



# PORTLAND OFF-ROAD CYCLING MASTER PLAN

Project Advisory Committee Meeting #7

## Meeting Summary

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**MEETING DATE:** THURSDAY, AUGUST 25, 2016  
**LOCATION:** BUREAU OF PLANNING AND SUSTAINABILITY, 1900 SW 4TH AVENUE, PORTLAND  
**TIME:** 4:00 PM – 7:00 PM

### In Attendance

#### **CAC Members Present**

Kelsey Cardwell  
Erin Chipps  
Matthew Erdman  
Jocelyn Gaudi  
Mike Houck  
Adnan Kadir  
Carrie Leonard  
Torrey Lindbo

Kelly McBride  
Renee Meyers  
Jim Owens  
Nastassja Pace  
Evan Smith  
Bob Salinger  
Michael Whitesel

#### **CAC Members Absent**

Punneh Abdolhossieni

#### **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*  
Rachel Felice, *Portland Parks & Recreation*  
Abra McNair, *Portland Bureau of Transportation*  
Liz Camstra, *International Mountain Bike Association*  
Emily Roth, *Portland Parks & Recreation*  
Robert Spurlock, *Metro*

#### **Staff and Consultants**

Tom Armstrong, *Interim Project Manager, BPS*  
Lori Grant, *Associate Planner, BPS*  
Nick Kobel, *Associate Planner, BPS*  
Kristen Lohse, *Toole Design Group*  
Adrian Witte, *Toole Design Group*  
Rob Burchfield, *Tool Design Group*  
Adrienne DeDona, *Facilitator, JLA Public Involvement*  
Jamie Harvie, *JLA Public Involvement*

#### **Audience / Members of the Public**

Les Blaize  
Sheila Brady  
Spencer Bushnell  
Tom Cunningham  
Allan Classen  
Terrance Hammer

Marcy Houle  
Andy Jansky  
Bob Lessard  
Juston Manville  
David Mitchell  
Bruce Swadira

Catherine Thompson  
Jill VanWinkle  
Michael Wells  
John Wertzler

## Overview

The committee:

- Received an update on community outreach activities.
- Heard about the City's process for establishing trails and other facilities within new or existing parks, including the process for determining changes to Forest Park.
- Learned more about the experience that various off-road facility types offer and what draws people to them.
- Reviewed and provided initial input on the first draft list of candidate sites for off-road cycling facilities within Portland.

## Welcome, Agenda Review & General Announcements

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

Tom Armstrong, BPS Project Manager, provided an overview of the project so far and future activities. He reviewed the project purpose and anticipated outcomes. He noted that the final result of the project would be an Off-Road Cycling System Plan, which would be a guide for future development but would not include any detailed facility designs. He noted that it would take a while from the adoption of this plan to getting any projects on the ground. He said that tonight the committee would provide input on the first draft list of potential sites, which was a result of GIS analysis. From that feedback, the team would continue to narrow and refine the list of potential sites and complete a more detailed site assessment, including looking at natural resource values, other users, ownership, zoning, management plans and other policy context related to potential sites. He said that as the list is refined and the draft System Plan is developed, they will continue to be vetted with the committee, other City agencies and the community at large. The City Council would be the final decision-maker in adopting the final System Plan.

## Meeting 6 Summary

Adrienne asked for any comments or questions about the Meeting 6 summary. There were none.

## Community Outreach Update

Adrienne provided an update on community outreach activities. She said that the needs assessment questionnaire had been open for several months and would be closed at the end of August. She said it had been promoted by the City through various venues and also by the Community Cycling Center, who engaged people through bike camps and community rides, and also solicited feedback from the Hispanic community using the Spanish-language questionnaire. She said a summary of feedback received from the questionnaire would be presented at the next meeting.

Lori said they had received more than 2,000 questionnaire responses. She said many of these had been people who have gone online directly and also people who had completed surveys at events.

## Parks Planning Process Overview: How Facilities are Established

Emily Roth, Portland Parks & Recreation, talked about the planning and public outreach process the City uses to build trails within natural areas. She said that putting trails into established parks is more straightforward than in natural areas. She said that natural areas are managed with the primary purpose of protecting ecosystem function and values,

so establishing recreational activities is a secondary priority. She noted that it's not about "balance" but about what recreational opportunities may be "compatible" with environmental protections. She said that all natural areas have environmental zoning overlays and some have natural resource management plans. In order to develop recreational facilities, such as trails, within natural areas, there are zoning requirements or management plan requirements that must be met.

Emily reviewed the recent update of the trails at Powell Butte as an example. She said that biking, mountain biking, horseback riding and hiking/walking have always been allowed at Powell Butte. She reviewed the zoning and habitat inventory for the area. She explained the process that was undertaken to update the trail system. The public outreach process included a project advisory committee, open houses, stakeholder interviews and presentations to neighborhood associations. She noted that the community embraced shared use trails at Powell Butte, whereas the community involved in the Forest Park Plan was opposed to shared use trails, which illustrated the importance of seeking community input. She showed a summary map of public comments and noted that stakeholder knowledge was essential to informing the development of a new trail system. She said that PPR decided to include some pedestrian-only trails, which was not requested by community input, and that the project team went back to the community about this change. Finally, Emily reviewed the regulations that had to be met during the trail permitting.

Emily concluded by saying that building a trail through a natural area is a complicated process and that community input and regulations shape the trails that are recommended.

Adrienne added that Emily's presentation demonstrated the process that any sites or facilities identified in the Off-Road Cycling Master Plan would need to follow prior to being developed in the future.

### *Discussion*

Committee members and agency representatives had the following questions and comments. Replies are shown in italics.

- All environmental protection and conservation zones have gone through a stringent land use planning process which balanced various interests including environmental, social and economic needs. That is why, during subsequent processes such as this one, the emphasis is on their primary purpose being for environmental protection and not about balancing recreational or other uses.
- What sort of feedback has been received about new trails on Powell Butte? *The majority of feedback has been positive. One of the pedestrian trails has had a lot of mountain biking users and PPR is working to resolve that.*
- What conflicts have been reported on trails at Powell Butte? *There have been reports of conflicts on the pedestrian trail previously mentioned but no reported accidents.*
- What volume of use has been reported at Powell Butte? *No formal recreation study has been completed but, anecdotally, it is used by a very wide variety of community members.*
- What is the current status of trail signage? *All signs have now been installed. There was one instance of a pedestrian-only sign being pulled out but it is being replaced.*
- Can conservation efforts be recommended when considering off-road cycling facilities/sites? *Sticking to complementing existing goals seems limiting when discussing opportunities. Planning and design recommendations may be completed for some sites at a high level; specific conservation recommendations may be included when appropriate.*
- Powell Butte was a holistic planning process, which brought in many different stakeholders for a specific site. The off-road cycling planning process is more specific. Concerned about overlaying bicycle facilities over natural areas without broader consultation.

- The Audubon Society had concerns about the multi-use trail on Powell Butte but they have not received any complaints.
- The web of trails on Powell Butte means that there is not very much uninterrupted space for habitat. Also, it seems inappropriate to put a trail through the wetland area.

## Planning Process for Forest Park

Rachel Felice, Portland Parks & Recreation, presented about the Forest Park Natural Resource Management Plan (FPNRMP) and how it relates to planning off-road cycling facilities. She noted that Forest Park is a regional park that is managed primarily as an ecologically significant resource but also provides recreational opportunities. She said that the NRMP is law and it defines goals for environmental protection and recreational use. It also includes an approved project list and environmental review process that would be applicable to trail construction or improvements. She reviewed the conservation, recreation and educational goals. She reviewed the Managing Recreation strategy, noting that the park is divided into three management units. She explained that the Bureau of Developmental Services is the decision-making entity regarding what sort of environmental review is required for a particular project based on the goals and strategies within the plan. She explained the types of review (no review, Type II, Type III) that would be required for different types of projects (fits within the plan, needs additional review, is an exception to the plan). She noted that the plan is specific to Forest Park and does not apply to other city properties. She said there are a large number of guiding documents and references used to manage Forest Park, and reviewed the goals set out in the Forest Park Desired Future Conditions and Forest Park Ecological Prescriptions documents. She said the shared vision for Forest Park is stable funding, stewardship, ongoing research, wildlife, and goals from the Renew Forest Park Initiative.

### *Discussion*

Committee members and agency representatives had the following questions and comments. Replies are shown in italics.

- A public survey is currently open for a particular area of the park that may include a park entrance, nature center and other amenities including mountain biking trails. How will those survey results relate to the outcomes of the Off-Road Cycling Master Plan. *This survey is part of a different, parallel process. The results could provide additional data to the off-road cycling master plan. A link to the survey will be sent out to the committee.*
- Have the trails been subcategorized to the types of trails available to cycling? *Trails are categorized according to PPR trail guidelines. The GIS database classifies trails by width, uses allowed and surface.*
- Smith and Bybee Wetlands Area had a similar natural resource management plan, which was superseded by new land use policy because conditions had changed over time. Are there plans to update the FPNRMP? *There are no current plans to update the document.*
- How have the plans governing Forest Park been considered in the current off-road cycling site list? *The current list is based on GIS analysis only, so management plans have not yet been considered.*
- Defining how the plans will be considered would relieve some of the community's anxiety. *That is part of the reason for the presentations tonight, to let people know what processes and management plans would be considered in future steps.*
- Were PPR and BES consulted during the development of the GIS tool? *The project team consulted with other agencies as to the best filters to use in the GIS inventory.*
- Where does funding come from for Type II and Type III land use reviews? *If an improvement brings in new trails or users, SDC funds could potentially be used; otherwise, funds come from the PPR general fund. PPR can*

*sometimes complete a Type II environmental review in-house, but usually hires an outside consultant. Consultants are always hired for a Type III review due to the large amount of work required.*

## Video Tour of Off-road Cycling Facilities

Kristen Lohse, Toole Design Group, and Lori Grant, BPS presented a video montage that had been developed to give the audience an understanding of the physical and mental experience different types of off-road cycling provides. Afterwards, Kristen noted that committee members had been given a homework assignment to go out and visit some of Portland's trails. She asked committee members to share their experiences and feedback. Feedback included:

