

A PROGRAM FOR DEFENSE RECREATION

PORTLAND, OREGON

Submitted to the Federal Security Agency

by the

Bureau of Parks and Public Recreation
City of Portland

Recreation Committee

Multnomah County Office of Civilian Defense

May 21, 1943

Recreation
Planning
Project

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I. INTRODUCTION

Purpose of the Report

This report is directed to the Federal Security Agency with the specific request that funds be made available for that part of a needed defense recreation program which the City of Portland is not able to finance. Within the city limits constructed since the outbreak of the war, are the two large Kaiser Shipyards, Swan Island employing 30,000 to 31,000 and the Oregon Shipyards employing 30,000. Outside the city limits, across the river in Vancouver are the other Kaiser Yards, employing 45,000. This is in addition to the approximately 115,080 employes of 201 war industries, the largest of which are Albina Engine and Machine Works, American Sheet Metal Works, Beall Pipe & Tank Corporation, Columbia Aircraft Industries, Columbia Wire & Iron Works, Iron Fireman Mfg. Company, Oregon Electric Steel Company, the Gunderson Machine Shop, and the Willamette Iron & Steel Company, who are engaged almost entirely in war industries.

Within the city limits of Portland and within $\frac{1}{2}$ mile radius of the city limits there are under construction some 17,916 units of housing with a population of 63,790. It is believed that this request is justified since an expanded recreation program is urgently needed if the construction and operations of plants essential to the war effort are not to suffer and since the city is unable to carry all the additional financial burden.

Preparation of the Report

As a result of conferences in August 1942, between industry, responsible citizens, the State Recreation Committee and the Field Representative of the Federal Security Agency, it was determined that a report on a Defense Recreation Expansion program in Portland should be prepared. The Recreation Director was requested to prepare a comprehensive recreation program. The recommended program was submitted for analysis to the Federal Security Agency, the School District and the City Department.

A Multnomah County Recreation Committee was appointed as a part of Portland's Civilian Defense organization and one of its first duties was the consideration of the recommended report.

This recommended defense recreation program has been thoroughly studied by the Recreation Committee, the Department

of Finance, the Superintendent of Parks, Mr. C. P. Keyser, and the Director of Recreation, Miss Dorothea Lensch. It has been reviewed and approved by the Executive Committee of the Civilian Defense Council composed of responsible city officials, citizens and representatives of the defense plants.

It has been reviewed and approved by the Portland Housing Authority, the Public School Administration, the Portland Council of Churches and the State Recreation Committee. The proposed budget has been approved by the Executive Committee of the Civilian Defense Council, and the budget appropriations of the City of Portland have been approved by the City Council.

It has long been the intention of the City to expand its recreation program and therefore the proposed defense recreation program will in all probability be taken over and carried on by the City as soon as local financing becomes feasible. These recommendations for an immediate recreation program are accompanied by a long range plan for the Bureau of Parks and Public Recreation program prepared by the Planning Commission of Portland Oregon as a guide in site acquisition and development. The report is attached.

This long range plan has been followed since 1938 when the . 4 mill tax for park acquisitions was passed by the voters. The distribution and use of facilities and areas recommended in the report has been approved by the Planning Commission.

Portland's Situation up to the Present War Impact

Portland as a community, has been known as the "City of Homes". It has been essential as an agricultural and shipping center and has had an orderly and controlled growth. About one-third of the population in Oregon resided in Portland, and according to plans of the existing distribution should continue by 1960. Portland should reach 400,000. Portland did reach the 400,000 mark in June 1942. Portland has had a recreation system since 1909 and care has been taken in the development of the City to provide reserve space for schools, industry and recreational areas. These spaces are not left over unusable tracts but were selected because they were well located and well suited to serve community needs.

Portland, a bulging community has found its resources, and personnel, strained to meet the expanding demands of the community. The following tables summarize the principal available facts and trends in the Portland population and housing units.

Population Trends:

<u>Census</u>	<u>Number</u>	<u>% Increase</u>
City Founded in 1851	821 (estimate)	...
1860	2,874	250%
1870	8,293	188%
1880	17,577	112%
1890	46,385	163%

Population Trends (continued)

<u>Census</u>	<u>Number</u>	<u>% Increase</u>
1900	90,426	95%
1910	207,214	129%
1920	258,288	25%
1930	301,815	13%
1940	305,394	1.1%
1942	417,000	36%
1943 (5 months)	475,000	14%

Industrial Employment Trends

<u>Year</u>	<u>Number</u>	<u>% Increase</u>
1930	145,135	
1940	142,167	(Decrease) 2.04%
1942	178,776	25.75%
1943 (5 months)	205,000	

War Industires in Portland

Air Reduction Sales Company	2949 NW Front Ave.	Br 2467
Aladdin Company	North Portland	Un 1652
Air King Mfg. Company	1738 S.W. Front	At 0017
Alaska Junk Company	900 S W 1st Ave.	At 7501
Albina Engine & Machine Wks	2103 N Clark	Mu 1135
American Brake & Shoe Fdry	9933 N W 107th Ave	Un 1346
American Can Company	2127 N W 26th Ave	Be 1183
American Lumber Company	8503 N Denver	Mu 1147
American Sheet Metal Works	446 NE 11th Ave	Ea 0111
Ames-Harris-Neville Company	1506 N W Hoyt St	Br 1246
Anderson, F. A. Mfg. Company	214 N W Flanders	Br 5123
Arrow Metal Works	2225 N Killingsworth	Ga 1171
Associated Welding & Mach. Wks	829 NW Everett St	Br 4373
Austin Sheet Metal Works	104 S E 7th Ave	Ea 5554
Baker-Barkon Corporation	1335 SW Morrison	Br 0501
Barnard Furniture Mfg Co	2805 SE 14th Ave	Ve 2575
Bayer, J. C.	14 S W Market St.	At 1101
Bayly Mfg Company	1319 S E Union Ave	Ea 8133
Beall Pipe & Tank Corp.	1945 N Columbia Blvd	Mu 1151
Beaver Cloak & Suit Mfg Co.	1710 N E 17th Ave	Mu 5687
Beaver Mfg Company	4021 SE 17th Ave	La 5752
Becker, Ray F. Company	685 N Page St	Mu 2133
Bingham Pump Company	705 S. E. Main St.	Ea 2151
Blake & David Lumber Company	North Portland	Un 1425
Brong Machine Works	421 N E 12th Ave	Ea 9426
Buckler-Chapman Joiner Works	200 N Columbia Blvd	We 2241
Buckler-Merwin Company	2041 N Argyle	
C-W-S Grinding & Machine Wks	1101 W Burnside	Br 5454
California Packing Corp	Weatherly Building	Ea 9151
Cambridge & Hiatt	923 N E Union Ave	Ea 5494
Central Brass & Iron Fdry	1921 S E Grand Ave	La 1998
Chase Bag Company	2550 N W Nicolai	At 4366

War Industries (continued)

City Iron Works	723 N Tillamook St	Tr 3314
Clark-Ulman Welding Company	24 S W Clay	At 3944
Clark & Wilson Lbr Company	10504 NW St Helens	Un 0625
Coast Machine & Welding Works	1418 SW Front Ave	At 4060
Collins Concrete & Steel Pipe	3841 N Columbia Blvd	Un 0605
Columbia Aircraft Industries	512 S E Mill St	Ve 2121
Columbia Brick Works	1320 S E Water Ave	Ea 1101
Columbia Steel Casting Co	933 N W Johnson St	Br 0555
Columbia Wire & Iron Works	814 S E Market St	Ea 4146
Colvin-Slocum Boats, Inc.	Route 7, Box 1488	Tr 6459
Commercial Iron Works	412 S E Stephens	At 9131
Concrete Construction Co	1635 S E 11th Ave	La 4181
Crawford & Doherty Fdry Co	4604 S E 17th Ave	La 2185
Crown Mills	733 S W Oak	At 9441
Dean Company	Box 426, Gresham	
Dennis Uniform Mfg Company	1109 S W 4th Ave	At 3810
Design Mfg Company	6805 N E 46th Ave	Tr 0364
Disston, Henry & Sons Inc.	635 N W 16th Ave	Br 1239
Doernbecher Mfg Company	1100 N E 28th Ave	Tr 1174
Durkee Famous Foods, Inc	2736 N W Front Ave	Br 1496
East St Johns Shingle Company	9038 N Fortune Ave	Un 0676
East Side Mill & Lbr Company	336 S E Spokane	Ea 7162
East Side Tool & Die Works	912 S E Hawthorne Blvd	Ea 9329
Eastern & Western Lbr Company	2501 N W Front	Br 5534
Electric Steel Fdry Co	2141 N W 25th Ave	At 2141
Electro-Metallurgical Co.	Box 2530 St Johns	Un 1636
Enterprise Fdry Company	1311 S E 8th Ave	Ea 1776
Enterprise Planing Mill Co	50 S E Yamhill	Ea 0197
Evans Products Company	Public Service Bldg.	Br 3648
Fowler Corporation	1203 S E 8th Ave	Ea 0050
Gabriel Erection Company	1428 N W 14th Ave	Br 5614
Galvinizers, Inc	2406 N W 30th Ave	Br 5611
Gender Machine Shop	28 S W Clay St	At 5488
Goldstein's Inc.	218 S W Jefferson	At 9628
Grand Metal Products Corp	309 N E Davis St	Ea 2181
Griffith Rubber Mills	2439 N W 22nd Ave	Be 7127
Gunderson Brothers	225 N W 14th Ave	Be 8171
Harsch Machine Works	1623 S E 6th Ave	Ea 9115
Hawthorne Sheet Metal Works	1515 S E 28th Ave	La 8222
Helser Machine & Marine Works	2401 N W 22nd Ave.	Br 6591
Hesse-Ersted Iron Works	816 S E Taylor St	La 4117
Hippely Machine Works, Inc.	114 S W Oak St	At 9800
Hirsch-Weis Mfg Company	67 W Burnside	Br 3676
Hirschberger Company	219 S W Ankeny	At 6732
Howard-Cooper Corp	307 S E Hawthorne	Ea 8188
Industrial Air Products Co	3200 NW Yeon Ave	At 4311
Industrial Chrome Plating Co	6204 N E Hassalo	La 7877
Inman Poulsen Lumber Co	2339 S E Grand Ave	Ea 5111
International Wood Products Co	Box 6148, Linnton	Un 1379

War Industries (continued)

