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Forest Park: A Call to Action

City Club of Portland (Portland, Or.)

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Forest Park: A Call to Action

**MAJORITY REPORT
APPROVED**



City Club of Portland
Good citizens are the riches of a city

City Club of Portland Bulletin, Vol. 92, No. 48, May 28, 2010

City Club members will vote on this report on Friday, June 4, 2010. Until the membership votes, City Club of Portland does not have an official position on this report. The outcome of the vote will be reported in the City Club Bulletin dated June 18, 2010 and online at www.pdxcityclub.org.

The mission of City Club is to inform its members and the community in public matters and to arouse in them a realization of the obligations of citizenship.

Copies of this report are available online at www.pdxcityclub.org.

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PROLOGUE

More than one hundred years ago, John Charles Olmsted, a nationally renowned landscape architect, proposed that the city of Portland obtain “these romantic wooded hillsides [west of the Willamette] for a park of wild woodland character.”¹

Forty-five years later, with the formal dedication of Forest Park, that vision was realized, largely because of an influential 1945 City Club report and the ongoing advocacy of the members of that original study committee.²

Now, after six more decades, City Club is again studying Forest Park. Because Club members of the past played a significant role in the park’s creation, today’s members have a special interest in its long-term success. The current study committee was asked to consider “how City Club’s vision for this tract of wild and natural ground has fared and whether the greater community has the ability and the will to protect and manage it properly.”

In a nutshell, our charge was to envision an ideal future for the park and to recommend the governance structure best suited to achieve it. To fulfill this charge, we looked both backward and forward, investigating the history of the park, its current challenges, and the possibilities for the future. The problems are obvious — challenges in funding, in management philosophy, in the struggle to balance competing recreational uses. The solutions are not.

As we looked backward, we found an intriguing paradox: much has happened in the park, but little has changed. Thoughtful, competent people have studied the issues affecting the park for many years, and generally speaking they all come to the same conclusions. And yet — again speaking generally — for a variety of reasons their recommendations have not been acted on.

As we looked forward, we found an intriguing touchstone: Forest Park represents the Portland end of a significant ecological corridor, stretching from the Coast Range to the Willamette Valley along the crest of the West Hills.³ This corridor is vital to preserving and enhancing comprehensive biodiversity and the many aspects of ecological health that flow from it to Forest Park. If we, the citizenry of the region, can embrace this larger view of Forest Park and make it a reality, we will have taken a major step toward making our corner of the planet healthy and strong.



Early Spring Trillium Bloom in Forest Park

What we were asked to evaluate. The stated goal of our study was to provide three broad elements:

1. An account of the history and development of Forest Park.
2. An analysis of the key administrative, financial, and environmental challenges currently facing the park.
3. A set of recommendations that address those challenges.

To guide us as we developed those three major areas, the study charge posed five specific questions:

1. What is a realistic vision for the future of the park and how might that vision be realized given the economic times?
2. What public body or agency is best suited to manage Forest Park?
3. What is the appropriate long-term role of the Forest Park Conservancy?
4. How should conflicts between user groups be resolved, and by whom?
5. What is needed to restore the park to good ecological health and how best should such restoration be financed?

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What we found: Over a period of ten months, the study committee endeavored to answer those questions. What we learned, to no one's surprise, is that there are no easy answers, and that in fact each potential answer mostly produced other questions.

The full committee interviewed 23 witnesses, representing many public agencies and private organizations. To fill in gaps in our research, many other people were interviewed by individual members of the committee, who then shared what they learned with the rest of us. We also reviewed a formidable stack of 80 documents, including several major planning studies.

We consolidated our findings into five major areas:

1. regional significance
2. governance structure
3. funding
4. users
5. ecology

In the body of the report, we have essentially retained this organization format as we present what we learned about those five areas and our suggestions for addressing them. However, the fact is that all these elements are tightly knotted together, for as Barry Commoner taught us nearly forty years ago, everything is connected to everything else.* The limitations of the English language forced us to write about the topics one at a time, in a linear sequence, but in reality they are anything but linear.

In brief, we concluded that:

- The park receives only a minuscule portion of the overall Parks Bureau budget — currently, one half of one percent — and we are not optimistic that this will change anytime soon.
- Forest Park is a regional asset, and needs a regional funding base. In fact, we feel strongly that the long-term solution for Forest Park is the creation of a regional park structure with a stable mechanism for funding.
- Despite the professionalism and hard work of Parks Bureau staff, the perpetual budget shortcoming has led to an unavoidable conclusion: the city of Portland has failed to properly maintain Forest Park.

* Biologist Commoner, generally regarded as one of the founders of the modern environmental movement, postulated this "everything is connected" statement as the First Rule of Ecology in 1971; Barry Commoner, *The Closing Circle: Nature, Man, and Technology* (New York: Alfred Knopf, 1971). Today we know that the same could also be said of, well, everything.

- The city of Portland has in hand a remarkable blueprint to guide its care of the park. The Forest Park Natural Resource Management Plan, produced in 1995 and not updated since, contains comprehensive recommendations for managing the park and dealing with its problems. Many of those recommendations remain unfunded. Because the problems are nearly the same today as in 1995, the recommendations are still highly relevant.
- The ecological problems in the park are serious but have received only piecemeal attention. Again, this can be traced to inadequate funding.
- As our population increases, the environmental stress on the park caused by recreation and nearby development also increases, and so do conflicts among user requirements. A vital first step — a formal user survey — is often suggested but has never been funded.
- The Forest Park Conservancy (formerly Friends of Forest Park) is the logical advocate for the park with the city, but it is a young organization and to date has not been able to exert significant influence on budgeting decisions. In other ways — fundraising, volunteerism, restoration, and public awareness — the Conservancy has been effective and shows promise for even further success.

What we recommend: A vision for 2050.

**"[We hope to see...]
Forest Park as part of a
larger, healthy ecosystem
extending all the way
to the Coast Range.
In that larger vision,
wildlife corridors are
protected, flora and fauna
diversity is enhanced,
water and air quality are
improved, and people
throughout the region
have the opportunity to
enjoy a true wilderness
experience close to home."**

We salute the visionary city leaders who brought Olmsted to Portland in 1903, and we wholeheartedly support the Olmstedian ideals of accessible open space and natural areas. We honor the hard work of the original City Club Forest Park study committee, and the extraordinary effort its members made to turn Olmsted's vision into an actual park.

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Now we propose to expand that vision even further, to a view that sees Forest Park as part of a larger, healthy ecosystem extending all the way to the Coast Range. In that larger vision, wildlife corridors are protected, flora and fauna diversity is enhanced, water and air quality are improved, and people throughout the region have the opportunity to enjoy a true wilderness experience close to home.

If the recommendations of the 2010 Forest Park Study Committee are enacted, we see a clear picture of what Forest Park might be in the not too distant future:

- The lodestar of the region's integrated system of natural spaces, parks, and trails.
- One of several large and dispersed natural areas in the region that provide close-in access to pristine environments, so that Forest Park does not bear such a large share of the region's need for natural space recreation.
- Actively used and cared for by a broad spectrum of user groups and stakeholders in a way that preserves the park's ecological health while encouraging responsible recreation.
- Ecologically healthy; a prime example of a natural forest ecosystem.
- Managed by a regional park authority and funded at levels that adequately meet ecological health and user needs.
- Cared for by many community groups, but under the guiding direction of a regional parks authority, which is able to allocate significantly enhanced human and capital resources because of its broader funding base.



Wildwood Trail

PART ONE: The Inspiring Vision

It is no exaggeration to say that Forest Park, Portland's green treasure, owes its very existence to City Club.

Here's how it happened.

In 1944, City Club member Garnett E. Cannon, known to one and all as Ding, pressed the Club to look into the feasibility of making a public park out of the forested hillsides on the northwest edge of the city. The idea had been floating around for nigh on 50 years, and Cannon was ready to see something happen. After all, he argued, the city had just paid famous urban planner Robert Moses \$100,000 (2009 equivalent = \$1,220,000) for his advice, and some of that advice — putting those “steep wooded hillsides into public ownership” — was being ignored.

So, at Cannon's urging, City Club established a study group, henceforth known as the Committee of 5, with Cannon as its head. In relatively short order, the committee submitted its report, calling for establishment of a public park in those “forested hills,”⁴ and soon afterward the full membership voted to accept the recommendation. Then as now, City Club endorsements carried considerable weight in Portland, and the drive to establish a new park was finally, officially, underway.

But we are getting ahead of our story.



Almost 50 years earlier, a triumvirate of eminent Portlanders began lobbying the state legislature into supporting the idea that more public parks was a good thing for the people of Oregon. As a result, in 1900 the legislature referred to the voters, and the voters passed, a referendum requiring cities with populations of more than 3,000 to create a parks commission. Thus, as the twentieth century opened, Portland established its first Municipal Parks Commission.

Its first members included the three who had nagged it into existence: prominent architect Ion Lewis; Colonel L. L. Hawkins, retired banker and active outdoorsman; and the Reverend Thomas Lamb Eliot, Unitarian minister and profoundly engaged citizen who had preached the conservation gospel for more than 30 years. If Forest Park can be said to have founders, these “three wise men,” as historian Chet Orloff wryly calls them, qualify.⁵ Movers and shakers

tend to be impatient with established procedures, and the Parks Commission soon chafed at the slow rate of progress. In a bold move that would have immense, long-lived implications, they decided to call on an expert.

Fortuitously, at the very same time another group of Portland businessmen was planning a world's fair for the centennial anniversary of the Lewis & Clark expedition, and they were in search of a world-class fair designer. Someone had the clever idea to combine the two charges and find one person who could do both.

They found that person in John Charles Olmsted, of the renowned firm of landscape architects founded by his stepfather, Frederick Law Olmsted. In fact, it is fair to say that the senior Olmsted, best known for designing New York's Central Park, essentially invented the field of landscape architecture in the United States, and for half a century was its leading proponent. In his hands, the Olmsted firm evolved a set of principles that remained vibrant with the second generation: namely, that park planning should be regional, comprehensive, and long-range; that any design should align with the intended use, and that naturalistic designs were often the best. The Olmsteds believed passionately that spending time in outdoor spaces promoted both physical and mental health, and was much to be encouraged, especially for segments of population without easy access to recreation.

Thus, in 1903 John Charles Olmsted was brought to Portland by the two commissions working together. Each paid



Preserving Portland's Forest

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him \$5000 (today's equivalent = \$122,000). He finished the fair plan in one week, and moved on to thinking about the city's parks.

Olmsted spent three weeks being escorted around town in Colonel Hawkins' carriage, taking extensive notes and hundreds of photographs and analyzing them each evening in his hotel room. His final product — "a proposed system of parks for the city of Portland" — was included in the Park Board's annual report to the city, where it was labeled Appendix but presented at the start of the report.

Much of the first part of the Olmsted report reads suspiciously like what we today would call boilerplate — albeit elegantly written boilerplate — and then he got down to the recommendations. Chief among them was a 40-mile circuit of parks and parkways looping around the city, and — most significant for our purposes — that the city acquire the hills west of the Willamette for a public park.

"There are," he began, "a succession of ravines and spurs covered with remarkably beautiful primeval woods, which have at present relatively little commercial value. The investment of a comparatively moderate sum in the acquisition of these romantic wooded hillsides for a park

or reservation of wild woodland character would yield ample returns in pleasure to taxpayers." (Keep in mind that Olmsted was writing in December 1903. He was the first — but not the last — to point out that the area was ill suited for any commercial development and thus could be purchased relatively cheaply. We shall hear that argument again.)

"Future generations," he continued, "will bless the men who were wise enough to get such woods preserved.... [In the future] such primeval woods will become as rare about Portland as they now are about Boston. If these woods are preserved, they will surely come to be regarded as marvelously beautiful."

Driving home his economic argument, Olmsted concluded, "No use to which this tract of land could be put would begin to be as sensible or as profitable to the city as that of making it a public park."⁶

Three years later, voters approved a \$1 million bond issue to carry out the Olmsted plan. Most of the money went to existing parks; none was dedicated to purchasing the "remarkably beautiful primeval woods."



Any who assume greed and irresponsible development are ills of the current century, note the story of one Lafayette Pence, a fast-talking entrepreneur who had learned a thing or two in the gold mines of Colorado.

The Olmsted design for the Lewis and Clark Exposition had featured as its centerpiece a pretty little body of water known as Guild's Lake. Looking down at the site from the high forested ridge after the fair was over in 1905, Pence had an inspiration. If he built a big enough tunnel and sluice system, he could carve out terraces on the mountainside for home sites and send the excavated soil and rocks down the ridge, fill in the lake, develop the resulting flatland, and make a double killing. In Colorado, he reasoned, miners did that sort of thing all the time; most ignored the pesky problem of getting permission.

Not so in Portland. It just so happened that part of Pence's sluice passed through private land owned by the Ibex Land Company, whose agent was banker L. L. Hawkins, a member of the Park Board. When he realized what was happening, Colonel Hawkins stormed into the office of Mayor Harry Lane, crying foul. Lane grabbed several policemen and they all marched up the hillside carrying sledgehammers and smashed the operation to bits.

The next day, Pence appeared before the Park Board to plead his case. Over the objections of Colonel Hawkins, he was granted a conditional permit for one year but he failed to meet the conditions and allowed the permit to lapse. Not long after, Pence quietly left town, leaving his investors out some \$225,000 (in today's dollars, \$5.35 million).

But Lafayette Pence — or at least his ghost — got the last laugh. Guild's Lake has long since been filled in, paved over, and developed, and now lies buried beneath the macadam of the Northwest Industrial area.

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The Olmsted influence remained, however, and in fact was strengthened the following year, when Emanuel Mische, an Olmsted protégé, was hired as parks superintendent. Mische was formally trained in horticulture at three of the world's most prestigious public gardens before joining the Olmsted firm, and it was the Olmsteds who urged Portland to hire him. During his relatively short tenure at the Parks Bureau (1908-1915), his leadership style very much reflected the Olmsted vision for public spaces. He wholeheartedly believed in the Olmstedian principle of healthful benefits of nature and fresh air, and while Parks superintendent, he actively campaigned for the forest park.

Support for this campaign soon came in the form of another out-of-town expert. In 1912 the city fathers (the Civic Improvement League) hired renowned landscape designer and urban architect E. H. Bennett of Chicago to develop a long-range plan. In his "Greater Portland Plan," Bennett strongly endorsed the notion of converting the hills into a "forest reserve" that would "serve a splendid purpose."⁷ Once again, no action was taken.

Then, two years later, in 1914, something happened that ultimately became a turning point for the proposed park, although it was not apparent at the time. It started, as these things sometimes do, with a grand scheme gone bad.

Richard Shepard, a real estate developer and member of the Linnton City Council, decided the area was ready for high-end residences with million-dollar views. His first step was to build a scenic road running down the ridgeline, from Germantown Road to NW Thurman Street. He named it Hillside Drive.



Hillside Drive got a new name in 1933, when The Sons of Norway successfully petitioned the city to honor their national hero, Leif Erickson.

Unfortunately, the road cost more than twice the original budget, and before the first home had even been started the owners of the properties on both sides of the road were hit with big assessments. To make matters worse, the next winter an enormous landslide severely damaged the road, and lot owners were asked to subsidize the repair costs.

The silt hit the fan. More than two thirds of the lot owners simply refused to pay the assessments, so that eventually the properties reverted to the city through abandoned

liens. For the next thirty years, these steep hills remained undeveloped and largely in public ownership.

Meanwhile, another change was developing for the city's parks. In 1914, Portland's city government switched to a commission system, and Parks Superintendent Mische, who had enjoyed the support of the Park Board, now instead reported to the city councilman who served as commissioner of public works. It was not a happy marriage. Citing disappointment that the new system did not accommodate the regional, comprehensive system he had been promoting (the real reason was that he and the commissioner disagreed on fundamental philosophy), Mische resigned.

His legacy is immense. Anyone who today enjoys concerts in Mt. Tabor Park, feeds the ducks in Laurelhurst Park, stops to smell the roses in Ladd Circle or Peninsula Park, strolls through the South Park Blocks, or hikes the Wildwood Trail, say a word of thanks to Emanuel Mische.



Even though he spent the following years traveling around the country as a parks consultant, Mische continued his love affair with Portland. From 1922 to 1923, he served as president of City Club.

Mische's successor at the Parks Bureau, Paul Keyser, served many more years than Mische (1917-1950), and although his professional background was very different, his approach to the parks system was fundamentally similar to the Olmstedian ideals. He increased the emphasis on recreational programs, but also focused on adding greenspaces to the parks.

Keyser, like Mische and Olmsted before him, believed that the Forest Park* lands should be acquired while it was still possible to do so, and fretted that the opportunities were being lost. "Portland could easily attain one of the largest and, I daresay, one of the most notable parks in the country, [with] a forest primeval, trails, viewpoints and glens, not miles away but within our urban borders."⁸

This grand vision was interrupted by the economic reality of the Great Depression. During the 1930s the focus of Portland's parks shifted away from planning and acquiring greenspaces to tangible building projects that would

* For simplicity, in this report we sometimes refer to the area that is now Forest Park by that name, even when speaking of a time before the park actually existed. To say otherwise necessitates cumbersome phrasing that the writers of this report grew weary of.

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provide more jobs. New Deal programs gave employment to many local workers building trails, fire pits, playgrounds, and bridges. Meanwhile, the Parks Bureau, also using federal relief funds, increased its emphasis on recreation and educational programs, to help families struggling with unemployment and poverty.

In the 1940s, a new seed for parks was planted. Hard in the midst of World War II, some of Portland's business leaders, prominent among them industrialist Edgar Kaiser, foresaw the surge in growth that the postwar years would bring and decided they needed a proactive plan to guide this growth. Spurred to act by Kaiser, they turned to another East Coast expert, New Yorker Robert Moses. It is hard to imagine anyone less inclined to support parks than Moses — Mr. Concrete — and yet even he urged that the “steep wooded hillsides on the westerly border of the city...are unquestionably best adapted for park purposes.”⁹ Moses' 1943 report, the “Portland Improvement Plan,” was well received and, aided in part by City Club support, resulted in a successful bond measure that dedicated \$19 million for public works. Alas, the money went to “hard” projects — sewers, roads, docks — none for parks.

Then, the very next year, everything changed.



Garnett “Ding” Cannon, president of Oregon Mutual Life Insurance (now The Standard), was well known around town. A prominent businessman and a leading figure at City Club, he was also an avid outdoorsman — active member of the Trails Club of Oregon and president of the Western Federation of Outdoor Clubs. From that triple platform — business leader, civic do-gooder, and lover of the outdoors — he began a campaign that would ultimately make the Forest Park vision a reality.

He started with City Club.

His argument: We've had all these smart people, starting with Olmsted forty-some years ago up to Moses just last year, tell us what a jewel this area is. They have all pointed out the wisdom of buying the land while it is still within our means, and yet we're stalled. If anybody can get something going, it's us. After all, Emanuel Mische himself was president of the Club in the 1920s. With that heritage, and with our tradition of public service, City Club is in a unique position to figure out whether it's feasible to convert that land into a park.

The Club's response: You're on. We'll set up a study committee, with you as chair.

Thus, late in 1944 the group that became known as the Committee of 5 started its work. On the committee, in addition to Cannon, were these four:

- *Sinclair Wilson*, economist with the U.S. Forest Service, who passionately championed the value of forests for “the continued health of a rapidly growing population.” Wilson grew up in Linnton, and it is not hard to imagine him as a young boy exploring the woods on the nearby hills. Part of his duties at the forest service involved developing a process for mapping private timberland that was tax delinquent - experience that would become extremely useful in the days ahead.
- *David Charlton*, head of Charlton Laboratories, and a strong conservationist; he was active in the Izaak Walton League, serving as its Oregon president and national vice president.
- *Allan Smith*, attorney.
- *John D. Carter*, manager of the Portland IBM office.

Nine months later, they were ready to submit their findings. They had intensively studied the potential for various uses of the area — residential, agricultural, industrial — and concluded that none was feasible. Instead, they said, the only sensible thing to do was make it a public park, but “of a primitive nature, rather than a park in the ordinary sense.”¹⁰

To ensure that vision, the committee enumerated these goals for the new park:

1. To provide facilities that will afford extensive nearby outdoor recreation for the people and attract tourists.
2. To beautify the environs of Portland.
3. To provide food, cover, and a sanctuary for wildlife.
4. To provide a site on which youth and other groups may carry on educational projects.
5. To grow timber which will in time yield an income and provide a demonstration forest.
6. To provide productive work for casual labor.
7. To protect the forest and exposed contiguous areas from fire, the slopes from excessive erosion, and the roads and lands below from rock, dirt, and other materials washed from the slopes.

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8. To eliminate problems of unwise settlement and excessive public service costs.
9. To put idle public land into productive condition.¹¹

In time, a couple of these goals would fade into the background (especially #5 and #6), but in general these five citizens were remarkably prescient.



But how to get it done? First, the committee said, put an immediate freeze on any land sales until plans were finalized. Then, combine all the areas owned by the city and county (as a result of all those long-ago lien abandonments and Depression-era tax foreclosures) as the nucleus of the park; that gave a core of approximately 2,900 acres. Another 2,500 acres, deemed unsuitable for any sort of development, were targeted for purchase and donation, for an ultimate swath of some 5,400 acres. (Note that in 2010, Forest Park encompasses nearly that amount, 5,157 acres.) The committee had thoroughly researched the legal and financial aspects and found no impediments; indeed, they concluded that converting the land to public park would ultimately save the city money.

The committee's report, urging "the creation of a municipal forest-park," was submitted to the full City Club membership on the last day of August 1945 and approved one week later.



Punctuation tells a story. In the early days, the park was referred to as "Forest-Park." Note the hyphen. Was it a forest that was also a park, or a park that was in truth a forest? The hyphen served to give equal weight to both aspects, allowing users to choose which side of the seesaw they preferred.

There was strong support for the idea throughout the community — and then, just when it appeared the Forest Park dream was about to become a reality, one more glitch appeared. It was rumored around town that there might be oil underneath the area. So, in 1945 the city and county both granted oil leases for about 5,000 acres and three wells were promptly drilled.

No oil. The wells were abandoned, the leases expired in 1946, and the only actual effect was one year lost.

