



Parks & Recreation Advisory Committee Meeting Agenda

ASHLAND PARKS & RECREATION ADVISORY COMMITTEE TRAILS ADVISORY COMMITTEE MEETING AGENDA

Tuesday, July 15, 2025

Lithia Park Cabin 340 S Pioneer Street - 4:30 PM

To attend the meeting or to provide public input, see participation instructions.

I. CALL TO ORDER

II. ROLL CALL

III. APPROVAL OF MINUTES

1. Trails Advisory Committee Meeting Minutes April 14, 2025

IV. ADDITIONS OR DELETIONS TO THE AGENDA

V. PUBLIC FORUM

VI. BUSINESS

1. Trail Policy
2. Trail Procedure
3. Bandersnatch Trail Name Consolidation
4. PROS Plan Level of Service
5. Trail Project
6. Bylaws

VII. UPCOMING MEETING DATES

1. October 14, 2025 Lithia Cabin, 4:30 PM

VIII. ADJOURNMENT

If you need special assistance to participate in this meeting, please contact Nancy Mero at parksinfo@ashlandoregon.gov or 541.552.2256 (TTY phone number 1.800.735.2900). Notification at least three business days before the meeting will enable the City to make reasonable arrangements to ensure accessibility to the meeting in compliance with the Americans with Disabilities Act.

Participation Instructions

This meeting will be held in-person at the Lithia Park Cabin, 340 S Pioneer Street. Those who wish to provide oral testimony must attend the meeting.

Written testimony will be accepted via email sent to nancy.mero@ashland.or.us. Please include “**Public Testimony**” in the subject line. Written testimony submitted the day before the meeting by 11:00 AM will be made available to the committee members before the meeting. All testimony will be included in the meeting minutes.

TRAILS ADVISORY COMMITTEE MEETING MINUTES

April 14, 2025

Lithia Park Cabin, 340 S Pioneer Street 5:00 PM

Committee Members Present: Hansen, Seffinger, Cott, Heycke, Kuwabara, Bender, Braught

Liaisons: Councilor Hansen, Commissioner Adams

Staff Present: Director Houston, Parks Superintendent Caldwell, Executive Assistant Mero

Absent: None

- I. **CALL TO ORDER** – Director Houston called the meeting to order at 5:00 PM
- II. **ROLL CALL** – Roll call taken, all seven TAC members and two Liaisons present
- III. **APPROVAL OF MINUTES** – None
- IV. **ADDITIONS OR DELETIONS TO THE AGENDA**
 - Seffinger suggested making introductions. Introductions were made.
- V. **PUBLIC FORUM** – None
- VI. **CONSENT AGENDA** – None
- VII. **BUSINESS**

1. Trails Advisory Committee Member Onboarding – Director Houston

SITUATION – Onboarding new members is paramount to a functional advisory committee. The documents in the links below will be reviewed.

DISCUSSION QUESTIONS OR SUGGESTED NEXT STEPS – TAC members are asked to read the City of Ashland Committee and Commission Handbook. Committee members will also need to read the five City of Ashland policies linked below, sign the Acknowledgement of Receipt document, and return it to Parks staff.

There are also two required trainings:

- Oregon Government Ethics Commission Ethics Law Training
- Public Meeting Law

POLICIES, PLANS & GOALS SUPPORTED – Consistent with state statutes and city ordinances.

FINANCIAL CONSIDERATIONS – N/A

[City of Ashland Committee and Commission Handbook](#)

[Electronic Media and Technology Usage Policy](#)

[Workplace Fairness Act Policy](#)

[Workplace Violence Prevention Policy](#)

[Ashland Social Media Policy](#)

[Acknowledgement of Receipt](#)

[Oregon Government Ethics Commission : Training : Training : State of Oregon](#)

- Houston reviewed the Park Commission's charge for the TAC:

Advise on the Department's trail system:

- Review new trail proposals and the process for reviewing proposals
- Work with staff on the PROS Plan trail related items
- Review trail program items, as requested by staff

Questions/Discussion:

- What constitutes a quorum? A majority of voting members.
- When passing a motion, does quorum mean a majority of members present at the meeting, or a majority of the total number of members? Some disagreement on the correct answer. Will require confirmation with the City Recorder/consulting Public Meeting Law regulations.
- Discussion on the process of amending the Trails Master Plan to add new trails.

2. Election of Chair/Vice Chair – Director Houston

SITUATION – The Park Commission advisory committees elect officers at the first business meeting of the calendar year. Members of the Trails Advisory Committee (TAC) will nominate individuals for the positions of Chair and Vice Chair. As this is the first meeting of the newly formed TAC, the Parks Director will conduct a vote for each position. The chair elect will preside over the next regular meeting of the TAC.

DISCUSSION QUESTIONS OR SUGGESTED NEXT STEPS – Nominations will be needed for the two positions. Staff recommends selecting the chair and then the vice chair.

POLICIES, PLANS & GOALS SUPPORTED – N/A

FINANCIAL CONSIDERATIONS – N/A

- Heycke nominated Cott for Chair of the TAC. All ayes.
- Cott nominated Hansen for Vice Chair of the TAC. All ayes.

3. Trails Advisory Committee Bylaws

Ashland Park Commission

Trails Advisory Committee **Bylaws**

Overview

The Ashland Park Commission (Commission) established the Trails Advisory Committee on September 11, 2024.

ARTICLE I. NAME OF ORGANIZATION

The name of this committee shall be the Trails Advisory Committee (TAC).

ARTICLE II. PURPOSE

The purpose of the TAC is to make recommendations to the Commission on matters related to trails and to coordinate with the Parks Superintendent and Department Director on matters related to the general operations and maintenance, development, and diversity, equity, and inclusion practices related to trail use.

ARTICLE III. MEMBERSHIP

The TAC membership shall be composed of up to seven (7) voting members, as follows:

- (2) Cycling User Group Representative
- (2) Hiking User Group Representative
- (1) Accessibility (ADA) Representative
- (2) At-Large Members

The TAC shall have non-voting Ex Officio members representing:

- Park Commission
- Ashland City Council
- Forest Lands Ad Hoc Committee

TAC members are appointed by the Commission chairperson with recommendations coming from the TAC. The term of each program participant and community partner member will be four (4) years, with no member serving more than two (2) consecutive terms. If a position is vacated mid-term, the Commission chairperson will appoint a member for the unexpired term of that position; if there is less than one year remaining in a vacated term, the new member's term will be for the remainder plus three years.

Ex-Officio members are appointed by their respective governing bodies and do not have term limits.

[See Addendum A for initial TAC members and terms.](#)

[Members are expected to attend and actively participate in meetings and working groups. Members shall notify the TAC chair and staff in advance about any planned absences, to ensure a quorum will be present for meetings. A member who misses more than two \(2\) consecutive meetings, or more than three \(3\) meetings in twelve \(12\) months, may be released from their term so that someone with more availability may participate.](#)

ARTICLE IV. MEETINGS OF MEMBERS

TAC shall meet every other month or as needed decided by a simple majority of committee members. Notwithstanding the need for an urgent meeting, notice of each meeting shall be given to each voting member not less than one (1) week prior to the meeting.

A quorum for a meeting of the TAC shall consist of at least four (4) members. All issues to be voted on shall be decided by a simple majority of those present at the meeting in which the vote takes place. There shall be no voting by proxy and no voting by electronic methods by members who are absent from a meeting.

All TAC meetings and communications will comply with the Oregon Public Meetings Law (ORS 192.610 to 192.690).

ARTICLE VI. OFFICERS

Each year, TAC will accept nominations and elect a chairperson and vice-chairperson by simple majority vote of members present at a meeting. Elections will be held at the first meeting of each fiscal year.

ARTICLE V. SUBCOMMITTEES

The TAC chair shall have the authority to create working groups of members equaling less than a quorum of the committee to focus on specific assignments. All working groups, or subcommittees, shall report their findings to TAC in a public meeting.

ARTICLE VII. STAFF

The Parks Superintendent and/or Department Director, or designated representative, will attend and assist in the planning, advertising, and management of TAC meetings.

ARTICLE VIII. CONFLICT OF INTEREST

TAC shall abide by the precepts of the City and State of Oregon conflict of interest policy/statutes.

ARTICLE IX. MINUTES

TAC (or a staff liaison) shall keep minutes of the proceedings of committee meetings. These minutes shall be made available to the public as per City of Ashland policies and procedures.

ARTICLE X. YEARLY REPORT

With the assistance of the Parks Director (or designee), TAC shall present a yearly report at a regular public meeting of the Commission.

ARTICLE XI. DISSOLUTION

By motion of the Commission, TAC may be dissolved or merged with another similar organization conducting substantially the same activities.

