

# TERWILLIGER PARKWAY CORRIDOR PLAN



ADOPTED BY CITY COUNCIL  
OCTOBER, 1983



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# **TERWILLIGER PARKWAY CORRIDOR PLAN**

## **REPORT AND ORDINANCE ADOPTED OCTOBER, 1983**

This document includes Ordinance No. 155241 adopting the Terwilliger Parkway Corridor Plan. Other ordinances pertinent to the plan but not included are: No. 155242, Expanded Design Zone; No. 155243 and No. 155244, Amending the Comprehensive Plan; No. 155245, Approving Goals and Design Guidelines; and No. 155246, Amending Title 33.

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## INTRODUCTION

This document is one of three prepared as part of the Terwilliger Parkway Corridor Study. The Plan sets forth goals and policies for future use and development of the Terwilliger Parkway, addressing both public actions within the Parkway right-of-way and urban development on lands adjacent to the parkway.

Background information on existing conditions and issues associated with Terwilliger is contained in the TERWILLIGER PARKWAY INVENTORY. The inventory describes the study process and analyses which led to the development of the Terwilliger Plan. A third document, the TERWILLIGER PARKWAY DESIGN REVIEW GUIDELINES, establishes an expanded design zone and design guidelines specifically relating to urban development adjacent to the parkway.

### A. Origin of the Plan

The Terwilliger Parkway Corridor Study was commissioned by the Portland Bureau of Planning in cooperation with the Bureau of Parks. The Portland City Planning Commission recommended that a study of the Terwilliger Parkway Corridor be undertaken in response to the problems and concerns encountered in 1980 during public hearings for a Planned Unit Development (PUD) proposed along the eastern flank of Terwilliger Boulevard. The Portland City Council, appreciating the concerns of the Planning Commission, approved funding for the study. The study area established by the City is shown in Figure 1. Concerns raised during both the Planning Commission's and City Council's review of the PUD included access across the parkway, preservation of the character of the parkway, buffering and protecting the Terwilliger Boulevard recreational path (located in the Parkway) and design of buildings in close proximity to the parkway. The Council resolved these issues in the PUD case using setback restrictions, requiring preservation of existing vegetation, and other measures tailored around the particular characteristics of this development proposal.

There are several other significant parcels of undeveloped land along the corridor. These have remained vacant in the past because of various geologic, topographic and access problems inherent in this hillside area. However, as easily developed parcels become increasingly rare, the likelihood of development of these difficult sites increases. The recreational and scenic potential of the Terwilliger corridor, coupled with its close proximity to the downtown, help make vacant land along the parkway attractive for development. To avoid unnecessary repetition of the lengthy and difficult discussions required to resolve concerns surrounding development along the corridor, development of a Terwilliger Parkway Plan was proposed.

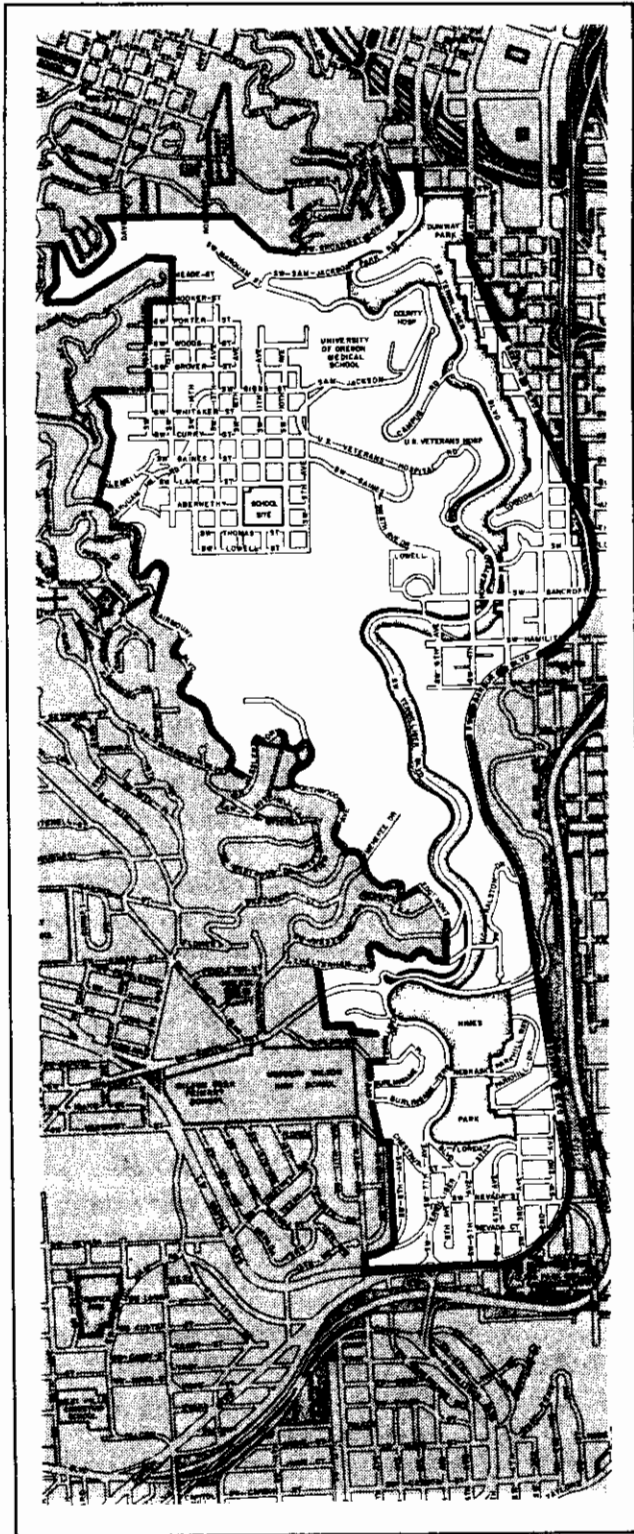


Figure 1 STUDY AREA

## B. Brief History of the Parkway

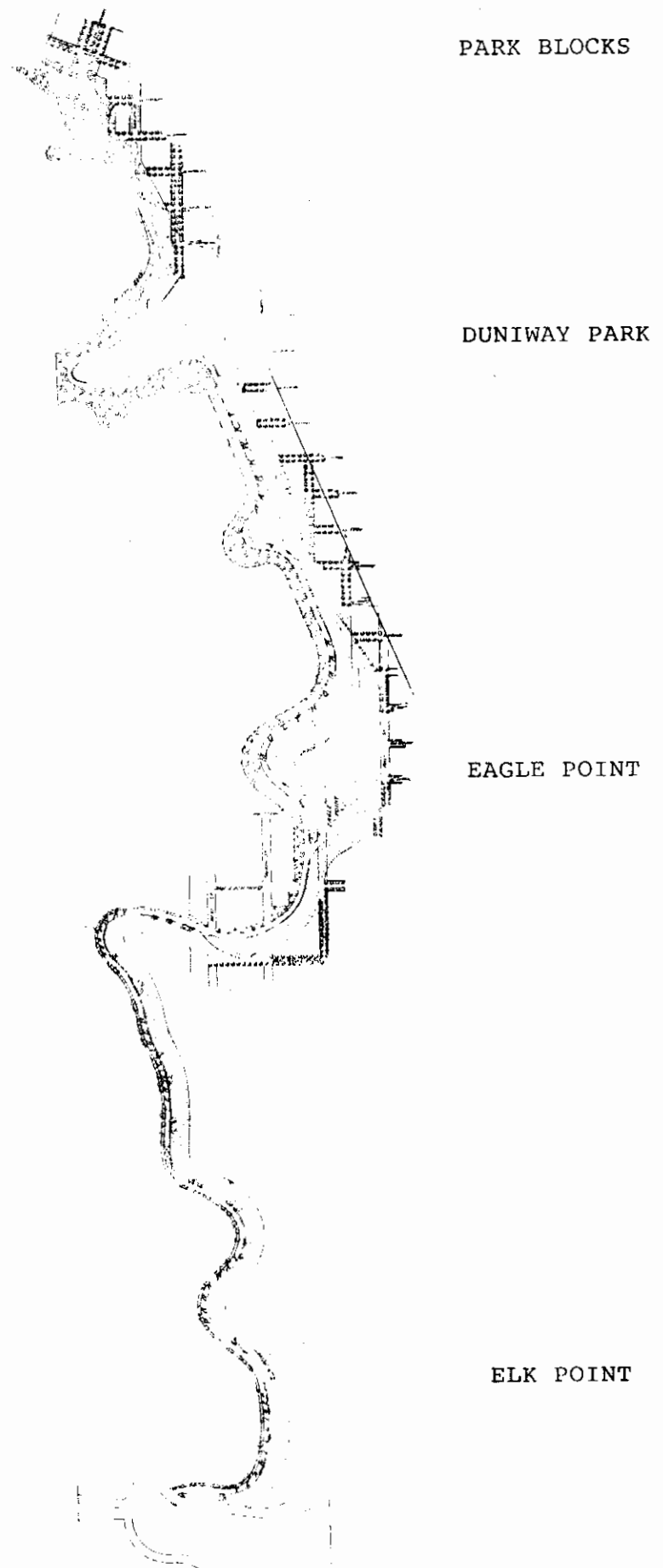
The original plan for Terwilliger Boulevard was conceived in 1903 by the landscape architect, John Olmsted, as part of a comprehensive plan for Portland's public parks. Olmsted envisioned the parkway as a recreational "pleasure drive" which would take advantage of the area's special scenic opportunities and become "a feature of which the City would justly be proud."<sup>1</sup>/ It was also anticipated that the parkway would have a positive effect on property values in the area and would ensure future access for private development. (see Figure 2, Page 4)

Olmsted's vision became a reality in 1910-12 with the donation of several large land parcels and acquisition of additional lands. The deeds of gift for the donated lands mandated that the parkway be improved for public enjoyment, rather than commercial use, and that adjacent lands be afforded access. These conditions remain in effect today.

Initially, much of the land surrounding the parkway was clearcut, but in time the hillsides became forested again. With the addition of a bike path in the 1970s, Terwilliger became a popular location for bicycling, jogging and walking in addition to driving. The Parkway has adjusted well to these changes in character and use, and continues to function successfully as the scenic drive and recreational resource envisioned in the original Olmsted Plan.

<sup>1</sup>/Olmsted Brothers, Report of the Park Board, Portland, Oregon, 1903, p. 41.





*Figure 2*

ORIGINAL PLAN FOR  
TERWILLIGER PARKWAY

CA. 1912

*Courtesy:*

*Oregon Historical Society*

**NOTE:**

Only the buff colored pages within this document have been adopted by the City Council. The white pages are intended to provide background and supplemental information.

NOTE: Only buff colored pages have been adopted. White pages are for background information.

