

Interstate Bridge Replacement Program Historic Resources Baseline Survey Report, Multnomah County, Oregon



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Executive Summary

The Interstate Bridge Replacement Program (IBR) is a jointly funded program (the Program) of the Oregon Department of Transportation (ODOT) and the Washington State Department of Transportation (WSDOT). The Program was created to replace the current Interstate Bridge with a new, earthquake-resilient structure (Project) that will cross the Columbia River and connect the city of Portland, Multnomah County, Oregon, with the city of Vancouver, Clark County, Washington. Preliminary Project designs include the replacement of the Interstate Bridge, as well as alterations to the highway approaches, associated interchanges, and affected local roadways.

10 In support of this effort, Willamette Cultural Resources Associates, Ltd. (WillametteCRA) prepared the *Interstate Bridge Replacement Program Historic Resources Baseline Survey Report* (Baseline Survey) to document the results of a baseline architectural survey. This survey covered only resources relating to the historic built environment; archaeological resources are discussed in a separate document. This survey and resultant document—divided into separate
15 Oregon and Washington reports—are part of a multistep process to satisfy the requirements of Section 106 of the National Historic Preservation Act (NHPA), as amended, and its implementing regulations, 36 CFR 800, as well as Section 4(f) of the U.S. Department of Transportation (USDOT) Act, as amended, of 1966. Because the proposed Project will be funded, in part, by the Federal Highway Administration (FHWA) and Federal Transportation
20 Administration (FTA), the Project is a federal undertaking and is subject to compliance with Section 106 (36 CFR § 800.3).

As directed by Section 106, WillametteCRA identified historic-age resources within the Area of Potential Effects (APE) and evaluated their potential National Register of Historic Places (NRHP) eligibility according to the National Register Criteria (36 CFR § 800.4) (Figures 1 and
25 2). This effort was informed by existing documentation created in accordance with Section 106 under the auspices of the 2005-2014 Columbia River Crossing project (CRC), an earlier project also aimed at replacing the Interstate Bridge. Although documentation from this earlier effort was referenced to provide continuity between the undertakings of CRC and IBR, owing to their age (over ten years old), no portion of CRC’s documentation or evaluations were reused in the
30 Baseline Survey.

In all, the Baseline Survey identified 299 individual historic-age resources (49 in Oregon and 249 in Washington) for possible further study based upon a construction year of 1982 or earlier. This date was chosen in consultation with the Oregon State Historic Preservation Office (SHPO) and Washington State Department of Archaeology and Historic Preservation (DAHP) to account
35 for resources that would be historic age (fifty years or older) by the time of the anticipated completion of the new Interstate Bridge in 2032. Of these resources, fourteen in Oregon and thirty-five in Washington were found to be potentially eligible for inclusion in the NRHP. Based

upon the information provided throughout this document and its Washington equivalent, these recommendations have been preliminarily approved by agency reviewers with IBR, ODOT, WSDOT, FTA, and FHWA and will be further reviewed by Section 106 Consulting Parties, including the Oregon SHPO, the Washington State DAHP, and consulting tribes.

- 5 Once these reviews are completed and consultation on preliminary eligibility recommendations is complete, determinations of eligibility (DOEs) will be completed for resources that may be affected by Project construction (36 CFR § 800.5). Pursuant to the Section 106 process, potential adverse effects will be subsequently assessed and will be resolved through a programmatic agreement (PA) to avoid and/or minimize these effects (36 CFR § 800.6).

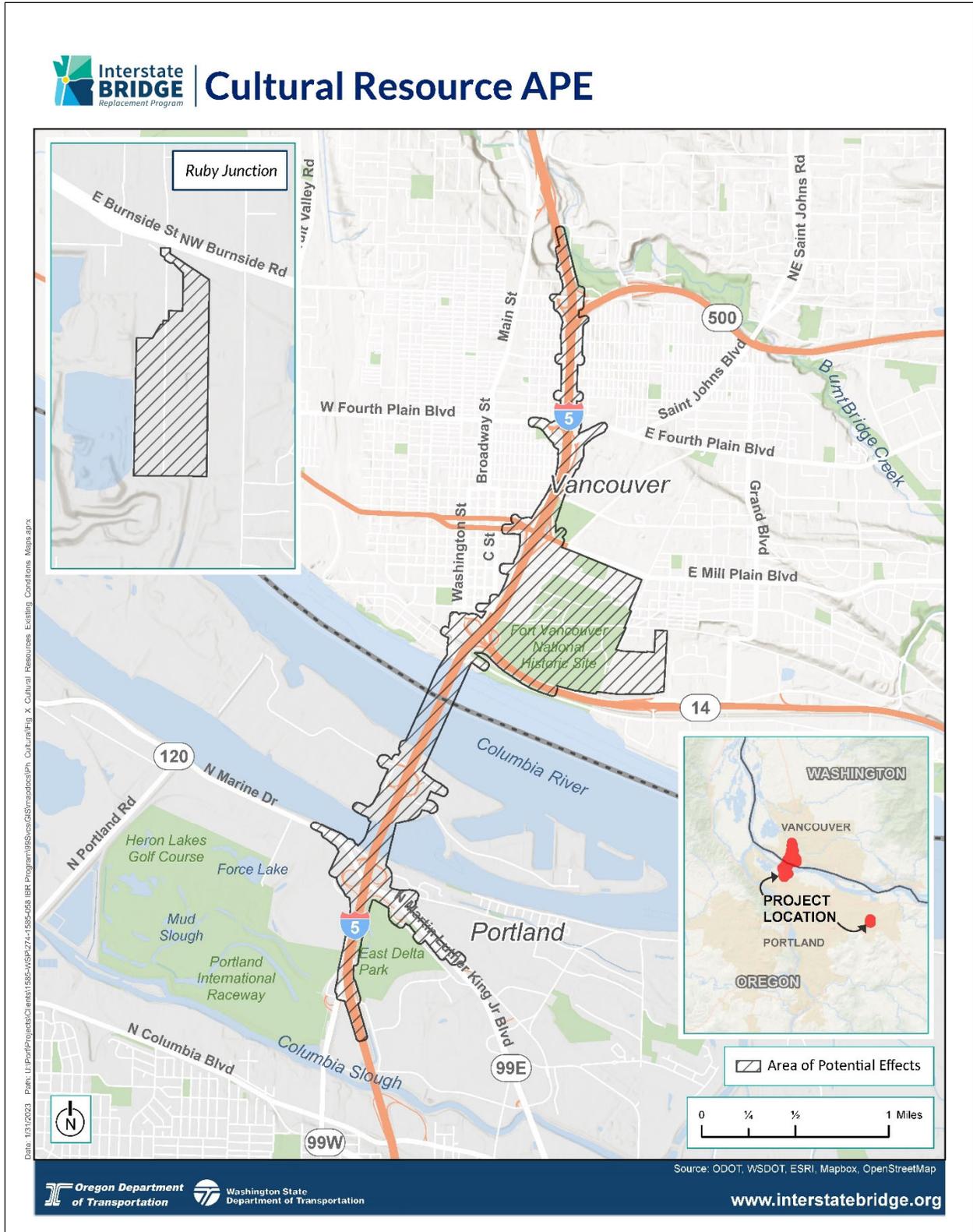


Figure 1. Map showing IBR APE.

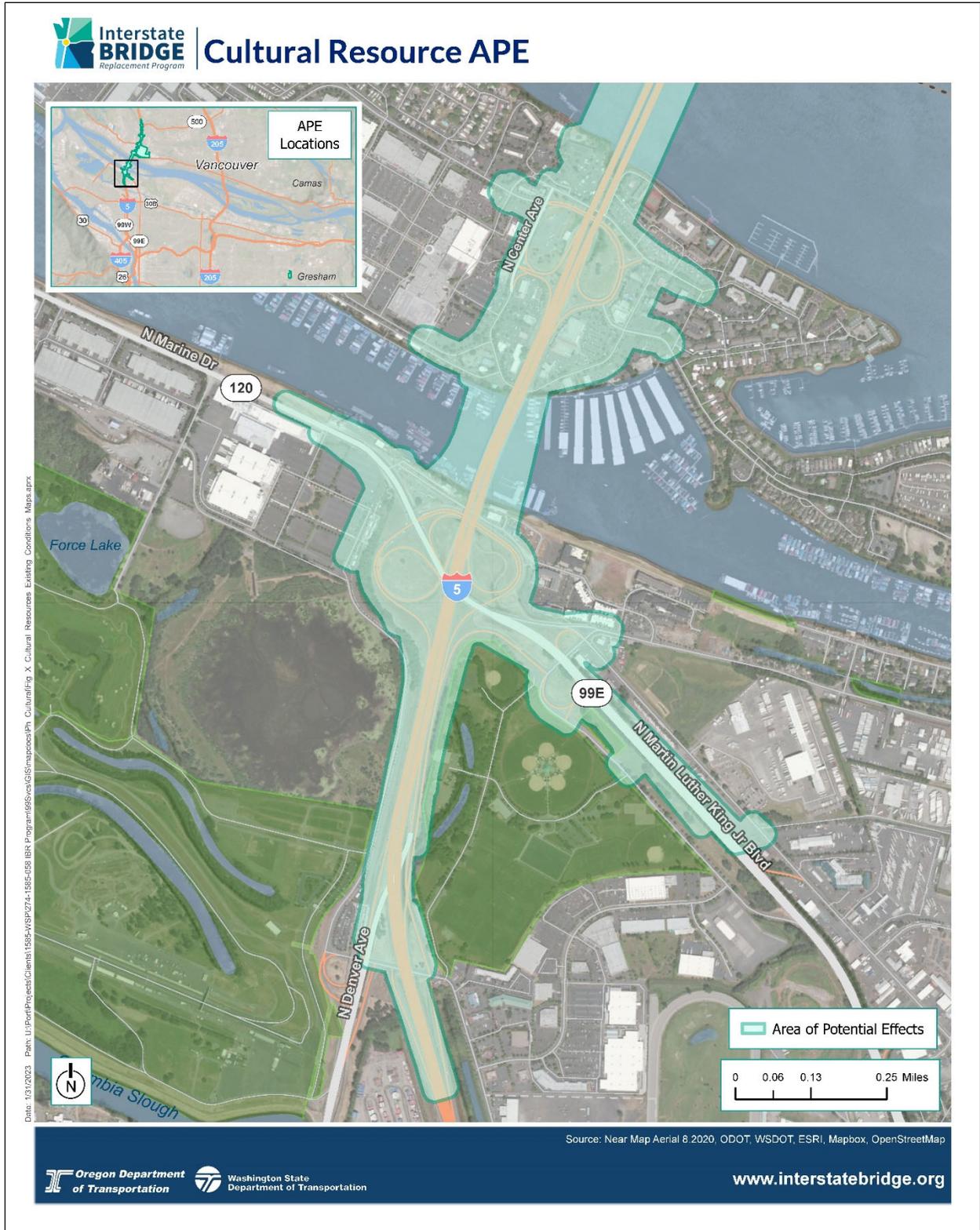


Figure 2. Aerial map showing Oregon portion of IBR APE.

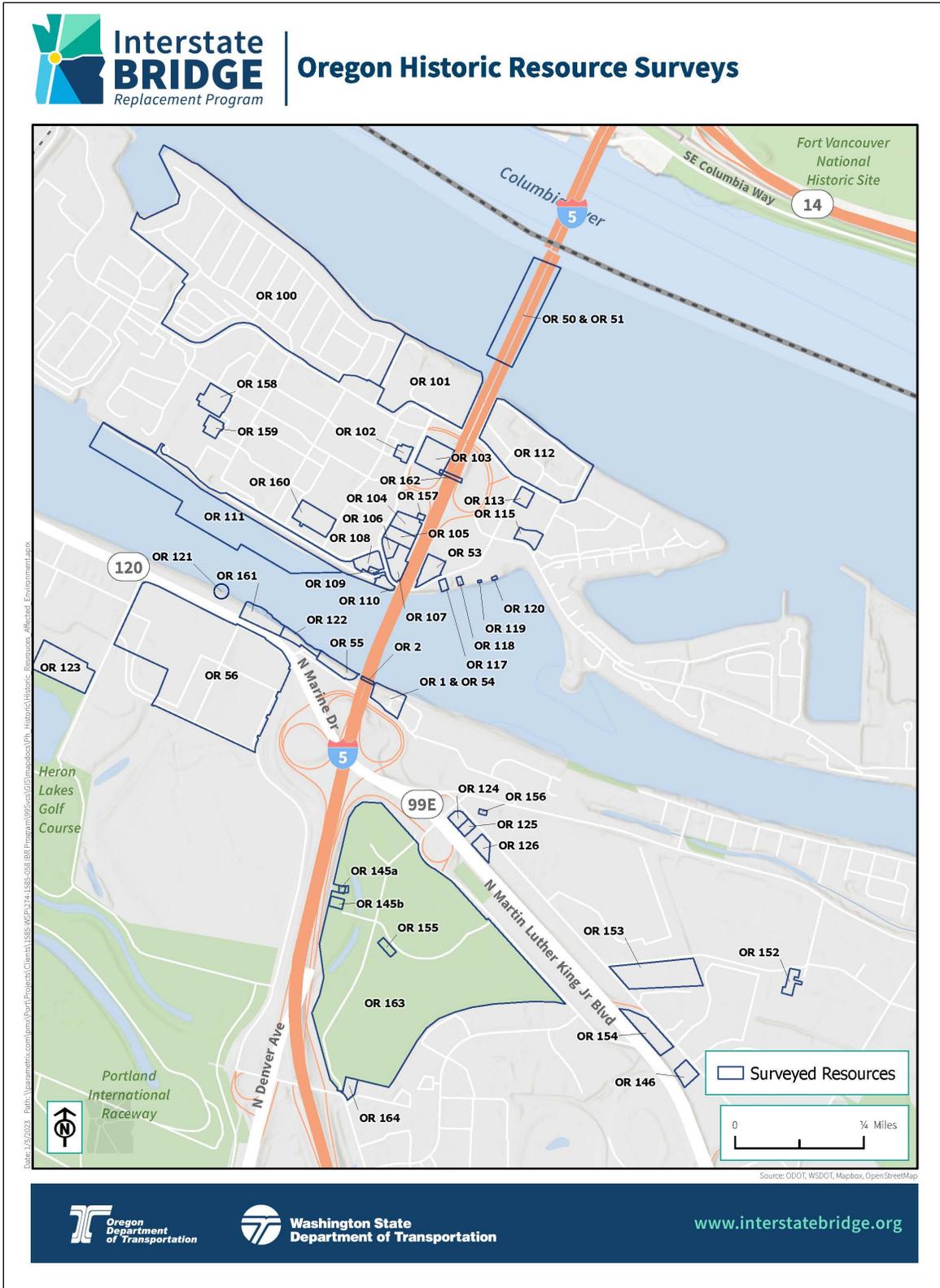


Figure 3. Map showing surveyed resources in Oregon portion of IBR APE. Note that the boundaries of eligible resources, as ultimately determined, may not correspond exactly with the preliminary boundaries shown here.

Introduction

Program Location

5 The IBR Program proposes to replace the Interstate Bridge, which connects the cities of
Portland, Multnomah County, Oregon, and Vancouver, Clark County, Washington. The bridge is
a vital component of Interstate 5 (I-5) and carries north- and southbound vehicular and
pedestrian traffic across the half mile width of the Columbia River. Current designs for the
Project include the replacement of the original bridge span, as well as alterations to the north
and south approaches to the bridge, alterations to affected highway interchanges, and
alterations to local roadways impacted by the Project's construction. The Project also includes a
10 high-capacity transit component which is expected to be either an extension of the TriMet
Metropolitan Area Express (MAX) light rail system or the creation of a bus rapid transit line. In
the event that the light rail system is chosen, the project will include alterations to the trackage
of the existing Ruby Junction rail maintenance facility in Gresham, Multnomah County, Oregon.

Program Purpose

15 The overarching purpose of the IBR Program is to make improvements along this critical section
of the I-5 corridor. Existing problems identified by the Project include:

- Growing travel demand and congestion;
- Impaired freight movement;
- Limited public transportation operation, connectivity, and reliability;
- 20 • Safety and vulnerability to incidents;
- Substandard bicycle and pedestrian facilities;
- Seismic vulnerability.¹

The Program aims to address these problems through a combination of study and design
ultimately improving connections and safety for users across the region.

25 Regulatory Framework

This document surveyed and assessed historic-age resources considered to be part of the
historic built environment. The following is a list of federal laws that guided or informed this
assessment:

¹ CRC, *Interstate 5 Columbia River Crossing Project, Record of Decision*, December 2011, http://data.wsdot.wa.gov/accountability/ssb5806/Repository/7_Project%20Delivery/CRC%20First%20Phase/CRC_ROD.pdf. Note that IBR's purpose and need remains in draft form but is expected to be unchanged from CRC except for alteration to the project's name. Until the IBR purpose and need are formally published, the existing language from CRC remains the most official source.

- National Environmental Policy Act (NEPA) of 1969, 42 USC §§ 4321 et seq.;
- Section 106 of the National Historic Preservation Act (NHPA) of 1966, 16 USC §§ 470 et seq., as amended;
- US Department of Transportation Act of 1966, 49 USC §§ 101 et seq., Section 4(f), as amended.

5

Methodology

Area of Potential Effects

Pursuant to Section 106, the Program’s current designs prepared as part of the Locally Preferred Alternative (LPA) have informed the development of the APE which is defined, in part, as “the geographic area or areas within which an undertaking may directly or indirectly cause alterations to the character or use of historic properties” (36 CFR § 800.16). The APE is defined by a 100-foot boundary around the existing LPA design and also includes the area within the tax lots occupied by the Ruby Junction MAX facility and the Fort Vancouver National Historic Reserve which includes the Fort Vancouver National Historic Site, as well as the full extent of Pearson Field Airport (see Figures 1 and 2).

10

15

The APE encompasses 845 acres of which 35 are accounted for by the Ruby Junction MAX facility. The APE occupies land within Sections 14, 15, 22, 23, 26, 27, 33, 34 and 35 of Township 2 North, Range 1 East; Sections 3 and 4 of Township 1 North, Range 1 East; as well as Section 5 of Township 1 South, Range 3 all East of the Willamette Meridian. Only historic-age resources within the APE were identified and evaluated as part of the undertaking.

20

The Baseline Survey

The Baseline Survey was compiled in accordance with a standard process and report formatting developed and employed by ODOT cultural resources staff and widely used in coordination with the Oregon SHPO. As the ODOT *Historic Resources Procedural Manual* explains:

25

The baseline report preparation is initiated with a review of previously documented historic properties within the Area of Potential Effect[s] (APE)... The literature review is followed by a field reconnaissance survey to identify previously documented and undocumented historic resources in the project APE.

30

Following the literature review and reconnaissance survey, a Baseline Report is prepared according to the approved ODOT format. This report typically includes a project description, a brief discussion on the results of the literature review and field survey, photographs and location maps for all historic resources identified during field survey, and a preliminary finding of National Register eligibility for each

resource. Information for each resource identified is presented in tabular form, with a single map showing the location for all resources...²

Given the broad range of significant historical and cultural events that have occurred within the APE, and to make future resource evaluations more efficient, the team focused early efforts on establishing a thorough understanding of the contextual history of the APE. As such, the length of the contextual analysis herein is more detailed than the local Oregon industry-standard for a Historic Built Environment Resources Baseline Report. Upcoming intensive-level survey and resulting Determination of Eligibility documents will rely upon the context within this Baseline Report to partially inform and support recommendations for NRHP eligibility.

10 **Windshield Survey**

As part of the literature review for the Baseline Survey, WillametteCRA was asked to perform an in-depth “gaps analysis” to assess both the status of remaining CRC documentation relating to historic resources, as well as the condition and extent of the resources previously evaluated by the program. This effort resulted in the *Interstate Bridge Replacement Program Windshield Survey Report* (Windshield Survey) (WillametteCRA Report Nos. 20-96-1 and 20-96-2) which was submitted to IBR on June 21, 2022.

The Windshield Survey provided IBR and WillametteCRA with an introductory look at the Program area’s historic resources and previous documentation efforts therein. For the purposes of continuity with larger Program practices, existing CRC survey numbers were reused within the Baseline Survey where possible. All other CRC data, however, was used strictly for informational purposes and all historic resources evaluated for the Baseline Survey were re-visited and re-evaluated as part of the current undertaking.

Resource Identification

The identification of historic resources took place within the majority of the APE pursuant to Section 106 (36 CFR § 800.4). Ruby Junction was excluded from this process as the Advisory Council on Historic Preservation (ACHP) issued a Program Comment on June 28, 2019 relieving federal agencies from Section 106 requirements for certain types of activities related to rail-related properties. The comment states that “[u]ndertakings to maintain, improve, or upgrade rail properties located in rail ROW [rights-of-way] that are limited to the activities specified in Appendix A are exempt from the requirements of Section 106 because their effects on historic rail properties are foreseeable and likely to be minimal or not adverse.”³ Because it entails “minor new construction and installation of railroad or rail transit infrastructure” that is

² ODOT, *Historic Resources Procedural Manual* (Salem, OR: ODOT, 2016), 4.

³ ACHP, “Notice of Amendment to the Program Comment to Exempt Consideration of Effects to Rail Properties Within Rail Rights-of-Way,” *Federal Register* 84, no. 125 (28 June, 2019): 31075-31082, <https://www.achp.gov/digital-library-section-106-landing/program-comment-exempt-consideration-effects-rail-properties>.

“compatible with the scale, size, and type of existing rail infrastructure,” the railyard is exempt from review for this portion of the APE and as such, no additional Section 106 documentation was prepared.⁴

5 Previously documented resources, as well as eligible and designated properties, were found using existing state databases including the SHPO’s Oregon Historic Sites Database (OHSD) and DAHP’s Washington Information System for Architectural and Archaeological Records Data (WISAARD). Federal sources were also consulted including the National Archives and Records Administration’s (NARA) searchable NRHP database and a geospatial NRHP database maintained by the National Park Service (NPS).

10 Undocumented resources were identified principally using tax assessor data which was compiled from county datasets to create lists of historic age resources. Although historic age resources are generally considered to be 50 years of age or older, for the purposes of this undertaking, resources were assessed that would be historic age at the time of Program’s anticipated completion date in 2032. Because of this, resources constructed in or before 1982
15 were identified as potential historic properties requiring subsequent evaluation. Where a property tax lot was partially within the APE, all historic age resources within the boundary of the tax lot were identified for evaluation. All tax assessor data was verified in the course of fieldwork and, in limited instances, corrected through additional background research.

20 The APE was analyzed for undocumented historic-age resources that may not have been captured by existing tax lot data, as well as resources that are not historic-age but may still possess exceptional historic significance (Criterion Consideration G). Where the APE included lands managed by the NPS (the Fort Vancouver National Historic Site), resource identification was mostly limited to the existing resources identified under CRC. All historic resources identified by this search were compiled into separate datasets for Oregon and Washington for
25 subsequent survey and evaluation.

Survey Fieldwork

Over the course of several field sessions conducted between June 2022 and December 2022, WillametteCRA Architectural Historians visited and documented all identified resources within the APE (Figure 3). Fieldwork was conducted according to DAHP and SHPO standards and,
30 where appropriate, guided by the NPS National Register Bulletin *Guidelines for Local Surveys: A Basis for Preservation Planning*.⁵ All resources were documented with high-resolution digital photographs and electronically inventoried for IBR records. All work in the field was directly

⁴ ACHP, “Notice of Amendment to the Program Comment,” 31076. See Section III, Part A, as well as Appendix A, Section II, Part C(17).

⁵ Anne Derry et al., *Guidelines for Local Surveys: A Basis for Preservation Planning*, rev. ed., National Register Bulletin (Washington, DC: NPS, 1985)

supervised by personnel meeting the Secretary of the Interior’s (SOI) professional qualifications standards for Architectural History and actively registered under ODOT’s Qualified Cultural Resources Consultants (Historic) program.

Evaluation Criteria

5 All identified resources were first evaluated at a “reconnaissance level” to determine their NRHP eligibility. The NRHP is an inventory of buildings, structures, objects, sites, and districts that are considered to possess importance to local, state, or national history. Under the auspices of the NHPA, the SOI may list properties that are “significant in American history, architecture, archaeology, engineering, and culture” and is directed to develop criteria and regulations to
10 establish a resource’s eligibility.

As dictated by the NHPA, the NRHP is administered by the NPS. To be eligible for listing, a resource must possess three elements: first, historic significance derived from a historic context organized by theme, place, or time; second, historic significance that meets one or more of the NRHP criteria; and finally, sufficient integrity to convey its significance.

15 While historic contexts generally fall into a set category provided by the NPS, each context is ultimately unique and requires targeted research to determine the part or parts of history that a resource expresses. Once determined, the resource and its associated context must be able to be categorized into one or more of the four NRHP criteria (36 CFR § 60.4):

- Criterion A: If they are associated with events that have made a significant contribution
20 to the broad patterns of our history.
- Criterion B: If they are associated with the lives of persons significant in our past.
- Criterion C: If they embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack
25 individual distinction.
- Criterion D: If they have yielded, or may be likely to yield, information important in prehistory or history.

For the purposes of this survey, research was undertaken to develop a robust historic context analysis to inform potential areas of NRHP significance. Next, the development of the APE
30 enabled field survey planning efforts to begin. Then, surveyors performed a windshield survey to identify potential historic resources within the APE based on construction date and past survey information. This information was compiled internally for planning purposes. Finally, using historic contextual development in conjunction with field reconnaissance survey of each potentially NRHP-eligible property, surveyors assessed potential applicable significance for
35 historic resources within the APE.

If it is concluded that a resource appears to possess the requisite significance to be listed in the NRHP, the resource’s historic integrity must be assessed to determine whether it can successfully communicate its significance. Integrity is assessed according to seven aspects: location, design, setting, materials, workmanship, feeling and association. Integrity evaluation methodology in Oregon, in consultation with the Oregon SHPO, does not always require original materials where original openings, general massing and character are maintained. As such, surveyors considered resources to be able to communicate their significance despite window or cladding material changes, as long as aspects of integrity that support their significance were intact.

10 **Resource Evaluation**

To appropriately evaluate the potential historic properties within the APE, WillametteCRA undertook a combination of background research and visual analysis. Background research was conducted on a variety of themes and geographic locations throughout the vicinity of the APE to provide appropriate historic context. Architectural Historians consulted a wide variety of archival sources including written, illustrated, and photographic documentation. Because of the expanded date of the historic period (1982 or earlier), particular emphasis was placed on the recent past including the architectural styles and historical trends of the late twentieth century. Because of this, some resources that would, on other projects, be out of period and recommended as not eligible, were here recommended as eligible because of their contextual significance and high integrity.

The research of individual resources included many of the wider background contextual documents but was supplemented with additional address-specific information. Where possible, researchers created lists of former resource inhabitants and investigated each known resident in search of potential “persons significant in our past.” Researchers also consulted historic tax photos, where available, as well as aerial imagery, Sanborn Fire Insurance Maps, and real estate listings to assess changes to resources over time. Finally, researchers conducted a visual analysis of each resource to reveal other losses of historic fabric or alterations since construction.