ARTICLE XII. AMENDMENTS

TAC may recommend amendments to these Bylaws by a simple majority vote at any meeting. Written notice setting forth the proposed amendment or summary of the changes to be affected thereby shall be given to each committee member within the time and the manner provided for the giving of notice of meetings. Amendments must be approved by the Commission.

ADOPTION OF BYLAWS

Adopted and approved by the Ashland Park Commission on [insert approval date] as the Bylaws of this committee.

Jim Bachman, Park Commission Chair

ATTEST: Rocky Houston, APRD Director



Ashland Parks and Recreation Commission

Trails Advisory Committee

Bylaws Addendum A: Initial Appointments and Terms

Position	Name	Representing	Date appointed	Current Term Expires
1.		ADA Representative		
2.		Hiking Representative		
3.		Cycling Representative		
4.		At-Large		
5.		At-Large		
Ex-Officio		APRC Commissioner		
Ex-Officio		City Councilor		
Ex-Officio		Forest Lands Ad Hoc Committee		

Questions/Discussion:

- Cott suggested TAC members review the draft TAC bylaws to bring back to the next meeting for deliberation/approval.

4. Bandersnatch Re-route with Ashland Woodland Trails Association (AWTA) – Heycke

- As chair of the AWTA, Heycke gave some history on the Bandersnatch re-route. Originally the private land holder (Palen) was unwilling to sell the property the re-route needed to cross. Ultimately it was purchased by the City. The re-route was previously approved and vetted by the Forestlands MAC and the City's Fire Department (Forestry division).
- The AWTA wanted to bring the re-route before the previous iteration of the trails advisory committee (ATAC) before proceeding with the work, but then ATAC was halted.
- AWTA is ready to execute the trail re-route. There is some urgency as the work will become more difficult as the land/dirt dries out.

- Houston stated that he could decide to allow the re-route to be brought before the Park Commission for their approval.

Motion: This Committee has discussed and has no issues with bringing the previously approved trail proposal to the Park Commission.

Motion: Cott

Second: Hansen

Vote:

Hansen	Yes	Brought	Yes	Seffinger	Yes
Bender	Yes	Kuwabara	Yes	Heycke	Yes
Cott	Yes				

VIII. **ITEMS FROM COMMITTEE MEMBERS/STAFF** – None

IX. **UPCOMING MEETING DATES** – To be determined through a Google Doodle Poll.
Meetings will be quarterly with the flexibility to call for extra meetings as needed.

X. **ADJOURNMENT** – Cott adjourned the meeting at 6:29 PM

Respectfully submitted by Nancy A. Mero, Executive Assistant



Council Business Meeting

Date: July 15, 2025

Agenda Item	Trail Policy
Department	Parks & Recreation
From	

TIME ESTIMATE

CATEGORY

Ordinance/Resolution - a motion is needed to adopt the ORD. or RESO.

SUMMARY

POLICIES, PLANS & GOALS SUPPORTED

BACKGROUND AND ADDITIONAL INFORMATION

FISCAL IMPACTS

SUGGESTED ACTIONS, MOTIONS, AND/OR OPTIONS

REFERENCES & ATTACHMENTS

1. VI1. Trail Policy
2. Trail Policy 1.03.001 draft
3. Trail Management Fundamentals
4. APRD Trail Management Class Matrix



TRAILS ADVISORY COMMITTEE MEETING

AGENDA BRIEF

July 15, 2025

Agenda Item	VII. Trail Policy	
Presenter	Rocky Houston	Parks Director
Item Type	Action ☒ Information ☐	

SITUATION

The Parks and Recreation Department (Department) currently does not have a policy on trail planning and development. There appears to be a body of work (practices) the Department has historically used to manage the trail system.

ASSESSMENT

Staff has reviewed trail management practices for other local, state, and federal land managers. In reviewing past practices and these documents, a trail fundamentals document and corresponding trail planning and development policy have been drafted for review by TAC.

Key trail management items to address are the management of the user experience, trail standards (development and maintenance), and planning tools for trails. The policy outlines the core elements to meet these trail management needs. A matrix has been established to provide a consolidated overview of the trail management key elements.

The goal is to provide direction to determine what our trail needs are, how to prioritize the development and maintenance of trails, how to ensure the user experience is consistent and predictable on our trail system, and how to ensure our trail system is aligned with the Department's strategic direction, community needs, and Department resources.

DISCUSSION QUESTIONS OR SUGGESTED NEXT STEPS

- Are there key elements that the policy is not addressing?
- Does TAC want to form a sub-committee to review and propose changes to staff?
- Would TAC like to recommend this policy to the Park Commission now or at the next TAC meeting?

POLICIES, PLANS & GOALS SUPPORTED

Policy 1.01.001 – Policy Framework

Parks, Recreation, Open space and Seniors Strategic Plan (PROS)

FINANCIAL CONSIDERATIONS

The policy will impact Department planning and operational costs associated with managing trails. The Department's capital and operations budgets will be managed via current limitations.

ATTACHMENTS

Policy 1.03.001 – Trail Planning & Development (draft)

Trail Fundamentals

Trail Class Matrix

PREPARED BY: Rocky Houston, Director



POLICY

POLICY:	1.03.001	EFFECTIVE:	
POLICY NAME:	Trail Planning & Development	CANCELS:	N/A
DIVISION(S):	All	NEXT REVIEW:	
KEY TERMS:	Trails, Trail planning, Trail management, Trail classification		
APPROVED:	_____ Name, PC Chair	_____ Name, City Attorney	

I. PURPOSE

- A. Define the reason for this policy.

This policy establishes the framework for trails for the Department. It will establish the trail fundamentals (trail type, trail class, managed use, designed use and trail experience) for the Department's trail system. The policy will also establish the planning requirements and process for new trails.

II. SCOPE

- A. This policy applies to the public, Park Commissioners, and Department staff.

III. REFERENCES

- A. Are there any state, local or federal laws that this policy requires or relates to? Does this policy support or promote compliance with any state, local or federal laws? Is this policy informed by any other county policies? Is this policy linked to other Department policies, procedures, or processes? All references should be hyperlinked.
- B. Format as Number: Name. Examples are shown below.
1. OAR 162.670: Oregon Administrative Rules or Oregon Revised Statutes may be cited at "OAR or ORS"
 2. [AMC 1.02.030: Code may be cited as "AMC"](#)



3. HR Policy No. 1.1: Authority and Revisions – City policy

IV. DEFINITIONS

- A. Trail Class: A category that prescribes the scale of development for a trail and that represents its intended design and management standards.
- B. Trail Type: A category that reflects the predominant surface of the trail.
- C. Natural Surface Trail: designed to use primarily native soil as the surface material.
- D. Hard Surface Trail: designed to use primarily compacted gravel, asphalt, or concrete as the surface material.

V. POLICY STATEMENT

A. Introduction

- 1. Trails are an important recreational use and facility managed by the Department. To ensure that the Department has a well-managed and diverse trail system this policy outlines key planning, development, and operational elements to guide the Department.
- 2. The Department uses a standard policy template that organizes the information in a consistent manner across all department policies.

B. Trail Management

1. Trail Types

- a. Types of trails
 - i. Natural Surface Trail
 - ii. Hard Surface Trail
- b. The following considerations will be used to establish the Trail Type for a trail or trail segment:
 - i. Assign only one Trail Type per trail or trail section.
 - ii. Assign a Trail Type using direction provided in the applicable park comprehensive plan and/or trail plan and provided through previous trail-specific decisions and other related direction.
 - iii. Ensure the Design Parameters required by the assigned trail-type are applied.
 - iv. Use the trail-type Design Parameters to identify management needs and associated management costs for a trail or trail segment.

2. Trail Class

- a. Types of trail classes
 - i. Trail Class 1 – Natural surface trail less than 18" wide
 - ii. Trail Class 2 – Natural surface trail up to 36"
 - iii. Trail Class 3 – Natural surface or compacted gravel trail 2 ft to 3 ft wide
 - iv. Trail Class 4 – Compacted gravel or paved trail 3 ft to 8 ft wide
 - v. Trail Class 5 – Paved or concrete trail 6 ft to 12 ft wide
- b. The following considerations will be used to establish the Trail Class for a trail or trail segment:
 - i. Identify only one Trail Class per trail or trail segment.