International Pacific Pulp and Paper Company	4234 S W Macadam	At 3107
Iron Fireman Mfg Company	4784 S E 17th Ave	Ea 2121
Isaacson Iron Works	906 N E 3rd Ave	Mu 2109
Jantzen Knitting Mills	411 N E 19th Ave	Ea 1183
John, B. P. Furniture Corp.	5200 S W Macadam	At 0151
Johnson, B. F. Lumber Co.	Linnton	Un 0369
Jones Lumber Company	5500 S W Macadam	At 2323
Kach Machine Works	4511 N E Union Ave	Ga 5384
Kaiser Company, Inc.	Box 4259 North Portland	We 2282
Kenton Machine Works	8411 N Denver Ave	Mu 7122
Kern & Kibbe	42 S E Salmon St	Ea 4116
King Brothers Inc	3500 S E 17th Ave	Ea 7193
Kingsley Lumber Company	Linnton	Un 0671
Langville Mfg Company	2036 S E Grand Ave	Ea 2517
Leupold, Volpel & Company	425 N E 70th Ave	La 9402
Libby, McNeill & Libby	3600 S E 22nd Ave	Ea 0107
Logan War Products Company	1005 S E Grand Ave	Ea 4164
Loose-Wiles Biscuit Company	532 N E Davis St	Ea 9157
Losli Sheet Metal Works	1428 S W 1st Ave	At 2502
M & M Woodworking Company	2401 N Columbia Blvd	Mu 1186
Mangus Metal Corp	3074 N W St Helens	Be 7820
McCracken Machine Works	2335 N W 29th Ave	Be 2715
McCreery Mfg Co	Royal Building	Be 9189
McCulloch & Sons	4300 N W St Helens	Be 6108
McDonald & Wetle	915 S E Hawthorne	Ea 1639
Mcrcer Steel Company, Inc	838 N W 13th Ave	Br 3495
Mixermobile Mfgs.	6855 N E Halsey	Su 1105
Monarch Forge & Machine Works	2130 N W York St	Br 0632
Montag Stove & Furnace Works	2011 N Columbia Blvd	Mu 2191
National Tank & Pipe Company	Kenton Station	Mu 1164
Nicolai Door Mfg Company	1935 N Argyle St	Ga 1138
Nicolai-Neppach Company	117 N W Davis St	Br 0446
North Pacific Cannery & Packers	Railway Exchange Bldg	Br 3471
Northwest Cannery Assn.	Board of Trade Bldg	At 5716
NW Copper & Sheet Metal Wks	534 S E Madison	Ea 8776
Northwest Stove Works, Inc	2345 S E Gladstone St	La 2181
Olson Machine & Welding Wks	535 S E Madison	Ea 1861
Oregon Brass Works	1127 S E 10th Ave	Ea 7121
Oregon Culvert & Pipe Company	2321 S E Gladstone	La 4145
Oregon Door Company	336 S E Spokane	Ea 7162
Oregon Elec Steel Rolling Co	3700 N W Yeon	Be 4795
Oregon Portland Cement Co	111 S E Madison St	Ea 3116
Oregon Shipbuilding Corp	St Johns Station	Un 3611
Oregon War Industries	2211 N W Front Ave	Br 0571
Oregon Welding & Machine Wks	316 N W 4th Ave	Br 5252
Oregon Worsted Company	8300 McLoughlin Ave	La 2128
P & C Hand Forged Tool Co	Milwaukie, Oregon	Su 3742

War Industries (continued)

Pacific Carbide & Alloys Co	N Columbia & Hurst St	Un 1688
Pacific Chain Mfg Company	N W Wilson & 19th Ave	Be 2402
Paulson Machine Works	1400 N W 14th Ave	Br 1811
Pine Box & Crate Company	1002 S E 9th Ave	Ea 3139
Pendleton Woolen Mills	218 S W Jefferson	At 1146
Peninsula Iron Works	6618 N Alta Ave	Un 1044
Pennsylvania Salt Mfg Co	6400 N W Front	Be 3165
Perfection Sportswear Co	14 N W 5th Ave	Be 8924
Peters Company	1933 S E Union Ave	Ea 8792
Peterson Forge, Inc.	8816 S E 17th Ave	Ve 2252
Phoenix Iron Works	300 S E Hawthorne	Ea 0029
Plylock Corp.	6507 N. Richmond	Un 0625
Poole, McGonigle & Jennings	2211 N W Front St	At 9351
Portland Bolt & Mfg Co	930 N W 14th Ave	Br 5488
Portland Concrete Pipe Prod Co	5819 S W Macadam	At 8384
Portland Furniture Mfg Co	5331 S E Macadam	At 3358
Portland Gas & Coke Co	Public Service Bldg	Br 7611
Portland Iron Works	1335 N W Northrup	Br 1107
Portland Lumber Company	6611 N Burlington Ave	Un 0688
Portland Shingle Company	9038 N Denver Ave	Mu 1183
Portland Wire & Iron Works	4644 S E 17th Ave	La 2195
Portland Woolen Mills	6639 N Baltimore Ave	Un 0615
Premier Gear & Machine Works	1700 N W Thurman St	Br 1151
Quality Brass & Aluminum Fdry	1324 S E 6th Ave	Ea 4765
Rheem Mfg Company	North Portland	Be 3189
Rich Mfg Company	866 N Columbia Blvd	Tr 1147
Rose City Plating Works	722 N E Union Ave	Ea 9844
Ross Island Sand & Gravel	4129 S E McLoughlin	La 2177
Sand Chas E Plywood Co	902 N W 14th Ave	Be 6274
Sandberg's Sheet Metal Works	500 N E Union Ave	Ea 6109
Schmitt Steel Company	2407 N W 28th Ave	Be 5108
Senter, M R Tool Service	1240 S E 9th Ave	Ea 4672
Service Bronze & Brass Wks	1009 S E Main St	Ea 5564
Simonds Saw & Steel Co	311 S W 1st Ave	At 9383
Skookum Company Inc	8504 N Crawford St	Un 3659
Soule Steel Company	2727 N W 35th Ave	Be 5155
Southeast Lumber Company	6647 S E 100th Ave	Su 1166
Sperry Flour Company	139 S E Washington St	Ea 9121
Sportscraft Mfg Company	3432 S E Belmont	Ea 3711
Standard Supply Co	934 S E 6th Ave	Ea 6111
Starr Fruit Products Co	105 S E Yamhill St	Ea 0194
Stauffer Chemical Co	PO Box 68, N Portland	Un 3887
Steel Construction Co	Ft of SW Curry St	Br 0707
Steel Tank & Pipe Company	518 N E Columbia Blvd	Mu 2126
Storey, T W Tool & Die Wks	420 S E 6th Ave	Ea 6070
Swift & Company	North Portland	Br 2431
Superbilt Mfg Co Inc	2511 N E Holladay St	Tr 1181
Teeple, L R Company	2838 S E 9th Ave	Ea 5186
Timber Structures Inc	3400 N W Yeon	At 7631
Trombly Truck Equipment Co	913 N Williams Ave	Ea 7169
United Foundry Co. Inc.	2315 N W 30th Ave.	Be 2002

War Industries (continued)

Vaughan Motor Works	833 S E Main St	Ea 1108
Wentworth & Irwin, Inc	123 N E Oregon St	Ea 5156
West Oregon Lumber Co	Linnton	Un 0641
Western Cooperage Co	American Bank Bldg	Be 6124
Western Foundry Company	2400 S W Water	At 0207
Western Steel Casting Co	Ft of S W Woods St	At 4163
Western Tool & Die Works	421 N W 3rd Ave	Br 0715
Willamette Iron & Steel Corp	3050 N W Front	At 9511
Willamette-Hyster Company	2902 N E Clackamas	Ga 1234
Young Iron Works	2340 N W Nicolai	None

PORTLAND HOUSING AUTHORITY UNITS

Project Number	Project Name	Total No. Units	Number Occupied
Ore. 2-1	Columbia Villa	400	400
" 35024	St Johns Woods	967	800
" 35025	Parkside Homes	260	260
" 35026	Guilds Lake Courts	358	358
" 35027	Hudson St Homes	118	117
" 35029	Gartrells	725	725
" 35028	Fir Court	72	72
" 35051-2	University Homes	2005	1935
" 35053	Vanport City	9914	3660
" 35061-T	Mountain View Homes	100	84
" 35021	Dekum Court	85	85
" 35059		360	Completion unscheduled
" 35091		718	"
" 35092		264	"
" 35095		114	"
" 35096		90	"
" 35097		130	"
" 35098		476	"
" 35099		360	"
" 35123)	New project in	75	"
" 35124)	S. Portland	325	"
TOTAL POPULATION			63,790

The Recreation Problem Portland Now Faces

The wartime emergency program has increased the population of Portland, Oregon, from 300,000 to 475,000. Portland, being the only large city, carries the enlarged population load from outlying areas such as Troutdale, Oregon City and Vancouver which is estimated as an additional 100,000.

The existing facilities of Portland in terms of outdoor play areas are adequate in terms of space and most inadequate in terms of leadership. The existing facilities of Portland in the

way of indoor space are fairly adequate but most inadequate in leadership.

The Recreation Division of the Bureau of Parks has opened the public school buildings and existing church gymnasiums in all sections of the city in proportion to the leadership available through the city budget. Thirty-eight school districts have facilities but no leadership. The Portland Housing Authority has constructed sixteen community centers with supplementing outdoor areas but does not provide recreational leadership.

These units with their prospective population of 63,790 will be of no service to the war effort unless they are efficiently staffed and equipped.

The military areas adjacent to Portland have depended upon the recreational facilities and leadership of Portland for their normal program as well as special feature events.

A lack of indoor facilities is noted primarily in the downtown thickly populated section. Men and women in the downtown concentrated quarters have no outlet except the medium of commercial amusements.

The opportunity for wholesome social, physical, artistic and mental recreation is required on a 24 hour basis seven days per week. Adjustment to Portland's community depends upon the personal satisfaction of these newcomers now confined to one local west side area. The need is a downtown recreation center.

Another need is the establishment of a colored recreation center for civilians. The negro population has expanded from 900 to approximately 5,000 within the year.

The triple shift of the war plants, the gas rationing, and the limited commercial transportation have thrown the bulk of non-commercial recreation on public facilities.

PORTLAND'S WAR RECREATION EXPANSION PROGRAM TO DATE HAS BEEN:

1. The opening of the Lents Community Center located in the southeast district of Portland, provided for supervised activities five days a week after school until 10:00 p.m. This materially assisted parents who were working. The first indication of the trend of both-parent employment was shown in this area.

2. The Recreation Division of the Bureau of Parks, anticipating the need for afterschool supervision and direct leadership in an emergency blackout or an evacuation period, established the recreation volunteer corps. Three-hundred sixty individuals enrolled for the training course and three-hundred twenty were certified.

3. An intensified physical fitness campaign was instigated and set up in a practical manner to afford conditioning to men and women in the pre-induction training as well as for the civi-

lians. All communities are provided leadership through the Bureau of Parks and Public Recreation. Groups desiring special training periods were given such assistance upon request. Leaflets were prepared and distributed for home usage.

4. With the growth of Portland's population the teen-age problem developed. The Recreation Division of the Bureau of Parks established high school Friday night dances in a central eastside area away from the business center. This program proved highly popular with the employment of first class orchestras.

5. The Albina Community Center was established to serve the recreational needs of the so-called blight area of Portland. Albina is located above the car barns and repair shops and is now a community composed of an increased colored population. The Bureau of Parks and Public Recreation has placed a supervisor in charge five afternoons and five evenings per week in the Albina District.

6. Before the opening of the summer playgrounds, the department, working with all agencies in the community, set up a Junior Volunteer Recreation Corps whose function was to assist the local neighborhood recreation directors in a check-in and check-out system for children whose parents were working or whose parents wished to know that their children were under supervision during volunteer defense working periods. The check-in and check-out system served the community well during a three months period on thirty-two playground areas. The regular directors' recommendation for the next summer was that a paid assistant for the pre-school and kindergarten level would be of definite value, rather than the volunteer. The high school age volunteers by next season will be employed in the metropolitan area or in the harvest fields, necessitating additional staff to carry on the work.

7. Preliminary working conferences were established with plant personnel managers to ascertain the recreational needs of their workers and their families. A recreation survey form was drawn up and sent to all plants. The workers at that time were housed throughout the city and so there was no definite indication of how many workers and their families utilized the park facilities, although an increase in morning and evening participation was noted in areas where plant managers claimed housed the majority of their workers. From the summer sampling, a morning, afternoon and evening program has developed.

8. The Portland Industrial Recreation Program has been expanded to include fitness classes, home recreation programs, community theatricals, war industrial golf leagues, basketball tournaments, softball leagues, table tennis, badminton, bridge, victory garden classes, social dances, traveling caravans, teen-age programs, nursery programs and first aid classes.

