

IN THE BOARD OF COMMISSIONERS OF LANE COUNTY, OREGON

ORDINANCE NO. PA 914  
**FILED**  
AT \_\_\_\_\_ O'CLOCK \_\_\_\_\_ M

JUL 2 1986

County Clerk  
State of Oregon  
BY *[Signature]*

( IN THE MATTER OF ADOPTING THE  
( ALTON BAKER PARK MASTER PLAN,  
( A REFINEMENT PLAN TO THE LANE  
( COUNTY PARKS MASTER PLAN AND  
( THE EUGENE-SPRINGFIELD  
( METROPOLITAN AREA GENERAL  
( PLAN

WHEREAS, the Lane County Board of Commissioners by Order No. 72-4-5-7, established the Alton Baker Park Citizens' Advisory Committee, whose duties include among others: "guide the preparation of a general park master plan for the consideration and approval of the Board"; and

WHEREAS, the Alton Baker Park Citizens' Advisory Committee has prepared and issued the Alton Baker Park Master Plan; and

WHEREAS, the Alton Baker Park Master Plan provides policy direction and recommendations for uses and development of the Park; and

WHEREAS, the Board has received from the Lane County Planning Commission a recommendation to approve the proposed Master Plan, with some modifications; and

WHEREAS, the Board of County Commissioners has conducted a public hearing and is now ready to take action; NOW

THEREFORE, the Board of County Commissioners Ordains as follows:

1. The Alton Baker Park Master Plan as set forth in attached Exhibit 'A' as amended by Revisions to the March, 1986, Alton Baker Park Master Plan as recommended by the Lane County Planning Commission attached hereto and indicated as Exhibit 'B' be Adopted.
2. If any section, subsection, sentence, clause, phrase, or portion of this Ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision and such holding shall not affect the validity of the remaining portions hereof.

While not part of this Ordinance, the Board of County Commissioners adopt the legislative and quasi-judicial findings set forth in Exhibit 'A', and the Alton Baker Park Master Plan - Technical Supplement attached hereto and indicated as Exhibit 'C'.

ENACTED this 18th day of June, 1986.

*[Signature]*  
Chuck Irey, Chairperson  
Lane County Board of Commissioners

5/28/86  
*[Signature]*

## APPENDIX 'A'

Revisions to the March, 1986, Alton Baker Park Master Plan as recommended by the Lane County Planning Commission.

1. Modify the first sentence in the first paragraph on page 5 under Sub-Zone 1A - Meadows by deleting phrase "constituting the greatest area of the park",

~~2. Modify section Sub-Zone 1C - Open Space - Opportunity Area by:~~  
 a) deleting ~~Alternative A - Golf Course, driving range and clubhouse~~  
~~Alternative B - Opportunity area~~  
 b) ~~replace the last paragraph on page 3 and replace with "This following criteria shall be a guide to development within the open space opportunity area."~~

2. Under the heading "Specific Criteria for Opportunity Area":
  - a) modify no. 6 to read: "The developer of a project must provide bonding on other financial guaranty to protect the County and City from financial adverse impacts."
  - b) add a new criteria no. 7: "All uses proposed for the opportunity area shall be in compliance with zoning and the Metropolitan Plan. A citizen committee appointed by the City and County shall hold a public hearing on any proposed uses."

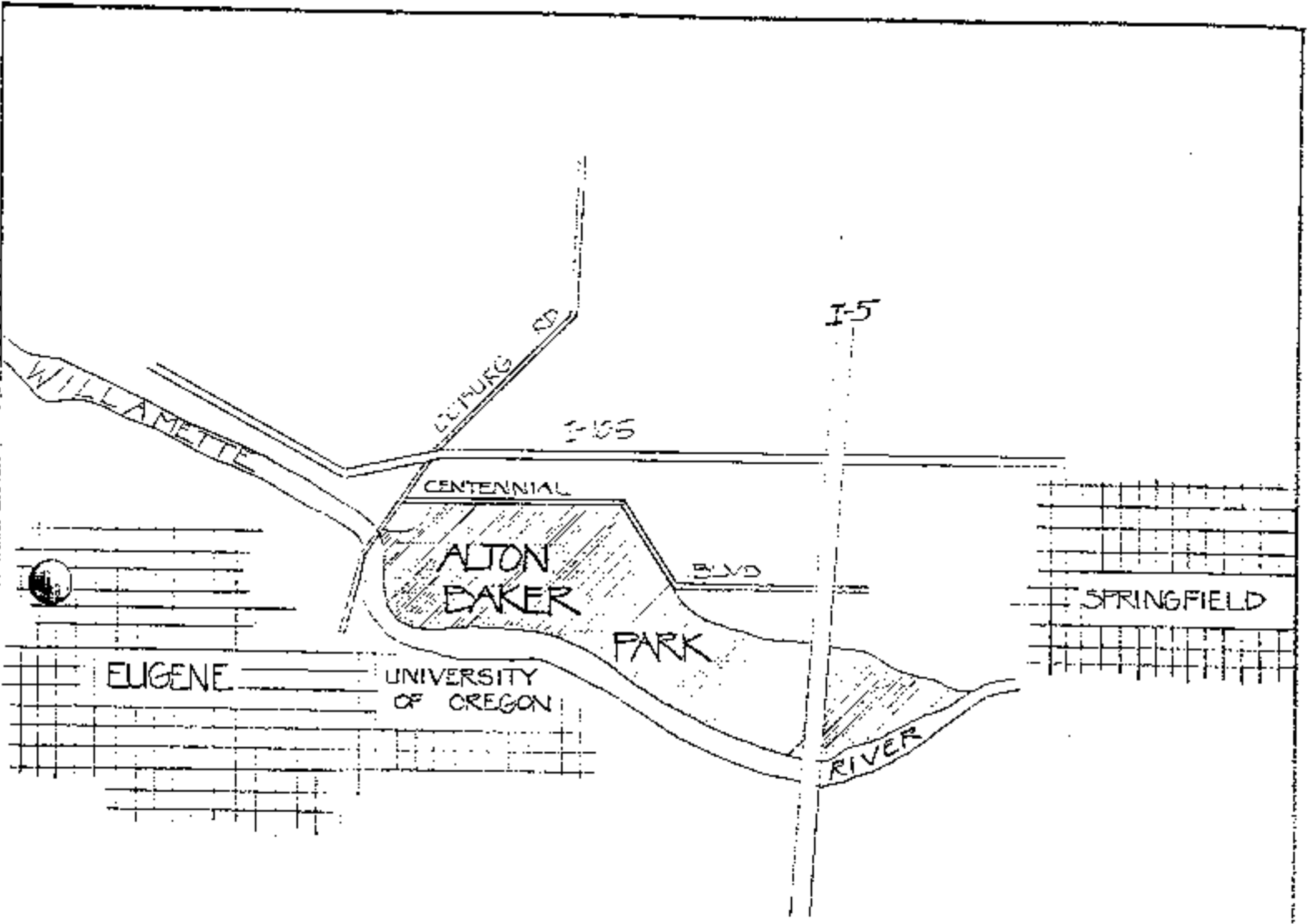
3. Under the heading Sub - Zone 1D - East Gate Woodlands, modify third paragraph by:
  - a) deleting "If and"; and
  - b) adding "(Willamette Nature Center)" after redeveloped.

4. Under the heading Plan Amendment Process, on page 16:
  - a) modify no. 1 to read: "Any proposed change must be consistent with the Master Plan and provide enhancement or support to the park."
  - b) delete no's. 2, 5, and 6.
  - c) modify no. 4 to read: "All requests must be reviewed by a citizens committee appointed by the Board of County Commissioners and the Eugene City Council to determine if the criteria have been met and if not, why not."
  - d) modify no. 7 by deleting the phrase "unless that plan is amended."

# ALTON BAKER PARK

## MASTER PLAN

MARCH 1986



LOCATION MAP



LANE COUNTY

ALTON BAKER PARK

MASTER PLAN

Prepared by:

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March 1986

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## ALTON BAKER PARK MASTER PLAN

## I. INTRODUCTION

Alton Baker Park is one of 89 park lands administered by Lane County. This 375-acre park is within the Eugene city limits and extends to the City of Springfield. It is unique due to its location on the north bank of the Willamette River, its central metropolitan location and its proximity to the University of Oregon. Alton Baker Park is a critical link in the seven-mile recreational corridor developed along the Willamette River providing a transportation and recreational link between the City of Eugene and the City of Springfield.

The recreational potential of the site was identified in the 1951 Eugene Park Study prepared by the Central Lane Planning Council. The site was then referred to as the North Bank Park. The majority of the land acquisition program was conducted between 1959 and 1964. Ownership of the entire site was consolidated, excluding the acreage owned by the University of Oregon, in 1972 when the City of Eugene and the Eugene Water and Electric Board (EWEB) transferred ownership to Lane County to provide a unified park planning effort. Lane County also received the first federal open space land grant to complete the consolidation. On April 5, 1972, by order of the Board of County Commissioners, the name Alton Baker Park was "established in perpetuity" in memory of Alton Baker, Sr., who had been a principal sponsor and promoter of the efforts to establish the North Bank Park as a regional park. At this time a formal advisory committee was established "consisting of no less than 11 members of which one each shall be appointed by the City of Eugene, Lane County, EWEB and the University of Oregon." (See Appendix in Technical Supplement).

Due to the central metropolitan and riverfront location of Alton Baker Park, it was originally determined that the park would be water-oriented, primarily pastoral in character, and cater to passive recreation needs.

