



PORTLAND OFF-ROAD CYCLING MASTER PLAN

Project Advisory Committee Meeting #12

Meeting Summary

MEETING DATE: TUESDAY, MAY 30, 2017

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

TIME: 4:00 PM – 6:30 PM

In Attendance

CAC Members Present

Nastassja Pace
Erin Chipps
Puneh Abdolhossieni
Matthew Erdman
Jocelyn Gaudi
Mike Houck
Adnan Kadir
Torrey Lindbo
Jim Owens
Bob Sallinger
Evan Smith
Michael Whitesel

CAC Members Absent

Renee Meyers
Kelsey Cardwell
Kelly McBride
Carrie Leonard

Agency Representatives and Resource Members

Maya Agarwal, *Portland Parks & Recreation*
Rachel Felice, *Portland Parks & Recreation*
Shannah Anderson, *Portland Bureau of Environmental Services*
Marc Peters, *Portland Bureau of Environmental Services*
Robert Spurlock, *Metro*
Abra McNair, *Portland Bureau of Transportation*
Jill Van Winkle, *Portland Parks & Recreation*

Staff and Consultants

Michelle Kunec-North, *Project Manager, BPS*
Tom Armstrong, *BPS*
Brandie Dieterle De La Hoz, *BPS*
Kristen Lohse, *Toole Design Group*
Adrienne DeDona, *Facilitator, JLA Public Involvement*

Audience / Members of the Public

Spencer Bushnell
Philip Crosby
B. McGillicuddy
Chris Rotvik
Autumn Blankenship
Catherine Thompson
Roberta Lowe
John Wertzler
Kerstin Holster

Phil Richman
Erick Fenner

Overview

The committee:

- Reviewed and discussed feedback heard from the public during the open houses, community events, focus groups and through the online comment map and Forest Park questionnaire.
- Reviewed and discussed the initial draft recommendations for planning, design, management, and maintenance of the off-road cycling system.
- Explored and provided further input on preferred sites to be considered as part of the draft system plan.

Welcome, Agenda Review & Project Updates

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

Michelle Kunec-North explained the recent public input received through the open houses and online feedback forms was used to develop the initial draft recommendations, and that the next step in the process is to put together a draft plan. The draft plan will go out to the public for feedback and be presented to the various City Boards and Commissions prior to going before the City Council later this fall. Michelle will send an updated schedule to the committee in the coming weeks. Several committee members noted the importance of receiving the schedule with as much advance notice as possible.

Meeting 11 Summary

Adrienne asked for any comments or questions about the Meeting 11 summary. There were none.

Public Outreach Summary and Community Feedback

Adrienne briefly reviewed the community outreach process completed over the past month and a half:

- Four open houses
- Two community events
- Two focus group meetings with underrepresented and underserved populations
- Online interactive comment map
- Forest Park online questionnaire

She noted we heard from a lot of people and received a significant amount of input. Adrienne explained several key themes emerged from that input:

- Access and equity
- Natural resource protection
- Safety
- Funding
- Regulatory requirements

Questions and comments from committee members and agency representatives included:

- A committee member asked if the draft comment summary presented tonight is the same as the one received via e-mail prior to the meeting. Adrienne responded that the project team will

revise the summary based on the committee's feedback received to date and will send out a revised version following the meeting.

- One committee member commented the summary report was extensive and creative in the way it was presented.
- A committee member asked how the level of input compared to other planning processes. Michelle replied there were a lot more detailed and robust comments as compared to some other planning processes. Adrienne added that other, similar Parks planning projects tended to have a similar level of interest and involvement.
- Brandie Dieterle De La Hoz explained that the outreach conducted by the Community Engagement Liaisons (CELs), a City of Portland program geared towards engaging non-English speaking populations, represent many more voices which were not reflected in the comment summary demographics since that information wasn't collected from community events, open houses and focus group participants.
- A committee member asked about the feedback heard from East Portlanders at the community event, given that there is currently a gap in Park facilities in that area. Michelle said many commented along the lines of, "Yes, great, any recreational opportunity for our families is good." However, there were fewer site-specific comments from East Portland, but generally more positive comments, requesting access to more opportunities for outdoor recreation.
- Brandie noted that input was collected from two types of people: people familiar with off-road cycling and people who were unfamiliar with the activity. Some of these people hadn't been asked for this type of input before. She felt it was important to understand that and review the feedback in this context.
- One committee member requested that more targeted outreach be done to engage youth/kids.
- One committee member asked how the data in the summary report would be used. Would staff move forward with the most popular input about sites, for example? Michelle replied the input received from the public was just one layer of information that would be considered along with input from the committee, various Bureaus, site visits conducted, review of available GIS information and existing plans documents.
- Michelle added a lot of public comments were received at the open houses and community events regarding:
 - ✓ Sites being accessible by walking or biking, kid/family-friendly
 - ✓ Safety for all users (shared use)
 - ✓ Providing a connection with nature
- Michelle said that some information received about specific sites or about parks planning in general will be kept for future use, when more detailed plans are underway for certain facilities.
- One committee member said when the draft recommendations are made available to public it will provide another opportunity to solicit feedback that might draw more attention and more detailed feedback. Michelle agreed the upcoming round of public input would likely get more localized attention given that a narrower set of sites will be presented as part of the draft Plan.
- A committee member felt the Forest Park trail concepts will require additional public outreach in the future. He recommended expanding the demographics of the respondents in next efforts, particularly to get a better age balance.
- Another committee member agreed with the comments about expanding outreach to other age demographics beyond the 55 and older age group, especially about reaching out to kids. She

added that implementation of the plan will be long process; therefore it's really important to capture the younger generation to build future partners in stewardship of these facilities.

- A committee member mentioned the chart used early in the process showing who has most access/least access in public engagement. He felt it was necessary to systemically address the public comments within this framework, so that we weigh age, where people live, and consider that many kids don't have the same access to participate in the process as those who are 55 and older, but might have opinions if asked.
- Brandie added that it's important to identify where input comes from, but recognize that it may not be representative of the entire community.
- Michelle said we received a significant amount of feedback from people who wouldn't normally be engaged in a planning process. She asked how we elevate youth and other underserved voices in our recommendations moving forward.
- One committee member said if this is our full set of data, then we must calibrate it according to the overall demographics of the city.
- Another committee member cautioned that we shouldn't speak for youth; that we should invite their participation so they can speak for themselves.
- Rachel Felice said Marquam Nature Park received 17 responses, but was not listed earlier as an opportunity site. She felt that may have skewed the input and added that it was important to acknowledge which sites were called out as potential opportunities.
- Another committee member added that it was important to provide additional context as part of the outreach process. He said when the Parks Board was making budget cuts they prioritized services based on the larger context of the City's needs. He added the public outreach process lacked information on what the tradeoffs are and the limitations on what we can accomplish. For example, with regard to equity and communities that are underserved, the top priorities should be for areas that are underserved. We need to frame our recommendations with those considerations in mind. In other words, it's not about what's missing from the comments, but what's missing in the way we represent it.

Initial Draft Recommendations for Planning, Design, Management and Maintenance

Michelle provided a brief overview of the initial draft recommendations that would be included in the Master Plan to guide future planning, design, management and maintenance (see attached presentation). She said the purpose of the Off-road Cycling Master Plan is to serve as a city-wide plan for a system of off-road cycling facilities. Michelle said that the Plan would include a system map of sites, information about the sites and system-wide best practice-related recommendations. The goal of the system-wide recommendations is ensure the system is safe, sustainable and successful.

Michelle explained that the initial draft recommendations provided to the committee for consideration and discussion were developed based upon best practices from other places, the Forest Park Planning Principles and feedback from the City Bureaus, Committee and the public, which includes topics such as equity, accessibility and enforcement.

Michelle said there are different categories of recommendations beginning with foundational recommendations that essentially convey the need for safe transportation, healthy natural areas and a good parks system. The next tier addresses equity, engagement and how the system will be designed,

especially with regard to nature, safety and enjoyment. The last component is the “nuts and bolts” pieces with regard to maintenance, management, etc.

Michelle asked for the committee’s feedback on the initial draft recommendations, specifically with regard to:

- The appropriateness of the recommendations
- Identifying any gaps – either topics that are not well-addressed or are missing entirely
- Opportunities to add specificity to better guide City action in the future
- The overall general framework/organization of the recommendations
- Wording changes to improve clarity or accuracy

Adrienne reviewed an abbreviated list of topics based upon the committee’s input on the initial draft recommendations received prior to the meeting and asked for other perspectives and input on these topics:

Funding

City recreation goals and the environment

Define “demand”

Define “stewardship”

Identify the desired amount of trails

Discuss phasing

Equity and engagement

Electric Assist Vehicles

Clarify monitoring

Expand on event protocols

Directionality – can see it working both ways

Consider cost effectiveness in design and development

Assess economic impact over time

Consider overall organization and consolidation of similar recommendations

Questions and comments from committee members and agency representatives included:

Funding

- One committee member suggested defining what this plan is and is not up front. It’s not a document to define the City’s priorities with regard to funding; rather it’s a framework for an ongoing discussion on opportunities for off-road cycling. Funding shouldn’t be the focus, but we shouldn’t set up unrealistic expectations.
- A committee member said although the Plan will be a 20 year Plan and shouldn’t necessarily address funding, there is no money. With that in mind, the Parks Board has made East Portland a priority. Funding for long-term maintenance must also be considered. The biggest problem in the Parks budget is lack of funding to maintain these sites. Therefore it’s very important to note these types of caveats and not create false expectations with the Plan.
- A committee member asked if user fees would be a possible resource for future funding. Michelle replied that the City is interested in exploring new ideas, such as the partnership with Gateway Green. However, user fees may not be something the City would pursue since it creates an equity issue. Fee collection could also be challenging, especially for an outside venue. Parking fees may be an option to explore.
- Rachel added that maintenance is important for ongoing sustainability.
- Jill Van Winkle said that agreements can be established with volunteer groups, but ultimately maintenance is Portland Parks & Recreation’s responsibility.

- Another committee member echoed support for the earlier comment regarding funding for a 20-year Master Plan and the importance of on-going maintenance needs. She encouraged including possible funding options as part of the Plan.
- Shannah Anderson suggested including case studies from other places with example cost estimates to provide a general understanding of cost implications.
- A committee member suggested including how much other cities spend on these types of facilities in order to advocate for funding in the future. *[There is data available here: see <http://parkscore.tpl.org/>]*
- A committee member noted studies have shown mountain biking can boost the economy, however, we should consider whether off-road cycling facilities could contribute to gentrification in places like East Portland and take way from available land that could be used to address the current housing shortage.
- Another committee member commented the Plan will need to be considered in light of equity needs city-wide and the City's current budget constraints.

Natural Resource protection and meeting the City's goals for recreation

- A committee member stated overall the initial draft recommendations provided really good information with regard to natural resource protection, except for the section that stated "balance against city goals" (38c). All land has been through a planning process, this statement is in conflict with that. It should be removed.
- Robert Spurlock said that trail building is much harder in Portland because of the conservation zone.
- Michelle added that Portland has a rigorous environmental review process to ensure natural resources are protected.
- One committee member said the average off-road rider, especially younger riders, won't understand costs. Therefore, it's important to engage the younger generation of riders in order to establish future stewards. We need to get trails on the ground in order to make progress and grow our audience. Otherwise we miss the opportunity to engage younger generations.
- A committee member said we can't balance the funding hierarchy as part of this process or resolve 20 years of funding.
- A committee member requested changing the wording environmental constraints to environmental protections.

Electric assist vehicles

- A committee member indicated that this process shouldn't address alternative modes of travel on trails (i.e. Electric Assist Vehicles). Michelle clarified the ADA states powered mobility devices must be allowed for pedestrian use unless the City says otherwise. Without a policy, the default would be to allow them. This includes motorized wheelchairs, ebikes, Segways, golf carts, etc. It was suggested by a committee member this be explored outside of this process.
Note: City Code 20.12.170 Use of Certain Devices or Equipment addresses this issue (see <https://www.portlandoregon.gov/citycode/article/147793>) and allows use of a variety of electric mobility devices in parks, with certain conditions.
- Jill clarified facilities that are not primarily for pedestrians would be exempt, so pump tracks/bike parks, wouldn't be included under this statement.

Other Comments

- A committee member asked how these recommendations will work. Michelle replied the Off-road Cycling Master Plan will be a guiding document for buildout of the system. Ideally, the Plan will operate alongside or as part of the City's Recreational Trail Strategy and Bicycle Master Plan, which makes recommendations for the city's paved bicycle system. These plans set goals and recommendations for their respective systems but must then be weighed against other priorities – for example, the Bicycle Master Plan is reviewed within the context of all transportation needs within the City as part of the City's Transportation System Plan. Each Bureau will need to consider the Off-road Cycling Master Plan as part of how they implement/build out their systems and services.

Michelle explained these initial draft recommendations provided to the committee is a first draft for discussion. Following the meeting, they will be revised based on the input received by the committee and will be included in the draft Master Plan that goes out for public comment and review by the Committee prior to Council review and adoption. Michelle also noted this would be different than the committee report, in which committee can voice their unique positions.

Rachel added that recommendation 93 is in conflict with 27. Michelle replied that recommendation 93 is intended to serve as an escalating enforcement protocol. Rachel suggested not using numbers to list the recommendations.

Adrienne said additional comments were welcome on both reports (the draft recommendations and the public comment summary), and can be sent to her or Michelle in writing via e-mail following the meeting.

Preferred Sites and Initial Draft Off-road Cycling System

Michelle and Adrienne explained the small group activity for the next part of the meeting. Committee and resource members split into four groups to discuss and identify priority sites on printed maps in each of the following four areas of the city:

Outer Northeast/Southeast
North/Northeast/Outer East
Southwest
Southeast

Michelle asked the groups to consider sites in terms of distribution and how they connected. Are they located by kids, schools, or other good connections. Can you walk/bike there safely? She asked the committee to identify priority sites with a "yellow" dot and document why these sites were important to consider and identify what guided their recommendations.

The "green" dots on the map identify sites with positive feedback from the public, committee, Bureaus and through site visits conducted by the project team.



Adrienne asked members of the public to identify any sites that they knew about in their neighborhood that they would identify as priority sites in writing on scrap paper provided. They could report out on these sites during public comment orally if they chose to, or share their notes in writing with the project team. These comments would be part of the public record.

Report out

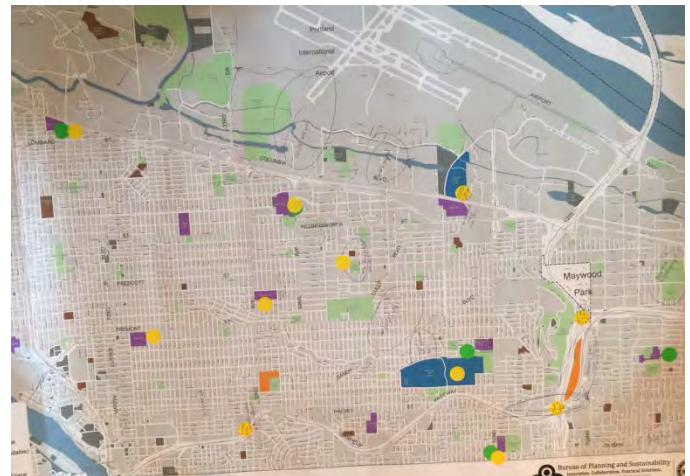
Outer Northeast/Southeast

- Connectivity guided the discussion since the point of active transportation is to get people around on bike and by foot.
- Sites they identified were: Springwater Corridor, I-205, and overall connecting sites with the urban fabric.
- Riding to and from nature, not always riding in nature was a theme of their discussion.
- Use off road trails and neighborhood connectors and greenways to provide access to nature.
- Connectivity and safety is important: not all connections are 100% great; understanding that they need to be improved.
- The opportunity for loops is important too.



North/Northeast/Outer East

- Two things guided their discussion—areas currently underserved by parks and density of youth and overall population.
- Opportunities to make connections and linkages such as Sullivan’s Gulch and Gateway Green were important.
- Golf courses came up frequently. They requested more information on the golf course trends – how much are they being used. Rachel will provide more information.



Southwest

- Conversation was guided largely around challenges, such as connectivity issues and topography. This area is tricky to get around by bike and the topography also makes it tricky to build sustainable trails.
- Trails or skills parks were identified.
- Needed more time to consider connectivity and population density.





- It would be good to consider household income as well to help prioritize sites. Access is an issue if you don't have a car.

Southeast

- Hotspots, such as schools guided their prioritization. Looked at connections with elementary/middle schools
- Earl Benedict seemed like a good spots for a bike park
- There seemed to be a big gap in parks in Southeast near Division.
- Powell Butte is a great resource but what about places closer to I-205.
- Mt. Tabor is a good existing site. The trails could be improved, lots of opportunities for loops, elevation, etc.
- Golf courses, such as Colwood and Glendoveer, were also discussed as a way to help spread out range of opportunities geographically.



Public Comment

Spencer Bushnell thanked the committee for their hard work, seemed like an impossible task. He echoed the comments with regard to properties not being considered for off-road cycling opportunities without soliciting public opinion, such as Marquam Nature Area. He felt this led to fewer public opinions. He felt there were several opportunities for trails in Southwest Portland within the public right-of-way to knit together trail experiences and connect various trails, natural areas and parks.

Philip Crosby said he hikes through Riverview Natural Area and noticed lots of erosion. He said several of the trails can't be used year-round and aren't suitable for biking. He said that if these trails are considered for biking, maintenance plans are important and seasonal closures are a must.

Kirsten Holster agreed with the comments about maintenance. She is from Corvallis, where Mary's Peak utilizes seasonal closures as a management technique. She feels like there should be off-road cycling opportunities in this area, but provide clarity on what types of riding are appropriate.

Catherine Thompson said public outreach and demographic representation has not been adequate and should be done scientifically to collect data that is representative. She cited a previous Forest Park user survey and noted that there were a lot of kids out walking the trails and their safety must be considered. She also added that this Forest Park user survey showed that 77% want to repair major trail damage and protect natural features. Catherine felt that the unmet maintenance needs are significant.

Phil Richmond indicated he lives in Southwest Portland and grew up in Jefferson County, Colorado, where many trail users coexist there. He said the new Sellwood Bridge opened the floodgates to SW Portland with Riverview Cemetery (private) and Riverview Natural Area, which has terrible trail system that needs to be improved. Phil said that he believes that if you build things, the community will step up. Gateway Green is a great example of a success story.

Meeting Wrap up/Next Steps

Adrienne explained the project scheduled had expanded as the project has evolved and due to the need for a robust public outreach component. The committee still needed to weigh-in on the Forest Park Trail concepts which were being revised based upon public feedback and site visits conducted by the project team. She asked the committee whether they'd like to review and provide input on the revised Forest Park trail concepts individually in writing and have their feedback be conveyed in the Committee Report, or meet and weigh-in as a group. The committee agreed to meet as a group to discuss Forest Park, but to receive the draft trail concepts in advance of the meeting and share the collective feedback received prior to the meeting similar to how it was done at this meeting. Adrienne explained this would mean there would be two more meetings for the committee: one to review the Forest Park trail concepts and another to review and make recommendations on the draft Master Plan. Michelle will circulate a schedule to the committee in the coming weeks to include upcoming meeting dates for the committee and the various Boards, Commissions and Council.

Other announcements

- Michelle invited everyone to participate in the Gateway Green Phase 1 opening on June 24th.
- Mike Houck invited everyone to participate in the "Sharrows to Sparrows" event on June 16th.

The meeting was adjourned.

Attachments

- Committee Comments on the Draft Recommendations, received prior to the meeting
- Initial Draft Recommendations
- Draft Public Comment Summary Report
- Project Advisory Committee Meeting #12 Presentation
- Comments submitted in writing from the public

Portland Off-road Cycling Master Plan

Project Advisory Committee

Comments received on the Initial Draft System-Wide Recommendations for Planning, Design, Management, and Maintenance

June 8, 2017

The following comments were received from six Project Advisory Committee members prior to the May 30, 2017 meeting at which the Initial Draft System-wide Recommendations were discussed. In general, comments are shown in *italics* or underline.

