



PORTLAND OFF-ROAD CYCLING MASTER PLAN

Project Advisory Committee Meeting #2

Meeting Summary

MEETING DATE: THURSDAY, FEBRUARY 25, 2016

LOCATION: BUREAU OF PLANNING AND SUSTAINABILITY, 1900 SW 4TH AVENUE, SUITE 2500B, PORTLAND

TIME: 4:00 PM – 6:00 PM

In Attendance

CAC Members Present

- Punneh Abdolhossieni
- Kelsey Cardwell
- Erin Chipps
- Matthew Erdman
- Mike Houck
- Adnan Kadir
- Carrie Leonard
- Torrey Lindbo
- Kelly McBride

- Nastassja Pace
- Bob Salinger
- Evan Smith
- Michael Whitesel

CAC Members Absent

- Jim Owens
- Renee Meyers
- Jocelyn Gaudi

Agency Representatives and Resource Members

- Maya Agarwal, *Portland Parks & Recreation*
- Shannah Anderson, *Bureau of Environmental Services*
- Lucy Cohen, *Portland Parks & Recreation*
- Jennifer Devlin, *Bureau of Environmental Services*
- Astrid Dragoy, *Portland Parks & Recreation*
- Abra McNair, *Portland Bureau of Transportation*
- Matthew Weintraub, *International Mountain Bike Association*

Staff and Consultants

- Michelle Kunec-North, *Project Manager, BPS*
- Lori Grant, *Associate Planner, BPS*
- Kristen Lohse, *Consultant Project Manager, Toole Design*
- Nat Lopes, *Technical Consultant, Hilride*
- Adrienne DeDona, *Facilitator, JLA Public Involvement*
- Jamie Harvie, *JLA Public Involvement*

Audience / Members of the Public

- Stephen Beeb
- Les Blaize
- Ember Breckenridge, *Portland Development Commission*

- Daniel Greenstadt
- Marcy Horn
- B. McGillicuddy
- Catherine Thompson

Overview

- The committee provided input on draft Illustrated vision; learned about City land-owning agencies and goals; provided input on proposed desired outcomes; learned about different facility types and user experiences; and heard public comment.
- The next meeting will be held March 24 and will include additional information on facility typology, the City's current property inventory and follow-up on requested information related to the Parks 2020 Vision and Metro's role as a project partner.

Welcome, Agenda Review & General Announcements

Adrienne DeDona, JLA Public Involvement, welcomed everyone to the meeting and reviewed the agenda. Staff, committee members and agency representatives introduced themselves.

Michelle Kunec-North, BPS Project Manager, explained the process for selecting the committee and the desired committee composition. She said that prior to the call for applications, the City reached out to various community groups to solicit participation. About 60 applications were received. The selection panel included representatives from four Bureaus – Planning and Sustainability, Parks and Recreation, Environmental Services and Transportation.

Applications were reviewed and selected based on criteria, such as:

- Demonstrated a particular expertise
- Represented or brought experiences as trail and park users (not just off-road cyclists but also other users)
- Could contribute perspectives or experiences from groups traditionally underrepresented in public process, in particular communities of color, people with low English proficiency, low-income populations, youth, and people with disabilities
- Demonstrated the interest or ability to work together in a group setting, think creatively about a contentious issue, and help move the process forward

Michelle said the selection panel considered the balance of the committee as a whole in terms of perspectives and representation of various expertise and park users. They also looked for members who may be able to bridge issues and represent a range of interests.

Discussion

- A committee member said that committee was heavily focused on mountain biking. He said that Forest Park had already been through a process that brought together a variety of diverse perspectives; he was concerned that there were some interests that weren't represented as part of the Committee. Michelle replied that there would be a broader community engagement process, which was designed to involve a broad range of voices in the conversation.
- A committee member said he appreciated hearing the selection criteria – that each committee member represents various interests. He said it was an important consideration and agreed that most committee members would have multifaceted opinions.

Adrienne asked for comments/questions on the meeting summary. There were none; Adrienne said the meeting summary was available on the project website.

Committee members made the following general announcements:

- A committee member said he would like to know how interests would be balanced and how committee members would consider previous site-specific planning efforts, which they may not be familiar with. Michelle replied that some of this information would be presented today; agency representatives would help ensure that the current process fits into Portland’s parks and property management systems. Adrienne invited committee members to request any information they felt might need to make decisions.
- The committee member asked whether the process would consider City-owned land outside of the parks system. Michelle answered that it would.

