and incorporating their stories into the art ensures that the art resonates locally and is also educational for visitors.

PUBLIC ART SELECTION PROCESS

- The selection process for public art along the trail is a great opportunity to engage community members and ensure they feel like their stories and experiences are acknowledged.
- On the Joe Louis Greenway (JLG), residents in adjacent neighborhoods are active participants in deciding how the project represents the character and history of their communities with murals and interpretive signage.
- The Indianapolis Cultural Trail (ICT) was designed to connect cultural institutions so it was planned as a space for public art. Community members were engaged in the art selection process and were asked what was needed and what would make sense along the trail. A public art consultant was hired and assembled a Curatorial Advisory Committee to help call for projects and select artists. Principles for the art selection included quality over quantity, site sensitivity, and engaging both experienced and emergent artists.
- On one segment of the ICT, a renowned artist was selected to create a piece representing the African American

community in Indianapolis. The engagement process ensured that the art on the trail would fit with how the community wanted to be represented.

- The Atlanta Beltline has a Public Art Advisory Committee (BPAAC) that reviews Atlanta Beltline Art's jury-selected artists, external exhibition proposals, creative partnerships, etc. BPAAC membership is a two-year volunteer role for people living in the City of Atlanta, preferably in a neighborhood adjacent to the Beltline. Neighborhood residents are invited to review proposals and approve submissions.

COMMUNITY HISTORY STORYTELLING

- Public art that represents the community helps residents feel valued and that the trail is serving their needs.
- On the JLG, the city created the Neighborhood Stories pilot project. Residents gathered stories from their neighbors and participated in the design of interpretive signs for the greenway that highlighted the history of the neighborhood.
- On the ICT, the team worked with state historic preservation officers in historic districts to ensure the public art aligned with the site. The trail includes interpretive signage and art installations that highlight historic uses. For example, Chatham Passage by Sean Derry references the historic and contemporary use of the site, an alley that housed the Real Silk Hosiery Mill, with a sunken concrete vault with an ornate steel grate that releases a floral aroma.



Photo credit: Clarence Tabb | The Detroit News JOE LOUIS GREENWAY, MI

On the JLG, community members are heavily involved in the process for selecting art for the trail.

On the ICT, Chatham Passage by Sean Derry pays homage to the historic uses of the site with a low profile piece that engages multiple senses.



Photo credit: lunariver | TrailLink INDIANAPOLIS CULTURAL TRAIL, IN

Active Participation

Art that the community can interact with outside of the selection process encourages engagement with the trail. Sculptures that support play, murals that allow collaboration, and performances that bring artists and audience members together enrich the art experience on the trail. Rotating exhibits can also create a platform for less established artists and inspire regular visits.

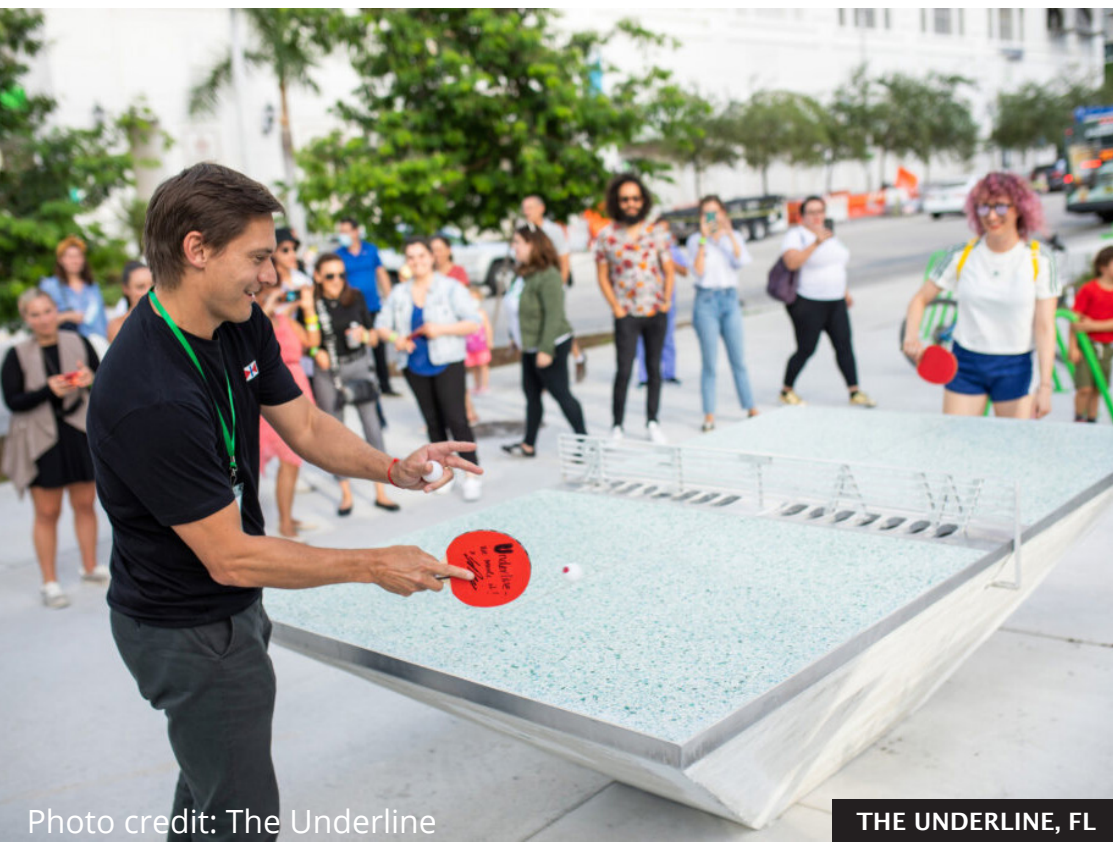
INTERACTIVE ART

- Providing community members with the opportunity to contribute to the art for the trail helps connect neighbors to each other and to the project.
- Art installations people can interact with enhance visitor experience of the art and increase public engagement, especially for younger visitors.

- Murals are often used to invite participation, with volunteer painters and mural artists coordinating and finishing the pieces.
- Performances like concerts and parades provide an opportunity for community interaction.
- Art events allow for exchanges between artists and their audiences and can help build community.
- The Underline has an art program curated to invite interaction and exploration. For example, Water/Tables by Cara Despain is a pair of usable ping pong tables that are etched with the depth of the water table and elevation above sea level at its location.

IMPERMANENT ART

- Rotating exhibits allow for more experimentation and opportunities for a variety of artists to participate.
- Changes to the art along the trail can make visiting the trail more exciting for frequent visitors.
- Evolving art reflects current trends of what people want to see in their neighborhoods.
- The Atlanta Beltline hosts one of the largest temporary public art exhibits in the United States. It was started in 2010 to encourage people to explore the trail and has become an important part of the cultural landscape. The program encourages historically excluded populations to participate and provides a platform for both established and emerging artists. Popular pieces can become permanent installations.



On The Underline, Water/Tables by Cara Despain are thought-provoking art pieces that also invite people to engage.

Students, community members, and artists work together on public art for the trail on the Joe Louis Greenway.



Photo credit: WXYZ Detroit

JOE LOUIS GREENWAY, MI

Photo credit: The Underline

THE UNDERLINE, FL

DESIGN FOR O&M

Forward Thinking Design

The Portland Green Loop will be a generational civic asset, and its success hinges on anticipating the realities of phased delivery, long-term use, and maintenance. Early routing will shape first impressions, the interface with existing and adjacent open spaces will determine whether it can host events and civic life from day one, and material choices will set the cost burden for decades. Every design decision should be made with the future in mind to secure the Green Loop's enduring success.



Phasing

	Atlanta Beltline	Indianapolis Cultural Trail	The Underline	Denver 5280	Salt Lake City Green Loop	Joe Louis Greenway
APPROXIMATE TIME TO COMPLETE CONSTRUCTION	22 years	6 years	6 years	10 years planned	Working draft of potential phasing over 10 years	5-10 years expected
PHASES AND SEGMENT LENGTHS	Constructed in segments of around 2 miles each	Divided into neighborhoods, around 1 mile per segment	3 phases: 0.5 miles, 2.14 miles, and 7.36 miles	Vision plan defines segments for design based on 6 neighborhoods	Potential to coordinate with planned street reconstruction	Project divided into roughly 7 phases of varying lengths based on existing trails and community input
FUNDING AT START OF PROJECT	Tax Allocation District created to finance the project	\$4 million raised for initial design studies, \$15 million donated to kickstart construction	\$16.5 million for Phase 1 funded by Miami-Dade County, FDOT TAP grant, State of Florida, City of Miami, and FDOT	First segment funded with \$7 million in taxpayer dollars	\$3.1 million approved by Salt Lake City Council for planning	\$2 million donation to develop a framework plan, mayor committed \$20 million to build the first phase

Best Practices

PHASING

- Best practices for phasing ensure that construction is easy and that community benefits are maximized.
- On the Atlanta Beltline, the trail implementation timeline was determined using prioritization criteria based on community feedback. Segments were ranked on how much they leveraged green space, project readiness, equity, development impact, and financial options.
- The Joe Louis Greenway has divided the project into phases based on community input and the ability to leverage existing trails.
- The Salt Lake City Green Loop is considering coordination of Green Loop improvements with planned street reconstruction projects to minimize construction and utility impacts.

COMMUNICATION

- Clear communication around project timelines and construction keep the community engaged and excited about the project.
- The Atlanta Beltline and The Underline are extremely transparent about project construction, with information like project timeline, construction cost, and current status on the website. The Beltline also makes regular blog posts about construction progress.
- The Joe Louis Greenway has an interactive map showing which segments are open, under construction, funded, and unfunded.

- Many of the case study projects also host regular events on the trail where project team members or government officials are available to share information with the community and answer questions.

Continuity through Construction

The Green Loop is a large-scale project that will be built in segments that may not always be adjacent to each other. To encourage trail use, interim solutions can be used to make the connections between built segments safer for pedestrians and bicyclists. Temporary installations in future development areas can also inspire people and alleviate potential concerns. Building continuity for the trail is a significant part of generating the critical mass that will support the project to completion.

The Underline has planned intersection improvements that can improve pedestrian and bicyclist safety without full construction of the trail. Denver and Salt Lake City have successfully used pop-up installations to test trail alignment and generate community support.



INTERSECTION IMPROVEMENTS

- Often, the continuity of the trail as it is being developed relies on intersection improvements.
- For The Underline, the framework plan suggests different levels of improvements at different intersections along the planned trail based on the varying degrees of safety and traffic issues that need to be resolved to support non-vehicular traffic.

- Minimum improvements for intersections along The Underline consider techniques that will improve safety for pedestrians and bicyclists and allow people to travel along the planned trail alignment before the trail is fully constructed. Minimum improvements include wider crossings, traffic calming techniques to increase the visibility of bicyclists and pedestrians, and buffer between vehicular travel lanes and crossings.
- Medium and major improvements along The Underline might involve realignment of crossings, raised table crossings, and grade-separated crossings.

POP-UP INSTALLATIONS

- Temporary installations can help generate excitement for the project and encourage people to start using the trail before it is complete.
- Simple elements like painted streets, temporary signage, or tree markers along the planned alignment can help people imagine the future trail.
- More significant installations can involve street closures, temporary trees, and active programming. For more information on pop-up events, see page 89.



Photo credit: Gaby Serrado

THE UNDERLINE, FL

Widened crossings are one of the minimum improvements suggested for intersections along The Underline.

Tagged trees indicate the future alignment of the Denver 5280 trail.



Photo credit: Denver by Foot

DENVER 5280, CO

Planned Use & Function

Design of the Green Loop should consider future uses and needs. Infrastructure along the trail should support expected activities, both for daily use and special events.

Small-scale infrastructure like furniture, bike rental stations, and pop-up retail locations can be set up along the trail to support daily users and encourage visitors. Open space along the trail provides opportunities for large events, which should be planned for even if adjacent open space is not constructed as part of the project.

In terms of open space, the Indianapolis Cultural Trail and the Joe Louis Greenway are contextually similar to the Portland Green Loop and have different approaches to event space that can be studied. The context of The Underline is different but there are features that can be learned from.



Supporting Daily Use

Daily users of the Green Loop might include commuters, exercisers, or tourists. Simple infrastructure can improve the experience for those moving along the corridor.

FURNITURE

- Site furniture like benches and tables provide amenities for trail users and an opportunity to define the trail character with their design. Seating with options for armrests, backrests, and companion seating ensures accessibility for all users.
- Bike rental stations help people move along the trail and provide good opportunities for fundraising because they can carry branding information from donors.
- On The Underline, furniture is used to activate areas along the paths. Each piece of furniture is intended to carry The Underline branding, with features including a simple U-shaped profile, a light gray and "Underline green" palette, and bicycle tire perforated patterns.
- On the Denver 5280 trail, the design guidelines require furnishings made of natural materials such as wood and stone. Furnishings from STREETLIFE were chosen to fit the aesthetic of the mountains and the city.
- Structures that house amenities and retail space can also add to the success of a project.
- On The Underline and Atlanta Beltline, shipping containers are used as pop-up retail spaces to support small businesses. For more information, see page 95.
- The Underline also has additional amenities including playgrounds, bike repair kiosks, and sports courts.

LIGHTING

- On The Underline, key considerations for lighting design include integration with the architecture, safety, maintainability, sustainability, and dynamic qualities. Arne Area Lights are the main vertical element in the park and create ambient light at consistent intervals. Destination lights create long distance views, help with wayfinding, and allow for festivities. Low level accent lights help define paths and rest areas.
- On the Denver 5280, design guidelines are relaxed in areas that highlight the unique character of a neighborhood. A low path lighting bollard is the only standard light fixture so light poles and other fixtures can fit with individual neighborhood character and existing design districts.

BUILDING INTERFACE

- For projects in the right-of-way and others that pass near buildings, the connection with adjacent buildings should be considered.
- Increased foot traffic from the trail can benefit nearby businesses.
- The Atlanta Beltline has been so successful that adjacent businesses have redesigned their entrances to encourage access from the trail.
- On the Indianapolis Cultural Trail (ICT), the increased foot traffic from the trail has encouraged new businesses to open along the corridor.



Photo credit: Amy Street

INDIANAPOLIS CULTURAL TRAIL, IN

Bike rental stations make biking along the ICT accessible for residents and visitors.



Photo credit: ACVB Marketing

ATLANTA BELTLINE, GA

EVENT & COMMUNITY GATHERING SPACE

- Trail corridors are suitable for linear programming, but larger events require open spaces like parks or plazas.
- Some of the case study projects have open space built or managed as part of the trail corridor, while others use nearby open space often managed by the city.
- The Indianapolis Cultural Trail (ICT) is a very linear space without much space on the trail itself. Programming along the trail happens through contracts with the city that allows ICT, Inc. to use larger open spaces along the trail. The ICT team mentioned in an interview that if they had more feet under them when the city was developing new space, they could have made more deals with the city.
- The Joe Louis Greenway is planning "trailheads" that provide space for events and more formal entrances to the trail with parking and restrooms. One trailhead is currently built at Warren Gateway Park. Future trailheads are being planned around the city and may use a mix of public and private land when neighboring businesses are interested in partnering with the trail.
- On The Underline, amenity areas along the trail are designed as part of the trail corridor and used to host events. The spaces can also be rented out to raise money for the project.



Lugar Plaza is not part of the ICT but events on the plaza are managed by ICT, Inc.

The Inter Stage Canopy was built to support year-round comfort and activations on The Underline.



Photo credit: The Underline

THE UNDERLINE, FL

Consistent Quality

Quality materials and regular maintenance will make the Green Loop stand out as a special place and contribute to the success of the project. The condition of the trail affects users' perception of safety and comfort. People will feel more welcome along the trail if they can see that it is cared for and regular maintenance discourages unwanted behavior. Ensuring that the quality of the trail is comparable along the entire length is also important to support equitable development around the city.

Careful selection of materials and vegetation will lead to a trail that is welcoming to users and easy to take care of for maintenance teams. The Atlanta Beltline's decisions about materials and The Underline's and Denver 5280's decisions about planting palettes were made to ensure the trail would be easy to maintain.



MATERIALS

- Material choices based on ease of maintenance can contribute to the character of the project.
- Clean and well-maintained paths and structures help users feel comfortable and discourage unwanted behavior.
- On the Atlanta Beltline, durable and resilient materials were prioritized, with the understanding that spending more up front would reduce post-construction maintenance costs.
- Some examples of the materials choices made for the Atlanta Beltline include sandblasted concrete paths for durability and ease of maintenance, flexi-pave soft shoulders added to the sides of paths to reduce erosion, stainless steel instead of painted metal for railings to avoid paint chipping, and granite instead of exposed concrete for retaining walls to make it possible to power wash and easier to remove graffiti.
- On the Indianapolis Cultural Trail (ICT), the Duratherm used to highlight the crosswalks lies below the asphalt surface, reducing wear and tear.

VEGETATION

- The plant palette selected for the projects should account for the need for low maintenance vegetation.
- On The Underline, planting areas are divided into zones with different levels of maintenance. Typical plantings make up 80% of the trail and are low maintenance, with limited pruning and mowing and no irrigation required once established. Programmed zones make up 15% of the trail and are medium maintenance, with more heavily planted areas such as gardens, small parks, and plazas. Feature gardens make up 5% of the trail and are high maintenance, with small gardens with rarer or more sensitive species.
- On the Denver 5280 trail, the design guidelines require vegetation to be drought and salt tolerant to ensure successful plantings and easy maintenance despite the proximity to vehicular traffic.
- Stewardship events are a popular way to get community members involved in the trail while providing more hands for maintenance. For more detailed information, see page 91.
- On the ICT, plant sales of bulbs, propagated plants from the trail, or plants sourced from trail partners are used to raise money for maintenance. Volunteers are also invited to participate in weekly landscape maintenance events from April to October.
- On The Underline, regular volunteer events build community and ensure the landscape is well maintained.



Photo credit: Atlanta Beltline

ATLANTA BELTLINE, GA

On the Beltline, stainless steel railings are used instead of painted metal to avoid maintenance associated with paint chipping.

Typical plantings along The Underline are native and low-maintenance with special planting reserved for feature gardens.



Photo credit: The Underline

THE UNDERLINE, FL

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03

OPERATIONS & GOVERNANCE

OVERVIEW

The purpose of reviewing the case studies through an operations and governance lens is to identify the best practices and common strategies from different organizations that may inform possible approaches to enhance nodes along Portland's Green Loop.

This section identifies emerging themes based on the case study projects. Key community, government, and financial partners have mapped a shared route concept in each of the cities. The Atlanta Beltline (abandoned rail corridor) and The Underline (elevated train route) transformed existing and underused infrastructure. The Indianapolis Cultural Trail, Denver 5280, and Salt Lake City Green Loop focus on transforming parts of existing public right-of-ways that connect key cultural destinations and civic hubs.

Additionally, all entities have invested significant resources to engage the community in establishing priorities for the trails.



Governance Structure

Governance approaches are unique to each city. They have emerged through sustained activism over decades with roles and responsibilities of the partner organizations evolving as improvements and programs are implemented. Several governance structures rely on public, private and non-profit relationships. The following summarizes three general frameworks.



PUBLIC / PRIVATE PARTNERSHIP

A public / private partnership led organization in an oversight and project execution role focused exclusively on the trail. Primary oversight and accountability rests with a board of directors made up of government, private individuals and organizations, and community members. An affiliated non-profit organization serves as a lead partner to provide advocacy and private fundraising on behalf of the facility. This approach is used at the Atlanta Beltline and The Underline.



PRIVATE NON-PROFIT

A private non-profit organization serving as lead project advocate coordinating communications, private fundraising, operations, and maintenance of the trail. The board of directors includes business owners, property owners, government and community members. For example, the Indianapolis Cultural Trail, Inc. plays a lead advocacy and operations management role with the City of Indianapolis leading management of design and execution of the trail construction.



LOCAL GOVERNMENT

Some local governments have taken an early leadership role to advocate for and advance trail improvements. Salt Lake City has conducted a preliminary study to identify Green Loop operations, maintenance, and management approaches which would include agreements among City departments as well as establishment of a single management entity. The City & County of Denver have dedicated resources to advance trail design and construction and are supported by the Downtown Denver Partnership.

Project Funding

PRIVATE PHILANTHROPY

Individuals and corporations with ties to the city have provided multi-million dollar lead donations to initiate and sustain trail improvements and management. Both Atlanta and Indianapolis secured significant lead private and philanthropic donations, which helped leverage additional funds to kick start construction of their facilities. These individuals and organizations provide sustained funding to support ongoing advocacy for facility expansion. Funds are used for both capital and operating expenses. Other philanthropy has come from foundations with specific missions supporting outdoor recreation, economic development, and inclusion of historically underserved communities.

PUBLIC GRANTS

The majority of capital funding comes from transportation-related sources from U.S. Department of Transportation grants (TIGER, CMAQ, RAISE) as well as state and local grant funding. To a lesser extent, projects and programs have tapped federal, state, and local funds dedicated to parks and open spaces, environmental remediation, affordable housing, public art, workforce development, commercial affordability, business entrepreneurship, and activation. Sources include US EPA Brownfield funds, National Endowment for the Arts, US Department of Agriculture, US Department of Commerce, and US Economic Development Administration.

TAX INCREMENT FINANCING

Tax increment financing (TIF) is a public funding method that uses future tax revenue from a designated district to pay for capital improvements. In Atlanta, the Beltline Tax Allocation District (TAD) serves as the primary capital funding source for trail improvements. TIF funding is also used in Indianapolis.

SPECIAL SERVICE DISTRICT

These districts are formed by property owners within a defined area to generate revenue for a specific public benefit. Denver uses the special district funding for trail maintenance, while Atlanta applies it to maintenance, operations, and capital improvements.

CITY IMPACT FEES

These fees are typically a one-time payment imposed by a local government on a property developer. The City of Miami has collected and designated \$1.4 million in impact fee revenue to fund capital improvements on The Underline.

PROGRAM REVENUE

Some facilities have created revenue sources through rental fees (public space use and bike share) as well as real estate income. At a minimum, revenue covers staffing costs. One example is the Indianapolis Cultural Trail, Inc., which generates approximately \$300,000 in gross annual revenue from the Pacers Bikeshare program, helping fund the program's continued operations and management.

Organizational Roles & Responsibilities

The type of services and resources within a trail is unique to each location and often differentiated among segments of the trail to align with adjacent community priorities. Two broad areas of responsibility include staffing for capital project execution and ongoing operation and maintenance of the facility. In Atlanta, Indianapolis, and Miami, private fundraising is conducted by a non-profit (Atlanta Beltline Partnership, Indianapolis Cultural Trail, Inc., and Friends of The Underline respectively) while capital projects are managed by a separate organization (Atlanta Beltline, Inc., City of Indianapolis, and Miami-Dade County respectively). In some locations, a lead organization will contract with a third party to provide specific services such as facility cleaning, maintenance, and security.

Facility management responsibilities vary depending on the attributes of the facility, management structure, and available funding. Common functions include the following.

ACTIVATION

All the case study examples feature a range of activations, from informal pop-up events held as funding allows, to regular, large-scale public gatherings. Some facilities also manage vendor programs for trail use, such as bike share initiatives. For more detailed information, refer to the events and programming section (page 83).

ADVOCACY & PRIVATE FUNDRAISING

Non-profit organizations in Atlanta, Indianapolis, and Miami are responsible for securing private donations to support operating and capital expenses.

CLEANING & MAINTENANCE

Several of the case studies are located within publicly owned right-of-ways or public parks where the local jurisdiction provides cleaning and maintenance services. In some locations, the lead management organization funds and coordinates enhanced services.

CAPITAL PROJECT OVERSIGHT & MANAGEMENT

Capital project oversight and management varies among case study projects. For example, Atlanta Beltline, Inc. is responsible for both funding and managing the capital projects for the Atlanta Beltline, while the Miami-Dade County Department of Transportation & Public Works manages this work for The Underline once capital funding is received.

REAL ESTATE & ECONOMIC DEVELOPMENT

Atlanta Beltline, Inc. plays the largest role in real estate economic development among the case study examples through property acquisition, managing improvements, and advocating within the development community to support its mission.

SECURITY

In all case studies, local law enforcement is responsible for basic enforcement. The Atlanta Police Bureau has dedicated staff specifically for the Beltline. In Miami, enhanced security is provided by a private security service contracted by the County. Additionally, several facilities engage "ambassadors" who monitor the trails and contact law enforcement if issues arise.

CASE STUDIES

This section of the report explores in detail the governance and funding structures of the following case studies:

- Atlanta Beltline
- Indianapolis Cultural Trail
- The Underline
- Denver 5280
- Salt Lake City Green Loop
- Joe Louis Greenway



Case Study 01

ATLANTA BELTLINE

Governance

Lead Management Entities

Atlanta Beltline Partnership (ABP)	501(c)(3) Non-Profit Organization Board of Directors: Private Sector
Atlanta Beltline, Inc. (ABI)	501(c)(3) Non-Profit Organization Board of Directors: City, Community, Private Sector

Operations

Functions and Responsible Parties

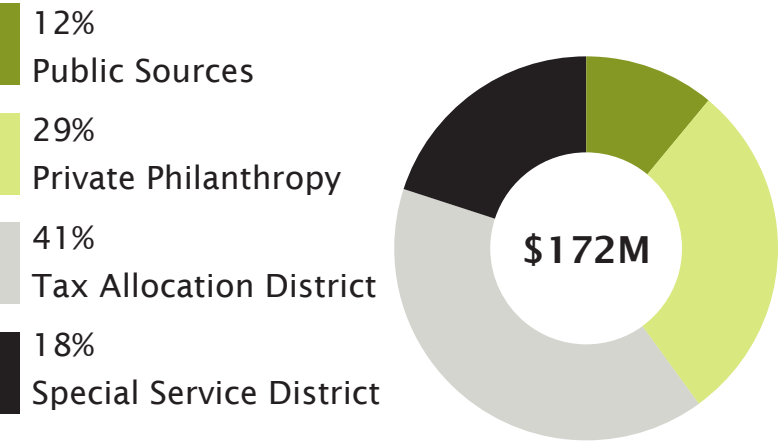
Primary Function	ABP	ABI	City	Third Party
Activation	X	X		
Business Development Programs		X		
Capital Project Management		X		
Cleaning		X	X	
Community Engagement	X	X		
Public Funding		X		
Private Fundraising	X			
Maintenance		X	X	
Real Estate Development / Property Management		X		
Security		X	X	

Atlanta Beltline, Inc.

FY24/25 SOURCES & USES¹

Total Trail Length	22 miles
Budget	\$172 million
Expenses	
Affordable Housing	12%
Design and Construction	49%
Real Estate	23%
Other	16%

Funding Sources

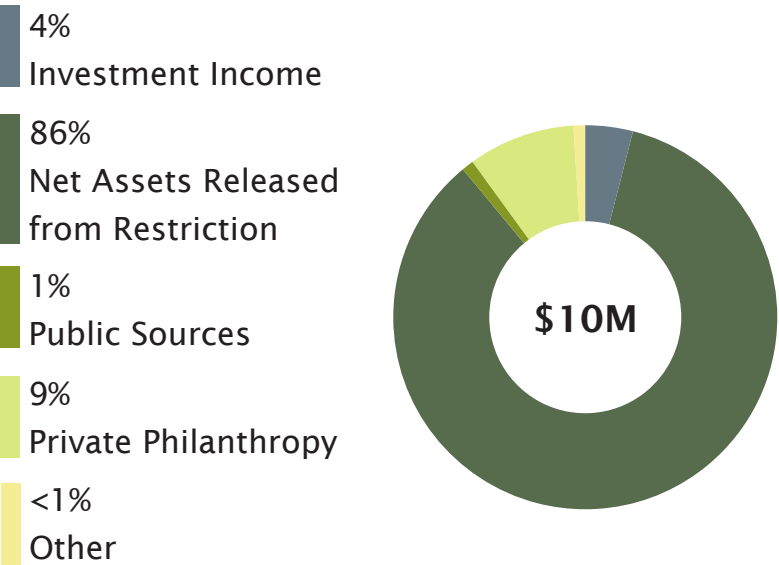


Atlanta Beltline Partnership

FY22/23 SOURCES & USES²

Budget	\$10 million
Expenses	
Program Expenses	
Park and Trail	70%
Construction	
Programming, Events & Activities	5%
Housing Affordability	32%
Tools & Resources	
Supporting Services	
General & Administrative	4%
Fundraising	5%

Funding Sources



Governance

OVERVIEW

Evolving from the Friends of the Beltline in 2005, the Atlanta Beltline Partnership ("ABP"), a 501(c)(3) nonprofit, was founded to support the Atlanta Beltline vision.³ The organization helps facilitate the development of parks and trails, engages the public through tours, health and fitness programs, and special events, and empowers residents by connecting them with affordable housing, sustainable economic development, urban revitalization, and healthy living resources.⁴ It is governed by a Board of Directors composed entirely of private business representatives.⁵

Established in 2006, Atlanta Beltline, Inc. ("ABI") is a 501(c)(6) nonprofit organization responsible for overseeing the comprehensive planning, development, implementation, tracking, reporting, and contract management of the Beltline project.⁶ ABI is governed by a Board of Directors, which includes businesses, property owners, Tax Allocation District partners, and community representatives.⁷



Photo credit: John Becker

Funding Sources & Uses

PUBLIC GRANTS

Grants from the U.S. Department of Transportation (TIGER and RAISE), US EPA Brownfield Remediation, National Endowment for the Arts, County and Local arts funds, and U.S. Department of Agriculture have funded capital improvements. The U.S. Department of Commerce & Economic Development Administration (EDA) have provided funding for workforce development, commercial affordability, and digital inclusion. In 2013, the Atlanta Police Department was awarded a \$1.8 million COPS grant that funded security along the trail.

PRIVATE PHILANTHROPY

As of 2017, a handful of philanthropic individuals and organizations have contributed \$42 million to capital and operating needs, including the James M. Cox Foundation, the Robert W. Woodruff Foundation, the Arthur M. Blank Family Foundation, Kaiser Permanente, Coca-Cola Company, Wells Fargo, and others.⁸

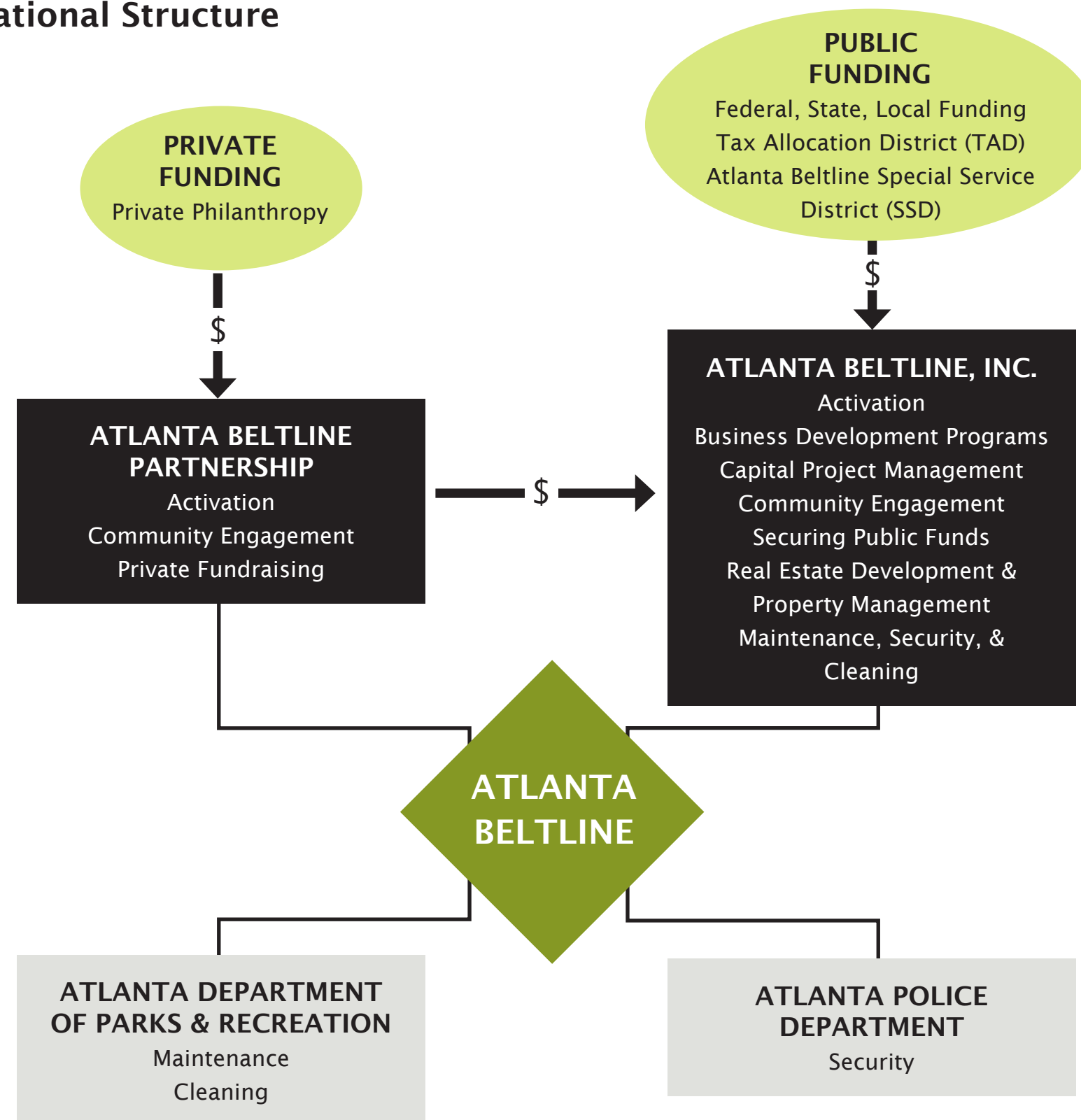
TAX ALLOCATION DISTRICT (TAD)

Established in 2005, the TAD leverages future property tax increment financing revenues from rising property values along the Beltline to fund capital improvements. Each year, the District accounts for 40% of ABI's revenue.⁹

SPECIAL SERVICE DISTRICT (SSD)

Created by Atlanta City Council in 2021, the SSD generates approximately \$100 million in revenue for capital and operating expenses from commercial and apartment property owners along the Beltline.¹⁰ The fund is dedicated to completing the trail and spurring economic growth and investment around the corridor.

Organizational Structure



Operations

PURSUE FUNDING

ABP leads efforts to secure funding through private philanthropy, general fundraising, and sponsorships.¹¹ ABI pursues capital grant funding from federal, state, local, and project-specific sources.¹²

CAPITAL PROJECT MANAGEMENT

Invest Atlanta manages revenue generated through the Tax Allocation District (TAD)¹³ and transfers funds to ABI. ABI coordinates all aspects of the Beltline, from defining the overall strategy and implementing the project, to tracking and reporting progress to TAD sponsors and managing funding and contracts.¹⁴ ABP stewards the use of philanthropic funds via representation on the ABI board, ensuring capital funds are used as intended.¹⁵

BUSINESS DEVELOPMENT

ABI supports local, small, independent, women, and minority-owned businesses along the Beltline through the Atlanta Beltline Business Solutions Office. This office services as a hub, offering support to Beltline businesses seeking additional expertise, guidance, and collaboration.¹⁶

ACTIVATION

Both organizations contribute to the activation of the Beltline. ABI leads development and revenue generating activities while ABP leads community-focused events. The Beltline features a range of activations from health and wellness classes and tours to large-scale public gatherings. For more detailed information, refer to the activation section on page 83.

COMMUNITY ENGAGEMENT

ABP fosters advocacy and helps heighten community awareness by conducting outreach and education to promote and garner support for the Beltline.¹⁷ ABI drives the community engagement process and is responsible for official communications and organizing community meetings.¹⁸

MAINTENANCE & CLEANING

The Atlanta Office of Parks provides maintenance and cleaning, including graffiti removal, along the trail. ABI is considering establishing a Conservancy to oversee the trail's long-term maintenance. Trees Atlanta is occasionally engaged to do supplementary landscape maintenance.

SECURITY

The Atlanta Police Department Community Services Division provides seven dedicated officers to patrol the Beltline which can be supplemented for major events. Representatives from ABP regularly walk the Beltline, pick up trash and serve as "eyes" in the area. Additional security staffing is provided through Park Rangers from the Atlanta Police Bureau. ABP is also considering adding Ambassadors to provide additional presence.

REAL ESTATE DEVELOPMENT & MANAGEMENT

ABI develops and manages a diverse range of affordable housing projects, including land acquisition for future development, multi-family rental housing, single family affordable for-sale, and senior housing.¹⁹ ABI also maintains relationships with developers to promote private investment along the trail.