Better Together



- ii. Assign a Trail Class to a trail or trail segment using the management intent identified in the applicable park comprehensive plan and/or trail plan, or through previous trail-specific decisions and other related direction to an assigned Trail Class. May or may not reflect the current condition of the trail.
 - iii. Assess whether trail-specific conditions, topography, or other factors warrant considering deviations from any Trail Class descriptor, documenting the reasons for deviations and how such deviations remain consistent with the intent of the applicable Trail Class.
- 3. Managed Use
 - a. Types of managed use trails
 - i. ADA
 - ii. Hiker/Pedestrian
 - iii. Bicycle – Hard Surface
 - iv. Mountain Bike
 - v. Equestrian
 - vi. Maintenance Road
 - b. The following considerations will be used to establish the Managed Use for a trail or trail segment:
 - i. Identify all Managed Use appropriate to the trail or trail segment.
 - ii. Assign all Managed Uses that are appropriate to a trail or trail segment using the management intent identified in the applicable park comprehensive plan and/or trail plan, or through previous trail-specific decisions and other related direction. A trail or trail segment may have more than one Managed Use occurring and may allow numerous uses. When making this determination, consider all uses that occur during all seasons of use.
- 4. Designed Use
 - a. The following considerations will be used to establish the Designed Use for a trail or trail segment:
 - i. Identify only one designed use for each trail or trail segment.
 - ii. Determine the designed use for a trail or trail segment considering all managed use-types established for that trail (see discussion under managed use section).
 - iii. Identify the appropriate design parameters associated with the managed use established for a trail or trail segment.
 - iv. When more than one managed use has been identified for a trail, the designed use may be readily apparent. For example, on a trail with managed use of a hiking trail and a maintenance road, the managed use would be a maintenance road.
 - v. In other situations, the designed use may not be readily apparent. This is often the case when fewer differences exist between the applicable design parameters for each use-type than are found in the example above. For example, on a trail that is actively managed for hikers,



equestrians, and bicyclers, equestrians would define the designed use because equestrian use generally has the more restrictive design requirements.

- vi. Assess any essential or limiting physical geography and associated geometry for all the managed use established for the trail or trail segment. Use this assessment to determine whether trail-specific adjustments will be necessary to the applicable design parameters or technical specifications.

5. Trail Experience

a. Trail Setting

i. Landscape Character

- (1) Urban
- (2) Rural
- (3) Natural
- (4) Primitive

ii. Landscape Features

- (1) Forest
- (2) Mature Forest
- (3) Waterway
- (4) Scenic Waterway
- (5) Waterfalls
- (6) Beach
- (7) Oceanview
- (8) Desert
- (9) Rock Formations
- (10) Mountains
- (11) Canyons
- (12) Historic Resources
- (13) Orchards
- (14) Fields (crops)
- (15) Fields (grazing, livestock)

6. Recreational Experience

a. Significance

b. Use Level

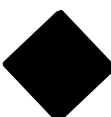
c. Recreational Value

d. Connectivity

7. Trail Difficulty

- a. A trail difficulty rating system will be used to rate each trail, see below:



	Accessible	Easy	Moderate	Difficult	Extremely Difficult
	ADA Logo	Green Circle	Blue Square	Black Diamond	Double Black Diamond
					
Trail Width	3 ft or more	3 ft or more	2 ft or more	18" or more	18" or more
Trail Surface	Hardened	Firm and stable	Mostly stable with some variability	Widely variable	Widely variable and unpredictable
Average Grade	Less than 5%	5% or less	10% or less	15% or less	20% or more
Maximum Grade	10%	15%	15% or greater	15% or greater	30% or more
Obstacles	None	Unavoidable obstacles 2" tall or less	Unavoidable obstacles 8" tall or less	Unavoidable obstacles 15" tall or less	Unavoidable obstacles 15" or greater

C. Trail Planning

1. The Department will plan for trails, using the following planning tools and/or processes
 - a. Parks, Recreation, Open space, and Seniors (PROS) strategic plan
 - i. PROS will be used to establish level of service for trails
 - ii. PROS can supplement the Trails Plan, as needed to meet the Department's level of service
 - (1) Identify additional areas/corridors or trail mileage by trail class or trail managed use
 - (2) Update trail goals or objectives found in Trails Plan to meet any change in trails level of service.
 - b. Trails Plan
 - i. Trails Plan will provide system plan for trails to be the overarching master plan for trails for the Department
 - c. Park Master Plan
 - i. Park master plans will provide site specific trail planning
 - d. Trail Development Plan
 - i. Trail development plans will be a stand-alone plan for a trail(s) for development or heavy restoration work.
 - e. Trail Management Plan
 - i. Trail management plans will be plans that inform the operation and maintenance of the trail system or a specific trail.



D. Trail Development

1. New trail proposals will be reviewed by the Trails Advisory Committee and the Forest Lands Management Advisory Committee before consideration by the Park Commission.
2. The level of service for trails and trail plans will be used to determine if a new trail can be constructed as proposed.
3. All new development will require a department operational resource analysis to assess the operation resources needed to maintain the new trail.
 - a. If an adopt-a-trail organization is completing the maintenance for the new trail an agreement to remove the trail if they terminate their adopt-a-trail agreement or staff resources will be considered.
4. Non-department development will only occur with an approved agreement that is project specific.



Trail Management Fundamentals

Trail Management Fundamentals provide the Ashland Parks and Recreation Department (Department) an integrated means to conduct effective and consistent trail planning and management activities. The Trail Management Fundamentals will aid in the identification of what will be needed and how much it will likely cost to manage a trail or trail segment for particular uses and/or seasons. The Trail Management Fundamentals will assist with identifying the need for trail system enhancements or closures. A trail or trail segment will be classified using the Five Trail Management Fundamentals, and consider the context provided by applicable land management plans, trail-specific decisions, and other related direction. Once a trail or trail segment has been classified, the Trail Management Fundamentals work in concert to establish which design parameters will be used to design, construct, and manage the trail.

The following five management categories form the cornerstone of the Trail Management Fundamentals:

- Trail Type
- Trail Class
- Managed Use
- Designed Use
- Trail Experience

The Trail Management Fundamentals will allow the Department to manage its trail assets in accordance with the identified level of service and operational objectives. The data will allow staff and management to:

- Identify types of trails in the system, by class, managed use, trail experience, etc.
- Prioritize trails in the trail system that are core with the mission
- Estimate costs for trail maintenance by trail class
- Develop a trail system maintenance strategy
- Assist in developing strategies to adapt to potential funding gaps
- Assist in developing trail system enhancement strategy and comprehensive park planning

Additional details on the five management categories within the Trail Management Fundamentals follow:



Trail Type

A category that reflects the predominant surface of the trail.

This management category is refined to two trail-types:

Natural Surface Trail: designed to use primarily native soil as the surface material.

Hard Surface Trail: designed to use primarily compacted gravel, asphalt or concrete as the surface material.

The following considerations will be used to establish the Trail Type for a trail or trail segment:

1. Assign only one Trail Type per trail or trail section.
2. Assign a Trail Type using direction provided in the applicable park comprehensive plan and/or trail plan and provided through previous trail-specific decisions and other related directions.
3. Ensure the Design Parameters required by the assigned trail-type are applied.
4. Use the trail-type Design Parameters to identify management needs and associated management costs for a trail or trail segment.



Trail Class

A category that prescribes the scale of development for a trail and that represents its intended design and management standards.

The Trail Class management category is defined by five classes organized along a continuum ranging from least developed to most:

Trail Class 1: Natural surface trail less than 18" wide

Trail Class 2: Natural surface trail up to 36" wide

Trail Class 3: Natural surface or compacted gravel trail 2 ft. to 3 ft. wide

Trail Class 4: Compacted gravel or paved trail 3 ft. to 8 ft. wide

Trail Class 5: Paved or concrete trail 6 ft. to 12 ft. wide

For the specifics on each Trail Class, refer to the following Ashland Parks and Recreation Department Trail Management Class Matrix (Table 1.) It is important to note that a direct relationship exists between the Trail Class and Managed Uses management categories, requiring one category to be determined in the context of the other. The description of Managed Uses is found on page 5 of this document.

The following considerations will be used to establish the Trail Class for a trail or trail segment:

1. Identify only one Trail Class per trail or trail segment.
2. Assign a Trail Class to a trail or trail segment using the management intent identified in the applicable park comprehensive plan and/or trail plan, or through previous trail-specific decisions and other related direction to an assigned Trail Class may or may not reflect the current condition of the trail.
3. Assess whether trail-specific conditions, topography, or other factors warrant considering deviations from any Trail Class descriptor, documenting the reasons for deviations and how such deviations remain consistent with the intent of the applicable Trail Class.



Trail Management Class Matrix

The trail management matrix provides an overview of each trail class in the OPRD Trail Management Fundamentals. The matrix provides general attributes for each trail class for the construction level, development level, trail setting and trail difficulty. This is to be used as a quick reference for staff to assist in trail management.