Ultimately, resources were evaluated first for their potential historic significance, and second for their ability to convey that significance with their integrity. Some resources were found to be not eligible because they lacked sufficient significance, while others may have significance but, through alterations and other changes, were unable to effectively communicate it. Where resources possessed significance and retained integrity, they were recommended to be eligible.

Conclusion

35 The Baseline Survey is one part of a multi-step effort to satisfy regulatory requirements relating to the historic properties potentially impacted by the proposed undertaking. It will be reviewed by

Section 106 Consulting Parties, in a public open house, as well as by DAHP and SHPO before it is finalized (36 CFR § 800.2). The Consulting Party and public review will provide a valuable opportunity for external insights on the resources that may not have been noted by the report authors.

5 Determinations of Eligibility

Upon finalization of the report, WillametteCRA will prepare intensive-level DOEs on previously undocumented historic resources that are potentially recommended as eligible for listing in the NRHP, as well as potentially recommended eligible properties whose existing determinations are over ten years old. These documents provide an in-depth look at and discussion of each individual resource and its eligibility. Intensive-level DOEs will also be completed for resources that were recommended as not eligible in the Baseline Report but may be removed in the course of the Program’s construction. Like the Baseline Survey, these documents will undergo a similar review process involving IBR staff, ODOT and WSDOT staff, FHWA and FTA, Consulting Parties, a public open house, and DAHP and SHPO. Once finalized, these documents will result in formal determinations of eligibility pursuant to the Section 106 process.

Findings of Effect

Upon finalization of the DOEs, WillametteCRA will prepare Findings of Effect (FOEs) for resources listed in the NRHP and those determined eligible. These documents will address the potential ways the undertaking may influence the historic integrity and, thus, eligibility of these resources for listing in the NRHP through the application of the criteria for adverse effects. These effects can be both direct and indirect and will result in recommended findings which may include “No Effect,” “No Adverse Effect,” or “Adverse Effect” (36 CFR § 800.5). Like the DOEs, the FOEs will undergo review involving IBR staff, ODOT and WSDOT staff, FHWA and FTA, Consulting Parties, a public open house, and DAHP and SHPO.

25 Summary of Recommendations

WillametteCRA identified and surveyed 299 HBE resources within the APE including 49 in Oregon. Of the Oregon HBE resources:

- One is already listed individually in the NRHP, and
- Three are recommended no change from existing determination of NRHP eligible, and
- One is recommended as eligible from existing determination of NRHP not eligible, and
- Fourteen are recommended as eligible for listing in the NRHP, and
- Twenty-nine are recommended as not eligible for listing in the NRHP, and
- One has been demolished since the start of the Baseline Survey in June 2022.

Oregon Cultural Resources in the IBR Survey Area.⁶

Table 1. Oregon Cultural Resources in the IBR Survey Area

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 1	1415 N Pier 99 St; Totem Pole Marina	2N1E34C-02000	1960 Specialty Store Commercial - Northwest Regional style. 2-story showroom built into embankment. Ground story clad in corrugated panels with sliding barn doors. Upper story defined by aluminum-frame window wall beneath Googie-style hyperbolic wood roof. Changes since construction have been minimal.	Recommend no change from existing determination of NRHP eligible (OR SHPO; 2008). Associated with local maritime development, work of master architect John Storrs, representative example of the Northwest Regional style, possesses high artistic value.	

⁶ For the purposes of continuity, IBR Map ID Numbers are derived from the CRC project’s survey ID numbers (“Historic ID Numbers”) which were first assigned in 2007 and 2008. However, only limited documentation from this original survey has been found leaving an incomplete understanding of its scope, methodology, and numbering. Available documents indicate that CRC Historic ID Numbers were assigned from 1 (OR 1) though, at most, 50 (OR 50) owing to the small quantity of then historic-age resources within the Oregon portion of the CRC APE. At present, only two of these original ID numbers have been successfully correlated with existing resources in the IBR project area (OR 1 and OR 2).

In addition to resources with successfully correlated Historic ID Numbers, available documentation also identified a set of resources surveyed by CRC but missing associated survey IDs. To distinguish this class of resources from those clearly identified by CRC, these were assigned IBR Map ID Numbers beginning from 50 (OR 50) onwards. All other resources either not found in CRC documentation or never identified by CRC have been assigned individual IBR Map ID Numbers beginning from 100 (OR 100) onwards. Continued refinements to the survey area, the loss of resources to demolition, and other Project changes, have removed some resources from the survey table and resulted in gaps between the sequential ordering of ID numbers.

To prevent confusion from renumbering, the resources in this table will maintain these Map ID numbers from the duration of the IBR HBE surveys.

Work in Progress – Not for Public Distribution

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 2	Columbia Slough Drainage Districts Historic District	Multiple	<p>1916–1960</p> <p>Waterworks</p> <p>No discernible form - No discernible style. Extensive system of levees, dikes, and ditches along Columbia Slough. Linear section of levee along south bank of North Portland Harbor located within current project area.</p>	<p>Recommend no change from existing determination of NRHP eligible (OR SHPO; 2011).</p> <p>Associated with development North Portland Industrial Area.</p>	
OR 50	Columbia River; Interstate Bridge (Vancouver-Portland Interstate Bridge) (northbound)	2N1E33	<p>1917</p> <p>Road-Related (Vehicular)</p> <p>Steel Through Truss (Parker and Pennsylvania [Petit]) with vertical lift span. Large-scale bridge and approaches including ten truss spans atop concrete piers, reinforced concrete approach bridge atop T-beams, and various associated features such as walkways, lift towers, a control room, maintenance room, etc. Bridge substantially altered between 1958 and 1960 when portions were raised and lengthened for increased height below. Additional small-scale updates over lifespan.</p>	<p>NRHP Listed (1982)</p>	

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OR 51	Columbia River; Interstate Bridge (Vancouver-Portland Interstate Bridge) (southbound)	2N1E33	<p>1956–1958</p> <p>Road-Related (Vehicular)</p> <p>Steel Through Truss (Parker and Pennsylvania [Petit]) with vertical lift span. Large-scale bridge and approaches including ten truss spans atop concrete piers, reinforced concrete approach bridge atop T-beams, and various associated features such as walkways, lift towers, control room, maintenance room, etc. Small-scale features of bridge have been updated since completion including new traffic control features, decking, and changes to control tower.</p>	<p>Recommend no change from existing determination of NRHP eligible (OR SHPO; 2008).</p> <p>Associated with the development of interstate highways in Oregon, unique example of Pennsylvania-Petit truss.</p>	
OR 53	11875 N Jantzen Dr; Waddles Drive-In	2N1E34C-01400	<p>1946</p> <p>Restaurant</p> <p>Commercial – Modern style. 1-story flat roofed building with irregular footprint. Includes covered outdoor walkway and projecting vertical element for signage. Clad in T1-11 plywood siding with aluminum-frame windows and full glass doors. Property repeatedly remodeled based upon initial design by Pietro Belluschi and Frank Green. Only footprint and general massing remain from original design, all other components have been updated.</p>	<p>Potentially recommended not eligible. Lacks sufficient integrity.</p>	

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OR 54	1425 N Pier 99 St	2N1E34C-02000	<p>ca. 1940s</p> <p>Unknown (Residence or Clubhouse?)</p> <p>No discernible form - Minimal Traditional style. 2-story side-gabled building constructed into levee with U-shaped upper courtyard including outdoor fireplace opening onto river. Constructed from brick masonry with horizontal lapped wood on main body of second floor and board and batten gable peaks. Fenestration includes original multi-light double-hung wood sash windows and vinyl replacements. Lower garage doors partially infilled with T1-11 cladding and 6-panel pedestrian door. Changes include alteration of original fenestration.</p>	<p>Potentially recommended NRHP eligible: Criteria A and C. Associated with local maritime development, representative example of Minimal Traditional style.</p>	
OR 55	1610 N Pier 99 St	2N1E33DD-00100	<p>1936</p> <p>Single dwelling</p> <p>Single Dwelling - Minimal Traditional style. 1.5-story side-gabled residence with dormer, double entries, and detached garage. Gable roof with shed dormer. Clad in grooved wood shingles with board and batten gable peaks. Fenestration consists largely of vinyl sash windows with some original 4-over-1 wood sash units. Changes include replacement of fenestration and sliding glass door installed on north elevation. Strong association with Westerlund boat building enterprise.</p>	<p>Potentially recommended NRHP eligible: Criteria A and C. Associated with local maritime development, representative example of the Minimal Traditional style.</p>	

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OR 56	2060 N Marine Dr; Pacific International Livestock Association Buildings / Portland Exposition Center	2N1E33-00200	<p>1925–1979</p> <p>Civic</p> <p>Commercial - No discernible style. Large-scale complex of connected exhibition halls surrounded by paved parking. North portion including halls A, B, and C are amongst oldest components (ca. 1920s) with subsequent expansions after 1980. Construction methods and materials are highly varied including brick masonry, corrugated metal cladding, aluminum-frame window walls, reinforced concrete framing, etc. Principal entry relocated from north end to east end of new wing. Despite substantial changes, historic components involved in Japanese American Incarceration at the start of U.S. involvement in WWII remain discernible and significant.</p>	<p>Potentially recommend change from existing determination of NRHP not eligible (OR SHPO; 2009) to NRHP eligible: Criterion A. Strongly associated with events of Japanese American Incarceration in Oregon.</p>	 <p>Note: owing to resource size, image is derived from current 3D program models.</p>
OR 100	1501 N Hayden Island Dr; Hayden Island Mobile Home Village / Hayden Island Manufactured Home Community	2N1E33A-00100	<p>1964.</p> <p>Multiple Dwelling</p> <p>No discernible form – No discernible style. Large scale manufactured home community with curvilinear street grid. Central community buildings designed by John Storrs in faux Polynesian style with landscaping by Wallace Ruff. Wide variety of manufactured home units. Expanded in 1967 and again between 1973 and 1981.</p>	<p>Potentially recommended NRHP eligible: Criteria A and C. Associated with development of Hayden Island, representative example of manufactured home development.</p>	 <p>Note: owing to resource size, image is derived from current 3D program models.</p>

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OR 101	1401 N Hayden Is Dr; Thunderbird Hotel / Rodeway Inn & Suites Portland - Jantzen Beach	2N1E34-00300	1971; hotel Hotel/Motel - Northwest Regional style with appropriated Polynesian elements. Two 3-story wings topped by concave mansard roof with wood shingles. Connected by multistory aluminum-frame window wall with porte cochere entry and stairway tower. Includes external wood framing around aluminum window walls and reinforced concrete walls. Fenestration includes sliding aluminum glass doors which open onto cantilevered balconies. Central lobby and east two wings lost in 2012 fire.	Potentially recommended not eligible. Lacks sufficient integrity.	
OR 102	12300 N Parker Ave; Montgomery Ward Automotive Center / Duluth Trading Company	2N1E34C-00400	1973 Specialty Shop (Department Store) Shopping Center– Cowboy/Western style. Large-scale 1-story building constructed from split face CMUs. Reconstructed entry on west elevation includes “false front” with masonry piers, wainscoting, and imitation wood cladding. Fenestration is aluminum-frame window wall with full glass entry doors. Substantial changes including loss of original full width window wall, porte cochere, Googie style sign, and wood clad bulkhead.	Potentially recommended not eligible. Lacks sufficient integrity.	

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OR 103	12348 N Center Ave; Administration Building / ODOT Permit Center	2N1E34C-00500	<p>1957</p> <p>Road-Related (Vehicular) [government office]</p> <p>No discernible form - Modern style. 3-story toll booth office with rectangular footprint, flat roof, wide overhang, and third story tower in northeast corner. Projecting entry from decorative concrete masonry units (CMUs) in west elevation. Fenestration includes aluminum-frame windows with lower awnings and full glass doors. Changes since construction include addition of west entry and removal of south garage door likely completed in conversion to public service center.</p>	<p>Potentially recommended NRHP eligible: Criteria A and C. Associated with the development of interstate highways in Oregon, representative example of midcentury governmental Modernist design.</p>	
OR 104	12105 N Center Ave; Engine House Pizza / BJ's Restaurant and Brewhouse	2N1E34C-00604	<p>1976; restaurant</p> <p>Commercial - Roadside style. 1-story building with rectangular footprint, false mansard roof, and 2-story tower at northwest corner. Constructed from CMUs clad in brick masonry with standing seam metal roofing and aluminum-frame window walls. Early photo indicates relatively few changes have taken place since construction.</p>	<p>Potentially recommended NRHP eligible: Criterion C. Representative example of Postmodern/Roadside style designed by locally prominent architect Ralph C. Bonadurer. Location is most intact of extant Engine House Pizza locations.</p>	

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OR 105	12005 N Center Ave; McDonald's	2N1E34C-00605	<p>1977; restaurant</p> <p>Commercial - No discernible style. 1-story building with flat roof and parapet. Clad in imitation lapped wood and stone masonry with aluminum-frame windows and doors. Wraparound drive through lane to south and east. Changes have been numerous including total alteration of exterior elevations, alteration of roofing, and alteration of interior.</p>	Potentially recommended not eligible. Lacks sufficient integrity.	
OR 106	12055 N Center Ave; CJ's Deli	2N1E34C-00606	<p>1980; restaurant</p> <p>Shopping Center - Cowboy/Western style. 1-story building with irregular footprint. Exterior clad in board and batten with shopfronts to north and east. Aluminum-frame windows and full glass doors open onto walkway covered by wood frame awnings supported by battered stone masonry piers. Aluminum-frame window wall runs along south and west beneath shed roof with tile roofing. Changes since construction include recladding and reconfiguration of shopfronts.</p>	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
OR 107	11915 N Center Ave; Anchor Bar and Dotty's	2N1E34C-00607	<p>1980; store strip / convenience center</p> <p>Strip Commercial - Modern style. 1-story flat roofed building with irregular footprint. Clad in diagonally orientated wood siding with shed roof awning covered in tiles over western shopfronts. Awning supported by log posts. Shopfronts consist of wood and aluminum-framed window walls with full glass doors. Few changes visible since construction.</p>	Potentially recommended NRHP eligible: Criterion C. Representative example of early local strip mall type development.	

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OR 108	11950 N Center Ave; Jantzen Newport Bay Restaurant / Denny's	2N1E33D-00200	<p>1980</p> <p>Restaurant</p> <p>Commercial - No discernible style. 1-story rectangular building with flat roof, surrounding awning, and tower at northwest corner. Clad in lapped fiber cement siding with standing seam metal panels along awning. Fenestration includes fixed windows placed between vertical wood beams with aluminum-frame sunroom along east elevation. Known changes include updated siding, windows, signage, sunroom, entries, and interior finishes.</p>	Potentially recommended not eligible. Lacks sufficient integrity.	
OR 109	N Center Ave; Jantzen Beach Water Tank	2N1E33D-00400	<p>1970</p> <p>Water Works</p> <p>Utilitarian – No discernible style. 2-story tall steel water tower with approximately 50-foot diameter. Site surrounded by chain-link or steel fencing. Few changes since construction. Strong association with development of Hayden Island by Hayden Island, Inc.</p>	Potentially recommended NRHP eligible: Criteria A and C. Associated with development of Hayden Island, representative example of water tank type.	

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OR 110	11850 N Center Ave; Houseboat Exchange / Wild West Emporium	2N1E33D-00501	<p>1974</p> <p>Specialty Store</p> <p>Commercial - Post Modern style. 1-story building with broken gable roof and recessed entry. Clad in fiber cement lapped siding with sheet masonry wainscoting and porch supports. Roof clad in corrugated metal panels. Fixed vinyl windows in gable peak. Changes since construction include removal of lower windows and replacement or original cladding, roofing, and upper element placed between broken gable.</p>	Potentially recommended not eligible. Lacks sufficient integrity.	
OR 111	1501 N Jantzen Ave/ 1525-2055 N Jantzen Ave; Jantzen Beach Moorage	2N1E33D-01200; 2N1E33D-00502	<p>ca. 1960s</p> <p>Single Dwellings, Water-Related</p> <p>Various forms - Various styles. Large-scale collection of floating homes arrayed along floating docks adjacent to south shore of Hayden Island. Repeatedly expanded since construction and includes residences from wide variety of periods. Includes covered garages along N Jantzen St.</p>	<p>Potentially recommended NRHP eligible: Criteria A and C. Associated with development of Hayden Island, associated with development of Floating Homes in Oregon, representative example of commercial floating home development.</p>	 <p>Note: owing to resource size, image is derived from current 3D program models.</p>

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OR 112	909 N Hayden Is Dr; Red Lion Hotel on the River Jantzen Beach / Holiday Inn Portland Columbia Riverfront	2N1E34C-00100	1979 Hotel Hotel/Motel - Northwest Regional style. Large-scale complex with central amenities core flanked by residential wings around recreational courtyards. Defined extensive use of visible wood framing, stone masonry piers and wall elements, and truncated hipped roofs with copper flashing. Rooms include sliding aluminum doors with cantilevered balconies. Integrated art found throughout site. Changes since construction have been generally small in scale.	Potentially recommended NRHP eligible: Criteria A and C. Associated with development of Hayden Island, associated with local lodging development, representative example of Northwest Regional style designed by NWD, possesses high artistic value.	 Note: owing to resource size, image is derived from current 3D program models.
OR 113	12240 N Jantzen Dr; 1st Interstate Bank	2N1E34CA-00900	1982 Financial Institution Commercial - Shed style. 1-story building with irregular footprint topped by a shed roof with projecting porte cochere for drive-up banking. Clad in lapped wood siding with standing seam roofing panels. Fenestration includes aluminum-frame fixed units with full glass doors. Changes since construction appear to have been minimal.	Potentially recommended NRHP eligible: Criteria A and C. Associated with development of Hayden Island, representative example of Shed style applied to a bank branch.	

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OR 115	909 N Tomahawk Is Dr	2N1E34CA-00600	<p>1973</p> <p>Office Building</p> <p>Commercial - Post Modern style. 1-story flat roofed building set back from street with covered front walkway protected by shed-roofed awning supported by Ionic columns. Clad in fiber cement lapped siding with standing seam metal roofing panels. Fenestration includes 2-light paired vinyl windows and full glass doors with sidelights. Changes since construction appear to be minimal. Strong association with Hayden Island development as offices of Hayden Island Inc.</p>	<p>Potentially recommended NRHP eligible: Criterion A. Property with strongest known association with Hayden Island Inc during its late twentieth century expansion.</p>	
OR 117	11950 N Jantzen Dr; Jantzen Bay Marina / Mattress World	2N1E34C-01700	<p>ca. 1960–1970</p> <p>Specialty Store</p> <p>Commercial - No discernible style. 1-story flat roofed building constructed from reinforced concrete. Northwest corner composed of aluminum-frame window wall beneath curved box awning. Remaining fenestration includes a window wall along north elevation, fixed aluminum-frame windows, and two steel rollup garage doors. Alterations since construction include the replacement of the original windows and the possible installation of north window wall.</p>	<p>Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.</p>	

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OR 118	11980 N Jantzen Dr; Jantzen Bay Marina / Stateline Liquor Store	2N1E34C-01700	ca. 1970–1981 Specialty Store Commercial - Mansard style. 1-story building with mansard roof. Constructed from split face CMUs with standing seam metal panels along roof. Fenestration includes fixed aluminum-frame windows and full glass aluminum-frame doors. Changes since construction include the replacement of original fenestration.	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
OR 119	12006 N Jantzen Dr; Jantzen Bay Marina / Menjiro	2N1E34C-01700	ca. 1970–1981 Restaurant Commercial - No discernible style. 1-story small-scale building with various intersecting shed roofs and sunroom to southwest. Clad in T1-11 plywood siding with corrugated metal roofing. Fenestration consists of multi-light vinyl sash windows, multi-light half-glass vinyl doors, vinyl sun-rounded sunroom, and six-panel flush doors. Changes since construction have been numerous including alterations to footprint, cladding, fenestration, and interior.	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
OR 120	12050 N Jantzen Dr; Jantzen Bay Marina / The Clubhouse	2N1E34C-01700	ca. 1970–1973 Clubhouse No discernible form - Shed style. 1-story side-gabled building with two staggered gable roofs, covered entry, and rear cantilevered covered balcony. Clad in painted plywood with composition roofing. Fenestration includes fixed wood frame windows and decorative double wood doors. Changes since construction include the addition of the front porch awning and likely recladding.	Potentially recommended NRHP eligible: Criteria A and C. Associated with local maritime industry, associated with development of Hayden Island, representative example of Shed style applied to a clubhouse.	

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OR 121	2061 N Marine Dr; Swift Meat Packing Company Pumphouse	2N1E33D-01400	1924 pre-existing Waterworks (Vacant/Not In Use) Utilitarian - No discernible style. Large-scale concrete tank with cylindrical footprint. Original brick masonry wellhouse on top has since been removed.	Potentially recommended not eligible. Lacks sufficient integrity.	
OR 122	1801-1809 N Pier 99 St; Diversified Marine Incorporated	2N1E33DD-00300	1975 Business Commercial - No discernible style. 2-story building with nested gable roofs. Clad in horizontal lapped fiber cement boards with composition roofing. Fenestration includes sliding vinyl windows and a half glass vinyl entry door. Windows are shaded by fabric awnings. Changes since construction include possible doubling of footprint shown by lowered roof. Other changes include recladding and replaced fenestration.	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
OR 123	11535 N Force Ave; EcoLube Recovery	2N1E33C-01500	1956–1981 Manufacturing Facility Utilitarian - No discernible style. Large-scale industrial complex including historic-age warehouse (ca. 1952–1955) and associated industrial tanks (ca. 1970–1981). Warehouse is 1-story wing gable roof, three garage door entries, and clad in corrugated metal. Tanks are large-scale along north edge of property. Since construction, warehouse has been expanded with addition to southeast.	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	

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OR 124	11077 N Vancouver Way; Anderson Signs	1N1E03BB-01300	<p>1970</p> <p>Specialty Store</p> <p>Utilitarian - No discernible style. 1-story gable roofed building clad in corrugated metal with six garage bays accessed by rolling metal doors. 2-story office connected to northwest elevation and clad in vertical grooved plywood siding with aluminum-frame sliding windows and narrow light windows along principal northeast elevation. Changes since construction appear limited.</p>	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
OR 125	11021 N Vancouver Way	1N1E03B-00500	<p>1981</p> <p>Specialty Store</p> <p>Commercial - No discernible style. 1-story building with rectangular footprint and double recessed pedestrian entries flanked by double height roll up garage doors. Identical to OR 126. Walls likely built with tilt-up reinforced concrete construction. Pedestrian entries composed of aluminum-frame window walls with full glass doors. Few apparent alterations since construction.</p>	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
OR 126	10931 N Vancouver Way; Crystal Greens Landscape Inc.	1N1E03B-00800	<p>1982</p> <p>Specialty Store</p> <p>Utilitarian - No discernible style. 1-story building with rectangular footprint and double recessed pedestrian entries flanked by double height roll up garage doors. Identical to OR 125. Walls likely built with tilt-up reinforced concrete construction. Pedestrian entries composed of aluminum-frame window walls with full glass doors. Few apparent alterations since construction.</p>	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	

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OR 145a	10890 N Denver Ave; City of Portland Urban Forestry Offices	1N1E04A-00600	<p>1940</p> <p>Single Dwelling (Government Office)</p> <p>Side Gable - Minimal Traditional style. 1.5-story side-gabled dwelling with covered stoop and covered patio along north elevation. Clad in lapped wood siding with composition shingle roofing. Fenestration includes sliding and sash aluminum-frame windows and wooden six-panel entry door with classical surround. Alterations include the addition of the covered patio, replacement of the original fenestration, and various interior alterations in conversion to office space. Building is one of few survivors of 1948 Vanport Flood and may have connection with the city's wartime use.</p>	<p>Potentially recommended NRHP eligible: Criteria A and C. Associated with development of North Portland Industrial Area, representative example of the Minimal Traditional style.</p>	
OR 145b	10890 N Denver Ave; City of Portland Urban Forestry Barn	1N1E04A-00600	<p>1940</p> <p>Animal Facility (Storage)</p> <p>Demolished 2022</p>	<p>Resource demolished. No further action recommended.</p>	 <p>Note: Photo depicts replacement building.</p>

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OR 146	10149 N Vancouver Way; Lazer-Trac Heavy Truck Alignment	1N1E03DB-02000	<p>1954; garage</p> <p>Utilitarian - No discernible style. Complex of interconnected buildings including 2-story gable-roofed warehouse, 3-story flat-roofed garage, and 1-story flat-roofed office. All components clad in horizontally orientated metal cladding. Fenestration includes sliding aluminum windows, sliding vinyl windows, roll up metal garage doors, and roll up multi-light garage doors. Changes since construction include replacement of some original fenestration and cladding and agglomerative growth of complex.</p>	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
OR 152	10400 N Vancouver Way; Market Express	1N1E03D-00100	<p>1980</p> <p>Utilitarian - No discernible style. Complex of three historic-age buildings. Farthest north is a 1-story double height warehouse with a flat roof constructed from tilt-up concrete panels with a pebble dash. Two garage bays provide entry with additional fenestration including 24 light vinyl windows. Central building is 1-story high with a low-pitched side-gabled clad in vertical grooved plywood siding. Gives appearance of double-wide manufactured home but too far from public right-of-way for certainty. Fenestration includes sliding aluminum-frame windows. Farther south is a 1-story flat roofed office building with an irregular footprint. Clad in corrugated metal with silver panels as cornice above main entry and portions of exterior. Fenestration includes fixed aluminum-frame windows and full glass doors. Excepting the central building, all three buildings appear to have been updated with new fenestration. The furthest south may also have been marginally expanded and partially reclad.</p>	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	

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OR 153	10360 N Vancouver Way; GCR Tires and Service	1N1E03DB-00900	<p>ca. 1970–1981, 1992</p> <p>Specialty Shop</p> <p>Commercial - No discernible style. Large-scale building with 2-story service wing and 1-story showroom. Service wing includes multiple bays for vehicular access and is topped by a low-pitched gable roof. Showroom includes apertures for aluminum-frame window wall and is topped by a flat roof surrounded by a corrugated metal parapet. Ground floor constructed from reinforced concrete with corrugated metal cladding on upper floor. Additional fenestration includes fixed aluminum-frame windows. Only showroom is historic-age. Other components of building constructed after 1990.</p>	<p>Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.</p>	
OR 154	10205 N Vancouver Way; Jubitz Truck Service Center	1N1E03DB-01700	<p>1958</p> <p>Specialty Shop</p> <p>Commercial - No discernible style. 2-story service center with flat roof and irregular footprint. Constructed from CMUs with corrugated metal cornice. Center of building includes service bays with large-scale rollup garage doors. Remainder of fenestration includes multi-light steel windows as well as fixed and sliding vinyl and aluminum-frame units. Multiple additions since construction including non-historic to north. Other changes include updates to fenestration and cladding.</p>	<p>Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.</p>	

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OR 155	10850 N Denver Ave; East Vanport Commercial Center / Delta Park Sports Office	1N1E03-00300	<p>1938</p> <p>Department Store (Sports Facility)</p> <p>No discernible form - Modern. 1-story large-scale building with shed roof and recessed entry. Constructed from brick masonry and wood frame with lapped wood cladding and brick panels around entry. Wood frame window wall entrance. Additional fenestration includes four light ribbon windows near top of wall and flush steel doors. Interior of building retains water line from 1948 Vanport Flood when building served as commercial center.</p>	<p>Recommend NRHP eligible: Criteria A and C. Associated with local WWII housing program, representative example of Modern style (with Northwest Regional influences) applied to a wartime commercial building.</p>	
OR 156	11051 N Vancouver Way; Pro Steering Systems	1N1E03B-01200	<p>1968</p> <p>Specialty Shop</p> <p>Utilitarian - No discernible style. 2-story building with rectangular footprint and flat roof. Constructed from CMUs partially clad in corrugated metal with two double height garage bays accessed through roll up metal doors in primary south elevation. Additional fenestration includes aluminum-frame sliding and fixed windows, aluminum-frame full glass doors, and flush metal doors. Changes since construction appear to have been minimal.</p>	<p>Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.</p>	

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OR 157	N Center Ave; Denny's Sign	2N1E34C-00601	<p>1967</p> <p>Street furniture/object</p> <p>Signage - Googie style. Hexagonal yellow box sign with smaller hexagon above atop high steel pole along highway. Larger sign reads "Denny's" while smaller reads "Always Open." Changes since historic period include removal of white globe atop sign, removal of square box sign reading "restaurant" below, and removal of "Jantzen Beach Tri-Cinema" sign below.</p>	Potentially recommended not eligible. Lacks sufficient integrity.	
OR 158	12305 N Starlight Ave; Jantzen Beach Ice Center / Vacant retail building (former Toys "R" Us)	2N1E33-00100	<p>ca. 1970–1981</p> <p>Department Store</p> <p>Shopping Center - No discernible style. Double height retail store with dual storefronts. Constructed from CMUs with stucco facades including split face CMU wainscotting. Stucco detailing includes corner quoins, pilasters, and an abstracted cornice. Dual entries signified by projecting pavilions with aluminum-frame window walls beneath including automatic sliding doors. Changes since construction have been extensive including complete recladding and redesign of exteriors.</p>	Potentially recommended not eligible. Lacks sufficient integrity.	

