

The Long Trails Project

USP 549: REGIONAL PLANNING and METROPOLITAN GROWTH MANAGEMENT

Toulon School of Urban Studies and Planning
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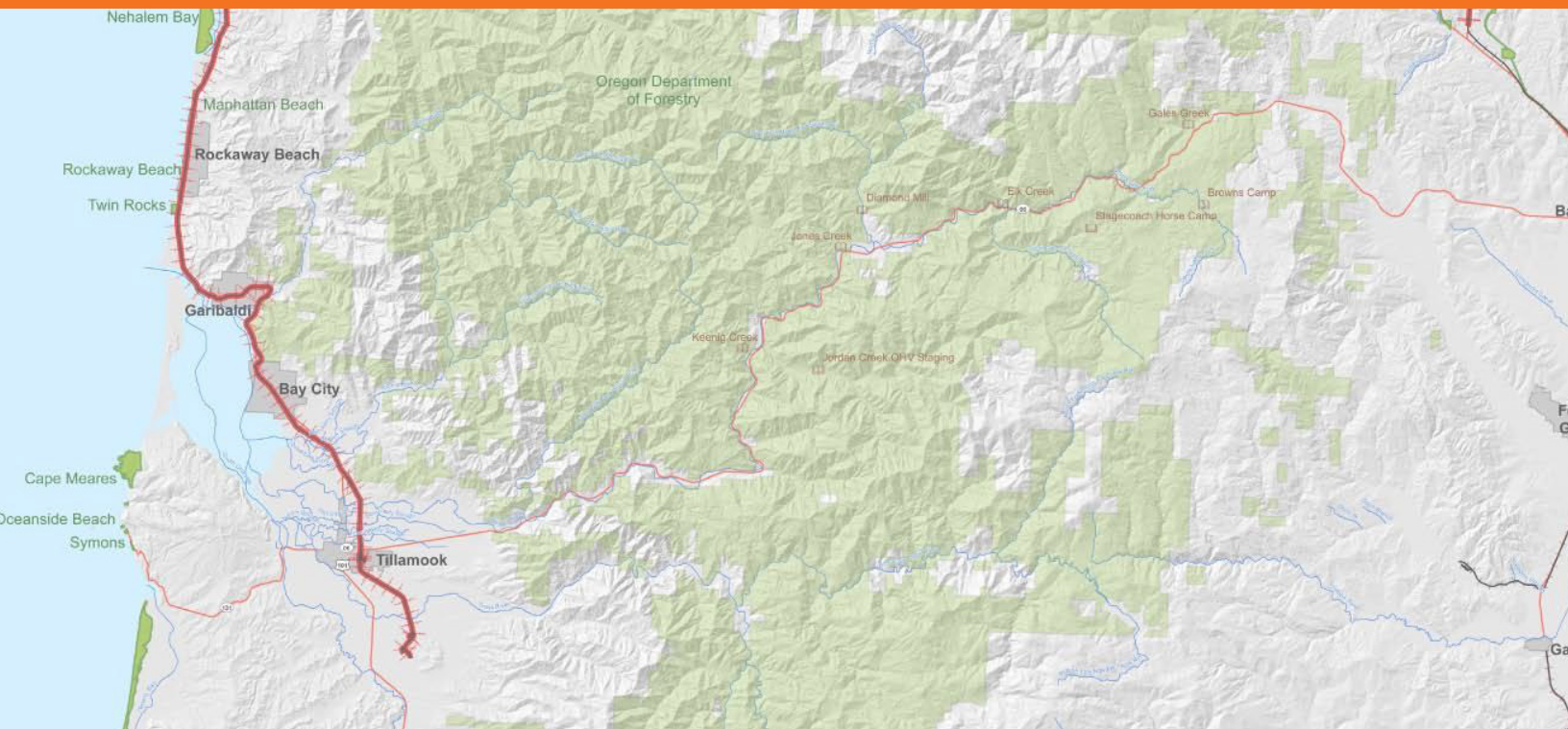


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I. Introduction and Acknowledgements

The Oregon Department of Forestry and the Oregon Parks Department are currently engaged in a joint assessment of a new trail extending from Garibaldi, on the Oregon coast, to the crest of the coast range, and following, for part of its way, the course of the Salmonberry river. Several years ago, catastrophic floods and slides wiped away the rail infrastructure along the Salmonberry, once one of the key and only rail connections between the Willamette Valley and the coast. Now, with the impossibility of retaining the rail corridor as an active rail line, the state is working towards converting it to an 80-mile trail, using the “Salmonberry Trail” as the working name.

However, this wouldn’t be the first “long trail” in our region. A “long trail” provides a human-powered recreational experience stretching over days, weeks, and occasionally months. Think of the Pacific Crest Trail, or others like it. The Salmonberry Trail could be not only a terrific project in its own right, but viewed as just the latest in a system of long trails able to provide signature hiking and biking experiences in Oregon and Southwestern Washington.

Consider, for example, that the state of Oregon owns trail right-of-way that goes from the Mt. Hood National Forest to the end of the Springwater Trail. The Springwater trail already brings hikers, bikers, commuters, and equestrians from rural Clackamas County all the way to Pioneer Square, in the heart of downtown Portland. One day, the route will continue through the metropolitan area via the Intertwine, joining the Salmonberry trail to the coast in or near the town of Banks in western Washington County. In the not-too-distant future, the well-known “Hood to Coast” race could be run and walked completely on off the right-of-way trails for its entire distance.

This Long Trails Project has been conceived in partnership with the Oregon Parks Department to provide both a context and a definition for the Salmonberry Trail as part of a larger long trails network. Our goal has been to help better understand and illustrate the value and limitations of trails development for both state and regional branding, and regional and community economic development. The Long Trails Project was conceived of as part of USP 549:Regional Planning and Metropolitan Growth Management, a course offered to graduate planning students in the Toulan School of Urban Studies and Planning at Portland State University. The class organized itself into five teams to investigate the following topics during fall term, 2012:

- ✦ **Team 1:** Trail history - Case studies of comparable trail system development in other parts of the world; examples, history, and outcomes.
- ✦ **Team 2:** The (big) regional network of long trails, planned and proposed; a set of maps and a report that helps describe the broad opportunity and the specific role for the Salmonberry in the context of a broader, regional approach to making Northwestern Oregon a trails destination.

- ✦ **Team 3:** The Demand for trails-base recreation; analysis and critique of SCORP and similar surveys; trails in the context of other recreational opportunities; long trails, short trails, loop trails, and other variants.
- ✦ **Team 4:** Trails and Community Economic Development; the potential strategic importance and contribution of trails in this region to the economy of the state, to the vitality of metropolitan Portland, and to the prospects for rural communities associated with the trails and their use; trails as branding and economic development tools.
- ✦ **Team 5:** Financing, Politics, Implementation strategies and next steps, using the Salmonberry and other trails (Pacific Crest, Springwater, the Intertwine, etc.) as examples.

This document presents the final report from each of the teams. Our intent is for the information presented here to be used widely as the Salmonberry and other projects proceed. We believe that long trails can and should play an important part in how we describe our regions, both to each other and to those from far away. Each of the long trails initiatives, like the Salmonberry, are exciting opportunities on their own. However, conceiving of them as part of a system makes the promise and potential for any one project much greater, and for returning real benefits to involved communities that much greater.

Each of the teams developed its report during the fall term, with a final presentation to Mark Davison (OPRD), John Barnes (ODF), Ken Pirie (Walker Macy), and Jim Thayer (Forest Walker), Mel Huie (Metro and The Intertwine), and several others. The following five chapters are those reports. This document was designed and produced by Lisa Harrison, a student in the class. This project could not have been done without the assistance, encouragement, and support of Davison, Barnes, and Thayer, though of course, all errors and confusion are the responsibility of the authors and the instructor. However, and importantly, this project could not have been done without the enthusiasm, expertise, and creative thinking of each of the students. The instructor thanks them for engaging this topic in a spirit of discovery and enthusiasm.

For additional information about this document, please contact the instructor, Ethan Seltzer, at: seltzere@pdx.edu or 503-725-5169.

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II. History of Long Trails and Regional Trail Networks

INTRODUCTION

A review of the history of long trails can inform the trail development process. From ancient pilgrimage trails to modern recreational trails, these human-scale systems are an important component of human society and human ecology. Within the context of the Salmonberry Trail and its surrounding network, this history focuses on long trails primarily within North America. American Indian trails have existed since time immemorial, but documentation is limited. As one point of reference, Figure 1 (Federal Township Survey Map of 1852) shows American Indian trails in 1852 within the Portland area, east of the proposed Salmonberry long trail network. Sixty years after the creation of this map, long trails both known and contemplated today began to take shape as opportunities for recreation.

This research involved coordination between team members to develop a matrix of over 50 trails, which were then divided into three chronological designations: 1) Ancient, 2) Post-industrial, and 3) Modern. This history focuses on 10 case studies, beginning with an ancient pilgrimage trail. From there we discuss the development of several National Scenic Trails (NSTs), which are long distance, non-motorized trails that follow major geographic features or pass through scenic areas. Finally, current trail networks are explored that have been developed within the last couple of decades. Because other sections of this report address examples from a particular perspective, such as implementation or funding, this review of case studies is approached through a broad exploratory lens focused on major lessons learned in terms of trail project visioning. A review of these regional endeavors provides important lessons to carry forth in the development of the Salmonberry long trail and the greater regional trail network.

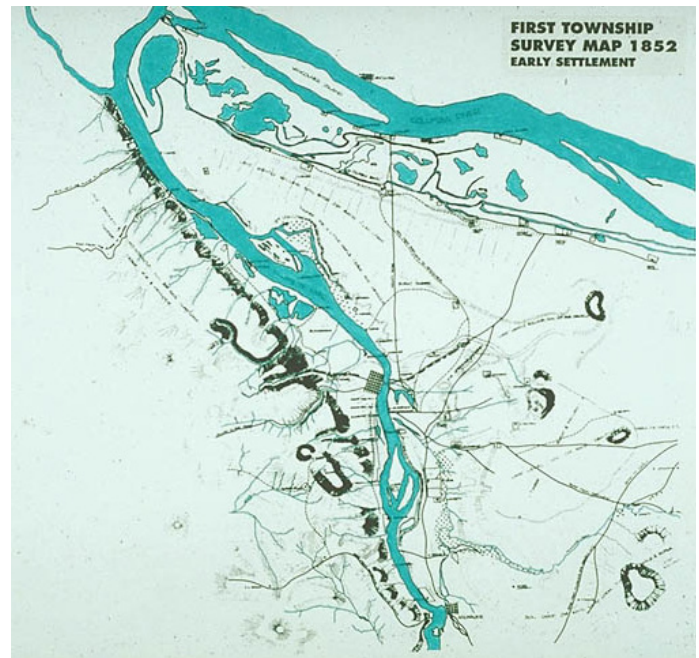
PRIMITIVE LONG TRAILS

Way of St. James

The Way of St. James has existed for more than one thousand years as a pilgrimage trail. Traditionally, the Way began at one's home and ended at a pilgrimage site, but by the 1980s only a few pilgrims per year arrived in Santiago de Compostela, Spain. In more recent years the route has attracted a growing number of modern-day pilgrims from around the globe, including more than 240,000 visitors in 2010. In addition to many others who travel for non-religious reasons, pilgrims set out each year from their front doorstep to make their way to Santiago, traveling by foot, bicycle, horseback, or donkey. They do so seeking a respite from modern life as well as a spiritual adventure.

Historically, the daily needs of pilgrims on their way to and from Compostela were met by a series of "hospitals and hospices" which enjoyed royal protection and were a lucrative source of revenue. There was also the sale of badges and souvenirs. The pilgrimage route to Santiago de Compostela was possible because of the

Figure 1: Federal Township Survey Map of 1852



Source: PBOT - <http://www.portlandoregon.gov/transportation/article/65571>

protection and freedom provided by the King of France, where the majority of pilgrims originated. Enterprising French people settled in towns along the pilgrimage routes, where their names appear in the archives.

The official guide for the pilgrimage was the Codex Calixtinus which was published around 1140. The 5th book of the Codex is still considered the definitive source for many modern guidebooks. Four pilgrimage routes listed in the Codex originate in France and converge at Puente la Reina. From there, a well-defined route crosses northern Spain, linking Burgos, Carrión de los Condes, Sahagún, León, Astorga, and Compostela.

Today most pilgrims carry a document called the credencial, purchased for a few euros from a Spanish tourist agency. The stamped credencial is necessary for those wanting to obtain a compostela: a certificate of accomplishment for completing the Way, which entails walking a minimum of 100km or cycling 200km.

Siskiyou Trail

In the early 19th Century fur traders from the Missouri and Platte rivers, Quebec, and Montreal took up residence in the Pacific Northwest after pushing across the Rocky Mountains. The Hudson's Bay Company established Fort Vancouver in order to capitalize on the fur trade in this region. Expeditions south to California in 1829 were subsequently funded in order to take advantage of a growing fur trade in that region. The trail followed existing Native American paths as they provided the most direct routes through the region. The Siskiyou Trail stretched from Fort

Vancouver down the Willamette River, then through the Umpqua and Rogue River valleys over the Siskiyou Mountains, through the Klamath River valley, down the Sacramento River and finally to the San Francisco Bay.

By 1845 the pelt trade had died down and the trail was at its lowest point of use. But then in 1848 the gold rush began, with a new boom in the Siskiyou Trail's use. In the 1850s the trail became a horse trail, followed by a wagon road, and then a turnpike as California developed. In 1887 the trail was used as the basis for a railway. Eventually Interstate Highway 5 was constructed following almost the same route, though explosives and powerful equipment allowed it to take a much straighter path.

POST-INDUSTRIAL LONG TRAILS

Vermont Long Trail and New York/New Jersey Trail Conference

Overview

The Vermont Long Trail and New York/New Jersey Trail Conference represent a pivotal moment in trail history. In 1910, James P. Taylor expressed his vision to connect the people of Vermont to their natural environment and formed the Green Mountain Club to pursue this dream. The first long trail in the country, the 272-mile Vermont Long Trail was completed in 1930 after 20 years of work by thousands of volunteers.

The work of Taylor and the Green Mountain Club inspired the formation of the Palisades Interstate Trail Conference in 1920, which later became the New York/New Jersey Trail Conference. Formed by hiking groups that emerged during this time, the Conference aimed to create a regional trail network for the residents of their metropolitan region, motivated by a desire to provide a natural retreat from urbanity. When Benton MacKaye authored his article about an Appalachian Trail in 1921, it furthered the Conference's momentum and enthusiasm to create the sort of legacy project that would significantly enhance the recreational opportunities for the region's residents.

The organizations that formed almost 100 years ago still exist today in their roles as stewards of these natural assets. The Green Mountain Club created the Long Trail Protection Program in 1986 in response to 30 miles of trail being put up for sale, landowners closing sections, and the realization that 30 more miles had no legal protection for public use. They have since been pursuing ownership of trail sections as well as property surrounding it, with only 10 miles of trail remaining in private hands today.

Key Lessons Learned

Without the leadership of visionaries, these trails likely would not have been created. The organic formation of volunteer groups passionate about creating a legacy for their regions was crucial to the trails' development. Stewardship organizations formed at the beginning of these trails' development still exist today in both cases, dedicated to preserving the trails and promoting their use.

Figure 2: Siskiyou Trail

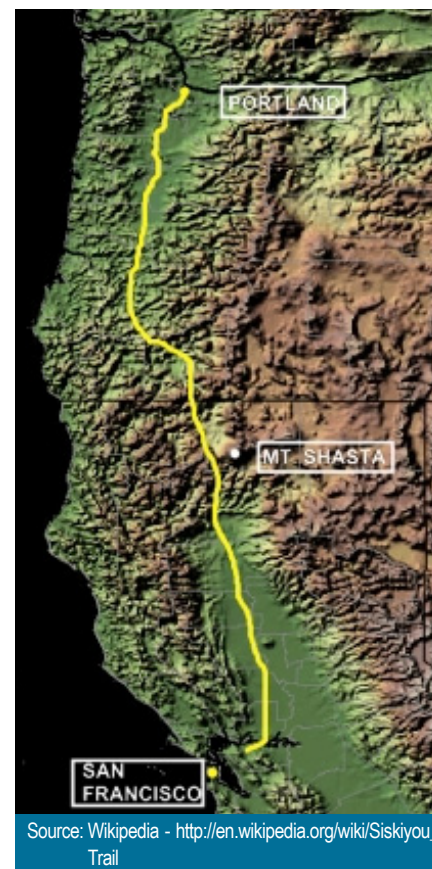


Figure 3: Green Mountain Club



In the case of the Vermont Long Trail, what happened in the mid-1980's shows that their efforts are still vital and that long trails are not necessarily permanent once completed.

Appalachian Trail

Benton MacKaye first proposed the Appalachian Trail in his 1921 article "An Appalachian Trail: A Project in Regional Planning." Looking across the span of the Appalachian belt, MacKaye saw "vast areas of secluded forests, pastoral lands, and water courses, which, with proper facilities and protection, could be made to serve as the breath of a real life for the toilers in the bee-hive cities along the Atlantic seaboard and elsewhere." He saw the belt's 25 million acres as an untapped resource for agriculture and employment for "a whole new rural population" at a time when more Americans lived in the cities than the countryside. His proposal had four components: 1) The trail, 2) Shelter camps for hikers to overnight, 3) Community groups to maintain the trails, and 4) Food and farm camps. MacKaye suggested that while each segment should be created and maintained by its state or local communities, the federal government should loosely oversee the project and deal with private property conflicts where they arose.

In March of 1925, MacKaye and the Regional Planning Association convened the Appalachian Trail Conference to develop a plan to build the trail and created an organization to carry out the task. Although a few miles of trail had been built by the organization's first chair, little progress was made for three years until retired Judge Arthur Perkins and a young lawyer named Myron Avery took over, focusing the project on establishing a hiking trail. Benton MacKaye's vision and role in the project faded. Between 1932 and 1937, Avery and a group of approximately 200 activists identified and built routes, established local clubs in each state, set standards, published guides and maps, and negotiated with national parks and federal agencies. The footpath they built ran 2,000 miles from Mt. Oglethorpe, Georgia, to Baxter Peak in Maine.

Due to natural disasters the trail became fragmented. With the Great Depression and WWII, it wasn't until 1951 that funding and labor were available to reconnect the segments into a single trail. The original trail ran along roads and private property that experienced increasing development pressure following WWII. In the early 1960s, the organization's new chair and a small group of its members began a project to greatly expand the organization's membership and then seek federal support for protecting the Trail and the surrounding lands from development.

In 1965, President Johnson called out the national need for a national trail network as a tool for environmental and community health.. That year, the Bureau of Outdoor Recreation convened a four-member steering committee from four federal agencies that produced a volume of documents, "Trails for America" (TFA), in 1966, a nationwide trail study, under the direction of Secretary of Interior Stewart L. Udall. This provided the basis for the National Trails System Act (NTSA) of 1968, which provided the framework for a national network of recreational, scenic trails.

Figure 4: Appalachian Trail



Although the federal government encouraged states to purchase lands for the trail and delegated authorities to the National Park Service and Forest Service, it wasn't until 1978, when President Carter signed into law a series of NTSA amendments that provided \$100 million in Land and Water Conservation Funds, that land was actually acquired and protected. Since that time, the original Appalachian Trail organization became the Appalachian Trail Conservancy, which now oversees one of the nation's largest and most complex land protection programs.

Key Lessons Learned

An exciting or revolutionary vision must be generated and associated with a planning body in some form. The Appalachian Trail concept started with Benton MacKaye's vision that city worker's free time could be spent in the outdoors, providing benefit to the land through work camps, while rebuilding workers' health. His plan had both economic and environmental benefits, and served to reinforce state and local rights over the land.

Multi-year periods of inactivity or paralysis should be expected due to the need for multi-party buy-in, funding, political will, outside events. For the Appalachian Trail, there was a 3 year period where little was accomplished until new leadership took over, then after the first trail was completed, the trail was severely damaged by a hurricane, funding disappeared during the Great Depression, and manpower disappeared as the nation focused on WWII.

Leadership of the project can change repeatedly without problem. The Appalachian Trail was pioneered by Benton MacKaye and the Regional Planning Association, handed off to an implementing organization chaired by Major William Welch, and then taken over by a retired judge and young lawyer (Perkins and Avery). Vision for the project must be shaped by those who are actually involved in making it happen.

LONG TRAILS SINCE THE 1970'S

The Pacific Crest Trail

The Pacific Crest Trail (PCT) stretches from Canada to Mexico and was also established through the NTSA. Portions had been constructed as early as the 1920s, so a continuous system came together organically. Thus its National Scenic Trail designation simply affirmed a commitment to fill the gaps in order to build a continuous trail. The United States Forest Service (USFS) Pacific Northwest Region established the Cascade Crest and Oregon Skyline trail routes as the PCT in Oregon and Washington. Concurrently, Clinton Clarke convened hiking and riding clubs the Pacific Crest Trail System Conference in California.

The United States Forest Service holds responsibility as coordinating entity for this trail. The agency developed a Memorandum of Understanding with the National Park Service in 1971 and one with the Bureau of Land Management in 1972 in order to define jurisdictional boundaries where overlaps existed.

The Pacific Crest National Scenic Trail Advisory Council (PCNSTAC) was convened in 1970, and assisted in the route selection process while providing advice to the Secretary of Agriculture on the development and management of the trail. Out of 2,560 total miles, 1,275 were already in existence prior to the approval of the official trail location. One current issue involves the inclusion of cycling as a permitted use. "Sharing the PCT: The Reassessment Initiative" currently advocates for this as a part of a greater effort for the government to reassess cycling on historic foot and equestrian paths. A strong grassroots stewardship network continues to steward the PCT.

Key Lessons Learned

An engaged coordinating entity must be formed in order to guide the vision of the project. The PCT Comprehensive Plan cites PCNSTAC as an active working body to which a great deal of credit must fall for the accomplishments on the Pacific Crest Trail since 1970.

Connection between fragmented sections provided an organic momentum to develop this into a National Scenic Trail. There must be a need for a connection to take place within a regional framework of other trails and users that would benefit from filling a particular gap.

Figure 5: Pacific Crest Trail

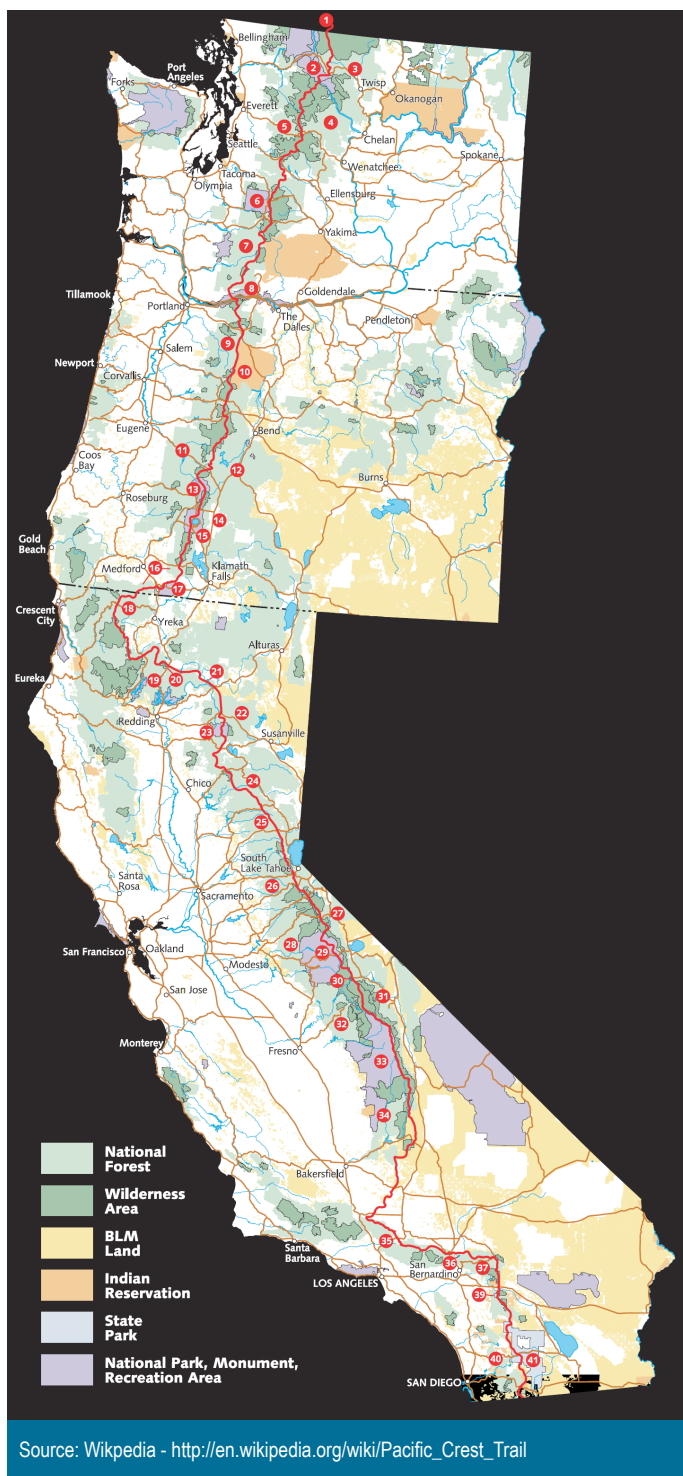


Figure 6: North Country National Scenic Trail



North Country National Scenic Trail

According to the NSTA, the North Country National Scenic Trail (NST) was intended to be: A trail of approximately thirty-two hundred miles, extending from eastern New York State to the vicinity of Lake Sakakawea in North Dakota, following the approximate route depicted on the map identified as “Proposed North Country Trail – Vicinity Map” in the Department of Interior “North Country Trail Report,” dated June 1975.

The estimated length in the authorizing legislation was 3,200 miles, but as work progresses, it has become clear that the actual length will approach 4,200 miles (Figure X (Insert NCNST MAP)). When completed, the North Country NST will extend from the vicinity of Crown Point, New York, to Lake Sakakawea State Park in North Dakota, where it will join the route of the Lewis and Clark National Historic Trail. The span of the trail, from the Lewis and Clark Trail (on the Missouri River in North Dakota) to the Appalachian Trail (in the Green Mountains of Vermont), is one of the longest in the United States and nearly twice as long as the Appalachian NST. Currently, more than 1,700 miles of the North Country NST are in place and certified to meet the National Park Service standards of a NST. Another 300 off-road miles of trail are walkable as part of the route, but not certified because local management allows some motorized or other non-compatible use.

In accordance to the NSTA, the National Park Service is responsible for the overall administration of the North Country NST. However, the actual physical location, trail construction, maintenance, and management of the trail will be accomplished through the efforts of many cooperating Federal, state, and local agencies; private trail organizations; and the good will of private landowners.

Key Lessons Learned

The National Trails System Act did not provide for sustained funding of designated trails operations, maintenance and development, nor does the Act authorize dedicated funds for land acquisition. Unlike most of the other trails mentioned in this document this national trail is administered by the National Park Service under the authority of the National Trails System Act. This trail was established by connecting shorter existing trails and will be further developed into an even longer trail in the future called the Sea-to-Sea.

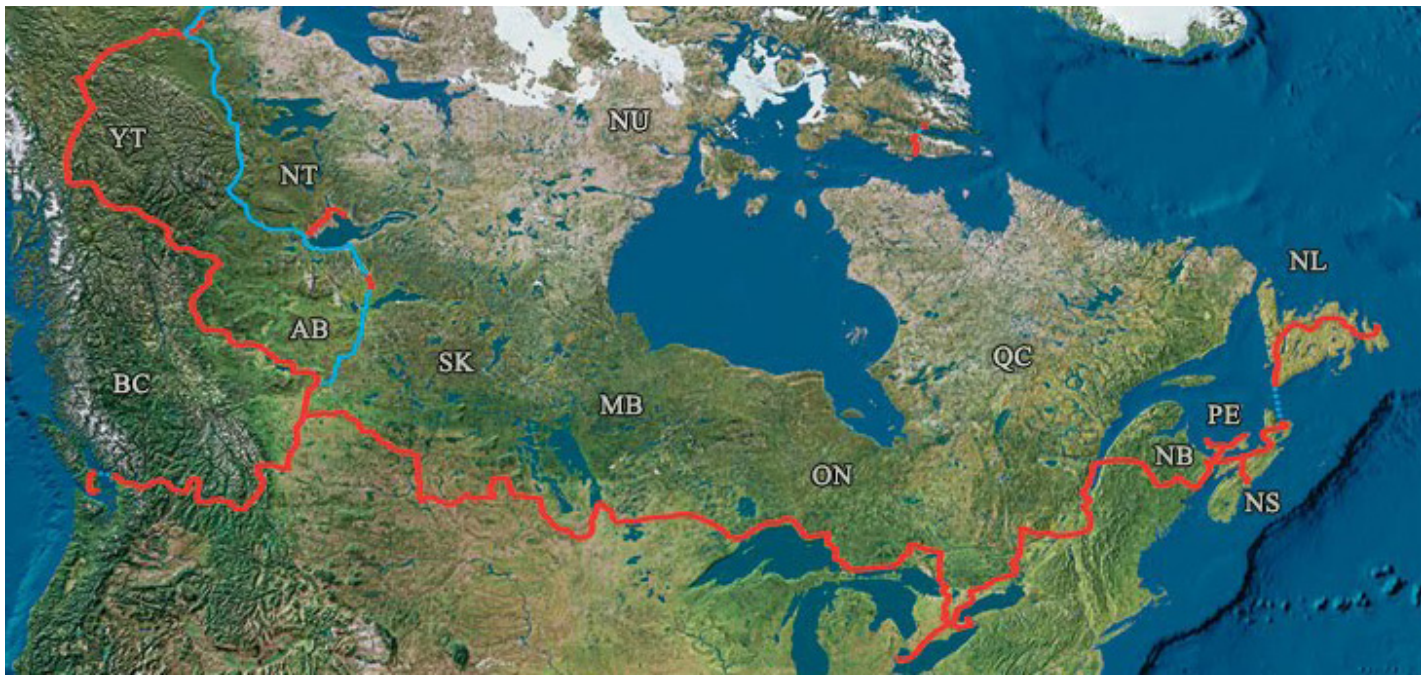
Trans-Canada Trail

Overview

In honor of Canada’s 125th anniversary in 1992, Pierre Camu and William Pratt set out to connect Canadians through a national trail network known as the Trans Canada Trail (TCT). Twenty years later more than 10,400 miles of trail are operational and the completion of the remaining 30% of the trail is projected to coincide with Canada’s 150th anniversary.

Currently there are six long trails in Canada: the National Hiking Trail of Canada, International Appalachian Trail, Bruce Trail, Great Divide Trail, Trans-Canadian Snowmobile Trail, and the Trans Canada Trail. The TCT is the longest of these and is made up of more than 500 local and regional trails knitted together to form one continuous route. When it is completed in 2017, the TCT will stretch 14,000 miles from the Atlantic to the Pacific to the Arctic Oceans and it will be one of the longest trails in the world (See Figure X, Trans Canada Trail Map).