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Case Study 02

INDIANAPOLIS CULTURAL TRAIL

Governance

Lead Management Entities

Indianapolis Cultural Trail, Inc. (ICT)	501(c)(3) Non-Profit Organization Board of Directors: City, Community, Private Sector
City of Indianapolis	Department of Public Works

Operations

Functions and Responsible Parties

Primary Function	ICT	City	Third Party
Activation	X		
Business Development Programs	X		
Capital Project Management		X	
Cleaning	X		
Community Engagement	X		
Public Funding		X	
Private Fundraising	X		
Maintenance	X		
Real Estate Development / Property Management			
Security			

Indianapolis Cultural Trail, Inc. (ICT)

CAPITAL SOURCES AND USES (2003 - EST. 2026)¹

Total Trail Length

10 miles

Budget

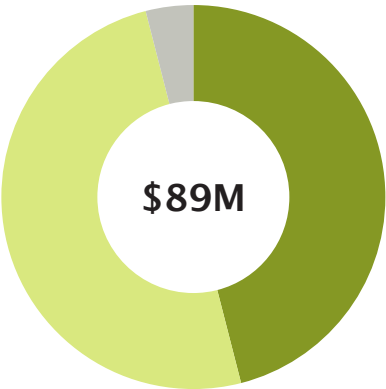
\$89 million

Expenses

Initial Trail ²	71%
Construction	76%
Management & Design	11%
Maintenance Endowment	10%
Public Art	3%
Expansion	29%

Funding Sources

40%	Public Sources
54%	Private Philanthropy
6%	Tax Increment Funds



City of Indianapolis

OPERATING SOURCES & USES (FY 2017)³

Budget

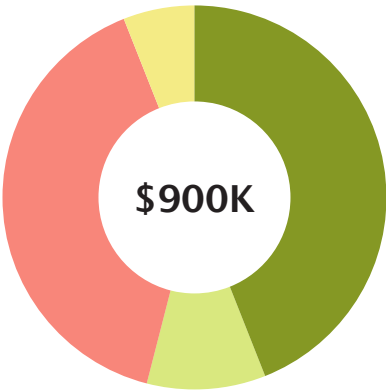
\$900,524

Expenses

Program Operations	80%
Management & General	16%
Fundraising	4%

Funding Sources

44%	Public Grants
10%	Private Philanthropy
40%	Bike Program Revenue
6%	Other



Governance

OVERVIEW

The concept for the Indianapolis Cultural Trail was first developed in 2000 through a collaborative partnership between the City of Indianapolis Department of Public Works and the Central Indiana Community Foundation (CICF) . The partnership progressed through the design phase, team formation, and ultimately, construction.

In 2011, two years prior to the trail's official opening, the City established **Indianapolis Cultural Trail, Inc. ("ICT, Inc.")**, a 501(c)(3) non-profit organization tasked with overseeing the trail's operations and management.⁵ The organization is governed by a Board of Directors comprising representatives from the City, local communities, and the private sector.⁶ ICT, Inc. was intentionally structured as an independent entity to ensure operational flexibility and enhance fundraising capabilities while maintaining close collaboration with the City of Indianapolis.

The City of Indianapolis is responsible for executing capital projects. The Trail is in the public right-of-way and under City ownership.



Funding Sources & Uses

PUBLIC GRANTS

Significant capital funding has come from Federal transportation-related sources. In 2010, the project received a \$20.5 million Federal Transportation Investment Generating Economic Recovery (TIGER) grant. Additional resources used to construct the trail were \$14.5 million in Federal highway funds.⁷

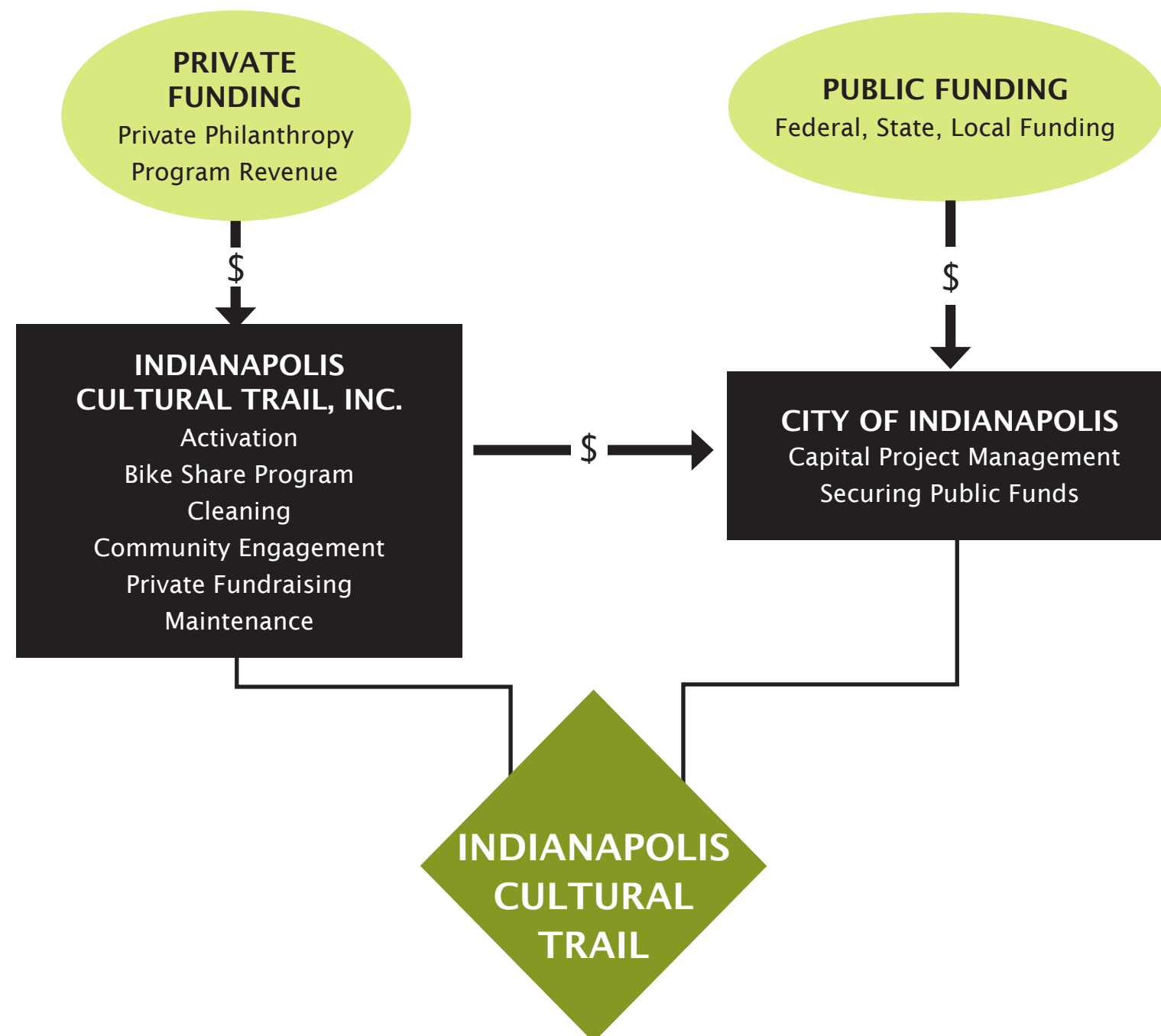
TAX INCREMENT FINANCING

The City of Indianapolis allocated \$5 million to fund improvements to the Kennedy-King Memorial site.⁸

PRIVATE PHILANTHROPY

Philanthropic contributions served as the catalyst for the project's 2007 ground breaking from a lead \$15 million donation from the Glick Family Foundation. Other philanthropic support included \$20 million from the Lilly Endowment, \$1 million from the Anthem Foundation, and additional donations from various individuals and organizations.⁹ These funds have been used for capital and operating expenses.

Organizational Structure



Operations

PURSUE FUNDING

Prior to the formation of ICT, Inc., the Central Indiana Community Foundation (CICF) managed private philanthropic fundraising while the City of Indianapolis secured public funding, including federal grants. Once ICT, Inc. was established, it assumed responsibility for private fundraising.

CAPITAL PROJECT MANAGEMENT

The City of Indianapolis Department of Public Works manages public funds and oversees the capital improvements along the trail.

BIKE SHARE PROGRAM

ICT, Inc. facilitates Pacers Bike Share, a public bicycle sharing system where bikes are available to use for a fee.¹⁰ ICT, Inc. also manages several public activations along the trail, such as the Downtown Canal and Lugar Plaza¹¹ and facilitates a robust public art program.

ACTIVATION

ICT, Inc. hosts a variety of events including pop-up music performances, health and wellness classes, family fun days, and more. For more detailed information, refer to the activation section on page 83.

COMMUNITY ENGAGEMENT

ICT, Inc. leads a comprehensive community engagement strategy to raise awareness about the trail. It also has a Young Professionals board, established to build organizational awareness, support, and advocacy for the trail and its bike share program while fostering community connections through events.¹²

MAINTENANCE & CLEANING

Maintenance and cleaning of the trail are managed by ICT, Inc. staff. Additionally, ICT, Inc. contracts with a third party company for landscaping maintenance and snow removal.¹³ ICT, Inc. organizes annual corporate volunteer cleaning events, where organizations can sponsor the event, materials, or supplies. Organizations can also adopt corridors along the trail.

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Case Study 03

THE UNDERLINE

Governance

Lead Management Entities

Miami-Dade County	Department of Transportation & Public Works
Friends of The Underline (FUL)	501(c)(3) Non-Profit Organization Board of Directors: Private Sector
The Underline Conservancy (TUC)	501(c)(3) Non-Profit Organization Board of Directors: County, Friends of The Underline Appointees

Operations

Functions and Responsible Parties

Primary Function	FUL	TUC	County	Third Party
Activation		X		
Business Development Programs				
Capital Project Management			X	
Cleaning		X		X
Community Engagement	X	X		
Public Funding			X	
Private Fundraising	X			
Maintenance		X		
Real Estate Development / Property Management				
Security			X	

The Underline

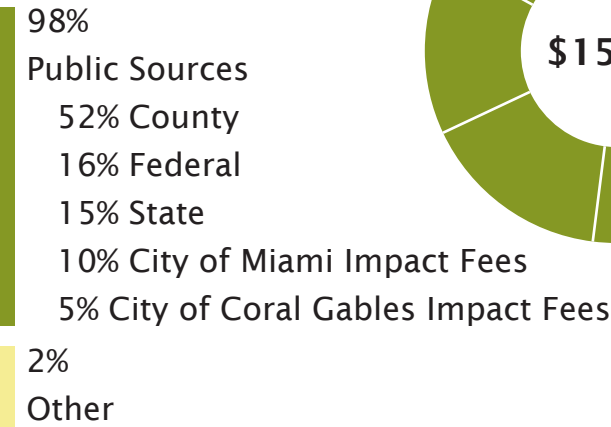
CAPITAL SOURCES AND USES¹

Planned Trail Length
10 miles

Budget
\$156 million

Expenses Funded to Date
Design and Construction 100%

Funding Sources



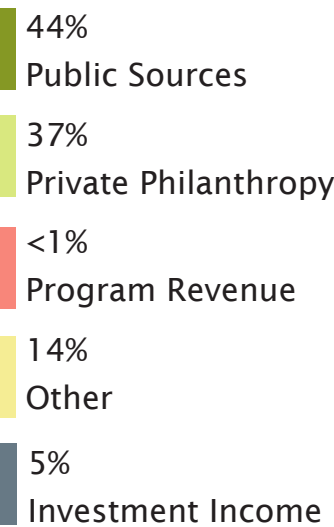
FY22/23 SOURCES & USES₂
Consolidated for Friends of The Underline and The Underline Conservancy

Budget
\$4,965,607

Expenses

Payroll & Benefits	32%
Park Operations	29%
Park Programming	5%
Park Art	12%
Professional Fees	11%
Insurance	5%
Occupancy	2%
Office Expenses	2%
Other Expenses	1%

Funding Sources



Governance

OVERVIEW

Miami-Dade County oversees the public-private partnership that includes the Department of Transportation and Public Works, and **Friends of The Underline** (FUL).³ Miami-Dade County is responsible for managing the capital improvements on The Underline.

Founded in 2013, FUL is a 501(c)(3) organization responsible for fundraising and advocacy for The Underline. FUL is governed by a Board of Directors composed entirely of private representatives.⁴

Prior to opening the first phase of The Underline in 2021, The Underline Management Organization (TUC) doing business as **The Underline Conservancy**, a 501(c)(3) organization, was established. TUC is charged with managing, maintaining, operating, and programming The Underline. This public-private organization is governed by a board of representatives from FUL and Miami-Dade County.⁵



Funding Sources & Uses

PUBLIC GRANTS

Public funding makes up 98% of The Underline's capital improvement budget. Sources include federal, state, county, and city funds. Federal grants include the USDOT Better Utilizing Investments to Leverage Development (BUILD) grant program (now known as RAISE) and the FHWA Surface Development Block Grant program, which is administered by the State of Florida's Transportation Alternatives Set-Aside program (TAP).

IMPACT FEES

Parks and mobility impact fees also help fund improvements at The Underline, including \$7 million from the City of Coral Gables⁶ and \$16 million from the City of Miami. County funding includes Miami-Dade's Road Impact Fees (RIF).

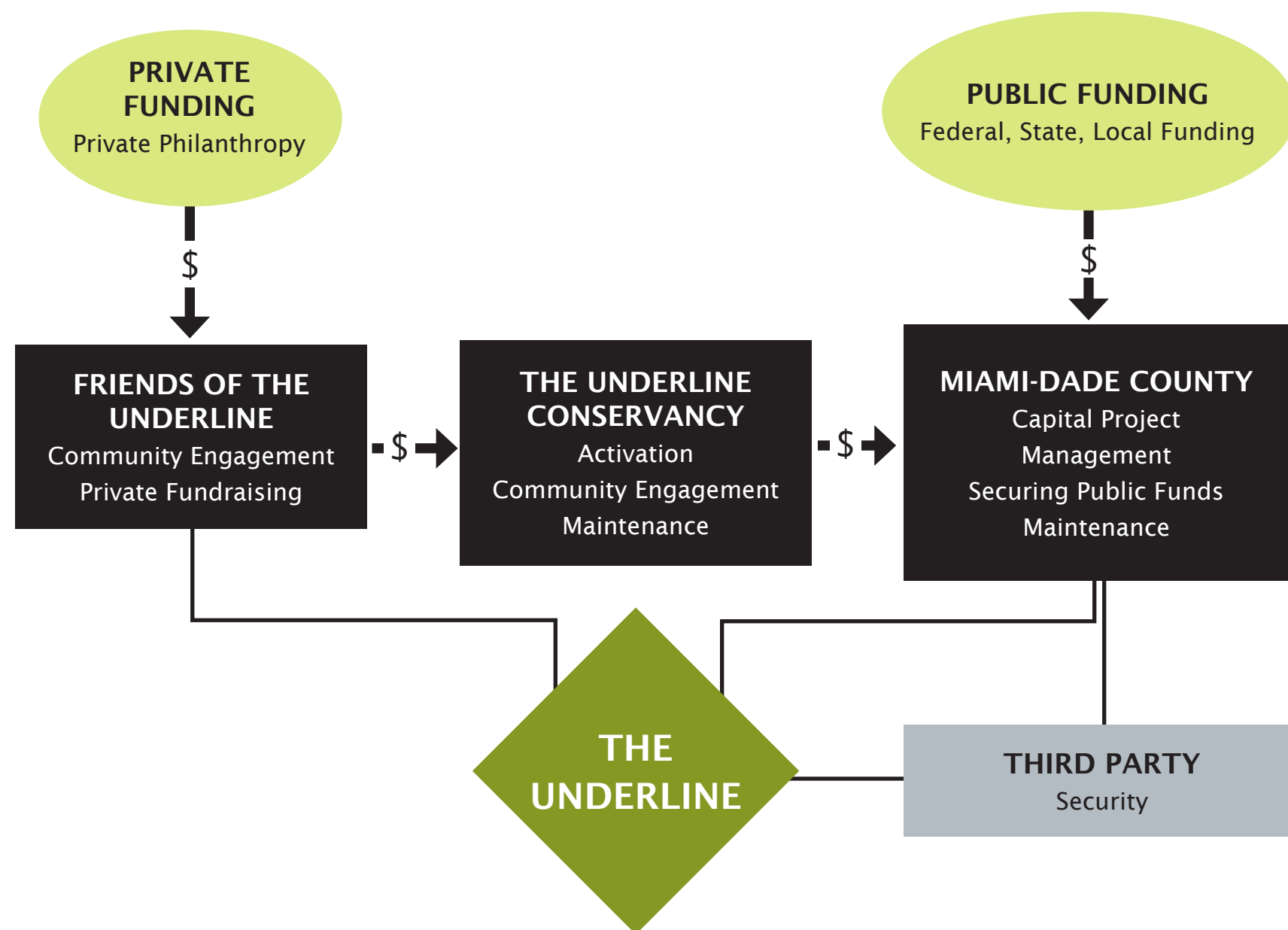
COUNTY & CITY FUNDING

In 2023, TUC finalized a 2-year funding agreement with Miami-Dade County to provide funding support for operations and maintenance of The Underline.⁷ Additionally, for FY24/25, the City of Miami provided TUC with a one-time contribution of \$1.5 million for programming, art, maintenance, and operations of The Underline.⁸

PRIVATE PHILANTHROPY

Other funds come from FUL via private contributions, sponsorship, and grants as well as in-kind services.⁹ Programming and art are funded by private funds raised by FUL.¹⁰

Organizational Structure



Operations

PURSUE FUNDING

Miami-Dade County pursues public funding opportunities, including competitive Federal grants.¹¹ FUL stewards fundraising efforts for the Underline, including managing donor relations and corporate partnerships. They also prepare funding proposals.¹²

CAPITAL PROJECT MANAGEMENT

Construction of The Underline is well underway and being overseen by Miami-Dade County and coordinated by TUC.¹³ Funding for capital improvements along the Underline is managed by Miami-Dade County, while FUL manages funds acquired via private contributions, sponsorships, and grants.

ACTIVATION

TUC coordinates most of the programming along the Underline through partnerships with local organizations.¹⁴ For example, The Underline's health and wellness programming is coordinated through a partnership with Baptist Health South Florida, while the majority of The Underline's 200+ free programs are funded through grants secured by FUL and realized by TUC.¹⁵

COMMUNITY ENGAGEMENT

Both FUL and TUC share responsibility for community engagement, including outreach, communications, marketing, advocacy, events, activities, and structured programs.¹⁶ The Underline Community Outreach team leads a Neighborhood Ambassadors program comprised of 15 members from neighboring communities who participate in meetings and initiatives to bridge the gap between FUL and the ambassador's communities.¹⁷

MAINTENANCE & CLEANING

TUC is responsible for trash collection and recycling, facilities and garden maintenance, lighting, water, and free programs¹⁸ as well as long-term maintenance items. Miami Downtown Development Authority (Miami DDA) maintains a public restroom along The Underline as part of the Pit Stop Program, a collaborative partnership between Miami DDA, Camillus House, and the City of Miami providing three public restrooms within the urban core.¹⁹

SECURITY

Miami-Dade County assumed security responsibilities in 2023 and established a contract with a third-party security firm that provides 24/7 security along the trail.²⁰

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Case Study 04

DENVER 5280

Governance

Lead Management Entities

City of Denver	Department of Transportation & Infrastructure (DOTI)
Downtown Denver Partnership (DDP)	501(c)(3) Non-Profit Organization Board of Directors: Private Sector

Operations

Functions and Responsible Parties

Primary Function	City	DDP	Third Party
Activation	X	X	
Business Development Programs			
Capital Project Management	X		
Cleaning			
Community Engagement	X	X	
Public Funding	X		
Private Fundraising		X	
Maintenance		X	X
Real Estate Development / Property Management			
Security			

Denver 5280

CAPITAL SOURCES & USERS¹

Planned Trail Length

5.28 miles

Improved Length

2 Blocks - Acoma St. Segment

Expenses

Currently supported through existing City and County staff to pursue early capital investments and community engagement.

OPERATING SOURCES AND USES

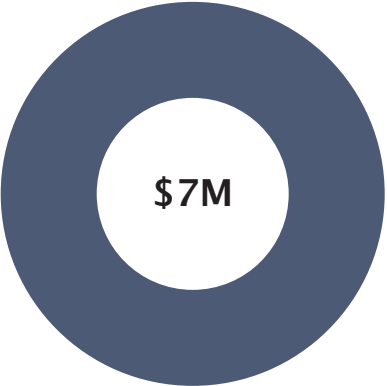
The City, County, and DDP are dedicating staff within their respective organizations to advocate for and advance trail development.

Trail maintenance is funded by two enhanced service districts. DDP received a private donation of \$1 million fund the creation of a standalone management entity for the trail.

Operating costs for this trail are supported by existing departmental budgets. As a result, no distinct dollar amount is shown in the hatched chart.

Funding Sources

- 100%
- Municipal Bonds



Funding Sources

- General Improvement District
- Local Maintenance District
- Private Philanthropy



Governance

OVERVIEW

The Department of Transportation & Infrastructure (DOTI), an agency of the City & County of Denver, is focused on enhancing mobility, ensuring safety, and improving sustainability throughout the city.² It oversees major studies, planning initiatives, and the construction of transportation and infrastructure projects. Since the trail is located within the public right-of-way, the City owns the property being improved.

Founded in 1993, the Downtown Denver Partnership (DDP) is a 501(c)(6) non-profit organization dedicated to improving business conditions in downtown Denver.³ It is funded through contributions, grants, program service revenue, and investment income.⁴ The Partnership supports the operations of its management boards, Downtown Denver, Inc., and Denver Civic Ventures, as well as Downtown Denver Events.⁵

DDP leads an executive committee overseeing the trail project. The committee includes representatives from the city council, city staff, private organizations, and local neighborhoods. Its goal is to establish a standalone non-profit management entity to guide the trail's development.⁶



Funding Sources & Uses

MUNICIPAL BONDS

The first part of the trail, the Acoma Street segment (10th to 12th Avenues), is funded by the 2021 voter-approved Rebuilding for an Inclusive and Sustainable Economy (RISE) general obligation bond.⁷ The RISE Denver GO Bond is a multi-year \$260 million general obligation bond to drive economic recovery following the COVID-19 pandemic to create jobs, invest in local businesses, and bring critical infrastructure and community assets to historically underserved areas of the city.⁸ The bond allocated \$7 million for the design and construction of the two-block Acoma Street segment.⁹

PRIVATE PHILANTHROPY

DDP began a conceptual design process for the trail in the summer of 2017, with support from the Colorado Health Foundation and the Gates Family Foundation.¹⁰ DDP uses private donations to provide each neighborhood with \$20,000 grants to activate their local nodes of the trail.

As part of a community benefits agreement tied to its own redevelopment efforts, Kroenke Sports & Entertainment (KSE) donated \$1 million to DDP to support the creation of a standalone non-profit management entity for Denver 5280.

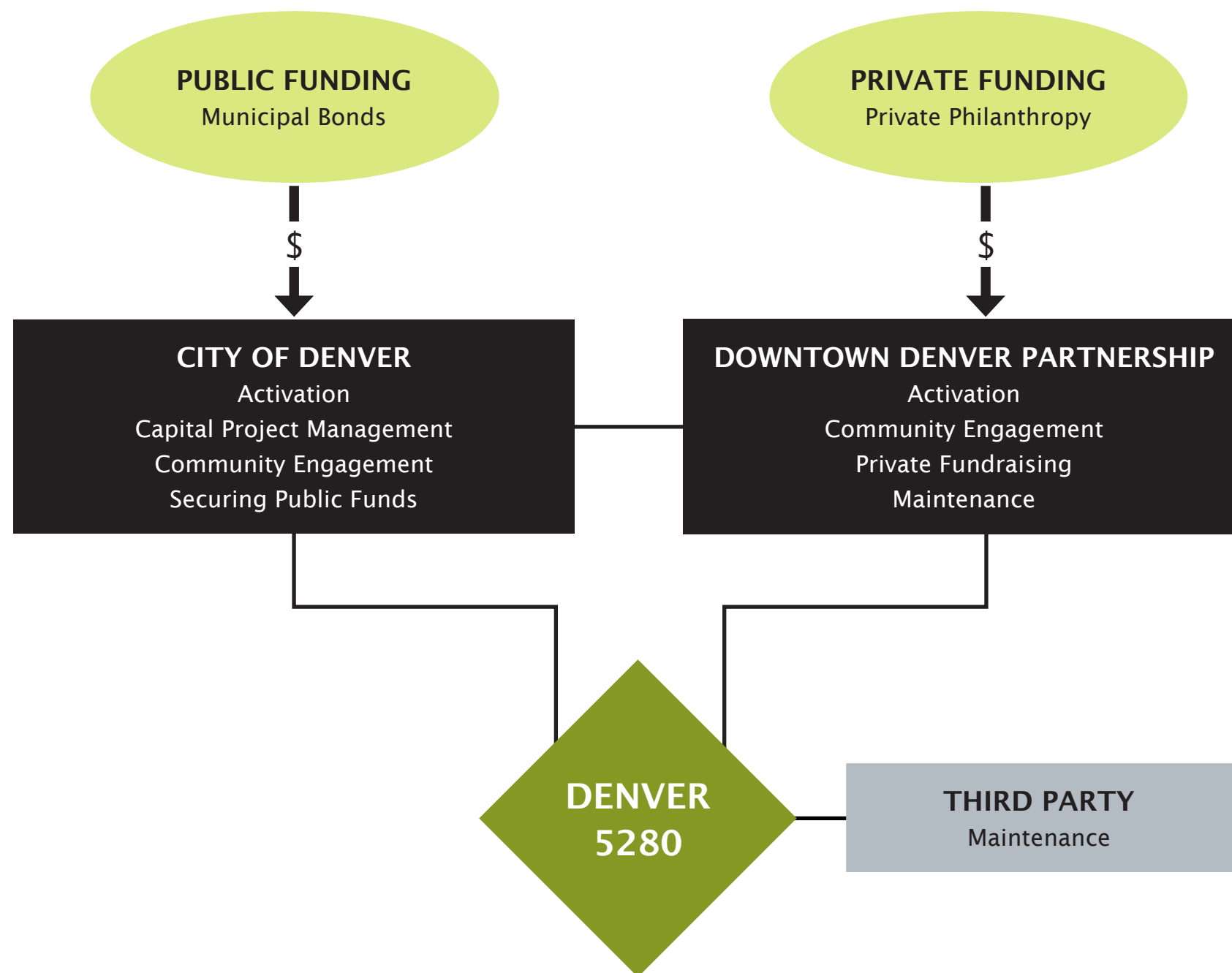
SPECIAL DISTRICTS

A neighborhood-operated General Improvement District funds maintenance of the 21st Street trail segment, while a Local Maintenance District supports the Acoma Street segment.

CITY CAPITAL IMPROVEMENT PROGRAM FUNDING

The City & County of Denver anticipates improving segments and nodes of the 5280 trail that coincide with the City's Capital Improvement Plan.

Organizational Structure



Operations

PURSUE FUNDING

The major capital funding source to date, the 2021 voter-approved RISE bond, was proposed by and advocated for by the City & County of Denver.

CAPITAL PROJECT MANAGEMENT

The City & County of Denver Department of Transportation and Infrastructure is overseeing the execution of the 5280 Trail, starting with the Acoma Street segment. The design is expected to be completed by Fall 2025, with construction anticipated to be finished in 2027. In collaboration with DDP, the project will also include a review of connections to Sunken Gardens Park.¹¹ The City & County of Denver manages project funding.

ACTIVATION

In 2021, DDP began focusing on marking the trail with a wayfinding system, raising community awareness, involving locals in the design process, and securing funding and support for early art, activation, and wayfinding through public and private partnerships.¹²

COMMUNITY ENGAGEMENT

DDP worked with the City & County of Denver to create The Square on 21st, a temporary gathering place for a neighborhood that does not currently have open or public spaces. In 2017, The Square on 21st hosted many events, bringing nearly 15,000 community members together over a three-month period.¹³

The Partnership's Downtown Denver Leadership Program also focused on The 5280 as their 2017 class project, holding three showcase events along the conceptual route in summer 2017.¹⁴

DDP established community committees in each of the six neighborhoods along the trail, hosting monthly meetings to assess progress. With \$20,000 grants from DDP, each committee activates its local node to boost community engagement and awareness. These committees include residents, workers, and businesses invested in the project.

MAINTENANCE

DDP manages maintenance for certain trail segments. The 21st Street segment is maintained through a General Improvement District operated by the local neighborhood, while tree maintenance along the Acoma Street segment is covered by a Local Maintenance District.

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Case Study 05

SALT LAKE CITY GREEN LOOP

Governance

Lead Management Entities

Salt Lake City

Public Lands Department Transportation Division
Public Services Division
Mayor's Office

Operations

Functions and Responsible Parties

Primary Function	City	Third Party
Activation	X	
Business Development Programs		
Capital Project Management	X	
Cleaning		
Community Engagement	X	
Public Funding	X	
Private Fundraising		
Maintenance		
Real Estate Development / Property Management		
Security		

Salt Lake City Green Loop

CAPITAL SOURCES & USERS¹

Planned Trail Length
5.5 miles

Improved Length
1 Block - 200 East

Expenses
Currently supported through existing City departments to pursue early capital investments and community engagement.

Design	93%
Activation / Pop-up	7%

OPERATING SOURCES AND USES

The City has dedicated staff to advocate for and advance trail development.

Operating costs for this trail are supported by existing departmental budgets. As a result, no distinct dollar amount is shown in the hatched chart.

Funding Sources

Public Sources
100% City



Funding Sources

City



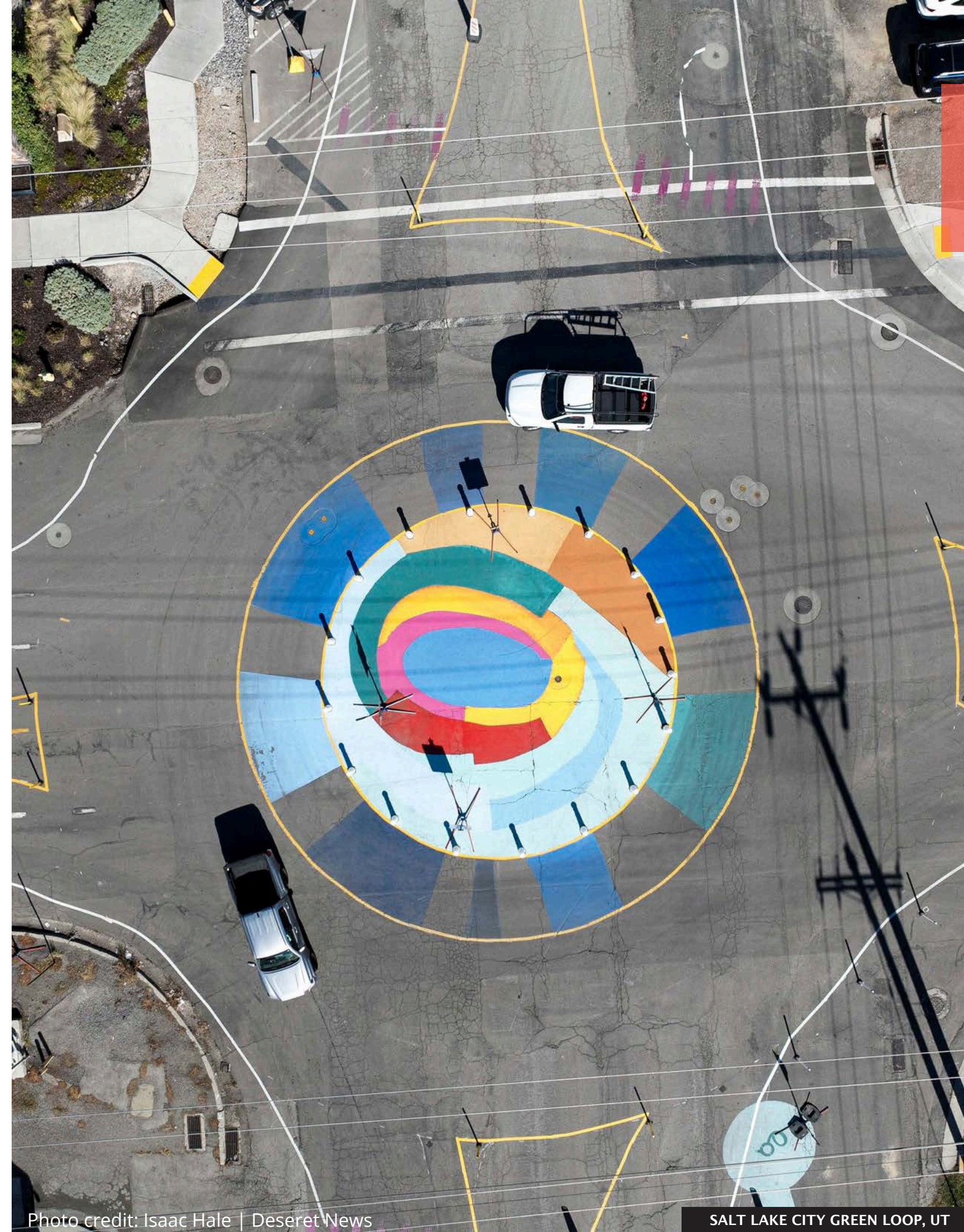
Governance

OVERVIEW

The concept of the Salt Lake City Green Loop was first proposed in the early 2000s has been further refined in two adopted city plans: the Downtown Master Plan (2016) and Re-imagine Nature Public Lands Master Plan (2022).² The Mayor continues to champion the concept.

The City of Salt Lake City has conducted a preliminary study on how to approach operations and maintenance of the future Green Loop, focusing on four potential classifications:

1. Public Right-of-Way (ROW). If the Green Loop remains as public ROW, maintenance and operations would depend on City departments including Public Services (Streets and Facilities), Public Lands (Urban Forestry and Parks), and Public Utilities.³
2. Greenway or Parkland. The City's Department of Public Lands would have most of the responsibilities and their operating budget will need to increase significantly to take on that responsibility.⁴
3. Special Assessment Area (SAA). This classification is already in use in Salt Lake City; however, it is not specific to the Green Loop. The SAA would require a manager, whether through the City or by a single, private entity.⁵
4. One Management Entity. The Green Loop could also be managed by one single entity. The single entity could be an existing department, an SAA, or a BID or managed by a (newly formed) non-profit organization.⁶



Funding Sources & Uses

CITY CAPITAL IMPROVEMENT PROGRAM

The City's Public Lands Department and the Transportation Division received \$610,000 in FY22 Capital Improvement Program funding for a design-focused 200 East project along with a Transportation request to undertake a quick-build or pop-up project as part of the community engagement for the full build.⁷ In 2025, the City allocated \$3.14 million to further the design process.

FUTURE FUNDING

Future funding sources may include funds from the Parks Impact Fee, voter-approved bond issuances, and tax increment financing through the creation of a Special Assessment Area.⁸ This Special Assessment Area would retain revenue generated from the assessed fees to fund capital projects, maintenance, and cover costs for activations, events, site security, and other operational needs.⁹

The Federal Infrastructure Investment and Jobs Act (IIJA) has been targeted as a possible resource, though larger contributions of state and private funds may be more likely.¹⁰

Organizational Structure



Operations

PURSUE FUNDING

The City is identifying future funding opportunities including city, state, and federal sources and preferred funding mechanisms for land acquisition, design, and construction costs.¹¹

CAPITAL PROJECT MANAGEMENT

The City is currently overseeing the funding, design, and construction of capital projects.

