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City Club of Portland Report: Portland Metropolitan Area Parks

City Club of Portland (Portland, Or.)

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Portland Metropolitan Area Parks

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The City Club membership will vote on this report on Friday September 23, 1994. Until the membership vote, the City Club of Portland does not have an official position on this report. The outcome of this vote will be reported in the City Club *Bulletin* dated October 7, 1994. (Vol. 76, No. 19)

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I. EXECUTIVE SUMMARY

"That balance so rare."

—Terence O'Donnell

This study was undertaken to assess and consider a vision for the Portland metropolitan area's parks, greenspaces, and other public spaces in the coming period of expected growth. The committee reviewed broad categories of inquiry, including: selected metropolitan park systems; changing park usage; adequacy of, and demand for, parks and recreation; governance of park systems; and current visions for regional and local parks and greenspaces. If no visions were found to exist, the committee was charged with creating them. If the existing systems were found to be inadequate, the committee was charged with proposing corrective plans and mechanisms.

After reviewing numerous reports and studies, visiting many parks, and hearing from nearly 70 witnesses, the committee drew the following conclusions and recommendations:

- There is general recognition that Portland parks are the jewels in the crown of the city and that they represent one of the most favorable aspects of life in Portland.
- While national standards exist by which to evaluate parks and recreation systems, they are not particularly meaningful when applied across cultural and geographic differences.
- Park systems vary from those dedicated solely to managing facilities and properties to those which focus on recreational programming. No one system is appropriate for every jurisdiction.
- Funding for parks must either compete with other essential governmental services as part of a jurisdiction's general fund or must compete at the ballot box for voter approval.
- The size and configuration of Portland's parks and recreation system is inadequate to meet current and future demand for amenities and services. Additionally, parts of Portland's system are in serious disrepair, and some areas of the city remain underserved, a situation which annexation has made worse. Deferred maintenance is too large to ignore any longer. Portland Parks and Recreation is recommending that a sizeable portion of funding from an upcoming proposed ballot measure be dedicated to restoring the system; additional dollars are being requested to expand the system and provide essential facilities at suitable locations.
- In order to address the inadequate number and unbalanced placement of parks and recreational facilities, a core system should be adopted throughout the metropolitan area, including:
 - A neighborhood park within easy walking distance of every elementary and middle school;

- A larger community park within easy walking distance of each high school, offering more specialized amenities than the smaller neighborhood parks;
 - Protected riparian zones and natural areas;
 - At least one public plaza in each town or city;
 - The interconnection of parks by pedestrian and bicycle paths; and
 - In Portland, because of higher densities and different demands, a multi-generational community center at each middle school to provide a place of education, recreation, and congregation.
- Currently, little coordination exists among the various park agencies in the region. This lack of cooperation creates lost opportunities and extra expense. To encourage cooperation, the committee recommends that a parks advocate be appointed by Metro and report to a regional park coordinating council made up of a representative from each park district or department in the region. The coordinating council would develop a plan for the management of "regional park assets." The committee also recommends that a citizen commission be appointed by the Mayor of Portland to oversee the management and expansion of the Portland parks system, with professional managers being retained by the commission to help execute its responsibilities. Such a commission would report to the Portland City Council as a whole, using the Commissioner assigned to the parks as liaison;
 - Portland parks used for competitive play are inadequate to meet demand, particularly in softball and soccer. The region needs a state of the art Blockbuster sports complex sufficiently sized to host large tournaments and relieve the pressure on neighborhood facilities;
 - There are significant lands held by private ownership which could be used as parklands. If existing statutes limiting landowner liability were broadened, owners would be encouraged to open up these lands for public use;
 - Green connectors between parks and open spaces are as important as parks in encouraging people to make use of parklands and in discouraging automobile use;
 - An enviable parks system is not the sole responsibility and province of elected or hired civic leaders, but is a shared responsibility of each member of the community. Every citizen benefits from taking part in that responsibility as well as from the "green wealth" that comes from associating with nature.

A. Physical Aspects

City Club reports throughout the Club's history have brought forth visions for metropolitan Portland that enlighten, challenge, and stir the spirit. Hoping to carry on that tradition, our vision for the future of parks begins with completion of what we have identified in the report as the core system, a minimum level of parks and recreation facilities which should be available to all citizens regardless of income or geography. An example of a neighborhood park of the type we envision for every elementary and middle school is shown in Figure 1, page 119.

A more detailed vision of the future includes the following:

- Community centers, where there is demand for them;
- Reclamation and completion of the Park Blocks to form an unbroken "greenway/greyway" chain from the foot of the West Hills through downtown and north to the river, paying due regard for the protection of historically worthy intervening buildings;
- A major public park on the east bank of the Willamette, connected to Waterfront Park and the Willamette Greenway on the west bank;
- Completion of planned greenways and construction of new ones throughout the metropolitan area;
- Use of those greenways and other connectors to link essentially all parks in the area; and
- Inclusion of public open spaces and community and educational facilities in the River District residential and commercial development; and the daylighting of Tanner Creek.

The committee considered the value of regional parks—larger attractions that draw people from throughout the metropolitan area. Two such potential attractors include a major botanical conservatory and a Chinese Garden, both of which have been proposed for sites near the waterfront. Another potential regional site is Ross Island, where a "Lewis and Clark Encampment" park has been proposed.

Beyond the regional parks is the idea of a Blockbuster park—a facility containing softball/baseball diamonds or soccer fields of sufficient number and quality to attract national tournaments—that would also resolve issues plaguing neighborhoods, now home to thousands of daytime, night, and weekend games yearly.

B. Organizational Aspects

Our vision for the future organization and administration of parks and open spaces begins with distinctions between local and regional park governing bodies. A first step towards regional control of parks of regional significance is the transfer of Multnomah County's parks administration to Metropolitan Service District (Metro). Some regionally-significant parks, including Washington

Park, Tom McCall Waterfront Park, the Eastside Riverbank (and its future development), and Forest Park, should be considered for transfer from the City of Portland to a regional authority. Portland Parks and Recreation is justifiably reluctant to give up Washington Park, but the committee believes in the desirability of all regional parks eventually being placed in the hands of a competent regional authority.

Our vision for the future includes Metro or a similar regional government as the owner and manager of regional parks. Neighborhood and community parks should remain the responsibility of city governments, because park users can be better served at a local level.

C. Programmatic Aspects

Charles Jordan, director of Portland Parks and Recreation, is the most recent contributor to the vision for the region's parks. Jordan's goal is that all citizens have access to affordable leisure pursuits and that the focus of the parks program be on the family. The committee agrees with this philosophy and the need for the following: multi-generational centers to meet the needs of juniors, seniors, and mid-lifers, and to integrate providers of leisure and social programs; greenway linkage between all parks and recreational facilities; and readily available community catalogs of available leisure activities.

In addition, those park districts throughout the region that have unique facilities in arts and recreation should exchange programs with other districts, as a way of sharing valuable resources and providing the region's citizens with enhanced opportunities.

III. INTRODUCTION

"It's the place of Oregon that means the most. We must first and foremost cherish the place."

Governor Tom McCall, 1971

The objective of this study is to provide an assessment of, and a vision for, the Portland metropolitan area's system of parks, greenspaces, and other public spaces in the coming period of expected growth—at neighborhood, town, and regional levels.

Broad categories examined by the Committee include the following:

- Selected metropolitan park systems;
- Changing parks usage;
- Measurement techniques to determine the adequacy of, and demand for, parks and recreation;
- Systems of park governance; and
- Regional and local visions for the future of Portland area parks.

Most of these inquiries centered upon anticipated population growth and a reduction in available land. By the year 2010, and possibly as soon as 2005, at least one-half million new residents are expected to make the region their home. Given the expanding population, ongoing questions regarding preferred densities, changing demographics, and growing tourism, there are concerns about the adequacy of planning for passive and active recreation and about the preservation of our quality of life.

This study focuses on the metropolitan area as a whole, with special emphasis on the City of Portland and selected suburban areas. It identifies standards that measure need and adequacy, and outlines implementing mechanisms for accommodating the public interests at stake.

In the course of the study, committee members toured several area parks and facilities under the guidance of local officials. Sites visited ranged in diversity from The Howard M. Terpenning Recreation Complex of Tualatin Hills Parks and Recreation District to natural preserves, from rails-to-trails landbanked property to an indoor skateboard center. All types of parks were examined—rural, urban, wilderness—and were considered in terms of their contribution to a regional, integrated system of parks with a high degree of interconnection.

The committee sought out ideas and reviewed a wealth of studies, reports, documents, and literature. It considered information from other jurisdictions, such as Salem, Oregon and Vancouver, British Columbia, whose parks are reputed to be highly successful. The committee studied passive uses as well as sports-and-fitness activities and considered the benefits of tranquility, meditation, refuge, and relaxation. In its process, the Committee interviewed 69 witnesses: parks and recreation professional administrators, political leaders, advocates, “Friends” groups, visionaries, and planners.

IV. BACKGROUND

“One touch of nature makes the whole world kin.”

William Shakespeare, 1564-1616

Although there are different types of parks, common elements exist. In general, a park is a barrier-free space that is accessible to all and intended for public use in leisure enjoyment. When it was necessary to be more precise, we used the definitions contained in Appendix A. They are consistent with those used by the National Recreation and Park Association (NRPA).

A. City of Portland Park System

Portland’s park history began in 1851 when five downtown landowners donated a strip of land for park use. Spanning more than 20 blocks, the strip became known as the Park Blocks. With the exception of eight blocks between S.W. Salmon and S.W. Ankeny, the Park Blocks remain unbroken today. The city then added the Plaza Blocks in 1852—two blocks running along third and fourth

between S.W. Madison and S.W. Taylor, now known as Chapman and Lowndale Squares. In 1871, the City purchased forty acres of Amos King's west hills property; this would eventually become Washington Park.

In 1898, the Portland Park Association was founded as an outgrowth of the City Beautiful movement. Its secretary, T. Brook White, began correspondence with the Olmsted Brothers landscape architecture firm in Boston, requesting information about its work and assistance in creating a city park system. "Portland," he wrote,

is just on the threshold of the park movement. It has been difficult to get the people to realize the necessity of making any provision for future generations, as lovers of nature can get to the 'forest primeval' within a few minutes walk from the street cars to the edge of town, and need for themselves no other parks than those that nature has provided.

By 1900, when it established its first park commission, Portland still had less than 200 acres of park land, and most of that (107 acres) was undeveloped "forest primeval" in the west hills, donated by Donald MacLeay. Portland's total park land represented 1.5 percent of the city's total area, far less than the then existing national norm of 10 percent.

The new commission followed up on White's overtures and retained the Olmsteds. Founded by their father, Frederick Law Olmsted, the firm had rock-solid credentials. It had designed Central Park in New York, Prospect Park in Brooklyn, Franklin Park in Boston, and was just coming off a successful participation in Chicago's Columbian Exposition.

The Olmsted report of 1903 encouraged Portland to balance park needs with other expectations. It envisioned a comprehensive, integrated park system connected by boulevards and parkways. The plan sought to take advantage of Portland's mountain views, hillsides, and riverfront property. Emanuel T. Mische became Portland's Park Superintendent in 1908. It was he who began to design and implement the park system of the Olmsteds' vision. Mische was particularly suited for the position, having trained in landscape architecture with the Olmsteds and in horticulture at the Royal Gardens in Kew, England. Work on the 90-year-old Olmsted plan, started by Mische and stewarded by long-time park director Charles Keyser and recreation director Dorothea Lensch, has passed through to successive generations. It now includes the memorable Portland landscapes of Laurelhurst, Peninsula, Mt. Tabor, Sellwood and Forest Parks, and Terwilliger Parkway.

Money was never in long supply for park development. An initial \$1 million bond measure for parks acquisition and improvements was approved in 1907. The 1905 Lewis and Clark Exposition had greatly inflated land prices, however, and less than half of what the Olmsteds had envisioned was actually purchased. Land acquisition levies failed to pass in 1912 and 1913. With the depreciation of property values after World War I a land acquisition levy passed in 1917, but this was to be the last victory for park enthusiasts for the next two decades.

Voters eventually passed a modest (\$.004/\$1,000) park levy in 1938, providing about \$100,000 per year over ten years for land acquisition. Eventually, the Portland Planning Commission and the Federated Community Clubs identified 46 sites to be acquired. They were mostly small playground-sized lots sprinkled throughout the densely populated parts of the city. A few larger acquisitions, however, included the nuclei of Fulton, Normandale, Willamette, and Wilshire Parks.

After the 1938 election, park acquisition and development—with the notable exception of Forest Park in 1948—remained at a virtual standstill for thirty years. Parks were maintained but were rarely repaired or improved. While the population of Portland’s suburbs grew rapidly, the parks in the city remained those of the smaller town that had existed during the first part of the century. During the late 1960s, ‘70s and ‘80s, Portland’s park system was rejuvenated by developments such as the replacement of Harbor Drive with Tom McCall Waterfront Park (1974), the construction of Lovejoy (1966) and Forecourt (1970) Fountains, and the creation of Pioneer Courthouse Square (1984). Additions in the past decade include Powell Butte Nature Park, Marquam Nature Park, and the Springwater Corridor (a rail line trail from McLoughlin Blvd. to Gresham).

Portland has been particularly blessed in the number and beauty of its fountains. Pharmacist Stephen Skidmore so appreciated his adopted city that he commissioned its first fountain in 1888. The words engraved into a side of the hexagonal base, “Good citizens are the riches of a city,” have often been quoted as epitomizing the spirit of Portland. Today, Ankeny Park has been developed adjoining Skidmore Fountain, and it has evolved into an open space and public plaza. The Auditorium Forecourt (Ira’s) Fountain, Lovejoy Fountain, Salmon Street Springs, the Benson drinking fountains, and the O’Bryant Square Fountain are all exciting and important descendants of this heritage.

As of 1991, the City of Portland Bureau of Parks and Recreation (hereafter referred to as Portland Parks and Recreation) system consisted of 9,478 acres and included 130 developed parks, 43 semi-developed and undeveloped parks, 10 natural areas, 11 community centers, 4 city arts centers, 11 community schools, 12 swimming pools, 2 indoor tennis centers, 4 golf courses, and 20 community gardens. Figure 2, page 122-123, is a map and directory of these facilities.

B. Selected Park Systems and Open Spaces in Metropolitan Area

The metropolitan region currently contains more than 700 publicly owned parks and natural areas. These range in size from Forest Park at 4,683 acres to Mill Ends Park, only 18 inches in diameter. They are owned and operated by more than two dozen government agencies. The Committee studied a number of these systems to understand the spectrum of park and recreation solutions available in the area and summarized the notable facts pertaining to each system in the following reviews.

Multnomah County Parks

Blue Lake Park, Oxbow Park, Howell-Territorial Park, Glendoveer Golf Course, various marine facilities, and 14 pioneer cemeteries, all owned and operated by Multnomah County, were conditionally transferred to Metro as of January 1, 1994. Permanent title will be transferred in July 1996 if Metro demonstrates appropriate operational and stewardship capabilities. Multnomah County's parks staff was also transferred completely to Metro. The cost to Metro for this transfer is negligible because the county parks are largely self-supporting, with some, such as Glendoveer Golf Course, generating revenue to support those which are not. In addition, 10 neighborhood parks were transferred to the City of Portland. According to some testimony received, the county's transfers were made without sufficient criteria for distinguishing properties of regional significance from those of only local interest.

Beaverton/Aloha

Tualatin Hills Park & Recreation District (THPRD) is an example of a very successful special park district. Formed in 1955 to provide services to eastern Washington County, THPRD serves a population of 150,000, owns and maintains 151 facility sites on more than 1,000 acres, and runs a year-round recreation program with over 3,000 program choices. It is supported by recurring three-year serial levies which regularly receive voter approval. THPRD's general manager attributes the ongoing success of the levies to strong community support from user groups and the frequency of elections. THPRD is in the business of running active sports facilities and programs. It is not involved in natural areas yet, other than landbanking, although it does have a development plan drawn for St. Mary's Wood.

