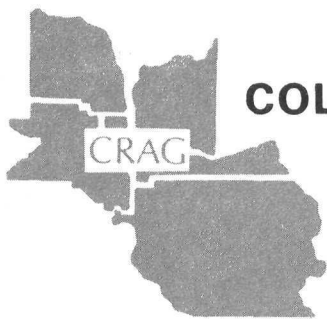


THE URBAN OUTDOORS



A New Proposal for Parks and Open Spaces

Portland-Vancouver Metropolitan Area



COLUMBIA REGION ASSOCIATION of GOVERNMENTS

6400 S.W. CANYON COURT
PORTLAND, OREGON 97221

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A forum of cities and counties in the Portland-Vancouver Metropolitan Area for the purpose of discussing and studying problems of mutual concern and recommending policies and action, with a focus on the preparation of comprehensive regional plans.

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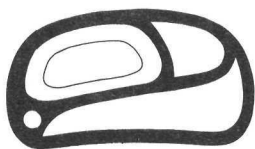
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* Member as of June 30, 1971, preceeding Lloyd Stromgren.



The cover symbol is adapted from this Northwest Coast Indian design depicting "salmon-trout's head". It is used here as a tribute to those who passed on to us our heritage of water, forests, rocks and mountains ... in remembrance of a people who revered that heritage and whose lives, as ours, depended upon it.

Proposals to the Portland-Vancouver Community for a Metropolitan Park and Open Space System

Adopted June 30, 1971 by
the CRAG Executive Board

THE URBAN
OUTDOORS





WILL IT HAPPEN HERE?

Increasingly, the City is becoming a place to get away from.

Each year, millions of people affluent and fortunate enough flee it--some permanently, others for a week end, some every chance they get. For those who cannot, the City too often has become a prison. There is no way out.

Urban deterioration has meant deterioration in the quality of life itself. Cities, once shining examples of civilization, storehouses of culture and links with the historic past, have offered a comfortable place to live and a feeling of community. But they are slowly relinquishing most of those roles and becoming instead synonyms for crime, decay, pollution and unrest.

No single "reason" will explain the complex difficulties that have engulfed many cities and perhaps threaten them all. But one fact is clear: Hand in hand with the intensification of these problems has gone the disappearance of open space.

Acre by acre, lot by lot, stream by stream and tree by tree, open space has been paved over, built upon, or squashed or slivered into unuseable bits and pieces. With its disappearance, the sense of neighborhood has eroded, sorely needed links with the past have vanished and the feeling of free movement has been seriously impaired. More and more, urban residents seem destined to live in abrasive coexistence. Compressed into surroundings of unrelieved monotony, they increasingly suffer one another's sharp edges.

What are the values sought by those who flee the City? Whether recreational, social or spiritual, they are obviously values the urban area fails to provide. And so, far from home, we see the city dweller--and thousands of his fellows, crowding the beaches, jamming the lakes, overflowing the campgrounds--getting out of town.

Population growth is a fact we must live with. But urban rot and unrestrained suburban sprawl are not.

If the City has become a place to get away from, certainly no one planned it that way. It just happened. And it's happening here. For some cities, it's probably too late. For our urban area, it may not be.

This report appraises the great and rich variety of recreational, historic, scenic, geological and other resources still available within our urban area itself, and proposes what must be done to retain them.

The proposal is bold, but it is achievable. And it would guarantee for generations to come an urban area second in liveability to none in the world. Whether it becomes fact depends on how badly you--and all who feel ours should remain a very special place to live--want it to happen.

The time to act is now. While you read this, open space is being gobbled up and whittled away. As it goes, much that makes life liveable goes with it. And, almost always, when that space is gone, it is gone forever.

* * *

ACKNOWLEDGMENTS

"Willamette River Rediscovered," a movement initiated by State Treasurer Robert Straub in 1966, brought the vision of a river greenway into the public eye. With this inspiration, the 1967 Oregon Legislature was persuaded by Governor Tom McCall to establish a "Willamette River Park System" along the length of the river.

The idea of urban greenways has been explored by others in the Portland-Vancouver area. A comprehensive plan published in the 1950's for the City of Vancouver proposed greenways along Burntbridge and Salmon Creeks. Pioneering work by Gordon Clark of the Portland City Planning Commission staff also provided a starting place for this present proposal.

This report was submitted in draft form to citizen and technical reviewers, whose suggestions and enthusiasm have been most encouraging. Members of CRAG's Area Development Committee and its Park and Open Space Subcommittee also contributed many helpful ideas. Editorial assistance volunteered by Joe Floren, Director of Communications, Tektronix, who also wrote the preface ("Will it Happen Here?"), is gratefully acknowledged.

Preparation of this report was aided by federal grants under the Urban Planning Assistance Program as authorized by Section 701 of the Housing Act of 1954, as amended. (Projects Ore. P-151 and C. P. A. - 1003).

Chief Seattle, ca 1854:

"Every part of this country is sacred to my people. Every hillside, every valley, every plain and grove have been hallowed by some fond memory or some sad experience of my tribe. Even the rocks, which seem to lie dumb as they swelter in the sun along the silent seashore in solemn grandeur, thrill with the memories of past events connected with the lives of my people."

Gerald McLindon
Louisiana State Univ. 1971:

"The monotony and brutality of every day life in cities chases people to the coast for temporary relief."

I.
a
perspective

Of 491 million acres of public recreation area in the United States, less than 3 percent is within 40 miles, or 1-hour driving time, from the center of metropolitan areas with more than 500,000 population; yet 90 million people live in these areas.

- Environmental Quality,
the Second Annual Report of the
Council on Environmental Quality, August 1971

During the past decade there has come a rising concern over the seemingly uncontrollable dwindling of open spaces within and around our cities. Formerly open hillsides, wooded stream banks, familiar recreation places and vistas disappear -- usually with little notice or comment -- to become nostalgic memories.

A major public issue erupted when it was discovered that even Oregon's coastal beaches, long assumed well-secured for all the people, were threatened by developers hoping to capitalize on the recreation desires of a burgeoning urban population.

But open spaces are needed not only at the coast, along the state's wild rivers, in the Columbia River Gorge, or in the mountains, distant from the daily city hubbub, but also for immediate enjoyment and refreshment within the fabric of day to day urban life.

This need traditionally has been met by the vacant lot next door, by the field down the way, and by the dedication of individual public parks. Those older neighborhoods in Portland with scenic and usable public open spaces -- Laurelhurst, Mount Tabor, Eastmoreland -- have maintained their values over the years especially well.

But open spaces now are disappearing at a rate and in amounts hardly comprehensible to earlier Portlanders. Traditional open space planning, limited to securing unconnected park sites, is no longer enough.

Portlanders and suburbanites alike have tended to assume that an abundance of scenic open hillsides, mountains, water courses, woods and cultivated countrysides

surrounding and lacing the metropolitan setting somehow would be always there. The course of events and the prognosis for the future, however, point to exactly the opposite.

Our efforts to satisfy the work-a-day needs of an ever increasing population bring with them a long-range hazard -- that some can clearly foresee, and that others do not yet perceive -- that we may foreclose our opportunities for satisfying those self-fulfillment needs which are dependent upon our relatedness to the natural environment and to the urban outdoors. The purpose of this report is to make sure that those opportunities are not foreclosed.

Open Space and Urban Form

The rising concern over dwindling urban open spaces has stemmed from feelings that the open areas that have been secured are all but overwhelmed by today's sprawling industrial-age urban settlement. That concern has stemmed also from the belief that the sprawling megalopolis perhaps should be shaped and constrained by containing it within a massive circumferential greenbelt, following the example of London; or by interposing massive radial wedges of inviolate open land between fingers of development, after Stockholm.

We looked to the Year 2000 Plan for Washington, D. C., presented in 1961. It was hailed by President Kennedy as promising "the finest living environment America can plan and build," and he pledged the administration's wholehearted support.* In the Portland area we wondered "How should our community grow?" and looked alternatively at patterns for radial corridors, separated regional cities and a lineal city, each of which would gain its shape by massive preservation of open spaces.

But something has gone awry. William H. Whyte commented in 1968 that "the Year 2000 Plan (for Washington, D. C.) has long since been doomed. ...The biggest element in the design ... has had the props knocked from under it. The wedges have already been spoken for."*

* William H. Whyte, The Last Landscape, Anchor Books edition, 1970, p. 160.

The American Society of Planning Officials, commenting on a report by the Metropolitan Washington Council of Governments evaluating the Washington, D. C. plan, concluded that: "on the surface, COG's report raises some important planning and development issues for the Washington area. But below this surface is a profound, but unarticulated, feeling that the methods of metropolitan planning are, if not bankrupt, in very serious trouble. The inferences to be drawn from this assessment are significant. In a sense, it is an indictment of the entire planning process. It suggests that there are no adequate implementation institutions even for good plans."*

The London Greenbelt was achieved through zoning under police powers, with compensation for development rights if a landowner was refused permission to build, paid out of a fund set up by the government. The Stockholm example is a reality because the city began buying up surrounding farm land and leasing it back to the farmers as early as 1906, leaving it with full control over what land would develop and how.

Can the Portland-Vancouver urban community and the States of Oregon and Washington muster the drive, inspiration, legal tools and massive funding to become the first in the nation to emulate London or Stockholm? There is no evidence yet to suggest so, although there is a strong upsurge of interest in preserving the environment.

* American Society of Planning Officials, "Planning," December, 1969.

An inspiring regional goal is needed, but to aim too high would be self-defeating; enthusiasm would become dulled if the goal seemed too remote. This report is therefore not about designing expansive greenbelts or wedges of open space (though it by no means closes the door on them). Instead, it proposes much more modestly to apply imagination and energy to following the grand design that: "has long since been set by nature and man, by the rivers and the hills, and the railroads and the highways. Many options remain, and the great task of planning is not to come up with another structure but to work with the strengths of the structure we have -- and to discern this structure as people experience it in their everyday life."*

In place of massive greenbelts or wedges, this report proposes to relieve the monotonous and the mechanical by preserving and enhancing those environmental features that have already stamped the region with their unique form and character, which make it a very special place to live:

- The rivers, streams and flood plains that have always drained the land, that shaped its early settlement, and that yet provide a vast natural setting of running water.
- The high points that overlook the cityscape and from which the region's famous peaks are visible on clear days.
- The historic sites that link the region's past with the present, and the other places that give it its unique identity.

* William H. Whyte, The Last Landscape, Anchor Books edition, 1970, p. 12.

This approach capitalizes on the abundance of shorelines in the region (over 400 miles of major stream banks alone), on the open space and recreation values of rivers and streams and on the historic role rivers have played in the region's settlement. A variety of other terrain features is also emphasized -- terraces, isolated buttes, chains of hills.

These features provide a natural structure for an urban plan. They provide an ideal setting within which to develop regional and local parks, urban trails, bicycle ways and facilities for most other urban outdoor recreation activities.

That recreation demands are increasing faster than population has been well-documented. Numerous studies have projected increasing leisure time (shorter work-weeks, longer vacations), increasing spendable income, more travel and tourism, larger proportions of both young and retired in the population, and larger proportions of professional, technical and white-collar workers with higher recreation participation rates.

However the issue is larger than meeting recreation needs. Today's interest in curbing urban sprawl in favor of more compact growth could intensify the pressure on the vacant lot next door and other valued private open spaces. The greater the losses of private open spaces the greater the need for publicly-secured ones.

Beyond these needs, the challenge is to preserve for future generations those nonrenewable aspects of our urban landscape that make it unique and special, that help establish community identity and that give form and beauty to our urban outdoors.

Meeting the Open-Space Challenge

Without action programs to preserve open-space resources now, they may be lost forever. Effective public programs to preserve rivers, streams, high points and historic sites within the urban area are needed right alongside programs for wilderness and back country, the ocean beaches, the Columbia River Gorge (yet far from fully protected), and the Willamette River (where the Willamette River Park System has been our response to the larger vision of a complete Greenway).

Preservation of this heritage is hardly a modest goal. Unlike the open-space greenbelts or wedges of London or Stockholm, though, it is not an "all or nothing" proposition. Every bit counts for something. The focus is on resources with positive values in themselves, and this fact takes us well beyond a simple insistence on open space in order to channel urban growth.

"Our options are expiring. As far as open space is concerned, it doesn't make a great deal of difference when the projected new population reaches target or whether it is going to be housed in green-belted megastructures or linear cities or what. The land that is still to be saved will have to be saved within the next few years. We have no luxury of choice. We must make our commitments now and look to this landscape as the last one. For us it will be."*

* William H. Whyte, The Last Landscape, Anchor Books edition, 1970, p. 402.

"Man requires a feeling of permanence to attain a sense of place, importance and identity. For many persons in the city, the presence of nature is the harmonizing thread in an environment otherwise of man's own making."

"Comprehensive metropolitan planning should identify flood plains, wetlands, aquifer recharge areas, unstable surface and subsurface characteristics, and areas of value for scenic, wildlife and recreational purposes. Development in these areas should be controlled."

"The number of free-flowing streams and rivers declines yearly as new dams, canals, or channels impound and divert the waters. Although extensive recreation areas are often created from such projects, they often irreversibly destroy the natural systems of land and water in addition to recreation uses of free-flowing streams and rivers. . . . We continue to develop flood plains, then spend millions to protect man's use of them from natural flooding cycles. We continue to view the provision of water resources as a challenge to our engineering ability rather than as a challenge to weigh against man's ecological obligations."

-- Environmental Quality,
the First Annual Report of the
Council on Environmental Quality, August, 1970

II. what's needed ?

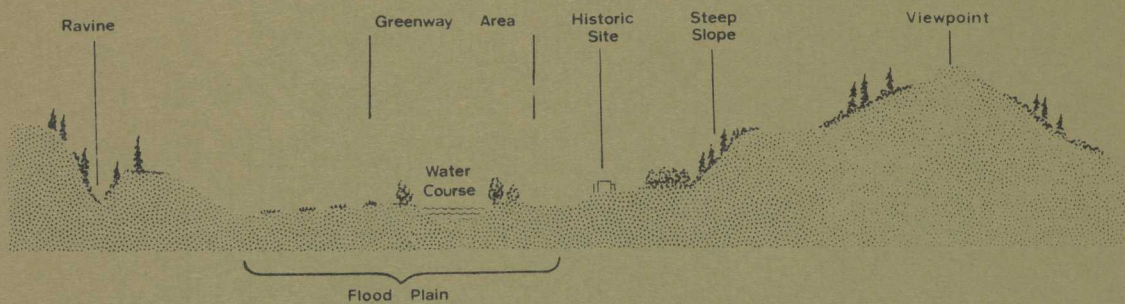
To conserve and preserve the environmental values that make this a great place to live -- particularly our non-renewable resources -- even as we accommodate ever more people living here.

To preserve rivers, streams, creeks, ravines, high points, historic sites . . . for permanent public enjoyment, just as we are now committed to preserving the ocean beaches, Oregon's Scenic Rivers, the Columbia Gorge, Portland's Forest Park . . .

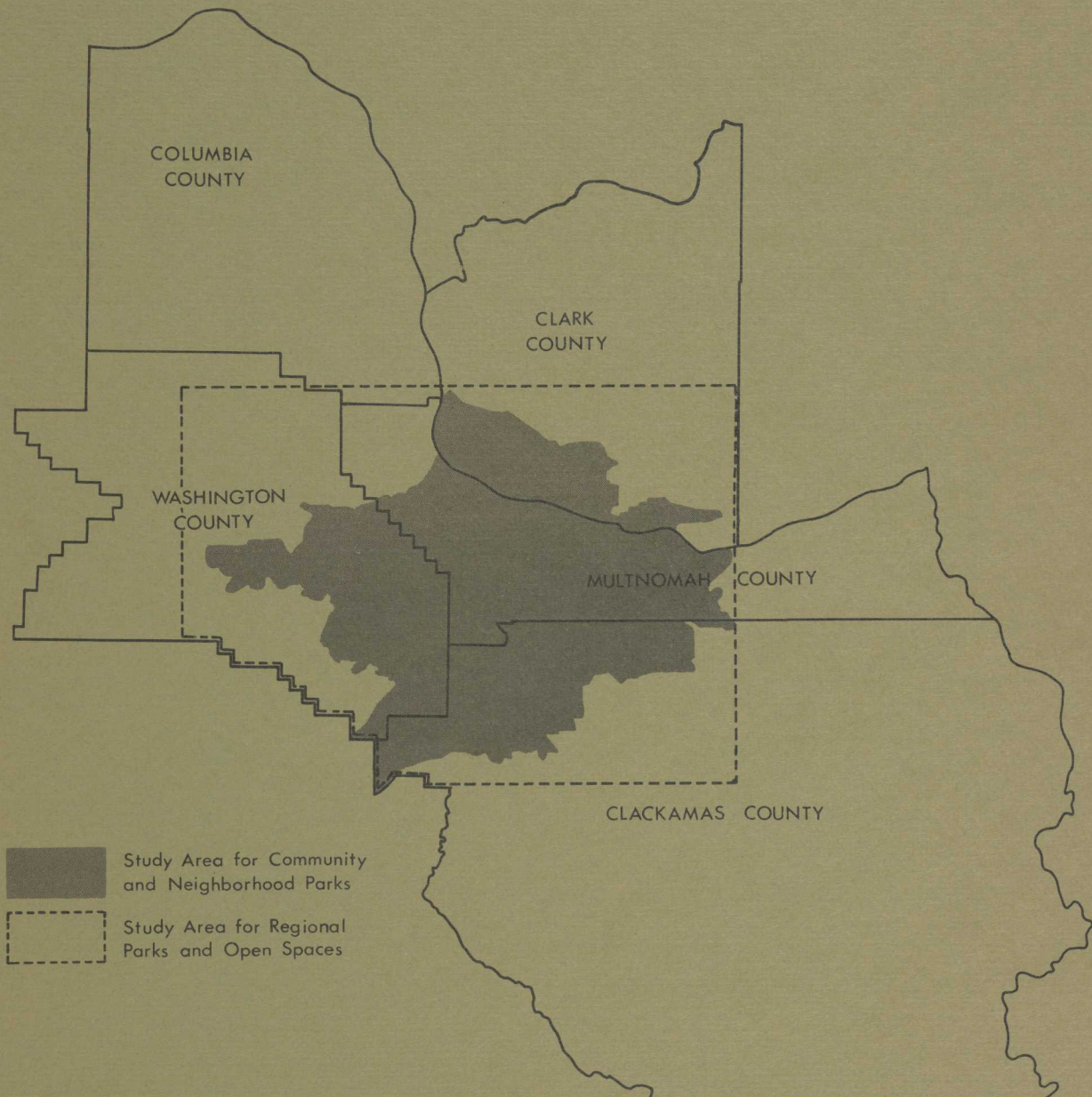
To create a balanced system of neighborhood, community and regional parks, interconnected by a permanent water-oriented Greenways System containing urban trails, bikeways, bridle paths . . . along with sites for boating, swimming, fishing . . .

To put the case for regional parks and open space on an equal footing with freeways, utilities and other public systems.

THERE IS A METROPOLITAN-WIDE NEED TO IDENTIFY,
PRESERVE, & ENHANCE OUR LAND'S NATURAL FEATURES:

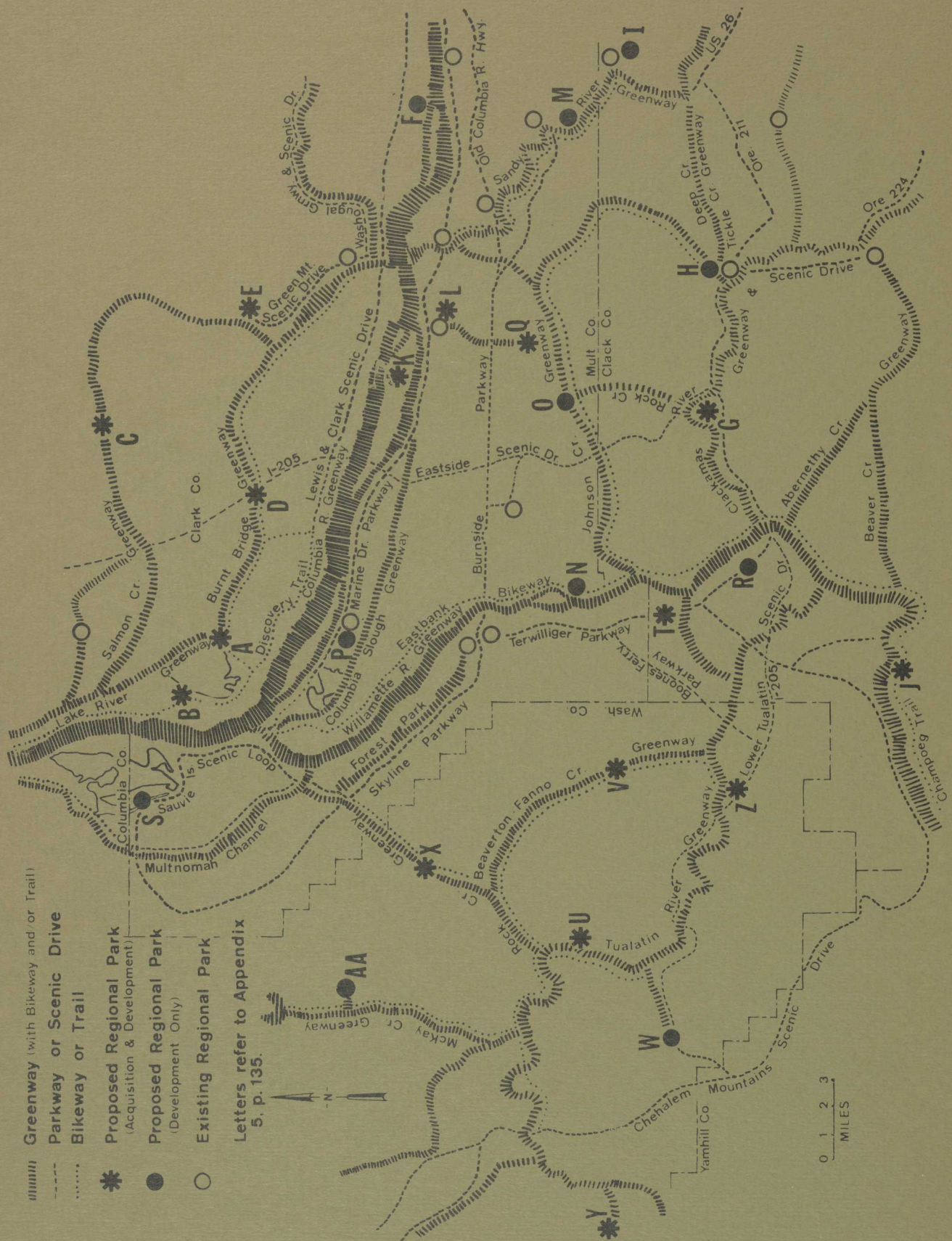


THE IMMEDIATE NEED IS GREATEST
WHERE URBAN PRESSURES ARE STRONGEST:

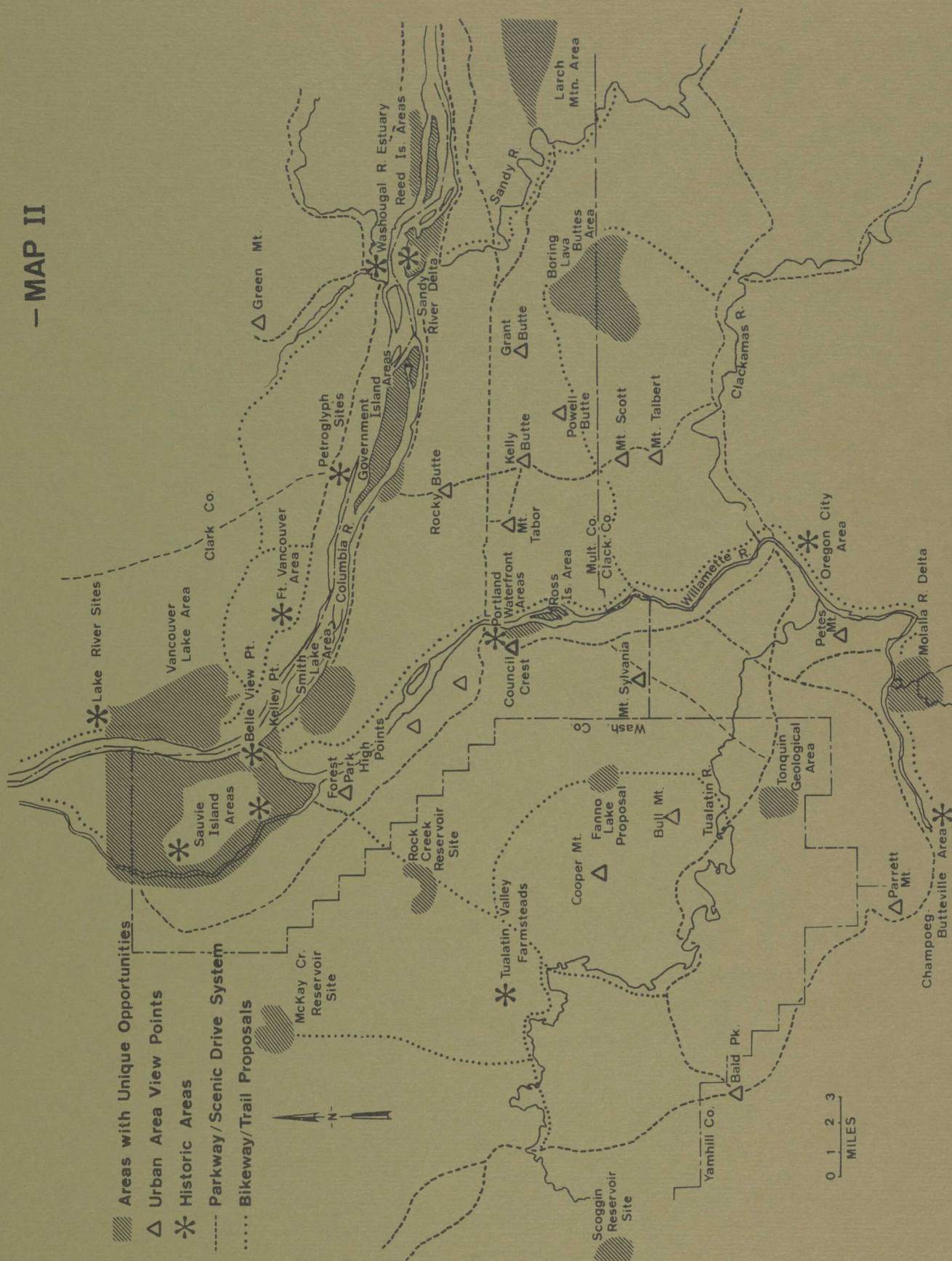


MUCH OF THIS WILL BE LOST IF WE DO NOT ACT SOON:

PROPOSALS FOR PARK & OPEN SPACE SYSTEM – MAP I

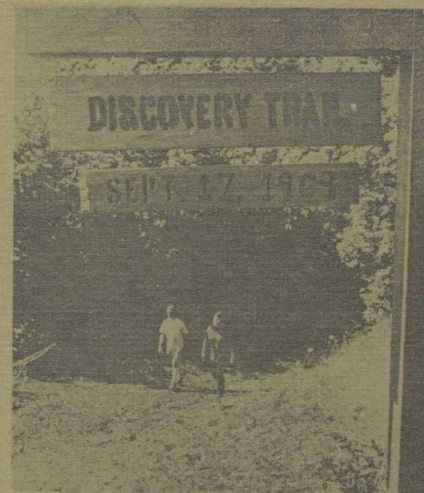


- MAP II





Box Canyon
Camassia
Natural Area
West Linn



"Vancouver's youth have found a way to bridge generation gaps with a 21-mile-long hiking trail . . . to surround Vancouver."

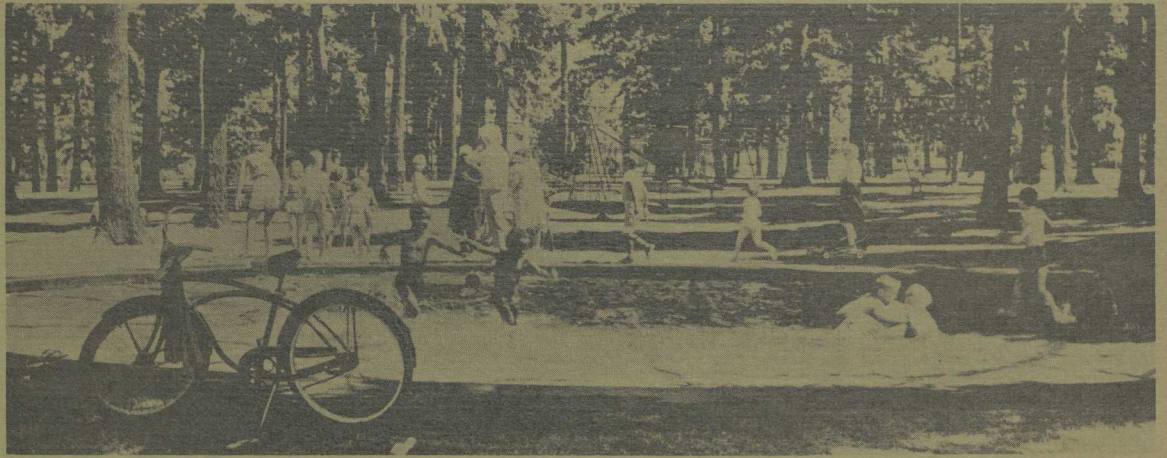
— Oregonian 5/30/71



"SPACESHIP EARTH"



Proposed Johnson Creek Greenway (foreground), with trail to open space preserve and viewpoints higher on Walter's Hill, Gresham.



Alberta Park, N.E. Portland



Laurelhurst Park, S.E. Portland



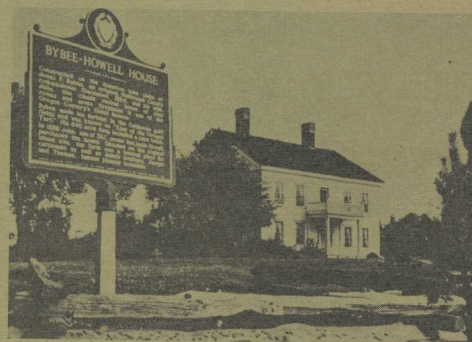
Gabriel Park, S.W. Portland



NEGLECT . . .



One Day's Catch — once upon a time



Sauvie Island 1971

AND CARING . . .





NEGLECT . . .



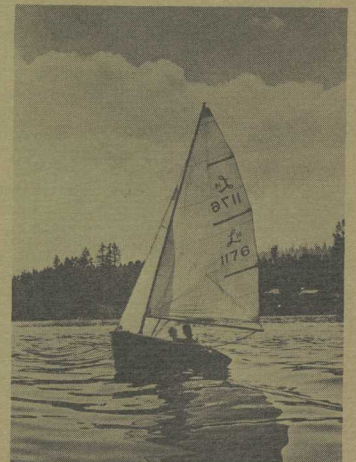
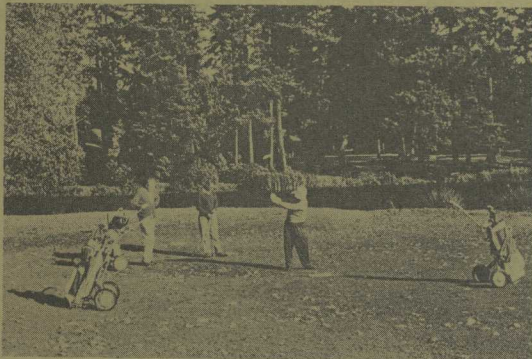
AND CARING . . .



