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MOVING FORWARD: A STRATEGIC FRAMEWORK

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Benefits of a Non-Profit Waterfront Corporation to the City of Portland

- The creation of a long-term waterfront vision and a phased implementation plan can buffer against shifting political priorities.
- An organization dedicated to the waterfront would prioritize obtaining funding for projects as a cornerstone of its mission.
- This organization would provide additional capacity to manage the funding of everyday maintenance and capital projects on Portland's Central City waterfront.
- Portland Parks and Recreation (PPR) would be free to focus on public space deficiencies in other areas of the city.
- Additional activities arising from the organization's management of the park could provide an additional revenue stream for PPR.

The Need for a Non-Profit

Although there have been many great ideas for improving Portland's waterfront over the past several decades, the majority have not been implemented. Portland's weak mayoral system lends itself to a political climate wherein it is

immensely difficult to implement long-term plans and visions over time. Political realities, coupled with the changing composition of leadership, dictate that policy direction and priorities shift with every new administration. Projects in and around the Willamette River's Central Reach are often long-term and require insulation from these political cycles. For these reasons, a private non-profit entity should be created to plan, coordinate, implement, and manage waterfront projects within the Central Reach of the Willamette River. This proposed non-profit entity will be a keeper of and champion for the city's waterfront vision over time.

Past Calls for a Non-Profit Corporation for Waterfront Park

The idea of creating a non-profit entity to manage Portland's waterfront vision is not a new one. The 2003 Waterfront Park Master Plan suggested establishing a permanent entity to work with Portland Parks and Recreation to develop a management plan, provide overall management of the park's operations, create and apply event guidelines, and ensure that the goals of the Master Plan continue to be fulfilled over time. The 2004 River Renaissance Strategy called for the creation of an outside organization to manage the plan's vision. Watermark Planning believes that now is the time to implement these ideas not just for the park but for the entire Central Reach.

Why the Central Reach?

Waterfront Planning recommends that a future non-profit entity focus on waterfront projects throughout the Central Reach. This geographic scope would ensure that waterfront projects in and around Portland's downtown are planned, implemented, and operated in a consistent and efficient manner. For instance, Central Reach-wide design guidelines could ensure that all new development within the organization's area of influence serves to enhance the Willamette River and protect important resources, including views, habitat, and public open spaces.

Successful U.S. Waterfront Management Structures

Other cities that have created non-profit corporations or other entities to plan, coordinate, and implement successful waterfront projects include Pittsburgh, Pennsylvania; Louisville, Kentucky; Columbus, Ohio; and Boston, Massachusetts. Each of these organizations focuses on harnessing private dollars to finance large-scale public improvements. An example from Pittsburgh is Riverlife, a non-profit, public-private partnership organization, whose task was to manage the long-term planning and development of Pittsburgh's riverfronts. Riverlife's efforts have led to award-winning and successful riverfront developments. In Louisville, community leaders sought to create an entity that would be insulated from electoral politics and therefore free to enact

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A Model Non-Profit Entity



Pittsburgh, Pennsylvania

“Riverlife’s mission is simple: To reclaim, restore and promote Pittsburgh’s riverfronts as the environmental, recreational, cultural and economic hub for the people of this region and our visitors.”

“Riverlife (formerly Riverlife Task Force) is a public-private partnership established in 1999 to guide and advocate for the redevelopment of Pittsburgh’s riverfronts. Riverlife works to reconnect Pittsburgh with its rivers by bringing recreation, ecological restoration and economic opportunity back to our waterfronts.”

a long-term community vision for the revitalization of Louisville’s riverfront. The Louisville Waterfront Development Corporation has managed downtown riverfront revitalization efforts since 1986, developing an 80-acre waterfront park that has transformed the city’s downtown. Columbus utilizes its regional development corporation to tackle especially challenging projects, focusing on projects that require multi-agency coordination or levels of capital investment beyond the capacity of the city. For the purposes of its riverfront renewal, the city created a short-term nonprofit to coordinate planning activities along the riverfronts. In Boston, the Esplanade Association, a private-public partnership organization, was established in 2001 to restore and enhance the Charles River Esplanade. The Association has led to an impressive series of improvements and enhancements in the park, including the replacement of benches, dock renovations, launch of a park volunteer program, launch of a goose control program, free summer programming, construction of an Esplanade Playspace, and restoration of a memorial, among others.

Funding Sources and Opportunities

While the majority of moneys used to fund these projects would come from private sources, philanthropy, and grants, the City of Portland should contribute to the entity’s operating budget. In return, stakeholder agencies would have representation on the organization’s board of directors.

Another prospective funding source for Waterfront Park-related projects is crowdfunding. Numerous online platforms exist to fund projects through philanthropic contributions. Two well-established crowdfunding platforms are Indiegogo and Citizinvestor, a crowdfunding and civic engagement platform that exclusively funds local government projects. Crowdfunding is not a new type of funding mechanism for public projects, nor is it new to Portland. In the pre-internet era, the construction of Pioneer Courthouse Square was funded brick by brick. More recently, Gateway Green, a 38-acre open space and recreation area, raised more than \$120,000 through Indiegogo, an online platform. These funds were used to finance final design, permitting fees, and construction costs. It is imperative that the non-profit entity phase its projects to take full advantage of these different sources of short-term and long-term funding over time. This will serve to sustain a long-term vision for the waterfront.

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Tactical Urbanism: Temporary Interventions to Inspire Long-Term Change

Tactical urbanism refers to an approach to placemaking that employs low-cost or temporary measures to spur movement towards a long-term transformation.

Why tactical urbanism?

Part of the appeal of tactical urbanism is that its methods tend to be low-cost but have the ability to have a disproportionately large impact. In days of shrinking municipal budgets, tactical urbanist measures fit well with the pressures that cities face to be creative with limited funding and to consider smaller and more incremental projects. Tactical urbanism represents a desire for increasing livability while responding to public processes that often alienate much of the public. Its experimental nature means that it is a way of testing ideas without large financial, political, or time commitments, and without a permanent commitment to a particular approach. Such measures also allow community members to envision what changes could look like in a very concrete, immediate, and accessible manner rather than through artists' or designers' stylized renderings more typical in a formal planning process.

Where should it be used? Applicability in Waterfront Park

Tactical urbanism tends to be applied in walkable, human-scale urban settings. Waterfront Park meets this criterion. However, what is unique about the application of tactical urbanism in the project study area, large urban park, is that frequently tactical urbanism is used to transform a streetscape lacking in green space into a pedestrian zone or a pocket park (such as a parking-space sized park). For these reasons tactical urbanist approaches applied in Waterfront Park are likely to look quite different than in, say, Times Square.

A broad range of issues can benefit from a tactical urbanist approach. A mere sample of the ways in

The five characteristics of tactical urbanism have been identified as:

- "a deliberate, phased approach to instigating change;
- an offering of local ideas for local planning challenges;
- short-term commitment and realistic expectations;
- low risks, with a possibly a high reward;
- and the development of social capital between citizens, and the building of organizational capacity between public/private institutions, non-profit/NGOs, and their constituents."

which tactical urbanist measures can be used to improve livability are the following:

- To increase safety (traffic calming, temporary curb extensions)
- To build awareness (by calling attention to unsafe intersections, or the need for additional amenities such as bicycle lockers)
- To make a problematic or underused space more vibrant through temporary activities
- To promote desired behaviors such as walking or cycling (through signs showing distances on foot or bicycle)

“The lack of resources is no longer an excuse not to act. The idea that action should only be taken after all the answers and the resources have been found is a sure recipe for paralysis. The planning of a city is a process that allows for corrections; it is supremely arrogant to believe that planning can be done only after every possible variable has been controlled.”

