

COMPREHENSIVE PLAN

Willamalane Park and Recreation District
Springfield, Oregon

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Introduction

Willamalane Park & Recreation District is a special purpose district having its own legal authority, tax base and legal boundaries. It currently serves more than 48,000 people, including the City of Springfield and its urban fringe.

The objective of this plan is to provide an understanding of the District and the elements which affect its development. It will provide an objective base from which the citizens, District Board of Directors and Staff can make decisions. The plan itself is a process more than a document. It will grow and change to meet a growing and changing district.

Much time has been devoted to providing an accurate, comprehensive data inventory and analysis. This is important, because the planning process must have a credible data base to provide a context for resolving issues.

The plan is future oriented. It attempts to provide a view of the foreseeable future based on the best available facts and interpretation of near-certain trends, both national and local.

National and state park and recreation standards have been outlined as they apply to Willamalane Park and Recreation District. A localized set of standards for Willamalane has been formulated through citizen participation and analysis of local users, conditions and trends. These standards have been applied to District land and facilities to establish an overview of specific park and recreation needs.

Goals and objectives have been set to give direction for development and policies have been formed to help guide the way toward meeting the District's needs.

Citizen involvement has occurred since the beginning of the planning process. A Citizens Advisory Committee has taken an active part in the formation of this plan and will continue to take part throughout future planning processes. Citizen committees will assist in establishing budgets, preparing five year Capital Improvement Plans and updating this Comprehensive Plan on a yearly basis.

The yearly plan update will allow the plan to adjust to changes in information, trends, finances and other District circumstances. It is intended also that interim variances be allowed when unique situations or opportunities arise which have not been anticipated in the plan.

The following section will explain in more detail the methodology used in preparation of this plan.

Methodology

The planning process used to develop this comprehensive plan is illustrated on the following page in a METHODOLOGY FLOW DIAGRAM. A brief description of the diagram follows.

The first step in formulating the plan was to establish an understanding of existing conditions in the District. An INVENTORY was made of physical and cultural factors affecting the District; the District's own history and resources; the Economic factors affecting park development; and the other Public Agencies which directly affect District actions.

Each of these factors were in themselves ANALYZED and the information documented in writing and maps.

PARK AND RECREATION NEEDS were assessed. To establish Willamalane's needs, DEMAND and EXPRESSED NEEDS at the county, metro area, and local level were reviewed. The Citizens Advisory Committee had its primary input at this point. Near-certain RECREATION TRENDS were reviewed with a view to the foreseeable future. Population projections and other LOCAL INFLUENCING FACTORS were studied and documented. Again the Citizen's Advisory Committee had input. National and state quantity STANDARDS for park and recreation facilities were reviewed and listed for comparative purposes. After analysis of all this information, and more input from the Citizen's Advisory Committee, appropriate local standards were developed and listed. WILLAMALANE NEEDS have been appraised by applying these standards to the District at 1980, 1985 and the year 2000 population projections to establish gross need; then subtracting existing developed parks and facilities from this gross need to establish net need.

The District was analysed for RECREATION OPPORTUNITIES. These opportunities are categorized as Recreation Nodes such as individual parks, Urban Corridors such as bike paths, Natural Corridors such as rivers and streams, and Public Open Space such as forest and farm lands and scenic areas.

With the assistance of the Citizen's Advisory Committee, recreation GOALS, OBJECTIVES & POLICIES were formulated for the District. The Goals are the general target the District should aim for, the Objectives are attainable steps along the way and Policies set the course and give direction. These three items are the heart of the Comprehensive Plan.

Finally IMPLEMENTATION GUIDELINES have been discussed. These are essentially the available options available for gaining the additional lands needed for new parks and for developing new recreation facilities.

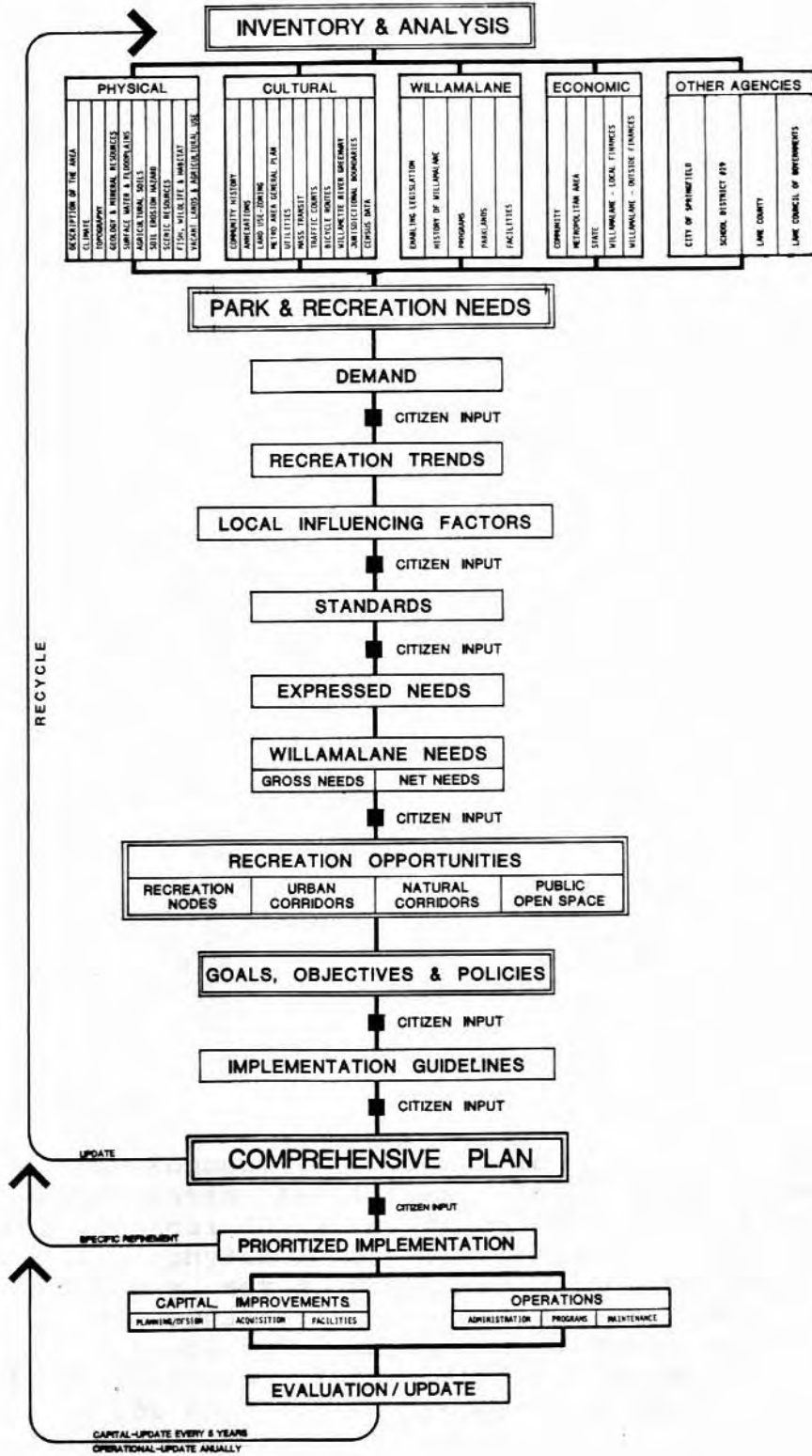
All of this information composes the COMPREHENSIVE PLAN, which will be updated annually, adding new information, detail, and adjusting to a changing District.


The future steps in the PRIORITIZED IMPLEMENTATION of the Comprehensive Plan include a 5 Year Capital Improvements Plan. With citizen input, future development of parks and facilities and acquisition of land will be prioritized and budgeted for a five year period. Park Operations, including administration, programs and maintenance, will be budgeted for a one year period.

METHODOLOGY

COMPREHENSIVE PLAN 1980

WILLAMALANE PARK AND RECREATION DISTRICT



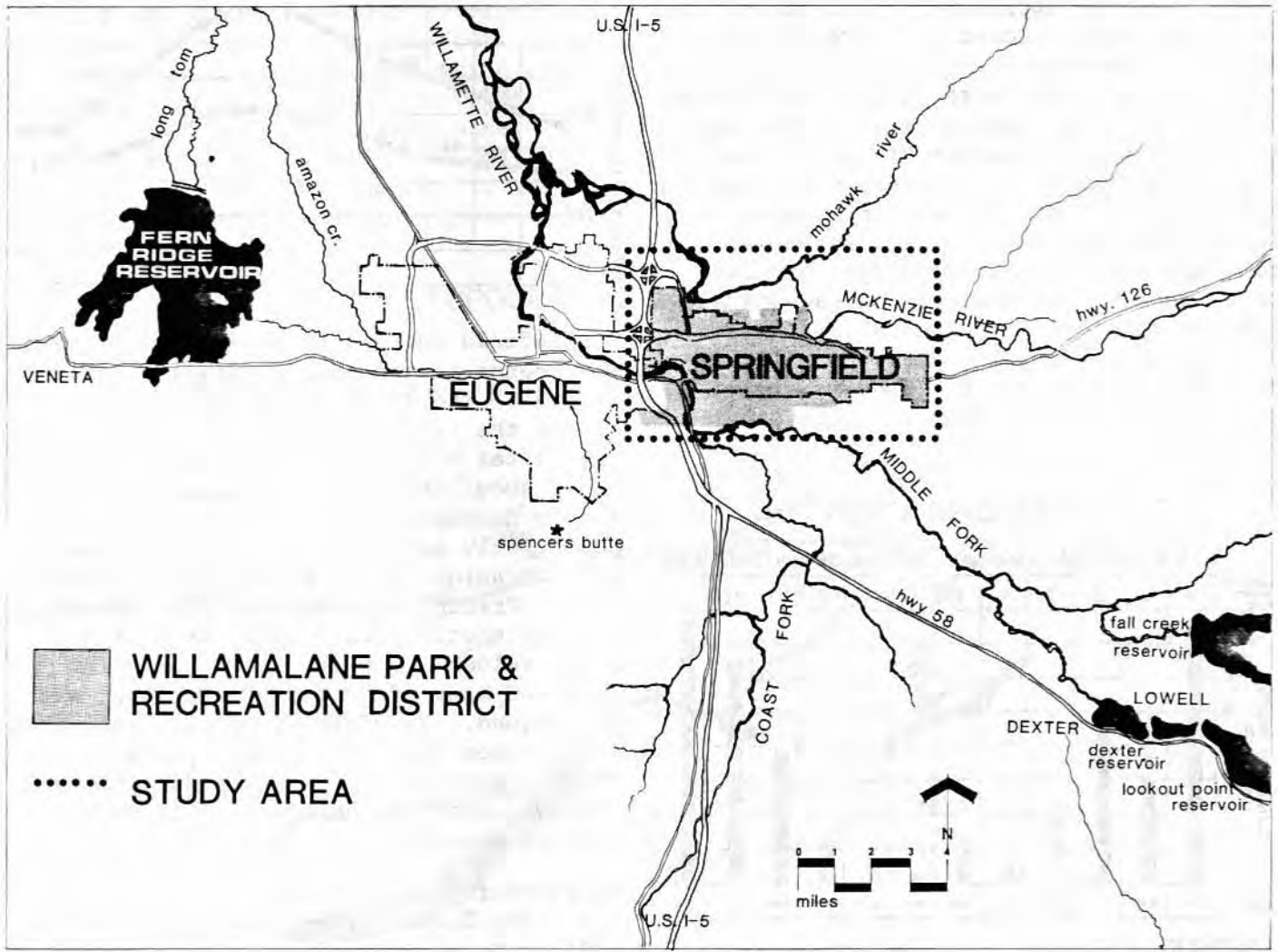
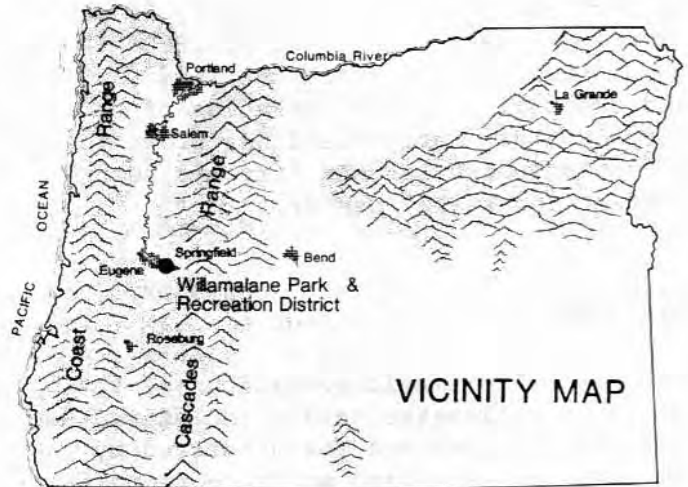


The Physical Environment affects and is effected by development of parks and recreation facilities. Public Open Space can be selected for physical characteristics or preserved because of them. Natural or physical factors within and surrounding the District form edges, set up perceivable patterns and present opportunities and constraints to development. Only by understanding the physical environment can natural corridors be recognized and utilized. This chapter is an accurate inventory and mapping of the Physical Environment; a necessary portion of a credible data base.

Physical Environment

Description Of The Area

Springfield is located in western Oregon, in the upper or southern portion of the Willamette Valley just east of the confluence of the McKenzie and Willamette Rivers. The Cascade Mountains to the east and the smaller Coast Range to the west bound the valley, and low hills to the south nearly close it, but northward the level valley floor broadens rapidly. Springfield is known throughout western Oregon as the "Gateway to the McKenzie River Recreation Area". The city of Eugene borders the west side of Springfield and together these "Sister Cities" and adjoining smaller communities comprise the second largest metropolitan area in the State of Oregon. According to preliminary data from Census-1980, the population of



Springfield is 41,621, up nearly 55 percent from the 26,874 count of 1970. From the arrival of the first settlers in 1848 and the political incorporation of the city in 1885, Springfield has grown to be Oregon's fourth largest city and second largest industrial center.

Climate

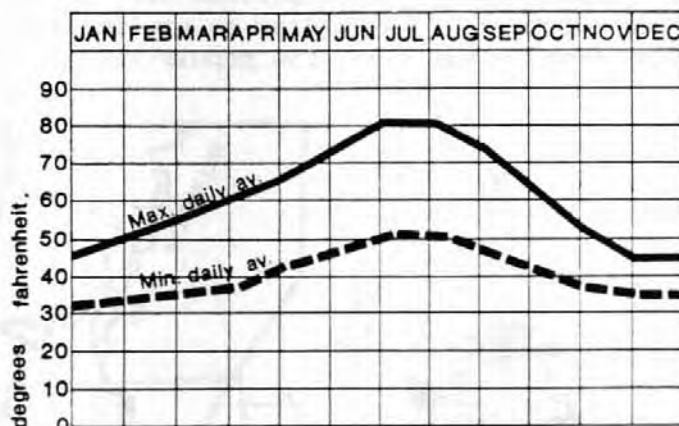
The general climatic conditions of the southern Willamette Valley including the Springfield area are characterized by abundant moisture and moderate temperatures. To a large degree this is the result of the relationship of the valley to nearby mountains and the Pacific Ocean. Springfield is approximately 80 air miles from the Pacific Coast. The Coast Range acts as a barrier to coastal fog, but active storms cross these ridges with little hindrance. The sources of local fog are primarily the Willamette River and the Fern Ridge flood control reservoir, but numerous small creeks, and low places, which fill with water in the wet season, also contribute substantially. The Cascade Range blocks westward passage of all but the strongest continental air masses, but when air does flow into the valley from the east during the winter, clear, sunny days and cool frosty nights develop.

In summer this situation causes dry, hot weather.

The winter season is marked by relatively mild temperatures, cloudy skies and rain. Southwesterly surface winds predominate.

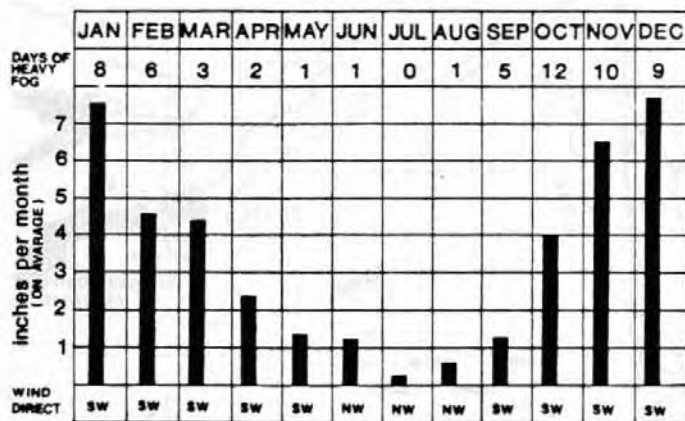
Fair weather in both summer and winter is most often accompanied by calm nights and daytime northerly winds increasing in the afternoon.

TEMPERATURES



Springfield has a winter rainfall climate. The change in seasonal rainfall is quite gradual. The first rains usually arrive during the second or third week of September, after which rain gradually increases until about the first of January and then slowly decreases to the latter part of June. July and August are normally very dry, occasionally passing without rainfall. Precipitation in the Springfield area is mostly rain. Snow, when it occurs, seldom lasts for more than a few days and many times melts on contact with the ground. Snowfall is usually less than five inches two out of three years although record snowfalls exceeding three feet occurred in the 1915-16, 1949-50 and 1968-69 seasons.

PRECIPITATION



LEGEND ■ Rainfall MONTHLY AV 6.25" ANNUAL AV 42.56"

Temperatures of less than 20°F rarely occur. The lowest temperature on record is -12° in December of 1972. The highest

temperature on record is 108°F in August of 1981. Normal high temperatures for the hottest months, July and August, are usually in the low eighties.

Destructive storms are infrequent in the area. Only during the Columbus Day Storm in 1962 have winds exceeded 60 m.p.h. during the period of record. Thunderstorms average less than one a month from May to August in the same period of record.

Topography

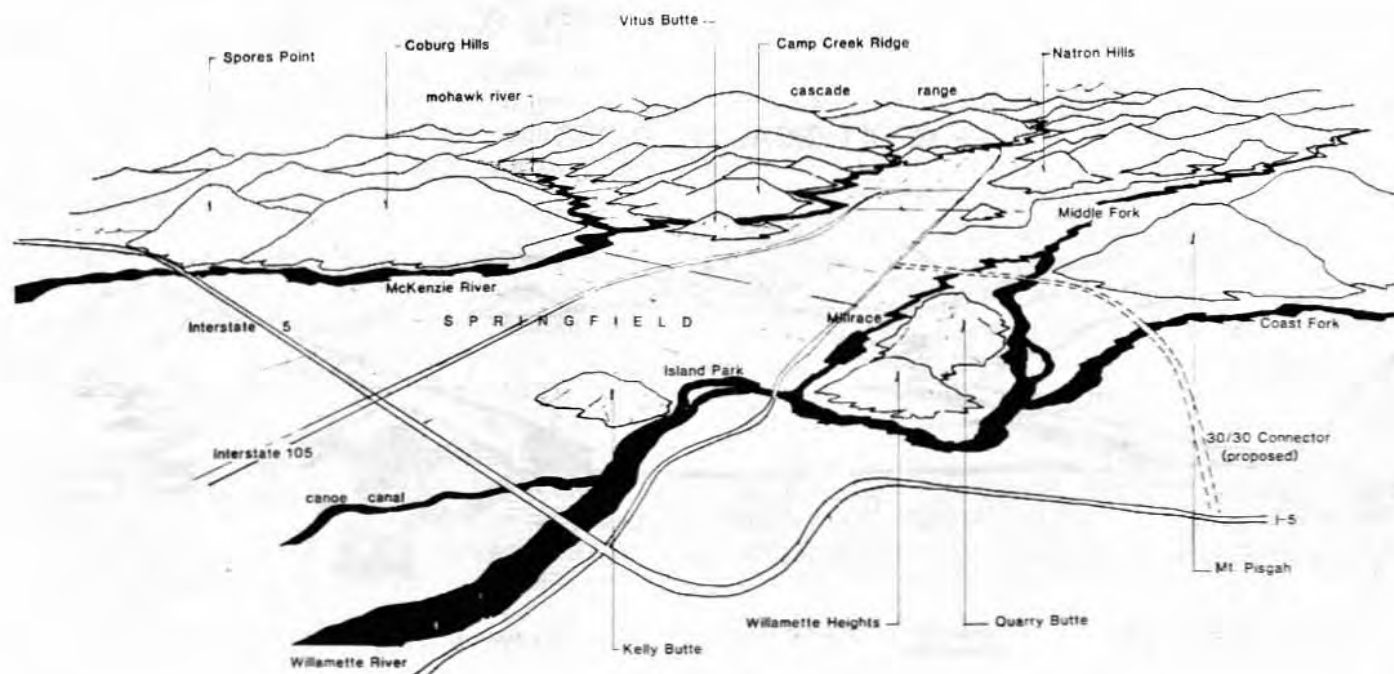
The City of Springfield has developed primarily on the flat valley floors of the McKenzie and Willamette Rivers. The mean elevation for the area is 455 feet. The area is visually contained on three sides by a series of predominantly forested hills, buttes, ridges and mountains. The slopes of these hills vary from gentle, (10-15 percent at their bases), to steep (exceeding 55 percent in some upper reaches).

Springfield is bordered on the north by the Coburg Hills. Specific hills of visual significance are Spores Point, Coburg Ridge and Camp Creek Ridge. These hills have summits ranging from approximately 1200 to 2100 feet in elevation. The McKenzie River flows east-west between the base of these hills and Springfield and is joined between river mile 13 and 14 by the smaller Mohawk River.

Vitus Butte rises to a 586 foot elevation, south of the confluence of the Mohawk and McKenzie Rivers, in the vicinity of Hayden Bridge. Vitus Butte is the Eugene Water and Electric Board water filtration plant site.

The scenic McKenzie River valley and the foothills of the Cascade Range lie east of Springfield. To the south is the Middle Fork of the Willamette River. On its south bank is Mt. Pisgah, which rises over 1500 feet in elevation. Mt. Pisgah is the site of the Howard Buford Recreation Area, a regional facility to be planned and developed by Lane County as funds become available.

TOPOGRAPHIC FEATURES



South of the city and north of the Willamette River are a number of smaller hills and buttes of visual or scenic significance. These include the Natron Hills which are south of the Thurston area on the east end of Springfield, and Quarry Butte and Willamette Heights to the west of town. Willamalane maintains a park with a vista point on Willamette Heights at an elevation of 760 feet. Quarry Butte, with an elevation of 1102 feet, adjoins the east side of Willamalane's Dorris Ranch. Between Quarry Butte and the Natron Hills is a small, forested butte less than 600 feet in elevation. There are also a number of small hills on the west side of the Willamette River, south and west of the Glenwood area, with summits of more than 500 feet. These hills visually separate the Willamette Greenway corridor from the traffic and noise of Interstate 5.

The Willamette Valley broadens dramatically at the confluence of the McKenzie and Willamette Rivers, west of Springfield. Expansive views to the Coast Range in the west are punctuated by Springfield's Kelly Butte and Eugene's Skinner and Gillespie Buttes. Willamalane also maintains a park with a vista point on Kelly Butte, which has an elevation of 646 feet.

Geology

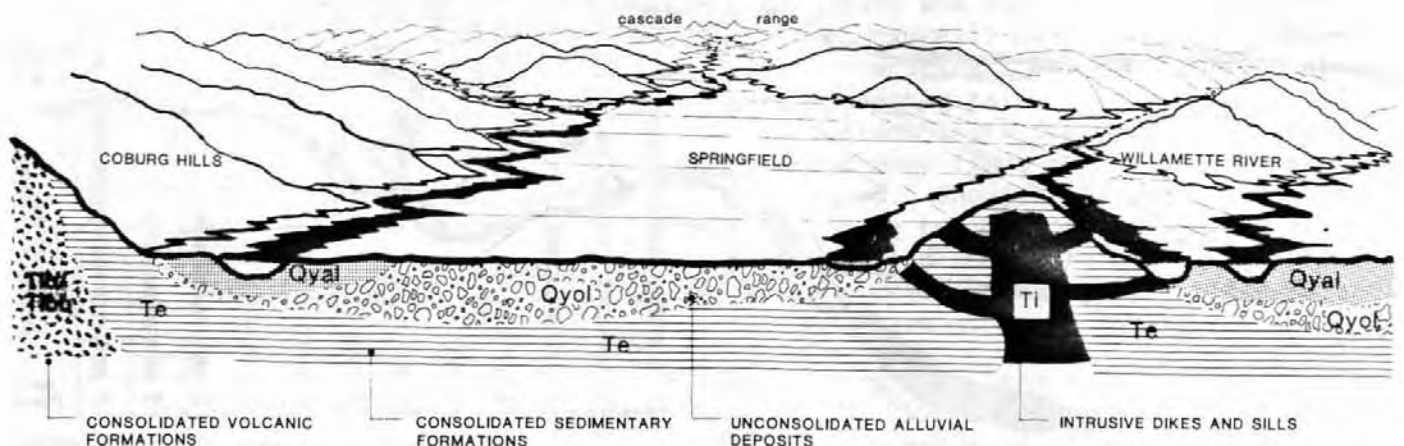
There are four general geologic conditions occurring in and around the Springfield Metropolitan Area, (See Map 1):

1. Unconsolidated alluvial deposits
2. Consolidated volcanic formations
3. Intrusive dikes and sills
4. Consolidated sedimentary formations

The majority of Springfield is a relatively flat valley floor, consisting of alluvium resulting from McKenzie and Willamette River Floodplain deposits. These are referred to as Qyal (Younger Alluvium), and Qoal (Older Alluvium) on the Geology Map (see Map 1). These units are comprised primarily of assorted coarse gravel, interbedded with sand, and overlain by a thin overburden of silty sand. Alluvial deposits are the youngest of the four geologic categories discussed here. The oldest geologic formations in the area are the sedimentary deposits formed over 30 million years ago when the Willamette Valley was a marine environment.

The sedimentary unit found in the Willamalane Study Area is the Eugene Formation, indicated as Te on the Geology Map. This unit consists of layered marine sediments which are consolidated and weather slowly into sands, silts, and clays.

GEOLOGICAL FEATURES



Intrusive dikes and sills are the second oldest geologic formations in the area. They are known for their extremely slow-weathering characteristics and are in part responsible for the topographic relief of Kelly and Willamette Buttes. Intrusive dikes and sills are represented on the map as Ti.

Volcanic units are the youngest of the consolidated rocks in the area. Formed over 20 million years ago in a series of volcanic activities, these units (the Little Butte Volcanic Series, Tlb and Tlbb on the map) are primarily responsible, together with the Eugene Formation, for the buttes and ridges in the Willamalane Study Area.

The Geology Map also shows sand and gravel resource areas. The Environmental Resources Element of the Metropolitan Area General Plan states in its findings that:

Total land designated and zoned for sand and gravel extraction in the metropolitan area and immediately adjacent sub areas appears adequate for demand through the planning period.

Sand and gravel deposits are an important natural resource necessary for construction in the metropolitan area. Nevertheless, the extraction of sand and gravel can conflict with other open space and recreation values associated with water resources, vegetation, wildlife habitat and scenic quality. Proper rehabilitation and reuse of abandoned sand gravel sites can result, however, in return of valuable land for urban uses, including open space.

In most cases sand and gravel resource areas are outside city limits and so jurisdictional responsibility for managing these lands lies with Lane County. The Metro Plan recognizes the potential conflicting use these resource areas can create and also the need for planning proper extraction methods and rehabilitation. However, little or no provisions are made in the plan for regulating these resource areas. Firm implementation procedures to be followed by the County need to be both outlined and enacted. This will assure

that conflicts are minimized and that rehabilitation is both comprehensive and of sufficient quality to mitigate the negative impacts incurred during the extraction period. In a number of instances within the study area, sand and gravel land use classifications abut residential land use. In such cases the use of vegetated, open space buffers could conceivably reduce some of the negative impacts.

Surface Water & Floodplains

Surface waters are made up of rivers, creeks, drainageways, millraces, sloughs, and both natural and man-made ponds. The major surface waters in the area are the McKenzie and Willamette Rivers, running on the north and southwest sides of the city respectively. The Middle Fork of the Willamette River is joined by the Coast Fork just south of Dorris Ranch. From that point it is simply referred to as the Willamette River. The Millrace, Q Street drainage, Pudding Creek and Thompson Slough all contribute to and are a part of the Willamette system. Patterson Slough, in the Day Island area, has become a part of the Alton Baker Park canoe canal. The Mohawk River, Camp Creek, Cedar Creek and Kizer Slough all join the McKenzie system, (see Map 2, Floodplains).

Within the Springfield area there are numerous ponds ranging in size from one acre to over fifty acres. Most of these ponds are man-made. They were originally constructed to facilitate logging and sawmill operations, and many continue to be used for that purpose. Some of these ponds, however, have been abandoned and today provide both open space and wildlife habitat.

Floodplains as shown on the accompanying map incorporate both the floodway and floodway fringe areas for a 100 year flood. A 100 year flood has a one percent probability of occurring in any single year. The following definitions of floodway and floodway fringe are contained in the State Water Resources Board publica-

tion Oregon Flood Plains (1972):

Floodway

The channel of a watercourse or drainway and those portions of the floodplain adjoining this area which are reasonably required to carry and discharge the waters of a flood of a given magnitude. It is determined by flood hydraulics after the maximum allowed effect of floodway encroachment has been established. Also referred to in a legal context as a designated floodway...

Floodway Fringe

The area outside of the floodway, but still within the limits of the floodplain unindated by a flood of a given magnitude. Also referred to as flood fringe. Sometimes referred to in a legal context as a restrictive zone or secondary flood plain.

Current flood hazard information for the area being used by local planning agencies is a compilation of data derived from four different studies. The major study was one compiled for areas within the corporate limits of Eugene and Springfield.

This study is currently being updated to meet guidelines for federal flood insurance subsidies, as outlined by the Federal Insurance Administration. Results from this study should be available late in 1981 and incorporated in local planning efforts. Flood hazard analysis for the Seavy Loop area was completed by the Soil Conservation Service in 1970.

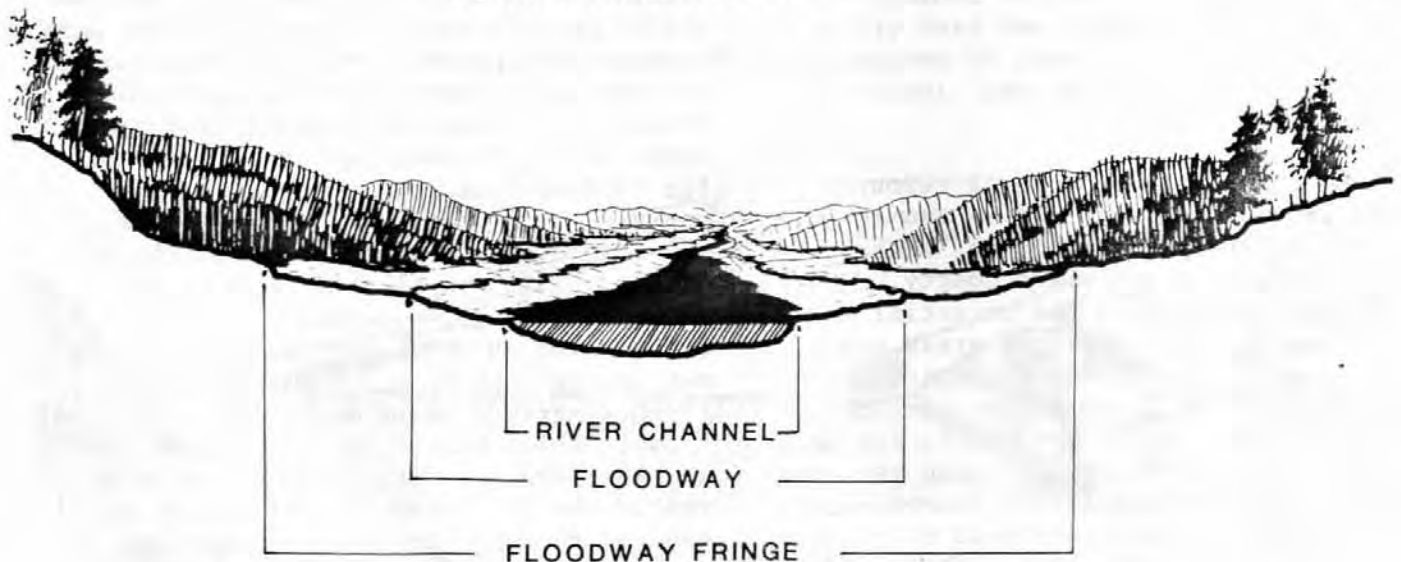
A private consulting firm (STR) completed a flood hazard analysis of the McKenzie River from the town of Walterville downstream to the Willamette River in 1975. The remainder of the unincorporated metropolitan area was analyzed by M. Baker Engineering in 1977 to comply with interim FIA Standards for flood insurance until the current flood hazard study is released.

Recommended Policies regarding floodplains contained in the Metro Area General Plan address both the floodway and floodway fringe:

Floodway

Development shall be prohibited within the floodway. The floodway is the portion of

FLOODPLAIN ZONES



the floodplain where high volumes of moving water flow through drainways or channels of a water course.

In the Working Papers, prepared as background material for the development of the General Plan, some exceptions to this policy were noted:

The successful functioning of any floodplain and the containment of any flood require that the floodway be left in its natural state or that uses allowed in it do not significantly disrupt the natural drainage patterns and reduce the flow carrying capacity of the floodway. Compatible uses could include park land and open space; recreational uses with minor structures above ground level (golf courses, tennis courts, driving ranges, biking, and riding trails); wildlife preserves; parking lots; industrial or commercial uses that will not require structures above ground level or will only use temporary structures which can be removed during time of flood risk; natural resource management (agriculture, sand and gravel extraction - both without structures in the floodway).

Concerning floodway fringe areas Recommended Policies in the General Plan state the following:

Floodway Fringe

When development is allowed to occur in the floodway fringe, local regulations shall control such development in order to minimize the potential danger to life and property. Within the urban service area, development should result in in-filling of partially developed land. Outside the urban service area, the floodway fringe should be protected for its agricultural and sand and gravel resource values, its open space and recreational potential, and its value to water resources.

As is also noted in the Working Papers, development in the one percent (100 year) floodplain or floodway fringe is allowed

by the federal government's Federal Insurance Act providing certain conditions are met:

1. New residential construction or substantial improvement of existing homes must have the lowest level above the elevation of one percent flood.
2. Nonresidential construction must meet the same standard or be floodproofed to that level.

Agricultural Soils

An inventory and description of the suitability of metro study area soils was undertaken by LCOG planners for inclusion in the Metro Area General Plan. Statewide Planning Goal No. 3, "Agricultural Lands" was also addressed.

The following discussion of land capability classification taken from LCOG's Working Papers:

The U.S.D.A. Soil Conservation Service has developed a soil capability classification for grouping of soils according to suitability for agricultural uses. The classification contains two general divisions. Within each broad division there are four classes, with classes I through IV generally suited for cultivation and V through VIII limited in use and generally not suited for cultivation. The following is a brief description of the various classes:

Class I -- These soils have few or no limitations or hazards. They may be used safely for cultivated crops, pasture, range, woodland and wildlife.

Class II -- Simple conservation practices are needed when growing cultivated crops. They are suited for crops, pasture, range, woodland and wildlife.

Class III -- These soils have more limitations and hazards than those in Classes I and II. They require more difficult and complex conservation practices when cultivated. However, they are suited for cultivated crops, pasture, range, woodland, and wildlife.

Class IV -- These soils have greater limitations and hazards than Class III. Still more difficult or complex conservation methods are required when these soils are cultivated. Nevertheless, they are suited for crops, pasture, range, woodland and wildlife.

Class V through VIII -- Soils in this division have limitations or hazards that prevent normal tillage for cultivated crops. They are only suited for pasture, range, woodland, wildlife and recreation.

The land capability classification system does not provide a true measure of the actual productivity of the land since many factors, such as, conservation methods, crop rotation, land form alteration and other agricultural practices, must be considered in order to measure productivity. Nevertheless, the capability system does provide a system which can generally predict the behavior of soils when used for agricultural purposes. [See Map 3, Agricultural Soil Classes].

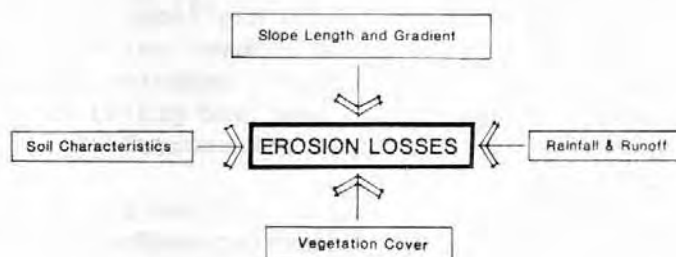
Other factors exist that should be considered when assessing the suitability of land for agricultural capability. The U.S.D.A. Soil Conservation Service soil capability classifications have been generalized somewhat so that Classes I and II have been combined, as well as III and IV and Classes V through VIII. It must be noted that site specific soils information is not possible for inventory work at this scale. This map should serve to locate the broad classifications and general geographic locations of agricultural and non-agricultural soils in the Springfield area. Where agricultural soil classifications would impact decisions regarding planning, acquisition or development of parklands, further site specific soil mapping and localized investigation should be

undertaken.

Soil Erosion Hazard

Soil erosion hazard analysis is accomplished through interpretation of soil characteristics data for varied soil types. Analysis is performed to examine opportunities and constraints to urban development presented by different soil types. Urban development in this case refers primarily to the construction of roads and dwelling units and the installation of utilities, (see Map 4, Soil Erosion Hazard).

EROSIONAL FACTORS



The Soil Erosion Hazard Map accompanying this chapter is based on one prepared by Lane Council of Governments planning staff for the recent update of the Metropolitan Area General Plan. Soil types for the areas in the vicinity of the Willamalane Park and Recreation District were compiled from field mapping sheets prepared by the Soil Conservation Service. Some localized corrections were made using spot data collected by field examination performed by Lane County soil science personnel. Based on the soil series (type) and mapped units, interpretation as to the development suitability was made using S.C.S. Soil Interpretation Form (OR-SOILS-1). These sheets which are developed for each individual soil type, give the characteristics and engineering

data that serve as the basis for describing limitations to development. For each soil type, based upon the degree of limitation, one of three ratings are possible. These are as follows:

SLIGHT SOIL LIMITATION

Soils that have properties favorable for the rated use. This degree of limitation is minor and can be overcome easily.

MODERATE SOIL LIMITATION

Soils that have properties moderately favorable for the rated use. The degree of limitation can be overcome or modified by special planning, design, or maintenance.

SEVERE SOIL LIMITATION

Soils that have properties unfavorable for the rated use. These include steep slopes, bedrock near the surface, flooding hazard, high shrink/swell potential and low bearing strength. This degree of limitation generally requires major soil reclamation and special design or engineering investigation in order to accommodate the rated use.

Fish, Wildlife & Habitat



The following discussion is excerpted from "Vegetation/Wildlife/Wildlife Habitats" in LCOG's Working Papers:

The habitat requirements of wildlife depend upon many factors: Climate, soil, topography, vegetation, other organisms, and the influences of man. These factors collectively create the environment or habitat in which wildlife species must develop and exist for survival.

The LCOG process of designating "Significant Vegetation and Wildlife Areas" was carried out as follows: First, nine general wildlife habitat types were identified in the metropolitan area. Second, ten criteria were developed for the evaluation process in determining what areas were most significant. Lastly, 35 areas were found to meet at least one of the criteria (13 of which are in the Willamalane Study Area) and were designated "Significant Vegetation and Wildlife Areas."

Particulars of this process are described below in a section from LCOG's Working Papers:

General Wildlife Habitat Types

WETLANDS

Open water including reservoirs, lakes, rivers, sloughs, ponds, streams; freshwater marsh; shorelines; riparian woodlands; and wetland shrub areas: Provide a highly productive and valuable habitat for many plant and almost all wildlife species in the metro area.

CORRIDORS

Drainageways, ridgetops, transportation rights-of-way, utility rights-of-way, etc: Provide valuable habitat for birds, many mammals, some plants and a few amphibians and reptiles. When irregular, winding, continuous linear strips 75 to 100 feet wide are retained in natural vegetation, they provide habitat to meet the needs of many species. The irregular and winding nature of such strips increases the amount of edge (ecotone) available and increases the value of the corridors.

ISLANDS OF OPEN SPACE

Parks, cemeteries, schools, campuses, vacant lots, etc.: Provide valuable wildlife habitat. When connected by corridors of vegetation and when of sufficient size, they provide critical habitat. If the area contains remnants of scarce habitat types, it can be critical to maintaining diversity of vegetation and wildlife.

NATURAL AREAS

Undeveloped areas, portions of parks, etc.: Areas where the impact of humans has not changed the native flora and fauna beyond a stage in which the area could not return to its former natural condition. These areas are habitats of climax vegetation and associated with wildlife species. Climax old growth Douglas fir stands provide habitat for threatened and endangered plant and animal species. These natural areas could also contain diverse vegetation types and wildlife habitats. Some plant and animal species which are at the extent of their range may inhabit these areas.

FISH SPAWNING AREAS

Major rivers and few streams: Important resources for the reproduction of anadromous fish (i.e., those that mature in the sea and migrate to streams to spawn). Coho salmon, spring chinook salmon, fall chinook salmon, winter-run steelhead, summer-run steelhead and cutthroat trout migrate from the Pacific Ocean into the forks of the Willamette and McKenzie Rivers. Most of the river systems located in the metro area provide important gravel spawning areas.

AGRICULTURAL LANDS

Croplands and pasturelands: Provide opportunities for wildlife. When managed to provide hedgerow, wooded plots and buffers of natural vegetation, agricultural lands can be enhanced [to provide wildlife habitat].

ROCK OUTCROP AREAS

Provide a very limited and yet significant wildlife habitat for the endangered western rattlesnake and other reptiles in the metro area. There are only a few large

rock outcrop areas which have not been or are now being used as quarry rock sources.



SNAGS

Standing dead trees represent a unique habitat requirement for a number of birds and mammals. Insect eating birds create cavities which cavity-nesting birds and mammals inhabit. Snags are decreasing in numbers as old growth stands are being cut at an increasing rate. Snag trees need to be set aside to preserve those wildlife species dependent upon this ecological niche.

LIMITED HABITATS

Vegetation habitat types which: 1) constitute less than 1% of the total study area, or 2) constitute a significant proportion of a type which is not abundant in either Lane County or Oregon. Based on these two criteria, seven significant habitat types were determined to be limited and therefore important to the [metro] study area: riparian woodlands, mixed conifer/deciduous woodlands, pure ponderosa pine, pure incense cedar, and wetlands, including freshwater marsh, wetland shrub and wet meadows.


LCOG's ten criteria for determining most significant areas are as follows:

1. Habitat of endangered or threatened plant and wildlife species
2. Wetlands
3. Fish spawning areas
4. Limited habitat type within region or metro area
5. Habitat of species at extent of range
6. Areas of significant vegetation diversity
7. Corridors (ridgetops, migration routes)
8. Plant or marine fossil beds
9. Climax ecosystems
10. Significant wildlife habitat area

Listed below are the areas deemed "Significant Vegetation and Wildlife Areas" which fall within the Willamalane Study area:

Publicly Owned

1. Alton Baker Park (Lane County)
2. Dorris Park (referred to as "Neptune Park" in the Working Papers) (Willamalane)
3. Mt. Pisgah (Lane County)
4. Cedar Creek Western Hemlock Old Growth Area (BLM)

SIGNIFICANT VEGETATION & WILDLIFE HABITAT AREAS												
	Significant Criteria										Ownership	
	Endangered/Threatened	Wetlands	Spawning	Limited	Extent	Diversity	Corridors	Fossil Beds	Climax	Wildlife	Public	Private
Areas	1	2	3	4	5	6	7	8	9	10	Public	Private
Alton Baker Park		●	●			●	●			●	■	
Laurel Hill Natural Area		●		●		●	●		●	●		■
2nd St Marine Fossil Beds		●						●				■
Dorris Ranch		●					●		●			■
Mt. Pisgah (Howard Bufford Park)	●	●		●		●	●		●	●	■	
Wildish Constr. Co. Gravel Pits		●	●	●			●			●		■
Mt. Pisgah Area Rookery		●	●	●			●			●		■
Mahogany Lane Pure Incense Cedar Stands				●								■
Natron Rock Outcrops	●			●			●					■
Cedar Creek Western Hemlock Old Growth				●	●				●		■	
Hayden Bridge Western Rattlesnake Area	●			●								■
Mckenzie River Bend		●	●						●	●		■
Hayden Bridge Wildlife Area			●	●			●			●		■

Privately Owned

1. Laurel Hill Natural Area
2. Second Street Marine Fossil Beds
3. Wildish Gravel Pits
4. Mt. Pisgah Area Rookery
5. Mahogany Lane Pure Incense Cedar Stands
6. Natron Rock Outcrops
7. Hayden Bridge Western Rattlesnake Area
8. McKenzie River Bend
9. Hayden Bridge Wildlife Area

All of the above specified significant areas have been included on Map 5, Wildlife, along with background information to the Working Papers that includes:

1. Specific locations where species have been sighted
2. Flyways of various birds
3. Rivers supporting anadromous fish
4. Rivers with good spawning conditions
5. Specific habitat areas for numerous species
6. Locations where rare, threatened, endangered plants and animals have been sighted



Vacant Lands

The primary information for Map 6, Vacant Lands for the Springfield vicinity was provided by Lane Council of Governments (LCOG) planning and research personnel. The "computer map" provided by LCOG is produced by their computer line plotter tied to the main LCOG computer.

The data base for this information is provided to LCOG by the Lane County Department of Assessment and Taxation. Due to time lag between the time period covered by the map and when it is made available to LCOG member agencies, the accompanying map is dated January 1, 1979. The map for January 1, 1980 will not be available until the summer of 1981.

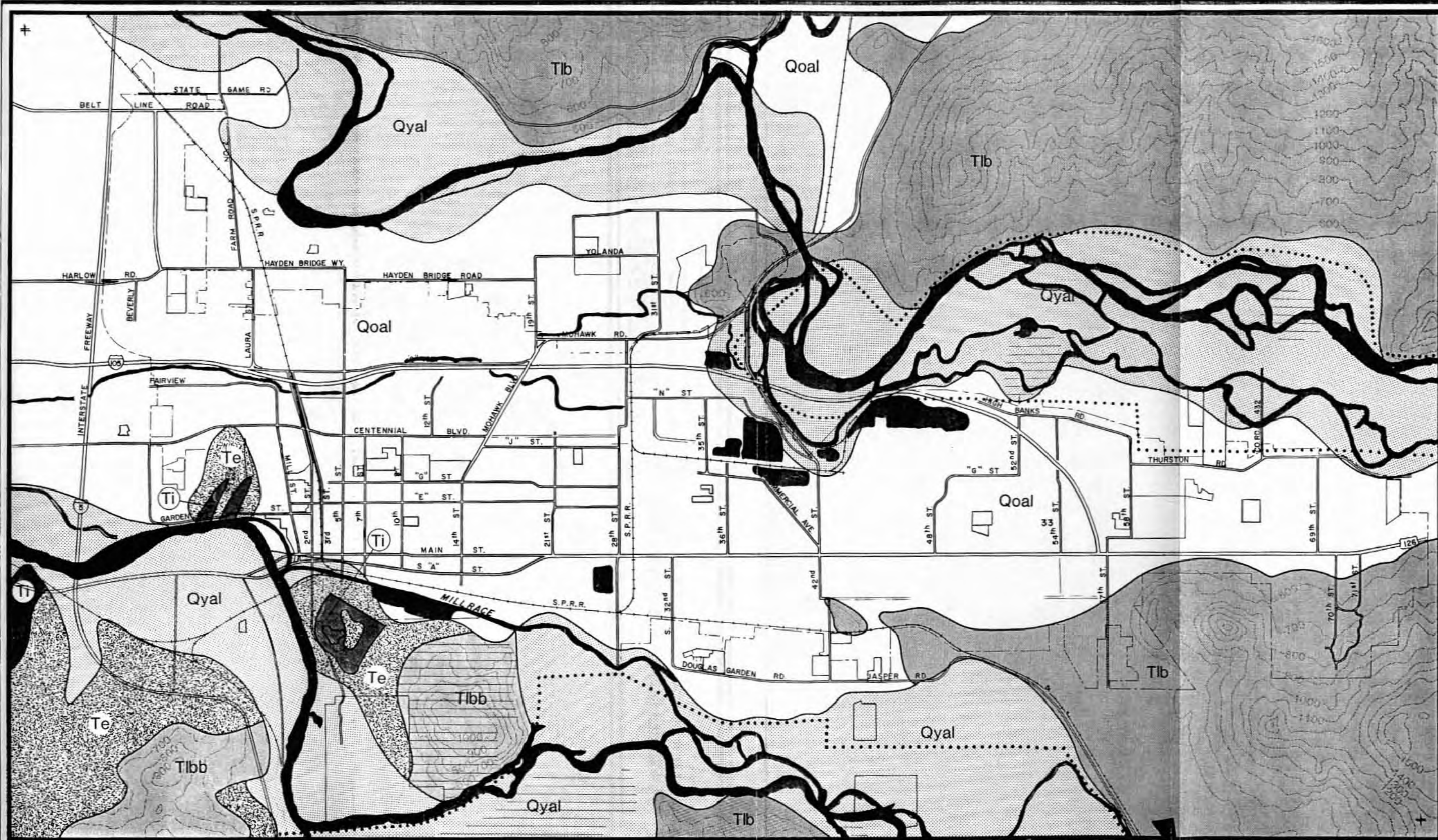
Two different types of vacant land are shown on the Vacant Lands Map. The first is vacant or undeveloped parcels, the second are those lands currently in agricultural use.

Vacant lands shown on the map that lie within the Urban Services Boundary (U.S.B.) as established in the Metropolitan Area General Plan - 1980 can only be considered vacant in a temporary sense. Though these lands currently serve the function of open space, virtually all (by being included within the Urban Service Boundary) are planned for development in the future and are considered urbanizable. There are no agricultural land uses included within the U.S.B. as shown in the Metro Area General Plan. The only areas within the U.S.B. slated for permanent open space designation include existing parks, cemeteries, the Willamette River Greenway, the "Q" Street drainage along I-105, and an unspecified park site north of Marcola Road and east of 19th Street.

Vacant lands outside the U.S.B. generally fall into four land use classifications in the Metro Area General Plan.

1. Parks and Open Space
2. Sand and Gravel
3. Forest Land
4. Agriculture

However, these classifications may also change with future metro plan updates. The U.S.B. is fixed in its location only for the time period the Plan covers. Judging by the changes in the U.S.B. from the Metro Area's 1990 Plan to the current year 2000 Metro Area General Plan, significantly large areas currently outside the U.S.B. may later be included within an altered and enlarged boundary.



SOURCES:

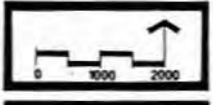
- "Water Supply Paper 2018, Plate 1. Geologic Map of the Eugene-Springfield Area, Southern Willamette Valley, Oregon", U.S. Geological Survey in cooperation with Oregon State Engineer, 1973.
- "Working Papers, Figure E1, Sand and Gravel Resources" (Sand and Gravel resource areas identified by the Lane County Public Works Dept., Sept., 1967), LCOG 1978.
- Metro Area General Plan, 1980.
- "Eugene East Topographic Quadrangle", 7.5 minute series, 1967, photo revised 1975, U.S. Geological Survey.
- "Springfield Topographic Quadrangle", 7.5 minute series, 1967, U.S. Geological Survey.

Qyal	Younger Alluvium
Qoal	Older Alluvium
Tlb	Little Butte Volcanic Series
Tlbb	Little Butte Volcanic Series

Ti	Intrusive Rocks
Te	Eugene Formation
(Thick black line)	Mineral & Aggregate Resources
(Hatched pattern)	Mineral & Aggregate Resource Land Use Classification

GEOLOGY
MINERAL & AGGREGATE RESOURCES

COMPREHENSIVE PLAN 1980
WILLAMALANE PARK AND RECREATION DISTRICT



Map
1

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Landscape Architecture • Community & Urban Design • Environmental Planning
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SOURCES:

Eugene-Springfield Area:
 • "Flood Hazards Boundary Maps", Federal Insurance Administration.

McKenzie River:
 • Flood hazard analysis completed by STR, a private consulting firm, in 1975.

Seavy Loop Area:
 • Flood hazard analysis completed.

Remainder of the Unincorporated Metro Area:
 • Flood hazard analysis completed by M. Baker Engineering in 1977.