ACTIVATION

The City and the Green Loop team have hosted several activation events to promote the trail. These include a temporary pop-up to showcase how public street space can be reimaged, an in-person open house, walking and biking tours, and temporary street reconfigurations to demonstrate how the space can be transformed to provide areas for walking, biking, and gathering.¹²

COMMUNITY ENGAGEMENT

In 2023-2024, the City and its consultant team engaged the public in robust discussions about the types of features, amenities and potential programs that could make the Green Loop a community asset.¹³

MAINTENANCE & CLEANING

The City has proposed that future Green Loop maintenance could be supported by departments within the City. If several departments are engaged in the operations and maintenance, a Memorandum of Understanding (MOU) would be needed to formally outline responsibilities and funding allocations for each team involved. There is also potential for external partners to lead or support operations and maintenance long term, depending on the selected classification.¹⁴

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Case Study 06

JOE LOUIS GREENWAY

Governance

Lead Management Entities

City of Detroit

General Services Department
Park Development Unit

Joe Louis Greenway Partnership (JLGP)

501(c)(3) Non-Profit Organization
Board of Directors: County, Community,
Private Sector

Operations

Functions and Responsible Parties

Primary Function	City	JLGP	Third Party
Activation		X	
Business Development Programs			
Capital Project Management	X		
Cleaning	X		
Community Engagement	X		
Public Funding	X		
Private Fundraising		X	
Maintenance	X	X	
Real Estate Development / Property Management			
Security	X		

Joe Louis Greenway

CAPITAL SOURCES & USES

Total Trail Length

29 miles

Improved Trail Length

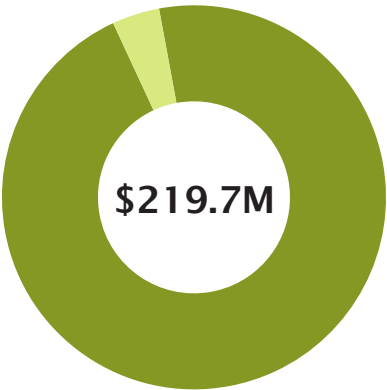
2 miles (as of January 2025)

Funding Sources

- 96%

Public Sources
- 4%

Private Philanthropy



Joe Louis Greenway Partnership

2025 PROJECTED OPERATING SOURCES & USES

Budget

\$1,064,588

Expenses

- Personnel Expenses33%
- Contract Services27%
- Operating Expenses11%
- Program Expenses29%

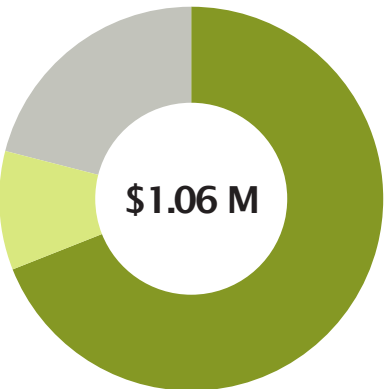
Funding Sources

- 68%

Grants
- 10%

Private Philanthropy
- Fundraising Goal
- 21%

Carryover Funds

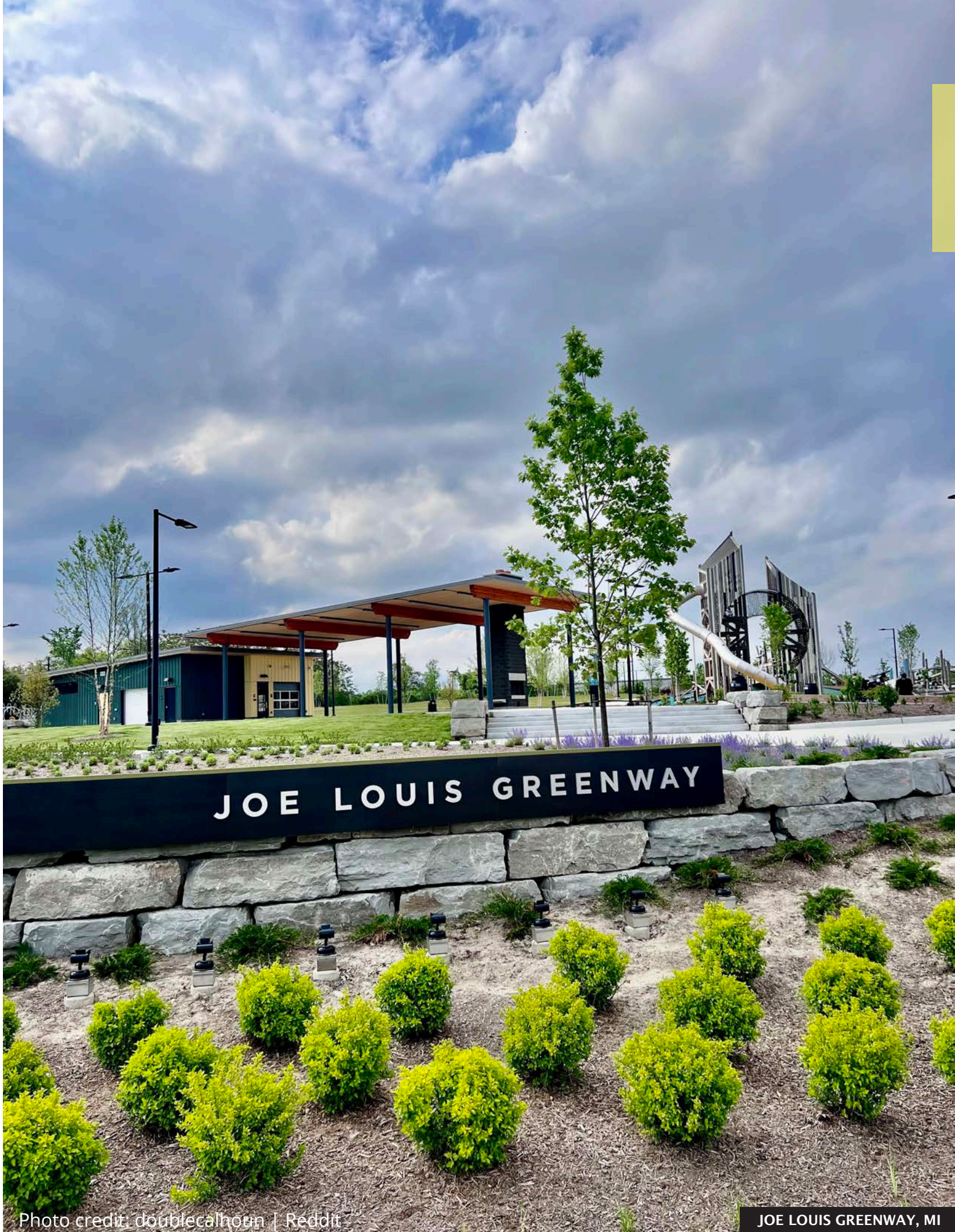


Governance

OVERVIEW

This greenway concept began with the Friends of the Inner Circle Greenway in 2007 and became part of the Detroit Greenways Coalition Network Vision in 2009.¹ Using other existing trails and plans, the Coalition modified the routing, advocated for its development, and worked closely with the City of Detroit. Beginning in 2017, the City of Detroit General Services Department began leading the planning, design, and construction of the Greenway.²

The Joe Louis Greenway Partnership ("JLGP"), a 501(c)(3) non-profit organization, was established in 2022 by the City³ to initially lead programming on the Greenway.⁴ Over time and expansion of the partnership, JLGP anticipates taking on more roles and responsibilities.



Funding Sources & Uses

PUBLIC GRANTS

To date, most capital funding for the Joe Louis Greenway has come from public sources. \$38.5 million in federal funding has been secured from USDOT's Better Utilizing Investments to Leverage Development (BUILD) program (formerly RAISE), the Active Transportation Infrastructure Investment Program (ATIIIP), and the Reconnecting Communities Pilot (RCP) program. Additionally, the State of Michigan has contributed \$116 million through the American Rescue Plan Act (ARPA), the Department of Nature Resources Trust Fund (MDNR), the Department of Transportation, Spark Grants, and the Michigan Economic Development Corporation. Wayne County has also provided \$20 million from its ARPA allocation. The City of Detroit has committed \$36.9 million from a combination of City ARPA funds, General Fund, Unlimited Tax General Obligation (UTGO) bonds, and Act 51's Michigan Transportation Fund.

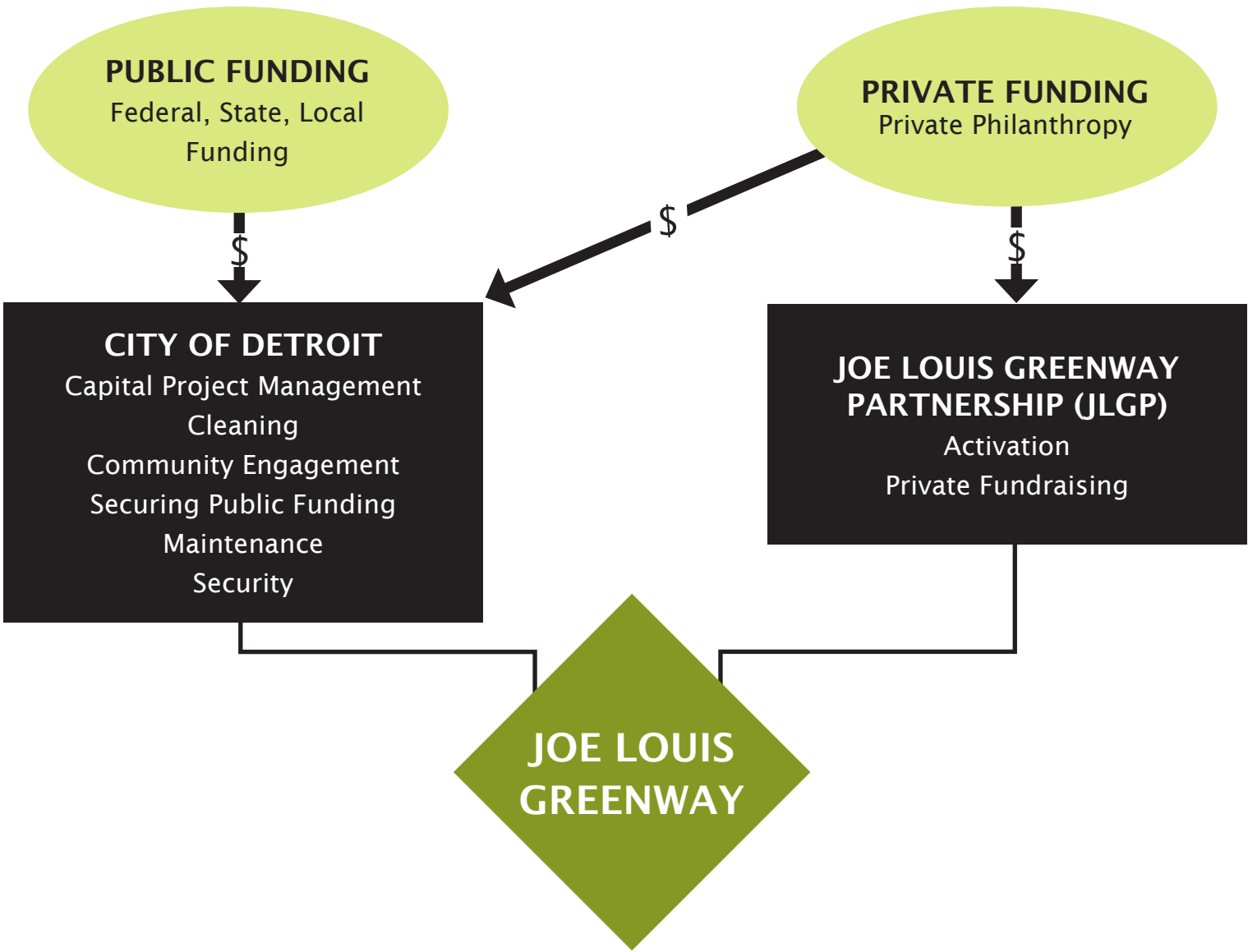
PRIVATE PHILANTHROPY

Private foundations and fundraising efforts have contributed \$8.3 million to support planning and capital investment in projects like the Warren Gateway trailhead and other initiatives. This includes \$2 million awarded to the City by the Ralph C. Wilson Jr. Foundation in 2017 to develop a framework plan and construction drawings for the project.⁵ Additionally, the Community Foundation for Southeast Michigan contributed a \$45,000 grant for a community engagement project collecting neighborhood stories for trail signage.⁶

OPERATIONS & MAINTENANCE ENDOWMENT

JLGP leads fundraising efforts for an endowment to support the Greenway vision.⁷ The City makes annual contributions to JLGP and performs in-kind services to support operations and maintenance of the Greenway.

Organizational Structure



OPERATIONS

PURSUE FUNDING

The City of Detroit identifies and secures funding from City, State, and Federal sources, while JLGP solicits private philanthropic contributions.

CAPITAL PROJECT MANAGEMENT

The City of Detroit General Services Department is responsible for managing the planning, design, and construction of the Greenway.

ACTIVATION

JLGP organizes recurring programs along the Greenway, including wellness activities, walking groups, and community meetings, as well as larger activations to celebrate holidays like Halloween and cultural events such as Arab American Heritage Month.⁸ In the first full year after segments of the trail opened, approximately 100 events and activations took place. Additionally, several publicly owned park spaces along the Greenway are available for rent by private individuals and organizations. For more detailed information, refer to the activation section on page 83.

COMMUNITY ENGAGEMENT

With support from the Greenway Heritage Conservancy and the Detroit Historical Society, along with a \$45,000 grant from the Community Foundation for Southeast Michigan, the City launched a neighborhood storytelling program to collect oral histories from long-term community residents.⁹ These stories helped inform the project's design process and were translated into 10 signs now installed along the first mile of the Greenway.¹⁰

Additionally, the City of Detroit led a Neighborhood Planning Study to determine how to leverage the investment in the Greenway to create prosperity and equitable outcomes for nearby residents and businesses. During more than two years of extensive community engagement with residents around the investment and development of the greenway, the team studied potential opportunities and impacts stemming from historical and systemic inequities in order to identify the policies and programs needed to maximize the positive impact of the greenway and promote equity.¹¹

MAINTENANCE & CLEANING

In addition to implementing capital improvements, the City is committed to upkeep of the Greenway. The City's Park Development Unit, which oversees maintenance of the City's parks, is responsible for maintaining the greenway, including ongoing cleaning and maintenance, capital repairs, landscaping, snow removal, and trash collection. The JLGP also supports the City's efforts by providing additional beautification services, including planting seasonal flower beds and organizing a monthly Greenway clean-up led by the JLGP Volunteer Corps.¹²

SECURITY

Local law enforcement manages general enforcement, while the City's General Services Department security team monitors the security cameras and call boxes.

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04

ACTIVATION & PROGRAMMING

ACTIVATION & PROGRAMMING

The activation and programming section of this report explores how the case study projects manage activations, what types of activations typically occur on or near the trails, and what infrastructure can support those activations. Each project is unique, but the strategies for management and types of events may help determine ways to successfully activate nodes along the Portland Green Loop.

In the case study projects, programming takes place either on the trails or in adjacent open space. Programming suitable for trails includes parades, tours, races, and volunteer maintenance events. Most other programming, including concerts and fitness classes, require larger open space. In most projects, the parks and plazas used for events are not part of the trail corridor. The Underline is unique in having plazas built into the corridor. For projects in the right-of-way like the Portland Green Loop, there is not enough space to have plazas on the trail and adjacent open spaces will need to be used.

This section includes:

- Management
- Activation Types
- Infrastructure



MANAGEMENT

This section of the report covers management in the case study projects specifically related to events and programming. Activations on and near the trails can be led internally by the management teams overseeing the trails or by partners that can range from local government to small businesses.

In most cases, the management organization for the trail is the primary organizer as it can coordinate large scale events and ensure all sections of the trail are treated equitably.



EVENT AND PROGRAMMING COMPARISONS

Project	Trail Length	Adjoining Open Space	Event Staff	Events	Event Attendance	Programming Budget	Event Rental Revenue	Maintenance Responsibility
Atlanta Beltline (2023)	22 miles	13 parks, 3 plazas	21	400+	7,500	\$10,708,885	\$10,895	Trail and adjoining space maintained by City of Atlanta
Indianapolis Cultural Trail (2024)	8 miles	7 plazas	2	168	6,725	\$350,000	\$18,000	Trail maintained by Indianapolis Cultural Trail, Inc., adjoining space maintained by the Indianapolis Parks Bureau
Joe Louis Greenway (2025)	~2 miles	1 "trailhead"	3	100+	1,000	\$311,319	---	Trail and adjoining space maintained by the City of Detroit and partner organizations
The Underline (2023)	2.64 miles	4 plazas*	3	200+	20,000+	\$222,841	\$13,500	Trail and adjoining space maintained by The Underline Conservatory

* On The Underline, the open spaces are part of the trail corridor using the space under the Metrorail tracks rather than adjoining spaces

Case Study Overview

ATLANTA BELTLINE

- Management of programming is divided between Atlanta Beltline, Inc. (ABI) and Atlanta Beltline Partnership (ABP).
- The Atlanta Beltline team looks for program partners who can help meet community needs to strengthen participation.
- ABI manages programming focused on economic development, arts and culture, and community engagement.
 - The Economic Development Department manages programs like the Atlanta Beltline Marketplace, a small business incubator offering affordable commercial spaces directly on the trail.
 - The Art & Culture department manages annual arts events, temporary public art exhibits, linear galleries, the Residency Collection, Special Exhibitions, and Beltline Flow live programming.
 - The Community Engagement team runs quarterly meetings with stakeholders on development phases.
- ABP runs events related to community fitness, wellness, and education.
 - ABP started the Fitness Instructor Collective with a stipend for instructors to offer free classes to the public around the Beltline.
 - Other educational events include tree tours.
- The Atlanta Parks Department manages rentals of the corridor for events like 5k races.

INDIANAPOLIS CULTURAL TRAIL

- Indianapolis Cultural Trail, Inc. (ICT) manages and leads most of the programming on the trail and in adjoining plazas but does not oversee maintenance.
- Plazas adjoining the trail may be rented with a fee through an application process with ICT. The plazas are not part of the trail but ICT manages them as part of their partnership with the city.
- Large programs are usually handled in-house, while smaller, more frequent ones are typically run by local program partners. Around 60% of programs are partner-led and 40% are ICT-led.
- All programs are free and open to the public.
- The trail would be better positioned to serve programming needs with additional public restrooms, security, shade, ramps, food and beverage options, and a covered stage.

JOE LOUIS GREENWAY

- Joe Louis Partnership (JLP) manages programming like holiday events, walking groups, literary events, and community engagement, including planning studies and land use meetings. The event staff works with volunteers to assist with programming.
- The events are free and open to the public.
- The JLP hosted events are mainly located at the trailhead of the two completed miles.

- In 2025, the JLP plans to host weekly activations. JLP increased the program budget and staff from one to three members.
- One of the more significant segments of the Joe Louis Greenway is The Riverfront, managed by their partner, Riverfront Conservancy.
- The Riverfront Conservancy manages over 150 events on portions of the proposed larger loop. The program manager works with community organizations, 300 volunteers, and a restaurateur to operate their food concession outlets.

THE UNDERLINE

- The Underline Conservancy manages all events on the trail and adjoining plazas.
- The plazas may be rented for public and private events.
- All public programming is done in conjunction with sponsored partnerships.
- Program themes center around The Underline's core values: diversity and inclusivity, innovation, health and wellness, sustainability, safety and mobility, connectivity, and fun.
- In 2024, events reached capacity, and The Underline Conservancy had to close application requests.

Partners

All of the case studies have managing organizations that are either part of the city, non-profits, or both. For programming, the managing organizations work with partners to either sponsor or host events on the trail. Partners include private and public sector organizations. Based on the projects studied in this report, most trails primarily use their internal management organizations to manage programming on the trail. Outside partners are often engaged to lead events or contribute funding, staff, expertise, etc.

The Indianapolis Cultural Trail (ICT) typically finds partners for events organically, but occasionally puts out calls for event partnerships to make new connections. City events in the right-of-way are not approved or managed by ICT but have a significant impact on the trail. For the Atlanta Beltline, the current management agreement states that at the end of 2030, the Beltline organization will dissolve and management of the trail will shift to the Parks Department.

The following are examples of partners who fund or participate in programming for the projects studied in this report.



GOVERNMENT & PUBLIC UTILITIES

- National Endowment of the Arts
- State Arts offices
- County and mayor's offices
- Special Events offices
- Park & Recreation Bureaus
- Transportation Bureaus
- Engineering and Planning Bureaus
- Arts and Culture Bureaus
- Animal Services Department
- Destination marketing organizations
- Utility companies (gas, power, cable)



CORPORATIONS

- Ride, bike, and scooter share companies
- Food halls and restaurants
- Hospitals
- Development firms
- Construction companies
- Tour companies
- Banks
- Grocery stores
- Tech companies
- Real estate companies
- Communication companies



NONPROFITS & COMMUNITY

- Foundations (private, educational, arts and cultural, etc.)
- Wellness associations
- Business chambers
- Downtown city alliances
- Museums
- Youth social services organizations
- Volunteers
- Resident associations
- Small business owners
- Sports teams
- Colleges

ACTIVATION TYPES

The projects studied in this report feature a wide range of events and programs. The majority of events are free and open to the public and take place either on the trail or in adjacent open spaces. The trails lend themselves to linear programming like tours, parades, races, and bike rides. Larger or more stationary events are often held in open spaces along the trail.

Some events are related to the management and operation of the trails. Community engagement events and pop-ups are often used in development phases to educate people about the projects and solicit feedback. Stewardship events for built trails provide volunteers with the opportunity to give back by helping to maintain the spaces.

Other events support the health of the communities around the trail, something that is often part of the projects' missions. The events are related to health and wellness, community building, education, arts and culture, and business incubation.



Project Development Programming

Project development programming is used to build support and keep communities engaged in the projects, beginning in the conceptual phase of the projects and continuing indefinitely. Pop-up events are often used in early stages of design to generate community excitement and support for the trails. After segments of the trail are built, community engagement events can help community members learn more about future phases of development.

Community engagement events include:

- Street closures
- Block parties
- Tours (bus, walking, etc.)
- Temporary activations
- Street art
- Community workshops
- Project update announcements

Examples

SENIOR BUS TOURS

- Event series on the Atlanta Beltline organized by the Atlanta Beltline Partnership (ABP) and Fulton County district commissioners.
- ABP staff speak about the full scope of the Atlanta Beltline, current development, future phases, the role of the county, and how seniors can engage in Beltline activities.
- The tours keep community members engaged in future phases of the project.

ROLLING RENDEZVOUS

- Organized by the Downtown Denver Partnership (DDP) and community members to celebrate the future footprint of the Denver 5280 trail.
- A colorful trail was painted on the street.
- Over 600 people participated, including residents, local businesses, and project supporters from government and corporations.
- Many similar events featuring street closures or block parties have occurred on the funded section of the trail.



The Rolling Rendezvous celebrated the future Denver 5280 trail by painting the future footprint of the trail on the street and activating the space.

THE SQUARE ON 21ST

- Held by DDP in partnership with the City and County of Denver to test a segment of the Denver 5280 trail.
- Implemented by the Denver Community Planning and Development organization.
- Installation featured a dog run, bike trail, food trucks, trees, and special events.
- The event created a temporary gathering place and attracted early 15,000 community participants.
- The team noted that it seemed more challenging to run a pop-up without the rest of the trail.

200 EAST POP-UP

- 6 week installation of the Salt Lake City Green Loop in the heart of downtown.
- Launched by city officials in partnership with a consultant specializing in pop-up events.
- Traffic lanes maintained on both sides.
- 190 trees in soil bags brought in to help residents imagine a greener street.
- Programmed with two shipping containers with a bar and a library, food trucks, and music.
- Cost around \$300K.
- Thousands of people visited the space and more than 1000 responded to an online survey.
- Helped the team understand street use post pandemic.

OPEN STREETS GRANARY (500 WEST)

- Salt Lake City hosts annual Open Streets events and used one opportunity to test a segment of the future Green Loop in the Granary District, an industrial neighborhood in need of investment.
- One month of evening traffic diversions on Fridays and Saturdays.
- Nature of the neighborhood made it harder to support everyday activation, but weekend events very popular.
- Street murals were installed and a roundabout became a permanent installation.
- More than 2200 surveys were received, with more than 50% of respondents saying gardens, art, and bike parking were important to them and approximately 70% of respondents saying they would use the Green Loop daily or weekly.



The pop-up at 200 East created a vibrant public space in the heart of downtown Salt Lake City with temporary trees and retail space.

Stewardship Programming

Stewardship programming offers an opportunity for community members to give back through volunteering and workshops. Trail maintenance programs provide opportunities for community engagement and provide a platform for community advocacy and outreach.

Stewardship programs on the trails include:

- Volunteer trail maintenance

Stewardship programs in adjacent areas include:

- Volunteers at park projects
- Bike repair stations
- Tree planting programs
- Pet adoption clinics
- Economic development workshops

Examples

DAY IN THE DIRT

- Monthly program supporting maintenance of The Underline's green spaces in partnership with The Miami Foundation.
- The Underline's professional horticulturist and team provide guidance to volunteers.
- Opportunity for community members to participate in environmental stewardship through essential landscaping activities along the trail corridor.
- Activities for participants include plant bed maintenance like weeding, pruning and planting.
- The program provides all necessary gardening tools and gloves, making it accessible for novice and experienced gardeners to contribute.
- The program has generated over 4,000 community service hours from 279 volunteers.

NEIGHBOR TO NEIGHBOR ATLANTA

- Atlanta Beltline program supporting housing and renter stability along the trail in partnership with Rocket Community Fund and the Partnership for Southern Equity (PSE).
- Canvassed adjacent neighborhoods to connect residents with resources and providers.
- Data collected to inform policy makers about the drivers of displacement in Atlanta Beltline communities.
- 20 neighborhoods were canvassed and 22,462 residences were reached.



Volunteers on The Underline contribute to the success of the gardens.

Rocket Community Fund worked with ABP to provide resources to home buyers and renters in neighborhoods along The Beltline.



Photo credit: Janelle Ward | The Atlanta Voice

ATLANTA BELTLINE, GA

Photo credit: The Underline

THE UNDERLINE, FL

Health & Wellness Programming

Health and wellness focused events are the most common type of event seen in the case study projects. The programming is offered for free and meant to increase the quality of life of the community. Linear events like races and bike tours occur on the trails. Fitness classes are held on plazas or open spaces adjoining the trail

Health and wellness programs on the trails include:

- Social walks
- Races
- Run clubs
- Group or themed bike rides
- Roller skating clubs
- Bike tours
- Arboretum walking tours

Health and wellness programs in adjacent areas include:

- Fitness classes
- Rhythm fit
- Zumba
- Hip hop cardio
- Yoga/pilates
- HIIT classes
- Sound baths
- Free fitness equipment

Examples

FREE FITNESS

- Program on the Atlanta Beltline to promote active lifestyles for residents of Beltline-adjacent neighborhoods.
- Run in partnership with ATL Parks & Rec, medical associations, and local fitness studios.
- Supported by local businesses, hospitals, and corporations.
- ABP recruits instructors who are paid a stipend through the Fitness Instructor Collective.
- In 2023, ABP hosted 326 free fitness classes in 13 park locations with 22 fitness instructors serving 3,466 attendees.

WALK, TALK, & COFFEE SOCIAL

- Managed by The Underline Conservancy and sponsored by the Florida Power & Light Company.
- Event combines movement, making new friends, and connecting with The Underline.
- Underline staff participate to share updates about the project.

AARP ON THE TRAIL

- Event series on the Indianapolis Cultural Trail hosted by the American Association of Retired Persons (AARP).
- Events include yoga and group walks.
- AARP also uses the events as an opportunity to educate participants about care-giving resources.
- The event targets the 50-plus community and their families.

Free fitness classes are hosted in the open spaces along the Atlanta Beltline.



Community Building Programming

Community building programming helps strengthen community and create a sense of belonging on the trail. People often seek out events on trails as a way to meet new people. Clubs and meet-up groups use trails as gathering space.

Community building programs on the trails include:

- Easter egg hunts
- Family play dates
- Field trips
- Holiday events
- Marketing events
- Meetup groups
- Social clubs

Community building programs in adjacent areas include:

- Networking events
- Block parties
- Pop-up dog parks
- Pop-up playgrounds
- Pop-up retail
- Farmers market
- Community engagement workshops

Examples

SPEED FRIENDING

- Quarterly event series on The Underline powered by large corporations like Amazon and DoorDash and spotlighting local businesses who provide food and music.
- The event provides an opportunity for networking while introducing community members to local arts, culture, and cuisine.
- Participants include community members, The Underline team, and representatives from the district commissioner's office, and are invited to engage with new people for around three minutes each.

TRAIL & TREAT ON THE CANAL

- Family and dog-friendly event presented by the Indianapolis Cultural Trail with support from the Indianapolis Department of Metropolitan Development and community partners.
- 1.5 mile car-free and well-lit route defined as part of the event, but no official start, direction, or order.
- Event also featured activities including a concert, a costume contest, dog adoption, and yard games.



Photo credit: The Underline

ATLANTA BELTLINE, GA

Events on The Underline provide opportunities for community members to meet new people.

Holiday events on the Indianapolis Cultural Trail bring families together.



Photo credit: Indianapolis Cultural Trail

INDIANAPOLIS CULTURAL TRAIL, IN

Arts & Culture Programming

Many of the case study projects were created with the desire to connect cultural institutions. The trail corridors themselves also present a great opportunity to connect visitors with arts and culture and celebrate communities.

Arts and culture programs on the trails include:

- Art/mural walks
- Food trucks
- Busking
- Parades

Arts and culture programs in adjacent areas include:

- Cirque performances
- Cultural festivals
- Dance parties
- Fashion shows
- Movie screenings
- Music festivals
- Musical performances
- Poetry readings
- Theater

Examples

VIERNES CULTURAL

- Managed by Indianapolis Cultural Trail in partnership with the City of Indianapolis.
- Sponsored by Indiana Donor Network, Indy Arts Council, and the Penrod Society.
- Monthly celebration of Latin culture with live music, dancing, and food on one of the plazas along the Indianapolis Cultural Trail.
- Family friendly event with local bands and free dance lessons.

LANTERN PARADE

- The Atlanta Beltline Lantern Parade, created by Chantelle Rytter and the Krewe of the Grateful Gluttons, debuted in the Atlanta art scene in 2010 with only a few hundred participants.
- The event has grown to include tens of thousands of participants and live music from marching bands.
- The event is supported by multiple corporate sponsors as well as the City of Atlanta Mayor's Office of Cultural Affairs, the Fulton County Board of Commissioners, and the Georgia Council for the Arts.
- The Lantern Parade is the most significant event managed by the Atlanta Beltline team.



Photo credit: Delaney Tarr

ATLANTA BELTLINE, GA

The Atlanta Beltline Lantern Parade has grown to include tens of thousands of participants.

Events on the Indianapolis Cultural Trail bring people together to celebrate different cultures.



Photo credit:
Indianapolis Cultural Trail

INDIANAPOLIS CULTURAL TRAIL, IN

Business Incubation Programming

Several of the case study projects incorporate opportunities to support local small businesses as part of their desire to champion inclusive economic growth. Because of the high foot traffic, locations on the trails provide great opportunities for small businesses and entrepreneurs to attract a lot of attention. Having space for local businesses along the trail supports not only the businesses but also the trail by adding a layer of activity.

The Atlanta Beltline and The Underline both provide simple container kiosks for the small businesses they support.

Business examples include:

- Small restaurants
- Retail stores
- Service providers

Examples

ATLANTA BELTLINE MARKETPLACE

- Program run by the Atlanta Beltline, Inc.'s (ABI's) Economic Development team.
- Program was catalyzed by a grant from the Kendeda Fund and is supported by a grant from Google.
- Small business incubator that offers affordable commercial spaces directly on the Atlanta Beltline to participating local businesses.
- Part of ABI's commitment to addressing economic inequity around the trail corridor.
- Qualifying businesses selected through the application process are provided with retail space and access to an educational business incubator program.
- ABI takes on the construction of the marketplace space using custom-designed containers.
- Many alumni of the program go on to open permanent locations along the trail.

THE UNDERLINE'S BUDDING ENTREPRENEURS

- Launched by Friends of The Underline along with Miami-Dade College and the Beacon Council.
- Funded by an Innovation Grant from The Children's Trust to foster innovation among high school students.
- Students participate in a 16-week entrepreneurial class then compete to be one of 10 start-ups to kick off their new business on The Underline.
- Small business incubator kiosks near the Brickell Metrorail Station are provided for selected students.

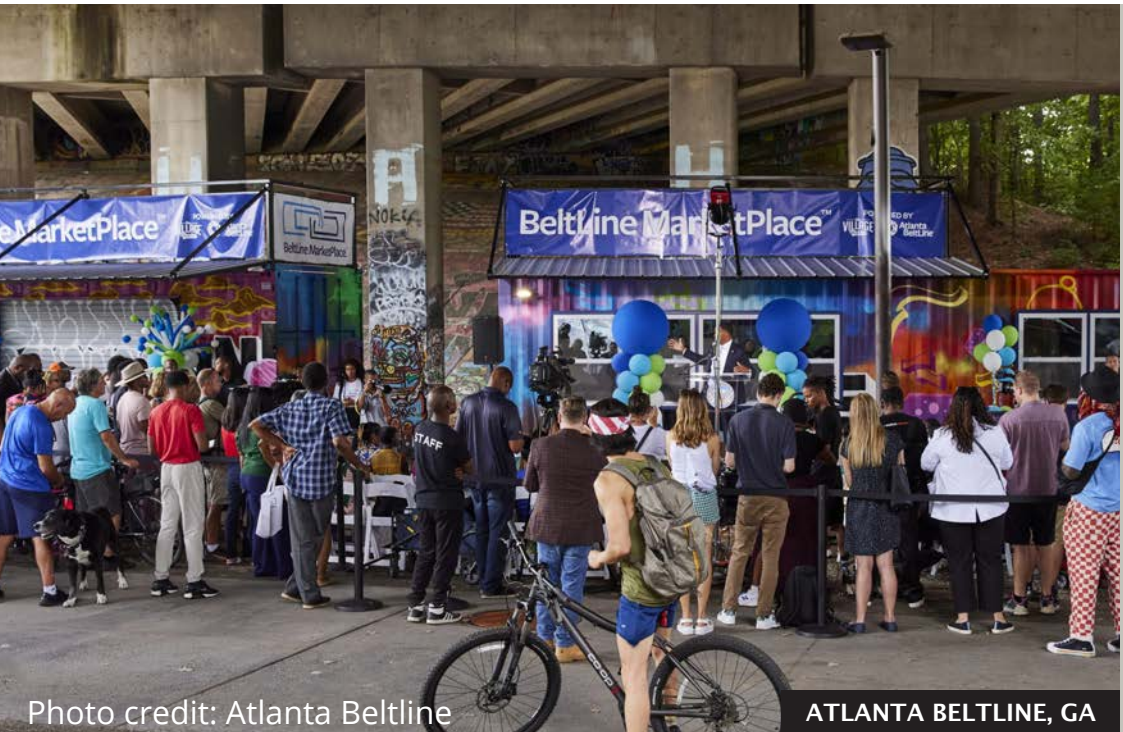


Photo credit: Atlanta Beltline

ATLANTA BELTLINE, GA

The Atlanta Beltline Marketplace makes it easy for small businesses to get started on the trail.

Container kiosks on The Underline provide an opportunity for high school entrepreneurs.



Photo credit: The Underline

THE UNDERLINE, FL

INFRASTRUCTURE

This section reviews necessary and supplementary infrastructure used to support events and programming in the case study projects, mentioning especially common elements and calling out unique features.

A wide range of fixed and unfixed programming infrastructure is provided by the project managing organizations and their partners. Infrastructure ranges from permanent restrooms to temporary tables and chairs.



Fixed Infrastructure

OVERVIEW

- To support events and programming, trails need to have a certain level of infrastructure built in.
- Some needs are not obvious until the projects are built and events are happening. For example, the Indianapolis Cultural Trail, Inc. team mentioned they wished they had more restrooms.
- The responsibility for maintenance of permanent infrastructure and provision of temporary infrastructure depends on the project. In the case of restrooms, the ones near the trail on the Atlanta Beltline are in parks owned and managed by the city. On the Indianapolis Cultural Trail, restrooms are managed by the parks bureau. On The Underline, restrooms are managed by the Downtown Development Authority. On the Joe Louis Greenway, restrooms are managed by partner organizations - restrooms along the river front are managed and maintained by the Riverfront Conservancy.
- Necessary infrastructure includes:
 - Bike parking
 - Lighting
 - Power
 - Ramp access
 - Restrooms
 - Seating
 - Signage
 - Trash
 - Water

- Other infrastructural elements are not necessary but allow for a wider range of programs. Supporting infrastructure can include:
 - Bike repair station
 - Bike share station
 - Free wifi
 - Green space
 - Level hardscape with water drainage
 - Playground
 - Pump track
 - Restaurants and cafés
 - Retail space
 - Stage
 - Workout equipment



Photo credit: Robin Hill

THE UNDERLINE, FL

Infrastructure on The Underline is customized to fit with the trail's brand.

Bike rental stations on the Indianapolis Cultural Trail provide an important service and an advertising opportunity for sponsors.



Photo credit: Amy Street

INDIANAPOLIS CULTURAL TRAIL, IN

Temporary Infrastructure

OVERVIEW

- For some event and programming needs, it makes more sense to have infrastructure brought in than permanently installed.
- Elements that are not commonly used or that are necessary to support higher than usual volumes of visitors fall in this category.
- In general, for temporary infrastructure, the managing organizations of the projects handle the maintenance, placement, and removal of the infrastructure they own.
- The Indianapolis Cultural Trail, Inc. provides the movable tables and chairs used for their events, and in 2024, the organization invested \$50,000 in upgrading their furniture. The Underline Conservancy provides tables, chairs, yard games, and other necessary equipment for their events, which are paid for by sponsorships.

- Temporary infrastructure includes:
 - Chairs
 - Container retail space
 - Fencing
 - Fire pits
 - Food trucks
 - Generators
 - Outdoor games
 - PA systems
 - Portable toilets
 - Tables
 - Tents



Photo credit: Indianapolis Cultural Trail

INDIANAPOLIS CULTURAL TRAIL, IN

Movable furniture can be set up for special events along the Indianapolis Cultural Trail.

Shipping containers are transformed into affordable retail spaces for the Atlanta Beltline.



Photo credit: Atlanta Beltline

ATLANTA BELTLINE, GA

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LOCAL CONTEXT



01

INTRODUCTION

LOCAL CONTEXT

This section of the report examines the Portland context of the Green Loop through focus group meetings with organizations serving districts along the route, as well as in-field assessments of key sites that have made improvements, pursued activation and promotion, or successfully enhanced underused spaces. Building on the lessons learned from national case studies, these local interviews inform recommendations tailored to Portland's specific needs.





02

FOCUS GROUPS

OVERVIEW

The focus groups were convened to engage representatives from organizations active along the Green Loop and to better understand their roles in programming, activation, and enhancement. The meetings also explored how participants could contribute to future programming, operations, and stewardship of the Loop, and identified additional community members and organizations to involve in upcoming planning and decision-making to ensure broad, inclusive participation.

Three focus group sessions were held, representing different areas of Portland: the Westside, the Albina, Lloyd, and Rose Quarter districts, and the OMSI and Central Eastside districts. Participants included adjacent property owners, cultural institutions, and community-based organizations, and discussed how the Green Loop could support their work and how they might take part in future activation and operations.

Despite their distinct cultural, historical, and geographic contexts, these three focus group areas share similarities in their composition. Along the Green Loop, there are three Enhanced Service Districts (ESD) and four Tax Increment Financing (TIF) districts made up of property and business owners, neighborhood and business associations, and government agencies that support the interests and development of the areas.

Across the sessions, participants expressed strong interest in the opportunities the Green Loop presents and offered insights based on their experience managing and activating their own districts to inform potential strategies for the project's development.



Participants in the focus groups represented the following organizations.