A. Purpose and Scope of the Plan

This Master Plan is a comprehensive set of goals, policies and recommendations concerning use and development decisions governing Alton Baker Park. It is based on a natural resource and needs assessment. As such, the plan provides a guide for future land use and development decisions. In addition, the Master Plan becomes a vehicle for citizen participation in the park planning and development process.

The Alton Baker Park Master Plan is consistent with the goals and standards adopted in the Lane County Parks Master Plan and the recreation element of the Metro Area General Plan. The plan also addresses the needs expressed in the Eugene Parks and Recreation Master Plan and the Willamalane Park and Recreation District's Comprehensive Plan.

The Alton Baker Park Master Plan further defines the types of uses appropriate for the area based not only on recreational needs and demands identified in other plans and studies, but on the carrying capacity of land and water resources as addressed in the State Goals #8 and #15. (See Appendix in Technical Supplement).

The Master Plan provides a concept for future development. The goals and policies establish a policy framework for guiding this development and the land use management zones provide a realistic and practical resource management strategy based on existing and projected needs, resources and constraints consistent with adopted goals and policies listed below.

B. Relationship to the Lane County Parks Master Plan

According to the Lane County Parks Master Plan, "Lane County's role is to acquire, develop and maintain parks and open space and to administer a public recreation system that will serve the needs of communities broader than the local neighborhood or municipality, but less than statewide or national scope. The primary focus is to develop regional facilities; those parks that attract people from the entire County."

The following goals reflect this commitment to fulfilling Lane County's role in providing parks and open space facilities as stated in the Lane County Parks Master Plan.

GOAL 1: Provide a comprehensive and balanced park development program which offers a variety of park and recreational opportunities for Lane County residents and visitors consistent with the Statewide Planning Goal #8. (See Appendix).

GOAL 2: Provide for adequate open space and protect important scenic and historic areas consistent with Statewide Planning Goal #5. (See Appendix).

The Alton Baker Park Master Plan is consistent with the goals outlined in the Lane County Parks Master Plan and completes one step in the implementation process of that plan.

C. Alton Baker Park Goals and Policies

GOAL: The goal for the development of Alton Baker Park is to enhance the recreational opportunities of Lane County and Eugene-Springfield metropolitan area residents through the provision of park-type developments and facilities unique to the Metropolitan region of the County. In addition, due to the park's relation to the Willamette River, the size of existing native stands of vegetation, and the park's location within an urban center and its proximity to the University of Oregon, the preservation of open space and wildlife habitat is another goal of the Alton Baker Park Master Plan.

POLICIES:

1. Park development will optimize water-oriented and passive recreational pursuits with an emphasis on multiple use development.
2. Central to future park development will be the provision of cultural and education facilities with unique region-wide appeal whose services complement one another.

3. Future park development will be compatible with existing intra-park uses and improvements.
4. Park development will reserve natural areas for the maintenance of wildlife populations.
5. All development will provide a balance between natural areas and areas devoted to recreational activities.
6. Adequate access to and within the park will be provided. Vehicular traffic within the park will be discouraged.

## II. LAND USE MANAGEMENT ZONES

### A. Purpose

The development of the land use management zones is based on the resource assessment. The purpose of the zone designation is to identify, maintain and optimize the appropriate use of existing natural and cultural resources.

Significant natural resources are classified under the Natural Areas and Open Space Zone. The existing and proposed cultural facilities are classified under the Cultural Resources Zone. The zone and subzone categories have been created for management and development purposes. They do not represent a true physical division and continue to encourage the integration of services between zones.

The park is divided into land use zones as follows:

#### ZONE 1 - NATURAL AREAS & OPEN SPACE

Subzone	1A	Meadows
	1B	Woodland and Riverside Uses
	1C	Open Space Opportunity Area
	1D	East Gate Woodlands

#### ZONE 2 - CULTURAL RESOURCES

Subzone	2A	Cultural Center
	2B	Agricultural Historic Area
	2C	Ken Nielsen Gardens
	2D	Tree Garden

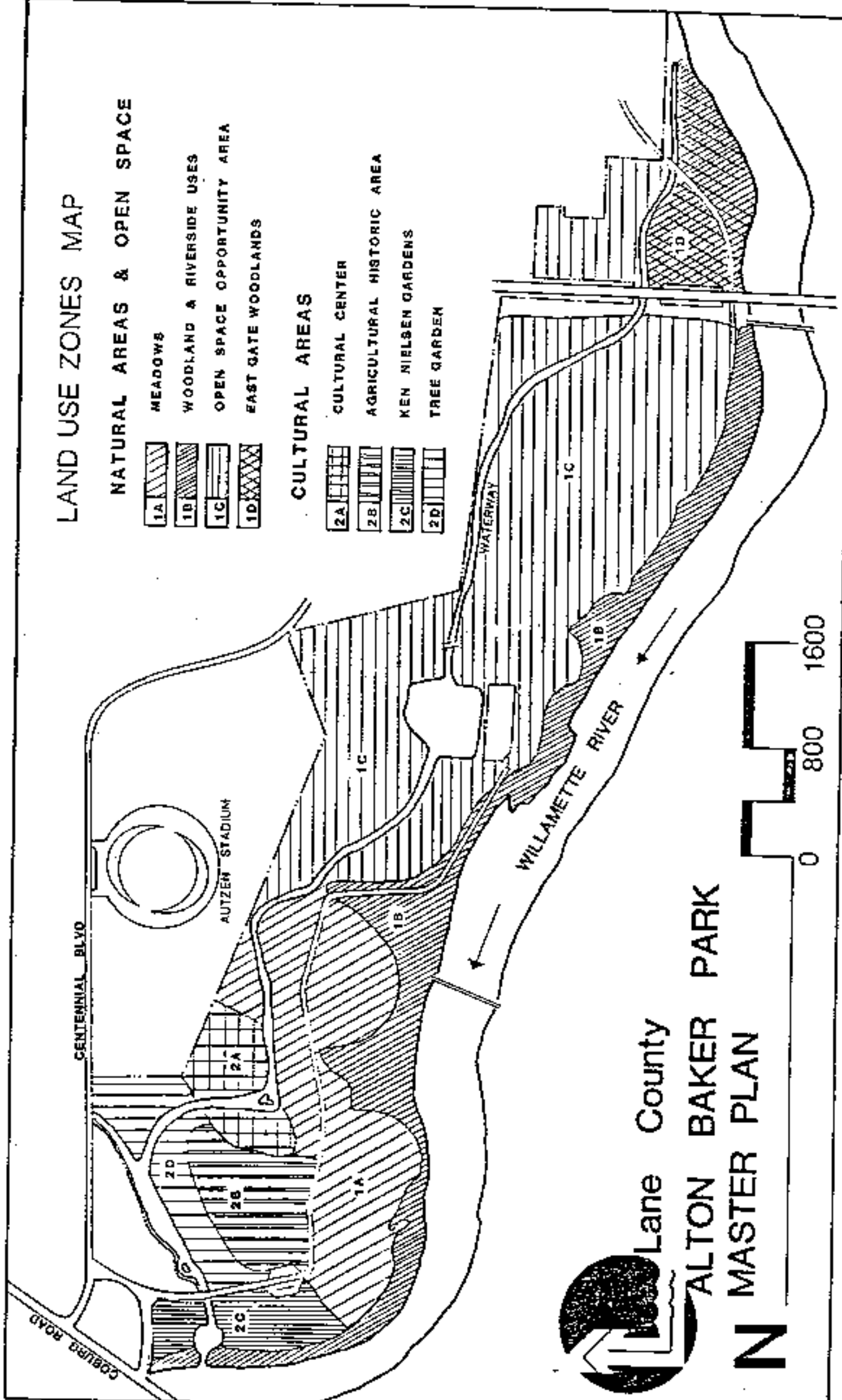
### B. Zone Descriptions

#### 1. ZONE 1 - NATURAL AREAS & OPEN SPACE

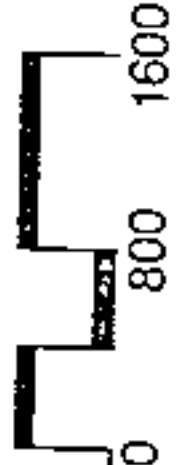
Basic to this zone is its overall development in an open manner with broad vistas framed by existing, improved and new groves of trees; native and harmonious non-native flowering plants; large and small grassed areas, varying from low-maintenance native grasses to well-kept lawns.

LAND USE ZONES MAP

- NATURAL AREAS & OPEN SPACE**
- 1A MEADOWS
  - 1B WOODLAND & RIVERSIDE USES
  - 1C OPEN SPACE OPPORTUNITY AREA
  - 1D EAST GATE WOODLANDS
- CULTURAL AREAS**
- 2A CULTURAL CENTER
  - 2B AGRICULTURAL HISTORIC AREA
  - 2C KEN NIELSEN GARDENS
  - 2D TREE GARDEN



Lane County  
**ALTON BAKER PARK**  
**N MASTER PLAN**



Sub-Zone 1A - Meadows

Purpose: This sub-zone, constituting the greatest area of the park, is primarily an informal natural landscape. Appropriate advantage will be taken of existing topography, augmenting and preserving where possible, native trees, shrubs, indigenous plant materials and wildlife.

Uses: Appropriate uses would include natural history study area, walking, jogging, bicycling, kite flying, picnicking and spontaneous group activities such as softball, volleyball and frisbie.

Support facilities and structures would include paths, trails, picnic shelters, picnic areas, restrooms, shelters, play areas and temporary kiosks.

