

# Recreation and Marine Use Examples

Researched by Port of Portland staff, October 2009

## Overview

This research offers examples of combined recreational and industrial uses on west coast port properties. It explores the interface of public space and water access areas developed and operated by ports. It is not intended to be an inclusive look at all ports, but rather a collection of relevant examples.

As the use of containers, gentrification and population pressures have shrunk the footprint of urban marine terminals, many ports, still the owners of unused piers, have redeveloped certain areas with upscale restaurants, art galleries and boardwalks.

Some parks are created by ports for the purposes of establishing buffer zones to residential areas, providing views of port operations and as forms of environmental remediation. Parks and open spaces which are created by ports can also be the results of complicated past real estate transactions, or developments that did come to full fruition. This report does not address the significant maintenance issues and costs for some of the cited examples, which would be important considerations for ports considering these types of use.

## Port of San Diego

### Background

The Port of San Diego operates two primary industrial maritime facilities. Cold storage, bulk and breakbulk cargo are handled at the 10<sup>th</sup> Avenue Terminal, and the The National City terminal transports high-end German cars, lumber and other large project cargo.

The commercial cruise ship terminal on the Broadway Pier is owned and operated by the Port. It can handle tens of thousands of vacationing passengers annually utilizing 45,000 square feet of reception and baggage handling areas. The terminal hosts Carnival, Holland America and Royal Caribbean among others. Most feature short excursions to the Mexican Riviera but a few head all the way to South America and back up to the U.S. East Coast via the Panama Canal.

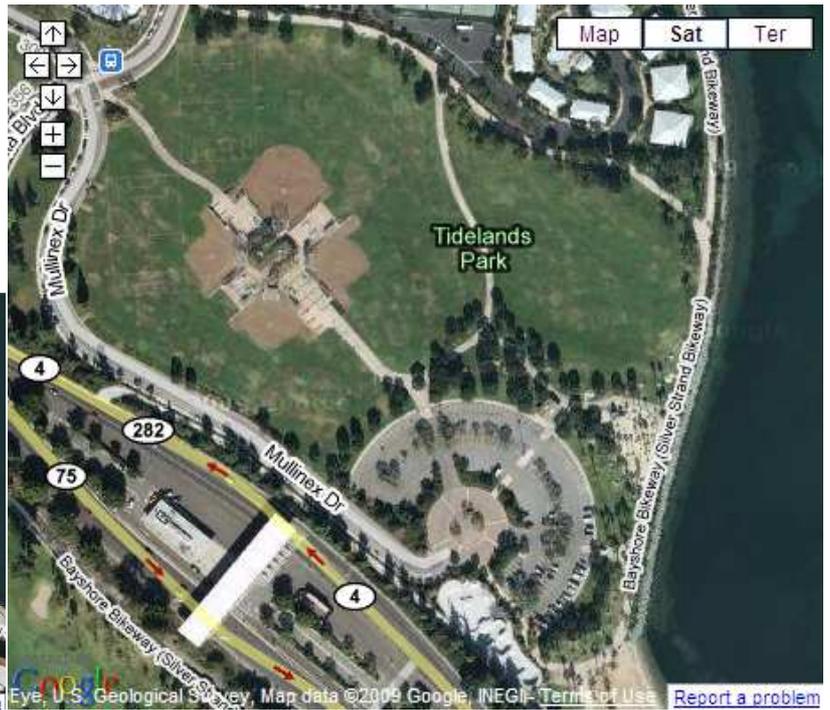
### Adjacent Parks

There are 17 port-owned parks around the San Diego Bay. Most are small, like the Coronado Landing Park, which provides a strip of public grass, beach and picnic tables. Others are larger, like Coronado Tidelands Park. Walking and bike paths are common to all. Some have fishing piers and gazebos and cater to private and corporate events for a fee.