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OR 159	12255 N Starlight Ave; REI CO-OP / Michael's	2N1E33-00100	1976 Department Store Shopping Center - No discernible style. 1-story building with rectangular footprint and flat roof. Raised using tilt-wall construction with pebble dash on concrete exterior. Central double-height pavilion signifies store entry with covered entry. Entry composed of aluminum window wall with automatic sliding doors. Alterations include replacement of original heavy timber entry canopy and original entry hardware.	Potentially recommended not eligible. Lacks sufficient integrity.	
OR 160	12045 N Parker Ave; Burlington	2N1E33D-00600	ca. 1970–1981 Department Store Shopping Center - No discernible style. 1-story building with rectangular footprint and flat roof constructed from split face CMUs. Primary entry in east elevation composed of stuccoed pavilion layered with fiber cement horizontal lapped boards. Two sets of automatic sliding aluminum doors provide entry. Since construction, principal entrance has been reworked for updated mall aesthetic.	Potentially recommended not eligible. Lacks sufficient integrity.	
OR 161	1835 WI/ N Marine Dr	2N1E33DD-00400	ca. 1952–1955 Processing Site No discernible form - No discernible style. Cement transfer site with historic-age storage silo, conveyor belt, and transfer dock. Since construction, site has continued to expand with additional structures, buildings, and docks. Formerly owned by Ross Island Sand & Gravel.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 162	I-5 M.P. 307.93; Jantzen Pedestrian Tunnel / ODOT Bridge No. 04516A	N/A	1929 Pedestrian-Related No discernible form - Classical Revival style. Reinforced concrete underpass leading from east to west beneath I-5. Topped by an arched opening beneath a "Picket Fence" bridge rail lining either side of roadway. Heavily altered from origins as vehicular underpass into pedestrian tunnel with expansion of highway.	Potentially recommended not eligible. Lacks sufficient integrity.	
OR 163	10850 N Delta Ave; Delta Park	1N1E03-00300	ca. 1960 Park Park – No discernible style. Recreational complex with majority non-original sports fields, picnic areas, and gazebo. Original vegetated wetland and peripheral allée remain. One baseball field remains from 1970 re-design. Most park areas, fields, and amenities added in 1998.	Potentially recommended not eligible. Lacks sufficient integrity.	
OR 164	9950 N Whitaker Rd; Union 76 / Arco / Chevron	1N1E03CC-00300	1973 Road-Related Box with Canopy - Modern style. 1-story, rectangular plan commercial building with shallow-pitched hipped roof. Vehicle service bays missing. Alterations include replacement of original fenestration, cladding, and new addition at side and rear.	Potentially recommended not eligible. Lacks sufficient integrity.	

Historic Context Statements

Contact and the European Exploration of the Columbia River (Late 1700s–Early 1800s)

5 In 1792, American Captain Robert Gray (1755–1806) became the first European American explorer to enter the mouth of the Columbia River—so named after his ship the *Columbia Rediviva*—and cross the treacherous river bar. Gray’s crew did not traverse far upstream due to weather conditions but made it as far as what is now known as Gray’s Bay.⁷ Later that same year, English explorer, Captain George Vancouver (1757–1798) sent his lieutenant, William Broughton (1762–1821), to navigate and chart the depths of the Columbia River. Broughton
10 traveled approximately 100 miles upstream, ultimately reaching the mouth of the Sandy River.⁸

On October 28 of 1792, Broughton reached a place he referred to as “Warrior Point,” at the tip of Sauvie Island. Here, he reportedly encountered

15 ...twenty-three canoes, carrying from three to twelve persons each, all attired in their war garments, and in every other respect prepared for combat. On these strangers, discoursing with the friendly Indians who had attended our party, they soon took off their war dress, and with great civility disposed of their arms and other articles for such valuables as were presented to them, but would neither part with their copper swords, nor a kind of battle-axe made of iron. (Lamb 1984:755–756).

20 Continuing upriver, Broughton, from his sailing vessel the *Chatham*, assigned names to several places including the Lewis River (Rushleigh’s River) and the Multnomah Channel (Call’s River). Broughton named present-day Kelly Point in north Portland, “Belle Vue point,” and from there traveled to Hayden Island on October 29, 1792;

25 From Belle Vue point they proceeded in the above direction, passing a small wooded island, about three miles in extent, situated in the middle of the stream. Their route was between this island and the southern shore, which is low; the surroundings between its northwest point and the main land were three fathoms, increasing to four, five, and six, off its southeast point; from whence the river took its course S 75 E. This obtained the name of Menzie’s Island [Hayden]; near the
30 east end of which is a small sandy woody island that was covered with wild geese [Tomahawk].⁹

⁷ Frederic William Howay, ed. *Voyages of the ‘Columbia’ to the Northwest Coast 1787–1790 and 1790–1793* (Boston: Massachusetts Historical Society, 1941), 437–438.

⁸ John Hussey, *Champoeg: Place of Transition, A Dispute History* (Portland, Oregon: Oregon Historical Society Press, 1967), 3.

⁹ W. Kaye Lamb, ed., *The Voyage of George Vancouver (1791–1795), vol. 2.*, (London: The Hakluyt Society, 1984), 757–758.

On October 31, having gone ahead to the mouth of the Sandy River and then returned to an encampment near Tomahawk Island, Broughton again remarked on the landform,

5 Soundings were pretty regular, until the party were abreast of some barren land, off which is an extensive bank. On this there were only three feet water; this depth continued nearly to the east point of the islet, that was observed before to be covered with wild geese, and obtained the name of Goose Island. The channel here is on the southern shore, until the passage between Menzies island and the north shore is well open; this is good and clear with regular soundings from three to seven fathoms, quite to Belle Vue point, where a spit lies out at some small distance. The land in the neighbourhood of this reach, extending about five leagues to Baring's river is on the southern side low, sandy, and well wooded.¹⁰

15 He continued to describe the north side of the Columbia, writing that “the country rises beyond the banks of the river with a pleasing degree of elevation, agreeably adorned with several clumps of trees; and towards the eastern part of the reach, it finishes at the water's edge in romantic rocky projecting precipices.”¹¹ Broughton claimed these charted areas, including the islands of the Columbia for Britain.¹²

20 Additional records of the Hayden Island landform come from the journals of Meriwether Lewis (1774–1809) and William Clark (1770–1838), when they traversed this stretch of the Columbia River with the Corps of Discovery (1804–1806), mapping geological landmarks, waterways, and the numerous Indigenous villages that lined the Columbia River and its tributaries. In 1803, guided by legal principles of the Doctrine of Discovery, President Thomas Jefferson delegated the Corps of Discovery Expedition to explore the lands west of the Mississippi River that had been acquired by the Louisiana Purchase. Moreover, the Corps of Discovery Expedition, led by Lewis and Clark, was sent to document the bountiful natural resources that would inspire overland Westward Expansion and European American dominion of the west.¹³ The expedition arrived in present-day Washington State in October of 1805 and continued downriver on the Columbia, ultimately arriving at the Pacific Ocean in November of 1805.

30 Lewis and Clark called Hayden and Tomahawk Islands collectively “Image Canoe Island” after the elaborately decorated canoes they saw in the area.¹⁴ The Corps passed the island on their way west in November of 1805, but on their return trip in March and April of 1806, the expedition camped in view of the island, at Jolie Prairie on the Washington side. The journal entries of William Clark provide details on the environment and topography of the islands in the Columbia

¹⁰ Lamb, *The Voyage of George Vancouver*, 761-762.

¹¹ Lamb, *The Voyage of George Vancouver*, 762.

¹² Carl Abbott, *Portland in Three Centuries: The Place and the People* (Corvallis, OR: Oregon State University Press, 2011), 10.

¹³ Robert J. Miller, *Native American Discovered and Conquered: Thomas Jefferson, Lewis and Clark, and Manifest Destiny*, (Westport, CT: Praeger Publishers, 2008), 59.

¹⁴ Gary E. Moulton, *The Journals of the Lewis and Clark Expedition*, vol. 6. (Lincoln, NE: University of Nebraska Press, 1990), 23.

River between Vancouver and Portland. On November 4, 1805, Clark mentioned Government and McGuire Islands. Downstream, Lewis and Clark passed Hayden Island, describing the landform:

- 5 ...about 3 miles a fine open Prairie for about 1 mile, back of which the country rises gradually and wood land comencies Such as white oake, pine of different kinds, wild crabs with the taste and flavour of the common crab and Several Species of undergrowth of which I am not acquainted, a few Cottonwood trees & the Ash of this country grow Scattered on the river bank...¹⁵

European American Encroachment and Disease

- 10 Following the expansion of the coastal fur trade, direct contact between the Native people of the lower Columbia River and European settlers began in the 1770s; almost immediately thereafter, a smallpox epidemic killed an estimated one-third of the Native population. Subsequent periods of contact introduced new diseases for which Native populations had no resistance, with devastating consequences.

- 15 By the 1840s, the character of the Native settlements throughout the lower Columbia River drainage had been radically altered by these epidemics. Native people who lived at or near the mouth of the Columbia River would have been especially vulnerable as they were the first groups to encounter the ships of explorers and navigators in the 1700s.¹⁶ The most severe wave of disease was an outbreak of malaria in the 1830s. This epidemic devastated the Native communities of the lower Columbia, destroying entire villages in a matter of days or weeks and eventually spreading east of the Cascade Range and south to northern California.¹⁷
- 20

- The forts and missions of the greater Willamette Valley, constructed as visible signs of Manifest Destiny and Westward Expansion, were used as centers for trade and communication but also dangerous exposure points for Native people, whose previous isolation made them particularly susceptible to the spread of imported diseases. Regionally, the epicenters of these outbreaks were at Sauvie Island and Fort Vancouver.¹⁸ Between 1829 and 1844, the populations of the villages near present-day Vancouver and Portland, including the large community on Wapato (Sauvie) Island had been almost entirely decimated by breakouts of smallpox and the “Cold Sick” (intermittent fever or malaria). The Cold Sick of 1829–1830, alone, killed up to 90 percent
- 25

¹⁵ Moulton, *The Journals of the Lewis and Clark Expedition*, 17.

¹⁶ Douglas Deur, *Empires of the Turning Tide: A History of Lewis and Clark National and State Historical Parks and the Columbia-Pacific Region*, Pacific West Region: Social Science Series Publication Number 2016-001 (Washington DC: National Park Service, U.S. Department of the Interior, 2016), 22.

¹⁷ Robert Thomas Boyd, “Demographic History, 1774–1874” in *Handbook of North American Indians, Volume 7: Northwest Coast*, ed. Wayne Suttles (Washington, DC: Smithsonian Institution, 1990), 146-147; Robert Thomas Boyd, *The Coming of the Spirit of Pestilence*. (Seattle: University of Washington Press, 1999) 233-238.

¹⁸ Abbott, *Portland in Three Centuries*, 14–15.

of the Native population at villages in the Lower Columbia watershed.¹⁹ By the 1830s, Sauvie Island communities were unrecognizable, with villages in ruins and unburied remains on the shore.²⁰

5 The loss of life resulting from European American diseases created a perceived population void in the Pacific Northwest, which white settlers rapidly took advantage of. Large swaths of fertile land that had been created and maintained for millennia through Native management practices were now legally available to claim. Many white settlers believed that the decimation of the Native Nations of the Columbia River was part of a predestined plan. In the mid-1830s, when Nathaniel Wyeth (1802–1856) was building Fort William at Sauvie Island, he remarked, “a
10 mortality has carried off to... [Sauvie Island's] inhabitants and there is nothing to attest that they ever existed except their decaying houses... So you see as the righteous people of New England say, providence has made room for me.”²¹ During his voyage of the Northwest coast, French Canadian explorer Gabriel Franchère (1786–1863) expressed a similar sentiment,

15 At the mouth of the Columbia, whole tribes, and among them, the Clatsops, have been swept away by disease. Here again, licentious habits universally diffused, spread a fatal disorder through the whole nation, and undermining the constitutions of all, left them an easy prey to the first contagion or epidemic sickness. But missionaries of various Christian sects have labored among the Indians of the Columbia also; not to speak of the missions of the Catholic Church, so well known
20 by the narrative of Father De Smet and others; and numbers have been taught to cultivate the soil, and thus to provide against the famine to which they were formerly exposed from their dependence on the precarious resources of the chase; while others have received, and a living germ of civilization, which may afterward be developed.²²

25 **Historic Period Development**

The Fur Trade and Fort Vancouver (1811–1840s)

The fur trade served as the major impetus for early historic period resettlement in the Pacific Northwest. The global demand for sea otter skins, instrumental in the manufacture of apparel and accessories, generated a competition for hides and furs in the west, with British and
30 American governments and corporations vying for untapped resources during the first few decades of the nineteenth-century. Dominant corporations included the American Pacific Fur

¹⁹ Abbott, *Portland in Three Centuries*, 14; 2012, Jewel Lansing and Fred Leeson, *Multnomah: The Tumultuous Story of Oregon's Most Populous County*, (Corvallis, OR: Oregon State University Press, 2012) 10.

²⁰ National Park Service (NPS), “Sauvie Island and the Hudson's Bay Company,” 2020, <https://www.nps.gov/articles/sauvieisland.htm>.

²¹ NPS, “Sauvie Island.”

²² Gabriel Franchère, *Journal of a Voyage on the North West Coast of North America during the Years 1811, 1812, 1813, and 1814*, (Toronto: The Champlain Society, 1969), 189–190.

Company and the Canadian North West Company (NWC), as well as the Hudson's Bay Company (HBC), an Anglo-Canadian conglomerate.²³

5 British royal charter created the HBC in 1670, granting the company absolute rights and
dominion over lands within the Hudson's Bay Watershed in order to legitimize and control
resource extraction in northeastern Canada.²⁴ Today, the HBC is the oldest continually
operational commercial enterprise in North America. The company's nineteenth-century
monopoly of resources and profits from the North American fur trade, particularly in the Pacific
Northwest, was rooted in its original decree. Well beyond its goals related to the fur trade, the
HBC built an empire in the region that included the production and export of material and
10 agricultural goods and the establishment of centers for trade and communication at its various
posts and forts.

In 1811, John Jacob Astor's (1763-1848) Pacific Fur Company established Fort Astoria, near
the mouth of the Columbia River in present-day Astoria (Figure 4). Fort Astoria was the first
permanent American settlement on the west coast. Two years later, the NWC purchased the
15 post and renamed it Fort George. Beginning in 1816, the NWC deployed crews of trappers or,
"fur brigades," that spread across the Willamette Valley, as well as the regions of the Umpqua
and Snake Rivers.²⁵ In the 1810s, following the overhunting of sea otters, corporate interests
turned to beaver pelts. Companies in the Northwest were exporting upwards of 5,000 beaver
pelts to China annually. The NWC, however, failed to solidify a direct trade relationship with
20 China which resulted in lost profits and ultimately, its merger with the HBC.²⁶ In 1821, the HBC
subsumed the company, but retained Fort George as an operational satellite of HBC's upriver
headquarters at Fort Vancouver.²⁷

In 1818, Britain and the United States (U.S.) signed a joint occupancy agreement for the lands
between the 42nd parallel (the present border between California and Oregon) and the 54th
25 parallel (in present-day British Columbia). This agreement stipulated that neither nation could

²³ James R. Gibson, *Otter Skins, Boston Ships, and China Goods: The Maritime Fur Trade of the Northwest Coast, 1785-1841*, (Montreal: McGill-Queens University Press, 1992); Hussey, *Champoeg: Place of Transition*, Anne Hyde, *Empire, Nations, and Families: A New History of the North American West, 1800-1860*, (New York: HarperCollins, 2011).

²⁴ Keith A. Murray, "The Role of the Hudson's Bay Company in Pacific Northwest History," *The Pacific Northwest Quarterly* 52, no.1 (January 1961): 24-25; Gregory P. Shine, "Hudson's Bay Company," Oregon Encyclopedia, 2018, Last modified August 19, 2022, https://www.oregonencyclopedia.org/articles/hudson_s_bay_company/#.YuJbzoTMJD.

²⁵ Hussey, *Champoeg: Place of Transition*, 6.

²⁶ Gibson, *Otter Skins*, 62-63; Shine, Hudson's Bay Company."

²⁷ Abbott, *Portland in Three Centuries*, 13; Hussey, *Champoeg: Place of Transition*, 5; Lucile McDonald, *Coast Country: A History of Southwest Washington*, (Long Beach, WA: Midway Publishing, 1989), 30-32; Shine, "Hudson's Bay Company."

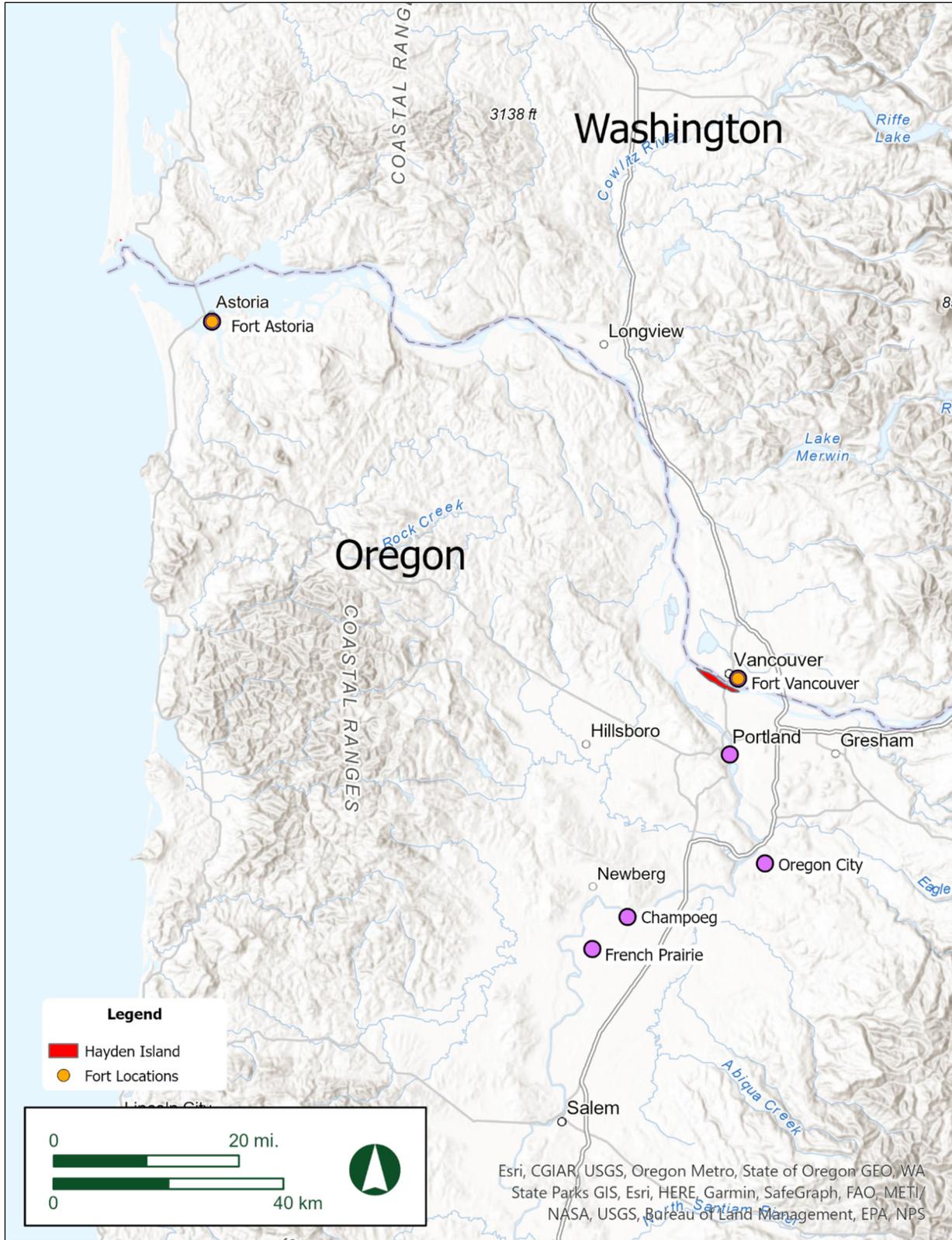


Figure 4. Map showing the locations of Fort Astoria (Fort George), Hayden Island, and Fort Vancouver in relation to present-day geographic place names. Other locations called out in text are highlighted in pink.

maintain a government in the newly established Oregon Country, leaving the region open to settlement by both British and American immigrants, as well as various business enterprises. The agreement became the catalyst for intensive HBC development in the Pacific Northwest.²⁸

- 5 During the mid-1820s, the HBC controlled a massive region between the Rocky Mountains and the Pacific Ocean. Lands north of the Thompson River in British Columbia were referred to as “New Caledonia” and territory south of said river, the “Columbia District” (Figure 5). During this period, the colonial governor of the HBC, George Simpson (1792–1860) sent several brigades, including those led by Peter Skene Ogden (1790–1854) and John Work (1792–1861), into the
- 10 Snake and Umpqua River Basins to monopolize the region’s rich fur resources. The goal of the HBC was to extract as much resource wealth from the Umpqua and Willamette Valleys as possible, recognizing that the future settlement of a northern British-American boundary could carve them out of Oregon Country and thus remove them from British hands. The HBC wanted to leave little behind for independent and contracted American trappers to come.²⁹
- 15 In 1824, challenged by U.S. control over the Oregon side of the Columbia, the HBC abandoned its post at Fort George in Astoria, a preemptive move to avoid imminent American competition. Additionally, the heads of HBC’s regional departments, known as Chief Factors, were instructed to focus their efforts in areas that would support greater agricultural efforts to feed the
- 20 burgeoning population of employees and their families. Instead of the exposed location of Fort George, a new site was needed at “a spot which will command the entrance of the [Columbia] River convenient to the vessels frequenting it, sufficiently elevated if possible to be well seen from the sea and in a dry place with good water.”³⁰ A new site at the present-day location of Vancouver provided for these needs and further, was found to be more sheltered from potential military threats than the old NWC headquarters.³¹ The HBC returned to Fort George in 1829 and
- 25 reestablished the site as a small satellite post and fishery. It remained operational at this scale until the 1840s.³²

²⁸ Hyde, *Empire, Nations, and Families*, 94–94.

²⁹ Hussey, *Champoeg: Place of Transition*, 32–35.

³⁰ Hussey, *Champoeg: Place of Transition*, 24–25.

³¹ Hussey, *Champoeg: Place of Transition*, 23–45; University of Washington, “The Farm at Fort Vancouver,” *Washington Historical Quarterly*, 2, no. 1, (1907): 40–41.

³² William L. Lang, “Fort George (Fort Astoria),” *Oregon Encyclopedia*, last modified August 30, 2022, https://www.oregonencyclopedia.org/articles/fort_george/#.YtnT0ITMK3B.



Figure 5. Map depicting the approximate boundaries of the HBC's west coast districts.

Establishment of Fort Vancouver

In 1825, Fort Vancouver was established under the joint guidance of the HBC's Colonial Governor George Simpson and Chief Factor John McLoughlin (1784–1857). Fort Vancouver became a center of industry and a home base for a diverse population of Native people, immigrants, trappers, traders, and missionaries throughout the 1820s and 1830s. The post at Vancouver served as the main hub for all HBC operations along North America's west coast, with several smaller satellite forts and subsidiary businesses across the northwest established during the years of its operation. Approximately 800 people lived and worked in or around Fort Vancouver.³³ The demography of the fort included Native Americans, Native Hawaiians, French Canadians, Scottish, English, and Métis people.³⁴

Fort Vancouver became the epicenter for trade between the HBC and the Indigenous groups of the lower Columbia and beyond. The "Klickitat Trail," an overland route used by Native people prior to, during, and after contact with Europeans, extended from the area of present-day Yakima, east of the Cascade Range, to Fort Vancouver. As part of an 1853 U.S. railroad survey, a crew mapped the trail and recorded several Sahaptin place names along the route and in its vicinity.³⁵ The trail served as an inland route to numerous prairie and riverine resources for the Klickitat and Cowlitz peoples, whose subsistence areas were linked by the network. Seasonal summer encampments were established along the route. Additionally, the Klickitat Trail provided a trans-Cascades network for trade and communication between Native groups, and between the Indigenous population and European Americans at Fort Vancouver.³⁶

The original Fort Vancouver was established on a bluff northeast of the current Fort Vancouver National Historic Site. Between the end of 1824 and early 1825, the HBC, under McLoughlin's leadership, constructed stores and temporary worker housing at Fort Vancouver, as well as potato and vegetable fields.³⁷ In the years immediately following the fort's development, its bluff-

³³ Hyde, *Empire, Nations, and Families*, 400–402.

³⁴ National Park Service (NPS), "Fort Vancouver Cultural Landscape Report," 2003, <http://www.npshistory.com/publications/fova/clr/chap1-1.htm>; Douglas C. Wilson, "Fort Vancouver: History, Archaeology, and the Transformation of the Pacific Northwest," in *Exploring Fort Vancouver*, ed. Douglas C. Wilson and Theresa E. Langford (Seattle: University of Washington Press, 2011), 7–11.

