12-9-1974

Harbor Drive - Before and After Traffic Study

Berkendorf and Associates
December 9, 1974

HARBOR DRIVE - "BEFORE" and "AFTER" TRAFFIC STUDY

Southwest Harbor Drive was closed to traffic in stages beginning May 23, 1974. As of this date the project is not complete. There still remains minor connections to be made; however, for all practical purposes Harbor Drive as a traffic facility no longer exists.

Prior to the beginning closing date data was acquired so that a "before" and "after" report could be made. This data consisted of existing traffic volumes on all traffic facilities that might be affected by the closure. Also, travel time studies were conducted to measure closure effect, if any, on neighboring facilities.

Below are listed traffic volumes on key arterials "before" and "after" the Harbor Drive closure:

<table>
<thead>
<tr>
<th>Traffic Facility</th>
<th>Before</th>
<th>After</th>
</tr>
</thead>
<tbody>
<tr>
<td>Harbor Drive N/Main</td>
<td>23,300</td>
<td>-0-</td>
</tr>
<tr>
<td>NW Front via Couch</td>
<td>11,500</td>
<td>9,000</td>
</tr>
<tr>
<td>SW Front N/Main</td>
<td>9,000</td>
<td>24,600</td>
</tr>
<tr>
<td>SW Front S/Market</td>
<td>5,800</td>
<td>12,900</td>
</tr>
<tr>
<td>SW 1st S/Market</td>
<td>10,000</td>
<td>9,900</td>
</tr>
<tr>
<td>Clay Street Ramp</td>
<td>8,400</td>
<td>10,600</td>
</tr>
<tr>
<td>Market Street Ramp</td>
<td>3,000</td>
<td>8,200</td>
</tr>
<tr>
<td>SE Grand Ave. vic. of Mill</td>
<td>26,500</td>
<td>27,900</td>
</tr>
<tr>
<td>SE Union Ave. vic. of Mill</td>
<td>27,300</td>
<td>27,100</td>
</tr>
<tr>
<td>Stadium Freeway vic. of 1st Ave.</td>
<td>54,800</td>
<td>57,000</td>
</tr>
<tr>
<td>Industrial Freeway Off-Ramp Vaughn</td>
<td>19,000</td>
<td>20,500</td>
</tr>
<tr>
<td>Industrial Freeway On-Ramp Thurman</td>
<td>17,600</td>
<td>18,500</td>
</tr>
<tr>
<td>Fremont Bridge</td>
<td>43,700</td>
<td>45,000</td>
</tr>
<tr>
<td>Steel Bridge</td>
<td>32,800</td>
<td>28,900</td>
</tr>
<tr>
<td>Morrison Bridge</td>
<td>38,700</td>
<td>39,100</td>
</tr>
<tr>
<td>Marquam Bridge</td>
<td>74,000</td>
<td>77,900</td>
</tr>
</tbody>
</table>
Many more traffic volumes were recorded, however, the foregoing represent the change due to the Harbor Drive closure.

Along with traffic volumes we conducted travel time studies to see if this displaced volume caused delays on other routes.

Travel time studies were conducted over the following routes with "before" and "after" time elements:

<table>
<thead>
<tr>
<th>Route</th>
<th>From</th>
<th>To</th>
<th>Before</th>
<th>After</th>
</tr>
</thead>
<tbody>
<tr>
<td>NB Stadium Freeway</td>
<td>R.I. Bridge</td>
<td>Fremont</td>
<td>4:32</td>
<td>4:39</td>
</tr>
<tr>
<td>SB Stadium Freeway</td>
<td>Fremont</td>
<td>R.I. Br.</td>
<td>4:34</td>
<td>4:41</td>
</tr>
<tr>
<td>SB SW 1st Avenue</td>
<td>NW Davis</td>
<td>SW Arthur</td>
<td>6:35</td>
<td>6:32</td>
</tr>
<tr>
<td>NB SW Front Avenue</td>
<td>Barbur Blvd.</td>
<td>NW Thurman</td>
<td>7:23</td>
<td>6:25</td>
</tr>
<tr>
<td>SB SW Front Avenue</td>
<td>NW Thurman</td>
<td>Barbur Blvd.</td>
<td>8:05</td>
<td>6:58</td>
</tr>
<tr>
<td>NB Eastbank Freeway</td>
<td>R.I. Br.</td>
<td>Fremont</td>
<td>4:37</td>
<td>4:41</td>
</tr>
<tr>
<td>SB Eastbank Freeway</td>
<td>Fremont</td>
<td>R.I. Br.</td>
<td>5:03</td>
<td>4:40</td>
</tr>
<tr>
<td>NB Grand-Union</td>
<td>Woodward</td>
<td>Fremont</td>
<td>9:34</td>
<td>9:31</td>
</tr>
<tr>
<td>SB Union Avenue</td>
<td>Fremont</td>
<td>Woodward</td>
<td>7:53</td>
<td>8:16</td>
</tr>
</tbody>
</table>

*Average of 8 to 10 runs during AM Off-peak - PM Peak periods.

In both the volume study and travel time study the only noticeable change was on S.W. Front Avenue. Whereas the volume has more than doubled, the travel time on this facility was reduced. Southbound runs cannot be used as a true comparison since a section of S.W. Front was a one-way street northbound prior to the Harbor Drive closure. A circuitous route through four additional and signalized intersections was necessary to continue south on Front Avenue. The decrease in travel time for northbound Front Avenue can be attributed to an increase in progressive speed and the assignment of more green time. Unfortunately less green time for the cross streets has resulted in a break in progression and more delays for traffic entering Front Avenue.

No "before" truck counts were made on Front Avenue and Harbor Drive. However, we estimate, based on other data available, that prior to the Harbor Drive closure there were 1400 trucks on Harbor Drive and 600 trucks on Front Avenue during a 24-hour period.

Our "after" counts show that this 2000 total has been reduced to 1500, so there are less trucks in the corridor. However, the actual truck count on Front Avenue itself has increased from 600 prior to the Harbor Drive closure, to 1500 existing today.
If you have any questions, or would like additional information would you please call M.J. Martini, 248-4295.

Respectfully submitted,

D. E. BERGSTROM
Traffic Engineer
TO: J. David Hunt
FROM: Sam Galbreath
SUBJECT: Glenn Jackson's Role in the Creation and Development of the Downtown Waterfront Park

The idea that the land along the West side of the Willamette River should be retained in public ownership for the benefit and enjoyment of all citizens of Portland is a concept as old as the City itself. The first surveys of the Portland townsite showed land lying East of Front Avenue as a public reserve. However, the economic value of this property, especially in those days when the River was the lifeline of the region, prevailed. The area was quickly and privately developed for commerce. It wasn't until 1974 that the dream of a public waterfront showed physical signs of reality.

