



# PORTLAND OFF-ROAD CYCLING MASTER PLAN

Project Advisory Committee Meeting #4

## Meeting Summary

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**MEETING DATE:** THURSDAY, APRIL 28, 2016

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

**TIME:** 4:00 PM – 6:00 PM

### In Attendance

**CAC Members Present**

- Punneh Abdolhossieni
- Kelsey Cardwell
- Erin Chipps
- Matthew Erdman
- Jocelyn Gaudi
- Adnan Kadir
- Torrey Lindbo
- Kelly McBride
- Nastassja Pace

- Evan Smith
- Michael Whitesel
- Bob Salinger\*

**CAC Members Absent**

- Mike Houck
- Carrie Leonard
- Renee Meyers
- Jim Owens

**Agency Representatives and Resource Members**

- Shannah Anderson, *Bureau of Environmental Services*
- Lucy Cohen, *Portland Parks & Recreation*
- Robert Spurlock, *Metro*
- Michelle Barker, *International Mountain Bike Association*
- Maya Agarwal, *Portland Parks & Recreation*
- Abra McNair, *Portland Bureau of Transportation*
- Jennifer Devlin, *Bureau of Environmental Services*

**Staff and Consultants**

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

**Audience / Members of the Public**

- Marcy Houle
- Andy Jansky
- B McGillacuddy

- John Miller
- Adam Newman
- Sheryl Sackman

\*Attended by phone

## Overview

The committee:

- Received a presentation about equity in decision-making.
- Learned about the planned community engagement strategy.
- Provided input on outreach techniques, target audiences and messaging.

## Welcome, Agenda Review & General Announcements

Adrienne DeDona, JLA Public Involvement, welcomed everyone to the meeting and reviewed the agenda. She explained the meeting would focus on the outreach effort that would inform the needs assessment. Staff, committee members and agency representatives introduced themselves.

Adrienne asked for comments on the meeting #3 summary. There were none.

## Review Overall Community Engagement Strategy

Adrienne said the updated Public Involvement Plan had been provided to committee members in their packets. She explained that the Public Involvement Plan provides a broad overview of the goals for community outreach during the project. She said it has been kept at a high level because the team plans to tailor outreach methods and audiences as the project evolves and needs are identified. Adrienne said the project team had received feedback from a few committee members and others of the need to reach a broad spectrum of stakeholders and that this would be the focus of the meeting.

### *Discussion*

- A committee member asked what the outcome of the planning process would be. Michelle Kunec-North, BPS Project Manager, replied that the project outcomes would be: 1) a better understanding of what off-road cycling is and what the needs and community desires are; 2) a system plan that identifies sites in the city that may be appropriate for off-road cycling and pairs this with needs established during the outreach process; and 3) general guidelines about how to make the plan successful, which may include community partnering recommendations, coordination with existing plans and bureaus, etc.
- A committee member asked for more information on the interactive map tool and tabling events. Adrienne replied this would be covered later in the meeting.
- A committee member said that he was interested both in the outreach being planned once the plan was complete as well as outreach to stakeholders during the plan's development. Adrienne replied that this meeting would focus on outreach for the current phase but that the project team was also open to suggestions for outreach down the road. Michelle added that outreach done for this process would be specifically for the city-wide Off-Road Cycling Plan. She noted if any implementation actions were identified, then the public engagement for each site would be done separately through the appropriate bureau.

