

2-7-1968


## Correspondence City/County minutes

Terry D. Schrunk

Fred T. Fowler

Let us know how access to this document benefits you.

Follow this and additional works at: [http://pdxscholar.library.pdx.edu/oscdl\\_bonner](http://pdxscholar.library.pdx.edu/oscdl_bonner)

 Part of the [Urban Studies Commons](#), and the [Urban Studies and Planning Commons](#)

---

### Recommended Citation

Schrunk, Terry D. and Fowler, Fred T., "Correspondence City/County minutes" (1968). *Ernie Bonner Collection*. Paper 196.  
[http://pdxscholar.library.pdx.edu/oscdl\\_bonner/196](http://pdxscholar.library.pdx.edu/oscdl_bonner/196)

This Correspondence is brought to you for free and open access. It has been accepted for inclusion in Ernie Bonner Collection by an authorized administrator of PDXScholar. For more information, please contact [pdxscholar@pdx.edu](mailto:pdxscholar@pdx.edu).



CITY OF PORTLAND  
OREGON

RECEIVED

FEB 8 1968

OFFICE OF COMMISSIONER  
OF PUBLIC AFFAIRS

February 7, 1968

Mr. Glenn L. Jackson, Chairman  
State Highway Commission  
Pacific Power & Light Company  
216 West Main Street  
Medford, Oregon

COMM.	
ASST.	<i>[Signature]</i>
SEC.	
STENO.	

Dear Commissioner Jackson:

We have had several discussions over a period of time regarding the future of Harbor Drive and more specifically the old Oregon Journal building which causes a bottleneck in this particular area. I have also discussed this matter with Mr. Cooper, your Chief Engineer, and he was kind enough to have his staff do considerable work on exploring the possibilities of arcading the east side of the building facing Harbor Drive, as well as cutting the building back to provide additional traffic lanes. We also made a study of the possibility of using this structure for various city functions, including jail facilities. None of these proposals appear feasible.

To many of us it would appear that possibly the long-range plans for this structure would call for demolition and widening of S. W. Harbor Drive to eliminate the above-mentioned bottleneck. Discussions have also been held regarding the possibility of a depressed access from Harbor Drive into the westside downtown business area. Certainly this should be fully explored. It would appear that the long-range development for the balance of the property should be an extension to the existing greenway along our waterfront area.

Commissioner William A. Bowes and Mr. Fred Fowler have also had various discussions with you and your staff regarding this matter. I have now requested Commissioner Frank Ivancie, Commissioner of Public Affairs, to work with the Highway Commission and its staff and other interested persons including our Planning Commission, in order to explore fully all the possibilities for the future of the Journal Building, highways and streets adjacent thereto, and other pertinent matters, and to report his findings and recommendations back to the City Council. He will be in touch with you and your staff on this matter. Any cooperation or suggestions you may give him will be appreciated.

Yours truly,

*Terry D. Schrunk*

COPY FOR

## OREGON STATE HIGHWAY DEPARTMENT

INTER-DEPARTMENT CORRESPONDENCE

Salem, Oregon 97310

April 11, 1968

SUBJECT:

To: MEMO TO THE FILE

A meeting was held in the Portland City Traffic Engineer's Office this date to discuss technical considerations concerned with the possible relocation of Harbor Drive between the Hawthorne and Morrison Bridges. The possibility of this relocation arises as a result of recent negotiations to acquire the Journal Building.

Representing the City were: Fred Fowler, Carl Wendt, Don Bergstrom, Dick Spear, Lloyd Keefe and Dick Lakmen.

Representing the State were: A. E. Johnson, D. J. Barbee and the undersigned.

After considerable preliminary discussion concerning the possible relocation of Harbor Drive, it was determined that:

1. The relocation should be accomplished without any revisions to either the Morrison or Hawthorne Bridges. A possible slight revision of the ramp connecting the Hawthorne Bridge to Harbor Drive southbound may be necessary.
2. The relocated facility would be at ground level.
3. All connections between Front and Harbor Drive except the existing ones at S. W. Jefferson Street and S. W. Ash Street will be severed and no new ones added.
4. The north end of the relocation would be as close to the S. W. Ash Street ramp as possible and as good traffic considerations dictate.
5. Relocated Harbor Drive would be as close to Front Street as practicable; thereby affording the maximum amount of greenway between relocated Harbor Drive and the river.

*Harbor Drive*



Memo to the File  
Page two  
April 11, 1968

6. Relocated Harbor Drive would be constructed to a full three-lane facility in each direction.

7. Pedestrian movements across Harbor Drive at grade (except at such times as the Rose Festival) would be prohibited.

The City was advised that the State will not assume any obligation for the following:

- a. Any revisions necessary to either of the bridges involved;
- b. Any pedestrian overcrossings required to serve the proposed esplanade;
- c. The construction of the esplanade itself.

Mr. Lloyd Keefe presented the proposition that S. W. Front Street be made one way northbound through the area involved, with S. W. First Avenue becoming one way southbound. I was asked my opinion of such a proposal and advised the City that I would look into it but that my immediate reaction was that if the City would accept the responsibility of Front Street thereby taking it off of the State Highway System, I could see no objection from our standpoint to the proposal.

The idea of making such a couplet would be to reduce the width of Front Street and to allow Harbor Drive to be located farther west than it could be physically done now. This, in turn, would provide more greenway area. The City was going to check further into this and advise us whether or not they thought the suggestion was practical. I will advise the City further on the suggested couplet plan in the next few days.

It was also suggested by Mr. Keefe that we construct a planted median between the opposing lanes of Harbor Drive. It was pointed out to them that the construction of any such median would necessarily require a reduction in the amount of esplanade because it would require the median to be wider than now contemplated.