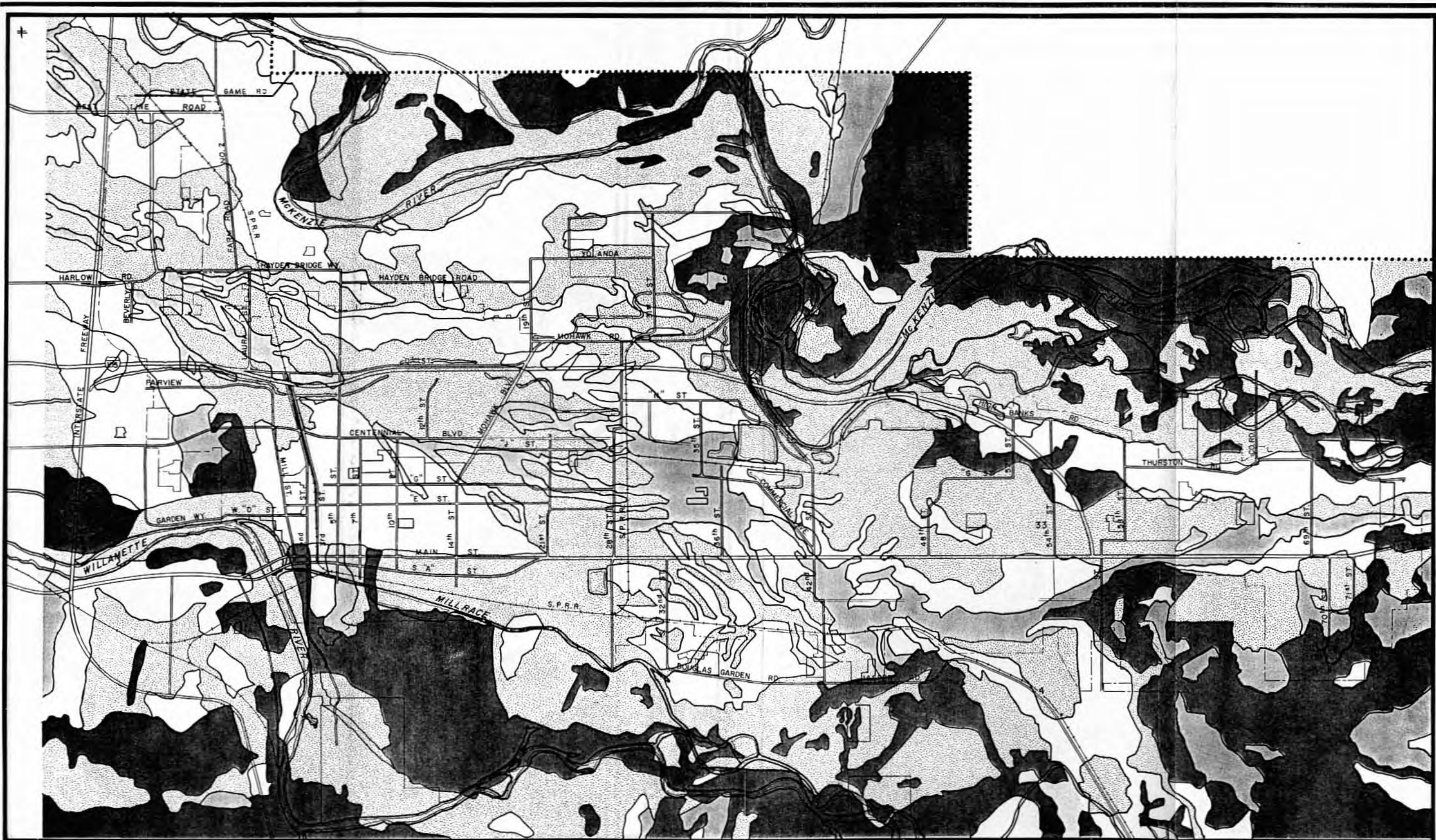
- Surface Waters
- 100 Year Floodplain

FLOODPLAINS & SURFACE WATER

Map
2

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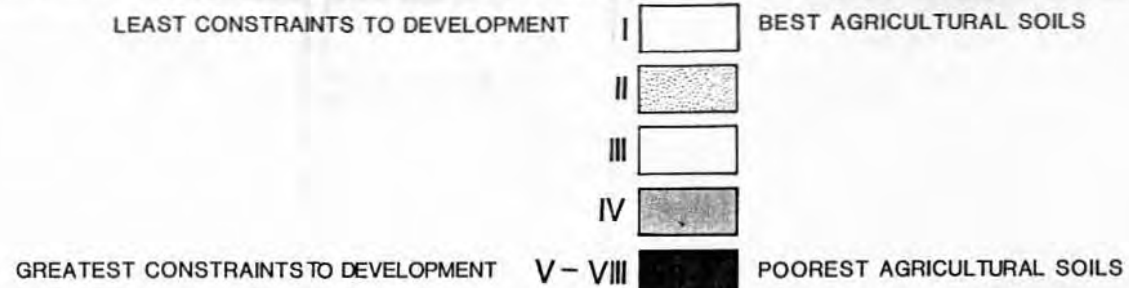
COMPREHENSIVE PLAN 1980
 WILLAMALANE PARK AND RECREATION DISTRICT



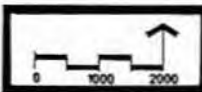
SOURCE:

- Soil classification based on an interpretation of U.S. Soil Conservation Service Data by LCOG staff as background inventory for the "Working Papers".

..... EXTENT OF LCOG DATA



**AGRICULTURAL
SOIL CLASSES**



Map
3

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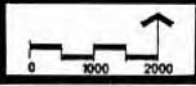
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COMPREHENSIVE PLAN 1980
WILLAMALANE PARK AND RECREATION DISTRICT

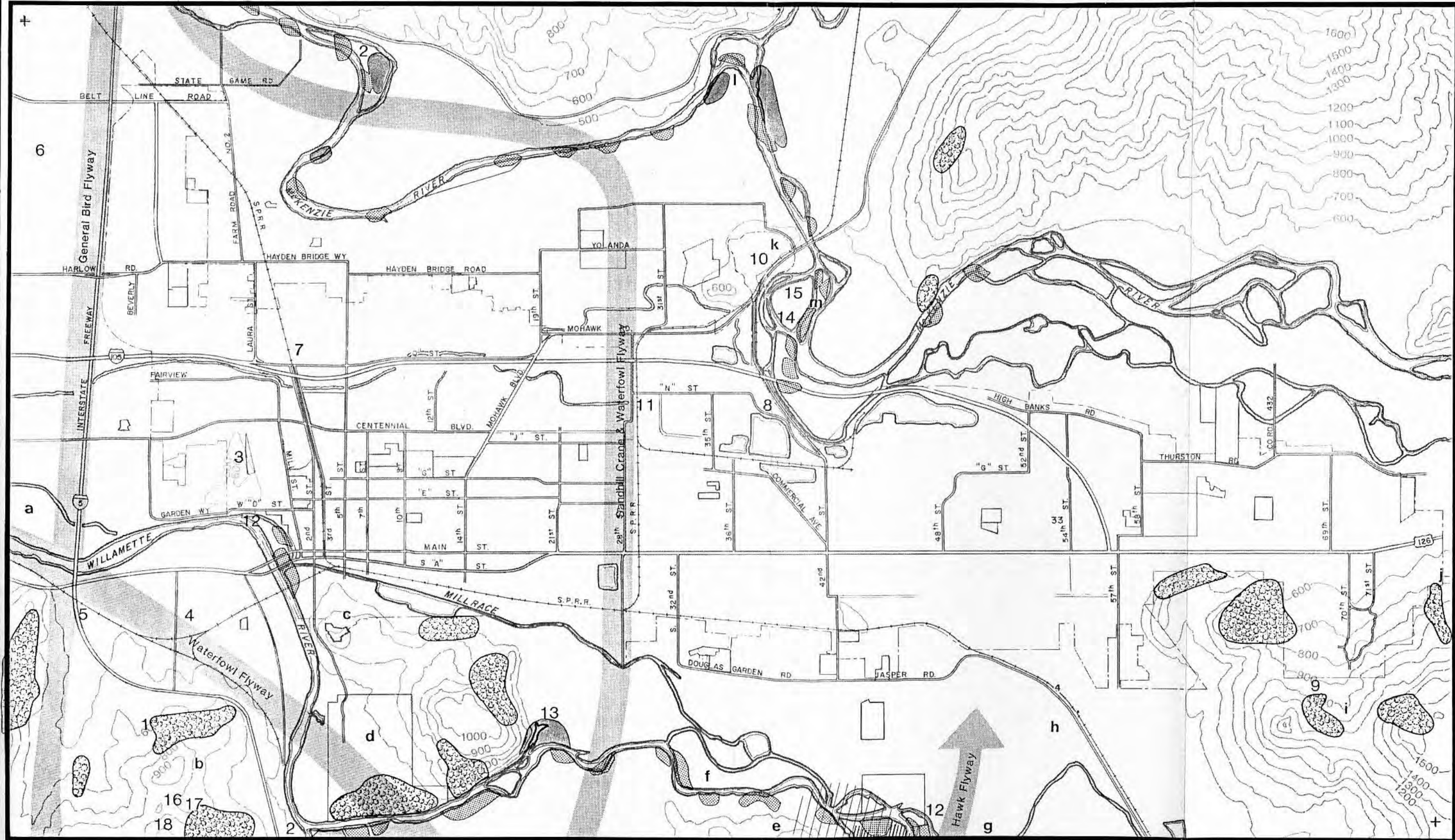
SOURCE:
• Lane Council of Governments (Interpretation for mapping by LCOG and Lane County personnel using S.C.S. Soil Interpretation Form OR-Soils-1).

CLASS I [Dark Gray Box] SEVERE RATING
CLASS II [Light Gray Box] MODERATE RATING
..... EXTENT OF AVAILABLE LCOG DATA

SOIL EROSION HAZARD



Map
4



SOURCES:

- "Willamette Greenway Wildlife Maps", Oregon Dept. of Fish and Wildlife.
- "Willamette Greenway Fish and Wildlife Maps" U.S. Fish and Wildlife.

Note:

The Willamette and McKenzie Rivers are classified as:
 1. Anadromous Fish Rivers
 2. Spawning Rivers

Wildlife Species:

- | | |
|-------------------------|-------------------------|
| 1. Blacktail Deer | 11. Western Racer |
| 2. Beaver | 12. Osprey |
| 3. Mountain Beaver | 13. Winter Waterfowl |
| 4. Raccoon | 14. Green Heron |
| 5. Rough-skinned Newt | 15. Warblers |
| 6. Long-toed Salamander | 16. Piliated Woodpecker |
| 7. Pacific Treefrog | 17. Acorn Woodpecker |
| 8. Pacific Pond Turtle | 18. Purple Martins |
| 9. Western Fence Lizard | |
| 10. Gopher Snake | |

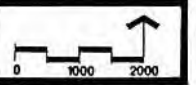
- 12 Wildlife Sightings
- Waterfowl Habitat
- Flyways
- Old Growth Douglas Fir

- Warm Water Fish Habitat
- Salmon Spawning Habitat (existing & potential)
- Furbearer Habitat
- d Significant Vegetation and Wildlife Areas (See Text)

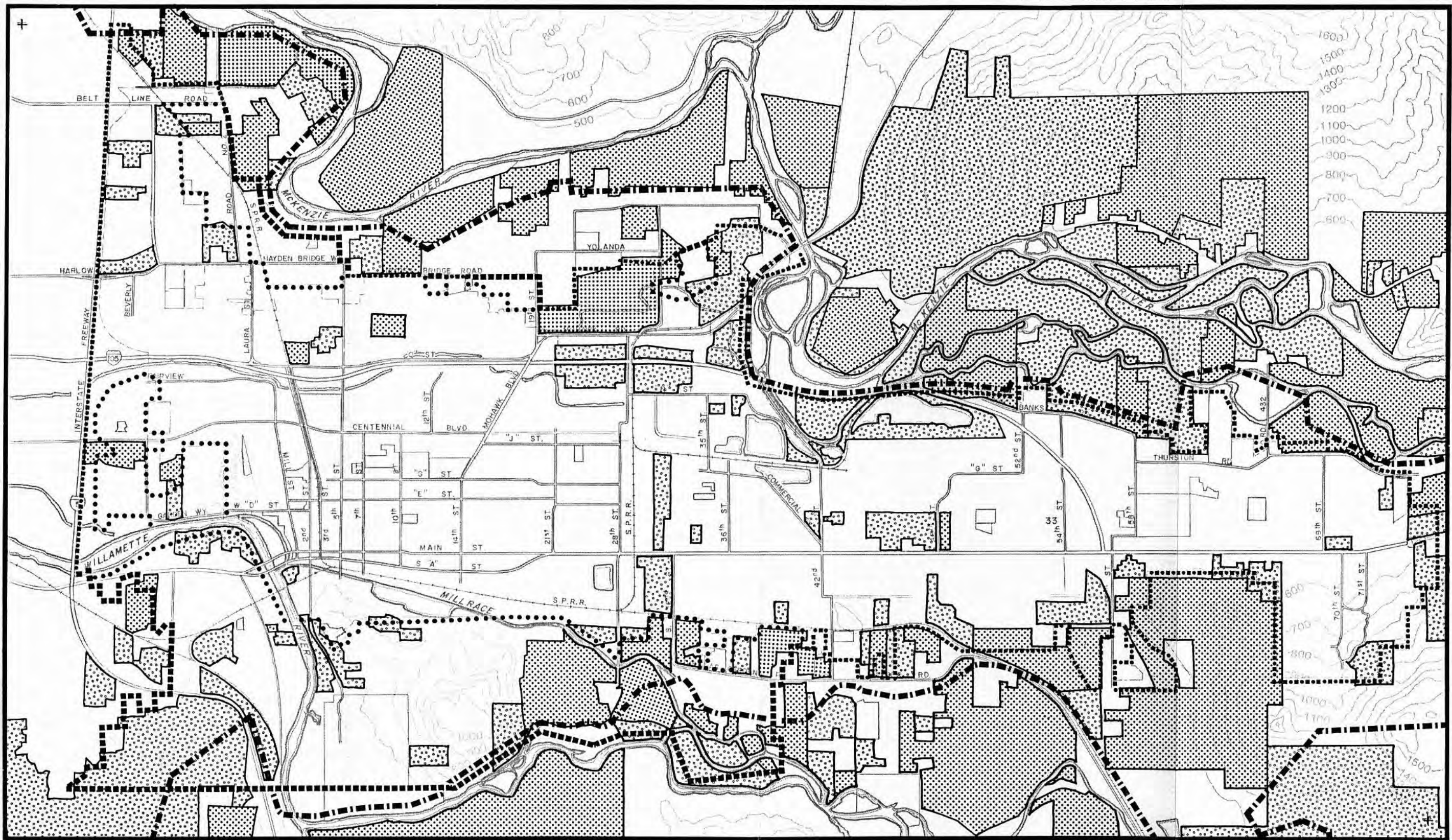
WILDLIFE

COMPREHENSIVE PLAN 1980
 WILLAMALANE PARK AND RECREATION DISTRICT







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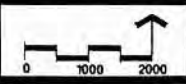
Map
5



SOURCE:
 • "Vacant Lands Map", Scale: 1:24,000, Jan. 1, 1979, LCOG.

-  Undeveloped Parcels (5 acre min. aggregations)
-  Agricultural Use
-  Urban Service Boundary
-  Willamalane Boundary
-  Springfield Boundary
-  Combined Willamalane & Springfield Boundary

VACANT LANDS
UNDEVELOPED PARCELS & AGRICULTURAL USE



Map
6

COMPREHENSIVE PLAN 1980
 WILLAMALANE PARK AND RECREATION DISTRICT

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The people who first settled in the Springfield area, the people who have populated the area since, including the people who live here now have created a built environment which directly influences park and recreation development. The Willamalane Park and Recreation District is tied together with roads, walks, rails, sewer pipes, water pipes, electrical lines and telephone lines. The District is composed of a variety of land uses and further held together by a culture which is the product of a rich history. Transportation corridors create access but also barriers. Utilities which are necessary for many recreation facilities can also create usable corridors. Yet they too, can serve as a constraint to some types of park development. This chapter inventories and maps the major elements of the cultural or man-made environment.

Cultural Environment

History

Indian Occupancy

Occupation by the native Indians in the Willamette River Valley probably began with a gradual drift downward from the Northwest Territories (37,p.39). They followed the course of the river in a southward movement that resulted in the peopling of the valley in small groups of about 20 persons. Sometimes the influx of outside visitors would increase to 100 or more (4, p.8).

The Willamette River derived its name from a tribe of Indians who inhabited the lands along the stream between the Clackamas River and the Willamette Falls at Oregon City. The river was known among the Indians as the "Wallamette," pronounced by them as "Wallamut," and meant "to spill or pour water" (37, p.28).

The upper Willamette River Valley was inhabited by three Indian tribes who lived and passed through the region: the Calapooias (Kalapuyan) who made the region a permanent home and the Molallas and Kalamath who regularly visited the valley and found it a "veritable garden of eden" (4, p.8). The valley abounded in game, many varieties of blackberries, salal-berries, huckleberries, and several types of edible roots such as the wapato and camas. The Indians crushed acorns into flour and they steamed and dried the camas root (37, p.29).

According to records of 1835, the number of the Calapooia nation was estimated to have been over 8,000 divided among 17 tribes. Since they were largely nomadic, the counting of houses and villages to compute population was difficult (37, p.62).

Indian artifacts found in the upper Willamette area include obsidian arrowheads, manos (hand rollers used for grinding), rock scrapers, metates (flat table-like stones), and mortars (2,4) (4, p.8).

Early contacts with white settlers were made by the Klamath Indians who came over the mountains on the old Indian trail each fall to pick hops. According to early writings, the trail led down the north bank of the Middle Fork, probably passing through Dorris Ranch.

The 1850's government records of the Calapooias Indians are inexact and incomplete. However, of the several treaties secured with the Calapooias in January of 1855, a dozen tribes were listed. The Winefelly, Mohawk, and Yoncalla bands, listed in the treaty, resided in the southern end of the Willamette Valley (2, p.6).



INDIANS OF LANE COUNTY

TRIBAL NAMES:

CALAPOOIAN

SUBTRIBES:

- | | |
|--------------|--------------|
| 1. Winefelly | 4. Chelamela |
| 2. Mohawk | (Long Tom) |
| 3. Chafan | 5. Yoncalla |

SIUSLAWAN

6. Siuslaw

MOLALLA

7. Southern Molalla

Source: Loy, William, "Atlas of Oregon" University of Oregon Books, 1976.

The Indian occupancy ended in 1855, when the Calapoopian Indians ceded the Willamette River area to the United States government. The Grande Rhonde Reservation was then established for them (4, p.8). At this time white settlement and the pioneering era had begun.

Pioneer Settlers

The goal of the first settlers who came to the "Oregon Country" was to reach the Willamette Valley. "In 1853, the first great flow of pioneers crossed the Willamette Pass from Eastern Oregon following the Middle Fork of the Willamette River to the valley below" (4, p.5). The open prairies, abundant rainfall, mild climate and easy access to the sea were the Willamette Valley's primary attractions. A majority of the land needed no clearing and could easily be turned by the plow as soon as a claim had been made.

The Government Donation Land Claim Act caused a considerable increase in the population of Oregon and Lane County. By law "all citizens of the U.S. over 18 years residing in the territory of Oregon at the time of the passage of the Donation Act or who became such residents on or before December 1, 1850 - who continued to reside upon and cultivate a tract for four successive years were entitled, if single men, to 320 acres and, if married, to 640 acres. Settlers between December 1, 1850 and December 1, 1853, received 160 acres if single and double that amount if married" (12, p.2).

Springfield

One of the early arrivals to the county was Elias M. Briggs, who in 1849, located his donation claim where the village of (Springfield) now stands, he chose as the site of his dwelling a spot convenient to a spring of water that sent up its little bubbles with ceaseless energy. A portion of the prairie where stood this fountain in due time was fenced in, the inclosure becoming known as the Springfield - hence the name of the town (11, p. 452).

Springfield's pioneering epoch reached its zenith with the coming of the steamer "Relief", riding the December flood waters of 1851. Thereafter, the depth of the river permitting - which meant exceptional rain or melting snows increased the stream's normal flow - a few boats reached as far as Springfield.

The Briggses, father and son, ran a ferry across the Willamette. Until 1853, their home and J.N. Donald's small trading post were the only building on the site. However, in the previous year, work was begun on a canal (the Springfield Millrace) intended to bring water from the Middle Fork, close by, to operate a saw and grist mill under construction. Thereafter, a few additional settlers trickled into the area that is surrounded on three sides by low mountain ranges' deciduous growth. So Springfield grew slowly into a village with a future (36, p.116).

The "Original Plan" of Springfield was developed in the same year (1853). It was comprised of only two square blocks and was recorded as follows: "Springfield is situated in the southwest quarter of Section 35, township 17 south, range 3 west, Lane County, Oregon." All distances and locations in those days were marked off from Donald's Store. In 1854, the following year, the first school district was established in Springfield.

Water transportation on the upper Willamette was practically abandoned following construction of the railroad in 1871. The milling of lumber grew in importance, while more and more grain raised by the farmers of the countryside was fed to meat stock. Manufacturing drew an increased settlement. For a time the gold and copper mines discovered in the mountains to the south added to the region's prosperity" (36, p.116).

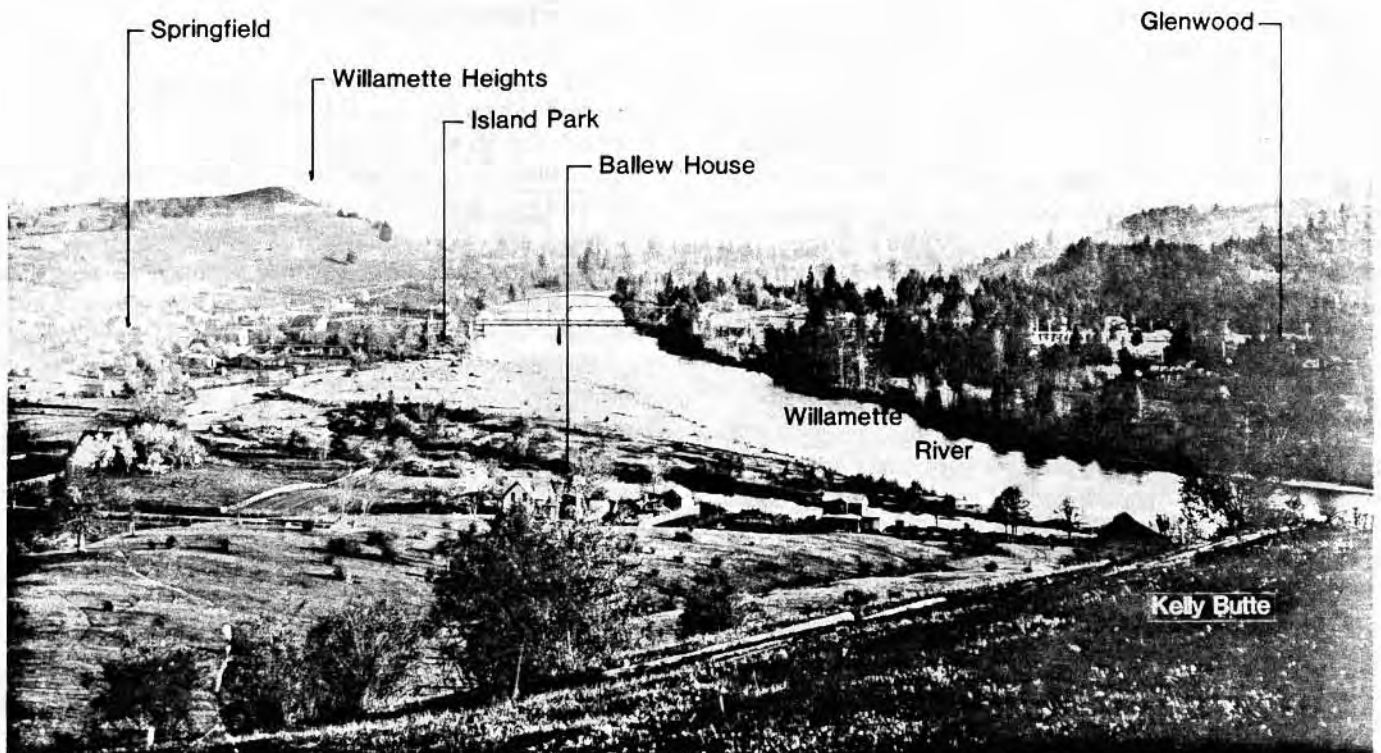
Springfield by 1884 derived its prominence from the mills and linked with the Oregon and California railroad.

Springfield became an incorporated city on February 25, 1885, and received its Charter on March 17, 1893 with Albert Walker serving as its first mayor.

The turn of the century saw many changes occur in Springfield, some of which are noted here:



WEST SPRINGFIELD/GLENWOOD LOOKING NORTH CIRCA 1910



WEST SPRINGFIELD/GLENWOOD LOOKING SOUTH CIRCA 1910+

- The establishment of the First Post Office inside William Laird's Drugstore.
- The first bank (appropriately named "First National Bank of Springfield" was built on Main Street.
- The first library was organized in 1908.
- Streetcar service was inaugurated between Eugene and Springfield.
- Two newspapers made their debut on the scene: the "Springfield Messenger" in 1896, and the "Springfield News" in 1903.
- Telephone service was instituted in 1903 with original service to a total of 38 customers.
- Electricity was brought to Springfield the following year (1904) along with city water.
- The first 35 miles of the McKenzie Highway were constructed, with a toll collected at McKenzie Bridge.

In 1911 Springfield residents celebrated the paving of Main Street by covering it with candlewax and staging a square dance. Participants celebrated the occasion by wearing badges bearing the slogan "Springfield Paves the Way".

By 1940, Springfield had a population of 3,805 and a land area of 1.5 square miles. A mere ten years later the population nearly tripled to over 10,000 in an area of 3.5 square miles. This hefty increase in population was due primarily to the new Weyerhaeuser Plant's location in Springfield in the 40's. In the years hence, Weyerhaeuser has become the city's largest single employer.

A number of attempts were made through the 50's, 60's and 70's at revitalizing the downtown. The first attempt was the "Shopper's Paradise", an experiment sponsored by the Chamber of Commerce in 1957. The objective was to provide a more appealing atmosphere for shoppers by removing traffic from Main Street, and providing amenities such as landscaping, music and benches. It proved to be quite a success, but succumbed to problems of traffic rerouting, financing for permanent facilities, and lack of sustained community interest.

Another effort at revitalizing the downtown area was begun in 1964. The conversion of the old Booth & Kelly Mill buildings into the Big M shopping complex was expected to pump extra life into downtown, but failed to overcome the poor pedestrian access across South "A" Street.

The first major downtown planning document was the "Springfield Core Area Plan", developed in 1968 by the architectural firm of Lutes and Amundson. Financed by the Chamber of Commerce and the City, the plan was adopted but never implemented due to a variety of reasons.

An effort at bolstering the downtown in the early 1970's was the construction of the "Spring Village" shopping center. Opened in 1973, Spring Village financially failed. The building was purchased in 1980 by the City of Springfield as the new location for the City Hall. The City Hall and Library opened in 1981 as well as the renovated PP&L Building which was originally constructed in 1905. It now serves as the Springfield Museum.

Historic Preservation

The City of Springfield has a number of sites and structures of historic interest. As noted in Historic Buildings of Springfield: 1980, an inventory of historic sites and structures was begun in 1979 and completed in 1980 pursuant with LCDC Goal 5, "Open Spaces, Scenic and Historic Areas and Natural Resources." A number from the inventory were designated historical landmarks. Others were termed "potential landmarks", and still others as "suggested potential landmarks". The breakdown is as follows:

1. Designated Historical Landmarks:

- Springfield Depot - 575 S. A Street
- Stewart House (1906) - 214 N. 2nd Street
- Douglas House - 961 S. 32nd Street
- Brattain/Hadley House (1884) - 1260 Main Street
- PP & L Building (1905) - 550 Main Street

2. Potential Historical Landmarks:

- The Innis House (1893) - 827 B Street
- The Coffin House - 922 N. B Street
- The Mill Race - constructed in 1852
- The Ebbert Memorial Church and Parsonage (1916) - 532 N. C Street

3. Suggested Potential Historical Landmarks:

- Tomseth House (1910) - 309 S. 4th Street
- School (1912) - 525 Mill Street
- Al Stockstad's (c. 1910) - 212-16 Main Street
- Masonic Lodge (c. 1910) - 228 Main Street
- Econo Sales (1921) - 326 Main Street
- Stevens/Perkins (1911) - 330 Main Street
- I.O.O.F. (1907) - 346 Main Street
- Rev. Moore's House - 535 E Street
- George Perkins House - 346 D Street
- McKlin House - 606 D Street

- Dr. Rebhan's House - 448 5th Street
- Built by Lepley's - 857 5th Street
- Thurston Grange (1913) - 66th and Thurston Road
- 660 C Street
- 942 F Street
- 428 5th Street
- 638 6th Street
- 746 6th Street
- 246 7th Street
- 406 8th Street
- 6022 Thurston Road
- 980 58th Street

In the same report, a variety of methods are suggested for the preservation of historic sites and structures that would be appropriate to the City of Springfield... *historic zoning, scenic easements, tax incentives, or direct acquisition would serve the City of Springfield in the most effective and efficient manner available. The reasoning behind this assumption is;*



SPRINGFIELD LOOKING NORTHWEST CIRCA 1910

all of these programs offer the City complete autonomy; they are the least expensive (even direct acquisition, though initially costly, can be amortized by rental or resale), they offer greater program flexibility, they have fewer legal and time consuming implications, they do not conflict with additional planning issues, they fulfill the obligation of existing plan recommendations and accomplish the objective of historic preservation.

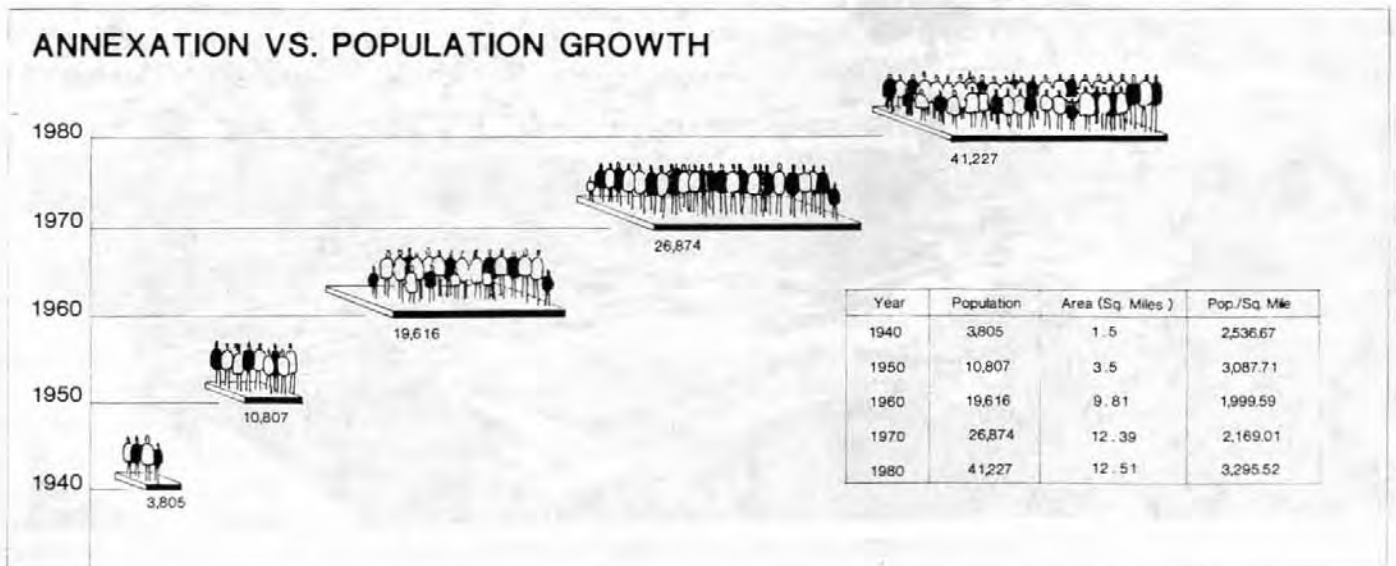
Local designated City Landmarks considered eligible for National Register of Historic Places nomination can be recommended to the State Historic Preservation Office at the discretion of the Springfield Historic Commission. The State Historic Preservation Office maintains a current inventory of Historical Site and Buildings within the state but makes no state level historic designations of its own. To date "historic preservation in Springfield has never achieved a large or well organized following among its citizens. As a result no substantive, mutually agreeable program of historic preservation has been presented to the Springfield City Council." (As stated in the Historic Buildings of Springfield: 1980).

Annexations

The Annexation Map (Map #7) graphically depicts where and when Springfield's growth occurred in the decades following the turn of the century. Each area represents ten years of growth for the city. The information for this map was supplied by LCOG's Planning and Research Department. It is interesting to note that in the period from 1910 to 1939 no new areas were annexed into the City of Springfield. This does not imply that no growth whatsoever occurred during the period, but only that what growth or development was occurring was not regulated by city regulations or ordinances. In all likelihood growth did occur outside city limits, governed by much less stringent county guidelines.

Before 1940 Springfield only extended from the Kelly Butte area on the west to about 21st Street on the east, and from between "Q" Street and Centennial on the north to the railroad tracks on the south. Annexations in the 40's mostly extended the city east to about 31st Street. During the 1950's less than 150 acres of land were incorporated into the city.

Physical growth of the city was nearly 400% in the following two decades, the 60's and the 70's, and is shown in the following chart. Another interesting fact



regarding the city's growth is that population and land area of the city did not increase in even and equal increments. The graph shows that during these periods physical growth preceded population growth by a great margin. The areas lowest density figures in recent history occurred during the 60's and only now, in the 80's, has the city through controlled growth policies promoting in-fill development, surpassed density levels that existed 30 years ago.

Another interesting fact regarding past annexations, particularly relevant to the area's park and recreation services, deals with annexations of land by the Willamalane Park and Recreation District. Because Willamalane's independent legal authority was established by the State of Oregon in 1944, annexations to the City of Springfield did not mean annexation to the Willamalane Park and Recreation District. Willamalane could only annex lands through elections and voter approval independent of the city. Willamalane was not able to gain voter approval annexing lands east of 40th Street until 1978. Because the city had no parks department or planning devoted to parks and recreation, the city annexed lands prior to Willamalane annexation without any policies or ordinances directed at providing land for future park needs.

The problems incurred through these independent annexation processes indicated a need for coordinated interagency planning. The formation of the metro area Boundary Commission brought coordination and cooperation to the annexation process. Now, annexation cannot occur for new areas of growth unless mutually agreed upon by the 1) City of Springfield, 2) Willamalane Park and Recreation District, and 3) Metropolitan Wastewater Management Commission. The Boundary Commission assures appropriately phased and located urban growth.

Population

Background

The history of Springfield shows it has been a city of continual population growth. As the table below shows, the period between 1910 and 1920 was the decade incorporating the least population growth in the city's history since the turn of the century. The population grew by less than one percent during that particular ten year period. The decade seeing the largest population increase was between 1940 and 1950 when the population increased by 184 percent. The average population growth rate per decade for the last 70 years is just less than 64%.

Census Year	Springfield Population	Growth in Past Decades
1910	1,838	-
1920	1,855	0.925%
1930	2,644	27.5
1940	3,805	60.1
1950	10,807	184.0
1960	19,616	81.5
1970	26,874	37.0
1980	41,621	54.9

Preliminary census data for 1980 released by the U.S. Census Bureau shows Springfield to have had a population of 41,621 at the time of the count. Springfield's population has grown by almost 55% since 1970 when census tabulations totalled 26,874. During the same time period the adjoining city of Eugene grew by 33.4% from 79,028 in 1970 to 105,387 in 1980. Lane County's population is now 275,226 having increased 27.8% in the last decade.

Population projections for the next 20 years are contained as "assumptions" in the Metro Area General Plan. "A population of 293,700 is expected to reside in the Metropolitan area by the year 2000. This is a 63 percent increase from the 1977 population." Springfield Planning Depart-

ment personnel are estimating that 30% of the total metro area population will reside in the City of Springfield in the year 2000. Based on those figures, population for the city in 20 years is estimated to be 88,110.

Because Willamalane's current service district is much larger than the current city limits of Springfield, its service population is also greater. Estimations of Willamalane's current service population were made by adjusting 1980 census tract populations figures to Willamalane's current service district. Population was assumed to be evenly distributed throughout each census tract and the percent of land area within the park district was assumed to contain the same percent of the entire census tract population. Willamalane's service population for 1980 was thus figured to be 48,306, nearly 7,000 larger than Springfield's population of 41,621. There are, in addition, an estimated 4,355 people living in adjoining County areas that are, although not paying taxes for Willamalane's services, users of the District's park and recreation facilities. Including those figures, Willamalane may currently be serving as many as 52,660 people. For planning in this document, however, the population estimate of 48,306 will be used for 1980.

Since future annexations will be coordinated between the City and Willamalane it is also assumed in this document that Willamalane's and Springfield's population will be the same in the year 2000. The following table shows projected population figures for the District for 5 year periods until the year 2000.

WILLAMALANE POPULATION PROJECTIONS	
Year	Population
1980	48,306
1985	
1990	68,208
1995	78,159
2000	88,110

Based on projections made for the Metro Area General Plan

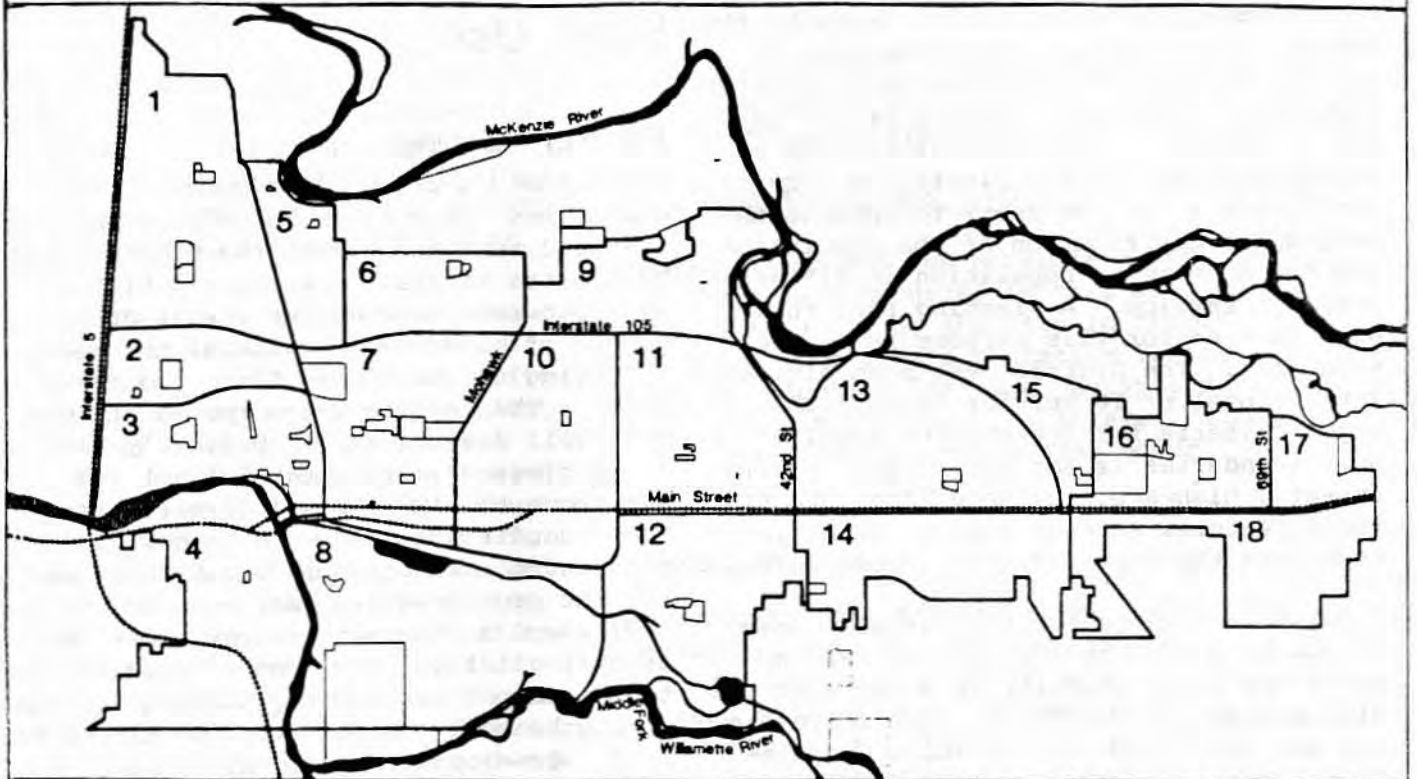
Profile

Specific 1980 population characteristics are unavailable at this time from the U.S. Census Bureau. When compilation, analyzation, and publication of the 1980 population characteristics are made available they should be incorporated in the next Willamalane Comprehensive Plan update. A number of local publications do, however, contain information that cover the years up to and through 1979. The most recent publication is the Economic Profile - Springfield, Oregon, produced by the Springfield Chamber of Commerce in 1980. Another source of information is the Data Sketch of Lane County, 1970 Census, released by the Lane Council of Governments in 1972. Further population characteristics may be obtained by contacting the Center for Population Research and Census at Portland State University.

"Springfield is a young city", states the Economic Profile. Young people under the age of 18 represent 35.3% of the population. "Working age" people between the ages of 18 and 64 amount to 56.4% and people 65 and over total only 8.3% of the population as a whole. The median number of years of schooling completed is 11.8 for men, 12.1 for women. Springfield is predominantly white in its racial make up, with non-white minority groups totalling 2.8% of the population. According to the Data Sketch of Lane County women made up 46% of the labor force in 1970 and of the 56% male work force 10% were unemployed. The unemployment rate which dipped in the mid to late 70's has again climbed to average out at figures similar to those in 1970. Also noted in the Data Sketch was the statistic that "40% of the employed residents of Springfield work within the City of Eugene, and another 2% of the work force is employed outside of Lane County."

According to 1980 population information, the population grew by more than 54% between 1970 and 1980 while the number of housing units nearly doubled decreasing the average household size from 3.02 people to 2.38 people.

SERVICE UNIT STATISTICS



Service Unit	Population	Acreage	Density
1	4774	989	4.83
2	1863	309	6.02
3	4584	635	7.22
4	1012	919	1.10
5	1886	360	5.24
6	1882	359	5.24
7	6127	751	8.15
8	1046	1394	0.75
9	2448	467	5.24
10	4757	817	5.82
11	1804	694	2.60
12	2928	991	2.95
13	3706	909	4.08
14	2805	663	4.23
15	1479	248	5.96
16	3007	505	5.96
17	1004	185	5.44
18	1194	642	1.86
Totals	48,306	11,837	4.08
Units 1- 10	30,379	7,000	4.34
Units 11 - 18	17,927	4,837	3.71

The figures previously noted, describe the overall populations of both the City of Springfield (41,621) and the Park District (48,306). However, to gain a better understanding of the particular details or characteristics of the District's service population it is necessary to examine the geographic distribution of the population and the density of population in different areas of service. A planning tool that will be used for this purpose is the Service Unit. The District has been divided into a total of 18 Service Units. The major criteria for determining Service Unit boundaries is accessibility. Major streets, highways, railroad lines and natural features such as rivers, or drainages form the edges of the Service Units.

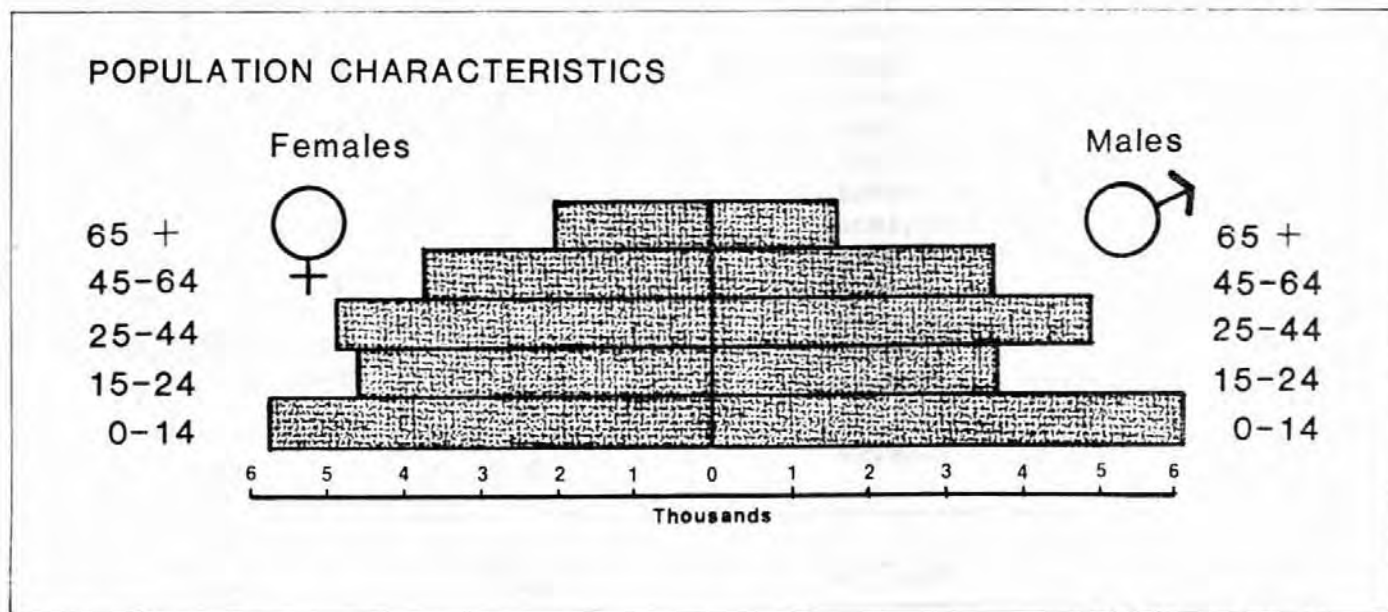
Population figures for the various Census Tracts used for the 1980 census were apportioned geographically to align with the Willamalane Service Units. The following map and chart show the location, population, acreage, and population density levels of each individual Service Unit. These facts will provide valuable information as needs are assessed at local levels and will also greatly aid in prioritizing those needs.

Land Use

Existing - Zoning

Springfield's urban and suburban development has taken place largely on the elevated terrace between the McKenzie and Willamette Rivers. Development historically occurred here as the result of a number of natural and cultural phenomena affecting the area's settlers and residents. The terrace was composed of level, well drained soils (primarily class I and class II agricultural land) and was above the 100 year flood elevation. These conditions allowed easy building and road construction in addition to excellent crop growth. East-west mountain trails and north-south valley roads met at Springfield. Development began at this transportation core which was strengthened by the addition of the railroad. Development spread primarily northeast to southeast, contained by the rivers and hills.

Major landforms have historically been avoided as prime growth areas because of natural constraints to construction and



remain largely undeveloped. The natural constraints that contribute to these areas of limited development, are the high flooding potential adjacent to the rivers, and the steep slopes and unstable soils on neighboring buttes and ridges.

The existing land use patterns are ones of mixed use throughout much of the Springfield area. Conflicting uses often occur throughout many areas of the city. There are often discrepancies between what is shown on the accompanying Zoning Map (Map #8) and what actually has been built. This is due, for the most part, to the lack of coherent and coordinated planning policies in the past regarding growth and development on the part of the city and county. Currently there is a more orderly, planned growth that should minimize conflicting uses in the future. Major contributing factors to this change have been the LCDC planning guidelines mandated by the state, the drafting of the Metropolitan Area General Plan by local agencies and the formation of the Boundary Commission to oversee annexation processes.

In a simplified manner, the city can be looked at in terms of residential uses, industrial uses, commercial uses, and varied types of open space.

Residential Areas

There are, in general, six major residential areas in the city.

Central City Area

This is the oldest and first developed part of Springfield. It is characterized by many fine old homes, mature shade trees, and a number of unimproved streets.

Maple School Area

This area consists primarily of post-WWII and earlier housing, bordered on the east and south by industrial land. The west is bounded by the central city and the

north by the I-105 transportation corridor. The Mohawk Shopping Area lies at the north-west corner of the area.

Harlow-Hayden Bridge Road Area

Between I-105 and the McKenzie River, extensive growth occurred in this area prior to annexation by the city in the 60's and 70's. The area's character is one of rural-residential land use juxtaposed with agricultural uses. Scattered medium density residential areas also occur throughout the area.

Douglas Gardens

Bordered by Main Street on the north, the industrial area on the west, and the I-105/Main Street junction marking the eastern edge, Douglas Gardens is a low density area, zoned primarily as RA (Suburban District). In many cases these neighborhoods retain much of their "rural residential" character.

West Kelly Butte

More recently developed than the other residential areas, and bordered by I-5, I-105, Kelly Butte, and the Willamette River, this area is presently undergoing conversion from orchards and other rural uses to housing subdivisions.

Thurston Area

This area was Springfield's major area of growth during the 1960's and 1970's. Much of the area's early growth occurred prior to annexation by the city. Development was characterized by low density rural residential uses adjoining agricultural uses. The area is primarily zoned RA (Suburban District). Following annexation, numerous subdivisions of modern ranch style houses were platted in the area aided by the City's liberal Bancroft Bonding Policy. The area's character today is predominantly modern subdivisions interspersed with old farmhouses. The north-facing hillsides south of Main Street have recently seen the beginnings

of large scale development.

Industrial Areas

Springfield's major industrial district is a continuous area from the McKenzie River on the north, near Hayden Bridge, stretching towards the Willamette River on the south. There are two major sectors that make up this industrial area. One sector is south of Main Street, where the Roseboro and Old Booth-Kelly Mills have been located for decades. The other major sector is located along I-105 in the vicinity of the Weyerhaeuser Mill.

Commercial Areas

The original commercial-retail center for Springfield was the downtown area. As the city grew, however, commercial activity grew east in a strip-like fashion

along Main Street, and now extends to 68th Street. Interspersed with these commercial areas are vacant parcels, low to high density residential areas, and the previously mentioned industrial land.

Since WWII and the corresponding growth of outlying shopping areas, the commercial uses in the old downtown area have slowly declined. Today, the area is becoming the center for civic, governmental, and professional services. In the place of former retail businesses are banks, accountants, real estate and insurance offices, and other such services. A further example of this trend is the conversion of the Spring Village Shopping Mall into the City Hall and Library for the City of Springfield.

A number of new commercial centers have developed as the city has grown outward from its historic center. The Mohawk area with its shopping centers, fast



COMMERCIAL AREA ALONG MOHAWK BLVD.

foods, and entertainment services has become a major commercial district in Springfield. The "Q" Street/I-105 area is also becoming a center for commercial activity, with the Fred Meyer store as the anchor for much development to come.

The Gateway commercial area is another to have developed recently. Its proximity to the I-5 and Beltline freeway interchange dictated that many of its commercial uses would be related to travelers. Motels, restaurants, fast food outlets and service stations were the first to locate here. The regional postal facility serving the entire metropolitan area was also constructed in this area.

The most recent major commercial development to have occurred in Springfield is located in the area of 57th and Main Streets.

In addition to the recent commercial development these areas have also experienced substantial construction of medium density housing, mostly in the form of rental apartments.



OPEN SPACE ADJOINING NORTH ISLAND PARK

Future Land Use Metropolitan Area General Plan

An interpretation of the Metropolitan Area General Plan (See Map #9) basically indicates continuing land use trends in the future, characteristic of those in past decades. Springfield's future residential growth will largely be single family units, at density levels of ten or less units per acre, occurring primarily to the east of the existing Thurston area, up the McKenzie River Valley. Another major area of future single family residential development occurs in the Natron area, along the Willamette River, adjacent to Jasper Road. The area will also include new light industrial uses, and a commercial node. Another area being given consideration for future residential growth and development is the lower Mohawk Valley. This area is not addressed in the current Metro Area General Plan but most likely will be addressed in the next plan update. Higher density residential areas, 21 units or more per acre, are planned to occur near existing and proposed commercial nodes and along some of the major transit corridors such as East Main, I-105, and 42nd Street. A number of new commercial nodes are planned in the intensively growing areas of Springfield including one along Jasper Road at 42nd Street and the previously mentioned one at Natron (the former Brand S Lumber Company site).

For further information regarding growth in the Springfield area, and for specifics regarding land use classifications, refer to the Metropolitan Area General Plan dated August 1980. The Plan is currently being reviewed at the state level by LCDC staff.

Lane County through its Parks and Open Space Division has also completed the Lane County Parks Master Plan which, in part, addresses metropolitan area park and recreation facilities and needs in the sub-area section dealing with the Eugene-Springfield metropolitan area. Little emphasis was given in the Plan to open space and scenic resource needs for the metro area. It

should also be noted that inventories of Willamalane's park and recreation facilities contained in the County's Master Plan are incomplete.

Another major problem inherent in both the Metropolitan Area General Plan and the Lane County Parks Master Plan is that inventory and land use classifications or guidelines do not include lands north of the McKenzie River. These lands, including the Coburg Hills and Camp Creek Ridge, are important resources for the Springfield area, not only for their existing open space value but also because they contribute heavily to the area's scenic resource base. To fully comply with LCDC Goal 5 - "Open Spaces, Scenic and Historic Areas and Natural Resources" these areas must be addressed in metro area planning efforts. The areas are primarily woodlands and forests. To assure that future planning serves to "conserve or enhance (these) natural or scenic resources," as guidelines for LCDC Goal 5 suggest, these lands must first be recognized as a valuable part of the metro area. This recognition should be formalized and reflected in the metro area's planning documents.

Transportation

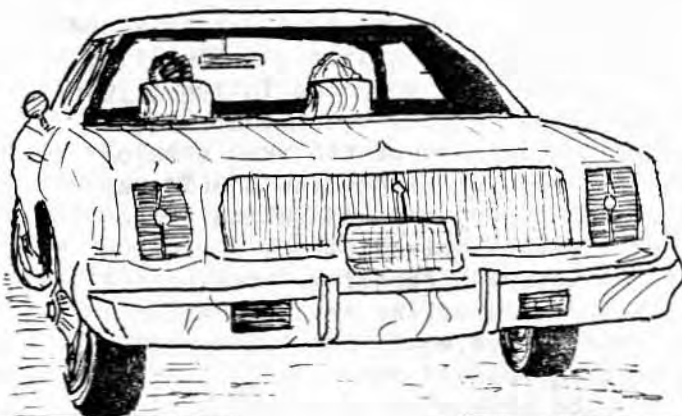
Introduction

The major transportation planning document for the Eugene-Springfield metropolitan area is the Transportation 2000 Plan (T-2000), published by LCOG in 1978. It sets forth a broad array of goals, objectives and findings, relating to area residents existing and future transportation needs. As stated in the T-2000 Plan, a number of policies, 48 in all, have been locally adopted in order to provide a basis for the community to implement and achieve transportation goals stated in the Metropolitan Area General Plan. There are two primary components in the T-2000 Plan which impact existing and future transportation in the Willamalane district. These components cover 1) streets and highways, and 2) transit. Bikeways are addressed in the Metropolitan Area Bikeway Master Plan. See the accompanying Map #11.

Streets and Highways

Transportation facilities have played a major role in the growth and development of the City of Springfield. Originally, major north-south and east-west mountain trails and valley roads intersected at Springfield. Today, those trails and roads have been replaced by highways and freeways. The major north-south, coastal interstate freeway, I-5, forms the city's western border. Highway 26 runs east-west through the city as a major link between the Pacific Coast and areas east of the Cascade Mountain range. The highway runs through the center of the city's historic downtown and central business district via Main and South A Streets. To relieve congestion and to route through-traffic around both Springfield's and Eugene's central business districts the I-105 freeway connector was constructed in the 1960's. The connector begins in east Springfield at Main Street and approximately 57th Street and runs east-west through Springfield about one mile north of the city's central business district. The I-105 connector reduces congestion along Main Street-Franklin Boulevard but the traffic corridor continues to be heavily used. This is due in part to its convenient location and direct accessibility to and from important areas in both Springfield and Eugene.

East-west arterial streets play an extremely crucial role in the transportation system in the Willamalane District. The lineal growth pattern of the city to the east, from Springfield's original core along the Willamette River, has created a city that is about three and one quarter miles north to south and nearly ten miles east to west. The original east-west traffic corridor was along Main Street. I-105, Hayden Bridge Road, Harlow Road, Centennial Blvd., Thurston and High Banks Roads all serve as major east-west connectors. Second and Third Streets, 14th Street, Mohawk Road, 21st, 28th, 42nd, 48th, 58th, and 69th Streets all serve as major north-south connectors.