Comments received on Tuesday, May 30th:

#9 – “assessing continued demand” is something I’d recommend incorporating now and not just into “future planning.” Portland population is growing rapidly and thousands of new hotel rooms are coming on board – tourism pressures on our assets is going to increase exponentially. Also, I’d recommend determining what some of the “other monitoring techniques” are as “trail counters” do not work well from my experience with monitoring and assessing the Oregon Scenic Bikeways program. Trail counters are expensive, finicky, highly prone to vandalism and cannot decipher btwn user types.

#25 – “use forms of ongoing feedback” – this seems challenging to manage. Why not have some sort of biannual assessments or even longer?

#26 A – on signage should there also be some sort of “ride at your own risk – no lifeguards on duty” type of statement included to reduce the liability for the city?

#26 D – QR codes, I believe, have been proven to now work or be used widely. Let’s consider other tactics that have better track record.

#47 – “Implement a stewardship program” – can we change to “explore expanding stewardship programs? ...” I feel we shouldn’t just assume creating a new program is the answer as that could require new budget, staff, etc.

#49 – “Monitor for impact” – I feel we should explore this and list some examples of how other cities have done this well.

#67 – One way trails could also be an option to decrease user conflict/pressures to consider listing.

#71 – again on the trail signage, see comment #26A above, and also consider adding info on signage and maps about proper equipment use such as wide nubby tires, suspension bike, helmet, elbow/knee pads, etc.

#85 – could the City ever implement user fees or parking fees?

#92 – see comment #71 above

Lastly, economic impact – I think we should explore ways to assess the economic impact over time of developing off-road trails on our economy and local business community.

Comments received on Tuesday, May 30th:

Some quick general comments on the System-Wide Recommendations.

- *This is a very comprehensive and impressive set of system-wide recommendations. If anything, at 99 recommendations, it may be overly comprehensive and potentially intimidating to those who actually have to implement the recommendations. There's also a fair amount of redundancy among the recommendations. Perhaps those that are truly guiding principles are captured as recommendations, with many of the recommendations put into a BMP document?*
- *Houck is totally correct in noting that PPR's budget will serve as a constant constraint to implementation. Funding for improvements to the off-road system will be competing with all the other demands on the park and recreation system. The reality is that partner group funding and labor will likely be required in order to implement anything of consequence, the exception perhaps being improvements in East Portland that contribute to addressing the inequity in park and recreation facilities there. While this is a long-range master plan that should not be constrained by current budget realities, funding limitations/challenges could be more strongly expressed.*
- *Also on the funding front, any improvements must be accompanied by committed maintenance funding. PPR has a huge and growing maintenance backlog.*
- *I also agree with Houck's comments about OPMPDs. This is a can-of-worms budget issue that more properly belongs at the Parks Board and the Commission on Disabilities.*
- *I read Recommendation #38 differently than Houck does but agree that it needs to be rewritten to avoid the interpretation that he fears.*
- *Recommendation #39 also needs to be rewritten. There is no such thing as "lower value" natural areas. All natural areas have been designated such because of their direct or contributing values to the protection and management of natural resources. Those areas that have been degraded are the most in need of restoration as natural areas, not conversion to other uses.*

Comments received Tuesday, May 30th:

30. Involve representatives of all potential types of users – including those using adaptive equipment – in the trail and bike park planning and design process.

Comment: *Most of the input from "all users" I am seeing still seems like it is different groups of cyclists. Any bike planning also needs to have input from other user groups who have not been involved in the current discussions. Hikers, runners, dog walkers, bird watchers, etc*

Siting

38. Site trails and facilities according to the mitigation hierarchy of avoiding, minimizing, and then mitigating negative impacts. Avoid adverse impacts to areas of park with highest ecological function and value, based on the City's adopted Natural Resource Inventory. In other areas, plan any new trail alignments or trail management activities to result in the least adverse impact to sensitive habitat areas.
- a. Apply this hierarchy at both the system planning and site planning scale.

- b. Apply this hierarchy based on the location's particular ecological function and value, the uniqueness of the resource within the City and region, and the area's use by resident and migratory species, particularly Endangered Species Act listed species.
- c. Consider and balance this hierarchy against other City goals, including the City's goal to provide accessible recreational opportunities within an urban area.

Comment: *I agree with Mike that having this as a sub-note under the avoid, minimize, mitigate philosophy essentially negates those goals if creating accessible recreational opportunities seems more important. Let's not have language that makes recreation > environmental protection.*

- 40. Avoid or minimize trail density in areas with high ecological value and in areas the City has prioritized for restoration. Consider the appropriateness of shared use trails and/or 'tight loop' trail systems where longer trail lengths are desired to minimize the overall area impacted.

Comment: *Trying to have this be consistent with our goal #38*

- 79. Consider off-road cycling facilities when developing new or updated park master plans for locations recommended by this plan.

Comment: *I don't think that just because the ORCMP recommends a park be considered for a bike trail or facility means it automatically gets included in a new or updated master plan; but it should at least be one of the items considered*

Comments received Tuesday, May 30th:

Beyond several editorial comments in that document I wanted to highlight three MAJOR areas of concern with the Draft of System Recommendations:

1. The reality of meeting all the goals in a financially constrained park, trails and natural area system the city owns, or even regionally, is daunting to say the least. I do not feel, given other priorities for PP&R, which relies on most of its budget from the General Fund that many of the recommendations are realizable. We have current and former Park Board members on our committee as well as Park Bureau staff who I believe will corroborate and likely expand on that concern.

2. Page 6, #34. "Explore whether the City should clarify which types of Other Power Driven Mobility Devices (OPDMDs) (if any) should be allowed/restricted on public trails to ensure safety for all users. OPDMDs include any powered, non-wheelchair device that is used by people with mobility impairments for the purpose of locomotion, including but not limited to Segways, electric-assist bicycles, all-terrain vehicles (ATVs), golf carts, as well as motor vehicles. According to the ADA, lands open to the public must allow access by these vehicles unless the City has adopted a written policy on the use of OPDMDs that follows guidelines established by the U.S. Department of Justice"

I question whether this is so far outside the task at hand that we should consider this at all. This seems to be to be a much broader issue than off-road cycling that should be a separate process, if it is undertaken at all. IF the intent is truly to "clarify" the city's policies with regard to OPDMDs, with an eye to prohibiting most or all of these devices I would consider that a reasonable topic for another holistic local and regional trail conversation, not one for our committee. I would strongly oppose opening up the off-road cycling process up to consideration of those modes of transit.

I suspect our committee member from Metro, Robert Spurlock might have some insight into how appropriate this topic is for our off-road cycling process vs a larger regional debate. Perhaps Metro and the regional trail advocates have already wrestled with this topic?

3. The recommendation on page, 7 "Siting c. Consider and balance this hierarchy against other City goals, including the City's goal to provide accessible recreational opportunities within an urban area. I strongly object to this provision. The essence of this statement is that all of the above is negated by other city goals. This statement essentially guts all the environmental provisions."

I strongly object to this provision. In my opinion this provision negates all previous environmental goals. Others familiar with the city's planning program can affirm or rebut my logic on this but my opinion is the city's land use planning process and park planning natural resources on private and public lands have already gone through such a process when the city implemented its environmental zoning, creating Environmental Conservation and Environmental Protection overlays. That process, ESEE (Environment, Social, Energy, and Economic) Analysis "balanced" protection vs development of these landscapes. The city has already considered the ramifications for city goals related to environmental protection vs social, energy and economic values when determining whether any portion of the landscape would be protected and, if protected, what level of protection would be afforded that site or landscape. In the case of Environmental Conservation there is a somewhat lesser level of protection in that if impacts are avoidable mitigation is required. In the case of EP or Environmental Protection, development is for all practical purposes precluded. Most of the city's EP zoning is on Open Space properties. Regardless of whether my assertion holds water, I feel "Siting c" is a huge loophole regarding all of the environmental conservation provisions in the recommendations.

See attached for full set of tracked changes.

Foundational Recommendations

1. Support the ongoing protection, restoration and management of the city's natural area parks and stewardship of the city's developed parks~~stewardship and enhancement of the City's parks and natural areas.~~(I think it's helpful/important for those who read the document to distinguish natural area parks and developed parks)
4. Expand the City's network of soft-surface trails for all users to expand recreational opportunities and meet community demand, while avoiding, limiting and mitigation for impacts to natural resources. (see not below re: meeting DEMAND)

System Development

Range of Experiences

6. Plan, design, and maintain all trails, including paved and soft-surface trails, with all intended users in mind. Pursue opportunities to expand or improve trail access for multiple user groups. I have a concern with future motorized or semi-motorized access. E. g. electric scooters and similar modes. I feel strongly that we need to be explicit that we are discussing HUMAN POWERED modes only (although we need to recognize on paved paths motorized wheelchairs are acceptable)
8. Base the range and scale of experiences provided on local user demand, need and regional trends in off-road cycling. I have a problem with repeated use of the term DEMAND. Are there no limits to meeting whatever is perceived as DEMAND? I think the concept of carrying capacity

needs to be addressed, understanding that the term carrying capacity may not be THE term of art we need. Nonetheless, “meeting demand” strikes me as similar to the bankrupt philosophy that we can “build ourselves out of congestion on our roadways”

9. Incorporate continued assessment of demand (SEE COMMENT ON DEMAND) for off-road cycling trails and facilities into future planning or surveying for the park and recreation system. Use trail counters and other monitoring techniques to understand use patterns.

Distribution of Facilities

11. ~~Develop off-road cycling opportunities throughout the city for greater social and environmental sustainability. I do not see how providing the system provides greater environmental or social “sustainability” I suggest rewriting to meet the presumed purpose of this statement: Providing~~ adequate, well-distributed facilities helps reduce demand on any particular location. Overuse of facilities, by off-road cyclists or a combination of multiple user groups, can cause environmental damage, increase maintenance needs, and result in safety hazards.
12. In order to achieve the objective of #11, integrate the city’s off-road cycling system with other cities and with the regional system of parks and trails, so facilities exist within and outside the City to provide a variety of experiences and riding opportunities for a range of cyclists. Ideally, these systems should be linked together through on-street bicycle facilities, off-road cycling trails, and/or public transit.

Connectivity

16. Incorporate the Off-road Cycling Master Plan into future updates of the City’s Recreational Trail Strategy and Bicycle Master Plan and the regional bi-state trail plan*.

Citywide and District Routes

19. Consider opportunities for large scale interpretive signage programs, which could provide a route identity and user experience. These programs could be based on local history, environmental conditions (for example, a headwaters-to-outflow watershed story), stewardship practices, or other locally-relevant information.) Explore regionally integrated signage with The Intertwine system of parks, trails, and natural areas.

Community Engagement

21. Ensure the voices of diverse community members and historically under-represented groups – including people of color, immigrants and refugee communities, people with disabilities, older citizens, low-income Portlanders, and youth – are included in the planning process for future facilities.
22. ~~Ensure~~ Encourage the participation of park users and others who will be directly impacted by any recommendations.
23. ~~Utilize~~ Consider (consider is unacceptable. You must actually USE) existing plans, such as Master Plans and Management Plans, and the community input gathered during these processes, when planning and siting new facilities.

Accessibility

26. Provide print, online, and on-site information about trails and bike parks that follows best practices for user information. These best practices result in information that many trail users would appreciate, regardless of ability.
- a. For trails, provide information on each trail segment's level of difficulty through signage and other public information to improve accessibility for riders of all abilities and skill levels. For example, provide information about trail length, surface type, typical and minimum width, typical and maximum slope, and allowed user types.
 - b. For bike parks, provide information on the skill level and type of skill features available.
 - c. For all facilities, provide information on trailhead/park locations, parking availability, accessibility by bicycle and transit, and availability of restrooms and other infrastructure.
 - d. Consider using QR codes, high contrast signage, and/or tactile signage to further broaden accessibility of information.
 - ~~d.e.~~ Add: When trails are in natural areas provide information regarding protection of natural resource values including prohibition of riding off-trail.
34. Explore whether the City should clarify which types of Other Power Driven Mobility Devices (OPDMDs) (if any) should be allowed/restricted on public trails to ensure safety for all users. *OPDMDs include any powered, non-wheelchair device that is used by people with mobility impairments for the purpose of locomotion, including but not limited to Segways, electric-assist bicycles, all-terrain vehicles (ATVs), golf carts, as well as motor vehicles. According to the ADA, lands open to the public must allow access by these vehicles unless the City has adopted a written policy on the use of OPDMDs that follows guidelines established by the U.S. Department of Justice. I made a comment on this issue previously. I would strongly oppose opening this process up to those modes of transit. There is no way the city could possibly enforce this, meaning that able bodied persons will use these devices as well. I have had very negative experiences on the Springwater on the Willamette, for example with idiots speeding on the trail with small engine scooters. This would be a Pandora's Box if opened.*

Design with Nature

Siting

38. Site trails and facilities according to the mitigation hierarchy of avoiding, minimizing, and then mitigating negative impacts. Avoid adverse impacts to areas of park with highest ecological function and value, based on the City's adopted Natural Resource Inventory. In other areas, plan any new trail alignments or trail management activities to result that have proceeded through the "avoid screening process" in the least adverse impact to sensitive fish and wildlife habitat areas.
- e.f. Apply this hierarchy at both the system planning and site planning scale.
 - f.g. Apply this hierarchy based on the location's particular ecological function and value, the uniqueness of the resource within the City and region, and the area's use by resident and migratory species, particularly Endangered Species Act listed species. (we need to be careful here. There will be a tendency to focus ONLY on T&E species. We are just as concerned about locally important species that may not be listed on state or federal "lists"

~~g. Consider and balance this hierarchy against other City goals, including the City's goal to provide accessible recreational opportunities within an urban area. I strongly object to this provision. The essence of this statement is that all of the above is negated by other city goals. This statement essentially guts all the environmental provisions.~~

39. Prioritize facility development on sites that have no or limited natural resource values. Place an acquisition priority on disturbed sites in Portland Parks and Recreation budgets. Where natural areas are involved seek those with existing disturbance, such as lower value natural areas that have been degraded, over development in higher value resources. Degraded areas offer a potential 'win-win' combination of environmental restoration and new compatible recreational access.
40. ~~Avoid~~ Minimize trails density in areas with high ecological value and in areas the City has prioritized for restoration. Prioritize ~~Consider the appropriateness of~~ shared use trails and/or 'tight loop' trail systems where longer trail lengths are desired to minimize the overall area impacted.
41. Involve natural resource experts and planners early in the design process to better to respond to existing conditions and constraints, as well as help identify potential enhancement and mitigation opportunities. Ensure natural resource expert input (both city staff and stakeholders) is used in ~~Laying out~~ the existing documented environmental conditions as an integral part of the design process can anticipate and avoid design pitfalls and can streamline environmental permitting processes.

Soil and Water resources

51. Locate trails to avoid crossing streams, wetlands, and floodplain areas. Where no avoidance alternatives exist, design and construct trails to minimize and mitigate for impacts and follow applicable best management practices.

Education and Enforcement

93. Where unsanctioned trail use occurs, despite positive signage and public information on appropriate trail use, use an escalating management system (outlined below) to reinforce sanctioned trail use and etiquette. More intensive interventions (such as physical barriers and paid patrols) can have drawbacks, including increased system costs and deterrence of other allowed users. Get real! The cost of enforcement via rangers or other means will be critical to the success of any trail system that includes natural areas!
 - a. ~~Actively maintain~~ trail systems to ensure sanctioned trails remain rideable and signage legible. More costs. Let's get real about the cost of such a system
 - b. Close entrances to unsanctioned trails and rehabilitate impacted areas. More easily said than done!
 - c. Support the use of volunteer-based patrols and outreach programs to actively patrol trail systems and encourage desired use. Patrols can also provide educational, skill-building, and stewardship opportunities. The International Mountain Bicycling Association's (IMBA) mountain bike patrol program could serve as a model that educates riders about sustainable trail concepts, stewardship opportunities, and trail etiquette.
 - d. Install prohibitive signage that announces unsanctioned user groups and directs users to nearby trail opportunities.

- e. Install physical structures at the entrance to unsanctioned trails that make access on a bicycle difficult (by, for example, requiring a cyclist to dismount as they pass through). Such barriers can include natural materials, like rocks or logs, or manmade gates. A second barrier, within sight of the first structure, can be used to further discourage access.
- f. Expand City Ranger Programs and other paid patrols of trail systems and parks. Another cost

Comments received Monday, May 29:

Foundational Recommendations

These recommendations support the health of the city’s park, natural area, and active transportation network, on which any system of off-road cycling facilities will depend.

1. Support the ongoing stewardship and enhancement of the City’s parks and natural areas.
Comment: This is nice, but sort of misses the aspect that there needs to be more engagement, education and enforcement. And probably good to be explicit about maintenance and restoration, “stewardship” can come across as jargon.
2. Develop parks and trails in underserved areas, where residents do not currently have safe and convenient access to parks, natural areas or trails.
3. Build the planned active transportation network, particularly the regional trail and Neighborhood Greenway networks, to allow Portlanders to access destinations by foot, bicycle and transit.
4. Expand the City’s network of soft-surface trails for all users to expand recreational opportunities and meet community demand.

System Development

Comment: Think there needs to be some discussion in here about the desired amount of trails. I like the “at least an hour workout” (so 6-10 miles of singletrack, plus whatever linkages and fireroads) in every district of the city, plus 1-2 bikeparks/district, plus an event facility (capable of hosting big gatherings/races—most likely a reconfigured PIR).

Distribution of Facilities

Comment: May also want to mention phasing. That following an initial phase, as budgets/volunteers/experience grows more trails can be built. Doesn’t all need to be built at once. Often better to fully develop one site then move on to the next then have two half-completed projects. That way lessons learned can be additive.

Community Engagement

20. Conduct inclusive and transparent community engagement for the planning and design of off-road cycling trails and facilities. These processes should follow the City’s and Portland Parks and Recreation’s equity and community engagement principles and methods.
Comment: Metro also does a very good job with this.
21. Ensure the voices of diverse community members and historically under-represented groups – including people of color, immigrants and refugee communities, people with disabilities, low-

income Portlanders, and youth – are included in the planning process for future facilities.

Comment: *I love this, can we have it be Principle 6 instead of buried back as 21?*

Accessibility

28. Use universal design principles in the design of beginner-friendly trails, such as perimeter park loops, to encourage use by a wide variety of users.

Comment: *Not clear what “universal design” means*

34. Explore whether the City should clarify which types of Other Power Driven Mobility Devices (OPDMDs) (if any) should be allowed/restricted on public trails to ensure safety for all users. *OPDMDs include any powered, non-wheelchair device that is used by people with mobility impairments for the purpose of locomotion, including but not limited to Segways, electric-assist bicycles, all-terrain vehicles (ATVs), golf carts, as well as motor vehicles. According to the ADA, lands open to the public must allow access by these vehicles unless the City has adopted a written policy on the use of OPDMDs that follows guidelines established by the U.S. Department of Justice.*

Comment: *I hear lots of concern from the environmental community that mountain bike access will lead to electric mountain bike use. It would be great to hear from members of the adaptive sports community on this or hear of best practices from other locations. My instinct is that it is simplest to ban all motorized use.*

Stewardship

47. Implement a stewardship program for the City’s trails to help ensure sustainability of existing and new trails.

Comment: *Think you need to spell this out more. PPR already has stewardship responsibilities and partnerships. Maybe say “Implement an enhanced trail stewardship program with increased use of volunteers and partners, this could include additional volunteer training, trail adoption programs, tool libraries, and (my personal favorite) paid summer youth trail corps.*

49. Monitor for unanticipated/unintended impacts of off-road cycling facilities, such as excessive erosion and adverse impacts on vegetation, streams and wetlands, habitat, and wildlife.

Comment: *This is really important. As you know past commitments for research and monitoring in Forest Park haven’t been fully carried out. So I think you should be prepared to offer some specifics about how this will be done, for example a draft monitoring plan and budget focused on a couple of key indicators.*

Soil and Water resources

Comment: *I feel like most of this section, and some of the others, could be replaced with follow the BLM trail guidelines (or successor publication)*

52. Site and design trails using best management practices for natural stormwater management to minimize soil erosion and help protect water resources.

- a. Align trails based on careful consideration of the water flow path to prevent trails from becoming muddy, erosive and harmful to the environment and users.
- b. Minimize trail width to reduce potential for soil erosion. However, the width of a trail is a key factor that determines the associated recreational trail experience and accessibility; as such, trail

width, desired recreational experience, and soil suitability should be balanced when designing trails.