## Equity in Decision-making

Desiree Williams-Rajee, BPS Equity Specialist, gave a presentation (attached) about how the Bureau of Planning and Sustainability considered equity during decision-making and why it was important, including:

- Studies found Portland’s communities of color do not fare as well across a broad spectrum of benchmarks. African American and Native American communities, specifically, were faring worse than they were 30 years ago.
- These results indicate traditional equity strategies are not working.
- A review of the system had found that institutional racism and lack of focus on race were key failures. The city reviewed and updated its equity policies to better consider these issues.
- The Portland Plan provides a city-wide equity framework, implemented by individual bureaus and the Office of Equity and Human Rights.
- Three key concepts from the Portland Plan’s definition of equity: opportunity cost (losing potential contributions of people due to inequity), connectedness (investing in people today helps all of us tomorrow), and the need to focus on both process and outcome (process and goals are interrelated and must be in line for progress to be made).
- The focus on equity during individual planning processes, such as the Off-Road Cycling Project, is part of and contributes to broader city equity goals.
- The Portland Plan provides specific definitions for “underserved” and “underrepresented” populations. The Climate Action Plan further defines what equity is, breaking it into Process Equity, Distributional Equity and Intergenerational Equity.
- City goals to increase equity include: invest and reduce disparities; make infrastructure decisions that reduce inequities; include underserved and underserved populations in processes that affect them; address displacement of residents and provide ongoing affordability; acknowledge that one size does not fit all.

### *Discussion*

- A committee member asked Desiree to provide an overview of the history of racism in Portland. Desiree broadly explained the experience of black populations in Oregon and Portland and provided examples of historic policy decisions that had increased and systematized inequity. An agency representative noted that the Oregon Historical Society had two exhibits about the experience of Chinese Americans.
- A committee member asked Desiree to provide some examples of successful processes. Desiree replied that the processes the city has in place are relatively new and it would take some time to see if it has been successful.
- One committee member said that the Climate Action Plan was a good model for how to integrate equity into planning processes. Desiree noted that this process had both a steering committee and worked directly with equity groups, as well as using an equity lens. An agency representative asked how that process was different than previous processes. Desiree said they had merged two approaches, a traditional planning approach and a separate engagement process for specific populations.

Desiree explained one of the city’s tools for identifying stakeholders and appropriate outreach processes. The Stakeholder Power Analysis was a quadrant exercise to help understand who the plan would serve, who would be impacted, who had influence (or not), and if geography was an aspect to consider. She said the city’s approach had been to do specific outreach to individuals who were highly impacted but had low influence or access to the process.

### **Needs Assessment Overview**

Kristen Lohse, Toole Design Group, talked about the needs assessment and objectives for outreach during the Discovery Phase. She explained that the community needs, priorities and potential concerns as well as the range of experiences people desire would need to be collected to inform the needs assessment. This will be done as part of a public questionnaire. Kristen added that the needs assessment will dove-tail into site selection and evaluation/suitability exercise.

## Phase I Community Engagement

Adrienne explained that the outreach approach during the Discovery Phase would be tiered to allow different levels of involvement to stakeholders. She reviewed the broad audiences listed in the Public Involvement Plan and asked committee to identify any missing groups. Committee members and agency representatives suggested:

- Neighborhood associations
- Families
- Community Engagement Leaders (CELS)
- Business (in additional to bike shops, already listed)
- Schools
- Other wheeled sports users
- Churches
- Underserved communities (park deficits)
- Law enforcement
- Immigrant and refugee populations
- Low-income populations
- Non-English speaking populations
- Non-car owners / transit-dependent populations
- Car share / bike share organizations
- Geographically outlying neighborhoods
- Homeless populations
- Private property owners who live next to trails

The committee talked about the impact to and influence of different stakeholder groups. Comments included:

- Forest Park users would be in the “highly impacted, highly influential” category.
- Neighbors of off-road (or potential) facilities would be highly impacted. It was noted lack of recreational opportunities or facilities may also be an impact.
- Bike shops would be highly impacted and may not have capacity to be highly involved.
- Mountain bikers would be highly impacted. Committee members disagreed whether they had influence or not based on previous processes.
- The impacts of a bike facility might not necessarily be known, whether positive or negative. During the outreach process, the key question should be whether the community *wants* these facilities.
- Make sure to target stakeholders that are low-income, non-English speaking, non-car owners, immigrants and refugees, homeless, communities of color, youth, people with disabilities, in park-deficient neighborhoods and in outlying neighborhoods.
- The more perception of impact people feel they have, the more likely they will be to participate. Educating about the Off-Road Cycling Plan and process will be important.
- For many underrepresented or underserved populations, off-road cycling facilities may be a low priority compared to other concerns.
- Many of the communities identified may not want to take part in official processes. It would be important to find intermediaries and provide a safe space to collect feedback.