C. Definitions

1. "Natural Future Access Point" is a site of potential access to Terwilliger which, with minimal grading, will allow for a 1 to 5 percent grade within 20 feet of the Boulevard or Trail; less than 20 percent grade beyond the first 20 feet; and a sight distance of 300 feet for oncoming traffic in both directions along the Boulevard. Natural Future Access Points do not cross open lawn areas in the Parkway.
2. "Terwilliger Boulevard" means the public roadway and parking areas between southwest Sheridan Street and southwest Barbur Boulevard at Burlingame.
3. "Terwilliger Parkway" means City of Portland or Parks Bureau-owned property adjacent to and within four hundred (400) feet of Terwilliger Boulevard.
4. "Terwilliger Plan Area" means that area incorporated in the Terwilliger Plan and Design Zone boundaries.
5. "Terwilliger Trail" means the bicycle and pedestrian trail constructed generally to the east of Terwilliger Boulevard and all graded paths (paved or unpaved) or stairs identified on the Terwilliger Plan map.

## TERWILLIGER PARKWAY CORRIDOR PLAN

### I. CHARACTER OF TERWILLIGER

Terwilliger Parkway, Boulevard and Trail are unique and notably successful parts of the City which allow people to enjoy the natural beauty and setting of Portland while moving through it. There are sequential views of the City, Mt. Hood, Mt. St. Helens, the Willamette River and the wooded hills along which the Boulevard is constructed. These expansive views are contrasted by sections of the Boulevard which are lush and enclosed by tall stands of deciduous trees and second growth fir. Dominant masses of native temperate forest set off park-like plantings of ornamental shrubs and mowed lawns.

Terwilliger Boulevard was originally envisioned as a centerpiece for the development of "high class suburban and country residences."<sup>2</sup> Urban development adjacent to the Parkway is sometimes hidden from the Trail and Boulevard. When visible, it often fits into the natural topography and enhances the aesthetic experience of the Parkway. Buildings which are set back from the Boulevard, well but simply landscaped, small in scale, and designed with care tend to add romance to the drive or walk.

The careful and balanced mix of urban and natural experiences, which makes Terwilliger both unique and successful, is also reflected in the way in which it is used. At its best, Terwilliger can accommodate walkers of all ages, runners, bicyclists and picnickers, as well as moderate numbers of motorists sight-seeing or driving to nearby locations along the Boulevard's easy grades and gentle curves.

Terwilliger changes as the landscape and the City grow. The quality of its future character will depend both on the effects of nature and the care taken by the citizens of Portland.

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<sup>2</sup> Ibid

## II. GOALS

The goals of the Terwilliger Parkway Corridor Plan are:

- A. TO PRESERVE AND ENHANCE THE SCENIC CHARACTER AND NATURAL BEAUTY OF TERWILLIGER PARKWAY AND BOULEVARD.
- B. TO MAINTAIN AND ENHANCE UNOBSTRUCTED VIEWS FROM TERWILLIGER BOULEVARD AND TRAIL.
- C. TO IMPROVE OPPORTUNITIES FOR A VARIETY OF RECREATIONAL USES ALONG TERWILLIGER AND REDUCE CONFLICTS BETWEEN THESE USES.
- D. TO GUIDE THE SITING, SCALE, LANDSCAPING, TRAFFIC IMPACTS AND DESIGN OF NEW DEVELOPMENT TO ENHANCE THE AESTHETIC EXPERIENCE OF TERWILLIGER.
- E. TO MANAGE THE LOCATION AND DESIGN OF NEW VEHICULAR AND PEDESTRIAN ACCESS TO TERWILLIGER IN ORDER TO REDUCE TRAFFIC HAZARDS AND INCOMPATIBLE VISUAL IMPACTS.
- F. TO REINFORCE THE PRIMARY TRANSPORTATION FUNCTION OF THE PARKWAY AS A LEISURELY, SCENIC DRIVE AND A BICYCLE COMMUTING PATH, RATHER THAN A HEAVILY USED ROUTE FOR VEHICULAR THROUGH TRAFFIC.
- G. TO IMPROVE PUBLIC SAFETY AND PROTECT CITIZENS FROM CRIME.
- H. TO REDUCE MAINTENANCE AND IMPROVEMENT COSTS.

## III. LAND USE POLICIES

- A. Any proposed changes in Comprehensive Plan land use designations on lands within the Terwilliger Planning Area; or abutting the uphill plan boundary; or within 500 feet of the downhill plan boundary shall be reviewed to determine if the proposed use is consistent with the goals of the Terwilliger Plan and if additional lands should be included within the Plan boundary.
- B. Goals and policies contained in the Terwilliger Plan shall be incorporated in the City's Comprehensive Plan and become the official special area land use goals, policies and controls for the Terwilliger Parkway Area.
- C. Allowable uses within the Terwilliger Parkway and Boulevard shall be limited to recreational uses such as walking, bicycling, jogging and picnicking, and other forms of passive recreation; supportive development such as restrooms; and viewpoint parking where specified in the Access Plan, Map 2.

#### IV. LANDSCAPE POLICIES AND CONCEPT PLAN

- A. Develop, through plantings and improved maintenance, the Landscape Concept shown on Map 1 and illustrated in Figures 3 through 10 Pages 8-12.

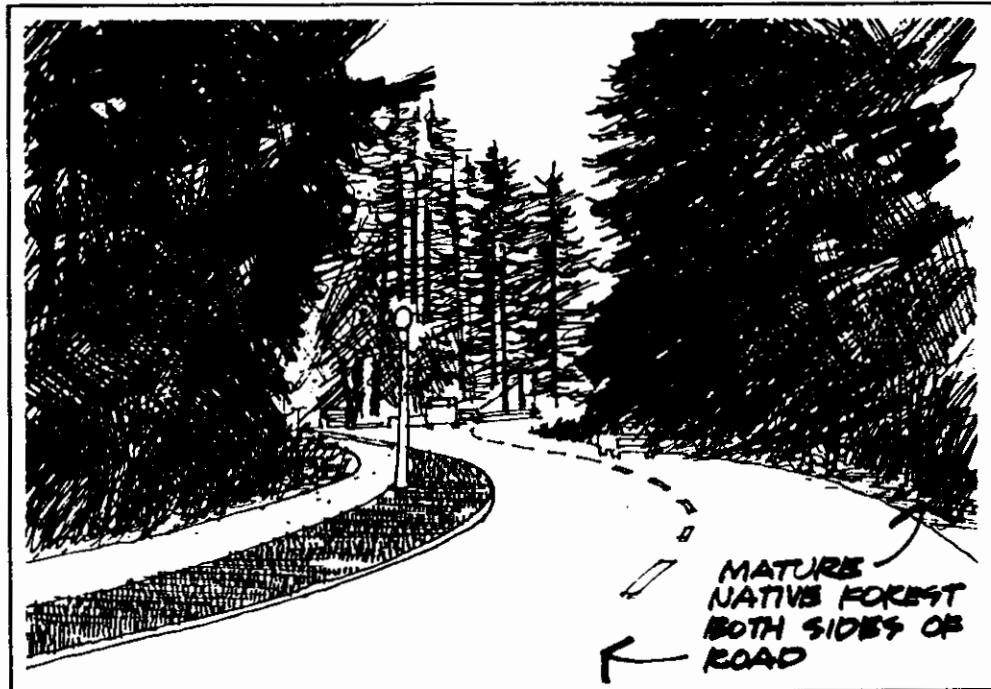


Figure 3 FOREST CORRIDOR

*A continuous, visually uninterrupted segment of the roadway which is heavily enclosed by native forest plantings and hillsides. Development is completely screened from view.*



Figure 4 PARKWAY

*Open lawn areas with some tree plantings.*



Figure 5 NATIVE SCREENING

*Use of native and ornamental plant materials in natural arrangements with filtered views to and from development.*

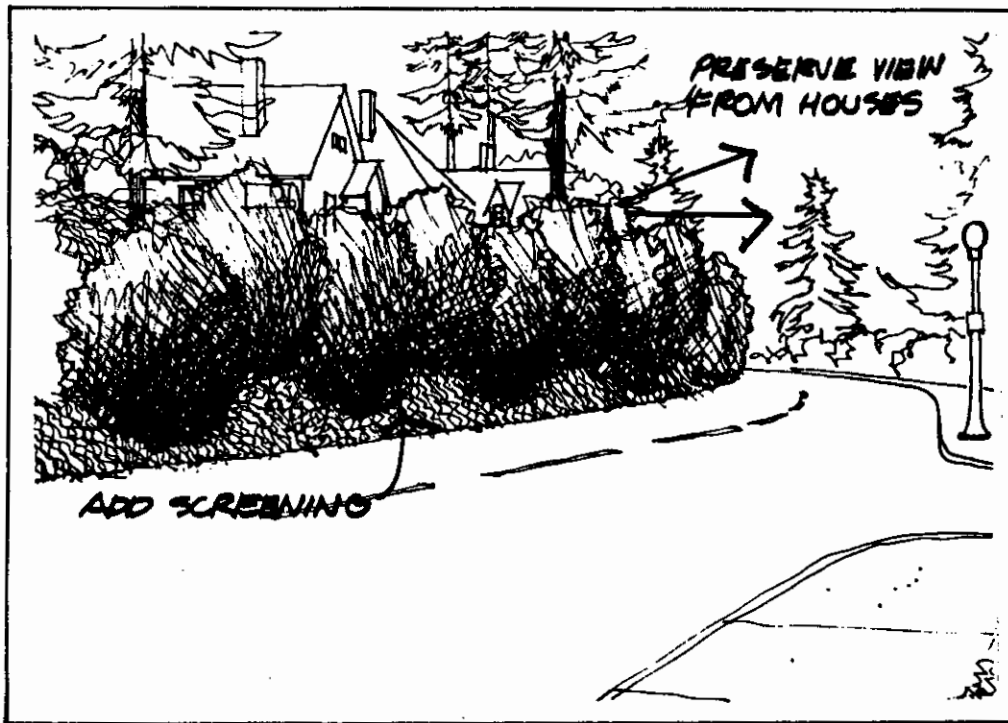


Figure 6 HEDGEROW SCREENING

*Use of broadleaf evergreen shrub material in natural or semi-formal arrangement where space is limited. Views to and from development above hedgerow are preserved.*

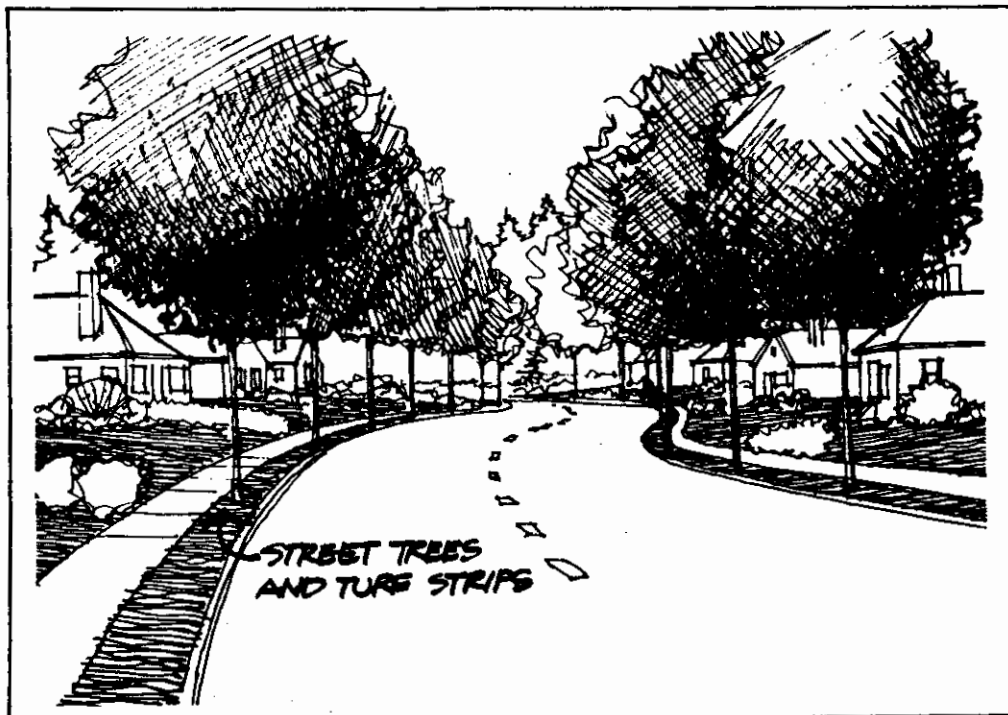


Figure 7 BOULEVARD

*Street trees and lawn strips located along the roadway in the context of urban development as residences or commercial buildings.*





Figure 8 FOREST VIEW

Continuous native forested hillside where distant views are focused as a result of a curved roadway alignment. Small scale development is partially visible but forest character is preserved.