- c. Build rolling contour trails, which follow the elevation contours of hillsides, to encourage proper drainage and provide an enjoyable trail experience for users.

Comment: *I love rolling contour trails and think they are absolutely the way to go but you should be aware that they can result in very limited sight distances. I think that can be managed as long as speeds are low (like they should be) and in areas with high use the trails are one direction.*

Wildlife and Habitat

56. Continue and expand monitoring of natural resources and fish and wildlife populations in the City's parks and natural areas.

Comment: *Ditto my earlier comment about providing more specifics on monitoring.*

Design for Riding Experience

63. Design both the off-road cycling system and individual trail networks and bicycle parks to provide opportunities for skill progression. Progressive facilities minimize risk while providing fun and compelling experiences for a variety of users.

Comment: *This would probably benefit from a definition ("skill progression")*

66. If races or competitions are allowed on City facilities, develop an event protocol that provides guidance and balances this use with other park uses, environmental conditions, and the local community.

Comment: *Lots of environmental concern about group events, particularly trail running races, in Forest Park. Haven't heard it for other areas but that doesn't mean the concern isn't there. Running groups and partner organizations may be frustrated by the group/commercial use limit, so expect plenty of feedback. Sure would be great if there was a park that had lots of parking, infrastructure and trimet access—oh wait we do but we prioritize using it for car races!*

Appropriate trail use

67. Designate trails as shared use (used by multiple user groups), preferred use (designed and managed for a specific user) or single use (one user type allowed) on a site-specific basis, depending on user safety, impacts on natural and cultural resources, and public input/need.

When creating a trail use plan these considerations should be kept in mind:

Preferred and Special Use Trails:

- Can respond to community needs while also alleviating conflict/pressures at other facilities.
- Require a well-designed and managed signage plan.
- Do not eliminate conflicts between users of different speeds or modes.

Comment: *No, but they sure reduce conflicts, especially when combined with directional trails.*

Shared Use Trails

69. On shared use trails, use best practices for trail design and management, including:

- b. **Directionality:** On high use multiuse trails that are experiencing user conflict that cannot be managed through trail design or maintenance, consider instituting an opposite direction of travel for different user groups (i.e. hikers and bikers will travel in opposite directions along the loop and pass each other head-on) to maximize sight lines and visual interaction (hikers are less likely to be startled).

***Comment:** I've heard this both ways. Opposite direction results in head-on but shortens reaction time. Same direction you can be overtaken but there are less crossings and more reaction time. May depend on expected slope, speed, and sight lines...*

Risk Management

73. Incorporate safe-fall zones for features or technical sections to reduce the likelihood and severity of falls.

Design and Development

The following recommendations should guide planning and development efforts for individual sites identified in the system plan. These recommendations are intended to complement the community engagement recommendations described earlier in this plan.

***Comment:** Should probably add something here about prioritizing cost-effectiveness. I.e. avoiding high-cost / high-engineering items (e.g. freeway crossings) in favor of facilities that can be mostly built with volunteers and grants. Might be a good spot to mention using local paid youth crew to help with construction and maintenance.*

77. Use the design and development of off-road cycling facilities to further equity in the city.

- g. In the planning and design process, identify ways the project could positively benefit historically underserved populations, including communities of color, low-income communities, and people with disabilities.
- c. In the planning and design process, determine whether there are potential negative consequences, impacts or burdens of the project on racial, ethnic, or low-income communities, or people with disabilities. If so, identify strategies to mitigate these negative impacts.

Ensure the planning and design process supports inclusive, meaningful, and transparent public involvement, particularly for those most impacted. (See also, *Community Engagement*)

***Comment:** And those with less access/power?*

- d. Explore opportunities to support local job creation and economic development opportunities for impacted communities through the construction and operation of the facility.

Comment received Monday, May 29:

I've been involved quite a bit in the past month with the PBOT Safer Streets funding outreach meetings, specifically around Safe Routes to School, and it's pretty apparent that people are making financial decisions that lean towards things like sidewalks and safe road crossings. So if funding push comes to shove, I'm guessing hardscaping funding would probably win over greenscaping. Not that the decision needs to be either/or, but it's how things are often perceived.

INITIAL DRAFT OF SYSTEM-WIDE RECOMMENDATIONS

ABOUT THIS DOCUMENT

- **Purpose:** This document contains a first draft of comprehensive, system-wide recommendations for review and feedback by the Project Advisory Committee and partner agencies and organizations.
- **Sources:** This initial draft of system-wide recommendations is based on the [Survey of Planning, Design, and Management Best Practices](#) and the issues/desired outcomes raised by the Project Advisory Committee, community members, and City and partner staff. This draft also draws on Forest Park Planning Principles with citywide applicability.
- **System Map:** These system-wide recommendations will complement a map of proposed off-road cycling trails and bike parks, with accompanying site-specific recommendations.
- **Next Steps:** Revised recommendations will be incorporated into a draft plan available for public review and input later this spring.
- **Future format:** These recommendations will be combined with contextual information, such as narratives, photos, diagrams, case studies, and sample community feedback, in the draft plan.

FEEDBACK DESIRED

Please provide feedback to Michelle Kunec-North. Comments on any or all of the following are appreciated:

- Appropriateness of recommendations
- Gaps – either topics that are not well-addressed or are missing entirely
- Opportunities to add specificity to better guide City action in the future
- General framework/organization
- Wording changes to improve clarity or accuracy

INITIAL DRAFT OF SYSTEM-WIDE RECOMMENDATIONS

TABLE OF CONTENTS

Foundational Recommendations	3
Equity	3
System Development	3
Range of Experiences	3
Distribution of Facilities.....	3
Connectivity.....	4
Citywide and District Routes	4
Community Engagement	4
Accessibility	5
Design with Nature.....	6
Soil and Water resources	7
Wildlife and Habitat.....	8
Vegetation	8
Design for Enjoyment and Safety	9
Design for Riding Experience.....	9
Appropriate trail use	9
Shared Use Trails	10
Risk Management.....	10
Design and Development	11
Maintenance.....	12
Education and Enforcement.....	12
Partnerships and Programming.....	13

INITIAL DRAFT OF SYSTEM-WIDE RECOMMENDATIONS

Foundational Recommendations

These recommendations support the health of the city's park, natural area, and active transportation network, on which any system of off-road cycling facilities will depend.

1. Support the ongoing stewardship and enhancement of the City's parks and natural areas.
2. Develop parks and trails in underserved areas, where residents do not currently have safe and convenient access to parks, natural areas or trails.
3. Build the planned active transportation network, particularly the regional trail and Neighborhood Greenway networks, to allow Portlanders to access destinations by foot, bicycle and transit.
4. Expand the City's network of soft-surface trails for all users to expand recreational opportunities and meet community demand.

Equity

5. Use investment in off-road cycling trails and facilities to further equity – including access to healthy and safe physical activity, active transportation, and nature – for historically under-served and under-represented communities in Portland.

See also, System Development, Community Engagement, Accessibility, Design for Enjoyment and Safety, Design and Development, Education and Programming

System Development

Range of Experiences

6. Plan, design, and maintain all trails, including paved and soft-surface trails, with all intended users in mind. Pursue opportunities to expand or improve trail access for multiple user groups.
7. Provide a range of off-road cycling experiences for all ages and skill levels. This range of experiences can be provided within an overall trail and facility system or, ideally, within each trail system and facility itself.
8. Base the range and scale of experiences provided on local user demand, need and regional trends in off-road cycling.
9. Incorporate continued assessment of demand for off-road cycling trails and facilities into future planning or surveying for the park and recreation system. Use trail counters and other monitoring techniques to understand use patterns.

Distribution of Facilities

10. Distribute off-road cycling facilities across the city to provide access for all Portlanders. Prioritize development of new facilities in under-served areas and neighborhoods with greater numbers of children.
11. Develop off-road cycling opportunities throughout the city for greater social and environmental sustainability. Providing adequate, well-distributed facilities helps reduce demand on any particular

INITIAL DRAFT OF SYSTEM-WIDE RECOMMENDATIONS

location. Overuse of facilities, by off-road cyclists or a combination of multiple user groups, can cause environmental damage, increase maintenance needs, and result in safety hazards.

12. Integrate the city's off-road cycling system into the regional system, so facilities exist within and outside the City to provide a variety of experiences and riding opportunities for a range of cyclists. Ideally, these systems should be linked together through on-street bicycle facilities, off-road cycling trails, and/or public transit.

Connectivity

13. Connect off-road cycling trails and bike parks to the regional trail system and paved bicycle network to allow for longer riding experiences and encourage people to "ride to ride".
14. Encourage use of transit, pedestrian and bicycle access to off-road cycling trails and bike parks. Encourage the development of trailheads along transit routes.
15. Site youth-focused bike parks or trails in parks with safe access by sidewalk and/or low-stress bicycle routes.
16. Incorporate the Off-road Cycling Master Plan into future updates of the City's Recreational Trail Strategy and Bicycle Master Plan.

Citywide and District Routes

17. Create citywide and district-scale off-road cycling routes that combine natural and urban off-road cycling experiences via the city's paved bicycle system.
18. Provide public information, including maps, trail and facility information, and wayfinding signage about these routes.
19. Consider opportunities for large scale interpretive signage programs, which could provide a route identity and user experience. These programs could be based on local history, environmental conditions (for example, a headwaters-to-outflow watershed story), stewardship practices, or other locally-relevant information.

Community Engagement

20. Conduct inclusive and transparent community engagement for the planning and design of off-road cycling trails and facilities. These processes should follow the City's and Portland Parks and Recreation's equity and community engagement principles and methods.
21. Ensure the voices of diverse community members and historically under-represented groups – including people of color, immigrants and refugee communities, people with disabilities, low-income Portlanders, and youth – are included in the planning process for future facilities.
22. Encourage the participation of park users and others who will be directly impacted by any recommendations.
23. Consider existing plans, such as Master Plans and Management Plans, and the community input gathered during these processes, when planning and siting new facilities.

INITIAL DRAFT OF SYSTEM-WIDE RECOMMENDATIONS

24. Use user surveys and other forms of ongoing feedback to ensure facility design and management is meeting user and community needs.
25. Engage community members in stewardship and programming for trails, bike parks, and surrounding parks and natural areas.

Accessibility

26. Provide print, online, and on-site information about trails and bike parks that follows best practices for user information. These best practices result in information that many trail users would appreciate, regardless of ability.
 - a. For trails, provide information on each trail segment's level of difficulty through signage and other public information to improve accessibility for riders of all abilities and skill levels. For example, provide information about trail length, surface type, typical and minimum width, typical and maximum slope, and allowed user types.
 - b. For bike parks, provide information on the skill level and type of skill features available.
 - c. For all facilities, provide information on trailhead/park locations, parking availability, accessibility by bicycle and transit, and availability of restrooms and other infrastructure.
 - d. Consider using QR codes, high contrast signage, and/or tactile signage to further broaden accessibility of information.
27. Assess, with public input, and address barriers that limit use of existing off-road cycling facilities by all users. These barriers include poor signage or information, a lack of accessible parking at trailheads, physical barriers at trail access points, poor trail design (including steep grades), and limited turnaround points.
28. Use universal design principles in the design of beginner-friendly trails, such as perimeter park loops, to encourage use by a wide variety of users.
29. Create 'hubs' of accessibility for users with adaptive equipment.
 - a. These locations should be readily accessible by car, bicycle and transit, and provide access to a range of riding opportunities.
 - b. Design associated trails and bike parks to be accessible to all riders with necessary skill level, regardless of equipment.
 - c. Trails should be designed to meet best practices related to trail surface, width, obstacles, slopes, and passing areas. Additional considerations for adaptive equipment includes the larger turning radius of some bicycles, the need for turnaround points and/or access at the beginning and end of trail, and wider passing opportunities.
30. Involve representatives of all potential types of users – including those using adaptive equipment – in the trail and bike park planning and design process.
31. For greatest accessibility, site trailheads where they are accessible by car, transit, and bicycle/adaptive equipment.

INITIAL DRAFT OF SYSTEM-WIDE RECOMMENDATIONS

32. Explore opportunities to coordinate with the Biketown Adaptive Bicycle rental program, which could offer riding opportunities for users who lack adaptive bicycles or do not have a means of transporting them to the trailhead.
33. Create and publicize an ongoing and convenient way for users to report accessibility issues for existing and new facilities.
34. Explore whether the City should clarify which types of Other Power Driven Mobility Devices (OPDMDs) (if any) should be allowed/restricted on public trails to ensure safety for all users. *OPDMDs include any powered, non-wheelchair device that is used by people with mobility impairments for the purpose of locomotion, including but not limited to Segways, electric-assist bicycles, all-terrain vehicles (ATVs), golf carts, as well as motor vehicles. According to the ADA, lands open to the public must allow access by these vehicles unless the City has adopted a written policy on the use of OPDMDs that follows guidelines established by the U.S. Department of Justice.*

Design with Nature

35. Apply ecologically sustainable best management practices to the siting, design, construction, and maintenance of off-road cycling trails and parks.
36. Develop and maintain local design and management guidelines and construction specifications that reflect acknowledged best management practices and current science.
37. Pair enhanced recreational access with restoration of habitat, streams, and other natural resources.

Siting

38. Site trails and facilities according to the mitigation hierarchy of avoiding, minimizing, and then mitigating negative impacts. Avoid adverse impacts to areas of park with highest ecological function and value, based on the City's adopted Natural Resource Inventory. In other areas, plan any new trail alignments or trail management activities to result in the least adverse impact to sensitive habitat areas.
 - a. Apply this hierarchy at both the system planning and site planning scale.
 - b. Apply this hierarchy based on the location's particular ecological function and value, the uniqueness of the resource within the City and region, and the area's use by resident and migratory species, particularly Endangered Species Act listed species.
 - c. Consider and balance this hierarchy against other City goals, including the City's goal to provide accessible recreational opportunities within an urban area.
39. Prioritize facility development on sites with existing disturbance, such as lower value natural areas that have been degraded, over development in higher value resources. Degraded areas offer a potential 'win-win' combination of environmental restoration and new compatible recreational access.
40. Minimize trail density in areas with high ecological value and in areas the City has prioritized for restoration. Consider the appropriateness of shared use trails and/or 'tight loop' trail systems where longer trail lengths are desired to minimize the overall area impacted.
41. Involve natural resource experts and planners early in the design process to better to respond to existing conditions and constraints, as well as help identify potential enhancement and mitigation

INITIAL DRAFT OF SYSTEM-WIDE RECOMMENDATIONS

opportunities. Laying out the existing documented environmental conditions as an integral part of the design process can anticipate and avoid design pitfalls and can streamline environmental permitting processes.

42. Locate bike parks in developed parks outside of natural areas.

Facility Construction

43. Clearly define the boundaries of construction, resource protection areas, staging areas, etc. during construction activities.
44. Manage construction activities to minimize exposure to disturbed earth during the wet season and near sensitive water resources.
45. Work within seasonal work “windows” and build trails and bike parks outside of breeding seasons for species using the site (i.e. avoid bird nesting season – see *TEES Guidelines on Avoiding Impacts on Nesting Birds*).
46. Minimize the spread of ecological/invasive species by cleaning tools, boots and equipment prior to entering the project area and make sure imported soil is weed free.

Stewardship

47. Implement a stewardship program for the City’s trails to help ensure sustainability of existing and new trails.
48. Improve or decommission and restore existing trail segments that are unnecessary, poorly designed, unsustainable, or which negatively impact areas with the highest ecological function and value.
49. Monitor for unanticipated/unintended impacts of off-road cycling facilities, such as excessive erosion and adverse impacts on vegetation, streams and wetlands, habitat, and wildlife.
50. Use maintenance and adaptive management strategies, potentially including improvement or the conditional or permanent closure of trails or facilities, to address unsustainable conditions (e.g. saturated soil conditions after particularly heavy rains) or unintended negative impacts.

Soil and Water resources

51. Locate trails to avoid crossing streams, wetlands, and floodplain areas. Where no avoidance alternatives exist, design and construct trails to minimize impacts and follow applicable best management practices.
52. Site and design trails using best management practices for natural stormwater management to minimize soil erosion and help protect water resources.
 - a. Align trails based on careful consideration of the water flow path to prevent trails from becoming muddy, erosive and harmful to the environment and users.
 - b. Minimize trail width to reduce potential for soil erosion. However, the width of a trail is a key factor that determines the associated recreational trail experience; as such, trail width, desired recreational experience, and soil suitability should be balanced when designing trails.
 - c. Build rolling contour trails, which follow the elevation contours of hillsides, to encourage proper drainage and provide an enjoyable trail experience for users.

INITIAL DRAFT OF SYSTEM-WIDE RECOMMENDATIONS

- d. Follow best practices for trail slopes and maximum and sustained trail grades to minimize erosion of the trail surface and support user safety and experience.
 - e. Use frequent grade reversals (short dips followed by slight rises in the trail) to allow water to drain and to improve user experience.
 - f. Use full bench-cut trail construction techniques to provide a solid, long-lasting and stable trail tread to limit impacts to soils and existing well-rooted plants.
 - g. Where necessary, harden trails to prevent erosion, stabilize steep sections of contour trail, cross low-lying muddy or sandy areas and to toughen high use areas.
 - h. Limit use of edge protection as it increases erosion and trail maintenance needs. Where it is necessary, use native vegetation and natural features installed in a way that facilitates sheet flow of water.
53. Develop and implement specifications for low impact trail crossings of streams and drainages, based on best practices. Minimize crossing lengths and avoid trails running parallel to streams.

Wildlife and Habitat

54. Maintain and improve habitat connectivity.
- a. Site trails to minimize impacts to overall habitat patch size, fragmentation and edge effects.
 - b. Establish habitat buffers – based on the type of resource and presence of wildlife species - to avoid or minimize impacts to sensitive ecological and hydrological systems.
 - c. Route or narrow trails to avoid particularly sensitive areas.
 - d. Locate trails at habitat edges where possible, to minimize disturbance to intact habitats.
 - e. Restore disturbed edge habitat by replacing invasive plants with natives.
 - f. Where opportunities exist, encourage the narrowing of trail corridors to improve habitat function.
55. Use adaptive management strategies, such as seasonal closures during migratory, mating or nesting seasons, where trail use would adversely impact species of concern.
56. Continue and expand monitoring of natural resources and fish and wildlife populations in the City's parks and natural areas.

Vegetation

57. Site and design trails to minimize removal of native vegetation. Mitigate any unavoidable removal through revegetation strategies.
58. Pair construction or improvement of trails with vegetation restoration through removal of invasive species and the planting of native vegetation.
59. Manage vegetation immediately adjacent to trails in concert with recreational access and safety (for example, vegetation may need to be pruned to allow safe clearances for trail users or might be used to help define the edge of a trail, thereby discouraging unsanctioned off-trail use).
60. Use targeted plantings or fencing to deter trail users from venturing off-trail into sensitive areas.

INITIAL DRAFT OF SYSTEM-WIDE RECOMMENDATIONS

Design for Enjoyment and Safety

Design for Riding Experience

61. Based on an effective community engagement process, design trails and bike parks to provide desired opportunities for all intended users.
62. Use best practices in trail design to provide safe experiences for all users. (See also, Shared Use Trails)
63. Design both the off-road cycling system and individual trail networks and bicycle parks to provide opportunities for skill progression. Progressive facilities minimize risk while providing fun and compelling experiences for a variety of users.
64. Where possible, use stacked loop trail systems, where trails of varying difficulties are 'nested' or 'stacked' within each other, to provide a variety of riding experiences that accommodate many skill levels. Locate shorter loops, beginner level trails, and denser sections of trail near developed areas or trailheads to enhance accessibility and separation of user skill levels for safety.
65. Where appropriate and desired, incorporate natural or prefabricated skill features to skill trails or bike parks to add variety and skill progression opportunities.
66. If races or competitions are allowed on City facilities, develop an event protocol that provides guidance and balances this use with other park uses, environmental conditions, and the local community.

Appropriate trail use

67. Designate trails as shared use (used by multiple user groups), preferred use (designed and managed for a specific user) or single use (one user type allowed) on a site-specific basis, depending on user safety, impacts on natural and cultural resources, and public input/need.

When creating a trail use plan these considerations should be kept in mind:

Shared use trails:

- Can accommodate the needs of most users.
- Are more cost effective to design, build, maintain and manage.
- Can minimize overall trail density and potential ecological impacts
- Typically disperse users across a trail system.
- May lead to conflicts between users of different speeds or modes.

