

# **40 MILE LOOP MASTER PLAN**

**MAY 1983**

**PREPARED FOR: 40 MILE LOOP LAND TRUST**

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# **INTRODUCTION**

## INTRODUCTION

It is constantly becoming more generally and more clearly realized that every inhabitant of a city owes to it, in return for benefits and advantages derived from it, certain duties not specifically compulsory according to law. Among such duties is that of aiding in every possible way to make the city more beautiful and more agreeable to live in and work in, and more attractive to strangers.

While there are many things, both small and great, which may contribute to the beauty of a great city, unquestionably one of the greatest is a comprehensive system of parks and parkways.

...A connected system of parks and parkways is manifestly far more complete and useful than a series of isolated parks.

--The Olmsted Brothers Plan for  
Portland Parks, 1903

These timeless and forceful quotes form the foundation for renewed efforts to establish a 40 Mile Loop trail and park system throughout the Portland Metropolitan Area. Since the original proposal by landscape architects John Charles Olmstead and Frederick Law Olmsted, Jr. in 1903, the Metropolitan area and the loop proposal have greatly expanded. The loop route now follows the Wildwood Trail in Forest Park, the Columbia Slough, Marine Drive along the Columbia River, a short stretch of the Sandy River, Beaver Creek in Troutdale and Gresham, Johnson Creek, frontage along the Willamette River and the Marquam Trail in the West Hills. Nearly 30% of the loop is already complete with trails built in the West Hills, along Marine Drive, and in the Beaver Creek Greenway.

The 40 Mile Loop connects neighborhoods to parks and activity centers through scenic and natural corridors that exist along most of the route. The loop serves as a hub from which local, regional and state trails radiate to county, state, and federal recreation areas. It is an excellent solution for physically and psychologically connecting the grand parks and natural features with which area residents are blessed. The image of a connected system indicates to residents and visitors alike that the areas parks, and activity centers and natural areas are accessible and considered essential public assets.

The 40 Mile Loop has broad citizen and agency support. Residents from all communities in the metropolitan area have demonstrated support for the loop. The Portland Vancouver Area Parks Coordination Group of local parks and recreation agency leaders has identified and supports the 40 Mile Loop as the highest priority regional parks project in the metropolitan area.

Multnomah County, the City of Portland, and the Oregon State Parks and Recreation Division have been instrumental in helping initiate renewed efforts to develop the loop. The City of Troutdale and the City of Gresham as well as the Port of Portland and other agencies are lending critical support. It is truly a joint effort that will help strengthen park and recreation coordination throughout the area.

As renewed support for the 40 Mile Loop grew over the last several years it became evident that an independent entity, free to raise funds and provide central planning and coordination efforts among agencies and private individuals, was needed. Consequently the 40 Mile Loop Land Trust was formed.

The Trust is a private, non-profit land acquisition organization whose purpose is to complete the acquisition of lands for hiking and bicycle trails that will connect the most heavily used parks in the metropolitan region.

The members of the Trust are private citizens living in the metropolitan area who are determined to provide new parks and places for recreation for all the residents of the area to use, even, and perhaps especially in these times of governmental austerity.

Seed money was provided by Multnomah County to be held in trust for land acquisition, and today the Trust is actively seeking public membership to support its efforts, and to raise funds to be used for land purchase for park purposes.

## Master Plan

This master plan is intended to guide purchase and coordination efforts of the 40 Mile Loop Land Trust. The plan will also provide guidance to all agencies and individuals interested in promoting and completing the loop. The plan includes four elements:

- 40 Mile Loop Master Plan Report
- 1"= 1500' wall map of the 40 Mile Loop
- 1"= 200' book of aerial work maps of the 40 Mile Loop
- 1"= 600' book of tax lot maps and accompanying index of property ownership along the 40 Mile Loop route.

These planning items are provided to be used as working tools which will offer guidance and information needed for decision making regarding development of proposals and capitalization of opportunities.

The master plan report offers previous and current implementation ideas and tools collected and bound in one package for easy reference. The 3-ring binder was used to aid additions and subtractions to the report.

The trail route is identified on the aerial work maps. The 200 scale aerials are provided for detailed study of future trail development opportunities.

The tax lot maps and accompanying index of property owners was prepared by Multnomah County staff. They have been packaged as an integral part of the master plan to be used in acting upon acquisition opportunities.

The wall map displays the existing and proposed trails of the 40 Mile Loop. It has been covered with adhesive mylar. Consequently the covering will accomodate either tape or ink. The route is displayed in tape. The mylar will allow the tape to be removed or altered as changes occur along the route.

# **40 MILE LOOP CONCEPT**

## 40 MILE LOOP CONCEPT

The 40 Mile Loop is a system of parks and activity centers connected by open space corridors and hiking and bicycle trails. The corridor width and trail character vary greatly along the route. Some sections of the Loop must be on sidewalks and road shoulders while others traverse large open natural areas. The route is described in detail, segment by segment later in this report.

The Loop trail system includes accommodations for both hiking and bicycle traffic. Where appropriate the trails are separated but still in proximity to each other. Some sections allow and some require wide separation due to grade restrictions or other circumstances. Other sections require that the two types of trails be combined in one trail because of corridor width limitations.

The Loop system provides neighborhood access to parks, institutions, activity centers and other points of interest throughout much of the Portland Metropolitan area. The Loop will be reached from trailheads and spur trails and walkways from neighborhoods. Additionally the loop will pass through parks and other open space areas that will act as major access points.

From the Loop, hikers will be able to reach regional and state trails that will take them to parks, scenic areas and natural features outside the urban area. These trails include:

- Lower Elevation Columbia River Gorge Trail
- Sandy River Gorge Trail
- I-205 Trail
- Willamette River Greenway Trail
- Terwilliger Trail
- Portland to the Coast Trail
- City and County bicycle trail systems.

The Lower Elevation Columbia River Gorge Trail is a joint development mostly of the Oregon State Parks, the U.S. Forest Service and the U.S. Bureau of Land Management. The hiking trail connects with the Loop at Troutdale and then runs east up the Columbia Gorge to Hood River and beyond. Over one-third of the trail has already been completed. Additional sections of the trail are being completed each summer by the agencies.

The Sandy River Gorge Trail is a State of Oregon designated hiking trail slated for development in future years.



The I-205 Trail is an existing paved combination hiking and bicycle trail following the I-205 freeway. It provides a convenient cross connection dividing the loop nearly in half. It also provides connection to the City of Vancouver via the Glen Jackson Bridge.

Trails that will accommodate both hiking and bicycling are planned for major portions of both sides of the Willamette River in the City of Portland. The trails will connect with the loop at the Sellwood Bridge and run north through downtown Portland. The trails are planned to extend only a short distance south of the bridge. Much of the trail on the west side of the river is already complete.

The Terwilliger Trail is an existing paved hiking and bicycle trail that connects with the loop in the Southwest Hills area of the City of Portland. It connects the loop with the City Center to the north and the City of Lake Oswego to the south.

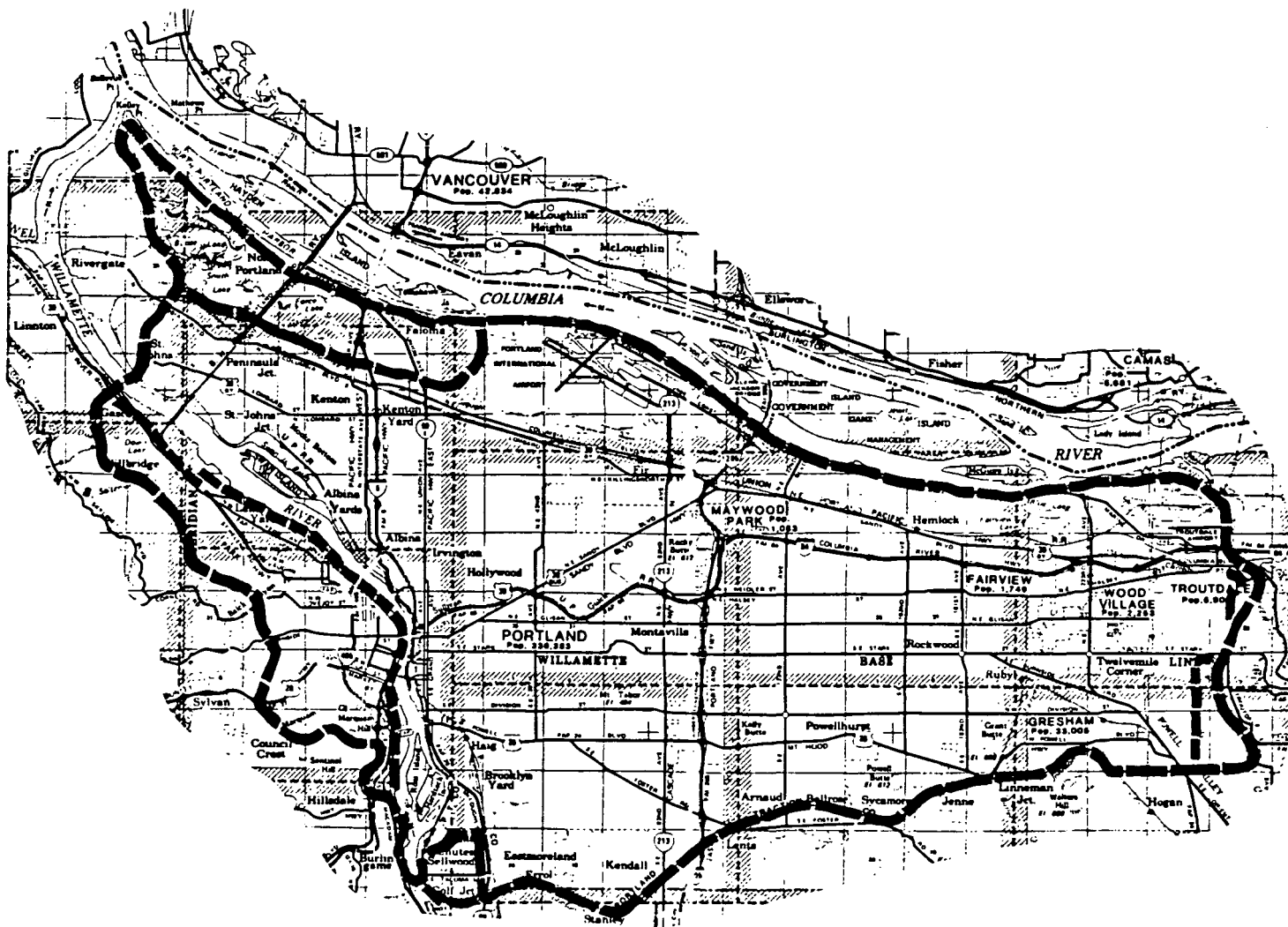
The Portland to the Coast Trail is a State of Oregon designated hiking trail proposed for future development. The hiking trail is proposed to run west from the City of Portland to its destination on the North Coast.

Each city and county jurisdiction and METRO have comprehensive bicycle trail systems planned or are planning systems for their areas. These networks of trails cross and connect to the loop providing neighborhood access and many mini-loop opportunities. Many miles of these trails have already been completed.

Throughout most jurisdictions the bicycle routes are generally oriented to commuter versus recreational use. This is a major difference between the bicycle trail systems and the loop trails. The loop is oriented primarily to recreational use.

In summary, the 40 Mile Loop connects isolated parks, open spaces and activity centers throughout the Portland Metropolitan area. Neighborhoods are connected to the loop through local hiking trails and bicycle trail systems. The loop acts as a hub for connections to regional and state trails radiating out from the area.

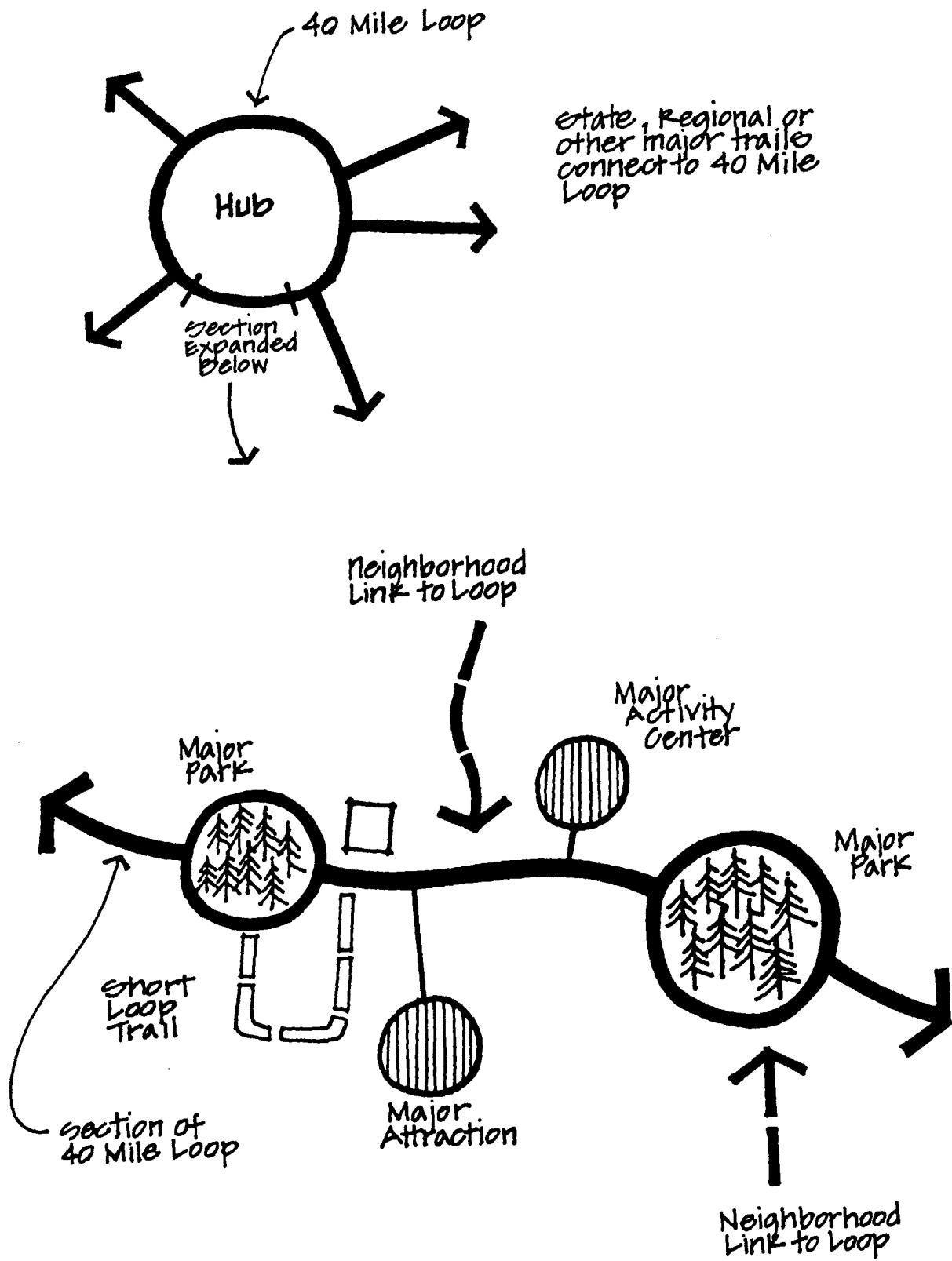
The 40 Mile Loop is a recreational trail for both hiking and bicycling. In some sections of the loop steep terrain demands that routing for the two user groups be separated. In these areas paralleling routes at appropriate grades are proposed.



- Hiking and or Bicycle Trail
- Bicycle Trail Only



## 40 Mile Loop Trail Route



**Concept**

# **MASTER PLAN OBJECTIVES**

## MASTER PLAN OBJECTIVES

1. Define the implementation objectives for the 40 Mile Loop.
2. Determine the preferred route of the 40 Mile Loop and map the route.
3. Describe the route and describe the proposed character of the Loop.
4. Develop trail standards for the 40 Mile Loop.
5. Identify ordinances or policies for agency implementation of the 40 Mile Loop.
6. Identify property ownership along the Loop route.
7. Identify segments of the Loop completed, currently being implemented and needed to be implemented.

# **40 MILE LOOP OBJECTIVES**

#### 40 MILE LOOP OBJECTIVES

1. Institutionalize the 40 Mile Loop in private and public organizations and agencies.
2. Provide a trail and open space system that connects existing parks and future parks into a visually and mentally comprehensible park system for the regions citizens and visitors.
3. Plan and encourage neighborhood and community access to the 40 Mile Loop.
4. Serve as a "hub" for long distance regional and state trails including the Lower Elevation Columbia River Gorge Trail, the Portland to the Coast Trail and the Sandy River Gorge Trail.
5. Help protect and utilize the natural resources and physically attractive aspects of the urban environment.
6. Solicite and foster cooperative planning and development efforts between relevant governmental jurisdictions.
7. Guide implementation and opportunities through the 40 Mile Loop Master Plan and agency work plans.
8. Complete the 40 Mile Loop by the year 2000.

# **INVENTORY**



## INVENTORY

Development of the master plan has required assessment of existing circumstances and proposals related to the revived and expanded concept for the 40 Mile Loop. General routing and plans for the loop have solidified through much discussion of the overall route by governmental representatives, interested individuals and members of the 40 Mile Loop Land Trust. Detailed planning and trail development has been accomplished in some segments of the loop by different governmental agencies.

The master plan is intended to show what has been accomplished, what needs to be accomplished, where it needs to be accomplished and how it should be accomplished in general terms. Additional detailed design (on the ground study) will be needed at the time of actual implementation in order to adjust to opportunities.

The general routing discussed for the loop is a "natural" because it dramatically connects most of the significant natural features and activity centers of the Portland Metropolitan Area. When these features are identified as shown on the following maps, they form the foundation for the 40 Mile Loop.

Significant features mapped include:

- Major Parks near the Trail Route
- Major Views and Natural Resources
- Activity Centers
- Major Trail Connections

Once features have been identified, one of the important tasks of the master plan is to endeavor to route the loop through or adjacent to them. In some situations it has become evident that spur trails will be needed to reach some features. Connecting trails will also be needed to provide access to the loop from neighborhoods and certain natural features or activity centers.

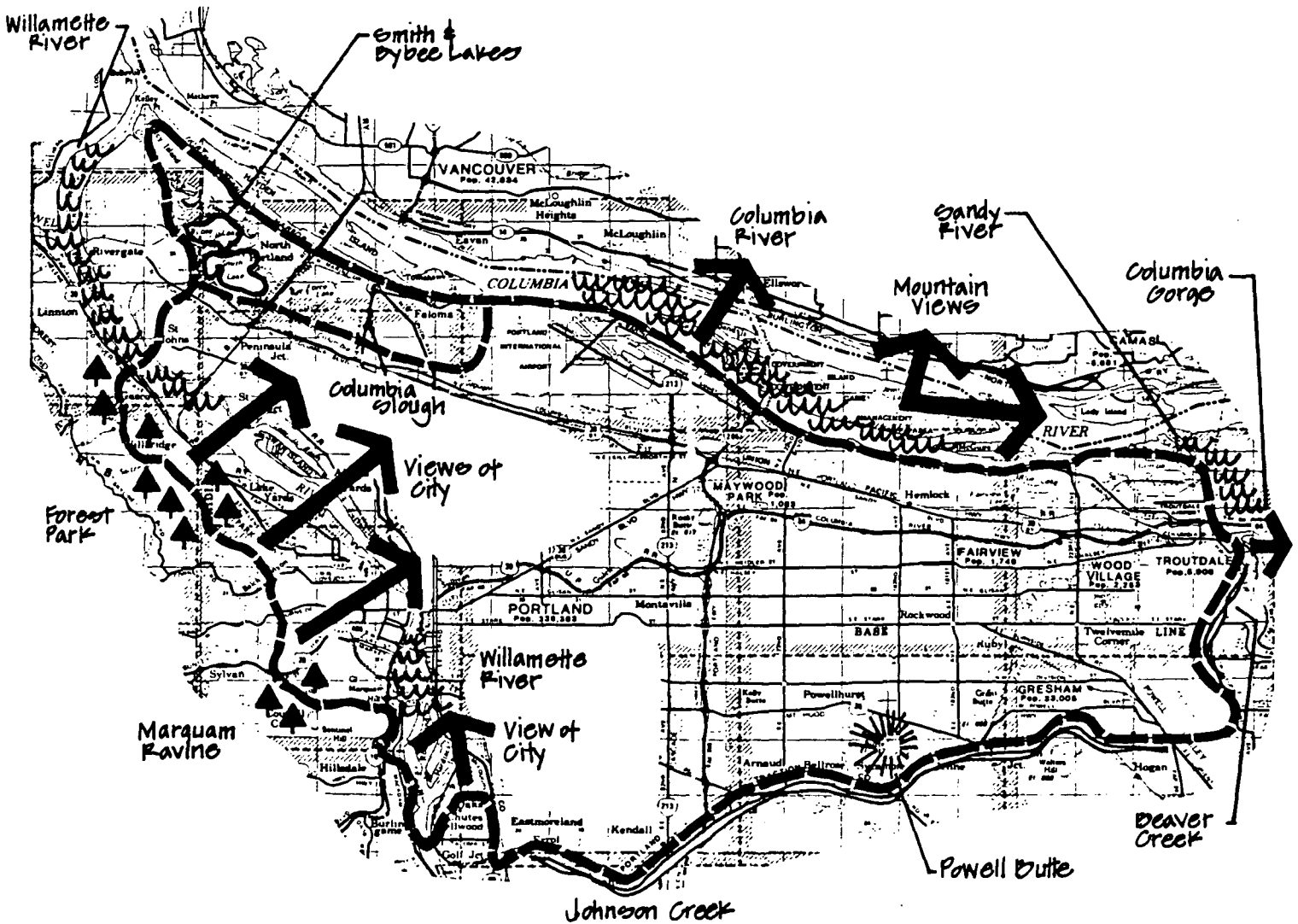
Existing trails developed include:

- Wildwood Trail in Washington and Forest Park 23 miles
- Marquam, Terwilliger and Willamette River Trails 7 miles
- Blue Lake Trail 5 miles
- Beaver Creek Trail 1/2 mile

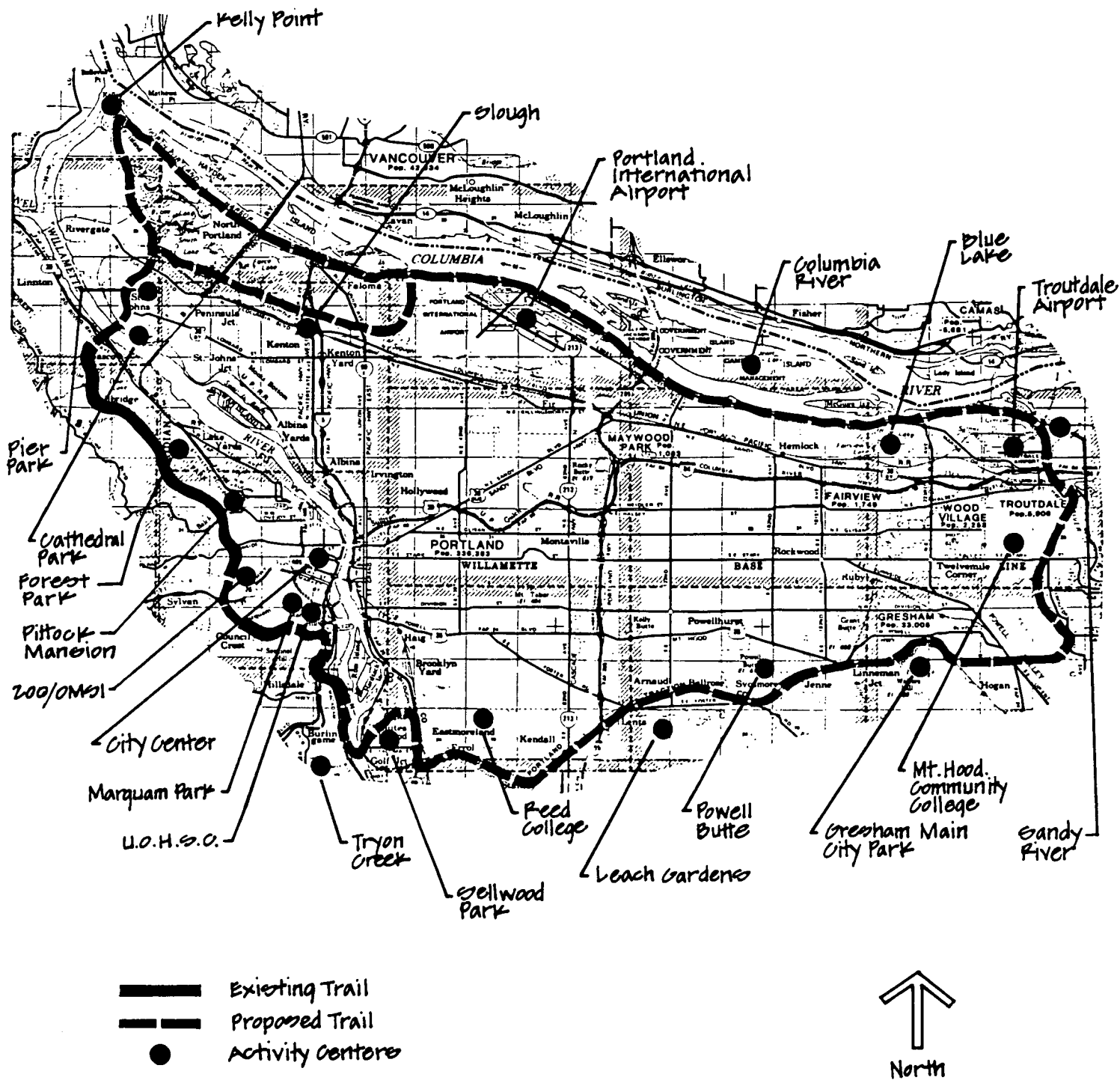
Other trail segments are scheduled for development in the near future as discussed in this plan.

The inventory indicates that the trail can connect most of the outstanding natural features and activity centers identified near the loop. These features are truly unique in diversity and quality. The trail user will find tremendous views of rivers, lakes, sloughs, creeks, forests, cities, parks, mountains, farms and more along the loop.

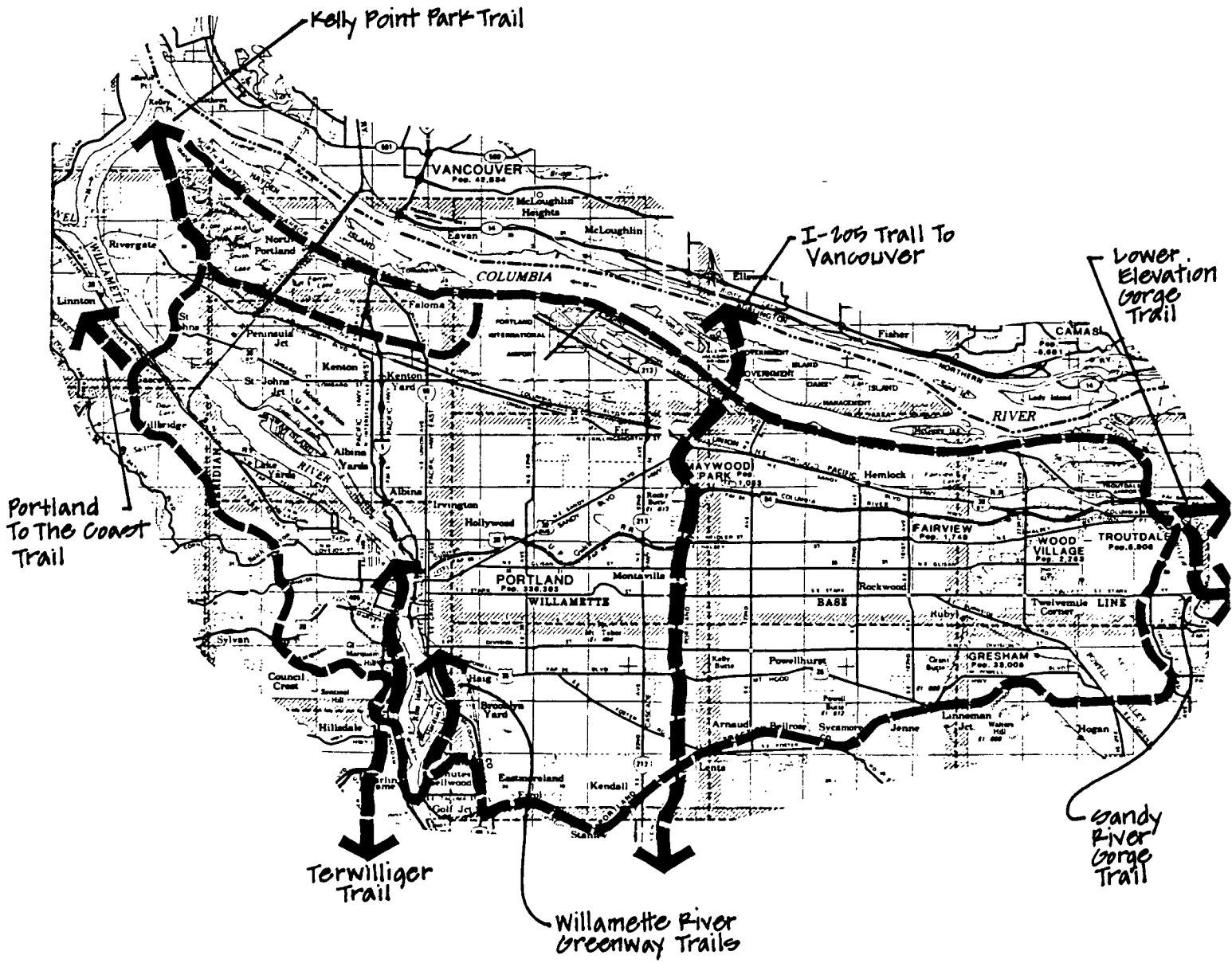




## Major Views & Natural Resources



## Activity Centers



## Major Trail Connections

**ROUTING PROCESS AND CRITERIA**

## ROUTING PROCESS AND CRITERIA

Since original conception and especially since revival of the 40 Mile Loop the process and criteria for selecting the specific trail route has evoked continuous activity and change. Completing an ambitious park project in a heavily populated metropolitan area seems to demand such dynamics.

Both process and criteria for routing rely heavily upon the concept for the loop and the objectives of the loop. Also important are existing and proposed park facilities and plans, other public development and private development.

The process simplified involves:

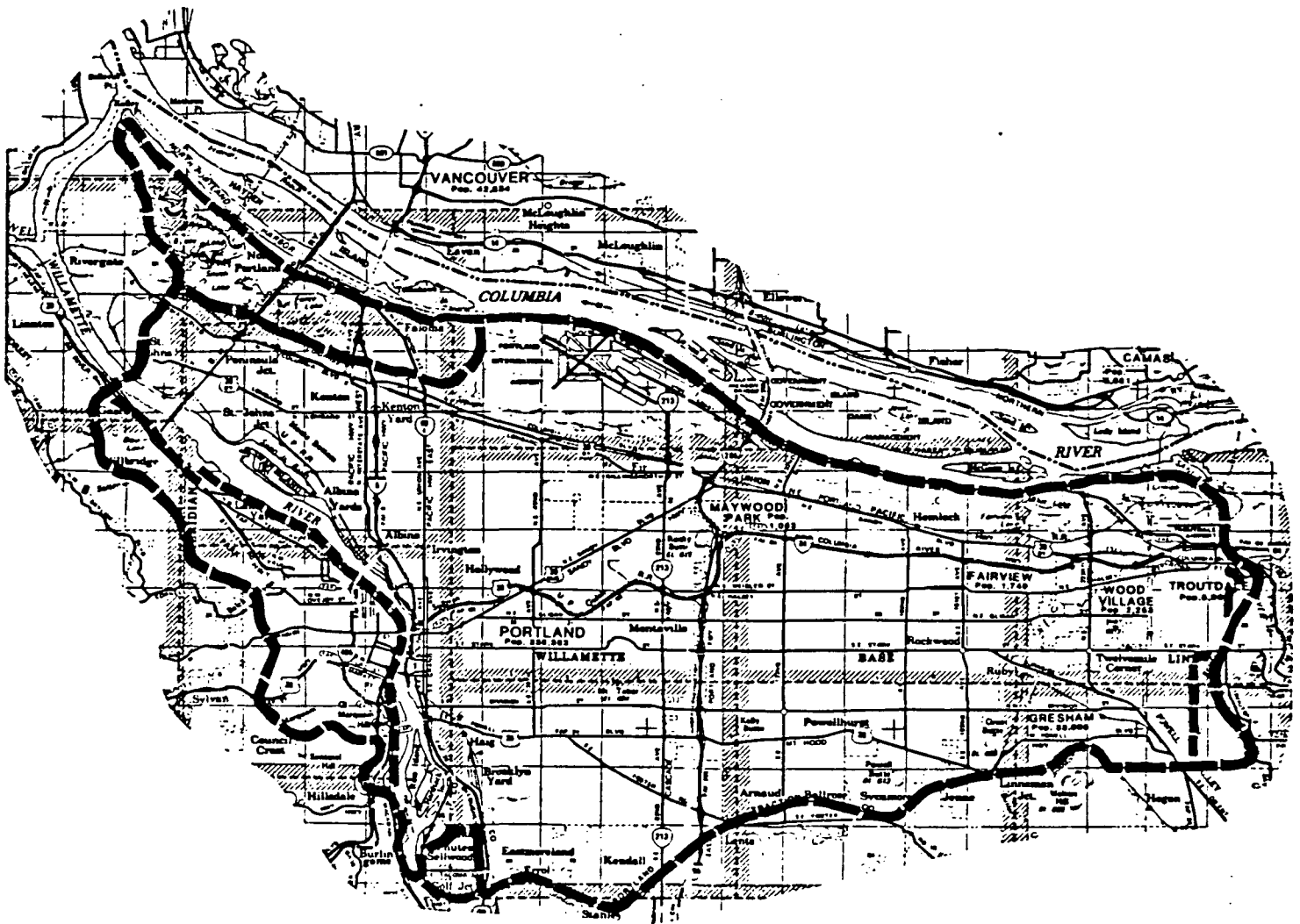
1. Evaluating previous planning and development.
2. Evaluating site conditions and opportunities.
3. Comparing opportunities with concept and objectives.
4. Selecting one "loop" trail route.
5. Selecting separate but approximately paralleling bicycle and trial routing in areas of steep terrain.
6. Providing appropriate connection to existing and proposed hiking and bicycle trails.

Criteria involves:

1. Utilizing existing trails, parks and public and semi-public open spaces to the fullest extent.
2. Connecting significant parks and activity centers.
3. Connecting with significant neighborhood, regional and state trail systems.
4. Connecting significant natural, scenic, historic and cultural areas and features.
5. Capitalizing upon land acquisition opportunities.
6. Capitalizing upon funding opportunities.

The completed sections of the 40 Mile Loop and the master plan for the loop have involved considerable planning but mostly are resultant of connecting existing trails and open space with logical route opportunities. Opportunities that meet most of the criteria for routing selection will continue to guide development of the loop.





- Hiking and or Bicycle Trail
- Bicycle Trail Only



## 40 Mile Loop Trail Route

# **TRAIL SEGMENTS**

## TRAIL SEGMENTS

To facilitate implementation, the 40 Mile Loop has been divided into seven geographic segments.

MARINE DRIVE

TROUTDALE

GRESHAM

JOHNSON CREEK

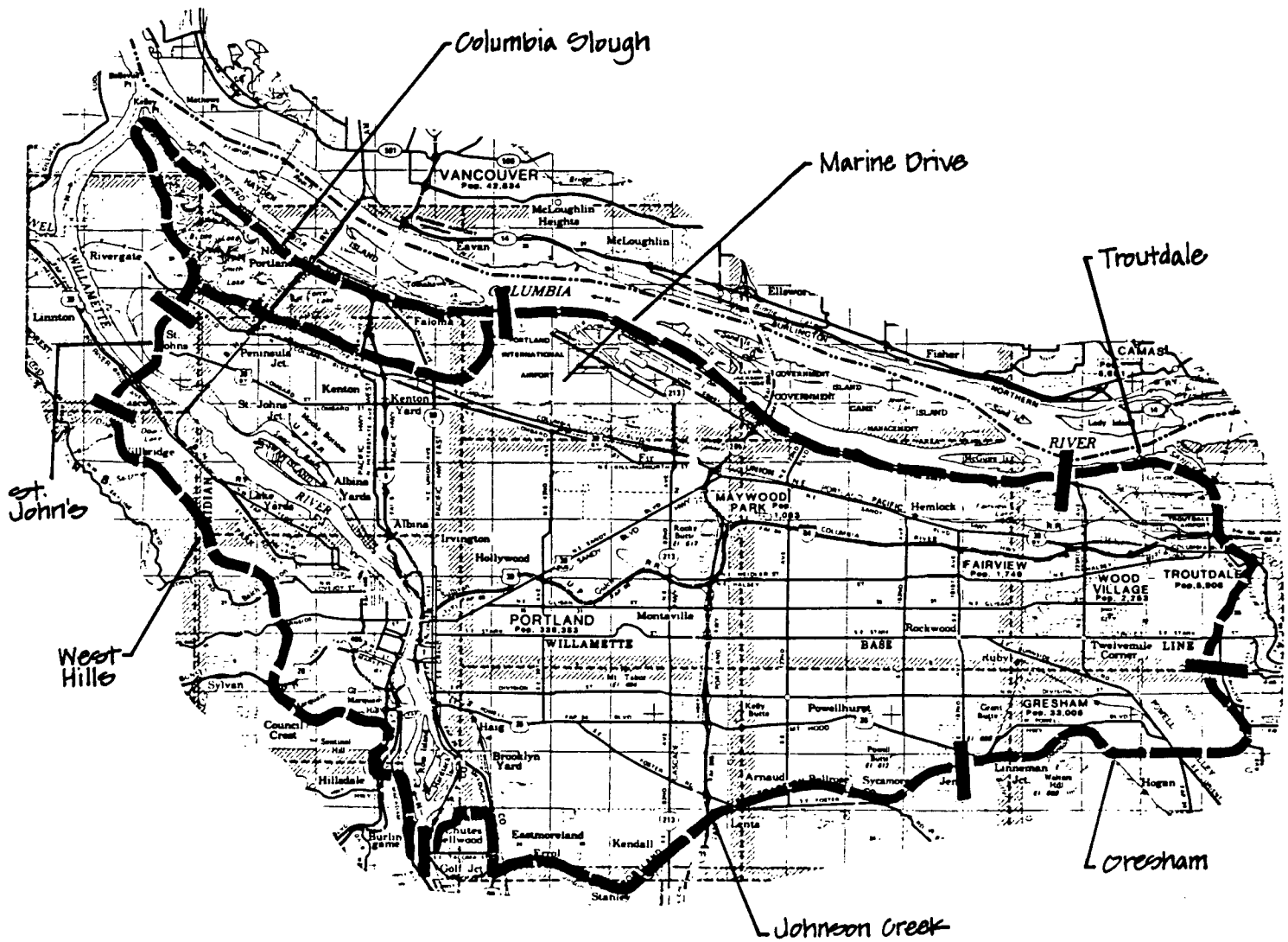
WEST HILLS

ST. JOHNS

COLUMBIA SLOUGH

The Troutdale, Gresham and St. Johns segments reflect governmental boundaries while the other segments reflect significant natural features. Location of the segments are meant to be easily identified by their names.

Segmentation is proposed to aid funding and development efforts by focussing activity on identifiable portions of the loop.



**Segments**

# **TRAIL SEGMENT PRIORITY AND STATUS**

## TRAIL SEGMENT PRIORITY AND STATUS

Because all segments are equally important to closing the 40 Mile Loop, prioritization is not appropriate. As indicated in the routing process, implementation of the loop depends greatly upon opportunity. Priority then will generally follow opportunity.

If several funding and development opportunities exist concurrently, every attempt will be made by the 40 Mile Loop Land Trust Board and membership to act upon all of them. If this is not possible the Trust will need to decide which and how many opportunities it can act upon at the time.

Perhaps more useful than setting priorities is a description of what has been implemented, what is currently being implemented and what needs to be implemented. The following such description clearly indicates both tremendous accomplishments and difficult but promising tasks yet remaining.

## WHAT HAS BEEN IMPLEMENTED

### MARINE DRIVE

Bicycle trail from Blue Lake Park to Troutdale

### TROUTDALE

Trail in Beaver Creek Canyon  
Bicycle trail along Kane Road

### GRESHAM

Trail in Gresham Main Park

### JOHNSON CREEK

Park and open space in Leach Garden Park and  
Powell Butte Property

### WEST HILLS

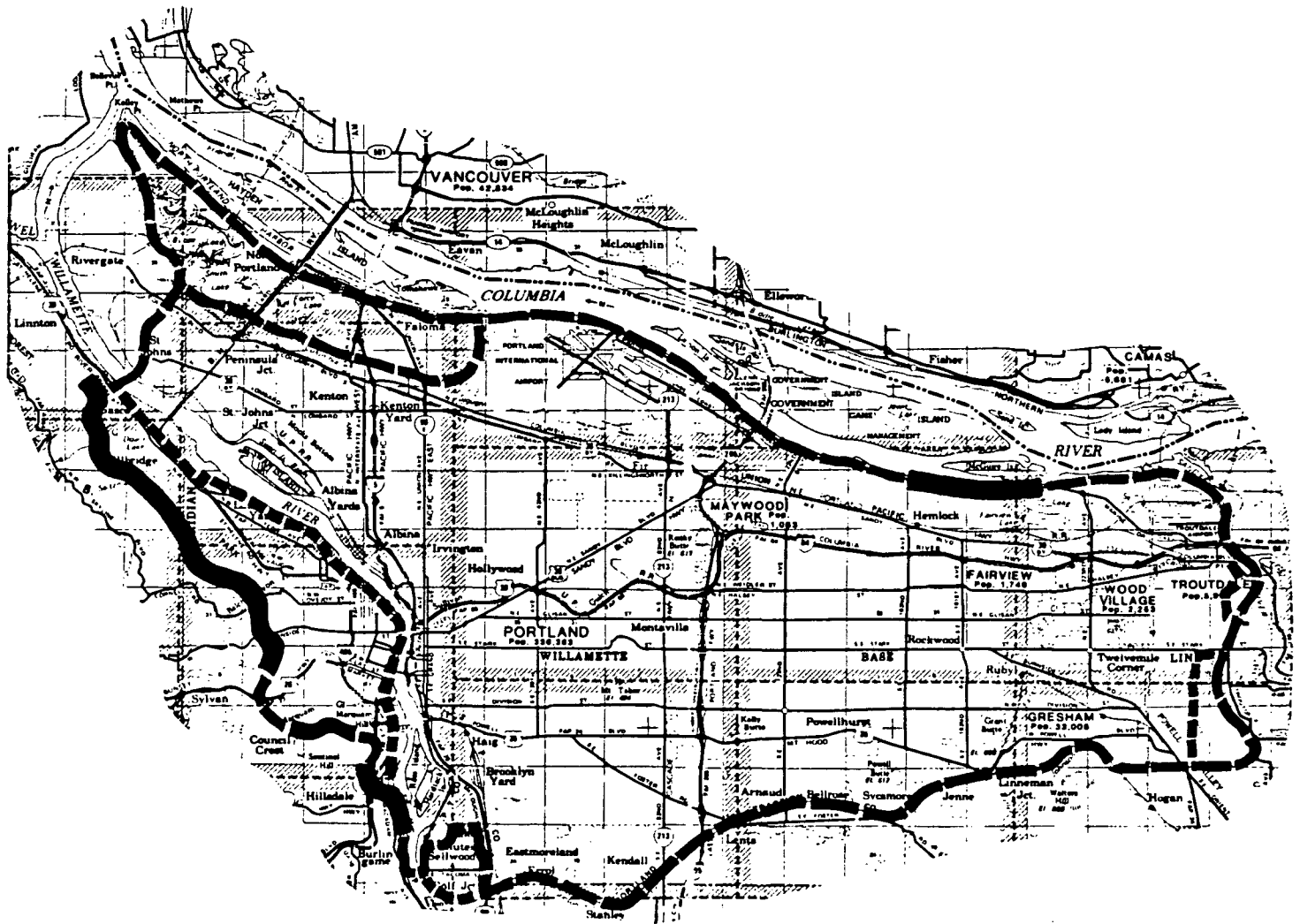
Trail from Willamette Park to Terwilliger Trail  
Trail from Marquam Nature Park to Council Crest Park  
Trail from Washington Park through Forest Park

### ST. JOHNS

Trail in Cathedral Park  
Trail in Pier Park

### COLUMBIA SLOUGH

Trail in Kelly Point Park



- Existing Trail
- - - - - Proposed Trail
- ..... Bicycle Trail



## Development Status



## WHAT IS CURRENTLY BEING IMPLEMENTED

### MARINE DRIVE

- Trail corridor from 33rd to 47th
- Request for Port of Portland easement from 47th to 158th
- Trail construction by County from 138th to Blue Lake Park

### TROUTDALE

- Lower Elevation Gorge Trail connection, Troutdale to Lewis and Clark State Park
- Extension of trails in Beaver Creek Greenway

### GRESHAM

- Connection of parks and flood plain open spaces along the trail route

### JOHNSON CREEK

- Trail and park development at Sellwood Park

### WEST HILLS

- Construction of 2.5 miles of trail near U.O.H.S.C.
- Negotiation for trail easement between Council Crest Park and Washington Park

### ST. JOHNS

- Bicycle trail route planning

### COLUMBIA SLOUGH

- Request for Port of Portland easement from St. Johns Landfill to Kelly Point Park

## WHAT NEEDS TO BE IMPLEMENTED

### MARINE DRIVE

Trail construction from 33rd Avenue to I-205

### TROUTDALE

Trail on Sandy River dike from Blue Lake to I-84 bridge  
Trail from I-84 bridge to Mt. Hood Community College  
along Beaver Creek

### GRESHAM

Trail along Beaver Creek from Mt. Hood Community College  
to Palmquist Street  
Trail through Johnson Creek flood plain

### JOHNSON CREEK

Trail on Portland Traction Co. right of way  
Trail loops to parks and creek in Johnson Creek Flood  
Plain

### WEST HILLS

Trail from Council Crest Park to Washington Park

### ST. JOHNS

Trail along streets from St. Johns bridge to Pier Park

### COLUMBIA SLOUGH

Trail from St. Johns landfill to Kelly Point Park  
Trail from Kelly Point Park along Marine Drive to  
33rd Avenue  
Trail from St. Johns landfill to 33rd Avenue along  
Columbia Slough Dike

Of all implementation needs identified several are immediate opportunities requiring investigation and action. These are:

Acquisition (or easement) of Portland Traction Co. Railroad R.O.W. paralleling Johnson Creek.