The T-2000 Plan identifies two major traffic corridors anticipated to experience serious congestion, vehicle overloads, and capacity deficiencies by the year 2000. These two are the Franklin Blvd-Main Street corridor and the proposed McVay Corridor (30th Avenue Connector). In addition to these two corridors such thoroughfares as South A Street, 14th Street, Mohawk Blvd., and 42nd Street are also expected to experience large traffic volumes.

A number of methods for dealing with over-used streets and highways are mentioned in the T-2000 Plan. They range from minor intersection improvements to construction of new freeways.

Two major limited-access routes are planned or proposed for construction in the future. The first is a "planned" extension of I-105 from its existing terminus at Main Street, south to Jasper and eventually linking to Highway 58. This improvement will dramatically relieve traffic problems along Jasper Lowell Road. Another major development that has been "proposed" is the McVay Corridor (30th Avenue Connector) extending south from Main Street and connecting with 30th Avenue near Lane Community College. The McVay Corridor will cross both the Middle and Coast Forks of the Willamette and

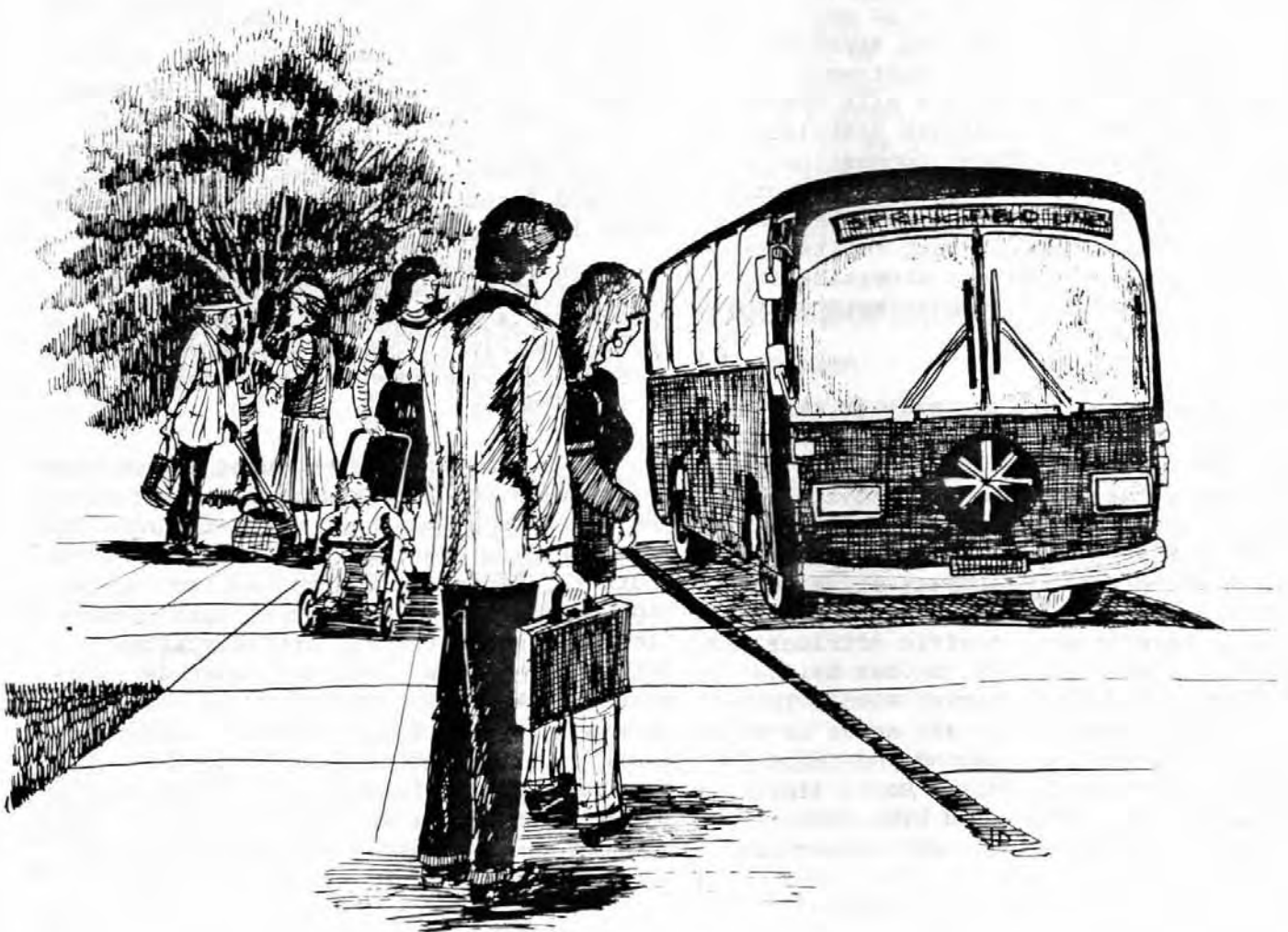
provide direct access to the Springfield industrial area.

The information for the accompanying Traffic Counts Map (See Map #10) was provided by the City of Springfield's Engineering Department and was compiled in 1980. The map indicates typical volumes of traffic encountered in many of the area's major traffic ways. Future studies should be undertaken to further understand those volumes as they relate to the individual street's carrying capacity. Hierarchical classifications of the area's traffic ways and transit ways would also be helpful for planning purposes. Once classifications and service levels are determined, future plans could be directed towards projects contributing the largest positive impacts in facilitating area-wide transit goals. See Appendix.

Transit

The T-2000 Plan recommends area wide transit goals of "...15% transit usage in Eugene, 10-15% transit usage in Lane County, and 15% transit usage in Springfield..."

Many transit modes are currently being utilized or experimented within the metro area. Lane Transit District (LTD) operates a modern fleet of busses and shuttles. Previously available was the "Dial-A-Bus" service for the specialized population of the area with physical handicaps. Now, however, lifts for wheelchairs are being installed in all standard LTD busses. This should prove to be more convenient and cost effective than the former Dial-A-Bus system.



Other para-transit experiments are on-going in the community including car pooling, van pooling, and shuttle services. Shown in the accompanying Transit Map (Map #11) are locations of existing and proposed Lane Transit District express and conventional bus routes, and transit stations. Due to a variety of reasons, conventional bus routes and time tables are subject to frequent change. Therefore, only major and express routes are shown on the accompanying map. Nevertheless, it is crucial that route planning for transit include criteria relating to the area's park and recreational facilities so that they remain conveniently accessible to those segments of the population dependent upon the public transit system for mobility.

Bikeways

Locations for planned and proposed bikeways are contained in the Metropolitan Area Bikeway Master Plan. The major goal put forth in the document is to develop "a system of safe, convenient, and attractive bikeways which is an integral part of the overall Eugene-Springfield metro area transportation system." The Bikeway Map (Map #11) shows how the existing, planned and proposed bikeways will accomplish that end. These proposed bikeways and those that already exist serve to link park and recreation facilities with residential areas and other major destination points. In so doing they fulfill the need, parti-



cularly for the district's children, for safe access to and from these destination points. The overall cost of the completed metro system, consisting of 175 miles of bikeways was estimated at \$5.7 million in 1975.

The plans for construction of the system are broken into phases according to prioritized need. Emphasis, as stated in one of the Plan's objectives, is placed upon "...provision of bikeways that link major community activity centers and population areas." Prioritized phasing represents "...recommendations on how best to proceed with the development of the bikeway network in an expeditious manner."

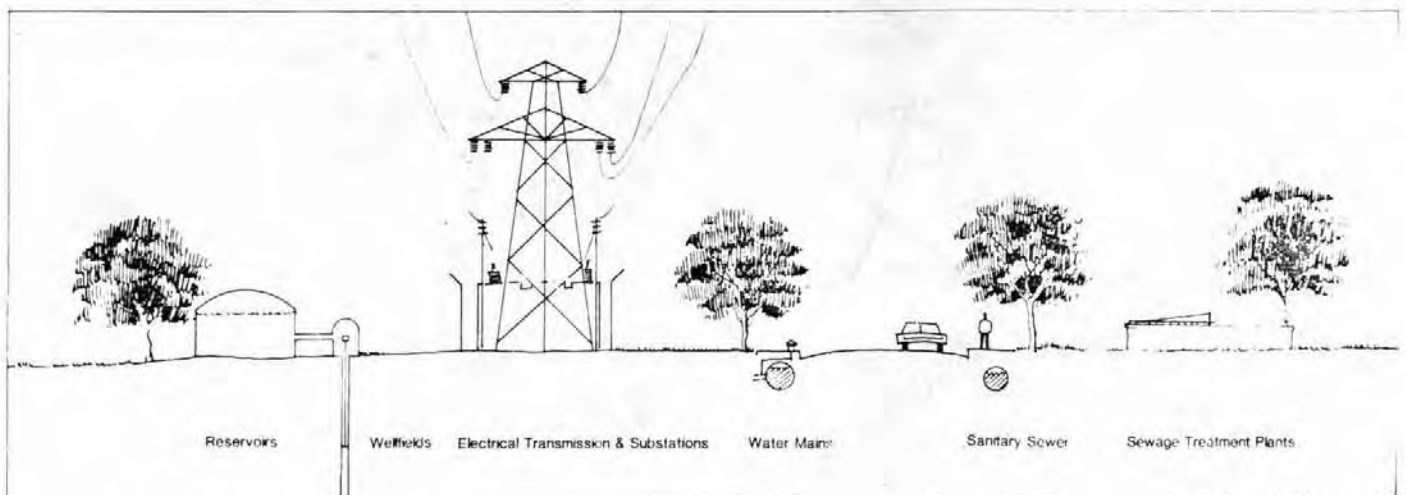
Utilities

The utility system is an extensive network of rights-of-ways, easements, and other lands set aside to provide urban services to area residents. As noted on the accompanying map (see Map #12), utilities in the Springfield Area include the following:

1. Well fields
2. Water mains
3. Sewage treatment plants
4. Sanitary sewer trunk lines
5. Electrical substations
6. Electrical transmission

7. Reservoirs
8. Glenwood Solid Waste Recovery Center

Many of these lands serve as de-facto open space due to the underground or overhead nature typical of utilities. For example water mains, storm and sanitary sewers remain buried and out of sight while electrical transmission lines run 50 to 150 feet above the ground in wide corridors of open space. In most cases, these corridors of land used by utilities return to vegetated conditions after construction and are minimally maintained thereafter. Power line corridors are more intensively maintained for fire safety reasons. Vegetation removal or maintenance is usually accomplished through the spraying of herbicides. The open space provided by the corridors is valued by wildlife as well as area residents. In some cases utility easements can serve an important role in an area's recreational system. In many areas of the state as well as throughout the rest of the country, utility corridors are being incorporated into recreation plans. Golf courses, parks, and bike paths are just a few of the projects that have been constructed by park districts or agencies where utility companies have been agreeable to multiple use of their lands. A local example of this cooperative spirit is exemplified by the bike path recently constructed on the EWEB water line easement in north Springfield.



A number of utility suppliers own lands in the area:

Electricity

1. Springfield Utility Board
2. Eugene Water and Electric Board
3. Pacific Power and Light
4. Bonneville Power Administration

Water

1. Springfield Utility Board
2. Rainbow Water District
3. Eugene Water and Electric Board

Natural gas is provided to area residents by Northwest Natural Gas and phone service is provided by Pacific Northwest Bell.

4. It was recognized that farming is compatible with the intent of the Greenway and should not be restricted.
5. The need for central coordination was realized and the responsibility of the development and maintenance of the Greenway.
6. There is no need for public ownership of all lands along the river.

The Metro Area General Plan states that ...on December 16, 1975, the Land Conservation and Development Commission adopted Statewide Planning Goal 15, Willamette River. The goal sets forth the overall framework within which state and local governments protection and maintenance of the Willamette River Greenway.

LCDC's overall goal statement for the Willamette River Greenway is as follows: To protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River.

Further stated in the Metro Plan is the fact that, "the Willamette River has long been recognized in the Eugene-Springfield area as a valuable natural asset." To that end numerous properties along the Willamette have been acquired. Mentioned in the Metro Plan are Mt. Pisgah (Howard Buford Recreation Area), Skinners Butte, Alton Baker Park and Island Park. Notable parks in the Willamalane study area not mentioned in the Plan are Clearwater Park, an undeveloped park site owned by Lane County, and Dorris Ranch owned by Willamalane. The Dorris Ranch - Land Use Plan, adopted by Willamalane's elected Board of Directors in 1980, was also not referred to in the Metro Plan's section "Relationship to Other Plans and Policies". This omission is major in that the Dorris Ranch - Land Use Plan is an important document, adopted by a publicly elected Board of Directors representing an electorate of more than 48,000 people within the Willamalane Park and Recreation District. The Dorris Ranch site was not included in the Springfield Willamette Greenway Study because the city's jurisdictional boundary,

Willamette River Greenway

The Oregon Legislature in 1973 enacted the Greenway Law which defined the Willamette River Greenway as follows:

The Willamette River means that portion of the Willamette River including all channels of the Willamette River from its confluence with the Columbia River upstream to Dexter Dam and the Coast Fork of the Willamette River upstream to the Cottage Grove Dam. ORS 390.310 - 390.368.

Findings and policies made by the Legislature regarding the intent of the Greenway are as follows:

1. It is in the public interest to protect and preserve natural, scenic, historic, and recreational qualities of lands along the Willamette River.
2. It was recognized that a coordinated planning effort is necessary.
3. It is necessary to recognize that existing uses must continue and intensification and change in uses should be limited.

differing widely from Willamalane, includes only those lands north of South F Street. Willamalane's jurisdiction includes all lands on both sides of the Willamette from the confluence of the Middle and Coast Forks north to the Interstate 5 bridge. As well as this, Willamalane's district includes most of the land along the north bank of the Middle Fork south of Springfield.

The following table lists all lands, both in the Willamette Greenway and in the Willamalane Study Area, which are in public ownership:

Alton Baker Park	Lane County
(Alton Baker - East Addition)*	Lane County
Island Park	Willamalane
Ballew Property	Willamalane
Dorris Ranch	Willamalane
Clearwater Park	Lane County
Mt. Pisgah	Lane County
Middle Fork Well Field	Springfield
	Utility Board

* Only partial ownership exists at this time.

To date, the only park site amongst these lands to have been extensively developed for park usage in the Willamalane Study Area is Island Park. The Ballew property was acquired by Willamalane in 1974. Located across the Millrace, north of Island Park, the site will eventually be linked to the park with the construction of a pedestrian and bicycle bridge. This connection will allow for direct pedestrian access to the park from the Kelly Butte neighborhood area. In addition, the bicycle path along North D Street, which extends into Alton Baker Park, will be routed directly into Island Park.

Development of Alton Baker Park east of I-5 at this time includes only a bike path and the inlet to the Alton Baker Canoe Canal. All development for intensive park use in Alton Baker Park has occurred on the park's west side in close proximity to Eugene's Skinners Butte Park. It is more than a mile away from the closest Willamalane resident and nearly ten miles from the most distant residents of Willamalane's District.



All the other lands listed above are planned for park development at some time in the future with the exception of the S.U.B. Well Site on the north bank of the Middle Fork south of both 28th and M Streets. The site is bounded by the Springfield Millrace and the Willamette River. It is in close proximity to the informal "park" site where early Springfield residents gathered in the late 1800's to picnic, swim and boat. The Lane County Parks Master Plan includes further acquisition proposals (1980 through 1985), for the Alton Baker-East Addition, in its section "Plan Implementation: Development and Acquisition Objectives". The County has no further plans for development or construction at any of its park sites east of I-5 and north of the Middle Fork of the Willamette River through the year 1995. No mention of the development of Clearwater Park is planned through 1995 with the possible exception of a Boating/Fishing Access Area at an unspecified point along the Middle Fork of the Willamette River. This would be developed between 1985 and 1990.

Land uses, other than park lands, along the Willamette River within the study area include residential and mobile home areas, industrial and agricultural lands and aggregate and mineral extraction sites.

Scenic Areas

The Scenic Areas Map (Map #13) uses background data from the LCOG inventory, which was prepared for the Working Papers. It must be noted that Map #13 differs significantly in some areas from information presented in the Working Papers. One notable example is the omission in the Working Papers and General Plan, of lands inventoried north of the McKenzie River, as was noted in the preceding land use section. It is noted in the Working Papers that, "not all sites that are present in the Metro Area will be identified in this working paper. Some will be errors of

omission...most, however, will not be mentioned because, they do not meet the overall and specific standards that are described in the remainder of the Paper." The particular characteristics or "weighting" factors that contributed to the inclusion of some areas, while others were excluded are not described in the Paper. In the case of scenic resources, as areas become developed and the overall scarcity of a resource increases, areas of that particular resource, once considered low in value, become increasingly more valuable. For that reason all areas originally classified as "scenic" in the background data are shown on the Scenic Areas Map. In some instances, revisions have been made as the result of more detailed inventory and mapping completed as a part of this study.

Three characteristics were shared by the eight standards for classification developed in the Metro Area General Plan process to identify scenic areas:

1. *A high value is placed on vegetation and natural features.*
2. *Sites are valued that provide an element of visual diversity to the Metro Area.*
3. *Specific sites of scenic interest are identified but not the corridor between viewer and sites.*

The Scenic Areas Map is comprised of lands incorporating one or more of the seven following elements identified as having specific scenic value. In cases where two or more elements exist in one area, the element considered of "highest priority", as identified in the Working Papers, is shown.

1. Ridgelines and Buttes

Higher ground, such as ridges and buttes, is, in most cases, visually dominant over the surrounding landscape. The topographic features of the area fit in two general categories: Smaller scale buttes that rise out of the surrounding landscape, such as

Kelly Butte and Vitus Butte, and ridges of higher elevation that ring the city Springfield, such as Camp Creek Ridge and Coburg Ridge. Both are for the most part natural in appearance, covered with grasses and shrubs, dense forest, open woodland, or combinations thereof.

2. Vista Points

Most of the vista points are located atop the buttes and ridges of the area. They provide views of the surrounding landscape unavailable at lower elevations. Virtually all are in some form of public ownership. Some, such as Kelly Butte and Willamette Heights (both Willamalane parks) are geared more to public use than others, such as Vitus Butte (EWEB) and portions of the Coburg Hills managed by the Bureau of Land Management.

3. Surface Waters

Surface waters consist of rivers, creeks, drainage ways, millraces, sloughs, and both natural and man-made ponds.

4. Prominent Vegetation

The Working Papers define areas of prominent vegetation as having "...a relatively high number of large trees". This includes deciduous species along water courses, along with conifers and hardwoods of the hillsides.

5. Old Growth Douglas Fir

This refers to all stands of Douglas Fir over 100 years old.

6. Land in Agricultural Use

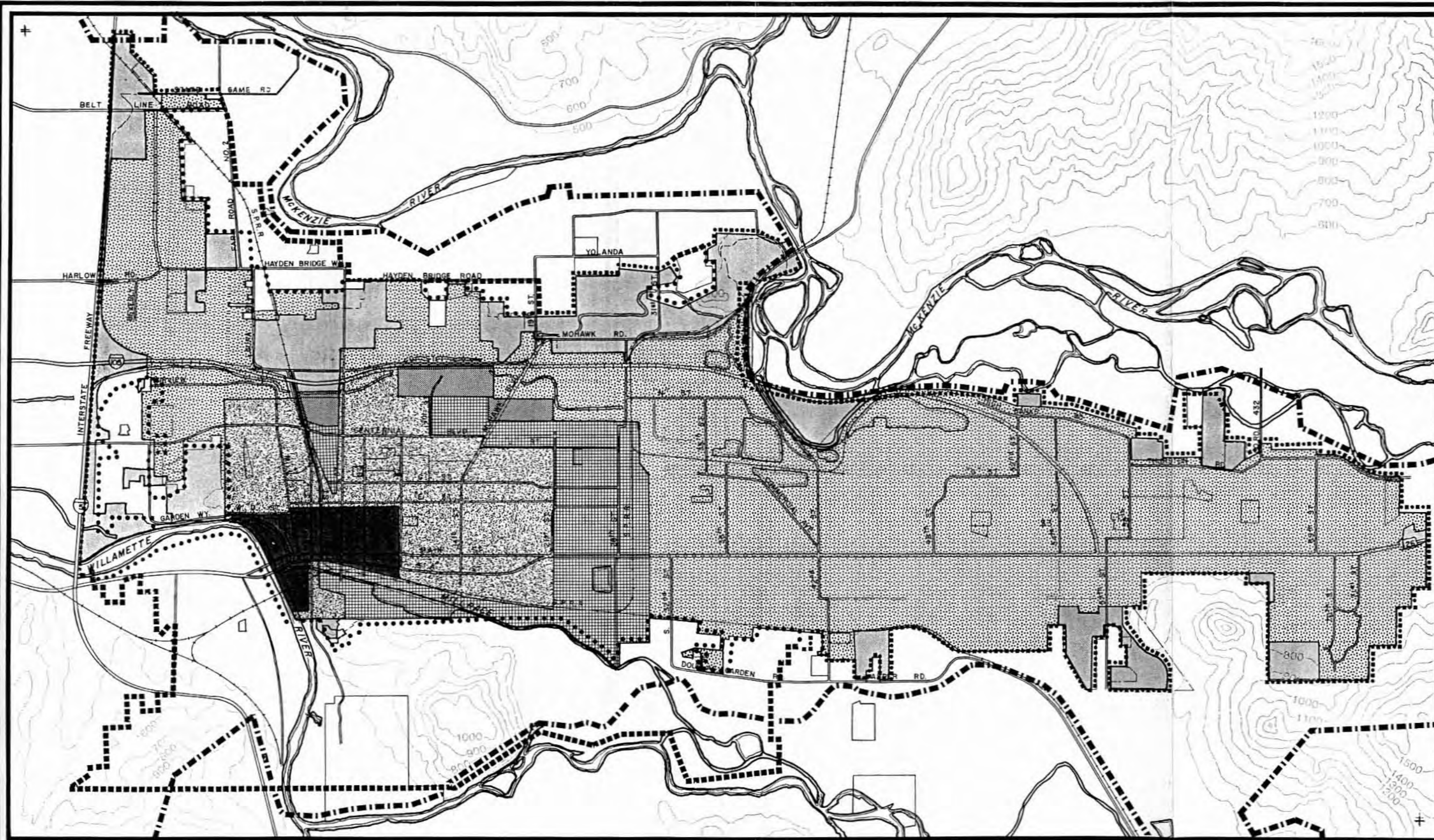
Agriculture is often among the most scenic of land uses. As there is no provision for continued, future agricultural use within the Urban Services Boundary, lands currently in agricultural use outside the Urban Services

Boundary are indicated here. (See Vacant Lands Map for current agricultural use within the U.S.B.).

7. Parks, Golf Courses and Cemeteries

Each of these features is primarily man-made and in contrast to some of the previously described scenic areas they are essentially natural in appearance. However, these lands do provide much needed diversity in the urban area and do serve as scenic resources.

The Working Papers make particular note of the value of water in the landscape as a scenic element stating, "water provides one of the most basic natural contrasts and scenic sites. The still water of ponds and lakes provides an open, reflective surface for viewing." In addition, the Paper states, "moving water in streams and rivers can provide all of the scenic values present in still water in combination with a variety of audible and visual effects. Not all of these streams have year-round flow. These are some of the most diverse and valuable scenic sites in the Metro Area."

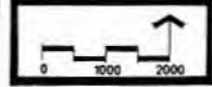


SOURCES:

- "City of Springfield Annexations 1864 to 1979", Computer Map, Scale: 1:30,000, LCOG.
- Locations of Willamalane Park and Recreation District Boundary and City of Springfield Boundary obtained from those agencies and updated by Lane County Boundary Commission.
- Location of Urban Service Boundary obtained from Metro Area General Plan, August, 1980, produced by LCOG.

	1885-1899		Urban Service Boundary
	1900-1909		Willamalane Boundary
	1910-1939		Springfield Boundary
	1940-1949		Combined Willamalane & Springfield Boundary
	1950-1959		
	1960-1969		
	1970-1979		

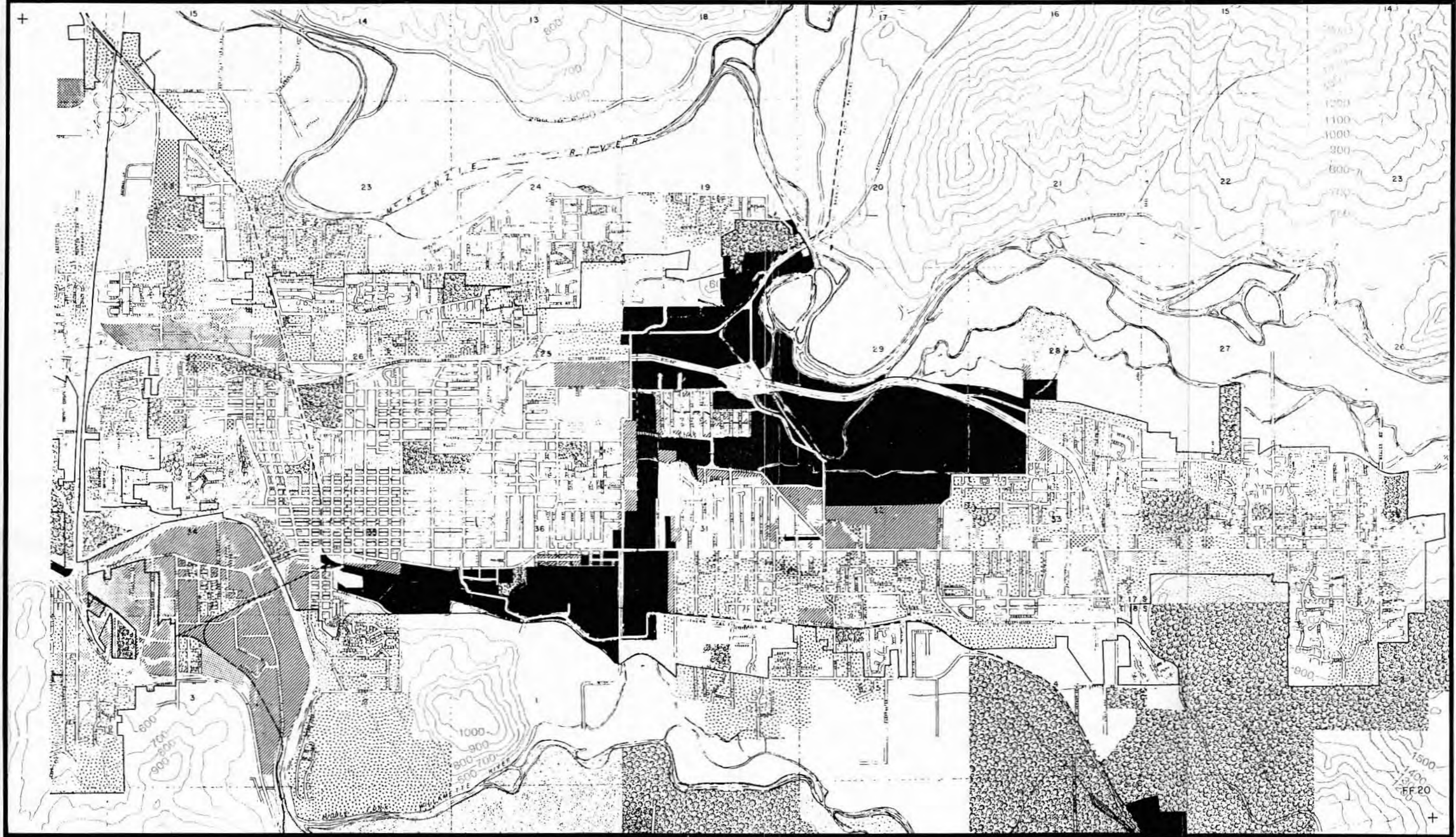
**ANNEXATIONS
JURISDICTIONAL
BOUNDARIES**



Map
7

COMPREHENSIVE PLAN 1980
WILLAMALANE PARK AND RECREATION DISTRICT

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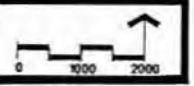


SOURCE:

• "Springfield Zoning Map", LCOG. Photo reduced from original scale of 1:12,000.

	RG Garden Apartment Residential District		AG Agricultural District		M-2 Light Industrial District
	RP Professional Residential Neighborhood District		PL Public Land		M-3 Heavy Industrial District
	C-1 Commercial District		RA Suburban District		MHP Mobile Home Park District
	C-2 Community Commercial District		R-1 Single Family Residential District		MHS Mobile Home Subdivision District
	C-3 Central Business District		R-2 Limited Multiple Family Residential District		SR Site Review
	C-4 Service Commercial Wholesale District		R-3 Multiple Family Residential District		PUD Planned Unit Development
	MR Manufacturing Research District		R-4 High Density Residential District		

LAND USE ZONING



Map
8

COMPREHENSIVE PLAN 1980 WILLAMALANE PARK AND RECREATION DISTRICT

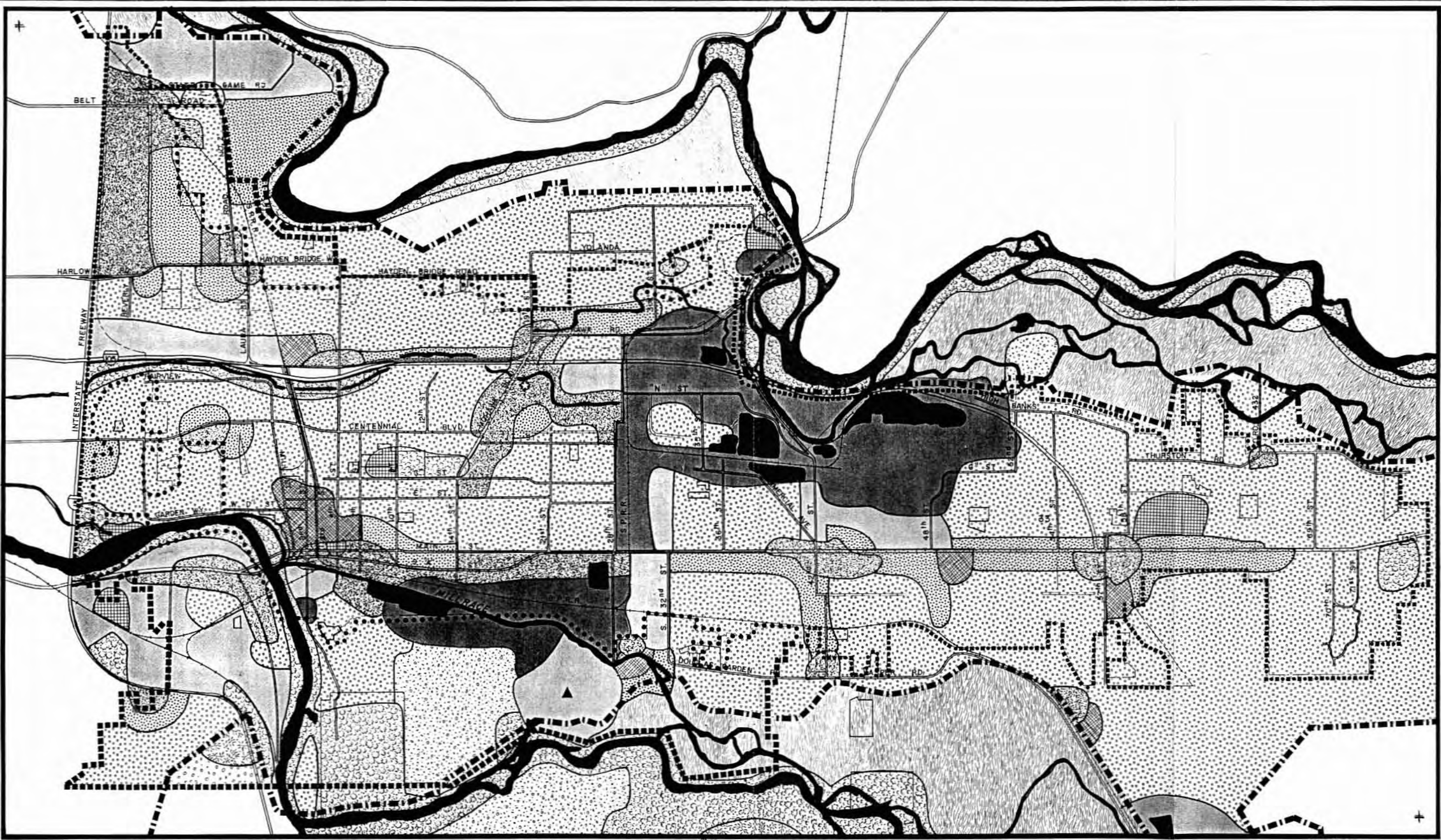
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Eugene, Oregon 97403

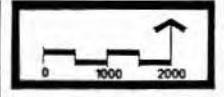
Telephone: (503) 485-8608



SOURCE:
 • See Map 13, "Scenic Areas and Historic Sites", for sources.

Rural	Light Industrial	Forest
Low Density Residential	Special Light Industrial	Agricultural
Medium Density Residential	Heavy Industrial	Urban Service Boundary
High Density Residential	Government & Education	Willamalane Boundary
Commercial	Sand & Gravel	Springfield Boundary
Major Retail	Parks & Open Space	Combined Willamalane & Springfield Boundary

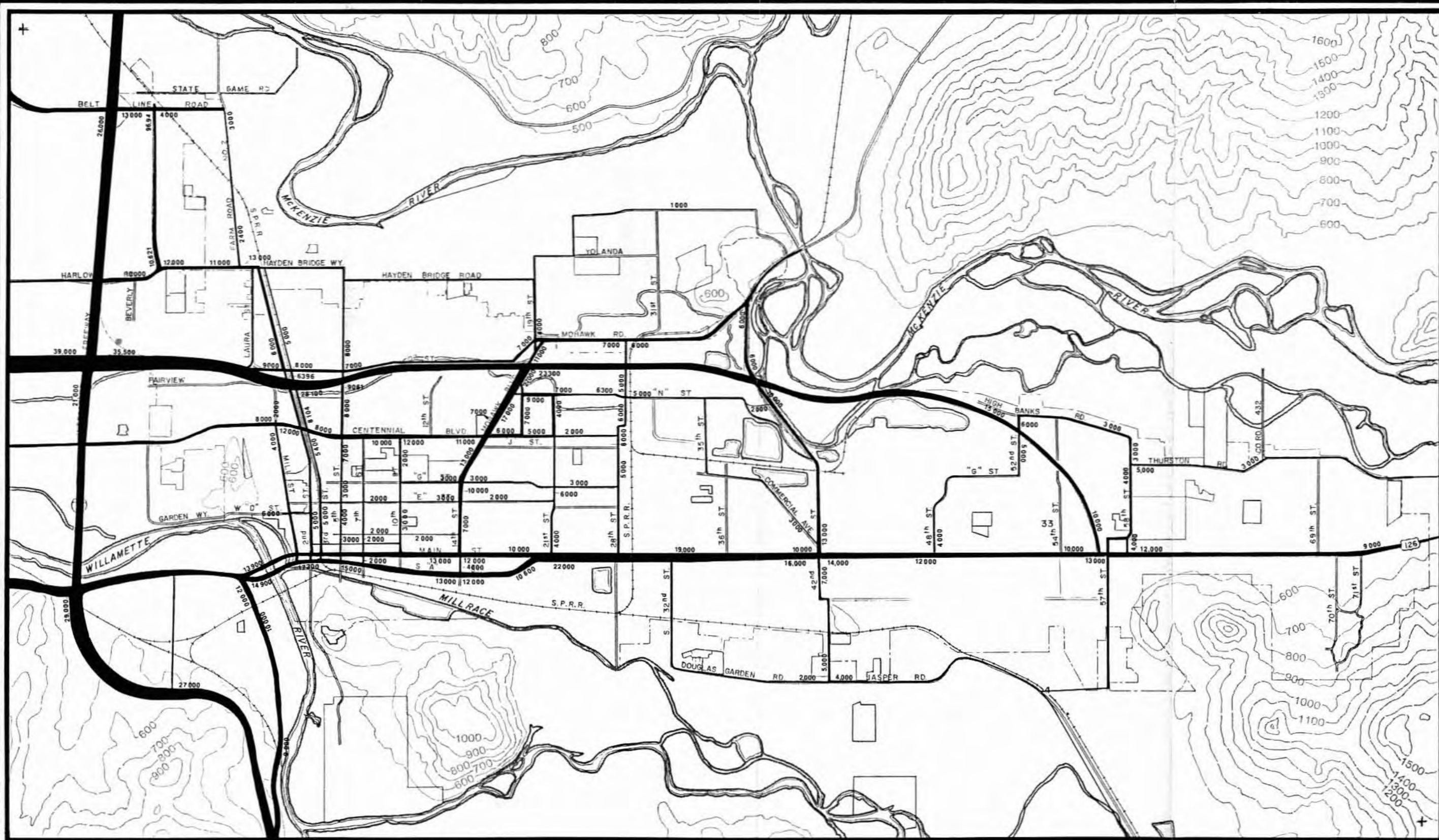
LAND USE
METRO AREA GENERAL PLAN



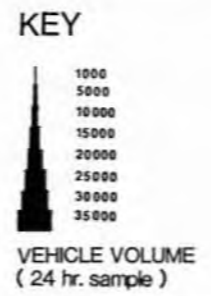
Map
9

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 WILLAMALANE PARK AND RECREATION DISTRICT

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SOURCE:
 • "Traffic Flow Map", scale: 1:12,000, 1980,
 City of Springfield, Public Works Department
 Traffic Division.



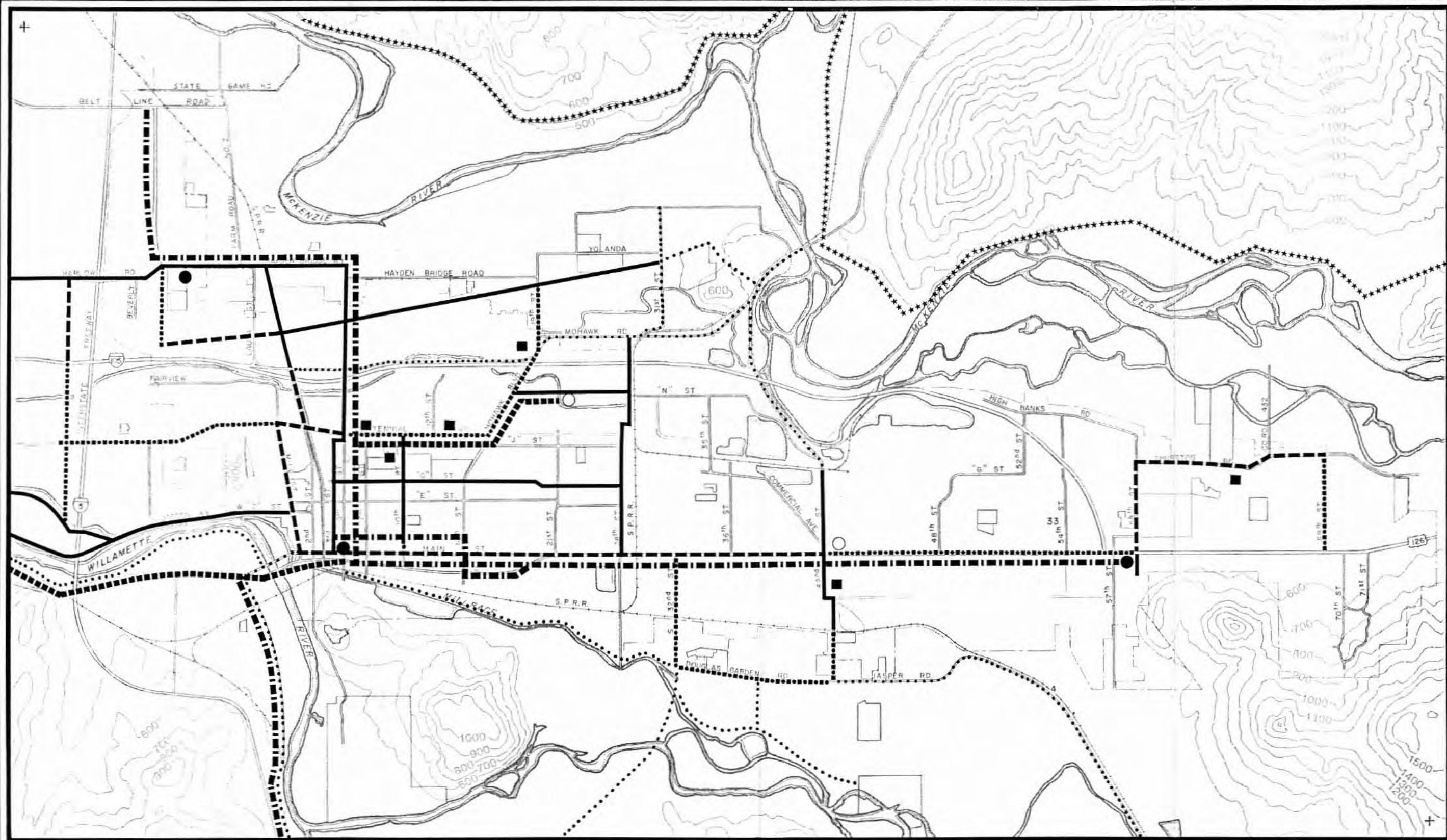
TRANSPORTATION
 TRAFFIC COUNTS



Map
 10

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COMPREHENSIVE PLAN 1980
 WILLAMALANE PARK AND RECREATION DISTRICT



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 WILLAMALANE PARK AND RECREATION DISTRICT

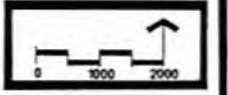
- SOURCES:**
- Metro Bikeway Master Plan, 1975, LCOG.
 - "Transportation Improvement Program", 1980, Eugene-Springfield Area Transportation Study
 - "Bike Route Map", 1980, Willamalane Park and Recreation District.
 - "Park and Ride Lots", article in Springfield News, March 12, 1981.

- "Bus Rapid Transit" Map, from the Eugene-Springfield Area 2000 Transportation Plan, Eugene-Springfield Area Transportation Study

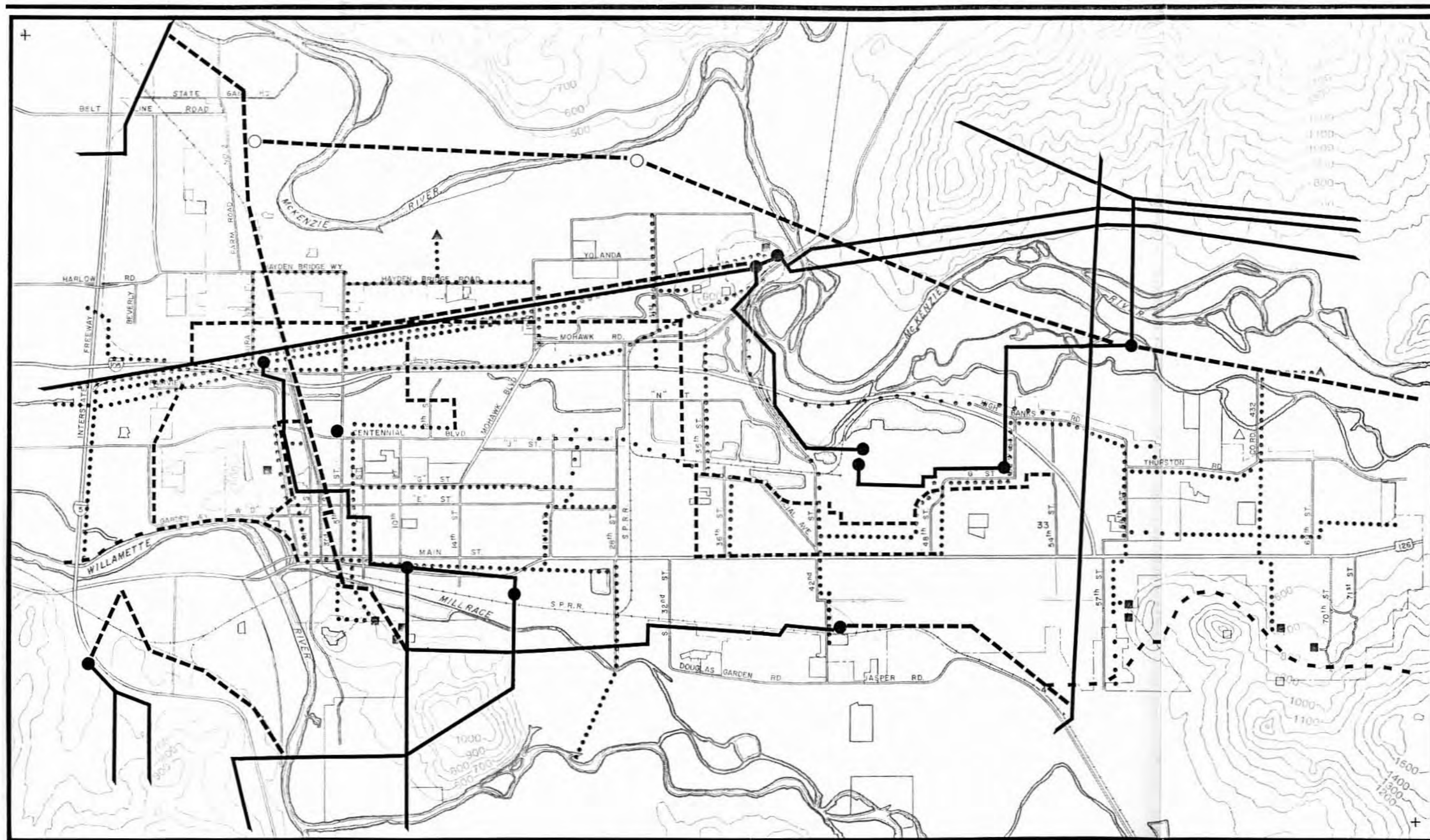
- BIKEWAYS**
- EXISTING
 - - - PHASE 1
 - PHASE 2
 - PHASE 3
 - ***** TRANSAMERICA ROUTE

- BUS SYSTEM**
- EXPRESS BUS ROUTES
 - - - MAJOR CONVENTIONAL ROUTES
 - MAJOR TRANSIT STATION
 - MINOR TRANSIT STATION
 - PARK & RIDE LOTS

TRANSPORTATION
 BIKEWAYS
 BUS SYSTEM



Map
11



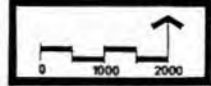
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COMPREHENSIVE PLAN 1980
 WILLAMALANE PARK AND RECREATION DISTRICT

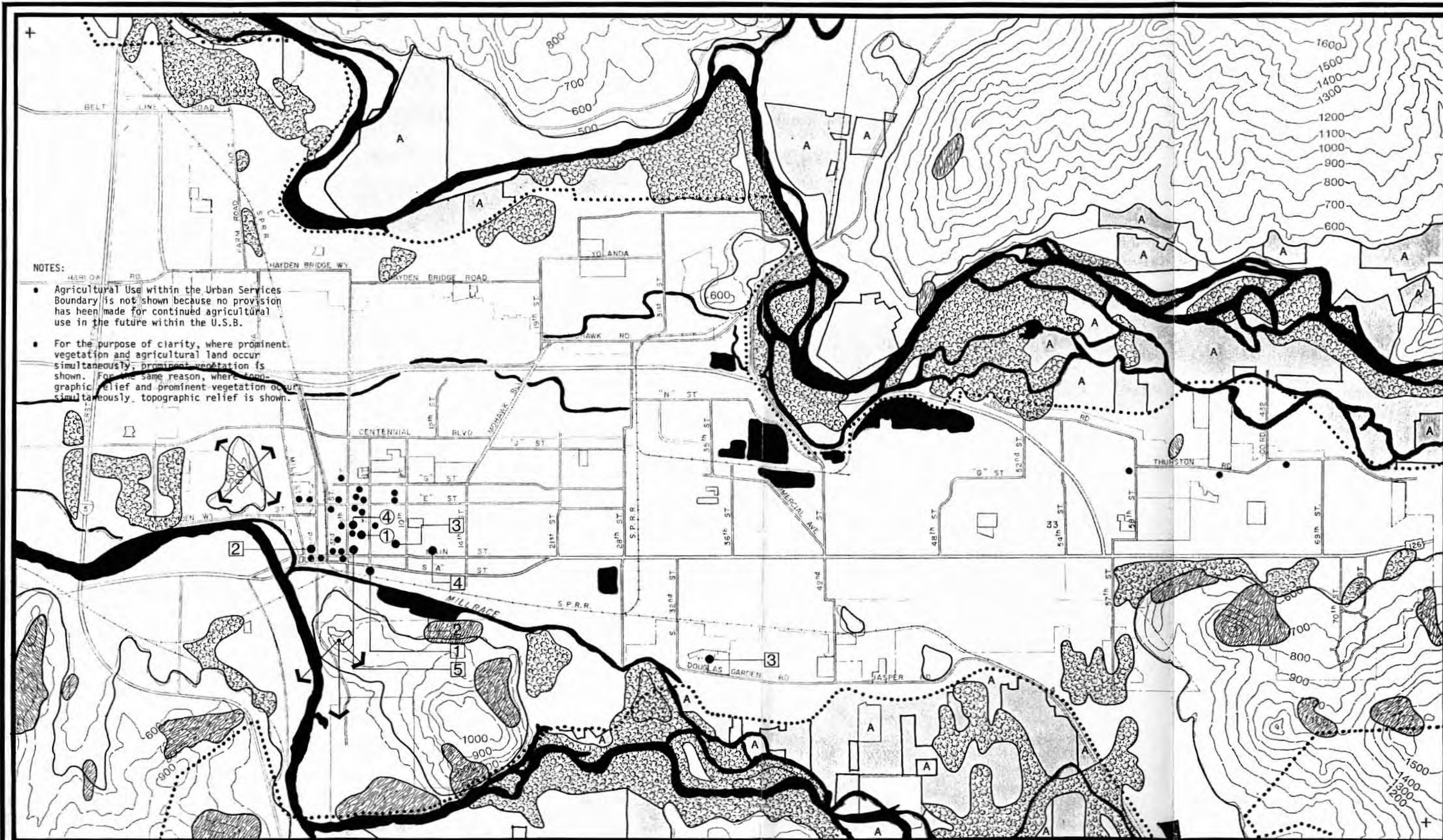
SOURCE:
 • "Auxiliary Maps 1 & 2", "Metro Area General Plan", August, 1980, produced by LCOG.

WATER	ELECTRICAL	SANITARY SEWERS
..... EXIST. WATER MAINS	— EXIST. ELECTRICAL TRANSMISSION LINES	- - - EXIST. TRUNK LINES
..... PROPOSED WATER MAINS	- - - PROPOSED ELECTRICAL TRANSMISSION LINES	- - - PROPOSED TRUNK LINES
■ □ EXIST. & PROPOSED RESERVOIRS	● EXISTING SUBSTATION	
▲ ▲ EXIST. & PROPOSED WELL FIELDS	○ PROPOSED SUBSTATION	

UTILITIES



Map
12



NOTES:

- Agricultural Use within the Urban Services Boundary is not shown because no provision has been made for continued agricultural use in the future within the U.S.B.
- For the purpose of clarity, where prominent vegetation and agricultural land occur simultaneously, prominent vegetation is shown. For the same reason, where topographic relief and prominent vegetation occur simultaneously, topographic relief is shown.

SOURCES:

- Locations of Vista Points, Prominent Vegetation and Old Growth Forest were obtained from the "Scenic Areas" Map, scale: 1:24,000, LCOG.
- For sources of other scenic information, see Map 6: Vacant Lands, and Map 7: Annexations and Jurisdictions.
- Historic information obtained from Historic Buildings of Springfield, 1980, Springfield Historic Commission, and Ellen Kotz.

- VISTA POINT
- URBAN SERVICE BOUNDARY
- PROMINENT VEGETATION
- OLD GROWTH FOREST
- SURFACE WATERS

- LANDS IN AGRICULTURAL USE
- AGRICULTURAL LAND USE CLASSIFICATION (Metro Area General Plan)
- TOPOGRAPHIC FEATURES (50 ft. higher than surrounding landscape)

- **DESIGNATED SITES**
 - ① SPRINGFIELD DEPOT.
 - ② STEWARD HOUSE
 - ③ DOUGLAS HOUSE
 - ④ BRATTAN / HADLEY HOUSE
 - ⑤ P.P. & L. BLDG.
- **POTENTIAL DESIGNATIONS**
 - ① INNES HOUSE
 - ② MILLRACE
 - ③ COFFIN HOUSE
 - ④ EBBERT MEMORIAL CHURCH & PARSONAGE
 - OTHER POSSIBLE DESIGNATIONS

SCENIC AREAS & HISTORIC SITES

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COMPREHENSIVE PLAN 1980
 WILLAMALANE PARK AND RECREATION DISTRICT

Various Public Agencies affect and are effected by Willamalane Park and Recreation District's actions. Many are providers or potential providers of similar services or facilities. Communication, cooperation and coordination between Willamalane and other public agencies is vital for optimum utilization of existing and future recreation facilities and programs. This chapter describes Public Agencies directly affecting Willamalane Park and Recreation District.

Public Agencies

Introduction

Public agencies having jurisdictional responsibilities within the Willamalane study area other than Willamalane Park and Recreation District include the City of Springfield, School District #19, Lane County and the Springfield Utility Board. Lane Council of Governments is an "umbrella organization" representing twenty-five general and special purpose local governments who have joined together to do long range planning and address problems of mutual concern. All of these agencies or jurisdictions have an effect on the provision of park and recreation services to the area's residents.

The City of Springfield lies within the heart of the Willamalane Park and Recreation District. Currently the city limits are less extensive than the Willamalane service district boundaries; but, in the future the district boundaries and city limits will be unified. The city makes no provisions for providing park and recreation facilities or services and thus, the responsibility is solely Willamalane's within the service district.

School District #19 with its extensive ownership of lands is the area's second largest provider of public open space. Through mutual cooperation Willamalane provides community school programs and youth sports programs using school district facilities and grounds.

Lane County is responsible for planning and construction of recreation sites and facilities outside the city limits. In this respect, there are some jurisdictional overlaps between the County and Willamalane. The County's activities in this area are administered by the Parks and Open Space Department.

The Lane Council of Governments is an "umbrella" agency aiding in the cooperation of planning efforts by the County's many local jurisdictions. LCOG's research and planning staff coordinates the Metro Area General Plan's updating process and lends technical assistance when solicited to its many member agencies.

The following descriptions are taken from the Economic Profile produced by the Springfield Area Chamber of Commerce.