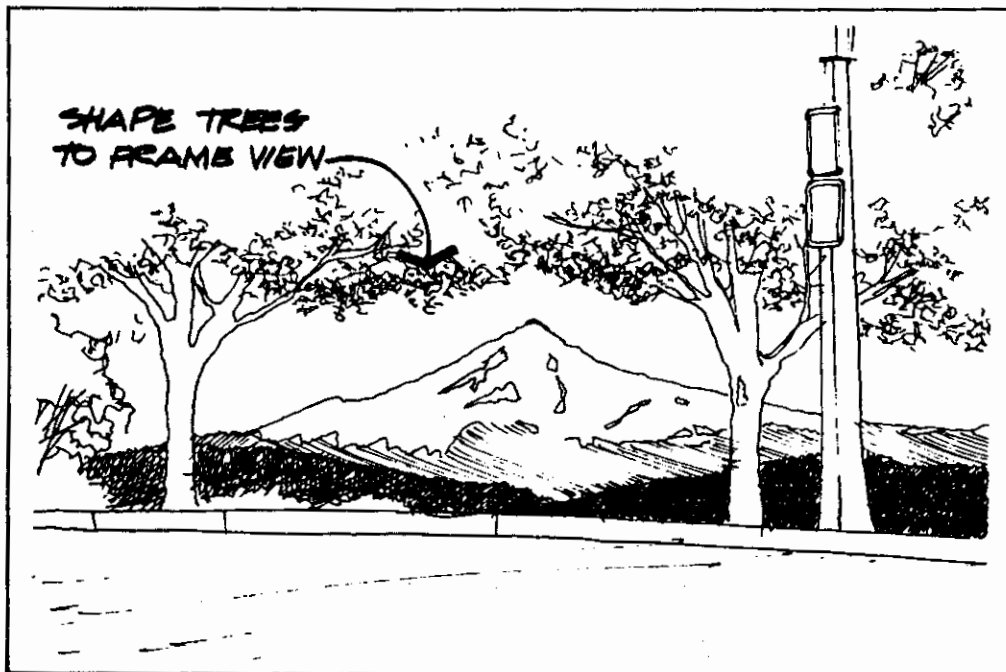


Figure 9 MAJOR VIEW

The opportunity to see a significant view of the city or landscape feature such as Mt. Hood, Mt. St. Helens, the Willamette River and the downtown, from the corridor. The major views shall incorporate the use of trees or other plant materials for enframement or enhancement of the view.



*Figure 10 PANORAMA VIEW*

*The unobstructed, continuous vista of the City and landscape features seen from the corridor.*

- B. Re-landscape the major entrances and focal points of Terwilliger Boulevard (including the intersections with Barbur Boulevard at Burlingame, Capitol Highway, Campus Drive and Sam Jackson Park Road) using, where possible, larger plant materials and ground-cover.
- C. Plant street trees along Southwest Sixth Avenue from Terwilliger Parkway to I-405.
- D. Provide landscaping to screen the Hillvilla parking lot from the Boulevard and Trail and to more clearly delineate the Trail as it crosses the parking lot entrance. Establish a public viewpoint immediately north of the Hillvilla Restaurant (See Figure 11).

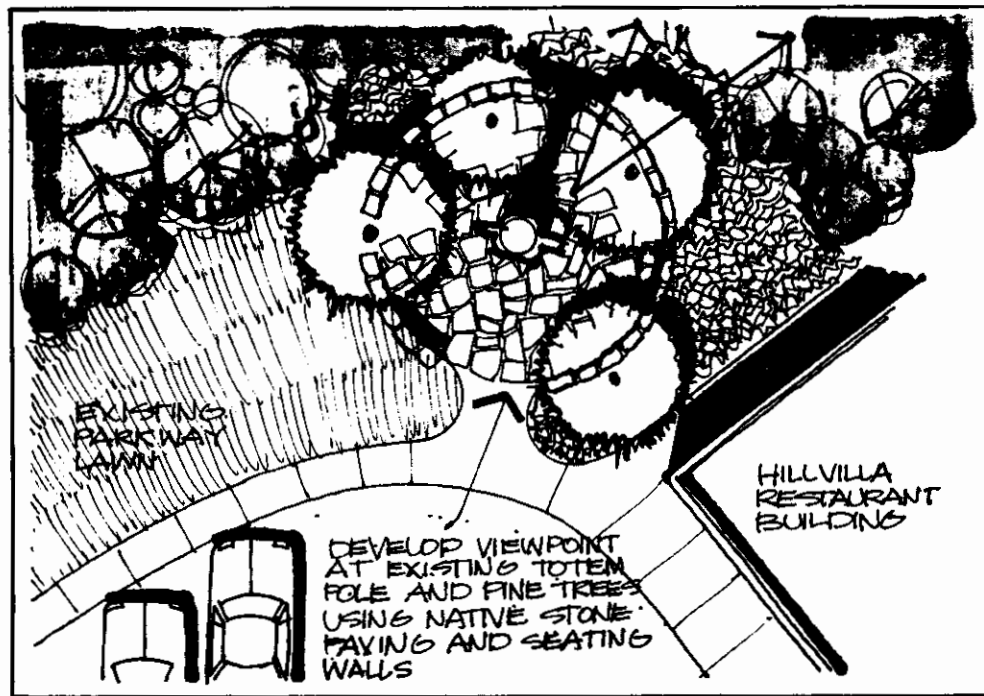


Figure 11 ELK POINT VIEWPOINT

*In order to recapture the views from Elk Point now blocked by the Hillvilla Restaurant, a viewpoint shall be developed to the north of the structure, around the totem pole. This viewpoint shall then be linked to the Terwilliger Trail. (See Section XI, B, Page 25 Hillvilla Restaurant.)*

- E. Clear, landscape and improve Eagle Point (Lowell Lane) as a scenic loop and viewpoint. (See Figure 12)

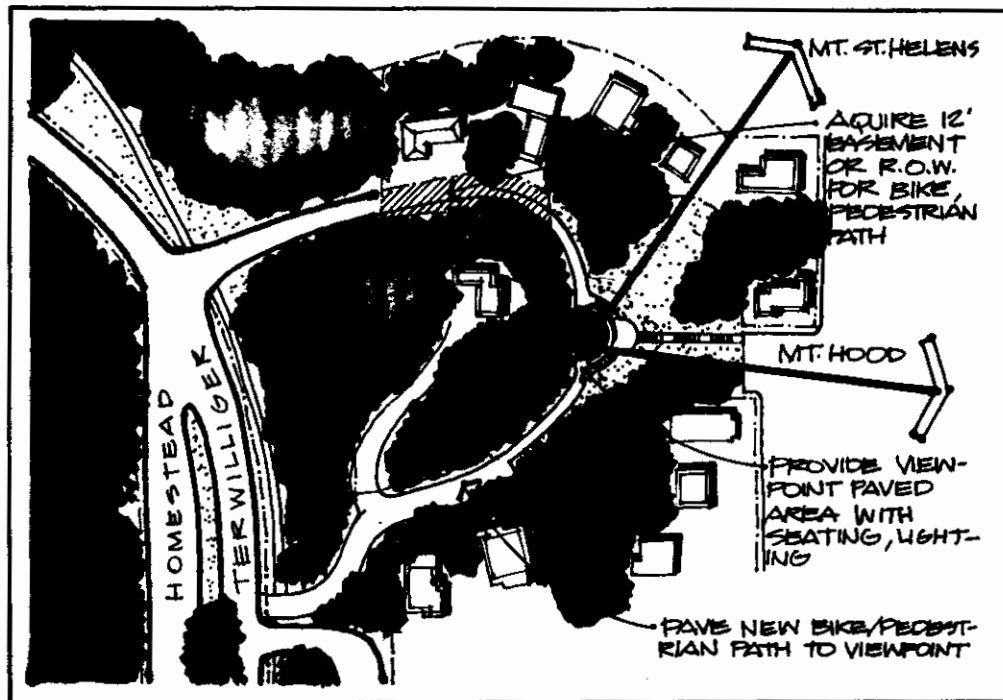


Figure 12 EAGLE VIEWPOINT AND LOOP

The development of Eagle Point was an important feature of the 1912 plan for Terwilliger Boulevard. S.W. Lowell Lane is graded as a loop around the knoll and the City has acquired a sizeable portion of land downhill from the proposed viewpoint. The Parks Bureau shall work with neighboring property owners to re-acquire a portion of the right-of-way vacated in 1963 and improve the viewpoint for pedestrians and bicyclists.

- F. Maintain existing level open lawn areas for picnickers. Replant foreground on unmaintained slopes and cliff faces.
- G. Maintain shade in parking areas and along the Terwilliger Trail.
- H. If improvements are made within the Parkway, preserve to the extent practical the natural topography.

## V. RECREATION POLICIES

- A. Mark four foot wide bike lanes on either side of roadway after the roadway has been improved to accommodate bike lanes. (See Figure 13 and Section VIII, B, Page 20)
- B. Improve the existing trail to accommodate runners, walkers and some bicyclists. (See Figure 13) Isolate the paved trail from the curb and light fixtures with a planted strip where possible (See Figure 14) and allow the informal dirt jogging path to remain where it now parallels the paved trail.

