

# Waterfront Park Master Plan

Portland, Oregon



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## Introduction

**I**n 1975, the City of Portland took a bold step and tore up the six lanes of asphalt and concrete that made up Harbor Drive to create a 36-acre riverfront park. The goal was to create a park that would “play a strong role in rejuvenating the long-neglected area between the waterfront and core...[to] provide a strong impetus for private interests to rehabilitate and redevelop this area.” Furthermore, the park was to be a “prime recreation resource particularly for those who live, work or shop in downtown, as well as a key element in achieving an optimum, pedestrian oriented environment for downtown.”



A view over Waterfront Park looking south from the Steel Bridge.

## Purpose of the Plan

The Master Plan for Waterfront Park updates the original Downtown Waterfront Park Master Plan prepared by Wolff Zimmer Gunsul Frasca (WZGF) Partnership in 1975. The purpose of the Master Plan is to provide a framework of policies, describe several development concepts, and outline specific projects and actions. In short, the Master Plan—from the Guiding Principles to the Recommendations by Sector—is intended to provide a clear direction for the future of the park.

The plan outlines a series of physical improvements but also includes policy and program recommendations. Events and activities are critical to the success of Waterfront Park, but they must be managed as part of an overall strategy that focuses on one goal—maintaining the park as a lively public space that is also an integral part of the life of downtown.

The Master Plan is organized from the general to the specific:

- A Vision for the next evolution of the park;

- Guiding Principles that represents the fundamental goals and values that the Master Plan strives for;
- Development Concepts that describe how the Guiding Principles should be translated into specific development activities and actions; and
- Recommendations by Sector which propose more specific concepts and ideas for the six parts of the park.

Over the years, conditions and circumstances will change around the park as will the city’s recreation needs. At each stage in the Master Plan’s implementation, it is expected that the concepts will be reviewed to ensure that the plan’s recommendations continue to be relevant. If necessary, updates to the Master Plan may be prepared under the direction and management of Portland Parks and Recreation, which maintains final authority over design and development of the park.

The master plan is intended to provide a clear direction for the future of the park.

## Context of the Plan

The master plan for Waterfront Park is being prepared at a time of both uncertainty and tremendous opportunity. While current economic conditions are challenging, a variety of projects along the river and in the downtown are currently being planned. This offers great potential for coordinated plans, possible funding opportunities, as well as increased awareness and motivation to carry out the Master Plan’s recommendations.

### *The River Renaissance Project*

The River Renaissance project was initiated in 2001 and promises to create an ambitious vision for the Willamette River. Waterfront Park will undoubtedly continue to be one of the river’s “crown jewels,” the centerpiece of the downtown waterfront.

### *Naito Parkway Reconstruction*

The Portland Office of Transportation will be rebuilding Naito Parkway over the next two

years. The project stretches from SW Harrison to NW Couch and comprises several activities, including resurfacing the street, installing bike lanes on both sides, narrowing medians to accommodate the bike lanes, and rebuilding curbs at some corners to meet ADA regulations.



Planning and development projects surrounding the park.

Because the project involves reconstruction of pedestrian crossings across Naito Parkway into the park, it provides an opportunity to review the park's relationship to the parkway. The redesign of the Parkway was coordinated with the Waterfront Park Master Plan. As a result, circulating improvements such as sidewalks and street crossings are now part of an overall pedestrian system.

### *Ankeny Pump Station CSO Program*

Over the last several years, the City of Portland has been rebuilding its stormwater and sewer system to better handle runoff and to reduce environmental impacts. In the current system, a combined sewer system (CSO) is used, which mixes stormwater runoff with sewage during periods of high rainfall.

As part of the CSO program, a new line (12' in diameter) is being installed 50–70' below grade along Naito Parkway to transport combined sewer overflows to a new pump station, to be located on Swan Island. The Ankeny Pump Station, located in Waterfront Park, will continue to be used but will be rehabilitated.

The area around the Ankeny Pump Station will be demolished and later rebuilt. Redevelopment of this site will represent the first phase in implementing the Park's Master Plan. Construction will begin in 2003 and will be completed in November 2005.

### *Downtown Waterfront Development Opportunities*

The study will review possibilities for stimulating the redevelopment of properties along Naito Parkway and creating an outstanding

riverfront environment, furthering the goals of the Downtown Waterfront Urban Renewal Plan. The project is envisioned to initiate, support and guide development opportunities in the downtown waterfront for the next ten years. Through the identification of public-sector capital improvements and organization of private sector interests, the study will be the first step to help create a more active and vibrant downtown waterfront environment.

## An Overview of the Park

Gov. Tom McCall Waterfront Park comprises 36.59 acres that stretch from Riverplace on the south to the Steel Bridge on the north. On the west, the park is bordered by Naito Parkway and the Willamette River forms the eastern boundary.

The park consists of 13 tax lots and is owned by the City of Portland (Portland Parks and Recreation) though the land under the bridges is owned by Multnomah County. The park can generally be divided into five distinct zones, described below.

The *Esplanade* is paved walkway along the river, part of a riverfront corridor extending on both sides of the Willamette River within which “river recreational” uses are promoted. Greenway regulations define this zone as 25' from the top of the bank. In Waterfront Park, the greenway zone includes the walkway and part of the adjacent lawn areas as well.

The *Bowl* anchors the southern end of the park, abutting the Riverplace residential and

commercial development. Because of the bowl's natural slope to the water, it functions as an informal amphitheater for concerts. The bowl also serves as the site of the annual Dragonboat races, Oregon Symphony concerts and the Blues Festival.

*Salmon Street Springs and the John Yeon building* anchor the area north of Hawthorne Bridge. The fountain is set in a concrete plaza, which includes a set of sitting steps that leads to a viewing area over the river. McCall's Restaurant, the current occupant of the historic John Yeon building, abuts the fountain to the south and is the major permanent commercial user of the park. This area also acts as the moorage and embarking site for the Portland Spirit, a small cruise ship that provides 2-hour trips on the Willamette River.

The *central lawn* is a dominant feature of the park, between Salmon Street Springs to the Burnside Bridge. The lawn is used most intensively during the summer by a series of outdoor festivals and events. The lawn is



Looking south from the Hawthorne Bridge at the informal amphitheater of the Bowl.

bordered by trees on both sides and includes a wide pedestrian walkway along the river.

At the *Ankeny Pump Station Area*, a brick plaza and stage anchor the northern part of the park. The Ankeny Pump Station (a pumping facility operated by the Bureau of Environmental Services) and a restroom are the only structures in this area, which exhibits a high level of inappropriate use. On weekends, the area receives more legitimate use by visitors to Saturday Market, an outdoor crafts fair that is held in Ankeny Plaza, a small urban park directly west of Waterfront Park.

The park narrows considerably between the Burnside Bridge and the Steel Bridge. The *Japanese-American Historical Plaza* occupies a majority of the available open space, which eventually terminates at a vertical sculpture piece, a connection to the Steel Bridge walkway, and an informal connection to the walkway along the McCormick Pier apartments.

Waterfront Park is probably best known as the site for a variety of events and festivals held from May to September. In 2000, 20 permitted events including venues as small as a Marriott Hotel function (600) to the annual Rose Festival (350,000) were held in the park. Each event is assigned a section in the park. For example, the Bowl is popular for concerts and the Jazz Festival because people sit outside and can enjoy an unobstructed river view. The Bite, Cinco de Mayo and the Brewer's Festival need flat land and are fenced in; thus they occupy the meadow areas between the bridges. For permitted events in the year 2000, the estimated attendance was 917,500.

## Use of the Park

Jogging, walking, biking, skateboarding, fountain play, lunching, basketball, fireworks viewing and boat watching are common, popular informal park uses. As Waterfront Park is easily accessible to the downtown Portland workforce, it is heavily used, especially by walkers and joggers, during the lunch hours from 11:00 am to 1:00 pm, as well as from 3:00 pm to 5:00 pm. Bike commuters use the park during rush hours because Naito Parkway lacks bike lanes.

No consistent counts have been made to measure the number of non-event visitors in the park. Recent one-hour counts (between 12:00 noon and 1:00 pm) at two of the most popular access points revealed between 200–300 people entering the park at each of the two entries. During that same one-hour period, almost 400 people were counted in one direction. The northern entrance, by Ankeny

Square, exhibited much lower numbers, with about 100 visitors entering the park during the 12:00 noon–1:00 pm period. (The counts were done on consecutive days with identical conditions—sunny and comfortable).

In addition, although the park appears to accommodate a large number of people, use of the park tends to be concentrated in some areas and during specific times of the day and of the year. Because of Portland’s climate, there are extended periods during the winter when visitation drops off dramatically. Although there have been no formal surveys of park use, informal evidence suggests that the park is used most often (aside from special events) during lunchtime on weekdays. Also, the southern third of the park, between Morrison Bridge and Riverplace, probably experience greater use because of the foot traffic generated by Riverplace and the Alexis Hotel.



Weekends are also well populated with people visiting Saturday Market (Ankeny Square) and the restaurants at Riverplace. The river is a magnet for strollers during good weather. During the summer months and evenings the Salmon Street Springs is a popular place for kids to play while parents relax.

## A Brief History of the Park

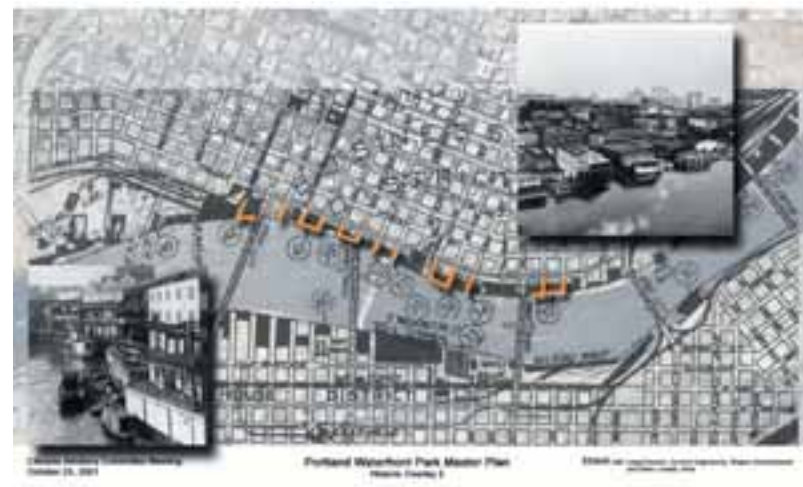
The history of parks tend to reflect the history of cities, and this is certainly true for Waterfront Park. In revisiting the park's history, it's clear the site has always been an essential part of the downtown, first as a warehouse area, then as a highway, and finally, as a park. It is also evident that the park has had to change over the past 25 years to reflect current needs.

### The Early Years

In 1851 when Portland was founded as a city, the waterfront was the center of the city's commerce and trade. Even in 1907, docks and buildings extended over the river and were connected by a narrow, meandering strip between the river's edge and Front Street. Flooding was a constant problem and was



A diagram overlaying a map from the late 1800s over a present day aerial photograph. The blue lines indicate historic streams.



An early 1900s map over a present day aerial. The orange lines show how the streets came right out to the river's edge.



Top : The seawall under construction, 1929. Bottom : Six-lane Harbor Drive at the river's edge, 1958.

controlled only by the streets which acted as public levees. During the first three decades of the 1900s, largely due to flooding, the preferred location for housing and business shifted further west.

Although the idea for a park on the waterfront had been discussed in 1920 and 1923, the City engineer proposed plans which included a seawall, but not a park. Charles H. Cheney, in 1921, suggested a plan to widen Front Avenue and create “rapid transit lines,” foretelling the 1943 Harbor Drive proposal. In 1929, Harland Bartholomew, whose firm designed several hundred city plans in the United States between 1920 and 1977, issued a report describing six reasons for the decline of the waterfront. These included: flooding; decline of early forms of river transportation; expansion of the business district to the west; inaccessibility; obsolescence and *lack of a definite plan*. His plan called for acquisition of all land

between Front St. and the river from Columbia to Glisan.

### ***Construction of the Seawall (1929) and Harbor Drive (1943)***

The continual flooding of the riverfront finally drove city leaders to build a 32' high seawall in 1929 at a cost of \$2.7 million. Thirteen city blocks were acquired and many riverfront structures were condemned. The seawall project leveled the waterfront area and its structures, built the wall and backfilled to the new grade. A 25' easement for a walkway next to the wall was recorded, which 75 years later, now includes the park's esplanade. The seawall construction provided flood control and a safe separation from the water's edge.

The pressure of maintaining economic viability during the Depression years (1930s) resulted in a loss of vision. In a climate of disinterest,

Robert Moses, famous for his use of highways as a panacea for urban decay, introduced the Portland Improvement Plan. The plan initially focused on approach ramps to the bridges, but the need for transportation improvements grew and the Harbor Drive freeway was approved and built in 1943. The freeway hugged the river's edge allowing only a 16' sidewalk next to the river with a row of trees. It was perilous to cross and noisy for pedestrians, but traffic flowed easily and the bridges provided easy access.