OPRD Trail Type	Natural Surface Trails		Hard Surfaced Trails		
	Trail Class 1	Trail Class 2	Trail Class 3	Trail Class 4	Trail Class 5
Alternative Description	Primitive	Nature	Neighborhood	Park / Local	Regional / Pathway
Trail Attributes	Minimally Developed	Moderately Developed	Developed	Highly Developed	Fully Developed
Tread & Traffic Flow	Tread - 6" to 18" Tread intermittent and often indistinct. May require route finding. Single lane, with no allowances constructed for passing. Predominantly native materials.	Tread - 18" to 36" Tread continuous and discernible, but narrow and rough. Single lane, with minor allowances constructed for passing. Typically native materials.	Tread - 24" to 48" Tread continuous and obvious. Single lane, with allowances constructed for passing where required by traffic volumes in places where there is no reasonable opportunity to pass. Native or imported materials. May be hardened.	Tread - 36" to 84" Tread wide and relatively smooth, with few irregularities. Single lane, with allowances constructed for passing where required by traffic volumes in places where there is no reasonable opportunity to pass. Double lane where traffic volumes are high and passing is frequent. Hardened.	Tread - 72" to 144" Tread wide, firm, stable, and generally uniform. Single lane, with frequent turnouts where traffic volumes are low to moderate. Double lane where traffic volumes are moderate to high. Commonly hardened with asphalt or other imported material.
Obstacles	Obstacles common, naturally occurring, often substantial, and intended to provide increased challenge. Narrow passages; brush, steep grades, rocks and logs present.	Obstacles may be common, substantial, and intended to provide increased challenge. Blockages cleared to define route and protect resources. Vegetation may encroach into trailway.	Obstacles may be common, but not substantial or intended to provide challenge. Vegetation cleared outside of trailway. Grades typically < 8%	Obstacles infrequent and insubstantial. Vegetation cleared outside of trailway. Grades typically < 8%	Obstacles not present Grades typically < 8%
Constructed Features & Trail Elements	Structures minimal to non-existent. Drainage typically provided without structures. Natural fords. Typically no bridges.	Structures of limited size, scale, and quantity; typically constructed of native materials. Structures adequate to protect trail infrastructure and resources. Natural fords. Bridges as needed for resource protection and appropriate access.	Structures may be common and substantial; constructed of imported or native materials. Natural or constructed fords. Bridges as needed for resource protection and appropriate access.	Structures frequent and substantial; typically constructed of imported materials. Constructed or natural fords. Bridges as needed for resource protection and user convenience. Trailside amenities may be present.	Structures frequent or continuous; typically constructed of imported materials. May include bridges, boardwalks, curbs, handrails, trailside amenities, and similar features.
Signs	Route identification signing limited to junctions. Route markers present when trail location is not evident. Regulatory and resource protection signing infrequent. Destination signing, unless required, generally not present. Information and interpretive signing generally not present.	Route identification signing limited to junctions. Route markers present when trail location is not evident. Regulatory and resource protection signing infrequent. Destination signing typically infrequent outside of wilderness; generally not present in wilderness areas. Information and interpretive signing uncommon.	Route identification signing at junctions and as needed for user reassurance. Route markers as needed for user reassurance. Regulatory and resource protection signing may be common. Destination signing likely outside of wilderness; generally not present in wilderness areas. Information and interpretive signs may be present outside of wilderness.	Route identification signing at junctions and as needed for user reassurance. Route markers as needed for user reassurance. Regulatory and resource protection signing common. Destination signing common outside of wilderness; generally not present in wilderness areas. Information and interpretive signs may be common outside wilderness areas. Accessibility information likely displayed at trailhead.	Route identification signing at junctions and for user reassurance. Route markers as needed for user reassurance. Regulatory and resource protection signing common. Destination signing common. Information and interpretive signs common. Accessibility information likely displayed at trailhead.
Trail Setting (Typical)	Landscape - Primitive, Natural Character - Forest, Waterways, Desert, Mountains, Rock Formations Recreational Experience - Often a Significant experience, as a minor trail with a high recreational value. Not always a high level of connectivity.	Landscape - Primitive, Natural, Rural Character - All Recreational Experience - Varied significance, often a minor trail, but could be a major trail, varied recreational value, and varied level of connectivity.	Landscape - Natural, Rural, Urban Character - All Recreational Experience - Varied significance, varied between major and minor trail, recreational value varied, moderate level of connectivity.	Landscape - Rural, Urban Character - All Recreational Experience - Varied significance, more often a major trail, recreational value varied, high level of connectivity.	Landscape - Rural, Urban Character - All Recreational Experience - Often a Significant experience, often a major trail, varied recreational trail, key connection trail usually.
Trail Difficulty (Typical)					



Managed Use

A category that identifies what mode(s) of use will be actively managed and appropriate on a trail.

The Managed Use management category is defined by six use-types:

- ADA
- Hiker / Pedestrian
- Bicycle – Hard Surface
- Mountain Bike
- Equestrian
- Maintenance Road

Managed Use reflects the agency's intent to accommodate a specific recreational use for the public, within the context of the established management intent for that park. A direct relationship exists between Managed Use and Trail Class. This relationship requires that one category always be considered in the context of the other when making management decisions. The need to consider both rises from the fact that not all Trail Classes are appropriate for all Managed Uses. As an example, a maintenance road (designed use) may be managed for hiking, bicycle and equestrian use, but the Managed Use would be established as "maintenance road." For guidance on the potential appropriateness of each Trail Class to each Managed Use, refer to agency-specific guidelines and reference material.

The following considerations will be used to establish the Managed Use for a trail or trail segment:

1. Identify all Managed Use appropriate to the trail or trail segment.
2. Assign all Managed Uses that are appropriate to a trail or trail segment using the management intent identified in the applicable park comprehensive plan and/or trail plan, or through previous trail-specific decisions and other related direction. A trail or trail segment may have more than one Managed Use occurring and may allow numerous uses. When making this determination, consider all uses that occur during all seasons of use.



Designed Use

A category that establishes the design parameters required to accommodate the established Managed Use of a trail or trail segment.

The designed use of a trail requires the most demanding design, construction, and maintenance parameters be used when planning for and managing trails. The managed use and trail class management categories work in conjunction with the designed use category. Together, the three management categories form the basis for determining which design parameters will apply to a trail or trail segment.

The following considerations will be used to establish the Designed Use for a trail or trail segment:

1. Identify only one designed use for each trail or trail segment.
2. Determine the designed use for a trail or trail segment considering all managed use use-types established for that trail (see discussion under managed use section).
3. Identify the appropriate design parameters associated with the managed use established for a trail or trail segment.
 - a. When more than one managed use has been identified for a trail, the designed use may be readily apparent. For example, on a trail with managed use a hiking trail and a maintenance road, the managed use would be a maintenance road.
 - b. In other situations, the designed use may not be readily apparent. This is often the case when fewer differences exist between the applicable design parameters for each use-type than is found in the example above. For example, on a trail that is actively managed for hikers, equestrians, and bicyclers, equestrians would define the designed use because equestrian use generally has the more restrictive design requirements.
4. Assess any essential or limiting physical geography and associated geometry for all the managed use established for the trail or trail segment. Use this assessment to determine whether trail-specific adjustments will be necessary to the applicable design parameters or technical specifications.



Trail Experience

A category that represents the culmination of the difficulty of the trail, the trail setting, and the recreational experience the trail provides.

The trail setting and recreational experience it provides are the drawing points of most trails. Identifying the trail experience allows the Department to market the trail experience to users and allows users to self-select the type of trail experience they are looking for. The Department has developed the Trail Experience management category to capture this information. The Trail Experience management category is defined by three experience-types:

- Trail Setting
- Recreational Experience
- Trail Difficulty

Additional discussion of these three experience-types follows.

Trail Setting

The Trail Setting represents the underlying attraction of the trail for a user, including the visual, auditory, tactile, and olfactory elements of the trail experience. The trail setting will be captured to allow for the Department to communicate the type of experience to the users. The Trail Setting experience-type includes two areas of consideration:

- Landscape Character
- Landscape Features

The Landscape Character for a trail is identified by using established Department planning Recreational Opportunity Setting (ROS) categories. One ROS will be identified for each trail or trail section. These ROS categories include:

- Urban
- Rural
- Natural
- Primitive



The Landscape Features capture those features that dominate the user experience. The Landscape Features will be identified for each trail or trail section. Multiple landscape features may be selected and include:

- | | |
|-------------------------------|----------------------|
| ▪ Forest | ▪ Mature Forest |
| ▪ Waterways | ▪ Scenic Waterways |
| ▪ Waterfalls | ▪ Beach |
| ▪ Ocean view | ▪ Desert |
| ▪ Rock Formations | ▪ Mountains |
| ▪ Canyons | ▪ Historic Resources |
| ▪ Orchards | ▪ Fields (crops) |
| ▪ Fields (grazing, livestock) | |



Recreational Experience

The recreational experience encompasses four elements that creates and/or enhances the trail experience, regardless of its setting or difficulty. A discussion of these four elements follows:

- **Significance:** A trail can provide a significant experience when it travels through a high value setting that is unique or that showcases Oregon's quintessential character. The trail may be a State or Nationally Designated trail.
 - Examples: An old growth forest versus a 30-year-old Douglas fir commercial stand, or a trail in a valley near a small creek versus a trail along a scenic waterway with diverse flora and fauna.
- **Use Level:** A trail experience is influenced by level of use and includes two classifications:
 - Major trails – essential for recreation at the park.
 - Minor trails – not essential to the recreational experience due to length, use, etc.
- **Recreational Value:** A trail may have a lot of support from a user group or community and/or it provides a unique recreational experience not available locally or regionally.
 - Examples: A horse trail near town and open all year, or a purpose-built trail (mountain biking) that creates a draw as a destination trail or trail system.
- **Connectivity:** A trail may serve as a key connection within a park or to regional trail systems. A trail that provides regional connectivity becomes part of a larger recreational experience, thus creating a larger recreational experience.