Acquisition or easement through the Scott property in the West Hills segment.

Request from the Port of Portland an easement and construction of the trail from the Peninsula Drainage Canal (Columbia Slough) near 33rd along Marine Drive to I-205.

Request from the Port of Portland an easement and construction of the trail from the St. Johns Landfill to Kelly Point Park.

Request easements from diking districts for the trail from the St. Johns Landfill to approximately 33rd Avenue.

Request easement from diking district for trail along Sandy River dike from Blue Lake to the I-84 bridge.

Complete trail in Beaver Creek Greenway.

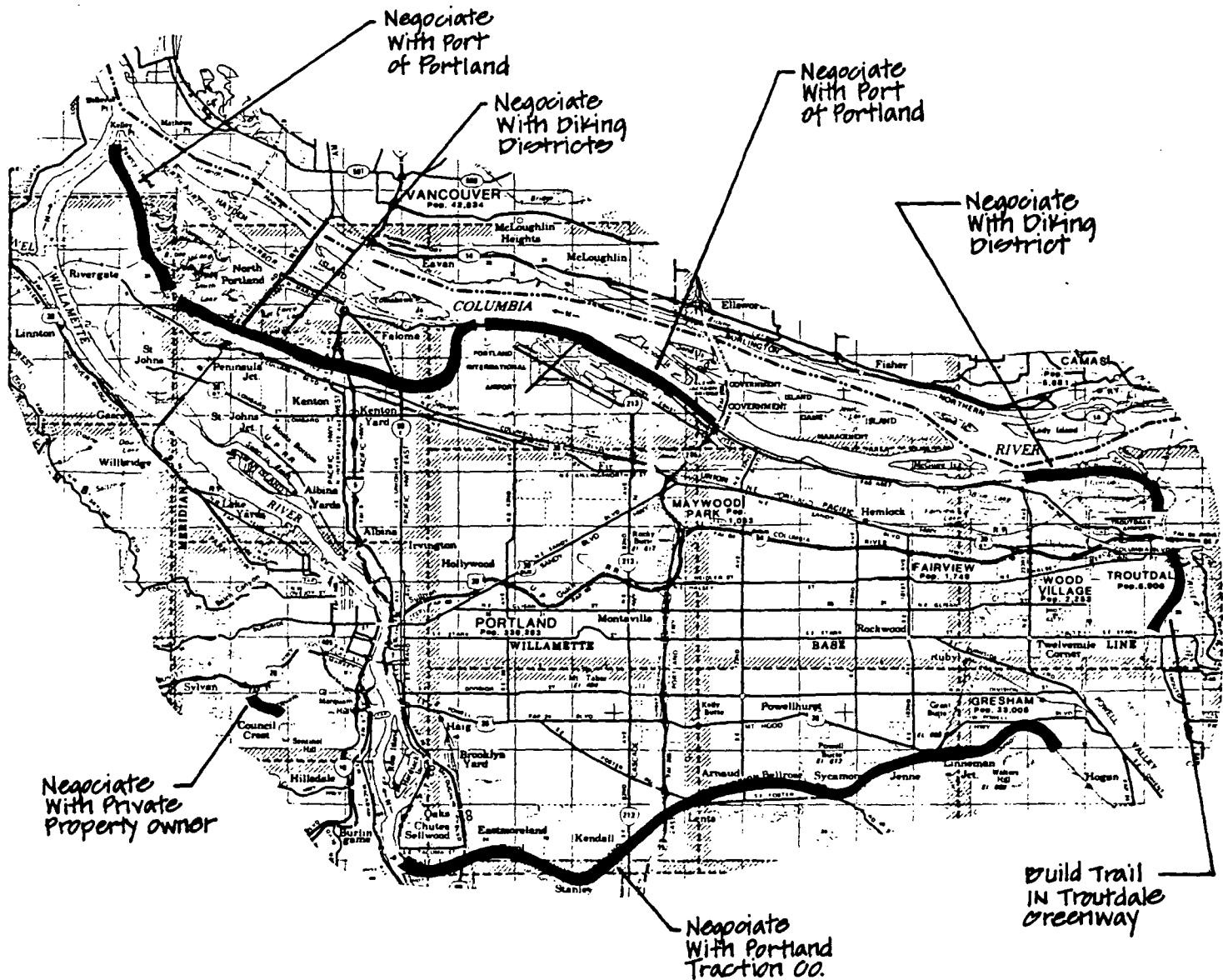
Construct trail through Mt. Hood Community College property.

Construct trail links in Gresham flood plain areas.

Construct trail from Sellwood Bridge to Sellwood Park and through Westmoreland Park.

Construct trail from Sellwood Bridge to Willamette Park.

Acquisition and construction of trail link from Forest Park (Wildwood Trail) to St. Johns Bridge.



## Trail Development Opportunities

# **ALTERNATE ROUTING**

## ALTERNATIVE ROUTING

A number of routing concepts were considered before the exact route for the 40 Mile Loop was selected. The basic concepts included one combined hiking and bicycle trail, paralleling hiking and bicycle trails or a combination of the two.

The combination concept is most appropriate because of the different circumstances that exist from section to section along the route. The trail is proposed as a combination hiking and bicycle trail except for the West Hills Section, a portion of the Troutdale and Gresham sections and a portion of the Johnson Creek Section. In those areas the desired hiking trail route is more steep than maximum grades recommended for bicycle trails. Consequently paralleling trail routes at respective appropriate grades have been selected.

Some adjustments to the trail route may be necessary as opportunities and implementation of the trail occurs. The only major alternative routing currently suggested in the master plan is in the Johnson Creek Section.

The proposed trail route follows the Portland Traction Co. railroad right-of-way that generally follows Johnson Creek. The grade and width of the right-of-way is ideal for construction of a combination hiking and bicycle trail.

The alternative to the Portland Traction Co. right-of-way is the Johnson Creek flood plain route along the creek banks. This alternative would require successful negotiation with hundreds of private property owners for purchase of easements or trail corridors. In many locations buildings exist at the very edge of the creek bank making passage extremely difficult. Other obstacles include numerous street and driveway bridges and the front yards and back yards of many residences.

Density of residential, commercial and industrial land use along Johnson Creek is highest in the Johnson Creek Boulevard area. The farther east toward Gresham the less dense the land use.

A continuous trail along the creek bank is possible but probably not very feasible. If the Portland Traction Co. right-of-way is not available and the creek bank route is chosen, the trail may be required to use sidewalks along streets in many areas with jogs to the creek and back in less dense areas.

Even if the Portland Traction Co. right-of-way is acquired, occasional loop trails to the creek and back may be appropriate. A loop to Leach Garden Park is an example.

# **TRAIL ROUTE DESCRIPTION**

## TRAIL ROUTE DESCRIPTION

Accurate measurement of the length of the 40 Mile Loop is difficult because of varying terrain and the dynamic nature of the route itself. As proposed it is definitely more than 40 miles and probably closer to 140 miles in length. Except for a short stretch, the loop is located entirely in Multnomah County and three cities within the County. They include the City of Portland, the City of Gresham and the City of Troutdale. Nearly one half of the loop is located within the City of Portland.

Inherently the loop doesn't begin at one point. However, description of the loop will arbitrarily begin with the Marine Drive Section and proceed clockwise.

### Marine Drive Section

This section begins on Port of Portland property located between the Peninsula Drainage Canal and 33rd Avenue. The trail enters the property atop the dike that is part of the Columbia Slough dike system. It leaves the dike and passes through the property eastward, generally paralleling Marine Drive. It crosses under 33rd Avenue through an under utilized overpass built for road improvements that were not fully developed.

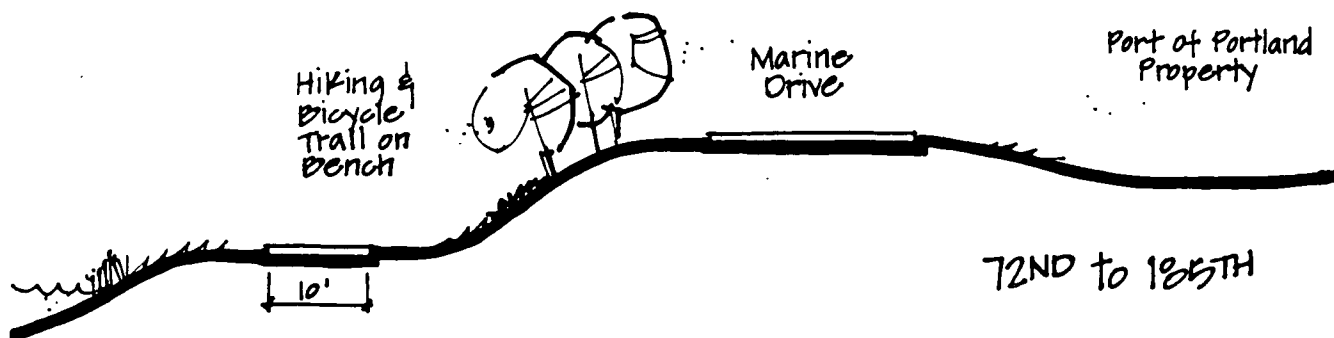
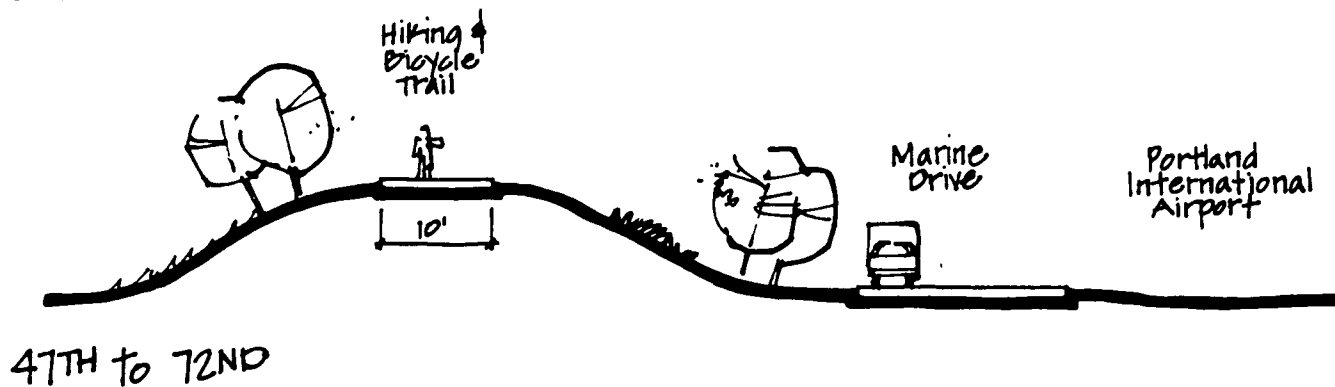
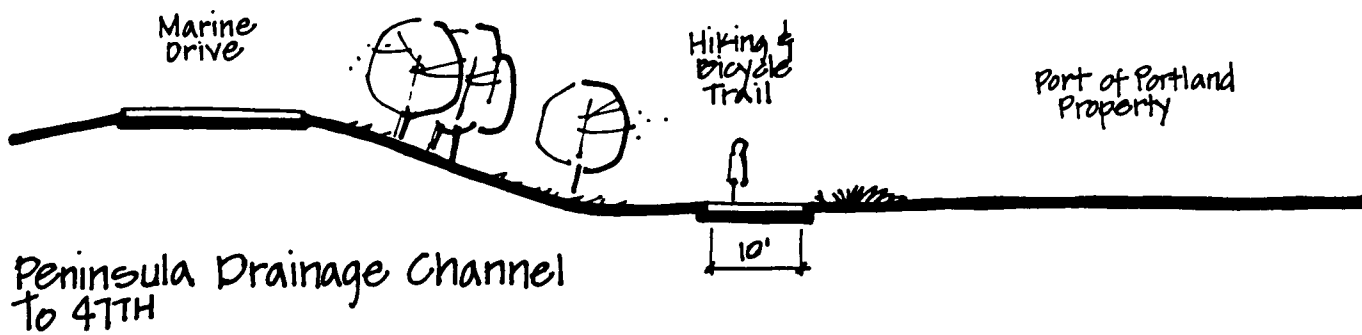
The Port property is proposed to accommodate a trailhead facility with parking off Marine Drive on the south between the canal and 33rd Avenue. The parking area could be located on the property away from the Columbia Edgewater Country Club to help alleviate congestion problems. Parking is needed because parking is scarce along Marine Drive, especially in the 42nd Street Boat Ramp area.

The trail will follow along the flat area paralleling Marine Drive on the south. It will continue east between Marine Drive and the Portland International Airport (P.I.A.) to 42nd Street, a point where Marine Drive comes down off the dike and runs between the dike and P.I.A.

The trail would then cross Marine Drive and itself run atop the dike east to approximately midway past P.I.A. At that point the trail will be forced off the dike onto a bench that exists between the Columbia River bank and Marine Drive. The trail will run along the bench to I-205.

From I-205 east to Blue Lake Park the trail will, as much as feasible, follow the bench that exists between the Columbia River and Marine Drive. At several points for short distances house boat moorages and river bank residences will force the





**Marine Drive**

trail onto the roadway shoulder of Marine Drive. Construction of this section of the trail will be completed this summer and fall in conjunction with a bicycle trail along Marine Drive. Multnomah County has hired a bicycle trail engineering consultant to determine best routing and construction details for this section.

The trail is proposed to cross Marine Drive near 185th Avenue and proceed to Blue Lake Park. It will parallel Marine Drive and connect with the existing bicycle trail near the park's entrance. From there the bicycle trail exists along Marine Drive from Blue Lake to I-84.

### Troutdale Section

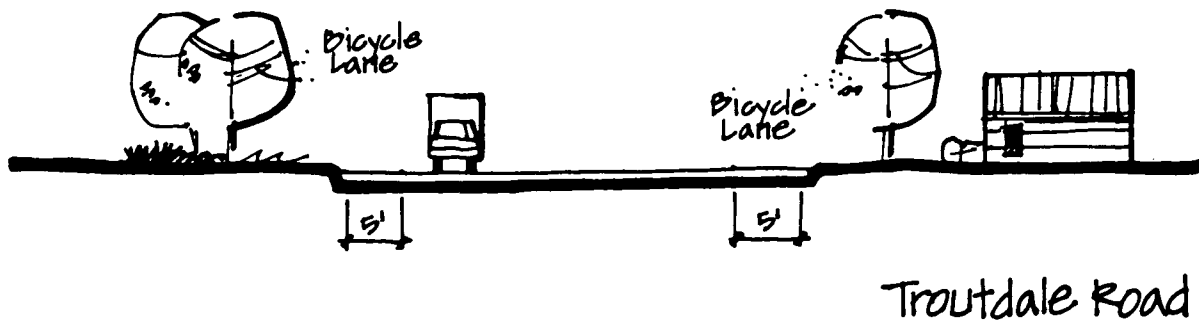
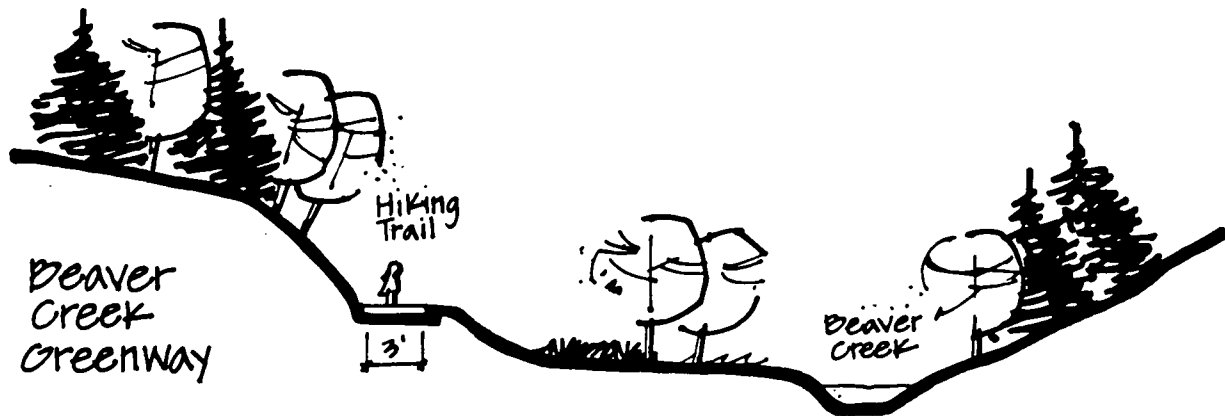
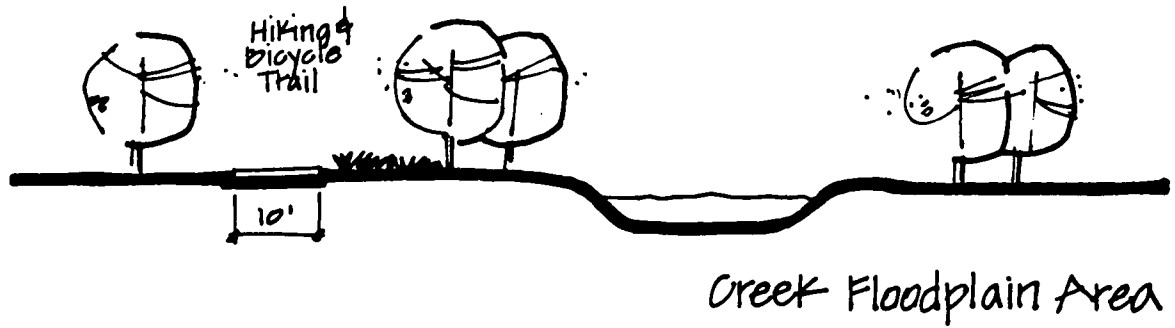
The loop route leaves the existing trail at 223rd to follow atop the Sandy Dike (Graham Dike) that runs between the Sandy River and the Reynolds Aluminum Plant. After the dike curves around between the Sandy River and the Troutdale Airport the trail leaves the dike to follow Harlow Street which leads to the I-84 Freeway crossing of the Sandy River. The trail passes under the freeway bridges into City of Troutdale park property and floodway areas.

From this point the trail parallels the Sandy River near small creeks and drainageways til reaching Troutdale Community Park and Beaver Creek. The hiking trail follows Beaver Creek to Mt. Hood Community College and beyond to a point where it can swing west and intercept Palmquist Street.

The bicycle trail follows a different route from downtown Troutdale because of the conditions and steepness of grades along Beaver Creek. The bicycle route leaves the Sandy River after the main trail crosses under the I-84 bridges, runs through downtown Troutdale, follows Sandy Street south to Troutdale Road and Troutdale Road to Stark Street. It turns west and follows Stark Street to 257th and turns south. A portion of the trail is constructed along the frontage of Mt. Hood Community College.

The bicycle trail continues south along 257th which turns into Kane Road. The trail follows Kane Road south to Palmquist where the hiking trail and bicycle trail become one again.

Near Troutdale City Park the trail connects with the Lower Elevation Columbia Gorge Trail. The gorge trail comes down the Columbia Gorge from the east to Lewis and Clark State Park and across the Sandy River on the Troutdale Bridge. It connects with the loop in Troutdale Community Park. The proposed Sandy



**Troutdale**

River Gorge Trail would also meet the loop trail near this point.

#### Gresham Section

The loop trail follows Palmquist and then Roberts along the roadway shoulders into downtown Gresham and Gresham Main Park. From there the trail follows the Portland Traction Co. right-of-way roughly paralleling Johnson Creek to Sellwood Park on the Willamette River.

An alternative route follows the Johnson Creek flood plain. The flood plain is designated unbuildable in the City and potentially could accommodate the trail even though development would require numerous successful negotiations with private property owners. The City may reserve trail development rights as future development along Johnson Creek occurs.

#### Johnson Creek Section

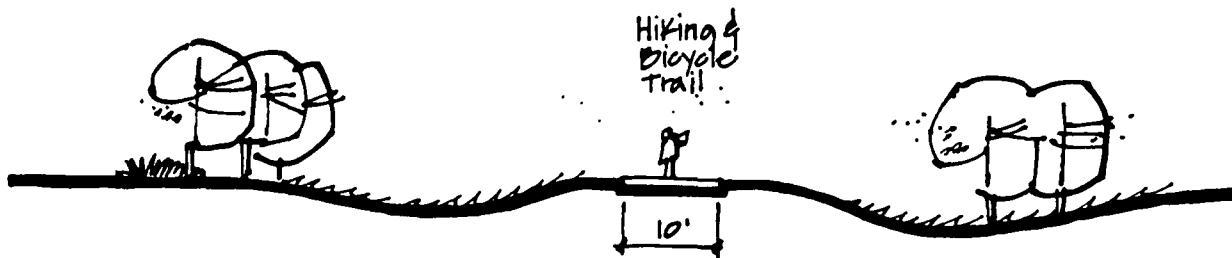
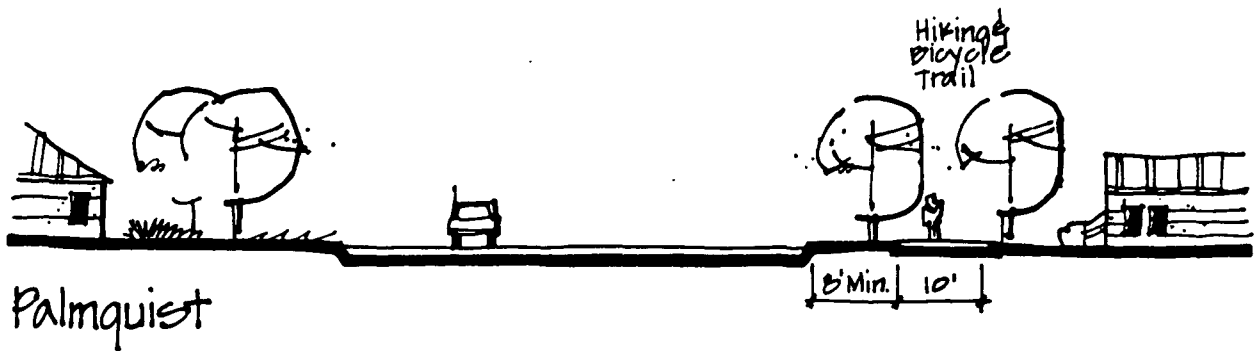
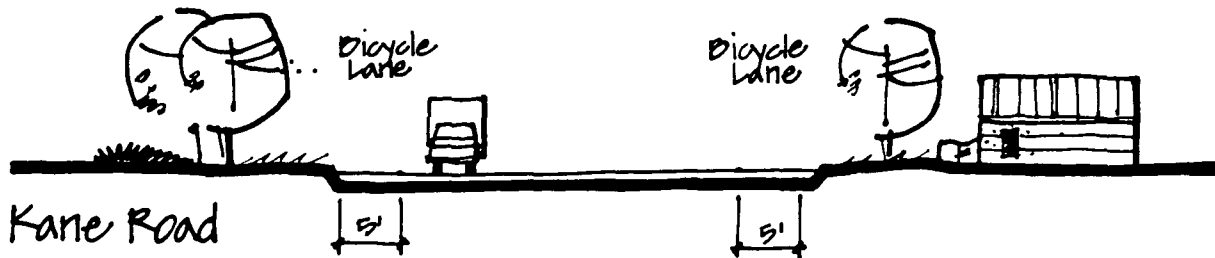
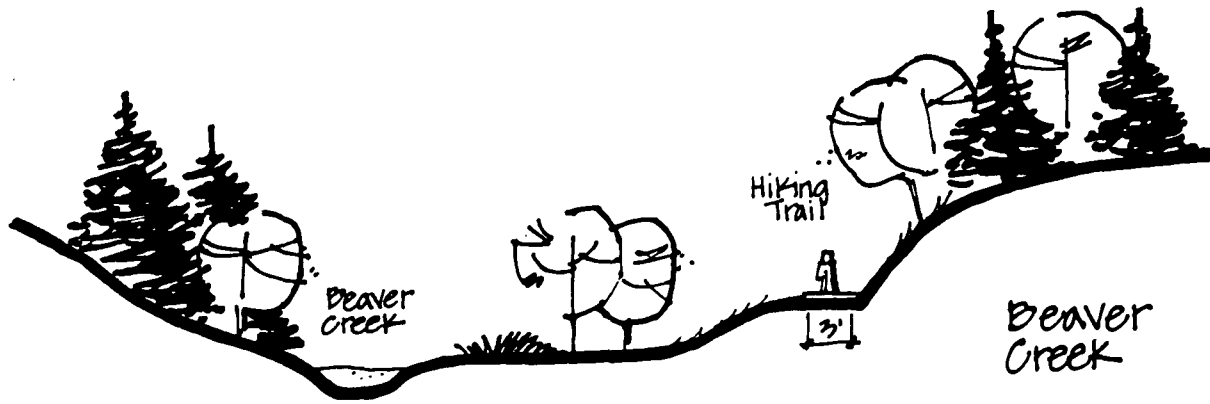
The trail through the Johnson Creek Section follows the Portland Traction Co. right-of-way as previously indicated. The trail would pass adjacent to Powell Butte.

Powell Butte is owned by the City of Portland and is under the jurisdiction of the City Water Bureau. It may be transferred to the Park Bureau under current proposals.

The property is unique in its size and other physical characteristics. It has immense park value and could become the southeast focal point of the 40 Mile Loop. It should serve as a major trailhead and attraction on the entire loop route.

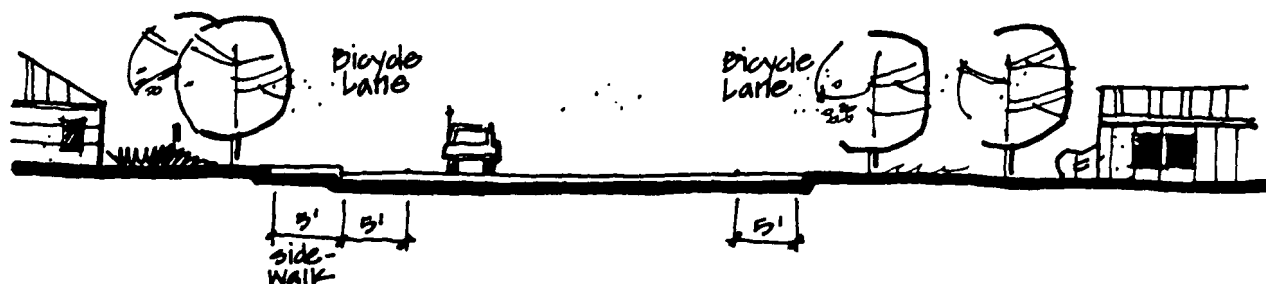
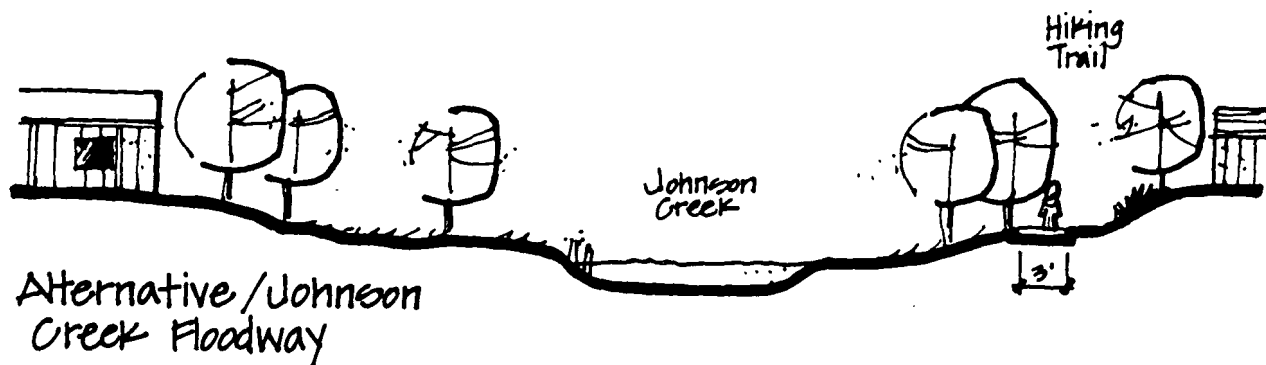
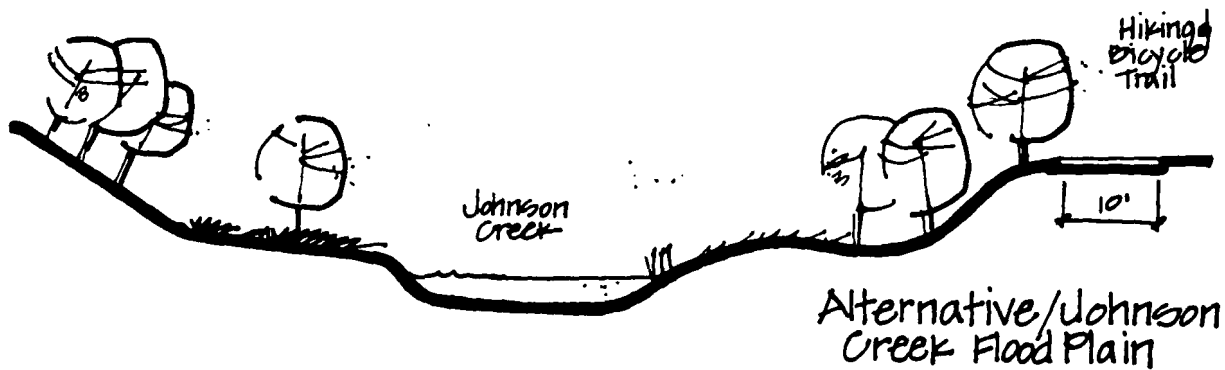
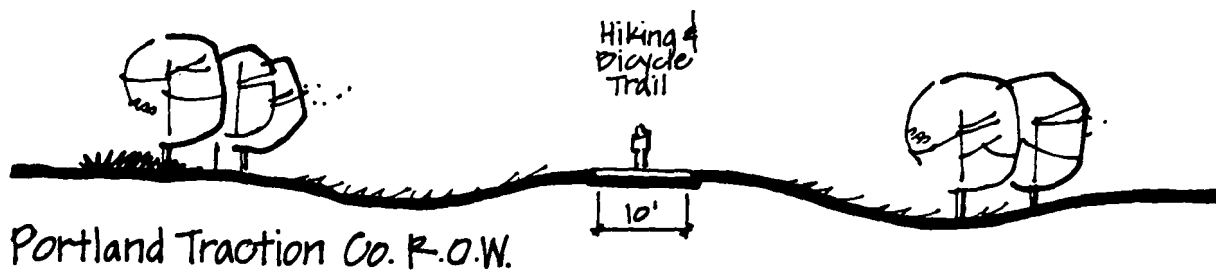
As the proposed Portland Traction Co. trail route nears the Westmoreland area the trail would leave the Portland Traction Co. right-of-way at Johnson Park and run north along Crystal Springs Creek (along the creek bank and on sidewalks) to Westmoreland Park. It would run through Westmoreland Park, turn west and follow the walkway along Bybee Street to S.E. 13th and then onto Sellwood Street and into Sellwood Park.

The trail would run down the hill toward the Willamette River into a new addition to Sellwood Park. It would turn south along the river in the park and then leave the park and follow sidewalks to the stairs at the east end of the Sellwood Bridge.



Portland Traction Co. R.O.W.

**Gresham**



Alternative/Johnson Creek  
Area streets

Johnson Creek

The trail would climb the stairs and cross the Sellwood Bridge.

The bicycle element of the trail would continue on the Portland Traction Co. right-of-way past Johnson Park and run directly to Sellwood Park. It would follow City streets to approach and cross the Sellwood Bridge from the park.

The hiking trail leaves the railroad right-of-way and swings north as described to take advantage of passing several important natural features and Reed College. The college and Crystal Springs Lake can be reached by roadside walkways from Westmoreland Park. The trail also follows the rim above Oaks Pioneer Park which affords views of the City of Portland to the north and Oaks Bottom.

#### West Hills Section

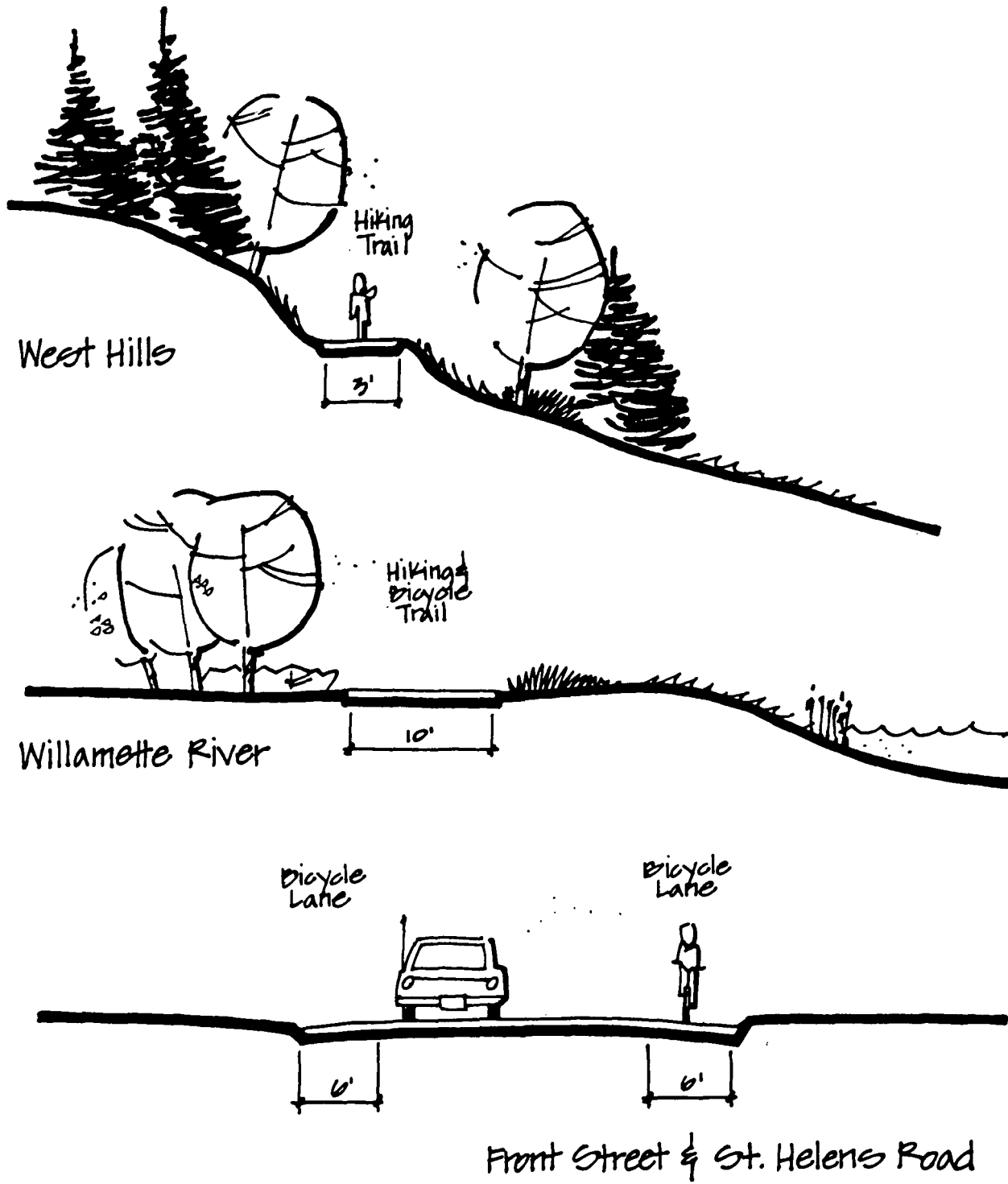
After crossing the Sellwood bridge on an existing walkway, the trail turns north. Recent roadway improvements included pedestrian walkways in the island off the west end of the bridge. The new walkway allows the trail to come off the bridge and run north along Macadam Avenue bypassing Staff Jennings before entering Willamette Moorage Park.

The trail passes through the park and then along S.W. Miles Place to Willamette Park. It follows the existing riverfront trail in Willamette Park to Nebraska Street. It then follows walkways from Nebraska to Macadam Avenue, Macadam Avenue north to Carolina, and Carolina west to Viewpoint Terrace.

From this point the trail will pass through the City of Portland Carolina Pump Station property and onto Baldock Freeway (I-5) property. It will then turn north until it reaches the Himes Park trail. Though needing some realignment and rehabilitation, a trail already exists along much of the way between the pump station and the Himes Park Trail.

After reaching the Himes Park Trail, the Route follows an existing trail up the ravine under I-5 and S.W. Barber Boulevard until it reaches the Terwilliger trail.

From this point the trail will follow the Terwilliger trail north until it is across the street from University of Oregon Health Sciences Center (U.O.H.S.C.) property. It crosses Terwilliger and enters the U.O.H.S.C. property called the Rhododendron Park.



**West Hills**



The trail route angles northwest along an old logging road, passes through Portland School District No. 1 property and follows unimproved street rights-of-way to Marquam Hill Road across from the City of Portland Water Bureau property. The route crosses the street, enters the property and runs north parallel to the street until reaching Marquam Nature Park.

The trail exists through Marquam Nature Park to Fairmont Boulevard and then through Council Crest Park to the corner of Fairmont and Humphrey. The route then follows Humphrey to Patton Road. Negotiations are underway with Mr. Scott for access through his property to Washington Park.

Once in Washington Park (the portion of the park south of Sunset Highway) the trail route runs west until it can cross over Sunset Highway at the Zoo-OMSI exit. The trail will utilize an existing walkway on the overpass.

Once over Sunset Highway the trail will pass west of OMSI and the Western Forestry Center and connect with the existing Wildwood Trail. The trail route follows the Wildwood Trail through Washington Park, Macleary Park and Forest Park to an area near the St. Johns Bridge.

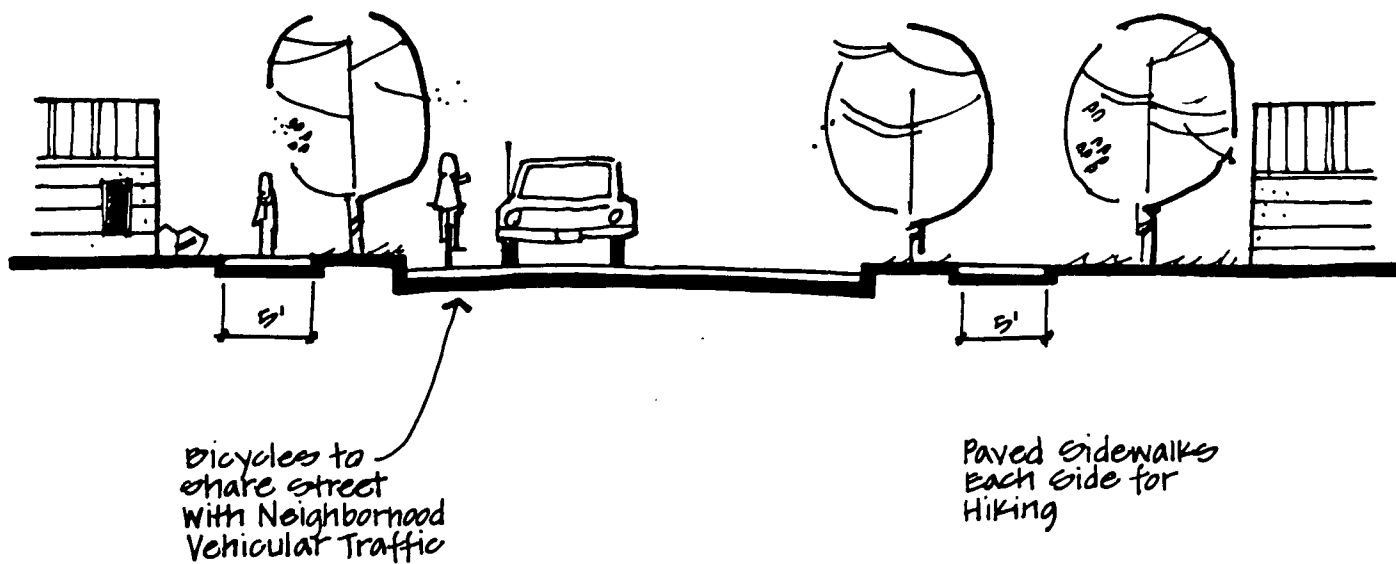
There the trail will leave the Wildwood Trail and traverse down hill to intersect the approach road to the St. Johns Bridge. It will cross the bridge and double back under to Cathedral Park.

#### St. Johns Section

From Cathedral Park the trail will follow streets to Pier Park. It will leave Cathedral Park on N. Decatur, jog northeast to N. Catlin, turn back northwest on N. Edison and then turn northeast on N. Reno through Sitton School to Pier Park.