Figure 7: Trans-Canada Trail



Source: RunFortl (blog) - <http://runandbecome.blogspot.com/>

The Trans Canada Trail is a collaborative, multiple stakeholder effort. Trail sections are owned, operated and maintained by local organizations, provincial authorities, national agencies and municipalities across Canada. The Trans Canada Trail Organization, a federally registered charitable organization, is central in promoting, assisting, and funding the TCT development. However, this organization does not own or operate any trail segment of the TCT. Instead, provincial and territorial organizations are responsible for advocating the Trail in their region. The provincial and territorial partnerships with local trail-building organizations are an integral part of the Trans Canada Trail and are the “driving force” behind its development (Trans Canada Trail Sentier Trancanadien, 2011). According to the Trans Canada Trail organization, the collective TCT membership represents approximately 1,500,000 volunteers across Canada.

Individuals, families, organizations, corporations, foundations, and all levels of government have contributed financially to the TCT. In fact, the Government of Canada has provided over \$35 million in funding, including \$15 million from the Department of Canadian Heritage for trail construction, and \$10 million from Parks Canada in October 2010 (Trans Canada Trail Sentier Trancanadien, 2011).

The Trail is geographically diverse. It has been established along existing trails, parks and Crown lands, abandoned railway lines, alongside railway lines and across private land. There are six preferred trail activities on the Trans Canada Trail: walking / hiking, cycling, horseback riding, cross country skiing, snowmobiling and canoeing. In many cases the Trans Canada Trail provides a backbone or connectivity for regional trail networks. Its

development was a stimulus for the creation of a number of new provincial trail associations and hundreds of new local trail groups.

Key Lessons Learned

This legacy project provided unifying vision and trail development was made possible by extensive grass roots level volunteerism. Regional governance structures are important for multi-jurisdictional coordination, fundraising, and trail development support.

TCT was never envisioned to be the shortest line from coast to coast. Instead, it was designed to connect as many communities as possible using existing infrastructure and out-of-service rail corridors.

The Arizona Trail

The Arizona Trail (AZT) extends over 800 miles from the Utah to Mexico borders. Dale Shewalter, a Flagstaff schoolteacher, originally conceived of the notion in the 1970s. He brought attention to the need 1985 by walking from border to border in order to explore the feasibility of the trail. He traveled statewide, giving presentations on his vision for “a trail connecting communities, mountains, canyons, deserts, forests, public lands, historic sites, various trail systems, wilderness areas and other points of interest,” (History of AZ Trail). Trail users of all varieties, as well as public agencies, began to embrace this concept. He received support from key individuals and entities, such as Larry Mutter, State Trails Coordinator, and the Citizen Advisory Committee to the State Parks Board.

An inventory of existing trails was done in the 1980s in order to build the network without reinventing the wheel. Dale Shewalter was hired as first paid coordinator of the Arizona Trail. As agencies came on board in the development of Arizona Trail segments, it became apparent in the 1990s that a formal partnership was necessary. The Arizona Trail Association (ATA) was incorporated in 1994 as a 501(c)(3) and became a unified voice for all Arizona trail users. These users knew the existing trail networks and were ready to volunteer their time in a variety of ways, such as: providing input on how to fill the gaps in existing trails, to build and maintain the trail, creating maps, water sources, resupply points and in raising funds and awareness. Some of the groups that have acted as trail crews include the Sierra Club, American Hiking Society, scouting/college groups, Volunteers for Outdoor America, REI, Backcountry Horsemen of America, REI, International Mountain Bicycling Association, Subaru Trail Care Crews, and more.

Several large donors, such as outdoor stores, clubs, other corporations and grants have provided substantial funding to bring the AZT where it is today. The AZT has achieved several challenging goals within the last decade, including achieving National Scenic Trail status in 2009, establishing easements and building on State Trust Lands, reestablishing the trail in areas affected by wildfires, implementing the trail in challenging topography, working through landowner opposition, absorbing day-to-day coordination within ATA that had previously been undertaken by public agencies, developing better maps and building momentum within the ATA.

Key Lessons Learned

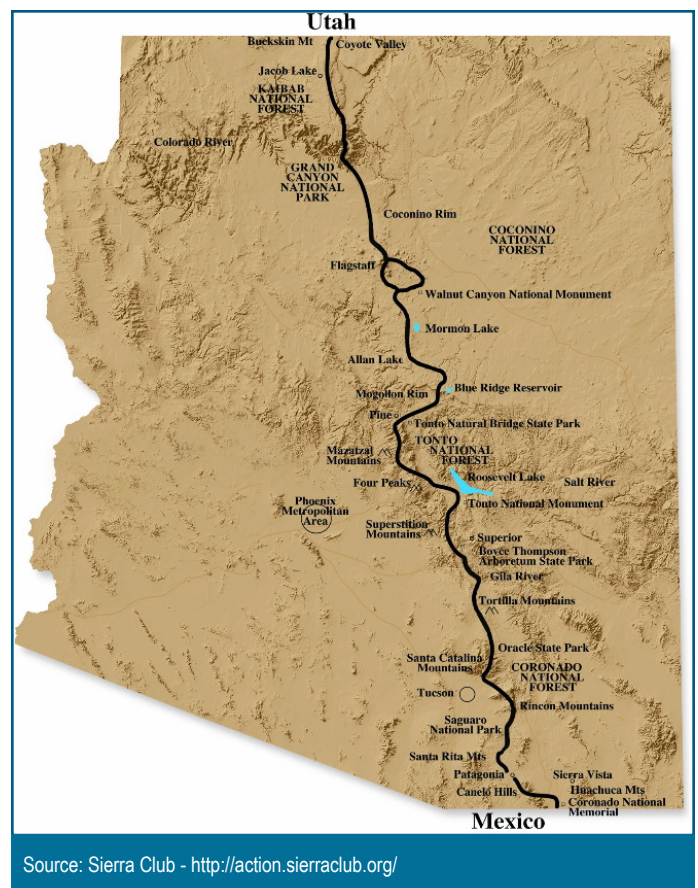
A grassroots champion knew the potential for this trail and was able to persuasively express his vision to key individuals and groups, as well as to raise public awareness through presentations and conversations. Volunteer groups and large donors were instrumental in building and maintaining the trail. The development of a non-profit organization has been a challenge in shifting coordination responsibilities from public agencies to this entity, but has proven necessary in providing a unified voice to the project.

The Circuit (Greater Philadelphia Regional Trail Network)

The identification, improvement, and completion of an extensive regional trail network is currently underway in the Greater Philadelphia region. With broad support from politicians, non-profit advocacy groups, foundations, and the general public, organizers envision the expansion of a current network containing about 250-miles of bicycle and pedestrian trails to a 750 mile system covering areas in Southeastern Pennsylvania, New Jersey, and Delaware (See Figure X (Map of The Circuit)).

The official effort to complete this network launched in May 2012, along with its new branding as The Circuit (per the results of a regional naming contest). To oversee processes along the way, organizers formed The Circuit Coalition, designated to "... coordinate and advocate for the completion of The Circuit, Greater

Figure 8: The Arizona Trail



Source: Sierra Club - <http://action.sierraclub.org/>

Philadelphia's Regional Trail Network," as stated in its governance framework document. Rationales for the network include recreation, sustainable transportation, economic development, and public health.

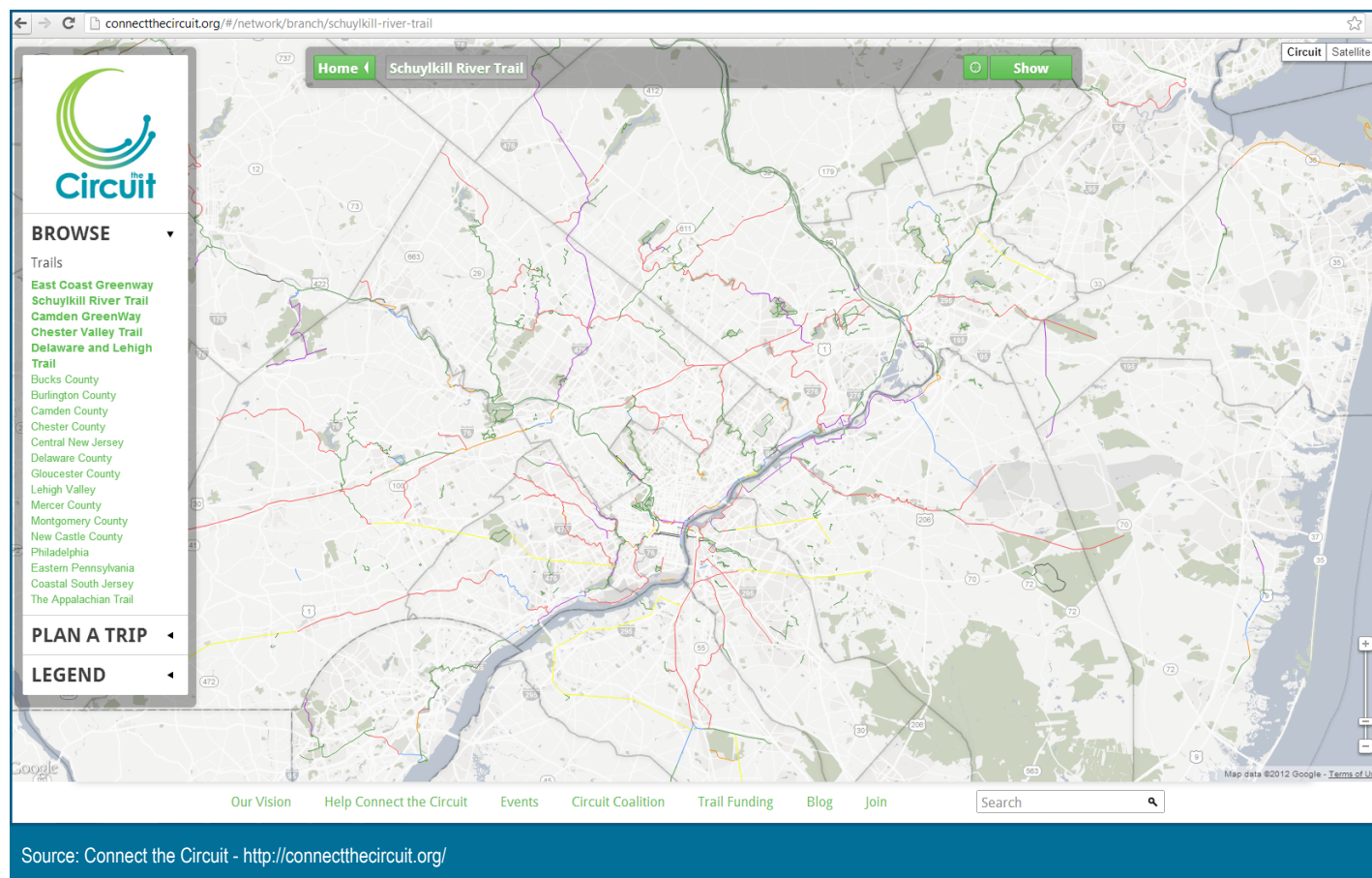
An Active Transportation Summit in June 2012 informed attendees of ambitions for The Circuit and elicited feedback regarding potential challenges. Participants identified the following obstacles, in order of most to least mentioned: 1) Funding, 2) Political Leadership, 3) Communication, 4) Neighborhood Engagement, 5) Trail Connections, 6) Education, 7) Trail Equity, and 8) Building New Partnerships.

An innovative component of the strategy to "Connect the Circuit" is the use of an interactive online map containing all current and planned trails. Users can select a trail specifically or browse trails by sub-region. The attractive, user-friendly design of the website brings the regional trail system to people in their homes, with the apparent hope that it will influence them to utilize trails and/or contribute to their completion.

Key Lessons Learned

Branding is a promising potential strategy to get buy-in and create identity. Utilization of the public can help to predict foreseeable challenges to trail/network development, and coalition-building

Figure 9: The Circuit (Greater Philadelphia Regional Trail Network)



across a wide range of organizations and agencies is necessary for success. There is also value in “aiming big” in that what might not have seemed possible at the beginning may in fact be with enough momentum. Finally, technological integration can be useful to engage the public and build support for the vision.

King County Regional Trail System

As a final example, the Seattle metropolitan region has been focusing efforts on developing its regional trail network for the last twenty years. The King County Council adopted the Regional Trails Plan in 1992 under the idea that these trails would serve as the “major arterials” of the trail system as they had the potential to serve the greatest number of people and transportation modes while providing the most accessibility. Since then the County has made a concerted effort to acquire rights-of-way, outline design standards, and gather data to inform future development. Currently the network consists of 300 miles of paved and unpaved trails, maintained by King County, local jurisdictions, WSDOT, and Washington State Parks.

In 2011 King County identified and implemented four measures of progress on the Regional Trail System: 1) Access and proximity to population, 2) Closing existing gaps in the network, 3) Redevelopment/upgrading of existing trails, and 4) Ensuring safe

trail bridges. Focusing on these measures has guided priorities for future trail development and the accomplishment of related goals such as safety and equitable access. For example, results from 2011 found that 69% of county residents lived within 1.5 miles of a network trail—just 1% short of the county’s 70% target. Future projects identified to further these goals are included in a regularly-updated Regional Trail Needs Report.

Key Lessons Learned

Setting performance measures can guide trail development in a way that aims to accomplish broader regional goals. Additionally, there is precedent in the Pacific Northwest for regional network-building, and King County may be a valuable information resource. King County’s experience shows us that formal planning for regional trails can take place, but one agency (in this case King County) should lead the way for planning processes.

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Table 1 provides a summary of key lessons learned by trail.

Table 1: Summary of lessons learned from long trail case studies

Trail	Lessons Learned
Appalachian	An exciting or revolutionary vision must be generated and associated with a planning body in some form.
	Multi-year periods of inactivity or paralysis should be expected due to the need for multi-party buy-in, funding, political will, outside events.
	Leadership of the project can change repeatedly without problem.
	Vision for the project must be shaped by those who are actually involved in making it happen.
	An exciting or revolutionary vision must be generated and associated with a planning body in some form.
Pacific Crest	The presence of a strong grassroots organization.
	Connection between fragmented sections provides an organic momentum to propel the project forward.
	The trail making process will depend on the political climate and should respond to it to reduce risks of failure.
Vermont	Without the leadership of visionaries, these trails likely would not have been created.
	The organic formation of volunteer groups passionate about creating a legacy for their regions was crucial to the trails' development.
	Stewardship organizations can be long lived and continue to preserve the trails.
North Country	Sustained funding for trail operations, maintenance, development, dedicating of lands can be difficult to find.
	The level of government and program that administers the trail should be considered early in the process.
	Long trails can be efficiently established by connecting shorter existing trails and leaving further development for the future.
Trans-Canada	Legacy projects can provide unifying vision.
	Trail development made possible by extensive grass roots level volunteerism.
	Regional governance structures important for multi-jurisdictional coordination, fundraising, and trail development support.
The Circuit (PA)	Consider branding as a potential strategy to get buy-in and create identity.
	Utilize public to predict foreseeable challenges to trail/network development.
	Coalition building across a wide range of organizations and agencies can be pivotal.
	There is value in "aiming big" in that what might not have seemed possible at the beginning may in fact be with enough momentum and time.
Arizona	Grassroots champions know the potential for the trail and are able to persuasively express vision to key individuals and groups, as well as to raise public awareness.
	Volunteer groups and large donors can be instrumental in building and maintaining the trail.
	The development of a non-profit organization can be a major challenge in shifting coordination responsibilities from away from public agencies.
King County RTS	Performance measures can guide trail development in a way that aims to accomplish broader regional goals.
	There is precedent in the Pacific Northwest for regional network-building, and King County may be a valuable information resource.
	Formal planning for regional trails can take place, but one agency should lead the way for planning processes.

CONCLUSIONS

The development of trails—and long trails in particular—indicates a basic human desire to make meaningful connections to the surrounding world. Trails examined here have served such a purpose in various ways by connecting people to each other, to religious sites, to nature, or even to economic opportunity. The Salmonberry trail and the greater regional network will contribute to this ongoing tradition.

Lessons drawn from the selected case studies have some clear patterns. In many of the examples, grassroots organizations led efforts to connect existing trails to larger regional networks. True success was found in strategic political framing. Such an approach, as is evident from these case studies, helps to gain critical momentum for projects. Building on this momentum requires stakeholders to come to the table in an intentional effort led by either a coordinating government agency or non-profit stewardship group.

Another commonality was the long-term nature of trail development. Because of complications both logistical (i.e. acquiring rights of way) and physical (i.e. challenging landscapes), long trails are not built quickly. Thus, the success thereof depends on a vision and persistent dedication to trail completion, which again highlights the importance of entities established for just such a purpose. The benefits of long trail development can indeed be great, but analyses of return-on-investment must take a broader perspective than simply short-term payoff.

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III. Long Trails in Northwestern Oregon

INTRODUCTION

Trails have long been a vital part of the Pacific Northwest's reputation as a region of recreational opportunity and splendid open spaces. Millions of people come to the region annually to explore the natural and cultural amenities through a vast but disjointed network of trails. Trails are currently managed and planned by a variety of local, state and national agencies. Although the Oregon Parks and Recreation Department (OPRD) is responsible for coordinating statewide recreation opportunities, no single organization exists to manage trail networks as a cohesive system. Organizations in the Portland area, led by Metro and the Intertwine, are working to provide an integrated regional trail system on a metropolitan scale, but opportunities exist to create larger networks that connect elements of a broader region.

The Salmonberry Corridor, a proposed trail route that connects the Tualatin valley to the coast, is an example of this type of opportunity. OPRD is interested in the idea of the Salmonberry as an element in a broader regional trails system. But before the Salmonberry can be fit conceptually within a regional trail system, the region needs to be defined and assessed. This document proposes a conception for the region and provides an inventory of regional trails and opportunities while making the case for a regional trails system.

What are Regional Trails?

OPRD and Metro define regional trails as having two similar key components. First, regional trails are non-motorized trails separated from car traffic. Segregated trails provide safe, efficient transportation and recreation options and allow unencumbered access to natural settings. Second, regional trails connect points within the region across jurisdictional, cultural or environmental boundaries, linking urban population centers to rural lands, natural open spaces and other urban cores. The importance of connectivity was made evident to OPRD during development of its most recent comprehensive state trails plan in 2004. Participants listed connectivity, including integrating the system to connect with state and federal trails, as a central issue of concern for trail development.

Why Regional Trails?

Trails are more than a means for transportation. Trails, and long trails in particular, confer benefits to society in the following areas:

Recreation

One of the leading arguments for trails is the advancement of recreational opportunities. Recreation draws tourists to the region, bringing money to local economies through the use of hotels, restaurants, gas stations and other local businesses. Trail users, local and non-local, support recreational goods companies - a strong economic sector in the region. Recreational opportunities

are also a quality of life factor and play a role in attracting high quality employers and workforce.

Transportation

Long trails in urban areas encourage bicycle and pedestrian commuting, relieving traffic congestion and promoting active lifestyles. When integrated into road and rail networks, trails provide alternative options for long trips and links between different modes of transit.

Environment and Education

Trails support conservation efforts. Trail development can be used as a tool for preserving and protecting open spaces and restoring habitat. Trails can act as buffers between riparian ecosystems and urban and agricultural runoff. Connected trail systems create access for adults and children to experience and learn about local natural systems and habitat. Appreciation and knowledge of nature also fosters regional identity and further advances preservation efforts.

Cultural and Historic Resources

Trails can support the preservation of historic and cultural points of interest by creating access and building awareness of regional history and culture. Deepening understanding of significant historic and cultural context fosters sense of place and promotes a unified regional identity.

Economy

Individual property owners may see increases in land values close to trails. The cost of providing trails is also much cheaper to government organizations and trails require much less land than roads. Trails development also creates design and construction jobs that in turn provide a boost to local businesses through a multiplier effect.

Public Health

Trails provide active transportation options that reduce emissions, mitigating against possible climate change and providing cleaner air to communities. Trail users live healthier lives and reduce the strain and cost of health care.

Community Development

A regional trail system holds the potential to strengthen the social fabric of our region. Trail construction and maintenance builds and solidifies partnerships among community groups, businesses, property owners, and government agencies. An integrated and connected trail system also provides opportunities for low-income communities to access recreation options and natural areas. Access in turn fosters stewardship and promotes a sense of place, strengthening regional ties and identity.

Developing a regional trail system is an opportunity to secure these advantages for local communities and build a sense of connectivity between people and jurisdictions that matches the physical connections on the ground.

WHAT ARE PEOPLE SAYING ABOUT TRAILS IN OUR REGION?

Stakeholder Perspectives

The process of defining a regional trail system should start with an exploration of the shared interests between stakeholders. The foundation of a regional trail system is based on the values of identified stakeholders. By evaluating the stakeholder's shared interests and relationships, this can help inform the value of the trail system to a broad range of participants.

The first step of this process was to determine who might have a stake in developing and maintaining a regional trail system. Potential stakeholders include federal and state agencies, local, county and regional governments, special districts, transportation agencies, trail groups, elected officials, academic and research institutions, and others. Appendix A contains a listing of the aforementioned stakeholders. The next step involved gauging what stakeholders' interests might be with respect to a regional trails system. Through the research, the following perspectives have been developed.

The Recreation Perspective

Many stakeholders are interested in the recreational value that trails provide. The Oregon Parks and Recreation Statewide Action Plan cites the need for hiking, trail running, cycling, mountain-biking and equestrian trails as a primary driver for trail planning and development. In addition, one of their primary aims is to provide users with access to other recreation opportunities such as open space, scenic vistas, fishing, wildlife viewing, camping and picnic areas. Similarly, federal and state agencies such as the National Park Service, the U.S. Forest Service, Oregon Forest Service, Washington State Recreation and Conservation Office and Washington State Parks are committed to providing outdoor recreation opportunities through the development of trail systems.

At the local level, city and county parks departments as well as regional agencies like Metro are striving to provide trail systems that provide community members with a variety of ways to exercise and explore their community. Finally, the public itself has repeatedly expressed its appreciation for the recreational value of trails. This is illustrated by the emergence of trail advocacy groups like the Washington Trails Association, Trail Keepers of Oregon, NW Trails Association, Portland SW Trails Group, and many others at various jurisdictional levels. Use-based advocacy groups like the Back Country Horsemen of Oregon, Portland Hikers, and the International Mountain Biking Association also reflect the public's

interest in access to widespread and diverse recreational trail opportunities.

The Transportation Perspective

There are a growing multitude of stakeholders interested in non-motorized or sustainable transportation options. Transportation agencies are among the groups in our area interested in developing trails as viable transportation alternatives. Supporting them are bicycle and pedestrian advocacy groups as well as groups like the Transportation Choices Coalition in Washington. Bicycle groups in particular have been vocal about the need to build long, grade-separated and paved trails. Cycle Oregon, for example, recently provided a \$100,000 grant for a feasibility study of a bicycle trail route from Portland to the Oregon Coast.

Organizations like Metro and the Intertwine are also interested in reducing congestion and transportation costs, providing alternatives to automobile use, and creating travel corridors that can be used for commuting purposes.

The Environmental Conservation and Stewardship Perspective

Many stakeholders view trails as a means for improving the region's environmental quality. They believe trails play a role in preserving important natural landscapes, improving air and water quality, and connecting people to nature. Conservation groups like the Audubon Society, Sierra Club, and Trust for Public Land have been active in promoting trails and accessibility to natural areas. Groups like The Freshwater Trust and the Oregon Fish & Wildlife argue that greenways and well-designed trails can significantly improve water quality, protect fragile riparian habitats and prevent flooding. In addition, these groups assert that by providing the chance to experience wilderness, they are also providing users the chance to reaffirm a sense of connection with the natural environment and gain an appreciation for the region's natural heritage. Active transportation proponents also note that regional trails can help reduce GHGs and improve air quality as part of an alternative transportation strategy.

The History and Culture Perspective

In the Pacific Northwest, Native American trails, pioneer routes, and railroads have served as important travel corridors; their use as trails today provides a glimpse into the region's history. Many of these corridors pass through rich farmland, forests, and historic settlements that remind us of the region's rural and natural resource legacy. Stakeholders like the Oregon and Washington Historic Societies, 1000 Friends of Oregon, and Granges and Rural Development Initiatives support the development of regional trails as a means for connecting to and preserving the region's unique past.

The Economic Development Perspective

Regional trails and greenways can provide opportunities for economic growth and renewal. Organizations like Travel Oregon and Travel Portland are interested in the added tourist and recreation-related spending that trails could attract to the region. Local business owners are also interested in the direct economic benefit that regional trails can bring to restaurants, hotels and service stations. Although many remain skeptical or resistant to trails on their property, homeowners are beginning to realize that nearby long trails can increase property values because of access to green space and other amenities. Finally, some public agencies see trails as a more cost effective alternative to developing, operating and maintaining other types of public facilities.

The Public Health Perspective

Public health organizations and hospitals are interested in the benefits that regional trail systems offer for public health. Kaiser Permanente highlights the region's "146 miles of forested hiking trails" in advertisements for its facilities in Northwest Oregon/Southwest Washington and is a supporting partner in regional trail efforts like The Intertwine. Organizations like Community Choices, Oregon Public Health Association, and the Oregon Public Health Institute also advocate for neighborhood trails as a low-cost and accessible means to engage in physical activity.

The Community Development Perspective

Community development is a shared interest between all stakeholders, but is of special interest for organizations involved in collaborative planning and social issues. In the Portland area, groups like Metro, the Intertwine Alliance, and the Coalition for a Livable Future are interested in developing trail systems as a means to increase community capacity and encourage collaboration.

SHARED INTERESTS

Trails as Connections

A broad range of voices are calling for increased connectivity within the region. Environmental agencies and advocacy groups see trails as a way to reconnect us to the natural world. Those interested in preserving our heritage see trails as a connection between the past and the future, in which trails help to provide users with a sense of place and an understanding of how the region has evolved over time. Many stakeholders also view trails as a way for us to connect with one another. Not only can trails serve as community meeting grounds and offer excellent opportunities to engage volunteers, but they also provide an opportunity for stakeholders from a wide variety of sectors to transcend institutional and jurisdictional boundaries and collaborate on a common cause. In addition, trails can connect us with those outside our community as they draw visitors in and transport us to places beyond our cities or neighborhoods. A great regional trail system will help to establish and foster these physical and figurative connections.

Trails as a Tool

There is also consensus amongst the majority of stakeholders that trails can be viewed as a means for accomplishing a variety of goals and objectives. Those interested in economic development see trails as a tool for fostering the recreation and sustainable industries niche and attracting visitors. Public health officials see trails as a means to reduce obesity, respiratory illness and related healthcare costs. Active transportation proponents see them as a means for increasing mode split through increased bicycling and walking. Environmental proponents see trails as a resource that can be leveraged to improve air quality, water quality, preserve habitat, and address climate change. An effective regional trail system will need to promote trails as a tool for achieving the goals and objectives of a wide range of stakeholders.

Trails as a Way of Life

A majority of stakeholders view trails not just as a means of travel but as way to reconnect and replenish. They understand that trails provide opportunities for physical and spiritual renewal. Whether used as an alternative to car commuting, a weekend outing destination, or the route for a month long trek, trails can offer respite from the stresses of daily life. Some see this rejuvenation as the healing power of nature, while others believe it is more closely linked with health and fitness benefits. Regardless, SW Washington and NW Oregon residents seem to be committed to creating communities that promote physical and mental health and they see trails as a key component of this vision. The area has rightly become famous for its commitment to health, recreation, and quality of life, drawing in outsiders who want to experience this way of life. A great regional trail system will stay true to this vision of livability and ensure that visitors and new residents continue to flock to the region.

DEFINING THE REGION

The Regional Hub

The Portland-Vancouver metropolitan area was a logical starting point for defining a region centered in Northwest Oregon and Southwest Washington. The metro area is the region's population and employment center, with over two million residents and an additional 8 million visitors each year (US Census, 2010) (Travel Portland). Outdoor recreation is an important part of the region's economy and lifestyle. Internationally known manufacturers of outdoor apparel and hiking gear, like Columbia Sportswear, Keen, and Danner, are based in Portland. . Many local businesses cater to outdoor adventures and countless groups offer hiking, biking, rafting, skiing, and snowshoeing trips. Visitors arriving at Portland International Airport can travel by car, bike, or train to nearby outdoor attractions like Mt. Hood, Mt. St. Helens, the Columbia River Gorge, and the Oregon Coast.

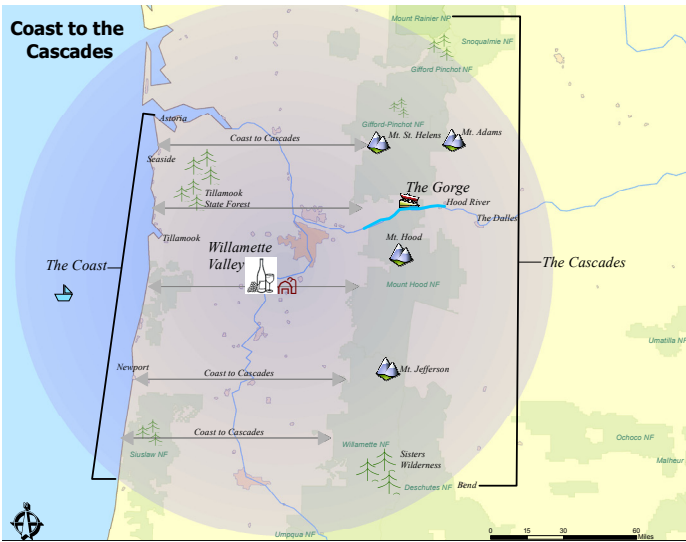
The metropolitan area's trail system is already well developed, with groups like the Intertwine Alliance leading a regional vision

for non-motorized connections and recreational opportunities. The Intertwine and other organizations in Portland have already proposed trail connections to major destinations in the region, such as Mt. Hood and the Oregon Coast. Some of these trails, such as the Mt. Hood Connections, are currently in the planning process. An opportunity exists to build on this existing regional vision, trail infrastructure, and recreational demand, to create an integrated long trails network with the Portland area as its center.

A Recreational Region

Even with the Portland Metropolitan area as an anchor, the possibilities for regional boundaries are shifting and diverse. The question of what constitutes a region is always open to interpretation. Visualizing a “recreational region” makes sense given the emphasis on outdoor recreation in the Pacific Northwest and the clear significance of long trails for recreational opportunities. Additional components of the “recreational region” include factors like the reasonable extent of day trips within the area, the location of popular or significant recreation destinations, and pre-existing regional notions like the Willamette River Greenway and the Cascades to Coast connection, as shown in Figure 1.

Figure 1: Coast to the Cascades



Ultimately, the region is roughly defined in its east-west extent by the Pacific Ocean and the Cascade Mountain Range, and in the north-south extent by Mt. St. Helens and the southern end of the Willamette Valley. At the eastern edge of the region, Bend and The Dalles are included because of their importance as gateways to the high desert country and its trail systems.

Other factors underlie recreational opportunities, including economic and cultural ties, spheres of influence, and geography. An illustration of the spheres of influence is included in Appendix B. The crest of the Cascades, for example, marks a natural boundary between eastern and western Oregon because of the stark change in climate and ecology (from wet, forested hills and valleys to

high desert plateau). This divide is echoed by cultural differences between the more urban west side and rural east side. There are geographic, economic, and cultural connections between the communities in the Willamette Valley and those adjacent to it along the coast and in the foothills. From a metropolitan viewpoint, these communities could be considered to be within Portland’s “sphere of influence.” The purpose of defining a region, in this case, is not to separate it from surrounding areas or assign more importance to certain communities; it is simply to help organize the visualization of a cohesive trail network.