Recreational Experience Summary Tool

To aid in providing a simple comprehensive overview of the trail's recreational experience that takes into account the four elements, a trail review matrix has been established. The recreational experience review matrix assists in identifying the key



trails in a park, district, region, and/or within the entire state park system. The ranking takes into account all elements associated with the recreational experience.

The review system is based on a three-tiered, weighted scale (See Table 3) that rates the trail on the four recreational experience categories (see above discussion). If any recreational experience category is identified as “Ideal”, then all of the other categories are secondary. However, if no category is scored “ideal”, then the average of the other categories is used to provide a single rank for the trail.

Category	Ideal	Good	Minimal
Significance	Trail setting is one of a kind or very rare within region.	Only a few examples within the region.	Fairly common within region. Many examples within regions. Nothing unique.
Use Level	Major trail in park. Trail system spine, system dependent on trail.	Major trail in park. Portion of trail system dependent on trail.	Minor trail in park. Trail system in park could function without trail.
Recreational Value	Significant local support for trail. Trail provides significant or rare recreational experience within region.	Moderate local support for trail. Trail provides recreational opportunity with few other options within region.	Little or no local support for trail. Trail recreation experience is common in region.
Connectivity	Connects to significant park elements and communities along the route. Is identified as a Regional Trail.	Connects park elements and/or communities along the route.	Trail within park only, no connections to other parks, communities, etc.

Table 2 – Recreational Experience Review Matrix



Trail Difficulty

Trail Difficulty is directly related to the Trail Class management category, as trail width, surface, grade, and obstacles all influence how difficult the trail is for users. The user type (hiker, bicycle, etc.), and the user's experience and capability also influence a Trail Difficulty rating. The Trail Difficulty rating system considers these variables and is designed to provide a conservative approach to rating ORPD trails. The Trail Difficulty rating system is divided into five types of difficulty:

- Accessible
- Easy
- Moderate
- Difficult
- Extremely Difficult

The specifics for each type of difficulty are found in the Oregon Parks and Recreation Department Trail Difficulty Rating Matrix (Table 2), including the universally recognized symbology characterized by distinct colors and shapes that is being adopted for use.

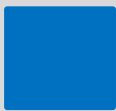
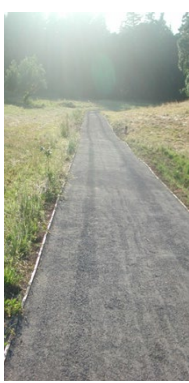
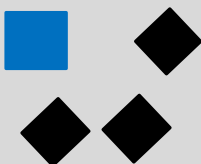
	Accessible	Easy	Moderate	Difficult	Extremely Difficult
	<i>ADA Logo</i>	<i>Green Circle</i>	<i>Blue Square</i>	<i>Black Diamond</i>	<i>Double Black Diamond</i>
					
Trail Width	3 ft or more	3 ft or more	2 ft or more	18" or more	18" or more
Trail Surface	Hardened	Firm and stable	Mostly stable with some variability	Widely variable	Widely variable and unpredictable
Average Grade	Less than 5%	5% or less	10% or less	15% or less	20% or more
Maximum Grade	10%	15%	15% or greater	15% or greater	30% or more
Obstacles	None	Unavoidable obstacles 2" tall or less	Unavoidable obstacles 8" tall or less	Unavoidable obstacles 15" tall or less	Unavoidable obstacles 15" or greater

Table 3 – Trail Difficulty Rating

Ashland Parks and Recreation Department 					
Trail Management Class Matrix					
The trail management matrix provides an overview of each trail class in the APRD Trail Management Fundamentals. The matrix provides general attributes for each trail class for the construction level, development level, trail setting and trail difficulty. This is to be used as a quick reference for staff to assist in trail management.					
APRD Trail Type	Natural Surface Trails				
			Hard Surfaced Trails		
APRD Classification	Trail Class 1	Trail Class 2	Trail Class 3	Trail Class 4	Trail Class 5
Alternative Description	Primitive	Nature	Neighborhood	Park / Local	Regional / Pathway
Trail Attributes	Minimally Developed	Moderately Developed	Developed	Highly Developed	Fully Developed
Trail Image					
Tread & Traffic Flow	Tread - 6" to 18" Tread intermittent and often indistinct. May require route finding. Single lane , with no allowances constructed for passing. Predominantly native materials.	Tread - 18" to 36" Tread continuous and discernible, but narrow and rough. Single lane, with minor allowances constructed for passing. Typically native materials.	Tread - 24" to 48" Tread continuous and obvious. Single lane, with allowances constructed for passing where required by traffic volumes in places where there is no reasonable opportunity to pass. Native or imported materials. May be hardened.	Tread - 36" to 84" Tread wide and relatively smooth , with few irregularities. Single lane, with allowances constructed for passing where required by traffic volumes in places where there is no reasonable opportunity to pass. Double lane where traffic volumes are high and passing is frequent. Hardened.	Tread - 72" to 144" Tread wide, firm, stable, and generally uniform Single lane, with frequent turnouts where traffic volumes are low to moderate. Double lane where traffic volumes are moderate to high. Commonly hardened with asphalt or other imported material.
Obstacles	Obstacles common, naturally occurring, often substantial , and intended to provide increased challenge. Narrow passages; brush, steep grades, rocks and logs present.	Obstacles may be common, substantial, and intended to provide increased challenge. Blockages cleared to define route and protect resources. Vegetation may encroach into trailway.	Obstacles may be common, but not substantial or intended to provide challenge. Vegetation cleared outside of trailway. Grades typically < 8%	Obstacles infrequent and insubstantial . Vegetation cleared outside of trailway. Grades typically < 8%	Obstacles not present Grades typically < 8%
Constructed Features & Trail Elements	Structures minimal to non-existent. Drainage typically provided without structures. Natural fords. Typically no bridges.	Structures of limited size, scale, and quantity; typically constructed of native materials. Structures adequate to protect trail infrastructure and resources. Natural fords. Bridges as needed for resource protection and appropriate access.	Structures may be common and substantial; constructed of imported or native materials. Natural or constructed fords. Bridges as needed for resource protection and appropriate access.	Structures frequent and substantial; typically constructed of imported materials. Constructed or natural fords. Bridges as needed for resource protection and user convenience. Trailside amenities may be present.	Structures frequent or continuous; typically constructed of imported materials. May include bridges, boardwalks, curbs, handrails, trailside amenities, and similar features.
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Trail Difficulty (Typical)					



Council Business Meeting

Date: July 15, 2025

Agenda Item	Trail Procedure
Department	Parks & Recreation
From	

TIME ESTIMATE

CATEGORY

Ordinance/Resolution - a motion is needed to adopt the ORD. or RESO.

SUMMARY

POLICIES, PLANS & GOALS SUPPORTED

BACKGROUND AND ADDITIONAL INFORMATION

FISCAL IMPACTS

SUGGESTED ACTIONS, MOTIONS, AND/OR OPTIONS

REFERENCES & ATTACHMENTS

1. VI2. Trail Procedure Agenda Brief
2. Trail Procedure 3.3.001 draft



TRAILS ADVISORY COMMITTEE MEETING

AGENDA BRIEF

July 15, 2025

Agenda Item	VI2. Trail Procedure	
Presenter	Rocky Houston	Parks Director
Item Type	Action ☒ Information ☐	

SITUATION

The Parks and Recreation Department (Department) needs to develop a procedure to formalize the process to assess trail proposals.

ASSESSMENT

The Department, with assistance from the trails ad-hoc committee, developed a process to review new trail proposals. With the adoption of Policy 1.01.001 – Policy Framework, the Department needs to formalize a procedure for this process.

Staff utilized the prior process as a guide to develop the proposed procedure. Staff has incorporated an objective scoring criterion to assist in TAC and the Department working with proposers, the Park Commission, and the community to clearly and consistently justify recommendations.

DISCUSSION QUESTIONS OR SUGGESTED NEXT STEPS

- Are there key elements that the procedure is not addressing?
- Does TAC want to form a sub-committee to review and propose changes to the procedure?
- Would TAC like to recommend this procedure to the Park Commission now or wait until the next TAC meeting?