In summary Portland's need for additional services covers primarily, personnel, two additional recreation centers, supplies, equipment and maintenance.

Under these circumstances, an expansion of the present activity program and use of existing facilities, school buildings, churches, eight recreation centers and the newly constructed facilities of the housing projects is essential; yet the community which has demonstrated its willingness to meet the problem finds its resources inadequate. The municipality is faced with increased costs for most municipal services without a corresponding increase in revenue.

Returns from business licenses of other miscellaneous taxes have increased but revenue from real property taxes will not be increased service. Most of the construction is tax exempt. Individual citizens are benefitting through higher wages, rentals, etc.; but the community must increase its police and fire services out of all proportion to new revenues.

The solution to the need for recreation expansion will necessarily involve participation on the part of the appropriate federal agencies.

In 1943 Portland's operating expenditures for recreation are expected to total \$656,856.10; \$541,949.10 of which has been appropriated by the City Council, and the Federal Security Agency is asked to provide the balance of \$114,907.00.

II. A PROPOSED DEFENSE RECREATION PROGRAM

A. The war effort of Portland can be maintained or enhanced through the effective participation of its citizens in Recreation. The morale of the Home, Industry and the Community is dependent upon the personal health, fitness, and satisfactions of the individual. Portland would assist the war effort through an expanded recreation program making available to every age level, 24 hours a day, 7 days a week, within walking distances of each community, a well grounded recreation program.

1. PHYSICAL ACTIVITIES:

- a. softball
- b. baseball
- c. volleyball
- d. handball
- e. basketball
- f. swimming
- g. horseshoe pitching
- h. golf
- i. table tennis
- j. badminton
- k. tennis
- l. soccer
- m. outdoor bowling
- n. field hockey
- o. speedball
- p. archery
- q. calisthenics
- r. apparatus

2. ARTS AND CRAFTS
 - a. weaving
 - b. knitting
 - c. leather tooling
 - d. pottery
 - e. furniture structure
 - f. woodcarving
 - g. remodeling
 - h. designing
 - i. painting
 - j. sketching
 - k. peasant embroidery

3. DRAMA, DANCE, MUSIC
 - a. little theatricals
 - b. pageants
 - c. story plays
 - d. story games
 - e. tap dancing
 - f. folk dancing
 - g. kindergarten rhythms
 - h. social dancing
 - i. group singing
 - j. small orchestras
 - k. rhythm bands
 - l. community sings

4. SOCIAL AND EDUCATIONAL
 - a. group parties
 - b. community assemblies
 - c. garden groups
 - d. first aid classes
 - e. bridge classes
 - f. home nursing

5. IN ADDITION SPECIAL EVENTS WOULD BE PROVIDED SUCH AS:
 - a. TOURNAMENTS
 - (1) softball
 - (2) tennis
 - (3) volleyball
 - (4) badminton
 - (5) basketball
 - (6) golf
 - (7) handball
 - (8) swimming
 - (9) horseshoe
 - (10) table tennis
 - (11) marbles
 - (12) rope jumping

 - b. TRIPS
 - (1) bicycle caravans
 - (2) zoo trips
 - (3) hikes
 - (4) industrial tours
 - (5) adult overnight camps

- c. CAMPS
 - (1) day camping
 - (2) harvest camping
 - (3) overnight camps

- d. TRAINING
 - (1) home recreation institutes
 - (2) junior volunteer institutes
 - (3) day care leadership groups
 - (4) craft training
 - (5) story hour training
 - (6) manager training classes

PORTLAND'S EMERGENCY WAR RECREATION NEEDS

From an industrial, morale and absenteeism standpoint the expansion of Portland's normal recreation program is a "must". In point of importance to assist in maintaining high industrial morale and in lowering absenteeism, the following projects are an absolute necessity in establishing this program, namely:-

- a. Downtown Industrial Recreation Center
- b. Colored Recreation Center
- c. Public Community Centers, Housing Centers, Recreational Areas and School Areas

DOWNTOWN INDUSTRIAL RECREATION CENTER - There are no recreational facilities on the West Side which will permit 24-hour service to defense workers. The need for social dances, club activities, work of theatricals, games and swimming has been expressed by the war defense workers and plant managements. There is nothing outside of commercial amusements in the downtown area.

A location has been found in the Oregon Athletic Association Building. It is ideally constructed for this purpose and could be obtained on a rental basis for the duration. This club is located at S. W. 13th and Main Street, in the most thickly populated rooming house and apartment district within five blocks of the heart of the city. It has a standard gymnasium, a swimming pool, men's and women's dressing rooms and showers, a large social lobby, small dance floor, bowling alleys, a combination ballroom and auditorium with balcony seats as well as collapsible chairs. From industry's survey this is an adequate building. The Recreation Division of the Bureau of Parks of the city could partially staff the center, although maintenance, rental and cleaning cannot be met under the present city budget.

COLORED RECREATION CENTER - The urgent need for a colored recreation center has come with the large influx of colored people. This could have been absorbed if the Williams Avenue colored YWCA had remained the local community center in the Albina area. This center has been turned over to the USO and is exclusively reserved for the service men. There are no facilities to provide meeting places for the colored population. It is recommended that a club space be rented and a supervisor employed at once. In 1942 Portland's colored population was 900; it is

now 5,000. In addition there are 400 colored men located at the Portland Air Base. The Pendleton Air Base at Pendleton, Oregon sends groups of 200 to Portland for recreation each week.

PUBLIC COMMUNITY CENTERS, HOUSING CENTERS AND RECREATION AREAS - There are within the limits of the City of Portland, fifty-six recreational areas, 8 outdoor swimming pools, 3 indoor swimming pools, plus 16 new recreational housing centers and play areas bearing the load of the 475,000 inhabitants of Portland. The supervision of these areas with provision for instruction as well as organized competition in sports, drama, music, arts and crafts has exhausted the personnel, equipment and maintenance budget of the city. The need is additional personnel and some supplementary supplies and maintenance.

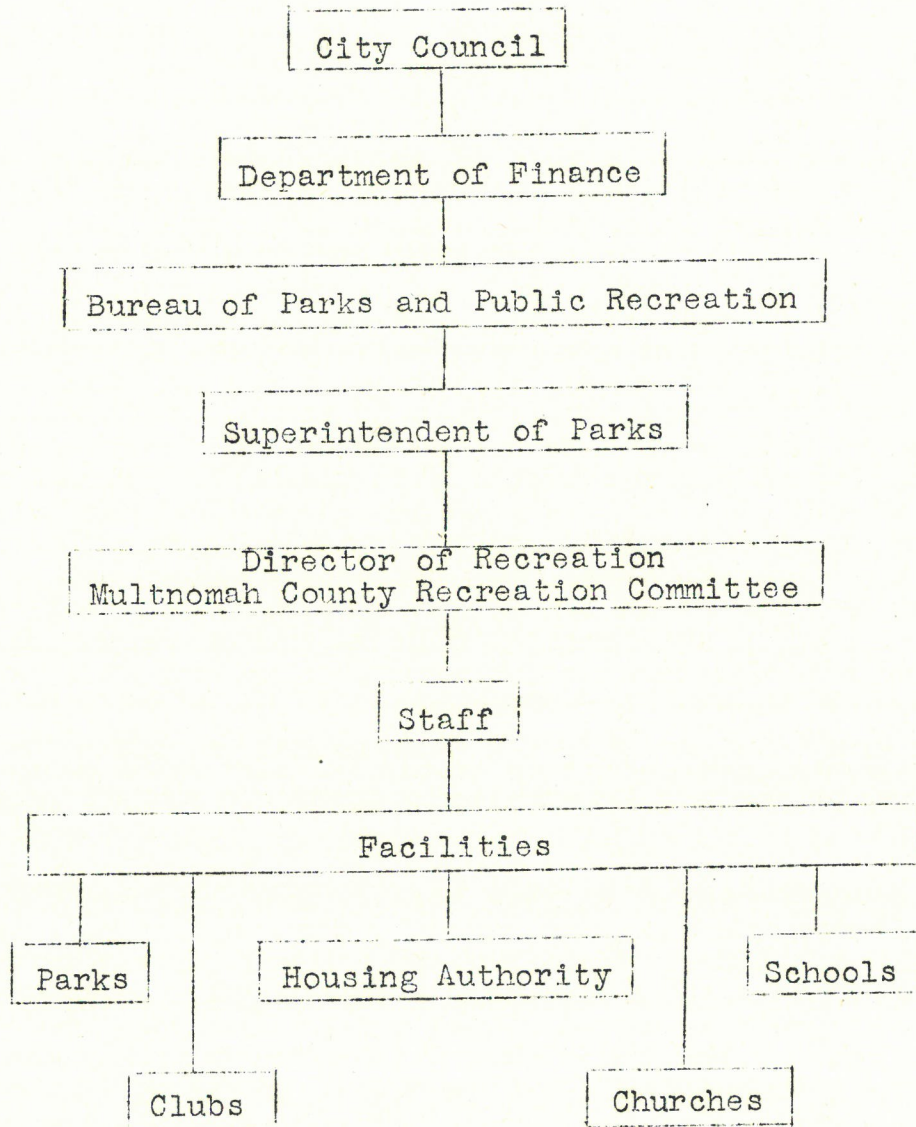
This program as set forth is necessary to the health and moral welfare of the civilian group who are producing the ships and implements of war so necessary to our war effort. Many of these workers are living in overcrowded rooming houses and apartments, and a need for clean wholesome recreation is paramount. To meet the growing needs of Portland through an adequate staff, facilities and equipment, the City of Portland, Bureau of Parks and Public Recreation is requesting Lanham Act Funds to operate according to the City's fiscal year beginning July 1st, 1943, and continuing through June 30, 1944. Therefore, we urge immediate consideration of this application.

This, in brief, is a composite picture of the extended war impact year round program to be provided to the residents within the Portland city limits and the outlying areas using public buildings, church facilities, private clubs, school buildings and housing units.

The program content will vary with the climatic changes of Portland. Every age group, the pre-school, the school, teen age, adult, serviceman, women's groups, mixed groups and hobby groups will be served. The Bureau of Parks and Public Recreation of the City of Portland will employ personnel to program, to supervise, and direct the activities on a year round basis, free of charge, in accordance with the City Charter. The leadership will be selected according to the qualifications established by the Civil Service Board of the City of Portland. The personnel will be under the supervision and direction of the Bureau of Parks and Public Recreation and will be assigned to specific duties according to the need of the community center as director, play leader, craft, sports, drama and dance director.

B. ADMINISTRATION

1. Organization:



2. Personnel Increase:

Full-Time

- 9 Recreation Directors
- 2 Swimming Directors
- 16 Assistant Recreation Directors
- 8 Play Leaders
- 4 Maintenance Men
- 1 Janitor
- 2 Asst. Janitors

Summer Program

9 Play Leaders
2 Relief Guards
10 Checkers
1 Life Guard

III EXTENT OF FEDERAL AID NEEDED

The Recreation Budget on the preceding pages outlines proposed expenditures in detail. The following tabular statement summarizes the proposed expenditures by Portland and the Federal Security Agency.

Portland has been spending \$1.09 per capita under its normal recreation budget. Now the city proposes to increase its normal budget by 18% to meet in part the need for defense recreation.

Therefore, Portland believes that it is justified in requesting Federal aid for the balance of the expenditures necessary to put into operation the recommended defense recreation program.