North Clackamas

The North Clackamas Park & Recreation District was created in 1990 from a comprehensive research project prompted by the rapid urbanization of the area. Results of the research showed that the desired parks system should be characterized by a combination of several small parks and one large multi-purpose recreation center; by an atmosphere of safety; and by instructional activities. Respondents favored funding the enterprise by a combination of taxes and user fees.

The resultant park district serves 80,000 residents and covers five distinct communities: Oak Lodge; Oatfield; Sunnyside; Clackamas Town Center; and the City of Milwaukie. Each community is responsible for developing its own needs analysis as input into a district master plan. An aquatics complex (for recreational, not competitive, purposes as directed by the voters) was recently completed, and a system of neighborhood parks is planned. Although preservation of park land was an essential impetus for creating the district, providing recreation is now viewed as equally important.

Lake Oswego

The City of Lake Oswego parks department has 36 facilities encompassing 370 developed acres and 100 acres of undeveloped open space. Facilities include an adult community center, one indoor tennis center, and a recently completed amphitheater and water sports center along the Willamette River. Its golf course (an 18-hole par 3) is primarily devoted to developing junior and beginning golfers. The department is not itself active in recreational programming. Rather, it facilitates and supports parent groups which run the programs. Parks funding is from a continuing property levy with a levy ceiling of \$1.17/\$1,000 of assessed property valuation.

Gresham

Gresham's park bureau, like Lake Oswego's, is part of its city's governmental structure. It restricts its work entirely to managing and maintaining park facilities, relying on various area non-profit organizations to organize and operate recreational programs. The bureau has agreements with the school district for the operation of sports fields and swimming pools located on school property.

City of Tualatin

The City of Tualatin includes or is adjacent to a number of notable features, one of which is a half-mile long depression north of town center which is part of the Tonquin Scablands Geologic Area. This significant natural area is the result of glacial flooding during the Pleistocene Ice Age and is important as an historic geologic site and a habitat for wildlife. The area is currently used for limited recreation organized by the Portland Audubon Society.

Tualatin is developing Tualatin Commons, a mixed-use public plaza which will feature seven building sites containing a hotel, office buildings, retail shops, restaurants, and townhouses. There will also be a man-made lake and a promenade. Although Tualatin Commons prominently features public open space, it is perceived to be—and is funded as—an urban renewal project. The city council decided that a commons would generate less traffic than a shopping mall and provide an identifiable city center.

Clark County

The Clark County parks system is described as a dual parks provider, meeting both local and regional needs. As an urban provider, it acquires and maintains neighborhood and community parks in areas not otherwise served by the City of Vancouver or other Clark County cities. Clark County currently operates 32 neighborhood parks, 7 community parks, and 10 urban open spaces. As a regional provider, it maintains 10 larger regional parks with campgrounds and trail systems. In total, Clark County park lands encompass almost 4,000 acres. During the next two years, the County expects to move forward with 19 new parks projects funded through a conservation tax collected countywide. This provides about \$700,000 per year for conservation projects involving farmlands, timber lands, and waterfronts.

State Parks in Metropolitan Area

The Oregon State Parks and Recreation Department oversees 225 state parks, the public ocean beaches, and some highway rest areas under contract with the Oregon Department of Transportation. Four of its park sites are located in or close to the Portland metropolitan area: Tryon Creek State Park in Southwest Portland, featuring a nature house, walking, biking, and equestrian trails; Mary S. Young State Park, on the Willamette River in West Linn, with a sports field and walking areas which primarily serve local residents; Champoeg State Park on the Willamette River south of Wilsonville, with a campground and historical displays of early Oregon settlement; and MacIver State Park on the Clackamas River west of Carver, featuring white water rafting, fishing, and camping. Numerous state parks in the Columbia Gorge and on the Oregon Coast also serve as part of the metropolitan area's recreational opportunity.

Regional Open Spaces

Greenspace. In 1989, Metro inventoried and mapped the remaining natural area within Multnomah, Clackamas and Washington Counties, approximately 29 percent (108,000 acres) of the total tri-county landmass. The inventory is the basis of the 1992 Greenspaces Master Plan which calls for cooperative efforts to:

- Acquire and protect a system of greenspaces for wildlife and people, including natural areas of ecological and aesthetic value and a system of trails and greenway connections;
- Prepare management plans and standards for the greenspaces system to guide development and site management to ensure that public access and passive recreational opportunities are provided; and
- Operate and maintain major components of the greenspaces system.

The defeat of a \$200 million greenspaces bond request in 1992 crippled implementation of the major parts of the master plan. Metro is now assessing when to go back to the voters and what amount to seek.

Plazas. Another type of open space of interest to the Committee in this study is the public plaza, a community gathering place. For the past three decades, shopping malls have provided such space. Over thirty years ago Lloyd Center, Portland's first covered shopping mall, was built. The past two decades have seen a proliferation of malls, most of them regional in draw. Washington Square, Jantzen Beach, Mall 205, and Clackamas Town Center have been magnets for people. Portland, however, did not have a true public plaza until 1984, when Pioneer Courthouse Square was completed. This "Living Room of Portland" provides residents with a free, open gathering place. The square's architecture, based loosely on the Greek agora, encourages inclusion; its location verifies the historical commercial center of the city. Common comment identifies the square as the heart of the city.

Interconnected Corridors

While park development has traditionally occurred in discrete parcels, increasing attention is being given to connectors. According to G. B. Arrington, Director of Strategic Planning for Tri-Met, suburb-to-suburb traffic is expected to grow faster than any other traffic segment between 1990 and 2010. Thus, the demand for "grey" greenways (greyways) arises: sidewalks, streets, and alleys which serve as trails that connect park sites. In a 1989 study, Metro recommended that a metropolitan trail system be identified which would show existing pedestrian and bikeway trails in the region. Such a map is now available at local bookstores.

One of the Olmsted brothers' visions for Portland at the turn of the century was an interconnected greenway encircling the city. The 40-Mile Loop was a delayed response to the Olmsteds' recommendation. Today the loop is 140 miles, encircling the metropolitan region. Most pieces of the loop puzzle have been acquired so that it is possible to walk and, in some places, bicycle from Forest Park to Troutdale and around Gresham and Southeast Portland. The Marquam Ravine Trails, Wildwood Trail, Marine Drive bike path, and now the Springwater Corridor, all interconnect. The map in Figure 3, page 126 shows the loop, existing and proposed.

Eastbank Riverfront Park promises to be an outstanding connector. The concept of the narrow park is to have a trail along the river with several attractions: a crescent-shaped island which functions as an amphitheater; a large market shed; a community center; a food court; a gravel "beach"; a boathouse for rowing clubs; a marsh; a public marina; and an "overlook" restaurant. From all of the bridges, except the Marquam, direct pedestrian access is planned. Along the length of the park there will be about a dozen fishing, boating, viewing piers.

Other loops or greenways are on the drawing board: the Coast Trail from Forest Park to Cannon Beach, the Chinook Trail of the Native Americans on the north side of the Columbia River, the Lewis and Clark Trail, and the Mt. Hood to Gresham trail. Part of the Springwater Trail which connects Boring with the Willamette River has a separate equestrian path. The idea of an integrated system of trails, greenways, and wildlife corridors is being implemented.

Trail networks can foster a sense of community and strengthen connections to the region's cultural, historical and natural heritage. They also address both passive and active recreation. Walking and running are possible; and on some trails bicycling and the sport of mountain biking are addressed. These trails also join or abut parks with organized programs and community centers.

Waterways

We note that Metro's 1989 Recreation Resource Study made numerous recommendations regarding the need for water recreational facilities, including creation of an urban waterways recreation management team and implementation of improvements identified by the State Marine Board.

C. Issues of Adequacy

Numerical Deficiency of Parks

Needs analysis is part and parcel of the on-going activities of a professional parks department. For example, a study was prepared in 1979 by Portland Parks and Recreation for the purpose of assessing existing and projected neighborhood park needs. The result was the establishment of deficiency criteria for distance, ease of access, and population density. The study drew these significant conclusions: (1) that sixteen neighborhoods were park-deficient, primarily because parks were insufficiently close to park users or because the park area was less than the city average of 3.32 acres per thousand people; (2) that at least two parks were needed south of Multnomah Blvd. to serve southwest Portland; and (3) that the underdeveloped area of Powell Butte and Mt. Scott was park-deficient for projected population influx.

Due to annexation in 1984, another study by Portland Parks and Recreation resulted in a Neighborhood Parks Master Plan for Mid-Multnomah County. Physical criteria included acreage, distribution, location, and barriers. The age, income, and household characteristics of the population, as each impacted on the physical criteria, were also considered. Eight park-deficient neighborhoods were identified, five which did not satisfy physical criteria, and three which were merely underdeveloped or not maintained.

None of the deficiencies identified in either the 1979 or 1984 study has been fully corrected and anticipated density increases will exacerbate current inadequacies in park-deficient areas. Nevertheless, the 1990 Portland Future Focus study found that the number of Portland parks overall was sufficient but that equity of recreational opportunity was uneven, with low income, lack of mobility, and language or cultural barriers producing low recreational participation among certain population groups.

Satisfaction with Existing Parks

Each year, randomly selected Portlanders are surveyed by the City Auditor's office about the delivery of city services. In the 1994 report, Portland residents were found to be "highly satisfied" with parks and recreation. Eighty-two percent of residents believe park maintenance is "good" or "very good"; 62 percent rate recreation services as "good" or "very good"; and, in general, residents feel safe in parks during the day.

Despite these numbers, caution for optimism was expressed by the auditor: Fewer citizens visited parks or took part in recreational activities in the past year; many parks and facilities needed renovation; Portland Parks and Recreation continued to lack reliable information for measuring attainment of goals.

Demographic Changes

Parks must serve the changing needs of a changing population. In 1980, the largest age group by far in Portland was persons between 25 and 29 years of age.

Predictably, by 1990 the largest group was made up of people between ages 35 and 39. As the baby boom bulge ages, its recreational needs change. Sociological change is superimposed on shifts in numbers. Between 1980 and 1990, the proportion of traditional Portland families (two married parents) with children fell by more than two percentage points. Thousands of children with no parents at home after school hours continue to have unstructured time on their hands. Parents and professionals have increasingly looked to parks and recreation to fill that void.

Portland's ethnic makeup is changing, too. Although the African-American fraction has remained stable as a percentage of Portland's total population, greater percentages of Asian and Hispanic Americans lived in Portland in 1990 than did in 1980. The magnitude of attention given to differing cultural preference in park and recreation planning has consequently changed.

Spending

Adjusted for inflation, total park and recreational spending in Portland increased approximately 17 percent since 1988-89. Over the subsequent five years parks spending grew while recreation spending dropped due to community school closures and consolidation of arts programs. Capital spending increased due to a three-year levy; an attempt was made, where possible, to shift expenses out of Parks and into other Bureaus (E.g., street maintenance); permanent staff remained relatively unchanged, but seasonal help increased. Everything considered, spending per capita was about average when compared to other cities of comparable size.

Standards

One way to determine the adequacy of a park system is to weigh its component parts against certain standards in the field. In some cases, these standards are objective, taking into consideration, for example, the proximity of parks to homes, the size of specific parks, and the number of recreational facilities available to serve a certain population. In other instances, the standards are more subjective, raising issues such as stewardship, comprehensiveness, accessibility, and quality of experience.

Per Capita. Standards for parks have been established by the National Recreational and Parks Association. They are intended to be used only as guidelines, as minimums, and should be adapted to fit specific communities. While these standards are similar to ones used by the U.S. Department of Human Resources, they do not take into consideration differences in preferences for certain outdoor experiences or recreational activities of one region of the country compared to another. Tremendous local enthusiasm in our area for soccer and baseball are two cited examples. Portland neighborhood parks are currently burdened with overuse. Witnesses support the building of a "Blockbuster" sports facility where sufficient fields could be located to free up neighborhood parks as well as support large tournaments.

Given the above, Portland Parks and Recreation officials expressed the opinion that per capita standards are not too meaningful, although they do provide us

with one standard by which many parks departments measure themselves. The following 1986 standards remain in effect today:

	1986 NRPA Standards	Portland
Acres and parks close to home (neighborhood and community parks)	6.25 per 1,000 ¹	5.0 per 1,000 ²
Pools	1 per 53,000	1 per 37,000 ³
Hiking Trails	1 mile per 59,000	1 mile per 4,500
Biking Trails	1 mile per 91,000	1 mile per 18,000

Per capita standards also exist for outdoor recreational activity. The NRPA recommends the following guidelines:

Activity	Units Per Population	Portland's Score
Football/Rugby	1 field per 20,000	1 per 13,656
Soccer	1 field per 10,000	1 per 2,900
Baseball	1 field per 10,000	1 per 16,185
Softball	1 field per 5,000	1 per 3,642
Outdoor Basketball	1 court per 5,000	1 per 7,900
Outdoor Tennis	1 court per 2,000	1 per 3,900
Golf		
9 hole standard	1 per 25,000	1 per 31,250
18 hole standard	1 per 50,000	1 per 62,500

Proximity. NRPA also suggests a service area radius, desirable size, and density guide for each type of park.

Park	Service Area Radius	Desirable Size	Acres/1,000 Population
mini	less than ¼ mi.	1 acre or less	0.25 to 0.5
neighborhood	¼ to ½ mi.	15+ acres	1.0 to 2.0
community	1 to 2 mi.	25+ acres	5.0 to 8.0
subtotal			6.25 to 10.5
regional			
metropolitan	1 hour driving	200+ acres	5.0 to 10.0

“Deficient in Parks,” a term Metro uses to determine the accessibility of parks to residents, is defined by the lack of a park within ½ mile from either a person’s home or place of work. The above national standards for service area radii verify this as an accepted distance to reach a mini or neighborhood park. Even given wide variations in walking style, and barriers between home and park, this is a distance which can be covered comfortably within 15 minutes.

Variants of the per capita and proximity standards were used in Portland Parks and Recreation’s needs analyses in 1979 and 1989, as discussed earlier.

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1. Not including regional natural parks.
 2. Takes into account 2,350 acres of developed parks in Portland but does not include Forest Park, MacLeay, and 60-70 park sites that have not been developed.
 3. Most of Portland’s pools are uncovered or leak significantly, and thus are unavailable for use much of the year.

Usage. The Oregon Statewide Community Outdoor Recreation Plan (SCORP) developed by Oregon State Parks and Recreation Department projects future park demand in terms of population and trends of recreational behavior to determine the capacity of a given facility to meet that demand. SCORP has divided the state into eight regions and assigned regional rankings for apparent recreational deficiencies. Under this appraisal, the Portland metropolitan area ranks highest in the state in forecasted need for outdoor swimming pools, playgrounds, and boat ramps, and second in its need for ball fields, outdoor tennis courts, hiking trails, and bicycle trails.

The United States Forest Service has developed a different kind of usage analysis called the "Recreation Opportunity Spectrum" (ROS). Under ROS, recreational lands are placed in one of six categories, ranging from "primitive" to "urban." In each category, ROS applies standards of what is acceptable with respect to such things as ease of access, crowdedness, and site development. Portland Parks and Recreation has adopted the ROS concept as a standard for management and development of park areas within its jurisdiction.

The committee notes that there are no meaningful statistics on park and recreation usage in the City of Portland.

D. Stewardship

The inquiry here is how well we have maintained and nurtured that which we have been given or built.

Grounds/Facilities

Deferred maintenance is a serious problem in the City's park system. According to David Judd, Portland Parks and Recreation deputy director, a backlog of approximately \$35 million exists in necessary renovations to park grounds and facilities. The average age of swimming pools located on park sites is 40 years; the average age of park structures in general is 60 years.

