

Development and Use
of
State Parks in Oregon
by
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Introduction

The orderly development and use of State Parks in Oregon is one of the cogs that run the machine of good land policy in this state. Parks, varying in size from one to hundreds of acres, are situated in various parts of the state and are of vital interest to each and every one of us.

The purpose of this paper is to bring before the people of Oregon a more comprehensive background of State Park facilities and administration, and to show the features contained in their regulation and administration, to promote a wide use of these facilities, and in turn, to bring public opinion to the point where they will bring the State Park program up to an ideal standard.

Importance of State Parks to the Public of Oregon and of the United States in General

Man, no matter how highly civilized, demands recreation of one sort or another. The body demands a certain amount of relaxation so as to be better able to serve its required purpose. Back of all conservation of coal and oil, of gold and iron, of forests, soils, and waters is the conservation of our manhood and womanhood, insuring generation after generation of sound minds in

sound bodies.

Recreation, which means health and contentment, is an absolute fundamental if this desired end is to be attained.

The change from a predominantly rural population in the United States to one prevailingly urban has been taking place with great rapidity in recent years. Recreation today is a business, not merely what people do over week-ends, or during their two week's vacation. If we could look forward thirty or forty years and see the vast changes that are going to take place in this wonderful country of ours, perhaps we could plan better for the future.

One need not go far to see the vast changes that have taken place in the last thirty years. At that time, you might say, that recreation was at every one's back door, especially in the Western States. Today people look to the National Parks, National Forests and State Parks for their recreation.

State Parks play the role of an element in a compound. They are a necessary part of the recreation of a nation.

There are millions who require opportunities close at hand, within a few hours from their homes

in scenic places where they can find refreshment of body and of mind, and relief from the strain of our intensified industrial and professional life.

The majority of people cannot afford to drive sixty, seventy or more miles every weekend to enjoy the recreation found in our National Forests or National Parks. They need something closer--some place where the family can take their picnic lunch and relax for a day.

This factor, together with the use of State Parks by tourists, etc., combines to make the need for State Park development a very urgent one.

Recreation in Oregon is in its infancy as regards public opinion. The public of Oregon is still clearing land for farms and developing lands that have never been under intensive use. The day will come, however, when proper land use will be an intensive proposition. Each and every one of us will then realize the foresight and broad-mindedness of a few individuals and organizations in the State of Oregon who have fought for and won the development of recreation, which includes acquiring and developing the State Parks.

State Parks have so many intangible values that are directly linked with the welfare of the

State and its citizens.

Educational value is a term which has no definition as far as recreation is concerned. True, one can say, "I learned the names of seven different shrubs while I was in the park today." Certainly, it means he has enlarged his vocabulary, but it means more than just the learning of words. It means the further development of those qualities in mankind which will insure the stability of this great state and nation.

The more monetary minded man can readily see the advantage of State Parks in regard to tourist facilities, and in turn more money in the coffers of the roadside merchant.

History of State Parks in the United States in Relation to Oregon Parks

The earliest form of a public reserve devoted to outdoor recreation in the territory of the present United States was a city park, Boston Common, acquired in 1634. (1) For the next two centuries development of new territory and wilderness took the lead; conservation of land was at a standstill.

In 1865 the first State Park of any appreciable size was that of Yosemite Park. This park

today is one of our most famous National Parks. State Park development was very slow until the beginning of the present century when people became more conservation minded. Outdoor recreation became increasingly important with the advent of the automobile. The development of State Parks in the different sections of the country came in the same order as the settlement of the country. The Pacific Coast states, along with the Southwest, were the last section to develop State Parks extensively.

History of Oregon State Parks

In relation to the history and development of Oregon's parks, one might say, it is rather unfortunate that we did not start development about twenty years earlier. At this time Oregon was rapidly exploiting its natural resources and hardly a thought was given to the conservation of these natural resources.

The first indication of any sentiment toward conservation by people in the State of Oregon was expressed in 1921.