³⁵ Norton, Helen H., Robert Boyd, and Eugene S. Hunn. "The Klickitat Trail of South-central Washington: A Reconstruction of Seasonally Used Resource Sites," in *Prehistoric Places on the Southern Northwest Coast*, ed. Robert E. Greengo, (Seattle: Thomas Burke Memorial Washington State Museum, University of Washington, 1983) 68.

³⁶ Douglas Deur, *An Ethnohistorical Overview of Groups with Ties to Fort Vancouver National Historic Site*. Northwest Cultural Resources Institute Report No. 15 (Seattle: University of Washington, 2012), 107; Norton et.al., *Prehistoric Places*, 68–69.

³⁷ Hussey, *Champoeg: Place of Transition*, 43–44.

top location was found difficult for the movement of goods and people owing to a steep grade separating it from the Columbia River shoreline.

In 1829, the HBC relocated its facilities to an open lower plain with better water access. The new site was not only more accessible, it also had a pond, making it a prized location for raising stock (Figure 6).³⁸ By 1829, several additional buildings were erected to house local blacksmiths, carpenters, bakers, and other tradespeople. Outside of the Fort Vancouver stockade and adjacent properties, the HBC constructed sawmills and flouring mills on the north bank of the Columbia River. A grist mill was built approximately six miles upriver from the new fort location, reportedly near the historical crossing of Mill Creek and the Columbia River, parallel to the west end of present-day Government Island (Figure 7).³⁹

By the mid-1840s, the HBC had acquired thousands of acres of agricultural land throughout present-day British Columbia and the State of Washington.⁴⁰ In 1839, the HBC contracted with the Russian American Company to export agricultural harvests to Russian-owned posts in Alaska. Chief Factor McLoughlin saw this as an important commercial opportunity to diversify the interests of the HBC and move away from a fur-centric focus. To meet the supply demands of the Russian outposts, the HBC formed the Puget Sound Agricultural Company (PSAC). The company consisted of two farms, one at the Cowlitz River and the other located at Fort Nisqually in present-day DuPont, Washington. Cowlitz Farms covered about 4,000 acres north of present-day Toledo, Washington. The PSAC operated an associated warehouse near present-day Longview.⁴¹ The Cowlitz River became a pivotal transportation corridor for the HBC, as it linked Fort Vancouver to the satellite posts at Cowlitz Farms and Nisqually Farms.⁴² These outposts were frequented by Cowlitz people who came to trade and find work as HBC farmers and river guides during the 1830s.⁴³

³⁸ Hussey, *Champoeg: Place of Transition*, 70–71; Wilson, *Exploring Fort Vancouver*, 9.

³⁹ John C. Fremont, *Map of an exploring expedition to the Rocky Mountains in the year 1842 and to Oregon & north California in the years 1843-1844*, 1843-1844. Library of Congress call no. G4051.S12 1844.F72, <https://www.loc.gov/resource/g4051s.ct000909/?r=0.061,0.034,0.129,0.062,0>; Hussey, *Champoeg: Place of Transition*, 196; Leonard Wiley, "Mill Creek Site of Grist Mill of Hudson's Bay Company," *Oregon Historical Quarterly* 43, no.3, (1942):282–283.

⁴⁰ Hyde, *Empire, Nations, and Families*, 400–402.

⁴¹ Ruth Kirk and Carmela Alexander, *Exploring Washington's Past: A Road Guide to History*, (Seattle: The University of Washington Press, 1990).

⁴² David Wilma, "Cowlitz County – Thumbnail History," HistoryLink.org Online Encyclopedia of Washington State History, September 18, 2005, <https://www.historylink.org/file/7482>.

⁴³ Cowlitz Indian Tribe, "The Dispossessed: The Cowlitz Indians in Cowlitz Corridor," <https://www.cowlitz.org/23-the-dispossessed.html>, accessed June 11, 2022.



Figure 6. Detail of map showing development of Fort Vancouver. Richard Covington, Fort Vancouver and Village. 1846. (Washington State Historical Society Illustration, Catalog ID 1990.12.1).

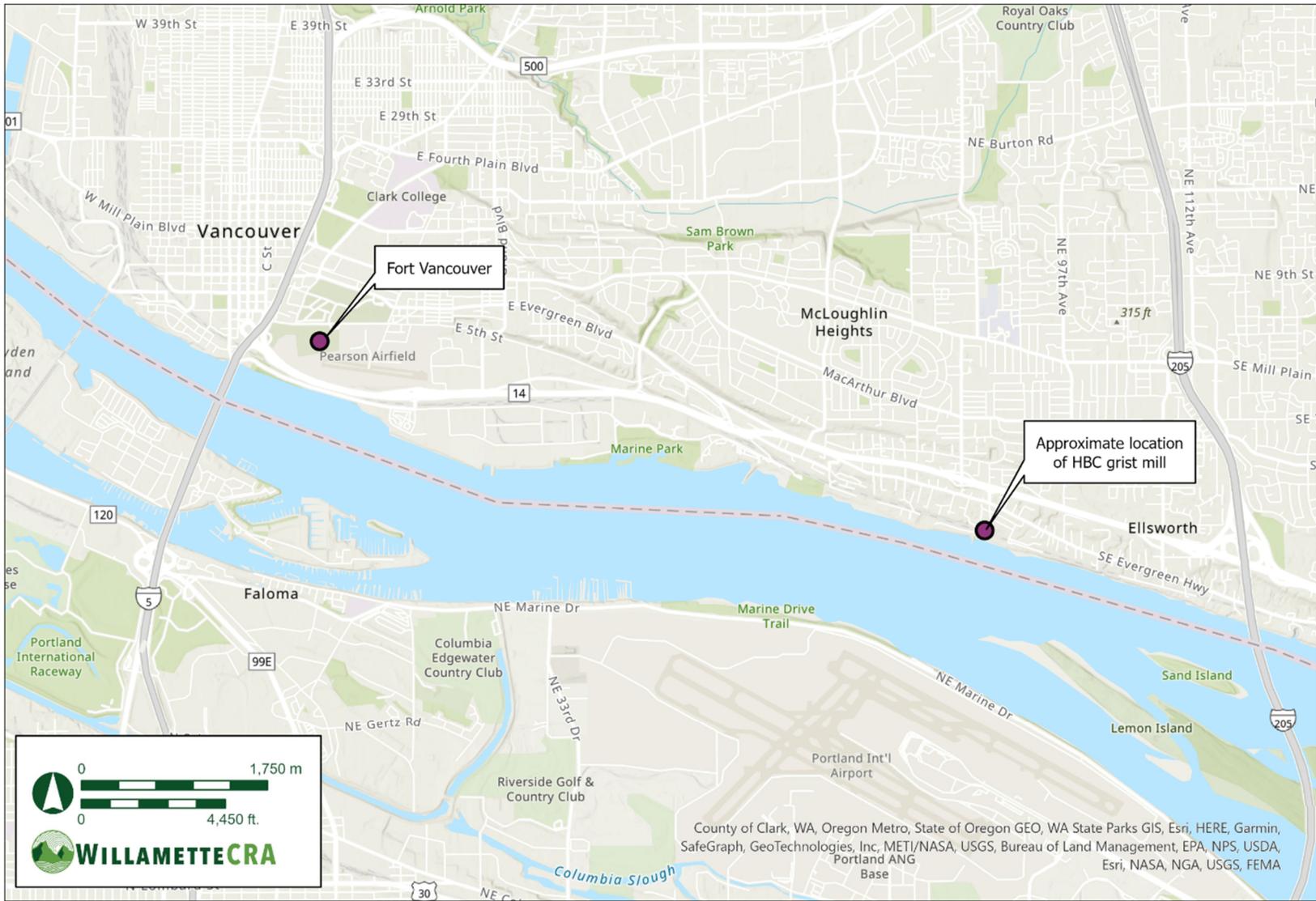


Figure 7. Map depicting the location of Fort Vancouver and approximate location of the HBC grist mill. Location approximations derived from Captain J.C. Fremont's *Map of an exploring expedition to the Rocky Mountains in the year 1842 and to Oregon & north California in the years 1843-44*.

Fort Vancouver’s Role in the Oregon Trail Migration and the Development of Oregon Territory

In the 1840s, Fort Vancouver served as the final stop for the thousands of European American immigrants traveling west on the Oregon Trail. Prior to the establishment of Oregon City as the official “end of the trail,” approximately twelve miles south of present-day Portland, the fort was a place of respite after the arduous journey (Figure 7).⁴⁴ Settlers arriving at Fort Vancouver during the Great Migration of 1843 were dependent on the HBC for food, clothing, and other necessities to continue their onward trek into the greater Willamette Valley. For a period in the early 1840s, Fort Vancouver was the only supplier of material goods in the region. John McLoughlin established a credit system for Oregon Trail arrivals who turned to the fort for provisions, food, clothing, and tools to construct houses or establish farms. His extension of credit was swiftly discontinued by the HBC after they learned that upwards of 400 people had received goods on unpaid credit.⁴⁵

In 1841, a group of Willamette Valley settlers including fur trapper Joseph Meek (1810–1875) initiated the organization of a governing body. In 1843, they established the Provisional Government of Oregon. In 1846, Britain and the U.S. signed the Oregon Treaty and in 1848, formally established the boundaries of Oregon Territory. The delineation granted the U.S. an area encompassing the modern states of Washington, Oregon, Idaho, and parts of Montana and Wyoming. Until the creation of Washington Territory in 1853, the area north of the Columbia River was governed by the Oregon Territorial Government.⁴⁶

In 1843, the Provisional Government of Oregon created a system wherein settlers could claim up to 640 acres and pioneers therefore raced to claim lands in the Portland Basin and southwest Washington, then still part of Oregon Territory. This alarmed Chief Factor McLoughlin, who quickly acted to assign lots adjacent to the Fort to various high-ranking HBC employees, thereby keeping the properties under the control of the company. Regardless, American settlers still laid claim to lands in the vicinity of the Fort.⁴⁷

Faced with the growth of the American population in the Willamette Valley during the 1840s, the British government and the HBC felt increasing pressure to relinquish their remaining outposts in the region. American settlers claimed the acreage previously controlled by the company. With

⁴⁴ Hyde, *Empire, Nations, and Families*, 402; Wilson, *Exploring Fort Vancouver*, 9.

⁴⁵ Hyde, *Empire, Nations, and Families*, 140-141; H.L.W. Leonard, *Oregon Territory Containing a Brief But Authentic Account of Spanish, English, Russian and American Discoveries on the North-west Coast of America ; Also, the Different Treaty Stipulations Confirming the Claim of the United States, and Overland Expeditions* (Cleveland: Younglove’s Steam Press, 1846), 67.

⁴⁶ Hussey, *Champoeg: Place of Transition*; Barbara Mahoney, “Provisional Government,” *Oregon Encyclopedia*, last modified May 24, 2022, https://www.oregonencyclopedia.org/articles/provisional_govt_conference_in_champoeg_1843/#.Y0c4KkzMK3A.

⁴⁷ Hussey, *Champoeg: Place of Transition*, 82–83.

the signing of the Oregon Treaty and the placement of Britain’s colonial boundary at the 49th parallel, Fort Vancouver was now isolated some 300 miles south of the new national border. Coupled with the resignation of John McLoughlin, the influence of the HBC in the region rapidly dwindled. The primary headquarters for the HBC’s west coast presence became Victoria, British Columbia (Fort Victoria).⁴⁸ The HBC maintained some presence at Fort Vancouver until 1860, when their remaining holdings were sold to the U.S. Military for inclusion in their 640-acre claim, later referred to as the Vancouver Barracks.⁴⁹

Homesteading South of the Columbia River (1830s–1840s)

The earliest individual European American settlements or homesteads in the Willamette Valley were concentrated at French Prairie, near Champoeg (Figure 8). By at least 1820, and possibly as early as the 1810s, former employees of the NWC, known as “Astorians,” and trappers with no company affiliation, so-called “freemen,” were building homes and farms in the Champoeg area. By the early 1820s, they were joined by retired HBC employees, largely French Canadians and their Native wives who settled in the area between the Willamette and Pudding Rivers, approximately thirty miles southwest of Portland (Figure 8).⁵⁰ By 1833, there were approximately nine farms established along the Willamette River in this area.⁵¹ The site of present-day Portland remained mostly ignored by white settlers during this period as newcomers in Oregon Country chose to build their homes in the agriculturally fertile prairies of the upstream Willamette River.⁵² The regional center of life and commerce remained the British-controlled Fort Vancouver. The importance of the fort to Oregon settlers waned following the HBC’s development of a trading post and mercantile at Oregon City in 1829 and the town’s incorporation in 1844 (Figure 4).⁵³

⁴⁸ Hussey, *Champoeg: Place of Transition*, 86-89; Hyde, *Empire, Nations, and Families*, 402.

⁴⁹ Bureau of Land Management (BLM), “General Land Office Records,” 2022.

<http://www.glorerecords.blm.gov/search/default.aspx>; L. Cartee, *Field notes of the Subdivisions of township*, Hussey, *Champoeg: Place of Transition*, 86-89, National Park Service (NPS), “Fort Vancouver Cultural Landscape Report.”

⁵⁰ James R. Gibson, *Farming the Frontier: The Agricultural Opening of the Oregon Country, 1786-1846*, (Seattle: University of Washington Press, 1985), 130-133; Joseph Schafer, *A History of the Pacific Northwest*, (1905; reis., New York: The Macmillan Company, 1909), 76; John Work and Leslie M. Scott. “John Work’s Journey From Fort Vancouver to Umpqua River, and Return, in 1834,” *The Quarterly of the Oregon Historical Society* 24 no.3 (September 1923) 242.

⁵¹ Gibson, *Farming the Frontier*, 133.

⁵² Abbott, *Portland in Three Centuries*, 14–15.

⁵³ Abbott, *Portland in Three Centuries*, 16; Eugene E. Snyder, *Early Portland: Stumptown Triumphant, Rival Townsites on the Willamette, 1831-1854*, (Portland, OR: Binford and Mort Publishing, 1970), 18–19; Leonard, *Oregon Territory*, 65.

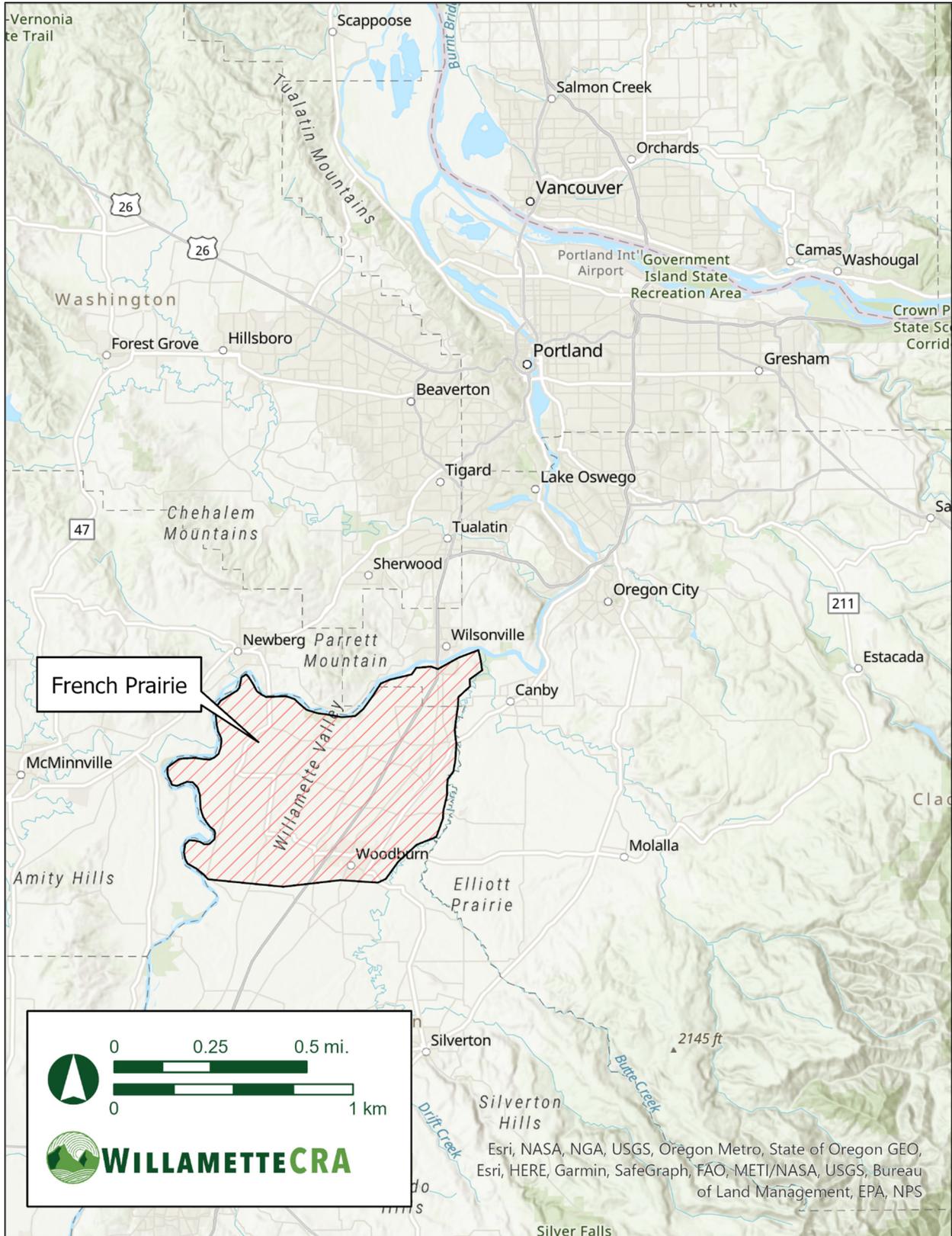


Figure 8. Map depicting the area between the Pudding and Willamette Rivers at French Prairie.

Another promising settlement on the Oregon side of the Columbia sprang up in the Tualatin Valley during the winter of 1840, when a small group of retired fur trappers and their families established farms in the area north of present-day Hillsboro. They were joined in 1841 by a group of Methodist missionaries, who were relocating from missions east of the Cascade Range (Figure 4). The prairies of the Tualatin Valley became a major center for American settlement as immigration to the Oregon Territory accelerated in the 1840s and 1850s.⁵⁴ By 1850, the Tualatin Valley was the most densely settled region within the greater Willamette Valley. The effects of land management efforts by Native people, including prescribed burns, made the region attractive to settlers who found the area ready to farm and proximal to the growing markets of Oregon City and, eventually, Portland.⁵⁵

Settlers made substantial additional modifications to the local environment, converting river valleys, wetlands, and marshes into agricultural fields. They established irrigation systems and drained and filled area wetlands to cultivate dryland crops.⁵⁶ During the first half of the 1840s, while the Tualatin Valley was experiencing a population boom, the site of present-day downtown Portland remained largely void of development. It was referred to as “The Clearing” by those passing by because it was a small, open area surrounded by dense forest. Travelers used the spot as a temporary stopping point and camping site.⁵⁷

Charles Wilkes (1798–1877) of the U.S. Exploring Expedition reported traveling southward up the Willamette River from Fort Vancouver in early June of 1841. He noted briefly visiting the missionary Jason Lee (1803–1845), who was camped with his family along the river, en route to the mission at the Clatsop Plains. Wilkes wrote that the Lee camp was “close to the river, and consisted of two small tents.”⁵⁸ Jesse Applegate (1811–1888), another European American settler, described traveling with his family up the Willamette in 1843 and appears to have camped at “The Clearing”: “[n]o one lived there and the place had no name; there was nothing to show that the place had ever been visited except a small log hut near the river, and a broken

⁵⁴ Robert L. Benson, “The Glittering Plain,” in *Land of Tuality. Vol. 1*, ed. Virginia E. Moore, (Hillsboro, OR: Washington County Historical Society, 1975), 8-9; William A. Bowen, *The Willamette Valley: Migration and Settlement on the Oregon Frontier*, (Seattle: University of Washington Press, 1978), 10; Dorothy O. Johansen and Charles M. Gates, *Empire of the Columbia: A History of the Pacific Northwest*, (New York: Harper and Row Publishers, 1957) 235.

⁵⁵ Camile A. Cope, “Making Lives, Changing a Landscape: An Environmental History of the Tualatin Valley, Washington County, Oregon,” (Master’s thesis, Portland State University, 2012); Norton et.al, *Prehistoric Places*, 73–74.

⁵⁶ Cope, “Making Lives, Changing a Landscape.”

⁵⁷ Abbott, *Portland in Three Centuries*, 16.

⁵⁸ Charles Wilkes, *United States Exploring Expedition during the Years 1838, 1839, 1840, 1841, 1842. Vol. XXIII: Hydrography*, (Philadelphia: C. Sherman, 1861), 92.

mast of a ship leaning against the high bank.”⁵⁹ Applegate and his family camped at the site for a day or two and then continued along upriver.

William Overton (unknown–ca. 1840) settled a claim along the west bank of the Willamette River in 1843 or 1844, at the foot of present-day Southwest Washington Street in Portland.

5 Shortly thereafter, he sold his claim to Asa Lovejoy (1808–1882) and Francis Pettygrove (1812–1887) in 1844.⁶⁰ The history of Overton’s claim and its location at a cleared area along the river is muddied by conflicting accounts through the late-nineteenth and early-twentieth centuries, but it is likely that this was the area previously referred to as “The Clearing.”⁶¹

10 Between 1845 and 1848, settlers surveyed the plat of Portland, and the new community began to grow rapidly. By 1847, approximately 100 people lived in the settlement, but most of them, especially the men, spent only a couple of years at the site, before heading south to take advantage of the 1849 California Gold Rush.⁶² Local newspaper accounts from the period suggested that due to gold fever, approximately two-thirds of able-bodied men had left Oregon, depopulating established townsites and halting the construction of others for a period.⁶³ Within
15 the year, the Oregon townsites, including Portland, had recouped their populations as men moved back to establish land claims and work in the industries that were supporting mining efforts in California: lumber, stock-raising, and agriculture.⁶⁴

Donation Land Claims and the General Land Survey (1850s and 1860s)

20 Fueled by Manifest Destiny and federal policy that supported the Doctrine of Discovery, European American settlers began claiming large tracts of land in Washington and Oregon under legislation like the Donation Land Act of 1850 and the Homestead Act of 1862. The Donation Land Act allowed for white married couples who settled in the west by 1850 to claim up to 640 acres. Single individuals could claim half as much, a total of 320 acres. The legislation stipulated that claimants had to “prove up” or live on and develop the land over a period of four
25 years in order to receive their acreage for free. Under the law, land claims had to be formally surveyed and mapped under the direction of the Commissioner of the General Land Office

⁵⁹ Jesse Applegate, *Recollections of My Boyhood*, (Madison,WI: Press of Review Publishing Company:1914), 57.

⁶⁰ Snyder, *Early Portland*, 30–32.

⁶¹ Jewel Lansing, *Portland: People, Politics, and Power, 1851-2001* (Corvallis, OR: Oregon State University Press, 2003), 6; E. Kimbark MacColl, *Merchants, Money, and Power: The Portland Establishment, 1843-1913* (Georgian Press, 1988), 6; H.W. Scott, ed. *History of Portland Oregon* (Syracuse, NY: D. Mason & Co. Publishers, 1890), 89.

⁶² Abbott, *Portland in Three Centuries*, 20; Snyder, *Early Portland*, 47–53.

⁶³ Snyder, *Early Portland*, 47–48.

⁶⁴ Snyder, *Early Portland*, 51.

(GLO).⁶⁵ The Donation Land Act set the stage for discriminatory property practices, excluding African Americans, Native Hawaiians, and Native Americans from participation, although Métis or biracial Indigenous people could apply. Additionally, white women could not claim lands independently of their husbands.⁶⁶

5 ***GLO Mapping of Hayden Island***

In 1852, surveyors with the GLO formally mapped the extent of Hayden Island, which, at the time, was split into two lobes by a slough (Figure 9). GLO surveyors labeled the landform “Vancouver Island.” On the north side of the Columbia River, the original plat of Vancouver is depicted, as well as the Vancouver Barracks, shown as a 636-acre Military Reserve. This boundary as drawn excludes the final purchase of Fort Vancouver by the U.S. Army from the HBC in 1860. Two wharves are shown on the 1852 map, jutting into the Columbia, one extending south from the plat of Vancouver and the other, from the Army Barracks. A substantial network of formal roadways was present in the Vancouver area by this time, including the Salmon Creek Road, running north-south, and Fourth Plain Boulevard as well as Mill Plain Boulevard running east from the Military Reserve.⁶⁷

Oregon Claimants

By the 1850s, the Oregon shoreline of the Columbia River was substantially less developed than that of Washington, with a few scattered homesteads and agricultural fields at the river’s edge and along the Columbia Bayou (present-day Columbia Slough) to the south (see Figure 10). The area bordering present-day I-5 on the Oregon side of the Columbia would have been part of the Donation Land Claims (DLCs) of George William Force (1819–1898) and Joseph Robinson “J.R.” Switzler (dates unknown).

George and Susan Jane Force (1830–1868) claimed 633 acres under the Donation Land Act, including much of Section 4, and a portion of Sections 3, 9, and 33, in Township 1N, Range 1E. Their claim (Nos. 37 and 39) was officially issued in 1866; however, the family had developed the land years earlier as evidenced in GLO surveyor notes and maps from the 1850s and 1860s.⁶⁸ The GLO surveyor noted that the land was “[I]level. Soil 1st and 2nd rate. Mostly

⁶⁵ William G. Robbins, “Oregon Donation Land Law,” Oregon Encyclopedia, Last modified August 17, 2022, https://www.oregonencyclopedia.org/articles/oregon_donation_land_act/#.Yz82lkzMK3A; Gideon and Company Printers, *Instructions to the Surveyor General of Oregon; Being a Manual for Field Operations* (Washington DC: Gideon and Company Printers, 1851), iii.

⁶⁶ Chris J. Magoc and David Bernstein. *Imperialism and Expansionism in American History: A Social, Political, and Cultural Encyclopedia and Document Collection. Volume I.* (Santa Barbara, CA: ABC-Clio, 2015), 24-25.

⁶⁷ General Land Office (GLO), *Plat of Township No. 1 North, Range No. 1 East, Willamette Meridian*. Microfiche on file. Portland, OR: U.S. Bureau of Land Management, Oregon State Office, 1852.

⁶⁸ Bureau of Land Management (BLM), “General Land Office Records,” 2022. <http://www.glorerecords.blm.gov/search/default.aspx>; L. Cartee, *Field notes of the Subdivisions of township*

inundates by backwater of the Columbia River.”⁶⁹ Surveyors with the GLO recorded the boundaries of Force Lake and the meanders of the Columbia Bayou and other smaller sloughs that crossed the Force’s claim. At the Oregon shoreline, the current Interstate Bridge location would have cut through the Force’s DLC, skirting the historic location of their agricultural field and house.