City of Springfield

The City of Springfield was incorporated on February 25, 1885 and received its Charter on March 17, 1893. It has a Council-Manager form of government. According to 1980 Census data the current population of 41,621 rank Springfield as Oregon's fourth largest city behind Portland, Eugene and Salem. It is also the state's second largest industrial center serving as a focal point for the northwest's lumber industry.

The City's 1980-81 total assessed valuation is \$968,951,028.00 and its bonded indebtedness is \$18,175,000.00. The property tax rate for Springfield property owners in 1980-81 is shown in the following table. Rates shown represent the dollars paid in taxes per \$1000 of total assessed valuation.

City of Springfield	5.58
Lane County Education District	.54
School District #19	10.81
Lane Community College	1.26
Willamalane Park & Recreation District	1.64
Lane County	.83
Metropolitan Wastewater Service District	.34
TOTAL	21.00

The city's police and fire departments have established outstanding records of performance and efficiency. Qualified, well-trained personnel and modern equipment provide high standards of law enforcement and fire protection.

Insurance classification: City Class 3; Fringe areas: Class 3 (Rainbow Water District), Class 4 (Glenwood) and Class 5 (Willakenzie).

Sewer treatment and disposal system: The system is presently at capacity. However, construction is underway to provide additional growth capacity for the year 2000. Completion of the new plant and disposal facility is scheduled for 1986.

Air pollution problems in the area are not major but the Eugene-Springfield area does currently violate federal secondary standards for heavy particulate matter. This exceedance is being addressed to the Air Quality Improvement Plan endorsed by the Lane Regional Air Pollution Authority Agency in November, 1980.

Projects planned or underway for improvement of city services include: core area redevelopment, improved street lighting, street, sidewalk, and highway improvement projects, drainage, extension of sewer lines, zoning, planning and a new city hall. A large capital improvement program will probably be presented to the voters of the community in the not too distant future.

School District #19

The Springfield Public School District 19 consists of 21 schools located within the 185 square miles in and around the City of Springfield, Oregon. Approximately 9,600 students are served by over 1,000 employees yearly. The annual operating budget for the school district in budget year 1979-1980 was \$25,441,407 or stated in costs per student approximately \$2,600 per student per year.

Springfield's commitment to education in terms of school buildings, teaching basic education, instructional programs and professional staff are all directed to the individual learner. District 19 provides modern, well equipped schools, a well maintained bus fleet, an excellent hot lunch program and a host of student activities designed to keep young people involved, interested and active in school.

Elementary school instruction in the Springfield Schools focus on teaching basic education. Every effort is made to equip each student with the necessary skills in reading, writing, and arithmetic so they can specialize in their secondary education work. Combined with the basic skills program is an emphasis

on citizenship and social skills. Individual instruction is available for those needing additional help as well as instruction for talented and gifted students.

Secondary school instruction in the Springfield Schools has been restructured into a middle school system consisting of grades 6,7, and 8 attending middle schools and grades 9,10,11 and 12 attending four year high schools.

The middle school approach focuses on the uniqueness of a program for pre and early adolescent students. It stresses the fundamental skills necessary to function in our modern society but also offers opportunity for a wide range of intellectual, social, and physical experience. The middle school is for the student who is changing from childhood to adolescence.

At the high school level, the goals center around a "comprehensive" school which is instructionally subject-centered. The opportunity for students to use "in-depth" skills is fostered through increasing specialization in program areas. Included are on-going provisions for planned career exploration and college preparatory courses. Educational planning involves the student, his or her parents and the teachers in personalizing education for young people.

Student instruction is given support at a district level through a number of services including: modern libraries in every school; full-time specialists in the areas of speech therapy, remedial reading, music, counseling, educable mentally retarded, emotionally maladjusted and gifted and talented; teacher aides and nurse aides in all schools; and audio-visual teaching materials and equipment.

School district services are provided at a cost to local homestead taxpayers of \$11.55 per \$1000 true cash value of their homes: \$10.48 per \$1,000 TCV for operating budget and \$1.07 per \$1,000 TCV for bond funds.

SPRINGFIELD SCHOOLS:

Elementary Schools:

Brattain	Moffitt
Camp Creek	Mohawk
Centennial	Mt Vernon
Douglas Gardens	Page
Goshen	Thurston
Guy Lee	Walterville
Maple	Yolanda

Middle Schools:

Briggs	Springfield
Hamlin	Thurston

Senior Highs:

Springfield	Thurston
-------------	----------

Paraochial Schools:

St. Alice Catholic School is located in Springfield and provides education - grades one through eight.

Kindergartens and Nursery Schools:

Springfield has eleven kindergartens, one nursery school and one playschool.

Higher Education:

Lane Community College, a two-year institution, is located in Eugene. The University of Oregon is also located in Eugene. Oregon State University is located in Corvallis, just forty-five minutes from Springfield.

Vocational Education:

There are numerous vocational schools in the area which provide a wide variety of vocational education opportunities.

Special Schools:

Eugene Children's Hospital School and Pearl Buck Center in Eugene, provide educational opportunities for the mentally and physically handicapped.

The Child Center, a school for emotionally disturbed children, is located in Springfield.

Lane County

Lane County operates under a Home Rule Charter and is one of only six counties in Oregon that have home rule. This provision allows for a wider range of decisions to be made at the local level.

Legislative and administrative powers of the County are vested in a five-member Board of Commissioners, each representing a specific district of the county. The districts are made up of two representatives from the City of Eugene, one from Springfield and one each from the eastern and western portions of the county. They are elected to a four year term on a staggered two year basis.

A General Administrative office is maintained by the Board to assist in the management of the county government.

Property taxes levied to support the county government make up about seven percent of the county's total budget. The bulk of Lane County's funds come from sharing the receipts of timber sales on National Forests and U.S. Bureau of Land Management holdings within the county's borders. The timber receipts are made available to counties because, as publicly owned land in federal trusteeship, the National Forests and Bureau of Land Management holdings are not on the county's tax roll. This funding situation allows Lane County to operate with one of the lowest tax rates in the county.

The 1980-81 general fund budget amounted to \$54,696,836. The assessed valuation amounted to \$6,389,195,703. The county's share of the personal property tax amounted to .83 per \$1000 true cash value. The county has 1,665 fulltime employees.

There are sixteen departments operating within the county structure. They broadly involve law enforcement, judicial services, environmental services such as public works, building inspection, septic tank permits, human services which include senior programs, veterans, and various health services; and management services involving finance, budget, personnel, and assessment and taxation.

Lane Council of Governments

The Lane Council of Governments (L-COG), formed in November 1945, is the areawide planning agency for Lane County. The L-COG governing board of elected officials is made up of a member from every city council in Lane County, a county commissioner, and officials who have been elected to local special district boards. It is one of the few of more than 600 areawide long-range planning councils in the United States that has an adopted policy of permitting only locally elected officials to act as voting board members. Many other COGs allow non-elected officials of state and local agencies and citizens to serve in voting board positions. Today, the board represents 25 general and special purpose local governments who have voluntarily joined together in L-COG to do long-range planning and address problems of mutual concern.

The Lane Council of Governments' staff carries out a board-approved comprehensive long-range planning program in areas such as aging, criminal justice, housing, air quality, water quality, and transportation. The L-COG staff of specialists in these areas act as resource people for member agencies, for the citizens and technical standing committees, and several ad hoc committees which are advisory to the L-COG Board. Representation on the

standing committees alone is provided by more than 300 citizens from throughout Lane County. These committees help develop and recommend to the board various proposals and plans regarding areawide concerns.

In cooperation with the cities of Eugene and Springfield and with Lane County, L-COG provides coordination and planning assistance for the Metropolitan Area General Plan. This Plan provides the board policy framework within which the two cities carry out their comprehensive planning programs and Lane County carries out its comprehensive metropolitan planning program. The Metropolitan Plan was adopted by the three governments in 1980. The Metropolitan Plan contains general goals, policies and a land-use diagram (map) complete with an urban growth boundary. That boundary defines the area within which local governments plan capital improvements to save urban development for a population level of 294,000. (The projected metropolitan population for the year 2000).

L-COG in cooperation with Eugene, Lane County, and Springfield, has developed a nationally recognized computerized land information system. It is heavily used by staff, other agencies and the general public to provide consistent comprehensive geographic information. This information is available on maps or as reports. In conjunction with this geographic data base, the research staff maintains a library of current statistical and demographic information, including all Lane County Census Data.

L-COG also provides publication and mapping services for the general public at a nominal charge. Its mapping section has on file more than 175 base maps of the areas within Lane County.

This chapter deals with the effects of national and local economic environments on the provision of parks and recreation services and facilities. The introduction on the following page further explains the purpose of this chapter.

Economic Environment

Introduction

It has been shown that in times of general economic prosperity and expansion, the field of park and recreation service also shows signs of prosperity. By the same token, uncertain economic times bring uncertainty to the economics of the park and recreation field. The major problem with this relationship is that during periods of economic uncertainty or hardship the demand by community residents for local, low-cost recreation opportunities soars at a time when park and recreation districts or agencies are least able to respond with new facilities or programs.

A series of major economic trends and events have occurred in the last decade, a period which also saw the District physically expand by nearly 100 percent. These all contribute to Willamalane's ability to deliver park and recreation facilities and services. A review of some of the trends and events having occurred on a national, state and local level follows.

National

Introduction

Review of the national economic environment for the past decade will be schematic, touching only briefly on events and trends having major impact on demand and delivery of park and recreation facilities and services.

Energy Costs

A major increase in the costs of all energy forms has occurred since the beginning of the 1970's, but the focus of this increase has centered on the increased costs of petroleum and petroleum products. In the early part of the past decade the nation was stunned by the first "oil embargo"

created by oil producing nations of the Middle East. The net result was that the cost of crude oil doubled. Demand for oil products including gasoline, heating oil, and oil to fire electrical generators continued to increase in spite of higher prices. The nation had at one time been able to produce nearly all the oil needed to fuel its automobiles, heat its homes, and power its industries. This increased demand created the need to import larger percentages of the oil consumed. This increased consumption and dependence on foreign suppliers lead to another doubling of costs by the end of the decade.

Imports vs. Exports

The nation's wealth of resources and high level of technical knowledge made the country one of the most productive and affluent in the world. As a result, the buying power attracted manufacturers throughout the world and a steady increase of foreign imports and outflow of American money followed. The relatively high cost of exports produced in this nation together with other countries increased the capacity to produce less expensive goods. This resulted in a decreased demand for exports from the United States. By the end of the decade the net effect of these trends was an imbalance of imports versus exports. Imports exceeded exports as American dollars poured out of the country at a rate far and beyond the inflow of foreign capital.

Inflation and Recession

The nation continued to import more oil at higher prices. The nation's consumers continued to buy foreign goods at a rate far greater than the goods exported. The result of these interactions was the devaluation of the American dollar. This dramatically reduced the real income and buying power of both the American Government and the nation's consumers.

Inflation and Recession

Following the original oil embargo and again at the end of the decade and the beginning of the 1980's, the nation's economy has been characterized by cycles of rapid inflation and then recession. These "down" periods in the economy were separated by an "up" period in the mid to late 70's. Although optimism on the part of the government and the public remains high, regarding the probability of another economic upswing in the 80's, caution and uncertainty prevail. People's attitudes have generally been "buy now, save later" figuring that continued inflation will further erode the value of the dollar, real income, and net buying power. This "buy now" attitude has not carried over to public approval of government spending. There is strong public sentiment that taxes and government spending should be reduced. Voter approval for major capital expenditures by public agencies has not prevailed. "Proposition 13" mentality, named after the famous California movement to slash taxes and government spending, seems to be the vogue throughout the country.

Interest Rates

To moderate the roller-coaster-like cycles of the economy, both the federal government and private lending institutions have made strong moves. The federal government has reduced the flow of money, decreasing the total amount of money available in the national economy. At the same time private lenders have steadily increased the interest rates charged to borrowers. Early in 1980 in an unprecedented move, major lenders throughout the nation increased the prime lending rate to over 20 percent. It has since been reduced but not more than a few percent. Since that time the rate has hovered between 17 and 19 percent.

Unemployment

During times of economic uncertainty unemployment becomes an issue. Such is the case that now exists. Higher interest

rates, inflation and recession and higher energy costs have severely hampered the nation's industries and employers ability to keep pace let alone expand. The national rate of unemployment now hovers near the 8 percent level with certain areas of the country being two or three percent higher.

Federal Funding

Federal funding for local park and recreation projects and programs has traditionally originated in the Heritage Conservation and Recreation Service. The two major funding programs under H.C.R.S. for local parks and recreation were Land and Water Conservation Funds, and Urban Park And Recreation Recovery (UPARR). The recent change of administration in the federal government has also precipitated a change in funding sources. Included in these changes was the dismantling of the H.C.R.S. with its former functions now being assumed by the National Park Service in the Department of the Interior. As a result two major changes are predicted to occur relative to federal funding of local park and recreation efforts. The new emphasis at the federal level will be on the development of local physical resources including the construction of new or renovation of existing park lands and recreation facilities. Previous emphasis had been directed at the development of human resources, including recreation programs and social services. The other major change predicted is that federal funding, other than UPARR and Land and Water Conservation Funds, will be distributed to local areas through the disbursement of undesignated "block grants". The responsibility for designating, prioritizing, and allocating these funds will fall on local governmental bodies. It is also predicted that the total funds contained in these block grants will fall short of previous funding levels. Park and recreation districts or agencies will now have to compete for funding with other urban needs including programs for streets, sewers, economic development, housing, and law enforcement.

State

Diversification

The economic environment of the State of Oregon has historically been dependent upon forest and agricultural resources. Recent efforts on the state level have been directed at diversification of this economic base. To this end, the Land Conservation and Development Commission has adopted Goal 9, "Economy of the State" with the major goal statement being to *diversify and improve the economy of the state. Diversify, refers to increasing the variety, type, scale and location of business, industrial and commercial activities. Improve the economy of the state refers to a beneficial change in those business, industrial and commercial activities which generate employment, products, and services consistent with the availability of long term human and natural resources.*

It is during economic times such as those now being experienced by the state that arguments for diversifying the economy make the most sense. Current national economic conditions have much bearing on the economy of the state. Of major concern is the national decline of construction related to high interest rates and inflation or recession factors. This national decline in construction has resulted in a substantial decline in the state's timber based economy with related mill and plant closures and increased unemployment. This in turn has created a series of ripple effects throughout the state's entire economy. Reduced timber harvests in the state's national forest lands, has resulted in declining revenues being returned to the state from the federal government derived from timber revenues. This declining revenue base coupled with property tax relief measures originating in Salem has caused reduction in the state's budget including reduced state funding of local park and recreation efforts and reductions in the funds being returned to counties and localities under the revenue sharing program. Everywhere

the effects of the reductions are felt. High interest rates and a sagging state economy have also cut deeply into the state's construction industry, an industry of increasing importance in past years of rapid growth.

Growth

Predictions regarding future population growth and related economic expansion are useful in attempting to predict the future of the state's economic environment. Growth in the past decade was just shy of 26 percent, with 1980 census count being 2,662,663. If growth were to continue at that rate for twenty years, the state's population would be nearly 4.2 million by the year 2000. The past shows, however, that population growth rarely follows a steady, even curve. More often it varies considerably.

Oregon's most rapid population growth occurred more than a century ago. Population increased 93 percent in the 1870's and 84 percent in the 1880's. Those percentages have never been equaled in following decades. During the last fifty years growth measured by decade has varied greatly. The highest, 39 percent, is nearly three times the rate of the lowest, 14 percent. The increases per decade for the past fifty years were as follows: 1930's, 14 percent; 1940's, 39 percent; 1950's, 16 percent; 1960's, 18 percent; and 1970's, 26 percent. The average growth rate per decade for Oregon in the past five decades has been approximately 23 percent.

John McMillan, publisher of the Salem Statesman-Journal, recently wrote about a few of these growth-slowing factors:

- *The increase in petroleum prices is making Oregon more, not less, isolated by both car and plane from the rest of the nation. If you doubt that, compare the airline fares and schedules from Portland now to those of two years ago.*

- *The amount of timber available to be harvested on private lands in this state will decline by 20 percent in the next two decades. Forest products is the state's biggest industry.*
- *The Northwest's biggest liability [relative to economic diversification and expansion] historically has been a lack of venture capital. Now that the nation's banks have discovered inflation that handicap is unlikely to get better.*
- *The region's biggest asset [to economic diversification and expansion] has been low-cost energy produced from rivers. [Recent events including the passage of the Northwest Power Bill and an emphasis on developing new nuclear and coal-fired energy sources will change this.] Coal and nuclear cost as much here as anywhere else, perhaps more.*
- *The state's second biggest industry is agriculture and food processing. [However, the amount of land in agricultural production is declining and] canneries are closing, not opening, in Oregon.*

Local

Background

The local economic environment of primary importance to Willamalane is that of the Springfield area. The economic environment of Springfield is in many ways unique or distinct but at the same time very much related to the economics of both the Eugene-Springfield metro area and that of Lane County. Along these same lines much of the data regarding the local economic environment is only available in the context of the entire metro area or county. Additionally, more up to date and accurate data will only be available in the next few years when the 1980 census is completed and published.

Springfield is recognized as a lumber center throughout the world. The wood products industry is the major source of income in both Springfield and Lane County. The Willamette National Forest just east of Springfield is the single largest, lumber producing national forest in the country. The Weyerhaeuser Company, producing both timber and paper products, is the single largest employer and taxpayer in Springfield. The population of Springfield is characterized as being predominantly "blue-collar", below average in age, with above-average sized family groups earning less than the median income. The economic environment of both the city and its residents fluctuates rapidly according to trends in the construction industry on a national level. In contrast, major institutions and government facilities including the University of Oregon, Sacred Heart Hospital, Willamette National Forest Headquarters, County and Federal Courts and Lane County Offices located in the neighboring City of Eugene, tend to moderate fluctuations in that city's economic environment.

The City of Springfield has a council-manager type of government with 274 full-time employees. The annual general operating budget for 1980-81 was \$9,452,393. Springfield's School District #19 has 1,061 full-time employees and an operating budget of \$25,441,407. Willamalane Park and Recreation District's 1980-81 budget was \$2,430,320 and included 42 full-time employees.

Taxes

Property is assessed at 85 percent of the estimated true cash value in Springfield. The total property tax rate within the city for 1980-81 was \$21 per thousand dollars of assessed value. The total 1980-81 assessed value for the city was \$968,951,028. The current bonded indebtedness is \$18,175,000. A further breakdown of local taxes is shown in the accompanying table.

CITY OF SPRINGFIELD PROPERTY TAXES

PROPERTY TAX RATE* 1980-81

City of Springfield	5.58
Lane County Education District	.54
School District #19	10.81
Willamalane Park & Recreation District	1.64
Lane County	.83
Metropolitan Wastewater Service District	.34
TOTAL	21.00

*Per Thousand Dollars Assessed Value

Trends

The "Economic Element" of the Metro Area General Plan makes note of the following trends affecting the local economic environment: *In recent years there has been a strong structural shift in the Eugene-Springfield Metropolitan area's economy. This shift is characterized by three trends:*

- *A decline in the lumber and wood products industry as a source of employment and an increase in employment in other manufacturing activities.*
- *Diversification of the non-manufacturing segments of the local economy primarily in trade, services, finance, insurance and real estate.*
- *Development of the metropolitan area as a regional trade and service center serving Southern and Eastern Oregon.*

Growth

According to preliminary figures released as a part of the 1980 Census, Springfield is now Oregon's fourth largest city in the center of the state's second largest industrial-manufacturing area. With a current population of 41,621, Springfield

has grown by nearly 55 percent in the last decade and has averaged 64 percent growth per decade for the last seventy years. By comparison the City of Eugene grew by little more than 33 percent in the last decade and now has a population of 105,387. Lane County grew by almost 28 percent in the same period and total county population is numbered at 275,226. Springfield is expected to have a population of nearly 90,000 by the turn of the century.

Income

The median income level for the City of Springfield is well below the average of neighboring Eugene, Lane County and the State of Oregon. With population characteristics of below-average age, larger than average family groups, and a large and increasing number of single-parent households, this condition is not expected to dramatically improve in the near future. Most recent figures show the median income per household in Springfield to be \$15,806. The median income per household in Eugene is \$16,748 nearly 6 percent higher than in Springfield.

Lane County's median household income is shown to be \$17,210 nearly 9 percent higher than Springfield. Because of Springfield's below-average median income and large population in comparison to other parts of the state, Springfield was targeted as one of two cities in Oregon with high priority needs for federal funding under the Urban Parks And Recreation Recovery (UPARR) program. Willamalane will continue to actively pursue UPARR funds now administered by the Northwest Regional Office of the National Parks Service located in Seattle.

Unemployment

Where median income was below average in Springfield, the opposite is true for the city regarding the number of persons that are unemployed. Recent figures show the average unemployment rate for the nation to be in the eight percent range. The State of Oregon shows a much higher rate at nearly ten percent. The rate of unemployment in Springfield is even higher, about twelve percent. It is expected that this will drop closer to the norm as interest rates throughout the nation decrease and the national construction industry picks up. This in turn will stimulate again the local lumber and wood products industry. However, long term outlooks indicate the same conditions will occur again until a time when the diversification of local industry has significantly occurred and the area's dependence on the lumber and wood products is lessened.

Parks and Recreation

Introduction

Willamalane Park and Recreation District is the major supplier of parks, recreation facilities and programs, and leisure services for the City of Springfield and the surrounding area. Willamalane's own economic environment is managed under a modern, modified line item budget. Management of the District's capital resources is accomplished through cooperative efforts of the elected Board of Directors, Willamalane Budget Committee and Capital Improvement Plan Committee, each comprised of citizen volunteers, and the Willamalane staff.

Property Taxes

The enabling legislation establishing guidelines for the formation of park and recreation districts also gives authority to those districts for taxation. Willamalane derives most of the revenues for general operation through the levy of property taxes. The same enabling legislation limits the levy of property taxes by Willamalane to one-quarter of one percent of the total assessed valuation of property within the District. For the 1980-81 budget year, the total assessed valuation within the District was approximately one billion dollars. According to this one quarter of one percent tax limit, Willamalane could have collected as much as 2.5 million dollars from the District taxpayers. The rate for taxes under this limit would have been approximately \$2.50 per thousand, but Willamalane only collected \$1.64 per thousand for a total of \$1,950,659 in revenues from property tax. Of this \$1,509,444 went into the General Fund and \$441,215 went to the Building and Construction Fund. The General Fund provides capital for all the District's operational costs, including programs, maintenance, supplies, insurance, salaries and contractual services. The Building and Construction Fund is used for planning and design services, land acquisition and the

development of new or major renovation of existing parks and recreation facilities. In addition to the taxes listed above, \$111,792 in taxes were also collected during 1980-81 to make payments on bonds previously approved by the District's voters.

The same enabling legislation that gives Willamalane authority to levy property taxes also limits the District's ability to increase taxes to 6 percent per year. An increase in taxes of more than 6 percent by the District requires voter approval. The 6 percent limitation can cause some problems for the District, however, when the annual inflation rate is significantly higher than 6 percent as it has been for a number of years. In a year where inflation has caused the cost of operations to increase by 12 percent but District taxes have increased by only 6 percent, it effectively means Willamalane must cut back existing levels of service by 6 percent. The other alternatives to reducing service levels are to either seek voter approval to increase taxes by more than 6 percent or to seek alternate forms of revenue.

Rentals, Fees and Charges

Other sources of revenue for the District are collected as rentals, fees and charges. Willamalane in the past has rented portions of the Memorial Building or the Senior Adult Activity Center to groups, clubs, or organizations for special events or meetings. Fees are collected for recreation programs and special events. Charges are a part of the revenues collected at Willamalane Pool and other District recreation facilities.

Revenues for Capital Construction

The District has numerous methods available to collect revenues for capital construction all required by law to have prior voter approval. Serial levies are one method of collecting additional local revenue. Serial levies are attractive because

they are paid off quickly through taxes and involve no additional charges for interest payments. For larger capital improvements where Willamalane desires to lengthen the payback period and thus reduce the immediate impact on taxpayers, bond measures are used for acquiring revenue. Two types of bonding are available: Capital Improvement Bonds and General Obligation Bonds. The costs of bonded debt also include interest costs. The final method of acquiring additional local revenue for capital construction is through voter approval of mixed levies.

Foundations and Gifts

A final and very important method of acquiring local revenues, particularly for future land acquisition and capital construction is through District creation of a foundation to accept gifts, donations and dedications. A non-profit foundation created for the purpose of furthering park and recreation efforts in the area is a very sound idea and one that Willamalane is pursuing. Gifts and donations can be accepted for both specific projects or general use, and additional incentive is created by their tax deductible status.

State Funds

The State of Oregon can also provide revenues for local park and recreation efforts. The major funding source for these purposes has traditionally been the State's Grants in Aid program. Park and recreation districts and agencies from throughout Oregon apply each year to the State for funding of specific park and recreation projects. A committee then reviews the relative merits and need for each individual project and assigns them both a priority number relative to all projects considered and a dollar amount to be funded by the State. Funding is not, however, guaranteed. The State simply works its way down the priority list and doles out all available funds. Those projects not receiving funds must reapply the next year and go through the entire process of need assess-

ment and prioritization again. Other funding of a very limited nature is also available through other state programs and agencies. An example might be the State Department of Fish and Wildlife, aiding a local district in establishing a fishing pond for the public, by providing different species of fish to be stocked, and additional technical expertise.

Federal Funds

The federal government provides funds for local park and recreation efforts administered through the National Park Service, a part of the Department of the Interior. As has been previously discussed the two major sources of these additional revenues for local use are the Land and Water Conservation Fund and the Urban Park And Recreation Recovery funds. The latter is a program particularly applicable to Willamalane because Springfield has been designated as one of only two cities in the state, the other being Portland, which has demonstrated high priority recreational needs.

Although the thrust of federal funding is administered through the two programs previously listed, other federal agencies also provide limited funding or technical assistance for local park and recreation efforts. In addition it is expected that in the future major federal funding to local areas will be administered as undesignated block grants. Local governments will be responsible for allocating those funds at the local level to projects they feel are most worthy or are of the highest priority need.

To plan for future park and recreation development it is necessary to understand the resources currently available. This chapter explains the history of the District, the services it provides, the planning which has already occurred and the District's system of park classifications. It inventories and maps existing parks, open space and recreation facilities.

Park and Recreation Resources

History of Willamalane

Prior to the formation of the Willamalane Park and Recreation District, the provision for recreation activities was either informal or provided as a commercial venture. The Millrace in South Springfield was excavated in 1852, and over the years an informal "park" developed on its banks adjacent to South 28th Street. The citizens of Springfield came to this "park" to picnic, swim, boat, and in later years, to listen to their crystal radios. As early as 1892, Springfield had a baseball field located between Fifth and Sixth Streets and from B Street to Main. The Springfield team often competed against the Portland Maroons.

In 1893, Springfield's own Cornet Band played for the grand opening of the City's New Opera House which was located on Main Street. The band also entertained Sunday

picnickers from the covered bandstand that stood on the southwest corner of Main and 2nd Streets. People often gathered on the northeast corner of the intersection in a grove of trees for barbeques and socials, until 1911, when the trees and bandstand were removed and Main Street was paved.

In the late 19th Century, prize fights and horse races were also popular forms of entertainment. Circuses and theater groups which toured the Willamette Valley also stopped here. Moving pictures were introduced in Springfield by the Methodist Church on the evening of January 20, 1903, with the admission price of 25¢, 15¢ for children. In 1908 the first library was organized.



From 1908 to 1915, Eugene and the surrounding area prohibited the sale of liquor, while Springfield allowed its sale. The trolley service connecting Eugene with Springfield did a booming business as men flocked to Springfield to wet their whistles. During this period, the city staged several celebrations to draw people to Springfield. These included a street carnival to celebrate the completion of the railroad connection from Springfield to Weed, California; the arrival of the first street car in 1910 and the paving of Main Street in 1911. For the street paving, the City sponsored a masquerade ball, with speeches, dancing, two brass bands, and a procession led by the mayor. With the absence of other special events, the people organized a Harvest Carnival in August of 1911, 1912, and 1913. The first Harvest Carnival featured speeches by members of the Springfield Commercial Club, motorcycle races, streetcar rides and a parachute drop.

The first official movie theater was opened in Springfield in 1920 by Maude and Joe Bryan. The theater was a two-story structure, where one paid 5¢ to sit on wooden benches and watch the silent movies. About this same period, Springfield had a large skating rink located near the Willamette River on South "D" Street. People of all ages participated and skating soon became a popular community activity.

By 1940, Springfield had a population of 3,805 people and covered an area of 1.5 square miles. With the location of the new Weyerhaeuser Mill, Springfield grew rapidly during the 1940's and reached a population of 10,087 in an area of 3.5 square miles by 1950. Growth in this decade alone represented a 165 percent increase in population and a 133 percent increase in land area within the Springfield city limits. Fortunately, there were some individuals who could foresee the effect this tremendous growth would have upon Springfield and surrounding areas.



Unless properly managed, open spaces would become sites for new homes, businesses, and industries, leaving little room for park and recreation activities. Judge William S. Fort, then County District Attorney, decided it was time to act. He thought of activating volunteers, but recognized the problems of organization and the even greater problem of sustaining interest. He also knew that the City's and School District's tax problems would not at that time permit such an operation. As a last alternative Judge Fort proposed creating a special service district specifically providing for park and recreation needs. Two hurdles however remained in the path of the proposal. The first was that necessary legislation was lacking in the State statutes. Although state legislation allowed for creation of 27 different kinds of special services districts the legislation did not include service districts for parks and recreation. Much work was necessary on the part of Judge Fort to have the necessary state legislation created.

Once accomplished in 1943, another hurdle remained. This hurdle was cleared when voter approval was achieved in a general election in 1944. The result was the creation of Willamalane Park and Recreation District, the first special service district of its kind in the state. It was entirely separate from city, school or county government. Because of his successful efforts, Judge Fort is known and remembered as the "Father of the Willamalane Park and Recreation District".

During the first year of Willamalane Park and Recreation District's existence (1944) the voters organized and passed a measure to encompass the Springfield, Glenwood, and Maple School Districts as a part of Willamalane. The following year, major park and recreational needs were emphasized through a community survey and Walter Hanson was hired as the district's first superintendent. The first annual budget was proposed in 1945 for a total of \$25,000. In 1946, park district law was



Photo courtesy of Lane County Museum

amended to allow district residents to authorize the sale of bonds for capital construction.

In 1947 Willamalane experienced further expansion. Willamalane and James Park were purchased, the former with the aid of a \$25,000 donation from Booth Kelly Lumber Company. In addition, the board of directors increased from three to five members and Mrs. Irene Squires was hired as Willamalane's second superintendent.

By 1948 plans had been formulated for park land use, buildings, and a swimming pool. A bond issue of \$285,000 was approved for construction of the pool and a community center, but was challenged by a Portland attorney on the grounds that the Park District had not been legally established. A subsequent court decision decided in Willamalane's favor, firmly establishing its independent legal authority. This landmark ruling effectively opened the door for other communities to establish their own special service districts for parks and recreation.

From 1949 through 1951, the Willamalane District grew rapidly. In an effort to keep ahead of this continued growth, the Park District constructed three major recreation facilities. In 1949 Willamalane Park, located at 1276 "C" Street, was developed. The following year, another bond issue was approved and the partially constructed Memorial Building was turned over to the Park District by the Veterans of Foreign Wars for completion. At this time the swimming pool plans were revised and updated. It was not until 1951 that the Memorial Building and swimming pool were completed. They were dedicated on May 30 and July 4, respectively.

During 1952, Clayton Anderson was hired as the Park District's third superintendent. Under his guidance, a bond issue for \$72,000 was passed by district voters for further park improvements. In the same year the first recreation council was formed.

From 1953 to 1955 the Willamalane Golden Age Club was formed and the James Park

Building was dedicated to William E. James, one of the Park District's organizers. Installation of field lights at Willamalane Park allowed the park to accommodate night softball and baseball. By 1956 the Park District had expanded by annexing the area north to McKenzie River in the Wayside Lane and McKenzie Manor areas. The District's facilities grew with the donation of Robin Park in late 1956.

In 1957 Island Park, located at 200 West "B" Street, was acquired and the Committee for a More Beautiful Springfield was established. Also at this time, the Willamalane Art League organized and held its first session.

The following year, the Park District expanded nearly 20% by annexation to the north and west. To compensate for this expansion, three new park sites were acquired; Gamebird, Kelly Butte and Meadow Parks. In 1958, the swim team parents' club (Paddlewheels) organized and the Willamalane Recreation Council received a national recognition for its efforts in park district decision making. In 1959 play sculptures were constructed for the Willamalane Park by University of Oregon students.

In 1960, Willamalane received state recognition by receiving the top award as outstanding park system in Oregon. The district also hired Robert Artz as the fourth superintendent. During his first year, Artz initiated new programs, the adoption of Willamalane's first master plan, and the acquisition of Menlo and Willamette Heights Parks. During 1961 Royal Delle, Douglas Gardens, Page School, North 35th Street and Guy Lee park sites were acquired, along with a \$285,000 bond issue and \$300,000 10-year serial levy approved by district voters.

In 1962 Thurston Jr. High, Arboretum (North Island), 18th and M Streets and North 51st Street park sites were acquired. Later that year the construction of the Willamalane swimming pool cover was started.

By 1963 the pool cover was completed and

the district started a year-round pool program. In addition, the Willamalane tennis courts were lighted and Meadow and Tyson Parks developed.

The following year the district received further recognition by receiving the Award of Merit for Leadership from American City Magazine for its new covered pool. Willamalane also started payment on the Island riverfront park site, making it the district's largest park facility.

In 1965 the proposed annexation of east Springfield area was defeated at the polls. During that year the district was granted an interest-free federal loan to work on Willamalane's second master plan. Programs were expanded to include water-skiing and jogging. The final payment for the acquisition of Island Park was made in 1966 and a federal grant of \$11,000 was received for site improvement at the park.

During 1967 Robert Haworth was hired as

the district's fifth superintendent. In addition, Willamalane Art League became Emerald Empire Arts and Crafts Association and the former Willamette Heights Arboretum was dedicated the Spencer Alexander Memorial Arboretum.

In 1968, development started at Island Park under a federal Land and Water Conservation Fund program. The Emerald Empire Arts and Crafts Association also leased a portion of Island Park for a future art center and \$80,000 was allocated to remove the pool's physical plant during that year.

Gary Walker was hired as the district's sixth superintendent in 1969 and the Park District celebrated its 25th anniversary. In the same year, a 40 passenger bus was donated by Roseboro Lumber Co. for District use and a wooden bridge was completed over the millrace at Island Park.

Willamalane received the Gold Medal Award for excellence in the field of park and recreation management in 1970. Also that year playground equipment was painted and



new cedar signs were posted at all district parks. The 1970 census listed the population of Springfield as 26,874.

In 1971 the Park District, for the second consecutive year, received recognition as one of the five finalists for the Gold Medal Award. A \$250,000 serial levy was also passed in order to finance park development projects for a period of five years. Willamalane hired a recreation coordinator to initiate the recreation-school program at Maple and Brattain schools.

District voters approved a \$141,200 federal matching funds grant in 1972 for neighborhood park development. The funds from the Federal Neighborhood Development Project were used for development of Douglas Gardens, Tyson, Gamebird and Guy Lee parks. During the same year the Senior Citizens' Advisory Council was formed and programs were expanded in this area.

In 1972 the first purchases of property for the Dorris Ranch park site were made. A total of 150 acres was acquired with matching funds from Willamalane and the State of Oregon. Renovations to Willamalane's Memorial Building also took place at this time.

A \$75,000 donation by Ben and Kay Dorris in 1973 enabled Willamalane to complete purchase of the remaining 100 acres of Dorris Ranch. This purchase was made possible with matching monies from the Federal Land and Water Conservation Fund and the State of Oregon for the Willamette River Greenway.

1974 marked the year the Ballew property, adjoining Island Park on the north, was acquired with 75% matching funds from the State of Oregon and the Federal Bureau of Outdoor Recreation. Development and renovation were completed at Douglas Gardens, Gamebird, Guy Lee and Island Parks in that same year and the Maintenance Warehouse was constructed on property a block north of Tyson Park.

Voters narrowly defeated, by 44 votes, a measure to annex east Springfield in 1975. On vacant land owned by McKenzie Willamette Hospital a Community Garden Program was initiated.

Major remodeling and renovation of Willamalane Pool was undertaken in 1976. A serial levy passed voter approval during the same year and the play structure was installed at Island Park.

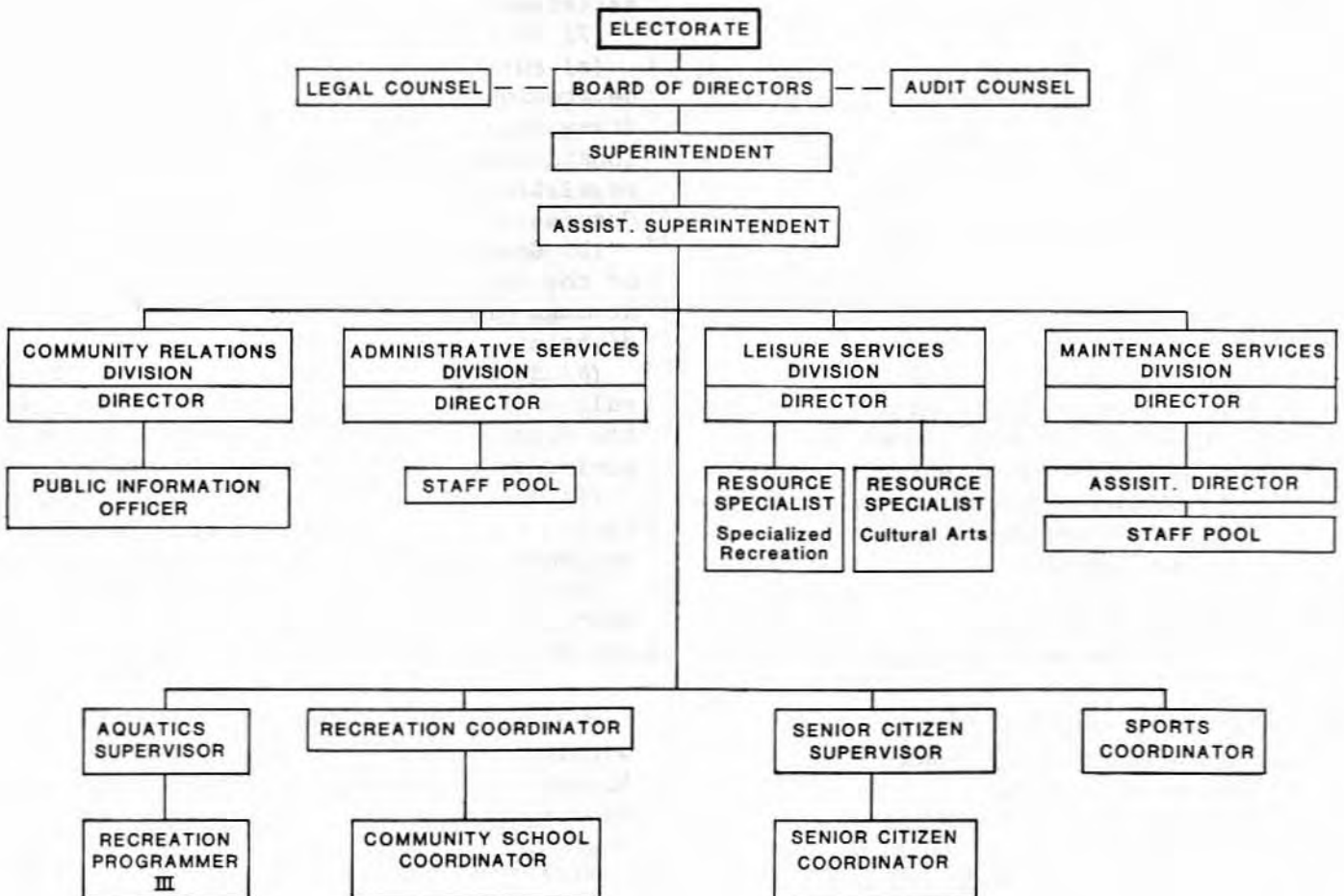
A bond issue was passed by the voters to fund the construction of a Senior Adult Activity Center in 1977. Following that voter approval, land was acquired for construction adjacent to Island Park. At the same time development of a community park complex was begun adjacent to Guy Lee School. The community park complex included lighted baseball fields and tennis courts, a tot lot, along with open space development and substantial plantings. Funding for the complex was assisted by the Land and Water Conservation Fund.

In 1978 the community park development of Guy Lee was completed. Also during 1978 development and construction was begun at two other park sites with grant assistance from the Land and Water Conservation Fund. At Page Park and Meadow Park, tennis courts were constructed and Meadow Park received a new irrigation system. In the same year Willamalane's service district increased in size by more than 50% when voters approved an annexation of the east end of Springfield.

The Jack Lively Park Foundation was begun in 1979 with a \$100,000 donation to Willamalane from Jack and Gwen Lively. Consultants completed work on the Dorris Ranch - Land Use Plan and it was accepted and approved by the Willamalane Board. Willamalane also acquired a new bus for district use and the old bus began its new use as a part of the Roving Arts Program. At the end of the year construction was completed on the Senior Adult Activity Center.

The Senior Adult Activity Center proved a huge success in 1980. During its first year of operation nearly twice as many people made use of the facility as had originally been anticipated. The Leisure Services Division increased from five to seven programs with the addition of Cultural Arts and Specialized Recreation during the 1979-1980 program-year. In conjunction with other formal planning efforts taking place in the metropolitan area and in compliance with LCDC guidelines, Willamalane began work on a Comprehensive Plan for the provision of future park and recreation services.

DISTRICT ORGANIZATION



Enabling Legislation:

Introduction

The Oregon Legislature created a series of statutes allowing for the formation of park and recreation districts in the early 1940's. Since that time the statutes have been revised numerous times including the repeal of some statutes, the amendment of others and the addition of still other statutes. Statutes regarding park and recreation districts are ORS 266.010 through 266.750 with the three major statutes being as follows:

ORS	266.010	General Provisions
ORS	266.310	District Board
ORS	266.410	Powers and Duties

ORS 266.010, General Provisions outlines the definitions of terms used throughout the chapter and how to petition for organization of a park and recreation district.

ORS 266.310, District Board summarizes the qualifications, number of members, election procedures and powers of office for the District Board members. District Boards are made up of either three or five members. Elected from within the Board is the president. In addition, the Board also appoints a secretary "who need not be a member of the board". All contracts, deeds, warrants, releases, receipts and documents of every kind are signed in the name of the district by the president and are countersigned by the secretary. The District Board is the ultimate governing power of the district and is charged with the duty of exercising "all powers thereof".

Statute 266.410 outlines the general district powers and reads as follows:

Every district shall have power:

- (1) To have and use a common seal.
- (2) To sue and be sued by its name.
- (3) To construct, reconstruct, alter, enlarge, operate and maintain such lakes, parks, recreation grounds and buildings

as, in the judgment of the district board, are necessary or proper, and for this purpose to acquire by lease, purchase, gift, devise, condemnation proceedings or otherwise such real and personal property and rights of way, either within or without the limits of the district as, in the judgment of the board, are necessary or proper, and to pay for and hold the same.

(4) To make and accept any and all contracts, deeds, leases, releases and documents of any kind which, in the judgment of the board, are necessary or proper to the exercise of any power of the district, and to direct the payment of all lawful claims or demands.

(5) To assess, levy and collect taxes to pay the cost of acquiring sites for and constructing, reconstructing, altering operating and maintaining any lakes, parks, recreation grounds and buildings that may be acquired, or any lawful claims against the district, and the running expenses of the district.

(6) To employ all necessary agents and assistants, and to pay the same.

(7) To make and enforce regulations:

(a) For the removal of garbage and other deleterious substances, and all other sanitary regulations not in conflict with the Constitution, the laws of Oregon or the regulations of the Environmental Quality Commission.

(b) Governing the conduct of the users of the facilities of lakes, parks, recreational grounds and buildings within the district.

(8) To prohibit any person violating any rule or regulation from thereafter using the facilities of the district for such period as the board may determine.

(9) To call, hold and conduct all elections, necessary or proper after the formation of the district.

(10) To enlarge the boundaries of the district as provided by ORS 198.705 to 198.955.

(11) To compel all residents and owners within the district to connect their houses and habitations with the street sewers, drains or other sewage disposal system.

(12) To establish and collect reason-

able charges for the use of the facilities of the district and issue appropriate evidence of the payment of such charges.

(13) Generally to do and perform any and all acts necessary and proper to the complete exercise and effect of any of its powers or the purposes for which it was formed.

Taxation

The District's general powers to assess, levy and collect taxes are outlined in ORS 266.410 subpart (5). Further powers regarding taxation are defined in ORS 266.420 "Levy of Taxes", and read as follows:

Each year the district board shall determine and fix the amount of money to be levied and raised by taxation for the purposes of the district. The total amount in dollars and cents shall not exceed one-fourth of one percent (.0025) of the true cash value of all taxable property within the district...

Beyond the powers of taxation outlined above the district also has a number of other sources for raising revenues as defined in other statutes. Serial levies approved by a vote of district residents is one method of raising additional funds. The other major method for raising additional funds is the district exercising its power to contract a bonded indebtedness. General obligation, capital improvement and revenue bonds are all examples of this, and all require voter approval.

Leisure Services

Introduction

Willamalane's Leisure Services Division provides a wide spectrum of programs for the entire population of the park district. The seven areas overseen by the Leisure

Services Director follow:

- General Recreation
- Sports
- Aquatics
- Community Schools
- Senior Adult
- Cultural Arts
- Specialized Recreation

The first five program areas are administered by individual Coordinators or Supervisors responsible for each program area. The last two programs listed are the most recent additions to Willamalane leisure services. Overseeing these two program areas are respectively, Resource Specialist in Cultural Arts and a Resource Specialist in Specialized Recreation. They both oversee their individual programs and lend technical assistance, when necessary, to the other five program-area Coordinators and Supervisors. The sharing of ideas, knowledge, technical expertise and planning skills is not only common place but also vigorously encouraged. Cooperative programs and programming are required. It is inconceivable that there would not be some overlap in the various spheres of service the programs cover but this is considered an asset. Examples might include the Recreation Coordinator assisting the Community School's Supervisor in organizing a particular special event, or the Resource Specialist in Specialized Recreation, planning and overseeing an adaptive swimming class offered as a part of the Aquatics Program.

Willamalane strives in many ways to make leisure services available to the entire population of its service district. One notable way this has been achieved is through the District's extended hours of operation. Willamalane recognizes that a large segment of its population is employed in industrial or manufacturing jobs. These employment sectors usually operate in round-the-clock operations employing three shifts of workers a day. To accommodate those sectors of the population working non-traditional hours Willamalane is operating twenty hours a day, many days of the week, and is working toward including more weekend activities in its schedule of programs.

General Recreation

General recreation programs offered by Willamalane make available to park district residents a wide range of recreational and educational activities in areas of expressed interest. Activities conducted give participants an opportunity to pursue a new skill or knowledge, to relearn an old interest or hobby, or to socialize and become acquainted with persons of similar interests. The General Recreation Program serves persons from infant to 55 plus years of age. The majority of these programs are conducted in facilities within the Memorial Building. When specialized facilities or spaces are necessary, activities take place at other Willamalane sites or locations.

Programs relating to physical fitness have received an increase in popularity and currently a total of fourteen classes are conducted relating to this field, three of which are Aerobic Exercise, Yoga, and Womens Fitness. Home economics classes usually deal with cooking or food preparation and in the past have ranged from Microwave to Chinese cooking. Other examples of adult programs conducted are classes in Dog Obedience, Bicycle Repair, Spanish, Bookkeeping, and Health Education. Also included in the adult programs are day trips to local places of interest.

Programs conducted for the pre-school age consist of specific interest classes such as Creative Movement and Spanish. Special events include an Easter party and Out-And-About trips. A nine month structured readiness program, with a total of seven classes, is offered during the school year with an enrollment average of 160 children.

Examples of youth and teenage programs are Karate, Baton, Backpacking, Friday-Out-And-About trips and the ever popular Drop-In-Gym. During the summer months, day, resident, and trail camp sessions are conducted.

The General Recreation program averages 50 structured classes or activities per term with an estimated average of 700 re-

gistered participants per term. Program planning by the Recreation Coordinator relating to Cultural Arts or Specialized Recreation receives the added input of Willamalane's two Resource Specialists in those respective fields. Classes are taught by qualified, part-time, Willamalane employees. Criteria for class content is maintained at a high level to insure quality instruction. Volunteers are sometimes used as assistants to instructors. Minimum fees are assessed for classes to cover the cost of instruction and any necessary supplies.

Sports

The major areas of service in Willamalane's Sports Program are youth sports, adult sports, instructional classes, late night activities, special events, and sport camps. Programs offered include both non-competitive, competitive sports, and instructional classes directed at serving both sexes and nearly all age groups. In the case of Late-Night Programs the hours of service are geared to area residents doing shift-work at local places of employment with some facilities remaining open or activities scheduled until two o'clock in the morning.

Willamalane's first youth sports programs were oriented towards non-competitive sports. In non-competitive youth sports Willamalane's prime concern is providing an environment for athletics emphasizing good sportsmanship where each registered participant is guaranteed to play in 50 percent of each athletic event. It is stressed that coaches give individual attention to all participants via positive feedback and constructive criticism in the instruction of technique. In any given non-competitive sport, no team standings are compiled nor are championships awarded. The objectives are to promote participation by all individuals, while teaching individual skills and correct techniques in an environment stressing sportsmanship. Ideally, this provides a high quality standard to which each participant will want to aspire. Furthermore, Willamalane policies dictate that youth sports pro-

grams offered by the Park District will not duplicate or compete with sports programs offered by School District #19.

Willamalane is currently planning to initiate a new program in co-sponsorship with parent organizations for competitive sports. Willamalane will provide equipment, sites for the competition, and if necessary, funds can be allocated for coaching or instructors. The balance of the funds necessary will be provided by the parent organizations and registration fees.

Youth sports are offered after-school hours, on the weekends and throughout the summer. Non-competitive sports include flag football during the fall, both girls and boys basketball in the winter, and baseball (T-ball) in the summer. In conjunction with the American Youth Soccer Organization (AYSO), Willamalane sponsors soccer programs in both the fall and the spring. A track and field program in spring and summer is conducted in conjunction with the All Comers Track Meets for youths held at Hayward Field on the University of Oregon campus. Contact or tackle football, as a competitive program co-sponsored by Willamalane, will be conducted in the fall in conjunction with regular programs currently existing in the metro area. Willamalane also co-sponsors competitive youth baseball programs in conjunction with the Springfield and Thurston Baseball Associations. Willamalane provides registration, umpires, maintenance of the fields and some of the sites for practice and competitive play.

Instructional classes are scheduled for both adults and children. Sports instruction includes tennis, golf, bowling, volleyball and weight training.

Adult sports in many cases focus on league-play organization. Leagues exist for softball, basketball, and coed volleyball. Late Night Programs include opportunities for bowling, swimming, softball and the use of local gymnasiums.

Special events include tournaments, fun

runs, competitive runs, the "Hit, Pitch, and Run" Contest, the Hot Shot Program, Frisbee contests and participation in the Broiler Festival sponsored by the Springfield Jaycees. In addition Willamalane sends representatives to the State Basketball and State Softball Tournaments.

Sport camps are youth-oriented. Both day camps and resident camps are available for a number of different sports.

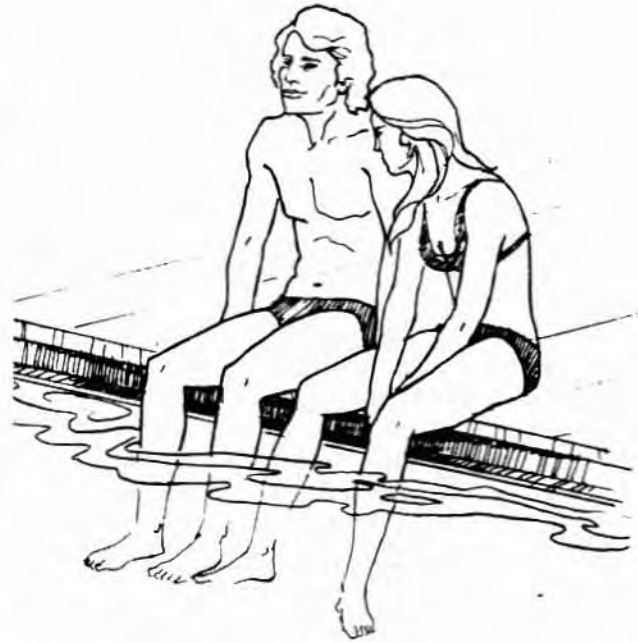
Aquatics

The Aquatics Program is comprised of three major areas of service:

1. Public Recreation
2. Swimming Lessons
3. Competitive Swimming

Combined, these three areas of service make the Aquatics Program one of the most popular offered by Willamalane.

The Aquatics Program operates out of the Willamalane Pool facility located in Willamalane Park.



There has been an effort by the pool manager for the past three years to increase public awareness of the lesson and recreation programs. As a result, swimming lessons registration has increased steadily along with certain open public swims where special entertainment is offered (e.g. "Family Fun Night").

Lessons are offered for all ages and abilities from infants to adults. Approximately 70 percent of all lessons taught in evening classes are for children seven years old and younger. It seems that the large amount of shallow water in the pool, which was built before deeper water standards were established, is a distinct draw for parents desiring lessons for their very young children. For the School District #19 swimming lesson program Willamalane provides four instructors for twenty or more hours of work per week during the fall and winter months during school hours.

The competitive swim program is well established and has produced many outstanding high school and college swimmers. There are approximately 70 to 120 swimmers and divers participating depending on the season. The diving team has produced two recent national champions, and a host of state high school champions and high school All-Americans. The excellent diving boards and deep diving well are the best facility for diving in this area.

In addition to the three regular programs previously mentioned, the Aquatics Program also uses Willamalane Pool to provide instruction in scuba diving, kayaking, competitive diving, and water safety classes. Special events include the Oregon State Eight and Under Pentathlon, the District High School Swimming Championship, the annual Water Carnival, Middle School Dance and Pool parties, Rotary Invitational Swim Meet, and the University of Oregon Aquatics New Games Workshop.

Programs in aquatics serve populations of all ages. Classes are given for infant swimming through senior swims. Willamalane strives to make aquatic programs available to those parts of the population

that do shift-work at many of the area's industries. Consequently, the pool is opened on some days as early as 6:30 in the morning, and stays open as late as 2:00 A.M. some evenings.