#### Columbia Slough Section

The trail will run through Pier Park and adjacent Chimney Park, cross N. Columbia Boulevard and enter the city landfill which will eventually become a City of Portland park. The trail will cross the Columbia Slough over the existing landfill service bridge and go both directions along the Columbia Slough to form



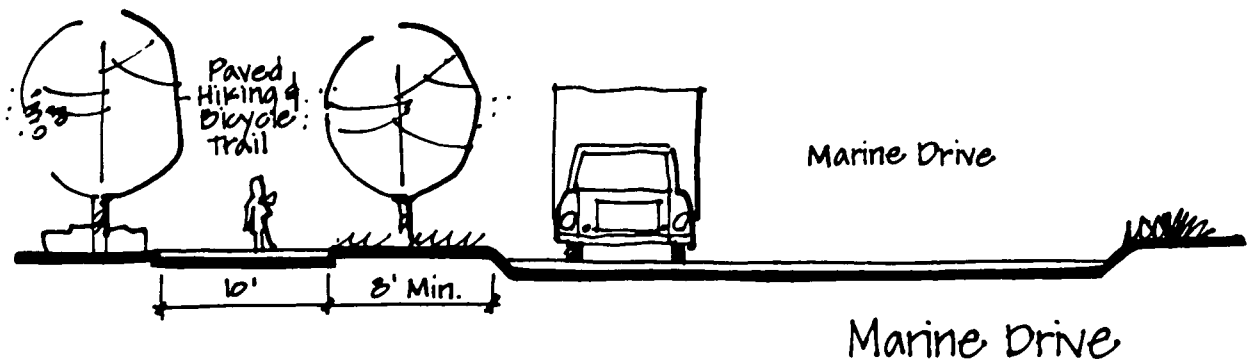
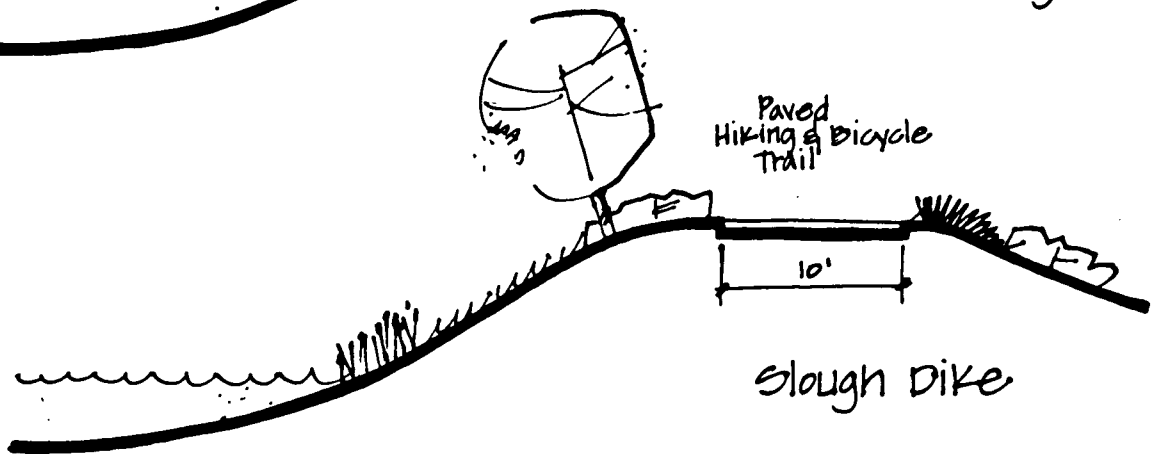
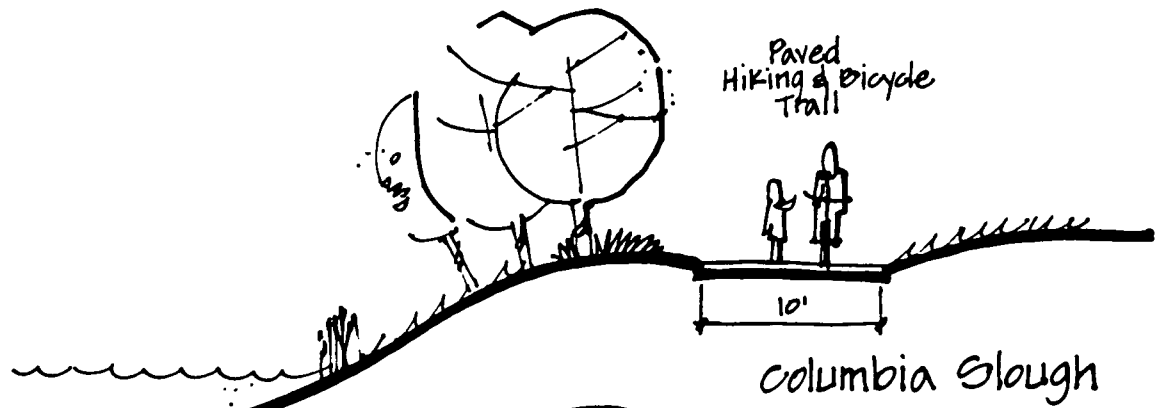
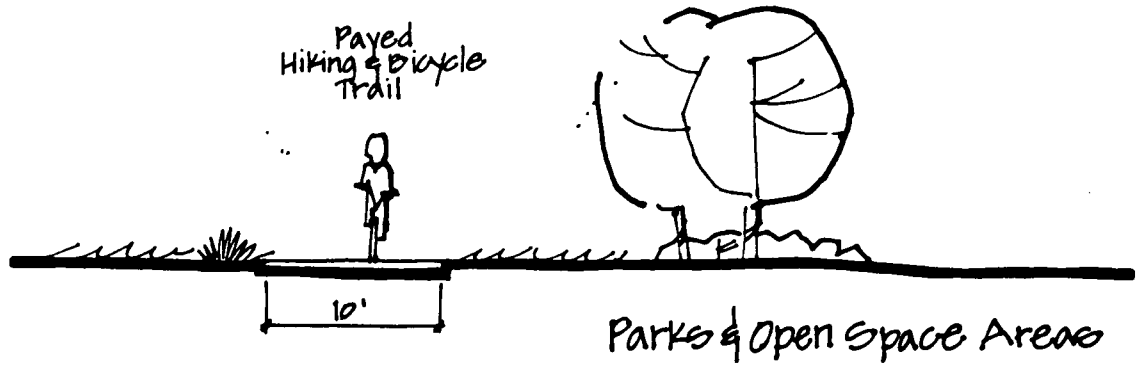
**St. Johns**

a "mini" loop. The main trail connects to this "mini" loop again near 33rd and Marine Drive.

Running clockwise from the landfill the trail follows the edge of the Columbia Slough through City of Portland Property (landfill) to the inlet to Smith and Bybee Lakes. A bridge will be required to cross the inlet. The trail will continue along the Columbia Slough on Port of Portland Property to Kelly Point Park. From Kelly Point Park the trail will follow the road shoulder along N. Marine Drive to the railroad bridge over the Columbia Slough. The trail will then run on top of the Columbia Slough Dike to near the Multnomah County Exposition Center before returning to the road shoulder of Marine Drive. It will then follow Marine Drive East to near 33rd Avenue.

Counter clockwise from the landfill the trail will follow the Columbia Slough dike past Smith Lake and West Delta Park. It continues on top of the dike and crosses the slough over an existing land bridge before reaching the Columbia Edgewater Country Club. The trail follows north atop the dike of the Peninsula Drainage Canal until entering Port of Portland property and meeting the Marine Drive section of the trail.

This completes the "mini" loop. It is also the point of beginning of the trail route description.



**Columbia Slough**

## Major Trailheads and Access Points Proposed

In conjunction with the trail route description, the following trailheads and access points are proposed:

I-205 and Marine Drive (Negotiate for 30 car parking area on Port of Portland property.)

Blue Lake Park

Troutdale Community Park

Mt. Hood Community College

Gresham Main Park

Powell Butte (Park) (Minimum 30 car parking area)

Leach Garden Park

I-205 and Portland Traction Co. R.O.W. (Acquire parking area adjacent to trail.)

Westmoreland Park

Sellwood Park

Willamette Park

Marquam Nature Park

Council Crest Park

Washington Park

Macleary Park

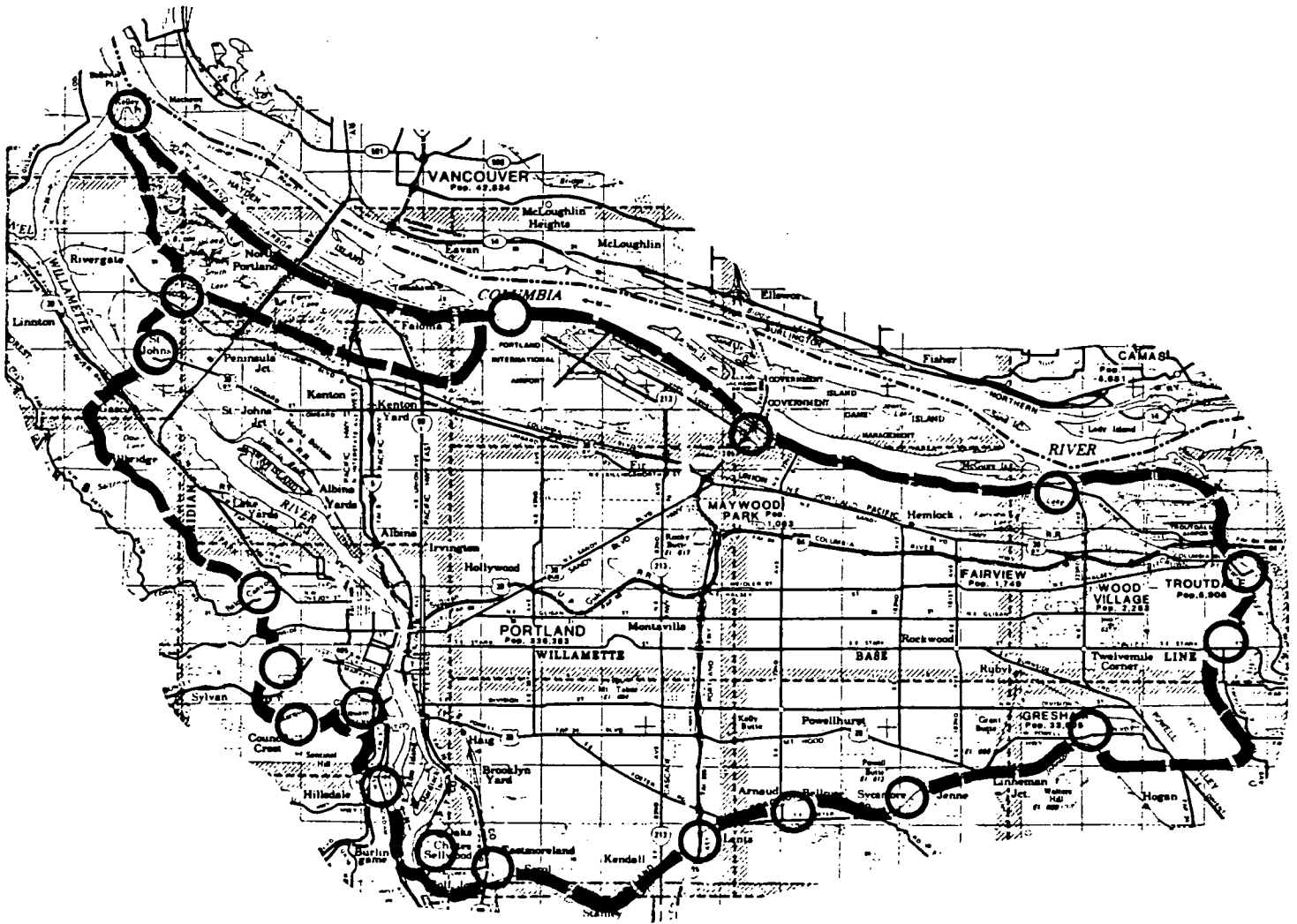
Cathedral Park

Pier Park

Kelly Point Park

Delta Park

33rd and Marine Drive (Negotiate for 30 car parking area near Peninsula Drainage Canal - Columbia Slough - on Port of Portland property).



## Major Trail Heads

# **TRAIL STANDARDS**

## TRAIL STANDARDS

Trail standards are basic guidelines used for construction purposes. Following are generalized standards for the 40 Mile Loop. The standards may not fit all situations found on the loop because conditions and design considerations are quite varied and will continue to change to respond to opportunities.

The standards include:

- Detailed Trail Standards for Hiking Trails.
- Detailed Trail Standards for Combination Hiking and Bicycle Trails and Bicycle Trails.

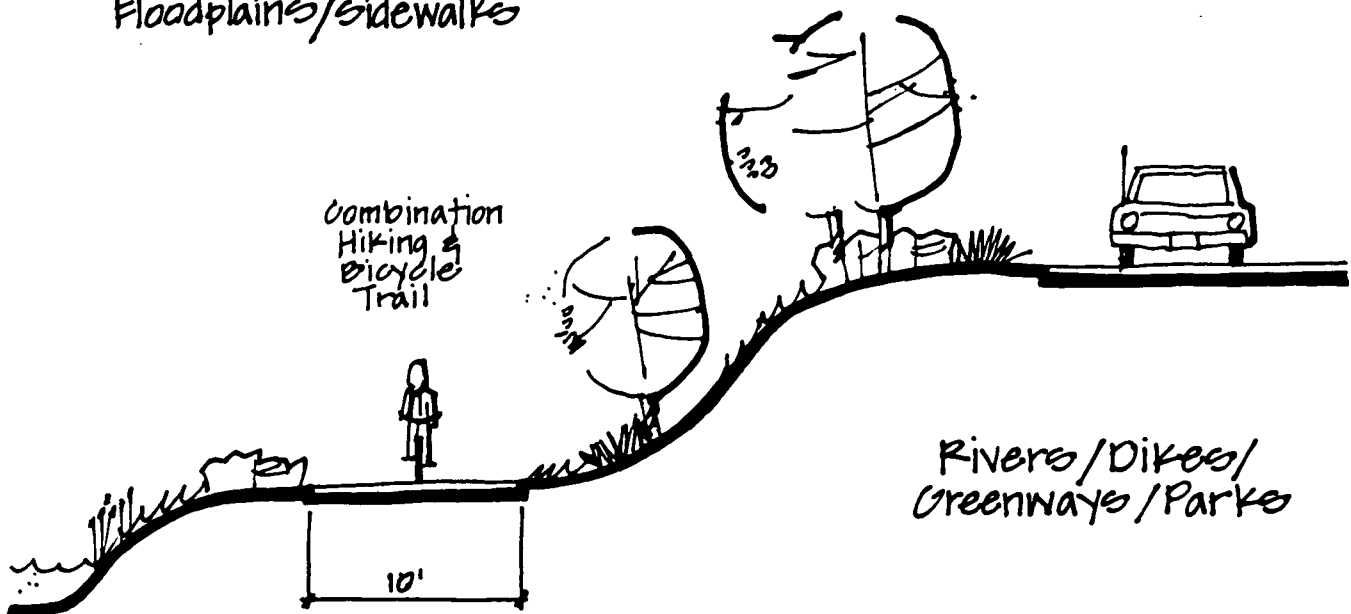
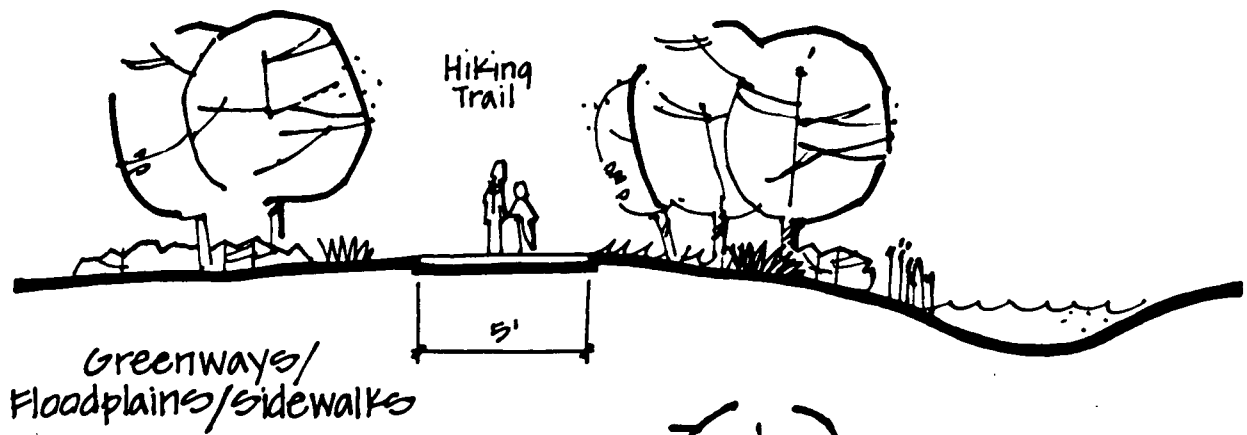
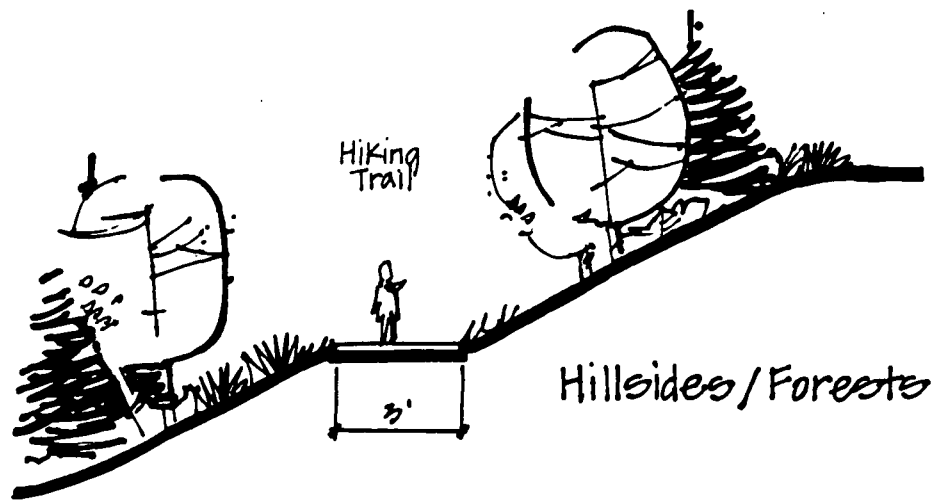
## Trail Standards By Segment

The following Standards Summary highlights width and location by segment.



## Trail Standards Segment Summary

	Width	Type	Location
Marine Drive	10' paved	Hiking/Bicycle	Dike & Bench & Roadshoulder
Troutdale	10' paved 3' gravel/bark 5' min. paved	Hiking/Bicycle Hiking Bicycle	Graham Dike Beaver Creek Vehicular traffic lanes
Gresham	3' gravel/bark 10' min. paved 10' paved	Hiking Hiking/Bicycle Hiking/Bicycle	Beaver Creek Separated trail in street right-of-way P.T.Co. right-of-way or Johnson Creek flood plain
Johnson Creek	10' paved	Hiking/Bicycle	P.T.Co. right-of-way and parks
West Hills	10' paved 3' gravel/bark 5' min. paved	Hiking/Bicycle Hiking Bicycle	Willamette Riverfront West Hills & Forest Park Widened each side of Front Ave. & St. Helens Road
St. Johns	5' paved, existing street	Hiking/Bicycle	Sidewalk each side of street, bicycles share lanes with neighborhood vehicular traffic
Columbia Slough	10' paved	Hiking/Bicycle	Parks, dikes, open space areas, Marine Drive shoulders



## Minimum Trail Widths

## Hiking Trail Standards

The trail grade for hiking trails should not exceed 10% and should be, for the most part, 8% or less. Occasionally short stretches of trail may exceed 10% (maximum of 20%) if the steeper grade does not impair safety, maintenance and attractive trail aesthetics. This percentage of trail grade is recommended for a wide variety of user groups. Other recommended trail grades include 4-5% (maximum 10% at specific sites) for bikes and elderly and 1-4% (maximum 6% at specific sites) for handicapped.

The recommended trail tread is 3 feet, centered in a clearing of 6 feet. An additional 15-foot maintenance area for drainage and screening on each side of the trail shall also be included. Recommended total minimum right-of-way for trail construction is 36 feet.

Use of natural drainageways or water courses for the trail surface shall be discouraged due to safety, limited or no use during winter months, and higher construction and maintenance costs. In situations where the trail runs along a drainageway or water course, the trail shall be constructed at least 10 feet vertically and 10 feet horizontally above the ordinary high water runoff level.

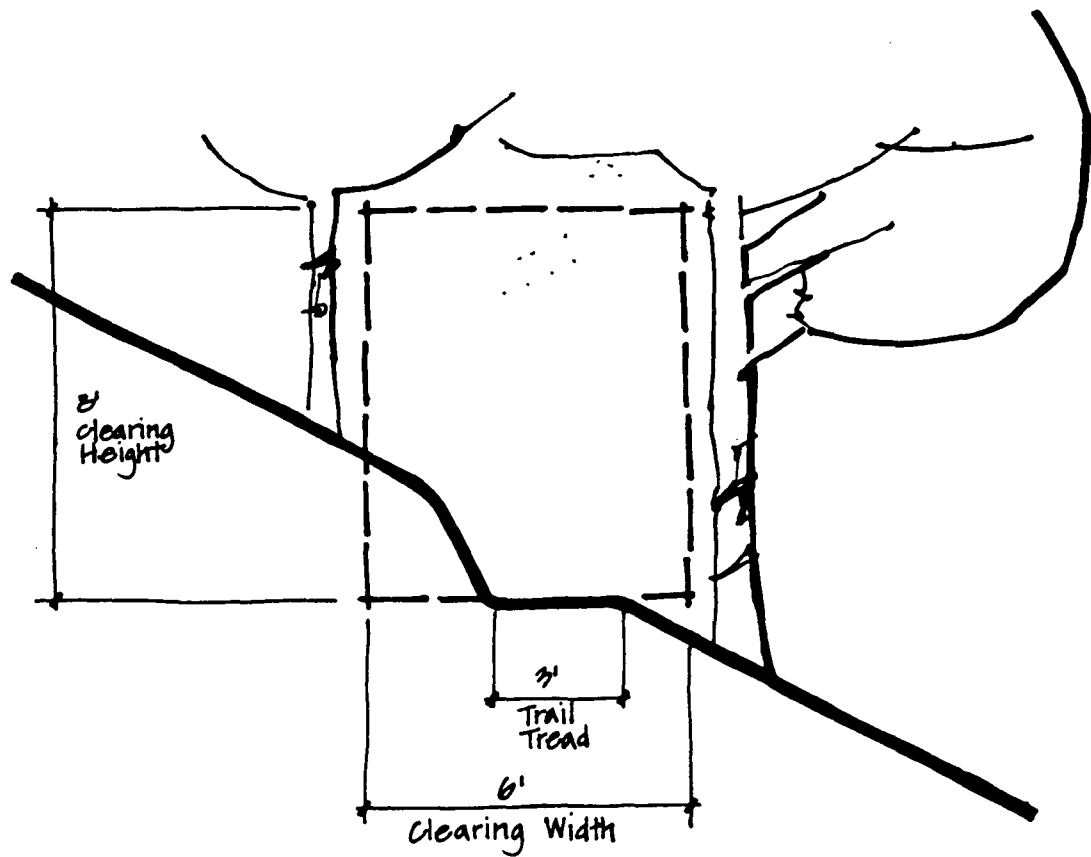
Where it is necessary for the trail to cross existing improved city streets, the angle of the crossing shall be roughly perpendicular to the street for trail user safety. Some clearing of existing vegetation may be required at trail and street intersections in order to improve sight distances from the trail onto the street. The amount of unobstructed vision between approaching vehicles and trail-street intersections shall not be less than the required braking distance at the assigned speed limit. In order to provide a visual entry into a trail corridor at street intersections, the trail corridor should be widened to a minimum of 100 feet at street intersections.

Steps or ramps shall be used if necessary at street access points along the length of the trail where street cut or fill exceeds the recommended trail grades.

Adequate drainage systems shall be provided along the length of the trail for erosion control and user safety.

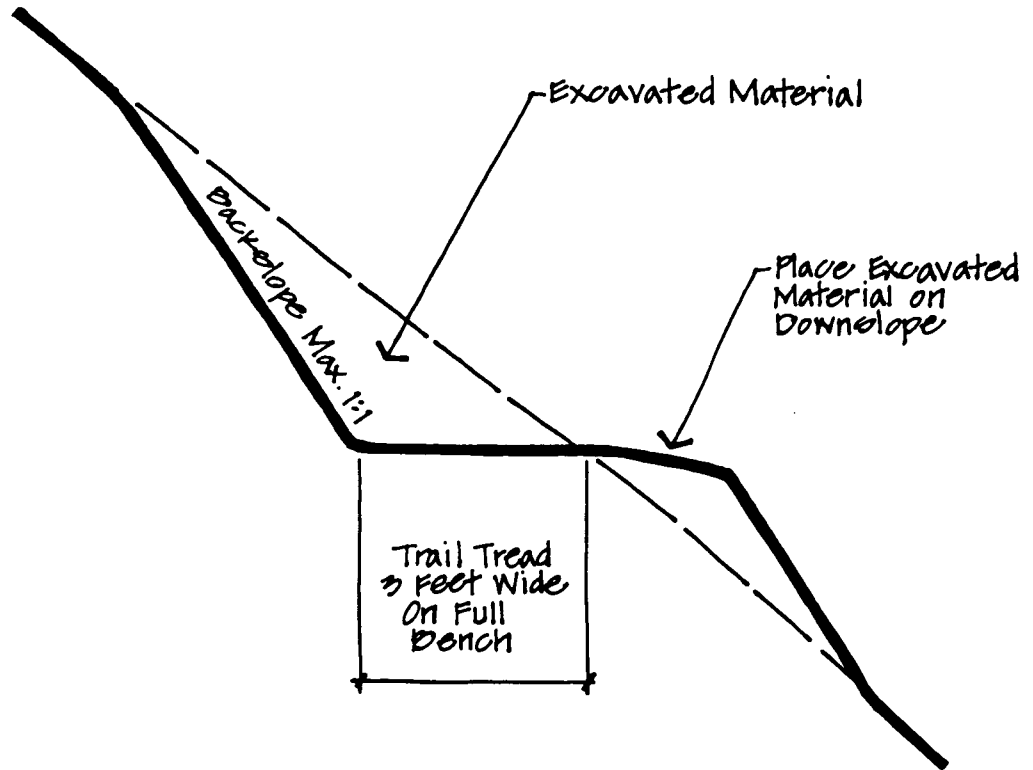
Wherever possible, switchbacks should be avoided. Switchback sections of less than 500 feet are undesirable. Longer

switchback sections are needed to keep trail users from "cutting across". The preferred method of trail routing should result in developing the trail along the natural contour of the land.

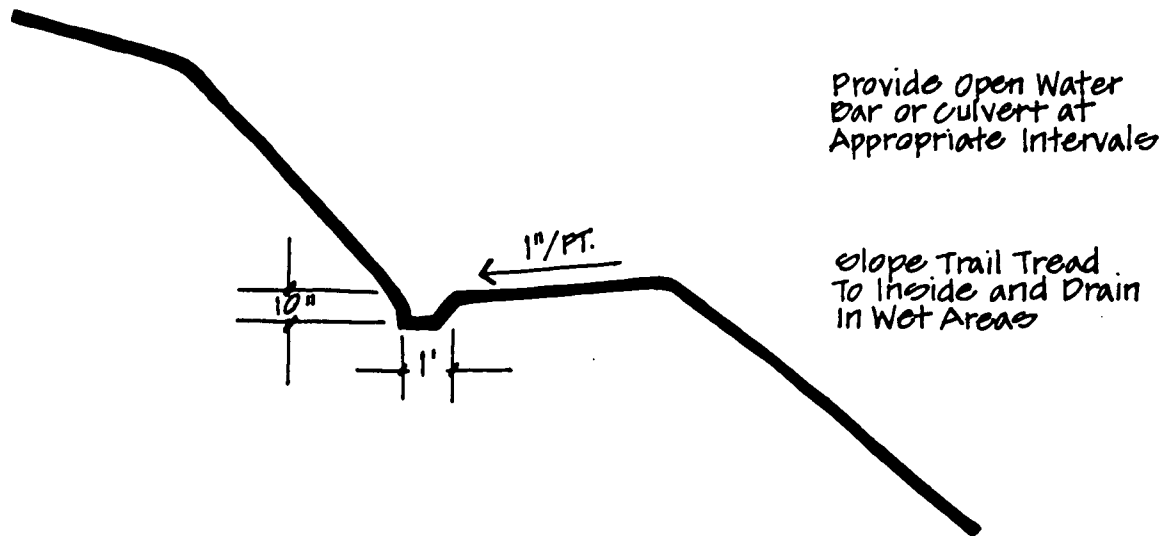


Trim Branches Flush With Tree Trunks  
Cut stumps Flush With Ground Level

## Hiking Trail Standards/ Wooded and Hillside Areas



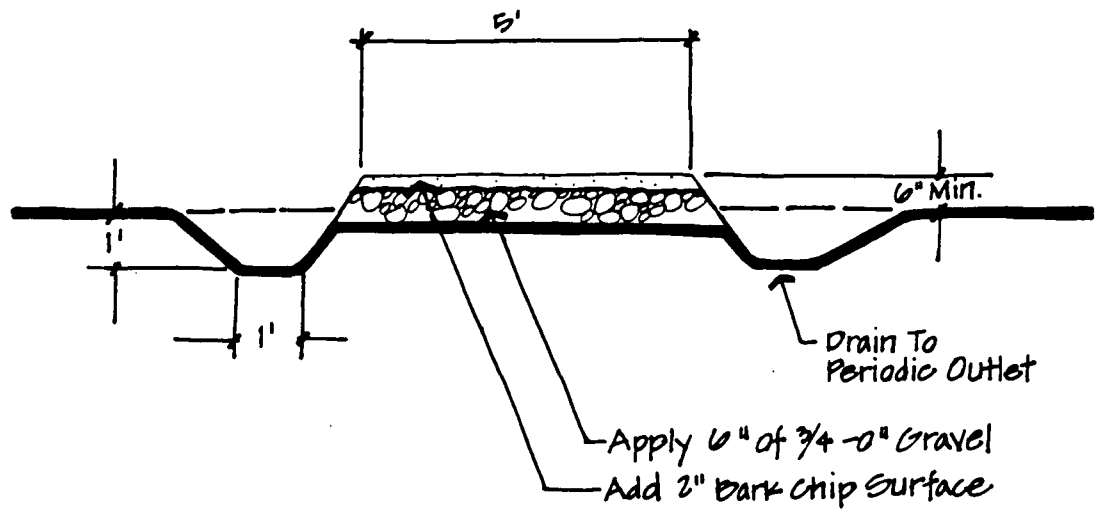
## Hiking Trail Standards/ Hillside Areas



Note: Provide Culvert as Appropriate.  
Min. culvert size - 8" Dia. with Min.  
Culvert cover - 6".

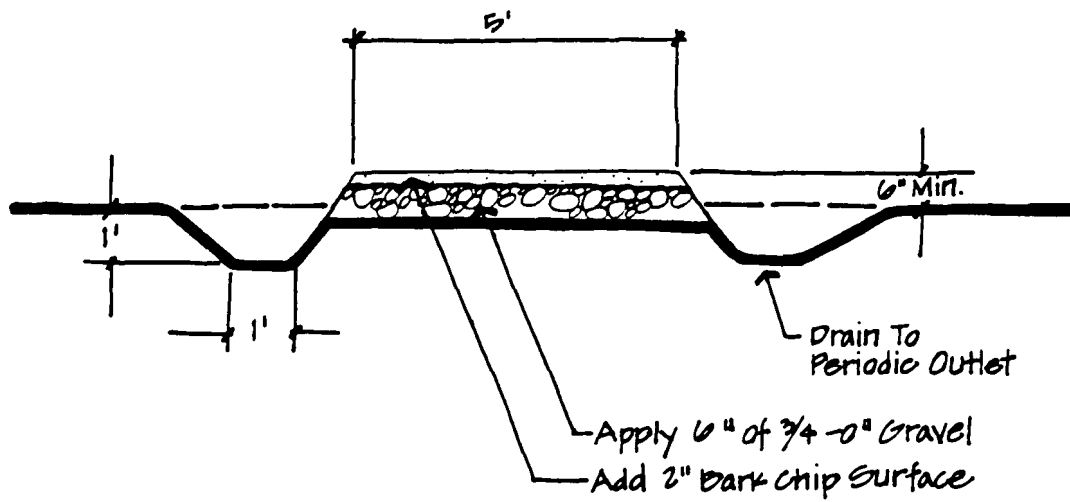
Culverts Used should Not Extend  
More Than Six Inches From Cover  
at Inlet and Outlet.

## Hiking Trail Standards/ Drainage - Wet Hillside Areas



**Trail Standards/  
Flat Wet Areas**



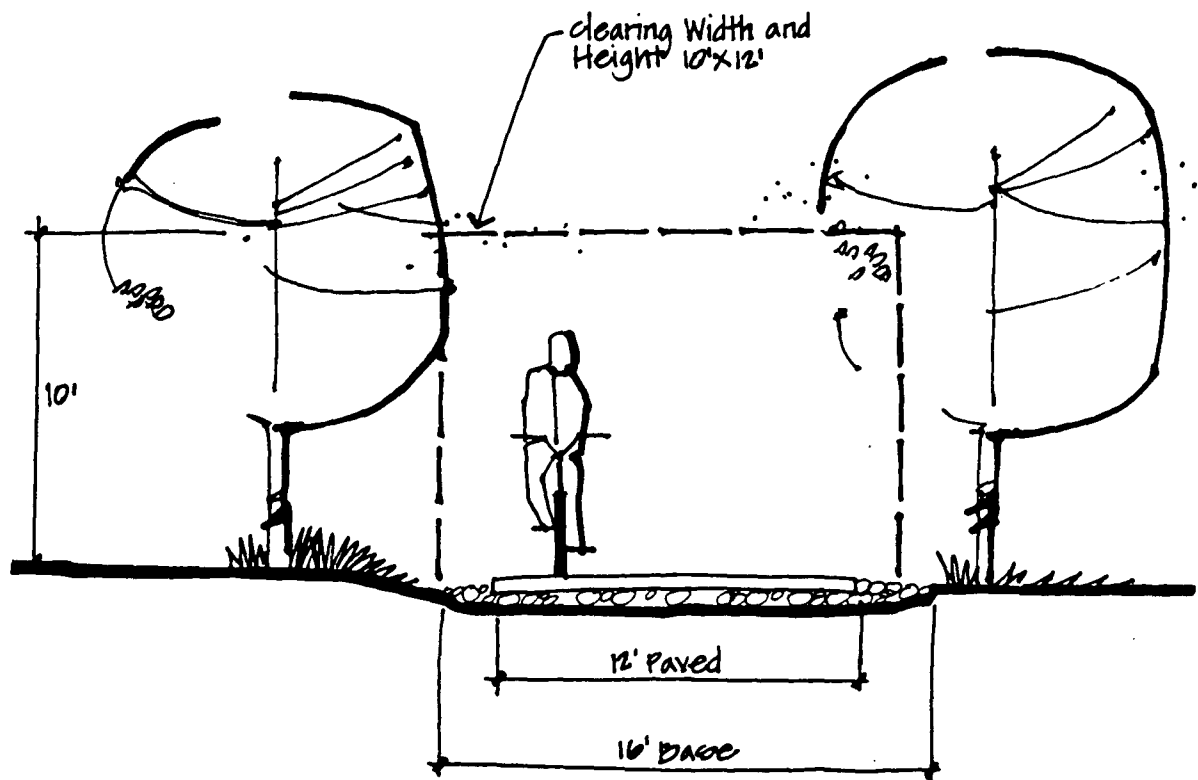


## Trail Standards/ Flat Wet Areas

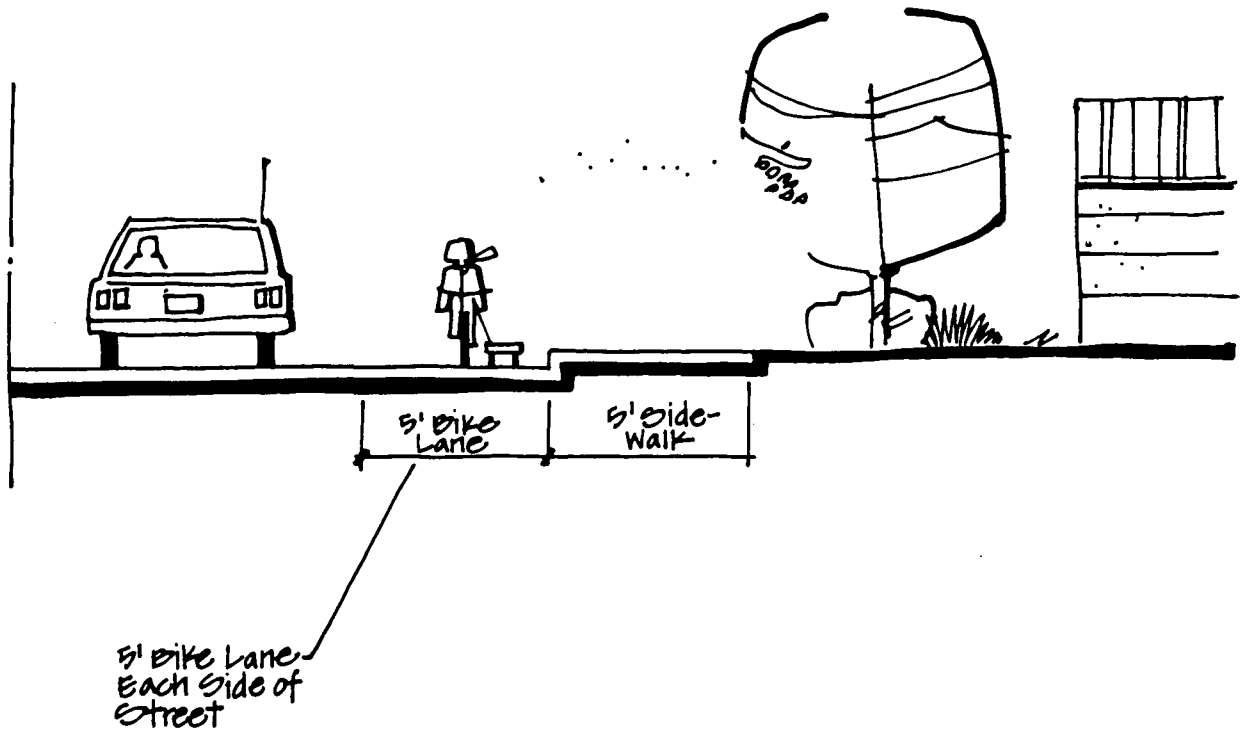
## Combination Hiking and Bicycle Trail and Bicycle Trail Standards

Use general standards provided in "Guide for Development of New Bicycle Facilities, 1981," published by the American Association of State Highway and Transportation Officials, 444 North Capital Street, N.W. Suite 225, Washington D.C. 20001.

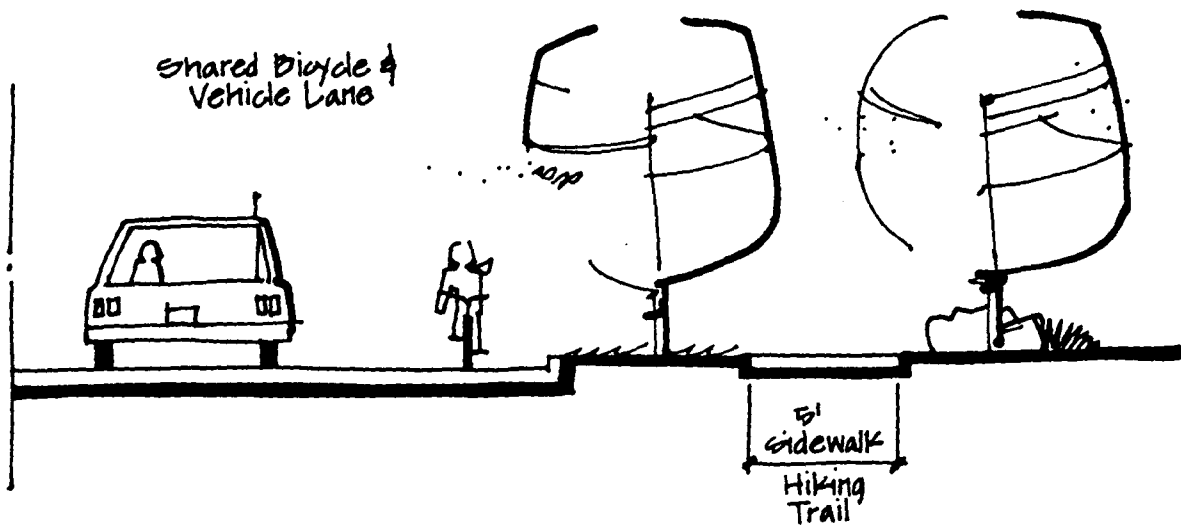
Much of the trail route will accommodate both recreational hiking and bicycle use. The following additional graphic standards are presented for general design and construction use.



