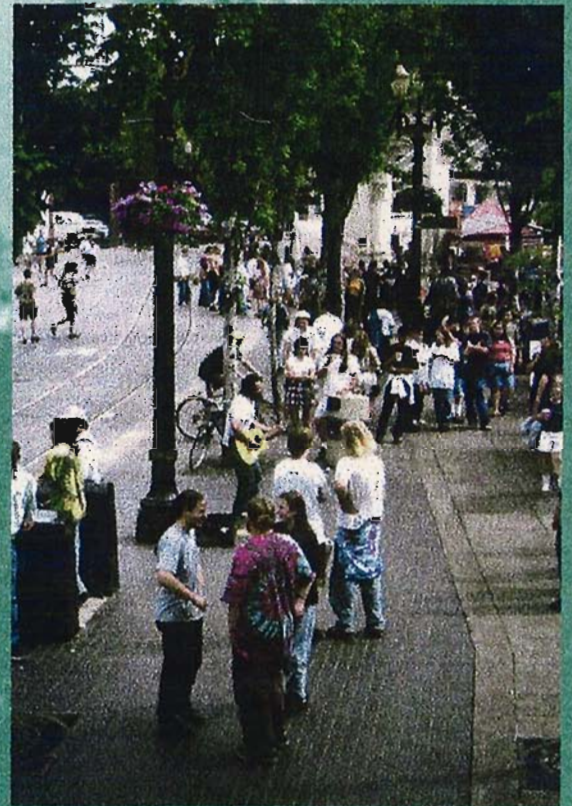




River District

Recreation & Open Space Needs Assessment



Final Report

**Portland
Parks & Recreation
March 1997**

RIVER DISTRICT RECREATION & OPEN SPACE NEEDS ASSESSMENT

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Summary of Research

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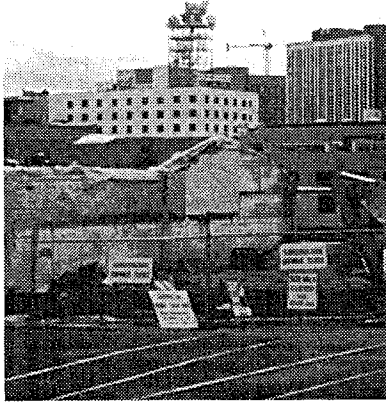
Community Involvement

Summary of Recreation and Open Space Needs

Parks, Recreation, and Open Space Facilities

Connections

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I. INTRODUCTION

A new high density residential and mixed-use neighborhood is emerging from the River District's obsolete rail and shipyards. The redevelopment of the River District will create a new community of dense neighborhoods, providing jobs, services, and recreation to over 15,000 people. This infill development illustrates Portland's strong commitment to accommodating growth within the existing Urban Growth Boundary and to maintaining Portland's high quality of life.

PROJECT PURPOSE

In 1992, the City of Portland approved the *River District: A Development Plan for Portland's North Downtown*. This visioning document culminated several years of study as to the best uses of the district's resources to meet community, environmental, and economic objectives. The plan proposed a variety of housing, transportation, and commercial projects aimed at enhancing the district's image and celebrating the site's prestigious location along the Willamette River. However, an in-depth study of recreation and open space needs was not included.

To ensure that Portland's newest urban community is truly livable, Portland Parks and Recreation, in partnership with the River District Association, conducted a need assessment study to determine how to meet future recreation and open space needs in the River District. This document presents the project findings. It presents guidelines for utilizing the River District neighborhood's existing resources, and for developing a new network of parks and recreation facilities, programs, and services to meet neighborhood

needs. These future recreational opportunities will play a critical role in shaping and defining the District's image.

OVERVIEW

The findings presented in this document are based on results of the following research efforts:

- A *demographic profile* identified characteristics of current and future River District residents and visitors;
- An *inventory and analysis of resources* in the River District and surrounding neighborhoods identified recreation, cultural, transportation, and other resources;
- A *review of related planning efforts* analyzed national, statewide, regional, citywide and neighborhood efforts; and
- A *community involvement* process allowed the project team to incorporate the comments and concerns of residents, service providers, and City staff into the planning process.

Results of these research efforts are summarized in the Appendix.

SUMMARY OF NEEDS

Through these research efforts, three broad categories of community needs were identified:

- Ensuring an adequate infrastructure of *parks, recreation, and open space facilities*;
- Enhancing significant *connections* between the River District and important recreation and cultural resources; and
- Developing *recreation programs* and providing *community services* to meet the needs of current and future River District residents.

An important finding of the Needs Assessment was that parks and recreation should serve multiple levels of needs. To address this, community needs for facilities, connections, programs and services are identified along a continuum—from those needs which should be met in proximity to residences to those which can be met in neighborhood- or community-wide settings. This continuum is based on frequency of use, user convenience, and population area served. By applying this continuum in conjunction with research and community involvement efforts, parks, recreation, and open space needs were identified, and a rough "service area" for needs was determined.



II. GUIDING PRINCIPLES

The Needs Assessment uncovered a variety of issues that need to be addressed when developing an infrastructure of recreation and open space for the River District. To ensure that facilities, programs, and services meet residents' needs, ten guiding principles for the River District have been developed. These principles are presented on the following page.

Guiding Principles for the River District

Ensure that open space, facilities, and programs are part of the district's infrastructure.

The whole range of recreation services—parks, open space, recreational and cultural facilities, and programs—are essential to creating a sense of community and enriching residents' quality of life. These services should be established as development occurs and be considered part of the district's infrastructure.

Integrate facilities into the district's life and fabric.

By coordinating recreation with existing and proposed development, commercial activity, and community services, such as schools and transportation, parks and recreation facilities can address a continuum of recreation needs. Stand-alone facilities should be discouraged, and multi-use and joint use facilities should be encouraged.

Develop the Willamette Riverfront as an attraction.

The Willamette River can be a major public attraction for both residents and visitors. A design is needed for the waterfront area that meets community-wide needs and ensures a high level of pedestrian and river access.

Animate the River District.

Neighborhood life can be enriched by incorporating art, neighborhood history, and cultural diversity into community design. Recreation facilities and programs should build upon the best of existing programs and facilities, and reinforce the identity of unique neighborhood districts. Neighborhood and community-wide events should be utilized as a primary means of animating the River District.

Create a system of open spaces.

A hierarchy of open spaces should be created to provide a variety of recreation opportunities, balance densities, and provide access to the natural environment.

Pursue non-traditional use of other public spaces.

Because of high densities and compact development, the district's streets, sidewalks, and parking lots should be seen as integral elements of the open space network. The use of these public spaces for recreational and cultural events should be encouraged.

Address safety and security concerns.

Parks and open space facilities should be designed to enhance public safety and increase streetlife. Recreation programs, such as self-defense classes and volunteer patrols, can also enhance public safety efforts.

Link the River District to community facilities.

Parks, open space, and trails in the River District should link neighborhood and citywide parks, schools, libraries, transit, and business and commercial centers.

Respond to contemporary social issues.

Recreation programs and services are not just "fun and games"—these services should be designed to provide specific benefits and to address community issues, such as education, community health, and environmental quality.

Ensure equal access for all.

Parks, open space, recreation programs, and community services should be economically and physically accessible to all segments of the River District's population. Private and commercial recreation can not completely replace public open space and programs.



III. FINDINGS

A range of facility types should be provided to meet a *continuum* of recreation needs in the River District—from those that should be met in close proximity to individual residences to those that can be met at the neighborhood and community level. Five types of recreation and open space facilities are described in this section, including:

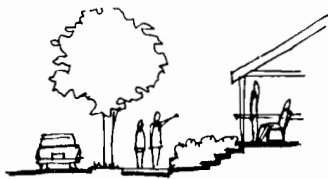
- Personal open space;
- Recreation pocket;
- Neighborhood recreation space;
- Community recreation space; and
- Connections.

For each facility type, the following information has been provided:

- A brief definition of the facility type and examples;
- Concept sketches indicating possible facility configurations;
- Primary benefits provided by the facility;
- An approximate size and service area;
- Guidelines to consider when developing this facility type; and
- Potential program uses.

The Recreation Needs Diagram on page 23 illustrates a conceptual strategy for providing these facilities in the River District.

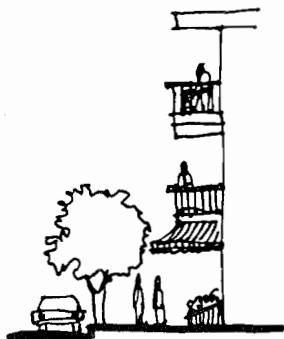
Personal Open Space



Personal open space provides residents of high density developments with access to the outdoor environment and opportunities for social interaction.

Examples of personal open space include:

- Porches
- Decks
- Balconies
- Window boxes
- Rooftop gardens
- Common entry courts



BENEFITS

- Providing access to nature, sunlight, and fresh air
- Providing opportunities for social interaction between neighbors
- Contributing to streetlife

SIZE/SERVICE AREA

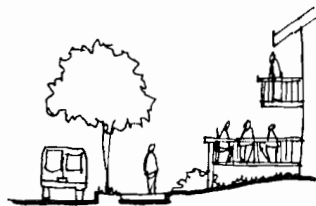
- 5 to 500 square feet
- Serves one or more residents

GUIDELINES

- Design personal open space to mitigate the impact of the sounds/smells of automobile traffic
- Enhance social interaction by locating porches and balconies overlooking public spaces, common areas, and walkways
- Ensure roof structures will support the development of rooftop gardens
- Expand current F.A.R. incentives to include all types of personal open space
- Provide common entry courts and include amenities such as benches

PROGRAM USES

- Unstructured activities, such as socializing
- Small community gardens serving residents of multifamily dwelling units



Recreation Pocket

Recreation pockets are small, multipurpose spaces within high density neighborhoods designed to meet the day-to-day recreation needs of people who live and work nearby. Recreation pockets may include the following:

- Lunch hour picnic sites
- Basketball hoops
- Small performance spaces
- Fountains and public art
- Botanical and community gardens
- Commercial open space, e.g., sidewalk cafes
- Information kiosks and interpretive signs
- Historic sites

BENEFITS

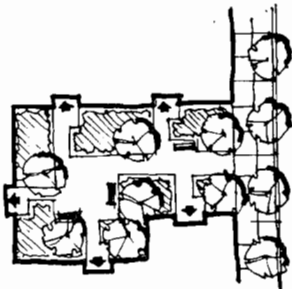
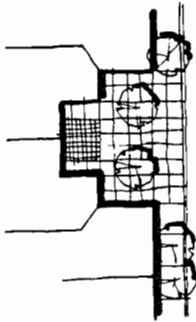
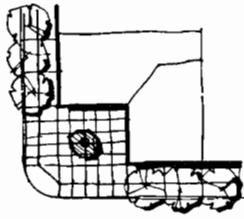
- Contributing to streetlife
- Animating the neighborhood
- Strengthening neighborhood identity
- Integrating leisure activity with daily routine

SIZE/SERVICE AREA

- 500 to 10,000 square feet
- Serves a four to nine block area

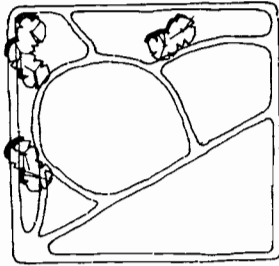
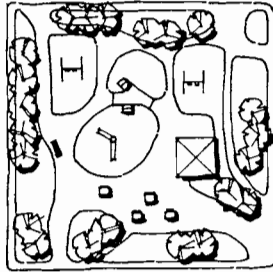
GUIDELINES

- Encourage public agencies, offices, and retail businesses to provide open space which can be utilized as recreation pockets
- Use and/or redevelop existing parking lots, alleys, and buildings
- Locate recreation pockets to create a system of small open spaces that enhance the pedestrian experience
- Locate open space adjacent to uses that enhance observation, such as housing, and 24-hour or late-hour business
- Pursue partnerships with adjacent uses for maintenance



PROGRAM USES

- Primarily unstructured recreational activities that can be accessed when desired
- Mobile programs and special events, such as:
 - Small scale musical and dance performances
 - Neighborhood cultural and historical programs
 - Public safety programs
 - Library and other educational programs



Neighborhood Recreation Space

Neighborhood recreation space meets day-to-day needs for both active and passive recreation. Both exterior and interior space could be utilized.