- Powell Butte:
  - A committee member had never cycled at Powell Butte before. Based on signage, this committee member had no idea what usage the trails were meant for. The person she was with was familiar with cycling on the Butte and said cyclists were allowed on all trails. A few times they came across pedestrians and the committee member could see how conflicts could happen on smaller width trails. She had to drive to the Butte, even though it was close to home.
  - Another committee member added that he felt Powell Butte was the best combination of well managed multi-use trails in Portland. Good model for how to share trails. He didn't have any problems with the signs.
- Prineville: A committee member visited the new skills park in Prineville. She said she had not seen the allure of a skills park before, but it was fun and she would go again with family or friends. Tom Armstrong mentioned that that the Prineville park was on just an acre of land.
- Cascade Locks: One committee member rode here and felt it was a good model for a kid/beginner-friendly, reclaimed site. Lots of beginners; everyone is supportive and enthusiastic. Site is able to accommodate all people comfortably, even when there are 40 cars in parking lot. It is a mixed used area but designed for off-road cycling. Committee members have seen people out there walking and sight lines seemed pretty good. It was noted that the point of the new trail design is to keep speeds down to help manage conflicts. Great for adult beginners.
- Bend: One committee member rode in Bend and noted the trails are mixed use and well designed to keep speeds down. Trail runners don't run much faster than bikes.
- Forest Park:
  - A committee member commuted through Forest Park on a road bike.
  - Another committee member said they enjoy biking and walking Leif Erickson trail in Forest Park. Doesn't see why it gets a bad reputation.
  - The Committee discussed the off-road cycling experience on Leif Erickson. Leif Erickson trail provides a certain type of experience, but not considered true off-road cycling. People like mountain biking because of the technical nature of the sport. If a person can ride a trail on a road bike, it's not really an off-road cycling trail. A committee member said it's important to consider the experiences that people are seeking and whether those desires can be satisfied with sites that fit within smaller spaces.
  - It was noted that off-leash dogs are a problem.
- Mt. Tabor: A committee member commuted through Mt Tabor and expressed that current trails are not well designed and there seems to be an opportunity to improve or enhance existing trails here.
- Gates at some trailheads are too narrow for people access with hand cycles. Accessibility needs to be considered.

## Candidate Sites for Off-road Cycling Opportunities

Adrian Witte, Toole Design Group, presented the methodology for the GIS analysis that produced the first draft list of candidate sites. He said that a list of nearly 1,500 City-owned sites was considered and put through a fatal flaw analysis, which resulted in a list of 387 potential sites. He said screening criteria were adjusted using input from the project team and other City bureaus. He noted that the team erred on the side of leaving properties for consideration. He said that they organized sites based upon bike park or trail opportunities. He explained that trail opportunities were categorized by the length of trail anticipated for the site. He also said some sites were flagged where natural resource protections existed and may make it more difficult to build a facility.

Adrian said the next steps would be a more detailed site assessment and developing a draft network. He said the project team would like to start by identifying “low-hanging fruit” and build those into the plan, then identify experience and geographical desires followed by a more detailed assessment of potential sites.

- A committee member commented that a wetlands’ habitat value often requires surrounding terrestrial habitats, which is something that should be considered when looking at natural resource value.

The committee broke into small groups to review the draft potential sites maps (attached). Members of the audience also reviewed the site list with staff.

### *Report out from small group discussion*

- Great start but need more time to provide in-depth feedback.
- Look forward to considering the specifics of sites in more depth and also regional, system-wide needs.
- It’s not going to be possible to create a system satisfactory to community desires without a bigger land base.
- It’s valuable to have group conversations about sites – would like to have more time for group discussion.
- Washington Park and Portland International Raceway are big opportunities.
- Would like to see some bike park locations near schools.
- Gateway Green and Portland International Raceway are high priorities.
- Consider prime industrial land overlay.
- To be added:
  - Gateway Green
  - Springwater Corridor trail
  - Peninsula Crossing Trail
  - Greenspaces in North Portland along the bluffs (owned by Metro?)
- To be removed:
  - Portland Airport, Terminal 1
  - Bull Run
- Report out from the audience discussion
  - Discussed opportunities in Forest Park and regulations that needed to be considered
  - Discussed single use versus shared use
  - Suggestions on how to link sites

## Public Comment

Juston Manville said he lives in Forest Heights. He had seen communications that were antagonistic and exaggerated during this process. He said he would like to see some benchmarking in the off-road cycling plan. He said he couldn’t

support the off-road cycling plan until the FPNRMP was revisited because the FPNRMP only includes an inventory and no measures. He said that cooperative environments between mountain biking and the environment could exist, such as in Richmond, Virginia where the iNaturalist program tracks habitat that is coming back to the park. He said he would like people to understand that mountain bikers give a lot of volunteer time towards maintenance activities. He said there is a misconception that erosion happens because of mountain biking; however, existing facilities at Forest Park likely cause most of the erosion. He would like to see the FPNRMP plan revisited to look at cause and effect.

John Wertzler said he is a Hoyt volunteer and Metro naturalist volunteer and leads hikes for schoolchildren. Prior to living in Portland, he led hikes in San Francisco Bay area. He said he found the meeting enlightening and that there were a lot of passionate people. He said he was concerned about ongoing impact of single-track cycling on the natural environment. He said he was guardedly pleased about the natural resource studies that had been or would be done. He wants to stress that a place like Forest Park and other Portland parks are treasures of natural environment and the off-road cycling plan must respect that. He said there are unique qualities in nature that stimulate the human senses and that fast mountain biking seems to be at odds with other experiences.

Spencer Bushnell said he is naturalist and also rides a bike. He said that riding a bike in the forest and enjoying and appreciating the forest were not mutually exclusive. He said he had recently seen a barred owl while riding a bike and stopped to observe and then rode on. He said it was disingenuous to say that there were many miles of mountain biking trails in Forest Park. He said one mile on Fire Lane 5 was the only true mountain bike trail and that the rest were decommissioned roads, stormwater roads or Leif Erikson trail, none of which were the experience mountain bikers would hope to achieve. He said that no mountain bikers aim to crash or ride unsafely and that the bikers crashing into hikers was a red herring argument. He said that mountain biking experiences could be created in a way compatible with the natural environment, including in Forest Park and other natural areas.

Marcy Houle said she thinks there is a need to find a place where mountain bikers can ride; however, she and the City had received letters from many people with concerns about user conflicts in Forest Park. She said one was from a teacher who had been injured twice when trying to get out of the way of bikers on hiker-only trails and was concerned that building single-track trails would increase bike use on all trails. Marcy said there is no enforcement of trail rules within the park and this is different from other places with single-track cycling. She said another letter was from a 69-year old man said that the increase in bikes in Forest Park was a danger to senior citizens, people with disabilities and young children. Marcy said safety issues and the differences of abilities of people needed to be considered and that people were running into problems in Forest Park. She said that line of sight was important and Forest Park was not as open as some places with single-track cycling. *Another member of the public indicated support for these comments.*

Catherine Thompson said that a taskforce to consider user conflict had created goals for increasing user safety and minimizing conflict. She said the idea is that people should feel safe on the trails. She said the trail etiquette that International Mounting Biking Association (IMBA) recommends was not being followed at Forest Park. She said there is no enforcement in Forest Park and if trail etiquette were followed everyone would feel safe.

Les Blaize said that if the FPNRMP were redone, it would be found that the park had not been protected as intended. He said the capacity of Forest Park was being reached and that the increase of any user group in the park would be detrimental. He said he had asked at first meeting that project team members and committee members who belonged to Northwest Trail Alliance or to IMBA be identified and said he would like them to be identified again.

Additional written comments received during the meeting are attached to this summary.

## Next Steps

Committee members had the following comments:

- There is value in group discussion when considering the potential site list. Can individual comments be shared with the group? *The project team will think about the best way to solicit additional feedback from the committee on the candidate sites between now and the next meeting and follow up with the committee.*
- At some point, we should consider and have a better understanding of the regional context and opportunities, including the opportunities Metro has considered on Metro-owned land.

Adrienne said the committee had provided good initial feedback on the site list and that the consultant would take this information and continue to refine the list over the coming months. She said the next meeting will be September 22 and will focus on providing a summary of the feedback received during the needs assessment outreach, as well as a discussion on level of service, and to continue the conversation about the potential candidate sites.

The meeting was adjourned.



# Powell Butte Nature Park Trails: Planning and Public Outreach



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PARKS & RECREATION**

Healthy Parks, Healthy Portland

Amanda Fritz, Commissioner

Mike Abbaté, Director

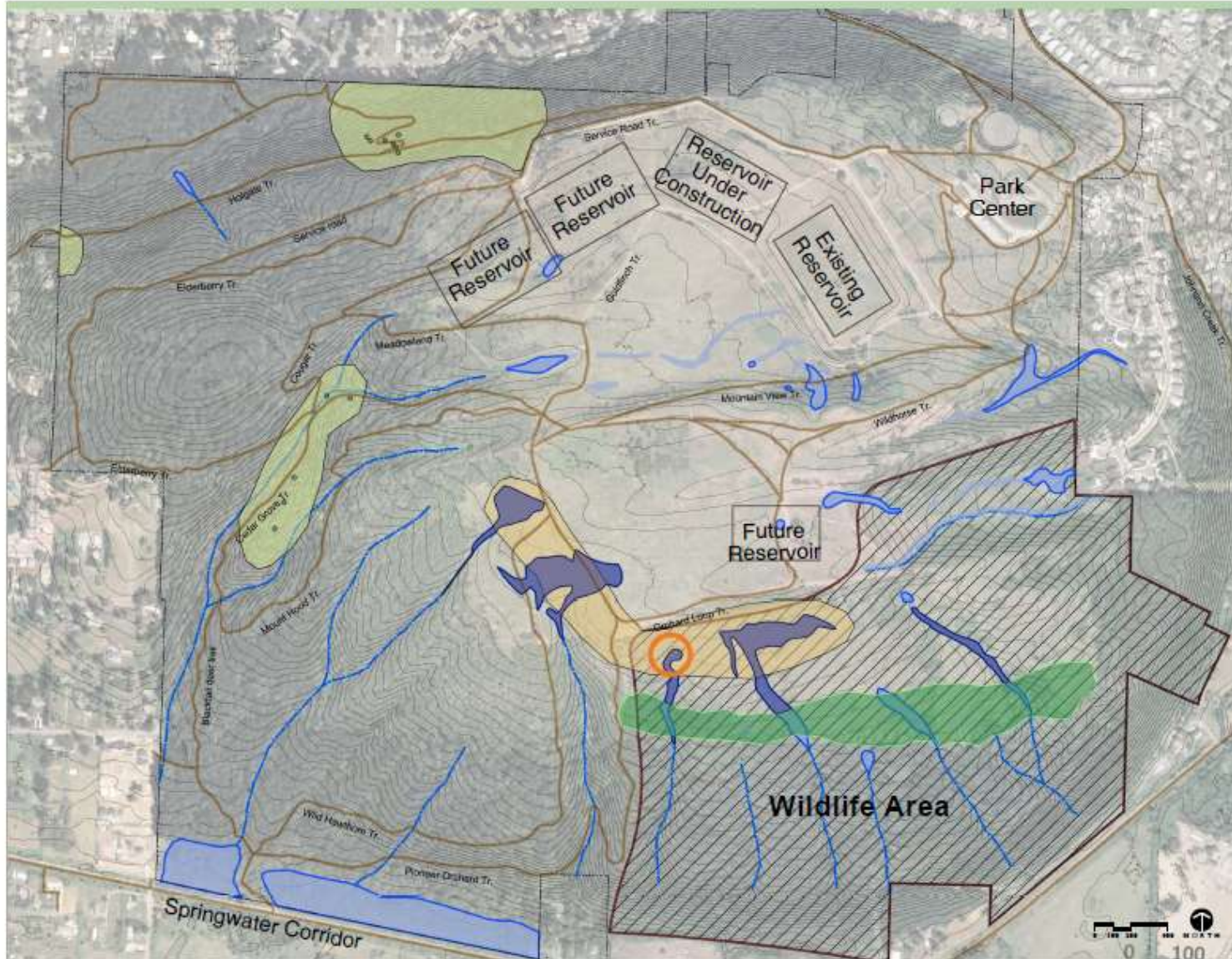
**Off-Road Cycling Master Plan PAC:  
August 25, 2016**





