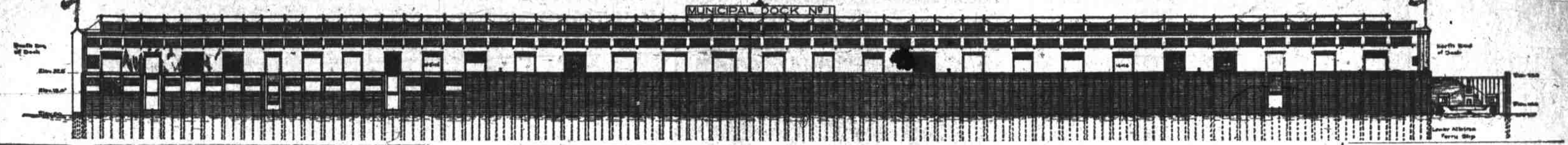


# PUBLIC DOCK COMMISSION REPORTS PROGRESS DURING YEAR



## FIRST UNIT OF WEST SIDE DOCK UNDER WAY; COMPREHENSIVE PLAN OF ACTION ADOPTED

Public Dock Commission Outlines Scheme of Water Terminal Development Which Involves the Removal of Swan Island.

WHAT has the public dock commission done during 1913? It has sold half of the \$2,500,000 in bonds voted by the people November 8, 1910, and has secured authority for the sale of \$2,000,000 more.

It has taken first steps in realizing the ideal of a publicly controlled waterfront by securing the west side dock site, near the foot of Seventeenth street, at a cost of \$85,000 and beginning there the first 663 foot unit of the public dock at a contract price of \$210,000. The dock is to be completed, under contract, by February 12, 1914.

It expects to buy the property, let the contract, and begin the construction of east side dock No. 2 early in 1914.

The Stark street motorboat landing and recreation pier, costing \$21,000, should already be complete.

The Jefferson street levee has been restored to public ownership by act of the legislature, the railroad company is paying rental for the use of part of it, and plans have been made for improvement of the waterfront side of it.

These are first units in a plan of water terminal development. In October the commission announced its complete plan. It involves the removing of Swan island and creating of a harbor basin there, the filling of Mock Bottom and Bridgeport. The cost would be \$14,475,000. The earth removed would total 30,000,000 cubic yards. Berthing room would be furnished 38 slips, each 500 feet long. In connection with slips and berthing there would be 2500 feet of tracks. It is estimated that to acquire the properties would require \$4,500,000 and this amount in bonds may be asked by the commission during 1914.

At the request of The Journal, Frederick W. Mulkey, chairman of the commission, has outlined in detail the dock commission's accomplishments during 1913. The members of the commission are: Mr. Mulkey, chairman; C. E. Moores, Ben Selling, Dan Kellaher, John H. Burgard. The engineer and secretary is G. B. Hegardt.

Mr. Mulkey's statement follows:

In January, 1912, a session of the legislature of the state of Oregon was convened. At that session the dock commission, through its chairman, caused senate bill No. 26 to be introduced. This bill provided that the submerged lands of the Willamette river, the harbor front of the city of Portland between the harbor line and ordinary high water mark, be conveyed to the city of Portland in trust, for the purpose of constructing municipal docks. After a hard fight this bill was defeated in the senate. Had this bill passed, the city of Portland would have been enabled to have constructed its municipal dock system without having to purchase from private owners submerged lands which have never been put to a beneficial use by them. The passage of this bill by the legislature cost the city of Portland an enormous saving to the city of Portland in the development of its municipal dock system.

After the defeat of this bill the commission undertook to establish the right of the city of Portland to build municipal docks on the Willamette river, the state without compensation to the upland owners. This was tested in a case where the upland owner had never put the submerged lands to a beneficial use. This litigation went to the supreme court of the state and was decided against the city. In this litigation the city undertook to show that certain property located at the foot of Seventeenth street and east of North Front street had originally been submerged land; that the line of ordinary high water mark was situated in Front street and not to the east of Front street, and that, therefore, the submerged lands there was no upland to which the statutory wharfing right granted to private owners could attach.