Port development: Nearby commercial tenants and ferry landing to other port facilities



Coronado Landing Park



Coronado Tidelands Park

Waterfront access is mandated by the California Coastal Commission, which owns the property. The Port of San Diego was originally established as manager and caretaker for the waterfront and seeks to maintain that access. While there is no mathematical formula to dictate park acreage, it is now generally assumed that when the Port develops new industrial, commercial or marine areas, it will provide a public park with access to the water within the affected community (there are five communities in the bay area). According to the parks coordinator, public outreach and input is integral to the final design decision.

One area created with citizen input is Cesar Chavez Park, directly adjacent to Terminal 10's entranceway that winds around the park. Developed in cooperation with San Diego's Barrio Logan community, this park offers a recreational pier, picnic and playground areas and a soccer field. This park was formerly known as Crosby Street Park. San Diego has worked with the Barrio Logan community to control and re-route trucks around the neighborhood.



The Port actively encourages area boaters to tie up to one of 14 recreation piers in the vicinity of 60 waterfront restaurants through a program called "Dock and Dine." As the waterfront landlord, the Port is interested in maintaining a vibrant commercial scene. The Port is in charge of maintaining water-side recreational access.

San Diego is the landlord of several recreational boat marinas, but leaves the management, operation and liability to tenants.

## **Future**

The Port is busy developing historic maritime wharfs into commercial districts. There are currently 13 development projects underway, including renovating the Port's former police headquarters as a shopping/promenade area.

## **Oakland, California**

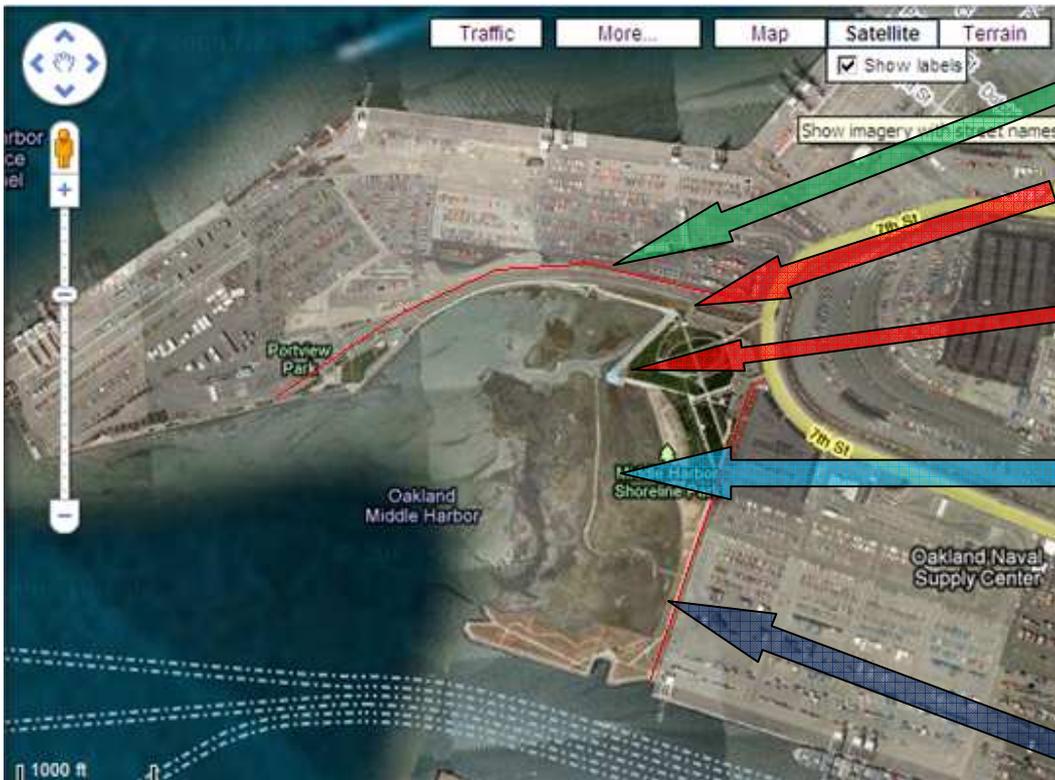
The Port of Oakland owns Port View Park, which offers views of the San Francisco Bay, San Francisco skyline and Port of Oakland maritime operations at the Seventh Street Terminal. Located at the end of 7th Street, the park encompasses 4.5 acres of public access with areas for fishing, strolling, picnicking and special events. It also offers a bar and bait shop, second-story viewing area and historical display, restrooms, drinking fountains, parking and other amenities.