In 1921 an Act was passed by the legislature to enable the State Highway Commission to acquire

by purchase, donation, or by proceedings in eminent domain, rights of way, land or trees and ground necessary for the culture and the support thereof on or along the course of a highway within a maximum distance of 300 feet from the center of the roadbed. (5) The purpose of this Act was to aid in the maintenance and preservation of the roadbed of such highway and aid in the maintenance and preservation of the attractions and the scenic beauties thereof. (5)

In 1921 and 1922 the State Highway Commission showed an expenditure of \$15,173.87 for acquisition of park sites, gravel pits, and rights of way for these. (2) In 1923 and 1924 tree planting was taking place along the routes of some of the major state highways. Some was done along the Columbia River, east of The Dalles. At this same time an Advisory Committee on Tree Planting was formed. This consisted of Jesse A. Currey, of Portland; Professor A. R. Sweetser of the University of Oregon; and Professors, A. L. Peck and G. R. Hyslop of Oregon Agricultural College. (3)

During this time it is seen that an effort has been made to control and acquire strips of forest land along highways. Some of these efforts were successful. Cooperative arrangements between

Deschutes County and the Shevlin-Hixon Lumber Company resulted in saving a stand of pine timber along the Dalles-California highway, south of Lava Butte in Deschutes County.

The State Highway Commission was authorized at this time to purchase or condemn property for park purposes a distance of 300 feet on each side of the roadway. (3) However, at this time there were few instances in which this happened.

The main drawback to this law was that there were many spots along the roadways that were desirable to perpetuate, but the water rights could not be obtained in order to prevent contamination and to secure a continuous supply. The commission recommended that the limit be removed from the present law.

About this same time a twenty acre park site, donated by the heirs of the Bradley estate, was improved. This is the first indication of any land donation to be used as State Parks. This park was at Clatsop Crest on the Lower Columbia River Highway. The improvements consisted of levelling the grounds, installing a water supply, sewage system, erecting a comfort station, and a

building for living quarters and store. The privileges were given for two-year periods by bids. The one awarded the bid had to clean the park grounds and keep the buildings in a sanitary condition, and, at the same time, look after the business on hand in the form of park visitors.

Several other parks were acquired at this time: Helmick Park, a five and a half acre timbered area on the Luchiamute River between Monmouth and Corvallis, was dedicated on September 12, 1924. This was the first State Park bought by the State Highway Commission. Mayer Park, a tract of 260 acres, was donated to the state by Mark A. Mayer of Portland. This park is situated on the Columbia River between Mosier and The Dalles.

Through condemnation proceedings a tract of timber at Emigrant Springs, on the Old Oregon Trail, was acquired for \$3,000. At this same time the State Highway Commission was installing drinking fountains along highways for the accommodation of tourists.

From this date (1925) on our parks rapidly expanded. The principal has been acquisition rather than intensive development of the State Parks already acquired.

Legislation Dealing with State Parks in Oregon

The first indication of any legislation dealing with State Parks was in 1921. At this time an Act was passed by the legislature of the State of Oregon to enable the State Highway Commission to acquire by purchase, donation, or by proceedings in eminent domain, rights of way, land or trees and ground necessary for the culture and the support thereof on or along the course of a highway within a maximum distance of 300 feet on each side. (5) The purpose of this Act was to aid in the maintenance and preservation of the attractions and the scenic beauties thereof.

In the spring of 1925 the legislature passed an Act concerning State Parks that, I believe, gave to the people of Oregon their first real start in park development. This Act is as follows: An Act "to authorize the State Highway Commission to acquire by purchase, agreement, gift, or by the exercise of the power of eminent domain, lands or property for the culture of trees and the preservation of scenic places adjacent to and in close proximity to state highways and for parks, parking places, camp sites, public squares and recreation grounds, and to authorize the

State Highway Commission to improve, maintain and supervise the same and to expend state highway funds for such purposes. (4)

There were four sections to this Act. Due to their importance a short summary of each is given below.

Section 1. Authorization to acquire.

Section 2. Authorization to develop and maintain.

Section 3. Authorization to pay the cost and expense out of state highway funds in the same manner that other claims are paid out of said fund.

Section 4. Determination of the State Highway Commission that the taking of the property by eminent domain is necessary for the purposes hereof shall be conclusive evidence of such necessity. (4)

It was not until 1935 that any more substantial legislation was passed concerning State Parks. Short summaries are given below concerning this legislation.

Parks and recreation grounds--County land used for--Procedure.

The county court of any county sitting for

the transaction of county business may, by order, designate as public parks or recreational areas, any real property heretofore or hereafter acquired by such county for delinquent taxes or otherwise. They may convey this land to the State or the United States after proper hearing, etc. (6)

Parks and recreation grounds--Rules and regulations--Penalty for violation.

The county court has the power to make regulations for the use of public parks and recreational areas, such as entry fees, etc. (6)

Counties Eminent Domain.