**Condemnation Proceedings Begun.**

While this litigation was pending in the circuit court and supreme courts, in order to facilitate the dock work a condemnation suit against the above mentioned property was instituted. The judgment of the condemnation suit to be contingent upon the outcome of the suit in which the city advanced its claim to construct docks upon unused submerged lands without payment to the upland owner. Both of the above mentioned suits involved the property owned by the Pacific Milling & Elevator company. The verdict of the jury in the condemnation suit was for the sum of \$310,250. The property thus acquired represented a unit in the construction of what is known as dock No. 1. The verdict of the jury in the condemnation suit was entered as a judgment early in May, 1913. While this condemnation suit was pending, other condemnation suits were started against property representing the other units of site No. 1. After the verdict of the jury in the Pacific Milling & Elevator case, the other units for site No. 1 were purchased practically upon the basis established by the verdict of the jury in the Pacific Milling & Elevator case. The other two units of site No. 1 are represented by the land holdings of the Star Sand company and the Martin dock property. The commission paid \$300,000 for the Star Sand company property and \$285,000 for the Martin dock property. The Northern Pacific Railway company also had a small holding at site No. 1. This was purchased for the sum of \$85,000 and there was still to be purchased at site No. 1 a small holding of the Northern Pacific Terminal company which could be bought for the sum of \$35,000, its extent being practically the same as the holdings of the Northern Pacific Railway company. These holdings furnish all the ground necessary for site No. 1. At the present time the commission is improving 663 feet of site No. 1, the remaining portion of site No. 1 not available owing to a lease on the Martin dock property. This lease will expire on February 14, and at that time the commission will take over the remaining portion of site No. 1 for immediate development.

With reference to site No. 1, the commission negotiated for the leasehold interest of the Northwest Steel company. The company put in a claim of damages, something like \$77,000. The commission caused the items of damage of this company to be appraised by competent and disinterested appraisers and after long negotiations this leasehold interest was acquired for the sum of \$85,000. Under the terms of the agreement with this company the commission obtained the right to construct a dock across the face of the property leased to this company, and the company has agreed to surrender the inside portion by February 1, 1914.

In August, 1913, the commission let the contract for the 663 feet of dock at site No. 1, above referred to, to the Lewis A. Hicks company, that company being the lowest bidder, for the sum of \$210,000. This work is to be completed under the terms of the contract by February 12, 1914.

During the year 1913 the commission started the construction of a motorboat landing at the foot of Stark street. The contract for this construction was awarded to the Lewis A. Hicks company, it being the lowest bidder, and the contract price being the sum of \$21,000, the work to be finished in December, 1913. It is of fireproof construction and is provided with a convenient landing place for motorboats and has two inclosed rooms, each 24 feet by 26 feet to serve as waiting and recreation rooms.

**Sale of Bonds.**

On March 25, the commission passed an ordinance for the issuance of \$1,250,000 30-year, 4 1/2 per cent bonds. Bids were opened on May 6. The highest bid received was \$5.64, submitted by Henry Teal for undisclosed principals. All bids were rejected and new bids asked for, to be opened on June 5. On May 13 the commission voted to reconsider the rejection of the bid of Henry Teal, and accepted his bid for the entire issue.

By September 4, 1913, the money derived from the above sale of bonds was deposited to meet the purchase of property and cover items contracted for by the commission. It therefore became necessary to have an additional bond issue, and on that date the commission passed an ordinance providing for the sale of \$1,000,000 five per cent, thirty year bonds, the denomination of \$100 and \$500 each. This bond issue was submitted to Messrs. Storey, Thornhike, Palmer and Dodge for an opinion as to the legality of the issue. They advised the commission that in view of the changes introduced into the charter of the city, by the amendment of May 2, 1913, a serious doubt existed as to whether the city could issue any future docks bonds. It became necessary therefore for the city to institute a suit to obtain a construction of the charter provisions. This delayed the work of the commission for two months.