YESTERDAY . . . AND



TOMORROW?





Parks and recreation facilities in the region fall short of what's needed. Population growth,* increasing leisure time, greater affluence, and increasing recreation participation will intensify deficiencies. There are short-range needs resulting from present deficiencies, and longer-range open space needs if standards and levels of service are to be upgraded or even maintained. These needs are summarized below, followed by specific proposals to cope with them, looking as far as year 2000.

REGIONAL NEEDS

Greenways and Scenic Corridors

There is a region-wide need to identify, preserve and enhance environmental features of special importance: unique scenic areas, waterways, high points, historic sites, geologic areas, botanical features. There is a complementary need for an urban-wide network of greenways, trails and scenic drives to (1) provide an open-space setting for urban development; (2) connect parks, scenic features, waterways, high points and historic sites; and (3) strengthen community identification.

Regional Park Sites

To maintain the present ratio of regional parks to population, 20 major new parks must be acquired and/or developed by year 2000. Two major parks now privately owned may have to be replaced (or publicly acquired), in addition.

* See Appendix, page 144 for regional population projections.

In the decade ahead, at least six regional public parks must be developed to maintain present standards. (There could be a need for as many as nine, if privately-owned parks are converted to non-recreation use.)

Fifteen undeveloped sites, already acquired, will more than meet minimum short-term needs. These sites are large enough to maintain (and even expand) the present average site size. Looking to the end of the century, there is a need to acquire at least seven more regional park sites (a minimum of 1400 acres) to maintain present standards.

The greatest need for more regional parks is west of the Willamette River, especially in the Tualatin Valley. Regional parks now are concentrated east of the Willamette and (to a lesser extent) north of the Columbia. Remedying this imbalance will increase the park/population ratio.

Special Park Lands

To maintain the present ratio of special park acres to regional population, roughly 4,500 suitable acres will need to be acquired before year 2000. At least one-third of this land must be developed for specialized uses by 1980 to keep pace with present standards. Water-oriented facilities, historic sites and golf courses are examples of specialized uses.

Water-Oriented Facilities

There is a widespread need to expand access and recreation facilities along urban-area shorelines. This need stems partly from increasing popularity of water-oriented recreation, and partly from a growing appreciation of the enhancement shorelines can add to most recreation activities.

Historic Sites

A regional plan is needed to preserve important historic or archaeologic sites, architecturally significant structures, etc. The plan should set priorities, systematic procedures, and a program for acquiring and marking the sites or structures. Because historic sites typically are related to rivers, a historic-preservation plan would reinforce the urban-greenways proposal.

Golf Courses

Maintaining the present ratio of courses to population (1 per 40,000) through the end of this century would require 19 additional 18-hole courses (or equivalents). Guidelines explained in Chapter III would indicate acceptability of a lower ratio (1 per 50,000), which could be maintained by adding 11 courses by year 2000, but these guidelines should be upgraded to maintain at least the present level of service.

Adding one new course over the next decade would meet the guideline ratio; seven courses are needed to maintain the present service standard! Two additional 18-hole courses would be needed if the privately owned 36-hole Glendoveer course in east Multnomah County should be lost to other uses.

Other Specialized Facilities

There is a need to increase the region's variety of specialized recreation opportunities. However, it's hard to predict the extent or nature of such needs. Public agencies should respond flexibly to such public needs (for

example, by acquiring lands for specialized activities) yet recognize where those needs best can be met commercially.

Agricultural Open Space

There is a need to preserve valuable agricultural land throughout the Willamette Valley. Urbanization is absorbing ever more farm acreage...land lost forever unless urban growth is constrained and channeled away from it. This need does not seem to stem from any projected scarcity of agricultural soils, but rather from the elusive value of farm land as open space which provides contrast and relief from city crowding.

What are the values involved? How important are these agricultural soils and farms? How much is it actually worth to preserve them from encroachment?

One answer is given by Russell Youmans and Preston S. Pattie of Oregon State Cooperative Extension Service as the result of a study for Marion County and the Mid Willamette Valley Council of Governments: preservation of agricultural soil in the Willamette Valley cannot be justified on resource conservation grounds from the standpoint of local, national and worldwide needs. (See pp. 146-149.)

Youmans and Pattie reason that the acreage is so small in relation to total national and world resources that, in effect, it won't be missed. Looking at the long-term, this argument leaves one uneasy, since other areas are likely to be taking the same position. A conservation approach to agricultural soils is warranted at least until a long-range national agricultural-resource conservation plan provides assurance to the contrary.

But the challenge put to us by the agriculturalists is no less sharp. They assert that the issue must be decided on the grounds of community goals and urban planning rather than on resource preservation grounds: Do we want farming preserved as an alternative way of life in the Willamette Valley? Do we want to conserve rural and farm vistas, or a rural atmosphere around our urban communities? Do we want to live close to one another in order to keep the cost of urban services down, or is spreading out to provide more open space around each home worth the cost? Do we want to preserve farming as a basic economic activity to maintain maximum diversification of the economy?

Answers to these questions are not clear enough to specify agricultural open space needs in the metropolitan area. There is an urgent need to pursue such questions in relation to the Willamette Valley as a whole, but in the meanwhile to conserve our options.

REGIONAL PROPOSALS

Given these regional needs, and given the fact that population growth will mean superimposing the equivalent of whole new cities on our region, how much do our waterways, vistas, historic sites and open spaces count in making our Portland-Vancouver region a great place to live? What open spaces do you want to preserve ... for yourself and for your children?

Today's challenge to regional planning is to obtain the public's answers to these questions ... to stimulate citizen participation in formulating goals, policies and plans.

The proposals presented here are a starting place, a kind of "shopping list" of possibilities to which we are asking you to react.

The proposals have a related purpose which is to provide a frame of reference within which CRAG, cities, counties, park and recreation districts and state and federal agencies can make decisions about future park and open space projects. We hope that this use of the proposals will stimulate public officials and citizens alike to participate in a continuing planning process.

If the process is successful it will shed light on consequences of the proposals for the many interest groups affected. It will bring our shared values into focus. It will bring us into agreement on policies, projects, strategies and priorities. It will give us a joint course of action.

General Propositions

What natural environmental features and open spaces should we save for future generations? The answer we ask you to consider starts with some general propositions:

- That there is a clear public interest in waterways and stream banks, high overlooks and other special terrain features.
- That this public interest takes precedence over the right of the individual property owner to develop property in which such a public interest exists, but not over the right to just compensation for any property rights relinquished to the public.

- That the public benefit entails guaranteed public access to waterways and other special places.
- That this is the same public interest that has preserved Oregon's ocean beaches, and generated legislative support for the Willamette River Park System relating to the length of the river, and for legal protection of Oregon's "scenic waterways". This public interest applies as much to streams and rivers within the urbanizing area as to those beyond.
- That periodically-flooded lands should be designated as permanent open space so as to (1) minimize flood losses, (2) minimize demands for public expenditures on flood-control works, flood fighting, relief to flood victims, and the repair or replacement of streets, utilities, bridges or other public facilities; and (3) preserve run-off storage functions and other natural ecological values. Public policy should recognize that public acquisition of floodable lands more often than not is preferable to dikes, dams or channel improvements.
- That waterways, hilltops and other natural features provide a framework for orderly growth and structuring of urban development -- which makes them the key to coping with mechanical, monotonous sprawl. The region's main waterways in particular should remain relatively open, creating a system of shoreline greenways accessible from land as well as water, giving form and enhanced values to contrasting man-made development.
- That the region's unique areas and sites should be identified and placed in a protected status to preserve their special qualities for future generations, -- tied in with the greenways network where possible.
- That the new parks needed within the urbanizing area should be linked by greenways, parkways or scenic drives wherever opportunities exist.
- That the public will invest much more money in parks and open space preservation than heretofore, given a bold and compelling plan.

- That an increase in public land ownership for park and open space purposes will enhance private property values; and that, while property will be removed from the tax rolls, there will be no tax base loss to the metropolitan area as a whole because losses will be offset by gains in other locations. Only the geographic distribution of private development and assessed valuations will be affected.

Scope of the Proposals

Our proposals for a park and open space system are focused on the Portland-Vancouver urbanizing area, the area subject to the most immediate urban pressures. It is here that preservation of open space, acquisition of parks, and provision of new facilities -- for swimming, boating and other water-oriented recreation, pedestrian trails, routes for the cyclist, play fields -- are most urgent.

The increasing impact of the metropolis on coastal and rural areas, mountains and wilderness is also a serious regional concern. How can these areas handle metropolitan pressures and meet the needs of a growing urban population without becoming despoiled, without losing what makes them so valuable? That is a crucial issue towards which future regional planning studies must be directed.

Metropolitan pressures on coastal and mountain areas could be considerably relieved through implementation of the proposals which follow for greenways, scenic drives, parkways, bikeways, trails, regional and local parks--within the Portland-Vancouver urbanizing area.

Greenway Proposals

The region's waterways are the essence of a greenway network that can give permanent form and coherence to urban growth, preserve and enhance the environmental attributes that make the area unique, and provide a setting for other recreational opportunities.

Every watercourse in the metropolitan area is potentially a greenway. Some 460 miles of the most significant shorelines are shown on Plan Map I on page 22 and described below; starting with the Columbia and Willamette greenways and then moving from Clark County generally clockwise around the urban area:

Columbia River Greenway: A proposal to tie together local-area proposals for recreational use of the Columbia shores. With the lands along each shoreline the river is a major open-space and recreation resource, the east-west backbone of the greenway network.

Willamette River Greenway: The entire Willamette shore (including Multnomah Channel) was designated a potential greenway by the 1967 legislature. The Willamette like the Columbia is valuable for recreation and open space. It is the basic north-south element of the regional network. As of August 1971 a little less than two miles of Willamette waterfront had been acquired in Multnomah and Clackamas Counties. More recently, the state has filed an application for Federal funds to match bonds from the State Highway Fund, to be used to acquire an additional twelve miles of shoreline (plus seven miles in Columbia County).

Burnt Bridge Creek Greenway: A proposal to establish a greenway through the heart of the built-up sections of Vancouver, linking Lacamas and Vancouver Lake parks. Originally visualized on a Vancouver city plan in the middle 1950's, along with the Salmon Creek Greenway. Preserving urban open space and enhancing scenic qualities and trails are the principal aims.

Salmon Creek Greenway: A proposal for a greenway to link potential park sites along the edge of the urbanizing area north of Vancouver.

Lake River Greenway: A proposal to preserve a greenway along the stream connecting Vancouver Lake with the Columbia, passing through the Ridgefield Wildlife Refuge on the way. It would include part of the east shore of Vancouver Lake itself. Water quality of the stream is deteriorating, and pollution-abatement measures are required to restore its full recreation

potential. Fishing and boating are popular activities --as they were for the Indians who camped along these shores, leaving a heritage of archaeological sites.

Washougal River Greenway: A proposal for a greenway to extend upstream and north from the river's confluence with the Columbia. Preservation of scenic qualities and values for fishing, swimming, river-drifting, etc. are paramount.

Sandy River Greenway: A proposal to preserve as a greenway the Sandy River Canyon at the eastern periphery of the urbanizing area. Acquisition of park land such as Indian John Island and Latourette Memorial, with sites already developed along the river (Lewis and Clark, Dabney, Oxbow and Dodge), supports this concept by forming a chain of parks that could be linked by the greenway. The river affords such recreation opportunities as swimming, fishing, and river-drifting. Preserving the wild aspects of the canyon should be emphasized.

Rockwood-Fairview Creek Greenway: A proposal to establish a greenway extending from Johnson Creek Greenway (near Grant Butte) northward to Blue Lake Park.

Johnson Creek Greenway: A proposal to preserve low-lying lands along this flood-prone stream flowing through southeast Portland, Milwaukie, Gresham, and unincorporated areas of Multnomah and Clackamas counties. It would also include greenway connections to the Sandy River by way of Beaver Creek (in the Troutdale area) and the Clackamas River by way of the North Fork of Deep Creek (in the Boring area).

Roughly 30 acres have been acquired by Portland and Gresham in accord with this concept. Other proposals, such as for flood plain zoning or for channel widening, deepening and straightening, have not yet jelled, despite extensive study by property-owners, concerned jurisdictions, and the U. S. Army Corps of Engineers. Existing drainage and flooding problems should be treated within the broader purpose of creating a permanent public greenway.

Clackamas River Greenway: A proposal to preserve the Clackamas River flood plain as a greenway in the southeastern part of the urbanizing area. A chain of parks (local and regional) already exists along the river; these and proposed parks would be connected by the greenway. In addition to the river's scenic qualities,

it has value for such activities as river-drifting, fishing and swimming. Greenways are proposed also along tributaries of the Clackamas, especially Rock, Deep and Eagle Creeks.

Deep Creek-Tickle Creek Greenway: A proposal for a greenway connection between the Sandy River Greenway and the two major park sites at Barton near the Clackamas-Deep Creek confluence.

Abernethy-Beaver Creek Greenway: A proposal to connect recreation lands near the Molalla-Willamette River confluence with those on the Clackamas River near Estacada. It includes the Abernethy Creek corridor north and east of Oregon City.

Tualatin River Greenway: A proposal to preserve the Tualatin River flood plain as the main element of a greenway network in the southwestern part of the urbanizing area. It would include greenways along the old Oswego Canal and Lake Oswego, as well as upstream tributaries such as Gales, Dairy and Scoggins Creek. River pollution will need to be eliminated to use the recreation potential. Anticipating this, a system of riverside parks should be developed.

Rock Creek Greenway: A proposal to establish a greenway along Rock Creek extending north past the proposed reservoir site, across the Tualatin Hills to connect with Forest Park and the greenway along Multnomah Channel. It would link the recreation lands of Forest Park, Sauvie Island and the Rock Creek Reservoir site. Approximately 11 acres have been acquired by Multnomah County between Forest Park and Multnomah Channel that fit this concept closely.

McKay Creek Greenway: A proposal for a greenway to connect potential recreation lands associated with the McKay Creek Reservoir site and the Tualatin River Greenway.

Columbia Slough Greenway: A proposal for a greenway along the series of channels that parallels the south shore of the Columbia. These watercourses have been neglected and polluted, and their recreation value is nearly lost. Archaeological sites once dotted the slough area, but most have now been destroyed. Reviving the slough's recreation and open-space potential will require pollution control as well as attention to landscape design of adjoining intensive land uses.

Scenic Drive, Parkway, Bikeway and Trail Proposals

Bikeways and pedestrian trails are envisioned as key features of every greenway proposal. It is also proposed that bikeways be provided along all scenic drives and parkways to accommodate and encourage the current interest in bicycling, both for pleasure and transportation.

The intent of scenic drive and parkway proposals is to guarantee preservation and enhancement of existing aesthetic values while at the same time accommodating new development, whether public development to meet traffic needs or private development of adjacent property. In some cases scenic drive and parkway standards will require lower design speeds and carrying capacities than would otherwise be provided.

Scenic qualities around each scenic drive, parkway, bikeway and trail should be protected by the best means that can be found, probably including combinations of zoning and sign controls, design-review procedures, regulation of tree-cutting and land excavation and filling, and public acquisition of land or easements.

Elements of proposed scenic-drive, parkway, bikeway and trail systems are identified on plan maps (pages 22 & 23). Highlights are described below, starting in Clark County and moving generally clockwise around the urban area. They are presented as a "shopping list" to be added to or scratched off, rather than as a completed closed system.

Discovery Trail: This is a proposal for a 21 mile bicycle and pedestrian greenway surrounding Vancouver and linking parks, historic sites such as old Fort Vancouver, and other points of interest such as Vancouver Lake and the city marina. The proposal was initiated by youth groups in Vancouver

as a project for youth, senior citizens and volunteer labor. Some sections have already been completed under this arrangement. The idea came to life entirely independently of the regional planning process but fits in as a part of the regional plan. It is an imaginative illustration of what can be done, and evidence of potential community support.

Lewis and Clark Scenic Drive: A proposal for a scenic drive extending from Camas along the north shore of the Columbia to the vicinity of Vancouver Lake, where it would intercept the greenway system and connect two proposed regional parks. Some new roadway will be needed. The intent is to parallel the route of the Lewis and Clark Expedition, with historic markers to identify campsites and other places along the way.

Green Mountain Scenic Drive: A proposal for a scenic drive extending north along Lacamas Lake to the regional park and overlook at the summit of Green Mountain. Existing roads are used, but new right of way will be required also, mainly in the summit area.

Washougal River Scenic Drive: A proposal for a scenic drive to parallel the Washougal Greenway. Existing roads will suffice entirely. Protecting the area's scenic qualities is paramount.

Larch Mountain Scenic Drive: A proposal to protect the existing roadway extending east of the urbanizing area to recreation sites on Larch Mountain with "scenic drive" status. (See also the Larch Mountain area proposal under "Unique Opportunities," p. 51).

Marine Drive Parkway: A parkway already designated by Multnomah County from Hayden Island, paralleling the south shore of the Columbia, to the Troutdale vicinity. Marine Drive should be protected and enhanced with special landscape treatment. It is proposed to extend westward to Kelley Point, and connect at its east end with the Sandy River Greenway and the Columbia Gorge.

Burnside Parkway: A proposal for an east-west landscaped parkway through the heart of Portland's east side, connecting city center with recreation opportunities in the Sandy River vicinity and

along the Old Columbia River Highway. The existing street passes through several well-cared-for residential areas. Extending and enhancing park-like qualities the length of the street, and providing a major east-west bicycle route, are intended.

This proposal can be accomplished by taking advantage of the previously-scheduled upgrading of Burnside to four-lane-arterial-street standards east from 33rd Avenue. Appropriate design and landscape features should be used to create a major urban parkway the length of East Burnside.

East-Bank Bikeway: A proposal for connected bike-ways or trails along or near the east shore of the Willamette. An abandoned rail right-of-way from the Oregon City vicinity north to the Hawthorne Bridge could be used with the East Bank Freeway (and Esplanade). Additional right-of-way would complete the system north past Mock's Crest, through Pier Park, and into the Smith Lake area. The section from Oregon City to Milwaukie is to be developed by the State Highway Division under the new Oregon Bikeways Act.

Eastside Scenic Drive: A proposal for a north-south scenic drive linking highpoints in the Portland eastside. It would extend from the "big bend" section of the Clackamas, where a regional park is proposed, to the Government Island recreation lands on the north. The section of freeway (I-205) to be built north across the Columbia and through the Vancouver area should be designed to preserve scenic qualities as an extension of this concept.

Johnson Creek - Estacada Bikeway: A proposal for a bikeway along the length of Johnson Creek and extending southeast along an abandoned railroad right-of-way to Estacada.

Clackamas River Scenic Drive: A proposal to preserve scenic qualities along roads paralleling both sides of the Clackamas. Some sections of Highways 224 and 211 along or near the river are already in "scenic area" status. They should be unified into a scenic-drive to reinforce the Clackamas Greenway proposal and link park sites along the river.

Champoeg Trail: A proposal for a bikeway and trail south from Oregon City, past the Canby Ferry, through the old townsite of Butteville to Champoeg State Park.

Chehalem Mountains Scenic Drive: A proposal for a scenic drive extending northwest from the Wilsonville-Parrett Mountain area through the Chehalem Mountains to the Forest Grove area. It includes proposals for scenic drives along Gales Creek and Hillside Road northwest of Forest Grove. Many viewpoints overlook the Tualatin and Chehalem Valleys along this scenic route. For the most part, existing roads can be used.

Lower-Tualatin Scenic Drive: A proposal to preserve scenic qualities along roads in the Lower Tualatin area. Stafford and Pete's Mountain Roads would be important elements, with the new segment of I-205 passing through this area. The freeway corridor should be permanently protected by "scenic area" status to prevent it from becoming lined with advertising.

This concept should also be extended west along existing or proposed roads and highways to connect with the Holly Hill park site and Bald Mountain State Park in the Chehalem Mountains (Yamhill County).

Terwilliger Parkway and Scenic Drive: A proposal to protect Terwilliger Parkway as a scenic drive, south by Tryon Creek park and through Lake Oswego and Marylhurst to connect with the Clackamas and Lower-Tualatin scenic routes. Connection to a Mt. Sylvania viewpoint park should also be provided along Arnold Creek, with land to be purchased when a proposed sewer is built.

Boones Ferry Parkway: A proposal to complement Terwilliger Parkway on the opposite side of Tryon Creek Park. Planned improvements to Boones Ferry from Terwilliger-Boones Ferry intersection south to the I-5 Freeway Interchange should be made in accordance with parkway design standards.

Sylvania Boulevard Parkway: Sylvania Boulevard is a proposed four-lane facility to facilitate north-south traffic between Skyline Boulevard on the north and Capitol Highway on the south. It is proposed that parkway design standards be utilized.

Skyline Parkway: A landscaped boulevard proposed by the City of Portland to extend along the ridge on the west side of Forest Park, overlooking the Tualatin Valley. It would connect with the Burnside Parkway near the city-center, and extend northward to form a loop with scenic drives on Sauvie Island. Existing roadways can be used, but additional land will be required to complete the envisioned parkway and preserve key viewpoints.

Sauvie Island Scenic Loop: A scenic-drive system proposed by Multnomah County forming a loop around the island areas south of Sturgeon Lake. It would connect with Skyline Parkway as noted above; an additional bridge crossing Multnomah Channel opposite Oak Island park site may be required when a regional park is developed there. In addition to historic sites, the island affords river vistas and open rural landscapes. It is described in more detail in the section below headed, "Unique Opportunities" (page 51).

Regional Park Proposals

There are fifteen major undeveloped park sites which have been publicly acquired in the CRAG area. It is proposed that each of these sites be developed as a regional park. An additional sixteen urban area sites should be acquired and developed--five north of the Columbia, five east of the Willamette and six west of it. (These parks are shown on Plan Map I on page 22. For a complete listing see the appendix, beginning on page 135.)

The realization of these proposals by year 2000 would insure a major park within five miles of every home in the urbanizing area and improve the region-wide park/population ratio from the present one park per 40,000 people to about one park per 30,000 people. It would mean an increase in acreage standards from six acres per 1000 people today to seven acres per 1000, and thus keep us reasonably prepared for the needs of our growing population.

Unique Opportunities

A primary regional goal is to preserve for future generations those unique and special places that have particular meaning for us in our urban setting. New parks should be sited with this goal in mind. Some additional places where unique opportunities exist are described below. See Plan Map II, page 23 for locations.

Sauvie Island: This, the region's largest island, encompasses an extensive complex of shallow lakes known collectively as Sturgeon Lake. The southern part of the island has been diked and drained for farming. The north section retains much of its original quality as a state game-management area used for hunting and fishing.

Lands suitable for a variety of water-oriented activities exist along most of the extensive shoreline of this unique river-island. It also contains a number of significant historic and archaeological sites, discussed below under "Historic Areas." This pastoral island setting--cultivated fields, grazing cattle, sandy beaches, wildlife and natural ecology, and historic and archaeological sites--should be preserved as a living reminder for city dwellers of "how it was."

The island's popularity for pleasure driving and bicycling attests to its special values. Opportunities for bicycle touring, in particular, should be enhanced as part of the preservation plan.

Vancouver Lake Area: In addition to greenway proposals already outlined for this lake's eastern shore and for Lake River, its outlet into the Columbia, adjoining lands now used for hunting and fishing are potentially suitable for many water-oriented pursuits. Hobbyists in search of arrowheads hunt the ancient Indian campsites that dot the lake shore.

This is the region's second largest lake (next to Sturgeon Lake just across the river), but it is shallow and water quality has deteriorated as a result of silting and pollution. More than land acquisition will thus be necessary to reclaim its

recreation potential: pollution abatement and a careful program to prevent conflicts with nearby intensive land uses will be essential.

Smith Lake Area: This is a third area of low-lying lakes near the Columbia-Willamette confluence. Smith and Bybee Lakes are the remnants of a formerly larger area that included a third lake known as Ramsey Lake. The recreation potentials and problems of this area are similar to those of Vancouver Lake. Controlling conflicts with nearby intensive land uses (including the Rivergate industrial complex and Portland's municipal dump) will be critical.

Studies suggest especially good possibilities for boating, fishing, hiking, and sightseeing. Kelley Point, described below, is nearby. Most of this land is already in public ownership.

Kelley Point: The confluence of the Willamette and Columbia Rivers is a dramatic gateway for ocean-going vessels, a gateway to the Vancouver port, the Portland Harbor, the northwestern United States... and a gateway to the Orient. The gateway symbolizes the western end of the Lewis and Clark Expedition, commemorated 2000 miles to the east by the monumental St. Louis Memorial Arch.

When Lewis & Clark passed Kelley Point in 1805-06 it was part of a river-island complex obscuring the mouth of the Willamette. Today, Kelley Point is being developed by the Port of Portland as a public park. There is an opportunity here for a major artwork to monument the early exploring party's successful transcontinental passage, to symbolize riverways rediscovered, and to symbolize renewed strength for our nation's future.

Government Island and Adjacent Areas: Most of this large Columbia River island and nearby McGuire and Lemon Islands have been owned by the Oregon State Game Commission as a migratory waterfowl refuge. With the adjacent south bank of the Columbia, this has been a major recreation area for pleasure boaters. Government Island except for its eastern tip is now owned by the Port of Portland in connection with plans to enlarge Portland International Airport. Abandonment of the game refuge means that much of the island should be available for more intensive recreation development.

The entire island and adjacent mainland shore afford major opportunities for recreation, particularly pleasure boating. Moorage and launching facilities have already been proposed in conjunction with airport expansion.

Reed Island and adjacent areas: This island is similar in many respects to Government Island as a place for pleasure boaters to visit. Being upstream some distance from most present moorage locations, however, it is less accessible (which may have helped it retain its natural qualities).

A regional park site (Lawton) has been acquired by the State of Washington on the mainland shore to the north; the Sandy River Delta (described below) is just downstream on the south shore. Development of launching or moorage facilities in either area would put Reed Island within easy reach of pleasure boaters. While this is generally desirable, it would require safeguards (mainly patrolling the island) to avert the litter and vandalism experienced on Government Island.

Sandy River Delta: The low-lying lands at the mouth of the Sandy are potentially valuable for recreation and as open space. Along with their importance as part of a Sandy River Greenway, these lands would be a good place into which relatively small Lewis and Clark State Park (56 acres) could expand. Camping could be provided; boating facilities could be located in the delta to supplement the site at Corbett Station.

The area also has historical significance associated with both the Broughton and Lewis and Clark explorations. More detailed studies should be made of possible specialized recreational uses for this flood-prone area.

Larch-Mountain Area: Larch Mountain and a corridor connecting it with the eastern edge of the urbanizing area should be preserved for recreation and scenic values. Approximately 186 acres have already been acquired by Multnomah County to establish such a corridor. Larch Mountain is within Mt. Hood National Forest.

Boring-Lava Buttes Area: A series of high knolls, astride the Multnomah-Clackamas County line, extends south from Gresham into the Boring-Damascus

vicinity. Only one is named (Walters Hill), but these several hills combine to form a uniquely pleasant upland setting. There are spectacular vistas of Mt. Hood and Mt. St. Helens as well as of the surrounding rolling countryside.

There are still many wooded sections, including groves of a unique tree species referred to as the Hogan Cedars. Much of the steeper terrain is well suited for trails, viewpoints, hillside parks, picnic sites and the like. A good golf course site might also be found here.

Portland Downtown Waterfront: Downtown Portland areas fronting on the Willamette have unique recreation and open space value because of their location at the region's cultural/commercial center. A number of 19th-century structures add an important historic aspect.

As has been recognized in current planning for the downtown the riverfront can visually enhance the downtown and it can be a place for activities that need a regionally central location--perhaps a Portland equivalent of Copenhagen's Tivoli Gardens. Activities during recent annual Rose Festivals, and the traditional fleet visits during the Festivals, are suggestive of year-around possibilities.

Ross and Hardtack Islands: These Willamette River islands just south of the Ross Island Bridge have been mined for gravel for years and are disappearing rapidly. Close to the heart of Portland and across from the Oaks-Pioneer Park, they offer a tremendous opportunity for marine recreation. Recreational values here conflict with commercial values, but as much of the site as possible should be preserved for future generations.*

Molalla River Delta: In addition to the regional park site at the mouth of the Molalla, adjacent land is of value for water-oriented activities. As much of this natural area as possible should be preserved.

Tonquin Geological Area: Near the small community of Tonquin in southeastern Washington County is an area of unique geological interest. It consists of unusual terrain features created by a massive pre-historic flood. Some parts of this section are now used by bird hunters, and additional opportunities for recreational development exist.

*Has been proposed as part of a national bicentennial park since this report was written.

For example, as part of a designated natural area, a system of trails might be keyed to understanding the land's natural features. The proposal to locate a regional park in this vicinity should take advantage of some of this unusual landscape.

Fanno Lake Proposal: A regional park is proposed on Fanno Creek between Beaverton and Tigard. Impetus for a park in this location came from a study for the Tualatin Hills Park and Recreation District which recommended an 800-acre park featuring a 300-acre man-made lake. A bond issue for a greatly scaled-down proposal without a lake was narrowly rejected by the voters of the District in the fall of 1971.

With or without a lake the park is needed. The terrain is well-suited for an artificial lake, although questions as to its engineering feasibility need further study. The lake like Lake Oswego, also man-made, would visually enhance the entire area. This visual enhancement, along with the many opportunities created for water-oriented recreation, would transform this part of Washington County from "typical suburbia" to "a very special place."

The Metropolitan Planning Commission's definitive 1962 study, Recreation Outlook 1962-1975, is still pertinent, despite the recent voter turn-down:

"Since the parks on the Sandy and Clackamas Rivers and Blue and Lackamas Lake are all well east of the Willamette River, a severe shortage of these water-side recreation areas exists west of the Willamette...this portion of the urban area would receive greatest benefit from undertakings that (1) aid recreation along the Tualatin River and (2) create artificial lakes within the Tualatin River Basin."

The Fanno creek site is central to the rapidly growing southwest quadrant of the urban area.

The difficulty of locally financing a regional park is evident, especially one of the magnitude of the original Fanno Lake proposal. With its obvious potential for lessening use pressures on places elsewhere in the region, Fanno Lake is a clear case in point for creation of a park body at the regional level.

Urban-Area View Points: A number of high points within or near the region's built-up areas afford spectacular vistas of the cityscape, mixed with views of the Columbia and Willamette rivers and distant Cascade peaks or Coast Range Mountains. Two sites have been developed as viewpoint parks:

COUNCIL CREST and MT. TABOR

Other sites are in public ownership but development of viewpoint facilities--or land acquisition--is incomplete. These include:

ROCKY BUTTE, POWELL BUTTE, KELLY BUTTE, GREEN MOUNTAIN, and sites in FOREST PARK.

Acquisition of sites on the following high points is proposed:

MT. SYLVANIA, MT TALBERT, MT. SCOTT, GRANT BUTTE, PETE'S MOUNTAIN, BULL MOUNTAIN, COOPER MOUNTAIN.