This park was developed was a result of permitting for and negotiations related to Port expansion into former Navy properties combined with a project to deepen the port docks and harbor approaches.

Port View Park is the home of the International Maritime Center, a nondenominational chapel and recreational facility for visiting seafarers. The Park is directly adjacent to a working marine terminal. Park traffic shares the same roadways as terminal container traffic. The turn for the park is just prior to the line-up area for Hanjin terminal-bound trucks.

The park is connected to Middle Harbor Shoreline Park by a bike and pedestrian path. Middle Harbor Shoreline Park was the historical location of the Navy's Fleet Industrial Supply Center (FISC) and 40-foot deep water wharfage. Middle Harbor was recently filled with half of the dredge material from a concurrent 50-foot harbor deepening project to create shallow water habitat. The habitat creation and park development satisfied a San Francisco Bay Conservation and Development Commission requirement. The SFBCDC regulates all construction in bay waters and 100 feet up the shoreline and requires all new public development to allow for "maximum feasible public access." Determination is made through Commission findings and following negotiation. Legacy wharfs and train tracks lead to a memorial at the eastern point of the piers.

The paths and parks are separated from the terminal facilities by high chain-link fences topped with barbed wire. Sensors on the fence sound an alarm at the security office and automatically move CCTV cameras to the location of the disturbance. The fence is located away from the park and buffered by shrubs to prevent inadvertent activation.



- Inter-park pathway
- Former Navy FISC Depot
- Historical wharf and memorial
- Former deep-water harbor refilled with clean dredge material to create shallow water sanctuary
- Security fencing

The Port also owns Jack London Square, located near a downtown Oakland commercial area. It is home to restaurants, art galleries and a marina. It is directly adjacent to container Terminal 67-68 on the Oakland Estuary. The Port’s website states:

*Jack London Square is the only restaurant/retail center in the Bay Area where a diner can sit at a table and watch as a giant containership passes by less than 50 yards from the window. There are numerous waterfront parks in Oakland, several of which afford close-up views of working marine terminals.*

Jack London Square had significant financial challenges for many years, and was subsidized by the Port of Oakland until it reached profitability.

The Embarcadero Shoreline, also owned by the Port, is a series of intermittent shoreline pathways, which begin at 10th Street and follow the water south to 19th Avenue, linking restaurants, marinas and businesses along the way. Pacific Ferry Terminal is at the beginning of the channel separating Oakland and Alameda. The shoreline path concludes just east of Dennison Street, where it parallels the Union Point Marina. Only occasional shipping traffic crosses the path to the mostly dormant 9<sup>th</sup> Avenue Breakbulk Terminal. Most of the path is sidewalk along the street and maintained by Port maintenance. Legacy infrastructure in the area is mostly used for warehouse storage. Except for an occasional breakbulk ship, few other commercial ships travel up the inner harbor past Jack London Square.

## Port of Kalama, Washington

The Port of Kalama, 30 miles downriver from Portland, owns Marine Park and nearby Louis Rasmussen Day-Use Park. The Marine Park is a five acre day-use park that is bordered by a pedestrian/bicycle pathway along the Columbia River. Marine Park is also the home of the tallest one-piece totem pole in the Pacific Northwest. Louis Rasmussen Day Use Park features playgrounds, covered picnic shelters, sand volleyball courts,

horseshoes, tennis, basketball courts and often hosts soccer games, and field days. Several area youth teams practice regularly on the field.