Preferred and Special Use Trails:

- Can respond to community needs while also alleviating conflict/pressures at other facilities.
- Require a well-designed and managed signage plan.
- Do not eliminate conflicts between users of different speeds or modes.

Single use trails:

- Concentrate users to fewer trails.
- Can provide specific experiences desired by off-road cyclists (e.g. flow trails, downhill trails) and alleviate these pressures on the traditional shared use trails.

INITIAL DRAFT OF SYSTEM-WIDE RECOMMENDATIONS

- Can limit conflicts between users.

Shared Use Trails

68. Carefully plan and design shared use to ensure they provide a quality, enjoyable recreation experience for all intended users. This requires understanding the existing and/or intended user groups, usage patterns and user desires.
69. On shared use trails, use best practices for trail design and management, including:
 - a. **Sight Lines:** Sight lines improve safety, especially on bi-directional trails, shared use trails and before approaching trail junctions. The wider the trail (and the faster the potential user speed) the longer the sight lines should be. The more twisty the trail (and the slower the potential user speed), the shorter the sight lines can be. On bi-directional trails, blind corners should be designed to rise at both approaches so users meet at slower speeds.
 - b. **Directionality:** On high use multiuse trails that are experiencing user conflict that cannot be managed through trail design or maintenance, consider instituting an opposite direction of travel for different user groups (i.e. hikers and bikers will travel in opposite directions along the loop and pass each other head-on) to maximize sight lines and visual interaction (hikers are less likely to be startled).
 - c. **Passing/Regrouping Areas:** Passing areas are wider sections of trail that allow riders to safely pass other riders or trail users. Passing and regrouping areas should be designed throughout a trail system to prevent users from straying off the trail and impacting the surrounding habitat. Installing a skills feature at regrouping areas encourages groups of riders to regroup at that point rather than elsewhere along the trail. Passing and regrouping areas should be designed to accommodate both traditional and non-traditional bicycles (such as handcycles).
 - d. **Signage and enforcement of trail rules** – see *Education and Enforcement subsection*

Risk Management

70. Design trail systems and bike parks to allow skill progression, so riders can use trails and features that are appropriate to their skill level.
71. Help ensure riders choose trails that are appropriate for their ability by:
 - a. Using clear signage communicate the technical difficulty of trails and features.
 - b. Using filters that require riders to overcome an obstacle (such as a rock garden) at the beginning of more technical trail segments.
 - c. Offering optional lines that allow riders to opt-out of challenging natural or manmade obstacles.
72. Design trails with adequate sight lines, which allow riders to see what is ahead.
73. Incorporate fall zones for features or technical sections to reduce the likelihood and severity of falls.
74. Perform regular maintenance on all off-road cycling facilities in compliance with maintenance plan protocols to ensure trails and facilities remain in a safe, rideable condition appropriate to its technical difficulty.
75. Develop a Risk Management Plan, addressing both user risk and environmental risk, for each facility. The plan should establish effective management protocols and demonstrate an intent to manage the facility

INITIAL DRAFT OF SYSTEM-WIDE RECOMMENDATIONS

responsibly. Risk Management Plans for trails and bike park facilities should, at a minimum, address signage, incident and accident reporting, maintenance and inspection activities, environmental risk, and volunteer activities.

76. Monitor trail and bike park use, including any incidents and accidents, and any safety or environmental risks. Encourage community reporting of safety risks. Use adaptive management practices to address any problem areas.

Design and Development

The following recommendations should guide planning and development efforts for individual sites identified in the system plan. These recommendations are intended to complement the community engagement recommendations described earlier in this plan.

77. Use the design and development of off-road cycling facilities to further equity in the city.
 - a. In the planning and design process, identify ways the project could positively benefit historically underserved populations, including communities of color, low-income communities, and people with disabilities.
 - b. In the planning and design process, determine whether there are potential negative consequences, impacts or burdens of the project on racial, ethnic, or low-income communities, or people with disabilities. If so, identify strategies to mitigate these negative impacts.
 - c. Ensure the planning and design process supports inclusive, meaningful, and transparent public involvement, particularly for those most impacted. (*See also, Community Engagement*)
 - d. Explore opportunities to support local job creation and economic development opportunities for impacted communities through the construction and operation of the facility.
78. Follow a multi-step planning and design process for trail systems and bike parks:
 - a. **Conceptual plan:** Create conceptual plans for trail systems and bike parks to establish the scope, scale, budget and complexity of a project and provide a visual representation of the potential layout of trails, riding facilities, site amenities and infrastructure such as parking and restrooms. This concept plan can be used during initial engagement of public agency partners, neighboring landowners, businesses, park advocates, and the local community and for funding requests.
 - b. **Master plan:** Create master plans for trail systems and bike parks that visually represent the proposed facility, based on community and partner feedback on the conceptual plan. This master plan can be used for environmental assessments, permitting, fundraising, and the creation of construction documents. As necessary, including staffing, maintenance, operations, events, and programming components in the master plan.
 - c. **Construction documents and specifications:** Develop construction documents and specifications that reflect best practices in trail and bike park design as appropriate to the planned facility and site conditions.
79. Include off-road cycling facilities into new or updated park master plans for locations recommended by this plan.

INITIAL DRAFT OF SYSTEM-WIDE RECOMMENDATIONS

80. Incorporate environmental conditions as integral part of the planning and design of future trails and bike parks. Involve natural resource experts and planners early in the planning process to better respond to site conditions and identify potential enhancement and mitigation opportunities. *See the Design with Nature section for additional recommendations.*
81. Develop and maintain trail and bike park design guidelines and construction specifications that are based on best practices.
82. Involve a multi-disciplinary design team in the development of construction documents, such as a bike park/trail designer; civil, structural and/or geotechnical engineers; landscape architects; and environmental and technical specialists.
83. Ensure codes and permitting requirements for trails and bike parks forward goals to protect and enhance ecological health, provide recreational opportunities, support public transparency, and steward public funds for facility construction and maintenance.
84. Use qualified trail or bike park builders to perform or manage facility construction and maintenance.
85. Develop funding strategies for site development and maintenance. Explore options for creative financing (such as grants, sponsorships and donations) to secure capital funds.

Maintenance

86. Maintain an inventory of off-road cycling trails and facilities, including location and type. Identify off-road cycling trail segments or facilities that do not meet current design guidelines and work to either restore or decommission these facilities based on system needs.
87. Identify and incorporate ongoing maintenance costs into planning for sites and operations budgets. Track maintenance activities as a basis for budget and resource planning.
88. Establish and follow inspection and maintenance activity schedules and protocols for facilities.
89. Use maintenance logs to identify trail segments or riding elements with chronic functional problems or unacceptable environmental impacts which should be addressed. Relocate problem trail sections rather than performing continuous maintenance.
90. Use experienced staff, trained volunteers, or professional contractors, or a combination of these options, to conduct maintenance as appropriate.

Education and Enforcement

91. Provide public education that supports stewardship of the trail system and associated parks and natural areas. Recognize and support the need for continued education and enforcement of park and trail rules.
92. Use signage, maps, and public information to enhance user experience, minimize risk, establish rules and expectations, and promote stewardship.
 - a. Provide public education and signage that supports stewardship off-road cycling facilities and surrounding public lands.

INITIAL DRAFT OF SYSTEM-WIDE RECOMMENDATIONS

- b. Install positive wayfinding signage, including mapping kiosks; clear and consistent signage at trail entrances and along trail routes. Use wayfinding best practices like confirmation signs a few hundred feet into the route to ensure cyclists are on the right trail.
 - c. Develop clear and easy to understand graphics to direct cyclist to designated/appropriate trails, and to indicate skill level and what riders might encounter along the trail (shared use, equestrians, etc.).
 - d. Incorporate recreational interpretive signage into bike parks and skill trails. This type of signage at provides recreational instruction and techniques for safe and fun riding. It promotes progression and user safety.
 - e. Incorporate natural, historic and cultural interpretive signage along natural and urban trail routes.
93. Where unsanctioned trail use occurs, despite positive signage and public information on appropriate trail use, use an escalating management system (outlined below) to reinforce sanctioned trail use and etiquette. More intensive interventions (such as physical barriers and paid patrols) can have drawbacks, including increased system costs and deterrence of other allowed users.
- a. Actively maintain trail systems to ensure sanctioned trails remain rideable and signage legible.
 - b. Close entrances to unsanctioned trails and rehabilitate impacted areas.
 - c. Support the use of volunteer-based patrols and outreach programs to actively patrol trail systems and encourage desired use. Patrols can also provide educational, skill-building, and stewardship opportunities. The International Mountain Bicycling Association's (IMBA) mountain bike patrol program could serve as a model that educates riders about sustainable trail concepts, stewardship opportunities, and trail etiquette.
 - d. Install prohibitive signage that announces unsanctioned user groups and directs users to nearby trail opportunities.
 - e. Install physical structures at the entrance to unsanctioned trails that make access on a bicycle difficult (by, for example, requiring a cyclist to dismount as they pass through). Such barriers can include natural materials, like rocks or logs, or manmade gates. A second barrier, within sight of the first structure, can be used to further discourage access.
 - f. Expand City Ranger Programs and other paid patrols of trail systems and parks.

Partnerships and Programming

- 94. Encourage and support active stewardship by all trail and park users.
- 95. Support and build partnerships with park users and community organizations for trail/bike park construction and maintenance, park restoration and enhancement, and education.
- 96. Partner with trail-based organizations with expertise in planning, constructing, maintaining, and programming off-road cycling facilities.
- 97. Create formal partnership documents, such as Memorandums of Understanding (MOUs), to establish a framework of cooperation between the project owner and volunteer groups or organizations who will be assisting in the construction, maintenance and operation of a facility.
- 98. Encourage volunteer stewardship activities.

INITIAL DRAFT OF SYSTEM-WIDE RECOMMENDATIONS

99. Pursue opportunities to partner with public, private, and non-profit organizations to provide educational programs and equipment to expand the accessibility of off-road cycling.
 - a. Prioritize partnerships and programs that increase accessibility for historically under-served communities.
 - b. Explore opportunities to expand existing City programs and partnerships, such as recreational classes and trips and the Schools Uniting Neighborhoods (SUN) Program, to incorporate off-road cycling instruction and opportunities.
 - c. Develop partnership agreements and protocols that document and support such programs.

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photo: Bermstyle.com



PORTLAND OFF-ROAD CYCLING MASTER PLAN *comment and outreach summary*

May 2017

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





PORTLAND OFF-ROAD CYCLING MASTER PLAN

comment and outreach summary

May 2017

TABLE OF CONTENTS

Introduction	1
Highlights of Community Input	2
Project Process, Engagement Methods and Outcomes	3
Discovery: Learning and Sharing Information	3
Analysis: Reaching Out and Collecting Feedback	3
System Planning Phase: Considering Sites and the System	4
Draft Plan Phase: Incorporating Feedback	7
Project Advisory Committee Meetings	7
Feedback on Sites and the System	8
North Portland	8
Inner Southeast Portland	10
East Portland	12
Northeast Portland	14
Southwest Portland	16
Northwest Portland: Forest Park	18
Demographic Snapshot	25

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PORTLAND OFF-ROAD CYCLING MASTER PLAN

PROJECT VISION



PLANNING AND SUSTAINABILITY



Integrated System

Collaborative & Equitable

Community Supported, Standard-Setting

Environmental

Stewardship

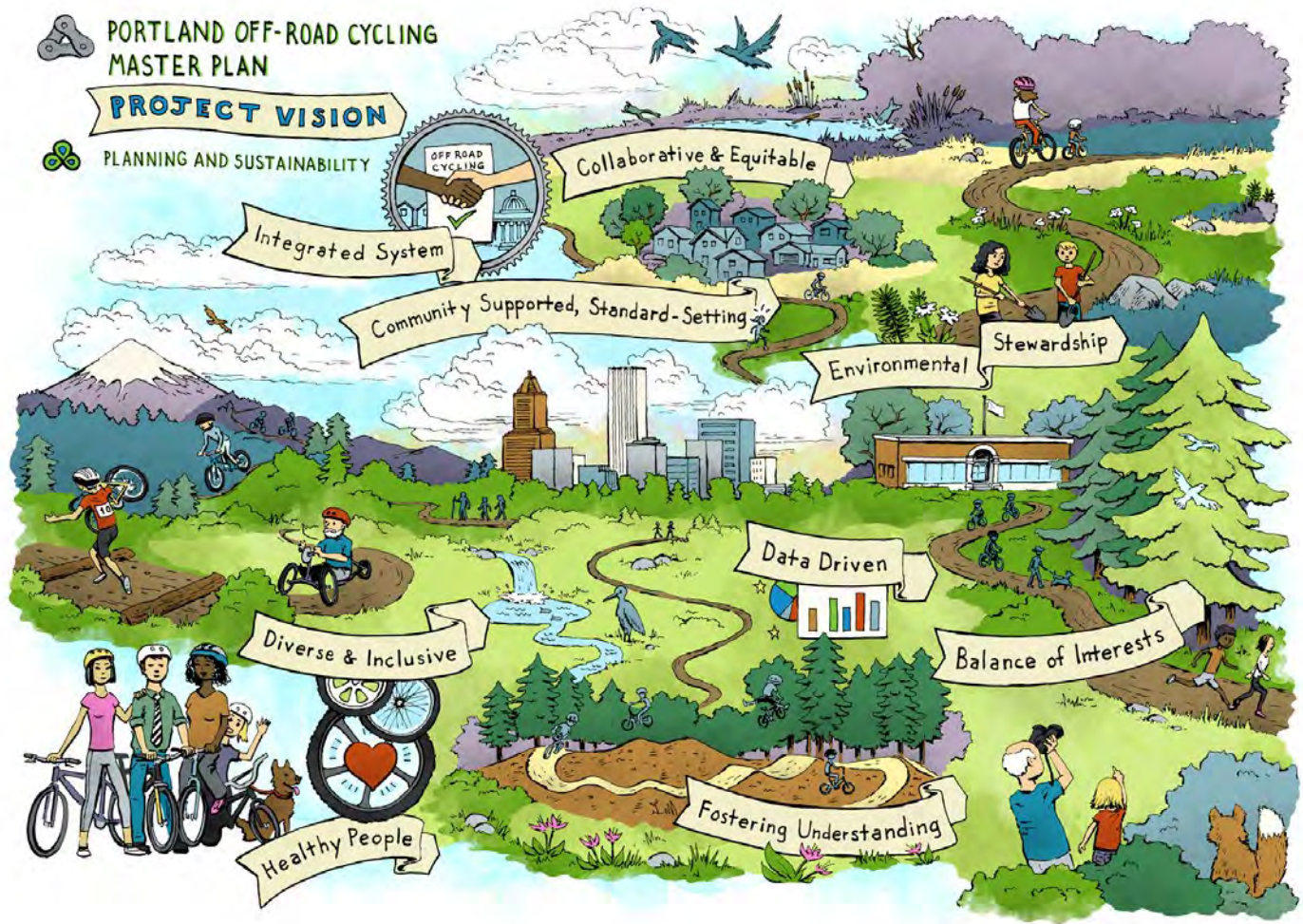
Data Driven

Diverse & Inclusive

Balance of Interests

Healthy People

Fostering Understanding



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INTRODUCTION

The City of Portland Bureau of Planning & Sustainability is currently underway with the development of a Master Plan to identify a citywide plan for a system of off-road cycling facilities – such as sustainable trail networks, skill parks and pump tracks – for a variety of users, including children, adults and families.

During the fall of 2015, the City engaged a consultant team to assist with the technical evaluation process as well as formed a 16-member Project Advisory Committee tasked with advising staff and project consultants on crafting the principles, approach, and content of the plan, including a vision and desired outcomes.

A key part of the project has been considering community input on the need and opportunities for off-road cycling around the city. Throughout the four phases of the project, the project has included opportunities for community engagement and feedback.

A concerted effort was made to seek out a broad range of voices and perspectives through a variety of engagement formats. Engagement methods were varied in terms of settings, locations, formats and accessibility. The feedback collected provides valuable information regarding desired activities, experiences, and potential locations, but does not represent all populations and demographics of people who may be affected by the Plan.

COMMON THEMES	ENGAGEMENT SOURCE					
	<i>Stakeholder Interviews</i>	<i>Needs Questionnaire</i>	<i>Online Map or Questionnaire</i>	<i>Comments via Email and Online Forms</i>	<i>Open Houses and Community Events</i>	<i>PAC Meetings</i>
Access and Equity	X	X	X		X	X
Protection of natural resources	X		X	X	X	X
Safety of all trail and park users	X			X	X	X
Long-term funding and maintenance strategies	X					X
Working within the context of City regulatory requirements and constraints				X	X	X



Public involvement participants located parks that would be suitable sites for skills trails like the one shown here

HIGHLIGHTS OF COMMUNITY INPUT

Overall, responses to feedback opportunities over the course of the project represent a geographic diversity within the Portland Metro area; most areas were represented, although some areas received more participation than others..

The majority of respondents were supportive of plans to provide a system of off-road cycling facilities, although there were mixed opinions about expanding, enhancing or establishing new trails in Forest Park and Riverview Natural Area. There was broad support for trails and trail connections that provided opportunities for youth and families to access nature. Connections to schools, neighborhoods and transit were particularly important. Some common themes about the project or overall system were:

- **Access:** Respondents generally felt that having local access within neighborhoods and near schools was important. Facilities should be distributed equitably across the City. Facilities should be accessible by bike, on foot or via transit.
- **Equity:** All ages and skill levels should have opportunities to ride and experience nature, including walkers and people with strollers, wheelchairs or hand-cycles.
- **Natural Resources:** Protecting/enhancing the natural environment and wildlife habitat and

avoiding adverse impacts on natural resources are priorities that the majority of respondents valued, whether or not they supported the expansion or enhancement of off-road cycling facilities.

- **Safety:** Safety and appropriate design and management practices were listed as important considerations when shared use trails are recommended.
- **Funding:** Funding to establish new facilities and long-term maintenance were listed among stakeholder concerns. Several people mentioned the opportunity to partner with cycling groups to coordinate work parties and trail maintenance efforts.
- **Best practices:** Many people mentioned best practice examples in other communities as examples to strive for. Look to best practices and tools across the nation to create a visionary, yet reasoned approach to planning, designing and managing off-road cycling trails and facilities.
- **Regulatory constraints:** A handful of people cited concerns with regulatory constraints on some properties. Working within the context of City regulatory requirements will be important.

PROJECT PROCESS, ENGAGEMENT METHODS AND OUTCOMES

The project has included the following opportunities for community engagement and feedback throughout the four primary phases of the project.

DISCOVERY: LEARNING AND SHARING INFORMATION

To kick off the project, the City conducted **more than 25 stakeholder interviews** with individuals and groups to identify the desired outcomes of the community with regard to system and process expectations, opportunities and ideas, and concerns/obstacles. Stakeholder interviews also provided feedback that helped shape the approach and process for the project, particularly with regard to committee formation and operation. Other key themes from interviews included: ensuring **safety and compatibility** with all park users, prioritizing protection of **natural resources**, considering **equitable distribution of facilities** and that a wide range of activities were provided, considering the economic **tourism** benefits of off-road cycling, consideration of

accessibility, long-term **funding** and maintenance considerations, and the **health** benefits and **access to nature** provided by off-road cycling. Groups and individuals interviewed included: City of Portland bureaus; Metro; Forest Park Conservancy; watershed and environmental organizations; bicycle businesses; trail users/walkers; and Forest Park neighbors, users, advocates, and interested parties.

Also during this stage of the project, the project vision and desired outcomes were established with guidance from the Project Advisory Committee. Together, the Project Advisory Committee and the project team considered existing conditions, impacts of off-road cycling, and best practices.

ANALYSIS: REACHING OUT AND COLLECTING FEEDBACK

During this phase of the process, research was conducted around community needs, a screening process was established, and the project team began identifying potential sites for off-road cycling.

The Project Advisory Committee and City Bureaus were consulted to solicit their ideas and thoughts about the screening process as well as potential sites for consideration. This input informed the basis for the next phase of public engagement with regard to the draft system plan.