F. B. Klaboe  
Assistant State Highway Engineer

FBK:srb

cc: Don Bergstrom  
Fred Fowler  
Lloyd Keefe  
Carl Wendt



COMMISSIONERS  
 GLENN L. JACKSON, CHAIRMAN  
 MEDFORD  
 DAVID B. SIMPSON, MEMBER  
 PORTLAND  
 FRED W. HILL, MEMBER  
 HELIX



STATE OF OREGON  
 STATE HIGHWAY DEPARTMENT  
 SALEM 97310

April 17, 1968

Mr. Fred Fowler  
 Highway Coordinator  
 City of Portland  
 City Hall  
 Portland, Oregon

Dear Mr. Fowler:

During the meeting held in Mr. Bergstrom's office on April 11 concerning the relocation of Harbor Drive, I advised you that I would check into the matter of relinquishing Front Avenue to the City in the event that you decided to make it a one-way street northbound.

I have investigated the matter from the State's standpoint and have determined that if the City decides to follow a one-way plan for Front Avenue, the State would have no objection to relinquishing the street to the City.

Very truly yours,

Forrest Cooper  
 State Highway Engineer

By

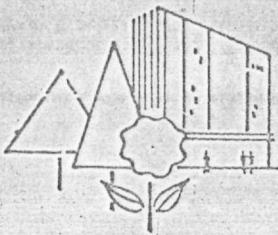
F. B. Klaboe  
 Assistant State Highway Engineer

FBK:srb

cc: Carl Wendt  
 Don Bergstrom

*Harbor Drive*

*Copies to  
 Keefe  
 Wendt  
 Druland*



# PORTLAND BEAUTIFICATION ASSOCIATION

c/o Pacific First Federal Savings & Loan  
S.W. 6th AND YAMHILL • PORTLAND, OREGON 97204 • PHONE 222-9533

April 26, 1968

RECEIVED

APR 25 8 32 AM 1968

RAY SMITH, AUDITOR  
CITY OF PORTLAND, ORE.

BY *[Signature]*

City Council  
City Hall  
Portland, Oregon

Gentlemen:

If plans proceed satisfactorily to raze the Old Journal Building, the City of Portland will have its greatest opportunity to develop a mid-city riverfront park. The Portland Beautification Association entreats you, as City Council members, to demand optimum planning for this area. To successfully accomplish this goal raises the question about the removal or relocation of Harbor Drive, as computers predict a greatly diminished use of this roadway and it seems redundant to have duplication of paved surfaces in both Harbor Drive and Front Avenue. Furthermore, if this riverfront park is to be meaningful much greater width and accessibility are required than is presently afforded by the narrow green strip along the seawall.

We encourage you gentlemen to use all within your powers to bring about a more liveable and beautiful Portland.

Sincerely yours,

*[Handwritten signature of John J. Bolan]*

John J. Bolan, President  
Portland Beautification Association

JJB:st

COMM.	<i>[Signature]</i>
ASST.	<i>[Signature]</i>
SEC.	
STENO.	

RECEIVED  
MAY 8 1968

OFFICE OF COMMISSIONER  
OF PUBLIC AFFAIRS

June 28, 1968

Fred T. Fowler, Highway Engineering Coordinator  
Department of Public Works  
Public Affairs

Commissioner Francis J. Ivancie

Preliminary Report on the proposed West Side Waterfront  
Development

Dear Commissioner Ivancie:

The Journal Building

An essential step toward the proper development of the west side waterfront has been taken in the State-City agreement to purchase and remove this structure from the area.

Relocation of Harbor Drive

In order to provide for a park development directly adjoining the west side harbor wall it will be necessary to reconstruct this highway on a new location adjacent to S.W. Front Avenue.

The State Highway Department has agreed to pay the cost of this reconstruction at a location agreed upon by the City.

Alternate Plans for relocated Harbor Drive

In order to study the different plans for relocated Harbor Drive the writer has prepared three basic plans which seem to cover any possible locations for this highway.

Basic Control Points

Until the present Hawthorne Bridge is reconstructed at a new location connecting to S.W. Jefferson Street and S.W. Columbia Street at S.W. 2nd Avenue, the south end of the highway must remain at its present location and grade at S.W. Madison Street.



The supporting bents of the Morrison Bridge will provide only two locations of the highway without a major reconstruction of the bridge approach.

At the Burnside Bridge the highway must connect to the existing roadway at its present grade in order to continue the southbound access to S.W. Front Avenue and S.W. Ash Street.

#### Plan "A"

Plan "A" indicates that S.W. Front Avenue would remain a two-way street in its present location with minor revisions of roadways so as to provide left turn refuges at several locations. There would also be revisions at the south end between S.W. Madison Street and S.W. Market Street so as to improve traffic movement.

At the Morrison Bridge this plan would compel the location of Harbor Drive between bents 1-W and 2-W, same being 110 feet apart.

This location of Harbor Drive would leave a strip of land varying from 80 feet to 100 feet in width between Harbor Drive and the Harbor wall. Taking off a 20 foot width for an esplanade along the wall would leave only 60 feet to 80 feet for landscape development. This would compare with the south Park Blocks in width.

No major developments would be possible in such a limited area in order to attract people to use the area.

#### Plan "B"

In order to provide greater width for the park area and also to provide better access to the central area for northbound traffic, Plan "B" calls for the narrowing of the S.W. Front Avenue roadway to 44 feet for four lanes northbound only, leaving the existing 12 foot sidewalk as is.