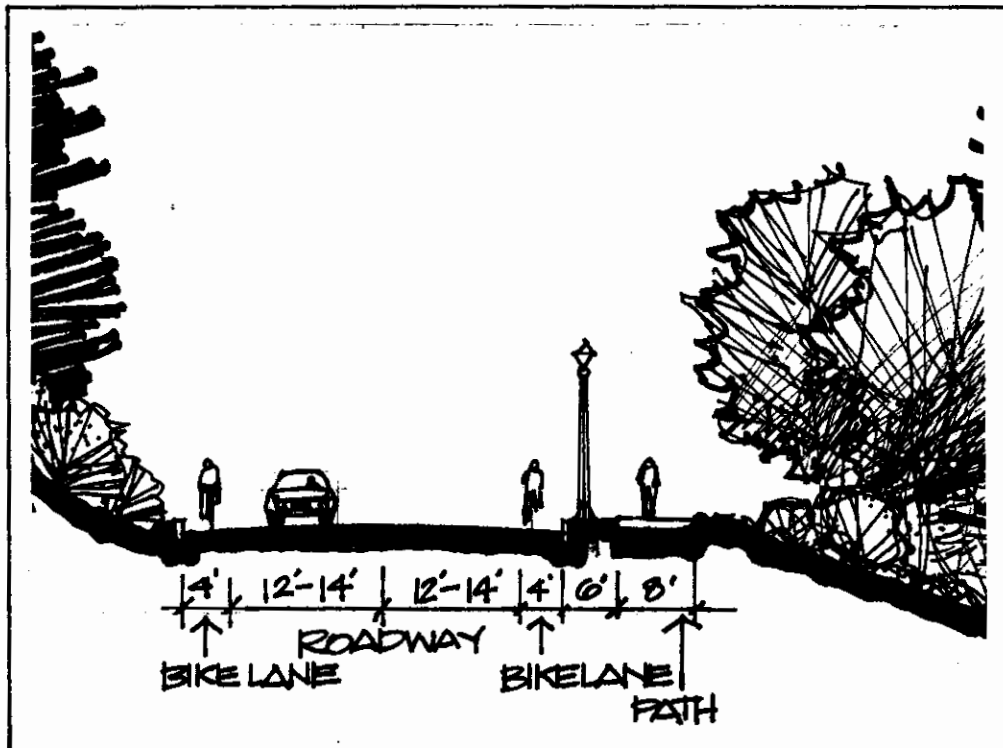


Figure 13 ROADWAY AND TRAIL IMPROVEMENTS

Terwilliger Boulevard shall be curbed and drained on both sides and improved to a minimum width of 32 feet and a maximum width of 36 feet. The roadway shall accommodate two vehicle travel lanes and two 4 foot minimum width bicycle lanes. The existing trail shall be improved for joggers and walkers. Bicyclists not wishing to use the roadway shall also be allowed to use the trail.

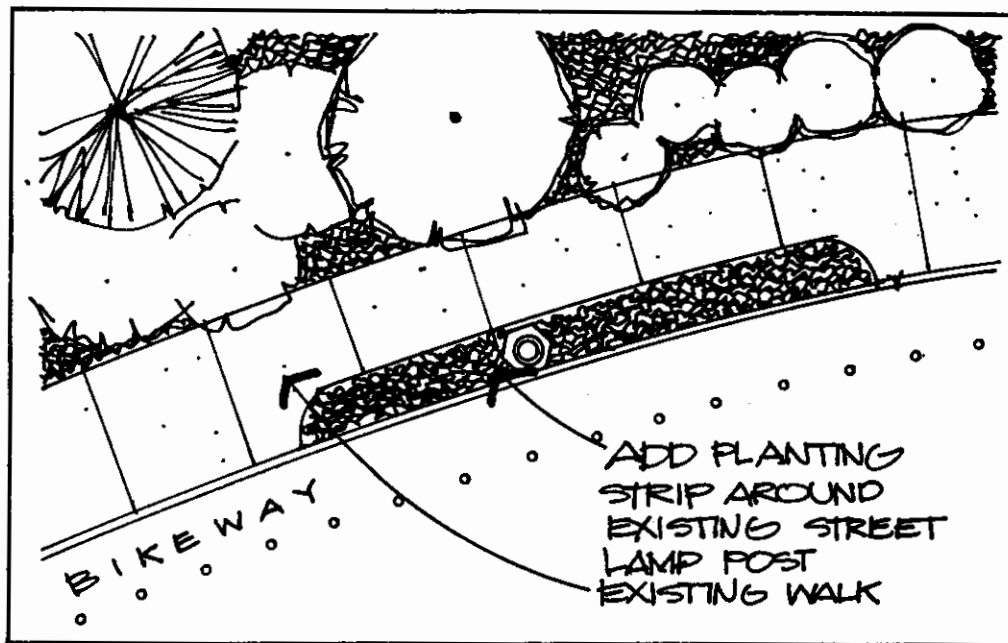


Figure 14 SEPARATION OF TRAIL AND ROADWAY

Where the trail currently is constructed adjacent to the roadway or curb, the two shall be separated by ground-cover on either side of light fixtures. Where more room is available, a 6 foot minimum grass strip shall be used.

- C. Remove the lineal exercise course.
- D. Maintain existing open lawn areas for passive recreation. Add benches at viewpoints and open lawn areas and along the Trail in forested areas.
- E. The Bureau of Parks shall work with the State Board of Higher Education to establish connections to Marquam Nature Trail and the 40-Mile Loop Trail as generally illustrated by Map 2, Access Plan.
- F. Establish designated pedestrian and bike connections to surrounding neighborhoods as shown on the Access Plan, Map 2.
- G. Add single picnic tables in areas convenient to high employment areas and to surrounding residential neighborhoods.
- H. Develop a bikeway connection between Terwilliger Boulevard and Old Slavin Road through George Himes Park as shown on the Access Plan, Map 2.

## VI. TRANSPORTATION POLICIES

### A. Roadway:

1. Preserve Terwilliger Boulevard as a two-lane scenic drive and discourage its use by heavy volumes of through traffic (i.e., trips having both their origin and destination outside the study area).
2. Traffic signals, channelization and other spot traffic improvements are inconsistent with the character of Terwilliger; consider such improvements only where necessary to mitigate serious safety problems.
3. Maintain and enforce the 25 mile/hour speed limit.
4. Encourage institutional and residential developments generating more than 200 vehicular trips per day to use public transportation, staggered work hours, pedestrian and bicycle access and carpooling to reduce traffic volumes and spread peak traffic flow.
5. Maintain and enhance the Boulevard's function as a major bicycle commuting route.
6. Maintain 300-foot sight distances for all crossings of the Trail and access to the Boulevard.
7. Street vacations within the Terwilliger Plan Area shall be reviewed by the Parks Bureau.

### B. Parking:

1. Maintain no on-street parking along the entire Boulevard, except for turnouts and parking areas designated on the Access Plan, Map 2.
2. Except at Elk Point, reserve all Parkway parking for view and recreational purposes by signing and enforcing a one-hour limit on all designated areas. The Elk Point lot at Hillvilla shall allow longer term diner and general public parking.
3. Provide facilities for bicycle parking at major viewpoints and open lawn areas.

### C. Vehicle Access:

1. In areas adjacent to Parkway lands granted by the Fulton Park Land Company, Terwilliger Land Company or the Oregon/Washington Railroad and Navigation Company, (as shown in Appendix C, Figure C-1, Page C 2 ) access points shall be limited first to existing access, then to natural future access points ident-

ified in the Access Plan, Map 2, then to other points where the City can establish roadways on easy grades. In all other areas, vehicle access shall be limited to the existing access points and new access proposed only when no other reasonable alternatives are available.

2. New vehicle access to Terwilliger Boulevard shall be consolidated with existing access points or with access points planned for other developments, where possible. (See Figure 15) New vehicular access points, except for public streets, shall meet Terwilliger Boulevard as curb cuts and driveways, with the Trail remaining at grade.

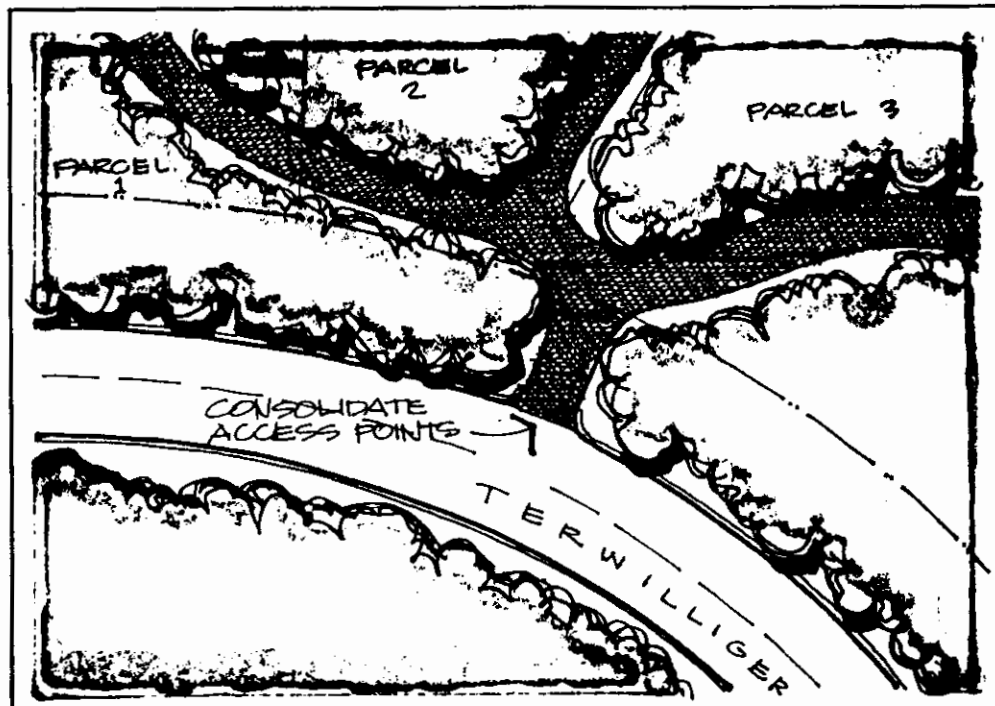


Figure 15 CONSOLIDATION OF ACCESS

*New vehicle access to Terwilliger Boulevard shall be consolidated with existing access points or with access points planned for other developments where possible. This shall be a consideration when reviewing subdivision, partition and planned unit development requests, and proposed construction.*

3. Traffic volumes generated by new developments shall be reduced to the extent practical and shall not require the installation of turn lanes, special channelization or traffic signals on Terwilliger Boulevard at the point of access.