At that point Cannon, fearsome promoter of Forest Park, decided to take matters into his own hands. On Novem-

ber 12, 1946, he brought together a collection of "publicly interested citizens" representing some 40 interest groups for a meeting at the Mazama Club. The last remaining obstacle, he explained, is lack of public awareness. If we all work together, we can create gentle, irresistible pressure on the city and county, and finally get our park.*

By the end of the meeting, those present had agreed to form themselves into an action committee, and chose as their chair Audubon Society president Thornton Munger, who had recently retired from the Forest Service. They became known as the Committee of 50 (representatives from the 40 organizations, plus the 5 members of the original City Club study committee, plus 5 representatives from the public at large), and for the next year, they brilliantly masterminded an intensive public relations campaign.



In time the Committee of 50 evolved into The Friends of Forest Park, which in turn became the Forest Park Conservancy.

They were busy. Committee members, Cannon summarized, "worked on remedial legislation [making it possible for the county to transfer land to the city at no cost, without prior approval of the state]; appeared before many civic groups in behalf of the proposal; prepared and exhibited new public ownership and aerial maps of the park area; conferred with representatives of the City Planning Commission, City Council, and the Board of County Commissioners; reprinted and distributed the City Club report of 1945; conducted show-me trips; broadcasted on the radio; contributed articles to the local paper; and on June 9, 1947, petitioned the City Council to take the necessary steps to create the Forest-Park."

In midst of all this, City Club reactivated the original Committee of 5 and asked for a progress report. The committee's report (July 4, 1947) described the formation of the Committee of 50 and listed their activities (quoted above), presented the committee's formal petition to the Mayor and City Council and the response of the Planning Commission, concluded "even more positively than before" that the park would be a good thing for the city, and urged its immediate creation.¹²

* Cannon took this action outside the umbrella of City Club because at the time, Club policies prohibited advocacy campaigns. The reports were supposed to stand on their own.

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The City Council set a public hearing for July 9. The Committee of 50 immediately organized an intense letter-writing campaign, and on the day of the hearing about a dozen of its members appeared in person to testify. Allan Smith, one of the original City Club Committee of 5, gave an impassioned speech about the value to Portland's image. "When someone comes along in the future," he said, "and refers to Portland as the 'spinster city,' we will throw back our shoulders and point to the park as something that no other city in the world has."¹³

The City Council voted to accept the Planning Commission recommendation, and — at least on paper — Forest Park became a reality.

It took another year to put all the pieces in place, and then on August 25, 1948, the new park was formally, finally, dedicated.



What should the new park be called? Many names were suggested but none seemed just right, so, following the advice of The Oregonian's editorial board ("Let It Simmer"), the Committee of 50 decided in 1950 to do nothing for a while.

A few years later some on the committee felt the time had come. They asked for ideas from the general public, but none of the 48 suggestions got a plurality of votes, so once again no official action was taken. By default, the name "Forest Park" — without the hyphen — stuck.

Even so, it was many years before the name was fully integrated into the general vocabulary. In his formal History of Portland's Forest Park, written in 1960, Thornton Munger, head of the Committee of 50, consistently referred to it as "the Forest Park."



In the years that followed, things were a bit calmer in the park, relatively speaking. Except for a serious fire in 1951, the most significant events, at least as far as our current study is concerned, involved several major planning efforts.

The first of these came from the advocacy activities that grew out of the original City Club report. In 1976, the Committee of 50, still vigorously advocating for Forest Park, produced a management plan for the park designed to improve conditions there, and ultimately create a

healthy, diverse, sustainable forest. In November 1976, the City Council adopted this plan.

Its opening paragraph presents an eloquent vision:

The major purpose of Forest Park is to provide an undisturbed, natural forest and park environment for the quiet recreational enjoyment of the people of the city of Portland. The major policy to guide the management of Forest Park by the City Council is that Forest Park represents an unparalleled resource where citizens can enjoy the peace, solitude, ruggedness, variety, beauty, unpredictability and unspoiled naturalness of an urban wilderness environment.¹⁴

The forest management objective of this plan is to eventually restore a diverse forest, fancifully described this way:

Although it will take generations to do so, Forest Park should be converted to the kind of forest that displays seasonal variety of aesthetic quality, that has opportunities for scenic vistas, that has well-spaced stands of tall trees, thick moss and verdant fern beds, grizzled forest giants, thrifty stands of young trees, trails throughout to disperse use and maintain the feeling of remoteness and sanctuary, portals to the park that invite appreciative enjoyment, unmolested wildlife of wide variety, freedom from mechanical intrusions, vigorous and healthy trees that aren't crowded to stagnation, and — most of all — happy people enjoying their forest.¹⁵

Acknowledging that such a restoration would be a long-term project, the plan also offered some more immediate ideas:

- Strong emphasis on public education.
- Explicit measures to protect wildlife and to restore water quality.
- Ways to address user conflicts.
- Importance of managing recreation in a way that protects natural resources in the park.

The next major piece came from Metro. In 1992, Metro produced the Metropolitan Greenspaces Master Plan "to ensure a green legacy for future generations." It represents a cooperative regional effort by public and private organizations to "establish an interconnected system of natural areas, open space, trails and greenways for wildlife and people throughout the four-county metropolitan area ... [and] to provide long-term protection of the natural areas that lend character and diversity to our region."

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To enact that vision, Metro laid out many specific objectives, four of which directly relate to Forest Park:

1. Protect nesting and feeding areas critical to sustaining local bird populations in the Tualatin Mountains and the Sauvie Island/Multnomah Channel Bottomland areas;
2. Provide trail linkages to the north, particularly the proposed Burlington Northern trail and the Greenway to the Pacific;
3. Protect the integrity of the 'big game' corridor that links the Park with source habitat in the northern Coast Range;
4. Secure the important scenic resource of the forested Tualatin Mountains as viewed from the Willamette/Columbia Rivers, their islands and channels.¹⁶

Two years later, City Club released a major study of Portland parks. The scope of that 1994 City Club Report is the entire system of parks throughout the metropolitan area, discussed on a macro-scale. Some pieces of it, however, speak specifically to Forest Park, particularly its significance as a regional asset:

"Some regionally-significant parks including Washington Park, Tom McCall Waterfront Park, the East-side Riverbank (and its future development), and **Forest Park**, should be considered for transfer from the city of Portland to a regional authority.

Our vision for the future includes Metro or a similar regional government as the owner and manager of regional parks."¹⁷

The committee concluded:

- "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;
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."

Based on these conclusions, the 1994 City Club Report made the following recommendations:

"C. Regionalization of Parks:

1. By the end of 1994, Metro should convene a regional park coordinating council. . . . 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. . . . "The committee believes in the desirability of all regional parks [Forest Park is among those named] 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."¹⁸

The same conclusion was restated in the report's recommendation section: "Significant natural areas in the region,

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such as Forest Park... would be better served if owned, operated and funded by a regional authority with demonstrated park-management capabilities. ... By the end of 1994, Metro should... create a regional parks authority with full power to operate and maintain significant natural areas in the region. ... Initial properties for transfer should include Forest Park.¹⁹

The fourth major planning document came from the city of Portland, specifically the Parks Bureau and the Bureau of Planning. In 1995, the city released a major piece of work: the Forest Park Natural Resources Management Plan. This is a pivotal document, with many very significant initiatives. It serves as both the official statement of the city's policies and goals for Forest Park and the active management guide for the park. It has not been updated since 1995. In this report we refer to it often, using the shorthand term "the 1995 Management Plan," and we came to admire it greatly.

"In fact, it's not too much of a stretch to say that all of our recommendations could be condensed into this:

Read the [1995 Management Plan], believe it, fund it."

Its vision statement deliberately echoes the wording of the 1976 plan:

"Forest Park represents an unparalleled resource where citizens can enjoy the peace, solitude, ruggedness, variety, beauty, unpredictability and unspoiled naturalness of an urban wilderness environment; a place that maintains this wilderness quality while allowing appropriate passive recreational and educational use without degrading natural resources; an urban laboratory for environmental research and resource enhancement and restoration; America's premier urban ancient forest."²⁰

The 1995 Management Plan establishes four broad goals — two each for conservation and recreation/education — and plainly states that its top priority is preserving the natural ecosystem. To accomplish these goals, the management plan then enumerates 10 broad strategies, each further broken down into dozens of specific projects. Every one is well thought out, every one is worthwhile, and most of them remain unfulfilled.

The 1995 Management Plan is filled with creative ideas and common sense, presented in language admirably free of bureaucratise. It's a remarkable document, and deserves the full attention of today's city leaders. Virtually every conclusion we reached, after many months of study, echoed what those planners had already found. In fact, it's not too much of a stretch to say that all of our recommendations could be condensed into this:

Read the plan, believe it, fund it.



Looking back through the entire century-long history of the park, we observe several recurring themes. From the outset, those citizens concerned with creating what we now call Forest Park have shown a strong desire to:

- Preserve its "wild woodland character"
- Conserve habitat for native plants and animals
- Provide appropriate recreation for a wide range of users that does not damage the natural resource
- Responsibly maintain the "unparalleled resource" for all, with education, stewardship, and professional management.

We find it noteworthy that every twenty years or so since the area was officially dedicated as a city park, a new planning effort reiterated those core themes. Also noteworthy: that City Club is so much a part of the continuing conversation.



A healthy understory

PART TWO: The Current Reality

THE PARK: An Unparalleled Resource

Forest Park is, quite remarkably, an actual forest in the midst of a modern city. It comprises 5,157 acres of trees both evergreen and deciduous, shrubs large and small, wildflowers, ferns, grasses, and groundcovers; also, the superficially lovely but nefarious English ivy, other invasives, and plain old garden-variety weeds. It is home to more than 100 species of birds and more than 60 species of animals, including beaver, deer, coyotes, bobcats, black bear, and elk. It is the source of several streams that in two cases support cutthroat trout.²¹

In terms of its physical aspects, the park is a long, thin swath of green in northwest Portland, on the edge of the West Hills. Covering most of the east face of the ridge above the Willamette River, it is bounded by West Burnside Street on the south, NW Skyline Blvd. on the west, NW Newberry Road on the north, and NW St. Helens Road on the east.

Forest Park contains about 70 miles of trails, most limited to pedestrians. The most significant ones are Leif Erickson Drive, formerly a vehicle road, running approximately 12 miles from NW Thurman Street to Germantown Road, and the Wildwood Trail, stretching 30 miles from the World Forestry Center to Newberry Road. Large groups are not accommodated, but the park is available for small organized runs and walks. There are no traditional park amenities such as ball fields or playgrounds, and private motor vehicles are not permitted inside the park.

For such a large park, there are only a limited number of access points. The one most used is the end of Leif Erickson Drive off of NW Thurman Street — smack in the midst of a residential neighborhood. There are other access points off Cornell Road, Germantown Road, Newberry Road, and Skyline Road, but often they are obscure, virtually unmarked and all but invisible from the road. There is no good bus access.

Mother Nature doesn't sit still for long, and she has had her way with Forest Park. What began as an old-growth forest changed in the nineteenth and twentieth centuries, partly from logging and partly from major fires, which

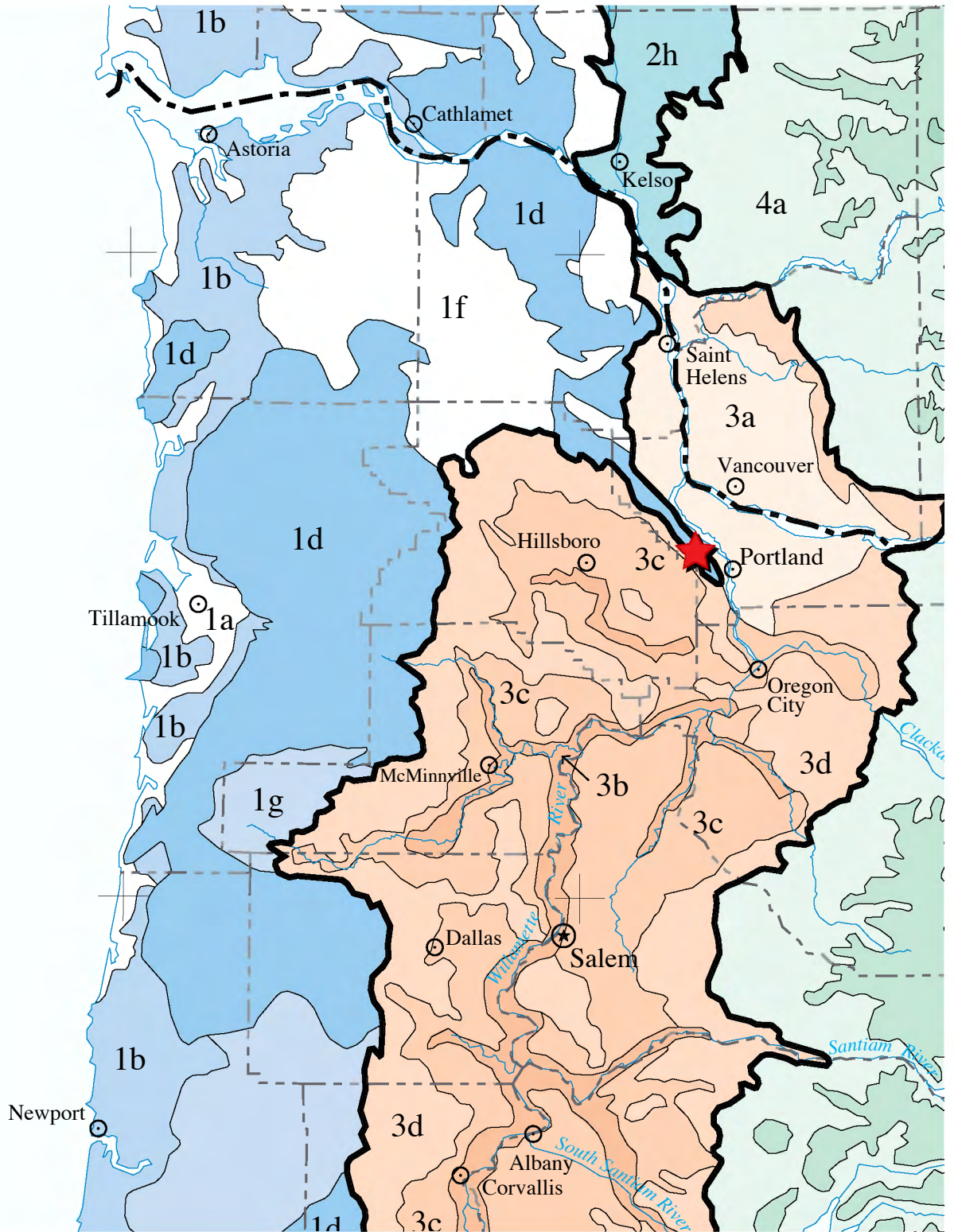


Native Trillium in Forest Park

burned large areas in 1889, 1940, and 1951. After those traumas, Mother Nature took over. The plant communities currently found in the park reflect the natural regeneration of the land that follows such disruptive events, abetted by limited tree planting following logging and the 1951 fire.²² Today, the forest is considered second growth, with only a few small, scattered sections that are truly old growth.

When considering its ecological setting, we must start with the fact that the park is an extension of the Coast Range ecoregion. Some may be surprised by this statement. But a look at the accompanying map makes it clear: one segment of the Coast Range ecoregion ends with a downward-oriented peninsula, a sort of thumb pointing down toward Portland. That peninsula forms Portland's West Hills, and Forest Park sits within it.

Pacific Ocean



Ecoregions of NW Oregon and SW Washington

- 1a-1g Coast Range Ecoregions
- 3a-3d Willamette Valley Ecoregions
- 4a-4b Cascade Ecoregion



Source: Modified from D.E. Pater et al., Ecoregions of Western Washington and Oregon; U.S. Geological Survey, Reston, VA, 1998.

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This connection to the Coast Range is critical, for several reasons. It provides a significant wildlife corridor between the coastal mountains and the open spaces of the Portland region. It facilitates the phenomenon scientists call gene flow* — the flow of genetic material that is vital to a healthy ecosystem — into the park from a larger, diverse gene pool in the Coast Range. The movement of genetic material with migrating fauna requires a physical corridor with few breaks, none of them wider than perhaps a few thousand feet. The movement of genetic material for plants is more problematic. While some pollen and seeds travel with moving animals, much genetic material moves on the wind. For floral gene flow, the breaks in the corridor should be less than that of faunal gene flow. The dimensions of such breaks are a subject requiring research by professional forest ecologists. Finally, this Coast Range connection serves as a concrete symbol of the idea that Forest Park has value beyond the city limits.

THE PLAYERS

The park is owned largely by the city of Portland (Metro holds official title to some tracts) and administered by the city’s Bureau of Parks and Recreation. But the Parks Bureau is not the only player on the scene. Also involved, to varying degrees, are:

- Portland’s Bureau of Environmental Services, which contributes funds for several park projects, including a successful preservation effort called Protect the Best.
- The Forest Park Conservancy, a nonprofit organization with a passion for restoration and a strong cadre of volunteers.
- Metro, which used two recent bond measures to purchase 926 acres for the park and also owns areas adjacent to the park that might someday be folded in.
- The Intertwine, a new affiliation of governmental entities throughout the region, working together to find funding and branding opportunities for their parks, trails, and open spaces.
- Audubon Society, a close neighbor with a kindred spirit.

* In Forest Park, gene flow is particularly relevant in terms of plants. Genetic material of plants (captured in their pollen) is carried largely by wind and insects, and in a healthy ecosystem it’s carried throughout the eco-corridor. This requires both density and diversity. Without sufficient density of plants within corridors, the transport of pollen suffers. Without sufficient diversity, the system cannot respond robustly to environmental stress. In extreme cases — a system that is all one kind of plant or animal — a major stress can wipe out the entire system.

- Several neighborhood associations.
- Public utilities with rights of way and easements within the park boundaries.
- Portland Water Bureau, which owns several storage tanks in the park.
- Park enthusiasts and dedicated user groups, some with money and good organization, some without.

Portland Parks and Recreation.

Within the Parks Bureau, a department called City Nature is responsible for all of the city’s natural areas. City Nature itself is subdivided into City Nature East, with 28 natural areas, and City Nature West, with 27, including Forest Park, the largest.

If any individual can be said to have primary responsibility for Forest Park, it is the Natural Areas West supervisor, Dan Moeller, although it should be noted he is also responsible for supervising the 26 other west side natural areas. The same is true, by the way, of the rest of the City Nature staff. No single Parks Bureau employee is dedicated solely to Forest Park. We find this noteworthy, to say the least.

Table 1: Responsibility for Management of Forest Park within Portland Parks Bureau



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Day-to-day management decisions specific to Forest Park are guided by the 1995 Management Plan. This comprehensive document is a major policy statement reflecting the city's vision for the park and remains the operational bible, incorporating aspirations, guidelines, and boundaries.

Speaking broadly, the Parks Bureau has overall responsibility for the physical aspects of Forest Park — including routine and emergency maintenance, capital improvements, ecological oversight, restoration, fire management, security, and administration — and the strategic vision and policies that guide them.

It accomplishes this with PPR staff drawn from a variety of sources, none of whom work exclusively on or in Forest Park and a budget of approximately* \$500,000. Many witnesses noted, and common sense would ratify, that neither the staff allocation nor the budget allocation are sufficient for managing a property of 5000 acres.

The Department of City Nature emerged from the Parks 2020 vision process. David McAllister, its current manager, assessed the condition of the park and described the cooperative alliances that the city has with many entities. He told us he believes that these alliances are getting stronger and that they represent an invaluable resource. In point of fact, they represent the fulfillment of one of the main recommendations of the 1995 Management Plan.

Bureau of Environmental Services.

Officially tasked with protecting water quality for Portland residents, the Bureau of Environmental Services (BES) plays a significant supporting role in Forest Park. In particular, the BES Watershed Services Group has four major goals relevant to Forest Park: to improve hydrology, water quality, physical habitats, and the biological community.

The problem of invasive species in the park is well known, but not everyone realizes it is, among other things, a water-quality issue. Invasive plants contribute to sedimentation in the watershed, and they don't protect soil and water like native ecosystems do. To address this critical problem, the Watershed Services Group supports Forest Park through its participation in Protect the Best, described later in the report.

* We say "approximately" because in spite of our best efforts, it proved impossible to obtain precise numbers on just what portion of the overall Parks budget and staff is allocated to Forest Park. It may be that no one knows.

Forest Park Conservancy.

In July 2008, the group then known as the Friends of Forest Park recast itself into a conservancy. The Friends group, a long-time supporter of the park, had in turn evolved from the original Committee of 50 that spearheaded the creation of Forest Park back in 1948.

Why the change? Forest Park Conservancy leaders explain it this way: the priorities had shifted, and the organization needed both a new structure and a repopulated board to accomplish them. Today, the staff and the board of the Conservancy are substantially different from those of the former Friends group.

Michelle Bussard, director of the Conservancy, described the primary goals of the current organization as:

1. Trail maintenance
2. Forest restoration
3. Public awareness²³

As of November 2009, the Conservancy had a staff of 5, some 1500 members, and 1000 others who subscribe to its e-letter. Its adopted budget for 2010 is \$406,500. (That figure includes \$50,000 from The Standard, the first of a planned 3-year donation; see details later in the report.) Memberships account for 27 percent of its present financial base. The balance comes from individual donations, corporate philanthropy, some bequests, and foundation grants ranging from \$5000 to \$25,000.

One recent development has major significance for the Conservancy. On September 18, 2009, The Standard announced a major program of support, totaling \$150,000 and 1,500 volunteer hours over three years. The volunteer effort is directed at ivy removal in a 60-acre tract off Germantown Road. The funds are intended to allow the Conservancy to focus on trail maintenance and restoration, to build internal organizational capacity, and to create a public awareness campaign. The monetary contribution from The Standard has an employee matching component that could bring in several thousands more each year. The donation, made on the occasion of the park's sixtieth anniversary, honors the legacy of one of its "founding fathers," Garnett "Ding" Cannon, and one-time president of the company.²⁴

Metro.

Metro is a regional government body formed in 1979 when two agencies merged: the Columbia Region Association of Governments, which dealt with land use and transportation, and the Metropolitan Service District,

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responsible for solid waste management and operation of the zoo. Metro is governed by a 7-member council, elected by district except the council president, who is elected at large.²⁵

In 1992, a new charter was adopted that broadened the scope of the agency. Quoting from the text of that charter, henceforth the agency's "most important service [was to be] planning and policy making to preserve and enhance the quality of life and the environment for ourselves and future generations." Over the next few years Metro developed a major presence in natural area restoration, park management, and in land purchases for additional parks.²⁶

Metro is no stranger to the role of park landlord. In furtherance of its role as environmental steward, in 1994 the agency assumed responsibility for all parks then owned by Multnomah County: Blue Lake, Oxbow, Smith and Bybee Wetlands, Beggars Tick Wildlife Refuge, and several others.²⁷ And while the present Metro Council isn't particularly eager to expand that portfolio, the agency does view as paramount its mandate to provide citizens with access to natural areas and outdoor experiences.