The story of how this happened is fascinating and without precedent. Its having happened can be credited primarily to the constant, unassuming and diligent efforts of one man. That man is Glenn Jackson, Chairman of the Oregon State Transportation Commission since 1961. The Transportation Commission became a partner in the ownership and development of the Downtown Waterfront area in the 1940's. It was then that the State began construction of Harbor Drive. The selection of its site along the riverfront came naturally. In the 1920's, the City of Portland, to control periodic flooding downtown, constructed the seawall which runs between Jefferson and Glisan Streets. All land West of Front Avenue was purchased and buildings demolished. With the wall completed, the City was landlord of thirteen blocks of cleared riverfront land. Major development in downtown had moved to higher ground. There was no foreseeable market for this land nor were there any plans for its use. Thus, the riverside corridor, cleared and in public ownership, was a natural choice for Harbor Drive.

In the 1960's the State Transportation Commission began planning its Interstate system which included a freeway loop to by-pass traffic around downtown. As building began, it became apparent that the use of Harbor Drive would be substantially reduced. It was also during this time that the Willamette River Greenway Committee, established under the aegis of the Transportation Commission, began looking at ways to enhance the Willamette River's natural and recreational potential.

In 1969 Governor Tom McCall contacted his Transportation Commission Chairman, Glenn Jackson. He suggested that a committee be appointed to look at the possibilities of using Harbor Drive as part of the Greenway system. Jackson was excited by the possibilities. Based on his encouragement, Governor McCall contacted Portland's Mayor Schrunk and Chairman Gleason of Multnomah County. Each selected three men as representatives to form the Governor's Harbor Drive Task Force. Glenn Jackson was Chairman. The Committee's work was further encouraged by growing public sentiment that paralleled the thinking of the Governor and his Chairman. Spontaneous events began occurring in the small traffic islands in the middle of Harbor Drive and Front Avenue to demonstrate that the time had come to return the use of this area to people rather than cars. A group calling itself the Riverfront for
People Committee was formed. The Governor's Task Force took advantage of this ground-swell of interest and formed an 18-member advisory committee to help it with its work. Past plans regarding downtown Portland and its riverfront were dusted off and re-examined. The Transportation Commission hired traffic and engineering consultants to look at alternate routing and design possibilities for Harbor Drive traffic.

Then a decision was made: Harbor Drive would be closed! It was no longer needed. Its right-of-way could be put to better use. This decision made, enthusiasm for the potential of the area grew. As a trustee for this waterfront property, Glenn Jackson recognized the need to examine all options available for its reuse. He secured a grant from the Transportation Commission for a master plan study to help conclude the best use of the property.

In the spirit of mutual cooperation which had become typical of the process, the grant was made to the City. City Commissioner of Public Works, Lloyd Anderson, took an active role in the selection of consultants and development of a work program for the study. Early stages of the study addressed the economics of development of the area and recommended the creation of a tax increment urban renewal project as the means to secure the necessary funds for whatever development was concluded appropriate.

At this time, too, comprehensive planning for downtown Portland was in its critical stage. It was felt that certain decisions relative to the waterfront would hinge on plans for the larger downtown area. The waterfront study merged with the downtown planning process. In the meantime, the recommendations regarding funding were followed by the City which declared a Tax Increment Urban Renewal Project for the Downtown Waterfront in April, 1974. The previous October, the downtown freeway loop had been completed with the opening of the Fremont Bridge. This paved the way for closing Harbor Drive. On May 23, 1974, Harbor Drive was closed. The State immediately began demolition. Within six months the area which had previously been a four-lane highway had become a grassy riverfront park. But this was only the beginning.

As the master plan neared completion, an opportunity arose to purchase additional land at the South end of old Harbor Drive. Multnomah Plywood had moved its operations out of town. This property was derelict; an eyesore to the City. The Oregon Transportation Commission, as the administrator of the Willamette Greenway Program, was contacted to assist the City in the acquisition of this property. Once again, Glenn Jackson was willing to lend support and encouragement to the concept. The City's application for state and federal acquisition assistance was approved. The property was purchased in July, 1975, extending the length of the publically-owned Waterfront by another two blocks and increasing its total acreage by 20%.

The master plan for the re-use of the area was completed in August, 1975. It recommended that the area be retained in park and open space use and be known as the Downtown Waterfront Park. Within this framework, a number of special activity areas
were suggested to enhance and complement adjacent areas of the downtown. It was also recommended that first physical improvements be made to Front Avenue to effect better traffic and pedestrian movement. Once again, Glenn Jackson and the Transportation Commission played a major role. Jackson secured approval for State support of this first development. The State assisted the City and its architects in the design. The construction contract for the first phase of the Downtown Waterfront Park was awarded in July, 1976. Work is currently underway on improvements to be completed late this fall.

The future phases, already in advance design, will be developed successively over the next three to five years until the entire master plan for the park is realized. The land acquired by the State for Harbor Drive is being transferred back to the City's ownership by the Transportation Commission so that the City can assume total jurisdiction and responsibility for the development and operation of the park in fulfillment of the goals and objectives of the master plan. Glenn Jackson still serves. Without his continued interest and active support, it is doubtful that such a series of events leading to the transformation of a highway into Portland's most significant urban park would have ever happened.

SCG:ch
SOUTH DOWNTOWN WATERFRONT STUDY
WORKSHOP I

June 29, 1978

Planning Packet
Benkendorf & Associates
# TABLE OF CONTENTS

1. Goals and Objectives - prepared by the Citizen's Advisory Committee for the Downtown Plan. August 2, 1973

2. Related Studies - Summaries describing relationships.
   - Waterfront Park Report
   - Waterfront Renewal Plan
   - Willamette Greenway Policy
     - Environmental Inventory (maps of wall)

3. Site Acreage
   - Calculations by Area
   - Calculations by Ownership

4. Near-Bv Recreation Opportunities

5. Public Market Opportunities
   - Portland Community College
   - Portland State University
   - Tennis Courts (Park Bureau Study)
   - Recreation Activities
   - Other Ideas
   - P.P. & L. Finger Pier

6. Marquam to Ross Island Bridge
1. GOALS AND OBJECTIVES

The following goals and objectives proposed for our site were prepared by the Citizen's Advisory Committee for the Downtown Plan and adopted August 2, 1973.

In a time when many cities have abandoned their riverfronts to the blight of freeways and industrial/commercial development—when the city has typically become a place to get away from—Portland is embarking upon a remarkable venture to recover the city as a vital, enjoyable place for people to live and work.

A key element for the success of that venture is the degree of sensitivity and creativity we bring to bear upon one of our most unique and precious resources, the Willamette Riverfront.

The Riverfront is one of the few places which provides the urban dweller the opportunity to get in touch with the natural environment, and more particularly with the special qualities of a body of water; and which provides opportunities for play as well as work, relaxation as well as stimulation, nature as well as artifice.