PROPOSED RECREATION BUDGET OF THE CITY OF PORTLAND
(Fiscal year - July 1, 1943 to July 1, 1944) \$656,856.10

Tentative Normal Budget for Recreation	<u>\$541,949.10</u>
Personal Service	\$370,293.80
Operation & Maintenance	50,429.51
Equipment	1,800.00
Capital Outlay	119,425.79
Needed Grant from Federal Security Agency	<u>114,907.00</u>
Personnel	83,660.00
Supplies, Maintenance	18,747.00
Facilities	9,500.00
Capital Outlay	3,000.00

BREAKDOWN PORTLAND RECREATION BUDGET

	Personal Service	Operation and Maintenance	Equip- ment	Total
Comfort Stations	15,492.60	2,417.00		17,909.60
Executive & Clerical	22,751.40	2,555.00		25,306.40
Park & Community Bldg.	198,951.40	17,445.00	900.00	217,296.40
Playground Maintenance	67,687.20	8,662.50		76,349.70
Swimming Tanks	16,670.80	4,675.00		21,345.80
Zoo	14,198.40	5,805.00		20,003.40
TOTAL GENERAL FUND	335,751.80	41,559.50	900.00	378,211.30
Eastmoreland Golf	12,343.80	4,455.00	300.00	17,098.80
Rose City Golf	12,343.80	2,935.00	300.00	15,578.80
West Hills Golf	7,289.40	1,090.00	300.00	8,679.40
TOTAL GOLF	31,977.00	8,480.00	900.00	41,367.00
Public Recreation Areas	2,565.00	380.01		2,945.01
Land Purchases				119,425.79
TOTAL	2,565.00	380.01		122,370.80
GRAND TOTAL	370,293.80	50,429.51	1800.00	541,949.10

PROPOSED DEFICIT BREAKDOWN

PERSONNEL

Recreation Summer Staff - The neighborhood parks and playgrounds adjacent to the shipyards, war industries and housing projects require additional personnel.

2 Play Leaders Pier Park (3 mo.)	\$110.00	\$660.00	
2 Play Leaders Columbia Park	110.00	660.00	
1 Play Leader St. Johns	110.00	330.00	
1 Play Leader Peninsula Park	110.00	330.00	
1 Play Leader Alberta Park	110.00	330.00	
2 Play Leaders Johnson Creek	110.00	660.00	\$ <u>2,970.00</u>

Recreation Summer Swim Staff - Pools adjacent to shipyards and housing projects.

2 Relief Guards (3 mo.)	125.00	750.00	
8 Checkers	85.00	2040.00	\$ <u>2,790.00</u>

The Year Round Staff - Directly related to industry and housing projects.

8 Recreation Directors (12 mo.)	175.00	1400.00	\$ <u>16,800.00</u>
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The Indoor Play Leaders' Program (Afternoon and Evening supervision in church buildings and housing projects and park buildings)

2 Swim Directors (12 mo.)	125.00	3000.00	
16 Assistant Directors for recreation	150.00	28800.00	
8 Play Leaders (overall)	125.00	12000.00	\$ <u>43,800.00</u>

Community and Housing Recreation Facilities

4 Maintenance Men (12 mo.)	150.00	600.00	\$ <u>7,200.00</u>
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Downtown Industrial Recreation Center

1 Life Guard (10 mo.)	110.00	1100.00	
2 Checkers (10 mo.)	90.00	1800.00	
1 Janitor (12 mo.)	175.00	2100.00	
2 Assistant Janitors (12 mo.)	125.00	3000.00	
1 Recreation Director (12 mo.)	175.00	2100.00	\$ <u>10,100.00</u>

TOTAL PERSONNEL \$83,660.00

SUPPLIES

Additional requirements necessary for additional load due to industrial program and the load on the adjacent parks, school buildings, community center and negro center.

Children's Games	\$750.00	
First Aid Supplies	300.00	
General Craft Supplies	500.00	
Sports Equipment and standard supplies (tennis table, gym mats, bowling balls, records, magazines and sound equipment)	4572.00	
Outdoor Pool Supplies (Towels, Chlorine, etc)	425.00	
	<hr/>	\$ 6,547.00

Maintenance Load - Playground areas, Community buildings, rest rooms

Recreational areas adjacent to the new development and the war plants.

Maintenance (Sawdust, sand, towels, Tissue, soap, brooms, rakes, light globes, etc.)	1300.00	
	<hr/>	\$ 1,300.00

Maintenance Industrial Center

Miscellaneous
(Pool supplies, Laundry, soap, wax, light bulbs, brooms, toilet tissue, paper, mops, heat, light, water and phone) (12 mo.) 6900.00

Cleaning, labor and renovation (12 mo.)	1000.00	\$ 7,900.00
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Recreation Swimming - Buckman Pool

Six hour basis, 5 days per week
(10 months)
City Budget provides for two months.

Light, Power, oil and chemicals (10 mo.)	300.00	\$ 3,000.00
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TOTAL SUPPLIES \$ 18,747.00

FACILITIES

Downtown Industrial Recreation Center

Rent (12 months) \$ 4,500.00

Colored Recreation Center

Renovation, tinting, blinds,
furniture (no critical material) 3,000.00

New Development

Rental and Maintenance 5,000.00

Total Facilities \$ 12,500.00

Personnel \$ 83,660.00

Supplies 18,747.00

Facilities 12,500.00

GRAND TOTAL \$114,907.00

PUBLIC COMMUNITY CENTERS, HOUSING CENTERS AND RECREATION AREAS

The City of Portland through its Recreation Division of the Bureau of Parks would extend the normal services of the Department to meet the increased needs for recreation through the placement of additional personnel. This personnel will be selected and placed in facilities owned by the City, the school, the Housing Authority, the church, and fraternal organizations. The program will be all inclusive on a 12 to 24 hour basis on a year round schedule (free of charge). The content of the program will vary with the climatic conditions of Portland. The consultants for this extended recreational service will be the Multnomah County OCD Recreation Committee, the local neighborhood councils and the industrial center subcommittee.

Year Round Staff

Parks, Housing Projects adjacent to Shipyards and War Industries

7 Recreation Directors	@ \$175.00 (12 mo.)	14,700.00
14 Asst. Recreation Directors	150.00	25,200.00
8 Play Leaders (overall)	125.00	12,000.00
4 Maintenance Men	150.00	7,200.00
2 Swim Directors	125.00	3,000.00

Summer Staff

9 Play leaders	110.00 (3 mo.)	2,970.00
2 Relief guards	125.00	750.00
8 Checkers	85.00	2,040.00

Outdoor and Indoor Pool Supplies

Towels, chlorine, etc.		524.00
Light, Power, Oil & Chemicals	300.00 (10 mo)	3,000.00
Maintenance (sawdust, sand, towels, tissue, soap, brooms, rakes, light globes, etc.)		1,300.00

TOTAL \$72,585.00

DOWNTOWN INDUSTRIAL CENTER

The City of Portland through its Recreation Division of the Bureau of Parks would operate the downtown industrial center as a municipal recreation center (free of charge) on a 24 hour basis the year round. The program would be all inclusive, providing special features adaptable to the industrial needs as well as correlate with the existing community programs. The consultants for the center in reference to activity planning will be the City OCD Recreation Committee and the Subcommittee of Industry.

Rent			\$ 4,500.00
Maintenance (Pool supplies, laundry, soap, wax, light brooms, toilet tissue, mop, heat, lights, water and phone)			6,900.00
Cleaning, labor and renovation			1,000.00
1 Janitor	@ \$	175.00 (12 mo.)	2,100.00
2 Asst. Janitors		125.00 (12 mo.)	3,000.00
1 Recreation Director		175.00 (12 mo.)	2,100.00
2 Asst. Rec. Directors		150.00 (12 mo.)	3,600.00
1 Lifeguard		110.00 (10 mo.)	1,100.00
2 Checkers		90.00 (10 mo.)	1,800.00
			<hr/>
		TOTAL	\$ 26,100.00

COLORED RECREATION CENTER

The City of Portland through its Recreation Division of the Bureau of Parks would operate the colored center as a municipally owned center (free of charge). The program would serve all age levels on a 12 to 24 hour basis the year round. The program in content would provide for social recreation, physical arts and crafts, as well as a meeting place for group discussions. The exact proportion of scheduling would be determined by usage. The consultants for the center would be the colored subcommittee of the OCD Recreation Committee.

Rental and Maintenance	\$ 5,000.00
1 Director of Recreation @ \$175.00 per mo.	2,100.00
 <u>Capital Outlay</u>	
Renovation and furniture	
Tinting, Blinds, etc. (no critical material)	<u>3,000.00</u>
TOTAL	\$ 10,100.00

SURVEY OF EXISTING RECREATION AREAS, FACILITIES AND PROGRAMS

A. AREAS AND FACILITIES

1. Indoor

- a. City of Portland
Community Centers, Gyms, Social Rooms and Club Rooms
 - (1) Montavilla
 - (2) Columbia
 - (3) Sellwood
 - (4) Peninsula
 - (5) Centenary-Wilbur Church
 - (6) Lents
 - (7) Albina
 - (8) Laurelhurst
 - (9) Public Auditorium
- b. Housing Authority
 - (1) University Homes
 - (2) Columbia Villa
 - (3) Guild's Lake
 - (a) 6 centers
 - (4) St. John's Woods
 - (5) Parkside
 - (6) Vanport
 - (a) 2 centers
 - (b) 3 social halls
- c. Schools
Gyms, Auditoriums and Special Rooms
 - (1) 59 Grammar Schools
 - (2) 10 High Schools
 - (3) 3 Swimming Pools
 - (a) Couch
 - (b) Buckman
 - (c) Shattuck
- d. Churches
Recreation Facilities (gyms and game rooms)
 - (1) 32 Miscellaneous Denominations
- e. Private
 - (1) 34 Clubs Equipped with Recreation Facilities
- f. Industrial Equipped Centers
 - (1) Columbia Aircraft Company
 - (2) Oregon Shipyards
 - (3) Swan Island Shipyards
- g. Commercial
 - (1) 13 bowling alleys
 - (2) 46 pool halls
 - (3) 51 movie theaters
 - (4) 65 dance halls

AREAS AND FACILITIES (continued)

2. Outdoor

- a. City of Portland
 - (1) 56 Playground and Park Areas
 - (2) 69 School playground areas
 - (3) 32 Supervised playgrounds
 - (4) 8 Swimming pools
- b. Housing Authority
 - (1) Vanport
 - (a) 11 small children's areas
 - (b) 8 play areas
 - (c) 16 playgrounds
- c. Public
 - (1) Multnomah Stadium
 - (2) Public Library
 - (a) 16 Branches throughout the city

B. PROGRAMS

Year Round Recreation Program

1. NATIONAL DEFENSE

- a. Recreation Volunteer Corps
- b. Physical Fitness Corps
- c. Junior Volunteer Corps
- d. Mayor's Recreation Cantonment Committee
- e. Portland Air Base Summer Concerts
- f. Recreation Summer Caravan
- g. Red Cross (craft guild)
- h. Red Cross Sewing Unit Groups
- i. Red Cross Knitting Groups
- j. Red Cross Nutrition Classes
- k. Red Cross First Aid Classes
- l. War Stamp Tennis Tournament
- m. Tennis Court Dances
- n. Japanese Evacuation Center Program
- o. Veteran's Guard Patrol
- p. Victory Garden Classes
- q. Youth Platoons for Harvest Fields
- r. Junior Craft Units, construction of play equipment
- s. Pre-Induction Fitness Classes
- t. Pre-Induction Swimming Instructions
- u. Physical Fitness Classes for Youths
- v. Day Camps
- w. Check-in System Children of Working Parents