Sub-Zone 1B - Woodland and Riverside Uses

Purpose: The intended purpose of this sub-zone is to preserve, maintain and augment existing natural woodland and riverside environments as primarily natural areas. Before any improvements are made in these areas, an evaluation must consider their present relationship with each other, their existing value without alteration and whether the development, if allowed, will enhance or protect this value.

Uses: Appropriate uses would include such activities as bird and animal watching, walking, jogging, bicycling, natural study, sketching and limited picnicking. Water-oriented activities will occur along the river's edge.

Support facilities and structures shall be limited to improvements which are necessary to provide reasonable intra-park linkages and movement and shall consist primarily of nature trails, paths, benches, launch area, rest areas and informal picnic areas.

Sub-Zone 1C - Open Space Opportunity Area

Alternative A: Golf course, driving range and club house.  
Alternative B: Opportunity Area.

Purpose: The purpose of this sub-zone is to preserve the open space resource of the area while providing recreational opportunities. The area is ringed by jogging and bicycle paths and bordered on the north side by the canoe canal.

This sub-zone incorporates the former landfill area, a portion of the land surrounding the boat basin and the meadows located east of I-5.

If a golf course is not feasible in this area, it shall become an opportunity area. The following criteria shall be a guide to development within the area for both alternatives.

GENERAL CRITERIA:

1. Alton Baker Park is a park facility serving the needs of the Eugene-Springfield Metropolitan area and Lane County.
2. Alton Baker Park provides a unique recreation experience for biking, jogging, canoeing and passive recreation that cannot be duplicated in any other location in the metropolitan area.
3. The existing bike paths, jogging trails and canoe ways provide a recreational purpose as well as a transportation corridor between Eugene and Springfield.

SPECIFIC CRITERIA FOR OPPORTUNITY AREA:

The following criteria shall be used when evaluating proposed uses in the "Opportunity Area".

1. The proposal will provide a revenue-producing potential which will be pledged to the continued maintenance and/or improvement of the park for public benefit.
2. The proposal will protect or improve access to and use of all existing facilities such as bike paths, jogging trails and canoe ways, open space, riparian zones, etc.
3. The proposal will not pose a hazard to the health and safety of users of the bike paths, jogging trails, waterways or natural habitat within the area, and will give special emphasis to the protection and enhancement of all natural, scenic, recreational and cultural resources which provide aesthetic quality.
4. The development will be compatible with policies outlined in the Alton Baker Park Master Plan (see Page 2) and provide a balance between the natural and active areas of the park.
5. The development will allow for the possibility of extraction of methane gas in the landfill area.
6. The proposed use must provide mitigation measures which address potential adverse impacts incurred from unrealized projected revenue.

PROPOSED USES OUTSIDE THE OPPORTUNITY AREA:

1. Should area in addition to the opportunity area be requested for uses other than those identified (excluding temporary uses), a Plan Amendment must be secured before those uses can be considered. The same criteria identified in the 'Opportunity Area' must be applied.
2. Prior to a Plan Amendment, a public hearing must be held by the governing body before the Plan may be amended.

Sub-Zone 1D - East Gate Woodlands

**Purpose:** This east entrance to the park is to be developed to accommodate low density, passive recreation and provide a recreational link from Eugene to Island Park and downtown Springfield. The area contains several unique natural features such as woodlands and riverbank vegetation. In addition, it contains the entrance to the canoe canal, boat ramp to the Willamette River and adaptive uses of the former sewage treatment facility. The sensitive vegetation in this area should be protected while providing access to the water-oriented activities. It will be characterized by woodlands, open grass areas and horticultural displays.

**Uses:** Support facilities and structures could include adaptive use of the treatment facility, picnic facilities, children's play structures, bicycle paths, jogging paths, water features, boat ramp, park entrance and parking.

**NOTE:** If and when the former Springfield Treatment Facility is creatively redeveloped and becomes compatible with the objectives of Alton Baker Park, the potential of a unique anchoring feature for the East Gate exists.

2. **ZONE 2 - CULTURAL RESOURCES**

These four sub-zones are characterized by special user attractions, design, development, circulation, parking and lighting requirements, and by numbers and scale of facilities. It should be understood that the character, appearance and materials used in these facilities must be directly related to the aesthetic needs of the total park.

Sub-Zone 2A - Cultural Center

**Purpose:** This sub-zone is intended to accommodate such buildings, structures and other facilities for cultural and educational activities of broad and general public interest as may be located in the park. Located close to the main entrance to the park, the area will cooperatively utilize the University of Oregon's Autzen Stadium parking reservoir.

**Uses:** Support facilities and structures could include museums; outdoor historical, scientific, industrial and natural history display areas; open air amphitheater, horticultural center, botanical and horticultural display areas; conservatory, aviary, ponds, bridges and covered walks.

Sub-Zone 2B - Agricultural Historic Area

**Purpose:** This area is proposed to recognize the important role Alton Baker Park played in the agriculture heritage of the Eugene-Springfield area. This designation does not include all areas that were once under agricultural production, but it does represent the type of agricultural activity that took place in Central Lanc County in the past.

Uses: Support facilities and structures could include the Thrasher House, demonstration vegetable gardens and community gardens, the orchard area, displays of agricultural or historical nature, historic farming techniques, and other related historic items and activities.

Sub-Zone 2C - Ken Nielsen Gardens

Purpose: This park area has been designed and developed to accommodate intensive uses for high density recreation. It is characterized by its open grass areas, horticultural displays, sculpture and reflecting pond.

Uses: Support facilities and structures include picnic shelters, restrooms, kiosks, walkways, benches, park entrance and parking.

Sub-Zone 2D - Tree Garden

Purpose: This area is proposed to be developed with groves and groupings of trees and other plants to surround the lawn area and create small, interesting places. A wide variety of trees and shrubs will be planted primarily for spring and summer bloom and fall color.

Uses: Support facilities and structures could include paths, walks, benches, water features, horticultural beds, restrooms and shelters.

3. SERVICE ELEMENTS & SUPPORT FACILITIES

a. Access and Transportation

Roads and parking areas are considered as service elements, not as zones or parts of zones. They are to be minimal in extent and in width. Major walkways and bikeways will afford additional routes for emergency and service vehicles. Conflicts between pedestrian, bicycle and automobile traffic should be minimized. Bus stops should be developed at major entrances to the park and the walkway network within the park should connect to these bus stops. Transportation within the park by people-movers could be considered in the future.

Services centers will be established at strategic areas within the park to provide maintenance and storage for equipment and supplies.

b. Support Facilities

Support facilities necessary to all or almost all zones include restrooms, shelters, telephones and kiosks.

Ken Nielsen Gardens and the Cuthbert Amphitheater have developed support facilities. As other areas are developed, appropriate support facilities shall be integrated with development plans.

III. FINDINGS AND RECOMMENDATIONS

A. Planning/Implementation

1. GARDENS

a. Ken Nielsen Gardens

This 2-acre landscaped area is located on the west end of the park. The landscaping includes a reflecting pond, native and exotic plantings and a paved river edge to improve river access. Service elements located in this area include restroom facilities, phones, drinking fountain, group picnic shelters and parking accommodating cars.

FINDINGS

a(i) The Ken Nielsen Gardens provide adequate facilities and open space for passive recreation.

a(ii) As park uses increase, pressure will be placed on the facilities serving this area of the park.

RECOMMENDATIONS

a(i) Maintain existing facilities to assure continued use.

a(ii) Investigate need to expand covered picnic area and bathroom facilities as use increases.

b. Community Gardens

There are currently 250 plots available for public use in the community gardens. The process to determine the feasibility of restoring the Thrasher House as an historic monument to the area is underway. In the event that the project is initiated, the community gardens will be re-established near the Thrasher House, complimenting the theme of the Thrasher House restoration and its purpose.

FINDINGS

b(i) The available plots in the community gardens appear to be adequate to meet current demand.

b(ii) The Thrasher House, as it exists, poses a health and safety problem within the park. Although it is desirable to restore the historic Thrasher House, if this is not feasible, steps should be taken to resolve the health and safety issues.

RECOMMENDATIONS

b(i) Monitor use of community gardens to assure adequate spaces are available to meet demand.

b(ii) Work with various groups interested in restoring the Thrasher House to resolve the issue as soon as possible.

2. CULTURAL FACILITIES

a. Oregon Museum Park Complex

Located in the central portion of the park is the museum complex. WISTEC, the Lane Educational Service District Planetarium and the Oregon Museum Park Commission administrative offices are located in this facility. Planning is underway for the eventual construction of a new Lane County Historical Museum and Oregon State Museum of Natural History in the complex. It is contemplated that the four separate facilities will surround a central traveling exhibit space. Existing facilities include a 12,000 square foot building that will accommodate future construction and parking to accommodate 200 cars. Overflow parking is available in the Autzen Stadium parking area. The completion of the museum complex will enhance education, leisure, tourism, business recruiting, community appreciation, economic development and the overall quality of the Lane County area.

FINDINGS

a(i) The Oregon Museum Park complex is presently serving educational, leisure time, tourism, business recruiting, community appreciation, economic development and quality of life needs in Lane County and its completion will substantially enhance the park's contribution to the overall quality of life in the area.

RECOMMENDATIONS

a(i) Coordinate park activities and facilities to accommodate existing and planned expansion of the museum complex.

b. Cuthbert Amphitheater

The amphitheater has a seating capacity of 5,000 people. A stage lighting system and restrooms exist at the amphitheater site. Parking to accommodate 200 cars is provided. Overflow parking is available in the Autzen Stadium parking area.