-Jamie Lerner

Architect, urbanist, and former mayor of Curitiba, Brazil

(Quoted in Lydon, et al., *Tactical Urbanism 2: Short-Term Action, Long-Term Change*)

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Tactical urbanist techniques were used to transform the above section of Broadway in New York City into less of an auto-dominant place and more of a people-friendly place.

Many of the problematic conditions in Waterfront Park mesh very well with the examples identified above. Furthermore, the five characteristics of tactical urbanism identified by Lydon are highly applicable to Waterfront Park as they emphasize the use of low-cost temporary or phased measures in order to catalyze long-term change. In addition, one tactical urbanism's characteristics and benefits, the creation of social capital, could be useful in spurring the creation of a public-private partnership or non-profit to develop and guide a long-term vision for the park.

Tactical urbanism as a form of incremental planning:

“Improving the livability of our towns and cities commonly starts at the street, block, or building scale. While larger scale efforts do have their place, incremental, small-scale improvements are increasingly seen as a way to stage more substantial investments. This approach allows a host of local actors to test new concepts before making substantial political and financial commitments.”

(Lydon, et al., *Tactical Urbanism 2: Short-Term Action, Long-Term Change*)

“A Day in the Park” as Tactical Urbanism

Watermark Planning’s “A Day in the Park” captures the spirit of tactical urbanism. An experimental event, it involved several low-cost activities of an everyday nature to enliven the park. “A Day in the Park” served to raise awareness of park needs by addressing them in a temporary manner. For instance, holding children’s activities in the park called attention to the need for a play structure for children and other ongoing activities for children. While temporary in nature, some of the activities that were present are ones which could evolve into a permanent use; two examples are the information booth or equipment rental station, which could easily become a permanent installation in the park. Another example which was canceled because of weather, a beach in the Hawthorne Bowl, could also serve to demonstrate that the Bowl could become an attractive location for bathing in the Willamette.

Other applications of tactical urbanism in Waterfront Park include the creation of a Sunday Parkway, combined with pop-up exhibits and retail spaces in vacant storefronts and lots along Naito Parkway. This could serve several purposes: to expand the pedestrian environment along Naito Parkway, traffic calming, and economic development.



Watermark Planning’s temporary Visitor Information Booth at “A Day in the Park.”



9 OUTCOMES & ASSESSMENT

To measure and assess progress over time, BPS or a private non-profit entity should oversee regular assessments of a series of benchmarks in coordination with the relevant monitoring agency.

Placemaking: Outcomes & Assessment

Objective	Method of Assessment	Frequency of Assessment		Baseline (June 2014)	Monitor
		Yearly	Yearly Until Met		
Waterfront Park is a place where Portland’s unique history and natural environment are celebrated.	Interactive art installations or permanent exhibits that educate, inspire, and/or serve a practical or wayfinding function are present in and around Waterfront Park.	X		Not inventoried	PPR
	An interactive play structure for children designed to incorporate Portland’s maritime and Native American history (ex: steamboat, play bridges, and dug-out canoes) is installed in Waterfront Park.		X	No playground exists.	PPR
	Crosswalk art (e.g., salmon, other local flora and fauna) is installed and maintained in all major pedestrian crossings along Naito Parkway.	X		No crosswalk art is installed at any Naito Parkway pedestrian crossings.	PBOT
Waterfront Park is a public space for the expression and enjoyment of the arts and culture for all.	Ongoing/rotating art displays occur in a programmed and designed space within the park at least every other week between the months of May and November.	X		There is no programmed rotation of art displays in the park.	PPR
	Established galleries, pop-up exhibits in vacant spaces, and more cutting-edge open-air exhibits along or near Naito Parkway are connected by programmed public art walks that occur at least monthly between May and November.	X		No programmed public art walks occur in this area.	PDC
	Lighting on the bridges is installed, transforming them into dynamic nighttime attractions.	X		Some bridges are lighted for short periods of time or during special occasions.	Multnomah County
	A feasibility study of installing a bandshell in the park has been completed.		X	No permanent bandshell exists.	PPR
	A feasibility analysis of art on the seawall has been completed.		X	No analysis has been completed.	PPR
	Arts and cultural events occurring in and around Waterfront Park are affordable to and representative of a larger segment of regional residents.	X		An inventory of the relevance and affordability of events has not been completed.	BPS
Waterfront history is highlighted.	Historical markers are updated/replaced using the example of the Eastbank Esplanade.		X	An inventory of current markers has not been completed.	PPR
	The level of awareness of Native American history as well as more recent history of the central city and the Willamette River is increased.	X		No survey has been completed.	PPR

Placemaking: Outcomes & Assessment

Objective	Method of Assessment	Frequency of Assessment		Baseline (June 2014)	Monitor
		Yearly	Yearly Until Met		
Multiple ways exist for people to experience the "you are here" concept.	The street grid is extended into the park in a series of pathways leading to viewing platforms over the seawall.		X	The street grid ends at Naito Parkway.	PPR
	Street signs that identify cross-street connections to downtown are installed along the promenade in the style of the cross-street signs on the Eastbank Esplanade.		X	No street signs exist along Tom McCall Waterfront Park promenade.	PPR
	Bridge signs are installed and clearly visible to passersby in the park.		X	No bridge signs are installed in Tom McCall Waterfront Park.	PPR
	The Willamette River is clearly identified through signage.		X	No signs identify the Willamette River.	PPR
Visitors feel safe and comfortable in Waterfront Park.	A variety of seating is installed throughout the park, including furniture for eating.	X		There are few seating options in Tom McCall Waterfront Park.	PPR
	Covered areas are installed in conjunction with seating.	X		There are no covered seating area in Tom McCall Waterfront Park.	PPR
	The Hawthorne Bowl is terraced to create a more formal amphitheater for enjoying performances as well as views of the river.		X	The Hawthorne Bowl is not terraced.	PPR
	Sufficient number of safe, public restrooms exist at convenient locations throughout the park.		X	There are a total of two, permanent, single occupancy public restrooms in the park.	PPR
	Lighting throughout the park is improved, particularly under bridges.	X		Not inventoried	PPR
	Security is increased through the presence of park ambassadors.		X	Park ambassadors do not exist.	PPR
	A sufficient number of trash and recycling receptacles are installed and serviced throughout the park.	X		Not inventoried	PPR
The waterfront is an engaging place for users of all ages.	An all-weather skatepark and public plaza are constructed at the base of the Steel Bridge.		X	No skatepark exists in this space.	PPR