Neighborhood recreation space may include:

- Children's play area
- Active recreation space
- Open space
- Neighborhood festival space
- Storefront neighborhood centers
- Performance space

BENEFITS

- Providing access to basic recreation opportunities for nearby residents of all ages
- Serving the recreation needs of families
- Strengthening neighborhood identity

SIZE/SERVICE AREA

- One to two acres
- Serves nine to fifty block area

GUIDELINES

- Locate within biking and walking distance of residents, employees, shoppers, transit users, and recreators
- Identify streets which may be appropriate to occasionally close off for use as recreation and/or festival space, keeping in mind access and transportation issues
- Develop neighborhood centers for physical recreation, personal development, informal social gatherings, and creative expression
- Develop children's play areas in association with schools, childcare centers, and near residences intended for families
- Provide health and fitness facilities
- Provide opportunities for exercising pets, such as dog parks and dog-walking areas

PROGRAM USES

- Neighborhood festivals which reflect the neighborhood district's unique character
- Consumer-driven programs in storefront neighborhood centers that could include:
 - Mini-museum exhibits
 - Information and referral
 - Special interest activities, such as clubs
 - Convenient childcare for area residents and employees
 - Public safety programs, e.g., Adopt-A-Park
 - Volunteer services

Community Recreation Space

Community recreation space provides a broad range of both active and passive recreational opportunities for all city residents. Community recreation space can also serve to protect unique landscape elements, such as the Willamette River. Community recreation space in the River District may include:

- Willamette River access
- Esplanade/riverfront trails
- Community center, library and educational facilities
- Regional children's play area
- Multi-use ball fields
- Public marketplace
- Mixed-use private development

BENEFITS

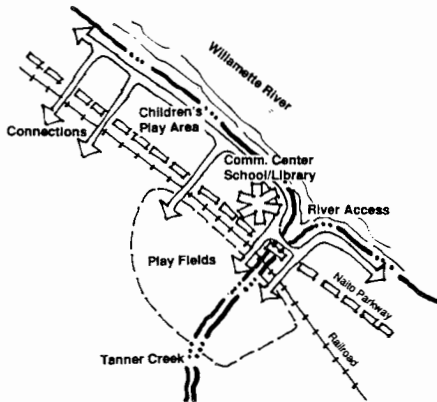
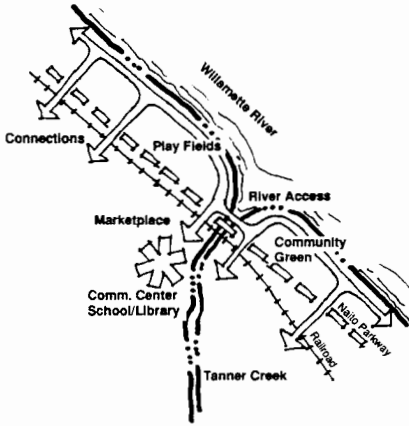
- Providing community-wide cultural and recreational opportunities
- Serving recreation needs of families
- Protecting the environment

SIZE/SERVICE AREA

- One to seventy-five acres
- Serves all Portland residents

GUIDELINES

- Ensure that open space serves as a connection, and does not create a barrier between facilities
- Develop a network of trails which connect recreational facilities, regional trails, and the Willamette River
- Provide childcare facilities coordinated with transit
- Develop a children's play area to serve the needs of residents and visitors
- Ensure adequate access and parking
- Pursue the development of a Community Arts Facility for use by existing arts organizations
- Provide active recreation space, such as swimming pools, soccer and softball fields, and open space needed for schools



- Develop non-traditional community centers, such as an information clearinghouse, festival center, or joint public/commercial site for special events, i.e., weddings
- Develop uses which are complementary to the proposed Eastbank Riverfront Park to strengthen the link between the east and west sides of the City
- Provide direct access to the Willamette River edge
- Increase river-related recreation opportunities, including fishing and small boat use

PROGRAM USES

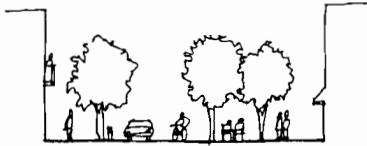
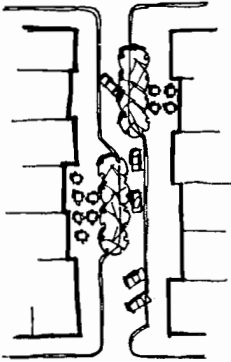
- Water-related recreation programs, including fishing, kayaking, and canoeing
- Active recreation activities
- Health and fitness programs
- Community-wide cultural and historical programs
- Community-wide special events
- Art-based activities such as educational tours and programs in area art galleries
- Theater, dance, and music-based programs in conjunction with performing arts facilities
- Education and interpretive programs

Connections

Recreation connections include pedestrian, bicycle, and transit types that connect community facilities and promote transportation-related recreation, such as walking, running, biking, skating, skateboarding, and rollerblading.

Connections include:

- Sidewalks
- Separated recreation trails
- Bicycle lanes, bicycle boulevards, and bicycle paths
- "Slow" streets and *woonerfs*
- Transit facilities including MAX, the Central City Streetcar, and Union Station
- Water-related transit, e.g., the Willamette River taxi

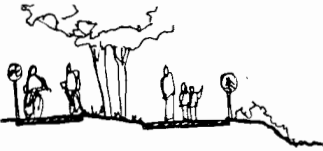


BENEFITS

- Promoting transportation-related recreation
- Reducing automobile dependency
- Connecting community facilities, including shopping areas, employment centers, recreation facilities, and transit hubs

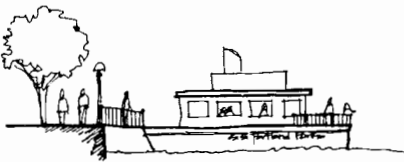
SIZE/SERVICE AREA

- Adequate size and number to provide access to open space, such as Tanner Park and the Willamette River, recreation resources, and other destination points
- Serves a hierarchy of needs from individual residences to neighborhood district to community



GUIDELINES

- Provide sidewalks, shared roadway bike routes, and connections to public transit, trails and recreation facilities which are immediately accessible to individual residences
- Develop a neighborhood network of pedestrian, bicycle, and transit connections that link neighborhood districts within and adjacent to the River District
- Provide connections to regional trails, transit hubs, and river transportation



Pedestrian Connections

- Develop streets as public amenities that support social interaction, reflect neighborhood character, and accommodate neighborhood events
- Provide wide sidewalks to accommodate outdoor seating, street cafes, food vendors, public art, and street trees
- Create identifiable "green nodes" along pedestrian corridors that enhance the connection to the river
- Provide pedestrian access through proposed superblock developments in the Northwest area
- Provide adequate street setback/sidewalk width for pedestrian corridors, in scale with heights of adjacent buildings to ensure pedestrian comfort
- Develop Naito Parkway as a pedestrian corridor, by:
 - Providing frequent access across the parkway to the Willamette River (possibly every 200 feet) to create a "porous" waterfront connection
 - Developing commercial recreation/restaurants

Bicycle Connections

- Connect the River District with Portland State University and Downtown to the south, Washington and Forest Park to the west; and the Willamette River and Portland's east side
- Provide a range of bicycle facilities to accommodate different type of users, including bike lanes, bicycle boulevards, bicycle paths, and trip-end facilities

Willamette River

- Create sites on the Willamette River waterfront for commercial uses, such as restaurants
- Link the district with regional resources such as Sauvie Island, Willamette Park, the Columbia River, and other portions of the Willamette River Greenway via river pathways and trails
- Enhance river-related recreation for both residents and visitors by providing launch sites for small crafts and Willamette River tour boats
- Develop uses at both ends of pedestrian bridges, such as the Burnside, Steel, and Broadway bridges

- Promote River Access and Transportation efforts, such as the development of recreational dock facilities, the Oregon Boardwalk, the Willamette River Taxi, and pedestrian enhancements to the Steel Bridge

Transit Facilities

- Link recreation with a range of transportation modes, including passenger rail at Union Station, the Central City Streetcar and MAX light rail

PROGRAM USES

- Unstructured use such as biking, walking, running, hiking, dog-walking, skateboarding, and rollerblading
- Organized instructional and recreation programs, such as biking, rollerblading, racewalking, and skateboarding
- Road-races, marathons, and triathlons
- Historical tours
- Gallery walks

Recreation Needs Diagram

The Recreation Needs Diagram shown on page 23 presents a conceptual strategy for applying the hierarchy of proposed facility types to meet the *continuum* of recreation and open space needs. The diagram represents an approximate distribution pattern only, and is not intended to suggest exact locations of proposed facilities.

For planning purposes, five neighborhood districts were identified and indicated on the Recreation Needs Diagram with a light red line. These districts reflect currently recognized neighborhoods and future housing projects, unique characteristics, and existing circulation patterns. The five neighborhood districts include: Terminal One; Tanner Creek; Pearl District; Union Station; and Old Town/Chinatown. Other neighborhood districts may evolve in the future.

Personal open space, such as porches, decks, balconies, window boxes and rooftop gardens are not indicated on the Recreation Needs Diagram. These elements should be incorporated into residential and commercial developments to the greatest extent possible.

The following describes how recreational pockets, neighborhood recreation space, and community recreation space may be provided in the River District.

RECREATION POCKETS

Recreation Pockets are represented on the Recreation Needs Diagram by a brown triangle. These facilities can be provided in residential and commercial developments, and as part of future street and transit improvement projects, or by pursuing joint use agreements, such as for weekend basketball on parking lots.

NEIGHBORHOOD RECREATION SPACE

Neighborhood recreation space is indicated in dark green and labeled N. Proposed neighborhood recreation space is indicated by a dark green circle. The only existing neighborhood recreation space in the River District vicinity is Couch Park. Opportunities for providing neighborhood recreation space in each neighborhood district include:

- Provide neighborhood open space along the Willamette River waterfront as part of the *Terminal One* housing development;
- Provide neighborhood open space for the *Tanner Creek* neighborhood district in addition to the Tanner Creek Park Blocks;

- Include a children's play area and opportunities for open turf play in the design of neighborhood recreation space in the *Pearl District*;
- Provide additional open space in *Old Town/Chinatown*; the Chinese Garden should be considered a public attractor because of its unique character; and
- Develop linked transportation/recreation facilities in conjunction with the *Union Station* Transportation Center to connect people using the transportation infrastructure with parks, recreation, and open space. Union Station neighborhood recreation space may include:
 - Bicycle trip-end facilities;
 - Kiosks which provide information about recreation opportunities;
 - Historic walking tour starting points; and
 - Bicycle and pedestrian connections to important recreation facilities.

COMMUNITY RECREATION SPACE

Community recreation space is indicated on the Recreation Needs Diagram by a light green overlay. This overlay indicates areas where the benefits of providing community recreation space are greatest. Areas delineated as community recreation space include the Willamette River waterfront, the North Park Blocks/Tanner Creek Park Blocks, the Chinese Garden, and the linear dog park proposed for the area underneath I-405 and the Fremont Bridge. Concepts for developing a public attractor are also described.