Under this plan, S.W. Harbor Drive can be located in the vicinity of the Morrison Bridge, centered on bent W-2. Such a location would provide for an additional 50 feet of park area for the entire length of the project.

The one-way northbound traffic movement on S.W. Front Avenue would extend from S.W. Market Street to S.W. Ash Street. North of S.W. Ash Street, in the vicinity of the Central Fire Station, traffic would be two-way, the southbound traffic being routed by way of S.W. Ash Street west to S.W. 1st Avenue; a one-way southbound street, carrying a possible four lanes on an existing 42 foot roadway.

The one-way northbound traffic movement on S.W. Front Avenue would greatly improve traffic movement at the Clay Street and Market Street ramps and also connections to the Hawthorne Bridge.

Plans "A" and "B" would be comparable in cost and should come within the cost of \$500,000 as estimated by the State Highway Department.

In order to care for four lanes of traffic on S.W. 1st Avenue under the west approach to the Morrison Bridge it will be necessary to widen the roadway from 28 feet to 38 or 40 feet by reconstructing the retaining walls for two blocks and narrowing the side roadways.

#### Plan "C"

Plan "C" follows the same general alignment as Plan "B". The main difference being that the grade is lowered between S.W. Salmon Street and S.W. Stark Street so as to allow for a cut and fill tunnel section with a 5 foot earth cover for future landscaping and the possible building of limited structures.

This design is patterned after the proposed Delaware Expressway (Interstate 95) adjoining the Delaware River in the City of Philadelphia.



The original design by the State Highway Department called for a partially depressed highway in open cut with two streets extending to the river front.

A committee appointed to study the problem published a report in 1965 recommending that a 3300 foot section of the highway be placed in a cut and fill tunnel with an earth cover varying from 3 feet to 20 feet because of the variation in bordering street grades.

Consultants for the State Highway Department estimated the cost of the covered section, (a total of 691,500 square feet) to be \$26,048,000.00, or \$37.75 per square foot.

Consultants for the committee recommended certain cuts in cost estimates and the elimination of some frills such as ceramic tile lining. These reductions amounted to \$7,148,000, leaving a total of \$18,900,000, or \$27.30 per square foot.

The final design as approved by the Secretary of Transportation, Alan S. Boyd, and the Secretary of Interior, Steward L. Udall, cut the length of the covered portion from 3330 feet to 2100 feet and the cost to \$9,000,000 for 433,100 square feet, or \$20.80 per square foot. This figure included all details, including lighting, ventilation and pumping stations.

On the basis of these estimates I have adopted a unit cost of \$25.00 per square foot for a total of \$3,400,000 for 136,000 square feet of covered structure.

The approaches to the tunnel section would be constructed with side retaining walls, monolithic with the base slab for a distance of 400 lineal feet at each end, or a total of 80,000 square feet at \$6.00 per square foot, or a total of \$480,000. This would bring the total cost of the open and covered portions of the depressed highway to \$3,780,000, plus 25% for engineering and contingencies or a total estimated cost of \$4,725,000.



It should be noted that these estimates of cost are based on the Philadelphia preliminary cost estimates, and such local information as is available.

Piling is not considered as necessary for a structure of this magnitude with the load spread over an area 100 feet in width.

With the highway depressed within a covered cut and fill tunnel section there will be an area 235 feet wide and 1360 feet long between S.W. Front Avenue and the harbor wall.

Such a large area would allow for the construction of certain buildings such as motels, river front restaurants, etc. Structures two stories in height could be supported by the tunnel structure.

Parking areas should be provided within the area in order to serve the public wishing to visit the area.

In addition to the covered portion of the structure it will be possible to over-build the open portion of the depressed highway for a total of 400 feet at each end.

#### Parking - West Approach to Morrison Bridge

In order to make a better development of the area at the west end of the Morrison Bridge, the ground level parking should be eliminated in this area and the area landscaped to fit in with rest of the area. The parking lost by this change could well be cared for by a multi-storied parking structure on the three blocks between S.W. 1st Avenue and S.W. 2nd Avenue and between S.W. Stark Street and S.W. Morrison Street. Ramps to and from the Morrison Bridge to connect to the parking structure would allow the parking of at least 2000 cars without their having to enter the street traffic.

June 28, 1968

Hawthorne Bridge Relocation

In order to make an orderly development of the waterfront area, consideration should be given to the relocation of the Hawthorne Bridge to the south of the present bridge connecting to the existing approaches on S.E. Madison Street and S.E. Hawthorne Boulevard on the east side and to S.W. Jefferson Street and S.W. Columbia Street at S.W. 2nd Avenue on the west side. Such a relocation would eliminate the multiple ramps at the west end of the existing bridge and possibly allow for the private development of two blocks in that area.

Since bridges across the Willamette River are a function of Multnomah County, the question of the rebuilding of the Hawthorne Bridge should be taken up with the County Commissioners so that the work could be programmed to fit in with the proposed Waterfront Park development.

Respectfully submitted,

Fred T. Fowler  
Highway Engineering Coordinator

FTF:ba

COMMISSIONERS,  
GLENN L. JACKSON, CHAIRMAN  
MEDFORD  
FRED W. HILL, MEMBER  
PENDLETON  
THADDEUS B. BRUNO, MEMBER  
PORTLAND



STATE OF OREGON  
STATE HIGHWAY DEPARTMENT  
SALEM 97310

July 5, 1968

Mr. Fred Fowler  
Highway Engineering Coordinator  
City of Portland  
City Hall  
Portland, Oregon 97204

Dear Mr. Fowler:

Enclosed are five copies of a letter-form agreement supplemental to the May 21, 1968, agreement between the City and the State pertaining to the acquisition of the Old Oregon Journal Building (Market Building) adjacent to Harbor Drive in Portland. Pursuant to your telephone conversation with me requesting the State to proceed with the demolition project on this building, as a part of this agreement, we have included the demolition work for this building and the Public Information Building as well.