### *A New Vision Begins to Emerge—the 1960s and 1970s*

It took 20 years but interest in the waterfront blossomed again in the 1960s with urban renewal programs. In 1963, City Council asked the Portland Planning Commission to undertake a 28 block study of the waterfront. Then in 1968, a breakthrough occurred when the

City acquired, then demolished the Journal building between the Morrison and Hawthorne bridges. Built in 1933 as a public market, it was never used for that purpose. It was vacated when the Oregon Journal consolidated operations with the Oregonian.

A key moment in the park's development emerged in 1968 when Governor Tom McCall called for a study to evaluate the removal of



Map overlay from the Harbor Drive era. The red line indicates the buildings that lined the west side of Harbor Drive.

Harbor Drive, envisioning a park along the waterfront and a series of linked open spaces as part of the Willamette Greenway. Completion of the I-405 freeway and the Fremont Bridge provided a replacement route for Harbor Drive, and in 1974 it was closed.

In 1972, Portland began to experience rapid growth and a high rise boom in the downtown. Charged with a lack of green space, traffic congestion and environmental neglect of the Willamette River, a Mayor's Citizen's Advisory Committee was established develop a new Portland Downtown Plan. Citizen goals



The 1975 Waterfront Park Master Plan by Wolff Zimmer Gungel Frasca (WZGF).

focused on recreation, open space and views, but did not stress public access to the river or improvement of river habitat.

Based on the recommendations of the Downtown Plan, the city made a commitment to redevelopment and set up the Waterfront Urban Renewal District. The district allowed the City to use tax increment financing to make large scale public improvements that would include building Waterfront Park.

### *1975–1990: The Master Plan and Park Development*

The first plan for the waterfront was produced in August 1975 by Wolff Zimmer Gunsul Frasca (WZGF) Partnership in Portland in conjunction with Royston, Hanamoto, Beck and Abey of San Francisco. Implementation of the plan was initiated by the Portland Development Commission (PDC) with tax-increment funds over the next twelve years, from 1976–1988 in

five phases. Construction began first along Front Avenue and the Ankeny Plaza area. This was followed by four subsequent redevelopment projects until the last section—north of the Burnside Bridge, was completed in 1989. Development of the park as it is seen today occurred over 17 years in five phases at the cost of approximately \$20 million dollars.

Even while the park was being redeveloped, use of the park began to increase significantly, especially for larger events. Three studies were conducted between 1982 and 1991 to address problems created by this growth. In 1982, Portland Parks and Recreation staff updated the park’s master plan. The study not only addressed needed improvements, but also recommended that any new changes to the Park be consistent with adopted policies within the 1975 Master Plan.

In 1982, a management study was initiated to address the growth of events that had occurred

The first plan for the waterfront was produced in August 1975. Even while the park was being redeveloped, use of the park began to increase significantly, especially for larger events.

over the last 10 years. Of the options identified for addressing increased wear on the Park, three were implemented: higher permit fees, increased control over festival use, and restrictions on event set up. Waterfront Park began to be accepted as the City's central downtown park for major outdoor events. A task force was convened in 1991 to again study the problem of overuse and some restrictions were placed on events to ensure the Park's equitable use. In 2001, the need for an updated master plan was clear. The park was being subjected to more demands than it was designed for. Also, the construction of the Combined Sewer Overflow (CSO) facility near the Ankeny Pump Station created an opportunity to update the plan.

## Planning and Public Involvement

The project stretched over 30 months, from September 2000 to March 2003. It began with a study of existing conditions and issues in fall, 2000. This was followed by a consultant selection process in May 2001, in which a multi-disciplinary team headed by EDAAW, Inc. was selected. Following the selection of a citizens advisory committee (CAC), planning was initiated in July 2001. A draft plan was reviewed in November 2002 and the final plan approved by City Council in May 2003.

As part of this process, there was an extensive public involvement program, created jointly by Portland Parks and Recreation staff and Jeanne Lawson and Associates. This was such a key part of the entire project that it established a framework for the planning process.

### *The Public Involvement Process*

The public involvement program consisted of several elements, including advisory committees, focus groups, public meetings, public displays, events, surveys, a newsletter, and an interactive web site. Several public meetings were scheduled and were generally well attended, averaging 500 people after the introductory forum in September 2001.

### *Advisory Committees*

Three advisory committees were appointed to guide the City through the planning process. A *Citizen's Advisory Committee (CAC)* functioned as the group charged with working directly with the consultant team and staff to prepare the plan. The group included representatives from a variety of interests and expertise but without a direct financial stake in the park's outcome (committee members are listed in the

Public involvement was such a key part of the entire project that it established a framework for the planning process.



A work session with the Citizen's Advisory Committee.





The initial three design options on display at the January 2002 open house held at the public library.

Acknowledgments section of this document). The committee met 19 times between July 2001 and December 2002, with each meeting scheduled for a minimum of two hours.

The *Technical Advisory Committee (TAC)* and the *Staff Advisory Committee (SAC)* served in supporting roles. Members were selected from various City departments and outside agencies to provide advice on a variety of technical and jurisdictional matters. These two committees met at key points in the process, usually when their expertise could best inform the work of the CAC.

### *Focus Groups*

Focus groups included 93 people organized by interest and included:

- Event Sponsors and Promoters;

- Resource and Recreation users of the parks;
- People with specific ties to the Park including permit holders, those with concession permits, those with memorials in the park, and those with docking and parking permits;
- Downtown Business and Residential Associations, POVA, and Eastside Business District groups; and
- Agency and non-profit staff with fish habitat and endangered species compliance expertise.

Results of the focus group meetings were summarized in three separate reports and are included as separate reports.

### *Public Meetings*

Four rounds of public meetings were held throughout the project—October 2001,

January 2002, May 2002, and October 2002. All were advertised extensively and were held in several locations in the downtown and on the east side. Over 1,500 people attended these project meetings and open houses.

### *Events and Displays*

Several informational events were held in conjunction with the project, as a way of stimulating discussion and interest in the project. Three major events were held—a panel discussion at the first public workshop; a discussion of the park’s history and development at the second workshop; and a lecture by Kathy Madden of the Project for Public Spaces. Displays were also put up in public places, including Central and Midland libraries, local malls, and a booth at the Rose Festival, during various milestones of the project.

### *Surveys and Comment Cards*

At all of the public open houses and workshops, comment cards were used to record responses and ideas. A written survey also was distributed at the start of the project, to elicit general concerns and thoughts.

### *Web Site*

A project web site was maintained through the life of the project. The site provided basic information about the project, updates, master plan options and descriptions, and CAC meeting minutes. Over the course of the project, the web site recorded over 10,000 hits.



Televised panel discussion at the initial visioning workshop.

## A Three-Phase Planning Process

The planning process consisted of three basic phases: Phase 1: Establishing a Vision; Phase 2: Preparing and Evaluating Options; and Phase 3: Refining the Preferred Option.

### *Phase 1: Establishing a Vision (August–December 2001)*

The purpose of this phase was to identify issues, concerns, and opportunities. One of the questions posed to the public was how to “create a great Waterfront Park.” This was a consistent theme through several of the outreach activities. The public involvement work included:

- A **survey** that was part of the first project newsletter. Roughly 5,000 were distributed with over 450 responses.
- A **video** that was produced in conjunction with Portland Cable Access which explained

why a master plan was needed, what issues and challenges existed.

- Several **focus group** meetings with key stakeholders in August of 2001 (with another meeting when the Youth Advisory Board convened in the fall) with over 50 people participating. These meetings were intended to understand the needs the park faces, what’s working, what’s not, and how to improve things.
- A **public forum** that featured several speakers and a survey of visual preferences. Over 150 people attended along with several network stations and Portland Cable Access, which filmed and rebroadcast the program).
- A **project web site** featuring the short video, copies of all project documents, Citizen Advisory Committee meeting minutes, and the latest concepts.



One of the most liked images from the visual preference survey held at the October 2001 public forum. Respondents liked the multi-level, winding pathways, native and diverse vegetation, and accessibility to the river.



Members from various interest groups rate a plan they created in a focus group meeting.

The foundation for the master plan was created in this phase. Through the surveys, responses to the photographs, public comments, and focus group discussion, the planning team and the CAC took the first step in establishing some basic principles that would act as a compass through the process.

At a briefing to the City Council in the fall of 2001, council members instructed the project team to maintain the events as a part of Waterfront Park. This directive provided a clear policy statement that guided the subsequent phases of the project.

### **Public Forum (October 2001)**

The first workshop featured a panel discussion with Philip Myrick of the Project for Public Places, Mike Houck, Urban Naturalist with the Audubon Society, Chet Orloff, a local historian, and Randy Gragg, Art and Architecture Critic for *The Oregonian*. Their presentations illumi-

nated key ideas that needed to be addressed. Some of the major ideas and thoughts were:

- The park did not have a clear sense of purpose, was dominated by larger events, and did not have a balanced program of uses which were reflective of Portland’s unique culture.
- The park should be a place of beauty where park users could experience the unexpected, and that it be “a place you’d take an out of town visitor.”
- Creating a park with a diversity of spaces would allow the park to be programmed for their best use at different times of the year.
- A group similar to the one for Pioneer Square, be formed to manage its use.
- Access to the park across Naito Parkway needed improvement; a maritime presence with direct connection to the water was critical, and there were limited opportunities for shallow water habitat restoration in the park.

At the workshop, participants were asked to evaluate images from Waterfront Park and other parks, as one way of establishing preferences and concerns. Images that generated the strongest favorable response included ones with interactive water features, trees and shaded areas in general, and pathway options, and sitting areas that provide a connection to the water. Respondents preferred spaces that were visually interesting, in a variety of scales, with trees, flowing lines, and lots of seating.

Formal and strong geometric forms were not generally supported. Some of the features people favored were a small performance area with trees, places with native or riparian vegetation, paths for both pedestrians and bicyclists, places to sit with views of the river, more river transit, and a children's playground.

### **Public Survey**

A survey was conducted in the summer and fall of 2001 to understand how people used the park and what people thought of it. The results supported what many already knew about its use—the most popular activities in the park were enjoying the views (65%), walking (56%) and attending festivals (53%). These three basic activities from the initial survey are mentioned again at focus group and public meetings as being key to the function, and therefore design of Waterfront Park.

### **Focus Groups**

The first series of focus group meetings, in August to November 2001, concentrated on identifying what makes a great park and how Waterfront Park is working. These were the only focus group meetings organized by specific “interest” such as special events, downtown



The much loved Salmon Springs fountain is an example of what people thought worked well in the park.

business, etc. After this first round, group members were mixed to encourage discussion among different interests. Although groups were divided into their specific interests, there was common agreement among the groups about what features and improvements should be part of the Master Plan.

The focus groups agreed that a great park should have diverse activities, a variety of spaces and pathways, access to the water, a variety of trees, plants and gardens, adequate facilities such as restrooms and bike racks, and a sense of safety in all areas of the park. When asked about park spaces that people preferred, the groups suggested both large active spaces and smaller quiet ones, but both should feel connected to the larger park. Pathways should be curved and offer a separation of wheelers from walkers. In response to “what keeps a park from being great?”, they listed difficult access, limited contact with adjacent water, flat terrain and dead grass.

### **What’s Working?**

Several aspects of Waterfront Park were working well, according to the focus groups. Events brought people downtown with mass transit helping to do this effectively. Park features mentioned most were Salmon Street Springs at Salmon Street and Naito Parkway, the Japanese-American Historical Plaza, and the Concert Bowl on the south end of the park. In all of the concepts envisioned, these areas were left “as is,” with only minor modifications to the area around Salmon Street Springs and some additional seating and water’s edge improvements to the Bowl.

### **What Needs to Be Fixed?**

The focus groups cited poor access and connection to the downtown, negative impacts from the events such as crowding, alcohol, noise, litter and damaged turf, security issues especially at the north end and Ankeny Plaza,

poorly maintained restrooms and trash pickup, and interfering modes of transportation in the Park with skateboarders, walkers, bikers, and joggers all on a single path.

When asked about what was missing from the park, group members indicated an adequate linkage to the downtown, river access, and historic and environmental interpretation. Other problems mentioned were limited pedestrian crossings and no bus turnouts on Naito Parkway, poor directional signage, and poor connections to the bridges for pedestrians and bikers.

### *Phase 2: Preparation and Evaluation of Options (December 2001–February 2002)*

The purpose of this phase was to use the information and ideas developed in Phase 1 to create a series of options that could be tested

and explored. Each of the three options included a set of planning principles that formed the basis for the concept.

Public involvement activities included:

- A second round of **focus group** meetings to prepare the initial options, then to review the ideas presented to the public;
- A **lunchtime lecture on the history of Waterfront Park**, which attracted over 100 people;
- Several **Preview Days**, where the options were presented at Pioneer Place, Lloyd Center, and the Midland Library. The options were also posted on the web in this period.
- An **Open House** at Central Library where three options were presented and evaluated by the public. Over 400 people attended the open house.