Inter-regional Connections

Defining a region also presents the opportunity to connect it to other regions. A number of national and regional trails connect to or pass through the region, including the popular Pacific Crest Trail, the Oregon Coast Trail, the Lewis and Clark National Historic Trail, and the recently proposed Oregon Desert Trail. These long trails provide literal access into and out of the region as well as a more figurative sense of our place in a larger trail network.

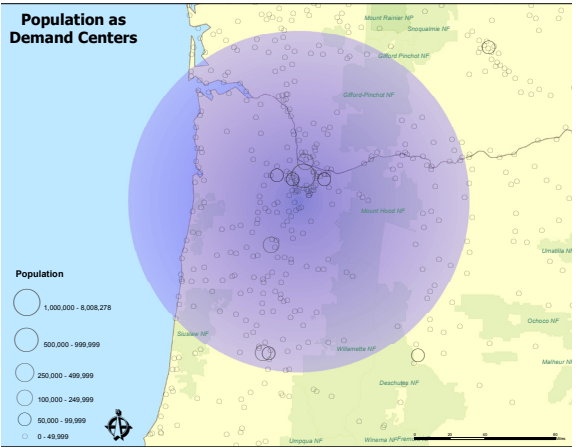
DEFINING A REGIONAL TRAIL SYSTEM

Trail Inclusion Criteria

This report hopes to identify opportunities for enhancing connectivity and access to natural areas at all scales. Choosing which trails to focus on was a difficult task because of the sheer quantity of existing trails. The large number of possibilities demonstrates the amount of investment in trails already present in the region. The purpose of the following proposed trail system is to highlight significant trails with the potential to act as primary connectors within our region. The trails presented are not the only choices possible.

The following section focuses on proposed and existing trails at the regional level. The Portland Metro area is assumed to be the primary, but not only, demand center for the system. The network proposed attempts to connect as many population centers to significant cultural, scenic, or recreational destinations as possible. The population centers are illustrated in Figure 2. As proposed,

Figure 2: Population as Demand Centers



the regional system connects the Intertwine at the center to the larger region and also provides access beyond the region through connections to national long trails.

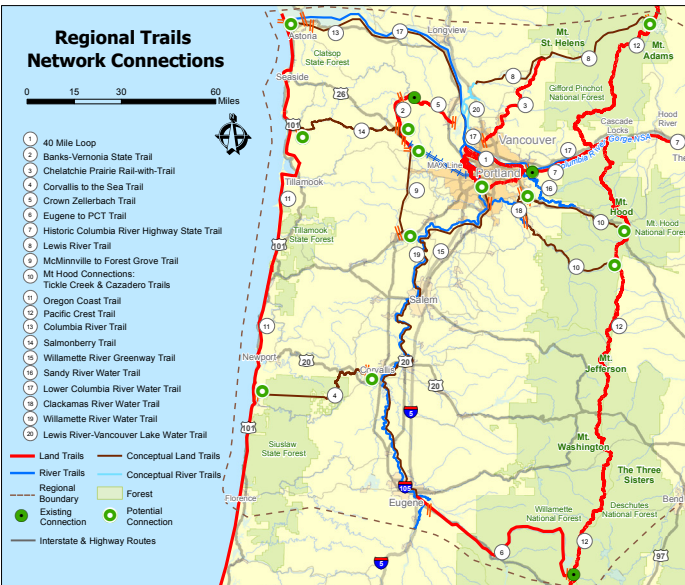
The Regional Trail Network

The following proposed and existing land trails were identified as key pieces of a regional trail system through research and discussion with trail experts. Several water trails were also included in the system because of their potential to be used in conjunction with land trails for recreation and travel. Again, this list is not meant

Table 1: Inventory of the Regional Trails

Trail Name	State	Status	Surface	Hiking	Biking	Equestrian	Active Rail	Connections	Manager/Advocate
40 Mile Loop	Regional	Near complete	Mix - Paved and dirt	✓	✓	✓	✓	Portland Metro, Historic Columbia River Highway State Trail, Mt. Hood Connections, Portland to Astoria Trail, Salmonberry Trail, McMinville River Greenway	The 40 Mile Loop Land Trust
Banks-Vernonia State Trail	Regional	Complete	Paved	✓	✓			Banks, Vernonia, Salmonberry Trail, Crown Zellerbach Trail	Oregon Parks and Recreation
Chelatchie Prairie Rail-with-Trail	Regional	Partial	Paved	✓	✓	✓	✓	Melrose, Battle Ground, Vacav, Lewis River Trail, Burnt Ridge Trail	Clark County Parks and Recreation, Clatskanie
Corvallis to the Sea Trail	Regional	Planned		✓	✓	✓	✓	Oregon Coast Trail, Clatsop National Park Trails	OCC Partnership, Clatsop National Park
Crown Zellerbach Trail	Regional	Partial	Gravel	✓	✓			Sepperson, Vernonia	Columbia County Economic Development Department
Eugene to PCT Trail	Regional	Near complete	Dirt	✓	✓	✓		Eugene, Pacific Crest Trail, Elsie Bessner State Park	Eugene to Pacific Crest Trail Association
Historic Columbia River Highway	Regional	Near complete	Paved	✓	✓	✓	✓	Warrenton, Pacific Crest Trail	Oregon Parks and Recreation, ODOT
Lewis River Trail	Regional	Conceptual						Washington State Trails, Clifton Proctor NF, Mt. St. Helens	Washington Trails Association
McMinville to Forest Grove Trail	Regional	Conceptual		✓				McMinville, Forest Grove, Salmonberry Trail, Banks-Vernonia State Trail	Washington County, Metro
Mt. Hood Connections - Tickle Creek and Cazadero Trails	Regional	Planned		✓	✓	✓	✓	Sandy, Estacada, Mt. Hood, Pacific Crest Trail	Metro, local jurisdictions
Oregon Coast Trail	Regional	Near complete	Mix - Paved and dirt	✓	✓	✓	✓	Coastal towns, state parks, Corvallis to Sea Trail, Salmonberry Trail, Portland to Astoria Trail	Oregon Parks and Recreation
Pacific Crest Trail	Regional	Complete	Dirt	✓	✓	✓	✓	High Cascades National Forests, Cascade Locks, Eugene to Pacific Crest Trail, Historic Columbia River Highway State Trail	Pacific Crest Trail Association/PCTA
Columbia River Trail (Portland to Astoria Trail)	Regional	Conceptual		✓			✓	Astoria, Portland, Oregon Coast Trail, The Intertwine	Chappa Hills
Salmonberry Trail	Regional	Conceptual		✓				Warrenton, Banks, Banks-Vernonia State Trail, The Intertwine, Oregon Coast Trail	Oregon Parks and Recreation, Oregon Department of Forestry
McMinville River Greenway	Regional	Conceptual		✓				Salem, Corvallis, Eugene, Portland, The Intertwine	Currently no strong advocates - has been on the table since the 1990s
Sandy River Water Trail	Regional	Complete	Water					Mt. Hood, Sandy, Historic Columbia River Hwy State Trail	
Lower Columbia River Water Trail	Regional	Complete	Water					Bonanza, Portland, Vancouver, Longview, Astoria, Historic Columbia River Highway State Trail	
Clackamas River Water Trail	Regional	Complete	Water						
Willamette River Water Trail	Regional	Complete	Water					Salem, Corvallis, Eugene, Portland	
Lewis River-Vancouver Lake Water Trail	Regional	Complete	Water						

Figure 4: Regional Trails Network Connections



to be exhaustive; the aim is to build a framework that can serve as a basis for exploring opportunities in our region. The inventory of the trails at the regional level are summarized in Table 1 and the results are illustrated by Figure 3. Further, the connectivity of the regional trail network to existing or conceptual trails is illustrated by Figure 4. Lastly, the primary activities and use of the regional trails system is illustrated by Figure 5.

Figure 3: Regional Trails Network

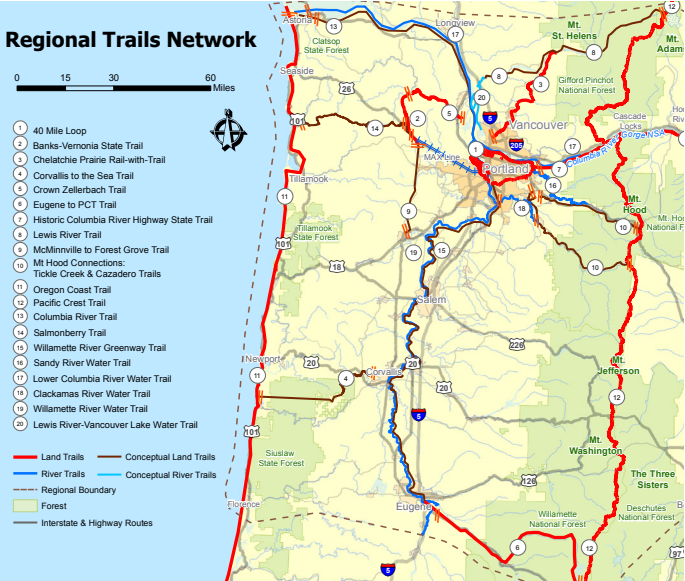
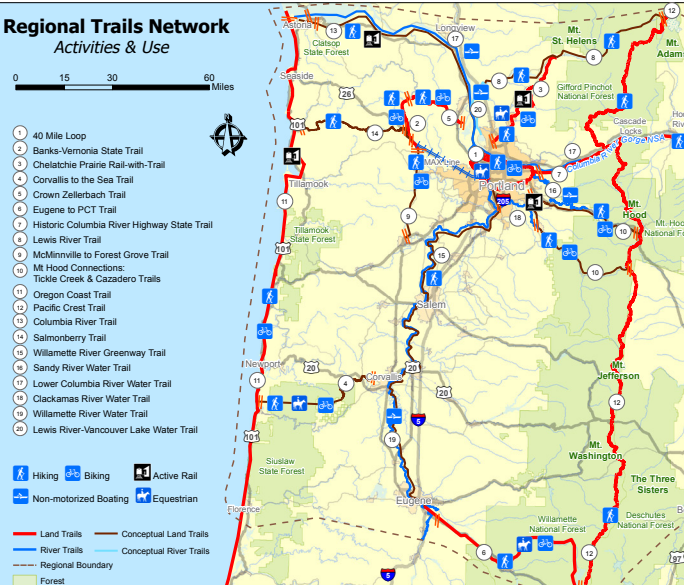


Figure 5: Regional Trails Network - Activities & Use



Regional Network Trail Profiles

1. 40 Mile Loop

The 40-Mile Loop Trail surrounds the City of Portland. The idea of connected greenways encircling the city was proposed in the early twentieth century and is gradually being completed piece by piece. The Loop is composed of heavily used trails such as the Wildwood Trail and Springwater Corridor. There are a diversity of surfaces and uses, from recreational hiking to bicycle commuting corridors. In addition to recreational and commuting opportunities within the Portland Area, the 40-Mile Loop provides potential connections to multiple regional trails, including the Mt. Hood Connections and Historic Columbia River Highway State Trail.

2. Banks-Vernonia State Trail

The Banks-Vernonia State Trail is a “rails-to-trail” project completed in 2007. It runs for approximately 21 miles from Banks to Vernonia, west of Portland. The trail surface is paved, allowing hiking and biking uses; a parallel equestrian path runs along most of its length. Scenic farmland and historic railroad trestles contribute to the recreational value for visitors. The Trail also provides possible connections to the Salmonberry Trail near Banks and the Crown Zellerbach Trail at Vernonia. Currently, there are no contiguous trails linking the Banks-Vernonia Trail to the Portland Metro area. Visitors generally drive or bike along roads to one of the six trailheads.

3. Chelatchie Prairie Rail-with-Trail

The Chelatchie Prairie Trail is currently planned to run from Burnt Bridge Creek in Vancouver, WA to the Lewis River north of Yacolt. A feasibility study was approved by Clark County in 2008 and the first section opened for use in late 2011. The 33-mile long trail will parallel the county-owned Chelatchie Prairie Railroad, which is intended to remain in active service. Planned uses include hiking, biking, and equestrian. Soft-surface trails are recommended for several steep sections. This trail provides potential connections between Portland/Vancouver and the Lewis River and Mt. St. Helens recreation area. As such, it could become part of an alternative Cascades to Coast loop.

4. Corvallis to the Sea (C2C) Trail

Volunteers have made significant progress planning the Corvallis to the Sea Trail, which will connect Corvallis to the coast north of Waldport when completed. The trail will utilize existing low-traffic and abandoned roads as well as existing trail segments through the Siuslaw National Forest. Uses include hiking, mountain biking, and equestrian. Visitor attractions include access to old-growth forests, fishing spots, and the coast. The trail will

connect the Willamette River (in Corvallis) to the Oregon Coast Trail, creating a potential long-distance regional loop from Portland to Corvallis to the Salmonberry Corridor.

5. Crown Zellerbach Trail

The Crown Zellerbach Trail is a rails-to-trail that runs for approximately 20 miles between Scappoose and Vernonia. The surface is a mix of paved asphalt, dirt, and gravel. Mountain biking, hiking, and equestrian uses are supported, but there are currently some gaps in the trail, including creek crossings, that could prevent continuous use. Trail users can experience rural land uses and second growth douglas-fir forests. The trail can be accessed outside of Scappoose or Vernonia and parallels the Scappoose-Vernonia Highway for much of its length, connecting the Tualatin Valley to the Columbia River. The route could become part of a larger loop trail from Portland if non-motorized connections were made between Portland and Vernonia, and Portland and Scappoose.

6. Eugene to PCT Trail

The Eugene to PCT Trail connects Eugene to the Pacific Crest Trail via existing trails through Forest Service and other public lands. The trail follows the Middle Fork of the Willamette River for much of its 108 mile length. For this reason, it is a natural extension of the Willamette River Greenway concept and could be part of a long-distance connection between Portland, Eugene, and the PCT. Hiking, mountain biking, and equestrian uses are supported, as well as cycling on Eugene city bike trails. The trail provides access to fishing, old growth forests, and high-elevation scenery.

7. Historic Columbia River Highway (HCRH) State Trail

The HCRH State Trail follows the route of the Historic Columbia River Highway from Troutdale to The Dalles. The Oregon Department of Transportation (ODOT) and Oregon Parks and Recreation Department (OPRD) have partnered to connect existing segments of the Trail by 2016. When complete, the Trail will provide a continuous non-motorized route between Troutdale and Hood River. The surface will be entirely paved and support hiking and cycling uses. In addition to linking many scenic and recreational opportunities in the Columbia River Gorge, the trail could connect Portland to the Gorge and Pacific Crest Trail via the 40-mile Loop Trail in Troutdale.

8. Lewis River Trail

The Lewis River Trail (a portion of which is known as the North Fork Lewis River Greenway Trail) is a conceptual

route connecting La Center and Mt. St. Helens National Monument. The envisioned route allows for pedestrian, bicycle and equestrian use, with access to the North Fork water trail. The trail is the northern boundary of The Intertwine Bi-State Regional Trails System Plan (2010) and within the jurisdiction of Vancouver-Clark Parks and Recreation. The plan crosses state forest and Bonneville Power Administration land. The Lewis River trail will connect with Vancouver through the I-205 and Chelatchie Prairie Trails.

9. McMinnville to Forest Grove Trail

The McMinnville to Forest Grove Trail has been proposed for development as a rail-to-trail (and possible future Rail-with-Trail), following an unused Union Pacific rail line between McMinnville and Forest Grove. Although currently in the pre-planning stage, the Trail appears to have significant support from local governments and trail advocates. The Trail could eventually provide a paved surface for hikers and bikers, serving both commuters and recreational users. In addition to local connections (such as Hagg Lake), the Trail could become part of a regional loop connecting Portland to McMinnville via the Willamette River Greenway and McMinnville to the Salmonberry Corridor and Banks-Vernonia State Trail.

10. Mt. Hood Connections (Tickle Creek and Cazadero Trails)

The Mt. Hood Connections idea has been put forth by Metro and partners and is currently in the planning phase. The objective is to link Mt. Hood to Portland and nearby cities such as Sandy and Estacada. From the Springwater Corridor's endpoint in Boring, two trails will branch off. The Tickle Creek Trail would follow an abandoned road grade along Tickle Creek to the city of Sandy, the "gateway to Mt. Hood." The Cazadero Trail would follow the North Fork of Deep Creek to the Clackamas River, and from there to Estacada. Ultimately, the hope is to extend the Cazadero Trail all the way to the Pacific Crest Trail on Mt. Hood. Both trails would provide off-road bike and pedestrian access to Portland from Sandy and Estacada. There are also numerous recreational and scenic opportunities along both of these routes.

11. Oregon Coast Trail

The Oregon Coast Trail is managed by the Oregon Parks and Recreation Department and extends for the entire length of the Oregon coast from Astoria to Brookings. Most of the trail is along the beach, but some segments pass through public lands and easements on private property or utilize the shoulder of Highway 101. The trail connects coastal towns and provides access to many scenic, tourism, and recreational opportunities. It also

provides a long-distance trail link between the C2C Trail and the Salmonberry Corridor. Other "valley to coast" trails have been proposed as well that could connect to the Oregon Coast Trail.

12. Pacific Crest Trail

The Pacific Crest Trail (PCT) runs along the crest of the Cascade mountain range through northern Oregon. Most of the trail is on USFS property. Hiking, off-road biking, and equestrian uses are permitted. The PCT is probably the most well-known and heavily used long trail on the West Coast. It runs from the Mexican border to Canada, connecting Oregon to California and Washington. Within the region, it connects to Eugene via the Eugene to PCT Trail and to Portland via the Historic Columbia River Highway State Trail and planned Mt. Hood Connections. It also provides a potential connection to Bend and the planned Oregon Desert Trail.

13. Columbia River Trail (Portland to Astoria Trail)

A trail from Portland to Astoria along the Columbia River has been proposed in recent years as people look for off-road connections between Portland and the coast. The Columbia River Trail would utilize existing Portland and Western Railroad right-of-way between Linton and Astoria. Portland and Western currently operates trains along most of this route and has objected to rails-with-trails proposals, citing danger and expense. There are several steep areas along the Columbia River where a rail-with-trail would be very technically challenging. If built, the Trail would create a nearly continuous trail connection between Hood River and the coast along the Columbia River.

14. Salmonberry Trail (Banks to Tillamook Trail)

The Salmonberry Trail has been proposed to utilize existing railroad right-of-way between Banks and Tillamook to connect the Tualatin Valley to the coast. The Port of Tillamook Bay owns the tracks, which were severely damaged during a storm in 2007 and no longer support trains along the central portion. The Trail would pass through large tracts of private timber land and the Tillamook State Forest. Attractions include the remote and scenic Salmonberry River Corridor, excellent fishing opportunities, and access to popular coastal towns between Wheeler and Tillamook. Currently, the Oregon Coast Scenic Railroad operates between Garibaldi and Rockaway Beach. A rails-with-trails option has been proposed for at least part of the route. The Salmonberry Corridor presents significant technical and engineering challenges to trail construction. If built, the Trail could become part of a continuous "Cascades to Coast" connection.

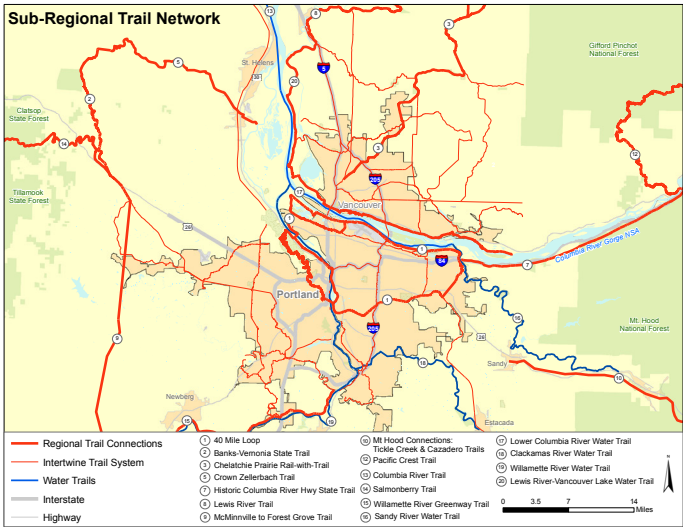
15. Willamette Greenway

Oregon statewide planning goals call for the protection of natural, scenic, and recreational value along the Willamette River. The idea of a continuous trail along the Willamette has existed since at least the 1970s, but private land ownership in the Willamette Valley has made this project too daunting to pursue on a large scale. Trail sections along the river exist and are planned in several locations, including Portland, Salem, Corvallis and Eugene. A continuous trail along the river between Portland and Eugene would connect many significant points in the valley. It could also provide various long trails loop options in the region utilizing connections to the PCT and Oregon Coast Trail in Eugene, Corvallis, and Portland.

The Sub-regional Trail Network

The trails identified in Figure 6 illustrate how the regional trail network connects with trails as proposed by the intertwine network of trails. Note that trails displayed on the map can be existing, conceptual or partially built and certain trails such as the 40 Mile Loop are a composite of existing trails.

Figure 6: Sub-Regional Trail Network



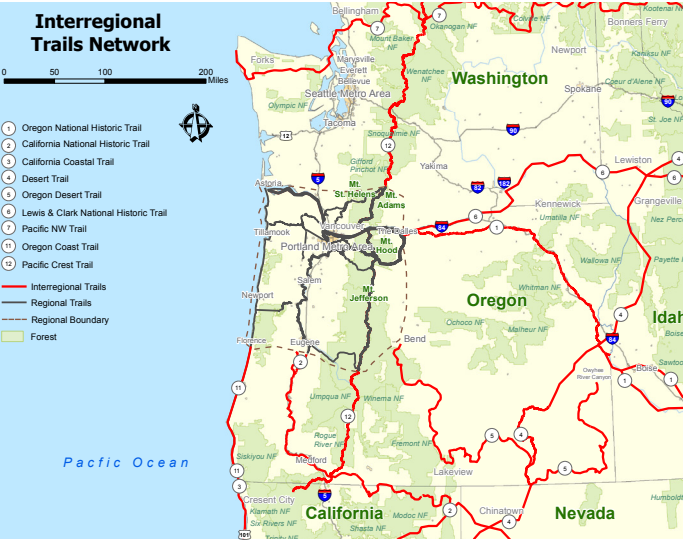
The Inter-regional Trails

The following trails were identified as inter-regional connectors. Some, like the PCT, are well-used land trails that pass through the region. Others, like the Oregon Desert Trail, are conceptual trails that could potentially connect to the proposed regional network. Still others, like the Lewis and Clark National Historic Trail, are not continuous grade-separated trails, but function as “trail concepts” that could draw visitors into the region. The inventory of the Inter-regional trails are summarized in Table 2 and illustrated in Figure 7.

Table 2: Inventory of Inter-Regional Trails

ID #	Trail Name	Scale	Status	Regional Connections	Manager/Advocate
Historic Trails	Lewis & Clark Nat'l Historic Trail	Inter-regional	Complete	Portland, Vancouver, The Dalles, Astoria, Columbia River Trails	National Park Service
	California National Historic Trail	Inter-regional	Complete	Eugene, Willamette River Greenway	National Park Service
	Oregon National Historic Trail	Inter-Regional	Complete	Portland, The Dalles, Mt. Hood Connections	National Park Service
	Oregon Desert Trail	Inter-regional	Conceptual	Bend, Pacific Crest Trail	Oregon Natural Desert Association
Non-motorized Trails	Desert Trail	Inter-regional	Partial	Bend, Pacific Crest Trail (via Oregon Desert Trail), Lower Columbia River (via L&C, Oregon Historic Trails)	Desert Trail Association
	Pacific Northwest Trail	Inter-regional	Complete	Lower Columbia River (via Pacific Crest Trail), Oregon Coast (via West Coast Trail)	Pacific Northwest Trail Association, USFS
	Pacific Crest Trail	Inter-regional	Complete	Eugene, Portland, Eugene to PCT Trail, Mt. Hood Connections, Historic Columbia River Hwy	Pacific Crest Trail Association, USFS
	California Coastal Trail	Inter-regional	Partial	Oregon Coast Trail	Coastwalk

Figure 7: Inter-Regional Trails



V. OPPORTUNITIES

Regional Identity and Development

In cultural geography, regions are defined as places where people speak the same language. Developing a strong regional trail system is an opportunity for cities and counties to “speak the same language,” to define what is distinct about this regional community, and to make evident shared values: enhanced connectivity, preservation of and access to natural areas, and exploration of the landscape.

According to Finnish geographer Anssi Paasi, regions are created through actions, whether political, economic, cultural, or administrative (Paasi, 7-8). Implementing a regional trail system offers opportunities to take action to develop the region in the ways we have described. Around the country, an interest is growing in the benefits that trail systems can provide. The National Park Service has a Rivers, Trails and Conservation Assistance program. States are linking recreation with conservation; Washington State

has a Recreation and Conservation Office, Texas Parks and Wildlife Department developed a Land and Water Resources Conservation and Recreation Plan in 2005, and the Massachusetts Department of Recreation and Conservation utilizes trails to implement their mission: “to protect, promote and enhance our common wealth of natural, cultural and recreational resources.” (2)

There appears to be a growing opportunity to link regional trails to tourism and economic development. In Northern Wisconsin, the Bayfield Regional Food Producers Cooperative recently presented a Harvest trail: a weekend vacation and travel along the south shore of Lake Superior, to “stock up on great local food, tour our farms, and enjoy the beautiful scenery of Northern Wisconsin.” The Great Allegheny Passage, a 141-mile system of biking and hiking trails in Pennsylvania reported a net gain of 47 new trail-related businesses in 2007 (Campos, 16).

Implementing a regional trail system provides both challenges and opportunities. Although finding consensus and a shared vision for the system will be difficult given the number of jurisdictions, agencies, and other stakeholders involved, existing partnerships and progress in the areas of trail development and natural resource management suggest that the opportunities may outweigh the challenges.

Opportunities for Stakeholder Collaboration

A number of opportunities exist for partnership in building the regional system. Public, private, and non-profit institutions are vital to the development of the system. Within the defined region, over 200 potential stakeholders have been identified. However, many of these organizations are issue and place specific and therefore present limited opportunity for collaboration on a region-wide scale. OPRD, as the agency responsible for recreation across much of the region, could play an important role in facilitating a range of collaborative processes. The following areas identified for collaboration represent additional opportunities, but are not intended to be exhaustive.

The Intertwine

The Intertwine, a partnership between 68 public, private and non-profit institutions, was created in the Portland-Vancouver Metropolitan Area in 2011. Developed in response to the problem of having to re-create partnerships every time plans for a local trail were made, the organization focuses on the planning and development of a municipal scale regional trails system and offers a possible framework for scaling partnerships to the larger region.

Right of Way and Land Acquisition

Railroad companies and utilities own right of ways that can be used to simplify the design of a trail and eliminate the need for land acquisition. Conservation organizations can assist with land acquisition and easement creation. Federal agencies such as the Bureau of Land Management and the Forest Service are large land

holders in Oregon and Washington and manage trails within their jurisdictions.

Funding Opportunities

With current tight budgets, funding for trails requires creative solutions and the use of leverage. Municipal governments, for example, may support sections of a trail within city limits or as part of other infrastructure improvements that coincide with a trail project. Metropolitan Planning Organizations distribute federal transportation funding and should be actively engaged, especially for linkages to urban centers that carry active transportation goals. Washington State distributes its designated trails funding through the Wildlife and Recreation Coalition. State and local transportation agencies also have access to funding that can support trails integrated with other transportation infrastructure.

Outreach and Education

There is a long list of environmental stewardship organizations in the region and many serve as catalysts for increasing public involvement and community buy-in for trail projects. Trails organizations act as social organizers, building public support and promoting trail use. Organizations also exist to promote and support integration of green spaces into school curriculum.

Intra-governmental

Regional trails cross jurisdictions and therefore necessitate working across agencies. There are large state and federal land holdings in our region, so building a connected system requires coordination with federal and state agencies. Municipal governments, counties, and states all have parks and open space authority to some degree. Washington develops regional trails plans by county while Oregon coordinates the majority of statewide trails through the Oregon Parks and Recreation Department.

Trail Connections

There are a number of on-the-ground opportunities for connecting trails in our region, now and in the future. It is not practical to list every possible trail connection in our region, just as it is not practical to list every trail. However, the following section describes the most significant opportunities for connecting the regional network that we have identified.

Willamette River Greenway

Goal 15 of Oregon’s statewide planning goals outlines protection and acquisition of lands along the Willamette River for natural, cultural, scenic, and recreational value. Planned and existing greenway trails along the Willamette are mostly limited to metropolitan areas. Connecting these pieces to form a continuous trail along the Willamette River between Portland and Eugene does not appear feasible in the near future. However, a greenway trail stretching from Portland to McMinnville is a more realistic

possibility. This link would significantly expand non-motorized recreation opportunities along the River and create a number of regional loop possibilities together with the McMinnville to Forest Grove Trail, Banks-Vernonia State Trail, Crown Zellerbach Trail, and Intertwine trails. In addition, the long-term vision of opening up the entire Willamette Greenway to hiking or biking should be retained because of its significance for regional connectivity.

Salmonberry-Intertwine Connection

Connecting Portland to the Coast via a non-motorized trail has been proposed by multiple organizations. The damaged Port of Tillamook Bay (POTB) railroad presents a realistic opportunity for a trail between Tillamook and Banks. Oregon Parks and Recreation has already begun work on a pre-feasibility study and is working with the Port of Tillamook and other stakeholders to determine the corridor's future. Currently, however, a gap exists between Banks and the Intertwine trails in the Portland Metro area. Transportation to Hillsboro is available via the MAX light rail. An important opportunity and challenge exists to connect Hillsboro to Banks in order to enable non-motorized travel between Portland and the Coast. This link would also connect Portland area residents to the Banks-Vernonia and Crown Zellerbach trails.

Portland to Vancouver Connection

Currently, the only trail connections between the Portland and Vancouver metropolitan areas are via the I-5 and I-205 bridges. The pedestrian walkway along the I-5 bridge is narrow and unappealing. The proposed Columbia River Crossing would include improved pedestrian and bicycle facilities, but the future of this project is in doubt. Broadly speaking, there exists an opportunity to connect both sides of the Columbia River in a way that promotes safe and easy non-motorized travel between regional trails in Portland and Vancouver.

Bend to PCT Connection

Bend is a major hub and recreation destination at the edge of our region. Although nothing has yet been proposed, it could be linked to the current long trails network via a connector to the PCT, which passes within 30 miles of the city. This connection would provide access to the Oregon Desert Trail, which is proposed to traverse east and southeast Oregon and merge with the national Desert Trail near the Idaho border. It is not clear whether local support would exist for this trail, but portions of it likely already exist in the form of trails on National Forest Service property.

Mt. Hood Connections

Metro and its partners are working to complete trail connections between Mt. Hood and Portland. The Cazadero Trail would ultimately link the end of the Springwater Corridor in Boring to the PCT near Timberline Lodge. This connection is a critical link in the "Cascades to Coast" concept. Along with construction of the Salmonberry Trail and links to the Intertwine, hikers could

potentially travel from Mt. Hood to Tillamook via a continuous non-motorized trail.

CONCLUSION

The complexity of a system spanning thousands of square miles cannot be fully captured in a few written pages and maps. However, this proposal suggests a rationale and physical basis for a regional trail system in NW Oregon/SW Washington. It is clear, however, that there is both the desire and the potential for a cohesive network of long trails that span and connect our "region," whatever that may be. The work being done by Metro and the Intertwine in the Portland area is a clear indicator of support for the concept in the region's population hub. OPRD and other organizations are working on longer trails that connect recreation destinations across large distances. National trails like the PCT and the Pacific Northwest Trail pass through or connect to our region, drawing in hikers and tourists from other states.