Nature

Through the years, the City and its "preserve nature"-minded citizens have joined efforts to maintain the natural environment. The ongoing acquisition of Forest Park land is one example. Another is Marquam Nature Park, which consists of forested land near the medical school maintained in a natural state, with an extensive trail system. The idea for Marquam Nature Park was generated by citizens interested in conserving greenspace. They raised money for initial land and shelter acquisition and now hold annual work parties to maintain trails. Regionally, publicly-owned parks and natural areas are augmented by private, non-profit entities which purchase open spaces for preservation. Especially active preservationists include The Nature Conservancy and The Trust for Public Lands. But even with such activities, only 29 percent of the land mass in Multnomah, Washington, and Clackamas Counties—about 108,000 acres—remains natural, and only 8.5 percent of that (about 9,000 acres) is in public hands or otherwise protected from development.

Historical Sites

The Portland metropolitan area has a legacy of historic parks and landscapes—sites that reflect important pioneering events; pioneer cemeteries; pioneer homesteads; Native American cultural areas; and historic military facilities. Fort Vancouver, run by the U.S. Department of the Interior; Champoege, run by Oregon State Parks; and Jenkins Estate, run by Tualatin Hills Park & Recreation District, are all historical sites with accompanying structures and extensive park lands.

Statewide planning goal #5 requires communities to evaluate their historic resources. There are a number of parks in Portland, for instance the city's original park blocks and those designed by John Olmsted and Emanuel Mische, that are historic but are not designated as such. Only Laurelhurst is designated as a city landmark. None of the City's parks are listed on the National Register of Historic Landscapes, although some of the statuary, such as the Joan of Arc in Coe Circle at N.E. 39th and Glisan, and structures such as the band shell in Peninsula Park, are listed.

E. Governance

Portland Parks and Recreation

Governance includes a director of parks and recreation who reports directly to the city council commissioner in charge of the bureau. The director is assisted by a deputy director and 15 managers who supervise bureau subdivisions. The managers determine what funds are needed and subsequently work up the ladder to secure them.

This is a hierarchical structure which serves to integrate Portland Parks and Recreation into a broader political system where it competes with other departments—such as fire and police services—for general funding. There is no formal citizens advisory group. Linear systems such as this do not guarantee public input. Numerous Friends groups do exist, however, and can affect the development of specific parks or programs through lobbying.

The Association for Portland Progress issued a report in December of 1991 in which it recommended governance by a parks commission appointed by the mayor and approved by the Council. The commission would report to the City Council as a whole, but retain the authority to set budget policy. It would **not** be representational:

We would like to stress that the commission itself would not be a representational forum for public opinion, though the commission certainly would need to listen to public views. The Park Bureau already deals with a number of special interest groups. This commission should be made up of people who have the skills to provide leadership and management oversight to the Park Bureau in strategic planning and budgeting.

The Olmsteds also favored a strong "citizens' commission." From their 1903 report we quote these extracts:

Experience proves that most successful government of important park systems is by a small board of unpaid park commissioners. There should be not less than three nor more than five members, who should be appointed for long, overlapping terms and should usually be repeatedly appointed. (p 28)

It has been demonstrated by experience in many cities that the park system more than any other of the undertakings of a city should be managed independently of the common council or legislative body of the city government. (p 30)

The following sampling of park governing structures is presented as a comparison to Portland's.

San Francisco Parks and Recreation

Governed by a seven-member commission appointed by—but who do not serve at the pleasure of—the Mayor to four-year, staggered terms. Members serve in a voluntary capacity with no compensation. This structure was adopted by Charter in 1947 and requires that two of the seven members be female. There is no such guarantee for ethnic representation on the commission but minority groups have historically occupied given seats, which has assured a balanced representation of the city populace. The commission sets policy and does not involve itself in administrative matters. It appoints a general manager who then directs several staffs under the guidance of a superintendent of parks, a superintendent of recreation, and an arboretum director. The commission approves all new facility and program designs proposed by the paid staff. The commission reports to no higher authority on allocation of budget. The Board of Supervisors (equivalent to our City Council) sets the parks and recreation budget and turns over the budgetary supervision and responsibility to the commission. With the exception of a reserved power in the Board of Supervisors concerning Golden Gate Park, the commission has total authority over parks and recreation for San Francisco residents. If the Board of Supervisors takes exception to a commission action, it conveys that concern through an "urging resolution" which strongly invites the commission to reconsider the consequences of a present or impending policy decision.

Salem (OR) Regional Park and Recreation Agency of the Mid-Willamette Valley

Delivers parks and recreational services to Salem and Marion County residents jointly—and, until last year, to Polk County citizens as well. Salem has a full parks and recreation system, while Marion County has been limited to parks only for the past five years because of budget constraints. The Regional Agency answers ultimately to both the Salem City Council and the Marion County Board of Commissioners, each with its own citizen advisory board for parks. The advisory board has one seat reserved for a representative of the Salem School District.

Vancouver (B.C.) Board of Parks and Recreation

Governed by seven members elected at large, who are paid \$12,000 annually. Although separate political bodies, the City Council must approve the Park Board's budget, with 60 percent coming from the city's general fund and the balance from park concessions and user fees. A local citizen association attached to each of 22 park board community centers designs the recreational programming in concert with parks staff. Staff is coordinated by a general manager who reports to the Board. A separate regional parks board balances the concerns and needs of 20 individual cities, with representation from each municipality.

Tualatin Hills Parks & Recreation District

Governed by a five-member, elected board with its own tax base. Elections are staggered and each board member serves a four-year term. The board meets twice a month and board members receive \$40 per month as compensation. The district is run by a general manager who reports to the board. Seven other park districts in the state are structured similarly: Bend, Seaside, Eugene, Springfield, North Clackamas, and Crook County and Wasco County park districts.

F. Funding

The 1993-94 budget for Portland Parks and Recreation totaled just over \$28 million. Of this amount, \$3.5 million was allocated for capital improvements. Out of a total operating budget of \$24.6 million, nearly two thirds (more than \$16 million) was devoted to personnel, supporting 282.5 authorized staff positions. Recreation consumed about 31% of the 1993-94 budget, park operations 46%, construction and capital improvements about 12%. The remainder was spent on forestry (5%) and head office administration (6%).

The sources of funding were diverse. Seventy percent came from discretionary general funds, with 30 percent from user fees, grants, and the like. A number of the programs were self-sustaining and did not require funding other than the revenues which they generated. Some produced profit: the golf program generated \$4.5 million dollars in profit and the Portland International Raceway generated \$5,000 for the 1993-94 year. Less than one-half of the recreation program required general fund money for its operation.

For the 1994-95 year, an operating budget of \$30,576,509 has been approved, an increase of 24 percent over the prior year. Most of the increase is for non-recurrent expenditures, but there are new, recurring expenses, too: The Matt Dishman Pool and Community Center which has been previously supported by a park levy will have to be supported from the Bureau's general fund budget. The cost of maintaining ten neighborhood parks transferred from Multnomah County to Portland has also been added.

Portland Parks and Recreation is proposing a \$58.8 million bond measure in November 1994, to be allocated in two tiers. Tier One, approximately \$35 million, would fund some 100 projects for repairs and renovations identified in a 1993 assessment study. Tier Two is estimated to cost an additional \$23.8 million. It includes: '

- New softball fields at East Delta Park and improvements to existing soccer fields;
- Development of park improvements at Lincoln and John Luby Parks in East Portland;
- Two new community centers, one in northeast and the other in southwest (the latter will include a swimming pool);
- Major renovation to Mt. Scott Community Center, including covering the existing pool; and
- New soccer fields in the northeast and southwest.

Under provisions of a broadened federal highway act, ISTEA (Intermodal Surface Transportation Efficiency Act; pronounced "ice tea") funds are available for regionally identified projects involving alternatives to highway transportation. Such funds can be applied to create walking and bicycle paths and linear parks; \$4.5 million has already been committed to Eastbank Riverfront Park. Under the federal "Rails to Trails" program, funding can be obtained to convert abandoned railroad rights of way to recreational trails or preserves for future trail and park uses.

Additional funding mechanisms for park systems are private grants, such as the Oregon Sports Trust; system development charges (fees charged on residential developments to offset the burden that increased density will create on existing parks), such as the fee of \$1,400 per dwelling unit levied by the city of Tualatin; user fees, including higher fees for users from outside the charging district; certificates of participation, essentially unsecured bonds issued without voter approval and repaid from user fees or other non-guaranteed sources; and creative melding ("piggybacking") of parks resources with any other funding source. As an example of creative melding, Portland Parks and Recreation has obtained substantial funding from the United States Forest Service to conduct small-scale tests of public land management methods before the Forest Service implements them more broadly. Another example is Metro's use of part of a \$3 million trust fund, set up from tipping fees from the St. Johns Landfill, to purchase property abutting Smith and Bybee Lakes in North Portland for a wildlife natural area.

"In a culture that views ecology as the antithesis to economy, it is difficult to think clearly about how we live in relation to where we are."

James Howard Kunstler
The Geography of Nowhere

A. Park Usage is Changing

Nohad Toulon, Dean of the School of Urban Studies at Portland State University, reports that the population of the metropolitan area will reach 2 million people by 2005 based on current growth rates. This is five years earlier than most other projections. Parks in the Portland metropolitan area will be impacted by the projected growth.

While our regional population will increase dramatically, its demographics are already subtly shifting: society is aging; the number of families with two parents in the same household is decreasing; the latch-key population is growing (though not appreciably more than in 1980); we are more ethnically diverse.

Escalating violence in the metropolitan area coincides with demographic shifts. The refrain, "all children are at risk either for contributing to this violence or by being its victims," was given by several witnesses, including Police Athletic League Executive Director Maura White, explaining why recreation has assumed such a strong role (31 percent) in Portland's park budget.

"Parks and recreation are more than fun and games," insists Portland Parks and Recreation director Charles Jordan. He believes that recreational activities are particularly important for Portland youth to reduce the growing tendency toward criminal activities, drug use, and teen age pregnancies. Young people committed to clubs, sports, and other recreational activity are not only learning positive values and social skills but necessarily have less time and inclination to engage in anti-social pursuits. By extension, the committee wondered, if school children were to "adopt" their neighboring parks, whether it would provide them with hands-on experience and enhance an appreciation for parks. The recreational activities of Portland Parks and Recreation have come under further pressure as Measure 5 constraints impact the schools' ability to continue non-curricular activities. City Council has already dedicated an extra \$1 million of general funds to recreational programming abandoned by Portland Public Schools. The question remains, How much recreational programming do we need?

B. Objective Standards of Adequacy

The committee considered accepted objective standards, but found them to be affected by too many variables. Thus, the committee used them only as general guidelines in assessing the adequacy of parks systems. Geographic location, demographics, changing attitudes, climate, transportation, economic base, and custom are some of the variables, according to NRPA. Such a long list reminds us that the primary goal of building parks is to meet the basic needs of all citizens.

Thus, we take all objective standards with a grain of salt as we strive to discover core, or basic, need.

Per Capita

While Portland scores well based upon per capita standards, we are struck by the concerns expressed by the Portland Future Focus study which found sufficient numbers of parks and programs but unequal usage owing to low income, lack of mobility, and language and cultural barriers. Secondly, given the anticipated increase in population growth over the next decade, witnesses noted that we are right to be concerned about proliferating development (residential **and** commercial) without attendant mechanisms in place to assure commensurate increases in new parks and greenspace.

Since our public school decisions probably reflect our best efforts to resolve inequities in society, we are naturally drawn to associate parks with schools and to reflect upon the social utility of a closer union of the two. Witnesses agree this is fruitful; Portland Parks and Recreation is actively seeking ways to enhance park programming at schools affected by Measure 5 cuts. Thus, it seems likely that the wiser park goal may not be expressed in units of recreational opportunity per 1,000 at all, but in units of recreational opportunity per school or units of educational opportunity per park. This affinity has led us to link parks, community centers, and schools.

Proximity

People want parks close to where they live. How close? Witnesses thought the 15 minute, ½ mile-from-home yardstick sounded right. This is a walking or bicycling radius, a trip of leisure. A ½ mile or 15-minute accessibility to a park for every resident, either at work or at home, encourages an essential sense of community. Some neighborhood parks in Portland even discourage on-site or adjacent auto parking to emphasize walking and bicycling.

The ½ mile, 15 minute standard applies only to neighborhood parks. Different standards are appropriate for community centers, major sports parks, regional facilities, and natural areas, the siting of which do not necessarily focus on a walkable distance between park site and residence. In such cases, efficient public transportation substitutes for the amenity and cohesive force of close proximity. However, if cars must be used to reach a popular regional park facility because there is no efficient alternative, it will be seen that transportation planning has failed. There may not be enough parking spaces at Washington Park to accommodate all of its visitors on a warm summer day.

Usage

For want of statistically meaningful data, we do not have a complete picture about park use in Portland. The budget allocations call for many activities for youth, since Portland Parks and Recreation is the largest single provider of recreation in the region. The Bureau's programs had 1.55 million youth contacts in 1992-93, including contact with repeat customers. About 8,000 children per day

attended the summer playground program and over 21,000 sets of swimming lessons were taught to youth last summer, each set representing ten sessions of instruction to an individual child. The City Auditor, however, continues to express concern that Portland Parks and Recreation lacks enough reliable information to measure goal attainment and notes the lack of appropriate documentation and data to support Bureau claims for numbers and types of users. The Bureau is computerizing its operations to meet these criticisms.

The Auditor's survey also reports that general park use is down 8 percent among Portland adults from 1992 levels, and that frequent users of recreational programs now number fewer than 10 percent of the adult population. ("Frequent" use is defined by the auditor as 6 or more times per year.)

C. Subjective Standards of Adequacy

Stewardship

David Judd, Portland Parks and Recreation deputy director, believes that \$35 million worth of upgrades are needed to stop deterioration and to replace outmoded facilities. Witnesses agreed that Portland's park infrastructure is old and inefficient.

Many witnesses expressed concern about the public's pervasive lack of understanding for, and appreciation of, society's need for parks. Existing parks are taken for granted, perhaps because society has raised several generations of people who have no direct ties to the land. Charles Jordan summed it up in the oft-spoken quote:

What is not understood is not valued; what is not valued will not be protected; what is not protected will be lost.

It is worth pointing out that for a minimal investment of time and effort on the part of Portland Parks and Recreation personnel, a tremendous amount of energy, goodwill, and money have been generated by Friends groups. Currently there are 15 Friends groups supporting specific parks. Witnesses note that the Friends groups have developed a sense of community otherwise lost in the "geography of nowhere." It has been suggested to the committee that each of the Portland parks should have a neighborhood advocacy group, such as the local neighborhood association, to help with maintenance programs and financial support. It has also been suggested that the Bureau reinstitute a volunteer recognition program for deserving individuals.

Another means of protecting parks is by use of the National Register of Historic Landscapes. Private historic properties occasionally become available as potential parks. For instance, the Socrates Tryon House, in Dunthorpe, and the Fields House in West Linn are important land grant houses with original property that became available for purchase this year. There are also existing parks, such as Peninsula Park in North Portland, which have historical significance but are not protected or listed on historic registries. Consequently, these parks are not eligible for available grants, advice, or expertise from the State Historic Preservation Office. Without registration, the original design and plantings are vulnerable to changes that are historically inappropriate.

Comprehensiveness of Facilities and Recreational Programs

Whether a park system is “complete” depends on one’s requirements: How many football fields, soccer fields, ball diamonds, picnic tables, or Head Start classrooms are enough, varies with the demands and priorities of the community being served. Not every community needs or wants a world class aquatic center; some do.

General Approach

We have studied the question of comprehensiveness by a process designed to lead us to a core, or base, system. *The core represents the minimum level of parks and recreation that should be available to all citizens regardless of income or geography in the metro area.* The core is based on an assessment of community values, desires, and use patterns, all tempered by professional opinion. The core can then be adjusted to reflect separate social goals, if any, held by a specific community.