As a result of the public comments and focus group meetings, the project team and the CAC were able to narrow their focus to one of the

The purpose of Phase 2 was to use the information and ideas developed in Phase 1 to create a series of options that could be explored.

concepts that received the greatest support. Of the three options that were presented, Option C received the most support. Many felt that its more natural, curved pathway was a nice contrast to the grid of the city; it still allowed for large open spaces; altered the seawall the least, and was the easiest to fund and gain community support. Several ideas from the two other options also were integrated into what became the “preferred option.”



Option A: Bringing the street grid into the park in a series of plazas and overlooks.

### *Phase 3: Refinement of the Preferred Option (March–November 2002)*

The purpose of this phase was to refine the preferred option and expand on the basic principles and concepts. Management recommendations also were developed to address some of the critical programmatic issues that had been identified earlier.

Public involvement activities in this phase included:

- A **third series of focus group meetings** to review the preferred option. The groups also reviewed the Guiding Principles and were asked to address how the concept reflected the ideas and concerns expressed during the earlier meetings.
- Three **Preview Days** were held at Pioneer Place Mall, Lloyd Center, and Midland Library to present the preferred option and to encour-



age attendance at the Open House. Nearly 450 people attended the preview day events.

- An **Open House** at the Portland Building was held in November: The event itself, with staff, presentations and displays interpreting the plan by section of the park drew nearly 130 attendees.
- **Web Pages:** the project web page was updated to share the plan with the community, as well

as advertise the upcoming open house and preview days. During the week following the announcement (via e-mail) that the latest plan was on the web site, it received over 1,300 hits.

The results of these public events confirmed that there was broad public support for the preferred option. There were still a few aspects of the plan that required more discussion, but in general, there appeared to be overall approval.



Option B : Using fluid river forms to create a generous plaza and a series of grass terraces.



Option C : A winding pathway divides the park into riverside meadows and downtown plazas.

Comment cards at the public events indicated strong support for many of the proposed improvements.

The focus groups agreed with the overall direction of the plan. Group members liked the organization and scale of spaces, the idea of a curved walkway, and the Crescent Meadow with its improved views of the River. They felt the design lacked a stronger connection across Naito Parkway, ideas for expanded use of the festival plaza, needed more concession use, and were concerned about whether the Navy fleet could dock during the Rose Festival.

Suggested modifications to the plan and other ideas included providing MAX stops at key entry-points, improving access from Riverplace south of the park, keeping the plan flexible enough for new uses, programming new ideas for winter use into the design, and maintaining direct access to the river at the base of the Bowl.

Comment cards at the public events indicated strong support for the improvements to the Bowl and Salmon Street Springs, strong support for seating terraces, a new walkway

along the water's edge, a riparian edge with access to the water, a mini-amphitheater tucked into the curve of the old Hawthorne Bridge off-ramp, and replacement of the restrooms with a new building for park services.

## Planning Issues

Through the initial stages of the project, several key issues were identified. Addressing and resolving these issues was considered to be essential if the plan was to be successful. A preliminary analysis by Portland Parks and Recreation staff defined many of these critical problems. Through discussion with other groups and citizens during the planning process, a more complete understanding of these issues—along with potential solutions—began to emerge. The following section summarizes key issues.

### Impact of Events on the Park

Since the park was first developed, events have been a part of it. Over the last decade however, the number and size of events has increased to the point where it has become a consistent concern in public workshops and surveys. Specific issues that were mentioned most often included the appearance of some

events, the lack of access to the waterfront, impact on the park’s turf, noise, and the perception that the events were “always in the park.”

Through the planning process, the positive aspects and benefits of the events also were identified. These included attracting visitors to the city, reinforcing the downtown as the center of the metropolitan area, bringing life to the park, and generating revenue for area businesses.

### Access to the Water

Depending on interpretation, access to the water can have a variety of meanings, but it is clear that it holds a high priority among visitors. A survey of park users and focus groups for the master plan indicated a strong preference for views of and access to the Willamette River. Access can mean having close-up clear views, the ability to walk along a



A chart indicating how the park is used by large events during the summer months (April–September). The white portions of the chart indicate when the park is available for unprogrammed use.



Top : Damage to the grass after one of the major events in the park.  
 Bottom : The edge of the Bowl is one of the only areas in the park to access the water, but it is not designed for easy access or comfortable seating.

riparian edge, a dock, or walkway of varying proximity to the water. Due to the presence of the seawall, there are limited places where people have direct access to the water except at the Ankeny dock, which is in disrepair. The foot of the Bowl along the south waterfront has a small, exposed riparian edge; however, it is not presently designed for public access or viewing.

### *Access across Naito Parkway*

The shortage of entry points into the park from the downtown illustrates another problem with the current situation—the park is visually and functionally cut off from the downtown by Naito Parkway. The visual separation is ameliorated somewhat by the trees that line both sides of the parkway, and in the median. The three lines of trees, however, reinforces the street side of the park as a strong “edge” or barrier. The shortage of entry points along the street and the lack of a sidewalk in the park pronounce this edge effect.

Although the park is a mile long and stretches out over 20 blocks, it has only nine “designated” entry points from the downtown. These entry points occur at Ankeny, Salmon and Columbia street intersections along Naito Parkway approximately. Pedestrians cross at many other points however, often jaywalking through the median strip from one side to the other.

A planned renovation of Naito Parkway by the city’s Office of Transportation (PDOT) offers great potential to address this problem. Engineers from PDOT have agreed to work with PPR to integrate park improvements with changes proposed in the Naito Parkway renovation. As a result, additional pedestrian crossings into the park can be built when the street is improved in 2005. A bike lane on the parkway should also help to remove some of the bicycle traffic that now uses the Waterfront Park esplanade.

### Circulation within the Park

Currently, there is no separation between different modes of transportation within the park—bikes, pedestrians and skateboards, etc. all share the same path system. Most of the circulation along the length of the park occurs along the 25' wide Esplanade at the river's edge, as it is the only paved north/south path. Both commuters and recreational users share this path; therefore it can become very crowded during peak hours and lead to some conflicts.

### Connections to the Bridges

Although there are excellent views over the park from the four bridges that cross over it, access into the park is frequently difficult. Connections are good to and from the Hawthorne Bridge, using the pedestrian and bicycle off-ramps. Access to and from the Morrison Bridge, however, is from across Naito

Parkway, and is not universally accessible. To access the Burnside Bridge, one must walk two blocks into downtown before reaching the on/off ramp. There is a stair connection to/from the upper level of the Steel Bridge, but it is confusingly laid out, dark, and feels unsafe. The newer grade level connection along the Steel Bridge to the Eastbank however, is well used.



Diagram of the current circulation routes and access points to the park. The red lines indicate the many barriers or lack of formal crosswalks into the park.

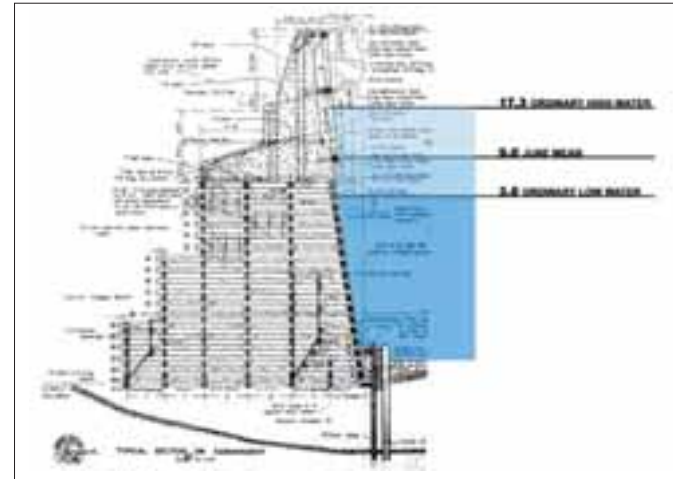
### *Inappropriate Use of the Park*

The northern part of the park, around the pump station site, is well known as the site of drug dealing and a relatively large population of transients. The problem appears to be fairly consistent, despite constant attention from the police. Likely causes of the problem are the lack

of any legitimate activity or business that would generate more positive use, and an insufficient density of supporting uses such as residences, restaurants, office space, and commercial activities. At present, there is little to draw visitors to that part of the park as a destination, unless a programmed event was occurring.



A bathymetry diagram of the river, showing areas that flooded during the 1996 flood.



A cross-section construction drawing of the seawall, illustrating the magnitude of the structure, much of it below water.

### *Maintaining Flood Protection*

The sea wall was built in 1927 and is 31' tall. The ordinary high water mark today for this location is 16.6 NGVD or 18.00 COP datum. Technically, the top of bank would be 2' above COP datum line or 20'. The 100 year flood is estimated at 28.7' and the 500 year flood is estimated at the 33.6' level.

In 1996, a flood exceeded the top of the wall and almost flooded downtown. Historically in Portland (pre-seawall), the floodplain extended to the western boundary of Naito Parkway. The seawall is maintained today by the Bureau of Maintenance, and moorage of visiting ships must be coordinated with the Harbor Master, Bureau of Maintenance, Portland Parks and Recreation, and Water Bureau.



Top : There is no visual access to the river from Naito Parkway.

Bottom : There is no direct connection from the Morrison Bridge into the park.

## A New Vision for Gov. Tom McCall Waterfront Park

**T**he ultimate goals of the Master Plan are simple—to bring greater enrichment to those who live, work, and seek recreation in downtown Portland, Oregon; to bring people together; to generate more life in the park; and to strengthen its connection to the downtown. These ideas were a part of the 1975 plan and they remain powerful and compelling notions. Much has changed in the city since then however, and a fresh approach to achieving these goals has to be defined. The new concept maintains the park—as it was stated in the original plan—as a “prime recreation resource particularly for those who live, work or shop in downtown.” The Master Plan reiterates another goal from the previous plan to provide a “strong formal framework for all present and future elements...urban in character, harmonious with the order and form of the downtown, and capable of handling large community activities...”



Aerial photo of Waterfront Park and downtown, looking south. The Burnside Bridge is in the foreground.



The seawall is a major element of the City's flood control and protection system. While alterations are proposed for the seawall, the park will be maintained at the same level of protection that both the current seawall and temporary emergency panels provide. Primary protection will be provided by grading the park to the same elevation as the existing seawall.

At a secondary level, protection will be provided by temporary emergency infill panels, similar to what is used today.

While the intent is to retain what now works, the Master Plan also proposes changes to address current problems, enhance existing features, and to meet future needs. Since the



Diagram showing alterations to the seawall proposed by the Master Plan (in red), and the extent of flooding during the 100 year flood.

1975 plan was completed, circumstances and conditions both in the park and around it have changed. The downtown has emerged as a truly regional destination and the city is now finding ways to strengthen it even further as a vibrant place to live and work.

As it was in 1975, Waterfront Park is a key part of this strategy and many of the proposals in the plan are designed to solidify its *role as a regional attraction*. Where the original plan focused mainly on the park's relationship to the downtown, the new concept also seeks connections across the river, to the Eastbank Esplanade, to the Oregon Convention Center, and OMSI. The design team also looked for cues from the North Macadam Project, the Rose Quarter redevelopment, and the transformation of the River District. Linkages to all of these developing areas are embedded in the recommendations

To this end, the Master Plan includes a series of *dramatic but very functional ideas*. It main-

tains a large expanse of lawn while creating a new public plaza intended to be the downtown's new "destination space." This new public plaza will be the scene for a constantly changing schedule of events, activities and programs. Civic celebrations have been a part of Waterfront Park from its inception in 1975 and it is proposed that they will continue to be an integral part of the park.

Other improvements are designed to simply *make the park more beautiful and a more interesting place to visit*. The ultimate goal is to create a variety of open spaces that can accommodate changes in use, while offering ample opportunities for individual and group activities that continue, year after year. Ultimately, the park will attract people throughout the day, throughout the week, and throughout the year.

The plan also proposes changes to *enhance and improve the life of the city's waterfront*. A replacement dock is proposed to encourage more maritime activity along the seawall. Existing docking

Other improvements are designed to simply make the park more beautiful and a more interesting place to visit.



An artist's rendition of an aerial view of what the park would look like under the proposed master plan.



View of the proposed design for Waterfront Park.



facilities are improved and the park's historic features are relocated to support this focus on the waterfront. The plan supports continued docking of the military ships along the seawall.

Finally, the plan emphasizes the *park's role within its urban context*. The Waterfront Plaza is sited to reinforce the 2002 Downtown Portland

Retail Strategy, and the Meadow will serve the residents that are expected to populate the area just west of the park. The new Promenade is a winding path that offers visitors a contrast to the compact and dense grid of the downtown.

Through the implementation of these concepts, Gov. Tom McCall Waterfront Park will maintain its role as the center of the region's network of parks and open spaces. With this fresh vision for the park, it will continue to exemplify the love that Portlanders have for their parks, the downtown, and the Willamette River. Just as the downtown continues to strengthen itself as the economic center of the region, so will Waterfront Park maintain its role as the heart of the city, the place that people return to again and again.



A perspective of the park when the plan is fully implemented.