4. Access to Terwilliger Boulevard shall be as level as possible and reduce disruption to the natural topography. (See Figure 16)

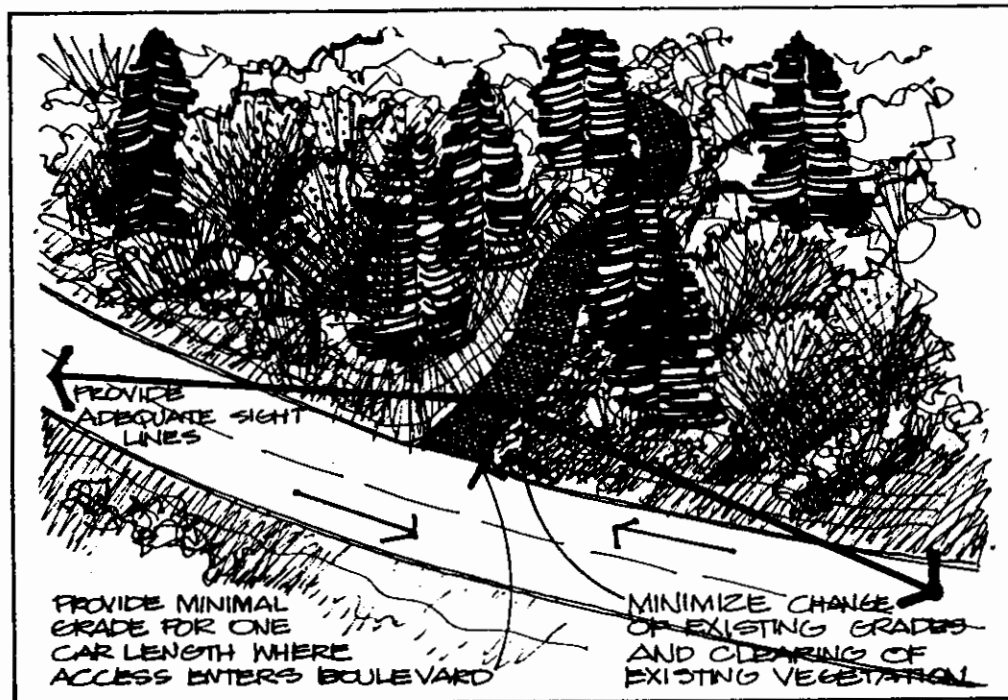


Figure 16 ACCESS GUIDELINES

New access points, if required and justified shall provide 300 foot sight distances along Terwilliger; a 1-5% grade for twenty feet from the roadway; and a grade less than 20% thereafter. Cuts and fills shall be reduced to the extent practical and limited to 2 to 1 slopes. Access points shall not cross open lawn areas.

5. A new access point shall not bisect parkway or open lawn areas identified on the Landscape Concept, Map 1.
6. New or expanded vehicle access to Terwilliger Boulevard shall be designed to avoid linkages with other parts of the street system which would shift additional traffic onto Terwilliger Boulevard.
7. The design of new or expanded vehicle access points to Terwilliger Boulevard must be reviewed by the Parks Bureau and City Forester.

## VII. SIGN POLICIES

- A. All signs within the Parkway shall be reviewed by the Bureau of Parks, approved by the City Traffic Engineer, and installed by the Bureau of Maintenance.
  1. Signs shall be as few and as small as possible and designed in a consistent format in keeping with the character of Terwilliger.

2. The Parks Bureau shall work with the City Traffic Engineer to consolidate existing signs by avoiding repetition.
3. No private signs shall be allowed within the Parkway; private property owners may request the Bureau of Parks to install signs consistent with the above criteria.
4. Temporary signs within the parkway may be installed with Bureau of Parks approval.

#### VIII. CAPITAL IMPROVEMENTS

- A. Viewpoints shall be constructed or upgraded as shown on the Landscape Concept, Map 1. This includes a public viewpoint at Elk Point immediately north of Hillvilla Restaurant (see Figure 11, Page 13 ) and a scenic loop and viewpoint at Eagle Point (see Figure 12, Page 14 ).
- B. The Boulevard shall be curbed and drained on both sides for its entire length and shall be developed to a minimum of thirty-two (32) feet or a maximum of thirty-six (36) feet where necessary to accommodate both traffic and bicycle lanes. All paved areas shall drain to the roadway. Drainage systems shall be carefully designed to prevent erosion, avoiding drainage discharge within graded areas.
- C. All parking areas designated on the Access Plan, Map 2 shall be paved and redesigned where necessary. (See Figure 17) Large parking lots shall be screened from the Boulevard. Parking areas not designated shall be removed and re-landscaped.

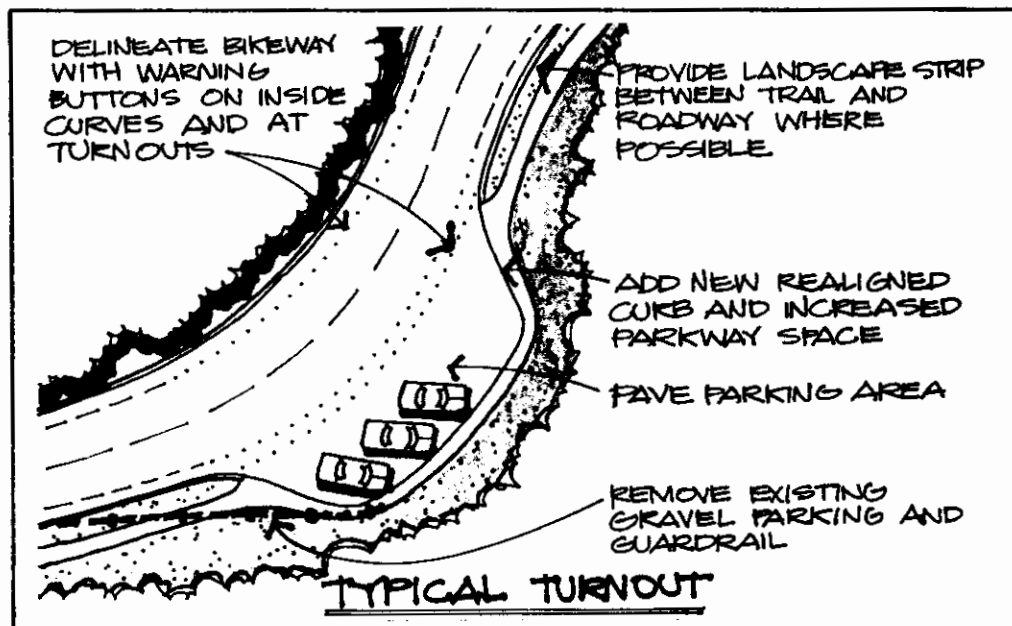


Figure 17 REDESIGN OF VIEWPOINT PARKING

*Viewpoint parking areas shall be redesigned to eliminate unused gravelled areas and unnecessary guardrails. Parking areas shall then be paved and landscaped.*

- D. The east side of Terwilliger Boulevard south of Chestnut Street shall be narrowed. (See Landscape Concept Map 1)
- E. Additional public restrooms shall be constructed in George Himes Park south of Capitol Highway. The existing public restroom at Hamilton Street shall be remodelled for single occupancies and remain open 24 hours a day, all year.
- F. Drinking fountains shall be installed at Elk Point and Nebraska Street.
- G. Existing lighting fixtures shall be restored to their original design and new lights of similar design shall be placed along the Boulevard between Capitol Highway and Barbur Boulevard at Burlingame.
- H. Additional lighting shall be added to portions of the Trail separated from the Boulevard.
- I. Plaques or signs explaining the history and intent of Terwilliger Parkway and rules of courtesy for trail use shall be located at major pedestrian entrances.
- J. Existing guardrails shall be removed where they are not essential for ensuring public safety; all necessary guardrails shall be of consistent design.
- K. Additional trash containers of a consistent and appropriate design shall be added in open lawn areas at trailheads and spaced along the jogging trail.

#### IX. BOULEVARD AND PARKWAY MAINTENANCE

- A. Maintenance of the roadway, drainage, and park/recreational capital improvements shall be provided by the Department of Public Works and the Park Bureau in accordance with their respective areas of responsibilities, as assigned in Appendix A.
- B. Vegetation shall be encouraged in its natural form.
- C. On the downhill side, vegetation shall be pruned to maintain and frame views.
- D. Limbing of trees shall occur only in areas of high pedestrian or vehicle use and at major viewpoints and panoramas.
- E. Vegetation shall be pruned as needed to maintain 300-foot sight distances for points of vehicular access to Terwilliger.
- F. The bicycle lanes and the Trail shall be swept often enough to keep them free of debris.

- G. The Trail shall be repaired and resurfaced as required.
- H. Necessary guardrails shall be repaired.
- I. Drainage intakes and outfalls shall be cleaned and maintained to prevent silting and erosion.

X. AREAS FOR ACQUISITION

The following sites listed below and illustrated in Figure 18\*, Page 23, are important to the implementation of the Landscape Plan as they will provide links in the trail system, and additional viewpoints or parkway areas. If adjacent parcels should be offered to the City as additions to the Parkway, they should be accepted.

- A. A pedestrian right-of-way or easement following the vacated portion of Southwest Lowell Lane on Eagle Point.
- B. A portion or all of Tax Lot 59 near Bancroft Terrace.
- C. A portion or all of Tax Lots 55, 60 and 62 north and west of Hillvilla.
- D. A viewpoint immediately north of the Hillvilla Restaurant.
- E. All or a portion of the undeveloped land north and south of SW Newbury Street between George Himes Park and Barbur Boulevard.

XI. SPECIAL RECOMMENDATIONS

A. Transportation.

ADDITIONAL WORK SHALL BE DONE TO DEVELOP AND EVALUATE STRATEGIES AND PROJECTS AIMED AT RESOLVING EXISTING AND FUTURE TRANSPORTATION PROBLEMS ON TERWILLIGER BOULEVARD. THE ARTERIAL STREETS CLASSIFICATION POLICY SHALL BE AMENDED TO REFLECT THE TERWILLIGER PLAN.



# TERWILLIGER PARKWAY CORRIDOR STUDY

AQUISITION AREAS

BUREAU OF PLANNING CITY OF PORTLAND



ERNEST R. MUNCH  
JOHN WARNER ASSOCIATES  
NANCY FOX



FIGURE 18

B. Hillvilla Restaurant.

PUBLIC AND PRIVATE INTERESTS SHALL COOPERATE TO MAINTAIN A RESTAURANT USE AND VIEWPOINT ON THE HILLVILLA SITE AT ELK POINT THROUGH THE FOLLOWING SPECIFIC ACTIONS:

1. Designation of the half acre restaurant site as "Local Commercial" under the Comprehensive Plan, and re-zoning the land to C-3 with the condition that a restaurant be the only allowed use.
2. Continued use of the existing parking lot on park property by restaurant patrons as well as the general public.
3. Contribution by the owner of Hillvilla of roadway, lighting and landscaping improvements to the parking lot so that it is in keeping with the character of Terwilliger.
4. Development of a public viewpoint to the north of the existing restaurant structure.
5. Trading an equal amount of park land in front of the restaurant in return for the viewpoint, thus allowing the owner of Hillvilla to improve the main entrance to the building.

C. Oregon Health Sciences University Parking.

PHASE OUT AND RE-LANDSCAPE THAT PORTION OF THE DENTAL SCHOOL PARKING LOT WITHIN THE PARKWAY. RE-ALIGN CAMPUS DRIVE AT TERWILLIGER BOULEVARD. (See Inset, Landscape Concept Plan, Map 1)

D. Storm Drainage.

THE BUREAU OF SANITARY ENGINEERING SHALL REVIEW THE EXTENT AND CONDITION OF THE EXISTING STORM DRAINAGE SYSTEM ALONG TERWILLIGER.