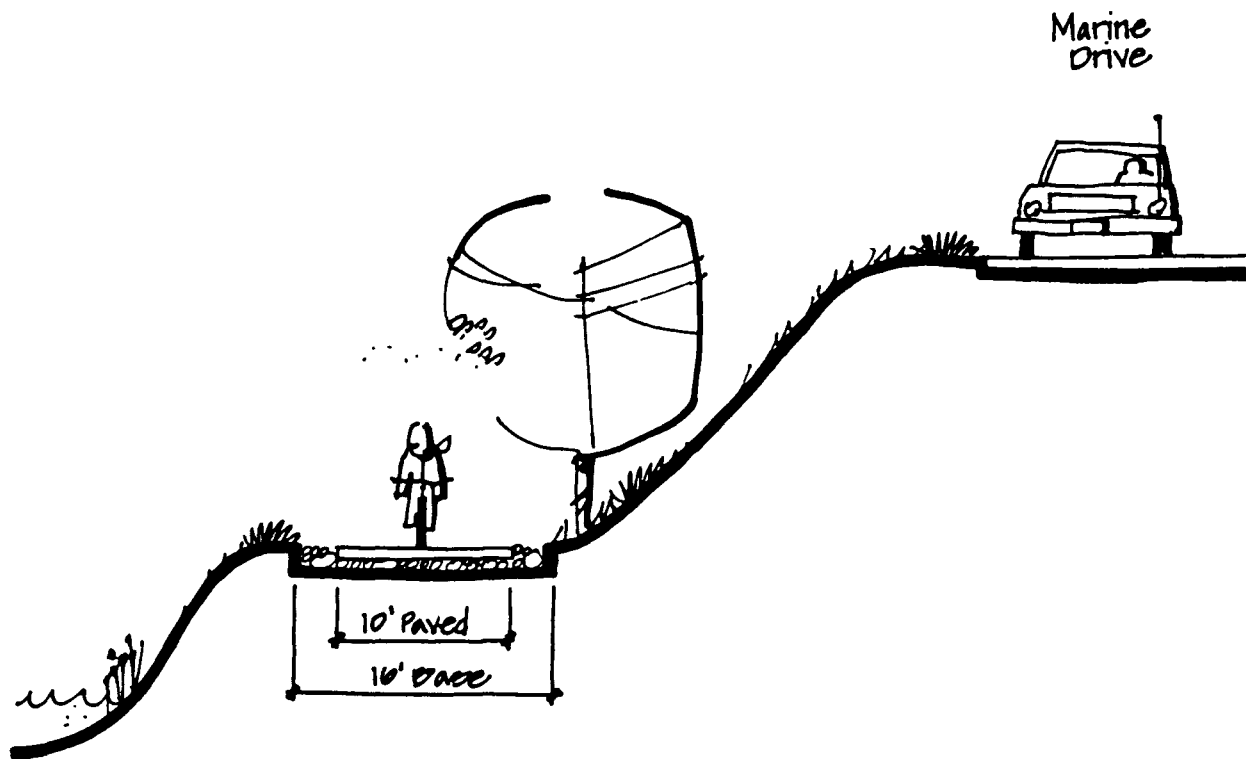
**Separated Bicycle Trail**



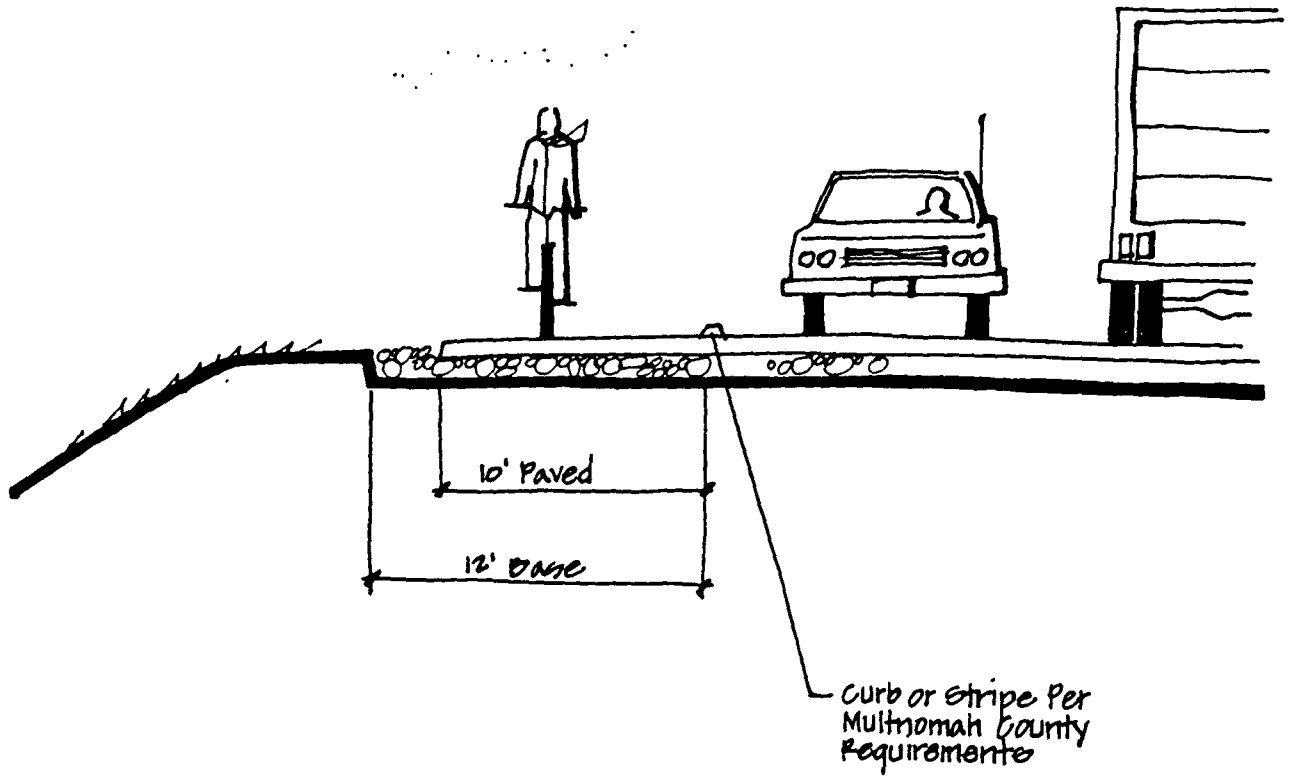
## Bicycle Lane and Sidewalk



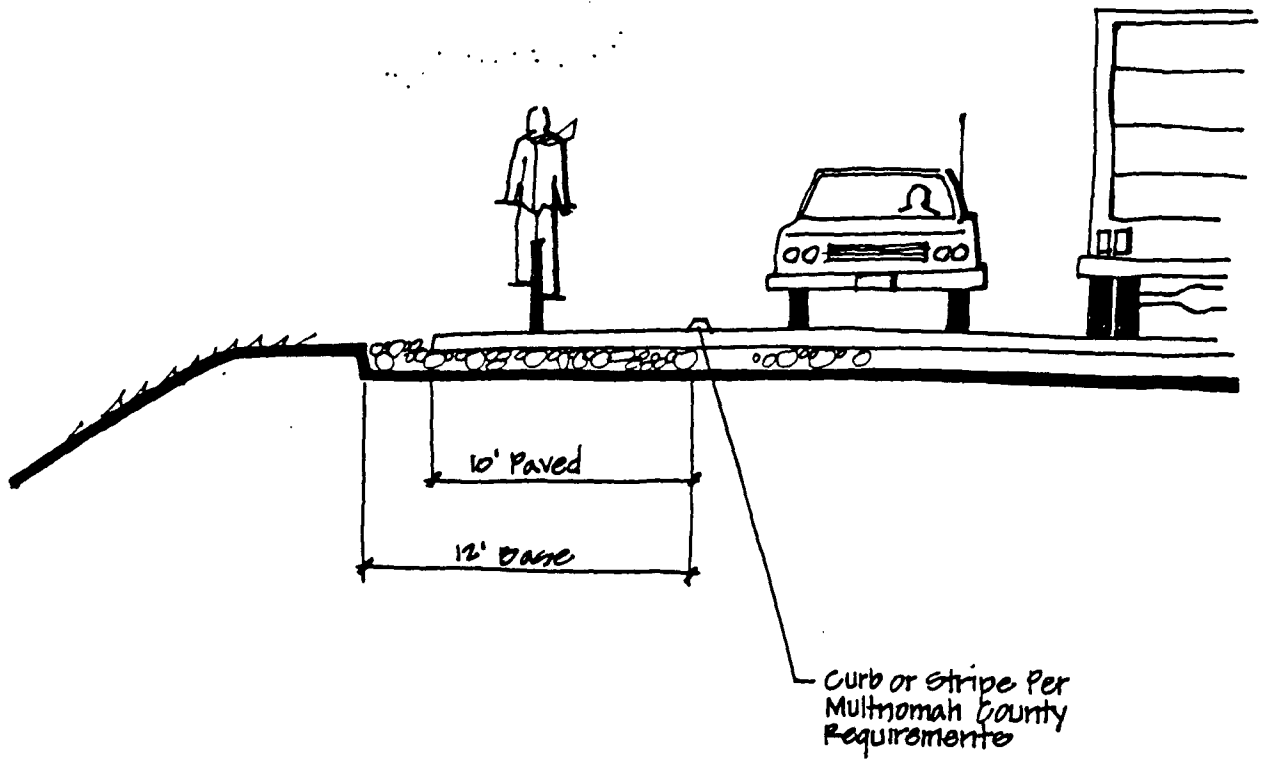
## Shared Street and Sidewalk



**Separated Trail - Marine Drive**

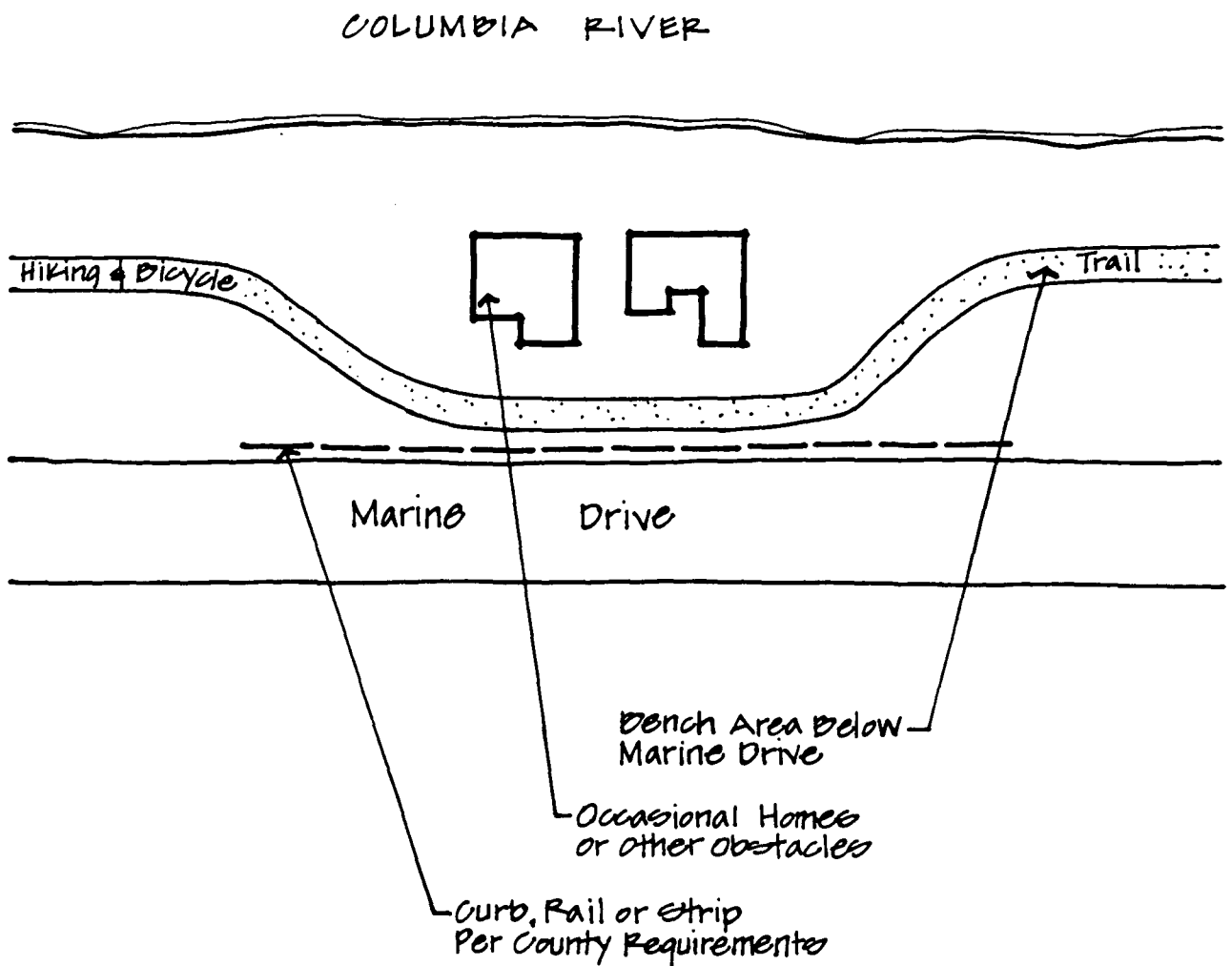


**Shoulder - Marine Drive**

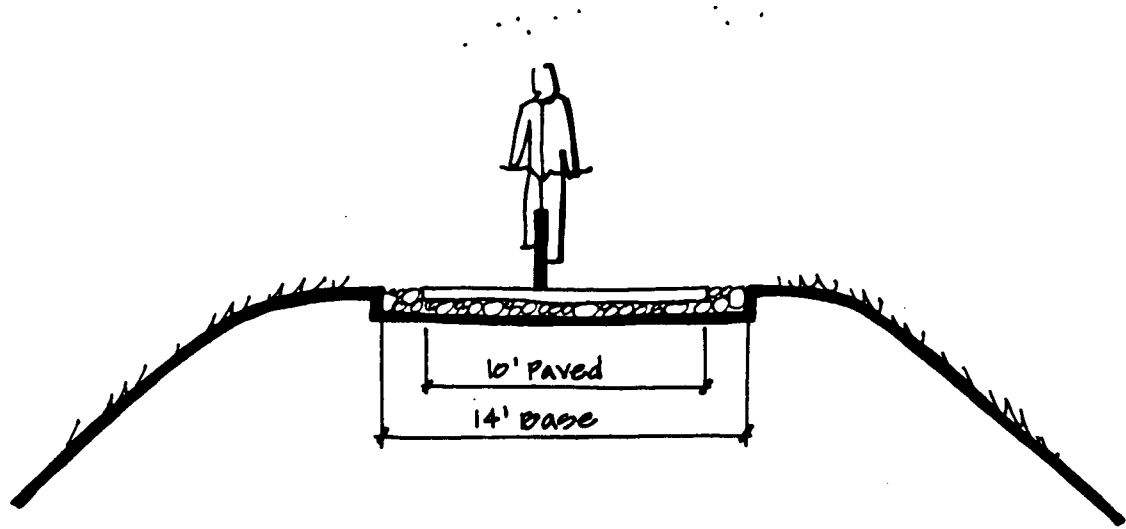


**Shoulder - Marine Drive**

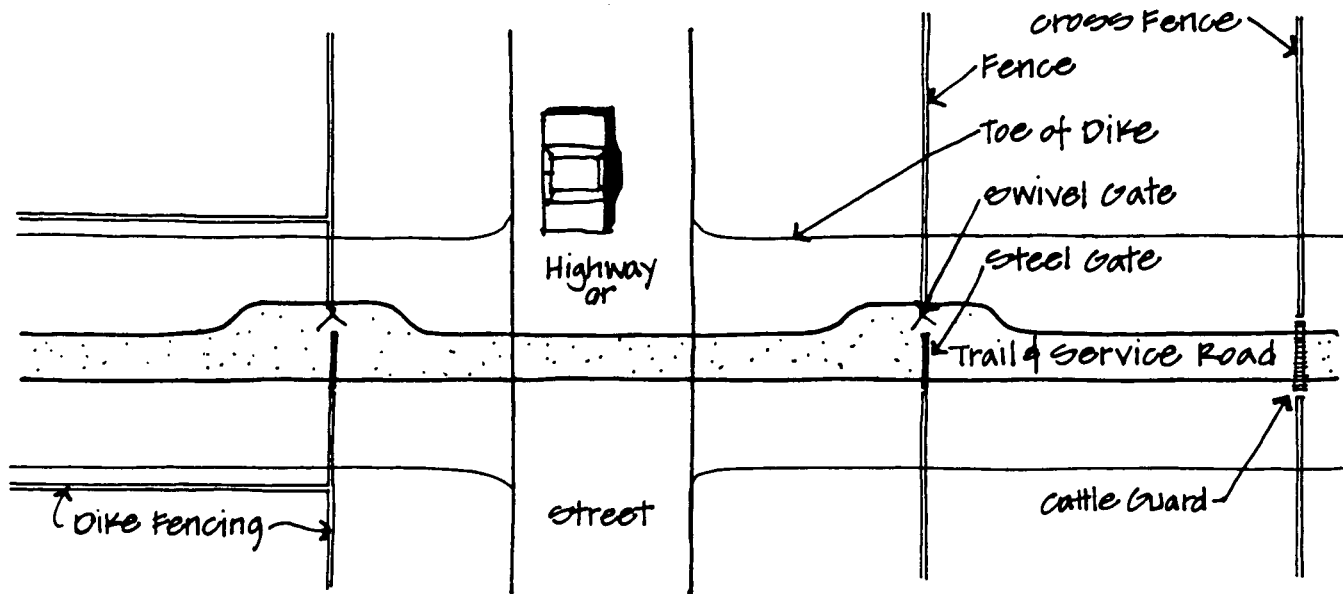




**Typical Obstacle Bypass/  
Marine Drive Section**



**Bicycle Trail On Dike**



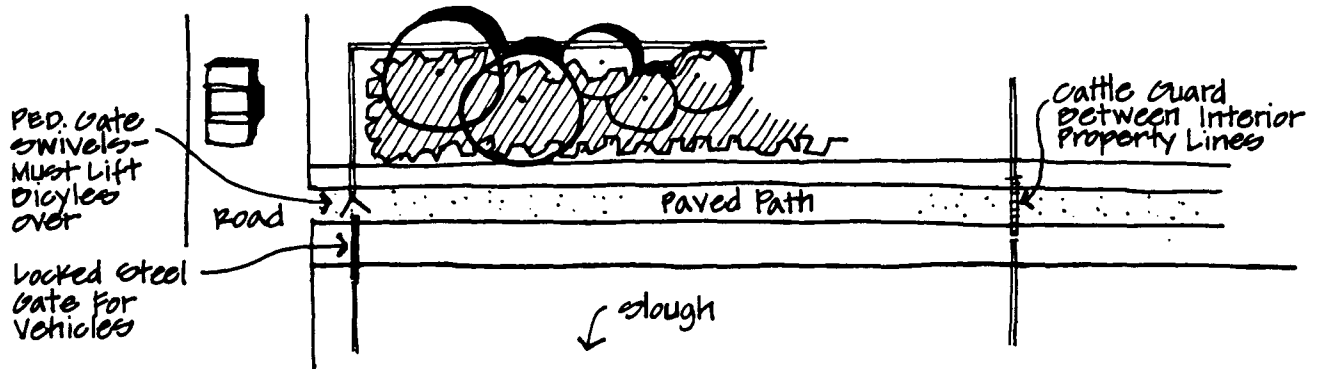
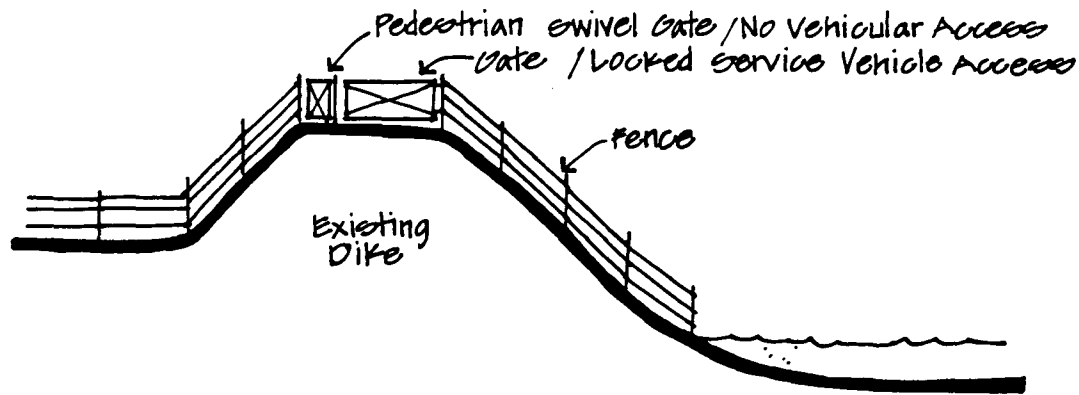
### Plan - Dike & Road Intersection

Note: Service Access is Through locked Steel Gate

Trail Access is Through Swivel Gate to keep Motor Bikes out. bicycles must be lifted over Gate.

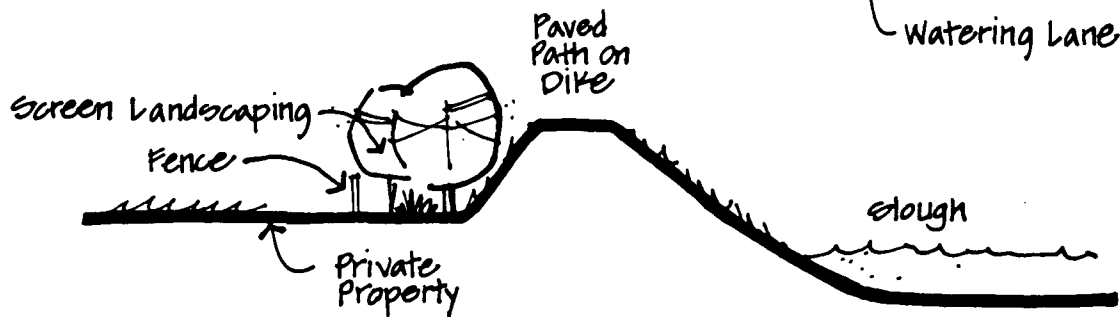
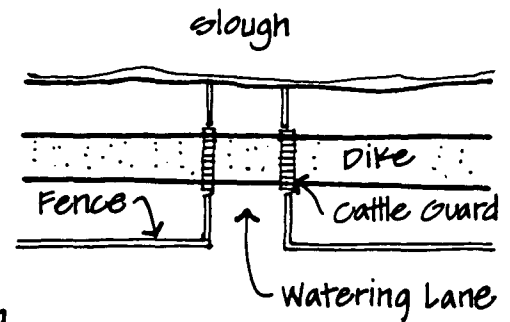
Access Through Cross Fencing or Property Line Fencing May be the same or through a cattle Guard Designed to accommodate bicycles.

## Fencing - Dike Areas



### Objectives:

1. Keep Motorbikes out (swivel gate)
2. Water Livestock
3. Protect Private Property
4. Protect Against Erosion



## Fencing - Dike Areas

# **IMPLEMENTATION**

## IMPLEMENTATION

Implementation of the 40 Mile Loop will continue to be aided through the existing regulatory policies, zoning ordinances and comprehensive plans of Multnomah County and the Cities of Portland, Gresham and Troutdale. Sufficient regulatory vehicles exist in all of these jurisdictions except the City of Gresham and the City plans to adopt loop regulations in the near future.

Equally important is the jurisdictions political and administrative support. At this time the 40 Mile Loop enjoys the political support of all pertinent jurisdictions.

This circumstance is not to be taken for granted, especially in these times of budget cuts. The 40 Mile Loop Land Trust must continually monitor and bolster political support for the loop.

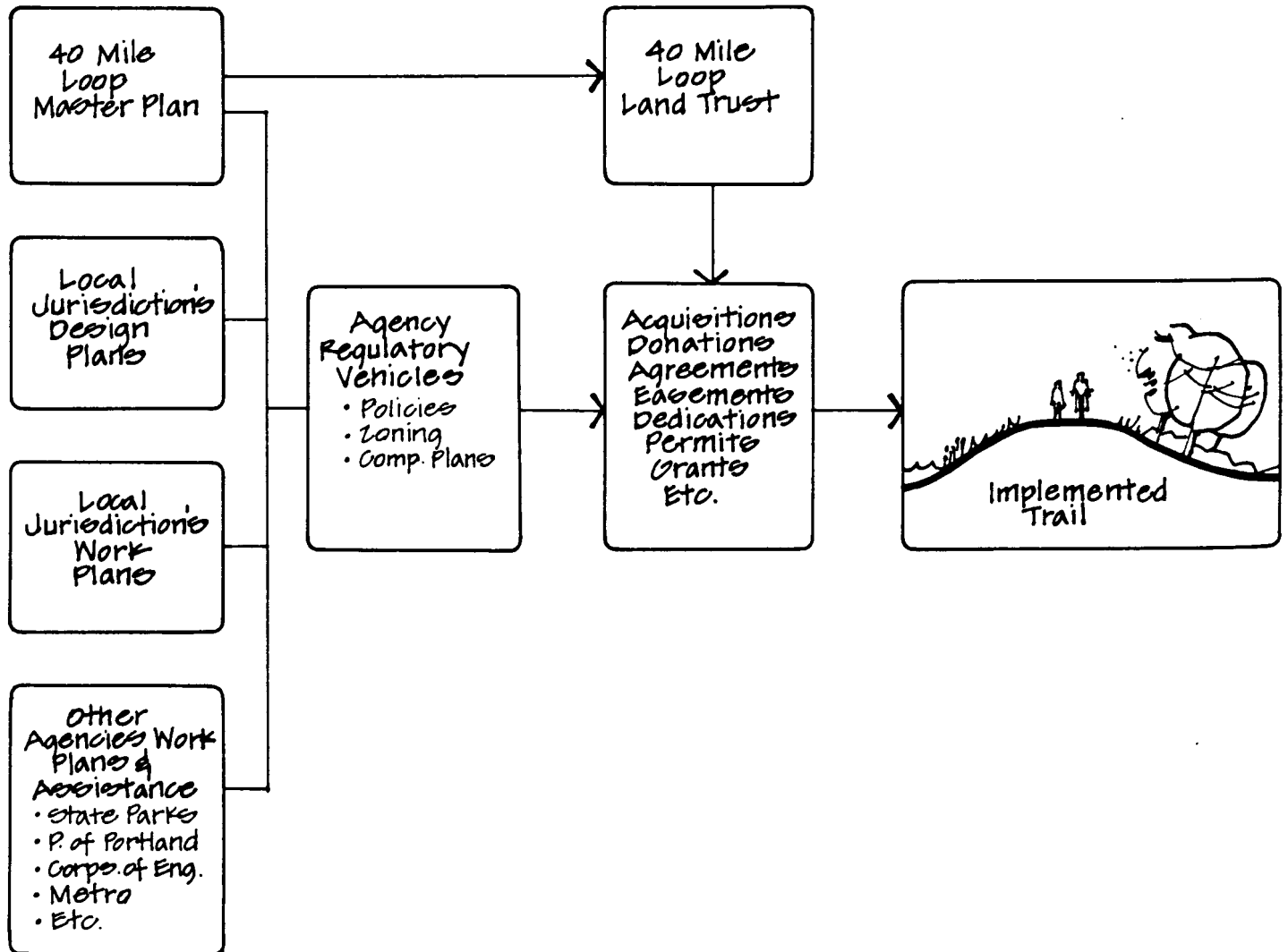
Only with this support can administrators and staff adequately apply regulations that aid implementation. They also need political support in order to act upon the work programs that each jurisdiction except Gresham has developed. The City of Gresham plans to develop a detailed work program to supplement proposed 40 Mile Loop policies.

Existing work programs are included in the Appendix to this plan. The Oregon State Park Division (O.S.P.D.) has also prepared a work program and will continue to be of invaluable assistance in implementing the loop.

The O.S.P.D. sponsors quarterly Coordination meetings for agencies interested in promoting and implementing the loop. The meetings are extremely valuable for information exchange, planning updates and work program refinements. The 40 Mile Loop Land Trust should continue to support and enhance this agency coordination program at every opportunity.

The 40 Mile Loop Land Trust is a private, non-profit land acquisition organization whose purpose is to complete the purchase of lands for hiking and bicycle trails to connect the most heavily used parks and activity centers in the metropolitan region. The term acquisition in this case may have broad meaning to include the activities involved with planning, promotion, fund raising, etc., necessary to accomplish various types of acquisition including donations, easements, use permits, options, fee simple purchase, etc.

# Implementation Summary



The Trust acts as overall coordinator for the loop. It guides and assists local jurisdictions where feasible. It promotes private sector involvement and action. And it should provide a bridge for private and public partnerships or actions when necessary.

Following are existing regulatory implementation vehicles used by local jurisdictions to help implement the 40 Mile Loop.



Multnomah County

Policy 39

The County's policy is to operate its established open space and recreation program to the degree fiscal resources permit, and to:

- A. Maintain regional parks to meet the needs of citizens of the County and visitors;
- B. Maintain neighborhood parks to the degree fiscal resources permit;
- C. Work with community groups to identify needs;
- D. Identify and encourage the use of alternative finance strategies to facilitate increased public sector contributions and assistance with park development and maintenance;
- E. Work with community groups to maintain and develop park sites;
- F. Encourage the development of recreation facilities by other public agencies and private investors;
- G. Work with federal, state and local agencies and private interests to secure available funds for development, maintenance and acquisition of park sites and recreation facilities;
- H. Encourage the interim use of under-utilized park lands to meet community needs;
- I. Coordinate with appropriate public and private agencies and individuals to resolve any potential conflicts which may arise over the development of or protection of the Oregon Recreation Trails system.
- J. Implement and maintain that portion of the proposed 40 Mile Loop jogging, hiking, bicycling trail system which is in public ownership by:
  - 1. Requesting dedication of rights of way/easements by those developing property along the proposed 40 Mile Loop Corridor.
  - 2. Coordinating with the Bicycle Corridor Capital Improvements Program through emphasis on development of bikeways as connections to the system.

3. Coordinating and assisting other jurisdictions in studies of route alignment of the 40 Mile Loop.
4. Coordinating the 40 Mile Loop Land Trust studies of route alignment of the 40 Mile Loop and direct assistance in acquiring easements and/or rights of way.
5. Adopting trail and bikeway standards for segments of the 40 Mile Loop.
6. Coordinate with appropriate public and private agencies and individuals to resolve any potential conflicts which may arise over the development of or protection of the Oregon Recreation Trails system.

## Multnomah County (Continued)

### DEVELOPMENT REQUIREMENTS POLICY

#### INTRODUCTION

While most open space and recreation systems involve specific sites, an ideal system is connected by pedestrian and bicycle paths. It is, therefore, important to examine each development proposal for the purpose of determining whether a connection through the site should be provided. In addition, public agencies construct roads and sewer and water systems and often purchase or acquire easements to land. During this process, it is important to determine if there is a multiple use potential.

It is also important to recognize that inclusion of open spaces and landscaped areas in industrial, commercial and multiple family developments is an essential part of the system by providing visual variety and interest to the landscape. These areas can also be used by people as places to rest and relax, and are as important as large recreation areas.

The purpose of this policy is to provide a review process to assure that development proposals will not preclude an interconnected open space and recreation system. It is also intended to encourage open space areas in large developments where people can sit and enjoy the surroundings.

#### Policy 40

The County's policy is to develop a connected park and open space system and provide for small private open space areas by requiring a finding prior to approval of legislative or quasi-judicial action that:

- A. Pedestrian and bicycle path connections to parks and open space areas will be dedicated where appropriate and where designated in the Bicycle Corridor Capital Improvement Program and Map.
- B. Landscaped areas with benches will be provided in commercial, industrial and multiple family developments where appropriate.
- C. Areas for bicycle parking facilities will be given consideration in development proposals.

Multnomah County (Continued)

Strategies

- A. The following strategies should be addressed on the preparation of the Community Development Ordinance:
  - 1. The Development Standard Article should include provisions for:
    - a. the dedication of pedestrian and bicycle connections;  
and;
    - b. landscaped areas in all industrial, commercial and multiple family developments.

Multnomah County (Continued)

Policy 33 Transportation System

The County's policy is to implement a balanced, safe and efficient transportation system. In evaluating parts of the system, the County will support proposals which:

Update and refine the Bicycle Corridor Concept Plan.

It is the County's policy to implement a bicycle/pedestrian system as an alternative transportation mode, furthering the opportunity for a balanced system by;

- A. Providing for utilitarian bicycle travel through the development and adoption of a prioritized Bicycle Corridor Capital Improvements Program and map.
- B. Designating streets with good bicycle access and travel potential (through the identification of traffic volume, speed, road right of way width and intersections) to be given special consideration when road projects are designed on that right of way.
- C. Providing for recreational trip oriented bicycle travel through prioritization and implementation of the 40 Mile Loop portion of the Bicycle Corridor and Capital Improvements Project and map.
- D. Adopting at a minimum AASHTO's guidelines in the Bicycle Corridor CIP and as an amendment to the Street Standards Ordinance which will serve as a guideline for construction design of bike lanes, separated bike paths and signing of bike routes as prioritized by the Bicycle Corridor CIP.
- E. Construction of road right of way of bicycle lanes, separated paths and signed routes as prioritized by the Bicycle Corridor CIP and map through operations and maintenance resurfacing projects and other road projects and consideration of bicycle travel for all new road construction projects.
- F. Construction of sidewalks as outlined in the Street Standards Ordinance through road projects and operations and maintenance resurfacing projects.
- G. Utilizing the land development process to ensure dedication of appropriate right of way or easements in new project development as outlined in the Bicycle Corridor CIP and map.
- H. Participating in the update of the Regional Bicycle Plan.

Multnomah County (Continued)

- I. Seeking and relaying up-to-date bicycle design standards, safety information and funding opportunities to appropriate planning and engineering personnel.

The County's Policy is to increase the efficiency and aesthetic quality of the trafficways and public transportation by requiring:

Bicycle parking facilities at bicycle and public transportation intersections, new commercial, industrial and business developments.

## City of Portland

### Arterial Streets Classification Policy

#### Bicycle routes

##### 1. Functional Purpose

Bicycle routes are intended to establish and encourage safe, convenient and pleasant routes for bicycling within neighborhoods and districts, longer distance commuting, recreational trips and for access to public transit.

##### 2. Intersections

Intersections of a Bicycle Route with all rights-of-way shall minimize conflicts and provide safe bicycle crossings.

##### 3. Design Treatment

- a. Although safe passage of bicycles should be considered on all streets, special provisions for bicycle traffic shall be considered on streets classified as Bicycle Routes.
- b. Design treatment and traffic operations on a Bicycle Route also classified as a Local Service Street should reduce conflicts between bicycles and other modes by encouraging through bicycle traffic and warning cross traffic, while discouraging through auto movement.
- c. Separate bike lanes shall be considered on streets also classified as Regional or Major City Traffic and Transit Streets, District Collector Streets, or Neighborhood Collector Streets.
- d. Parking may be removed to provide separate bike lanes except where it is deemed essential to serving adjacent lane uses.

#### Pedestrian Designations

##### 1. Functional Purpose

- a. A Pedestrian District is intended to provide for pedestrian movement, the use of street space for pedestrian activities and good access to transit stops and parking facilities

City of Portland (Continued)

within areas of heavy pedestrian usage such as neighborhood commercial centers. A Pedestrian District shall include both sides of the streets which establish its boundaries.

- b. A Pedestrian Crossing is intended to provide for the safe and convenient movement of pedestrians across rights-of-way dominated by other modes.
- c. A Pedestrian Path is intended to provide safe and convenient pedestrian access to activities located along streets which are dominated by other modes.
- d. A Pedestrian Way is intended to be a link which connects major neighborhood activity centers and recreational areas. The Pedestrian Ways may serve as recreational trails.
- e. A Play Street is intended to provide for non-transportation uses of a Local Service Street. A Play Street should be designated in accordance with the Neighborhood Traffic Control Program, for closure, either permanent or for specific limited periods of time. A Play Street should be closed in such a manner as to provide necessary access to abutting properties and for emergency vehicles.

2. Land Use and Development

- a. An environment conducive to pedestrian activities shall be encouraged in all Pedestrian Districts and along all Pedestrian Crossings, Paths and Ways. This environment can include wider sidewalks, landscaping, street furniture, rain protection and, where appropriate, street closures.
- b. Auto-oriented land uses shall be discouraged in Pedestrian Districts. In Pedestrian Districts, and along Crossings, Paths and Ways, land uses shall be allowed according to the Zoning Code, Comprehensive Plan and other adopted plans and policies, but shall minimize conflicts with pedestrian movement.



City of Portland (Continued)

Willamette River Greenway

(1) Designation of Type I and II lands as common natural open space is encouraged as part of apartment project or unit development, planned unit development, unit ownership or condominium project, and cluster subdivision or partitions.

(2) Maximum existing tree and other vegetation coverage should be maintained on Type I, II and III lands in order to conserve significant natural areas, decrease the potential for erosion, decrease the amount of surface water runoff, and help stabilize landslide-prone areas. Development on Type I, II, or III lands should not increase the landslide potential on areas above or below the project, or onto streets and natural drainageways.

**33.76.070 Variances.** Any person aggrieved by a V Zone designation may apply for a variance in accordance with, as applicable, Chapters 33.98, Variances and Adjustments, and 33.114, Administration and Enforcement, in this title and Chapter 34.100, Variances and Modifications, of Title 34, Subdivision and Partitioning Regulations.

#### Chapter 33.77

### WILLAMETTE RIVER GREENWAY DEVELOPMENT REGULATIONS

(Added by Ord. No. 148537 passed and effective Oct. 3, 1979.)

#### Sections:

- 33.77.010 Purposes.
- 33.77.020 Areas affected.
- 33.77.030 Greenway Review approval required.
- 33.77.040 Definitions.
- 33.77.050 Greenway Review application and fee.
- 33.77.060 Decision by Planning Director.
- 33.77.070 Appeals, Time Extensions, Decisions of Hearings Officer.

#### OVERLAY ZONES

- 33.77.080 Industrial zone.
- 33.77.081 Intent.
- 33.77.082 Requirements.
- 33.77.090 Scenic development zone.

- 33.77.091 Intent.
- 33.77.092 Requirements.
- 33.77.100 Scenic recreational zone.
- 33.77.101 Intent.
- 33.77.102 Requirements.
- 33.77.110 Natural Zone.
- 33.77.111 Intent.
- 33.77.112 Requirements.
- 33.77.120 Willamette River Greenway trail.
- 33.77.121 Intent.
- 33.77.122 Requirements.
- 33.77.123 Use.
- 33.77.124 Maintenance and liability.
- 33.77.140 Fills and Structures Below Ordinary High Water.
- 33.77.141 Intent.
- 33.77.142 Requirements.
- 33.77.145 Greenway Trail Standards.

**33.77.010 Purposes.** The purposes of the Willamette River Greenway District are to protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River; to implement the City's responsibilities pursuant to ORS 390.310 to 390.368; to establish criteria, standards and procedures for the intensification of uses, change of uses, or the development of lands within the Greenway.

**33.77.020 Areas affected.** This chapter shall apply to those lands within the Greenway Boundary designated Willamette Greenway Industrial (WI), Willamette Greenway Scenic Development (WSD), Willamette Greenway Scenic Recreational (WSR), and Willamette Greenway Natural (WN).

**33.77.030 Greenway Review approval required.** Any development, change of use or intensification of use shall be subject to a Greenway Review Approval issued pursuant to the provisions of Section 33.77.060 and 33.77.070, prior to the issuance of a building permit.

**33.77.040 Definitions.** (Am 153571 ef Aug. 23, 1982) The following definitions apply to terms used in chapter 33.77: (1) "Change of Use" means making a different use of the land or water than that which existed on the effective date of this ordinance. It includes a change which requires construction, alterations of the land, water or other areas outside of existing buildings or structures, and which substantially alters or affects the land or water. Such changes of use include but are not limited to storage of materials on a previously vacant site, construction or expansion of marine facilities or parking lots, or construction or major remodeling of a structure. It does not include a change of use of a building or other structure which does not substantially alter or affect the land upon which it is situated. Removal of gravel from the bed of the Willamette River under a permit from the State of Oregon, dredging and channel maintenance shall not be considered a change of use. The sale of property is not in itself considered to be a change of use. An existing open storage area shall be considered to be the same as a building.

(2) "Development" means the act, process or result of developing.

(3) "Develop" means to construct or alter a structure, to conduct a mining operation, to make a physical change in the use or appearance of land, to divide land into parcels, or to create or terminate rights of access.

(4) "Director" means the City of Portland Planning Director or his or her agent.

(5) "Greenway Plan" means those maps, policies and stated intents adopted by City Council and titled "Willamette River Greenway Plan."

(6) "Industrial Use" means a manufacturing use as defined in sections (7) through (12) of 33.54.020 of the Planning and Zoning chapter of the Portland City Code.

(7) "Intensification" means any additions which increase or expand the area or amount of an existing use, or the level of activity. Remodeling of the exterior of a structure is an intensification when it will substantially alter the appearance of the structure. Maintenance and repair usual and necessary for the

continuance of an existing use is not an intensification of use. Reasonable emergency procedures necessary for the safety or protection of property are not an intensification of use. Residential use of land within the Greenway includes the practices and activities customarily related to the use and enjoyment of one's home. Landscaping, construction of driveways, modification of existing structures, or construction or placement of such accessory structures or facilities adjacent to the residence as are usual and necessary to such use and enjoyment and are permitted in the underlying zone shall not be considered an intensification. Seasonal increases in gravel operations, dredging, and channel maintenance shall not be considered an intensification of use. Placement of up to four single piles or two multiple pile dolphins along 100 feet of shoreline that does not change the use shall not be considered an intensification.

(8) "River Dependent Use" means a use or activity which can be carried out only on, in or adjacent to, the river because the use requires access to the river for waterborne transportation or recreation.

(9) "River Related Use" means a use which is not directly dependent upon access to a water body and which provides goods or services which are directly associated with water dependent land or waterway use, and which, if not located adjacent to water, would result in a public loss of quality in the goods or services offered. Except as necessary for water dependent or water related uses of facilities, residences, parking lots, spoil and dump sites, roads and highways, restaurants, factories, and trailer parks are not generally considered dependent or related to water location needs. Notwithstanding the definition of residences as non-river-related uses, houseboat moorages, because of their historic role on the Willamette, may be allowed as conditional uses.

**33.77.050 Greenway Review application and fee.** (Am 152466; and 153571 ef Aug. 23, 1982) Written application for Greenway Review approval shall be filed at the Bureau of Planning upon forms prescribed for that purpose and signed by the applicant and by the property owner if different. The application shall be accompanied by three copies of

drawings and/or specifications addressing the requirements of the Greenway Plan.

The fee for such application shall be as prescribed in Chapter 33.114. For a conditional use as specified in the underlying zone, the Greenway Review application shall be filed and processed with the required application for the proposed conditional use in the manner provided in Chapter 33.106.

**33.77.060 Decision by Planning Director.** (Amended 153042 Apr. 1, 1982.) A decision on a Greenway Review application shall be made by the Planning Director. The Planning Director shall approve applications that comply with the intents and requirements of the applicable overlay zone. The director may also disapprove the application or approve it with such conditions as may be consistent with the Comprehensive Plan or necessary to assure compatibility with the elements of the Greenway Plan.

Copies of the completed application shall be mailed to the Oregon Department of Transportation and any persons or organizations who have requested such notice.

Within fourteen business days following receipt of a completed Greenway Review application, the Planning Director shall file a decision with the Director of the Bureau of Buildings, or if the proposed use can be expected to have a major impact on the Greenway, the river or adjacent lands, refer the application to the Hearings Officer, to be heard as stipulated under Chapter 33.106.

The Director shall mail a copy of the decision to the applicant and to the City Auditor. A summary sheet of such decision shall be transmitted to all persons, agencies or organizations who submitted written testimony as well as to all who submitted a written request for such notification.

A decision by the Planning Director on a Greenway Review application shall include written conditions, if any, and findings and conclusions. The conditions, findings, and conclusions shall specifically address the relationships between the proposal and the requirements of the Greenway Plan.

**33.77.070** (Am 153571 ef Aug. 23, 1982) Appeals, time extensions, decisions by Hearings Officer. Within fourteen days of a decision by the Planning Director, such

decision may be appealed to the Hearings Officer as a Conditional Use in the manner provided in Chapter 33.106.

The findings and conclusions made by the Hearings Officer in a Greenway review, and the conditions or modifications of approval, if any, shall specifically address the relationships between the proposal and the elements of the Greenway Plan.

Any request for time extension or renewal of a Greenway Permit pending or approved on August 23, 1982, shall be considered on the basis of the Greenway regulations in force at the time of the original approval.

### Overlay Zones

#### **33.77.080 Industrial Zone.**

**33.77.081 Intent:** To ensure the viability of the deep draft shipping channel by preserving opportunities for river related and river dependent industrial development and, where possible, to preserve or establish public access and a vegetative fringe.

#### **33.77.082 Requirements.** (Am 153571 ef Aug. 23, 1982)

(A) Industrial Uses: The Director shall approve industrial uses (as defined by 33.77.040(6)) that comply with the following criteria:

(1) The proposed use is permitted by the underlying zone.

(2) The new or expanded use is for a river-dependent or river-related use.

(3) For non-river-dependent or river-related industrial uses, the applicant has shown that the site is not suited for river-dependent or river-related uses.

(4) Landscaping which preserves or reestablishes the river's vegetative fringe shall be required as is provided where it does not interfere with the function of the proposed use. Such landscaping shall consist of low maintenance plantings of domestic species typical of the lower Willamette River.

(5) Applicants who wish to be exempted from any of the above criteria shall be required to appeal through the City's Conditional Use procedure, as provided in Chapter 33.106.

(B) Non-Industrial Uses.

The development of new or intensification of existing uses which are not industrial shall be conditional uses. The following guidelines shall be used in the granting of a conditional use permit:

(1) the use is river dependent, and the site of the proposed development is not suited for river dependent or river related undustrial uses; and

(2) the proposal is consistent with the intents and requirements for development of either the Scenic Development Overlay Zone or the Scenic Recreational Overlay Zone; and

(3) The proposed use will not significantly detract from the value or functioning of an abutting property or navigational uses of the river.

**33.77.090 Scenic Development Zone**

**33.77.091 Intent:** To allow for use and development consistent with the underlying zoning while allowing for public use and enjoyment of the waterfront and enhancing the river's scenic qualities.

**33.77.092 Requirements.** (Am 153571 ef Aug. 23, 1982) (A) The Director shall approve proposals to change or intensify land use within this zone which comply with the following criteria:

(1) The proposed use is permitted by the underlying zone.

(2) Uses which are not river-dependent are set back at least 25 feet from the high water line or the top of the bank, whichever is higher, to provide for open space and vegetation as well as public access to and along the river, as outlined in the Greenway Plan and this chapter.

(3) The scale of the project, density of development and/or intensity of use are in keeping with the character of the river, and preserve or enhance the scenic qualities of the river, the site, and adjacent riparian lands.

(4) Architectural scale, style, building materials and finishes are in keeping with the character of the Willamette River. Graphics, signs and exterior lighting are to be designed to preserve and enhance the scenic qualities of the Willamette River.

(5) Landscaping shall emphasize low maintenance plantings of domestic species typical of the Lower Willamette River.

(6) The proposed development does not conflict with existing adjoining developments,

land uses, and Greenway zones.

(7) The replacement or intensification of uses within existing public utility corridors, railroad rights-of-way and terminal facilities as they exist on the adoption of these regulations shall be allowed, providing the requirements for landscaping are met.

(B) The development or intensification of industrial uses in this zone shall be allowed. Such uses may be exempt from requirements (3) and (4) of subsection (A) of this section, except that a routing for the Greenway Trail, landscaping and/or bankline improvements which enhance the scenic qualities of the River and the Greenway and which do not interfere with the use, shall be provided.

