



TRAILS ADVISORY COMMITTEE MEETING AGENDA

September 22, 2025

Lithia Park Cabin, 340 S Pioneer Street – 4:00 PM

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

I. **CALL TO ORDER**

II. **ROLL CALL**

III. **APPROVAL OF MINUTES**

1. Trails Advisory Committee April 14, 2025
2. Trails Advisory Committee July 15, 2025

IV. **ADDITIONS OR DELETIONS TO THE AGENDA**

V. **PUBLIC FORUM**

VI. **BUSINESS**

1. Bylaws (action)
2. Trail Proposal Procedure (information)
3. Trail Management Protocol (information)
4. PROS Plan – Trails Service Level Goal (information)
5. Trail Proposal (information)

VII. **UPCOMING MEETING DATES**

VIII. **ADJOURNMENT**

If you need special assistance to participate in this meeting, please contact Nancy Mero at Nancy.mero@ashlandoregon.gov or (541) 552-2256 (TTY phone number (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 by 11:00 AM the day before the meeting 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: 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** – Chair Cott adjourned the meeting at 6:29 PM

Respectfully submitted by Nancy A. Mero, Executive Assistant



TRAILS ADVISORY COMMITTEE MEETING MINUTES

July 15, 2025

Lithia Park Cabin, 340 S Pioneer Street – 4:30 PM

Committee Members Present: Brooke Hansen (Vice Chair), Ethan Braught, Josh Cott (Chair), Park Commissioner Justin Adams

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

Absent: Adrian Bender, Stef Seffinger, Torsten Heycke, Yu Kuwabara, City Councilor Eric Hansen

- I. **CALL TO ORDER** – Chair Cott called the meeting to order at 4:30 PM
- II. **ROLL CALL** – Roll call was taken. TAC members B. Hansen, Braught, Cott, and Park Commission liaison Adams present. There were not enough voting members present to meet quorum.
- III. **APPROVAL OF MINUTES** – Tabled until next meeting due to lack of quorum.
- IV. **ADDITIONS OR DELETIONS TO THE AGENDA**

Lea Richards from the City of Ashland's GIS team asked to make an announcement. Chair Cott invited her to speak.

 - Culvert work is beginning in preparation for the new wastewater treatment plant. The work necessitates the closure of the road just above the reservoir on Granite preventing access to trailhead parking, Forest Service road 2060, and Wonder and Wasabi trails. The closure begins July 21 and may last until the end of 2025.
 - A reader board advising the public of the closure will be placed on Granite near the Reservoir. City staff are working on press releases/informational posts for the City Website.
- V. **PUBLIC FORUM**
 - Egon Dubois, Ashland: Spoke to the importance of informing the community of upcoming meetings. The Minutes approval process takes too long. Consider posting draft minutes.

Two topics:

1. People ignore and have been vandalizing rules signs posted by both the City of Ashland and the Forest Service. There must be consequences for breaking rules.
2. The Trails Advisory Committee is heavy on mountain biking enthusiasts. This could make the committee prone to excesses/overreach. Requests members' personal restraint.

VI. BUSINESS

1. Trail Policy – Director Houston

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

Discussion/Questions:

- A brief description was requested. A: The Trail Policy is a foundational document. It provides a framework.
- Is Houston looking for input from the Committee members on a granular level? A: Sure. Could even form a subcommittee for that purpose, create a 'data dictionary' for promoting trails and informing the public.
- Why is a classification system needed when that already exists in the Trails Master Plan? A: Mostly for planning and doing maintenance work. For the benefit of the Department.
- It was noted that it is difficult to fit a trail into one specific classification because it can vary along different sections of the trail.
- How a trail is classified can affect potential litigation. Have to have a consumer focused management system regarding risk. Same for new trails. Controls are needed for how trails are built. The end users won't see the classifications. It is a back end document system.
- At some point we would like to have a trail rating system with signage (not been done before in Ashland).
- Noted that the gobbledygoop gets in the way of getting things done.
- Concern that making trail standards stricter will put current trails outside of standards.
- What percentage of current trail maintenance is done by volunteers? A: About 80%. Concern that rules will wipe out this work.
- If it ain't broke, don't fix it, especially when there isn't money to fix it. Don't adopt rules that are nonconforming to what we already have.
- The proposals seem like a solution in search of a problem. Functionally the trail system is working really well, and the proposed bureaucracy seems too extreme.
- What if the volunteer groups stop doing the maintenance? How would trails be maintained to the current level?
- If the Policy is about describing trails to end users it could be done much more simply.
- What if a trail needs to be upgraded to meet the proposed standard(s)? A: That is an issue of condition, not a classification issue.
- The Department needs to identify the number of hours needed to maintain the trails without volunteers. We also need an agreement with the volunteer groups.
- Concern expressed about proving the Department can't maintain the trail system.

- Concern expressed that the proposed policy will be setting it up so that new trails won't be able to be built. That the language will prevent it because we won't be able to maintain it.
- We have to know we can maintain anything we build.
- That has already been happening.
- There are trust issues with the Policy, not the intent.

2. Trail Procedure – Director Houston

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)

Questions/Discussion:

- There is no application for proposed trails, yet.
- Stated preference for TAC to be the facilitator of new trails, not the gatekeeper.