Historic Areas: There are several places where historic sites are concentrated and where their destruction is of immediate concern. A regional historic-preservation plan should aim to secure intact as many historic features as possible in these areas:

The OLD PORTLAND WATERFRONT and adjoining areas, which encompass the region's only remaining large group of 19th-century buildings.

SAUVIE ISLAND, which includes the Ft. William site (the region's first American trading enterprise); the Bybee-Howell House (already preserved), which could become the focus of efforts to re-create the environment of a 19th century farm settlement complete with blacksmith shop and glass blowing; and several prehistoric archaeological sites.

OREGON CITY, the old territorial capitol and locale for some of the region's earliest settlement (a National Historic Site is located at McLoughlin House). Historic sites also exist in the nearby communities of WEST LINN, GLADSTONE, and CANEMAH.

FT. VANCOUVER, site of the Hudson's Bay Co trading post (a National Historic Site has been established and extensive restoration plans formulated by the National Park Service.)

COLUMBIA RIVER PETROGLYPH SITES, scattered along the north shore of the Columbia opposite Government Island.

The CHAMPOEG-BUTTEVILLE area, another early settlement locale, with a few remaining mid-19th century structures.

TUALATIN AND CLACKAMAS VALLEY early rural settlements, where a number of unique old structures remain.

Localities throughout the region associated with the Broughton and the Lewis and Clark explorations of the region, especially BELLE VIEW POINT on Sauvie Island, the SANDY RIVER DELTA, and the WASHOUGAL RIVER mouth.

Urban-Area Reservoir Sites: Proposals to locate reservoirs within or near the urban area have important implications for recreation. Three major reservoirs are planned west of the Willamette: SCOGGINS (1400 acres--Bureau of Reclamation), and MCKAY CREEK (432 acres) and ROCK CREEK (1016 acres--Soil Conservation Service). Each will use the recreation potential created and, to achieve a more balanced distribution of recreation lands, should be vigorously supported.

Several smaller reservoir sites have also been explored east of the Willamette by the Soil Conservation Service and Oregon State Game Commission. These, too, would have recreation potential, but from an urban-wide standpoint, sites west of the river are more important because the present imbalance of recreation lands favor the eastside. Eastside sites should be further evaluated before public commitment is made to them.

Urban-Area Flood Plains: All lowlands in the urban area subject to periodic flooding should be considered permanent parts of the open-space network.

They are, with few exceptions, the least suitable areas for intensive urban settlement--and possibly the most valuable as open space. When the floods come, the flood plain serves as a great sponge, absorbing runoff, helping replenish water tables, and permitting gradual discharge of rain-swollen rivers.

Rich alluvial soils make the flood plain good for agriculture; water-loving plants provide unique natural areas valuable for their scenic qualities and as wildlife habitat. While public acquisition of the entire flood plain may not be feasible (or even necessary) flood-plain zoning, land-taxation policies and public-works programs should be designed to encourage retention of flood plains in open uses.

Other Unique Features or Opportunities: A variety of other instances, which cannot be enumerated here, offer opportunities for specialized recreation. Examples range widely, from natural features such as nearby waterfalls to derelict, man-made gravel pits.

Columbia Gorge waterfalls have long been visited for sightseeing and hiking; an extensive system of state parks and other facilities has in fact sprung up around them and other Gorge features. Waterfalls also exist in other parts of the region (the Cherry Grove section of southeastern Washington County, for example) that could be more fully exploited for recreation. Gravel pits east of the Willamette seem less inspiring, but opportunities to turn them into parks should not be overlooked.

Another unique opportunity is available in multiple-use of farm ponds. The Soil Conservation Service will assist farmers with ponds as large as 25 acres for irrigation and for recreation, such as boating, swimming, and fishing for bass, crappie, catfish, bluegill and trout. State game commissions will stock the ponds and monitor breeding.

LOCAL NEEDS AND PROPOSALS

If population growth will mean superimposing the equivalent of whole new cities on our region, it will also mean providing the equivalent of entire new neighborhood and community park systems, if we are to keep up.

There is a need to remedy existing deficiencies in some parts of the area. There is a need to provide tomorrow's population with at least today's level of amenities and facilities. Shorter work-weeks and larger proportions of retired people in the population indicate a future need for meeting higher neighborhood and community park standards than we enjoy today.

There is a need to locate as many new neighborhood and community parks as possible on sites which can be connected by regional or local greenways, bikeways, and pedestrian ways.

Specific plans and site proposals for neighborhood and community parks, as well as for central plazas, malls and esplanades, are beyond the scope of this study. Responsibility for formulating them rests with individual cities, counties, and park and recreation districts.

Community Parks

There will be a need between now and year 2000 (given predicted population growth) for 30 new community park sites within the Portland urban region and outlying towns, following the goals and guidelines outlined in this study. North of the Columbia 5 will be needed: 17 of the remainder will be needed east and 8 west of the Willamette.

Approximately 1,100 acres are needed to bring existing community park sites up to standard. In addition, nearly 1500 acres of park land, now either undeveloped or yet-to-be acquired, will need to be developed by year 2000.

These needs are spelled out in detail in the appendix to this report.

Neighborhood Parks

There will be a need between now and year 2000 (given predicted population growth) for 269 new neighborhood park sites within the Portland urban region and outlying towns, following the goals and guidelines outlined in this study. North of the Columbia 40 will be needed; 138 of the remainder will be needed east and 99 west of the Willamette.

Approximately 2800 acres are needed to bring existing neighborhood park sites up to standard (not counting mini-parks less than five acres). In addition, about 2000 acres of neighborhood park land, now either undeveloped or yet-to-be acquired, will need to be developed by year 2000.

These needs are spelled out in detail in the appendix to this report together with community park needs.

Other Local Open Spaces

While redoubled efforts by local agencies to improve and extend community and neighborhood park systems in accordance with regional guidelines are called for in the years ahead, there are also other types of local open spaces which are vital to the livability of the urban environment. These are the private open spaces created by back, side and front yards, and the public or semi-public greenways and other open spaces which can be created as common areas in planned developments and residential subdivisions.

These open spaces are the responsibility of local public agencies working jointly with private land subdividers and developers, mainly in the administration of subdivision and zoning regulations. These types of open space and approaches to providing them--density control zoning, cluster development, planned unit development--are widely discussed in planning literature. An overview is given in a previous report available from CRAG, entitled Planning for Open Space (Metropolitan Planning Commission, 1964).

COSTS-REGIONAL AND LOCAL

The table below summarizes estimated capital costs of the metropolitan park and open space proposals. The figures are based on today's prices, and assume purchase of fee ownership in all cases. Rather than attempting to predict actual costs over the 30-year program period, the table is intended to indicate general scale of cost so that comparisons may be made with other long-term demands on public dollars.

Unit costs used in computing these estimates are valid only for looking at the over-all region-wide picture, since averages will not necessarily apply to individual cases. River frontage is particularly susceptible to wide price variation because of the limitations or advantages that the vagaries of stream action confer on abutting lands. The unit costs cited were derived from an evaluation of costs of projects submitted to CRAG for review and comment, together with a review of other information from agencies working with park acquisition and development programs in this area. (Comments by reviewers of the first draft of this report ranged from insistence that the cost factors were too low to disbelief at their magnitude.)

COST OF PROPOSALS

OBJECTIVE	TYPE OF ACTION	ESTIMATED COST (1970 DOLLARS)	% OF TOTAL
<u>Greenways:</u>			
Preservation of scenic and recreation values along 460 miles of urban-area shoreline (totaling 12,000 acres within 200 feet of major shorelines.)	Acquisition & Development @ \$5,000/acre	\$60.0 million	22
<u>Major Regional Parks:</u>			
Addition of 7,800 acres of general-purpose regional parks.	Acquisition (3800 acres) @ \$4,500/acre	17.0 million	7
	Development (7800 acres @ \$7,500/acre	58.5 million	22
<u>Special Regional Parks and Facilities:</u>			
Addition of 4,500 acres of special-purpose regional parks and facilities.	Acquisition (4,500 acres) @ \$4,500/acre	\$20.0 million	8
	Development (4,500 acres) @ \$4,500/acre	\$20.0 million	8
<u>Local Parks:</u>			
Addition of 4,300 acres of local parks.	Acquisition (3,000 acres) @ \$6,500 per acre	\$19.5 million	8
	Development (4,300 acres) @ \$15,000 per acre.	\$64.5 million	25
TOTAL		\$259.5 million	100

Actual capital costs will depend on many imponderables beyond the scope of this study, such as design details, timing of projects, methods of financing, interest costs, increase in land values, and inflation. Actual costs thus could be considerably higher than indicated here; there is little indication that they might be lower.

In order to put these cost figures into perspective, in a three and one-half year period (July 1967 to February 1971) CRAG approved applications for Federal funds for park and open space projects totaling over \$11 million. These projects include both land acquisition and facility development, although the former far outweighs the latter. Over half of the total was to be covered by the requested federal grants, not necessarily received.

The estimated \$259.5 million cost of metropolitan park and open space proposals is the equivalent of an average annual capital expenditure of about \$8.5 million over 30 years. This compares with about \$828,000 per year expended by local agencies between 1968 and 1971 (state and federal expenditures excluded), and with an estimated \$1.7 million per year including federal matching money for the same period.

By way of comparison with other major regional capital improvement programs, a 15-year park program proposed to the voters in the City of Portland (and defeated) called for \$25 million between 1965 and 1980, or \$1.7 million per year. Completion of the 1990 Portland-Vancouver Metropolitan Area Transportation Plan for highways has been estimated to cost \$637 million, or an average of \$31.8 million per year. The Port of Portland in 1971 made proposals for marine and aviation development to cost \$350 to 400 million.

"As we look ahead to the end of this new decade of heightened environmental awareness . . . we should set ourselves a higher goal than merely remedying the damage wrought in decades past. We should strive for an environment that not only sustains life but enriches life, harmonizing the works of man and nature for the greater good of all."

— Richard Nixon, 1970

III.

goals and guidelines

Park and open space goals adopted by CRAG are aimed at preserving open land in and around urbanizing areas:

1. Allocate enough space for park or open use to meet minimum neighborhood, community, urban and regional needs for at least the next 30 years.
2. Work to acquire natural features such as streams and woodland corridors to provide a connected system of recreational facilities.
3. Search for ways to acquire park land well in advance of need, to preserve needed park land otherwise likely to be lost to other urban uses, and to continue such open-land uses as golf courses and flood-plain farming, including the alignment of taxation practices to support this policy.
4. Identify natural areas, watersheds, reservoir sites, agricultural lands, forest lands, flood plains, exceptionally rough terrain, and areas of scenic, historic or other interest that have recreation or open-space value or that are not well suited to urban development.
5. Search for ways to preserve watercourses, flood plains and other special open lands, such as through management programs designed to assure that the use of such areas is consistent with the lands' limitations and existing values.
6. Encourage design standards and practices that result in retention of open spaces within developed sites and preservation of the land's natural qualities . . . especially hillsides, watercourses, and native tree cover.

To pursue these broad goals various kinds of park and open space lands and recreation facilities are indicated. Standards were established in the report Recreation Outlook 1962-1975 (Portland Metropolitan Planning Commission, 1962). These standards are presented here in updated form.

RECREATION OR OPEN-SPACE GREENWAYS

Goal: To establish a network of greenways, greenbelts or corridors (however named) which will (1) interconnect the park system with rights-of-way for trails, walkways, bicycle-ways, etc.; (2) play a major role in conserving regional scenic and natural values, especially waterways, drainage ways, flood plains, and natural habitat; (3) buffer more intensive adjacent urban land uses; and (4) enhance local community identification within this regional framework.

General Guidelines: Extent and location of lands designated for regional recreation or open-space greenways are determined largely by natural features, and to a lesser extent by man-made features such as utility easements, transportation rights of way, or drainage facilities. Waterways and flood plains afford major opportunities to establish open-space greenways in conjunction with programs to minimize flood damage, also reducing the need for expensive flood control.

Establishing scenic corridors in designing freeways or taking advantage of power lines or abandoned railroad rights-of-way for trails or pathways are examples of opportunities that may exist apart from the basic waterway system.

Greenway corridors differ from park sites in that their recreation use is mainly for hiking, bicycling, horseback riding, enjoyment of recreation vehicles, or boating.

Like parks, greenways range from those of regional importance (such as along major waterways) to those of local importance (such as for preserving public access along a small creek within a residential subdivision). Greenways should be located wherever possible to provide interconnections between neighborhood, community and regional parks, schools, colleges and other public facilities.

Facility Guidelines: Greenways usually require only minimal facilities. Trails, bridle paths, shoreline-access points or similar improvements are desirable. Preserving openness and scenic qualities is the primary objective. Purchasing selected development rights, scenic easements or public-access rights may be the main public investment necessary.

Opportunities to incorporate open-space corridors into new residential subdivisions and developments, redevelopment projects and highway designs should be pursued actively.

REGIONAL PARKS

Goal: To provide a wide range of recreation opportunities for major segments of the population, on large or uniquely suited sites.

Site Guidelines:

Size: Regional park sites ideally should be 200 acres or more, but at least 100 acres. A bare minimum for regional recreation facilities and for buffering activities from residential areas would be 50 to 100 acres. Regional parks of at least 100 acres may also satisfy park requirements of neighborhoods and communities in the immediate vicinity.

Location: Regional parks should be situated to take advantage of greenways, waterways, reservoirs, lakes, rough terrain, wooded sites, or other special topographic features. The goal is to provide a regional park within 30 minutes of every home, in an open-space system reaching throughout urban and suburban built-up areas. Accessibility via regional transportation facilities is a major locational criterion. Ease of property acquisition at the urban fringe is also a consideration.

Facility Guidelines: While a regional park may include many features of a community park (athletic fields or courts), its facilities should be oriented to such activities as boating, swimming, picnicking or hiking. Such parks should include a wide variety of landscapes: natural woodlands, open lawns, scenic vistas. They should encompass locations of historic, geologic, scenic or other special interest. Zoological or botanical gardens, arboretums, museums or similar regional special-use facilities should be located when possible in regional parks. Parking and public-transit requirements are major considerations.

SPECIALIZED RECREATION AREAS OR FACILITIES

Goal: To serve recreational pursuits that require unique sites or facilities.

General Guidelines: Size and locational guidelines for specialized recreation areas are unique to each case. Many, such as ski areas or boating facilities, are tied to natural features. Where possible, specialized areas should reinforce the regional greenway system.

Facility Guidelines:

BIKEWAYS, HIKING AND BRIDLE TRAILS - Public park agencies should aim for a greatly expanded system of "linear" recreation facilities within and on the fringe of the urban area. This would permit wider opportunities for activities such as bicycling, hiking, horseback riding. These facilities should generally be located within greenways, but they might also take advantage of existing rights-of-way such as powerlines, water or sewer easements, or abandoned rail lines.

PARKWAYS, SCENIC DRIVES, VIEWPOINTS, WAYSIDE PARKS - Parkways, scenic drives, viewpoints, wayside facilities and landscaped park-like strips should be provided where opportunities permit. Where needed traffic improvements are made in arterial and collector streets, parkway design standards should be followed to the extent possible, and include provision for bikeways.

SCENIC FREEWAYS - Freeways scheduled for construction should augment urban open space by preserving scenic qualities such as vistas and wooded areas. The segment of I-205 through the lower Tualatin Valley, with its wooded areas between opposing lanes and viewpoint stopping areas, is a good example. Similar design standards should be followed as the freeway is extended north, especially in Clark County, and for other facilities.

HISTORICAL AND CULTURAL SITES - There is a public responsibility to identify and preserve significant sites, districts, structures, etc., associated with the region's past. Facilities to help understand and enjoy such localities may often be developed advantageously along with regional parks, greenways or other recreation resources.

BOATING FACILITIES - Interest in pleasure boating has continued to grow rapidly. There is a mounting need for facilities to keep pace. Private moorages and marina facilities meet much of this need. There is nevertheless

a public responsibility to augment them, especially by providing small-boat landing ramps located at frequent accessible sites along rivers, streams and lakes.

CANOEING AND ROWBOATING - Facilities for these activities are needed in artificial or natural ponds or small lakes within the urban area.

SMALL FISHING LAKES OR PONDS - Lake and stream-fishing opportunities should be provided in the urban area.

SWIMMING FACILITIES - There is a public responsibility to provide places where people can swim safely in rivers and lakes within the urban area, along with a responsibility for community swimming pools.

GOLF COURSES - A standard of at least one 18-hole course per 50,000 population should be maintained; to avoid a drop in present level of service one per 40,000 is needed, or more to the extent that golfing popularity increases. Nine-hole, par-3, pitch-'n-putt and private courses not open to the general public may be counted in proportion to the service they provide.

ARCHERY FACILITIES - There is a need for more public indoor and outdoor target ranges. A public responsibility exists to provide land for such ranges (including field target courses), although archery groups should be expected to help install and maintain facilities.

OUTDOOR RIFLE RANGE - There is a public responsibility to provide a suitable place within the urban area for high-powered rifle practice. User groups should be expected to help install and maintain facilities.

FACILITIES FOR RECREATION VEHICLES - The rising use of motorized vehicles for recreation requires suitable places in the urban area which will minimize nuisance factors. Sites should be located where noise levels are already high and where residential districts will be least affected.

VEHICLE-RACING FACILITIES - There is a public responsibility to provide land to meet the demand for this activity, provided a responsible agency is willing to sponsor and control racing. Some types of racing may occur at only one location in the urban area, while others may be provided for in several places. Provision of road-ways or drag strips is a public responsibility. They should be designed for multiple purposes where possible.

OTHER FACILITIES - Other facilities needed depend on recreational trends. There is a general public responsibility to meet needs not provided for privately. Some needed facilities are outdoor theaters, aquariums, model-airplane flying fields, lawn-bowling greens, forest and urban area campgrounds and picnic areas, botanical gardens, a full-size multiple-purpose sports stadium, and centers for the fine and performing arts.

COMMUNITY PARK/PLAYFIELDS

Goal: To provide places large enough to serve outdoor and indoor recreation needs of several neighborhoods, within minimum travel distances.

Site Guidelines:

Size: Community park/playfield sites should be between 20 and 30 acres (including adjacent unrestricted school playfields). Site size may vary, depending on population or number of neighborhoods to serve. Area is needed to accommodate and buffer park activities from residences.

Location: Parks serving community-wide areas should adjoin junior or senior high schools where possible. Coordination in planning and use of park and school facilities at the community level is important to minimize duplication of indoor facilities. Site locations also should be determined by accessibility to greenways, bikeways, major streets and public-transit routes. Driving or transit to any part of the service area should not exceed 15 minutes. Community preferences, unique opportunities and site availability must also be considered.

Facility Guidelines: The community park/playfield should include all features of a neighborhood park. It also should offer special indoor and outdoor recreation opportunities for several neighborhoods: a swimming pool (covered or uncovered), a multi-purpose community center, lighted ball fields, track and field facilities, off-street parking and specialized features depending on community preferences or unique site opportunities (such as gardens or natural areas).

Indoor facilities at adjacent junior or senior high schools should be made available for community use

to avoid constructing duplicate facilities. A community park/playfield can serve as a neighborhood park for the surrounding or adjacent neighborhood.

NEIGHBORHOOD PARK/PLAYGROUNDS

Goal: To provide places for neighborhood outdoor recreation within walking distance of 3,000 to 7,000 people.

Site Guidelines:

Size: Sites normally should be at least 10 acres (including adjacent school playground); but tailored to each neighborhood's individual opportunities and desires for special features or facilities.

Location: The most desirable location is adjoining an elementary school, permitting coordinated planning and use of school and park facilities. Neighborhood park/playgrounds should be centrally located, away from traffic arteries, within 10 to 12 blocks or $\frac{1}{2}$ mile of safe walking, and on greenways and bikeways where possible. Neighborhood preferences, unique opportunities and site availability also should be considered.

Facility Guidelines: The neighborhood park/playground is intended primarily for outdoor recreation that requires relatively small facility expenditures. Typical are: pre-school playlots, apparatus areas, paved areas for court games, fields for organized sports, areas for informal play and quiet activities, wading pools and shelters with rest rooms. Supplemental indoor facilities at adjacent elementary schools should be available.

SMALL PARKS OR OPEN SPACES

Goal: To provide "change-of-pace" recreation in intensively used areas where open space is scarce and standard-size parks are difficult to obtain.

Site Guidelines:

Size: All parks or public open spaces less than five acres fall in this category along with those less than 10 acres not otherwise designated. While the size of such areas is determined largely by land availability or other unique conditions, a small park with recreation

equipment or facilities should not normally occupy less than a 100 x 100 lot.

Location: Small parks or open spaces should be primarily in higher-density areas. Standard-size neighborhood parks should be sought where possible, since dispersal of numerous small parks will increase maintenance costs.

Proposed subdivisions, planned-unit developments, redevelopment projects, trafficways improvements and other site plans should be reviewed with an eye for sites for small parks.

Facility Guidelines: Small parks and open spaces may be used in a variety of ways, depending on neighborhood characteristics and needs. They may include grass-covered areas where the city merely mows the lawn, "tot lots" equipped for small children, or specially conceived areas with benches, flowers, plazas, fountains or similar features.

"The accelerating cost of land acquisition and the growing need to preserve open space in a crowded urban environment make the purchase of open areas a sound long-range economic practice, which continues to pay immeasurable dividends."

— Environmental Quality, the
First Annual Report of the
Council on Environmental
Quality, August, 1970.

IV.
now:
how to
get at it ?

How to get at it? Exposure of these proposals to the light of public discussion is the first step. It is the means by which a realistic and achievable program can be hammered out, carrying the endorsement of citizens, special interest groups, and public officials at all levels. These proposals are for you to use as a springboard.

What projects should be tackled first? How can they be paid for? Will we need legislative changes, or changes in governmental organization? What public agencies would have to carry out the proposed projects? What problems must be overcome? These and related questions are examined below.

PRIORITIES

Decisions concerning the sequence for undertaking projects can be guided by several principles. One is:

Buy now -- develop later. Where vacant land is being occupied rapidly and prices are rising, land acquisition in advance of need is usually a good public investment. Park facilities can be developed as need becomes evident and financial resources available.

A second principle (which may sometimes conflict with the first and require weighing the two) is:

Buy now, develop now -- if needs and benefits are high. A park in a low-income or high-density neighborhood, for example, may have a higher overall payoff in terms of meeting community goals than would advance acquisition of land in a sparsely settled area.

The following classification of priority levels offers a means of resolution when these principles do conflict.

Top Priority means there is a great urgency for action; failure to act will result in permanent loss of irreplaceable environmental resources or neglect of immediate and crying human needs.

High Priority means there is urgent need for action. Failure to act will make subsequent costs much higher and/or seriously limit future options.

Medium Priority means there is need for action. Failure to act will increase eventual costs and/or preclude some future options.

Low Priority means some action is needed but failure to act, while probably increasing eventual costs, will not significantly limit options.

Regional-Priority Guidelines

Decisions concerning sequencing of park and open-space projects designed to serve regional needs should be guided by these principles:

- Acquiring development rights or outright public ownership of major shorelines and other unique terrain has TOP PRIORITY.
- Acquiring land and developing facilities for access to recreation resources (including historic sites) or to otherwise serve a connective purpose is equally important, and thus also has TOP PRIORITY.
- Acquiring new regional park sites west of the Willamette has HIGH PRIORITY. (See pp. 36 and 157.)
- Developing existing major park sites has HIGH PRIORITY (1) east of the Willamette and (2) north of the Columbia.
- Developing new major park sites west of the Willamette has MEDIUM PRIORITY.
- Acquiring new major park sites has MEDIUM PRIORITY (1) east of the Willamette and (2) north of the Columbia.
- Public development of specialized recreation facilities that do not serve a connective purpose (e.g., rifle ranges, sports arenas, ski facilities) has LOW PRIORITY, unless the private sector fails to respond to a clear public need.

Local Priority Guidelines

Priorities for meeting local community and neighborhood park needs ought to be governed by local preference as much as possible. These guidelines are suggested:

- Acquiring unique and non-replaceable sites has TOP PRIORITY.
- Advance acquisition of local park sites in areas subjected to development pressures has TOP PRIORITY.
- Developing unimproved sites within built-up areas (especially poverty areas or where densities are highest and facilities inadequate) is equally urgent, and thus also has TOP PRIORITY.
- Developing unimproved local park sites in suburban areas (areas becoming built-up) has MEDIUM PRIORITY.
- Developing unimproved local park sites in rural areas not experiencing urban development has LOW PRIORITY, except where rural communities lack adequate parks.

Regional versus Local Priorities

Are regional needs and proposals more important than those at the local level?

Not necessarily. A small park within walking distance, for example, may be of far greater significance to a low-income or high-density neighborhood than a major park accessible by vehicle only. Thus, while this study emphasizes the regional viewpoint, it does not relegate local parks to a secondary role.

Dilemmas arise when local and regional proposals compete for the same dollars. The following guidelines, which take into account both perspectives are suggested:

- Planning should put the meeting of today's immediate needs first, despite the importance of regional and long-range considerations.
- Local or regional park proposals that alleviate immediate substandard living conditions should be favored over those with less-immediate benefits.
- Proposed local or regional park sites lying along greenways or preserving unique natural features should be favored over other sites.
- Where a choice exists between acquiring lands for a single large park as opposed to several smaller dispersed parks, and the recreation opportunities would not be essentially different, local preference should determine priorities.

SOURCES OF FUNDS

The direct approach to achieving the goals of this study is outright public purchase of land and development of appropriate facilities. Techniques are discussed under "Legal and Administrative Tools" but acquisition and development are basic...and they must be financed.

Federal and state grants are available but usually must be matched by local funds. Many local public-revenue sources are already heavily committed to non-recreation needs, and finance methods that have worked for local park projects may not sustain a regional program. Combinations of sources and techniques - - including ones that may not have been tried before -- must be explored:

General-Fund Revenues: Where the financial situation of local government permits, monies may be allocated from general-revenue sources for parks and recreation. This is not a dependable basis for a long-range program, since there is little assurance that such funds will be available from year to year.

Continuing Tax Levy: An alternative is to obtain voter approval for a continuing, or "serial", levy for a specified number of years. The levy would be expressly

for land acquisition, park development or funding operational costs of a recreation program. Assurance of regular annual revenue permits a stronger program than relying on uncertain funds year-to-year. Portland, Lake Oswego, and Tualatin Hills Park and Recreation District have used this method (although Portland's program has not been renewed since its expiration in 1959).

Borrowed Money: Intensive development pressures on open land, coupled with inflationary trends, will probably make it desirable to borrow for park and open-space projects through bond issues. Despite interest costs, borrowing may be the best method of raising money when it is needed most. Interest costs may prove to be less in the long run than escalated land or development prices. Debt retirement is through a voter-approved tax levy or through revenues derived from the project itself.

Gresham has recently financed a park-acquisition and development program through bonds to be retired by a tax levy. Bond issues have also helped finance parks in Portland and Tualatin Hills Park and Recreation District.

In Washington, the Outdoor Recreation Bond Acts of 1964 and 1967 have been sold to assist state and local government in park and recreation financing. These funds are disbursed through the Interagency Committee for Outdoor Recreation. Oregon lacks such a state-wide program.

Real-Estate Capital-Gains Tax: Substantial personal and corporate income results from increased value of real estate, especially land, attributable not to improvements made by the owner but rather to population increases and to public investments in facilities such as streets, sewers, water lines, parks and schools.

Some of the increased real-estate value, in other words, is created by the public. Without the new freeway to bring rural people quickly downtown, for example, the market for a new residential subdivision in the rural sector remains limited. Once the freeway is constructed, property values boom.

Capital gains on the sale of such property are taxed under the federal income tax. It is proposed that a share of this "unearned increment" in value be available to the regional community for funding parks, greenways and other open-space projects. Feasibility of

legislative action should be explored, to set up a regional tax on that capital-gains income attributable to the sale of real property. To ease the transition into such a tax, and let investors in property re-assess their investment programs, the tax should probably start small, but eventually be increased to return to the public a fair share of the new values the public itself has created.

Purchase with Sale-Back: Another way by which the public can take advantage of the increase in land values which it creates by its own actions is to purchase excess park land in advance of need, and later sell excess for private development. The portions that are sold may carry deed restrictions requiring development according to a plan, as is frequently done with public urban renewal projects. This is also the "land bank" approach which made possible Stockholm's "fingers" of open space.

Purchase with Lease-Back: One argument often cited against public land acquisition for open space is that it "removes land from the tax rolls," rendering it economically unproductive. However, much land bought for permanent open space (or for eventual park use) could be leased back for private use consistent with park and open space aims. Flood-plain lands, for example, could be farmed, with the public receiving the land rent instead of taxes. Revenue from this source could be ear-marked for other park and open-space purposes, or used to compensate municipal governments for any loss of property-tax revenue.

Property Development Tax, Mandatory Dedication of Land or Fees-in-Lieu of Land: Property development taxes, residential development fees, bedroom taxes, and park and recreation facilities taxes provide a means for assessing new developments for the additional burden placed on community facilities. Many California communities have used this concept, which falls under the taxing power doctrine.

Mandatory dedication of land or fees-in-lieu of land fall under the police power, as pre-requisite to approval of subdivision plats or planned developments.

Federal Financial Assistance: A wide variety of federal programs assist state and local governments in park and open-space costs. Most programs require local matching funds from sources such as those described above. Some significant sources of federal open space money are outlined below:

Open-Space Land Program: Cities, counties and local public bodies may receive up to 50 percent federal grants through HUD for development and acquisition of permanent open space in urban areas. "Open space" is land used for parks, recreation, conservation, scenic and historic purposes. This land may be acquired in undeveloped or built-up areas. Comprehensive planning and an adequate open-space and development program are pre-requisites for open-space land funds. Grants do not cover major structures or facilities.

Federal Land and Water-Conservation Fund Act: Federal grants are available for up to 50 per cent of the cost of planning, acquiring and developing outdoor recreation land and water areas and facilities. Local projects are selected by an inter-agency advisory committee that assigns priorities and submits projects to the State Highway Division for funding through the Bureau of Outdoor Recreation.

Urban-Beautification Grants: Governmental jurisdictions may receive grants through HUD for up to 50 per cent of urban-beautification activities to cover increases in such activities above the average amount spent in the previous two years. Grants may be used for park development, improving public areas, street improvement, and beautification of historic and other public sites. Funds may not be used for land acquisition, major construction, overhead and administration, maintenance or major engineering projects.

Advance Acquisition of Land: Federal grants through HUD to cities, counties and special districts may cover up to five years of interest on loans locally financed for acquiring land for public works and facilities. Grants may not exceed interest charges between the date of the loan and commencement of construction. Facilities or public works must be started within five years and must contribute to the economy, efficiency and comprehensively planned development of the area.

Advances for Public Works: Interest-free loans are authorized for financing preliminary engineering and architectural surveys, designs, plans, working drawings and specifications required to secure construction bids for all public works except public housing. Proposed projects must conform to overall state, regional or local plans. The city must repay the loan when construction begins. Priority is given to sewer and water projects, and to cities under 5,500 population.

Public-Facilities Loans: The Department of Housing and Urban Development provides long-term loans (up to 40 years) for public works including recreation facilities. Priorities are given cities, counties or special districts under 10,000 people where urgent and vital need exists. Loans may cover full cost of land acquisition, architectural, engineering and legal fees, planning, and construction. Loans are made only to cover portions of programs not available under other federal aid. Communities under 50,000 people are eligible.