(C) Applicants who wish to be exempted from any of the above criteria shall be required to apply through the City's Conditional Use procedure, as provided in Chapter 33.106. Exemptions will be judged as they meet the intent of the overlay zone, provide for public access and enhance the scenic qualities of the River and the Greenway.

**33.77.100 Scenic Recreational Zone**

**33.77.101 Intent:** To encourage a variety of river-dependent and river-related recreational developments and types of public access to and along the river. To enhance the scenic qualities of the river.

**33.77.102 Requirements** (Am 153571 ef Aug. 23, 1982) (A) The Director shall approve proposals to change or intensify land use within this zone which comply with the following criteria:

(1) The proposal is for river-related recreational uses or directly supportive of those uses.

(2) The proposed development reflects river-related recreational needs, the character of the river, and the unique opportunities presented by the particular site.

(3) The proposed development emphasizes open space and landscaping consisting of low maintenance plantings of domestic species typical of the Lower Willamette River.

(4) Non-river-dependent or river-related recreational uses shall be set back at least 25 feet from the ordinary high water line or top of bank, whichever is higher, to provide for landscaping and public access, as required by this chapter.

(5) The proposed development is in harmony with existing adjoining developments and land uses, and does not significantly detract from the value of an abutting property lying in a different Greenway zone.

(6) The replacement or intensification of uses within existing public utility corridors, railroad rights-of-way and terminal facilities as they exist on the adoption of these regulations shall be allowed, providing the requirements for landscaping are met.

(7) The proposed development is in harmony with existing adjoining developments and land use does not significantly detract from the value or functioning of an abutting property.

(B) Applicants who wish to be exempted from requirements (3) (4) (5) and/or (6) above shall be required to apply through the City's Conditional Use procedure, as provided in Chapter 33.106. Exemptions from the requirements will be judged as they meet the intent of the overlay zone and provide for public access to the river and public recreation use of the waterfront.

#### 33.77.110 Natural Zone

33.77.111 Intent: To protect the natural qualities of the Willamette River and its riparian environment.

33.77.112 Requirements (Am 153571 ef Aug. 23, 1982) (A) A Conditional Use permit is required for any development within this zone, with the exception of the intensification of public utility transmission facilities and railroad facilities existing on the date of adoption of these regulations. The following guidelines shall be used in the granting of a Conditional Use permit.

(1) No development or use which will present a significant detriment to the natural environment, wildlife or wildlife habitat shall be allowed within this zone.

(2) Developments which demonstrably support the natural environment, wildlife and wildlife habitat or allow for its viewing and interpretation shall be allowed on a limited basis.

(3) The applicant shall be required to submit a statement assessing the construction and long range impacts of the proposed development on the natural environment, wildlife and wildlife habitat.

(B) Public access requirements as outlined in the Greenway Plan shall be provided in such a way as to disturb the natural environment and wildlife habitat as little as possible.

(C) Developments in this zone shall be required to take all practical measures to mitigate impacts on scenic and natural values of the area.

#### 33.77.120 Willamette River Greenway Trail

33.77.121 Intent: To provide, to the greatest possible degree, public access to and along the Willamette River. Provision of a Greenway Trail and public access to that trail and the river shall be considered in the issuance of all Greenway Permits and the construction of all projects within the Willamette River Greenway, as follows:

(A) South of the Broadway Bridge, on both sides of the river, a continuous Willamette Greenway Trail shall be established along the river for the use of pedestrians and bicyclists. Provision for the trail shall be made in the vicinity of the high water line, or slightly landward. The trail should not go around a site or use, or landward of such site or use, except where a river-dependent function precludes the trail. In such a case, an alternative routing shall be provided. Public access to the river and trail shall also be provided.

(B) North of the Broadway Bridge, on both sides of the river, a continuous trail shall be established for bicyclists and pedestrians. The trail shall overlook the river at as many places as possible and provide access to and along the river as indicated on the Greenway Plan.

(C) Nothing in this ordinance is intended to authorize public use of private property. Public use of private property is a trespass unless appropriate easements and access have been acquired in accordance with law to authorize such use.

## PLANNING AND ZONING

**33.77.122 Requirements.** The Director can require, in accordance with the Greenway Plan, an easement, the dedication of right-of-way, and/or the construction and landscaping of the Greenway Trail to City standard as a condition of approval of any change or intensification of land use.

### **33.77.123 Use.**

(A) The trail will be open to the public for park use as provided in Chapter 20.12, except as otherwise limited by this ordinance or by the terms of an easement granting the trail area to the City; and

(B) Trail segments planned or built as a part of a continuous system shall be open for public use and access between the hours of 5 a.m. and 10 p.m. Branch trail segments shall be open to the public for daylight hours, or as negotiated in the terms of an easement granting the trail area to the City.

### **33.77.124 Maintenance and Liability**

(A) The City shall accept maintenance and liability, similar to its responsibilities for City-owned park property, for a Greenway trail area if the City Engineer or Director of the Bureau of Parks finds the following:

(1) The applicant requests that the City assume such responsibilities; and

(2) The trail lies within an easement or right-of-way granted to the City for trail purposes; and

(3) The trail has been constructed and landscaped to City standards; and

(4) The trail is physically continuous for at least  $\frac{1}{4}$  mile along the proposed route. This requirement shall be waived if the trail has not been made physically continuous for at least  $\frac{1}{4}$  mile within two years after completion of the segment under consideration; and

(5) That if a property owner, granting the City an easement for trail purposes, desires to use a private security force to patrol the easement area, the owner has signed an agreement holding the City harmless from all claims, suits or actions, of whatsoever nature, caused or arising out of the actions of such private security force, its subcontractors, agents or employees.

(B) Where the applicant retains maintenance and liability responsibilities, the trail segment shall be maintained at a level equal to those segments maintained by the City.

**33.77.140 Fills and Structures Below Ordinary High Water** (Add 153571 of Aug. 23, 1982)

**33.77.141 Intent.** (Add 153571 of Aug. 23, 1982) To protect the natural resource values of the Willamette. North of the Steel Bridge, to encourage river-dependent and river-related industrial uses and to restrict facilities that encourage conflicting uses. South of the Steel Bridge, to encourage river-dependent and river-related recreational uses, while protecting commercial use of the navigation channel.

**33.77.142 Requirements** (Add 153571 of Aug. 23, 1982)

(A) Permitted Uses: The Director shall approve proposals to place fills less than 1,000 cubic yards or structures below the line of ordinary high water or the upper limit of wetlands, which comply with the following criteria:

(1) The proposed use is permitted by the underlying zone.

(2) The proposed use is river-dependent, or, in the Industrial Overlay Zone, river-dependent industrial.

(3) Landscaping which preserves or reestablishes the river's vegetative fringe is provided where it does not interfere with the proposed use.

(4) The Willamette Greenway Trail is provided as required in the Greenway Plan and this Chapter, and the proposed structure does not substantially interfere with views of the river from the Trail.

(5) The loss of biological productivity resulting from the fill or structure is minor and the fill or structure does not significantly interfere with fishing uses of the river.

(6) North of the Steel Bridge, the fill or structure would not significantly interfere with commercial navigation, (including transiting, turning, passing, and berthing movements) and would not restrict water access from adjacent lands.

(7) South of the Steel Bridge, the fill or structure would not significantly add to recreational boating congestion or interfere with commercial use of the navigational channel, and would not restrict water access to adjacent lands.

(8) The proposed fill or structure will be protected from wave and wake damage.

WILLAMETTE RIVER GREENWAY  
DEVELOPMENT REGULATIONS

(9) The proposed fill or structure will be within the Port of Portland's Wharf Line until such time as a City Building Limit Line is established in cooperation with appropriate local, state, and federal agencies.

(10) The proposed fill or structure will not significantly interfere with publicly-used sandy beach areas.

(B) Conditional Uses: Fills greater than 1,000 cubic yards; river-related development; river-dependent, non-industrial uses and/or extension beyond the Harbor Line in the Industrial Overlay Zones; and development adjacent to the Natural Overlay Zone shall be conditional uses. In addition to the requirements of A(1) and (3-8) above, it must be demonstrated that: (1) There are no reasonable on-site alternatives with less adverse impact on the river or river bank resources.

(2) The proposed site has significant advantages over other City sites.

(3) The proposed fill or structure has significant public benefit.

(4) In Scenic Overlay Zones, the proposed development will encourage public use and enhance the appearance of the river and river bank.

(5) In the Industrial Overlay Zone, the site is not suited to river-dependent industrial use.

(6) Structures adjacent to the Natural Overlay Zone will be restricted to access structures (fishing piers, temporary moorage no larger than 100 square feet, boardwalk connection of the Willamette Greenway Trail, etc.) used for recreational, interpretive or educational purposes if they are demonstrated not to have an adverse effect on wildlife and the natural habitats of the adjacent natural area.

(7) Fills adjacent to the Natural Overlay Zone will be restricted to natural bank protection. Such fills will be allowed if it is demonstrated that significant streambank erosion is occurring and that the fill will not have an adverse effect on wildlife and the natural habitats of the riverbank and adjacent natural area.

(C) Prohibitions: Uses that are neither river-dependent nor river-related shall be prohibited.

**33.77.145 Greenway Trail Standards.** (Add 153571 ef Aug. 23, 1982) The Greenway Trail is a river-related use which must meet the standards and requirements of river-related uses in each overlay zone. Where conditional use approval is required for the Greenway Trail, the applicant must demonstrate that there is no reasonable alternative location or design that meets the requirements and intent as defined in Sections 33.77.141 and 33.77.142.



City of Portland (Continued)  
Typical Hiking Trail Easement



May 4, 1983

DEPARTMENT OF  
PUBLIC SAFETY

CHARLES JORDAN  
COMMISSIONER

BUREAU OF PARKS  
AND PUBLIC  
RECREATION

WILLIAM V. OWENS  
SUPERINTENDENT

1120 S.W. FIFTH AVENUE  
ROOM 502  
PORTLAND, OR 97204-1976  
(503) 796-5193

Mr. Gene G. Westberg, AIA  
Director of Facilities Planning  
501 N. Dixon Street  
Portland, Oregon 97227

Dear Gene:

Barbara Walker of the Friends of Marquam Nature Park has been kind enough to coordinate the dedication of easements, volunteer surveying work and trail marking, and all other aspects of making a reality out of the proposal to tie Marquam Nature Park to the Terwilliger Parkway. She said she had spoken to you and you were looking for assistance on what should be included in the easement. I have taken a first cut at proposed language. Please review, show it to whomever you feel should look at it and modify as required. We can then reach mutually satisfactory language and run it by our attorneys.

Date:

Portland School District No. 1 conveys to the City of Portland a perpetual but adjustable easement and right of way to use a strip of land for the purpose of constructing, reconstructing and maintaining a nature trail which is located across the Grantor's property more particularly described as follows:

Blocks 6, 25 and 26, Portland City Homestead, S.E. 1/4 Section of T1S, R1E, W.M.

The terms of this easement are as follows:

1. The average trail grade shall not exceed 10%. Occasionally short stretches of trail may exceed 10% (maximum 20%) if the steeper grade does not impair safety, maintenance and attractive trail aesthetics. This percentage of trail grade is recommended for a wide variety of user groups, considering the natural setting of the land.
2. The trail tread shall be 3 feet wide, centered in a clearing width of 6 feet. An additional 15-foot maintenance area for drainage and screening on each side of the trail shall also be included. The total minimum right of way

width for the trail easement shall be 36 feet. The desired right of way width is 50 feet.

3. Use of natural drainageways or water courses for the trail surface shall not be used due to safety, limited or no use during winter months, and higher construction and maintenance costs. In situations where the trail runs along a drainageway or water course, the trail shall be constructed at least 10 feet vertically and 10 feet horizontally above the ordinary high water runoff level.
4. No trees or other vegetation shall be disturbed within the easement without the written consent of the Superintendent of Parks of the City's Bureau of Parks.
5. The City will construct, maintain, and sign the nature trail and related improvements.
6. Grantor reserves right to cross right of way with access road, or roads, at locations to be selected by Grantor.
7. Should it be necessary to relocate the trail and trail easement at some time in the future due to other desired use of the trail portion of the property, the City will relocate the trail and trail easement on the property on land that will accommodate terms 1, 2 and 3 above.

GRANTORS \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

STATE OF OREGON )

) ss:

County of \_\_\_\_\_ )

BE IT REMEMBERED that on this \_\_\_\_\_ day of \_\_\_\_\_, 198\_\_\_\_, before me, the undersigned, a Notary Public in and for said County and State, personally appeared \_\_\_\_\_ who is/are known to me to be the identical individual (s) who executed the foregoing instrument and acknowledged to me that he/she did so of his/their own free will.

IN TESTIMONY WHEREOF, I have hereunto set my hand and affixed my notarial seal the day and year last written above.

\_\_\_\_\_  
Notary Public for Oregon

My commission expires \_\_\_\_\_

Mr. Gene Westberg

- 3 -

May 4, 1983

As I mentioned, Gene, this is my first cut at a proposed easement. Please review the conditions and get back to me on them. When we have agreement, we will then need to have your attorney draw up the easement for execution.

Sincerely,



John W. Sewell  
Parks Planning Supervisor

JWS/dll

cc: William V. Owens, Superintendent of Parks  
Barbara Walker, Friends of Marquam Nature Park

*P.S. Please get back to me on this next week  
so we can settle this before June 1 and  
the start of construction.*

City of Troutdale

10.040 FLOOD-HAZARD-DISTRICT

10.041 PURPOSE

~~The purpose of this section is to promote the public health, safety and general welfare and to minimize flood losses by provisions designated to:~~

- ~~.01 Restrict or prohibit uses which are dangerous to health, safety or property in times of flood or which cause increased flood heights or velocities.~~
- ~~.02 Require that uses vulnerable to floods, including public facilities which serve such uses, be protected at the time of initial construction.~~
- ~~.03 Assure the development of land only for those uses which are suitable in relation to flood hazard.~~

THE PURPOSE OF THIS SECTION IS TO PROMOTE THE PUBLIC HEALTH, SAFETY AND GENERAL WELFARE BY MINIMIZING DISTURBANCE TO ENVIRONMENTALLY SENSITIVE AREAS, TO PRESERVE THE AESTHETIC RESOURCES AS WELL AS THE NATURAL FUNCTIONS OF THE LAND. SUCH AREAS WITHIN THE CITY FORM THE PHYSICAL CONSTRAINT DISTRICT. THE TWO COMPONENTS OF THE DISTRICT ARE FLOOD PLAINS AND HILLSIDES SLOPES. PROVISIONS UNDER THIS SECTION ARE DESIGNED TO:

- .01 RESTRICT OR PROHIBIT USES OR DEVELOPMENT WHICH ARE DAMAGE-PRONE OR DAMAGE-INDUCING TO THE LAND;
- .02 REQUIRE THAT USES VULNERABLE TO FLOOD DAMAGE AND LANDSLIDES, INCLUDING PUBLIC FACILITIES WHICH SERVE SUCH USES, BE PROTECTED AT THE TIME OF INITIAL CONSTRUCTION;
- .03 ALLOW THE DEVELOPMENT OF LAND ONLY FOR THOSE USES WHICH ARE SUITABLE IN RELATION TO FLOOD HAZARDS AND LANDSLIDES.

10.042 FLOOD PLAIN

~~This district~~ THE FLOOD PLAIN PHYSICAL CONSTRAINT DISTRICT shall apply to selected areas which are subject to periodic flooding by stream and river flows during a regulatory flood.

.01 Findings of Fact

- a) The flood hazard areas of Troutdale are subject to periodic inundation which often results in the loss of life and property, the creation of health and safety hazards, the disruption of commerce and governmental services, and additional public expenditures for flood protection and relief.

.02 General Causes of These Flood Losses are Due To:

- a) The cumulative effect of obstructions in the floodway which cause an increase in flood heights and velocities.
- b) The occupancy ~~if~~ IN flood hazard areas by uses vulnerable to floods or uses which are inadequately elevated to be protected from flood damage.

10.043 AREAS OF APPLICATION

~~.01 The flood hazard District shall consist of the flood way and flood fringe as determined by the Corps of Engineers or Soil Conservation Service. -- Streams which have not been studied by their agencies, but are subject to local flooding, shall also be designated as flood hazard areas.~~

.01 ESTABLISHMENT OF BOUNDARIES

THE FLOOD PLAIN SHALL BE DESIGNATED AS A PHYSICAL CONSTRAINT DISTRICT AND SHALL CONSIST OF THE FLOODWAY AND FLOODWAY FRINGE AS DETERMINED BY THE ARMY CORPS OF ENGINEERS, THROUGH THEIR PERIODIC SURVEY FOR THE FEDERAL INSURANCE ADMINISTRATION AS NOW OR HEREAFTER AMENDED. THIS PROVISION DOES NOT LIMIT THE APPROVAL AUTHORITY FROM UTILIZING OTHER FLOOD HAZARD DATA, NOTABLY THAT OF THE SOIL CONSERVATION SERVICE AND THE GEOLOGICAL SURVEY, FOR THE PURPOSE OF ADMINISTERING THIS ORDINANCE. SPECIFIC DETERMINATION OF FLOOD PLAIN AREAS SHALL BE MADE AT THE TIME OF DEVELOPMENT PROPOSAL FOR THE RESPECTIVE PROPERTY BASED ON AVAILABLE FLOOD HAZARD DATA, FIELD SURVEY, AND ACTUAL SITE INVESTIGATION.

.02 INTERPRETATION OF PRECISE BOUNDARIES

- a) ANY NEW PROPOSAL FOR DEVELOPMENT OF LAND IN THE GENERAL "FLOODWAY-GREENWAY AREA" AS DIAGRAMMED ON THE COMPREHENSIVE PLAN MAP SHALL REQUIRE REVIEW BY THE COMMUNITY DEVELOPMENT DEPARTMENT TO ASCERTAIN IF THE LAND IS CLEARLY LOCATED IN THE CORE OF THE "FLOODWAY-GREENWAY" AREA.
- b) IN THE EVENT THAT THE LAND IS LOCATED ON THE FRINGE OF THE "FLOODWAY-GREENWAY" AREA, THE COMMUNITY DEVELOPMENT DEPARTMENT SHALL INTERPRET THE BOUNDARIES OF THE FLOODWAY AND FLOODWAY FRINGE TO THE BEST OF THEIR ABILITY ACCORDING TO SECTION 10.043, .01 ABOVE.
- c) IF A PRECISE DETERMINATION CANNOT BE MADE OF THE LOCATION OF THE LAND IN RELATION TO THE FLOODWAY AND FLOODWAY FRINGE BOUNDARIES, THE APPLICANT SHALL SUBMIT THE FOLLOWING INFORMATION, PREPARED BY A REGISTERED

PROFESSIONAL ENGINEER, WHICH SHALL PROVIDE THE BASIS  
FOR A DETERMINATION BY THE PLANNING COMMISSION:

- 1) Plans drawn to scale showing the nature, location, dimension, and elevation of the lot, existing or proposed structures, fill, storage of material, parking areas, flood proofing measures and the relationship of the above to the location of the channel.
  - 2) A typical valley cross-section showing the channel of the stream or river, elevation of land areas adjoining each side of the channel, cross-sectional areas to be occupied by the proposed development and high water information, if requested.
  - 3) A plan (surface view) showing elevations or contours of the ground, pertinent structures, fill or storage elevations, size, location and elevations of streets, water supply, sanitary facilities, existing land uses and vegetation up stream and down stream, soil types, and other pertinent information.
  - 4) Profile showing the slope of the bottom of the channel or flow line of the stream or river, if requested.
- e) ~~Specifications on building construction and materials, flood proofing, filling, dredging, grading, channel improvement, storage of materials, water supply and sanitary facilities.~~

.03 APPEAL PROVISION FOR INTERPRETATION OF BOUNDARIES

IN THE EVENT OF AN APPARENT CONFLICT BETWEEN TECHNICALLY  
MAPPED BOUNDARIES AND ACTUAL SITE INVESTIGATIONS, THE  
APPROVAL AUTHORITY SHALL INTERPRET THE EXACT LOCATION OF  
THE FLOODWAY AND FLOODWAY FRINGE BOUNDARIES TO THE BEST  
OF THEIR ABILITY. ANY PERSON CONTESTING THE APPROVAL  
AUTHORITY'S INTERPRETATION SHALL BE GIVEN A REASONABLE  
OPPORTUNITY FOR APPEALS SUBJECT TO THE RULES AND REGUL-  
ATIONS OF THE NATIONAL FLOOD INSURANCE PROGRAM.

.04 Warning and Disclaimer of Liability

The degree of flood protection required by ~~the Flood  
Hazard District~~ THIS ORDINANCE is considered reasonable  
for regulatory purposes and is based on engineering and  
scientific methods of study. Larger floods may occur on  
rare occasions or the flood height may be increased by  
man-made or natural causes such as bridge openings restricted  
by debris. This ~~district~~ ORDINANCE does not imply that  
areas outside the FloodWAY Hazard-District AND FLOODWAY  
FRINGE boundaries or land use permitted within such ~~district~~  
BOUNDARIES will be free from flooding or flood damage. This  
section shall not create liability on the part of the City  
of Troutdale or any employee thereof for any flood damage



that results from reliance on this district or any administrative decision lawfully made thereunder.

#### 10.044 GENERAL-PROVISIONS LAND USE

##### .01 Uses Permitted - Floodway

- a) No uses shall be permitted in the FloodWAY way which would cause the level of a one hundred (100) year flood to be increased. Agricultural uses such as general farming; pasturing, outdoor plant nurseries, horticulture, truck farming or sod farming are permitted. Private and public recreational use such as picnic ground, boat ramps, parks, nature preserves, trails and parking areas are permitted.
- b) Any use allowed in the underlying district provided the use does not require structures, fill or storage of materials or equipment. No new structures are permitted in this area.

##### .02 Use Permitted - FloodWAY Fringe

- a) Any use which is permitted in the underlying district may be permitted in this area SUBJECT TO THE STANDARDS OF THE UNDERLYING DISTRICT AND PROVIDED THAT the use is adequately flood-proofed ACCORDING TO THE PROVISIONS UNDER SECTION 10.045. ~~This normally means that the lowest floor including the basement shall be two (2) feet above the elevation for a regulatory flood in the area. The following is a list of the measures which can be used to protect structures:~~

##### .05 Uses Permitted in Flood Hazard Area Without a Designated Flood Fringe and Flood Way.

~~The same restrictions which apply to development in the flood fringe shall apply. It shall be the developer's responsibility to prove that the proposed development can be constructed within the regulations of the flood fringe section of this ordinance, Section 10.043.04, without increasing significantly the hazard to property due to flooding.~~

- b) Any new uses or structures located in the THIS Flood Hazard District shall be required to obtain a permit APPROVAL from the City before construction is started or the use is begun.

#### 10.045 FLOOD-PROOFING STANDARDS

##### .01 STANDARDS

- a) FLOOD-PROOFING. ~~This~~ normally means that the lowest floor including the basement shall be two (2) feet above the elevation for a regulatory flood in the area. The following is a list of the measures which can

SHALL be used to protect structures. THIS LIST IS NOT EXHAUSTIVE AND A COMBINATION OF MEASURES MAY BE REQUIRED.

- 1) Anchorage to resist floatation and lateral movement.
  - 2) Installation of water-tight doors, bulkheads, and shutters.
  - 3) Reinforcement of walls to resist water pressures.
  - 4) Use of paints, membranes, or mortars to reduce seepage of water through walls.
  - 5) Addition of mass or weight to structures to resist floatation.
  - 6) Installation of pumps to lower water levels in structures.
  - 7) Construction of water supply and waste treatment systems to as to prevent the entrance of flood waters.
  - 8) Pumping facilities for subsurface external foundation wall or basement floor pressures.
  - 9) Construction to resist rupture or collapse caused by water pressure or floating debris.
  - 10) Cut-off valves on sewer lines or elimination of gravity flow basement drains.
  - 11) Elevation of structures and uses to above the regulatory flood protection elevation at the location of the proposed development.
  - 12) Requirements for construction of channel modification, dikes, levees and other protective measures.
  - 13) THE PRIMARY ACCESS TO ANY STRUCTURE INTENDED TO BE USED ON A YEAR-ROUND BASIS\*SHALL BE SITUATED TWO (2) FEET ABOVE THE ELEVATION FOR A REGULATORY FLOOD IN THE AREA. \*for human occupancy
- b) ~~The Planning Commission may require specific types of flood protection for a structure.~~
- e) ~~Every person who wishes to build in the flood fringe shall submit a detailed plan showing how the flood proofing is to be achieved.~~
- b) Any fill or materials deposited in the flood fringe shall be shown to be adequate to fulfill the proposed purpose without intruding into the floodway. Such fill or other materials shall be protected against erosion

by rip-rap, vegetative cover or bulkheading. The fill shall extend a minimum of fifteen (15) feet beyond the limits of any structure or building erected thereon.

- c) ~~Structures-on-the-filled-areas-shall-be-constructed in-such-a-manner-as-to-insure-that-the-lowest-floor is-two-(2)-feet-above-the-regulatory-flood-elevation.~~ Structures, if permitted, shall be constructed and placed on a building site in such a manner as to offer a minimum of obstruction to the flow of flood water.

## .02 SUBMISSION REQUIREMENTS

Specifications SHALL BE PROVIDED BY THE APPLICANT on building construction and materials, flood proofing, filling, dredging, grading, channel improvement, storage of materials, water supply and sanitary facilities, TO DEMONSTRATE THAT FLOOD-PROOFING STANDARDS ARE MET.

## 10.046 APPROVAL PROCEDURE

### .01 PLANNING COMMISSION PROCEDURE

- a) THE PLANNING COMMISSION SHALL APPROVE NEW DEVELOPMENT IN THE FLOOD PLAIN PHYSICAL CONSTRAINT DISTRICT IF THE PROPOSED USE OR STRUCTURE MEETS ALL OF THESE CONDITIONS:
- 1) THAT FLOOD-PROOFING STANDARDS ARE MET AS UNDER SECTION 10.045;
  - 2) THAT IT IS IN COMPLIANCE WITH THE COMPREHENSIVE PLAN AND STATE LAND USE GOALS.
- b) ON APPROVAL OF PROPOSED USE OR STRUCTURE, THE PLANNING COMMISSION SHALL RECOMMEND TO THE CITY COUNCIL DESIGNATION OF THE LAND AS FLOOD PLAIN PHYSICAL CONSTRAINT DISTRICT WITH SPECIFIC DESIGN REQUIREMENTS.

~~.03 The-Planning-Commission-shall-determine-whether-the-proposed use-is-located-within-the-Flood-Hazard-area;-determine-the specific-flood-hazard-at-the-site-and-shall-evaluate-the suitability-of-the-proposed-use-in-relation-to-the-Flood Hazard.--The-decision-of-the-Commission-shall-be-based-on-the following-factors:~~

- ~~a) The-danger-of-life-and-property-due-to-increased-flood heights-or-velocities-caused-by-encroachments.~~
- ~~b) The-danger-that-materials-may-be-swept-onto-other-lands or-downstream-to-the-injury-of-others.~~
- ~~c) The-proposed-water-supply-and-sanitation-systems-and-the ability-of-these-systems-to-prevent-disease,-contamination and-unsanitary-conditions-~~

- d) ~~The-susceptability-of-the-proposed-facility-and-its contents-to-flood-damage-and-the-effect-of-such-damage on-the-individual-owner.~~
- e) ~~The-importance-of-the-services-provided-by-the-proposed facility-to-the-community.~~
- f) ~~The-requirements-of-the-facility-for-a-waterfront-location.~~
- g) ~~The-availability-of-alternative-locations-not-subject-to-flooding-for-the-proposed-use.~~
- h) ~~The-compatibility-of-the-proposed-use-with-existing development-and-development-anticipated-in-the-foreseeable future.~~
- i) ~~The-relationship-of-the-proposed-use-to-the-Comprehensive Plan-and-flood-plain-management-program-for-the-area.~~
- j) ~~The-safety-of-access-to-property-in-times-of-flood-for ordinary-and-emergency-vehicles.~~
- k) ~~The-expected-heights,-velocity,-duration,-rate-of-rise and-sediment-transport-of-flood-waters-expected-at-the-site.~~
- l) ~~Such-other-factors-which-are-relevant-to-the-purposes-of this-ordinance.~~

.02 CITY COUNCIL PROCEDURE

THE CITY COUNCIL SHALL APPROVE THE PLANNING COMMISSION'S RECOMMENDATION WHEN THERE IS A FINDING THAT THE FOLLOWING CONDITIONS EXIST:

- a) THAT THE PROPOSED USE OR STRUCTURE IS LOCATED WITHIN THE FLOODWAY AND FLOODWAY FRINGE BOUNDARIES OF BEAVERCREEK, SANDY RIVER AND ARATA CREEK;
- b) THAT ADEQUATE FLOOD-PROOFING MEASURES ARE UTILIZED.



- c. The Sandy River Dike will be developed as a greenway/-pedestrian trail from Depot Park to Bluelake Park.

D. MINI-PARKS:

Mini-parks or tot-lots (i.e., parks less than two (2) acres) will only be accepted where there is clearly a need for such development in the area. These parks will be developed as part of a Planned Development, and will generally be privately maintained.

E. JOINT USE OF FACILITIES:

1. The City will encourage the joint use of park and school facilities by locating such sites next to one another.
2. The City will cooperate closely with Reynolds School District, Mount Hood Community College, Multnomah County and other agencies on the joint use of facilities.
3. Public facilities, including public buildings, should be adapted for multiple-use and construction of duplicate or similar facilities should be avoided.
4. The City will encourage owners of non-public property (churches, etc.) to make their facilities available for public use.
5. As new industries open in Troutdale they will be encouraged to provide recreational facilities for their own employees.

6. ~~The City will encourage the joint use of facilities by locating such sites next to one another.~~

F. PRIVATE AND QUASI-PUBLIC RECREATIONAL FACILITIES:

1. The City will encourage quasi-public organizations, such as YWCA, YMCA, Boy Scouts, Campfire Girls, 4-H, and Little Leagues to establish and operate recreational facilities and programs.
2. The City will discourage the establishment of private neighborhood parks. All neighborhood parks should be publicly owned and maintained.

G. PLAYGROUND EQUIPMENT:

1. The City will use primarily natural materials such as wood, rock, and sand in the design and construction of the

~~POLICY AREA~~

6.01.00 TITLE: AGRICULTURAL, CONSERVATION, OPEN SPACE.

6.02.00 DESCRIPTION AND USES PERMITTED:

This is a policy area designed to:

- .01 Preserve large tracts of land, some of which are currently outside the corporate limits of Troutdale, that are in the flood plain and not protected by a dike or levee. Some of this land may also have agricultural or grazing value.
- .02 Limit development or re-development of smaller tracts of land, some of which are outside the corporate limits of Troutdale, which act accumulatively as agricultural, natural, conservation, or community service (parks, recreational) areas.
- .03 Protect flood plain areas around creeks.
- .04 Preserve steep topographic canyons and areas associated with creeks (Beaver Creek Canyon) and rivers (Sandy River); control water runoff and erosion; and preserve tree cover.
- .05 Preserve approach and fly-over areas around airports.
- .06 Protect, preserve, and moderate use of identified areas of significant natural resource, including fish and wildlife, mineral and aggregate resource, wetlands and groundwater.
- .07 Uses permitted and anticipated in this policy area are:
  - .07.1 Community service:

Parks, recreation areas (golf course, etc.) and passively used open space areas.

Other community service uses as may be approved by the City via the Community Service District of the Zoning Ordinance.
  - .07.2 Agricultural: farming, grazing, community gardens, whether publicly or privately owned.
  - .07.3 Residential as incidental and attendant to either farming or community service uses outlined herein.
  - .07.4 Aggregate resource subject to State and Federal environmental standards.

**6.03.00     ANTICIPATED ZONING:**

Zoning anticipated in this policy area to permit the use cited are:

- .01     MUA 20 - Multiple use agriculture (Multnomah County zoning designation).
- .02     UF 20 - Urban future (Multnomah County zoning designation).
- .03     S-R - The lowest density single-family zone (one single-family dwelling unit per ten acres) intended to hold land in low intensity use.
- .04     CS - The basic public and key facilities zone may be used to provide space for health, education, recreation, safety and social service facilities. These facilities need not be funded solely by local funds.
- .05     AR - a basic overlay mineral and aggregate resource zone which is intended to mitigate against the impact of the interim extraction use and requires a reclamation plan for the renovation of the extraction site to allow for the ultimate land use.

**6.04.00     GENERAL CRITERIA FOR APPROVABILITY:**

The City shall use the following criteria for evaluating any specific use proposal's conformance to the Comprehensive Plan and use permitted under Section 6.02.00.

- .01     Determination by the City that the use, as substantiated by the applicant, is a use consistent with the intent of this Policy Area and Plan.
- .02     Determination by the City that the use can be accommodated on the site without:
  - a)     Unduly compromising the quality or character of the area by destruction of land, water, air or vegetative resources;
  - b)     Creating an extension of public facilities/services (sewer, water, etc.) into this Policy Area in a manner and capacity that would stimulate pressure for additional non-agricultural/open space uses.
  - c)     That all applicable local, state, and federal air and water quality standards can be met.



- d) The runoff generated from any future development can be accommodated without causing damage to down gradient properties.

#### 6.05.00 DESIGN STANDARDS:

The following design standards shall apply to all use proposals in this area:

- .01 Preservation of trees - During the development of any site, no more than 40% of the existing trees, 6 inch caliper or larger, shall be removed from any site without specific approval by the City. Removal of existing trees shall require replacement trees, of a specie, number, and location approved by the City, to be installed at time of development.
- .02 Limitations on grading/cut and fill - No site preparation for building or road construction shall encroach on areas of steep topography (30% or greater) nor cause a cut or fill in excess of 3 feet, except for basement construction, unless specifically approved and accepted by the City. No cut and fill outside of building perimeters shall disturb or cover existing tree root areas.
- .03 Signs
  - .03.1 No off-site advertising signs are permitted in this Policy Area (i.e., no signs advertising services or products offered or available off-site are permitted).
  - .03.2 Signs directing traffic, (entry and exit) may be approved by the City but should be no larger than 4 square feet nor taller than 6 feet.
  - .03.3 Identification signs may be permitted on buildings in this district provided such signs are attached to the building and do not project above the basic roof or eave line of the building or project more than 18 inches from the face of the exterior wall of the building.
- .04 Landscaping
  - .04.1 A minimum of 20% of any specific site area shall be landscaped, exclusive of the yard area required in Section 6.05.06 and any landscaped area in a parking lot.
  - .04.2 All community service buildings shall have a minimum of 5 feet of landscaping between the exterior walls and any

paved or parking areas, exclusive of paved pedestrian entranceways. Such landscaping shall include ground covers, shrubs, and decorative or ornamental trees. All automobile parking areas shall be separated into bays of no more than 20 vehicles with an intervening planter. Such intervening planter shall be a minimum of 5 feet wide and 17 feet long. These standards shall provide a minimum of 200 square feet of planting per 20 cars within the parking area. Each parking planter shall have a minimum of one major structural tree and appropriate ground cover.

- .05 Greenway and floodway areas diagrammed on the Plan map are intended to represent the abrupt and noticeable changes in slope that mark the edge of Beaver Creek Canyon, the Sandy River, and Arata Creek. Specific determination of these lines or boundaries shall be made at the time of development proposal for the respective properties based on topographic maps, field survey, and actual site investigation.

New development, expansion of existing development, or resubdivision shall be permitted in greenway and floodplain areas, subject to the following guidelines.

In determining whether uses or development in designated greenway or floodway areas will be allowed, or to what extent, the City shall use the following guidelines:

- 1) Residential uses shall be permitted on those lands which have already received preliminary plat approval for such uses prior to the adoption of this Plan, provided that either City services (sewer and water) are available or that water and sewer services which meet D.E.Q. standards can be accommodated on the site, and that no development will occur on 30 percent slope or greater or be situated within a floodway (Beaver Creek, Sandy River, Arata Creek). The development of these lots shall meet the design standards of Section 6.05.00.
- 2) No new subdivision or partitions of land or resubdivision of existing development shall be approved by the City in areas designated greenway or floodway when one of the following conditions exist:
  - a) The slope of the land (topography) is 30% or greater;
  - b) The property cannot be served by municipal sewer and water;

- c) The property cannot be served by a publicly dedicated street or roadway with a right-of-way width and street improvement standard acceptable to the City;
  - d) The grading and site preparation cannot be accomplished without encroaching on ground slope of 30% or more and without creating a cut or fill in excess of 3 feet except for basement construction unless specifically approved by the City;
  - e) The property is situated in the floodway of the Beaver Creek Canyon, Sandy River and Arata Creek.
- 3) No new subdivision or partitions of land, or resubdivision of existing development shall be approved on constrained land (i.e., land situated on 15 to 30% slope or within the floodway fringe of Beaver Creek Canyon, the Sandy River or Arata Creek) unless the most responsible design, management and construction techniques are employed to minimize hazardous conditions. The density allowed normally will be reduced on property situated on steep slopes (slopes between 15 to 30%) as per the standards of the City Zoning Ordinance. The type of construction allowed in the floodway fringe areas of Beaver Creek Canyon, the Sandy River, and Arata Creek shall be governed by the standards of the HUD Flood Insurance Program, the Uniform Building Code, and the City Zoning Ordinance.
- .06 Yards - All community service uses fronting on a public street shall have a landscaped front yard of at least 20 feet in depth from the front property line to the nearest parking or building improvement. Such landscaped yard area shall be planted with a minimum of one major structural specie tree (18 inches or greater trunk caliper or 50 feet or greater in height at maturity) spaced a maximum of 30 feet apart. The remaining yard ground area shall be planted with low maintenance ground covers (Knick-a-Knick, Hahn's Ivy, Oregon Grape, Juniper, etc.). Actual tree and ground cover specie are subject to City approval.
- .07 Access - Front yards, as required by Section 6.05.06, should be penetrated by no more than one 45 feet wide maximum curb-cut driveway per 150 feet of street frontage.
- .08 Areas designated as "historical" or "design review" areas on the Plan map shall be subject to design review prior to

issuing building permits in order to preserve the history and character of the area. The City may elect to condition zone changes to preserve historical sites or objects. The City may attach such design approval conditions concerning building character, color, materials, signing, and landscaping as deemed necessary to accomplish this objective.

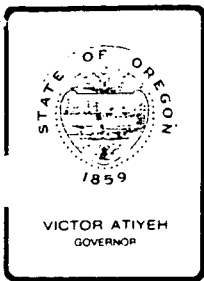
- .09 Aggregate Resource Extraction - All operations shall be subject to appropriate State Lands and Geology regulations and all other applicable State, Federal and local regulations. Buffers (visual and otherwise) shall be provided to protect uses on adjacent lands.

# **AGENCY WORK PROGRAMS**

## AGENCY WORK PROGRAMS

The subsequent work programs have been prepared by relevant governmental agencies involved in development of the 40 Mile Loop. Governmental involvement and development efforts are guided by these plans.

Coordination and implementation of the work plans related to the loop master plan are explained in the preceeding section on Implementation.



*Department of Transportation*

**PARKS AND RECREATION DIVISION**

525 TRADE STREET S.E., SALEM, OREGON 97310

December 7, 1981

Mr. Stephen V. O'Brien, President  
40-Mile Loop Land Trust  
Jackson Tower, Suite 1200  
806 SW Broadway  
Portland, OR 97205

Dear Steve,

Enclosed is a copy of the State Parks and Recreation Division 40 Mile Loop Work Plan for 1982. We are hopeful that we can accomplish most of these items during the next year.

We will be interested to see how our proposals fit into the overall "big picture" for the 40 Mile Loop, and will look forward to meeting with you and other committee members on January 12, 1982 to compare notes.

Happy holidays.

Sincerely,

Dave Talbot  
State Park Administrator

DT:as

Encls.

cc: Frank Stiles  
Jack Remington  
Mel Stout

40 MILE LOOP WORK PROGRAM  
OREGON STATE PARKS AND RECREATION DIVISION  
1982

The State Parks and Recreation Division is strongly supportive of the concept of the 40 mile loop. It is felt that this old but recently-revived idea will be a major contribution to the recreational opportunities of the Portland metropolitan area, particularly during this period when energy-efficient activities are becoming increasingly popular.

In keeping with the interagency interest in this program, the State Parks Division is anxious to contribute to the ultimate completion of the 40 mile loop as time and resources permit. We believe that our main interests lie in providing a connecting trail from Tryon Creek State Park to connect with the primary 40 mile loop route at the Sellwood Bridge, and that section of the loop from the Sellwood Bridge to the Wildwood Trail near the Zoo, OMSI, and Western Forestry Center.

Accordingly, the State Parks and Recreation Division proposes to undertake the following activities relating to the 40 mile loop during 1982:

1. Review previous studies of the 40 mile loop with particular interest in the Tryon Creek-Sellwood Bridge-Zoo Section.
2. Re-establish contact with Lewis and Clark College and Riverview Cemetery for permission to conduct preliminary trail location investigations on their respective properties.
3. If permission is forthcoming, undertake a trail location survey of the most desirable and/or feasible route from Tryon Creek to Macadam (Riverside) Avenue.
4. Attempt to negotiate trail easements through the Lewis and Clark and Riverview Cemetery properties.
5. Conduct preliminary negotiations with the State Highway Division for



a crossing (e.g., pedestrian-actuated stop light and marked crosswalk) of Macadam Avenue. Also investigate possible sources of funds (e.g., Federal Highway funds) for construction of a pedestrian overpass (1978 estimated cost - \$75,000; probably in the vicinity of \$100,000 or more now.)

6. If an easement or other approval for trail location is gained from Lewis and Clark College and Riverview Cemetery, investigate possible sources of funds for trail construction (e.g., federal funds, state funds in the form of a decision package for the 1983-85 budget). Also consider the feasibility of using volunteers, youth corps programs, etc., for trail construction work.

7. Update ownership and acquisition and development cost information in the feasibility study for the segment of the 40 mile loop from the Sellwood Bridge to Forest Park.

8. Field check the proposed route from the Sellwood Bridge to Forest Park; work with city park planners in determining the final location of this segment of the 40 mile loop.



December 8, 1981

JOHN C. MCINTYRE      THOMAS J. VANDERZANDEN  
Director                  Project Development Director  
WINSTON W. KURTH      DAVID R. SEIGNEUR  
Deputy Director          Development Agency Director  
BENJAMIN R. RAINBOLT  
Administrative Services Director

Steve O'Brien  
40-Mile Loop Land Trust  
Jackson Tower, Suite 1200  
806 SW Broadway  
Portland, OR 97205

Dear Steve:

In response to your request to submit a work program, I must say that Clackamas County has no work program or definite plans to do any work on the 40-mile loop in the coming year.

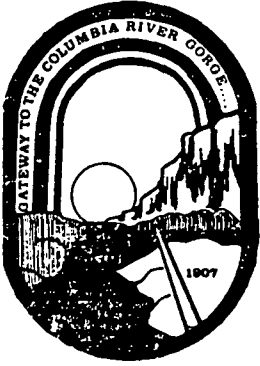
At some time in the more distant future the County might develop a bike path along Johnson Creek Blvd., with a possible connection to the I-205 bike path.

Sincerely,

CARL WILSON, Planner  
Policy & Project Development Division

CW:bf





# City of Troutdale

104 Kibling Street (503)665-5175  
Troutdale, Oregon 97060

December 1, 1981

Steve O'Brien, President  
40-Mile Loop Land Trust  
Jackson Tower, Suite 1200  
806 S.W. Broadway  
Portland, OR 97205

Dear Mr. Brien:

The City of Troutdale's work program for the next twelve months, as regards the 40-Mile Loop, follows:

1. Participate with other agencies in coordinating efforts in regards to the 40-Mile Loop.
2. Publish information regarding the 40-Mile Loop in the City of Troutdale Newsletter. Provide 40-Mile Loop brochures to the public from Troutdale City Hall.
3. Maintain BeaverCreek Canyon trail system.
4. Monitor further development along BeaverCreek Canyon as it applies to trail access.
5. Include input into the Downtown Plan regarding a bicycle lane from the Columbia Highway and Graham Road intersection to the existing State of Oregon bicycle lane beginning on Columbia Highway near Troutdale City Hall (approximately 5 blocks in length).
6. Explore future possibilities for funding long term engineering, designing, construction, and maintenance costs for trails and bikeways included in the 40-Mile Loop.