ASSETS AND POTENTIALS

1. Our recommendations are based on the assumption that the highest priority must be given to the human element; to enhancing liveability; and to fulfilling the human need for open space. The riverfront is intended to offer contrast and relief from the formal and built-up character of Downtown.

2. The very nature of the river makes possible the realization of a broad range of activities not possible elsewhere in the city. The Staff is requested to work with the CAC to develop a listing of the range of potential waterfront activities which could act as a guide to decision-making. (Otherwise known as an activity-range capability.)

3. The riverfront should act as a magnet for the region, drawing people back into the heart of the city—a community focus which will help to revitalize the city. Reclamation of Portland's riverfront should therefore be high on the list of regional priorities for open space, and as such should receive appropriate attention and funding.

4. Through careful planning, landscaping and development, we should strive to recapture the beauty and drama of the Willamette—a great Northwest river with a colorful past.
A. Since the riverbank and the river are publicly owned, special measures must be taken to protect and to maximize the useability of this important public resource.

1. In order that there be maximum flexibility for a full range of activities for public use, acquisition and development of public waterfront land should occur to the fullest extent allowable by availability of funds and property.

Establish a mechanism for public acquisition, and for community involvement in the development of the waterfront.

2. The following policies shall guide development of waterfront land, with special attention to physical and visual access, and keeping in mind the potential for unique uses and community involvement.

a. Exclusive, or private use must be subordinate to public use.

b. Public access must be developed and maintained up to and continuously along the riverbank.

c. The waterfront must be pedestrian oriented.

d. Facilities for automobiles must be avoided on and near the waterfront to avoid negative impacts of noise and air pollution and pedestrian-vehicle conflicts, which reduce the useability of public open space. (See Murray-McCormick Preliminary Environmental Survey, Phase I Waterfront Report.)

e. Public Mass Transit should serve the waterfront.

f. Develop a network of trails, paths, walks, etc. which provide wide-ranging pedestrian and bicycle connections to the riverfront from the rest of the city. (e.g. Downtown Core, S. Auditorium Urban Renewal Area, Corbett-Terwilliger, Northwest Portland, etc.) The two banks of the river should be connected visually and by safe pedestrian and bicycle ways.

g. Create a "promenade" feeling, a setting for mingling and communicating, a "people-scale" environment.

h. Visual barriers to the waterfront must be avoided.

i. Initiate substantial interim public usage of open space as soon as possible. Public involvement in the riverfront should not have to wait for completion of plans, procurement of funds, and construction of facilities.

A broad range of publicly-oriented activities must be permitted and encouraged. Permits for such activities as dance pavillons, beer gardens, art shows, exhibits, concerts, theater, and such temporary facilities as they might require should be issued. The use of barges and other activities on the water itself should also be encouraged.
j. Development should be river-related and public-oriented.

k. Any development should be low-scale with retail, restaurants, theaters, and other pedestrian-oriented activities and services on the ground floors to stimulate and support around the clock public activity and a sense of proprietership.

l. Housing for a range of income groups is a high priority, and should be integrated into any development, except at the pedestrian level. Housing is important to the realization of the goal for around-the-clock activity.

m. Any development must include substantial public open space.

n. Private development must provide public access and facilities.

o. The impacts of proposed developments on the useability of the public space must be carefully measured. The effects on wind patterns, temperature variations, shadows, noise, air pollution, visual and physical access, and other factors which affect the pedestrian environment and useability of public facilities and spaces must be considered.

p. Height of development must be stepped back, with lower, smaller structures closest to the riverfront, and increasing scale and intensity occurring farther to the west.

q. Publicly-owned land in Area 1 must be planned with Areas 2 & 3, rather than separately, in isolation.

r. Public land should be maintained in fee and developed on a leased basis if privately-owned facilities are permitted.

s. Historic buildings should be maintained and protected.

t. We recommend careful study, in cooperation with Tri-Met, to determine the appropriate disposition of the rail right-of-way located on the site.

u. Development must be far less intense than in adjacent areas, and a sense of openness maintained.
2. RELATED STUDIES (Summaries describing Relationships)

A. Waterfront Park Report

RELATIONSHIP OF THE DOWNTOWN WATERFRONT PARK REPORT TO THE SOUTH DOWNTOWN WATERFRONT STUDY

The Downtown Waterfront Park Report (hereinafter, the Report) and to a lesser extent, the Downtown Plan and Guidelines, the Waterfront Urban Design Plan, and the Waterfront Urban Renewal Plan provide a substantial background of information to guide development of the South Downtown Waterfront. This memo assesses the information and recommendations in the Report as they relate to the South Downtown Waterfront.

1. Conceptual Development
   a. Land Use

   The form and orientation of the currently developed Downtown Waterfront Park site, a roughly rectangular space from the Burnside to the Hawthorne Bridges between Front Avenue and the Willamette River, provides inherently for a linear development concept. This concept was realized by sequencing specific uses, activity nodes, and destination points along the course of the riverfront. The sequence is formally joined by a network of paved, pedestrian-oriented paths. The linearity and connectedness of the paths and activity spaces are reinforced by changes in land forms, by coordinating materials and built forms, by placement of lines or groves of trees abutting them and by the linearity of the river. At selected points corresponding to principal pedestrian routes from downtown Portland to the river, the linear activity pattern is affected by the influx of users. At these points in particular, the orientation of the park is as much one of leading users to the river as of leading them along it. Residual spaces are left unstructured. They are knit together by the movement patterns and built forms.

   b. Pedestrian Circulation

   The pedestrian circulation patterns is also linear corresponding to the land use pattern. A major path in the form of an esplanade abuts the riverbank. A minor path abuts Front Avenue. It was conceived that there be three principal on-grade links from the major to the minor paths and beyond to downtown Portland. It was suggested that two of these links cross Front Ave. at the Skidmore Fountain/S.W. Ankeny St. and at S.W. Morrison Ave. A third principal link closest to the South Downtown Waterfront was to be located at the intersection of the park and S.W. Main Street. It was also suggested that pedes-
trian routes across Front Avenue could be constructed at a second story level through the PGE complex and through the Benj. Franklin Plaza. The Report's conceptual scheme also called for minor pedestrian links from downtown to the park at each street intersection along Front Avenue from Ankeny to Main Streets.

c. Vehicular Circulation

The Downtown Waterfront, though developed as an "Urban Park", is meant to be a place where people can find relief from some of the consequences of city living. Among the chief consequences from which relief is sought is vehicular traffic. Accordingly, the Report conceives of the park as an area exclusive of all but emergency and service vehicles. No parking should be allowed in the park. Moreover, according to the Report, Front Avenue abutting the park should be modified from its current status as a major traffic artery. The report conceives of two means to achieve this. One would reduce Front Avenue to a local access route by eliminating lanes in favor of a heavily landscaped median. Alternatively, traffic on some portion of Front Avenue between Main and Ankeny Streets could be discontinued and the Avenue closed and converted to pedestrian and transitional uses. In any case, special features should be provided to enable public transit to serve the park.

d. Landscape

Landscaping should be used to embody a variety of concepts. The formal, urban nature of the park is to be complemented by having rows of trees frame the broad greenspaces and linear waterfront esplanade. The pedestrian orientation of the park can be furthered by abutting Front Avenue with another row of trees whose canopy buffers the impact of traffic on park users. The "hardiness" and unsightliness of the Burnside, Morrison, and Hawthorne Bridges should be softened and hidden by the placement of groves of trees at the bridgeheads. Finally, the relationship of the park to downtown can be strengthened by continuing the same landscape elements as used in the park west along the major pedestrian routes.

