11-26-1930

To the Council from Barbur

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TO THE COUNCIL:

Gentlemen:

The following report on the development of the waterfront between Jefferson and Glisan Streets east of Front Street is submitted pursuant to Ordinance No. 58033 passed by your Honorable Body on February 5, 1930. In said ordinance the City Engineer is directed to investigate all facts and conditions, prepare estimates and secure data relative to that area of the waterfront east of Front Street, and between Hoyt and Jefferson Streets, in compliance with a request of Portland's Waterfront Citizens Committee.

The request of this Committee was addressed to the Honorable Mayor and City Commissioners, dated January 27, 1930 and known as Council Document 792. Portland's Waterfront Citizens Committee is composed of representatives from twenty-five organizations. The communication states that the Committee now has in its custody a petition addressed to the Council and signed in regular form by owners of more than 50% of all the property along both sides of Front Street between Jefferson and Glisan Streets, asking for the widening of Front Street to 100 feet by taking the land and buildings on the east side of the street.
In said communication Portland’s Waterfront Citizens Committee makes specific request for the following data:

(a) Cost of widening and improving Front Street to a width of 100 feet, by taking an additional 40 feet off the easterly side of the street;

(b) Cost of constructing proposed esplanade immediately along the water’s edge;

(c) Cost of acquiring right of way for proposed double track railroad adjoining esplanade;

(d) Cost of acquiring additional land within this area for bridge approaches, as may be required in the future in connection with reconstruction of Morrison and Hawthorne bridges; also

(e) Cost of acquiring all of the land and buildings within this area between Front Street and the river.

Sufficient funds have not been available to obtain reliable appraisals by realtors or architects for the acquisition of properties for the widening of Front Street or other features contained in this report. The estimates and appraisals submitted herein have been made by officials in this office and are the results of our best judgment. In the event, however, that a measure is submitted to the voters for any portion of the improvements herein contemplated, it would be advisable to have appraisals made of the real estate and improvements affected by the plan adopted, by competent realtors and architects or secure options or agreements from the property owners affected.

General Description

The proposed development of the waterfront may be briefly described as follows: The proposed work may be logically classified into four subdivisions: (1) the construction of the esplanade along the top of the bulkhead wall immediately adjacent to the harbor line; (2) the widening of Front Street from Glisan
south to some point to be subsequently definitely determined preferably to Montgomery Street, to a width of 100 feet, which would include not only the acquisition of the necessary rights of way, but also the necessary improvement of the street; (3) the construction of the necessary railroad connection through the waterfront area, commonly known as the connecting link of the belt line system, which may be accomplished on several alternate plans; and (4) the improvement or development of the area between the east line of the widened Front Street and the esplanade.

All of these subdivisions or units of the waterfront development involve the acquisition of private property for the necessary rights of way, and all have been contemplated and suggested from time to time during the past several years. The owners of private property in the area affected have recently been subjected to very heavy assessments due to the construction of the Intercepting Sewer and Drainage System. This fact in addition to heavy taxes and the uncertainty of the development of the area, have placed a burden on the property owners that would make the solution of the problem appear desirable in the near future. It is almost impossible to develop small parcels in the waterfront area without interfering to some extent with the proper development on a large scale.

In general the improvements suggested by Portland's Waterfront Citizens Committee and covered by the estimates herein, contemplates the construction of an esplanade approximately 25 feet in width with connections by steps from the various bridges, the construction of a concrete handrailing along the top of the bulkhead wall and an ornamental lighting system in connection therewith
for the entire distance between Jefferson and Glisan Streets. The widening contemplates taking 40 feet from the easterly side of Front Street from Glisan Street southerly. The construction of the double track railroad involves two alternate plans, one on a 33 foot right of way on the surface of the ground immediately westerly from the area to be used for the esplanade. This would of necessity involve the purchase of private property for the right of way in addition to the actual cost of railroad track construction, undercrossings for access to the esplanade from Front Street, and alterations and reconstruction for an undercrossing of the Madison Street Bridge and the Railroad Bridge at Glisan Street. The other proposal for the construction of the railroad would involve the placement of the tracks underground in the new 40-foot area of Front Street acquired by the widening proceedings for which practically no additional rights of way would be necessary and eliminate all necessity for grade crossings or the construction of subways.

Several plans have been suggested for the development of that area between the east line of Front Street and the esplanade. Some have suggested that the property be purchased by the City for future development for Public Markets, Public Bus Terminals, Monumental Public or Semi-public Buildings, Auto Parking Garages, Railroad Interurban Passenger Station, and Public Park for recreational purposes. Others have suggested that the development by the City for commercial purposes would justify the purchase by the City until a definite City plan could be determined upon, particularly as it would seem almost imperative that portions of the area be acquired for widening Front Street, extension of railroad belt line, and for the esplanade. It has been pointed out that the amount nec-
essential to purchase the entire area would not greatly exceed the amount necessary to widen the street, extend the railroad lines, and develop the esplanade.