A well-defined regional trail system could improve the quality of life for the region's residents by providing recreational, environmental, economic, and other benefits for communities and trail users. The proposed system has a strong center in Portland, is accessible from major population centers across the region and could be a model for non-motorized connectivity as well as recreational opportunity on a landscape scale. The drama of Northwestern Oregon's landscape, from Cascade peaks to river valleys to coastal mountains and beaches, can be tied together in a way that encourages meaningful exploration for citizens of all types. Such a system would surely be a draw for visitors, adding to Oregon's reputation as destination for health, recreation, and enjoyment of nature.

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Massachusetts Department of Conservation and Recreation. Trails Guidelines and Best Practices Manual.

November 18th, 2012: http://www.mass.gov/dcr/stewardship/greenway/docs/DCR_guidelines.pdf

Paasi, Anssi. Re-constructing regions and regional identity. Nethur lecture; July 11th, 2000 Nijmegen, The Netherlands.

REGULATORY AGENCIES

Federal

Bonneville Power Administration
Bureau of Land Management
National Park Service
U.S. Fish and Wildlife Service
U.S. Forest Service

State

Oregon Parks and Recreation
Oregon Department of Transportation
Oregon Department of Land Conservation Development
Oregon Fish & Wildlife
Oregon Forest Service
Washington State Recreation and Conservation Office
Washington State Department of Natural Resources
Washington State Department of Transportation
Washington State Park
Regional
Metro

County

Benton
Clark
Clatsop
Columbia
Cowlitz
Hood River
Klickitat
Lane
Lincoln
Linn
Marion
Multnomah
Polk
Sherman
Skamania
Tillamook
Wasco
Washington
Yamhill

*Might include cities within the above counties and/or specific agencies such as: Parks and Recreation, Health Departments, Departments of Wastewater, Water, Public Works and Environmental Services.

Transportation

Astoria Riverfront Trolley Association
C-Tran
CAT (Hood River County Transportation District, Columbia Area Transit)
Columbia County Rider
Corvallis Transit System
Lane Transit District
Portland Streetcar

Salem-Keizer Transit
Sunset Empire Transportation District (Astoria)
Tillamook Transit (Tillamook County Transportation District)
The Link (Mid-Columbia Council of Governments Transportation Network-The Dalles)
The Transportation Network (The Dalles)
Tri-Met
Wasco - Hood River County Fixed Route Service

Special Districts

School Districts, Drainage Districts, Soil & Water Conservation Districts, Tualatin Parks & Recreation District, or other Parks & Recreation Districts.

Ports

Oregon Public Ports

Alsea, Arlington, Astoria, Bandon, Brookings Harbor, Cascade Locks, Coos Bay, Coquille River, Giribaldi, Gold Beach, Hood River, Morrow, Nehalem, Newport, Port Orford, Portland, Siuslaw, St. Helens, The Dalles, Tillamook Bay, Toledo, Umatilla, Umpqua

Washington Public Ports

Klickitat, Camas-Washougal, Vancouver, Woodland, Kalama, Longview, Ilwaco

Elected Officials

Elected officials are likely to have varying degree of support for trail development within their jurisdiction.

Advocacy/Third Sector/Special Interest

Trails in General

Washington Trails Association
Trail Keepers of Oregon
Washington Water Trails Association
Portland SW Trails Group

Friends Groups (Specific Trail or Area)

Chelachi Friends Group
Corvallis 2 Sea Friends Group
Columbia River Historic Highway Friends
Pacific Crest Trail Association
npGreenway
Barlow Trail Association
Friends of Baltimore Woods
Friends of Clark County
Friends of the Columbia Gorge
Friends of Fanno Creek
Friends of Jackson Bottom
Friends of the Trolley Trail
Friends of Tryon Creek State Park
Friends of Tualatin River
Chinook Trail Association
Gateway Green

Use Based

Mountain Biking
Disciplines of Dirt-Mountain Bike Club of Eugene

International Mountain Biking Association

Trail Running

Clark County Running Club

Team Oregon

Equestrian

Oregon Equestrian Trails

Back Country Horsemen of Oregon

Off Road/Motor Vehicle

Oregon Motorcycle Riders Association

Oregon Bush Hackers

Oregon Off Highway Vehicle Association

Oregon State Snowmobile Association

Hiking/Walking

Portland Hikers

Trails Club of Oregon

Discovery Walk/International Marching League/American

Volkssport Association

Cycling

Washington County Bicycle Transportation Coalition

Vancouver Bicycle Club

Cycle Oregon

Bicycle Alliance of Washington

Bicycle Transportation Alliance

Bike Me! Vancouver

BikePortland.org

Topic/Issue Based

Rural Development/rural based initiatives

Granges

Rural Development Initiatives

Public Health

Community Choices

Kaiser Permanente

Northwest Health Foundation

Oregon Public Health Association

Oregon Public Health Institute

Upstream Public Health

Liveability/Sustainability

1000 Friends of Oregon

Coalition for a Livable Future

EcoTrust

Opal

Urban Greenspaces Institute

Active Transportation/Increased Transportation Choices

Transportation Choices Coalition

Lloyd District Transportation Management Association

Parks and Open Space Promotion

Parks Foundation of Clark County

People for Parks Oregon

Portland Parks Foundation

Discover NW

Conservation

Audubon Society of Portland

40 Mile Loop Land Trust

Oregon Natural Desert Association

Sierra Club

Forest Park Conservancy

Columbia Land Trust

The Trust for Public Land

National Public Lands Trust

Wetlands Conservancy

Watershed Health and Protection

The Freshwater Trust

Salmonberry River Watershed Council

Columbia Slough Watershed Council

Lower Columbia River Estuary Partnership

Salmon Creek Watershed Council

Vancouver Lake Watershed Partnership

Tualatin Riverkeepers

Vancouver Watersheds Council

WaterWatch of Oregon

Willamette Riverkeeper

Academic/Research Partners

Clark College

Washington State University

Mt. Hood Community College

Portland State University

University of Portland

Pacific Northwest College of Art

Regional/Collaborative Groups

Intertwine Alliance

Metro

Advisory Committees/Councils

Clark County Bicycle Advisory Committee

Clark County Executive Horse Council (representing 50 equestrian associations and clubs)

Sullivan's Gulch Corridor Trail Committee

Swan Island Transportation Management Association

District Trails Advisory Committee

Vancouver-Clark Parks and Recreation Advisory Commission

Stewardship/Environmental Education

Columbia Springs Environmental Education Center

Tourism/Economic Development

Travel Oregon

Travel Portland

Villages at Mt. Hood

Historic Societies/Site Based Associations

Fort Vancouver National Historic Site

IV. The Demand for Long Trails-based Recreation

INTRODUCTION

A potential new regional trail is being proposed that would connect the city of Banks, in western Washington County, to the Oregon Coast along the Salmonberry River Corridor. This paper creates a demand profile for the Salmonberry Corridor trail through analysis of existing recreational studies, namely the supporting survey for the “Statewide Comprehensive Outdoor Recreation Plan” (SCORP) and “Oregon Trails 2005 – 2014: A Statewide Action Plan” (Oregon Trails Plan), both completed by the Oregon Parks and Recreation Department (OPRD). Data from the surveys for these plans provide insight into user and stakeholder interests in outdoor recreation activities and trail usage within the state of Oregon.

Demographic and activity information was also gathered from surveys of relevant long trails throughout the country. In addition, primary data concerning demographic and hiking preferences was collected through local hiking groups. A review of the factors affecting demand was conducted to add context to the demand profile. Analysis of these plans, surveys, and demand factors helped the research team build a demand profile of potential users for the proposed Salmonberry Trail, focusing on demographics, motivations, and trail usage interests, such as hiking, biking, and nature viewing.

REGIONAL CONNECTIONS

Fifteen trails in Oregon, including the proposed Salmonberry Trail, were identified as regional trails analyzed for this project. Regional trails are usually long trails that connect to broader trail networks. Demand for such trails varies depending on their location and utility. In general, the U.S. Forest Service measures demand for recreation depending on population-level participation rates and activity-based economic values for visitor days (Garber-Yonts 2005). Analysis of such demand can be seen in survey-based use data.

Outside of survey data, trail demand can be viewed from a regional perspective by looking at the network of regional trails and the specific connections between regional trail networks and particular trails. In the case of the Salmonberry Trail, the proposed route will connect the Willamette Valley to the Oregon Coast, and will have direct links to the completed Banks-Vernonia Trail and the proposed McMinnville to Forest Grove trail. These connections can induce demand due to their proximity to urban areas and a large pool of users. The proposal also includes a future connection to the Pacific Crest Trail.

RESEARCH & ANALYSIS

Oregon Parks and Recreation Department Surveys

Research has been conducted by OPRD to better understand trail user behavior, including the SCORP, and workshops and surveys conducted for the Oregon Trails Plan. An overview and analysis of

those findings and their applicability to the proposed Salmonberry Trail is the focus of this report.

Statewide Comprehensive Outdoor Recreation Plan

One of the central tools used by the OPRD to determine demand is the SCORP survey. This survey is conducted every five years to update Oregon’s SCORP document to qualify for Land and Water Conservation Fund grants from the Federal government, should they become available, as well as to encourage smaller local and county investments.

The most recent SCORP survey of Oregon residents, conducted by Oregon State University, is the basis for the 2013-2017 Oregon SCORP. The survey process separated the respondents into participants and nonparticipants of outdoor recreation defined by their engagement of outdoor recreational activities in 2011. The two types of respondents were asked for their opinions on the management and operation of Oregon’s outdoor recreational services. The questions were designed to provide data on state, regional, and county scales. Survey respondents were 18 years of age or older and located with DMV records. The survey was conducted at the household level with sampling cleanup to prevent duplicate results. Random samples were drawn from each county. Results were weighted to address groups that were underrepresented in the sampling data based on age, county or other factors.

Results

The survey for the 2013-2017 Oregon SCORP had an 18% response rate totaling 8,860 respondents and of these, 88% responded as participants in outdoor recreation in 2011.

At the state scale, the top activities were walking on local streets/sidewalks, walking on local trails/paths, dog walking/going to dog parks/off-leash areas and bicycling on roads/streets/sidewalks (table 1). The top priorities for future recreational facility needs were trails, access to waterways, viewing areas, playgrounds with natural materials, picnic areas for small groups, and bicycle trails. Regarding the benefits provided by outdoor recreation facilities, respondents placed the highest value on improving physical health, community desirability, and preserving open space. Respondents placed the lowest value on attracting new residents and businesses and promoting tourism.

Table 1: Trail Use by User Occasion, Participation percent, and Frequency. Statewide Scale.

User Occasions		% Population Participating		Frequency per Participants	
Activity	Total (millions)	Activity	Percent	Activity	Times/Year
Walking on local streets / sidewalks	386	Walking on local streets / sidewalks	68	Walking on local streets / sidewalks	152
Walking on local trails / paths	121	Walking on local trails / paths	61	Dog walking / going to dog parks / off-leash areas	102
Dog walking / going to dog parks / off-leash areas	107	Sightseeing / driving or motorcycling for pleasure	58	Jogging / running on streets / sidewalks	78
Bicycling on roads, streets / sidewalks	88	Relaxing, hanging out, escaping heat / noise, etc.	53	Bird watching	56
Relaxing, hanging out, escaping heat /noise, etc.	75	Beach activities – ocean	53	Bird watching	56
General play at a neighborhood park / playground	71	Attending outdoor concerts, fairs, festivals	52	Walking on local trails / paths	51
Jogging / running on streets / sidewalks	67	Picnicking	50	Jogging or running on trails or paths	46
Sightseeing / driving or motorcycling for pleasure	47	Walking / day hiking on non-local trails / paths	48	Bicycling on paved trails	41
Walking / day hiking on non-local trails / paths	40	General play at a neighborhood park / playground	48	Horseback riding	39
Bicycling on paved trails	39	Visiting historic sites / history-themed parks	43	Relaxing, hanging out, escaping heat / noise, etc.	36

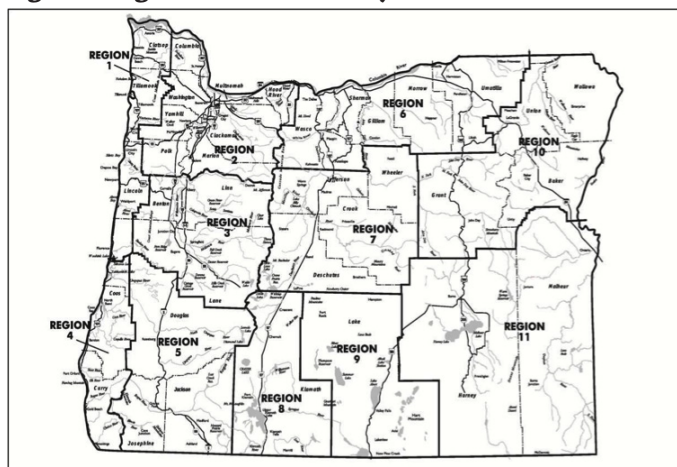
Source: SCORP Survey, 2011

The SCORP survey also presents data at the regional level. Regions 1-3 (figure 1) encompass the area of analysis for this paper. Regions 2 and 3 showed similar results of user occasions with walking on local streets, walking on local trails, dog walking, and bicycling on roads remaining the top activities.

Based on the percentage of population participation, the top activities for Regions 2 and 3 were walking on local streets, walking on local trails, sightseeing and beach activities--ocean. Region 1, with its significant coastline, reported beach activities-ocean, walking on local streets, sightseeing and relaxing as its top activities based on user occasions.

When asked of their priorities for the future, all three regions responded that dirt or other soft surface walking trails and paths are the highest priority need, followed by public access sites to waterways and nature and wildlife viewing areas. Results between these three regions are remarkably similar. These regions articulated that the top three beneficial services were: recreational service places improving physical health and fitness, the preservation of open space and the environment, and working towards building the desirability of their community.

Figure 1 Regions for SCORP analysis.



Source: SCORP document, 2011

AMENITIES

To a lesser extent, the report documented the quantity of facilities provided by different levels of government organizations. Surveys included recreation user preferences for limited basic facilities. The survey found that, at the county level, the “likely use of” and “priority need” for types of facilities like tent-sites, RV sites, and cabins/yurts were preferred. Future priorities for the provision of playgrounds, picnic areas, trail surface types, and sport facilities were articulated at the county level.

LIMITING FACTORS AND ISSUES

Reviewing the Oregon SCORP revealed a number of potential issues to be wary of. With an 18% response rate, there may be non-response error. The sample size produces sufficient confidence, but the unknown preferences of non-responders raises questions of missing opinion groups. Another potential issue is the narrow definition of participant and nonparticipant. If the goal was to gather opinions of people who do not participate regularly in outdoor recreation (nonparticipants), widening the definition beyond a one year time frame would help differentiate between true nonparticipants and casual users. Categorizing respondents based solely on the previous year of use invites short-term reasons for non-participation such as illness, rather than long term trends that speak to behavior patterns.

The previous SCORP reports, (2003-07 & 2008-12), only provided data at the state or regional scale and did not infer connections between recreation user demand and the supply of types of facilities. The 2003-07 report did, however, make the connection between a higher level recreation activities and supply of land as defined by the Recreation Opportunity Spectrum (ROS) explained in a later section. The use of the ROS is valuable for standardizing the types of landscape settings available but it does not consider the demand for different facilities within each category of the ROS spectrum.

OREGON TRAILS 2005-2014: A STATEWIDE ACTION PLAN

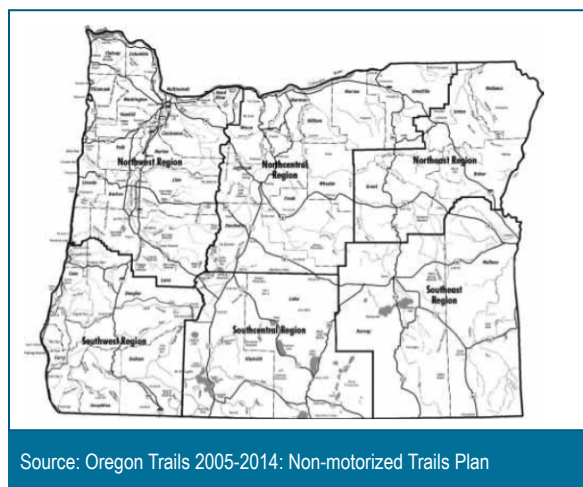
A novel approach was taken to complete the Oregon Trails Plan: staff at OPRD created motorized, non-motorized, and water trail plans simultaneously to obtain finer user data and cater recreation planning to each type of user. The material presented here focuses on non-motorized data analysis only. Data compiled to inform the plan came from nine issues workshops conducted with public recreation providers and trail interest groups, and the Oregon Outdoor Recreation Survey conducted by the University of Oregon’s Survey Research Laboratory. The results from the workshops provide an overview of what recreation professionals, as well as the public, see as the needs for trails in Oregon, and the survey data provide user preference information.

Workshops offer an opportunity for more qualitative data collection. Statewide, 230 people attended the workshops, including representatives from 56 public-sector recreation

provider organizations. The purpose was to identify and prioritize trail issues, defined as a “high-impact issue related to providing recreational trail opportunities within the region. Issues could be related to trail facilities, management (e.g. user conflicts), programs, projects and funding.” The top two issues identified were a need for trail connectivity, and a need for trail maintenance. Recreation providers felt strongly that increasing trail connectivity would result in better use of the state’s existing trail infrastructure and provide more trail opportunities. Additionally, priority should be given to maintain what we currently have before increasing facilities. According to providers, there always seems to be funding available for trail development—but not for routine day-to-day trail maintenance.

Six regions were identified to provide a regional context to trail planning and data analysis. Each region has unique issues and management concerns. Figure 2 shows the regional boundaries.¹

Figure 2: Regional Boundaries for Oregon Trails Statewide Action Plan



Source: Oregon Trails 2005-2014: Non-motorized Trails Plan

In the Northwest region the top three issues identified were:

1. Need for trail connectivity.
2. Need for additional non-motorized trails (for all user types)—especially in close proximity to where people live.
3. Need for additional funding for non-motorized trail acquisition and development.

Issues workshops also gave trail users an opportunity to voice their concerns. Statewide, the top 5 concerns identified were:

1. Need for more trails in close proximity to where people live
2. Need for additional non-motorized trails
3. Need to consider public ways (Roads, Railroads, Utility Corridors) proposed for closure or abandonment for trail use
4. Need for trail accessibility information (info about whether it is handicap accessible)

5. Need for regional interagency coordination/cooperation in trail management

2004 OREGON STATEWIDE NON-MOTORIZED TRAIL USER SURVEY

The Oregon Trail Plan used a telephone survey by the University of Oregon's Survey Research Laboratory. 4,013 households were randomly selected and 2,510 completed the survey (a 63% completion rate) with a sampling error for each group of 5-6% and 2% for combined trail users.

RESULTS

The majority of respondents identified trail hiking or day hiking as their favorite trail activity (table 2). The second most popular activity was walking for pleasure. From these responses, it seems that most people are walking on trails and their trips are shorter, day hikes. However, we cannot tell from the data how strenuous or lengthy their day hikes are.

Table 2: Favorite Trail Activity

Trail or day hiking	41%
Walking for pleasure	24%
Bicycling (other than mountain Biking)	10%
Jogging or running	5%
Backpacking overnight	4%
Mountain biking	4%
Horseback riding	4%
Cross-country skiing	2%
Roller blading	1%
Hiking with horses, mules, llama	0%
Competitive trail events	0%
Other	6%
Sampling error 4%	

Source: Oregon Trails 2005-2014: Non-motorized Trails Plan

Most respondents do not travel far to use trails. Fifty-one percent of people travel 1-10 miles to reach their most frequent trail activity, and 44% travel 1-10 miles for their favorite trail activity. However, although many respondents don't travel far to reach their frequent and favorite trail activities, many prefer using trails in remote areas (see table 3).

A majority of respondents are most likely to use short, day-use trails: 65% indicated they would use short, day-use trails or walk for pleasure, as shown in Table 2 above. Only 26% said they were very likely to use multi-day trails. Likewise, 48% of people said they are 'not as likely' to use multi-day trails. Lack of time is the main reason for not using trails "as much as wanted". Also, 53% of respondents said they would like to use trails more, and 47% said they use trails as much as they would like to.

Table 3: Preferred Setting for Most Frequent and Favorite Trail Activities.

N = 325	Most Frequent Activity	Favorite Activity
Remote area	33%	45%
Rural area or park	29%	28%
Urban setting	23%	18%
Suburban setting	15%	10%
Sampling error 4%		

Source: Oregon Trails 2005-2014: Non-motorized Trails Plan

Maintenance and upkeep of existing trails was identified as high priority for funding by survey respondents. Routine upkeep of trails was identified as 'very important' to 73% of respondents. This was followed by repairing major damage, cleaning up litter and trash, and renovating deteriorated trails. These responses suggest that survey respondents would rather see limited funds go toward maintaining existing trails instead of building new trails.

Most respondents use trails for recreational purposes and prefer natural surfaces. Eighty-five percent of people identified trails for trail hiking or day hiking as very important, 77% trails for pleasure walking, 47% trails for backpacking. Other trail uses are identified as 'very important' to smaller percentages of people. Bicycling (other than mountain biking) and mountain biking was very important to 35% and 25%, respectively. Although people do not often use trails for long multiple day purposes, there is support for having these facilities available.

The proposed Salmonberry Trail could serve for day hikes from either end, and is located near the Portland Metro region, making it accessible to a large percentage of Oregon's population. However, the popularity of day hikes along the Salmonberry Trail may depend on connections with local trails near Banks and the Oregon Coast. For the most part, it would be a trail for backpackers, bikers or horseback riders. Although these were not identified as frequent uses, there does seem to be support for providing this type of opportunity. A possible explanation could be that, although people are often unable to get out for long hikes and rides as much as they would like to, it is important to have the a range of trail user opportunities available for different user preferences. While walking was identified as the most frequent use of trails, it is important to note that, although fewer in numbers, there is a dedicated and enthusiastic population of mountain bike and equestrian riders.

LIMITING FACTORS AND ISSUES

High sampling errors affected the reliability of survey results, especially in user categories with small shares like equestrian pursuits. The data are presented at the state level and not broken

down by region. This scope limits localized demand analysis. There were a limited number of questions which focused on generalized preferences and behavior. These data can be used to assess high level issues and user preferences. Even if the numbers are not overly reliable, they do serve to rank user preferences and reveals what is considered important by a majority of people.

“OUTDOOR RECREATION IN OREGON: THE CHANGING FACE OF THE FUTURE”

In an effort to address demographic and social challenges limiting outdoor recreation in Oregon, OPRD compiled the review “Outdoor Recreation in Oregon: The Changing Face of the Future”. Completed in February of 2008, the review draws from the 2003-2007 SCORP, the Oregon Trails 2005-2014: A Statewide Trail Plan, and the planning recommendations of four separate Advisory Committees. In addition, the OPRD requested that a population projection study be completed by the Population Research Center at Portland State University. Population estimates were for year 2005 and projected for the years 2010, 2015, and 2020. Through an analysis of these data sources, four broad factors were identified as presenting a challenge to outdoor recreation in the coming years: aging populations, decreased youth involvement, increased diversity, and deteriorating health. State and Local recommendations were created to address the problems and can be found in Appendix B.

Analysis of this survey adds context to the recreation opportunities and needs for the areas surrounding the proposed Salmonberry Corridor, and the state as a whole. Characterizing the region as a “high-priority” area for both aging populations and minorities draws attention to the need to better serve the recreation preferences of these groups. The Salmonberry Corridor could serve the recreational needs of both by providing a local natural area, while increasing the recreational supply to address the physical activity crisis affecting these and other underrepresented populations. The proposed trail could also be utilized by youth in the greater Portland-Metro area as a resource for environmental and outdoor learning.

COMPARISON OF OREGON TRAILS PLAN AND SCORP SURVEY RESULTS

As discussed above, two studies characterize demand for non-motorized trail facilities in Oregon - the Oregon Trail Plan and the SCORP. The documents used similar survey questions, although different survey methods, to capture non-motorized recreational trail activity in Oregon.

Table 4: Comparison of SCORP and Oregon Trails Plan Surveys.

	SCORP	Oregon Trails Plan
Survey Source/Year	OSU College of Forestry 2011 DMV Records	University of Oregon 2004 Phone Survey
Sample Size	8,860	4,013
Response Rate	18%	63%
Scales	Statewide Regional County	Statewide Regional County
Margins of Error	0.5% Statewide 3% “Average” County	2% for all users 5-6% for each user category
2013-2017 Oregon SCORP Survey		
Source: Oregon Trails 2005-2014: Non-motorized Trails Plan		

Results from each category of non-motorized trail user vary among the surveys. The share of trail users who enjoy hiking and walking for pleasure is approximately twenty points higher in the Oregon Trails Plan survey than the SCORP survey, and the share of trail users who take long hikes (backpack), bicycle and ride horses is between 6 points and 2 points higher in the Oregon Trails Plan. The relatively higher shares reported for all activities in the Oregon Trails Plan may be attributable to the focus of that survey solely on non-motorized trail users while the SCORP survey cumulatively evaluated motorized, non-motorized and water trail use.

The Oregon Trail Plan’s focus on non-motorized trail users narrowed the range of potential trail activities to walking, hiking, running, biking and equestrian pursuits. This focus condensed user responses for non-motorized trail activities that were otherwise spread over competing motorized, non-motorized and water trail user preferences reflected in the SCORP survey. Considering the limited options for developing the Salmonberry Trail, given its proposed route and length, non-motorized activities surveyed as part of the Oregon Trail Plan are consistent with its potential trail user preferences. Therefore, weighting the Oregon Trail Plan survey results more heavily than the SCORP survey results may be appropriate when considering future users of the proposed Salmonberry Trail.

REGIONAL CONTEXT

The Oregon Trails and SCORP plans both rely on data collected at the county and state level but employ different regional scales. The Oregon Trails Plan did not report survey results by region or by county. However, it identifies a Northwest Region (see map above) including the Portland Metro area and surrounding counties of SCORP Region 2, and the northern coastal counties of SCORP Region 1, with Linn, Benton and Lane counties.

The Northwest Region accounted for over half of all non-motorized trail miles (342 miles) inventoried by OPRD and serves most of Oregon’s population. Analysis of the SCORP data for Regions 1 & 2, and data for Linn, Benton and Lane counties would be consistent both with the scope of the Northwest Region in the Oregon Trails Plan and the regional extent proposed by Group 3. Comparison of survey data from both sources can only be made at the state level with the information available.

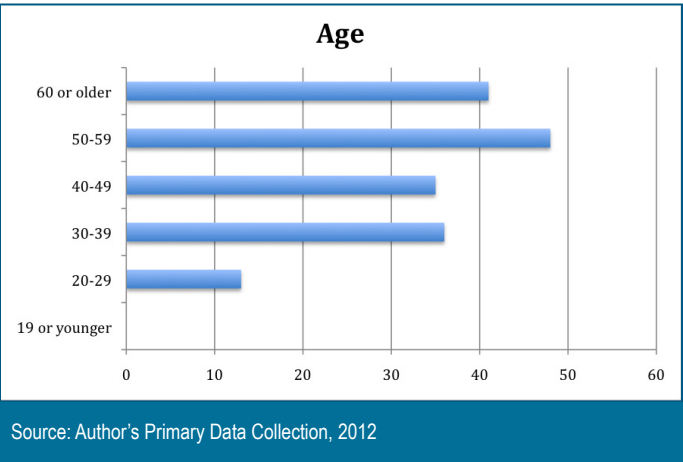
LOCAL DEMOGRAPHICS: PACIFIC NORTHWEST
HIKING GROUP SURVEY

A short, web-based survey was distributed via Meetup.com’s hiking groups based in the Portland Metropolitan Area for this project in order to add further context to the demand profile provided by the SCORP and the Oregon Trails Plan. There were 173 responses to the survey. This section presents the basic demographic characteristics and hiking preferences of the respondents. It will address questions such as: Who are trail hikers? How long do they prefer to hike? And, what kind of experiences were they seeking? Findings presented will begin with socio-demographic characteristics of respondents, behaviors, and motivations for hiking.

SOCIO-DEMOGRAPHIC CHARACTERISTICS

Overall, 64% of the respondents were female and 36% were male. Close to 28% of respondents ranged between 50-59 years of age, and there were no responses from people 19 or younger (Chart 1). The lack of responses from the youngest age category may be explained by the distribution of the survey on a website used primarily by adults (MeetUp.com). Respondents were asked to provide the zip code of their home address. Results showed that 87% of the respondents lived in the Portland Metropolitan area, with 49% of the respondents living within the City of Portland.

Chart 1: Online survey posted to MeetUp.com Hiking Groups



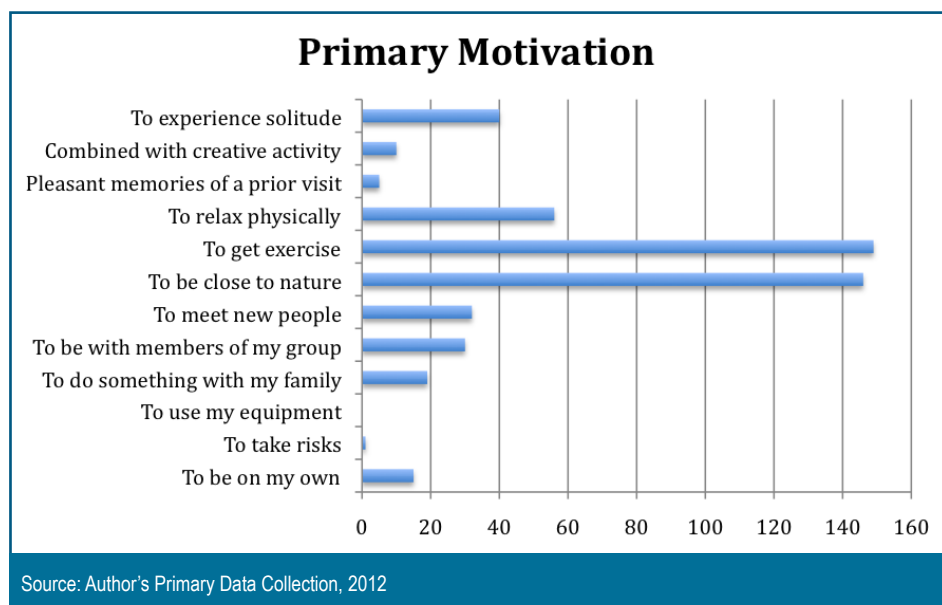
HIKING BEHAVIOR

Survey participants were asked how often they use hiking trails in Oregon. The top three responses were as follows: the largest category was “at least once a month” with 32.9% of the responses; followed by “at least twice a month, but not weekly” with 26.0%; and finally “at least once a week, but not daily” at 21.4% of respondents surveyed. A small percentage (2.9%) of survey participants hiked “four or more days a week.” When asked what mode type best described their use of hiking trails in Oregon, 94.8% of the survey respondents chose hiking, 4.6% of respondents chose running and one respondent chose backpacking. There was an optional field where respondents could provide an additional descriptive. Nine additional comments were made describing that they alternated between “running and hiking”, “fast walking for exercise,” and “snowshoeing.”