Following are preliminary concepts for providing community recreation space in each of these areas:

- *Willamette River Waterfront*: The Willamette River is the most important component of the River District's community recreation space network. This community recreation space will create a strong connection between Downtown Portland, Tom McCall Park, and community recreation space proposed for the Eastbank Riverfront Park. Access along the waterfront via an esplanade or boardwalk, as well as direct access to river at water level, should be provided. River access by small craft, such as kayaks and canoes, may also be appropriate. Other facilities that could be incorporated include green space for informal sports fields and unprogrammed recreation use, and a permanent public marketplace, such as the Portland Farmer's Market or Portland Saturday Market. The confluence of Tanner Creek and the Willamette River also provides an opportunity to increase public open space.

- *North Park Blocks/Tanner Creek Park Blocks:* The park blocks provide an inland connection with Downtown and community resources, such as cultural and performing arts districts, and Portland State University. A strong connection between the existing North Park Blocks and the proposed Tanner Creek Park Blocks can be enhanced by extending the community arts theme established in the South Park Blocks into the River District Park Blocks. Providing widened sidewalks, additional street trees, pedestrian enhancements, linked recreation pockets, and developing a sculpture garden or other public art throughout the North Park Blocks are some options for achieving this goal.
- *Chinese Garden:* A classical Chinese Garden is proposed for the city block between Everett, Flanders, 2nd and 3rd Streets. The garden will integrate art and provide space for community activities, and will become part of a set of cultural gardens in the City of Portland.
- *Linear Dog Park:* The properties underneath I-405 and the Fremont Bridge are potential resources that are currently underutilized and may be perceived as unsafe. This area may provide an excellent location for a linear community dog park with both on-leash walking trails and off-leash fenced areas. Off-leash areas should be located to provide adequate sunlight for turf growth and to minimize winter mud problems.
- *Public Attractor:* One element of the Community Recreation Space may be a recreation-oriented public attractor which best complements the concepts identified in the Needs Assessment. A preliminary recommendation for a public attractor located near the Willamette River waterfront is indicated on the Recreation Needs Diagram by an asterisk. It has been located to take advantage of the confluence of the Tanner Creek Park Blocks and the Willamette River community recreation space. A multi-use community center could be integrated into proposed development and include library facilities, school classrooms, meeting rooms, and recreation facilities such as pools, gyms, and basketball courts. An aquatic center that incorporates indoor/outdoor water play is another appropriate option. Joint public/private ventures, such as a micro-brewery, community center, or special event facility rentals, such as weddings, could also be pursued.

CONNECTIONS

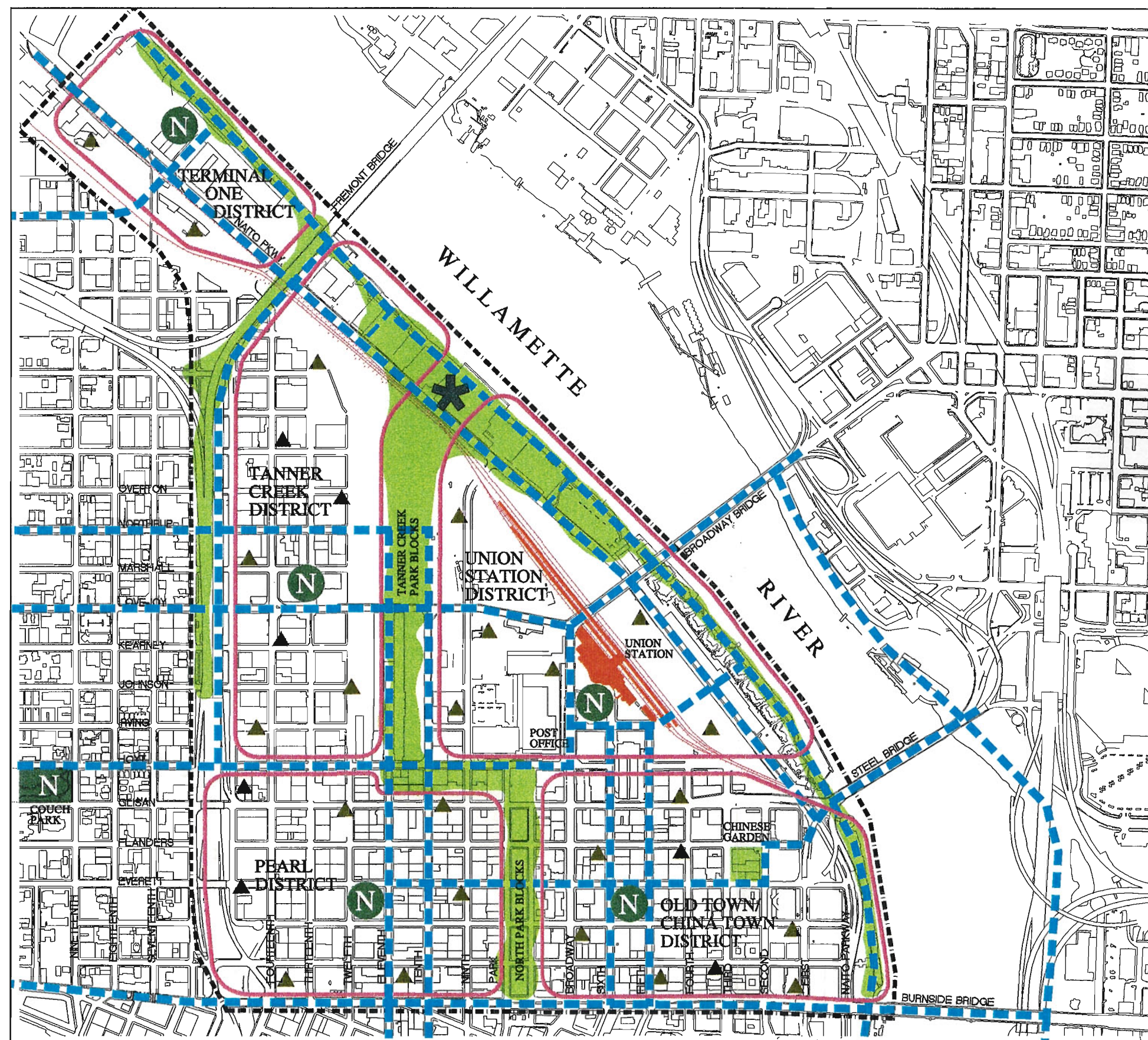
Primary connections needed to enhance recreation and open space in the River District are indicated on the Recreation Needs Diagram by a dashed blue line. These connections include a variety of facility types, including pedestrianways, pedestrian/transit streets, bicycle boulevards, separated recreation trails, Willamette River bridges, and water-related transportation. Connections have been located to provide strong linkages between residences, recreation facilities, neighborhood districts, and community-wide resources. The number of connections shown are considered the minimum required; additional connections will further integrate recreation into the River District.



RIVER DISTRICT RECREATION & OPEN SPACE NEEDS ASSESSMENT

LEGEND

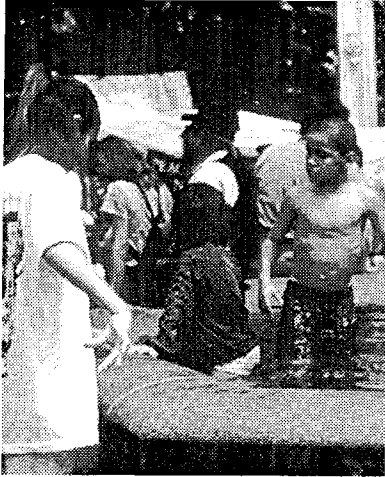
- Recreational Pockets
- Neighborhood Recreation Space
- Community Recreation Space
- Public Attractor
- Connection
- Neighborhood District
- River District Boundary



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RECREATION NEEDS DIAGRAM



IV. POTENTIAL PARTNERSHIPS

During the community involvement process, numerous partnership opportunities were identified. Through well-coordinated partnerships, Portland Parks and Recreation can provide needed facilities, programs, and services; maximize efficiency; and minimize the expenditure of limited public resources. Partnerships can expand the diversity of services available to River District residents, and avoid the duplication of services already offered by other private and public providers.

Some potential partners suggested during the community involvement process include:

- Community *cultural and youth organizations*, including:
 - Chinese Benevolent Association;
 - Old Town/Chinatown Business Association;
 - Portland Saturday Market;
 - Portland Institute of Contemporary Art;
 - Oregon Community Foundation;
 - Oregon History Center;
 - Regional Arts Council;
 - Campfire and Girl Scouts; and
 - Neighborhood theater groups.
- Government agencies at the *City, County, and State level*, including:
 - Multnomah County Library;
 - Portland Public Schools;
 - Bureau of Environmental Services;

- State Marine Board; and
- Social service agencies.
- Related *federal agencies*, including:
 - National Park Service; and
 - National Forest Service.
- Local and regional *transportation agencies*, including:
 - Tri-Met Light Rail;
 - Central City Street Car;
 - ODOT;
 - Port of Portland; and
 - Greyhound Bus Lines.
- Local *healthcare providers*, including:
 - Good Samaritan Hospital; and
 - Legacy Health.
- Private *organizations and businesses*, including:
 - Private developers;
 - Gold's Gym;
 - The Trailblazers;
 - Nike;
 - The Hoop;
 - Weinhard Brewery;
 - Powell's Books and other local bookstores;
 - Metro/Portland Convention Center; and
 - Lloyd Center.



V. FUNDING OPPORTUNITIES

This portion of the Needs Assessment, prepared by ECONorthwest, describes public and private sector funding opportunities which should be pursued to provide recreation and open space in the River District. A preliminary funding analysis identifies potential sources of funding for each recommended facility type. A more detailed discussion of potential funding from various public sources follows. Cost estimates for facilities have not been prepared. As planning for the River District proceeds, more detail relating to facility costs and funding will need to be developed.

FUNDING BY FACILITY TYPE

Table 1 on the following page summarizes typical ways that the private and public sectors pay for the facility types described in Chapter 4. The distinction between private and public sector funding is based on who makes the expenditure. For example, although the private sector pays the taxes that fund public sector expenditures, this funding is included under the public sector.

Private Sector Funding

The private sector typically provides recreation and open space amenities where the marginal benefit exceeds the marginal cost—that is, where the amenities generate a profit. Residential developments typically provide porches, decks, and balconies because these amenities increase the price or rent the development can command in the market. Similarly, commercial development may provide outdoor eating areas, courtyards, fountains, and similar amenities where they will increase the rent of nearby commercial

Table 1: Summary of Private and Public Funding by Facility Type

Facility Type	Private Sector	Public Sector
Personal Open Space	Residential development may provide decks and balconies for residents to the extent that doing so is profitable.	May provide incentives or require private development to provide the type and level of Personal Open Space desired.
Recreation Pocket	Residential development may provide fountains, public art, recreational facilities, and garden space for residents. Commercial development may provide courtyards & open eating spaces for customers. Property owners may donate space.	Existing public space, including sidewalks, may be used. Additional land may be acquired with grants, existing funding, or additional funding sources. May provide incentives or require private development to provide space and amenities.
Neighborhood Recreation Space	Property owners may donate land.	Existing land may be developed, or additional land acquired and developed with grants, existing funding, or additional funding sources.
Community Recreation Space	Property owners may donate land.	Additional land may be acquired with grants, existing funding, or additional funding sources.
Connections	Streets, sidewalks, and paths are typically provided by the public sector.	Transportation-related funding can be used to provide traffic calming devices and pedestrian/ bicycle improvements.

Source: ECONorthwest

space. Commercial development may also include businesses that provide recreational services, such as weightlifting, aerobics, or indoor climbing facilities. Some level of open space and amenities will be provided by the private sector, but they will be primarily intended for use by residents and customers only, not the public at large.

