



PORTLAND OFF-ROAD CYCLING MASTER PLAN

DISCUSSION DRAFT

October 17, 2017

This draft may contain placeholders for photos and graphics.

Acknowledgments

The Bureau of Planning and Sustainability would like to acknowledge and thank the Project Advisory Committee and the many residents, organizations, businesses, and public stakeholder groups who contributed to this Master Plan.

Bureau of Planning and Sustainability

Michelle Kunec-North, Project Manager
Tom Armstrong
Brandie Dieterle DeLaHoz
Lori Grant

Project Advisory Committee Members

Punneh Abdolhossieni	Adnan Kadir	Nastassja Pace
Kelsey Cardwell	Carrie Leonard	Bob Sallinger
Erin Chipps	Torrey Lindbo	Evan Smith
Matthew Erdman	Kelly McBride	Michael Whitesel
Jocelyn Gaudi	Renee Meyers	
Mike Houck	Jim Owens	

Agency Representatives and Resource Members

The following agency staff provided information, technical advice, and assistance to the project. Those noted with an asterisk (*) also served as resource staff for the Project Advisory Committee.

Portland Parks & Recreation	Maya Agarwal*, Andre Ashley, Lynn Barlow, Lucy Cohen*, Astrid Dragoy (former), Rachel Felice, Brett Horner, Kendra Peterson-Morgan, Emily Roth, Allan Schmidt, Ross Swanson, Jill Van Winkle, Ramiro Villalvazo
Portland Bureau of Environmental Services	Shannah Anderson*, Jane Bacchieri, Jennifer Devlin*, Mark Ross,
Portland Bureau of Transportation	Margi Bradway, Roger Gellar, Zan Gibbs, Christine Leon, Michelle Marx, Abra McNair*
Portland Water Bureau	Mike Saling
Metro	Dan Moeller, Robert Spurlock*

Consultants

Kristen Lohse, Toole Design Group
Adrian Witte, Toole Design Group
Rob Burchfield, Toole Design Group
Sara Schooley, Toole Design Group
Adrienne DeDona, JLA Public Involvement
Nat Lopes, Hilride Progression Development Group
Tim Brooks, Winterbrook Planning

Contents

EXECUTIVE SUMMARY	1
SECTION 1. PURPOSE AND PROCESS	2
SECTION 2. INCORPORATING EQUITY	6
SECTION 3. OFF-ROAD CYCLING IN CONTEXT	10
What is off-road cycling?.....	10
Local Context.....	12
Regional Context.....	17
National Context.....	19
SECTION 4. PLANNING AN OFF-ROAD CYCLING SYSTEM.....	23
Physical Setting.....	24
Off-road Cycling Disciplines and Styles.....	25
User Characteristics.....	30
Facility Types	34
User Experience	42
Service Area.....	47
SECTION 5. CREATING A SUSTAINABLE SYSTEM.....	48
SECTION 6. SYSTEM PLAN	51
Natural surface trails	57
Bike Parks.....	79
Urban Off-road Cycling Trail Corridors.....	88
Ride-to-Ride Routes	90
Accessibility	97
SECTION 7. DESIGNING WITH NATURE	99
Soil and Water Resources	101
Vegetation	103
Wildlife and Habitat	104
SECTION 8. DEVELOPING A SUCCESSFUL SYSTEM.....	105
Planning, Design and Construction.....	105
Signage, Education & Programming.....	109
Maintenance	111
Stewardship, Management and Enforcement	113
Funding.....	116
SECTION 9. CONCLUSION.....	121
Glossary	122
Appendices.....	122

EXECUTIVE SUMMARY

Pending

SECTION 1. PURPOSE AND PROCESS

Purpose

This Off-road Cycling Master Plan provides the City of Portland with a foundation in local off-road cycling needs and desired experiences, as well as current best management practices for planning, designing, building, and managing successful off-road cycling facilities. It presents a citywide roadmap for developing a connected, citywide system of trails and bicycle parks. This plan is intended to guide the City's investment in off-road cycling facilities over the next 15-20 years.

Ideally, this plan will also serve as a tool for:

- community members interested in the construction and stewardship of natural surface trails and bicycle parks.
- future discussions of the city's recreation and active transportation network generally.
- securing funding for facility construction and management.

This Off-road Cycling Master Plan is conceptual. It does not change or create any City regulations or 'greenlight' any recommended projects. Future projects will require site-specific planning and community engagement, more detailed site analysis and design, environmental reviews, and funding for planning, construction and long-term operations and maintenance.

History

The City of Portland previously undertook several site-specific planning efforts that considered off-road cycling use on public properties, most recently as part of the Riverview Natural Area Management Plan. As a result of these processes, the City recognized the existing and growing need for additional off-road cycling experiences within the City, as a natural complement to the City's other active transportation and recreation systems and plans, including PBOT's Bicycle Plan for 2030 and PP&R's efforts to create a connected system of natural areas, parks and trails.