# Habitat Inventory / Enhancement

- Opportunities for protecting and enhancing wetland areas, red legged frog habitat, tall bugbane sites, and the 100 acre wildlife area are shown below.





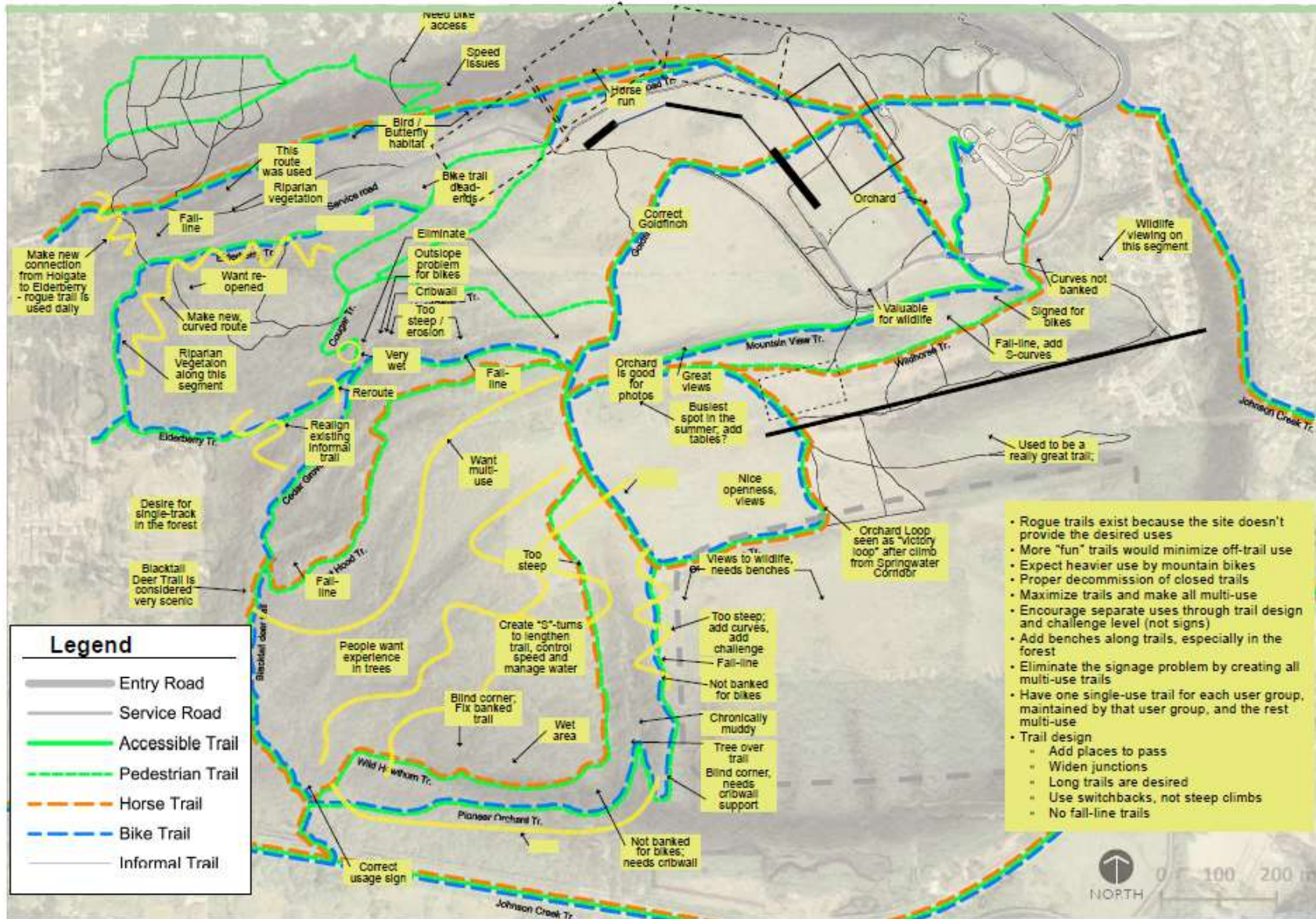
# Public Outreach

- Project Advisory Committee
- Open Houses
- Stakeholder Interviews
- Neighborhood Associations
- **Actions/Recommendations**
  - Design Principles
  - Opportunities/Challenges
  - Trail alignment concepts
  - Users: nature watchers, cyclists, pedestrians, equestrians

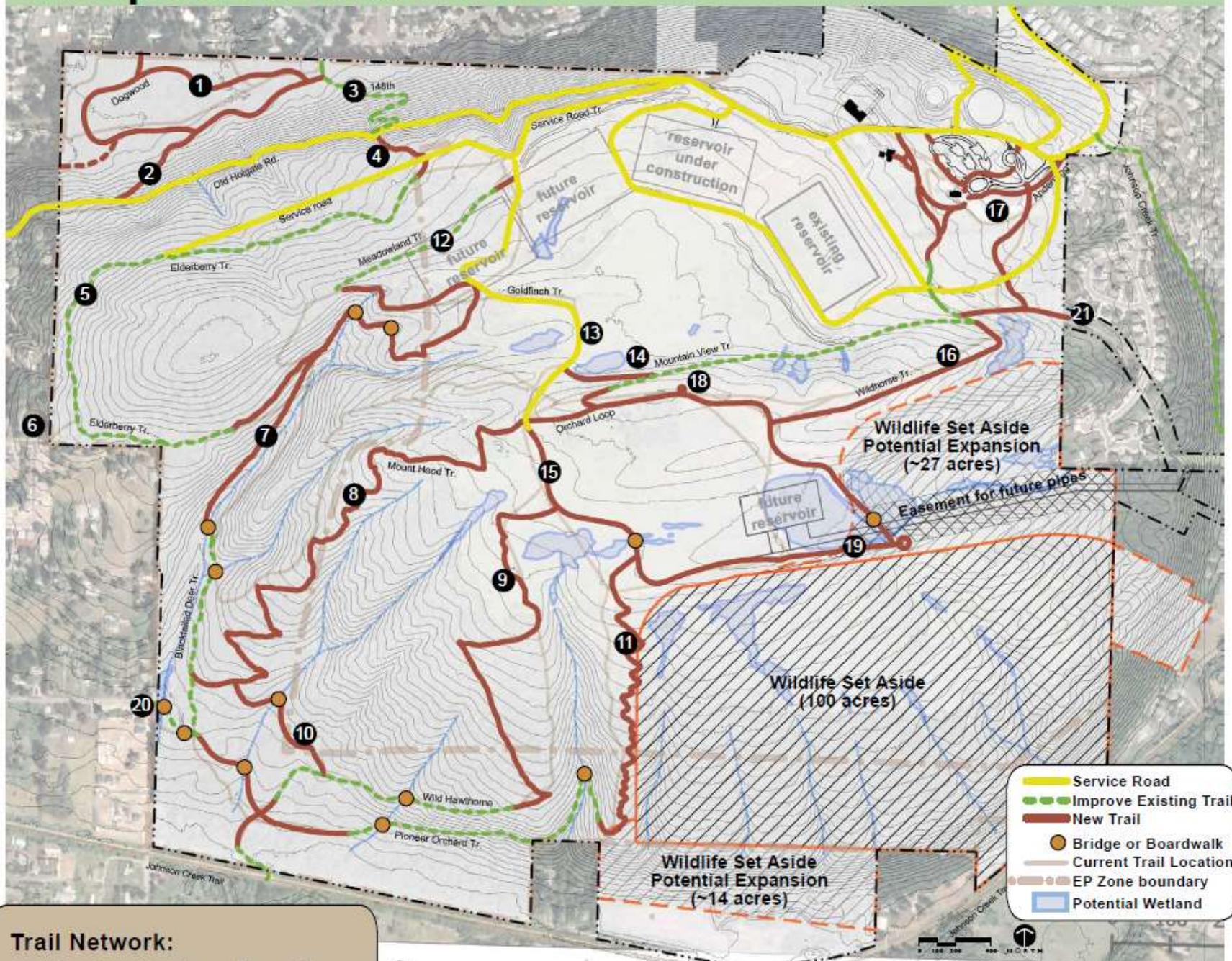


# Summary of 11/12/09 Meeting Comments

Site specific comments are shown on the map below. Please add your comments.