## Master Plan Guiding Principles

### *Integrate and connect the park with its surrounding city center location.*

The plan must emphasize physical connections and functional linkages that reinforce the park as Portland's primary open space in the heart of the city.

- Ensure that the park remains the city's signature riverfront park and the focus of the urban open space and riverfront access systems.
- Create stronger pedestrian and cyclist connections across Naito Parkway and across and along the river with the capacity to meet growing demands.
- Improve Naito Parkway as a component of Waterfront Park with complementary uses and activities, including redevelopment of vacant parcels along the street's western edge.

### *Accentuate the riverfront location of the park.*

The park will provide opportunities for diverse activities, for visual and physical access to the water, and should highlight the historical importance of the river for Portland.

- Increase opportunities for the general public to view and interact with the river including access both to bridges and the water's edge.
- Create destinations within the park that attract visitors and incorporate environmental and historical interpretation and education into the park experience. Include features in the park that support waterfront activity, including tour boats, historic ships, small cruise vessels, and short term docking for commercial and military vessels.



Facilities to accommodate future activities, such as a water bus, are proposed.



A range of expanded activities and opportunities will be encouraged in the park.

### *Create an environment for diverse activity and expanded recreational opportunities.*

The park will accommodate a broad range of activities throughout the year—from major civic gatherings to individual recreation or reflection.

- Create two major centers of activity (such as Salmon Street Springs) at key locations to foster sociability and interaction, encourage evening activity, and improve a sense of comfort and security in the park.
- Create intermediate destinations within the park that attract visitors and support diverse activities throughout each season.
- Design the park as a venue for distinctive civic celebrations, with features and infrastructure that support festivals and can accommodate temporary art installations and performance presentations during the day and evening.
- Create an environment throughout the park that invites small group and individual use.
- Provide smaller areas with seating in addition to the large, open, and public spaces in the park.
- Design the park so that users feel safe and secure, and sightlines for security are kept largely clear of obstructions.
- Provide a variety of well-designed support facilities for visitors, such as secure restrooms, drinking fountains, benches, lighting, and other basic amenities to ensure that the park is used throughout the year.

## Major Development Concepts

### *Develop two major activity centers in the park.*

The first is between the Hawthorne Bridge and Salmon Street Springs and already serves as an attraction in the park. It should be enhanced as a major center of activity and visitor services should be improved.

The second activity center is located at the Ankeny Plaza. The new development will attract “children of all ages” in numbers that will discourage illegal activities; development should include an interactive water feature comparable in scale and vitality of Salmon Street Springs. The existing dock should be removed and provision made for replacement construction including secure and limited access docking, water, sewer and electrical connections and other services to accommodate vessels 100–250’ in length.

### *Redevelop and improve the large lawn area north of the Morrison Bridge as the Meadow.*

The 1975 plan envisaged an open meadow as the most flexible of open spaces. The meadow will serve two primary functions : (1) an overflow event space; and (2) general park space serving future residential development expected in the area west of this section of the park. It will also provide recreational space for future residents, downtown employees, and other visitors looking for a large stretch of grass. The area will be crescent shaped between the street and the river and will include sitting steps between the meadow and a lowered seawall and Esplanade. Because the meadow will be sloped to the east, everyone will have broader views of the river from Naito Parkway.

Because the meadow will be sloped to the east, everyone will have broader views of the river from Naito Parkway.



Salmon Street Springs is a key attraction in Waterfront Park.





Food carts are seen as a way to attract greater weekday use of the park.

*Develop an all-weather Waterfront Plaza in the vicinity of Yamhill and Morrison Streets, bordered by the new curved pathway.*

An all-weather plaza and adjacent lawn will create an improved area for existing civic celebrations and expand opportunities for events and celebrations throughout the rest of the year. The plaza will be able to accommodate a wide variety of functions including vendor cart clusters, small group performances, temporary art installations, small festivals, displays, public gatherings, and other similar activities.

*Expand opportunities to experience the park by developing the Promenade as a curved pathway that meanders through the park.*

The Promenade will be part of an expanded pathway system that increases overall pedestrian and bike circulation capacity while enhancing visual access to the river. The curving path, which is anchored at one end by Salmon Street Springs, wraps around the river edge of the Waterfront Plaza, swings back towards Naito Parkway to embrace the Meadow, swings out over the river at the Ankeny Dock, then returns to the park at the entrance to the Japanese-American Historical Plaza. By following the path, visitors will see and experience contrasting views of the river, tree-lined walks, an open public plaza, and smaller, more intimate sitting areas.

Development of the Promenade also creates the potential for loops within the park, increasing the variety of walking opportunities. A new sidewalk along Naito Parkway will create a greater sense of connection between the park and downtown.

*Increase opportunities for the general public to view and have closer access to the river.*

Improving access to the water—both visual and functional—is an important theme in the Master Plan and will be accomplished in several ways. Closer visual contact with the water will be provided in the Meadow where the lawn is regraded slightly to offer a more expansive view of the river from the eastern half of the park. The new slope, estimated to be about four percent, is designed to provide a balance between increasing views and providing a slope

that is visually compatible with the rest of the park and which can accommodate events.

With this regrading, the seawall will be lowered by an estimated eight feet and a set of terraced sitting steps would be developed. In addition, a new floating walkway is proposed under the Steel Bridge to link the Esplanade with the Willamette Greenway trail to the north.

Waterfront Plaza will extend several feet out over the water to provide an expansive vista of the river looking both north to the Steel Bridge and south to OMSI and Ross Island.

The Bowl will be improved at the shoreline to allow easy and safe access to the water's edge. A sitting area along the new paved waterside path will expand opportunities for viewing river activities such as the annual Dragon Boat races. Riparian plantings will be installed in the southern half of the Bowl along the shoreline.



Informal musical performances can help create a sense of life in the park.

### *Integrate the Esplanade with downtown pedestrian corridors and other regional greenway trails.*

The park is a vital part of maintaining the health and vitality of downtown. Plans for the downtown now propose to reinforce Yamhill and Morrison Streets as anchor retail destinations. Links between these streets and Water-



An illustration of the proposed waterside path along The Bowl, looking south. Improvements will provide both seating and unobstructed views of the river.

front Park thus become more important than ever. To reinforce this connection, view corridors along major east-west streets should be developed and extended into Waterfront Park. By selectively removing some trees along the edge, a much stronger visual and pedestrian connection between the park and downtown will be developed.

Linking the park at the Steel Bridge also is very important. It is essential that a long-term solution be found to achieve this critical connection, which is now compromised by infrastructure left by a former industrial era : ramps, barricades, a rail crossing, leftover pieces of land, and a generally uninviting character.

The Esplanade in Waterfront Park must be maintained as an extension of existing and planned riverfront paths from the North Macadam district to the south and the River District to the north. Connections to the Eastbank Esplanade also are critical because it forms the eastern half of a popular walking and cycling loop.

## Circulation and Access

One of the fundamental aspects of the park to be improved through the Master Plan is the system of access and circulation. The overall goal is to provide more opportunities for pedestrian and bicycle circulation within the park and to accommodate an increase in use on the park's paths and walkways, especially on the Esplanade. Access into the park from across the street is also addressed. These improvements should be coordinated with projects within the Naito Parkway corridor and with redevelopment of properties immediately to the west, that effectively front the park.

*Develop and maintain a system of circulation routes in the park which are linked to other downtown and east-side corridors.*

The circulation system in the park comprises three major elements:

- The Esplanade : a 20–25' wide corridor along the seawall with a minimum of 20' of through circulation. It is expected that this will be a mixed-use corridor that extends from the Steel Bridge to Riverplace. The existing Esplanade will have to be expanded in places to create this wider corridor.
- The Promenade : a new 10–15' wide mixed-use path that winds through the park from the Hawthorne Bridge to the Japanese-American Historical Plaza.
- Walkways and Sidewalks : a new sidewalk along Naito Parkway will be 6–8' wide through the full length of the park. Other new east–west walkways to connect the sidewalk with the Esplanade will be 10–12' wide, and will serve as multi-use paths.

The park is not suitable for high speed, obstruction-free cycling; bicycle lanes on Naito Parkway will serve that need. The park will be suitable for cyclists willing and able to ride slowly on a shared, multi-use path.



The existing Esplanade is heavily used, currently serving as the only significant path in the park.

*Create stronger pedestrian and bicycle connections across and along the river, with increased capacity to meet growing contemporary and future needs.*

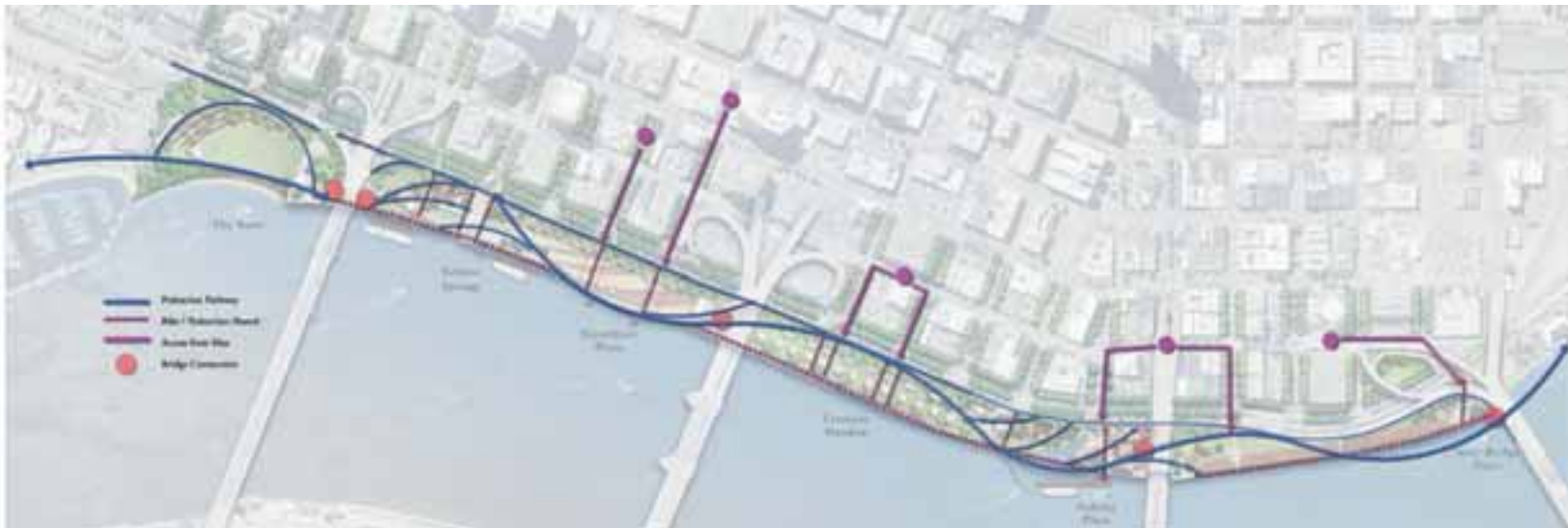
- Improve pedestrian and bicycle access from the bridges into the park. Where feasible,

construct ramps, stairs, or other vertical connections to allow direct access between the bridges into the park.

- Eliminate impediments to easy pedestrian and bicycle access to and from the bridges.

Work with other city and county departments and coordinate park improvements with plans

for the Burnside Bridge, the Morrison Bridge, the Steel Bridge, and the Hawthorne Bridge as a way of developing an integrated circulation system for everyone. The current plan calls for new access connections from the park to both the Burnside and Morrison bridges. The new access points are envisioned to include both a stair and access for visitors who are disabled.



Proposed circulation system for the park and its surroundings.

## Events and Program Management

Public events have been an integral part of Waterfront Park since its creation and it is recommended that this continue, with the goal of attaining a balance between programmed and unprogrammed activities throughout the park and through all seasons. Along with this goal are a series of recommendations designed to address existing issues and problems, improve the overall fit between the park and these activities, and to establish a model for the long-term management of the park.

A persistent problem for the informal park user has been the proportion of summer months during which much of the park is fenced off for the installation, dismantling, and recovery from major events. It is an objective of the plan to shorten those periods of interruption of park use and limit the area affected.

*Develop a long-term strategy to coordinate programs and events, oversee implementation*



Aerial shot of an event on Waterfront Park's lawn.



The Illuminata Festival is a good example of an event that focussed on the Willamette River.

*of the Master Plan, and provide overall management of the park's operations.*

- In consideration of the unique character of the park, establish a permanent entity to work with Portland Parks to develop a management plan, create and apply event guidelines and ensure that the goals of the Master Plan are, and continue to be, fulfilled.
- Work with other agencies to expand the inventory of additional sites for growing and expanding events.

*Manage the schedule and location of events in the park to maintain a balance between programmed and unprogrammed activities*

- Use the Waterfront Plaza as the primary location for events, civic celebrations, and festivals staged in the park.

- Encourage smaller one- and two-day events in the park to provide a greater number and variety of programs and to promote year-round use of the park.
- Encourage events that stimulate positive activity in the park during the off-peak season (October–April).
- Expand the role of Portland Parks and Recreation in promoting and providing programs in Waterfront Park.