Other matters covered in this agreement pertain to removal and disposition of rubble, relocation and construction of existing Harbor Drive, relinquishment of a portion of Front Avenue, landscaping, closure of a pedestrian undercrossing, et cetera.

We trust, in the best interests of those involved, that you will give this matter your consideration and will promptly refer the agreement to the proper city officials for review and approval.

Very truly yours,

Forrest Cooper  
State Highway Engineer

By

F. B. Klaboe  
Assistant State Highway Engineer

Enclosure



INTERVIEW WITH COMMISSIONER FRANCIS J. IVANCIE

SEPTEMBER 4, 1968

1. The city's source of funds to purchase the Journal Building is from money reserved for land acquisition elsewhere.
2. The Journal Building cost of \$1.3 million with 4% interest on the balance is to be shared jointly by the city and state, both as to acquisition and demclition. He thinks demolition costs will run between \$225,000 and \$275,000. The bid on this part of the project he thinks will be handled by the State Highway Commission.
3. The Federal grant portion of the acquisition was handled by Mr. Bradfish, the Commissioner's administrative assistant. Ivancie thinks the grant is \$500,000 in the first stage and an added future amount of up to \$1,500,000 is possible, but he asked us again to talk with Mr. Bradfish about this. ✓
4. The city's open space funding would be used to purchase the existing roadway from the state (Harbor Drive is state owned) and then the state would in turn purchase (or exchange) for a part of Front Street(city owned) and part of the Journal property.
5. The Information Center, presently being used by the City Architect's Office (Mr. Laing's office) is owned, both as to structure and property, 60-40 by the state and city (or is it visa-versa?). The structure is not movable due to dry rot setting in at its base. The city has invested small sums (\$5,000) to improve it for current use, but it probably would have to be torn down eventually if the roadway turned westward in relocation.
6. He concurred with others interviewed that immediate demolition was planned and the state could widen at the present site until future development plans crystalize. The state's major interest is in removing the traffic bottleneck.

COMM.	<i>[Handwritten mark]</i>
ASST.	<i>[Handwritten mark]</i>
SEC.	
STENO.	

CITY/COUNTY COORDINATING COMMITTEE MEETING

*Journal Bldg.*  
**RECEIVED**  
 OCT 15 1968

MINUTES

October 7, 1968

OFFICE OF COMMISSIONER  
 OF PUBLIC AFFAIRS

The meeting was called at Multnomah County Courthouse, Room 680, at 2:30 P. M. County officials present were Chairman Gleason and Commissioners Aylsworth, Eccles, Gordon, and Mosee. City officials attending were Mayor Schrunk and Commissioners Bowes, Grayson, and Ivancie. Also attending the meeting was Governor Tom McCall.

Chairman Gleason called the meeting to order. "Today we have invited the various planning groups and interested citizens to meet with us and to hear a report--one that I think is of great importance and worthy of a lot of study and, with that, I would like to turn the meeting over to our most distinguished guest who will take the meeting from here on, Governor McCall."

Governor McCall began, "Thank you very much, Mr. Chairman, members of the City and County administrations of the City of Portland and Multnomah County. I appreciate very much this opportunity to be with you today, not as an expert on anything in particular, but as one who has a strong concern and interest in this area. It seems to me that this meeting could well be one of the most significant, in terms of long-range impact, in Oregon's history. The focus is intergovernmental coordination and cooperation at its zenith. The purpose is of transcendent importance to each of our levels of government and to all our citizens. I am speaking of our joint opportunity for comprehensive planning and redevelopment of the west bank of the Willamette River between the Burnside and Ross Island bridges.

"This stretch of land, lying generally between Front Avenue and the river, is the front door of Portland's commercial and financial center. It has many unique qualities, not the least of which is its central location and potential accessibility and visibility to most of the community. The goal of optimum enhancement of this area has long been sought by those who envisioned Portland as a truly beautiful river city, taking its place with the magnificent metropolitan centers of the world.

"On February 2, 1967, by executive order, I created the governor's Willamette River Greenway committee. The basic objective of that committee is the preservation and enhancement of the river's natural environment in conjunction with development of the widest possible recreational opportunities in a manner that injures no one and benefits all.

"The executive order went on to say that 'through imaginative, yet wise, planning and with the cooperation of both citizenry and government, this can be done without harm to the legitimate needs of industry or agriculture, or to local and private interests. We must be astute enough to see that preservation is far easier than correction, perceptive enough to realize that in the Willamette River we still have more to preserve than to correct, and bold enough to act accordingly.'

"This central Portland West Bank river segment is a key to the ultimate success of the entire Willamette Greenway system. The time was never more opportune, an issue never more cogent, a need never more apparent than the enhancement, beautification, and redevelopment of this vital part of our community and state. Victor Hugo said it: 'There is nothing more powerful than an idea whose time has come.'

Governor McCall continued, "Certainly this must be the point in history to take the first necessary steps to initiate the conversion of this dream into reality or abdicate meaningful stewardship. We together have a great opportunity before us to develop the full potential of this waterfront. I know that we have the resources, if we can but marshal them.

"On July 18, I directed a letter to every major private property owner in the included area asking that he cooperate in this redevelopment proposal. I am pleased to report that each of these industrialists responded affirmatively to this request.

"You are all aware of the pending sale of the Multnomah Plywood facility October 24. It is the combination of the proposed sale of this property and the agreement of the other property owners to hold additional development in abeyance that precipitates the need for our immediate concerted action.