Draft Vision & Project Outcomes

Adrienne presented an illustrated vision based on the Committee’s input at the previous meeting and asked for feedback.

The following input was provided by Committee members, agency representatives and project team members:

- The dogs should be leashed.
- The group discussed the rider in the full face mask. Comments included:
 - This representation is stereotypical and scary to many people.
 - He belongs in the vision but is currently too central.
 - Showing dirt flying is not positive.
 - This process will not look solely at people riding on trails; other facility types exist and will be considered.
 - The largest thing in the illustration should represent the goal of the planning process and the most shared ideas between all of the Committee feedback from the exercise. He thought the content around “world class,” “diverse & inclusive”, and “healthy people” were the most important
- Not all bikers are wearing helmets.
- Need to represent the natural experience; should show a mountain with a trail.
- Show diversity, including people of various race, color and ages.
- Include a representation of government and/or funding.
- Include a Great Blue Heron.
- The group discussed the idea of “world class” and what it means to them.
 - This should refer to a world-class system; parks, trails, natural areas, and recreational opportunities – of which a component would be the off-road cycling system.
 - Want a world-class process.
 - Want a world-class cycling system that draws cyclists to the region.
 - Be aspirational but be realistic. The idea of a world-class system might set us up for failure. Funding is lacking and already being cut for other recreational and natural resource preservation programs.
- The trail is too close to the wetlands at the top
- Typography could be clearer; current hand-written type is hard to read.
- Include the word “integrate” rather than “balance” – integrate the interests of the off-road cycling advocates with other needs and uses.
- Include competitive cycling; add number to a rider.
- Keep pump track – positive image showing kids having fun.

Adrienne invited committee members to send further feedback to the project team via e-mail following the meeting if something else came to mind. She indicated that an updated illustration would be presented at the next meeting.

City Goals, Bureau Missions & Properties

Michelle presented the City's broad over-arching goals: Equity, Human Health, Environmental Health, and Economic Prosperity, and explained how they relate to the Off-Road Cycling planning process (presentation included as appendix).

Michelle explained the City's property ownership structure. She said that eight City Bureaus own property. Four of the Bureaus own properties where recreation may be possible and these Bureaus are included in the Off-Road Cycling process: Portland Parks & Recreation, Bureau of Environmental Services, Portland Water Bureau, and Portland Bureau of Transportation. Representatives from each of agency presented overviews of their land ownership. Presentations are included as appendixes to this summary.

Maya Agarwal, Planner with Portland Parks & Recreation (PPR), explained that PPR owns 12,000 acres, which includes 8000 acres of natural areas, 200 developed parks and 180 miles of natural surface trails. She reviewed PPR's mission and key services. She explained that a key challenge is developing recreational opportunities for a large, diverse population while considering dynamic interests and needs. She said that the first priority of PPR's natural area properties is to maintain their ecological health. Therefore, they are only allowed to provide recreational resources when it is compatible with ecological health.

Shannah Anderson, Bureau of Environmental Services (BES), explained BES's mission and services. She said BES owns 500 properties totaling 1,200 acres, as well as a variety of easements. They have purchased more than 450 acres of natural areas, often in partnership with other Bureaus. Many natural properties are aquatic or riparian areas, purchased to protect and restore them to their natural function. Shannah noted that BES is not a land management Bureau, so they rely heavily on PPR to help manage the natural properties.

Michelle presented on behalf of the Portland Water Bureau (PWB), whose representative was absent. She presented the PWB mission statement and said that PWB owns more than 1,000 acres of property, mainly used as locations for infrastructure. She noted that some sites, such as reservoir areas, are compatible with recreational uses and are managed in conjunction with PPR. She said that any recreational development must be consistent with the PWB's core mandate to deliver drinking water.

Abra McNair, Portland Bureau of Transportation (PBOT), presented PBOT's mission and key services. She explained the types of facilities that PBOT manages and that they usually own small parcels of right-of-way. She said PBOT's best contribution to the off-road planning process would be helping to make connections and/or purchasing short sections of right-of-way. She said she was excited about extending the network and developing a safe and connected system.