HIKER MOTIVATIONS

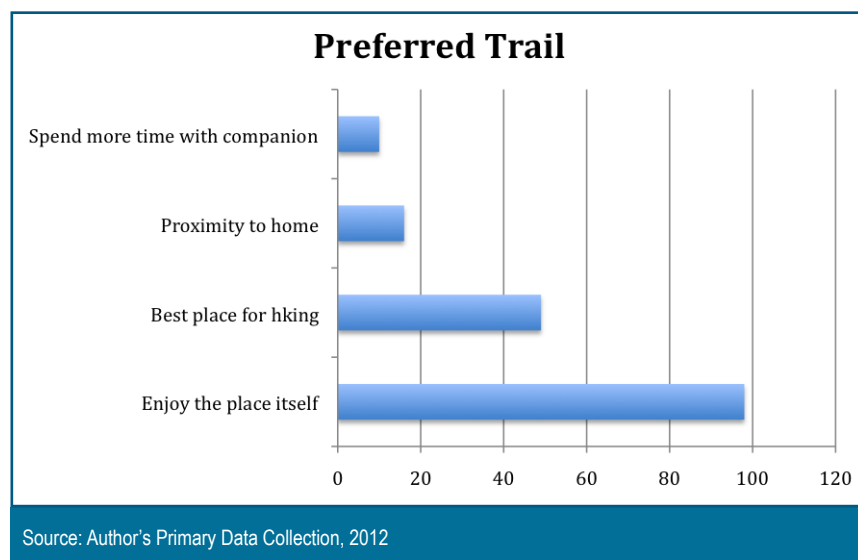
Three questions were developed to gather information about the preferred recreational experiences of hikers. First, hikers were asked to choose their top three motivations for visiting a hiking trail from a list of 12 choices (Chart 2). There were two clear top choices for visit motivation: “to get exercise” with 149 votes (86.1%) and “to be close to nature” with 146 votes (84.4%). The second grouping of popular responses were “to relax physically” with 56 votes (32.4%) and “to experience solitude” with 40 votes (23.1%). It was interesting to note that not a single survey participant chose “to use my equipment” and there was only one respondent who chose “to take risks.” There was an optional field where respondents could provide additional comments, which included five comments about enjoying the trails with their dogs, three about spending time with friends, and a few about exploring the woods and nature in general.

Chart 2: Online survey posted to MeetUp.com Hiking Groups



When asked, “What is the most important reason you visit your preferred trail,” of the four choices, 56.6% of the respondents answered that they enjoyed the place itself as their primary reason (Chart 3). “Proximity to home” came in a distant third for survey respondents choosing their preferred trail. With busy, modern lives it is worth noting that quick, easy access to a hiking trail is not the primary reason these survey respondents keep returning to their preferred trail.

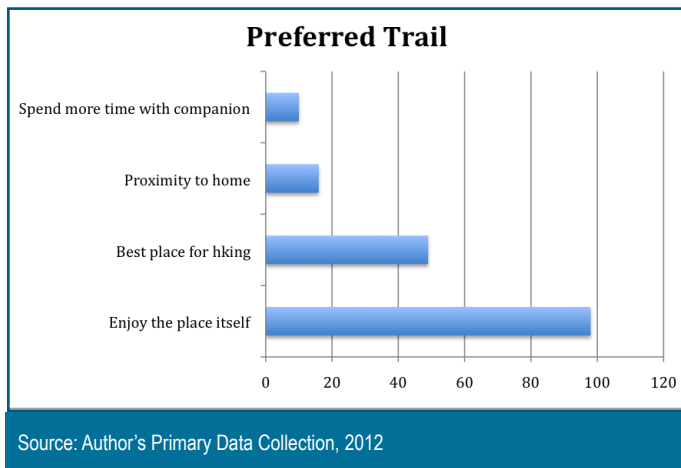
Chart 3: Online survey posted to MeetUp.com Hiking Groups



HIKING DISTANCE

The final question in the survey asked respondents to choose their preferred trail type between three types of trails: Easy (easy walks that anyone can do); Moderate (hikes that can take most of the day); and Strenuous (a long day or several days with considerable elevation). The overwhelming response was for “moderate hikes that can take most of the day” with 135 votes (78.0%) (Chart 4). Survey respondents were also given the opportunity to add additional comments in an optional comment field to refine their answer if desired. A few respondents indicated that they preferred a hybrid of easy-to moderate, while a few others indicated that change in elevation over 5 to 9 miles was ideal. Responses included: “I like going off trail – bush whacking to set a destination”; “I prefer strenuous long hikes if my family situation allowed for it. I try to pack in as much elevation gain as I can during shorter hikes”; “Moderate, but multiday”; and “I prefer moderate trails for day hiking and strenuous trails for backpacking.”

Chart 4: Online survey posted to MeetUp.com Hiking Groups



The purpose of this section was to identify hiker characteristics in terms of socio-demographics, hiking behaviors, and motivations. These findings highlight that there is a broad diversity to hikers ranging in age and preferred trail length. Yet despite their differences, many are seeking and finding similar experiences under different environmental and social conditions. For many hikers, experiencing solitude and relaxing physically are just as important as getting exercise and experiencing nature. The responses from this survey show that trails are important for their connection to nature and that it is not just proximity or convenience that brings people back to a trail. From these responses, it could be presumed that there is demand for long trails and specifically for regionally unique long trails, such as the proposed Salmonberry Corridor.

CRITIQUE AND CONCLUSIONS

Factors Affecting Demand

Recreational demand is affected by differences between what recreational users' desire and what activities and amenities are available. In order to understand what is influencing demand the research team explored various factors outside of recreational activity preferences by looking into which amenities are currently available. Detailed information on how recreational amenities impact demand is limited. Further research on the impacts of available recreational amenities would be valuable in understanding overall demand for regional trails. Factors affecting demand can be categorized into recreational activities and recreational amenities.

Recreational Activities

Research on recreational activities is commonly conducted through different survey methods, as is the case with SCORP and the Oregon Trails Plan. The analyses of SCORP and Oregon Trails Plan within this report inform recreational user preferences within the context of planning for regional trails such as the Salmonberry Trail. As such, it will only be discussed briefly here for purposes of comparison to recreational amenities currently available.

Recreational activities are outdoor activities that can be categorized in various ways, such as motorized, non-motorized, and water trails. Common activities within these categories include camping, hiking, boating, fishing, and off-roading. Understanding recreational users' preferences among the various activities has been a primary focus of study in research conducted by OPRD and the Oregon Department of Forestry. These agencies work to measure the demand for activities through empirical research, by conducting surveys and regularly recording site visits. Understanding demand for recreational activities can be aggregated by type of activity and selected socio-demographic data.

Recreational Amenities

Recreational amenities are the physical features that contribute to the attractiveness of a site or location. Common amenities include facilities like campsites, bathrooms, and running water, or accessibility with types and conditions of roads and parking. Research conducted on recreational amenities has been limited in comparison to research on recreational activities, and is often included as a subcategory to specific activities or trails.

The limitations of the research are largely attributed to a loss of data reliability when "sites are aggregated to the county level or all sites are aggregated to a regional level"². Reports will often present inventories listing the total number of different amenities under a jurisdictional authority. For example, the Oregon Trails Plan has an inventory of existing non-motorized trail counts and mileages by primary managing organization, including the City Park & Recreation Department, Federal Agency, State Agency level and more. The report also inventories existing non-motorized trails counts and mileages by trails planning region. This lack of detail inhibits more focused research on how amenities can affect demand.

To date, research has shown distance and cost of travel to a site to be the most influential factor affecting demand. A household survey of forest recreation was conducted in Denmark and found that approximately 75% of the visits were from a distance of less than 10 km (approximately 6 miles)³. Other studies of distance and travel cost have found similar results using traditional travel cost models, random utility models, or surveys, observing that "a notable gap exists in that no previous study has examined how individuals' motivations for visiting specific settings influence the demand for those settings."⁴ Other methods have been proposed for understanding factors that affect recreational demand. Brown and Nawas (1973) have stated that levels of recreational demand can be estimated by using individual observations, so as to avoid having to aggregate data to a county or regional level⁵.

Until recently, OPRD has not fully considered alternate factors affecting demand, such as infrastructure, parking, or camping site/bathroom facilities, when conducting research for the SCORP report. Previous reports, such as the Oregon Trails Plan and the 2008-2012 SCORP report indicate the need for

improving amenities and increasing trail maintenance, but have not articulated the importance of this beyond a general acknowledgement. The 2008-2012 SCORP report focused on gathering demographic information for recreational demand with little emphasis on amenities. The findings were aggregated and reported as to what individual demographic populations preferred. The findings provide valuable insight into the general needs of the respondents, but provide limited details on how the availability of amenities impacts demand.

The recent research conducted for 2013-2017 SCORP has made considerable progress over the previous SCORP in presenting data aggregated to the county level. The research methods included Likert Scale survey questions for individual facilities such as specific campground facilities, public restrooms, or access to trails. The results of this research can be used to further investigate the impacts of recreational facilities at the county, rather than regional, level. There is an opportunity to understand what communities at the county level desire to guide regional trail development more successfully.

Data on detailed observations of amenities could not be found for trails within the defined regional area for this demand analysis. Individual observations of various recreational amenities conducted at a regional level will likely be cost-prohibitive. However, it is likely that the use of GIS and/or GPS crowd sourcing will contribute to future data collection for these purposes.

It appears that reports evaluating recreational demand present valuable information on demand for recreational activities, and are beginning to incorporate demand for recreational amenities. Lack of information on the impact of recreational amenities in past reports may be attributable to an absence of resources. It may also be because very little research has been conducted on how amenities impact recreational demand. In either case, there is a lack of disaggregated amenity data available to allow this topic to be explored in more detail.

Recreational Opportunity Spectrum

The Recreational Opportunity Spectrum (ROS) was developed by US Forest Service researchers in the late 1970's for the purpose of analyzing recreational opportunities. The ROS classifies recreational areas based on types of recreation, facilities, and nature opportunities. This classification of landscapes ranges from primitive lands characterized by little to no human intervention to rural and urban landscapes where nearly all natural areas are managed or altered⁶. In short, the ROS is a measure used to gauge the presence and amenity value of a natural space.

The Salmonberry Corridor has been determined unique compared to other regional trails in that it is classified on the more primitive side of the ROS as opposed to rural or urban. This means the trail is dominated by natural settings, unaltered by managed activities and the area is non-motorized and does not contain roads. This natural landscape can help bolster demand for users by providing regional

access to an area with a primitive classification on the ROS scale. While the ROS scale is helpful to understand the general types of users who would be attracted to the proposed Salmonberry Trail's predominantly primitive setting, the ROS is not widely used to measure user demand in its different trail settings. See Appendix C for descriptions of ROS settings.

CONCLUSION

Walking and shorter day hikes are the most frequent and favorite activity of trail users, making demand for longer duration experiences, as would be possible for through-hikers on a long trail, less certain. However, a case could be made for regional trails with good connections to metro areas or cities. The Banks trailhead of the proposed Salmonberry Trail is reasonably close to the Portland Metro area and could attract day hikers and other casual users with good vehicle and transit access. If the proposed trail were developed in segments (Banks to summit, the Salmonberry River corridor, and the coastal segment) different trail surface treatments could attract a wide range of trail users while enhancing local connectivity to other regional trails, like the Banks-Vernonia State Trail. A segmented regional trail in the corridor could serve the most popular activities (short hikes, picnics, etc.) identified in the Oregon Trails and SCORP survey results, and induce demand for existing trails that already serve a significant share of recreational users.

The SCORP and Oregon Trails Plan survey results indicate the greatest demand is for local trails with good access for walking, running and day hiking. Ensuring easy transit and vehicular access at trailheads will attract the greatest number of users to these casual trail activities. Therefore, priority should be given to developing the Banks segment of the proposed Salmonberry Trail to draw from the greatest number of potential users and to advance trail connectivity. The more primitive segments of the proposed trail could be developed over time as dedicated enthusiasts of wilderness recreation will likely find a way through unimproved trail segments.

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APPENDIX A

TRAIL USER PROFILE

REGIONAL TRAILS FROM ACROSS THE COUNTRY:

A trail user profile for likely users of the proposed Salmonberry Corridor derived from available trail survey data for five regional bike/pedestrian trails from across the country is presented below. The data from recently conducted trail use surveys profiles potential Salmonberry Trail users by looking at regional trails of similar length and proximity to metropolitan areas. The studied trail segments drew mostly local (county scale) visitors who drove to access a trail. Walking was most popular activity on shorter trails while biking was popular on longer trail segments.

Pine Creek Rail Trail, Central PA (65 miles)

Most of the users of this trail are local, at the state level (86%). The most prevalent age categories were 46-55 (28%) and 56-65 (28%). Fifty-six percent of the respondents were male, and forty-four percent were female. Bicyclists comprised the largest share of trail users (64%).

Source: Pine Creek Rail Trail User Survey and Economic Impact Analysis, http://www.railstotrails.org/resources/documents/resource_docs/RTC_PineCreekGuide_web.pdf

Ridge to Rivers Trail- Boise ID and Ada County (networked trail with many access points)

Most of the users of this trail are local, at the county level (92%). The three largest age categories were 26-33 (24%), 34-39 (21%) and 40-49 (25%). The gender ratio was 62% male and 38% female. This survey included 1,137 people. To access the trail, people walked, 391 biked, 398 drove, 91 came as passengers in a vehicle, and 4 were dropped off at the trailhead. Biking (503 people) was the most popular activity on the trail.

Source: A Survey of Trail Users River to Ridges Trail System, <http://atfiles.org/files/pdf/Ridge-to-Rivers-Trail-Survey.pdf>

Clear Creek Trail, Monroe County, IN (part of trail network near Bloomington, IN)

The survey sample was 485 people. Most of the people, 466, were Caucasian. Forty-seven percent were in the age category of 26 to 45. Walkers were 61.2% (297) of the users. Eighty-eight percent of the users drove to the trail.

Source: Clear Creek Trail User Survey, <http://bloomington.in.gov/media/media/application/pdf/3187.pdf>

Lake Ontario Waterfront Trail-Ontario, Canada (432 miles)

This trail runs on off road trails and along public roadways. The survey findings revealed that a median distance of 3 miles was traveled to reach the trail head, and the average distance was 11 miles. The mode of access was mostly car followed by bike, 54% and 19%, respectively. Forty-four percent of the respondents were ages 25 to 54 and 51% of the respondents were females, 49% were male.

Source: Lake Ontario Waterfront Trail User Survey, <http://www.waterfronttrail.org/htm/usersurvey.htm>

Virginia Creeper Trail, SE Virginia (34 miles)

The majority (99%) of respondents were Caucasian. Sixty-five percent of the respondents were male and 35% were female. The respondents had an average age of 45. More than 50% of the respondents were between the ages of 36 and 55. The survey divided respondents into local and non-local users. Non-local users traveled an average of 260 miles to reach the trail. Local users traveled an average of 7.8 miles to reach the trail. Biking was the primary activity, with 54.6% of users.

Source: Trail User Surveys and Economic Impact, A Comparison of Trail User Expenditures, http://www.railstotrails.org/resources/documents/resource_docs/Comparison_of_Trail_Users_Surveys_FINAL.pdf

APPENDIX B

OUTDOOR RECREATION IN OREGON: THE CHANGING FACE OF THE FUTURE RECOMMENDATIONS

AGING POPULATIONS

The most popular outdoor recreation activities for Oregonians between the ages of 42 and 80 included walking, picnicking, sightseeing, visiting historic sites and ocean beach activities. The study identified bird watching, walking, bicycling (road/path), jogging, and day hiking as the top five activities for future participation of “Baby Boomer” populations. Because leisurely activities are most commonly associated with this demographic, planning recommendations, both state and local, are closely tied with the development of trail networks, public information surrounding trail networks, and volunteer opportunities.

The review considered the inter-state and inter-county relocation of this demographic. Counties in Southern, Coastal and Central Oregon hold the highest relocation rates, with projections for the years 2006-2016 maintaining these patterns. As “Baby Boomers” move into these areas, the state recommends planning and developing regional trail systems to meet their needs. (Local Planning Recommendation #2: Plan and develop regional trail systems in areas of the state having highest relocation intensity in the 40 to 79 age range.)

FEWER OREGON YOUTH LEARNING OUTDOOR SKILLS

With the exception of swimming, outdoor skills on average are diminishing within the recent generation. Although camping in tents is a preferred youth activity for all age categories (3-5, 6-11, 12-14, and 15-17), family involvement and the development of youth programs to serve this demographic is needed. All state and local planning recommendations involve the creation of funding for youth recreational programs. Engaging this demographic in wilderness activities, such as camping, could lead to others, such as hiking, horseback riding, and biking, throughout their lifetimes (103).

AN INCREASINGLY DIVERSE OREGON POPULATION

The most common areas for Hispanic and Asian respondents to complete recreational activities were outside of their towns or communities. These populations recommended picnic tables, followed by trail and campground developments. Local Recommendation #1 asks for a greater priority to be given to the development of group-day use facilities, recreational trails, outdoor sports fields, close-to-home camping and alternative camping opportunities in “high-priority” counties. Since distribution of diversity is not uniform, funding would ideally be targeted towards specific counties and cities. Tillamook, Multnomah, and Washington counties are all considered “high-priority” for Hispanic populations. Washington is a “high-priority” county for Asian/Pacific Islander, while both Washington and Multnomah counties are considered “high-priority” for African-American populations.

OREGON’S PHYSICAL ACTIVITY CRISIS

The average county proportion of obesity slightly increased from 22% in 2001 to 24% in 2005. Recreation supply and demand are strongly associated with higher rates of physical activity, and somewhat associated with lower rates of overweight populations. More hiking and urban trail miles per household were positively correlated with increased rates of physical activity. Four of the eight official recommendations suggest improving information accessibility of trail networks, as well as the development of close-to-home bicycle and non-motorized trails in at risk communities. Tillamook County specifically has been identified as an “in need” county based on adult physical activity rates and trends.

APPENDIX C

RECREATION OPPORTUNITY SPECTRUM SETTINGS

Primitive: Area is characterized by an essentially unmodified natural environment of fairly large size. Interaction between users is very low and evidence of other users is minimal. The area is managed to be essentially free from evidence of human-induced restrictions and controls. Motorized use within the area is not permitted.

Semi-Primitive Non-motorized: Area is characterized by a predominantly natural or natural-appearing environment of moderate-to-large size. Interaction between users is low, but there is often evidence of other users. The area is managed in such a way that minimum on-site controls and restrictions may be present, but are subtle. Motorized use is not permitted.

Semi-Primitive Motorized: Area is characterized by a predominantly natural or natural appearing environment of moderate-to-large size. Concentration of users is low, but there is often evidence of other users. The area is managed in such a way that minimum on-site controls and restrictions may be present, but are subtle. Motorized use is permitted.

Roaded Natural: Area is characterized by predominantly natural-appearing environments with moderate evidence of sights and sounds of man. Such evidence usually harmonizes with the natural environment. Interactions between users may be moderate to high, with evidence of other users prevalent. Resource modification and utilization practices are evident, but harmonize with the natural environment. Conventional motorized use is allowed and incorporated into construction standards and design of facilities.

Rural: An area that is characterized by a natural environment, which has been substantially modified by development of structures, vegetative manipulation or pastoral agricultural development. Resource modification and utilization practices may be used to enhance specific recreation activities and maintain vegetative cover and soil. Sights and sounds of humans are readily evident, and the interaction between users is often moderate to high. A considerable number of facilities are designed for use by a large number of people. Facilities are provided for special activities. Moderate densities are present away from developed sites. Facilities for intensified motorized use and parking is available.

Urban: Area is characterized by a substantially urbanized environment, although the background may have natural-appearing elements. Renewable resource modification and utilization practices are often used to enhance specific recreation activities. Vegetation cover is often exotic and manicured. Sights and sounds of humans are predominant on site. Large numbers of users can be expected, but on site and in nearby areas. Facilities of highly intensified motor use and parking are available with forms of mass transit often available to carry people throughout the site.

Nature-dominant within Urban: Apparently undisturbed, natural environment, with limited development within an urban context. Expect moderate to high interaction and visual or noise disturbance. An example would be a nature preserve within a city.

Park-like within Urban: Primarily maintained grass and shade tree environment within an urban setting. There will be moderate to extensive facilities, and a heavy amount of interaction between people. An example would be a day-use or picnic area within a city.

Facility-dominant within Urban: Predominantly built setting of pavement and structures, intended for leisure or recreation use within the urban context. Expect a high level of interaction, management, and visitor controls. Areas may include small areas of grass, other vegetation, and/or shade trees growing within a paved area. Examples would be paved plaza parks or ornamental gardens.

V. Long Trails and Economic Development

INTRODUCTION

Although economic development may not be the main objective for long trail development, it can provide a strong incentive to move forward on a long trail project. Economic development benefits from trails are experienced at many scales, and can come in a variety of forms, including:

- ✦ Tourism
- ✦ Community events
- ✦ Urban redevelopment
- ✦ Community improvement
- ✦ Increased property values
- ✦ Health care savings
- ✦ Jobs and investment
- ✦ General consumer spending ¹

It is difficult to assign an exact dollar amount to the economic benefits of trails. One approach is to analyze them according to direct, indirect, and induced impacts. Direct impacts are impacts that include trail users spending money on food or lodging; indirect impacts include increased tax revenues and increased employment; induced impacts include the economic benefits of increased employment, such as greater spending in the local economy working its way throughout the local economy.

The most direct economic impacts of long trail development are felt at a local scale. At a larger scale, such as a state or a multi-state region, the benefits are still present, but are more indirect/induced, making it more difficult to identify whether an economic impact is coming from a long trail development. Nonetheless, it is important to examine economic benefits of long trail development at all scales because large-scale entities, such as state governments, can be a source of funding or other support for trail development, and a demonstrable economic benefit at their scale will make trail investments more enticing.

The following report summarizes findings of an investigation into the community economic development benefits (direct, indirect, and induced impacts) that long trails can provide. The report includes an examination of the potential strategic importance and contribution of long trails in this region to the economy of the state, to the vitality of metropolitan Portland, and to rural communities associated with long trails.

In the final section of this report, we provide a set of on-the-trail and off-the-trail recommendations to maximize the economic development benefits of long trail development at all scales.

PART I: STATE

One reason to examine benefits at a broader-than-local scale is that larger-scale entities such as state governments or regional conservation groups can be a source of funding or other support. For example, the Oregon Historic Trails Fund provides grants

for interpretive, educational, or economic projects related to preserving and protecting the state's natural resources.² Planning for trail development at a state level can also help ensure that trail investments in one area connect with trail investments in another area of a region, compounding their value. In addition, though economic benefits may be focused within cities and towns along a long trail, the state as a whole will benefit from the aggregation of those benefits and the benefits to other cities in the state that people might visit on their way to or from a long trail.

State benefits of long trail investments and development

One of the questions facing the Salmonberry Trail feasibility study (and likely a feasibility study for other similar trails) is whether to (1) develop the project as a long trail, (2) abandon that idea for a series of short trail projects, or (3) to not undergo any trail development at all. There are several general economic development incentives for developing a long trail:

Balance Between Shrinking Revenues and Continued Investments

Though the current trend of shrinking State revenues is not anticipated to end soon and there is much uncertainty in the state's economic outlook³, the State must continue to invest in projects in order to draw tourism dollars that can become long term revenue sources, support the ongoing improvement of local communities, and continue to make Oregon appealing to individuals and organizations from outside of the State. A long trail project can accomplish all of these.

Shifting Economies

Oregon, like the rest of the nation, is experiencing the dynamic evolution of our economy. However, Oregon may be able to stabilize these losses by increasing the number of jobs in service-based sectors, such as recreation, tourism, and hospitality, all of which provide secondary impacts to Oregon's communities.⁴ In fact, trail development is an economic development opportunity already being explored in Oregon through projects such as rail-to-trail development.⁵ A rail-to-trail project serves as a perfect opportunity to leverage Oregon's unique natural resources and nascent rail-to-trail infrastructure to contribute to State economic growth. Long trail projects can benefit Oregonians by providing an accessible recreation option that benefits their health, provides employment opportunities, and exposes them to even more of Oregon's natural landscapes.

The Return of Tourism

Since 2008, American household spending has been closely monitored by public and private firms that are interested in understanding consumers' readjusted habits due to the tremendous economic effect of the recession.⁶ Industries were also affected, some more than others. For example, tourism and hospitality industries were hard hit due to the increase in

bankruptcies, layoffs, and austerity measures facing households.⁷ However, there are new reports showing America's taste for travel is returning to pre-2008 levels with vacationers looking to nearly double their expenses on their annual vacation from 2010 to a new average of \$3,136.⁸ A project such as a long trail can capitalize on the renewed willingness of vacationers to travel and spend on tourism. In Oregon, this renewal provides an opportunity to better brand the state's natural and recreational amenities to out-of-state visitors. This could drive an increase in dollars spent directly and indirectly on trail-related activities in communities at every level, generating out-of-state revenues for local, state, and regional coffers. It also provides an opportunity to draw more State residents who may be looking for vacation options closer to home.

Environmental and Land Rights Security

The opportunity to secure long corridors in a single ownership and/or ecologically vulnerable areas does not happen often. Therefore, if and when such an opportunity presents itself, it must be seized. A long trail or rail-to-trail development is a perfect way to preserve land while providing connectivity and economic development opportunities. Although construction of the project will result in minor impacts on the land overall, a long trail or rail-to-trail project could have relatively minimal upkeep and impact over the long term compared to the development of an entire State park. This allows for the preservation of natural State lands on a smaller budget. Furthermore, allowing the State to secure the right-of-way for a long trail can provide long-term security for the use of the land, generating predictable (if not increasing) land values which benefit private landowners whose lands abut the trail. Many communities report stable or significant increases in property value due to the proximity to trails.⁹

Recreational Economy

A 2006 report by the Outdoor Industry Foundation estimated that active outdoor recreation contributes \$730 billion annually to the U.S. economy, including support for 73,000 jobs in Oregon and accounting for \$4.6 billion in Oregon retail sales and services¹⁰. Over the past five years, this sector grew by nearly five percent each year nationally,¹¹ and state tax income from the travel industry in Oregon has increased nearly \$30 million.¹² Most travel spending and direct economic impacts occur within Oregon's urban areas, but counties with less total employment generally have a bigger share of travel-generated employment, making the tourism industry an important one across all regions, urban and rural, in Oregon.¹³

"Quiet Economic Engines"

Many State trail plans, including Oregon's, use economic benefits to communities as a reason for supporting outdoor recreation. Oregon's 2005-2014 Statewide Action Plan describes economic development benefits in terms of monetary benefits to communities such as money spent in communities by trail users,

impacts on property values and ability to sell, and attracting businesses.¹⁴ The plan also gives priority to trail development opportunities in economically distressed counties or nearby economically distressed cities, which demonstrates the potential for economic value that the state puts on trail development. Other states reiterate these benefits. California's 2002 Recreational Trails Plan notes the economic benefits of trails in terms of their ability to provide an incentive for businesses to either stay in the area or relocate into communities that recognize the importance of greenways and trails.¹⁵ On the east coast, the South Carolina Trails Plan notes that a new trail can revitalize a community, create employment opportunities, and can be an important first step in economic development.¹⁶ The 2010 New York Statewide Trails Plan refers to trails as a "quiet economic engine," noting that they have positive direct and indirect impacts (including an average of \$180 spent per trail visit by non-local users), a positive impact on adjacent property values, and an ability to stimulate local businesses.¹⁷ In addition, an oft-cited 1992 study of three trails from the National Park Service found that the trails generated significant levels of economic activity at the county level, with a total annual economic impact of over \$1.2 million for each of the trails.¹⁸

EXAMPLES OF STATEWIDE AND CROSS-STATE ECONOMIC BENEFITS FROM EXISTING TRAILS

Oregon, California & Eastern Woods Line State Trail

For a long-trail effort similar to the proposed Salmonberry Trail, the Parks and Recreation Department of Oregon can look to its existing effort with the Oregon, California & Eastern Woods Line State Trail (OC&E Trail). The OC&E trail was rail-banked in 1992 and now is the longest rail-to-trail project in the State of Oregon, running 100-miles starting in Klamath Falls to Sycan Marsh.¹⁹ The majority of the trail is natural, taking users through the beautifully preserved Oregon environment. It also features an 8-mile paved stretch that is used for walking, jogging, hiking, biking, skating, and horseback riding.²⁰

The Facility Development Study conducted for the OC&E Trail identified five broad economic benefits from trail development and long-term investment. The benefits include improving mobility and connectivity; stabilizing or increasing property values; increasing tax revenue; redeveloping underutilized properties; and a short-term development of new jobs.²¹ Section 6 of the Facility Development Study expands upon the five benefits to include development perspectives, motorized vehicle expense reduction, and increased spending from longer stays by tourists that are generated from trails that are longer and more developed than short urban or rural trails.²²

Although there is not a current Oregon database capturing direct economic impact information for trail development, the Facility Development Study references plenty of reports and surveys from in-state and other states' efforts to document the benefits of trail

development. One example comes from the Property Value Effects of the South Ridge Trail, which found a strong correlation between the value of home prices and the distance to a trailhead. The correlation is that the value of home prices increase as the distance to a distance trailhead decrease.²³

Katy Trail

An excellent long-trail to analyze in preparation for a feasibility study on the Salmonberry Trail is the Katy Trail in Missouri. This 22 year-old trail provides an excellent model because of its age, miles traversed, the fact it touches multiple communities, and its long stretches of natural areas that, in conjunction with the infrastructure, appeal to users in- and out-of state.