A state-owned sandy beach and greenway adjacent to both parks is not technically part of the park, but it is public, undeveloped and popular with swimmers, wind surfers and anglers. The borders of the park and state lands are somewhat unclear, but all of it is managed by the Port under an intergovernmental agreement.



Rasmussen Park area was not always so appealing. When it was still undeveloped land in the 1980s, a single commissioner decided it should be developed as an RV park over management and commission objections. However, with enough votes and leverage, the commissioner prevailed. The RV park shortly became a failing project and a negative community presence for the Port

The Port believed it was not adequately serving its constituency's need for river access and converted the land into its present configuration in the 1990s. While there is no regulatory requirement to operate the parks, their primary goal is to provide value to the community and create public goodwill.

The Port could not provide estimated annual attendance, but assures that the facilities are heavily used.

The parks lie between the Cenex/United Harvest grain terminal upstream and the RSG Forest Products berth downstream. They are separated by a small waste water treatment plant. Harbor truck traffic shares the road with park-goers along Hendrickson Drive.



## Port of Olympia

### Swantown Marina & Boatworks

Swantown Marina & Boatworks is directly adjacent to the Port of Olympia's only breakbulk terminal and minutes away from downtown Olympia. Swantown is marketed as a quick getaway for Washington's Capital City for "South Sound Boaters." Owned and operated by the Port of Olympia, the marina maintains 700+ slips in a "park-like setting." The full-service Swantown Boatworks haulout and storage facility, plus the emerging marine business district, offers a variety of retail and repair services.

The recreational areas share roadway access with port traffic.

### Port of Seattle

The Port of Seattle owns more than 60 acres of parks and public access sites that include scenic bike and pedestrian trails, picnic areas, habitat restoration areas, fishing piers, and shoreline access. Several of its parks have been featured in the *Seattle Times* as great places to enjoy the outdoors while watching ship movements and other maritime related activities.

All significant capital improvements must be made in conjunction with a parcel developed for public use. This is required by the Port's charter.

The port owns 10 parks and nine public access points to the shoreline, including a large marina and the Port's headquarters on pier 69. Several parks have received environmental awards for recycling, water conservation and hazardous waste reduction.