Community Schools

Embodying the concept of sharing mutual resources, Willamalane and School District #19 established a Community School Program in the early 1970's with Willamalane as the agency of primary sponsorship. The goal was to provide area residents with a comprehensive program of leisure and education services at a minimum of tax dollar expenditures. Control of the community school staff and volunteers is the direct responsibility of Willamalane's Superintendent and the Leisure Services Director. Day to day operations are overseen by the Community Schools Program Supervisor, also a paid Willamalane staff member. At all levels of the program's structure, close cooperation and coordination between Willamalane and School District #19 personnel is a key element.

The Community School concept calls for expanding the role of the traditional school from a learning center exclusively for children, into a community based opportunity center providing self-improvement and recreational services for all segments of the resident population. The program recognizes that continuing education and recreation are both integral parts of strong community growth. Community schools provide a wide range of education, recreation, social, cultural and community problem solving opportunities for all segments of the park district population. The program uses School District #19 facilities in hours that are expanded from those of traditional school operation. The use of both elementary and middle schools means that the varied locations of these "community resource centers" are always conveniently located in close proximity to neighborhood population centers.

Community school facilities are open to

the public before school hours, after school and into the evening hours. Facilities are usually not open during regular school hours and Willamalane staff spends this time in assisting regular School District #19 teachers in conducting programs or lessons in arts, crafts, recreation, sports or leisure education and enrichment. Community school staff also provide field trip opportunities including planning, organization and transportation. Early morning programs include adult-conditioning classes, and after school, children have choices of various sports programs, or recreation and enrichment activities. During the evening hours, emphasis is placed on entire family participation. Activities have included movies, talks, parent-child events, and pot luck suppers or desserts. Popularity of evening-hour activities is enhanced by specialized recreation-education programs for adults and teens.

A primary responsibility of the Community School Supervisor is to mobilize varied local or community resources and to bring them directly into the classroom or traditional school environment. A lengthy list of local agencies or community organizations donate their time or resources each year to the Willamalane Community School Program (See Appendix). Instructional tutors, career education speakers, special interest movies and field trips are just a few examples of how Willamalane coordinators assist classroom teachers. Adult continuing education classes are taught by instructors provided by Lane Community College.

The Community Schools Program makes extensive use of volunteers to instruct classes and supervise activities. This unselfish contribution of time and expertise by volunteers enables Willamalane to offer many programs at little or no cost to the participant. Volunteers range in occupation from students and housewives, to business persons and senior citizens. In all, nearly 20,000 volunteer hours are logged in the program annually. This, perhaps more than any other fact, exemplifies the broad-based, community appeal and support the program receives.

Senior Adult

Willamalane provides senior programs to park district residents 55 years of age and older. Programs cover a diverse cross section of areas of interest, tailored to senior adult needs. Most programs are offered at the recently constructed Senior Adult Activity Center adjoining Island Park in the west end of Springfield. Special events and activities requiring specific spaces or facilities not provided by the Senior Center, make use of other Willamalane facilities, or facilities owned and operated by other public agencies or local organizations.

Willamalane's Senior Program attempts to meet the varied needs and interests of its senior population. The major initial drawing power of the senior program centers on making available environments for increased social interaction between senior adults and with the community. Social activities include dances, parties, special lunches, club meetings, hobby groups, out of town trips, cards, pool or billiards. Beyond seniors social needs, activities or programs are also available covering senior needs regarding health, fitness, finances, politics, cultural arts, transportation, and continuing education. Separate from the structured program for seniors is the Drop-In program. The lounge and game room provide an atmosphere where people can drop by as their schedule permits to visit with others, read a new magazine, work on a jigsaw puzzle or simply watch the nearby Willamette River. This program has provided a resource for many people who normally do not participate in group activities.

Some services Willamalane makes available to seniors are co-sponsored by other local, public or private agencies. Lane County Senior Services rents office space from Willamalane for its Senior Outreach Program. This program extends information and services to homebound seniors in the Springfield area. Lane County also provides food and staff persons for the Elderly Nutrition Program which serves approximately 150 seniors a daily, hot, noon

meal. Other senior services available include:

Health Services

- Glaucoma Screening
- Flu Shot Clinic
- Health Counseling
- Blood Pressure Monitoring
- Stroke Support Group
- Multiphasic Health Screening

Financial Services

- Medical Insurance Help
- Senior Discount Cards
- Property Tax Assistance
- Veterans Benefits Counseling

Legal Services

- Senior Law Service
- Program on Oregon Tax Laws
- Program on Wills and Estates

Continuing adult education is a large part of the senior program, offering a number of topics of current interest. Discussions covering Personal Safety, or Senior Drug Use and Abuse are covered in one-time informational programs. Other topics that may be covered in a series of classes have included Automotive Mechanics, Spanish, Organ Lessons, Food for Weight Control, and Defensive Driving. Specialized craft shops are available at the Senior Adult Activity Center for the pursuit of pottery, lapidary, or woodworking interests. All seniors are encouraged to participate at their individual ability levels, whether beginning as novices learning about equipment use for the first time, or as skilled craftsmen completing individual projects with the use of the center's facilities. The Senior Citizen Supervisor is additionally assisted by the District's Resource Specialists in Cultural Arts and Specialized Recreation in designing programs to meet specific interests or needs of the senior population in these respective areas of service.

Cultural Arts

The Cultural Arts Program was initiated by Willamalane in 1979. Currently, Willamalane recognizes seven art forms in its cultural arts program:

- Fine Arts (drawing, painting, design and sculpture)
- Crafts/Folk Crafts
- Music (choral, orchestral, etc.)
- Dance
- Drama
- Literary Arts
- Media Arts (photography, film and video)

The types of programs that make these art forms available to the area's residents include classes, workshops, one-time events and special projects. The programs strive to increase participants awareness and development in the varied forms of cultural arts. During the program's first year of existence it succeeded in bringing all seven art forms to participants ranging in age from pre-school to senior adult.

Cultural arts programs are available at numerous locations throughout the park district including the Arts Workshop, the Memorial Building, the Senior Adult Activity Center and at twelve community schools. Programs are offered mornings, afternoons, and evenings. Over 600 cultural arts classes were conducted during the program's first year, with the number of participants in each class ranging from six to fifteen persons. Small classes such as these assure the delivery of a quality service with a large amount of personal attention being given by instructors to each participant.

Craft classes are consistently popular at the community schools (serving both the youth and adult populations), at the Senior Adult Activity Center (serving seniors in the morning and afternoon and adults in the evening), and at the Arts Workshop (serving participants whose ages range from pre-school through adult). Another increasingly popular service is the Youth

Dance Program with an annual enrollment of approximately 200 persons. Dances for senior adults occur twice weekly, and are held at the Senior Adult Activity Center with attendance ranging from 60 to 150 adults.

Special cultural arts events scheduled throughout the year include a Disco Dance for middle school age students held at Willamalane Pool, a Christmas Faire at the Senior Adult Activity Center, a Christmas Entertainment Program also at the Senior Center, and a Youth Dance Recital at Thurston High School. The attendance at the Youth Dance Recital numbered approximately 900 persons.

Willamalane's Cultural Arts Program also works in cooperation with other civic organizations involved in significant community events. Some of these events have been the Broiler Festival in cooperation with the Springfield Jaycees, Sunday in the Park with the Springfield Historical Commission, Christmas Light Tour, again with the Jaycees, Artist in Residence with the Lane Regional Arts Council, Fourth of July events in cooperation with numerous civic organizations and various Christmas Parades.

Three other programs that are very popular but lack adequate facilities are Dance, Drama, and Music. Drama and Music Programs require indoor spaces that allow for staging of props or scenery and also have seating for audiences. Willamalane feels it is important for participants to be exposed to the "stage experience"; to choreograph or rehearse in situations approximating those of the performance environment including full dramatic lighting and sound. Over the length of Willamalane's history different drama and dance groups have formed and then dissolved, and much of the lack of sustained interest may be attributed to the lack of rehearsal and performance space. The exception to this lack of adequate or appropriate facilities is the Senior Adult Activity Center. Although it also lacks stage facilities it does have an abundance of small, private or enclosed studios, or rooms where rehearsals

can take place. These spaces are not, however, conveniently located for rehearsals of the newly formed Drama Group centered in the east Springfield area. The Drama Group is not exclusively intended for east Springfield residents and in fact has hopes of becoming a community wide organization. Another recently formed group is the performance oriented Youth Dance Troupe, which choreographs and practices in the Green Room of the Memorial Building. The need for adequate facilities also extends to seminars or sessions conducted with visiting performing artists or professional entertainers. Their added expertise would greatly aid local groups interested in the artist's specific fields, but without appropriate spaces little can be done to take advantage of these potential instructional resources.

Overall the cultural arts are receiving strong support throughout the park district particularly from the senior adult population and from residents of east Springfield. Senior support is best shown by the full use of the Senior Center's five craft shops and the multi-purpose room. The shops are open weekly from 9 A.M. to 4 P.M. with approximately fifteen to twenty seniors using each shop on a weekly basis. The multi-purpose room is used for musical jam sessions, performances and dances.

Planning for future programs to accommodate recreation trends includes continuing craft and dance programs and increasing cluster community support groups in music and drama. Opportunities for high school age people will be created through apprenticeship programs in the Cultural Arts sponsored by Willamalane.

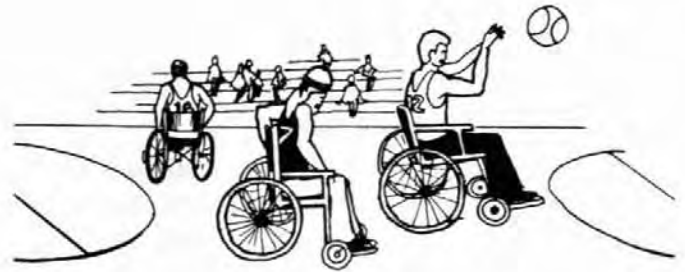
Additional efforts are being made to increase entertainment opportunities through negotiations with other civic organizations and public agencies for local available space. It is critical that these spaces be available on a regular and firm basis so that planning and scheduling of programs can be finalized.

Specialized Recreation

Specialized recreation services were initiated by Willamalane Park and Recreation District during 1979 and 1980. In its first year of operation the service grew from one Adaptive Aquatics Program into a full schedule of services including programs for rehabilitating post-stroke victims, physically limited individuals, mentally handicapped persons (both children and adults), and emotionally handicapped children. Regular programs are offered on a weekly basis, with specialized events occurring at different times throughout the year. Skill-building programs are services individually designed to prepare participants for integration into community recreation experiences. Skill-building in this context means strengthening social skills, bolstering self-confidence and assisting the exceptional or disabled person in overcoming physical, economic, and emotional barriers (i.e. transportation, accessibility, program fees and attitudes of the community-at-large).

In the coming years more emphasis will be placed on integrating the exceptional or specialized population in the mainstream of community recreation programs. The process will begin with programs for young children, then move to include teens, and will finally incorporate the adult population.

An issue which continually presents itself and serves to counter any services intended to mainstream the specialized population into the regular community recreation programs is the lack of physical accessibility to facilities both provided by the park district and the community-at-large. An example of this is the gymnasium located on the second floor of the Memorial Building. It is not equipped with lifts or elevators. The only ramp for the building leads to the basement. Other examples are the many community schools which lack curb cut ramps thus making it difficult, if not impossible, for some individuals to enter the sites.



One particular program which has grown in both size and number is the recreation program for emotionally handicapped children. The program is directed towards children who are hyperactive, aggressive, or non-compliant. The program incorporates two weekly sessions, one for children ages six to nine and another for children ages ten to thirteen.

The Springfield community also provides three "shelter-homes" in the park district which house battered or abused children who have been removed from their homes by the State Children's Services Division. Willamalane is currently expanding its services to better include these children who number between 50 to 70 per year.

The following is a list of current services provided for the specialized population of the park district:

Skill Building Programs

- Women's Wheelchair Basketball & Sports Evening
- Wheelchair Tennis
- Seekers (support group for post-stroke adults)
- Adaptive Aquatics
- International Crafts and Games
- Swim Exercise
- After-school Recreation (emotionally handicapped children)
- Friday Get-A-Way (mentally handicapped)
- Alpine Adventure (skiing for the physically limited)

Special Events

- Clamming on the Oregon Coast
- Forest-Fun Outing
- Snow Romp

Willamalane Park Planning

Introduction

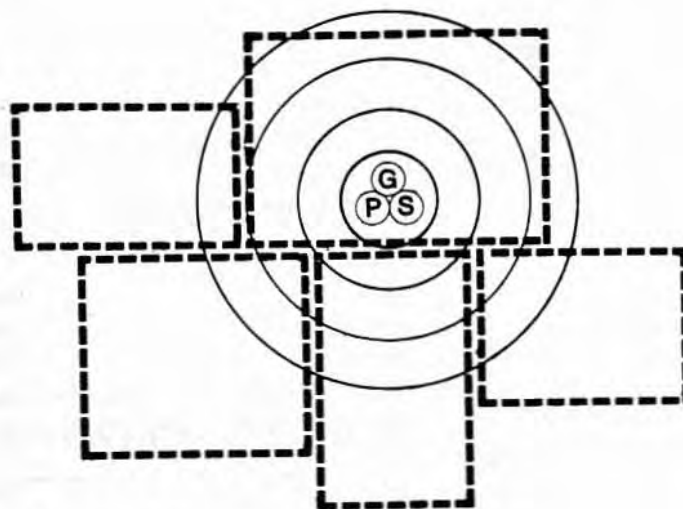
Willamalane Park and Recreation District utilizes a park classification system similar to those outlined in the National Recreation and Park Association (NRPA) and Statewide Comprehensive Outdoor Recreation Plan (SCORP) publications. Willamalane's system has been adjusted or "localized" to respond to specific District conditions or characteristics. Willamalane's classifications allow a larger range in acreage for each of the four park types than do NRPA or SCORP park classifications. These broader ranges in acreage are in response to two factors. First, some of the existing Willamalane parks of a specific classification have different acreage than recommended by NRPA or SCORP for that classification. Second, allowing a greater range in acreage results in greater flexibility and increased opportunities for future District acquisition and development of parks. This flexibility will become increasingly important in satisfying future community and metropolitan park and recreation facility needs.

Park Planning

Willamalane has two basic options for planning and developing community and metropolitan park and recreation facilities. One option is centralized development and the other is satellite development of park and recreation facilities.

CENTRALIZED DEVELOPMENT

Centralized development locates a number of major recreation facilities clustered together in one park. An example might be a community park designed to incorporate a number of community-scale recreation facilities such as an aquatics center, an indoor gymnasium with additional multi-purpose indoor spaces, and a senior adult activity center. To accommodate all of these major recreation facilities and the other facilities normally associated with community parks it is apparent that this centralized community park's acreage would need to be quite large. Finding such a large tract of available land may be impossible in many areas of the District.



ⓐ gymnasium

ⓑ pool

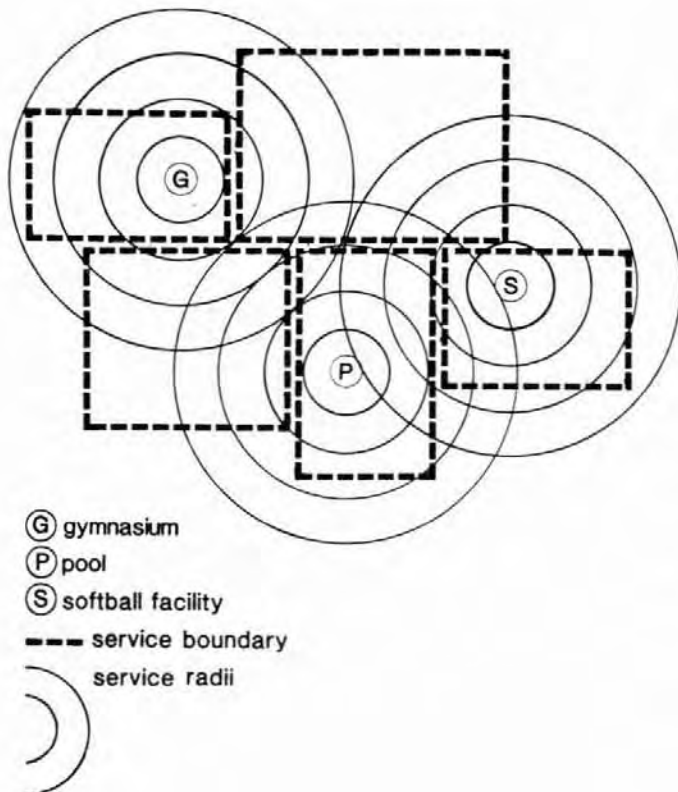
ⓒ softball facility

--- service unit boundary

⊂ service radii

SATELLITE DEVELOPMENT

Where large tracts of land are not available, it may be advisable for the District to pursue satellite development. Using this approach, a number of smaller park sites are acquired, each with sufficient area to adequately handle the needs of one of the community recreation facilities listed in the previous example. The location of these smaller community parks would then be dispersed evenly throughout the community. An example of this form of park and recreation facility development now exists in the community on the west side of the Willamalane District. Various community facilities are currently developed in a satellite approach at the Memorial Building, Guy Lee and Willamalane Parks.



Park Classifications

Different park classification systems have been developed at the national, state and local levels. Classifications provide a means toward organizing information regarding parks, for inventory, analysis and planning purposes. Criteria for classification includes information regarding the size of the park, the facilities it includes, the uses it was designed for, and the area or population it was intended to serve. The classification system also allows for comparison of parklands in like units and aids in the process of developing capital improvement budgets regarding parkland acquisition, development and maintenance.

The Metro Area General Plan's "Parks and Recreation Facilities Element" provides the following simplified park classifications:

Metro Area Classifications

NEIGHBORHOOD PARKS

Neighborhood parks serve the various neighborhoods within the metropolitan area. Neighborhood parks may include courts and fields for active recreation.

COMMUNITY PARKS

Community parks serve surrounding metropolitan residents with a variety of specialized recreational facilities and programs such as swimming pools, tennis courts, and community centers.

REGIONAL-METROPOLITAN PARKS

Regional-metropolitan parks serve the entire metropolitan population as well as the surrounding population and provide a variety of recreational opportunities including water areas, trails, picnic areas, recreational facilities, and natural areas.

Most park classification systems differentiate between Regional and Metropolitan parks. Differences in systems usually arise relating to park size requirements. Regional parks are usually larger than Metropolitan parks. Metropolitan parks should be located close to population centers whereas Regional parks can be significant distances from population centers.

The following is an abbreviated description of a set of park classifications developed by the National Recreation and Park Association (NRPA) for application on a nationwide level. The NRPA system differs from metro area classifications in that it not only separates Regional from Metropolitan parks but it also re-names Community parks as District parks.

NRPA Classifications

NEIGHBORHOOD PARKS

Areas of five acres or more, normally adjacent to an elementary school serving the general needs of a neighborhood population for active and passive recreation.

DISTRICT PARKS

Areas of 20 acres or more, normally adjacent to a junior or senior high school serving the general and specialized needs of more than one neighborhood for active and passive recreation.

METROPOLITAN PARKS

Areas of over 100 acres centrally located, if possible, to serve the general and special needs of the entire community or metropolitan area for active and passive recreation.

REGIONAL PARKS

Areas of over 250 acres, normally administered by a county or regional park authority serving citywide or metropolitan needs for primarily passive and extensive, or resource-oriented recreation.

The NRPA classification system also includes a category for special facilities such as parkways and swimming.

Full definitions of NRPA park classifications are contained in the Appendix. In addition to the NRPA classifications are ones generated at the state level as part of the Statewide Comprehensive Recreation Plan (SCORP). SCORP classifications are basically similar to those of NRPA except that they have somewhat smaller acreage or size requirements for each park classification (see Appendix).

COMPARISON OF CLASSIFICATION SYSTEMS

WILLAMALANE	SCORP	NRPA	METRO PLAN
Neighborhood Community Metropolitan Regional	Neighborhood Community District Regional	Neighborhood District Metropolitan Regional	Neighborhood Community Regional/Metropolitan

Another commonly used method of classifying parklands relates to the intensity of development and intended use. Parks intended for high intensity uses usually are highly developed and contain a number of specialized facilities. Parks intended for low intensity or passive uses usually rely on natural features and open space for their appeal. The following table is a classification system based on intensity of use and development.

ACTIVITY/USE CLASSIFICATIONS		
CLASSIFICATION	PHYSICAL CHARACTERISTICS	DEVELOPMENTS
Intensive	High person-per-acre use. Generally smaller in size due to space limitations and cost of development. Setting may be either man-made or natural.	High level of facilities development which often requires large capital investment. High maintenance.
General	Topographic features may be important. Size varies with each site. Attractive natural environment generally desirable but also retains many man-made characteristics. Some environmental controls present.	Median degree of development. Some special facilities present, but not overriding natural features. Moderate maintenance.
Passive	Very low person-per-acre use. Attractive, natural setting is of primary importance. Topographic or unique features important. Environmental controls necessary to preserve natural, topographic or unique features.	Minimum development and facilities for recreation. Lands may serve as open space buffer between adjoining land uses. Low maintenance.

NEIGHBORHOOD PARKS

Neighborhood parks have an area of 5 to 10 acres and provide facilities which satisfy the recreational needs of local residential populations of one to several service units. Parks of this classification are located for easy pedestrian and

Willamalane Classifications

Willamalane Park and Recreation District has adopted the following system of park classifications:

bicycle access and have a service radii of approximately one-half mile. Where possible, neighborhood parks should be located adjacent or in close proximity to elementary schools, creating a center or focus for neighborhood education, recreation or cultural activities. Park design should accommodate both intensive and passive activities. Recreation facilities should include opportunities for all segments of the local population including children, teens, adults, seniors, and the handicapped.

COMMUNITY PARKS

Community parks have an area 10 acres or larger. They provide larger facilities and a broader spectrum of active through passive recreational opportunities than are supplied by local, neighborhood parks. Community parks are designed to serve large portions of the District's population, usually including many numbers of service units in their service radii of approximately three miles. Access should be convenient for pedestrian, bicycle, mass transit and automobile traffic. Community parks incorporate facilities requiring more space and greater capital expenditure than are justified for inclusion in neighborhood parks. Examples of typical facilities include aquatics centers, tennis complexes, league softball facilities, indoor gymnasiums or community centers. Community parks should provide recreation opportunities for all segments of the population. They may include off street parking and night lighting of special facilities for extended use in the evening hours. Community parks also serve as neighborhood parks for local populations when no barriers to pedestrian or bicycle exist.

METROPOLITAN PARKS

Metropolitan parks have an area 20 acres or larger and are either centrally or peripherally located within the District. The intent of such parks is to either provide the urban dweller an opportunity to get away from the noise and congestion

of the city in a natural setting without traveling a great distance, or offer unique recreational opportunities or facilities designed to serve the entire population of the District or Springfield metropolitan area. Because metropolitan parks are designed to serve the entire District it is expected that many of the users will access the park via mass transit or automobile. Consequently, off-street parking will be necessary. The park should also provide for pedestrian and bicycle access. Character may vary considerably from park to park. Some may retain a highly natural setting with wooded areas, varying topography, water orientation, large undefined open play areas, numerous picnic areas with barbeque facilities, and extensive trail systems. Others, designed around unique district scale facilities, may be highly developed intended primarily for intensive use with extensive built-up or paved areas. Many of the facilities will be programmed for extended use in the evening hours.

REGIONAL PARKS

Regional parks have an area 100 acres and larger and are intended to serve the population of a large region. They are usually located within an hour's drive of a major urban area. The responsibility for providing these extra-urban parks generally falls upon the county, state or federal authority; however, cooperative funding, development and management agreements can be formulated incorporating local agencies. Regional parks are generally natural in character, however, some areas may be highly developed around specific facilities. Some parks may focus on unique natural or historical resources.

Existing Parks & Open Space

Willamalane Parks

Willamalane's existing parks have been classified using the system previously described. The majority of existing parks are classified as neighborhood and community parks respectively. Island Park is classified as a metropolitan park primarily because of its location along the Willamette River Greenway adjoining Springfield's central business district. The park receives high rates of use and plans exist for more extensive development to better accommodate the high use rate. Dorris Ranch is a regional park of approximately 250 acres located within the Willamette River Greenway at the confluence of the Coast and Middle Forks. The focus of Dorris Ranch will be on historic and natural resources.

(See Willamalane Parks Inventory #1)

The sizes of some of the parks classified above are less than the minimum acreage standard listed for the particular park classification. In all cases the parks were purchased and developed previous to the adoption of minimum acreage standards by the District. In these specific cases Willamalane regards them as existing parks of "sub-standard" size for their particular classification. In the future it will be a policy that all acquisition and development of parks proceed only when minimum standards are met or exceeded for the intended use of the particular park in question. Exceptions will occur only when significant overriding factors are shown to exist. It should also be noted that the park site located at 68th and A Streets listed in the City of Springfield's Natural Resource Study, 1980 does not belong to Willamalane Park and Recreation District. The 0.6 acre site is actually owned by the City and was donated for park use. However, the

City has not developed it. Wendling Camp was also erroneously listed in the same document as being owned by Willamalane. The park is a Lane County facility and currently closed to the public.

Willamalane owns three properties in addition to those listed above. The first is the Memorial Building situated on a half acre site at 8th and North A Streets. The second two adjoin Island Park. One is the Senior Adult Activity Center at West C Street, and the other is the Ballew house on West D Street. Together these properties will contribute about two additional acres to Island Park. These three properties are not included in the following Inventory.

(See Willamalane Parks Inventory #2)

Lane County Parks

Lane County park lands and recreation facilities in the study area include the following:

Alton Baker Park and Mt. Pisgah (Howard Buford Recreation Area) are both regional facilities. Only the approximate acreage occurring within the study area is listed, not the total acreage planned for the parks. In each case those portions of the parks within the study area remain predominantly undeveloped. Exceptions to this are the bike paths connecting to West D Street and the canoe canal in Alton Baker Park. Bellinger Landing and Deadmond's Ferry are both improved boat ramps. Clearwater Park's only improvements are a dirt road leading to a paved boat ramp. The remainder of the park is undeveloped and heavily vegetated functioning primarily as a "natural area". The park also contains 2,200 feet of river frontage and provides the only public fishing access along the Middle Fork of the Willamette River between Willamalane's Dorris Ranch and Lane County's Jasper Park.

Local Cemeteries

Four cemeteries, with park-like characteristics also occur within the study area and are a valuable contribution to the area's open space resources.

School District #19

The School District is second only to Willamalane as the area's largest supplier of public open space for neighborhood and community needs. School District #19 owns 351.3 acres of land within the study area. Developed school sites total 262.2 acres and 89.1 acres remain undeveloped. It is estimated that 25% of the developed school lands are covered with buildings, walkways, and parking with the remaining 196.65 acres contributing to the area's recreation and open space resource.

LANE COUNTY PARKS INVENTORY

Name	Acres	Park Type
Alton Baker	(150.0)	Regional
Bellinger Landing	0.1	Boat Ramp
Clearwater Park	48.0	Metropolitan
Deadmonds Ferry	0.1	Boat Ramp
Mt. Pisgah	(200.0)	Regional
Total Acreage	398.2	

LOCAL CEMETERIES

Name	Address	Acres
Laurel Hill Cemetery	Judkins Road	18.4
Mt. Vernon Cemetery	S. 57th Street	5.6
Pioneer Cemetery	South C & 4th Street	.5
Springfield Cemetery	72nd & Main Street	17.0
Total Acreage		41.5

WILLAMALANE PARKS INVENTORY # 1

NEIGHBORHOOD PARKS

NAME	ADDRESS	ACRES	USE	WATER
Douglas Gardens	3455 S. Redwood	5.3	Intensive	-
Gamebird	1500 Mallard	1.8	General	-
James	19th & Nugget	3.0	General	-
Kelly Butte (V)	800 Summit	5.6	Passive	0
Meadow	851 Mill	7.2	Intensive	-
Menlo	1080 Cottonwood	1.7	General	-
Page	1300 Hayden Bridge	3.8	Intensive	-
Robin	2950 Wayside Loop	.8	General	-
Royal Delle	401 Blackstone	2.6	General	-
Thurston Park	63rd & F Street	5.2	General	-
Tyson	3405 North E Street	4.0	General	0
Willamette Heights(V)	508 Valley View	4.2	Passive	0
*42nd St. Park	42nd near Jasper Road	6.2	(Undetermined)	-
*58th St. Park	300 N. 58th	4.5	General	-

COMMUNITY PARKS

NAME	ADDRESS	ACRES	USE	WATER
*Bob Artz Memorial	300 N. 51st	10.5	Intensive	-
Guy Lee	890 Darlene	8.5	Intensive	0
*North Island	Harvest Lane	14.0	Passive	+
*Thurston Middle School Park	6300 Thurston Road	14.5	(Undetermined)	0
Willamalane Park	1276 G Street	15.2	Intensive	0

METROPOLITAN PARKS

NAME	ADDRESS	ACRES	USE	WATER
Island	200 W. B Street	18.0	Intensive	+

REGIONAL PARKS

NAME	ADDRESS	ACRES	USE	WATER
*Dorris Ranch	1003 S. 2nd	250.74	General	+

KEY

*	Undeveloped
Use	Intensive ratings given to neighborhood parks containing capital intensive, community facilities (i.e. tennis courts)
Water	+ Water orientation a major element
	0 Water orientation a minor element
	- Water orientation lacking
(V)	Vista point

WILLAMALANE PARKS INVENTORY # 2

Classification	Developed Acres	Undeveloped Acres	Total Acres
Neighborhood	45.2	10.7	55.9
Community	23.7	39.0	62.7
Metropolitan	18.0	0	18.0
Regional	0	250.74	250.74
Total Acreage	86.9	300.44	387.34 *

* Additional Lands: 2.5 acres (Memorial Building, Senior Adult Activity Center, Ballew House).

AREA INVENTORY # 1 SCHOOL DISTRICT # 19

ELEMENTARY

SCHOOL	ADDRESS	ACRES
Brattain	425 N. 10th Street	2.4
Centennial	1415 Aspen	13.1
*Clearwater	Clearwater near 42nd	19.0
Douglas Gardens	3680 Jasper Road	11.5
*Gateway	Grouse and Flamingo	10.0
*Garden Way	Rainbow and Hamilton	14.0
Guy Lee	755 W Harlow Road	11.1
Maple	2109 J Street	9.6
Moffitt	1544 N. 5th Street	13.3
Mt. Vernon	725 S. 42nd	8.2
Page	1300 Hayden Bridge Road	10.3
*Rolling Oaks	35th near Yolanda	33.0
Thurston	7345 Thurston Road	11.1
Yolanda	2350 Yolanda	9.1
66th Street	66th and D Streets	10.1
*51st Street	200 N. 51st Street	3.1

MIDDLE

SCHOOL	ADDRESS	ACRES
Briggs	2355 Yolanda	18.9
Hamlin	326 Centennial Blvd.	20.0
Springfield	1084 G Street	15.1
Thurston	6300 Thurston Road	33.8

SENIOR HIGH

SCHOOL	ADDRESS	ACRES
Springfield	875 N. 7th	20.0
(*)Thurston	333 N. 58th	54.7

KEY

- * Undeveloped
- (*) Significant portion remains undeveloped

AREA INVENTORY # 2 SCHOOL DISTRICT # 19

School Type	Developed Acres	Undeveloped Acres	Total Acres
Elementary	109.7	79.1	188.8
Middle	87.8	0	87.8
Senior High	64.7	10.0	74.7
Total Acreage	262.2	89.1	351.3

Existing Recreation Facilities

Willamalane Facilities

Willamalane owns, programs, and maintains a large number of recreation facilities within its service district. Facilities range from park benches and picnic areas, to Willamalane Pool, the largest publically owned indoor aquatics center in the Northwest. In addition to the facilities Willamalane owns, the District also programs the use of a number of other facilities owned by a variety of local public agencies. The following discussion describes Willamalane's major recreation facilities. The discussion is followed by a more complete inventory of the recreation facilities within the Willamalane service district.

WILLAMALANE POOL

Willamalane Pool is located at 1276 G Street, within Willamalane Park. The pool is an indoor facility, housed in a three story building that includes office space, restrooms, shower facilities, lockers and changing rooms. It is the Northwest's largest, indoor year-round public swim center. The pool has 9,260 square feet of water area, with 7,720 square feet for swimming and 1,540 square feet for diving. The diving facilities are equipped with both one meter and three meter diving boards. The pool is equipped to handle eight lanes of competitive swimming, 25 yards in length. Construction of the pool was completed in 1951. The building now housing the pool was completed in 1963 which enabled Willamalane to continue its Aquatics Program year round. Remodeling and renovation of the pool was undertaken in 1976.

WILLAMALANE PARK TENNIS COURTS

Also located within Willamalane Park are four lighted tennis courts. Lighting of the courts permits extended play in the evening hours until 10:30 P.M. In addition

to being available for Willamalane residents, the courts are also regularly used by the Springfield High School Tennis Team for afternoon practice sessions.

WILLAMALANE PARK SOFTBALL DIAMONDS

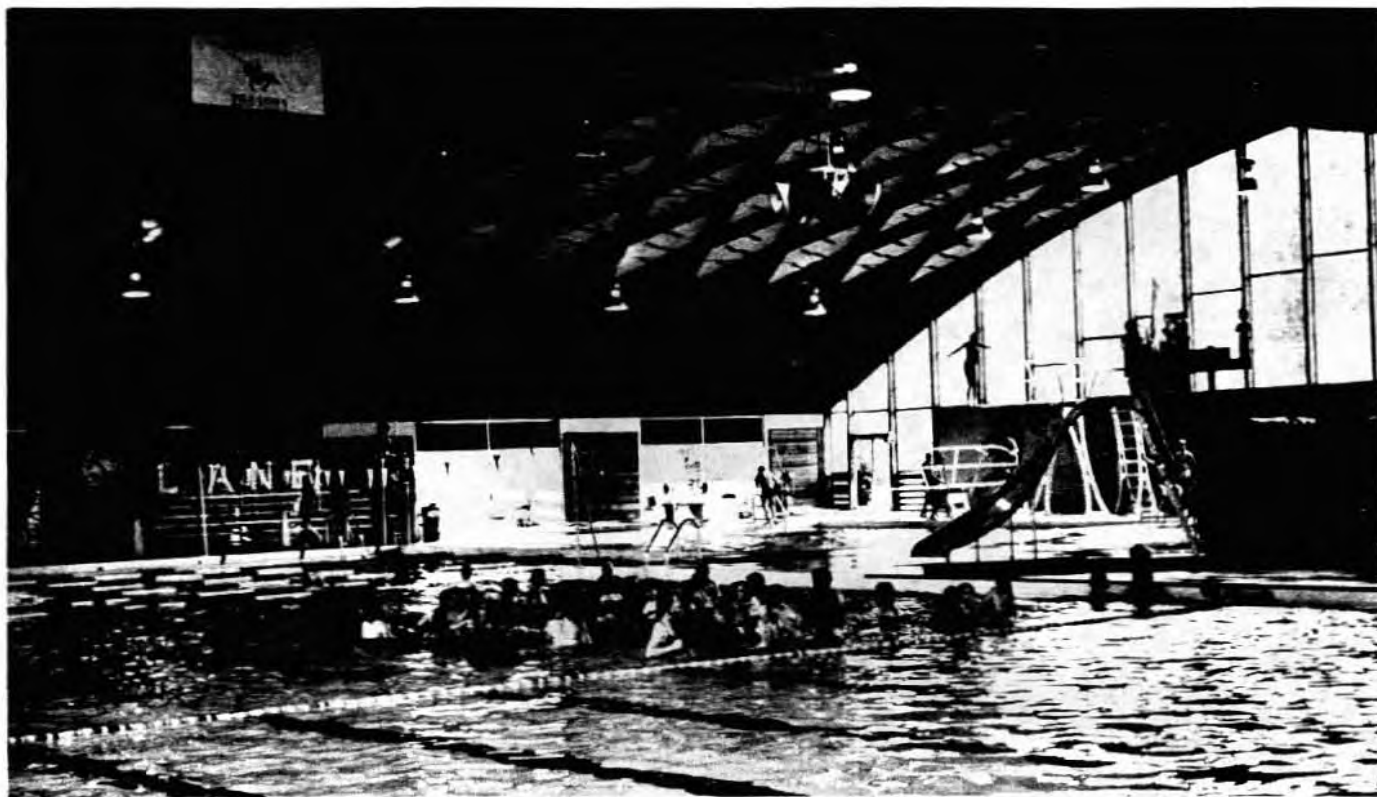
Willamalane Park also includes two softball diamonds with sixty foot base paths. Both diamonds are equipped with permanent metal backstops behind home plate. One diamond is equipped with lighting for evening play and the other is not. The diamond with lights has a field of sub-standard size while the field without lights has a field of regulation standard size. Both fields can be used for youth league play while adult leagues require regulation fields. Consequently, adult league play can only be programmed at Willamalane Park during daylight hours for lack of lighting on the regulation size field.

MEMORIAL BUILDING

The Memorial Building, located at 765 North A Street, is a large, three story facility housing both Willamalane's administration offices and the District's only community center. The facility also includes a multi-purpose room, craft and meeting rooms, a dark room, kitchen and dining areas and a gymnasium. A wheelchair ramp for handicapped persons gives access to the center via the basement. In 1950 the partially constructed Memorial Building was donated to the Park District by the Veterans of Foreign Wars. Construction was completed in 1951. Since that time the building has undergone numerous renovation and remodeling efforts to better facilitate recreation needs and to increase office space.

SENIOR ADULT ACTIVITY CENTER

Construction began in August, 1978 on the 20,000 square foot Senior Adult Activity Center adjacent to both the millrace and Island Park. The center opened in late 1979 and houses a large auditorium/dining area, kitchen facilities, crafts rooms for painting, pottery and lapidary work, a



WILLAMALANE POOL



MEMORIAL BUILDING



SENIOR ADULT ACTIVITY CENTER



GUY LEE TENNIS COURTS AND TOT PLAY AREA

wood shop, a game and class room, library and meeting areas. The building also incorporates office space for administration, health care and social referral services.

GUY LEE SOFTBALL DIAMONDS

Two sixty foot base path, softball diamonds were constructed at Guy Lee Park at 890 Darlene Street, in 1978. Permanent facilities include bleachers, metal backstops, full night-lighting for evening play and restroom and concession facilities constructed in 1980.

GUY LEE TENNIS COURTS

During the same period of construction at Guy Lee Park in 1978, two tennis courts were constructed. Both courts have lighting for night use.

DOUGLAS GARDENS TENNIS COURTS

Renovation in 1974 to Douglas Gardens Park, located at 3455 S. Redwood, included the construction of two, night-lighted tennis courts and restroom facilities.

PAGE PARK TENNIS COURTS

In 1978, two tennis courts were constructed in Page Park, located at 1300 Hayden Bridge Road.

PAGE PARK SOFTBALL DIAMOND

Also located in Page Park is a softball diamond currently programmed by Willamalane for league use. The diamond is unlit and thus not available for evening play. The diamond has poor site drainage with some areas remaining wet and boggy even during extended dry spells. The field is also improperly oriented to the sun.

MEADOW PARK TENNIS COURTS

In 1978, two tennis courts were constructed in Meadow Park located at 851 Mill Street. Meadow Park has restroom facilities.

MEADOW PARK SOFTBALL DIAMOND

The field in Meadow Park is full regulation size but is unlit and not available for evening use. Only the Willamalane softball diamonds at Guy Lee Park are of better quality than this facility for league play.

JAMES PARK SOFTBALL DIAMOND

This field is located at 19th and Nugget Way in Glenwood. The diamond is currently programmed by Willamalane for league play even though the field is far less than regulation size. This problem cannot be remedied in the future because the park lacks sufficient acreage necessary for softball field expansion.

MAINTENANCE WAREHOUSE

In 1974 maintenance operations were moved to the newly constructed Maintenance Warehouse near Tyson Park. The new maintenance facility is equipped with offices, vehicle and equipment storage and a small lunch room.

ARTS WORKSHOP

The workshop is housed in a single story facility adjacent to Willamalane Pool that previously had served as the District's Maintenance shop. The newly programmed facility provides space for a range of art classes and open work space.

Proposed Facilities

BOB ARTZ MEMORIAL PARK

The proposed facility is located at 300 N. 51st Street. It will include three, fully lighted league-play, softball diamonds with permanent backstops, bleachers, fences, and a building housing concession and restroom facilities.

Other Facilities

In addition to facilities exclusively owned by the Park District, Willamalane also programs activities to take place at those owned by other local public agencies. Two examples of this extended programming are cited below.

MCKENZIE CENTER

Willamalane utilizes the one story McKenzie Center which is owned by the Urban Renewal Agency and located at 300 W. Fairview. The center is equipped with a multi-purpose room, two separate meeting rooms, restrooms and kitchen facilities.

SCHOOL BUILDINGS

Springfield School District #19 offers a broad range of facilities to the community for use in a multitude of activities. Through a cooperative working relationship, many of these facilities are available to Willamalane for public recreation purposes on a routine basis at three middle schools and nine elementary schools. While such cooperative use has been very beneficial to the tax-paying community, scheduling security due to the lack of long-term formal joint use agreements has been a deterrent to expanded public recreation use.

Willamalane Facilities Inventory #1

The following is a more complete inventory of developed recreation facilities available for use by District residents. The inventory describes which facilities do or do not exist within each park site. In the case of major facilities a number is given to indicate more clearly recreational opportunities afforded by the facility. Definitions for these facilities as used by Willamalane Park and Recreation District are contained in the Glossary.

(See Willamalane Facilities Inventory #1)

Willamalane Facilities Inventory #2

Following are the number of facilities owned by the Park District. The totals were taken from Willamalane Facilities Inventory #1.

(See Willamalane Facilities Inventory #2)

School District #19 Facilities Inventory #1

In addition to those recreation facilities provided by Willamalane, School District #19 also provides recreation facilities available for limited use by the general public within the Willamalane service district. These facilities are primarily available for public use during non-school hours. A listing of those facilities follows:

(See S.D.#19 Facilities Inventory #1)

School District #19 Facilities Inventory #2

The totals from School District #19 Facilities Inventory #1 indicate the School District owns the following major facilities:

(See S.D.#19 Facilities Inventory #2)

Combined Major Facilities Inventory #3

This final inventory indicates major recreation facilities available for public use provided by both Willamalane and by School District #19. The inventory clearly shows how the facilities provided by Willamalane are complimented by those provided by the School District much to the benefit of both the area's residents and tax payers.

(See Combined Major Facilities Inventory #3)

WILLAMALANE FACILITIES INVENTORY #1

Park	Acres	Facilities											Facilities									
		Tot Play Area	Children's Play Area	Lights	Restroom	Picnic Area	Open Play Area	Horseshoes	Multi-purpose Lawn	Bike Paths	Vista Point	Natural Area	Fishing Access	Boat Ramp	Basketball Half Courts	Multi-purpose Courts	Tennis Courts	Softball Diamonds	Baseball Diamonds	Football/Soccer Fields	Multi-purpose Fields	Aquatics Center
DOUGLAS GARDENS	5.3	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
GAMEBIRD	1.8	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
JAMES	3.0	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
KELLY BUTTE	5.6	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
MEADOW	7.2	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
MENLO	1.7	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
PAGE	3.8	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
ROBIN	.8	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
ROYAL DELLE	2.6	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
THURSTON PARK	5.2	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
TYSON	4.0	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
WILLAMETTE HEIGHTS	4.2	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
*42ND STREET PARK	6.2	No Preliminary Designs																				
*58TH STREET PARK	4.5	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
*BOB ARTZ MEMORIAL PARK	10.5	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
GUY LEE PARK	8.5	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
NORTH ISLAND	14.0	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
*THURSTON MIDDLE SCHOOL PARK	14.5	No Preliminary Designs																				
WILLAMALANE	15.2	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
ISLAND	18.0	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
*DORRIS RANCH	250.74	No Preliminary Designs																				

* Undeveloped Parks
 (3) Facilities proposed in undeveloped parks or practice facilities in developed parks will not be included in inventory tables or in assessment on the District's net need for additional facilities today, and in the future.

SCHOOL DISTRICT # 19 FACILITIES INVENTORY # 1

School	Acres	Tot Play Area	Childrens Play Area	Lights	Restroom	Picnic Area	Open Play Area	Horseshoes	Multi-purpose Lawn	Bike Paths	Vista Point	Natural Area	Fishing Access	Boat Ramp	Basketball Half Courts	Multi-purpose Courts	Tennis Courts	Softball Diamonds	Baseball Diamonds	Football/Soccer Fields	Multi-purpose Fields	Aquatics Center
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ELEMENTARY

BRATTAIN	2.4	█	█	█											2					1		0		
CENTENNIAL	13.1														2		(1)			2		0-		
*CLEARWATER	19.0	Undeveloped																						
DOUGLAS GARDENS	11.5	█	█	█											2		1			2		0		
*GATEWAY	10.0	Undeveloped																						
*GARDEN WAY	14.0	Undeveloped																						
GUY LEE	11.1	█	█	█											3					1		0		
MAPLE	9.6														2		(2)			1		0		
MOFFITT	13.3														2		(1)			1		0		
MT. VERNON	8.2														2					3		0		
PAGE	10.3	█	█	█											2		(1)			3		0		
*ROLLING OAKS	33.0	Undeveloped																						
THURSTON	11.1	█	█	█											2					2		0		
YOLANDA	9.1														2				1	1		0		
66TH STREET	10.0	█	█	█											2					1		0		
*51ST STREET	3.1	Undeveloped																						

MIDDLE

BRIGGS	18.9		█	█														2	1	3		0+
HAMLIN	20.0		█	█											2	(1)	2	2	1	2		0+
SPRINGFIELD	15.1														2					2		0
THURSTON	33.8		█	█											2	2	2	1	5		0+	

SENIOR HIGH

SPRINGFIELD	20.0		█	█													(1)	1	2		0+	
THURSTON	54.7		█	█											2		(1)	1	1	3		0+

* Undeveloped

0 Indoor Gymnasium

+ Outdoor Track Facility

- Jogging Trail (incomplete)

(2) These softball diamonds and tennis courts on School District # 19 grounds are considered "practice facilities" having insufficient development or dimensions necessary for league play or competitive play.

WILLAMALANE FACILITIES INVENTORY # 2

Facility	Existing	Proposed
Vista Points	2	0
Boat Ramps	1 (semi-improved)	0
Basketball Half-Courts	13	2
Multi-Purpose Courts	0	0
Tennis Courts	12	0
Softball Diamonds (League)	5	3
Softball Diamonds (Practice)	2	0
Baseball Diamonds	0	0
Football/Soccer Fields	0	2
Multi-Purpose Fields	5	0
Indoor Gymnasium (Memorial Bldg)	1	0
Aquatics Center	1	0

SCHOOL DISTRICT # 19 FACILITIES INVENTORY # 2

Facility	Existing	Proposed
Basketball Half Courts	31	0
Multi-purpose Courts	0	0
Tennis Courts (Standard)	2	0
Tennis Courts (Practice)	1	0
Softball Diamonds (League Play)	3	0
Softball Diamonds (Practice)	7	0
Baseball Diamonds	7	0
Football/Soccer Fields	6	0
Multi-purpose Fields	35	0
Indoor Gymnasiums	17	0
Outdoor Track Facilities	5	0

COMBINED MAJOR FACILITIES INVENTORY # 3

Facility	Willamalane	School District #19	Total
Basketball Half Courts	13	31	44
Multi-purpose Courts	0	0	0
Tennis Courts (S)	12	2	14
Tennis Courts (P)	0	1	1
Softball Diamonds (L)	5	3	8
Softball Diamonds (P)	2	7	9
Baseball Diamonds	0	7	7
Football/Soccer Fields	0	6	6
Multi-purpose Fields	5	35	40
Indoor Gymnasiums	1	17	18
Outdoor Track Facilities	0	5	5
Aquatics Center	1	0	1



CHILDREN'S PLAY AREA IN MEADOW PARK

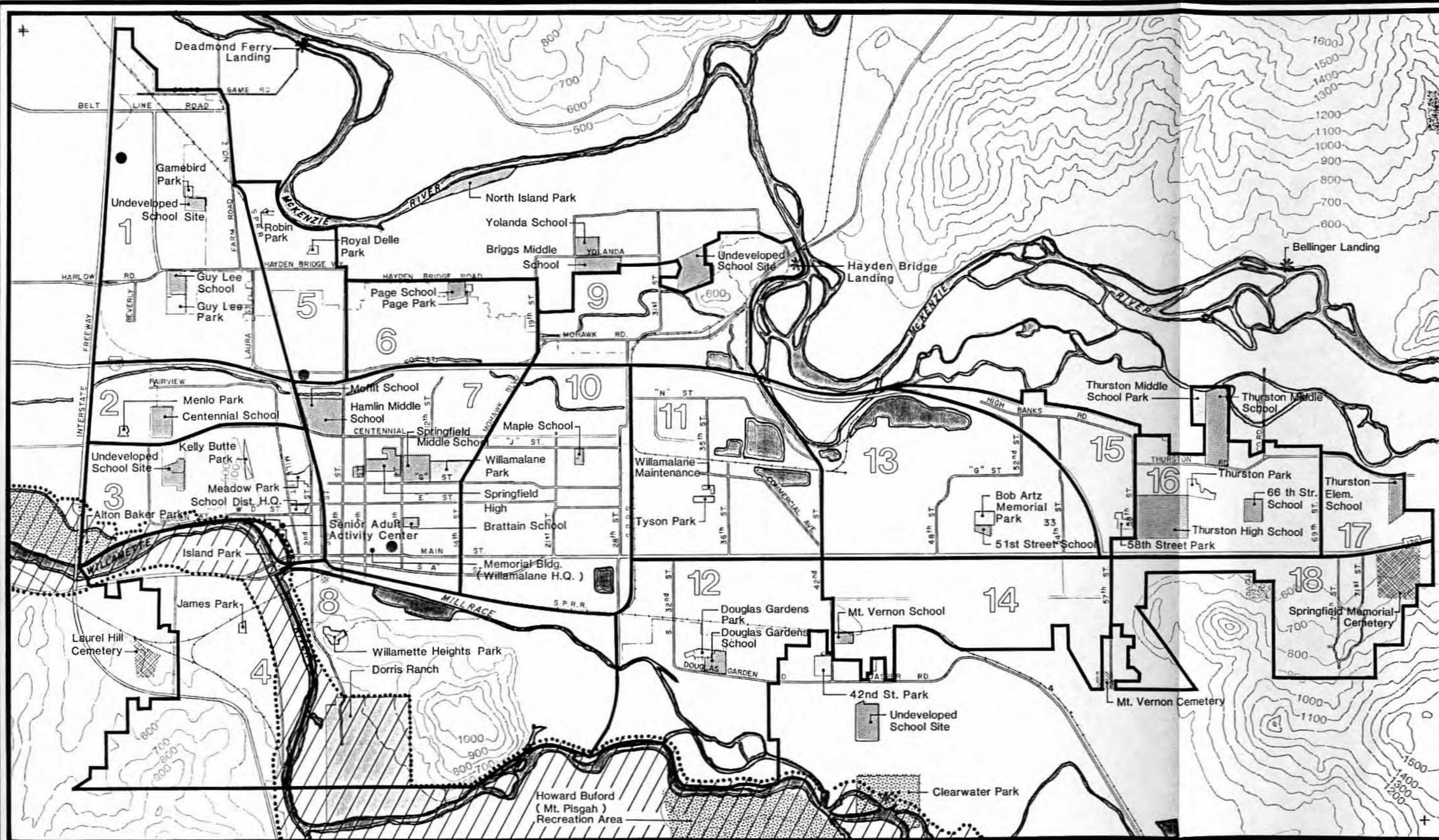
Additional Public Facilities

A number of recreation facilities are made available by other public agencies. The County supplies bike paths and the canoe canal in Alton Baker Park. The County also supplies three boat ramps in the study area: Two on the McKenzie River and one in the Middle Fork of the Willamette River. There is an additional unimproved boat ramp for public use on the McKenzie River near Hayden Bridge at the site of the Eugene Water and Electric Board water-intake facility. Although no golf courses exist within the study area, the greater metropolitan area does contain seven public courses available for the use of Willamalane residents. These facilities range from "tournament play" courses to "executive par-three" courses.

Private Recreation Facilities

Numerous recreation facilities located within the Park District or the greater metropolitan area are supplied by the private sector. In all cases facilities provided by the private sector represent high levels of development and substantial capital investments. Unlike publicly supplied facilities, which are in part supported by taxes for agency operating budgets, recreational opportunities provided by the private sector are supported by fees, rates or dues, "as the market will bear", representing the true cost of these facilities. Included in these varied charges are operating and maintenance costs, principle and interest payments on outstanding loans, taxes and in many cases profit.

Within the study area there are two bowling alleys, a roller skating rink, a bingo parlor and five movie theaters including both walk-ins and drive-ins. Located outside the study area but within the greater metropolitan area are two private golf courses, Shadow Hills and Eugene Country Clubs. Two public/private clubs, Court Sports I and II provide complete indoor facilities for handball, raquetball and squash. On the east side of Eugene is the Eugene Swim and Tennis Club. This private membership club offers an indoor swimming pool and numerous indoor, all-weather tennis courts. Another private membership facility in the west side of Eugene is the Willow Creek Raquet Club. The club has six outdoor tennis courts, six indoor courts and two additional indoor courts for handball, raquetball and squash. The YMCA, located in Eugene, has a major facility for public use and membership. The facility is equipped with an aquatics center including a new therapy pool, a weight-training room, indoor raquetball courts and an indoor tennis facility. The area's only firearm, shooting range is maintained by the Emerald Empire Gun Club and is located on McGowan Creek Road north of Springfield. An indoor, all-weather facility is currently planned for construction in west Eugene. In addition to the facilities listed above numerous theaters, bowling alleys and roller skating rinks are available for public use in the greater metropolitan area.



- SOURCES:
- Willamalane Park and Recreation District Planning Staff.
 - "Willamette Greenway" Map, scale: 1:24,000, LCOG.
 - "Eugene East Topographic Quadrangle", 7.5 minute series, 1967, photo revised 1975, U.S. Geologic Survey.