2. Policies

Closely related to the concepts above, the Report recommends the adoption of design policies and procedural policies to provide more complete waterfront design parameters for now (i.e., 1975) and for the future. The majority of those policies were adopted by the Portland City Council. Those policies adopted are set-out below.
a. The Waterfront shall be a Park with a combination of activity centers and generous, unstructured open spaces, specifically: the Landscape shall be comprised of both deciduous and evergreen varieties preserving and integrating with the pattern of existing trees. Large areas shall be left as open grass "meadows" which can serve many uses and act to preserve areas for future uses. Landscaping shall be designed to minimize the obstruction of the river view.

b. The Park shall be considered an extension of and integrated with the Downtown. Specifically: the Park landscape shall reflect the order and form of Downtown and shall relate to and complement development plans west of Front Ave. Front Avenue shall become a tree-lined boulevard, thus, in effect, becoming a part of the Park. The Park and Front Avenue tree patterns shall be extended west toward the Downtown on major pedestrian streets. Specially designed paved crosswalks with appropriate signalization benefiting the pedestrian shall be provided on Front Avenue to minimize it as a pedestrian barrier. Efforts shall continue to reduce through traffic on Front Ave. Lighting, furnishings, fixtures and materials, etc., for the Park and Front Avenue shall be harmonious with those in public spaces on the rest of Downtown.

c. Water contact, physical and visual, shall be provided. However, it shall be accomplished consistent with public health and safety and the safety of Downtown. Specifically: Remove the solid balustrade and replace it with an open rail to improve visibility of the river. Provide flood control panels for protection when needed. Provide water elements such as fountains and pools within the Park. Develop and improve opportunities for water contact to the north and south of the Park beyond the ends of the seawall, such as the existing boat moorage.

d. Uses in the Park which require constructed facilities may include those specified below. However, large open areas shall be provided for a wide variety of unspecified use. Specifically, Rose Festival shall be accommodated with provision for growth and flexibility to respond to different needs, interests, and age groups. The Skidmore Fountain Plaza shall be extended to the river's edge and provide a generous paved plaza for a variety of public functions. Several large areas shall be left primarily as open grass "meadows" to provide space for unspecified Park uses and future flexibility. These shall include: the areas south of the Hawthorne Bridge, between the Morrison and the Burnside Bridges, and between the Burnside and Steel Bridges. Additional uses which may
be included only with specific Council approval may include: Establish open sided covered areas or walks to encourage park use during wet periods. Establish structures for a public market, shops, restaurant or commercial or non-commercial activities, consistent with other park policies. Locate a restaurant/shop complex at the Morrison Bridge designed to attract and serve people. The old Visitors Information Center shall be restored and converted to an appropriate Park use such as a restaurant or community center.

e. Circulation for pedestrians and vehicles shall be provided consistent with other circulation planning for Downtown. Specifically: There shall be a continuous pedestrian esplanade at the river's edge which connects with future east-west pedestrian streets in Downtown. Provisions shall be made to extend the esplanade north and south as soon as this becomes possible. A continuous bicycle path shall be provided separate from pedestrian paths where space permits, which connects with existing and proposed bicycle paths. The esplanade shall be designed to carry maintenance and emergency vehicles. Automobile circulation shall not be altered by this Three-Year Plan except that opportunities to reduce through traffic on Front Avenue shall be pursued. There shall be no parking in the Park except as required for service, maintenance and emergency vehicles. Provisions shall be made for public transportation service to the Park.

f. Low or easy maintenance and operation of improvements shall be a primary consideration. No improvement or facility will be approved without assurance, at the time of approval, that funds for maintaining and operating such improvements and facilities will be available either through income derived from park uses or by specific allocation of general fund revenues by the Council.

3. Plan and Program

The plan for the Downtown Waterfront is really a series of plans -- an immediate (one-year) plan, an illustrative three-year plan, and a long range plan.

The immediate plan addresses three program elements:

a. Front Avenue from Main Street to Couch Street is to be converted into a tree-lined boulevard with proper crosswalks, signals, etc., in order to make it part of the park, and so that it can act as a landscaped trans-
vention between the Park and downtown.

b. The solid balustrade which now exists on top of the seawall should be replaced with an open metal rail for an improved view of the river.

c. A program of historic identification and marking should be initiated which would locate and identify points of significance in the history of Portland. These elements will have an impact on the South Downtown Waterfront in that they comprise design features which should be continued to integrate the Park north and south of the Hawthorne Bridge. In some respects, however, the features of the southern site require that different or additional treatments be instituted.

a. Not only is the southern site bounded by a major thoroughfare but it is also intersected by Harbor Drive, Water Avenue, Mill Street, Clay Street, Montgomery Street, and freeway ramps from Clay and Market Streets. With the adoption of the South Portland Circulation Study, some of these routes will be eliminated. Nonetheless, simply treating the problem presented by traffic on Front Avenue will not resolve traffic problems on remaining streets through and within the site. More attention will have to be devoted to integrating the east and west areas of the South Downtown Waterfront, particularly if residents of the area southwest of the site are to be able to walk the relatively shortest route to it.

b. The seawall and esplanade continue only about two hundred feet south of the Hawthorne Bridge. Unless the seawall and esplanade are continued, other means of providing views of and other contact with the river south of this point will have to be conceived.

c. The Granary building, currently abandoned and in disrepair, is the most notable historic feature on the South Waterfront site. Recognition of this structure could be achieved simply by erecting a monument or marker, but the opportunity exists through rehabilitation to recreate and re-use that building.

The long-range plan contains several additional program elements, several of which impact on the South Downtown Waterfront.

a. It is suggested that Front Avenue be closed from Stark to Taylor Streets.

b. A Tivoli type amusement area is proposed. The area around and north of the Burnside Bridge is suggested as a loca-
tion, with the purpose in mind of integrating the Park with the Skidmore/Old Town area.

c. A medium-size civic theatre complex is proposed for one of the two blocks just south of the Hawthorne Bridge.
d. The site bounded by Front and First Avenues and Clay and Columbia Streets is suggested as the location of a new major hotel. It is proposed that the block immediately east of Front Avenue be developed with uses that relate to the new hotel such as meeting, convention, or indoor recreation facilities. They could also provide an elevated pedestrian connection from the South Auditorium area to the Park.
e. The existing boat dock south of the Hawthorne Bridge should be expanded south along the old Multnomah Plywood Company site and its capacity doubled or tripled.