# Proposed Trail Plan





# Regulations

## State and Federal

- Wetlands and Streams

## City of Portland Zoning Code (Title 33)

- Base Zoning
- Council Adopted Master Plans
- Environmental Overlay Zone
- Plan Districts

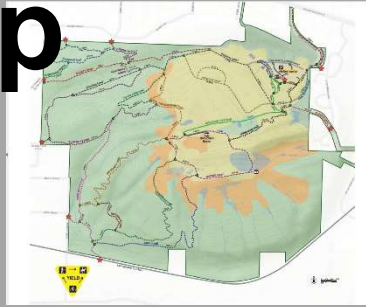
## Within Zoning and Plans

- Exempt Uses
- PP&R Trail Guidelines
- Conditional Uses
- Required Review by the Bureau of Development Services





# Final Trail Map



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Healthy Parks, Healthy Portland

Amanda Fritz, Commissioner

Mike Abbaté, Director



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Healthy Parks, Healthy Portland

[www.PortlandParks.org](http://www.PortlandParks.org)

Mayor Charlie Hales  
Director Mike Abbaté

# Forest Park Natural Resource Management Plan

Rachel Felice, West Lands Manager, Portland Parks & Recreation



# Forest Park Overview

## Ecologically significant resource

- 5,200 acres
- Regional significance
  - High quality interior habitat
  - Part of west side wildlife corridor
  - 475,000 annual users
- Managed for ecological health



# Forest Park Overview

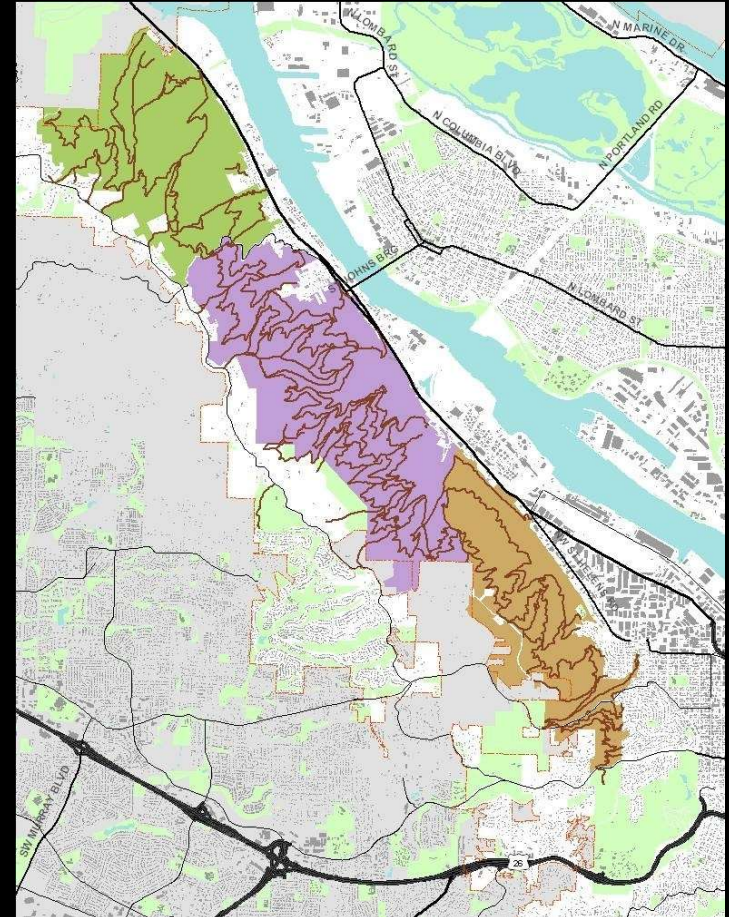
## Recreation

- Approximately 79.8 miles of trails
  - All open for walking, hiking & running
  - Approximately 28 miles open for cycling
  - Approximately 25 miles open for horseback riding
- Wildwood Trail – 26.8 miles
- Leif Erikson - 11.2 miles
- 21 Trailheads
- 48 Access Points



# Natural Resources Management Plan Basics

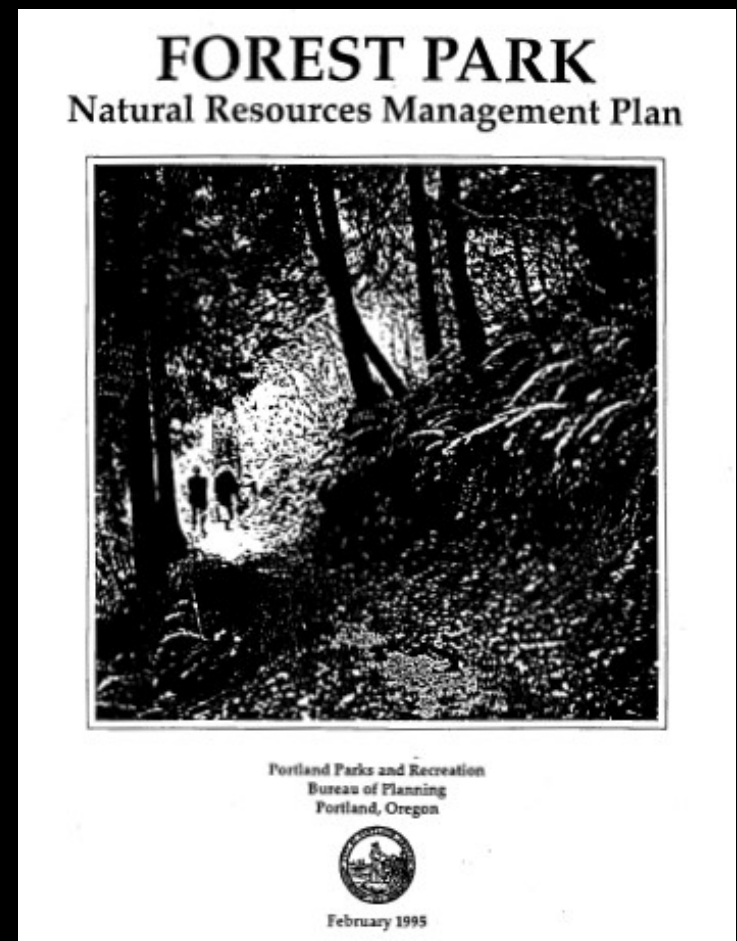
- This plan is law, adopted by Council in 1995
- Project list & environmental review detailed
- 3 management units— define continuum of use and protection
- Manage recreation to protect natural resources
- Trail user designation & standards



# Forest Park Natural Resources Management Plan

## Conservation Goals

1. Protection and management of the native forest for benefits of future generations
2. Restore and manage for biodiversity, wildlife habitat and migration, improve water quality, and repair ecosystems



# Forest Park Natural Resources Management Plan

## Recreational & Educational Goals

1. Regionally-significant recreation resource without environmental damage
2. Regionally-significant educational resource: an urban laboratory for research and resource enhancement





# Recreation Strategy

- Strategy 4: Manage Recreation
  - Evaluation criteria for BDS
- FP Trails Policy task Force, 1992
  - Predated FPNRMP
  - Ten recommended goals
  - Have been incorporated into plan



# Regulation



- Bureau of Development Services (BDS) is the decision making entity
- Projects will be evaluated against goals & strategies of plan

# Environmental Review

- Plan lays out projects without review
- In relation to trails:
  - Type II Review-adding new trails
  - Type III Review-change in designated trail use



# Environmental Review Criteria



- Criteria used is specific to the FPNRMP, not Title 33 (standard Environmental Regulation for City of Portland)

# Guiding Documents & References

- Forest Park Desired Future Condition (2011)
- Forest Park Ecological Prescriptions (2011)



# Guiding Documents & References

- Project Objective Screening Tool (2014)
- Portland Wildfire Assessment Gap Analysis (2009)
- FP Wildlife Report (2012)
- FP Rec Survey (2012)
- FP Recreation Event Guidelines (2014)



# Our Shared Vision for Forest Park

- Ecological Integrity
- Stable Funding
- Stewardship
- Research
- Compatible Recreation
- Renew Forest Park Initiative
  - Reduction & control of invasive species
  - Repairs to sustainable trail system, signage, failing infrastructure
  - Improved entry to/ education about the park



# Questions?







# Preview Candidate Sites for Off-Road Cycling Opportunities

Presented by:  
Adrian Witte and Kristen Lohse  
Toole Design Group

08/25/2016



# Objectives

- 1. Share updates to the site screening process**
- 2. Share preliminary map of candidate sites**
- 3. Discuss use of candidate sites list**
- 4. Group exercise – where do you think are the greatest opportunities?**



# PORTLAND OFF-ROAD CYCLING MASTER PLAN

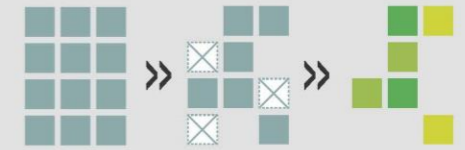
## Updates to the Site Screening Process

# A PROCESS FOR IDENTIFYING HIGH POTENTIAL SITES

## INVENTORY OF ALL CITY OF PORTLAND OWNED PROPERTIES

Explore opportunities for improvement, enhancement, expansion, and addition of off-road cycling opportunities in the City of Portland.

### IDENTIFY SITES WITH THE MOST POTENTIAL BENEFITS



### 1 FATAL FLAW SITE ANALYSIS

>> ANALYZE FOR: ACCESSIBILITY, SIZE, TOPOGRAPHY, ENVIRONMENTAL, AND DEVELOPMENT CRITERIA

#### NATURAL AREAS & OPEN SPACES

Properties that have significant natural resources that need to be protected or managed when allowing for recreation uses.

#### DEVELOPED PARKS & RECREATION AREAS

Developed parks and recreation areas where the primary management goal is recreation.

#### RIGHTS-OF-WAY & GREENWAYS

Rights-of-way and Greenways defined as more linear areas with a length-to-width ratio of at least 4:1, where the primary management goals are utilities, transportation, recreation, or aesthetics.

### 2 IDENTIFY LEVEL OF EXISTING ACCESS

#### SITES WITH EXISTING OR PROPOSED TRAILS

Including designated trails for off-road cycling, walking, or other uses.