Adrienne reviewed the planned outreach activities. She explained that the mapping tool would evolve as time goes on; for the Discovery Phase it would provide an overview of existing facilities and later it would collect feedback on particular areas of interest. She provided an overview of the community events that the team planned to take part in.

### *Discussion*

- An agency representative asked how the feedback will be collected and incorporated into the system plan. Kristen replied that the questionnaire and map exercises would collect specific information to inform the Needs Assessment, as well as collecting broader feedback.
- An agency representative asked whether the PAC will review feedback as well as the project team. Michelle replied that the consultant team would work on using feedback to interpret needs and how to integrate needs into system planning. She said the outputs of this process would be reviewed with the PAC.
- An agency representative asked whether the process would be open to hiring representatives of underrepresented communities to assist with outreach. Michelle replied the project team would like to hear committee feedback on whether this is an important way to reach stakeholders.
- A committee member asked whether the questionnaire has been developed and noted that the format of the questions could influence the outcome of the feedback. Kristen replied that the questionnaire had been developed and the team had tried to consider the wording of the questions to remove bias. She noted the questionnaire was only one of the tools they would be using. Adrienne said the questionnaire would be provided to committee members.

### **Committee exercise**

The committee worked in small groups to provide ideas and feedback on outreach strategies and key messages (worksheet attached). The focus was on stakeholder groups that had been identified as highly impacted and low influence.

### *Report Out*

#### **Committee Group 1**

- Focused on youth engagement.
- Recommendations
  - Have information provided on website, video, etc. translated into appropriate languages (Russian, Vietnamese, Spanish, etc.) and/or consider in-language focus groups
  - Make engagement activities fun and use technology, for example:
    - Snapchat – bike filter
    - Instagram contest
    - Phys Ed Chat on Twitter (PE Teachers)
    - Questionnaire via text/mobile phone.
  - Present at East PDX Action Plan
  - Focus groups with kids
- Organizations to reach out to:
  - National Interscholastic Cycling Association (NICA), high school competitive cycling
  - Schools, aftercare, YMCAs
  - High school athletic departments and PE teachers
  - Safe Routes to School
  - Vive NW

- Latina Cycling Group
- Hacienda Community Development Corporation (CDC)
- Health organizations, insurance agencies, hospitals
- Bicycle Transportation Alliance (BTA)
- Community Cycling Center
- Bike Shops
- Sunday Parkways
- Diversity Outdoors
- The Intertwine Alliance
- Key messages:
  - Communicate the benefits: riding is a social activity, provides access to nature, promotes overall health
  - Highlight success stories where cycling has positively impacted communities.
  - Ask the question: “How do you want to play outside or be outside?”

### **Committee Group 2**

- Many of the planned activities may not reach underserved/underrepresented groups.
- Recommendations:
  - Reach out through intermediaries.
  - In-person communication versus online.
- Stakeholder intermediaries to reach out to:
  - Community leaders engaging members of target audiences.
  - Schools and neighborhood associations within target areas.
- Key messages:
  - When communicating with underserved communities, ask “what do you need?” Present mountain biking as an option, but make sure to collect concerns/input.
  - Be forthright in explaining benefits and potential drawbacks.
  - Clearly communicate the intent of the process – to develop a framework for mountain biking in the city.