WESTSIDE

- Connie Wohn, Director of Operation, Old Town Community Association
- Jason Franklin, Associate Vice President for Planning, Construction, and Real Estate, Portland State University
- Jen Cole, Dean, Pacific Northwest College of Art at Willamette University
- Keith Jones, Executive Director, Friends of Green Loop
- Lindsay Gay, Director of Operations, Pioneer Courthouse Square
- Peter Andrews, COO, Melvin Mark, Broadway Corridor Stakeholder Advisory Committee
- Rachel Record, Head of Partnerships, Portland Art Museum
- Sydney Mead, Director of Downtown Programs, Downtown Clean & Safe

ALBINA / LLOYD / ROSE QUARTER

- Carly Harrison, Senior Vice President of Real Estate, Albina Vision Trust
- Julie Gustafson, Board member, NE Broadway Business Association
- Kayin Talton Davis, Director of Partnerships and Design, Albina Vision Trust
- Kristin Leiber, Executive Director, Lloyd Eco District
- Mark Raggett, Policy and Design, Friends of Green Loop
- Natalie King, Senior Vice President of Communications and Public Affairs, Portland Trailblazers
- Nikki Carter, Director of Strategic Customer Engagement, Kaiser Permanente
- Owen Ronchelli, Executive Director, Go Lloyd
- Tom Kilbane, Managing Director, Urban Renaissance Group
- Wade Lange, Board of Directors, Go Lloyd, Lloyd ESD; Planning Commissioner, City of Portland

OMSI / CENTRAL EASTSIDE

- Brianna Woods, Director, Enhanced Services District
- Carolyn Holcomb, Executive Director, Central Eastside Industrial Council
- Emily Stutzman, co-owner and CEO, Central Eastside Industrial Council, business and property owner along the Green Loop alignment
- Erin Graham, President and CEO, OMSI
- Mark Raggett, Policy and Design, Friends of Green Loop
- Renea Perry, Cultural and Community Engagement Liaison, Center for Tribal Nations

THEMES

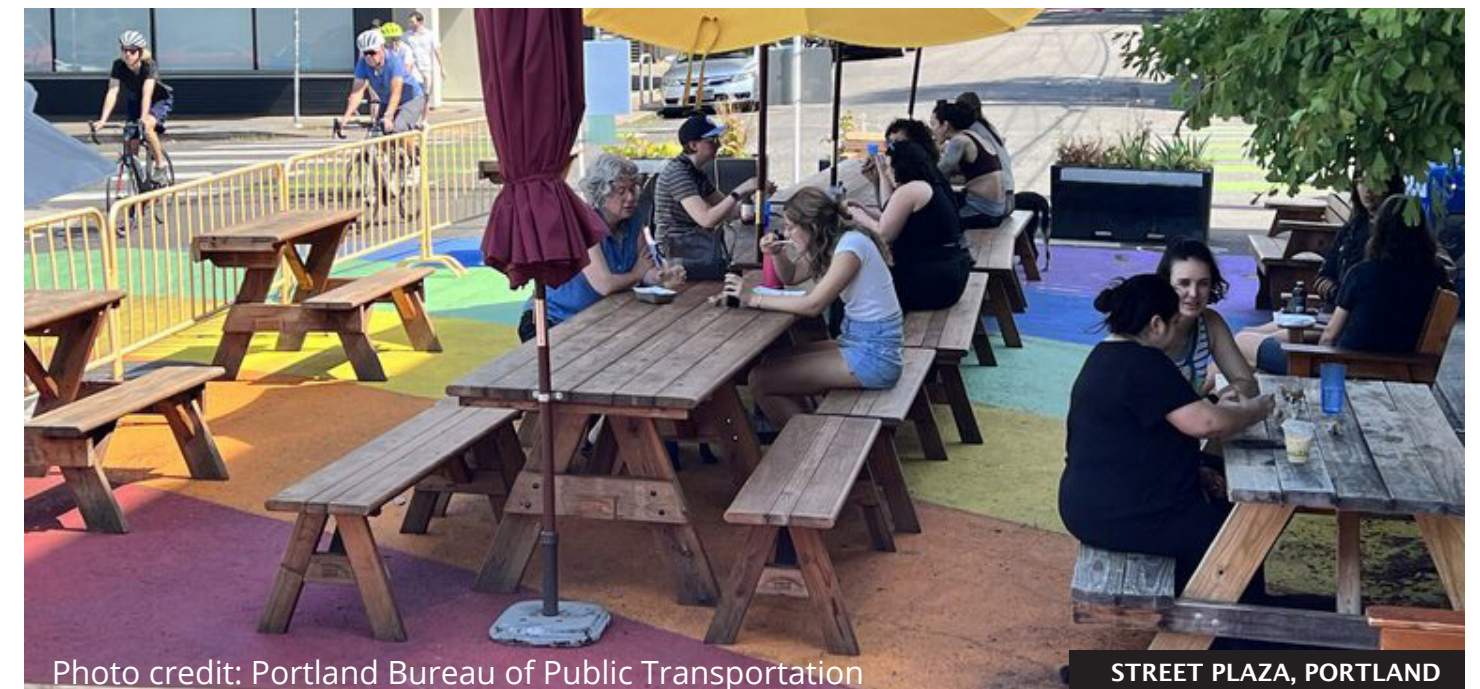
Based on the focus group conversations, each district has its own perspective on what participation in the future Green Loop could look like. However, the following common themes emerged from all the groups:

- A local mission to improve their properties and districts
- Good communication networks and relationships currently exist among their interest groups and districts
- Expertise in activation, programming, and advocacy within the district



ADVANCING LOCAL MISSIONS

While each focus group participant brought distinct priorities and perspectives, a common topic was how the Green Loop has strong potential to support organizations as they pursue their individual missions. Participants generally expressed enthusiasm for the project and pride in their districts and saw how the Green Loop could provide an opportunity to build on existing efforts, strengthen local identity, and foster community across the city.



AMPLIFY EXISTING ACTIVATIONS

Organizations within districts along the Green Loop corridor already host numerous activations and promote the use of open spaces, plazas, and cultural institutions. Active community organizations, business associations, and engaged property owners provide a strong foundation. Focus group participants emphasized that the Green Loop could connect, coordinate, and amplify these efforts, enabling organizations to extend the reach and impact of their programs, increase participation, and further local missions without requiring entirely new initiatives.

Example: The Indianapolis Cultural Trail builds on the city's six vibrant cultural districts, linking them to each other and to neighborhoods and amenities beyond the trail, thereby amplifying the existing programs and cultural assets.

COMPLEMENT UNIQUE DISTRICT CHARACTER

The Green Loop should maintain a consistent identity while respecting the distinct character and priorities of each district. Participants emphasized that the Green Loop should enhance the area without overshadowing its unique qualities. By preserving each district's distinctiveness, the trail can help districts fulfill their goals of fostering cultural expression, community pride, and civic engagement.

Example: The Denver 5280 Trail utilizes design guidelines to maintain a consistent trail identity throughout the city with enough flexibility to allow unique elements that reflect the character of each district.

PROMOTE ARTS & CULTURE

Participants recommended that Green Loop messaging should highlight arts and culture in addition to health and wellness, leveraging the trail to support local arts organizations and cultural initiatives. A coordinated public art plan was suggested to strengthen each district's cultural mission by creating opportunities for local artists, curators, and community members to engage with the trail. Wayfinding, interpretive signage, rotating art installations, and curated experiences can motivate visitors to linger, explore, and participate in district initiatives.

Example: The Indianapolis Cultural Trail, Atlanta Beltline, and Miami Underline have all implemented robust public art programs along their trails, effectively turning them into linear outdoor galleries. These initiatives engage local artists and designers, directly supporting the cultural missions of the districts along the trail and creating culturally rich experiences for users.



Downtown Portland Clean & Safe brought holiday cheer to Director Park with a multi-week "Snow Day Village" event.

Photo credit: Downtown Clean & Safe

DIRECTOR PARK, PORTLAND

**ENSURE SAFE & ACCESSIBLE CONNECTIONS
ALONG THE LOOP**

The Green Loop's route and implementation should prioritize safe, easy connections for pedestrians between destinations, enabling districts to reach more residents and visitors. By making district activations more accessible, the trail can increase participation and support districts in meeting safety and engagement objectives. Participants also suggested that nighttime programming and safety measures further ensure that districts' programs are accessible at all hours.

Example: The Underline incorporates "safety by design" measures such as separate paths for bikes and pedestrians where possible, along with upgraded street intersections featuring wider crossings and extended signal times. These strategies demonstrate how trail design can support district goals while enhancing safety and accessibility.

FACILITATE CONNECTIONS TO THE LOOP

Although the Green Loop passes a diverse range of destinations, focus group participants recommended extending its reach by providing clear wayfinding and connections to other bike- and pedestrian-friendly paths, ensuring users can easily access more of the city and helping organizations expand program reach.

Example: The Underline features wayfinding that complements its surroundings and clearly directs users to nearby transit and destinations, enabling exploration beyond the trail's immediate footprint.

**SUPPORT & ENHANCE OPPORTUNITIES FOR
SMALL BUSINESSES**

Supporting small businesses along the Green Loop enhances the pedestrian environment and can create a destination for trail users. Participants suggested strategies such as small business incubators, pop-up events, and outdoor retail activations to generate support for adjacent businesses. It was noted that a block-by-block approach would ensure right-of-way decisions are respectful of existing small business needs such as parking, loading docks, garbage collection, and other services.

Example: The Atlanta Beltline supports small businesses within a half-mile of its route through the Beltline Business Solutions Office, offering accelerator programs, marketplaces, and incubator spaces, extending opportunities while helping districts fulfill their development missions.

CULTIVATE A SPIRIT OF DISCOVERY

Creating a sense that visiting the Green Loop will lead to the discovery of interesting events or attractions encourages use by visitors and not just commuters. Focus group participants suggested that the possibility of encountering events or even small surprises like buskers or art would turn the Green Loop into a popular destination.

Example: Public art on the Atlanta Beltline is temporary and rotates regularly, so even locals are motivated to visit often to see what has changed. At The Underline, frequent activations mean that visitors can always expect to find an event to participate in.



BLOCK 216, PORTLAND

Flock Fridays activate the street and provide a platform for small businesses.

Some of Portland's popular destinations, like Pioneer Courthouse Square, are not directly on the Green Loop.



Photo credit: The Oregonian

PIONEER COURTHOUSE SQUARE, PORTLAND

ESTABLISHED COMMUNICATION NETWORKS & RELATIONSHIPS

Focus group participants noted that there are established communication networks and relationships within and among the districts. These connections provide a foundation for enhanced collaboration which could help improve coordination, share information more effectively, and increase community awareness and engagement with the Green Loop.



Photo credit: Victor Park | KATU

ALBINA VISION TRUST, PORTLAND



Photo credit: Downtown Clean & Safe

DIRECTOR PARK, PORTLAND



Photo credit: City of Portland

SOUTH WATERFRONT PARK, PORTLAND

DEVELOP TOOLS FOR INTERNAL COLLABORATION

To amplify existing activations and assets along the Green Loop, collaboration among districts, property owners, and community and business organizations is essential. Existing communication networks and relationships within the districts could be leveraged to promote Green Loop activation. Focus group participants suggested using shared calendars or communication forums to exchange information, coordinate events, and reduce scheduling conflicts. These tools also serve as promotion, helping to spread the word and encouraging visitors to move between locations to explore additional activities.

INCREASE EXTERNAL MARKETING & ENGAGEMENT

Focus group participants emphasized that increasing messaging for the Green Loop can keep the community informed about events, activations, and project developments. Effective communication and engagement strategies help build trust, foster support, generate excitement, and ensure that residents, visitors, and businesses feel connected to and invested in the trail.

Example: Community committees in each neighborhood connected to the future Denver 5280 trail meet regularly with the Downtown Denver Partnership and have received funding to activate their respective areas, fostering both distinction between neighborhoods and a sense of ownership and engagement among community members.



Events like Sunday Parkways can be coordinated with other events around the Green Loop.

Photo credit: Jonathan Maus | BikePortland

SUNDAY PARKWAYS, PORTLAND

BUILDING ON SUCCESSES & KNOWLEDGE

Drawing on their own experience with activation, programming, and advocacy, focus group participants surfaced practical considerations for managing and activating the Green Loop in ways that are effective, efficient, and expand opportunity for all community members.



PERMITTING

All three focus groups identified permitting as a major barrier, particularly for smaller or less established organizations. Participants recommended that the Green Loop implement a simplified or low-barrier permitting process such as standing permits for certain groups or spaces or designated permit-free areas to encourage more frequent and diverse activations along the trail.

MANAGEMENT

Participants acknowledged the value of having a central entity provide oversight for certain initiatives that benefit the Green Loop as a whole. At the same time, they emphasized the importance of allowing districts to advance their own priorities without being hindered by excessive oversight.

EVENTS

Participants expressed strong interest in expanding activations along the Green Loop alignment but noted that limited resources constrain capacity. With additional support and resources, they believed there could be ample motivation to create more programming.

INCREMENTAL IMPROVEMENTS

Participants indicated that the Green Loop could advance more effectively by building on the momentum of adjacent developments, cultural institutions, and community interest. Phasing the improvements could be one way to establish and promote momentum in completing the Green Loop improvements over time.



Photo credit: Downtown Clean & Safe **BUSKATHON, PORTLAND**

Buskers add vibrancy and creativity to the public realm but are often limited by the need for permits.

The Farmer's Market at PSU has a standing permit to use the South Park Blocks.



Photo credit: Nguyen Huong Tra **PSU FARMER'S MARKET, PORTLAND**



03

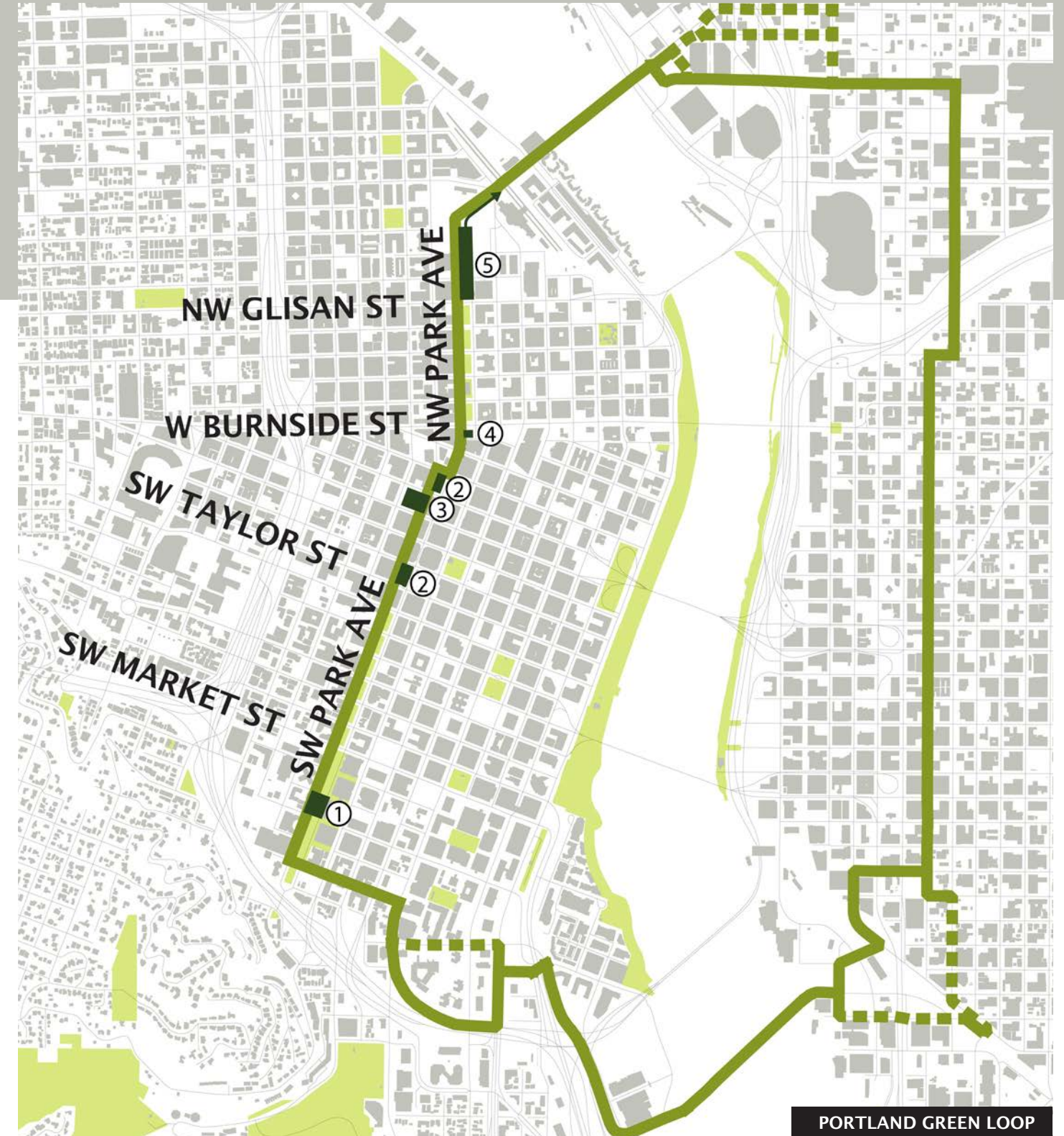
IN-FIELD ASSESSMENT

OVERVIEW

The in-field assessments aimed to evaluate how existing public spaces along the Green Loop are managed, maintained, and activated. Insights from these observations will help identify strategies and best practices that can be applied throughout the corridor. The assessments focused on locally led nodes on the west side of the Green Loop to illustrate the activation potential along the full alignment. To understand current activations along the future route, five nodes were examined, along with Sunday Parkways, which connects multiple nodes.

Nodes that already reflect elements of the Green Loop concept provide useful examples of techniques that could be adapted and implemented across the rest of the alignment as the project advances.

- 1 Smith Plaza at the South Park Blocks
- 2 Director Park / Darcelle XV
- 3 Block 216 (Ritz Carlton & Flock)
- 4 Ankeny Square (Cart Blocks)
- 5 North Park Blocks / Broadway Corridor



The following individuals were interviewed based on their involvement in the selected nodes:

PORTLAND STATE UNIVERSITY (PSU)

- Jason Franklin, Associate Vice President for Planning, Construction, and Real Estate, PSU
- Heather Randol, Director of Facilities & Property Management, PSU

DIRECTOR PARK

- Mark Wells, Executive Director, Downtown Portland Clean & Safe

BLOCK 216

- Kurt Krueger, Division Manager of Public Works Permitting Review, PBOT
- Steven Fang, Co-owner, Flock Food Hall

ANKENY SQUARE

- Greg Raisman, Public Realm and Street Activation Coordinator, PBOT
- Keith Jones, Executive Director, Friends of Green Loop

NORTH PARK BLOCKS

- Frank Rudloff, Former President, Portland Bocce League Association
- Karen Cambareri, President, Portland Bocce League Association
- Angel Medina, Co-owner, Republica & Co.

SUNDAY PARKWAYS

- Rachel Lobo, Sunday Parkways & Community Programs Manager, PBOT
- Alyssa McGhghy, Sunday Parkways Program Manager, PBOT

In-Field Assessment Nodes

Project	Owner	Partner	Annual Events	Event Staff
SMITH PLAZA AT THE SOUTH PARK BLOCKS	PP&R	Portland State University Portland Farmer's Market	80	5
DIRECTOR PARK	PP&R	Downtown Portland Clean & Safe, Inc.	80 (some repeat weekly)	2
BLOCK 216 (RITZ CARLTON & FLOCK)	Private developer and PBOT	Private Developer	15	1
ANKENY SQUARE (THE CART BLOCKS)	PP&R and PBOT	Friends of Green Loop	10	1
NORTH PARK BLOCKS	PP&R	Portland Bocce League	50	---
SUNDAY PARKWAYS	PP&R and PBOT	Businesses and organizations adjacent to the route	3	2.5

Recurring Themes

PUBLIC OWNERSHIP WITH DELEGATED OR SHARED MANAGEMENT

All sites are publicly owned by either Portland Parks & Recreation (PP&R) or the Portland Bureau of Transportation (PBOT). In all cases, partnerships have been established between the City of Portland and private entities to address increased maintenance, security demands, and activation of these important urban spaces. Key partners include:

Site	Partner
Smith Plaza	Portland State University
South Park Blocks	(PSU)
Director Park	Downtown Portland Clean & Safe, Inc. (DC&S)
Block 216	Private Developer
Ritz Carlton & Flock	
Ankeny Square	Friends of Green Loop
The Cart Blocks	(FOGL)
North Park Blocks	Portland Bocce League (PBL)

USE OF FORMAL AGREEMENTS & PERMITS

Agreements are in place at each site that define what uses are allowed, assign responsibility for maintenance, utilities, and security, and specify conditions for improvements or capital projects. Examples of these documents include:

- PP&R Limited Management Agreement (PSU / South Park Blocks)
- PBOT Encroachment Permits (Cart Blocks; Block 216)
- PP&R User Agreement (Director Park)
- Land Use Approval Requirement / Development Agreement (Block 216)
- Prosper Portland / Flock Grant Agreement (Block 216)

MAINTENANCE & CLEANING RESPONSIBILITIES

Regular cleaning and minor maintenance is the responsibility of the private/non-profit partner in each of the sites evaluated. Agreements with PSU and the Cart Blocks allow them to pursue emergency repairs, but major repairs require owner approval and often are limited by public funding availability.

SECURITY & ENFORCEMENT

In all cases, security is addressed through a layered approach, beginning with activation, "eyes on the street," and other physical enhancements such as security cameras or security-by-design strategies.

PP&R Park Rangers serve as goodwill ambassadors and assist with resolving issues on PP&R-owned properties. Given the high use of these spaces and increasing pressures on PP&R funding, Park Rangers alone cannot provide an adequate level of service, and the local partners have supplemented with private security funded through their own operations budgets. Private security activities range from providing a passive, visible presence to intervening and excluding disruptive individuals.

All sites rely upon Portland Police Bureau support for more serious or escalated incidents that pose a threat to life or property. PPB response times can vary.



Photo credit: Jonathan Maus | BikePortland

ANKENY SQUARE, PORTLAND

The Cart Blocks at Ankeny Square have an Encroachment Permit with PBOT enabling use of the adjacent public right-of-way.

Sunday Parkways events coordinate with PBOT and businesses along the route to encourage people to explore their neighborhoods without cars.








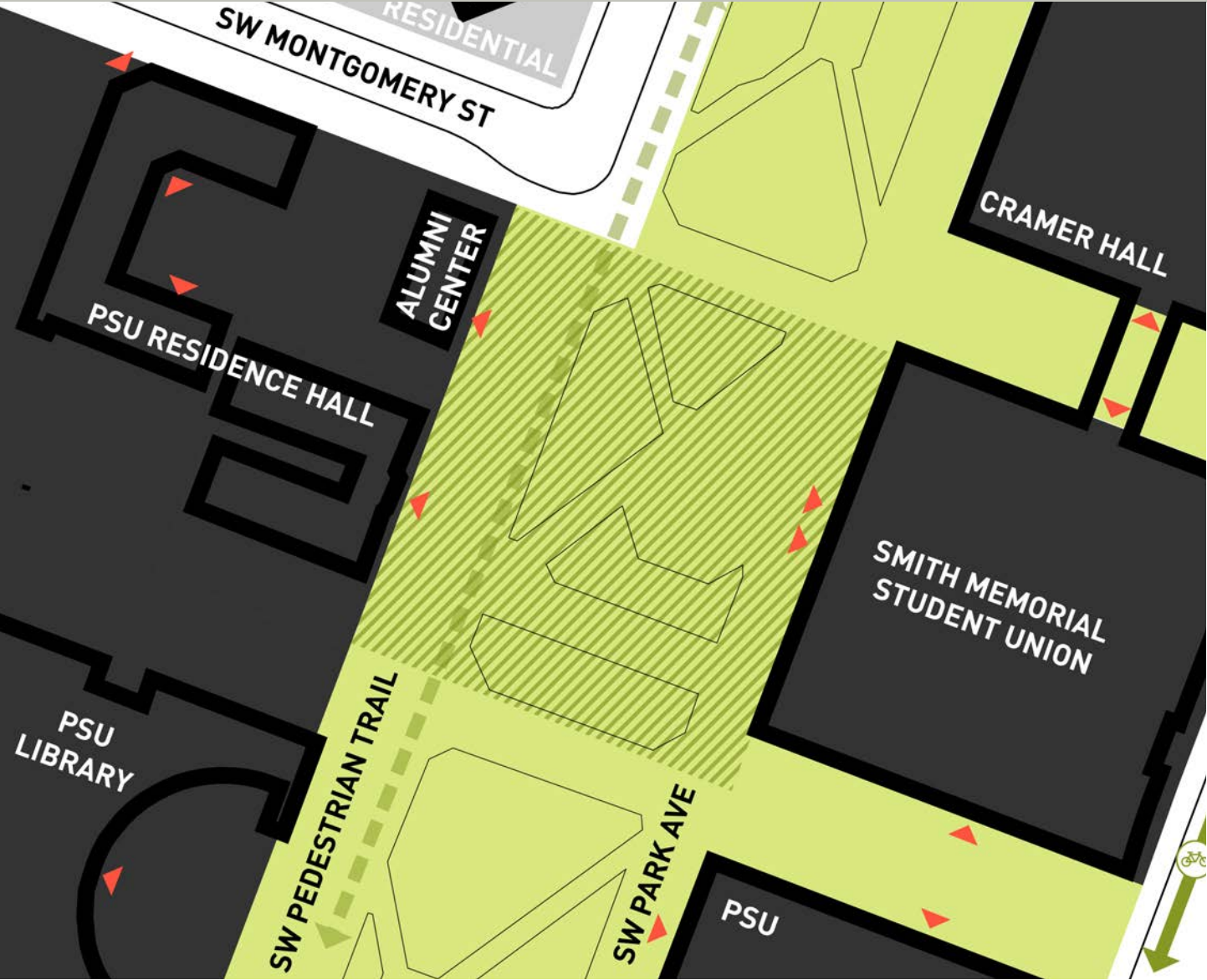
Photo credit: KATU

SUNDAY PARKWAYS, PORTLAND

SMITH PLAZA AT THE SOUTH PARK BLOCKS

Smith Plaza is a central open space within Portland's University District, a part of the South Park Blocks bordered by the Portland State University campus, stretching from SW Jackson Street to SW Market Street. The plaza, located one block west of the Smith Memorial Student Union building, features a hard surface area with amphitheater-style seating, mature trees, and paved walkways. The area is primarily pedestrian-oriented, with limited vehicle access for service purposes.

-  Node
-  Future Green Loop
-  Existing Bike Lane
-  Building Doors
-  PP&R Property



Smith Plaza at the South Park Blocks

KEY PARTNERS

- **Portland Parks & Recreation (PP&R).** The Plaza is owned by PP&R and is part of the 12-block long South Park Blocks
- **Portland State University (PSU).** PSU has owned the property adjacent to the South Park Blocks since relocating to the city center in 1952¹
- **Portland Farmers Market (PFM).** PFM, a 501(c)(3) non-profit organization, operates every Saturday throughout the year, featuring up to 100 local vendors.² The market spans three blocks of the University District South Park Blocks, between SW College Street and SW Montgomery Street

AGREEMENTS

- **Limited Management Agreement (PSU x PP&R).** PSU operates under a Limited Management Agreement with PP&R, which grants PSU the authority to program the six University District blocks for PSU-related uses and outlines PSU's maintenance responsibilities. This agreement had an initial term of five years, with automatic renewals every 10 years. PSU is responsible for utility costs associated with its use (e.g., lighting, irrigation). Capital improvements and major maintenance require prior approval from the City. Non-PSU and commercial uses must be referred to PP&R for permits.

- **Supplemental Agreement (PSU x PFM).** PFM operates under a standing permit issued by PP&R, with a supplemental three-year agreement with PSU. This supplemental agreement allows the use of PSU utilities and facilities for a monthly fee which escalates by 3% annually. This covers services such as restroom access, trash collection, and security. If it is determined that additional Campus Public Safety staff are needed for the Market, PFM is responsible for covering the associated costs.

MAINTENANCE & CLEANING

PSU is responsible for routine maintenance and cleaning under its agreement with PP&R, except for tree maintenance provided by PP&R. PP&R has limited funding and personnel capacity for maintenance. Emergency repairs can be made by either PP&R or PSU to address urgent health or safety concerns. If no public funding is available for the necessary maintenance that affects PSU's use of the space, PSU may terminate the agreement or arrange with PP&R to cover maintenance at PSU's cost.

SECURITY & ENFORCEMENT

PSU Campus Public Safety Officers and Campus Police are the primary responders for security calls within the campus portion of the Park Blocks. Under the Limited Management Agreement, they are designated as "Park Officers" and "Persons in Charge," which gives them the legal authority to enforce park rules, issue exclusions, direct individuals to leave, and arrest those who are unlawfully in the park. The Portland Police Bureau is called in for more serious incidents.

ACTIVATION & PROGRAMMING

PSU actively programs the University District blocks with student-focused events. The space is used for Party in the Park, PSU's annual fall quarter student engagement fair, and commencement. Smith Plaza is also the site of more than 20 concerts each year and can be used by conferences who want outdoor space.

PFM, another regular activation, is held every Saturday year-round, and is supported through agreements with both PP&R and PSU. PFM welcomes up to 9,000 shoppers on summer weekends with as many as 100 vendor stalls featuring local farmers and food producers.

Infrastructure provided for events include restrooms and water.

¹ <https://www.pdx.edu/portland-state-university-history>

² <https://www.portlandfarmersmarket.org/our-markets/psu/>

PSU hosts events tailored for their students in the South Park Blocks.

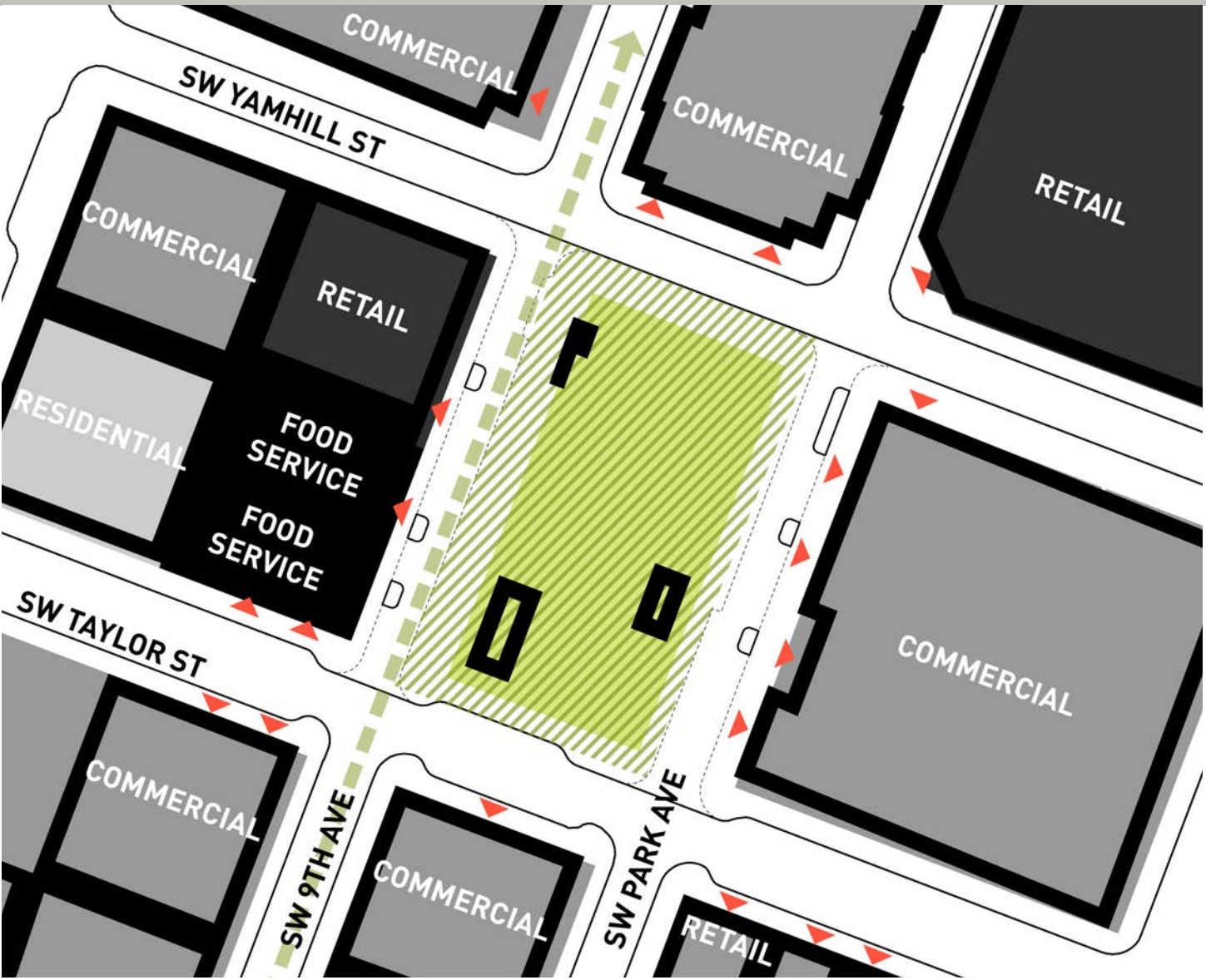


SMITH PLAZA, PORTLAND

DIRECTOR PARK

Director Park was completed in 2009 as part of an underground parking garage project. The 0.71-acre hard-surface Park is bordered by public rights-of-way. On the east and west sides, the urban hardscape extends from building face to building face, featuring a curbless street design, enhanced paving, on-street parking, and one-way vehicle circulation.

-  Node
-  Future Green Loop
-  Existing Bike Lane
-  Building Doors
-  PP&R Property



Director Park

KEY PARTNERS

- **Portland Parks & Recreation (PP&R).** PP&R owns Director Park and has been responsible for ongoing operations since its opening in 2009. PP&R transferred operations responsibilities to Downtown Clean & Safe, Inc. in 2024
- **Downtown Clean & Safe, Inc. (DC&S).** In 2024, PP&R entered into a license agreement with DC&S, a 501(c)(3) non-profit organization to manage ongoing Park operations
- **City of Portland – Downtown Enhanced Service District (ESD).** Property and business owners fund extra services in a 213-block area of Downtown including trash cleanup, graffiti removal, community safety, and business development. The City collects the funds and contracts with DC&S to provide these services for the Park
- **Private Interests.** Private developers and members of the community contributed 31% of the cost to construct the Park and serve as Board Members of the ESD

AGREEMENTS

- **License Agreement (PP&R x DC&S).** A renewable one-year License Agreement that transfers responsibility for management, use permitting, maintenance, and security of the Park to DC&S. DC&S reports annual expenses to be about \$300,000, which is funded through the ESD. The license establishes DC&S as the official permit holder to manage programming, with PP&R retaining overall permitting authority.

MAINTENANCE & CLEANING

DC&S is responsible for cleaning per the License Agreement. PP&R is responsible for utility expenses, repairs, and capital improvements.

SECURITY & ENFORCEMENT

Initially, all security concerns within the Park property were overseen by PP&R Park Rangers. However, due to increasing security demands and limited PP&R resources, DC&S contracts with a third-party firm to maintain a consistent security presence in the Park. Park Rangers continue to serve as ambassadors on a limited basis. The Portland Police Bureau is called in for escalated incidents.

ACTIVATION & PROGRAMMING

PP&R has granted DC&S the authority to manage and collect permit fees for the Park. Rental fees are consistent with the citywide Special Use fees.¹ DC&S has dedicated a portion of their funding from the ESD to activation and is currently pursuing grants and sponsorships to support the activation of the Park.

DC&S offers a select number of complimentary space rentals for non-profits and community-focused organizations hosting free, public events. Private rentals are also offered through an application process. Events hosted by DC&S include markets, live music, live dance performances, crafts, fashion shows, chess classes, art installations, and more. Infrastructure provided for events includes tables and chairs, power, water, covered outdoor space, and security.

¹ <https://www.portland.gov/parks/director-park>

DC&S programs Director Park with events throughout the year.



Photo credit: Downtown Clean & Safe

DIRECTOR PARK, PORTLAND

BLOCK 216

The public space runs along SW 9th Avenue and between SW Washington and SW Alder Streets. Located entirely within the public right-of-way, the public realm abuts private properties. The enhanced streetscape includes paving, planters, and seating areas that extend from building face to building face, while maintaining one-way vehicle access down the center.

Block 216 includes **the first built block of the Green Loop**. As an early prototype, its street design elements were conceived with replication in mind to establish continuity along the full corridor.

-  Node
-  Future Green Loop
-  Existing Bike Lane
-  Building Doors
-  PP&R Property



Block 216

KEY PARTNERS

- **Private Developer/Property Owners.** The Ritz-Carlton Hotel and Ritz-Carlton Residences make up the primary structure on Block 216, immediately west of the 9th Avenue public space. It is jointly owned by Marriott International and BPM Real Estate Group. The Woodlark Building fronts the public space on the east side and collaborated with the developers to allow the full shared street improvements to be included in the project
- **Flock.** A portion of the Ritz-Carlton's ground level building opens onto the public space and is leased to Flock, a high-end food hall. The tenant manages daily operations of the food hall and focuses on marketing and event coordination of the indoor and outdoor space. The \$7 million build-out of the food hall was funded by Flock's owners in partnership with a grant from Prosper Portland
- **Portland Bureau of Transportation (PBOT).** PBOT staff were involved with the design and permitting of the 9th Avenue improvements, which exceed the City's typical right-of-way improvement standards

AGREEMENTS

- **Design Review Approval - Park Blocks Standards.** Based on standard 33.510.215.B.5, development along the Park Blocks is required to be set back 12-feet from the public right-of-way to accommodate a greener, softer edge. The property owner and the City negotiated an alternative solution in which the adjacent right-of-way is transformed into a shared public space for

pedestrians, bicycles, and limited auto use, creating room for stopping and gathering while preserving the developable site area.