Access & Circulation: Outcomes & Assessment

Objective	Method of Assessment	Frequency of Assessment		Baseline (June 2014)	Monitor
		Yearly	Yearly until met		
Park visitors swim in the river and recreate by the water’s edge.	A designated beach for swimming and direct water access exists.	X		No designated beach exists.	PPR
	Changing rooms/bathrooms near areas of direct river access are installed.		X	No changing rooms/ bathrooms exist for swimmers and other river users.	PPR
Residents and visitors are aware of the improved water quality of the Willamette.	Portland residents are surveyed to gauge their level of knowledge regarding water quality issues and other topics concerning the environmental health of the river and its flora and fauna.	X		No survey completed	BES
Tom McCall Waterfront Park is a destination for watersports activity.	Access to Hawthorne Bowl beach is improved to service all people.	X		Access to Hawthorne Bowl is limited; visitors must walk on very uneven surfaces.	PPR
	A boat rental facility exists near Hawthorne Bowl.		X	No boat rental facility exists near Hawthorne Bowl.	BPS
	Beach access and at least one low dock near the downtown core exist for paddle watercraft.	X		Facilities for paddle boaters are limited. The Hawthorne Bowl is used for launching lightweight paddle watercraft.	BPS
	A new paddleboat house exists within the Central Reach.		X	The paddle boat house on the eastside of the Willamette River is scheduled to be transitioned into another use within 8-12 months.	BPS
	A covered seating and staging area that serves commercial and recreational boaters exists within Waterfront Park.		X	No designated covered area for boaters exists within Waterfront Park.	PPR
	A regular count of the number of on-water and in-water recreationalists using Waterfront Park is conducted.	X		No count done	PPR
Waterfront Park provides visitors with visual access to the water.	A cantilevered platform or pathway is installed over the river.		X	No platform exists.	PPR
	A feasibility study of building a viewing tower is complete.		X	No feasibility study for a viewing tower has been conducted.	PPR
	Key sight lines to the river from downtown are inventoried and characterized.	X		Not inventoried	BPS
	Artwork is installed at terminating vistas in Waterfront Park.			The mast of the USS Oregon is not located at the termination of Pine St. in the park.	PPR
	The street grid is extended into the park in a series of pathways leading to viewing platforms over the seawall.		X	The street grid ends at the eastern edge of Naito Parkway.	PPR

Access & Circulation: Outcomes & Assessment

Objective	Method of Assessment	Frequency of Assessment		Baseline (June 2014)	Monitor
		Yearly	Yearly Until Met		
Park visitors can easily walk, bike, and roll to the park from Central City neighborhoods and bridges.	Crosswalks across Naito Parkway are added at all intersections.		X	Crosswalks are needed at the following intersections: SW Columbia, SW Yamhill, SW Morrison, SW Stark, SW Oak, NW Couch, NW Flanders.	PBOT
	Signalization is modified to prioritize pedestrian movement across Naito Parkway.	X		N/A	PBOT
	A feasibility study of converting Yamhill St. into a pedestrian-only street from Naito Parkway to 1st Ave. is completed.		X	No study completed	PBOT
	Two major bicycle gateways into and out of the park from Oak and Stark Streets are developed.		X	Connections between the downtown bicycle network and park paths are limited.	PBOT
	Pedestrians and bicyclists enjoy easy access to and from the bridges.	X		Limited number of stairs and ramps connect the park to the bridges.	PBOT
	A route for northbound commuter cyclists exists between the Naito/ NW Davis intersection into the park and back onto Naito Parkway.		X	Current route is designated as a difficult connection by PBOT.	PBOT
Park visitors can access the park easily via transit.	Public transit serves Naito Parkway and the waterfront.		X	There are no public transit stops along Naito Parkway.	PBOT
	A feasibility study of adding a seasonal circulating shuttle connecting the Waterfront with other downtown locations is completed.		X	No study completed	PBOT
	Existing transit stop announcements to call attention to the stops' proximity to waterfront destinations.	X		The following transit stops do not signal transit riders of their proximity to Waterfront Park: Yamhill District MAX station, Oak/ SW 1st Ave. MAX Station, SW Madison/1st Ave, SW Main/2nd Ave.	TriMet
Park visitors can safely walk, roll, or cycle at various speeds with minimal conflicts between modes.	Separated bicycle and pedestrian paths exist along or near the promenade.		X	No separated bicycle and pedestrian paths exist	PPR
	Signage is added to improve safety and increase courtesy between users of different modes.	X		Signage is limited and non-specific.	PPR
Park visitors have multiple paths along which to move through the park.	A sidewalk or additional paths are installed along the western edge of Waterfront Park.		X	No sidewalk or path exists	PPR
	Park users are surveyed to gauge their level of comfort and perception of safety.		X	No survey completed	PPR
	A feasibility study of building a buffered two-way cycle track on the east side of Naito Parkway is completed.		X	No study completed	PBOT
	Car-free Sunday Parkways on Naito Parkway along Waterfront Park occur at least every other month between May and October.	X		Car-free Sundays on Naito Parkway do not occur.	PBOT

Commercial & Recreational Boating: Outcomes & Assessment

Objective	Method of Assessment	Frequency of Assessment		Baseline (June 2014)	Monitor
		Yearly	Yearly until met		
<i>People use the river as a travel option.</i>	A long-term docks plan for the Central Reach of the Willamette River is completed.		X	No long-term docks plan for the Central Reach of the Willamette River has been completed.	BPS
	A feasibility study of a Lake Oswego to Downtown Portland commuter ferry is completed.		X	No commuter ferry feasibility study for service between these two cities has been completed.	BPS
	A governance and management structure for long-term regional on-water transit systems is in place.		X	No governance and management structure for long-term regional on-water transit systems is in place.	BPS
<i>Within the central reach, people make short connecting trips across the river by water transit.</i>	A feasibility and demand study for a cross-river seasonal ferry is complete.		X	No feasibility study has been completed.	BPS
	Target areas underserved by bridge and road connections for longer-term commuter potential are identified.		X	No target areas are identified.	BPS
	A count of the number of commuters who cross the river by water transit is completed.	X		No count done	BPS
<i>Mooring, docks and services attract on-water recreationalists to Waterfront Park.</i>	Permanent mooring buoys are installed in Hawthorne Bowl.	X		No permanent mooring buoys are installed in Hawthorne Bowl.	BPS
	A dock for downtown motor boat access is designated.		X	No dock is designated for downtown motorboat access	BPS
	Beach access and at least one low dock near the downtown core exist for paddle watercraft.	X		Facilities for paddle boaters are limited. The Hawthorne Bowl is used for launching lightweight paddle watercraft.	BPS
	A new paddle boat house exists within the Central Reach.		X	The paddle boat house on the eastside of the Willamette River is scheduled to be transitioned into another use within 8-12 months.	BPS
	A covered seating and staging area that serves commercial and recreational boaters exists within Waterfront Park.		X	No designated covered area for boaters exists within Waterfront Park	PPR
	Access to Hawthorne Bowl beach is improved to serve all people.	X		Access to Hawthorne Bowl is limited, people must walk on very uneven surfaces	PPR
	A boat rental facility exists near the Hawthorne Bowl.		X	No boat rental facility exists near Hawthorne Bowl	BPS
	Changing rooms/bathrooms near areas of direct river access are installed.		X	No changing rooms/bathrooms exist for swimmers and other river users	PPR
	A count of the number of on-water recreationalists using Waterfront Park is completed.	X		No count done	PPR

Commercial & Recreational Boating: Outcomes & Assessment

Objective	Method of Assessment	Frequency of Assessment		Baseline (June 2014)	Monitor
		Yearly	Yearly Until Met		
<i>Paddlers, swimmers, and boaters use the river without conflict.</i>	A count of the number of paddle boater who have earned their boater education cards is completed.	X		No count done	PPR
	There are separate and clearly marked zones for swimming and boat mooring in the Hawthorne Bowl.	X		There are no separate and clearly marked zones for swimming and boat mooring in Hawthorne Bowl	PPR
	Boat renters are required to take a safety education class before taking boats out on the river.		X	Boat renters are not required to complete a safety class before taking the boat out on the river	PPR