XII. DESIGN ZONE BOUNDARY

The Terwilliger Design Zone boundary is identified on the City's official 1/4 section zoning maps. The boundary is generally depicted on the Terwilliger Access Plan, Map 2, accompanying this document.

### XIII. ADOPTING ORDINANCE

ORDINANCE NO. 155241

An Ordinance adopting the Terwilliger Parkway Corridor Plan as the development policy for project evaluation and acceptability, both public and private, within the Terwilliger Plan Area which is generally bounded by SW Sheridan Street, SW Barbur Boulevard and west of SW Terwilliger Boulevard to the west edge of the Terwilliger Plan Area.

Section 1. The Council finds:

1. The City Council, out of concern for design and land use issues associated with a major residential development within the Terwilliger Parkway Corridor, approved a study to be undertaken by the Bureau of Planning in cooperation with the Bureau of Parks to provide a long range management plan and access and design guidelines for all properties public and private within the Terwilliger Parkway Corridor.
2. The Bureau of Planning in accordance with the City Council's direction, retained the consultant team of John Warner Associates, Ernest R. Munch, and Nancy Fox to assist the City in completing this study.
3. The consultant team and City staff worked closely with the public, neighborhood residents, institutional leaders, special interest groups, and property owners to determine the most appropriate design guidelines and policy plan for the Terwilliger Parkway Corridor. Public meetings were held with both the community at large and in smaller workshops to ascertain the important issues and concerns related to this study.
4. The Terwilliger Parkway Corridor is a unique scenic and aesthetic experience available to visitors and residents of the City. Maintaining and enhancing this important resource is the foremost goal of the Terwilliger Parkway Corridor Study and Plan.
5. The Planning Commission and Design Review Commission held a joint public hearing September 28, 1982. Public testimony was taken and both decision making bodies adopted the Terwilliger Parkway Corridor Plan with amendments and recommend that the City Council adopt and implement the Plan.
6. Proper notification of those persons potentially affected or having interest in the future use of the Terwilliger Plan Area, was made thirty days prior to the September 28, 1982 Planning Commission and Design Review Commission public hearing.
7. It is in the public interest to adopt the Terwilliger Parkway Corridor Plan as the guiding policy for the Terwilliger Plan Area.

## ORDINANCE No.

NOW, THEREFORE, the Council directs:

- a. Based on the above findings and facts and the conclusions contained in the Planning Commission's report and recommendation, that the Terwilliger Parkway Corridor Plan, be adopted as the development policy for project evaluation and acceptability, both public and private, within the Terwilliger Plan Area,

Passed by the Council,

Commissioner Schwab  
L. Wentworth/sw  
December 16, 1982

JEWEL LANSING

Auditor of the City of Portland

By Erna Cervia



## APPENDICES

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# APPENDIX A CAPITAL IMPROVEMENTS COST ESTIMATES AND RANKING

The capital improvements included in the Plan have been ranked in terms of high, medium, and low priority, and their costs estimated. Improvements of the roadway and drainage system have been assigned higher priority in order to reduce ongoing maintenance costs and reduce conflicts of use on the trail. Project selection, phasing, and funding shall be determined as part of the City's annual capital budgeting process. Addressing immediate liabilities first and phasing the balance of the improvements over a number of years is recommended.

The City Council recognizes that while the Terwilliger Parkway is a Parks Bureau facility, the use of portions of this facility as a regional transportation corridor requires the assumption of certain responsibilities by the Department of Public Works as a special exception. Therefore, the Department of Public Works will be responsible for identifying and including the roadway and drainage related improvements to be submitted as part of its annual capital budget request and five-year capital improvement plan. The Parks Bureau will be responsible for identifying and including the park/recreation related improvements to be submitted as part of its annual capital budget request and five-year capital improvement plan.

## High Priority

<u>Item</u>	<u>Cost</u>
1. Roadway Overlay	\$ 100,000
2. Roadway Reconstruction	110,000
3. New Curbing	65,000
4. Pave Pullouts	35,000
5. Retaining Wall	36,000
6. Bike Lane Repair & Striping	37,000
7. Remove & Replace Guardrails	65,000
8. Engineering & Contingencies	<u>81,000</u>
Roadway Sub-Total	\$ 529,000
9. Reconstruct Entire Roadway Drainage	<u>700,000*</u>
Sub-Total	\$1,229,000

## Medium Priority

<u>Item</u>	<u>Cost</u>
10. Eagle Point (excluding right-of-way)	\$ 80,000
11. Elk Point (excluding right-of-way)	30,000
12. Landscape Parking Areas	6,000
13. Reforestation and replanting	50,000
14. Screening	40,000
15. Street trees	15,000
16. Construct and landscape parking strip	55,000
17. Landscape focal points (3)	<u>65,000</u>
Sub-Total	\$ 341,000

## Low Priority

<u>Item</u>	<u>Cost</u>
18. Lighting	
30 new fixtures	\$ 72,000
20 replacements (complete pole)	48,000
85 new lamps (replace existing)	34,000
19. Trash receptacles (10)	4,500
20. Construct 4 viewpoints	100,000
21. Interpretive plaques (3)	12,000
22. New restroom	30,000
23. Remodel existing restroom	15,000
24. New drinking fountains (2)	<u>2,800</u>
Sub-Total	\$ 318,300
TOTAL	\$1,888,300

\*The extent and cost of needed drainage improvements to be determined by future study.

CAPITAL IMPROVEMENTS  
AGENCY RESPONSIBILITIES  
BY PROJECT

High Priority

<u>Item</u>	<u>Responsible Agency/Bureau</u>
1. Remove old curb	Street & Struct. Engin.
2. New curb	Street & Struct. Engin.
3. Retaining walls	Street & Struct. Engin.
4. Roadway widening	Street & Struct. Engin.
5. Drainage	Sanitary Engineering
6. Pave parking areas	Street & Struct. Engin.
7. Bike lane - repair road	Street & Struct. Engin.
8. Bike lane - stripe	Street & Struct. Engin.

Medium Priority

9. Remove and replace guard rails	Street & Struct. Engin.
10. Eagle Point (excluding right-of-way)	Parks
11. Elk Point (excluding right-of-way)	Parks
12. Landscape parking areas	Parks/Streets & Structs.
13. Reforestation and replanting	Parks
14. Screening	Parks
15. Street trees	Parks
16. Construct and landscape parking strip	Parks/Streets & Structs.
17. Landscape focal points (3)	Parks

Low Priority

18. Lighting	Parks
30 new fixtures	
20 replacements (complete pole)	
85 new lamps (replace existing)	
19. Trash receptacles (10)	Parks
20. Construct 4 viewpoints	Parks
21. Interpretive plaques (3)	Parks
22. New restroom	Parks
23. Remodel existing restroom	Parks
24. New drinking fountains (2)	Parks

APPENDIX B  
TRAFFIC ANALYSIS

Background

During the public meetings and workshops on the Terwilliger Parkway Corridor Plan, the impact of existing and projected traffic volumes on the Boulevard emerged as an issue of critical public concern. A limited transportation analysis completed as part of this plan projected a development scenario for vacant residentially zoned land and the two major medical complexes -the Veteran's Administration Hospital and the Oregon Health Sciences University. The analysis was constrained by the lack of base information on trip origin, destination and route, but it did indicate increased capacity problems at intersections of Terwilliger and Sheridan and Terwilliger and Capitol Highway. Future development will add to traffic on Terwilliger Boulevard and on residential streets within the Homestead neighborhood. This increased traffic may have a number of negative effects including:

- o Degradation of the recreational and scenic value of Terwilliger Boulevard and Parkway.
- o Metered access to existing and new development on lands adjacent to Terwilliger.
- o Higher traffic volumes on residential streets.
- o Increased problems with geometrically awkward intersections between Terwilliger and Condor, Hamilton, Hamilton Terrace and S.W. Sixth Drive.
- o Increased traffic load on the intersection of Hamilton Street and Barbur Boulevard. (This intersection is critical to the South Portland Arterial System and acts to control arterial access to the downtown from the southwest.)

It is therefore appropriate that additional work be done to develop strategies or projects aimed at resolving those problems. The study should include but not be limited to the following elements:

- a. Collection of base data including information on traffic volume and transit ridership; trip origin, destination, purpose and route.
- b. Analysis of key traffic intersections to determine existing capacity and use.
- c. Assessment of potential future traffic, given the land use assumptions developed in this study.

- d. Development and evaluation of alternative strategies to reduce traffic impacts including increased transit usage and ride-sharing; subsidized transit service; parking limitations; staggered work hours; shuttle service to remote parking areas; decreasing allowable densities on undeveloped land; large-scale property acquisitions; and improved pedestrian and bicycle access.
- e. Identification and evaluation of possible physical improvements which would be consistent with the Terwilliger Plan and would provide improved access to developable land and the expanding medical facilities.
- f. Development of specific transportation improvements and roadway standards to be required of developments in order to implement a transportation strategy; including roadway links, maximum grades, pedestrian facilities, traffic restrictions, and parking limitations.
- g. Examine the trade-offs between alternative strategies and physical improvements relative to the goals and policies of the Terwilliger Plan.

In addition, it is appropriate that the following language be added to the City's Arterial Streets Classification Policy, Southwest Policies:

"reinforce the primary function of Terwilliger Boulevard between Barbur Boulevard and S.W. Sheridan Street as a two-lane, leisurely, scenic drive, rather than a heavily used route for through traffic. Physical and operational improvements on Terwilliger Boulevard shall comply with the Terwilliger Plan."

#### Existing and Projected Traffic Volumes

Figure B-1, Current Traffic Volumes, is a compilation of traffic counts taken between 1979 and 1982. Heaviest volumes (13,800 vehicles per day) were recorded between S.W. Sheridan and S.W. Sam Jackson Park Road. However, 60% of that traffic follows S.W. Sam Jackson Park Road to the Medical School. Volumes on Terwilliger south of the V.A. Hospital were recorded at 7,600 vehicles per day in 1980. This is due to traffic accessing the V.A. Hospital and Medical School from Barbur Boulevard via S.W. Hamilton and Bancroft streets. Volumes on Terwilliger are lowest adjacent to George Himes Park, where they drop to about 4,000 vehicles per day.