One useful way to view Metro's role in parks of the region is to look at two recent bond measures. In 1995 and again in 2006, voters passed bond measures authorizing funds for land acquisitions and capital improvements for Metro's Open Spaces program. Together the two measures added 926 acres to Forest Park. At the moment there are no plans to buy more parcels for the park.²⁸

In brief, Metro uses the bond money to buy land, rehabilitates it as needed, and then hands it off, wherever possible, to whatever agency is affiliated with the property, in Forest Park's case the city of Portland. Metro is required by law to retain title to the land it buys but aggressively seeks to transfer management to some other entity.²⁹ Currently, Metro owns some 10,000 acres; much of it is remote and deliberately undeveloped, with no public access, but all of it falls within the agency's mandate to preserve natural areas.

Regional Conservation Framework. This new Metro initiative includes representatives from the Columbia Land Trust, the Wetlands Conservancy, Oregon State University, and a few other organizations. The group is looking at the northern Willamette River basin between Molalla and the Lewis River. One of their tasks is to compile regional conservation information that can be computer-processed to show underlying soil-bedrock or vegetation cover. The resulting imagery would form the basis for identifying conservation corridors within the northern Willamette

River basin that would connect existing parks. The group met occasionally for about one year and will likely meet for another 18 months before moving on to the another phase of the project.

The Intertwine.

In 2004, Metro convened a group of citizens, local elected officials, parks directors, and civic leaders to assess the state of the park system in the greater Portland region, and make recommendations to Metro for action. This Greenspaces Policy Advisory Committee created a vision of "an exceptional, multijurisdictional, interconnected system of neighborhood, community, and regional parks, natural areas, trails, open spaces, and recreation opportunities distributed equitably throughout the region." From this vision, a coalition called The Connecting Green Alliance was established in 2007 to foster stronger relationships among

"[T]he Intertwine is envisioned as a region-wide cooperative alliance of government agencies, nonprofits, businesses and individuals, all working together to preserve our land, air, and water. It hopes to cross city, county, and state borders to create an ever-growing network of integrated parks, trails, and natural areas."

the various owners of these properties. In July 2009, this group was renamed and rebranded as The Intertwine Alliance.³⁰

Still in its very early stages, the Intertwine is envisioned as a region-wide cooperative alliance of government agencies, nonprofits, businesses and individuals, all working together to preserve our land, air, and water.

It hopes to cross city, county, and state borders to create an ever-growing network of integrated parks, trails, and natural areas.³¹

Cynthia Sulaski, the Intertwine's new coordinator, gave us this description.³² Think of it as two pieces. (1) The Intertwine itself is the connected system of parks, trails and natural areas in the greater Portland area. (2) The Intertwine Alliance is made up of the organizations that operate open space and other interested parties. Members that contribute \$6,000 and 100 hours of staff time and in-kind services form the Core Team. They "lead efforts and implement projects that fulfill the mission of The Intertwine" ("Support the Intertwine" brochure). Organizations

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may join the Alliance with a smaller commitment, but they do not vote on specific proposals. The Alliance pursues activities in five areas: restoration, acquisition, trails, regional system, and conservation education. At this time, the Intertwine has a part-time coordinator, a website that is still being developed, and 33 member organizations of which 12 are designated as “partners.”³³

A big role for The Intertwine will be lobbying for federal funding.³⁴ One intriguing possibility is legislation being shepherded by U.S. Senator Richard Durbin of Illinois. His state has a federally funded program called Chicago Wilderness, a successful model of what The Intertwine might grow to be. To assure continued funding, Durbin suggested that three other cities join Chicago: Houston, Cleveland, and Portland. The bill he drafted would give \$25 million each to U.S. Fish and Wildlife and the U.S. Forest Service, and those agencies would then disburse the \$50 million to the four coalitions. The Intertwine, as Portland’s coalition, would then pass the money through to its member parks. Unfortunately, that bill was not ready in time for a crucial budget vote, but Durbin has pledged to introduce the proposal in the next budget cycle.³⁵

To summarize the Intertwine at this time, it is a vision for a regional park alliance that would link diverse greenspaces in the Portland metropolitan area. This vision is in the early stages of realization; it has a coordinator, a website, and a small but growing group of members.

The Audubon Society.

While not an active player in Forest Park management, the Audubon Society is a neighbor with a strong interest in the park’s well-being.

The Audubon Society of Portland owns and manages 150 acres of nature sanctuary adjacent to Forest Park. Within the sanctuary are four miles of forested hiking trails open daily and free to the public.³⁶

It’s important to remember that the Audubon Society property is adjacent to, not within, Forest Park. While the two properties are physically connected, they are managed differently under different mandates.³⁷

Neighborhood Groups.

The committee met with representatives of two neighborhood associations: the Neighbors West-Northwest Coalition* and the Forest Park Neighborhood Association.

* Neighbors West-Northwest is an umbrella organization of 12 neighborhood associations, including Hillside, Sylvan Highlands, and Northwest Heights, all bordering Forest Park.

We were somewhat surprised that they did not identify parking as a significant problem. One witness summed up his feelings by saying that parking could be “a little hard” around his home, but he understood this when he moved into the neighborhood and felt it was “part of the deal” of living so close to the park. They are much more concerned about development of the areas surrounding the park, especially the pace of development in Washington County. They worry about the impact of increased traffic on wildlife and overall stability of the park.

Public Utilities.

Portland General Electric and Bonneville Power Administration own power line easements through Forest Park and are primarily responsible for maintaining them, in accordance with Oregon State Public Utility Commission rules and regulations. The city earns no income from use of this park land. These easements are long-standing: PGE’s agreement with the city dates to 1956, BPA’s to 1955.

The issue for the park is the plants that grow in the easements area, and balancing competing priorities. The utilities are most concerned about fire risk. The Parks staff is most concerned about the potential for spread of invasives. For its part, the PUC mandates certain management practices. The challenge here is to find ways to deal with troublesome plants in a way that does not harm the park’s ecosystem; for example, eradicating ivy with herbicides that are suitable to Park Bureau guidelines. PGE has the better history of cooperation with the Parks Bureau, but BPA has pledged to be a good neighbor and participant in the park. Both have agreed, for example, to leave as many wildlife snags as possible when considering tree removal.³⁸

Portland Water Bureau.

The Portland Water Bureau provides water services to the city of Portland. The Water Bureau owns or has easements to nine properties within Forest Park totaling 169 acres. The properties include five active tanks and four inactive tanks. There are also five active tank properties around the park periphery.

The Water Bureau has limited interaction with other park stakeholders. PPR mows the grass at one location. BES has requested and received park access through one of the Water Bureau’s Linnton sites (on the park periphery) and in the process, eradicated ivy at that property. Water Bureau personnel are aware of the ivy problem and work on it in a limited fashion on their properties.

Recreational Users.

All the organizations described thus far play a role in what

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happens in Forest Park, for better or worse. Yet for the average citizen, they are invisible. People who take the family dog for a walk in the woods don't care who owns the land underneath their favorite trail. But as we examine the "people" aspect of the park from all angles, we must include the thousands of recreational users who love the park, help take care of it, and in some cases tussle with one another over who gets to do what and when and why.

The most common users today are walkers and hikers, runners, dog walkers and mountain bicyclists. (The last group presents an area of significant controversy.) The heaviest use is in the south end of the park, closer to town and to trailheads along Cornell Road and off of NW Thurman Street.

THE PROBLEMS

"[M]any of the approaches that would normally be applied to public parks simply don't work when you're talking about a forest."

From the very beginning, Forest Park was envisioned as a hybrid — part park, part forest. The original City Club report that urged creation of the park back in 1945 spoke of a place "of a primitive nature, rather than a park in the ordinary sense."

Although today we tend to call it a park, it is in most respects a forest. That means the problems are bigger and the solutions are tougher, for many of the approaches that would normally be applied to public parks simply don't work when you're talking about a forest.

GOVERNANCE - Who should manage the park?

The biggest issue — because all else depends on it — is determining the ideal governance structure for the park.

We considered many possibilities:

1. A loosely defined and evolving partnership between Portland Parks and Recreation (PPR) and the Forest Park Conservancy.
2. A triumvirate, with PPR, the Conservancy, and Metro sharing the responsibility for the park.

3. Metro assuming complete control.
4. A special tax-based district — either just for Forest Park or for all the regionally significant parks — similar to the Tualatin Hills Parks and Recreation District.
5. A region-wide funding alliance, perhaps modeled on the Minneapolis system.
6. Any one or any combination, further modified into short-term and long-term versions.

Parks and Conservancy. As things now stand, the Parks Bureau hopes to someday transfer major responsibility for running the park to the Conservancy, once they have developed the organizational capacity to do so. Zari Santner, Parks Bureau director, drew a parallel with the Children's Museum, with Pioneer Courthouse Square, and with Pittock Mansion, all of which are owned by the city but operated either largely or completely by their respective Friends groups. "They [the Conservancy] are not there yet," she told us, "but we want to help them reach that point."³⁹ The Conservancy, for its part, is eager to assume this primary role. In the meantime, until the Conservancy has achieved the necessary strength and capacity, PPR would continue to set policy, establish budgets, and lead day-to-day management.

This arrangement consumed a great deal of our attention. We found much to admire in both these organizations, and at the same time we were troubled by the climate of tension that exists between them.

The Parks Bureau has an established organization staffed with well-qualified professionals who clearly have a strong sense of commitment to the park. The development of the City Nature managerial structure in 2005/06 is a very significant step forward. It has helped the Parks Bureau begin to realize one of the core goals of its 2020 Vision, to "preserve, protect and restore natural areas."⁴⁰ One witness who has for decades closely followed natural resource issues throughout the metropolitan area lauded both the vision behind City Nature and its actuality.⁴¹

During our investigation we had many interactions with Parks Bureau personnel. We found them to be highly trained, hardworking, conscientious, and fiercely dedicated to the city's parks. In the face of perennial budget shortcomings and political uncertainties, they manage to maintain their passion and good cheer. We salute them.

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However...

Budget shortfalls seem to be an ineluctable fact of life, placing all good intentions in jeopardy.

The Forest Park Conservancy, for its part, does an excellent job recruiting volunteers and raising funds, and there appears to be little doubt that they care deeply about protecting the park. The organization has potential to develop into a very strong partner that might someday assume primary responsibility for managing the park.

However...

The Forest Park Conservancy does not yet have that capacity.

It must be emphasized that the Conservancy is a very young organization, still developing the muscle — in board makeup, staff, money, and reputation — to fulfill its mission. The recent contribution from The Standard will undoubtedly bring significant resources for growth, and several outside observers told us things are already moving in the right direction.⁴² However, this opinion was not unanimous.⁴³

What are the prospects for success of a governance model based on an eventual partnership between PPR and the Conservancy? The exact nature of that partnership is evolving, with accompanying growing pains. Representatives of the two were careful in their choice of words but evidence of mutual uneasiness was plain to see.

Currently, PPR and the Conservancy are in negotiation on a Memorandum of Understanding that will clarify the structure and operation of their relationship. These negotiations have been protracted and rocky, demonstrating the “healthy difference of opinion” that exists between the two organizations.⁴⁴ However, it was repeatedly stressed to us by virtually every witness that the Conservancy is absolutely vital to the successful operation of the park. As former Parks commissioner Jim Francesconi said, “We simply couldn’t do what we do without them.”

A good model exists in Tryon Creek (see below). The Friends of Tryon Creek have essentially filled the vacuum that the limitations of state park financing have created, and they are the reason the park is a success. If the Forest Park Conservancy were to evolve into a group capable of funding programs and park maintenance in the same way, Forest Park would certainly reap similar benefits.

Metro. The possibility of Metro assuming a significant role in, or even full control of, Forest Park is quite intriguing to the committee. We see numerous advantages:

- Metro is by definition regional government, and its ability to raise money from the tri-county service area makes it a powerful and central figure for parks of regional significance.
- They have considerable experience with managing large parks and natural areas (although the present Council has indicated that they do not particularly want to take on any more).
- Metro’s staff includes scientists and technical experts whose expertise could greatly benefit the park.
- Precedent exists for a hybrid approach. Cooper Mountain (see below) and other Metro natural areas are patronized and funded by a population base much larger than what adjacent neighborhoods or municipalities could fund, while at the same time they are managed by local jurisdictions.
- Metro is skilled at working with volunteers, and in fact actively cultivates them by allocating part of its bond proceeds to their support. Its natural parks benefit from large, well-funded and motivated volunteer organizations. Cooper Mountain, for example, was developed with volunteer input from its inception.
- Metro’s operational philosophy and priorities are not subject to the same shifting that occurs in a commission-based structure when commissioner assignments change.

Exactly how Metro’s involvement might take shape is an open question. A three-way management structure is one possibility. A partnership, such as the one at Cooper Mountain, is another possibility. A third option is for Metro to assume full control of the park. In fact, a substantial minority of the study committee came to believe that this is the best solution for now, with a long-term view of transitioning to a regional park structure.

Alternative Models. In our search for viable management scenarios, the committee investigated several other park operations, both within the metropolitan area and in other cities, to see if what they do might prove useful models for us, either in part or in whole. We found several interesting examples.

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Conservancies. Public/private partnerships today are a common model of park management. Typically, the public partner actually owns the park and the private partner is a nonprofit, membership-based organization that raises money and volunteers to support the park. More and more, these public/private partnerships take the form of conservancies. It appears that this is the relationship toward which the Conservancy and PPR are moving; the Memorandum of Understanding now being negotiated would formalize this approach.

Special Park Districts. The Minneapolis Park and Recreation Board (MPRB) is an independently elected, semiautonomous body responsible for developing, governing, and maintaining one of the nation's better known park systems. MPRB's parks are either "regional" or "city/community" depending on their size and use. The board has the authority to levy taxes and then distribute the money to individual parks. Regional parks also receive state funding, which covers approximately 15 percent of their day-to-day expenses as well as capital projects. There are no fees for park use; however, municipal golf courses and other fee-based amenities, such as a water park, do generate income.

Every two years, the MPRB recommends projects to be included in the regional improvement plan. The plan is first presented at public meetings, then submitted to the Minnesota State Legislature for approval and funding allocations.

Minnesota recently passed a "legacy tax," a state sales tax of \$0.00375 (3/8 of 1 cent) to support the arts, parks, open spaces and other projects. This dedicated tax will generate close to \$5 billion over the next twenty years. Regional parks will be able to benefit from these monies; city parks will not.

Metro Partnerships. Metro has several cooperative arrangements with smaller political entities for natural-area parks. The usual pattern is that Metro acquires the land, restores habitat, and funds the capital development of the parks, and the local jurisdictions manage them.

Cooper Mountain Nature Park is a recent example of a Metro partnership with an existing park system. The Tualatin Hills Parks and Recreation District (THPRD) provides day-to-day management of the 231-acre park, including park ranger operations, security service, educational programming, park maintenance and natural resources management. Ownership remains with Metro, but signage, branding, etc. are designed by THPRD. Metro managed the

habitat restoration work and its arborists and scientists will continue to study the park and suggest enhancements. THPRD and Metro have a ten-year renewable contract for the park. For the first five years, Metro provides \$128,000 a year for management; starting in year six, THPRD becomes responsible for the cost of operations.

State Government and Friends Group. Another alternative example of wild area management is the Tryon Creek State Natural Area between Portland and Lake Oswego. Although the park is owned by the state of Oregon, for the most part its day-to-day operations are managed by The Friends of Tryon Creek State Park, a nonprofit organization that was instrumental in creating the park in the 1970s. The Friends built the interpretive center, which serves as the hub of the park, and operate a store, the nature center, and the environmental education programs at the park. The Friends perform all trail maintenance and clean-up and do habitat restoration in collaboration with the Tryon Creek Watershed Council.

The state pays for utilities and limited capital improvements at the park and funds, as part of its metro unit, a park ranger who is also responsible for the other state recreation areas in the Portland metro area. The Friends, however, are funded almost entirely by program fees and volunteer contributions; they employ and manage their own staff within the park.



IN THE END, the governance issue presented an irreconcilable point of disagreement within the committee. Some committee members came to feel strongly that the city has failed the park, and that its management should pass immediately into other hands. They ultimately concluded that Metro is best qualified to take control of the park, and have submitted a minority report to that effect.

A majority of the committee came to the conclusion — some quite reluctantly — that even though the city's stewardship of the park has been inadequate, a radical change of ownership would be counterproductive. They concluded that all the alternatives had their own share of problems, and none of the alternatives was strong enough to overcome its inherent limitations. Some on the committee noted that the city has made significant strides in park management in recent years; they believe the trajectory of improvement is positive. Below is a summary of the alternative governance models and why the majority found none to be preferable, in the short term, to governance of the park by PPR:

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Table 2: Forest Park Governance Alternatives Considered and Rejected by Majority of Study Committee

Governance Alternative	Committee’s Concerns
State of Oregon	The state’s investment in its parks is dependent on lottery revenues and user fees. There is no indication that the state would be willing to invest any more in Forest Park than the city currently does. User fees are an unlikely source of revenue for a park that can be entered at many points and has no designated entrance.
Metro	Although Metro has the capacity to generate revenue on a region-wide basis, there is currently no funding mechanism that would support the cost of maintaining Forest Park. Thus, Metro is currently in no better position than the city to maintain Forest Park. The committee met with Metro President David Bragdon and Jim Desmond, Director of The Sustainability Center at Metro. Both supported the creation of a regional parks authority; neither believed it was appropriate for Metro to take over the running of Forest Park outside of the context of a regional parks authority.
Dual management by PPR and Metro	The committee did not believe that a dual management structure, involving the city and Metro, similar to that involving Tualatin Hills Parks and Recreation District and Metro at Cooper Mountain, would resolve any of Forest Park’s current funding issues. Metro’s funding of Cooper Mountain park is only an interim measure, with THPRD taking over after a few years. The long-term management structure of Cooper Mountain is actually similar to the regional parks authority the committee recommends.
Forest Park Conservancy	The city’s stated goal is to have the Forest Park Conservancy eventually take over the running of Forest Park, similar to the city’s current arrangement with the Children’s Museum. It is the position of the committee that the Conservancy is not currently in the position to take on this role. It does not currently have the funding base to maintain the park or the political “clout” to ensure proper funding by the city. Additionally, the Committee is not convinced that public resources should be managed by private entities.
Alternative Models	Deciding what regional funding source and governance structure would be most appropriate for the area’s regional parks was beyond the scope of this report. The committee was favorably impressed with the goals of the Intertwine, but it is premature to say Forest Park should be funded or governed by this emerging organization. The Minneapolis model was seen as a very comprehensive and coherent approach to funding regional parks, but likely could not be replicated in Oregon, in the short term, as it requires the creation of a new governmental organization with taxing authority. Something Oregon voters are unlikely to approve.

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After considering the governance alternatives in Table 2, a majority of the committee concluded that the city is currently best positioned to govern the park. Importantly, not only is the city the “least of all evils,” there is evidence that the city — if it would commit adequate funding to the park — would be a good steward:

- The creation of City Nature within the Parks Bureau has brought more of the city’s attention and personnel into the natural areas, including Forest Park;
- The Protect the Best partnership between PPR and BES, in place since 2008, appears to be very effective at reclaiming and maintaining the less degraded areas of the park;
- The city has extensive experience in managing parks for mixed recreational use;
- Several witnesses testified that the city had the competence to manage the park, just not the resources.

ECOLOGY — Is the park in good shape?

Our study committee was asked to consider a specific question: How has the park fared in the decades since it was established? We heard from many witnesses on this topic. Their assessments ranged from “it’s the best condition I’ve seen in twenty years”⁴⁵ to “the forest is on life support.”⁴⁶ Who is right?

In the end, we were unable to get a science-based resolution to this important question. Professionals we spoke with disagreed, and evaluating their data proved extremely tricky. Part of the difficulty is that there is no previous

study that would make it possible to compare current conditions with an earlier baseline. In 1993 biologists from PSU and Linfield College began academic studies of forest ecology in the park, but unfortunately their work does not yet provide a long-term perspective.

However, our committee was extremely

fortunate to have several scientists in its makeup, and they gave us important perspectives on current conditions and future concerns, including habitat, watersheds, and plant communities.

Habitat. The geometry of Forest Park — essentially it’s a long, narrow rectangle — means there is a substantial area of “edge habitat” along the two long sides of the rectangle. The edge habitat, whose size is variously estimated at between 740 and 1480 acres, is drier and warmer than the interior, and may expose the interior forest to wind throw. It’s not a single line, like a boundary, but a wide borderland that extends several hundred yards into the interior from both sides. So the interior habitat is relatively small given the overall size of the park, and the animals and plants that depend on that particular environment are stressed. For many species of animals, especially large ones, 5000 acres is not large enough to support population stability and genetic diversity. Also, the long borders present a great opportunity for non-native plants and animals to enter the park.

Streams and Watersheds. Virtually all of Forest Park lies within the Willamette River watershed. The streams in the upper part of the park are some of the highest quality in the city, but those in the lower portions and in the adjacent industrial area remain degraded.

Balch Creek at the south end and Doane and Miller Creeks in the northern section are the only year-round streams in the park. Unfortunately, over the decades, they have lost their connection to the Willamette. Between the lower edge of the park and the river, they are all contained in underground culverts, eliminating any migratory salmon runs. They do, however, represent unique resources for the park itself, and contribute to the quality of the Willamette River.

Balch Creek, which is in fair condition, is home to a unique population of cutthroat trout, landlocked and cut off from the Willamette. The upper end of the Balch watershed is in private ownership. There is some E. coli contamination, most likely from unleashed dogs and leaking septic systems from nearby homes. In addition to this sedimentation problem, the biggest issue affecting Balch Creek water quality is the impact of invasive plants. The extensive ivy in this area causes erosion and has a negative effect on soil integrity.

The upper watersheds of Miller and Doane Creeks are in public ownership. They have the highest water quality and habitat condition of any surface water in the Portland area, a truly unique distinction.



Balch Creek

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The very first settler in Willamette Heights was Danford Balch, who journeyed west from Massachusetts with his wife Mary Jane and in 1850 homesteaded a land claim of 346 acres in the hills bordering the Tualatin Plain. He felled logs and built a fine cabin for his growing family, near a pretty creek deep in a wooded ravine.