Economic Development: Outcomes & Assessment

Objective	Method of Measurement	Frequency of Measurement		Baseline	Monitor
		Yearly	Yearly Until Met		
<i>Naito Parkway is a vibrant, pedestrian-friendly corridor that features a variety of active evening and weekend uses complementing Tom McCall Waterfront Park.</i>	Car-free Sunday Parkways on Naito Parkway along Waterfront Park occur at least every other month between May and October.			Car-free Sundays on Naito Parkway do not occur as of June 2014.	PBOT
	Vacancy rates for office and retail space align more closely with the Central City sub-market vacancy rates.	X		N/A	PDC
	Market rental rates for office and retail space more closely align with the Central City sub-market rental rates.	X		N/A	PDC
	Bridgeheads are developed with key public attractions and mixed uses.		X	The Hawthorne, Morrison, and Steel Bridgeheads are mostly undeveloped.	BPS
	Inventory of residential workforce housing units in blocks near Naito Parkway more closely align with CC2035 goals.	X		N/A	PDC
<i>There is a revenue-generating, all-weather skatepark and public plaza at the base of the Steel Bridge that serves as a world-class competition facility and a regional attraction.</i>	The auto-access ramp leading from southbound Naito Parkway onto the eastbound portion of the Steel Bridge is decommissioned.		X	The auto-access ramp is still used, although only by road maintenance vehicles.	PBOT
	A financial framework for funding the project, including establishing a strategy for operations and maintenance has been created and adopted by the Old Town/Chinatown as well as City Council.		X	No framework currently exists.	PPR
	The Steel Bridge Skatepark is built.		X	No skatepark exists in this space.	PPR

Economic Development: Outcomes & Assessment

Objective	Method of Measurement	Frequency of Measurement		Baseline	Monitor
		Yearly	Yearly Until Met		
Park users can rent recreational equipment and purchase refreshments in the park beyond Saturday Market.	Commercial activity clusters have been designated within the park.		X	The Naito Legacy Fountain area is the only designated area for clusters of commercial activity.	PPR
	Loading-zones along Naito Parkway have been designated to serve commercial activity clusters in the park.		X	There are no officially designated loading zones along Naito Parkway.	PBOT
	The Old Visitor’s Center near Salmon Street Springs is used for a revenue generating commercial use.	X		The Old Visitors Center is currently occupied by the Rose Festival and does not generate revenue.	PPR
	A hardscaped surface for events and temporary commercial uses exists in the park.		X	Outside of the Bill Naito Legacy Fountain and the space occupied by Saturday Market, hardscaped surfaces in the park are limited.	PPR
	Vendors, other than those at Saturday Market, operate in the park on at least a weekly basis.	X		Currently vendors at Saturday Market are the only weekly presence in the park during the months of March - December	PPR
	The zoning code is modified to allow for small-scale retail uses in the park without conditional use permits.		X	Currently the zoning code does not allow for small-scale retail use in the park without a conditional use permit	BPS
The space under the Hawthorne and/or Morrison bridges is used for temporary or permanent commercial uses including food/drink establishments.	A feasibility and engineering study for siting a cafe or other retail use under one of the bridges has been completed.		X	No study has been completed.	PPR
	A cafe or other retail use occupies a space under one of the bridges.		X	Currently no cafe or retail use occupies any of the space under either of the bridges.	PPR
Amenities and services support waterfront commercial activity and draw residents and visitors to the area.	A visitor information booth is located in the park to direct people to businesses, services, and activities in the vicinity of the waterfront.	X		There is no visitor information available in the park.	PPR
	Pop-up activities, services, and events occupy the proposed hardscaped surface in the park at least twice a month.	X		No hardscaped surface exists on which activities and services can locate.	PPR
	Events are free to reserve and utilize Naito Parkway, downtown blocks (with priority on “flexible streets”), and/or adjacent Festival Streets in Old Town/Chinatown.	X		The events are constrained to the park or the surface parking lots along the western edge of Naito Parkway. Some events make limited use of Naito Parkway.	PBOT
	The downtown retail core on Morrison and Yamhill streets extends to the Waterfront.		X	The retail core currently ends at 3rd Street.	PDC
	A broad mix of retail opportunities at the street level exist along Morrison and Yamhil streets, extending at least to Naito Parkway.	X		Not inventoried as of June 2014	PDC

Natural Environment: Outcomes & Assessment

Objective	Method of Assessment	Frequency of Assessment		Baseline (June 2014)	Monitor
		Yearly	Yearly Until Met		
Wildlife is able to travel along natural corridors to and through Waterfront Park.	Three pollinator gardens using native plants in existing planters are installed.		X	No pollinator gardens have been installed.	PPR
	Park tree habitat and native avian species habitat needs are studied.	X		Park tree habitat and native avian species habitat needs has not been studied.	PPR
	Current tree pattern is replaced with natives.		X	No current trees have been replaced with natives	PPR
	Spaces for clusters of native vegetation and habitat are identified.		X	No spaces for clusters of native vegetation and habitat have been identified.	PPR
	A natural contemplative space is created.		X	No natural contemplative space has been created.	PPR
Salmonids utilize shallow water habitat in the Hawthorne Bowl.	The best locations of in-river habitat are identified and protected in the Bowl.	X		No locations of in-river habitat have been identified and protected.	PPR
	The separation of salmon and human uses is addressed.	X		The separation of salmon and human use had not been addressed.	PPR
Residents and visitors are informed about and appreciative of the environmental context of the park.	Interactive art installations, permanent exhibits, and formal programs that educate and connect people to natural systems are developed.		X	No art installations, permanent exhibits, or formal programs have been developed.	PPR
					PPR
Hawthorne Bowl is clean and geese don't interfere with human use.	Terracing and linear shrubs or hedges are installed in the Bowl.		X	The Bowl does not have any terracing or linear shrubs or hedges	PPR

Events: Outcomes & Assessment

Objective	Method of Assessment	Frequency of Assessment		Baseline (June 2014)	Monitor
		Yearly	Yearly Until Met		
<i>A citywide plan for events and festivals coordinates activities in public spaces, including Tom McCall Waterfront Park.</i>	A third-party net economic impact analysis of events and festivals in the city has been completed.		X	No net economic impact analysis has been completed.	BPS
	A city-wide strategic plan for events and festivals has been created.		X	No city-wide strategic plan for events and festivals has been completed.	BPS
<i>The number of days of unobstructed public park use during prime weather months is increased.</i>	Event length, including setup and takedown, is limited by a standard time limit.	X		No standard time limit exists.	PPR
	An escalating fee schedule for events that exceed this standard time limit is established.		X	No escalating fee schedule exists.	PPR
<i>Event uses enliven the park without negatively impacting other users.</i>	Alternate locations for ticketed events are identified.		X	No alternate locations have been officially designated.	PPR
	The amount of space dedicated to fenced events in Waterfront Park is minimized, relative to the baseline year.	X		The largest events occupy the space between Saturday Market and the Hawthorne Bridge.	PPR
	Event fees cover the full costs of park maintenance required to mitigate their impacts on the park.	X		Event fees do not currently cover full park maintenance costs required to mitigate their impacts on the park.	PPR
	A hardscaped surface, to service smaller events, is constructed in the park.		X	No hardscaped surface exists in the park beyond the covered Saturday Market space.	PPR
<i>Events strengthen the connection between Waterfront Park and adjacent neighborhoods, especially Downtown and Old Town/Chinatown.</i>	Events are able to reserve and utilize Naito Parkway, downtown blocks (with priority on “flexible streets”), and/or adjacent Festival Streets in Old Town/Chinatown.	X		Events in the park do not use Naito Parkway, downtown blocks, or adjacent Festival Streets in Old Town/Chinatown.	PBOT



10

A CALL TO ACTION

Watermark Planning strongly recommends that a private non-profit entity be created to plan, coordinate, implement, and manage waterfront projects within the Central Reach of the Willamette River.