#### UNDISTURBED SITES

### 3 IDENTIFY OFF-ROAD OPPORTUNITIES

>> EVALUATE OFF-ROAD OPPORTUNITIES BASED ON CRITERIA SPECIFIC TO EACH FACILITY TYPE

#### TRAILS

- > TRAIL WIDTH
- > LENGTH
- > ELEVATION CHANGE
- > TOPOGRAPHY

#### BIKE PARKS

- > SIZE
- > GRADE
- > ACCESS
- > AMENITIES

#### TRAILS

- > OPERATIONS REQUIREMENTS
- > ENVIRONMENTAL SENSITIVITY
- > ELEVATION CHANGE
- > TOPOGRAPHY

### 4 CATEGORIZE OPPORTUNITIES

>> EACH OPPORTUNITY WILL BE CATEGORIZED BY LEVEL OF INTENSITY AND LEVEL OF CONSTRAINT

LEVEL OF INTENSITY

- IMPROVEMENT
- ENHANCEMENT
- EXPANSION
- ADDITION

LEVEL OF CONSTRAINT

- LOW
- MEDIUM
- HIGH

Based on the City's Natural Resources Combined Rankings GIS map. Uses wetlands, streams, slope, soil infiltration, special habitat areas, and other variables to determine environmentally sensitive areas.

### 5

## LIST OF CANDIDATE PROPERTIES & OFF-ROAD CYCLING OPPORTUNITIES



# Site Screening Process

Started with **3,352 properties**

Consolidated adjacent properties, leaving **1,468 sites**

Conducted **fatal flaw analysis** on these sites

Fatal flaw analysis **erred on the side of leaving properties in** the mix

This went through several rounds of review and refinement with different **bureau staff**.

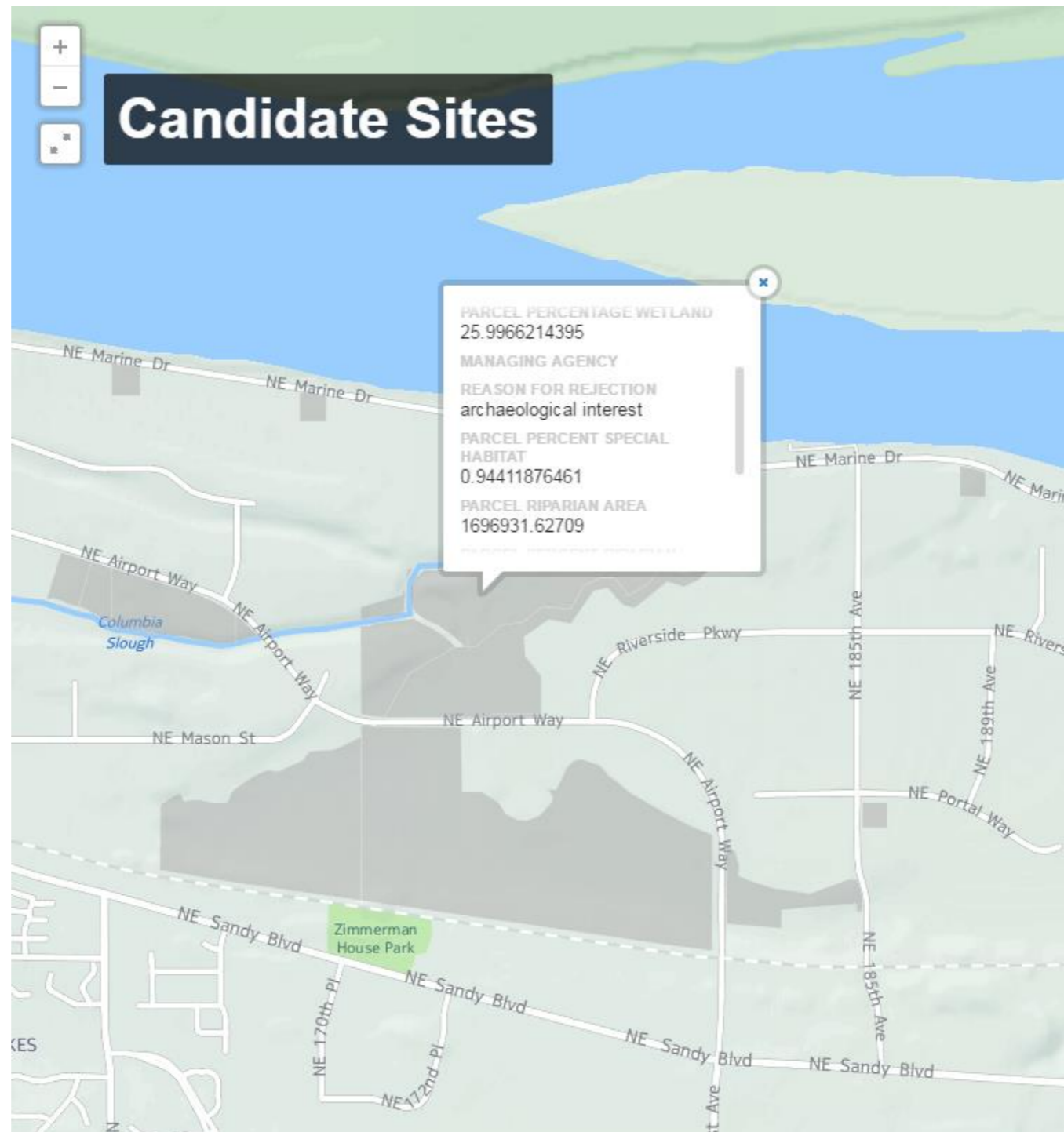
This is a **desktop analysis**, more detailed site assessment will be conducted to remove or retain sites we want to consider further.

# Fatal Flaw Analysis

1. Size: remove sites < 2 acres (size of smallest bike park)
2. Access: remove inaccessible sites
3. Topography: remove sites with average slopes >70%
4. Cultural: remove archeologically significant sites in Columbia South Shore Plan
5. Wetlands: remove sites with >50% of site covered by wetlands
6. Development: remove sites that are fully developed (with buildings, etc.)

Fatal flaw analysis removes 1,081 sites, leaving **387 sites** still under consideration

# Fatal Flaw Analysis



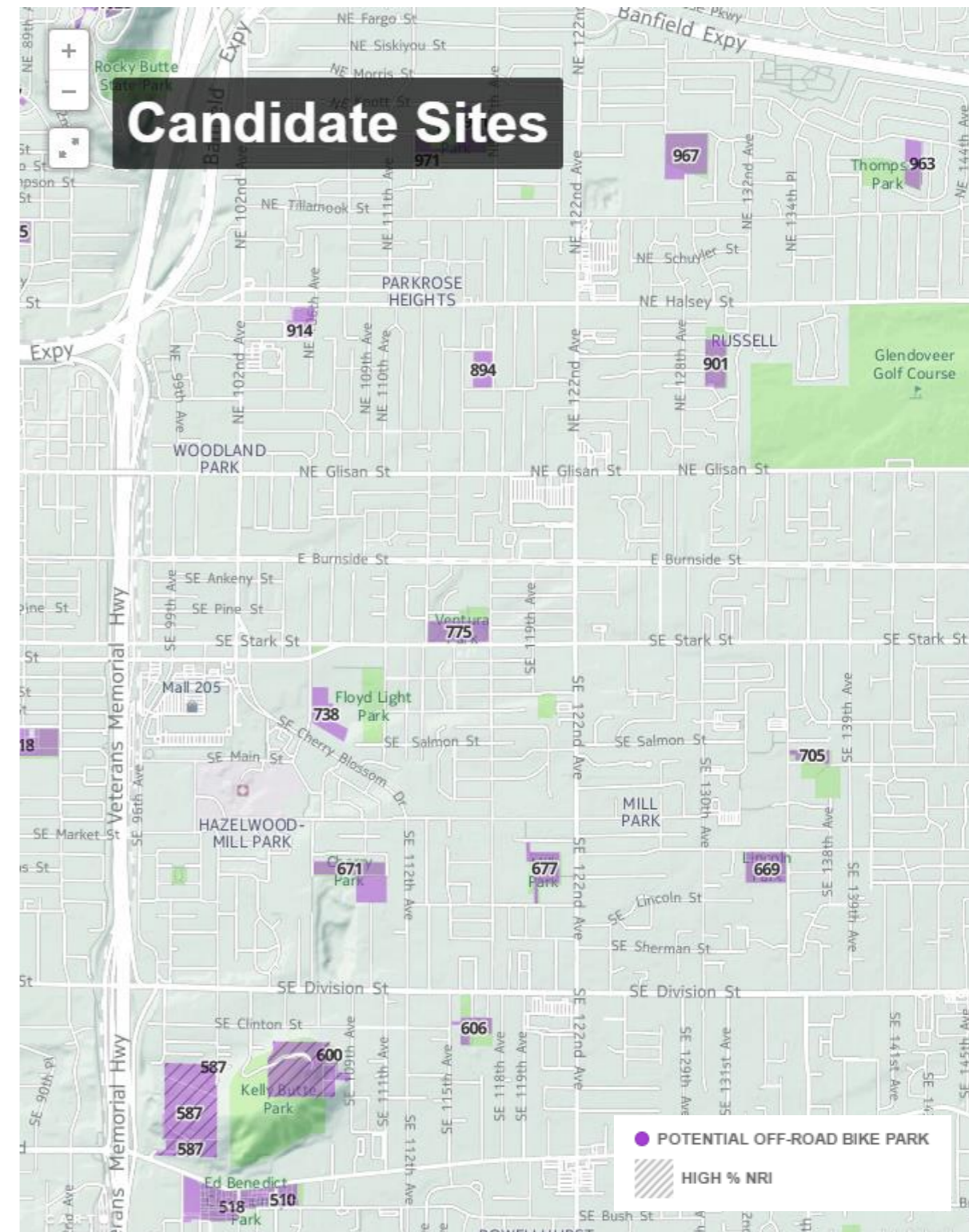
# Bike Park Opportunities

## Criteria:

- Remove sites <2 acres
- Remove sites with average slope >15%
- Remove any site classified as a “natural area”
- Leaves 278 sites

## Categorization of opportunity:

- Percentage of site where a “high” NRI rating covers more than >70% of site





# Off-Road Trail Opportunities

## Criteria:

- Did not consider any site <5 acres
- Used comparable trail densities to calculate possible trail length

PORTLAND TRAIL DENSITY RECCOMENDATIONS				
Trail Density	Metric	Trail Miles	Acre	Property Application
Low	Linear trail miles per acre	1	50+	Natural Areas
Moderate	Linear trail miles per acre	1	20	Developed site larger than 20 acres
High	Linear trail miles per acre	1	5	Developed site 5 – 20 acres

