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DATE: July 18, 2005
TO: Partnership Group Advisory Committee
FROM: Kia Selley, Portland Development Commission
SUBJECT: Phase I Final Report
South Waterfront Greenway Implementation Strategy

This memorandum transmits the South Waterfront Greenway Implementation Strategy Phase I Final Report. The attached Final Report, dated July 2005, represents the completion of the Phase I work program conducted by Economic & Planning Systems (EPS) for the Portland Development Commission (PDC). Additional background on the objectives and context for the Phase I Report and the South Waterfront Greenway Implementation Strategy Project is provided below.

BACKGROUND AND CONTEXT

The South Waterfront Greenway Implementation Strategy Project represents one of three projects that comprise the South Waterfront Greenway Master Plan. The other two projects are the Greenway Development Plan, adopted by the City Council in December 2004, and Greenway Code Development which is currently in-progress.

The Greenway Implementation Strategy Project is a multi-year and multi-phase effort designed to ensure, guide, and support the development of a feasible Greenway facility in the South Waterfront District. It focuses on five major implementation components for the Greenway, as identified below:

- Greenway Land Acquisition and Tenure
- Greenway Capital Improvements
- Greenway Operation and Maintenance
- Greenway Governance and Regulation
- Greenway Financial Feasibility

www.pdc.us

222 Northwest
Fifth Avenue
Portland, OR
97209-3859

tel: 503.823.3200
fax: 503.823.3368
TTY: 503.823.3366

For each of the key components listed above, the Greenway Implementation Strategy focuses on three sequential undertakings: (1) evaluation of program feasibility, (2) program design, and (3) program implementation. Phase I, as described further below and in the attached report, evaluates Greenway feasibility



PHASE I OBJECTIVES AND PROCESS

The primary purpose of Phase I is to assess the overall feasibility of developing the Greenway facility and identify any fatal flaws likely to prevent successful project implementation. As such, the Phase I Report describes the existing Greenway concept; assesses the significance of potential feasibility issues; describes available mechanisms, processes, or structures for addressing them; and suggests ongoing analysis, monitoring, and implementation efforts for Phase II. It is important to note that the Phase I Report does not, nor can it, resolve all feasibility issues or guarantee that successful resolution will ultimately be achieved. However, a fundamental conclusion of the Phase I Report is that the feasibility issues that have been identified thus far, while requiring attention, do not render the Greenway Development Plan infeasible.

EPS began work on the Phase I effort in August 2004 pursuant to a work program reviewed by the Greenway Partnership Group (PG) advisory committee and approved by the PDC. Over the past year, EPS has reviewed the status of existing and ongoing work related to the Greenway and South Waterfront Plan, carried out numerous stakeholder interviews, and conducted independent research and analysis on critical feasibility issues (e.g., Greenway financing). The work has also been informed by case studies of comparable projects throughout the U.S.

Throughout the work effort, EPS has provided updates and preliminary work products to both the PDC and PG for review and comment. The first work product, an EPS memorandum completed in November, 2004, described the five key Greenway implementation components listed above and identified preliminary feasibility issues associated with each. Subsequently, in February 2005 EPS provided the first draft of the Greenway Implementation Strategy Phase I Report which incorporated PDC and PG input on the initial EPS memorandum as well as additional research and analysis. Based on ongoing comments and research, EPS submitted a preliminary Final Phase I Report to the PG and public at large in April 2005.

The Final Phase I Report, as transmitted by this memorandum, incorporates some additional comments and edits to the April 2005 Preliminary Final Report provided by the PDC and the PG.¹ However, not all of the comments received have been, or can be, fully addressed in the Final Phase I Report. For example, some comments suggest changes to the document that would contradict agreements or decisions that have already been made. Other comments, although useful and appropriate, involve matters that have yet to be resolved and are more appropriately addressed in Phase II.

¹ Three written comments were received by the PDC subsequent to publication of the April 2005 Final Phase I Report. These include (1) a memo from Rick Saito, Chair of the North Macadam Urban Renewal Advisory Committee, (2) a memo from Nicole Peterson, Williams & Dame Development, Inc. and (3) an e-mail from Janet Bebb, Planning Supervisor for the City of Portland Bureau of Parks and Recreation.

NEXT STEPS

The Phase II work program has been reviewed by the PG Advisory Committee and approved by PDC. EPS will commence work on Phase II in July 2005 pursuant to this work program.

As noted above, Phase II of the South Waterfront Greenway Implementation Strategy will involve further specification and design of the Greenway program. For example, it will include the development of a Greenway Phasing and Capital Improvement Plan, an Operation and Maintenance Plan, the specification of a preferred governance concept, and the completion of a Greenway Financing Plan. In addition, EPS will continue to work with the PDC and other stakeholders to address comments and issues raised during Phase I and thereafter.