2. CLUB PROGRAMS

- a. Lavender Clubs (women past 60 years old)
- b. Checker Clubs
- c. Card Clubs
- d. Table Tennis
- e. Bridge
- f. Private Groups

CLUB PROGRAMS (continued)

- g. All types of hobby groups

3. COMMUNITY AGENCY COOPERATION

- a. Well-baby Clinics
- b. Immunization Clinics
- c. Venereal Disease Control Clinics
- d. Health Education Lectures
- e. Boy Scout Groups
- f. Girl Scout Groups
- g. Fraternal Organizations
- h. Community Clubs

4. SPORTS PROGRAM

- a. Basketball League Play
 - (1) Men's Division
 - (2) Women's Division
 - (3) Junior Division
- b. Softball League Play
 - (1) Men's Division
 - (2) Women's Division
 - (3) Junior Division
 - (4) Playground Division
- c. Table Tennis League
 - (1) Industrial Teams Division
 - (2) Fall City tournament
 - (3) Fall novice tournament
 - (4) Spring city tournament
 - (5) Junior city tournament
 - (6) Playground divisions
- d. Badminton
 - (1) Instruction and free play
 - (2) Tournaments
 - (a) Junior
 - (b) Novice
 - (c) City
 - (d) Consolation
 - (e) Spring
 - (3) Inter-club play or invitational team play
- e. Archery
 - (1) Instruction
 - (2) City tournament
 - (3) Northwest Tournament
- f. Volleyball
 - (1) Mixed play
- g. Horseshoe
 - (1) General play
 - (2) Meets
 - (3) Inter-Park Competition
 - (4) Tournaments
- h. Art Forms
 - (1) Drama
 - (a) Junior Theater Groups
 - (b) High School Groups
 - (c) Adult Dramatic Clubs

- h. Art Forms (continued)
 - (2) Dance
 - (a) Social Parties
 - (b) Social Dance Instructions
 - (c) Tap
 - (d) Folk
 - (e) Kindergarten
 - (3) Crafts
 - (a) Leather tooling
 - (b) Weaving
 - (c) Woodwork
 - (d) Pottery
 - (4) Special
 - (a) Circus
 - (b) Caravans
 - (c) Weekly Radio Broadcasts
 - (d) Physical Fitness Show
 - (e) Sunday Band Concerts
 - (f) Community Nights
 - (g) Tennis Court Dances
 - (h) Day Camp
 - (i) All Day Care of Children
 - (j) Croquet
 - (k) Singing
 - (l) Pageant - Pied Piper
 - (m) Circus Parade
 - (n) Swimathon
 - (o) Swim Demonstration
 - (p) Hospital Entertainments
 - (5) Social Activities
 - (a) High School Nights
 - (b) Adult Socials
 - (c) Hobby Socials
 - (d) Sport Socials
 - (6) Physical Activities
 - (a) Apparatus
 - (b) Gym
 - (c) Conditioning
 - (d) Tumbling
 - (e) Boxing
 - (f) Wrestling
 - (7) Miscellaneous Features
 - (a) Industrial Recreation
 - (b) Army Sports
 - (c) Zoo Trips

PARKS AND PLAYGROUNDS

RECREATION

The Bureau of Parks and Public Recreation's summer opportunities will be held on the following playgrounds from June 7 to August 28, 1943.

Alberta	Linnton
Belmont	Montavilla
Buckman	Mt. Scott
Columbia	North Park
Couch	Overlook
Creston	Peninsula
Dawson	Pier
Grant	Powell
Irving	Rose City
Joseph Lane School	Sellwood
Kenilworth	Shattuck School
Lair Hill	Wallace
Laurelhurst	Washington
Lents	Westmoreland

The playgrounds are open under supervision from 9:00 a.m. to 10:00 p.m. Monday through Sunday. The activities of the playgrounds consist of:

Softball	Golf Instruction
Croquet	Tennis
Table Games	Playground Golf
Dancing	Apparatus
Story Hour	Kindergarten
Badminton	Volleyball
Handball	Horseshoes
Shuffleboard	Crafts
Drama	Music.

Special Events of the summer season will be:

Zoo Trips	Bike Trips
Tennis League	Play Days
Playground Concerts	Track Meets
Archery (Sherwood Field)	Circus
Tennis Court Dances	Hikes
Pageants	Handball Tournaments
Horseshoe Tournaments	Tennis Tournaments

The swimming pools will be open from July 1 to August 28 from 10:00 a.m. to 8:00 p.m. at:

Creston	Montavilla
Sellwood	Grant
Peninsula	Pier
Mt. Scott	Buckman
Couch	Columbia
Shattuck	

Activities in the pools include:

Learn to Swim Week
Swimming Instruction
Swimming Tests

Water Carnival
Life Saving
Swimathon

Defense Program

The Recreation Division will cooperate with parents who are in defense industries and desire supervision for their children Monday through Sunday. A check system will be inaugurated. The child will be registered with the director on the playground area when a "Parent Consent Blank" is presented. Playgrounds open at 9:00 a.m. and close at 10:00 p.m. This registration is planned particularly for the 6 to 11 year age levels. Special classes in the mornings and afternoons are planned for the pre-school children. All playgrounds will participate in this industrial program. The "Parent Consent Blanks" may be obtained from the City Hall office or local park directors.

Projects

Ash trays, bed rests, lamps, etc., are suggestions of some of the projects which will be made to fulfill the requests of the hospitals in the service areas.

Specials

On Sunday afternoons beginning June 13th from 2:00 to 3:30 p.m. the Portland Air Base band will give public concerts in Laurelhurst Park.

The Nutrition Classes, First Aid Classes, Conditioning Activities, etc. will be continued throughout the summer season.

The local community picnics and get-togethers will be part of every playground planning.

SUMMARY OF DATA PUBLIC PARKS OF PORTLAND OREGON

NEIGHBORHOOD PARKS

Area in Acres

Alberta	16.70	
Buckman	10.40	
Columbia	28.75	
Creston	9.54	
Irving	15.00	
Kenilworth	9.23	
Laurelhurst	31.0	
Montavilla	9.46	
Mt. Scott	10.90	
Overlook	11.25	
Peninsula	16.34	
Pier	63.75	
Sellwood	16.24	
The Fairways Tract	45.0	
U. S. Grant	19.86	
Woodstock	13.39	
Westmoreland	47.	Total 326.81

PLAYGROUND AREAS

Belmont	4.38	
Dawson	2.02	
Duniway	12.50	
Gammons	1.65	
Johnson Creek	2.89	
Kingsley Park	1.27	
Lents Park	5.20	
North Park	1.38	
Patton Park	1.26	
Portland Heights Parks	4.90	
Powell Park	8.64	
Terwilliger Park	4.53	
Wallace	2.07	
W. Lair Hill Park	2.18	Total 54.87

LARGE PARKS - NATURAL AND SCENIC

O. M. Clark Park	17.74	
Eastmoreland Golf Course	149.61	
Geo. H. Himes Park	34.0	
Hoyt Park Arboretum	144.12	
Macleay Park	103.34	
Mt. Tabor Park	175.09	
Riverside Park	18.5	
Rose City Golf Course	156.7	
Washington	105.0	
West Hills Golf Course	55.0	Total 959.11

P O R T L A N D
O R E G O N

-oOo-

RECOMMENDED TEN - YEAR PARK PROGRAM

Proposed under authority of
Charter Amendment

Approved by Referendum Vote
November 8, 1938

City Planning Commission
September, 1939

T A B L E O F C O N T E N T S

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September 16, 1939

City Council
Portland, Oregon

Gentlemen:

We have the honor to present our report on the ten-year park program as directed by your honorable body, following passage on November 8, 1938 of the charter amendment authorizing the tax levy which made such a program possible.

In accordance with your instructions, the Commission cooperated with the Federation of Community Clubs in studying the program. Their representatives and our Park Committee and staff discussed in great detail all of the sites listed and the principles upon which selection has been based. As a result of this democratic but time consuming method, the Commission has the pleasure of presenting recommendations which have the direct approval of all who aided in the committee work, with the exception of one site which is noted in the report, and in this case the Community Clubs took no action for or against.

The report presented herewith is based on principles stated in the 1936 park study. One important difference in the policy suggested, is our recommendation that most of the revenues anticipated for the ten-year period be used for acquiring recreational areas while the most suitable land sites are still available.

We wish to call attention to our conclusion that former school sites remaining in public ownership, except the old Shaver School site, are included in our recreational plan. In fact the whole plan tends to center around the school establishment with the result that 12 of a total of 50 items in the program are proposed expansions of school play facilities.

We respectfully suggest the Council seek the cooperation of School District No. 1 to obtain the permanent reservation of the old school sites mentioned above.

City Council
Sept. 16, 1939

Page 2.

The Commission wishes to express its appreciation for the help of Mr. Wm. J. MacKenzie, Director of School District No. 1, and Mr. H. R. Albee of the City Park Bureau, and for painstaking work of the Federated Community Clubs' Committee, especially Mr. Jos. H. Berry, Chairman, Mr. Lynn Johnson, Assistant Chairman, Mr. H. A. Day, Secretary of the General Standing Committee on Parks of the Federated Community Clubs. It also acknowledges its heavy obligation to its Parks Committee and its staff who have labored for months to bring this report to fruition.

Respectfully submitted,

CITY PLANNING COMMISSION

By _____
President

Parks Committee:

John W. Cunningham, Chairman
Leslie D. Howell
Russell D. Ward
Adolph Gerwin

Personnel
CITY PLANNING COMMISSION
Portland
Oregon

Charles McKinley, President
David B. Simpson, Vice President
Ernest C. Willard
Guy E. Jaques
John W. Cunningham
Phillip W. Patterson
Russell D. Ward
Leslie D. Howell
Donald L. Woodward
Adolph Gerwin (resigned)

Committee on Parks

John W. Cunningham, Chairman
Leslie D. Howell
Russell D. Ward
Adolph Gerwin

Advisory Members

C. P. Keyser
H. R. Albee
Charles McKinley
William J. MacKenzie
John B. Yeon

Committee on Streets

Ernest Willard, Chairman
John W. Cunningham
Donald L. Woodward
Phillip W. Patterson

Advisory Members

L. G. Apperson
Charles McKinley

Committee on Zoning

David B. Simpson, Chairman
Guy E. Jaques
Russell D. Ward

Advisory Members

Charles McKinley	W. G. Holford
H. E. Plummer	Warren C. Rice

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Gordon C. Dudley, Draftsman	Charles E. Darr, Draftsman
Marguerite Soesbe, Stenographer	

Introduction

The City Planning Commission makes this report on a ten-year park program for the city of Portland as a result of the November 1938 election, and in accordance with instructions of the City Council to review findings of the 1936 park report and to work with the Federated Community Clubs in studying the program. The Federated Community Clubs performed a most valuable public service in sponsoring the referendum on the charter amendment authorizing a .4-mill tax levy for park purposes which will probably raise about \$100,000 each year for a period of ten years.

The Federated Community Clubs, and especially the members of their park committee and their various zone committees, are to be complimented on their painstaking efforts and on the excellent recommendations submitted to the City Planning Commission in a report, dated, May 3, 1939.

The proposals presented herein represent an up-to-date study of the 1936 report of the City Planning Commission on a system of public recreational areas. The program for the expenditure of approximately one million dollars over a period of ten years, as recommended in this report, follows the principles stated in the 1936 report, except that it is now recommended that most of the tax revenue be spent for acquisition of sites. This present program, therefore, recommends more acquisitions for the ten-year period than did the 1936 report.