The 411-acre DLC (No. 38) of Joseph and Mary Switzler encompassed the majority of Section 3 and part of Section 10 in Township 1N, Range 1E. It was formally issued in 1866, several years after the Switzlers had made improvements to the land, including the construction of a house.⁷⁰ The GLO surveyor described the Switzler DLC as, “...level. Soil 1st and 2nd rate; Inundates during the ‘June rise of the Columbia River;’ the river & bayou is skirted with ash & willow.”⁷¹ The surveyor also remarked on a house above the Columbia River and a small trail segment that reportedly connected the bank of the Columbia to a slough, 190 meters south.⁷² The extent of homesteading in the north Portland area was hindered due in part to the topography, which consisted of a series of swales, lakes, and wetland marshes between present-day Marine Drive and the Columbia Slough.

Gay Hayden (1819–1902) and his wife Mary Jane Hayden (1830–1918) claimed 644 acres including portions of Sections 28, 29, 32, 33, and 34, in Township 2N, Range 1E, which were officially issued in 1866, although the couple reportedly settled on the island in 1856.⁷³ Their claim included the land mass of what would be known as Hayden Island (previously Vancouver Island). The Haydens reportedly built a large house on the island and lived there for a time, but there is no mention of such developments in the notes of the GLO surveyors.

one north of range one east of the Willamette meridian in the Territory of Oregon, 1853, Microfiche copy on file, Portland, OR: USDI Bureau of Land Management, Oregon State Office.

⁶⁹ Cartee, *Field notes of the Subdivisions*, 12.

⁷⁰ Bureau of Land Management (BLM), “General Land Office Records, 2022,” <http://www.glorerecords.blm.gov/search/default.aspx>, General Land Office, *Plat of Township No. 1 North, Range No. 1 East, Willamette Meridian*, Microfiche on file. Portland: U.S. Bureau of Land Management, Oregon State Office, 1852.

⁷¹ Cartee, *Field notes of the Subdivisions*, 16.

⁷² Cartee, *Field notes of the Subdivisions*, 15.

⁷³ BLM, “General Land Office Records.”

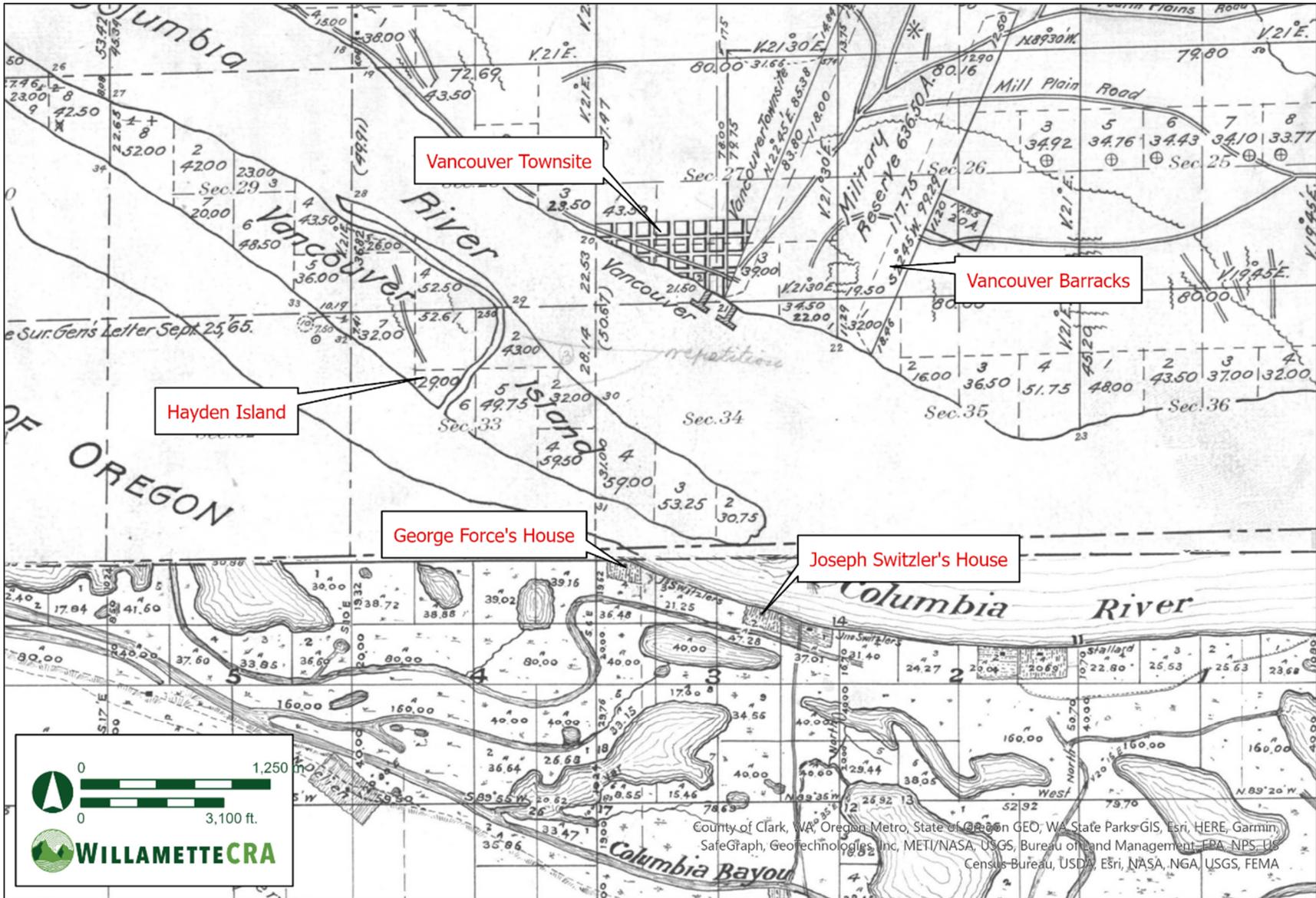
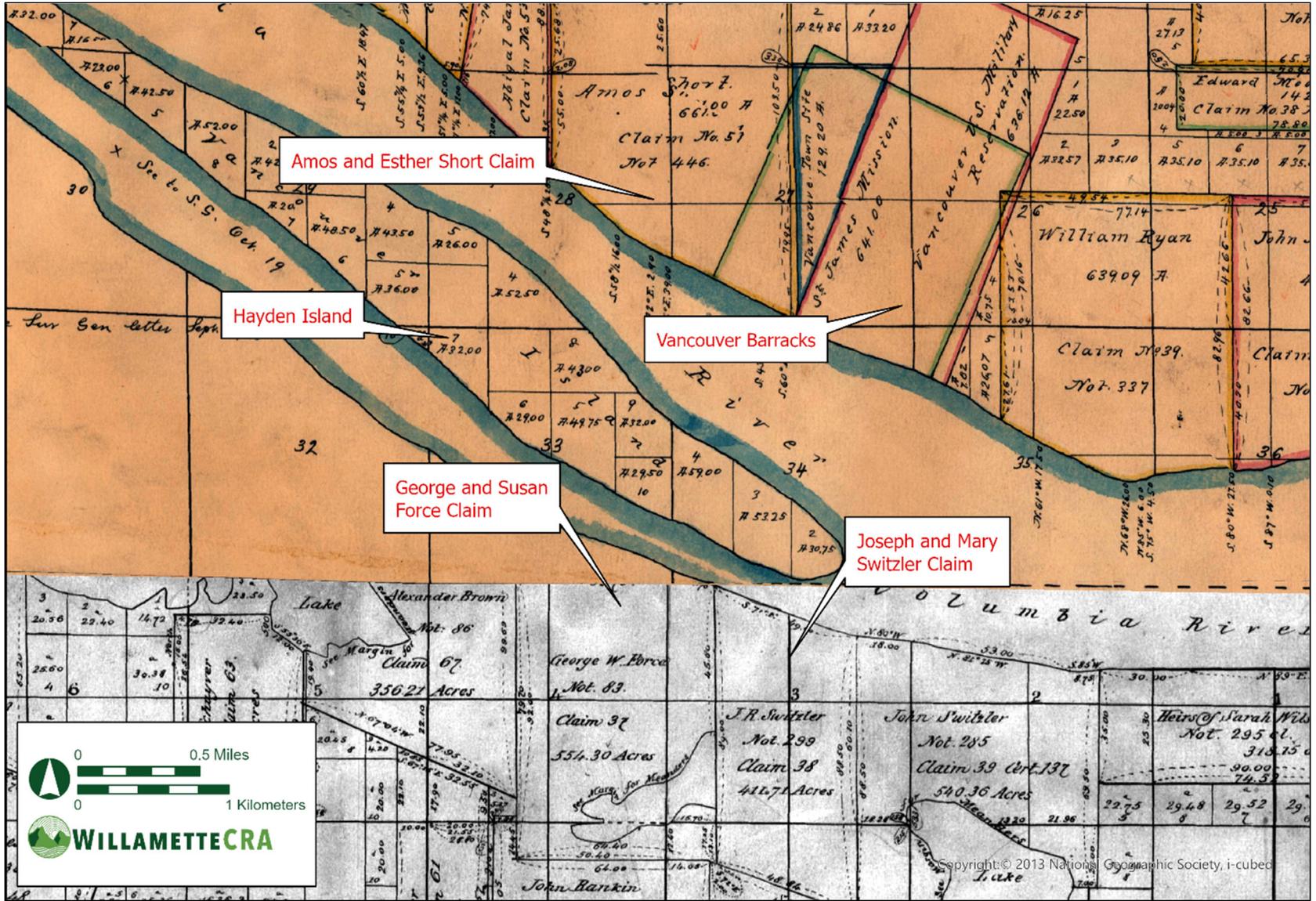


Figure 9. 1852 (Oregon) and 1860 (Washington) GLO maps depicting historic developments.



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Figure 10. GLO Land Claims Map. Top: 1863 map of Township 2 North, Range 1 East. Bottom: 1860 map of Township 1 North, Range 1 East..

Washington Claimants

- The 1860 GLO map of the Washington side of the Columbia River depicts developments including the extension of the Vancouver Townsite. Vancouver (Hayden) Island remained undeveloped).⁷⁴ The present-day Interstate Bridge alignment cuts through Section 27, Township 5 2N, Range 1E across land that was claimed by St. James Catholic Mission and the Vancouver Barracks Military Reserve in 1862. Settler Abel G. Tripp (1811–1875) sold lands in Section 27 to the city to form the Vancouver Townsite in 1844. The eastern half of Section 27 was part of the DLC of Amos and Esther Short who claimed a total of 712 acres.⁷⁵ The Short family was foundational in the development of the City of Vancouver.
- 10 Amos (1810–1853) and Esther Short (1806–1862) settled on their claim near Fort Vancouver in 1845. Their property had been formerly owned by Henry Williamson, who had let the HBC use and take care of the property. At the time, American settlers had typically laid claim to the lands in the Willamette Valley, southwest of Portland.⁷⁶ The Shorts became the first European American settlers in what would become Clark County, much to the chagrin of HBC
- 15 management, who desired to keep American pioneers south of the Columbia River.⁷⁷ Land disputes between the parties followed and the Shorts and HBC became a prominent example of rising tensions between British and American settlers in the northwest.⁷⁸ In 1853, the Shorts were officially granted their claim which is in the present-day area between West Fourth Plain Boulevard and the Columbia River (Figure 10).
- 20 Surveyor’s notes from 1860 refer to numerous residences and businesses within the Short claim, bordering Fort Vancouver and the U.S. Military Reserve. Known as the Vancouver Townsite, this area was already considerably developed with stores, groceries, bakeries, saloons, churches, several houses, and hotels, including one owned and operated by Esther.⁷⁹ Esther Short built her hotel, the Pacific House, which stood at the intersection of Main and 2nd
- 25 Streets, in 1854.⁸⁰ Esther and Amos Short’s claim was later purchased by Gay Hayden.

⁷⁴ General Land Office, *Plat of Township No. 2, Range No. 1 East, Willamette Meridian*. Microfiche on file. Portland: U.S. Bureau of Land Management, Oregon State Office, 1860.

⁷⁵ BLM, “General Land Office Records.”

⁷⁶ Gibson, *Farming the Frontier*, Hyde, *Empire, Nations, and Families*, Hussey, *Champoeg: Place of Transition*.

⁷⁷ Hyde, *Empire, Nations, and Families*, 401, Colleen O’Connor, “Esther Clark Short and her family settle near Fort Vancouver on December 25, 1845,” HistoryLink.org Online Encyclopedia of Washington State History, posted March 19, 2008. <https://www.historylink.org/File/8528>.

⁷⁸ O’Connor, “Esther Clark Short and her family settle.”

⁷⁹ Lewis Van Vleet, *Field notes of the Subdivisions of township two north of range one east of the Willamette meridian in the Territory of Oregon*, 1860, Microfiche copy on file, Portland, OR: USDI Bureau of Land Management, Oregon State Office, 3-5.

⁸⁰ O’Connor, “Esther Clark Short and her family settle.”

Describing the Vancouver Townsite area, another early pioneer Lewis Van Vleet (1826–1910) noted that,

5 The land in the Township is much above the common average, the uplands are good 2nd rate, timbered with Fir, Cedar, Hemlock, Ash, and Maple, the Columbia bottom is prairie with a deep rich and warm soil, and subject to annual inundations in the months of June and July. The land in this Township is nearly all claimed by donation claimants, and several preemption claims are now being taken. (Van Vleet 1860).

10 Van Vleet’s account of the townsite illustrates the degree of settlement that had occurred by 1860.

15 Additionally, few individuals and one couple claimed lands in the current vicinity of the Interstate Bridge north of the Vancouver Townsite and the Vancouver Barracks. These claimants include Attorney William Langford (1835–1893) and Butler (1794–1866) and Matilda Marble (1798–1839), who were the namesakes for Marble Creek (later renamed Burnt Bridge Creek).⁸¹ In 1857, Butler Marble and his son Ansil (1833–1914) built a sawmill at the ford of Burnt Bridge Creek. It is depicted on the 1860 GLO map, along “Marble’s Creek.” To the west, a settlement was established on the Marble claim in the northwestern quadrant of Section 15, in Township 2N, Range 1E. This community was named “Alki.” The land claims in the northern portion of the current project area were made under both the Land Act of 1820 and the Donation Land Act of 20 1850. Additional details on these claims are presented in Table 2. They are not present on the GLO maps from the period.

Table 2. Land Claims Filed North of the Vancouver Townsite and Barracks, within the 2022 I-5 Corridor.

Claimant Name	Claim Type	Total Acreage	Legal Description (within the project boundary)	Date Formally Issued
George T. McConnell	Land Act of 1820	115	23, W ½ of NW ¼, W ½ of SW ¼	1866
William G. Langford	Land Act of 1820	153	22, E ½ of NE ¼, E ½ of SE ¼	1869
Joseph Morin	Land Act of 1820	160	14, SW ¼	1866
Butler and Matilda Marble	Donation Land Act of 1850	320	15, E ½	1865

⁸¹ BLM, “General Land Office Records.”

Crossing the Columbia River

Ferries

The Columbia River was a major obstacle to travel between Portland and Vancouver during the early years of European American settlement. Even though the two cities are only seven miles
5 apart geographically, the all-water route between the two cities on the Columbia and Willamette Rivers is approximately eighteen miles.⁸² Prior to the establishment of commercial ferry enterprises, travelers who wanted to take the most direct route between the two cities used small boats, canoes, or rafts to cross the Columbia River.⁸³ The natural banks along the north shore of the Columbia River provided good landings for small watercraft, but the HBC
10 constructed a wharf on the river to the southwest of Fort Vancouver ca. 1828–1829. This improved watercraft landing provided travelers with direct access to both Fort Vancouver and the trails that connected the HBC trading post with the surrounding territory.⁸⁴ In contrast with the easily accessible landing on the north shore of the Columbia River, travelers had to cross over 1 mile of heavily timbered, marshy terrain to reach watercraft landings on the south shore
15 of the river.⁸⁵

Despite the frequency of floods in the low-lying land situated north of present-day Columbia Slough and south of the Columbia River, several early European American settlers staked their land claims along the south shore of the river. John Switzler (1789–1856), his wife Maria (1809–
1850), and their several children were among the earliest settlers of this area. The Switzler
20 family arrived in Oregon in 1845, and by September 1846 they settled on a one-square-mile claim bounded on the north by the Columbia River, on the east by an imaginary line extending due north from NE 18th Avenue, on the south by the Columbia Slough, and on the west by an imaginary line extending due north from NE Williams Avenue. The Switzler claim included the present-day Portland neighborhoods of East Columbia and Bridgeton and encompassed the
25 western half of the present-day Columbia Edgewater Country Club (Figure 10).⁸⁶

⁸² “Transportation Lines,” *Oregonian* (Portland, OR), January 1, 1895, 6.

⁸³ Wally Marchbank, “End of Interstate Bridge Toll Recalls Early Columbia Ferry Service,” *Oregonian* (Portland, OR), October 24, 1966, 14.

⁸⁴ Richard Covington, *Fort Vancouver and Village*, 1846, colored pencil (?) on paper, 19.5 x 58”, Washington State Historical Society, Tacoma, https://www.washingtonhistory.org/research/collection-item/?search_term=1990.12.1&search_params=search_term%253D1990.12.1&im=83742; Patricia C. Erigero, *Fort Vancouver National Historic Site: Cultural Landscape Report, Volume II* (Vancouver, WA: National Park Service, 1992). Note: the former location of the HBC wharf is buried under the parking lot at 111 SE Columbia Way in Vancouver.

⁸⁵ Marchbank, “End of Interstate Bridge Toll,” 14.

⁸⁶ Eugene Snyder, *We Claimed This Land: Portland’s Pioneer Settlers* (Portland, OR: Binford & Mort Publishing, 1989), 255. Note: according to this reference, John Switzler was born either in 1779 or in 1789.

In 1846, John Switzler became the first European American to establish a ferry service across the Columbia River.⁸⁷ Switzler’s rudimentary ferry was described as a “rowboat-scow combination with a mast and a sail,” which he used to run an “almost regular service” between Vancouver and his land claim.⁸⁸ According to early maps of the area, the Switzler ferry landing was located adjacent to the family homestead on the south shore of the Columbia River near the present-day intersection of NE 3rd Avenue and NE Bridgeton Road.⁸⁹

Not long after granting Switzler’s ferry license, the Multnomah County commissioners licensed Lewis Love (1818–1903) to operate a ferry across Columbia Slough.⁹⁰ The Columbia Slough cut across Love’s land claim, located to the southwest of John Switzler’s land claim.⁹¹ The nine members of the Love family emigrated to the Oregon Territory in 1849. Lewis and Nancy Love (1820–1892) established their DLC in August 1850. Their 635.78-acre claim was situated within the area bounded on the north by Columbia Slough, on the east by NE 8th Avenue, on the south by North Bryant Street, and on the west by I-5 (Figure 11).⁹² Lewis Love’s ferry made a shorter trip than John Switzler’s ferry and initially, he charged five cents for a foot passenger and twenty-five cents for a wagon and team. However, given the strategic location of Love’s ferry along the rough road between Portland and Switzler’s ferry landing, Love quickly asked the county commissioners to double his toll rates.⁹³

Switzler did not maintain his ferry monopoly for long. In 1850 Clark County commissioners granted Forbes Barclay (1812–1873) a license to operate a ferry across the Columbia River for one year. Barclay reportedly docked his ferry on the north shore of the river at “what is called the Upper Landing, at the Indian Village.” The commissioners also stipulated that Barclay operate his ferry during daylight hours only.⁹⁴ In addition to the “Upper Landing” used by Barclay, another watercraft landing was also established about 1854 by Esther Short, one of the early European American settlers in Vancouver. She allowed ferries to land at the southeast

⁸⁷ “Clackamas County Court,” *Oregon Spectator* (Oregon City, OR), October 15, 1846, 2; Snyder, *We Claimed This Land*, 254.

⁸⁸ Marchbank, “End of Interstate Bridge Toll,” 14.

⁸⁹ “Plat of Township No. 1 N, Range No. 1 E, Willamette Meridian,” U.S. Bureau of Land Management, General Land Office, February 5, 1852, accessed October 31, 2022, https://glorerecords.blm.gov/details/survey/default.aspx?dm_id=350664&sid=cw3205mf.aj#surveyDetailsTabIndex=1.

⁹⁰ Marchbank, “End of Interstate Bridge Toll,” 14; Snyder, *We Claimed This Land*, 161-164.

⁹¹ “sail.multco.us,” Multnomah County SAIL – Survey and Assessor Image Locator, accessed October 31, 2022, <https://www3.multco.us/H5V/?viewer=surveysail>.

⁹² Snyder, *We Claimed This Land*, 161-164; and Multnomah County SAIL website.

⁹³ Marchbank, “End of Interstate Bridge Toll,” 14.

⁹⁴ B. F. Alley and J. P. Munro Fraser, *History of Clarke County, Washington Territory* (Portland, OR: House of A. G. Walling, 1885), 282.

corner of her land claim where present-day Washington Street (originally B Street) met the Columbia River (Figure 11).⁹⁵

John Switzler continued to operate his ferry for several years, despite the competition on the Columbia River route. He eventually passed it to one of his sons, who obtained, in 1855, a license from the Multnomah County commissioners to operate the ferry and charge tolls to carry passengers across the river: basic tolls were fifty cents for a foot passenger and two dollars for a wagon and team.⁹⁶ John Switzler died in 1856, and the Switzler family eventually relinquished their ferry right.⁹⁷

In addition to Switzler, there were several other ferry operators during the late 1850s and early 1860s, though precise records of other ferries during these years are either scarce or completely missing. During this same period, the Clark County commissioners reportedly granted twelve ferry franchises in a single year, and ferry permits were routinely granted, changed, revoked, and reinstated, often without adequate recordkeeping.⁹⁸ Despite the lack of definitive records, some names of ferry operators during this time period are known: in 1863, the Washington territorial legislature granted William James Van Schuyver (1835–1909) a franchise to operate a ferry across the Columbia River at Vancouver; in 1865, Austin Quigly (or Quigley) reportedly conducted a ferry service across the river between Vancouver and the Oregon side of the river.⁹⁹

Ferry service across the Columbia River between Vancouver and Oregon remained sporadic from the mid-1860s into the early 1870s. The first definitive step toward regularly scheduled ferry service across the Columbia River occurred in April 1872, when Captain Joseph Knott (ca. 1809–1884) applied for a license to operate a ferry between Vancouver and the Oregon side of the river.¹⁰⁰

⁹⁵ Pat Jollota, “Vancouver – Thumbnail History,” HistoryLink.org Online Encyclopedia of Washington State History, posted August 7, 2009, <https://historylink.org/File/9101>.

⁹⁶ Marchbank, “End of Interstate Bridge Toll,” 14.

⁹⁷ Marchbank, “End of Interstate Bridge Toll,” 14.

⁹⁸ “Transportation Problem in Pioneer Days, Partly Was Solved By Many Ferries Operated Across Streams,” *Columbian* (Vancouver, WA), December 3, 1932, 1. Note: unfortunately, this article does not specify the year that the twelve permits were granted.

⁹⁹ “List of Acts,” *Washington Standard* (Olympia, WA), February 21, 1863, 2; Joseph Gaston, *Portland, Oregon, Its History and Builders: In Connection with the Antecedent Explorations, Discoveries, and Movements of the Pioneers that Selected the Site for the Great City of the Pacific* (United States: S.J. Clarke Publishing Company, 1911), 156, 159; “Forbes Barclay’s Ferry On Columbia Was Forerunner Of Bridge Here; Started in 1850,” *Columbian* (Vancouver, WA), July 31, 1953, 61. Note: despite extensive research, the exact identity of Austin Quigly (or Quigley) is unknown, as are his birth and death dates.

¹⁰⁰ “The Territories,” *Weekly Oregon Statesman* (Salem, OR), April 3, 1872, 2; “Local Items,” *Oregon Sentinel* (Jacksonville, OR), July 19, 1884, 3.

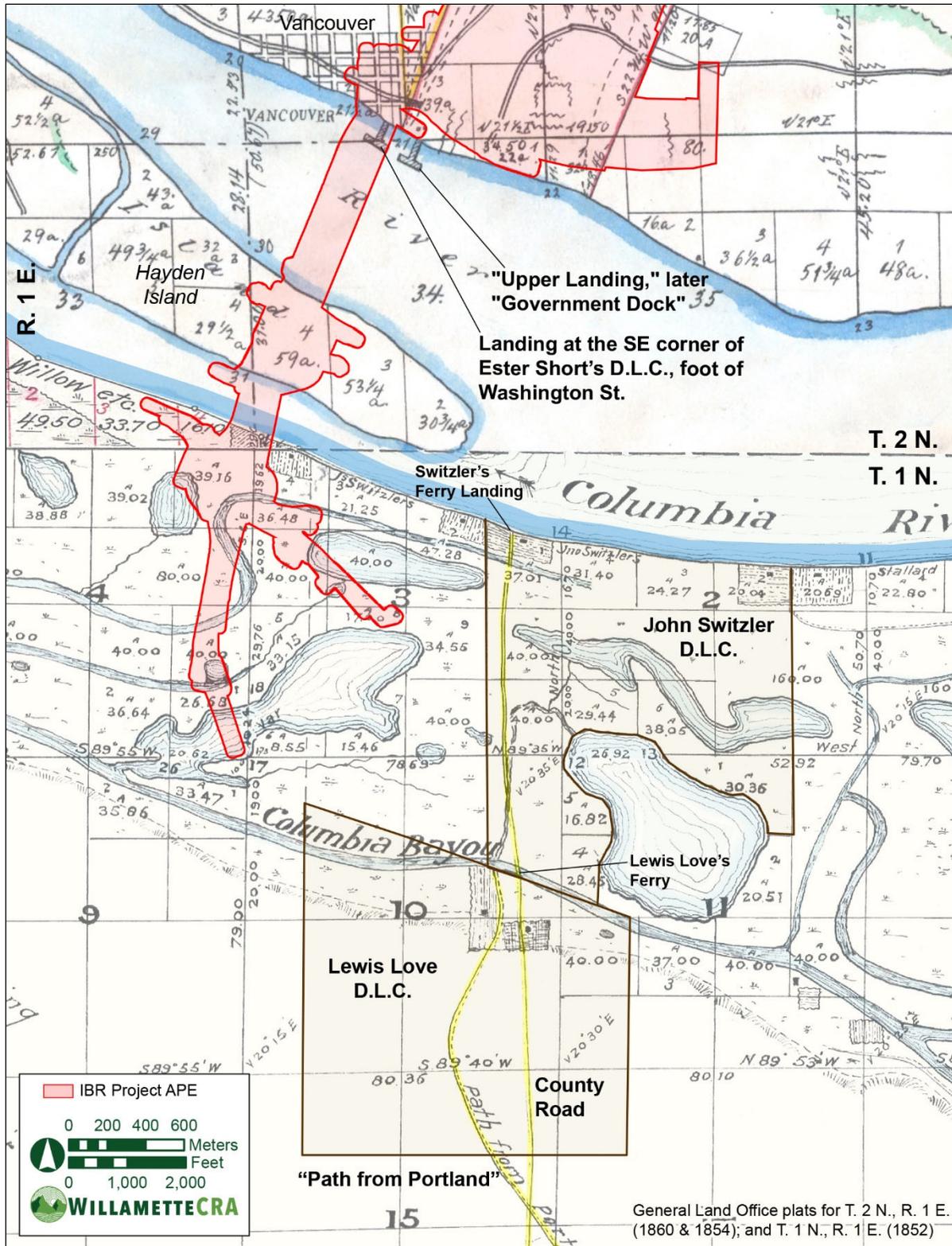


Figure 11. 1852 GLO map for Township 1 North, Range 1 East, Willamette Meridian and 1860 GLO map for Township 2 North, Range 1 East, Willamette Meridian. The Switzler and Love DLCs are indicated on the map, along with ferry landings on the Columbia River and early roads on the Oregon side of the river.