"I am suggesting to you that our three layers of government form a joint Task Force to carry this redevelopment from words to action. We need the very highest caliber private citizens working on this Task Force, citizens who through their offices, as volunteer pace-setters, bring to bear the arsenal of public-agency capability.

"I can pledge to this task the efforts of three outstanding Oregonians--all distinguished members of my administration: Glenn Jackson, Chairman of the State Highway Commission; Dennis Lindsay, Chairman of the Port of Portland; and John Mosser, Chairman of the State Sanitary Authority.

"I suggest that you place comparable individuals on this Task Force and that the State, Portland, and Multnomah County give them the common assignment of carrying out the planning and development of a West Bank Esplanade/Light Industrial/Housing/Marina facility.

"Through this action, we will see a return on any public funds expended far beyond the invested amount. We will see increased property values that will greatly strengthen Portland's core. We will see beautification that will increase even more the livability of this great state and its central population area.

"I have no detailed plans to meet this landscaping goal; it has been my intention only to speak up. First we wanted to find if redevelopment was feasible and necessary, and we did find out that this redevelopment was feasible and necessary. Now we pledge the support of the state and the support of the office, and myself, I pledge state support, my personal support, and my instruction to the Oregon State Highway Commission to find a method whereby this riverfront area can be made highly accessible. We cannot afford to spawn, through inattention and inaction, a sort of a Berlin Wall of layer upon layer of cement and high speed traffic which would bar our citizens from what should and must be one of the most attractive, livable and useful sections of the core city. I further pledge my efforts to obtain funds through the several state and federal programs, including Willamette River Park System funds, Land Water Conservation funds, Open Space Program funds, and funds from other appropriate federal agencies, Small Business Administration, Economic Development Administration, and so on. I further pledge my charge will be made to the Port of Portland to work with existing land owners in this area in finding other and more compatible space, and the Port working in turn in assisting to develop the light



industrial capacity of this project area. The Port has worked tentatively already and has found, tentatively, new sites for some of the tenants if they wish to take them. And I pledge my personal assistance to those industries in the area that will redevelop their land in compatible uses, and those potential purchasers who will develop new facilities consonant with this over-all plan.

"In Washington, March 11, of this year, Interior Secretary Udall and I signed an agreement to speed up land acquisition for the Willamette Greenway project. The Secretary said at that time, 'The imagination, concepts and cooperation that went into this project are absolutely breathtaking. I had the feeling of being swept away by a new, dynamic force in conservation as I reviewed Oregon's plan for conserving and using the Willamette River area.'

"Crucial to the materialization of that goal is our prompt attention to an action program to meet the needs of the west bank in Portland--and I urge you today, gentlemen of the City and County administrations, to join the state so that together we can make that concept come alive for the benefit of all Oregonians and citizens of the City of Portland. I have with me today Arnold Cogan, who has been my chief of planning, and he has some possible costs that might be of value. But again, I pledge the state to work with the City of Portland and Multnomah County on this project."

At this point, Commissioner Gleason announced that he was turning chairmanship of the meeting over to the Governor.

Mayor Schrunk announced that the planning staff had done some work and asked if Herb Clark was in the meeting room. He asked Mr. Clark, "Do you want to report to the Governor what your staff has been working on and explain some of these drawings?"

Mr. Clark said, "The Director of the Portland Planning Commission is in Washington, D. C., and he asked me to communicate the fact that this plan is an illustrative one--not a final plan, but something that can be accomplished. I am referring to the plan for south of the Hawthorne Bridge to the Ross Island Bridge. The Governor has covered it pretty well already, but I have just a few more points --- Portland was originally oriented to the riverfront for reasons of commerce, and the riverfront no longer complements the downtown area. The Planning Commission staff feels more or less as follows: The riverfront is an asset of great value; it should not be wasted and should be used. The downtown core area and the riverfront should complement each other. A riverfront park and esplanade would improve the image. The riverfront can be devoted to public use and enjoyment and become a part of the downtown core area. There is an ever-growing need for water-oriented recreational facilities, and there is a need for increased population in the perimeter of the downtown core area. The improvement of this waterfront is a part of the Planning Commission's comprehensive plan for the City of Portland, and we would like to see the area dressed up to be an asset to the City.

"We have conducted studies on two waterfront strips, (1) from the Hawthorne Bridge northward to the Burnside and Steel Bridges, and (2) southward from the Hawthorne to the Morrison and Ross Island Bridges down to Gibbs Street. That area from the Hawthorne Bridge southward can be divided into two phases--(a) from the Hawthorne to the Morrison Bridge, which would be relatively easy, and (b) from the Morrison

to the Ross Island Bridge to Gibbs Street, and this is more difficult or more expensive to accomplish. The Multnomah Plywood Products property should be obtained, and a master plan should be developed for the redevelopment of this area."

Commissioner Grayson asked, "Has anyone been able to give an outside estimate of what this entire program might possibly cost?"

Governor McCall replied, "I can give you a few slants from the meeting of my staff of planners. The land must be acquired by a public agency. That would be from 100 to 120 acres at \$250,000 an acre, for a total cost of \$25,000,000 to \$30,000,000 for land acquisition. To indent the highway on Harbor Drive would be an additional \$15,000,000, for a total of roughly \$40,000,000 or possibly \$50,000,000 with a cost benefit ratio of \$1 to \$4 for a possible \$200,000,000 return on the \$50,000,000 expenditure. By implication, we are talking about an underground highway so that we can have ready access to the area."

Mayor Schrunk asked, "What are some of the agencies we can go to for funds?"