- **Encroachment Permit (Ritz-Carlton x PBOT).** Although the right-of-way remains public, this permit allows the Ritz-Carlton limited use of the space for events in exchange for heightened responsibility for maintenance

MAINTENANCE & CLEANING

The Ritz-Carlton is responsible for exterior maintenance of Block 216 public space, which includes landscaping, trees, pavers, and street lighting. Inside the food hall, Flock is responsible for cleaning and maintenance, including the regular upkeep of shared unisex restrooms, which are monitored multiple times per hour. Flock also manages setup and breakdown for events hosted within their space.

SECURITY & ENFORCEMENT

The Ritz-Carlton provides security patrols around the block's perimeter. Flock vendors are equipped with walkie-talkies to report any suspicious or disruptive behavior. While public restroom access codes were initially considered, they have not been installed after seven months of operation.

ACTIVATION & PROGRAMMING

Flock customers activate the public space year-round, with glazed garage doors on the building that can be opened in good weather to extend outdoor dining opportunities. The venue also hosts and caters events in the public space. For events not affiliated with Flock but occurring in the shared street, Flock is notified in advance.

Events hosted by Flock include markets, outdoor cinema, live music, and performances. Infrastructure provided for events includes restrooms, power, and private security.

DESIGN

Block 216 was the first block of the Green Loop to be designed and built, and the design prioritized pedestrians and bicyclists.

There is currently no documented design standard that would require future developers to match elements in other Green Loop projects. Clear design standards and a champion in Public Works would support continuity and a strong caliber of design in future segments.






Some of the Green Loop-specific design decisions on Block 216 included catenary lights suspended across the right-of-way, a curbless, paved street design, and minimized typical street furniture like parking signage.

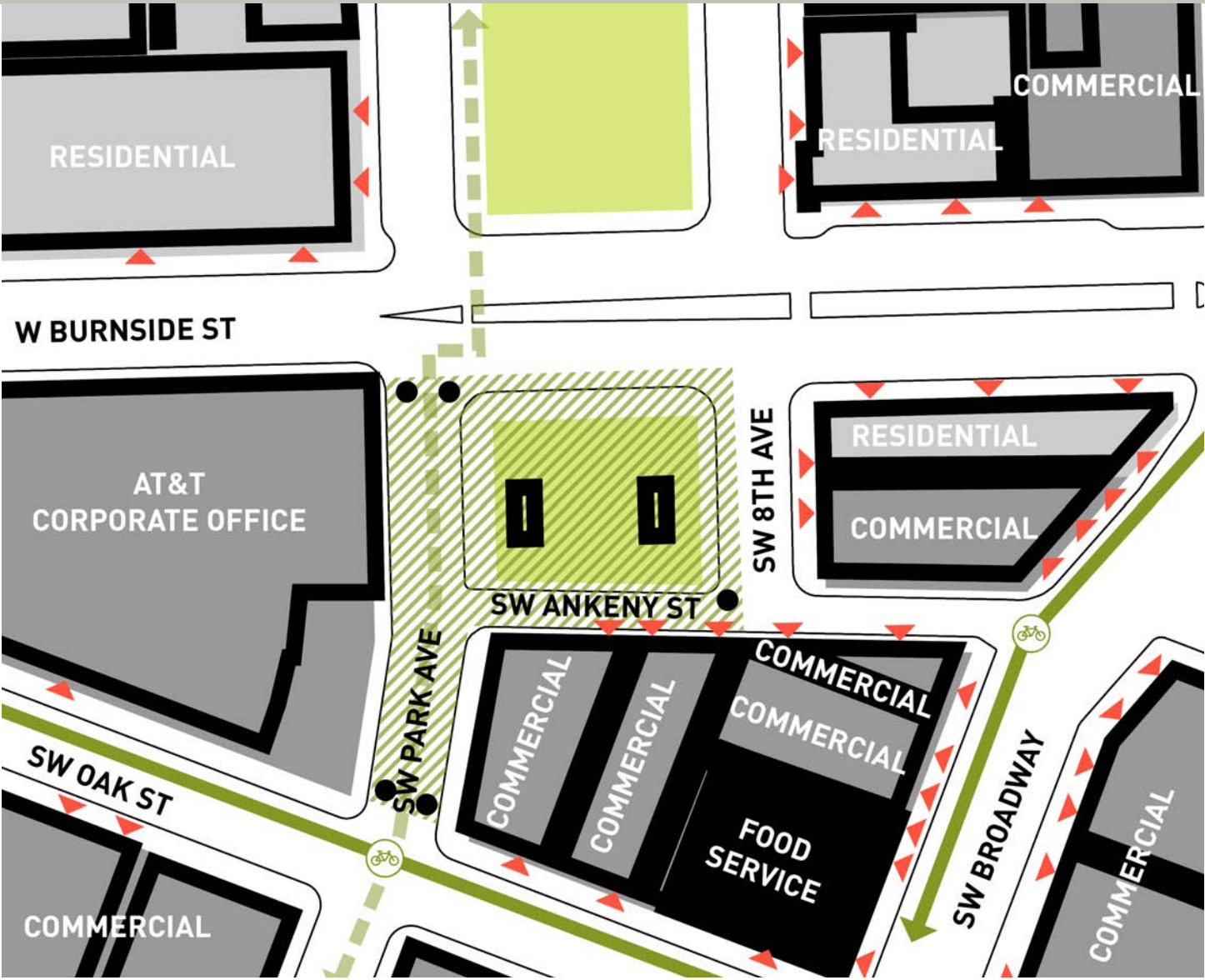
Flock Friday is one of the events Flock hosts to activate the street.



ANKENY SQUARE

Ankeny Square is a small, hard-surfaced plaza with mature trees surrounded by public streets. The Square features two public restrooms and a central seating area bordered by food trucks. Due to space constraints, some food trucks and dumpsters are situated within the public right-of-way.

-  Node
-  Future Green Loop
-  Existing Bike Lane
-  Building Doors
-  PP&R Property



Ankeny Square

KEY PARTNERS

- **Portland Parks & Recreation (PP&R).** Ankeny Square is owned by PP&R and is the southernmost block of the North Park Blocks
- **Portland Bureau of Transportation (PBOT).** Streets and sidewalks surrounding the PP&R property are designated as public right-of-way and PBOT responsibility
- **Friends of Green Loop (FOGL).** FOGL, a 501(c)(3) non-profit organization, launched the Cart Blocks as a two-year pilot program in partnership with PP&R and PBOT. The Cart Blocks initiative was created to help address drug use and other illegal activities in the area. At the end of the two-year pilot period, the program was considered sufficiently successful and FOGL was granted a three-year permit renewal, with the option for two additional one-year extensions

Note: FOGL is close to completing the "Bear Blocks" food cart pod on the eastside portion of the Loop adjacent to the Blumenauer Bridge. The project replicates the Cart Blocks with the exception that it is located on private, rather than public, property and is being developed in partnership with a private property owner.

AGREEMENTS

- **PP&R Permit (PP&R x FOGL).** PP&R issued a no-cost permit for the Cart Blocks to operate in the Square, transferring responsibility for maintaining the space and its restroom facilities to FOGL.

- **Encroachment Permit (PBOT x FOGL).** PBOT granted an Encroachment Permit for the Cart Blocks, enabling use of the adjacent public right-of-way.

MAINTENANCE & CLEANING

Under their permit with PP&R, FOGL are responsible for maintaining the Cart Blocks space and taking care of minor repairs. Major repairs and improvements require PP&R approval. Revenue from the food trucks is used to cover the cost of maintenance, utilities, and management of the space. FOGL contracts with Central City Concern to provide maintenance staff.

FOGL is responsible for all utility costs related to its use of the Square, including water, sewer, garbage, electricity, and recycling. Within the space, there are four restrooms, two of which are open: one reserved for vendors, and one available to the public with an access code provided by the vendors that changes daily.

SECURITY & ENFORCEMENT

Transformation of the Square into the Cart Blocks pod was initiated by the City's concern over the concentration of illegal activity in the vicinity. Soon after the carts were installed, security again became an issue with nearby drug activity and cart break-ins, prompting the City to hire temporary armed private security guards. Due to cost and perception concerns, FOGL shifted to a security-by-design approach and increased community vigilance. FOGL secured a \$5,000 technology grant to fund security cameras which are managed by FOGL. Vendors have access to their own carts' feeds.

Initially, security was intended to be addressed by the presence of PP&R Park Rangers. However, due to increasing security issues and constrained PP&R resources, FOGL now relies primarily upon Downtown Portland Clean & Safe for incidents within the Cart Blocks space. The Portland Police Bureau is called in for escalated incidents.

Since the Cart Blocks are located within a PP&R designated pedestrian plaza, individuals can be cited for trespassing, with the possibility of subsequent violations that can lead to exclusions before facing trespass charges.

ACTIVATION & PROGRAMMING

Food carts provide daily activation in the space from 8 am to 8 pm. FOGL also makes the space available to community groups at no cost and hosts activations like Rainbow Market and Rose City Drag's LED Drag Show. Infrastructure provided for events includes seating and tables, restrooms, power, water, and trash.






DESIGN

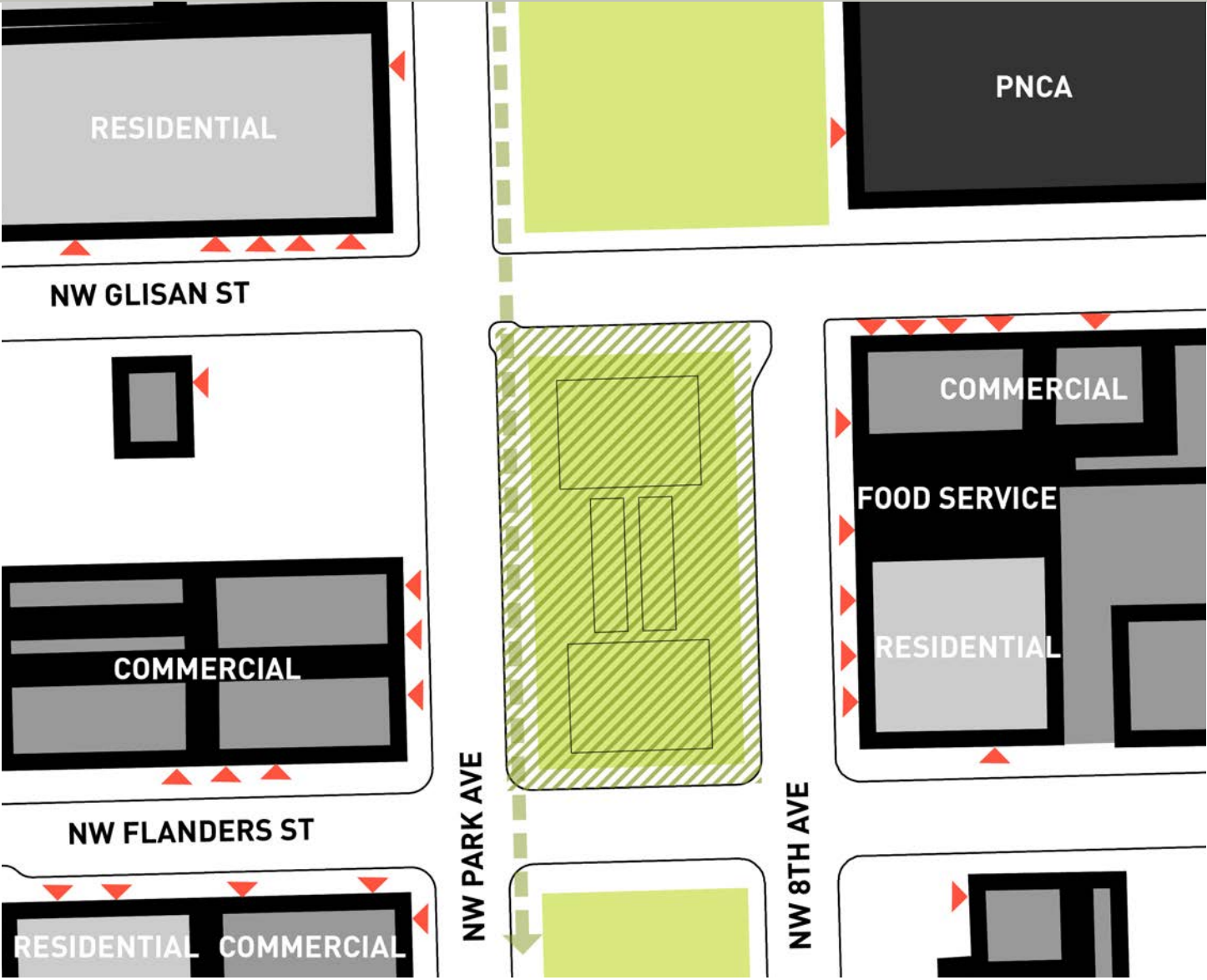
When the Ankeny Food Cart Pod opened in 2024, it was the first time a food cart pod was successfully located in the public right-of-way, setting a precedent for alternative uses of space previously dedicated to vehicular traffic. However, the project faced many challenges with putting utilities in the street.

Phase 1 of the project featured minimal design interventions, including street painting and movable planters to block vehicular traffic. A future design concept for the site considers a curbless, paved street with bollards, a canopy, and more space dedicated to pedestrians.

NORTH PARK BLOCKS (NW FLANDERS TO GLISAN)

The 100' x 200' Park Block runs from NW Flanders Street to NW Glisan Street. It is surrounded by public sidewalks and streets with on-street parking. Park improvements include mature trees, two bocce courts, two basketball courts, and lawn areas. A restaurant's outdoor dining area is located across NW 8th Ave and faces the Block.

-  Node
-  Future Green Loop
-  Existing Bike Lane
-  Building Doors
-  PP&R Property



North Park Blocks

KEY PARTNERS

- **Portland Parks & Recreation (PP&R).** The North Park Blocks site is owned by PP&R
- **Portland Bocce League (PBL).** PBL is a non-profit organization established in 2003 intended to support, promote, and develop the sport of bocce in the Portland area. In 2002, PBL raised roughly \$20,000 and constructed two public bocce courts in the North Park Blocks at NW Glisan Street and NW 8th Avenue
- **Private Retail Business.** A local restaurant facing the North Park Blocks' bocce and basketball courts with an outdoor dining area in the public right-of-way, has a vested interest in how the area is perceived and used, as this directly affects its customer base and overall popularity

AGREEMENTS

PP&R permits use of the space to ensure guaranteed access and the fee is based upon the nature and duration of the use. There are no formal agreements between PP&R and PBL related to maintenance, security, or activation of the courts.

The restaurant's outdoor dining area is located in the on-street parking zone permitted through the PBOT Outdoor Dining Program.

MAINTENANCE & CLEANING

The North Park Blocks property is maintained by PP&R, while PBL oversees ongoing maintenance of the bocce courts. The level of cleanup following major events in the park can significantly affect nearby retail businesses.

SECURITY & ENFORCEMENT

Ongoing security within the park property is the responsibility of PP&R Park Rangers, though resources are limited. The Portland Police Bureau may be called in for escalated incidents.

ACTIVATION & PROGRAMMING

The North Park Blocks hosts the annual three-day Art in the Pearl festival and the monthly First Thursday Art Walk, along with occasional community events and gatherings. The basketball courts are regularly used for informal pickup games, while PBL coordinates seasonal summer use of the bocce courts, hosting multiple games each week.

Park activation is permitted through PP&R. However, most of the time, the space remains inactive and can attract unwanted and unlawful activity.



The Art in the Pearl festival is hosted annually in the North Park Blocks.

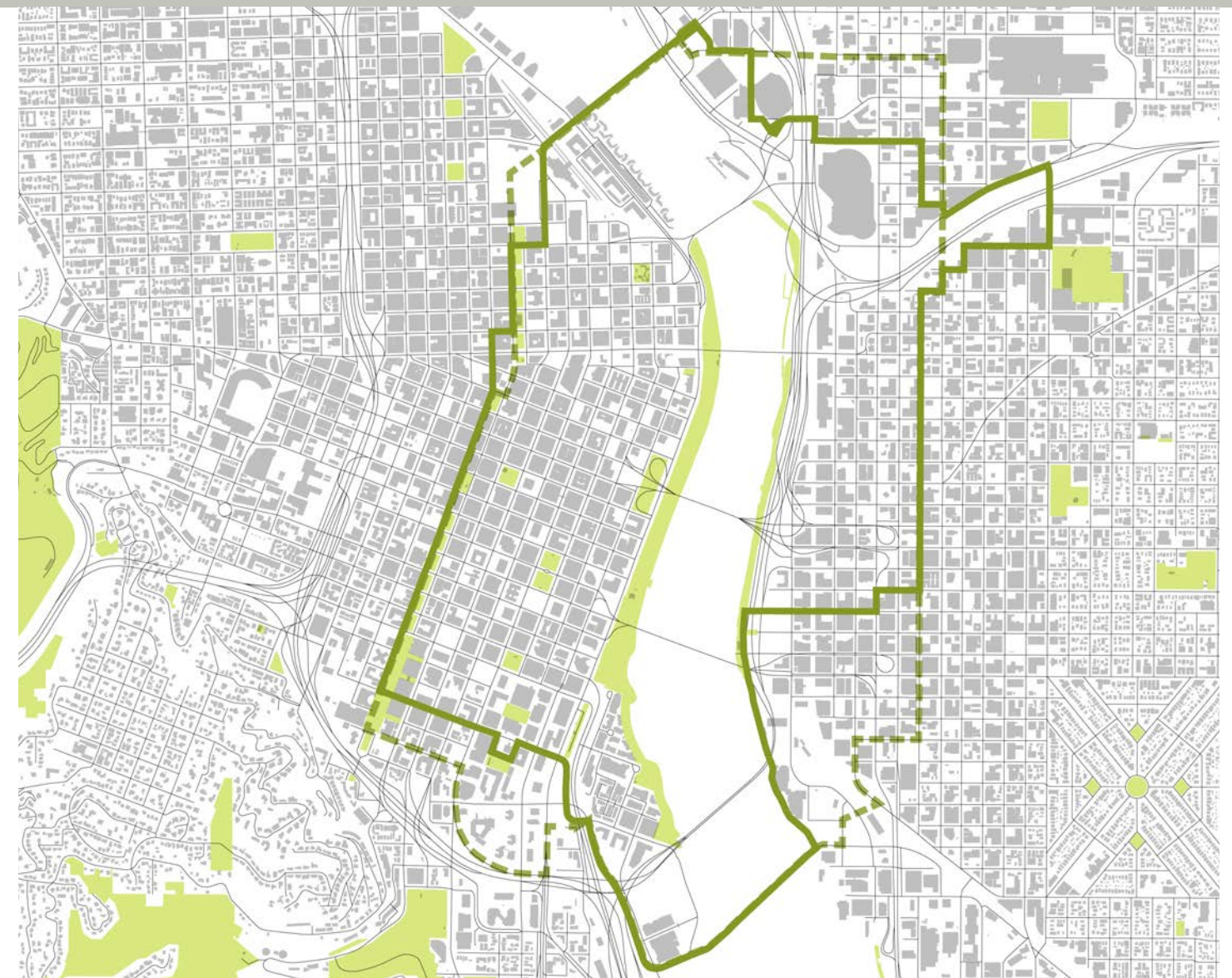
ART IN THE PEARL, PORTLAND

SUNDAY PARKWAYS

Sunday Parkways is an annual series of events that open Portland's streets for active transportation, including walking, biking, and rolling. The program is run by the Portland Bureau of Public Transportation and is presented by Kaiser Permanente.

The route varies and often focuses on a specific neighborhood, but a segment of the Green Loop or an approximation of the full Green Loop has been used several times, always with great attendance.

- Sunday Parkways 2018 "Green Loop"
- - - Future Green Loop
- Parks



Sunday Parkways

KEY PARTNERS

- **Portland Bureau of Transportation (PBOT).** The Sunday Parkways program is run through PBOT
- **Kaiser Permanente (KP).** Sunday Parkways events are presented by KP, who also hosts booths and activities along the route
- **Private Contractor.** Private contractors are hired to coordinate the event and manage traffic
- **Portland Parks & Recreation (PP&R).** Sunday Parkways engages with PP&R like any other organization would to request permits and coordinate use of restrooms
- **Volunteers.** Volunteers are used to help manage street closures
- **Local Organizations.** Local businesses and organizations are program partners for activations along the route

FUNDING

Sunday Parkways has a 5-year cycle for funding and is currently funded for 5 years through the Portland Clean Energy Community Benefits Fund (PCEF). Events also typically have additional sponsors, which include both government bureaus and private companies.

OUTREACH

The Sunday Parkways team does extensive outreach with residents and businesses along the route to encourage buy-in and participation. The routes are often repeated for 3-4 years in a row to build relationships.

Mailers, door hangers, yard signs, electronic traffic message boards, press releases, and volunteers are used to notify neighbors of the street closures, minimize the negative impact of the event, and encourage participation. The team also works with business associations and community organizations to discuss how neighbors will be affected and whether they are interested in participating.

The goals of the events vary depending on the neighborhoods. In most areas, the goal is to highlight greenways so locals can learn more about routes they can use every day. Downtown events are focused more on economic development.

ACTIVATION & PROGRAMMING

The priority is for programs along Sunday Parkways routes to represent the adjacent neighborhoods. The team often works with similar program partners each year to establish strong community connections and encourage continuity.

Funding for programming depends on the partner organizations. Sunday Parkways has a budget to pay artists and performers, but some organizations have their own sources of funding.

KP hosts a sticker hunt that spans the route and encourages people to explore by rewarding those who participate in activities at multiple nodes. Other programs include live music, free skate rentals, free fitness, and marketplaces. Provided infrastructure includes wayfinding signage, restrooms, stages, and canopies.

COMMUNITY FEEDBACK

Sunday Parkways events are successful with advance notice and close collaboration with affected neighbors, who are generally excited about representing their neighborhoods and activating public spaces. Concerns about local access and business impacts are addressed by conversations with the Sunday Parkways team and marketing specialists. The repetition of the routes allows businesses to adjust their participation based on their experiences.

WAYFINDING

Sunday Parkways does not have a large wayfinding budget and mostly relies on the volume of participants to clarify the route. Some lollipop signs from Kaiser provide some wayfinding assistance with fun facts that get attention.

Local organizations have the opportunity to "adopt" intersections by decorating them and assigning volunteers to cheer for participants and provide directions for participants and vehicles navigating street closures.

Activated nodes along Sunday Parkways routes encourage participants to explore local resources.



Photo credit: Sunday Parkways

SUNDAY PARKWAYS, PORTLAND

CONCLUSION



01

FINAL RECOMMENDATIONS

ORGANIZATIONAL & GOVERNANCE IMPLEMENTATION

This section establishes an implementation strategy to govern the phased build-out, ownership, operations, and programming of the Green Loop so that it evolves beyond simply as infrastructure, rather as a network of civic destinations - active, welcoming, culturally representative, and structured to generate equitable economic opportunity for Portlanders across communities.

The recommendations are informed by proven models - both national precedents and local public-private partnerships - and by direct input from the stewards of the districts, corridors, and nodes through which the Green Loop will pass. They translate those lessons into a framework for delivery at the scale of the city.



Public-Private Partnership: Local Case Studies

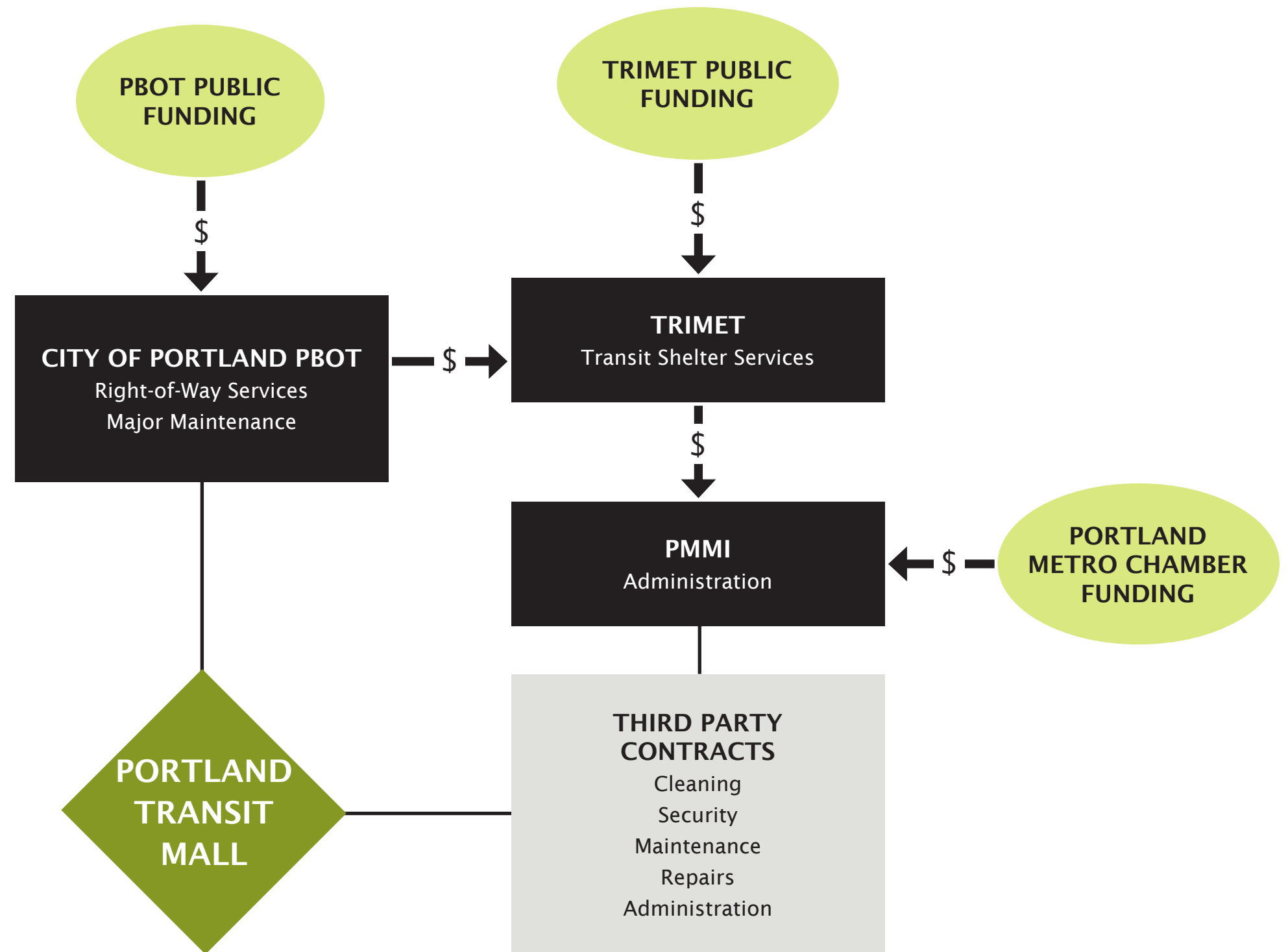
Portland has existing public-private partnership models that effectively manage, maintain, and activate physical spaces in the city at different scales and with different partners. This includes Portland Mall Management, Inc., Pioneer Courthouse Square, Inc., and PBOT's Street Plaza Program.

PORTLAND MALL MANAGEMENT, INC. (PMMI)

After the \$200 million Portland Mall Revitalization Project was completed in 2009, it was acknowledged that the long-term benefits of this public investment would be realized only through ongoing stewardship and timely responses to physical, social, and environmental changes in the area. Recognizing this need, a group of private-sector business leaders partnered with the City of Portland and TriMet to form Portland Mall Management, Inc., a 501(c)(3) organization. Funding for PMMI services comes from a series of agreements between TriMet, the City of Portland, and the Portland Metro Chamber (PMC). The Mall is located entirely on PBOT right-of-way.

PMMI is governed by a board of directors made up of property and business owners, major institutions, the PMC, PBOT and TriMet. Administration, project management, security, cleaning, and maintenance services are provided by third-party consultants and organizations contracted by PMMI. PMMI's budget was \$2.4 million for fiscal year 2024/2025 which covered the cost of supporting an enhanced public space, including cleaning, maintenance, and security. PMMI funding also supports more than 80 events each year within the central Transit Mall along SW 5th and SW 6th Avenues.

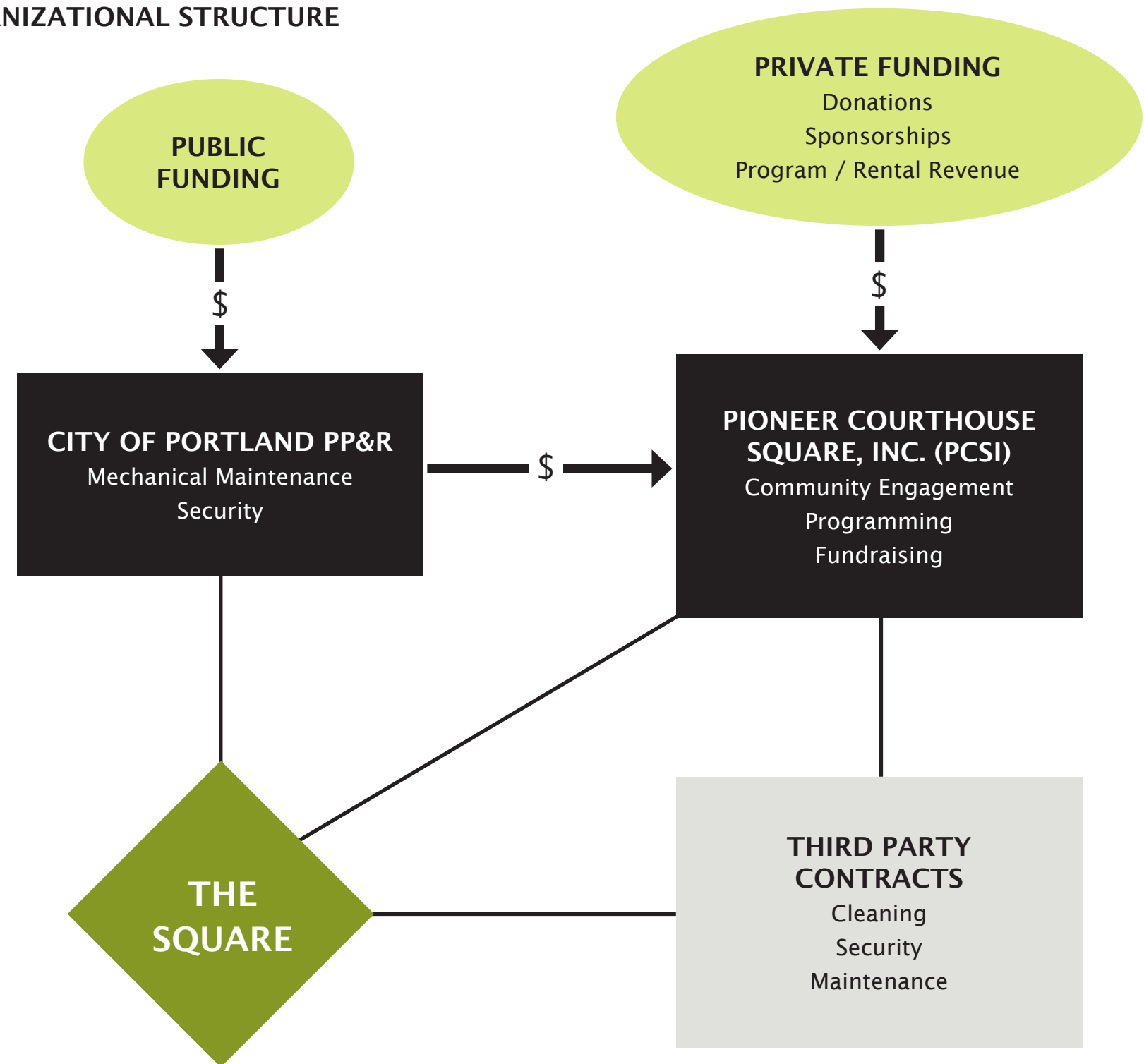
PMMI ORGANIZATIONAL STRUCTURE



PIONEER COURTHOUSE SQUARE, INC. (PCSI)

PCSI is a 501(c)(3) nonprofit that is contracted by Portland Parks and Recreation (PP&R) to manage, program, and maintain The Square and public restroom. The Square, owned by PP&R, covers a full city-block in downtown Portland and is considered the city's "living room" hosting over 300 events a year and nearly 1.5 million visitors annually.

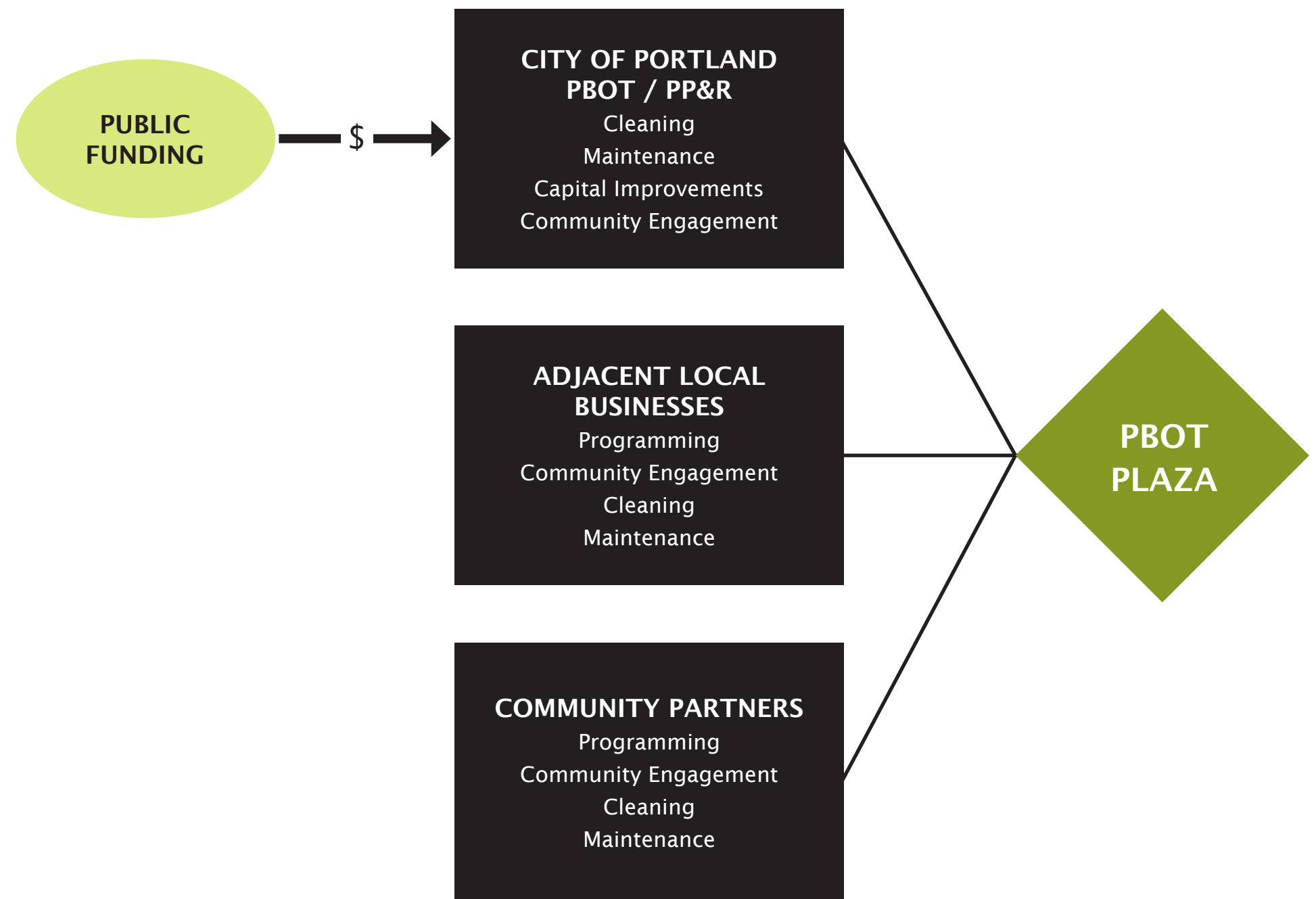
Pioneer Courthouse Square's Board of Directors consists of 25 elected representatives of the general public, downtown business community, and the region at large. PCSI's annual budget is \$2.3 million, of which \$400,000 is in-kind services. Just under a third of PCSI operations costs are funded by PP&R with the rest coming from sponsorships, event rentals, rent, and private donations.

PCSI ORGANIZATIONAL STRUCTURE

PBOT STREET PLAZA PROGRAM

Building on the COVID-era Health Businesses permit program, PBOT manages public street plazas in partnership with business districts, local businesses, non-profits, and community organizations to create community-oriented spaces across Portland neighborhoods. To further support neighborhood use, PBOT launched the Small Plaza Activation process, which streamlines permitting of small-scale neighborhood activities. These events are also promoted through PBOT's website and newsletter. Responsibilities for the plazas are shared among partners: PBOT installs and maintains traffic control devices, provides public seating, and manages other core infrastructure; community partners organize programming such as events, art, and music; and businesses oversee outdoor dining areas adjacent to their storefronts. Additional duties such as cleaning and waste management, signage and street painting, and maintenance of planters and greenery are jointly managed by all partners.

PBOT STREET PLAZA ORGANIZATIONAL STRUCTURE



Existing Green Loop Strengths

Ownership. A key strength of the Portland Green Loop is that the corridor is in public ownership. PBOT, PP&R and Prosper Portland each bring distinct yet complementary missions and areas of expertise. Together, they are well positioned to realize a shared Green Loop vision that includes bike and pedestrian infrastructure improvements, programming and activation, open space management, community and property owner relationships, real estate investment, economic development, tourism advocacy and support for cultural institutions.