Neighborhood-Facilities Grants: Public or non-profit private agencies may obtain financial and technical help through HUD or the Office of Economic Opportunity for constructing facilities to house health, recreation, social and other community services for low and moderate-income neighborhoods. Grants may finance up to two-thirds of the development costs. Priority is given projects that will further the objectives of a community-action program approved under the Economic Opportunity Act.

Preservation of Historic Structures: Cities and counties are eligible for grants through HUD not to exceed 50 per cent of the cost of acquiring, restoring, or improving areas, sites or structures of historical or architectural value in urban areas, in accordance with the comprehensive plan for area development. Urban Planning grants are also available to survey these structures and sites.

Urban Rehabilitation or Redevelopment Assistance: Grants and loans are available through HUD to assist in neighborhood rehabilitation or area-wide redevelopment. These programs, including Model Cities, offer ideal opportunities to secure funding for park projects in built-up districts that would otherwise be prohibitive.

Financial Assistance to Small Towns and Rural Groups: Loans and grants are available to public and non-profit organizations through the Farmers Home Administration to plan and develop rural community facilities. Although primarily intended for domestic water supply and waste disposal, assistance for recreational facilities is also available.

Highway Beautification-Landscaping and Scenic Enhancements: This program provides financial aid from the Federal Highway Administration through state highway departments to be used for landscaping and roadside development, including acquiring and developing publicly-owned and controlled rest and recreation areas for travelers.

Other Federal Programs: See A Catalog of Federal Domestic Assistance compiled for the Executive Office of the President by the Office of Economic Development, (April, 1970), and Federal Assistance in Outdoor Recreation, Department of the Interior, Bureau of Outdoor Recreation, (revised 1970).

Motor-Vehicle Fuel Tax: The need for open space, as well as the use of recreation facilities, is linked to automobiles and motor boats. There are traditions in both Oregon and Washington permitting use of vehicle-fuel taxes for certain recreation-oriented purposes. In Oregon, automobile-gasoline taxes are a primary source of revenue for acquisition and development of state parks, the State Parks Department being in the State Highway Division.

The Washington State Marine Recreation-Land Act provides that unrefunded monies from motor-vehicle fuel taxes paid for fuel used in watercraft may be used for land acquisition and development of facilities oriented to watercraft. The funds are shared equally between state and local government.

Oregon gasoline-tax revenues are shared with local government, but for street or highway purposes only. Both systems could be broadened: the Oregon approach, by extending local revenue-sharing to include park and open-space expenditures; the Washington Act, by including a wider variety of recreation facilities for which monies could be spent.

Cigarette Tax: The Oregon Legislative Interim Committee on Urban Affairs and Mass Transportation observed in a 1970 report that "within a 75-mile radius of the Portland

Metropolitan area are more than 500,000 acres of state-owned forest land. But to the schoolchild, the city-bound worker, the elderly and other urban dwellers, abundance beyond walking distance is of little consolation."

To meet these local needs the Committee proposed HB 1049 to levy an additional two-cent cigarette tax for this purpose. The measure would raise approximately \$6 million per year, to be distributed half to cities and half to counties, by population.

Multnomah, Clackamas and Washington counties would receive about \$1.237 million annually. Portland would receive \$965,000 annually; other cities in the three counties would receive \$310,000, resulting in a total for the Oregon part of the metropolitan area of just over \$2.5 million.

Park and Recreation Fees: Many public-recreation facilities and programs are revenue-producing as a result of user charges, permits or licenses. Such revenues are available for park and recreation purposes, although they conventionally have been used mainly to meet debt-retirement or operational costs of the facility or program for which the fee is charged. In limited amounts this revenue might also be used for general capital expenditures.

Environmental Destruction Tax: It has recently been argued (Landscape Architecture, April, 1971) that environmental resources can be valued, just as locational factors are to establish marketable (and taxable) value. If land development for urban use eliminates wildlife, trees, creeks, ponds-marshes, or other existing values, the public loss could be measured and the developer required to pay a penalty or tax. Revenue would be earmarked for park and open-space programs.

This idea is new and untested, and would require legislative authorization, but it should be seriously considered.

LEGAL AND ADMINISTRATIVE TOOLS

The proposed park and open-space system, to become reality, will require a full package of techniques in addition to outright public acquisition and development of land. They include such widely differing approaches as purchase of scenic easements or development rights, flood-plain and agricultural zoning, and property assessment and taxation policies to encourage retention of open land.

Regulatory measures have limitations, but they can help reduce costs and burdens of land acquisition. Opportunities may arise in land exchanges, donations, tax foreclosures, etc., to further park and open-space aims. These techniques do not substitute for a systematic land-acquisition program, but play an important supportive role. Some possible techniques are:

Open-Space Revolving Fund: Many techniques described here are essentially for deferring or reducing the need to spend public money for open-space preservation. These techniques will work only when the public can respond quickly with acquisition funds when police-power recourses are exhausted and an owner wants to develop or sell his property for development.

A revolving fund offers tactical flexibility that may be essential. Due to present restrictions on the use of "reserve" or "sinking" funds by local governments, legislation is probably necessary in Oregon and Washington to clarify local or regional agencies' ability to establish and use open-space revolving funds.

Official Open-Space Map and Ordinance: Adopting an official map showing the lands proposed to be retained for public open space or parks can greatly speed the realization of park and open-space aims. The official open-space map converts general proposals to specific locations, much like a land-use zoning map. The accompanying ordinance provides procedures to delay construction or development on the property. If it is found that the property owner could avoid the open space and still carry out his development satisfactorily a revised development plan could be required. On the other hand,

if preservation of the open land would be impossible, the ordinance designates a time period within which the public agency may purchase land or development rights. This might be done using a revolving fund, as described above.

The official map is essentially the technique used by the British to create the London Greenbelt; the same concept is also used in Oregon's Scenic Waterways Act, reproduced in the Appendix. Legislative clarification might be needed in Oregon and Washington to permit full use of such regulations by local government for park and open-space preservation, and should be looked into.

Subdivision Regulations and Planned Development

Procedures: Some park, greenway or conservation proposals could be incorporated into private developments. Planning Commission review of proposed subdivisions or large-scale developments offers opportunities to integrate public park and open-space plans with private projects. Retaining open spaces and preserving unique natural qualities of the land -- hillsides, ravines, small streams, native tree cover -- within private developments is a goal private developers need to be encouraged to accept.

Providing parks and general conservation of natural values will increase property value and ease of sale, but may also increase development costs. Planned unit development procedures waiving strict regulations in favor of design review, offer developers design flexibility to help carry out open-space goals.

Dedication of land for park use, or fees-in-lieu of land, may be made a mandatory condition for approval of subdivision or development design. Higher densities might be permitted in return for dedicating more land than required.

Land-Use Zoning: This long-relied-upon means of regulating land use seeks to limit (but not withhold) development rights without compensation, in the interests of public welfare. While court decisions have upheld zoning under the police power, it must pay close attention to constitutional limitations. Lands clearly unsafe or unhealthy for settlement, such as flood plains, marshes or geologically unstable areas, may be very restricted as to use. The hazards must be documented, however, and the restrictions applied uniformly to similar areas in accordance with an area-wide plan.

Natural-resource zoning, to preserve farm land, forests or unique environmental features, is another technique --- one which faces more serious constitutional obstacles. If development rights are taken without compensation and the courts feel the private harm outweighs the public benefit, the restriction is not likely to be sustained. The combination of regulation and compensation for private losses, called "compensable regulations," has been proposed as a solution.

Conservation Standards and Review Procedures: Wherever conservation of natural values requires combined public and private efforts -- for example, to achieve the parts of the regional greenways system that depend on an official open-space map and ordinance, subdivision regulations, planned-unit-development procedures or exercise of other land-use zoning regulations -- creating special standards and design-review procedures to use with private landowners and developers would be desirable.

At the local level, these standards and procedures could be partly under conventional subdivision or zoning administration. The sign-control and design-zone "overlays" contained in the City of Portland Zoning Code are suggestive precedents. Surface mining, land filling and tree preservation regulations are other examples.

At the regional level, a new administrative mechanism is needed. The Metropolitan Service District (MSD) could be assigned regulatory powers with respect to conservation measures of regional significance, which would tie in with its present responsibilities for surface drainage and with its proposed assignment of regional park and open space functions. The San Francisco Bay Conservation and Development Commission is also a highly suggestive model which might be emulated in the form of a "Metropolitan Rivers and Streams Conservation and Development Commission." A system of "conservation permits" might be tried for regulating modification of waterways and other landscape features.

Conservation Easement:* The 1968 Oregon Legislature enacted a statute that sets forth powers and procedures for public agencies to acquire easements "designed to conserve or maintain all or part of the natural or existing state of recreational, cultural, scenic, historic or other appropriate places of public significance." Acquisition by eminent domain is not authorized; property subject to such easements must be assessed at true cash value, less reduction in value caused by the easement.

Access Easement or Lease:* Accessibility to recreation resources may be achieved through easements or leases for public entrance or use. Private lands are sometimes used by the public to get to boating, swimming or fishing locations. Access easements or leases clarify public rights and responsibilities and could benefit the landowner by lowering the taxable value or providing direct income.

Purchase of Development Rights:* Purchase of development rights is another means short of outright ownership to keep land in relatively open use. The owner may continue to use the land for its customary purposes, but it may not be developed for a new more intensive use. Compensation for loss of such rights costs less than buying fee ownership, and public maintenance responsibilities are minimized.

Open-Space Tax Policies: Both Washington and Oregon have legislation affording owners of agricultural or other open lands an incentive to maintain open uses despite rising market valuation due to urban pressures. Under these statutes, real-estate values may be assessed on the basis of existing use rather than market value, providing the owner agrees to pay all or part of the back ad valorem taxes if he converts to non-open-space use.

This "preferential assessment" is useful for deferring the loss of some open land, but a high property tax is not the only (or even major) reason land is converted to urban purposes. When other inducements to sale or development -- high sales prices, low income from present land use, retirement of the owner -- outweigh the advantages of preferential assessment, the land will go up for sale for development. Public agencies must be prepared to enter the market if the land is to be preserved for open spaces.

* For a detailed discussion of acquisition of less-than-fee interests in land, see Legal Aspects of Urban Land Development, Metropolitan Planning Commission, Portland, Oregon, August, 1965.

Property Exchange: Sometimes an individual, company or other public agency will accept surplus property in exchange for land that would help complete the open-space system.

Tax-Foreclosed Land: Before any tax-foreclosed or other surplus lands are placed back on the market, they should routinely be examined for their open-space or park potential. If not of direct value, they may be used for exchange purposes.

Donations: Many communities have benefited from donations of land, easements or even improvements, by individuals, groups or corporations. These gifts may be motivated by tax advantages, good public relations or philanthropy. They should be encouraged through aggressive solicitations and publicizing of tax and other benefits.

The Metropolitan Parks Foundation has been newly created in the Portland area for this purpose. Gifts of land to the Foundation may be multiplied through Federal matching grants. Foundation properties need to be given tax-exempt status, which would permit lifetime tax-free use of property by the doner, and thus greatly encourage prospective gifts.

Acquisition of Federal Surplus Lands Without Cost: According to the President's environmental message to the Congress February 8, 1971, a Federal Property Review Board is reviewing individual properties and evaluating overall federal real-property programs. Properties identified as suitable for park use and determined surplus can now be conveyed to states and political subdivisions for parks, without cost.

Redirection of Other Governmental Programs to Achieve Open-Space Aims: The regional greenways proposals and perhaps other open-space-conservation objectives may in places offer an alternative to other governmental programs. Flood-control projects, for example, have been used frequently to permit more intensive use or development of flood-plain lands. Money formerly put into channel improvements or upstream dams and storage reservoirs ought to be directed to work for rather than against open-space objectives, since open-space preservation will make flood-control unnecessary; thus open-space preservation should be made a legitimate use of flood-control monies. Similarly, water, sewers, roads and other utilities and services should be withheld from flood-plain areas as public policy, in conjunction with restrictive flood-plain zoning.

RESPONSIBILITIES

All levels of government, and the private sector, share responsibility for meeting recreation needs and assuring preservation of our open-land heritage. These obligations are often only vaguely discerned; they involve many agencies, and overlapping responsibilities are common.

There are no public entities specifically charged with the responsibility for urban-area parks and open space, although urban-area concerns are not excluded from the broader state and federal roles.

Many proposals of this study will have little chance if responsibilities to carry them out are poorly defined or uncoordinated. Nor will they have much chance without citizen support.

The questions are: Who really is in charge? Where does responsibility finally rest? Where should it? Answers must include the role of citizens themselves; thus the issues of responsibility involve much more than the roles of government agencies.

The following discussion seeks to clarify governmental spheres of responsibility. It also points up the role of private groups and individuals and ways to stimulate involvement of the man on the street in the issues that concern open-space and park-land preservation.

Municipal Responsibility

Primary responsibility for parks and recreation needs at the community and neighborhood levels has traditionally fallen to cities and to park and recreation districts. The larger cities of Portland and Vancouver, and the community-

wide Tualatin Hills Park and Recreation District, have met these obligations with well-conceived, effective programs. Suburban municipalities have generally been slower to assume these responsibilities, due in part to the relative abundance of open lands most of them have enjoyed until recently.

Nevertheless, most local parks in the urban region exist mainly because municipal agencies (small as well as large) have acquired and developed them. City-sponsored summer-recreation programs, special events or community festivals undertaken cooperatively with private groups or local school districts, when combined with a system of municipal parks, offer optimum response to community and neighborhood recreation needs.

Portland's farsighted acquisition of Forest Park and development of Terwilliger Boulevard Parkway are examples of a wider municipal role. Municipalities in the past have been looked to not only for local parks and recreation programs but also for regional-scale parks, open spaces and special facilities like landscaped parkways, golf courses, zoo and sports arenas.

However, few smaller municipalities have been able to afford such projects and still provide and operate minimal community and neighborhood facilities. Now even larger cities find their financial resources and jurisdictional scope inadequate for metropolitan-scale needs. Municipal responsibility nevertheless will have to continue to include these needs, short of a decision by the electorate to assign them to an agency on the regional level.

Municipal authority to adopt zoning or subdivision ordinances, official maps or other regulations affecting land use is another aspect of city responsibility for open-space preservation. Recent adoption and application of a flood-hazard zone by the City of Milwaukie is an example; several cities in the CRAG area have also adopted planned-development procedures to provide site-design flexibility to better enable the private developer to fit his project into community-wide open-space goals.

County Responsibility

Counties in the CRAG region have area-wide scope that cities lack. This has many advantages, but it also means that counties face a potentially greater array of recreation and open-space responsibilities. Selecting the most appropriate role has been debated within county governments, and there is no clear tradition of primary county responsibility.

Multnomah County has initiated several regional projects (including Blue Lake, Oxbow Park and a greenway acquisition program along Multnomah Channel), and has assumed an active role in securing an extensive system of local park sites in unincorporated suburban areas. Clackamas County has concentrated mainly on non-urban park development with emphasis on river-oriented activities. These differences reflect geography, physical resources, population and financial resources.

Despite these differences, all CRAG area counties share portions of the region's urbanizing fringe, and they share urban-area watercourses, shorelines and flood plains. They thus have an important role in saving the remaining open space resources. Park and open space programs in each county should be guided by this central fact.

Community or neighborhood parks, non-urban parks, specialized facilities or even major regional parks are properly within a county's scope, if financial resources are available and other public or private efforts aren't duplicated. But primary responsibility for saving many of the greenway shores, high points, unique places, even historic sites, rests with the counties. This is a conservation role; if other park and recreation functions mesh with it, so much the better, but conservation should be the focus of each county's park and open-space efforts.

Due to their area-wide jurisdictions and desirable conservation-oriented roles, counties have a special responsibilities to sponsor studies increasing detailed knowledge of resources with open-space significance. Good examples are recent (or pending) studies sponsored by Clackamas County to identify flood-plain configurations, degree of flood risk, soil conditions and limitations, geologic conditions and hazards. A county is also generally in the best position to coordinate park and recreation activities of other agencies within its territorial jurisdiction.

Like municipalities, counties have regulatory responsibilities governing land use and development. These should be exercised to support open-space goals: e.g., flood-plain zoning in Washington County. Planned-development procedures or other features to strengthen the chances for preserving open space should be in county as well as city ordinances.

The Ports of Portland and Vancouver: A Supporting Role

The two port districts in the Portland-Vancouver urban region primarily have transportation-related responsibilities. Their control or ownership of key shorelines or lowland areas, however, puts them in a position to give important support

to other public agencies more specifically assigned park and open-space duties.

Port districts may participate directly when providing river access, moorages, marinas, and airports as well as commercial needs. Indirectly, through their land-development function, they are also in a position to insist on site-design practices preserving or enhancing greenway qualities along waterways.

Industrial land use need not be incompatible with environmental quality, if performance standards recognize the regional importance of shorelines and water areas as recreation and open-space resources, and provide for river access.

Responsibility at the Regional Level

The only public entities in the Portland-Vancouver urban region that now have area-wide park and recreation responsibilities are federal and state agencies. Their responsibilities, however, are primarily for non-urban recreation, and none is specifically charged with urban-wide parks and recreation. Regional coordination of municipal and county activities is the responsibility of CRAG and Clark County Regional Planning Council, but neither of these intergovernmental organizations can purchase or develop parks or recreation facilities.

Responsibility for regional park and open-space undertakings has been assumed (in varying degrees) by Portland and Vancouver, and by the counties, where financial resources have permitted. None is obliged to do this, and they all do so at the risk of neglecting their non-regional responsibilities. The most serious obstacle to regional park and open-space aims is that no local government agency can financi-

ally assume even a sizeable part of the burden of regional needs within its jurisdiction.

The recently formed Metropolitan Service District, with jurisdiction throughout the Oregon side of the urban area, could serve as a vehicle for regional-level administration and financing (in Oregon at least). This would securely place responsibility for greenways, regional parks and other special open-space proposals of regional importance. The District already has regional responsibility for surface-drainage needs, related directly to the greenway proposals in the study. A bill introduced in the past session of the Oregon Legislature (HB 1453) would have permitted MSD to assume park and recreation responsibilities. The importance of such a measure for implementating urban-wide park and open-space proposals should not be overlooked.

The recently established Boundary Review Commission, with authority to review municipal boundary changes in the Oregon portion of the region, could also play an important part in preserving regional open space. Boundary decisions that defer or withhold extension of urban services would facilitate preservation of areas potentially significant for parks, greenways, flood plains or other open-space.

While an intergovernmental planning council exists in Clark County, no entity comparable to MSD has been established. Clark County urban-wide park and recreation needs might be dealt with within present governmental framework because the urbanizing area is all within one county. Nevertheless, responsibility for urban-wide parks and recreation should be clearly defined, through either contractual agreement or by a joint agency with jurisdictional and operational scope consistent with regional needs.

State Responsibility

Both Washington and Oregon have basic responsibilities to acquire, develop and maintain parks and recreation areas of state-wide significance. State parks largely have been located and developed outside urban areas, leaving urban responsibilities to local agencies. While state programs were originally conceived mainly to provide a state-wide non-urban park system, the momentum of urban growth in the last decade is dictating a changed emphasis. State-developed non-urban parks afford opportunities for city-dwellers to "get away from it all" in a natural setting, but state responsibility also properly includes participation in securing open lands, natural areas and recreation opportunities within the urban fabric itself. Tryon Creek State Park is a good example.

States have an important role in helping local communities and regional districts preserve unique terrain features, historic sites or other recreation resources important to the entire state, whether non-urban or urban. Oregon's participation in the Willamette River Greenway program is an example of a state role that (1) reaches into urban areas, (2) involves a unique open-space feature, and (3) is undertaken in partnership with cities and counties. (It also points up the difficulty of raising local funds on any large-scale basis.)

In addition to agencies directly assigned park and recreation duties (in Washington, the State Parks and Recreation Commission; in Oregon, the Parks and Recreation Division of the State Highway Division) other state agencies have significant responsibilities related to recreation or open-space preservation. They include: In Oregon, the Game Commission, the Department of Forestry, the Land Board, the

Water Resources Board and the Department of Environmental Quality; in Washington, the Departments of Ecology, Game, Highways, Natural Resources and Water Resources. Some provide resource-oriented recreation facilities such as boat-launch sites or fishing access; they may also set land-use policies -- directly or indirectly -- of vital importance to preserving urban open space.

There is thus a state responsibility to coordinate these agencies' activities, not only within the system of state government but with the park and open-space aims of local communities and regional districts.

Federal Responsibility

As with state government, federal responsibilities for park and recreation development have traditionally had a non-urban emphasis. The National Park Service's role in maintaining historic sites within urban areas is a notable exception, which becomes increasingly significant as historic preservation assumes a more important place in open-space policies.*

Many federal agencies provide recreation facilities in conjunction with other responsibilities, or they make administrative decisions affecting urban land use. Such agencies include the Soil Conservation Service, U.S. Forest Service, Corps of Engineers, the Bureau of Sport Fisheries and Wildlife, the Bureau of Reclamation and the Federal Environmental Protection Agency.

These federal agencies have many responsibilities to review -- or directly participate in -- projects on urban-area watercourses, or otherwise affecting open space within or near urban lands. In many instances, they are responsible

*It has been proposed since the writing of this report that the Federal government create a series of urban national parks in connection with the 1976 Bicentennial Celebration... a special opportunity for the Portland area.

for issuing permits for private or local projects involving filling, diking, drainage or other changes in watercourses or shorelines. Consistent with regional recreation and open-space policies and plans, federal agencies should be encouraged to make decisions allowing as many streams as possible to remain free-flowing and retain natural settings.

The Role of the Private Sector

Recreation resources of a region are not all within the public domain; supplying specialized recreation facilities is, in fact, mainly a private responsibility.

Private developers have many opportunities to conserve open-space resources through project designs in harmony with natural features. Local zoning and subdivision codes should afford the private developer maximum opportunities, consistent with his financial constraints, to avoid stereotyped layouts; but the private sector usually has the basic site-planning responsibility. That responsibility includes identifying the land's unique qualities and using them to advantage in creating an urban environment that fits the landscape and supports regional open-space aims.

The Role of Citizen Groups and Individuals

Proposals in this report will not be achieved without broad support of individuals and such citizen groups as conservation and service organizations.

Will the Portland-Vancouver urban region continue to be a unique and special place to live? In the long run, regional and local leadership, backed by people convinced of the vital importance that open space has for the quality of our urban environment, will be the most important factor in that decision.



WATER AND LAND: HERITAGE FOR NEW GENERATIONS

NATURE AT ONE WITH ITSELF:

The balance of nature . . .
Creeks, streams and rivers returning
the water from the land to the sea . . .
Indians in canoes and riverside camp sites . . .
A drink from a gurgling brook by a beaverdam . . .
This is Consciousness I.

Then

MAN THE EXPLOITER, WATERWAYS ARE OPPORTUNITIES!

Trading posts, forts,
Settlement, economic development,
Transportation arteries for boats and barges
and ocean-going ships . . . from fields and forests
for consumption,
Docks, tanks, stacks,
Generation of power,
Possession of land with dikes and flood control,
Exclusive private riverside sites for homes
and for second homes,
Disposal of wastes to the sea,
Streams through backyards abandoned to rusty cans,
This is Consciousness II.

And now

MAN AND NATURE AT ONE . . . STEWARDSHIP OF A HERITAGE RECLAIMED OF WATER AND LAND . . .

A boy with a fishing pole . . .
A sailboat heading into the wind . . .
A concrete fountain cascading water in a public square . . .
The Willamette River as a Greenway . . .
Creeks, streams and rivers as a
Total Greenway System preserved,
Giving form and continuity, scenic variety and
life-giving re-creation to a growing urban settlement . . .
A public front yard for an ever-widening circle of
People . . . the canals of Holland and Venice, but
natural and on a grand scale . . .
Consciousness Renewed!

— R. G. Blakesley

V.
a program
for the
decade ahead

This report describes a vision of what our future urban outdoors might be like. The vision is in the form of a long-range proposal to the Portland-Vancouver community for a metropolitan park and open space system.

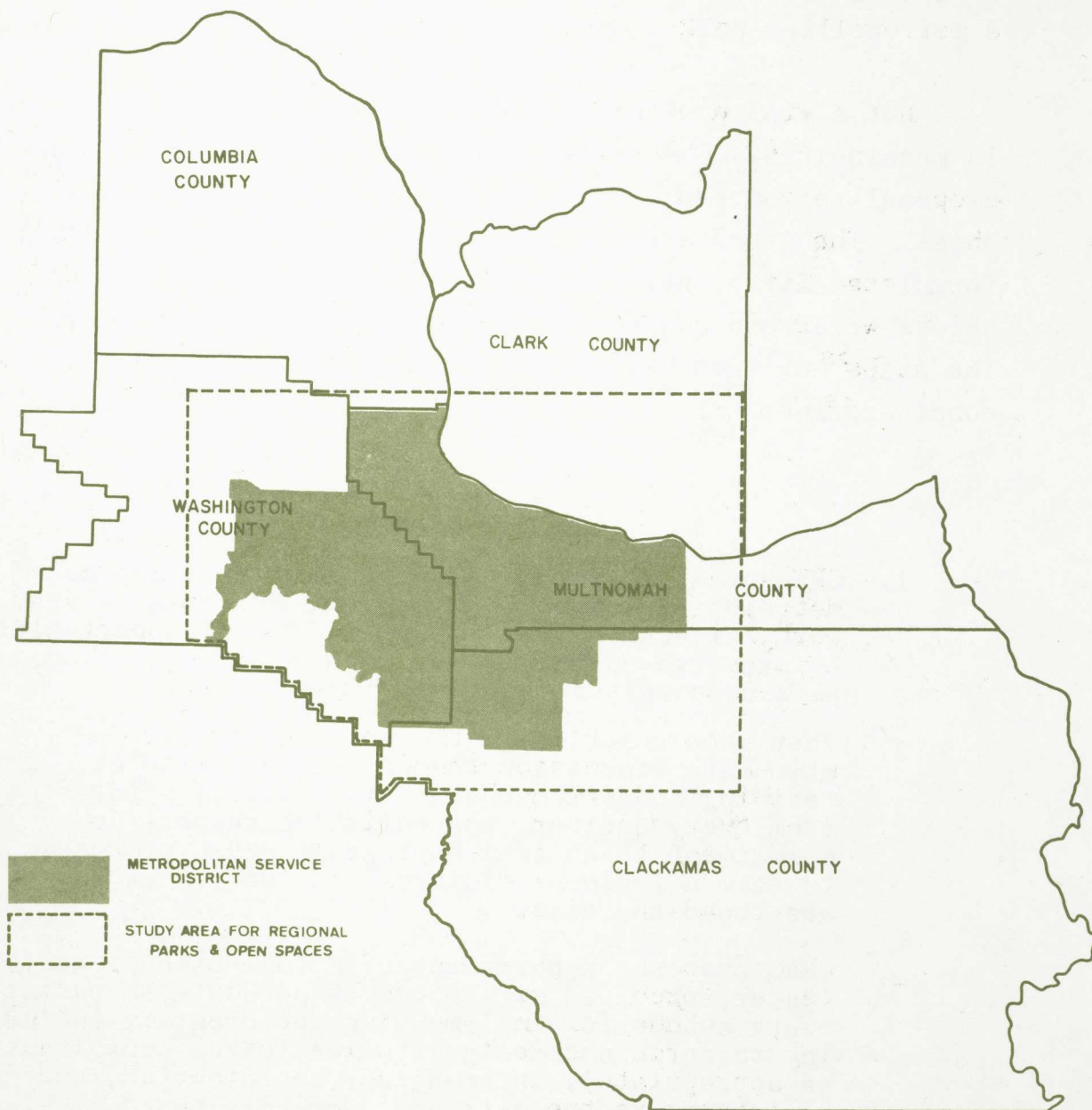
But a vision without an action program, starting today, is meaningless. What follows is an essential part of our proposal to you --a year-by-year program for the decade ahead. The steps are not all-inclusive and they could be formulated differently, but the larger vision will be lost unless we attend now to establishing mutual commitments. The steps outlined here are a starting place for your consideration.*

1971-72

1. CRAG area governments should adopt the proposed Metropolitan Park and Open Space System as a framework for action, as a shopping list of opportunities to preserve open space within the urban setting, and as a proposal to their constituents.
2. They should publicize the proposed system and stimulate discussion community-wide aimed at refining and strengthening it, eliciting ideas from every quarter, and enlisting support and commitment to an action program. CRAG proposes to form a regional citizens' advisory board to spearhead the effort.
3. CRAG proposes appointment of a full-time project leader, provided with a budget adequate to pursue every avenue for implementing the program, including research and design studies (using consultants as appropriate), inter-agency coordination, and assistance to the citizens' advisory board.

* For a suggested list of individual capital projects by year see the appendix to this report, page 123 ff.

METROPOLITAN SERVICE DISTRICT (MSD)



4. The need for an urban-wide administrative and financial base for funding and coordinating park and open-space projects is critical. It must be met by designating a regional entity to implement proposals--not to supplant park and open-space programs of cities and counties, but to spearhead regional aspects of the plan and augment and coordinate local agencies' efforts.

The Metropolitan Service District should be encouraged to assume this responsibility in the Oregon part of the metropolitan area as early as possible.* A program to accomplish this should be developed jointly by the MSD and CRAG, for action by the 1973 Legislature.

5. Alternatives for regional park and open-space management and financing in Clark County should be evaluated by the Clark County Regional Planning Council, with the aim of assigning responsibilities by the end of fiscal 1971-72.
6. CRAG proposes to work toward legislation to augment present park and open-space funding sources, and to enable the open-space revolving fund required for the official open-space ordinance to be effective.

Legislation also needs to be written to permit use of "compensatory regulations" and to improve other means for open-space preservation (discussed in Chapter IV). Proposals must be worked out with legislative interim committees and key legislators well before convening of the legislature in time for January 1973.

7. CRAG proposes to work with local agencies to begin identifying and mapping specific properties to form the urban-wide open-space framework, including lands for public acquisition, flood plains to be preserved through police power and tax policies, and waterways to be conserved through police power review of private development or modification schemes.

* Two bills introduced in the 1971 Oregon Legislature (HB 1990 and 1453) would have authorized the Metropolitan Service District to assume regional park and open-space responsibilities in the urbanizing sections of Multnomah, Clackamas and Washington Counties. Neither bill passed. The earliest the MSD now could assume these functions would be in fiscal year 1973-74.

The objective is to compile an official open-space map and ordinance (somewhat like the Oregon Scenic Waterways Act) for adoption by city and county governments and a designated regional administrative body.