Eventually Danford and Mary Jane had nine children, and all in all they enjoyed a good life in the Portland hills. The only cloud was increasingly tense relations with a neighboring homesteader family named (not kidding) the Stumps. Danford was not well pleased when his oldest daughter, 16-year-old Anna, attracted the eye of the oldest Stump boy, Mortimer. And even less pleased when the youngsters ran off to Vancouver and got married.

Two weeks later, Danford chanced to meet several Stumps, including Mortimer, at the Stark Street ferry landing. Harsh words were exchanged, and suddenly Balch fired his shotgun, killing Mortimer instantly. The senior Stump rushed at Balch, who was attempting to escape, and knocked him down with a pike pole.

Balch was jailed, charged with murder. Once again he tried to escape, planning to hide out in the forest until he could find a ship bound for South America. Once again his plan failed. He was captured, tried, convicted, and sentenced to death by hanging.

Thus on October 17, 1859, some 600 souls gathered to witness the state of Oregon's first public execution.

In one of those small ironies that history loves, the Balch Creek watershed, where Danford felled trees for his cabin, today contains the only stand of old-growth timber remaining in the park.

Changing Vegetation Patterns. A major forest fire occurred in 1951, in the center of the park. Following the typical succession pattern, early-stage alders were the first to fill in the burn areas. Six decades later, those alders are dying of old age. That by itself is not surprising. It's part of the natural process for a 60-year-old Coast Range forest. However, the alders are not being replaced by young forest canopy trees, and that is surprising.

Linfield College Professor Nancy Broshot, whose Ph.D. dissertation focused on changes in the tree canopy of the park, reports a troubling failure of saplings to mature into young trees. At this stage in the park's development, the

early succession trees should be replaced by mid-succession trees. Dr. Broshot's work indicates this is not happening. This one factor represents perhaps the most pessimistic assessment yet of the forest health.

But the problem is not ours alone. In other forests of the western United States, many other tree species are dying and replacement saplings are not surviving. The reasons for this are unclear.⁴⁷ Climate change, air pollution, and unidentified pests may be involved. We do know that recent forest management practices have not been implicated.⁴⁸

One of the significant features of this post-fire regeneration is the shift in the makeup of the forest. Today we see large numbers of deciduous trees, especially big-leaf maple, and a much-increased extent of mixed stands of conifers and deciduous trees. In western Oregon, an old-growth forest would be dominated by conifers.

This on-the-ground observation is backed by research data. In 2006, using a grant from the Federal Emergency Management Agency (FEMA), the city began assessing wildfire risks in several locations, among them Forest Park. That survey showed that 75 percent of the park is either deciduous forest or mixed (deciduous plus coniferous); only 25 percent was predominantly conifers. That FEMA study also revealed vegetation patterns that had previously gone unrecognized. One is the pattern known as "zebra stripes" — vertical bands of mixed forest alternating with bands of conifers. The stripes offer a kind of natural fire protection: the mixed stands of deciduous and coniferous trees create fire-resistant barriers between the alternating stripes of pure conifers, which are more fire vulnerable.

Still, if the natural processes were allowed to unfold, with perhaps just a bit of help from humans in the form of thinning and tree planting, we could see slow movement toward a forest with old-growth characteristics. This might take 100 to 200 years, but the document that serves as official policy for management of Forest Park encourages this vision.⁴⁹

Three factors could affect this future: (1) the destructive effects of invasive plant species, (2) the apparent failure of young trees to survive and join the forest canopy, and (3) a forthcoming (2010) statement of Desired Future Condition, which might recommend encouraging certain types of plant communities because of their fire-reduction attributes, overruling potential for reaching an old-growth forest.

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HOWEVER, “Is the forest in good shape?” is much more than simply a question for academics. It’s the pivot point for much of the debate about who should ultimately be in charge of the park. And that brings us to...

The Story of the Map. In 2003-2004 the Parks Bureau sent teams of field technicians into Forest Park to conduct an intensive survey of ecological conditions. Using hand-held PDAs and an inventory checklist, they recorded data on compass aspect, slope, prior land use, water features, wetland indicators, problems that required attention of management (such as erosion, invasive species, vandalism, etc.). The teams were instructed to identify all plant species in their units, again following a checklist of items to look for, and to add narrative descriptions of anything else they saw that seemed significant.

And, what is most important for our study, they were told to estimate the relative ecological health of the units they walked. Taking into account level of disturbance, invasive species, diversity of native species, connectivity with other systems, erosion, and other negative impacts, they graded each unit on a scale of 1 to 5.

1. Healthy. Displays high levels of ecological function, such as only rare instances of nonnative species, minimal impact for disruptive activities, intact stream habitat.
2. Good. Could be brought up to “healthy” with only minimal intervention.
3. Fair. Deficiencies greater than in #2. For example, there may be multiple invasive species, or infrastructure problems such as poorly sited trails.
4. Degraded. At risk of becoming severely degraded unless corrective action is taken.
5. Severely Degraded. Ecological function is severely compromised.

All those rankings were then uploaded to a database that produced these totals:

Healthy: 2 percent.
Good: 47 percent.
Fair: 41 percent.
Degraded: 8 percent.
Severely Degraded: 2 percent.

Those rankings have been published in the form of a map entitled Forest Park Natural Vegetation Inventory, and that 2007 map (see next page) has become the graphic tipping point for a protracted quarrel about just how healthy the forest is.

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Is the glass half full or half empty? The heart of the debate hinges on just one tidbit of semantics: How should we treat the 41 percent of the park labeled “fair”? Is it mostly good or mostly bad?

If we put the “fair” portion in with the “good,” then the arithmetic turns positive: 90 percent of the park is in pretty good shape. But if we dump the “fair” areas into the “poor,” then the picture is negative, because 51 percent of the park is in terrible shape.

The Forest Park Conservancy, mindful of its mission of restoring the forest, interprets the numbers negatively. Parks Bureau staff, for their part, go for the positive view. They protest that the wording on the established criteria for each ranking often forced them to assign a lower number than they believed appropriate. They point out, for instance, that if just one instance of one condition listed for a certain ranking was present in a unit, it had to be given that ranking, even if the problem was very easy to fix.

On the one hand, this seems nothing more than an argument over wording. But the underlying question — just how healthy is the park — is the fulcrum for all long-term planning about stewardship and park management. The parties make their respective cases by choosing half full or half empty, which strikes us as a particularly unscientific way of thinking.

Invasive Plants. What is not in doubt, however, is the destructive impact of invasive species. They crowd out native plants and prevent their regeneration. Unless these invasive plants are contained and removed, the park’s forest will be very different in future decades.



Destructive effect of invasive species

species. It’s also difficult for native trees to reproduce under those conditions; the seeds cannot penetrate the ground cover to reach soil. Ivy twining around a tree,

English ivy is the poster child for the problem. When it grows along the ground, it creates such a thick ground cover that it chokes out native understory

which looks so pretty from a distance, will inevitably choke that tree to death.

Ivy has received the most attention, but it is not the only villain. Also abundant in the park are English holly, wild clematis, Norway maple, and English laurel. And then there is garlic mustard, a new arrival with particularly nasty impacts.

Garlic mustard is one of the most aggressive invasive plants in Forest Park. Once it has been introduced into a new area it can quickly become the dominant understory species, crowding out native plants. The 69 species of insects and 7 species of fungi that help control garlic mustard in its native environment are not present in Forest Park. Instead, native butterflies that choose to lay their eggs on garlic mustard may be threatened because chemicals in the plant are toxic to their larvae and eggs. In 2009 BES used an early attack team to attempt to rid the entire park of this plant.



Very few things in nature are all bad. Garlic mustard is a thug, but its flowers and leaves are edible. In fact, the plant, with its mild flavor of garlic-plus-mustard, was brought to North America in the 1860s as a culinary herb. Food writers in Minneapolis, Cleveland and Richmond, Vermont recently encouraged chefs to use it in salads and pesto. The aim is to make it popular, like dandelion greens, so that people will harvest it for their own use or to market it, in the process reducing its presence.

It’s not that the city is unaware. In November 2005, the City Council passed Order 36360, which requires that the problem of invasives be addressed citywide. One year later, the Invasive Plant Management Strategy proposed ten-year goals and a three-year work plan to start to achieve them.⁵⁰ All existing city programs, and all agencies, not just Parks Bureau, are involved in these plans. But the plants can grow faster than the planners and the workers can keep up.

Park managers have a variety of programs to attack invasive plants. Protect the Best, jointly funded by BES and PPR, emphasizes holding the line on invasives by controlling them in “healthy” and “good” areas.

Using funds from a 2007 FEMA grant, progress has been made in rehabilitating the most degraded lands, mostly along St. Helens Road. Other efforts such as the No Ivy

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League, Conservancy volunteers, and summer Youth Conservation Corps crews have made some attacks on ivy, but these are modest compared to the size of the problem. It seems that a significant rollback of ivy in the most heavily infested areas is unlikely.

Two City Nature programs in particular were praised by several of our witnesses: Protect the Best and the No Ivy League.⁵¹

Protect the Best is a fairly new idea that earned terrific reviews from witnesses.⁵² It is jointly funded by the Parks Bureau and Bureau of Environmental Services, and is based on the premise that the most effective way to use limited resources is to direct them first to the areas that need the least effort to rehabilitate, and then work downward. So far, approximately 1000 acres have been restored through this program, mostly in areas categorized as “good”; 500 additional acres are slated for the next push.

The program began in 2008, with funding commitment for 5 years. Using funds from its Grey to Green initiative, BES supplies \$250,000 a year for management and labor; 80 percent of that goes to Forest Park. The Parks Department provides materials. Paul Ketcham, of the BES Watershed Services Group, testified that it is a productive partnership that is working well, with well-defined goals and objectives. However, since the program is only funded for 5 years, through 2013; its future is unsure.*

The No Ivy League, coordinated by the Parks Bureau, is a largely volunteer effort that tries valiantly to deal with the spread of English ivy. Volunteers gather in the park every Saturday. As of January 2009, they had worked 205,900 hours, removed over 267 acres of ivy from the ground, and “rescued 57,000+ trees from the wretched grasp of English Ivy.”⁵³

Forest Regeneration. When considering the larger question of forest health, we must look beyond ivy. Bad as it is, it is not the whole story. We were particularly disturbed by new evidence on how poorly the forest is regenerating itself. Research by a PSU doctoral student, begun in the early 1990s and continued into the early 2000s, showed

* Additionally, each city bureau was recently asked to submit a proposed budget for 2010-11 showing a 4 percent overall reduction of the budget. The PPR budget identified \$105,000 through the elimination of funding for “contractual restoration work through the Bureau of Environmental Services Re-vegetation Unit.” It is not clear, but this may be directed to the Protect the Best program. In any event, wherever the reduction occurs, the results will be significant. The budget itself notes the consequences: “Restoration work on the most degraded sites will cease, likely causing them to regress, and emphasis will be put on maintaining and improving less degraded sites which require less investment per acre treated.”

that young trees in Forest Park had a lower survival rate than expected. This was particularly evident at the south-east end of the park, in areas adjacent to the most urbanized area.⁵⁴

Old Growth v. Fire Protection. Later in 2010, PPR plans to release an updated statement of “Desired Future Condition” for the park. It is part of a three-year project launched in 2006 with funding from FEMA, to reduce the potential for wildfires in several of the city’s natural areas, including Forest Park.

The DFC will provide a vision for how the forest should be structured (coniferous, deciduous, mixed) over the next several decades. Very likely it will encourage patterns of plant communities chosen because they reduce the fire risk. This seems an admirable goal on the surface, but it contradicts the 1995 Management Plan’s goal of an unbroken old-growth forest across the park. We know that, other things being equal, deciduous trees are less susceptible to fire. We also know that an old-growth forest in western Oregon would be heavily coniferous. So a plan to reduce fire danger by focusing on deciduous trees is at odds with a plan to restore the park to old-growth conditions.

Both sides of this question offer strong arguments for their position, and there is merit in both. Determining which argument should prevail requires a depth of scientific analysis that is beyond our scope and a reservoir of data that does not yet exist.

USERS AND CONFLICTS — Are there fair solutions?

Here, as in so many other areas, we find that guidance already exists. The 1995 Management Plan recognizes recreation as a key factor in the park and describes the philosophy for managing it:

“A basic principle of this plan is that recreational uses must be compatible with the protection of resource functions and values....The type, level and location of recreational activities must be carefully considered and monitored so that the resource functions and values are not compromised.”⁵⁵

The plan has two recreational/educational goals:

1. Protect and enhance the value of Forest Park as a regionally significant recreational resource — a place that can accommodate recreational and educational

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use at appropriate seasons of the year without environmental damage.

2. Enhance the value of Forest Park as a regionally significant educational resource — an urban laboratory for environmental research and resource enhancement and restoration.

The plan then lays out specific steps to ensure this happens: (1) complete a baseline survey of users, and (2) monitor usage patterns. Neither has been done.

Need for User Survey. Over the weeks and months of our study, we heard several witnesses say the same thing: 40 percent of the people who visit Forest Park come from outside the city of Portland. But when pressed, they admitted they didn't really know where that number came from. This statistic is, like almost everything else we think we know about users, purely anecdotal.

But wherever these park visitors live, one thing is clear: there will be more of them as our population continues to grow. And along with that, the potential for conflicts will also increase. To deal with these conflicts, a big first step is a formal, scientific survey of users. In fact, we concluded that a good user survey is critical to solving most of the issues now facing the park.

It's not a new idea.

Fifteen years ago, the need for a user survey was formalized in the 1995 Management Plan:

"Park managers and users know that there is a lot of recreational use in the park, but there is little objective data on it. Baseline data needs to be gathered to assess park use. Future use assessments will be needed periodically to address increases in the locations and kinds of use."⁵⁶



In the 15 years since then, the city has never conducted a scientific user survey. Without it, there is no baseline data on which to base other actions also identified in the plan. Without it, we have nothing but bits and pieces of anecdotal

information, notoriously unreliable and easily skewed by those with a special interest to protect.

The issue directly affects the problem of conflicts among users, but it is actually much broader. It also is inexorably tied to the question of funding. Until there is solid, scientific information about users and their priorities, we see little hope for resolution of the funding issues that lie at the heart of so many of the concerns about Forest Park.

Here's why: Any budget proposal that depends on taxpayer dollars has only a slim chance if the taxpayers don't feel a personal stake in supporting it. For one small example: anyone who has ever gotten lost in the park can readily grab onto the idea that good signage is important, and will understand that it takes money. Therefore any new budget strategy must start with the tactic of finding out what citizens really think and want. For Forest Park, that means a serious study of users and their habits and preferences.

Finally.



A rare high-quality sign in Forest Park

User Conflicts. Today, the increased and diversified use of the park has, not surprisingly, resulted in some conflicts, mostly minor. One of these is the pressure that crowds put on park neighbors. This is particularly evident on busy weekends along NW Thurman Street, where park visitors fill the neighboring streets with cars. Although our witnesses did not identify this as a serious problem for homeowners,

it is undeniably an inconvenience for them. It's equally irksome for users, who generally try to be respectful of the neighbors but still struggle to find parking and safely unload bikes and strollers.

Improved park access points elsewhere would help alleviate this problem. The proposed new entrance on NW St. Helens Road is projected to become the site to which visitors will be directed. At times, a bridge crossing Burnside has been called for. This would eliminate a dangerous connection along the Wildwood trail. Improvement and expansion of additional access sites are also needed.

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Conflicts between walkers and runners have been reported. Walkers, particularly groups and families, have been forced off the trail as runners intent on intense physical training take the center of the trail.

But the two biggest issues, by far, concern dogs and bikes.

Dogs. Dogs are required to be leashed, but many owners do not comply. We heard testimony about clashes between unleashed dogs and other park users, both human and canine. There is no question that off-leash dogs contaminate streams, disrupt wildlife (they are especially damaging to ground-nesting birds), and help spread invasive plants. This is primarily an enforcement issue, which in turn becomes a funding issue — no rangers, no staffing for enforcement.

Bicycles. Perhaps the biggest user issue right now is over the use of mountain bikes in the park. Although 28 miles of roads and trails are available within Forest Park, off-road cyclists prefer narrow single-track trails which allow them to have a better riding experience that is closer to nature and more challenging. Many local off-road cyclists view Forest Park as the best option for single-track trails in the Portland metropolitan area, and they would like to expand the number of bike-exclusive trails.

The off-road cycling community has become very well organized. They are represented by the Northwest Trail Alliance (NWTa), which includes both cyclists who love to ride and cycling businesses who are benefiting from an increase in the sport. In June 2009, the NWTa signed a trail maintenance agreement with PPR and the Forest Park Conservancy, pledging to coordinate multiple volunteer work parties each year.

The Parks Bureau has been conservative about opening up trails because of concerns about the safety of other users and potential ecological impacts. In particular, off-road cycling can lead to rutted trails that gather water and create erosion and other potential ecological impacts. Although they are interested in addressing the needs of this growing group of users, PPR is also committed to preserving Forest Park.

The Forest Park Conservancy appears to be in agreement. In May 2009, they distributed a white paper on this topic developed by a similar committee of stakeholders. In addition to recommending better educational outreach about biking in Forest Park, and trail maintenance, the white paper stressed that “Forest Park is an unparalleled resource and the bar must be set high for any expanded access.”⁵⁷

Parks Bureau director Zari Santner clearly stated the city’s concerns to members of the recently formed Forest Park Single Track Cycling Advisory Committee. This committee is composed of 15 stakeholders, including hikers, bikers, walkers, neighbors, ecologists, and PPR staff. Their charge is to identify opportunities for more single track cycling within Forest Park, following the policies and procedures of the 1995 Management Plan. They hope to release recommendations later in 2010.

It should be noted that Forest Park is not the only park that PPR is considering for off-road cycling trails. In one meeting, Commissioner Nick Fish, who oversees the Parks Bureau, stated that since Forest Park represents 50 percent of all park land in Portland, it would have to be part of the discussion. However, Powell Butte and Gateway Green are also being considered.

The debate is quite contentious. For their part, the cyclists feel underserved or even vilified. Other users are concerned that encouraging an increase in cyclists and in trails will negatively impact the fragile ecology of the park and perhaps even endanger other users because of the potential for high-speed collisions. At times, the language has been inflammatory on both sides.



The 1995 Management Plan recognizes that population growth will bring increased use of the park and changes in the type of recreation activities pursued. At the same time, it says that any changes in permitted recreation in Forest Park be made only after first looking to the park system as a whole. Since 1995 a substantial amount of natural area in the Portland region has been acquired and opened to recreation. Development of these other resources for new recreation — for bicycles and everything else — could take some pressure off Forest Park.

INFRASTRUCTURE - What is needed, and when, and how?

Much needs to be done, of course. And money is tight, of course. Still, some problems rise to the top in almost all discussions. Two issues are especially critical: (1) lack of a main entrance point, and (2) inadequate signage.

Lack of recognizable entrance point. Unlike many of our other parks and visitor attractions, Forest Park does not have a “main” entrance. In fact, it barely has any entrance at all. There is a handful of points at which access to the

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park is possible, but they are poorly marked (often not marked at all) and not evident from the street. The most heavily used, at the end of NW Thurman Street, is simply a dead end bulge that produces a glut of cars parked in front of residents' houses.

The city has acquired a tract of land off NW St. Helens Road that is slated for a visitors' center, parking lot, and restrooms — but so far it's just an empty lot with a healthy stand of weeds. The entrance project is in the city's proposed budget for 2013/14, but actual development depends on voter passage of a parks bond measure. While the Parks Bureau had long considered placing such a bond measure on the November 2010 ballot, in April 2010 it decided against doing so, citing the likely unwillingness of a strong majority of voters to support such a bond measure given the weak economy.⁵⁸

Inadequate signage within the park. Many of the irksome conditions that make life difficult for Parks Bureau staff would get a strong boost from a significant system of signage in the park. Attractive, well-planned signs and interpretive displays could offer both information and education to help with:

- Explaining why the leash law for dogs is important
- Highlighting the entrance points
- Identifying plants (both good and bad)
- Teaching people about the destructive effects of ivy
- Showing visitors the habitats around the streams and explaining the need to protect the watershed quality
- Educating hikers about the damage done by "rogue" trails
- Wide-ranging education about the ecosystem itself

As well as simply helping people find their way through the sometimes bewildering system of trails. Good signs along the way not only would help people stay oriented, they could open visitors' eyes to the ecological treasure that surrounds them, reinforcing a strong sense of place and bonding visitor to vista.

Unfortunately, good signs are expensive. They need to be large, sturdy, and weatherproof, and they need to contain solid information presented in an attractive format. (A good example is the sign at the end of Leif Erickson at Germantown Road, provided by Forest Park Conservancy.)

We were surprised to learn that the average cost is about \$7000.

The people at the Parks Bureau are well aware of the value of a strong signage program and have given the matter considerable thought. At some point they hope to find \$740,000 for such a program, which would buy signage for:

- 7 major trailheads
- 40 minor trails
- 21 interpretive displays
- 50 directional signs

PUBLIC AWARENESS — How can it be enhanced?

Lack of awareness by the general public. No hard data exists on which to base this assertion, but we heard from many witnesses that most people in Portland simply don't know much about Forest Park, don't think of it as their favorite place to go for a hike, don't even know exactly where it is. Individual members of the committee, in chatting with friends and neighbors, encountered some of the same sentiments.

Ironically, the park may be better known outside the region than within it. Through all the attention Portland has been getting in national media in the past few years, Forest Park is one of the highlights invariably listed as evidence of a high quality of life. It is used in the recruiting packages used to lure businesses to locate here. Yet for many local residents, the park is little more than a vague notion, a large swath of green they may or may not recognize as they drive over the Fremont Bridge.



What is not understood is not valued.

What is not valued will not be protected.

What is not protected will be lost.

– Former Commissioner of Parks Charles Jordan

It's hard to imagine finding a way to improve a situation if the citizens don't see a problem, or don't feel a sense of

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ownership of the asset. So for very practical reasons, a strong, multifaceted program of public awareness is needed.

Some things are already in the works. The Conservancy is developing, with the assistance of a Portland ad agency, a media campaign to raise awareness of the ecological issues. There is some pushback from the city over its content and style, exemplifying the struggle these two organizations face as they try to speak with one voice.

Successful infusion of cash via The Intertwine could support a branding campaign that would help raise the general level of awareness.

Good signage would help. So would a new visitor's center and prominent entrance facilities, as suggested just above. So would a vigorous program of educational offerings, designed to bring families into the park and familiarize them with its unique character. Forest Park is an ideal place to introduce citizens young and old to the beauties and benefits of natural areas. Currently there are very few city-sponsored education programs in Forest Park. We see that as an opportunity lost — not only for the educational value itself, but for the greater public support it could leverage.