*Large scale and multi-day events should be designed to respect the signature location and high community value of the site; to make efficient use of a minimum number of areas of the overall park; and to maximize the opportunity for general public*

### *access and enjoyment of the balance of the park.*

A management committee will encourage events to meet the following criteria:

- An event should be unique in character and quality, such that it attracts broad community and visitor attendance; generates national awareness of Portland and the Pacific Northwest; celebrates activities, resources, artists and products distinctive to the Pacific Northwest;
- An event should take full advantage of the location, characteristics and features of the riverfront site, utilizing the Willamette River along with the adjacent lands, and drawing participation from throughout the region; and
- An event should celebrate the heritage, values, diversity and international relationships of the Pacific Northwest.

### *Establish guidelines for the external appearance of events along Naito Parkway, the Esplanade, and along other edges.*

- Fencing may be needed in certain events for security and fundraising purposes. To ensure that the public access and aesthetic issues are addressed, fencing plans shall be developed as a collaborative effort by event organizers and the Park's management committee and the fencing will be in place for the shortest time possible to still accomplish those goals.
- Encourage the use of well-designed modular fencing along Naito Parkway to provide a consistent appearance for events.
- The location of fence panels should be flexible enough to allow events to create a distinctive identity while maintaining a cohesive and acceptable edge along the park.



Events that highlight the Pacific Northwest are encouraged in Waterfront Park.





More seating areas, with views of the river, are proposed.

### *Maintain public access through designated corridors during events.*

- Maintain the Esplanade along the seawall as a continuous public pathway during events; to the extent feasible, keep the new Naito Parkway sidewalk open and accessible as well.
- Maintain east–west pedestrian corridors from downtown as open pathways during events. Specific corridors will be identified for each event through the permit review process. The need for east–west pedestrian corridors will be balanced with the need for north–south access during events.

### *Encourage small-scale activities to provide variety and life in the park.*

- Promote and manage the inclusion of food carts and other vendors in the park at strategic locations.
- Develop a program, policies, and permit system to manage food carts and other vendors.
- Promote appropriate rental services for park visitors (skates, bikes, etc.) to encourage higher levels of activity throughout all four seasons.

## Interpretation and Education

A comprehensive program of interpretive elements is recommended for the park. Although the park includes several sites of historical and cultural interest, very little is provided to identify and describe them for the public. A system of new and updated interpretive elements should be prepared and installed in the park to instill an appreciation for the river, the site, the park and other features, and their history.

*Provide a variety of ways for visitors to learn about the park, the river, and the site's history.*

- Develop educational and interpretive elements regarding the environmental importance of the Willamette River, the development and use of the adjacent lands, as well as preservation of vegetative buffers, and fish and wildlife habitat within the urban area.
- Develop the Salmon Springs activity area as a focal point for directions and information on features of the park, amenities and services available, as well as adjacent points of interest.
- Develop interpretive elements at the Ankeny Plaza activity area for education on stormwater systems from home to river and their relation to the environmental quality of the region.
- Wherever possible, incorporate interpretive elements into the designs for built and existing elements of the park (walls, walkways, light standards, bridgehead structures) to achieve a harmonious design environment.
- Develop a system of informational and directional signs to guide visitors within the park and to other adjacent attractions.
- The signs and graphics should be coordinated with the designs for park fixtures and furnishings to ensure effectiveness with a minimum of clutter.

Although the park includes several sites of historical and cultural interest, very little is provided to identify and describe them for the public.



Better interpretive signage is proposed for the park, such as this example from Baltimore.

## Public Art

Public art has been an integral part of the park from its inception, expanding each visitor's experience. A variety of public art installations and activities are proposed, including permanent sculpture, temporary exhibits, and interpretive elements to enrich perception of the place.

*Integrate public art throughout the park using a variety of media and cultural offerings.*

- Embellish the park's sidewalks, plazas, entryways and bridgeheads as opportunities for artistic interpretations. Potential ideas include:
  - water : river or fountainheads;
  - vegetation : trees or landscaped areas;
  - transportation : along street, bicycle corridor, pedestrian walkways;



The Story Garden near the Ankeny Stage may find a more suitable setting elsewhere in the park.

A variety of public art installations and activities are proposed, including permanent sculpture, temporary exhibits, and interpretive elements.



An existing sculpture in Friendship Plaza, just south of the Burnside Bridge.

- bridgeheads : including lighting, projections, and historical and interpretive plaques; and
- plazas : include support pads and anchor points for both temporary and unplanned performance, dance, festivals, and sculpture.

*Integrate permanent public art works into the overall design of the park.*

- As the park is redeveloped, design teams should include artists as active members throughout the process.

*Relocate existing artworks to sites that reflect their original context and intent, and in accordance with the 1990 Visual Arts Rights Act (VARA).*

- Relocate the Story Garden and the Steel Wall Sculpture to sites that provide an appropriate context for each piece. These sites may be within the park or at other public sites. The artist shall be consulted as part of the relocation process.

## Memorials

The park now features three significant memorials and many smaller plaques scattered throughout the park. While these add to the overall character of the park, there is a limit to how many memorials can be accommodated with the dignity they deserve, and without compromising the many other functions demanded by park users. Consequently, it has been determined that there should be no additional memorials. The goal is not to discourage the commemoration of individuals or events but rather to enrich the park without distracting from its basic attractions.

### *No further memorials will be permitted in the park.*

- The existing city-wide moratorium on memorials will be established in Waterfront Park as a permanent policy. In general, memorials that are significant in size and are designed to be attractions in and of themselves will not be permitted.

### *Park furnishings (any built feature, landscaping, fixtures, or furnishings) that are designed to implement the Master Plan may be installed and identified as commemoration.*

- Portland Parks and Recreation will manage a process for establishing contribution levels and identification standards for such commemoration.
- Sponsoring groups or individuals for these projects will be part of the planning and design process, but overall management and control over the project shall be the responsibility of Portland Parks and Recreation.
- Existing memorials will not be expanded beyond their current boundaries.
- Any change to existing memorials will be subject to review and approval by Portland Parks and Recreation. The expansion and the addition of other physical elements will not be allowed.



By limiting future memorials, the dignity of these historic monuments will be protected.

## Vegetation and Landscape Character

Existing mature trees do much to define the overall form and character of the park. The Master Plan proposes that most of these will remain. In some parts of the park, additional plantings are recommended to achieve design goals. Where possible, native species that provide useful habitat or visual interest should be used. Plant materials that provide seasonal color also will continue to be part of the park's planting design.

*Maintain existing mature trees wherever possible and where they are consistent with the master plan.*

*The landscape character of the park should reflect its urban location, the variety of activities to be accommodated,*

*maintenance and operation considerations, and coordination with plantings along Naito Parkway.*

- Large shade trees shall be maintained along Naito Parkway and along the Esplanade, except along the water's edge of the Bowl and along the Esplanade north of the Burnside Bridge, where open views of the water are intended.
- Informal groves of trees shall be provided in selected areas to provide specific areas of shade without compromising visibility or security.
- Plantings along the shoreline of the Bowl should be low-growing native species consistent with the riparian character of the location, furthering the desire for open view of the water.

Existing mature trees do much to define the overall form and character of the park.



Spring blossoms in the Japanese-American Historical Plaza, north of the Burnside Bridge.



Smaller, more intimate seating areas are proposed along the edges of the park.

*Use native plants extensively, though not exclusively, to enhance the educational value of the park.*

*All plantings shall be designed and maintained to promote a sense of security for visitors.*

- Trees species should be those that can be limbed and pruned to allow views through branches and below canopies.
- Shrub beds should be maintained to allow views over plants or to allow views through the plant materials.
- Shrub beds should be designed to avoid creating blind spots that compromise security.

*In selecting new trees for the park, provide a mix of ornamental and native varieties, which are appropriate in scale and form to each location.*

*Shrub beds and floral displays should be strategically located to highlight major park entries, complement memorials and other special park features, and to screen utilities and other structures as needed.*

- Because of their higher maintenance costs, shrub beds and floral plantings should be sited for maximum effect.

## Site Design

The overall character of the park will be influenced by a series of design decisions as the park is redeveloped and maintained. The design of individual elements such as benches and lighting fixtures should be part of a coordinated palette of furnishings. A commitment to sustainable and environmentally responsible design should also be part of the park's redevelopment strategy.

### *Promote sustainability and excellence in the design, construction, and management of park improvements.*

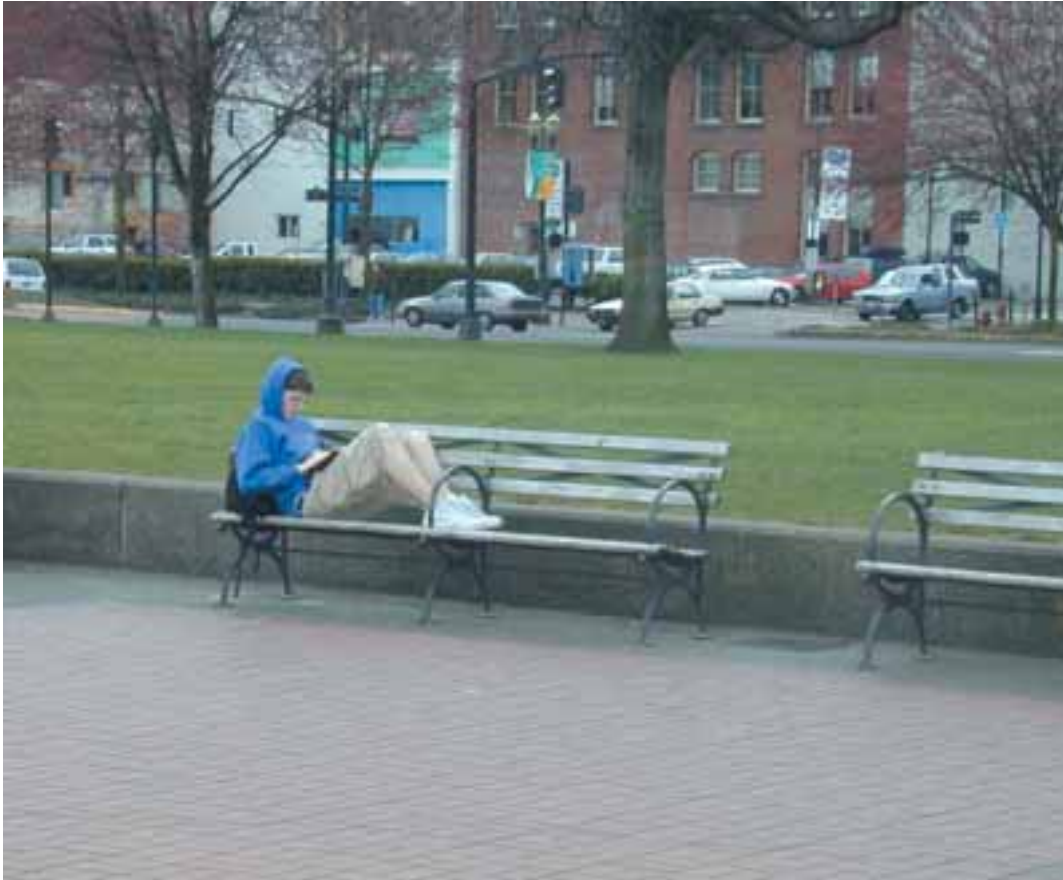
- Minimize stormwater runoff from both the park and impervious surfaces and collaborate with the Bureau of Environmental Services to provide treatment and retention systems where appropriate.

- Design the Waterfront Plaza as a feature that is permeable, easy to maintain, minimizes runoff, and is consistent with the character of the area.
- Reuse and re-establish existing utility systems which have been designed to serve park functions and events. Provide similar service to support vendors in each redeveloped area of the park as required. These services include: water, sanitary sewer, power and natural gas with quick connect service vaults. Coordinate locations of vaults with event planning staff.

### *Minimize environmental impacts of site development through responsible design and construction practices.*

The overall character of the park will be influenced by a series of design decisions as the park is redeveloped and maintained.





Comfortable places to sit and relax need to be part of a coordinated array of park furnishings.

*Maintain a set of design guidelines to govern the selection of site furnishings that are found in the park.*

- These guidelines shall address at least the following elements :
  - Fencing
  - Seating
  - Trash Receptacles
  - Drinking Fountains
  - Display Fountains
  - Telephones
  - Lighting
  - Signs
  - Utility Monuments and Access

## Recommendations by Sector

The following section discusses the Master Plan development recommendations in detail for each section of Waterfront Park.

### *The Bowl*

The Bowl will be maintained as a grassy open space that offers unobstructed views of the river and access to the water. It will continue to serve as a venue for informal events as well as concerts and performances. The grass amphitheater will be maintained and a few seating terraces will be added to provide additional seating for informal use and for events. Other changes are designed to : (a) improve the site for public access during performances, (b) enhance pedestrian circulation, (c) provide greater access for visitors who are disabled, and (d) create a more accessible edge along the water complemented with riparian plantings.