Presentation of the Federated Community Clubs' report of May 3, was followed by a series of hearings, at which the various zone chairmen working under this central committee were heard. Then followed a thorough field inspection on the part of the members of the Parks Committee of the Planning Commission, and a careful study of land values, population distribution, present land usage, and other factors affecting the various sites, by the staff of the Planning Commission.

After the check of the report of the community clubs, the City Planning Commission's Park Committee presented its findings to the community club group for restudy in the light of obtaining certain refinements in the plan in order to secure an even spread of recreational areas in the city-wide plan and to secure the most economical plan by avoiding any duplications of service. In short, the process of refining the plan involved a series of nine meetings, with the Community Clubs' committee on parks, the last meeting being held on Friday evening, August 25, 1939.

The principle involved in making final adjustments or refinements in the city-wide plan was that elementary school grounds and existing park-playgrounds should form the backbone of the recreational system for youngsters of elementary school age. This is one of the oldest principles of recreational planning as a part of a city plan, and it anticipates the coordination of all school grounds and park-playgrounds in a unified system. By observing this principle, as emphasized in the

1936 city-wide park study by the Planning Commission, it is possible to obtain an economical spread of service throughout the city with savings of many thousands of dollars in acquisitions of land.

In the series of nine meetings (1) the final adjustments in the general plan were checked and agreed upon, and (2) the sites to be acquired in the ten-year program were listed.

On Friday evening, September 1, 1939, the Federation of Community Clubs accepted the plan and program as reported herein.

General Plan for a System of Recreational Areas

Principles and Standards

The underlying principles affecting the design of a park and recreational system are expressed in detail in the 1936 report. Even with a risk of repetition, it should be stated that the plan for a system of recreational areas should embrace the entire urban area and provide units of suitable location and size for all age groups. In a built-up city a systematic plan for neighborhood facilities must be based primarily upon the existing school plant which includes school sites designed to serve children of elementary-school age, and youth of high-school age. With the growing activity in adult education and recreation, there is an added reason for development and coordination of educational-recreational facilities.

The backbone of a playground system for children of elementary school age is the elementary school system. Such schools have a half-mile service radius, more or less; that is, elementary schools are planned to be one mile apart where possible.

Neighborhood parks are also planned on this same standard and it is economically and socially desirable to locate neighborhood parks in connection with the elementary schools in order to have, in addition to the basic playground facilities, other features for all age groups within a half-mile. For example, the school building, in such cases, can be used as a community house without expensive duplication of buildings. Examples of this combination of neighborhood park and elementary school are Woodstock Park--Woodstock School; Kenilworth Park--Grout School; Creston Park--Creston School; Alberta Park--Vernon School.

In addition to the primary playground system there is need for additional playgrounds, in some locations, to supplement the primary playgrounds, particularly in areas of dense population. These so-called supplemental playgrounds are particularly valuable in summer months. Located between elementary schools, or neighborhood parks, as the case may be, the supplemental playgrounds will have a basic service radius of a quarter-mile.

Thus it will be seen that elementary schools, neighborhood parks and the supplemental or "in-between" playgrounds, properly arranged, will provide playground service for a very large part of the school population within a quarter-mile walk. On the accompanying map showing playgrounds, it will be noted that a perfectly geometrical pattern of all playgrounds cannot be obtained in a built-up city, but by examination of the circles enclosing service areas, it will be noted that dwelling districts are largely within a quarter-mile of a playground or so-called supplemental playground and, in practically all of the other cases, the required walk is less than one-half mile.

Playfields serving youth of high-school age and adults, are based on a one-mile service radius. These sites provide space for the various field sports. The basis for a system of playfields is the high-school plant; however, extra playfields on special sites are sometimes needed to provide adequate service.

Thus it will be seen that by judicious arrangement in the city-wide plan, a complete recreational service for all age groups can be attained. In this plan certain sites will be single duty (playground), double duty (playground-neighborhood park), or triple duty (playground-playfield-neighborhood park).

In this report large parks and parkways are not included inasmuch as such acquisitions are not provided for in the charter amendment authorizing the present ten-year program.

The General Plan

The city-wide plan for local recreational areas is shown on the accompanying maps, entitled, "Present and Proposed Playgrounds," "Present and Proposed Playfields" and "Present and Proposed Neighborhood Parks."

In addition to present and proposed recreational areas, classified according to use and corresponding service area, the maps show present population distribution and sites proposed to be acquired in the ten-year program. By comparing the three accompanying maps the usefulness or "coverage" of the general plan, and the logic of the recommended ten-year program of acquirement are apparent.

It will be noted that the maps and the discussion of proposed acquisitions and the summary table are keyed by the use of numbers designating each site, whether present or proposed. (The same system of numbering and the same site numbers were used in the 1936 park report.)

RECREATIONAL AREAS PROPOSED TO BE ACQUIRED UNDER THE TEN-YEAR PROGRAM

Following is a tabulated summary of the proposed program and a brief discussion of each proposed site. In the tabulated summary and the discussion, the key numbers refer to the attached maps. This numbering system was used in the 1936 park report also

Sites are listed in numerical order according to key numbers of the playground map, but neighborhood park and playfield key numbers are also shown where needed for map identification.

No priorities are indicated in the tabulation or discussion because of the City Attorney's opinion that long-term arrangements for purchasing can be made. Copy of this opinion is attached.

The sites listed herein are those which in the opinion of the City Planning Commission are the most desirable in the respective neighborhoods; however, the Commission wishes to emphasize that in some cases alternate selections are possible.

It will be noted that a number of former school sites are shown on the map as existing playgrounds. These sites are now in public ownership and must be assumed to be available for public recreational use. All such sites, except the old Shaver School site, are employed in the city-wide recreational plan. Descriptions of existing sites are not included in this report, but for them, reference should be made to the 1936 report.

SUMMARY OF SITES PROPOSED TO BE ACQUIRED UNDER THE TEN-YEAR PARK PROGRAM

Playground No.	Neighborhood Park No.	Playfield No.	Location	A C R E S						Total Ultimate Unit
				: 10-Yr. Program :						
(1)	(2)	(3)	(4)	First Purchase	Second Purchase	Future Expansion	Present School	Present Park	(9)	(10)
4	1		Wallace Park-Chapman School	2.11	3.92			4.91	2.11	13.05
6			Shattuck School	2.39				2.11	0.36	4.86
10-A			S. W. Front, Lane, Corbett, Pennoyer	4.80						4.80
13			Fulton Park School, block west of		1.00			2.39		3.39

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
24			S. W. 18th & Mill	2.10					2.10
A-31			S. E. Milwaukie, Reedway, S. E. 17th, Knight	3.00					3.00
33			S. E. 39th & Cooper	9.34					9.34
37			S. E. Ramona, 62nd, Knight, 60th	3.03					3.03
41			S. E. 87th & Claybourne	3.66					3.66
42	18	8	Lents district, S. E. 95th & Steele	10.00		23.50			33.50
49			S. E. Mall, at 54th	3.70					3.70
A-50			S. E. 67th & Center	1.62					1.62
52			S. E. 76th, 79th, Center	4.60		10.20			14.80
** A-53			Near S. E. 84th & Yamhill		5.00				5.00
55			S. E. 35th and Tibbetts	2.50					2.50
58			Old Brooklyn School Site	0.33		1.22	2.04		3.59
60			Hosford School	2.71			3.93		6.64
61	25		S. E. 31st & Market	7.79					7.79
66			Mt. Tabor School, block west of	0.92			3.55		4.47
73			N. E. 70th, 71st, Hassalo, Pacific	2.80					2.80
74	A-32		Old Normandale School Site		10.00		6.45		16.45

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
A-76			N. E. 29th & Oregon (Boys' & Girls' Aid Soc.)	3.17					3.17
*** 78	27	12	Buckman Field Expansion		7.41	14.08	7.34	10.40	39.23
79-A			N. E. 1st and Multnomah	2.10					2.10
** 80			Near N. E. 22nd and Hancock		3.00				3.00
** 83			Near N. E. 47th and Stanton		3.00				3.00
** 87			Near N. E. 62nd and Siskiyou		3.00				3.00
88			N. E. 66th and Mason	2.50					2.50
A-88			N. E. Skidmore, 74th, Mason, 75th		2.50				2.50
91	35		N. E. 33rd and Skidmore	5.00	10.00				15.00
95	33		N. E. Flint and Russell (Albina)	6.50	13.50				20.00
100			Beach School		3.65		5.31		8.96
102	A-38	17	Jefferson High School	4.20	5.10		11.34		20.64
107			N. E. 39th to 40th North of Alberta		2.54				2.54
A-108	31	16	N. E. 37th, Holman, 42nd		10.00	25.00			35.00
113			N. E. 9th, 10th, Holman, Ainsworth	4.20					4.20
115			N. E. Mallory, Morgan Union, Bryant	3.55					3.55
118			N. Omaha, Ainsworth, Gay		2.00				2.00

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
119	40	:	N. Greeley, Delaware, Bryant, Dekum	8.80:					8.80
120	39	:	N. Commercial and Farragut (in Lovewood)	5.00:		7.89:			12.89
123		:	N. Seward, Endicott, Trenton, Houghton		5.18:				5.18
125		:	N. Princeton, Stanford, Hodge, Depauw	3.60:					3.60
126		:	N. Wall, Westanna, Princeton, Depauw	6.20:					6.20
127		:	N. Geneva and Fessenden		10.20:				10.20
130		:	James John School	4.00:			3.30:		7.30
133		:	S. W. 1st, 2nd, Harrison, Montgomery	0.92:					0.92
136		:	N. E. 25th, 27th, Morgan, Dekum	6.70:					6.70
138		:	N. Delaware, Brandon, McClellan Kilpatrick	3.40:					3.40
142	5	4	Hannah Mason Tract	13.4			7.95:		21.35
146	21	9	Franklin High School	6.8	7.0		7.90:	17.04:	38.74
T O T A L S:				157.44:	108.0		97.74:	69.71:	12.87:445.76

** These sites, located in solidly built up neighborhoods, are to be purchased only if funds are deemed sufficient. The City Planning Commission also recommends that, if funds permit, the grounds at Roosevelt High School be expanded.

*** Proposal to expend Buckman Field was discussed thoroughly with representatives of Community Clubs, but no final motion, for or against, was made. Otherwise, the entire list above was adopted by the Federation of Community Clubs.

In all cases where area acquired would justify street vacation, area of street so vacated is included in areas to be acquired, Columns (5) and (6), or Column (7)

NOTE: - It will be noted that, in the above list, in Columns (5) and (6), proposed "first" and "second" purchases are listed. These groupings are indicated as an aid to purchasing in case it is necessary or desirable to delay acquisition of certain properties or where long-term arrangements for purchasing can be made. These groupings should also be an aid to purchasing in case it is found that all the property proposed for acquirement is not within the financial limits of the ten-year program. However, it is estimated the proposed acquisitions are within the purchasing ability of the anticipated special tax yield of one million dollars.

* * * * *

Following is a brief discussion of each proposal in the order of the foregoing tabulation:

Playground Key No. 4 - Wallace Park - Chapman School - N. W. 26th
Neighborhood Park No. 1 and Pettygrove

In this case there is opportunity for creating one of the finest park-school combinations, the Wallace Park--Chapman School unit, in the city. First step should be to acquire the 2.1 acres bounded by N. W. Quimby, Pettygrove, 25th, 26th. A later purchase should include the two blocks west of Chapman School, N. W. 27th, 28th, Pettygrove, Raleigh. (Purchase of the new duplex fronting on N. W. Raleigh could be deferred.)