FUNDING — How much is needed, and where will it come from?

It all comes down to money.

Many of the problems now facing Forest Park could be solved if we could magically double everyone's budget — a prospect about as likely as the old idea of finding oil in the park.

To state the matter plainly, Forest Park does not have the money it needs. Of course the same could be said — and should be — of all other city operations. And all the worthwhile programs of all our counties, regions, and states.

The particular conundrum facing Forest Park is that it is a regional attraction with a local funding base. It is just one park within the Parks Bureau, which in turn is dependent on appropriations from the general fund (third in line behind police and fire). So when the city is forced to cut back, Forest Park, which lacks a large adjacent population base, is an easy target. Other spending priorities tied directly to specific neighborhoods and populations often take precedence at the ballot box, and thus in city budget discussions.

The committee also acknowledges that the city is striving to create equity among the areas with easy access to parks

and those without. As stated in one of the Portland Plan background documents:

As the Portland Plan looks at how to accommodate growth, consideration should be given to ensuring that all Portlanders benefit from a lush tree canopy, places to view wildlife, natural areas to explore, and opportunities to garden. Special thought should be given to children's access to nature — to stimulate their thinking, support their emotional wellbeing, help them feel grounded in their physical community and instill a respect for the natural world so they will be good stewards in the future.⁵⁹

Although the creation and maintenance of parks throughout the city is a laudable goal, in light of the chronic underfunding of existing parks, perhaps the wiser way to address access to nature is through increasing public access to, and interest in, Portland's largest natural area, Forest Park.

“[W]ithin the Parks Bureau budget, Forest Park is a very low priority.”

None of this is easy. However, our specific concern is that *within* the Parks Bureau budget, Forest Park is a very low priority. Ultimately, this must be laid on the desk of the City

Council, which has so far not shown the political will to make Forest Park a priority. We heard over and over how valuable the park is to the city, yet the words are empty if not backed up with funding. It's not a question of finding more money where none exists, but of reallocating what is already established in the budget. Money talks, and one of the things it tells us is which of the values we claim to believe in do we actually support with dollars.

We believe that the folks on the ground do what they can with limited resources, but the immediate future does not look promising. Dan Moeller, Natural Areas West supervisor, easily ticked off several backlogged projects:

- Rehabilitating the worst areas through the work of the Re-vegetation Unit at the Bureau of Environmental Services
- Expanding Protect the Best program
- Restoring Balch Creek
- Maintaining trails
- Replacing worn-out culverts

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- Creating a formal entrance to the park
- Continuing eradication of invasive species

His ballpark estimate to do all this: double the current budget level.⁶⁰ Our estimate of the likelihood of that happening: zero.



While studying the Portland area for the Parks Board, John Charles Olmsted faithfully wrote to his wife in the evenings from his hotel room. On April 29, 1903, he wrote: "I have enjoyed my park reconnaissance very much as the landscape is fine and the possibilities for parks, as far as land is concerned, are excellent. But I fear the money will be deficient." One hundred years on, that has not changed.



The architecture of the funding that the city of Portland dedicates for Forest Park is extremely complex. What makes analysis difficult is that much of the money spent for the park comes from other bureaus. As a hypothetical example, if a landslide damages a culvert, the heavy equipment brought in for grading could come from one bureau, the metalwork from another, and the engineering from another.

To get a handle on the budget issues, we reviewed three years' worth of expenditures in the park that were triggered by work orders from various city agencies (the full report is included in Appendix section). That produced these totals:

FY 2006/07	\$125,030
FY 2007/08	\$332,890
FY 2008/09	\$296,210

But that's not the whole story. In addition to this very specific type of expenditure, significant supplemental funding comes from other city agencies and the federal government. Again looking at FY 2008/09, we find:

- \$60,000 from Bureau of Environmental Services (BES) for revegetation
- \$11,000 for Americorps workers, also funded by BES
- \$2,000 for an amphibian study, BES
- \$50,000 for a BES-funded initiative called Dogs for the Environment

- \$100,000 for Youth Conservation Corps, funded by BES, Parks Bureau, and federal stimulus money
- \$125,000 from a FEMA grant to continue fire-prevention work

That adds up to \$308,000 provided mostly by other agencies. To that, the Parks audit that we reviewed adds another \$30,000 of Parks Bureau funding specifically allocated for natural resources and managers' time, for a total of \$338,000.

So we can point to a grand total of \$634,210 spent on Forest Park in FY 2008/09:

	\$296,210 from Parks Bureau work orders
plus	<u>\$338,000</u> from interagency work, including FEMA
	\$634,210 total
minus	<u>\$125,000</u> supplied by FEMA, a federal agency
	\$509,210 spent by city of Portland

If for the moment we set aside the \$125,000 FEMA money (which comes from the federal government), we can then say that in the 2008/09 fiscal year, the city of Portland has spent \$509,210 on Forest Park. Is that enough to properly manage a property of more than 5000 acres? We think any reasonable person would be skeptical.

Here's one way of looking at it: The city's adopted budget for 2009/10 allocates \$99,500,000 for park operations, capital expenditures, and programs.

Nearly one hundred million dollars. Right now, the city spends a bit over \$500,000 on Forest Park. So the city's largest park (47 percent of the total Parks Bureau lands) receives just one half of one percent of its budget.

Now, it is absolutely true that the city's more developed parks need proportionately more money. They feature tennis courts, playgrounds, swimming pools, ponds, paved pathways, formal gardens, community centers, and many more wonderful amenities — all of them beloved by their neighborhoods and all of them expensive to maintain. But still...less than 1 percent for the city's flagship park? It's no wonder City Nature leaders are feeling stretched.*

"[T]he city's largest park (47 percent of the total Parks Bureau lands) receives just one half of one percent of its budget."

* However, take a look at Appendix 2 and note what PPR manages to accomplish in spite of everything. While far from complete, the list does provide a glimpse of real people doing real work in a way that formal budget

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Another aspect to the budgeting issue involves planning for capital projects. The Parks Bureau's 2009-10 Adopted Budget includes:

- \$55,000 for replacement of trail bridges, 2010/11
- Refurbishment of Leif Erickson Drive:*
 - \$1,100,000 in 2011/12
 - \$1,650,000 in 2012/13
 - \$1,650,000 in 2013/14
- \$2,833,000 for new entrance, 2013/14

Whether this plan can come to fruition is not clear. We are not encouraged when we note that the 2009-10 Adopted Budget does not include any capital expenditures for Forest Park in 2009-10. Additionally, the monies proposed for the refurbishment of Leif Erickson Drive in the 2010-11 Requested Budget are much reduced in each of the three designated years.

The committee had considered a proposed bond measure as one potential sign of hope. During the committee's discussions with Commissioner Nick Fish and others, we were told that a bond measure for parks was being considered for the November 2010 ballot. Indeed, in January 2010, PPR circulated a list of "Urgent Capital Projects" under consideration for inclusion in the possible bond measure and the committee was gratified to see several projects identified for Forest Park, including repair of failing culverts, erosion prevention, water quality protection, and development of a new trailhead and entrance to the park. However, we were recently told by Commissioner Fish's office that the decision has been made not to propose the bond measure at this time due to the perceived lack of public support.⁶¹ The committee is disappointed that Portland citizens will not have this opportunity to understand and support the urgent needs of our natural areas, as well as our developed parks, for public funding.

The city's budget picture is enhanced by the work of its nonprofit partners, notably the Forest Park Conservancy, which hope to eventually match or exceed the Parks Bureau budget. Currently, the Conservancy adds about \$200,000 annually to the overall budget picture; the funds pay for Americorps workers who do trail maintenance and restoration projects. In addition, the Conservancy has recruited, in a two-year period, 2000 volunteers doing three hours work each (on the Tuesday/Thursday trail work days,

Stewardship Days, etc). Currently, Independent Sector⁶² values an hour of volunteer work at \$20.25; thus, an additional value of \$121,500 has been "spent" on Forest Park.

What about future needs? Going forward, based on data provided by Natural Areas staff, we can make some assumptions about the cost to rehabilitate the park and then maintain it. Let's not forget: restoration is not a one-time project. Even when the entire park has been enhanced to "healthy" status, funding will still be needed to keep it at that level. The Parks staff estimates \$175 per acre as a maintenance cost, and we use that estimate as well in the following chart.

**Table 3:
Estimated Cost of Restoring and
Maintaining Health of Forest Park**

Health Analysis	Acres	Cost per Acre	Total
Severely Degraded/ Poor*	500	\$1,500 for 5 years	\$750,000/year \$3,750,000
Fair**	1,970	\$750 for 5 years	\$1,477,500/year \$7,387,500
Good/ Healthy***	2,400	\$175/year	\$420,000/year
TOTAL			\$2,647,500/year for 5 years; \$852,250 thereafter for maintenance

Notes:

*Restoration to bring Severely Degraded and Poor land to the next level is a minimum 5 year process. In years 1-3, remove invasives and monitor for regrowth; year 4 is for planting, replant areas of loss in year 5.

**Fair health areas employ heavy use of on-the-ground labor, both volunteer and paid staff. Volunteers are involved in invasives removal; park staff follow with herbicides treatments. This is an estimate only, as staff does not have hard data on managing the Fair level.

***Currently, the cost for 1,000 acres of maintenance on Good and Healthy lands is \$175,000.

documents cannot. See Appendix 2: Portland Parks and Recreation: "What We Do for Forest Park...Snapshot for Fiscal Year 2008-09."

* At present, full-size Type-1 fire trucks cannot drive on Leif Erickson Road north of Saltzman Road. The bridges and culverts will not hold them.

A BLUEPRINT FOR ANSWERS

Ironically, the city of Portland has already considered most of these questions and has come up with thoughtful, well-reasoned answers. They are in the document called the Forest Park Natural Resources Management Plan, produced 15 years ago.

As we have said elsewhere, the city could go a long way toward addressing the problems of Forest Park if it could only find the will to fund the many sound proposals contained in the 1995 Management Plan.

For instance:

The problem of funding

- “Forest Park is a regional resource that is supported by city of Portland taxpayers. Metro has identified the park as a regional resource in its Greenspaces Plan. Since the park serves the entire region, its support should come from a regional coalition of taxpayers.”⁶³
- Acknowledging the perpetual budget realities, the report presents 9 suggestions for “creative funding” involving other city bureaus, volunteers, schools, businesses, user groups, and utilities.⁶⁴

The problem of regional connectivity

- “Protect and improve biological connections to rural forested areas to the north and west of Forest Park, and to the Willamette River.”⁶⁵

The problem of forest health

- “Take a proactive approach to improve natural resource values; control English ivy, accelerate forest succession to improve quality of interior forest habitat; restore streams and streambanks in Balch Creek.”⁶⁶
- “Park managers will advocate at every level [of area-wide planning processes] for protection of park resources.”⁶⁷

The problem of recreational users and user conflicts

- “Monitor recreation use to protect natural resources; manage trails to cause least impact; arrange for resident caretakers. Improve public education, citizen patrols, and enforcement programs.”⁶⁸



And that is not all. Studying the plan carefully is like opening a trunk of treasures. Good ideas spill out: 97 pages filled with specific, targeted project recommendations, each with a brief description, a priority ranking, and a cost estimate. *Nearly 100* pages of worthwhile projects.

Most intriguing of all, at the end of these 97 pages is a short section rather blandly titled “Recommendations for Future Work.” Of the “projects necessary to the continued success of park management,” these were deemed the most important in 1995:

- Perform a recreational use survey
- Establish a program to monitor natural resources
- Establish a site for and develop a major new park trailhead/entry
- Establish a program to acquire important in-holdings and other properties
- Establish an educational and interpretive program that addresses how to protect park resources and how to use and enjoy the park⁶⁹

Success level 15 years later? Dismal.

Over and over again, we on the study committee were reminded of the enduring value of this 15-year-old document. The Parks Bureau relies on it still, as a strategic planning document and a guide to protecting the park’s natural resources. The committee agrees that the plan still contains pertinent criteria for protecting Forest Park and goals for accomplishing them. We also concur that today’s core challenges are the same as in 1995:

- Threats to natural resources by invasive, non-native plants, off-site development, and recreational overuse
- Low staffing levels
- Inadequate funds
- Conflicts in recreational use and need to accommodate additional use in the future⁷⁰

In particular, we are concerned that the plan’s core requirement — scientific analysis that would establish a baseline for future decisions — has not happened. The plan mandates a comprehensive recreation user study and a comprehensive natural/sustainable resources plan; neither has been funded or performed. Instead, over the past 15 years, mere piecemeal and often unrelated efforts have been made to address the broader issues.

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We wondered how well the plan's specific objectives have been achieved. So we asked City Nature staff for an update on the projects identified as High or Medium "Priority"⁷¹ in the 1995 Management Plan.

Their summary of the status of the high-priority projects:

- *Conduct a recreation user survey.* Despite efforts to get funding from the city or partner organizations, no comprehensive, scientific survey has been done.
- *Begin a natural resources/recreation use monitoring program.* Only informal studies to date. Large-scale, comprehensive, scientifically based study that could serve as base for future management decisions is still an unrealized priority.
- *Fund and staff a Park Ranger position.* Ranger activity allocated to the park has increased but there is no fulltime park ranger dedicated solely to Forest Park.
- *Develop an educational and interpretive program.* Limited, unrelated efforts have been implemented; no comprehensive effort to date.
- *Restore Balch Creek.* In cooperation with PSU a creek protection effort has been created and implemented.
- *Acquire land for and develop a major new park trailhead/entry.* The property has been acquired but no development has occurred. The entry is listed among the capital projects that might be included in a possible bond measure.
- *Establish a program to fund the acquisition of important in-holdings and other properties.* PPR has added approximately 231 acres of natural area adjacent to the park and 876 noncontiguous acres to support other natural area parks that serve the region.

Here's how things stand for medium-priority projects:

- *Protect resource linkages.* Cooperative efforts with other bureaus and agencies, volunteer projects, Friends groups and neighborhood associations, schools and universities and area businesses have continued. However, the heavy lifting necessary to fund and perform the studies and projects in the 1995 Management Plan has not been achieved.
- *Improve various recreation facilities.* The user study, which is the first step, has not been made.

- *Implement resource enhancement projects.* Conducted primarily on utility rights-of-way thus far. PPR currently finalizing Desired Future Condition for Forest Park based on new ecological data and wildfire analysis. This is necessary to assist future projects.
- *Establish trail connections with other regional trails.* In progress. Some connections complete, others in process, and some being planned.



We acknowledge that the Parks Bureau, through City Nature, has attempted to perform the projects enumerated in the 1995 Management Plan. However, so far the work has been piecemeal and incomplete because of the lack of committed funds and political will. It is apparent that it is easier to fund acquisition of property, which is a tangible asset, than scientific studies that are essential to drive policy.

The City Nature staff now see this with a sense of urgency. Failure to act on the plan over the last 15 years has exacerbated the problems it originally sought to address. If the park is to reach the indicia of an ancient forest with scientific certainty, which the plan envisions, the professionals at City Nature believe the goals of the 1995 Management Plan must be accomplished immediately.

We concur. In fact, we are willing to put a timeline on it: we urge that the core objectives be completed within five years. Once these projects are completed, the city will have a scientific baseline from which all future management can be gauged.

PART THREE: Reclaiming the Legacy

What has happened to Portland's "beautiful primeval woodland" since it was set aside as a public park? What would Olmsted think if he saw it today? Have we done an honorable job preserving the legacy and addressing the problems that inevitably arise with a large public asset?

As the committee delved into the many issues surrounding today's Forest Park, we kept finding that others before us had wrestled with those same issues, and reached similar recommendations, often with only limited success.

We were amazed to learn that many of the suggestions we developed from our own study of the issues echoed ideas that had been suggested decades earlier. Were we reinventing the wheel?

We were disappointed, then frustrated, to discover that so many of the good ideas had been left on the shelf. Had the wheel developed a flat tire?

But eventually we came to realize that the congruence between our thinking and the earlier ideas was a good thing, for it served to validate our suggestions and make them stronger. We came to see it as an opportunity, a time to press forward toward real action.



A healthy Northwest Forest

- **15 years ago**

The 1995 Management Plan called for protecting the park as a regionally significant resource for recreation and education, and for protecting and restoring the natural ecosystem.

- **16 years ago**

The 1994 City Club Report of Portland's park system endorsed regional control of parks with regional significance.

- **18 years ago**

The 1992 Metropolitan Greenspaces Plan urged an interconnected regional system of natural areas, including a wildlife corridor linking Forest Park with source habitat in the Coast Range.

- **34 years ago**

The 1976 management plan for the park, created by the Committee of 50, focused on public education, user conflicts, and protection of the park's natural resources. That could have been written yesterday. And, if we're not careful, tomorrow as well.

CONCLUSIONS AND RECOMMENDATIONS, with Commentary

All the problems now engaging our attention are frustratingly interdependent. So are the solutions. When everything is connected to everything else, one action — whether positive or negative, planned or unintentional — distorts all other possibilities. We ask readers to be mindful of this dilemma: namely, that many of the recommendations we discuss are intertwined with, and reciprocally affected by, others.

In the text that follows, "C" refers to committee conclusions and "R" refers to committee recommendations.

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Many of our conclusions about Forest Park start with the observation that this beautiful park is a regional treasure with regional significance, and the connections that it offers to the broader landscape should guide our thinking.

Regional Significance

Many of our conclusions about Forest Park start with the observation that this beautiful park is a regional treasure with regional significance, and the connections that it offers to the broader landscape should guide our thinking.

This statement, deceptively simple on the surface, has two facets: it is regional in terms of both user demographics and physical geography. From this flow two major implications: (1) for governance and funding, and (2) for forest health. The first elements of this dyad are discussed next; the question of forest health appears later in this section of the report.

Regional Governance

In 1994, City Club released its report on the Portland metropolitan area's system of parks and greenspaces. As you might imagine, it was a comprehensive review and analysis, and concluded with inspiring visions for the future of Portland area parks. Note the plural visions: the report drew a clear distinction between local (that is, neighborhood) parks and those with regional value. This distinction was particularly evident in recommendations for their governing bodies.

The vision articulated in that report included the idea that the regionally significant parks, of which Forest Park was one, "would be better served if owned, operated and funded by a regional authority with demonstrated park management capabilities." That conclusion led to the specific recommendation that these regional parks be owned and managed by Metro or a similar regional government, and the report outlined a planning process by which that might happen.⁷²

The 2009/2010 City Club study committee reached the same conclusion:

- **Conclusion 1 (C-1).** Forest Park is regional a resource and should be owned, managed, funded, and protected by a regional park authority.
- **Recommendation 1 (R-1).** A regional park authority, perhaps modeled on the Minneapolis system, should be established as quickly as practicable, and Forest Park should be moved into its portfolio.



The current study committee is unanimous regarding this first recommendation. We feel strongly that such a regional system should be developed. But defining what that system should look like — how precisely it should be constituted, managed, or funded — is beyond the scope of our present charge.

We also realize that, even if all parties agree, establishing a regional system will take time. The question then becomes, what should happen in the meantime. Who is best equipped to manage the park in the short term and protect it for the future?

We struggled with this fundamental question, and in the end we split. The majority of the committee concluded, even considering all the problems and the failures to date, that the city of Portland should retain ownership of the park and, through its Bureau of Parks and Recreation, maintain it day to day as well as plan for the future.

Parks Bureau managers told us they would like to see the Forest Park Conservancy someday assume responsibility for managing the park. We agree that the Conservancy has a vital role as a supporting partner, and that role will increase as they become a stronger organization, but we do not endorse the idea of them taking full control. Until we have a regional parks authority, the park's future should remain in the hands of an established public agency.

- **C-2.** In the absence of a regional park system, we conclude that the city, through its Bureau of Parks and Recreation, remains the only available steward of Forest Park.
- **C-3.** We recognize a need for the involvement of a nongovernmental organization such as the Forest Park Conservancy to provide important support of Forest Park. However, we conclude it is not in the best interest of the park for

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the city to delegate its governance to a private entity.

- **R-2.** Until such time as a regional park district is created, the city of Portland should maintain ownership and control of Forest Park.

A minority of the committee felt certain that the current limitations are intractable, that nothing would ever improve without a wholesale change. They would like to see Metro take over ownership and management of the park as the interim solution, and have submitted a minority report (see p. 42) to that effect.

We all agree, however, that the Forest Park Conservancy does have an important role in the park, and one significant aspect is advocacy. Forest Park needs a strong advocate because, unlike other city parks, it has no natural neighborhood constituency to advocate on its behalf. We see the Conservancy as the obvious advocate for the park, and hope they continue to grow in influence.

- **C-4.** Forest Park needs a stronger advocate.
- **C-5.** Currently, the Forest Park Conservancy has an important role in providing publicity, fundraising, and volunteers that benefit the park beyond what has been possible through the political process.
- **R-3.** The Forest Park Conservancy should develop its constituency and capacity in order to effectively advocate for the park and move toward ultimately assuming a greater management role under the governance of the city of Portland.

Action Items:

- *Immediate:* The Parks Bureau and the Conservancy should finalize the Memorandum of Understanding.
- *Immediate:* The city of Portland should increase management opportunities for the Forest Park Conservancy.
- *Near-term:* The Conservancy, working with the Parks Bureau, should initiate a public campaign that raises awareness about the park's ecology, responsible user practices, and volunteer opportunities. The messages from the campaign should be based on science and accurately reflect condition of the park, neither exaggerating nor downplaying threats to its ecological health.

Regional Funding

No matter what shape the ultimate governance model might take, the immediate, perpetual issue is money. Here, too, the regional character of Forest Park must be part of the equation, starting with the observation that the park is regional in terms of the people who enjoy it.

Even though we have no good data on users, we have no doubt that the thousands of people who enjoy the park come from both inside and outside the city limits. And yet the city alone is responsible for all its costs.

Unfortunately, the park's landlord — the city of Portland — has not fully embraced this regional perspective. Forest Park announces its regional character in theory only. It is not marketed by the city, and the city has not appealed to the broader funding base needed to support so large a park. What makes the funding picture worse, Forest Park is but one item on the long list of parks owned by the city of Portland, and is accorded only a tiny portion of the overall Parks budget.

Until a regional parks authority is a reality, the city must search for broader funding sources.

- **C-6.** The level of funding for the park is perennially inadequate to meet the goals outlined in the 1995 Management Plan and to realize the vision for the park.
- **R-4.** Forest Park is a regional resource, and a regional funding mechanism must be found. Regional funding should support natural resource restoration, management, and enhancement; local funding should support users and day-to-day operations.