If you require further information, please contact Valerie Lantz at 665-5175.

Sincerely,

CITY OF TROUTDALE

Valerie Lantz  
Park Foreman



DEPARTMENT OF THE ARMY  
PORTLAND DISTRICT, CORPS OF ENGINEERS  
P. O. BOX 2946  
PORTLAND, OREGON 97208

NPPEN-PL-NR

11 December 1981

Mr. Stephen V. O'Brien  
President  
40-Mile Loop Land Trust  
Jackson Tower, Suite 1200  
806 S.W. Broadway  
Portland, OR 97205

Dear Mr. O'Brien:

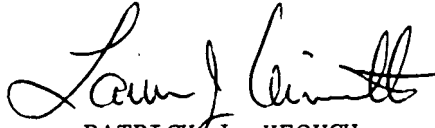
Thank you for your letter of 1 December regarding the 40-mile loop. We appreciate your interest in Corps projects related to the 40-mile loop.

This year the Rivergate-North Portland flood control study (Columbia Slough) is unfunded, and funding for Johnson Creek is minimal and would preclude any intensive participation by our staff in your program. However, we could provide your organization with existing information. This includes:

- a. aerial photographs,
- b. topographic maps, and
- c. technical advice.

Mr. Chuck Mason of our Natural Resources Section will serve as the contact person for information requests from your organization.

Sincerely,

  
PATRICK J. KEOUGH  
Chief, Planning Branch

Portland Park Bureau  
Current 40 Mile Loop Work Tasks

Contact persons: Marlene Salon 248-4526  
John Sewell 248-4324  
Address: Planning & Development Division  
Bureau of Parks and Recreation  
409 SW Ninth Ave.  
Portland, Oregon 97205

- I. Site Development Projects Along the Loop
  - A. Marquam Nature Park Orientation Center
- II. Site Specific Planning Projects along the Loop
  - A. Leach Garden Action Plan (SE 122nd & Johnson Creek)
  - B. Terwilliger Blvd. Corridor Study (Portland Planning Bureau)
  - C. Forest Park Management Plan 5-Year Update
- III. Acquisitions
  - A. Park Bureau will begin looking for land to solve parking deficiency at Leach.
  - B. Park Bureau will receive property leased at Rivergate Rock Quarry immediately, additional land at the site in a year or so.
  - C. Land Trust is negotiating acquisition of the Berg property for the City of Portland.
- IV. Comprehensive Planning
  - A. Outlined a general process for Comprehensive Loop Planning and identified additional staffing and resources required for undertaking the work. Fiscal year '82-'83 budget request will include an additional planning position to enable the bureau to begin working in this direction.
  - B. 5 year UPARR Recovery Action Program Plan (RAP Plan)
- V. Opportunities for trail Development Associated with Private Development Projects Along the Loop.
  - A. Columbia Edgewater Property Zone Change Applic.
- VI. Miscellaneous Current Projects
  - A. Updating Property Maps for the Western Section of the Columbia Slough (work study project)
  - B. U of Oregon Student Project (5th yr. landscape architecture program) Corridor Study examining potential linkages between Forest Park/Cathedral Bridge and the Columbia Slough.

VII. Proposed Future Projects for FY '82-'83

- A. Implementation of Leach Garden Action Plan.
- B. Delta Park Master Plan.
- C. Trail Development. Submitting a budget request to build  
1/2 mile of trail within the Columbia Slough section.

PROPOSED WORK PROGRAM

40-Mile Loop

I Information base

A. Develop land inventory of Loop corridor:

1. Location and present/proposed status of existing park sites and publicly-owned lands
  - a. critical and potentially critical areas
  - b. non-critical areas; school properties, water and fire district-owned, etc.
2. Prepare catalogue of privately-owned lands, both vacant and developed, to identify:
  - a. zoning/existing variances/development restrictions
  - b. ownership/history of use
  - c. accessible easements/potential for dedication of easements
3. Develop compendium of potential areas for easements, dedications, land donations, etc. owned or held by:
  - a. utility companies, traction companies, flood control districts, etc.
  - b. developers, commercial/industrial entities, private individuals
4. Identify priorities for access provision and/or acquisition; what is most important to do first

B. Designs and site plans

1. Conduct on-site visits to survey geography and determine most appropriate uses area by area (single activity versus multi-activity potential)
2. Develop designs and proposed work programs for following segments:
  - a. Mt. Hood Community College/Kelly Creek to Johnson Creek/with Gresham
  - b. Johnson Creek to Willamette River/with Gresham, Portland
3. Identify optional routes to areas which may prove unfeasible

6. Interface with private sector and public sector entities
- 
- B. Develop a citizen involvement process for Loop planning and implementation to accomodate various interest groups area by area to:
    1. Work with 40-Mile Loop Land Trust where desirable and applicable
    2. Provide input and work with staff to guide site specific planning and construction
    3. Coalesce community support on micro-level; spearheading community efforts and obtaining resources to carry out land acquisition and development
    4. Provide an arena within which private sector interests can be merged to achieve mutual results to benefit the public and the private sector

### III Governmental Role

- A. Work toward formal acknowledgement by all jurisdictions
  1. Political
  2. Citizen involvement/community support
- B. Interjurisdictional coordination; meet with representatives of affected jurisdictions to develop policies which can be used jointly by jurisdictions within Loop boundary in coordination with citizen advisory representatives to achieve:
  1. Cooperative planning;
    - a. commitment of resources
    - b. shared responsibilities in areas of contiguous boundaries
    - c. police, land use, parks, public information, etc.
  2. Mutual or complimentary land acquisition/access provision policies
    - a. quasi-judicial actions
    - b. development permits/design review
  2. Universal treatment of easements and dedications
    - a. protection of private property
    - b. owner input in design
    - c. assurances of maintenance



STATUS OF BIKEWAY FUND

(Multnomah County - 1% Statutory Allocation)

1980-81 Activity

REVENUE:

1981-82 estimated 1% allocation	\$ 67,000
1981-82 carry-over (1972-73 to present)	<u>380,000</u>
	447,000

OBLIGATIONS:

Estimated project carry-over

Blue Lake-Trousdale/BP (city limits to downtown)	\$ 35,000
N.E. 92nd Avenue/SW (Halsey to Thompson)	57,491
N.E. 201st/SW (Glisan to Halsey)	15,766
S.E. 91st Place/SW	4,000
S.W. Huber/SW	
S.W. Capital Highway/SW	34,413
S.W. Taylors Fry. Rd./SW	
	<hr/>
	\$146,670
Engineering and Administration (estimated at 15%)	<u>22,000</u>

Total estimated projects:	(\$168,670)
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Remaining Funds:	\$278,330
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PROPOSED EXPENDITURES:

40-Mile Loop Project	<u>50,650</u>
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REMAINING FUNDS:	<u><u>\$227,680</u></u>
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BP = Bike Path  
SW = Sidewalk



**METROPOLITAN SERVICE DISTRICT**

527 S.W. HALL ST., PORTLAND, OR. 97201, 503 221-1646

Rick Gustafson  
EXECUTIVE OFFICER

November 12, 1981

**Metro Council**

Jack Deines  
PRESIDING OFFICER  
DISTRICT 5

Betty Schedeen  
DEPUTY PRESIDING  
OFFICER  
DISTRICT 7

Bob Oleson  
DISTRICT 1

Charlie Williamson  
DISTRICT 2

Craig Berkman  
DISTRICT 3

Corky Kirkpatrick  
DISTRICT 4

Jane Rhodes  
DISTRICT 6

Ernie Bonner  
DISTRICT 8

Cindy Banzer  
DISTRICT 9

Bruce Ethinger  
DISTRICT 10

Marge Kaloury  
DISTRICT 11

Mike Burton  
DISTRICT 12

Mr. Steve O'Brian, Chairman  
40 Mile Loop Land Trust  
Jackson Tower, Suite 1200  
806 S.W. Broadway  
Portland, OR 97205

Dear Steve:

As requested I have enclosed a copy of Metro's workplan for the Johnson Creek Outreach Project which we discussed at the last Portland-Vancouver Area Park Steering Committee meeting. I will send you copies of the Johnson Creek brochure as soon as it is available.

If you require more information or assistance before our next meeting in January, please feel free to call me at 221-1646.

Sincerely,

John R. LaRiviere  
Senior Regional Planner

JRL:pd

Enclosure

WORK PLAN  
JOHNSON CREEK OUTREACH PROGRAM

INTRODUCTION:

Johnson Creek floods every year. This observation is recognized by most area residents. Yet, little agreement exists concerning what ought to be done about it. Rapid urbanization has dramatically changed the hydrology of the basin, leading to the suggestion that all residents of the drainage basin ought to be involved in any program devised to stop the flooding. Building in flood-prone areas is a gamble, and some basin residents feel that they should not be held responsible for other resident's judgment. Any proposed solution must have the support of a majority of area residents. Because this support or consensus has not been achieved in the past, Metro believes that a new beginning must be made.

GOAL:

Metro proposes that the question of what to do with Johnson Creek be addressed through a public outreach program. The goal of this project will be to arrive at a consensus about the future of the Creek that can be used to guide Metro involvement in the Creek basin in the future. To reach this goal, Metro will enter into a partnership with basin communities to define the issues and to seek solutions.

Metro also realizes that the issues in the Johnson Creek Basin are shared throughout the region. Johnson Creek is not the only flooding issue in the area. For this reason, this Outreach Program serves the dual purpose of acquainting Metro with ways to assist other communities in other basins with drainage management issues. This Outreach Program is, in fact, a prototype for Metro involvement in the broad area of drainage management. Project staff will continue to monitor drainage issues outside of the Johnson Creek Basin during the course of this project.

The Metro Council and Executive Officer will be kept fully informed of the progress of the Outreach Program, and will be approached for guidance and assistance throughout the duration of the project.

ASSUMPTIONS:

In approaching this project, it is assumed that:

1. The basin can be broken into several communities of interest;
2. Each community has its own issues and trends and perception of the Johnson Creek problem;

3. Each community, because of its location in the basin, intersects basin hydrological processes uniquely;
4. The task is to delineate the communities and to devise strategies for communicating with them and reaching consensus appropriate to their:
  - a. interests, issues and trends
  - b. perception of the Johnson Creek problem
  - c. perceptions of and involvement with basin hydrology;
5. The techniques and materials developed for the Johnson Creek Basin can and will be related to Metro's involvement with drainage regionwide.

**OBJECTIVES:**

This proposal describes activities envisioned during the first three months. The objectives for the first three months are:

1. To arrive at a definition for a basin-wide problem. Some say that the problem is flooding, others drainage and still others that there is no problem at all. Before an accepted planning effort can take place, an issue of basin-wide significance needs to be established, capable of uniting the various basin interests. Consensus here is key to any basin-wide program for flood control or drainage management.
2. To understand the character and needs of the various basin communities. It is safe to say that the concept of the Johnson Creek Basin is not shared by all residents. It is equally safe to say that all residents in the basin do not constitute a single community, having identical needs and concerns. Metro must gain an understanding of basin communities in order to effectively work with them in the partnership that we propose.
3. To more concretely develop project goals and to propose recommendations for proceeding. After this initial exploratory phase, Metro will be in a better position to determine how it might best contribute to the resolution of the drainage and flooding problems in the Johnson Creek basin.
4. To develop an on-going procedure for assessing drainage problems in the region. Metro's involvement in this Outreach Program will be the first step towards establishing a method for its involvement in other drainage management programs.

## TASKS:

In pursuit of these objectives, project staff will undertake the following tasks:

1. A list of key community leaders will be generated. A "key community leader" is someone capable of describing both community issues and trends as well as something about community structure. By understanding the structure of the community--its boundaries, the ways things get done, the ways that decisions are made--Metro will be better able to understand the effect of proposed creek programs on the people of the community. Key community leaders will be interviewed and asked about community issues and trends, whether people are aware of the creek, the basin, or its problems, to map basin communities and discuss how they might best be reached, and to indicate who else ought to be contacted.
2. Voluntary associations in the basin will be contacted and catalogued. One of the most time consuming, and often most fruitless, undertakings involves the creation of boards, committees, groups, etc., to serve as a major forum for public involvement. Because these boards exist apart from the existing fabric of social activity in the basin, and because they are rarely representative, they must be appointed very carefully and used appropriately. At this point, Metro does not have enough information about basin communities or issues to form such a board. However, there are numerous organizations in the basin, ranging from Cub Scout troops to service organizations, already in place and capable of serving as a sounding board for this project and creek planning issues. These voluntary associations offer an ongoing, established and supported forum for discussing community issues. Printed material will be collected from each organization, their boundaries and areas of interest will be mapped, meeting places and dates listed, and membership, activities and interests profiled. Leaders will be contacted and interviewed.
3. A Creek Use Profile will be constructed. Flooding and, especially, drainage are technical processes that represent aspects of the movement of water through the basin hydrologic system. The challenge to Metro is to find a relevant vehicle to communicate these processes to basin residents. One such vehicle is basin land use. Land use can be regarded as a synthesis of the capability of the natural environment for various land uses and the community and social structures evolved to take advantage of

that capability. By mapping basin land use, and interviewing basin residents by land use type, project staff will be able to determine the contacts between basin residents and basin hydrologic processes. Residents will be interviewed by land use type to determine land use issues and trends, to catalogue impervious area and to determine local mechanisms for guiding land use. This process will provide information that will serve as the basis for public education efforts directed at basin hydrology. It will also assist project staff in determining the level of awareness of basin hydrology among basin residents.

4. Project staff will serve as liaison between Metro and the Corps of Engineers as the Corps moves ahead with its planning.
5. Educational and information materials will be prepared as needed to facilitate discussion of the issues among a wide group of residents.
6. A system will be established to monitor drainage management issues and programs throughout the region. Johnson Creek does not pose the only drainage and flooding problem in the region. Undoubtedly, Metro will be called upon to consider problems in other drainage basins. Therefore, to facilitate the development of regionally applicable techniques for outreach Metro staff will actively research and monitor other drainage basins in the region as the Outreach Program progresses. An inventory of drainage problems and management proposals, and an information clearinghouse will be established.

#### RESULTS:

The result of these activities will be both an understanding of the issues, as perceived and accepted by the people of the basin, and an understanding of acceptable roles for Metro to assume towards addressing problems associated with Johnson Creek. In addition, this project will serve as a prototype for Metro involvement in drainage problems throughout the region. This project will be the first step towards building a partnership, between Metro and the communities of the region, capable of addressing and resolving drainage management issues.

#### STAFF:

The staff person assigned to this program, and responsible for its daily implementation, is Ethan Seltzer. His educational background includes a Master's degree in Regional Planning from the University of Pennsylvania. He is currently a candidate

for a Doctorate from the same institution. He most recently worked for the Oregon Environmental Council where, for the past year, he directed a statewide public education project aimed at establishing a drinking water monitoring program at the state level. This goal was achieved during the last session of the Legislature. In addition, he has worked as part of a team of consultants to the New Jersey Pinelands Planning Commission. The job involved profiling Southern New Jersey communities preparation for drawing them into the planning process. He has also worked for the Federal Railroad Administration as a program analyst and as a teaching fellow at the University of Pennsylvania.

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DEC 14 1981

*Department of Transportation*  
**PARKS AND RECREATION DIVISION**

525 TRADE STREET S.E., SALEM, OREGON 97310

December 7, 1981

Mr. Stephen V. O'Brien, President  
40-Mile Loop Land Trust  
Jackson Tower, Suite 1200  
806 SW Broadway  
Portland, OR 97205

Dear Steve,

Enclosed is a copy of the State Parks and Recreation Division 40 Mile Loop Work Plan for 1982. We are hopeful that we can accomplish most of these items during the next year.

We will be interested to see how our proposals fit into the overall "big picture" for the 40 Mile Loop, and will look forward to meeting with you and other committee members on January 12, 1982 to compare notes.

Happy holidays.

Sincerely,

Dave Talbot  
State Park Administrator

DT:as

Encls.

cc: Frank Stiles  
Jack Remington  
Mel Stout



40 MILE LOOP WORK PROGRAM  
OREGON STATE PARKS AND RECREATION DIVISION  
1982

The State Parks and Recreation Division is strongly supportive of the concept of the 40 mile loop. It is felt that this old but recently-revived idea will be a major contribution to the recreational opportunities of the Portland metropolitan area, particularly during this period when energy-efficient activities are becoming increasingly popular.

In keeping with the interagency interest in this program, the State Parks Division is anxious to contribute to the ultimate completion of the 40 mile loop as time and resources permit. We believe that our main interests lie in providing a connecting trail from Tryon Creek State Park to connect with the primary 40 mile loop route at the Sellwood Bridge, and that section of the loop from the Sellwood Bridge to the Wildwood Trail near the Zoo, OMSI, and Western Forestry Center.

Accordingly, the State Parks and Recreation Division proposes to undertake the following activities relating to the 40 mile loop during 1982:

1. Review previous studies of the 40 mile loop with particular interest in the Tryon Creek-Sellwood Bridge-Zoo Section.
2. Re-establish contact with Lewis and Clark College and Riverview Cemetery for permission to conduct preliminary trail location investigations on their respective properties.
3. If permission is forthcoming, undertake a trail location survey of the most desirable and/or feasible route from Tryon Creek to Macadam (Riverside) Avenue.
4. Attempt to negotiate trail easements through the Lewis and Clark and Riverview Cemetery properties.
5. Conduct preliminary negotiations with the State Highway Division for

a crossing (e.g., pedestrian-actuated stop light and marked crosswalk) of Macadam Avenue. Also investigate possible sources of funds (e.g., Federal Highway funds) for construction of a pedestrian overpass (1978 estimated cost - \$75,000; probably in the vicinity of \$100,000 or more now.)

6. If an easement or other approval for trail location is gained from Lewis and Clark College and Riverview Cemetery, investigate possible sources of funds for trail construction (e.g., federal funds, state funds in the form of a decision package for the 1983-85 budget). Also consider the feasibility of using volunteers, youth corps programs, etc., for trail construction work.

7. Update ownership and acquisition and development cost information in the feasibility study for the segment of the 40 mile loop from the Sellwood Bridge to Forest Park.

8. Field check the proposed route from the Sellwood Bridge to Forest Park; work with city park planners in determining the final location of this segment of the 40 mile loop.

**LOGO**

## LOGO

Following is the approved 40 Mile Loop Logo. It is to be used for identification and promotional purposes.

The logo represents an expanded circle or loop superimposed upon an expanded plain. Variations have included adding the words "open the loop" above the expanded circle during initial promotion. For the future development period "close the loop" may be appropriate for some applications as shown on the cover of the master plan.

# **ARTICLES OF INCORPORATION**

## ARTICLES OF INCORPORATION

The 40 Mile Loop Land Trust is the key coordination and promotion force behind development of the loop. The Trust became a non-profit corporation of the State of Oregon February 23, 1981. The following articles of incorporation detail its purposes, powers, restrictions, etc.

ARTICLES OF INCORPORATION

OF

THE 40-MILE LOOP LAND TRUST,  
A NONPROFIT CORPORATION

The below-named incorporators, each a natural person of the age of 18 years or more, for the purpose of forming a nonprofit corporation within the State of Oregon do hereby adopt, execute and verify in duplicate, the following Articles of Incorporation:

ARTICLE I.

The name of this corporation is the 40-Mile Loop Land Trust.

ARTICLE II.

The period of duration of the corporation shall be perpetual.

ARTICLE III.

PURPOSES

The purpose or purposes for which the corporation is organized are as follows:

1. To acquire, obtain, and/or sell or exchange real property or any interest therein and to receive gifts, legacies, and devises of real or personal property, and to use said property or proceeds thereof:
  - A. for providing future park lands and facilities for the 40-Mile Loop, a regional trail system;
  - B. for the protection of lands, including, but not limited to farm and timber lands, natural and wilderness areas, waterways, lakes and ponds in the Portland Metropolitan area;
  - C. for the setting aside of other lands in the Portland Metropolitan area necessary to assure present and future generations an adequate amount of open land on and near the proposed 40-Mile Loop Corridor, thus to provide a means for preserving such lands for recreation, exercise, education, research, sustenance, and preservation of these natural areas;

its corporate purposes;

3. To borrow money and issue bonds, debentures, notes other evidences of indebtedness, and to secure the payment or performance of its obligations by pledge, mortgage, transfer in trust or otherwise;
4. To make donations to any public bodies in Oregon for the public purpose of preserving land and other property for public parks and public recreation purposes.

#### ARTICLE V.

##### RESTRICTIONS

1. The Corporation is organized as a nonprofit corporation, without capital stock, pursuant to the Oregon Nonprofit Corporation Law. The Corporation is not organized for profit. No gains, profits or dividends shall be distributed to any private person and no part of the net earnings, funds, or assets of the Corporation shall inure to the benefit of any private person or individual, excepting public bodies in Oregon.
2. In the event of the dissolution of the corporation all of the assets of the corporation shall be distributed exclusively for the purposes of the corporation or to organizations which are exempt at the time of distribution under Section 501 (C) (3) of the Internal Revenue Code; provided, however, that until all indebtedness of the Corporation shall have been paid, such property and any net revenues therefrom may be used for the purpose of paying and retiring such indebtedness.
3. No member of the corporation shall derive any pecuniary gain or profit incidental or otherwise from the corporation or the operation thereof, except that the corporation shall be authorized and empowered to pay reasonable compensation for services rendered and to make payments and distributions in furtherance of the purposes set forth in Article III above.
4. No substantial part of the activities of the corporation shall consist of carrying on propaganda, nor shall it participate in, or intervene in, or publish or distribute statements concerning any political campaign on behalf of any



Malcolm J. Montague  
Jackson Tower, Suite 1200  
806 S.W. Broadway  
Portland, Oregon 97205

Stephen V. O'Brien  
2744 N. E. Bryce  
Portland, Oregon 97212

Dorothea M. Lensch  
2866 N.E. Alameda  
Portland, Oregon 97212

STATE OF OREGON                     )  
  :    ss.  
County of Multnomah             )

IN WITNESS WHEREOF, We the incorporators, declare that  
each of us has examined the foregoing and that to the best of  
our knowledge and belief it is true, correct, and complete.

DATED this 23rd day of February, 1981.

  
\_\_\_\_\_  
Incorporator

  
\_\_\_\_\_  
Incorporator

  
\_\_\_\_\_  
Incorporator

  
\_\_\_\_\_  
Incorporator

# **PROMOTION AND MARKETING PROGRAM**

## PROMOTION AND MARKETING PROGRAM

The following promotion and marketing program was prepared by a 40 Mile Loop Land Trust Committee. It offers summary suggestions that can be expanded into detailed programs and products.

## 40 MILE LOOP PROMOTION/MARKETING

### Goals

Increased General Awareness  
Increased Individual Support

### Means

Slide Show/Oral Presentation Tailored to Specific Audience  
Group Endorsements  
Group Participation  
Individual Solicitation  
    Via Group Presentation  
    Via Membership Solicitation Letter  
    Via Increased Opportunities for Individual Active Involvement  
Media Coverage

### Needed Materials

1. Slide Show
  - Additional Slides
    - Geographic Distribution
    - Interest Group Focus (native plants, jogging, etc.)
  - Adaptable Script - rather than canned cassette
  - Projector
  - Screen/Extension Cord/Adjustment Wedges
  - Other Visuals
    - Overall Map
    - Specific Maps for geographic interest group focus
  - Flyers/Brochures
    - 40 Mile Loop Brochures/Contribution Envelopes
    - Johnson Creek Flyer
    - Marquam Nature Park Flyer
    - Forest Park Flyer
    - Marquam Nature Park Planning Study
    - Columbia Slough Planning Study
  - Lists of Organizations, dates, contact persons, telephones, locations
    - Civic Groups
      - Rotary
      - Soroptimists
      - Chamber of Commerce, etc.
    - Interest Groups
      - Native Plant Society of Oregon
      - Audobon Society
      - Road Runners, Cyclists, Medical School Auxiliary, etc.

Speakers: General and Target  
Civic Groups  
Environmental Organizations  
Women's Organizations  
Men's Groups  
Professional Societies

## 2. Media and Potential Contributors

One Page Synopsis/Loop and Trust: Who, What, Where, Why, When.  
One Page Roster  
Public Agencies - liason  
Trust - Officers/list of Backers/liason or contact persons  
Press Release  
Annual Meeting: Elected Officers, Purpose and Progress of Organizations  
Letterhead  
Coverletter/telephone and address for question/replies  
Back-up Materials:  
Mini-package  
Index to file for more extensive requests to photocopy  
News Clips  
Comprehensive Plan Provision  
Accomplished Acquisition Inventory  
Public Lands/Easements/Open Space  
e.g. Willamette Greenway, Powell Butte, Bikeways etc.  
Uses/Needs/Interests Served Inventory  
Current Status  
Immediate and Long-Term Projects  
List of Media and Contact persons  
Newspapers  
Magazines  
Television  
Radio

# **SIGNING PROGRAM**

## SIGNING PROGRAM

The following signing plan for the 40 Mile Loop was prepared by Multnomah County Staff. It has been approved by the 40 Mile Loop Land Trust and recommended to be a part of the 40 Mile Loop Master Plan.

## 40 MILE LOOP TRAIL NETWORK

### SIGNING PLAN GUIDELINES

#### INTRODUCTION

In 1981, a competition was held to select a symbol and sign design to represent the 40 Mile Loop Trail Network. The competition was publicized, and graphic artists in the Portland metropolitan area were invited to submit work for the design competition sponsored by the 40 Mile Loop Land Trust, Multnomah County and the cities of Portland, Gresham and Troutdale.

On October 22, representatives from the Land Trust and each jurisdiction selected a design to be used as the official logo for the 40 Mile Loop. The logo has been prepared as a sign to be placed to identify completed segments of the trail system.

#### PURPOSE

The 40 Mile Loop is an interjurisdictional effort. It is envisioned as a system of trails that will connect parks and scenic areas in four different jurisdictions. In order that the public recognize, locate and utilize the 40 Mile Loop trail network, a standardized element is needed to mark trail segments.

It is necessary to have a universal symbol as well as a standardized sign type and placement plan. Since only a portion of the network is completed, this placement plan will serve as a guideline for sign placement. As segments of the 40 Mile Loop are completed, it will be necessary for an individual detached signing plan to be prepared. If these guidelines are utilized by the local jurisdictions, then many of the preliminary sign placement questions can be answered, and consistency in sign placement will result.

Should the local jurisdiction choose to follow this plan, the following definitions apply:

1. SHALL - A mandatory condition. Where certain requirements in the design or application of the device are described with the "shall" stipulation, it is mandatory that these requirements be met.
2. SHOULD - An advisory condition. Where the word "should" is used, it is considered advisable usage, recommended, but not mandatory.



## SIGN DETAILS

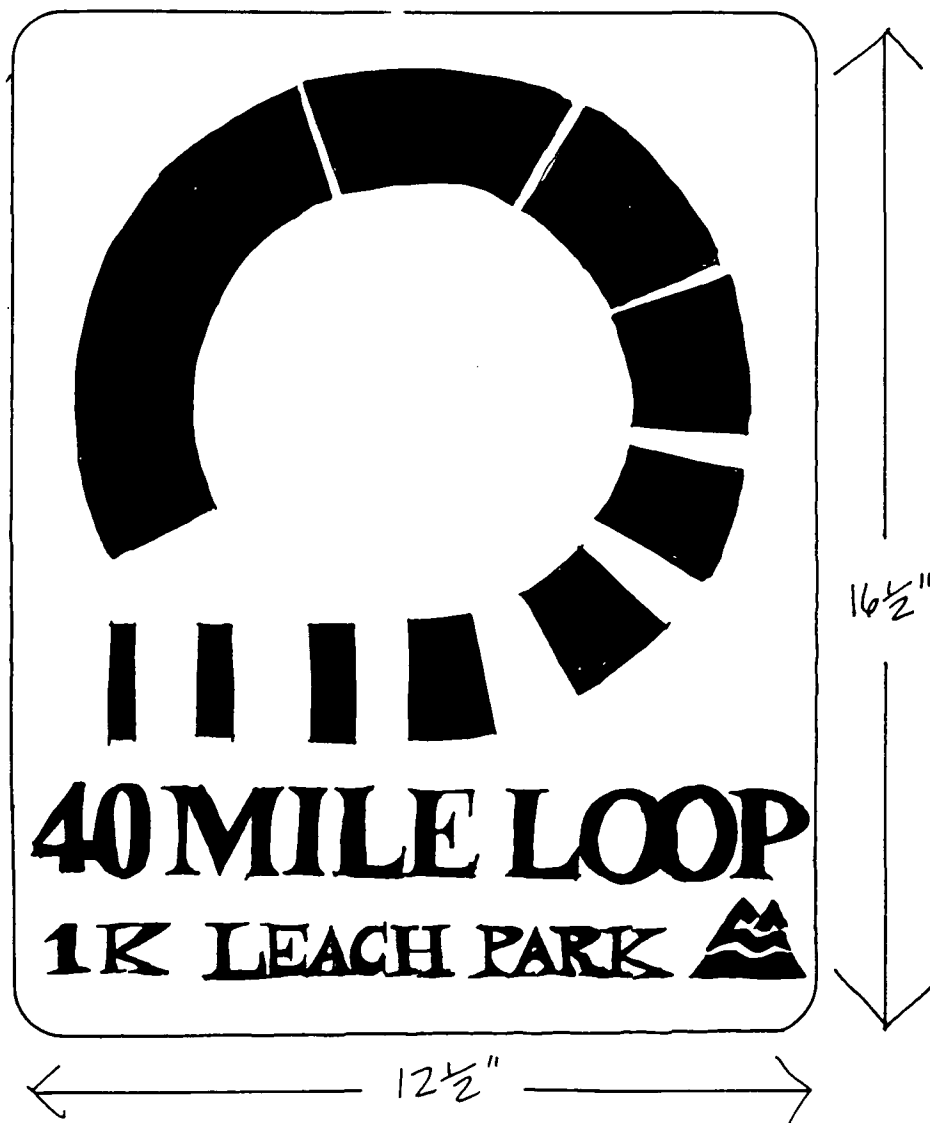
- Size:** The sign shall be constructed of 1/2" overlay high density plywood. It shall have rounded edges as specified by the Manual on Uniform Traffic Control Devices. The sign shall be 12-1/2 x 16-1/2 inches and placed according to the placement guidelines. Additional signs may be reduced in size if deemed necessary to reduce visual clutter. Such a decision is at the discretion of the jurisdiction.
- Color:** The colors of the sign shall be silk screened over white reflective Scotchlite, 1/4 inches from the edge. This will provide a 1/4 inch border of reflective material. The words "40 Mile Loop" shall be cut out of the silk screen to allow reflective Scotchlite as the lettering. The background color shall be Pacific Coast green, F.5302, silk screened over the logo color, Pacific Coast tan, F.5305.
- Information:** The sign shall say "40 Mile Loop" in Times Bold. There shall be a space at the bottom of the sign, should any of the following additional information appear:
1. Jurisdiction logo. Each jurisdiction may identify its portion of the Loop with its own logo.
  2. Destination markers. To identify points of interest and/or distance to points at major decision-making points, the sign may include distance and name of next park, activity center or scenic area.
  3. A distance figure in kilometers (one kilometer = .62 miles). A jurisdiction may choose to make a segment with distance figures so that anyone using the trail will be able to gauge the distance that he or she travels. Each kilometer will be marked on the sign 1K, 2K, 3K, 4K, etc.
  4. Trail Type. Since the 40 Mile Loop Trail Network is a combination of hiking, jogging, bicycling and equestrian trails, it may be necessary at a major decision point to indicate trail type, i.e., hiking only, etc.

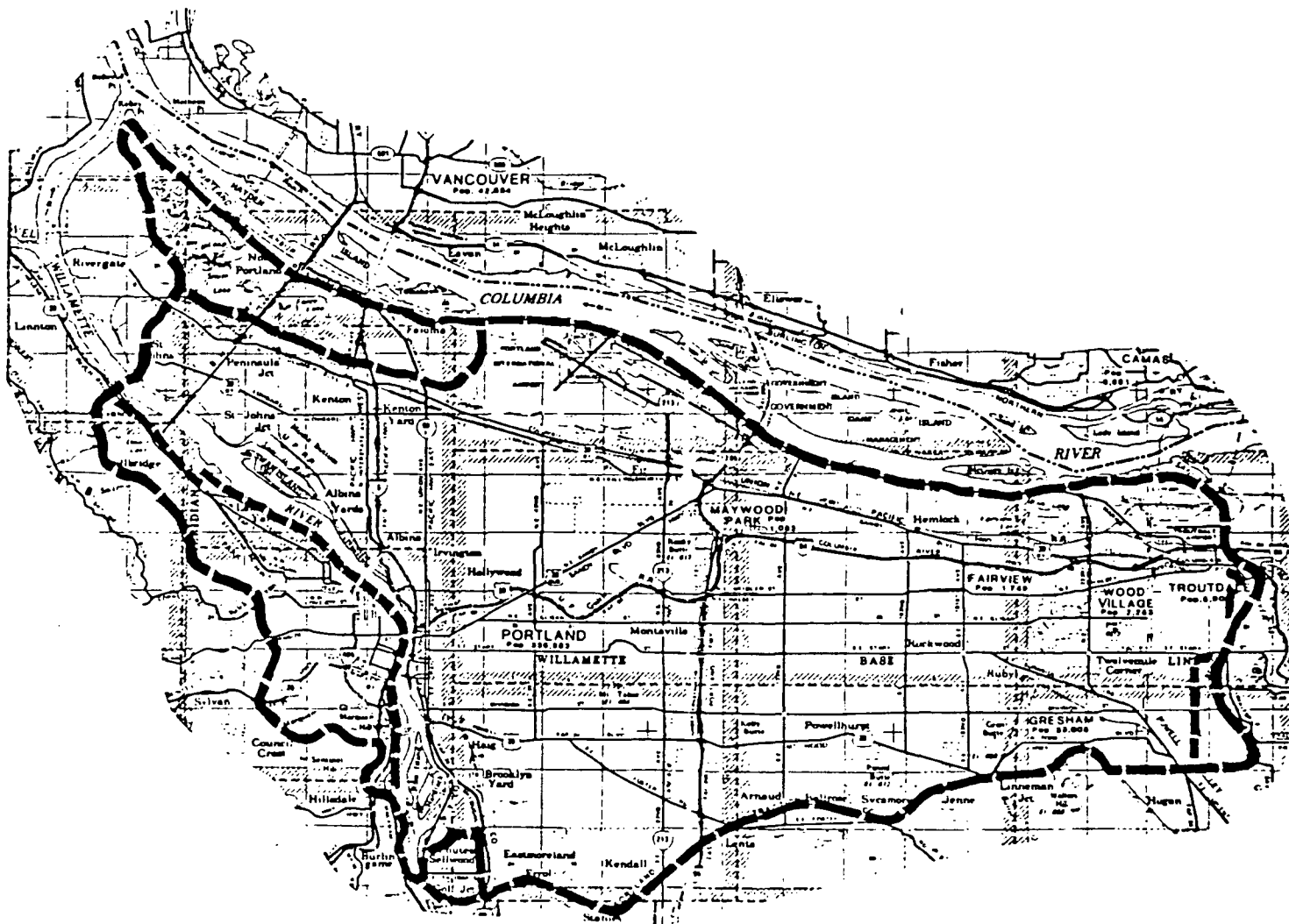
## SIGN PLACEMENT

As construction plans are prepared for segments of the 40 Mile Loop, a sign placement plan should be included in the package. The 40 Mile Loop signs shall be placed to direct trail users. The master plan identifies two trail types for signing, i.e., hiking and bicycling and bicycling only. (Refer to Map 1)

The following placement guidelines are applicable to both types except where otherwise noted.

40 Mile Loop signs should be placed at each trail head and decision point. If the decision point coincides with a major park, scenic area or connecting trail (Refer to maps and illustration 2 & 3), the distance to the point of interest shall be marked in kilometers.