- Exception taken to needing to meet 75% of the of the review criteria for a trail proposal to move forward. Suggestion to throw out the threshold and move forward anything that looks food to the next groups for their review.

3. Bandersnatch Consolidation – Director Houston

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 operations.

ATTACHMENTS – Bandersnatch Naming Consolidation from AWTa

Questions/Discussion:

In keeping with the Alice in Wonderland Carroll Lewis naming practice, the proposed name of this section of trail is Frumious.

4. PROS Plan – Level of Service – Director Houston

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)	Multi-Use (miles)	Ped-Equine (miles)
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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](#)

Questions/Discussion:

- The goal should be to build trails to fill holes in the system. In addition to trail length, should consider other important aspects such as which direction the trail faces.
- Pedestrian and bike trails are maintained differently.
- Director Houston asked for volunteers to form a working group to go over Levels of Service. Braught volunteered. They will look for an additional volunteer.

5. Trail Project – Director Houston

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 – N/A

Questions/Discussion:

- The FY26-27 CIP includes \$75,000.00 for work on a section of White Rabbit Trail in Siskiyou Mountain Park.
- A different project could be identified with input from TAC. In order to use the money allotted to White Rabbit, the Park Commission would have to amend the CIP/Capital Budget to redirect the funds.
- Noted that the Parks trails/forestry crew get the most requests for work on White Rabbit.
- A new trail on the Lithia Hillside was requested.
- Commissioner Liaison Adams said he would send out his Hillside trail proposal to the group and another for the west side.
- Chair Cott said he also has a proposal written out.

6. TAC Bylaws – Director Houston

- Due to a lack of quorum present, it was decided the bylaws would be put on the agenda for the next meeting.

VII. ITEMS FROM COMMITTEE MEMBERS/STAFF

- A suggestion was made to have the next meeting in September rather than wait until October. Director Houston said he will send out a Doodle poll to choose the date.

VIII. UPCOMING MEETING DATES – TBD via Doodle poll

IX. ADJOURNMENT – Chair Cott adjourned the meeting at 6:01 PM

Respectfully submitted by Nancy A. Mero, Executive Assistant



TRAILS ADVISORY COMMITTEE MEETING

AGENDA BRIEF

September 22, 2025

Agenda Item	VII. 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.

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

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

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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		



TRAILS ADVISORY COMMITTEE MEETING

AGENDA BRIEF

September 22, 2025

Agenda Item	VI2. Trail Proposal Procedure	
Presenter	Kevin Caldwell	Parks Ops Division Manager
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 criteria to assist in TAC and the Department working with proposers, the Park Commission, and the community to clearly and consistently justify recommendations.

Staff reviewed the comments from TAC members at the 7/15/2025 TAC meeting. The primary item raised was the desire to not have a minimum score for trail proposals. Staff has kept the minimum score in the procedure.

This ensures that the recommendations to the Parks Commission have an objective measurement to support TAC's recommendation. Staff does not want TAC or the Parks Commission in a position where we are defending a trail proposal that was not recommended that had a lower score than one that was approved. In addition, the scoring criteria and score help demonstrate alignment with the Department's goals and objectives.

DISCUSSION QUESTIONS OR SUGGESTED NEXT STEPS

- Are there additional questions or suggested edits to the procedure?

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



TRAILS ADVISORY COMMITTEE MEETING

AGENDA BRIEF

September 22, 2025

Agenda Item	VI3. Trail Management Protocol	
Presenter	Kevin Caldwell	Park Ops Division Manager
Item Type	Action ☐ Information ☒	

SITUATION

The Parks and Recreation Department (Department) currently does not have a trail management protocol for trails. 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 management protocol has been drafted for review by TAC. The first review occurred at the July 15, 2025, TAC meeting. Staff have integrated that feedback into the current version.

Key trail management items to address are the management of who the trail is designed for (user experience) and trail guidelines to inform development and operation of the trail system. The protocol outlines the core elements to meet these trail management needs.

The goal of the protocol is to inform the Department on trail operational guidelines to assist in prioritizing trail maintenance, guidelines for trails to provide a consistent and predictable trail experience, and to ensure our trail system is aligned with the Department's strategic direction, community needs, and Department resources.

DISCUSSION QUESTIONS OR SUGGESTED NEXT STEPS

- Is there any feedback on the trail management protocol?

POLICIES, PLANS & GOALS SUPPORTED

Policy 1.01.001 – Policy Framework

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

FINANCIAL CONSIDERATIONS

The protocol 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

Protocol 1.03.001 – Trail Management (draft)

PREPARED BY: Rocky Houston, Director


PROTOCOL

PROTOCOL:	2.2.001 – Trail Management		
EFFECTIVE:		CANCELS:	N/A
DIVISION(S):	All	NEXT REVIEW:	
KEY TERMS:	Trails, Trail Management, Trail Classification		
APPROVED:	_____ Rocky Houston, Director	_____ Johan Pietila, 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
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.
 - 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

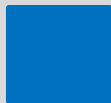


- i. ADA
 - ii. Hiker/Pedestrian
 - iii. Bicycle – Hard Surface
 - iv. Mountain Bike
 - v. Equestrian
 - vi. Maintenance Road
 - b. The following considerations will be used to establish the Managed Use for a trail or trail segment:
 - i. Identify all Managed Use appropriate to the trail or trail segment.
 - 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 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 service level goals for trails.
 - ii. PROS can supplement the Trails Plan, as needed to meet the Department's service level goal.
 - (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 service level goal.
 - 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.