### **Committee Group 3**

- Focused on youth engagement and tactics.
- Recommendations:
  - Hire groups to host meeting with their constituencies. Specifically, hire youth groups to engage youth.
  - Following up with people who provide input is very important to maintain trust.
  - Collaborate with Metro for more lists of community organizations.
- Community events to attend:
  - County Comprehensive Plan outreach meetings
  - Sunday Parkways
  - Neighborhood Association meetings
- Organizations to reach out to:
  - Community Cycling Center
  - Verde
  - Hacienda CDC
  - Centro Cultural
  - Native American Youth and Family Center (NAYA)
  - Asian Pacific American Network of Oregon (APANO)

- African American Outdoor Association (AAOA)
- Audubon Society of Portland, Eastside Conservation Education
- Handcycling group – Madison High School
- Street Roots
- SEI and Boys and Girls Club
- Immigrant & Refugee Community Organization (IRCO)
- Center for Intercultural Organizing
- Sista Sistah
- Environmental Professionals of Color (EPOC)
- Organizing People / Activating Leaders (OPAL)
- Portland State University bike program
- The Intertwine Alliance
- Key messages:
  - Communicate that there are two phases in the planning process. Current phase is to get input on needs, desires and concerns – and then next steps are to check in and review initial designs and recommendations.

### **Agency Representatives Group 1**

- Recommendations:
  - All outreach activities need to go where the low-influence groups already meet (i.e. congregations, community gardens).
  - All outreach activities to low-influence groups should include leadership from the target group and the leadership should be educated, trained and compensated.
  - Any communication materials should be graphic-centered; avoid jargon since off-road cycling typology is unfamiliar and complex.
  - Graphics should depict a broad cross-section of society and cycling typologies.
  - Outreach for low influence groups should include food, childcare and translation/interpretation services.
- Potential community liaisons:
  - Groundwork Portland
  - Wisdom of the Elders
  - Community Engagement Liaisons (CELs)
- Key messages:
  - Biking is fun, healthy, a way to see nature, a great way to spend time with your friends.
  - Consider different nouns for participant; for example, “biker” may be more relatable than “cyclist.”
  - Ask if this type of facility were near to you, would you use it? And if not, why not.

### **Agency Representatives Group 2**

- Focused on youth engagement.
- Recommendations:
  - Talk to youth at pump tracks and solicit feedback (Ventura Park and New Columbia – both underserved neighborhoods); have the tracks had positive or negative effects?
  - Find a youth spokesperson that can help share the message of the projects.
  - Focus on capacity building; provide stipends for youth and CELs.
    - A recent success was working with ABC Club in Cully neighborhood; they were trained and compensated for their work and were excited to do it again.

- Groups to reach out through:
  - Multnomah Youth Commission
  - OPAL – Youth Empowerment Group
  - Summer camps, racing venues

## Public Comment

Marcy Houle, author of *One City's Wilderness*, said she hoped the plan would not include any recommendations that would go against zoning codes. Kristen replied that the screening process would remove options that were unviable.

## Next Steps

Michelle told the committee the project team would revise the questionnaire based on feedback during the meeting and then email it out to the committee for review. Also, she said the first outreach activity would be at the East Portland Sunday Parkways on May 15. She said the project was co-locating their booth with the Lumberyard, which would be a draw for crowds.

Adrienne invited the committee to provide more outreach ideas and event opportunities to the project team via email.

A committee member requested that the project team let the committee know about a week before outreach activities so that committee members could attend.

A committee member asked for a timeline for outreach efforts. Michelle said that outreach would be an evolving process but the project team would send out a schedule as it became clear.

Adrienne said the next meeting would be May 26 and the focus would be on the Best Practices report and Impacts Assessment. She said these documents would be sent to the committee well in advance of the meeting to give them time for review.

The meeting was adjourned.

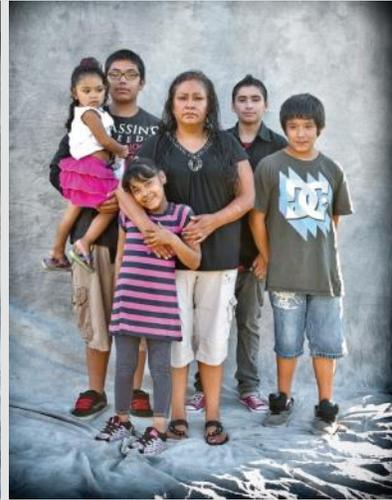
# Equity Overview

Portland Off-road Cycling Master Plan Advisory  
Committee

April 28, 2016

Desiree Williams-Rajee

Equity Specialist, Bureau of Planning and Sustainability



How will  
Portland  
change over  
the next 25  
years?