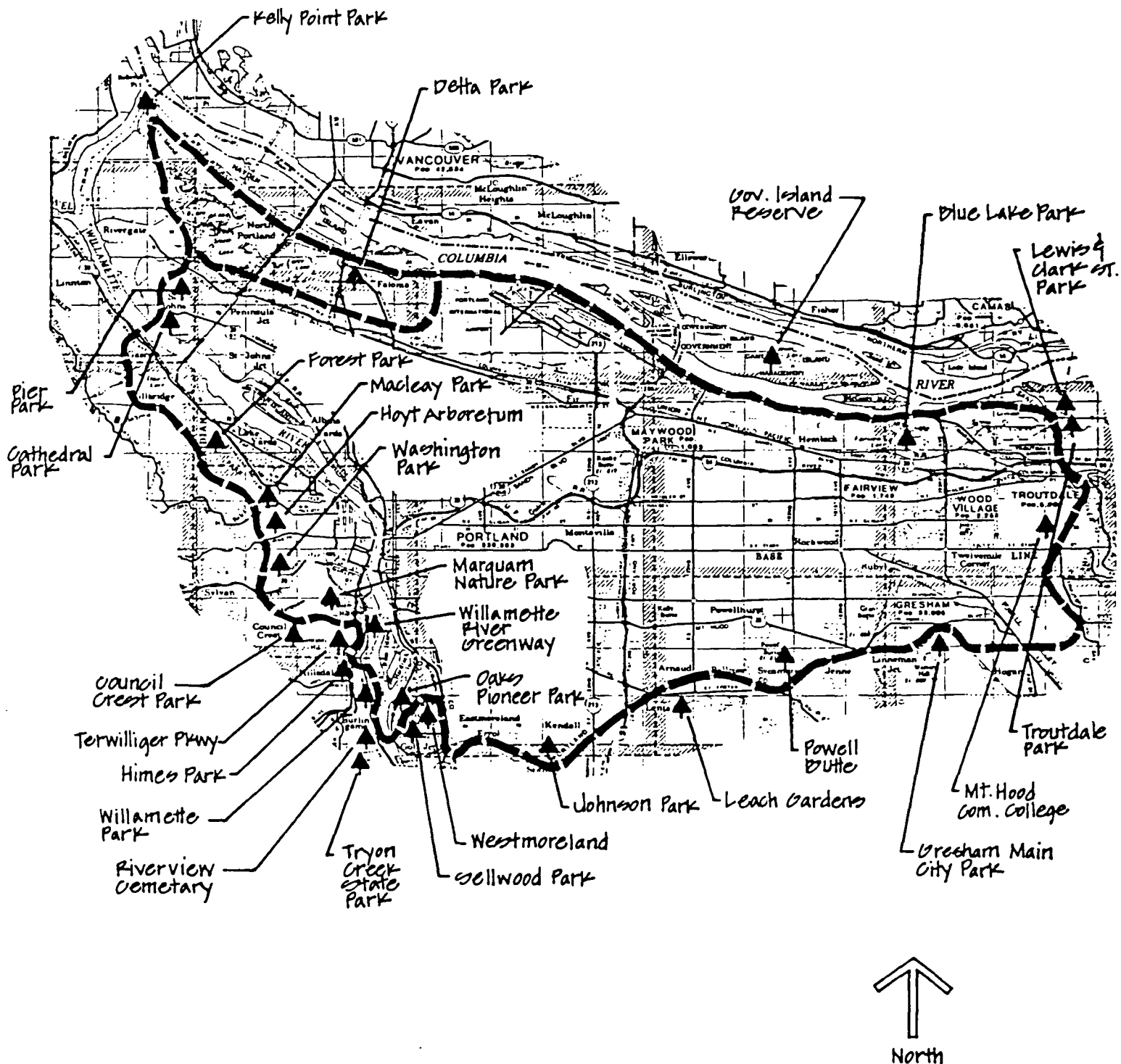


- Hiking and or Bicycle Trail
- Bicycle Trail Only



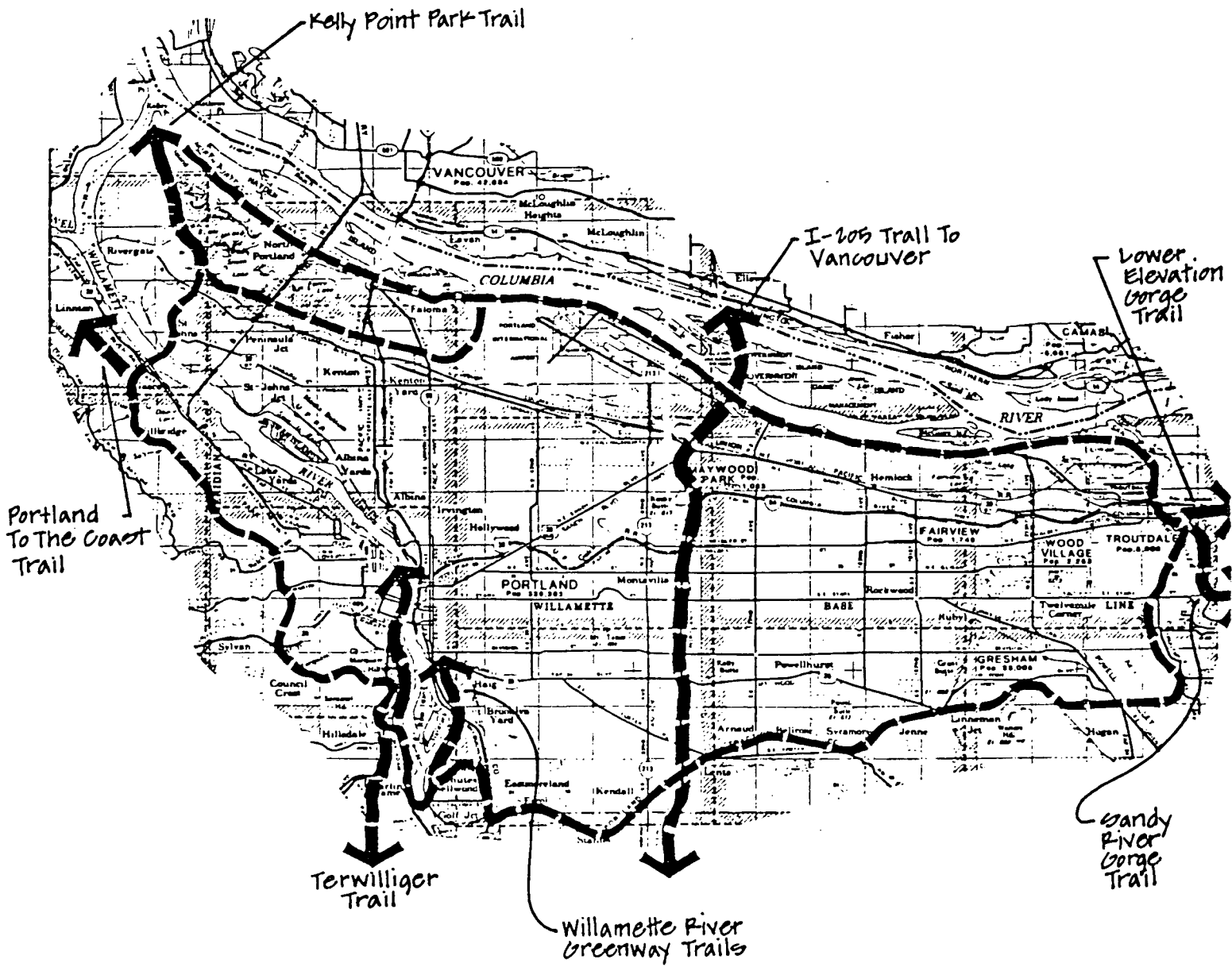
MAP I

40 Mile Loop Trail Route



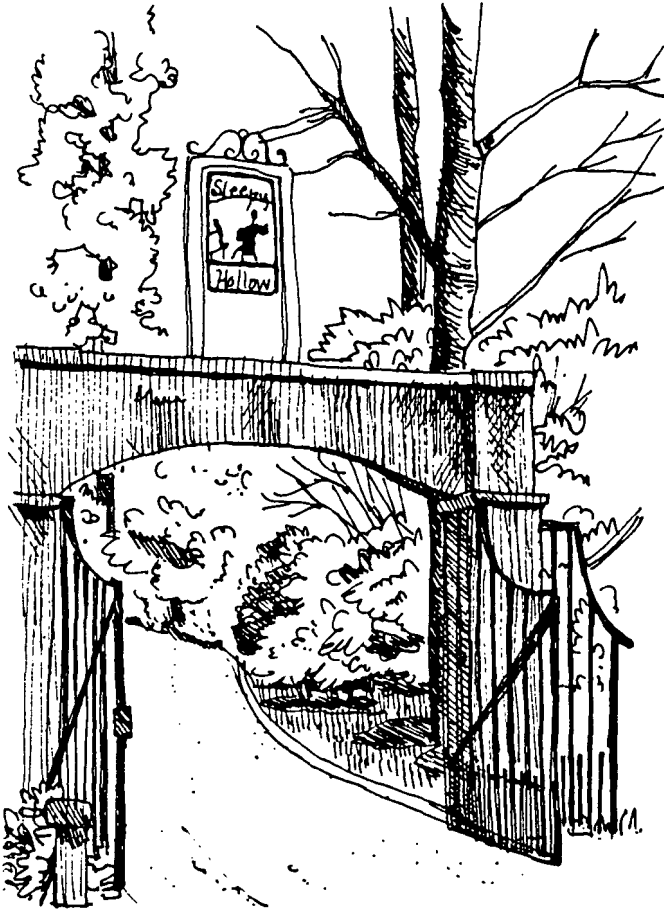
## MAP II

## Major Parks Near Trail Route



**MAP III**  
**Major Trail Connections**

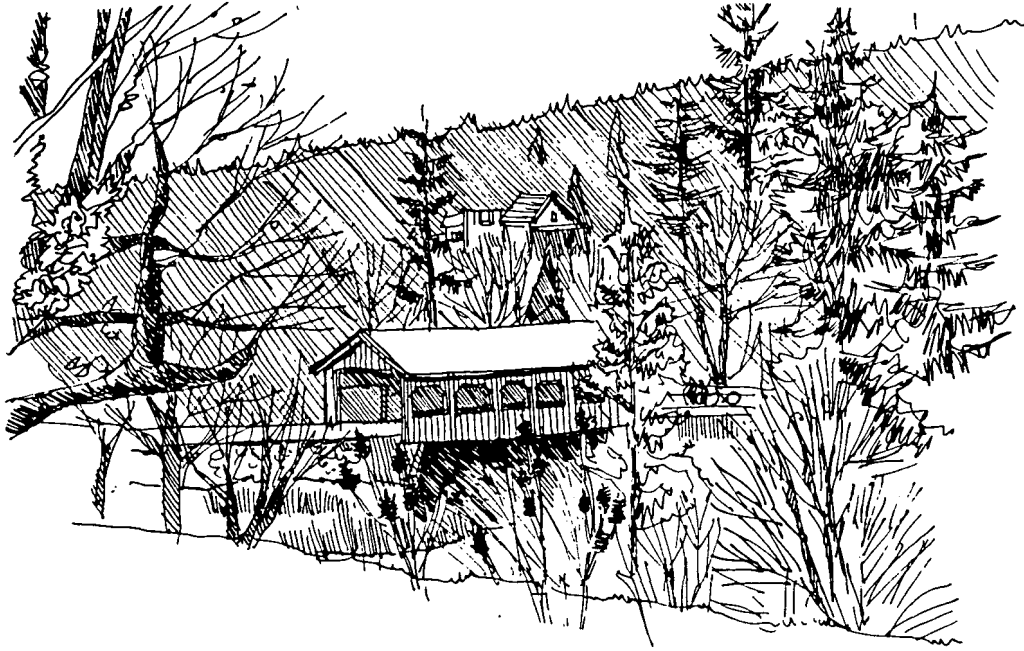
# ILLUSTRATIONS



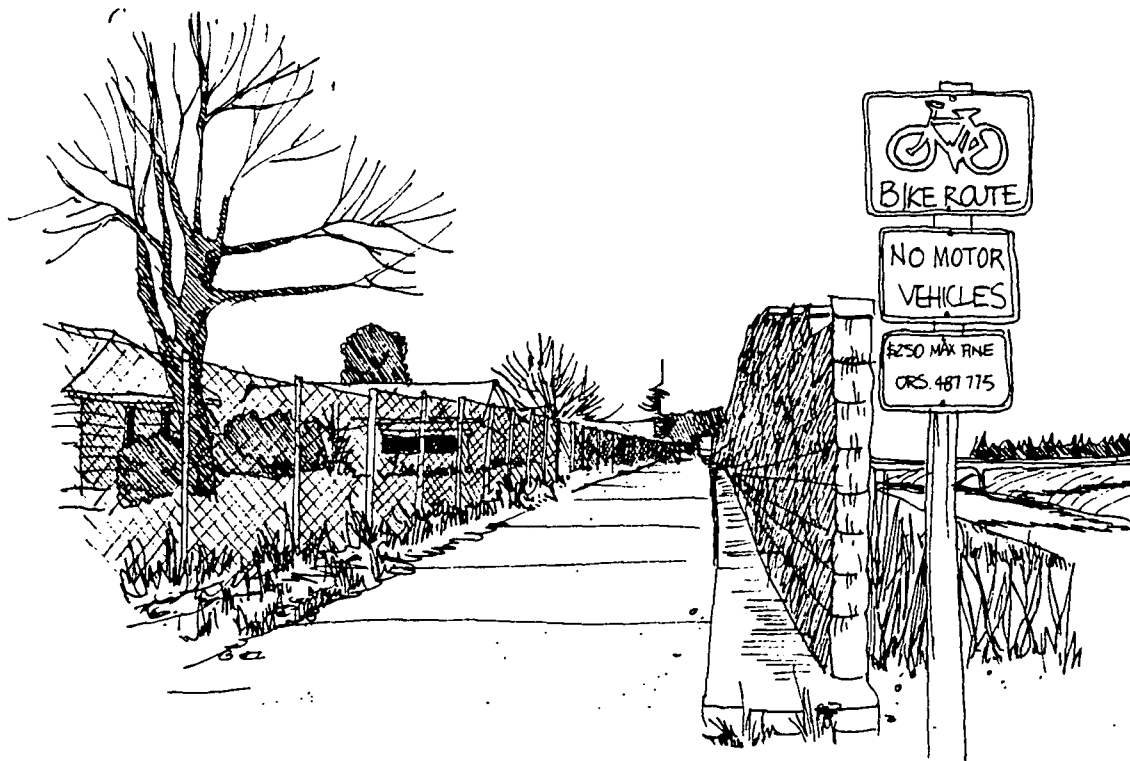
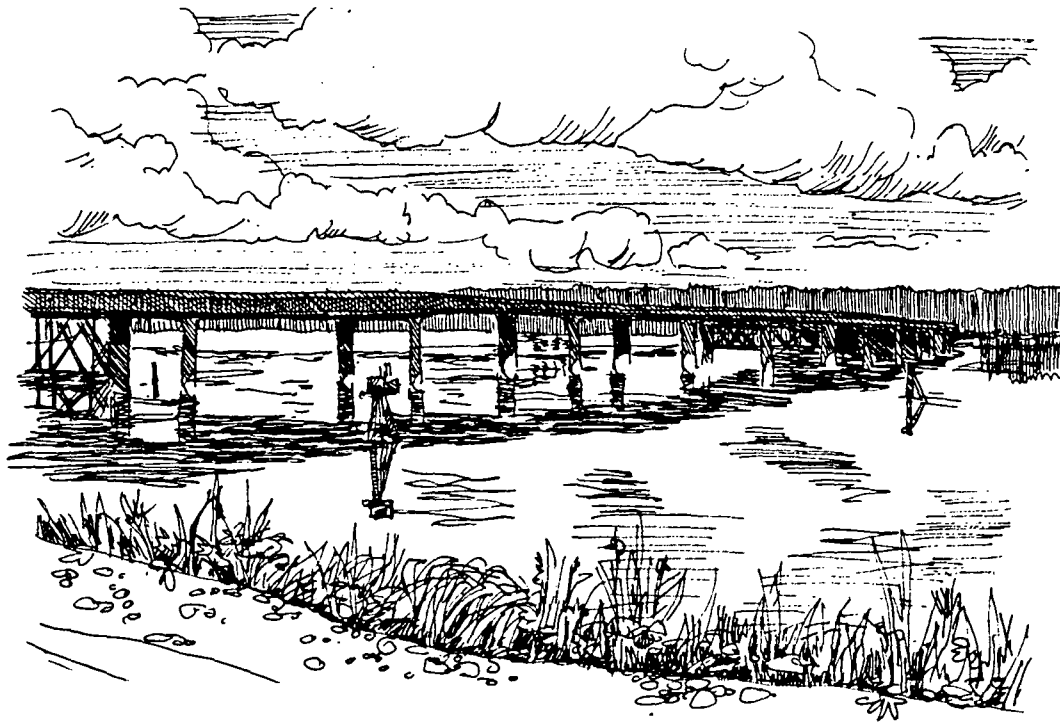
## MAJOR PARK



# SCENIC AREA

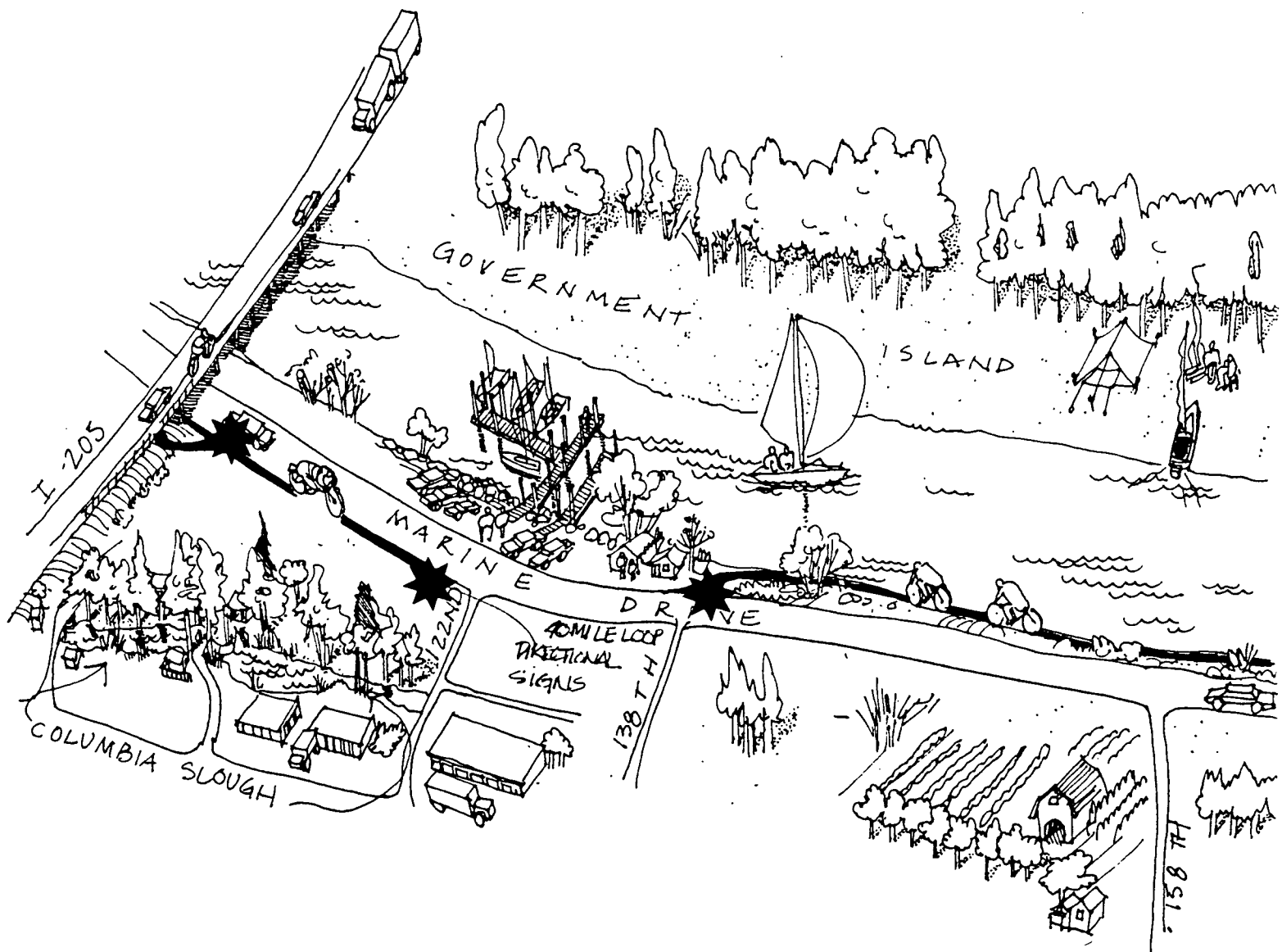


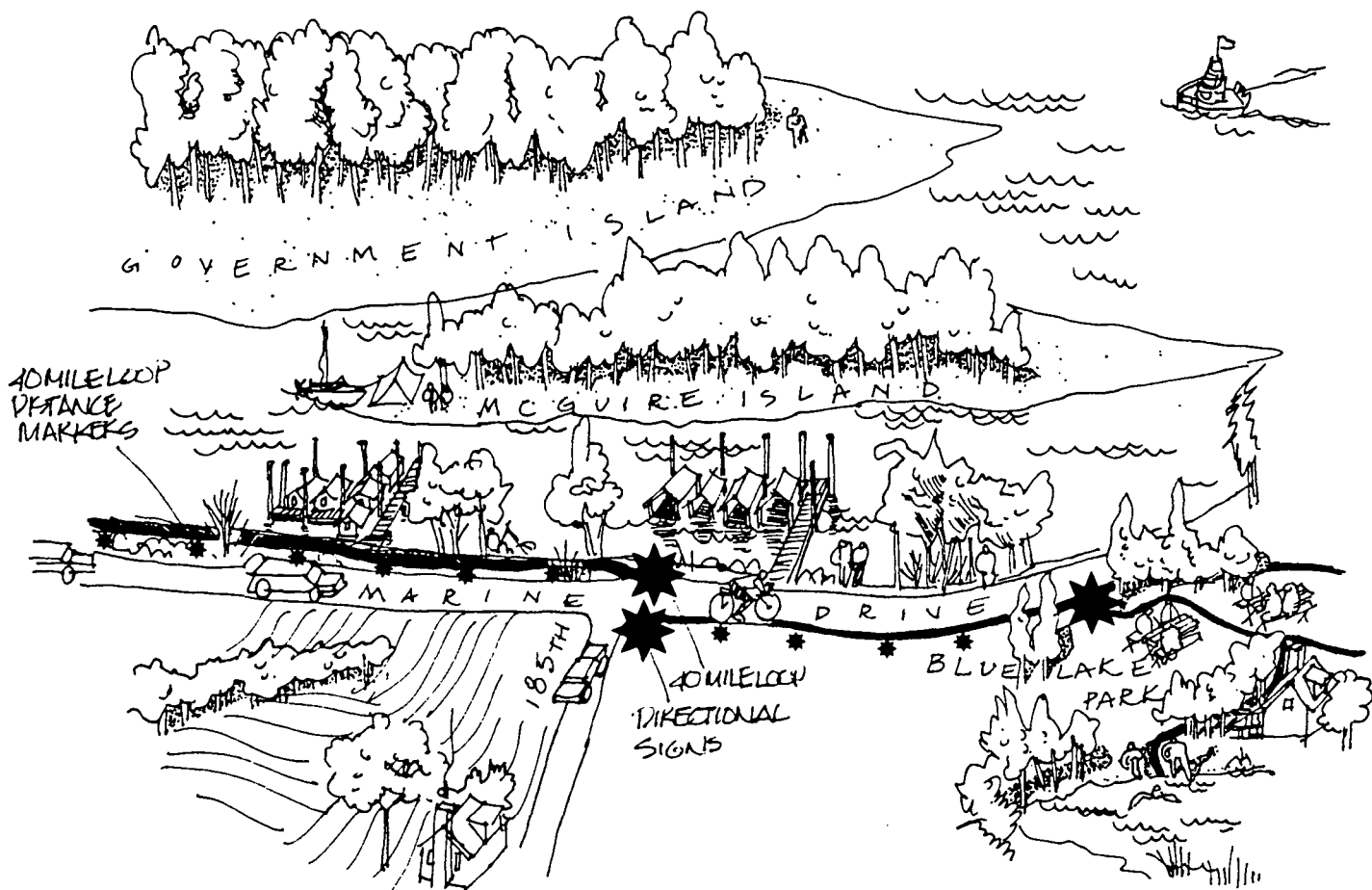
# CONNECTING TRAIL





At trail intersections and decision points, the sign shall be placed several feet off of the junction on the appropriate trail. The sign shall be placed on the right hand side of the trail except in instances where such placement will interfere with a view or point of interest. This applies to combination bicycling and hiking trails. For the bicycling only segments that coincide with an existing street, the 40 Mile Loop sign placement shall conform to American Association of State Highway Transportation Official Guidelines 1981 and the Manual on Uniform Traffic Control Devices.





When several consecutive segments of the 40 Mile Loop are completed, jurisdictions may want to use the 40 Mile Loop signs to mark distance along the route. For example, the Marine Drive segments represent approximately 10 miles of the Loop. A smaller version of the logo signs could be placed at 1K (.62 miles) intervals as a means for bicyclists or hikers to measure their trip.

## MOUNTING

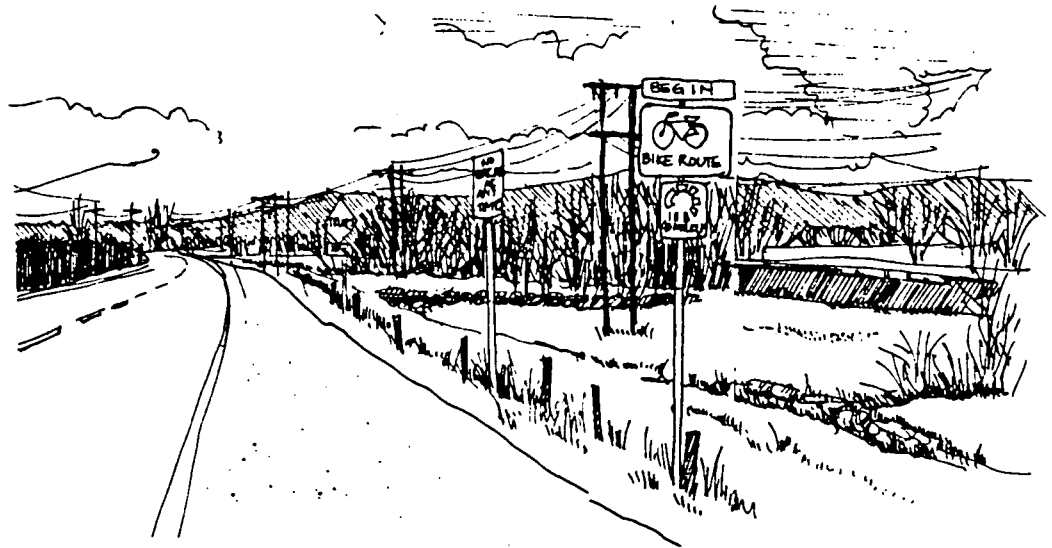
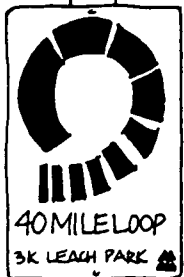
Each post shall be signed front and back to reduce the number of posts, visual clutter and installation costs.

Since the 40 Mile Loop Trail network will be composed of a combination of trail types, it is necessary to address two types of sign mounting and installation.

1. 40 Mile Loop signs that stand alone.
2. 40 Mile Loop signs that will be attached to existing signs, i.e., bike route signs.

The 40 Mile Loop sign that stands alone shall be a minimum of 4 feet off the ground and 3 feet away from the trail edge. However, the sign plan designer should pay special attention to the use of the facility to determine if additional height is needed to increase visibility.





The 40 Mile Loop signs that will be attached to additional signs shall be a minimum of 7 feet off of the ground and below the original sign. For example, additional information regarding a bicycle route, i.e., BEGIN, END or TO, shall be added above the official bicycle route marker.

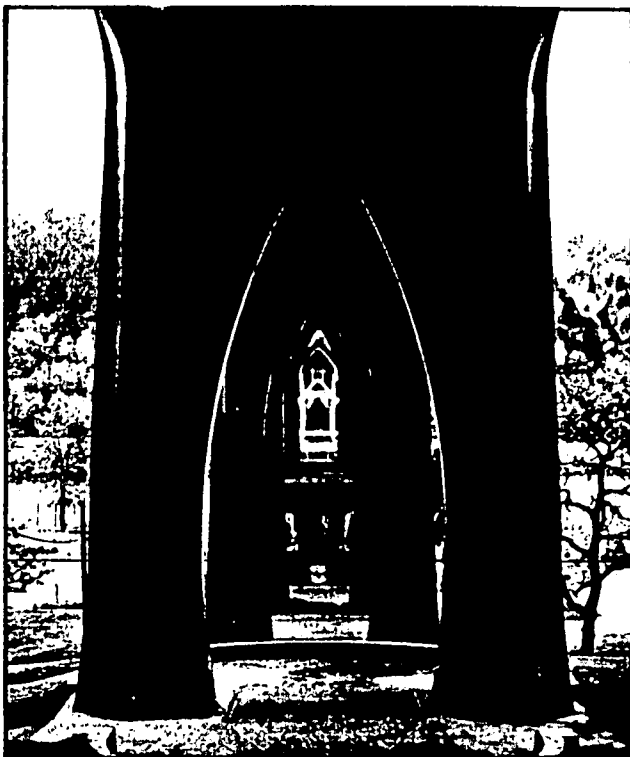
### COST AND INSTALLATION

Multnomah County's Division of Operations & Maintenance has silk screened approximately 100 signs using the aforementioned sign details. The approximate cost of the first 100 signs averages \$100.00 per sign. Installation costs vary, depending upon number of signs installed and whether installation occurs on a new or existing post. An average of \$50 per installation can be used to develop a project budget.

As jurisdictions complete segments of the 40 Mile Loop, they may want to contract with the County for signs. By doing this, the additional costs of a new silk screen can be avoided.

## **OTHER PLANS AND STUDIES**

## OTHER PLANS AND STUDIES



(Cathedral Park)

## The 40-Mile Loop will connect

### Forest Park

Occupying 4,500 acres of steeply wooded slopes in the northwest hills along the Willamette River, Forest Park offers some 50 miles of trails for hiking, horseback riding, and nature study. This treasure of scenic beauty is the home of the Wildwood Trail which winds through Hoyt Arboretum and Forest Park, connecting to the Willamette River and

### Cathedral Park

Named for the grace and beauty of the bridge it is beneath, the 18-acre Cathedral Park in St. Johns offers direct access to the Willamette River for swimming, fishing, and boating activities. From here the trail will lead to

### Kelley Point Park and The Columbia Sloughs

Stretching from Kelley Point Park some 15 miles to Blue Lake, the Columbia Sloughs are rough, natural areas of cottonwood groves and wet lands which host an abundance of wildlife and opportunities for fishing and non-motorized boating.

### Blue Lake Park

Comprising nearly 190 acres of park land along Marine Drive in East Multnomah County, Blue Lake Park is one of the most popular and highly-utilized regional parks of the area. Its proximity to the Columbia River and the Sloughs make the park an integral part of the 40-Mile Loop, and one that connects with the

### Sandy River

From Blue Lake Park, a bicycle trail will extend along the south side of Marine Drive to the Sandy River. The Sandy River, long valued for its natural wildness and scenery is enjoyed by thousands of swimmers, boaters, fishers, and picnickers at various times of the year.

### Beaver & Kelly Creeks

Flowing from Kelly Creek in Gresham, Beaver Creek winds through steeply wooded hillsides and offers an uninterrupted vista of the wild and scenic Sandy River Gorge. From there, Kelly Creek connects with Mt. Hood Community College, Kane Road Park, and Gresham Main City Park on Johnson Creek.

### Johnson Creek

Johnson Creek provides residents of the area with an urban waterway that is abundant in opportunities for recreation and nature study, offering isolated pockets of wild, unspoiled beauty. Flowing near Portland's 550-acre Powell Butte, slated for development as a regional park, the Creek represents the southern portion of the Loop and provides the connection to Sellwood and Oaks Pioneer Parks, the Willamette River, and the west side parks.



(Marquam Nature Trail)

*Trail construction by Scout Troop 245 of Portland, Oregon. Photo Courtesy of Sunset Magazine. Photographer: Michael Thompson, Eugene.*

### Marquam Nature Trail

Crossing the Sellwood Bridge to the west side of the Willamette River, the Loop will intersect Marquam Hill Ravine to Council Crest Park. This 4-mile wilderness corridor will connect the highest points of the city to its lowest point, along the Willamette River and Waterfront park. From here, the trail will continue to Washington Park and back to the Wildwood Trail.

*"The above system of scenic reservations, parks and park-ways and connecting boulevards would ... form an admirable park system for such an important city as Portland is bound to become."*

### System of Parks and Boulevards

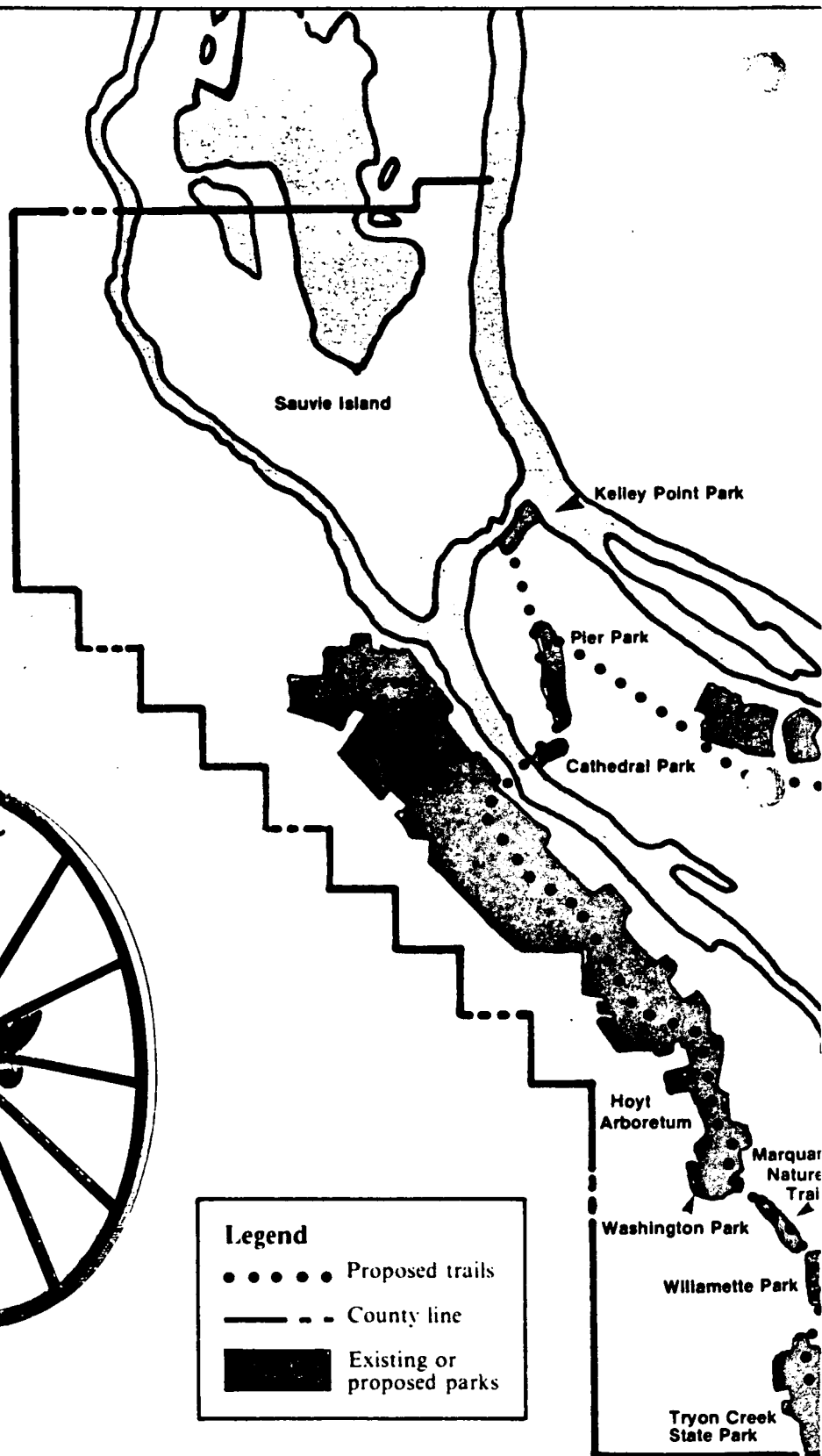
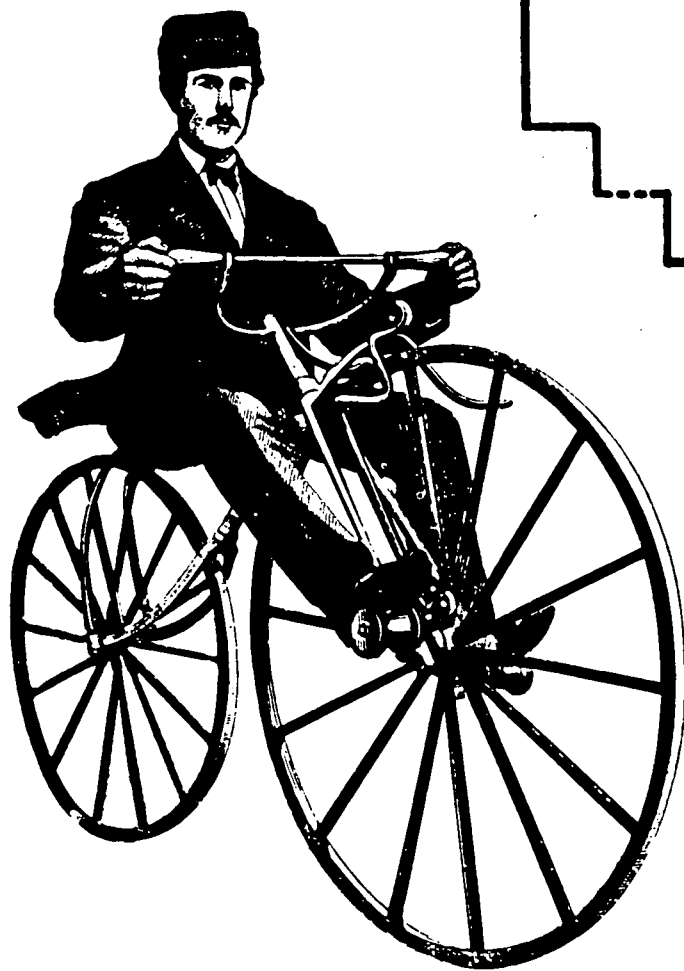
*Report of the Park Bureau, Olmsted Brothers, Landscape Architects, 1904  
Portland, Oregon*



# The 40-Mile Loop

TRAILS AND BIKE PATHS

1" = 10,000'



## Legend

- ..... Proposed trails
- County line
- Existing or proposed parks

The 40-Mile Loop, as it has come to be known, was originally proposed in 1904 by the nationally-recognized Olmsted Brothers, two pioneer park planners who were brought to Portland from Boston to propose a plan for parks.

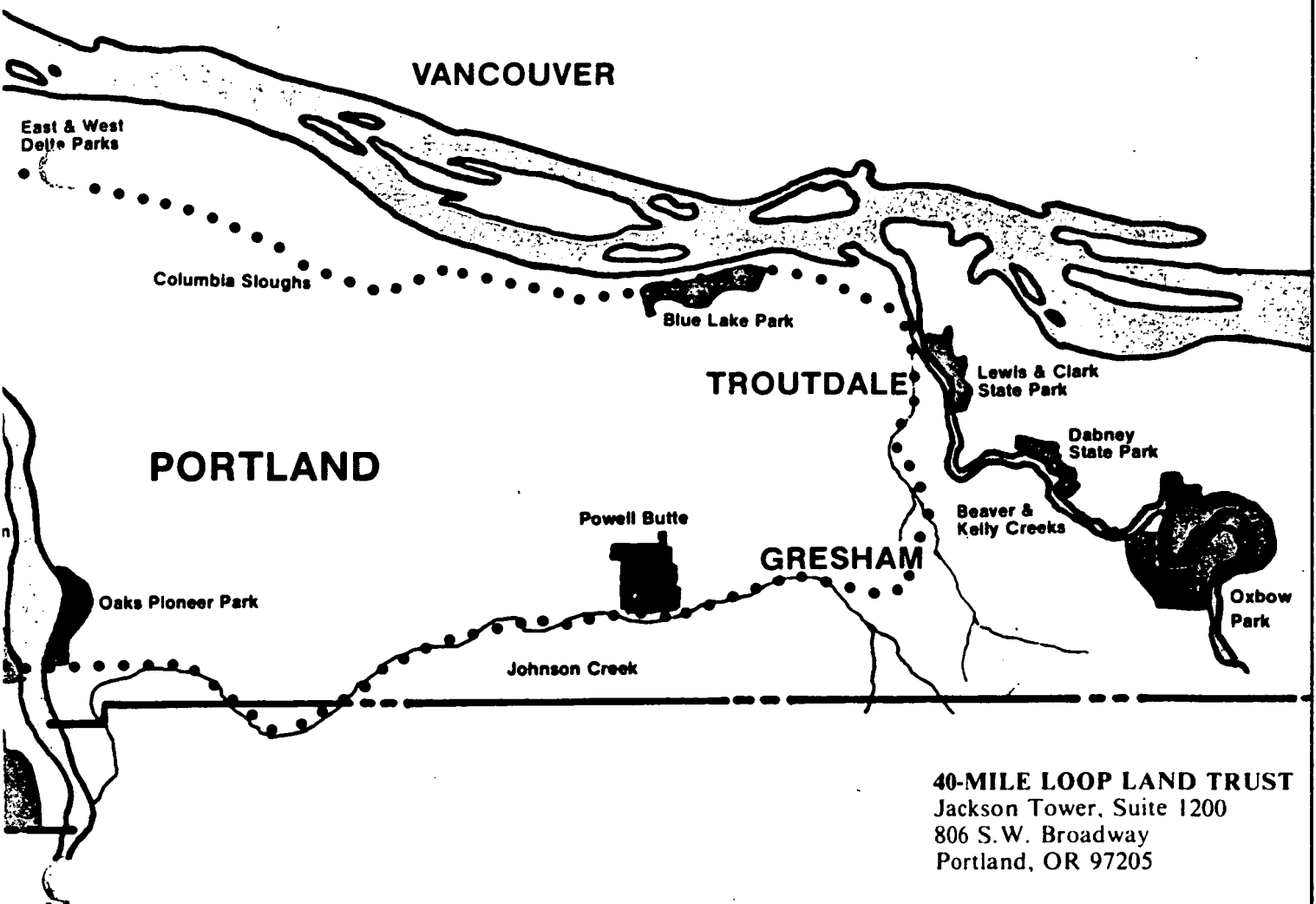
One truly remarkable aspect of such a plan in 1904 when this area was still largely woodlands and meadows, was the foresight of the city leaders who recognized the importance of parks to a liveable community.

Their dream is a legacy that all the citizens of this region have inherited, and today more than ever before, appreciation of the open spaces is basic to the quality of our lives.

**"Parks should be connected and approached by boulevards and parkways ... They should be located and improved to take advantage of beautiful natural scenery ...**

**The city is most fortunate, in comparison with the majority of American cities, in possessing such varied and wonderfully strong and interesting landscape features available to be utilized in its park system."**

**System of Parks and Boulevards**  
*Report of the Park Bureau, Olmsted Brothers,*  
 Landscape Architects, 1904  
 Portland, Oregon



## Memberships

Membership privileges will offer you an opportunity to "own" a piece of the Loop, and organized hikes along the segments of the trail already acquired, including

Marquam Nature Trail to Council Crest Park

Washington Park Zoo to Hoyt Arboretum

Hoyt Arboretum to the Japanese Gardens, the Audubon Society Bird Sanctuary, or The Pittock Mansion

Hoyt Arboretum to Forest Park

Forest Park to Cathedral Park

Blue Lake Park to the Sandy River

Sandy River to Beaver Creek Canyon

Memberships may be purchased in the following categories:

Individual .....	\$ 10
Family .....	\$ 15
Sustaining .....	\$100
Corporate .....	\$100+

Won't you help in this exciting project by becoming a member of the *40-Mile Loop Land Trust*?

Your contribution will:

- Provide you with news on the activities of the *Trust*
- Provide funds for land purchases in the most scenic places in the area
- Give you an opportunity to make a lifetime difference in your community



(Sandy River)

## Endorsements

For such a large-scale project to be successful, active community support and the cooperation of local organizations is essential. The 40-Mile Loop concept is presently endorsed by:

The Portland Chamber of Commerce

The Nature Conservancy

Forest Park Committee of 50

Friends of Marquam Nature Trail

The Trust for Public Lands

Multnomah County Medical Society Auxiliary

The Oregon Parks Advisory Council

The Oregon Recreation Trails Advisory Council

Multnomah County,

The Cities of Gresham, Portland, Troutdale

If you or your organization are interested in learning more about the 40-Mile Loop and the *Land Trust*, for information, and speakers please call: 248-3998 or 248-4315

# The 40-Mile Loop



## It is time to complete this dream

The *40-Mile Loop Land Trust* is a private, non-profit land acquisition organization whose purpose is to complete the purchase of lands for hiking and bicycle trails to connect the most heavily used parks in the metropolitan region.

### a private effort . . .

The members of the *Trust* are private citizens living in the metropolitan area who are determined to provide new parks and places for recreation for all the residents of the area to use, even, and perhaps especially, in these times of governmental austerity.

### . . . for the public good

For while the public sector has lead the vanguard of this endeavor, today the available resources are ~~no longer~~ enough. Thus, the *40-Mile Loop Land Trust* — a private effort for the public good.

### money held in trust

Seed money was provided by Multnomah County to be held in trust for land acquisition, and today the *Trust* is actively seeking a public membership to support its efforts, and to raise funds to be used for land purchase for park purposes.

All contributions are tax deductible.

# 40 MILE Loop

## Population Growing

"Unless parks, properly distributed, located and founded to best preserve beautiful local scenery as to accomplish the essential purposes they are designed for, are secured while the land is comparatively unoccupied by extensive improvements, they can rarely be secured at all."

- Olmsted Brothers' Plan for Portland Parks, 1903

The citizens of metropolitan Portland enjoy a rich mixture of parks and open spaces from which they choose a variety of recreation activities. The acquisition of many of these unique public environments dates back to the Olmsted Brothers' plan for parks in Portland. The Olmsted plan recommended encircling the city with a ring of parks and providing parks along both sides of the Willamette River.

As cars became faster and cheaper, Portlanders became less concerned about developing regional parks in the city. People could drive to the coast or up to the mountains for their weekend recreation — for boating, hiking, or fishing. Close-to-home natural recreation areas offered on the urban fringe were largely ignored, and public access to these areas was not developed.

Now, rapid urban development threatens prime recreational areas with factories, shopping centers, houses and roads. At the same time, rising costs of energy mean fewer people will be able to afford trips to the coast and mountains. As suburban development increases, the coast and mountains are literally getting further away.

Portlanders can no longer afford to be complacent. Their park system now serves three or four times as many people, and the remaining open space is expected to fall prey to the pressures of development.

We must take appropriate steps to preserve these special environments and allow more people to enjoy them.



## Plan Needed For Regional Park System

"A connected system of parks and parkways is manifestly far more complete and useful than a series of isolated parks. Only recently has it begun to be realized what enormous advantages are gained by locating parks and parkways so as to take advantage of beautiful natural scenery."

- The Olmsted Brothers Plan for Portland Parks, 1903

The 40-mile loop represents a major element of the Portland Parks and Recreation plan for the next 20 to 30 years. It will complement and support the local system of neighborhood parks and downtown plazas by connecting existing parks, open space, the Willamette Greenway, and proposed new facilities. It will also provide the framework for a network of neighborhood trails for pedestrians, bicycles, and joggers which will connect not only public parks and open space, but also major transit corridors, residential areas, and commercial centers.

The trail will connect the Columbia Slough, the West Hills park system and Johnson and Fairview Creeks in the southeast in a single trail, making it possible to walk around the entire city without traffic whizzing past.

Trails will also be developed along the Willamette River with eventual trail links to state and national trail systems - to the Columbia Gorge and the Pacific Crest Trail on the north and to Tryon Creek on the south and eventually on to the coast. Where feasible, the trail will be a combination bicycle and pedestrian path and in some places there will be equestrian trails and nature trails, picnic areas, interpretive centers and access to rivers, lakes, and viewpoints.

The planning and development of the 40-mile loop system will include studies of the environments, the identification of unique natural areas, plans for their conservation and recreational uses, and plans for accommodating the changing recreation interests of citizens of the metropolitan area.

Implementation of the loop system will include dramatic new park developments including additional river parks on the east side of the Willamette, and the dredging and recreational development of Smith and Bybee Lakes in the Columbia Slough for fishing, sailboating and canoeing. In addition, the loop will include major new regional parks such as a 550-acre park proposed at Powell Butte with natural areas, trails, picnic areas and viewpoints.

## ACCESS TO ENVIRONMENTS

The 40-mile loop will include public access for the first time to four unique environments: a slough, the wooded hills, a river, a creek. Each environment offers diverse opportunities for recreation. Even fragile environments can accommodate users for diverse kinds of recreation when they are planned properly.



### Columbia Slough

"No other form of park has ever proved so attractive and so useful to the masses of people as the meadow park, particularly when there can be associated with it long reaches of still water as a landscape attraction and for boating purposes."

- Olmsted Brothers on the Columbia Slough

The Columbia Slough has a rich and varied past which makes it an appropriate place to launch the trail system. It is a slack-water drainage area three miles wide and 15 miles long that stretches from the confluence of the Columbia and Willamette Rivers east to the Sandy River. The slough consists of wide meadows punctuated occasionally by groves of cottonwoods, swamps teeming with wildlife, and lakes. It is also a prime area for future industrial development.

The Columbia Slough is the first of the four environments to be studied. A task force was formed to identify recreation possible uses of the slough which are complementary to existing and planned uses. Under the direction of the task force, Mitchell and Associates, published a report on the Columbia Slough in July 1978. They made the following recommendations for recreation in the slough:

- Upgrade and protect fish and wildlife habitat
- Continue cooperative planning efforts
- Incorporate bike and pedestrian trails
- Dredge lakes when necessary and maintain water levels for Smith and Bybee Lakes for non-motorized boating and picnicking.

## WEST HILLS PARK SYSTEM



### Forest Park

"...very steep, wild and exceedingly beautiful....these steep slopes ought generally to be preserved as part of the park system."

-Olmsted Brothers

The trail from Columbia Slough will connect to the Willamette Greenway near Cathedral Park and go on across the St. John's Bridge to Forest Park, one of the largest wilderness areas within the boundaries of any city in the world. Forest Park covers an area eight miles long and up to a mile wide. The 4500-acre park occupies the northwest hills along the Willamette River, with 50 miles of trails for hiking, horseback riding and nature study. The Wildwood Trail will eventually connect with the loop system - it is currently 20 miles long and growing deep in Forest Park north of Saltzman Road. It connects the Pittock Bird Sanctuary (home of the Audubon Society) with the Pittock Mansion, crosses Burnside Street and winds on through the Arboretum past the Japanese Gardens and finally to Washington Park, home of the Zoo, Western Forestry Center, and Oregon Museum of Science and Industry.

### Marquam Hill

After leaving Omsi and Washington Park, The Wildwood Trail will connect to Council Crest where Marquam Ravine begins. The Marquam Nature Trail is an unusual four-mile wilderness corridor that connects the highest point in the city to the lowest. From Council Crest to the Willamette River, this gorge is a major pedestrian way from the hills to the river. It leaves one amazed by its beauty and quietness.

At one point it crosses busy Barbur Boulevard, but the rest of the time the walker has the sense of being in a wilderness area. The importance of this gorge trail is that it provides a continuous, particularly lush link from Forest Park in the north to the Willamette River in the south.

The recreation and education value of this section is enhanced due to its location within the city. There is easy access to downtown Portland within five minutes by bus, car or foot.



## The Willamette River

"When land along the banks of rivers and along the shores of a lake can, in a city, be fairly well spaced from commercial uses, public squares, parks and parkways should be located upon them."