POLICIES, PLANS & GOALS SUPPORTED

Policy 1.01.001 – Policy Framework

Parks, Recreation, Open space and Seniors Strategic Plan (PROS)

FINANCIAL CONSIDERATIONS

This procedure will not impact Department operations or capital budgets directly. The Department will manage the capital and operations budget within the current budget limitations.

ATTACHMENTS

Procedure 3.3.001 – Trail Proposals (draft)

PREPARED BY: Rocky Houston, Director


PROCEDURE

PROCEDURE: 3.3.001 – Trail Proposals			
EFFECTIVE:	DATE APPROVED	CANCELS:	PRIOR EFFECTIVE DATE
DIVISION(S):	Park Operations	NEXT REVIEW:	2 TO 5 YRS
KEY TERMS:	Trails, New trails, Re-route of trails, Trails Advisory Committee		
APPROVED:	Name, Director		Name, City Attorney

I. PURPOSE

- A. The purpose of this procedure is to define the process the Parks and Recreation Department (Department) follows to assess trail proposals from trail proposers and for the Department. The goal is to ensure that all trail proposals are consistent with Department adopted plans, address recreational needs, and that the community has an opportunity to review the proposal before action is taken.

II. SCOPE

- A. This procedure applies to trail proposers, Department staff, the Park Commission, and the Trails Advisory Committee (TAC).

III. REFERENCES

- A. Are there any state, local or federal laws that relate to this procedure? Does this procedure support or promote compliance with any state, local or federal laws? Is this procedure linked to any other county policies or procedures? All references should be hyperlinked.
- B. Forest Lands Management Advisory Committee, AMC



C. TAC Charge/Formation

D. Other references?

IV. DEFINITIONS

- A. Demand trail: an unauthorized or unmanaged route.
- B. Forest Lands Management Advisory Committee (FLMAC): The FLMAC is a City management advisory committee.
- C. Proposal – A formal application for a new trail or trail project from outside of the Department.
- D. Proposer – The individual or group who submits a proposal for a trail or trail project.
- E. Trail: a non-motorized route that is authorized, developed, and managed.
- F. Trail Advisory Committee (TAC): a seven-member advisory committee charged with advising the Department on matters pertaining to trails.
- G. User created trail: a route that is not authorized or managed by the land manager.

V. PROCEDURE

- A. Proposal Application
 - 1. Application will be considered complete when the following information is submitted.
 - a. Proposal Application Form
 - i. The Department's proposal application form is required to be used to be deemed complete.
 - b. Map
 - i. A USGS map or topographical map, with the proposed trail alignment, existing trails and/or roads, and a map legend is required to be deemed complete.
 - c. Additional information
 - i. Additional information on construction details, property lines, other land manager approvals, or similar information may be required to assess the proposal.



B. Proposal Submission

1. External Proposals

- a. Proposals can be submitted in person or electronically.
 - i. In person: The Grove 1195 E. Main Street
 - ii. Electronically: Submit at parksinfo@ashland.or.us with title: Trail Proposal – Name of proposal in the subject line

2. Department Proposals

- a. Proposals will be routed through the TAC staff liaison.
- b. Trail maintenance projects are exempt from the proposal process.

C. Review Process

1. Department review

- a. Staff liaison will complete a review to determine the following:
 - i. Completeness of the application
 - ii. Review of Department adopted plans and levels of service to ensure the proposal is supported by the Department's direction.
- b. If deemed complete and consistent with Department's plans and levels of service, the proposal will be forwarded to the TAC for review.

2. TAC review

- a. TAC will review the proposal based upon the scoring criteria established.
 - i. Review criteria
 - (1) Section E defines the review criteria and points per criterion
 - (2) An aggregate score of 75 is required for the TAC to recommend a proposal
- b. TAC will provide one of the following recommendations:
 - i. Resubmit
 - (1) TAC will provide what would need to be addressed in the proposal prior to any resubmittal of the proposal
 - (2) The proposal will not move forward in the process and will need to be resubmitted
 - (3) The proposal must be submitted to the Department 30 days prior to the next TAC meeting to be considered at the next TAC meeting.
 - ii. Deny
 - (1) TAC will outline the reasons that the proposal is denied
 - (2) The proposal will not move forward in the review process
 - iii. Recommend
 - (1) TAC will outline the reasons that the proposal is recommended.
 - (2) The proposal would move forward to the FLMAC for review

3. FLMAC review

- a. FLMAC will review the proposal for wildfire risk and natural resource impacts.
- b. FLMAC will provide Department staff a written opinion on the proposal that outlines the following:
 - i. Recommendation on proposal



- ii. Identification of benefits or impacts of proposal
 - iii. Mitigation actions, if applicable, for the proposal
 - c. The proposal would move forward to the Park Commission review only if there is a favorable recommendation or if the proposer has addressed the mitigation actions in their proposal to FLMAC recommended level
 - i. Staff will determine when and/or if the proposal is moved forward to the Park Commission for review.
- 4. Public Review
 - a. The Department will provide a 30-day comment period for all trail projects that are for new trails.
 - i. The 30-day comment period will begin 14 days prior to the Park Commission study session where the proposal will be reviewed.
 - ii. Public testimony on the proposal will be gathered at the Park Commission study session and at the Park Commission regular business meeting when the approval of the proposal is reviewed.
- 5. Park Commission review
 - a. The Department will present the findings from TAC and FLMAC to the Park Commission
 - i. The proposal will first be presented at a study session to provide an overview of the proposal
 - (1) Staff will address any questions or identified revisions to the proposal and determine if the proposal should return to the TAC for review or be moved forward with staff making the revisions
 - ii. A proposal will be approved at a Regular Park Commission business meeting.
- D. Agreement
 - 1. All approved trail proposals will require the proposer to enter into a trail construction and operation agreement with the Department.
- E. Review Criteria
 - 1. Proposal addresses identified need for Department (25 points)
 - a. Proposal assists in meeting a deficiency in the level of service for trails
 - i. 0 to 10 points
 - b. Proposal is located in an area of Ashland that has a deficiency in trails
 - i. 0 to 10 points
 - c. Proposal creates a connection within a trail network or connects two destinations (parks).
 - i. 0 to 5 points
 - 2. Proposal Support (25 points)
 - a. Proposal construction is fully funded/supported
 - i. 0 to 10 points
 - b. Proposal maintenance is managed by the proposer or park adopter
 - i. 0 to 10 points
 - c. Proposal has support from trail users



- i. 0 to 5 points
- 3. Proposal Design
 - a. Proposal creates a sustainable trail route that minimizes impacts on water quality, habitat, existing recreational uses, etc.
 - i. 0 to 10 points
 - b. Proposal trail design meets the trail classification and managed use to provide an engaging and aesthetically pleasing user experience.
 - i. 0 to 10 points
 - c. Proposal disperses trail use and/or otherwise addresses trail and/or trailhead (parking) congestion
 - i. 0 to 5 points
- 4. Proposal Impact (25 points)
 - a. Proposal addresses closure of similar distance of demand trail
 - i. 0 to 10 points
 - b. TAC member discretionary points
 - i. 0 to 15 points



Council Business Meeting

Date: July 15, 2025

Agenda Item	Bandersnatch Trail Name Consolidation
Department	Parks & Recreation
From	

TIME ESTIMATE

CATEGORY

Informational - this is to inform the body on a particular topic. No motion or direction needed.

SUMMARY

POLICIES, PLANS & GOALS SUPPORTED

BACKGROUND AND ADDITIONAL INFORMATION

FISCAL IMPACTS

SUGGESTED ACTIONS, MOTIONS, AND/OR OPTIONS

REFERENCES & ATTACHMENTS

1. VI3. Bandersnatch Consolidation
2. Bandersnatch Consolidation





TRAILS ADVISORY COMMITTEE MEETING

AGENDA BRIEF

July 15, 2025

Agenda Item	VI3. Bandersnatch Consolidation	
Presenter	Rocky Houston	Director
Item Type	Action ☐ Information ☒	

SITUATION

The Bandersnatch trail on USFS and City lands has been completed. The renaming of the new completed section will occur to address the adopted trail project goals.

As outlined in the attachment, the AWTA proposed the naming. Staff concurs with the naming and will be implementing the prior Park Commission policy decision to complete this project.

DISCUSSION QUESTIONS OR SUGGESTED NEXT STEPS

None identified.

POLICIES, PLANS & GOALS SUPPORTED

Park Commission policy direction to the Department on the acquisition, design and development of the trail project.

FINANCIAL CONSIDERATIONS

This will remain within the budget allocation for park operations.