During the summer of 2016, a needs assessment questionnaire assessed community needs for off-road cycling trails and facilities. There were 2,283 responses to this questionnaire, including 1,665 online respondents who currently rode bicycles off-road, 404 online respondents who did not currently ride bicycles off-road, and 129 participants who completed an intercept-style questionnaire at various events around Portland

(about 50% said they cycle off-road, 40% said they do not currently cycle off-road, and 10% did not answer the question). To promote this

PORTLAND OFF-ROAD CYCLING MASTER PLAN

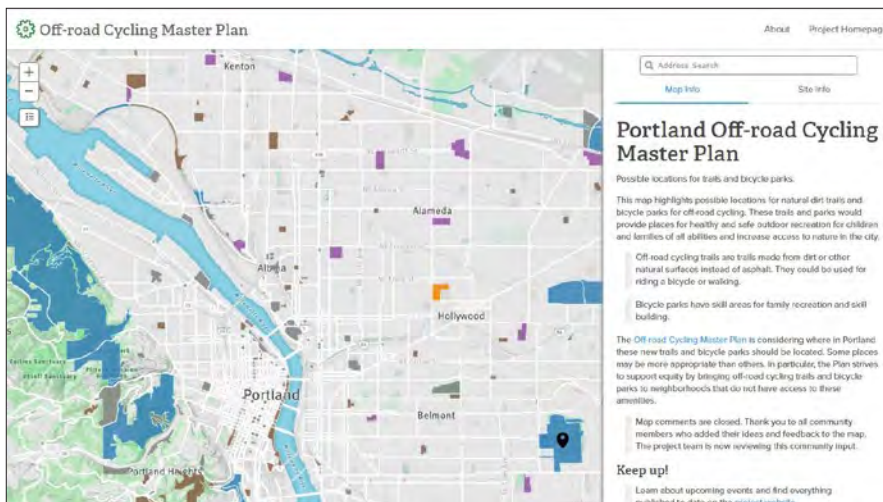
The City of Portland is creating an Off-road Cycling Master Plan and would like your input to help determine community needs and priorities. You can also complete this questionnaire and learn more about the project online at www.portlandoregon.gov/bpa/offroadcycling.

- How often do you visit a park, trail or natural area in Portland? (choose one)
 - Once a year or less
 - Between two and ten times per year
 - About one or two times per month
 - Once or more times per week
- When visiting Portland's parks, trails and natural areas, what activities do you enjoy regularly? (check all that apply)
 - Cycling
 - Hiking or walking
 - Jogging or running
 - Playing, such as using playgrounds or sports
 - Relaxing or spending time with friends/family
 - Wildlife watching or plant viewing
 - Other: _____
- How important is it to you that the City provide the following park and recreation facilities?

	Not important	Somewhat important	Very important
Bike parks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Community gardens	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Dog off-leash areas	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
GO! courses	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Natural areas	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Paved trails	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Playgrounds	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Restrooms	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sports courts	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sports fields	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Unpaved off-road cycling trails	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Wildlife watching trails	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- When it comes to meeting YOUR HOUSEHOLDS needs, would you say there are... (choose one)
 - Not enough places to ride off-road in Portland
 - About the right number
 - More than enough places to ride a bicycle off-road
 - I don't know
 - No opinion
- When it comes to meeting the needs of ALL PORTLANDERS, would you say there are... (choose one)
 - Not enough places to ride off-road in Portland
 - About the right number
 - More than enough places to ride a bicycle off-road
 - I don't know
 - No opinion
- Do you support the creation of more off-road cycling trails or bike parks in Portland?
 - Yes
 - No
 - Don't know / No opinion
- Which of the following do you think is the MOST IMPORTANT? (choose one)
 - Be accessible to people of all abilities
 - Be easy to get to by bicycle or public transit
 - Create new places to experience nature
 - Protect natural resources and wildlife
 - Other: _____
- The City is trying to understand the community's need for places to ride a bicycle off-road. Which of the following types of riding experiences do you think is MOST NEEDED in Portland? (choose one)
 - Unpaved trails that are wider, less challenging, beginner-friendly
 - Unpaved trails that are narrower and moderately challenging
 - Technically challenging trails with steep hills, obstacles or jumps

Bike parks, such as pump tracks and BMX parks
 Trails or bike parks designed for children/youth
 Racing venues for competitive events
 No additional places are needed
 Don't Know/No opinion
 Other: _____

A page from the 2016 needs assessment questionnaire



The online interactive map tool enabled users to comment on park sites

survey, City Staff hosted information tables at a variety of popular events across Portland, such as **Sunday Parkways**. The **Community Cycling Center (CCC)** was engaged to reach out to a broader range of Portlanders, including underrepresented populations. CCC collected about 80 completed surveys from venues such as the Gentrification is Weird ride, Andando en Bicicletas en Cully (ABC) and bike camps. Key feedback from the needs questionnaire included:

- For the off-road cycling community, it is a high priority to have moderately **challenging to advanced** trail options. Non-cyclists tended to support **beginner trails** or facilities designed for **families and children**.

- **Broad accessibility** and providing experiences in **nature** were most important to cyclists when considering new trails. For non-cyclists, protecting **wildlife and natural resources** was the most important consideration.
- Most respondents participated in mountain biking; fewer participated in BMX, cyclocross, commuting on unpaved trails, or handcycling.
- The places people cycled most often were: **Forest Park, Powell Butte and Mt. Tabor**. Some people also used Portland International Raceway. Skill parks such as Ventura Park and New Columbia were mentioned less frequently.

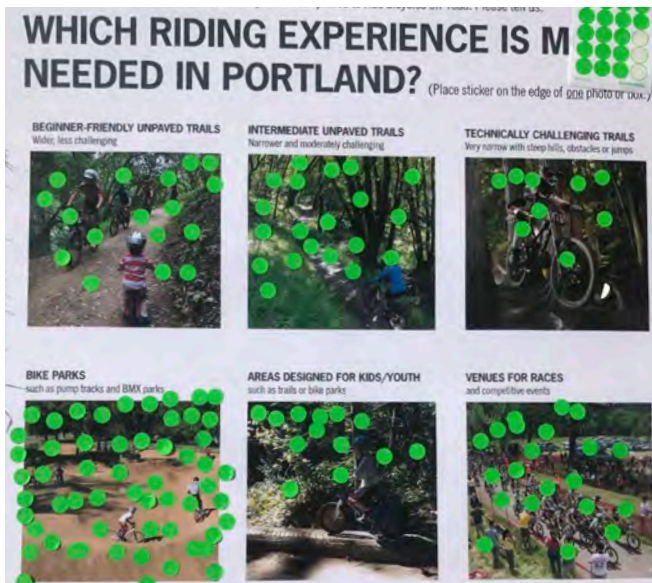
SYSTEM PLANNING PHASE: CONSIDERING SITES AND THE SYSTEM

This phase of the project focused on determining how to provide a variety of experiences across the City, as well as identify which facilities are right for which sites. To do this, the City organized a **variety of community feedback events and online input opportunities**. These opportunities were promoted through social media, BPS newsletters, OPB Think Out Loud, through the **Community Cycling Center** and the **Community Engagement Liaisons** program, as well as at a number of open houses and community events.

The **online interactive map** was available March 20 through April 30, 2017. A total of

2,698 comments were submitted via the online comment map by 513 participants. The online comment map solicited feedback on possible sites for off-road cycling facilities across Portland, including bicycle parks, natural off-road cycling trails and urban trail corridors. Key themes are summarized in the following “Feedback on Sites and the System” section.

The **Forest Park questionnaire** was available April 1–30, 2017. The questionnaire asked generally about off-road biking in Forest Park and for feedback on five potential trail concepts in the central and southern regions of the park. 1,191 people responded. A majority of the participants



At community events, participants placed dot stickers on their preferred riding experiences

(97%) visit Forest Park at least twice a year. Key themes are summarized in the following “Feedback on Sites and the System” section.

Two community events were held to engage youth and families across Portland:

- New Columbia Bicycle Park: On Saturday, April 8, the project team held a community event at New Columbia Bicycle Park in partnership with the Community Cycling Center to help staff and promote event/recruit participation. Approximately 150 people attended, most of whom indicated they had not heard of “off-road cycling” or the project. The majority of attendees were youth, as well as parents and grandparents. A skill park was available for participants; many youth took the opportunity to try it out on their own or on a borrowed bike. The Community Engagement Liaisons spoke to community members and were available to interpret in Spanish, Vietnamese, and Russian. Participants indicated a desire for **bike parks/pump tracks**. Preferred sites mentioned were: **Kenton Park, Raymond Park, Powell Butte, Farragut Park, Arbor Lodge, Kelly Point, Portland International Raceway and Fernhill.**
- East Portland Community Center: On Saturday, April 15, the project team held a community event at East Portland Community Center in partnership with the **Lumberyard**,

which provided bikes and skills features. Approximately 195 people attended the event. Participants had the opportunity to try out bikes and skills features provided by the Lumberyard. Feedback was provided to the project team either on post-it notes on maps or on flip charts. Comments tended to be about specific sites or desired features. **Bike parks/pump tracks** were popular desired features. Preferred sites were: **Powell Butte, Senns Dairy Park, Lynchwood Park, Mt. Tabor, Ventura Park, Montavilla Park, Parklane Park, Kelly Butte, Lincoln Park, Fernhill Park, East Holiday Park, Lents, Forest Park, Rose City Golf, Gabriel Park, Berkeley Park, Knott Park and Argyle Park.** Some commented on the need to manage user conflicts.

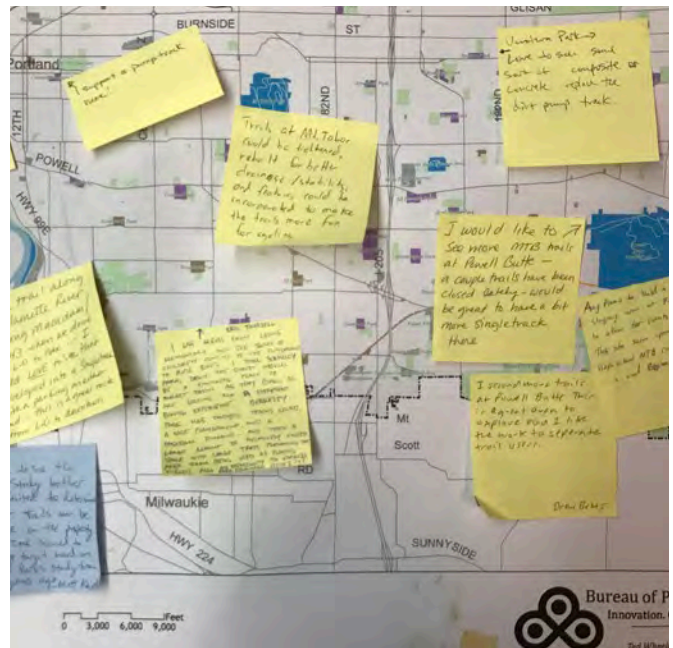
Four public open houses were also held to share information and collect feedback on potential locations for off-road cycling facilities:

- April 6 at the SW Portland Community Center: About 60 people attended. Attendees left detailed comments about opportunities (or non-opportunities) in their local parks and many spent time talking with staff and other community members. **Forest Park, River View, and Gabriel Park** were key parks of interest, though many attendees were interested in other properties throughout southwest and the city.



- April 11 in downtown Portland at the Portland Building: More than 20 people attended this event. Comments were generally supportive of the off-road cycling plan. There were many ideas for improving, enhancing or creating trails at several locations. **Forest Park** and many other parks were mentioned, such as **Washington Park, Colonel Summers Park, Mt. Tabor, Powell Butte, Ventura, Berkeley Park** (due to its proximity to schools), **Riverview Natural Area, Marquam Park, Woods Memorial Natural Area, Tryon Creek Natural Area, Smith & Bybee, Pier Park and Chimney Park**. Rails-to-Trails and a trail along the Willamette River were also mentioned.
- April 13 in Northwest Portland at the Friendly House: Approximately 65 people attended. Many comments were in favor of off-road cycling, although there was a mix of support and opposition regarding **Forest Park** and **Riverview Natural Area**. Other potential off-road sites that were suggested: **Marshall Park, Tryon Creek Natural Area, Dickenson Park, Woods Memorial Natural Area, Gabriel Park, Washington Park, Council Crest and Terwilliger Parkway**.
- April 17 in Southeast Portland at the Mt. Scott Community Center. Approximately 20 people attended. Comments were generally supportive of off-road cycling. **Forest Park** and **Powell Butte** were mentioned frequently as good opportunities for natural trails. **Mt. Tabor, Riverview** and **Gates Park** were also mentioned as well as a couple of other sites. **Access** other than by car to trail systems in all areas of Portland was a common theme among participants.

The project team received more than **150 comments via emails and online comment forms**. The majority of comments supported the Off-



Road Cycling Master Plan and additional bike trails throughout Portland. Most emails received were location-specific. The two parks mentioned the most frequently were **Forest Park** and **Gabriel Park**. Forest Park had a mix of support and opposition for shared or bike-only off road trails. Many cited concern with user conflicts. Others stressed the importance of wildlife habitat and environmental preservation. Gabriel Park had strong opposition to adding any bike trails.

Focus Group - April 19, 2017

The City held a **focus group representing people with limited abilities**. Approximately four organizations participated, including Portland Parks & Recreation, Adventures without Limits, and INCIGHT. Feedback included providing off-road cycling facilities without barriers, building accessible parking, considering appropriate grades (not too steep), ensuring trail designs had adequate turn radii and include tactile maps. Some suggested locations included **Thousand Acres, Powell Butte, Leif Erickson, Mt. Tabor and Sandy Ridge**.

“Trail access is needed in all quadrants of Portland. People want to be within 5 miles of a trail system. All levels of riding need to be accommodated.”

—Community event participant

Listening Session – May 2, 2017

Approximately 25 community members joined a listening session at the Portland Mercado in southeast Portland. Conversations were held in English, Spanish, Russian, and Vietnamese, with interpretation provided by Community Engagement Liaisons. All participants were residents of outer east or southeast Portland.

While a few participants ride bicycles regularly, many were infrequent riders – often citing a lack of places to ride safely in their neighborhoods. A few participants mentioned that they do not ride bicycles because they do not own them, and encouraged the City to offer bicycles to residents. In general, participants were very supportive of new **dirt trails** and **bicycle parks**. They thought these places would bring a number of benefits – **expanding safe places for kids and families to**

recreate, exercise, and enjoy the outdoors. They imagined using trails or bike parks to walk, run, and bike while spending time with family and exploring the neighborhood and city.

Participants wanted to see **safe sidewalks** to get to trails and bike parks. They also thought locating them near playgrounds or other park features that are popular with children, adding signage, benches and picnic tables, parking, and bathrooms would make these places more usable for their families.

For a complete list of comments from any of the outreach events held in conjunction with the project, contact Michelle Kunec-North, Bureau of Planning and Sustainability, at (503) 823-9710 or michelle.kunec-north@portlandoregon.gov.

DRAFT PLAN PHASE: INCORPORATING FEEDBACK

During this upcoming phase of the process, the Project Advisory Committee and the project team will reflect upon and consider feedback heard in the earlier phases of the project and formulate recommendations for the City Council.

PROJECT ADVISORY COMMITTEE MEETINGS

As mentioned above, the Project Advisory Committee has been involved throughout all phases of the project. There have been 11 Project Advisory Committee meetings between January 2016 and March 2017, which have been open to the public and included robust discussions amongst participants. Throughout the 11 meetings, 45 people provided public comment.

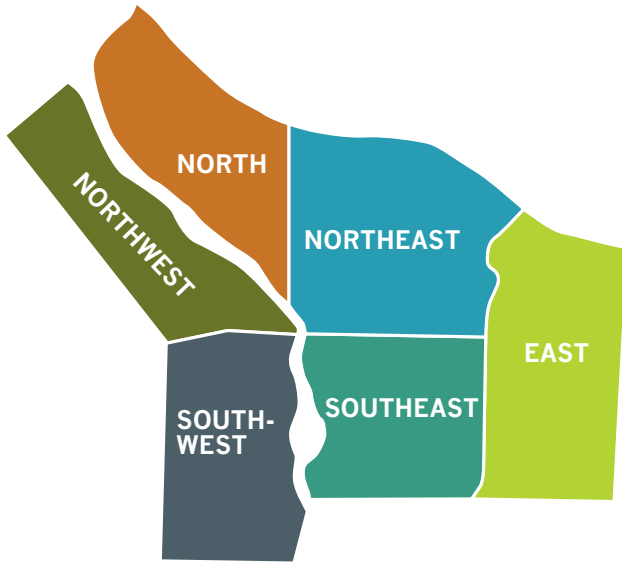
Public comments at the committee meetings mostly centered on the following themes:

- Establishing a project vision and desired outcomes for the project.
- Ensuring the system plan is equitable and accessible to all Portlanders.
- Limiting environmental impacts and considering the ecological health first.

- Consider user conflicts, management practices and the needs of elderly and youth when shared use trails are proposed.
- Ensure the Plan is consistent with current City regulatory requirements and zoning codes.
- Use best management practices to provide natural bike trail experiences that are compatible with the natural environment.



FEEDBACK ON SITES AND THE SYSTEM



The following feedback from the interactive map is summarized by city district, as identified in the map to the left.

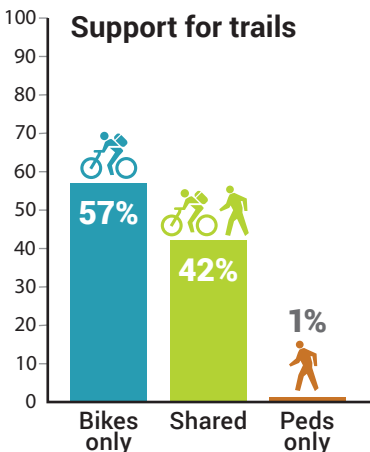
NORTH PORTLAND

The majority of responses to the interactive map expressed a desire for improved trails, either solely for biking, or for biking and walking. Depending on location, people were interested in a variety of biking facilities including cyclocross courses, narrow trails, pump tracks and bike parks. Many felt that the addition of bike facilities in North Portland would be a much needed resource for the community.



Top Parks Mentioned in North Portland

PORTLAND INTERNATIONAL RACEWAY (87 responses)



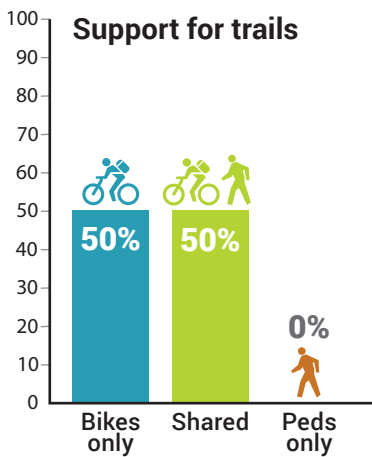
97%
of respondents support a bike park

People think this site is also good for:

- cyclocross course
- pump track
- narrow trails
- connections to other parks

This site was also supported by participants at outreach events.

PIER PARK (23 responses)



100%
of respondents support a bike park

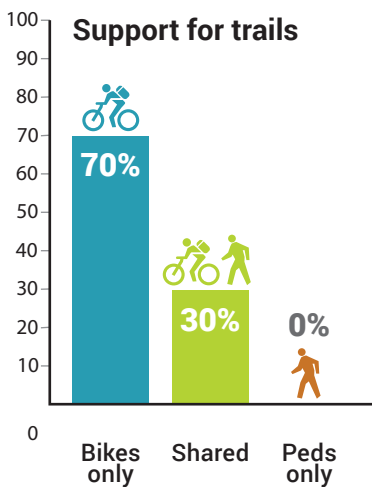
People think this site is also good for:
cyclocross course
pump track
narrow trails
connections to other parks

This site was also supported by participants at outreach events.



Cyclocross at Portland International Raceway

EAST DELTA PARK (13 responses)



92%
of respondents support a bike park

People think this site is also good for:
skills park
cross country loop
cyclocross track

OTHER SITES MENTIONED IN NORTH PORTLAND:

- University Park
- Farragut Park
- Dog Bowl
- Overlook Park
- Arbor Lodge Park

KENTON PARK (13 responses)

7 of 8
respondents support a bike park

This site was also supported by participants at outreach events.