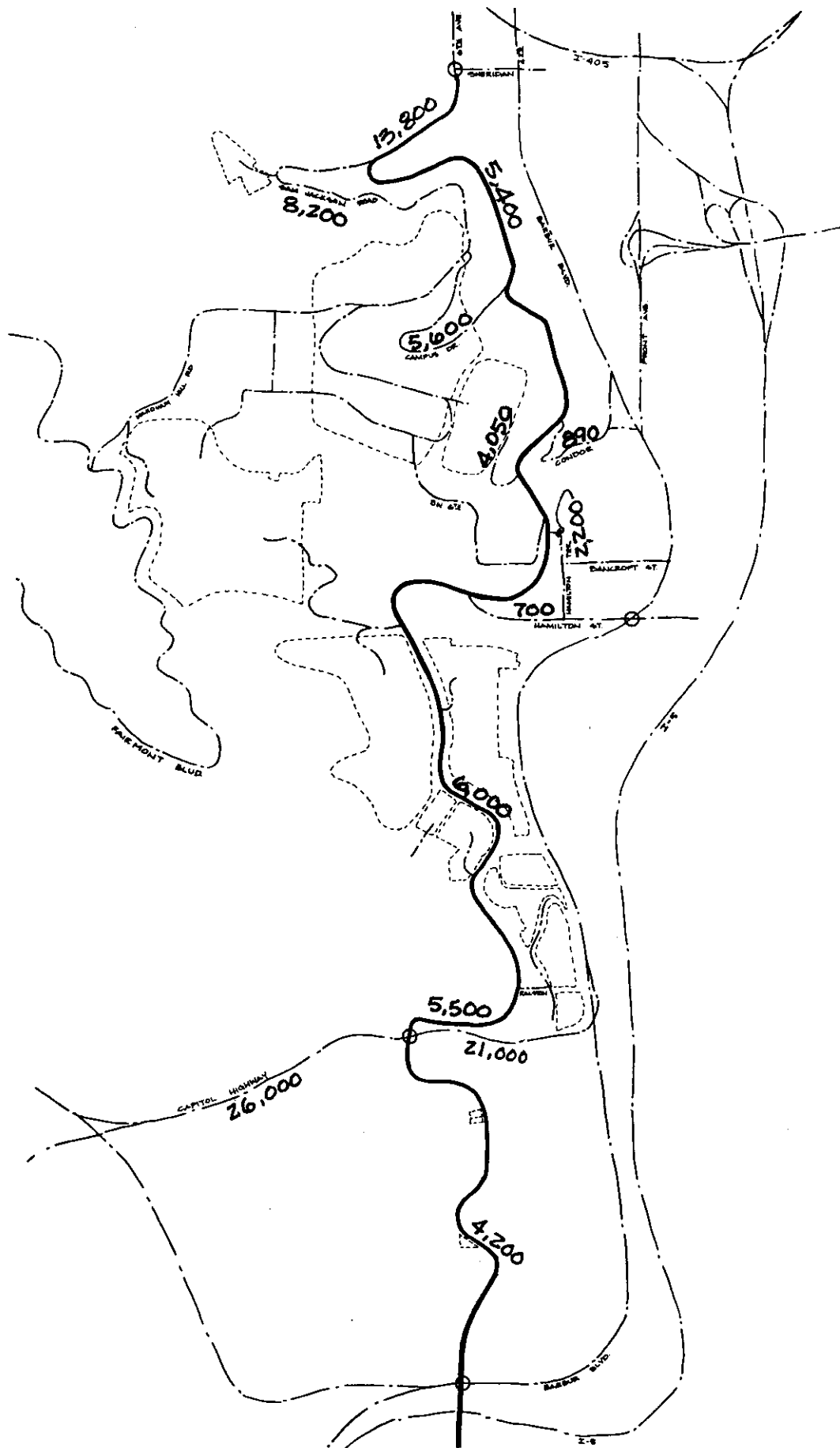


Figure B-1 Current (1977-1982)  
Average Daily Traffic



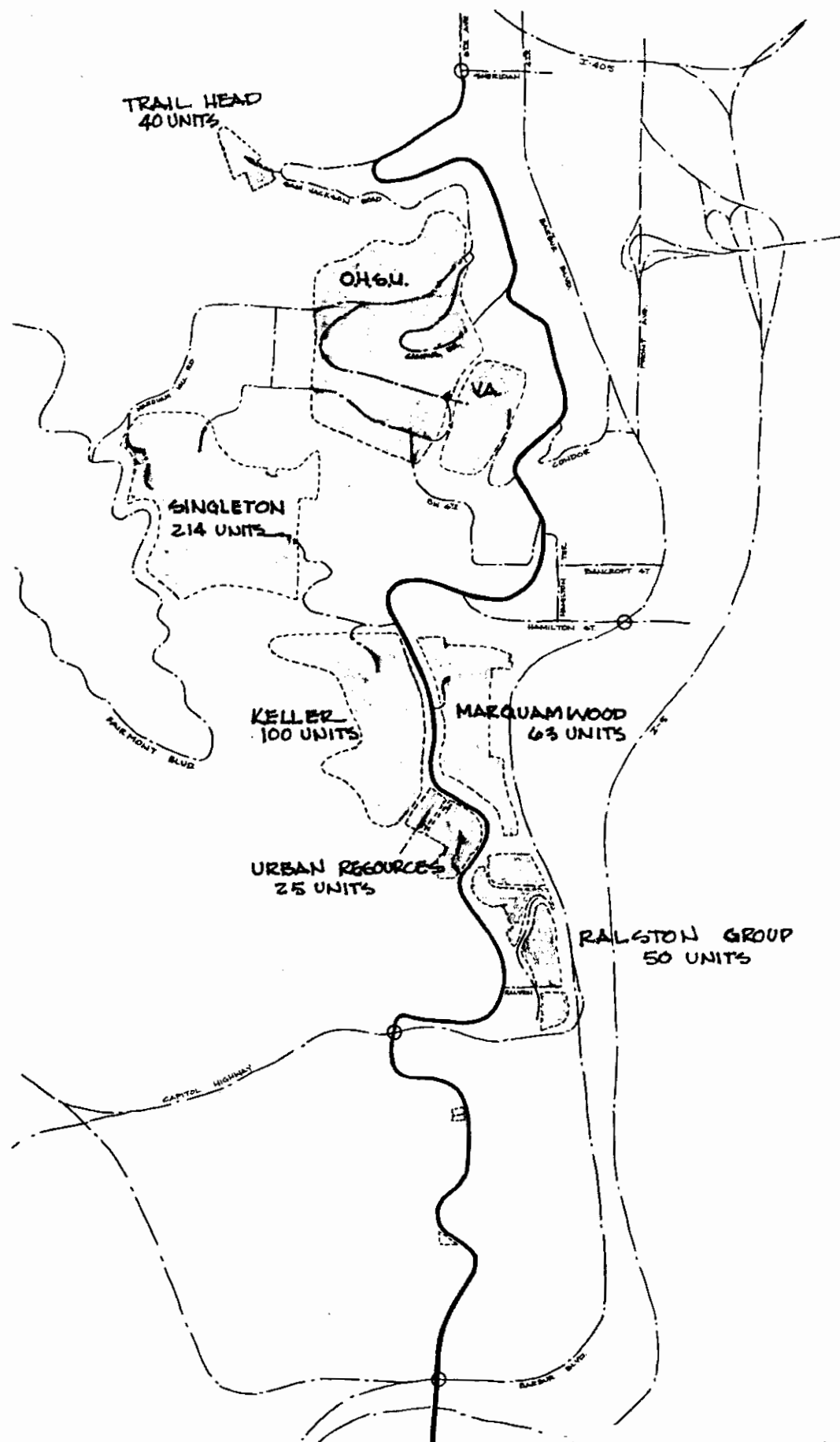


Figure B-3 Developable Parcels



The major constraint to traffic capacity on Terwilliger is its intersection with S.W. Sheridan Street. Traffic during the P.M. peak often backs up through the intersection with Sam Jackson Road. If the right-turn lane was lengthened south of Sheridan, it is estimated that existing traffic could be accommodated, and traffic volumes on this segment of Terwilliger could reach 15,000 vehicles per day. The intersection area between I-405 and Sheridan Street also limits the amount of traffic which can either reach or leave Terwilliger. Traffic in the P.M. peak also backs up on Terwilliger north of the intersection with Capitol Highway.

Figure B-2, Page B 4, indicates the growth of traffic during the past four to five years. The data indicates a steady increase in traffic accessing uses on Marquam Hill. As traffic volumes reached the capacity of the Terwilliger/Sheridan intersections, drivers have shifted their routes to S.W. Condor, and Hamilton Streets and Hamilton Terrace which connect Barbur Boulevard to Terwilliger and pass through the Homestead neighborhood. South of Capitol Highway, a 40% increase in traffic has occurred over four years.

Fluctuations in traffic volumes of 10% to 12% can usually be attributed to error or seasonal variations and only changes of more than 20% over a relatively short period of time are considered noticeable or significant. In the case of Terwilliger, however, increases in traffic are of concern for two major reasons. First, because the key intersections along Terwilliger, at Sheridan and at Capitol Highway, are reaching or have exceeded their traffic capacity. Second, many people feel that traffic volumes along Terwilliger now detract from the aesthetic and recreational value of the Boulevard.

In order to assess the impact of additional traffic on Terwilliger, vacant developable lands were inventoried and the expansion plans of the V.A. Hospital and Oregon Health Sciences University were reviewed. Eleven large parcels of vacant land would contribute traffic directly to Terwilliger if developed (see Figure B-3). These parcels include about 132 acres and could accommodate between 500 to 600 housing units. It was assumed that most of the units would be condominium units generating about six (6) trips per unit per day. In the analysis it was assumed that not all trips would access the developments via Terwilliger. It was also assumed that those parcels which had active plans for development (three of eleven) would be developed by 1990, and the rest would be developed by the year 2000.

The Oregon Health Sciences University Master Plan projects a 10% growth in trips generated by their complex by the year 1990 (13,000 to 14,300); another 10% increase was assumed by the year 2000.

The V.A. Hospital plans to expand their out-patient visits by 40% and their parking facilities from 570 on-site spaces to 930 spaces, an increase of 63%. Originally, it was projected that by 1990, the hospital would generate 6,000 trips, a 40% increase over its 1980 rate of 4,300 trips. Because of a drop in demand and a change in funding, it was assumed that this increased level would not be reached until the year 2000.

The following table summarizes the number of trips added to Terwilliger over 1980 levels by the three main land uses.

TRIPS ADDED TO TERWILLIGER  
ABOVE 1980 LEVELS

<u>SOURCE/YEAR</u>	<u>1990</u>	<u>2000</u>
Housing	1,440	2,620
O.H.S.U.	1,205	2,530
V.A. Hospital	<u>790</u>	<u>1,580</u>
TOTAL	3,435	6,730

In addition, to allow for increased through-traffic and for trips generated by miscellaneous residential development, a 5% increase of 1980 volumes was assumed for 1990 and the year 2000.

Projected trips for the V.A. Hospital and the Oregon Health Sciences University were distributed by the same method used by the City Traffic Engineer in 1977. This method does not account for through trips, recreation trips or trips generated by residential uses within the study area. It was used because data describing origin, destination and route of trips using Terwilliger was not available.

Figures B-4 Page B 8 and B-5 Page B 9, illustrate the projected increase of traffic in 1990 and 2000. The analysis indicates that the intersection of Terwilliger and Sheridan will be about 4,000 vehicles per day above its estimated improved capacity of 15,000 vehicles per day and that the intersection with Capitol Highway will be more severely congested. Given these factors, it is likely that drivers will seek the same by-pass routes - S.W. Condor, Hamilton and Hamilton Terrace. Hamilton Street shows a 130% increase of 1,600 vehicles per day because it is the alternate route most available to the land proposed for housing development. This shift in traffic will put more pressure on the intersection of Barbur Boulevard and Hamilton Street (an intersection critical to the Arterial System in the South Portland area); degrade the residential area between Terwilliger and Barbur, and adjacent to S.W. 6th Drive; and create greater problems with awkward intersections at Terwilliger and Condor, Hamilton, Hamilton Terrace and S.W. 6th Drive.