- **Develop a series of terraces to provide more seating in the Bowl.** The terraces will be located towards the western edge of the Bowl, to retain the large grassy area in the center. The terraces will be designed so they can be used by events, for seating, or for booths. The addition of trees to provide shade for the terraced sitting areas will be considered at the design development stage.
- **Create a level path at ground level across the east edge of the Concert Bowl,** linking with the existing Esplanade at Hawthorne Bridge and at Riverplace, to attain a continuous riverside paved pathway for the length of Waterfront Park. The Bowl will continue to an area where visitors can view the river and touch the water. It will also be improved to accommodate a temporary stage at the north side near the water's edge. The area will remain a sloping lawn able to accommodate a variety of activities; however, some structural elements may be added

The area should remain a sloping lawn to accommodate a variety of activities including direct access to the water. Elements will be added to enhance the overall quality of the space for concerts and events.



Detail of the proposed plan for the southern-most portion of Waterfront Park. Note the new seating area along the west side of The Bowl, the improved trail along the river's edge, and the riparian plantings on the southern edge of the shoreline.

to enhance the overall quality of the space as a concert and event space in the park. A low seating ledge (18" high) along the uphill side of the path will act as a retaining wall for the slope and provide comfortable places to sit.

- **Improve the beach area along the shoreline with low riparian plantings and a rock facing.** Access to the water will be improved with the rock facing, which will replace the rock debris now strewn over the beach. Install low-growing riparian plantings along the southern edge of the shoreline. The intent is that complementary plantings will continue on the river bank around the viewpoint to the south, along the slope in front of Riverplace but will not interfere with views from the Bowl of activities on the river.

### *Salmon Street Springs*

This area will serve as one of two major activity centers in the park and several improvements

are proposed to enhance and support the activities that take place around the fountain. Recommendations are intended to make this successful public space an even more inviting and welcoming attraction; one that encourages people to stay longer and to explore more of the park.

It is meant to attract visitors and function as an accessible public space even during events. Recommendations are designed to : (a) strengthen the site as an activity center for the park, (b) provide facilities from which a variety of visitor services are available, and (c) enhance the area for docking and other river related activities.

- **Maintain a facility around Salmon Street Springs that attracts people throughout the year and can serve as an “anchor” for that part of the park.** A successful attraction will maintain a consistent flow of visitors to the park at different times of the day, the week,

and the year. There are many options, but the Master Plan offers two basic ideas that should be considered :

- The first option is to *maintain a restaurant operation* that : (a) contributes in a positive way to the identity and image of the park; (b) generates visitor traffic throughout the year; and (c) is financially successful. Clearly, this option represents an efficient solution because a restaurant now operates at the site.

Even with a successful restaurant, there is a need to offer additional services at the site, such as public restrooms and visitor information. How these services could be provided at the site will have to be explored in a more detailed design study, because of the Yeon Building’s historic status.



An artist's rendition of the Bowl, with a new walkway along the water.

Relocating the Maritime Museum and the Battleship Oregon Memorial will reinforce the Salmon Street Springs area as an activity center and as part of the overall historical and interpretive program for the park.

– The second option is *to establish a visitor services center that includes basic amenities such as restrooms, recreation equipment rentals, and information displays*. Additional functions to enhance the center could be provided if it was determined that they are consistent with the park’s master plan and would strengthen the site as a major activity center. Some of these supplementary uses include but are not limited to food service, vendor carts, a park rangers center, and space for parks staff or a “friends of the park” group. The structure is intended to be minimal in its size, compatible in size and scale with the site and the fountain area.

The purpose of the center is to offer services that are needed by park visitors and which attract and

maintain a public presence. Public facilities that are not used by the public often become security problems that discourage others from visiting the park. The challenge at this site is to identify an appropriate mix of uses that encourages public use and which can be sustained over the long term.

It is unclear whether the Yeon Building should be used for this purpose. Consequently, the feasibility of reusing the structure as a visitor services building should be explored. Reuse of the structure must be compatible and consistent with its status as a Landmark in the city’s Historic Resources Inventory. If reuse of the building is not feasible, the structure should be deconstructed and relocated elsewhere and construction of a new building should be pursued.

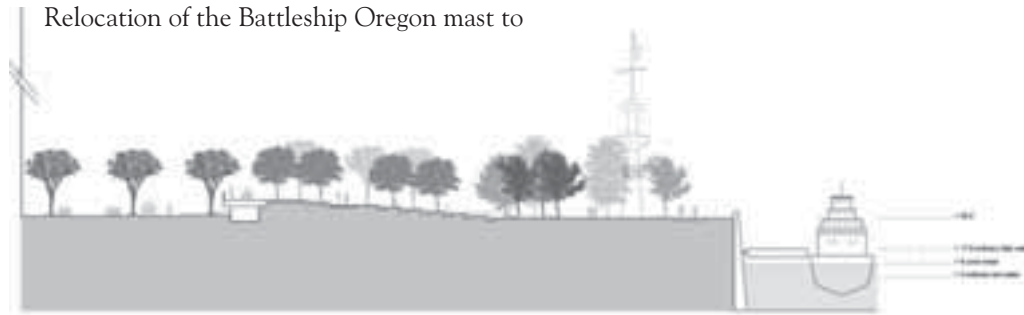
- Enhance the area around the Salmon Street Springs to serve as a public attraction throughout the year.** Develop additional seating to serve the high number of visitors and spectators during warm weather. Create a “buffer” area around the fountain to include seating and shaded areas that will always be available for use by the general public, even during events. Continue operation of the fountain and lighting throughout the year.

As a way of supporting and reinforcing the fountain as an active center throughout the year, improvements (water, power, sewer, etc.) shall be made to accommodate seasonal or permanent vendor carts.

- Retain and enhance support services for long-term docking and tie-up of vessels.** Improvements include increasing the docking space to the south to accommodate additional vessels (up to 250' in length)

along the seawall to the existing termination south of the Hawthorne Bridge. Other desired improvements include facilities for reservation and ticket services and informal customer waiting areas. To the extent feasible, support facilities (trash, etc.) shall be located under the Hawthorne bridgehead.

- Relocate the Maritime Museum Sternwheeler Portland and the Battleship Oregon Memorial as permanent attractions in this vicinity.** These will reinforce the Salmon Street Springs area as an activity center and as part of the overall historical and interpretive program for the park. Relocation of the Battleship Oregon mast to



Section through the area just south of the Yeon Building.



Map detail focusing on the new Waterfront Plaza.

this area would reinforce it as the focal point for maritime history in the park.

- **Redevelop the grass quadrant between the Hawthorne Bridge and Salmon Street Springs as a seating area and multi-use performance space.** The seating comprises a set of terraces that step down from the bridge and which offer views of the river. To the extent feasible, opportunities for year-around recreation activities under Hawthorne Bridge should also be created.

### *Waterfront Plaza (Salmon Springs to Morrison Bridge)*

Waterfront Plaza will be developed to function as a public space that acts as a “destination space” for the park, drawing people into the park at different times of the year. The all-weather plaza will be designed to host events of all sizes, serve as a site for temporary art installations, and to act as the venue for

programs in the winter. The plaza also anchors the two downtown retail corridors on SW Morrison and Yamhill.

- **Develop Waterfront Plaza** in the area between Salmon Street Springs and the Morrison Bridge, bordered by the new curved pathway over the river. The plaza’s all-weather surface and adjacent lawn should improve the presentation of existing civic celebrations as well as expand opportunities for events and celebrations in the park. It is intended for a wide variety of functions including vendor cart clusters, small group performances, temporary art pieces, small festivals, displays, public gatherings, and other similar activities.

As part of the effort to draw more visitors during non-event periods, the plaza will feature an interactive water feature or some other attraction that could be turned off, modified, or integrated into the events.

Removable furnishings also should be provided in the plaza, so it functions as the city’s gathering place along the river.

The plaza will include infrastructure to support the basic needs of events. These could consist of a sleeving system for tent poles, fencing, utility hookups, space for temporary stages, and other support features.

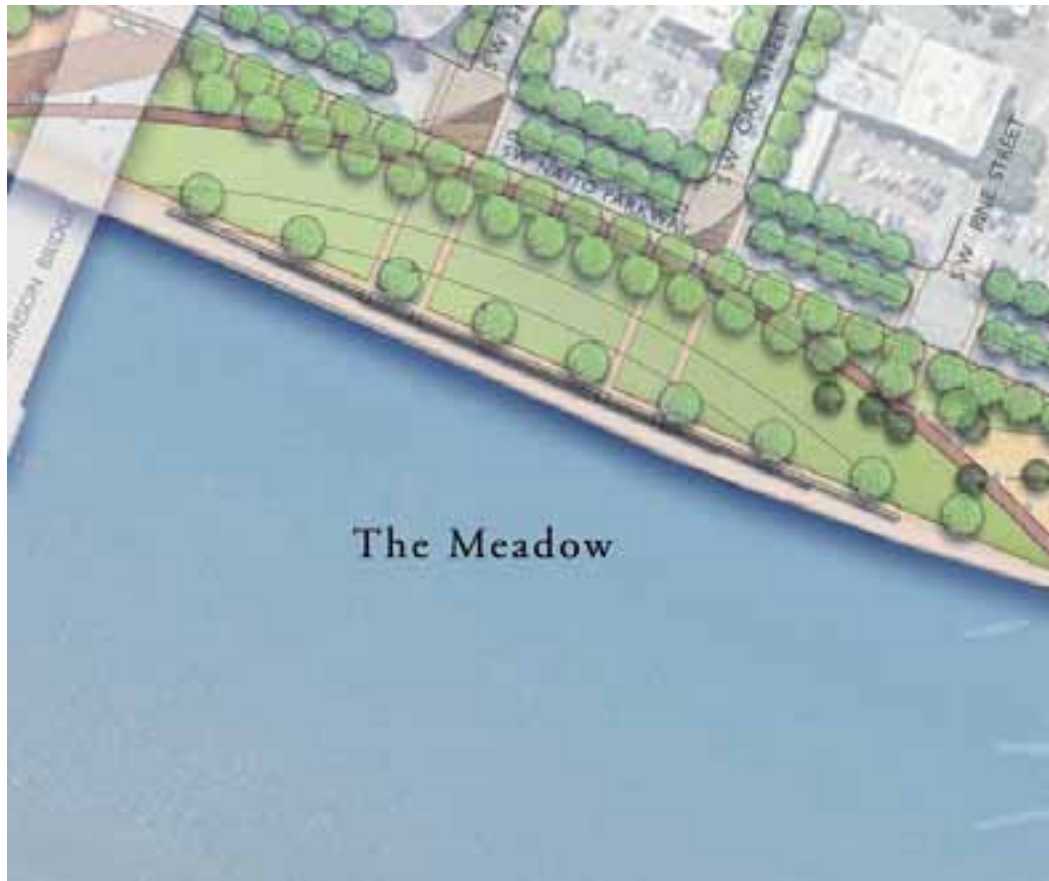
- **Develop two principal entry points into the plaza that align with SW Morrison and Yamhill Streets.** Design the entries to highlight their function, to be visually consistent and compatible with the treatment of the Naito Parkway corridor, and to address the goals of the Downtown Retail Strategy.

Establish view corridors to create stronger linkages between downtown and the park like Salmon Street and Salmon Street Springs intersection. By selectively removing trees, the park is integrated into the



More seating areas are proposed, like this one by the Salmon Street Springs.





The Meadow is shown in this detail, which features a slight slope to the river, increasing visibility to the water.

downtown's network of pedestrian streets and open spaces.

Acknowledge the extension of the SW Morrison and Yamhill corridors within the site with park furnishings (benches, lighting, etc.) or architectural elements.

### *The Meadow (Morrison Bridge to Ankeny Pump Station)*

This area is designed to function principally as an open, grass area with views of the river. It also is a site for informal activities, and acts as a limited spillover site for larger events (such as the Waterfront Village, The Bite, and Cinco de Mayo) taking place at Waterfront Plaza. The Meadow will provide recreational space for future residents, downtown employees, and other visitors looking for a large stretch of grass.