This approach is analogous to that used by the Oregon Department of Fish & Wildlife in its 1992 Second Century Summit Report, which recommended that a minimum level of recreation be guaranteed to the public and beyond that creation of a tiered system, allowing citizens to enjoy whatever level of recreational opportunity they could afford above and beyond the minimum guaranteed by the core system.

About Satisfaction

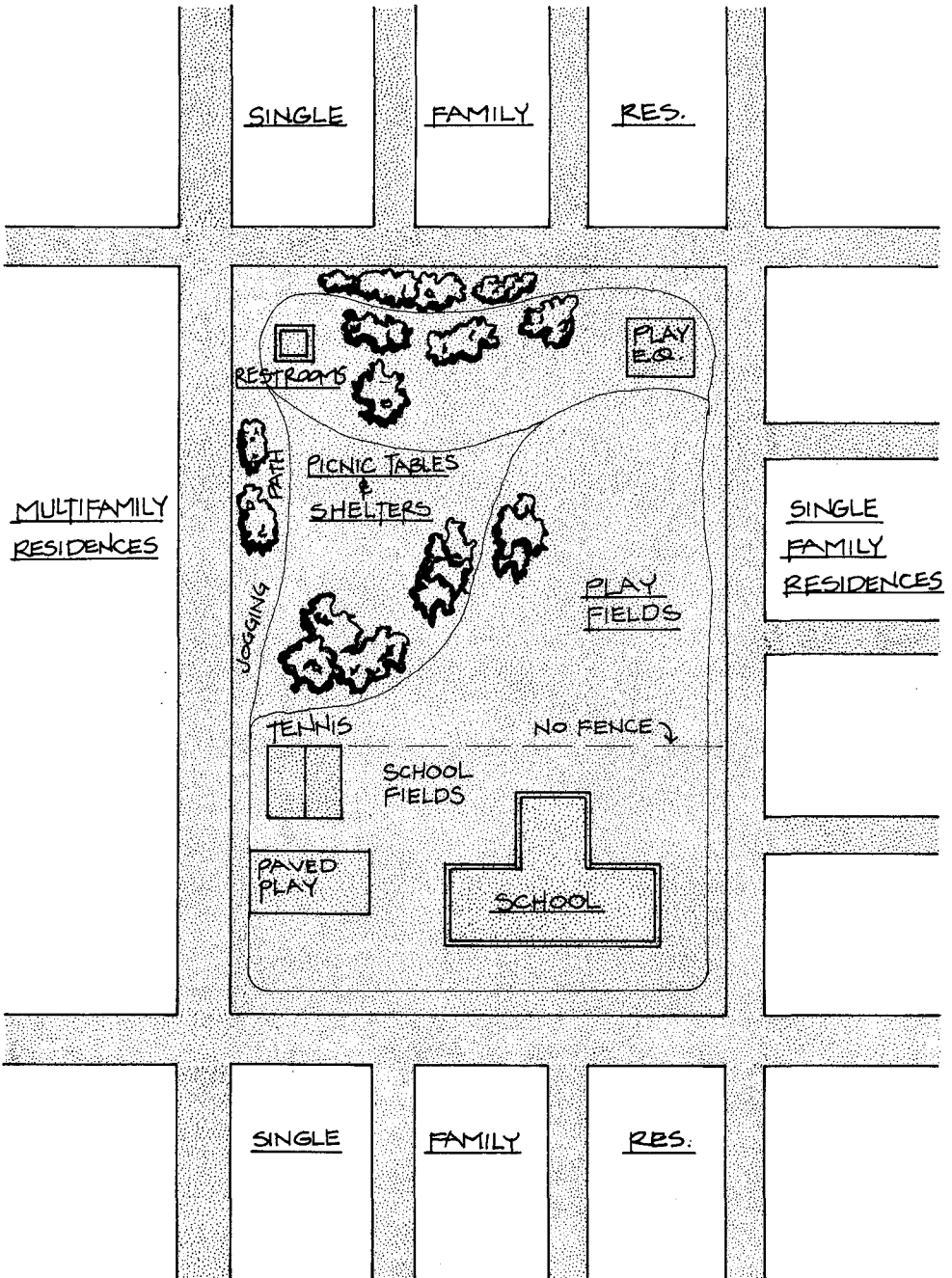
In the 1994 Portland City Auditor’s Report on the results of the annual citizen survey, we note that the percentage of citizens reported as “satisfied” with the number, variety, and cost of recreational programs was higher than in previous years. To reach this conclusion, the Auditor used a 6-point scale, ranging from Very Safe to Very Unsafe, from Very Good to Very Bad, and from Very Satisfied to Very Unsatisfied. The middle rating is typically referred to as Neither.

Two points about this process are unsettling. First, in coupling the ratings for exceptionally high attainment (Very Safe) with modest attainment (Safe), the Auditor arrives at a very high cumulative rating. However, in reviewing the raw data, it is apparent that the bulk of the respondents (75 to 80 percent) believe that the parks should be rated either indifferently (“neither good nor bad”) or of only modest attainment (“good”). Also, the question arises whether conditions of modest attainment are an acceptable level of park quality to Portlanders.

Second is the geographic discrepancy in satisfaction. Residents in certain geographic areas of the city consistently rate parks and recreational programs in their areas as highly unacceptable. Thus, while there may be some general justification of having done an acceptable job, certain geographic areas apparently are continually underserved either in programming or in quality of facilities or grounds. Parks and recreational services are typically rated much higher for cleanliness, beauty, affordability, and variety in southwest and northwest Portland. Northeast, north, and east Portlanders consistently rate parks significantly

FIGURE ONE

NEIGHBORHOOD PARK (15 ACRES)



Drawing provided by Rob Dortignacq, Architect

lower. As many as 68 percent of residents of far east Portland rarely or never visit a park near their home. This coincides with Portland Parks and Recreation surveys of park deficiencies from as far back as 1979 and 1984.

It is obvious that parks alone cannot combat the perceived inequities. Park crime is higher in northeast, north and east Portland. The number of incidents, from burglaries to minor disturbances, was measured by the Portland Police Bureau at eight Portland parks between November 1992 and October 1993 as follows:

Park	Police Reported Incidents
Peninsula Park (N. Portland Blvd.)	506
Irving Park (NE Fremont)	352
Laurelhurst Park (SE 39th)	323
Gabriel Park (SW Vermont)	157
Columbia Park (N. Lombard)	131
Grant Park (NE 33rd)	95
Alberta Park (NE Ainsworth)	78
Wallace Park (NW 25th)	59

Assessing Adequacy By Measuring Demand

A good example of successfully responding to surveyed demand is the recent opening of City Skate in near-southeast Portland. After extensive discussions with the skate board population—teenagers and young adults—Portland Parks and Recreation acknowledged the need for an indoor skate board facility, funded its development, and contracted with a local concessionaire for its operation. User fees sustain its operation.

But if parks were developed solely in response to demand expressed by the neighborhood, some prized amenities might be lost. The swimming pool at Dishman Community Center was, to quote the Association for Portland Progress, built in a neighborhood which “does not swim for recreation,” and did not demand it. But the Committee has visited the pool. It is an obvious success and, we are told, a great contributor to the well-being of the neighborhood. Commentators cite Dishman as proof of the need for professional scrutiny of demand data, and the exercise of leadership. On the other hand, the St. Johns Tennis Center has been cited as a particularly unsuccessful example of assessing demand. The three indoor tennis courts and four racquetball courts have simply seldom been used, even though similar tennis centers elsewhere are very popular.

A classic example of marrying product to demand is the creation and undertakings of the North Clackamas Park & Recreation District, an apparent textbook case for homework well done and worthwhile, as outlined in the Background section. The district arose from a comprehensive research project summarizing a discussion of parks and recreation among area residents.

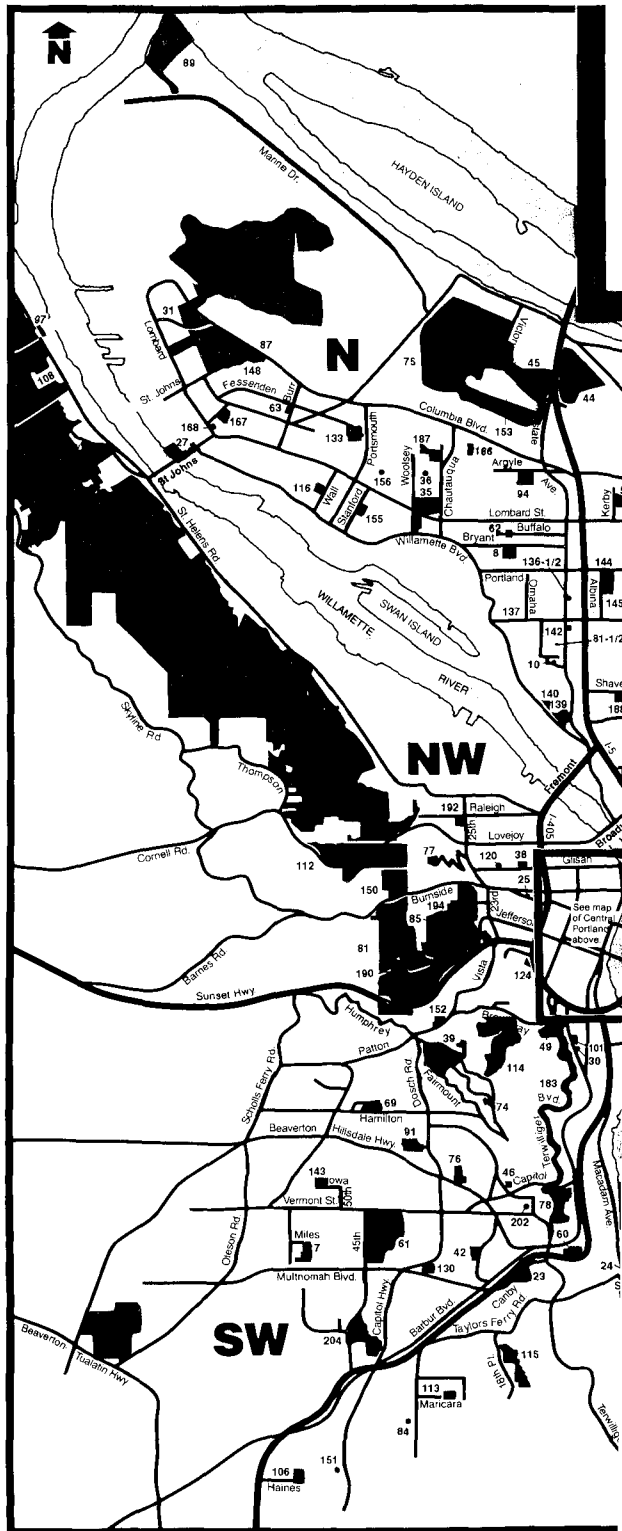
PORTLAND PARKS DIRECTORY

1. **ABERNETHY COMM. SCHOOL & SWIM POOL**, 2421 SE Orange
2. **AINSWORTH BLOCKS**, NE Ainsworth between MLK Jr. Blvd. & 33rd
3. **ALAMEDA COMM. SCHOOL**, 2732 NE Fremont
4. **ALBERTA PARK**, NE 22nd & Killingsworth
5. **ALBINA PARK**, N. Flint & Russell
6. **ANKENY PLAZA**, SW Front & Ankeny
7. **APRIL HILL PARK**, SW 58th & Miles
8. **ARBOR LODGE PARK**, N. Bryant & Delaware
9. **ARGAY PARK**, NE 141st & Failing
10. **ROY BEECH PARK**, N. Concord & Going
11. **ED BENEDICT PARK**, SE 99th & Powell
12. **BERKELEY PARK**, SE 39th & Bybee
13. **BERRYDALE PARK**, SE 92nd & Taylor
14. **BLOOMINGTON PARK**, SE 100th & Steele
15. **EARL BOYLES PARK**, SE 112th & Boise
16. **BRENTWOOD PARK**, SE 60th & Duke
17. **BROOKLYN PARK**, SE 10th & Haig
18. **BROOKLYN SCHOOL ANNEX**, 3830 SE 14th
19. **BROOKLYN SCHOOL PARK**, SE 15 & Bush
20. **BUCKMAN FIELD**, NE 12th & Everett
21. **BUCKMAN POOL**, 320 SE 16th
22. **BUNDY PARK**, SE 141st & Claybourne
23. **BURLINGAME PARK**, SW 12th & Falcon
24. **BUTTERFLY PARK**, 7720 SW Macadam
25. **CAMPBELL FOUNTAIN**, SW 18 & Burnside
26. **CAR WASH FOUNTAIN**, SW 5th & Ankeny
27. **CATHEDRAL PARK**, N. Edison & Pittsburg
28. **CHAPMAN SQUARE**, SW 4th & Main
29. **CHERRY PARK**, SE 110th & Stephens
30. **CHILDREN'S MUSEUM**, 3037 SW 2nd
31. **CHIMNEY PARK**, 9360 N. Columbia
32. **CITY SKATE SKATEBOARD PARK**, 519 SE Main
33. **CLINTON PARK**, SE 55th & Woodward
34. **COE CIRCLE**, NE 39th & Glisan
35. **COLUMBIA PARK**, N. Lombard & Woolsey
36. **COLUMBIA SWIM POOL**, 7701 N. Chautauqua
37. **COMMUNITY MUSIC CENTER**, 3350 SE Francis
38. **COUCH PARK**, NW 19th & Glisan
39. **COUNCIL CREST PARK**, SW Council Crest
40. **CRESTON PARK & SWIM POOL**, SE 44th & Powell
41. **CRYSTAL SPRINGS RHODODENDRON GARDEN**, SE 28th & Woodstock
42. **CUSTER PARK**, SW 21st & Capital Hill Rd.
43. **DAWSON PARK**, N. Stanton & Williams
44. **DELTA EAST PARK**, N. Denver & MLK Blvd.
45. **DELTA WEST PARK**, N. Denver & Victory
46. **DeWITT PARK**, SW DeWitt & Sunset Blvd.
47. **DISABLED CITIZENS RECREATION OFFICE**, 426 NE 12th
48. **MATT DISHMAN COMMUNITY CENTER & SWIM POOL**, 77 NE Knott
49. **DUNIWAY PARK**, SW 6th & Sheridan
50. **EASTMORELAND GOLF COURSE & DRIVING RANGE**, 2425 SE Bybee
51. **ELK ROCK ISLAND**, SE 19th & Sparrow
52. **ERV LIND STADIUM** (In Normandale Park), NE 57th & Hassalo
53. **ESSEX PARK**, SE 79th & Center
54. **FARRAGUT PARK**, N. Kerby & Farragut
55. **FERNHILL PARK**, NE 37th & Ainsworth
56. **FIRLAND PARKWAY**, SE 72nd & Foster
57. **FLAVEL PARK**, SE 75th & Flavel
58. **FOREST PARK** NW 29th & Upshur-Newberry Rd. between NW Skyline & St. Helens Rd.
59. **FRAZER PARK**, NE 52nd & Hassalo
60. **FULTON PARK & COMMUNITY CENTER**, 68 SW Miles, off Barbur
61. **GABRIEL PARK**, SW 45th & Vermont
62. **GAMMANS PARK**, N. Buffalo & Burrage
63. **GEORGE PARK**, 10000 N. Burr & Fessenden
64. **GILBERT HEIGHTS PARK**, SE 130th & Boise
- 64-1/2. **GILBERT PRIMARY PARK**, SE 134th & Foster
65. **GLENFAIR PARK**, NE 154th & Davis
66. **GLENHAVEN PARK**, NE 82nd & Siskiyou
67. **GLENWOOD PARK**, SE 87th & Claybourne
68. **GRANT PARK & SWIM POOL**, NE 33rd & U.S. Grant Place
- 68-1/2. **GREGORY HEIGHTS. COMM. SCHOOL**, 7334 NE Siskiyou
69. **HAMILTON PARK**, SW 45th & Hamilton
70. **HANCOCK PARK**, NE 90th & Tillamook
71. **HARNEY PARK**, SE 67th & Harney
72. **HARRISON PARK**, SE 84th & Harrison
73. **HARVEY SCOTT COMMUNITY SCHOOL**, 6700 NE Prescott
74. **HEALY HEIGHTS**, SW Patrick & Council Crest
75. **HERON LAKES GOLF COURSE & DRIVING RANGE**, 3500 N. Victory Blvd.
76. **HILLSDALE PARK**, SW 27th & Hillsdale Hwy.
77. **HILLSIDE COMMUNITY CENTER**, 653 NW Culpepper Terrace
78. **GEO. HIMES PARK**, SW Terwilliger & Slavin
79. **HOLLADAY WEST PARK**, NE 11th & Holladay
80. **HOLMAN PARK**, NE 13th & Holman
- 80-1/2. **HOSFORD COMMUNITY SCHOOL**, 2303 SE 28th Place
81. **HOYT ARBORETUM**, 4000 SW Fairview
- 81-1/2. **IFCC** (Interstate Firehouse Cultural Center), 5340 N. Interstate
82. **IRVING PARK**, NE 7th & Fremont
83. **IRVINGTON COMM. SCHOOL**, 1320 NE Brazee
84. **JACKSON COMM. SCHOOL**, 10625 SW 35th
85. **JAPANESE GARDENS**, In Washington Park
86. **JOHNSON CREEK PARK**, SE 21st & Clatsop
87. **JOHNSWOOD PARK**, N. Oswego & Swift
88. **IRA KELLER FOUNTAIN**, SW 3rd & Clay
89. **KELLEY POINT PARK**, N. Marine Dr. & Lombard
90. **KELLY BUTTE PARK**, SE 103rd & Clinton
91. **ALBERT KELLY PARK**, SW Dosch Rd. & Mitchell
92. **KELLY FOUNTAIN**, SW 6th & Oak
93. **KENILWORTH PARK**, SE 34th & Holgate
94. **KENTON PARK**, N. Delaware & Kilpatrick
95. **KERN PARK**, SE 67th & Center
96. **KING SCHOOL PARK**, NE 6th & Humboldt
97. **KINGSLEY PARK**, NW St. Helens Road
98. **KLICKITAT MALL**, NE 12th & Klickitat
99. **KNOTT PARK**, NE 117th & Knott
100. **LADD'S ROSE GARDENS**, SE 16 & Harrison
101. **LAIRHILL PARK**, SW 2nd & Woods
102. **LAURELHURST PARK**, SE 39th & Stark
103. **LAURELWOOD PARK**, SE 64th & Foster
104. **LEACH BOTANICAL GARDEN**, 6704 SE 122
105. **LENTS PARK & WALKER STADIUM**, SE 92nd & Holgate
106. **LESSER PARK**, SW 57th & Haines
107. **FLOYD LIGHT PARK**, SE 111th & Alder
- 107-1/2. **LINCOLN PARK**, SE 135th & Mill
108. **LINNTON PARK**, NW 105th & St. Helens Rd