8. Initial segments of an integrated urban-wide bikeway and trail network should be laid out and priorities determined, so that gasoline tax revenues earmarked by the 1971 Oregon Legislature can be utilized effectively. HB 1700 provides that 1 per cent of state gasoline taxes be spent for bikeways and pedestrian trails. Coordination by CRAG of the activities of individual state, county, and city agencies will insure development of a continuous system where most needed.
9. City and county planners and park and recreation agencies should undertake detailed planning and capital-improvements programming required for local neighborhood and community parks, and for adding appropriate ones to the official open-space map.
10. CRAG proposes to work with other governmental agencies to integrate recreation, park and open space planning, and conservation of unique resources, and to establish an action program focusing on the non-urban parts of the five-county CRAG area.
Emphasis should be placed on:
 - (a) Columbia River Gorge preservation/conservation;
 - (b) Mt. Hood area preservation/conservation;
 - (c) meeting non-urban recreation needs without destroying wilderness and other natural values;
 - (d) park and open-space planning in Columbia County, which recently joined CRAG;
 - (e) the need for sites for motorized recreational vehicles, and identifying possible sites where natural values and adjacent areas would not be disturbed;
 - (f) further study of the issue of conserving agricultural lands; and

(g) coordinating the total program with the Willamette Valley Planning Study and with state and federal programs.

11. CRAG proposes to initiate studies of the impact of land assessment and tax policies on open-space conservation, and conversely of the impact of open-space conservation measures on local tax bases and economic development--and on the taxpayer.
12. Cities and counties should refer all planning proposals, zone changes and subdivision proposals bearing on regional aspects of the Park and Open Space System to CRAG for comment.
13. State agencies should be asked to refer planning studies, proposals and projects concerning parks, affecting floodplains or waterways or otherwise bearing on the greenway system, to CRAG for comment.
14. CRAG proposes to encourage use of this report--in recognition of the special environmental values identified--for general planning and as a frame of reference for preparing environmental impact statements required by the National Environmental Policy Act of 1969.
15. CRAG proposes to encourage all governmental agencies and the private sector to preserve natural values in rivers, streams and flood plains.
16. CRAG proposes to discourage dams, dikes, and channelization projects intended to open low lands to urban development by providing flood control.
17. Public agencies should deny requests to extend utilities, streets and public services into greenways, flood plains and other open-space conservation areas. Conversely, utility easements where appropriate should be used as greenways for pedestrian paths and bicycles.

18. Pending enactment of legislation to augment park and open-space funding, present funding sources should be used fully. Projects already set forth by local agencies should be pursued during fiscal 1971-72 aimed at accomplishing:

<u>Greenways</u>	<u>Estimated Cost (1970 Dollars)</u>
Acquire 100 acres	200,000
<u>Major Regional Parks</u>	
Acquire 750 acres	1,900,000
<u>Special Regional Parks</u>	
Acquire 350 acres	
Develop 10 acres	1,600,000
<u>Special Regional Facilities</u>	
Complete one historic- preservation project	
Complete two marina- expansion projects	500,000
Bikeway development program	
<u>Local Parks and Facilities</u>	
Acquire 30 acres	
Develop 25 acres	<u>900,000</u>
TOTAL 1971-72 PROJECTS	\$5,100,000

1972-73

1. CRAG proposes to complete or continue work begun during 1971-72 to implement the park and open-space plan.
2. CRAG proposes to begin studies aimed at formulating a historic-preservation plan for the five-county area.
3. Pending enactment of legislation to augment park and open-space funding, existing sources should continue to be used, aimed at accomplishing:

<u>Greenways</u>	<u>Estimated Cost (1970 Dollars)</u>
Acquire 100 acres	200,000
<u>Major Regional Parks</u>	
Acquire 844 acres	
Develop 35 acres	5,800,000
<u>Special Regional Parks</u>	
Acquire 35 acres	
Develop 15 acres	400,000
<u>Special Regional Facilities</u>	
Bikeway development program	300,000
<u>Local Parks and Facilities</u>	
Acquire 16 acres	
Develop 15 acres	<u>200,000</u>
TOTAL 1972-73 PROJECTS	\$6,900,000

1973-74

1. Unfinished work from previous years should be completed or continued, as appropriate, to implement the parks and open-space plan.
2. Contingent upon passage of legislation to augment park and open-space funding, projects should be pursued during fiscal 1973-74 to accomplish:

<u>Greenways</u>	Estimated Cost (1970 Dollars)
Acquire 200 acres	\$ 700,000
<u>Major Regional Parks</u>	
Acquire 600 acres	
Develop 200 acres	3,600,000
<u>Special Regional Parks</u>	
Acquire 50 acres	
Develop 30 acres	
Viewpoint Acquisition & Development Program (22 acres)	400,000
<u>Special Regional Facilities</u>	
Historic Preservation Program	
Development Program-Marine Recreation Facilities	900,000
Development Program-Facilities for Recreation Vehicles	
Bikeway-Development Program	
Urban-Trail System Program	
<u>Local Parks and Facilities</u>	
Community Park Acquisition Program (at least 40 acres)	
Community Park Development Program (at least one new site)	2,700,000
Neighborhood Park Acquisition Program (at least 100 acres)	
Neighborhood Park Development Program (at least nine new sites).	
TOTAL 1973-74 PROJECTS	\$8,300,000

1974-75

1. Unfinished work from previous years should be completed or continued, as appropriate, to implement the parks and open-space plan.
2. Contingent upon passage of legislation to augment park and open-space funding, projects should be pursued during fiscal 1974-75 aimed at:

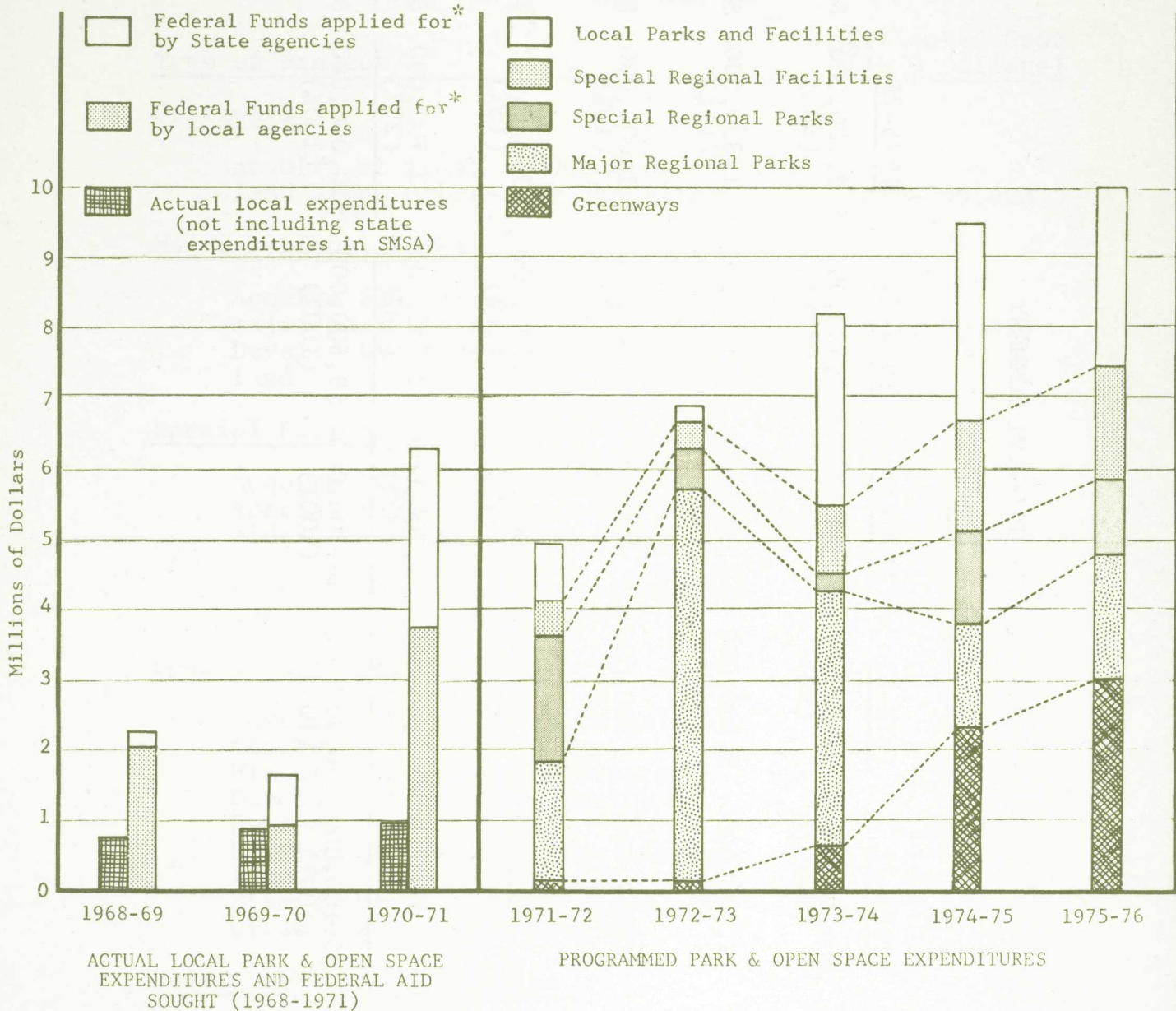
<u>Greenways</u>	<u>Estimated Cost (1970 Dollars)</u>
Acquire 900 acres	2,400,000
<u>Major Regional Parks</u>	
Develop 150 acres	1,500,000
<u>Special Regional Parks</u>	
Acquire 23 acres Develop 5 acres Viewpoint Acquisition & Development Program (100 acres)	1,400,000
<u>Special Regional Facilities</u>	
Historic-Preservation Program Development Program-Marine Recreation Facilities Development Program-Facilities for Recreation Vehicles Bikeway Development Program Urban Trail System Program	1,500,000
<u>Local Parks and Facilities</u>	
Community Park Acquisition Program (at least 40 acres) Community Park Development Program (at least one new site) Neighborhood Park Acquisition Program (at least 100 acres) Neighborhood Park Development Program (at least nine new sites)	2,700,000
TOTAL 1974-75 PROJECTS	<hr/> \$9,500,000

1975-76

1. Unfinished work from previous years should be completed or continued, as appropriate.
2. Contingent upon legislation to augment park and open-space funding, projects should be pursued during fiscal 1975-76 aimed at:

<u>Greenways</u>	<u>Estimated Cost (1970 Dollars)</u>
Acquire 1100 acres	3,000,000
<u>Major Regional Parks</u>	
Acquire 200 acres	
Develop 250 acres	1,800,000
<u>Special Regional Parks</u>	
Acquire 100 acres Viewpoint Acquisition & Development Program (100 acres)	1,000,000
<u>Special Regional Facilities</u>	
Historic Preservation Program	
Development Program-Marine Re- creation Facilities	
Development Program-Facilities for Recreation Vehicles	1,500,000
Bikeway Development Program	
Urban Trail System Program	
<u>Local Parks and Facilities</u>	
Community Park Acquisition Program (at least 40 acres)	
Community Park Development Program (at least one new site)	2,700,000
Neighborhood Park Acquisition Program (at least 100 acres)	
Neighborhood Park Development Program (at least nine new sites)	
TOTAL 1975-76 PROJECTS	<hr/> \$10,000,000

PAST EXPENDITURES COMPARED TO PROPOSED FIVE YEAR PROGRAM



*Applications for Federal Aid are not necessarily funded. Since the majority of park and open space grants are for about 50 per cent of the total cost, the estimated total past expenditures for parks and open space probably amount to about double the expenditures recorded by local agencies. This does not include state expenditures made within the SMSA.

FIVE-YEAR CAPITAL PROGRAM SUMMARY

1 9 7 1 - 1 9 7 6

	<u>1971-72</u>	<u>1972-73</u>	<u>1973-74</u>	<u>1974-75</u>	<u>1975-76</u>	<u>TOTAL</u>
Greenways	\$ 200,000 (4%)	\$ 200,000 (3%)	\$ 700,000 (8%)	\$2,400,000 (25%)	\$ 3,000,000 (30%)	\$ 6,500,000 (16%)
Major Regional Parks	1,900,000 (37%)	5,800,000 (84%)	3,600,000 (43%)	1,500,000 (16%)	1,800,000 (18%)	\$14,600,000 (37%)
Special Regional Parks	1,600,000 (31%)	400,000 (6%)	400,000 (5%)	1,400,000 (15%)	1,000,000 (10%)	\$ 4,800,000 (12%)
Special Regional Facilities	500,000 (10%)	300,000 (4%)	900,000 (11%)	1,500,000 (16%)	1,500,000 (15%)	\$ 4,700,000 (12%)
Local Parks and Facilities	900,000 (18%)	200,000 (3%)	2,700,000 (33%)	2,700,000 (28%)	2,700,000 (27%)	\$ 9,200,000 (23%)
TOTAL	\$5,100,000 (100%)	\$6,900,000 (100%)	\$8,300,000 (100%)	\$9,500,000 (100%)	\$10,000,000 (100%)	\$39,800,000 (100%)

THE FIVE YEARS BEYOND:

1 9 7 6 - 1 9 8 1

<u>Type of Project</u>	<u>Estimated Cost (1970 Dollars)</u>
<u>Greenways</u>	
Acquire at least 2,000 acres of land along urban-area shorelines	\$15,000,000
<u>Major Regional Parks</u>	
Acquire 600 acres of land for major park sites	\$ 7,000,000
Develop 600 acres of major park land	
<u>Special Regional Parks</u>	
Acquire 1,000 acres of land for special parks (viewpoints, way- sides, water oriented, etc.)	6,500,000
Develop 500 acres of special park land.	
<u>Special Regional Facilities</u>	
Develop four new 18-hole golf courses	
Historic Preservation Program	
Development Program--Marine Recreation Facilities	6,200,000
Development Program--Facilities for Recreation Vehicles	
Bikeway Development Program	
Urban Trail System Program	
<u>Local Parks and Facilities</u>	
Acquire 200 acres of community park land	
Develop five new community parks	13,300,000
Acquire 500 acres of neighborhood park land	
Develop 45 new neighborhood parks	
TOTAL 1976-81 PROJECTS	<hr/> \$48,000,000

TEN-YEAR CAPITAL PROGRAM SUMMARY

1 9 7 1 - 1 9 8 1

<u>Proposed Program: First Five Years</u>	<u>1971 - 1976</u>
Greenways	\$ 6,500,000 (16%)
Major Regional Parks	14,600,000 (37%)
Special Regional Parks	4,800,000 (12%)
Special Regional Facilities	4,700,000 (12%)
Local Parks and Facilities	<u>9,200,000 (3%)</u>
TOTAL	\$39,800,000 (100%)

<u>Proposed Program: Second Five Years</u>	<u>1976 - 1981</u>
Greenways	\$15,000,000 (31%)
Major Regional Parks	7,000,000 (14%)
Special Regional Parks	6,500,000 (14%)
Special Regional Facilities	6,200,000 (13%)
Local Parks and Facilities	<u>13,300,000 (28%)</u>
TOTAL	\$48,000,000 (100%)

For Comparison: Past Expenditures & Federal Aid Sought

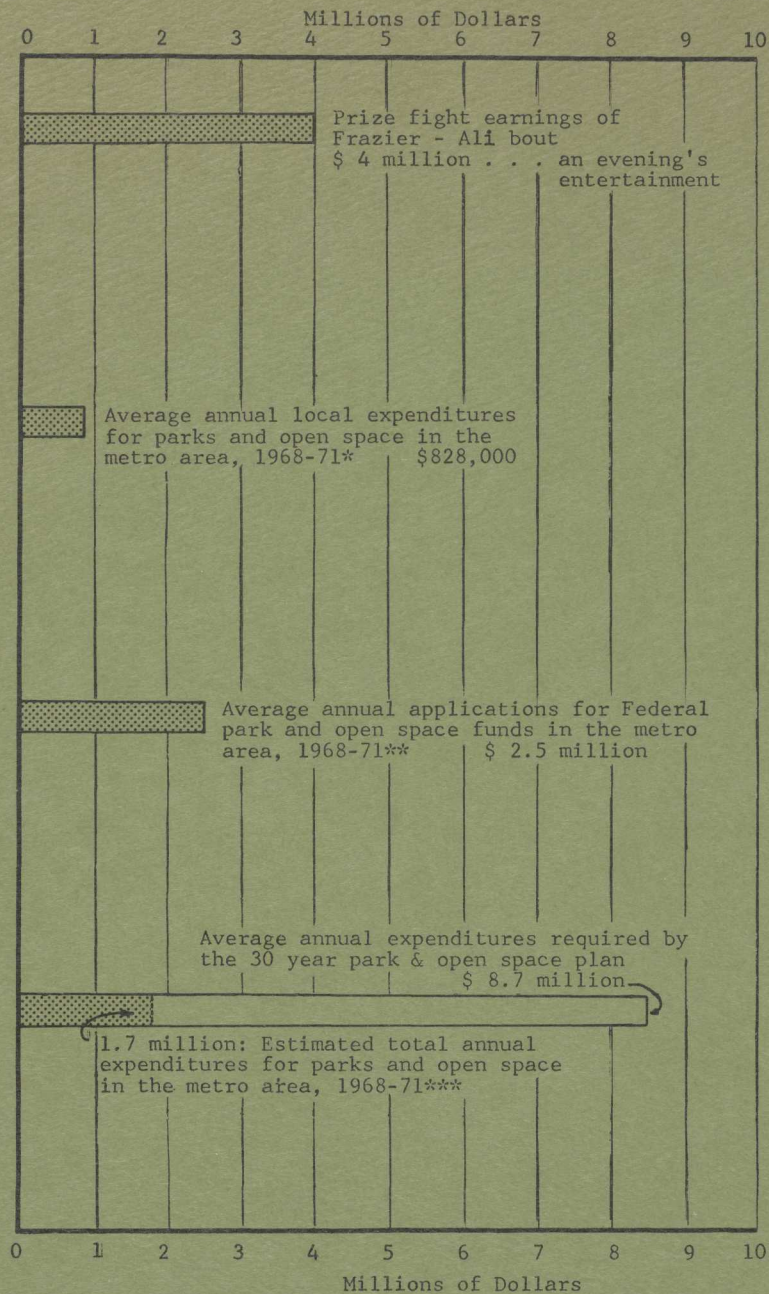
	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>
Actual local government expenditures for parks and open space (within SMSA)	\$ 684,184	\$848,844	\$ 952,365
Federal Aid applied for* by State agencies (in SMSA)	209,548	723,750	2,552,715
Federal Aid applied for* by local government (in SMSA)	2,005,203	903,903	3,770,554

* Reviewed by CRAG

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VI. appendices

1. COMPARING ANNUAL EXPENDITURES

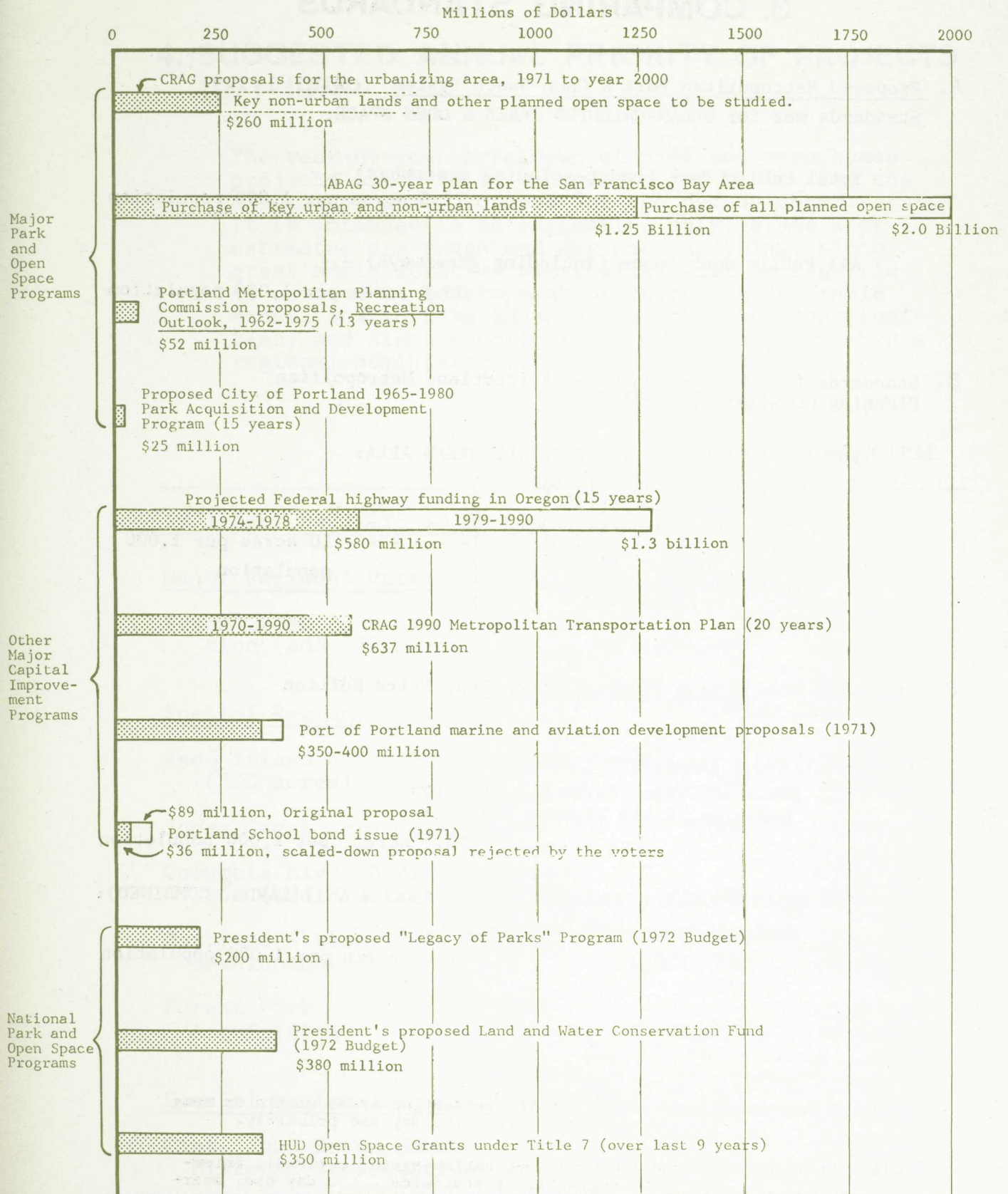


* Actual expenditures of local funds excluding state and federal.

** From "notices of intent" in CRAG "Review & Comment" files, generally including both federal and local shares.

*** Applications for Federal aid are not all actually funded. Since the majority of park and open space grants are for about 50 per cent of the total cost, the estimated average (excluding state and federal expenditures other than local assistance grants) probably amount to about double the expenditures recorded by local agencies. Carrying out the park and open space plan would require a four- or five-fold (or greater) increase in annual park and open space expenditures.

2. COMPARING TOTAL PROGRAM COSTS



3. COMPARING STANDARDS

A. Proposed Metropolitan Park & Open Space System (CRAG, 1972)

Standards met for URBAN-ORIENTED PARKS & OPEN SPACE:

Total Public Park Land (excluding greenways) - -
17.5 acres per 1,000 population

All Public Open Space (including greenways) - -
23.8 acres per 1,000 population

B. Standards from Recreation Outlook (Portland Metropolitan Planning Commission, 1962)

For ALL PUBLIC OPEN SPACE IN THE URBAN AREA:

City of Portland (1936)	}	
Multnomah County (1954)	}	
Vancouver, Wash. (1956)	}	
Seattle, Wash. (1953)	}	- - - - - 10 acres per 1,000
Tacoma, Wash. (1952)	}	population
National Recreation Assoc. (1943, '48)	}	

C. Standards from Oregon Outdoor Recreation, Third Edition Supplement, (1969):

For CLASS I RECREATION LANDS*:

State of Oregon Parks & Recreation
Division, State Highway Dept. - - - -
15.5 acres per 1,000 population

For URBAN & LARGE EXTRAURBAN PARKS (CLASS I & II LANDS* COMBINED):

National Recreation Association - - - -
20.0 acres per 1,000 population

*Class I Recreation Lands: High density recreation areas within or near urban centers . . . day use primarily.

**Class II Recreation Lands: General recreation areas; regional, inter-regional, or statewide . . . day use, over-night, weekend, or extended use.

4. SUGGESTED ANNUAL PRIORITY OF PROJECTS 1971-1976

The year-by-year breakdown of park and open space projects which follows provides the basis for the capital program proposed for the decade ahead. It is intended to be suggestive only, since cost estimates are rough and may need updating, since great administrative flexibility will be required to respond to development pressures on desirable areas, and to take advantage of changing opportunities, and since opportunities will depend on when a regional administrative agency is created.

	ESTIMATED COST (1970 DOLLARS)	PRINCIPAL AGENCY
<u>1971-72: PROJECTS TO BE COMPLETED</u>		
<u>Major Regional Parks</u>		
Tryon Creek Park site acquisition (add 372 acres)	\$1,470,000	State of Oregon
<u>Special Regional Parks</u>		
Reed Island acquisition (300 acres)	150,000	State of Washington
Jones Creek Camp development	8,000	State of Wash.
Columbia Blvd. Buffer Acquisition (add 8 acres)	75,000	City of Portland
Portland Street Scene Project development	1,200,000	City of Portland
Forest Park Acquisition	39,000	City of Portland
<u>Special Regional Facilities</u>		
Capt. John Brown House-Historic Preservation	170,000	City of Portland

APPENDIX 4 (CONT.)

	ESTIMATED COST (1970 DOLLARS)	PRINCIPAL AGENCY
Willamette Park & Moorage Extension-development of expanded marine facilities	13,000	City of Portland
Oregon City Sportsraft Marina Development of marine facilities	28,000	City of Oregon City
<u>Local Parks and Facilities</u>		
Old George School Neighborhood Park - site acquisition (1.81 acres)	50,000	City of Portland
Washington H. S. Neighborhood Park - site acquisition	460,000	City of Portland
Cook Community Park development	19,000	City of Tigard
Stella Olsen Memorial Park development	2,000	City of Sherwood
Bella Vista Neighborhood Park acquisition (9.8 acres) and development	90,000	City of Gresham
Johnson Creek Community Park site acquisition (final 1.67 acres)	33,000	City of Gresham
<u>1971-72: PROJECTS TO BE CONTINUED</u>		
<u>Greenways</u>		
Multnomah Channel-Sauvie Island Greenway Acquisition (100 acres of 1600 to be acquired)	150,000	Multnomah County

	ESTIMATED COST (1970 DOLLARS)	PRINCIPAL AGENCY
<u>Special Regional Parks</u>		
Belle View Point Park site acquisition (22 acres of 96 to be acquired)	33,000	Multnomah County
Marion D. Hebb Park development	38,000	Clackamas County
Milwaukie Waterfront acquisi- tion (5 acres of 50 to be acquired)	25,000	City of Milwaukie
<u>Local Parks and Facilities</u>		
Johnson Creek Community Park development (50%)	75,000	City of Gresham
<u>1971-72: PROJECTS TO BE INITIATED</u>		
<u>Major Regional Parks</u>		
Vancouver Lake Regional Park site acquisition (260 acres)	160,000	Clark County
<u>Special Regional Parks</u>		
Purchase or lease of Orchards school lands for park development and natural area	230,000	Clark County
<u>Local Parks and Facilities</u>		
Aspen Highlands Neighborhood Park site acquisition (4 acres adjacent to school)	24,000	City of Gresham
Kane Road Neighborhood Park site acquisition (8 acres)	48,000	City of Gresham

APPENDIX 4 (CONT.)

	ESTIMATED COST (1970 DOLLARS)	PRINCIPAL AGENCY
Thom Road Neighborhood Park site acquisition (4 acres adjacent to school)	24,000	City of Gresham
<u>1972-73: PROJECTS TO BE COMPLETED</u>		
<u>Major Regional Parks</u>		
Oaks Park site acquisition (final 44 acres)	182,000	City of Portland
<u>Special Regional Parks</u>		
Pittock Acres acquisition (8 acres)	21,000	City of Portland
Orchards Park Site development (north 35 acre site only)	200,000	Clark County
<u>Local Parks and Facilities</u>		
Aspen Highlands Neighborhood Park development	46,000	City of Gresham
Kane Road Neighborhood Park development	32,000	City of Gresham
Thom Road Neighborhood Park development	41,000	City of Gresham
Johnson Creek Community Park remaining development (50%)	75,000	City of Gresham
<u>1972-73: PROJECTS TO BE CONTINUED</u>		
<u>Greenways</u>		
Multnomah Channel-Sauvie Island Greenway acquisition (100 acres)	150,00	Multnomah County

	ESTIMATED COST (1970 DOLLARS)	PRINCIPAL AGENCY
<u>Special Regional Parks</u>		
Belle View Point Park acquisition (22 acres)	\$ 33,000	Multnomah County
Marion D. Hebb Park development	40,000	Clackamas County
Milwaukie Waterfront acquisition (5 acres)	25,000	City of Milwaukie
Portland Waterfront initial development	250,000	City of Portland
<u>1972-73: PROJECTS TO BE INITIATED</u>		
<u>Major Regional Parks</u>		
Fanno Creek Park site acquisition (800 acres)	5,400,000	Tualatin Hills Park & Recreation District and/or Regional Agency
<u>1973-74: PROJECTS TO BE COMPLETED</u>		
<u>Major Regional Parks</u>		
Tryon Creek Park development	750,000	State of Oregon
<u>Special Regional Parks</u>		
Marion D. Hebb Park development	40,000	Clackamas County

APPENDIX 4 (CONT.)

	ESTIMATED COST (1970 DOLLARS)	PRINCIPAL AGENCY
<u>1973-74: PROJECTS TO BE CONTINUED</u>		
<u>Greenways</u>		
Multnomah Channel-Sauvie Island Greenway acquisition (100 acres)	\$ 150,000	Multnomah County
<u>Special Regional Parks</u>		
Belle View Point Park site acquisition (22 acres)	33,000	Multnomah
Milwaukie Waterfront acquisition (5 acres)	25,000	City of Milwaukie
<u>1973-74: PROJECTS TO BE INITIATED</u>		
<u>Greenways</u>		
Burnt Bridge Greenway acquisition	500,000	Clark County and/or City of Vancouver
<u>Major Regional Parks</u>		
Rock Creek Park site acquisition (140 acres)	200,000	Washington County and/or Tualatin Hills Park & Recreation District
Lewis River Park Site acquisition (114 acres)	150,000	Clark County
Blue Lake Park expansion (Fairview Lake-150 acres) and initial development	1,200,000	Multnomah County

	ESTIMATED COST (1970 DOLLARS)	PRINCIPAL AGENCY
Butternut Creek Park site acquisition (200 acres)	\$ 300,000	Washington County
Powell Butte Park development	1,000,000	City of Portland
<u>Special Regional Parks</u>		
Fishers Landing site acquisi- tion (20 acres)	100,000	Clark County
Viewpoint acquisition and development program (acquire and develop 22 acres)	200,000	Cities and/or counties
<u>Special Regional Facilities</u>		
Historic Preservation Program	200,000	Regional Agency
Development Program-Marine Recreation Facilities	100,000	Regional Agency
Development Program-Facilities for Recreation Vehicles	100,000	Regional Agency
Burnside Parkway development	--	Mult. County
<u>Local Parks and Facilities</u>		
Community Park site acquisi- tion Program (at least 40 acres)	260,000	Cities and/ or Counties
Community Park development pro- gram (at least one new site)	375,000	Cities and/ or Counties
Neighborhood Park site acquisi- tion program (at least 100 acres)	650,000	Cities and/ or Counties
Neighborhood Park development program (at least 9 new sites)	1,350,000	Cities and/ or counties

APPENDIX 4 (CONT.)