Governor McCall replied, "(1) The Land and Water Conservation Fund of the Bureau of Recreation, Department of the Interior; (2) the Open Space Program of HUD, and this would be the most likely source; (3) the Willamette River Park System Fund; and the State Highway Department and the Governor's Committee. The Secretary of State gave a space grant of \$1,600,000 from the Bureau of Outdoor Recreation. Even though the Greenway Program would provide some local matching funds, the Open Space Program of HUD should be the one we should work on the hardest. We should send a group to Washington and perhaps get Secretary of State Udall to carry the ball for us."

Commissioner Ivancie asked, "What does the Highway Commission and your office think of this proposal for the underground plan shown on the chart?"

Governor McCall replied, "I think that we must have a subterranean highway to the extent that we have fairly ready accessibility to this whole area. Certainly this seems to be the one thing we have to do. You have no accessibility unless you indent in the ground."

Commissioner Gordon asked, "On Mr. Grayson's question, after all of these agencies are committed to give support, do you envision local government coming up with a general obligation bond for the balance, or out of revenues, or what?"

Governor McCall answered, "I haven't reached that point yet, and you will have your men from the City and County that will have the time to work on that. My men feel that the financing problem is not insurmountable, Commissioner. I would hope that, if you like this idea of teamwork, you could do wonders in this area."

Commissioner Gordon continued, "Assuming we had matching funds, it could be \$25,000,000. Then it would be conceivable to me that a local government would have to come up with a general obligation bond to come up with the balance."

Mayor Schrunk commented, "Our neighboring city up north went for a comprehensive planned program, and they voted a very substantial G.O. Bond for park acquisition and development. Now our first step is to get a plan and then worry about how we



work it out. It should be comprehensive and not a patchwork job. We have an unusual opportunity now and, with a good team, we can get some results."

Governor McCall pointed out, "In the long haul, you will be improving the financial situation because you would be putting out \$1 and getting \$4 in return."

Chairman Gleason said, "As I understand it, this is an offer today and a suggestion today to join a partnership of the State, County, and City, and the best planning abilities of all of them to work together to arrive at a plan for future development of the river bank area in the City to develop it to its maximum, either by private or public funds, and to use all the available resources we can and to see that private funds, as they are invested, fit into the plan of making this city oriented toward the river again, which is one of our greatest assets. We can all join in this effort to plan and to develop a truly great river and city and metropolitan area and make the river again our asset."

Mr. Ira Keller contributed, "Urban renewal is a tool that can be used and, while the Development Commission has limited capital and limited authorities, we are acting as the agency to develop the Portland State campus and Emmanual Hospital Medical Center, and we would like to offer our services and our skills in connection with this, if they are needed. We have been doing business with HUD for a number of years already."

Governor McCall thanked Mr. Keller for the offer and assured him that the project would most certainly come to the Portland Development Commission for assistance.

Chairman Gleason asked, "Am I right in thinking that the Multnomah Plywood facility will be auctioned on the 24th?"

Mr. Edward Potter, Manager of the Milton J. Wershow Co., an auctioneering firm, said, "We are offering the property on the 24th of this month for sale. There are some people interested in the possible development of that property into a first-class hotel/marina complex which would include water fountains, stores, and restaurants. But some of the people whom we have spoken to are a little concerned on what response they will get from the various commissioners in opposition. There have been stories told that some of the commissioners are interested in condemning the property and confiscating it for the City's G.W. project. Some of the potential developers are becoming a little concerned. I think, for the good of the over-all deal, that we should have an expression of whether this will be encouraged or discouraged. Could we have an expression from the commissioners at this time?"

Governor McCall commented, "On the basis of our discussions in July and August, I would say that the planning and development of a west bank esplanade/light industrial use/marina is the exact expression of our hopes for this area. What you mention would be entirely in agreement with the plans we had in mind."

Mayor Schrunk said, "There is a definite need for a master plan in the area. In the south auditorium urban renewal program, there have been design standards set up. Now I don't think that another plywood plant would be compatible, but a marina/motel/boatel would be extremely compatible with the surrounding area. This has not been



discussed by our city council, but I rather imagine that if we come up with a master plan, that we can encourage private capital for an orderly development of this area."

Mr. Potter said, "So I can assure the prospective people who are thinking of purchasing and developing this area in a manner similar to Century Plaza in San Francisco and Bayshore in Vancouver, that there would be no problem?"

Mr. Herb Clark replied, "As long as the development fits into the master plan, then there would be no problem from that standpoint. I think it is important that some measure of control be exerted here. That is one of the reasons the south auditorium urban renewal program is successful. Someone must have control, and the master plan must have control; and if it does, it would be more valuable not only to the City, County, and State, but also to the people investing in the area.

Mr. Keller of the Portland Development Commission added, "This particular plan makes that property more valuable. I do think that we must have standards. We have just approved architects' designs for a substantial hotel in the south side of that area."

Mr. Lakeman of the City Planning Commission said, "Regarding quality control, Portland has a design committee that could be used for this kind of quality control to encourage this kind of higher class development."

Chairman Gleason commented, "I appreciate Mr. Keller's offer, and they have done some wonderful things. I hope that we do utilize the Development Commission, along with the County's Planning Commission."

Commissioner Eccles said, "I would like to get a plug in for my pet project which, I think, fits in very well with this plan, and that is the City/County Civic Center, for which we're asking \$4,000,000 for land acquisition. I noticed that on this proposed development plan, they have shown part of our plan."