The public sector may provide incentives or require the private sector to provide open space and recreational amenities in new developments beyond what they would otherwise provide. Potential incentives include reduced taxes or fees, and density bonuses which allow developers to build beyond maximum densities. Public sector incentives and requirements would apply when developers file for permits to rehabilitate existing structures or construct new developments. In addition, the public sector may seek provision of open space when property owners request a rezoning of their property. Rezoning creates value for private property owners, which gives the public sector some leverage to request private property owners to provide recreation and open space. Public sector requirements and incentives must be designed to result in profitable developments for the private sector to be effective. Requirements and incentives are more likely to achieve desired outcomes in strong real estate markets.

The private sector may help provide recreation and open space by donating land or funding. There may be opportunities for donations from property owners where a donation will create a valuable amenity for nearby development. For example, under a proposed memorandum of understanding with the Portland Development Commission, Hoyt Street Properties would donate 66,000 sq. feet of land in exchange for construction of the Lovejoy ramp, provision of Central City Streetcar service, and an easing of requirements on the area's master plan. Other nearby property owners may want to provide property or funds to create the Tanner Creek Park, as that park would create a valuable amenity for nearby development.

In some cases, the private sector may participate in public/private partnerships to provide and maintain open space and recreational facilities, such as recreation pockets adjacent to commercial development. The private sector may wish to provide open space without donating the space to the City in order to design the space and maintain control over its use.

Private sector foundations can also provide funds to acquire and develop parks. The Oregon Parks Foundation does not currently have a grant program to acquire or develop parkland, but may be a potential funding source in the future. Other private foundations

foundations that may contribute funds include the Meyer Memorial Trust and Northwest Area Foundation.

Public Sector Funding

Given the public nature of recommended recreation and open space facilities in the River District, public funding will be needed. The most politically popular funding source will be grants from non-City public sources, primarily Federal and State government. Funding through Portland Parks and Recreation and the Portland Development Commission may also be used to acquire and develop recreation and open space facilities, although most current funding is committed to specific projects in the near future. There may be opportunities to fund recreation and open space through public expenditures for other projects, such as sewer and transportation improvements. The public sector, including the City, State, and Port of Portland, may also already own land and other assets that could be used to meet recreation and open space needs in the River District. Each of these potential sources of public funding is discussed below.

PUBLIC FUNDING

Public funding sources described in this section include State and Federal funding and City funding sources, including Portland Parks and Recreation funding, Portland Development Commission funding, and funding from other City sources.

State and Federal Funding Sources

Federal and State funding may be available to provide recreation and open space in the River District. These funding sources will be the most politically popular to residents of Portland because people outside of Portland will share some of the cost, reducing the cost to individual residents. Non-local funding sources may also increase the level of recreational facilities and open space provided in the River District, as residents will choose to fund more improvements with outside funding than they would with local funding only. Unfortunately, there may not be much funding available from the Federal and State governments.

At the Federal level, the largest source of potential funds was the Land and Water Conservation Fund (LWCF). More than \$11 billion is currently credited to the LWCF U.S. Treasury account, but no funds were appropriated for state assistance in fiscal years 1996 and 1997, and no state or urban assistance funds were requested by the President for 1998. There is an initiative in the current Congress to renew Federal investments in public park and recreations programs, including those in urban areas. Federal funding

may be available for projects in the River District that could provide recreation and open space facilities as a byproduct. Examples include Clean Water funds to correct combined sewer outflows and to clean up contaminated industrial sites, or "brownfields".

Funding from the State of Oregon is even less likely. The Oregon Parks and Recreation Department currently faces a funding crisis, with a shortfall in 1997-1999 estimated at \$3.6-5.1 million. Proposed solutions include a tax on beverage containers, with revenue dedicated to parks. One bill in the current legislature would dedicate a portion of this revenue to counties and cities for parks and recreation programs. The current anti-tax climate, however, makes local parks funding from new taxes very unlikely.

Other potential sources for State funds include the State Marine Board, which funds improvements to serve motorized boating, and the Department of Fish and Wildlife, which funds improvements for non-motorized boating and fish and wildlife habitat. This funding may be applicable to recreation and open space facilities adjoining the Willamette River.

Existing City Funding Sources

Existing City funding may be available to fund recreation and open space in the River District. City funding for these types of improvements is primarily spent by Portland Parks and Recreation and the Portland Development Commission. There may also be funding available from public expenditures on streets, walkways, transit, housing, and sewer projects.

The Mayor's Message in the *Adopted Budget 1996-97* reflects the City's commitment to funding improvements in the Central City. The budget includes \$16.8 million over two years to support the Central City 2000 Task Force recommendations on projects that are needed to support the private development of 15,000 new housing units and 75,000 new jobs in the Central City by 2010. The budget also includes \$3.9 million over two years for infrastructure improvements in Union Station. This funding does not appear to include recreation and open space facilities identified in this Needs Assessment.

Portland Parks and Recreation Funding

Portland Park and Recreation's budget for 1996-97 totals \$166.4 million, of which \$96.6 million (58%) is spent on parks. Remaining expenditures are for the Oregon Arena project (37%), Golf/Portland International Raceway (4%), and Arts (1%). Costs for parks operations and maintenance are primarily funded by property taxes through the General Fund and, to a lesser extent, user fees paid by participants in recreation programs.

Expenditures for Parks and Recreation capital improvements are primarily funded by two recently approved bond measures. A \$58.8 million bond measure was passed by voters in November 1994. These funds are dedicated to projects that will renovate facilities at existing parks and develop additional park services. A \$135 bond measure passed in May 1995 funds the Metro Greenspaces program, which seeks to acquire land for parks and open space throughout the metropolitan Portland region. This program will contribute over \$6 million to the City's capital improvement program for land acquisition over the next five years. The City also funds capital improvements with property taxes from the General Fund and grants.

Table 2: Capital Improvement Program Summary, Portland Parks and Recreation
(total costs in thousands)

	1996-97	1997-98	1998-99	1999-00	2000-01
Acquisitions	2,580	3,680	100	100	100
ADA Requirements	0	500	350	0	0
Aquatics	130	240	20	60	0
Facilities	130	100	100	2,000	2,000
General Obligation Bond	23,840	17,500	7,850	1,860	
Information Technology	180	90	150	150	160
Natural Areas	0	70	1,600	1,800	0
Parks	920	100	2,650	3,860	4,650
Safety	400	280	0	0	0
Prior Year Carryover	3,000	0	0	0	0
Total	31,180	22,560	12,820	9,830	6,910

Source: City of Portland, Adopted Budget Fiscal Year 1996-1998.

Note: This table omits Parks and Recreation capital expenditures for Golf and Portland International Raceway

Most of the costs in Table 2 are listed by type, except for the heading General Obligation Bond, which represents funding from the 1994 bond measure. Table 2 shows most of the funding from this bond measure is expected to be spent by 2000. Expenditures for Acquisitions are land acquisitions funded by the Metro Greenspaces program; these expenditures are expected to decline by 1998. Parks expenditures show an increase in the last two years in Table 2, but not enough to offset declines in bond and Metro Greenspaces funding. Annual expenditures for Parks and Recreation capital improvements declines from \$31.1 million in 1996-97 to \$6.9 million in 2000-01.

Portland Development Commission

Portland Development Commission's total expenditures for 1996-97 are \$33 million. These expenditures are primarily funded by Federal Grants (\$12.8 million), income from PDC programs (\$8.4), private funding (\$5.1), and General Fund revenue (\$4.3). Federal grants are primarily from Community Development Block Grants distributed by the Department of Housing and Urban Development. Program income is from loan repayments, contracts, asset sales, and rents paid to PDC. General Fund revenue is primarily supported by property taxes.

Before 1992, PDC was also funded by tax increment receipts from urban renewal districts. Since that time, Portland's City Council has chosen not to collect tax increment revenue to minimize the impact from compressed property tax rates imposed by Measure 5. The City was considering collecting tax increment revenue, but Measure 47 has made any decisions about property tax funding difficult. There will be uncertainty about collecting tax increment revenue until the State adopts legislation to implement Measure 47.

The Downtown urban renewal district includes the area around Union Station up to the Broadway Bridge, but does not include the remainder of the River District. With voter approval, the City could establish an urban renewal district to fund capital improvements in the River District, which could include land acquisition and development for recreation and open space. Again, implementation of Measure 47 will determine whether tax increment financing is a viable funding source.

PDC's 5-Year Plan includes expenditures of \$21.7 million in the River District/Union Station area between 1995-96 and 1999-00. Funded projects include Union Station Housing, the Agriculture Marketing Center, design and construction of infrastructure improvements, and land acquisition for McCormick Pier access to the Willamette River waterfront. Unfunded projects total \$39.8 million over five years; these projects include coordination of the Tanner Creek Park and Basin design, Lovejoy/10th Ave. reconstruction, and River District open space acquisition.

Measure 47 may cause dramatic cuts in PDC's budget. A recent article in the *Daily Journal of Commerce* indicates that PDC is prepared to cut \$40 million of development projects along the downtown riverfront in response to Measure 47. Specific cuts mentioned in the article include \$3 million for the Chinese Garden in Old Town, which is identified in the Needs Assessment as community recreation space.

Other City Funding

In addition to funding through Portland Parks and Recreation and the Portland Development Commission, there may be ways to provide recreation and open space in the River District through public expenditures on other projects. The City's Department of Transportation has a Traffic Calming program which provides improvements to slow traffic in neighborhoods. This program could fund connectors, such as "slow" streets and *woonerfs*. In addition, Federal transportation funding programs require that 10% of Federal funds be set aside for enhancement activities such as bicycle lanes and pedestrian facilities. The City receives an annual allocation of Federal transportation funding, as well as grants, and so the City must fund enhancement activities. This funding may be available to fund sidewalks, bicycle lanes/boulevards, and recreation trails. Other large transportation projects may offer opportunities to provide facilities for recreation and open space needs in the River District. An example is the \$12 million reconstruction of the Lovejoy ramp, which will open up land for high density development. Other transportation projects which may provide opportunities to provide recreation and open space needs include improvements to Naito Parkway and the Central City Streetcar.

A project to correct combined sewer overflow may also provide an opportunity to fund open space needs in the River District. Currently, the storm and sanitary sewer systems in portions of downtown Portland are combined, leading to sanitary sewer discharges into the Willamette River during high levels of rainfall. A project to correct this problem would separate the storm and sanitary sewer systems. Storm sewer discharges would be routed to the "daylighted" Tanner Creek, which would run through the proposed Tanner Creek Park Blocks. The creek would empty into a basin at the edge of the Willamette River, with a wetland to treat the water before discharge into the river. This project would be funded by a land donation, City general funds, sewer ratepayer-generated revenue, and Federal grants.

Publicly owned land, including parcels and right-of-way, may also offer opportunities to meet some recreation and open space needs. Several public agencies own land in the River District that could be developed for use as recreation or open space. Public right-of-way along streets and under bridges and overpasses may also be used as recreation and open space. The proposed linear dog park under I-405 is one example.

A variety of other potential projects in the River District may offer opportunities to provide recreation and open space. These projects include development at the Port of Portland's Terminal One, development of the Agriculture Marketing Center, and acquisition of land for McCormick Pier access to the Willamette River.

Potential City Funding Sources

The City could implement additional funding mechanisms to fund recreation and open space improvements in the River District. Three funding measures that are typically used to fund recreation and open space facilities are Parks Systems Development Charges, Local Improvement Districts, Urban Renewal Districts, and general obligation bonds. While we describe each of these generally below, their implementation would depend on the implementation of Measure 47, City policies, and the City's future financial position.

The City has initiated a study to investigate establishing a Systems Development Charge (SDC) to fund park improvements. A Parks SDC would charge new development a fee based on the cost of capital improvements needed to provide park and recreation services for residents of new development. While SDC's are common in Oregon, not all cities charge SDC's for parks. The City of Eugene charges a Parks SDC of over \$600 per dwelling unit. Commercial development is not charged for parks. A similar Parks SDC charge in Portland would generate over \$1 million per year, based on the average number of residential building permits issued in Portland in the early 1990's. Revenue generated by SDC's would increase with population growth, which is expected to average over 4% per year with implementation of Metro's functional plan for the region. The substantial residential development planned for the River District would justify spending SDC revenue on capital improvements to provide recreation and open space. A Parks SDC, however, would increase costs of development, which may run counter to the City's desire to encourage residential development in the Central City.