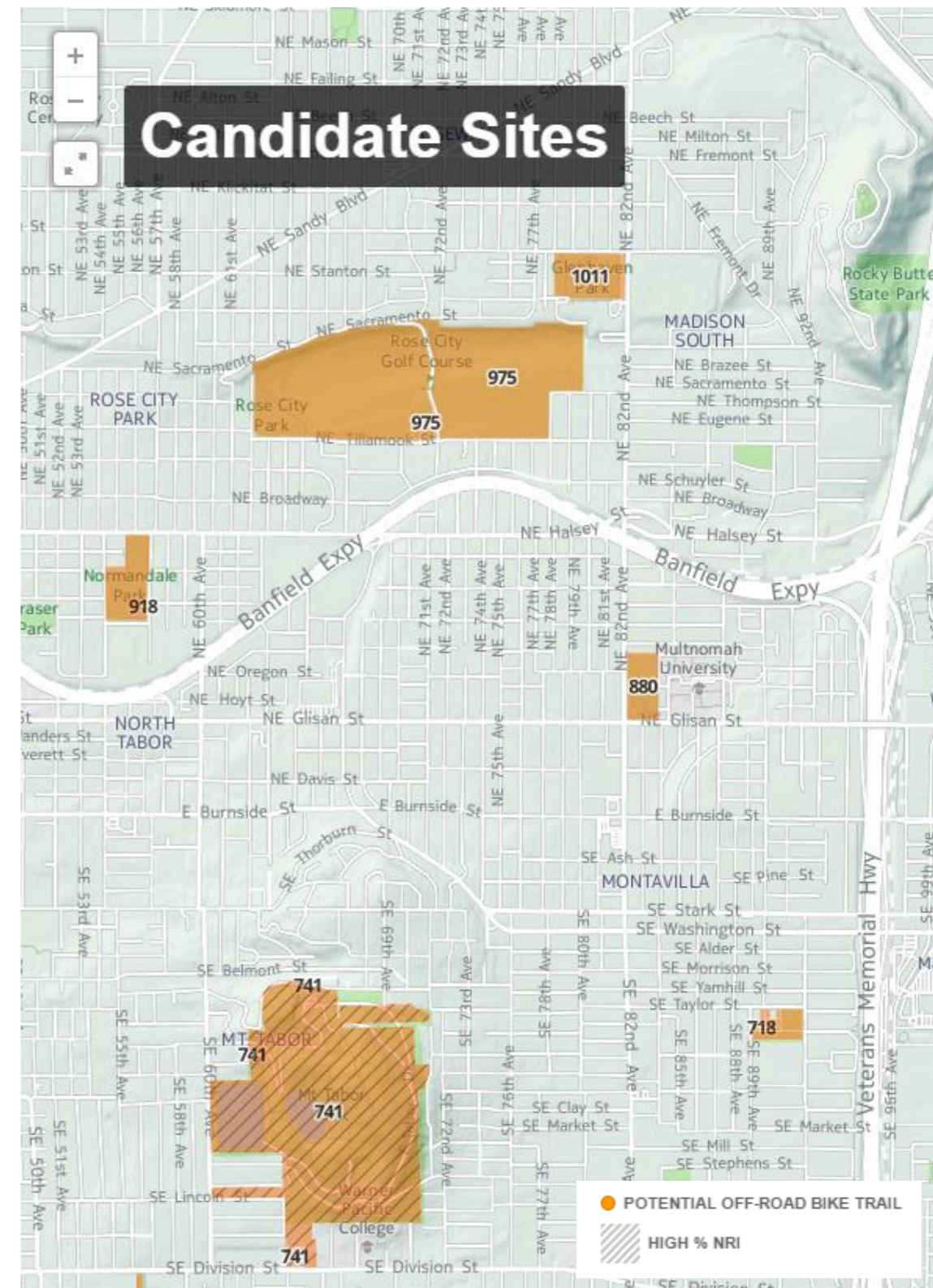
# Off-Road Trail Opportunities

Classified into:

- None (0 – 1 mile)
- Short (1 – 3 miles)
- Medium (3 – 5.0 miles)
- Long (>5.0 miles)

Categorization of opportunity:

- Percentage of site where a “high” NRI rating covers more than >70% of site

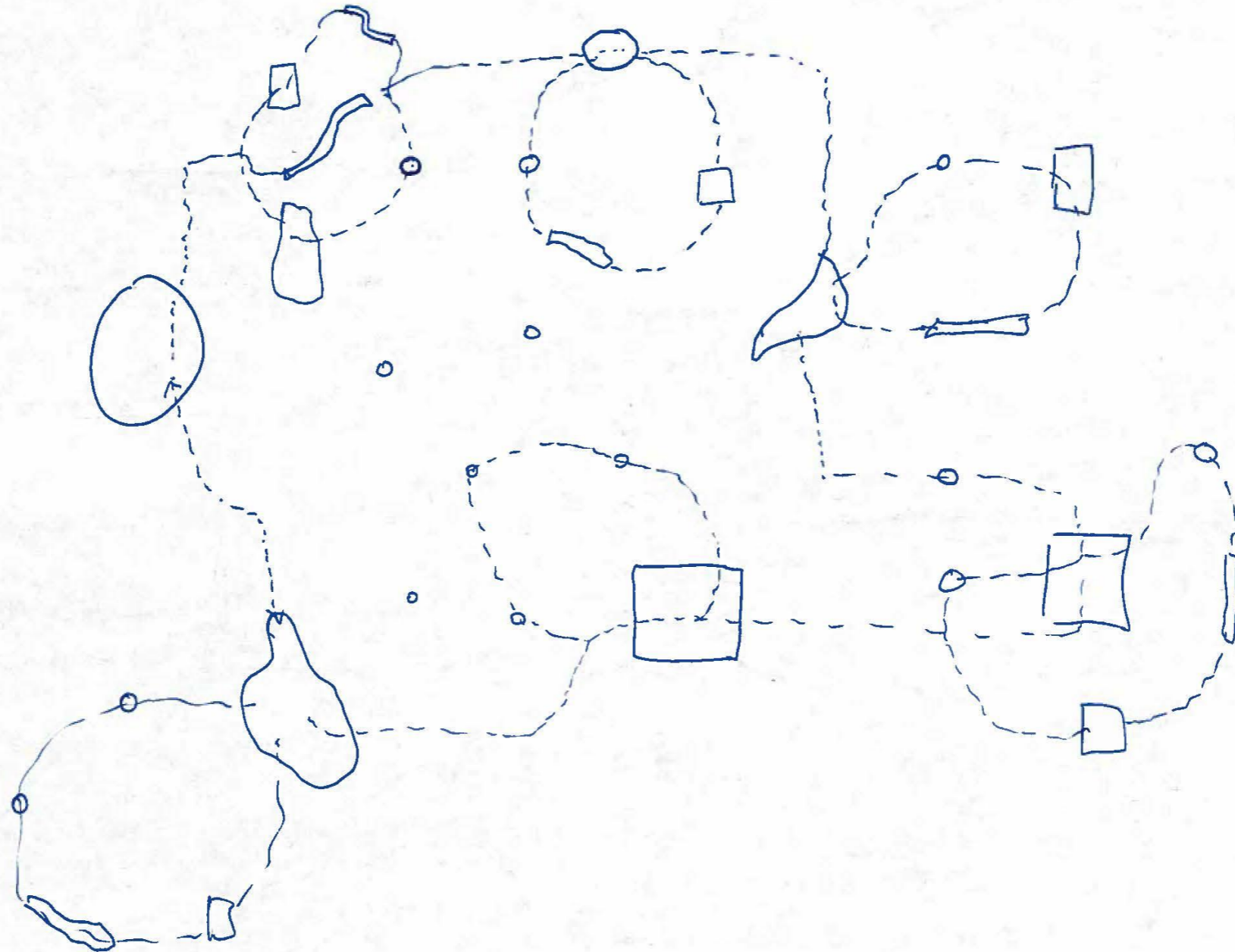




**Future steps – network building and  
detailed site assessment**



# PORTLAND OFF-ROAD CYCLING MASTER PLAN





## PORTLAND OFF-ROAD CYCLING MASTER PLAN

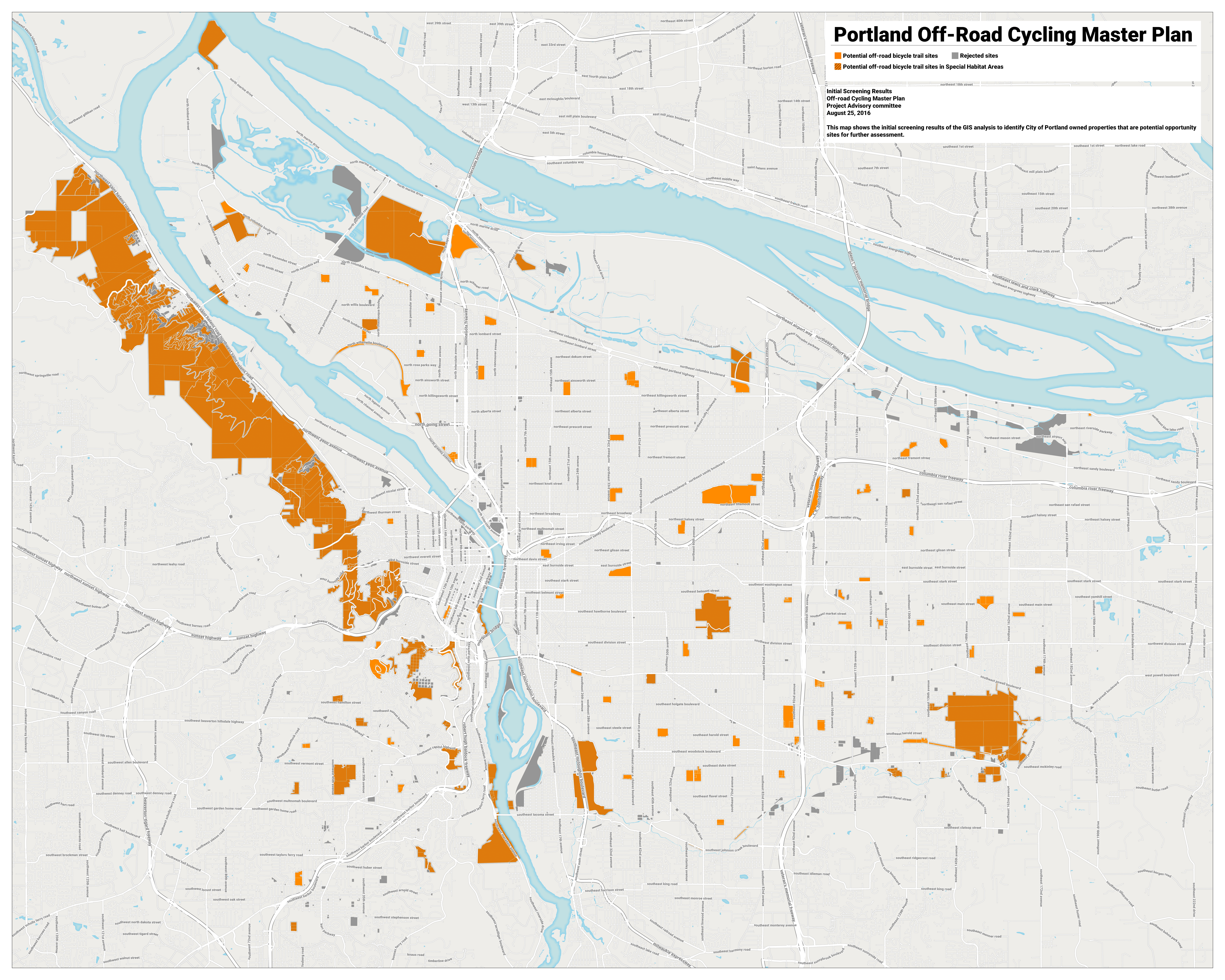
Which sites do you think  
have the greatest potential?