The illustrative three year plan is composed of a series of five sub-area or district plans. This memo will treat the two southern-most districts only.

The southern-most of the five sub-areas, South Auditorium District, is bounded by Front Avenue, Jefferson and Market Streets, and the river. In concept, the plan for this district responds to three influences:

a. The Urban Renewal and Redevelopment Area plans, particularly their pedestrian systems and open space elements.
b. The need for expanded moorage facilities and services, and
c. The continuation of the esplanade.

The plan responds to these influences by proposing implementation of the following program elements.

a. The boat dock is to be redeveloped to accommodate 50 boats. The existing dock would be removed and replaced with a floating concrete breakwater along the harbor line. A wing dam would be located perpendicular to the shoreline at the southern end of the new dock for additional protection. A commercial facility which contains boat services and a restaurant should be located at the head of the dock. Limited parking is to be provided west of the dock facility.

b. The waterfront esplanade and its landscaping would extend to the moorage.

c. The two blocks between Harbor Way and Front Avenue would be left undeveloped.
Immediately north of the South Auditorium District, between Jefferson and Taylor Streets, is the Lownsdale Square/Hawthorne Bridge District. In concept, four features influence development of this district.

a. The Waterfront Urban Design Plan recommends this as an area of mixed uses with an emphasis on residential use.

b. The principal design need in the district is for a terminal/destination for the major pedestrian link to the Park along Main Street.

c. The existing visitor's information center is to be rehabilitated.

d. The barrier presented by the Hawthorne Bridge is to be softened through the use of plantings.

The plan responds to these influences by proposing implementation of the following program elements.

a. A plaza is to be constructed to connect Main Street with the esplanade. Where they intersect, a viewpoint is to be built projected over the river.

b. Main Street between First and Front Avenues is to be closed to vehicular traffic and to be landscaped.

c. The Visitor's Center is to be converted into a restaurant. Terraced pools abutting the center are to join with the water element further north.

d. Place orchards around the bridgeheads.
LOWNSDALE SQUARE/HAWTHORNE BRIDGE
DISTRICT

Development Concepts

* Activity node
- - - - - Pedestrian route
| | | Border trees
| | | Orchard trees
- - Hard edge
| | | Infill building
| | Activity

-13-
LOWNSDALE SQUARE/HAWTHORNE BRIDGE
DISTRICT

Development Plans

Hawthorne Bridge

Jerterson

Madison

First

Main

Second

Salmon

Taylor

Third
B. Urban Design Plan and Program - Waterfront Renewal Area

IMPACT OF THE URBAN DESIGN PLAN AND PROGRAM FOR THE WATERFRONT RENEWAL AREA ON THE SOUTH DOWNTOWN WATERFRONT STUDY

In March, 1975 a team of consultants lead by Skidmore, Owings, and Merrill completed an Urban Design Plan and Program for the Waterfront Renewal Area. As originally conceived, the U.D.P. (Urban Design Plan) limited its coverage to the area north of Jefferson Street; therefore it did not directly treat most of the South Downtown Waterfront. In fact, the U.D.P. concentrated primarily on the area west of Front Avenue, giving only fleeting attention to the development of an esplanade, of pedestrian links from the waterfront westward, or of the areas around the bridgeheads. However, the U.D.P., if implemented, would have a profound influence on the context of and the uses adjacent to the South Downtown Waterfront.

After introducing the purpose of the U.D.P. and the immediate problems the U.D.P. must address, and after summarizing the urban design concept, development potential, development regulation scheme, parking and circulation policies, social policies, and historic preservation policies for the Waterfront Renewal Area, the U.D.P. divides the renewal area into eight districts. Of principal interest among these for the South Downtown Waterfront Study is the Lownsdale Square/Hawthorne Bridgehead District. The boundary of this district is somewhat irregular. It includes two blocks west of Front Avenue between Taylor and Salmon Streets, four blocks west of Front Avenue between Salmon and Madison Streets, and the block between Madison and Jefferson Streets abutting Front Avenue.

Thirty percent of the district is in residential hotels, twenty percent in parking, thirty percent in open space, and twenty percent in office, retail, or vacant uses. Thirty percent of the district is considered to provide development opportunities. ("Opportunity parcels" are those which are (1) surface parking lots (2) buildings of low quality, and (3) buildings of fair quality of less than three stories.) Fifty percent of these opportunity parcels are surface parking lots. The district is defined by four large, new office buildings: the Evans, General Service Administration, Georgia-Pacific, and P.G.E. Buildings. The U.D.P. offers two alternative conceptual schemes for the district.
SCHEME 1: If market forces continue, office buildings will predominate in the district in the future. However, among Portland's downtown development goals is one which calls for increased residential opportunities in the district. Therefore, a compatible mix of office and housing uses is desirable. As much housing as possible should be provided. Office and commercial development is permitted as long as at least thirty percent of the total new space is permanently committed to residential use.

SCHEME 2: Because of the importance placed on residential uses by the downtown goals, a favored scheme was to increase the supply of housing for middle-income families by combining new construction with rehabilitation in a superblock residential development. The ability to close streets to create a four block superblock, the park blocks, the waterfront esplanade, and the prestige office buildings nearby are the elements that provide the opportunity for a successful residential development. Occupants would include office workers, childless families, and retirees who value convenience to the downtown. In the short term, the goal in the area is to bring the residential hotels up to code condition. But longer term goals envision the introduction of an additional 750 housing units (1500+ population); thus the need for housing facilities.

Two locations are available for superblock development: (1) Two blocks between Jefferson and Main Streets on the site presently (i.e., 1975) occupied by the Hawthorne Bridge ramps, and (2) four blocks bounded by Madison, Salmon, First, and Third. Several different types of apartments should be developed. The development would be connected to other areas by incorporation of a skyway system. If the Hawthorne bridgehead site is selected, then the connection should be near the PGE complex in the vicinity of Salmon Street. If the Lownsdale site is selected, the connection would be to the PGE complex on the north and the Evans-Crown Plaza on the south. The superblock would also be connected by skyway to the South Downtown Waterfront Area. The influx of users from such a superblock would require that the waterfront park facilities be expanded to meet the somewhat different needs of an indigenous, residential community.
PLAN: PROPOSED LOWNSDALE SQUARE RESIDENTIAL COMPLEX
C. Willamette River Greenway Program adopted by LCDC
December 6, 1975.

City of Portland is currently utilizing the Conditional Use Permit procedure for all actions within the Greenway.