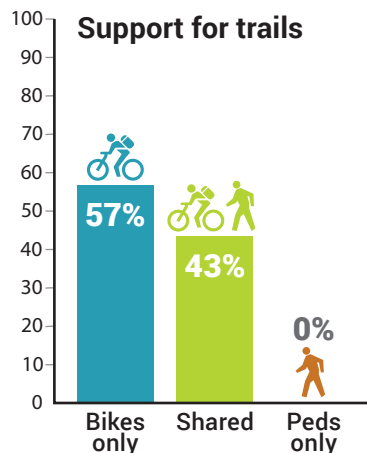
PROS:

- Plenty of room for a bike park
- Good resource for the community

CONS:

- Make sure not to infringe on the existing amenities

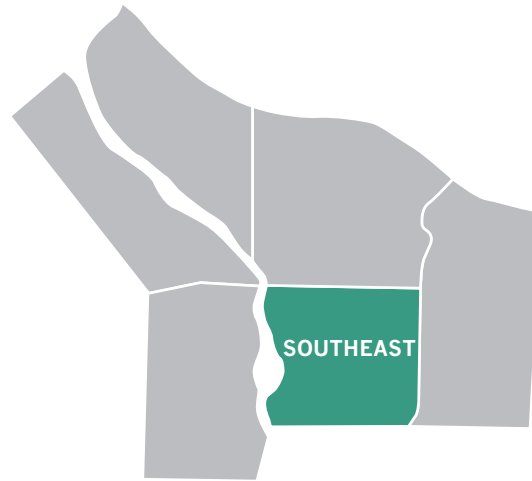
CHIMNEY PARK (8 responses)



This site was also supported by participants at outreach events.

INNER SOUTHEAST PORTLAND

Of the responses to the interactive map that pertained to sites other than Mt. Tabor, many felt the addition of bike facilities would provide a beneficial resource for the community. In regards to Mt. Tabor, there was some opposition to off-road cycling facilities, but the vast majority of responses were in favor. Many of the responses felt that biking and walking trails should be separate to enforce safety.

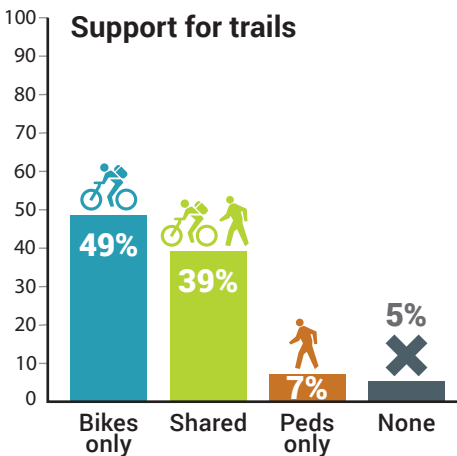


Top Parks Mentioned in Inner Southeast Portland



Mt. Tabor Park

MT. TABOR PARK (105 responses)

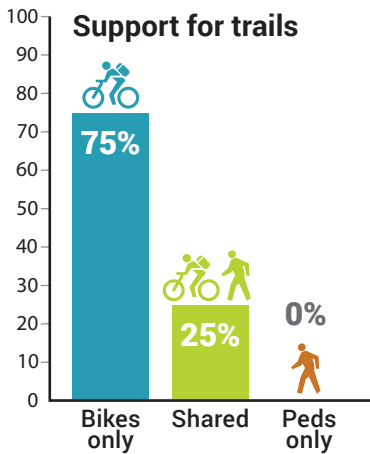


Feedback

- Strong support for investments in mountain biking trails.
- Hiking and biking trails should be separated.
- Interest in a narrow trail or cyclocross track.
- Existing trails should be improved and opened for alternative uses.
- Don't improve dirt trails, because of habitat fragility and high usage.

This site was also supported by participants at outreach events.

SPRINGWATER CORRIDOR (8 responses)



Springwater Corridor

PROS:

- Offers a good opportunity to connect with Powell Butte
- Could help lessen the homeless activity

CRESTON PARK (13 responses)



PROS:

- Opportunities to use existing facilities such as the abandoned tennis court
- Much needed service for the community
- Terrain and location would provide an interesting mountain bike trail

OTHER SITES MENTIONED IN SOUTHEAST PORTLAND:

- Brentwood Park
- Colonel Summers Park
- Montavilla Park

BERKELEY PARK (13 responses)



Feedback

A skills or pump track would be a good addition to the community

This site was also supported by participants at outreach events.

EAST PORTLAND

Of the parks in East Portland, Powell Butte had the highest interest. Depending on the location, most respondents from the interactive map expressed support for mountain biking facilities such as a narrow trail, pump tracks, or bike parks. Many felt that the sites were underutilized and would benefit from expanded bike facilities. A minority of responses expressed opposition to bike infrastructure and cited the detriment to the trails as well as the potential of conflicts with existing users.

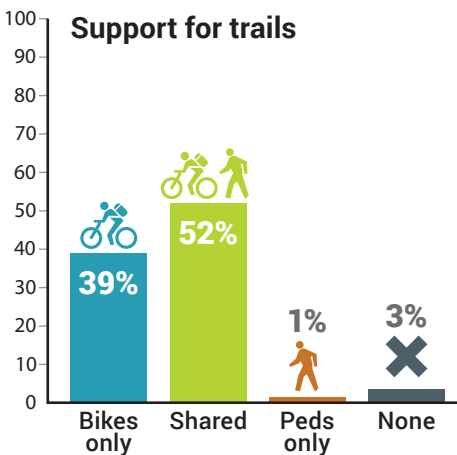


Top Parks Mentioned in East Portland



Powell Butte Nature Park

POWELL BUTTE NATURE PARK (90 responses)



Feedback

- Already plenty of hiking trails
- Create a narrow bike trail
- Expand and improve existing trails
- More investment in mountain biking trails
- Bikes degrade trails

This site was also supported by participants at outreach events.

VENTURA PARK (19 responses)

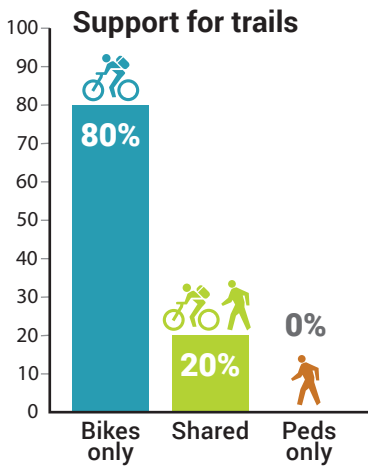


Feedback

- Strong support for a pump track
- Good addition for the community
- A bike park would disrupt the aesthetics and current uses of the park

This site was also supported by participants at outreach events.

KELLY BUTTE NATURAL AREA (10 responses)



Feedback

- Underutilized location would benefit from mountain biking trails
- Consider building a narrow bike trail course

This site was also supported by participants at outreach events.

OTHER SITES MENTIONED IN EAST PORTLAND:

- Knott Park**
- Gates Park**
- Parklane Park**
- East Holliday Park**
- Raymond Park**
- Senns Dairy Park**
- Lynchwood Park**

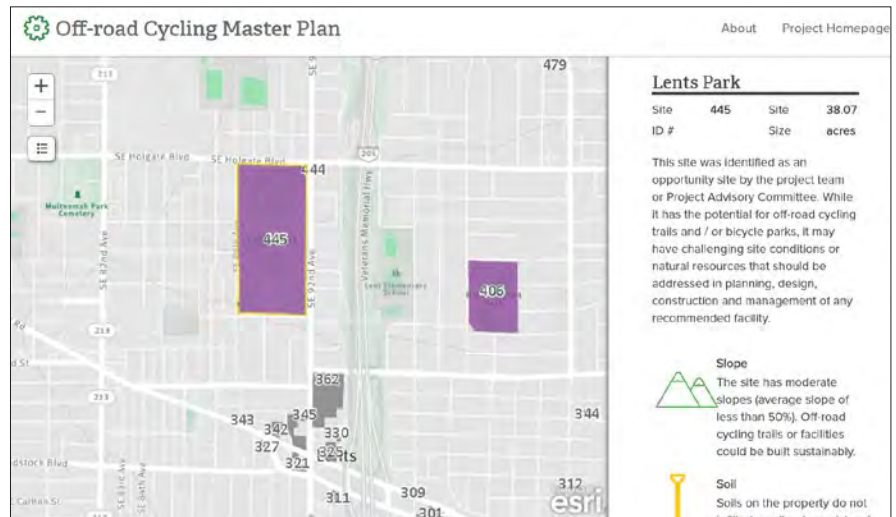
LENTS PARK (6 responses)



Feedback

- A pump track would benefit the community and neighborhood
- The park is already well utilized

This site was also supported by participants at outreach events.



Screen capture of the interactive map survey

DRAFT

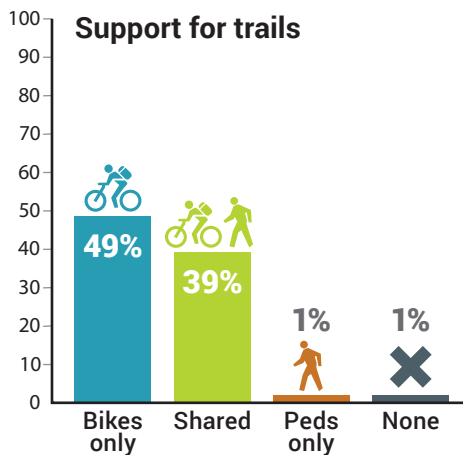
NORTHEAST PORTLAND

Of the parks in Northeast Portland, Gateway Green was the location where respondents to the interactive map expressed the most interest in the creation of off-road biking facilities. Types of facilities mentioned in the comments varied depending on location, but common responses showed enthusiasm for bike and skills parks, pump-tracks, narrow bike trails, and shared-use trails. While the majority of those who responded felt that sites in the area offered good opportunities for bike facilities, a few were concerned about lack of space and a possible increase of illegal activity.



Top Parks Mentioned in Northeast Portland

GATEWAY GREEN (72 responses)



SUPPORT:

- Bike park with pump track or narrow trail course**
- Skills course**
- Increased access, especially for youth, without use of SOVs**

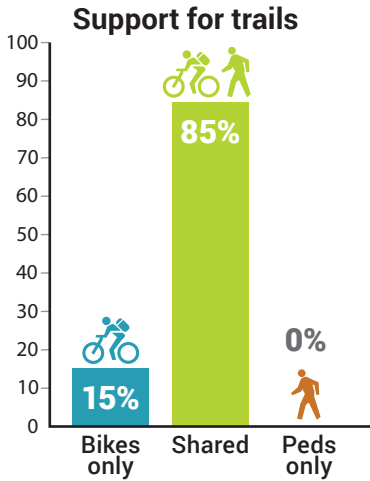
CONCERNS:

- Lack of space**
- Increased illegal activity**



Gateway Green

ROSE CITY GOLF COURSE (26 responses)



Feedback

- Interest in shared use mountain biking trails
- The trails are easily accessed

OTHER SITES MENTIONED IN NORTHEAST PORTLAND:

Glenhaven Park
 Alberta Park
 Wilshire Park
 Irving Park

FERNHILL PARK (11 responses)

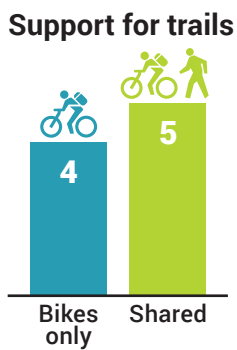


Feedback

- Good opportunity and access, and construction would be easy
- Park is already used for mountain biking and cyclocross
- Add a much desired resource to the community

This site was also supported by participants at outreach events.

GRANT PARK (9 responses)



Grant Park

SOUTHWEST PORTLAND

In Southwest Portland, both Riverview Natural Area and Washington Park received a high level of interest for mountain biking trails from interactive map respondents. Comments noted that the area offered ideal locations for a variety of off-road facilities including pump-tracks, narrow bike trails and bike parks. Gabriel Park also received a significant number of responses, and while the majority was in favor of biking facilities, a few were concerned about conflicts between current users, safety, habitat preservation, and lack of space.

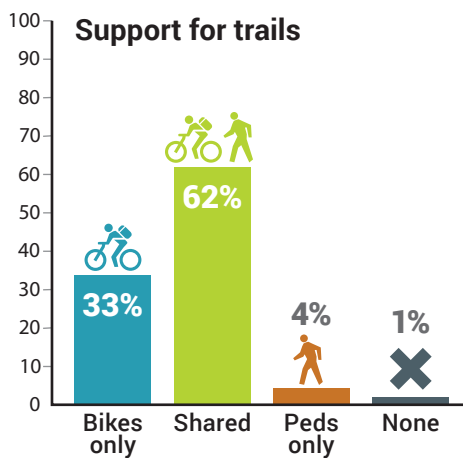


Top Parks Mentioned in Southwest Portland



River View Natural Area

RIVER VIEW NATURAL AREA (72 responses)

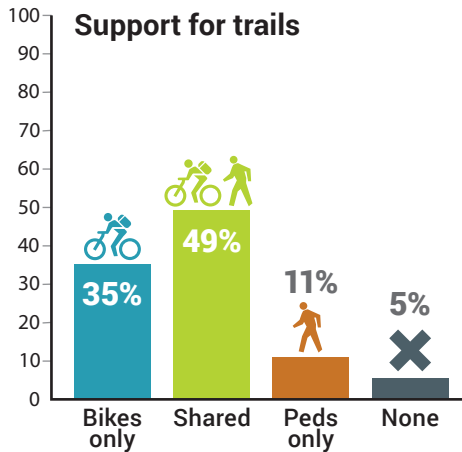


Feedback

- Strong support for improved walking and biking trails
- Create a narrow bike trail course
- Biking has been a successful part of this area for nearly two decades
- Offer a sustainable transportation alternative through the area
- Modify existing trails to support mountain biking
- Protect habitat
- Lack of parking

This site was also supported by participants at outreach events.

WASHINGTON PARK (63 responses)



Feedback

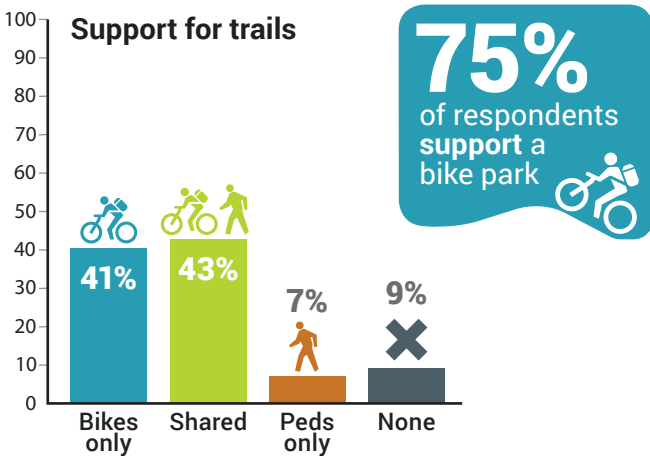
- Many opportunities for off-road mountain biking trails
- Build a dedicated narrow mountain biking trail
- Disagreement over trails for shared use or pedestrian only use

This site was also supported by participants at outreach events.

OTHER SITES MENTIONED IN SOUTHEAST PORTLAND:

- Loll Wildwood Natural Area
- Lesser Park
- Dickenson Park
- Woods Memorial Natural Area
- Hamilton Park

GABRIEL PARK (44 responses)



SUPPORT:

- Create mountain biking facilities such as a cyclocross trail, bike park or pump track
- Modify skate park to include pump track or skills course

CONCERNS:

- Conflicts between bike and pedestrian uses on trails
- Lack of space
- Safety issues with children and dogs
- Habitat preservation

This site was also supported by participants at outreach events.

MARQUAM NATURE PARK (17 responses)

Feedback

- Opportunity to connect with other trails to downtown
- Utilize existing trails and logging road beds
- Separate hiking trails from biking trails
- Opportunity for a cross country track or narrow bike trail

This site was also supported by participants at outreach events.

DUNIWAY PARK (17 responses)

Support for trails



Feedback

- Proximity to downtown creates opportunity to make bike trail connections with other parks that lead to the city center.
- Consider a cross country course
- Consider a narrow bike trail course

NORTHWEST PORTLAND: FOREST PARK

Forest Park was the only park in Northwest Portland that received responses to the interactive map. The following summarizes the responses received regarding Forest Park from both the interactive map and the Forest Park Questionnaire.

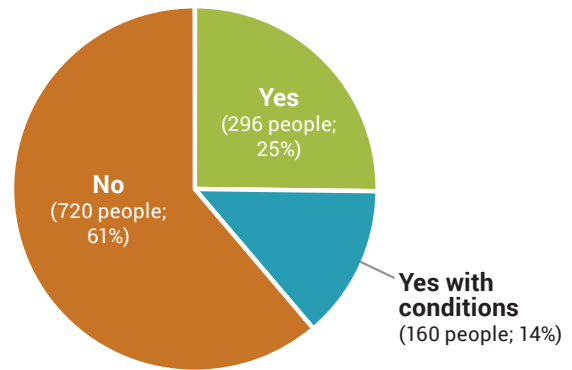
OVERALL

A majority of the participants (61%) in the Forest Park questionnaire said they did not support expanding or enhancing off-road cycling access in Forest Park.

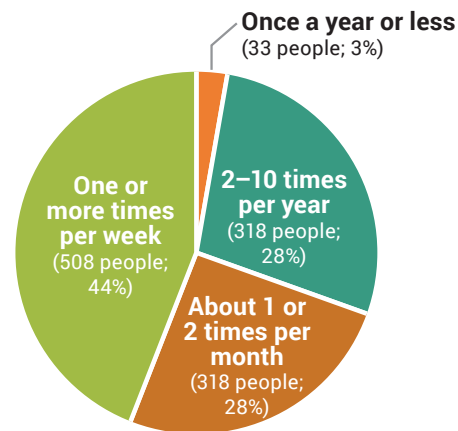
When asked how often do you visit Forest Park, the majority of respondents (44.1% or 508 people) answered one or more times per week. In regards to the types of activities people enjoy regularly in the park, the majority of respondents (91% or 1,050 people) said walking or hiking.

Most respondents who bike also hike (77%) and run (55%). People who primarily hike are much less likely to also engage in cycling (23%) or running (34%). Below are the summarized key themes from all open-ended feedback received, from the Forest Park survey and other sources.

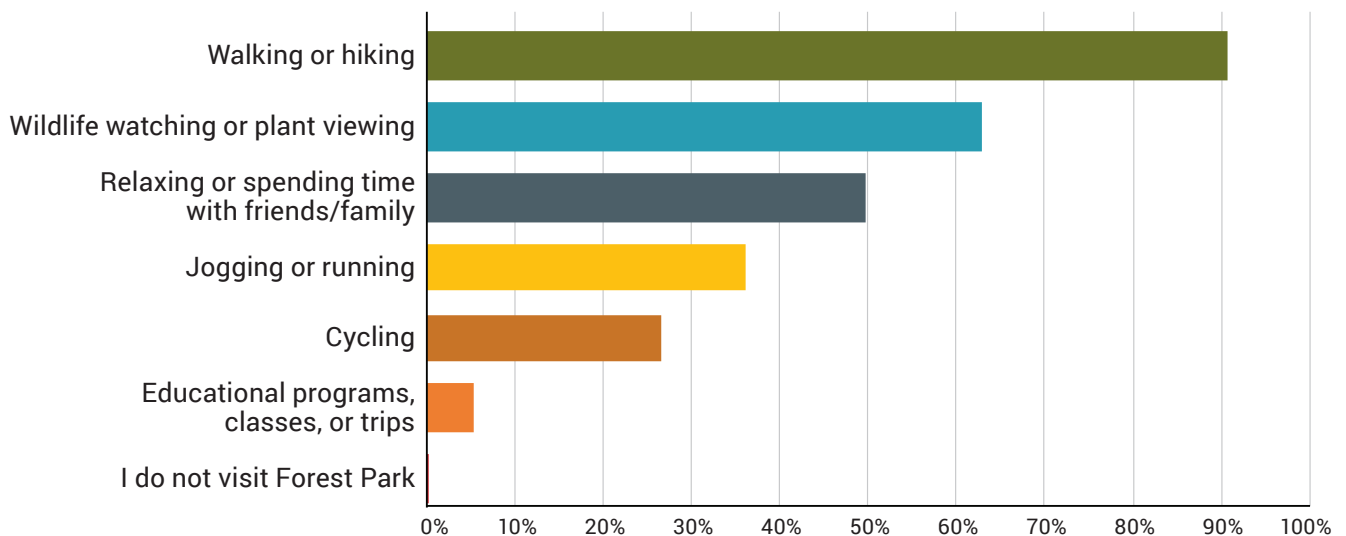
Do you generally support the idea of expanding or enhancing off-road cycling access in Forest Park?