FINDINGS

b(i) Access to the Cuthbert Amphitheater is inadequate for people with mobility impairments.

RECOMMENDATIONS

b(i) Install curb cuts in the sidewalks surrounding the parking area which services the amphitheater.

b(ii) The stage lighting system is inadequate to accommodate major performances.

b(ii) In order to accommodate major entertainment attractions:

- \* A more powerful stage lighting system should be installed.
- \* Dressing room facilities should be provided.

3. EXISTING TEMPORARY USES

a. KEED Radio Station

An island of private property exists in the central portion of the park. The land is owned by KEED Radio Station.

FINDINGS

a(i) KEED Radio Station located within the park boundaries is not compatible with the goals of the Alton Baker Park Master Plan.

RECOMMENDATIONS

a(i) When possible, the policy-making body should acquire the privately owned parcel located in the park, and discontinue any future residential uses of the park.

b. Residential Uses

There are 5 residences which are now located in the park from prior ownership. These residences generate revenue in rent.

FINDINGS

b(i) Uses of the park for residential purposes are not consistent with the goals and policies of this plan.

RECOMMENDATIONS

b(i) When feasible, the policy-making body should discontinue residential uses of the park.

c. BMX Track

A BMX course is located in the central portion of the park. This facility is a temporary use issued on a revocable permit in case the land is designated for a better and higher public use.

FINDINGS

c(i) The BMX facility has been developed as a temporary use through special interest dollars. This facility has popular regional appeal.

RECOMMENDATIONS

c(i) Insure continued operation at current site. If necessary, investigate possible alternative sites.

B. Access and Circulation

I. VEHICULAR

There are five major vehicle entries into the park; three off of Centennial Boulevard which access the western and central sections of the park and the dual east end access points. By design, there are no through vehicular routes in the park. Access to facilities is provided from the perimeter of the park.

FINDINGS

1(i) Vehicle access to the central and eastern portions of the park are poorly defined.

1(ii) Directional and facility signs are infrequently located or non-existent in many areas of the park.

1(iii) Emergency vehicle access is inadequate in some areas of the park.

1(iv) Existing parking facilities are inadequate to serve the community gardens and the east end of the park.

RECOMMENDATIONS

1(i)(a) Use additional signage and/or planting design to mark park entries.

1(i)(b) Coordinate the development of the east end entrance with proposed Willamalane Nature Interpretive Center on the former sewage facility site.

1(ii) Increase the information and directional signs as needed.

1(iii) Insure that future development considers emergency vehicle access.

1(iv)(a) When the Agricultural Historic Zone is developed, additional parking for community garden users should be provided.

1(iv)(b) When the east end, I-5 boat landing is developed, additional parking should be provided.

2. JOGGING/PEDESTRIAN PATHS

The Prefontaine Foundation designed and maintains three connected jogging loops located in Alton Baker Park forming a 6.3 kilometer course for park users. The Foundation also donated a par course of six stations located on the central loop. This course system provides access to major portions of the park expanding recreational potential to many users. Jogging paths link existing facilities and natural features of the park to major access points.

FINDINGS

2(i) Jogging/pedestrian paths link existing facilities and natural features of the park to major access points.

2(ii) Jogging/pedestrian paths are not sufficiently lit for optimum evening use. The effectiveness of the existing lighting system is severely decreased due to vandalism.

3. BICYCLE ROUTES

There are approximately 5 1/2 miles of bicycle paths in the park. The network of bicycle paths link the majority of existing facilities in the park. The lane which follows the river's edge is the last link in the seven-mile recreational corridor of public land along the Willamette River. The amphitheater is not integrated into the network of existing bicycle paths and facilities at this time. In general, the bike routes need repair, particularly in the former landfill area due to subsidence. Some paths are generally too narrow to accommodate the number of users, particularly during peak commuting hours.

FINDINGS

3(i) The existing bike paths function as an important transportation link between the Cities of Eugene and Springfield as well as providing recreational opportunities.

3(ii) The amphitheater is not integrated into the network of existing bicycle paths and facilities at this time.

3(iii) Portions of the bikeway, need repair. In general, some bikeways in the park are too narrow to meet the current usage standard.

RECOMMENDATIONS

2(i) All development proposals shall preserve or improve existing uses to include access to and use of all existing jogging/pedestrian paths.

2(ii) Increase services to existing lights and add additional lights as needed.

RECOMMENDATIONS

3(i) All development proposals shall preserve or improve existing uses to include access to and use of all existing bike paths, as they relate to other park facilities, i.e. community gardens, amphitheater.

3(ii) The Alton Baker Park bicycle circulation design will be reviewed by the City of Eugene Bikeway Planning Committee to insure integration into the entire system.

3(iii)(a) When constructing new bike lanes or replacing established lanes, wider lanes of the standard used in Eugene will be installed.

3(iii)(b) To increase longevity and reduce maintenance, current bike path construction standards should be applied.

3(iv) Paths are not sufficiently lit in the park for optimum evening use. The effectiveness of the existing lighting system is severely decreased due to vandalism.

3(iii)(c) Improve signing with route maps to help park visitors understand the bike path system.

3(iv) Increase services to existing lights and add additional lights as needed.

4. WATERWAYS

The interior waterway is approximately a 2 1/2 mile water course which runs the length of the park. An average water depth of three feet is maintained in the canal.

FINDINGS

4(i) The waterway provides an alternative route which bypasses a dangerous rapid area (freeway rapids) located just downstream from the east entrance to the park and the east end of the waterway.

RECOMMENDATIONS

4(i) Insure continued use of the waterway by boaters.

C. Financial Constraints

~~Alton Baker County Parks Division has been tax supported in the past, but currently operates on a self-supportive basis.~~ Even if revenues could be generated from Alton Baker Park, they are not likely to be sufficient to support future improvements or maintenance of the park.

FINDINGS

C(i) Revenue generated from Alton Baker Park does not cover maintenance or further development of the park.

RECOMMENDATIONS

C(i)(a) Establish an 'Opportunity Area' within the park to generate proposals for development alternatives which will generate revenue sufficient to assist in the financial resources needed to maintain and operate the park. (See Opportunity Area Section).

C(i)(b) When appropriate, user fees shall be levied upon users. The minimum charge shall cover related expenses including but not limited to set up, utilities and clean-up costs.

C(i)(c) The use of temporary and permanent concessions within the park to provide revenue for maintenance will be investigated.

C(i)(d) Cash positive, revenue-producing programs and events shall be encouraged.

From time to time suggested changes are requested to an adopted Master Plan. In an effort to provide an orderly and meaningful process and yet allow full consideration of proposals for change, the following is adopted as part of this Master Plan:

1. Any proposed change must be a recreational use and provide enhancement or support to the park.
2. Any proposed changes must be in keeping with the general developmental plan of the park and be acceptable to the public.
3. All of the General and Specific Criteria identified and adopted in the 'Opportunity Area' section of this Plan must be answered and met.
4. All requests must be reviewed by a committee to determine if the criteria have been met and if not, why not.
5. Any proposed change must be endorsed by a majority vote of the committee to go forward to public hearings on the proposed Plan amendment.
6. A proposer of an amendment must gather public input and then recommend to the governing body the proposed Plan amendment. This would be done whether or not the committee supported the amendment.
7. Any proposed change must be consistent with the Eugene-Springfield Metro Plan unless that plan is amended.

EXHIBIT 'C'

REEL 129 PAGE 709

# Alton Baker Park Master Plan

## TECHNICAL SUPPLEMENT

March 1986

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ALTON BAKER PARK TECHNICAL SUPPLEMENT