Mayor Schrunk, when asked when a master plan for the riverfront area could be expected to be adopted, replied, "I think the Planning Commission is about ready to make certain recommendations to the City Council. But again these plans, while they show some things on there only for illustration, the exact land use could be considerably different. The one thing that bothers me that will hold this up the most is solving the traffic problem, and this involves the highway. I feel very strongly that it is not just the Journal Building we are talking about. A depressed road that would go under the Union Pacific Railroad would be something the planners might come up with." Another questioner asked, "Commissioner, can we expect to know what is going into this area in the next year or five years, or how long?" Mayor Schrunk again replied, "Certainly within the next year. What we are talking about are hotels, motels, condominium apartments, some marine-oriented parkways and parks. I think this is generally fairly well agreed. And possibly there would be specialty shoppes and things of that nature."

Commissioner Gordon said, "We should have a motion here so that the City and County could get on with this to formulate some plan and, if so, I would so move that we adopt this, in principle at least, and move on in some sort of orderly manner to organize this thing."

Commissioner Eccles suggested changing the motion "to approve the Governor's plan and to ask the Mayor and Chairman of the Board to each appoint three members to the Task Force."

Commissioner Gordon agreed, "I would approve that statement in principle and would move that those groups organize as appointed by the Mayor and Governor and Chairman of the Board."

Commissioner Grayson said, "I will second that."

Governor McCall summarized, "You then accept the plan in principle that I suggested today and that Portland and Multnomah County each elect three outstanding citizens in planning and redevelopment areas to develop a master plan."

Chairman Gleason added, "I would like to make a suggestion that, with this joint task force, that certainly any and all plans for the area should be cleared with that task force and then with your office and the City and County before there are announcements and changes, so that we are working on one plan and not a multitude of plans."

Chairman Gleason then called for a vote on Commissioner Gordon's motion, and it was approved unanimously. He said, "The motion is carried that we adopt the plan in principle and that the Mayor and Chairman will appoint three members respectively to make a nine-member task force to carry it out."

Governor McCall concluded, "Thank you all for your concern and interest and good sense to consider the future of all of us and the future of the generations to come."

There being no further business, the meeting was adjourned at 3:30 P. M.

dk

cc: Members

CITY OF PORTLAND  
INTER-OFFICE CORRESPONDENCE  
(NOT FOR MAILING)

November 13, 1968

*From* F. T. Fowler  
*To* Public Affairs  
*Addressed to* Commissioner Francis J. Ivancie  
*Subject* West Side Water Front

Dear Commissioner Ivancie:

Plan as submitted by State:

Plan calls for taking one-half of property west of S.W. Front Avenue.

This property is potentially some of the most valuable because of its fronting on the proposed park area.

Plan calls for a partially depressed six lane highway. The noise and air pollution caused by this heavy traffic will seriously devalue property in the vicinity.

Plan calls for the elimination of S. W. Front Avenue with no provision for caring for this northbound traffic.

If left turn overpasses are to be provided for access to the central business area, the proposed freeway will have to be lowered to 20 feet below S. W. First Avenue to provide connections by overpasses.

Plan calls for revamping the approaches to the Morrison Bridge. This will limit the capacity of the bridge to the capacity of S. W. Alder Street, S. W. Washington Street, and S. W. Second Avenue. Even now the bridge will carry 50% more traffic than its west approaches.

Plan calls for the reconstruction of the west approaches to the Hawthorne Bridge. This would also limit the capacity of that bridge.

No funds should be wasted on the approaches to a sixty-year-old bridge which should be relocated to connect with S. W. Jefferson and S. W. Columbia Streets.

No proper plan for the West Bank Development can be made without the elimination of the existing west approaches to this bridge.

Without S. W. Front Avenue the west side area will be deprived of a northbound street and will have to rely on S. W. Second Avenue.



The Urban Renewal Area will be deprived of proper access since the planners of that area have placed dependance on the use of S. W. Front Avenue; no other streets for northbound traffic being available except S. W. Fourth Avenue.

State's plan for a depressed roadway would cut most of the sewers, which now exist in all east and west streets, from access to the Front Avenue intercepting sewer.

This would necessitate the construction of a new sewer in S. W. First Avenue costing from \$500,000.00 to \$750,000.00.

State's plan would not provide any additional park area to that provided by the cut and cover tunnel plan suggested by the City.

State's plan would limit access to the park area to a few pedestrian overpasses.

State's plan would prevent the proper planning of a parking structure over the Morrison Bridge approaches. This structure has been proposed for many years and could have access directly from the Morrison Bridge.

State's plan would eliminate the Central Fire Station, causing difficulty in finding another satisfactory location for the valuable facility.

State's plan would cut off all vehicular access to the water front. Such access is necessary to serve the Ankeny Street Pumping Station and various snow dump areas.

#### Costs

The State's plan has been reported in the papers to cost \$17,690,000.00.

What that includes has not been indicated.

State's plan has been estimated to cost \$25,000,000.00 less than the cut and cover tunnel plan.

That would put the cost for the tunnel plan at \$42,690,000.00, which is ridiculous to the extreme.

If the cut and cover tunnel plan were extended to cover the area between S. W. Ash and S. W. Market Streets, a distance of 3,960 feet, the cost would not equal the \$17,690,000.00, as proposed by the State.

This extension would necessitate the relocation of the Hawthorne Bridge.

Depressed Cut and Cover Tunnel Plan

City's plan calls for the narrowing of the roadway on S.W. Front Avenue to 44 feet to provide four lanes of northbound traffic.

The tunnel section would lie immediately east of this roadway.

The initial phase would extend from the north line of S.W. Ash Street to the south line of S.W. Taylor Street, a distance of 2,140 feet.

City's plan would provide for a park strip averaging 235 feet in width for the entire length which would equal that which would be provided by the State's plan.