Greenway Conditional Use

1. Purpose

A Greenway Conditional Use intensification, change of use or development of properties in rural areas as provided in this order and in urban areas within 150 feet of the ordinary low water line, in a manner to assure compatibility, to the greatest possible degree, with the Greenway. Greenway Conditional Use applications are to be carefully reviewed to assure that such conditions as are adopted will promote, to the greatest possible degree, scenic landscaping, aesthetic enhancement, open space or vegetation between the activity and the river, and will provide reasonable public access to the extent necessary.

2. Findings

Prior to granting a Greenway Conditional Use permit in urban areas within the 150 foot-wide Greenway conditional use area, a city or county shall make the following findings:

(a) That the land had been committed to an urban use before December 6, 1975. In determining whether the land was committed to a commercial, recreational, industrial, port, residential or other similar urban use, the economic, developmental and locational factors shall be considered including such factors as the Lower Willamette River Management Plan, the Comprehensive Plan, zoning and similar plans or policies. In determining whether a commitment to an urban use has occurred on particular lands, the nature and character of other urban uses in the vicinity of the property in question shall be considered, as well as the capability of the land to fulfill the purpose of the Greenway Statute. In any case such commitment will be deemed to have occurred if a permit for the change of use was granted as of December 6, 1975 and under which permit substantial construction has been undertaken by July 1, 1976. Other lands which are in a natural, scenic, historical, or recreational condition on December 6, 1975 shall not be deemed committed to urban use.

Upon finding that land has been committed to an urban use, then the intensification, change of use or development shall, as far as this order is concerned, be permitted when findings in subparagraphs (1) and (2) following have also been satisfied:
(1) That to the greatest possible degree, the intensification, change of use, or development will provide maximum practicable landscaping, aesthetic enhancement, open space or vegetation between the activity and the river; and

(2) That to the greatest possible degree, public access will be provided by appropriate legal means to and along the river.

In addition, the Commission has established two specific policies regarding the path and landscaping-vegetation. They follow:
Greenway Conditional Use

Permits are required in urban areas for new structures within 150 ft. of the ordinary low water line.

The Willamette River Greenway program states, "That to the greatest possible degree, public access will be provided by appropriate legal means to and along the river."

Issue

Clarification of the location of the Greenway path and access through versus around sites with the southern portion of the Portland Willamette Greenway.

Greenway Intent

The intent of the Willamette Greenway is to set back activity from the river as far as possible or practical in order to preserve the scenic and natural quality of the river. The intention of the path is to provide continuous access along both sides of the river south of the Broadway Bridge.

Discussion

The intent of the Greenway program is to provide a Greenway path along the river in the general vicinity of the high water line or landward. The path should not go around a use except where it is functionally impossible for a water-related use to be set back from the river.

Uses which are not dependent upon water access—such as apartments, hotels, restaurants, and shop uses—should be set back from the river in order to provide for the Greenway access. Uses such as a boating related facility would be a water dependent function, especially a boat launching elevator which would need direct access to the river.

Interim Planning Commission Policy

The Willamette Greenway public access should be established along the river. The path should be encouraged in the vicinity of the high water line or slightly landward. The access (path) should not go around a site or landward from the above except where a river oriented function makes the access path impossible. Where river functions preclude the access, an applicant should be encouraged to provide an alternative solution for public access. This policy is for the southern portion of the Willamette Greenway, south of the Broadway Bridge.

This interim policy is effective until Planning Commission adoption of a Greenway Comprehensive Plan.

N. Weisser/rle
CITY OF PORTLAND PLANNING COMMISSION, 424 SW Main St., Portland, Oregon 97204

GREENWAY LANDSCAPING-VEGETATION POLICY

adopted March 7, 1978

Greenway Conditional Use

Permits are required in urban areas for new structures within 150 ft. of the ordinary low water line.

The Willamette River Greenway Program states, "That to the greatest possible degree, the intensification, change of use, or development will provide maximum practicable landscaping, aesthetic enhancement, open space, or vegetation between the activity and the river."

Issue

Clarification of the Greenway program in light of a building extending to the low water line.

Discussion

The LCDC statement stresses the concept that the upland or riverbank uses called "activities" will be set back from the river with a landscaped open space strip or area between the use and the river. It appears that the phrase "to the greatest possible degree" allows uses which functionally require river access or connections between land and river uses. Examples might include ramps or docks which connect the land and river uses.

Uses which are residential, commercial, or industrial and can function landward of the Greenway open space and path should be located landward. Functions which utilize both land and water facilities as essential elements may have to be located partially or entirely within the Greenway area. A boat storage facility would not necessarily have to be located over the river; however, a boat launching elevator or hoist would have to be partially within the Greenway area. Moorages for houseboats, pleasure craft, or ships, of course are permitted within the river area.

Interim Planning Commission Policy

Non-river related uses and non-river dependent uses shall be set back landward from their high water line a sufficient distance to provide for open space and vegetation as well as the access path.

Uses which are river dependent in their function should be evaluated on an individual basis. Applicants should prove that an exception should be granted for their use and demonstrate how the Greenway path provision will be accommodated.

The policy is for the southern portion of the Willamette Greenway, south of the Broadway Bridge. The interim policy is effective until Planning Commission adoption of a Greenway Comprehensive Plan.

N. Weisser/rle
3. SITE ACREAGE

A. Calculations by Area

<table>
<thead>
<tr>
<th>Area Description</th>
<th>Acres</th>
</tr>
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<tbody>
<tr>
<td>Front to Interstate On-Ramp</td>
<td>6.21</td>
</tr>
<tr>
<td>Interstate On-Ramp to Harbor Way</td>
<td>15.53</td>
</tr>
<tr>
<td>Sherman, Caruthers, Grant Ave.</td>
<td>5.19</td>
</tr>
<tr>
<td>Harbor Way to S.P. R-O-W</td>
<td>4.48</td>
</tr>
<tr>
<td>S.P. R-O-W</td>
<td>4.06</td>
</tr>
<tr>
<td>R-O-W to High Water Line</td>
<td>31.37</td>
</tr>
<tr>
<td>High Water to Harbor Line</td>
<td>6.31</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>73.15 acres</strong></td>
</tr>
</tbody>
</table>

B. Calculation by Ownership

<table>
<thead>
<tr>
<th>Ownership Type</th>
<th>Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Private* (other)</td>
<td>4.80</td>
</tr>
<tr>
<td>Southern Pacific</td>
<td>4.00</td>
</tr>
<tr>
<td>Pacific Power &amp; Light</td>
<td>25.00</td>
</tr>
<tr>
<td>Public</td>
<td></td>
</tr>
<tr>
<td>City</td>
<td>7.80</td>
</tr>
<tr>
<td>Other</td>
<td>31.55</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>73.15 acres</strong></td>
</tr>
</tbody>
</table>

* Caruthers Street Area = 2.27 acres
5. PUBLIC MARKET OPPORTUNITIES

A. Portland Community College

Portland Community College is generally very interested in developing their "Marine Program". At present it is scattered around the city and they are utilizing the existing city dock on our site on literally a day to day basis. DeBernadis is very anxious for this site to be redeveloped in a manner that maximizes the inherent potential of the riverfront.