The Katy Trail is the longest rail-to-trail project in the United States stretching laterally across several jurisdictions (cities and counties) in central Missouri. The Katy Trail Economic Impact Report provides a snapshot of the impact of the long-trail, projecting an estimated 400,000 visitors a year with \$18,491,000 total economic impact per year on the state.²⁴ The presence of trail users also impacts the communities located along the trail; total visitor spending in local communities was \$8,204,000.²⁵ In addition, the trail supports 367 jobs with a total payroll of \$5,128,000.²⁶

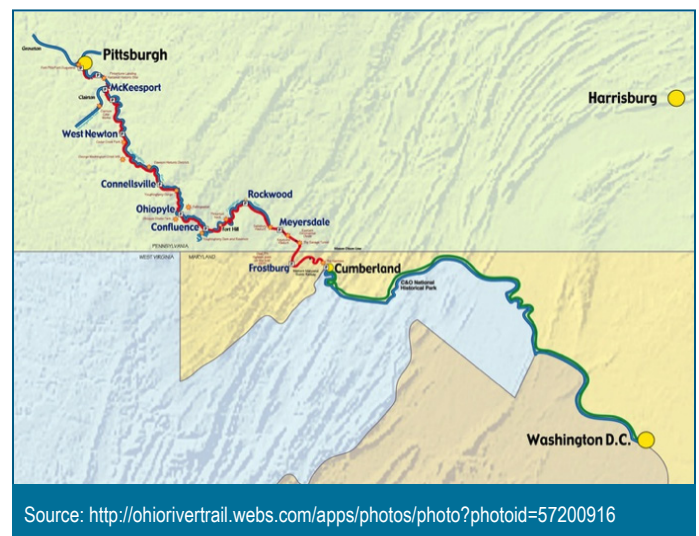
Figure 1: Katy Trail



Great Allegheny Passage

The Great Allegheny Passage (GAP) has demonstrated success in terms of the cross-jurisdictional economic benefits of long trails. The GAP is similar to the proposed trail because (like most long trails) it provides a connection between other trails. It also repurposes existing rail infrastructure such as bridges and tunnels, which is an option being considered for the Salmonberry Trail. The 150-mile interstate GAP is still under construction, but when completed, it will connect to the C&O Canal Towpath in Maryland, providing a 335 mile path between Pittsburgh and D.C. for non-motorized vehicles.²⁷ A survey conducted in 2002 estimated that the trail's direct impact exceeded \$7 million per year, even though the trail was not yet completed.²⁸ A 2008 economic impact study found that annual direct spending attributed to trail users was much higher than anticipated: \$40.8 million.²⁹ The GAP also has a Trail Towns program, which aims to "maximize the economic potential of trail-based tourism."³⁰

Figure 2: Great Allegheny Passage



Appalachian Trail

There are long trails, such as those described above, and then there are long trails. The Appalachian Trail is a privately-managed National Scenic Trail that runs approximately 2,180 miles from Georgia to Maine.³¹ The Appalachian Trail Conservancy estimates that 2 to 3 million visitors hike a portion of the AT each year.³² Furthermore, in 2007, the National Park Service estimated that two-thirds of the United States population lives within a day's drive of the Trail.³³ It is difficult to find quantifications about the economic benefits of such country-spanning long trails, but programs such as the Appalachian Trail Communities program recognize that a community's membership in a program that promotes the community as a "trail town" can have sustainable economic development benefits, among other benefits such as enhanced sense of place and environmental stewardship.³⁴

Figure 3: Appalachian Trail



Pacific Crest Trail

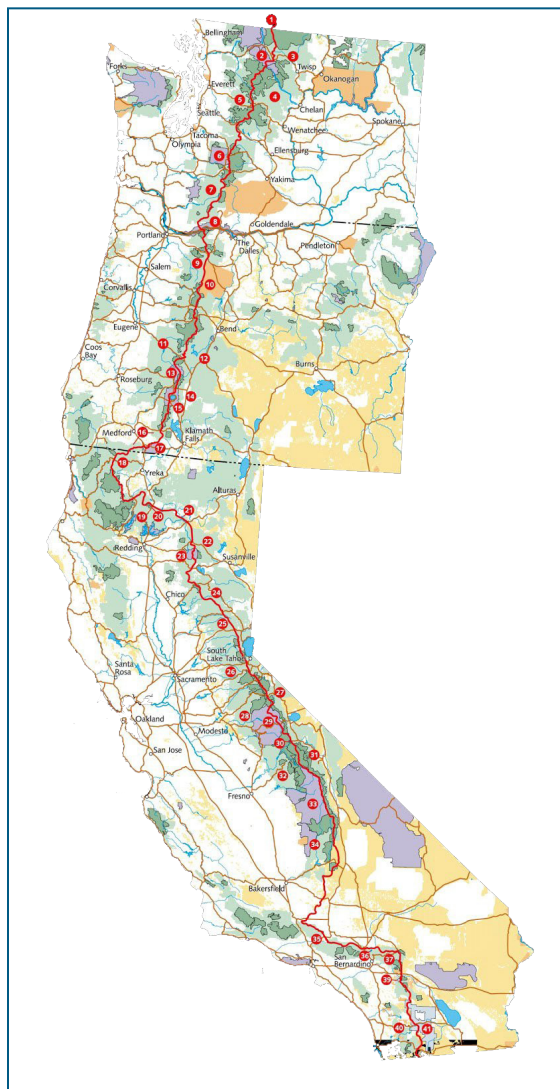
The Pacific Crest Trail (PCT) spans 2,650 miles from Canada to Mexico, through the State of Washington, Oregon, and California.³⁵ The heavily-used trail sees more than 1.5 million hikers and equestrians every year.³⁶ The PCT, the west coast equivalent of the Appalachian Trail, provides a trail link between (or near) seven national parks and twenty-four national forests.³⁷ The Pacific Crest Trail Association (PCTA) puts an emphasis on the potential benefits to corporate sponsors by of the trail's proximity to major markets such as Los Angeles, Sacramento, Reno, Bend, Portland, and Seattle, and the \$28.1 billion dollars spent on sales and services by outdoor recreation participants in California (along with \$4.6B in Oregon and \$8.5b in Washington).³⁸ By demonstrating the benefits to corporate sponsors, the PCTA secures greater partnerships with the businesses near the trail, which in turn secures greater revenues for the states along the trail.

PART II: PORTLAND METRO REGION

Economic Benefits of Long Trails to Metropolitan Regions

This section examines the economic benefits long trails provide to metropolitan regions, and how these benefits connect to economic development efforts currently underway in the Portland Metro Region. The recreation and outdoor industry produces significant economic benefits, driving consumer spending and stimulating job growth. Even during the economic recession, it has sustained high growth through a combination of tourism spending and equipment and gear sales.³⁹ Increasingly, state and municipal governments recognize the value of preserving and investing in outdoor recreation amenities as a strategy for economic development and improved quality of life. A growing body of research details the positive economic impacts that trails and greenways have on metropolitan regions, including increased property values and municipal revenues, employment growth, increased trail funding and economic development, and a greater

Figure 4: Pacific Crest Trail



ability to draw specialized, outdoor-oriented firms to the region. As economic impacts multiply through the local economy, they will produce indirect and induced economic effects as well. All of these benefits of trail development are described in more detail below.

Property Values & the Local Property Tax Base

Although traditionally difficult to quantify, a growing body of research indicates that the presence of trails and greenways can increase the value of adjacent and nearby properties.⁴⁰ The increase in value is attributable to quality of life enhancements that create a willingness to pay more for homes located near trails and leads to increased property tax revenues for local jurisdictions. A recent study using a hedonic pricing model to quantify trail value in Austin, Texas shows evidence of higher property values for properties near a trail - “proximate properties” - leading to a larger local tax base.⁴¹ Similarly, home sales data from Massachusetts towns near the Nashua River Rail Trail show greater sale prices as a percentage of listed value as well as substantially less time on the market in comparison to homes farther from the rail trails amenity.⁴² In a very specific study of the Little Miami Scenic Trail, researchers found that every foot closer to the trail increased property sale prices by \$7.05.⁴³

Employment Growth

Trails provide significant economic benefits to urban, metropolitan regions when they connect them with natural amenities. A 2011 study by the Political Economy Research Institute at the University of Massachusetts Amherst found that off-street multi-use trail projects generate approximately 9.5 jobs for every \$1 million in investment dollars.⁴⁴ These jobs can be divided into three categories: direct, indirect, and induced. Direct job creation occurs through the construction and engineering process; indirect jobs are those related the products and services needed to facilitate this construction; and induced jobs grow out of increased local demand for services, like restaurant and retail development.⁴⁵ Studies examining employment impacts of multi-use bike-trail developments in the Northern Outer Banks of North Carolina and the greater Des Moines area of Iowa show significant sales and job growth in localities around these facilities. For the multi-use bike-trail in greater Des Moines, a 25-mile trail called the High Trestle Trail was developed on a rail line right-of-way formerly owned by the Union Pacific Railroad, and local businesses have reported 30 percent sales increases since its opening.⁴⁶

Trail Funding & Economic Development

Metropolitan regions also cite economic development as a primary goal of trail and greenway construction when they apply for state and federal grant funding. In their application for Federal Transportation Investment Generating Economic Recovery (TIGER) funding to connect several trail segments into a regional network, a coalition of New Jersey and Pennsylvania jurisdictions argued that investments in trail networks have many indirect benefits for urban areas, including cross-sector job growth, increased real estate values, greater tourism revenues, and growth in recreational manufacturing and support services sector.⁴⁷

Direct, Indirect, and Induced Effects

Increasingly, economists and local leaders are recognizing the economic value of parks, waterways, and trail systems for adjacent local communities. Like job creation, the economic benefits resulting from visitor or tourism spending can be broken into three categories: direct, indirect, and induced effects. Analyses of parks, trails, and natural amenities throughout the United States indicate that direct effects are concentrated in the small towns and rural communities through which the trail runs.⁴⁸ In addition, data gathered by the National Association of State Park Directors in 2009 estimated the value of state park visits to adjacent local communities at \$20 billion annually.⁴⁹ However, this direct spending creates indirect effects when impacted businesses purchase supplies and services from other businesses, who then purchase from other businesses, creating a chain reaction that moves through a regional economy.⁵⁰ Furthermore, induced effects occur when income growth for business owners and households leads to greater spending beyond the initial direct and indirect impacts.

Figure 5: Outdoor Recreation Economic Impact by Activity

The Outdoor Recreation Economy Direct and Total Impact by Activity Category¹

OUTDOOR RECREATION PARTICIPANTS ANNUALLY SPEND:

	Gear, Accessories & Vehicles	Trip Related Sales	Total
Bicycling	\$10,538,970,178	\$70,781,975,693	\$81,320,945,871
Camping	\$18,613,995,403	\$124,769,735,895	\$143,383,731,298
Fishing ²	\$9,742,089,046	\$25,725,732,919	\$35,467,821,965
Hunting ³	\$8,525,723,987	\$14,636,912,252	\$23,162,636,239
Motorcycling	\$10,024,945,513	\$32,501,773,446	\$42,526,718,959
Off-Roading	\$13,160,580,559	\$53,334,247,815	\$66,494,828,375
Snow Sports	\$7,718,490,380	\$45,328,719,522	\$53,047,209,901
Trail Sports	\$12,251,578,246	\$68,376,967,617	\$80,628,545,863
Water Sports	\$19,420,893,225	\$66,776,605,002	\$86,197,498,227
Wildlife Viewing ⁴	\$10,736,692,517	\$22,585,482,854	\$33,322,175,371
All Activities	\$120,733,959,053	\$524,818,153,015	\$645,552,112,068

THE DIRECT IMPACTS BUSINESSES SERVING RECREATIONISTS ANNUALLY PROVIDE:

	Participants' Spending	Jobs Supported ⁵	Income ⁶	Federal Taxes	State & Local Taxes
Bicycling	\$81,320,945,871	772,146	\$38,648,426,853	\$5,174,111,079	\$5,574,649,290
Camping	\$143,383,731,298	1,356,902	\$68,478,337,142	\$9,427,118,081	\$7,129,695,106
Fishing ²	\$35,467,821,965	307,175	\$12,665,085,157	\$2,150,221,890	\$2,424,626,040
Hunting ³	\$23,162,636,239	201,822	\$9,016,303,488	\$1,477,166,379	\$1,545,494,202
Motorcycling	\$42,526,718,959	410,972	\$20,826,351,065	\$2,793,477,670	\$2,592,588,678
Off-Roading	\$66,494,828,375	684,464	\$33,589,472,749	\$4,410,555,545	\$4,056,094,360
Snow Sports	\$53,047,209,901	504,342	\$25,248,804,500	\$3,187,138,690	\$3,714,016,392
Trail Sports	\$80,628,545,863	768,251	\$38,431,908,045	\$5,140,507,597	\$5,555,850,984
Water Sports	\$86,197,498,227	802,062	\$40,325,800,635	\$3,730,693,094	\$4,853,254,404
Wildlife Viewing ⁴	\$33,322,175,371	289,168	\$13,018,994,705	\$2,378,112,717	\$2,229,661,345
All Activities	\$645,552,112,068	6,097,303	\$300,249,484,338	\$39,869,102,741	\$39,675,930,802

THE RIPPLE EFFECT CREATED FROM THE DIRECT IMPACTS IS EVEN GREATER:

	Ripple Effect Spending ⁷	Jobs Supported ⁸	Income ⁹	Federal Taxes	State & Local Taxes
Bicycling	\$198,747,895,981	1,478,475	\$101,437,240,467	\$12,650,585,765	\$13,636,495,368
Camping	\$356,462,236,509	2,618,577	\$180,781,845,610	\$23,043,702,517	\$17,416,053,882
Fishing ²	\$97,759,933,329	763,262	\$34,168,207,715	\$5,722,310,749	\$6,499,863,763
Hunting ³	\$61,924,172,768	460,223	\$23,711,273,356	\$3,745,306,917	\$3,953,276,857
Motorcycling	\$102,072,982,246	767,363	\$52,994,114,496	\$6,717,463,094	\$6,254,971,503
Off-Roading	\$165,046,037,979	1,273,130	\$86,679,309,235	\$10,946,221,713	\$10,061,337,739
Snow Sports	\$129,617,935,438	964,884	\$66,206,588,130	\$7,799,705,749	\$9,080,167,867
Trail Sports	\$196,884,308,195	1,466,941	\$100,659,948,859	\$12,560,296,484	\$13,582,923,165
Water Sports	\$206,311,014,957	1,521,486	\$104,811,013,503	\$9,118,759,152	\$11,689,789,939
Wildlife Viewing ⁴	\$100,808,196,738	722,398	\$36,548,075,766	\$6,655,021,673	\$6,255,499,241
All Activities	\$1,615,634,714,139	12,036,739	\$787,997,617,135	\$98,959,373,813	\$98,430,379,325

Source: The Outdoor Recreation Economy. OUTDOOR INDUSTRY ASSOCIATION, 2012.

Source: The Outdoor Recreation Economy. OUTDOOR INDUSTRY ASSOCIATION, 2012.

Portland Metropolitan Multipliers

Many jurisdictions throughout the United States have calculated multipliers to predict and analyze indirect and induced effects stimulated by direct economic impacts of natural amenities.⁵¹ Economic multipliers are metrics used for measuring the economic impact of activities in one industry in a region on the region's economy as a whole. While trail indicators for the Portland region have yet to be developed, data for the green building and development sector shows regional economic benefits from these activities. In a study conducted by ECO Northwest and Bonnie Gee Yosick, LLC for the Oregon Workforce Investment Board (OWIB), two types of multipliers were analyzed: multipliers dealing with supply-chain relationships and social accounting matrix (SAM) multipliers driven by both consumption and supply-chain impacts.⁵² The report found that the Green Building and Development sector has an output multiplier of 1.99 and a jobs multiplier of 2.05, both higher than the statewide average.⁵³ While the green building and development sector does not directly relate to trail development, it does illustrate the increasing economic value of sustainable development to the regional economy.

PART III: BRANDING

Place branding is an overarching term encompassing the branding of nations, states, and cities. It is the process of communicating an image to targeted audiences. Place branding recognizes the inherent competition among places for people, resources, and business.⁵⁴

Place branding is a complex process that involves many stakeholders. The brand is derived from the assets associated with a place, and the public perception or value associated with them. Many successful place brands, such as for New York City and San Francisco, incorporate history, culture, quality of life and lifestyle, and diversity.⁵⁵ Portland already has an established place brand derived from public perception that this place and its residents are focused on environmental values and a strong connection to the surrounding landscape and associated outdoor activities. The City of Portland and other communities in our region can strategically leverage this brand to attract tourists and businesses based on our region's outdoor and environmentally-focused place brand.

Rural Communities

Many small towns and rural communities across Oregon have established themselves as outdoor hubs by creating an outdoor recreational identity that emphasizes the specific natural amenities associated with their respective place. Rural communities and small towns can capitalize on outdoor and recreation-based tourism to foster economic development. Tourists contribute to local economies through the purchase of goods and services such as restaurants, grocery stores, gear shops, hotels, and other local businesses, and rural communities can capitalize on this spending through a trail-based economic development strategy that includes trail development, business development, marketing and events, and stewardship.⁵⁶ Communities that undertake this type of planning are often called "trail towns."

Trail Towns

A 'trail town' is a destination along a long-distance trail.⁵⁷ Trail towns are a part of a series of towns connected by a singular trail, train, or rail-to-trail network. The explicit or implicit branding of a community as a "Trail town" indicates that trail users can leave the trail to find services and amenities directed at them and offered in the trail town. Amenities and services include grocery stores, restaurants, lodging, campsites, gear shops, among others.

According to the Allegheny Trail Alliance, Trail Town economic development strategies include:

- ✦ Enticing trail users to leave the trail and venture into your town
- ✦ Welcoming trail users to your town by making information about the community readily available at the trail
- ✦ Making a strong and safe connection between your town and the trail
- ✦ Educating local businesses on the economic benefits of meeting trail tourists' needs
- ✦ Recruiting new businesses or expanding existing ones to fill gaps in the goods or services that trail users need
- ✦ Promoting the 'trail-friendly' character of the town

- ✦ Working with neighboring communities to promote the entire trail corridor as a tourist destination⁵⁸

There is often a lack of connection between rural downtowns and the outdoor recreational opportunities near them. The Connect Cascade Locks Plan recommends that rural communities, "make a conscious effort to develop and market existing trail resources as a destination, provide a downtown retail core that serves trail user needs, and make clear connections between the two."⁵⁹ Developing a strong recreational tourism industry is an excellent economic development strategy which should be incorporated into a comprehensive development plan.

Challenges of being a trail town:

- ✦ Cyclical nature of outdoor recreational season due to weather of Pacific NW
- ✦ Lack of resources, existing infrastructure, planning/organizational capacity, and expertise

Benefits to being a trail town:

- ✦ Increased per capita income
- ✦ Lower poverty rates
- ✦ Increased property values
- ✦ Improved quality of life⁶⁰

Below, we provide two examples of how long trail development can provide a branding opportunity for rural towns.

The **Northern Forest Canoe Trail** is a long-distance paddling trail that runs from 740 miles through New York, Vermont, Quebec, New Hampshire, and Maine and has its own plans for rural economic development:⁶¹

- ✦ Serving as community amenities that act as both destinations for visitors and attractions for new residents and businesses
- ✦ Encouraging local entrepreneurship by creating new opportunities for area businesses seeking to diversify their offerings
- ✦ Fostering regional destination tourism by providing long-term strategic planning and management necessary to create broad visitor appeal and ensure careful stewardship
- ✦ Catalyzing collaboration across rural and widely dispersed populations, increasing a region's ability to work collectively to develop and market a region's tourism assets
- ✦ Bringing in new visitor spending that benefits local economies, helping stabilize economic conditions in communities previously reliant on single industries
- ✦ Building community sense of pride and well-being by providing opportunities for residents to enjoy and preserve their local natural resources

The **Appalachian Trail Community** program is designed to recognize communities that promote and protect the Appalachian Trail and spur sustainable economic development in these trail communities.⁶² The program serves to assist communities with sustainable economic development through tourism and outdoor recreation.

Short-term benefits of being branded an “Appalachian Trail Community” include:

- ✦ National designation network and communication
- ✦ Recognition and visibility through signage, press releases, Appalachian Trail Conservancy’s website and publications
- ✦ Enhanced partnerships with public land agencies and volunteers

Long-term benefits of being branded an “Appalachian Trail Community” include:

- ✦ Increased community environmental stewardship
- ✦ Increased sense of place and cultural sustainability
- ✦ Trail-friendly promotion through the Appalachian Trail Community-assisted marketing techniques

PORTLAND METROPOLITAN AREA AND STATEWIDE BRANDING

Oregon is recognized nationally for its scenic beauty, natural amenities, and significant outdoor recreational opportunities. This identity supports a robust tourist industry and attracts millions of visitors to the state annually. The outdoor industry is a powerful economic force, with economic benefits that are far reaching and affect not just the Portland metropolitan area, but smaller towns and cities across the state such as Bend and Hood River.

Intertwine Alliance⁶³

The Intertwine Alliance is a coalition of private firms, public agencies, and nonprofit organizations working to leverage existing investments, resources, and funding sources to engage residents of the Portland-Vancouver metropolitan region with the outdoors and nature. The Intertwine Alliance was launched in 2011 and includes 68 members. The purpose of the Intertwine Alliance is to encourage and ensure a complete regional trail network, restoration of natural areas, attract new businesses, reduce transportation and utility costs, and build organizational capacity of Alliance members.

Branding the Intertwine itself presents unique challenges because the concept is somewhat abstract. The Intertwine has a plural identity: it is simultaneously a place, a coalition, a strategy, and a way of life. The Intertwine encompasses not only parks, trails and natural areas, but the connections between. In addition, it reflects the outdoor and recreation-loving resident identity characteristic of the Portland metropolitan area.

Figure 6: Appalachian Trail Communities Map



Figure 7: Intertwine Logo



Branding Strategies

- ✦ Public Awareness Campaign - highlight Intertwine events on the web, radio, and TriMet buses.
- ✦ Events - Annual Park(ing) Day in September to highlight and celebrate the Intertwine. Partners erect temporary parks in area parking lots to educate the public about the Intertwine and its significance. In addition, the Intertwine will co-brand with partner organizations that embody the principles of the Intertwine such as Portland Bureau of Transportation’s Sunday Parkways event.
- ✦ Website - Includes success stories pertaining to the Intertwine and supports public awareness campaign. Allows partners to collaborate with each other by facilitating discussions, file sharing, and group emails. The website also allows users to explore the network of trail and parks by mode.

- ✦ Printed Maps and Guides - Information and maps of trails and parks. Some maps will be of smaller sections.
- ✦ Co-op Program - Provides matching funds to partners who offer joint ventures consistent with the central objectives of the Intertwine.
- ✦ Signing - Develop signage guidelines.

Place branding is a useful strategy to encourage economic development in cities and small towns in an increasingly globalized world. As economic competition between places increases, local communities and cities can leverage their specific amenities, values, and lifestyles to attract tourism, local spending, and jobs. The relocalization movement recognizes the importance of economic competition between places and of attracting and retaining locally-based businesses and income.⁶⁴ Place branding is a potential strategy that could be used by the relocalization movement to generate economic development in the Portland metropolitan area.

PART IV: TRAIL COMMUNITIES

Profiles of six towns were developed to assess the rural economic development potential from the Salmonberry Trail, or a similar trail development. These six rural communities - Banks, Wheeler, Rockaway, Garibaldi, Bay City, and Tillamook - were selected to be profiled because the proposed trail alignment goes directly through each of these towns. These towns may be best situated to receive economic development benefits of the trail. The proposed alignment of the Salmonberry Trail goes within a half mile of several additional towns, including Roy, Wilkesboro, Manning, Buxton, Scofield, Timber, Cochran, Belding, Enright, Nehalem Confluence, Batterson, Mohler, Brighton, Twin Rocks, and Barview.

Banks

Current Conditions

The City of Banks, Oregon is located in the Oregon's Wine Country, which is between the Cascade Mountains and the Oregon Coast Range. Its location makes it an attractive town for its citizens and for tourists. It is surrounded by beautiful, natural settings on all sides with such views of Mt. Hood to the east and the Coast Range to the west. Banks is also located between U.S. Route 26 (Sunset Highway) and State Highway 6 (Wilson River Highway), providing Banks with quick access to the coastal beaches, about a 45 minute drive, and many hiking and camping opportunities in the Tillamook State Forest and the Clatsop State Forest. For instance, the L.L. "Stub" Stewart State Park is located 7 minutes away from Banks, which provides full hook-up RV camping as well as tent sites and approximately 15 cabins for upscale camping. Also, the park provides a special camping area for RV & horse trailer with a horse corral as well. Banks also serves as the gateway to the Banks/Vernonia State Park Trail. Furthermore, the City of Banks is in close proximity to Portland, located approximately 26 miles west of Portland. Banks also strives to be an environmentally-sensitive city, respectful of the nearby farms and forest.

The total population for Banks according to the 2010 Census is 1,777. The median household income for residents is \$69,988, and the most common occupations are manufacturing, educational services, health care and social assistance, retail trade, accommodation and food services, and construction.

Population		1,777
Median Household Income		\$69,988
Age	17 and under	9.9%
	18 to 54	37.4%
	55 and over	52.8%
Size of Workforce		654
Occupations	Manufacturing	13%
	Educational Services	12%
	Health Care and Social Assistance	11%
	Retail Trade	11%
	Accommodation and Food Services	7%
	Construction	7%

Source: American Community Survey 2005-2010 5-Year Estimates.

Entertainment Washington County Museum Banks Performing Arts Community and Government Tuality Health Care Construction & Contractors Banks Hardware & Outdoor Power & Precision Pump	Food and Dining Banks Liquor Store Jim's Thriftway Colman 9N Restaurant Banks Café Subway Oriental Garden Banks Billards Tavern	Medicine & Health Care Banks Pharmacy Home & Garden Dairy Creek Farm and Produce Banking US Bank First Community Credit Union	Sports and Recreation LL stub Stewart State Parks Banks Bicycle Repair & Rentals Other Washington County Visitor Center
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Opportunities

Banks is a very attractive and accessible destination for both local residents and visitors. With Banks as a cornerstone city for the Banks/Vernonia State Parks Trail, providing amenities and outdoor activities, trail users will be attracted to this area. Its close proximity to the L.L. “Stub” Stewart State Park provides a great area for hiking, camping, and recreational activities for local residents and visitors. Banks can provide alternatives to trails such as the Washington County Museum. Lastly, a major marketing advantage for Banks is its close proximity to Portland, as it’s a quick and pleasant getaway for metropolitan area residents and others.

Challenges

Banks may encounter challenges due to its close proximity to larger cities such as Hillsboro, which offers more amenities that cater to trail users.



WHEELER

City Bio

The City of Wheeler is located between hills that overlook the Nehalem Bay, Neahkanie Mountain, and the Pacific Ocean, offering great sunsets and rainbows⁶⁵ and giving it the nickname Pukalani – “hole in the sky.”⁶⁶ Wheeler enjoys a mild climate and plenty of sunshine. The city is protected by the surrounding hills from the prevailing northwest wind and the fog and mist experienced by the surrounding coastal areas.⁶⁷ Wheeler is also nicknamed “the little town with the million-dollar view”.⁶⁸

Wheeler offers shopping (such as the restored Historic Old Wheeler Hotel), lodging, dining, fishing, and boating. Highway 101 serves as Wheeler’s “Main Street.” According to the City of Wheeler’s website, it is “a coastal refuge where people come to relax, refresh, and enjoy the scenic splendor of Oregon’s north coast”.⁶⁹ Also, it is “small enough to be peaceful and unhurried, yet big enough to offer the services and advantages of a tight-knit community”.⁷⁰

The total population for Wheeler according to the 2010 Census is 414.⁷¹ The median household income for residents is \$29,354 and the most common occupations are accommodation and food services, health care and social assistance, retail trade, educational services, and public services.⁷²

Population		414
Median Household Income		\$26,354
Age	17 and under	22.6%
	18 to 54	42.1%
	55 and over	35.4%
Size of Workforce		172
Occupations(b)	Accommodation and Food Services	15%
	Health Care and Social Assistance	13%
	Retail Trade	12%
	Educational Services	8%
	Public Administration	7%

Source: American Community Survey 2005-2010 5-Year Estimates; (b) OnTheMap.

Food and Dining

Handy Creek Bakery
Harrison's Café
Nehalem Bay Sunset Grill
Nehalem Bay Winery
Rising Star Café
Tsunami Bar and Grill

Lodging

Old Wheeler Hotel
Wheeler Guest House
Wheeler on the Bay Lodge & Marina
Mill Hill Bed & Breakfast
Paradise Cove Resort and Marina

Shopping

Nehalem Bay Winery
Old Wheeler Antiques
Trillium
Wheeler Station Antiques
Outdoorables
Wheeler Liquor & Gifts
Creative Fabrics

Fishing, Boating, Kayaking

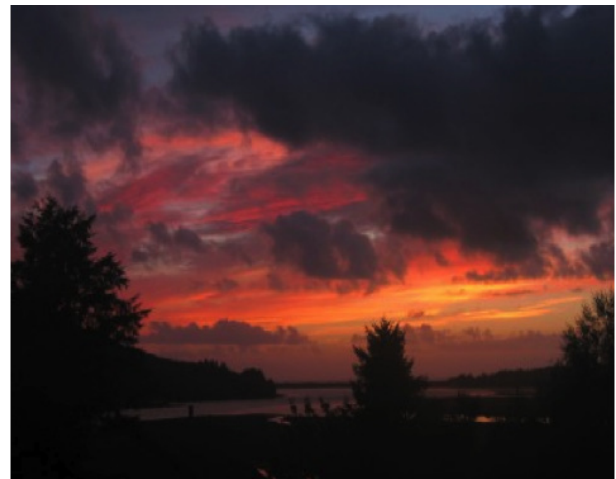
Wheeler Marina
Wheeler on the Bay Lodge & Marina
Dart's Small Engine Sales & Service
Paradise Cove Resort and Marina

Opportunities

Wheeler's size and location along the northern coast of Oregon provides a great opportunity to promote itself as an intimate, coastal town with breathtaking views of hills and the Nehalem Bay. The marina is attractive to both local residents and visitors, providing lodging as well as kayaking and fishing opportunities. Another main attraction of Wheeler is its unique antique shops and its variety of dining places located in the downtown and the marina area.

Challenges

Wheeler's proximity to larger cities (e.g., Astoria, Nehalem, and even Manzanita) may give Wheeler challenges in separating itself in terms of marketing, as these other cities can offer similar charm, such as scenic views and marina activities, yet more tourist activities.



ROCKAWAY BEACH PROFILE

Current Conditions

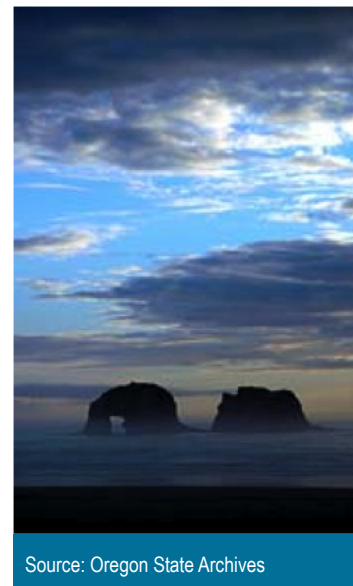
Established as a seaside resort in 1909 by the Rockaway Beach Company, the town grew rapidly after the railroad line from Portland connected through the coastal mountain range to the coast. Rockaway Beach officially incorporated in 1943 and now has a population of 1,112 residents. The median income in 2010 was \$31,639 and most residents are occupied in sectors that cater to tourists, such as accommodation, food services, and retail, with additional employment in the health care, educational, and manufacturing sectors. A very large percent of Rockaway's population is age 55 or over, indicating a large retirement population.

Rockaway Beach offers a range of lodging options for visitors, including resorts, motels, and vacation rentals. Several campgrounds and beach parks provide facilities for campers. Downtown Rockaway offers tourist shopping opportunities and a wide range of restaurants cater to residents and tourists. At all times of year, visitors can enjoy outdoor activities at the beach or the Cedar Wetlands Preserve,

Population		1,112
Median Household Income		\$31,639
Age	17 and under	6%
	18 to 54	35%
	55 and over	59%
Size of Workforce		404
Occupations (b)	Accommodation and Food Services	17%
	Retail Trade	13%
	Health Care and Social Assistance	12%
	Educational Services	9%
	Public Administration	9%

Source: American Community Survey 2005-2010 5-Year Estimates; (b) OnTheMap.

Lodging	Nehalem Jetty Marina & Rv Park	Restaurant
Tradewinds Motel		Rick's Roadhouse
Silver Sands Oceanfront Resort		Dragonfly Sisters Espresso
Fork in the Road	Shopping	Rockaway Tavern
Sea Haven Motel	Beach Crafter's	Grumpy's Cafe
Twin Rocks Motel	Sea Breeze	Karla's Smokehouse
Beach Stay Motel	Hope Chest Thrift Shop Too	
Ocean Rogue Inn	Flamingo Jim's Gifts & Clothing	Tourism Activities
Whale Watcher Inn	The Picnic Basket	Kelly's Brighton Marina
A Room With a View	Restaurants	Art Fair Farmer's Market
Vacation Rentals - Houses and Condos	Beach Bite Restaurant and Lounge	Annual Kite Festival (May)
Camping	The Whale Spout Restaurant	Annual Pirate Festival (June)
Shorewood RV Park	Cow Belle Cafe	Cedar Wetlands Preserve
Camp Magruder	Upper Crust Pizza	Rockaway Shipwreck
Twin Rocks Camp and Conference	Dos Rocas Mexican	Whale watching
		Beach combing
		Bird watching



Source: Oregon State Archives

and community festivals entertain during the warmer months. A shipwreck, the Emily Reed, was unearthed on the beach in 2011 and provides a unique, historical experience.