**Esplanade**

When the bulkhead wall was constructed in connection with the Front Street Intercepting Sewer and Drainage System, easements were secured along the entire length of the harbor line from Jefferson to Glisan Streets for the construction and maintenance of the wall. Additional easements have been secured for the entire distance for the construction of the esplanade with the exception of that portion between Pine and Morrison Street. The property owners in that area have not yet granted easements for the 25 feet next to the harbor line by the esplanade.

The improvement of the esplanade consists of laying a concrete pavement for a walkway, the construction of an ornamental concrete handrail, and an ornamental lighting system. The construction of steps are contemplated from the Railroad, Burnside and the Madison Street Bridges. In the event that the railroad tracks are constructed on the surface, it would be necessary to have several undercrossings in order to reach the esplanade and in that event also it has been contemplated that ornamental fences should be constructed and shrubbery planted on the river side of the railroad tracks. It has been estimated that all expense in connection with the right of way would involve about $91,000.00 and the construction feature above enumerated would involve the expenditure of $146,566.00 or a total of $237,566.00.
Double Track Railroad

The construction of the connecting link of railroad between Clay and Glisan Streets has been estimated on two alternate plans as previously mentioned; one on the surface immediately west of the esplanade which would provide facilities for trackage to all of the property between Front Street and the river, and the other which contemplates underground construction of the railroad from Columbia to Glisan Streets.

The plan of constructing the railroad tracks on the surface would involve depressing the tracks slightly at Madison Street in order to obtain a restricted clearance of 18 feet under the Hawthorne Bridge; would involve either a grade crossing at Morrison Street or alterations to the present old Morrison Street Bridge; would involve the construction of several undercrossings for pedestrians at various street ends in order to obtain access to the esplanade; and would involve alterations to some of the columns supporting the upper deck of the Railroad Bridge. It would also be necessary to acquire the necessary rights of way upon which to construct the double track railroad which width has been fixed at 33 feet, and in the event that certain contemplated developments should take place in the waterfront area, it might be necessary to fence the right of way or plant an ornamental hedge.

In the event that the Railroad Companies acquired the necessary rights of way to construct the double track railroad on the surface of the ground, it would still become necessary to obtain a franchise from the City to cross the street ends between Front Street and the harbor line. It has been estimated that the necessary right of way on this plan would cost approxi-
mately $600,000.00 and the construction work has been estimated at $278,643.00 making a total of $878,643.00.

In the event Front Street is widened to a width of 100 feet by the acquisition of right of way from the present easterly side of Front Street, the new street area would be available for the construction of a double track underground connecting railway. This area would be particularly adapted as an economical location for the construction of an underground railroad for the reason that there are no sewers, conduits, underground utilities, manholes or other obstructions that would make the construction difficult. The only condition of any consequence that would be encountered would be the intercepting sewer at the crossing in Ankeny Street where it might be necessary to raise the railroad tunnel slightly to overcome slight interference at that location. We have been unofficially advised by members of the Public Service Commission of Oregon that in the event steam locomotives are eliminated from the operation of the railroad in the tunnel that a restricted clearance of 13 feet would be approved. This would effect a considerable saving over the 22 foot standard clearance ordinarily required. By limiting the grades of this underground railroad to 2.5% and the width of the tunnel to 28 feet, and the vertical clearance to 18 feet, it is possible to construct this underground railroad in tunnel from Davis Street to Columbia Street with the necessary approaches in open cut. Provisions have been made for the necessary railing in the open cut portions.

It will also be necessary to make changes in the location of several of the columns supporting the deck of the Railroad Bridge, but connection can be made with the tracks that now cross Front Street north of Glisan Street leading into the terminal.
Adequate provisions may be made for the drainage of the tunnel. A very small amount of right of way will be necessary in connection with the construction of the railroad tracks underground provided that Front Street is widened.

By the plan adopted it is possible to serve that portion of the waterfront property south of Morrison Street with trackage without grade crossings from the south along the westerly side of the esplanade, and also possible to serve that portion of the waterfront property north of the Burnside Bridge by extending the surface spur tracks from the north. In the event that the railroad is constructed underground, it would be necessary to obtain a franchise from the City for the use of the city streets, but otherwise only a small amount of additional right of way would be necessary.