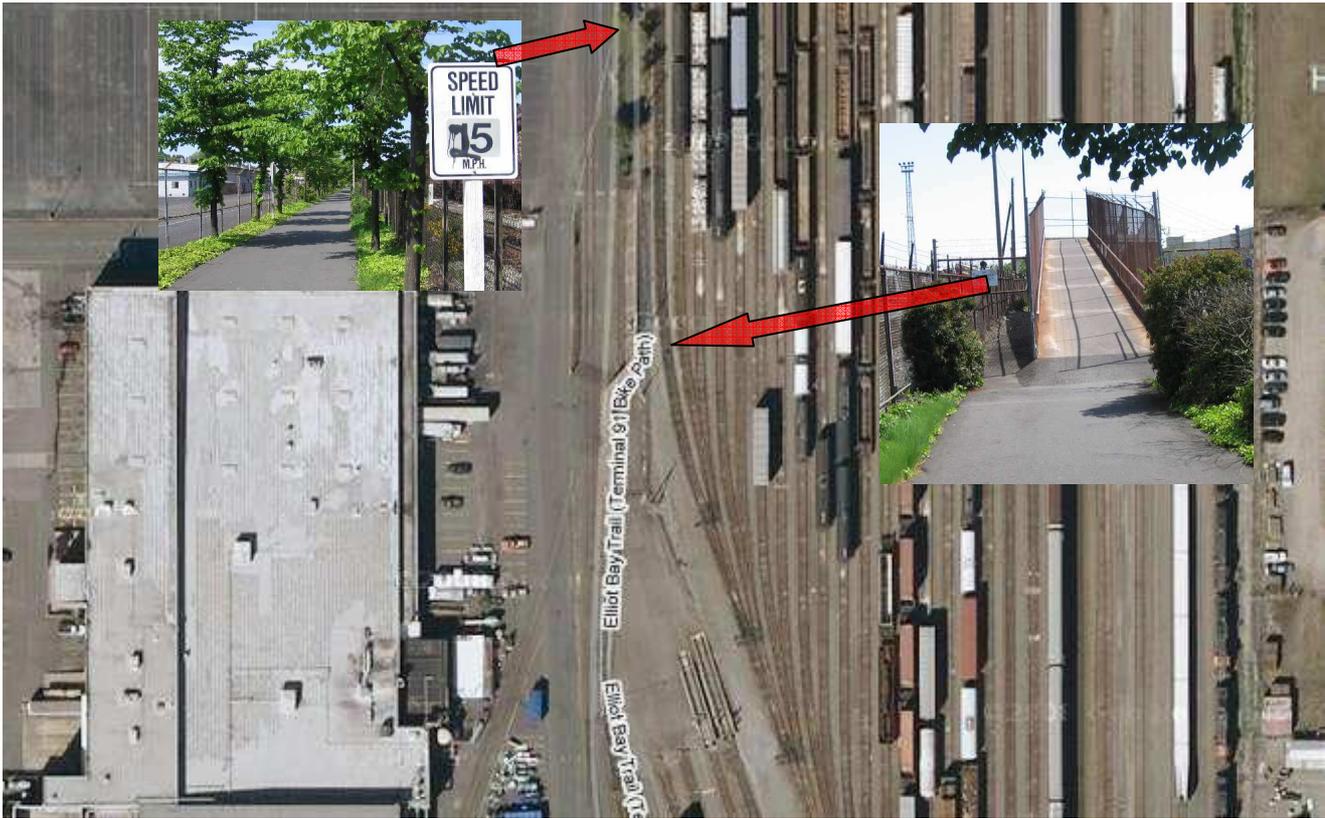
The only park near container operations is a small (one acre) memorial near Marginal Way that looks west toward Terminal 30. The area is confined by a chain link fence and directly adjacent to a U.S. Coast Guard base.

Elliot Bay Park occupies 11 acres along the shoreline north of downtown. A bike and pedestrian path that starts in the park winds very close to the footprint of the active grain silos at Terminal 86 before snaking

through a tight corridor near the feet of piers 90 and 91. Parks are separated from active marine terminals by chain link fence topped with barbed wire. The bike path by Terminal 91 has an "hours of operation" sign and a gate that is never closed. Public safety around 91 is a concern, but the trail is well marked and signed.



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## Port of Tacoma

Only recently has the Port of Tacoma become involved in recreation and environmental projects. Many of the projects are tied to environmental remediation, but some function as buffer zones from residential encroachment.