Each county of the State of Oregon hereby is authorized and empowered to condemn land and property or any right or interest therein for roads, highways, bridges, public parks, and recreational areas, etc., after just compensation having first been made or paid into court for the owner. (6)

The original act was first passed in 1917. (6) The 1935 amendment added the references to public parks and recreational areas. (6)

County Business--Authority and power to transact: Subdivision 11 added 1935. (6)

The county court has the authority and powers pertaining to county commissioners to transact county business; that is: Subdivision 11: To provide, establish, maintain and regulate the use of public parks and recreational areas within the county outside the boundary of any incorporated city; provided that nothing herein contained shall deny to any incorporated city the right to own, operate and, or acquire property for park purposes in other counties when permitted by the charter of said city so to do. (6)

In 1937 there was no additional legislation concerning the state park system. In 1939 there was a combined act which took into consideration all former acts concerning State Parks. All it really did was to combine them.

There was also an act enabling the State Board of Control to turn over to the State Highway Department twenty acres donated by Maude Williams to the state for park area.

This sums up the principal legislation concerning State Parks. Since this is in the State Highway Department as it is, it does not need legislation for every move it makes. This is probably one of the biggest advantages of the

biggest advantages of the park system in this state.

Allotments

The State Park Department is a distinct unit of the State Highway Department under the jurisdiction of the State Highway Commission. This is probably the only state that has this type of administration, and it has worked out very satisfactorily.

The allotments are given by the State Highway Commission to the State Park Department for acquisition, development and maintenance of State Parks throughout the state. The allotments have been increasing steadily since the inception of the State Park Department in the State Highway Department.

During the period December 1, 1924, to November 30, 1926, the Commission expended \$35,728.41 for the purchase and development of State Parks. In 1927 and 1928 for Parks and Timber Preservation, \$109,183.12; in 1929 and 1930, \$69,529.86; in 1931 and 1932, \$133,367.80; in 1933 and 1934 for Maintenance of Parks, \$22,666.83; in 1935 and 1936, \$73,984.27. (8)

Administration and Administrative Organization

Past Organization

In 1921, when the development of roadside facilities was first undertaken by the State Highway Department, all the work was done by the department itself in conjunction with its regular highway development.

The acquisition of these areas was accomplished in the same manner as land for roads was acquired. Development was part of the work of the maintenance crews under the guidance of the District Maintenance Engineer. Maintenance of these projects after development was carried on by the same agency, the maintenance crews of the State Highway Department.

This procedure lasted until May 1929, at this time Mr. S. H. Boardman assumed control of State Park development under the title of State Park Superintendent. Under the guidance and supervision of Mr. Boardman, new park sites were acquired, developed and maintained. However, the actual work was still done by maintenance crews and other crews as a sideline to their highway development work.

Mr. Boardman had his offices with the State Highway Department. All clerical and stenographic work was done by employees in the State Highway Department itself.

Caretakers, at this time, were on a seasonal basis and usually had some other business in conjunction with the caring of the parks.

Present Organization

As new parks were acquired and developed, the necessity for an expanded administrative organization became increasingly important. State highway maintenance crews could not handle the increased burden along with their other work.

With the advent of the Civilian Conservation Corps a new angle was introduced into the development of parks. Camps were established in the vicinity of major park areas, such as, Silver Creek Falls State Park, Ecola State Park and others. Under an agreement with the United States, technical work was supplied by the National Park Service under the Department of the Interior. Without this help State Park development would have been limited to work done by the State Park Department alone.

The administrative offices are now in the First National Bank building at Salem, Oregon. The personnel consists of the State Park Superintendent, secretary, and three other men whose duties are many and varied. At present there are twelve full-time caretakers at the parks listed below.

Bradley	Humbug
Ecola	Azalea
Short Sand Beach	Silver Creek
Yaquina Bay	Alderwood
Cape Arago	Casey
Honeyman	Talbot

There are three other State Parks having part-time caretakers, which are employed during the summer season, and at the time when recreation is in full swing. These parks are:

Battle Mountain
Emigrant Springs
Lava River Caves

The State Park Department now has a mobile unit that takes care of a large part of the development and maintenance of the parks in Western Oregon. During this year (1940) another mobile unit is being planned for the East-

ern part of the state to take care of the development and maintenance in that section of the country.

Present Need

The present need of the State Park administration is the same as every other department in conservation of public lands, that is, wide expansion of their developments. However, this cannot be done without the required amount of money. One of the outstanding features of the State Park Department is its ability to spend the allotment it does receive from the State Highway Department to the very best advantage possible. At this writing there seems to be no need for immediate expansion, as the acquisition of State Parks is taking place with remarkable rapidity.