This shift in traffic suggests consideration of a new arterial link between Barbur Boulevard and Terwilliger Boulevard. This would serve the V.A. Hospital, OSHU, the Singleton property, the Keller property and Marquamwood development. The improvement should be considered in conjunction with the closures of Condor, Hamilton and Hamilton Terrace, and compared with the possible right-turn lane south of Sheridan. These physical improvements should be evaluated in light of strategies to reduce demand.

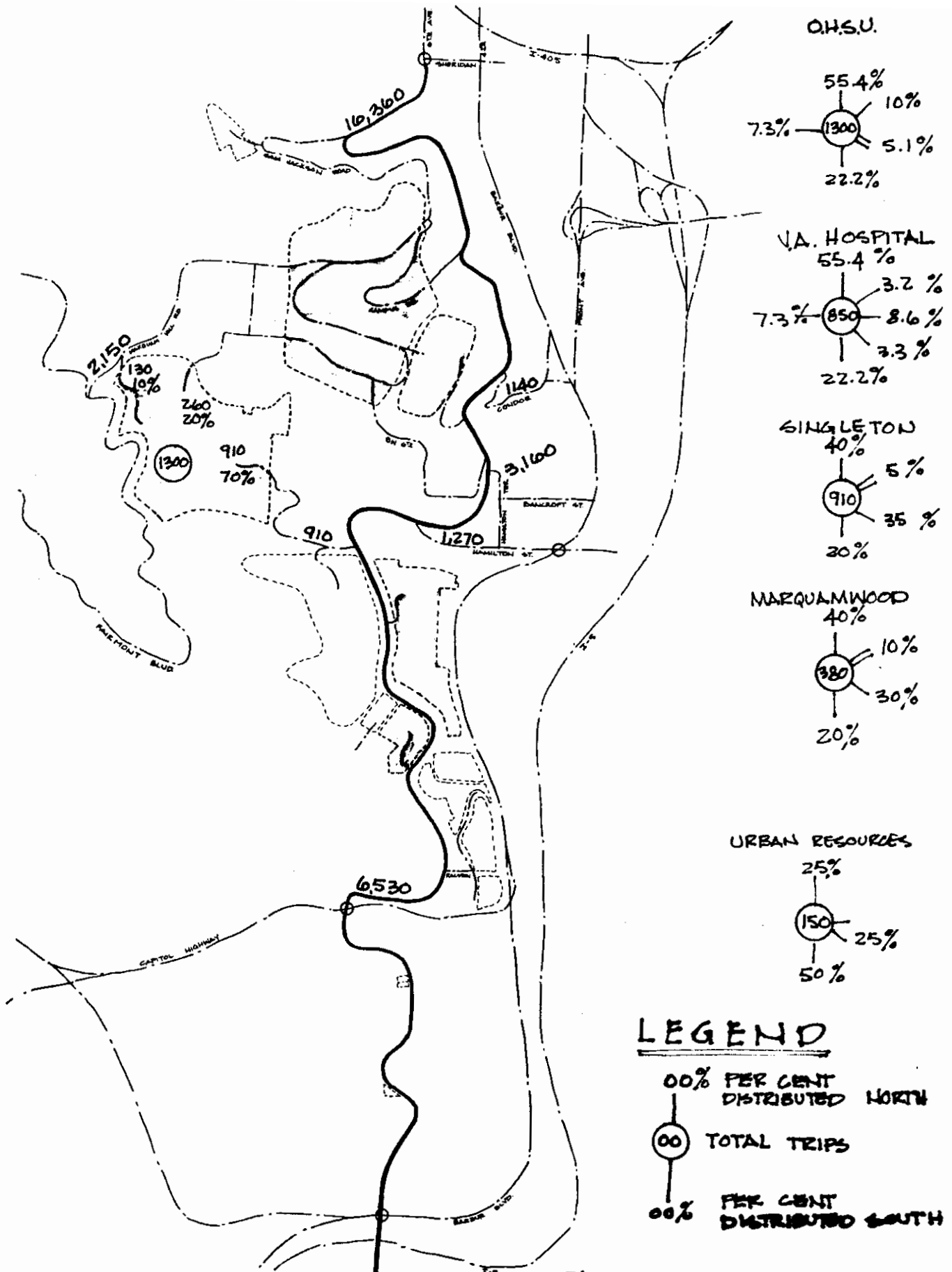
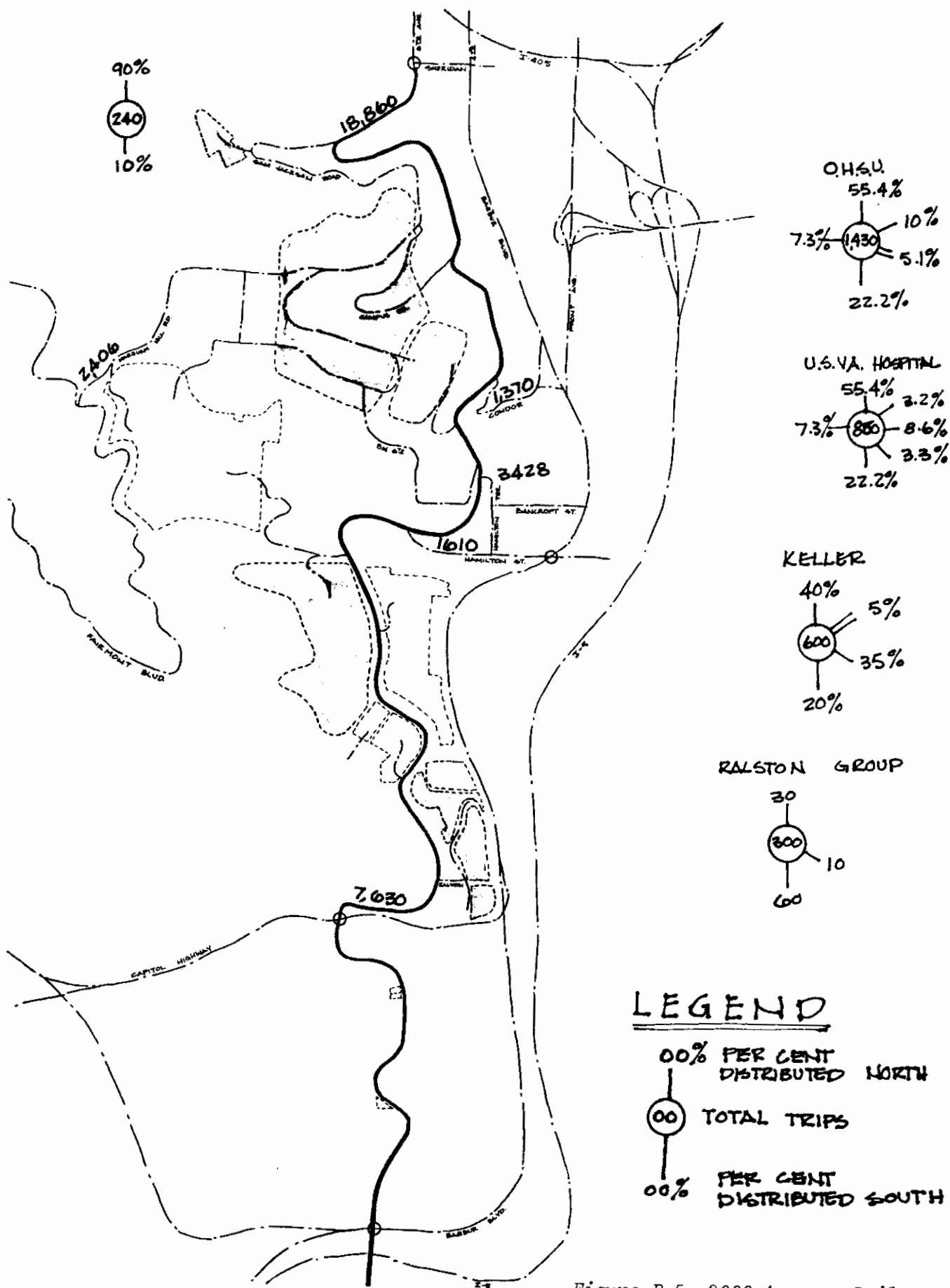


Figure B-4 1990 Average Daily Traffic



## LEGEND

- 00% PER CENT DISTRIBUTED NORTH
- 00 TOTAL TRIPS
- 00% PER CENT DISTRIBUTED SOUTH

Figure B-5 2000 Average Daily Traffic

## APPENDIX C

### DEEDS OF GIFT

The City of Portland received much of the right-of-way for Terwilliger Boulevard in the form of three large gifts of land. In 1910, the Fulton Park Land Company gave 3.7 acres (Deed #385). In 1911, the heirs of James Terwilliger gave 19.24 acres (Deed #386). In 1912, the Oregon Railway and Navigation Company gave 41.2 acres (Deed #391). The three deeds of gift, shown in Map C-1, contain provisions which continue to restrict the ways in which the City can improve and use the property. The deeds state that the property is conveyed to the City "as and for a public boulevard and parkway for the benefit and use of the public." The key conditions follow:

1. The two hundred (200) foot strip of land above described shall be forever used as a Boulevard and Parkway by the City of Portland, and upon any abandonment or non-use of said strip of land, or any part thereof, for said purpose, the said strip of land or part so abandoned shall immediately revert to the grantor, its successors or assigns, and the failure to up-keep the same, or the closing thereof for an unreasonable length of time for any other than necessary purposes, shall be deemed abandonment and or non-use, and said abandonment and or non-use may be proved by any competent evidence.
2. That the grantor, its successors and assigns, as the owner of any adjacent land, shall have the right to use said Boulevard and Parkway as a highway for domestic purposes, for the transfer of building materials and graders outfits, and for grading and improvement purposes. That said grantor, its successors and assigns, shall have access to and the right to cross the same where necessary to reach its abutting lands on either side, by roadways on easy grades, which grades are to be established by the City of Portland, within the marginal lines of said Boulevard and Parkway, and such roadways crossing said Boulevard and Parkway, shall be constructed and maintained by the City of Portland, or its Park Board, within the marginal lines of said Boulevard and Parkway without expense to the grantor herein.
3. It is understood that the foregoing grant is conditioned upon the fact that the land conveyed is to form an integral part of the contemplated Park and Boulevard System of the City of Portland, as surveyed and located, beginning at the South end of the Park Block in the City of Portland and extending to a point in the Slavin Road, beside Fulton Park in said City.

The Fulton Park Land Company also promised not to build on land within 25 feet of the uphill property line of the slope.



# TERWILLIGER PARKWAY CORRIDOR STUDY

LAND DONATIONS

BUREAU OF PLANNING · CITY OF PORTLAND



ERNEST R. MUNCH  
JOHN WARNER ASSOCIATES  
NANCY FOX

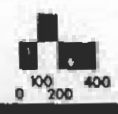


FIGURE C-1