5

Clark County commissioners granted his license in May 1872. At that same time, Captain Knott also purchased the Alta House in Vancouver, which was formerly owned by Esther Short (her second hotel, after Pacific House) and one of the earliest hotels in that city.¹⁰¹ The Alta House was also conveniently located near the ferry landing at the foot of present-day Washington Street.

In 1875, Captain Knott placed a steam ferryboat in service across the Columbia River. He initially used the ferryboat *Salem No. 2* on the route, but later sold the *Salem No. 2* and placed another steam ferryboat, the *Eliza Ladd* (also known as the *Lizzie Ladd*) in service across the river. Each of Captain Knott's ferryboats reportedly used the "government dock" at the Vancouver Barracks and not the landing at the foot of present-day Washington Street.¹⁰² The *Eliza Ladd* ran hourly between 7:00 a.m. and 6:00 p.m., and a two-horse wagon carried passengers between the landing on the Oregon shore and Portland.¹⁰³

Even after Captain Knott introduced steam ferryboat service, a competitor named either Charles Augustus or Charley Dustus began operating a fifteen-passenger sailboat across the Columbia River between Vancouver and Switzler's Landing in 1876.¹⁰⁴ However, steam power ultimately prevailed over wind power, and in July 1878 Captain Knott and William H. Foster (1845–1917) placed the steam ferryboat *Red Jacket* on the run between Vancouver and the Oregon shoreline. In September 1878, Multnomah County granted a ferry license to William Stevens (1817–1901), who began running the steam ferryboat *Salem No. 2* (formerly owned by Captain Knott) in competition with the *Red Jacket*.¹⁰⁵ Less than one week after Stevens received his ferry license, the *Salem No. 2* sank at her moorage in Vancouver under mysterious circumstances. The *Salem No. 2* was eventually refloated and taken back to Portland, where the unlucky ferryboat sank once again in December 1878.¹⁰⁶

In May 1879, William H. Foster and Edwin A. Willis (1833–1915) received a franchise to operate a ferry between Vancouver and Switzler's Landing.¹⁰⁷ Foster and Willis built a new wharf and

¹⁰¹ "The Territories," *Oregonian* (Portland, OR), May 20, 1872, 2.

¹⁰² "City: Columbia River Ferry," *Oregonian* (Portland, OR), July 19, 1875, 3; "Local: Road and Ferry," *Vancouver Independent* (Vancouver, WA), September 11, 1875, 3.

¹⁰³ Marchbank, "End of Interstate Bridge Toll," 14.

¹⁰⁴ "Brevities," *Vancouver Independent* (Vancouver, WA), April 15, 1876, 5; "Notice," *Vancouver Independent* (Vancouver, WA), September 23, 1876, 5. Note: despite extensive research, the exact identity of Charles Augustus or Charley Dustus is unknown, as are his birth and death dates.

¹⁰⁵ "Local: Ferry," *Vancouver Independent* (Vancouver, WA), November 15, 1877, 5; "Local: Ferry," *Vancouver Independent* (Vancouver, WA), July 18, 1878, 5; "Ferry Notice," *Vancouver Independent* (Vancouver, WA), August 22, 1878, 4; "_,," *Vancouver Independent* (Vancouver, WA), September 12, 1878, 4.

¹⁰⁶ "Local: Ferry-Boat Sunk," *Vancouver Independent* (Vancouver, WA), September 19, 1878, 4; "Brief Mention: Ferry Scuttled," *Vancouver Independent* (Vancouver, WA), September 26, 1878, 5; "Brief Mention," *Vancouver Independent* (Vancouver, WA), December 12, 1878, 5.

¹⁰⁷ "Brief Mention," *Vancouver Independent* (Vancouver, WA), April 17, 1879, 5; Alley and Fraser, *History of Clarke County*, 290.

slip at the Vancouver landing, and in July 1879 the new steam ferryboat *Veto* was placed on the route.¹⁰⁸ In August 1880, Multnomah County granted a five-year ferry license to the Vancouver Ferry Company, and in October 1880 the steam ferryboat *Veto No. 2* began regular hourly trips between Vancouver and the Oregon shore.¹⁰⁹

5 Even with the gradual improvements in the power of the vessels and frequency of service across the Columbia River, operation of the ferryboats was at the mercy of the weather. River flooding during the spring and summer months often caused long disruptions in regular ferry service across the Columbia River. One notable example occurred in the spring of 1881, when flooding on the Columbia River covered the road connecting Switzler’s Landing with East
10 Portland, and the ferryboat *Veto No. 2* did not start regular service until July.¹¹⁰ Ferry service was also usually suspended during the winter months. The ferryboat *Veto No. 2* stopped service in early November 1881 and did not resume her regular schedule until late June 1882.¹¹¹

In July 1882, the Multnomah Railway Company was incorporated. Backed by capitalists from the eastern United States, the company planned to build a railroad from East Portland to the
15 Columbia River—laying track through Albina and north to the lowlands along the Columbia River on a trestle—and operate a ferry from there to Vancouver, making the river crossing accessible even when the lowlands flooded in spring.¹¹² Ultimately, the Multnomah Railway Company did not build any track or the planned trestle, and the company eventually failed.¹¹³ However, available records suggest that the company briefly operated a ferry across the
20 Columbia River in the spring and summer of 1883.¹¹⁴

In April 1888, Frank Dekum (1829–1894), Richard L. Durham (1850–1916), and John B. David (1841-1908) of the Oregon Land and Investment Company incorporated the Portland and Vancouver Railroad (PVRP).¹¹⁵ In June 1888, the PVRP purchased the property of the Multnomah Railway Company, including the Columbia River ferry franchise, right-of-way,
25 riparian rights, and also the steam ferryboat *Albina No. 2*. Contracts for clearing and grading the

¹⁰⁸ “City: Vancouver Ferry,” *Oregonian* (Portland, OR), March 14, 1879, 3; “Brief Mention: The New Ferry,” *Vancouver Independent* (Vancouver, WA), July 10, 1879, 5; “Brief Mention: Ferry Landing,” *Vancouver Independent* (Vancouver, WA), August 21, 1879, 5.

¹⁰⁹ “Brief Mention,” *Vancouver Independent* (Vancouver, WA), August 12, 1880, 5; “Brief Mention: The Ferry,” *Vancouver Independent* (Vancouver, WA), October 21, 1880, 5.

¹¹⁰ “Brief Mention,” *Vancouver Independent* (Vancouver, WA), June 30, 1881, 5.

¹¹¹ “Brief Mention,” *Vancouver Independent* (Vancouver, WA), November 10, 1881, 5; “Brief Mention,” *Vancouver Independent* (Vancouver, WA), June 8, 1882, 5.

¹¹² John Labbe, *Fares, Please! Those Portland Trolley Years* (Caldwell, ID: The Caxton Printers, Ltd., 1980), 33; “Brief Mention: Railroad to Vancouver,” *Vancouver Independent* (Vancouver, WA), July 6, 1882, 5; “Brief Mention: New Ferry Landing,” *Vancouver Independent* (Vancouver, WA), August 31, 1882, 5; “Portland and Vancouver,” *Vancouver Independent* (Vancouver, WA), November 23, 1882, 5.

¹¹³ Labbe, *Fares, Please!*, 33.

¹¹⁴ “Vancouver Ferry,” *Vancouver Independent* (Vancouver, WA), March 15, 1883, 5; “The Ferry,” *Vancouver Independent* (Vancouver, WA), March 22, 1883, 5.

¹¹⁵ Labbe, *Fares, Please!*, 45.

railroad line were awarded to the Portland Macadamizing and Paving Company, and the firm of Paquet and Smith won the contract for constructing bridges and trestles.¹¹⁶ The PVRR narrow-gauge railroad originated one block east of the Stark Street ferry landing in East Portland. According to present-day references, it then ran north along SE Water Avenue to SE Oak Street, then east to SE 3rd Avenue to NE Couch Street, and then east to NE Martin Luther King Jr Boulevard (formerly Union Avenue). The PVRR then ran due north along present-day NE Martin Luther King Jr Boulevard and through Albina to NE Rosa Parks Way, where the line turned and headed northeast to NE Dekum Street, where it turned north again and ran along NE 8th Avenue. North of present-day NE Columbia Boulevard, the railroad line ran on approximately 8,000 feet of trestle until it reached the ferry landing on the Columbia River.¹¹⁷ The PVRR ferry landing was located approximately 0.40-mile north of Switzler’s Landing in what is now the Columbia River Yacht Club moorage on Tomahawk Island (Figure 12).¹¹⁸

In general, the PVRR rail and ferry service provided faster, easier, and more reliable transportation between Vancouver and Portland. Scheduled trains ran on the PVRR line every hour, and in early 1889 the one-way fare was twenty-five cents, which included the ferry passage over the Columbia River.¹¹⁹ The PVRR trains were steam-powered and featured passenger coaches constructed by the Pullman Palace Car Company of Chicago. The company also purchased a parlor car, the *Lady Maude*, which was reserved for the use of women only.¹²⁰ After its completion, the PVRR line was touted as a potential driver of development in East Portland and Albina.¹²¹ By 1892, the areas along the PVRR line were rapidly developing, and the regular rail service was an attractive amenity for people moving to the area.

In addition to a general improvement in passenger accommodations, the PVRR also made improvements to its ferry landings and other infrastructure. In October 1891, the company lengthened its landing at Vancouver and installed wood planking on the incline. The company also built a small waiting room for passengers adjacent to the improved landing.¹²² Not all of the improvements were voluntary, however. The section of PVRR trestle that extended into the Columbia River acted as a jetty and changed the flow of the river. By the summer of 1892 large amounts of sand and other waterborne debris had collected along the trestle piling, and the PVRR had to extend the landing slip by 500 feet so that the ferry could land on the Oregon side of the river.¹²³ Not long after the PVRR extended their landing, the federal government paid for the construction of a revetment between the northeast tip of Hayden Island and a point on the

¹¹⁶ “The Vancouver Railroad,” *Oregonian* (Portland, OR), June 14, 1888, 8.

¹¹⁷ Labbe, *Fares, Please!*, 45; “The Second City of Oregon,” *West Shore* (Portland, OR), November 1888, 607.

¹¹⁸ Labbe, *Fares, Please!*, 45.

¹¹⁹ “Vancouver on the Columbia,” *West Shore* (Portland, OR), February 1889, 63.

¹²⁰ Labbe, *Fares, Please!*, 46–47.

¹²¹ “A Year of Prosperity,” *West Shore* (Portland, OR), December 1888, 651.

¹²² Carl Landerholm, *Vancouver Area Chronology: 1784 – 1958*, (Vancouver, WA: Self-published, 1960).

¹²³ “Vancouver Happenings,” *Oregonian* (Portland, OR), September 13, 1892, 4.

Oregon shore to the west of the PVRR trestle. The stated goal of the revetment was to block the Columbia River flow to the south of Hayden Island and clear the main channel to the north of the island.¹²⁴ A comparison of the 1852 General Land Office map and the 1888 and 1904 United States Coast and Geodetic Survey nautical charts for this area vividly illustrates the
5 unintentional changes along the south shore of the Columbia River caused by the construction of the PVRR trestle in 1888 (Figure 13).¹²⁵

In June 1893 the PVRR line from East Portland to their landing on the Columbia River was electrified, and new electric motorcars were put in service.¹²⁶ In August 1893, the PVRR put the new steam ferryboat *Vancouver* in service.¹²⁷ In September 1893 the PVRR trestle and ferry
10 landing on the Oregon side of the river had to be extended once again to avoid additional sand and debris that had collected during the previous year. At the same time, newspaper reports indicated that the federally funded revetment was causing the east end of Hayden Island to wash away and that a longer structure would have to be constructed to protect what remained of the island.¹²⁸ In late spring and summer 1894, the Columbia River flooded and destroyed a
15 500-foot-long section of the PVRR trestle over the bottomlands south of the river.¹²⁹ The trestle was rebuilt and train service was restored by August 1894.¹³⁰ The revetment was reconstructed several times between 1894 and 1899, and by 1902 it extended across the eastern tip of Hayden Island. By the time it was completed in the early 1900s, the project became known in the press as the Hayden Island Dike.¹³¹ By 1904, sand dunes piled up along the eastern edge of
20 the dike, and willow and cottonwood trees covered the newly created land at the east end of Hayden Island (Figure 13).¹³²

¹²⁴ “Improving the Vancouver Harbor,” *Oregonian* (Portland, OR), October 9, 1892, 2.

¹²⁵ “Plat of Township No. 1 N, Range No. 1 E, Willamette Meridian,” U.S. Bureau of Land Management, General Land Office, February 5, 1852, accessed October 31, 2022, https://glorerecords.blm.gov/details/survey/default.aspx?dm_id=350664&sid=cw3205mf.ajm#surveyDetailsTabIndex=1; “Navigation Chart of Columbia River, Sheet 6, from Fales Landing to Portland,” U.S. Department of Commerce and Labor, Coast and Geodetic Survey, May 1888, accessed October 31, 2022, <https://www.historicalcharts.noaa.gov/image.php?filename=P-2007-5-1888>; “Navigation Chart of Columbia River, Sheet 6, from Fales Landing to Portland, June 1904, accessed October 31, 2022, <https://www.historicalcharts.noaa.gov/image.php?filename=FLP>.

¹²⁶ “East Side Affairs: The Road Is Electrified,” *Oregonian* (Portland, OR), June 25, 1893, 16.

¹²⁷ “The Vancouver,” *Vancouver Weekly Columbian* (Vancouver, WA), August 18, 1893, 5.

¹²⁸ “River Notes,” *Vancouver Weekly Columbian* (Vancouver, WA), September 8, 1893, 8; “River Notes,” *Vancouver Weekly Columbian* (Vancouver, WA), September 29, 1893, 8; “River Notes,” *Vancouver Weekly Columbian* (Vancouver, WA), November 3, 1893, 8.

¹²⁹ “_,” *Vancouver Weekly Columbian* (Vancouver, WA), June 8, 1894, 5.

¹³⁰ “Effects of the Flood,” *Vancouver Weekly Columbian* (Vancouver, WA), August 10, 1894, 4.

¹³¹ “Northern Suburb,” *Oregonian* (Portland, OR), January 2, 1893, 12; “Vancouver Channel,” *Oregonian* (Portland, OR), December 19, 1896, 4; “Nearly Completed,” *Oregonian* (Portland, OR), April 4, 1898, 10; “Hayden Island Dike,” *Oregonian* (Portland, OR), December 20, 1898, 5.

“City News In Brief: Dike Completed,” *Oregonian* (Portland, OR), May 8, 1899, 5.

¹³² “Shaw Island Sold,” *Oregonian* (Portland, OR), October 16, 1904, 16.

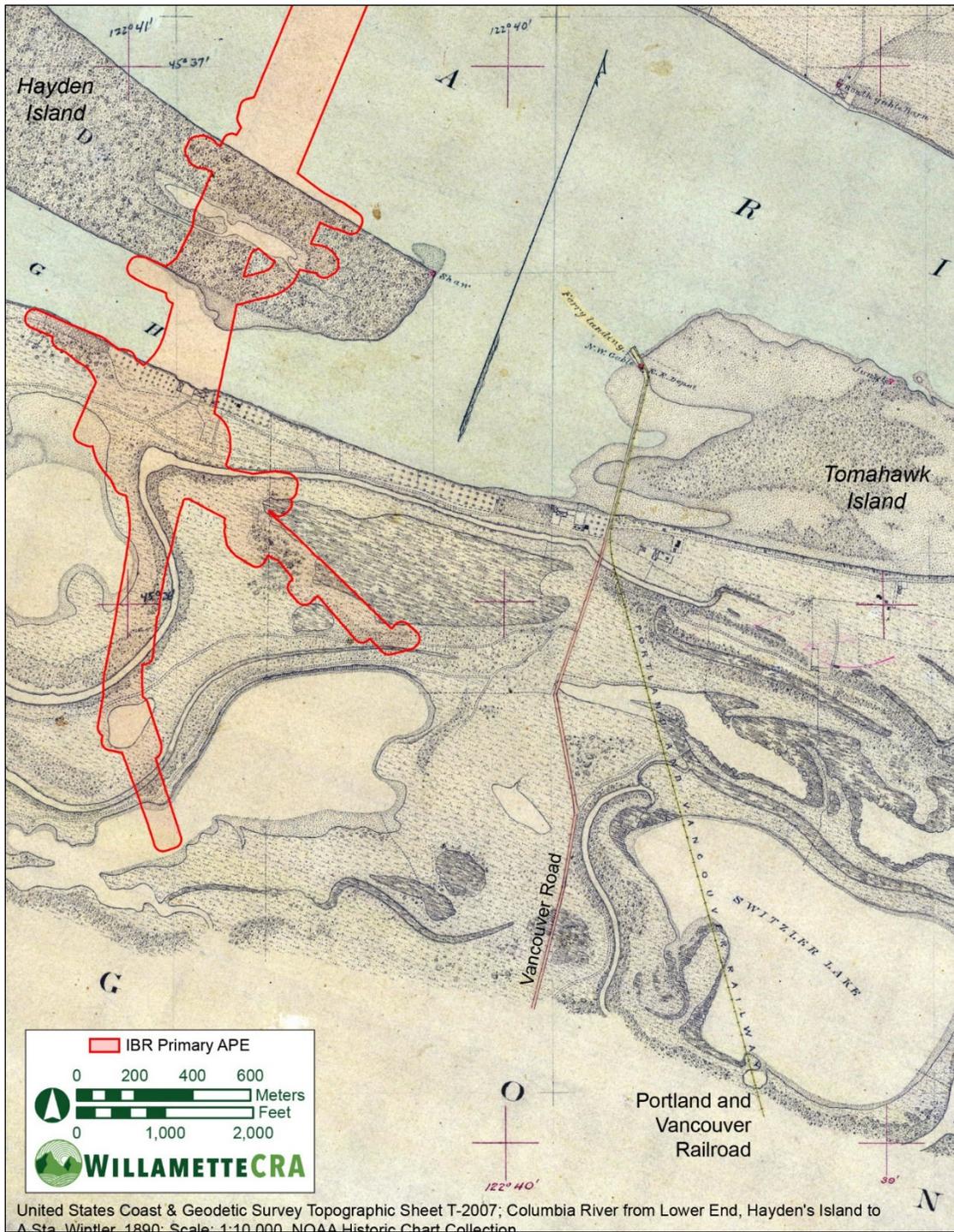


Figure 12. 1890 U.S. Coast and Geodetic Survey Topographic sheet, with the route of the Portland and Vancouver Railroad highlighted in yellow and Vancouver Road highlighted in red.

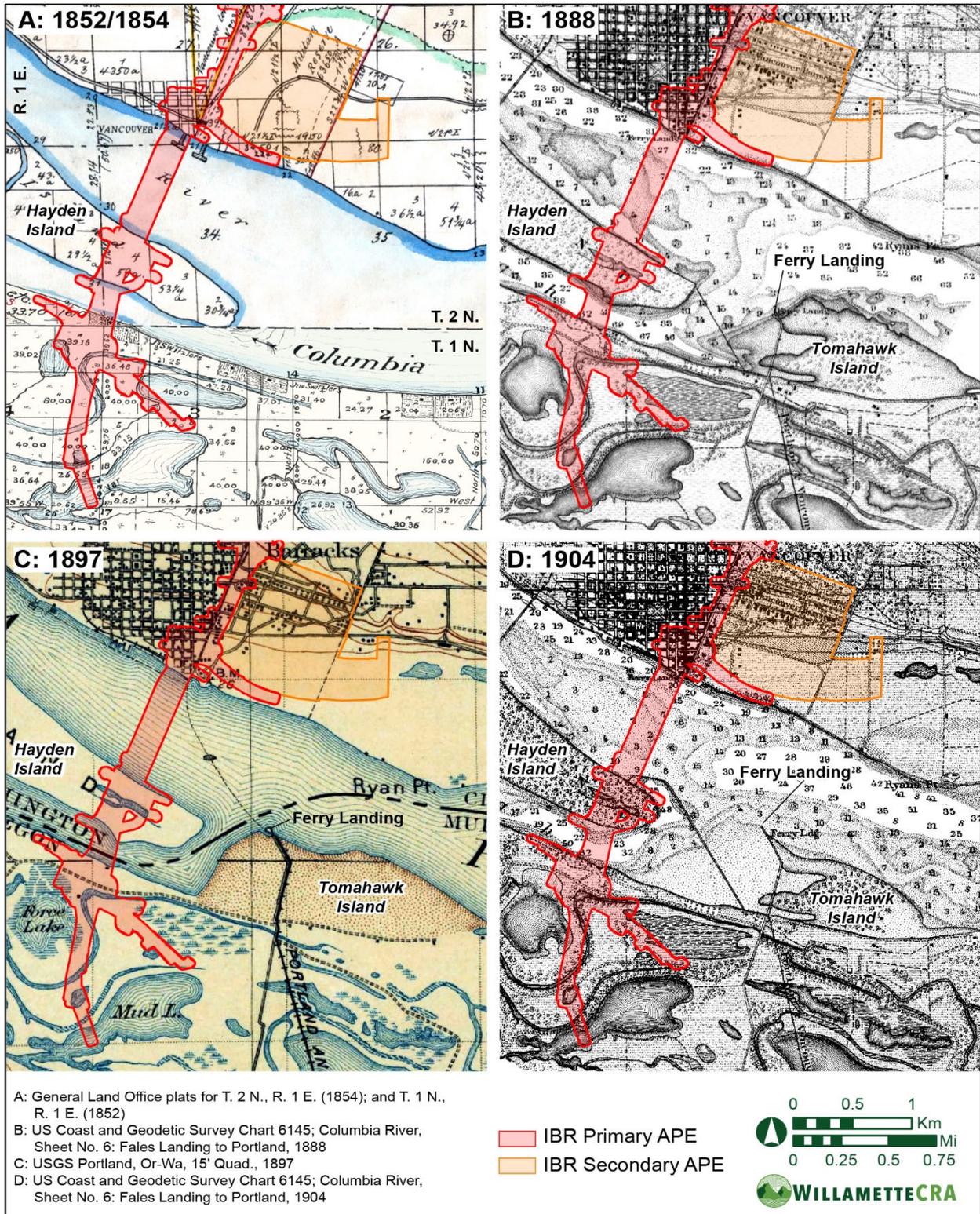


Figure 13. Top left: 1852/1854 GLO map; top right: 1888 U.S. Coast and Geodetic Survey nautical chart; lower left: 1897 U.S. Geological Survey topographical map; lower right: 1904 U.S. Coast and Geodetic Survey nautical chart. These maps illustrate the alteration of Hayden Island and the creation of Tomahawk Island.

By the early 1900s, the various revetments, landings, and trestles on the south shore of the Columbia River created shoals and shallow water that hindered the operation of the ferry. However, it took several years to address this serious problem. In October 1904, the PVRP rail line was folded into the newly incorporated Portland Railway Light and Power Company, which announced plans to rebuild the old PVRP trestle and relocate the ferry landing on the Oregon side of the Columbia River.¹³³ The new trestle opened in July 1906 and terminated at the new ferry landing, which was located on the north shore of Hayden Island.¹³⁴ This ferry landing was located between present-day I-5 and North Hayden Island Drive (Figure 14).

In April 1909, the new steam ferryboat *City of Vancouver* (later nicknamed “Old Dobbin”) began crossing the Columbia River between Vancouver and Hayden Island.¹³⁵ The new steam ferryboat replaced the steam ferryboat *Vancouver*, which had been in service since 1893 and carried an estimated sixteen million passengers over her 16-year-long career. The new ferryboat could carry up to 2,500 passengers in two cabins, plus vehicles on the open deck.¹³⁶ The *City of Vancouver* remained in service until the Interstate Bridge opened on February 14, 1917. On that same day, the *City of Vancouver* left Vancouver for the last time, though her departure was overshadowed by the celebration of the bridge opening.¹³⁷ Other than a banquet for her crew aboard the vessel, there was relatively little fanfare to mark the end of seventy-one years of ferry service on the Columbia River between Vancouver and Portland.¹³⁸ Once the Interstate Bridge was open, travelers could easily cross over the once formidable Columbia River by horse-drawn wagon, motor vehicle, and streetcar, and the ferryboat era was quickly forgotten.

¹³³ “The Last Step Is Taken,” *Oregonian* (Portland, OR), October 19, 1904, 11. ; “To Rebuild Long Railway Trestle,” *Vancouver Weekly Columbian* (Vancouver, WA), December 29, 1904, 4.

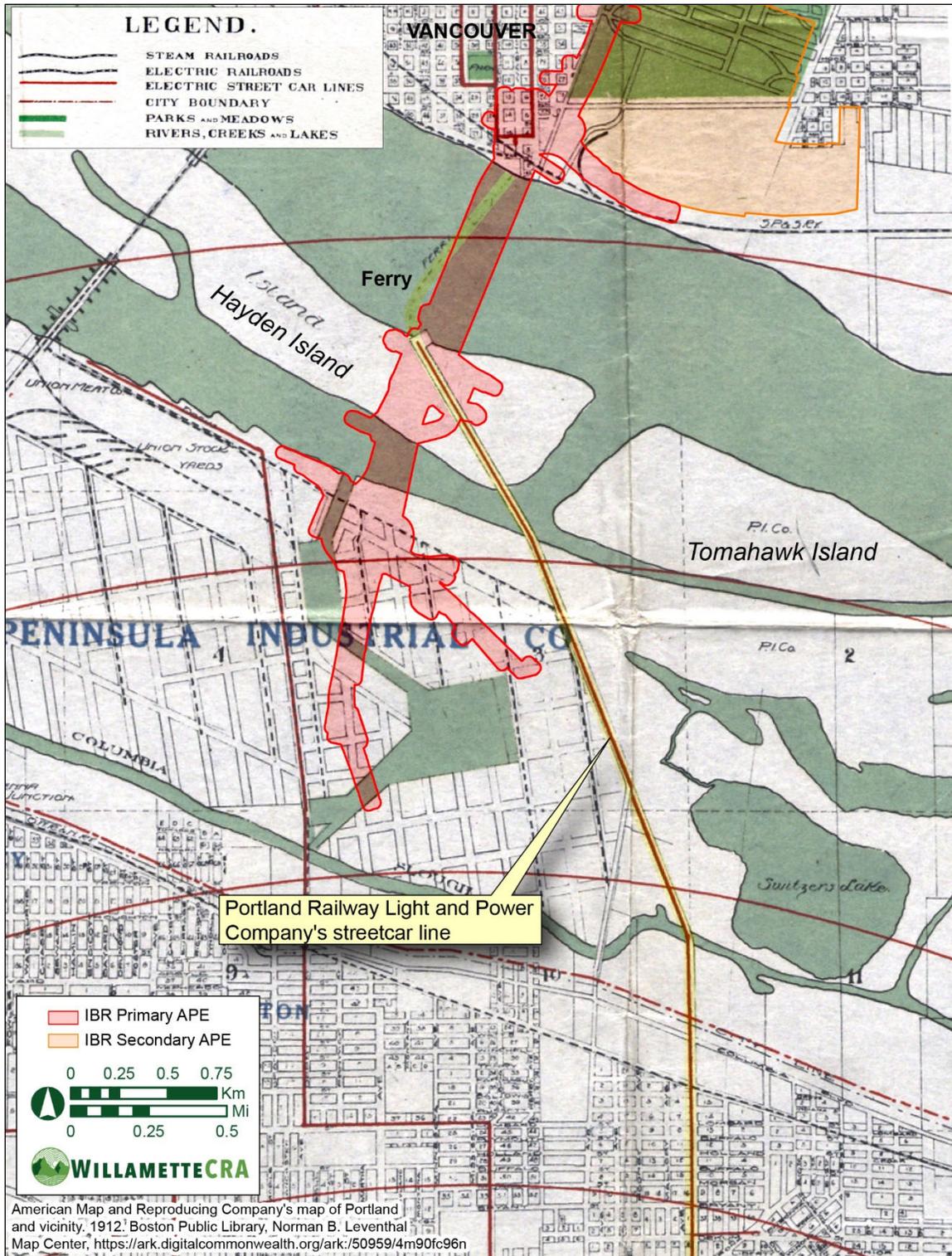
¹³⁴ “New Trestle Open,” *Vancouver Weekly Columbian* (Vancouver, WA), July 5, 1906, 1.