I. PLANNING AND DEVELOPMENT FACTORS

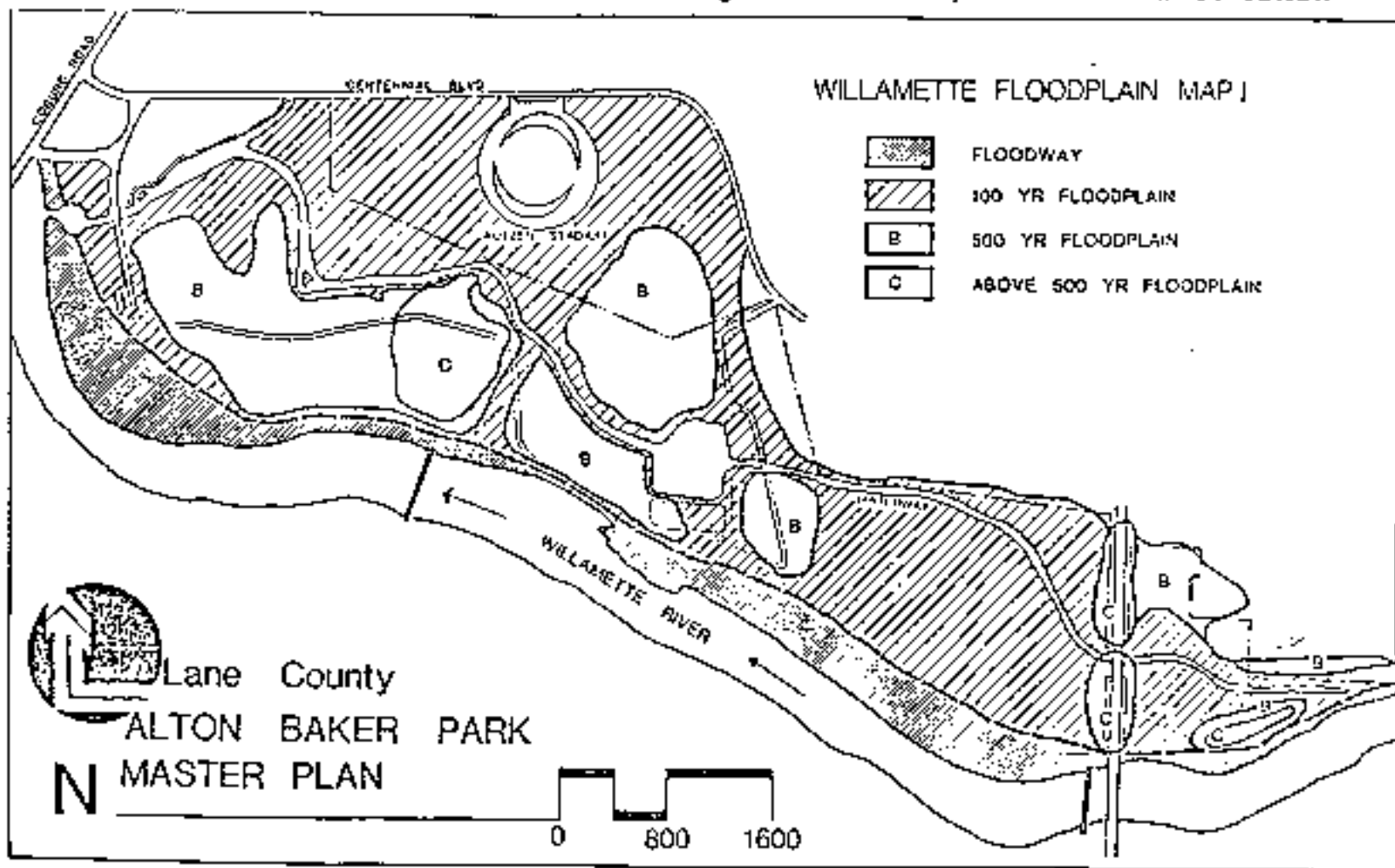
Research and analysis of the natural resources, and man-made features of the site are described below and in map form on Pages 3 and 5. The resource information was used as basis for the development of the land use management zones to identify existing resources and insure that the current level of environmental quality is maintained.

A. Environmental Factors

I. TOPOGRAPHY

The park is located on the Willamette River terraces. A portion of the park site lies in the Willamette River floodway (see map). The elevation rises from an elevation of 404 feet above sea level at the west end of the park to the highest elevation of 448 on the former landfill area. The highest natural point in the park is a remnant platform of sandstone bedrock located near the University of Oregon footbridge at an elevation of 442. These two areas in particular afford opportunities to view dominant landforms of the area. The varying topography throughout the park, although not extreme, does enhance the recreational potential of the site.

The canoe canal forms one of the major drainage systems within the park. Natural drainage channels were used to establish the course of the canoe canal. The Patterson Slough now forms part of the canoe canal.



2. SOILS

Following is a list of soil types found in the park and their specific limitations for recreational facility development. Soil types are located on Map 2.

SOIL LIMITATIONS FOR RECREATIONAL FACILITIES

	<u>Playgrounds</u>	<u>Camp Areas</u>	<u>Picnic Areas</u>	<u>Paths &amp; Trails</u>
1A Camas	S-40	S-40,14	S-40,14	M-40
4A Cloquato	S-40	S-40	M-40	M-40
10A Newberg	S-40	S-40	M-40	M-40
11A Newberg	S-40	S-40	M-40	M-40
76A Alluvial	Too variable to predict			
260A Malabon	M-17	M-17	M-17	M-17
520B Hazelair	M-38,31,17	M-38,31,17	M-38,17	M-38,17

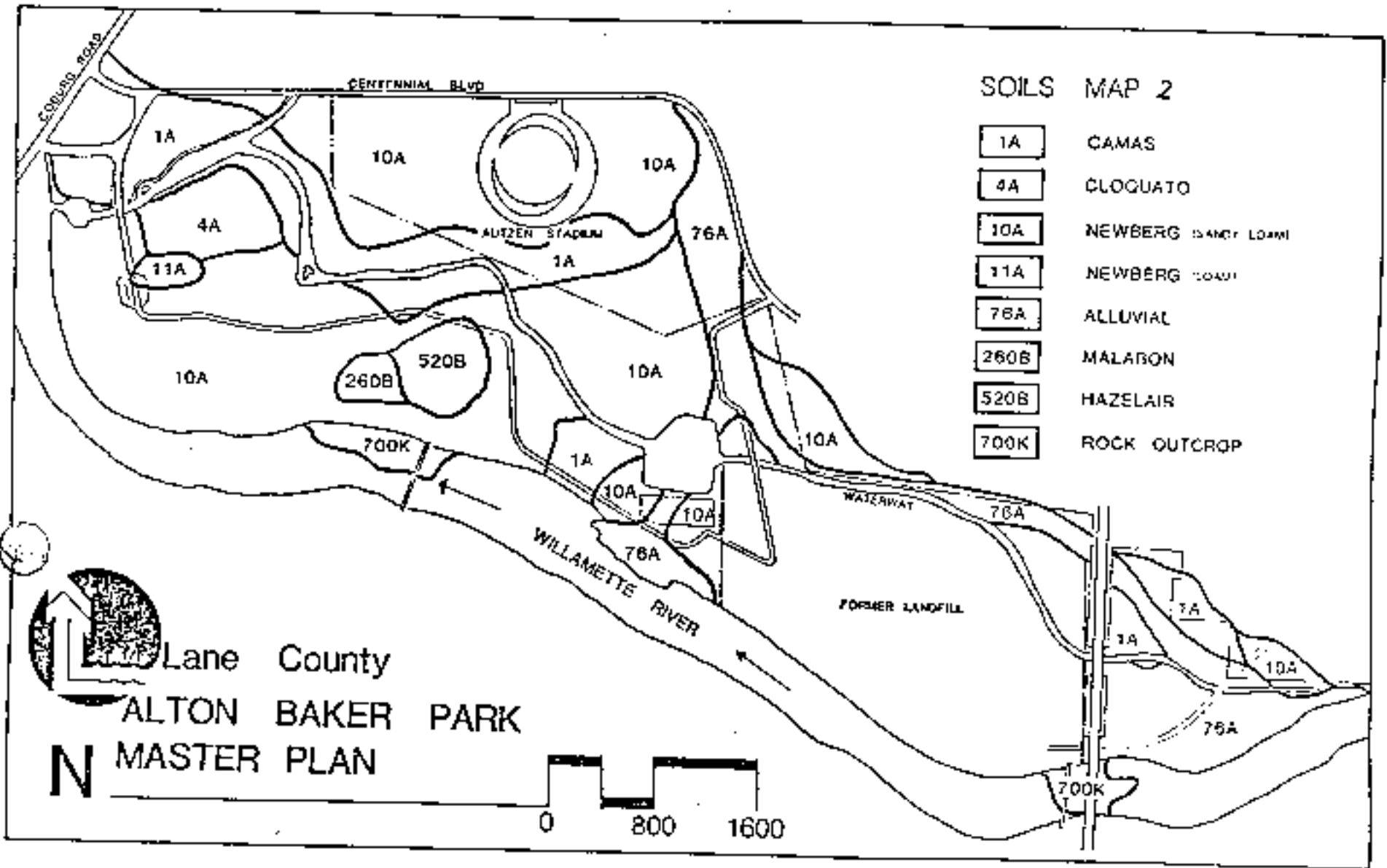
Limitations Key:

- S - Severe
- M - Moderate
- 40 - Subject to flooding
- 14 - Stony in surface layer or subsoil
- 11 - High organic matter
- 17 - Silty clay loam or clay loam surface layer or subsoil
- 38 - High fluctuating water table during winter early spring
- 31 - Slow or very slow permeability

Source: Lane County Soil Limitations for Recreational Facilities

The light alluvial soils are deposits left from past frequent flooding of the Willamette River. However, since the water level is now controlled by dams on tributaries to the Willamette, frequent flooding may not be a limitation to many of these soil areas located in the park.

There are major development constraints associated with landfill sites. Methane production and unstable subsurface material are two of those constraints. Developments on former landfill sites have been successful. The Day Island Landfill was closed in 1974. The depth of fill ranges from 2 feet to 30 feet and the average depth of soil cover is approximately 2 feet.