A Local Improvement District (LID) would levy special assessments on property within the district; the resulting revenue would be dedicated to improvements in the District, and these improvements could include recreation and open space facilities. LID's are typically used to fund improvements that primarily benefit residents within the LID. Except for Personal Open Space, the recreation and open space facilities identified in this report would benefit residents and non-residents of the River District, so LID-generated funding should probably not be used as the only funding source for these improvements. LID assessments would increase costs for property owners, which may run counter to

City policies and incentives to increase housing and employment densities in the River District.

Urban Renewal Districts are formed to collect tax increment revenue, which is additional property tax revenue generated by increased property values in the District. As noted above, the City has chosen to not collect tax increment revenue to avoid reducing revenue to other taxing districts because of Measure 5 limitations, and the future of tax increment financing is in question until issues raised by Measure 47 are resolved. If the City can and chooses to collect revenue from existing Urban Renewal Districts in the area, this funding would probably go to the Portland Development Commission and it may or may not be available to fund recreation and open space improvements. Existing Urban Renewal Districts may also raise complications for forming a new District to fund recreation and open space improvements.

The City could issue bonds to fund recreation and open space improvements in the River District. These bonds could be backed by revenue from an LID, Urban Renewal District, or property taxes citywide; most bond issues would require voter approval. Recent voter approval of bonds to fund park improvements and the Metro Greenspaces program shows that there is general support in the City for issuing bonded debt to fund recreation and open space improvements.

SUMMARY

A more detailed analysis of costs and funding will be needed to create a final recreation and open space plan for the River District. That plan will need to contain a funding strategy for the recommended improvements, which may include:

- Encourage or require private developers to provide personal open space and recreation pockets.
- Utilize publicly owned land as open space where appropriate, and seek use of private land as open space as well.
- Continue to seek donations of land needed for Neighborhood and Community Recreation Space, either on a voluntary basis or in exchange for incentives.
- Tie recreation needs to other public and private projects. Planned and potential sewer, road, and private developments all offer an opportunity to contribute to the recreation needs of the River District.
- Seek grants from the State and Federal governments. Tap existing funding programs, or get funding included in an appropriations bill.
- Use existing local funding.
- Consider implementing new funding sources, which may include a Parks SDC, Local Improvement District, or Urban Renewal District funding.

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APPENDIX

SUMMARY OF RESEARCH

This section presents a summary of major findings from the following research efforts:

- Demographic Profile;
- Resource Inventory and Analysis;
- Review of Related Planning Efforts; and
- Community Involvement.

Complete reports for each phase of the study are available, and are listed in the bibliography.

Demographic Profile

Demographic information is critical for ensuring that park, recreation, and open space planning efforts meet the needs of changing populations. This is especially true in areas undergoing the level of growth expected in the River District. Since Portland attracts a large number of in-state and out-of-state visitors, parks and recreation in the River District may serve both residents and visitors. For this reason, the demographic profile evaluates River District population trends and Portland area tourism trends. Implications for recreation and open space planning have been identified and incorporated into the summary of needs.

For purposes of comparison, demographic data for the Portland Metropolitan Area (PMA) were used. The PMA encompasses the Oregon counties of Clackamas, Columbia, Multnomah, Washington, and Yamhill, and the Washington county of Clark.

RESIDENTS

Current River District demographics are presented in Table 1. Major trends and population characteristics for the River District include the following:

Population

- The population of the River District is expected to increase from a population of 2,208 residents in 1990 to approximately 15,000, depending on the type of units constructed during the River District development. This population growth will dramatically increase population densities in the River District.

Households

- Based on the household size of current residents, and the target market for River District redevelopment housing projects, the projected household size is likely to remain smaller than the PMA overall. This reflects the large number of young career adults without children, empty nesters, and retirees targeted by the River District housing market as potential residents.

Age and Income

- The targeted demographic groups for new housing development may result in a relatively low percentage of children in the overall River District population.
- Some income disparity among River District residents can be expected. The target market for the River District includes a broad income range from \$25,000 to \$75,000. This income range is considerably higher than the majority of current River District residents, 54% of whom made less than \$15,000 in 1990.
- To ensure that new housing development in the River District serves a broad range of income levels, annual targets are set by the City. These targets are set to match income levels of the City as a whole, ensuring that even extremely low and low income households will continue to have housing choices.

Table 1

River District 1990 Demographics

Category	River District				Portland Metro	
	Tract 50	Tract 51	#	%	#	%
Population	617	1591	2,208	na	1,515,452	na
Group Quarters Population	23	876	899	40.7%	25,890	1.7%
Households	399	658	1,057	na	589,441	na
Average Household Size	1.45	1.19	1.30	na	2.53	na
Families	74	48	122	5.5%	394,237	26.0%
Household Income						
Per Capita	\$14,831	\$13,234	\$13,608	na	\$14,991	na
Median Household	\$13,884	\$11,346	\$12,304	na	\$31,067	na
Less than \$15,000	212	359	571	54.0%	122,493	20.8%
\$15,000 to \$34,999	113	91	204	19.3%	211,771	35.9%
\$35,000 to \$49,999	28	132	160	15.1%	116,008	19.7%
\$50,000 or More	46	76	122	11.5%	139,169	23.6%
Total Households	399	658	1,057	100.0%	589,441	100.0%
Age						
Under 5 years	18	3	21	1.0%	113,942	7.5%
5 to 9 years	3	4	7	0.3%	112,361	7.4%
10 to 14 years	3	1	4	0.2%	106,411	7.0%
15 to 19 years*	22	17	39	1.8%	119,225	7.9%
20 to 24 years*	105	97	202	9.2%	80,244	5.3%
25 to 34 years	189	421	610	27.6%	262,128	17.3%
35 to 44 years	143	456	599	27.1%	267,665	17.7%
45 to 54 years	67	294	361	16.4%	158,378	10.5%
55 to 64 years	35	170	205	9.3%	113,602	7.5%
65 to 74 years	23	98	121	5.5%	102,247	6.7%
75+ years	9	29	38	1.7%	79,249	5.2%
Total Population	617	1590	2,207	100.0%	1,515,452	100.0%
Median Age	33	40.3	38.3	na	28.1	na
Ethnicity						
Asian	32	39	71	3.2%	52,851	3.5%
African American	32	158	190	8.6%	42,315	2.8%
Hispanic	12	38	50	2.3%	50,588	3.3%
Native American	9	58	67	3.0%	14,750	1.0%
White	532	1297	1,829	82.9%	1,354,948	89.4%
Total Population	617	1590	2,207	100.0%	1,515,452	100.0%

Source: River District data from U.S. Census Bureau, 1990 Census

Portland Metro data from 1990 Census of the Population and Housing, Claritas, Inc.

na = Information not applicable

* For two age groups, age cohort groups for the Portland Metro area varied slightly from the age cohorts used in the River District 1990 Census Data. Therefore, for Portland Metro area, the numbers reported in the 15 to 19 year age cohort actually reflect ages 15 - 20; in the 20 to 24 age cohort, the numbers reported reflect ages 21 - 24.

Ethnicity

- The current River District population is more ethnically diverse than the PMA as a whole. In addition, the population of the Portland area is expected to become more diverse. However, less diversity may be expected among the higher income levels targeted in River District redevelopment efforts.

Table 2 compares the current and future population of the River District.

VISITORS

The River District can expect an increase in the number of visitors in addition to the growing numbers of residents. It is estimated that 26.1 million people from in-state and out-of-state traveled in Oregon in 1994. About 25% of all person-visits were to the Portland Metro Area, which attracts more visitors than any other region in the state. In addition, the Portland region attracts visitors year-round rather than seasonally.

Results of the Visitor Profile show that future visitors to the River District may have recreation and open space needs which are similar to those of projected future residents, as the two groups are similar in age, income level, and ethnicity. Major trends and characteristics of Portland area visitors include the following:

Age and Income

- The majority of visitors to the Portland area are between the ages of 35 and 54 (46%).
- Retired people make up thirteen percent (13%) of Portland visitors.
- Seventy percent (70%) have personal incomes over \$30,000 per year.

Ethnicity

- Eighty-seven percent (87%) of visitors are White. Asian, Hispanic, and African-Americans together make up less than six percent (6%) of visitors.

Travel Party Characteristics

- Forty-five percent (45%) of Portland visitors traveled as a couple, thirty-two percent (32%) in groups of three or more.
- Twenty-one percent (21%) traveled alone—twice the statewide average for in-state visitors.
- Fifty-three (53%) percent were traveling with family members.

Activities

- A majority of trips to Portland were for pleasure, vacation, or to visit family. Activities enjoyed by Portland visitors include:
 - Dining out (68%) and shopping (56%);
 - Viewing area attractions (57%);
 - Visiting parks and natural attractions (46%); and
 - Participating in outdoor activities (43%).

Table 2

Current and Future River District Residents

	Current	Future
Population	<i>Approx. 2,200</i>	<i>Approx. 15,000</i>
Households	<i>Small household size</i>	<i>Small household size</i>
Families	<i>Very few families with children</i>	<i>Very few families with children</i>
Age	<i>Young adults to seniors</i>	<i>Young adults to seniors</i>
Income	<i>Low Income</i>	<i>Matches income levels of City overall</i>
Ethnicity	<i>Diverse</i>	<i>May be less diverse</i>

Sources: 1990 Census of the Population and Housing, and
The 2015 Regional Forecast and Urban Development,
METRO, 1996.

Note: Shading indicates no change.

Resource Inventory & Analysis

A variety of recreational resources are available within the River District and surrounding neighborhoods. To reflect community values and to efficiently utilize limited public resources, the development of future parks, open space, and recreation programs and services should be built upon this foundation of existing recreational and cultural resources. The Resource Inventory and Analysis addressed:

- Parks and Open Space;
- Cultural Resources;
- Other Resources; and
- Connections.

A map of recreation resources in and around the River District is provided.

PARKS AND OPEN SPACE

Quality parks and open space are generally recognized as one of the most valued aspects of life in the City of Portland. As of 1991, the parks system consisted of 9,478 acres, and included 130 developed parks, 43 semi-developed and undeveloped parks, 10 natural areas, 11 community centers, 4 City arts centers, 11 community schools, 12 swimming pools, 2 indoor tennis centers, 4 golf courses, and 20 community gardens.

The Willamette River is the most important potential recreational resource in the District. The river is a major component of Portland's "sense of place", and provides a range of opportunities for recreation, wildlife habitat, economic development, environmental education, water storage and treatment, and transportation. Within the River District, the Willamette River could function as a link to regional resources such as Sauvie Island, Willamette Park, and the Columbia River, and other portions of the Willamette River Greenway.

The city's primary open space connection between Downtown and the Willamette River is Governor Tom McCall Park. Primary issues in Tom McCall Park include conflicts among users, high levels of use, and the function of the park as a festival space without adequate facilities to accommodate this use. Other parks and open space facilities which may serve the River District include Washington Park, Forest Park, the North and South Park Blocks, and Couch Park.

CULTURAL RESOURCES

Parks and recreation in the River District can benefit from the neighborhood's proximity to a wealth of cultural resources. Resources addressed in this inventory include unique Portland districts, cultural and performing arts facilities and organizations, historic resources, and citywide attractions. The following implications were noted:

- Neighborhood character of unique Portland districts within and adjacent to the River District, such as Portland's Downtown and the Pearl District, attracts residents and visitors.
- Some of the Northwest's most important cultural and performing arts facilities are located within the River District and surrounding neighborhoods, including art galleries, arts organizations, and theaters such as:
 - The Artists Repertory Theatre;
 - Oregon Ballet Theater;
 - Oregon Children's Theater;
 - Portland Center for the Performing Arts;
 - Portland Opera; and
 - Arlene Schnitzer Concert Hall.