Discussion

- A committee member pointed out that PPR's Vision 2020 recognized the need for quiet contemplation in nature – not recreating in the traditional sense but sitting and interacting with nature. He said that being in nature has been documented to improving human health.
- A committee member asked for an update on Vision 2020. The PPR agency rep said they could make a presentation at the next meeting.
- A committee member asked to see a map of all the City properties together. Michelle replied that this is a core part of the Off-Road Cycling process. She said they currently have one but it is not easy to interpret. The project team is working on it and will bring it to the next meeting.
- The committee member asked what was the difference between a natural area and a park, and whether there were trails in the natural areas. The PPR agency representative replied that recreational properties, such as Laurelhurst Park, are managed specifically for recreation. Natural areas are managed firstly for ecological health.

Each natural area is unique and some include recreation; Whitaker Pond and Forest Park are examples of natural areas that include recreation features.

- A committee member said that Metro owns a significant amount of property and asked why they were not included in the process. He said it was important to include them to consider the regional context. Michelle replied that they participating as an agency representative but that person was absent tonight.
- A committee member requested that Metro provide a similar presentation as to their role in the project and an overview of the properties that they manage. Adrienne said this could be done at the next meeting.
- A committee member said he would like to talk about how to protect areas that are currently being used for recreation that may not be official recreational sites and that could be in danger of being supplanted. He gave the example of the Peninsula Crossing Trail on land owned by the Water Bureau. Shannah said that this was a good time to talk about this because a new application process was being implemented. Adrienne said that this could be further discussed at an upcoming meeting.

Draft Goals and Objectives

Adrienne said that the project team had put together a set of draft goals and desired outcomes for the process based on the Committee's feedback at the last meeting and outreach done to date. She provided the goals and desired outcomes to the Committee as a handout (attached to this summary) and asked them to review them and discuss in small groups and share their feedback to the larger group.

Feedback included:

- Design with nature: Consider typography, geology, landscape context, habitat.
- Include an underlying theme that the trails are sustainable now and in the future; consider population growth and climate change.
- Expand "Portland parks and open spaces" to also include "public properties" (#6).
- In the community ownership and stewardship section (#6) – add the goal that this is ongoing and robust enough to maintain itself.
- Plan should be realistic in terms of community need (#2 and #5).
- Establish the need for sustainable and thoughtfully designed trails, which has ramifications on environmental quality and financial stability of the trail system (#2, #4, and #5).
- Promote safety and enjoyment of all park users (#4) seems unrealistic. Can't expect to influence all park users in the scope of this plan.
- "Engaging diverse perspectives" should be the primary goal – move to the beginning. Should be incorporated into every aspect of the outcomes and goals.
- In #3, replace the word "considers" with stronger language. Suggestions included "enhance/protect nature and mitigate potential impacts." One committee member said that established governmental procedure is to first avoid, then minimize, then mitigate.
- Establish roles of community groups as part of the role of the City (#1).
- Make it clearer that goals are not in order of priority; include disclaimer and remove numbering.
- Address ageing populations and populations with disabilities.
- Include idea of capacity/quantity/adequacy in serving the communities needs (#5).
- Which guidelines will be used for #3?
- There needs to be a concerted effort to provide transit/access that is equipped for specialty bikes.
- Consider health of people and the environment (#6).

- Many underserved communities don't have access to parks. Are these communities going to want/use or be able to access these facilities? Need buy-in/support and trust of these communities.
- Budgeting/funding needs to be more explicit. Consider current funding policies for parks and recreation (such as priority funding for parks in underserved areas and affordable housing).
- Include the goal of an integrated system.

Facilities Typology & User Experiences

Nat Lopes, Principal Designer with Hilride Progression Development Group, explained his background, saying that he had had the personal and professional opportunities to develop riding facilities as well as explore landscapes across the world. He previously worked with the International Mountain Bike Association (IMBA) before starting his own consulting firm and he had worked in conjunction with all the federal land management bureaus.

Nat shared the goals for the facility typology. He presented the different off-road cycling users and demographics and some of the needs for each group. He described the distinction between trails and developed park areas and the approximate scale of each for different levels of service. Due to time constraints, Nat paused his presentation before it was complete, and he will recap and finish presenting at the next meeting.

Discussion

- A committee member asked whether data was available on user numbers and economic status associated with each of these kinds of riders. Nat replied they were currently working on this.
- A committee member asked about the difference between a trail and a bike park and also how multi-use areas are distinguished. Nat replied that many trails can be multiuse; bike parks are usually distinguished as being specifically for bikes.