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Action Items:

- *Immediate:* The city should work with Metro and the Intertwine to develop regional/state funding sources for all regionally significant parks and natural areas. This new structure would involve Metro as the funding entity through its power to raise and distribute revenue. Those funds would be disbursed to the owners of park properties with regional significance.
- *Immediate:* The Forest Park Conservancy should develop an endowment fund to help secure long-term funding for park projects.

We are not blind to the budget realities facing our city, and we do not expect a sudden influx of dollars to magically appear on the heels of this report. So, while we do urge the funding solutions described above, we also have a present-day recommendation for the City Council: Take Forest Park seriously. Put some dollars behind your words. Reallocate the Parks Bureau budget so that this large park receives a greater portion, more in line with its needs.

- **R-5.** Regardless of any new funding sources that may be realized in the future, the city of Portland should immediately reprioritize its Parks budget to increase the share of funding that goes to Forest Park and thereby properly reflect the important role that Forest Park has in the city.

Action Item:

- *Immediate:* In addition to its current planned budget, the city of Portland should fully fund City Nature's goal of restoring Forest Park by eliminating invasive species. This calls for an estimated \$2.6 million a year for 5 years, followed by a maintenance budget of \$850,000 per year. An aggressive restoration investment would quickly rehabilitate the park to a state that can be properly maintained for far less.

A Comprehensive Blueprint

Elsewhere in this report, we ended our description of the 1995 Management Plan with the following comment:

"It's not too much of a stretch to say that all of our recommendations could be condensed into this: Read the plan, believe it, fund it."

It's so important it bears repeating here. The number-one idea we kept coming back to, time and time again, was that the proposals in this management plan are still highly relevant today, still needed — and still largely unfunded. In fact, almost all of the specific recommendations that follow below are also found in that report, albeit in sometimes different language. If somehow the city could muster the political leadership to fully fund and implement the plan, almost all the other recommendations described here would automatically be taken care of.

- **C-7.** The Forest Park Natural Resources Management Plan, adopted by City Council in 1995, is a comprehensive guiding document, and continues to serve as a relevant, timely blueprint for the management of the park. However, to date, many of the goals contained within it have not been realized.
- **R-6.** The city of Portland should aggressively move to implement the goals and operational structure laid out in the 1995 Management Plan, completing high-priority projects (with the exception of ongoing acquisition) within five years

Users and Amenities

With new funding in place, the park's managers could begin to act on some of the other ideas proposed in the 1995 Management Plan, and the complementary recommendations of the current study committee. We'll start with one glaring issue that nearly everyone agrees on: the need for a scientific survey of users and their needs.

- **C-8.** Because it has not done the user survey and natural resource study required by the 1995 Management Plan, the city of Portland lacks sufficient data on park users and needs. This lack of scientific baseline prevents it from making informed decisions about possible funding sources and future funding priorities, and weakens its ability to resolve potential conflicts among different users, including hikers, mountain bikers and dog owners.

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- **R-7.** Immediate and ongoing user surveys should be a top priority. Information gathered will enable the city to make informed decisions about priorities, help resolve conflict among users, and provide data necessary to support regional funding.

Action Items:

- *Immediate:* The city should, within the next budget cycle (2010-2011), conduct a survey of users.
- *Near-term:* The city should continue to conduct periodic user studies to guide future decision-making. We suggest every five years.
- **C-9.** Currently there is organized pressure to increase biking activity in the park. The process established in the 1995 Management Plan to assess such requests has not been followed. Instead, the city established a committee whose stated goal is to increase biking in the park, without having first done the studies required in the 1995 plan.
- **R-8.** No changes in park usages should occur before these studies are completed.

Action Items:

- *Immediate:* PPR should not allow additional mountain bike or single-track bicycle access until the studies are completed.
- *Immediate:* The 1995 plan requires that any increased bicycle use in the park be a part of a citywide plan for off-street cycling. This citywide plan needs to be completed before expanding access in Forest Park.
- **C-10.** Park access points and parking areas are poorly marked and maintained. Signage to guide visitor activities and conduct is lacking.
- **R-9.** The city should make Forest Park more welcoming and safer for users.

Action Items:

- *Near-term:* We strongly urge the city to build a new park entrance facility, with adequate parking, restrooms, and visitors' center. Such a facility is slated for the 2013-2014 budget cycle but is contingent on the successful adoption of a future bond measure. We urge the city to commit to this facility as the next capital improvement project, regardless of the outcome of any future bond measure.
- *Near-term:* The city should work with the Forest Park Conservancy to provide adequate signage throughout the park. Attractive and informative signs that explain regulations and describe the park's unique habitat will encourage appropriate usage. Forest Park Conservancy should institute a plan for funding and installing these signs.

Regional Significance and Forest Health

Forest Park is also regional in terms of physical geography. We see this on two levels: The park is part of a larger open space, and it is also a direct physical linkage to the Coast Range ecosystem (see map on p 10). Through that linkage, it serves as both a conduit for gene flow and a wildlife corridor, giving animals safe passage from city to mountain habitat. Both are vital for a healthy ecosystem.

We on the committee came to view that physical connectedness as a tangible foundation on which to build a larger intangible vision of what the park represents. It also gives us a base for considering serious issues of forest health.

- **C-11.** Although the majority of Forest Park lies within the boundaries of the city of Portland and is owned and maintained by the city, it is nevertheless a regional asset, frequented by users from the entire metropolitan region and serving as a link in a larger ecosystem, extending from the Willamette River to the Coast Range.
- **R-10.** Metro should exert every effort to enhance the existing ecosystem connection between Forest Park and the Coast Range, which is the only way to maintain biodiversity and a healthy park.

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Action Items:

- *Immediate:* Metro should convene a panel to identify adequate ecological corridors (“eco-corridors”) between Forest Park and both the Coast Range and the Willamette River. The panel should include appropriate staff from Portland Parks and Recreation, Portland State University, Linfield College, the Fish and Wildlife Commission, the Bureau of Land Management, the Oregon State Department of Forestry, and other institutions with programs that would lend themselves to the study of Forest Park. Indeed, as this report goes to press, the committee is pleased to hear that Portland State University is convening the first Forest Park research colloquium, with the stated intent “to develop a big picture of the state of ecological knowledge about the park and begin to plan for future collaborative research initiatives.”
- *Near-term:* The panel should create a map of the potential eco-corridors, recommend agricultural and forest practices that would improve the connection, and produce a list of major landowners within the eco-corridor. They should evaluate the potential for land purchases, easements, public rights of way, interagency agreements, and other mechanisms.
- *Longer-term:* Over the course of the next 10 years, local governments should use these results to acquire parcels from willing sellers, obtain ecological easements from willing owners, and develop cooperative agreements with other public agencies that hold lands within the corridor. All local governments should adopt land-use and zoning policies that protect the corridor, and should vigorously promote adoption of the recommended agricultural and forest practices within the eco-corridor.

While the work to document and establish this all-important eco-corridor is going on, other critical issues of forest health can also be addressed. Much remains to be done if the park is ever to achieve the character of an old-growth forest, which is the goal envisioned in the 1995 Management Plan. The potential harm from ivy and other invasive species is severe; planning to control fire danger is in direct conflict with the old-growth goal; and we have little solid scientific data from which to plan a comprehensive restoration.

- **C-12.** Despite efforts to bring invasive species under control, they persist and threaten the park’s fragile ecosystem. Efforts to control this threat have been severely underfunded in comparison to need.
- **R-11.** The city and the Conservancy should expand current programs of invasive plant removal.

Action Items:

- *Immediate:* The plant-removal recommendations of the 1995 plan should be funded.
- *Immediate:* Forest Park Conservancy should continue to develop volunteer capacity and nurture corporate partnerships (similar to its relationship with The Standard) to provide a more robust removal effort.
- *Immediate:* The city should continue and expand ivy-removal programs such as Protect the Best and No-Ivy League.
- **C-13.** The combined effects of non-native invasive plant species, urban interfaces, and management decisions have prevented Forest Park from growing into the forest with old-growth characteristics envisioned by the 1995 Management Plan.
- **C-14.** City Nature has the ability and the knowledge, but has not been allocated the resources, to fully execute the conservation goals of the 1995 Management Plan.
- **R-12.** The city, in partnership with PSU and others, should implement long-term quantitative studies of forest health and ecology.

Action Item:

- *Immediate:* The city and its partners should support PSU’s current efforts to obtain National Science Foundation monies for such studies. If PSU is not successful in this, then the city should seek funds from other sources for the studies, including the Parks and Recreation budget.

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- **C-15.** The city is currently updating the Desired Future Condition (DFC) document for the park, which is primarily about ways to mitigate fire danger. There is an inherent conflict between that goal and the old-growth goal of the 1995 Management Plan. Both goals are long-term, and changes would have long-term impact.
- **R-13.** The city should proceed very cautiously with the final DFC statement, keeping in mind the potential conflict with the goals of the current forest management plan.

Action Items:

- *Immediate:* The DFC should identify all areas where its recommendations conflict with the 1995 plan's focus on moving toward a forest with old-growth characteristics.
- *Near term:* Through education and code enforcement, the city should work with park neighbors to assure they do their part in reducing fire risks.

EPILOGUE: A Walk to the Future

Imagine yourself on a hot, scratchy summer afternoon, stepping off a Max train at the Zoo stop and heading uphill, past the Veterans Memorial, to the beginning of the Wildwood Trail in Forest Park. Within minutes, you leave behind the heat, the crowds, the traffic, the noise as you pass through Hoyt Arboretum, past Washington Park, the Pittock acres, the Audubon Society sanctuary, and onward. The farther you get from the trailhead, the fewer people you encounter and the more wilderness you experience. You are in no hurry as you follow Wildwood on its 30-mile course, 30 forested miles you share with trees, birds, and forest animals.



Wildwood Trail

You pause at a headland that affords you a view in all directions. You take a deep breath, relishing the solitude, and allow yourself a fanciful idea. You imagine that you can see all the way toward the legacy of the past and the promise of the future.

If you look backward, toward the past, you see a series of events that were critical in shaping Forest Park as we know it today. It reminds you of one of those lovely landscape paintings with brightly colored foothills in the foreground and a series of distant ridges receding into the background, gradually softening in color.

In your mental painting of Forest Park history, the farthest ridge is the Olmsted vision. He urged that the “remarkably beautiful primeval woods...the romantic wooded hillsides” be saved “for a park or reservation of wild woodland character...Future generations,” he continued, “will bless the men who were wise enough to get such woods preserved.” That vision is as powerful today as it was more than 100 years ago, and serves as the legacy that will guide us into the future.

The closer ridges of your imaginary painting of the past are the endorsements of E.H. Bennett and Robert Moses. Closer still, with vibrant coloration, is the City Club report from 1945 that made the vision of Forest Park a reality. In front of that ridge is another, the 1976 management plan for the park, drafted by the Committee of 50 that puts a strong emphasis on protecting habitat and preserving the natural resources. And then, in the very foreground, is the City Club study of Portland Parks from 1994, with robust recommendations for our parks system, including some very intriguing ideas for Forest Park.

You shake your head slightly, wondering why some of those good ideas were never acted on.

Then, from your present-day viewpoint, you now turn the other way and look toward the future. Here the bands of color in the imaginary painting represent ridges in the Coast Range, all the way up to the crest, and the distant horizon is unmistakable: the Pacific Ocean. For the connection to the Coast Range that you knew about at the beginning of your walk has been expanded as you scan the future, and now a system of public lands stretches from the park to the coast.

On that future trail, you continue onward for another hundred miles. You pass through a patchwork of public and privately held lands, all of them bearing a maturing, healthy forest rich with native wildlife. Sunlight filters through the leaves and needles of sturdy trees and the delicate lacework of maidenhair ferns. The aroma of fertile ground surrounds you

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with every step. Laughter and stillness combine. You look around each corner, hoping to meet elk who are mirroring your journey from the valley to the coast.

Off to the side of the trail, sitting together on a downed log, John Charles Olmsted and Ding Cannon smile and lift a hand in greeting as you pass.

Respectfully submitted,

Elizabeth Friedenwald

Jim Gorter

Judith Iams

Jim Jackson

Mary Ella Kuster

Jennifer Rollins

Chris Zahas

Maggie Stuckey, lead writer

Megge Van Valkenburg, chair

Mary Jane Aman, research adviser (for the full committee)

Tony Iaccarino, research & policy director (for the full committee)

MINORITY REPORT: Regarding the Governance of Forest Park

We, the undersigned members of City Club's study committee on Forest Park, respectfully disagree with Conclusion 2 and Recommendation 2 of the majority report that the city of Portland is the only available steward of Forest Park and that until a regional park district is created that the city should retain ownership and control of Forest Park. We agree with all other conclusions and recommendations of the majority report to the extent that no matter what entity owns and manages Forest Park, the recommendations of the committee are essential to the future of the park.

We conclude that the city of Portland has failed as the steward of Forest Park and that the park should be turned over to the ownership of Metro and that it should be managed by the Natural Areas Management group of the Sustainability Center.

In short, we would strike conclusion C-2 from the majority report and replace recommendation R-2 of the majority report with the following alternative recommendation:

- **R-2.** Until such time as a regional park district is created, control and management of Forest Park should be turned over to Metro's Natural Areas Management Group.



Bluntly, the city has had almost 15 years to rectify the problems facing the park through implementation of the 1995 Management Plan and has shown no indication that it can or will provide either the resources or leadership to do so.

With the exception of some moderate success with ivy removal, the city of Portland has failed to achieve even marginal success in implementing the 1995 Management Plan and the problems highlighted in that report remain today only magnified by the intervening years.

In the same 15 years since City Club published its September 1994 report on Portland Metropolitan Area Parks and the 1995 Management Plan was adopted by the City Council, Metro has:

- Successfully taken over Multnomah County's parks;
- Acquired several of the properties originally mentioned in the report for transfer;
- Promoted the development and use of regional parks;
- Successfully passed park and greenspace ballot measures;
- Used the revenue from those ballot measures to collaborate and coordinate with other jurisdictions to acquire land, build new parks and rehabilitate old ones;
- Launched the Intertwine to collaborate and coordinate park development and funding acquisition.

The majority report offers no rebuttal to the conclusions and recommendations of the 1994 report that Metro, or a regional park authority created and staffed under its aegis become the owner and manager of regional parks in the Portland metro area. It has only become more obvious with the passage of time that Forest Park is not well served by the Bureau of Parks and Recreation's expertise in neighborhood park management.

This recommendation is not made lightly or without recognition of the reluctance of the city to part with such a treasure, or the reluctance of Metro to take on control of the park absent a truly regional parks management framework. Indeed, Metro Council President David Bragdon specifically stated that Metro was uninterested in such a transfer absent a wider regional parks district plan to take on the management of natural areas.⁷³

Metro Sustainability Center Director Jim Desmond told the committee that Metro has never considered a greater role in

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Forest Park and that it would take years to negotiate any greater role for Metro in management of Forest Park let alone taking it over.⁷⁴

Forest Park does not have years to wait for the creation of a regional parks district. In any event, Metro has become the de facto manager of parks of regional significance. It is our opinion that the Metro President's reluctance is misplaced given that the park is in need of immediate restoration and rehabilitation, and that Metro has continued to acquire land and develop parks without a regional park authority. Metro has the resources and expertise to carry out the necessary work and, because of its size, Forest Park fits in with Metro's existing portfolio of large parks and natural areas. In addition, Metro has jurisdiction to take on projects of benefit to the park, and guide development in Washington County which might otherwise be detrimental to the park's health.

We find that Metro has what the city lacks with regard to Forest Park:

- Money for land acquisition and capital projects. Although Metro's bond money for land acquisition is dwindling, it is not clear that money needs to exchange hands for the park to change owners. If future bonds for parks are passed by Metro voters, the cost of rehabilitation and development of Forest Park would be more equitably spread throughout the region.
- Non-tax revenue base generated by waste management fees. While it is true that the city could find some fee based source to finance operations at Forest Park, it has failed to do so to date and any mechanism it developed would be limited to city residents rather than more equitably allocated to regional residents.
- Depth and experience in the rehabilitation and management of natural areas, and a regional perspective and mandate. While City Nature has likely performed the best it can given the Park Bureau's funding priorities, Metro's Natural Areas Management has greater staff resources and significant economies of scale given its existing portfolio of natural areas, which might make it cheaper for Metro to operate Forest Park than for the city.
- Focus. The city's park portfolio requires it to prioritize neighborhood parks over Forest Park. While Metro must still be responsive to the demands of users, its regional base lessens the impact that any one type of constituent (like neighborhood parks groups) can have on funding priorities.

We recognize that the transfer of an asset of this magnitude cannot occur instantly and will probably require at least one budget cycle for both parties to make fiscal and legal preparations, but given that the majority concedes that a regional parks system is preferable, and that it did not refute the recommendations of the 1994 City Club report that identified Metro as the entity to launch such a system, we believe that delaying transfer of Forest Park to Metro would be negligent.

Respectfully submitted,

Spencer Ehrman
Nick Orfanakis
Travis Sanford
Paul Schmidt

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APPENDIX ONE:

Expenditures in Forest Park Reflecting Audit of Work Order Database for Fiscal Years 2006-2009

The three-year expenditures in the first table below reflects a Portland Parks and Recreation audit of work orders from various city agencies for work done in Forest Park. Note, however, that some expenditures are not paid through a work order system. A separate section of expenditures for Fiscal Year 2008-09 is included in the second table. This table captures inter-agency work as well as grant dollars.

Work Order Database	Total Expenditures Parts/Material/ Labor FY 2006-07	Total Expenditures Parts/Material/ Labor FY 2007-08	Total Expenditures Parts/Material/ Labor FY 2008-09
Carpentry (includes benches, restroom, pathways)	\$2,750	\$470	\$18,220
Forestry (tree maintenance)	\$6,000	\$6,800	\$3,270
Electrical	\$0	\$150	\$110
Heavy Equipment (roads, pathways, trees)	\$21,500	\$16,400	\$18,130
Irrigation	\$0	\$160	\$0
Mechanical	\$250	\$60	\$210
Metal Shop	\$3,610	\$2,680	\$1,410
Natural Area Staff (irrigation, landscape, shelter, general park maintenance)	\$90,000	\$305,900	\$251,400
Park amenities	\$490	\$60	\$3,320
Plumbing	\$430	\$210	\$140
TOTAL	\$125,030	\$332,890	\$296,210

Costs Not Tracked in Work Order Database			FY 2008-09
FEMA (funded by FEMA grant)			\$125,000
Americorps (funded by BES)			\$11,000
Amphibian study (funded by BES)			\$2,200
Dogs for the Environment (funded by BES)			\$50,000
Revegetation (funded by BES)			\$20,000
Youth Conservation Crew (funded by BES, PPR and Federal Stimulus dollars)			\$100,000
Natural resources and managers time (funded by PPR)			\$30,000
TOTAL			\$338,000

Forest Park (work orders plus special projects and costs)			FY 2008-09
TOTAL EXPENSES			\$634,210

APPENDIX TWO

Portland Parks and Recreation: “What We Do for Forest Park: Snapshot for Fiscal Year 2008-09 (not an exhaustive list)”*

Facilities and Furnishings
Manage daily care of Lower Macleay Building and Restroom
Stock dog bags and empty trash cans
Clean parking lots and blow pathways and picnic areas
Remove trash from landscape
Manage irrigation system and drinking fountains (Lower Macleay and NW Thurman Gate)
Supply outhouses at each end of Leif Erickson Drive and Upper Macleay Park
Remove graffiti from signs, trees and structures in the park
Maintain park benches throughout the park
Natural Areas
Develop strategy and goals for natural area restoration in Forest Park (Desired Future Condition, 1995 Natural Resources Management Plan, and Trail Planning)
Manage GIS data layers for work that has been conducted or will be conducted in Forest Park; supply maps to the Forest Park Conservancy (FPC) and other partners to clarify work areas and responsibilities
Work to connect FPC Stewardship Director and Trails and Restoration Manager with our goals and strategy to maximize efforts and leverage resources
Through Portland Parks and Recreation (PPR) restoration strategy, utilize PPR licensed Public Pesticide Applicators to apply treatments to invasive plant populations or manage contract crews who are applying treatments to invasive plants
Through PPR’s Integrated Pest Management program maintain PPR’s Salmon Safe Certification and Endangered Species Act section 4d exemption; provide training and consultation to Parks certified applicators
Partner with internal and external agencies to address invasive plant issues on a local and regional scale, such as garlic mustard; work to partner with FPC on how they can involve citizens in the removal effort
Trails
Develop trail planning and mapping for Forest Park; supply trail maps to work crews and partners to identify planned work and capture what work actually occurred
Collaborate with the FPC Trail Coordinator to repair and construct trails as well as bridges and culverts; develop a work plan for the FPC trails coordinator based on the PPR Trail Matrix
Provide lumber, hardware and tools for trail projects conducted by both PPR and FPC
Provide work space and tools at Lower Macleay Park to the FPC Trail Crews
Provide power equipment for trail projects (power wheel barrows, dump trucks, utility vehicles and front end loader) to FPC trail efforts
Provide a truck to the FPC crew/Envirocorps to transport labor and tools to work sites

* Adapted from PPR report to City Club study committee.