¹³⁵ “Old Ferry Goes to Sound,” *Oregonian* (Portland, OR), June 10, 1917, 4.

¹³⁶ “New Ferry On First Trip,” *Oregonian* (Portland, OR), April 30, 1909, 18.

¹³⁷ “Vancouver Ferry Quits Run Today,” *Oregonian* (Portland, OR), February 14, 1917, 8.

¹³⁸ “Banquet on Board of City of Vancouver,” *Columbian* (Vancouver, WA), February 15, 1917, 4; “Vancouver Ferry Quits Run Today,” *Oregonian* (Portland, OR), February 14, 1917, 8.



5 Figure 14. American Map and Reproducing Company's Map of Portland and Vicinity, 1912. The route of the Portland Railway Light and Power Company's streetcar line to Hayden Island is indicated on this map by the diagonal red line. The streetcar line terminated at the ferry landing on the north shore of Hayden Island. Tomahawk Island is to the east of the streetcar line.

Early Roads in Portland and Multnomah County

Travel During the Oregon Territorial Period

The first overland roads in the Oregon territory typically followed the trails created by the Native Peoples who inhabited the region prior to the arrival of European Americans.¹³⁹ The region surrounding what eventually became known as Portland was one of the most densely populated areas along the Pacific Coast. Lewis and Clark noted many Native Peoples living along the Columbia and Willamette Rivers during their expedition.¹⁴⁰ However, as the nineteenth century progressed and increasing numbers of European Americans arrived in the Pacific Northwest, the Native population was decimated by epidemics of diseases brought to the region by European American explorers and settlers. The exact number of Native deaths is unknown, but it is estimated that approximately 90 percent of Oregon’s Native population died between about 1780 and 1850 due to disease epidemics. Another outbreak of smallpox swept through the Native population in 1853 and by the late 1850s, many of those who remained were forcibly removed to reservations.¹⁴¹

The early 1840s brought a flood of European American settlers to the region. Later called the “Great Emigration of 1843,” approximately 700 to 1,000 emigrants left Elm Grove, Missouri in May 1843 and traveled more than 2,000 miles overland to the Willamette Valley. The following year, slightly fewer emigrants traveled over the route, which quickly became known as the Oregon Trail. Almost 3,000 people traveled the Oregon Trail in 1845, and European Americans continued to flow into the largely depopulated landscape along the Columbia and Willamette Rivers.¹⁴²

A major obstacle along the Oregon Trail inspired the construction of the first rudimentary road in the Oregon Territory. Once emigrants reached The Dalles on the Columbia River, wagons had to be rafted down the river to avoid traveling overland through the Cascades. In the winter of 1845, Samuel Barlow asked the Oregon territorial provisional government for a road charter and in 1846, Barlow opened the crude road he had constructed along a Native trail over the south shoulder of Mount Hood. Barlow and his business partner briefly operated the road as a toll road until the unprofitable venture was sold. After a series of private owners, the road passed

¹³⁹ Carl Gohs, “Following the long yellow line from yesterday,” *Oregonian* (Portland, OR), November 15, 1970, 176.

¹⁴⁰ Mark Moore, “Early Portland,” PdxHistory.com, last modified April 14, 2018, accessed November 16, 2022, http://www.pdxhistory.com/html/early_portland.html.

¹⁴¹ Robert Boyd, “Disease Epidemics among Indians [sic], 1770s-1850s,” Oregon Encyclopedia, accessed November 16, 2022, https://www.oregonencyclopedia.org/articles/disease_epidemics_1770s-1850s/.

¹⁴² William L. Lang, “Oregon Trail,” Oregon Encyclopedia, accessed November 16, 2022, https://www.oregonencyclopedia.org/articles/oregon_trail/.

into state ownership in 1919 and parts of the route were improved and incorporated into present-day U.S. Highway 26.¹⁴³

5 On August 14, 1848, the U.S. Congress created the Oregon Territory, and by 1850 there were 13,294 residents in the territory.¹⁴⁴ The Columbia and Willamette Rivers were important transportation corridors for the Native Peoples, and boats remained the fastest and most reliable means of long-distance travel for both European Americans and the remaining Native Americans until construction of the railroads.¹⁴⁵ The importance of water transportation informed the placement of major European American settlements, and many were located at or near boat landings along the rivers in the region: Portland was founded on the west bank of the Willamette River, and Vancouver was established adjacent to the HBC trading post landing on the north bank of the Columbia River.

15 Several of the earliest European American emigrants to the Oregon Territory established their homesteads on the south bank of the Columbia River across from Vancouver. John Switzler, his wife Maria, and their several children were among the earliest settlers of this area, which later became known as North Portland. In 1846, John Switzler became the first European American to establish a ferry service across the Columbia River.¹⁴⁶ According to early maps of the area, the Switzler ferry landing was located adjacent to the family homestead on the south shore of the Columbia River near the present-day intersection of NE 3rd Avenue and NE Bridgeton Road.¹⁴⁷ However, travelers headed to Vancouver from Portland or vice versa had to cross over one mile of heavily timbered, marshy terrain to reach watercraft landings on the south shore of the river. This area was also interspersed with lakes and a sluggish natural watercourse, known as the Columbia Slough, ran along the base of a bluff. Lewis Love, Switzler's neighbor to the south, operated a short ferry service across the slough for travelers headed to Switzler's ferry landing.¹⁴⁸ Love's ferry across the Columbia Slough was eventually replaced by a bridge, though it is unclear when this first bridge was constructed (Figure 15).¹⁴⁹

¹⁴³ Carl Gohs, "Following the long yellow line from yesterday," *Oregonian* (Portland OR), November 15, 1970, 176.

¹⁴⁴ "Formation of the Oregon Territory," National Park Service, San Juan Island National Historical Park, accessed November 17, 2022, <https://www.nps.gov/places/formation-of-the-oregon-territory.htm>.

¹⁴⁵ Carl Gohs, "Following the long yellow line."

¹⁴⁶ "Clackamas County Court," *Oregon Spectator* (Oregon City, OR), October 15, 1846, 2; Eugene Snyder, *We Claimed This Land: Portland's Pioneer Settlers* (Portland, OR: Binford & Mort Publishing, 1989), 254.

¹⁴⁷ "Plat of Township No. 1 N, Range No. 1 E, Willamette Meridian," U.S. Bureau of Land Management, General Land Office, February 5, 1852, accessed October 31, 2022, https://glorerecords.blm.gov/details/survey/default.aspx?dm_id=350664&sid=cw3205mf.aj#surveyDetailsTabIndex=1.

¹⁴⁸ Wally Marchbank, "End of Interstate Bridge Toll Recalls Early Columbia Ferry Service," *Oregonian* (Portland, OR), October 24, 1966, 14.

¹⁴⁹ "Plat of Township No. 1 N, Range No. 1 E, Willamette Meridian," U.S. Bureau of Land Management.

From Trails to Wagon Roads

When the new occupants of the region needed to travel over land, they often traveled over the trails left by the Native Peoples. As urban development expanded eastward across the Willamette River during the latter half of the nineteenth century, streets were generally platted on a north-south and east-west grid, and the early trails cut diagonally across the network of new thoroughfares laid across the landscape. Several of these early routes remain visible today, most notably SE Foster Road, NE Sandy Boulevard, NE Cully Boulevard, and SE Powell Boulevard.¹⁵⁰

Two roads in present-day North Portland are additional notable examples of early trails that either defy the imposed street grid or serve as boundaries between sections of the city. An 1852 map of what later became North Portland clearly shows three paths: two ran roughly north-south between Switzler’s ferry landing and the east bank of the Willamette River across from Portland, and the other ran generally east-west along the crest of the bluff to the south of Columbia Slough.¹⁵¹ The heavily traveled north-south trail between Switzler’s ferry landing and East Portland eventually became Vancouver Road (present-day North Vancouver Avenue), and the east-west trail along the bluff became known as Columbia Slough Road, which was often shortened to Slough Road (present-day NE Columbia Boulevard) (Figure 16).¹⁵²

On December 22, 1854, the Oregon territorial legislature subdivided Clackamas County and established Multnomah County. The new county was created in response to the growth of Portland and the surrounding area, which rapidly eclipsed that of Oregon City.¹⁵³ The first priorities of the county commissioners included land and water transportation improvements, and in April 1855 the commissioners established Sandy Road (present-day NE Sandy Boulevard) as an official county road. Later that same year the commissioners established Powell Valley Road (present-day SE Powell Boulevard) along a former Native trail. The commissioners divided the county into eleven road districts to allow for better supervision of county road improvements.¹⁵⁴

¹⁵⁰ “Moore, “Early Portland.”

¹⁵¹ “Plat of Township No. 1 N, Range No. 1 E, Willamette Meridian.”

¹⁵² “City News in Brief,” *Oregonian* (Portland, OR), October 31, 1894, 5; “To Improve Boulevards,” *Oregonian* (Portland, OR), April 15, 1903, 16. Note: An 1889 map of Multnomah County refers to Columbia Slough Road as the Lower Sandy Road. However, extensive research has not uncovered usage of this name on any other document other than this particular map.

¹⁵³ Jewel Lansing and Fred Leeson, *Multnomah: The Tumultuous Story of Oregon’s Most Populous County*, (Corvallis, Oregon: Oregon State University Press, 2012), 11–13.

¹⁵⁴ Lansing and Leeson, *Multnomah*, 17.

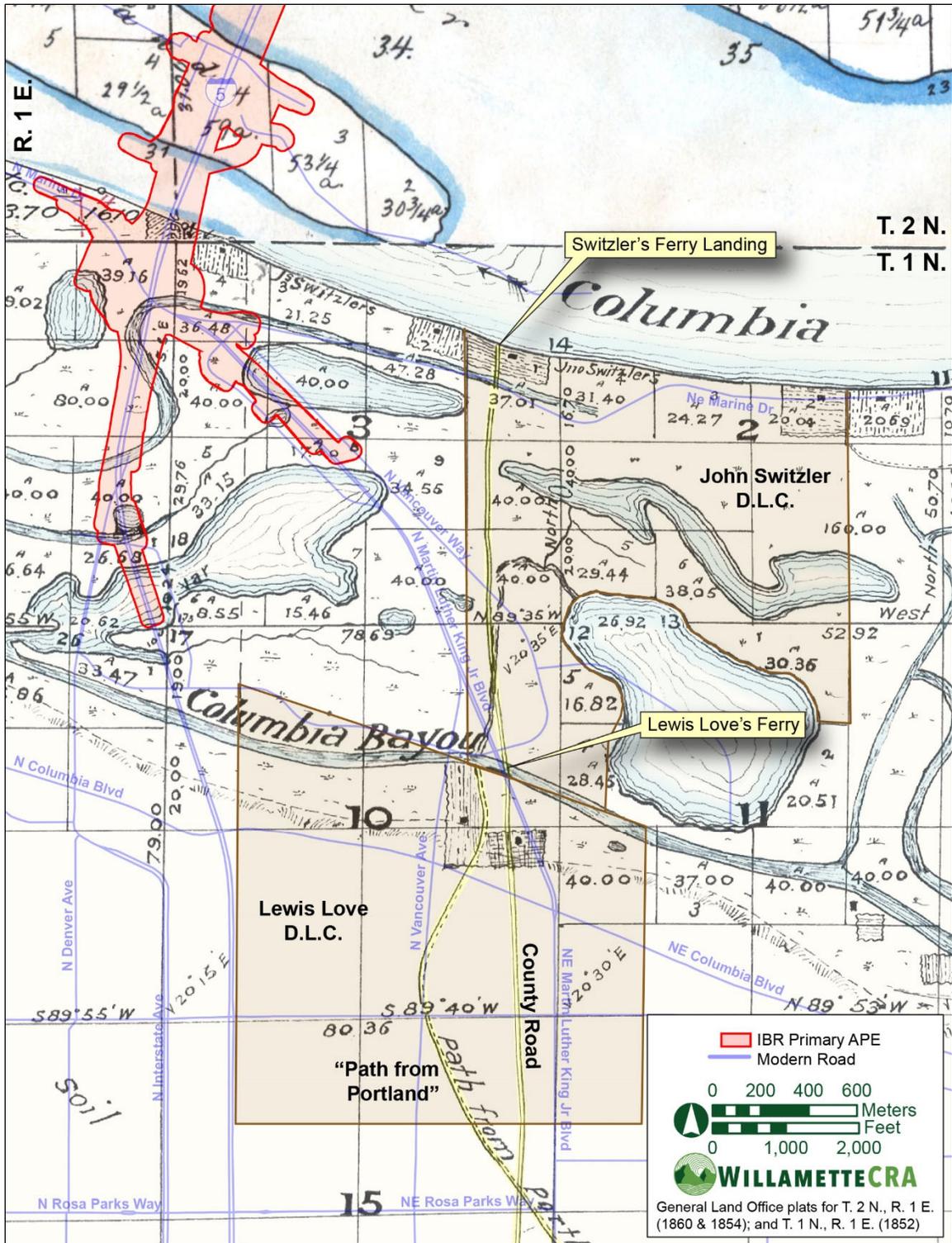


Figure 15. 1854 and 1860 GLO plats for Township 2 North, Range 1 East and 1852 GLO plat for Township 1 North, Range 1 East, Willamette Meridian. The Switzler and Love DLCs are indicated on the map, along with the ferry landing on the Columbia River and early roads on the Oregon side of the river. Modern streets, roads, and highways highlighted in blue.

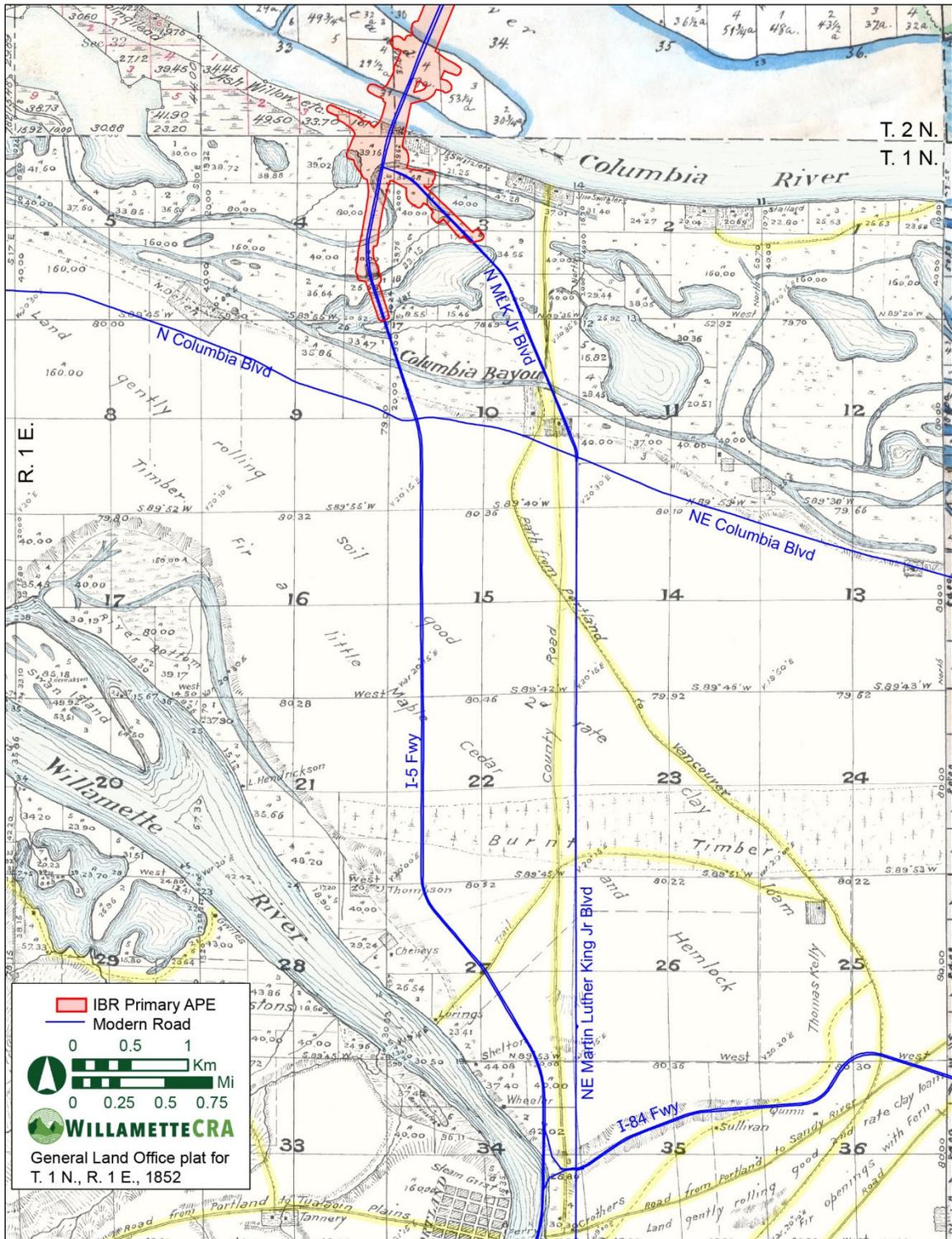


Figure 16. 1852 GLO map of Township 1 North, Range 1 East, Willamette Meridian. Top of map is north. Early roads highlighted in yellow. Modern streets, roads, and highways highlighted in blue.

5

In 1855, petitioners for new county roads in Multnomah County were required to post a one-hundred dollars bond to cover costs in the event the road was not completed. Adjacent property owners were responsible for the road improvement costs, which delayed road development in remote areas of Multnomah County. In 1889 a state road tax was enacted and replaced the failed county road bond system. This law stipulated that every male between the ages of twenty-one and fifty had to work two days per year on county road construction or pay two dollars for every two-thousand dollars of taxable property. Individuals without property who wished to avoid the physical labor could pay two dollars for each day of required labor. In 1899, state law allowed counties to use the forced labor of able-bodied county prisoners for road construction; those prisoners refusing to work were put on a bread and water diet.¹⁵⁵ By 1904, there were approximately one-thousand miles of county roads in Multnomah County, including approximately 200 miles of improved graveled roads.¹⁵⁶

An Overview of Significant Roads in North Portland

Columbia Slough Road (NE Columbia Boulevard)

Columbia Slough Road, also known simply as Slough Road, was first renamed Columbia Boulevard in 1894, but the old names persisted until 1903, when the new name was revived under the City of Portland’s boulevard improvement plan. Portland’s northern city limit was located on the north side of Columbia Boulevard, and the City of Portland, not Multnomah County, was therefore responsible for its improvements.¹⁵⁷ Columbia Boulevard remained the northern border of Portland until the 1970s, when the North Portland neighborhoods of Bridgton and East Columbia were annexed by the City of Portland.¹⁵⁸

Vancouver Road (North Vancouver Avenue)

Vancouver Road, now known as North Vancouver Avenue, generally runs north-south and originally connected Switzler’s ferry landing with East Portland. In contrast with Columbia Slough Road, which was the responsibility of the City of Portland, maintenance of Vancouver Road north of the city limits was the responsibility of Multnomah County. The low-lying, flood-prone terrain made this road difficult to permanently improve. In 1868, residents along Vancouver Road and users of the road submitted a petition to the county commissioners asking for the road to be graded and planked, though it is unclear if these improvements were ever

¹⁵⁵ Lansing and Leeson, *Multnomah*, 16; Gohs, “Following the long yellow line.”

¹⁵⁶ “Multnomah Sets Pace,” *Oregonian* (Portland, OR), January 1, 1904, 27.

¹⁵⁷ “City News in Brief,” *Oregonian* (Portland, OR), October 31, 1894, 5; “To Improve Boulevards,” *Oregonian* (Portland, OR), April 15, 1903, 16.

¹⁵⁸ “Neighborhood History,” East Columbia Neighborhood Association, accessed November 18, 2022, <https://ecnapdx.com/2012/02/01/neighborhood-history/>.

5 carried out.¹⁵⁹ In 1879, Foster and Willis, operators of the ferry across the Columbia River, raised money to build a plank road alongside the Vancouver Road, but it appears that this improvement attempt was also unsuccessful.¹⁶⁰ A bridge carrying the road over the Columbia Slough was constructed by 1880, though it was damaged by floodwaters and had to be replaced that year.¹⁶¹

10 In 1885, Multnomah County paid to have Vancouver Road graveled between the Columbia Slough and Columbia Slough Road.¹⁶² An elevated trestle roadway was constructed over the lowlands in 1894, and this trestle was further improved and strengthened in 1901.¹⁶³ By 1912, maps show that the Vancouver Road ended at the Portland Railway Light and Power Company's trestle, which had been constructed in 1904.¹⁶⁴ In 1931 the 0.56-mile section of North Vancouver Avenue was designated as Secondary State Highway Number 122. A new bridge carrying the road over the Columbia Slough was completed in 1935; however, this bridge is no longer extant (Figure 17).¹⁶⁵

¹⁵⁹ "City: The Portland and Vancouver Road Scheme," *Oregonian* (Portland, OR), February 13, 1868, 3.

¹⁶⁰ "City: Viewing the Road," *Oregonian* (Portland, OR), August 15, 1879, 3; "The Vancouver Road," *Willamette Farmer* (Salem, OR), October 31, 1879, 5.

¹⁶¹ "Local News," *New Northwest* (Portland, OR), July 15, 1880, 3.

¹⁶² "The East Side: Notes," *Oregonian* (Portland, OR), June 4, 1885, 6.

¹⁶³ "Columbia Slough Road," *Oregonian* (Portland, OR), September 20, 1894, 8; "Repairing Long Bridge," *Oregonian* (Portland, OR), October 10, 1901, 8.

¹⁶⁴ "To Rebuild Long Railway Trestle," *Vancouver Weekly Columbian* (Vancouver, WA), December 29, 1904, 4.

¹⁶⁵ Archaeological Investigations Northwest, Inc., *N Vancouver Avenue: Columbia Slough Bridge No. 001696, Level II Mitigation Documentation, Portland, Multnomah County, Oregon*, (Portland, Oregon: Archaeological Investigations Northwest, Inc., 2010), 4-5.

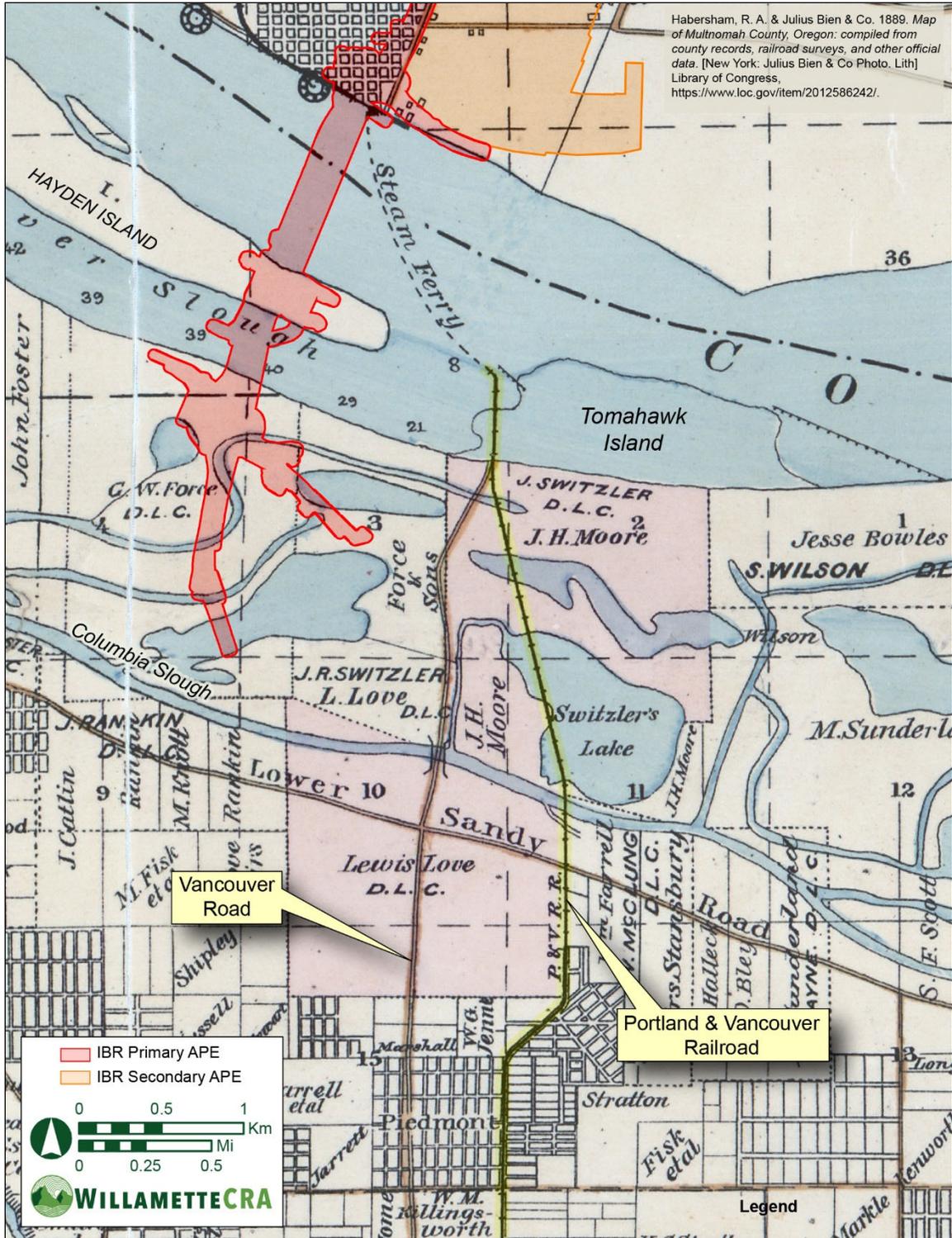


Figure 17. 1889 map of Portland, with the route of the Portland and Vancouver Railroad highlighted in yellow. Top of map is north. Vancouver Road is the meandering line to the west of the Portland and Vancouver Railroad line.