	ESTIMATED COST (1970 DOLLARS)	PRINCIPAL AGENCY
<u>1974-75: PROJECTS TO BE COMPLETED</u>		
<u>Major Regional Parks</u>		
Blue Lake Park expansion complete development	\$ 450,000	Multnomah County
<u>Special Regional Parks</u>		
Belle View Point Park (final 17 acres)	26,000	Multnomah County
Cedar Island development	28,000	Clackamas County
Portland Waterfront - complete development	750,000	City of Portland
<u>Special Regional Facilities</u>		
Burnside Parkway - complete development	--	Multnomah County
<u>1974-75: PROJECTS TO BE CONTINUED</u>		
<u>Greenways</u>		
Multnomah Channel-Sauvie Island Greenway acquisition (100 acres)	150,000	Multnomah Co.
Burnt Bridge Greenway acquisi- tion (100 acres)	500,000	Clark County and/or City of Vancouver

	ESTIMATED COST (1970 DOLLARS)	PRINCIPAL AGENCY
<u>Special Regional Parks</u>		
Milwaukie Waterfront acquisition (5 acres)	25,000	City of Milwaukie
Viewpoint acquisition and develop- ment program (acquire and develop 100 acres)	500,000	Cities and/ or Counties
<u>Special Regional Facilities</u>		
Historic Preservation Program	500,000	Cities and/or Counties
<u>Local Parks and Facilities</u>		
Community Park site acquisition program (at least 40 acres)	260,000	Cities and/or Counties
Community Park development pro- gram (at least one new site)	375,000	Cities and/or Counties
Neighborhood Park site acquisition program	650,000	Cities and/or Counties
Neighborhood Park development program (at least 9 new sites)	1,350,000	Cities and/or Counties
<u>1974-75: PROJECTS TO BE INITIATED</u>		
<u>Greenways</u>		
Sandy River Greenway acquisi- tion (100 acres)	200,000	Multnomah Co. and/or Regional Agency
Rock Creek Greenway acquisition (100 acres)	200,000	Washington County and/or Regional Agency

APPENDIX 4 (CONT.)

	ESTIMATED COST (1970 DOLLARS)	PRINCIPAL AGENCY
Clackamas River Greenway acquisition (100 acres)	400,000	Clackamas County and/or Regional Agency
Lacamas Lake Greenway acqui- sition (100 acres)	300,000	Clark County
Tualatin River Greenway acquisition (300 acres)	600,000	Washington County and/or Regional Agency
<u>Major Regional Parks</u>		
Oaks Pioneer Park initial development	1,000,000	City of Portland
<u>Special Regional Facilities</u>		
Development Program - Marine Recreation Facilities	300,000	Regional Agency
Development Program - Facilities for Recreation Vehicles	200,000	Regional Agency
<u>1975-76: PROJECTS TO BE COMPLETED</u>		
<u>Major Regional Park</u>		
Oak Island (on Sauvie Island) development	750,000	State of Oregon
<u>Special Regional Park</u>		
Government Island acquisition (220 acres)	36,000	Multnomah County
<u>1975-76: PROJECTS TO BE CONTINUED</u>		
<u>Greenways</u>		
Multnomah Channel-Sauvie Island Greenway acquisition (100 acres)	150,000	Multnomah County

	ESTIMATED COST (1970 DOLLARS)	PRINCIPAL AGENCY
Burnt Bridge Greenway acquisition (100 acres)	500,000	Clark County and/or City of Vancouver
Sandy River Greenway acquisition (100 acres)	200,000	Multnomah County and/or Regional Agency
Rock Creek Greenway acquisition (100 acres)	200,000	Washington Co. and/or Regional Agency
Clackamas River Greenway acquisition (100 acres)	400,000	Clackamas Co. and/or Regional Agency
Tualatin River Greenway acquisition (300 acres)	600,000	Washington Co. and/or Regional Agency
<u>Special Regional Parks</u>		
Milwaukie Waterfront acquisition (5 acres)	25,000	City of Milwaukie
Viewpoint acquisition and development program (acquire and develop 100 acres)	500,000	Cities and/or Counties
<u>Special Regional Facilities</u>		
Historic Preservation Program	500,000	Cities and/or Counties
Development Program - Marine Recreation Facilities	200,000	Regional Agency
Development Program - Facilities for Recreation Vehicles	300,000	Regional Agency
<u>Local Parks and Facilities</u>		
Community Park site acquisition program (at least 40 acres)	260,000	Cities and/or Counties

APPENDIX 4 (CONT.)

	ESTIMATED COST (1970 DOLLARS	PRINCIPAL AGENCY
Community Park development program (at least one new site)	375,000	Cities and/or Counties
Neighborhood Park site acquisition program (at least 100 acres)	650,000	Cities and/or Counties
Neighborhood Park development program (at least 9 new sites)	1,350,000	Cities and/or Counties
<u>1975-76: PROJECTS TO BE INITIATED</u>		
<u>Greenways</u>		
Columbia River Greenway acquisition (300 acres)	1,000,000	Regional Agency
<u>Major Regional Parks</u>		
Fanno Creek Park initial development	1,000,000	Tualatin Hills Park & Recreation District or Regional Agency
<u>Special Regional Parks</u>		
Boring Lava Buttes area acquisition (100 acres)	500,000	Regional Agency
<u>Special Regional Facilities</u>		
Skyline Parkway development	--	City of Portland

5. REGIONAL PARK PROPOSALS TO YEAR 2000

Note: The general locations of proposed regional parks are shown on the folder inside the back cover and on Map I, page 22. Sites already publically owned are listed as "acquired;" if site planning or acquisition is in progress, sites are considered "determined."

Map Designations	Page 22	Folder	Site or Locality	County	Approximate Acres	Site Status as of 3/71	
						Determined	Acquired
<u>North of Columbia River</u>							
A	4		Burnt Bridge Creek	Clark	Min. 200	No	No
B	3		Vancouver Lake	Clark	260	Yes	No
C	1		Brush Prairie	Clark	80	Yes	No
D	5		Orchards	Clark	60	Yes	No
E	6		Green Mountain	Clark	Min. 200	No	No
F	8		Lawton	Clark	63	Yes	Yes
*	*		Lewis River-Moulton Falls Creek	Clark	256	Yes	Yes
*	*		Paradise Point Addition	Clark	1400	Yes	Yes
*	*		Siouxon Addition	Clark	80	Yes	Yes
<u>East of Willamette River</u>							
G	27		Clackamas River "Big Bend"	Clackamas	Min. 200	No	No
H	26		Deep Creek	Clackamas	76	Yes	Yes
I	22		Ed Latourette Memorial	Clackamas	40	Yes	Yes**
J	28		Molalla River Delta	Clackamas	400	Yes	No

Map Designations	Page 22 Folder	Site or Locality	County	Approximate Acres	Site Status as of 3/71	
					Determined	Acquired
K	13	Government Island	Multnomah	Min. 200	Yes	No
L	12	Blue Lake (Fairview Lake) Addition	Multnomah	150	Yes	No ***
M	20	Indian John Island	Multnomah	64	Yes	Yes
N	16	Oaks Pioneer	Multnomah	120	Yes	Yes
O	17	Powell Butte	Multnomah	556	Yes	Yes
P	14	Delta Expansion	Multnomah	360	Yes	Yes
Q	18	Grant Butte	Multnomah	Min. 200	Yes	No
<u>West of Willamette River</u>						
R	30	Mary S. Young	Clackamas	133	Yes	Yes
S	42	Oak Island (Sauvie I.)	Multnomah	300	Yes	Yes
T	31	Tryon Creek	Mult.-Clack.	600	Yes	No
U	34	Butternut Creek (Tualatin River)	Washington	Min. 200	No	No
*	*	Buxton	Washington	153	Yes	Yes
V	33	Fanno Creek	Washington	Min. 400	No	No
W	35	Holly Hill	Washington	77	Yes	Yes
X	40	Rock Creek Reservoir (1016 acres of open space in total)	Washington	140	Yes	No
Y	37	Scoggin Reservoir (1400 acres of open space in total)	Washington	300	Yes	No

Map Designations	Site or Locality	County	Approximate Acres	Site Status as of 3/71	
				Determined	Acquired
<u>Page 22 Folder</u>					
	<u>West of Willamette River cont'd</u>				
Z	32	Sherwood	Washington	Min. 200	No
*	*	Timber Road	Washington	80	Yes
AA	41	Shady Brook	Washington	60	Yes

-
- * Outside of urbanizing area mapped.
 - ** Site should be enlarged in accordance with guidelines
 - *** Expansion of existing park

6. NEEDS FOR COMMUNITY PARKS/PLAYFIELDS TO YEAR 2000

Map No. (page 140)	Study Area	NEW SITES		ACQUISITION*		DEVELOPMENT**		
		Needed to be Acquired	Acres for New Sites	Acres to be added to Existing Sites	Acres to be developed on:			
					Land already Acquired	Land to be Acquired	Land to be Acquired	
NORTH OF COLUMBIA RIVER								
1	Hazel Dell (Clark)	15	150	0	0	0	50	
2	Vancouver (Clark)	10	100	0	0	32	100	
3	Evergreen (Clark)	10	100	0	0	0	60	
4	Camas-Washougal (Clark)	1	10	20	20	20	10	
Total		36	360	20	52		220	
EAST OF WILLAMETTE RIVER								
5	Springdale-Corbett (Mult.)	2	20	0	0	0	10	
6	Gresham-Troutdale (Mult.)	25	250	2	47	220		
7	Central Multnomah County (Multnomah and Clackamas)	19	190	0	32	170		
8	North Portland (Mult.)	20	200	0	33	200		
9	East Portland (Multnomah and Clackamas)	26	260	0	32	260		
10	North Clackamas County (Multnomah and Clackamas)	26	260	5	18	260		
11	Damascus-Boring (Multnomah and Clackamas)	3	30	0	0	30		
12	Oregon City (Clackamas)	13	130	9	22	60		
Total		134	1340	16	182	1210		
WEST OF WILLAMETTE RIVER								
13	Wilsonville (Clackamas)	2	20	0	0	20		
14	Lake Oswego-West Linn (Clackamas and Multnomah)	18	180	0	49	180		
15	West Portland (Clackamas and Multnomah)	5	50	0	84	50		

Map No. (page 140)	Study Area	NEW SITES		ACQUISITION*		DEVELOPMENT**	
		Needed to be Acquired	Acres for New Sites	Acres to be added to Existing Sites	Acres to be developed on: Land already Acquired	Land to be Acquired	
WEST OF WILLAMETTE RIVER (Cont.)							
16	Sunset (Washington-Mult)	2	50	33	33	50	
17	Hillsboro-North Plains (Wash.)	0	0	32	32	0	
18	Forest Grove-Cornelius (Wash.)	2	50	0	0	25	
19	Farmington (Washington)	1	25	0	0	25	
20	Aloha-Beaverton (Wash)	2	50	29	29	50	
21	Tigard-Tualatin (Wash)	1	25	24	24	25	
22	Sherwood (Washington)	0	0	15	23	0	
Total		8	200	181	476	175	
INCORPORATED OUTLYING TOWNS (County Location)							
	Canby (Clackamas)	1	25	15	17	25	
	Barlow (Clackamas)	0	0	0	0	0	
	Molalla (Clackamas)	1	25	0	0	25	
	Estacada (Clackamas)	0	0	20	20	0	
	Sandy (Clackamas)	1	25	0	0	25	
	Battle Ground (Clark)	1	25	0	0	25	
	La Center (Clark)	0	0	0	0	0	
	Yacolt (Clark)	0	0	0	0	0	
	Ridgefield (Clark)	0	0	0	19	0	
	Banks (Washington)	0	0	5	10	0	
	Gaston (Washington)	0	0	0	0	0	
Total		4	100	40	66	100	

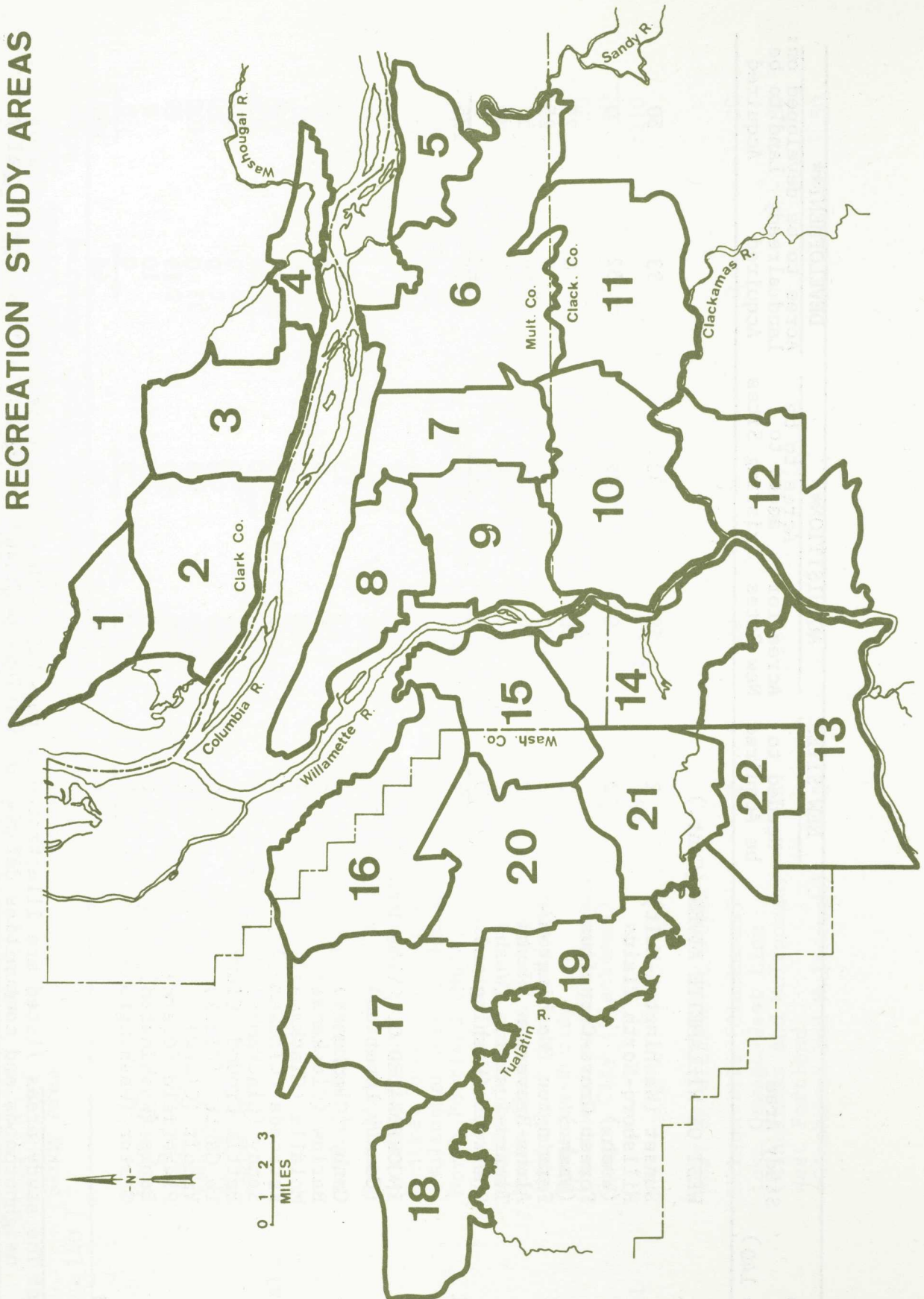
Note: The study areas listed are illustrated on page 140. They consist essentially of groups of neighborhoods and communities defined in previous park and recreation studies (principally Recreation Outlook, Metropolitan Planning Commission, 1962; and the Clark County Parks and Recreation Element of the County Comprehensive Plan.)

See Appendix 9 for regional population projections used as a basis for evaluating needs.

* Anticipated Maximum

** By Year 2000

7. LOCAL COMMUNITY & NEIGHBORHOOD RECREATION STUDY AREAS



8. NEEDS FOR NEIGHBORHOOD PARKS/PLAYGROUNDS TO YEAR 2000

Map No. (page 140)	Study Area	NEW SITES		ACQUISITION*		DEVELOPMENT**	
		Needed to be Acquired	Acres for New Sites	Acres to be added to Existing Sites	Acres to be Developed on: Land Already Acquired	Land to be Acquired	
NORTH OF COLUMBIA RIVER							
1	Hazel Dell (Clark)	0	0	30	34	0	
2	Vancouver (Clark)	1	25	0	51	25	
3	Evergreen (Clark)	3	75	0	0	25	
4	Canas-Washougal (Clark)	0	0	3	43	0	
Total		4	100	33	128	50	
EAST OF WILLAMETTE RIVER							
5	Springdale-Corbett (Mult)	1	25	0	0	25	
6	Gresham-Troutdale (Mult.)	3	75	21	39	75	
7	Central Multnomah County (Multnomah and Clackamas)	2	50	31	31	50	
8	North Portland (Mult.)	2	50	10	10	50	
9	East Portland (Multnomah and Clackamas)	0	0	0	0	0	
10	North Clackamas County (Multnomah and Clackamas)	2	50	2	31	50	
11	Damascus-Boring (Multnomah and Clackamas)	2	50	0	0	25	
12	Oregon City (Clackamas)	2	50	43	60	25	
Total		14	350	107	172	300	
WEST OF WILLAMETTE RIVER							
13	Wilsonville (Clackamas)	0	0	0	72	0	
14	Lake Oswego-West Linn (Clackamas and Multnomah)	0	0	48	167	0	
15	West Portland (Clackamas and Multnomah)	0	0	0	96	0	

Map No. (page 140)	Study Area	NEW SITES		ACQUISITION*		DEVELOPMENT**	
		Needed to be Acquired	Acres for New Sites	Acres to be added to Existing Sites	Acres to be developed on: Land Already Acquired	Land to be Acquired	
WEST OF WILLAMETTE RIVER (cont)							
16	Sunset (Washington-Mult)	21	210	0	10	200	
17	Hillsboro-North Plains (Wash)	8	80	12	20	80	
18	Forest Grove-Cornelius (Washington)	6	60	1	9	60	
19	Farmington (Washington)	0	0	3	3	0	
20	Aloha-Beaverton (Wash)	16	160	0	17	150	
21	Tigard-Tualatin (Wash)	11	110	12	37	100	
22	Sherwood (Washington)	2	20	0	0	20	
Total		89	890	28	229	860	
INCORPORATED OUTLYING TOWNS (County Location)							
	Canby (Clackamas)	1	10	0	0	10	
	Barlow (Clackamas)	1	10	0	0	10	
	Molalla (Clackamas)	1	10	0	0	10	
	Estacada (Clackamas)	1	10	0	0	10	
	Sandy (Clackamas)	0	0	6	13	0	
	Battle Ground (Clark)	1	10	0	0	10	
	La Center (Clark)	1	10	0	0	10	
	Yacolt (Clark)	1	10	0	0	10	

Map No. (page 140)	Study Area	NEW SITES		ACQUISITION*		DEVELOPMENT**	
		Needed to be Acquired	Acres for New Sites	Acres to be added to Existing Sites	Acres to be developed on:		
					Land already Acquired	Land to be Acquired	
INCORPORATED OUTLYING TOWNS (cont)							
	(County Location)						
	Ridgefield (Clark)	1	10	0	0	10	
	Banks (Washington)	1	10	0	0	10	
	Gaston (Washington)	1	10	0	0	10	

Note: The study areas listed are illustrated on page 140. They consist essentially of groups of neighborhoods and communities defined in previous park and recreation studies (principally Recreation Outlook, Metropolitan Planning Commission, 1962; and the Clark County Parks and Recreation Element of the County Comprehensive Plan, Regional Planning Commission, 1967).

See Appendix 9 for regional population projections used as a basis for evaluating needs.

* Anticipated maximum
 ** By Year 2000

9. POPULATION PROJECTIONS TO YEAR 2000

Map No. (page 140)	Area	Census 1960	Census 1970	Projection Year 2000*
<u>COUNTY TOTALS</u>				
-	Clackamas	113,038	166,088	367,000
-	Clark	93,804	128,454	275,000
-	Multnomah	522,426	554,668	760,000
-	Washington	<u>92,227</u>	<u>157,920</u>	<u>353,000</u>
	Four County Total	821,505	1,007,130	1,755,000
<u>URBANIZING STUDY AREAS</u>				
<u>North of Columbia River</u>				
1	Hazel Dell	8,372	13,955	25,710
2	Vancouver	47,777	64,391	133,300
3	Evergreen	3,397	5,685	39,600
4	Camas-Washougal	9,893	11,271	23,790
<u>East of Willamette River</u>				
5	Springdale-Corbett	1,456	1,637	2,940
6	Gresham-Troutdale	27,972	49,121	108,925
7	Central Multnomah County	57,270	73,265	118,825
8	North Portland	179,974	168,338	190,655
9	East Portland	159,822	161,527	181,884
10	North Clackamas County	43,827	65,954	155,500
11	Damascus-Boring	3,751	6,705	8,100
12	Oregon City	12,204	15,645	29,300
<u>West of Willamette River</u>				
13	Wilsonville	2,362	4,144	7,000
14	Lake Oswego-West Linn	30,664	42,745	129,430
15	West Portland	70,916	86,975	125,680
16	Sunset	8,910	18,839	62,700
17	Hillsboro-North Plains	13,508	20,501	32,800

Map No. (page 140)	Area	Census 1960	Census 1970	Projection Year 2000*
<u>West of Willamette River (cont'd)</u>				
18	Forest Grove-Cornelius	9,995	13,900	20,960
19	Framington	1,589	1,939	3,500
20	Aloha-Beaverton	17,371	32,527	75,580
21	Tigard-Tualatin	6,817	15,385	47,300
22	Sherwood	2,146	3,434	5,490
	Urbanizing Area Total	719,993	877,883	1,528,969

*Source: Employment and Population Projections to Year 2000,
CRAG, 1968.

10. THE AGRICULTURAL JUSTIFICATION FOR OPEN SPACE PRESERVATION

A Statement of the Problem

The National Association of Soil and Water Conservation Districts reminds us that projected population for the United States is 245 million in 1980 and 330 million in the year 2000. With such population increases it says:

"The demands on our land and water resources in the next few decades will be staggering...If it were just a matter of increasing farm and ranch production to feed (the added millions), the resource problem would not be so difficult...we can probably achieve the 120 percent increase needed by 2000 with about the same cropland acreage we had in 1960."

"But it is not as simple as a certain quantity of feed. Changing times and the elevated standard of living are bringing about major changes in diets and diet habits. The demand for certain types of foods will increase and the requirements for others will decrease. This often shifts the locale of food production, too...the technology that will enable us to grow more food on the same fewer acres of cropland must be augmented and refined by increased attention to suitability of soils and sites for specific crops and uses."

--from "The Scope of Planning,"
monthly newsletter of the Marion
County Extension Service, July 17,
1970.

Responses from the Oregon State University Cooperative Extension Service

One of the difficult items for planning land use is the collection of "hard facts" to justify leaving open space. For some reason, we seem to feel a need for overwhelming "numbers" to retard urbanization in open space. Open space includes many types of land use--agriculture, forestry, recreation, flood plains, parks, etc.

Agricultural production is frequently used to justify the need for open space. This provides a "hard facts" argument at saving open space because "we must have it for food production."

According to Dr. Russell Youmans, extension resource economist at Oregon State University, the "need" is not this easy to prove. We do need land for food production. But, we can't protect land around us on this basis when we're taking land out of farm production, in excess of that required for urbanization. High farm productivity reduces amount of land needed in U. S. for food production. Low farm prices show our ability to produce food in excess. And, Youmans points out these conditions are likely to continue for the foreseeable future. "We must justify the need to preserve open space because we need it for other reasons," Youmans says. These

"other reasons" could include: flexibility for future decisions on land use, ecology, esthetics, type of community we desire to live in, support of our local economy, preserve space for expansion of urban areas without the problems of previous helter-skelter development.

--from "The Scope of Planning,"
Jan. 12, 1971

It is not possible for forestry, agriculture or recreation people at this time to specify the amount of open space that is required by given urban population. Further, it is not possible to justify retaining land in open space for the purposes of producing lumber or agricultural goods when one views a specific area in the United States.

We have been asked these kinds of questions in the recent past and behind them lies a basic question which planners are wanting us to resolve for them. Instead of their going to the people in the areas involved and involving them in a planning process so the values of the people can be expressed in terms of the nature of land use, planners are asking our professional opinion as to the amount of agricultural land or forest land that is needed. The question is not one of professionally judged need. Portland and the Willamette Valley population is not dependent upon the Willamette Valley agriculture or forestry for building materials or food. This is not to say that the Willamette Valley is unimportant in production of food and forest products and certainly we have an impact on the nation's production of both of these important groups of commodities. The planners' basic hope is finding a technical answer that can be justified to the people, when in fact we're at the stage in which the people are going to have to express their feelings of what they want the technicians to do. It would be our task at that point to advise them technically on the impacts and the procedures through which society might secure the goals identified. It is much closer to the kinds of programs that Extension has frequently worked with with communities, rather than the kinds of programs that planners are used to following in an autocratic manner.

--from a letter of November 12, 1970
from Russell Youmans, Specialist,
Resource Economics, OSU Cooperative
Extension Service to J. Fremont
Sprowls, Multnomah County Extension
Agent

In May of this year I was asked to do a study of the agriculture of Marion County to determine the amount of land needed in farms. The idea was to relate food production here with national or world food needs in order to show how much land it takes to produce "our share" of food needs...At first, this approach seems reasonable, but we could see from the start that there is no established "share" of national production that the rest of humanity is looking to this area for. In a sense, the opposite is true; other areas of the country could easily pick up whatever production Marion County lets go. Further, these other areas would very much like to take up any slack in supply. It would benefit their farmers and entire economy to do so. They are in the same position as Marion County's agriculture in the sense that they are limited by the size of the markets for

food and natural fiber, rather than by their ability to produce.

It has been argued by some that, as population increases and limitations of technology to increase yields are encountered, there must come a point at which farm land must be saved. From the figures I put together for Marion County, we can see two things. One is that the county is too small an area to concern itself with national food needs. Even the Willamette Valley will probably never become a vital food producer for the survival of our people. The second point is that even if we do decide to maintain enough land in farms to continue producing our present share for national markets, the amount of land needed in farms falls off very rapidly. This is not to say that the valley is not an important producer, or that agriculture is not important to this area. But it is only to say that if world food needs are the only defense for maintaining land in farms, probably very little land is needed. In fact, as far as any one county is concerned, the amount of land needed in farms had just as well be zero, if this kind of justification is sought.

What we see here is the natural resource approach to planning an area. This approach would insist that there is one way to plan any area. This way is to base our planning on the ultimate limitations of the natural resources, and not exceed any of these limitations. As we can see with this example in agriculture, the net result that comes out of this approach may not be in line with what we visualize as desirable for our area and the people. In fact, this is the conclusion that I came to while developing this material on agriculture.

The point that we need to be aware of is that the first step in the planning process is to define goals. Certainly we must be fairly aware of some problem before we are even interested in beginning a planning program. Once these problems are recognized and goals are set, we then must recognize where goals conflict with one another. It should not be surprising to anyone that a group of persons or even a single individual will have several conflicting goals. There are several possible uses for much of our land in the Willamette Valley. Some of it that is good for farming might also be the best land for residences or industry. Some that is good for forestry might have an alternative use as a park. This point, I think, is missed by many persons who plan from the natural resource approach and overlook the alternatives we have available.

Naturally, the planning process involves reaching some sort of consensus about our conflicting goals for the use of resources. This may include more than just natural resources; spending of public funds may also be guided by a land use plan.

Development of dams or roads are an example of this. Another example which planning deals with is determining the density that urban people will live at. Higher densities lower the cost of urban services generally. So the question faced by many cities and towns is: is it more beneficial to the area's residents to live close to one another and keep local taxes down, or would it be more desirable to design more open space around each house and pay the costs? This can become more complicated, depending on the individual community.

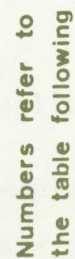
At any rate, a choice such as this must be made. Most communities in the Willamette Valley have this choice in front of them. They are not faced with such a lack of natural or other resources that would force them to tighten up their way of life or face starvation twenty years from now.

Another lesson I believe I learned from developing the report for Marion County is that defining the amount of agriculture in an area may not be as easy as it seems. This is especially true since most planning groups are at least as interested in farming from the environmental standpoint as they are from the economic standpoint. What would be the proper measurement to use?

Is it the number of farmers, the number of acres in farms, the number of acres in private open space, the mileage along a main arterial where a "nice" view of a farm (or what looks like a farm) is available? Or is a lot of agriculture a place where the total gross farm income is high? This may mean that most of this farming is not actually connected with large amounts of open space, such as greenhouse operations or poultry farms. It could also mean that the farm land might be located between rows of houses where the benefits from an esthetic standpoint would be minimal. Perhaps what Mr. Chandler really means is to ask, how many people can be put into an area before the "rural atmosphere" of existing communities is lost. If this is the case, the question may be entirely different.

My feeling is that these issues need to be put into more of a people context, rather than the natural resource context. The planning process should be one which asks people to consider what kind of a place they want to live in. If it is a place with a strong agriculture, then this should be planned for. But world food needs should not be making these decisions for use. People at the local level should be able to choose between alternatives.

--from a letter of November 27, 1970
from Preston S. Pattie, Marion County
Extension Agent, to Fremont Sprowls,
Multnomah County Extension Agent

Reviewed by CRAG
1967 - 1971

12. PARK AND OPEN SPACE PROJECTS

Reviewed by CRAG for Federal Funding, 1967 to March, 1971.

Note: Project applications listed were approved by CRAG for funding,
but not necessarily funded or completed.

Map Desig- nation (page 150)	Project Name	Applicant	Fed/State Funding Agency	Application Amount **	Acqstn(A) Dvlpmt(D)	Acres	Year Grant Applied For
	<u>Willamette River Greenway (State Block Grant Application)</u>						
	Willamette River	State of	BOR	\$1,600,000	A		1968
	Park System	Oregon	BOR	500,000	A		1970
	<u>North of Columbia River</u>						
1	Franklin Park	Vancouver	HUD	20,000	A	9.0	1967
*	Moulton Falls Rec. Project	Clark County	ICOR	22,000	A	19.5	1968
1b	Vancouver Marine Park	Vancouver	ICOR	120,000	D	20.0	1970
*	Ridgefield Neigh- borhood Park	Ridgefield	ICOR	25,000	A	20.0	1968
*	Gee Creek Rest Area	State of Washington	Fed. Hwy. Admin.	711,000	D		1969
*	Gee Creek Rest Area	State of Washington	Fed. Hwy. Admin.	21,048	D		1969
*	Grouse Creek Vista Park	State of Washington	BOR	3,100	D	5.0	1970
*	Jones Creek Camp	State of Washington	BOR	8,000	A	20.0	1970
	<u>East of Willamette River</u>						
2	Columbia Blvd Buffer (Multnomah)	Portland	HUD	150,000	A	15.84	1967
3	Troutdale City Park (Mult)	Troutdale	BOR	5,000	A & D	6.0	1967
4	Oxbow Park Acquisition (Mult)	Multnomah County	HUD	10,000	A	26.53	1967
5	Government Island (Mult)	Multnomah County	HUD	35,880	A	220.0	1967
6	Riverside Park (Clackamas)	Clackamas County	BOR	77,485	D	8.0	1967
7	Oaks Park (Mult)	Portland	BOR	182,000	A	44.02	1968
8	Troutdale City Park (Mult)	Troutdale	BOR	8,800	D	6.0	1968

APPENDIX 12 (CONT.)