Fire Protection

Fire protection in the State Parks of Oregon should be of the highest standard attainable, and further steps should be taken to make it so. Their acreage is relatively small when compared to other areas needing fire protection, but their

relative value acre for acre is much higher than for extensive areas.

The more severe the fire weather conditions are, the more intensive the use of these recreational areas become. Fire regulations should be strictly enforced. In the park areas there is a different type of visitor than in National Forests as regards fire protection. The visitor or camper in a National Forest is more apt to be better versed in wood lore and fire protection, while the visitor or camper in the State Park area is likely to be a person with less opportunities to learn the fundamentals of fire protection. A fifty acre fire in several of our State Parks could do damage that could never be replaced in scenic beauty or intangible values.

Three mobile pumper and hose units are being established along the coast this year for additional protection. To my mind, fire protection should take priority over all other activities in time of high fire hazards.

How State Parks are Acquired in Oregon

State Parks in Oregon are acquired by purchase, donations, condemnation. Another method

used in Oregon was noted as below:

A number of parks and forests in the West have been created through the exchange of scattered school lands for equivalent areas in the National Forests. This was made possible through the cooperation of the United States Forest Service, which was authorized by Congress to make such exchanges. These school sections were granted to all but the original thirteen states. Thus the states were able to bring together large tracts of consolidated forest lands of economic and recreational value. The great Custer State Park in South Dakota is made up partially of lands acquired through exchange, as are some of the State forests of Montana, Idaho, Oregon and California. (7)

Basis for Selection

Mr. S. H. Boardman, in an interview concerning this paper, said, "The primary basis for selection of State Parks in Oregon is quality." Quality in State Parks takes in a number of factors. Quality, as it is defined in the dictionary, is a peculiar power or property. I will attempt to show the properties of quality

that lands should have.

Scenic quality. It should have natural beauties that have been unaltered by the hand of man. Oregon has been blessed by the Hand of the Creator in doling out these areas. Places along our coastline, that are now developed, have no equal in beauty in the United States.

On the following pages I have shown some of the beauty and scenic spots in Oregon that are now preserved and developed to give the people of our state an everlasting monument. These pictures comprise scenes of the coastline, Willamette Valley and Eastern Oregon Parks.

Other qualities used in the basis of selection are: Recreational quality, educational quality, and accessibility. Quality of serving the people in the area with something more than they have in their ordinary day of work.

The policy of the State Park Department of Oregon has been to acquire more State Parks with a large amount of the allotment they are given. In this way they are acquiring land at a price which is reasonable, and which price thirty years from now would be so high I would not venture to state the percentage of difference. Many other



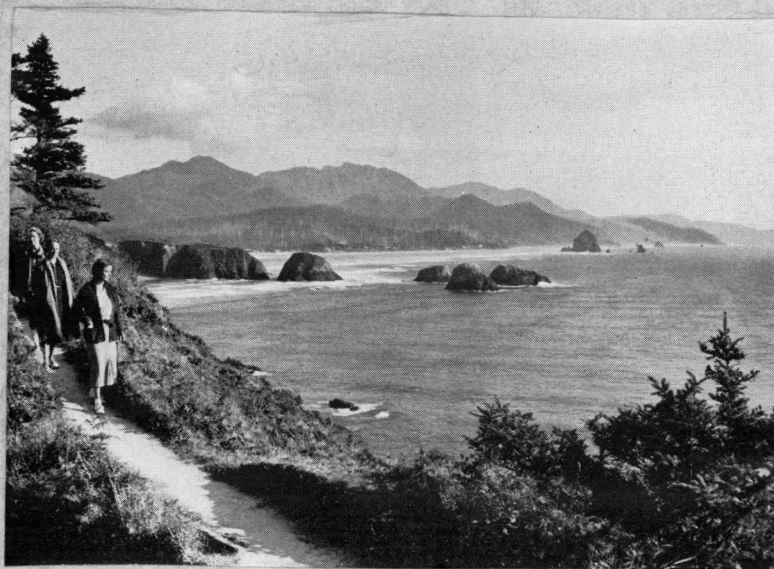
South Silver Creek Falls
Silver Creek Falls State Park

SCHOOL OF FORESTRY
OREGON STATE COLLEGE
CORVALLIS, OREGON



Emigrant Springs State Park

The modern motorist like the pioneer of long ago finds this spot in the Blue Mountains a delightful stopping place.