They are interested in an expanded program that could be housed on this site in about 10,000 square feet.

- Four classrooms
- Engine Repair Lab
- Administrative offices
- Space for boat repair
- Dock space for four or five boats

Their expanded program would also include sailing, rowing, canoeing, etc. (They now teach canoeing in a swimming pool!) They have $500,000 available now.

B. Portland State University

The Marine Board, through the Boating Safety and Education Program, has provided funds for the P.S.U. Sailing Program with a Marine Facility Grant. This program now operates from the city dock.

Sailing is taught spring, summer and fall quarters.

- two hour class, twice a week
- three to four classes per term
- eleven boats and one rescue vessel
  - 6 - 13' boats
  - 4 - 14' boats
  - 1 - 10' boat
  - 1 rescue vessel - 17' motor boat

- Addition of two boats will provide full hull sailing program.
- A covered storage area is needed for the rescue boat.
- Security needed because they now leave boats there and cover during the winter.
- Need parking, some off-peak.
  - 30 students per class
  - 400 student per year

- Need a classroom if possible. (Could share a PCC classroom.)
Marine Biology docks a 20' skow for sediment reading at the dock also. If a good facility were available PSU might develop a canoe and kayak program. The program does not exist now.

C. Tennis Courts – Park Bureau

The basic questions surrounding the tennis courts are:

- What's the need?
- If there is need, what's the best location?
- If built, who operates?

Park Bureau has a city-wide demand study for tennis courts by the Leland Company and a city-wide comprehensive plan for tennis. They will make it available and are now doing a detailed downtown market feasibility study. This will be provided to the team by mid-July at the latest.

What are other good uses for site across from Marriott? (Marriott opens March, 1979)

Bureau's current estimate for four indoor courts: $600,000.00.

D. Recreation Activities (Laundry List)

- Metropolitan Facilities
  - Aquatic Zoo/Aquarium
  - Aviary
  - Bandstand (floating)
  - Swimming Pool
  - Waterfront People Mover or Mini-Train
  - Swimming-river
- Track and Field
  - Baseball/Softball
  - Soccer
  - Lacrosse
  - Field Hockey
  - High Jump/Pole Vault/ Broad Jump Pits/Discus
- Games – with Equipment Check-Out Facility
  - Checkers/Chess
  - Bocce
  - Shuffleboard
  - Hopscotch
  - Basketball
  - Badminton
  - Volley Ball
  - Horseshoes
- Children's Facilities
  - Playground – Hard and soft surface area and equipment.
  - Wading pool or fountain.
E. Other Project Ideas (from interviews and meetings)
   o Talk to Historical Society about Marine Museum.
   o Space for individual boat repair - available on a rental basis; can be clean and interesting for people to watch.
   o The more activity associated with educational activities the better for public and students.
   o Bicycle rental.
   o Facilities for crewing.
   o Boat launching ramp (probably not appropriate on this site).
   o Shopping Center - service South Auditorium and Corbett Terwilliger
     o Food market specifically
     o Liquor store
     o Pharmacy
     o Public Dock Space for fishing. (Marina should not develop aura of exclusivity).
   o Natural Beach Area.
   o Canoe Rental
   o Picnic Tables
   o Small Boat Rental

F. P.P.&.L. Finger Pier
   If the old PP&L dock is removed PP&L will need a finger pier for oil unloading from a barge during interrupted gas service. Occurs in winter.
MARQUAM TO ROSS ISLAND
A. Corbett Terwilliger Study

RELATIONSHIP OF THE CORBETT, TERWILLIGER AND LAIR HILL POLICY PLAN TO THE SOUTH DOWNTOWN WATERFRONT STUDY

In September of 1977, the Portland Bureau of Planning completed a policy plan to aid implementation of a comprehensive development plan for the area bounded by Taylor's Ferry Road, Barber Blvd., the Stadium Freeway, and the Willamette River. Within these boundaries are four generally distinguishable sub-areas: the Corbett, Terwilliger, and Lair Hill neighborhoods west of Macadam Ave., and the Macadam Corridor which extends immediately east of Macadam Blvd. from the Marquam to the Sellwood Bridges. Of these sub-areas, the development of the South Downtown Waterfront will have the greatest impact on the Macadam Corridor, particularly the northern twenty percent of the corridor between the Marquam and Ross Island Bridges from the Willamette River to I-5. For purposes of this section of the study, that twenty percent will be called the North Corridor. This section of the South Downtown Waterfront Study abstracts from the policy plan conditions of goals and policies for, and general findings about, that northern section of the Macadam Corridor proximate to development of the South Waterfront.

1. Conditions

(a) Land Use

Land use in the North Corridor is industrial. It is zoned for heavy manufacturing (M1). However, there is increasing pressure to convert what has been since the late 1800's exclusively industrial land to mixed residential, commercial and recreational uses. Three major riverfront industries have vacated sites in the Corridor in recent years. Such mixed use projects as John's Landing and La Bien, located further south in the Macadam Corridor, are examples of what this pressure can produce. The Willamette Greenway Plan contributed to this pressure by recommending riverfront land in the corridor be converted to residential, commercial and recreational uses.

The land immediately south and west of the North Corridor is zoned for general manufacturing (M-2). It is expected that there will be zone change requests in the future to designate the land M-3 or C-2. The M-3 and C-2 zones are the only ones in which mixed
use development such as John's Landing is permitted. The land to the southeast of the North Corridor is zoned apartment-residential (AO).

(b) Transportation and Traffic

The North Corridor is bounded on three sides by highway, bridges, or connecting ramps. The policy plan recounts that there are almost 100,000 average daily trips on I-5 and Macadam Blvd. combined. No count was provided for traffic crossing the Marquam or Ross Island Bridges, but because of their role as major transportation routes connecting the CBD with southeastern Portland, it can be assumed traffic across these bridges is likewise dense. The plan identified Macadam Blvd. and the Ross Island Bridge ramps as principal problems. Macadam Blvd. is operating above its designed capacity of 1,000 vehicles per hour resulting in level "D" or "E" service during peak hours. Density problems are compounded because traffic lanes on Macadam Blvd. are a narrow 9½ feet wide. The other outstanding traffic circulation problem is the connection of several major routes to the Ross Island Bridge. The present ramp system routes traffic directly through residential streets in the Corbett neighborhood. In addition to these circulation problems, the high traffic levels produce concomitant problems of high noise levels and concentrations of vehicular exhaust.