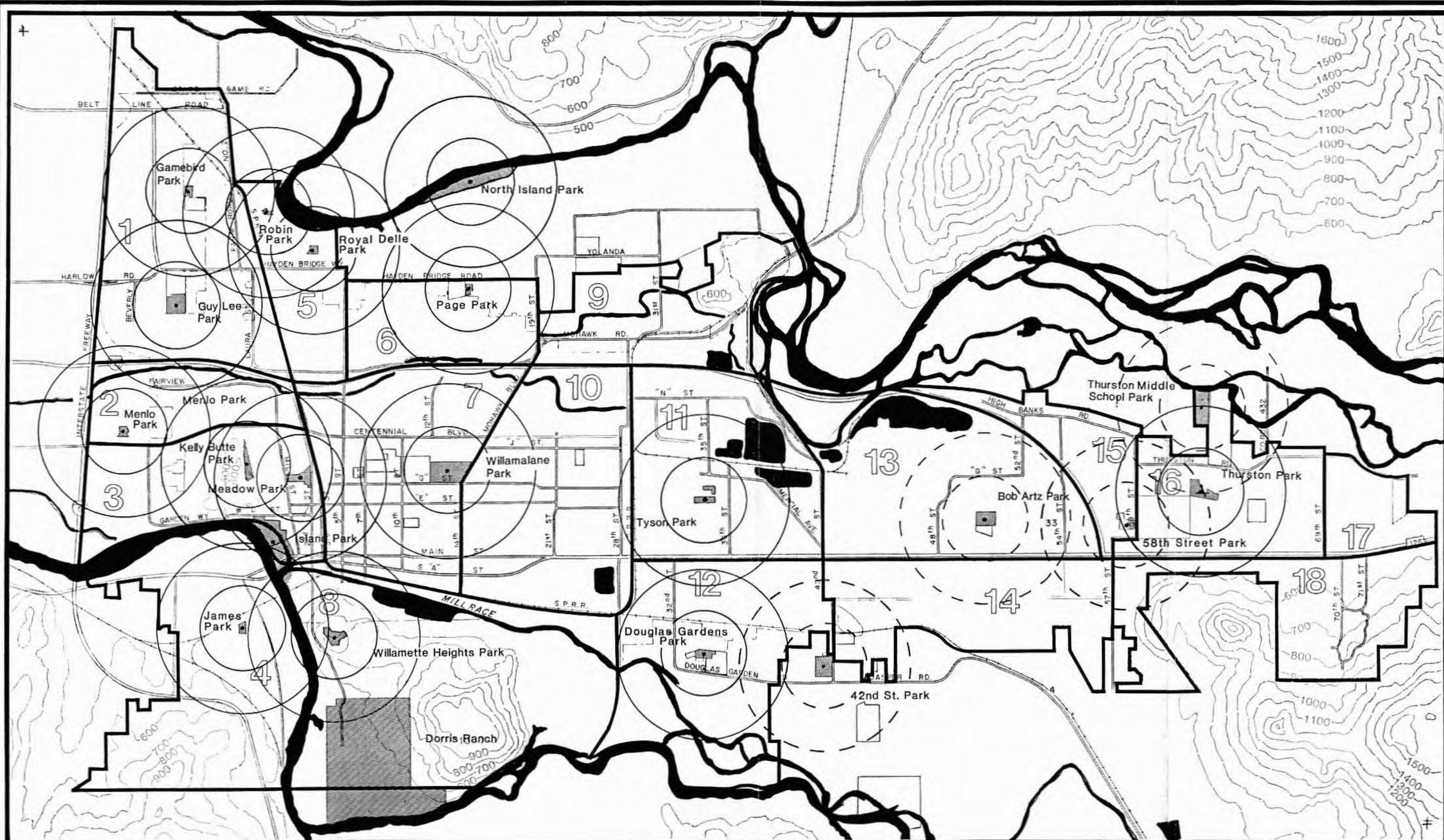
4	WILLAMALANE SERVICE UNITS	CEMETERIES	WILLAMALANE PARKS
		BOWLING ALLEYS & SKATING RINKS	COUNTY PARKS
		BOAT LANDINGS	SCHOOLS
		WILLAMETTE GREENWAY	B.L.M. LANDS

RECREATION INVENTORY

Map
14

LACOSS AND ASSOCIATES
 Landscape Architecture • Community & Urban Design • Environmental Planning
 1873 Garden Avenue Eugene, Oregon 97403 Telephone: (503) 485-8608

COMPREHENSIVE PLAN 1980 WILLAMALANE PARK AND RECREATION DISTRICT

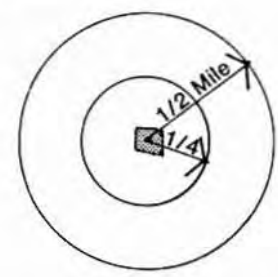


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COMPREHENSIVE PLAN 1980
 WILLAMALANE PARK AND RECREATION DISTRICT

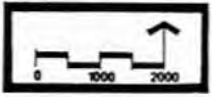
SOURCE:
 • Lacos and Associates, Landscape Architects and Planners.

4 WILLAMALANE SERVICE UNITS
 WILLAMALANE PARK PROPERTIES



SERVICE AREA RADII
 NOTE:
 Broken Radii Lines Indicate Undeveloped Parks

NEIGHBORHOOD PARKS SERVICE AREAS



Map
15

A major step in planning for future growth and development of parks and recreation facilities is to establish the needs for both. To establish Willamalane's park and recreation needs, this chapter reviews demand and expressed need at the County, Metropolitan Area, and local level. Population projections for the District are listed. Certain recreational trends are reviewed to assist predicting the foreseeable future. National and State quantity standards for parks and recreation facilities are reviewed and listed for comparative purposes. After analysis of all of this information, and input from the Citizen Advisory Committee, appropriate local standards were developed and adopted. These standards are applied to the District for 1980, 1985, and the year 2000 population projections to establish gross need for the District. Existing developed parks and facilities are subtracted from the gross need to establish net need. These net needs are shown with the District facilities alone and with multiuse of Willamalane's facilities, School District facilities, and County facilities within the Park District.

Park and Recreation Needs

Demand

Introduction

Measuring demand for recreation areas and facilities is an inexact science. There are many factors that affect the recreation demand of individuals and of whole populations and there are as many theories on how that demand should be assessed or measured. Recreation demand in its most simple sense is an individual's or entire population's "desire for a recreational activity." In some cases it requires a specific place, a park for instance, for that activity to occur. In other cases that activity may require specific recreation facilities; examples might be a swimming pool or a tennis court. Measuring demand then, is assessing existing and future recreation behavior. Demand measured against supply of existing recreation opportunities indicates the net need for additional recreation areas or facilities.

In concept there are three recognized forms of recreation demand: latent demand, induced demand and expressed demand. All are important components relating to the use, design, and management of park and recreation resources.

Latent Demand

Latent demand is the recreation demand inherent in the District's service population, but not reflected in the use of existing facilities. Participation and use can, however, be expected, if adequate facilities, access and public information are provided. This concept of demand attempts to translate the basic hierarchy of human needs into recreation or leisure desires. These can be described as they relate to park and recreation facilities in terms of user preference and satisfaction.

Latent demand is the basis for the theory that provision of park and recreation facilities create demand. The theory suggests that the District's population will use available opportunities if they are provided. The District's role is to provide a diverse set of opportunities in the form of parks, leisure programs and recreation facilities with the expectation of reasonable levels of public use.

Induced Demand

Induced demand is latent demand which can be stimulated by either the construction of new recreation opportunities or through a directed educational process utilizing public information. Induced demand exploits latent demand by encouraging people to change their recreation patterns. The private sector commonly uses concepts of induced demand by providing recreation opportunities usually in the form of facilities and then using the media via advertising campaigns to further induce demand. The public sector induces demand when it provides new recreation opportunities but little has been done by the public sector to change peoples recreation patterns via the use of mass media.

Expressed Demand

Expressed demand is consumption or participation in terms of existing recreation opportunities. Expressed demand and related recreation behavior is usually measured in participation rates and facility use. Expressed demand describes what people do instead of what they would like to do (latent demand) or what they can be conditioned to do (induced demand). The differences between expressed and latent demand can also be described in terms of participation and preference for selected activities.

Expressed demand is often the expression of latent or induced demand but not always. It only indicates participation at prevailing opportunity conditions and normally omits considerations of price, supply, access, skill or equipment necessary, or user satisfaction with the recreation experience.

Population Projections

One method of measuring this "ever-increasing demand for recreation opportunities" is accomplished through using population projections. In a previous chapter discussing population it was noted that Willamalane's current service population is estimated to be 48,306 and projected to be 88,110 by the year 2000 or an increase of more than 82 percent in twenty years. These figures further indicate that the park district's population will increase by almost 10,000 persons every five years. Applying this to future recreation needs means that by 1985 demand will increase by more than 20 percent over levels existing in 1980. Population projections are only one way of understanding what future recreation demand may be. A number of other factors also influence demand and may be beneficial in gaining more specific details of recreation demand for a specific locale.

Influencing factors can occur at national, state, and local levels and all shed light on how recreation behavior may change in the future. At the national level a series of factors and issues called trends exist that will have or are having direct impact on recreation demand. A brief description of these trends follows.

WILLAMALANE	
POPULATION	PROJECTIONS
Year	Population
1980	48,306
1985	58,257
1990	68,208
1995	78,159
2000	88,110

Based On Projections Made For Metro Area General Plan

History

The recent recreation demand in Willamalane Park and Recreation District throughout the entire State of Oregon has dramatically changed from what it had been a number of years ago. The Statewide Comprehensive Outdoor Recreation Plan explained the changes in the following manner:

A few decades ago there was little demand for public recreation. The people recognized the natural resources as part of their primarily rural lifestyle and "recreation" as an individual responsibility. Most people had access, through friends or relatives, to various lands on which recreation could occur. Available "swimming holes" and other favorite recreation spots were either not polluted or people were not conscious of the pollution.

As society began to change, rural lands and people became urbanized. The dispersal and increase of population together with industry and technology helped deprive people of their former recreation opportunities. Physical activities of the past became sedentary activities of the present. Access to rural lands became increasingly difficult, since friends and relatives moved to town with everyone else. The result was an ever-increasing demand for recreation opportunities.

Recreation Trends

Use Patterns

Most urban parks are under-utilized or unused by major portions of the population they were intended to serve. The phenomena of non-use is common in both urban and suburban areas. Both the number of users, and the time they spend in neighborhood parks, is decreasing relative to their total time budget for leisure or recreation and the amount of leisure time spent in non-urban and private recreation places.

Demand

Decreasing levels of disposable income, increasing unemployment, inflation and increased amounts of leisure time will lessen the demand for high-cost activities, e.g. power boating, resorts, skiing. Conversely, it will increase the demand for simple, low-cost activities, e.g. walking, bicycling, swimming, jogging, canoeing, or rafting.

Energy Conservation

The continued increase in the cost of fuel (gasoline) and travel is forcing people to change their priorities in seeking energy conserving ways to spend their leisure time and recreation patterns. The emphasis for locating recreation areas and facilities in close proximity to population centers will continue to increase as people's ability to travel decreases. The options for personal transportation will continue to decrease and will be replaced by increased need for utilizing mass transit, bicycling, or pedestrian access to local recreation opportunities.

Location and Access

Location of parks and recreation facilities so that even distribution is achieved

is a major factor affecting the success of recreation programs. Considerations must be given to population density and the availability of public transportation as well as barriers to pedestrian or bicycle access when planning for the location of new facilities. The acquisition and development of large tracts in outlying areas will not meet the needs of the great majority of city residents who rely on readily available neighborhood parks and facilities.

Public Transportation

Because adequate public transportation is not available to most regional and community parks, approximately 30 percent of the urban population who cannot drive or who do not own cars must rely on local parks for recreation opportunities.

Rural Bias

Federal and State parks and expenditures have traditionally favored non-urban areas which are accessible for the most part only by automobile and are at great distances from major population centers. Decreased funding places an emphasis on maintaining existing facilities and leaves little hope for expansion or development of new facilities close to urban areas currently unserved.

Land Availability and Cost

Emphasis on controlled growth and more dense urban development is drastically increasing the costs of land and the competition for different land uses. Where growth occurs prior to the acquisition or preservation of lands for park and recreation uses, the availability of lands at later dates for park uses many times does not exist.

Coordination and Cost

Failures in formalizing coordination and cooperation in planning and developing park and recreation resources between state, county, and local public agencies are a major problem in preventing the optimum development and utilization of existing and potential recreation resources.

Potential Recreation Resources

Optimum utilization of potential recreation resources and public facilities is not being achieved in most local areas. Publicly owned facilities with existing recreation capabilities are being under-used. School facilities even in jurisdictions having city-park-school agreements are not being utilized effectively, and tax dollar expenditures are many times being duplicated unnecessarily. Public agencies must expand the multiple use of facilities, establishing park-school complexes and employ imaginative design, construction, management and maintenance techniques.

Funding

Municipal austerity programs have had a profound effect on maintenance, development and re-development of urban parks. Park systems will be unable to accommodate increased use levels which could result from prolonged economic pressures. These include inflation, recession, tax cutting, and increased energy costs, without substantial increases in funding for park and recreation services. Deferred development and maintenance of existing parks and recreation has made it difficult to accommodate normal use levels without imposing increased fees or charges or curtailing levels of development and management. Additionally, federal funding for parks and recreation is being consolidated in the National Park Service or distributed to local areas in general block grants.

The National Park Service only maintains park facilities in non-urban areas at great distances from population centers. Block grants will be distributed for non-specific uses and park and recreation agencies will have to compete for funding along with other municipal services.

Inflation

Local agencies are experiencing a cost-revenue crisis that will not diminish in a steady state economy coupled with rapid inflation. Agencies cannot expect needed financial help from the federal government, states or counties for the same reasons. Drastic cuts in park and recreation services will be necessary just to keep pace with inflation if new funding cannot be obtained.

Maintenance and Operation Funds

Existing recreation opportunities in urban areas suffer severely from a shortage of operation and maintenance funds. Because of inflation it is necessary to continually increase these funds just to maintain existing levels of service. The addition of any new parks or facilities substantially increases the level of necessary funding, many times exceeding local tax-base limitations.

Public Safety and Vandalism

Preventing vandalism and protecting the safety of park users and staff members has become a serious problem in most areas. The diversion of funds from traditional service areas to these areas decreases the ability to expand or renovate recreation resources.

Population

The increasing average of age of the nation's population, increased life expectancy, and the extension of recreation to these segments of the population necessitates the creation of new programs to non-traditional age brackets.

Special Populations

Most urban leisure spaces and services do not adequately serve the needs of children, the elderly, the poor, the handicapped, or ethnic minorities. Agencies must take into consideration the recreation needs of special segments of the population in developing priorities. In most areas, the needs of all population groups are not being adequately met. Only in recent years have agencies begun to recognize an obligation to provide recreation for the handicapped and deprived.

Fitness Movement

An increasing emphasis on remaining physically fit is changing peoples' recreation patterns. More people in more age brackets are participating in physical fitness activities. Increases in jogging, running events, and health and fitness clubs are just some examples of this movement. People also tend to stay active for longer periods of their life in recreation activities.

Local Influencing Factors

Introduction

The Metropolitan Area General Plan in its "Parks and Recreation Element" recognizes a number of factors influencing both the supplier's and users of the metro area's park and recreation facilities. Those influencing factors contained as "Findings" in the Plan include the following:

1. *Increases in leisure time, income, transportation energy costs, and projected population growth indicate that there will continue to be a significant demand for a diversity of park and recreational opportunities in the metropolitan area.*
2. *Regardless of what standard is used, it is becoming increasingly difficult for local park agencies to meet the demands and needs of the community for parks and recreation facilities. The major problems include:*
 - a. *Areas developing without park and recreation facilities available for the residents.*
 - b. *Competition for limited available financial resources between the need to purchase park land to meet future demands (before the land is no longer available) and the need to develop existing park land to meet current demand.*
 - c. *Competition for limited financial resources to provide the diversity of park and recreational programs by the community's citizens.*
 - d. *Land suitable and available for park and recreation facilities often competes with other land use activities and needs in the metropolitan area.*

In addition to those factors cited in the Metropolitan Area General Plan, Willamalane recognizes a series of seven more specific factors that influence the recreation demand and behavior of the District's service population.

Location

The location or availability of a recreation area or facility can have a direct influence on future recreation demand. Ease of accessibility may insure high rates of use. Distant areas or facilities only accessible by automobile and not served by mass transit or close enough for pedestrian or bicycle access may experience reduced or low levels of use.

The District's large annexation in 1978 has further increased the importance of the location of parks and facilities as a local influencing factor or recreation demand. The district is now approximately three and a quarter miles north-south and nearly ten miles east-west. Large tracts of industrial zoned land serve to separate the area of the "old" district from the newly incorporated area. Due to the District's extended linear form, location of parks and recreation facilities is now more than ever a key element relating to recreation demand within the District.

Cost

The cost of an activity to users can also be used to predict future recreation demand. An activity to users can also be used to predict future demand. An activity, or activities that require costly specialized equipment or high facility or participation costs may reduce or limit demand to specific segments of a population. Willamalane recognizes the influence cost can have on recreation demand. In the case of many of Willamalane's programs the District supplies all necessary equipment and facilities at a fraction of the "real costs" so that recreation opportunities are truly available to all segments of the District's population.

Quality

The acceptable degree of quality is a personal factor which is difficult to measure

but nevertheless has an effect on the demand for recreation areas and facilities. In terms of areas for recreation use there may be what is called a "psychological carrying capacity" which will determine whether or not a person or persons will visit a particular area. Some people will prefer an area where there are other people; others will avoid an area where many people are present. The quality of recreation facilities is another major factor affecting the ability of the District to meet its programming needs. Both for the participants and the District's sake the facilities must be planned, designed, constructed and maintained at a level of high quality so that they may be fully utilized for many years. Maintaining the quality of parks and facilities is a constantly on-going process for the District. The quality of older existing parks and facilities is constantly being reviewed to assure their quality is maintained as their levels of use increase. Periodic renovation or remodeling takes place as is necessary to maintain the District's facilities high standards and to assure that they remain fully available for recreation programming and use.

Population

Population characteristics affect the recreation demand of a specific locale or area. Age, sex, and population distribution are all variables acting upon demand. Willamalane has less than 10% of its population over 65 years of age. Females make up a slightly larger portion of this population group. The single, largest population segment is the District's youth less than 14 years of age. This segment represents more than a third of the District's population. Males represent the largest portion of this segment. The second largest population group within the District is comprised of persons between 25 and 44; the young working age people of the District. Male and female distribution is approximately equal. Persons 15 to 24 are the third largest population segment, with females out-numbering males by almost 20%. Persons 45 to 64 are

the second to the smallest age group with female and male segments nearly the same in number.

Participation patterns of the different sexes within the Willamalane District have seen a substantial change in the last decade. Today more females of all age groups are participating in active or competitive sports programs.

A significant change in demand has occurred in older segments of the District's population. As a whole, people are engaging in recreation activities at far older ages than have been seen before and the District's programming has had to adapt to meet these increasing demands.

Willamalane has further increased its programming to answer the recreation demand of another segment of the population. A full time Resource Specialist is now employed for Specialized Recreation demands of the District's physically, mentally, or emotionally handicapped.

Income

The demand for some recreation activities has been shown to correlate with the income of segments of the population. Activities such as golf, downhill skiing and boating receive more participation from income groups significantly above the median income of the population of the Willamalane service district. Income used for recreation is usually considered a part of a household's disposable income. The difference between the average costs of living for the District and the median income of the population can be an indicator of how much is left for activities including recreation, and may relate to potential demand. The median income of the population of the City of Springfield and thus of the Willamalane District has been shown to be less than the median income of the State. This fact heightens the importance of Willamalane providing the highest quality recreation opportunities and leisure programs at the lowest cost to the participant and to the District's taxpayers.

Leisure Time

Many predictions have been made regarding increased leisure time, but to date the documented changes have been relatively insignificant. Enforced leisure time relating to unemployment, retirement, and illness has risen, but it is difficult to determine the actual effect this has had on recreation demand. Other factors are also changing leisure time. In many areas schools are remaining open year round with vacations at different times of the year. Locally, there has been talk of starting public school later in the fall rather than the traditional Monday after Labor Day, thus allowing vacations to extend longer during what is usually a good weather time. Another factor that may affect leisure time is the prediction of energy shortages in the Northwest during the 1980's. If these energy shortages do occur and substantial increases in energy costs occur for peak-hour use, industries may alter or redistribute major work hours. If these and other changes do occur it could decrease the demand for extended programming and overall participation patterns.

A major block of leisure time exists for most of Willamalane's population during weekend periods. In addition much of Willamalane's "working age" population is employed in manufacturing and industrial jobs. Those doing shift work during non-traditional business hours have large segments of their leisure time also during non-traditional hours. To meet the recreation demands incurred by these segments of the population Willamalane is working to extend its programming and availability of recreation facilities during weekends, evenings, and early morning hours.

Mobility

Recreation travel is a common occurrence as is evidenced by highway traffic on holidays and weekends. The increased cost of gasoline in the last ten years has brought a significant decrease in recreation travel and has started the public thinking about where they live in relation to work, shop-

ping, mass transit and recreation facilities. A study by Pacific Northwest Bell in 1975 found that half of those interviewed would change their recreation patterns and vacation plans if gasoline increased 20 to 30 cents a gallon. Fifteen to twenty-three percent of these people would cancel their vacation plans, while another twenty-five percent would take vacations but reduce the distance traveled. Since that study, gasoline prices have doubled and recreation patterns have dramatically altered. An unpublished study conducted in 1975 by the Oregon Department of Transportation showed that State Park visitation would be reduced by about 80% if gas rationing were put into effect. Gas rationing never occurred but what people were saying then, is now occurring: As the cost of travel increases people recreate closer to home. The gas shortages in the late 1970's dramatically showed this relationship as tourism for the state and the local area severely dropped.

In addition to those persons whose mobility via the automobile is reduced due to increasing costs of fuel, Willamalane recognizes that significant portions of its service population must rely on transportation modes other than the automobile.

Both the District's senior population and the large segment of its youth population under 16 years of age have limited or no access to the automobile as a means of transportation. For these persons mass transit, bicycling, and walking are their primary sources of mobility. To be effective at providing recreation opportunities for all segments of its service population, Willamalane recognizes its park and recreation facilities must be designed and located in such a way that they are accessible to persons of limited mobility.

Labor Force

Changes in the composition of the county's labor force are increasing the demand for recreation programs for school age children. Large numbers of households are now finding it necessary to have both parents employed to meet their economic needs.

There is also a growing number of single parent households where the parent is employed. These factors contribute to a situation where many children have no parents at home for supervision and care after school hours. The school district and Willamalane can help remedy the situation by providing afternoon recreation programs and additional school bus options for the late afternoons.

A brief examination of the Lane County labor force provides an illustration of the magnitude of these increasing recreation needs. Estimates of the labor force were provided by the State of Oregon Employment Division for the final quarter of 1981. The current population estimate for the entire county is 275,226 with a labor force numbering 186,300. Of the 186,300 persons in the labor force 130,000 are males and more than 30 percent, 56,300 are females. Employment Division employees cautioned that these estimates are considered to be low in that they do not include those persons currently unemployed and desiring work, but not able to qualify for unemployment, nor do they account for those additional persons who are not seeking work now but would if jobs were more readily available.

Standards

Introduction

Park and recreation standards have been developed at national, state, and local levels to provide useful and flexible guidelines for the planning, acquisition and development of park lands and recreation facilities in metropolitan areas. The Statewide Comprehensive Outdoor Recreation Plan explains the need for standards as follows:

Demand for many outdoor recreation activities is dynamic; a population's wants and needs for recreation facilities may decrease or increase rapidly, or remain static. In order to meet these fluctuating needs, some

kind of planning guidelines must be developed to provide direction and efficiency to recreation facility development. An outdoor recreation standard is such a planning guideline.

It should be remembered that standards are "relative" rather than "absolute" requirements. They should serve only as guidelines or criteria for planning and decision making. More than anything else, they are an aid in identifying deficiencies or surpluses in the provision of existing and future park and recreation opportunities for a given metropolitan, community or neighborhood population.

The application of standards at a local level for planning purposes must only be done when the standards applied are truly representative of a local community's needs. Standards should be "localized" before they are applied. The National Parks and Recreation Association (NRPA) suggests, "to be effective, in any situation, standards should satisfy certain criteria:

1. They must reflect the needs of the people in the specific area being served.

2. They must be reasonably or substantially attainable; or adequate alternatives devised
3. They must be acceptable and usable to the practitioner and policy maker.
4. They must be based on sound principles, and the best available information.
5. They must stand the test of time.

NRPA and SCORP Standards

Both the National Recreation and Park Association (NRPA) at the national level and the Oregon Parks and Recreation Branch of the Department of Transportation in its Statewide Comprehensive Outdoor Recreation Plan have developed park and recreation standards to be used as guidelines for planning by local agencies and districts providing park and recreation services. The accompanying charts briefly describe their respective recommendations for park acreage standards. A complete description of NRPA and SCORP standards for both park acreage and recreation facilities is contained in the Appendix.

NRPA PARK ACREAGE STANDARDS

PARK CLASSIFICATION	ACRES/POPULATION	MINIMUM ACRES
Neighborhood	2.5 / 1000	5-20
District	2.5 / 1000	20-100
Metropolitan	5.0 / 1000	100 +
Regional	20.0 / 1000	250 +

SCORP PARK ACREAGE STANDARDS

PARK CLASSIFICATION	ACRES/POPULATION	MINIMUM ACRES
Neighborhood	5.0 / 1000	Less than 15
Community	10.0 / 1000	15-20
District	15.0 / 1000	15-200
Regional	25.0 / 1000	100 +

Willamalane Standards

Willamalane has developed a series of park and recreation facility standards in order to facilitate the planning and development of park and recreation resources. These standards are similar to those established nationally by the NRPA and at a state-level in the SCORP documents. However, all of the standards adopted by Willamalane have been "localized" according to existing local conditions and influencing factors previously described.

Willamalane park standards are an extension of the District's park classification system. The standards follow the same classifications but add further detail regarding park requirements. Standards for recreation facilities are organized in a similar fashion according to the park classification they would most often be associated with. Standards for major recreation facilities utilize quantifiable figures reflecting the population ratio method, where appropriate. Other facilities, for which quantifiable standards do not apply, have qualitative descriptions of acceptable standards contained in the Glossary.

PRIVATE RECREATION FACILITIES

PRIVATE FACILITIES:

- Bowling Alleys
- Camping Facilities
- Equestrian Facilities
- Golf Facilities
- Ice Skating Rinks
- Indoor Raquet Clubs
- Indoor Shooting Range
- Indoor Tennis Clubs
- Outdoor Recreational Vehicle Areas
- Roller Skating Rinks

WILLAMALANE STANDARDS

NEIGHBORHOOD PARKS & RECREATION FACILITIES

MINIMUM SIZE:	5 ACRES
SERVICE POPULATION:	2,500 - 4,000
SERVICE RADII:	$\frac{1}{4}$ - $\frac{1}{2}$ MILE
AREA STANDARD:	2.0 ACRES/1000 POPULATION

All Neighborhood and Optional Facilities will be coordinated and approved by local service units/neighborhoods.

NEIGHBORHOOD FACILITIES:

- Benches For Sitting
- Childrens Play Area
- Hard Surfaced Walkways With Handicap Access
- Open Play Area
- Picnic Facilities *
 1. picnic tables
 2. picnic benches

* half the picnic facilities should also include picnic shelters
- Tot Play Area

OPTIONAL FACILITIES:

- Basketball Half-Court
- Bike Paths
- Horseshoes
- Jogging Paths
- Multi-Purpose Court
- Neighborhood Centers

SUPPORT FACILITIES:

- Drinking Water
- Handicap Parking
- Irrigation
- Lighting for Safety
- Minimum Parking as Necessary

WILLAMALANE STANDARDS

COMMUNITY PARKS & RECREATION FACILITIES

MINIMUM SIZE:	10 ACRES
SERVICE POPULATION:	4,000 - 10,000
SERVICE RADII:	½-2 MILES
AREA STANDARD:	2.5 ACRES/1000 POPULATION

Community parks may also serve as Neighborhood parks and in such cases will include all of the facilities typical in Neighborhood parks. In addition some of the following community facilities will be included in each Community park, dependent upon whether a centralized or satellite facility is planned:

COMMUNITY FACILITIES:	STANDARD (FACILITY/POPULATION)
<ul style="list-style-type: none"> ● Baseball Diamonds * <ul style="list-style-type: none"> * One third of the diamond facilities should have night lighting ● Bike Paths ● Community Centers ● Community Gardens ● Football/Soccer Fields ● Horseshoe Areas ● Indoor Aquatic Centers ● Jogging Paths/Fitness Courses ● Multi-Purpose Lawns ● Multi-Purpose Fields ● Softball Diamonds * <ul style="list-style-type: none"> * One third of the diamond facilities should have night lighting ● Tennis Courts * <ul style="list-style-type: none"> * Half the facilities should have night lighting 	<p>1:6,000</p> <p>1:25,000</p> <p>1:3,000</p> <p>3% of population @ 24 sf/person</p> <p>1:3,000</p> <p>1:2,500</p>

SUPPORT FACILITIES:

- Drinking Water
- Electrical Outlets
- Irrigation
- Lighting For Safety
- Off-Street Parking
- Restrooms

METROPOLITAN PARKS & RECREATION FACILITIES

MINIMUM SIZE:	20 ACRES
SERVICE POPULATION:	10,000 - 50,000
SERVICE RADII:	2-5 MILES
ACREAGE STANDARDS:	2.0 ACRES/1000 POPULATION

METROPOLITAN FACILITIES:	STANDARD (FACILITY/POPULATION)
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● Archery Range	1:50,000
● Bicycle Motocross Area	
● Bike Paths	
● Boat Ramps	1:10,000
● Camping Facilities	
● District Offices	
● Fishing Access	
● Group Picnic Areas	
● Hiking Trails	
● Individual Picnic Facilities	
● Jogging Paths/Fitness Course	
● Maintenance Facilities	
● Natural Areas	
● Outdoor Theaters	1:50,000
● Shooting Range	1:50,000
● Swimming Beaches	
● Vista Points	

REGIONAL PARKS & RECREATION FACILITIES

MINIMUM SIZE:	100 ACRES
SERVICE POPULATION:	METROPOLITAN/COUNTY POPULATION
SERVICE RADIUS:	1 HOUR DRIVING TIME

REGIONAL FACILITIES:

- Bike Paths
- Camp Facilities
- Equestrian Facilities
- Fishing Access
- Group Picnic Areas
- Hiking Trails
- Historic Areas
- Individual Picnic Facilities
- Natural Areas
- Outdoor Recreational Vehicle Areas
- Swimming Beaches

Expressed Needs

Introduction

Needs analysis is perhaps the most crucial and complex component of comprehensive recreation planning. No component of recreation planning is more central to the comprehensive planning process. Needs analysis must synthesize the supply and demand components of the plan to develop relative measures of deficiency or surplus that can be used to formulate goals, objectives, policies, and priorities for future District action.

Recreation needs are generally defined as the difference between existing and future recreation demand and the existing supply of recreation opportunities. These needs are translated into requirements for future park areas and recreation facilities through the use of local standards.

Lane County Needs

The Statewide Comprehensive Outdoor Recreation Plan in the Needs Bulletin of 1977 established a series of "high priority" needs for Lane County and the area covered by the Lane Council of Governments. This was done in accordance with an agreement between the Bureau of Outdoor Recreation and the Department of Housing and Urban Development. The stated purpose of the Needs Bulletin was as follows:

1. *To provide local agencies with needs data for their jurisdiction so they can give adequate consideration to recreation needs in the comprehensive planning process.*
2. *To provide guidelines for the distribution of funds for recreation facilities and areas.*
3. *To provide base data for determining policies, recommendations and guidelines that will direct the efforts for meeting recreation needs.*

The techniques employed for this needs analysis involved elements of both citizen input and statistical analysis. A description of the process from the SCORP Needs Bulletin follows:

County needs were derived from public input at meetings. Data from the priority listings of various county liason officers and the results of statistical analysis were also used to determine county needs. Emphasis for determining needs was placed on the public comments received at the various meetings and supplemented by other information. In counties with large populations the more accurate statistical data is given increasing emphasis.

To further qualify the accuracy of this method of needs analysis the SCORP Needs Bulletin makes the following statement relative to the citizen input element of the process: "Participants at the public forums did not necessarily represent all citizens of a given county." The Bulletin further states:

A listing of the high priority needs is made for each county. This is a general list...The reason for this approach is to encourage the counties and cities to determine their own level of recreation responsibility and priority. Counties are also encouraged to include this information in comprehensive plans. The priorities and responsibilities can be included in whatever detail desired. Since the SCORP will recognize the needs assessments from the comprehensive plans, the more explicit the information the better chance an agency will have to get their projects funded.

High priority needs as assessed in the 1977 SCORP Needs Bulletin are as follows:

Indoor Pools	ORV trails and areas
Walking trails	Historic sites
Hiking trails	Natural areas
Bike trails	Campsites
Multiple use trails	Boat launch lanes
Ballfields	Neighborhood parks
All-purpose courts	Community parks
Tennis courts	District parks
Lakes and reservoirs	Regional parks
Access to streams & rivers	

Further study of Lane County recreation needs was undertaken as a part of the Lane County Parks and Open Space Plan. The recreation needs were addressed separately for the Eugene-Springfield Metropolitan Area and the remaining thirteen sub-areas of the County. A further and more specific discussion of the County Master Plan and its assessment of the projected recreation needs for the metro area will follow.

Metropolitan Area Needs

A generalized needs assessment for the metro area is included in the Parks and Recreation Facilities Element of the 1980 Metro Area General Plan. The needs assessment was made without the aid of a current and complete inventory of the area's park and recreation facilities. The estimated current supply was tabulated through a variety of sources including technical reports, plans and agency personnel. No local standards were established as a part of the Plan's development, instead the estimated existing supply was compared to NRPA Standards in order to establish metro area park and recreation needs. The summation of the findings related to metro area park and recreation needs follows:

- Based on NRPA standards, the metropolitan area currently lacks an adequate number of swimming pools, tennis courts, golf courses, and other recreational facilities (such as ball fields, all-purpose courts, etc.).

While the NRPA standards provide a useful comparison, they should not be used as the determinant of the adequacy of the park and recreation facilities provided by each jurisdiction. A determination of the adequacy must be based not only on total acres or facilities, but also on the values of the residents, the location of park and recreation facilities in relation to the residents each is intended to serve, the specific function each park is intended to serve, and the role private facilities play in providing recreation opportunities.

Providing adequate park and recreation facilities is made more difficult by the lack of a detailed metropolitan-wide parks and recreation analysis and plan that incorporates a methodology reflecting demand characteristics of this local area. Such an analysis and plan would serve a number of essential functions, including:

- The development of a complete inventory of park and recreation facilities; the development of local standards for use by the local governing bodies in determining the type and level of parks and facilities that are needed; the development of demand effectiveness measurements; and the development of capital improvements programming and other implementation strategies.
- Indication of how much land is needed for each type of park (regional, community, neighborhood, etc.); and indicate what types of activities should be provided in each park (e.g., active recreational opportunities such as ball fields, tennis courts, and playgrounds vs. passive recreational opportunities such as hiking trails).
- Indication of how the resources of the local and state park agencies can be coordinated and maximized in order for each agency to provide the level and type of recreational opportunities for which it is best suited.

- *Indication of where the advance purchase of park land should occur in anticipation of future demand.*

When compared to NRPA standards, there is a gap between the overall supply and demand for park and recreation facilities in this community. This gap is projected to increase unless additional park land and recreational facilities are provided.

- *Based on NRPA standards, there are sufficient gross acres of regional-metropolitan park land to meet a future metropolitan population of 246,000. But gross acreage does not accurately reflect the adequacy of regional-metropolitan parks to meet both active and passive recreational needs, and a more detailed analysis of regional park supply and demand is necessary.*
- *Based on NRPA standards, the supply for community park land is less than what is currently needed.*
- *Based on NRPA standards, the supply of neighborhood parks is less than what is currently needed.*
- *Based on NRPA standards, there are enough community centers to meet demand of a future metropolitan population of 195,000. However, existing community centers are not evenly distributed throughout the metropolitan area.*
- *Based on NRPA standards, there is a deficiency of neighborhood centers.*

As was previously discussed, another very generalized recreation needs assessment covering the metropolitan area was undertaken as a part of the Lane County Parks and Open Space Master Plan. Questions of accuracy regarding the data arise because of the methodology used in obtaining it.

In many instances the inventory of existing recreation opportunities is either incomplete or inaccurate. A case in point is Willamalane Park and Recreation District being credited in the Plan with maintaining

only two parks, Island Park and Willamalane Park. The Plan also contains a reference to Willamalane's "Dorris Tract" actually known as Dorris Ranch. Willamalane in fact owns and maintains eighteen developed and five undeveloped park and recreation facilities.

The Plan's method for assessing existing and future recreation demand was based solely on population projections. The assumption is that population will increase by 39 percent in the metro area by 1995, therefore recreation demand will remain essentially the same but will increase by 39 percent during that period of time.

Projected needs for recreation opportunities were only made for five types of recreation facilities: picnic units, tent sites, boat ramps, swimming areas and water sports. These selected existing facilities were then listed according to the agency or district now providing them and projected needs were assessed by increasing them 39 percent. Implicit in this assessment was the responsibility of each agency or district to provide the facilities in the future as assessed by the County. Inherent in this methodology are a number of assumptions. The first is that the existing supply of recreation opportunities adequately meets the needs of the existing metro area population. The Recreation Element of the Metro Area General Plan previously cited clearly states this is not the case. The methodology also assumes that population growth will be evenly distributed throughout the metro area in the future. Data received from the 1980 census shows this has not been the case since 1970 and planning for the future should recognize that the greatest needs will be in areas with the largest population growth.

Local Expressed Needs

Willamalane recognizes both the need and the value of citizen input regarding its planning for future park and recreation opportunities. Willamalane's organization as a special service district embodies the notion of citizen input and decision making throughout its structure. The District's Board of Directors act as a first link in this chain of citizen involvement. The five members of the Board are all unpaid, citizen decision makers elected from the District at large by a vote of the District's citizenry. They make the necessary decisions to direct all major staff operations and establish the priorities for even larger decisions made by the entire citizenry of the District through the voting process. All Board meetings are open to the general public and have time set aside for interested persons to speak.

Other links in the chain of citizen input and decision making are the Citizen Advisory Committee for the Comprehensive Plan, the Capital Improvement Committee and the Willamalane Budget Committee. All three committees act in an advisory capacity to the Board of Directors in varied, yet interrelated spheres, and all are made up of citizens from the District at large.

The Citizen Advisory Committee for the Comprehensive Plan works with the Board of Directors, staff members and consultants in preparing all facets of the Comprehensive Plan and future Annual Updates. The Committee's primary tasks in the first comprehensive planning process were establishing goals, local park and recreation facility standards, and subsequent recreation needs for the District.

The Capital Improvement Plan Committee also works with the Board of Directors and the Willamalane staff in an extension of the comprehensive plan process. Many of the members of the Citizen Advisory Committee for the Comprehensive Plan also serve on the Capital Improvement Plan Committee providing continuity of citizen input in the planning process. Recreation needs estab-

lished in the Comprehensive Plan are prioritized and then appropriate funding sources or methods are identified by the Capital Improvement Plan Committee. These priorities and funding methods are then recommended by the Committee to the Board of Directors for formulation into a five year Capital Improvement Action Plan. Annual Updates of the Comprehensive Plan allow for adjustments to the Action Plan as new or changing recreation needs are identified.

The Willamalane Budget Committee is made up of five citizens serving three year terms who are selected by the District's Board of Directors. The Budget Committee oversees and works with the Board in approving all budget items and allocations identified and recommended by the Willamalane staff.

In addition to these three formalized citizen input groups Willamalane is open to more informal citizen input occurring on a daily basis. Prior to the implementation of any new park and recreation facility construction, Willamalane holds plan review meetings open to the general public for final design and planning feedback. These meetings may be held for a single service unit or many service units depending on the size of the population and the service areas intended to be served by the new park or recreation facility.

Willamalane also receives valuable citizen input through phone conversations made to the District office and via public discussions occurring at various Willamalane public information meetings. Although not scientific in their method these random samplings do provide valuable insight to the District regarding the recreation needs as perceived and expressed by its general citizenry. As this input is categorized it becomes evident that many of these similar expressed needs can be aggregated to identify major issues facing the District. In most cases these expressed needs fall into categories of deficiency regarding both the number and type of existing parks and recreation facilities. The second most pressing issue expressed by the citizenry regards the location and accessibility of existing recreation opportunities. A

brief outline of these expressed needs follows:

- As was noted previously the City of Springfield annexed much of the area east of 42nd Street in the 1960's and 1970's. These areas were not, however, annexed into the Willamalane Park and Recreation District until voter approval was achieved in 1978. Because of this, tax dollars for parks and recreation facilities were not collected from these areas nor were park lands acquired or developed until annexation took place. Consequently one of the most commonly expressed needs is for more park and recreation facilities on the east side of the District.
- The expressed needs for new parks most commonly refer to deficiencies of neighborhood and community parks in many service areas throughout the District. People want parks in close proximity to their residences so that they and their children can walk to them. Persons that have to drive to parks outside their service area also complain about the lack of adequate parking opportunities at both neighborhood and community parks. Until such a time as all areas are adequately served by neighborhood and community parks significant numbers of people will continue to need to drive to recreation opportunities and there will be a continued need for increased parking at existing facilities.
- Needs expressed by the citizens on the west side of the District usually center on renovating and upgrading existing neighborhood park and recreation facilities. Many of the older neighborhood parks are now considered sub-standard in size according to Willamalane's adopted park and recreation standards. These often include recreation facilities inappropriate to the scale of the park such as softball diamonds located in small neighborhood parks. Many of these parks include metal backstops and diamonds intended for informal, pick up games. The outfields are usually much too small to accommodate any formal or

league play. A well hit ball can easily end up in neighbors yards and there have been incidents where windows were broken. A variety of problems arise when league teams use these facilities as practice diamonds. The numbers of cars they drive to the park cause parking problems and the numbers of players using the facility sometimes exceeds the "psychological carrying capacity" for other potential park users. The need for more adequate softball facilities in the District would help relieve this problem and so would the renovation of these smaller parks to include recreation facilities more appropriate to the scale of these parks.

- Expressed needs regarding community parks and facilities are two fold: renovate or remodel existing community facilities on the west end of the District and secondly plan and construct new community facilities on the east end of the District.

Existing metropolitan and community facilities on the west side include Island Park, Willamalane Park, Guy Lee Park, the Memorial Building and the Senior Adult Activity Center. Needs have been expressed for the renovation or expansion of all of them. Island Park is showing signs of deterioration from pedestrian erosion and other aspects of over-use. The park has been master planned to accommodate current use but the plan has not been implemented. Willamalane Park needs additional parking and ancillary space for support services at the pool. The lighting at the tennis courts needs upgrading and so do the softball diamonds. The Memorial Building has needs which are two fold and at times conflicting. The District is constantly in need of expanding its administrative spaces and offices while numerous other renovations are necessary to maintain the Memorial Building as the District's only community center. The final phase of the site plan for the Senior Center has yet to be constructed.

The expressed need for community facilities on the east side concentrate on two different recreation facilities. Softball facilities for league play is one major need and will be satisfied to a degree when plans for Bob Artz Memorial Park are constructed. The other major need is for a community aquatics center on the east side.

- One of the most commonly expressed needs is for more conveniently located District offices. Currently all registration and fee collection for District programs takes place at the offices housed in the Memorial Building. The common concern is the long drive necessary from eastern and outlying portions of the District and the lack of adequate parking in the area of the Memorial Building. Any expansion of office spaces in the Memorial Building will take away from community recreation spaces now being utilized. These two problems are indicative of need for future relocation of District offices and administrative services.
- A special interest group composed of archers has approached the District regarding the need for a metropolitan archery range. At one time a range and archery field course was constructed and used at Dorris Ranch, but because of problems with regulation and liability the District was forced to close this facility while environmental studies were conducted at Dorris Ranch.
- The need for additional fishing accesses and improved boat ramps has also been expressed to the District. Additional development and paving is needed at the ramps in Island Park, Alton Baker Park near the Canoe Canal intake and at Hayden Bridge near the EWEB water intake plant. An additional landing in the McKenzie River is needed between the existing ramps at Hayden Bridge and Deadmonds Ferry.
- The final expressed need is for more close-in camping opportunities for both District residents and visitors to the

area. The only improved camping area in the metropolitan area is a state facility located in Armitage Park which is full most times throughout the summer. A facility provided by the private sector such as KOA or the development of camping facilities at an under utilized county site such as Clearwater Park could conceivably relieve this expressed need.

Willamalane Needs

Introduction

The existing and projected recreation needs for the Willamalane Park and Recreation District have been compiled from a number of different factors and are based on Willamalane's localized park and recreation facility standards. Factors contributing to these recreational needs includes: recreation demand (population projections, recreation trends and local influencing factors); existing supply of recreation resources and opportunities; and county, metropolitan area and local expressed needs. By far the largest needs for the District as are shown in the three accompanying charts are local, neighborhood and community parks and recreation facilities. All three charts display the existing needs (1980) and projected needs for the year 1985 and the year 2000 based on the factors outlined previously.

Gross Need

The first chart displays gross need for parks and recreation facilities for the three planning time frames according to the established Willamalane standards. Gross need based on the Willamalane standards does not take into account existing parks and recreation facilities within the District.

Net Need

The next two charts display net need for the District. Net need is calculated by subtracting the existing recreation opportunities from the gross need. The first chart, Net Need #1, shows the net need when only Willamalane's existing recreation opportunities are subtracted from the gross need for the District. The second chart shows net need when the total existing supply of recreation opportunities, including those supplied by School District #19 and Lane County, are subtracted from the gross need figures. The second chart, Net Need #2, is the more accurate representative of recreation needs within the District and these will be the net needs that Willamalane will base its future expansion programs on. The chart clearly shows how School District #19 and Lane County facilities compliment those currently supplied by Willamalane and how reliant Willamalane residents are on recreation opportunities supplied by a number of public agencies. The chart also points out how important cooperation is between these public agencies in supplying a total recreation system to the area's residents. Net Need #2 shows that the highest priority needs for Willamalane are the development of new neighborhood and community parks and recreation facilities. The existing net need for 1980 is 11 additional neighborhood parks and 10 additional community parks. By 1985 the net need will have increased to 15 neighborhood parks and 13 community parks if no new parks are added to the supply between now and then.

Facility needs center primarily on the net need for additional community scale recreation facilities. Aquatics centers, softball diamonds and football/soccer fields are the highest priority needs. The need for football/soccer fields will partially be answered when new softball facilities are constructed such as the one planned for Bob Artz Memorial Park. The plan calls for three multi-use softball diamonds that also can be seasonally switched over to two football/soccer fields as the need arises.

Need Prioritization

A refined prioritization of Willamalane's net needs will take place after adoption of the Comprehensive Plan. In essence adoption of the Comprehensive Plan will embody adoption of Willamalane's park classification system, existing recreation area and facilities inventory, park and recreation facility standards, existing and projected needs and the District's philosophy, goal, objectives and policies. The adoption of the Comprehensive Plan signals a new era for the Willamalane Park and Recreation District. It establishes a process for planning and meeting the recreation needs of the District's residents and visitors into the twenty-first century.

With adoption of the plan, members of the Citizen Advisory Committee for the Comprehensive Plan, and Capital Improvement Plan Committee will work with the Willamalane staff in: refining the prioritization of the net needs established in the Comprehensive Plan; identifying funding source alternatives for those prioritized needs; and preparing capital improvement plan packages and action plans for meeting those needs. The prioritized need, funding source alternatives, capital improvement plan packages and action plans will then be recommended to the Board of Directors for District action and implementation.

PARK AND RECREATION GROSS NEED

Gross Need Does Not Account For Existing Supply

CLASSIFICATION	STANDARD	1980	1985	2000
NEIGHBORHOOD				
Parks (5 acre minimum)	2.0/1000	97 (19)	117 (23)	176 (35)
COMMUNITY				
Parks (10 acre minimum)	2.5/1000	121 (12)	146 (15)	220 (22)
Facilities				
*● Aquatic Centers	3% of pop @ 24 sf/person	34780 sf 4	41945 sf 5	63439 sf 7
● Baseball Diamonds	1.0/6000	8	10	15
● Community Centers	1.0/25000	2	2	4
● Football/Soccer Fields	1.0/3000	16	19	29
● Senior Centers	1.0/25000	2	2	4
● Softball Diamonds	1.0/3000	16	19	29
● Tennis Courts	1.0/2500	19	23	35
METROPOLITAN				
Parks (20 acre minimum)	2.0/1000	97 (5)	117 (6)	176 (9)
Facilities				
● Archery Range	1.0/50000	1	1	2
● Boat Ramps	1.0/10000	5	6	9
● Outdoor Theaters	1.0/50000	1	1	2
● Shooting Range	1.0/50000	1	1	2

KEY

(5) number of parks = total acres/minimum size in acres

* number of centers based on facilities equivalent in size to Willamalane Pool

POPULATION PROJECTIONS

- 1980 48,306
- 1985 58,257
- 2000 88,110

PARK AND RECREATION NET NEED # 1

Supply Represents Willamalane Facilities

CLASSIFICATION	SUPPLY 1980	1980	NET NEED 1985	2000
NEIGHBORHOOD				
Parks (5 acre minimum)	9*	10	14	26
COMMUNITY				
Parks (10 acre minimum)	2*	10	13	20
Facilities				
● Aquatic Centers	1	3	4	6
● Baseball Diamonds	0	8	10	15
● Community Centers	1	1	1	3
● Football/Soccer Fields	5	11	14	24
● Senior Centers	1	1	1	3
● Softball Diamonds	5	11	14	24
● Tennis Courts	12	7	11	23
METROPOLITAN				
Parks (20 acre minimum)	1*	4	5	8
Facilities				
● Archery Range	0	1	1	2
● Boat Ramps	1	4	5	8
● Outdoor Theaters	0	1	1	2
● Shooting Range	0	1	1	2

KEY

* Equivalent number of parks when total acreage of existing parks is divided by minimum size for park of that classification.

PARK AND RECREATION NET NEED #2

Supply Represents Willamalane, School District #19, and Lane County Facilities

CLASSIFICATION	SUPPLY 1980	1980	NET NEED	
			1985	2000
NEIGHBORHOOD				
Parks (5 acre minimum)	9*	10	14	26
COMMUNITY				
Parks (10 acre minimum)	2*	10	13	20
Facilities				
● Aquatic Centers	1	3	4	6
● Baseball Diamonds	7	1	3	8
● Community Centers	4	(3)	(3)	(1)
● Football/Soccer Fields	6	10	13	23
● Senior Centers	1	1	1	3
● Softball Diamonds	8	8	11	21
● Tennis Courts	14	5	9	21
METROPOLITAN				
Parks (20 acre minimum)	1*	4	5	8
Facilities				
● Archery Range	0	1	1	2
● Boat Ramps	5	0	1	4
● Outdoor Theaters	0	1	1	2
● Shooting Range	0	1	1	2

KEY

(3) Indicates a surplus of facilities relative to net need.

* Equivalent number of parks when total acreage of existing parks is divided by minimum size for park of that classification.

This chapter deals with Recreation Opportunities within the District including land and facilities which have not been covered in the Park and Recreation Needs chapter. These opportunities include other public lands within the District, private lands and facilities, and historic areas and sites. Urban Corridors such as streets, bike paths, pedestrian paths and utility rights of way are incorporated. This chapter also lists and maps Natural Corridors such as rivers, streams, sloughs, drainageways, and the Millrace. Public Open Space, which includes public lands, agricultural lands, forest lands and scenic areas of recognized value to the public and community as a whole, have been discussed and mapped.

Recreation Opportunities

Introduction

Until this point the inventory of recreation resources and assessment of recreation needs has been primarily oriented toward Willamalane's parks and recreation facilities and the creation of areas or facilities provided by other agencies both public and private. However, in assuring that a diversity of potential recreation experiences exist in the future for the community's residents, there are additional recreation opportunities within the study area which are of importance to the area's recreation system. Many of these recreation opportunities have been documented as physical or cultural resources in previous chapters. Both the importance and variety of recreation opportunities that currently exist within the study area cannot be overstated. Their value in contributing to the area's recreation system as individual yet complimenting components must be recognized before these recreation opportunities are lost to other forms of development.

One way of looking at these recreation opportunities and how they contribute to the area's recreation system is that there are four basic types of recreation components in the system and each recreation opportunity can act as at least one type of component. This simplified concept of a recreation system views these recreation opportunities or components as recreation nodes, urban corridors, natural corridors or as open space of value or importance to the general public.

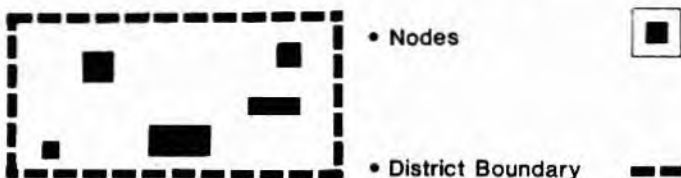
Recreation Nodes

Nodes in the context of city planning are collection points or strategic foci concentrating particular activities or characteristics. Recreation nodes then are parks, recreation facilities, school grounds and open spaces that act as concentration points for the area's residents recreation or leisure activities. As is shown in the accompanying illustration, recreation nodes are the major component of the area's recreation system. These provide the nucleus which the other three components further compliment and support. A discussion of different types of recreation nodes follows. The area's recreation nodes are shown on both Map 14, Recreation Inventory and the accompanying Map 18, Recreation Opportunities.

Parks and Recreation Facilities

The existing parks and recreation facilities and needs for future development are all well documented in previous chapters. These are the recreation nodes or opportunities traditionally thought of by most individuals when discussions of recreation needs, experiences, opportunities and systems arise. They are perhaps the most important components of a recreation system or the ones of highest priority. But their importance must not be overly regarded relative to other recreation opportunities acting as supporting components in the system. Certainly one of the highest priorities for the District to capitalize on is the development of undeveloped park lands in the District's ownership. The 51st Street site for Bob Artz Memorial Park, 58th Street, 42nd Street, and Thurston Middle School Park sites all will contribute substantially to the supply of needed recreation opportunities on the eastern end of the District. The redevelopment, renovation or completion of development plans for existing parks and recreation facilities in other areas of the District should also be a high priority. Plans for additional development or renovation have already been approved for Willamalane and Island Parks, as well as final

RECREATION NODES



phases of the Senior Adult Activity Center. Projects such as these would serve to intensify the use of existing facilities at a minimum expenditure to the District's taxpayers.

In addition to these existing District recreation resources there are numerous options available to the District for answering additional recreation needs. One option is for the District to set about trying to acquire through purchase, all the lands necessary to answer the neighborhood and community recreation needs outlined in the previous chapter. However, this would be an extremely costly option for the District and ultimately the area's taxpayers, and would leave the District with little or no capital resources for the development of these potential recreation resources. In an age of economic frugality, other options for answering the area's recreation needs must be both considered and pursued.

One such option that would reduce or entirely eliminate acquisition costs of lands, freeing more capital for development, would be cooperative development of recreation areas and facilities on lands already owned by the public agencies in the area.