Public Comment

Les Blaize noted that he did not represent the Forest Park Neighborhood Association as shown in the previous meeting summary; he was an advocate for Forest Park. He said that six out of 13 committee members were affiliated with the Northwest Trail Alliance and that one agency representative worked for IMBA, which could be a conflict of interest. He said that the committee was not balanced.


Catherine Thompson said she was a retired pediatrician and a volunteer with Outside In. She said she used Forest Park for biking, hiking and to seek solace. She said she frequently saw cyclists on pedestrian-only trails and that, when confronted, most cyclists said they did not know it was pedestrian-only, whereas some said they were there out of civil disobedience. She said a petition was signed by 300 park users who felt uncomfortable or endangered by cyclists on pedestrian-only trails. She read a couple of the statements from the petition that talked about pedestrians feeling threatened by bicyclists. She said that, just like bicyclists feel threatened by cars, pedestrians feel threatened by bikes. She said that a recreational study done on users on Forest Park showed the 90% of users were pedestrians and that the majority brought children with them. She said she felt vilified as someone who criticizes bikers and that she would like to see less criticism from biking advocates and more consideration of the feelings of others. She said it is not fair that non-biking interests are only allowed to make comments but not vote in the current process.

Next Steps

Adrienne wrapped up the meeting by stating that next time, Nat would finish his presentation about facility typology and user experiences, the current property inventory and existing conditions would also be presented. She said they

would follow-up on the requested information related to the Parks Vision 2020 Plan as well as hear from Metro. Adrienne noted that the next meeting, March 24th fell during Spring Break and asked if this presented a conflict for any Committee members. Most Committee members were available, therefore it was agreed to keep the original meeting date. Adrienne reminded the group that any additional questions, comments or information requests could be sent to her or Michelle via e-mail between meetings.

Appendix A: Presentation




PORTLAND OFF-ROAD CYCLING MASTER PLAN

City Goals and Bureau Missions

Project Advisory Committee
February 25, 2016



Bureau of Planning and Sustainability
Innovation, Collaboration, Practical Solutions.



Environmental health

Weave nature into the city and foster a healthy environment that sustains people, neighborhoods, and fish and wildlife. Recognize the intrinsic value of nature and sustain the ecosystem services of Portland's air, water and land.






Bureau of Planning and Sustainability
Innovation, Collaboration, Practical Solutions.


View Leader and Footer | 4

Equity

Promote equity and environmental justice by reducing disparities, minimizing burdens, extending community benefits, increasing the amount of affordable housing, affirmatively furthering fair housing, proactively fighting displacement, and improving socio-economic opportunities for under-served and under-represented populations. Intentionally engage under-served and under-represented populations in decisions that affect them.








Bureau of Planning and Sustainability
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View Leader and Footer | 2

Economic Prosperity

Support a low-carbon economy and foster employment growth, competitiveness and equitably distributed household prosperity.








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View Leader and Footer | 5

Human Health

Avoid or minimize negative health impacts and improve opportunities for Portlanders to lead healthy, active lives.








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View Leader and Footer | 3


City Bureaus that own and manage public properties

- Portland Parks & Recreation
- Bureau of Environmental Services
- Portland Water Bureau
- Portland Bureau of Transportation

- Office of Management and Finance
- Fire Bureau
- Housing Bureau
- Portland Development Commission *(temporary)*



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View Leader and Footer | 4

Portland Parks & Recreation Bureau (PP&R)



PORTLAND PARKS & RECREATION
Healthy Parks, Healthy Portland
AMANDA LEE, COMMISSIONER
MILE AHEAD, DIRECTOR

Project Advisory Committee, Feb. 25, 2016

Property Ownership



Challenge: accommodate the varied and changing **recreational** needs of a diverse and growing community, while protecting of the City's **natural areas** from the pressures associated with an increasing population.

*PP&R properties are managed to ensure that **recreation is compatible with natural resources.***


Project Advisory Team, Feb. 25, 2016

PP&R Mission

Help Portlanders play:

- Provide the safe places, facilities, and programs which promote **physical, mental, and social activity.**
- Get people, especially kids, outside, active, and connected to the community.

As we do this, there will be an increase in the wellness of our residents and the livability of our city.



Project Advisory Team, Feb. 25, 2016

working for clean rivers



Environmental Services protects public health, water quality and the environment.

We provide sewage and stormwater collection and treatment services to accommodate Portland's current and future needs.

We protect the quality of surface and ground waters and conduct activities that plan and promote healthy ecosystems in our watersheds.