TRAILS ADVISORY COMMITTEE MEETING

AGENDA BRIEF

September 22, 2025

Agenda Item	VI4. PROS Plan – Service Level Goal	
Presenter	Kevin Caldwell	Park Ops Division Manager
Item Type	Action ☐ Information ☒	

SITUATION

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

Based on this, staff has proposed the current Service Level Goal:

	Current number of Miles	Service Level Goal (# of miles)	Purpose
Trails			
Trails, Pathways, and Bikeways	56	64	Create 8 miles for trail connections & improve trail diversity
Actual Miles	56	64	Proposed Miles
Current Service Level (acres per 1,000)	2.6		
Draft Service Level (acres per 1,000)	3.0		

It is important to note that the PROS Plan is developing (2) types of goals:

- Strategic Goals
 - Broader goals that will have objectives and actions to meet the community's recreational needs.
- Service Level Goals
 - Measurable outcomes for parklands, trails, park amenities and programming.

We are working with the Park Commission over the next few months to develop the strategic goals and setting the service level goals. Our intent is to bring back to the TAC draft objectives and actions for the strategic goals at the January meeting. The input we get on the service level goal will inform the final recommendation to the Park Commission.

The draft PROS plan is planned for February 2026, with adoption in April 2026.

DISCUSSION QUESTIONS OR SUGGESTED NEXT STEPS

- Questions or feedback on the draft service level goal for trails?

POLICIES, PLANS & GOALS SUPPORTED

PROS Plan (in process)

FINANCIAL CONSIDERATIONS

Not applicable.

ATTACHMENTS

Not applicable

PREPARED BY: Rocky Houston



TRAILS ADVISORY COMMITTEE MEETING

AGENDA BRIEF

September 22, 2025

Agenda Item	VI5. Trail Proposal	
Presenter	Kevin Caldwell	Park Ops Division Manager
Item Type	Action ☐ Information ☒	

SITUATION

The Department has received one trail proposal

ASSESSMENT

The trail proposal was received on 9/17/2025. Staff has begun the review process, outlined in the draft trail proposal procedure. At the 7/15/25 TAC meeting, staff recommended using a trail proposal (like this one) to assess the draft procedure.

Staff is recommending that this proposal, given its location and documented concerns about cycling on Lithia Park's trails, should have a public meeting and comment period if this proposal was to be recommended by the TAC prior to being presented to the Park Commission.

DISCUSSION QUESTIONS OR SUGGESTED NEXT STEPS

POLICIES, PLANS & GOALS SUPPORTED

PROS Plan (in process)

FINANCIAL CONSIDERATIONS

Not applicable.

ATTACHMENTS

Dormouse Trail Application

PREPARED BY: Rocky Houston

Ashland Parks and Recreation Trail Application SUMMARY SHEET

Project Sponsor:

Sponsored by Rogue Valley Mountain Bike Association.

Authored by Justin Adams, APRC Commissioner #4, Chair of Ashland Trails Advisory Committee, member of the Glenview Hillside Trail Subcommittee, with input editing from ATAC members and other stakeholders.

Project Name:

Glenview Hillside Trails (Official name TBD, perhaps Dormouse)

Other Land Ownership Involved:

City of Ashland/Ashland Parks and Recreation

Concise Project Description:

Create a low angle, adaptive- and beginner-friendly, downhill mountain bike trail connecting the trailhead and parking area on Glenview Street to Pioneer Street and a separate mountain bike climbing trail running in the opposite direction. The downhill trail would be machine-built (by a professional trail builder) smooth and flowing and built specifically to be beginner-friendly. The uphill trail would be narrower and hand build with a steady, enjoyable grade for uphill riders. Each trail will be about 0.5 miles long for just over 1 mile of new trail.

Project Benefits:

This project would create a safe, fun, car-free access connecting the Ashland watershed mountain bike trails and downtown Ashland and businesses. Currently mountain bikers' only access is via narrow roads with blind corners, including the Lithia Park "gauntlet" where cars backing out of head-in parking spaces pose a particular hazard. This trail would provide the final half mile of connection from Ashland's renowned and growing trail network to the homes, food and entertainment of downtown Ashland and neighborhoods.

This would also provide the first true beginner mountain bike trail in Ashland with low-angles (all grades 4% or less with short uphill sections to allow for break-free slowing for beginner riders) and trail widths to allow for adaptive riders. The trail is designed with high visibility to allow trail uses of different ability levels to interact safely. Being close to town, riders that are new to the sport could do laps on the trails to their heart's-content

and then retire to town for a post-ride treat. Once they have built their skills and confidence, access to intermediate and advanced trails will be at their disposal.

Project Costs:

Approximately \$30,000, based on the similar sized Wasabi Trail project.