# Portland Off-Road Cycling Master Plan

- Potential off-road bicycle trail sites
- Rejected sites
- Potential off-road bicycle trail sites in Special Habitat Areas

Initial Screening Results  
Off-road Cycling Master Plan  
Project Advisory Committee  
August 25, 2016

This map shows the initial screening results of the GIS analysis to identify City of Portland owned properties that are potential opportunity sites for further assessment.

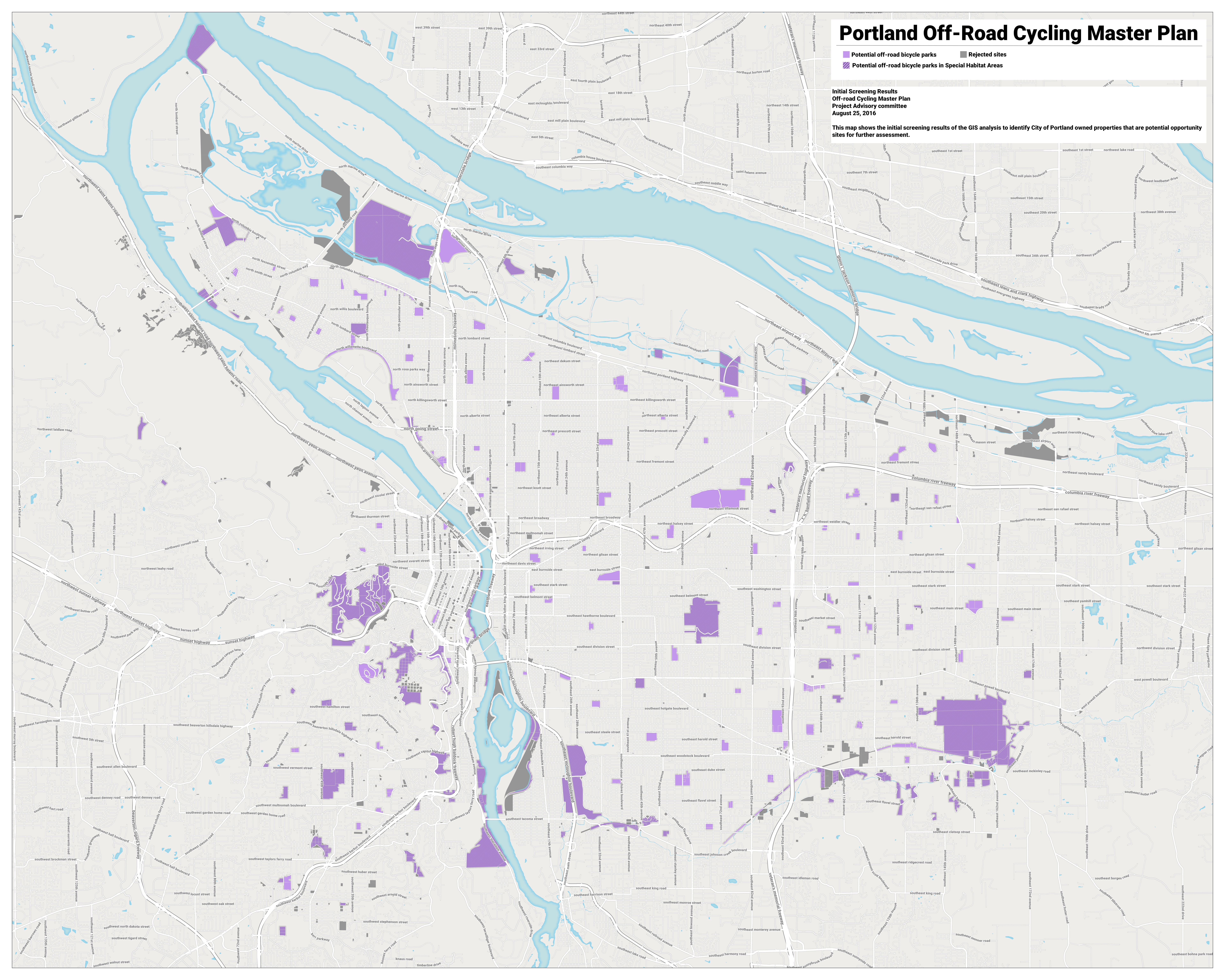


# Portland Off-Road Cycling Master Plan

- Potential off-road bicycle parks
- Potential off-road bicycle parks in Special Habitat Areas
- Rejected sites

Initial Screening Results  
Off-road Cycling Master Plan  
Project Advisory Committee  
August 25, 2016

This map shows the initial screening results of the GIS analysis to identify City of Portland owned properties that are potential opportunity sites for further assessment.



THOMAS A. CUNNINGHAM  
ATTORNEY AT LAW

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EMAIL: THOMASCUNNINGHAMLAW@GMAIL.COM

August 25, 2016

Before: Road Cycling Committee  
Meeting: August 25, 2016, 4:00 pm - 7pm  
1900 SW 4th Avenue, Portland, Oregon 97204

Written Testimony in Opposition to Development of Bike Use

Committee Chair, Committee Members, and Those Who Treasure Forest Park:

My name is Tom Cunningham. I am a lawyer, and for 23 years I have had a law practice in Northwest Portland. My clients are mostly individuals and their families. My wife and I and our two teenage children have made our home in Northeast Portland for some 24 years. Like my mother (who by the way turned 101 earlier this summer) I was born and raised in Portland; my father's family arrived here in 1923. I grew up in Portland with family hikes in the Gorge, on Mt. Hood and, in Portland, in Macleay Park, and in the Arboretum.

Like many of you, I treasure the legacy of Forest Park that Portlanders, such as my parents and my grandparents, created for us. And, of course, I like bicycling, too - I have been riding in the greater Portland area for more than 55 years.

And that is why today I want to share with you why I am opposed to any further development in Forest Park for the use of bicycles.

First of all, from the beginning, Forest Park was set aside for use by hikers, for use by people who enjoyed the place on foot. It should stay that way. It is a peaceful forest, and hikers young and old alike need to know they can enjoy the expanses of the forest without disturbances of bicycle riders.

Portlanders of my parents' and grandparents' generations worked together to set aside Forest Park, in part, as a habitat that nurtures birds and other wildlife. Forest Park is a unique extension of the migratory pathway from the Coast Range. It is the home of untold species of birds. Some of those birds make themselves visible when I go out jogging. I like the narrow, secluded, hilly trails in Forest Park, and for the past 20 years or so I have tried to get out and jog those hills at least twice a week. In past year alone I have seen pileated woodpeckers, and have actually been face to face with a great horned owl - and those are large birds, by the way. But, experience that teaches us that bicycle use development inevitably encroaches on that wooded habitat, that it leads to habitat deterioration, and that it will drive out birds and the larger mammals.

We - and that means all of us who live here - are the stewards of the Forest Park created by our parents' and grandparents' generations. That stewardship means preserving



Written Testimony  
Road Cycling Committee  
08/25/16  
Page 2

the Park, its habitats, its wildlife, and the peaceful place it holds for people who visit it on foot. We need to protect Forest Park against today's pressure from developers.

You know, Forest Park has always faced pressure from developers, and today's pressure from bicycle riders is nothing new. When you think about it, really the only difference we see in 2016, as compared to 1956, 1966 or 1976, is in the type of bicycles. Today's bicycle riding proponents may not be riding the 3-speeds, the Stringrays, or the Schwinn Varsity 10-speeds, but their desire for recreational bicycle development is the same pressure we have always resisted in the past. As before, the City should deny the pressure to develop Forest Park for any further bicycle use.

And, proposed use by bicycle riders has not been the only pressure that has been faced by Forest Park over the past 70 years. You might remember in the late 1970's when Portland City Commissioner Frank Ivancie was proposing logging for Forest Park. And, that development, too, was soundly and rightly rejected.

Our stewardship of Forest Park today likewise requires us to resist development for bicycle use, and to reject it.

We need to keep in mind that, at the end of the day, bicycle riders have many other places to go to ride. Thank goodness, Forest Park is not the only place left for recreational bicycling development. We need to leave Forest Park alone for our children and their children.

We need to leave Forest Park alone.

I respectfully request that no further bicycle riding development be allowed in Forest Park.

Sincerely,



Thomas A. Cunningham  
Attorney at Law

TO: WHOM IT MAY CONCERN

FROM: Terrance Hohner, O.D.