A CALL TO ACTION: SHORT-TERM

Reviewing forty years of planning for Portland’s waterfront reveals the numerous common themes running through past plans’ visions for Governor Tom McCall Waterfront Park and its surroundings. Watermark Planning’s activation strategy represents an attempt to synthesize these themes and infuse them with a fresh, 21st century perspective. This plan offers a way forward that is bolstered by a sustainable implementation strategy.

Watermark Planning offers three recommendations to jumpstart the process of activating Waterfront Park today:

- The City of Portland should create a non-profit entity to manage waterfront projects;
- Tactical urbanism should be employed to get low-cost projects off the ground and bring changes to the park as quickly as possible; and
- Portland should undertake a catalytic project to transform its downtown waterfront.

Actions recommended in this plan have been organized according to time-frames for implementation and are presented in the following tables. By moving-forward right away with the list of short-term projects, Portland has the potential to dramatically transform its downtown waterfront.

It’s time to get our feet wet!

Theme	Short-Term Action
Access & Circulation	Remove rip-rap rock in selected areas to create an area conducive to swimming
	Create a beach
	Encourage a new boat rental facility near Hawthorne Bowl
	Develop covered seating area as staging area for recreational boaters
	Add crosswalks across Naito Parkway at all intersections: SW Columbia, SW Yamhill, SW Morrison, SW Stark, SW Oak, NW Couch, NW Flanders
	Modify signalization to prioritize pedestrian movement across Naito
	Study the feasibility of adding a seasonal circulating shuttle connecting the Waterfront with other downtown locations
	Modify existing transit stop announcements (Yamhill District MAX station, Oak/SW 1st Ave. MAX Station, SW Madison/1st Ave, SW Main/2nd Ave) to call attention to the stops’ proximity to waterfront destinations
	Add signage to improve safety and increase courtesy between users of different modes
	Explore the feasibility of closing Naito Parkway on Sundays
Commercial & Recreational Boating	Create a long-term docks plan
	Improve access to Hawthorne Bowl beach
	Install changing rooms/bathrooms near areas of direct river access. 3-5 years
	Install permanent mooring buoys in Hawthorne Bowl
	Require boat rental safety education class
	Study feasibility and demand for cross-river, seasonal ferry
Economic Development	Allow events to reserve and utilize Naito Parkway, downtown blocks (with priority on “flexible streets”), and/or adjacent Festival Streets in Old Town/Chinatown
	Conduct feasibility and engineering study for siting a cafe or other retail use under one of the bridges
	Create a visitor information booth in the park to direct people to businesses, services, and activities in the vicinity of the waterfront
	Decommission the auto-access ramp leading from southbound Naito Parkway onto the eastbound portion of the Steel Bridge
	Designate commercial activity clusters within the park
	Designate loading-zones to serve commercial activity clusters in the park
	Establish car-free Sunday Parkways on Naito Parkway along Waterfront Park

A CALL TO ACTION: SHORT-TERM

Theme	Short-Term Action
Economic Development	Explore and prioritize alternate commercial uses for the old Visitors Information Center
	Explore siting options for human-powered watercraft rentals along Naito Parkway
	Implement incentives that encourage new development in the Naito Parkway/riverfront area, including targeted clusters of commercial uses
	Incentivize workforce housing development along SW Naito Parkway and in the blocks immediately adjacent to the waterfront
	Pair temporary and pop-up uses in the park and along Naito with Sunday Parkways
	Recruit property owner participation for a program to use vacant spaces and lots for pop-up activities (food, art, entertainment)
Events	Explore alternate locations for ticketed events
	Petition a third-party net economic impact analysis of events and festivals in the city to provide a clear understanding of economic impact and set a baseline for evaluating tradeoffs
Natural Environment	Install three pollinator gardens using native plants in existing planters
Placemaking	Design public space for ongoing/rotating art displays
	Develop interactive art installations or permanent exhibits that educate, inspire, and/or serve a practical or wayfinding function (ex: Create “tree stump” seating dispersed throughout the park to symbolize Portland’s early nickname “Stumptown”)
	Identify the Willamette River through signage
	Improve lighting throughout the park, particularly under bridges
	Increase awareness of Native American history of the Central City and the Willamette River
	Increase awareness of the political legacy of Tom McCall, the park’s namesake, and his significance to the State of Oregon
	Increase security through the presence of park ambassadors
	Install a variety of seating throughout the park, including furniture for eating
	Install an interactive play structure for children designed to incorporate Portland’s maritime and Native American history (ex: steamboat, play bridges, and dug-out canoes)
	Install an interactive play structure in the park for children designed to incorporate Portland’s maritime and Native American history (ex: steamboat, play bridges, and dug-out canoes)
	Install bridge signs clearly visible to passersby in the park
	Install covered areas in conjunction with seating
	Install crosswalk art (ex: crosswalks representing salmon, other local flora and fauna)
	Install lighting on the bridges to transform them into dynamic nighttime attractions
	Install more trash and recycling receptacles
	Install street signs identifying cross-street connections to Downtown along promenade in the style of the cross-street signs on the Eastbank Esplanade
	Update/replace historical markers using the example of the Eastbank Esplanade

A CALL TO ACTION: MEDIUM-TERM

Theme	Medium-Term Action
Access & Circulation	Improve access to Hawthorne Bowl beach
	Expand options for paddle boats, including beach access and at least one low dock near the downtown core
	Develop a better route for northbound commuter cyclists between the Naito/NW Davis intersection into the park and back onto Naito Parkway.
	Provide a changing facility for beach visitors
	Identify and site new paddleboat house
	Extend the street grid into the park in a series of paved pathways leading to viewing platforms over the seawall
	Improve connections between the downtown bicycle network and park paths by developing two major bicycle gateways into and out of the park from Oak and Stark Streets
	Eliminate impediments to easy pedestrian and bicycle access to and from the bridges
	Introduce transit service along on Naito Parkway and the waterfront
	Resolve path conflicts between the Portland Loos, trees, and potential pathways
	Create a more inviting space for pedestrians through the use of vegetation and pedestrian-scale lighting
Commercial & Recreational Boating	Commission a feasibility study of a potential Lake Oswego-Downtown Portland commuter ferry
	Create separate zones for swimming and boat mooring in Hawthorne Bowl
	Develop covered seating and staging area that serves commercial and recreational boaters
	Develop governance and management structure for long-term regional on-water transit systems
	Encourage a new boat rental facility near Hawthorne Bowl
	Expand options for paddle boats, including beach access and at least one low dock near the downtown core.
	Identify and site new paddle boat house
	Identify dock for downtown motor boat access
	Identify target areas underserved by bridge and road connections for longer term commuter potential
	Promote boater education cards for paddle boats
Economic Development	Create a hardscaped surface in the park
	Develop a financial framework to fund the project, including establishing a strategy for operations and maintenance
	Develop commercial activity clusters in the park, with design standards
	Encourage a broad mix of retail opportunities at the street level
	Encourage redevelopment with key public attractions and mixed uses at the bridgeheads
	Locate pop-up activities, services, and events on the proposed hardscaped surface in the park
	Modify the zoning code to allow for small-scale retail uses in the park without conditional use permits
Events	Allow events to reserve and utilize Naito Parkway, downtown blocks (with priority on “flexible streets”), and/or adjacent Festival Streets in Old Town/Chinatown
	Complete a strategic plan for events to help lay out the future of programming in Portland’s public spaces and provide greater certainty to event operators
	Establish escalating fee schedule for events that exceed this standard time limit