Funding Source:

APRC CIP trail budget

Maintenance Plan Summary:

- Design trail in a way to keep maintenance down
- Dedicate 2 volunteer trail workdays per year to “Dormouse trails” (supported by RVMBA, Ashland Devo or other community organization)
- Consider a machine rebuild/clean up after minimum of 3 years in existence. (This will be contingent on funds available, and actual need based on usage over the course of the first 3-5 years.)

APPLICATION CHECKLIST

1. Summary Sheet
2. Part A: General Information
3. Part B: Project Description
4. Part C: Map and Fire Risk
5. Dedicate one half-page to construction proposal and one-half page to maintenance (both can appear on the same page). Probably include boilerplate that the expectation is that the organization proposing the new trail or trail modification is responsible for both construction and maintenance. If expectation is that City will somehow pitch in, then ask for cost estimates and what the expectations are (person-hours, equipment, etc).
6. Add one page for all of the following (i.e., one page total for all below):
 - Impact on parking, if any
 - Impact on foot or car traffic
 - Impact on neighborhood(s)
 - Impact on flora and fauna
 - Impact on drainage, soils
 - Impact on other trails (adverse: traffic, shortcut opportunities, dropping down, etc, but also beneficial: loops and connections afforded etc)
 - Aesthetic Impacts

Part A: General Information

1. Name of Organization Proposing Project

Rogue Valley Mountain Bike Association. Authored by Justin Adams, APRC Commissioner #4, Chair of Ashland Trails Advisory Committee, member of the Glenview Hillside Trail Subcommittee, with input editing from ATAC members and other stakeholders.

2. Address or P.O. Box

PO Box 202
Ashland, OR 97520

3. Contact Person

Ryan Hawk

E-mail: hawkazulu@gmail.com

Justin Adams, APRC Commissioner #4, Chair TAC.

E-mail: commissioner_adams@external.ashland.or.us

4. Classification of Project

New Trail

5. Project Location

The hillside below Glenview Street. The trail would run between the area just north of the current parking area at the city quarry on Glenview Street and the area near the current trailhead south of the gate on the northern end of the car-free, dirt section of Pioneer Street with an uphill trail running in the opposite direction.

Part B: Project Description

1. If this is a new project or section of trail, please identify the affected area or new sections on an accompanying map.

Is this a new project?

Yes

Does this project involve an existing recognized trail system?

Yes. The uphill end of the trails is located at the parking area where BTI and Jabberwocky mountain bike trails (the two most popular mountain bike trails in the watershed according to Strava Heat-Map data) and Snark multi-use trails end. The general area traversed by the trails also currently has several unnamed pedestrian-only trails.

Total length of trail or square footage of land involved in the proposed project:

Each trail is approximately 1/2 mile long with approximately 250 ft elevation gain/loss, for a total of just over a mile of new trail.

Please list all other trails or trails systems under any management that may be impacted by this project.

Unnamed pedestrian trails on the Glenview hillside would be impacted. Care was taken to minimize crossings and place them only in high visibility areas to minimize conflict between different user types. The downhill trail as flagged is also designed with short uphill segments prior to the crossing with pedestrian trails to help ensure that even faster cyclists will be going slow as they approach intersections.

Check the land managers involved in the management of all trails or trails systems impacted by this project.

City of Ashland and Ashland Parks Department

Please describe in detail the proposed project. Include the need for the project as well as any other information that would be helpful in evaluating the proposal.

Current Status: Most mountain bike trails in the Ashland watershed funnel to the parking area at the quarry on Glenview Street or at the parking areas above the swimming reservoir on Granite Street. All current access routes to/from these trailheads have vehicular traffic and car vs bicycle conflicts, accidents and near accidents are unfortunately common on all of these routes. Given the lack of sanctioned car-free options, some mountain bikers choose to ride through the area of this proposed trail which has created some conflict with pedestrians and erosion in areas where "volunteer trails" have been created.

The area in question is largely un-landscaped and is lightly used relative to the more heavily trafficked riparian corridor along Ashland Creek. Due to light use and its proximity to downtown, this area has also unfortunately become a popular illegal camping destination and in the summer of 2022, there were two fires on this hillside that could have been catastrophic if not for the rapid response of the Ashland Fire Department.

Finally, while being an amazing mountain bike destination, Ashland currently lacks any beginner-friendly or adaptive mountain bike trails. This has been highlighted in many recent public meetings, comments to APRC commissioners and in responses to PROS plan surveys. There was hope that the recently built Wasabi trail would fill this gap. However, despite the efforts of planners and builders, the steepness of the hillside upon which the trail is constructed leads to steep, banked switchbacks that are not safe or comfortable for beginners and it is only accessed by a steep climbing trail with tight switchbacks that requires intermediate to advanced skills and fitness to navigate. Wasabi trail remains an excellent trail providing mountain-bike opportunities on the beautiful west side of the Ashland watershed, but it does not meet the needs of children and other beginner mountain bikers. The area proposed for this project is on a much more gradual slope and is much broader, requiring very few switchbacks.

Assessment:

A low-angle beginner friendly trail on the hillside between the trailhead on Glenview Street and Pioneer Street where it enters downtown Ashland is the final link between downtown Ashland and the outdoors for mountain bikers. Adding the proposed adaptive- and beginner-friendly single-track mountain bike trail to the Ashland trail system will increase mountain bike tourism to the City. Increased access to the national \$133 billion/year cycling industry will strengthen and diversify the local tourism economy. The adaptive-friendly design of the proposed trail will cater to a user group that is underserved by mountain bike trail destinations elsewhere.