How often do you visit Forest Park?



When visiting Forest Park, what activities do you enjoy regularly? (check all that apply)



KEY FEEDBACK FROM OPPONENTS

Most opponents cited user conflict as the biggest issue and preferred that hiking trails and cycling be kept separate. Some pointed to current enforcement issues with cyclists in Forest Park as an indicator that mixed use would not work well on more trails. Others said the need to study wildlife and habitat impacts more thoroughly was an important reason to not allow cycling on the smaller trails until a study was completed.

KEY FEEDBACK FROM SUPPORTERS

Those who supported trails included similar caveats to those who opposed them, including enforcement and the need to study environmental impacts. Most wanted to separate hikers and cyclists. Additionally, respondents wanted to ensure that pedestrian and cycling paths do not intersect, unless there is clear

marking and wayfinding. While some cyclists liked the idea of using the fire lane roads, many expressed that creating a new cycling-only narrow trail would be more geared towards the mountain biking community. Protecting wildlife was also important to those who support enhancing off-road cycling.

PLANNING PRINCIPLES

When asked if they had comments about the Forest Park Planning Principles, 867 participants left an additional comment. However, most comments did not provide direct input on the planning principles. Instead, many expressed that these planning principles were not part of the Forest Park Master Plan or that this approach was not in line with Forest Park's expressed vision and goals.



Forest Park

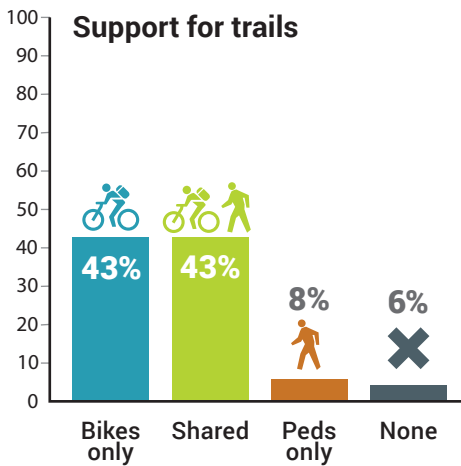
MANAGEMENT AREAS

FOREST PARK NORTH (71 responses on interactive map)

Feedback

- Many liked the idea of a narrow trail bike path that wouldn't harm the environment.
- Many felt that bike paths should be separate from the existing walking trails to prevent conflicts and disruption of peace.
- Consider opening Wildwood to bikes, or creating a parallel single track for bikes.
- There was a strong desire that trails be sustainable with varied terrains.

FOREST PARK CENTRAL (307 responses on interactive map)



Feedback

- There was strong interest in creating mountain biking trails; many suggested narrow trails.
- Many were interested in shared-use trails for biking and walking, but there was concern about bikes causing erosion and degradation of the natural habitat.
- There was concern about the safety of adding bikes due to the narrowness of the trails.
- Hiking was noted as a key use of Forest Park.

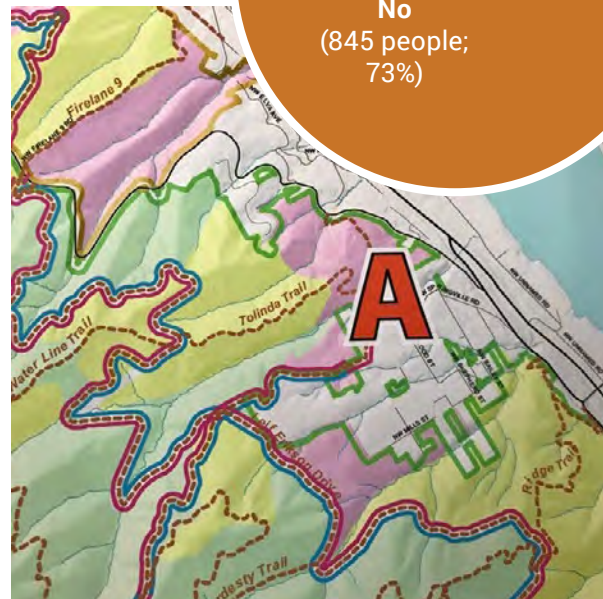
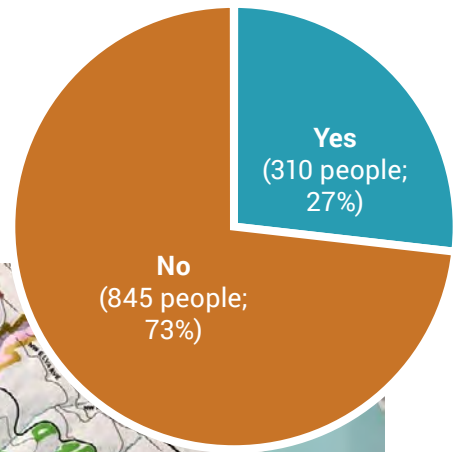
"I strongly support single-track trails for off-road cycling at this location. Multi-use trails work well in other cities, and would work very well in Portland too. There is strong demand for cycling trails close to Portland, and trails can be shared safely and enjoyably through high quality design."

—Comment

The following is specific feedback on five potential trail locations in Forest Park Central that were included in the Forest Park Survey.

TRAIL CONCEPT A: OPENING TOLINDA TRAIL TO OFF-ROAD CYCLING (1,115 responses)

Do you think Trail Concept A is a good idea and should be recommended?



Feedback

461 respondents gave further feedback on the Trail Concept A. 78% of the comments (359) were from individuals who did not think Trail Concept A was a good idea.

KEY FEEDBACK FROM OPPONENTS

Many thought this section of trail was too narrow for shared use and too steep for biking. While many supported the “uphill-only” solution, some were concerned about the enforceability of this rule. Holman Trail was cited as an example of how this has not worked in the park. There was a worry that, because this trail intersects with Wildwood, cyclists would be more likely to bike on Wildwood illegally. However, many did not support closing Waterline Trail (to prevent bikers from using Wildwood Trail), as it provides hikers access to Skyline Tavern and parking lot.

KEY FEEDBACK FROM SUPPORTERS

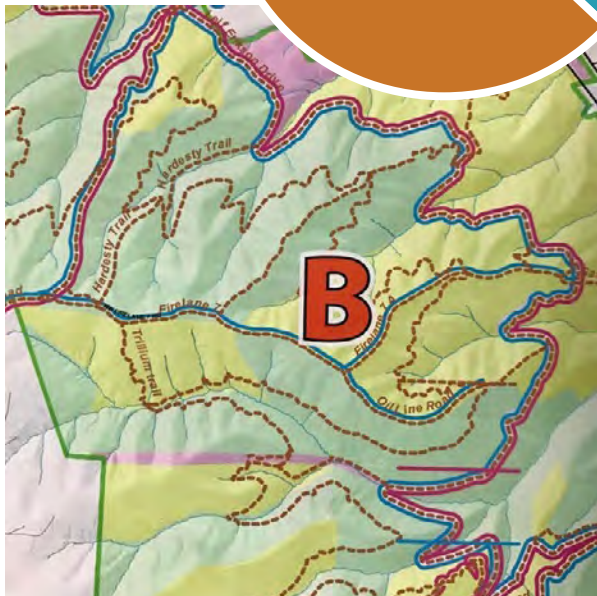
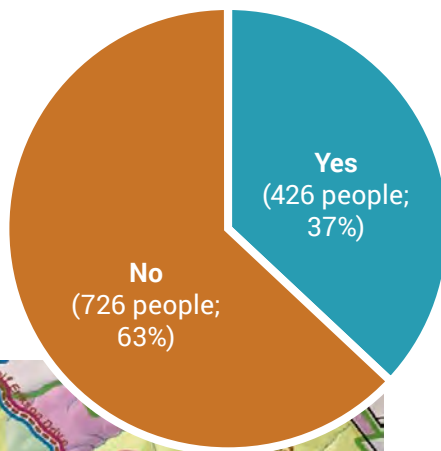
This group was in agreement that they did not want Waterline Trail to be closed to pedestrians.

DRAFT

Instead, they wanted to see it restored and available for mixed-use. Many only support making this trail open to cycling if there is also planned maintenance and measures to ensure no further erosion. Some did not think it makes sense to have uphill-only on such a short route, and would prefer a trail that loops or provides connections to other narrow trails.

TRAIL CONCEPT B: OPENING FIRELANE 7, FIRELANE 7A, AND OIL LINE ROAD TO OFF-ROAD CYCLING (1,152 responses)

Do you think Trail Concept B is a good idea and should be recommended?



Feedback

356 respondents gave further feedback on Trail Concept B. 66% of the comments (235) were from individuals who did not think Trail Concept B was a good idea.

KEY FEEDBACK FROM OPPONENTS

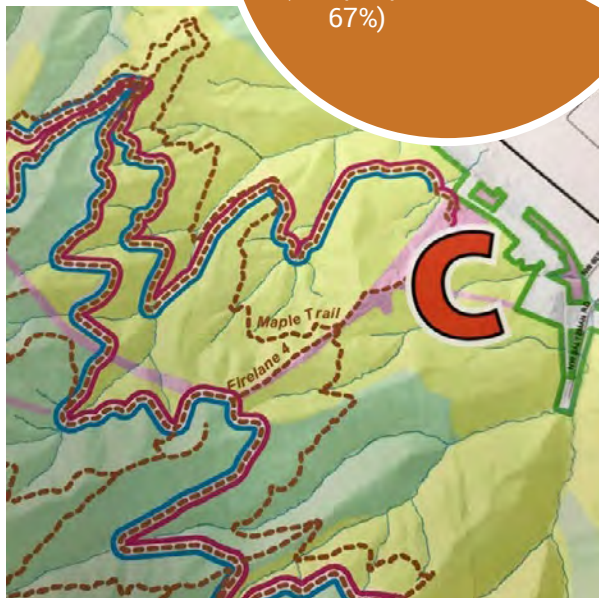
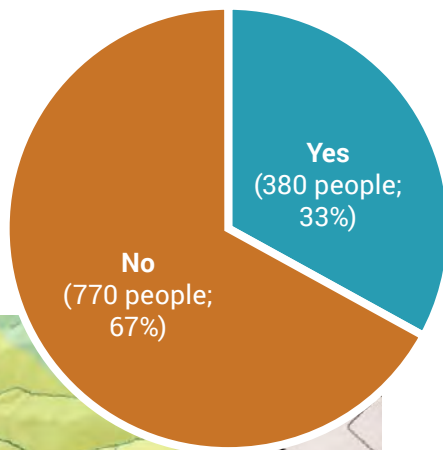
Many thought adding bikers to this trail would harm wildlife and cause more wear and tear to a trail that already has maintenance issues. Many thought this trail wasn't the best choice for single-track mountain biking for reasons including: trail is too short, too steep at points, and not "exciting" for mountain bikers. Some were concerned that having both horses and bikes on the same trail would cause user conflict. Similarly to Trail Concept A, there is a worry that, because this trail intersects with Wildwood, cyclists would be more likely to bike on Wildwood illegally.

KEY FEEDBACK FROM SUPPORTERS

Respondents indicated that although this trail is wide enough, it does not provide the narrow trail experience mountain bikers want.

TRAIL CONCEPT C: OPENING FIRELANE 4 TO OFF-ROAD CYCLING AND CONNECT IT TO SALTZMAN ROAD (1,150 responses)

Do you think Trail Concept C is a good idea and should be recommended?



Feedback

339 respondents gave further feedback on Trail Concept C. 73% of the comments (248) were from individuals who did not think Trail Concept C was a good idea.

KEY FEEDBACK FROM OPPONENTS

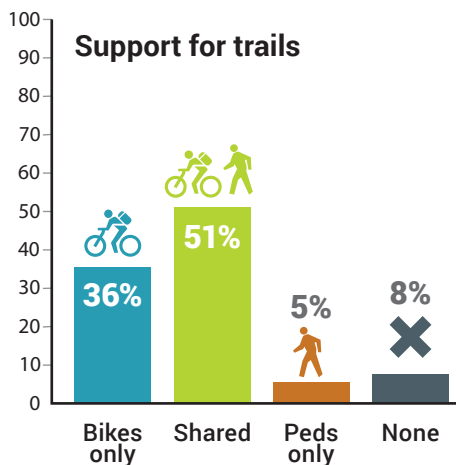
Many thought this trail wasn't the best choice for single-track mountain biking for reasons including: the trail is too short of a loop, too steep at points, and not "exciting" for mountain bikers. Because of how narrow the firelane is, many didn't think it was a good candidate for shared use. Since Firelane 4 intersects with Maple Trail (a pedestrian only trail), there were concerns bikers would illegally use that trail. Although they didn't support making Trail C a biking trail, some did support habitat restoration in this area.

KEY FEEDBACK FROM SUPPORTERS

Those who liked Trail Concept C as a new biking trail also wanted to have wildlife rehabilitation happen first. This group also thought adding more signage to ensure that bikers use safe practices at pedestrian trail crossings was important. Some thought it made sense to create more connections to other looped trails so that bikers had more mileage to bike, rather than use nearby pedestrian trails as connections.

SOUTH FOREST PARK (158 responses on interactive map)

What kind of trails would you support?



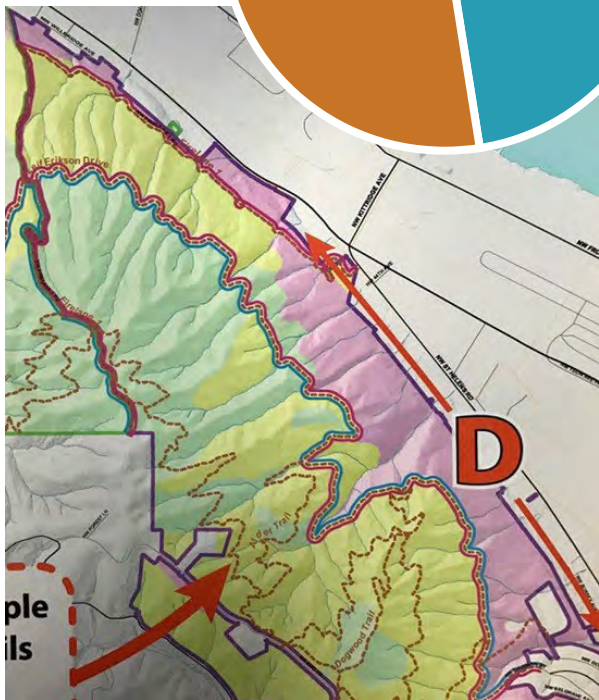
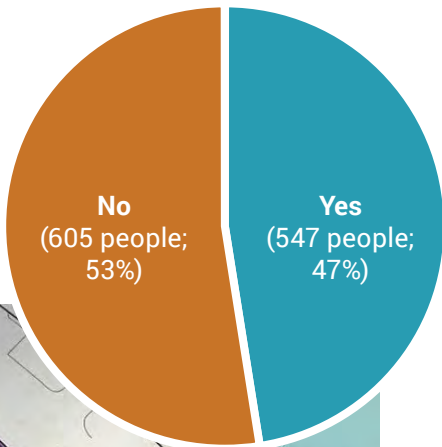
- Strong interest in creating a narrow mountain bike trail.
- Expanding non-vehicle infrastructure to allow access.
- Some felt that the existing trails should be modified to allow for mountain biking, while others felt they should remain for hiking use only and that separate trails should be built for bikes.
- There was concern that adding cyclist could cause conflicts with the existing users and would degrade the environment.

TRAIL CONCEPT D: IMPROVING FIRELANE 1 AND BUILD A NEW TRAIL PARALLEL TO HIGHWAY 30
(1,152 responses)

Feedback

358 respondents gave further feedback on Trail Concept D. The comments were split between those who supported the trail and those who did not.

Do you think Trail Concept D is a good idea and should be recommended?



KEY FEEDBACK FROM OPPONENTS

Most participants did not see this trail concept as a viable option for shared use. Some commented that it would be okay for bikes only. However, the same general concerns raised about biking in Forest Park were also a key theme here: wildlife impact concerns, too narrow according to park regulations, and too close to pedestrian-only trails.

KEY FEEDBACK FROM SUPPORTERS

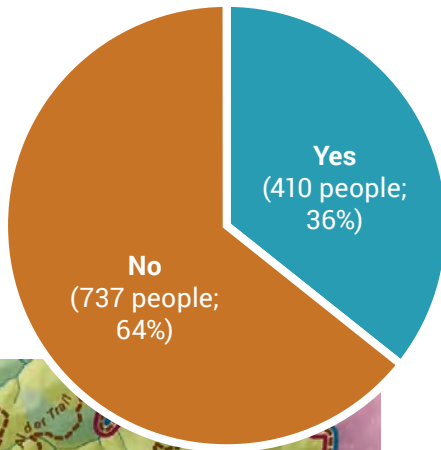
Many felt this the best trail option of those presented. Participants liked this option because it would be easy to separate cyclists and pedestrians, since this area isn't used as much for hiking. Many noted it would reduce the impact to wildlife since it is on the edge of the park. While some commented that the trail was steep and narrow, others were happy with the lengthier loop of this trail. One concern raised by some was that this trail wouldn't be as accessible to commuting in to ride the trail since there is not nearby parking or entrance to the park.

"I am excited to have dedicated single-track bike trails in this area and to expand on the existing walking trails." –Comment

"This is an awesome opportunity to build sustainable trails that Portlanders can ride on their bikes instead of having to get in cars and head out of town." –Comment

TRAIL CONCEPT E: BUILDING A NEW TRAIL SOUTH OF NW 53RD DRIVE (1,147 responses)

Do you think Trail Concept E is a good idea and should be recommended?



Feedback

385 respondents gave further feedback on Trail Concept E. 65% of the comments (249) were from individuals who did not think Trail Concept E was a good idea.

KEY FEEDBACK FROM OPPONENTS

Many were confused as to what the exact proposed trail was based on the map. Many participants stated that this area was already a problem due to the cyclists illegally riding downhill on Holman. Participants were unsure how adding an additional trail would alleviate the already existing user conflicts. Again, the issues of the narrowness of the trail and concern for pedestrian safety were key themes.

KEY FEEDBACK FROM SUPPORTERS

Many participants liked the length of this trail and the connectivity to other existing cycling trails. Many thought that this trail, along with Trail Concept D, were the best proposals. Some thought that making this trail would help alleviate the number of users on the unsanctioned trails. However, some noted that because of this trail's location, it would be tempting for cyclists to use Wildwood Trail.



Forest Park

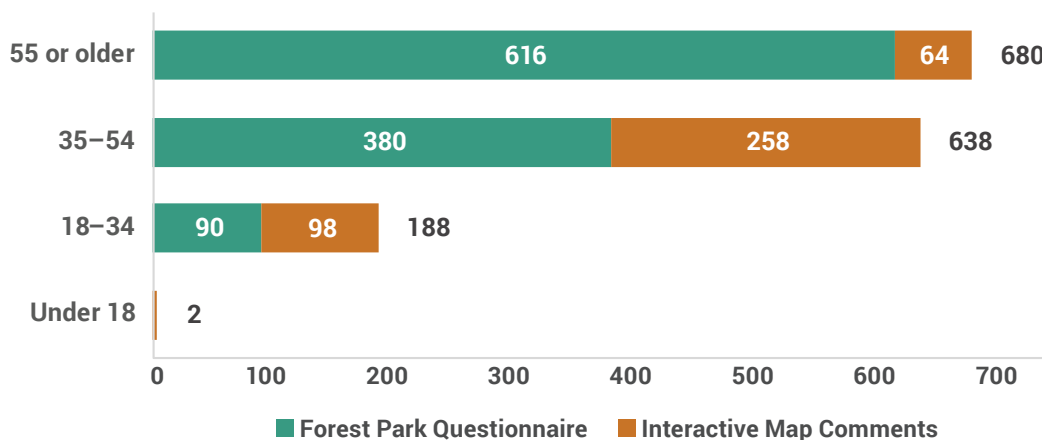
DEMOGRAPHIC SNAPSHOT

The below results are a combination of demographics received via the online comment map and the Forest Park questionnaire. In total, 1,704 people participated online. A total of 2,698 comments were submitted to the online comment map by 513 participants. Participants were identified by their email addresses and duplicate demographic responses from the same email address were eliminated. A total of 1,191 participants completed the Forest Park questionnaire. Each question will note how many participants answered from each source.