ENVIRONMENTAL SERVICES
CITY OF PORTLAND
NICK FISH, COMMISSIONER
MICHAEL JORDAN, DIRECTOR

PP&R Key Services

- Establish, safeguard and restore the **parks, natural areas, public places, and urban forest** of the city, ensuring that these are accessible to all;
- Develop and maintain excellent facilities and places for public recreation and community building;
- Provide dynamic recreation programs and services that promote health and well-being for all;
- Partner with the community we serve.



Project Advisory Team, Feb. 25, 2016

Services

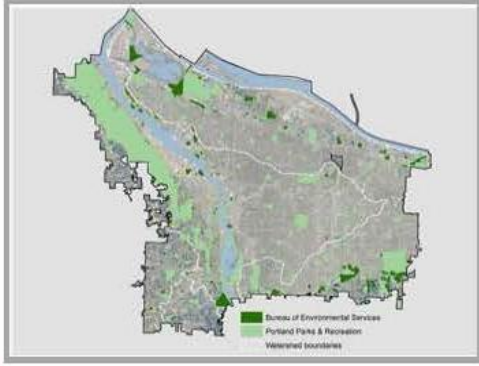
- Manages wastewater and stormwater collection and operates treatment plants
- Coordinates response to federal and state environmental legislation
- Manages City participation in Portland Harbor Superfund Program
- Plans, designs, and constructs public improvements
- Monitors and assesses watershed health
- Designs and implements green infrastructure




Environmental Services

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Where and why does BES own land?



13

PORTLAND WATER BUREAU PROPERTIES

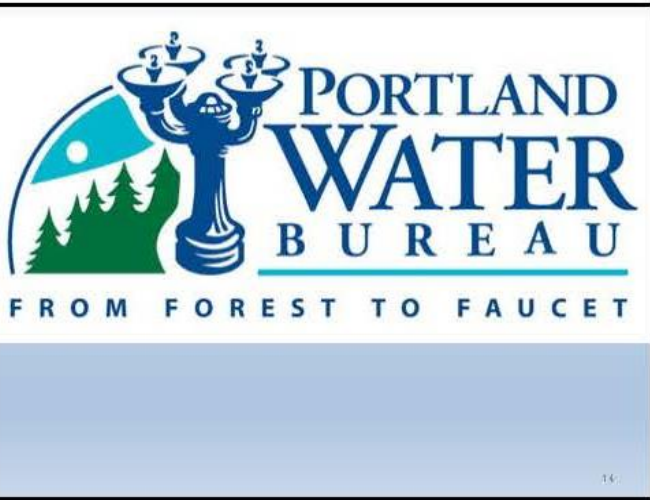
Kelly Butte



Groundwater Wellfield



16



14

PORTLAND WATER BUREAU PROPERTIES

Washington Park



Powell Butte



Mount Tabor



17

PORTLAND WATER BUREAU MISSION STATEMENT

The Portland Water Bureau provides the highest quality water, customer service and stewardship of the critical infrastructure, fiscal, and natural resources entrusted to our care. We enhance public health and safety and contribute to the economic viability and livability of the Portland metropolitan region. We are a recognized leader among water service agencies across the country.

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Portland Bureau of Transportation



WE KEEP PORTLAND MOVING.



18

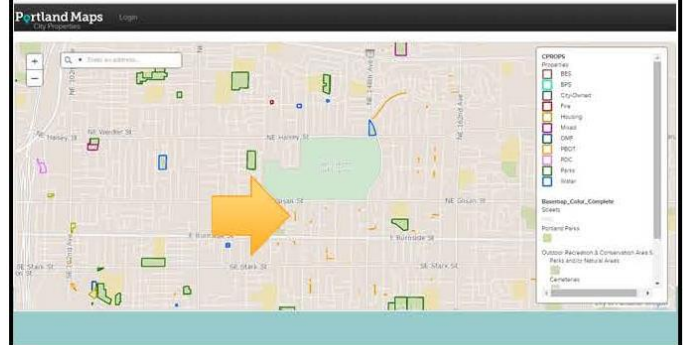
Our Mission

The City of Portland Bureau of Transportation is a community partner in shaping a livable city. We plan, build, manage and maintain an effective and safe transportation system that provides people and businesses access and mobility. We keep Portland moving.