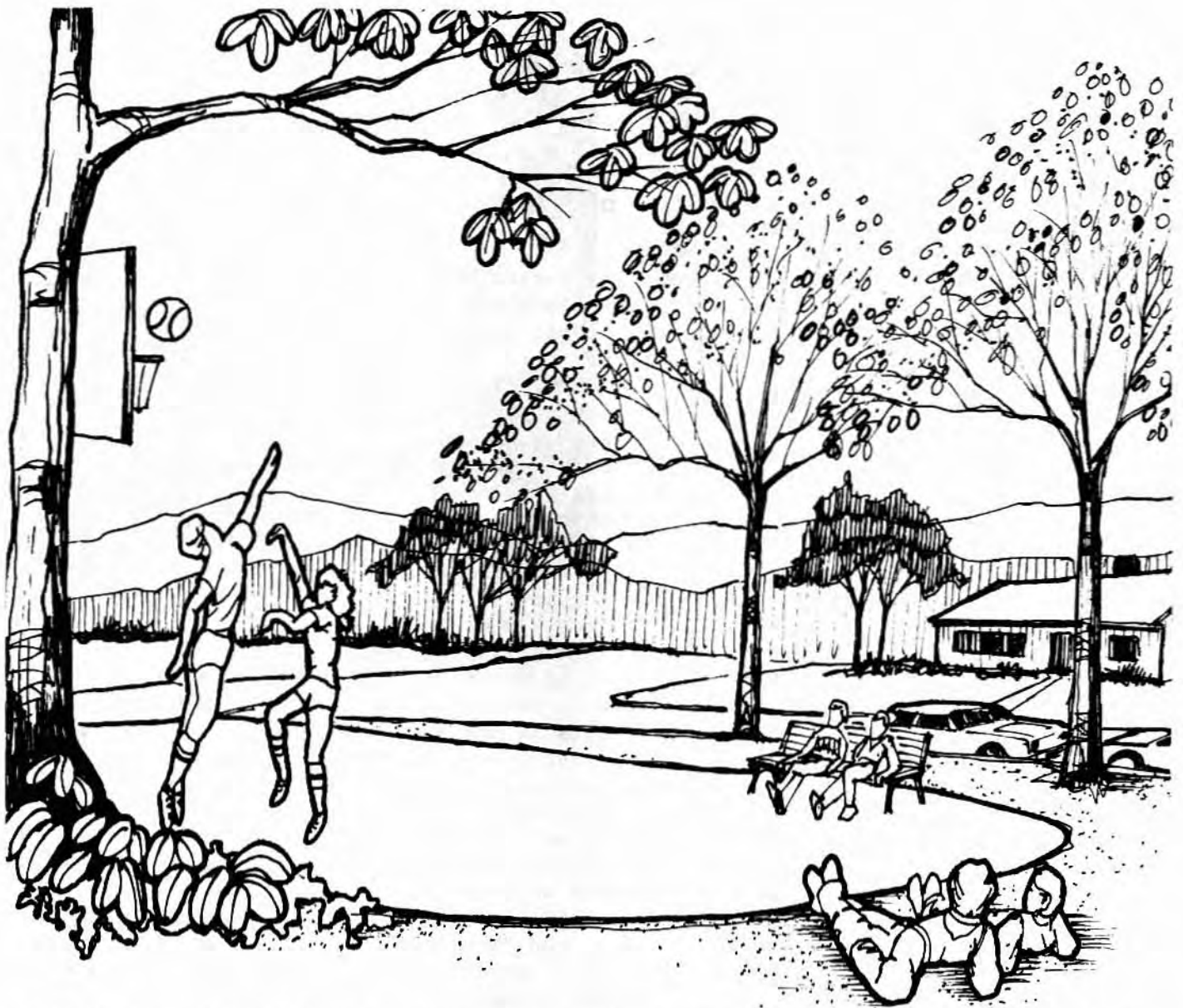
Public Lands and Facilities

Within the area numerous public agencies own lands that are potential recreation opportunities. These public agencies include: School District #19, Lane County, Springfield Utility Board, Rainbow Water District, Thurston Water District, McKenzie Water District, and to a small degree the Bureau of Land Management. The lands under the management and ownership of these varied public agencies represent a tremendous stock of potential recreation opportunities.

School District #19 alone owns more than 350 acres of public lands of which nearly 90 acres are entirely undeveloped. As was mentioned previously, of the more than 260

acres of developed lands, it is estimated that only 25% of these lands actually are occupied by buildings, walkways, parking and other support facilities. Using a figure of 25% for the developed acres, leaves just less than 200 acres of School District public lands that could in part provide opportunities for the area's residents while minimizing the costs to taxpayers. By upgrading underdeveloped existing school grounds through formal cooperative agreements between Willamalane and the School District, the recreation resource base for the area could be vastly improved. In addition, totally underdeveloped School District sites such as Clearwater, Gateway, Garden Way, Rolling Oaks, and 51st Street could be developed in the near future as recreation opportunities. At the same time through cooperative planning and design, those lands (approximately 25% of each parcel that would be necessary for school facility development in the distant future) could be set aside and held in reserve.

With the exception of Willamalane park lands, the lands owned by School District #19 represent the single largest reserve of public lands available for recreational development in the areas that are of a neighborhood or community scale. These lands, in essence, were paid for by the same taxpayers that support Willamalane's efforts to develop the area's supply of recreation opportunities. To duplicate public expenditure for acquisition of public lands rather than pursue multi-use of public school properties, could be both unwise and unnecessary when viewed in terms of the tight economics facing public agencies and institutions of all types. The same move would also negate the potential development of any additionally acquired lands for other forms of development that would be public revenue generators. Another fact that must be considered is that many communities and public school systems are facing declining enrollment and potential school closures. Many times the older areas of districts are forced to close schools while other areas are experiencing large-scale new growth with subsequent demand for new educational



facilities. Both Portland and Eugene, the State's two largest cities, are experiencing this; and it is reasonable to assume that Springfield will follow suit. The history of the American park and recreation movement lies deeply rooted in the development and expansion of the nation's public education system, and indeed the future of both may be more reliant upon cooperation with one another, than is commonly thought. School district lands in no way can answer all the area's needs for additional recreational lands, but their potential in bolstering the recreation system at a lower public cost must be examined.

Lane County also owns underdeveloped public lands that are recreation opportunities for the area's residents. Clearwater Park's 48 acres along the Middle Fork of the Willamette River, have a valuable recreation potential for the community as do the east end and east addition of Alton Baker Park and the Mt. Pisgah site where the future Howard Buford Recreation Area is being developed. Clearwater, as an undeveloped, heavily vegetated natural area, could conceivably be used as a site by the county for badly-needed camping facilities close to the metropolitan area. A camping facility at Clearwater could double the stock of existing camping opportunities now provided

only by the state at Armitage Park. Alton Baker Park and Mt. Pisgah will aid in supplying both metropolitan and regional scale facilities. The location and size of these county parks, however, are metropolitan and regional in scale and not neighborhood and community in scale, which are Willamalane's highest priorities. The Lane County Parks and Open Space Master Plan adopted in 1980 and discussed previously in this text, contains a number of policy statements that in essence state that the county will place a high priority on identifying and preserving prime recreational sites within the urban growth boundaries until such a time as they are needed for recreational development or until they are annexed into the city and park district boundaries. With coordinated planning between the two agencies, the county acting in this capacity could be of great aid to the district in assuring that future recreational lands will be available to Willamalane's residents.

The final group of public agencies that have large reserves of public lands that could provide future recreational opportunities are the area's utility boards and water districts. Almost all own valuable tracts of land adjoining the area's two major rivers, the McKenzie and Willamette. These lands have in most cases been acquired for water supply needs and generally include water intake and filtration plants or well fields. Through cooperative agreements regarding planning, design and development, the utilities' specific facilities could be protected and vandal-proofed and at the same time public access and recreation development could be negotiated. Most of these sites would provide additional valuable accesses to the rivers and could serve as links in the area's river side recreation system. Notable examples are the Eugene Water and Electric Board's Vitus Butte and Hayden Bridge sites along the McKenzie River and the Springfield Utility Board well field and South 28th Street adjoining the Springfield Millrace and the Middle Fork of the Willamette River.

Additional public lands in the form of corridors or rights-of-way owned or managed by

other public agencies, utilities or the State Department of Transportation will be discussed in subsequent sections on urban and natural corridors.

Private Lands and Facilities

Historically, until the formation of the Willamalane Park and Recreation District, people of the Springfield area enjoyed most of their recreation experiences on private lands. Today there still remain a number of private areas that allow public access and recreation. In addition an increasing number of private interests or businesses are providing facilities for people's leisure and recreation needs. These two kinds of recreation opportunities provided by the private sector are an invaluable resource in the area's recreation system. Willamalane wishes to encourage the private sector in supplying recreation opportunities and in so doing provide direction and assistance wherever necessary or appropriate. Willamalane does not intend to compete with private suppliers of large-scale recreation facilities that provide needed recreation opportunities that are not a high district priority or that require a larger degree of capital investment than can be afforded by the district. To preserve public access on those private lands that are not yet posted "No Trespassing" both the public at large and Willamalane must work to keep the few abusers of these opportunities from spoiling and eliminating future possibilities for the rest of the public. In dealing with public use of private lands it must be remembered that the rights and property of the private supplier are of paramount importance and mis-use may remove the recreation opportunity.

Historic Areas and Sites

The primary responsibility for preservation of Springfield's historic resources lies with the City of Springfield. Information regarding preservation efforts by



The recreation opportunities afforded by a city's historic structures and sites have only recently begun to be realized by the area's residents. The donation by the city of the recently restored, "Historical Landmark" P.P. and L. Building at 550 Main Street, for a year's time to be used as the city's first Springfield Historical Museum, further reinforces the area's awareness of its historic resource potentials. Many of the city's designated "Historical Landmarks" are within a few block radius of the Museum and both formal and informal walking tours could originate from there. It is hoped by the volunteer Museum Committee that the variety of activities, events and displays presented in the Museum's first year of operation will increase both public interest and support of historic preservation efforts by the City of Springfield.

Urban Corridors

Urban corridors are linear urban outdoor spaces such as streets, sidewalks, pedestrian paths, bikeways, and sometimes utility right of ways or corridors. They serve to link the area's recreation nodes together and to integrate them with other functions of the community. As recreation opportunities, these urban corridors have the potential to extend the recreation experience from recreation nodes out into the remaining fabric of the community, including its urban, suburban and rural areas. Urban corridors can transform the area's recreation opportunities from a scattering of isolated areas into a fully integrated and accessible recreation system where all the parts are conveniently linked, and recreation or leisure experiences are continuous.

the city's Historic Research Coordinator, is contained in a report titled Historic Buildings of Springfield: 1980, compiled pursuant to LCDC Goal 5 "Open Spaces, Scenic and Historic Areas and Natural Resources". To date five sites or structures have been designated as "Historical Landmarks" within the city. Four additional sites or structures are potential "Historical Landmarks" and another twenty-two have been suggested for this potential designation. To date no historic districts have been designated by the city. Willamalane has supported the city's efforts in numerous ways, including financial support, public education and information distributed through the community schools program and by co-sponsoring and participating in special events. Willamalane has also purchased the historic Dorris Ranch property and at this time is determining potentials for its historic designation.

URBAN CORRIDORS



- Nodes
- Urban Corridors



The primary concern of urban corridors as recreation opportunities, is their function in providing convenient, safe, and aesthetically pleasing pedestrian and bicycle linkage and access to and from the area's recreation nodes. Of highest priority to Willamalane is the effectiveness of these urban corridors in moving persons from residential neighborhoods and schools to Willamalane's parks and recreation facilities, and back again. Also of importance is how well they aid persons in taking advantage of the area's other recreation opportunities, or in the recreation opportunity or experience they themselves provide. A discussion of the varied types of urban corridors and the recreation opportunities they provide follows.

Streets

The street system has traditionally provided access for people to and from the area's parks and recreation facilities. The adequacy of this access has depended upon the location and level of development of the varied streets. Many of the area's streets have been fully developed to meet modern standards including asphalt paving, curbs and gutters, landscaped parkways and concrete sidewalks. Many others, however, are not built according to current standards. Some lack paving altogether and still others have some paving but lack curbing, gutters and sidewalks, and usually have open drainage ditches paralleling their length. Without sidewalks the only place for pedestrian traffic is on the roadway itself, posing many safety hazards. These same streets, because of their poor condition, can act as barriers rather than accesses to mobility for young children, senior citizens and persons with physical limitations. The City of Springfield has placed a high priority on upgrading portions of its street system that lack modern development standards. In so doing the city will inadvertently improve the area's recreation system by upgrading its urban corridors. The removal of the open drainage ditches and construction of sidewalks will

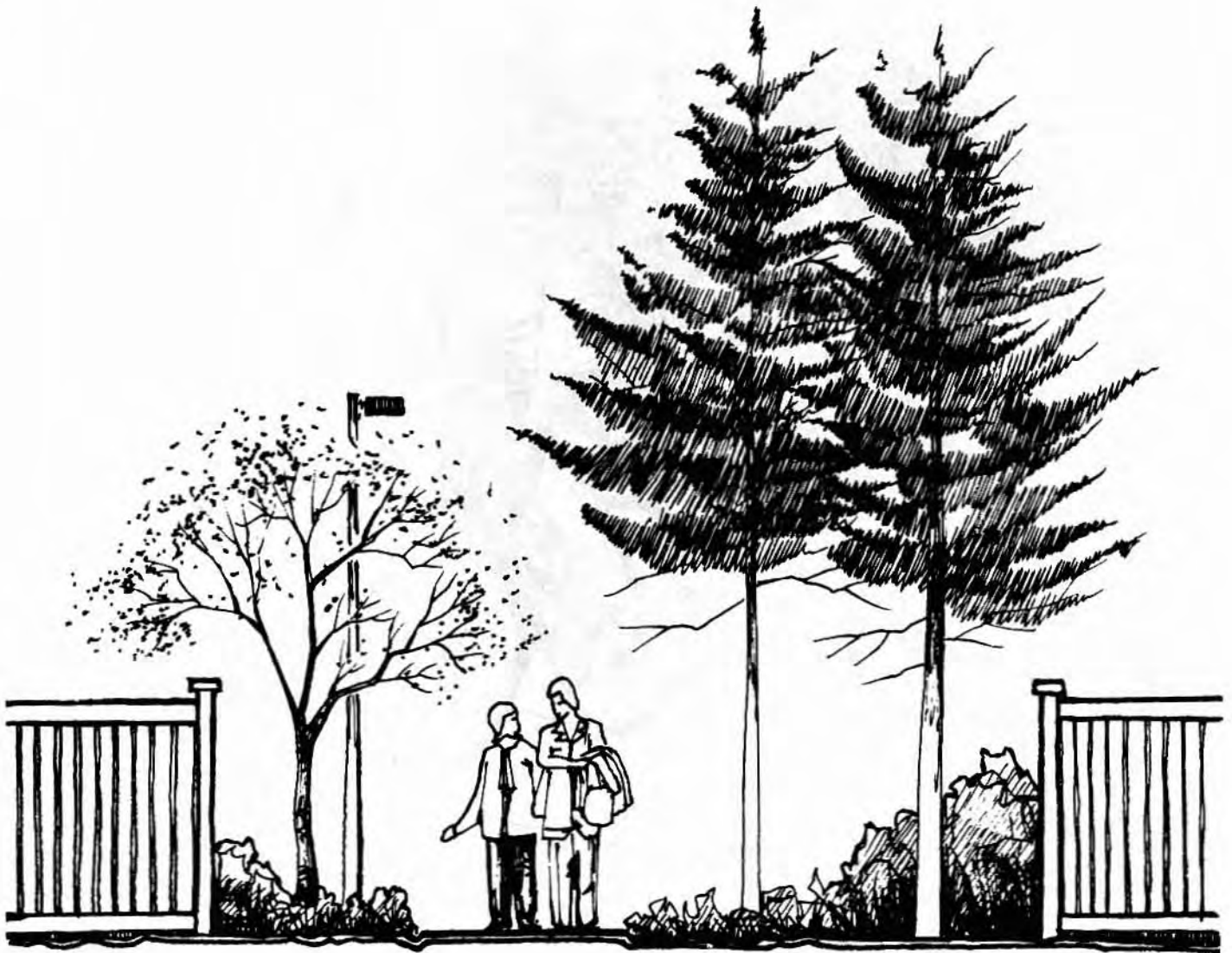
make these urban corridors more convenient and functional for pedestrian traffic, and consequently the corridors will be safer. In addition, new street tree plantings will bring a more park-like quality to the character of these streets.

Pedestrian Paths

There was a time when the street system was sufficient to safely and conveniently handle normal pedestrian traffic to and from the area's parks and recreation facilities even where no sidewalks were provided. That time however, has passed. The higher speeds and increased levels of traffic today necessitate the need for entirely separate systems for pedestrian traffic. These pedestrian paths can either be modern concrete sidewalks paralleling the area's streets with handicap ramps at street crossings, or entirely separate paths independent of the street system. Many of the area's newer residential and commercial developments have successfully incorporated this second concept of independent pedestrian paths in their construction. Willamalane's primary concern with the area's pedestrian paths and sidewalks is assuring that they safely and conveniently facilitate the movement of people to and from the District's neighborhood and community park and recreation facilities. A fully developed system for pedestrian movement also reinforces the increasing trend of people walking as a form of recreation, a trend which is growing each year and a recreation form which rates as one of the highest on the national level.

Bike Paths

Springfield's bikeways are the most important series of urban corridors extending recreation experiences and opportunities out away from the area's recreation nodes and integrating them with other functions in the community. Springfield and the



Willamalane District are ideally suited for bicycle recreation and transit because of the area's predominantly flat terrain; the large number of recreation bicyclists in the area prove the point. Bicycling, like walking, has become one of the most popular recreation activities for people of almost all age groups. The area's existing bike paths and those planned as a part of the Metropolitan Area Bikeway Master Plan are shown on the accompanying Map 18, Recreation Opportunities. Potential bicycle and pedestrian routes that Willamalane suggests would serve to improve the area's total recreation system are also shown on the map. These potential bicycle and pedestrian routes were selected for safe, con-

venient interconnections between recreation nodes and other community functions, or for connections between the community and its abundant open space recreation opportunities. The main open space recreation opportunities capitalized upon are the area's abundant water-oriented natural corridors including the Willamette River Greenway and the McKenzie River.

Three major potential routes in the west side of the District are shown on Map 18. The first is an extension of the existing bike path along the abandoned railroad right-of-way north of Hayden Bridge Road connecting to Armitage Park on the McKen-



zie. Another major route extends east from Armitage Park following the McKenzie River to Hayden Bridge and Vitus Butte. The route would follow the banks of the McKenzie River where possible and elsewhere would use the existing street system. The third major route follows the east bank of the Willamette River extending the existing route from Island Park south to, and around, Dorris Ranch. The path then heads east following the north bank of the Middle Fork of the Willamette River along the Willamette River Greenway until it connects with the bike path planned to parallel the future McVay Corridor (30/30 Connector). This planned bike path will cross the Middle Fork south of 32nd Street and connect Springfield to the Howard Buford Recreation Area in Mt. Pisgah.

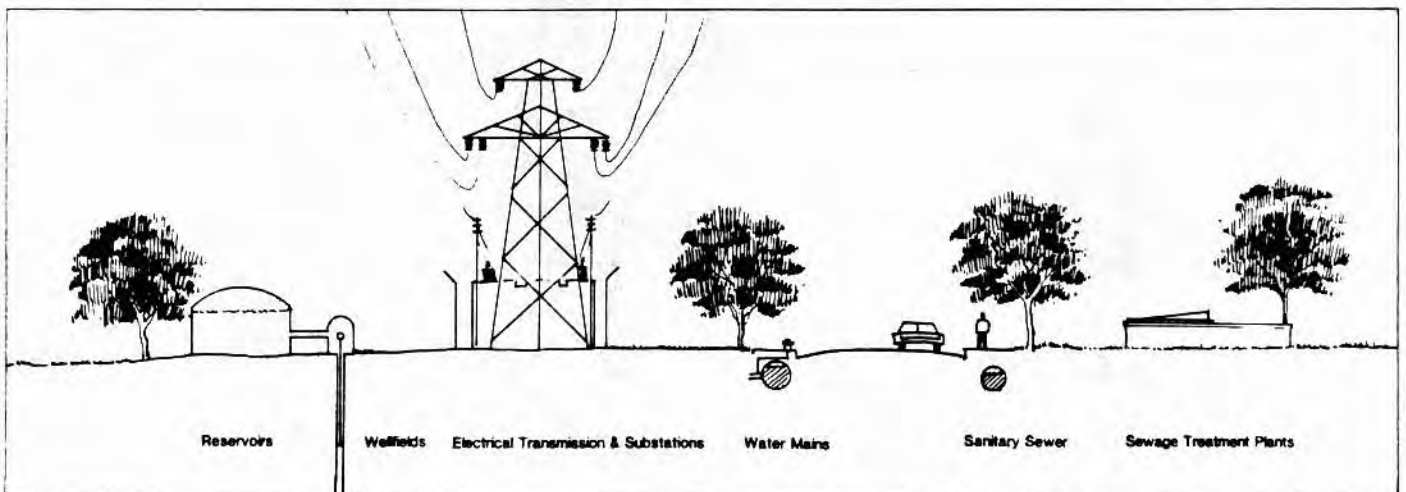
The major potential bicycle and pedestrian route on the east side of the District is an extension of the existing east-west route following North G Street in west Springfield. This route would extend east over the railroad tracks and into the adjoining residential neighborhoods, then proceed along the edge of the Weyerhaeuser industrial area to the residential neighborhoods west of the I-105 freeway and the proposed Bob Artz Memorial Park on 51st Street. From Bob Artz Memorial Park the route would proceed east along the residential neighborhood streets to a pedestrian overcrossing of I-105. The route then continues east connecting Thurston High School, Thurston Park, 66th Street and Thurston Elementary Schools with adjoining residential neighborhoods. This route is

perhaps the highest priority bike and pedestrian path relative to the community's recreation needs. This route could have immediate impact because it would safely and conveniently link the east end of the District with the community aquatic facilities at Willamalane Park and other recreation opportunities in the west end of the District. This route is much safer and more convenient than the planned route along Main Street.

Another potential route in this area extends south from Main Street paralleling the planned extension of I-105 to a point where it will intersect the Jasper-Lowell Road along the Middle Fork of the Willamette River. The final potential route in this area, proceeds northeast from Bob Artz Memorial Park, crosses I-105 at the existing signal at 52nd Street and eventually connects with the Thurston Middle School Park site.

Rights of Way

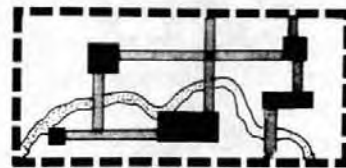
Rights of way belonging to or managed by utility companies, water districts, railroads and the State Department of Transportation extend and intersect throughout all areas of the Willamalane District. Their existing value as recreation opportunities lies in the open space characteristics and in some isolated cases the wildlife habitat that they and associated vegetation provide. However, their value as recreation opportunities and urban corridors is a very real potential. A good example of this multi-use is the E.W.E.B. right-of-way in North Springfield. The construction of the bike path along the right-of-way is amenable to E.W.E.B., and has caused no apparent problem with their operations. It has considerably improved both recreation and transit opportunities in the area.



Natural Corridors

Natural corridors are those linear, natural outdoor spaces including rivers, streams, sloughs, drainages, irrigation ditches, the millrace and vegetated corridors. The value of natural corridors as a recreation opportunity lies not in developing them but in preserving them for future recreational use and for their existing open space values. In addition to contributing to the area's open space resource these natural corridors provide valuable wildlife habitat, storm water run-off control, visual buffering and screening. Many times they are visual resources in themselves. A discussion of some of the area's most important natural corridors as they relate to recreation opportunities follows.

NATURAL CORRIDORS



- Nodes
- Urban Corridors
- Natural Corridors



Rivers, Streams and Sloughs

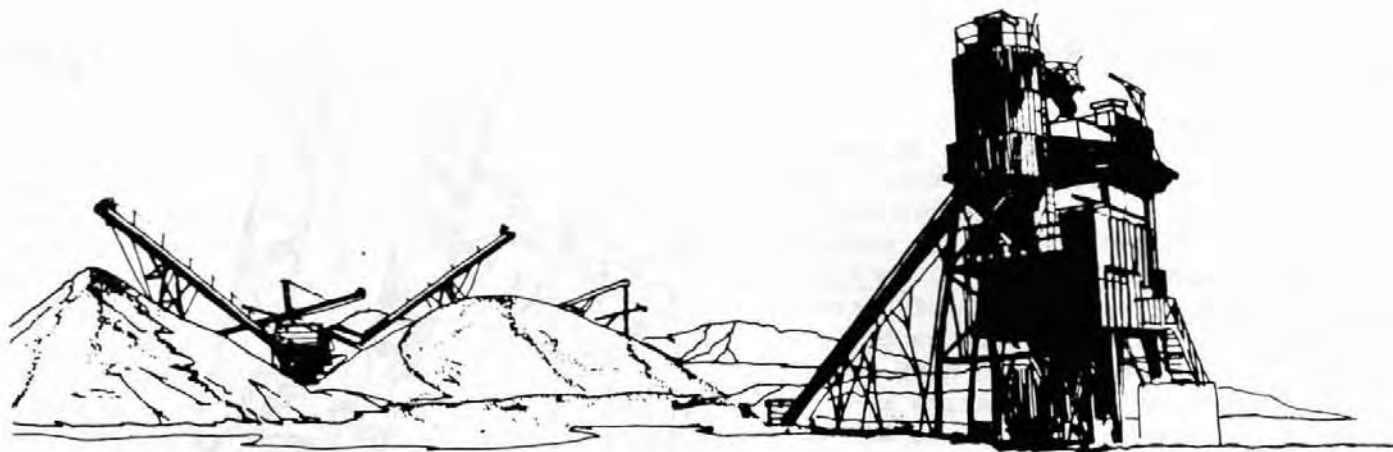
The two major natural corridors in the area are associated with the McKenzie and Willamette Rivers. They are shown with their associated band of riparian vegetation on the accompanying Map 18, Recreation Opportunities. The value of these corridors as recreation resources has yet to be realized or capitalized upon. Both rivers represent major recreation resources not only on a local level but on a state and national level as well. L.C.D.C. Goal 15 was written specifically to assure that the Willamette River and its associated greenway is protected and preserved for the enjoyment of future generations. The McKenzie River is under study for potential inclusion in the federal government's Wild and Scenic Rivers program. In addition to these two corridors there are a number of streams, creeks, sloughs, and smaller rivers in the area. The Mohawk River joins the McKenzie River about a mile downstream from Hayden Bridge. Cedar Creek, Camp Creek and Kizer Slough are also part of the McKenzie system. Pudding Creek and Thompson Slough are tributaries to the Willamette system.



Millrace and Drainageways

The Springfield Millrace is another of the area's important, water-oriented natural corridors. Hand dug nearly 100 years ago, the Millrace originates along the Middle Fork of the Willamette River south of 36th Street and flows in a predominantly westerly direction until it again joins the Willamette River, this time the main stem adjacent to Willamalane's Island Park. This natural corridor has already attracted much attention as a major recreation opportunity for the area and the Metropolitan Area Bikeway Master Plan has a bicycle route planned to parallel its entire length. In addition to this water course another major man-made waterway in the area is the Q Street drainage. It runs in a westerly direction originating near 28th Street and roughly paralleling I-105 until its terminus in the canoe canal system at Alton Baker Park in Eugene. The drainage straddles a broad and open right-of-way that with a minimum of effort could easily handle the addition of a bicycle and pedestrian path and landscape plantings.





Vegetation Buffers

The vegetation buffers indicated on the accompanying map do not at this time exist but are a concept that might increase the area's recreation opportunities while resolving potential land use conflicts between abutting lands. Most of the buffers shown are between heavy industrial or agricultural lands and adjoining residential neighborhoods. Rising concerns about air, water, noise and visual pollution from heavy industry and about the pesticides, herbicides, noise, dust and smells from agricultural production have heightened the public's focus where these uses abut residential areas. The concern is also apparent in lower property values associated with residential lands along these "edges". The potential resolution of the issues and conflicts arising along these edges may be by developing buffers with recreation opportunities, and by structuring both ordinances and development plans around this concept. Were a public easement to be created along their length, coupled with substantial plantings of native shrubs and trees, the vegetation buffers and natural corridors created could become amenities where once nuisances or eyesores occurred. The vegetation, particularly the trees, as they matured, would visually buffer the neighborhoods from the other land uses and would also provide valuable wildlife habitat and open space

within the city. In many areas where these edges are of significant length and location these vegetation buffers could also be developed to accommodate bicycle and pedestrian paths, further strengthening and integrating the total recreation system within the community.

Rights of Way

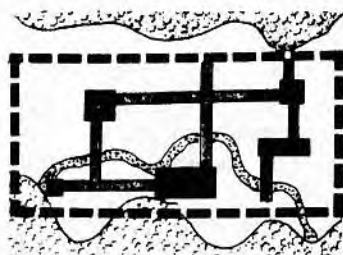
An initial discussion of the recreation opportunities provided by rights-of-way as urban corridors has preceded this section. Nevertheless it is important to note the recreation opportunities they represent as natural corridors. Many of these corridors, particularly those rights-of-way for large electrical transmission lines, have recreational potentials and values that have been demonstrated in other parts of the state and nation. Corridor park development along their length has been a highly successful concept executed elsewhere and has shown that their multi-purpose capacity for both recreation and their primary intended use, energy transmission, is great. Traditional management of these natural corridors when used exclusively for electrical transmission is

primarily centered on vegetative suppression for maintenance access and fire safety and limitation of public access for liability reasons. When also used as recreational corridors, normal park management practices alleviate fire safety and liability concerns. The public benefits from the increased recreation opportunities provided by additional plantings, open space, and the construction of additional amenities, i.e. bike paths, play and picnic areas.

Public Open Space

Public open space as it is discussed here means those open spaces including public lands, agricultural lands, forest lands, and scenic areas of recognized value to the public and community as a whole. The word "public" in this case in no way means or construes public ownership. Their values vary with each of their individual characteristics or attributes and have been recognized on the state level in L.C.D.C. Goal 5, "Open Spaces Scenic and Historic Areas and Natural Resources". The universal value of open space is the community's residents association with the natural environment in an urban setting. It additionally provides both a contrast and change in spatial surroundings and activities that most indoor environments do not or cannot provide.

PUBLIC OPEN SPACE



- Nodes
- Urban Corridors
- Natural Corridors
- Public Open Space

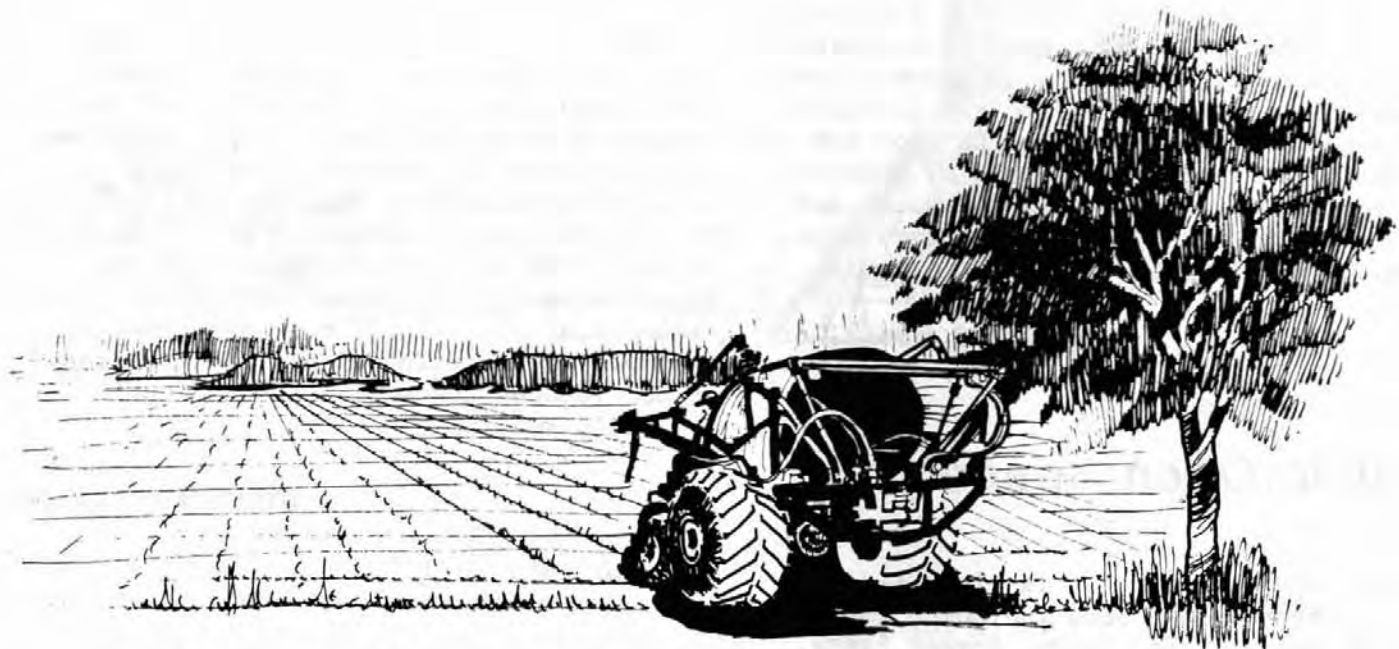


Public Lands

The existing supply of public lands form the core of the community's open space. The varied types of public lands and the recreation opportunities they provide have been discussed in preceeding sections. Although they do form the core of the area's public open space and are of documented value as recreation opportunities in the community's recreation system, their value and existence do not suppress the need or the value of additional types of public open space discussed in the following section.

Agricultural Lands

Currently large amounts of agricultural lands exist both within and outside the Urban Growth Boundary established in the 1980 version of the Metro Area General Plan. Ultimately, however, all agricultural land use within the urban growth boundary will be replaced by other land uses and as a result a substantial amount of the area's open space will disappear. Areas where agricultural use will continue outside the boundary are shown on the accompanying Recreation Opportunities map. The overall value of agricultural land is recognized in L.C.D.C.'s Goal 3, "Agricultural Lands". Most of the area's lands designated for permanent agricultural use are located on lower river terraces associated with floodway fringe areas and as such are unsuitable for any forms of urban development. Guidelines outlined in L.C.D.C. Goal 3 suggest that "urban growth should be separated from agricultural lands by buffer transitional areas of open space." Willamalane believes that this guideline is a sound principle and should be adhered to in the context of local planning and zoning. The vegetation buffers suggested for recreational use by Willamalane and discussed in the section on "Natural Corridors" would bring the Metro Area General Plan into compliance with L.C.D.C. Goal 2 and at the same time



Forest Lands

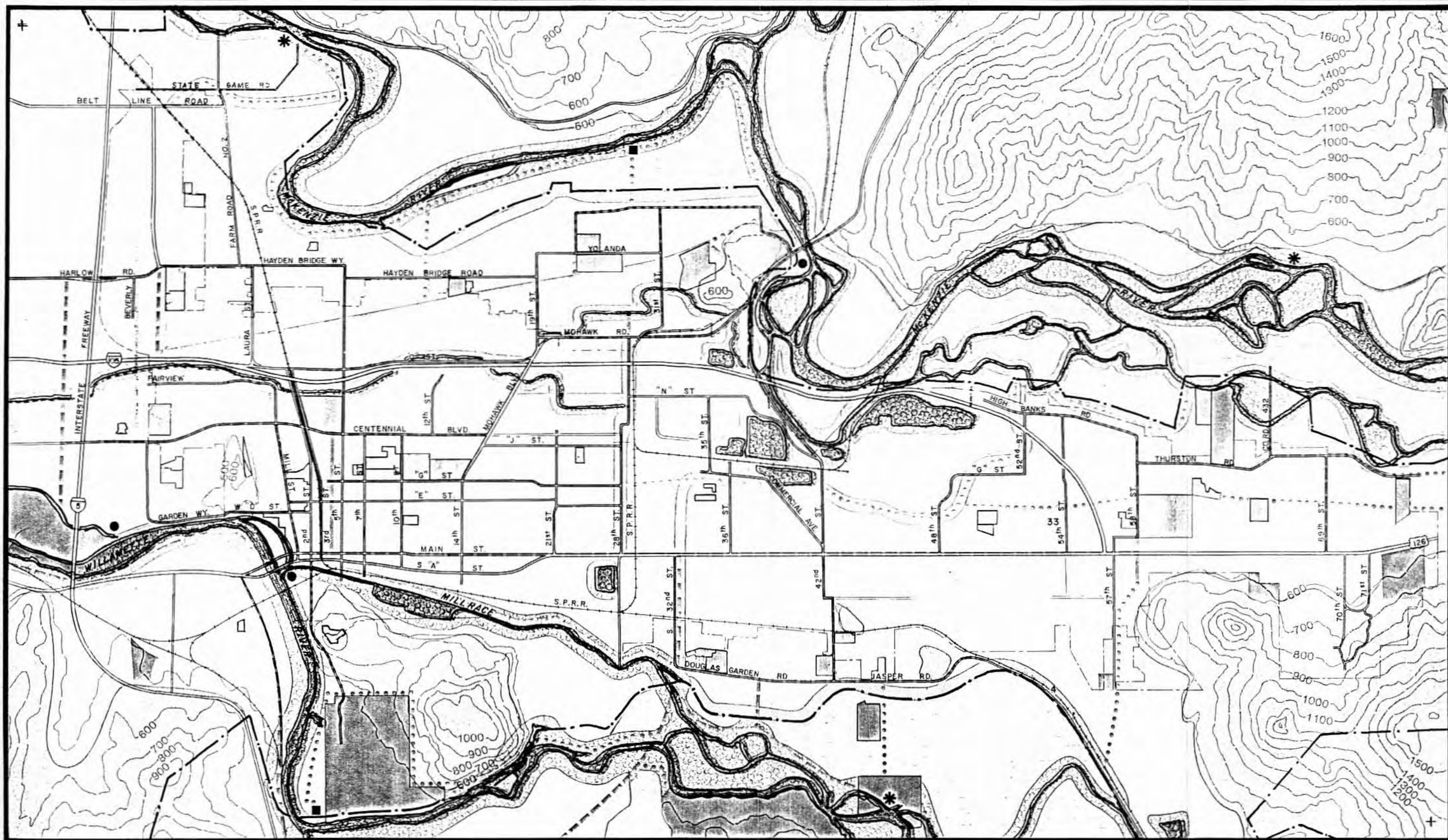
benefit the community's recreation system. These vegetated buffers adjoining agricultural lands are located north of the Gateway area in the northwestern corner of the District, north of the Hayden Bridge Road residential neighborhoods, north of the residential neighborhoods in the Thurston Road area and south of Jasper Lowell Road and the residential areas there.

Forest lands in addition to their primary use, provide secondary scenic open space and recreational values. With the exception of certain portions of Dorris Ranch, no significant forest lands exist within the Willamalane District. However, adjoining the current District boundaries and within the urban service boundary there are significant forest lands in the hills south of Main Street in the Thurston area of Springfield. All of these lands are designated for low-density residential land use in the 1980 Metro Plan. The City of Springfield has taken steps to partially protect these forest lands as they are developed for residential use, by adopting a series of ordinances contained in the 1980 Natural Resources Study, directed at protecting, preserving, and enhancing the area's open space, parks and recreation, scenic and fish and wildlife resources. More discussion regarding the scenic values provided by forest lands follows.

Scenic Areas

The Willamalane District and the City of Springfield are virtually surrounded on three sides by areas of scenic resource value. The predominant physical characteristics creating these scenic resources are a combination of the surrounding topography including mountains, hills, buttes and ridges and abundant forest lands. A complete discussion of these physical characteristics is contained in the preceding chapter, "Physical Environment". The forest lands spoken of here refer to both those lands producing trees of recognized economic value and lands producing less commercially valuable species including alder, ash, oak, madrone and maple. To the north, east and south the community is bounded by these scenic areas but local planning documents do not adequately recognize this fact. Scenic areas immediately north of the McKenzie River and southeast of the Thurston area are not shown or indicated in any fashion in the 1980 Metro Area General Plan. Willamalane believes these scenic areas are of great value to the residents of the community and these scenic areas should be included in future Metro Plan Updates. These same scenic areas were inventoried as a part of the preparation of the Working Papers. The bulk of information for formulating planning guidelines for the areas is available to both the City of Springfield and Lane County, and the guidelines are needed immediately to assure the scenic resource value of the areas are protected.





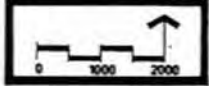
Sources:

- For existing and planned information see Maps 9, 11, 13, 14.
- For potential features, Lacoss & Associates.
- * EXISTING BOAT RAMP
- EXISTING BOAT RAMP (requiring improvements)
- POTENTIAL BOAT RAMP

- URBAN SERVICE BOUNDARY
- EXISTING BICYCLE ROUTE
- - - PLANNED BICYCLE ROUTE
- POTENTIAL BICYCLE & PEDESTRIAN ROUTE

- EXISTING PARKS, SCHOOLS, & OTHER PUBLIC OPEN SPACE
- AGRICULTURAL LAND USE CLASSIFICATION (Metro Area General Plan)
- TOPOGRAPHIC FEATURES (50' higher than surrounding landscape)
- RIPARIAN CORRIDOR
- VEGETATION BUFFER ZONE (for conflicting land uses)

RECREATION OPPORTUNITIES



Map
18

LACOSS AND ASSOCIATES
 Landscape Architecture • Community & Urban Design • Environmental Planning
 1873 Garden Avenue Eugene, Oregon 97403 Telephone: (503) 485-8608

COMPREHENSIVE PLAN 1980 WILLAMALANE PARK AND RECREATION DISTRICT

As the following introduction states, *Goals and Objectives* are the heart of the comprehensive plan. This chapter lists and explains the Park and Recreation Goals, Objectives and Policies for the Metropolitan area, the City of Springfield, and the Willamalane District.

Goals, Objectives and Policies

Introduction

Goals and objectives are the heart of the comprehensive plan. Goals and objectives are essential to the preparation and implementation of a recreation plan. Goals provide the District with direction. In this sense, goals are ideals expressed in somewhat abstract terms. They are values to be sought after, not objects that necessarily can be measured or attained; i.e.: improving the quality of life of a community. On the other hand objectives are ends or points to be reached. Objectives are capable of being measured or attained, i.e., providing a diversity of recreation opportunities. In general, goals are universal and lasting, while objectives can change as conditions and recreation needs dictate. Goals are statements of desirable conditions toward which the District should be directed. Objectives are stated purposes of the District for planning and taking action.

Policies are the backbone of the comprehensive plan complimenting and extending that which has been established in the goals and objectives. Policies are governing principles or courses of action. The policies become a broad framework governing District action. Policies take ideas from a conceptual level of abstraction and express them as statements of intent or action. Policies should always, however, retain a dimension of flexibility recognizing the rapid changes which will continue to occur on the District level. Annual updating of the comprehensive plan shall include review and adjustment when and where necessary of District policies. Thus this policy oriented comprehensive plan, by being more flexible regarding rapid changes in District recreation needs, becomes far more useful over a longer period of time than does a project or site oriented park and recreation "master plan".

Metro Area

The following is an account of the goals, objectives, and policies established for the Eugene-Springfield vicinity in the 1980 Metropolitan Area General Plan for parks and recreation facilities:

Goal

Provide a variety of parks and recreation facilities to serve the diverse needs of the community's citizens.

Objectives

1. Coordinate regional-metropolitan parks planning and development among local and state agencies.
2. Ensure that regional-metropolitan parks planning provides a balanced variety of park and recreational opportunities.
3. Develop local standards, measures, and implementation techniques to determine the level and types of local park and recreation facilities necessary to serve the needs of the residents of each jurisdiction.
4. Develop park sites and recreation facilities in the manner best suited to serve the diverse interests of local residents and in areas of greatest need.
5. Close the gap between the current supply of park and recreation facilities and the projected demand.
6. Expand opportunities for the development of private recreational facilities.

Policies

1. Develop a system of regional-metropolitan recreational activity areas based on a facilities plan for the metropolitan area that includes acquisition, development, and management programs. The plan and system should include reservoir and hill parks, the Willamette River Greenway, and other river corridors.
2. Prepare local parks and recreation analyses and plans, coordinated on a metropolitan level, in each jurisdiction.
3. Accelerate the acquisition of park land in projected growth areas by establishing guidelines determining where and when developers will be required to dedicate land for park and recreation facilities, or money in lieu thereof, to serve their developments.
4. Encourage the development of private recreational facilities.
5. Develop mechanisms and processes by which residents of an area to be served by a neighborhood park, neighborhood center, or play lot can participate in the design, development, and maintenance of the facility.
6. All Metro area parks and recreation programs and districts shall cooperate to the greatest possible extent in the acquisition of public and private funds to support their operations.

Springfield

The Natural Resources Study and the Willamette Greenway Study both compiled by the Springfield Planning Department in 1980 also establish goals, objectives and policies that relate to recreation opportunities within the Willamalane District. The Natural Resources Study primarily addresses LCDC Goal 5 "Open Space, Scenic and Historic Areas, and Natural Resources" but the study also has implications regarding LCDC Goal 8 "Recreational Needs". The Willamette Greenway Study primarily addresses LCDC Goal 15 "Willamette River Greenway" but the study also has implications regarding Goal 5 and Goal 8.

The following goal objectives and policies were adopted by the City of Springfield and are contained in the Natural Resources Study:

Goal

To conserve, protect and enhance open space, fish and wildlife habitats and scenic views and sites.

Objectives

1. Continue and improve Springfield's cooperative efforts in working with other state and local agencies which are directly responsible for the management and/or provision of open space, park lands and fish and wildlife habitats.
2. Address the effects of urban development proposals on identified environmental assets and constraints.
3. Improve Springfield's visual image.
4. Facilitate the use of economically development forms in natural resource areas.

Policies

OPEN SPACE

1. No building lots under 12,000 square feet in size will be created if their average slope would be 45% or greater.
2. Any development proposal for lots over 1 acre in size having an average slope of 20% or greater shall be strongly encouraged to follow PUD procedures.
3. Engineering guidelines for development in hillside areas are being prepared as part of the current updating of the city's subdivision ordinance. Once approved, these guidelines will be implemented.
4. Springfield's PUD regulations will be promptly revised, updated and adopted to make it easier to use this form of development.

PARKS AND RECREATION

5. The city will maintain and improve its cooperation and communication with the Willamalane Park and Recreation District.

SCENIC

6. Landscaping shall be required in all site plans submitted to the city's Site Plan Review Board.
7. The retention of trees over four inches in diameter shall be strongly encouraged in all site plans submitted to the city's Site Plan Review Board.
8. A revised Springfield Sign Code that acts to maintain and improve scenic values shall be promptly adopted by the City Council.

FISH AND WILDLIFE

9. Any development proposal located in prime wildlife habitat areas as identified by the City shall be strongly encouraged to follow PUD procedures.

The following goal, objectives, and policies were adopted by the City of Springfield and are contained in the Willamette Greenway Study:

Goal

To protect, conserve, enhance, and maintain the scenic, historical, agricultural, economic and recreational land along the Willamette River and within the City of Springfield.

Objectives

1. Springfield will work with the State Department of Transportation and other governmental agencies and special districts to protect their Willamette Greenway lands and resources.
2. The intent of the State Greenway findings and policies will be upheld by Springfield in its Greenway regulations.

Policies

1. Springfield shall adopt the addition to its existing Willamette Greenway boundary which is shown on the attached map. (The addition includes all lands as shown in the State Willamette River Greenway boundary west of Island Park to a point where the Willamette River is crossed by the Interstate 5 freeway bridge).
2. Springfield shall adopt a special overlay zoning district which will encompass all Greenway lands within the City. All development within this district shall appropriate Conditional Use Permit procedure.
3. Springfield's Conditional Use Permit procedures shall be amended to provide specific guidelines for the City's review of Greenway zoned development proposals.

Willamalane

Philosophy

The role of the public park and recreation district is directly related to the health, livability, and quality of life in a community. The Willamalane Board of Directors believes that its primary responsibilities are the provision of park and recreation facilities and services of the highest quality and professional caliber, in a cost effective manner which will serve to enhance the elements of health, livability and quality of life for the District's residents. Further, the Board believes the rights and pursuits of the individual, along with the conservation of natural and cultural resources must be represented and protected whenever decisions are made in the general public interest for the investment of resources in park and recreation facilities and services. Such responsibilities must be carried out in a manner which creates a positive leisure environment that reinforces personal feelings of self-worth in each individual regardless of age, sex, creed, ethnic origin, or physical capability.

Goal

Provide a variety of park and recreation facilities and services that meet the diverse needs of, and creates a positive leisure environment for the residents and visitors of the District.

Objectives

1. PARK AND RECREATION FACILITIES

Willamalane shall provide a variety of parks, recreation facilities and natural areas to meet the diverse needs of all the residents and visitors of its jurisdiction at the neighborhood, community and metropolitan levels, in a manner that will enhance the health, livability and quality of life in the community.

2. LEISURE PROGRAMS

Willamalane shall provide for its residents a broad base of leisure program alternatives designed to meet the interests of its various populations and to enhance the positive feeling of self-worth in the individual, regardless of age, sex, creed, ethnic origin or physical capability.

3. PLANNING

Willamalane shall initiate a system and maintain a process of comprehensive planning and accountability which will enable the District to make sound decisions concerning park, recreation facility, and leisure program development which will satisfy existing and future recreation and leisure needs of the community.

4. COORDINATION

Willamalane shall work to establish both formal and informal mechanisms and agreements for coordinating efforts with other appropriate public agencies and private entities in the planning and development of park and recreation facilities and services. Willamalane shall also work to maximize the use of underutilized resources belonging to these public and private entities rather than have the District duplicate such recreation resources at public expense.

5. PUBLIC INFORMATION

Willamalane shall provide a comprehensive system of public information designed to both keep the community's residents and visitors aware of the District's operations and recreation opportunities and to elicit response and input from its citizens on a routine basis regarding the same.

6. ENVIRONMENTAL ENHANCEMENT

Willamalane shall strive for the conservation, protection and enhancement of open spaces, scenic and historic areas, and natural resources affecting the positive leisure environment and the provision of park and recreation facilities and services for the citizens of the District.

7. FISCAL MANAGEMENT

Willamalane will strive to provide public park and recreation facilities and services under a system of fiscal management of the highest professional caliber which insures that the investment of public resources will be applied in the most cost effective manner, under contemporary management practices.

Policies

1. PARK AND RECREATION FACILITIES

- Strive to provide similar or equal levels in the provision of parks and recreation facilities to all areas within the District's boundaries.
- Develop a system of neighborhood, community, and metropolitan parks and recreation facilities that will meet the existing and future needs of the District's residents.

2. LEISURE PROGRAMS

- Develop wherever possible parks and recreation facilities that have multi-use capabilities and a high degree of adaptability to more intensive use or uses as recreation demand and population density increase.
- Provide sufficient maintenance and up-keep to maintain high quality existing and future parks and recreation facilities.
- Assure, as necessary, that both automobile and bicycle parking is provided for at all parks and recreation facilities. Automobile parking should include spaces designed to meet the specific needs of handicapped persons.
- Evaluate the accessibility of all existing parks and recreation facilities for handicapped persons and senior citizens. Design all future parks and recreation facilities according to appropriate standards that will meet the needs of handicapped persons and senior citizens.
- Assure that all lands acquired or donated for park and recreation purposes meet or exceed minimum acreage standards.
- Land acquisition to satisfy needs for additional parks and recreation facilities should be a high priority for the District.
- Park and recreation facility sites should be acquired in advance of need so that they can be reserved for future District recreational use before the cost of acquisition becomes prohibitive.
- Strive to provide similar or equal levels of recreation services and leisure programs to residents of all areas within the District boundary.

- Strive to meet the diverse recreation and leisure needs of the entire population of the Willamalane Park and Recreation District with appropriate leisure programs.
- Assist in providing for the recreation and leisure needs of short term, out-of-the-area visitors.
- Assist other public agencies and private entities in developing leisure programs appropriate for the recreation needs of Willamalane residents.
- Encourage the development of fitness and other leisure programs within private and public work environments.
- Initiate and maintain a system for identifying available lands for new park and recreation facilities in unserved areas where recreation needs are greatest.
- Initiate and maintain a system for identifying needed remodeling or renovation to existing parks and recreation facilities.
- Initiate and maintain a system for identifying public lands owned by public agencies whose land under joint use might contribute to expanded recreation opportunities for District residents.

3. PLANNING

- Provide an on-going process of comprehensive planning including inventory, analysis and evaluation for the formation of subsequent updates and action plans.
- Continue to assess and re-evaluate recreation and leisure needs within the District so that resulting implementation efforts are streamlined for meeting those needs.
- Continually re-evaluate and update District standards for parks and recreation facilities as new information becomes available.
- Re-evaluate and adjust District policies as a part of the updating process of the Comprehensive Plan.
- Work with LTD in assuring that mass transit routing is convenient to existing and future park and recreation facility locations.
- Work with appropriate public agencies in assuring that metro bike-ways are convenient to existing and future park and recreation facility locations.
- Initiate and maintain a system for identifying lands outside current District boundaries but within the Urban Growth Boundary which could best be used to meet future recreation needs.
- Proceed with three final phases: 1) economic planning, 2) program development, and 3) master planning of the four-phase, Dorris Ranch land use planning process.
- Continue to hold public planning meetings to review, evaluate, and adapt designs for new park and recreation facilities with the neighborhood or community residents to be served.
- Respond to requests for recreational areas and facilities by various organizations and special interest groups. Each request shall be reviewed on its own particular merit and assistance shall be provided, where appropriate or applicable.

4. COORDINATION

- Initiate formal communication lines and planning processes between Willamalane and other appropriate public agencies (City of Springfield, School District #19, Lane County, Springfield Utility Board, Rainbow Water District, Thurston Water District, McKenzie Water District) and private entities whose actions affect the District and its provision of park and recreation services.
- Willamalane encourages the development of recreation areas and facilities on school lands and shall work to develop formal agreements with School District #19 regarding cooperative development of underutilized or undeveloped school district properties so that costs are not duplicated unnecessarily at public expense.
- Establish agreements and methodologies with the City of Springfield and Lane County for identifying, planning, and acquiring new park lands outside the current District boundary but within the Urban Growth Boundary.
- Establish an agreement and methodology with the City of Springfield for planning and acquiring new park lands in areas within the City and District boundaries currently not served by adequate park and recreation facilities.
- Coordinate efforts with other appropriate public agencies regarding State and Federal programs for existing and potential trail systems and wild and scenic waterways.
- Take an active role in promoting both the public and private recreation industry within the community.
- Encourage the development of recreational facilities by the private sector particularly tourist facilities and large scale facilities requiring a high level of supporting services, supplies and maintenance.
- Work with Lane County in evaluating land in close proximity to the District which are in the floodway fringe or land generally unsuitable for other purposes for possible recreational potential.
- Work with the City of Springfield, Lane County and other appropriate public agencies and private entities, to conserve, protect, and enhance open spaces, scenic and historic areas and natural resources including the Willamette River Greenway as identified in the Willamalane Comprehensive Plan when land use changes for these areas are being considered.
- Work to have included in future updates of Metropolitan Area General Plan lands just north of the McKenzie River identified in the Willamalane Comprehensive Plan as having open space, scenic, or natural resource value for the District's residents.