This demographic information does not include people who commented at in-person open houses, community events, focus groups and listening sessions or via e-mail or the online comment form.

1. What is your age?

The largest age groups represented was the 55 and older age group (45% of responses) and the 35 to 54 age group (42%).

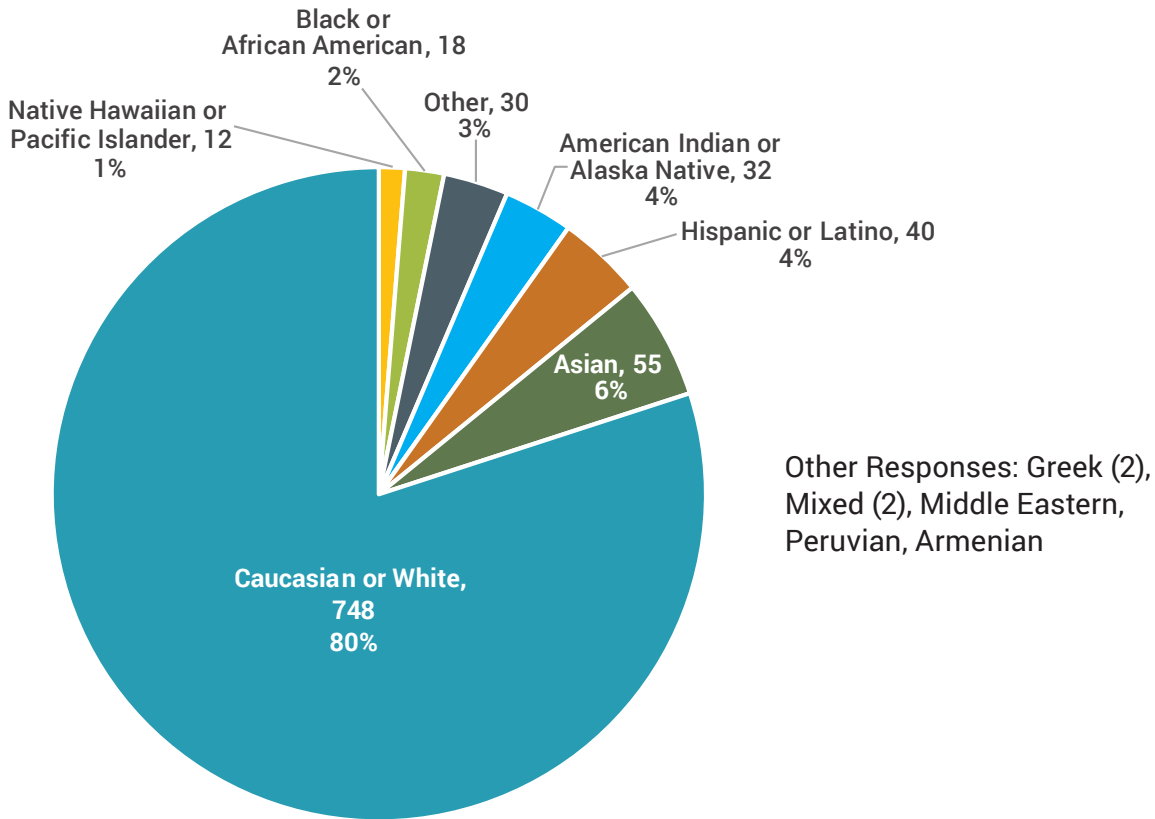


Source

Online Comment Map Participants: 422
Forest Park Survey Participants: 1,086
Total Responses: 1,508

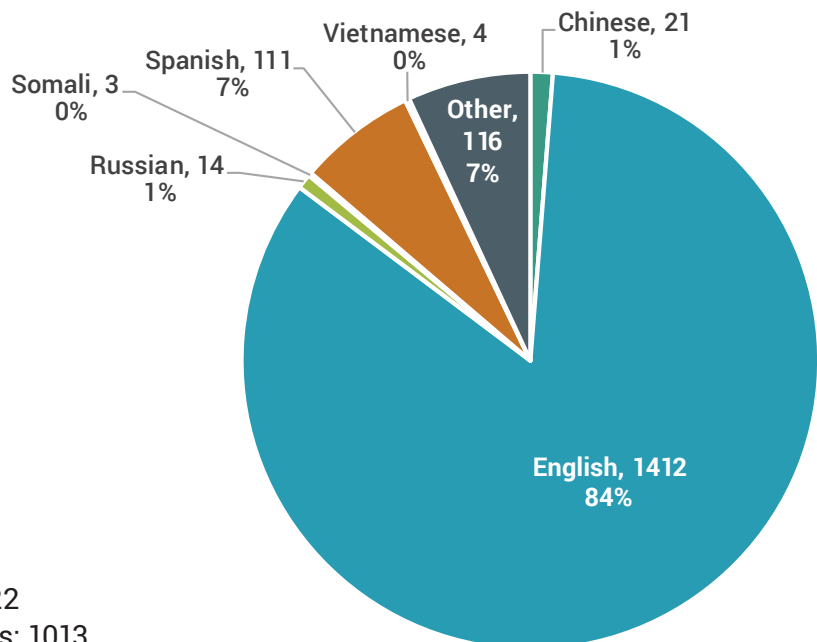
2. What is your race/ethnicity?

The largest race/ethnicity group represented was White with 80% of the responses. The second largest group represented was Asian at 6%.



3. What language(s) do you speak at home?

Participants could select more than one option. English was the most commonly spoken language at 84%. The second most commonly spoken language was Spanish at 7%. There were 23 other responses that were specified. Other languages included: German (8), French (5), Italian (3), Korean (2), Hungarian, Portuguese, Japanese, Hindi, and Swahili.



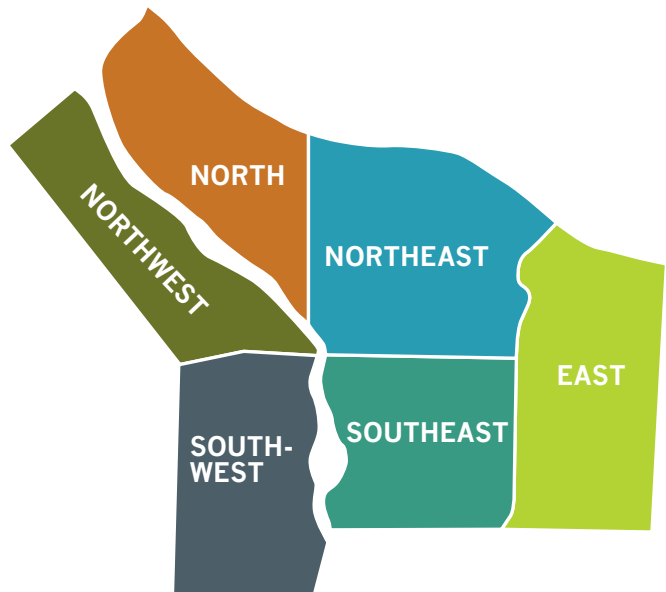
Sources

Online Comment Map Participants: 422
 Forest Park Questionnaire Participants: 1013
 Total Participants: 1435

DRAFT

4. What is your zip code?

Zip code data was collected from participants and aggregated into districts. The following table shows respondents by district for those that participated in the interactive map, the Forest Park questionnaire, and the community events and open houses.



Source

Online Comment Map Participants: 347
 Forest Park Survey Participants: 1081
 Total Responses: 1489

	Interactive Map		Forest Park Questionnaire		Community Events	
	Count	% of total	Count	% of total	Count	% of total
Northeast	247	17%	110	10%	n/a	n/a
Southeast	310	22%	95	9%	20	4%
East	129	9%	18	2%	195	38%
North	215	15%	49	5%	150	29%
Northwest	140	10%	447	41%	65	13%
Southwest	318	22%	184	17%	80	16%
Outside Portland	56	4%	130	12%	n/a	n/a
Total	1415	100%	1082	100%	510	100%

Needs Assessment Questionnaire

During the summer of 2016, 2,283 people responded to the needs assessment questionnaire. Demographic information was collected from respondents. For a detailed summary of the needs assessment questionnaire, contact Michelle Kunec-North at Bureau of Planning and Sustainability, (503) 823-9710 or michelle.kunec-north@portlandoregon.gov

DRAFT



PORTLAND OFF-ROAD CYCLING MASTER PLAN

Project Advisory Committee
Meeting #12

May 30, 2017

PURPOSE OF MASTER PLAN



The Portland **Off-road Cycling** Master Plan project will develop a **citywide plan** for a system of off-road cycling facilities – such as sustainable **trails, skill parks and pump tracks** – for a **variety of users**, including children, adults and families.

Types of recommendations

GEOGRAPHIC – SYSTEM MAP

System map & facility recommendations to guide future improvements

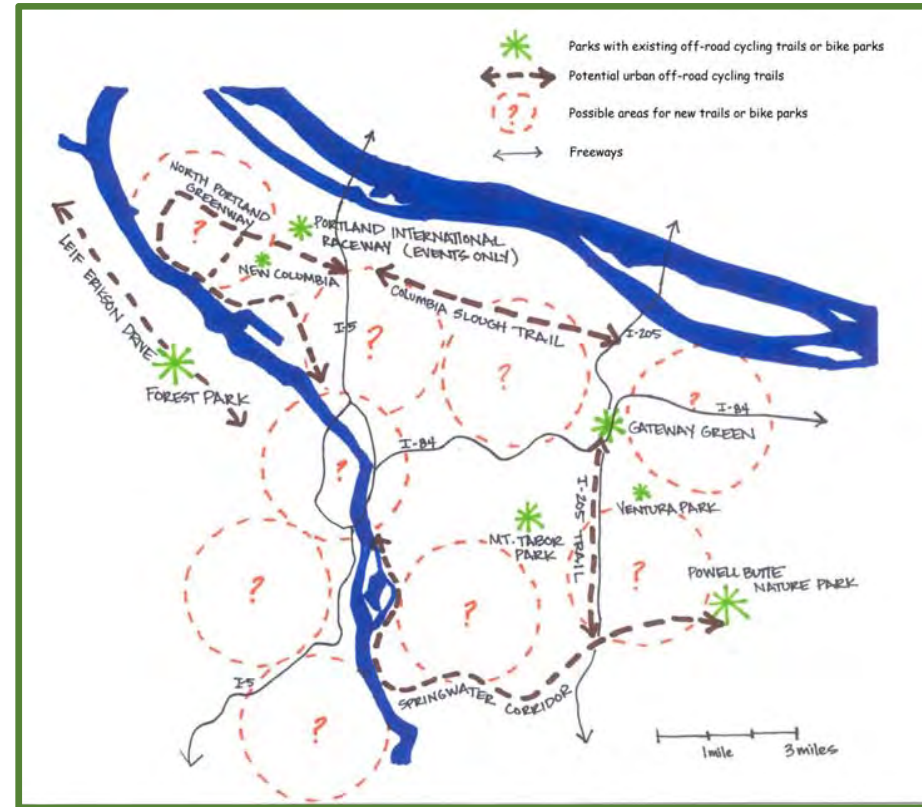


SYSTEMWIDE - BEST PRACTICES

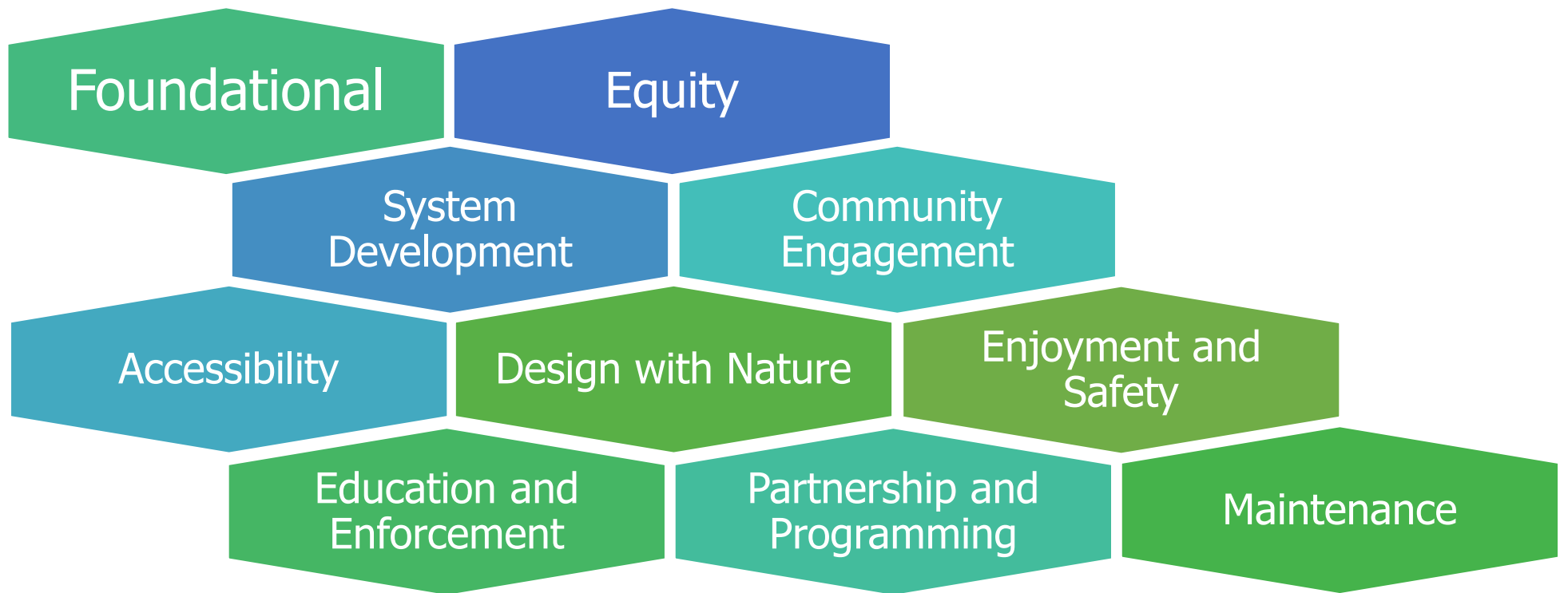
System recommendations to make sure that system is

- ✓ Safe
- ✓ Sustainable
- ✓ Successful

*See
Draft
Document*



Outline of System Recommendations



Recommendation Sources

for first draft

Best
Management
Practices

Forest Park
Planning
Principles

Public Input

Input from
Agency
Partners

IMPACTS



Key findings from the Assessment of Off-Road Cycling Impacts and Benefits:

- **Wildlife impacts vary by species** can extend away from a trail into the natural landscape.
- **Trails can fragment habitat** by dividing it into smaller pieces.
- **Wildlife impacts can be reduced by ensuring that trails avoid sensitive or critical wildlife habitats**, including riparian corridors and wetlands.

"I would only support additional trails if extreme caution was taken on protecting the area wetlands and wildlife."

"Done responsibly, habitat can be protected while allowing experiences in nature for people who are hiking and biking."

• Community members

BEST MANAGEMENT PRACTICES and RECOMMENDATIONS

Introduction

Hiti tecae rest alit alit arum fuga. Et odi reiunturitia dellorerem aut rehenis ut minciaerit

1. Maintain and improve habitat connectivity.

- Site trails to minimize impacts to overall habitat patch size, fragmentation and edge effects.
- Establish habitat buffers – based on the type of resource and presence of wildlife species - to avoid or minimize impacts to sensitive ecological and hydrological systems.
- Route or narrow trails to avoid particularly sensitive areas.
- Locate trails at habitat edges where possible, to minimize disturbance to intact habitats.
- Restore disturbed edge habitat by replacing invasive plants with natives.
- Where opportunities exist, encourage the narrowing of trail corridors to improve habitat function.

placeholder for diagrams and other visual material

placeholder for diagrams and other visual material



placeholder



placeholder

- Use adaptive management strategies**, such as seasonal closures during migratory, mating or nesting seasons, where trail use would adversely impact species of concern.

placeholder for diagrams and other visual material



placeholder

- Continue and expand monitoring of natural resources** and fish and wildlife populations in the City's parks and natural areas.

DISCUSSION

Committee comments, concerns or suggestions on:

- General framework or organization
- Appropriateness of recommendations
- Gaps—topics that are not well addressed or missing?
- Opportunities to add specificity to better guide City actions

* Provide wording changes on paper

Comments submitted in writing from the public

TIM DAVIS

- Terwiller - parallel paved and dirt/gravel
BIKE-only trails

- A whole network of sustainably designed
singletrack trails in Riverview N.A.

* P. I. R. & Powell Butte - best low
hanging

- Gabriel Park - perhaps a perimeter trail
(functions fairly well as is) fruit

* LINK RIVERVIEW with Terwilliger and Council

- Link Washington Park with NW 23rd ^{Crest}

* Connectivity - safe routes

* Wayfinding: people are clueless of their surroundings

① A TRAIL IN SW PORTLAND SHOULD
LINK RIVER VIEW → GEORGE HINES →
TERWILLIGER → ^{MARQUAN} COUNCIL CREST →
WASHINGTON PARK
(WRITTEN ON MAP IN BLUE)

② PLEASE CONNECT FIR to 40 mile LOOP
to WAUD BLUFF (ON MAP)

③ PLEASE UTILIZE PUBLIC ROW
to CONNECT PARK SPACE WITH OTHER
TRAIL ALIGNMENTS -

TRAIL ALIGNMENT
(COMMENTS ON
FOR CITY MAP)

Natural destinations
to walk/hike on
the route.

Southwest

Challenges:

- safe bike & ped transport access to connect communities to parks
- steep topography in many green spaces

Site Opportunities:

- Riverview
Trail system already exists, would improve existing trails for sustainability issues
- Lollwild Natural Areas
Nice wooded space without current use plan. could provide valuable loop trail opportunities for hyper-local community.

- Dickinson Park

Already has some park features (playground, etc.) that could enable families to have a safe place for multiple kids to play.

- Gabriel Park

Already highly featured park, so only opportunities for a skills area.

- Hamilton Park

small area that could support a simple perimeter trail for kids in the nearby community.

- Washington Park

Ongoing Master Plan allows awesome opportunity to build a purpose built cycling trails.

Kevin Holster, 26, Spanish / lives in Collins View SW view point. Terr. professional downhill / dual slalom & enduro racer

• River view natural area

- This area is extremely important to me personally, also to a close group to me who are of the same age range and skill level. This area has a very technical mountain bike trail, (important to define between different disciplines of riding "off road" is very vague).
- River view is a spot that I feel as a professional rider, coach and guide that accomadates my needs as a professional level rider.
- The trail (downhill / enduro trail) is already built and as a neighbor to this community I would love to take on being the trail steward.
- I think its important to define the different ~~diff~~ disciplines in biking. Difference between downhill, enduro, trail biking, cycle cross, road riding, etc... River view is a intermediate to expert area.
- I teach children, that can ride very technical trails.
- This river view area offers a close, in town area to teach and to focus on building technical skills.

- ① I'm very concerned Marquam Park is being offered. Has outreach been done to Friends of Marquam Park? Property was bought privately and donated to the city. Are there deed restrictions?
- ② I'm concerned in general about failure to educate this community and the public attending these committee meetings about zoning regulations, environmental codes existing management plans.
- ③ I don't understand why rights of way under the auspices of PBOT and BES after being suggested by committee members were removed from consideration.

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

DATE: 5/30/17 YOUR NAME: SPENCER BUSWELL

- ① PLEASE CONSIDER PUBLIC ROW FOR TRAILS (SW trails)
- ② PLEASE DO NOT OMIT MARQUAM/WASHINGTON PARK /
COUNCIL CREST / MAPLE & WILDWOOD TRAILS / FROM
SITES AVAILABLE FOR MOUNTAIN BIKING
- ③ Community INVOLVEMENT DATA SKEWED THE DATA
TO OMIT / DISCOURAGE COMMENTS ON SW+NW
PARKS PROPERTIES

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

DATE: 5/30/2017 YOUR NAME: Erik Fenner

Forest park has the potential to serve a vast array of users
in many use cases: walking, cyclocross, downhill, crosscountry. Having
a density of trails that provide access to many types of
cyclists will better serve all levels of riders and children.
This applies to trail construction, for park/pump track. I
support all sites possible but Mt Tabor stands out due to
its central location.