A CALL TO ACTION: MEDIUM-TERM

Theme	Medium-Term Action
Events	Limit event length, including setup and takedown, by establishing a standard time limit
	Raise event fees to cover the full costs of park maintenance
Natural Environment	Develop interactive art installations or permanent exhibits that educate and connect people to natural systems
	Identify spaces for clusters of native vegetation and habitat
	Identify the best locations of in-river habitat, weighing benefit to salmon, balance with human access, feasibility, and maintenance
	Partner with local institutions to develop formal programs, in particular geared toward youth and families
	Study park tree habitat and native avian species habitat needs
	Within Master Park Plan, address separation of salmon and human uses
Placemaking	Explore feasibility of art on the seawall
	Explore the feasibility of installing a bandshell in the park
	Extend the street grid into the park through a series of paved pathways leading to viewing platforms over the seawall
	Install terracing the bowl to create a more formal amphitheater for enjoying performances as well as views of the river
	Organize/program public art walks to connect established galleries, pop-up exhibits in vacant spaces, and more cutting-edge open-air exhibits
	Prioritize and promote art and cultural events that are affordable to and representative of a larger segment of regional residents
	Provide and maintain safe public restrooms at convenient locations throughout the park

A CALL TO ACTION: LONG-TERM

Theme	Long-Term Action
Access & Circulation	Install a cantilever platform or pathway over the river
	Study the feasibility of building a tower that would enable park visitors to take advantage of views of the waterfront, downtown, and Mount Hood
	Construct ramps, stairs, or other vertical connections to allow direct access from the bridges (Morrison, Burnside, Steel) into the park.
	Create separated bicycle and pedestrian paths along or near the promenade
	Improve pathways along the western edge of the park by completing the sidewalk network or installing additional paths within the park
	Explore the feasibility of building a buffered two-way cycle track on the east side of Naito Parkway
Economic Development	Expand the downtown retail core on Morrison and Yamhill streets to the Waterfront
Economic Development/ Placemaking	Build a skatepark
Events	Create a hardscaped surface in the park that can be used for smaller events
Natural Environment	Design and install natural contemplative space
	Install terracing in the Bowl that blocks goose sightlines and breaks up the large open spaces that geese favor.
	Install linear shrubs or hedges perpendicular to terraces to scare away geese fearful of potential predators.

A CALL TO ACTION: ONGOING

Theme	Ongoing Action
Access & Circulation	Launch an educational campaign to inform residents of water quality issues and other topics concerning the environmental health of the river and its flora and fauna
	Improve and protect sight lines to the river from downtown
	Explore the installation of artwork at terminating vistas, for instance, move the mast of the USS Oregon to the terminus of Pine St. in the park
	Study the feasibility of converting Yamhill St. into a pedestrian-only street from Naito Parkway to 1st Ave.
Economic Development	Study redevelopment incentives to encourage new commercial and residential development along Naito Parkway
	Engage the Old Town/Chinatown community to sustain support for the project
	Encourage vendors to operate in the park on a regular basis
Events	Minimize the amount of space dedicated to fenced events
Natural Environment	Prioritize salmon habitat within the Bowl



APPENDICES

- A. Community Engagement**
- B. Other Alternatives Considered**
- C. Funding for Placemaking**
- D. Sources**

APPENDIX A: COMMUNITY ENGAGEMENT

Watermark Planning made multiple efforts to engage the public and other interested parties in order to solicit their input for this plan. This process included reaching out to individuals and organizations already active in *The River Plan* and *Central City 2035* planning efforts, tapping local expertise on a range of topics, surveying the public, and developing innovative ways to engage a diverse audience both online and in person. As a result, the community engagement process consisted of two open house events, a series of on-site outreach events, interviews with stakeholders and technical advisers, three surveys, and an online and social media presence. In all, Watermark Planning received more than 800 unique public comments.

Process

On March 10, Watermark Planning participated in a *Central City 2035/West Quadrant* Community Open House held at City Hall, where the project overview was first publicly presented. Visitors were also able to give initial feedback through a dot exercise focused on a map of Waterfront Park as well as an online survey.

On three occasions (mid-March to mid-April), Watermark Planning interacted with visitors and event participants at the waterfront. Outreach consisted of administering an intercept survey at the Shamrock Run and two all-day tabling events at a booth at Saturday Market. These occasions provided an opportunity to present the project and to administer a brief intercept survey. In all, over 150 intercept surveys were completed.

Watermark Planning also organized another event at Waterfront Park, called “A Day in the Park” (April 27), to provide visitors with an opportunity to reimagine a waterfront made more vibrant through the introduction of temporary and inexpensive interventions. Using tactical urbanist techniques, the team arranged sports equipment rentals/loans, an arts and crafts station for children, live folk music (duo with guitar), and a tourist information table. This event received television and online coverage from the following media outlets: *The Oregonian*, KGW News Channel 8, and KOIN 6 News. In addition, the blog BikePortland published a piece about the project, with a focus on cycling concerns in and near Waterfront Park.

A more extensive and systematic mechanism for gathering the public’s feedback was the creation of an online survey. The survey provided multiple write-in opportunities, which were heavily used, and a map that allowed survey takers to identify specific segments of the park that need additional activity. Over 350 survey responses were received, with 278 fully completed. The online survey was publicized at all outreach events, via the project website, through stakeholders, and on social media sites.

Another important and ongoing aspect of the outreach process (running from February to May) consisted of in-person interviews with over 30 community stakeholders and technical advisers. These included downtown business owners, members of the boating community, representatives of cultural and heritage associations, representatives of environmental organizations, representatives of festivals and tourism groups, and advocates in the areas of active transportation and accessibility. In most cases, the outreach included in-person interviews. In the case of the business community, this also involved door-to-door conversations and an online survey shared via the Portland Business Alliance and business owners.

Watermark Planning complemented its in-person community engagement with a robust and varied online and social media presence. The project’s website, activatethewaterfront.com, publicized information about the project and upcoming events. It also hosted links to the online survey as well as a map application, developed by one of the team members, that enabled users to make comments and suggestions—classified as good, bad, or neutral—related to aspects of Waterfront Park and adjacent areas.

Watermark Planning also maintained a Facebook page, “Activate the Waterfront!” which was linked to a Twitter feed. In addition to serving as another means for publicizing community engagement events, the Facebook page, which garnered 153 likes, served as a venue for showcasing Portland’s waterfront history through historic photos as well as for highlighting innovative and inspirational examples of waterfront planning from across the nation and around the world.

APPENDIX A: COMMUNITY ENGAGEMENT

In order to provide an opportunity for the public to review initial findings and proposed alternatives, the team held an Open House on May 10 at Mercy Corps Headquarters, a location close to the waterfront and Saturday Market, with signage directing passersby to the event. The event highlighted a range of alternatives to address boating, circulation/access, commercial, environmental, and placemaking needs, as well as showcasing case studies from other riverfront cities. After the event, all materials presented were made available on the Activate the Waterfront! website.