At the same time, City agencies recognized that City lacked a foundational understanding of off-road experiences, community needs, and potential impacts to human health, the natural environment, and the city's economy. This Plan aims to better understand the potential for Portland to meet the off-road cycling needs of its residents through a connected system of off-road cycling trails and bike parks.

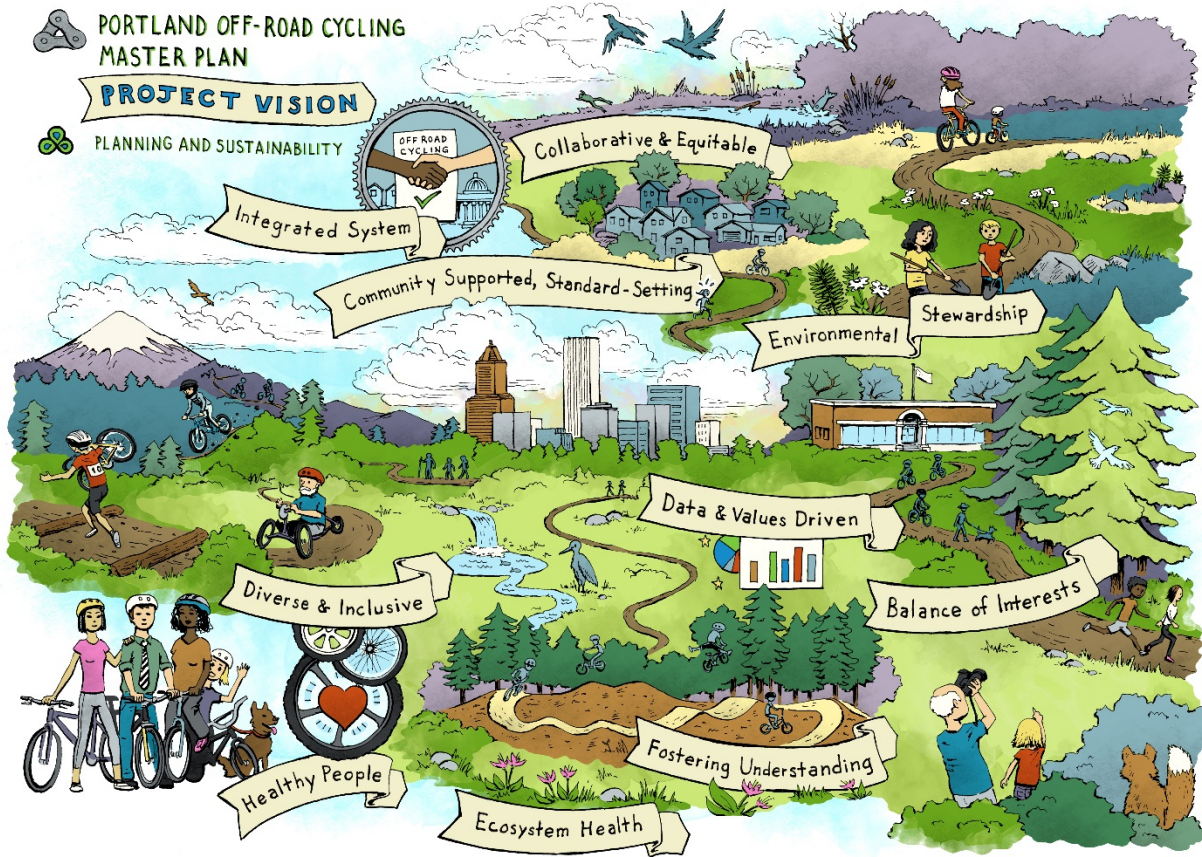
Planning comprehensively to guide future investment

The project was undertaken by the Bureau of Planning and Sustainability, with its partner agencies Portland Parks & Recreation, the Bureau of Environmental Services, the Portland Bureau of Transportation, and the Portland Water Bureau. It reflects a comprehensive approach – in terms of the geography of the plan, the type of needs considered, collaboration among bureaus, and consideration of the City's overarching policy context. The plan provides a comprehensive strategy for the development and management of off-road cycling trails and facilities across the city, as well as citywide policy guidance for implementing the plan.

The overall system plan works to connect off-road cycling trails and facilities to each other to create more varied riding options for all Portlanders. It identifies ways to make it easy for people to access

off-road trails and facilities using the city’s paved bicycle network and transit. It also considers ways to leverage investments in trails and facilities to achieve multiple community goals, such as increasing overall recreational opportunities and access to nature, restoring natural resources and wildlife habitat, enabling more active transportation, and managing stormwater.