Stewardship. Several community-facing organizations are actively engaged in each of the districts along the Green Loop and have demonstrated capacity to create vibrant and active destinations for a broad range of Portlanders and support equitable economic opportunities. These stewards come from three broad groups:

- Major property interests such as OMSI, PSU, Albina Vision Trust, Prosper Portland, and The Moda Center/Blazers
- District partners who have successfully advanced public space activation and stewardship of nodes such as the Friends of Green Loop, Central Eastside Together, Lloyd ESD, Downtown Clean & Safe, Central Eastside Industrial Council, business owners, and Pioneer Courthouse Square, Inc.
- Public agencies including PBOT, Prosper Portland and PP&R as property owners, advocates, permitting authorities, and possible funders

Distinct Districts. Through conversations with the three geographically separate focus groups, each offered slightly different perspectives on the opportunities presented by the Green Loop. These included ideas for promoting activation, small businesses, walkability, recreational bike infrastructure improvements, indigenous and cultural connections, sustainability, expanding plazas and parks, tourism, focus on students, and enhanced partnerships with major property interests.



Photo credit: ZGF

PORTLAND MALL, PORTLAND

The Portland Mall Management, Inc. manages ongoing stewardship of the revitalized transit mall with funding to support cleaning, maintenance, security, and events.

PBOT street plazas are managed in partnership with business districts, local businesses, non-profits, and community organizations.



Photo credit: City of Portland

STREET PLAZA, PORTLAND

Existing Green Loop Challenges

Project Scale and Complexity. The Green Loop is conceived as a recognizable six-mile linear public space that connects existing parks and plazas, cultural institutions, regional attractions, employment centers, and shopping districts. The successful completion of the \$19 million Blumenauer Bridge (2022) and the \$135 million Tilikum Crossing (2015) provided critical pedestrian and bike connections along the Loop.

While most of the Green Loop route follows established streets with travel lanes and sidewalks, there are a handful of key links that require significant infrastructure intervention to establish safe and convenient pedestrian and bicycle connectivity. These include the west approach to the Broadway Bridge (Broadway Corridor) and at both ends of the Tilikum Bridge.

Balancing Economic Development and Transportation. The concept of the Loop is to support a series of "nodes" connected by pathways designed to support an identifiable, safe, and continuous route for recreational bike and pedestrian movement. Promoting economic development includes support for existing retail and commercial businesses as well as investment in new development along the Loop.

Transportation improvements to support recreational bicycling benefit from focusing resources to create a single safe, convenient, and continuous route – the paths. Because the majority of the Loop passes through established urban environments, a block-by-block assessment of local business impacts will be critical to success of elements including on-street parking, service and deliver access, retail visibility, and similar functions central to commercial, retail, and residential uses.

A majority of the Loop falls within one of four Tax Increment Financing Districts and/or one of three Enhanced Service Districts. All acknowledge the importance of economic development and multi-modal transportation. District-by-district consensus will be important to prioritizing public investment in the Green Loop.

The Tipping Point. Many investments and "ad hoc" activities are already happening along the Loop alignment. However, there is a lack of consensus around a cohesive vision and governance roles/responsibilities. National case studies in Indianapolis, Atlanta, and Miami show that a key step in building support for projects like the Loop is demonstrating capacity to execute. Portland is poised to begin creating consensus around a strategy for the Loop by building upon the demonstrated successes of both eastside and westside ESDs, non-profits, property owners, cultural institutions, and businesses.

Public Funding. PBOT, Prosper Portland, and PP&R are experiencing increasing pressure on their capital and program resources. For this reason, near-term investments to advance the Loop must be thoughtful and strategic while establishing the foundation to advocate for increasing public investment over time.

Near-term steps could include prioritizing existing City and ESD services for right-of-way maintenance and activation into segments of the Green Loop corridor.

Once priorities are identified, project partners may want to consider establishing a Local Improvement District for targeted Green Loop segments with property owner consent.

A critical component of any infrastructure investment is establishing sustained funding and lead entities to assume stewardship for the increased maintenance, cleaning, and security costs associated with enhanced facilities.

Phase 1 Recommendations

Demonstrate sustained capacity to promote and improve the Green Loop.

City leadership to create a consortium of existing stewards/organizations committed to pursuing Green Loop improvements. Identify a consortium "convener" to facilitate and administer a series of conversations and actions over a 12- to 18-month period.

Establish a consensus on priorities and purpose for the Loop and Districts.

- Review previously-developed materials to reach consensus with consortium participants.
- Consider communicating a wider geographic footprint of "the Green Loop" to expand benefits and improvements beyond a single street for things like activation, public space improvements and economic development.
- Identify two-level "branding" elements that are common to the Loop and unique to each District.

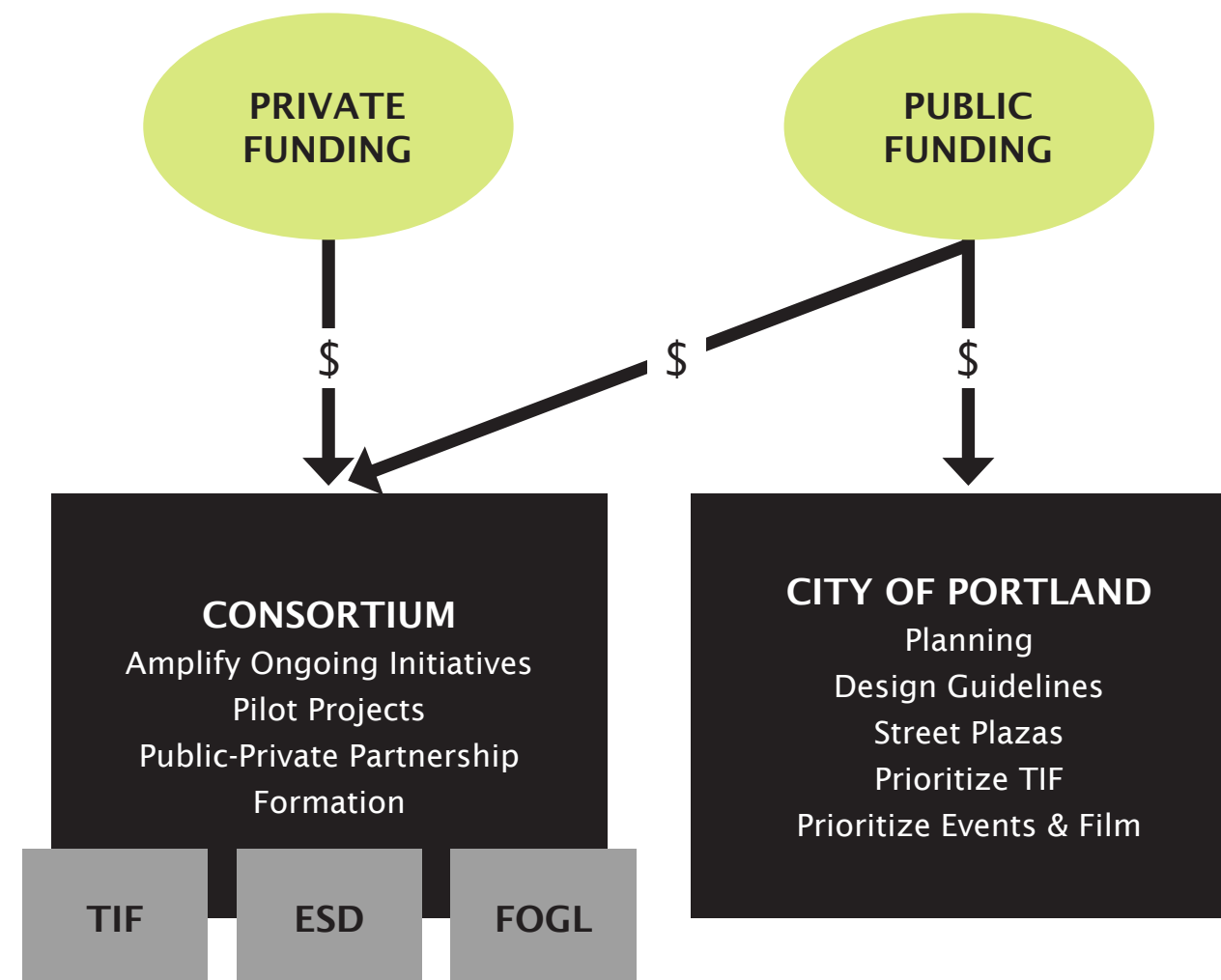
Strategically demonstrate capacity to execute projects and programs.

- Identify and amplify current community-facing events and spaces, businesses, and infrastructure that support the Green Loop vision. Ensure the information brings value to consortium participants. Secure funding to support creation of and regular updates to the information.

- Prioritize City right-of-way maintenance resources in targeted segments or nodes (eg pole painting, pavement repairs, bike/pedestrian signals).
- Continue to pursue improvements that support continuous and safe recreational bike and pedestrian routes between destinations.
- Execute two separate pilot events on west and east sides of the river (see page 147 for Pilot on Paper). Track expectations and outcomes.

- Build upon lessons learned from successful "nodes" to address security, maintenance, and operations management needs and costs. Pursue new public and private partnerships to extend resources and build upon strengths and interests of each.

Refine governance expectations, mission, goals, and responsibilities as the foundation for a Public-Private Partnership that reflects the consortium's priorities.



Phase 2 Recommendations

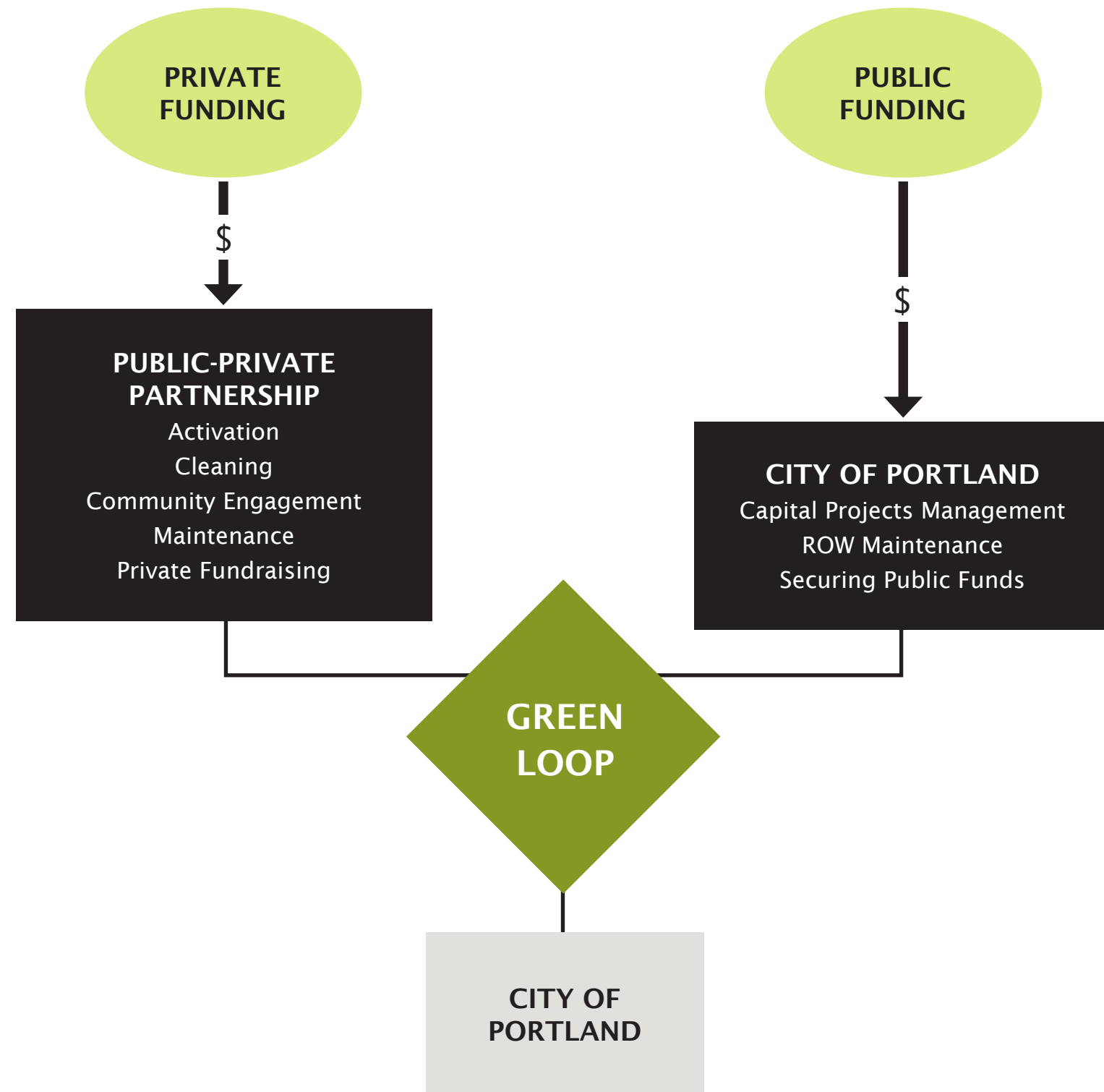
Establish a public-private partnership based upon priorities, partnerships, and capacity demonstrated during Phase 1.

Establish a Formalized Public-Private Partnership

- Board of Directors to include consortium interests
- Take over convener and activation coordinator role
- Pursue supplemental resources to manage/contract for ongoing activation, security, and maintenance services
- Advocate with public agencies for capital investments in the Loop

Public Agencies

- Pursue public funding for major capital investments
- Manage design and construction of public infrastructure projects
- Support small business and tourism-focused initiatives
- Promote real estate investments and development partnerships



PROGRAMMING & ACTIVATION IMPLEMENTATION

This section sets out recommendations for the regular activation of the Green Loop - positioning it as a movement corridor and a cultural destination animated by arts, events, and civic life. The guidance draws from national exemplars and local precedents, extending Portland's cultural strengths while responding to present-day challenges.



Photo credit: Mark Graves | The Oregonian

WINTER LIGHT FESTIVAL, PORTLAND

Existing Green Loop Strengths

Existing Activation. Activating spaces along the Green Loop will require minimal new investment in programming. Many organizations along the route already contribute to keeping nearby spaces active. Portland's Central City hosts a wide range of events and programs in public spaces. For example, Downtown Clean & Safe regularly programs Director Park and plans to maintain the same energy at Darcelle XV Plaza. Additionally, existing food carts and food halls with public seating and large parks along the Green Loop alignment contribute to its vibrancy.

Potential Partners. Focus group participants expressed strong support for the Green Loop and showed interest in continuing to host events and activations along the route.

Existing Green Loop Challenges

Lack of Critical Mass. Organizations like Downtown Clean & Safe, Ankeny Square food carts, and Flock have all mentioned struggles with low event attendance. Infrequent or inconsistent use of public spaces can lead to unwanted behavior and make them less appealing for their intended purposes. The Sunday Parkways team also noted that achieving a critical mass of activity is key to their success, as a density of activity draws more participants, contributes to wayfinding, and encourages community support for street closures.

Dispersed Information. Event and programming details are spread across too many sources, making it difficult for the public to stay informed. The Atlanta Beltline, The Underline, and the Indianapolis Cultural Trail all provide easily accessible calendars listing events and programming.

Complex Processes. The permitting and coordination required to activate public spaces like streets, sidewalks, parks, and public plazas can be complicated and confusing, creating a barrier for many who are interested in hosting events, especially smaller or newer organizations.



Photo credit: Beth Nakamura

ANKENY SQUARE, PORTLAND

The Ankeny Square food carts aim to provide consistent activation.

Rainbow Market at Ankeny Square provides an opportunity for new LGBTQ+ vendors.



Photo credit: The Cart Blocks

ANKENY SQUARE, PORTLAND

Recommendations

PILOT EVENT

Host pilot activations to test partnerships among existing organizations and encourage community participation. See page 147 for the Pilot on Paper plan.

Tap into Portland's strong portfolio of existing events.

DEDICATED COORDINATING ENTITY

Establish a dedicated organization to manage third-party programming and promote events along and near the Green Loop. While many active plazas, parks, and businesses already exist along the corridor, a single coordinating body will streamline communication, identify opportunities, and help transform the Green Loop into a vibrant, well-used space.

Centralized Programming Calendar. The managing entity should maintain a comprehensive calendar of events for the entire Green Loop. Currently, multiple organizations plan and manage programming independently. By consolidating this information into one accessible platform, the Green Loop becomes easier for visitors to navigate and more attractive as a destination. A centralized calendar also helps highlight the diversity of events along the route, identify programming gaps, and boost overall attendance at events. As an example, Travel Portland's event calendar effectively promotes tourism through centralized listings. Similarly, the Atlanta Beltline maintains a robust website that showcases events, businesses, and neighborhood highlights, serving as a model for how to connect outside partners with a unified platform.

Streamlined Permitting Process. To encourage more community-led events, the Green Loop should be easily accessible for individuals and groups interested in hosting activations. Currently, navigating the permitting process is complex and time-consuming due to multiple requirements. A dedicated coordinating entity could hold blanket permits for key spaces along the Green Loop, simplify and expedite the approval process for organizers, and act as a single point of contact for all permitting needs.

A single permit holder also allows permitted spaces to function more like private venues, enabling stricter security measures, easier vendor contracting, and a private accounting system. Event organizers, especially those planning multi-block events, can more easily collaborate across spaces, even those managed by different partners.

Customer Support. The coordinating entity would also serve as the main point of contact for customer service, including cleanup and maintenance, infrastructure repairs, and temporary event needs, like stages, tents, and seating. Proactive maintenance and responsive support will ensure the Green Loop remains clean, functional, and welcoming, encouraging ongoing use by the community and event organizers.

RECOMMENDED EVENT TYPES

To complement existing activities along the Green Loop, the managing entity should focus on encouraging additional third-party programming through sponsored and partnered events, rather than organizing events themselves.

Sponsored Events. Organizations that can fund their own events help activate the space while minimizing the investment necessary for programming. The managing body can identify mission-aligned sponsors and promote available opportunities.

For example, The Underline successfully fills its calendar through sponsored events and routinely sells out its programming slots.

Partnered Events. The entity should also foster partnerships with local nonprofits, community groups, and residents to promote inclusive, community-driven events. Partnerships may be formalized through contracts or Memorandums of Understanding (MOUs), ensuring shared responsibilities and mutual benefit.

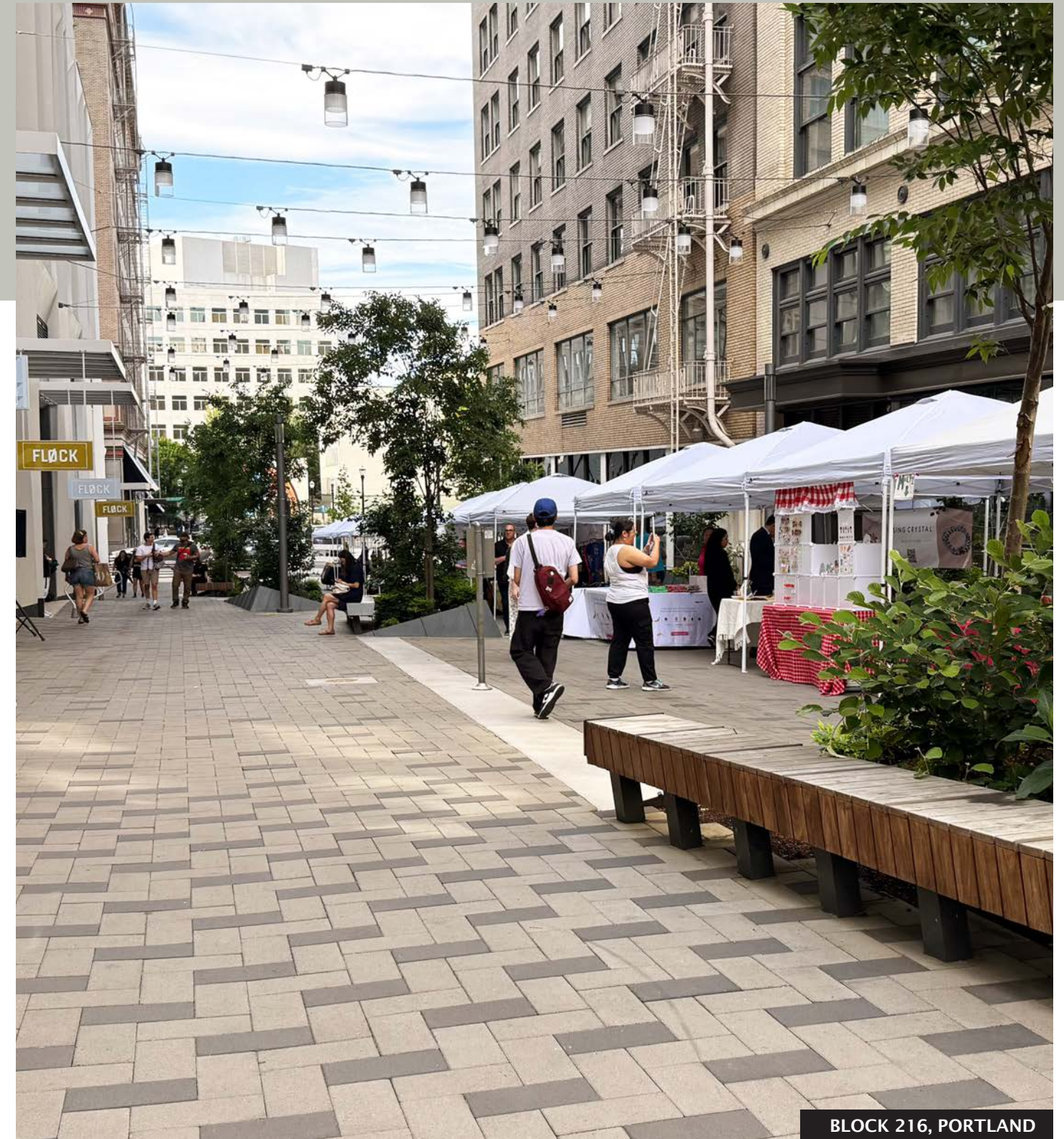
DESIGN IMPLEMENTATION

This section outlines a design strategy for the Green Loop, highlighting design elements that will unify the space, make it easily recognizable and welcoming, and support a wide range of programming opportunities. The recommendations focus on maintaining a cohesive identity, reflecting district character, and ensuring functional, equitable design across the city.

Continuity of Character. The Green Loop will be developed in phases, often in partnership with private developers and tied to new construction. Because development will not follow a linear sequence, some segments may initially be temporary or lower-impact. Despite this phased approach, a consistent design language is needed to visually and experientially tie all sections together.

District Representation. As the Green Loop winds through diverse Portland districts, its design should honor and reflect each area's unique history, culture, and community priorities. Design elements should allow for local expression while still contributing to a cohesive overall identity.

Functional Design and City-Wide Equity. The design must be practical, durable, and maintainable over time. It should also ensure that all districts along the Green Loop receive consistent quality and investment, regardless of location or development timeline.



BLOCK 216, PORTLAND

Equitable Design

ALL USERS WELCOME

To create an inclusive experience, the trail must be clearly defined to ensure safety and comfort for everyone. Effective wayfinding should support navigation along the corridor and encourage discovery of local attractions and businesses.

Clarity of Circulation

Clear definition of different types of circulation and clarity of the trail help users of all abilities feel safe and confident.

- Consistent materiality makes the path recognizable. Unique materials can be selected to distinguish the Green Loop from typical sidewalks or bike lanes. Consistent pavers, light poles, signs, and color palette are some examples of design elements that can help define the character of the Green Loop. A distinctive path can be easily identified by people who come across it and helps users navigate turns and intersections.
- Separation of different modes of circulation improves safety and comfort for users. While separation cannot be enforced, design cues like material differences and signage can guide users moving at different speeds to appropriate paths.
- Intersections are points of conflict where additional safety measures should be considered. Where the Green Loop crosses streets or where multi-use and pedestrian paths intersect, warning elements should encourage caution and awareness.

Local Connections

- Encourage discovery of local attractions and businesses through wayfinding, even those off the immediate route, helping the Green Loop serve as a gateway to the broader city.
- Wayfinding information should also indicate connections to greenways and public transportation to strengthen citywide accessibility.

COMMUNITIES REPRESENTED

To honor the history and culture of Portland's districts, design elements should engage local communities, include storytelling opportunities, and amplify existing district character.

Community Engagement

- The Green Loop should reflect the diversity and values of the districts it traverses. Collaborating with residents on design priorities and storytelling ensures community support and meaningful representation.

Storytelling

- Public art can contribute to wayfinding, engagement, and storytelling. Involving local voices in selecting or creating art helps share local stories and histories authentically.

Existing District Character & Needs

- Identify elements to create distinctive character for the Green Loop while allowing each district to express its unique character.
- Engage with neighboring businesses and residents to determine district priorities and needs.

The proposed design for the North Park Blocks Extension considers different paving for multi-use and pedestrian paths.



Photo credit: PLACE

NORTH PARK BLOCKS, PORTLAND

Design for Operations & Maintenance

DESIGN CONTINUITY

Despite the challenges of non-linear construction, to enable the clarity of the Green Loop, the development process should consider design elements that will support continuity of character both in the short and long term.

Continuity of Character

- Developing a brand with specific colors, graphics, materials, or furnishings will help the Green Loop become a recognizable and iconic part of the city.
- Design guidelines or a kit of parts can support consistency across segments, even as when they are developed independently or at different times. Material consistency also supports equitable development around the city, ensuring that all districts receive equal investment no matter when or how the Green Loop is built.

Interim Design

- Develop strategies for interim implementation and maintenance of enhanced spaces. Street closures, murals, bollards, and planters are some of the elements that can be defined for lighter touch versions of the project. The Ankeny Food Carts and PBOT Street Plaza Program can serve as precedents.

STEWARDSHIP

To reflect the city's long term stewardship goals and maintain a high-quality experience across the city, design elements must account for future care and maintenance.

Easy Maintenance

- Material choices should balance upfront cost with long-term durability. Cheaper materials may lead to higher maintenance costs over time.
- Planning for simple, consistent maintenance will ensure the Green Loop remains welcoming for residents and continues to be a standout destination for visitors.

Planting Goals

- The plant palette should be guided by clear goals, such as prioritizing native and hardy species to reduce maintenance and low-growing species to maintain sight lines.
- Planting design should also serve practical functions, including providing shade, managing stormwater, and supporting native habitat.

Overall Recommendation

Develop design guidelines for the Green Loop that address:

- Traffic safety
- District priorities and needs
- Flexibility to highlight existing character
- Strategies for interim implementation

As part of the North Park Blocks Extension project, design guidelines were developed for the Green Loop in the Broadway Corridor area.



Photo credit: PLACE

NORTH PARK BLOCKS, PORTLAND



02

PILOT ON PAPER

INTRODUCTION

Research into national best practices reveals how projects like the Green Loop typically gain momentum. Case studies such as the Salt Lake City Green Loop and Denver 5280 Trail show the power of pop-up installations to test segments and build public awareness and support. While this report does not include a physical activation due to time constraints, it provides a “Pilot on Paper” - a step-by-step framework for executing an interim activation of the Green Loop. The pilot translates research findings into an actionable plan that implementation partners can use both to stage the activation and to support grant applications.

The Pilot on Paper proposes a 3-month pop-up installation of the Green Loop running from SW Harrison Street to NW Hoyt Street for 23 blocks. The primary objectives are to develop public-private partnerships, build civic and political awareness of the Green Loop, and generate momentum towards further implementation. Although Portland already hosts numerous events along the Green Loop alignment, these efforts remain largely uncoordinated. A strategic pilot activation would serve to connect these activities and elevate the Green Loop in the public consciousness. By encouraging active transportation, including walking and biking, along the alignment, the pilot activation will demonstrate how people move along the Green Loop and build relationships with businesses and organizations that will support operations and programming of the project in the interim version and beyond.



Photo credit: City of Portland

SUNDAY PARKWAYS, PORTLAND

Proposed Pilot Route

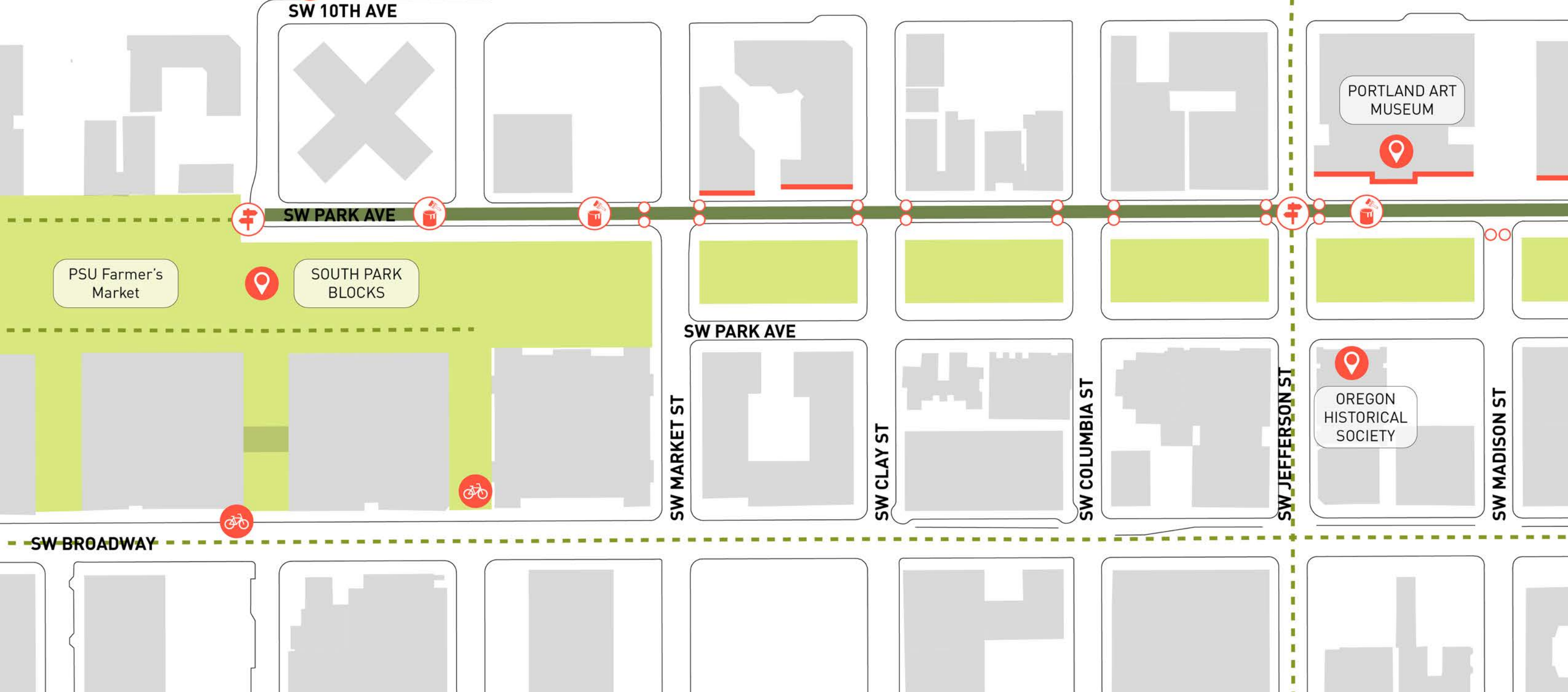
Insights gathered from focus groups and in-field assessments identified key nodes for activation. Some nodes, like PSU and the plaza in front of PNCA, provide opportunities to collaborate with significant future partners. Others, like Director Park, Flock Food Hall, and Ankeny Square, are already high-activity areas. The pilot will highlight opportunities to strengthen connections between these nodes and demonstrate strategies for future development.

Key design considerations for the route include parking and traffic impact analysis, location and number of barriers, identification of high-traffic crossings, and locations for wayfinding signage and placemaking features. Parking and traffic impacts will influence which streets are fully or partially closed, which in turn will determine the number of barricades required. High-traffic crossings may require additional safety measures. Wayfinding signage and placemaking elements, including street painting and movable furniture, should be prioritized on blocks where they will most effectively enhance the activation.

The priority is full street closure along the planned route, except in instances that require partial closure like allowing access to driveways. A detailed block-by-block analysis and communication with adjacent property owners and businesses will be necessary.

- Route
- Nearby attractions
- Wayfinding signs





- Route
- Full street closure
- Partial street closure

- EXISTING
- Nearby attractions
 - Retail edges along route
 - High-risk street crossings
 - Active driveways
 - Bikeshare stations

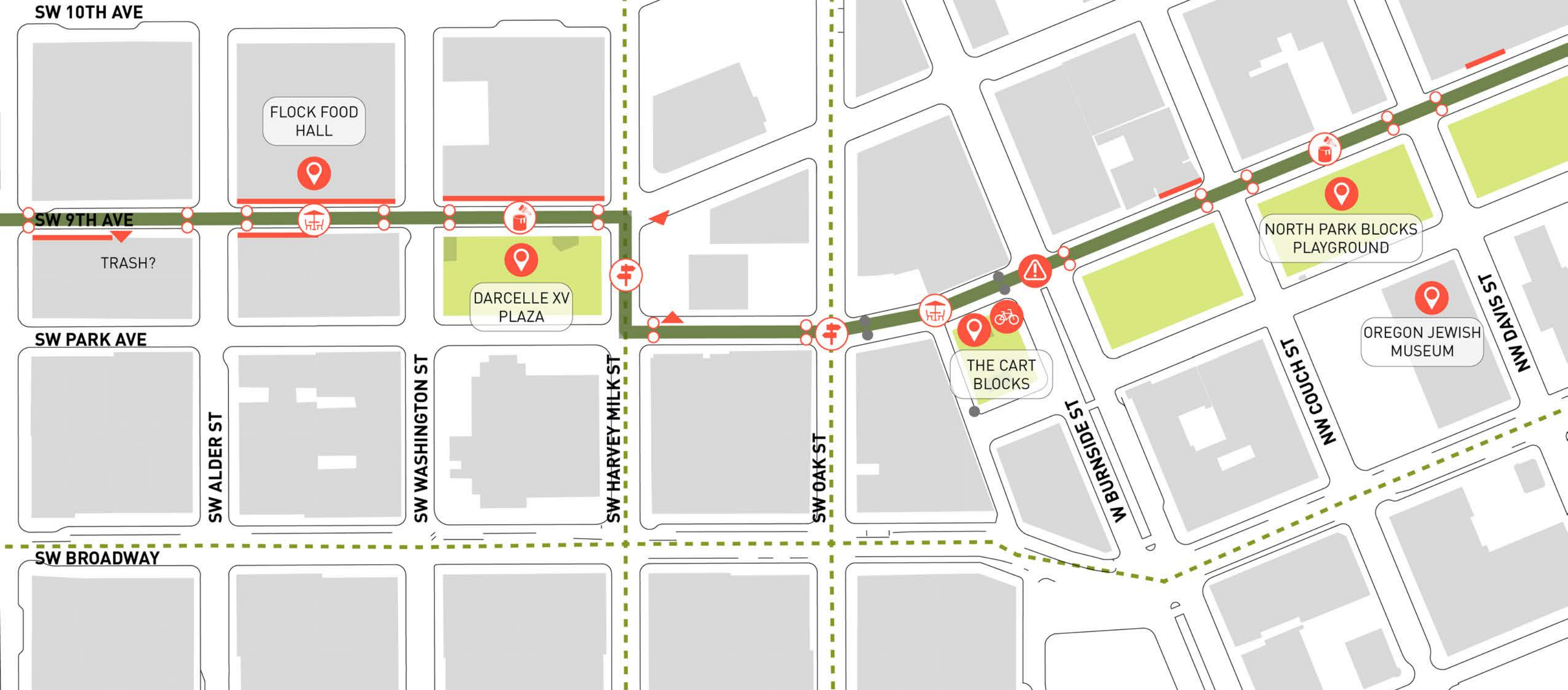
- PROPOSED
- Planter barricades
 - Narrow barricades
 - Wayfinding signs
 - Street painting
 - Street furniture



- Route
- Full street closure
- Partial street closure

- EXISTING
- Nearby attractions
 - Retail edges along route
 - High-risk street crossings
 - Active driveways
 - Bikeshare stations

- PROPOSED
- Planter barricades
 - Narrow barricades
 - Wayfinding signs
 - Street painting
 - Street furniture



- | | | |
|--|---|---|
| <ul style="list-style-type: none"> Route Full street closure Partial street closure | <p>EXISTING</p> <ul style="list-style-type: none"> Bike lanes Nearby attractions Retail edges along route High-risk street crossings Active driveways Bikeshare stations | <p>PROPOSED</p> <ul style="list-style-type: none"> Planter barricades Narrow barricades Wayfinding signs Street painting Street furniture |
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| | Route | | Bike lanes | | Planter barricades |
| | Full street closure | | Nearby attractions | | Narrow barricades |
| | Partial street closure | | Retail edges along route | | Wayfinding signs |
| | | | High-risk street crossings | | Street painting |
| | | | Active driveways | | Street furniture |
| | | | Bikeshare stations | | |

Activation Plan

The 3-month pilot project will activate the proposed route with street closure and supporting wayfinding, street painting, furniture, etc. Businesses and organizations along the route will be encouraged to engage with the project by decorating, hosting events, and participating in the sticker hunt.