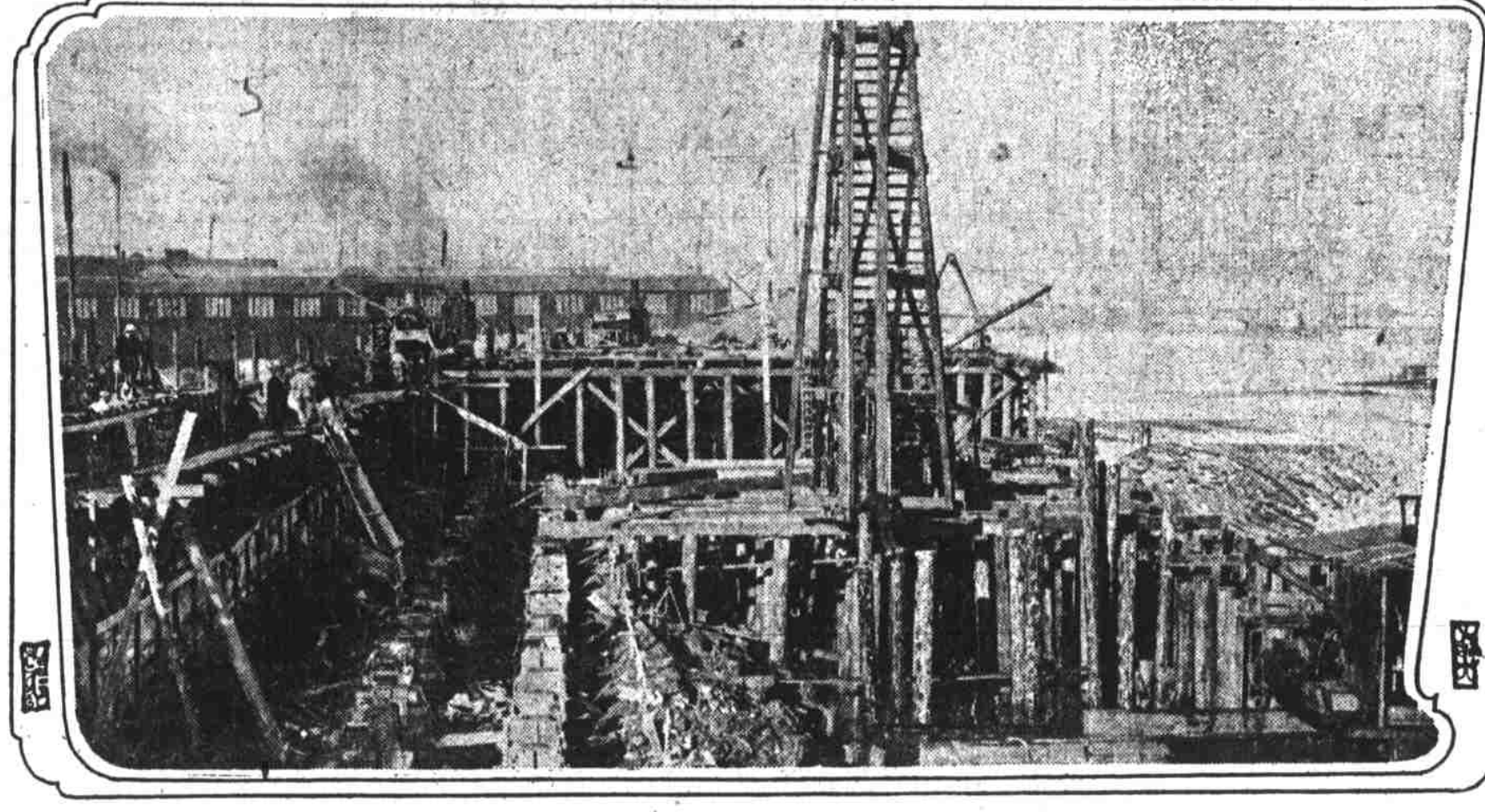
The supreme court of the state finally held that the remaining dock bonds could be issued, but must be issued by the council and not the dock commission.

Subsequent to this opinion of the supreme court, the dock commission asked the council to issue \$900,000 dock bonds, drawing 4 1/2 per cent interest, payable in 30 years, of the denomination of \$1000 each. Bids for these bonds were opened on December 1, 1913.

When the commission passed its ordinance of September 4 providing for the sale of \$1,000,000 dock bonds, it placed \$500 each, with the hope that the bonds might be taken by popular subscription by citizens of Portland and, while the commission was required to recall this issue, it found that under charter provisions a popular sale of bonds was not practical.