Map Desig- nation (page 150)	Project Name	Applicant	Fed/State Funding Agency	Application Amount **	Acqstn(A) Dvlpmt(D)	Acres	Year Grant Applied For
9	Wood Village City Park (Mult)	Wood Village	BOR	7,000	D	8.15	1968
10	River Oaks Property (Mult)	Portland	BOR WRPC	807,000	A	47.54	1968
11	Meining Memorial City Park (Clackamas)	Sandy	BOR	6,000 (total 12,000)	D	10.73	1968
12	Oxbow Park (Multnomah)	Multnomah County	BOR	40,000	A	52.0	1968
13	Canby Swimming Pool (Clackamas)	Canby	FHA	165,990	D		1968
14	Wait Park (Clackamas)	Canby	HUD	38,150		2.41	1968
15	Oregon City Sports Craft Marina Project (Clackamas)	Oregon City	OSHD	28,054	A & D	5.0	1968
15b	Johnson Creek Park (Multnomah)	City of Gresham	BOR	32,696	A	1.67	1970
15c	Bella Vista Park (Multnomah)	City of Gresham	BOR	90,000	A	9.8	1970
16	Womens Forum State Park Addition (Mult)	Oregon State Highway Dept.	BOR	12,750	A	3.55	1969
17	Happy Valley Park Improve- ment (Clackamas)	Happy Valley	BOR	2,840 (total 9,136)	D	20.0	1969
18	Beech Park (Mult)	Portland	HUD	7,150	A	0.46	1969
19	Col. O. Summers & Sewall Crest Parks (Mult)	Portland	HUD	250,000	A	1.35	1969
19a	Washington High School Park Multnomah	City of Portland	HUD	459,952	A	1.84	1969

Map Desig- nation (page 150)	Project Name	Applicant	Fed/State Funding Agency	Application Amount**	Acqstn(A) Dvlpmt(D)	Acres	Year Grant Applied For
20	Neighborhood #10 Park (Mult)	Multnomah County	HUD	55,625		8.9	1969
21	Dierickx Park (Clackamas)	Gladstone	BOR	4,000	A	0.39	1969
22	Russellville Square (Mult)	Multnomah County	HUD	184,214	D	0.69	1970
23	Furnberg Park (Clackamas)	Milwaukie	BOR	9,000	A	2.64	1970
24	Indian John Island (Mult)	Multnomah County	BOR	34,150	A	68.41	1970
25	Milwaukie River- front Park (Clackamas)	Milwaukie	BOR WRPC	50,000	A	4.4	1970
26	Old George School Site (Mult)	Portland	HUD	50,000	A	1.811	1970
27	<u>West of Willamette River</u> Pittock Acres (Mult)	Portland	HUD	20,805	A	7.67	1967
28	Forest Park (Mult)	Portland	HUD	17,000	A	24.30	1967
29	Lake Oswego Park & Rec. Site (Clackamas)	Lake Oswego	HUD	126,438	A & D	32.0	1967
30	West Linn Wilderness Park (Clackamas)	West Linn	BOR	14,000	D	67.0	1967
31	Howell Park, Sauvie Island (Mult)	Multnomah County	HUD	19,085	A	66.55	1967
32	Forest Park (Mult)	Portland	BOR	75,000	A	80.0	1968
33	Cornelius Park & Rec. (Wash) (Covered Picnic Area)	Cornelius	BOR	9,000	D	12.0	1968

APPENDIX 12 (CONT.)

Map Design- nation (page 150)	Project Name	Applicant	Fed/State Funding Agency	Application Amount**	Acqstn(A) Dvlpmt (D)	Acres	Year Grant Applied For
34	Lincoln Park (Wash)	Forest Grove	BOR	12,200	A	3.19	1968
35	Francis Murnane Park (Mult)	Portland	HUD	3,050,000	A	14.34	1968
36	Cook Park Development (Wash)	Tigard	BOR	3,460	D	36.0	1968
37	Cook Park Development (Wash)	Tigard	BOR	15,980	D	36.0	1968
38	Stella Olsen Memorial Park (Wash)	Sherwood	BOR	2,000	D	10.0	1968
39	Marian D. Hebb Park (Clackamas)	Clackamas County	BOR BOR	28,000 38,434	D D	14.0 --	1968 1971
40	West Bridge Park (Clackamas)	West Linn	BOR WRPC	30,000	A	2.4	1968
41	Highland Park (Beaverton, Wash. County)	Tualatin Hills Park District	BOR	20,500 (total 41,000)	D	10.0	1969
42	Forest Park Acquisition (Mult)	Portland	BOR	39,203	A	49.0	1969
43	Howell Park Sauvie Island (Mult)	Multnomah County	BOR WRPC	8,490	A	5.66	1969
44	Belle Vue Point Park (Mult)	Multnomah County	BOR WRPC	150,000	A	95.69	1969
45	Tryon Creek Park (Mult)	Multnomah County	HUD	80,101	A	45.0	1969
45	Tryon Creek Park (Mult)	State of Oregon	HUD	1,469,600	A	317.0	1971
46	George Rogers Park (Clackamas)	Lake Oswego	BOR WRPC	53,000	A	0.88	1969
47	Willamette Moorage (Mult)	Portland	HUD	21,000	A		1969

Map Design- nation (page 150)	Project Name	Applicant	Fed/State Funding Agency	Application Amount**	Acqstn(A) Dvlpmt(D)	Acres	Year Grant Applied For
48	Wilsonville Park (Clackamas)	Oregon State Hwy. Comm.	BOR WRPC	141,375 (Total 188,500)	A	61.08	1969
49	Willamette Park Extension (Clackamas)	West Linn	BOR WRPC	85,900	A	15.10	1969
50	Burnside Park Improvement (Clackamas)	West Linn	BOR	2,600	A	10.0	1969
51	Multnomah Channel, Sauvie Island, Kelley Point Acquisition (Mult)	Multnomah County	BOR WRPC	2,000,000	A	1600.0	1970
52	Cornelius City Park (Tennis Court) (Wash)	Cornelius	BOR	5,000	D	12.0	1970
52a	Cedar Island Park (Clackamas)	Clackamas	BOR	56,000	A		1970
53	Portland Street Scene Project (Mult)	Portland	HUD BOR	1,200,000	A & D	.45	1970
54	Wilsonville City Park (Clackamas)	Wilsonville	BOR WRPC	4,000	D	61.08	1970
55	Commonwealth Park Acquisition (Wash)	Tualatin Hills Park & Rec. District	BOR	11,400	A		1970
56	Stella Olsen Memorial Park (Wash)	Sherwood	BOR	8,900	D	10.0	1970
57	Tualatin Hills Park & Rec. District Acquis. (Raleighwood Park) (Wash)	Tualatin Hills Park & Rec. District	BOR	12,974	A	5.6	1970

APPENDIX 12 (CONT.)

Map Desig- nation (page 150)	Project Name	Applicant	Fed/State Funding Agency	Application Amount **	Acqstn(A) Dvlpmt(D)	Acres	Year Grant Applied For
58	Tualatin Hills Park & Rec. Dist. Acquis. (Wash.)	Tualatin Hills Park & Rec. District	BOR	11,400	A & D		1970
59	Willamette Park Extension (Multnomah)	Portland	BOR	125,000	A	5.0	1968
59	Willamette Park & Moorage Extension (Multnomah)	Portland	BOR HUD WRPC	19,000	A	0.25	1970
60	Captain John Brown House (Mult)	Portland	HUD	170,000	A & D		1970
61	Tryon Creek Park (Mult & Clackamas)	State of Oregon	BOR	1,072,015	A	256.8	1971

* Outside of urbanizing vicinity.

** From "Notices of Intent," in most instances including both Federal and local shares.

BOR = U. S. Department of Interior, Bureau of Outdoor Recreation

FHA = U. S. Department of Agriculture, Farmers Home Administration

HUD = U. S. Department of Housing and Urban Development

WRPC = State of Oregon, Willamette River Parkway Committee

OSHD = Oregon State Highway Department

ICOR = State of Washington, Interagency Committee for Outdoor Recreation

Fed. Hwy. Admin. = U. S. Department of Transportation, Federal Highway Administration

13. FINDINGS --INVENTORY OF EXISTING PARKS AND OPEN SPACES

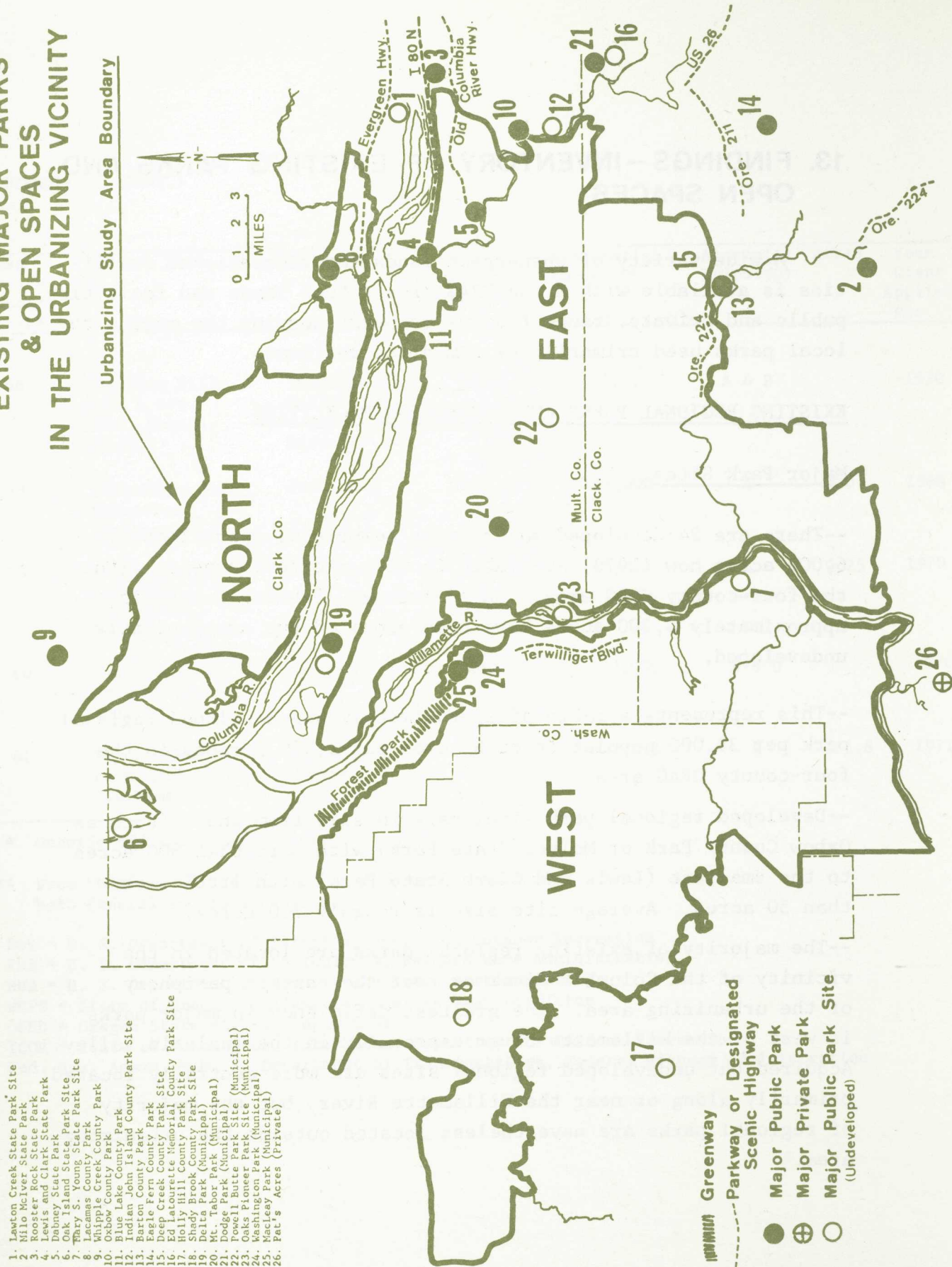
A wide variety of open-space lands and recreational facilities is available within the CRAG area. Such lands and facilities, public and private, range from major parks serving the region to local parks used primarily by immediate residents.

EXISTING REGIONAL PARKS AND RECREATION FACILITIES

Major Park Sites

- There are 24 developed major parks comprising approximately 6,000 acres now (1970) available to meet recreation needs within the four-county CRAG area. An additional 15 sites comprising approximately 4,200 acres have been acquired but are presently undeveloped.
- This represents a ratio of approximately one developed regional park per 39,000 population or 6 acres per 1,000 persons in the four-county CRAG area.
- Developed regional park sites vary in size from those (such as Oxbow County Park or McIver State Park) with more than 800 acres to the smallest (Lewis and Clark State Park) with little more than 50 acres. Average site size is roughly 200 acres.
- The majority of existing regional parks are located in the vicinity of the Columbia River or near the eastern periphery of the urbanizing area. The greatest deficiency in major parks is west of the Willamette River especially in the Tualatin Valley. Acquired but undeveloped regional sites are more centrally located, primarily along or near the Willamette River, but the majority of regional parks are nevertheless located outside the urbanizing area.

EXISTING MAJOR PARKS & OPEN SPACES IN THE URBANIZING VICINITY



APPENDIX 13 (Cont.)

Specialized Parks

--There are nearly 5,600 additional acres of specialized public park lands (wayside, marine, viewpoint parks, etc.) including Portland's 3,500 acre Forest Park natural preserve. This is equivalent to 5.6 acres per 1,000 persons in the four-county CRAG area.

Greenways and Scenic Corridors

--Highway corridors to protect scenic qualities by limiting outdoor advertising signs have been established in the region following state legislative authorization in both Oregon and Washington. Most of the designated corridors are outside of urbanizing areas, however.

--There is a public commitment to two major greenway concepts: the Willamette River Park System in Oregon and the Lewis and Clark Trail in Washington. Both concepts significantly involve urbanizing areas, but only initial stages of land acquisition have been undertaken.

--There is no urban-wide system of scenic or open space corridors interconnecting existing major park sites. However, locally initiated efforts have established some potentially important segments of such a system. For instance: the system of scenic trails and drives developed by the City of Portland in the West Hills-Forest Park area.

Water-Oriented Facilities

--There are 53 existing public boat launch ramps (or similar access facilities) along the region's streams and lakes, concentrated mostly on the Columbia, Willamette, Clackamas, Molalla, Tualatin, and Sandy Rivers. They are supplemented by 25 privately operated launch sites. An additional 21 potential sites have been identified by various public agencies (notably the State Game Commissions) and there are five private proposals for new launch facilities.

APPENDIX 13 (Cont.)

--Of some 86 existing marinas and moorages in the four-county CRAG area, all but two are privately owned. Five additional public facilities of this nature are currently proposed. Marinas and moorages are concentrated on the Columbia and Willamette Rivers abutting or close to Portland.

Historic Sites

--A recent inventory undertaken by the Oregon Historical Society of historic or unique structures in the Portland vicinity has revealed over 60 buildings of this nature. Throughout the region, especially along the rivers and early overland transportation routes, or associated with the first townsites, historic locations are common. Some are protected or marked, but many are not.

--There are two designated national historic sites in the region, coinciding with the earliest trade or settlement centers: Ft. Vancouver and Oregon City. Eleven historic or unique structures or sites are now designated and protected under other public or semi-public auspices, and another five structures now in use as public buildings are generally recognized to be of architectural and/or historic interest.

Golf Courses

--There are 23 full sized (18 hole) golf courses and one 36 hole course open to the public within the four-county CRAG area. Nine are outside of the urban or urbanizing area. Based on standards that have generally been in use locally, and considering small courses (nine-hole, par-3, etc.) and courses not open to the general public, this is equivalent to 24 full-sized (18 hole) urban area courses, or about 1 per 40,000 persons (urban population).

Other Specialized Facilities

--A wide variety of other specialized recreational areas and facilities have been developed throughout the region by both

public and private organizations. They exist largely in response to specific interests or pursuits as well as the availability of suitable physical resources. They range from the Memorial Coliseum or the Japanese Gardens in the urban heart of the region to ski slopes and forest campgrounds in the mountains.

EXISTING LOCAL COMMUNITY AND NEIGHBORHOOD PARKS

Community Parks

--There are 42 parks within the urbanizing portions of the four-county CRAG area developed primarily for community-wide use (i.e., several neighborhoods). They comprise about 658 acres of developed park land. An additional 9 sites have been acquired but are undeveloped. Including unimproved portions of partially developed sites, there are about 485 acres of undeveloped community park land.

--This represents a ratio of approximately one developed community park per 24,000 people or .72 acres per 1,000 persons (urban population).

--Where community parks have been developed in incorporated towns outside of the urbanizing area the ratio of parks to population is about one site per 3,100 people or 4 acres per 1,000 persons (population of outlying incorporated towns).

--Developed community park sites average about 16 acres in size in the urbanizing area and about 10 acres in the towns outside of the urbanizing area.

--The only extensively developed community park systems in the urbanizing area are in Portland, the Beaverton Area (Tualatin Hills Park and Recreation District), and Vancouver.

--The largest amounts of undeveloped community park lands have been acquired in the Lake Oswego-West Linn area (119 acres) and the West Portland area (96 acres).

--Ten of 15 study areas (see page 140) already significantly

APPENDIX 13 (Cont.)

urbanized and for which "communities have been defined* do not contain a community park site (developed or undeveloped) for each "community" they encompass. Less than half of the outlying towns have community-wide park facilities at all.

Neighborhood Parks

--There are 96 parks (larger than 5 acres) within the urbanizing areas developed primarily for neighborhood use. They comprise about 1,131 acres of developed park land. An additional 33 sites have been acquired but are undeveloped. Including unimproved portions of partially developed sites, there is a total of about 399 acres of undeveloped neighborhood park land.

--This represents a ratio of approximately one developed neighborhood park per 9,500 people or one acre per 1,000 persons (urban population).

--Where neighborhood parks have been developed in incorporated towns outside of the urbanizing area the ratio of parks to population is about one site per 6,300 people or a little over $\frac{1}{2}$ acre per 1,000 persons.

--Developed neighborhood park sites average about 6 acres in the urban or urbanizing area and about the same in outlying towns.

--The most extensively developed neighborhood park systems in the urbanizing area parallel the community systems existing in Portland, the Beaverton area, and Vancouver. Other less extensive systems also exist in Oregon City, West Linn, Lake Oswego, Gladstone, Hillsboro, Camas, and Washougal.

--The largest amount of undeveloped neighborhood park land has been acquired in the West Portland area (84 acres), the Lake Oswego-West Linn area (49 acres), and the Gresham-Troutdale area (45 acres).

* In two earlier regional park studies: Recreation Outlook, 1962-1975, (Metropolitan Planning Commission, 1962), covering the three Oregon counties; and the Clark County Parks and Recreation Element of the County Comprehensive Plan (Regional Planning Commission, 1967).

--All but one of 15 study areas already significantly urbanized and for which "neighborhoods" have previously been defined* are short of having one neighborhood park site (developed and undeveloped sites over 5 acres) for every "neighborhood" they encompass. All but one of the towns outside of the urbanizing area have no neighborhood-type parks larger than 5 acres.

Small Parks

--Nearly half of all the developed local parks in the urban and urbanizing areas are less than 5 acres in size. The same is true for towns outside of the urbanizing area.

* In two earlier regional park studies: Recreation Outlook, 1962-1975 (Metropolitan Planning Commission, 1962), covering the three Oregon counties; and the Clark County Park and Recreation Element of the County Comprehensive Plan (Regional Planning Commission, 1967)

14. LIST OF EXISTING REGIONAL PARKS, FACILITIES, AND AREAS-1970

Existing regional park sites, greenways, and other corridors within or near the urban and urbanizing portion of the four-county CRAG area are illustrated on page 158.

A regional park is considered "developed" even if the site is only partially improved or if portions of the site are left in a wilderness state. "Undeveloped" means that essentially no improvements have been undertaken and/or the site is uncommitted to any specific park purposes.

Major State Parks

Map No. (page 150)	Name	Location		Acres	Status
		State	County		
<u>North of Columbia River</u>					
*	Battleground	Wash	Clark	203	Developed
*	Paradise Point	Wash	Clark	70	Developed
*	Paradise Point Addition	Wash	Clark	1,400	Undeveloped
1	Lawton	Wash	Clark	63	Undeveloped
<u>East of Willamette River</u>					
2	Milo McIver	Ore	Clackamas	847	Developed
3	Rooster Rock	Ore	Multnomah	825	Developed
4	Lewis and Clark	Ore	Multnomah	56	Developed
5	Dabney	Ore	Multnomah	135	Developed
*	Ainsworth	Ore	Multnomah	156	Developed
*	Benson	Ore	Multnomah	86	Developed
*	Guy W. Talbot	Ore	Multnomah	241	Developed
<u>West of Willamette River</u>					
6	Oak Island (on Sauvie Isl.)	Ore	Multnomah	300	Undeveloped
7	Mary S. Young	Ore	Clackamas	133	Undeveloped

* Outside of urbanizing vicinity mapped on page 158.

Major County Parks

Map

No.

(page 158)

Name

Location

State

County

Acres

Status

North of Columbia River

8	Lacamas Lake	Wash	Clark	276	Developed
*	Siouxon	Wash	Clark	90	Developed
9	Whipple Creek	Wash	Clark	239	Developed
*	Lewisville	Wash	Clark	250	Developed
*	Siouxon Addition	Wash	Clark	80	Undeveloped
*	Lewis River-Moulton Falls	Wash	Clark	256	Undeveloped

East of Willamette River

10	Oxbow	Ore	Multnomah	911	Developed
11	Blue Lake	Ore	Multnomah	157	Developed
12	Indian John Island	Ore	Multnomah	64	Undeveloped
13	Barton	Ore	Clackamas	96	Developed
14	Eagle Fern	Ore	Clackamas	175	Developed
*	Metzler	Ore	Clackamas	120	Developed
15	Deep Creek	Ore	Clackamas	76	Undeveloped
16	Ed Latourette Memorial	Ore	Clackamas	40	Undeveloped

West of Willamette River

*	Timber Road	Ore	Washington	80	Undeveloped
*	Buxton	Ore	Washington	153	Undeveloped
17	Holly Hill	Ore	Washington	77	Undeveloped
18	Shady Brook	Ore	Washington	60	Undeveloped

* Outside of urbanizing mapped on p. 158.

APPENDIX 14 (CONT.)

Major City Parks

Map No. (page 158)	Name	Location			Acres	Status
		State	County	City		
<u>East of Willamette River</u>						
19	East Delta	Ore	Multnomah	Portland	99	Developed
					360	Undeveloped
20	Mt. Tabor	Ore	Multnomah	Portland	196	Developed
21	Dodge	Ore	Clackamas	**	120	Developed
22	Powell Butte	Ore	Multnomah	Portland	556	Undeveloped
23	Oaks Pioneer	Ore	Multnomah	Portland	120	Undeveloped
<u>West of Willamette River</u>						
24	Washington	Ore	Multnomah	Portland	145	Developed
25	MacLeay	Ore	Multnomah	Portland	140	Developed

Major Private Parks

<u>North of Columbia River</u>						
*	Horseshoe Falls	Wash	Clark		141	Developed
<u>East of Willamette River</u>						
26	Pat's Acres	Ore	Clackamas		95	Developed

* Outside of urbanizing vicinity mapped on page 158.

** Owned by Portland, but not located in Portland.

Major Specialized Parks or Areas (Wayside, Marine, Viewpoint, etc.)

Name	Location			Acres	Main Use
	State	County	City		
<u>North of Columbia River</u>					
William Broughton Marine Park	Wash	Clark	Vancouver	4	Boating
Daybreak Park	Wash	Clark		5	Swimming
Wintler Marine Park	Wash	Clark	Vancouver	4	Boating
Vancouver Marine Park	Wash	Clark	Vancouver	93	Boating
<u>East of Willamette River</u>					
Portland Women's Forum State Park	Ore	Multnomah		7	Sightseeing
Crown Point State Park	Ore	Multnomah		273	Sightseeing
Bonneville State Park	Ore	Multnomah		51	Sightseeing
Geo. W. Joseph State Park	Ore	Multnomah		150	Sighseeing
John B. Yeon State Park	Ore	Multnomah		284	Sightseeing
McLoughlin State Park	Ore	Multnomah		162	Sightseeing
Shepperd's Dell State Park	Ore	Multnomah		332	Sightseeing
Rocky Butte Park	Ore	Multnomah	Portland (Mult. Co)	2	Sightseeing
Multnomah Falls	Ore	Multnomah		*	Sightseeing
Wahkeena Falls	Ore	Multnomah		*	Sightseeing
Baldock Wayside State Park	Ore	Clackamas		74	Highway Rest Stop
Wagon Wheel County Park	Ore	Clackamas		15	Swimming
Feyrer Memorial County Park	Ore	Clackamas		17	Swimming
Hebb Park	Ore	Clackamas		14	Boating
Riverside County Park	Ore	Clackamas		8	Boating
Clackamette Park	Ore	Clackamas	Oregon City	20	Fishing
Peter Kerr Park (Elk Rock Island)	Ore	Clackamas	Milwaukie (Portland City Park)	18	Boating

*no defined park area.

APPENDIX 14 (CONT.)

Major Specialized Parks or Areas (Cont.)

West of Willamette River

Wilderness Park	Ore	Clackamas	West Linn	67	Natural Preserve
Council Crest Park	Ore	Multnomah	Portland	38	Sightseeing
Howell Estates (Bybee-Howell Home)	Ore	Multnomah		75	Historical Site
Willamette Stone State Park	Ore	Multnomah/Washington		2	Historical Site
Forest Park	Ore	Multnomah	Portland	3,535	Natural Preserve
Powers Marine Park	Ore	Multnomah	Portland	12	Boating
Willamette Park	Ore	Multnomah	Portland	42	Boating
Sunset Highway Forest Wayside State Park	Ore	Washington		303	Highway Rest Stop
Wilson River Highway Wayside State Park	Ore	Washington		120	Highway Rest Stop

Designated Scenic Highways, Trails, or Other Greenway Corridors

Highways designated as "scenic areas"* under the Oregon State Scenic Areas Act:

Oregon Route 224-Carver to Barton

Oregon Route 224 - Estacada to Oak Grove Fork of Clackamas River

Oregon Route 211 - Eagle Creek to Sandy

U. S. 26 - Sandy to Mt. Hood vicinity

I-80 N - Sandy River east

U. S. 30 (Old Columbia River Hwy) - Sandy River east

U. S. 26 (Sunset Hwy) - west of Vernonia cut-off

Oregon Route 47 (Vernonia cut-off) - north from Sunset Hwy.

Highways designated as "scenic highways"* under the Washington State Scenic Highways Law:

State Route 14 (Evergreen Hwy) - east from Washougal

Forest Park Corridor and Trail System:

A primitive area extending along the ridge of the West Hills (Tualatin Mountains) and reaching into the heart of the urban area. It is preserved as a natural park by the City of Portland, and a trail system has been developed. Leif Erickson Drive extends through the park and affords many scenic vistas.

Terwilliger Scenic Drive

An elevated boulevard developed as a parkway in Portland's West Hills; a good example of a landscaped urban greenway. Outdoor advertising signs are prohibited and architectural controls are maintained through a design zone.

* Outdoor advertising signs are regulated or prohibited.

APPENDIX 14 (CONT.)

Public Boat Launch Ramps

	Existing		Potential*	
	Public	Private	Public	Private
Clackamas County	27	2	11	3
Clark County	8	7	6	0
Multnomah County	16	16	4	0
Washington County	2	0	0	2
Total	53	25	21	5

Marinas & Moorages

Clackamas County	0	5	1	0
Clark County	1	12	1	0
Multnomah County	2	67	3	0
Washington County	0	0	0	0
Total	2	84	5	0

<u>Golf Courses</u>	Inside Urbanizing Area	Outside Urbanizing Area
Full-sized 18 hole (open to the public)	15	9
Full-sized 18 hole (not open to the public)	8	2
Small courses (9 hole; par 3; pitch-'n-putt)	5	5

* Additional locations identified by the Washington and Oregon State Game Commissions or other local public agencies, or facilities that are anticipated to be completed in the immediate future.

Museums

Oregon Museum of Science and Industry
Portland Art Museum
Oregon Historical Center
Junior Museum (City of Portland)
Clark County Historical Museum
Washington County Historical Society and Pioneer Museum
Pacific University Museum
Trolley Park (Outdoor Railroad Museum)

Designated or Protected Historic Sites (Public or Semi-public Auspices)

Ft. Vancouver National Historic Site
McLoughlin House National Historic Site
Bybee-Howell (Sauvie Island)
"The Old Church"
Pittock Mansion (between Washington and MacLeay Parks)
Skidmore Fountain (Old Portland Waterfront)
Captain John Brown House (NW Portland)
U. S. Grant Museum (Vancouver)
Covington House (Vancouver)
Old Slocum House (Vancouver)
St. John's Church (Oaks Pioneer Park)
Pioneer Courthouse (Downtown Portland)
Old St. Johns City Hall
Portland City Hall
Central Library (Portland)
Willamette Stone
Grist Mill (Clark Co.)
Officers' Row (Vancouver)
Providence Academy (Clark Co.)
Historical Society Headquarters (Old Vancouver Library)

APPENDIX 14 (CONT.)

Botanical Gardens or Natural Areas

Blodgett Arboretum (Pacific University)
Hoyt Arboretum (Hoyt Park)
Japanese Gardens (Washington Park)
Rose Test Gardens (Washington Park)
American Rhododendron Society Test Garden
Rose Gardens (Peninsula Park)
Lewis and Clark College Rose Test Gardens
Camassia Natural Area (Nature Conservancy - West Linn)

Major Sports Facilities

Multnomah Stadium
Memorial Coliseum

Zoological Gardens

Portland Zoo

Game Management Areas or Refuges

Sauvie Island Game Management Area (State of Oregon)
Ridgefield National Wildlife Refuge
Vancouver Lake Game Management Areas
Caterpillar Island
Aviary, Audobon Society, (Cornell Road)

Private Hunt Clubs

Portland Hunt Club
Lake Oswego Hunt Club

Fairgrounds

Clackamas County (Canby)

Clark County (North of Hazel Dell)

Multnomah County Fair and Exposition Center

Washington County (Hillsboro)

Rodeo Grounds

Molalla Buckaroo

Mt. Hood Winter Sports Areas

Timberline Lodge

Ski Bowl

Multopor

Summit

Thunderhead Lodge

Snow Bunny Lodge

Mt. Hood Meadows

Major Auto Racing Facilities (Public Auspices)

Delta Park Road Racing Course and Drag Strip

Major Amusement Parks, Racing Facilities, etc. (Privately Owned)

Oaks Park

Jantzen Beach

Alpenrose Dairyland

Multnomah Kennel Club (Dog Racing)

Portland Meadows (Horse Racing)

APPENDIX 14 (CONT.)