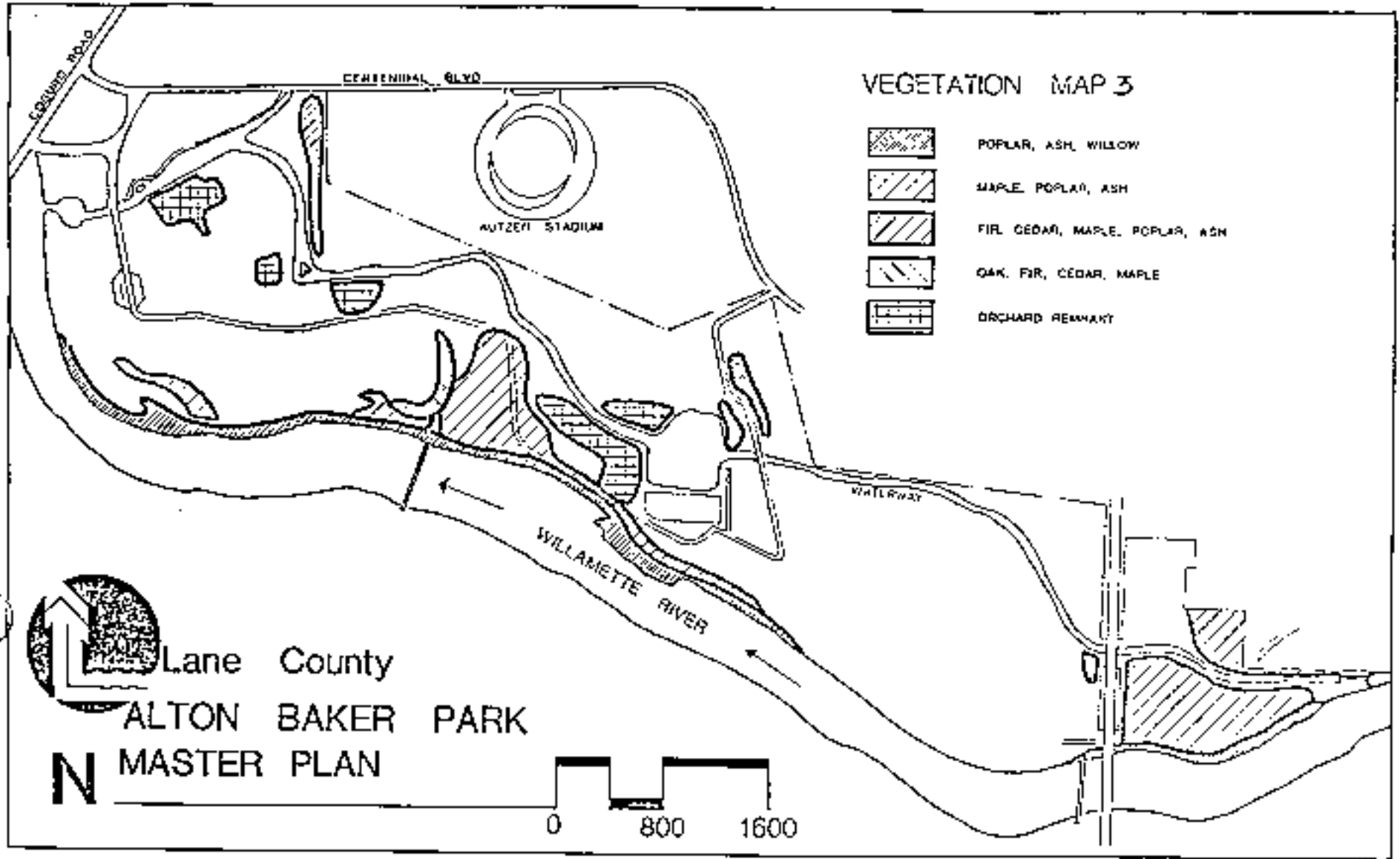
3. VEGETATION

The vegetation in Alton Baker Park provides a good example of the native vegetation found on the Willamette River terraces. The entire park is within the Willamette Greenway Boundary as designated by Statewide Planning Goal #15 (see Appendix). The Willamette Greenway Management Plan identifies three significant stands of native vegetation to be managed for native plants and wildlife enhancement. The riparian edge closest to the river discourages erosion of the river bank and provides wildlife habitat. In addition, the orchard remnants within the park are an additional source of food for wildlife as well as park users. The major stands of trees and orchard remnants have been located on Map 3 with genus indicated. The most commonly found plants in the park are listed below:

<u>Botanical Name</u>	<u>Common Name</u>
<b>NATIVE TREES</b>	
Salix sp.	Willow
Alnus sp.	Alder
Populus trichocarpa	Black Cottonwood
Acer macrophyllum	Bigleaf Maple
Fraxinus oregona	Oregon Ash
Calocedrus decurrens	Incense Cedar
Pseudotsuga menziesii	Douglas Fir
Quercus garryana	Oregon White Oak

**UNDERSTORY PLANTS**

Sambucus sp.	Elderberry
Cornus sericea	Redtwig Dogwood
Philadelphus lewisii	Mock Orange
Mahonia aquifolium	Oregon Grape
Symphoricarpos albus	Snowberry
Rhus diversiloba	Poison Oak
Polystichum munitum	Sword Fern
Smilacina racemosa	False Solomon's Seal
Blackberry	



Alton Baker Park is a nesting, wintering and hunting area for several species of birds. The variety of habitats within the park itself increases the variety of species found in the park. Following is a list of birds that can be found in the park.

## FOUND YEAR ROUND

Pied-billed Grebe	Northern Flicker
Great Blue Heron	Scrub Jay
Mallard	American Crow
Common Merganser	Red-tailed Hawk
Black-capped Chickadee	Bushtit
American Kestrel	Ring-necked Pheasant
Red-breasted Nuthatch	California Quail
White-breasted Nuthatch	Brown Creeper
American Coot	Bewick's Wren
Killdeer	American Robin
Common Snipe	Cedar Waxwing
Ring-billed Gull	European Starling
Rock Dove	Song Sparrow
Mourning Dove	Darkeyed Junco
Western Screech Owl	Red-winged Blackbird
Belted Kingfisher	Western Meadowlark
Downy Woodpecker	Brewer's Blackbird
Hairy Woodpecker	Purple Finch
Lesser Goldfinch	House Finch
American Goldfinch	House Sparrow

## FOUND IN SUMMER SEASON (March-October)

Green-backed Heron	Violet-Green Swallow
Turkey Vulture	Cliff Swallow
Spotted Sandpiper	Barn Swallow
Band-tailed Pigeon	Swainson's Thrush
Vaux's Swift	Solitary Vireo
Rufous Hummingbird	Warbling Vireo
Olive-sided Flycatcher	Western Wood-Pewee
Orange-crowned Warbler	Willow Flycatcher
Yellow Warbler	Western Tanager
Black-headed Grosbeak	Lazuli Bunting
Savannah Sparrow	Northern Oriole
Brown-headed Cowbird	

## FOUND IN WINTER

Lesser Scaup	Winter Wren
Golden-crowned Sparrow	Pine Siskin
White-crowned Sparrow	Evening Grosbeak
Ruby-crowned Kinglet	Varied Thrush
Fox Sparrow	Lincoln's Sparrow

MIGRATORY BIRDS FOUND IN PARK

Nashville Warbler  
 Yellow-rumped Warbler  
 Black-throated Gray Warbler

There are also several bird species that are not commonly found in the park but have been sighted on occasion.

UNCOMMONLY FOUND IN PARK

Canada Goose	Wood Duck
Hooded Merganser	Osprey
Sharp-shinned Hawk	Cooper's Hawk
Red-breasted Sapsucker	Tree Swallow
Stellar's Jay	Hermit Thrush
Chestnut-backed Chickadee	Townsend's Warbler
MacGillivray's Warbler	Common Yellow-throat
Wilson's Warbler	Chipping Sparrow

RARELY FOUND IN PARK

Common Loon	Western Grebe
Double-breasted Cormorant	Cinnamon Teal
Greater Yellowlegs	Lesser Yellowlegs
Western Sandpiper	Least Sandpiper
Great Horned Owl	Hutton's Vireo
Harris' Sparrow	

II. PARK STANDARDS

A. National Recreation & Park Association (NRPA)

According to the National Recreation and Parks Association's Park Classifications, Alton Baker Park could fall under either the Metropolitan Park or Regional Park Classification. A description of these park types follows.

**METROPOLITAN PARKS:** Acquired to provide the urban dweller with an opportunity for a park experience without having to travel a great distance.

A minimum of 100 acres is required with 250 to 1,000 acres being more desirable. Park may feature wooded areas, water features, picnic areas, boating, swimming, nature center, hiking and bicycle trails, day camps, sports facilities, etc.

This type of park usually serves those within a 30-minute drive, and a population of approximately 50,000 to 100,000 people. The recommended standard for large urban parks is 5 acres per 1000 and minimum size of 100 acres.

**REGIONAL PARKS:** Usually serves a population within an hours driving time. The size ranges from 250 acres to several thousand acres. These parks are

characterized by natural and developed areas. The recommended standard for regional parks is 20 acres per 1000, with a minimum size of 250 acres. Some of the facilities normally found in the regional park are campgrounds, picnic areas, nature centers, trail systems, water areas, a golf course, a miniature train, botanical gardens and occasionally sports fields.

B. State Comprehensive Outdoor Recreational Plan (SCORP)

SCORP does not presently identify a metropolitan park under their 1977 park classification system. However, the description of a regional park follows.

REGIONAL PARKS: To provide low density outdoor recreation opportunities in a natural setting.

Facilities and activities in a regional park should be compatible with the park environment. The park resource should be given priority in management plans since public use depends on the resources. The park should be a reasonable one-day visitation distance from several population centers. The park should be accessible by foot, bicycle and transit systems. Park size should be above 100 acres. Some of the facilities found in a regional park include: picnic areas, campgrounds, trails, nature study areas, playfields, amphitheater, group camps, historic sites, water activity areas.

A regional park should have no more than 40% of its land base developed. Access should be controlled so that visitors first enter into the activity area of the park while undeveloped land should be away from the activity area. A nature center could be located on the edge of the undeveloped area for easy access to natural areas. If possible, conflicting uses need to be separated.

C. Metro Plan

The Eugene-Springfield Metropolitan Comprehensive Plan has classified Alton Baker Park as a Regional-Metropolitan Park.

III. AREA NEEDS IDENTIFIED IN ADOPTED PLANS

A. Lane County Needs - Metro Area

According to the Lane County Parks Master Plan of 1980, the following increases of recreation facilities will be needed by 1995 to meet the projected demand of the metropolitan area residents.