5. PUBLIC INFORMATION

- Vigorously encourage through appropriate informational means public participation in District planning, review, and evaluation processes.
- Encourage and seek public input and comments through the news media, public informational meetings and other appropriate means.
- Develop a system for providing appropriate public information for the District

- Develop a system for providing appropriate public information for the District's residents and visitors that will aid in their knowledge and full utilization of the areas recreational opportunities.
- Respond to individual suggestions made by District residents and visitors regarding parks, recreation facilities and leisure programs. Each suggestion shall be reviewed on an individual basis with appropriate actions taken.
- Evaluate the recreation potential for District residents and visitors of lands in close proximity to the District which are located in the floodway fringe or are generally considered unsuitable for other purposes.
- Work to incorporate recreational amenities such as trail systems, bike paths, and jogging paths with existing drainageways, open space corridors and utility rights-of-way so that these natural resources are retained as assets in the community's recreation system and natural environment.

6. ENVIRONMENTAL ENHANCEMENT

- Work with the City of Springfield, Lane County, and other appropriate public agencies and private entities to conserve, protect and enhance open spaces, scenic and historic areas, and natural resources including the Willamette River Greenway, identified as having value to District residents in the Willamalane Comprehensive Plan.
- Review the potential of Dorris Ranch, or portions thereof, for recommendation to the State Historic Preservation Office as an area considered eligible for the National Register of Historic Places.
- Consider environmental enhancement with regard to recreation development. Parks and recreation facilities shall be developed to insure that a minimum of damage to the environment occurs, while still providing a high quality recreation experience for the District's residents and visitors.
- Consider environmental enhancement with regard to recreation development. Parks and recreation facilities shall be developed to insure that a minimum of damage to the environment, while still providing a high quality recreation experience for the District's residents and visitors.
- Work to have vegetated buffers that also act as recreational and open space corridors implemented in those areas with conflicting land use classifications identified in the Willamalane Comprehensive Plan.
- Work to have timber removal operations in identified scenic resource areas utilize selective logging and other appropriate techniques in order to maintain the visual resource value of the area.
- Work to encourage public access to the rivers and streams in and adjoining the District. Willamalane shall assist other public agencies in planning and prioritizing the development of access points related to the District's recreation opportunities.

7. FISCAL MANAGEMENT

- Use appropriate means of fiscal analysis when evaluating alternatives for development or expansion of District operations, services or facilities.
- Where District economic resources are to be invested, consider both short term and long term costs.
- Make all facts and alternatives available to citizen committees working on fiscal or budget matters.
- Vigorously examine funding source alternatives for new development and renovation of District parks and recreation facilities.
- Consider new concepts of mixing public recreation areas or facilities with revenue-generating commercial uses such as food services or other concession activities in order to help finance recreation programming, maintenance, and park and facility acquisition and development.

This chapter discusses the options for gaining the additional lands needed for new parks and recreation facilities and upgrading existing resources. It also discusses methods of conserving Open Space and Scenic Areas, and maps an Open Space Overlay Zone and a Scenic Overlay Zone. These Zones work in conjunction with the Metro Area General Plan and offer a method for taking the demonstrated values of open space and scenic areas into consideration when making future land use decisions.

Implementation Guidelines

Introduction

The last stage in the recreation comprehensive planning process is examining ways to implement and revise the plan as time progresses and changes occur. This in effect implies two levels of action: (1) a practical concern for the present or immediate future that focuses on responsibility, capital budgeting, project design and citizen participation, and (2) a visionary concern for the long-range future that focuses on probable changes in recreation demand, supply, and needs regarding the community's parks and recreation facilities and the other recreation opportunities contributing to the area's entire recreation system.

There are many varied and complex mechanisms both public and private by which park and recreation and open space goals and objectives can be carried out. There is no single best solution or mechanism that will answer all the community's wants, desires, and needs regarding these goals; instead it will take a creative combination of intergovernmental coordination and cooperation based on solid citizen participation, to realize their accomplishment. Most simply stated, this combination will include elements of the following mechanisms:

Acquisition:

Obtaining ownership or rights for particular public uses through gifts, donations, easements, dedications or purchase of title or interest.

Regulation:

Developing ordinances, both prescriptive or restrictive regarding density, land use and development standards.

Taxation:

Collecting public monies for the above or creating financial incentives for the non-development of open space and other recreation resources or opportunities valued by the public.

Responsibility

The questions regarding responsibility are two-fold; who is responsible for providing for the area's park and recreation needs and for conserving open spaces, scenic and historic areas and natural resources, and to whom are they responsible? It is certain the answers to the second question come more easily than to the first.

It is the residents of the Springfield community to whom they are primarily responsible. It is their needs and values which this plan addresses and it is also they who will ultimately see the plan through. Only with the wholehearted and undivided support of residents of the area, will the plan see fruition and its objectives be reached or achieved. A secondary responsibility is to the state and its statewide goals as outlined by the Land Conservation and Development Commission. The two specific statewide goals addressed in this plan are as follows:

Goal 8 - Recreational Needs:

To satisfy the recreational needs of the citizens of the State and also those of visitors.

Goal 5 - Open Spaces, Scenic and Historic Areas and Natural Resources:

To conserve open space, scenic and historic areas and natural resources.

Other statewide goals that are implicitly addressed, include:

Goal 15 - Willamette River Greenway

Goal 3 - Agricultural Lands

Goal 4 - Forest Lands

The answer to the question who is responsible is not as simple. The easiest answer might be Willamalane, but the easiest answers are not always complete or correct.

Certainly, Willamalane as the community's park and recreation district shares the responsibility. But this responsibility is shared with both the City of Springfield, the jurisdiction with whom Willamalane is most closely allied, and with Lane County, within whose jurisdiction the City of Springfield and Willamalane Park and Recreation District reside. The fact that this responsibility is shared is reflected in the goals, objectives, and policies adopted by each of these public bodies, discussed in the previous chapter. This responsibility is also shared with others in both the public and private sector. Acquisition and taxation are mechanisms for implementation that Willamalane, Springfield, and Lane County share, but regulation is largely a mechanism that only Springfield and Lane County have. Because of this, it is most apparent that the community's recreational needs can only be satisfied and the open spaces, scenic and historic areas and natural resources conserved, when these responsibilities and tasks are shared by all three public jurisdictions. Of primary concern to Willamalane are mechanisms that will aid in providing for the community's recreational needs. Within the three basic mechanisms for achieving objectives, there exist numerous sub-categories and in addition to these, technical help and support programs are available both from state and federal agencies. The following summary includes some of the mechanisms which might be appropriate for realizing goals, objectives and policies adopted by Willamalane, Springfield, and Lane County.

Parks and Recreation Facilities

Background

Numerous options are available for gaining the additional lands necessary for new parks and recreation facilities and for upgrading existing resources. Some of these options are listed here, but others not listed may avail themselves in the future. It is critical that the District remain open to new options for realization of its recreational goals and that its actions and policies allow for their incorporation. The use of lands for public park and recreation facilities, usually requires public ownership and acquisition, or legal, long-term use agreements.

Fee Acquisition

Obviously the surest and most expensive way to obtain lands for park and recreation purposes is to buy it. Some land may be acquired by Willamalane out of current tax revenues, but substantial new acquisition will require voter approval of serial levies or longer-term capital improvement or general obligation bonds. It is also possible the District might sell portions of land it now owns to gain revenue to buy parcels it feels are more significant or valuable for recreational needs.

Leases

Another option would be to enter into long-term leases from public or private entities owning lands deemed important to the community's recreation system. This option is best exercised where only a minimum of capital expenditures are expected to be invested to upgrade the land for recreational use. Low level or passive park development is feasible on land leased on a shorter term basis, whereas a very long lease would be necessary to develop major recreation facilities such as an aquatics or community center.

Easements

Another less expensive alternative than purchase, is the acquisition of easements for public recreational use. This mechanism is especially applicable to small parcels and connecting corridors. It has already been employed within newer subdivisions in the Thurston area and elsewhere in the community and could also have applicability along the edges of commercial or industrial areas where local ordinances already require landscape plantings and buffers. Some examples tried successfully in other jurisdictions have included bicycle and pedestrian paths, vegetated buffers, or visual screens and conservation areas for wildlife habitat or other purposes.

Gifts, Donations and Dedications

An active park and recreation program may be greatly aided by public spirited citizens through gifts of land, dedication of public easements, financial contributions or even the donation of personal labor or construction materials. In other areas clubs, service organizations and businesses have adopted specific parks to maintain, or new projects to aid in construction. The Jack Lively Trust Fund was created by Willamalane to accept contributions of land, finances, or other resources for just this purpose. Additionally, formal mechanisms or agreements need to be created for transferring lands donated to the City of Springfield for park and recreation purposes, to Willamalane. The City has no agency for parks and recreation but has in the past accepted lands for that purpose. The agreements should include review by Willamalane to assure the parcels' recreation potential; and might also include the option to sell the parcel to gain funds to be used for acquiring other, more valuable, park lands.

Public Lands

A significant amount of land within the area is in possession of various public jurisdictions, agencies, school districts, and utilities -- most significantly School District #19, Lane County, Springfield Utility Board and Eugene Water and Electric Board. While not automatically available to Willamalane for District recreation needs, this land is at least preserved from other imminent forms of development, and lies in wait as possible future recreation resources. Willamalane should further pursue legal methods through proper governmental channels, for obtaining multiple-use and development agreements, public access, or other suitable alternatives to actual transfer of title or ownership.

Zoning Ordinances

Zoning ordinances for the area are created and regulated by both the City of Springfield and Lane County. Existing ordinances for different types of development make little or no effort to gather lands or monies for park and recreation or public open space needs created by these new developments. Exceptions might be seen as setback controls, landscape requirements for most types of development, and open space created in their respective Planned Unit Development (cluster) development ordinances. However, these exceptions contribute very little or no useful lands for public recreational purposes. Each new development and its subsequent conversion of land to more intensive use, nevertheless, swells the need for public lands for parks and recreation facilities and open space. As in other areas both within this state and elsewhere, developers (particularly in the residential sector) should justly expect to make their rightful contribution, either in lands or monies, to at least partially satisfy those needs created by the development. In addition to lands or monies dedicated for local, neighborhood park and recreation needs in the area of development a proportional con-

tribution in land or money should be considered to meet increased need for community or metropolitan parks and recreation facilities.

Vacant Lands and Open Space

Willamalane, Springfield, and Lane County need to further examine the community's reserve of vacant lands and open space as documented in this plan. The city and Willamalane should vigorously pursue methods for obtaining lands within current city and district boundaries to meet immediate recreational needs. At the same time, Willamalane should work to guide Lane County's acquisition of recreational lands outside the District boundary but within the urban service boundary where future annexation and growth is likely to occur.

Governmental Aid

Willamalane has a history of success in obtaining additional funds from both state and federal sources for local park and recreation purposes. However changes in the financial climate in both Salem and Washington D.C., necessitate additional efforts on the District's part to keep abreast of these potential funding sources. Major changes have occurred in the structure of the federal government and the way it funds park and recreation needs. As mentioned earlier, the former Heritage Conservation and Recreation Service has been dismantled. The National Park Service within the Department of Interior will replace or take up the function of the now defunct HCRS. Two major changes are foreseen on the federal level for funding local park and recreation. The new emphasis will be on funding projects that create, or enhance physical resources; the construction or renovation of park lands and recreation facilities. Emphasis previously had been placed on human resources, recreation programs and social services. The other major change will be that most funds other than UPARR and Land and Water Conser-

vation funds, will likely be allocated to local areas in the form of undesignated block grants. The responsibility for prioritizing and allocating these funds will be largely determined at the local level, and park and recreation needs will compete with other urban programs such as streets, sewers, economic development, law enforcement and housing. To maintain its share of funds, Willamalane and its residents must remain well informed and ready to take action.

Future Planning and Updating

In addition to the work already accomplished by the Citizen Advisory Committee, Board of Directors, Willamalane staff and consultants during this phase of the comprehensive planning process, much work remains. The Capital Improvement Plan Committee in conjunction with the Citizen Advisory Committee for the Comprehensive Plan and the Board of Directors will work with aid of the staff in further prioritizing the park and recreation needs established in this phase of the process. Short-term and long-term priorities will be established along with the examination of potential funding sources. The culmination of this effort will be a five year action plan for the District including a capital improvement plan for funding acquisition, design and development. Other planning studies and methodologies outlined in previous chapters will also need to be initiated and pursued to keep on top of changing conditions within the community. Annual updates incorporating these changes will be a continual part of the District's comprehensive planning process.

Open Space

Background

The Land Conservation and Development Commission as was previously discussed, requires in Goal 5 that the conservation of open spaces be both considered and realized through local comprehensive plans. In this same vein, Willamalane, Springfield, and Lane County have all adopted goals, objectives and policies relating to the conservation of open spaces. At this time tax incentives also exist for private and public land owners wishing to leave their land as open space. In accordance with Oregon Revised Statutes 308.745 and 308.790, application form PT-C-106 (10-71), issued by the State of Oregon Department of Revenue and available at the County Assessor's office allows for special or preferential assessment of open space lands. Taxes for approved parcels are then lowered, and remain so as long as the land is left as open space and not developed. The property owner has the right to later develop the parcel to its full intended use, but at that time back taxes will be collected, making up the difference incurred over the years.

During the Metropolitan Area General Plan updating process, the varied types of lands in the metro area of recognized open space value were inventoried. Resulting lands of open space value, assessed in that process are documented and discussed herein under the chapters titled: "Physical Environment", "Cultural Environment", and "Recreation Resources". Land with open space value which was documented during the Metro Plan Inventory Phase, was subsequently reduced or eliminated during the Working Papers, draft and adopted Metro Area General Plan. Realizing that in many cases the designated use (shown on the Metro Plan) can occur while still preserving or conserving the open space value of the land, the Willamalane Comprehensive Plan, 1980, has an open space overlay zone.

Open Space Overlay Zone

In the hope and with the determination that open space lands do have significant value to the public in both providing recreation opportunities and contributing to the area's recreation system, Willamalane has produced an Open Overlay Zone Map contained at the end of this section. The Open Overlay Zone is a composite of open spaces inventoried as a part of the Metro Area General Plan process and further refined during Willamalane's Comprehensive Plan inventory. The Open Space Overlay Zone Map indicates all the open spaces inside and outside the District boundaries. It makes no differentiation between open space types or the different values inherent in each type. The varied sources for the open space inventory are documented on the map and can be found in preceding chapters on Physical and Cultural Environment or Recreation Resources in this document.

Metro Area General Plan

The Open Space Overlay Zone Map is designed to be used in conjunction with the designated land use classifications shown in the 1980 Metro Area General Plan for further planning efforts in the local area. The overlay in no way supersedes planning decisions made as a part of the Metro Plan. The intent is that it can add further detail and resolution to the Metro Plan for making future decisions, by allowing citizens, planners, developers, and politicians in both the city and county to view both existing open spaces and designated land use classifications on the same map. It is hoped that as future development of these particular areas occur, some of the open space value can be preserved while at the same time accomplishing objectives of the Metro Area General Plan.

Scenic Areas

Background

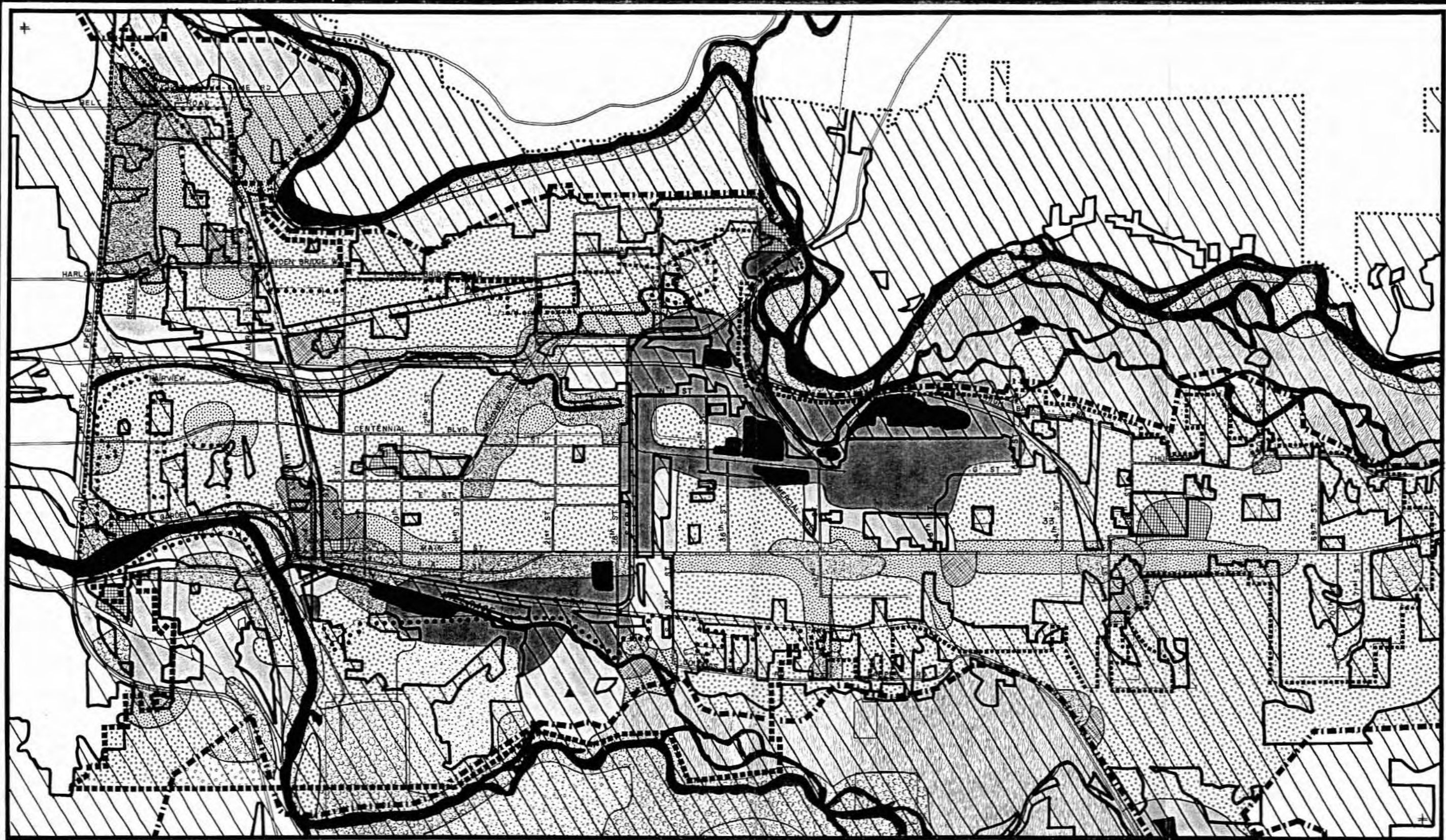
L.C.D.C. Goal 5 also requires the conservation of scenic areas be considered and pursued by local comprehensive plans. Willamalane, Springfield and Lane County have all adapted goals, objectives and policies relating to the conservation of scenic areas. However, in the Metro Area General Plan adopted by both the city and the county, many if not most of those lands contributing to Springfield's scenic resource base were omitted and not shown. These scenic areas in the hills immediately north of the McKenzie River and south of Main Street in the Thurston area were inventoried during the update process of the Metro Plan, and therefore information regarding them is immediately available to both the city and the county. Willamalane believes these lands should have been incorporated in the most recent Metro Plan and feels it is mandatory that they be incorporated in future updates to assure conservation of this valuable resource.

Scenic Overlay Zone

In the meantime to assure these scenic areas are wisely managed to protect their inherent values, Willamalane has created a composite map, shown at the end of this section, entitled the Scenic Overlay Zone. The composite was prepared from scenic areas inventoried during the update process of the Metro Plan and further refinement was added as a part of Willamalane's inventory work for its comprehensive plan. The sources for the Scenic Overlay Zone are documented on the map and contained in preceding chapters in this text. Lands indicated as "scenic areas" are mostly mountains, hills, ridges, and buttes in and surrounding the district, that are characterized by woods or forest vegetation.

Metro Area General Plan

The Scenic Overlay Zone map is designed to be used in conjunction with the designated land use classifications shown in the 1980 Metro Area General Plan for further planning efforts in the local area. In many cases the scenic areas shown are outside the limits of lands designated and planned for in the Metro Plan so that little or no conflict occurs relative to objectives outlined in the Plan. The Scenic Overlay Zone can add further definition and resolution to the Metro Plan and aid in future decision making by citizens, planners, developers, and politicians, by displaying scenic areas and designated land use classifications on the same map. The Scenic Overlay Zone is not intended to supersede any planning decisions or objectives made in the Metro Area General Plan. It is a tool to be used in future planning so that scenic areas' values can be conserved while still attaining the development objectives outlined in the Metro Plan.



The Open Space Overlay Zone is comprised of the following elements:

- Parks, Schools, Golf Courses, Cemeteries, BLM Lands.
- Willamette Greenway.
- Parcels in Agricultural Use.
- Undeveloped Parcels.
- Utility Right of Ways.
- Major transportation corridors.

SOURCES:

- Map 2, "Floodplains and Surface Waters"
- Map 6, "Vacant Lands"
- Map 12, "Utilities"
- Map 14, "Recreation Inventory"



Open Space Overlay Zone

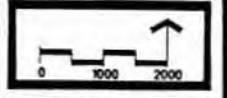
.....Limit of LCOG Inventory

- Rural
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Commercial
- Major Retail

- Light Industrial
- Special Light Industrial
- Heavy Industrial
- Government & Education
- Sand & Gravel
- Parks & Open Space

- Forest
- Agricultural
- Urban Service Boundary
- Willamalane Boundary
- Springfield Boundary
- Combined Willamalane & Springfield Boundary

OPEN SPACE OVERLAY ZONE



Map
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COMPREHENSIVE PLAN 1980 WILLAMALANE PARK AND RECREATION DISTRICT

LACOSS AND ASSOCIATES
 Landscape Architecture • Community & Urban Design • Environmental Planning
 1873 Garden Avenue Eugene, Oregon 97403 Telephone: (503) 485-8608



The Scenic Overlay Zone is comprised of the following elements:

- o Prominent vegetation.
- o Old Growth Forest.
- o Surface Waters.
- o Lands in Agricultural Use.
- o Agricultural Land Use Classification (Metro Area General Plan).
- o Topographic Features (50 ft. higher than surrounding landscape).

Source:
 • See Map 13, "Scenic Areas and Historic Sites", for sources.

Scenic Overlay Zone	Rural	Light Industrial	Forest
Low Density Residential	Medium Density Residential	Special Light Industrial	Agricultural
High Density Residential	Commercial	Heavy Industrial	
Major Retail	Major Retail	Government & Education	
		Sand & Gravel	
		Parks & Open Space	

SCENIC OVERLAY ZONE

Map
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COMPREHENSIVE PLAN 1980 WILLAMALANE PARK AND RECREATION DISTRICT

Glossary

Glossary

AQUATICS CENTERS

Indoor swimming facilities capable of handling a multitude of programming needs including instructive, therapeutic, competitive, and general swimming needs. Facilities may include wading, training, therapy, and diving areas as well as having the capability of functioning as either 25 or 50 meter competitive swimming areas.

ARCHERY RANGE

Improved facilities for archery competition and practice. May include both target areas as well as field courses.

ASSUMPTION

A position, projection or conclusion considered to be reasonable. Assumptions differ from findings in that they are not a known fact.

BASEBALL DIAMONDS

90' diamonds and fields of sufficient dimension and development to handle competitive/league play.

BASKETBALL HALF COURTS

Facilities for practice or informal play not suitable for league or competitive play.

BICYCLE MOTOCROSS AREAS

Outdoor tracks and auxiliary facilities including sanitary facilities and parking suitable for competition and practice.

BOAT RAMPS

Hard paved launching facilities for small boats, rafts, kayaks and canoes adjacent to bodies of moving or standing water. Areas should include parking and sanitary facilities.

CAMPING FACILITIES

Areas suitable for both tent camping and separate areas for the use of mobile homes, trailers, and pickup-campers.

CAPITAL IMPROVEMENT BUDGET

That part of the total district budget earmarked specifically for land acquisition and development of facilities.

CHILDRENS' PLAY AREAS

Areas including play structures or apparatus suitable for children ages 7-12.

COMMUNITY CENTERS

Indoor facilities for the leisure and recreation needs of a large portion of the District's population. Facilities might include a gymnasium, meeting rooms, shops, cooking facilities, classrooms, restrooms, and offices. Community centers currently supplied by School District #19 and programmed by Willamalane through the Community Schools program are considered substandard in design by Willamalane standards. The facilities available at public school sites were designed specifically for school uses and are physically limited in their adaptability for quality recreation experiences and recreation needs relative to Willamalane standards.

COMMUNITY GARDENS

Large plots of arable land (with irrigation facilities) available for a fee to District residents for use as individual vegetable garden plots. Gardening methods will de-emphasize use of pesticides and herbicides.

COMMUNITY PARK

Serves surrounding metropolitan residents (usually a number of neighborhoods) with a variety of specialized recreational facilities and programs such as aquatics, tennis, cultural arts, organized sports and league play.

CONSERVE

To manage in a manner which avoids wasteful or destructive uses and provides for future availability.

CONSERVATION

The act of conserving the environment.

CULTURAL AREA OR SITE

An area with important manmade improvements for specific use(s), a recognized area or site of cultural importance.

DEMAND

A seeking or state of being sought after, urgent need.

DRAINAGEWAY

A natural or manmade channel through which water flows.

EQUESTRIAN FACILITIES

Areas including stables or boarding facilities, riding rings and riding trails.

EXPOSURE

(1) A condition or an instance of being exposed as in the condition of being exposed to the elements or (2) A position with respect to the points of the compass or to climate or weather conditions.

FACILITY

(1) Something that promotes the ease of an action, operation or course of conduct, or (2) Something that is built, installed or established to serve a particular purpose.

FINDING

Factual statement resulting from investigations, analysis or observation.

FISHING ACCESS

Lands open to the public adjacent to bodies of moving or standing water where recreational fishing opportunities exist.

FITNESS COURSES

Courses that combine jogging trails or paths with specific areas equipped with exercise apparatus.

FOOTBALL/SOCCER FIELDS

Fields of sufficient dimension, development and maintenance to facilitate competitive or league play.

GOAL

Broad statement of philosophy that describes the hopes of the people of the district or community for the future of the district or community. A goal may never be completely attainable but is used as a point to strive for.

HABITAT

The place or type of site where a plant or animal naturally or normally lives and grows.

HISTORIC AREAS

Areas including structures and specific landscape features that have historic resource value to the general public.

HORSESHOE FACILITIES

Areas at times separated by fences including all permanent facilities necessary for the play of horseshoes.

IMPROVEMENT

To increase the value of land or property by betterment such as landscape development or the erection of buildings or other structures.

JOGGING PATHS

Path systems usually with soft surfaces, such as bark, suitable for recreational running. Jogging paths may be combined with bike paths in which case they will be hard paved.

LANDSCAPED

To modify or ornament a landscape or parcel of land by desirably altering the plant cover and arrangement of elements.

LCDC

Land Conservation and Development Commission, State of Oregon.

LCOG

Lane Council of Governments, Lane County, Oregon.

LEISURE

Freedom provided by the cessation of required activities, particularly time free from work or duties.

LIGHTS

Two different kinds of lighting are included in park areas. Lighting for safety and lighting of facilities for evening play.

MODE

A particular form or variety of something as in mode of transportation (bicycle, bus, car, train, plane, etc.).

MULTI-PURPOSE COURTS

Three-wall, outdoor facilities suitable for use in the play of paddleball, handball, raquetball, and the practice of tennis.

MULTI-PURPOSE FIELDS

Large, flat, turfed areas suitable for the practice or informal play of field games. These fields are generally of insufficient proportions, levels of development or maintenance to be suitable for competitive or league play.

MULTI-PURPOSE LAWNS

Fenced, well drained, highly maintained lawn areas suitable for croquet, lawn bowling, bocci ball or other similar lawn games.

MULTI-USE

A place or building that has the capacity to simultaneously facilitate different uses or that is capable of adapting to different uses at different times.

NATURAL AREAS

Preserved areas incorporating a valuable natural resource such as significant vegetation, wildlife habitat, unique geologic features, etc.

NATURAL RESOURCE

A material, condition, capacity or source of something supplied by nature.

NEIGHBORHOOD

A readily identifiable area with people living in close proximity and sharing similar living or environmental conditions.

NEIGHBORHOOD CENTERS

Indoor facilities including meeting, classroom, or craft spaces in addition to restrooms suited to meet the leisure program needs of a specific neighborhood area. Facilities now supplied the School District are regarded as substandard for the same reasons cited under Community Centers.

NEIGHBORHOOD PARK

A park designed for and shared by people of a particular neighborhood.

NET NEED

The aggregate needs for parks, facilities or programs in a particular neighborhood or service area.

NRPA

National Recreation and Park Association, Washington, D.C.

OBJECTIVE

An attainable target that the community attempts to reach in striving to meet a goal. An objective may also be considered an intermediate point that will help fulfill the overall goal.

OPEN PLAY AREAS

Turfed areas of irregular proportions that are suitable for general or informal recreational play. These areas have more varied topography than multi-purpose fields and may be interspersed with landscape plantings such as shrub beds or occasional trees.

OPEN SPACE

Vacant lands or lands used for agricultural or forest purposes that conserve, enhance or preserve natural or scenic resources, or have some recreation potential.

OPERATING BUDGET

That part of the total district budget that is specifically earmarked for administration, maintenance, or program facilitation.

PARK

A parcel of land held in reserve in a natural or landscaped state intended for a population's recreation and leisure time use.

PICNIC AREAS

Facilities for individuals or for groups. Individual areas may only include a table and benches. The addition of shelters allow for all-weather use. Group areas will include numerous tables and benches and may include a large shelter or permanent barbeque facilities.

POLICY

- (1) A definite course or method of action selected among alternatives and in light of given conditions to guide and determine present and future decisions.
- (2) A high-level overall plan or decision embracing the general goals and acceptable procedures of a particular political body.

PRESERVATION

- (1) To keep safe from injury, harm, or destruction, or
- (2) An area of restricted use for the protection and preservation of certain natural resources (as animals or plants).

PRIORITY

Rating, rank, or position in relative precedence (as in importance or superiority).

PROCESS

A system or method by which conclusions are drawn or decisions are made.

PROGRAM

A structured plan or system for recreation or leisure activity under which action may be taken toward answering a recognized need or goal.

RECREATION

A means of diversion or refreshment of strength of spirit.

RECREATION CORRIDOR

Linear park or open space.

REGIONAL PARK

Serves the entire regional population and is designed to draw from a large or wide area incorporating facilities or programs that cannot be supplied at the smaller community or neighborhood parks.

RESTROOMS

Permanent developed structures incorporating sanitary facilities. Not including temporary facilities such as port-a-pots.

SCENIC

Of or relating to natural or unique scenery as in a view.

SCORP

Statewide Comprehensive Outdoor Recreation Plan, State of Oregon.

SCS

Soil Conservation Service, U.S. Department of Agriculture.

SENIOR

A citizen over 55 years of age.

SENIOR CENTERS

Indoor facilities specifically designed to meet the leisure and recreation needs of the senior adult population. Facilities will include meeting, class, shop and game rooms as well as auditorium and dining spaces including kitchen facilities and restrooms.

SHOOTING RANGE

An area for practice and competitive use of firearms. Area may include both field and target ranges.

SOFTBALL DIAMONDS

60 foot diamonds with fields of sufficient dimension, development and maintenance to be suitable for programming of both youth competitive hardball and softball as well as adult, league softball.

SPECIAL PARK

A park, open space, or facility incorporating or taking advantage of a unique recreational opportunity, (i.e. recreation corridor [trail or bikeway systems along millrace or drainageways] living history park, etc.). Or serving special interest or interest groups (i.e. golf course).

SPECIALIZED RECREATION

A program designed to the specific or specialized needs of its participants. (i.e. physically or emotionally handicapped).

STANDARD

A value, model, characteristic, quantity or dimension held in common by similar entities.

SYSTEM

(1) A regularly interacting or interdependent group of items forming a unified whole, or (2) An organized or established procedure.

TENNIS COURTS

Facilities of standard dimension, and singular use for the instruction and play of tennis.

TRAIL

A continuous track made by passage or a constructed path usually through a natural area.

UNDERDEVELOPED LAND

Lands which have not been developed to attain their maximum or highest and best use.

UNDEVELOPED LAND

Complete tax lots that are vacant or used for forestry or agricultural purposes.

VISTA

A distant view through or along an avenue or opening.

VISUAL

Attained or maintained by sight.

WATERCOURSE

A natural or manmade channel through which water flows.

WATERSHED

A region or area measured from ridgeline to ridgeline bounded peripherally by a water parting and draining ultimately to a particular watercourse or body of water.

ZONE

A region or area set off as distinct from surrounding or adjoining parts.

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Appendix

Appendix A

● Arterial Streets Classifications

Introduction

The following classification system is commonly employed by traffic engineers, consultants and governmental jurisdictions. The system classifies individual streets in a hierarchical arrangement according to their intended use and physical design. Street classifications are important to park and recreation planning when the future location of parks and recreation facilities are being considered and when alternatives for bicycle and pedestrian routes utilizing this infrastructure of urban corridors provided by existing streets are being studied. (See the accompanying definitions of Arterial Street Classifications).

Traffic Streets

REGIONAL TRAFFICWAY - A Regional Trafficway is intended to provide for inter-regional and inter-district movement. A Regional Trafficway is intended to service automobile trips which are approximately five miles or more in length, and have only one trip end in a given Transportation District or bypass the district.

MAJOR CITY TRAFFIC STREET - A Major City Traffic Street is intended to serve as the principal route for the movement of traffic which has one trip end within a Transportation District, or traffic which has both trip ends within a Transportation District. A Major City Traffic Street, having less traffic capacity than a Regional Trafficway, should be used for movement to and from the Regional Trafficways, and for movement to and from major activity centers within each Transportation District.

NEIGHBORHOOD COLLECTOR STREET - A Neighborhood Collector Street is intended to serve as a distributor of traffic from a Major City Traffic Street to the neighborhood and to serve trips which both start and end within a neighborhood.

LOCAL SERVICE TRAFFIC STREET - A Local Service Traffic Street is intended to provide traffic circulation and access to neighborhood land uses.

Transit Streets

REGIONAL TRANSITWAY - A Regional Transitway is intended to provide for inter-regional and inter-district transit trip movement. A Regional Transitway is intended to serve public transit trips which bypass a given Transportation District or have only one trip end in the district.

MAJOR CITY TRANSIT STREET - A Major City Transit Street is intended to provide concentrated transit services to connect and reinforce major activity centers and residential areas. A Major City Transit Street is intended to provide transit service for those trips which have one trip end within a Transportation District, or which have both ends within a Transportation District.

MINOR TRANSIT STREET - A Minor Transit Street is intended to provide for local and neighborhood transit service.

LOCAL SERVICE TRANSIT STREET - A Local Service Transit Street should be limited to neighborhood transit service and other special transit services using smaller than standard size vehicles, except in cases where they may be used as route end loops for regularly scheduled transit routes.

Appendix B

● Streets and Highways Service Levels

Introduction

Street congestion or performance relative to classification and intended use is often expressed in terms of service levels on a scale of A through F. An "A" level of service is the best possible and an "F" level of service is the worst. Level of service "D" or better is generally considered a reasonable traffic flow. In larger urban areas even Level "E" is sometimes tolerated during peak rush hour conditions. (See the accompanying definitions of Streets and Highways Service Levels).

Service Levels

LEVEL OF SERVICE A describes a condition of free flow, with low volumes and high speeds, with speeds controlled by driver desires, speed limits, and physical roadway conditions.

LEVEL OF SERVICE B represents a stable flow, with operating speeds beginning to be restricted somewhat by traffic conditions. Drivers still have reasonable freedom to select their speed and lane of operation.

LEVEL OF SERVICE C is still stable flow, but speeds and maneuverability are more closely controlled by the higher volumes. Most of the drivers are restricted in their freedom to select their own speed, change lanes, or pass.

LEVEL OF SERVICE D approaches unstable flow, with tolerable operating speeds being maintained though considerably affected by changes in operating conditions. Fluctuations in volume and temporary restrictions to flow may cause substantial drops in operating speed. Drivers have little freedom to maneuver, and comfort and convenience are low, but conditions can be tolerated for short periods of time.

LEVEL OF SERVICE E represents congested conditions with even lower operating speeds than in level D, and with volumes at or near the capacity of the highway. Flow is unstable, and there may be stoppages of momentary duration. Most vehicles have to wait one light cycle at intersections.

LEVEL OF SERVICE F describes forced flow, or a jammed operation at low speeds, where volumes are at or above capacity. These conditions usually result from queues of vehicles backing up from a restriction downstream. Vehicles have to wait for one or more light cycles.

Level of Service "D" or better is generally considered a reasonable traffic flow. In larger urban areas even Level "E" is sometimes prevalent and tolerated during peak rush hour conditions.

Appendix C

● NRPA Park Classifications

Neighborhood Parks

The neighborhood parks should, if possible, adjoin the public elementary schools, which usually serve about a square mile of urban area and a total population ranging from 2,000 to 10,000. It is desirable to locate the areas for active recreation such as ball diamonds and play areas toward the interior of the site so the perimeter can be landscaped to buffer sound, provide a greater measure of safety, and prevent glare from night lighting. Operation agencies should give much more consideration to the inclusion of night lighting for outdoor facilities because it greatly extends use and tends to reduce vandalism.

Recreation facilities for adults should be provided in the park portion of the site, in accordance with the desires of the people. Such facilities as sitting areas, shuffleboard, and horseshoe courts should be located in the shade. Tables for games such as chess, checkers, and cards, and perhaps some picnic tables are desirable. The site and the school building should be designed to attract the people of the neighborhood and make it a center for education, recreation, and for cultural activities. The recommended standard for neighborhood parks is 2.5 acres per 1000 with a minimum size of 5 acres.

District Parks

The district parks supplement the neighborhood parks in providing the near-at-hand recreation facilities needed by the urban population. These larger sites should, if possible, adjoin the public junior and senior high schools. They also encompass the activities formerly included in the "play-

field." While the neighborhood sites should be designed to attract and serve the entire populations, there are certain recreation facilities needed which require more space than the neighborhood sites should accommodate. Thus, the need for the district park. Other facilities may include a tennis complex, swimming pool, multi-purpose courts, community center, and adequate off-street parking. Parks of this type are best located on or near thoroughfares, easily accessible and distributed so they are within about one to three miles of each home. The increased mobility of teenagers who heavily utilize the district parks tends to widen the radius of the service area. The recommended standard for district parks is 2.5 acres per 1000, with a minimum size of 20 acres.

Metropolitan Parks

Such parks are normally acquired to provide the urban dweller with an opportunity to get away from the noise and congestion of the city without having to travel a great distance. A central location is desirable but not always possible and the large urban park is often located near or outside the city limits.

A minimum of 100 acres is required with 250 to 1,000 acres being more desirable. This park may feature wooded areas, varying topography and water features, picnic areas, boating and swimming, a nature center, nature, hiking and riding trails, day camps, and some sports facilities on a less formal basis than the district park.

The large urban park usually serves those within a 30-minute drive, which may be 50,000 to 100,000 people. The recommended standard for large urban parks is 5 acres per 1000 and a minimum size of 100 acres.

Regional Parks

These parks serve the people of a large region - usually those within an hour's travel time. The size and location will vary but at least 250 acres is recommended and may go up to several thousand acres. The responsibility for providing these extra-urban parks generally falls upon the county or a regional authority. Even within the jurisdiction responsible for these parks there may be variances in the type of development included in a regional park. Some are left primarily in their "natural state" while others will have both natural areas and extensive development. They should not, under any circumstances, take the place of neighborhood or district parks. As the metropolitan area expands there is often pressure to put facilities in the regional park that are not in keeping with the philosophy or purpose of the park. This is actually an example of one type of park development encroaching upon another. It is easy to succumb to this pressure because the parkland is there when urban sprawl arrives. If proper location and development of neighborhood and district parks is achieved, such pressure need not exist.

Some of the facilities normally found in the regional park are campgrounds, picnic areas, nature centers, trail systems, water areas, a golf course, a miniature train, botanical gardens, and in some cases sports fields. The recommended standard for regional parks is 20 acres per 1000, with a minimum size of 250 acres.

Appendix D

● SCORP Park Classifications

Neighborhood Parks

PURPOSE

To provide easily accessible recreation areas which serve neighborhood citizens and provide high density active or passive use.

MANAGEMENT RESPONSIBILITY

Neighborhood parks will generally be administered by a community agency, but the county, quasi-public and private sectors may also administer these sites. Management decisions should give priority to public use but consideration should also be to the quality of the park environment.

ACCESS AND SERVICE AREA

The park should be located in a community within a 15 minute walk, a 10 minute bicycle ride, a 5 minute drive or by a transit system. The park size will normally be less than 15 acres.

FACILITIES *

Playground equipment	Multipurpose courts
Picnic areas	Swimming facilities
Sports field	Passive areas
Small game courts	Open spaces

* This listing provides a sample of facilities that could be found in a neighborhood park. None of these facilities are required nor are other appropriate facilities prohibited.

SPECIAL CONSIDERATIONS

- Park areas such as tot lots, landscaped areas, plazas, squares, etc. will be classified as neighborhood parks.
- Neighborhood parks normally support a large number of organized activities.
- In small rural communities, parks which serve the entire population but don't otherwise meet the criteria for a community park, will be classified as neighborhood parks.

DEVELOPMENT CHARACTER

- No more than 80% of the park should be developed. The remaining 20% should retain a basic natural quality.
- Undeveloped areas and landscape barriers can be used to separate passive and active areas.
- It may be preferable to have separate parking lots for active and passive areas.
- Ease of maintenance and public use should be prime considerations in development plans.

Community Parks

PURPOSE

To provide a variety of moderate density use recreation and/or cultural opportunities; centrally located for citizens of the community and immediate outlying areas.

MANAGEMENT RESPONSIBILITY

Community parks are usually the responsibility of city government but in some instances county, quasi-public or privately administered areas may qualify as a community park. Public need is the primary factor in management of the park, but the park environment should reflect the need for diverse opportunities.

ACCESS AND SERVICE AREA

Located within the city limits, the park should be accessible by a transit system, if available, and within a 30 minute walk, a 20 minute bicycle ride or a 10 minute drive. The park will normally be between 15 and 100 acres in size.

FACILITIES *

All facilities found in a neighborhood park could also be located in a community park. In addition it might include:

Community center	Planetarium
Arboretums	Art museum
Zoos	Historical museum
Natural center	Sports complexes
Camping areas	Stables
Trails	Undeveloped areas

* This listing provides a sample of facilities that could be found in a community park. None of these facilities are required nor are other appropriate facilities prohibited.

SPECIAL CONSIDERATIONS

- A community park located in a large urban area may not serve the entire city, but perhaps a section within the urban region.
- Organized activities will usually be a large part of the park's useage.
- Community parks with unique resources may qualify for a natural or historical sub-unit classification.
- The undeveloped land can be used for trails, nature study or be reserved for future use.

- Passive and active areas should be adequately separated and parking areas should be located convenient to the two areas.
- Public use is the major developmental consideration.

District Parks

PURPOSE

To provide high density recreation opportunities in a relatively natural setting.

MANAGEMENT RESPONSIBILITY

District parks would normally be the responsibility of county or state government but could be administered by federal, quasi-public, private or a large urban area. The park environment, as a major attraction, should receive consideration in management plans, but the park should be managed for public use.

ACCESS AND SERVICE AREA

These parks are usually outside the city limits and serve the equivalent of a county population. The park should be about an hour bike ride or a 30 minute drive from a populous area. Access should also be available by foot, bridle or water trails when possible. A district park is usually between 15 and 200 acres in size.

FACILITIES *

Picnicking areas	Multipurpose courts
Camping sites	Swimming facilities
Sports fields	Trails
Playgrounds	Undeveloped areas

* This listing provides a sample of facilities that could be found in a district park. None of these facilities are required nor are other appropriate facilities prohibited.

SPECIAL CONSIDERATIONS

- District parks may be further from populous areas when population density is low.
- Organized activities are not as common in district parks.
- District parks may have sections designated as natural or historical sub-units.

DEVELOPMENT CHARACTER

- Low and high density use areas should be separated.
- Undeveloped lands should be kept as a unit; away from other areas.
- About 60% of the park can be developed although the natural character should be maintained.

Regional Parks

PURPOSE

To provide low density outdoor recreation opportunities in a natural setting.

MANAGEMENT RESPONSIBILITY

A regional park would normally be administered by state or federal agencies although counties or large urban areas may also manage these areas. The various facilities and activities in a regional park should be compatible with the park environment. The park resource should be given priority in management plans since public use depends on the resources.

ACCESS AND SERVICE AREA

A regional park should serve several different population centers within a reasonable one-day visitation distance. The park should also be accessible by foot, bicycle and transit systems, if possible. Park size would normally be above 100 acres.

FACILITIES *

Picnic areas	Amphitheater
Campgrounds	Group camps
Trails	Historic sites
Nature study areas	Water activity areas
Playfields	

- * This listing provides a sample of facilities that could be found in a regional park. None of these facilities are required nor are other appropriate facilities prohibited.

SPECIAL CONSIDERATIONS

- Regional parks in low density areas may be further from population areas than those near urban centers.
- A regional park is larger, serves a greater population, and is more natural in character than a district park.
- The regional park is developed to provide recreation while the resource parks are for the protection of a particular resource.
- Regional parks may contain natural or historical sub-units.

DEVELOPMENT CHARACTER

- A regional park should have no more than 40% of its land base developed.
- Access to the park should be controlled so that visitors first enter into the activity area of the park.
- Undeveloped land should be in a unit away from the activity area.
- A nature center could be located on the edge of the undeveloped area so that visitors may leave the center and go into a natural setting.
- Conflicting uses should be separated but all uses should be somewhat compatible within a given park.

Appendix E

● NRPA Park Standards

NRPA STANDARDS FOR SPECIAL FACILITIES		
Facility (outdoor)	Standard/1000 people	Comment
Baseball diamonds	1 per 6000	Regulation 90 ft
Softball diamonds (and/or youth diamonds)	1 per 3000	
Tennis courts	1 per 2000	(Best in battery of 4)
Basketball courts	1 per 500	
Swimming pools—25m	1 per 10,000	Based on 15 sq ft of water for ea. 3% of pop.
Swimming pools—50m	1 per 20,000	
Skating rinks (artificial)	1 per 30,000	
Neighborhood centers	1 per 10,000	
Community centers	1 per 25,000	
Outdoor theaters (noncommercial)	1 per 20,000	
Shooting ranges	1 per 50,000	Complete complex incl. high-power, small-bore, trap and skeet, field archery, etc.
Golf courses (18 hole)	1 per 25,000	

NRPA PARK AND RECREATION STANDARDS				
Classification	Acres/1000 people	Size range	Population served	Service area
Playlots	•	2500 sq ft to 1 acre	500–2500	Subneighborhood
Vest pocket parks	•	2500 sq ft to 1 acre	500–2500	Subneighborhood
Neighborhood parks	2.5	Min. 5 acres up to 20 acres	2000–10,000	¼–½ mile
District parks	2.5	20–100 acres	10,000–50,000	½–3 miles
Large urban parks	5.0	100+ acres	One for ea. 50,000	Within ½ hr driving time
Regional parks	20.0	250+ acres	Serves entire population in smaller communities; should be distributed throughout larger metro areas.	Within 1 hr driving time
Special areas and Facilities	•	Includes parkways, beaches, plazas, historical sites, flood plains, downtown malls, and small parks, tree lawns, etc. <i>No standard is applicable.</i>		
• Not Applicable				

NRPA SPACE STANDARDS FOR NEIGHBORHOOD PARKS

Facility or unit	Area in acres	
	Park adjoining school	Separate park
Play apparatus area—preschool	.25	.25
Play apparatus area—older children	.25	.25
Paved multipurpose courts	.50	.50
Recreation center building	*	.25
Sports fields	*	5.00
Senior citizens' area	.50	.50
Quiet areas and outdoor classroom	1.00	1.00
Open or "free play" area	.50	.50
Family picnic area	1.00	1.00
Off-street parking	*	2.30†
Subtotal	4.00	11.55
Landscaping (buffer and special areas)	2.50	3.00
Undesignated space (10%)	.65	1.45
Total	7.15	16.00

NRPA SPACE STANDARDS FOR DISTRICT PARKS

Facility or unit	Area in acres	
	Park adjoining school	Separate park
Play apparatus area—preschool	.35	.35
Play apparatus—older children	.35	.35
Paved multipurpose courts	1.25	1.75
Tennis complex	1.00	1.00
Recreation center building	*	1.00
Sports fields	1.00	10.00
Senior citizens' complex	1.90	1.90
Open or "free play" area	2.00	2.00
Archery range	.75	.75
Swimming pool	1.00	1.00
Outdoor theater	.50	.50
Ice rink (artificial)	1.00	1.00
Family picnic area	2.00	2.00
Outdoor classroom area	1.00	1.00
Golf practice hole	*	.75
Off-street parking	1.50	3.00†
Subtotal	15.60	28.35
Landscaping (buffer and special areas)	3.00	6.00
Undesignated space (10%)	1.86	3.43
Total	20.46	37.78

Appendix F

● SCORP Park Standards

SCORP STANDARDS APPLIED TO WILLAMALANE					
Facility	Per Capita Rate	Standard	Willamalane Need		
			1980	1985	2000
Campsite	7.61	1 Site/450 Activity Occasions (AO)*	817	985	1490
Picnic Table	9.07	1 Table/800 AO*	548	660	999
Boat Launch Lane		1 Lane/2700 Boating Days**			
Swim Beach	3.71	2 Linear Feet/200 AO	1792'	2161'	3269'
Walking Trails	43.31	1 Mile/75,000 AO	28	34	51
Hiking Trails	6.94	1 Mile/10,000 AO	34	40	61
Bike Trails	52.65	1 Mile/35,000 AO	73	88	133
Bridle Trails	2.92	1 Mile/5,000 AO	28	34	51
Off-Road Vehicle Trails	3.88	1 Acre/10,000 AO	19	23	34
Off-Road Vehicle Areas	3.88	1 Acre/10,000 AO	19	23	34
Swimming Pools		1 Pool/10,000 Population	5	6	9
Golf Holes		18 Holes/25,000 Population	2	2	3
Tennis Courts		1 Court/2,500 Population	19	23	35
All-Purpose Courts		1 Court/2,500 Population	19	23	35
Ballfields***		1 Field/1,200 Population	40	49	73

AO (Activity Occasion) = Population x Per Capita Rate

POPULATION PROJECTIONS:	1980	48,306
	1985	58,257
	2000	88,110

Appendix G

● Preferential Taxation for Open Space Lands

The accompanying is an application form for special or preferential taxation of open space lands available to all land owners public and private. The form is provided in accordance with Oregon Revised Statutes 308.745 and 308.790 and referred to as Form PT-C-106 (10-71). It is issued by the State of Oregon, Department of Revenue and is available locally at the County Assessor's office. Property taxes for successful applicants are lowered to match those of similar open space parcels in similar areas. Preferential assessment remains in effect

so long as the parcel remains as open space and is not developed. The owner's option to develop the land, however, remains but when future development takes place full taxation begins again and back-taxes not previously assessed are then collected. Further questions regarding preferential taxation for open space lands and Form PT-C-106 (10-71) should be directed to the Lane County Office of Assessment and Taxation located in the Public Services Building. The phone number for property tax information is 687-4321.

APPLICATION FOR SPECIAL ASSESSMENT OF OPEN SPACE LAND
 As provided by ORS 308.745 to 308.790
 This application must be filed with the County Assessor prior to December 31, 1971

Filed with the _____ County Assessor for the assessment period beginning January 1, 1972

Code and Acct. Nos. _____
 Enter Name and Address Below

THIS SPACE FOR ASSESSOR'S USE ONLY

Date Received	Clerk	Approved	Denied
Granting Authority to which Application referred			
Date Referred			
Approved by Granting Authority <input type="checkbox"/> Yes <input type="checkbox"/> No			
Remarks:			

Taxpayer's Phone No. _____

Instructions to Taxpayer Making Application
 1. File copies No. 1, 2 and 3 with the county assessor of your county.
 2. Retain copy No. 4 for your file.

Property Description (Attach separate sheet if necessary)	Code Number	Account Number	Acres	Complete Only if Account Number Does Not Describe Property			
				Deed or Inst. No.	Section	Twp.	Rge.

1. I hereby apply for special assessment of the above-described property as "Open Space Land" as provided by ORS 308.745 to 308.790. My ownership interest in the property is by

Fee simple ownership
 Contract purchase
 Other fee interest (explain) _____

2. The physical characteristics (size, topography, access, etc.) of the land and its relationship to surrounding properties for which classification is requested are as follows:

3. A. The current open space use or uses of the land are:

Use No. 1 _____

Use No. 2 _____

Use No. 3 _____

Use No. 4 _____

Use No. 5 _____

(Wherever any use does not relate to all the property described, indicate the portion of the property to which the particular use applies.)

B. I hereby designate (by checking the appropriate box or boxes) the paragraph or paragraphs listed below in which each such use falls:

Use Number	1	2	3	4	5
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(1) Land area designated as open space land by an official comprehensive land use plan adopted by any city or county

(2) Land area the preservation of which in its present use would:

(a) Conserve or enhance natural or scenic resources;

(b) Protect air or streams or water supply;

(c) Promote conservation of soils, wetlands, beaches or tidal marshes;

(d) Conserve landscaped areas, such as public or private golf courses, which reduce air pollution and enhance the value of abutting or neighboring property;

(e) Enhance the value to the public of abutting or neighboring parks, forests, wildlife preserves, nature reservations or sanctuaries or other open space;

(f) Enhance recreation opportunities;

(g) Preserve historic sites;

(h) Promote orderly urban or suburban development; or

(i) Retain in their natural state tracts of land, on such conditions as may be reasonably required by the legislative body granting the open space classification.

DECLARATION

I declare under the penalties for false swearing as contained in ORS 305.990(5) that this application has been examined by me and to the best of my knowledge is a true, correct and complete statement.

Taxpayer's Signature: X _____ Date _____, 19____