The proposed trail for children and beginners will provide local and visiting families with an accessible and safe venue to build the skill and conditioning necessary to progress toward riding Ashland's existing but more challenging trails. The downhill trail will have widths (3-4') and grades (less than 4%) appropriate to adaptive and beginner riders. The trail will also have rolling features that will provide opportunities to slow down without braking. For more advanced riders, these same features will provide opportunities for pumping, small jumps and flow, all more advanced (and fun) riding skills. A sign at the top of the trail could remind advanced trail riders that this trail is frequently used by beginners and adaptive riders and to check their speed and watch out for slower riders, passing only when it is safe to do so.

The trails have been specifically designed and located to have high levels of visibility, both for riders of different speeds to be able to share the trail safely and allow for safe intersections with currently existing pedestrian trails. As in other areas of the watershed, separate, specifically designated bike and pedestrian trails are safer and

help to avoid conflicts between different user types. Finally, giving cyclists a fun, safe way to travel between the trailheads and town will help to decrease the use of pedestrian-only trails by cyclists and the construction/use of unsanctioned trails in this area, thereby decreasing erosion on this hillside. (During the construction period, builders would also be instructed to decommission all unsanctioned/volunteer trails that intersect the new trails and this would also be true of twice annual maintenance days.)

Increasing the numbers of users in this area also puts more “eyes on the ground” looking out for illegal camping and fires like those that happened in the summer of 2022. Additional trails would also help to break up fuel continuity on the hillside and could have a benefit in preventing spread should we be unfortunate enough to have another fire in this area. It also has the potential to decrease vehicular traffic on Windburn Way, Granite Street, Glenview Street, Fork Street and Vista Street and fewer users will feel the need to drive to the trailhead, as locals choose to ride from their houses and visitors, from downtown hotels and guest houses.

Finally, a trail connecting more recreational users to the downtown area is likely to create additional benefit for downtown businesses where mountain bikers will access pre- and post-ride services, food and beverages. (Numerous studies support the positive impact of mountain bikers on local economies. See sources 1-10 below.) Finally, the end of the trail on Pioneer Street will be just a couple of blocks from the paid city parking lot, which is currently under-utilized.

Proposed Change:

Creation of separated uphill and downhill trails connecting the north end of the dirt section of Pioneer Street and the parking area at the city quarry at the trailheads for BTI, Jabberwocky, Snark and Bandersnatch trails. The downhill trail would be low-angle (4% or less grade throughout), machine-built, undulating trail designed to be beginner-friendly and to give riders of all ability levels direct access between downtown Ashland and the watershed trails. The uphill trail would be similarly low-angle but narrower and hand-built with a steady gradient to facilitate climbing.

Current Proposal Status:

There have been several meetings of the Glenview Hillside Trail Subcommittee that included representatives from Ashland City Council, APRC, Forest Lands Commission, RVMBA, APR staff and other members of the public. The group met, set goals, flagged potential trail routes and walked using GPS, with a trail map attached to this application. Two versions of the trail application were initially

submitted to the full Ashland Trails Advisory Committee, one with the lower end of the trail terminating on Pioneer Street and the other extending below Pioneer to terminate at the Ashland Plaza. ATAC recommended considering only the shorter version at this time and the application under submission represents a revision of this proposal, including concerns and suggestions of committee members and other stakeholders. This new draft of the proposal is being presented to the newly reconstituted TAC.