View from Ecola State Park



Devils Punch Bowl
State Park



Picnicing Facilities
at
Silver Creek Falls State Park



Yaquina Bay State Park



Mill Creek Falls on the Crater Lake Highway near Prospect. Westward near Trail are areas of virgin timber set aside in the State Park system.

states, such as California, have made the mistake of not acquiring lands for State Parks soon enough and are now paying enormous prices for some of the land along the coast line.

Development of the park site is secondary to acquisition, and the State Park Department is very wise in doing this. These acquired areas can be developed as the need arises.

Present State Parks in Oregon

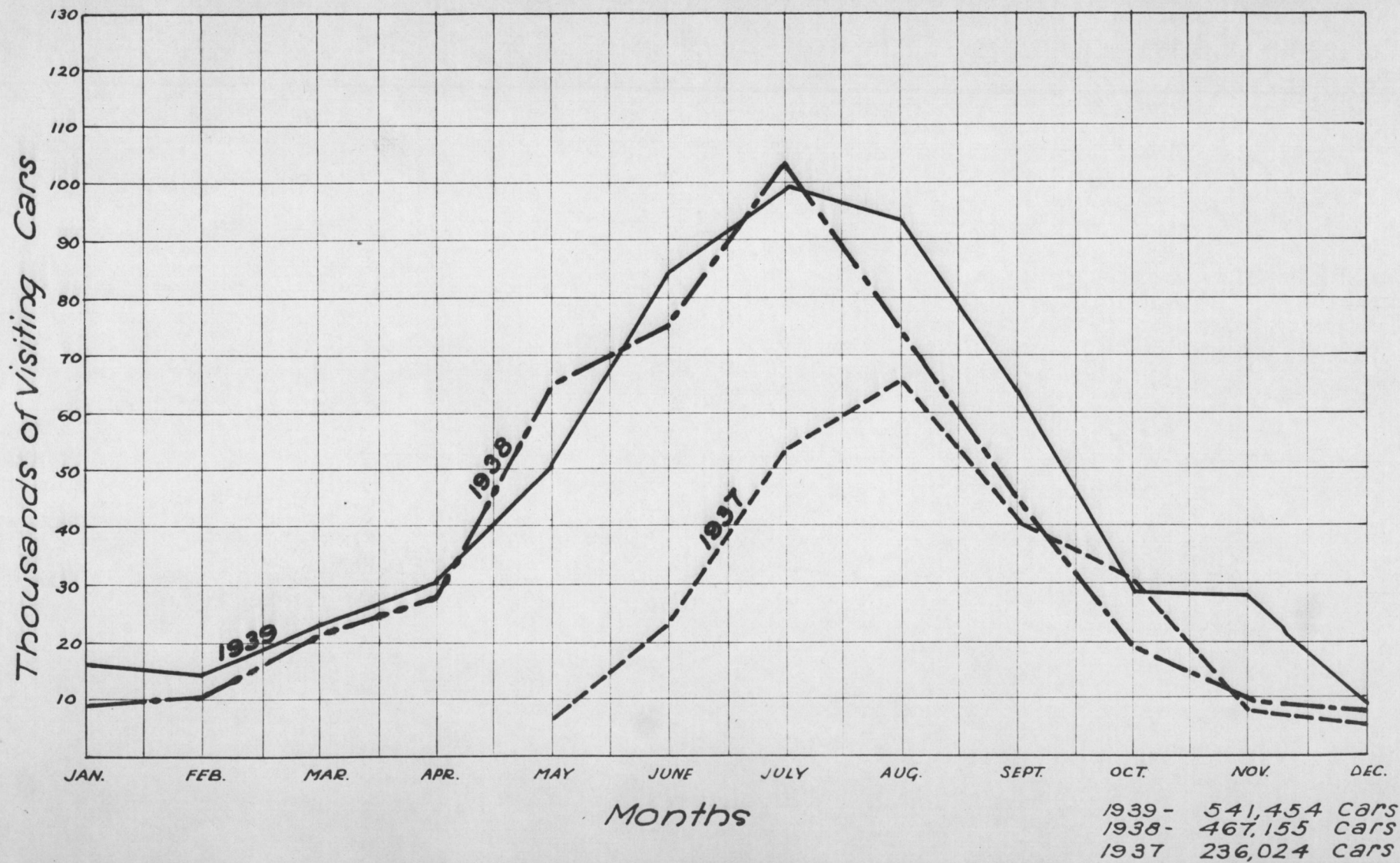
At present there are 140 State Parks in the State of Oregon with a total acreage of 26,320.83 acres. At the end of 1938 there were 128 parks, which makes a gain of twelve during the year 1939.