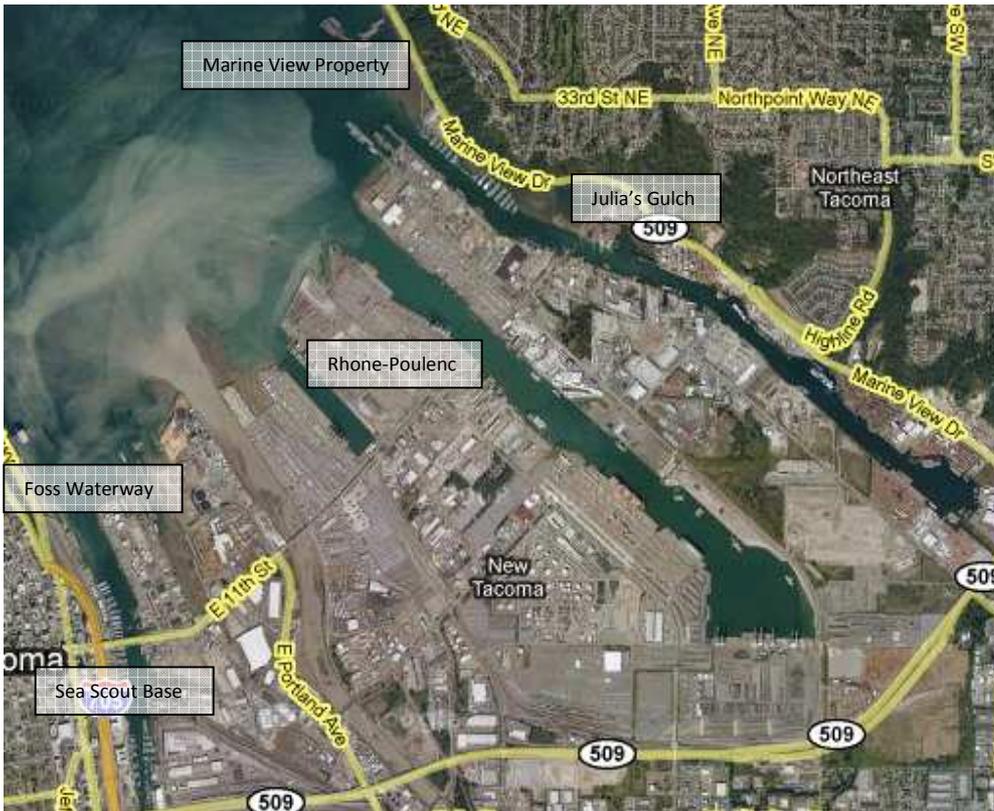
### Current Projects

In 2007, the Port purchased about 70 acres of open space known as Julia's Gulch and Storey Pit, providing a forested buffer between the east end of the terminal complex and residential Northeast Tacoma. Julia's Gulch is now under Cascade Land Conservancy stewardship. Storey Pit is currently off limits with no plans for public access.

Gog-le-hi-te Wetlands are Port-owned public access recreation areas with interpretive signs and paths, but no picnic tables. The area is part of the Port's mitigation portfolio.

The Rhone-Poulenc area is a Port-owned portion of a former fertilizer plant with neighboring salt marsh and mudflat habitat. Lying between Washington United Terminals and U.S. Oil, this public habitat area now provides food and refuge for young salmon before they enter Puget Sound. Filled with grasses, pussy willows and other native plants and trees, this habitat attracts small mammals and many types of birds. The Port maintains a viewing platform at the edge of one of the waterways

The Port of Tacoma recently purchased partial ownership of land under an old grain warehouse that will soon be the home of the non-profit Foss Waterway Seaport Museum.



The Port recently bought a nearby marina for \$1.6 million and offered a reasonable lease to the Youth Marine Foundation. The associated fuel dock and pump-out station for recreational boaters is operated by the YMF's Sea Scouts; the revenue allows them to be self-sustaining. The Sea Scouts offer sailing and maritime classes for low-income students and marine science education outreach to schools. The Port sees this partnership as a substitute for direct educational outreach and considers the connection as maritime workforce development.

## Future

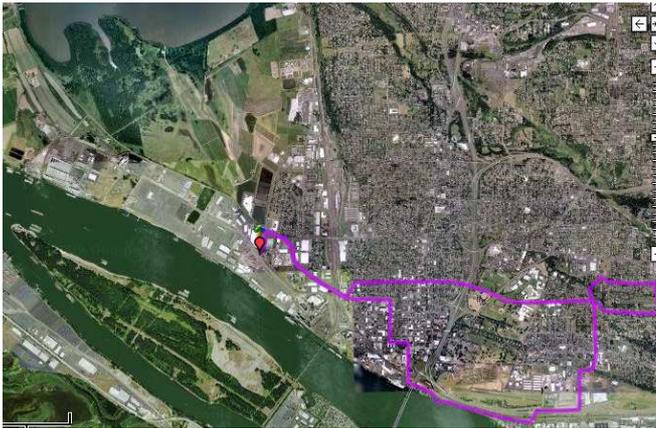
The Port of Tacoma recently bought land under homes on pilings on the Foss Waterway to buffer development and prevent a proliferation of condos too close to port activities. The Port is prepared to remediate most of the area to a natural state, but the city has mandated that the port build a public non-motorized boat ramp for kayaks and canoes on a portion. Other land recently purchased along the Foss Waterway was planned for development into "transitional port areas" like marinas and boat services. However, the current economy has halted ambitious plans in favor of lower-impact riverside trails.