The commission hopes to have available by January 1, 1914, the proceeds of the bond sale negotiated on December 1, 1913. When this money becomes available, the commission expects to purchase a site on the east side of the river between East Washington street and East Oak for the construction of dock No. 2. The commission has already contracted for the purchase of this property contingent upon the sale of bonds. The original price asked for this property was \$400,000 and this was the figure placed at the value of the property by the board of consultation originally employed by the commission for the development of a comprehensive dock plan. The commission finally acquired a contract on this property for \$250,000. If this \$250,000 bond issue becomes available by January 1, 1914, the commission hopes to let a contract for the construction of dock No. 2 early in January, 1914, and also for the remaining portion of dock No. 1, the leases of which will expire and the site become available by February 14, 1914.

When these contracts are let, the commission will have under construction 1075 feet of dock at site No. 1, 525 feet of dock at site No. 2, and will have completed its motorboat landing at the foot of Stark street. This construction was as outlined originally by the board of consultation and will absorb all of their project for the \$2,500,000 available to the commission, except the construction of a warehouse at site No. 1 and a warehouse at site No. 2; also a berth for fireboat and a coaling pier. The fireboat berth and coaling pier have been abandoned by the commission for the following reasons: Because most of the funds will not be available for the same, and also because the port of Portland now has jurisdiction to construct and operate coaling piers; the commission was compelled to pay more for site No. 1 than was anticipated by the board of consultation; again, it is thought that it will be better to locate coaling piers at the mouth of the river instead of at Portland. The commission entered into negotiations for the acquisition of a site for a fireboat berth, but subsequently a majority of the commission was of the opinion that it was not advisable for



Top—Architect's drawing of Municipal Dock, No. 1, the first unit of which is now under construction. Bottom—Construction work on first unit of public dock, No. 1, 663 feet long, being built on the West Side at the foot of Seventeenth street, at a cost of \$210,000.

## PUBLIC DOCK IS NOW UNDER CONSTRUCTION

First Unit of West Side Pier Feature of Year's Water-front Development.

Portland is now engaged in building its first public dock, at the foot of Seventeenth street on the west side. Completed, the structure will be 1075 feet long. Present plans however call for the construction of 663 feet of dock. The site of dock No. 1 is considered ideal. There is a frontage of 1075 feet on the Willamette river, and to the rear are the yards of the Harriman and Hill railroad systems. Only a few changes will be necessary to bring rail and water together, and transfer of products from car to vessel and vice versa will be easy and quickly accomplished.

With a depth of 30 feet at low water along the dock front at the present time, no trouble will be experienced in docking ocean going ships of all sizes. In this connection, the dock is arranged to care for both ocean and river craft.

At the southern end, it is a two level dock for a distance of 303 feet. The lower level built 18 feet above the low water mark, is especially designed for handling freight of river boats. The second level dock is 22 1/2 feet above low water, and extends the entire length of the structure. An incline having only a four per cent grade will be built so vehicles can travel with their loads from one dock level to the other. In addition a heavy freight elevator eight feet by 18 feet will be used to carry freight from the first to the second floor. Entrance to the dock building will be gained by three inclines on Front street and a trucking platform 12 feet wide will extend the entire length of the dock at both the front and rear of the shed. The shed will be 100 feet wide.

The dock and shed will be of heavy mill construction. The roof will consist of metal covered with asbestos, the interior will be lighted through heavy wired glass windows with steel sashes and the multitudinous doors will be made of steel. Each end of the dock will be protected by concrete fire walls, which will extend above the roof and inside an automatic crinkling equipment is to be installed as an added protection against any conflagration. Equipment for rapid loading and unloading of vessels will be the most modern. In the two level section the dock will be supplied with three double adjustable ramps operated by electric motors. These ramps will make possible trucking direct from vessel to dock at any stage of water.

In the dock's one level section there will be installed another adjustable power ramp for unloading ocean freighters and in addition a cargo mast for use in removing freights from the vessels' holds will be employed.

the commission of public docks to enter into such construction.