## What does equity mean?

- *Equity is when all individuals have access to the opportunities necessary to satisfy their essential needs, advance their well-being and achieve their full potential. We have a shared fate as individuals within a community and communities within society. All communities need the ability to shape their own present and future. Equity is both the means to healthy communities and an end that benefits us all.*
- ~Portland Plan 2012

# Equity: A citywide initiative



Equity Framework



Office of Equity and Human Rights



Comprehensive Plan



## EQUITY GUIDING PRINCIPLE

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

Intentionally engage under-served and under-represented populations in decisions that affect them. Specifically recognize, address and prevent repetition of the injustices suffered by communities of color throughout Portland's history.

# How will this be implemented?

- Invest to reduce disparities
- Make infrastructure decisions that advance equity
- Include under-served and under-represented populations in decisions that affect them.
- Address displacement of residents
- Provide for ongoing affordability
- Create regulations that acknowledge that one size does not fit all.



# Equity Lens



- **Process Equity:** Is the decision process inclusive, fair and open? Does it consider how different impacted communities can influence process?
- **Distributional Equity:** Is there fair and just distribution of benefits and burdens to all residents in the community?
- **Intergenerational Equity:** How does local history impact the current context? Do the decisions and actions today break the cycle of disparities so there is equity for future generations?

# Group Exercise



**People:** Who are stakeholders in this process? How are different stakeholders situated differently? Why?

**Power:** What does impact and influence look like for this process? How do we define those? Is there a geographic aspect?

**Process:** Do the proposed strategies engage these groups? Are we meaningfully including those that are impacted?

## Ongoing considerations

- What else might be considered to include the historic experience and future demographic shift of communities of color?
- How will equitable opportunity be created for low-income families?

# PHASE 1 OUTREACH Objectives

- Hear from community:
  - Input on community needs, priorities, concerns
  - Input on desires and preferences
- Provide project information:
  - Project overview
  - Vision and desired outcomes
  - Current places to ride off-road
  - Variety of off-road cycling experiences
- Ensure information is accessible to diverse audiences

# TIERED APPROACH

- **Information (1-2 minutes)**  
e.g. Talk to staff at community events
- **Consultation (5-10 minutes)**  
e.g. Talk to staff + fill in questionnaire
- **Involvement (10 minutes or more)**  
e.g. Talk to staff or engage through community partners + fill in questionnaire or participate in “online open house”;  
Attend a focus group

# PEOPLE

Who are stakeholders in this process?

How are different stakeholders situated differently? Why?