Watermark Planning shared the same findings and recommendations from the May 10 Open House with the West Quadrant Stakeholder Advisor Committee (SAC) at a meeting on May 19. This was done through a poster display, a presentation to the SAC, and a handout to committee members.

Surveys

Survey Process

Watermark Planning distributed the online survey link through social media, outreach events, the project website, word of mouth, and printed flyers. In all, 278 online surveys were fully completed. A shorter intercept survey was administered in person at three occasions at the waterfront including the Shamrock Run and two days at Saturday Market. In all, 163 intercept surveys were completed. The downtown business survey was administered through email and direct contact with business owners. Twelve business surveys were completed.

Despite the non-random selection of respondents, the results provide a valuable snapshot of how some park users and area residents view the park and what may make it better. In addition, while advocates for certain modes or activities may be overrepresented among respondents to the online survey, it is worthwhile to gather their input, as they will most likely be involved and also vocal participants within the planning process.

Survey Results

A complete copy of survey questions and responses is available in the Community Engagement Supplement. In addition to those items already discussed in the Community Engagement section, the supplement includes the following:

Intercept and Online

- Demographic information
 - Race/ethnicity
 - Age
 - Gender
 - Income
 - Employment status
 - Place of residence
- Park Usage
 - Events attended
 - Levels of interest in various activities in the Willamette River
- Park Improvement:
 - Identifying historical topics to be reflected in the park
 - Identifying environmental improvements in the park

Business Survey

- Business type
- Hours of operation
- Number of employees in downtown Portland
- Customer activity
- Benefit from Waterfront Park festival activity
- Benefit from proximity to Waterfront Park
- Benefit from proximity to Naito Parkway
- Park features that would benefit business
- District identity

APPENDIX A: COMMUNITY ENGAGEMENT

Interviews

Access & Circulation

Interviews with members of the cycling community repeated the concern, recorded chiefly in survey write-ins, that the shared pathway along the seawall made pedestrian-bicycle conflicts unavoidable. They favored its replacement with the international standard of physically separated paths. In addition, they expressed dissatisfaction with the bike lanes on Naito, which were described as a “facelift.”

Commercial & Recreational Boating

In interviews with members of the boating community, one recurring theme was that commercial boat operators and regional cruise lines want to operate out of Portland. Boaters of all types would like better access to the river and to downtown, as well as certainty regarding both temporary and permanent docking facilities. Interviews also revealed the existence of multiple conflicts on the river. For instance, the Willamette Greenway creates a conflict with commercial access to the river. In addition, conflicts on the water necessitate better education for all river users.

Economic Development

According to the business community, the park cannot be successful without activating the adjacent blocks. To encourage redevelopment on these blocks, particularly new residential development, there is a need for city-provided development incentives such as SDC waivers and lower cost loan capital for construction and long-term financing. Public safety in the park is a pressing concern for businesses located nearby, and many business survey subjects expressed a desire for a stronger police presence in and around the park. Business owners also noted that the events have mixed effects for local businesses: while some benefit from event traffic, many others do not and, in fact, find the events disruptive to their business.

Implementation

Portland’s weak mayoral system and bureau-head structure results in a political climate in which administrative and legislative priorities change with each new administration, making it immensely difficult to implement long-term plans and visions. Local advisers representing local agencies and foundations, as well as those offering their expertise in developing successful riverfronts in other cities, recommend separating long-range waterfront management from electoral politics. A separate management organization could also help navigate the common financial pitfalls of large-scale waterfront projects. It was stated during an interview that the most successful public-private partnerships are built through finding an asset that is under-maintained and pairing it with a private interest that wants to see it improved and/or maintained.

The lack of a budget for maintenance in plans for capital parks projects means that their development adds to existing debt. Any capital improvements, whether they involve private dollars or not, need to include a funding plan and budget for long-term maintenance. A bond measure or levy for parks funding is overdue. It has been ~15 years since one passed, though the last time polling was done it indicated that there is not enough political support for passing one at this time. A bond measure will not pass unless there is strong leadership behind it and someone who makes it a priority. An alternative idea for raising funds is to form a Parks District with taxing authority.

Natural Environment

Waterfront Park has been relatively ignored as a space for natural plantings and habitat improvement; however, its central location makes it integral to the larger open space system. Habitat improvements in the park should be coordinated with corridors that connect into downtown parks and along the Willamette Greenway. It was also noted that the park, as a frequently visited space, offers the opportunity for public engagement with interactive and dynamic displays around natural themes beyond the poorly maintained informational stormwater signage currently hidden south of Hawthorne Bowl.

APPENDIX A: COMMUNITY ENGAGEMENT

When discussing the challenges of the Hawthorne Bowl, environmental design professionals responded that human access cannot truly coexist with salmon habitat and that these uses should be clearly separated. It was further noted that there are a number of ways to discourage geese from using the bowl as a year-round feeding ground but that no one method has proven to be successful on its own. Design of the bowl to limit sightlines was most often repeated as the most humane and viable way to discourage geese.

Placemaking

Marketing the waterfront to tourists may be easier if the area was branded: “Waterfront District.” One tourism-focused organization typically only sends visitors to the waterfront when a special event (e.g., Saturday Market) is occurring, as there is “not much to do” there otherwise (on a “regular” day). The waterfront’s existing historical markers are not visible enough. In fact, some local historians were not even aware that any existed there currently due to their lack of visibility and many markers’ state of disrepair. Should markers be replaced, a wealth of historical information about the waterfront is already compiled and could easily be transferred to new markers/informative history displays. Portland’s waterfront history tends to start with Pettygrove and Lovejoy founding of the town in the mid-19th century. Waterfront history should not only focus on European settlers and their heritage, but of all relevant cultural/ethnic groups (e.g., Multnomah tribe, Asian immigrants, etc.).

Food cart vendors indicated that they may be hesitant to set up shop on the waterfront due to uncertainty with regard to necessary levels of foot traffic/potential customers on non-event days. Amenities required for successful food vendor operations: ample power supply, seating for customers, and waste receptacles. Overall, the Hawthorne Bowl, due to its current topography, is difficult to program. Changes including terracing may facilitate more robust programming efforts.

“A Day in the Park”

“A Day in the Park” was organized as a demonstration project to show park visitors how simple, temporary, and inexpensive offerings can enrich visitors’ experience of Waterfront Park without the presence of large, ticketed events. A craft table allowed children to construct boats out of popsicle sticks or to color scenes depicting river life and another booth lent sports equipment to park visitors. Having children engaged in craft and sports activities allowed the team to engage with parents in greater depth about the project. A folk duo performed and a tourist information table supplied passersby with information about the park and nearby attractions.

Necessitated by project timelines, “A Day in the Park” was held at the end of April and included occasional downpours and chilly temperatures. Nonetheless, at least 50 visitors took part in the events, including at least five families. It is worth noting that of those families who participated, at least three included individuals who were not native speakers of English. This represented a very different demographic than those who attended open house events.

Another important observation made clear by the event was the absence of any ongoing activities for children in Waterfront Park. While the fountains serve as a seasonal draw for children, there is no playground in the park. The lack of a playground represents a lost opportunity to keep families in the park for longer visits on days when no festivals are underway.