It has been estimated that the cost of the construction of this underground railroad from Clay Street on the south to Glisan Street on the north will be approximately $1,322,053.00. This includes all of the features that would be involved, such as the excavation and the concrete lining of the tunnel, the construction of the necessary trackage, handrailing, sumps and drainage accessories and changes to the Railroad Bridge.

**WIDENING OF FRONT STREET**

Estimates have been prepared of the probable cost of widening Front Street by the appropriation of 40 feet from the easterly side. Small amounts additional would be necessary between Davis Street and Glisan Street in order to give the proper clearance for the underground railroad in the event the tunnel plan is adopted, and it would also be necessary to extend Front Street from Jefferson Street to Clay Street in order that the tunnel
might have a proper approach from the south. In the event that Front Street is extended from Jefferson Street to Clay Street, it is very advisable to extend the widening of Water Street as far south as Montgomery Street because at the present time there are no improvements to affect the widening of the street, but only the vacant land to be acquired.

The widening of Front Street would involve the acquisition of the property and the destruction of certain portions of the buildings. As a general rule the buildings are very old and therefore the cost would not justify complete reconstruction after 40 feet has been eliminated from the front. The widening also would include the reconstruction of Front Street from Glisan Street southerly to Clay or Market in order to give a proper outlet to the south. It has been estimated that the cost of acquiring the necessary rights of way would be approximately $1,800,000.00. It has been estimated that the cost of improving Front Street by construction of sidewalks, curbs, pavements, drainage, etc. would be $300,496.00 from Glisan Street on the north to Montgomery Street on the south on the basis of placing the railroads underground. For the plan of placing the double track railroad on the surface near the esplanade, the cost of improving Front Street from Glisan Street to Montgomery Street has been estimated at $404,342.00.

Grade Separations near Glisan and Front Streets

At the present time all of the passenger as well as freight trains which leave the west side terminals via the Railroad Bridge, cross Front Street on grade. The construction of the railroad tracks in the waterfront area would to some extent increase the movement of trains across Front Street.
Independent, however, of the waterfront development project, it would seem highly advisable that the roadway of Front Street should be depressed under the railroad tracks leading to the Railroad Bridge a short distance north of Glisan Street. This could be done either in conjunction with the development of the waterfront or independently. It has been estimated that this grade separation would involve the expenditure of $175,768.00 in the event that the underground railroad plan is adopted, or $144,381.00 if the plan is adopted for placing the railroad tracks on the surface near the esplanade.

Value of Waterfront Property

Estimates have been made for the acquisition by the City of the entire area between Front Street and the river from Columbia to Glisan Streets. The City already owns that portion between Jefferson and Clay Street east of Water Street, and that portion between Ankeny and Burnside Streets, east of a line 100 feet east of Burnside Street. It has been estimated that the balance of the property should be acquired for $3,700,000.00.

Summary

In the best judgment of your City Engineer, a reply may be made at this time to Portland's Waterfront Citizens Committee to their questions submitted as follows:

(a) The cost of widening and improving Front Street to a width of 100 feet by taking an additional 40 feet off the easterly side of the street from Glisan Street to Montgomery Street has been estimated at $1,800,000.00. The above cost includes the cost of land and improvements that would be acquired from private owners. In addition to the right of way, however, it has been estimated that it would cost $300,496.00 for the actual improvement of Front Street in the event the underground railroad plan is adopted, and $404,342.00 in the event that the surface railroad plan is adopted.
(b) The cost of constructing the proposed esplanade immediately along the water's edge has been estimated at $237,566.00 of which $91,000.00 represents the probable cost of right of way, and $146,566.00 the cost of construction work.

(c) The cost of constructing the proposed double track railroad immediately adjoining the esplanade has been estimated at $878,643.00 on the surface of the ground of which $600,000.00 represents the probable cost of right of way, and $278,643.00 the cost of construction.

(d) It is a very difficult matter to estimate the cost of acquiring additional land within the waterfront area for bridge approaches that may be required in the future, particularly for the Morrison and Hawthorne Bridges. In all probability however, one block will be necessary in the vicinity of Alder and Morrison Streets for the Morrison Bridge, and one block in the vicinity of Madison and Jefferson Street for the Hawthorne Bridge. It has been estimated that approximately $430,000.00 would be required to make the purchase of the two blocks necessary.

(e) It has been estimated at this time that the cost of acquiring all of the land and buildings between Jefferson and Glisan Street, between Front Street and the river, would be approximately $3,700,000.00.

Your City Engineer respectfully recommends that the City Auditor be directed to forward a copy of this report to Portland's Waterfront Citizens Committee for their information.

Respectfully submitted,

CITY ENGINEER