FIGURE 2

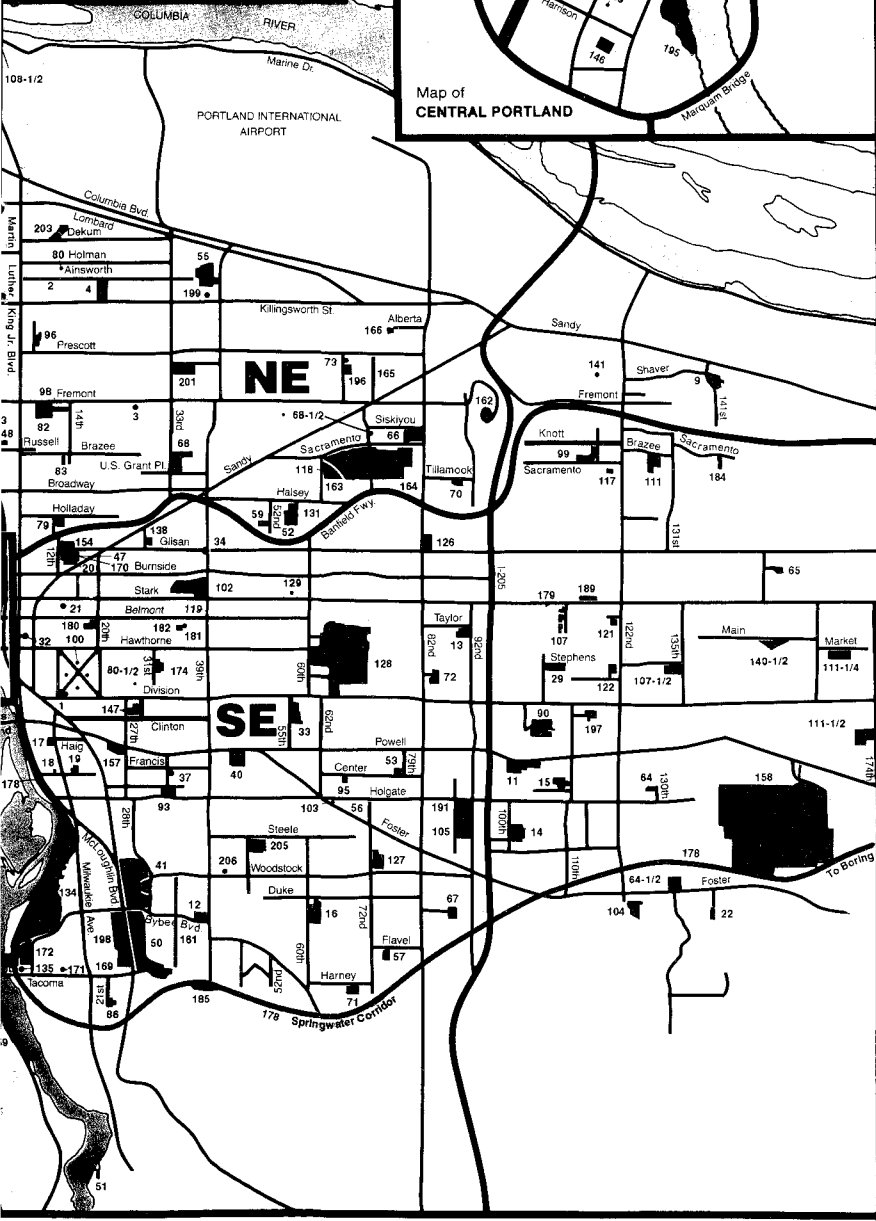
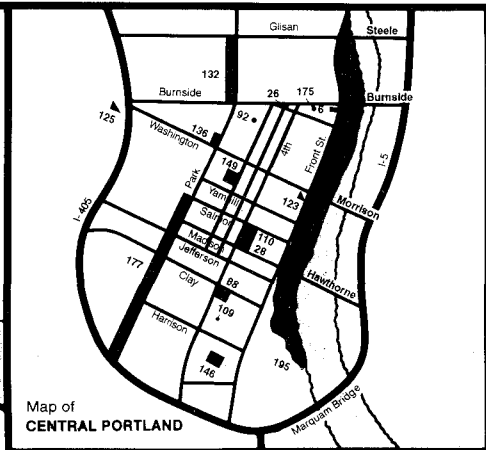
Portland Parks Map

*Directory
on
Reverse
Side
of Map*



Map and directory courtesy of
Portland Parks and Recreation, 1994

Portland Parks and Recreation protects and enhances about 10,000 acres of parks, gardens and open spaces for the enjoyment of citizens today and for future generations of Portlanders.



PORTLAND PARKS DIRECTORY (CONTINUED)

- 108-1/2. LOTUS ISLE PARK, N. Tomahawk Drive
109. LOVEJOY FOUNTAIN, SW 3rd & Harrison
110. LOWNSDALE SQUARE, SW 4th & Main
111. JOHN LUBY PARK, NE 128th & Brazee
- 111-1/4. LYNCHVIEW PARK, SE 165th & Market
- 111-1/2. LYNCHWOOD PARK, SE 170th & Haig
112. MACLEAY PARK, NW Cornell Rd.
113. MARICARA, PARK SW 29th & Maricara
114. MARQUAM NATURE PARK, SW Marquam & Sam Jackson Rd.
115. MARSHALL PARK, SW 18th Place
116. MCKENNA PARK, N. Wall & Princeton
117. MERRIFIELD PARK, NE 117 & Thompson
118. METRO PERFORMING ARTS, RICE SCHOOL, 6433 NE Tillamook
119. METRO PERFORMING ARTS, LAURELHURST CENTER, 3756 SE Oak
120. MLC COMMUNITY SCHOOL & SWIM POOL, 2033 NW Glisan
121. MIDLAND PARK, SE 122nd & Morrison
122. MILL PARK, SE 117th & Mill Court
123. MILL ENDS PARK, SW Front & Taylor
124. MINI-PARK, SW 14th & Hall
125. MINI-PARK, SW 15th & Alder
126. MONTAVILLA PARK, COMMUNITY CENTER & SWIM POOL, NE 82 & Glisan
127. MT. SCOTT PARK, COMMUNITY CENTER & SWIM POOL, SE 72nd & Harold
128. MT. TABOR PARK, SE 60th & Salmon
129. MT. TABOR COMM. SCHOOL, 5800 SE Ash
130. MULTNOMAH ART CENTER, 7688 SW Capital Hwy.
131. NORMANDELE PARK, NE 57th & Halsey
132. NORTH PARK BLOCKS, NW Park from Ankeny to Glisan St.
133. NORTHGATE PARK, N. Genevieve & Fessenden
134. OAKS BOTTOM WILDLIFE REFUGE, SE 7th & Sellwood Blvd.
135. OAKS PIONEER CHURCH & PARK, SE Grand & Spokane
136. OOBRYANT SQUARE, SW Park & Washington
- 136-1/2. OCKLEY GREEN COMMUNITY SCHOOL, 6031 N. Montana
137. OMAHA PARKWAY, N. Killingsworth
138. OREGON PARK, NE 30th & Oregon
139. OVERLOOK PARK, N. Fremont & Interstate
140. OVERLOOK COMMUNITY CENTER, 3839 N. Melrose
- 140-1/2. PARKLANE PARK, SE 155th & Main
141. PARKROSE COMMUNITY SCHOOL, 11717 NE Shaver
142. PATTON SQUARE, N. Interstate & Emerson
143. PENDLETON PARK, SW 55th & Iowa
144. PENINSULA PARK, COMMUNITY CENTER & SWIM POOL, N. Albina & Portland Blvd.
145. PENINSULA PARK ROSE GARDEN, N. Albina & Ainsworth
146. PETTYGROVE PARK, SW 1st & Harrison
147. PICCOLO PARK, SE 27th & Division
148. PIER PARK & SWIM POOL, N. Seneca & St. Johns
149. PIONEER COURTHOUSE SQUARE, SW Broadway & Yamhill
150. PITTOCK MANSION, 3229 NW Pittock Dr.
151. PCC/SYLVANIA SWIM POOL, 12000 SW 49th
152. PORTLAND HEIGHTS, SW Patton & Old Orchard
153. PORTLAND INTERNATIONAL RACEWAY, 1940 N. Victory Blvd.
154. PORTLAND TENNIS CENTER, 324 NE 12th Ave.
155. PORTSMOUTH PARK, N. Stanford & Depauw
156. PORTSMOUTH COMMUNITY SCHOOL, 5103 N. Willis Blvd.
157. POWELL PARK, SE 26th & Powell
158. POWELL BUTTE NATURE PARK, SE 162th & Powell Blvd.
159. POWERS MARINE PARK, SW Macadam, south of the Sellwood Bridge
160. PROGRESS DOWNS GOLF COURSE & DRIVING RANGE, 8200 SW Scholls Ferry
161. REED COLLEGE PARKWAY, SE Reed College Place & Woodstock
162. ROCKY BUTTE PARK (Joseph Wood Hill Park), NE Rocky Butte Rd.
163. ROSE CITY PARK, NE 62nd & Tillamook
164. ROSE CITY GOLF COURSE, 2200 NE 71ST
165. ROSEWAY PARKWAY, NE 72nd & Sandy
166. SACAJAWEA PARK, NE 75th & Alberta
167. ST. JOHNS COMMUNITY CENTER, 8427 N. Central
168. ST. JOHNS RACQUET CENTER, 7519 N. Burlington
169. SCKAVONE STADIUM (In Westmoreland Park), SE McLoughlin & Spokane
170. SENIOR LEISURE SERVICES OFFICE, 426 NE 12th
171. SELLWOOD COMMUNITY CENTER, 1436 SE Spokane
172. SELLWOOD PARK & SWIM POOL, SE 7th & Miller
173. SELLWOOD RIVERFRONT PARK, SE Spokane & Oaks Parkway
174. SEWALLCREST PARK, SE 31st & Market
175. SKIDMORE FOUNTAIN, SW 1st & Ankeny
176. SMITH & BYBEE LAKES, Bounded by N. Marine Dr., Portland Rd., Columbia Slough
177. SOUTH PARK BLOCKS, SW Park from Salmon to Jackson
178. SPRINGWATER CORRIDOR, From SE McLoughlin Blvd. to the City of Boring
179. STARK STREET ISLAND, SE 106th & Stark
180. COL. SUMMERS PARK, SE 17th & Taylor
181. SUNNYSIDE COMMUNITY SCHOOL, 3421 SE Salmon
182. SUNNYSIDE SCHOOL PARK, SE 34 & Taylor
183. TERWILLIGER PARK, SW 6th from Sheridan St. to Slavin St.
184. THOMPSON PARK, NE 138th & Thompson
185. TIDEMAN JOHNSON PARK, SE 37th & Tenino
186. TRENTON PARK, N. Hamlin & Trenton
187. UNIVERSITY PARK COMMUNITY CENTER, 9009 N. Foss
188. UNTHANK PARK, 510 N. Shaver
189. VENTURA PARK, SE 115th & Ventura
190. VIETNAM VETERAN'S MEMORIAL, (By the World Forestry Ctr.) 4000 SW Canyon
191. WALKER STADIUM (In Lents Park), SE 92nd & Holgate
192. WALLACE PARK, NW 26th & Raleigh
193. WASHINGTON PARK, Head of SW Park Place
194. WASHINGTON PARK INTERN'L ROSE TEST GARDENS, 400 SW Kingston
195. GOV. TOM MCCALL WATERFRONT PARK, Front St. from SW Harrison to NW Glisan
196. WELLINGTON PARK, NE 66th & Mason
197. WEST POWELLHURST PARK, SE 115 & Division
198. WESTMORELAND PARK, SE McLoughlin & Bybee
199. WHITAKER COMM. SCHOOL, 5700 NE 39th
200. WILLAMETTE PARK, SW Macadam & Nebraska
201. WILSHIRE PARK, NE 33rd & Skidmore
202. WILSON POOL, 1151 SW Vermont
203. WOODLAWN PARK & SWIM POOL, NE 13th & Dekum
204. WOODS PARK, SW 45th & Woods
205. WOODSTOCK PARK, SE 47th & Steele
206. WOODSTOCK COMMUNITY CENTER, 5905 SE 43rd

D. Designing a Core System

As we sought to discover and articulate the essentials of a park core, we heard these things from witnesses:

- Reflect community values and interests;
- Bring government services closer together;
- Use our schools more effectively; and
- Tie the parks together.

Values

Face-to-face interviews of 1,361 Oregonians were conducted for the 1993 Oregon Values and Beliefs Study by the Oregon Business Council to ascertain the underlying core values of Oregonians. The importance of families pervades the study. In a scaled comparison of personal values, "Participation in family" was at the top of the list, with "career or job opportunity" a distant second. In response to the question, What do you personally value about living in Oregon? most cited "natural beauty and recreation," followed by "the people/sense of community." When asked to identify their biggest fear for Oregon, participants predominantly cited growth; the largest aggregation of responses fell into the category of "over-population." The following two amenities, neighborhood parks and public plazas, respond to concerns about holding on to a source of community.