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Stewardship
Coordinate the No Ivy League/develop programs and work plans for the teens that work for the program
Connect community groups and individuals to work opportunities conducted by PPR and the FPC
Support PPR and FPC volunteer days and stewardship events with labor, food PPR staff management and other forms of support
Access
Make sure that daily access to Forest Park entrances are safe, signed, and free of litter
Manage bumper logs and traffic control structures and replace repair as needed
Make sure that park gates are in working order and that FPC and other partners have appropriate access
Work with police to remove abandoned vehicles from access points
Work to assure PPR-owned street system through the Forest Park is accessible, safe and functioning adequately
Safety/Transient Removal
Remove transient camps from the park (collaborate with Park Ranger and Portland Police to transition individuals from living in the park to appropriate facilities in town)
Partner with Columbia River Corrections to use prison labor to remove trash and structures from the park
Provide ranger support to enforce dog, bicycle and other relevant park rules
Remove illegal structures, such as BMX tracks from the park and plan and execute restoration in these sites that have been degraded
Permit Management
Manage permitting and recreational policy for Forest Park; ensure that events in the park comply with our policies and benefit the park as well as the organizations that run the events
Monitor after permitted events to ensure that they comply with park rules and standards
Dogs for the Environment
Provide funding and materials (split rail fencing) for a program that focuses on dog owner education and enforcement in natural areas
Work with Multnomah County Animal Control and PPR park rangers to develop patrol and education strategy for dogs in Forest Park
Acquisitions
Work to acquire acquisition of key natural areas to implement the 2006 Natural Areas Acquisition Strategy to provide a connected system of wildlife habitat and connecting people with nature; program works to acquire key properties to connect Forest Park to other public lands; connect Forest Park to Rock Creek and the Westside Trail to keep important wildlife corridors; protect important headwater areas on the eastside of the ridgeline

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APPENDIX THREE

Portland Parks and Recreation: Adopted Budget Fiscal Year 2009-10

Portland Parks & Recreation

SUMMARY OF BUREAU BUDGET

	Actual FY 2006-07	Actual FY 2007-08	Revised FY 2008-09	Proposed FY 2009-10	Adopted FY 2009-10
RESOURCES					
External Revenues					
Taxes	11,949,431	12,848,121	351,812	137,819	137,819
Licenses and Permits	0	13,476	333,029	40,000	40,000
Charges for Services	24,144,355	25,424,851	29,008,972	30,741,198	30,531,198
Grants	371,304	501,614	2,208,856	1,711,126	2,497,746
Local	2,045,872	3,958,759	16,124,356	17,828,222	15,448,222
Bond & Note	315,577	3,610,000	0	275,000	275,000
Miscellaneous	3,208,291	5,197,093	6,556,133	3,418,943	3,143,978
Total External Revenues	42,034,830	51,553,914	54,583,158	54,152,308	52,073,963
Internal Revenues					
General Fund Discretionary	31,201,561	34,879,442	37,138,582	39,524,848	39,627,605
Fund Transfers - Revenue	8,653,034	9,958,772	6,488,051	1,851,340	1,889,335
Interagency Revenue	13,134,381	10,923,482	9,354,587	2,280,265	2,455,265
Total Internal Revenues	52,988,976	55,761,696	52,981,220	43,656,453	43,972,205
Beginning Fund Balance	25,751,011	32,177,592	34,985,117	17,789,738	18,141,845
TOTAL RESOURCES	\$ 120,774,817	\$ 139,493,202	\$ 142,549,495	\$ 115,598,499	\$ 114,188,013
<p>Note: Discretionary General Fund revenues are those which may be used by City Council for any public purpose. Nondiscretionary revenues are restricted by policy or contractual agreement to the bureaus that generate the revenue.</p>					
EXPENDITURES					
Bureau Requirements					
Personal Services	35,908,530	38,562,765	43,624,577	41,311,284	41,816,704
External Materials & Services	19,732,459	23,844,424	28,152,332	22,407,635	22,737,556
Internal Materials & Services	18,358,377	17,118,047	15,302,803	7,355,920	7,480,920
Capital Expenses	7,927,457	17,845,977	36,296,967	30,034,749	27,542,467
Total Bureau Requirements	81,926,823	97,371,213	123,376,679	101,109,588	99,577,647
Fund Requirements					
Contingency	0	0	8,833,380	9,938,843	10,067,914
Fund Transfers - Expense	5,713,549	2,837,906	6,609,028	2,417,262	2,409,646
Bond Expenses	956,853	1,168,169	2,892,399	1,335,178	1,335,178
Unappropriated Fund Balance	32,177,592	38,115,914	838,009	797,628	797,628
Total Fund Requirements	38,847,994	42,121,989	19,172,816	14,488,911	14,610,366
TOTAL EXPENDITURES	\$ 120,774,817	\$ 139,493,202	\$ 142,549,495	\$ 115,598,499	\$ 114,188,013
PROGRAMS					
Community				4,714,087	4,928,592
Infrastructure				57,528,628	56,155,032
Recreation				27,890,537	27,729,588
Support				10,976,336	10,764,435
TOTAL PROGRAMS	\$	\$	\$	\$ 101,109,588	\$ 99,577,647

Note: Historical program information is not available due to the level at which budget figures were converted to the new EBS cost structure.

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Portland Parks & Recreation

CIP SUMMARY

This table summarizes Capital Improvement Plan project costs by capital programs.

Bureau Capital Program	Revised		Adopted	Capital Plan				
	Prior Years	FY 2008–09	FY 2009–10	FY 2010–11	FY 2011–12	FY 2012–13	FY 2013–14	5–Year Total
Portland Parks & Recreation								
Acquisitions								
SDC Acquisition Community Parks	0	2,327,600	0	500,000	0	0	0	500,000
SDC Acquisitions Neighborhood Parks	0	0	545,200	1,000,000	1,000,000	2,000,000	1,400,000	5,945,200
SDC City Wide Components	0	1,150,000	500,000	1,721,200	1,500,000	0	0	3,721,200
SDC Community Garden Acquisition	0	32,560	16,800	0	0	0	0	16,800
SDC Habitat Acquisition	0	0	1,300,000	1,000,000	2,500,000	3,500,000	2,000,000	10,300,000
SDC Trail Acquisition	0	0	1,773,998	689,590	750,000	150,000	0	3,363,588
Total Acquisitions	0	3,510,160	4,135,998	4,910,790	5,750,000	5,650,000	3,400,000	23,846,788
Amenities								
Burnside ADA Compliance	0	0	0	0	0	550,000	0	550,000
Cathedral Park Transient Dock	0	0	0	138,000	990,000	0	0	1,128,000
Citywide Play Equipment	0	0	0	0	242,000	726,000	726,000	1,694,000
Columbia Slough Trail - Airport Way to 185th St	0	0	0	110,000	0	0	0	110,000
Columbia Slough Trail-PIR to MLK	0	150,000	500,000	0	0	0	0	500,000
Community Garden Development	0	180,000	80,000	0	0	0	0	80,000
Dawson Park Improvements	0	0	350,000	1,450,000	0	0	0	1,800,000
East Delta Synthetic Fields	0	0	0	655,000	2,292,000	3,601,000	0	6,548,000
Farragut Park Improvements	0	0	200,000	0	0	0	0	200,000
Forest Park Entrance	0	0	0	0	0	0	2,833,000	2,833,000
Forest Park Trail Bridge Replacement	0	0	0	55,000	0	0	0	55,000
Gentemann Park Trail Development	0	0	0	314,000	0	0	0	314,000
Gilbert Heights Park Development	0	0	350,000	0	0	0	0	350,000
Interstate Urban Renewal District	63,918	595,000	0	1,600,000	600,000	1,100,000	600,000	3,900,000
Kelly Point Park Canoe Launch	0	0	101,500	185,000	0	0	0	286,500
Laurelhurst Park Pond Dredging	49,521	1,231,211	1,175,000	0	0	0	0	1,175,000
Leach Botanical Garden	0	0	0	0	83,000	0	0	83,000
Lents Synthetic Field	0	0	0	2,310,000	2,310,000	0	0	4,620,000
Lief Erickson Drive Refurbishment	0	0	0	0	1,100,000	1,650,000	1,650,000	4,400,000
Lovejoy Park Structure Replacement	0	0	0	55,000	275,000	0	0	330,000
Maricara Trail Development	0	0	0	0	22,000	61,000	0	83,000
Marine Drive Trail Gaps	0	0	955,209	0	0	0	0	955,209
Marine Drive Trail, Bridgeton Rd to Levee	0	0	540,000	1,500,000	0	0	0	2,040,000
Marquam Nature Park Trail	0	0	0	0	121,000	0	0	121,000
Marshall Park Bridge	11,917	118,083	100,000	0	0	0	0	100,000
Marshall Park Trail	0	0	0	0	215,000	0	0	215,000
Mary Reike School Synthetic Grass Replacement	0	0	0	0	1,041,000	0	0	1,041,000
Master Planned Project Development	0	0	0	0	3,000,000	3,000,000	3,000,000	9,000,000
Metro Bond Local Share Neighborhood Park Acquisition	754	2,949,115	1,900,000	0	0	0	0	1,900,000
Metro Bond Local Share Trail Acquisition	513	750,000	729,000	235,455	0	0	0	964,455
Mt Tabor Trail Improvements	0	0	0	0	644,000	0	0	644,000
Northgate Playstructure	0	0	15,000	0	0	0	0	15,000
O' Bryant Square Development	0	0	0	1,600,000	0	0	0	1,600,000
Play Area ADA Compliance	0	0	0	0	400,000	400,000	400,000	1,200,000
Playground Safety Improvements	391,315	369,684	325,000	0	0	0	0	325,000
Playstructures	695,881	264,010	250,000	0	0	0	0	250,000
River District Neighborhood Park	165,900	350,000	2,450,000	2,450,000	0	0	0	4,900,000
Riverplace Dock Repair	0	168,500	75,000	0	0	0	0	75,000
SDC Community Park Development	0	0	0	450,000	2,122,478	1,000,000	2,000,000	5,572,478
SDC Neighborhood Park Development	0	750,000	343,906	2,326,684	1,750,000	2,966,248	4,209,832	11,596,670
South Park Block 5 (Director Park)	0	0	1,840,000	0	0	0	0	1,840,000
South Waterfront Greenway-SDC	0	2,000,000	1,560,000	3,360,000	0	0	0	4,920,000
South Waterfront Neighborhood Park	312,394	3,500,000	1,463,000	0	0	0	0	1,463,000
Sports Field Renovation	0	0	0	582,000	1,330,000	1,330,000	0	3,242,000
Springwater Circle Bridge	31,869	394,139	350,000	0	0	0	0	350,000
Springwater Trail Culvert-Telford Road	0	0	0	0	165,000	0	0	165,000
Springwater Trail Rebuild Culverts	0	0	0	226,000	0	0	0	226,000
Springwater Trailhead at 82nd Street	0	0	0	1,650,000	0	0	0	1,650,000

Forest Park: A Call to Action

CIP SUMMARY

Portland Parks & Recreation
Parks, Recreation, and Culture Service Area

This table summarizes Capital Improvement Plan project costs by capital programs.

Bureau Capital Program	Revised	Adopted	Capital Plan					5-Year Total
			Prior Years	FY 2008-09	FY 2009-10	FY 2010-11	FY 2011-12	
Project	Prior Years	FY 2008-09	FY 2009-10	FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14	5-Year Total
Springwater Trailhead at SE 136th St	0	0	0	0	1,045,000	0	0	1,045,000
Springwater-Sellwood Gap Trail	0	0	110,000	0	0	0	0	110,000
Swan Island Waud Bluff Trail	0	0	1,171,801	0	0	0	0	1,171,801
Tanner Springs Rainwater Pavillion	0	181,036	140,000	0	0	0	0	140,000
Tennis Court Renovation	0	0	0	0	550,000	0	0	550,000
Terrace Trail Park Amenities	0	0	250,000	0	0	0	0	250,000
Trail Bridge/Culvert Repair	0	0	0	0	0	100,000	100,000	200,000
Wading Pool Conversion Priority 1	0	0	0	1,573,000	1,573,000	0	0	3,146,000
Wading Pool Conversion Priority 2	0	0	0	0	0	968,000	968,000	1,936,000
Washington Park Pathway Gutters	0	0	0	220,000	0	0	0	220,000
Waterfront Park Lead Paint Abatement	0	0	0	143,000	0	0	0	143,000
Westmoreland Park Ballfield Renovation	0	0	0	832,000	3,562,000	0	0	4,394,000
Westmoreland Park Playground Relocation	0	0	450,000	0	0	0	0	450,000
Westmoreland-Crystal Springs	0	0	567,000	0	0	0	0	567,000
Willamette Greenway	0	0	0	0	750,000	0	0	750,000
Total Amenities	1,723,982	13,950,778	18,341,416	24,020,139	26,182,478	17,452,248	16,486,832	102,483,113
Buildings								
SE 136th St Maintenance Facility	0	0	0	0	517,000	2,055,000	0	2,572,000
Total Buildings	0	0	0	0	517,000	2,055,000	0	2,572,000
Buildings & Aquatics								
Buckman Special Recreation Offices Relocation	0	0	0	0	0	2,200,000	3,300,000	5,500,000
Capital Equipment Reserve	0	89,275	89,275	0	0	0	0	89,275
Interstate Firehouse Cultural Center Upgrade	0	0	0	0	0	74,000	0	74,000
Maintenance Facility Replacement	0	0	353,688	2,200,000	15,510,000	18,480,000	11,440,000	47,983,688
Major Maintenance	0	0	711,282	0	0	0	0	711,282
Matt Dishmann Pool Heat Wheel	0	0	0	0	454,000	0	0	454,000
McLoughlin Facility	86,632	858,000	850,000	0	0	0	0	850,000
Mt Scott Community Center Refurbishment	0	0	0	0	363,000	4,344,000	0	4,707,000
Mt Tabor Volcano Restroom	0	0	0	449,000	0	0	0	449,000
Multnomah Arts Center Facility Improvements	0	0	0	0	1,370,000	0	0	1,370,000
Multnomah Arts Center/Pottery Barn Seismic	0	0	0	0	0	0	3,300,000	3,300,000
Pioneer Square Water Membrane Replacement	0	0	0	193,000	2,899,000	0	0	3,092,000
Pittock Mansion Exterior Masonry	0	0	0	605,000	2,420,000	2,426,000	0	5,451,000
Pittock Mansion Seismic	0	0	0	0	1,137,000	0	0	1,137,000
Pool Mechanical Equipment Replacement	0	0	0	0	330,000	330,000	330,000	990,000
Pool Replaster	0	0	0	0	220,000	220,000	220,000	660,000
Property Management Maintenance Project	12,116	278,884	290,000	0	0	0	0	290,000
St Johns Modular Building	0	80,000	80,000	0	0	0	0	80,000
Urban Forestry Barn	0	0	0	0	0	0	1,859,000	1,859,000
Washington Monroe Community Center	0	0	636,620	3,300,000	20,900,000	19,800,000	0	44,636,620
Whitaker Ponds Bunn Structure	0	0	0	0	165,000	0	0	165,000
Total Buildings & Aquatics	98,748	1,306,159	3,010,865	6,747,000	45,768,000	47,874,000	20,449,000	123,848,865
Golf								
Golf Small Capital Projects	0	50,000	50,000	200,000	200,000	200,000	200,000	850,000
Heron Lakes New Clubhouse	0	200,000	200,000	0	0	2,000,000	2,000,000	4,200,000
Total Golf	0	250,000	250,000	200,000	200,000	2,200,000	2,200,000	5,050,000
Infrastructure								
Directors Park Enhanced Street	0	0	1,382,000	0	0	0	0	1,382,000
Total Infrastructure	0	0	1,382,000	0	0	0	0	1,382,000

Forest Park: A Call to Action

Portland Parks & Recreation

CIP SUMMARY

Parks, Recreation, and Culture Service Area

This table summarizes Capital Improvement Plan project costs by capital programs.

Bureau Capital Program	Revised	Adopted	Capital Plan					5-Year Total
			Prior Years	FY 2008-09	FY 2009-10	FY 2010-11	FY 2011-12	
Natural Areas								
Hoyt Collection Improvements	0	0	0	165,000	165,000	165,000	165,000	660,000
Metro Bond Local Share Natural Area Acquisition	0	3,780,885	3,010,000	910,000	921,268	0	0	4,841,268
Metro Bond Local Share Natural Area Restoration	0	500,000	991,000	740,545	258,731	236,410	0	2,226,686
Oaks Bottom Habitat Restoration	0	0	0	0	990,000	0	0	990,000
Ross Island Site Restoration	0	0	0	0	0	825,000	0	825,000
Total Natural Areas	0	4,280,885	4,001,000	1,815,545	2,334,999	1,226,410	165,000	9,542,954
Parks, Fixtures & Trails								
Couch Park Repairs Levy	0	0	48,500	0	0	0	0	48,500
Gateway URA Development	0	0	250,000	750,000	500,000	0	0	1,500,000
Lents URA Development	0	0	15,000	40,000	300,000	269,000	0	624,000
Total Parks, Fixtures & Trails	0	0	313,500	790,000	800,000	269,000	0	2,172,500
Utilities & Roads								
Kelly Point Park Parking Lot	0	0	0	1,540,000	0	0	0	1,540,000
Mt Tabor Parking Improvements	0	0	0	509,000	0	0	0	509,000
Mt Tabor Road Improvements	0	0	0	0	0	419,000	0	419,000
Mt Tabor Roadway Local Improvement District	0	0	0	0	599,000	0	0	599,000
Total Utilities & Roads	0	0	0	2,049,000	599,000	419,000	0	3,067,000
Total Portland Parks & Recreation	\$ 1,822,730	\$ 23,297,982	\$ 31,434,779	\$ 40,532,474	\$ 82,151,477	\$ 77,145,658	\$ 42,700,832	\$ 273,965,220

Forest Park: A Call to Action

Portland Parks & Recreation

FTE SUMMARY

Class	Title	Salary Range		Revised FY 2008-09		Proposed FY 2009-10		Adopted FY 2009-10	
		Minimum	Maximum	No.	Amount	No.	Amount	No.	Amount
0515	Accountant II	48,024	58,652	2.00	110,876	2.00	113,776	2.00	113,776
0510	Accounting Technician	30,401	42,407	2.00	84,816	2.00	84,816	2.00	84,816
7103	Administrative Assistant	43,493	67,004	3.00	203,088	3.00	204,108	3.00	204,108
7107	Administrative Supervisor II	55,436	73,894	1.00	73,608	1.00	73,896	1.00	73,896
7818	Aquatic Program Supr	58,234	77,653	1.00	70,932	1.00	73,836	1.00	73,836
6004	Architect	59,404	75,878	1.00	75,876	1.00	75,876	1.00	75,876
7810	Arts Programs Supervisor	58,234	77,653	1.00	60,384	1.00	62,238	1.00	62,238
7375	Assistant Financial Analyst	43,493	67,004	2.00	124,020	2.00	126,155	2.00	126,155
7152	Assistant Program Specialist	43,493	67,004	2.00	117,000	1.00	58,878	2.00	119,394
7140	Assistant to Bureau Director	72,474	96,549	1.00	96,180	1.00	96,304	1.00	96,304
1311	Auto Equipment Operator I	39,401	47,753	4.00	190,992	4.00	190,992	4.00	190,992
6011	Botanic Specialist I	49,548	63,225	2.00	112,776	2.00	115,031	2.00	115,031
6012	Botanic Specialist II	52,137	66,524	10.00	593,921	10.00	605,913	10.00	605,913
6010	Botanic Technician	36,498	48,901	4.00	149,489	4.00	156,990	4.00	156,990
6001	Building/Landscape Designer I	43,994	53,453	1.00	43,992	1.00	43,992	0.00	0
6002	Building/Landscape Designer II	48,901	59,404	1.00	59,400	1.00	59,400	0.00	0
7112	Business Operations Manager	72,474	96,549	1.00	96,180	1.00	96,211	1.00	96,211
7121	Business Systems Analyst	55,436	73,894	1.00	59,844	1.00	61,680	1.00	61,680
6032	CAD Technician II	48,901	62,389	1.00	62,388	1.00	62,388	1.00	62,388
6033	CAD Technician III	59,404	75,878	1.00	75,876	1.00	75,876	1.00	75,876
7657	Capital Projects Manager III	67,380	90,557	1.00	78,660	1.00	80,274	1.00	80,274
1420	Carpenter	49,632	53,933	7.00	373,916	7.00	377,496	7.00	377,496
7134	CIP Planning Supervisor	72,474	96,549	1.00	96,180	1.00	96,552	1.00	96,552
7205	Comm Outreach/Invlvmt Pgm Mgr	61,158	81,662	1.00	70,524	1.00	73,175	1.00	73,175
7202	Community Outreach & Info Asst	43,493	67,004	1.00	66,744	0.50	33,494	1.00	66,986
7203	Community Outreach & Info Rep	52,806	70,366	1.00	63,876	1.00	65,184	1.00	65,184
1315	Construction Equip Operator	41,948	53,557	2.00	98,406	2.00	104,340	2.00	104,340
7852	Director of Golf	67,380	90,557	1.00	90,204	1.00	90,494	1.00	90,494
1453	Electrician	62,118	67,046	2.00	134,088	2.00	134,088	2.00	134,088
1457	Electrician Supervisor	68,486	73,915	1.00	73,920	1.00	73,920	1.00	73,920
6111	Engineering Associate Senior	67,526	86,109	1.00	78,108	1.00	78,108	1.00	78,108
6021	Engineering Technician I	36,498	48,901	0.00	0	1.00	36,504	1.00	36,504
7725	Facilities Const Proj Spec	52,806	70,366	2.00	122,904	2.00	123,088	1.00	70,276
1115	Facilities Maint Technician	50,154	54,497	6.00	322,620	6.00	322,620	6.00	322,620
1114	Facilities Mnt Tech Apprentice	32,698	54,497	1.00	34,052	1.00	38,382	1.00	38,382
7376	Financial Analyst	55,436	73,894	1.00	73,608	1.00	73,872	1.00	73,872
1524	General Mechanic	45,059	54,497	1.00	54,492	1.00	54,492	1.00	54,492
7850	Golf Course Superintendent	58,234	77,653	4.00	297,060	4.00	299,386	4.00	299,386
1220	Greens Keeper I	38,127	46,667	15.00	696,916	15.00	700,020	15.00	700,020
1221	Greens Keeper II	42,950	49,068	5.00	245,340	5.00	245,340	5.00	245,340
1222	Greens Keeper III	44,558	53,933	5.00	269,640	5.00	269,640	5.00	269,640
4110	High Climber	44,976	53,933	8.00	428,408	8.00	431,424	8.00	431,424
4114	Horticulturalist	42,407	51,240	24.63	1,222,190	23.63	1,200,766	24.63	1,243,186
7659	Landscape Architect Project Mgr	67,380	90,557	1.00	82,476	1.00	83,319	1.00	83,319
1240	Maintenance Mechanic	44,558	49,820	12.00	594,752	11.00	548,064	12.00	597,888
1200	Maintenance Worker	22,843	27,102	2.00	54,216	2.00	54,216	2.00	54,216
7131	Management Analyst	55,436	73,894	2.00	124,488	2.00	126,403	2.00	126,403
7130	Management Assistant	43,493	67,004	1.00	65,232	1.00	67,008	1.00	67,008
7812	Music Programs Supervisor	58,234	77,653	1.00	77,352	1.00	77,652	1.00	77,652
7862	Natural Areas Horticult Supr	58,234	77,653	2.00	144,492	2.00	148,632	2.00	148,632
0102	Office Support Spec II	30,401	42,407	8.00	316,553	8.00	326,160	8.00	326,160
0104	Office Support Spec III	38,899	50,070	2.00	86,982	2.00	92,148	2.00	92,148
7814	Outdoor Rec/Env Ed Prg Supr	58,234	77,653	1.00	75,108	1.00	75,744	1.00	75,744
1443	Painter	49,632	53,933	3.00	161,784	3.00	161,784	3.00	161,784
7825	Park Ranger Supervisor	43,493	67,004	1.00	43,488	1.00	43,488	1.00	43,488
1215	Park Technician	41,071	46,667	29.00	1,337,340	29.00	1,351,320	29.00	1,351,320
7109	Parks & Recr Admin Manager	67,380	90,557	1.00	81,180	1.00	81,736	1.00	81,736
7823	Parks & Recr City Nat Zone Mgr	64,269	85,984	2.00	163,236	2.00	166,446	2.00	166,446
7804	Parks & Recr Nat Areas Mgr	83,791	113,566	1.00	104,892	1.00	107,046	1.00	107,046
7809	Parks & Recr Services Mgr	90,014	125,718	1.00	119,496	1.00	121,944	1.00	121,944
7806	Parks & Recr Work/Comm Alli Mgr	83,791	113,566	1.00	111,132	1.00	112,350	1.00	112,350
7821	Parks & Recr Zone Mgr	67,380	90,557	4.00	312,012	4.00	316,654	4.00	316,654
7080	Parks & Recreation Director	111,353	159,586	1.00	154,608	1.00	155,853	1.00	155,853
7835	Parks Athletic Fields Maint Spec	55,436	73,894	1.00	61,500	1.00	61,711	1.00	61,711
7832	Parks Irrigation Maint Supr	55,436	73,894	1.00	72,324	1.00	73,896	1.00	73,896
1219	Parks Maintenance Crew Lead	44,516	53,787	5.00	264,318	5.00	268,920	5.00	268,920
7830	Parks Maintenance Supervisor	55,436	73,894	7.00	476,988	6.00	408,749	7.00	482,525
7826	Parks Security Manager	61,158	81,662	1.00	81,348	1.00	81,634	1.00	81,634
7834	PPR Cent Serv & Asset Sys Mgr	72,474	96,549	1.00	96,180	1.00	96,428	1.00	96,428