- As one of the last district's in Portland to be redeveloped, historic structures remain throughout the River District. They include Union Station, the Willamette River Bridges, and over one hundred commercial, residential, and industrial buildings. In addition, three historic districts have been designated within the River District, including the 13th Avenue Historic District, Chinatown/Oldtown, and part of the Skidmore Historic District.
- Nearby Citywide attractions include the Rose Quarter, Portland Civic Stadium, and the Oregon Museum of Science and Industry.

OTHER RESOURCES

Other resources which may have implications for providing parks, recreation, and open space in the River District include services, publicly owned land, and underdeveloped properties, such as parking lots. The following service providers were included in the resource inventory:

- Transportation agencies;
- Human service organizations;
- Childcare providers;
- Educational facilities and libraries; and
- Health care providers.

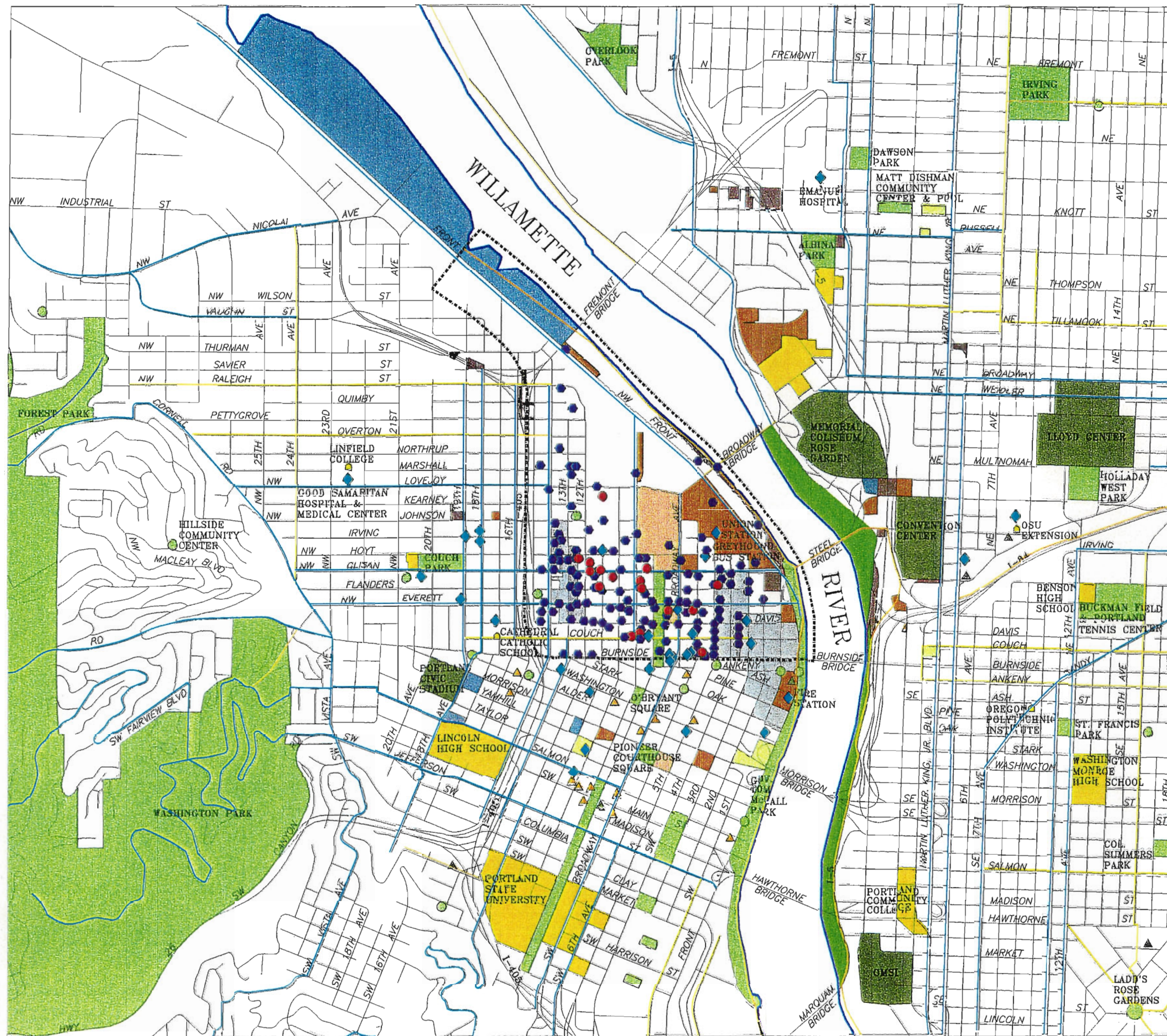
Publicly owned land and facilities which may provide opportunities for recreational development, and/or partnership and joint use opportunities include:

- Schools, such as:
 - Child Peace Montessori School; and
 - Portland State University;
- Federal land, i.e., the U.S. Post Office;
- State land, i.e., Oregon Department of Transportation;
- City of Portland property, including the Union Station site and some Willamette River frontage; and
- Port of Portland Service District property (Terminal One redevelopment site).

Existing parking lots may provide a potential resource, either as-is for basketball on weekends, or they could be purchased and redeveloped as small open spaces, community gardens, dog parks, or mini-parks.

CONNECTIONS

Transportation-related recreation, such as biking, roller-skating, walking and running is one of the most popular activities among Portland residents. Trails and bikeways also serve a critical role in the City's transportation system. While there are bikeways and sidewalks that serve the neighborhood, physical barriers limit pedestrian and bicycle access from the River District to the Willamette River, Portland Downtown, Portland State University, Washington Park, and Portland's east side. Proposed connections to enhance transportation and recreation in the River District include further development of the East and West Willamette River Greenway trails; completion of pedestrian and bicycle improvements to Willamette River Bridges; the Willamette River Taxi; and the Central City Streetcar.



RIVER DISTRICT RECREATION & OPEN SPACE NEEDS ASSESSMENT

LEGEND

LAND USE

- River District Boundary
- Existing Recreation Facility
- City Wide Attractions
- Cultural/Performing Arts
- Public Schools
- Service
- Historic Site
- Galleries
- Bike Lanes
- Bike Boulevards
- Off-Street Path
- Historic District
- Service District
- Eastbank Riverfront Park

OWNERSHIP OF LAND

- Federal
- State
- County (> .2 acres)
- City



0 500 1500 3000'

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Bureau of Parks and Recreation
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RECREATION RESOURCES

MAP

1

Review of Related Planning Efforts

As part of the Needs Assessment, an analysis of related planning efforts was conducted. The purpose of this analysis was to ensure that recommendations for future parks, open space, and recreation opportunities are coordinated with statewide, regional, citywide, and neighborhood planning efforts which have occurred to date. The review addressed the implications of these planning efforts for parks, recreation and open space in the River District, as they relate to:

- An overall vision for the River District;
- Recreational facility planning;
- Transportation planning; and
- Recreation programs and community services.

A VISION FOR PARKS, RECREATION AND OPEN SPACE

Through the review of related planning efforts, a vision for parks, recreation and open space is evident. The vision:

- Recognizes the impacts of *growth* in the Portland area, and the primary role that parks, recreation, and open space play in maintaining community livability;
- Recognizes the need for Portland Parks and Recreation to address *contemporary social issues* when planning recreational facilities and services; and
- Reflects the significance of the *Willamette River* to the City's and the neighborhood's sense of place, and its primary role in the River District's recreation and transportation infrastructure.

RECREATION FACILITY PLANNING

Implications for providing recreation facilities in the River District include the following:

- The *Willamette River* should figure prominently in the development of a future recreation and open space infrastructure. The recreational use of the river will be enhanced by future development projects, including:
 - Eastbank Park and the Tanner Creek Basin Project; and
 - The development of trails and open space through the Willamette Greenway and Metro Greenspaces programs.
- Currently, few recreation facilities are provided in the River District, and significant *facility deficiencies* have been identified in the Central City area;
- Related planning efforts indicate strong support for an infrastructure of *neighborhood-based* recreation facilities which:
 - Maximize accessibility for area residents;
 - Meet basic recreation needs; and
 - Reflect the distinct identity of the River District's special historical, cultural, and industrial neighborhood districts.
- To ensure the efficient use of limited public resources, Portland Parks and Recreation should develop facilities which serve *multiple uses*, and pursue *partnerships* with other stakeholders in the community.

TRANSPORTATION PLANNING

Well-planned transportation facilities will be an important element of the recreation and open space infrastructure in the River District. In addition to enhancing residents' access to needed services and facilities, transportation can serve as a recreation resource in and of itself:

- Through the development of pedestrian-friendly streets, pedestrianways, bicycle boulevards, and multi-use paths, Portland Parks and Recreation can contribute to promoting *alternative transportation modes*, reducing *auto dependency*, and meeting the growing demand for *trail-related recreation*.
- The *Willamette River* can serve a primary role, through the development of Willamette River Greenway trails, the proposed water taxi system, and the enhancement of Willamette River Bridges.

RECREATION PROGRAMS AND COMMUNITY SERVICES

Parks and recreation agencies are expanding their roles to develop recreation programs and community services that respond to contemporary social issues. As the River District redevelopment brings growth and change to this historic Portland neighborhood, Portland Parks and Recreation should evaluate their role to:

- Provide accessible, neighborhood-based recreation programs which respond to the *unique social needs of the community*; and
- Increase the availability and diversity of programs and services through *partnerships* with other agencies, community organizations, and area businesses.

Community Involvement

The River District Recreation and Open Space Needs Assessment community involvement process included:

- An Open House;
- A River District Coordinating Committee Workshop;
- A Resource Group Workshop with Portland Parks and Recreation staff;
- Two Recreation and Tourism Focus Group meetings; and
- Two River District Charrettes.

Through this process, residents and service providers identified community issues; identified needed facilities, programs, and services; and suggested potential partnerships. A brief description of community involvement efforts follows.

OPEN HOUSE

An Open House was held Saturday, June 1st from 10 a.m. to 5 p.m. at the Portland Saturday Market. The purpose of the Open House was to provide an opportunity for area residents to learn about the proposed River District redevelopment, and to allow input on the need for parks, recreation, community services, and open space in the River District. Forty-four individuals who attended the Open House completed a brief questionnaire regarding current program and facility use, and types of programs, services, and facilities that should be provided in the River District. Open House questionnaire responses are summarized below:

Currently Used Recreation Programs

When participants were asked to identify recreation programs they or members of their family currently use, the following recreation programs were mentioned most often:

- Recreation programs relating to the use of open space, including outdoor programs (52%) and wildlife and nature education (41%);

- Cultural programs, such as creative and performing arts programs (36%), community-wide events (36%), and ethnic and cultural activities (23%);
- Health and fitness activities, including swimming (23%); and
- Among programs serving specific populations, teen activities (20%) ranked the highest.

Recommended Recreation Programs

Participants recommended providing the following recreation programs to River District residents:

- Cultural programs such as creative and performing arts (66%), community wide events (55%), and ethnic and cultural activities (43%);
- Programs relating to open space use, such as outdoor programs (59%) and wildlife and nature education (52%);
- Programs meeting the recreation needs of specific populations, including people with disabilities (55%), teens (48%), families (43%), and seniors (30%);
- Health and fitness programs, including swimming (32%), youth sports (30%), exercise classes (23%), and adult sports (23%); and
- Other recreation programs including after school programs (32%), drop-in activities (32%), and childcare programs (27%).

Community Services

Participants supported providing the following community services in the River District:

- Transportation (70%);
- Job services (59%);
- Information and referral services (57%);
- Volunteer coordination (55%);
- Childcare (52%); and
- Loan of recreation equipment (27%).