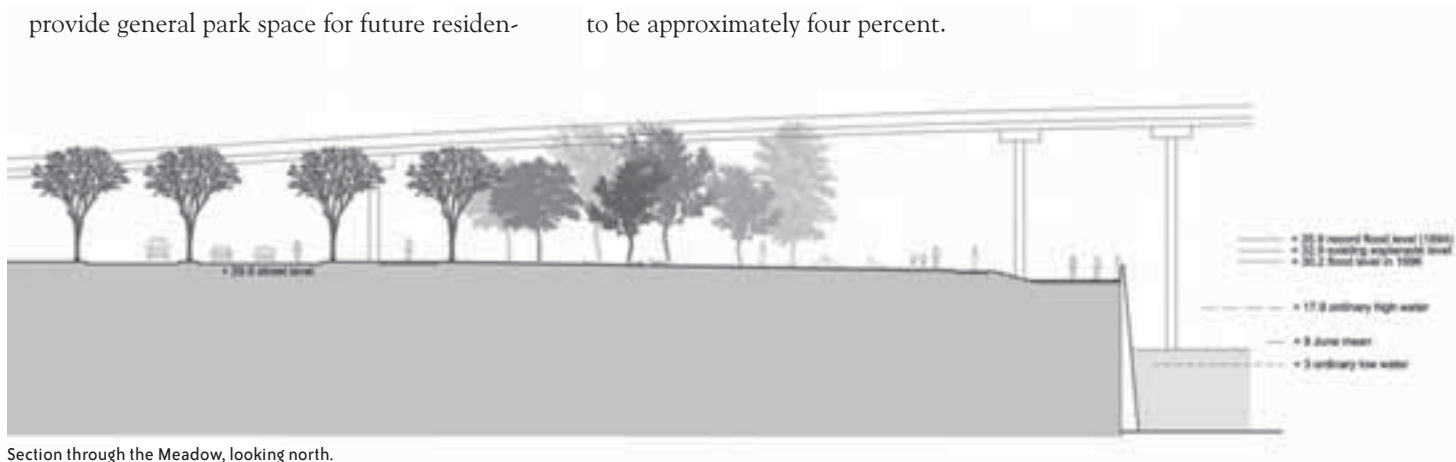
The other major features are terraced sitting steps and an expanded Esplanade, which offers

closer views of the water. This is achieved by cutting down into the seawall and lowering the elevation of the adjacent Esplanade to get closer to the water. The modified Esplanade will be connected to the downtown by two walkways across the Meadow offering a direct connection from Naito Parkway and the adjoining downtown blocks.

- **Redevelop the large lawn area into the Meadow.** The meadow will serve two functions : (1) an overflow event space; and (2) provide general park space for future residen-

tial development expected in the area west of this section of the park. The Meadow is defined on the western edge by the gently curving arc of the Promenade. Small, quiet sitting areas are scattered along the edge of the Promenade.

Slope the Meadow between Naito Parkway and the sitting steps to provide views of the river. The slope will be gradual to accommodate recreational use of the space along with events and festivals. The slope is estimated to be approximately four percent.



Section through the Meadow, looking north.



The Ankeny Plaza area is envisioned as a new activity area in the park.

- **Develop a prime viewing area of the river and broader Esplanade along the edge of the Meadow.** Lower approximately 900' of the seawall an estimated eight feet to create more direct views of the river to the Meadow and from the sitting steps. In this stretch, the Esplanade will be a two-level walkway, with one corridor closer to the water and the other walkway will be at the same elevation as the Meadow.

Maintain a row of trees along the sitting steps to create shade for park visitors along the edge. With the regrading of the area, the flood protection elevation line will be moved towards Naito Parkway. As a result, the bi-level Esplanade and a portion of the meadow could be inundated during a 100-year flood event. This grading of the park will provide the primary flood protection. Secondary flood protection will be provided by a temporary system that would follow the plan of the curving path. In-ground foundations and supports would be developed to receive both the temporary pilasters and infill panels from the existing seawall panel system.

- **Develop two major gateways to the Meadow from Oak and Pine Streets.** Link these gateways to the Esplanade along the river with walkways. Like other east–west crossings in the park, these entry walks will be around 10–12' in width and will be marked with a special design treatment at Naito Parkway.

### Ankeny Pump Station Area

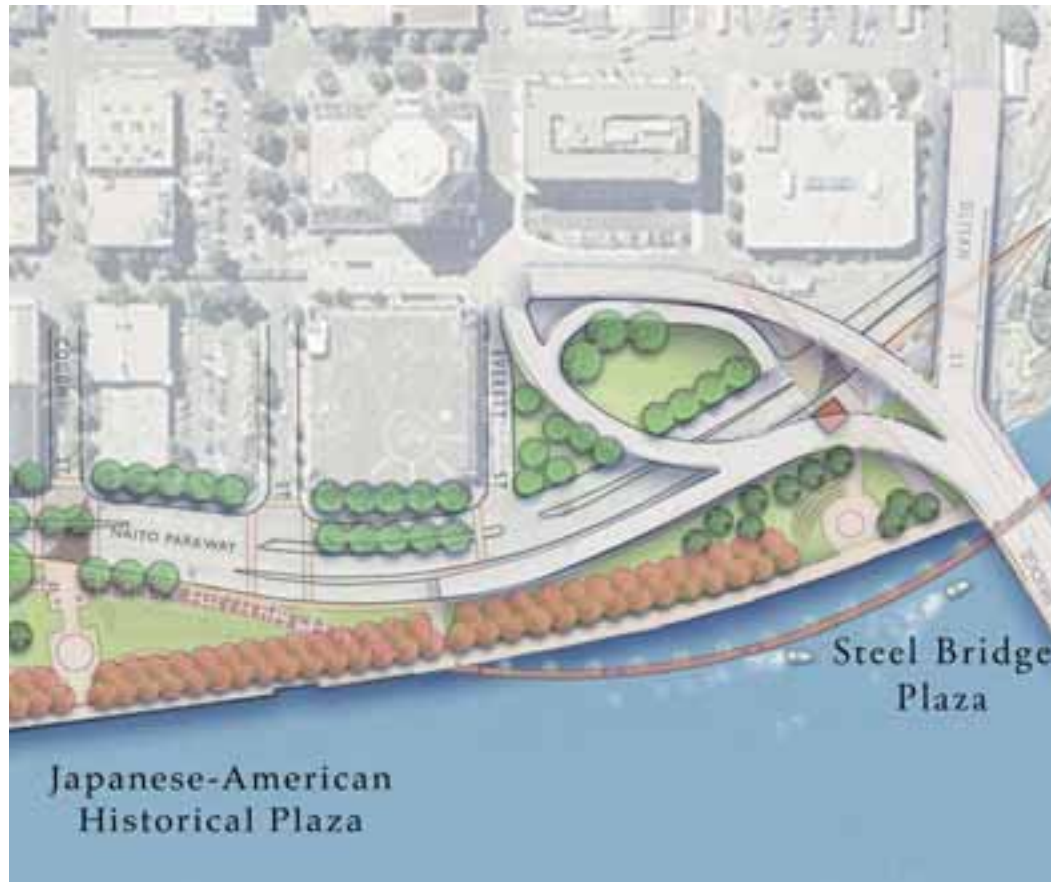
The area around the pump station is proposed as a new activity center, comparable in quality and activity to the Salmon Street Springs area. This new center will include several improvements to attract area residents, park visitors,

and others coming into the park from adjacent trails. Recommendations include a new interactive water feature, a visitor services structure, new dock, and an area that can accommodate open air markets.

- **Create a major water feature** that invites visitation and interaction throughout the year. Design the water feature and surrounding area as a versatile and flexible space that can be used for a variety of functions, similar to Jamison Square. The plaza development will integrate educational and interpretive themes that illuminate the role of the adjacent pump station.



Section through the Ankeny Pump Station area, looking north.



The north end of the park, with a new floating walkway, is detailed here.

- **Develop a visitor services structure near the pump station** that can house concessions, restrooms, provide support for vendors, equipment rentals, and ticket offices for cruise ships, etc. throughout the year. This will be a minimal structure that may also be used to also accommodate a pedestrian access connection with the Burnside Bridge. A drop off lane in the area will also be developed to allow buses to pick up and drop discharge passengers from commercial boat operations.
- **Create a cantilever walkway that provides views to the river, dock, and Ankeny Plaza.** This cantilever walkway is envisioned to be supported by vertical elements that suspend the walkway over the river and provide a vertical element that can identify the Ankeny Plaza space from the surrounding city.
- **Regrade and redevelop the Ankeny Dock area** to provide better views of the river and improve its role as an activity area.

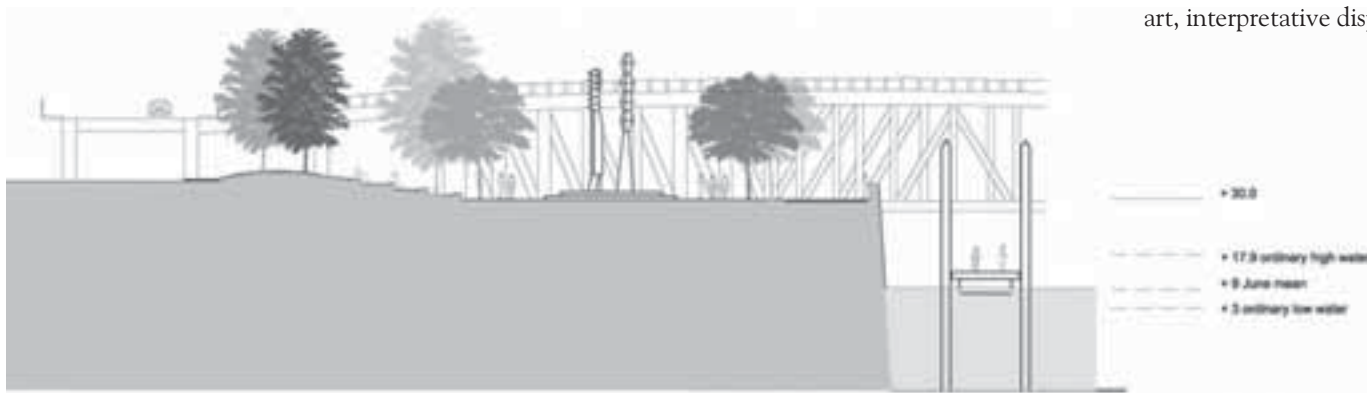
Remove the existing Ankeny Dock and replace it with a new dock to accommodate high volume waterbus or other commercial vessels up to 250' in length. Phase actual development of in-water facilities until long-term use commitments have been made with public or private entities. When the site is redeveloped, modify the ground plane to attain a safe and comfortable environment.

- **Create a major gateway to the park at the Ankeny Station plaza.** Integrate Ankeny

Plaza into a pedestrian corridor that connects the Transit Mall and Burnside Street with the park. The entry and its surroundings will also be highlighted with planting beds with flowering plants and shrubs.

- **Create a shaded sitting and small event space south of the Burnside Bridge.** The grove will serve as intimate seating area for lunchtime visitors but can also be used for open air markets, where small tents can fit under the tree canopy.

- **Use the combined sewer overflow (CSO) project and reconstruction of Naito Parkway as opportunities for the integration of public art in the new park entrance.** Integrate interpretive materials, historical texts, and creative imagery into the artwork.
- **Improve public education opportunities at the Ankeny Pump Station.** Explore ways to interpret and educate the public on the function of the pump station, its role in the city-wide system, and the purpose of the building. This could be done through public art, interpretative displays, and other exhibits.



Section through the north end of Waterfront Park, showing terraced seating and the floating walkway.



Japanese-American Historical Plaza.

### *Japanese-American Historical Plaza to Steel Bridge*

This part of the park will serve as the northern “gateway” from the downtown to the waterfront. It occupies a strategic location as an intersection where several major circulation routes for pedestrians and cyclists converge. The park entry at the northern end provides an opportunity to offer information and other services for park visitors.

Few major improvements are proposed for this stretch of the park, which will likely retain much of its current form over the short term. Access and circulation improvements are proposed, along with a dramatic new floating walkway to connect the park with the Willamette Greenway trail north of the Steel Bridge. Recommended improvements to this part of the park area are limited because its long-term potential depends on a broader review of the ramps, streets, and land uses of

the area between NW First Avenue and the park. As a result, a study is proposed to identify the actions required to resolve the fundamental problems of the area.

- **Develop a floating walkway under the Steel Bridge**, connecting this section with the McCormick Pier apartments to the north. Seek to ensure that the path will be accessible during most of the year, but recognize that it might be flooded under extreme river conditions.
- **Develop a stronger entry and pedestrian/bicyclist connections between Old Town/Chinatown and the park.** Establish two principal entry points—one at the Japanese-American Historical Plaza and one at the Steel Bridge. NW Couch will serve as the primary pedestrian corridor linking Old Town/Chinatown with the park, which is consistent with the NW Third and Fourth Avenue Chinatown plan. Develop a route for

northbound commuter cyclists between the Naito/NW Davis intersection into the park and back onto Naito Parkway.

- **Link the park across Naito Parkway into the vacant area directly west of the northern end of the park.** This entrance will be part of the pedestrian network in Old Town/Chinatown and will be coordinated with improvements proposed in both the Broadway/Union Station study and the NW Third and Fourth Avenue Study. Encourage the redevelopment of this site as a way of achieving a stronger gateway and transition space between the park and Old Town/Chinatown.
- **Initiate a study to define the long-term future of the area** around the northern end of the park and between NW First Avenue, including the ramps. The study should produce a comprehensive plan that resolves the circulation problems that now plague this critical piece of Naito Parkway.
- **Expand seating areas around the Friendship Circle** to accommodate small events and programs. Encourage vendor carts and other small operations that foster increased positive activity in this area.
- **Integrate public art and interpretive features into the area around the Steel Bridge.**
- **Improve the pedestrian connection between the top deck of the Steel Bridge and the park.** A set of stairs now connects the top deck with the park but have an uninviting character. Initiate maintenance, lighting or other improvements to increase safe use of existing connections. If necessary, initiate additional improvements to create stronger links with the riverside loop pathways.
- **Explore the option of using the area under the Steel Bridge on-ramp to provide a positive presence in this end of the park.**

The goal of the changes is to bring more life to the seawall—both along the Esplanade and in the river.