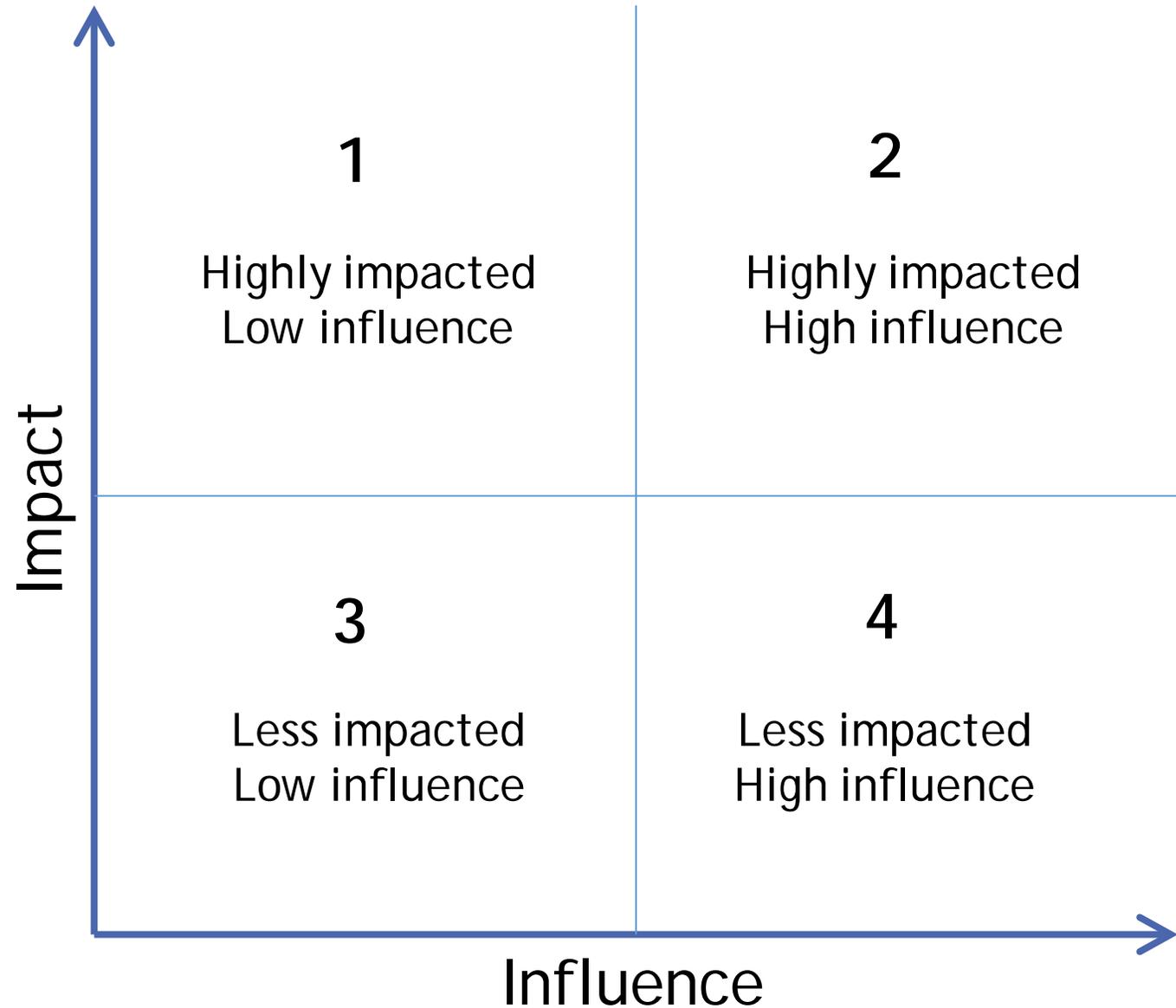
- The general public, particularly park users
- Communities of color and organizations
- Youth and youth-focused organizations
- Portlanders with disabilities and organizations
- Trail organizations and user groups
- Cyclists and cycling organizations
- Park neighbors and friends groups
- Bike shops and tourism organizations
- Watershed and environmental organizations
- Health organizations
- City bureaus and other public agencies
- Elected officials and advisory boards and commissions

# POWER

What does impact and influence mean for this process?

Who is impacted?  
Who has influence?

Is there a geographic aspect?



## PROCESS

Do the proposed strategies engage these groups?

Are we meaningfully including those that are impacted?

- Project Advisory Committee
- Mobile open houses & community events
- Virtual open house & website
- Questionnaire
- Online mapping tool
- Community- and youth-specific focus groups
- Video
- Social media
- Engagement with City bureaus

## **COMMUNITY ENGAGEMENT STRATEGIES**

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**PEOPLE:** Who are stakeholders in this process? How are different stakeholders situated differently? Why?

**POWER:** What does impact and influence mean for this process? Who is impacted? Who has influence? Is there a geographic aspect?

**PROCESS:** Do the proposed strategies engage these groups? If not, how could they be refined?

Are we meaningfully including those that are impacted? If not, how could we do this?

What should the key messages be?