<u>Facility</u>	<u>Agency</u>	<u>Existing</u>	<u>Projected Needs</u>
Picnic Units	Willamalane	40	56
	City of Eugene	78	110
	Lane County	36	48
Boat Ramps	Willamalane	1	2
	City of Eugene	1	2
	Lane County	4	5
Swimming Areas	Willamalane	1	2
	City of Eugene	5	7

B. City of Eugene Needs/Preferences

The main findings generated by a 1981 EPRD recreational use survey were:

1. Centrally located riverfront parks are the most popular.
2. Swimming is the most popular recreational activity (based upon a summer month survey).
3. Proximity to home is the most frequently noted attribute of parks.
4. Distance from home is the most noted complaint about parks.
5. Maintenance of parks is very important to park users.
6. Natural areas, community parks and neighborhood parks are equally preferred for future acquisition.
7. User fees are the preferred method of payment for new programs and facilities.

These findings represent the attitudes of the City of Eugene residents.

C. Willamalane Park and Recreation District Needs

The Willamalane Park and Recreation District Comprehensive Plan identifies aquatic centers, softball diamonds and football/soccer fields as the highest priority needs in the district.

These priorities represent the needs of the Willamalane service area.

D. State of Oregon - Table of Lane County Needs

The Statewide Comprehensive Outdoor Recreation Plan (SCORP) identifies the following recreational needs in Lane County displayed in the table below:



**LANE COUNTY NEEDS**

<u>Facility</u>	<u>Unit</u>	<u>Supply</u>	<u>Gross Need</u>	<u>Net Need</u>		
				<u>1982</u>	<u>1990</u>	<u>2000</u>
Camp Sites	Site	3,917	1,696	(2,221)	(2,037)	(1,694)
Picnic Tables	Table	3,559	1,638	(1,921)	(1,679)	(1,525)
Swimming Pools	Pool	16	14	(2)	0	1
Boat Ramps	Ramp	183	80	(103)	(91)	(84)
Walk/Hike Trails	Mile	56	507	451	520	560
Biking Trails	Mile	38	19	(19)	(16)	(15)
Bridle Trails	Mile	0	95	95	109	188
Ball Fields	Field	39	226	187	228	257
Tennis Courts	Court	46	108	62	82	96
All Purpose Cts.	Court	24	108	84	104	118
Golf	Holes	207	196	(11)	24	48
Neighborhood Pks.	Acres	248	1,355	1,107	1,352	1,527
Community Pks.	Acres	1,205	2,710	1,505	1,995	2,345
District Pks.	Acres	8,293	4,065	(4,228)	(3,493)	(2,968)

\*Figures in Parentheses Indicate an Oversupply.

# APPENDIX

## STATEWIDE GOALS RELEVANT TO ALTON BAKER PARK

2D.600. Goal 5: Open Spaces, Scenic and Historic Areas, and Natural Resources -- "To conserve open space and protect natural and scenic resources."

Goal 5 requires local governments to inventory the quality, quantity and location of specific resources and determine whether conflicting uses exist for each resource site. If no conflicting uses exist, local governments must plan to conserve and protect the site in its natural condition. If conflicting uses are identified, local governments must determine the economic, social, environmental and energy consequences of the conflicting uses and develop a program to conserve and protect the resource site.

Twelve resource categories are identified in Goal 5. An annotated list of those resources follows.

- A. Land needed or desired for open space: Open space includes land in urban areas as well as land used for agriculture or forestry. Open space is defined as any land area that would, if preserved and continued in its present use, (1) conserve and enhance natural or scenic resources; (2) protect air and water; (3) promote conservation of soils, wetlands, beaches or tidal marshes; (4) conserve landscaped areas, such as golf courses, that reduce air pollution and enhance the value of abutting or neighboring property; (5) enhance the value to the public of neighboring parks, forests, wildlife preserves, nature reservations or sanctuaries or other open space; or (6) promote orderly urban development.
- B. Mineral and aggregate resources: Includes all mineral and aggregate resource extraction sites. Inclusion of processing sites is optional.
- C. Energy sources: Includes the location of energy sources (natural gas, oil, coal, geothermal, solar and uranium). Sites for electric power generation are optional.
- D. Fish and wildlife areas and habitats: These inventories should be based on the best available information, including the management plans of the state Fish and Wildlife Commission and applicable federal management plans.
- E. Ecologically and scientifically significant natural areas, including desert areas: The term "natural areas" is defined to include land and water that have substantially retained their natural character. It also includes land and water that, although altered in character, are important as habitats for plant, animal or marine life, for the study of its natural historical, scientific or paleontological features, or for the appreciation of its natural features. While local governments do not have to adhere to it, the list of significant natural areas prepared by the state Natural Area Preserve Advisory Committee is the recommended starting point for a natural areas inventory.
- F. Outstanding scenic views and sites: These are lands that are valued for their extraordinary aesthetic appearance.

G. Water areas, wetlands, watersheds and ground water resources: The concern here is with the preservation of water, watershed and wetland areas and ground water availability.

H. Wilderness areas: Goal 5 defines wilderness areas as:

[A]reas where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain. It is an area of undeveloped land retaining its primeval character and influence, without permanent improvement or human habitation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) may also contain ecological, geological, or other features of scientific, educational, scenic or historic value.

LCDC has required local governments to inventory only those wilderness areas identified by Congress in federal wilderness statutes.

I. Historic areas, sites, structures and objectives: Defined as land with sites, structures and objects that have local, regional, statewide or national historical significance. Inventories of historic places include at a minimum those places listed in the National Register of Historic Places, as well as other sites determined to be significant by the local jurisdiction. The Statewide Inventory of Historic Sites and Buildings and recommendations of the state Advisory Committee on Historic Preservation can be utilized to help select specific historic sites.

J. Cultural areas: These areas are characterized by evidence of an ethnic, religious or social group with distinctive traits, beliefs and social forms.

K. Potential and approved Oregon recreational trails: At a minimum, local plans include inventories of local trails listed in the Oregon State Park System Plan, 1979-1985.

L. Potential and approved federal wild and scenic waterways and state scenic waterways: Inventories include all federally listed (or potentially approved) wild and scenic waterways that are either approved as such or listed as potentially deserving of wild and scenic status, and all those rivers listed in the Oregon State Park System Plan, 1979-1985.

Local Goal 5 inventories includes a determination of the location, quality and quantity of each site in any of these twelve categories. Impact areas, if different than the actual site, are also identified. For site-specific resources (e.g., natural areas, historic sites, scenic waterways), determination of location includes a description or map of the boundaries of the resource site. For non-site-specific resources (e.g., groundwater, energy resources), determination of location must be as specific as possible.

The inventory prepared by the city or county will be considered adequate for compliance with Goal 5 unless it can be shown that the inventory is based on inaccurate data or that it does not adequately address the location, quality or quantity of the resource.

The burden of proof is on the objector (i.e., LCDC, DLCD, landowners, citizen groups) for showing that a local government did not have adequate findings to either include or exclude a specific site resource from its Goal 5 inventory.

After collecting and analyzing all available data on resource sites, local governments may elect to exclude the site from the inventory, delay the Goal 5 process for that particular site, or include the site in the plan inventory.

Local governments may choose to exclude a site from an inventory if the site is determined not to be sufficiently important to warrant inclusion or is not required to be included based on the Goal 5 standards. Again, local governments are not required to justify a decision to exclude a particular site unless that decision is challenged.

The Goal 5 process of identifying and conserving the protected resource may be delayed for a particular site if insufficient information is currently available to identify the location, quality and quantity of the resource site. These sites must be identified as a special category in the comprehensive plan. Local governments must have specific policy statements that illustrate their intention to reactivate the Goal 5 process and should include a time frame for future (post-acknowledgment) activation of the Goal 5 process for all delayed sites. Such future actions would require a plan amendment. Local governments are not required to provide interim protection for sites in the "delayed" category, although they have the option to do so.

When sufficient information is available and the local government has determined a site to be significant or important, that site is included in the plan inventory along with a description of its location, quality and quantity.

Any potential conflict on sites that are included in the inventory must be identified by the local government. A conflicting use is one that, if allowed, could have a negative impact on a Goal 5 resource site. A typical example of a conflict would be a subdivision proposed for an aggregate site.

If it is determined during a preliminary assessment that there are no conflicting uses for an identified resource site, the jurisdiction adopts policies and ordinance provisions that ensure the site's preservation. If it is determined that conflicting uses do exist, local governments must determine their economic, social, environmental and energy consequences and evaluate the impacts on the Goal 5 resource site and on the conflicting use. The applicability and requirement of other statewide planning goals also must be considered.

Once the potential consequences of the conflicting uses are assessed, local governments determine the use of the site. Their options are to preserve the resource site and prohibit the conflicting use, allow the conflicting use fully, or specifically limit the conflicting use.

Conflicting uses may be prohibited when the potential consequences of allowing the conflicting use on the resource site could threaten the sustainability of the resource site, itself, and the value of the resource site is determined to outweigh the value of the conflicting use. When the conflicting use is of sufficient importance relative to the resource site, the conflicting use can be allowed fully, notwithstanding the possible impact on the resource site. The third and most common option is for a jurisdiction to determine that both the resource site and the conflicting use are important relative to

each other and that the economic, social environmental and energy consequences should be balanced so as to allow the conflicting use, but in a limited way so as to protect the resource site to some desired extent.

Regardless of the final determination on the interaction of the conflicting use and the resource site, justification for the determination must be presented in the comprehensive plan, and related implementation measures must be adopted. Furthermore, local governments must designate with certainty the uses and activities that will be allowed fully, the uses and activities that will not be allowed at all, the uses that will be allowed conditionally, and the specific standards or limitations that will be placed on the permitted and conditional uses and activities for each resource site.