APPENDIX A: COMMUNITY ENGAGEMENT

Open House

The Open House event on May 10 provided an opportunity to share findings and recommendations to date with the public. BPS staff were also on hand to share information about the Central City 2035 West Quadrant Planning process. Open House attendees were able to weigh in on each of the alternative boards, organized by theme, using comment cards or sharing their comments with Watermark Planning staff. In addition, an exercise using pennies gave attendees an opportunity to rank five “catalytic projects” according to which they would most like to see instituted at the park. These projects were a skatepark, a hardscaped area, a redesign of the Hawthorne Bowl including terracing and a stage, a river heritage plaza, and the creation of a non-profit to manage park activities. The projects were chosen because of their potential to have a transformative effect on the park. The project boards were also made available on Activate the Waterfront’s website, with further opportunity to provide feedback. Of the five catalytic projects, the skatepark and the Hawthorne Bowl redesign were the clear favorites, receiving nearly the same number of votes.

Handwritten comments at the event covered all five thematic areas of boating, circulation/access, commercial, natural environment, placemaking and in general were supportive of the alternatives proposed. There was particular interest in relocating the festivals. Other comment topics were activities for children including a playground, goose mitigation, creation of a permanent concert space, and improving pedestrian and cyclist circulation both within the park and along Naito Parkway. While commenters supported additional project such as the skatepark, they also expressed concerns about Parks’ ability to maintain such spaces.

Conclusions and Suggestions

Watermark Planning’s community engagement process was constrained by a tight timeline and the months in which the project needed to be carried out (January to May). Some proposed events for A Day in the Park, such as a beach scene in the Hawthorne Bowl, had to be dropped because of conditions on the ground including high water level, goose droppings. Watermark Planning recommends that if the City wishes to engage the public in similar tactical urbanist activities in the future, it would be most effective and well attended during the summer months. Watermark Planning also encourages the City to hold planning events on-site in the park itself in order to attract a more diverse audience.

APPENDIX B: OTHER ALTERNATIVES CONSIDERED

Watermark Planning drafted an initial group of alternatives for activating Tom McCall Waterfront Park. These alternatives were presented to the public and stakeholders at two public open house events and online through a virtual open house. Upon receiving and considering feedback, Watermark pared down the list of alternatives. The following list of alternatives are those that did not move forward into the final recommendations. The reasons for not moving these forward vary, but in general many of the unrecommended alternatives fall into one of two categories: they are too specific and have since been folded into more broad-based recommendations, or they are simply not financially or politically possible.

Circulation and Access

- Relocate boat tie-ups to exterior of seawall
- Seawall stepdown
- Bi-directional cycle path on the east side (park side) of Naito

Placemaking

- Floating stage
 - Can be used for both performances and as a swimming platform
- Self-guided walking tours
- Walking distances in minutes
 - Signs that show travel time by foot correct the misconceptions of travel distances.

Economic Development

- Cafes or commercial uses on boats moored at the seawall
- Evening market under the Morrison Bridge
 - Potential partners: James Beard Public Market
- Food truck parklet
- Book, magazine, and game rental kiosk

Boating

- Semi-permanent stage barge
 - A barge could be used by swimmers during the day and as a stage for performing artists at night.

- Cluster historic boats
 - Bring active historic boats, including PT-658, to centralized docks alongside the sternwheeler. Include public access for on-river tours.
- River Heritage Center
 - A river heritage center would connect people to the history of the river through integrated and clustered activities. The center would include a cafe, playground, public plaza, and museum with native, maritime and downtown history.

Natural Environment

- Avian sculpture garden
 - Design a sculpture garden of nesting sites (birdhouses) for flocking birds.
- On- or near-water osprey poles for nesting sites
- Goose mitigation strategies
 - Remove grass
 - Hardscape the Bowl into a stepped-down amphitheater, similar to Pioneer Courthouse Square.
 - Noisemakers that imitate natural predators
 - Replant with fescue grasses
 - Fescue grasses are harder for geese to eat and digest, making these areas somewhat less appealing.
 - "Don't feed the geese" signs
 - Goose fences
 - Covered areas to reduce landing spaces
- Remove the seawall
 - Create a stepped or sloped riverbank more natural in design. Allow only temporary uses in floodplain.
- Create "estuaries" by cutting into seawall
- "Fish hotels"
 - Create shallow water habitat along seawall by placing accessible viewing platforms into the river that break up channel flow and catch sediment.

APPENDIX C: FUNDING FOR PLACEMAKING

Grants for Placemaking and Tactical Urbanism Projects

ArtPlace America

- Innovation grants - invest in creative placemaking projects that reach for new possibilities and involve a variety of partners who together are committed to increasing the vibrancy and diversity of their communities. Grants range between \$50,000 and \$500,000.

Oregon Arts Commission

- Cultural tourism grant - supports activities undertaken by arts or tourism groups – especially projects in which both groups collaborate – designed to increase tourism motivated entirely or in part by the arts-related offerings of a community or region. Up to \$10,000 in grant funds.
- Art acquisition grant - provides resources to Oregon visual art institutions and public visual arts collections for the purpose of acquiring seminal works by Oregon visual artists. The Arts Commission will award up to \$100,782 in Art Acquisition grants in FY2014.

National Endowment for the Arts

- Our Town grant - for creative placemaking projects that contribute to the livability of communities and place the arts at their core. Matching grants range from \$25,000 to \$200,000.

Oregon Cultural Trust

- Cultural Development grant - recognize and support significant cultural programs and projects in four broad areas: Access: making culture broadly available to Oregonians; Preservation: investing in Oregon's cultural heritage by recovering and preserving historic assets and achievements; Creativity: the making and/or presentation of artistic or scholarly work, and the development of artists, cultural experts and scholars; and Capacity: the strengthening of cultural organizations to build stability and generate public confidence. Cultural Development Grants will generally range from \$5,000 to \$50,000 in fiscal year 2015. In FY2014, most Cultural Development grants ranged from \$5,000 to \$35,000.

Oregon State Parks and Recreation Department

- Oregon Heritage grant - Support of projects for the conservation, development and interpretation of Oregon's cultural heritage. Priority will be given to projects that preserve, develop or interpret threatened heritage resources and/or heritage resources of statewide significance. Generally awards are \$3,000-\$12,000.
- Veterans and War Memorial grant - funding assistance to local governments for the construction and restoration of veterans' and war memorials. The program will help honor Oregon's soldiers and veterans by commemorating their service to the country. Awards have ranged from \$14,000 to \$80,000.
- Local Government grant - for outdoor recreation projects. Development – developing basic outdoor recreation facilities including sports and playfields, picnic facilities, camping facilities or interpretive facilities. Other potential projects include roads, parking areas and restroom buildings.
 - Small Grants – projects with a maximum \$75,000 grant request. Up to 15% of funds are available for these projects.
 - Large Grant Requests - Other than for land acquisitions, projects with a maximum \$750,000 grant request. A Project sponsor may request up to \$1,000,000 for land acquisition projects.

Oregon Community Foundation

- Nike Employee Grant Fund - support organizations and projects that are creating a world where physical activity, play and sports are highly valued. Grants are one-year awards totaling between \$5,000 and \$20,000 each.

APPENDIX D: SOURCES

(All images by Watermark Planning unless otherwise specified.)

Executive Summary

Splash page: University of Oregon

History

Historical images: Vintage Portland, Oregon Historical Society, City of Portland
Office of the Auditor

Plan Summaries

Timeline photos: Vintage Portland, Oregon Historical Society, City of Portland
Office of the Auditor

Existing Conditions

Images: Watermark Planning, Flickr Commons

21st Century U.S. Riverfronts

Splash page (Image of Pittsburgh): Brookline Neighborhood Association
Boston image sources: The Esplanade Association
Columbus image sources: Columbus Development Corporation, Scioto Mile
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