RE: Three Important Reasons to Keep Forest Park Hiking Trails for Pedestrians only

Having hiked Portland's Forest Park trails every week for the last 32 years, there are three significant safety reasons why to keep bicycle traffic on the main service roads (like Leif Erickson, Saltzman, and Springville Roads) and off the Wildwood and its feeder trails:

1. Every part of the existing trail system where a biker is coming downhill and a hiker is going uphill is a potential accident ready to happen. More slowly moving senior citizens, more meandering families with small children, and more canine owners with and without leashed pets are using the trails (as can be witnessed by the doubling and tripling of the width of all the hiker trails). This increased traffic is safe when all parties have equal reaction times but a bike going downhill has a significantly slower reaction time and thus creates a safety hazard for those going uphill. For the health and safety of all parties, AS AN ACCIDENT PREVENTION MEASURE, please leave the Wildwood and its feeder hiking trails for hikers.
2. More than half the year, the Wildwood and its feeder trails are muddy. It is a fact that a bike with a tire narrower than the width of a foot of a pedestrian creates more of force per square inch pressing into the trail surface. Those narrower tire grooves ultimately create ruts in the trail and soon you will see a wider, deeper, muddier area being produced in a multitude of spots on the trails. Guess what happens when the muddy rutted spots approach the freezing temperatures of fall and spring nights and most of winter? ANS: Irregular, hard, rutted surfaces creating a hazard risk for walkers used to a more even surface. Those with unsteady balance (partially disabled, and senior walkers) are particularly at risk of ankle twisting and trip and fall issues. WHO WILL BE AT FAULT TO TAKE RESPONSIBILITY FOR INCREASING INJURIES ON THE TRAILS DUE TO THIS HIGH POTENTIAL CAUSE OF HIGHLY PROBABLE TRAIL INJURIES?
3. If you want to prevent potential "brush back/fall down" episodes where a hiker gets forced off even a flat trail, keep the bikes free to be used on Leif Erickson, Saltzman, Springville Rds. where there is a healthy width and lateral clearance to get out of the way of a biker coming from behind. I have been startled dozens of times by inappropriate, non-allowed, fast approaching bikes from behind and forced off the trail... often times at a very steep section of the trail. To prevent this type of high risk occurrence from getting even greater, keep the hiking trails for the pedestrians who are not alarmed at the approach of another hiker from behind.

*Thank You for your consideration*

*Terrance Hohner 8/25/16*

PORTLAND OFF-ROAD CYCLING MASTER PLAN: COMMITTEE MEETING COMMENT FORM

DATE: 8/25/16 YOUR NAME: SPENCER BUSHNELL

- The "FATAL FLAW" ANALYSIS omits small sites. This is a mistake. Multiple small sites could ACCOMMODATE A LINKED TRAIL, or linked BIKE PARK FACILITIES

- PLEASE LINK RIVER VIEW to Mangum to Washington Park with SINGLE TRACK, could go across the SELLWOOD BRIDGE TO EASTMORELAND.

PORTLAND OFF-ROAD CYCLING MASTER PLAN: COMMITTEE MEETING COMMENT FORM

DATE: JUNE 23, 2016

YOUR NAME: Catherine Thompson, M.D.

This comment form is meant to replace the summary of my comments at the meeting on June 23rd which were not captured accurately in the meeting summary. Please include the entire text of my comments in the meeting summary. Thank you

The story of Chesty Park is a cautionary tale of how working with one user group while failing to include the neighborhood and failing to do an environmental evaluation can thwart success and promote conflict. In 1995 cyclists were excluded from soft trails in Seattle Parks because of damage that had been done to parks by cycling. In 2013 the possibility of having cycling trails in Seattle was opened up again with the caveat that the trails be sustainable. Chesty Park was meant to be a pilot project. A cyclist designed a cycling system for the park including multiple trails and a skills park. This was all done without doing adequate neighborhood outreach. When the plans were brought to a neighborhood meeting which included members who had also been working to improve Chesty park with Ivy removal and other improvements, the resulting response was sufficiently robust that police were called to the meeting. Since that time a group has formed to save Chesty Park. They challenged the city because no environmental review had been done and won. Winning such a suit on environmental grounds is rare in Seattle. Because of this lawsuit development of cycling trails in Chesty Park is on hold until the proper environmental review is done. In summary, it is wise to include neighborhoods, as members of the committee suggested at the June meeting, that the existing social and cultural milieu must be elicited in the process. It is important to do environmental assessments before developing plans that might not be appropriate for the area. That is what Environmental Zoning Code is for. To do otherwise dashes the hopes of expectant users and leads to increased illegal activity as we have seen in Forest Park and Riverview Natural Area.

PORTLAND OFF-ROAD CYCLING MASTER PLAN: COMMITTEE MEETING COMMENT FORM

DATE: 8/25/16 YOUR NAME: SHEILA BRADY

I'm supportive of increasing opportunities for off-road biking — BUT NOT! on pedestrian trails in Forest Park. In other locales, OR biking has resulted in extreme degradation of fragile environments, resulting in eventual closure (and long-term remediation) for all users.

PORTLAND OFF-ROAD CYCLING MASTER PLAN: COMMITTEE MEETING COMMENT FORM

DATE: 8/25/16 YOUR NAME: SPENCER BUSHNELL

THE FOREST PARK PLAN LISTS "28 MILES OF TRAIL OPEN TO BIKES". THAT IS DISINGEROUS. THOSE ARE ROADS. WE NEED ACCESS TO SINGLETRACK, SIMILAR TO THE WILDWOOD TRAIL.

PORTLAND OFF-ROAD CYCLING MASTERPLAN:COMMITTEE COMMENT FORM  
DATE; August25, 2016                      Your name: Catherine Thompson, M.D.

The Forest Park Natural Resources Management Plan includes a set of goals for Trail Management (p 21-22) since you are discussing changes that would impact trail management it is essential that these changes comply with these FPNRMP goals that are law.

1. Protect Flora, wildlife and Habitat
2. Provide Opportunities for Passive Recreation
3. Provide for Quiet, Reflective, Spiritual Experiences
4. Provide Opportunities for educational Use
5. Accommodate Use by a diverse Population. "Forest park should be readily accessible to a diverse population. Young, old, male, female, urban, suburban, individual, small groups, first time visitor, and disabled should find Forest Park easy to use and enjoy."
6. Minimize User conflict
7. Promote User Safety. "All users should feel safe when they utilize the park in a responsible manner."
8. Minimize Negative Impacts on Neighborhoods
9. Protect the system of Trails, Roads and Firelanes. "The system should be protected from unacceptable impacts by user"
10. Involve citizens in Trail Management Decisions.

PORTLAND OFF-ROAD CYCLING MASTER PLAN: COMMITTEE MEETING COMMENT FORM

DATE: AUGUST 25, 2016    YOUR NAME:: P Sydney Herbert, Trails Club of Oregon

I am unable to attend the Aug 25th meeting so do not know what the presentation will be. Perhaps it will be satisfactory for hikers, but, just in case it is not, please be advised that the Trails Club of Oregon (which has been systematically excluded from the planning) a long time user of the Park and founder of the Park—is opposed to the "sharing" of trails with bicycles and is opposed to the development of single-track cycling trails in Forest Park.

## PORTLAND OFF-ROAD CYCLING MASTER PLAN: COMMITTEE MEETING COMMENT FORM

DATE: 08/25/2016

YOUR NAME: David Mitchell

I am 66, a cyclist since 1956, and a mountain biker since 1981. Most of my off-road mountain biking has been in trails in Marin County CA, and the hills near Stanford University. I am also an avid hiker and use the trails in Forest Park every week throughout the year. Having had many close encounters and near collisions between mountain bikers and hikers, I've concluded that shared-use trails are problematic and unsafe, and should be minimized in your plans. Mountain bikers are the worst offenders and endanger the safety of hikers by often ignoring speed limits and rights of way. Please keep as many (over)

Forest Park trails as single use trails!

August 25, 2016

To: Off Road Cycling Master Plan Advisory Committee

For thirty two years we have lived on NW Thurman Street near Balch Creek Trail. In the over thirty five years spent walking, running, and occasionally cross country skiing on the network of Forest Park trails there have been numerous changes.

There are now many more walkers, including young families. There are more foreign tourists, especially adjacent to Pittock Mansion and Hoyt Arboretum. Trails are wider with more evidence of wear such as exposed roots and rocks. There are more dogs, and fewer deer sightings. And there are more encounters with bikes on the Wildwood Trail.

In our experience, sharing the Wildwood Trail, and other currently off-limits-to-bikes trails, would engender more unfavorable trail conditions. It would also discourage non-riders from hiking or running on a narrow mixed use path which currently has barely enough room for two abreast pedestrians. The velocity of a bike, especially on a hill, creates hazards for an unexpected encounter. We personally have experienced bikes speeding by, forcing us off trail.

In thirty five years from today the Trail will have even greater use. Everyone deserves a place to find there recreational bliss. That definitely includes bikes, but maybe not on the Wildwood Trail system. Please consider leaving bike access as it currently stands to help preserve this unique resource.

Thank You,

A handwritten signature in black ink that reads "Jane Harrison-Hohner". The signature is written in a cursive, flowing style.

Jane Harrison-Hohner

Nurse Practitioner, Retired



PORTLAND OFF-ROAD CYCLING MASTER PLAN: COMMITTEE MEETING COMMENT FORM

DATE: 8/25/2016 YOUR NAME: Justin Manville

- 1) How many Bike v. Hiker Collisions have happened on Powell Butte?
- 2) What measures are you using to track progress of Action Items in the 1995 FPWRMP?

PORTLAND OFF-ROAD CYCLING MASTER PLAN: COMMITTEE MEETING COMMENT FORM

DATE: 8/25/16 YOUR NAME: Michael Wells

I've hiked, walked and run in Forest Park for 40 years. Often a walker has to move aside for runners, a bicycle would be too fast and unstable for avoiding walkers, children, dogs.

PORTLAND OFF-ROAD CYCLING MASTER PLAN: COMMITTEE MEETING COMMENT FORM

Tom  
Armstrong

DATE: 25 Aug 2016 YOUR NAME: Les Blaize lblaize@g.com

At the first meeting I ask a question and requested that the answer be made part of the record. I have reviewed the record my question was listed - but the answer was not. The question was:

For the record would all members of the committee, staff, Tech Advisors Agency Representatives raise their hand FOR THE RECORD. IS they are members of or have worked for <sup>North West Trail Alliance</sup> NWTA or <sup>International Mt Biking Assoc.</sup> IMBA?

At that time about 7± people including staff, speakers, & committee members raised their hands.

Would you please re poll all and print results in next minutes/summary?