Opportunities

Rockaway Beach's Comprehensive Plan identifies tourism as the economic base of the city, unlike other neighboring cities that rely more on agriculture, forestry, fishing, and port activities. A 2007 Rockaway Beach Urbanization Study completed by ECO Northwest presents an Economic Opportunities Analysis that identifies retail and services as growth sectors. Specific retail and service examples include specialty retailers, recreational and entertainment services, restaurants, and financial services. The Oregon Downtown Development Association reported in 2000 on specific types of businesses that would have the best opportunities for success in Rockaway, including specialized sporting goods stores, local arts and crafts, a microbrewery, coffee shops, bakeries and specialty foods stores.



Source: Rockaway Beach Chamber of Commerce

Challenges

Rockaway's downtown economy already caters to traditional tourists and the city provides a wide range of services and amenities that make it a desirable place to visit. However, the retail and services provided are not likely to fully meet the needs of nature-based tourists.

GARIBALDI PROFILE

Current Conditions

Garibaldi is a small coastal town on the Pacific Coast of Oregon in the Tillamook Bay. Established as city in 1946, the town's population grew significantly after the construction of two local timber mills, and exceeded 1,500 people by the 1950s. Today, only one of the mills remains in operation and the town's population in 2010 was 878 people. The median income is \$39,833, and the majority of residents are employed in construction, administrative support, production, management and finance, sales, or farming, fishing and forestry.

The port town of Garibaldi is the premier spot for fishing, crabbing and water sports. There are three hotels and the quaint downtown is home to a range of local restaurants, bakeries and pubs. For those interested in perusing the local shops, Garibaldi has antique dealers and art galleries as well as the Garibaldi Maritime Museum. Nearby is the town of Rockaway Beach and the Cedar Wetlands Preserve.

Population		878
Median Household Income		\$39,833
Age	17 and under	13%
	18 to 54	37%
	55 and over	49%
Size of Workforce		387
Occupations (b)	Construction, extraction and maintenance	19%
	Production	11%
	Management, business, and financial operations	10%
	Sales	9%
	Farming, fishing and forestry	7%
Source: American Community Survey 2005-2010 5-Year Estimates		

Lodging The Garibaldi House Inn & Suites Econo Lodge Garibaldi Harborview Inn & RV Park Camping Shorewood RV Park Camp Magruder	Twin Rocks Camp and Conference Nehalem Jetty Marina & Rv Park Shopping Hidden Treasures Country Store Antiques G Art Gallery Garibaldi Characters	Restaurants Bay Front Bakery Garibaldi Pub & Eatery Pirate’s Cove Restaurant Parkside Coffee House Kelley’s Place Troller Restaurant & Lounge	Tourism Activities Garibaldi Maritime Museum Old Mill RV Park & Event Center
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Opportunities

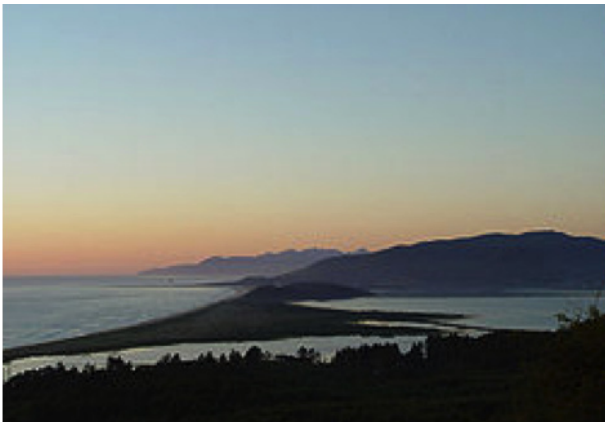
Garibaldi part of the People’s Coast, stretching all the way from Astoria to Brookings-Harbor. As part of this dynamic collective of coastal towns, Garibaldi has the opportunity to market itself as part of a unique Oregon coastal community. It is also one of the few towns bordering the Tillamook Bay and could be a natural stop along the long trail system for hikers and visitors who want to experience a quaint seaside community before they arrive in the larger town of Tillamook. Garibaldi would do best to acknowledge its proximity to Tillamook while differentiating itself through its community assets like the Garibaldi Maritime Museum.

Challenges

While Garibaldi’s best opportunity is to differentiate itself through a community identity, this is also a challenge. The nearby town of Rockaway Beach is slightly larger and offers many similar amenities with a similar seaside environment. Garibaldi is also located only 10 miles from Tillamook so many visitors may choose to bypass Garibaldi on their way to Tillamook.



Source: Tillamook Bay at Garibaldi, Source: Franco Folini



Pirates Cove, Garibaldi. Source: <http://www.romantic-oregon-coast.com/pirates-cove-garibaldi-oregon.html>

BAY CITY PROFILE

Current Conditions

Bay City is a coastal town on the Tillamook Bay best known for its crabbing and fishing recreation. It has a population of 1,286 and median household income of \$39,929. The majority of residents are employed in transport, construction, management and professional services, or personal care.

Opportunities

Bay City has one of the largest populations of the coastal Salmonberry Trail towns and yet it has significantly less in the way of town amenities and attractions. With a population of 1,286, 42% of which is between the ages of 18 and 54, Bay City has the workforce resources to explore new economic development ideas that would bring more people off the trail and into the town via business or cultural attractions.

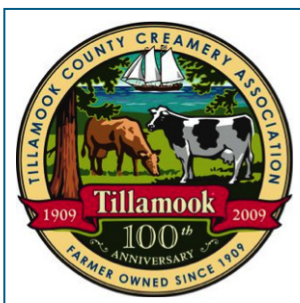
Population		1,286
Median Household Income		\$39,929
Age	17 and under	23%
	18 to 54	42%
	55 and over	35%
Size of Workforce		458
Occupations (b)	Transport and material	18%
	Office support	16%
	Construction, extraction and maintenance	16%
	Professional	12%
	Personal care	7%
Source: American Community Survey 2005-2010 5-Year Estimates		

Lodging The Garibaldi House Inn & Suites Econo Lodge Garibaldi Harborview Inn & RV Park	Twin Rocks Camp and Conference Nehalem Jetty Marina & Rv Park	Restaurants Bay Front Bakery Garibaldi Pub & Eatery Pirate's Cove Restaurant Parkside Coffee House Kelley's Place Troller Restaurant & Lounge	Tourism Activities Garibaldi Maritime Museum Old Mill RV Park & Event Center
Camping Shorewood RV Park Camp Magruder	Shopping Hidden Treasures Country Store Antiques G Art Gallery Garibaldi Characters		

TILLAMOOK PROFILE

Incorporated in 1891, Tillamook is one of the larger cities on the Oregon coast, with a population of nearly 5,000 residents. Unlike many other coastal towns whose economies are predominantly supported by tourism, Tillamook's economy is based on manufacturing, agriculture, and forestry. Tillamook's economy was historically based on dairy farming, and the Tillamook County Creamery Association continues to play a large role in the city's and coastal area's economy. In 2011, the Tillamook County Creamery Association, located within the City of Tillamook, was the largest employer in the County and provided 500 jobs to area residents. A large percentage of Tillamook residents are employed in the health care and social assistance sector, and Tillamook County General Hospital, also located within the city, is the next largest employer in the County, employing 345 residents. Industries that cater to tourists, including retail, accommodation, and food services also hire significant proportions of city residents.

Figure 8: Tillamook Logo



Source: Tillamook Creamery

Tillamook serves as an economic anchor for residents throughout the county. Tillamook's name recognition due to the Creamery helps the city serve as a major coastal draw that attracts tourists from within the Portland metro area, Oregon, and other nearby states.

Tillamook serves as an economic anchor for residents throughout the county. Tillamook's name recognition due to the Creamery helps the city serve as a major coastal draw that attracts tourists from within the Portland metro area, Oregon, and other nearby states.

Population		4,897
Median Household Income		\$27,093
Age	17 and under	32%
	18 to 54	46%
	55 and over	22%
Size of Workforce		2,139
Occupations (b)	Manufacturing	17%
	Retail Trade	13%
	Health Care and Social Assistance	12%
	Educational Services	7%
	Agriculture, Forestry, Fishing, and Hunting	7%
Source: American Community Survey 2005-2010 5-Year Estimates; (b) OnTheMap		

Lodging Ashley Inn of Tillamook Shilo Inn Suites Hotel The Retreat at Whiskey Creek Best Western Inn & Suites Galloping Get Away Mar-Clair Inn Sea Lion Inn Western Royal Inn Vacation Rentals	Netarts Bay RV Park & Marina Cape Lookout State Park Pleasant Valley RV Park Shopping Fred Meyer Safeway Body & Sole Sport Shop Blue Heron French Cheese Company	Farmhouse Café Fat Dog Pizza Koko's Restaurant La Mexicana La Tea Da Pacific Restaurant Rodeo Steakhouse & Grill The Pancake House Tourism Activities Antiques and Uniques Gallery Tillamook County Pioneer Museum	Tillamook County Art Association Latimer Quilt & Textile Center Tillamook Air Museum Tillamook Air Tours Tillamook Forest Center Tillamook Cheese Factory Alderbrook Golf Club Fishing Kayaking Cape Meares Lighthouse Munson Creek State Natural Area
Camping Pacific Campground & Overnight Trailer Park	Restaurants Alice's Country House Divine Burger Bistro		

Tillamook has many attractions to offer to tourists including several museums, such as the Tillamook Air Museum and Air Tours, Tillamook County Pioneer Museum, and the Tillamook Forest Center. Tillamook also has many outdoor activities that draw tourists, including the Cape Meares Lighthouse, the Munson Creek State Natural Area, and kayaking and fishing in the Tillamook and Netarts Bays.

Opportunities

While still important industries, the traditional resource-based industries that Tillamook has relied on, like forestry, fishing and hunting, have decreased in importance, while industries serving tourism and retirees have increased. In 2003, tourism accounted for \$24 million of wages and salaries for Tillamook County residents, due to tourists patronizing hotels, eating and drinking establishments, tourism related retail, amusement and recreation, and state and federal parks.⁷³

Over the last several years, the local tourism operators and recreation groups have made a concerted effort to develop nature-based tourism and draw tourists from around the region.⁷⁴ For example, Kayak Tillamook County, a kayak guiding company, was started several years ago by six Tillamook residents.

In 2007, a 2020 Strategic Vision was developed for Tillamook County that includes goals for diversifying the economy, including promoting and encouraging nature-based tourism businesses.⁷⁵ A household survey administered for the strategic planning process found that 71% of residents agree that the development of nature-based tourism should be encouraged. Large percentages also agreed that tourism should be planned for and expanded in the county, and that outdoor recreational opportunities need to increase.⁷⁶

Challenges

Due to the historic reliance on agriculture, farming, and fishing, developing a public initiative to support nature-based tourism may be challenging. This will require getting local leaders to support the nature-based economy.

TRAIL TOWN OBSERVATIONS

Based on the profiles of Banks, Wheeler, Rockaway, Garibaldi, Bay City, and Tillamook, a few key themes emerged regarding economic development opportunities for rural trail towns.



Source: Photobucket User Skyhawk-N



Source: Visittheoregoncoast.com

Workforce

Half of the cities profiled along the Salmonberry Corridor have a majority of the population 55 and older.⁷⁷ While the typical age for retirees is anywhere from five to ten years older than 55, the prevalence of this age cohort demonstrates an ageing population. This poses significant challenges for the development of businesses and tourism industries that would need an employment base within commuting distance in order to be able to cater to trail users and visitors.

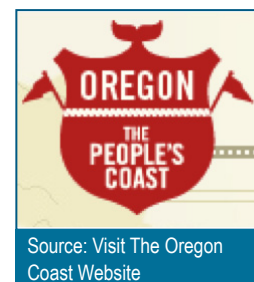
In some cases, towns that do have a sizable working age population are significantly underdeveloped. In the case of Bay City, for example, the population is large compared with other coastal towns--1,286 in 2010--and yet the supply of services and amenities is well below that of towns smaller in size such as Garibaldi. This may result in part from Bay City's close proximity to Tillamook, making it difficult to convince visitors to stop only 10 miles before reaching a much larger destination. Nevertheless, towns such as Bay City provide an opportunity for future development with a local workforce.

Town Coalitions

Another observation that emerged from our town profiling was the existence of a town coalition along the coast. For many small coastal towns, their limited population and funding make it difficult to organize a substantial tourism-based marketing and branding effort. As a result, a number of towns, including Rockaway Beach, Wheeler, and Garibaldi, have joined the People's Coast initiative organized by Oregon Coast Visitors Association.

The People's Coast is a website that features visitor information on towns from Astoria to Brookings Harbor.⁷⁸ Information is featured about events, places to visit and stay, as well as facts about the weather and recommendations and stories from past tourists' travels. In addition, each city gets a profile page within the site that can feature town-specific dining options, lodging and events. Two benefits of joining a larger branding effort such as People's Coast are the ability to build an identity around a collective of regional towns, and the ability to leverage resources and funding available to a larger state organization such as the Oregon Coast Visitors Association. For some of the inland trail towns, our recommendation would be to seek out or form an organization that could fund a coalition of towns along the trail as part of a larger marketing effort to increase their visibility as an economic development strategy.

Figure 9: People's Coast Logo



EXISTING OPPORTUNITIES ANALYSIS: ECONOMIC DEVELOPMENT PLANS FOR CORVALLIS & VERNONIA, OREGON

The incorporation of trail-based economic development initiatives into existing local jurisdictional plans is an important component of the regional economic development strategy. It is a relatively simple way to align city policies with the vision for a unified regional trail network by adding goals for trail development into existing city documents. To identify the potential for opportunity in this arena, we have taken a look at two local economic development plans at major trail intersections in and outside of the Salmonberry region.

Corvallis

Corvallis is at the intersection of two major regional trails, the Willamette Valley Greenway, an existing trail, and the Corvallis-to-Sea Trail (C2C), which is a trail that is under development.⁷⁹ Taking a look at two of Corvallis' recent economic development planning documents, it is a surprise to see that there are no plans to capitalize on this prime location. In Corvallis' 2020 Vision plan, Corvallis describes the itself as "an environmentally aware community with distinctive open space and natural features, protected habitats, parks and outdoor recreation."⁸⁰ Beyond recognizing their surroundings, however, there is no attempt to capitalize on the potential for ecotourism or identify policies that would connect the town to the trail network.

In the 2012 Economic Development Strategy for Corvallis, this point is again overlooked. The plan states their current struggle to re-energize their economy, but does not look to outdoor recreation as a potential economic development strategy:

"The Corvallis area economy and the resultant governmental revenue are at a critical juncture considering slow overall job growth, steep manufacturing job loss, and continuing low economic diversity."⁸¹

Instead, the three goals identified in the plan are: development of innovation and startups, organic growth of existing businesses, and the leveraging of local assets through enterprise zones. Given that the city has called out a lack of local economic diversity as well as poor potential for attracting a new manufacturing industry, we recommend that Corvallis' explore the opportunity for ecotourism connected to

the trails as a viable economic development opportunity. This is not only a strategy based on assets unique to Corvallis, but it also does not require the recruitment of external industries. Rather, this would focus resources on the development of local small businesses that could cater to trail visitors, outdoor recreation, and tourism.

Figure 10: Downtown Corvallis



Source: Corvallis Station Website

Vernonia

In July 2012, the City of Vernonia completed an Economic Opportunity Analysis (EOA), following the process outlined in statewide planning Goal 9, which requires an EOA for comprehensive plan amendments that may impact the local economy and previously adopted economic development policies. It proposes Economic Development Objectives, many of which focus on the “broader natural resource economy,” including “bicycling, camping and ecotourism facilities.”⁸²

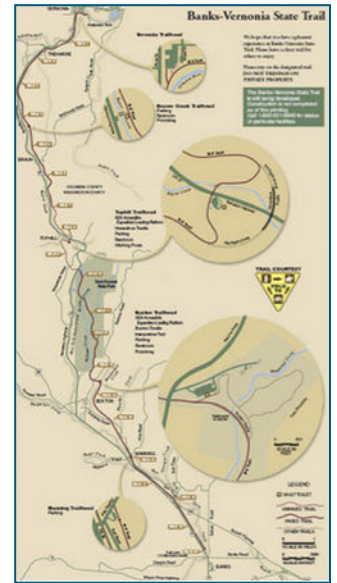
The City of Vernonia is located along the Vernonia-Banks Trail, which runs through Anderson Park, south of downtown. Six additional city parks and one state park, many with camping, cycling, and hiking infrastructure, are located within the city.⁸³ The proposed Salmonberry Trail would also connect with this system. The updated EOA contains several references to tourism and outdoor recreation, including Commercial Area Policies that will encourage more tourism, and Industrial Area Policies related to converting industrial zoned land to open space. Economic Policy Recommendation 7 states that Vernonia will encourage eco-tourism, including supporting the “construction of the Scappoose-Vernonia Linear Trail that will link with the City trail system and the Banks-Vernonia Linear Trail.”⁸⁴ Other recommendations include support for agri-tourism development involving farm and ranch stays and a downtown revitalization plan that will emphasize the historic character of the area.

Updated policies contained in the EOA provide a solid basis for incorporating trails into economic development plans, and in some cases explicitly call for this policy. However, the City’s website does not emphasize its natural amenities as well as it could, and does not contain resources for businesses that want to capitalize on trail and outdoor recreation infrastructure. Given the recent completion date for the EOA, there has been little time for implementation. As Vernonia moves forward and begins this process, it should focus on branding itself as a trail user’s destination, and should market downtown improvements as a “historic” place where small businesses can capitalize on the growing demand for eco-tourism experiences. These strategies, combined with a general focus on a sustainable natural resource economy, create substantial potential for Vernonia to become a leader in trail-based economic development.

Figure 11: Banks-Vernonia Trail Bike Bridge



Figure 12: Map of Banks-Vernonia Trail



RECOMMENDATIONS

Recommendations for the State

Though there is general information available about the economic benefits of trails, the usefulness of this information would be greatly enhanced by the creation of a state-level data base able to systematically document return on investment from long trail plan implementation, and provide data for local branding and economic development planning. This might be accomplished through a partnership between state departments and local trails organizations such as the Intertwine and others.

Recommendations for the Portland Metro Region

The Summer Outdoor Retail Market, a trade show put on by the Outdoor Industry Association (OIA), generates \$40 million in economic activity annually.⁸⁵ Although the event is currently held in Salt Lake City, space constraints and state politics have prompted discussions of a potential move.⁸⁶ Utah Governor Gary Herbert has demanded that the federal government give up control of all public lands in the state and OIA officials have expressed frustration at what they consider threats to “recreation infrastructure” and unfavorable environmental policy.⁸⁷ The space constraints and state politics provide an opportunity for the Summer Outdoor Retail Market (a trade show that 50 Oregon companies attend) to move to Oregon, and the Portland metropolitan region would be an ideal location. Moving the trade show to the Portland metropolitan area would allow this region to capitalize on its extensive outdoor infrastructure, strong environmental and public lands protections, and large number of companies that produce and sell outdoor recreation gear. It would also allow the Portland metropolitan region to market itself as a hospitable home base for outdoor gear companies and as a venue for outdoor-focused events, ultimately promoting economic development and leverage existing resources.

This strategy dovetails or connects well with the Cluster Development Strategy which is already underway at the Portland Development Commission (PDC), Portland’s economic development agency. Cluster Development is a strategy that encourages job creation through the stewardship of industry clusters linked closely to the attributes of a place. PDC targeted clusters are all within the traded sector, with sales bringing new resources into the region.⁸⁸ One of these is the Athletic and Outdoor Industry cluster, comprised of more than 700 private companies. A recent report released by the PDC identified year-round access to outdoor recreational opportunities as a critical driver of development for the cluster.⁸⁹

RECOMMENDATIONS FOR TRAIL TOWNS

On the Trail Recommendations

Information Panels

Install information panels along the trail to give background and history of the area for visitors in addition to any shopping and accommodation opportunities in nearby trail towns. The signage should have approximate distances so that trail users can have an idea of how far to go until they reach their destination.

Year-round Promotion

Maximize the visiting season on the trail by hosting fall and winter events that will attract visitors to the area during all seasons of the year. Since it's often rainy in the coastal and inland region during the fall and winter, market bed and breakfasts as well as small hotels as destinations for a peaceful getaway close to the natural beauty and relaxation offered by the trail.

Trailhead Extensions

The alignment of the proposed Salmonberry Trail goes directly through the heart of many of the trail towns, including Banks, Wheeler, Rockaway, Garibaldi, Bay City, and Tillamook. However, several additional small towns are within close proximity to the trail, yet not directly on the trail. Distances from the trail for these towns vary from one-tenth of a mile to four-tenths of a mile. All trailheads should be extended into the core of the downtown areas to increase accessibility and willingness of trail users to visit the towns.

Off the Trail Recommendations

Town Branding

Trail websites should include profiles for each town along the trail, similar to the People's Coast initiative. The site should identify what is unique about the area, particularly the corridor's connectivity from the mountains to the coast. In addition, each town could work to create its own identity along the trail as a stop where visitors can experience the unique history and character of towns from the forest to the sea. For some of the inland trail towns our recommendation would be to seek out or form an organization that could fund a coalition of towns along the trail as part of a larger marketing effort to increase their visibility as an economic development strategy.

Market to State and National Organizations

Connecting with hobby and outdoors associations provides another level of networking available to trail towns. Individual towns (as well as coalitions of towns) can link to hiking or mountain biking sites that would link them to broader state or national networks of potential users. This will also enable towns to select the focus they see fit for their area of the trail, whether hiking, biking or other outdoors activities.

Relocalization is a movement that seeks to raise awareness about how much of the income generated locally leaves local communities, and to develop practices and policies that keep income circulating in a local economy.⁹⁰ The underlying argument supporting this movement is the multiplier, and the notion that the economic impact of local goods and services can be multiplied as they change hands from one producer, supplier, and service provider to another. A local example is the Supportland movement, which provides incentives for buying local as a strategy for strengthening small business.⁹¹ Jurisdictions along trails could develop a similar model, linking local business support with trail use and creating a regional identity.

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VI. Long Trails Implementation

Taking a long trail project from vision to reality is a challenging endeavor given the complexity of these projects, the determination needed to accomplish them, and their cost. This section is based on the experiences of various long trail projects across the United States. We begin by describing common strategies for mobilizing resources, building support, and organizing implementation into a manageable activity. Next, we examine political actions that move long trails from wishful thinking into a valued endeavor. Third, we describe federal, state, and other available funding sources. We end by proposing a combination of these implementation strategies, political actions, and funding sources that would be most beneficial in making the proposed Salmonberry Trail a reality.

We considered three potential trail types in making our assessment: greenway trails, street-based trails, and natural surface trails. Greenway trails are typically paved and multi-use. They are often found in or near urban centers. Street-based trails provide network connectivity, especially where off-road trails are not feasible. They provide trail users and local residents with safe routes to connect to and from separate trailheads. Natural surface trails are unpaved, ranging in character from a dirt hiking path to wide and level mulched trails. This type of trail could be used in environmentally sensitive areas, in areas where the typical paved cross-section cannot fit, or in areas where frequent use is unexpected or undesirable.¹ We have assessed potential implementation strategies, funding sources and trail politics with these different trail typologies in mind.



Source: Historical Trails Cycling

IMPLEMENTATION STRATEGIES

Coupling

“Coupling” takes advantage of opportunities to include trail improvements as part of other public or private projects. In some cases, the incremental cost to construct the trail may be less than it would to build a stand-alone trail. A coupling strategy considers the entire trail alignment and progresses by taking advantage of opportunities to construct segments as non-trail projects in the vicinity are built. A coupling strategy involves actively seeking easements, constructing trail segments during adjacent road improvement projects, and negotiating with private campgrounds or other developers to include trail improvements in their plans. Potential coupling partners include utility companies, canal districts, departments of transportation, public works or parks and recreation, railroad companies and private developers.

The Olympic Discovery Trail, in northwestern Washington, had a major trail bridge project completed as part of a highway bridge replacement project. This project successfully leveraged local road and federal highway funds to construct an essential link in the nearly 130 mile proposed trail system.²

Coalition Building

Most successful long trails have a coalition of committed advocates that continuously define the vision, recruit support, make connections, identify funding partners and mobilize stakeholders. These coalitions are often the driving force behind long trails projects. Typically,

the coalition is organized as a non-profit group formed specifically to advocate for the proposed trail. The non-profit may operate a website, propagate newsletters and perform other outreach; organize periodic rallies, conferences or summits; lobby at public hearings and directly with legislators; fundraise; and coordinate volunteer labor.

Broad coalitions often include non-profits, environmental groups, affinity groups, municipalities, counties, and federal agencies. Coalition building strategies may include involvement from trail advocacy groups like the Rails to Trails Conservancy, the League of American Bicyclists, and the American Hiking Society. However, the most valuable coalition partners are recruited locally from individuals and organizations that understand and embrace the trail concept as part of their community.

Coalition groups can pressure jurisdictions to devote resources to trails. They can hold government responsible for including trail development projects in transportation plans and for acquiring and developing rights-of-way, as was done in Massachusetts' Border to Boston Trail.³ Coalitions create pressure for action and can hold parties accountable if work does not proceed.

The Pacific Crest Trail benefited from a dedicated coalition of advocates at every stage of planning and development. Initial advocates included hikers, youth clubs, and outdoor clubs, but expanded to include ranchers, municipalities, and other government agencies. By 1968, advocates had placed the trail concept on the national map with passage of the National Trails Act. Several conferences were held by advocates to build a common vision, resulting in formation of the Pacific Crest Trail Association. Clinton C. Clarke, of the Mountain League of Los Angeles, and Warren Rogers, with the YMCA, were instrumental in building the multi-state coalition that is now the Pacific Crest Trail Association.⁴

The Intertwine trail network in the Portland metropolitan area has benefited from the Intertwine Alliance, which includes private and public partners. Private partners, like Keen Footwear, support the Intertwine Alliance's vision because of the trail's link to their products and customers, to their brand, as well as to its regional economic development potential and contribution to regional quality of life.⁵

The Olympic Discovery Trail started in the 1980's with a few dedicated cyclists and slowly built momentum by adding local organizations, counties, and municipalities as advocates for trail planning. The Olympic Discovery Trail Coalition played a central role in acquiring rail right-of-way as soon as the rail owner began selling.⁶

Coalition building succeeds more often with the presence of a champion. A champion exerts passion and drive, has patience for the process, and tenacity to persevere through setbacks. Champions typically volunteer time to organize public awareness events, and in some cases write grants and funding applications. Art Sevigny, president of Klamath Rails to Trails Group, submitted over \$800,000 worth of trail improvement grants over 10 years to

kickstart construction of the Oregon California & Eastern Woods Line (OC&E) trail.⁷



Olympic Discovery Trail, Washington:

A strong and motivated coalition of cyclists started the Olympic Discovery Trail over 20 years ago. The Peninsula Trails Coalition continues to be a forceful advocate for trail development, and Clallam County has worked hard to implement the group's vision. To date, 53 miles of trail have been constructed.

Source: <http://www.olympicdiscoverytrail.com>

Creating a Mandate

A legal mandate to plan or construct trails is a very powerful tool in achieving long trail development. Mandates are often created to achieve specific goals, like enhancing quality of life or the natural environment, increasing property values or to distinguish the municipality from competing cities.

For example, a recreation district with taxing authority can be created to enhance and protect recreational opportunities in a city or region. These taxing districts are usually passed as ballot measures, and use property tax revenue for the funding of capital projects such as land and right of way purchases. Mandates can be very successful, as they create a legal requirement to construct trail projects and designate funding mechanisms.

Bend Parks and Recreation included a section of the Deschutes River Trail in their comprehensive plan and put up a bond measure to secure funding for the trail project. The \$29 million bond is spread out over 20 years and costs property owners \$0.24 per \$1,000 assessed property value.⁸ This bond measure provides dedicated funding that can only be used for trail development.

Delegating Responsibility

Delegating responsibility, from a government agency to a nongovernmental trail organization, for planning, fiscal oversight, fundraising, trail development, maintenance, and outreach can

be an effective way to improve reaction time and flexibility. This approach reinforces the buy-in fostered by coalition building.

The East Coast Greenway Alliance guides activities regarding trail policies, funding allocation, trail building, and maintenance.⁹ The Alliance has volunteer-run state committees that work closely with government agencies to ensure coordination and legal compliance. The Pacific Crest Trail Association performs a similar role in planning and managing the Pacific Crest Trail.¹⁰

The Oregon California & Eastern Woods Line State Trail benefited from an active non-governmental advocacy group, the Klamath Rails to Trails Group (KRTG). KRTG applied to have an abandoned rail corridor “rail banked” without government help and also applied for trail grant funding.

Set priorities for trail development

Trail networks benefit from having explicit prioritization criteria, based in the needs and values of the region. Trail function (recreation, transportation, or both) is an important consideration in developing criteria. Access to parks or natural areas and scenic quality may be important criteria for recreational trails; trails primarily serving a transportation function may place greater weight on connectivity between destinations.

Priority-setting includes specifying time frames for action on individual trail projects and setting funding priorities. Having priorities shows decision makers and funding partners that careful consideration has been given to the project. The Portland Parks and Recreation: Recreational Trails Strategy plan is an example of setting priorities as a strategy.¹¹

Pilot Projects

Pilot projects build momentum given limited resources. Funding a pilot project signals commitment to the trail and imparts legitimacy to the advocacy effort, especially when funded by government agencies. Proponents can rally behind the project, practice mobilizing stakeholders and grow coalition membership. A pilot can be done in places that require minimal resources to develop, such as on existing public right-of-way, or along an existing trail segment. Pilots should include as many members of the coalition as possible in order to sustain broad enthusiasm for the long trail concept.

The OC&E trail began in 1996 with a short 3.5 mile segment built within the town of Klamath Falls. KRTG organized a grand opening ceremony. The trail master plan was not finalized until a decade later, but this first segment mobilized supporters and made it possible to stop a proposed road project that would have invalidated the trail’s rail banking designation. The grand opening ceremony, and subsequent public interest in the project, made it politically infeasible for legislators to fund the road project at the trail’s expense.¹²

Land Banking

Land banking is purchasing land and right of way for use at a later date before development plans have been approved or fully considered. This is usually undertaken when the land is underused and can be purchased for less than market rate. This strategy can be very successful, as owning land is the best way to protect and guarantee its future use.

Rail Banking

Rail-banking allows a railroad owner to transfer the right-of-way to a government agency as a way of preserving it for possible future use. This process is preferable to allowing abandonment of the line, which can result in much of the right-of-way reverting to former or adjacent landowners. Rail banking leaves the tracks, bridges, and other infrastructure intact, relieving the railroad company from responsibility of maintenance and taxation. Often the tracks are put in custody of a state transportation agency, which then seeks a new operator or develops the right-of-way for other uses.¹³ Keeping the infrastructure in place helps ensure the possibility of restoring rail service in the future. It can be very difficult to restore an abandoned line, but it is easier with a line that has been “rail banked” than one that has undergone total abandonment.¹⁴

Phasing

Developing a phased approach is a common trail development strategy. With phasing, sections of the trail are completed as land, funding and public support allows. The vision for the trail project is determined through the planning process. Construction is completed in separate phases as resources become available over a period of time. Phasing takes advantages of opportunities as they arise – this strategy succeeds because it allows for the completion of trail segments when funding and support are present. It allows for sections of the trail to be opened to public use before the entire network is complete. This builds momentum, stakeholder buy-in, and promotes advocacy.