DESIGN & PERMIT THE ROUTE

Goals

- Minimize disruptions for neighbors
- Connect proposed nodes with an easily identifiable path

Methods

- Finalize the route and determine where full street closure is not possible, accounting for driveways, accessible building entrances, trash pickup, etc.
- Create a usage permit through PBOT
- Coordinate additional permits
 - Special event permit from Fire Marshal's office
 - Noise permit from Portland Permitting & Development Office
 - Street painting, cross street banner, and streetlight event banner permits from PBOT

CREATE AN IDENTITY

Goals

- Provide strategic wayfinding
- Ensure the activation is recognizable as a single project
- Develop an association between the pilot and the Green Loop

Methods

- Street painting
- Branded flags hung from light poles
- Wayfinding signage directing visitors to nearby points of interest

ROLES, COORDINATION, & PARTNER RESOURCES

Goals

- Develop relationships that will support operations and programming in the interim and long-term versions of the Green Loop
- Ensure the pilot is well used to generate support

Methods

- Simple guidebook on how businesses and community groups can participate
- Connect with partners to activate the space
 - Solicit community groups that are mission-aligned to host events
 - Encourage events hosted by community groups, potentially with a simplified sign-up process
 - Engage with residents to facilitate a sense of ownership
- System to keep potential partners and residents well informed of events
- Shareable marketing assets like print materials for neighbors, hotels, businesses, the visitor center, etc.

CREATE AN ONLINE PRESENCE

Goals

- Provide easily accessible information about the pilot and the Green Loop
- Highlight businesses and points of interest along the route
- Promote activities and attractions with consistent marketing and branding

Methods

- Centralized website with route map and event calendar
- Social media channel to call out events and feature businesses along the route
- Weekly updates

ENCOURAGE MOVEMENT VIA STICKER HUNT

Goals

- Encourage movement along the Green Loop
- Create connections between nodes

Methods

- Stickers can be collected at various nodes, plazas, and businesses
- Visitors can show multiple stickers for a prize

PROVIDE MAINTENANCE, CLEANING, & SECURITY

Goals

- Ensure the space is inviting and easy to use to encourage participation by partners and visitors
- Experiment with the public-private partnerships necessary to operate the Green Loop

Methods

- Maintenance
 - Replace, fix, and remove items (barricades, signage, etc.) displaced or broken from daily wear, partnering with a company like Axiom if needed
 - Easily accessible channel for feedback and comments related to maintenance, cleaning, or security issues
 - Require groups using the space for programming and activities to return furnishings to their original locations
 - Managing entity to conduct visual checks and return displaced furnishings
 - Extra furnishings and funds reserved to replace broken items

- Cleaning
 - Hire a cleaning team or contract with a public space cleaning company like Trash for Peace and Groundscore, or partner with place management organizations like the Enhanced Services District
 - Daily trash removal
 - Require groups using the space for programming and activities to clean and remove trash after use
 - Partner with the Public Trash Cans team to provide trash can service along the route
 - Partner with Solve or organize monthly volunteer cleanups
 - Attend City of Portland "Problem Solvers" biweekly meetings
- Security
 - Hire a security team or contract with a private security company
 - Require groups using the space for programming and activities to hire extra security when the estimated attendance is over 150 people
 - Daily security walks along the route
 - On call security for non-emergency needs

Roles & Coordination

The success of the pilot project depends on the involvement of multiple partners. External partners who are not part of the management team should sign a Memorandum of Understanding (MOU) that clearly defines each party's roles, responsibilities, and expectations.

PROJECT ROLES

The following are recommended project roles. While one person may take on multiple roles, no individual should be assigned more than three to ensure they can perform each role effectively.

- Project manager – responsible for making decisions and providing solutions to keep the project on track
- Relationship manager – manage the public and private relationships needed to execute a successful project by keeping all partners aligned on the main goals and considering the individual needs of the partners
- Vendor manager – manage contractors needed to execute the project. Select vendors, contracts, and oversee the work. Process invoices and payments
- Sponsorship / development manager – fundraise for the project. Raise money through grants, sponsorships, and individual giving
- Customer service – respond to calls and emails from users, partners, and others
- Graphic designer – create branding and assets needed for marketing

- Communications
 - PR manager – responsible for press releases, media requests, etc.
 - Social media manager – create social media content and manage social media account and content calendar
 - Ad buyer – purchase ads and coordinate necessary assets
 - Website manager – create website and manage content
 - Copy editor – responsible for editing all content in public communications
- Maintenance
 - Trash removal
 - Cleaning
- Security
 - Daily patrols
 - On call assistant for nonemergency calls

PARTNERSHIPS

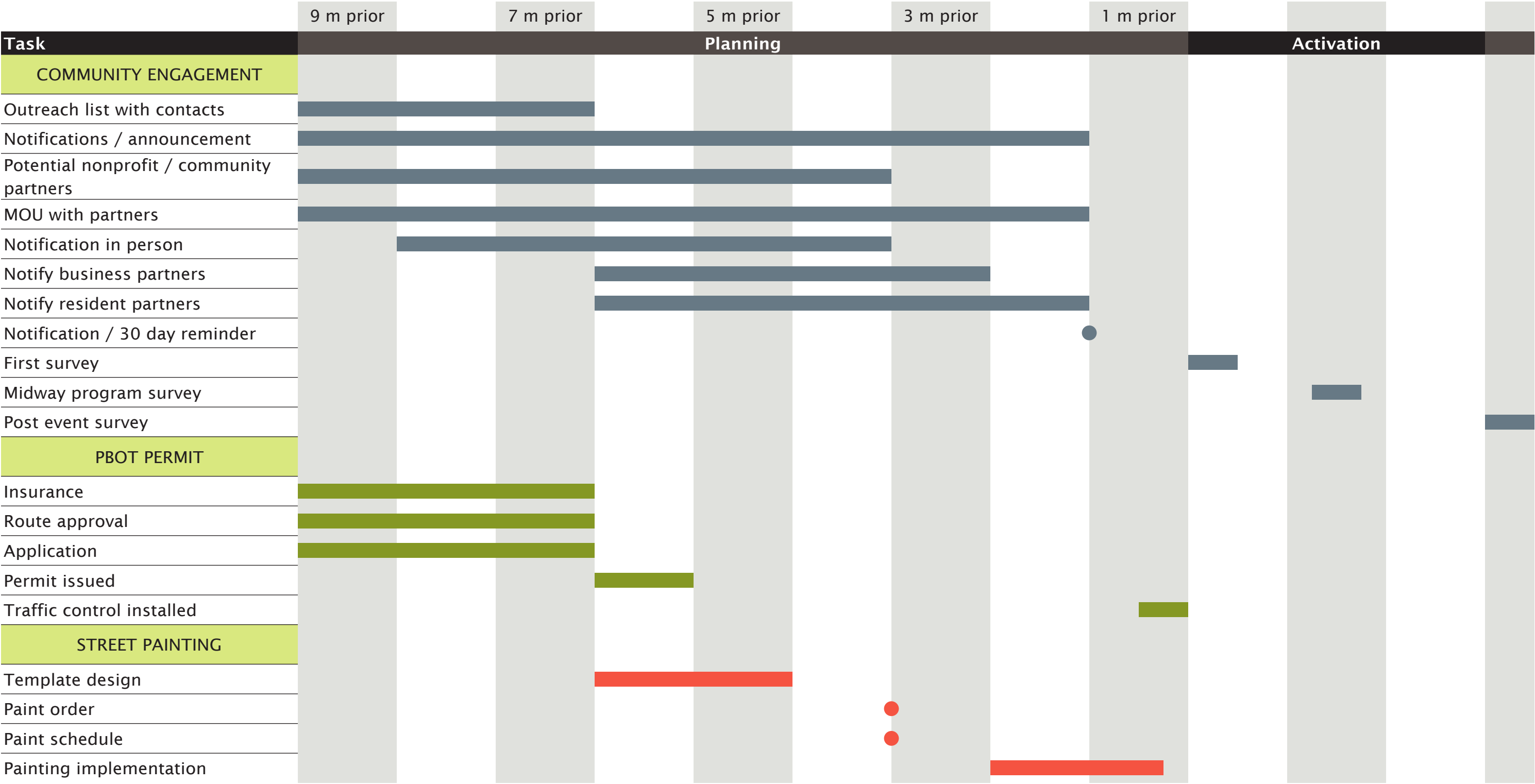
A wide breadth of partnerships will be necessary to bring the pilot project to life. The necessary partnerships can be categorized into city bureaus, community organizations for programming and maintenance (ESDs, FOGL, etc.), and adjacent property owners and businesses for activation.

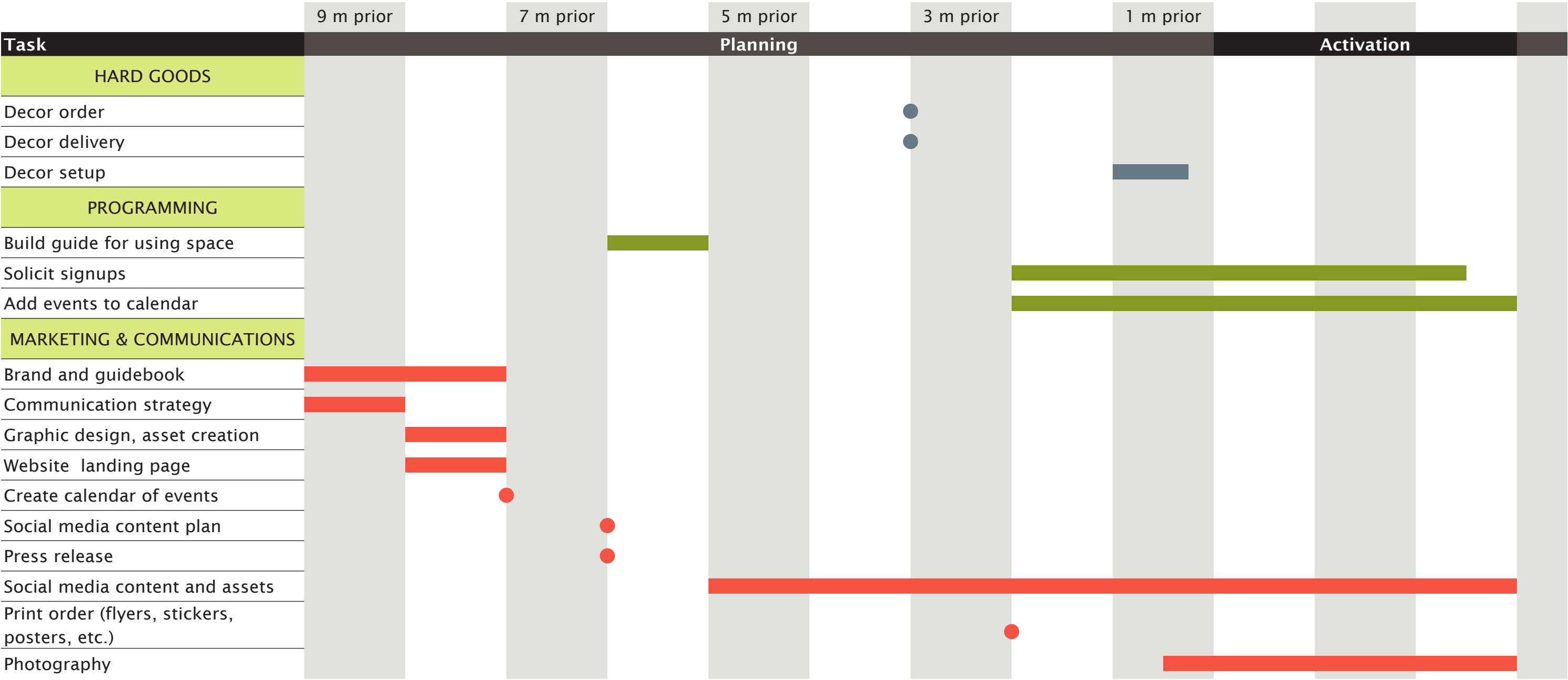
- Government bureaus impacted and needed for project execution
- PBOT
 - Public realm planner
 - Traffic engineers
 - Special events program coordinator
 - BikeTown
 - Sunday Parkways team
- Prosper Portland
 - Events and film office
 - Development & investment team
 - Small business office
- Portland Fire Marshal
- Public Environment Management Office (PEMO)
- Portland Police Department
- Arts & Culture
- Parks and Recreation
- Public Events

Other community organizations can be engaged to assist in activation but will need to apply for event permits through PBOT, PP&R, PF&R, and the noise office as necessary.

Project Timeline

The planning for the pilot project should start at least 9 months in advance of the proposed activation date. The pilot on paper planning is based on a 3-month event.





Community Engagement Plan

Engaging with the community along the route is critical to the success of the project. Notifying businesses and residents along the route is required for street closure. The notices and additional community surveys can serve as an opportunity to gain support from the project neighbors.

Surveys should include a description of the project with links to relevant sources and the event calendar, project contact information, and resources for how to participate.

OUTREACH

- Notifications of the project
- Participation interest forms
 - Mailers with survey
 - Emails
 - In-person conversations
- Audience
 - Property owners
 - Business owners
 - Residents
 - Business associations
 - Neighborhood associations
 - Potential partners and sponsors within a four-block radius of the route

NOTIFICATION

PBOT, PP&R, and the Noise Compliance Office require notification and tracking of events happening adjacent to their properties, businesses, or residences.

Resources like Portland Maps, Neighborhood Associations, and building managers can be helpful for finding contacts.

SUGGESTED SURVEY QUESTIONS:

First survey

- Have you heard about the Green Loop project?
- Have you visited a city with an urban trail project?
- Will you visit the Green Loop pilot activation?
- Do you have any questions or concerns about the project?

Additional questions for businesses:

- How has foot traffic been over the past year?
- Do you think the Green Loop pilot project will bring additional foot traffic to your business?
- Would you like to participate in the project? If yes, how would you like to participate?
 - Sidewalk sale or outdoor workshop
 - Outdoor seating and/or games
 - Decor in windows or outside the building
 - Other

Midway survey

- Have you visited the Green Loop pilot activation?
- Do you have any questions or concerns about the project?

Additional question for businesses:

- Have you noticed an increased number of visitors?

Post-event survey

- Did you visit the Green Loop pilot activation?
 - If yes, how often?
 - If no, why not?
- Do you have any questions or concerns about the project?

Additional question for businesses:

- Did you notice an increased number of visitors?

Budget

The budget for the pilot on paper considers a 3-month, 23-block activation and is based on the proposed route plan.

Item	Notes	Budget
INFRASTRUCTURE		
Barricades	\$500/set of 6/block for 3 months	\$11,500
Temporary traffic signals	\$550/signal/month, estimating 3 along proposed route	\$1650
Street pole flags & supports	\$800/block, one-time cost for products, assuming 4/block	\$18,400
Flag installers	Estimated \$4000 for installation, \$2000 for removal	\$6000
Storefront decor	Window decals, etc. \$100 decal kits for 50 building storefronts	\$5000
Wayfinding signs	\$100 for sign and \$200/install sign	\$2100
Subtotal		\$44,650
PROGRAMMING & DESIGN		
Paint	\$9550/block paint & pressure washing, estimating 6 blocks	\$57,300
Supplies	\$500/block, estimating 6 blocks	\$3000
Painters	\$1000/block, estimating 6 blocks	\$6000
Subtotal		\$66,300
MAINTENANCE		
Monthly cleaning	Estimate \$1800/month (3 hours/day at \$20/hour)	\$5400
Replacement / repair costs		\$1000
Solve cleanups	\$1500/cleanup, recommend once after first and second month	\$3000
Insurance	Monthly liability cost \$120	\$1440
Subtotal		\$10,840

Item	Notes	Budget
COMMUNICATIONS, MARKETING, & PRINTING		
Branding & guidebook	Includes designs for flags and street painting	\$3500
Printing	Includes signage, flyers, brochures, etc.	\$500
Website	Landing page include event calendar and directory of businesses near the route	\$600
Giveaways	Estimate 2000 bandannas for \$5000 and 6000 stickers for \$3500	\$8500
Subtotal		\$13,100
STAFFING		
Project manager		\$30,000
Development / sponsorship manager		\$22,500
Accounting		\$22,500
Social media manager	\$200/hour	\$8000
Graphic designer	\$100/hour	\$3000
Copy editor	\$150/hour	\$2000
Communications manager	\$200/hour	\$2000
Website manager	\$200/hour	\$6000
Security	Private security is \$30/hour, estimate 7am-11pm every day	\$43,200
Subtotal		\$139,200
TOTAL BUDGET		\$274,090

Potential Funding Opportunities

Funding will be essential to launch the pilot project and support marketing efforts. Potential funding sources include grants and sponsorships. Sponsors should align with the Green Loop's mission to ensure the project advances the goals of all involved partners.

POTENTIAL GRANTS

- Community Responsive Grants
- Small Grants for Artists and Arts Organizations
- Visitor Experience Enhancements Grants
- Travel Oregon Competitive Grants
- Community Placemaking Grants

Marketing Plan

The promotion and marketing of the pilot project are vital to its success. Awareness of the project, activities, events, and nearby attractions will attract visitors to the space.

SUGGESTED MARKETING MATERIALS

- Brand guide including assets like fonts, color palettes, and graphics
- Website with route map, event calendar, sample itineraries, business directory, sponsors, and contacts
- Press release
- Social media channels
- Ad buys

Recommended Reporting Metrics

The following metrics can be used to track the goals of the pilot and can be used to support future grant and sponsorship requests.

- Increased sales at businesses along the route
 - A range of business sales
 - Number of participating businesses
 - Number of decor packets given
 - Number of activations hosted by businesses
- Awareness of the Green Loop
 - Number of participants
 - Number of people in the area (a software like Placer AI can be used)
- Improved local perception of downtown
 - Sentiment survey
- Success of internal city partnerships
 - Number of city bureau partnerships
- Overall satisfaction of residents, businesses owners, and partners
 - Feedback survey

APPENDIX

NATIONAL BEST PRACTICES TRAIL SECTIONS

In the case study projects, separate facilities are provided for bicycles and pedestrians to minimize conflict whenever possible. However, the design of the trail sections depends on the width available based on existing conditions, leading to a range of different configurations.

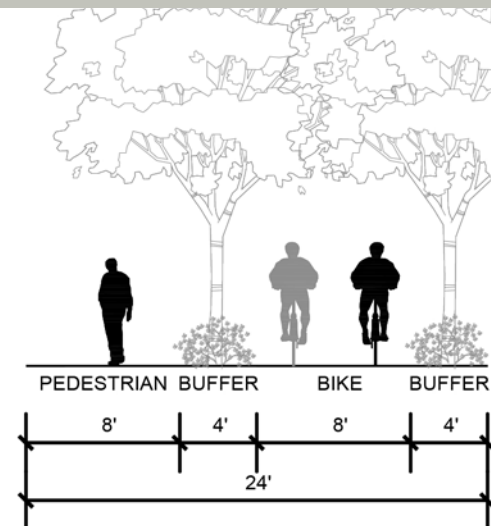


INDIANAPOLIS CULTURAL TRAIL, IN

Separate Bike & Pedestrian Facilities

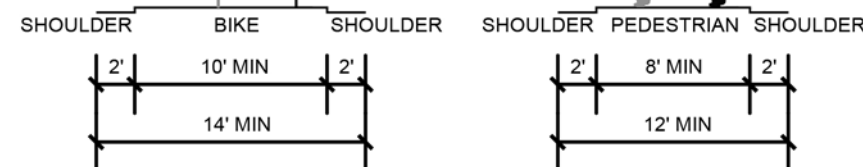
INDIANAPOLIS CULTURAL TRAIL

- The trail was built in existing right-of-way. Space for the trail was gained by reducing existing lane width.
- Separate bicycle and pedestrian facilities are used on a little less than half of the trail.
- Basic standards for separated facilities are 8 feet wide paths with 4 feet of buffer between facilities and 4 feet between the bike facility and the curb line.



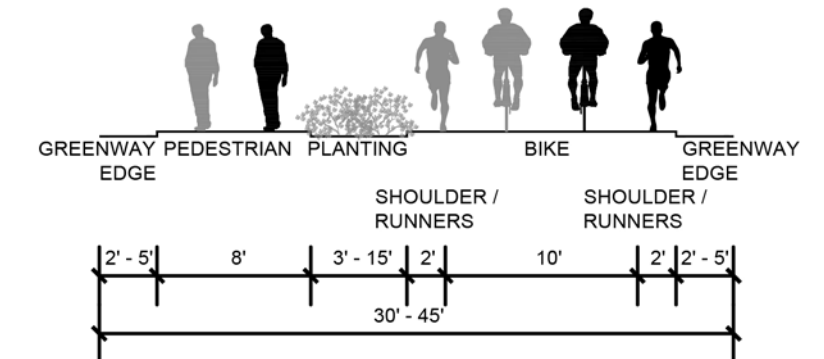
THE UNDERLINE

- The trail is being built under existing MDT guideway structure. The corridor varies between 70 and 170 feet.
- Typically, bicycle and pedestrian facilities are physically separated by planting or recreation.
- A minimum width of 10 feet is provided for bicycles with an additional 2 feet of buffer on either side. A minimum of 8 feet is provided for pedestrians, including runners and rollerbladers.



JOE LOUIS GREENWAY

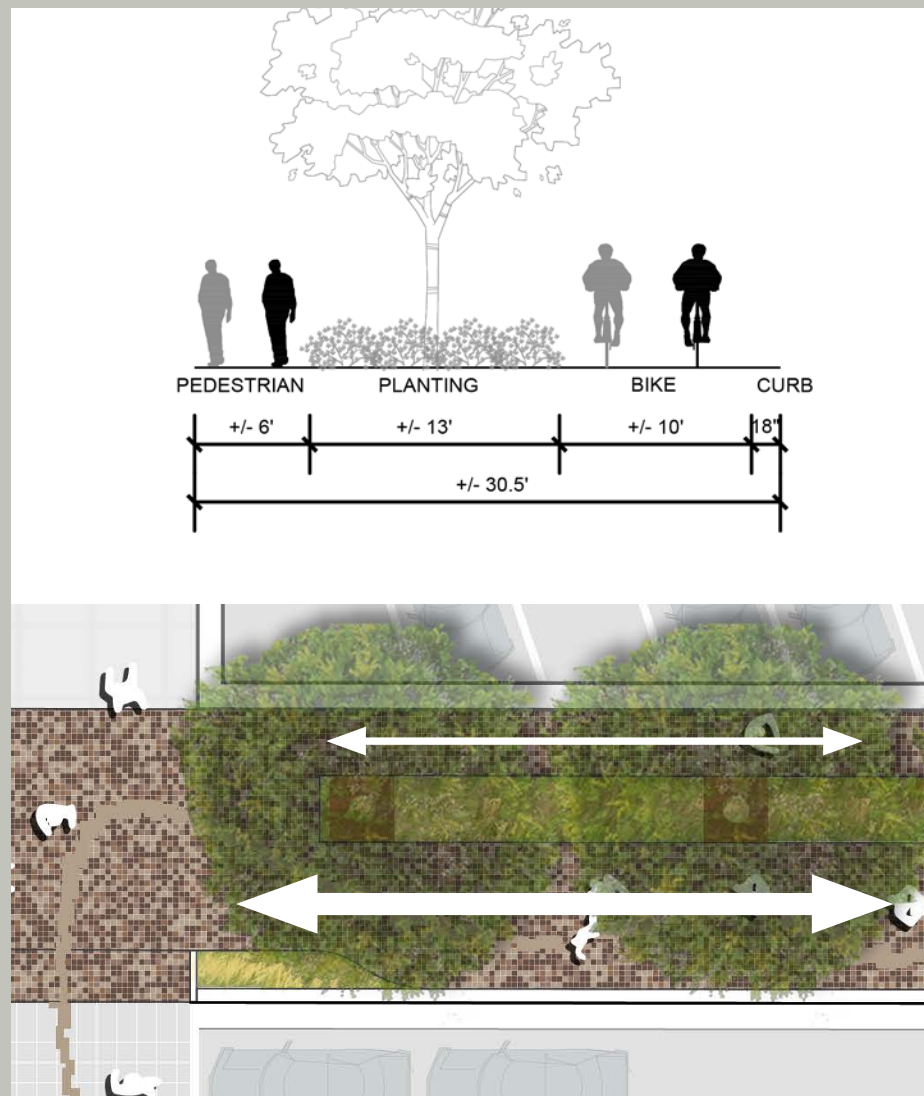
- The trail is being built on former railroad property.
- Typically, bicycle and pedestrian facilities are physically separated.
- 8 feet is provided for pedestrians.
- 10 feet is provided for bicycles, with 2 feet of buffer on either side intended for runners.
- Pedestrians and bicycles are separated by a 3 to 15 foot zone for landscape and amenities.



Separate Bike & Pedestrian Facilities

DENVER 5280

- The trail will be built on existing underutilized streets.
- The trail section for each block will depend on existing conditions. Protecting existing trees is a priority.
- The design guidelines provide two options for situations where the trail splits around existing trees. In one option, the two paths are different widths and there are designated pedestrian and bike facilities with 10 feet for bikes and 6 feet for pedestrians.



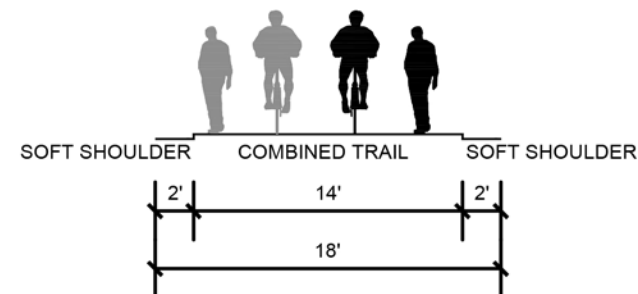
SALT LAKE CITY GREEN LOOP

- The trail will be built in existing 132 feet right-of-way.
- Although the right-of-way is wide, public utilities are spread out underground and have required offsets for trees, creating constraints for design.
- The intentions is for bicycle and pedestrian facilities to be separate, but the section will depend on where green space can be added with minimal conflict with and relocation of utilities.

Shared Bike & Pedestrian Facilities

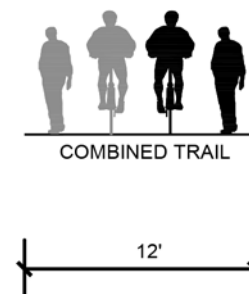
ATLANTA BELTLINE

- The trail was built on a former railway corridor.
- The width of the trail was limited by plans for future transit and, in some cases, grade. Now, some argue the space reserved for transit should instead be used for an additional path to separate bicycles and pedestrians.
- The trail was designed at 14 feet wide and is always shared. 2 feet of soft shoulder was later added to either side of the trail to reduce erosion.



INDIANAPOLIS CULTURAL TRAIL

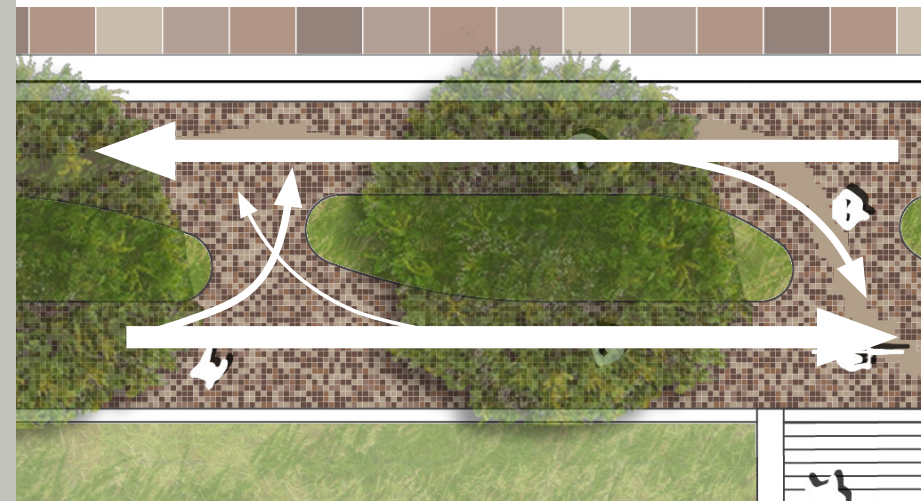
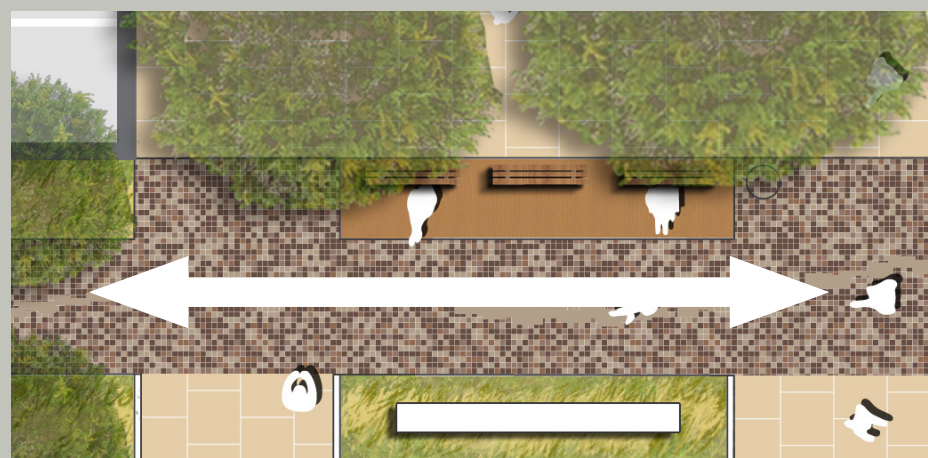
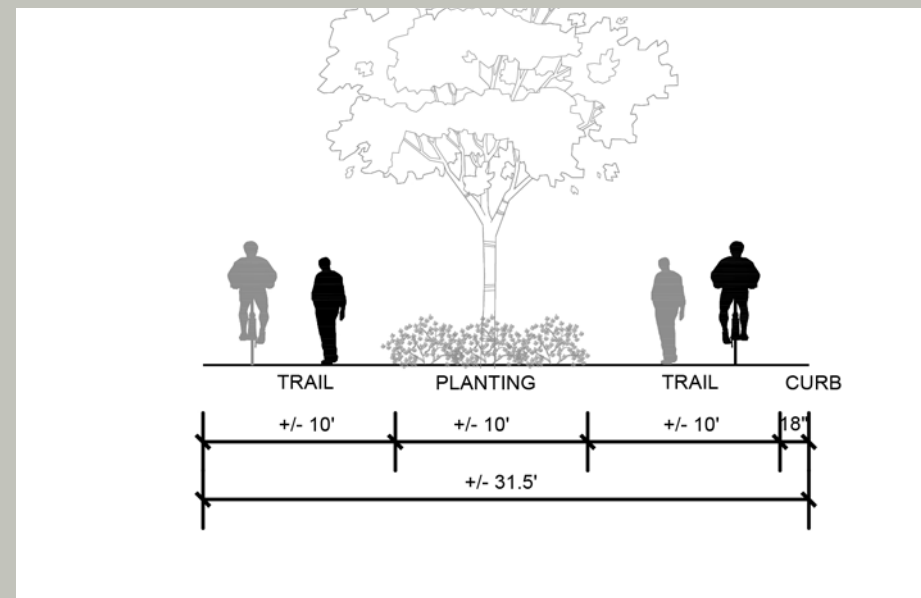
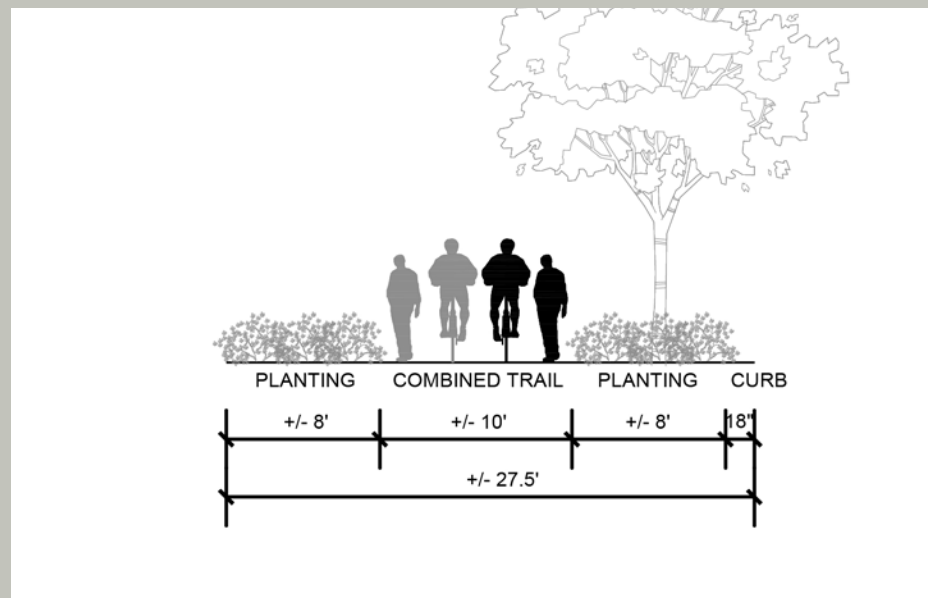
- The trail was built in existing right-of-way.
- A little more than half of the trail has shared space for bicyclists and pedestrians when space is not available for separate facilities.
- 12 feet is the minimum width for a shared facility.



Shared Bike & Pedestrian Facilities

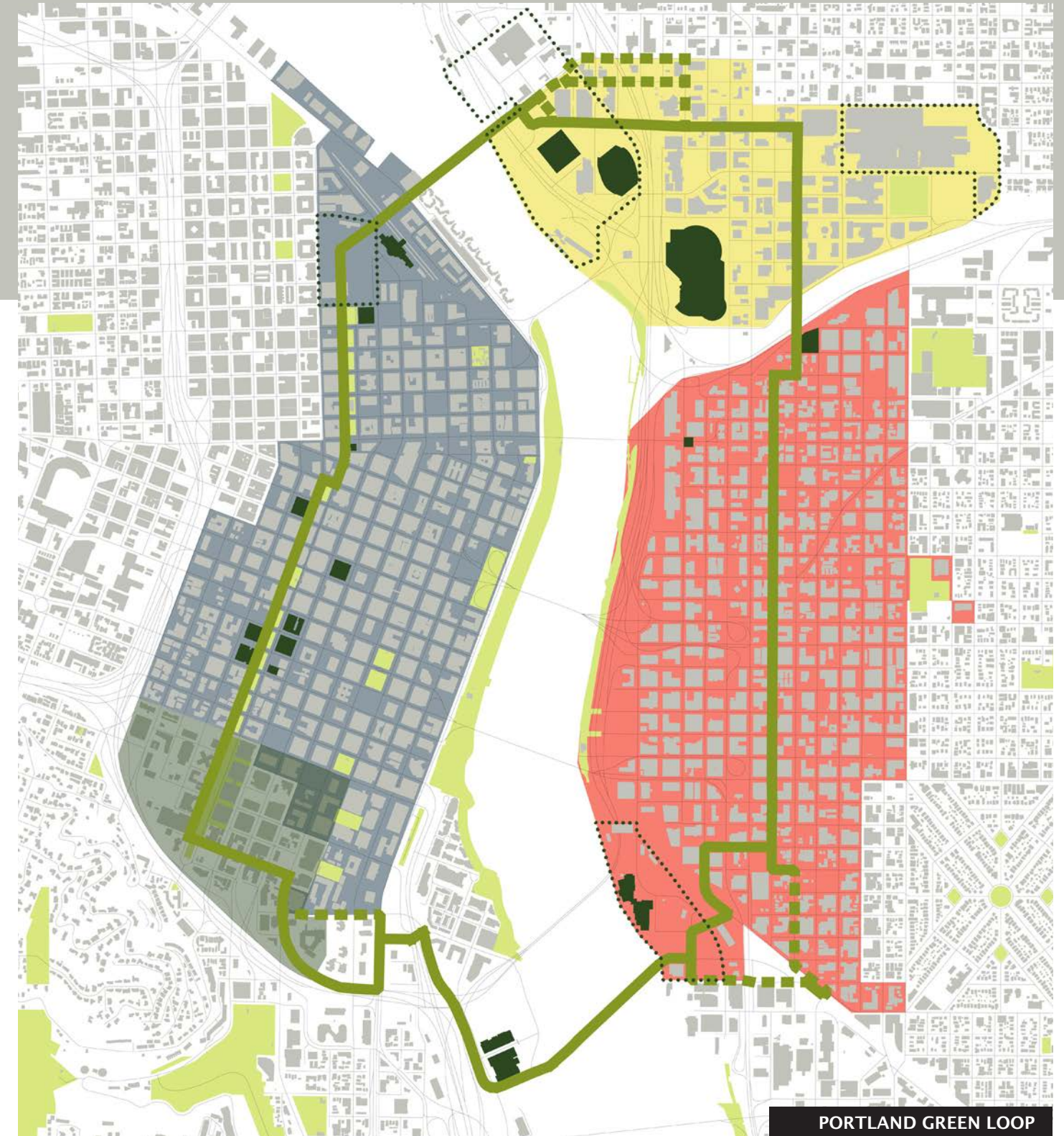
DENVER 5280

- The trail will be built on existing underutilized streets.
- In cases where spaces is limited, the design guidelines suggest multi-use paths at least 10 feet wide with an 18 inch curb between the trail and the street.
- The design guidelines provide two options for situations where the trail splits around existing trees. In one option, the two paths are both 10 feet wide and shared.



FOCUS GROUP PRESENTATION

The following presentation was used to introduce the Green Loop and the scope of the study to the focus groups.