Land Ownership

- Linkages & Connections
- Short sections of Right-of-Way
- Fringes of the Network



Key Services

- **Build & Maintain Infrastructure**
 - Sidewalks, streetlights, signs, streets, right-of-way
- **Plan for the Future**
 - Parking, freight, pedestrian, bicycling, transit, business districts
- **Develop & Build Projects to Improve Mobility & Safety**
 - Large capital projects (e.g. Tillikum Crossing) and small infrastructure projects (e.g. Neighborhood Greenways)
- **Focus on People: Livable Streets, Transportation Demand Management**
 - Sunday Parkways, Safe Routes to School, SmartTrips



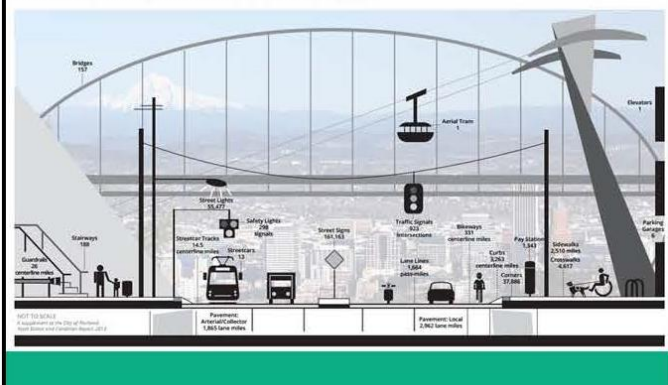
Resilience

Reduce risk and improve the ability of individuals, communities, economic systems, and the natural and built environments to withstand, recover from, and adapt to changes from natural hazards, human-made disasters, climate change, and economic shifts.







What We Manage & Maintain

AT A GLANCE: ASSETS MANAGED BY THE PORTLAND BUREAU OF TRANSPORTATION, 2013









Appendix B: Draft Desired Outcomes for the Portland Off-Road Cycling Master Plan

City-wide Goals:

 Equity  Environmental Health  Human Health and Safety  Economic Prosperity

The Portland Off-road Cycling Master Plan...

- 1. Lays a foundation for how off-road cycling is understood, discussed and planned for in Portland.** The Plan establishes the role of the City and its public spaces in meeting off-road cycling needs and provides a comprehensive framework for successfully meeting community needs. The Plan defines off-road cycling and develops a baseline understanding of who is, or would like to, ride off-road in the city.

- 2. Blends visionary goals with a practical and realistic approach.** The plan is realistic, feasible, and works within the context of City goals, Portland's urban environment, and regulatory constraints. But, it is also visionary, ambitious, and strives to make Portland a national example for incorporating off-road cycling into healthy communities. The Plan thinks creatively about all opportunities across the City, and within the region. To realize long-term success, the Plan sets a clear course for implementation by addressing facility funding, design, development, and management.

- 3. Carefully considers potential impacts to wildlife, habitat, and water resources** and looks for ways to both enhance nature in the city and to avoid adverse impacts on natural resources. The Plan reflects the City's goals of watershed health and incorporates consideration of natural resources in its policy guidance, siting criteria, design, best practices, and management strategies.

- 4. Promotes the safety and enjoyment of all trail and park users,** including people walking, hiking, riding bicycles, and otherwise enjoying the outdoors. The Plan carefully considers the needs of different users of Portland's parks, employs siting and design best practices encourage mutual safety, and establishes a trail and facility system that extends quality recreational opportunities.

- 5. Identifies a variety of trails and facilities that accommodate different ages, abilities, and riding experiences,** while establishing where these facilities are most appropriate. The Plan envisions opportunities to expand access to recreation and nature across the city, especially for children, people of color and underserved communities. It proposes a system of off-road cycling trails and facilities that together provide bicycle- or transit- accessible options for recreation and transportation across the city.

- 6. Builds community ownership and partnerships for the stewardship of Portland's parks** and open spaces. In addition, the Plan acknowledges and leverages the potential health and economic benefits of off-road cycling.

- 7. Is built on an inclusive, constructive, and transparent planning process** that:
 - Fosters an open, honest, and productive conversation that is easy and fun to participate in and that builds trust in City planning efforts
 - Is inclusive, engages historically under-represented groups, and brings people with different perspectives and experiences together
 - Engages kids and families
 - Is coordinated across City Bureaus and leadership
 - Looks to other cities for best practices and tools to create a reasoned and sustainable approach to planning, designing and managing off-road cycling trails and facilities.