These areas range in size from an acre to thousands of acres. The largest at this time is Saddle Mountain. Their development ranges from no developments to the latest in recreational standards, such as has been developed in Silver Creek Falls and other parks on the coast.

I have obtained a graph (figure 1) showing State Park attendance in Oregon for the years, 1937, 1938, and 1939. As shown on the graph, there was an increase from 236,024 cars in 1937 to 541,454 cars in 1938.

MONTHLY STATE PARK ATTENDANCE COMPARISON For The Years of 1937-1938-1939

Figure 1



State Park AttendanceinOregon

	1938		1939	
	Cars	Persons	Cars	Persons
Mid-Columbia (7 parks)	72,391	217,173	28,044	84,132
Bradley	45,302	135,906	36,784	110,352
Ecola	7,522	22,566	8,670	26,010
Short Sand Beach	1,135	3,405	1,891	5,673
Lincoln County Group (8 parks)	242,211	726,633	320,811	962,433
Lane County Coast Group (3 parks)	12,952	38,856	14,216	42,648
Lane County Alderwood	1,065	3,195	2,076	8,928
Coos County Group (3 Parks)	26,182	78,546	25,609	76,827
Curry County Group (7 parks)	24,113	72,339	34,085	102,255
Casey Park	800	2,400	980	2,940
Lava Caves	8,910	26,730	10,791	32,373
Emigrant Springs	8,433	25,299	11,213	33,369
Battle Mountain	5,331	15,993	1,189	3,567
Silver Creek Falls	27,597	110,388	44,195	176,780
<u>Totals</u>	<u>456,347</u>	<u>1,369,041</u>	<u>541,454</u>	<u>1,668,557</u>

Table I

Attendance at Silver Creek Falls

	Cars	Persons	
1937	19,791	79,614	
1938	27,597	110,388	39% increase over 1937
1939	44,195	176,780	37½% increase over 1938

(Table II)

Figures in the tables were taken on the basis of 3 persons per car except at Silver Creek Falls which was taken on the basis of 4 persons per car.

This graph shows an important item in relation to our parks, which is the intensity of use.

The State of Oregon could build parks until doomsday and they would not be worth a red cent unless the intensity of use was relative to the development.

An interesting fact pointed out by Mr. Langell of the State Park Department was that in 1939 there were 176,000 people who visited Silver Creek Falls State Park and about 226,000 who visited Crater Lake National Park. This fact also tends to show that in relation to use the proximity of State Parks to large metropolitan centers is a decided asset to the public of Oregon.

You will notice in Table I that in 1938

there were 217,173 persons visited the Mid-Columbia group of State Parks, and 1939 the attendance dropped to 84,312. This is accounted for by the fact that the Wolf Creek highway was opened in 1939, and all the traffic that had previously been going to different coast points by way of Astoria had shifted and were going over the new Wolf Creek Highway.

All these facts tend to show that State Parks are an important asset to the State of Oregon.

Landscape Architecture

Its Relation to State Parks

In the State Park Department's office in Salem is a man who devotes practically all his time to architectural work for the parks.

Development of scenic beauties and landscapes cannot be done slipshod. One must be well-versed in landscape architecture. The developments are a long time proposition. To do any job well, it must be planned before time and that is the role of landscape architecture in State Parks.

Summary

Status of State Parks in Oregon

State Parks in Oregon are one of the greatest recreational assets the citizens of Oregon have acquired. If only we could make people realize their true value. That is the big problem of today. We still have people in this state that think our natural resources will last forever. Our big problem is education of the public. They will make the task of conservation much easier and more pleasant than it is today.

The State Park system of Oregon is run on a very efficient basis under the State Highway Department. They do not have to wrangle funds out of the state legislature every time they want to acquire a park. We sincerely hope that we can maintain the farsighted and broadminded Highway Commissioners who are in part responsible for the amount of money given to the State Park Department.

Our State Park system has expanded very much the last ten years and is keeping pace very well with the intensity of use.

State Parks in Relation to a Long Time

Forestry Plan

State Parks readily take their place in a long time forestry plan. They are an essential part of the recreation of the people of the United States. A long time forestry program must consider recreation as one of its major points; this is where State Parks play their part.

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