An artist's rendition of Ankeny Plaza, an area in the proposed plan that creates new interaction between the park and the river.

## *The Seawall*

The seawall serves both as the primary flood protection barrier for downtown and as the easterly edge of the park. Several changes are proposed to the seawall in order to increase views of the water, to allow the public to get closer to the river, and to stimulate more waterside activity. The goal of the changes is to bring more life to the seawall—both along the Esplanade and in the river. Throughout the Master Plan, the flood protection function for downtown is maintained in the park.

- Maintain flood protection of the existing seawall (primary) and emergency infill railing (secondary).
  - Maintain primary flood protection in park by grading areas where the seawall is lowered to maintain existing seawall elevations.
  - Maintain secondary flood protection in areas where the park grading is

below the top of emergency infill panels. Provide an emergency plan that is acceptable to the city. The existing infill panels may be modified for attachment to new temporary supports in areas such as the Meadow and Waterfront Plaza.

- **Include features in the park that encourage/support waterside activity** including but not limited to, tour boats, historic ships, small overnight cruise vessels, and military or cruise ship tie-up.
  - Expand overnight and long-term docking capacity at the Salmon Springs landing to increase year-round maritime activity.
  - Establish a permanent moorage for the Maritime Museum Sternwheeler Portland in the vicinity of Salmon Street Springs.

- Develop a major overlook at the Waterfront Plaza extending beyond the seawall out over the water, and include dolphins and other structural elements that allow short-term docking and tie up of military ships or larger commercial vessels.
- Develop a new dock at the Ankeny Plaza location to accommodate long-term docking for river cruise or water bus vessels. Provide for necessary utility and support facilities including ticket sales, customer waiting and loading areas.
- Maintain fixtures and utilities to support short-term tie-up of the visiting fleet of Navy and other military vessels, as well as visiting commercial ships at the seawall.
- Manage support services for docking and tie-up to meet the needs of the vessels while

minimizing conflicts with basic pedestrian activities along the seawall.

- Develop guidelines and policies for the management of support services and facilities; such should govern hours of operation, tie-up locations, placement of mobile equipment, and authorized use of park facilities by visiting vessels.

### *The Urban Edge*

Waterfront Park does not “end” at Naito Parkway but rather flows into and across the street, forming the eastern edge of the downtown. Thus, the entire edge should be planned and designed as a whole—integrating the needs of the park, the street, and the adjacent blocks. Specific improvements for this corridor must be coordinated to ensure consistency in treatment and design.

The entire edge should be planned and designed as a whole—integrating the needs of the park, the street, and the adjacent blocks.

- Integrate the improvement and long-term vision for Naito Parkway into the redevelopment of Waterfront Park.
  - Encourage and promote the long-term redevelopment of the parkway as a pedestrian-friendly corridor that can reinforce ground floor retail development along the west side of the street, and which is compatible with the Master Plan.
  - Coordinate development strategies and urban design concepts for the Naito Parkway corridor including the street, the park, and the blocks immediately to the west.
  - Coordinate the specific design, tree plantings, paving, street furniture, lighting, and other fixtures along the east and west sides of Naito Parkway.

- Develop and maintain nine entry points into the park that are integrated into the circulation system for the park and the street crossing plan for Naito Parkway.

Enhanced crossings are recommended for the following streets:

- SW Columbia
- SW Salmon
- SW Yamhill
- SW Morrison
- SW Stark
- SW Oak
- SW Ankeny
- NW Couch
- NW Flanders

## Implementation Strategy and Phasing

Like the first plan in 1975, it is expected that the *implementation of the Waterfront Park Master Plan will be done in phases over a 15–20 year period*. This is both practical as well as realistic. The current funding climate for capital projects in parks, especially for one of this scope, is not favorable. More importantly however, carrying out the plan’s recommendations in phases helps to ensure that the improvements reflect real conditions and current circumstances.

### Overall Approach

For each major development phase, Portland Parks and Recreation will select a design and engineering team, charging them with responsibility for site-specific design and construction documents under a defined budget and schedule. Performance of the work will necessarily involve evaluation of site context and prevailing community values in relation to the Master

Plan—along with any changes in regulations. Thus, while the basic concepts of this plan will continue to function as a framework, some revisions and new ideas will undoubtedly come forward.

Because of the significant capital costs and because the park’s functions are intertwined with those of other departments, *partnerships with other public agencies* are essential. As an example, a successful Waterfront Park will depend in part on a lively and vibrant residential and commercial district to the west of the park. Conversely, residents and visitors will need a place in the park to exercise in, to toss a frisbee, or sit under trees and enjoy the river. The park will have to be redeveloped to provide these opportunities at the same time that the adjacent blocks are redeveloped.

To the south, a key part of the Downtown Retail Strategy is the development of Morrison and Yamhill as anchor retail streets, with both



A new water feature such as this is planned for the Ankeny area to provide an active place for future visitors.



Focus group members, Parks and Recreation staff, and Citizen Advisory Committee members brainstorm the park's future.

terminating at the Waterfront Plaza in Waterfront Park. Through this linkage, the downtown and the park are physically and functionally connected. As a result, physical improvements are coordinated and sequenced to promote the maximum efficiency and return.

### *Funding Sources*

Waterfront Park was developed in phases mainly with tax increment financing between 1976 and 1990. While this is a possibility for the future, funding for the projects and actions in the Master Plan could draw from a greater number of sources. For some phases, a combination of funding sources will be used to reduce the reliance on one financing technique. The major funding sources are described below.

*Urban renewal* funds have been used in the past to finance many of the large scale improvements at Waterfront Park and these may

provide an option for the future. This would be an especially effective tool if park improvements were coordinated with PDC's redevelopment efforts in the blocks just west of the park.

*General Obligation Bonds* are often used to fund park improvement projects. Over the last ten years, Portland Parks and Recreation has used bond measures to fund about \$70 million worth of capital projects that ranged from community centers to modest improvements in park infrastructure. Bond measures are especially useful when funding from the city's capital improvements program is insufficient to underwrite larger projects.

*The Capital Improvement Program (CIP)* Portland Parks and Recreation's CIP budget is not typically used to fund large development projects but instead is targeted to smaller, repair and renovation activities. The capital budget for Portland Parks 2002–03 is about \$1 million; previous funding levels have been as

much as \$3 million but this money has been directed to projects that correct basic deficiencies in the parks infrastructure. As a result, the CIP is not seen as a reliable or stable funding source for large scale projects in Waterfront Park.

*Grants and Gifts* have funded some of Portland Parks' capital projects such as the renovation of community centers, development of the Springwater Trail, and the renovation of neighborhood parks. Federal grants in particular may be helpful in financing greenway related projects and those that focus on river recreation. Other elements of the park may be eligible for grants. Restoration projects, historic interpretation and environmental education, and boating facilities are areas that can be funded through specific programs.

*Partnership opportunities* are not seen as a primary funding option but can be useful when a combination of sources are needed. Potential partners can include downtown businesses and

business groups, corporate sponsors, other agencies, and non-profit organizations. As one example, the installation of utility lines in the park between Salmon Street Springs and the Morrison Bridge in the mid-90s was accomplished with CIP funds and contributions from the major event organizers.

### Phasing

The list of actions described on the next page consists of major development activities, those that will have a significant impact on the form and function of Waterfront Park. It does not include more detailed actions that can enhance an existing part of the park or which are more flexible in their implementation. The actions are organized into three time periods. Because of the city's current financial climate, larger and more expensive redevelopment projects have been listed in the phases beyond 2009.



A school group gets a presentation on the new plan at one of the public preview days in May 2002.

Because of the significant capital costs and because the park's functions are intertwined with those of other departments, partnerships with other public agencies are essential.

As noted in the recommendations, some actions should be coordinated with other projects or city initiatives. As an example, development of the Meadow should be strategically timed with the redevelopment of the blocks west of the park. Also, over the next 10–20 years, there will likely be opportunities that are not now foreseeable. In these situations, the implementation of a specific project or action should be pursued if it is feasible and consistent with the recommendations of the Master Plan or if it can be phased with PDC development plans.

## Cost Estimate

This is a schematic level cost estimate of the Waterfront Park Master Plan Improvements. The costs are based on 2002 dollars and use comparable improvements within the Portland Metro area as a guide for estimating. A 20% contingency has been added to these costs for design refinement beyond the master plan level.

### *The Bowl*

\$1,800,000

#### **South of the Bowl to the north side of the Hawthorne Bridge**

Includes Naito Parkway sidewalk, terraced concrete seat walls, and new paving on the esplanade, river walk, under bridge and along the riverfront. Proposed landscaping to include re-sculpting of the bowl, re-seeding of lawn areas, additional trees, and stone paving.

### *Salmon Springs*

\$2,800,000

#### **North side of the Hawthorne Bridge to the north side of Salmon Street Springs**

Includes Naito Parkway sidewalk, the renovation of McCall's restaurant, a new dock for the Sternwheeler, restroom renovation, terraced concrete stadium steps, relocated WWII memorial, new plaza area and repaved esplanade. Landscaping to include re-seeding.

### *Waterfront Plaza*

\$7,500,000

#### **North side of Salmon Street Springs to the north side of the Morrison Bridge**

Includes Naito Parkway sidewalk, relocated drop-off area, new plaza with cantilevered deck, connection to Morrison Bridge, expansion of Portland Spirit dock and repaved esplanade. Plaza to include water feature, site furnishings, lighting and utilities.



*The Meadow* \$4,800,000

**North side of the Morrison Bridge to the north side of SW Ash Street**

Includes Naito Parkway sidewalk, interim path along Naito Parkway, new promenade, stadium steps at esplanade, lowered seawall, flood protection measures, crushed rock plaza and repaved esplanade. Landscaping to include re-seeding of lawn areas and additional trees. Existing festival utilities to be relocated.

*Ankeny Plaza* \$7,400,000

**North side of Burnside Bridge to end of floating walkway north of Steel Bridge**

Includes Naito Parkway sidewalk, new dock, new park facilities building, restrooms, cantilever walkway, floating walkway, plaza, play area and water feature. Landscaping to include re-seeding of lawn areas, additional trees and display gardens.

*Burnside Bridge to Steel Bridge* \$7,400,000

**North side of Burnside Bridge to end of proposed floating walkway north of Steel Bridge**

Includes Naito Parkway sidewalk, new promenade, new park facilities building and amphitheater seating. Landscaping to include re-seeding of lawn area and additional trees.

**Total \$31,700,000**

*Soft Costs* \$13,314,000

Soft costs are the indirect additional expenses that form part of the planning, design and construction of the park. They include consultant fees, park administration and project management, testing and inspections, permit fees, printing and distribution, and construction contingencies for unanticipated conditions or events.

**Grand Total \$45,014,000**

## General Phasing Schedule for Implementation of the Master Plan

### *Phase 1 : Immediate and Interim Projects (2003–10)*

#### Elements for entire park

- Establish park management committee.\*
- Conduct feasibility study of Yeon Building.
- Develop sidewalk along Naito Parkway.
- Establish design guidelines for park.
- Identify and implement low-budget projects to exhibit where permanent improvements will be made, especially for the circulation system.

#### The Seawall

- Enhance support services for long term docking and tie-ups.

#### The Bowl

- Create path across eastern edge along water.
- Improve beach area along shoreline.
- Develop terraces at western edge of Bowl.

#### Salmon Street Springs

- Relocate the Maritime Museum Sternwheeler Portland.
- Relocate the Battleship Oregon Memorial.
- Redevelop grassy quadrant north of the Hawthorne Bridge.

#### The Meadow

- Create interim pathways to connect sidewalk to Esplanade.

\* The specific composition of the committee has not been determined but events organizers have requested that two events representatives (one from a large event and one from a medium-sized event) be included as part of the group.



Looking up Salmon Street from Salmon Street Springs.

### Ankeny Pump Station

- Redevelop pump station area and develop new dock.
- Create water feature and play area.

### Ankeny to Steel Bridge

- Initiate a study to define the long-term future of the ramps and streets at the northern end of the park.

## Phase 2 : Medium Term Projects (2010–15)

### Salmon Street Springs

- Initiate improvements to enhance area as a public attraction.

### The Meadow

- Redevelop large lawn area as the Meadow.
- Develop viewing area along edge of the Meadow.
- Develop two major gateways from SW Oak and SW Pine Streets.

### Ankeny to Steel Bridge

- Develop entry and bicyclist connections between Old Town/Chinatown and the park.
- Link the park with the greenspace just west of the northern end of the park.
- Expand seating areas around the Friendship Circle.
- Improve pedestrian connections between the Steel Bridge and the park.

*Phase 3 :  
Long Term Projects  
(2015–22)*

**Waterfront Plaza**

- Develop plaza.

**Ankeny to Steel Bridge**

- Develop floating walkway under the Steel Bridge.