Forest Park: A Call to Action

Portland Parks & Recreation

FTE SUMMARY

Parks, Recreation, and Culture Service Area

Class	Title	Salary Range		Revised FY 2008-09		Proposed FY 2009-10		Adopted FY 2009-10		
		Minimum	Maximum	No.	Amount	No.	Amount	No.	Amount	
7133	Principal Management Analyst	72,474	96,549	1.00	96,180	1.00	96,335	1.00	96,335	
7154	Program Coordinator	58,234	77,653	2.00	136,572	2.00	141,531	2.00	141,531	
7156	Program Manager	61,158	81,662	2.00	162,120	2.00	163,098	2.00	163,098	
7153	Program Specialist	52,806	70,366	4.00	207,408	4.00	209,939	4.00	209,939	
7678	Prop Acquisition & Svcs Mgr	61,158	81,662	1.00	73,404	1.00	76,165	1.00	76,165	
7553	Public Works Supervisor II	55,436	73,894	1.00	73,608	1.00	73,752	1.00	73,752	
7855	Raceway Maintenance Supervisor	58,234	77,653	1.00	73,608	1.00	75,120	1.00	75,120	
7857	Raceway Manager	67,380	90,557	1.00	90,204	1.00	90,262	1.00	90,262	
4325	Rec Coordinator I	39,192	48,066	51.00	2,367,832	49.00	2,322,432	51.00	2,414,676	
4326	Rec Coordinator II	41,593	51,198	11.00	535,586	11.00	550,961	11.00	550,961	
4322	Recreation Leader	27,582	39,818	18.88	680,992	16.63	620,004	18.88	699,972	
7802	Recreation Supervisor I	55,436	73,894	10.00	661,056	10.00	672,852	10.00	672,852	
6082	Right-of-Way Agent II	48,901	62,389	1.00	53,916	1.00	56,580	1.00	56,580	
7192	Safety & Risk Officer I	61,158	81,662	1.00	81,348	1.00	81,374	1.00	81,374	
7102	Senior Admin Specialist	40,507	62,348	1.00	51,912	1.00	52,268	1.00	52,268	
7113	Senior Business Operations Mgr	90,014	125,718	1.00	109,992	1.00	112,248	1.00	112,248	
6134	Senior City Planner	59,404	75,878	5.00	379,380	2.00	208,656	5.00	379,380	
7377	Senior Financial Analyst	61,158	81,662	2.00	147,456	1.50	113,890	2.00	152,998	
7132	Senior Management Analyst	61,158	81,662	4.00	309,192	4.00	314,664	4.00	314,664	
7158	Senior Program Manager	72,474	96,549	2.00	180,168	1.00	85,756	2.00	181,384	
7820	Senior Recreation Prg Supr	58,234	77,653	1.00	73,836	1.00	76,872	1.00	76,872	
7836	Sports Management Supervisor	58,234	77,653	1.00	77,352	1.00	77,377	1.00	77,377	
7204	Sr Comm Outreach & Info Rep	58,234	77,653	1.00	77,352	1.00	77,652	1.00	77,652	
7718	Sr Facilities Maintenance Supr	58,234	77,653	1.00	77,268	1.00	77,588	1.00	77,588	
7815	SUN Community School Recreation	58,234	77,653	1.00	70,308	1.00	72,708	1.00	72,708	
7788	Supervising Parks Planner	72,474	96,549	1.00	94,992	1.00	95,902	1.00	95,902	
7728	Supv Facilities Const Prj Spec	61,158	81,662	1.00	79,956	1.00	81,376	1.00	81,376	
3123	Surveyor II	53,724	61,554	1.00	53,724	0.00	0	0.00	0	
7813	Therapeutic Recreation and Inc	58,234	77,653	1.00	58,236	1.00	58,236	1.00	58,236	
4112	Tree Inspector	49,214	59,153	9.00	522,396	8.00	473,184	9.00	522,396	
1214	Turf Maintenance Technician	38,127	46,667	7.00	326,676	7.00	326,676	7.00	326,676	
7840	Urban Forestry Supervisor	58,234	77,653	1.00	77,352	1.00	77,402	1.00	77,402	
1210	Utility Worker I	38,879	42,282	12.00	504,048	12.00	507,456	12.00	507,456	
1211	Utility Worker II	42,282	45,456	20.00	896,052	20.00	905,556	20.00	905,556	
7212	Volunteer Program Coordinator	55,436	73,894	1.00	73,608	1.00	73,896	1.00	73,896	
1510	Welder	49,632	53,933	1.00	53,928	1.00	53,928	1.00	53,928	
TOTAL FULL-TIME POSITIONS					406.51	\$ 22,305,989	392.26	\$ 21,804,016	403.51	\$ 22,434,724
6011	Botanic Specialist I	49,548	63,225	0.63	31,212	0.63	31,212	0.63	31,212	
4114	Horticulturalist	42,407	51,240	0.63	26,712	0.63	26,712	0.63	26,712	
4325	Rec Coordinator I	39,192	48,066	1.76	81,028	1.76	83,284	1.76	83,284	
4322	Recreation Leader	27,582	39,818	3.89	131,268	3.89	137,968	3.89	137,968	
7102	Senior Admin Specialist	40,507	62,348	0.88	42,168	0.88	42,456	0.88	42,456	
1214	Turf Maintenance Technician	38,127	46,667	11.00	498,596	11.00	504,804	11.00	504,804	
TOTAL PART-TIME POSITIONS					18.79	\$ 810,984	18.79	\$ 826,436	18.79	\$ 826,436
7152	Assistant Program Specialist	43,493	67,004	1.00	47,508	0.00	0	0.00	0	
6010	Botanic Technician	36,498	48,901	1.00	36,957	0.00	0	0.00	0	
7656	Capital Projects Manager II	64,269	85,984	2.50	180,060	0.00	0	0.00	0	
7657	Capital Projects Manager III	67,380	90,557	1.00	87,480	0.00	0	0.00	0	
6063	GIS Technician III	59,404	75,878	1.00	62,388	0.00	0	0.00	0	
7130	Management Assistant	43,493	67,004	1.00	43,488	0.00	0	0.00	0	
4325	Rec Coordinator I	39,192	48,066	3.52	140,080	4.00	164,040	4.00	164,040	
4326	Rec Coordinator II	41,593	51,198	1.00	42,244	1.00	48,072	1.00	48,072	
TOTAL LIMITED TERM POSITIONS					12.02	\$ 640,205	5.00	\$ 212,112	5.00	\$ 212,112

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BUDGET DECISIONS

This chart shows decisions and adjustments made during the budget process. The chart begins with an estimate of the bureau's Current Appropriation Level (CAL) requirements.

ACTION	AMOUNT			FTE	DECISION
	Ongoing	One-Time	Total Package		
FY 2009-10	87,731,886	13,960,529	101,692,415	425.05	FY 2009-10 Current Appropriation Level
CAL Adjustments	0	0	0	0.00	None
Mayor's Proposed Budget Decisions					
	(88,359)	0	(88,359)	0.00	Interagency savings resulting from OMF reductions
	(131,317)	0	(131,317)	0.00	Cut - Pass Throughs
	(94,902)	0	(94,902)	(1.00)	Cut - Administration
	(36,100)	0	(36,100)	(0.50)	Cut - Adaptive & Inclusive Programming
	(250,934)	0	(250,934)	0.00	Cut - Aquatics Programming
	(108,971)	0	(108,971)	(1.00)	Cut - SUN Community Schools Programming
	(212,400)	0	(212,400)	(2.00)	Cut - Marketing & Business Development
	(130,060)	0	(130,060)	(2.00)	Cut - Senior Rec Programming
	(225,492)	0	(225,492)	(3.00)	Cut - Planning
	(112,050)	0	(112,050)	(1.00)	Cut - Maint Central Serv - Cntrs/Pool/RR
	(102,988)	0	(102,988)	(1.00)	Cut - Maintenance - Parks
	(40,000)	0	(40,000)	0.00	Cut - Public Safety & Security
	(35,800)	0	(35,800)	(0.50)	Cut - Programming - Community Center w/o Pools
	(89,400)	0	(89,400)	(1.00)	Cut - Maintenance - Trees
	(76,197)	0	(76,197)	(1.00)	Cut - Maint. Natural Areas & Trees
	(30,144)	0	(30,144)	0.00	Cut - Programming Com. Cntrs w/Pool
	(160,470)	0	(160,470)	0.00	Efficiencies - Maint Cent. Serv - Turf, Irrig, Fields
	(40,000)	0	(40,000)	0.00	Efficiencies - Maintenance - Equipment
	(40,000)	0	(40,000)	0.00	Efficiencies - City-wide sports
	0	500,000	500,000	5.00	Add - Teen Programming
	13,000	0	13,000	0.00	Revenue - Outdoor Rec
	25,000	0	25,000	0.00	Revenue - Community Gardens
	31,000	0	31,000	0.00	Revenue - Community Music Cntr
	2,700	0	2,700	0.00	Revenue - AIR
	7,700	0	7,700	0.00	Revenue - SUN Community Schools
	79,800	0	79,800	0.00	Revenue - Multnomah Arts Center
	9,700	0	9,700	0.00	Revenue - Senior Recreation
	5,000	0	5,000	0.00	Revenue - Horticulture
	564,375	0	564,375	0.00	Revenue - Community Centers
	7,500	0	7,500	0.00	Revenue - City-wide Sports
	0	233,000	233,000	0.00	CIP Adjustment for Swan Island IA
	0	(56,018)	(56,018)	0.00	Balance IA with BES
Approved Budget Additions and Reductions					
	0	59,157	59,157	0.00	Add back aging services funding
	0	43,600	43,600	0.00	Backfill McCalls rental revenue with GF
	0	(200,000)	(200,000)	0.00	Reduce projections for marketing revenues
	0	0	0	14.25	Add back FTE cuts in Proposed (no \$ added)
	0	(2,464,588)	(2,464,588)	(3.00)	Tech adj for PDC projects and Directors Park
	0	636,620	636,620	0.00	Grant for Washington-Monroe Comm Cntr
Adopted Budget Additions and Reductions					
	0	150,000	150,000	0.00	Grant for Columbia Slough trail project
	0	175,000	175,000	0.00	BES IA for Youth Conservation Corps
	0	68,270	68,270	0.00	Trust fund donations, waive fee for Bite of Oregon
	(1,259,809)	(854,959)	(2,114,768)	2.25	Total FY 2009-10 Decision Packages
			\$ 99,577,647	427.30	Total Adopted Budget

WITNESSES

Tom Archer, President and Advocacy Director, Northwest Trail Alliance
Bruce Barbarash, Superintendent of Natural Resources and Trails Management, Tualatin Hills Park and Recreation District
Frank Bird, Board President, Neighbors West-Northwest
David Bragdon, Council President, Metro
Michelle Bussard, Executive Director, Forest Park Conservancy
David Cohen, Executive Director, Friends of Tryon Creek
Tom Costello, Sanctuaries Manager, Audubon Society of Portland
Jim Desmond, Director, Sustainability Center, Metro
Astrid Dragoy, Manager, City Nature West, Portland Parks and Recreation
Jim Emerson, President, Forest Park Neighborhood Association
Nick Fish, Commissioner, City of Portland
Jim Francesconi, Former Commissioner, City of Portland
Dave Garten, Board President, Forest Park Conservancy
Jennifer Goodrich, Invasive Plant Coordinator, Portland Bureau of Environmental Services
Marcy Houle, Biologist, Author
Mike Houck, Executive Director, Urban Greenspace Institute
Paul Ketcham, Senior Environmental Program Manager, Portland Bureau of Environmental Services
David McAllister, Manager, City Nature, Portland Parks and Recreation
Dan Moeller, Supervisor, Natural Areas West, Portland Parks and Recreation
Fred Nilsen, Former Natural Resource Supervisor, Portland Parks and Recreation
Chet Orloff, Project Manager, Museum of the City, Portland State University
Meryl Redisch, Executive Director, Audubon Society of Portland
Zari Santner, Director, Portland Parks and Recreation

Individual members of the committee, or small groups within the committee, also interviewed or communicated with the following individuals:

Lio Allaalatoa, Outreach Team Leader, JOIN
Kathleen Brennan-Hunter, Natural Areas Program Director, Metro
George Burke, Lieutenant, Central Precinct, Portland Police Bureau
Nancy Broshot, Associate Professor of Biology, Linfield College
Peter Cogswell, Oregon Constituent Account Executive, Bonneville Power Administration
John Deshler, Graduate Student of Biology, Portland State University
Marion Dresner, Associate Professor of Environmental Science, Portland State University
Sarah Eppley, Research Biologist, Portland State University
David Johnson, Line Clearance Program, Portland General Electric Company
Jennifer Ringold, Citywide Planner, Minneapolis Parks and Recreation Board
Luis Ruedas, Associate Professor of Biology, Portland State University
Thomas Spies, Pacific Northwest Research Station, United States Forest Service
Cynthia Sulaski, Coordinator, The Intertwine Alliance
Michelle Uting, Manager of Membership Services and Government Relations, Chicago Wilderness
Michael Wetter, Senior Advisor to Council President, Metro

CITATIONS

- 1 Olmsted's remarks are part of the Appendix to the "Annual Report of the Park Board," December 31, 1903, p. 40; its authorship is credited to "Olmsted Brothers, Landscape Architects, Brookline, Massachusetts."
- 2 "Proposed Municipal Forest-Park," City Club of Portland *Bulletin*, 26 (August 31, 1945); "Progress Report: Status of the Forest-Park Proposal," City Club of Portland *Bulletin*, 28 (July 4, 1947).
- 3 Oregon Department of Fish and Wildlife, "Coast Range Ecoregion," http://www.dfw.state.or.us/conservationstrategy/document_pdf/b-eco_cr.pdf.
- 4 "Proposed Municipal Forest-Park," p. 86.
- 5 Chet Orloff, "Maintaining Eden: John Charles Olmsted and the Portland Park System," *Association of Pacific Coast Geographers Yearbook*, 66 (2004), p. 115.
- 6 Olmsted, "Report of the Park Board," p. 41.
- 7 Marshall N. Dana, ed., *The Greater Portland Plan of Edward H. Bennett* (Portland, 1912), p. 22; quoted in Elizabeth M. Provost, "The Genesis of Portland's Forest Park: Evolution of an Urban Wilderness," M.A. thesis, Portland State University, 2009.
- 8 Portland Parks and Recreation, *Chronological History*, p. 12; cited in Chet Orloff, "If Zealously Promoted by All: The Push and Pull of Portland Parks History," in Connie Ozawa, ed., *The Portland Edge: Challenges and Successes in Growing Communities* (Washington, D.C.: Island Press, 2004), p. 150.
- 9 Robert Moses, *Portland Improvement* (New York: William E. Rudge, 1943), p. 23; cited in Provost, "Genesis of Forest Park," p. 57.
- 10 "Proposed Municipal Forest-Park," p. 83.
- 11 "Proposed Municipal Forest-Park," p. 84.
- 12 "Progress Report: Status of the Forest-Park Proposal," p. 54.
- 13 Smith's remarks are in "Transcript of Portland City Council Meeting," July 9, 1947, Stanley Park Archives and Records Center, p. 5; cited in Provost, "Genesis of Forest Park," p. 83.
- 14 Forest Park Committee of Fifty, "A Management Plan for Forest Park," 1976; adopted by City Council under Resolution 31779, November 10, 1976.
- 15 "Management Plan for Forest Park," 1976, pp. 4-5.
- 16 Metro Greenspaces Master Plan.
- 17 "Portland Metropolitan Area Parks," City Club of Portland *Bulletin*, 76 (September 23, 1994), p. 98; emphasis added.
- 18 "Portland Metropolitan Area Parks," p. 99.
- 19 "Portland Metropolitan Area Parks," pp. 138, 141.
- 20 Portland Parks and Recreation and Bureau of Planning, "Forest Park Natural Resources Management Plan," February 1995 (the "1995 Management Plan"); adopted by Portland City Council February 8, 1995 as Ordinance 168509; effective March 10, 1995, p. 97.
- 21 Marcy Houle, *One City's Wilderness: Portland's Forest Park* (Portland: Oregon Historical Society Press, 1996).
- 22 Conversation with Nancy Broshot, October 29, 2009.
- 23 Interview with Michelle Bussard, October 12, 2009.
- 24 The Standard, press release dated September 18, 2009; conversation with Bob Speltz, October 13, 2009.
- 25 Oregon Blue Book, bluebook.state.or.us.
- 26 Metro Charter, www.oregonmetro.gov.
- 27 Oregon Blue Book, bluebook.state.or.us; and email correspondence with Jim Desmond, August 3, 2009.
- 28 Interview with Jim Desmond, October 14, 2009.
- 29 Interview with Jim Desmond, October 14, 2009.
- 30 Interview with Mike Houck, June 29, 2009.
- 31 "The Intertwine," <http://theintertwine.org/>.
- 32 Conversation with Cynthia Sulaski, October 11, 2009.
- 33 "Resources: The Intertwine," <http://www.theintertwine.org/resources.php?ResList=all>.
- 34 Interview with Mike Houck, June 29, 2009; conversations with Cynthia Sulaski, October 11, 2009; and Mike Wetter,

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- October 11, 2009.
- 35 Conversation with Mike Wetter, October 11, 2009.
- 36 "The Audubon Society of Portland," www.audubonportland.org.
- 37 Interview with Meryl Redisch and Tom Costello, June 22, 2009.
- 38 Interview with Dan Moeller, June 1, 2009; conversations with Dave Johnson, November 4, 2009; and Peter Cogswell, November 4, 2009.
- 39 Interview with Zari Santner, August 24, 2009.
- 40 Portland Parks and Recreation, "Parks 2020 Vision," p. 30.
- 41 Interview with Mike Houck, June 29, 2009.
- 42 Interviews with Jim Desmond, June 8, 2009; Jim Francesconi, June 13, 2009; Commissioner Nick Fish, August 10, 2009.
- 43 Interview with Marcy Houle, October 5, 2009.
- 44 Interview with Commissioner Nick Fish, August 10, 2009.
- 45 Interview with Marcy Houle, October 5, 2009.
- 46 Interview with Fred Nilsen, August 10, 2009.
- 47 E. Pennisi, "Western Forests Suffer Death by Degrees," *Science*, 323 (2009).
- 48 Conversation with Nancy Broshot, October 29, 2009.
- 49 1995 Management Plan.
- 50 Bureau of Environmental Services, "City of Portland Invasive Plant Strategy Report," October 30, 2008.
- 51 Interviews with Jim Desmond, June 8, 2009; Jim Francesconi, June 13, 2009; Mike Houck, June 29, 2009; Fred Nilsen, August 10, 2009.
- 52 Interviews with Jim Desmond, June 8, 2009; Mike Houck, June 29, 2009; Fred Nilsen, August 10, 2009.
- 53 No Ivy League, <http://www.portlandonline.com/parks/index.cfm?c=47820>.
- 54 Nancy E. Broshot, "The Effects of Urbanization and Human Disturbance upon Plant Community Structure and Bird Species Richness, Diversity, and Abundance in a Natural Forested Area (Forest Park) in Portland, Oregon," Ph.D. thesis, Portland State University, 1999.
- 55 1995 Management Plan.
- 56 *Id.*, p. 85.
- 57 Forest Park Conservancy, "White Paper on Off-Road Cycling in Forest Park," May 19, 2009.
- 58 Conversation with Jim Blackwood, April 15, 2010.
- 59 City of Portland, "Background Report on Arts and Culture," Portland Plan, <http://www.portlandonline.com/portland-plan/index.cfm?c=51427&a=279502>.
- 60 Interview with Dan Moeller, June 1, 2009.
- 61 Conversation with Jim Blackwood, April 15, 2010.
- 62 Independent Sector, www.independentsector.org.
- 63 1995 Management Plan, p. 82.
- 64 *Id.*, pp. vii-viii.
- 65 *Id.*, p. iii.
- 66 *Id.*, p. iii.
- 67 *Id.*, p. iv.
- 68 *Id.*, p. v.
- 69 *Id.*, p. 212.
- 70 *Id.*, p. ii.
- 71 The 1995 Management Plan distinguishes between "High" and "Medium" priority projects. However, the distinction does not appear to address the importance of the project to the health of the park, but the timeframe in which the project may be accomplished. Thus, High priority projects are identified as being important "in the short term" and Medium priority projects are important "in the next five years;" 1995 Management Plan, p. vi.
- 72 "Portland Metropolitan Area Parks," pp. 136, 99, 141.
- 73 Interview with Metro Council President David Bragdon, November 17, 2009.
- 74 Interview with Jim Desmond, June 8, 2009.

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