GREEN LOOP

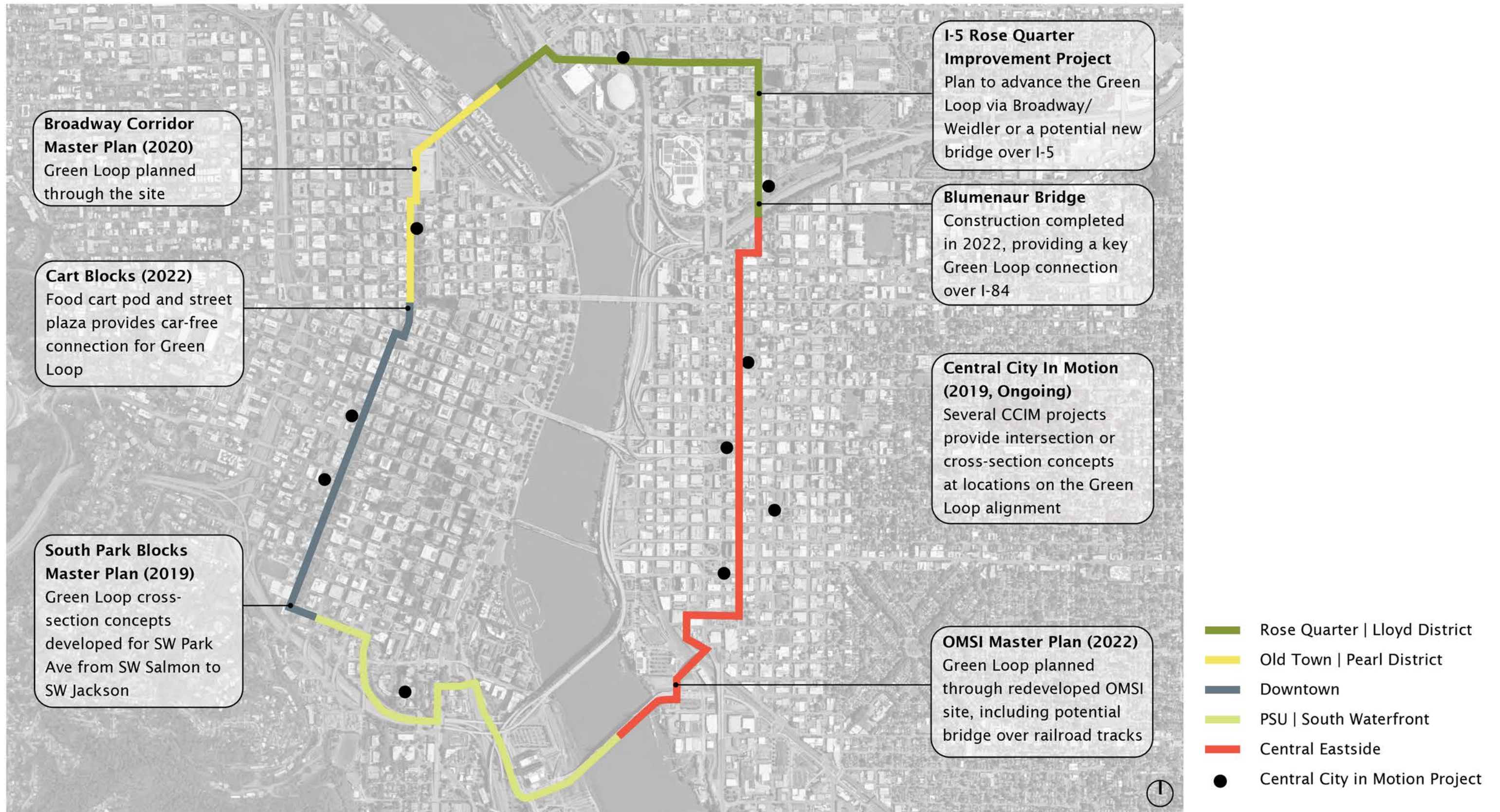
PROJECT INTRODUCTION

CASE STUDY INSPIRATION

DISCUSSION

The Green Loop

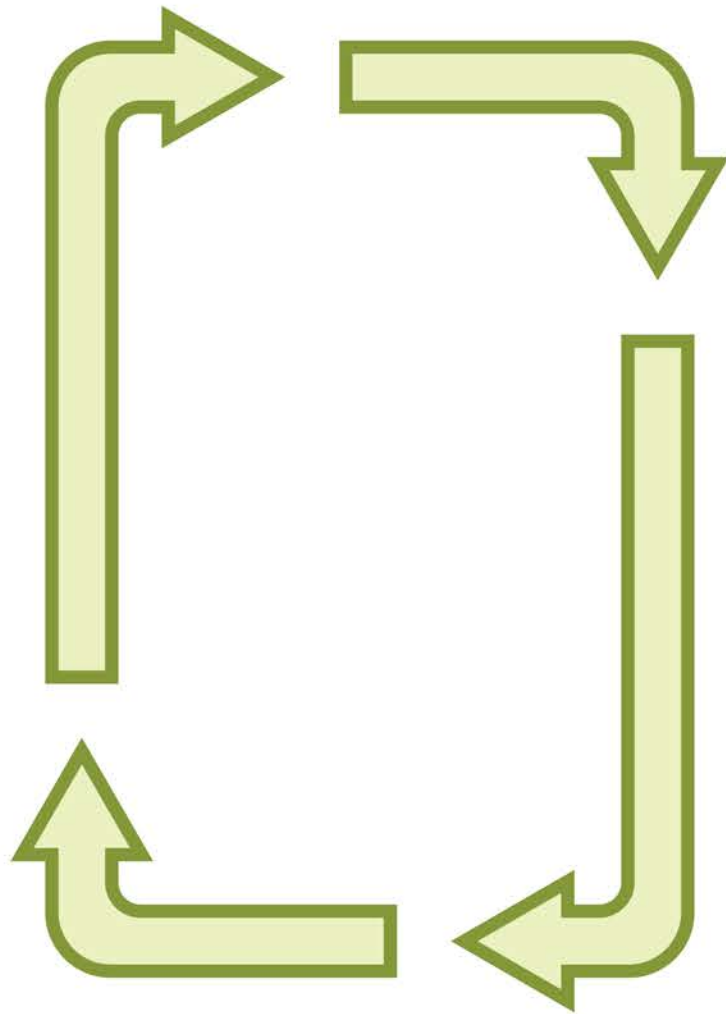
ALIGNMENT



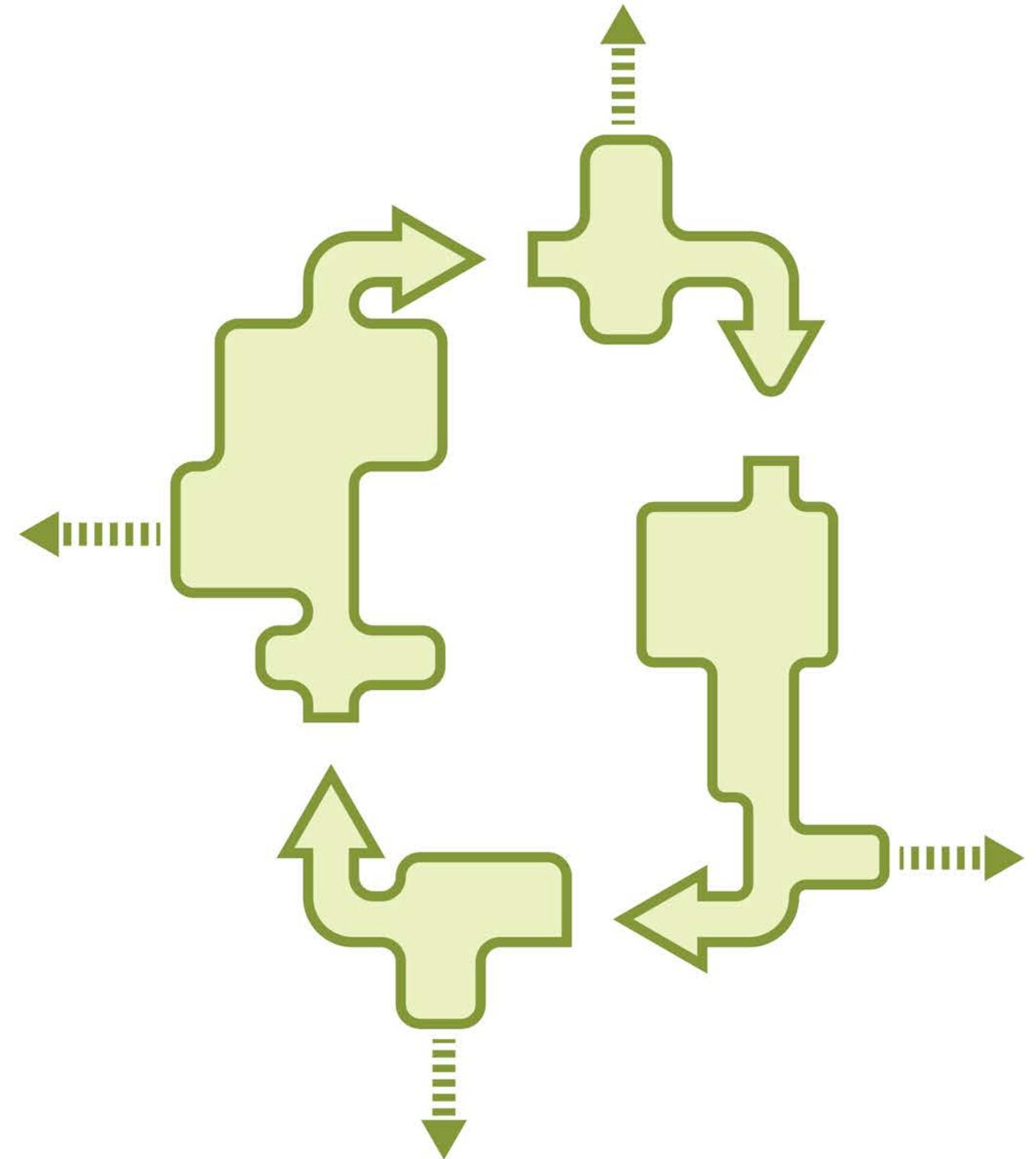
The Green Loop

WHAT IS THE GREEN LOOP?

Not the Green Loop



The Green Loop



The Green Loop

DESIGN PRINCIPLES



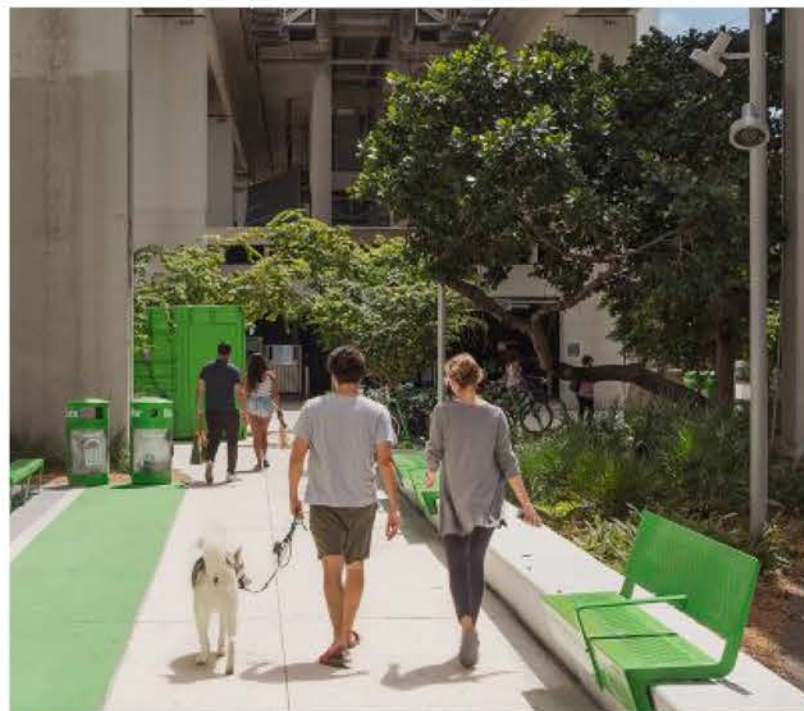
Physical Separation



Connected Canopy



Branding and Identity



Creative furnishing design



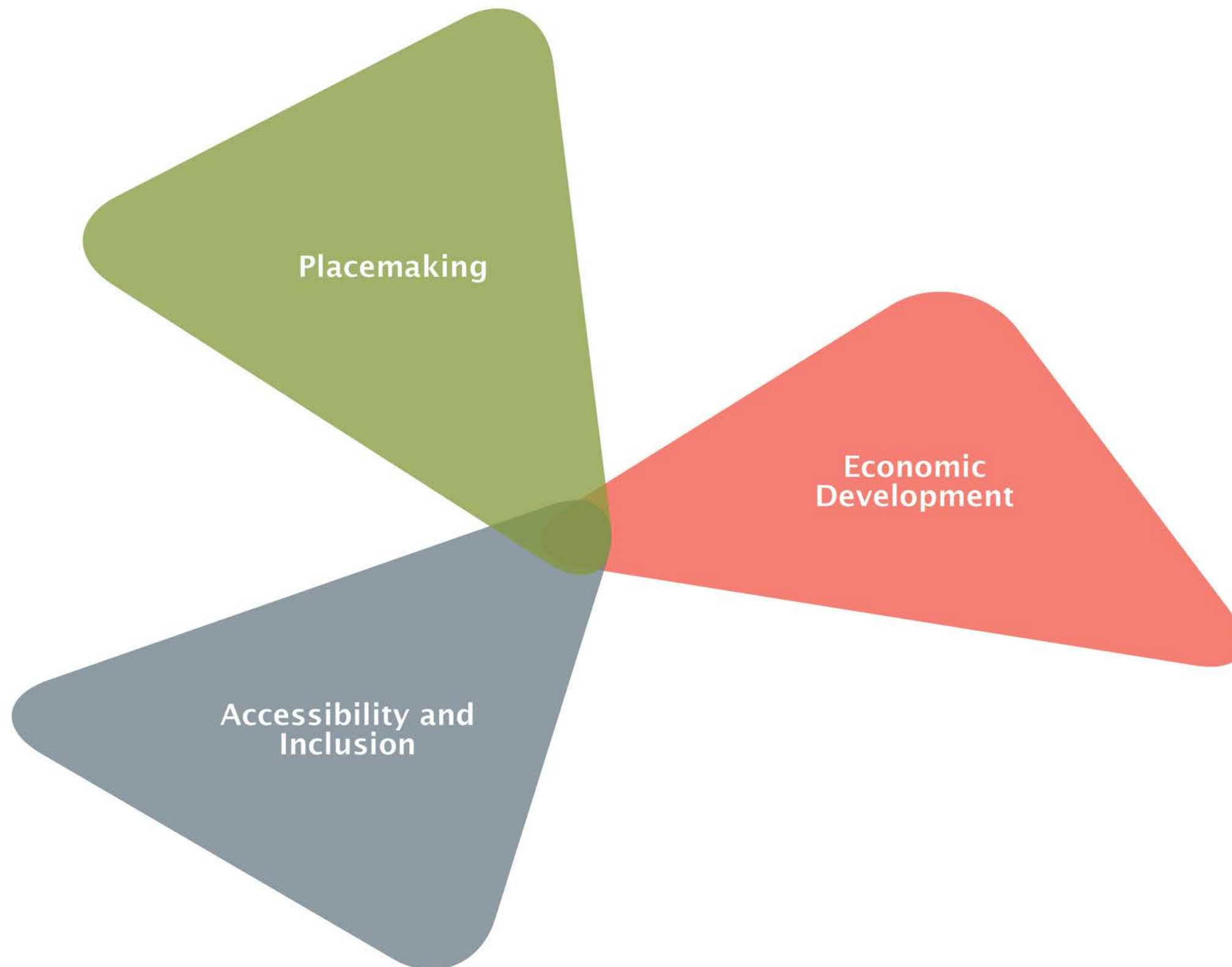
Building Orientation



Walking, jogging, biking

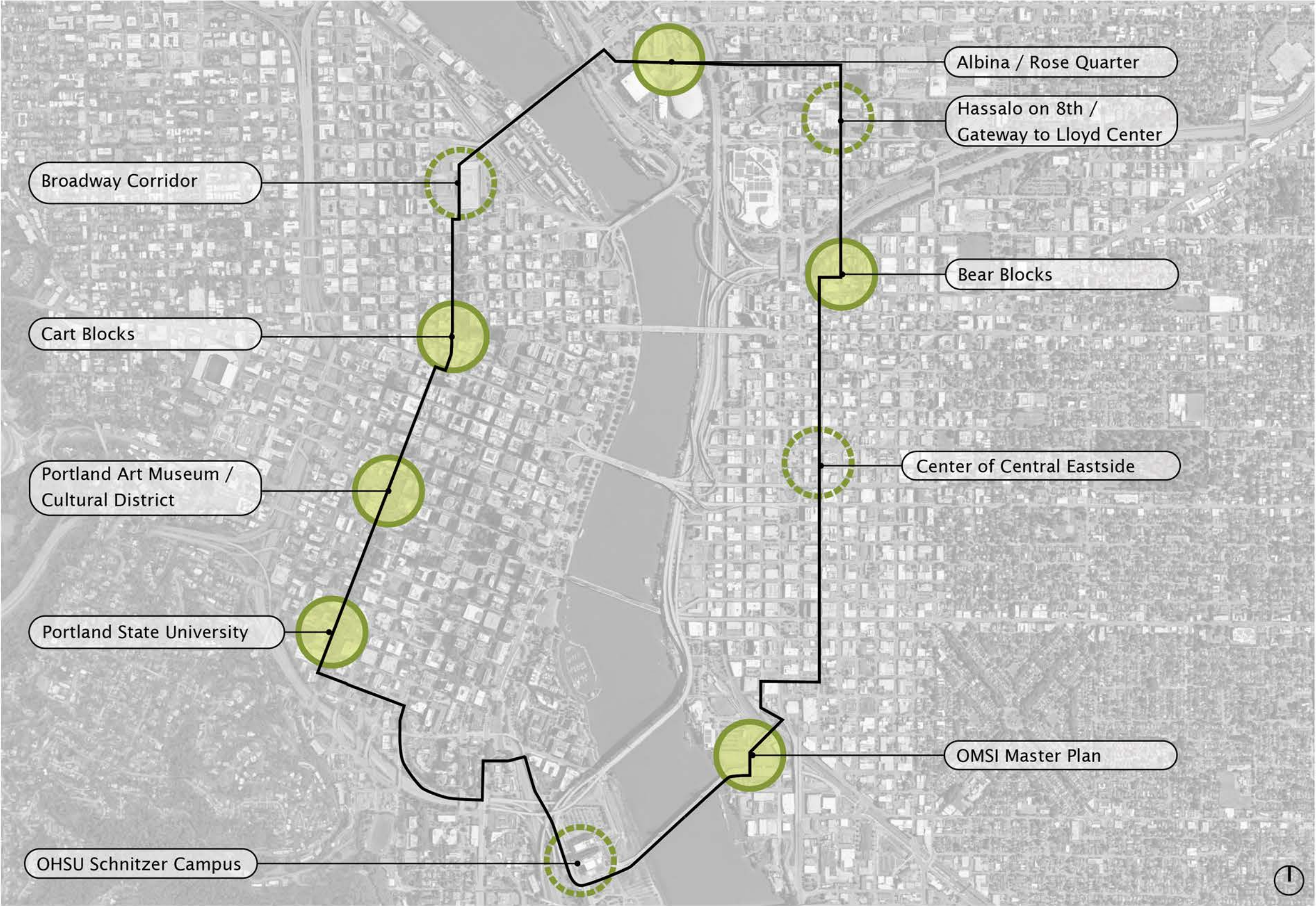
The Green Loop

GOALS



The Green Loop

ATTRACTIONS AND OPPORTUNITIES



GREEN LOOP
PROJECT INTRODUCTION
CASE STUDY INSPIRATION
DISCUSSION

METRO 2040 PLANNING AND DEVELOPMENT GRANT

The vision for the Green Loop requires a concrete, coordinated and **committed approach to management and activation** with **defined roles and responsibilities**.

Project to result in an **implementation strategy** to guide the **phased build out, ownership, operations, and programming** of the Green Loop in a manner that creates **vibrant active destinations** that feel welcoming and reflective of a broad range of Portlanders and offers **equitable economic opportunities**.

ACTIVATION AND EVOLUTION



Sunday Parkways

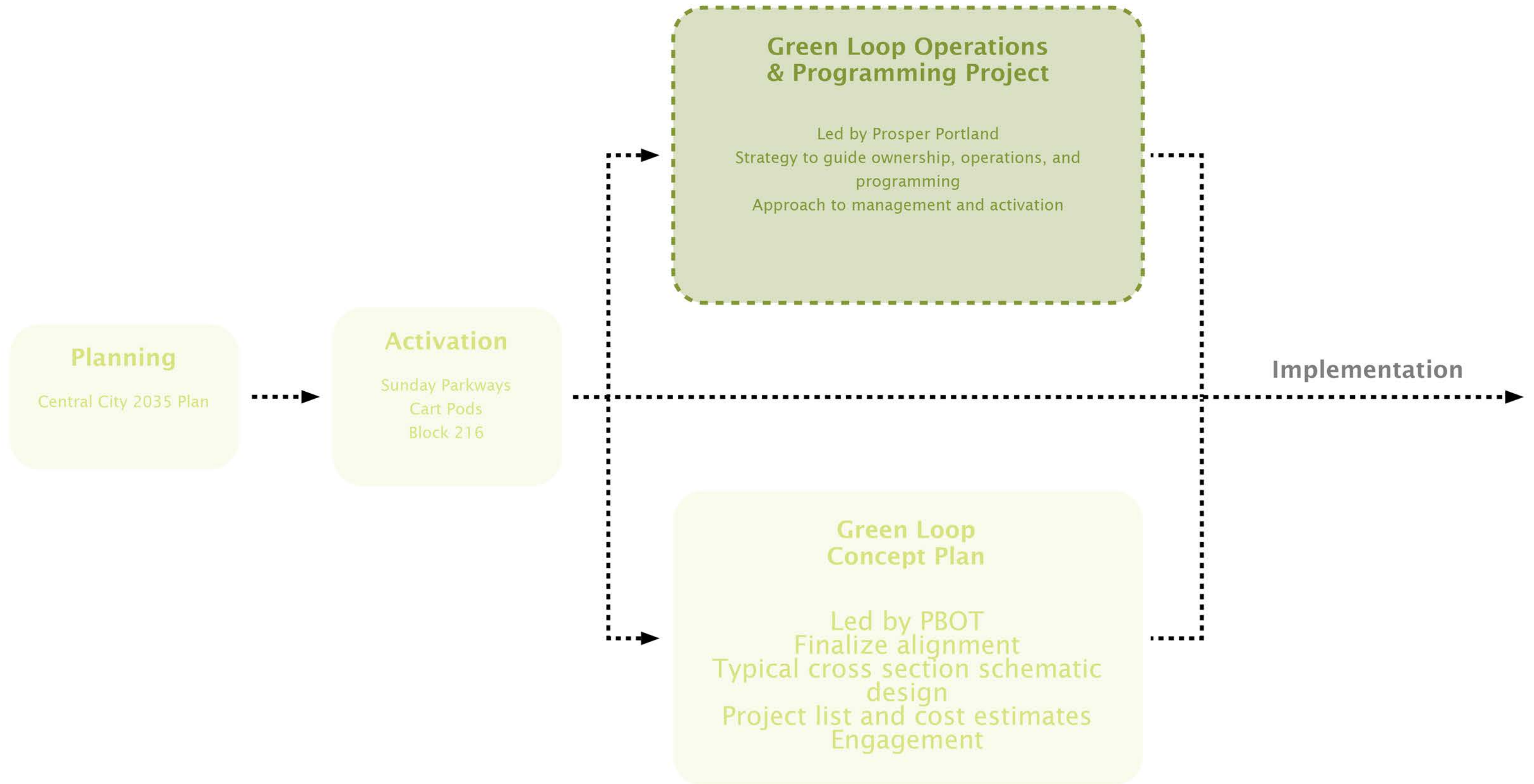


Block 216

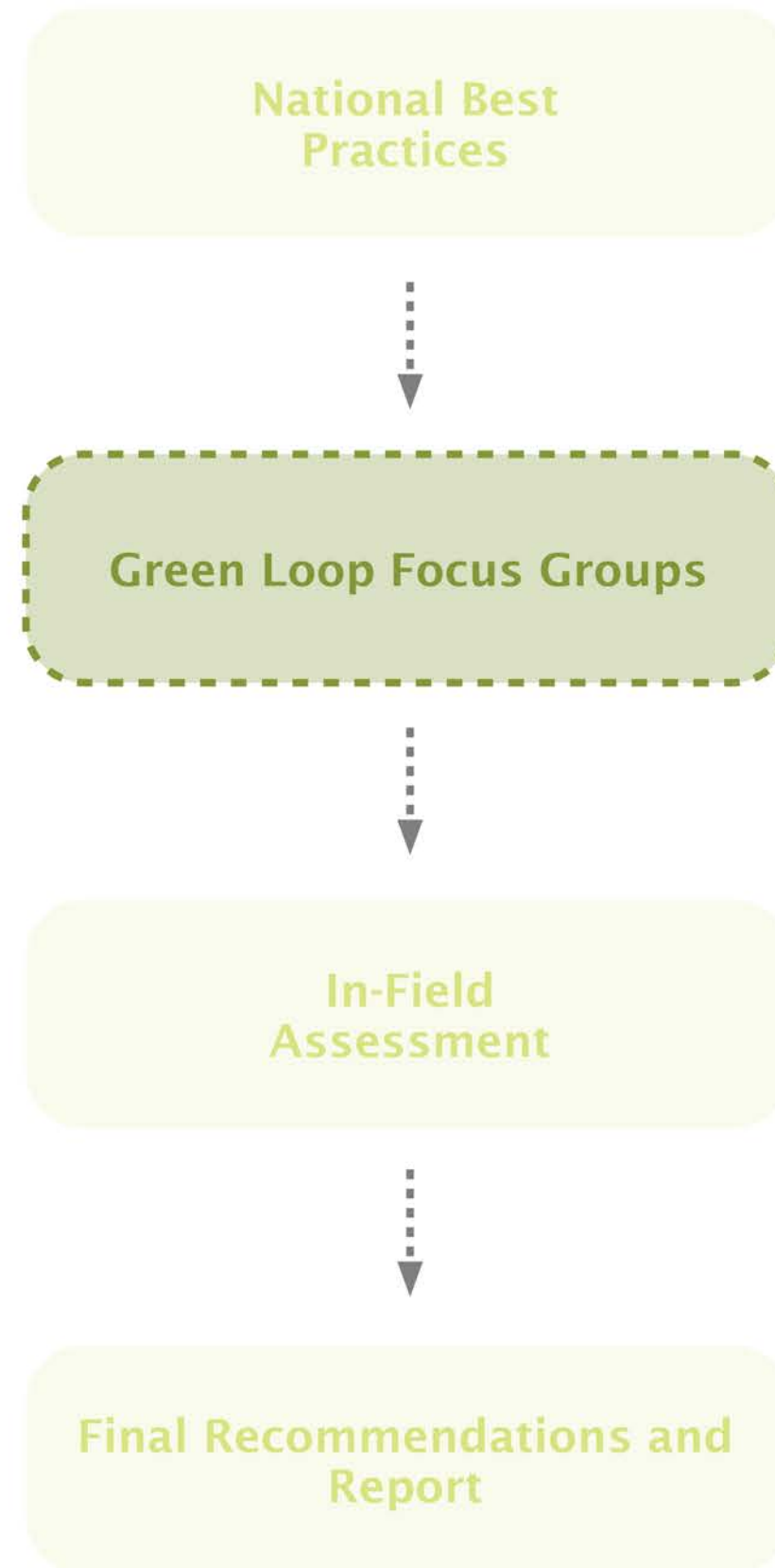


Blumenauer Bridge

SCOPE OF STUDY



PROJECT PHASES



GREEN LOOP
PROJECT INTRODUCTION
CASE STUDY INSPIRATION
DISCUSSION

HEALTH & WELLNESS PROGRAMMING



Walk, Talk, and Coffee Social

THE UNDERLINE

“Movement, making new friends and connecting with The Underline’s mission to transform regional mobility, resilience and community”

- Sponsored by Florida Power & Light Company
- Managed by Friends of The Underline
- The Underline team joins the group and shares updates



Free Fitness

ATLANTA BELTLINE

“Remove barriers and promote active lifestyles for individuals of all ages, fitness levels, and backgrounds”

- Supported by Delta, Harry Norman Realtors, Kaiser Permanente, Northside Hospital, and Ponce City Market
- In partnership with Resurgens, ATL Parks & Rec, Smart Studio, Azul Arc, and the American Heart Association
- Atlanta Beltline pays stipends to instructors
- More than 300 classes in 2023

EDUCATIONAL PROGRAMMING



Tree Tour

ATLANTA BELTLINE

“Guided walks through the botanical and historical points of interest on the trail”

- Partner and organizer: Trees Atlanta and Atlanta Beltline Arboretum
- Funded by corporate charity programs: Amazon, Kroger, Target
- Tours offered year round with volunteer docents sharing talking points on native plants, architecture, history, and more



Storytime at The Underline

MIAMI UNDERLINE

“An educational experience investing in childhood literacy through the celebration of books and great storytelling”

- Partnership/Sponsored with Books & Books
- Managed by The Underline
- Teen volunteers read to children with different reading themes selected for each month

ARTS & CULTURAL PROGRAMMING



Lantern Parade

ATLANTA BELTLINE

“Anyone with a lantern is invited to light up the Atlanta Beltline corridor by walking in the parade”

- Sponsored by large corporate partners and local government
- Most significant event managed by Atlanta Beltline team
- Debuted on the Atlanta art scene in 2010 and has grown from a few hundred participants to tens of thousands



Viernes Cultural: Latin Night

INDIANAPOLIS CULTURAL TRAIL

“Monthly celebration of Latin culture with live music, dancing, and food”

- Sponsored by Indiana Donor Network, Indy Arts Council, and The Penrod Society
- Managed by Indianapolis Cultural Trail in partnership with the City of Indianapolis
- Family friendly event with local bands and free dance lessons

GREEN LOOP
PROJECT INTRODUCTION
CASE STUDY INSPIRATION
DISCUSSION

DISCUSSION

How can the Green Loop be an amenity for you?

What kind of programs/activities would you want to host/participate in along the Green Loop?

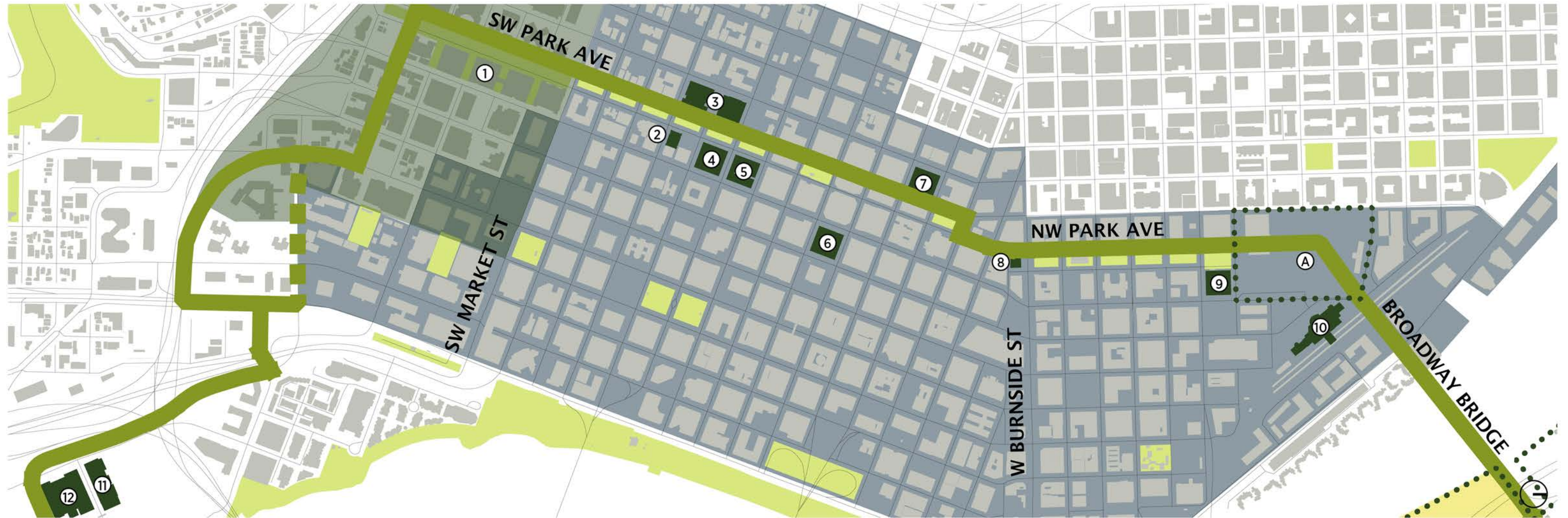
How do you envision public and private partners working together?

Who else should be engaged in Green Loop operations and programming?

Questions/concerns?

The Green Loop

WESTSIDE FOCUS GROUP



ATTRACTIONS

- | | |
|---------------------------------|-------------------------------|
| ① PSU | ⑦ Ritz Carlton / Flock |
| ② Oregon Historical Society | ⑧ Cart Blocks |
| ③ Portland Art Museum | ⑨ Pacific NW College of Art |
| ④ Portland 5 | ⑩ Union Station |
| ⑤ Arlene Schnitzer Concert Hall | ⑪ Center for Cancer Research |
| ⑥ Pioneer Courthouse Square | ⑫ Collaborative Life Sciences |

MASTER PLAN AREA

- Ⓐ Broadway Corridor / USPS Site

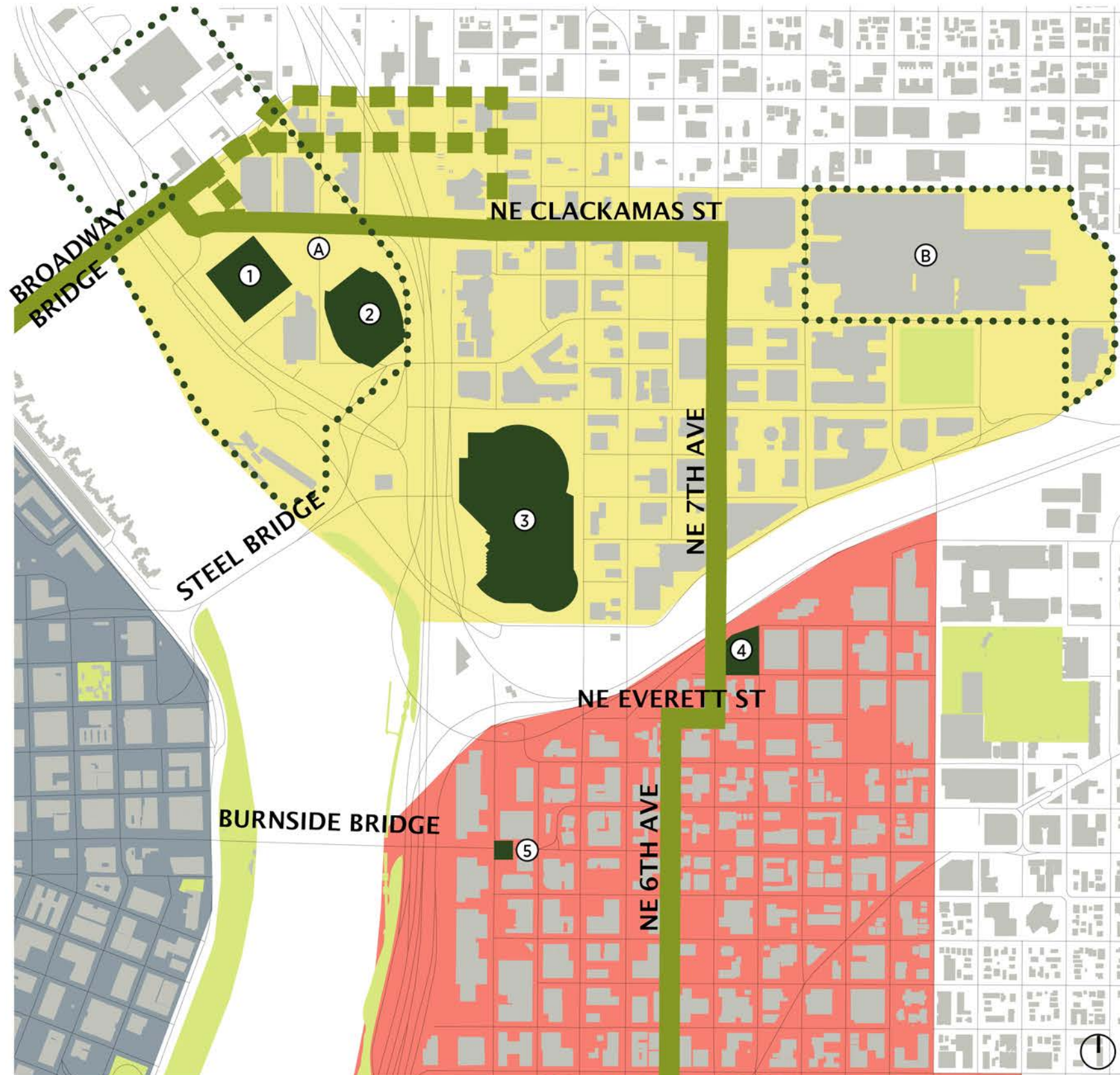
ENHANCED SERVICES DISTRICT

- Downtown Clean & Safe

- Preferred Green Loop alignment
- Alternate Green Loop alignment
- Parks and open space

The Green Loop

ALBINA / LLOYD / ROSE QUARTER FOCUS GROUP



ATTRACTIONS

- ① Veterans' Memorial Coliseum
- ② Moda Center
- ③ Oregon Convention Center
- ④ Bear Blocks
- ⑤ Burnside Skatepark

MASTER PLAN AREA

- (A) Albina Vision Trust
- (B) Lloyd Center Redevelopment

ENHANCED SERVICES DISTRICT

- Lloyd ESD
- Central Eastside Together

- Preferred Green Loop alignment
- Alternate Green Loop alignment
- Parks and open space

The Green Loop

OMSI / CENTRAL EASTSIDE FOCUS GROUP