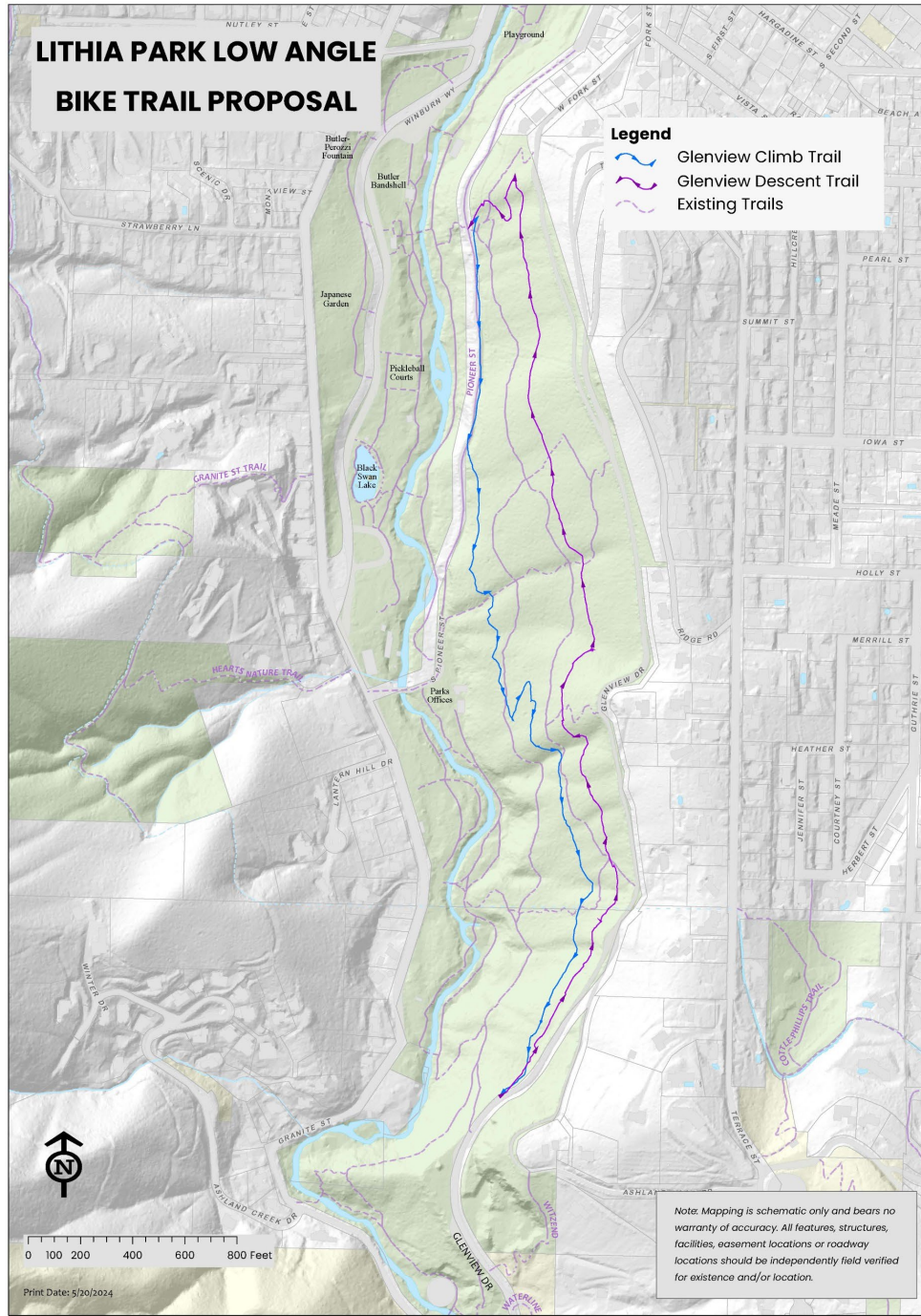
Please describe in detail the benefits that will be realized by the project. Include potential benefits to the citizens of Ashland, the environment, and users of the City of Ashland and APRC managed lands.

As detailed above, this trail would:

- Create a safe, car-free, route for mountain bikers to access the downtown area from the watershed trails.
- Create the first adaptive- and beginner-friendly mountain bike trail in the Ashland watershed with easy access for those new to the sport.
- Decrease user conflicts by giving mountain bikers a fun, safe alternative to riding trails that are designated for pedestrian traffic only. A high-visibility design will also help keep trail crossings safe and allow riders of different speeds and abilities to enjoy the trail together.
- A sanctioned, well-built mountain bike trail (coupled with decommissioning unsanctioned trails in the area) will decrease the creation and use of unsanctioned trails in this area and thereby reduce erosion.
- More trail users on the hillside will increase visibility and the likelihood of reporting illegal and dangerous campsites and fires on the hillside.
- Decrease vehicular traffic through and around Lithia Park.
- Decrease motor vehicle vs bicycle accidents on road that currently access the trailhead on Glenview St, especially on Windburn Way.
- Providing mountain bike enthusiasts safe, fun, direct access to downtown Ashland is also a potential boon to business. It would also be another feather in the cap of our city as we become a mountain biking destination, diversifying our tourist economy as we draw visitors to our town for a variety of reasons.

Part C: Map and Fire Risk

Please attach a screenshot of a map of the trail. Provide a GPS'd map link to the same (e.g., Caltopo) and a statement about which fire zone this is in (refer to Ashland Forest Plan interactive map).



According to the Ashland Forest Plan Interactive Map, our route is primarily in unit UL-5. This unit is rated Extreme. As mentioned above, there were two fires in this area in 2022 started by people camping illegally on the hillside.

Construction Proposal: What tools will be needed to construct the trail? What labor force will be used?

Members of the subcommittee would like to hire a professional trail builder to construct the downhill trail with a mechanical trail building machine, most commonly a mini excavator. Track widths of 38"-52" are commonly used for trails of this length/style, which, coupled with the low angle of the trail meets the requirements for adaptive riders. The advantages of machine-built trails vs hand built include: -

- Appropriate backslope/bench cut, which is very hard (but not impossible) to achieve with volunteer labor.
- Ability to add features like rollers without asking volunteers to move large quantities of dirt by hand.
- Ability to move large boulders/rocks either out of the way or into place with minimal effort.
- Speed of construction goes from 2-3 months to 2-3 weeks.
- A trail like this built and compacted by machine is less likely to wear and erode with time.
- A team of 2-6 experienced volunteers to help hand finish the trail, and/or provide a larger volunteer pool to compact the trail before opening.

The uphill trail could be far narrower, much like the current pedestrian trails and would not have features or need a significant bench cut. We estimate a total of 3-5 trail building days over 3 months to complete the project. The trails would not have to open concurrently. For these trails, necessary tools (shovels, picks, mcleod tools) could be supplied by volunteers themselves and by sponsoring organizations like RVMBA.