**Private Dock Construction Considered.**

During the year 1913, aside from the construction of municipal docks, the commission devoted considerable time to the preparation of an ordinance providing for private construction upon the waterfront. Up to the time the commission took up this subject, there was practically no regulation of the construction of private owned wharves. The ordinance as originally drawn provided for fireproof construction of public wharves held on this ordinance, and it was decided that fireproof construction would be burdensome. The commission, therefore, resorted to slow burning or heavy mill construction, and its ordinance as passed met with the approval of the board of fire underwriters and was considered by them as almost as satisfactory as the more expensive construction.

During the year 1913 the commission interested itself in laying the foundation for a future municipal belt line. Representatives of the commission appeared before the council on railroad franchises pending before that body for streets on the east side, on Fourth street and on Jefferson street. The Hill interests were applying for a franchise on east side streets so that they could build their system from the west side into the east side territory. The Southern Pacific railroad was asking for a new franchise on Fourth street and also on Jefferson street between their depot, situated at the public levee, and Fourth street. In each instance the commission succeeded in having incorporated into these franchises common user provisions for a future municipal belt line.

During the legislative session of 1913 the legislature passed legislation providing that the public levee at the foot of Jefferson street revert from the Southern Pacific railroad, which was holding the same as a trustee, to the state of Oregon, to be subsequently transferred by the state to the city. When this law became operative, several conferences were held between the dock commission and representatives of the state and the railroad company, and in the end the dock commission acquired and assumed jurisdiction over the waterfront portion of this property and a lease was negotiated to the railroad company upon fair compensation for the rental of the inside portion of the property for 25 years, with a reappraisal every 10 years.

For over a year the commission labored to get the tracks of the Northern Pacific Terminal company on North Front street, north of Thurman street, either removed or open to common user. The commission had no jurisdiction in the premises, but was anxious to get this street open to common user, for the reason that it furnished the best access between the heart of the city and dock No. 1. It was the contention of the commission that the Northern Pacific Terminal company had no franchise for these tracks. During 1913 a number of conferences have been held on this subject between the commission of public docks and members of the city commission.

During the year, at the request of the commission of public docks, an ordinance was passed by the city council whereby all overhead wires of all descriptions in Front street north of the steel railroad bridge must be carried on one set of poles and on the west side of the street. This change becomes effective on April 15, 1914.

**Comprehensive Future Plan Outlined.**

During October, 1913, the commission of public docks made public its future comprehensive plan. This plan provides for a development and installation of piers, slips, quays and warehouses on property known as "Bridgeport" and "Mock Bottom"; also the acquisition of Swan Island and the removal thereof, and the development of the "Bridgeport" and "Mock Bottom" properties. This comprehensive plan, it is estimated, will require an expenditure of \$14,475,000, and these two installations will furnish berthing space at one time for 35 vessels of 600 feet in length, and would have classification, assembling and storage railroad yards accommodating 780 cars. Industrial sections in the rear of the warehouses would contain about 180 acres for factory development. To acquire these properties at fair value, and construct piers and slips to accommodate 18 vessels, has been estimated to cost about \$4,500,000. The commission at one time had under consideration the submission of a measure to the people at the December, 1913, city election asking for between \$3,000,000 and \$4,000,000 as an initial appropriation for this work, but it was decided that sufficient time did not remain for

publicity for such a project, and the commission contemplates submitting such a measure during the year 1914 if a city election is held during that year.

This comprehensive plan, made public by the commission during the year 1913, also included the contemplated development of the waterfront of the public levee property at a cost estimated to be \$102,000, the plan being to make the installation at the public levee property one serving two purposes: First, for river craft; second, as a lumber dock to take care of the Willamette valley lumber shipments.

**Fresh Water for Vessels in Port.**

During the year 1913 the commission succeeded in having Bull Run water furnished to vessels desiring to take water at this port. It established a minimum rate of \$1.00, which entitles a vessel to receive up to 5000 gallons; in excess of 5000 gallons the rate is 20 cents for each 1000 gallons.