The Port also purchased land along the shore near Marie View Drive as part of their mitigation portfolio. This project represents a significant and unique challenge as there are eight tenants who own houses and lease the footprints under the homes. Because the land was purchased through a National Oceanic and Atmospheric Agency grant, the Port is required to levy a minimal month-to-month rent on the owners who are restricted from selling their homes. The shoreline and tidelands will be rehabilitated and the beaches restored for public use in the future. Land is being maintained by the port. In the next two years an auto-accessible, non-motorized boat launch facility will be built on the property.

## Port of Vancouver, USA

### Mitigation Wetlands

The Port of Vancouver does not own public park property, although it maintains two wetland mitigation sites. One of these sites is located adjacent to Parcel 1A within the developed port area. The second, at Parcel 2, adjoins the port's undeveloped agricultural lands. The Port of Vancouver is in the process of establishing another 120 acres of publically inaccessible wetland for their mitigation bank. Wetland credits will be available to the port for mitigation needs and the remainder of the credits will be sold. Federal, state and local agencies require that these areas remain off-limits to the public. Bank construction is expected to begin by fall 2009.



The Port recently created bike paths on frontage property along Lower River Road, adding to the city's plan for a bike loop around downtown and facilitating access to Vancouver Lake.

## Portland Harbor Parks

### Swan Island Boat Ramp

The Swan Island Boat Ramp was required by Oregon Division of State Lands as a public access condition for the approval of filling activities at the head of the Swan Island Lagoon. This action was included as part of the Lower Willamette Management Plan developed by DSL during the 1970s. The boat ramp was built in 1986, and the parking lot was expanded in 1991. Especially given limited public access to the Willamette River, it is a busy boat ramp during the fishing season; it accommodates up to 38 trucks and trailers.

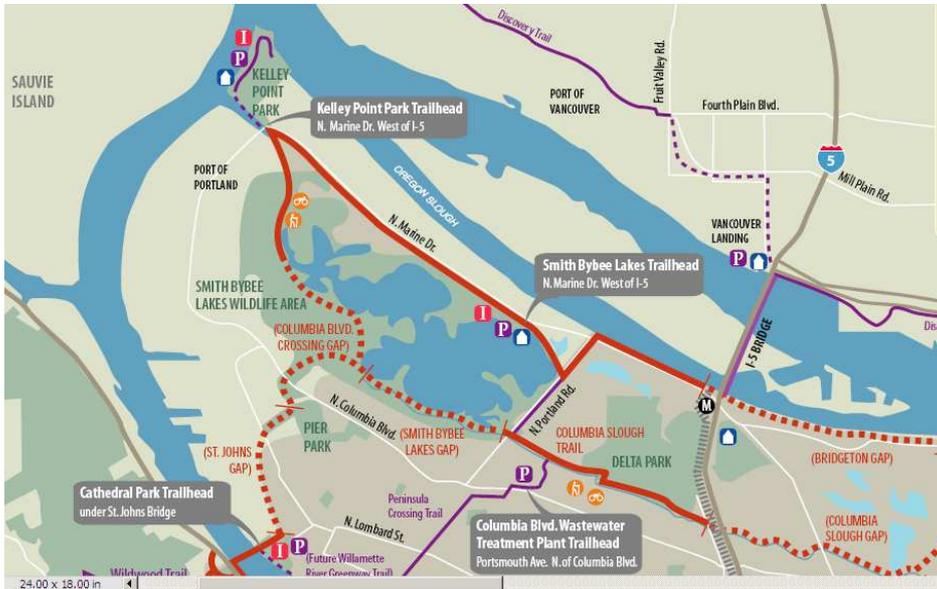
The city of Portland identified 10 acres on Swan Island for a possible pumping station for the Combined Sewer Overflow Big Pipe and purchased the lot in 1995. The whole area is now owned by the city of Portland. The ramp and parking lot are managed by the city of Portland Parks Department.