Currently Used Recreation Facilities

When participants were asked to identify the types of recreation facilities they or members of their family currently use, the following facilities were mentioned most often:

- Trails (77%) and natural areas (75%);
- Picnic sites and shelters (63%);
- Community gardens (45%); and
- Athletic facilities such as basketball courts (27%), swimming pools (23%), gymnasiums (20%), and softball/baseball fields (20%).

Recommended River District Facilities

Participants recommended providing the following recreation facilities in the River District:

- Trails (66%) and natural areas (63%);
- Community gardens (61%);
- Picnic sites and shelters (61%);
- Children's play areas (45%);
- Community centers (39%), fitness centers (23%), and senior centers (20%);
- Basketball courts (31%);
- Health/fitness courses (30%); and
- Swimming pools (30%).

River District Waterfront Facilities

When asked which types of recreation facilities might be appropriate for the River District waterfront, participants identified:

- Trails, such as walking/running paths (77%) and bike paths (77%);
- Natural areas (75%);
- Picnic areas (75%);
- Facilities for water-related recreation, such as boating (39%) and fishing (25%); and
- Areas for community wide events (39%) and public attractions (34%).

RIVER DISTRICT RESOURCE GROUP

A workshop was held on May 9th with members of the River District Resource Group, which is comprised of Portland Parks and Recreation staff. The purpose of the workshop was to identify recreation program and facility needs for the River District based on the extensive experience and observations of City Staff. Participants identified key issues relating to the provision of recreation and open space; made preliminary recommendations aimed at meeting the recreation needs of low income residents, moderate to high income residents, and tourists; and developed a list of potential partners. A copy of the wallgraphic produced during the workshop is provided.

Key issues identified by the Resource Group include:

- Ensure access to the Willamette River at *water level*;
- Provide adequate *open space*, paying critical attention to access and placement;
- Address potential conflicts with recreational activities related to maintaining the Willamette as a *working river*;
- Ensure that facilities and services can serve *more than the River District*; and
- Avoid relying on *private open space* to meet residents needs.

RIVER DISTRICT COORDINATING COMMITTEE

A workshop was held on May 9th with members of the River District Coordinating Committee. The Committee is composed of City staff from a variety of departments, including transportation, development, planning, environmental services, and parks and recreation. The purpose of the workshop was to clarify the existing River District conceptual design, and to identify opportunities for meeting the recreation needs of current and future residents.

Significant findings of the Coordinating Committee workshop include:

- Limit the majority of *tourism-related development* to the edges of the neighborhood, i.e., the waterfront;
- Utilize *streetscaping* to contribute to the open space feel of urban streets;
- Enhance pedestrian and bicycle access to and across the *Willamette River*;
- Pursue *alternative uses* for parking lots, closed streets, and building rooftops;
- Develop Tanner Creek for *passive recreation uses*;
- Include *educational facilities*, such as links to PSU and dispersed elementary schools sites;
- Provide *adequate open space* for community gardens, botanical gardens, or a Farmers Market/Saturday Market;
- Consider the constraints of the Willamette's function as a *working river*; and
- Seek a *champion* with financial resources to develop the public attractor.

RIVER DISTRICT OPEN RECREATION SPACE NEEDS ASSESSMENT

NOT
A
LOCAL
PO
P

CURRENT
FUTURE
TOURIST

- OUTSIDE PLACES TO SIT (COURTYARDS)
- FOR COURSE/HEALTH/FITNESS
- * COMMUNITY GARDENS/PLAY
- COMMUNITY SCHOOL
- GREATER INTEREST IN HEALTH/FITNESS
- TENNIS COURTS
- REF-UP USE
- PROVIDE FOR PETS
- TOUR BOATS ON RIVER
- WAVE POOL
- NEED DAYTIME TOURIST ACTIVITIES
- CLIMBING WALL
- SKATEBOARD/ROCKERS
- USE ACTIVITY AS PERFORMANCE ARENA
- YOUTH HOSTEL
- PROVIDE FOR STREET VENDORS

LOCALS ARE ALSO TOURISTS

- SPACE TO GATHER ON STREET
- BIKE/RIVER BIKE
- BASKETBALL COURTS
- BOARD GAMES/HOUSEHOLD/LAW COST GAMES
- LIKELY TO RECREATE OUT OF TOWN
- BIRN/TOSSING @ WATERFRONT & ENTIRE SYSTEM
- HIGH SOCIAL NEED FOR SINGLES
- REC. CENTER/CLUBS (ROWING CLUB)

- MULTI-USE AMPHITHEATRE ACTIVITY CENTER
- ACCESS TO MULTICULTURAL ACTIVITIES/ART
- PLACE FOR BIG EVENTS (OPEN GREEN SPACE)
- SOCCER FIELDS
- INTEGRATED W/ DOWNTOWN ACTIVITIES
- HISTORICAL/GALLERY INTERESTS
- DANCING
- SMALL BOATS

- CONCEPTS/CONTRAST
- BRIDGE EXPERIENCE & USED AT END
- OF RIBBON OF LIGHT
- HISTORICAL TOUR
- RELOCATE CHILDREN'S MUSEUM TO RIVER DISTRICT
- SMALL BOAT MARINA
- NO GOLF FACILITY

- PEDESTRIAN CORRIDOR
- STREET PERFORMANCE
- OPPORTUNITY FOR SPONTANEOUS ART
- MULTI-LANGUAGE SIGNAGE
- NEED TOLL: /PALE STREETS/ ARANC. PARK
- PAYS & REC. HAS RESPONSIBILITY TO HOMELESS
- USED TO PROGRAM FOR (NON-3 INK/SQUADERS) * IF YOU BUILD IT, THEY'LL COME
- DROP-IN/SCORE FRONT REC. CENTER
- COVERED OPEN SPACE
- WADING POOLS/FOUNTAIN
- DON'T RELY ON PRIVATE TEN. SPACE

- FISHING PIER
- COORD. TRANSIT/CHILD CARE (CAR CARS)

- PLAZAS/FRONTENAS
- SQUARE/ZACAR
- NON-TRADITIONAL COMMUNITY CENTER (CNO/FESTIVAL CENTER)
- POOL & GYM

OTHER SERVICES

- HEALTH SVCS/COUNSELING
- CHILD CARE
- MONTENARI OAS & PARK BUS
- SENSE OF OWNERSHIP/JOB/VOLUNTEER ACTIVITY
- CAMP FIRE/GIRL SCOUTS PARTNERS
- N'HOOD THEATRE GROUPS

PARTNERS

- GREYHOUND (ROOFTOP)
- DEVELOPERS
- TRANSPORTATION FOLKS
- PORT
- PAUL ALLEN/TRANSLAZERS
- NAT'L PARK SERVICE
- STATE MARINE BD.
- DES
- FOREST SERVICE
- NIKE
- CHINESE BENEVOLENT ASSOC
- ORE. COMMUNITY FOUNDATION
- LIBRARY
- PAVEL'S/LOCAL BIZ
- PORT. STREETCAR
- WEINHARTS
- METRO/CON. CTR.
- WLOD CENTER
- TRI-MET/LIGHT RAIL
- SOCIAL SVCS/CO. & STATE
- REGIONAL ADPS/COUNCIL
- GOOD SAM. HOSP
- LEGACY HEALTH
- ODOT



RIVER DISTRICT
RECREATION & OPEN SPACE NEEDS ASSESSMENT

River District Resource Group Workshop
May 9, 1996

RECREATION AND TOURISM FOCUS GROUPS

Two focus groups were held to identify types of recreation facilities, programs, and services that might be provided to meet the needs of current and future River District residents and Portland area visitors. Focus group participants represented public, private, and commercial organizations, including child care providers, public and private recreation providers, the arts community, neighborhood associations, Portland Saturday Market, Multnomah County Library and Portland Public Schools.

Major recommendations of the Recreation and Tourism Focus Group included:

- Provide basic *facilities, programs and services* to meet a continuum of recreation and open space needs—ranging from needs which should be met in close proximity to residences to those which can be met in the neighborhood or community;
- Enhance and maintain Portland's *unique character*, and seek ways to *animate* the River District to ensure a strong neighborhood identity;
- Link *recreation* with *transportation*;
- Provide increased support for *cultural arts*;
- Ensure continued support for *existing community institutions*;
- Promote the use of *downtown*;
- Coordinate with efforts to address community issues in *surrounding neighborhoods*, including Old Town and Chinatown;
- Target recreation facilities and services to residents rather than tourists, and evaluate the *impact on the neighborhood* that may be associated with increased levels of tourism;
- Address *public safety* concerns; and
- Identify potential *partnership opportunities* for meeting resident's needs efficiently and creatively.

RIVER DISTRICT CHARRETTES

Two workshops were held in October and November, 1996, to confirm preliminary findings for facilities, recreation programs, and community services. Workshop participants representing Portland Parks and Recreation staff, staff from other City agencies, and private providers attended these review sessions. Suggestions and comments were incorporated into the final report.

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SUMMARY OF RECREATION NEEDS

Needs Assessment research efforts identified the following types of community needs:

- Ensuring an adequate infrastructure of *parks, recreation, and open space facilities*;
- Enhancing significant *connections* between the River District and important recreation and cultural resources; and
- Developing *recreation programs* and providing *community services* to meet the needs of current and future River District residents.

Parks and recreation should serve multiple levels of needs. To address this, community needs for facilities, connections, programs and services have been identified along a continuum--from those needs which should be met in close proximity to residences to those which can be met in neighborhood- or community-wide settings. This continuum is based on frequency of use, user convenience, and population area served. By applying this continuum in conjunction with research and community involvement efforts, parks, recreation, and open space needs are identified, and a rough "service area" for needs can be determined.

Parks, Recreation, and Open Space Facilities

The Needs Assessment identified the following overall goals for providing parks, recreation, and open space facilities to meet the needs of River District residents and visitors:

- Serving a continuum of recreation needs;
- Recognizing community diversity;
- Animating the neighborhood;
- Accommodating tourism;
- Enhancing public safety;
- Increasing facility efficiency; and
- Utilizing the Willamette River.

SERVING A CONTINUUM OF RECREATION NEEDS

Parks, recreation, and open space facilities should serve a variety of recreation needs. Close-in opportunities need to be offered, as well as facilities that can accommodate a wider range of activities.

Close-to-Home Recreation Opportunities

Facilities which residents use on a daily basis should be provided in proximity to their residences, and should meet the following needs:

- Opportunities for *social interaction* by providing residences with porches and balconies overlooking public spaces, and courtyards and walkway/entry points;
- Rooftop gardens to provide *gardening* opportunities;
- Daily needs for *health and fitness*, such as basketball, walking and running; and
- Opportunities for *exercising pets*, such as dog parks and dog-walking areas.

Neighborhood Recreation Center Opportunities

A second level of facility type includes facilities which serve the entire neighborhood. These facilities provide structure for the neighborhood, and should reflect the identity of the River District's unique neighborhood districts. Neighborhood facility needs include the following:

- Identify streets which may be appropriate to occasionally close off for use as *recreation and/or festival space*, keeping in mind access and transportation issues for local businesses;
- Develop *neighborhood centers* for physical recreation, personal development, informal social gatherings, and creative expression;

- Encourage public agencies, offices, and retail businesses to provide *public outdoor spaces*;
- Provide *identifiable public spaces*, such as urban plazas and public fountains, for groups to meet and congregate, and to provide a "green address";
- Ensure *diverse types of facilities*, such as a drop-in/store front recreation center and garden space for residents of high density developments;
- Develop *children's play areas* in association with schools and childcare centers and near residences intended for families; and
- Provide *adequate open space* to balance densities, provide contact with the natural environment, and provide space for unprogrammed active recreation.