City's plan would allow vehicular access to the water front area which would be necessary to serve the Ankeny Street Sewer Pumping Station and certain other structures which might be placed in the park area. Access must also be provided for certain snow dumps at the Harbor Wall.

City's plan would leave the Central Fire Station in its present location and provide adequate access.

City's plan would leave the Morrison and Hawthorne Bridge approaches essentially the same as they are now.

City's plan would allow the future construction of a parking structure over the west approaches to the Morrison Bridge.

City's plan would adequately care for northbound traffic via S.W. Front Avenue and would allow left turns into the central west side area at any westbound street.

City's plan would better serve the south auditorium Urban Renewal Area by providing for northbound traffic.

City's plan would provide for future extension of the tunnel section as far south as S.W. Market Street when the Hawthorne Bridge is relocated.

This would provide for a continuous park area from the Burnside Bridge to connect with the proposed development north of the Marquam Bridge.

Costs

Since the State has stated that the cost of their plan would be \$25,000,000.00 less than the City's plan, the following facts are presented to support City's cost data:

The accompanying cost estimate sets forth all the items of cost for the 2,140 foot section of cut and cover tunnel with 25% added for engineering and contingencies at \$6,263,000.00.

This amounts to a cost per square foot of \$28.90 or \$289,000.00 per 100 feet of length for the tunnel section.

Approach costs are estimated at \$675,700 including 25%.

All of the costs in this estimate are based on the latest bid prices which the State Highway Department has received.

The costs total includes such items as excavation, shoring, concrete excavation, reinforced concrete in tunnel section, reinforced concrete in retaining walls, ventilation, drainage, painting, etc.

It should be noted that epoxy-resin finish of walls and ceiling saves \$720,000.00 over the cost of tile as used in the Vista Ridge Tunnels.

Lighting Costs are based on the bid prices of the Vista Ridge Tunnels which were \$60.00 per lineal foot for each tunnel.

Ventilation

A ventilating chamber two feet wide and 16 feet high extends the full length of the tunnel section with vents, top and bottom, 50 feet apart connecting from the tunnels into the vent chambers.

Eight ventilating fans are provided with a capacity of 100,000 cubic feet per minute each, which would complete change the air in the tunnels every 2.8 minutes.

Water Level

Tests conducted in 1929, after completion of the Harbor Wall, on test wells over the area as far west as S.W. Third Avenue and S.W. Salmon Street indicate that the ground water level would not rise above the level at which the Ankeny Street Pumps start to operate or 16.0 feet. In addition, adequate drainage is provided on both sides of the tunnel connected to two pump stations, which would pump directly to the river.



Flotation

The weight of the structure plus the five foot fill would adequately provide for a water level up to 26.5 feet. If found necessary an additional two feet of concrete in the base and top slabs would add only \$600.00 per lineal foot.

Concrete

The base slab which has a minimum of form work has been estimated at \$65.00 per cubic yard, including reinforcing steel.

This is for concrete which can be placed in the forms at \$15.60 per cubic yard.

Side walls and top slab, which include form work are estimated at \$80.00 per cubic yard.

It should be noted that form work for this structure can be so constructed that they can be moved forward as the work progresses, thereby cutting costs greatly.

Comparing these costs with those estimated for the Delaware Expressway in Philadelphia indicate that their concrete costs, including forms and reinforcing at 150 pounds per cubic yard, are \$45.65 according to the State Highway Estimate and \$36.50 according to the consulting engineers for the design committee.

Since reinforcing steel prices are the same for Philadelphia as for the Portland area; viz, 12 cents per pound, it is very hard to justify nearly double the cost of the concrete for the Portland area over the Philadelphia area.

The final design for the Philadelphia Plan was reduced to 2,000 feet in length with a total of 445,000 square feet and a cost of \$9,000,000, or \$22.00 per square foot. This compares with \$28.90 a square foot for the Portland plan.

It should be noted that foundation conditions for the Philadelphia plan are very much worse than for Portland, reinforced concrete piling being required over the entire area.

November 13, 1968

Foundation

A check of the original cross sections of the water front, taken in 1927 before the Harbor Wall was constructed, indicate that the entire section between Ash and Taylor Streets would be in excavation in the original ground.

Bearing over the whole 100 foot width of tunnel, including concrete, earth embankment and 300 pounds per square foot live load would be only 1,360 pounds per square foot.

Morrison Bridge Pier Protection

Since the tunnel section must straddle the W-2 bent for the Morrison Bridge, each column footing is to be protected by a steel sheet pile coffer dam driven below the bottom of the tunnel slab before any excavation is made in that area.

Respectfully submitted,

F. T. FOWLER  
Consulting Engineer

FTF:pf

PRESENTATION TO RIVERFRONT COMMITTEE

December 6, 1968

Maps on Display

1. Perspective - Marquam to Steel Bridge
2. Plan of West Side Esplanade - Hawthorne to Steel Bridge - showing engineering details and proposed features on the Esplanade
3. Plan of development from Ross Island Bridge to Marquam Bridge - showing relocated Hawthorne Bridge and cut-and-cover section to Market Street
4. Map - Steel Bridge to Sellwood Bridge - showing status of land acquisitions

Oral Presentation

1. Objectives and advantages - Keefe
2. Riverfront developments in other cities - Baldwin and Keefe
3. Details of Harbor Drive relocation and cut-and-cover section and costs - Fowler

Written Presentation - for members to take with them

1. Statement covering objectives and details and costs
2. Maps printed in color
  - a. The perspective
  - b. Plan of W.S. Esplanade from Hawthorne to Steel Bridges

6805  
LTK/mm  
12-6-68