The North Corridor is served by a bus route along Macadam Blvd. There is a Southern Pacific Railroad right-of-way east of Moody Avenue but no count of rail traffic was provided. The right-of-way is also to be used as a link in the bikeway system.

(c) Utilities

According to the Bureau of Sanitary Engineering, there are no apparent problems in the North Corridor requiring additional storm or sanitary sewer construction, although some of the sewer lines date back to the turn of the century and were designed for residential use. Trunk lines parallel the Ross Island Bridge along Wood Street and follow Thomas Creek intersecting the former line at Moody Avenue under the bridge. The proposed re-zoning in the Corbett-Terwilliger-Lair Hill neighborhoods from A0 and C2 zones to A2.5 will reduce the amount of non-permeable area, thereby reducing future storm sewer requirements anticipated for this section of the city.
2. Goals

The policy plan set forth seven goals for the Macadam Corridor:

(a) Maintain industrial uses where they currently exist, especially along the river.
(b) Retain heavy industry north of John's Landing to Gibbs Street.
(c) Encourage development of mixed commercial, recreational, and residential uses in the corridor south to Gibbs Street.
(d) Retain manufacturing on the east side of Macadam from Nebraska Street to Taylors Ferry Road.
(e) General office buildings and some compatible manufacturing are preferred uses along the west side of Macadam.
(f) Commercial "drive-in" facilities shall be discouraged to prevent strip development.
(g) Adopt traffic and circulation policies developed by the planning commission (see also South Portland Circulation Study).

The Bureau of Planning recommends that these be considered Interim Goals. Formulation of more final goals awaits the completion of the Willamette Greenway Plan.

3. Objectives

The policy plan set out three overriding development policies complemented by one or more possible actions which should be taken in order to implement those policies. The first two development policies concentrated on maintaining and improving the residential neighborhoods of Corbett, Terwilliger and Lair Hill. The final policy was to control development and improvements in the Macadam Corridor. Particular concern was expressed in preserving the "Miles Place Colony" south of Willamette Park, and it was recommended that no conditional use permits for park use on land occupied by that area be approved. No other actions were specifically recommended to achieve the objective advanced, but a rationale for the policy was provided which suggested what actions might follow when development is proposed. The purpose of controlling Macadam Corridor development is to retain an industrial base to serve local employment needs and to mitigate the economic pressure toward strictly commercial development along the riverfront. When these industries relocated, a mixture of residential, commercial, and recreational uses should be encouraged.
By accomplishing this policy of controlled development in the Corridor four express sub-policies are furthered:

(a) Existing businesses are protected.  
(b) Residential waterfront development is made possible.  
(c) The entry corridor to the CBD is developed to be scenic.  
(d) The traffic impact on adjacent neighborhoods and on Macadam Blvd. is minimized.

4. Proposed Physical Improvement Projects

A final chapter of the policy plan sets out a list of specific improvement actions. The vast majority of these improvements are to be located in the Corbett, Terwilliger or Lair Hill neighborhoods and are meant to contribute to the goal of increasing residential usefulness. The following improvements were recommended for the Macadam Corridor. The status of each proposal is indicated where available.

(a) A pedestrian/bicycle path was proposed along the waterfront. It is currently under study.
(b) It was proposed Macadam Avenue be improved to a 4-lane divided boulevard with landscaped median, turning lanes, and planted parking strips. This $8 million project is currently under study.
(c) It was proposed that a light rail transit system be implemented on existing track in the Macadam Corridor. The feasibility of this proposal is as yet undetermined.
(d) Improved landscaping was proposed for the area adjacent to I-5 and at the intersection of the freeways and bridge ramps.
(e) It was proposed that ramps to the Ross Island Bridge be realigned so the bridge is more readily accessible to Macadam Avenue traffic. This proposal is currently under study.
Portland’s Waterfront Park

Portland’s history began with its waterfront. From the day in 1845 when Asa Lovejoy and Francis Pettygrove laid out sixteen blocks on the west bank of the Willamette River, running from Washington Street on the north, to Jefferson Street on the south, and extending two blocks west from the river, the waterfront has been a life source for the city and the repository for much of its greatest history.

In An Illustrated History of the State of Oregon, written in 1893, the Rev. H.K. Hines describes his arrival at Portland’s waterfront.

"Approaching it by river, little can be seen of it but a long, low range of docks and wharves, by the side of which are lying scores of steamers, or before them are anchored many ships of the sea..."
... As one steps ashore and rises into the streets and looks up and down and out, between the long rows of stores and hotels, rising for six or ten stories, of massive form and splendid architecture, and sees the ceaseless stream of comers and goers, the flashing by of hundreds of electric cars, and listens to the ceaseless roar of business, ... he awakens to find himself in the heart of a great commercial emporium."

Business crowded close to the fastest means of transportation available, the steamboats on the river. When the railroads came, a small piece of waterfront from Jefferson to Clay Streets was deeded to the City in 1885, to be used for a railroad terminal. The railroads continued to expand along the waterfront, and by the early 1920's, Portland was touted as having the best served port on the West Coast.

Many of the names which became a part of Portland's industrial and business history were first familiar to the public on buildings and warehouses along the waterfront. Ladd & Tilton Bank, the First National Bank of Portland, Meier & Frank, the J.K. Gill Company, the Portland Gas & Coke Company, the Oregonian; all were part of the early days along the river banks. Another early landmark, the penitentiary, was first located at the foot of Hall Street, and, on a more positive note, the first school was at S.W. First Avenue and Taylor Street, built in 1847. In 1851, the first city election was held on the west side of Front Avenue between Alder and Taylor, an open-air affair which provided both education and entertainment for the citizens who gathered during the day to watch the workings of the democratic process and election of Hugh D. O'Bryant as the first mayor.

From the early 1850's ferry service provided the only means of crossing the Willamette. The Stark Street ferry, destined to ply the Willamette for nearly half a century, was in its early state a creaky, old float boat powered by a paddlewheel, powered in turn by a mule. But, after a few years, Uncle Jimmy Stephens upgraded his ferry line to steam. In 1887 the Morrison Bridge's wooden span opened, signaling an end to the ferry business.

The City of Portland has a unique and enormously valuable asset in its waterfront. Throughout the years there was the feeling that much of the waterfront should be under public ownership, and indeed, it had been the intention of Pettygrove and Lovejoy to dedicate a portion as a public levee. What the people of Portland have anticipated over sixty years and ten unexecuted plans has now been accomplished — a major Waterfront Park in downtown Portland. One of the key elements of Portland's Downtown Plan, the park is the realization of the city founders' dream — to have public land along the waterfront dedicated to the use and enjoyment of all its citizens.
On behalf of the City of Portland and the Portland Development Commission, you are cordially invited to the dedication of Waterfront Park.

10:00 a.m.

Sunday, July 16, 1978

and Neighborfair opening ceremonies

(Main stage area near Battleship Oregon mast)