Playground Key No. 6 - Shattuck School District

One of the most difficult recreational problems in the city is in the neighborhood of Shattuck School. The ideal plan is to provide adequate space about the school building; that is, the block adjacent to and south of the School should be acquired at least. The Community Club in that district recommended that, in addition, the block bounded by S. W. Park, 10th, Jackson and Clifton be also acquired and that Park Avenue, between Jackson and Clifton be vacated or closed as a means of obtaining a larger play space and as a means of reducing traffic on S. W. Park Avenue when the contemplated "foothills boulevard" is constructed. As shown in the Summary, acquisition of the two privately-owned blocks, plus use of a "park block" and street space, and present school site will provide a total area of 4.86 acres.

Playground Key No. 10-A - Blocks bounded by S. W. Front, Lane, Corbett,
Pennoyer

The city now owns the two blocks bounded by S. W. Front, Corbett, Lane, Gaines. The two blocks north of these should be acquired to provide a 4.8-acre playground.

Playground Key No. 13 - Fulton Park School, S. W. Third and Miles

The neighborhood served by this proposal has a relatively light density of population, but children are isolated from other facilities because of topography. The relatively small expenditure for acquiring about one acre is justified.

Playground Key No. 24 - S. W. 18th Avenue and Mill Street

That neighborhood known as "Goose Hollow" is somewhat isolated by the Jefferson Street-Canyon Road trafficway. There is a substantial child population which should be served. Care should be exercised in acquiring land for this playground in order to avoid conflicts with the proposed "foothills" route which may cross S. W. Mill Street west of S. W. 18th Avenue. Originally it was proposed to acquire at least 2.1 acres in the block bounded by S. W. 18th, 16th, Mill, Market.

Playground Key No. A-31 - S. E. Milwaukie, Reedway, 17th, Knight

Because it is practically impossible to obtain other suitable land for playground service in this neighborhood, it is recommended that the above described block of three acres be acquired. Some theoretical overlap of service with Llewellen School will be noted. The school grounds cannot be expanded at a reasonable cost because of residential use.

Playground Key No. 33 - S. E. 39th and Cooper and southwesterly thereof

The vacant 9.34-acre tract adjacent to S. E. 39th and Cooper, extending from S. E. 39th to Eastmoreland, will serve a distinct neighborhood, and should be acquired before further residential construction takes place.

An alternate site is the vacant six acres immediately north of S. E. Glenwood at S. E. 37th Avenue. This alternate site has a slightly better location in relation to other facilities, existing and proposed, in this district, but the site is smaller and the land is not quite as well suited for play purposes as the first recommended site at S. E. 39th and Cooper.

Playground Key No. 37 - S. E. Ramona, 62nd, Knight, 60th

This proposed site is spotted with city-owned property. There are few buildings, all of low assessed value. The site comprises 3.03 acres and would serve the area centered between Woodstock Park and Mt. Tabor Park.

Playground Key No. 41 - S. E. 87th, 88th (approx), Cooper, Claybourne

Two sites are available in this neighborhood but the 3.66-acre site in single ownership at S. E. 87th and Claybourne should be easier to acquire and it could be expanded in the future.

An alternate site is bounded by S. E. 89th, 92nd, Duke, Claybourne. It will be seen that the alternate site is indicated on the Playground map.

Playground Key No. 42 - Lents, S. E. 95th Avenue and Steele
Playfield Key No. 8
Neighborhood Park No. 18

Total ultimate acquisition should be about 33 acres to provide for elementary school and playground, playfield and neighborhood park facilities. This recommendation anticipates a new elementary school location. The present school and Lents Park are poorly located on a trafficway, S. E. 92nd Avenue, and they are a bit too close to other facilities for good service spread. The proposed site fits into the service areas for each of its three proposed uses as will be seen by comparing the respective service radii on the three accompanying maps. About ten acres of the proposed site should be acquired in the present program.

(The present Lents Park can serve small children in the immediate district between S. E. 82nd and 92nd Avenues.)

Playground Key No. 49 - Block bounded by S. E. 54th, 57th (approx.),
Mall and Boise

This proposed site is half-way between Creston Park and Arleta School. Its service radius is tangent to that of Woodstock Park. Part of the service area to the north extends over S. E. Foster Road but safe crossings can be provided.

Playground Key No. A-50 - Southwest corner of S. E. 67th and Center

This vacant tract of 1.62 acres is owned by the city. It is located midway between S. E. Powell and S. E. Foster Road on S. E. 67th Avenue. Although there is a serious overlap of service with Kellogg School, this site can be effective, and there is the advantage of present public ownership.

Playground Key No. 52 - Northwest corner, S. E. 79th and Center
Neighborhood Park No. 20

This is the site for an ultimate 14-acre neighborhood park, but in the present program about 4.6 acres should be acquired. About half the site is city-owned. An equal amount of city-owned property opposite, on the south side of S. E. Center, should be exchanged in the acquirement proceedings.

Playground Key No. A-53 - Near S. E. 84th and Yamhill

A sparsely developed district in the vicinity of S. E. 84th and Yamhill is unserved but, as indicated in the tabulation, a suitable site should be acquired only if funds remain after purchase of the needed sites.

Playground Key No. 55 - S. E. 35th, 36th, Tibbetts, Kelly

The 2.5-acre playground proposed here is well fitted into the playground system. The site is largely city-owned.

Playground Key No. 58 - Old Brooklyn School Site, S. E. Milwaukie and Haig

The School District now owns 2.04 acres and the city owns 0.3 of an acre which should be made immediately available for play. In the future 1.22 acres between the old school site and S. E. Franklin should be acquired to make an ultimate area of 3.59 acres.

Playground Key No. 60 - Hosford School, S. E. 28th Place and Division

Vacant property, 2.71 acres, west of Hosford School should be acquired. Ultimately the residential property east of S. E. 26th Avenue might be acquired. (See discussion of Playground Key No. 61.)

Playground Key No. 61 - S. E. 31st Avenue and Market
Neighborhood Park No. 25

Because only 2.71 acres are vacant at Hosford School, it is recommended that about 7.7 acres of vacant land lying between S. E. Market, Lincoln, 30th, 32nd, be acquired. This acquisition is necessary because of the lack of adequate local park facilities in this densely populated area. Should difficulties arise in purchasing Key No. 61, further expansion at Hosford School should be considered although the property west of the 2.7-acre expansion at Hosford, described under Key No. 60, is now built up.

Playground Key No. 66 - Block west of Mt. Tabor School

The Mt. Tabor School site comprising 3.55 acres is inadequate in size and much of it cannot render the best service because of topography. It is recommended that the block of 0.92 acres, and known as Block 2, Tabordale, be acquired.

Playground Key No. 73 - N. E. 70th, 71st, Hassalo, Pacific

This proposed site is in the center of a large unserved area. Much of this 2.8-acre block is vacant. Five lots are owned by the city.

Playground Key No. 74 - Old Normandale School Site, N. E. 55th and
Neighborhood Park No. A-32 Halsey Street

The School District now owns 6.54 acres, former location of Normandale School. A wooded ten-acre tract immediately to the south should be acquired. In the past few years several attempts to subdivide this property into dwelling sites have been made. The properties would provide an ideal playground and park, now badly needed.

Playground Key No. A-76 - N. E. 29th and Oregon Street
(Boys' and Girls' Aid Society)

Acquisition of the Boys' and Girls' Aid Society property is recommended because of the spread of service it would provide in a densely populated area. The service area would extend into a portion of Laurelhurst. A portion of the Mann Home property and a vacant block at N. E. 31st and Pacific was discussed as a possible alternate site, but it probably would not be available for acquisition.

Playground Key No. 78 - Buckman Field--Benson Polytechnic High School
Neighborhood Park No. 27
Playfield No. 12

Children and youth of the city, and of the tributary neighborhoods, have needed more space adjacent to Buckman Field for many years. At present a vital part of the needed land is in danger of being lost forever to public use because of the imminence of a large-scale multi-family housing project. Proceedings for the vacation of certain streets to make way for this project have been initiated.

The present park and school property, though fairly large, is so intensely used that no playground area is available. Holladay Park is not a playground; it is a useful bit of green for passive recreation. There is a real need for playground area at Benson which could at times be used for city-wide activities. This park would also serve a large part of the unserved area centering at Key No. 80 where no land is available for recreational use. In addition to local benefits of a large recreational center adjacent to Benson Polytechnic High School, there would be an immeasurable city-wide benefit in that this unit would also be a great center for high school athletics, for inter-playground events, and the like. The site will also continue to serve Washington and Benson Polytechnic High Schools. Failure to proceed with an initial acquisition of available land at this time will be to deny one of the greatest recreational benefits to future generations.

About 7.5 acres of the old circus grounds, N. E. Irving, Glisan, 15th, 18th, should be acquired as a first step in developing this center. The city and the School District are jointly interested in this land, and they should work together to save it for recreational use.

Playground Key No. 79-A - N. E. First and Multnomah

The 2.1-acre block, now vacant, bounded by N. E. First, Williams, Hassalo and Multnomah will serve a neighborhood more or less defined by Sullivans Gulch, Union Avenue, Broadway and the River.

The large district served by Holladay School lacks racial homogeneity. There is marked juvenile delinquency. A playground is needed in this location to supplement the recreational service of Holladay School site.

Playground Key No. 80 - Near N. E. 22nd and Hancock

The playground map shows a circle indicating that the neighborhood centering at about N. E. 22nd and Hancock should be provided with a playground, if desirable property, in this densely populated area, can be found at a reasonable price, and if funds are available after other sites listed herein have been obtained. Much of the need for this playground would be met by a complete three-use unit at Buckman Field, where vacant land is available.

Playground Key No. 83 - Near N. E. 47th and Stanton

The district centering at about N. E. 47th and Stanton faces the same situation as the preceding Playground Key No. 80, and the same recommendation is made.

Playground Key No. 87 - Near N. E. 62nd and Siskiyou

Condition and recommendation are the same as for Nos. 80 and 83, above.

Playground Key No. 88 - Block bounded by N. E. 66th, 67th, Mason, and Skidmore

The neighborhood is unserved. The recommended vacant block contains 2.5 acres.

Playground Key No. A-88 - N. E. Skidmore, 74th, Mason, 75th

The neighborhood is unserved. This site of 2.5 acres, with Key No. 88, above, will provide full service north of Sandy Boulevard in the neighborhoods west and east of N. E. 72nd Avenue.

Playground Key No. 91 - "Spring Valley Addition" tract at N. E. 33rd
Neighborhood Park No. 35 and Skidmore

This 15.0-acre tract has been recommended for purchase many times. It is the only remaining vacant land of proper size and location in a large unserved area. About five acres might be purchased first, and the remainder later under this program.

Playground Key No. 95 - Area west of N. Flint from Russell to Hancock,
Neighborhood Park No. 33 in Albina

All recreational studies point to this site as one of the foremost local recreational needs in the city. The entire site should comprise about 20 acres; however, as a first step, only about 6.5 acres should be acquired immediately, the remainder to be acquired later in this program.

Playground Key No. 100 - Beach School

Although Beach School has 5.31 acres now, it is recommended that the nearby block known as Blocks 2 and 3, Blandena Heights be obtained because this property, with the exception of two lots, is owned by the city.

Playground Key No. 102 - Jefferson High School, N. Alberta and Com-
Playfield No. 17 mercial
Neighborhood Park No. A-38

This unit would be an outstanding example of a triple-duty recreational area. Present proposal involves purchase of 9.3 acres needed by the children and older age groups. About four acres might be purchased as a first step, with the remainder to be arranged for.

Playground Key No. 107 - N. E. 39th to 40th, north of Alberta

About 2.5 acres at this location are city-owned, and should be obtained for playground use.