2D.900. Goal 8: Recreational Needs -- "To satisfy the recreational needs of the citizens of the state and its visitors."

Goal 8 requires local jurisdictions to inventory their existing recreation areas, facilities and opportunities; determine existing and future recreational needs for citizens and visitors; and develop a plan to protect existing recreational resources. "Existing recreation areas, facilities and opportunities" include, but are not limited to, all of the following: open space and scenic landscapes; recreational lands; historic, archaeological and natural science resources; scenic roads and travelways; sports and cultural events; camping, picnicking and recreational lodging; tourist facilities and accommodations; trails; waterway use facilities; hunting; angling; winter sports; mineral resources; active and passive games and activities.

Local planning bodies need to plan for recreational opportunities only in proportion to the demand for them and in such quantity, quality and location as is consistent with the availability of resources within a jurisdiction.

Local recreational plans should be consistent with state and federal recreation plans, including the State Comprehensive Outdoor Recreation Plan, Bureau of Land Management plans, reports from the Natural Heritage Conservation and Recreation Service, and Corps of Engineers plans.

Although not specifically addressed under Goal 6, Goal 2 requires that local governments design appropriate implementation measures (e.g., zoning) for all goals (thus including recreation) to guarantee that existing (recreational) uses are protected and future (recreational) needs are encouraged in accordance with local (recreational) policies as stated in the comprehensive plan. Local governments can try to hold land for possible future recreational uses through the use of agricultural and low-density development land designations.

In general, there is a lot of overlap between Goal 8 and other goals that usually receive greater attention during the DLCD review process. The overlapping goals include Goal 4, Forest Lands; Goal 5, Open Spaces, Scenic and Historic Areas and Natural Resources; Goal 15, Willamette River Greenway; and the coastal goals 16 and 19.

2D.1600. Goal 15: Willamette River Greenway -- "To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway."

The Willamette River Greenway is the Willamette River and that area immediately adjacent to the river, beginning at Dexter Dam and the Cottage Grove Reservoir, extending northward to the Columbia River, including the Multnomah Channel. The area includes adjacent land up to at least 150 feet from the ordinary low water line, not to exceed an average of 320 acres per river mile.

Goal 15 requires each of the nineteen cities and nine counties in which the Willamette River Greenway is located to prepare an inventory and a Greenway plan element for their comprehensive plan and implementation measures. The plans and implementation measures include the location of the Greenway boundaries and a designation of the permitted uses and of areas identified for public acquisition.

Inventories compiled by local governments provide information for the development of Greenway management plans and acquisition programs. Inventories include:

1. All agricultural lands as provided in Goal 3;
2. All current aggregate excavation and processing sites and all known extractable aggregate sources;
3. All current public recreation sites, including public access points to the river and hunting and fishing areas;
4. Historical and archaeological sites;
5. Timber resources;
6. Significant natural and scenic areas and vegetative cover;
7. Fish and wildlife habitats;
8. Areas of annual flooding and flood plains;
9. Land currently committed to industrial, commercial and residential uses;
10. The ownership of property, including riparian rights;
11. Hydrological conditions;
12. Ecologically fragile areas;
13. Recreational needs as set forth in Goal 8;
14. Other uses of land and water in or near the Greenway; and
15. Acquisition areas that include the identification of areas suitable for protection or preservation through public acquisition of lands or an interest in land.

Goal 15 was largely designed in dovetail with the Oregon Department of Transportation's Greenway Plan, which was initiated by separate legislative action prior to adoption of Goal 15. The ODOT Greenway Plan sets boundaries for the Greenway, identifies public use areas on Greenway lands, and provides a plan for public acquisition of Greenway property. The Greenway boundaries now in place often represent compromises between those proposed by ODOT and those proposed by local governments. LCDC was active in resolving conflicts between the two sets of boundaries.

In addition to showing the Greenway boundaries on the comprehensive plan, each plan includes permitted use designations for both rural and urban areas. Urban and rural designations must be consistent with the aerial photomosaics of the ODOT Preliminary Greenway Plan. Local land use designations within the Greenway include consideration of certain "management considerations and requirements." Broadly speaking, the local comprehensive plan and implementing measures provide for the following:

1. Preservation and maintenance of agricultural lands as provided in Goal 3;
2. Recreational needs, taking into account the carrying capacity of the land;
3. Adequate public access to the river, particularly in urban and urbanizable areas;
4. Protection of significant fish and wildlife habitats;
5. Preservation of identified scenic qualities and viewpoints;
6. Protection and enhancement of the vegetative fringe to the greatest extent possible;
7. Restricted harvest of timber beyond the vegetative fringe;
8. Aggregate extraction, when economically feasible (but aggregate extraction must be under local regulations designed to minimize impacts on the river and other natural resources and to guarantee reclamation);
9. Direction of development away from the river; and
10. Establishment of a setback line for nonwater-dependent/nonwater-related structures.

Measures for controlling uses within the Greenway must at least include:

1. Exclusive farm use zoning of all agricultural land within and adjacent to the Greenway;
2. Flood plain zoning of all areas subject to flooding; and
3. Open space zoning of all open space areas.

Comprehensive plans designate areas identified locally and by ODOT for possible public acquisition. Potential acquisition areas must "to the maximum extent possible be consistent with non-interference or non-interruption of farm uses." Plans for acquisition

areas also must protect against trespassing and vandalism along the Greenway and allow for maintenance of the lands or interests acquired.

The goal further requires that cities and counties setup provisions for reviewing "intensifications, changes of use, or developments to ensure compatibility with the Willamette River Greenway." Intensification is defined in Goal 15 to include "any additions which increase or expand the area or amount of an existing use or the level of activity." Normal maintenance and repair to preserve an existing use, development associated with normal residential uses (e.g., landscaping, driveways), and seasonal increases in gravel operations are not considered intensifications.

Change of use is defined in Goal 15 as "making a different use of the land or water than that which existed on December 6, 1975. It includes a change which requires construction, alterations of the land, water or other areas outside of the existing buildings or structures and which substantially alters or affects the land or water." Landscaping, construction of driveways, modifications of existing structures or facilities are not a change of use. The sale of property is not in itself considered to be change of use.

Local governments have the option of examining all proposed intensifications, changes of use, or developments for the Greenway through either a "compatibility review process" or a "design plan and administrative review procedure." The compatibility review process is a quasi-judicial (discretionary) procedure that requires notice, public hearing, and certain findings. The design plan and administrative review procedure is a ministerial procedure that allows review of intensifications, changes of use, and development proposals without public notice and hearing if the jurisdiction has adopted a design plan that sets forth clear and objective standards. Portland has used the ministerial procedure in combination with compatibility review, but other local governments have not yet used the design review procedure.

Either the Department of Transportation or a city or county may request that LCDC amend the ODOT Willamette Greenway Plan by administrative rule. Local government requests must be made as a result of council or board action and presented in writing to ODOT and LCDC. Modifications submitted by ODOT must be presented to the affected city or county at least thirty days prior to submission to LCDC in order that any comments by local government may accompany the ODOT proposed modification.<sup>14</sup>

AT \_\_\_\_\_ O'CLOCK \_\_\_\_\_  
APR 6 1972  
D. M. PERFOLD, Director of the  
Dept. of Planning and Community Development  
BY *[Signature]* CLERK

IN THE BOARD OF COUNTY COMMISSIONERS OF LANE COUNTY, OREGON

ORDER 72-4-5-7  
)  
)  
)

IN THE MATTER OF ESTABLISHING  
THE ALTON BAKER PARK CITIZENS'  
ADVISORY COMMITTEE AND DESCRIBING  
ITS RESPONSIBILITIES

WHEREAS, it appears to the Board of County Commissioners that the management and progressive development of Alton Baker Park involves decisions affecting a broad range of agencies, citizen associations, special interest groups and enterprises, as well as the concerns of all the citizens of Lane County, the Board has determined that the establishment of a broadly representative citizens' advisory committee would provide a forum for citizen participation on issues concerning the management of the park and would materially assist the Board in establishing those policies which would best serve the general public interest,

NOW THEREFORE, the Alton Baker Park Citizens' Advisory Committee consisting of one representative each from the City of Eugene, City of Springfield, Eugene Water & Electric Board, University of Oregon and the Lane County Board of County Commissioners, and such other members as the Board shall deem appropriate, is hereby established.

Responsibilities of the Committee shall be to:

1. Organize itself, establish rules of procedure, and transmit regular reports on activities of the Committee to the Board.
2. Maintain continuing review of park development and utilization and make appropriate recommendations to the Board.
3. Guide the preparation of a General Park Master Plan for the consideration and approval of the Board.
4. Develop criteria for determining compatibility of development proposals within the framework of the Master Plan, and apply this criteria in evaluating proposed developments.

5. Provide full opportunities for general public discussions of all matters affecting development and use of the park.
6. Actively seek resources to assist in the development of the park, enlist private donations, and organize and direct public fund-raising activities.
7. Maintain close liaison with the Lane County Parks and Recreation Advisory Committee and other appropriate state and local agencies so that the development of the Park shall be compatible with the County's entire park program and other affected park programs.

Dated this 5th day of April, 1972.

BOARD OF LANE COUNTY COMMISSIONERS  
By:

[Signature]  
Commissioner

[Signature]  
Commissioner

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Commissioner

APPROVED AS TO FORM  
DATE 4-5-72  
[Signature]  
OFFICE OF COUNTY CLERK