The process for trail planning, construction: -

- Create RFP for downhill trail construction, released for a 45 day window.
- TAC chair and APR staff review RFP submissions and select a contractor based on scoring rubric.
- Issue Notice to Mobilize/Proceed with Construction to contractor.
- Subcommittee members and APR staff hike/lay out trail design with contractor.
- Contractor mobilizes equipment and builds trail.
- Volunteers assist the contractor in hand finishing/shaping/compacting trail.
- Contractor ensures rehab occurs as they build, including any damage from tracks/ machine being rehabbed appropriately.
- TAC members and APR staff walk finished trail for final approval.

Maintenance Proposal: NOTE: the organization proposing the new trail or modification is responsible for the maintenance of that trail. If the expectation is that City will somehow pitch in, please provide cost estimates and what the expectations are (person-hours, equipment, etc).

RVMB, Ashland Devo, Team Handlebar and others in the local community complete roughly 1700 hours of volunteer service yearly. More maintenance is required on trails that see the most usage. Certain trail features can be implemented to control maintenance needs, such as average grades of < 10%, grade reversals, and implementing natural rocks where appropriate. Glenview Hillside Trail has been flagged with these considerations in place (for example, the grade is kept at under 4% for beginner riders throughout). We would anticipate 2 volunteer days per year needed to upkeep this trail, and the organizations above have expressed willingness to add this new trail to the list of trails maintained by volunteers with their organizations. Easy access, and low elevation create easier opportunities for work parties. Volunteer days take place between November-March, during our rainiest months. Maintenance cannot be completed outside of this window unless water is brought in off site. Expectations would be a yearly inspection to ensure integrity of structure. As this trail is being proposed as partially machine built, it would be reasonable to consider a machine pass every 3-5 years for a rebuild, using the same standards (ie same size machine or smaller, same trail width, etc) to give the trail a cleanup and reset that's difficult to accomplish fully with hand crews. The cost could come from the APRC trails budget if adequate or a public/community partnership with user groups (principally RVMB and Ashland Devo). Assuming there are no changes to current staffing, any such work would be contracted, not performed by APRC staff.

Part E: Additional Information

Impact on parking, if any:

It is anticipated that this trail's creation would decrease parking pressure above the swimming reservoir at the top of Lithia Park and at the quarry on Glenview as recreational users can access the trail network directly from their homes and from downtown Ashland. The downhill end of the trail will be within two blocks of the paid public parking lot on Hargadine, which is currently lightly utilized and may create opportunities for parking revenues for the city.

Impact on foot or car traffic:

We anticipate these trails will decrease bicycle and vehicle traffic on Winburn Way, Glenview, Fork and other streets that access the current trailhead, helping to decrease congestion and decrease the risk of collisions between cyclists and motorists, especially in the area of head-in parking on Winburn Way and on narrow dirt roads above the park. (There are many trail users who already utilize Pioneer for this purpose and there has

been talk of a “Pioneer Promenade” to encourage more use). The trails in question cross the pedestrian trails currently on the hillside and care was taken to keep these intersections in high-visibility areas and in areas where cyclists are likely to be traveling at low speeds (i.e. short sections of uphill in the downhill trail). Since unsanctioned use of the current pedestrian trails by cyclists is occurring now, we anticipate that conflicts with pedestrian trail users would be likely to decrease once cyclists have an enjoyable dedicated route to safely access the amenities of downtown Ashland.

Impact on neighborhood(s):

This trail is likely to increase bicycle traffic on Pioneer street, including on the paved section that has houses on the east side and Lithia Park on the west side and the section that goes into downtown through the OSF where there is a crosswalk connecting the Thomas Theater to “the bricks” outside the entrance to the Elizabethan and Bowmer theaters where the Greenshow stage is located. Current Strava use data does show fairly high levels of both foot traffic and bicycle traffic in these areas, including at times when OSF may have theater goers crossing the street.

Review of 10 years of accident data From 2014 to 2024 from the City of Ashland transportation department shows a total of 6 accidents involving bicycles on Pioneer Street above East Main. During this same time period, there were 35 reported bicycle-involved accidents on Winburn Way between Nutley and the Plaza and an additional 16 between the parking area at the Quarry on Glenview, Granite above Winburn Way and Winburn way above Nutley. Accident data can be found at <https://gis.ashland.or.us/accident/>. The map posted below pulls data from this database, filtered by data from 2014 to 2024 and accidents that involved bicyclists. Each dot on the map represents a reported accident that involved a bicyclist during that time period. Not included, of course, are near misses or accidents that were not reported.



Were this proposal to be adopted, we may consider collaborating with the transportation safety commission and transportation department to discuss additional interventions to further reduce risk of negative interactions between motor vehicles, pedestrians and bicycles. This could include a sign to remind cyclists of motor vehicles coming down Fork Street and pedestrians on Pioneer between Hargadine and East Main. Relative to having cyclists on Winburn Way, this data supports that directing bicycle traffic on Pioneer still represents a net benefit as there is much less motor vehicular traffic, well-marked pedestrian through-ways and traffic signals where bicycles would enter downtown traffic.