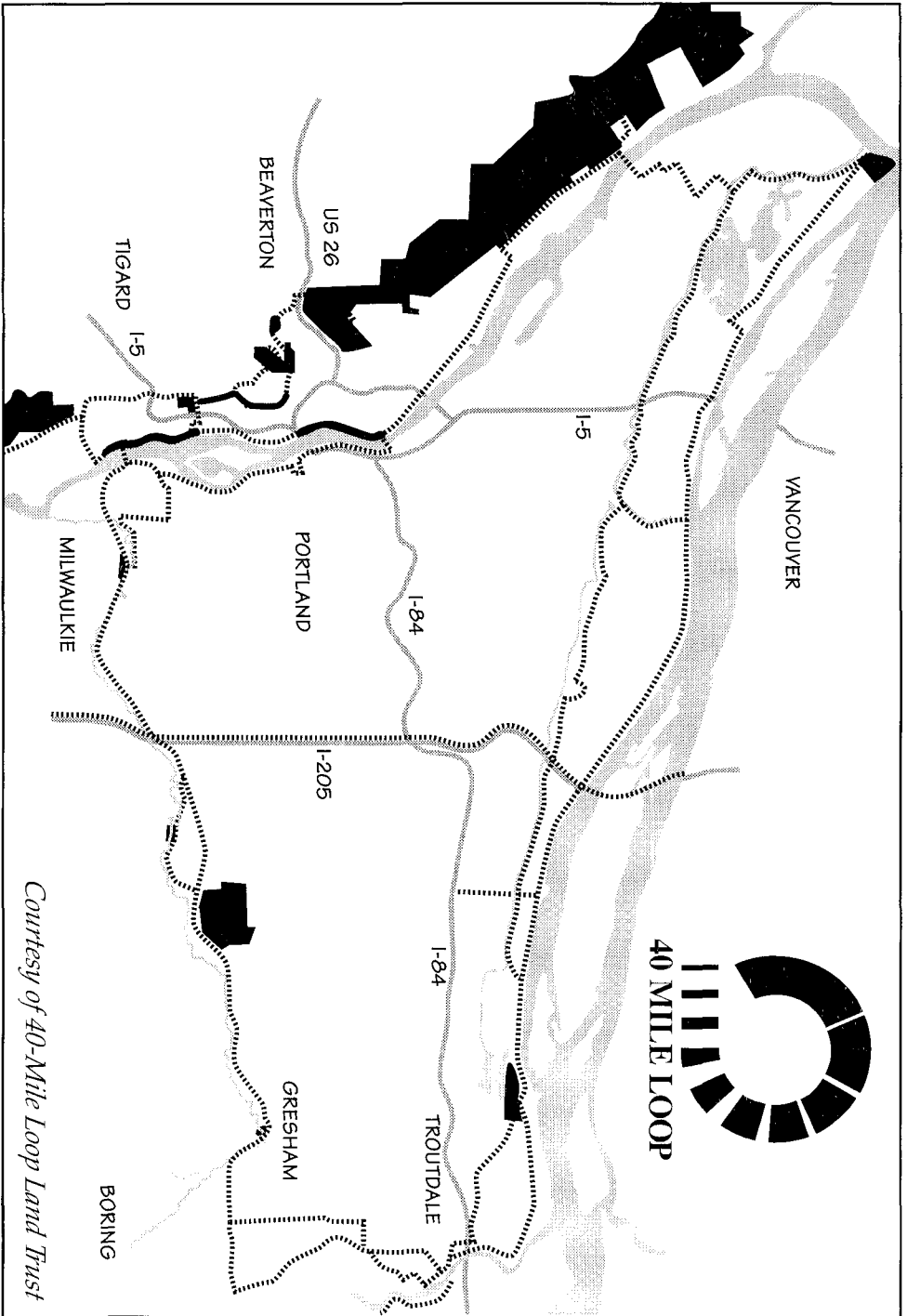
Neighborhood Parks. The working definition of a park as a barrier-free space, accessible to all, and intended for public use in leisure enjoyment, provides room for many different types of parks, each with its own contribution to a value system oriented to the family and a community of manageable size. We have seen that Portland families like to walk, jog, push and ride swings, picnic, hit, throw, and kick a ball—all in a pastoral setting. That is a neighborhood park, the first element of our core system.

Public Plazas. Plazas balance the private peace found from visiting a green park with the anticipation of a community event. In some instances, this means a programmed event such as a political rally or a musical performance. In others, it is simply the interaction between fellow citizens who gather to people-watch. Pioneer Courthouse Square reflects these activities.

Some argue that shopping malls provide this type of space. We know they don't, but why? People use shopping malls as a place to exercise, to view programmed events, and to come into contact with other people, as well as to shop. Activity spaces such as ice skating rinks and indoor courts substitute nicely for trees and benches, and appear to simulate a public plaza. Shopping malls, however, counteract the intended atmosphere of a public plaza. While there is an illusion of public space, every detail of the mall is programmed for the profit of the owner and tenants. And, they are closed "after hours."

The shopping mall, though, has had an impact on the public plaza. For the past twenty years, planners and developers have attempted to recreate the town square. This has not been an easy task, primarily because town squares are costly to build and maintain and require constant programming.

FIGURE 3
40-MILE LOOP



Courtesy of 40-Mile Loop Land Trust

The mixed-use concept for public plazas has been suggested as one way of maintaining a thriving town square. By providing both residential and commercial areas, there is an ongoing presence of activity and a consistent influx of people to support the businesses located around the square. The City of Tualatin is currently developing a town square based on the mixed-use concept and may lead the way for future developments of public plazas in other metropolitan-area communities.

Coordination of Parks with Other Essential Services

It is the exception in the metropolitan area that special districts own or operate parks, complete with their own funding base and governance. Most often they are a department within one government structure. Whether a separate district or a department, however, the important issue is how well parks activity coordinates with other governmental pursuits. This is all the more important in this era of economic constraints.

We heard testimony that it is essential that parks be coordinated with other basic services. The Committee chose six coincident governmental services to examine:

- Schools, because like parks, they are a focal point of our lives and offer many of the same recreational opportunities;
- Public safety, because security claims an increasing amount of our public and private resources, and is the number one reason why people do not visit parks more frequently;
- Land use and transportation, because we have learned that growth follows sewer lines and roads;
- Planning, because if anything should be coordinated it is our plans; and
- Watershed management.

Schools. There has been some integration of parks and schools. A “community schools” program is run by Portland Parks and Recreation in eight middle schools and a handful of elementary schools to provide after-school recreation for children. This program will expand due to school budget constraints and a new agreement which allows Parks Bureau staff and volunteers to perform custodial and security services in the affected school buildings. The new agreement alone will save the Parks Bureau about \$40,000 per year in eliminating overtime pay for janitors.

The goals of a community school system are consistent with the committee’s concept of the benefits of a core system approach:

- Educational programs for children;
- Lifelong learning for adults;
- Development of citizen involvement and leadership on the neighborhood level;
- Recreation for all ages;
- Full use of school facilities;
- Integration of services; and
- Neighborhood cohesiveness.

Emphasis has been more on recreation than education in the past, and has been focused on youth. Given the Portland City Council's recent action to support community school efforts, that trend is likely to continue. Little emphasis has been placed on the development of citizen involvement and neighborhood leadership training. And there is no relationship or integration with the Office of Neighborhood Associations, although they and other area advisory boards do provide some input into community based programming.

In the late 70's, Portland chose to make a collaborative arrangement between parks and the schools. A park bureau employee was assigned to each school site to actively promote cooperation. With recent budget cuts, those positions have been eliminated, and more than ever the success of community schools lies in the hands of the affected schools. Principals in the Portland Public School System have a great deal of autonomy and heavily influence how and when the community school program operates within each facility.

The Newberg School District, in conjunction with Chehalem Park and Recreation District, is in the process of building a park-like single campus combining a middle school, an elementary school, a senior community center, and extensive recreational fields. Kitchen space and similar features will be shared to avoid duplication. Principals, parents of school-age children, and senior center leaders all endorse this plan and understand the need for cooperation between government entities, both for budget economies and for building a sense of community. Don Clements, superintendent of Chehalem Park and Recreation District, commented, "Whatever risk to children's physical safety given a contiguous community center is offset by the advantage of more pairs of eyes watching out for children's well-being." The perceived advantage of readily available adults for school use as tutors and safety monitors has fostered a sense of community.

Public Safety. Citizens have reclaimed neighborhoods by forming foot patrols of volunteers to walk neighborhood streets and parks. By creating the Piedmont Neighborhood Association's crime prevention foot patrol, the neighbors have used the power of volunteerism to heighten their sense of community and to tackle the high-profile issue of safety. The patrol's organizer, David Alfano, sees its main value as an extended pair of eyes and ears for the police and as a deterrent to crime. The assigned police officer in the neighborhood works closely with the foot patrols.

Witnesses identified another opportunity to integrate public services, by housing a police officer in a community center or community school and sharing the costs of security between parks and police budgets.

Land Use. Oregon was the first state to mandate land use planning at all levels of government. SB 100, enacted in 1973, created the Land Conservation and Development Commission (LCDC) to supervise this responsibility. Each of the state's 36 counties and more than 200 incorporated cities was required to submit a comprehensive land use plan to LCDC for approval as being in compliance with LCDC's statewide planning goals.

There is no statewide goal explicitly requiring public parks, but Goals 5 (Open Space) and 8 (Recreational Needs) treat the general subject. Goal 5 requires an inventory of “land needed or desired for open space,” and preservation of open space in the absence of conflicting use. Goal 8 requires each zoning jurisdiction to plan for the “recreational needs” of its citizenry “in such quantity, quality, and locations as is *consistent with the availability of the resources . . .*” (Our emphasis).

These requirements are too indefinite to provide solace to parks advocates, but significant enough to induce response. This varies: Gresham, for example, imposes a \$630 charge on each new dwelling unit as a system development charge dedicated to parks. Tualatin charges \$1,400 per unit. Portland has no parks fee but does subject each new subdivision to exhaustive environmental review and conditions, causing some witnesses to suggest to us that they would rather pay a fee and be done with it.

Steve Schell, a Portland lawyer who served as LCDC’s Vice Chair when the goals were first adopted, argues that the land use goals are too vague. He advocates for explicit land use requirements for parks, neighborhood parks within walking distance of each home, greenspace acquisition, and green linkages between greenspaces.

Multnomah County Commissioner Dan Salzman and staff have recently developed a program to identify and dedicate tax-foreclosed vacant lots for retention as neighborhood greenspace. The county wants to establish a review point in its tax foreclosure process—a “greenspaces screen”—which will ensure that each parcel be scrutinized for retention as open space. An enabling ordinance has established a citizens’ advisory committee to recommend appropriate criteria and a process to encourage neighborhoods and volunteers to maintain parcels selected by the process.

Watershed Management. The Governor’s Watershed Enhancement Board (bearing the acronym GWEB) directs Oregon’s Watershed Enhancement Program, a joint effort of government entities and private citizens to encourage projects which demonstrate the value of healthy watersheds. The Board consists of five voting members from state natural resource commissions and five non-voting members from other state and federal agencies.

One of our witnesses deemed watershed management so important that he urged us to recommend a 25-foot protection zone for any stream with an average year-round flow in excess of five cubic feet per second (cfs), which is a creek about 10 feet across and 6 inches deep. This is remarkably close to rules currently proposed by the State Board of Forestry for regulation of riparian zones in tree harvest areas, the *least* restrictive of which is the requirement to “retain all understory and non-merchantable conifer trees within 10 feet each side of small perennial Type N streams”⁴ OAR 629-57-2240(3) (Proposed).

4. A Type N stream is one not used by fish or for domestic water supply; “perennial” means that it has a reasonable expectation of surface flow after July 15; “small” is less than 2 cfs average annual flow, draining a basin not less than 200 acres.

Tanner Creek, which once ran from the Zoo to the Willamette River near Union Station, has flowed through the sewer system for decades. Recently, there has been a proposal to "daylight" the creek, or separate it from the sewer system while returning it to the surface. Whether or not the proposal satisfies the technical requirements of GWEB, it seems to satisfy the integration of several public objectives: parks development; water quality enhancement of the Willamette by permitting the separation of storm sewers from sanitary sewers in the area; coordinated infrastructure improvement with Westside light rail; and joint venturing of public and private capital. This is the kind of integration of functions and costs which witnesses sought.

Transportation. James Howard Kunstler's book *The Geography of Nowhere* opines that without human-oriented development and less dependence on the automobile, cities and suburbs will resemble one another and any sense of identifiable community will disappear. Kunstler uses Portland as an example of careful planning which avoided this result. Juxtaposed are two examples of human-scale failure and auto-dependence, Detroit and Los Angeles. We could become complacent. It seems clear that the region's Joint Policy Advisory Committee Transportation (JPACT), the committee of regional transportation officials which, along with Metro, decides how the region's highway money is spent, could do more to assure the right balance.

Bicycle and foot traffic were identified to us as two ways to maintain human-scale and a sense of community. Bicycle lanes have been added to the transportation system, mostly by painting a line on an existing road surface. Large parts of the 40-Mile Loop, Marine Drive and the Springwater Trail have been paved with separate bicycle/walking paths.

Tri-Met is responding to bicycle enthusiasts by planning to install bike racks on all buses in 1994. Sixty-six percent of Tri-Met buses now have two-bicycle racks, and each two-car MAX train can carry up to six bikes. However, one noticeably missed opportunity is the absence of bicycle paths along MAX lines. No one is representing parks interests in Tri-Met planning and decision-making.

Waterways. Our waterways offer us another transportation and recreational option for linking parks and greenspaces. The Willamette River Greenway is not completed, and Tualatin Greenway has not started. The Columbia River Slough, 28 miles of wetlands which has been polluted and larded with dikes, is scheduled for restoration. Trails following Johnson Creek, Fanno Creek, and the Sandy and Columbia Rivers are recreational opportunities of obvious merit and significance.

Planning. The Olmsteds stressed the importance of park planning prior to park development. Over 90 years later, we are still reminded of proper priorities. George Crandall, urban design architect, described public concerns about retaining a high quality of life in Oregon and the need for state and regional planning to prevent disorderly development. But, he stressed, until now there has been no agreement among professionals about how to proceed. Metro's 2040 study, looking ahead 50 years, seeks to guide policies on urban growth boundaries, preferable population densities, transportation, and open space. He described the

Regional Alternatives Planning Process (RAPP) of the Architectural Foundation of Oregon, the purpose of which is to develop a planning process for the region and for other Oregon communities which could serve as a model for national use. Crandall is hopeful that Metro will use RAPP to guide its deliberations.

Metro's 1989 Recreation Resource Study recommended a multi-jurisdictional regional recreational advisory group to coordinate the creation and maintenance of natural areas, nature parks, preserves, and wildlife areas. Given the number of regional planning agencies which have an impact on parks and greenspaces policy, witnesses attest to a clear need for coordination; and nearly every witness expressed concern regarding Metro's capability to supervise such an undertaking. A parks advocate or ombudsman, also recommended in the 1989 Metro Study, is one possible answer. This position could be responsible for following parks legislation, identifying funding opportunities, and for promoting park development *regionally*. Further, the parks advocate could facilitate the coordination of park-related bond measures and provide a communications link between public- and private-sector recreation providers.

Neither Clark County nor its Oregon counterparts appear to be making significant efforts in coordinating bi-state parks planning, although representatives of both states agree that cooperation has become even more critical with anticipated population increases.

Interconnection

Witnesses said that neither parks nor plazas self-promote and that the public will not support that which it does not use. Creating publicized linkages between plazas and parks by greyways, bicycle routes, trails and walking paths are ways to induce a flow of people, as are conveniently located mass transit stops. Pioneer Courthouse Square is a strong example of complementary transit siting.