ATTACHMENTS

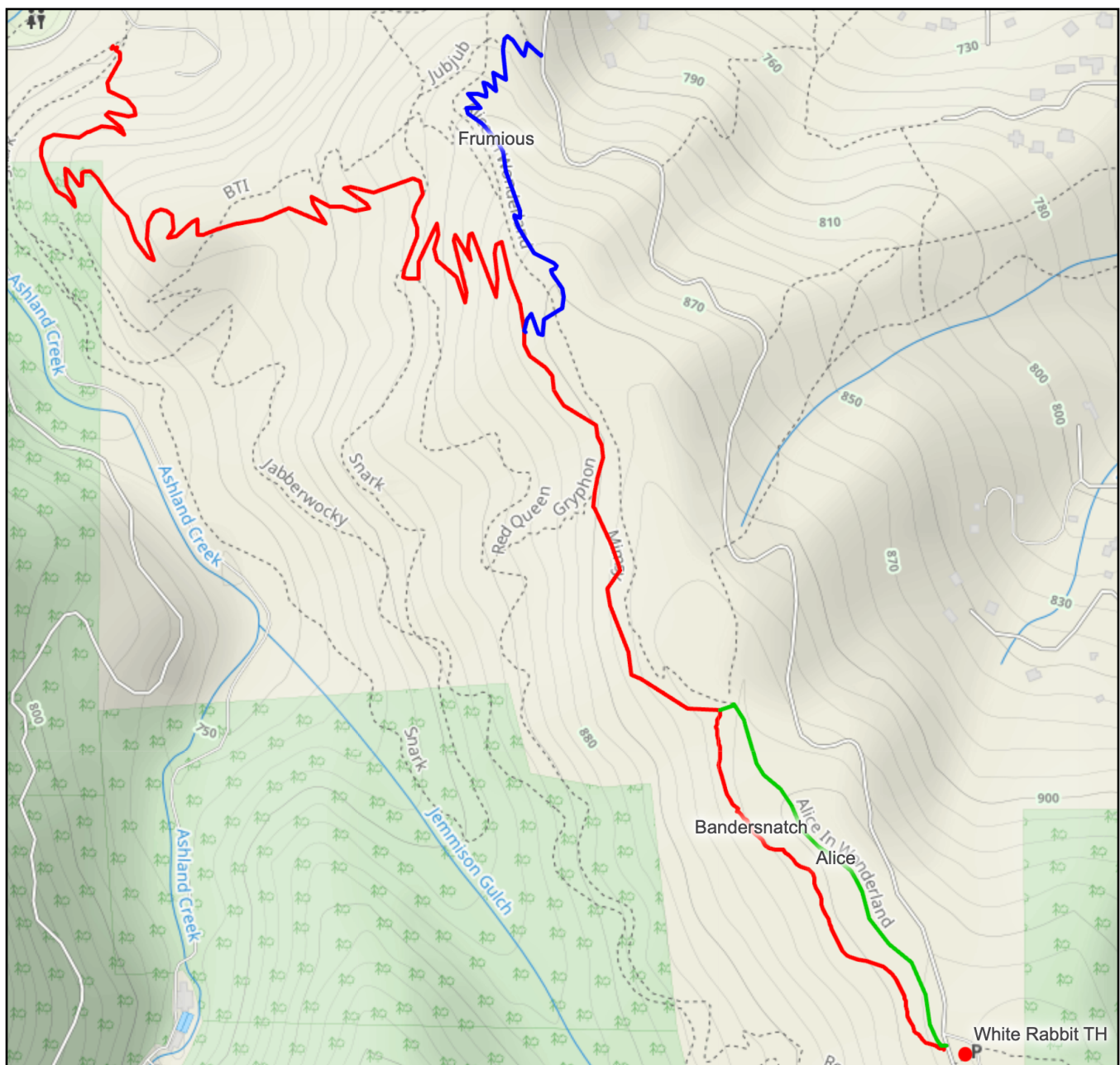
Bandersnatch Naming Consolidation from Ashland Woodland Trails Association

PREPARED BY: Rocky Houston, Director

Bandersnatch Naming Consolidation

Subsequent to the completion of the Bandersnatch trail on Forest Service land and the 130-ft section on city land, AWTa proposes the following for the purposes of simplification and clarity:

1. The red trail in the graphic below should be called Bandersnatch in its entirety and maps and signage should reflect that. Currently, part of the trail on city land is called (awkwardly) Pedestrian Alice and part of it is called Gryphon.
2. The section of Bandersnatch in blue would be named Frumious, a portmanteau coined by Lewis Carroll to describe the Bandersnatch, i.e., the “frumious Bandersnatch”. That name retains some association with Bandersnatch, while reducing confusion of having Bandersnatch going in multiple directions.



<https://caltopo.com/m/1QL1HSC>

Some details:

Alice in Wonderland, in green, would remain (and retain the same multi-use status). The climbing, switchback section of Gryphon would also remain as Gryphon.

Temporary laminated signs could be taped over existing metal signs to make sure signage makes sense, before more permanent signs are created.

The renaming of the trails in certain sections will eventually suggest updating of maps. City maps and kiosk maps are ready for an update already anyway. AWTa (Torsten) can update OpenStreetMaps to propagate trail name changes to various online map apps (Caltopo, Gaia, Strava, OnX, etc).

Some Relevant History

- A continuous Bandersnatch trail has been in the works since 2012-2013.
- The original Bandersnatch was built in 2012. Bandersnatch East followed in 2013.
- Concurrently, easement efforts were underway to create a continuation of a pedestrian path through several private properties and the geotechnical report (Sitton 2013) refers to the pedestrian part of this as Bandersnatch. (A bike path was also included in AWTa's easements, what is now Mimsy).
- The Forest Service Trails Plan which began in 2013 and approved in 2015 includes the Bandersnatch trail as well (on FS land, presumably connecting to a Bandersnatch on city land).
- Gryphon was, in part, a place holder for a future continuation of the easement trail and preserved the easement (see Gryphon trails application).



Council Business Meeting

Date: July 15, 2025

Agenda Item	PROS Plan Level of Service
Department	Parks & Recreation
From	

TIME ESTIMATE

CATEGORY

Ordinance/Resolution - a motion is needed to adopt the ORD. or RESO.

SUMMARY

POLICIES, PLANS & GOALS SUPPORTED

BACKGROUND AND ADDITIONAL INFORMATION

FISCAL IMPACTS

SUGGESTED ACTIONS, MOTIONS, AND/OR OPTIONS

REFERENCES & ATTACHMENTS

1. VI4. PROS Plan - Level of Service





TRAILS ADVISORY COMMITTEE MEETING

AGENDA BRIEF

July 15, 2025

Agenda Item	VI4. PROS Plan – Level of Service	
Presenter	Rocky Houston	Director
Item Type	Action ☒ Information ☐	

SITUATION

The Department's Parks, Recreation, Open space & Senior services strategic plan (PROS) will be establishing a level of service for trails.

ASSESSMENT

The level of service recommendation by Oregon Parks & Recreation, as found in their State Comprehensive Outdoor Recreation Plan (SCORP) Park Master Planning Guidelines, is 0.5 to 1.5 miles per 1,000 residents. Our initial data review has identified the following:

Trail Segment Type	Miles
Trail (outside of road ROW)	98.8
Road (shared use/bike lane)	79.4
Proposed	25
Total	203.2

Trail Segment Type by City Ownership	Miles
Parkland	22.4
City Owned	31.7
Other	44.7
Total	98.8

Trail Segment Type	Bike Only (miles)	Ped Only (miles)	Bike & Ped (miles)	Mutli-Use (miles)	Ped-Equine (miles)
Trail	13.2	36	10.5	35	6.4
Road	26.4	0.00	0.00	51	0.00
Proposed	11.3	0.24	0.03	13.6	0.00
Total	50.9	36.24	10.53	99.6	6.4

The data we have gathered so far through the PROS planning process is as follows:

- Trails are a highly used park asset
- The community wants more trails
- The community wants existing trails to be managed well
- The community wants easy (green) trails

DISCUSSION QUESTIONS OR SUGGESTED NEXT STEPS

- Does TAC want to develop a sub-committee to review staff's initial level of service model for trails?
- Is there a need to develop a level of service by trail use type (orange table) or just for total trail miles?
- Are there other Level of Service data elements we should review?

POLICIES, PLANS & GOALS SUPPORTED

PROS Plan (in process)

FINANCIAL CONSIDERATIONS

Not applicable.

ATTACHMENTS

Links to Survey Data:

- [PROS_Survey_1-Summary-Data](#)
- [Trails-Focus-Group-Summary](#)
- [Central-Neighborhood-Group-Summary](#)
- [North-Neighborhood-Group-Summary](#)

PREPARED BY: Rocky Houston



Council Business Meeting

Date: July 15, 2025

Agenda Item	Trail Project
Department	Parks & Recreation
From	

TIME ESTIMATE

CATEGORY

Ordinance/Resolution - a motion is needed to adopt the ORD. or RESO.