The Springwater Corridor is a successful example of phasing a recreational trail. Starting in 1995, sections of the trail were constructed as allowed by available land and funding.

NAVIGATING LONG TRAIL POLITICS

Our research throughout the region and the US revealed that there are four scales for political action that can result in trail creation. These are federal action, joint federal and state action, state action, and local action.

Federal Action

Federal legislation was instrumental in the creation of both the Pacific Crest Trail (PCT) that runs through the three Pacific states and the C&O Canal Trail (C&O) that runs the length of the Potomac River from West Virginia to Washington, DC. Clinton Clarke,

chairman of the Mountain League of Los Angeles, is credited with the idea of the PCT as he organized the Pacific Crest Trail System Conference in 1932 to support the concept. Clarke, along with Warren Rogers, spent the next 25 years organizing support for the trail, culminating with the adoption of the National Trails Act in 1968. The legislation created an Advisory Council to develop the route, design the trail, and create a management plan. Upon Clarke's death, Rogers assumed responsibility for implementing the trail. In 1993, the PCT was completed and the Pacific Crest Trail Association (PCTA) signed a memorandum of understanding with the Forest Service, Departments of Agriculture and the Interior, National Park Service and the Bureau of Land Management (BLM) recognizing the PCTA as the federal government's major partner in the management and operation of the PCT.¹⁵

The C&O Canal, unused since 1928, was purchased from private interests by the federal government in 1938 and placed under the supervision of the National Park Service. Twenty two miles of the canal were repaired and rewatered before World War II halted restoration efforts. After the war, Congress pursued parkway development along the canal in order to increase access to recreational opportunities in the Potomac River Valley. Congress also provided economic assistance to small towns in western Maryland and appropriated \$40,000 for a parkway feasibility study. However, Supreme Court Associate Justice William O. Douglas disagreed with this idea and organized a hike along the canal to raise awareness of its utility as a trail. Over 58 people joined the hike organized by Justice Douglas, including members of the Washington Post editorial staff, the president of the Wilderness Society, and the president of the National Parks Association. On the last day of the hike, the Justice organized a committee to make recommendations and draft plans for preserving and protecting the canal's resources. Justice Douglas chaired this committee, which became the C&O Canal Association in 1957, whose efforts resulted in President Eisenhower proclaiming the trail a National Monument in 1961 and President Nixon subsequently designating it a National Historical Park in 1971.¹⁶

Both cases demonstrate the importance of having a prominent champion to advocate for federal designation and support. The PCT needed federal action because of the cross-jurisdictional nature of the trail, while the C&O's proximity to Washington, DC helped it to attract political support. The trail's historic nature also helped guarantee its federal designation.

Joint State and Federal Action

Both the Deschutes River Trail and the Oregon, California & Eastern Woods Line (OC&E) State Trail are Oregon state parks created with support from federal agencies. With the Deschutes River Trail, the lower 100 miles of the Deschutes was designated by voter initiative in 1970 as a component of the Oregon State Scenic Waterways System. State legislation was adopted creating a citizen management committee and policy group comprised of state agencies with jurisdiction over the river. Congress designated

this same section of the river in 1988 as a National Wild and Scenic River, which led to creation of the Deschutes River Management Plan in 1993 by the BLM and other federal and state agencies. This plan was intended to "protect and enhance natural and cultural resources, accommodate a variety of recreational activities and provide for public safety and service" by identifying which agencies (federal and state) have jurisdiction over certain aspects of the trail.¹⁷

The OC&E Trail began life as the OC&E railroad, opening in 1923, with the purpose of connecting Klamath Falls, Oregon with timber opportunities in the region. Once it was no longer cost effective to transport timber by rail, Weyerhaeuser (then owner of the railroad) deeded the rail line to the Oregon Department of Parks and Recreation (ODPR) in 1992. The Klamath Rails to Trails Group worked with the Forest Service, BLM and ODPR to identify the most feasible use of the corridor. A trail was subsequently determined to be the most beneficial and feasible use of the corridor. Though owned and maintained by ODPR, the OC&E trail crosses over Forest Service land at places, requiring Special Use Permits.¹⁸

The genesis of both these trails began as a state effort, but required coordination with federal agencies to accomplish construction and maintenance. Joint action is advantageous for trail development; trail projects benefit from state experience and understanding of local issues and the greater resources and capacity federal agencies can provide. However, one area of concern when working jointly with federal agencies is the potential loss of flexibility that results from being beholden to both federal and state statutes.

State Action

A trail can also be created purely through efforts at the state level, as with the Historic Columbia River Highway (HCRH) Trail. The Columbia River Gorge National Scenic Area Act of 1986 directed the State of Oregon to connect the abandoned highway sections of the HCRH as a pedestrian and bike trail. In 1987, the Oregon Legislature adopted legislation directing the Oregon Department of Transportation (ODOT) "to preserve and enhance existing portions of the Historic Highway and plan for reconnection of this scenic route as a State Trail."¹⁹ Since the adoption of the 1987 legislation, ODOT has been charged with working with ODPR, the Oregon Historic Preservation Office, and Travel Oregon to preserve, enhance, and reconnect the existing trail through the Columbia Gorge. This case illustrates that when establishing a state trail, it is usually necessary for the state legislature to adopt legislation identifying which state agencies should be involved and to authorize funding.

Local Action

Local governments can independently advocate for trails, as demonstrated by the creation of the Intertwine and Springwater Corridor trails in the Portland region. The establishment of the Intertwine, though not completed, has been advanced through efforts of Metro's Blue Ribbon Committee on Trails and Clark

County's 2006 Trails and Bikeways Plan, both of which established a vision and made each budgeting priorities.^{20, 21}

The creation of the Olympic Discovery Trail in Washington State provides helpful lessons in implementing long trails through local action. First, it is important to get buy-in from affected local governments and state agencies on the vision and trail plan, both to ensure that they do not oppose the trail later and also so that they can serve as additional champions for the effort. It is also important that trail legislation identify a specific departmental "home" for the trail so that it is not forgotten during the budgeting process. Public works and transportation departments at the local, county, or state levels are preferable homes for a new trail rather than parks departments, primarily because the former two tend to have larger and more stable funding. Finally, it is extremely beneficial to secure support for the trail from national organizations, either through official designation by the group or through stated support for the effort. The Olympic Discovery Trail was one of two trails in Washington included in the Department of the Interior's America's Great Outdoors Initiative.²²

TRAIL FUNDING & FINANCING

Bicycle and pedestrian trails are funded through a variety of means. Sources include federal transportation dollars, state and local recreation programs and public-private partnerships that involve creative financing agreements for cost-sharing. In this section, we outline several funding sources that are available for trails similar to the proposed Salmonberry Trail. We begin with federal sources, then move to state and local funds, and end with non-governmental and other non-traditional funding schemes.

Federal Funding

Moving Ahead for Progress in the 21st Century Act (MAP-21): Congestion Mitigation and Air Quality Core Program

In mid-2012, Congress passed a new federal transportation bill, MAP 21, which consolidated several programs into a streamlined set of five core programs. While the Congestion Mitigation and Air Quality (CMAQ) program has existed for two decades, it has been expanded to absorb several non-highway programs that previously existed under the Surface Transportation Program, including:

- ✦ Transportation alternatives (this new definition incorporates many transportation enhancement activities and several new activities)
- ✦ Recreational trails program
- ✦ Safe routes to schools program
- ✦ Planning, designing, or constructing roadways within the right-of way of former Interstate routes or other divided highways.

With the consolidation, the top three listed are now three primary sources of federal funding for these paths and trails.²³

Transportation Alternatives (TA), previously Transportation Enhancements (TE)

For the past decade, the most common source of federal funding for bicycle and pedestrian paths had been through the Transportation Enhancements program (TE). The program funds projects that, according to the National Transportation Enhancements Clearinghouse (NTEC), "expand travel choices and enhance the transportation experience by improving the cultural, historic, aesthetic and environmental aspects of our transportation infrastructure." TE funding was protected as a 10 percent set-aside within the Surface Transportation Program, and made up about 1.5% of the entire National Highway Program funding.



Capital Crescent Trail, Maryland:

This popular multi-use trail extends 11 miles connecting central Washington, D.C. to Silver Spring, Maryland along the former Georgetown Branch of the B & O Railroad. Winding along the Potomac River, the trail traverses 4 historic bridges and runs through two historic tunnels. The trail is heavily used by both commuters and recreationalists alike with several access points and connections to residential, commercial, and employment centers. The trails received \$1.16 million in TE funds, which went toward the \$8 million total cost of the project.

Source: <http://3.bp.blogspot.com/-rrnH6PC7nQM/TaibL6yKZ3I/AAAAAAAAAkI/EbCashaJNyY/s1600/>

Under MAP 21, the TE program has been consolidated under CMAQ into a catch-all program called "Transportation Alternatives."

50% of TA funds will be distributed to areas based on population. States and Metropolitan Planning Organizations (MPOs) will conduct competitive application processes.

Historically, bicycle and pedestrian projects made up 48% of TE funding recipients. This classification includes both paved and off-road trails, but funds are used primarily for transportation rather than recreational purposes. This may mean it is best suited for portions of the trail connecting, or running through communities. For example, it would make sense to apply for funding to be used on portions of the potential Salmonberry Trail running through the town of Tillamook, where almost no bike paths or commuting

trails exist.

Another previous TE category is funding for the conversion of railway corridors to, or alongside trails. Approximately 8% of TE funding has gone to these types of projects. Any private sponsors (such as a non-profit trails or train groups) must have a public co-sponsor, and the resulting project must be publicly accessible. Most states require TE project sponsors to find matching funds, typically 20% of the project cost.

In Oregon, the local match required is at least 10.27%, but experience suggests that projects whose local match exceeds 15% have a far better chance of being funded. Currently, 15% of Oregon applicants offer a 30% match or more. The selection criteria employed by Oregon evaluates projects on the following factors:

- ✦ Legacy Benefit: lasting value, appropriate and cost-effective use of funds
- ✦ System Benefit: relation to the existing system, inter-modal benefit, connectivity, and safety
- ✦ Community Benefit: includes economic, environmental, employment, safety and livability factors
- ✦ User Benefit: daily use, segments of population served, expanded transportation choices, improvement over current conditions
- ✦ Importance and Need: includes local priority, relationship to adopted plans and policies, urgency and need
- ✦ Technical Merit: readiness, applicant's past performance, and public comment will also be strongly considered.²⁴

Recreational Trails Program (RTP)

Under CMAQ, the RTP program is a set-aside and remains relatively unchanged in its administration from previous transportation bills. The program is administered by states, and funds recreational trails for both non-motorized and motorized users. The Federal Highway Administration allows for a diversity of recreational uses, including: hiking, bicycling, in-line skating, equestrian use, cross-country skiing, snowmobiling, off-road motorcycling, all-terrain vehicle riding, four-wheel driving, or other off-road motorized vehicles.²⁵ Unlike TA funds, RTP grants are for projects that are primarily recreational in nature. In Oregon, nearly every type of organization can apply for funding, from municipal agencies to federal government agencies to non-profits.

RTP grants can cover up to 80% of a project's cost. Funds can be used during most phases of trail development and include:

- ✦ Acquisition of easements and fees for title transfers (including old road or railroad bridges);
- ✦ Purchase and lease of trail construction and maintenance equipment;
- ✦ Construction of new trails, including bridges and way-finding signage;

- ✦ Restoration of existing trails, including maintenance, rehabilitation and relocation;
- ✦ Development and rehabilitation of trailside and trailhead facilities after natural disasters or acts of nature.

Projects that are *not eligible* for RTP funding include:

- ✦ Routine maintenance of trails.
- ✦ Payment for condemned lands for a project.
- ✦ Feasibility studies
- ✦ Environmental Assessment
- ✦ Planning
- ✦ Sidewalks (unless the path is needed to complete a missing link between other recreational trails, or the RTP advisory committee approves paths or sidewalks along public roads or streets).



Rock Creek Trail, Hillsboro, Oregon:

This bicycle and pedestrian trail is considered the primary component of the cities Trail Master Plan and provides scenic views of the Rock Creek Greenway. With help from a \$1.3 million federal grant, work is underway for extending the trail about $\frac{1}{2}$ of a mile. \$125,000 in RTP funds were used to construct the Wilkins Trailhead as part of the \$1.3 million project.

Source: <http://www.ci.hillsboro.or.us/ParksRec/ParksnTrails/RockCreekTrail.aspx>

Safe Routes to Schools (SRTS)

SRTS has traditionally been a set-aside program with dedicated funding for building walking and bike paths or trails within two miles of schools. The Oregon SRTS Program received over \$5 million in federal funds through the initial 2005-2009 period for projects at schools serving grades K-8.

For long-trails, funding could be applied to portions of the trail that run through communities. It could also be used to create links from the trails to the schools, enhancing the network for students and community members alike.

Oregon distributes these grants to projects that meet the following goals:

- ✦ Increase the ability and opportunity for children to walk and bicycle to school;
- ✦ Promote walking and bicycling to school and encourage a healthy and active lifestyle at an early age;
- ✦ Facilitate the planning, development and implementation of projects and activities that will improve safety and reduce traffic, fuel consumption and air pollution within two miles of the school.²⁶

At the time of this writing, it is not clear how or whether SRTS projects will be funded under MAP 21.

Other Federal Funding Programs

Transportation, Community, and System Preservation Program (TCSP)

TCSP provides communities with federal funding for projects that improve the efficiency of the transportation system by providing access to jobs, services and trade centers. TCSP provides resources to explore the integration of transportation systems with community preservation and environmental activities. A community that is awarded TCSP funds is required to commit a minimum 20% match. Few Oregon communities have received funds from this program and most projects funded have been highway-related. The potential for winning funding for a trail project is low, but may be worth pursuing for bicycle, pedestrian and multimodal sections of the project that meet grant criteria.²⁷

STATE FUNDING/GRANTS

Oregon Bicycle and Pedestrian Program Grants (OBP)

OBP, administered by Oregon Department of Transportation (ODOT), provide approximately \$5 million in biennium funding to cities and counties for the design and construction of pedestrian and bicycle facilities within the public right-of-way. While these funds could be applied to the southern section of the trail along the coast, funds may not be applicable to projects outside road rights-of-way.²⁸

State Transportation Improvement Program (STIP)

The STIP is the major transportation improvement and federal funds programming plan administered by the Oregon Department of Transportation. After some recent changes, the STIP is now divided into two categories, Fix-it (administered by ODOT) and Enhance (administered by the Oregon Transportation Commission). The primary objective of this change was to enable ODOT to maintain existing transportation assets while providing more funding flexibility to improve the state and local multimodal transportation system. Projects will be selected based on recommendations developed by local governments, public

agencies or citizen representatives through a process conducted by Metropolitan Planning Organizations (MPOs) or Area Commissions on Transportation (ACT). Current funding allocation for 2016-2018 is approximately \$121.1 million in federal funds for the region encompassing the Salmonberry Trail study area. This funding requires a minimum state, local or private match of 10.27%.²⁹

Oregon Transportation Infrastructure Bank (OTIB)

The OTIB is a statewide revolving loan fund designed to promote innovative transportation solutions. The program began in 1996 as part of ten other pilot programs. In 1997, the Oregon Legislature passed additional legislation expanding the programs authority and establishing it in state law. OTIB may cover up to 100% of project costs and most government entities are eligible to apply for funds. Trail projects in public right-of-way are most likely to be funded through this source.³⁰

ConnectOregon

This source provides funding and loans to non-highway transportation projects that promote economic development. The legislature has authorized \$140 million in lottery-backed revenue bonds to fund the program in fiscal years 2011-13. Under the program, the legislature requires investment to occur across the state by guaranteeing at least 10% of the total funds be invested in each of five regions. Due to funding requirements, projects must be ready for construction.³¹

Westside/Waterhouse Trail, Beaverton Oregon:

The project will explore options in and around the north side of the Tualatin Hills Nature Park to determine the best feasible and cost-effective way to connect the two trails. The amount funded by ConnectOregon is yet to be determined (\$382,704.00 has been requested), but once the best route is chosen, the project will move forward with design and construction.

Oregon Parks and Recreation Local Government Grants

Local Grants use lottery revenues to pay for acquisition, development and rehabilitation of parks and recreation facilities. Project funding depends on the amount allocated in the OPRD's budget and the project's standing on the priority list. Grants are available for three categories of projects: small projects, large projects and community planning with funding ranging from \$25,000 to \$1,000,000.³²

Heritage Grant Program

The Oregon Heritage Commission administers this program which provides matching grants to nonprofit organizations, federally recognized tribal governments and local governments for projects

that conserve, develop or interpret Oregon's heritage. Generally, \$200,000 per biennium is available, with individual awards made between \$3,000-\$12,000. Grants can cover no more than 50% of total project cost. Funds received from other Oregon Heritage Commission or Oregon Parks and Recreation Department programs may not be used as match for a Heritage Grant.³³

Oregon Watershed Enhancement Board Small Grant Program

The Small Grant Program awards funds of up to \$10,000 for restoration projects and requires at least 25% match. To receive funding, teams composed of representatives from watershed councils, soil and water conservation districts, and tribes recommend projects for funding. While not directly related to trail construction, this program could be used for bank stabilization or habitat restoration.³⁴

COUNTY AND LOCAL FUNDING

County Opportunity Grants

This source provides Oregon counties with funds for land acquisition, development, improvements or rehabilitation of camping areas. The grant is supported by recreational vehicle registration fees and requires a 25-50% local match. Matching funds can be from various sources and can include local funds, federal revenue sharing funds, and in-kind labor, equipment or land donations.³⁵

Tillamook County Community Cultural Participation Grant

Any individual, nonprofit organization or local government agency is eligible to apply for this funding source. An individual must be a resident of Tillamook County and organizations must maintain registered headquarters in Tillamook County. While not directly related to trail construction, funds can be used for either cultural heritage or environmental restoration projects. Individual grant awards range from \$500 to \$2,000, with \$8,000 available in 2011.³⁶

OTHER FUNDING SOURCES

User/Maintenance Fees

User fees are a good way to make trail users pay for maintenance and operation. This funding source is often preferred by municipalities as it helps reduce the need for direct local government funding. Given shrinking local budgets, trail maintenance will continue to be an unpopular budget item. User fees are or have been considered as part of long term trail maintenance in Wisconsin, Georgia and on the Appalachian Trail.

Local Bond Measures

Bonds are usually initiated by voters and are often dedicated to specific projects. These measures can be either capital bonds

(for new construction only) or general obligation bonds. Bond measures typically have time limits on their use, and can be used for land acquisition, engineering, design and construction. Many communities have passed transportation-specific bond measures featuring bicycle or pedestrian elements.



Mountain Bay Trail, Wisconsin:

Cyclists are charged for either a \$3 day use permits or \$20 yearly permit. The money collected is put in a dedicated fund and used for trail maintenance and operation. Users under the age of 16 or with physical disabilities are not required to pay user fees.

Source: <http://mountain-baytrail.org/>

Salvage of Rails, Ties and Ballast

Rails, ties and ballast have salvage value and can provide modest funds for rails-to-trails projects. The salvage price for rails, ties, ballast and other improvements varies widely, depending on local markets, the length of the corridor and the quantity of salvageable materials. However, as time passes and the quality of the product is affected by the elements, the value of the salvage declines.³⁷

Leasing Corridors for Utility Use

A growing source of trail development funds is the leasing of subsurface rights for fiber optic cables and other utilities. Compatible uses with a trail corridor include sewer, water and natural gas. Trail corridors can provide key links for utility expansion allowing for cooperative schemes with local utilities while also helping to fund trail projects.

System Development Charges (Impact Fees)

Impact fees, or charges on new development to help fund construction of capital improvements, may be allocated to a particular trail if the trail is related to the development of a municipal trail or park system. Oregon law allows for the collection of these fees. This funding source is highly dependent on land development within a jurisdiction; during building downturns, little impact fee revenue may be generated.³⁸

OPPORTUNITIES & CHALLENGES: THE SALMONBERRY TRAIL

Right-of-way Acquisition

Most long trail projects require the acquisition of right-of-way. Many trails have been delayed or never finished due to gaps caused by particular property owners refusing to sell their land or grant easements. It is therefore essential to acquire trail right-of-way early on so there can be certainty in the trail's long-term potential, even if it is built over time in phases.

The Salmonberry Trail corridor has the advantage of having a rail line that is no longer in service for most of its length. The Port of Tillamook Bay has indicated its desire to abandon the portion of the line east of the Nehalem River. This presents a great opportunity to utilize the federal rail-banking process as a method of acquiring right-of-way for a rails-to-trails conversion. This process is preferable to allowing formal abandonment of the line, which would likely result in much of the right-of-way reverting to former or adjacent landowners. While rail-banking would allow the Port of Tillamook Bay the option of re-acquiring the right-of-way in the future if they decided to restart rail service, that scenario is highly unlikely given the economics of re-building the rail line.

If rail-banking is infeasible for any reason, an alternate approach could be to purchase the property outright after the rail line is abandoned. As discussed above, this may result in the need to purchase land from many landowners and could result in unacceptable gaps in the trail. In this case, the state should retain flexibility in the trail route so that it can deviate from the rail line if nearby property is easier to obtain. Much of the corridor goes through state forest land, and easements could be granted to Oregon Parks and Recreation for the trail.

The section west of the Nehalem River is currently under a long-term lease to the Scenic Railroad and is likely to continue operating for the next 20 years. If Oregon Parks and Recreation decides to pursue a rails-with-trails project in this segment, one strategy would be to purchase an easement alongside the rail line if there is sufficient right-of-way.

Geology and Engineering

The Salmonberry corridor, especially the canyon section, presents a number of engineering challenges due to the steep, unstable slopes and the volatile Salmonberry River. These geologic challenges have always plagued the rail line, and eventually caused the current situation in which restoring rail service is prohibitively expensive.

These same engineering challenges have serious implications for trail construction. A wide, paved, smooth-grade trail built for cyclists will require significant and expensive investment in new infrastructure. A dirt hiking trail, on the other hand, would require minimal engineering because it could follow the natural contours of the land and utilize switchbacks as needed to climb steep slopes or avoid wash-out areas.

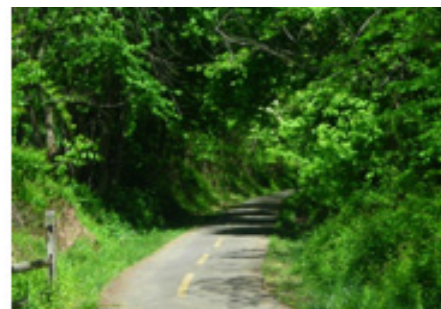
We recommend that the state adopt a flexible approach that fits the type of trail to the natural landscape. This could mean that only certain sections of the trail are built to full hike/bike/equestrian standards, with other more challenging sections built to lower standards that may only accommodate hiking. This approach will save money by avoiding high-cost construction and engineering solutions and limit expensive repairs in the future. A flexible approach could also mean deviating from the canyon and using alternative routes through less challenging terrain.

Funding

Funding the Salmonberry Trail will be a major challenge given its long length and high construction cost. Most funding sources offer grants that are fairly small in size and can only be used for certain purposes. However, a long trail like the Salmonberry is well-suited to take advantage of its varied terrain and possibilities in getting funding. The state will most likely need to pull together funding from multiple sources and break the trail into discrete projects that can be funded separately over time.

The Recreational Trails Program (RTP) is the main source of federal funding recommended for the Salmonberry Trail project. The section from Banks to the Salmonberry canyon, which is well-suited for multi-purpose recreational use, would fit particularly well with this grant program. The canyon section could also be a good candidate for RTP funding.

The section of the trail on the Oregon coast might be able to get funding from the Transportation Alternatives (TA) program. This grant program is intended for trails that are primarily used for transportation rather than recreation. Since the Oregon coast section connects more towns in closer proximity to one another, it could conceivably be used more for commuting and traveling rather than purely for recreational purposes.



Washington & Old Dominion Trail, Virginia:

In 1986, the regional park authority negotiated an agreement with AT&T to install fiber optic cables along 35 miles of the trail. The \$250,000 annual lease pays for trail maintenance and makes an important contribution to the park district's operations.

Source: <http://www.wodfriends.org/>

Several state grant programs could also provide funding for the Salmonberry Trail. ConnectOregon could be used for the coastal section if it can be shown to provide transportation and economic development benefits. Oregon Parks and Recreation Local Grants could be used for the more remote and purely recreational portions of the trail.

While federal and state grant programs are likely to be the primary sources of funding for the Salmonberry, there are other sources of funding that can supplement these grants or help with the local match. One source is the value of salvage metal from the rails currently found along the right-of-way. If rail-banking is used to acquire the land, the state could tear up the rails and sell the metal for scrap. Many trail projects have used this technique to generate extra funding at current metal prices.

Another promising funding source for the Salmonberry is the potential for utility easements or partnerships. There is currently a fiber optic line along the right-of-way that was severed during the same storm that severely damaged the rail line. The state should work with the utility to determine if a public-private partnership could be established. The state could work with the utility to repair the fiber optic line and improve infrastructure to both accommodate the fiber optic line and trail.

Scale of the Project

With such a large project traversing a variety of geographic areas and jurisdictions, the sheer scale of the Salmonberry Trail can be a challenge to implementation. Large transportation projects of any kind are difficult to implement. A recreational long trail through remote areas will have an even harder time getting to construction. The solution to this challenge is to break the project into a series of small projects that serve a larger vision.

The primary way to break up a project like the Salmonberry is to adopt a phased approach. This involves creating discrete segments that can be treated as separate projects for funding and implementation purposes. Each segment should be able to stand on its own in case other segments are not built until much later or not at all. The segments should be prioritized by ease of construction, acquisition of right-of-way, connectivity, and other values.

Once priorities are established, a pilot project can be built as a way to get the trail started and to build and demonstrate public support for the larger vision. For the Salmonberry, it might make sense to build the trail initially from Banks to the Salmonberry canyon as a pilot project. This segment is likely the cheapest to build and would connect to the existing Banks-Vernonia Trail. Recreational trail users could easily access this trail and would be able to see the great potential in extending the trail further into the canyon. A campground at the other end of this segment could accommodate a future multi-day trail experience for users, even if at this early stage the whole trail was incomplete.

Competing Uses

Accommodating all the potential uses a trail might serve is a significant challenge. In some cases, uses can compete with one another when the right-of-way is constrained or when people are looking for a particular experience. Typically, long trail projects aim for continuity of experience and consequently favor certain types of users. The Salmonberry Trail will traverse a wide variety of landscapes, creating an opportunity to provide different recreational experiences and serve different uses along a single trail.

The Salmonberry Trail corridor can be seen as three main segments: Banks-to-Canyon, the Canyon itself, and the Nehalem-to-Tillamook coastal area. The first segment is a natural fit for a paved hike/bike/equestrian trail similar to the nearby Banks-Vernonia Trail. The second segment, with its relatively untouched natural areas and engineering challenges, could benefit from a simple dirt hiking trail. The third segment, with the Scenic Railroad continuing to operate as a long-term lease, will be challenging to develop as a trail at all.

The challenge inherent in such an approach is that recreational users are accustomed to using a single mode of travel. The trail should be developed in such a way that provides opportunities to combine different modes in one trip. For example, a campground with secure bicycle storage could be established at the transition point between the bike-friendly segment and the hiking-only segment. Users could bike to the campground, then hike the next segment. The Scenic Railroad has also indicated an interest in transporting cyclists and hikers from the coast to the canyon and back. This creates the potential to create a bike-hike-train trail that would give people a unique mix of experiences.

Some interested stakeholders, especially cycling groups, will likely push for a continuous bicycle corridor. This is unlikely to be feasible given the engineering and funding challenges in the canyon and the Scenic Railroad segment along the coast. It is more reasonable to plan for a variety of uses along a single long trail. The coastal segment could be planned for eventual conversion to a bike trail, if the Scenic Railroad ceases operation. This would allow continued operation of rail service in the near-term while planning for trail use in the long-term.

Building Broad Support

A broad group of stakeholders is needed to move trail projects from planning to implementation. Due to the scale of long trail projects and large number of jurisdictions involved, support from a wide range of stakeholders is especially important. These groups can help trail planners overcome many of the implementation challenges described here.

Several strategies may be employed to build broad support for the Salmonberry project. Planners should push for state legislation that creates a mandate for the trail and lists the trail as a protected

budget item to ensure dedicated funding for planning and construction. In addition, the Salmonberry would benefit from the existence of one or more political champions to help publicize and gain public support for the project and guide the trail through the legislative process.

Gaining early buy-in from local governments is another strategy to build broad support. Involving local governments from the outset can prevent opposition at a later stage. Their endorsement of the trail may make local governments more willing to contribute funds through bond measures or other financing initiatives. Developing trail access points near towns between Banks and Tillamook could help local jurisdictions to view the project as an economic development strategy, increasing the likelihood that they will sign on to the project.

Trail advocacy organizations such as the Rails to Trails conservancy would benefit the Salmonberry project by bringing technical expertise and advocacy experience. Planners should also seek partners from the private sector where possible. Oregon's activewear and performance gear industry offers significant opportunities for public-private partnerships aimed at recreational trail development.

A strategy used to manage competing uses could also garner broader support for the Salmonberry Trail. The trail's scale and varied terrain create the potential to accommodate a range of uses and experiences, including scenic rail, wilderness hiking, and paved hiking and biking, which could draw support from a wide range of stakeholders, especially groups representing various recreational uses.

Stakeholder Coordination

Harnessing the efforts of a broad group of stakeholders, from different sectors and at multiple scales, will require careful coordination. One recommended strategy is to create a nonprofit coalition dedicated to advocacy for the proposed Salmonberry Trail. The nonprofit group may perform outreach, organize meetings, participate in lobbying efforts, fundraise, and coordinate volunteer labor, among other tasks. The existence of a coalition ensures that stakeholders are united in their vision for the trail and are working collaboratively toward implementation.

Tasks should be delegated among stakeholders. Delegating responsibility for various tasks among non-governmental groups may increase efficiency and reinforce buy-in from these stakeholders. One possible strategy is to have the state construct the trail, but hand off responsibility for trail maintenance and programming to a nonprofit coalition.

Environmental Quality

Trail advocates may meet challenges from environmental groups who are resistant to altering natural areas for recreational use. With the Salmonberry Trail, planners should emphasize their commitment to environmental mitigation early in the planning process. The nonprofit coalition should also clearly state in its vision statement a commitment to preserving natural habitats, and include strategies to do so in its long-term advocacy and maintenance plans. Environmental education may also be incorporated in trail programming to dovetail the interests of environmental groups and trail advocates.

Access

Decisions about trail access points represent another implementation challenge for the Salmonberry Trail. The proposed trail route cuts through areas with steep slopes and limited connectivity to existing roadways. Planners will need to ensure that entrance points along the trail are frequent enough to allow for reasonable access by trail users, emergency medical responders, and that amenities are nearby. The recommended strategy for Salmonberry is to create targeted access points near towns along the trail. Each access point will include a paved roadway (either existing or newly constructed), trailhead, and potentially campsites.

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