The most significant aspect of the proposed Eastbank Riverfront Park is that it provides a connection of the east side to the west side and the river, and particularly north to south along the river. While it has an unfriendly and noisy neighbor in the freeway, it does provide direct access to the river. The pedestrian access to the park, including along the lower deck of the Steel Bridge, will create a loop for walkers and joggers. The piers will increase recreational opportunities, both active and passive, within the city's center. This proposal has such high visibility and is so complicated that it could crowd out other important and more pressing growth-related, core park issues. The Eastbank Park proposal has been criticized for being merely a pretty picture for the west side, and a "fifteen percent solution"—not going far enough to deal with the freeway. Some feel the park will enhance the possibility of moving the freeway. Others feel it will appease the I-5 issue. East side access and parking has been a difficult issue because of the barrier the freeway presents. Crime control measures are a concern because the park would be remote from both residential communities and surface streets, unless the freeway is moved.

Perhaps the best example of beneficial interconnection is the “40 Mile Loop,” now expanded to 140 miles or more. It is possible to spend days walking or biking the “loop,” from north to south and especially from east to west. The vision calls for a trail from Portland to Mt. Hood (the Springwater trail from Portland to Gresham and beyond is a fine beginning) and another trail from Portland to the Coast.

Adjusting the Core to Reflect Social Goals: e.g., Community Centers

A core system of parks based on the premise of family service may find itself not wholly responsive to community needs if the traditional structure of “family” changes. Such is the case in the city of Portland, where Portland Parks and Recreation personnel leading athletic and homemaking programs explained to us that *they* were the family of the youths they served, surrogate parents in fact. To the extent that schools withdraw from extra-curricular activity, the need for these kinds of activities by Portland Parks and Recreation, or some other agency of community concern, will continue and increase. This is the pressure which creates the need for community centers, as noted in a study released by the Trust for Public Land and reported in the June 9, 1994 *Oregonian*.

Portland has 11 community centers, each with a full-time staff. They remain open for longer hours than community school facilities (discussed below) and serve a broader population. New community centers are being proposed in Southeast Portland by the Portland Public School District and the YWCA. Should siting and operational funding of these centers be integrated into a more comprehensive system of service delivery? Is there duplication? Some witnesses felt it might be possible to consolidate community centers with school buildings and close or sell excess structures. This point was first raised by APP in its 1991 report—suggesting a critical review, and possible elimination, of duplicative or old structures.

We now leave our discussion of the core system and turn to other issues of adequacy: governance, funding, and the role of private resources.

E. Governance

The committee spent considerable effort examining questions of park governance, administrative responsibility, and the possible redistribution of parks among jurisdictions. We asked: What governmental structure can achieve the optimum delivery of parks and recreation services?

The question was raised whether larger, regional “attractor” parks, or natural areas should be transferred to Metro authority, thus allowing the region’s cities to concentrate on neighborhood facilities. This debate occurred at the time Metro was in the process of assuming responsibility for the bulk of Multnomah County’s parks. The committee learned that despite the transfer of land and staff, Metro’s long term commitment, role, and expertise in parks and recreation remains unclear. One witness pointed out that Metro’s 2040 Vision Study does not yet address the question of a regional plan for parks. The public perception

(confirmed by witness statements) is that Metro has been slow to demonstrate the initiative or the level of administrative competence requisite to justify broad scale transfer of regional parks to its authority.

Some witnesses were critical of Portland Parks and Recreation. One called it ineffective, with weaknesses in policy-setting and definition of mission. Policy on parks did not seem to be set at the city council level, but by the parks director, with the backing of the commissioner in charge of the Bureau. One witness criticized current Bureau policy for taking on the social problems of the city without having the financial resources to fix them and without consulting with those agencies which have knowledge of, and responsibility for, such problems. Another witness suggested that responsible parks development requires more involvement of business and community leaders. This seems to be the view of the Olmsteds in 1903 and the Association for Portland Progress in 1991.

The City of Portland's linear governance structure was compared with other forms: The Tualatin Hills Parks and Recreation District, with elected commissioners and its own tax base; the Salem system, which uses two formal citizen advisory boards to counsel city council and the Marion County Commission; San Francisco's appointed representative commission with broad authority, but no purse; APP's non-representative model with city council control; and the Olmsteds' park commission with independence from City Hall.

With respect to Portland's hierarchical form of governance, positive aspects of the form include the ability to make decisions quickly and get timely results. On the other hand, it can be authoritative and is not a form which guarantees public input, although it is political and seeks public input to the degree necessary for public support. Portland parks enjoy an abundance of Friends and advocate groups who both lobby and provide valuable advisory, administrative, and financial support for some parks, but their presence is unevenly distributed throughout the city.

In the end, the committee, although generally complimentary of Portland Parks and Recreation, struggled to identify some mechanism for enhancing citizen influence over the parks without jeopardizing the splendid attributes of the system now in hand. The committee debated whether citizens should control the Parks Bureau (commission form) or advise in its conduct (advisory form). We wondered whether the commission form would open up decision processes to more people, and whether that form would attract stronger advocates. We debated representative seats by neighborhood, race, and gender. We considered reserving seats for county government and the school district, knowing that intergovernmental cooperation is critical now as never before. The committee also addressed the role of the Park Commissioner (the Commissioner appointed by the Mayor to head the Park Bureau) and debated whether a citizen park commission, however strong its members may be, would be politically assisted by having the active aid and sponsorship of an elected city commissioner.

F. Funding

Funding is one key to the success or failure of a park system. The manner by which a system is funded determines to a great extent the amount of funding which it receives. Methods for funding include a separate property tax base, general fund allocations, user fees, government and private grants, bonds and certificates of participation (a form of non-recourse bond paid out of specific asset revenue), continuing or serial levies, and system development charges.

The Committee debated pros and cons of funding Portland parks primarily through the general fund or through a separate tax base. We were seeking a first rate city, not just a first rate parks department. The current hierarchical structure of Portland Parks and Recreation integrates parks and recreation into the overall city government where it must compete with other city functions, such as police and fire protection, for general fund money. An alternative system of finance could have parks and recreation funded primarily from a separate dedicated tax levy, like that available to THPRD. This independent financial base is usually administered by a separate body, accountable to the voters, such as an elected board. The 1991 report from the Association for Portland Progress recommended that a separate tax base for Portland Parks and Recreation be explored. We were not persuaded that any one system has a clear advantage for the whole region.

Given static or dwindling tax revenues, and uncertainty as to whether voters will approve new levies for park operation or acquisition, better use of existing funding is imperative. Suggested ways of achieving this include:

- Consolidation of parks and recreation functions within fewer governmental bodies;
- Management of all regional parks (as opposed to neighborhood or community parks) by a regional authority;
- Cooperation among public service agencies (schools, police, parks, and others) to cross-train personnel and cross-use facilities;
- Imposition of system development charges to capture up-front contributions from new construction;
- Judicious charging of user fees that do not unacceptably limit public access;
- Reliance on Friends groups or more formal relationships between Neighborhood Associations and the park properties within their areas; and
- Development of a funding mechanism for deferred maintenance and park land acquisition that relates directly to population growth.

A number of Portland parks Friends and advocate groups make resources available that the city cannot otherwise afford. Volunteer planning and grant-writing by Friends of Wilshire Park have paved the way to construct a tot lot. Because the city has been limited to maintaining rather than planting trees, the Friends of Trees have planted 15,000 seedlings over two years with the help of 1500 volunteers. The 500-member Friends of Forest Park is well known for aggressive fundraising, for lobbying to prohibit development, and for funding critical acquisitions to preserve wilderness trails. With a \$30,000 contribution from Portland

Parks and Recreation, the Friends of Leach Garden have the daily responsibility of operating and maintaining botanical gardens visited by 15,000 schoolchildren yearly, and fundraising for the balance of its \$90,000 annual budget. The Friends of Hoyt Arboretum work with a city arboriculturist and his staff to maintain a 175-acre show garden in Southwest Portland. There are many other examples of Friends groups, each a strong part of the park fabric of our community.

G. Role of Private Sector in Park Opportunities

In the course of our research, at least four possibilities for the private sector in park opportunities emerged: non-profit ventures; private-for-profit ventures; private and public park space in private developments; and private contracting services.

Non-Profit Ventures

Portland Parks and Recreation has long-established working relationships with non-profit groups operating programs in its parks. A new example is the Bureau's venture with Self-Enhancement, Inc. (SEI), an organization dedicated to supporting inner city youth. SEI is building a youth center in Unthank Park to house after-school educational, sports, and cultural activities. This private/public joint venture epitomizes the multiple benefits that can be achieved with the right partnerships. Beyond serving the children and their families, SEI and the Bureau hope to:

- Re-establish community control over a park which has been taken over by neighborhood gangs;
- Free SEI from land costs, thus allowing it to concentrate resources on programs and facilities;
- Regenerate the green space, now in a state of disrepair, that once was Unthank Park;
- Offset some of the financial strain which Portland Parks and Recreation bears for park maintenance and youth programming; and
- Provide a neighborhood rallying point, a true *community* center.

For-Profit Ventures

Discovery Zone, a new for-profit enterprise, has opened several play centers throughout the metropolitan area. Here, play equipment geared to sensory and physical stimulation for the two-to-ten-year-old is available for a fee. If Portland Parks and Recreation chose to patronize these private centers by giving admission vouchers to needy families, the demand for more equipment, staff, and programs at Portland Parks and Recreation community centers would diminish. Private playgrounds of this type and fitness centers, if permitted to locate on city park land, might accomplish several goals: save Portland Parks and Recreation investment in new equipment and facilities; create a presence of people and healthy activity in the area; and promote adjacent park usage.

Opening Private Parks to Public Use

Purely private parks, those to which access is limited to a defined class of residents or employees, exist only in small numbers in Portland—tot lots in suburban subdivisions, the soccer field at Nike headquarters. These add to open space and provide alternative recreational opportunities to their users, but if they are not open to the public they arguably cannot be counted as part of the park system. This is because the exclusion of outsiders from space reserved for an “in-group” may set up the very sort of social separation that a true park is designed to bridge.

A private park, it is thought, can increase land values in a private development. It is perceived as a safer and classier place to enjoy leisure. The committee wondered, though, whether enhanced safety or status derived from private parks are putative benefits outweighed by a loss of social cohesion.

Should privately held open spaces be encouraged to be made accessible to the general public? Issues of security and liability enter in. A 1971 statute (ORS 105.655-105.680; the restrictive section is ORS 105.655(2)), stated the public policy of the state is to encourage private owners to open land to the public for recreational use. To that end, the 1971 law aimed to limit landowner liability for injuries incurred by members of the public where the owner allowed free public recreational use of the land. Generally speaking, such a landowner must avoid knowingly or recklessly creating dangerous conditions on the land, but users of the land need to look out for normal risks themselves.

However, an amendment to the laws was proposed and adopted. It basically excluded the protection for anything but remote, undeveloped land. The amendment is at odds with the legislature’s general policy statement and destroys the incentive for opening most private open space in the metropolitan area. For example, a homeowners’ association which allowed public access to green space within a residential development would do so at the risk of a personal injury lawsuit. In the Portland area, where the legislature’s policy would find its most beneficial applications, it cannot be carried out.

Contracting for Services

The fourth possibility for private sector involvement in parks is contracting for operating and maintenance services. The current proposal of Kids N’Tennis Inc. to run St. Johns Tennis Center is an example. Private concessionaires run the restaurants and golf shops at the four Portland public golf courses with a slice of the generated revenue returning to the city. Other examples include City Skate in SE Portland for skateboarders, and retailers located within Pioneer Courthouse Square. In its 1991 review of Portland Parks and Recreation, APP recommended putting all park maintenance out for bid, in an effort to reduce labor costs.

VI. CONCLUSIONS

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

Olmsted Brothers, 1903
Report to the Park Board

1. Portland's parks are the jewels in the crown of our city and represent one of the most favorable aspects of life in Portland. Portland, however, lacks the capacity to meet the parks needs of its existing and expanding populace:
 - Park usage in Portland is changing due to population growth, demographic shifts in age and family configuration, and increasing societal tensions. Some citizens do not have access to affordable leisure pursuits; nor is the system sufficiently focused on programming for families. Additionally, Portland Parks and Recreation lacks fully-developed measurement techniques to gauge and respond accurately to citizen needs.
 - The magnitude of Portland Parks and Recreation's deferred maintenance and essential capital improvements—\$35 million—is too large to ignore any longer. The Bureau's recent assessment of park and program deficiencies gives voters a constructive first step in evaluating needs for preserving and maintaining the system. Capital upgrade is incomplete, however, without a program to sell or raze that which is no longer useful, and a review of existing buildings available for community use, especially middle schools, before any of the existing 11 park community centers are remodeled or new centers built.
 - Portland parks used for competitive play are inadequate to meet demand, particularly in softball and soccer.
 - Citizen input into the operations of Portland Parks and Recreation is uneven. On the one hand, many Friends groups exist in support of individual parks or programs. On the other hand, citizens in some parts of the city believe that their opinions are not considered and their needs have gone unmet. Currently, there is no systematic means of acquiring citizen opinion except that provided by the traditional neighborhood or Friends organizations.
2. The region, in general, lacks sufficient recreational facilities and organization to serve the substantial numbers of people anticipated to migrate here within the next 10 years and beyond:
 - There is a need for improved planning efforts among the region's park systems. Increased coordination and cooperation would result in complementary public projects, rather than competing bond measures. The region lacks a parks leader who "leads the charge" to coordinate planning and promote park usage.
 - Significant natural areas in the region, whether inside or outside the jurisdiction of formal park systems—such as Forest Park, Hoyt Arboretum, Powell Butte, Smith and Bybee Lakes, Columbia Slough, St. Mary's

Wood—would be better served if owned, operated and funded by a regional authority with demonstrated park-management capabilities.

- The region lacks a state-of-the-art Blockbuster sports complex with baseball/softball diamonds and soccer fields sufficient to host large tournaments and relieve the pressure on neighborhood facilities.
 - The region lacks an organized system for preserving significant historic public landscapes and parks.
3. Communities need to plan for a core system of parks integrated with other essential governmental services. A core system of parks should include:
- A small neighborhood park (in the size and configuration of Wallace Park near Chapman School) within easy walking distance of each elementary and middle school with amenities such as: softball/soccer fields; tennis courts; outdoor basketball court; small covered area; picnic area; grassy places; playground equipment; trees; drinking fountain; restrooms; and a circumferential jogging path. Each school should adopt a park and be responsible for its nurturing. Both the school and its park should be cooperatively financed and managed;
 - A larger community park (in the size and configuration of Grant Park near Grant High School) within easy walking distance of each high school, with additional, highly specialized amenities like baseball, soccer, and football fields, swimming pool, running track, and auditorium open to the public. These school and park facilities should also be cooperatively financed and managed;
 - Natural areas (in the style of Marquam Nature Park) for the purpose of protecting watersheds, providing cover and corridors for wildlife, and for preserving quiet sanctuaries of great trees and calm;
 - Reasonable riparian protection zones for all streams with year-round flow;
 - A public plaza in the center of each community;
 - Wherever practicable, interconnection of all parks and plazas by bike and walking paths. Greenway and greyway corridors should serve as linear parks and connectors; informative arrows and signs should direct one to adjacent parks and byways; and
 - In Portland, a community center at every middle school to provide a place of education, recreation, and congregation for the community served by the middle school.
4. Public-private cooperation in the ownership, operation and maintenance of parks and park programs has been successful in Portland and is a proven means of stretching limited public funds, but privately owned leisure spaces, such as corporate business parks or office building plazas, are not substitutes for publicly-owned parks. The 1971 Oregon law limiting private landowners' liability for injuries on land made available for free public use does not go far enough to encourage public use of private lands.