Playground Key No. A-108 - N. E. 37th, Holman, 42nd
Neighborhood Park No. 31
Playfield No. 16

Ultimately, as population justifies it, this site should comprise 35 acres. It is recommended that only ten acres be acquired under this program.

Playground Key No. 113 - N. E. 9th, 10th, Holman, Ainsworth

This proposed site will provide service for a large unserved area. If difficulties arise in purchasing, perhaps only the northern part of the block should be purchased at first.

Playground Key No. 115 - N. E. Mallory, Morgan, Union, Bryant

This proposal is the only suitable one for a large unserved area.

Playground No. 118 - N. Omaha, Ainsworth, Gay

Although this proposal is somewhat near Playground Key No. 119, the 2.0-acre site will serve a large area largely from the west and south.

Playground Key No. 119 - Blocks bounded by N. Greeley, Bryant, Dekum,
Neighborhood Park No. 40 Delaware

This location is half-way between Columbia Park and Peninsula Park. Acquisition should include 8.8 acres, excluding part or all of the frontage on Greeley, perhaps, which is partially built up.

Playground Key No. 120 - North of Lovewood Addition--N. Commercial
Neighborhood Park No. 39 and Farragut
Playfield No. 19

Residential development has extended northward in the past few years, and has already reduced the park area which was recommended in 1936. However, almost 13 acres are still available between N. Baldwin, Farragut, and O. W. R. and N. tracks. About five acres should be acquired in this program.

Playground Key No. 123 - N. Seward, Trenton, Houghton, Endicott

The service area is sparsely settled, but a playground site of five acres should be provided while land is low priced.

Playground Key No. 125 - Blocks bounded by N. Princeton, Depauw, Hodge
and Stanford

These two blocks are practically vacant and are located in the heart of a district which is fairly well developed. The site area is 3.6 acres.

Playground Key No. 126 - Blocks bounded by N. Wall, Westanna, Princeton, Depauw

The two blocks described above are vacant with the exception of one house just completed. Here again is danger of private construction coming in the way of an ideal park-playground site which is in the exact center of a growing neighborhood. The proposed site comprises 6.2 acres.

Playground Key No. 127 - Southeast of N. Fessenden and Geneva

The ten-acre tract south of North Fessenden and east of N. Geneva is in a sparsely developed area but is well placed to serve the neighborhood which has possibilities for growth. A tier of 21 lots fronting on N. Geneva is owned by the city. On the opposite side another tier of privately-owned lots might be acquired if at a reasonable price and funds remain for that purpose. This latter series of lots, fronting on N. Clarendon are not figured in the ten acres proposed.

Playground Key No. 130 - James John School, N. Jersey and Charleston

This centrally located unit should be expanded by acquiring property on the northerly, westerly and southerly sides of the present school grounds in progressive steps, if necessary, to provide a future total area of about 7.30 acres. Here, the vacation of streets will add greatly to the ultimate area. Total acquisition included streets to be vacated, thus comprising about four acres.

Playground Key No. 133 - "Old Reed Block" bounded by S. W. 1st, 2nd, Harrison, Montgomery

Located on the edge of an industrial district, but flanked on three sides by a district largely of multiple dwellings, the above described block will render a valuable service. The block comprises 0.92 of an acre. It is now used for play purposes although the property is in private ownership.

Playground Key No. 136 - N. E. 25th, 27th, Morgan, Dekum

Most of this proposed 6.7-acre site is owned by the city. It should be obtained for park use even though the district served is not densely inhabited.

Playground Key No. 138 - N. Delaware, Brandon, McClellan, Kilpatrick

This proposed 3.4-acre site is well located with respect to its service area, and like others in similar districts, it should be acquired while the land is available and at a relatively low value.

Playground Key No. 142 - "Hannah Mason Tract," between S. P. Railway
Neighborhood Park No. 5 tracks and the River, from about S. W.
Playfield No. 4 Vermont to S. W. Nevada

This recommended site is judged to be the one practicable solution to the recreational problem of Southern Portland, Fulton, and vicinity. It is the outstanding recommendation of this report with respect to its natural setting on the river, its tree growth, and its topography. The area is about 22 acres.

The 13.4 acres in the Hannah Mason Tract should be acquired now. Other property to the south, about eight acres, should be acquired as soon as possible by special action of the City Council.

Portland, a city whose growth and power is so closely linked with marine commerce, has no park with a marine motif. The possibility that such a park could be started by this tract, with ultimate extension north to the central business district, and east to embrace Ross Island, is one of those "big plans" that, once started, is kept in force by its inherent logic, and is accomplished where less daring plans perish of their lack of vision.

No present neighborhood park site, and no proposed site, has the fine landscape possibilities, and general utility value of the Hannah Mason Tract. The only criticism of this site is that the location is separated from its service area by Macadam Road; however, safe pedestrian crossings can be provided.

This recommended area can serve as playground, playfield, and neighborhood park, and it provides the only satisfactory setting for a community house which is to be sponsored by the people of the community. In addition to the above qualities, the recommended tract will conform to a long-time policy for making the most of recreational assets on the waterfront.

Playground Key No. 146 - Franklin High School, S. E. 55th and Division
Neighborhood Park No. 21
Playfield No. 9

The vacant 13.8 acres east of Franklin High School should be acquired now. Later an addition should be made on the east, making S. E. 58th Avenue the ultimate eastern boundary of a 38-acre unit. The public is again faced with the imminent danger of losing the vacant land east of this high school.

There is ample justification for acquiring this and other multiple-use recreational sites in this present program which places emphasis upon acquisition of land, rather than upon improvement of sites, as a service to future generations. The proximity of Mt. Tabor Park has no bearing on this recommendation, because Mt. Tabor is of negligible value as a local recreational unit. It is a scenic park for passive recreation.

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The City Planning Commission also recommends that the Roosevelt High School grounds be expanded, if adequate funds remain after the proposed sites have been earmarked or acquired, and after minimum grading and clearing have been done.

* * * * *

General Policies for Ten-Year Program

One of the difficulties of a program divided into ten yearly purchase programs, is in working out a method whereby all park sites included in the program may be acquired, or otherwise insured against the possibility of private use. This must be overcome at the outset in order that the various neighborhoods may be assured of an adequate park, and that the city-wide system of proposed recreational areas may be systematically acquired without continual revision of the plan. Owners of property needed for public use will have positive knowledge of whether or not their property will be taken, and the city can act more systematically, if the entire program can be established in the beginning, and all the sites can be legally reserved for public park use.

The City Planning Commission recommends that a suitable plan for early acquisition be devised in accordance with the opinion of the City Attorney in order that all recreational areas recommended in the ten-year program be appropriately "earmarked" in the beginning. Some of the most needed sites can be paid for in the first few years of the program. Time payments can be arranged for other sites. In fairness to property owners, and to insure a large saving in public costs, it is recommended that transfer of title be arranged for in the beginning, so that the city will not have to reimburse the private owners for taxes on all earmarked sites until final payment is completed. If a method similar to the above is not followed, and proposed sites are acquired on a year-to-year basis, as annual tax revenues become available, it is almost certain that continual study and revision of the city-wide plan and a priority list will be necessary.

Attention is called to the fact that many former school sites are still owned by School District No. 1, and that all of these, with the exception of the former Shaver School site, are considered in this report, (as they were in the 1936 report), as being existing recreational areas, whether developed and equipped or not. Inasmuch as the public has previously purchased these sites, and inasmuch as all, except the old Shaver School site, are properly located for recreational use, it is recommended that the Directors of School District No. 1 be requested to hold this land for public use. (A coordinated recreational program, involving park and school facilities, is now being studied by the City, School District No. 1, and by representatives of Community Clubs.)

It is further recommended that the county, state, or other public authorities owning land needed for, or which might be an aid in carrying out the recreational program, be requested to adopt policies which will further the acquisition program.

Proposed Policy on Acquisition of Land and Improvement of Acquired Sites

If all the sites in the list are earmarked in the beginning as recommended, the difficulties of estimating cost of property are materially lessened. If the program should proceed on a year-to-year basis, then the difficulties of estimating property costs will be increased.

In addition to estimating probable value of land, there is the question of how much should be allowed for initial improvement and equipment of acquired sites. It is recommended that a high percentage of the proceeds from the special tax levy authorized for the ten-year program be spent for acquisition of sites and that only a small part of the proceeds be spent for any necessary grading and general clean-up of acquired sites. Inasmuch as it is practically impossible to estimate grading or other necessary costs, it is recommended that very little, or no money be spent for these improvement purposes at the beginning of the program, or until such time as the Council may be reasonably certain that the more important acquisitions can be made and that minimum grading, and the like, can be done within the financial limits of the program.

The staff of the City Planning Commission has endeavored to make a reasonably safe estimate of cost of sites to be acquired. Their present estimate was made with some margin of safety to allow for contingencies. It is believed that, on the basis of present conditions, all the sites named in the recommended list can be acquired, and that a necessary minimum of grading and clearing can be accomplished within the limits of available funds. It is probable that savings can be effected by doing grading and clearing as work-relief projects.

Landscape Plans

It is recommended that landscape plans be prepared in the near future for all sites, even though present recommendations do not contemplate any substantial expenditures for park or playground improvements. However, because small improvements can and will be made in park or playground sites from time to time, such improvements should conform to a general design for each site. Without landscape plans worked out in advance, it is difficult to achieve good design, economy, and systematic use of recreational areas. With landscape plans, for city parks and for school grounds, advantage can be taken of various opportunities for site improvement.

Report adopted by:

Committee on Parks, and
City Planning Commission,
September 14, 1939

A P P E N D I X

(Appendix)

(Copy

From: City Attorney
To: City Planning Commission

July 22, 1939

Dear Mr. Howser,

Yours of the 12th instant is at hand asking whether the contract limitation provided for in the city charter precludes the possibility of including in the proposed ten year plan of acquiring property for playgrounds pursuant to the charter amendment adopted November 8th, 1938 (Sec. 190-lb of the charter) the taking of leases for a period of ten years with option of purchase.

The amendment declares the purpose of the people "That during the ensuing period of ten years there shall be established in the City of Portland a system of public recreational areas ...," and the Council is "granted authority to lease land with an option to purchase same, if financially advantageous in carrying out the intent of this act," and the Council is granted authority "to determine the number of projects of the public recreational system that shall be acquired, improved or equipped in any one year of said 10-year period.

The amendment should be read in connection with existing charter provisions, --especially subdivision (4) of section 34, which provides that the Council has power "to provide for entering into contracts by the city for a period not exceeding two years, except as in this charter otherwise provided," and section 193, where restrictions are placed up on the incurring of indebtedness and the expenditure of money. Regard must be had also to section 11, Article XI of the Constitution, wherein municipal corporations are not permitted to make a tax levy, without approval by the people, so as to raise a greater amount for purposes other than the payment of bonded indebtedness or interest thereon than the total amount levied in any one of the three years immediately preceding, plus six per cent.

Under date of January 10, 1939, this office held that a lease with an option to purchase is a contract within the above restriction of section 34. Upon reconsidering the matter, we are constrained to adhere to that conclusion.

From this, however, it does not follow that the Council may not take leases and ten year options if the consideration for the option is nominal, or in fact nothing further than the rental to be paid during a two year period of occupancy. In other words, leases may be obtained for a period not exceeding two years, and providing that the city may have an option to purchase the property at any time within ten years at a price to be stated or agreed upon, and also an option to renew the lease (prior to its expiration), and likewise additional renewals until the property is purchased or the ten years have expired (see McQuillin on Mun. Corporations (2d ed.) secs. 1355 and 2380).

Very truly yours,

No. 202580

(Signed) L. E. Latourette
City Attorney