U. S. Forest Service Campgrounds

<u>County Location</u>	<u>Existing Campgrounds</u>
Clackamas County (Mt. Hood National Forest)	61
Clark County (Gifford Pinchot National Forest)	0
Multnomah County (Mt. Hood National Forest)	5
Total	66

Bureau of Land Management Campgrounds

Clackamas County	2
Clark County	0
Multnomah County	0
Washington County	1
Total	3

Department of Natural Resources (State of Washington) Campgrounds

Clark County	3
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Other Campgrounds, Picnic Parks and/or Facilities

	<u>Power Company Parks</u>	<u>Private Campgrounds or Picnic Parks</u>	<u>Church Campgrounds</u>	<u>Youth Organization Campgrounds</u>
Clackamas County	8	5	8	16
Clark County	2	6	2	7
Multnomah County	0	4	3	n/a
Washington County	0	6	2	2
Total	10	21	13	25

n/a - not available

15. SUMMARY OF EXISTING LOCAL COMMUNITY AND NEIGHBORHOOD PARKS

Park sites and acres have been tabulated by Study Areas (illustrated on page 140) which consist of groups of neighborhoods and communities defined in previous park and recreation studies (principally Recreation Outlook, Metropolitan Planning Commission, 1962; and the Clark County Parks and Recreation Element of the County Comprehensive Plan, Regional Planning Commission, 1967). Four Study Areas have been added in Clark County and seven in the Oregon counties covering sections not dealt with in the 1962 study.

Parks are considered "undeveloped" if they have not been improved sufficiently to permit access and use for community or neighborhood recreation. Some sites listed as "developed" may include acres not yet improved; such acres are considered to be "undeveloped." (Acres are rounded to the nearest whole number).

Map No. (page 140)	Study Area	Parks smaller than 5 acres		Neighborhood Park/Playgrounds*		Community Park/Playfields*	
		Sites	Acres	Sites	Acres	Sites	Acres
<u>North of Columbia River</u>							
1	Hazel Dell (Clark)	0 (0)	0 (0)	0 (0)	0 (0)	1 (1)	20 (0)
2	Vancouver (Clark)	17 (3)	33 (14)	5 (3)	48 (32)	2 (0)	44 (51)
3	Evergreen (Clark)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)
4	Camas-Washougal (Clark)	1 (0)	3 (0)	4 (0)	20 (0)	1 (1)	7 (40)
North Sector Total		18 (3)	36 (14)	9 (3)	68 (32)	4 (1)	67 (95)
Total developed and undeveloped		21	50	12	100	5	162

Note: Numbers in parentheses () indicate undeveloped sites or acres

* Adjacent school playgrounds or playfields are included in acreage totals.

APPENDIX 15 (CONT.)

Map No. (page 140)	Study Area	Parks smaller than 5 acres		Neighborhood Park/Playgrounds*		Community Park/Playfields*	
		Sites	Acres	Sites	Acres	Sites	Acres
	<u>East of Willamette River</u>						
5	Springdale-Corbett (Multnomah)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)
6	Gresham-Troutdale (Multnomah and Clackamas)	1 (4)	2 (14)	6 (6)	73 (45)	2 (1)	36 (18)
7	Cental Multnomah County Multnomah and Clackamas)	6 (1)	18 (5)	8 (4)	128 (32)	2 (0)	19 (0)
**8	North Portland (Multnomah)	20 (1)	45 (5)	19 (2)	228 (33)	5 (0)	115 (0)
9	East Portland (Multnomah and Clackamas)	16 (4)	35 (13)	18 (1)	212 (30)	6 (0)	151 (0)
10	North Clackamas County	6 (4)	14 (7)	2 (1)	12 (13)	2 (0)	18 (30)
11	Damascus-Boring (Clackamas and Multnomah)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)
12	Oregon City (Clackamas)	4 (2)	3 (2)	2 (2)	18 (13)	2 (1)	15 (17)
	East Sector Total	<u>53 (16)</u>	<u>117 (46)</u>	<u>55 (16)</u>	<u>671 (166)</u>	<u>19 (2)</u>	<u>354 (65)</u>
	Total developed and undeveloped	69	163	71	837	21	419

Note: Numbers in parentheses () indicate undeveloped sites or acres.

* Adjacent school playgrounds or playfields are included in acreage totals.

** Including parks in adjacent business districts.

Map No. (page 140)	Study Area	Parks Smaller than 5 acres		Neighborhood Park/Playgrounds*		Community Park/Playfields*	
		Sites	Acres	Sites	Acres	Sites	Acres
	<u>West of Willamette River</u>						
13	Wilsonville (Clackamas)	0 (0)	0 (0)	0 (0)	0 (0)	1 (1)	3 (72)
14	Lake Oswego-West Linn (Clackamas and Multnomah)	16 (1)	9 (5)	4 (3)	92 (49)	3 (5)	33 (119)
**15	West Portland (Multnomah and Washington)	17 (5)	34 (3)	18 (5)	195 (84)	6 (0)	92 (96)
16	Sunset (Washington and Multnomah)	3 (1)	14 (4)	1 (1)	19 (10)	3 (0)	42 (0)
17	Hillsboro-North Plains (Washington)	1 (1)	5 (2)	0 (2)	0 (8)	2 (0)	18 (0)
18	Forest Grove- Cornelius (Washington)	4 (3)	10 (7)	2 (0)	11 (8)	0 (0)	0 (0)
19	Farmington (Washington)	1 (0)	1 (0)	1 (0)	7 (0)	0 (0)	0 (0)
20	Aloha-Beaverton (Washington)	9 (0)	18 (1)	5 (0)	65 (17)	2 (0)	21 (0)
21	Tigard-Tualatin (Washington)	0 (3)	0 (4)	1 (3)	3 (25)	1 (1)	26 (0)
22	Sherwood (Washington)	1 (0)	3 (0)	0 (0)	0 (0)	1 (0)	2 (8)
	West Sector Total	<u>52 (13)</u>	<u>94 (26)</u>	<u>32 (14)</u>	<u>392 (201)</u>	<u>19 (6)</u>	<u>237 (295)</u>
	Total developed and undeveloped	65	120	46	593	25	532

Note: Numbers in parentheses () indicate undeveloped sites or acres.

* Adjacent school playgrounds or playfields are included in acreage totals.

** Including parks in adjacent business districts.

APPENDIX 15 (CONT.)

Study Area	Parks smaller than 5 acres		Neighborhood Park/Playgrounds*		Community Park/Playfields**	
	Sites	Acres	Sites	Acres	Sites	Acres
<u>Incorporated Outlying Towns</u>						
Canby (Clackamas)	1 (0)	2 (1)	0 (0)	0 (0)	1 (0)	8 (2)
Barlow (Clackamas)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)
Molalla (Clackamas)	1 (0)	2 (0)	0 (0)	0 (0)	0 (0)	0 (0)
Estacada (Clackamas)	0 (0)	0 (0)	0 (0)	0 (0)	1 (0)	5 (0)
Sandy (Clackamas)	0 (0)	0 (0)	2 (0)	7 (7)	0 (0)	0 (0)
Battle Ground (Clark)	1 (0)	1 (0)	0 (0)	0 (0)	0 (0)	0 (0)
La Center (Clark)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)
Yacolt (Clark)	1 (0)	1 (0)	0 (0)	0 (0)	0 (0)	0 (0)
Ridgefield (Clark)	2 (0)	2 (0)	0 (0)	0 (0)	1 (0)	13 (19)
Banks (Washington)	1 (0)	1 (0)	0 (0)	0 (0)	1 (0)	15 (5)
Gaston (Washington)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)
Total for Outlying Towns	<u>7 (0)</u>	<u>9 (1)</u>	<u>2 (0)</u>	<u>7 (7)</u>	<u>4 (0)</u>	<u>41 (16)</u>
Total developed and Undeveloped	7	10	2	14	4	57

Note: Number in parentheses () indicate undeveloped sites or acres.

* Adjacent school playgrounds or playfields are included in acreage totals.

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17. REVIEWERS OF THE ORIGINAL DRAFT OF THIS REPORT, SPRING 1971

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THE URBAN OUTDOORS

A New Proposal for Parks and Open Spaces

Portland-Vancouver Metropolitan Area

Thousands of years of wind, rain, sun, and frost have given our region its design. Hilltops, ravines, woods, and the patterns of creeks and streams are nature's plan for our urban outdoors. That plan is easily obscured by the works of man, and we drive miles from home in search of it... but it need not be that way!



For instance, take a close look at a section of the Willamette River. An unexpected wealth of urban outdoor opportunities comes into view. Now look at the entire metropolitan area: nature's plan can be our plan for parks and permanent open spaces.

Our plan for parks and permanent open spaces is presented to the metropolitan community in sketch form in this folder. It is dealt with in more detail—including costs and how proposals can be realized—in a full CRAG report on the Urban Outdoors.



"He likes the country, but in truth must own. Most likes it when he studies it in town."
— William Cowper



"The civilized man has built a coach, but he has lost the use of his feet."
— Emerson

The Willamette River Illustrates Our Opportunities

The stretch of the Willamette River depicted here enriches and ties together diverse natural terrain features and settlement patterns. It flows through flat open lands, touches the foot of precipitous bluffs, and at Oregon City plunges over Willamette Falls. It moves quietly through sparsely settled rural farmlands and by historic river towns.

Along the way it passes remnants of what once was wilderness, the places we drive to find in our escape of the city... tree covered islands, brush-choked creek mouths, and riverside slopes yet left undisturbed. The river enters the intense central city to become the highroad of international commerce, and a haven for small boats... nature's signature on the city.

Urban development is pressing on all 23 miles of this stretch of river. At Wilsonville where Interstate 5 Freeway crosses, a major new planned community is proposed; near the heart of Portland, Ross Island is fast disappearing with the removal of its sand and gravel in the cause of growth and new construction. These pressures are only a sample of what is to come.

There are about 23 parks and publicly owned areas scattered along this segment of the Willamette. More have been proposed under the State's Willamette River Park System. A bikeway is to be created along about six miles of an abandoned rail line which closely parallels the river... a new mode of access to downtown Milwaukie, where it comes into a waterfront park which is part of a plan for downtown revitalization.

Here is a vision of a continuous Willamette River Greenway, but there will be no second chances if today's opportunities are neglected. This vision of the river shows how we need not follow the example of the larger and older cities before us. Our metropolis need not be a place to get away from as we struggle to make room for even more numbers of people. We have right here at home what we're seeking.

Waterways like the Willamette and its tributaries are nature's network for planning parks and permanent open spaces. They promise the pleasures of trails and bikeways... and a means of getting from here to there. They promise a setting which penetrates and enriches urban activities of all kinds. They promise a setting for the new regional parks and the new local and neighborhood parks we will be needing.

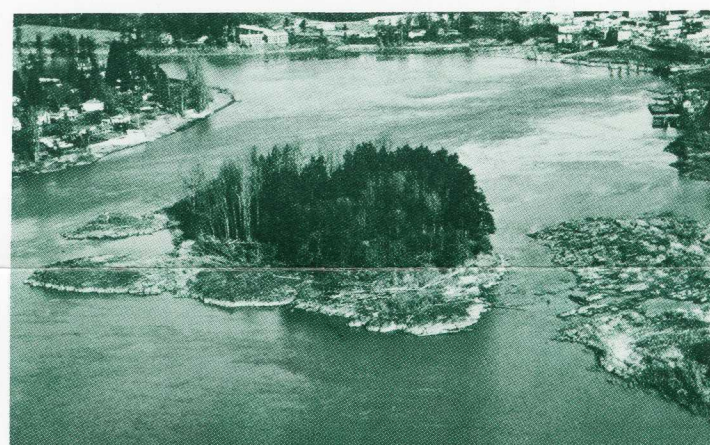
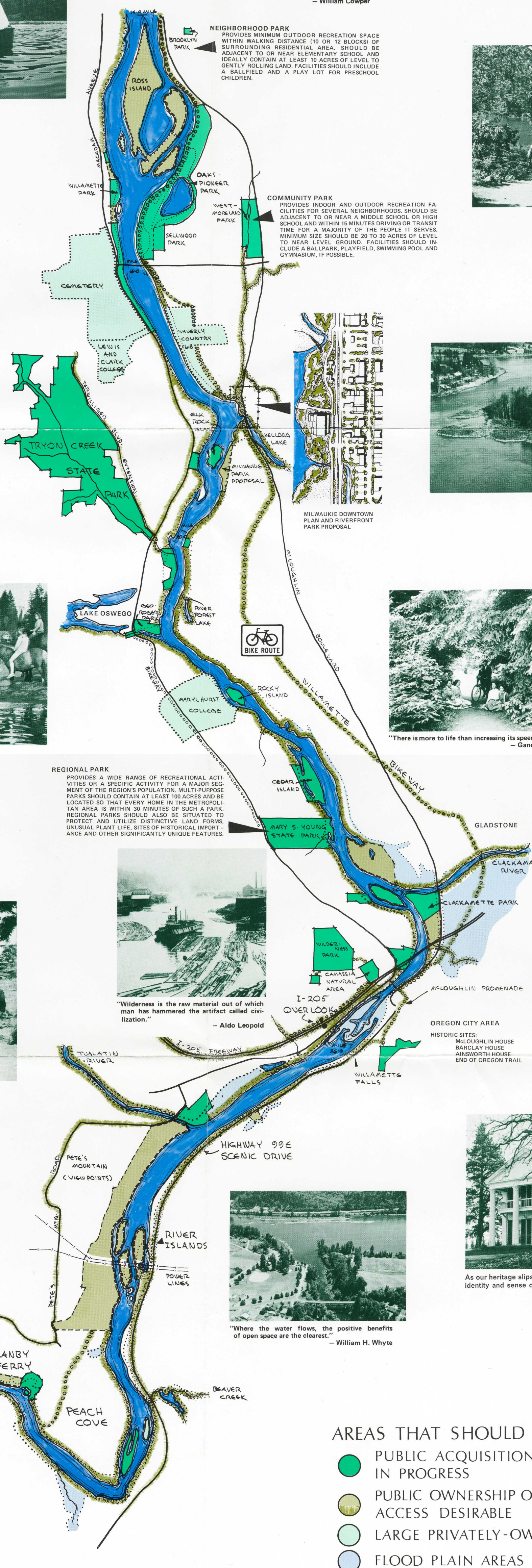
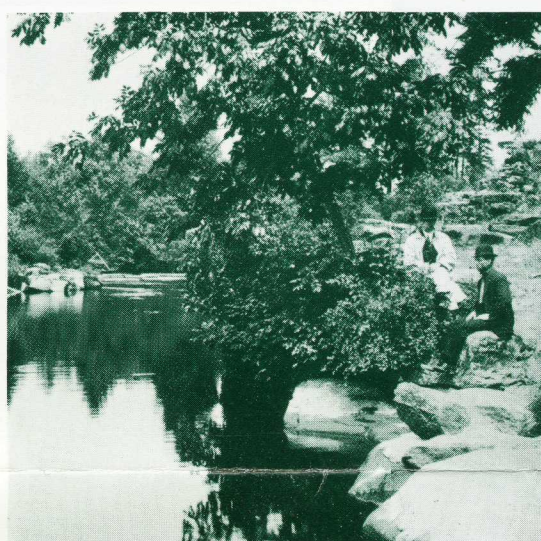
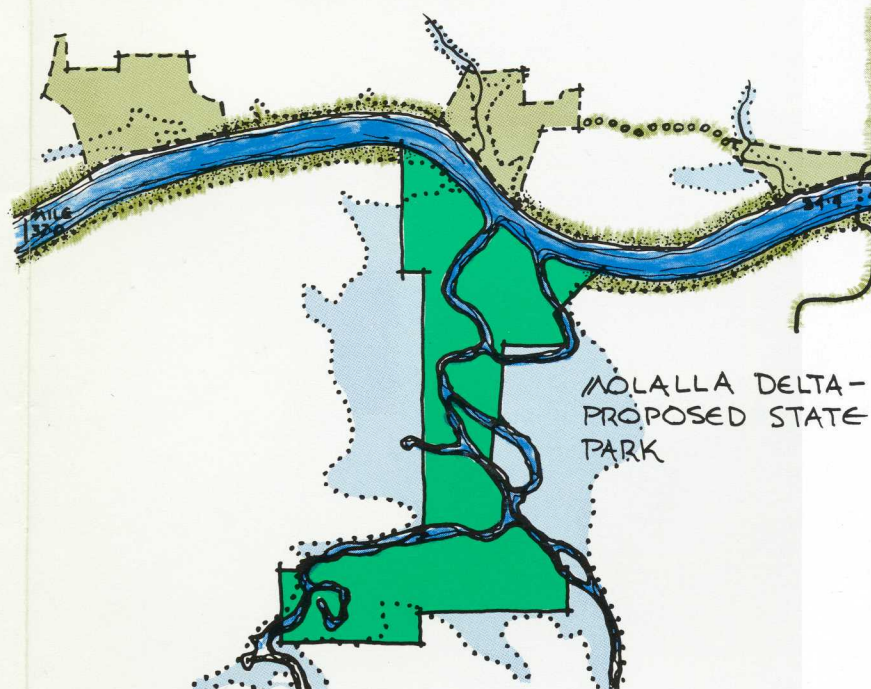
To maintain a continuous network of publicly-owned or accessible greenways, not just along the Willamette but along all our rivers, streams and creeks, will be to preserve right at home what we seek when we flee the growing city, values taken for granted until despoiled by insensitive development... too late for future generations...



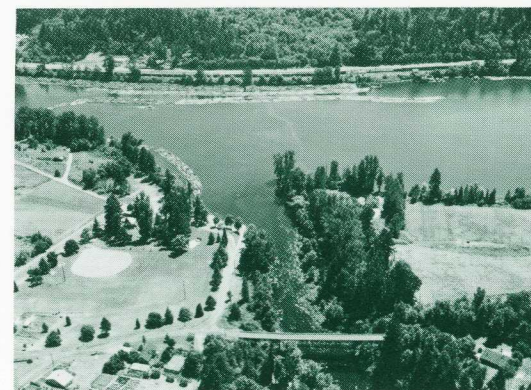
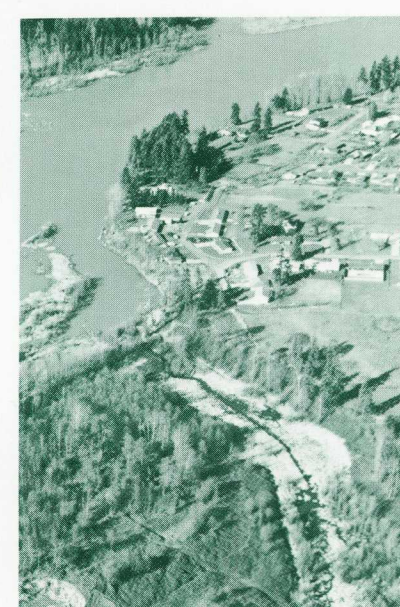
Pioneer woman with child—Council Crest Park.



"...rivers and the inhabitants of the watery element were made for wise men to contemplate, and fools to pass by without consideration."
— Isaac Walton



"There is more to life than increasing its speed."
— Gandhi



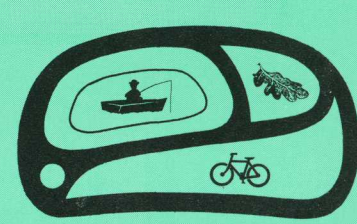
"Where the water flows, the positive benefits of open space are the clearest."
— William H. Whyte



As our heritage slips away something of our identity and sense of place goes with it.

AREAS THAT SHOULD REMAIN OPEN:

- PUBLIC ACQUISITION COMPLETED OR IN PROGRESS
- PUBLIC OWNERSHIP OR GUARANTEED ACCESS DESIRABLE
- LARGE PRIVATELY-OWNED OPEN SPACES
- FLOOD PLAIN AREAS



- METROPOLITAN AREA GOLF COURSES**
- North of the Columbia River**
- 1 Orchard Hills 18
 - 2 Burtonwood 18
 - 3 Royal Oaks 18
 - 4 Green Meadows 18
 - 5 Fox 3 Golf 9
 - 6 Pine Crest 9
- East of the Willamette River**
- 7 West Delta 18
 - 8 Portland Meadows 18
 - 9 Columbia Edgewater 18
 - 10 Riverside 18
 - 11 Broadmoor 18
 - 12 Colwood 18
 - 13 Rose City 18
 - 14 Glenview 18
 - 15 Crest 18
 - 16 Mt. View 18
 - 17 Pleasant Valley 18
 - 18 Mt. Scott 18
 - 19 Eastmoreland 18
 - 20 Waverly 18
 - 21 River Greens 18
 - 22 Oregon City 18
 - 23 Willamette Valley 18
 - 24 Frontier 18
- West of the Willamette River**
- 25 Sandellie 9
 - 26 Lake Oswego 9
 - 27 Lake Oswego 9
 - 28 Lullwater 9
 - 29 Ring City 9
 - 30 Progress 9
 - 31 Portland 9
 - 32 Mt. Pith & Putt 9
 - 33 Meriwether 9
 - 34 Forest Hills 9
 - 35 Sunset Grove 9
 - 36 Green 9
 - 37 Rock Creek 9
 - 38 Willowood 9
- *Not open to the general public.

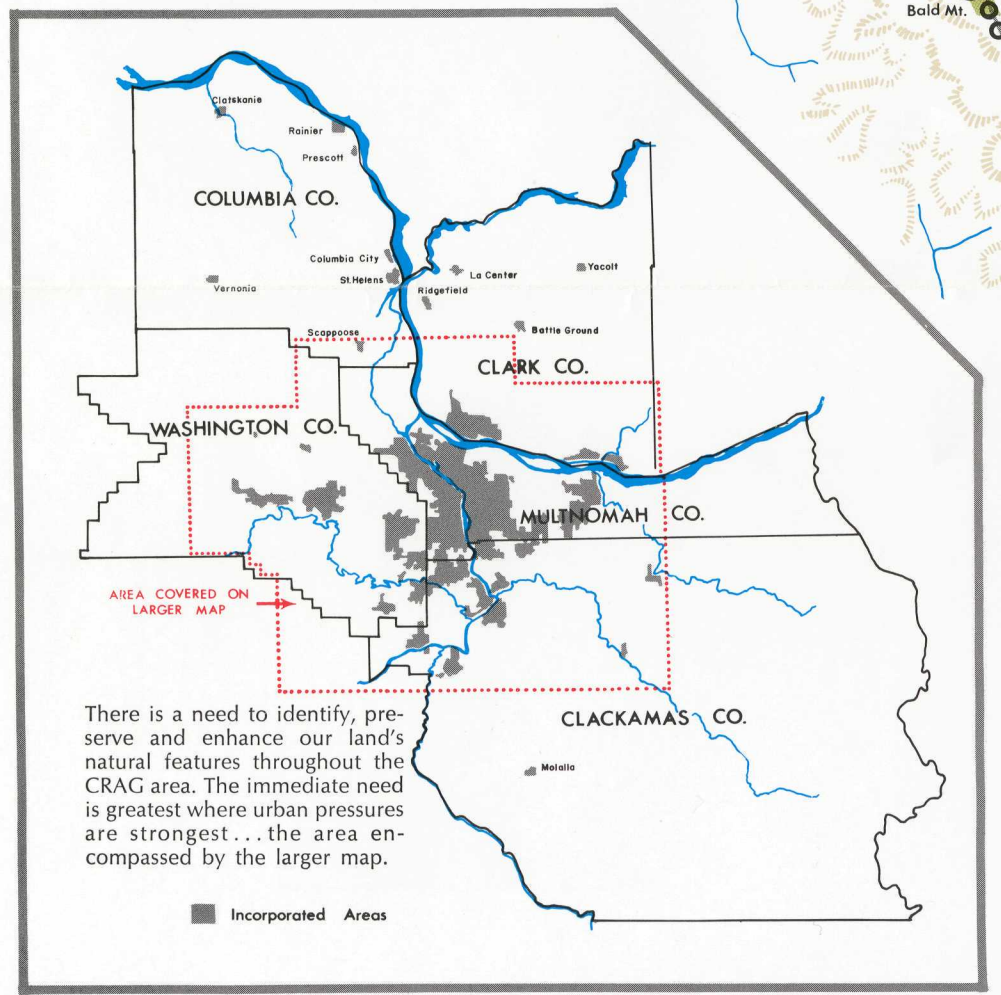
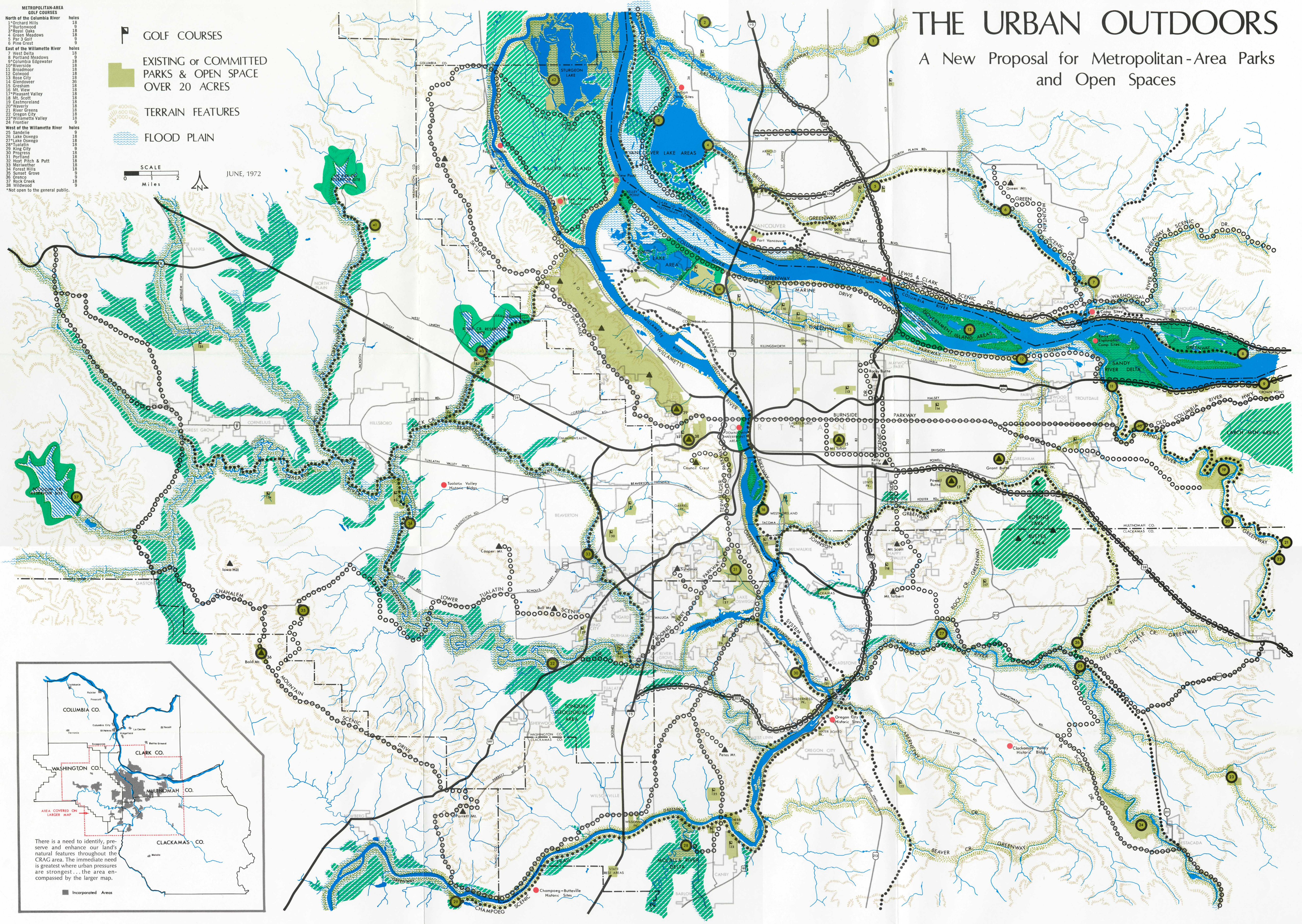
- GOLF COURSES**
- EXISTING or COMMITTED PARKS & OPEN SPACE OVER 20 ACRES**
- TERRAIN FEATURES**
- FLOOD PLAIN**

SCALE 0 1 2 Miles

JUNE, 1972

THE URBAN OUTDOORS

A New Proposal for Metropolitan-Area Parks and Open Spaces



- VIEW POINT**
- HISTORIC AREA**
- SCENIC FREEWAY**
- SCENIC DRIVE or PARKWAY**
- BIKEWAY or TRAIL**

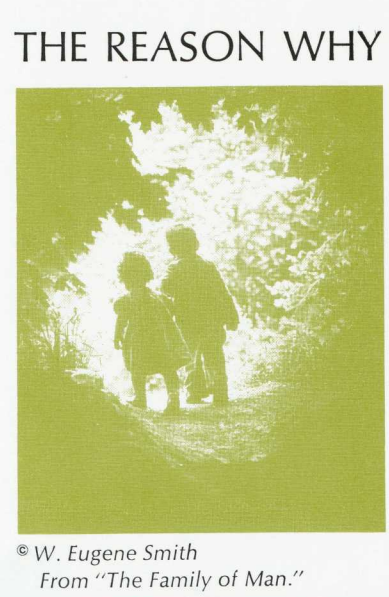
- REGIONAL PARKS**
- North of the Columbia River**
- 1. Brush Prairie¹
 - 2. Hazel Dell¹
 - 3. Vancouver Lake²
 - 4. Burnt Bridge Creek²
 - 5. Green Mountain²
 - 6. Lacamas County Park²
 - 7. Lawton State²
- East of the Willamette River**
- 9. Rooster Rock State Park¹
 - 10. Dabney State Park¹
 - 11. Lewis & Clark State Park¹
 - 12. Blue Lake County Park²
 - 13. Government Island²
 - 14. Delta Park²
 - 15. Mount Tabor²
 - 16. Oaks Pioneer²
 - 17. Powell Butte²
 - 18. Grant Butte²
- West of the Willamette River**
- 30. Mary S. Young State Park¹
 - 31. Tryon Creek¹
 - 32. Sherwood¹
 - 33. Fanno Creek¹
 - 34. Butternut Creek¹
 - 35. Holly Hill County Park¹
 - 36. Bald Mountain State Park¹
 - 37. Scoggins Reservoir¹
 - 38. Washington Park¹
 - 39. MacLeay Park¹
 - 40. Rock Creek Reservoir¹
 - 41. Shady Brook County Park¹
 - 42. Oak Island State Park¹

AREAS WITH UNIQUE OPPORTUNITIES

The metropolitan area offers many unique opportunities for parks and for permanent open space. In some cases public ownership is proposed; in others, relatively limited acquisition or acquisition of development rights, scenic easements or access rights would suffice. Areas for public ownership are shown in solid green. Areas for limited acquisition, such as the "Boring Lava Buttes" area, Sauvie Island, and the region's flood plains are shown by the broken color pattern.

MAJOR GREENWAYS

A regional greenway system is proposed to preserve and enhance shoreline ecology and environmental features; provide places for water-oriented recreation; afford rights of way for an urban system of connecting bikeways, trails and bridge paths; strengthen community identification; and provide a permanent open space setting for urban development. Roughly 460 miles of the region's most significant waterways and shorelines are shown. Smaller streams and creeks should be added to the system as subdivisions and other planned developments are laid out.



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