During the year the commission conducted a large number of public hearings. These public hearings were with reference to the location of a dock in the central east Portland district, hearings on the ordinance regulating construction of private docks, and hearings on a recreation pier on the east side dock, as well as the location of warehouse at the east side dock. Several

conferences were held with the city council concerning recreation features on dock No. 2, the attitude of the commission being that if the city would furnish the difference in the cost made necessary by the change in the type of construction from slow burning to fireproof, and bear all the expenses of the recreation features, the commission of public docks would consent to an installation of recreation features on the dock. The last correspondence on the subject was with the mayor and council, and it is now understood that the recreation feature of dock No. 2 is a matter for future negotiation, the prospects being that there will not be sufficient money in the park fund to meet the requirements of a recreation pier.

The dock commission's budget for fiscal year ending November 30, 1914, is the sum of \$114,795.92.

and jobbers. This is divided as follows: Oregon, 75,608 square miles; Idaho, 58,900 square miles, and Washington, 7260 square miles. Over 80 per cent of all the goods sold in this territory through coast jobbing houses are supplied by Portland dealers, according to figures compiled by the Portland Commercial club. There is in addition 103,513 square miles consisting of 15,999 square miles in Oregon, 37,090 square miles in Washington, 23,740 square miles in Idaho, 30,800 square miles in Montana, 700 square miles in Utah and 5184 square miles in Wyoming in which Portland business men compete for business. From 40 to 50 per cent of the goods supplied this vast area by jobbers are sold through Portland houses. These figures are indicative of Portland's prestige as a point for the distribution of merchandise.

### PORTLAND LOGICAL DISTRIBUTING POINT

City's Trade Area Comprises 240,281 Square Miles in Six States.

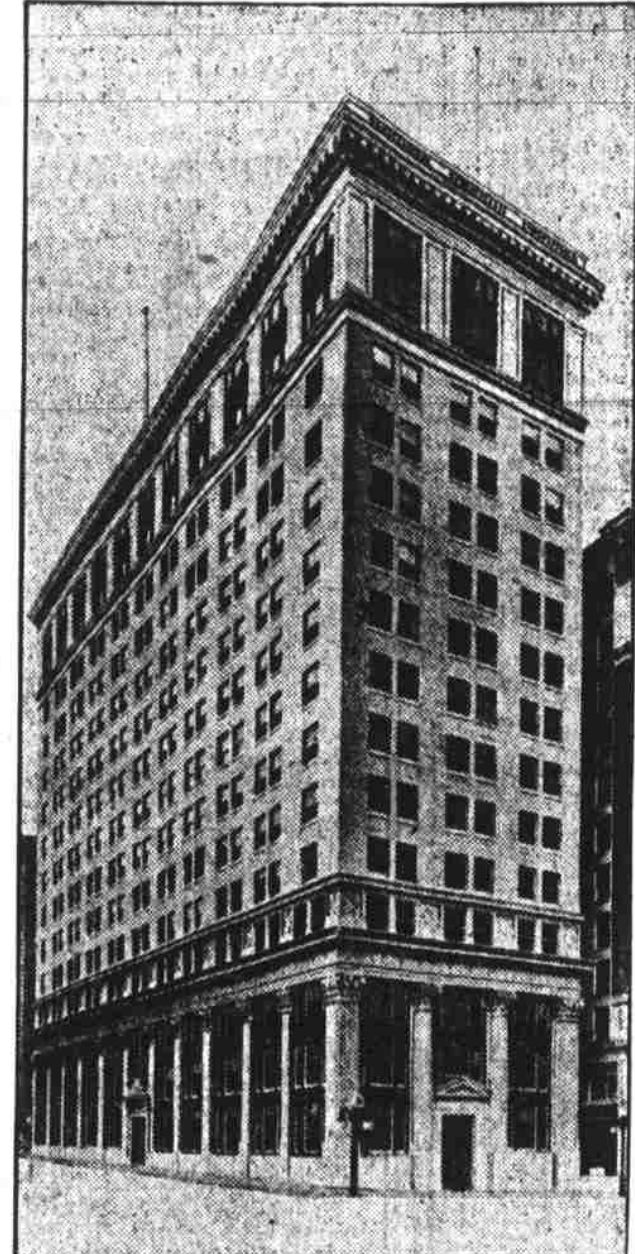
The territory included in Portland's trade area comprises 240,281 square miles. Of this, 136,768 square miles belongs exclusively to local wholesalers

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