SUMMARY

POLICIES, PLANS & GOALS SUPPORTED

BACKGROUND AND ADDITIONAL INFORMATION

FISCAL IMPACTS

SUGGESTED ACTIONS, MOTIONS, AND/OR OPTIONS

REFERENCES & ATTACHMENTS

1. VI5. Trail Project



TRAILS ADVISORY COMMITTEE MEETING

AGENDA BRIEF

July 15, 2025

Agenda Item	VI5. Trail Project	
Presenter	Rocky Houston	Director
Item Type	Action ☒ Information ☐	

SITUATION

Staff identified a trail major maintenance project for FY26-27 as part of the Capital Improvement Planning (CIP) process. This was the re-route and improvement of the White Rabbit Trail. Is there another project the Department should consider instead of this project?

ASSESSMENT

The Capital program process requires a project to be identified in the CIP in order to be programmed (completed). Due to the transition from the ad-hoc committee to the Trails Advisory Committee (TAC), no engagement with TAC was completed in developing the CIP. The TAC Commissioner liaison raised a concern regarding the process used by the Department.

The project identified was for a trail in Siskiyou Mountain Park. The project can change, without amending the CIP, if the trail project remains in this park. If another trail is selected in lieu of the current project, the CIP and Capital Budget will need to be amended.

Staff's recommendation is to keep the project in Siskiyou Mountain Park and work on developing a trail project prioritization list that is separated into the classifications of the CIP Plan: Preventative Maintenance, Major Maintenance, and Enhancement (new trails).

DISCUSSION QUESTIONS OR SUGGESTED NEXT STEPS

- Does TAC want to discuss the current FY Capital project?
- Does TAC want to form a sub-committee to bring back recommendations to the next TAC meeting?

POLICIES, PLANS & GOALS SUPPORTED

Budget Policy

FINANCIAL CONSIDERATIONS

A recommendation for a project not in alignment with the current capital budget would require an amendment to the capital budget to be allowed to spend within the current limitation.

ATTACHMENTS

None

PREPARED BY: Rocky Houston



Council Business Meeting

Date: July 15, 2025

Agenda Item	Bylaws
Department	Parks & Recreation
From	

TIME ESTIMATE

CATEGORY

Ordinance/Resolution - a motion is needed to adopt the ORD. or RESO.

SUMMARY

POLICIES, PLANS & GOALS SUPPORTED

BACKGROUND AND ADDITIONAL INFORMATION

FISCAL IMPACTS

SUGGESTED ACTIONS, MOTIONS, AND/OR OPTIONS

REFERENCES & ATTACHMENTS

1. VI6. Bylaws Agenda Brief
2. TAC Draft Bylaws from April 2025 Meeting





TRAILS ADVISORY COMMITTEE MEETING

AGENDA BRIEF

July 15, 2025

Agenda Item	VI6. Bylaws	
Presenter	Rocky Houston	Parks Director
Item Type	Action ☒ Information ☐	

SITUATION

The Trails Advisory Committee (TAC) needs bylaws to assist with the management of the committee.

ASSESSMENT

The Parks and Recreation Department (Department) developed draft bylaws, consistent with other Department committees to assist in the management of the TAC. At the April 2025 TAC meeting, committee members were provided with the draft. Based on information received to date, staff has updated the draft bylaws.

DISCUSSION QUESTIONS OR SUGGESTED NEXT STEPS

- Are there any edits of the bylaws that need consideration?
- Would TAC like to recommend the bylaws to the Park Commission now or at the next TAC meeting?

POLICIES, PLANS & GOALS SUPPORTED

Policy 1.01.001 – Policy Framework

FINANCIAL CONSIDERATIONS

These bylaws will not impact Department operations or capital budgets directly. The Department will manage the capital and operations budget within the current budget limitations.

ATTACHMENTS

TAC Bylaws (draft)

PREPARED BY: Rocky Houston, Director



Trails Advisory Committee **Bylaws**

Overview

The Ashland Park Commission (Commission) established the Trails Advisory Committee on September 11, 2024.

ARTICLE I. NAME OF ORGANIZATION

The name of this committee shall be the Trails Advisory Committee (TAC).

ARTICLE II. PURPOSE

The purpose of the TAC is to make recommendations to the Commission on matters related to trails and to coordinate with the Parks Superintendent and Department Director on matters related to the general operations and maintenance, development, and diversity, equity, and inclusion practices related to trail use.

ARTICLE III. MEMBERSHIP

The TAC membership shall be composed of up to seven (7) voting members, as follows:

- (2) Cycling User Group Representative
- (2) Pedestrian User Group Representative
- (1) Accessibility (ADA) Representative
- (2) At-Large Members

The TAC shall have non-voting Ex Officio members representing:

- Park Commission
- Ashland City Council
- Forest Lands Ad Hoc Committee

TAC members are appointed by the Park Commission chairperson with recommendations coming from the TAC. The term of each program participant and community partner member will be four (4) years, with no member serving more than two (2) consecutive terms. If a position is vacated mid-term, the Commission chairperson will appoint a member for the unexpired term of that position; if there is less



than one year remaining in a vacated term, the new member's term will be for the remainder plus three years.

Ex-Officio members are appointed by their respective governing bodies and do not have term limits.

See Addendum A for initial TAC members and terms.

Members are expected to attend and actively participate in meetings and working groups. Members shall notify the TAC chair and staff in advance about any planned absences, to ensure a quorum will be present for meetings. A member who misses more than two (2) consecutive meetings, or more than three (3) meetings in twelve (12) months, may be released from their term so that someone with more availability may participate.

ARTICLE IV. MEETINGS OF MEMBERS

TAC shall meet quarterly or as needed decided by a simple majority of committee members. Notwithstanding the need for an urgent meeting, notice of each meeting shall be given to each voting member not less than one (1) week prior to the meeting.

A quorum for a meeting of the TAC shall consist of at least four (4) members. There shall be no voting by proxy and no voting by electronic methods by members who are absent from a meeting.

All TAC meetings and communications will comply with the Oregon Public Meetings Law (ORS 192.610 to 192.690).

ARTICLE VI. OFFICERS

Each year, TAC will accept nominations and elect a chairperson and vice-chairperson by simple majority vote of members present at a meeting. Elections will be held at the first meeting of each fiscal year.

ARTICLE V. SUBCOMMITTEES

The TAC chair shall have the authority to create working groups of members equaling less than a quorum of the committee to focus on specific assignments. All working groups, or subcommittees, shall report their findings to TAC in a public meeting.

ARTICLE VII. STAFF



The Parks Superintendent and/or Department Director, or designated representative, will attend and assist in the planning, advertising, and management of TAC meetings.

ARTICLE VIII. CONFLICT OF INTEREST

TAC shall abide by the precepts of the City and State of Oregon conflict of interest policy/statutes.

ARTICLE IX. MINUTES

TAC (or a staff liaison) shall keep minutes of the proceedings of committee meetings. These minutes shall be made available to the public as per City of Ashland policies and procedures.

ARTICLE X. YEARLY REPORT

With the assistance of the Parks Director (or designee), TAC shall present a yearly report at a regular public meeting of the Commission.

ARTICLE XI. DISSOLUTION

By motion of the Commission, TAC may be dissolved or merged with another similar organization conducting substantially the same activities.

ARTICLE XII. AMENDMENTS

TAC may recommend amendments to these Bylaws by a simple majority vote of at least four members at any meeting. Written notice setting forth the proposed amendment or summary of the changes to be affected thereby shall be given to each committee member within the time and the manner provided for the giving of notice of meetings. Amendments must be approved by the Commission.

ADOPTION OF BYLAWS

Adopted and approved by the Ashland Park Commission on [insert approval date] as the Bylaws of this committee.

Jim Bachman, Park Commission Chair

ATTEST: Rocky Houston, APRD Director



Addendum A: Initial Appointments and Terms

Trails Advisory Committee

Position	Name	Representing	Date appointed	Current Term Expires
1.	Torsten Heycke	ADA	2/12/2025	12/31/2029
2.	Ethan Braught	Cycling	2/12/2025	12/31/2029
3.	Yu Kuwabara	Cycling	2/12/2025	12/31/2027
4.	Josh Cott	Pedestrian	2/12/2025	12/31/2029
5.	Adrian Bender	Pedestrian	2/12/2025	12/31/2027
6.	Stef Seffinger	At Large	2/12/2025	12/31/2027
7.	Brooke Hansen	At Large	2/12/2025	12/31/2029
Ex-Officio	Justin Adams	APRC Commissioner	1/8/2025	12/31/2025
Ex-Officio	Eric Hansen	City Councilor	N/A	
Ex-Officio		Forest Lands Ad Hoc		