5. Having parks close to our homes is a key to retaining livability in Portland and the region. The City of Tualatin appropriately conditions new development, requiring open space at the site and imposing system development charges for community parks. Multnomah County's green screen program to review tax-forfeited parcels for retention as open space is an excellent mitigation against the closing effects of increasing population densities.
6. The interconnection of parks by paths and mass transit promotes park use and appreciation, and generates community cohesion. Interconnection will require bicycle and walking paths between existing parks and as part of any new land use development, public transit availability to regional recreational facilities, and greenways along light rail corridors.
7. Each person has a role to play in preserving and nurturing that which society values. Our society values public parks. We build parks because we need leisure to be mentally and physically fit; because we need some space of our own without regard to our individual ability to acquire it; and because we need readily accepted focal points by which to promote community cohesion. Parks serve these needs. Those in positions of private and public leadership have a duty to promote public parks by example and policy.

"Let the work begin."

—Unknown

A. Integration of Parks With Schools and Other Essential Services:

1. Each Portland public school should adopt an adjacent park and share in its maintenance and nurturing. Current community facilities, especially middle schools, should be utilized fully before additional community centers are built. New community centers should be sited at—or in close proximity to—middle schools. Siting and ongoing operational funding of community centers to deliver essential social, safety and recreational services, whether by not-for-profit or governmental agencies should be coordinated and knitted into a cohesive system.
2. Transportation planning by JPACT and Metro should include non-auto corridors to connect the region's parks and sports complexes. These should include walkways, trails and bikeways. Tri-Met should include greenways along its light rail corridors.

B. Zoning and Linkages for Parks:

1. As part of its 2040 Plan policies, Metro should require greenspaces between communities, non-auto linkages between greenspaces, and neighborhood parks within walking distance of residences.
2. The City of Portland and its neighboring towns and cities should adopt a system development charge on each new dwelling unit and dedicate it to park acquisition and development. These fees could be reduced by the market value of parkland donated to public use by the developer.
3. Privately developed natural open spaces in multi-unit residential developments should, where possible, be linked with existing park systems and made available to the general public. The legislature should broaden the law that limits landowner liability, so that more landowners will be encouraged to open private lands to free public use.
4. Every town or city in the metropolitan area should develop a public plaza, park, or village green, for pedestrian use and gathering. To assure its vitality, the plaza should be surrounded by a wide mix of uses.
5. Oregon's statewide planning goals should be amended to require riparian protection zones along all streams with year-round flow.

C. Regionalization of Parks:

1. By the end of 1994, Metro should convene a regional park coordinating council consisting of a citizen appointed by, and representing, each of the park-planning agencies in the region. The coordinating council should develop a plan to create a regional parks authority with full power to operate and maintain significant natural areas in the region and such regional parks as it acquires or develops from time to time. The coordinating council should be staffed and funded by Metro. The coordinating council should develop criteria for evaluating park properties before transfers are made to a regional authority. Initial properties for transfer, subject to the foregoing criteria and subject to graduated time-transfer of legal title, should probably include Forest Park, Powell Butte, Smith-Bybee Lakes, Columbia Slough, and Hoyt Arboretum.
2. A regional parks advocate should be appointed by Metro. This advocate should report to the regional parks coordinating council and be paid from Metro funds. The charge of the parks advocate should be to promote the development and use of parks, to encourage collaboration among park planners, and to coordinate park and greenspace ballot measures.
3. A regional baseball, softball, and soccer sports complex (a Blockbuster park) should be planned, developed and funded by the regional coordinating council, in conjunction with interest groups, and located away from neighborhoods. Delta Park is a strong possible site.
4. Historically significant parks in the metropolitan region should be inventoried, documented, and nominated by the regional park coordinating council for inclusion in the National Register of Historic Landscapes.

D. Improved Management, Governance and Funding of Portland Parks:

1. Portland Parks and Recreation should be run by a commission of citizens, appointed by the Mayor but reporting to the whole City Council, with the active assistance of a Parks Commissioner acting as liaison between the commission and the City Council. Multnomah County and the Portland Public School District should each have one assigned seat on the commission to ensure the integration of complementary services with the Park Bureau. The commission should bear the responsibility of implementing and protecting the core system, for hiring a parks director, and for allocating park funds budgeted to it by the City Council. City Council should immediately appoint a citizen advisory board to advise on park issues and assist in creating the park commission.
2. Expenses of park maintenance and operation which are demanded for reasons other than providing greenspace or recreational programs (e.g. security) should be jointly funded by the budgets of other appropriate city bureaus.

3. Portland Parks and Recreation should work with the City Auditor to refine and improve its methods for measuring park use, staff performance, and program success.
4. Friends groups for each park should be encouraged. Portland Parks and Recreation should revitalize its volunteer awards to recognize deserving citizens.

E. Stewardship:

1. Every individual—from the earliest age of civic cognizance—must exercise life-long stewardship of our parks and greenspaces, according to his or her capacity to do so. This is a personal undertaking that cannot be delegated to others.
2. City Council should: (a) take up picks and shovels, (b) remove the asphalt parking strips from City Hall grounds, (c) prepare the soil according to its pH requirements, (d) seed grass—then sit back and wait for the applause. The judges at Pioneer Courthouse Should show similar aesthetic leadership by initiating a move to replace the concrete service driveway on their grounds. Undergrounding may prove feasible.

Respectfully submitted,

Mimi Bushman
William E. Connor
Robert Dortignacq
Carl Lamb
Ce Rosenow
James N. Westwood
Kitty Wheeler
Kandis Brewer, Vice Chair
John Wiley Gould, Chair

A. Definitions

A **mini-park** is a park located within a neighborhood or housing development and is often characterized as a tot lot or playground. It serves a limited population or a specific use.

A **neighborhood park** is central to a geographic area within easy walking or bicycling distance from local residences. It is often adjacent to a school and offers developed recreational opportunities such as field games, playground equipment, and wading pools. Ideally one-fourth of the space is developed for recreational use while the remaining three-fourths is left open; e.g. Wallace Park by Chapman School.

A **community park** is located to serve residents from several neighborhoods. It should offer diverse opportunities ranging from intense recreational activities to natural areas; e.g. Grant Park; Gabriel Park.

A **regional park** encompasses a significant natural resource that attracts park users from beyond the immediate area. It is primarily used for activities that require a large amount of space such as boating, fishing, camping, or extensive hiking; e.g. Rooster Rock State Park; Forest Park.

A **linear park** is located along a corridor and is used for recreational travel such as hiking, bicycling, and canoeing; e.g. Terwilliger Boulevard; Columbia Slough.

A **special use park** is dedicated to a single activity such as golfing, gardening, or outdoor theatre. It is considered a magnet attractor because it draws visitors from a large area; e.g. Delta Park; Progress Downs.

A **conservancy park** is characterized by its primary goal of protecting and managing the natural or cultural environment. Recreational usage is a secondary goal; e.g. Hoyt Arboretum.

Public open space is a term the committee uses to describe a site which is open to the elements and available for public congregation. It can be landscaped (Washington Park Amphitheater), natural (Jackson Bottom), or paved (Pioneer Courthouse Square).

OTHER DEFINITIONS

pertinent to a discussion of parks include the following:

Blockbuster is the term used to describe a recreation complex serving the region's needs for playing fields sufficient in number and quantity to support regional play and national-caliber tournaments. It may vary slightly from community to community.

Core system is the minimum level of parks and recreation facilities that should be available to all citizens regardless of income or geography. The appropriate core system for each community in the region may vary slightly. See Conclusion No. 6.

Greenway is a continuous, linear planted area that separates and buffers adjacent uses. An example is the Willamette Greenway which provides a linear planted zone between the Willamette River and development/roads.

Greyway is a non-planted, paved or graveled pedestrian way that serves as a connection to other pedestrian areas. Examples are the pedestrian ways along the Willamette River by McCormick Pier apartments and John's Landing's offices.

Riparian zone is an ecological zone adjacent to a waterway (stream) or surrounding a body of water (pond/lake); the banks of a lake or stream.

Community center is a facility providing meeting, recreational, and social space for the neighborhood in which it is located.

Community school is a term used to describe a school facility providing extra-curricular recreational and educational programs for the neighborhood in which it is located.

Senior center is a facility providing meeting, recreational, and social space specifically for the seniors of various age groups in the neighborhood in which it is located.

Friends group is a coalition of volunteers who provide in-kind, financial or other forms of assistance in support of individual parks, open spaces, facilities, or recreational activities.

B: Witnesses

Bob Ames
President
First Interstate Bank of Oregon

G. B. Arrington
Director, Strategic Planning
Tri-Met

Donald Ashton
Project Architect
Newberg Middle School
BOORA Architects

David Ausherman
Associate Regional Planner
Metro

Doug Benner
Aquatic Department Chief
Portland Parks & Recreation

Roger Brown
Director
North Clackamas Parks & Recreation Department

Sharon Burns
Superintendent of Sports
Tualatin Hills PRD

Rich Carson
Growth Management Committee
Portland Future Focus

Charles Ciecko
Director
Metro Parks & Greenspaces

J. E. "Bud" Clark
Former Mayor
City of Portland

Don Clements
Superintendent
Chehalem Park and Recreation District

Julee Conway
Park & Recreation Division Manager
City of Gresham

Warren Cooley
Parks Consultant
Thousand Oaks, California

Witnesses *(Continued)*

George Crandall
Architect

Katharine Diack
Friends of Marquam Nature Park

Marcia Douglas
City Schools Liaison
Mayor's Office

Nan Evans
Policy & Planning Division
Oregon State Parks & Recreation

Jim Ferner
Board Member
Bicycle Transportation Alliance

Ernestine Francisco
Friends of Leach Garden

Jane Freshour
Friends of Wilshire Park

Stuart Gates
Coordinator of Deferred Gifts
City of Portland Park Trust

Michael Grice
Portland Public Schools

Rich Gunderson
Portland Parks and Recreation

Kenneth J. Guzowski
Planner
City of Eugene

Charles Hales
Portland City Commissioner

Mike Henley
Director
Lake Oswego Parks & Recreation Department

Mike Houck
Growth Management Committee
Portland Future Focus & Metro 2040 (Greenspaces) Program

Jim Jacks
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Witnesses (*Continued*)

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David Jordan
Youth at Risk Coordinator
Portland Parks and Recreation

David Judd
Deputy Director
Portland Parks & Recreation

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Administrator Resource Management Division
Oregon Water Resources Dept.

Mike Lindberg
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Portland City Council

Ted Lorensen
Manager
Forest Practices Policy Unit
Oregon Dept. of Forestry

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Jim McElhinney
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Tualatin Hills Park & Recreation District

Gussie McRoberts
Mayor of Gresham

Bob Meinen
State Parks Director
State of Oregon

Bill Menard
Friends of Columbia Park

Bill Naito
President
Norcrest China

Nanette Nelson-Furman
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Dishman Community Center

Terence O'Donnell
Local Historian and Author

Witnesses (*Continued*)

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Commander, North Precinct
Portland Police Bureau

Robert Perron
Landscape Architect

Ellen Lanier-Phelps
Former Senior Regional Planner
Metro Greenspaces Program
(Current Communications Director of Pacific Outdoor Alliance)

Roy Pittman
Peninsula Park Community Center

Joey Pope
Friends of Hoyt Arboretum

Elizabeth Walton Potter
Historic Preservation Office
Parks Department
State of Oregon

Ron Rhodes
Portland Youth Soccer Association

Chuck Roberts
Little League Baseball & Softball

Joe Rossi
Pop Warner Football

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Steve Schell
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Portland Future Focus

Delbert Schleichert
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Clark County Park & Recreation Department

Richard Seidman
Friends of Trees

John Sewell
Chief Planner
Portland Parks and Recreation

Witnesses (*Continued*)

John Sherman
Friends of Forest Park

Jim Sjulín
Eastside Esplanade Group
City of Portland Parks
State Parks Advisory

John Southgate
Planner
City of Gresham

Peter Spuir
Planner
City of West Linn

Kerry Tharp
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Nohad Toulán
Urban Studies
Portland State University

Barbara Walker
40 Mile Loop Activist

Maura White
Police Athletic League

Howard Wiener
Portland City Skate

Dave Williams
Assistant Chief
Portland Police Bureau

Ron Willoughby
General Manager
Tualatin Hills Park and Recreation District

Ken Wooster
Park Department
City of West Linn

Dave Yamashita
Planner
Portland Parks

C: Selected Annotated Bibliography

City Club of Portland, *Report on Regional Government in the Portland Metropolitan Area*. City Club Bulletin vol. 66 no. 42 (pp. 579-619), March 13, 1986.

In approving this report, City Club went on record as supporting a single "supercounty" government responsible for regional services (such as regional parks) in the metropolitan Portland area. The report favors retention of localized functions (neighborhood and community parks) by local governments.

Hough, Michael, *City Form and Natural Process—Towards a New Urban Vernacular*. London: Routledge, 1989.

This book is about urban design more than about parks, but worthwhile for its thesis that nearly every public space should present many options for use and should be retained in or returned to as natural a state as possible in the circumstances. The author strongly advocates the linking of green spaces and parks by parkways, greenways, and other connectors.

Kunstler, James Howard, *The Geography of Nowhere: The Rise and Fall of America's Manmade Landscape*. New York: Simon & Schuster, 1993.

A fundamentally valuable analysis of what has to be remedied in the design of modern urban areas if they are to survive. In the author's view, American cities have developed, sprawled, and homogenized, in response to the mid-century ideal of cheap automotive transportation. Hidden subsidies, which must end, have helped bring this about. The author singles out Portland as a conspicuous exception to the dismal trends in open space development in and around America's urban centers.

Little, Charles E., *Greenways for America*. Baltimore: Johns Hopkins University Press, 1990.

This book traces the "invention" of the modern American greenway to the Berkeley campus design and New York parkways of Frederick Law Olmsted (father of the Olmsted brothers who prepared the 1903 report on Portland parks). The author points out that greenways are an idea whose time has come again. They can cost less than traditional parkland and offer citizens in many neighborhoods a new kind of linear commons for walking, jogging, cycling, and enjoying natural space. The book makes its point by citing practical examples, such as Portland's Forty Mile Loop and Dubuque, Iowa's Heritage Trail.

MacColl, E. Kimbark, *The Shaping of a City: Business and Politics in Portland, Oregon 1885 to 1915*. Portland: Georgian Press, 1976.

MacColl, E. Kimbark, *The Growth of a City: Power and Politics in Portland, Oregon 1915 to 1950*. Portland: Georgian Press, 1979.

These two invaluable references cover every aspect of Portland's economy, government, and society, over the 65 years ending in 1950. They are well researched, with hundreds of references to original sources, and written in lively style. The author does not hesitate to editorialize on the factual material.

Both books contain several informative passages on the history of Portland's parks, easily found from the indexes.

Portland Park Board, *Report of the Park Board, 1903, with the Report of Messrs. Olmsted Bros., Landscape Architects*.

This is the most important single piece on development of Portland's parks, remarkably visionary and still useful 91 years after its publication. The Olmsted Brothers Report was commissioned to provide a blueprint for planned development and expansion of the City's park system. The report envisioned many of Portland's most important parks of today, as well as some parks that have not yet been developed but should be. Reprints of this publication are available from the Portland Parks and Recreation Bureau.

Whitaker, Ben, and Browne, Kenneth, *Parks for People*. New York: Winchester Press, 1971.

This book examines different needs for parks as well as how successful parks are designed and how unsuccessful parks can be remodeled. It offers suggestions on how to deal with park threats such as vandalism and neglect. The author emphasizes that park planning should be "... an integral part of the urban environment rather than being an afterthought applied like a cosmetic."

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McHarg, Ian L., *Design With Nature*. Garden City, NY: Doubleday/ Natural History Press, 1969.

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"Bureau of Parks and Recreation, Opportunities to Enhance Services Through Improved Management. Aug. 1991.

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Portland Future Focus, "Environmental Scan." Sep. 1990.

Portland State University, "1992 Urban Natural Resource Directory for the Portland-Vancouver Metropolitan Region." Oct. 1992.