- Olmsted Brothers

The trail that winds through the west hills of Portland descends to Willamette Park where people play soccer, softball and frisbee on 30 grassy acres with a view of sailboats, houseboats moored across the river, the Oaks Bottom wetland and Sellwood Bridge downstream. There are picnic tables, lighted tennis courts, swings for kids, a boat-launching ramp and a tie-up dock.

The Willamette River trail system will extend north and south from Willamette Park along the river. Implementation of the loop system will include extensive trail building along both sides of the Willamette River and the development of several major water-oriented parks on the east side of the river. The trail south from here will connect to the state system at Tryon Creek and will cross the Willamette River at the Sellwood Bridge and join the Johnson Creek trail system.



## Johnson Creek

Across the picturesque Sellwood Bridge the trail extends south along the bluff to Sellwood Park.

From the north end of Sellwood Park the trail winds down the bluff and follows along its base with views of the swamps which provide homes for muskrats and, at certain seasons, rest for migrating water birds.

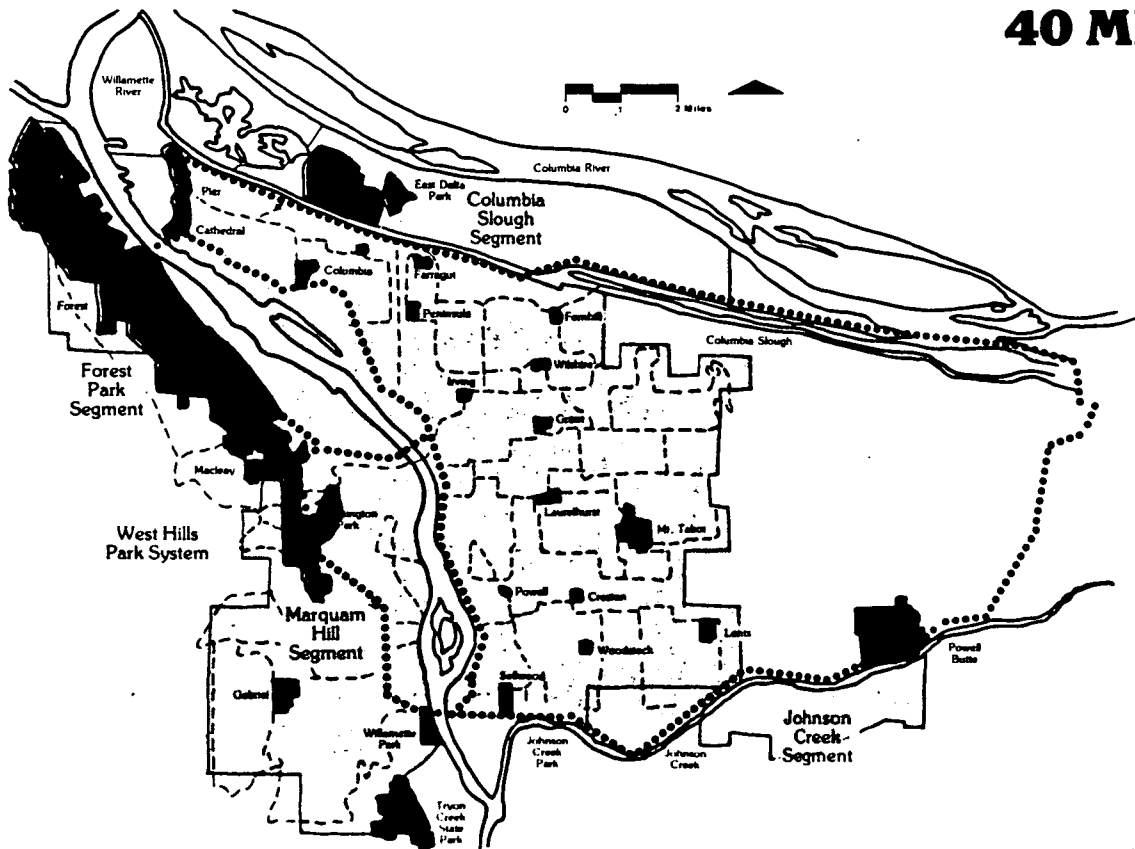
The trail to Johnson Creek will pass through Westmoreland Park. On the east side of the Willamette, the terrain opens to flat lands and the fertile, gently rolling hills of the Johnson Creek area with lush vegetation, rich soil and a few remaining truck farms in this rural area. The creek is a favorite place to catch crawfish and wade in the gurgling creek.

Opportunities will exist for diverse kinds of recreation. The emphasis in the southern end of Johnson Creek will be on passive recreation like picnic tables, trails and access to the creek. The natural character of the area will be preserved. One feature will be a pedestrian walkway with benches placed for quiet enjoyment and observation.

Bundy Park and the upper reaches of Johnson Creek will be developed with more attention to active recreation. There will be accommodations for ball fields and traditional sports.

Powell Butte will be developed as a major regional park facility. Powell Butte is positioned as the southeast anchor of the loop trail system and could be as large as 550 acres to serve the recreation needs of current and future residents. Possible excursions from the Powell Butte region would be tracing Johnson Creek from the Willamette River nine miles to Powell Butte. Another trip would lead from Powell Butte seven miles along the Fairview Trail section to the Columbia Slough.

# 40 MILE LOOP



Portland, Oregon  
November, 1978

## THE PLAN

The 40-mile loop system, a park and recreation network serving half the population of the state, will strengthen and support the recreation component for Portland's Comprehensive Plan and other planning efforts. It will stimulate increased cooperation between public agencies by requiring the establishment of mutual objectives that direct regional outdoor recreation planning for the next 20 years. Key public agencies involved with the planning process are the City of Portland, Port of Portland, Multnomah and Clackamas Counties, School District No. 1 State of Oregon, U.S. Heritage Conservation and Recreation Service, and the Army Corps of Engineers.

Planning shall be conducted in distinct phases according to the four segments of the comprehensive loop plan: Columbia Slough area, West Hills area, Willamette River area, and the Johnson Creek area. A plan will be developed for each segment and a final plan will incorporate the four area plans into the comprehensive plan implementation.

Funding for the 40-mile loop will be a broad-based effort that taps a variety of resources. This regional recreation system will require private assistance of single donors as well as large corporations. The funding drive is being led by a citizens committee that solicits funds and property from public and private sources.

Other possible contributors include the Heritage Conservation and Recreation Service, the Corps of Engineers, Environmental Protection Agency, Oregon Fish and Game Commission, Oregon State Marine Board, Oregon Department of Transportation, and local funds from the City of Portland, Multnomah County, Clackamas County, and Washington County.



## TIMELINE

The loop planning will take place in phases. A general plan will be prepared for each section of the loop in which recreation opportunities and constraints are identified. These plans will include acquisition and development options. After general plans are completed, site plans will be prepared as funds become available for implementation.

The general plan has been completed for the Columbia Slough and Marquam Hill sections of the loop. General plans for Johnson Creek, Willamette River and Forest Park will be completed during the next two to five years. Site plans are being conducted for the Rock Quarry in Forest Park and for parts of the Marquam Hill section. Additional site plans will be prepared for the Columbia Slough in the near future.

For more information on the 40 mile loop system or to express your ideas call City of Portland, Park Planning, 248-4324.

"Recreation has come to be widely accepted as a key component of physical and mental health. Recognition of the importance of parks and recreation programs to the economic and social life of communities is also increasing . . . surveys have repeatedly emphasized the importance of close-to-town recreation in the daily lives of most Americans."

- National Urban Recreation Study, 1978

PORTLAND VANCOUVER AREA PARKS COORDINATION CONFERENCE

May 13, 1980  
Tryon Creek State Park  
Nature House

Present:

Dave Talbot, Oregon State Parks  
Frank Stiles, Oregon State Parks  
Jack Remington, Oregon State Parks  
Jan Ernst, Oregon State Parks  
Estella Ehelebe, Multnomah County Parks  
Guy Swartz, Multnomah County Parks  
Judy Mondt, Multnomah County Parks  
Diane Jones, City of Gresham  
Scott S. Abdon, Bureau of Land Management  
Bill Owens, Portland Bureau of Parks  
John Lowell, Portland Bureau of Parks  
Heri Adams, Metropolitan Service District  
Bill Bach, Port of Portland  
Van McMinn, State Marine Board  
Dan Linger, Clackamas County Parks  
Chuck Mason, Corps of Engineers  
Sam Anderson, Congressman R.B. Duncan's Office  
Mel Stout, Benkendorf-Evans Ltd.

9:00 a.m. -- Dave Talbot opened the meeting following the agenda as follows:

1) Review of the February 13 Meeting -- Jantzen Beach Thunderbird

Talbot reviewed the decisions made by the Conference members at the first meeting; mainly that the group agreed to being an action rather than information sharing group and that one major project should be voted on for implementation.

Talbot then gave a brief history of Tryon Creek State Park emphasising that in 1960 the area the park now occupies was scheduled to become a Planned Unit Development. The neighbors in the area did not want their backyard lost so with a lot of determination and will they eventually got the area designated as a State Park. The Nature House was built by the Friends of Tryon and there is a full-time volunteer coordinator available. The exhibits in the area were done by the volunteers and the Naturalist at the park.

2) Selection of the First Project  
-Is the 40-Mile Loop still a priority?

The group agreed that the 40-Mile Loop was still the first project they wanted completed. Other projects mentioned were:



Smith and Bybee Lakes  
Regional System of Parks - Urban Emphasis  
Land Acquisition for Development of Regional Parks  
Ross Island  
St. Mary's Woods - Need a Status Report  
The Columbia Gorge - Water-Front Access to the River  
Reed Island - Conservation of Archeological sites  
with no development  
Cape Horn  
Franz Lake

3) What is the 40-Mile Loop?

Judy Mondt gave a slide presentation which reviewed the history of the Loop and the purpose of the project. The slides emphasised the importance of closer-to-home recreation opportunities and how the public will be searching these out as the economy gets lower and fuel prices get higher.

John Sewell exhibited maps of what the city had done and is in the process of doing. He mentioned that Portland owns a lot of land but there needs to be a corridor study done but they do not have the staff to do it. Sewell also reported that there were two studies already completed at present; the Columbia Slough Section and the Marquam Hill Section. Marquam Nature Park has been successful and there needs to be more studies done on the remaining sections of the 40-Mile Loop.

4) What has been done on the Loop to date?

Sewell and Mondt mentioned that the 40-Mile Loop is recognized in both the Portland City and the Multnomah County Comprehensive Plans. Mondt added that the County is working on establishing a Land Bank (a non-profit, charitable organization) which will work on obtaining land in the Johnson Creek area. This will include establishing where trails could and could not be constructed. The Oregon Parks Foundation has offered help in establishing the Land Bank. Mondt concluded that the County also owns two parcels of property along Powell Butte.

Jack Remington reported that the Oregon State Trails Council has a State Trails Plan which includes three major trails:

The Coast Trail  
The Pacific Crest Trail  
The Desert Trail

In addition there are three trails that will connect the major trails with the proposed 40-Mile Loop. There are completed pieces of these:

Portland - Coast Trail  
Columbia Gorge Trail  
Sandy River Trail

Scott Abdon mentioned that without the Loop these and other pieces will

never tie together.

Sewell explained the exact areas where the Loop will hopefully go mentioning various problems, who owns what property, and some expected changes in the original plans.

Estella Ehelebe suggested that there needs to be a cost estimate done on the Johnson Creek area. Herb Beals said that MSD is attempting to get a Local Improvement District going whereby they would do the Johnson Creek Study (in which recreation would be a prime purpose as is flood control). It was added that the community of Johnson Creek would go for a recreation corridor and that Publishers Paper owns a lot of the Johnson Creek area.

#### 5) Where do we go from here - Brainstorming

-What can we do?

The group agreed on six general areas of concern:

- 1- Get the City of Troutdale involved
- 2- Get a Corridor Study of Johnson Creek and the east side of the Willamette River
- 3- Find out if there has been access provisions set up from I-205 to Loop areas
- 4- Get area Councilors involved
- 5- League of Women Voters - Will be helpful in public involvement for the Columbia Slough area
- 6- Sam Anderson - R.B. Duncan's Office can assist in anything publicly and legislatively.

-What resources are we each able to offer?

#### State Parks:

- 1- Political Support
  - Parks Advisory Committee
  - Transportation Commission
  - Government
  - Legislature
- 2- Plan - Limited money and staff
- 3- Team Member
- 4- Buy . . . Or assume responsibility for segment(s)
- 5- Build . . .
- 6- Review Comprehensive Plans

#### Corps of Engineers

- 1- Information
- 2- Technical Assistance
- 3- Johnson Creek
- 4- Columbia Slough

Clackamas County:

Comprehensive Plan

Marine Board:

- 1- Money
- 2- Coordination with the Boating Community
- 3- Rivers--
  - Columbia
  - Willamette
- 4- Lakes
  - Smith
  - Bybee
- 5- Columbia Slough

Metropolitan Service District

- 1- Political Support
  - Board Endorcement
- 2- Comprehensive Plan Review
- 3- Involve coordination in their Districts
- 4- Money (?)
- 5- Johnson Creek

Multnomah County Parks

- 1- Land Bank
  - \$35,000 aquired
  - \$65,000 earmarked
- 2- Strong personnal commitment by County Executive to the project
- 3- Development of Regional Parks as part of the project
- 4- County Roads Department to cooperate
  - Bikeways
  - Right-of-ways
  - Fog Lanes
- 5- Slide/Tape presentation available to anyone who would like it
- 6- Technical Assistance in Grant Applications
- 7- Assistance from other County departments
- 8- Priority on Blue Lake rennovation
- 9- Acquire "Martin" tract
- 10- Assistance on Powell Butte
- 11- Edgefield Property
- 12- Trail Construction along Marine Drive

City of Portland

- 1- Comprehensive Plan
- 2- Review Development proposals
  - Dedications
- 3- Ongoing implementation - adding to or improving present

trail system

- 4- Serve on "Loop team" - Staff Assistance
- 5- Possibility of limited planning money (Johnson Creek)

#### State Recreation Trails

- 1- Political Support
  - Trails Council has endorsed the Loop Project
  - Outdoor Clubs
- 2- Technical Support
  - Jack Remington is willing to give time to the project
- 3- Planning - Connecting trails, etc.
- 4- Financial Support - Limited

#### Bureau of Land Management

- 1- Limited by their ownership
- 2- Interested in the connectors as they feed from the Loop
  - Sandy, Columbia Gorge, Portland to Coast trails
  - Including funding, etc.

#### Mel Stout

- 1- Lots of General Support (public)
- 2- Contract with group as organizer - inventory and documentation of materials

#### 6) Plan of Action

A) One Plan - one we can use collectively explaining the Loop

B) Formal Organization - Steering Committee

Members: City of Portland, Multnomah County, MSD,  
Port of Portland, State Parks, Corps of  
Engineers

-Will meet "frequently"

-Will keep the Larger Group informed (Large group will  
meet only once or twice per year to discuss larger  
regional issues)

-Meetings will be located in different areas

C) Concentrations of Steering Committee

1- Plan--Common Definition--Goal

2- Citizen Group

3- "Getting the word out"

4- Coordination

3:00 p.m.

Meeting Adjourned

## REGIONAL 40-MILE LOOP

### Background-Benefit Briefing Portland, Oregon, Area

October 23, 1978

We in Oregon are blessed with natural resources and scenic beauty. Our quality of life is determined by the environmental and recreational opportunities available to us in our daily lives.

Parks and recreation planning for the 80s must provide access to those natural, outdoor opportunities that previously we have been able to take for granted. Many of these are already in public lands or public waterways. Where appropriate, we must open these to public recreation use.

On October 20, 1978, President Carter signed into law a bill declaring that the Columbia Slough is no longer a navigable waterway. Introduced jointly by Rep. Bob Duncan and Sen. Mark Hatfield and passed unanimously by Congress, deauthorization means that the Army Corps of Engineers can begin to take steps toward implementing the least costly of several development plans for the 7-mile Columbia Slough area. That plan is expected to save \$4 million in development costs and at the same time provide 65% for recreational benefits.

This is the kind of planning citizens are calling for: economic and beneficial. The Columbia Slough is only one part of a regional 40-Mile Loop around the urban area where over half the state's population lives and works. This loop extends from the confluence of the Willamette and Columbia Rivers at Kelly Point out the Columbia Slough through East Multnomah County to Blue Lake Park; then south along Fairview Creek to Gresham and the headwaters of Johnson Creek, which it follows back through Clackamas County and to the Willamette River at Oaks Bottom, Portland's recently reclaimed bird refuge. Across the Willamette it connects to Tryon Creek State Park at Lake Oswego and via the Willamette Greenway it extends through Marquam Nature Park - with connections to the downtown urban core - across Portland's West Hills to Forest Park and back to St. Johns.

Providing a broad range of recreation possibilities from boating and fishing to picnicking, pleasure walking, bicycling, outdoor games and scenic viewing, this regional River-Park loop will offer quick, easy access to a million Oregonians.

It meets the Carter Administration's urban policy goals. By bringing parks to where people live and work, we will save energy, prevent urban decay and enhance

urban development so as to reduce pressures on rural and wilderness areas which are vital to Oregon's economy.

The 40-Mile Loop is purposefully broad. Hundreds of thousands of Oregonians have moved to the city fringe to live near open space where daily recreation opportunities exist. As urban development sprawls, they have been caught in ever increasing circles of development, thus losing the open space and quality of life they seek. Their recreation needs are just as urban as those at the city center. This 40-Mile Loop will stretch out through urban areas to meet neighborhood, community and district needs as well as provide a regional resource unparalleled in the country.

Equally significant in these tax-oriented times is a citizens' demonstration project on the Loop which has captured the attention of park planners across the country. Four years ago Friends of Marquam Nature Park set out as private citizens to preserve for the city a nature park and connecting trails at the city core. This park will provide the metropolitan pass from the Willamette Greenway to Forest Park and thereby supply the missing link to connect Tryon Creek State Park, Forest Park and the proposed state trail system to the Pacific Coast.

These citizens have sought and received the support and endorsement of the state's major educational, environmental and recreational groups. They have solicited money to purchase land, land donations, dedications and easements to make their project serve the larger loop concept. By working constructively with government, land owners, developers, neighborhoods and public serving institutions to obtain multiple-use and mutual benefit opportunities, they have demonstrated how such a project can succeed with broad citizen support. Without the aid of any public funds, they have come close to being able to complete acquisition of the southwest section of the regional loop.

The 40-Mile Loop links Oregon's two major rivers and state, county and city parks. It utilizes and conserves public lands, existing natural resources, the Slough, Smith, Bybee and Blue Lakes, Johnson and Fairview Creeks. It coordinates the plans and needs of diverse governmental bodies: the Corps of Engineers, Port of Portland, LCDC, DEQ, the Federal Clean Water Act of 1980, HCRS, city, state and county. It meets federal guidelines for urban parks and the demands and needed facilities identified in the state's outdoor recreation policy plan.

Like Oregon's beaches and the Willamette Greenway, the regional 40-Mile Loop is a far-reaching concept which will serve most of the state's population, providing mass transit access and daily use with a minimum expenditure of public funds.

This is the kind of park planning we encourage and support.

## A Citizen's Perspective of the 40-Mile Loop

With inflation and energy shortages threatening individuals and the economy, with a lack of affordable housing and the ever present fear of recession and unemployment, how important are parks? With a tax revolt who can afford them anyway?

We have lots of parks. Why not back off and concentrate on economic revitalization, energy concerns, basic services and fulfilling the needs of the poor, the elderly and the disadvantaged?

It's a question many politicians are asking. Most are answering, "Why not?"

But citizens aren't answering quite the same way. In Aug.-Sept., 1979, Oregon Attitudes conducted a survey for Multnomah County. Why did 46% of the respondents favor development of a 40-Mile Loop around the county when no politician or program had promoted the concept?

Why have the press, television, citizens and planners touted the loop and incorporated the idea into comprehensive plans? When no politician dared take the lead in advocating Marquam Nature Park, a citizen-initiated proposal for a S.W. sector of the loop, why did citizens from throughout the city, businesses, organizations and foundations endorse and contribute funds to it? How could this \$1.5 million project have succeeded without a penny of city funds for acquisition when citizens had defeated a parks levy only two years before?

How could the Columbia Slough proposal for a recreational and open space development program for the 3 mile by 15 mile area along the Columbia Slough from the Willamette River to the Sandy River succeed in getting the backing of a task force representing its many varied public and private entities and interest groups?

Why are citizens, planners and politicians in other jurisdictions along its hypothetical path looking at ways to incorporate it into their future?

We can only guess. Some answers seem obvious and practical. Others nebulous or visionary. Still others are suggested by citizen reaction to seemingly unrelated proposals or plans.

At the polls and in countless comprehensive planning meetings two clear, if seemingly contradictory, citizen sentiments are echoed again and again. One is tax constraint. The other is that the quality of the environment of this area be preserved.

Much as the overwhelming majority would like the city to stay as it is, (Oregon Journal poll) future pressures cannot be avoided. Inflation, energy shortages, increased densities and longer life-expectancy will significantly change our lives and our environment. Future pressures cannot be avoided.

Out of the testimony comes a message that there are some things citizens are determined to preserve. According to Joan Smith, chairman of Portland's Planning Commission, preservation of the quality of the environment has been the most important concern of citizens throughout the 12-month review process.

Quality of the environment means more than parks. It means a way of life. It means open space, breathing room, elbow room. It means places to live and play that preserve a previously taken for granted lifestyle. It means clean air and water. It means neighborhoods and safety or a feeling of safety. It means parks and schools and convenient transportation.

It also means that while citizens clutch their checkbooks they are anxious about changes that will alter their lives. Is this a resistance to change, a fear of the unknown, a lack of trust in government and planners, a fear of depreciated property values, a sociological fear, a feeling of loss of control over one's destiny or of rights and privilege or something else entirely?

Whatever the causes, citizens are concerned about what they envision as the results of the change on their own everyday lives. They are comparing this area with dense, crowded, blighted cities. They are voicing fears compounded by the impacts of high-cost and perhaps uncertain supplies of gasoline and inflation which make distant trips for environmental or recreation pleasure unlikely.

Already in urban densities vacant lots have disappeared, setbacks and sideyards are reduced. Those who moved to the suburbs to be near open space are surrounded by housing developments, shopping centers and industrial complexes. Urban growth boundaries and the need to preserve farm and forest land close the option for many to live next to nature. Infill and cluster housing meet economic and energy goals but further reduce privacy and elbow



room. Common courtyards offer less privacy than parks. Close to home local and neighborhood commercial centers increase traffic or busy thoroughfares.

Hence, considering the future, one hears citizens asking: Where will we examine the prisms of a raindrop gleaming on a spider's web? Where will boys find substitutes for tree forts or wooded hideouts? Where will quiet, contemplative fantasies allow elves and fairies to caper amid moss and wildflowers?

Where must we go to cast a fly or a worm into a river or stream? In a concentrated concrete city will an earthworm be any more real a part of everyday life than a televised tiger?

Crowded close to arterials and mass transit where will we ride our bikes or bicycles? Where will we splash through puddles? Will there be chestnuts to polish?

Where can we satisfy our fascination for water? High-rise housing developments don't leave much room for children to enjoy or experiment with pressures of a garden hose. Where can we dig at the water's edge? Where can we watch lizzards, minnows and pallywogs? Where can we build make believe dams or watch currents and eddies dictate the route of a branch or twig?

Where can we escape the sounds of the city? Where can we witness woodpeckers rat-a-tat-tatting a tree? Hear and see birds, squirrels and raccoons?

Where will we see huckleberries, ferns and seedlings deriving new life from the crumbled remains of a fallen cedar? Where will we experience the natural rebirth of spring, the crunch of leaves on a crisp fall day?

Where will we hike, stroll with a toddler or amble with a grandparent?

Where will we go to find recreation, relaxation or retreat? It won't be where you and I go or went because those places and those opportunities for everyday life are the diminishing return of higher density, concentrated commerce and industry, energy shortages and pinched pocketbooks.

More nebulous, not as certain but often expressed, these questions reflect the concern for the environment, the desire for guaranteed open space as a corollary to unwanted but inevitable density. Perhaps these questions are a different way of phrasing what the National Urban Recreation Study stated in 1978:

"Recreation has come to be widely accepted as a key component of physical and mental health. Recognition of the importance of parks and recreation programs to the economic and social life of communities is also increasing. The findings of statewide recreation participation and preference surveys have repeatedly emphasized the importance of close-to-town recreation in the daily lives of most Americans."

Green lawns, common courtyards, neighborhood parks and distant compounds will remain valuable. But they alone will not meet predictable pressures.

If we are to address future concerns responsibly, open space, recreation and environment must become an integral part of economic revitalization, urban rehabilitation, basic services, energy conservation and fulfillment of the social needs of the poor, the disadvantaged and the elderly.

Traditionally, parks have been donated by wealthy individuals or purchased by government entities. These funding sources are disappearing rapidly.

To meet future park goals we must adapt our funding strategies to changing times. In both the private and public sectors we must look for mutual benefit opportunities.

We must coordinate capital improvement programs. We must allow hard won tax dollars to serve more than one purpose. We must recognize the potential for private interest to serve the public good. The major hurdle is bureaucratic.

The 40-Mile Loop offers examples of this kind of park planning: economic and beneficial. Can we plan in other areas as effectively as on the Columbia Slough and in Marquam Nature Park?

Can we coordinate our goals to derive maximum benefit from our tax dollars? Can we provide a framework to encourage private development to enhance our public open-space and recreation opportunities?

To a citizen it seems unconscionable not to try.

Barbara Walker  
1906 S. W. Edgewood Road  
Portland, Oregon 97201

2/22/80            227-6023

# PORTLAND'S 40-MILE LOOP LAND TRUST

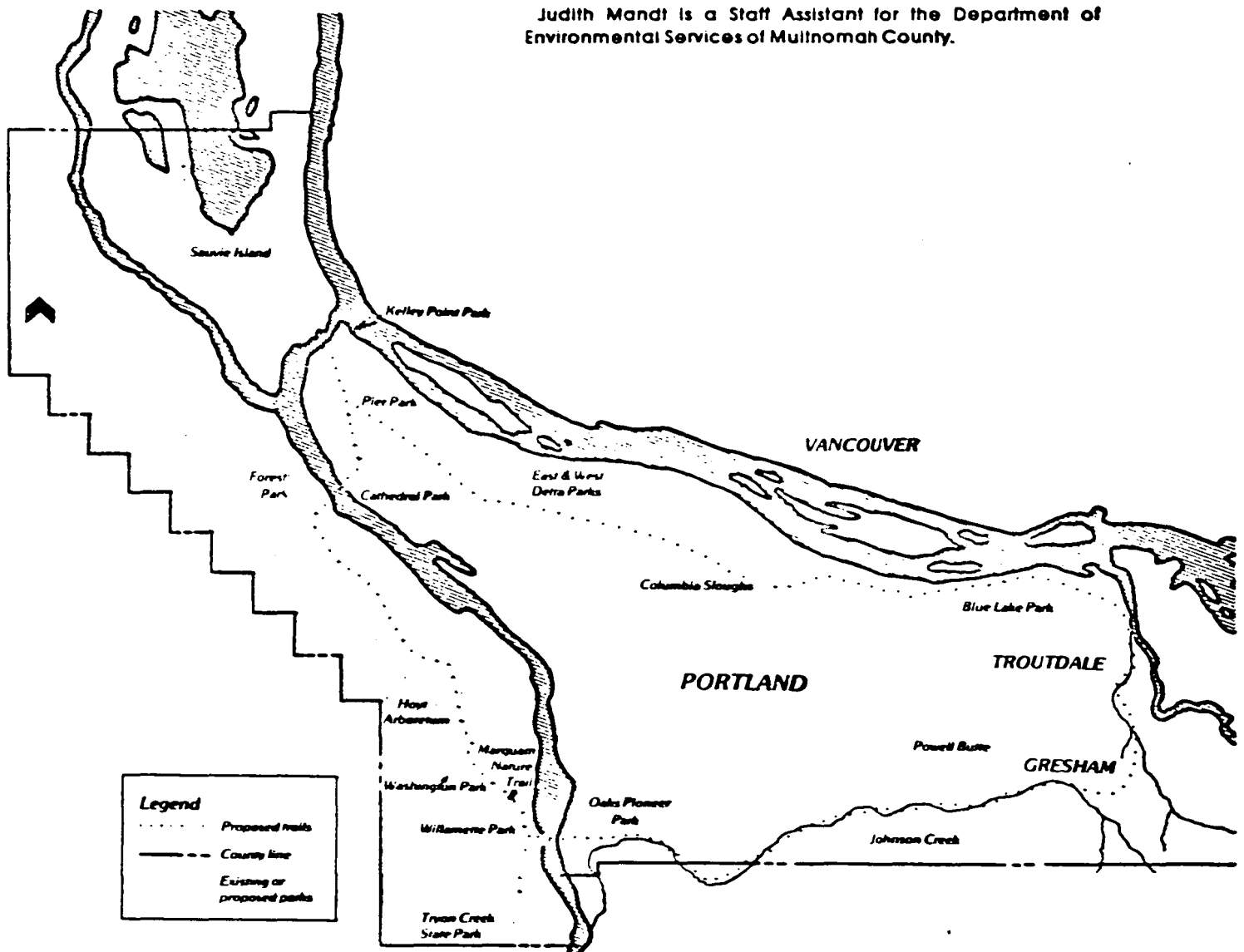
## "PERPETUAL ADVOCACY" FOR AN AMBITIOUS DEVELOPMENT PROJECT

by Judith Mandt

Private and public interests have come together in the Portland Metropolitan area for the purpose of developing an extensive system of parkways and trails commonly known as the 40-Mile Loop.

It is an ambitious undertaking, especially in the light of dwindling federal funding for park development. Advocates of the 40-Mile Loop are hoping that ambition will be served through a newly formed land

Judith Mandt is a Staff Assistant for the Department of Environmental Services of Multnomah County.



trust, designed to provide private citizens and landowners with an alternative to bureaucratic red tape. The 40-Mile Loop Land Trust, one of only a few such organizations in Oregon, has one purpose: to assist in the acquisition of lands and conservation and recreation easements along the 40-Mile corridor and to act as a catalyst for community resources and land donations.

The 40-Mile Loop concept is not new but dates back to a park plan developed in 1904 by the Olmstead brothers. Frederick and John Olmstead were brought to Portland as consultants to the Lewis & Clark Exhibition and, as part of their work, developed a plan for Portland parks. For many years, the plan served as a framework for parkland acquisition in Portland. The re-discovery of the plan in 1977 is a tribute to the remarkable foresight of the two visionary park planners whose ideas for preservation of the scenic areas for the use of the public are more applicable today than ever before; at a time when the population is increasing and open spaces are disappearing.

Planned to encircle central Multnomah County, connecting major parks in Portland, Gresham and Troutdale, the 40-Mile Loop will provide for jogging and cycling in scenic areas safe from road traffic. As it is presently proposed, the system of parkways has been extended from its 1904 boundary of Mt. Tabor to include Beaver and Kelley Creeks in Troutdale and Gresham to the east. The Loop will begin at the confluence of the Columbia and Willamette Rivers in Kelley Point Park; from there, it will continue along the Columbia Sloughs in north Portland to connect East and West Delta Parks, Blue Lake and the Sandy River. Once in Troutdale, the trail will continue along Beaver Creek Canyon to Kelley Creek in Gresham and, from there, to Johnson Creek. Heading in a westerly direction, the trail will follow areas of Johnson Creek, connecting Gresham's main city park and five Portland parks, including a botanical garden and Eastmoreland Golf Course. From Sellwood and Oaks/Pioneer Parks, the trail proceeds across the Willamette River at the Sellwood Bridge and connects with the Terwilliger Parkway, Marquam Nature Trail and Council Crest. From there, the trail leads into Washington Park and Zoo, the Western Forestry Center, the Oregon Museum of Science and Industry, the Japanese Gardens and Hoyt Arboretum. At that point the Loop merges with an existing system of trails leading to the historic Pittock Mansion, the Audubon Society and Collins Foundation Bird Sanctuaries and continuing through Forest Park on the Wildwood Trail and Leif Erickson Drive to St. Johns. Crossing the Willamette River once again over the St. Johns Bridge, the trail will connect with Cathedral Park under the bridge, continue onto Pier and Chimney Parks and back to Kelley Point Park.

Definitely an ambitious undertaking. And just about every jurisdiction imaginable has been involved in this project, including the cities, Multnomah County, the State Parks Division, Port of Portland, the Army Corps

of Engineers, the Metropolitan Service District and the Fish and Wildlife Commission. However the success of such a project requires a strong citizen advocacy effort; local residents - running or cycling enthusiasts, devotees of the outdoors, environmentalists or nature lovers - willing to play an activist role.

As a private, non-profit land acquisition organization, the 40-Mile Loop Land Trust is the first of its kind in the Portland Metropolitan area. This type of organization may play a more prominent role in parklands development in the 1980's as it provides leisure services professionals with a conduit for getting things done outside of the framework of the governmental structure. Furthermore, a land trust provides an ongoing, perpetual advocacy for future park development projects, can accept lands for future sale to generate revenues for land acquisition and helps to bridge the gap between public and private interests.

Why a land trust? Specifically, why don't property owners simply give the land to the park departments of the cities, the counties or the states?

A number of answers come to mind; foremost is the unwillingness of some landowners to become involved with public agencies. Moreover, often the expression of interest in the acquisition of land by a public agency increases speculation, driving up the cost of the land. As a non-profit organization, a land trust can offer favorable tax advantages to a landowner that could not be offered by a private developer. Each landowner is regarded as a potential donor by a land trust which can use the tax benefits accrued to non-profit organizations to attract gifts of land for leverage and outright ownership for trail construction.

Holding money in trust allows the funds to increase in value through investment, yet permits immediate action to secure purchase rights when time is of the essence. Often, the time consumed by simple public administrative process causes lost opportunities. On the other hand, a trust can act independently to gain rights of first refusal on land sales, secure appraisals at reduced costs and negotiate with property owners for access rights. A trust has the advantage of offering the option of life estates to property owners who wish to donate land but also wish to continue to reside on the property for life. Under this set-up, the property, because it is owned by a non-profit organization, is tax exempt.

Land trusts are also eligible for grants and endowments from private foundations. Foundations hold considerable assets and are often more receptive to requests for funds from private, non-profit organizations than from public agencies.

Public financing for future park development will continue to be limited for some time. Portland's 40-Mile Loop Land Trust, in its relatively short history, represents a new park development option. The formation of this Trust may prove to be as visionary - and as beneficial to the metropolitan area - as the 1904 park plan provided by the Olmstead brothers.

PORTLAND VANCOUVER AREA PARKS COORDINATION STUDY

1979

BY MEL STOUT

OREGON DEPARTMENT OF TRANSPORTATION, PARKS AND RECREATION DIVISION

Population increases and the energy situation are rapidly changing recreation needs in the Portland Vancouver Metropolitan Area. It appears evident that "close in" regional parks will become more and more necessary in the near future.

Although individual recreational suppliers in the metropolitan area have been successful in planning for parks and providing park services, there maybe too little coordination between agencies in relation to serving future needs that extend across jurisdictional lines. As an existing supplier in the area the Oregon State Parks is endeavoring to serve as a catalyst for better coordination by gathering and distributing some basic "back of the mind" thinking from the suppliers involved. This report is a summary of that information.

Additionally the state parks division is sponsoring a one day conference February 13 at 9:00 a.m. at the Jantzen Beach Thunderbird Motor Inn in Portland. Metropolitan area public and private recreation suppliers are invited to attend.

Through October and November approximately 30 interviews were conducted with suppliers. Those interviews are the basis for this report and will serve as the background from which discussion can begin at the February conference.

Below is a list of questions that were asked of each supplier or recreation related entity in the area.

1. Who are the suppliers?
2. What is the status of their planning coordination?
3. What do populations growth trends look like?
4. What are the needs for large regional parks?
5. What are the opportunities for regional parks?

Leaders for the following list of representative suppliers and entities were interviewed. Although the list is substantial, it is not complete as other agencies, businesses and individuals have major interests in the parks and recreation field around the metropolitan area.

U. S. Forest Service - Don Vaugh and Gene Zimmerman

National Park Service - Russell Dickenson

Corps of Engineers - Lauren Aimenetto

State Forestry - J. E. Schroeder

Bureau of Sports Fisheries & Wildlife - Kahler Martinson & Ed Murezek

State Fish and Wildlife - Robert Mace and Mel Cummings

Bureau of Reclamation - Robert A. Barbo

Port of Portland - Bill Bach

City of Portland Parks Bureau - Doug Bridges

Portland General Electric - Jim Goggin and Ted Kolberg

Pacific Power and Light - Lee Carothers

Clark County Parks - John Morrell

Washington State Parks - John Johns

Multnomah County Parks - Estella Ehelebe

Clackamas County Parks - Don Broadsword

Crown Zellerbach - Dave Ely

Wasnington County Parks - Monte Palmer

Weyerhaeuser - David Allen

Tri-Met - Mike Kyte

Metropolitan Service District - Donna Stuhr and Gene Peterson

Tualatin Hills Park and Recreation District - Howard Terpenning

Gresham City Parks - Burke Raymond

Oregon City Parks - Les Pakulak

West Linn City Parks - Bill Mattus

Lake Oswego City Parks - Glen Holzemer

Heritage Conservation and Recreation Service - Maurice Lundy

Nature Conservancy - Al Edelman

Oregon Environmental Council - Mary Buel

Bureau of Land Management - Bob Alword and Scott Abdon

Columbia Gorge Commission - Nannie Warren

Washington Gorge Commission - Clarence Irwin

City of Vancouver - Ted Brown

State Marine Board - Malcolm McMinn and Paul Donheffner

L.C.D.C. - Wes Kvarsten

Most of the interviewees identified their local city or recreation district, the Oregon State Parks and the National Forest Service as the major suppliers of recreation services. A glance at this long list introduces questions as to whether problems with overlapping services, maintenance of facilities, facility design, planning, etc., may exist due to the sheer numbers complication of relying upon traditional crisis or "friendship" type coordination contacts.

When asked the status of their planning coordination most suppliers mentioned other agencies with recreation lands adjacent to theirs, those that involved mutual operations problems or merely no coordination at all.

A few agencies have begun to plan long range concerns with others but no multi-agency coordination effort has developed.

Population growth trends provide very important information for use in planning ahead to supply recreation needs. Suppliers seem perplexed by the metropolitan area prospect of greatly increased population growth, tightening budgets and disappearing key recreation lands upon which to provide future services.

Oregon and Washington's population growth is among the highest in the nation. Much of that growth is occurring and will occur in the Portland Vancouver area. The west Washington County urban area is leapfrogging to Forest Grove and in the future will most likely extend to cover the land between Forest Grove and Beaverton. A major expansion area in the Portland region, due to land availability close to freeway access, is expected to be that between Tualatin, Wilsonville and Oregon City. Multnomah County will continue to fill in vacant east county areas. Perhaps, the most rapid growth of all will occur in Clark County. Future completion of the I-205 Bridge and the future development of 4 new electronics firms seem to assure that.

Although planning is essential for evaluating recreation needs and then guiding development, the location of parks has most often relied upon opportunity. Since the opportunities are becoming fewer, coordinated planning may become an especially important tool for use in prioritizing new park locations.

When asked what were the needs for large regional parks, most suppliers thought that the need for additional parks was great and that it would become much more so in the near future. Reasons given were the expected population increases and the energy problem that will tend to hold more and more recreationists nearer to their homes.



If gasoline rationing is initiated many favorite recreation sites may not be reachable. Since recreation holds a very important position in the hierarchy of basic human needs, people will most likely not give up recreation but will seek alternative recreation sites closer to their homes. Then, existing facilities may not be sufficient to accommodate them.

Should no rationing occur and availability remain good, cost alone may keep more and more recreationists closer to their homes. If the "elite" can afford to travel long distances, greater division among user types might occur. As the cost rises the more crowded existing "close in" facilities would likely become by those who could not or would not choose to pay the price of gasoline.

Consequently it seems appropriate that responsible recreation suppliers begin cooperating in efforts to provide for these expected "close in" future needs. This means looking at programs, acquisition, etc., not only in reaction to providing for the needs but to be more responsible and effective in helping to achieve our national energy reduction goals.

Specific recreational facility needs mentioned by suppliers were for additional group picnicking, boat launching ramps and boating facilities, low level development camping, and protection of the visual and wildlife resource. The most urgent need noted by almost all suppliers was for more parks with waterfront and beach access. Based upon comparisons of user count data, people choose to frequent parks within which they can get into or be near water. In comparison with all of the river and lake shore mileage in the metropolitan area, little is available for public use.

The crucial need for more waterfront parks was emphasized by interviewees when they offered suggestions of where specific regional park

site opportunities still exist. Most of the suggestions were for lands located adjacent to lakes and rivers. (See Figure 1)

Following is the list of potential regional urban park sites:

Reynolds Aluminum (Martin Ranch) located east of the Sandy River between I-80N and the Columbia River.

Burlington Northern and adjacent properties between U.S. 30 and Multnomah Channel downstream to where the highway and channel run close together.

Oaks Park/Oaks Bottom north of the Sellwood Bridge.

Government Island in the Columbia River.

Smith and Bybee Lakes along the Columbia Slough.

40 Mile Loop Trail Park along the Columbia Slough, Johnson Creek, Willamette River, Marquam Ravine and Forest Park.

Blue Lake Park (addition) along the Columbia River shore.

Vancouver Lake in Clark County.

Columbia River Shoreline Beaches on both the Washington and Oregon sides from Portland and Vancouver to Bonneville Dam.

Scoggins Reservoir, Washington County.

Tualatin River, bankline areas.

Powell Butte near Gresham

Hayden Island in the Columbia River near the Interstate Bridge

Ross Island in the Willamette River.

St. Mary's in Beaverton.

Cascade Locks Plateau on the Oregon shore above Cascade Locks near I-80N.

Forest Park (expansion) in the City of Portland.

Home Valley near White Salmon and Stevenson, Washington on the Columbia

Table Rock Area near Molalla, Oregon

Gales Creek (expansion) in Washington County

Meldrum Bar (expansion) on the Willamette

Mount Talbert in Clackamas County

The need for coordination in solving mutual problems such as finding future park sites is re-emphasized through a report commissioned by the Oregon State Parks called Oregon's Recreation Delivery System. It states "The principle finding of the research and analysis done for this report is not the vagaries of the rôles of individual agencies, but rather, it is the lack of relationship between the roles of all of the agencies and groups involved in the delivery system."

The report suggests several state-wide organizational alternatives for improving the "recreation delivery system." Whether coordination is accomplished through one of the more formal alternatives that the report suggests or through less formal means it hopefully would produce some savings effects with existing programs and specify prioritized recommendations for needed ones.

It is not always possible for park personnel to promote some of the recommendations that might develop from this type of coordination effort. To capitalize upon those, some interviewees suggested that long range recommendations be forwarded to park boards or advisory groups for their approval and subsequent presentation to the general public and funding authorities. Perhaps in this way coordination efforts would have the best chance for attaining implementation where significant additional funding is required.

1 Montgomery, James M., Oregon's Recreation Delivery System, Oregon State Parks Division, 1979, p.23.



**METROPOLITAN SERVICE DISTRICT**

527 S.W. HALL ST., PORTLAND, OR. 97201, 503/221-1646

**M E M O R A N D U M**

Date: June 3, 1983

To: Regional Bicycle Plan Technical Advisory Committee and Citizens Advisory Committee

From: <sup>JB</sup> Terry Bolstad/Richard Brandman <sup>RB</sup>

Regarding: TAC Meeting - Thursday, June 9, 2:00 p.m.  
CAC Meeting - Monday, June 13, 7:00 p.m.

Enclosed for your review is the first draft of the Regional Bicycle Plan. The plan consists of eight chapters covering all issues discussed at past meetings. Each chapter will be discussed in detail at both the TAC and CAC meetings.

Please review the plan thoroughly and come prepared to offer comments or suggestions, as this may be the last formal opportunity for the TAC and CAC to review it before it is submitted to Metro committees (TPAC, JPACT and the Metro Council) for approval.

For your information, we will describe at the meeting the committee process and scheduled meeting dates leading up to adoption of the plan in late July.

TB:RB:lmk

Enclosure