Regional or Community Recreation Opportunities

The following facilities address recreation needs which may be served at the community level:

- A *network of trails* which connect to community facilities, regional trails, and the Willamette River;
- Facilities for *river-related recreation* along the Willamette, such as fishing piers and small boat facilities;
- Linked *transportation/recreation facilities* in conjunction with the Union Station Transportation Center;
- *Childcare facilities* coordinated with transit;
- *Children's play area* to serve the needs of residents and visitors;
- Access to *Citywide attractions*, such as the Rose Quarter, Portland Civic Stadium, and OMSI, for residents and visitors;
- A *Community Arts Facility* for use by existing arts organizations;
- *Active recreation space*, such as swimming pools, soccer and softball fields, and open space needed for schools;
- *Non-traditional community centers*, such as an information clearinghouse or festival center;
- A *public attractor* to establish a strong River District identity, and to meet community recreation and open space needs. The attractor may include features such as:
 - *Direct access* to the Willamette River edge;
 - *Unique recreational facilities*, such as a wave pool, interactive waterplay, and skateboard and rollerblade facilities;
 - An *esplanade/boardwalk* to encourage activity and pedestrian traffic;
 - Relocation of the *Children's Museum* to the River District;
 - A *multi-use community center*; and
 - A permanent location for a *public marketplace*, such as the Portland Farmer's Market or Portland Saturday Market.

RECOGNIZING COMMUNITY DIVERSITY

A successful plan for recreation and open space will recognize the diverse income levels, ages, and abilities of current and future residents and visitors. Facility needs which meet the needs of specific populations include the following:

- Recognize potential *income disparity* among residents, and the need to provide for common enjoyment of recreation and open space and enhanced public safety;
- Serve the recreation needs of *adults 25 to 44 years old*, such as providing health and fitness opportunities, cultural and performing arts facilities, and trails;
- Provide facilities which serve to enhance *social opportunities*, such as gathering places and neighborhood squares. This is especially important due to the large number of single adults and families without children projected for the River District, and visitors traveling alone;
- Provide diverse, *non-traditional facilities* which reflect community diversity;

- Meet the specific needs of *low income* River District residents, such as:
 - Addressing needs for *open space, serenity, and privacy*, especially for residents who may reside in group quarters;
 - Delineating public spaces to emphasize *public ownership*; and
 - Fostering a *sense of inclusiveness* by incorporating ethnic and multi-cultural elements.
- Meet the specific needs of residents who earn *moderate to high incomes*, including the following:
 - Developing facilities for *river-related recreation*, such as small boat facilities; and
 - Providing facilities to meet increased demands for *health and fitness*.
- Meet the needs of children and youth, such as:
 - Providing *children's play areas* and *childcare facilities*; and
 - Considering *joint use* of future school sites.
- Ensure *accessibility* for seniors and residents with disabilities.

ANIMATING THE NEIGHBORHOOD

Recreation and open space should be part of an overall effort to animate the River District, by addressing the following issues:

- Follow the example of *successful Portland neighborhoods*;
- Use the best of "*what's there*", including historic buildings, existing businesses, and neighborhood institutions, such as Portland Saturday Market;
- Utilize the District's *artist community* as an important resource, exploring opportunities to incorporate art in community design;
- Instill a sense of *neighborhood permanence* by reflecting River District and Portland history, such as by:
 - Incorporating *public art* which reflects the area's history;
 - Developing a system of *historical markers* of significant places, people, and events; and
 - Pursuing opportunities to interpret River District history *throughout the District*, rather than at a museum location.
- Reflect Portland's character by incorporating *public fountains* linked together along pedestrian-friendly streets;
- Ensure that facility designs and uses reflect the *unique character* of the River District's neighborhood districts, such as the Pearl District and Chinatown; and
- Reflect the *cultural diversity* of the neighborhood in facility design through public art, colors, and language reflecting the Asian, Native American and African-American cultures.

ACCOMMODATING TOURISM

Successful and interesting neighborhoods often become destinations for tourists. The following facilities may meet the needs of both residents and tourists:

- Limit the majority of tourist activity to the *edges* of the District, such as the waterfront;
- Provide clear and adequate *signage*;
- Provide *basic service facilities*, such as public restrooms;
- Meet tourists' desires for quality *outdoor experiences* by providing trails, waterfront recreation facilities, and open space located near shopping and dining areas; and
- Use activity areas, such as climbing walls, to attract both *participants and spectators*.

ENHANCING PUBLIC SAFETY

Public safety issues should be addressed through facility planning and design. To ensure activity and around the clock observation of public open space:

- Increase *streetlife* by enhancing pedestrian connections and amenities;
- Provide the proper *balance* of open space to avoid creating dead space;
- Locate open space adjacent to uses that *enhance observation*, such as housing, and 24-hour or late-hour businesses; and
- Provide facilities in conjunction with neighborhood *public safety efforts*, such as community policing and fire safety and prevention.

INCREASING FACILITY EFFICIENCY

To ensure the efficient use of limited public resources, Portland Parks and Recreation should:

- Coordinate park planning with *other essential services*, such as schools, public safety, transportation, planning, and watershed management;
- Pursue agreements for *joint use* of facilities, including schools and public safety facilities, such as fire and police stations;
- Promote the development of *multiple use* and *continuous use* facilities;
- Redevelop and/or renovate *existing facilities* to meet changing residents needs for recreation and open space, such as:
 - Addressing current facility issues at *Tom McCall Park* and extending waterfront development into the River District to enhance recreational opportunities;
 - Improving the *North Park Blocks* to enhance the River District's connection to downtown and the cultural resources adjacent to the South Park Blocks.
- Explore the use and/or redevelopment of *existing parking lots* for weekend basketball, small open spaces, mini-parks, community gardens, or dog parks.

UTILIZING THE WILLAMETTE RIVER

Specific facility needs relating to the use of the Willamette River include the following:

- Orient the river basin to maximize *views* to and from the river;
- Consider providing a *floating recreation facility*, such as a community center or a museum on a converted ferry;
- Improve riverfront *access* and increase river-related recreation opportunities, including fishing and small boat use;
- Address the constraints associated with the river's use as a *working river* in the River District area, which may limit boating access and other recreational uses;
- Develop park and recreation uses which are complementary to the proposed *Eastbank Riverfront Park* to strengthen the link between the east and west sides of the City; and
- Utilize the *Tanner Creek Basin Project* as an opportunity to provide a direct riparian connection from the River to the River District neighborhood.

Connections

Parks and recreational facilities can play a critical role in the district's circulation system through the development of a linked recreation/transportation system of pedestrian-friendly streets, pedestrianways, bicycle boulevards, and multi-use paths. Historic connections between the River District and surrounding neighborhoods have been diminished over time. By reestablishing these important connections, recreation opportunities for residents and visitors can be enhanced. Overall goals for developing connections include:

- Serving a continuum of recreation needs;
- Enhancing pedestrian connections;
- Enhancing bicycle connections;
- Enhancing transit connections; and
- Expanding access to and use of the Willamette River.

SERVING A CONTINUUM OF RECREATION NEEDS

Connections that serve individual residences, neighborhoods, and the community include the following:

- Provide sidewalks, shared roadway bike routes, and connections to public transit, trails and recreation facilities which are immediately *accessible to individual residences*;
- Develop a *neighborhood network* of pedestrian, bicycle, and transit connections that link distinct districts within and adjacent to the River District; and
- Provide connections at the *community-wide level* to regional trails, transit hubs, and river transportation.

ENHANCING PEDESTRIAN CONNECTIONS

By incorporating Central City Pedestrian District design characteristics and elements of the River District Vision, the pedestrian experience can be enhanced. Specific design concepts should address the following:

- Develop *streets* to play a major role as public amenities through use as pedestrianways, boulevards, and locations for public art;
- Provide wide *sidewalks* to accommodate outdoor seating, street cafes, food stands/vendors, and street trees; and
- Maintain an appropriate *human scale* to buildings along walkways.

ENHANCING BICYCLE CONNECTIONS

Bicycle connections in the River District may be enhanced to address the following recreation needs:

- A comprehensive system of bikeways which are immediately *accessible* to residences;
- A *bicycle network* to connect the River District with Portland State University and Downtown to the south, Washington and Forest Park to the west; and the Willamette River and Portland's east side; and
- A *range of bicycle facilities* to accommodate different type of users, including bike lanes, bicycle boulevards, bicycle paths, and trip-end facilities.

EXPANDING ACCESS TO AND USE OF THE WILLAMETTE RIVER

Access to and along the Willamette River may be enhanced to meet the following recreation needs:

- Provide *direct access* to the Willamette River waterfront for water-related recreation and commercial uses, such as restaurants;
- Link the district with *regional resources* such as Sauvie Island, Willamette Park, and the Columbia River, and other portions of the Willamette River Greenway via river pathways and trails;

- Enhance *river-related recreation* for both residents and visitors by providing Willamette River tour boats and developing uses at both ends of pedestrian bridges; and
- Promote *River Access and Transportation* efforts, such as the development of recreational dock facilities, the Oregon Boardwalk, the Willamette River Taxi, and pedestrian enhancements to the Steel Bridge.

Recreation Programs and Community Services

The needs assessment identifies the following overall issues for programs and services:

- Serve a continuum of recreation needs;
- Provide community services; and
- Meet the needs of specific populations.

SERVING A CONTINUUM OF RECREATION NEEDS

Recreation and cultural programs and services should address a range of recreation needs including the following:

- Provide community services that are immediately accessible to *individual residences*, such as information and referral;
- Develop a range of programs at the *neighborhood level*, such as:
 - Programs with a strong *social component*;
 - *Health and fitness* activities;
 - Neighborhood *festivals* which reflect the neighborhood's unique character;
 - Special interest *activities in neighborhood centers*, such as clubs; and
 - Programs and services that can be *accessed when desired*, such as drop-in programs and equipment loan.
- Develop programs and services to meet *community-wide* needs, such as:
 - The use of *art galleries* to provide art-based activities such as educational tours and programs;
 - Opportunities for theater-, dance-, and music-based programs in conjunction with *performing arts facilities*;
 - *Wildlife and nature education*; and
 - *Cultural heritage tourism* opportunities, by utilizing historic districts and sites for interpretive tours.
- Utilize recreation programs, such as Artquake and other neighborhood and community-wide events, as a primary means of *animating* the River District; and
- Recognize that recreation programs and services are more than "fun and games"; they should be designed to *provide specific benefits* to individuals and the community in response to community issues.

PROVIDING COMMUNITY SERVICES

Community services enhance the quality of life for residents. These services strengthen access to recreational experiences. Some needs that have been identified include:

- Convenient *childcare* for area residents and employees of neighborhood businesses;
- *Transportation services* to enhance access for low income residents, elderly residents, and people with disabilities;
- *Public safety* programs and services, such as Adopt-A-Park, volunteer park patrols, and programming of community space;
- Facilities for community and neighborhood *library programs*, such as library space, reading rooms, and kiosks and sites providing electronic access; and
- Access to *Portland State University* programs and facilities through partnerships and joint use agreements.

MEETING THE NEEDS OF SPECIFIC POPULATIONS

In addition to providing programs and services which meet the needs of all residents, the needs of specific population groups should be addressed. These needs include services for group home residents, people with disabilities, teens, families, and senior adults. Programs and services to meet the needs of a variety of income and cultural groups, including homeless residents, include:

- Providing *drop-in* opportunities, access to healthcare services, counseling services, such as job and career guidance, childcare programs;
- Facilitating programs and services offered by *private providers*;
- Encouraging a *sense of ownership* by providing job and volunteer opportunities;
- Facilitating neighborhood and community *clubs*, e.g., rowing, tennis, and racquetball;
- Providing programs with a *social component*, such as dance classes; and
- Developing programs which reflect the *cultural diversity* of the neighborhoods, such as Asian, Native American and African-American related events and activities.