Impact on flora and fauna (if known, or potential):

The downhill trail bed will be approximately 36-48" wide and small shrubs/grasses will need to be removed in the trail path. Care has been taken to avoid the root systems of larger trees. Several large branches/offshoots of larger clumps of Madrone, Doug Fir, and Oaks will need to be removed. These branches are not more than 10" DBH. There are already existing trails in the area. This area is already traversed by pedestrian trails and is bordered by the heavily utilized riparian corridor of Lithia Park below and by a trafficked road and houses above. Any wildlife currently utilizing this area would by necessity already have a relatively high tolerance for human interaction. Certainly, any animals that are not tolerant of the level of noise created by a mountain bike would not be expected in the area immediately adjacent to the trail while it is in use. Multiple studies support that there is little difference between the impact of mountain biking on well-built trails upon flora, fauna and soils relative to pedestrian (or equestrian trail use) and that the impacts of mountain bikes are less than motor vehicles and roads. (See sources 11-24 below.)

Impact on drainage, soils (if known, or potential)

The soils are a mix of decomposed granite and sandy loam. The trail crosses at least one draw which did not appear to have any active flow of surface water, even in the rainy season. If there appears to be more active drainage in that area on construction, a culvert or similar pass-through could be considered, though pedestrian trails in the area have not required this. The construction of any trail and the subsequent use thereof has impacts on erosion, primarily impacting the area immediately downhill of the trail. Because this trail is low-angle throughout and will be constructed in accordance with current best practices, we anticipate little in the way of additional erosion due to the trail.

Impact on other trails (adverse: traffic, shortcut opportunities, dropping down, etc, but also beneficial: loops and connections afforded etc)

Positive Impacts:

- Creates direct access for mountain bikers between downtown Ashland and the mountain biking trails in our watershed which is safe, fun and avoids conflict with motor vehicles and pedestrians.
- Creates Ashland's first true beginner and adaptive mountain bike trail where adaptive riders, children and other beginners can hone their skills close to town before moving on to the more advanced trails in the rest of the watershed.

Negative Impacts:

- There are some pedestrians who currently utilize the trails on Glenview Hillside that may consider the addition of a mountain bike trail to this area to be a detriment to their enjoyment of the area. Care was taken on the downhill trail in particular to keep it as far from the pedestrian trails as possible in this limited area.
- Unsanctioned trails: the hillside below Glenview Street currently has a number of poorly built (or "ridden-in"), unsanctioned trails. (This hillside's history is interesting in that most of the current pedestrian trails were never designed and instead were adopted and modified after being created by unsanctioned use.) Many of the current unsanctioned mountain bike trails are too steep ("fall-line" or "skid" trails), likely cause undue erosion and may access more sensitive and highly trafficked areas in the riparian area of Lithia Park along Ashland Creek. This could lead to concern that inviting bike traffic into this area could increase the proliferation of these trails. However, if we look at other areas of the watershed where purpose-made, bike-only trails have been built (Jabberwocky, Lizard, BTI and Wasabi) we see little to no activity off-trail and little to no use of pedestrian-only alternatives. (In the case of Jabberwocky, there was a long-standing unsanctioned trail in the area that managers were able to successfully decommission

once the new, better trail was built.) The well-built, sanctioned alternatives simply obviate the need or motivation for such undesirable activities. (A study out of Australia noted that “formal” trails in a park were more than 6 times as popular as “informal” trails and had less erosional impact. [18].)

Aesthetic Impacts: (What efforts will be made to respect the aesthetic beauty of the natural surroundings? How will the project contribute or detract from the natural surroundings):

The trail build will follow guidelines from BLM’s Guidelines for a Quality Trail Experience Handbook and IMBA Trail Solutions Handbook. These guidelines explain and address all issues to create a well-rounded, modern-day trail addressing all of the potential impacts listed above. One of those impacts is to build trails in an aesthetically neutral way, blending into the landscape by utilizing existing terrain features, both geographical and topographical. The entirety of the trail will be “swept” by the contractor and volunteers to ensure any exposed soils/ holes/or track marks are cleaned up by the machine. This is common practice in the industry.

Well-designed signage will be needed at both trail entrances and the trail exits, and there is ample space to place a few signposts. In keeping with the current aesthetic of the hillside, we recommend minimal signage on the hillside itself (perhaps only low small [~3-4” square] signs that point bicycles to continue along the designated path at intersections with pedestrian trails). A mountain bike on a trail can also be louder than the average pedestrian user, including the sound of tires on dirt, freewheel mechanisms of some rear hubs, potential for squealing brakes and other various rattles, etc. Overall, we do not anticipate significant detracting from natural surroundings. Positive contributions will be introducing new users to what is currently an under-utilized area quite close to downtown Ashland.

There are some in our community who may be resistant to the idea of the first mountain bike trails in Lithia Park and those community members should have the opportunity to have their concerns heard and, when possible, addressed before proceeding with the project. Specifically, those living on Pioneer Street and representatives from the Oregon Shakespeare Festival should be invited to any and all opportunities for public comment on the proposal. While we do not anticipate universal, enthusiastic support for this project, over time, we are confident that the benefits will become apparent including to community members who do not mountain bike and even those that were initially reticent about the project.

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