### Kelley Point Park

The 97-acre park is located at the confluence of the Willamette and Columbia rivers. The park receives 70 reservations and 1,300 registered guests at its picnic facilities annually. These numbers do not account for impromptu or unregistered visitors. Walkers, bikers, and bird watchers frequently visit the park, but the Parks Department provides no data on annual day-use. The park also hosts a small boat launch facility.

Kelley Point Park (KPP) was proposed by Portland and Multnomah planning commissions as a park/recreation facility even prior to a 1967 Port-financed study about Rivergate development. “[Kelley Point Park’s] location along the waterways make[s] it a special feature symbolizing Portland Industry and trade, adding awareness of their importance to the community,” (DMJM Consultant’s report “Rivergate & The North Portland Peninsula,” Sept. 14, 1967).



Kelley Point Park was created by the Port of Portland as a condition to meet statewide land-use goals and guidelines to meet recreational needs of the citizenry. The conditions were established in 1971 when Rivergate was rezoned from agricultural to industrial land. KPP, along with Smith and Bybee Lakes just southeast of KPP, fulfills these goals.

In early 1976, the city approved the annexation of KPP. The Port would continue to own the park, but the city would maintain it with half of

the operation costs reimbursed by the Port. The Port controlled the waterfront to “minimize interference with river commerce and ensure navigation and marine safety.” Tax and legal issues prevented annexation of the neighboring Rivergate complex until October 1979 (Planning Commission, City of Portland May 20, 1980).

Acquired wholly by the city in 1984, KPP is operated by Portland Parks and Recreation.

The park is the northwest terminus of the 40-Mile Loop Trail. The south end of the trail system extends along the north side of the Columbia Slough for 1.2 miles along the bank and terminates at the old St. Johns landfill. The north edge of the trail is offset from Marine Drive and hosts pedestrians and cyclists.



### Smith and Bybee Lakes

The Smith and Bybee Wetlands Natural Area, comprising about 2,000 acres, is one of the nation's largest urban freshwater wetlands. Located near the confluence of the Columbia and Willamette rivers, the wetlands function as a flood absorption system for the lower Columbia River. Hidden within an industrial area approximately five miles north of downtown Portland, the

wetlands provide for diverse communities of plant and animal life. Numerous local schools use Smith and Bybee Wetlands for a variety of outdoor education programs. A parking lot and trail near at the northeast corner provides access for small boat paddlers.



of Swan Island. This area is used by the public to watch barge launches from the Gundersen shipways across the river, or to take in the views of downtown Portland to the south.

### TRIP 40-Mile Loop Extension

With the development of the Troutdale Reynolds Industrial Park in Troutdale, the Port has paved and improved a section of the 40 Mile Loop recreational trail on the flood-control levy near the borders of the complex. Funding included a \$100,000 Oregon State Parks grant. The Sandy Drainage Improvement Company maintains the levy and has restrictions on levy development. The 1.8 mile trail improvement fulfills requirements of the City of Troutdale’s transportation master plan for bikes and trails. Planning, funding and development of future extension of the trail from Sundial Road to Chinook Landing are being led by the City of Fairview, and \$2.3 million is expected from the Metro’s MTIP process for future improvements.