Project Vision



Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.
City of Portland, Oregon
Charlie Bates, Mayor • Susan Anderson, Director



PORTLAND
PARKS & RECREATION
Healthy Parks, Healthy Portland



PBOT
PORTLAND BUREAU OF TRANSPORTATION



Metro

Desired Outcomes

The Portland Off-road Cycling Master Plan Project Advisory Committee, a group of community members convened by the Bureau of Planning & Sustainability, developed the following desired outcomes to guide the planning process:

The Portland Off-Road Cycling Master Plan...

1. Is built on an inclusive, constructive, and transparent planning process that:

- fosters an open, honest, and productive conversation that is easy and fun to participate in and that builds trust in City planning efforts,
- is inclusive, engages historically under-represented groups, and brings people with different perspectives and experiences together,

- engages kids and families,
 - is coordinated across City Bureaus and leadership, and
 - looks to other cities for best practices and tools to create a reasoned and sustainable approach to planning, designing and managing off-road cycling trails and facilities.
- 2. Lays a foundation for how off-road cycling is understood, discussed and planned for in Portland.** The Plan establishes the role of the City and its public spaces in meeting off-road cycling needs and provides a comprehensive framework for successfully meeting community needs. The Plan defines off-road cycling and develops a baseline understanding of who is, or would like to, ride off-road in the city now and in the future.
 - 3. Blends visionary goals with a practical and realistic approach.** The plan is realistic, feasible, and works within the context of community needs and values, City goals, Portland's urban environment and landscape, and regulatory constraints. But, it is also visionary, ambitious, and strives to make Portland a national example for incorporating off-road cycling into healthy communities. The Plan thinks creatively about all opportunities across the City, and within the region. To realize long-term success, the Plan sets a clear course for implementation by addressing funding, design, development, and management.
 - 4. Designs with nature, by enhancing nature in the city and avoiding, limiting then mitigating adverse impacts on wildlife and natural resources, including fish and wildlife habitat and water resources.** The Plan incorporates the City's watershed health goals and reflects best practices in sustainable off-road cycling systems in its policy guidance, siting criteria, design, and management strategies.
 - 5. Promotes the health, safety and enjoyment of trail and park users, including people of all ages and abilities who walk, hike, ride bicycles, and otherwise enjoy the outdoors.** The Plan carefully considers the needs of diverse users of Portland's parks, employs siting and design best practices encourage mutual safety, and establishes a trail and facility system that extends quality recreational opportunities.
 - 6. Identifies a variety of trails and facilities that accommodate different ages, abilities, and riding experiences to meet community needs, while establishing where these facilities are most appropriate.** The Plan envisions opportunities to expand access to recreation and nature across the city, especially for children, people of color and underserved communities. It proposes a bicycle- or transit- accessible system of off-road cycling trails and facilities for recreation and transportation across the city.
 - 7. Builds community ownership and partnerships for the stewardship of Portland's parks, natural areas and other public properties.** The Plan establishes a role for community groups, park users and volunteers – and recognizes their potential contribution – in building, managing and sustaining an off-road cycling system.
 - 8. Plans for responsible design and management of off-road cycling trails and facilities to cost-effectively meet community needs.** In addition, the Plan acknowledges and leverages the potential economic benefits of off-road cycling and of a comprehensive park, trail and recreation system.

Public Process

The project team made a concerted effort to seek out a variety of voices through a variety of engagement formats. Engagement methods were varied in settings, locations across the City, formats, and accessibility in terms of format and language. Methods included meetings at BPS, meetings in the community, large project-specific events, information tables at other community events, multiple web-based input formats, and smaller meetings with targeted audiences and one-on-one listening sessions. Below is a list of outreach methods between 2015 and 2017:

Ongoing

- Regular input from City Bureaus
- A Project Advisory Committee
- Public comment during Project Advisory Committee Meetings
- Comments submitted online and via email
- Project website, to which all project materials were posted

2015

- Stakeholder interviews conducted before the Project Advisory Committee was formed

2016

- A community needs questionnaire, soliciting input online
- An intercept survey conducted at Sunday Parkways and various other summer events, along with other project information
- On-the-ground outreach to underserved audiences conducted by the Community Cycling Center

2017

- Virtual open houses, which featured an on-line map soliciting input on candidate sites
- An on-line questionnaire specifically about off-road cycling opportunities in Forest Park
- Two community events, featuring project information, commenting opportunities, and interactive experiences.
- Seven public open houses, held in various locations across the City
- A second round of on-the-ground outreach conducted by the Community Cycling Center
- A partnership with Community Engagement Liaisons to solicit input from underserved audiences
- Multiple one-on-one listening sessions

Figure 1. Planning and Community Engagement Process

(insert)