Union Avenue (NE Martin Luther King Jr Boulevard)

Union Avenue was established along the north-south section lines between Sections 14 and 15, Sections 22 and 23, Sections 26 and 27, and Sections 34 and 35 in Township 1 North, Range 1 East, Willamette Meridian.¹⁶⁶ By 1889 Union Avenue extended from East Portland to Portland Boulevard (present-day NE Rosa Parks Way), where the road terminated.¹⁶⁷ The tracks of the PVRR line ran along Union Avenue to Portland Boulevard, where they turned northeast to skirt the eastern boundary of the Lewis Love DLC (Figure 17).¹⁶⁸ It was not until after Love died in July 1903 that his heirs granted permission for the City of Portland and the Portland Railway Light and Power Company to cross the property.¹⁶⁹ In 1904 the Portland Railway Light and Power Company straightened out the former PVRR right-of-way and shifted their tracks west to the centerline of the Union Avenue extension to Columbia Slough Road, which was not fully completed until 1914.¹⁷⁰ Beyond Columbia Boulevard, the Portland Railway Light and Power Company constructed a new trestle to a new ferry landing on the north shore of Hayden Island. The new interurban electric railway trestle opened in July 1906 (Figure 18).¹⁷¹

Construction of the Interstate Bridge across the Columbia River began in March 1915.¹⁷² A few months before it began, the City of Portland proposed to extend Union Avenue from Bryant Street over an existing rail line to the southern approach of the new bridge. Planning of the Union Avenue extension continued throughout the remainder of 1915 and began in January of 1916.¹⁷³ In addition to an earthen embankment built along much of the route, the Union Avenue extension also included construction of a viaduct to cross the tracks of the Oregon and Washington Railway and Navigation Company.

¹⁶⁶ "sail.multco.us," Multnomah County SAIL – Survey and Assessor Image Locator, accessed October 31, 2022, <https://www3.multco.us/H5V/?viewer=surveysail>.

¹⁶⁷ *Bicycle Road Map: Portland District*, (Portland, Oregon: Cunningham & Banks, 1896).

¹⁶⁸ John Labbe, *Fares, Please! Those Portland Trolley Years* (Caldwell, ID: The Caxton Printers, Ltd., 1980), 45.

¹⁶⁹ "Extension of Union Avenue," *Oregonian* (Portland, OR), February 4, 1898, 5; Snyder, *We Claimed This Land*, 161.

¹⁷⁰ "City News in Brief: Extending Union Avenue," *Oregonian* (Portland, OR), February 15, 9; "City News in Brief: Union Avenue Extension Provided," *Oregonian* (Portland, OR), May 19, 1914, 9; "Street Extension is Up," *Oregonian* (Portland, OR), August 11, 1914, 9.

¹⁷¹ "New Trestle Open," *Vancouver Weekly Columbian* (Vancouver, WA), July 5, 1906, 1.

¹⁷² John Lyle Harrington and Ernest E. Howard, *Final Report: The Columbia River Interstate Bridge, Vancouver, Washington to Portland, Oregon, for Multnomah County, Oregon, Clarke County, Washington*. (United States: A. W. Hirsch Ptg. Company, 1918), 9.

¹⁷³ "Avenue May Join Span," *Oregonian* (Portland, OR), January 14, 1915, 12; "Road Plans Made," *Oregonian* (Portland, OR), June 20, 1915, 12; "Street Plans Ready," *Oregonian* (Portland, OR), September 19, 1915, 15; "Approach Work Due," *Oregonian* (Portland, OR), November 21, 1915, 19; "Work On Tomorrow," *Oregonian* (Portland, OR), January 23, 1916, 14.

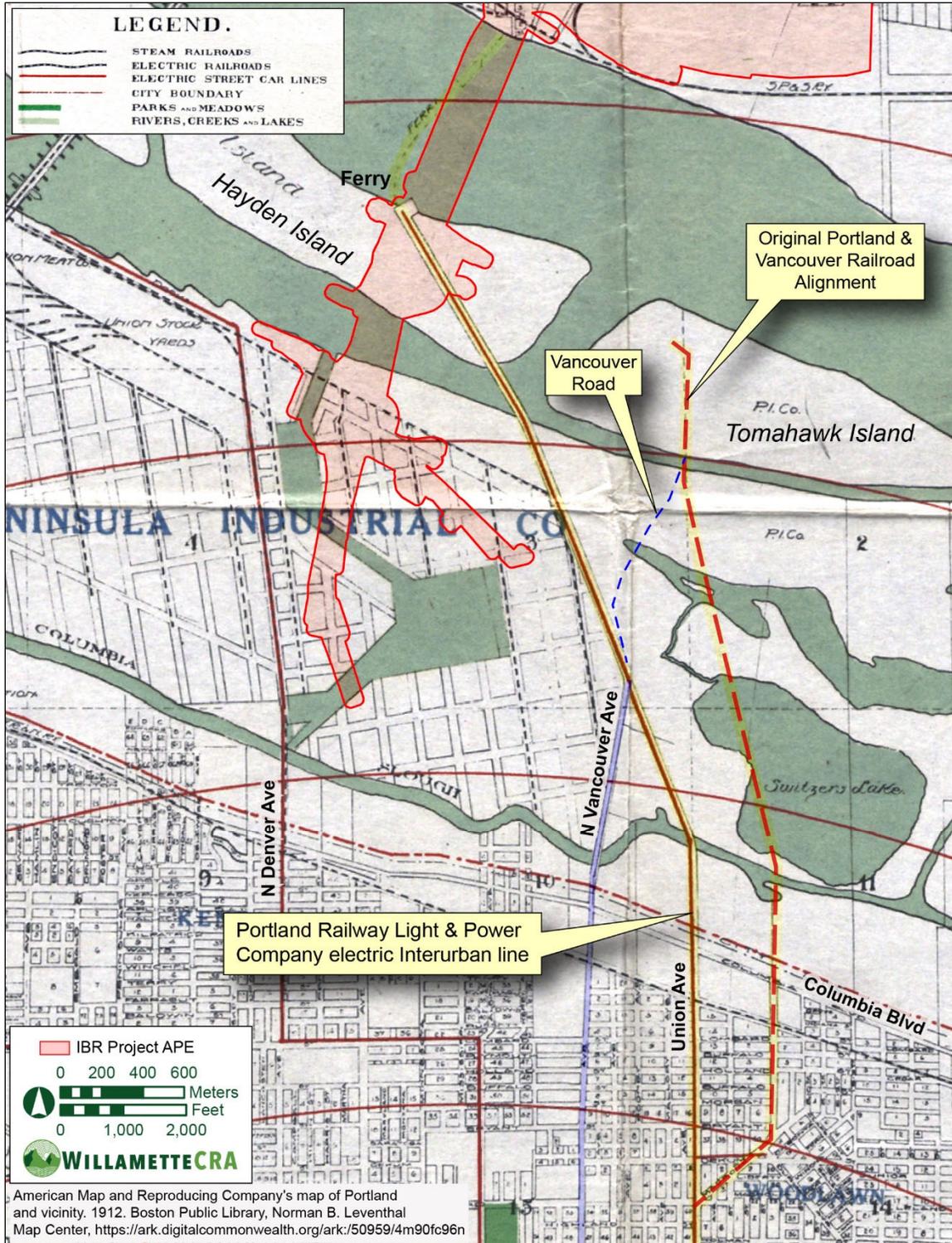


Figure 18. American Map and Reproducing Company's Map of Portland and Vicinity, 1912. Top of map is north. The diagonal red line to the west of Switzler's Lake is the Portland Railway Light and Power Company electric interurban line. Vancouver Road can barely be seen to the west of the interurban line.

5



Figure 19. Union Avenue (present-day NE Martin Luther King Boulevard) under construction in 1916. View looking north-northwest. The partially constructed viaduct over the Oregon and Washington Navigation Company tracks is in the foreground while the line's shoefly is seen on the left (City of Portland Archives, A2001-008.144).

5

Construction of the viaduct was underway by May 1916 and completed by October 1916 (Figure 19).¹⁷⁴ In addition to the Union Avenue extension, the City of Portland also paved Union Avenue between present-day North Bryant Street and NE Columbia Boulevard.¹⁷⁵

10

The Interstate Bridge opened for vehicular traffic on February 14, 1917; Union Avenue served as the main approach to the bridge on the Oregon side of the Columbia River.¹⁷⁶ After the opening of the Interstate Bridge, the approximately five miles of Union Avenue became the

¹⁷⁴ "Viaduct Takes Form," *Oregonian* (Portland, OR), May 14, 1916, 12; "Views of Work On the Big Viaduct and Fill Extending Union Avenue to Connect With the Interstate Bridge," *Oregonian* (Portland, OR), August 6, 1916, 7; "New Viaduct Completed by City On Union Avenue at Cost of \$50,000," *Oregonian* (Portland, OR), October 8, 1916, 16.

¹⁷⁵ "City News in Brief," *Oregonian* (Portland, OR), November 24, 1915, 11.

¹⁷⁶ Harrington and Howard, *Final Report*, 9.

official route of the Pacific Highway through Portland.¹⁷⁷ Following passage of the Federal Highway Act of 1921, the Pacific Highway was officially designated as U.S. Highway 99 in 1926 (also referred to as U.S. Route 99 or U.S. 99 and, later, U.S. 99E).¹⁷⁸ In 1952, NE Union Avenue between NE Columbia Boulevard and North Denver Avenue was reconstructed at a reported
5 cost of one million dollars.¹⁷⁹ The NE Union Avenue interchange with North Denver Avenue/North Interstate Avenue was reconfigured as part of the construction of the Minnesota Freeway (part of I-5) between 1962 and 1964.¹⁸⁰ NE Union Avenue was renamed NE Martin Luther King Jr. Boulevard in 1989 and is also designated as Oregon Route (OR) 99E.¹⁸¹

Interstate Avenue (North Interstate Avenue)

10 In December 1916, Maryland and Patton Avenues were officially renamed Interstate Avenue by the Portland City Council. The name change was in response to requests by residents of the area who wanted the thoroughfare to become an alternative approach to the Interstate Bridge.¹⁸² The 1921 City of Portland plan for major streets and boulevards depicted Interstate
15 Avenue crossing over the Oregon and Washington Railway and Navigation Company's tracks and intersecting with Columbia Boulevard before turning to the northwest and intersecting with Denver Avenue north of Columbia Slough (Figure 20).¹⁸³

In 1929, Multnomah County completed a viaduct to carry Denver Avenue over the Oregon and Washington Railway and Navigation Company's tracks and Columbia Slough.¹⁸⁴

¹⁷⁷ *The Official Automobile Blue Book, Volume 9: Oregon, Washington, British Columbia, Idaho and Western Montana, with extension routes into Wyoming, Utah and Northern California*, (New York, Chicago, and San Francisco: The Automobile Blue Book Publishing Company, 1919), 91.

¹⁷⁸ *United States System of Highways Adopted for Uniform Marking by the American Association of State Highway Officials*, (Washington, DC: American Association of State Highway Officials, November 11, 1926).

¹⁷⁹ "Million Dollar Union Avenue Improvement Lessens Danger at City Entry," *Oregonian* (Portland, OR), November 9, 1952, 34.

¹⁸⁰ "Kiewit Wins Bid on Grading," *Oregonian* (Portland, OR), August 9, 1962, 1; "Highway Commission Approves Funds for McKenzie Route," *Oregonian* (Portland, OR), April 26, 1963, 24; "State Opens Bids On Two Freeway Jobs," *Oregonian* (Portland, OR), January 30, 1964, 14; "State Okays Road Section," *Oregonian* (Portland, OR), March 13, 1964, 16; "Minnesota Freeway to Open Next Week, Commission Says," *Oregonian* (Portland, OR), November 25, 1964, 7.

¹⁸¹ Casey Parks, "Twenty-five years after corridor's controversial renaming, Martin Luther King Jr Boulevard is a map mainstay," *OregonLive*, accessed November 18, 2022, https://www.oregonlive.com/portland/2014/04/twenty-five_years_after_corrid.html.

¹⁸² "Street Name Changed," *Oregonian* (Portland, OR), December 7, 1916, 13; "Span Approach Aim," *Oregonian* (Portland, OR), December 10, 1916, 15.

¹⁸³ *Major Traffic Streets and Boulevard System of Portland, Oregon*, (Portland, Oregon: City Planning Commission, 1921).

¹⁸⁴ "Approach to Span Will Open June 22," *Oregonian* (Portland, OR), June 9, 1929, 16.



Figure 20. Major Traffic Streets and Boulevard System of Portland, Oregon, 1921. Top of map is north. Denver, Interstate, and Union Avenues are illustrated. Note the proposed connection between Interstate Avenue and Denver Avenue north of Columbia Slough.

Shortly thereafter, property owners in the surrounding area asked the city to build a diagonal connection between the north end of Interstate Avenue and Denver Avenue.¹⁸⁵ However, it appears that the onset of the Great Depression delayed the completion of the link between Interstate Avenue and Denver Avenue. In 1933 the city requested Federal highway funds to finish the link between the two avenues, perhaps around 1947 (Figure 21).¹⁸⁶ The North Denver Avenue / North Interstate Avenue interchange with NE Union Avenue was reconfigured as part of the construction of the Minnesota Freeway between 1962 and 1964.¹⁸⁷

Denver Avenue (North Denver Avenue)

When the Kenton neighborhood was platted in 1905, Derby Street was the main street. Derby Street was renamed Denver Avenue in August 1920.¹⁸⁸ Multnomah County completed a viaduct to carry Denver Avenue over the Oregon and Washington Railway and Navigation Company's tracks and Columbia Slough in 1929.¹⁸⁹ During the 1930s, Interstate Avenue was extended to connect with Denver Avenue, which created an alternative approach to the Interstate Bridge (Figure 21).¹⁹⁰ The North Denver Avenue/N Interstate Avenue interchange with NE Union Avenue was reconfigured as part of the construction of the Minnesota Freeway between 1962 and 1964.¹⁹¹

The Good Roads Movement

Early Organized Road Improvements

Before the invention and widespread adoption of the automobile, bicyclists were among the most vocal advocates for road improvements during the late nineteenth and early twentieth centuries. The League of American Wheelmen, now known as the League of American

¹⁸⁵ "Bridge Cut-Off Wanted," *Oregonian* (Portland, OR), July 28, 1929, 9; "City News in Brief: Street Extension Sought," *Oregonian* (Portland, OR), September 17, 1929, 13.

¹⁸⁶ "Federal Aid Asked for City Projects," *Oregonian* (Portland, OR), July 2, 1933, 5; Public Works Administration, A2005-005.1415.9: *Aerial of Jantzen Beach and the Columbia River near the Interstate Bridge*, Photograph, 1935, Portland, OR: The City of Portland, Auditor's Office, record Number AP/48293. <https://efiles.portlandoregon.gov/Record/5257955/>.

¹⁸⁷ "Kiewit Wins Bid on Grading," *Oregonian* (Portland, OR), August 9, 1962, 1; "Highway Commission Approves Funds for McKenzie Route," *Oregonian* (Portland, OR), April 26, 1963, 24; "State Opens Bids On Two Freeway Jobs," *Oregonian* (Portland, OR), January 30, 1964, 14; "State Okays Road Section," *Oregonian* (Portland, OR), March 13, 1964, 16; "Minnesota Freeway to Open Next Week, Commission Says," *Oregonian* (Portland, OR), November 25, 1964, 7.

¹⁸⁸ "City News in Brief: Street Name, Decided," *Oregonian* (Portland, OR), August 11, 1920, 9.

¹⁸⁹ "Approach to Span Will Open June 22," *Oregonian* (Portland, OR), June 9, 1929, 16.

¹⁹⁰ "Federal Aid Asked for City Projects," *Oregonian* (Portland, OR), July 2, 1933, 5.

¹⁹¹ "Kiewit Wins Bid on Grading," *Oregonian* (Portland, OR), August 9, 1962, 1; "Highway Commission Approves Funds for McKenzie Route," *Oregonian* (Portland, OR), April 26, 1963, 24; "State Opens Bids On Two Freeway Jobs," *Oregonian* (Portland, OR), January 30, 1964, 14; "State Okays Road Section," *Oregonian* (Portland, OR), March 13, 1964, 16; "Minnesota Freeway to Open Next Week, Commission Says," *Oregonian* (Portland, OR), November 25, 1964, 7.



Figure 21. North Denver Avenue and Interstate Avenue Approach to the Interstate Bridge, 1947. View looking northeast (City of Portland Archives, A2005-001.752, Record Number AP/5493).

5 Bicyclists, was organized in 1880 and evolved to advocate on behalf of good roads and the legal right of cyclists to use those roads. The introduction of the safety bicycle in the 1880s prompted a cycling craze, and by the early 1890s, it was estimated that there were over one million bicyclists in the United States.¹⁹²

10 Daredevil bicycle racer and stunt performer Frederick T. Merrill (1858–1944) was the pioneer wheelman of Portland. In November 1882 Merrill arrived in Portland from San Francisco on the steamship *Columbia*. His first job in Portland was performing stunts on a high-wheeled “penny farthing” bicycle in Stockton’s Humpty Dumpty Extravaganza variety show. After his stunt act, Merrill challenged world champion bicyclist Charles A. Booth to a race. Booth accepted Merrill’s

¹⁹² Margaret Guroff, “American Drivers Have Bicyclists to Thank for a Smooth Ride to Work,” *Smithsonian Magazine*, September 12, 2016, <https://www.smithsonianmag.com/travel/american-drivers-thank-bicyclists-180960399/>.

challenge, though according to local lore, Booth allegedly checked out of his hotel and left town before he could race Merrill.¹⁹³

5 Approximately one year after the variety show folded, Merrill became a partner in the Hollister and Merrill engraving company. However, he continued to encourage bicycle enthusiasm, and in 1885 he became the northwestern agent for Columbia Bicycles made by the Pope Manufacturing Company of Boston, Massachusetts. His first stock included about twenty to thirty Columbia “high-wheels,” and years later, Merrill recalled that they ranged in cost from eighty-five dollars to 150 dollars. Though he sold his first bicycles out of a tent, he moved his business into a building at 148 5th Street by 1889.¹⁹⁴ In the early 1890s he sold safety bicycles instead of the old “high-wheelers.” Merrill later declared that the peak of the bicycle craze occurred in 1898, when he sold 8,850 Rambler bicycles.¹⁹⁵ The Fred T. Merrill Cycle Company operated until 1905, and Merrill estimated he sold about 52,000 bicycles during the twenty years he was in business.¹⁹⁶

15 By the mid-1890s, bicycling was a popular activity in Portland, despite the relatively high cost of the bicycles. Bicycle clubs in the city often went on cross-country “runs” over the roads between Portland and surrounding towns such as Gresham and Troutdale, though newspapers noted that stronger and more experienced riders sometimes rode west of the city to Hillsboro. Bicyclists heading to Gresham could choose from several routes along the Powell’s Valley Road (present-day SE Powell Boulevard), Section Line Road (present-day SE Division Street), and Base Line Road (present-day SE Stark Street), though riders were warned to avoid the poorly maintained and treacherous Foster Road (present-day SE Foster Road). One notable “wheeling run” took place in the summer of 1895, when fifty riders of the Zig-Zag Cycle Club made a fifty-mile-long round trip from Portland to Troutdale and back. Other adventurous bicyclists rode north out of the city to the PVRRT trestle over the lowlands south of the Columbia River and took the ferry to Vancouver, where they enjoyed rides over paths improved by the bicycle clubs in Clark County.¹⁹⁷

In May 1896, Portland mapmaker Cunningham and Banks published a map of bicycle roads in Portland and the surrounding areas. This rather novel map was created specifically for leisure

¹⁹³ “The Life and Times of Fred T. Merrill,” *Oregonian* (Portland, OR), March 8, 1936, 51.

¹⁹⁴ “Advertisement: Fred T. Merrill,” *Oregonian* (Portland, OR), February 13, 1889, 4; “The Life and Times of Fred T. Merrill,” *Oregonian* (Portland, OR), March 8, 1936, 51. Note: According to Merrill’s recollection to *Oregonian* in 1936, the tent was made by Ernest Henry Wemme of the Willamette Tent and Awning Company.

¹⁹⁵ “The Life and Times of Fred Merrill,” *Oregonian*, 52.

¹⁹⁶ “The Life and Times of Fred T. Merrill,” *Oregonian*, 51, 60. Note: In 1906, Fred T. Merrill purchased Miller’s Twelve-Mile House on the Base Line Road (present-day SE Stark Street) and opened a tavern that was a popular stop for early autoists. It later evolved into a notorious roadhouse and the building eventually burned to the ground in 1939.

¹⁹⁷ “Fine Trips Awheel,” *Oregonian* (Portland, OR), October 14, 1895, 3.

travel by bicycle and may be one of the first road maps intended for use by the public. Roads on the map were more detailed than those shown on topographical maps, and each road was coded to indicate the condition of the route. The map also offered helpful tips for bicyclists and advised the best routes to take for excursions into the countryside. While the map demonstrates the popularity of bicycling in Portland during the 1890s, it also illustrates that the hobby was generally for the wealthy. Along the sidebar of the map is an advertisement for the Cleveland Bicycle, available at G. G. Wickson and Company for one-hundred dollars. For the same amount of money, aspiring wheelmen could purchase the Sterling Bicycle at A. B. Mitchell and Company.¹⁹⁸

10 While the 1896 Cunningham and Banks map shows there were well-maintained roads throughout Multnomah County, Portland bicycle clubs often took matters into their own hands and improved paths for their use along the less well-traveled routes. By May 1897, the United Wheeling Association of Portland created a pathway along the PVRR trestle for bicyclists to use.¹⁹⁹ Bicycling excursions between Portland and Vancouver became popular, and in April 15 1898, ferry operators noted that 1,700 bicyclists crossed the Columbia River on one Sunday to enjoy rides in Clark County.²⁰⁰

By 1901, the Portland bicycle clubs successfully lobbied Multnomah County to build over five miles of improved paths along Columbia Slough Road (present-day NE Columbia Boulevard).²⁰¹ In January 1904, *The Oregonian* praised Multnomah County for its efforts to improve about 200 20 miles of the approximately 1,000 miles of county roads. The county employed six rock crushers and one steam roller to compact the crushed rock and gravel and create a crown in the center of the road. Drainage ditches were constructed along each side of the road and graveled bicycle paths were laid down beside the ditches. Multnomah County used prisoner labor to construct these roads, though the use of unpaid prison labor later became a controversial issue among 25 “good roads” advocates.²⁰²

Portland Automobile Club

On November 7, 1899, Portland businessman Ernest Henry Wemme (1861–1914) bought a steam-powered Locomobile, which was the first automobile in Portland and Oregon. His Locomobile reportedly cost just over one-thousand dollars.²⁰³ In 1901, Fred T. Merrill started 30 selling automobiles at his bicycle business, and that same year, Merrill led the first cross-

¹⁹⁸ *Bicycle Road Map: Portland District*, (Portland, Oregon: Cunningham & Banks, 1896).

¹⁹⁹ “New Cycle Paths,” *Oregonian* (Portland, OR), May 16, 1897, 20; “Good Work on Woodlawn Path,” *Oregonian* (Portland, OR), June 9, 1897, 8.

²⁰⁰ “_,” *Vancouver Weekly Columbian* (Vancouver, WA), April 22, 1898, 3.

²⁰¹ “Paths For Bicyclists,” *Oregonian* (Portland, OR), May 23, 1901, 7.

²⁰² “Multnomah Sets Pace,” *Oregonian* (Portland, OR), January 1, 1904, 27.

²⁰³ “City News in Brief: First Automobile Here,” *Oregonian* (Portland, OR), November 8, 1899, 5.

country automobile “run” in Oregon, which included Wemme among the drivers.²⁰⁴ By 1903, Merrill was offering Oldsmobile automobiles for \$675 and Rambler “hydro-carbon runabouts” for \$750 to \$850.²⁰⁵ Prior to mass production, automobiles were typically hand-built, costly machines intended for the wealthy. The typically rich and politically well-connected early adopters of automobiles, who often referred to themselves as “automobilists” or “autoists” formed clubs with other individuals who shared their interests. Like the bicycle clubs before them, the automobile clubs wanted improved roads that could be used in all-weather conditions.

The Portland Automobile Club (PAC) was one of the earliest automobile clubs in the Pacific Northwest. Founded in April 1905, the PAC was the leading advocate for good roads in Oregon during the first two decades of the twentieth century.²⁰⁶ The first board of directors of the PAC included pioneering Portland autoists Arthur K. Bentley, president of the Bentley Realty Company; Sol Blumauer, partner in the wholesale liquor distribution company Blumauer and Hoch; Dr. Charles B. Brown, dentist; David T. Honeyman, treasurer, Honeyman Hardware Company; Robert D. Inman, president, Inman, Poulsen and Company, lumber manufacturers; William F. Lipman, buyer for the Lipman, Wolfe and Company department store; Dr. Albert E. Mackay, physician and surgeon; Phillip S. Malcolm, agent for the P.S. Malcolm and Company, insurance brokers; and Drake C. O’Reilly, president of the Oregon Round Lumber Company.²⁰⁷

The primary stated goal of the PAC was “to promote and maintain a social and protective organization of all persons owning or interested in motor vehicles,” and efforts of the club included the development of motor vehicle rules, speed limits, and the licensing of chauffeurs.²⁰⁸ The PAC initially had about thirty members, but membership in the club grew to 113 in 1909 and rose to 380 by 1910.²⁰⁹ The wealth and social prominence of early autoists in the PAC helped produce rapid and tangible improvements in early road conditions, first around Portland and then elsewhere throughout the state. These improvements occurred because the members of the PAC were not content to just lobby local government officials and publish good roads testimonials in the newspapers. In fact, many of the early club members paid for road improvements out of their own pockets. In July 1905, only a few months after the PAC was

²⁰⁴ “Bicycles and Automobiles,” *Oregonian* (Portland, OR), January 1, 1902, 47; “Auto Cross-Country Run,” *Oregonian* (Portland, OR), August 26, 1901, 6.

²⁰⁵ “Advertisement: Have You Seen the New Arrivals?” *Oregonian* (Portland, OR), April 26, 1903, 14; “Advertisement: The Oldsmobile,” *Oregonian* (Portland, OR), July 23, 1903, 11.

²⁰⁶ “Automobile Club Organized,” *Oregonian* (Portland, OR), April 28, 1905, 14.

²⁰⁷ “Automobile Club Organized,” *Oregonian*; *Portland City Directory* (Portland, Oregon: R.L. Polk and Company, Publishers, 1905), 210, 225, 247, 550, 571, 671, 713, 718, 822.

²⁰⁸ “Automobile Club Organized,” *Oregonian* (Portland, OR), April 28, 1905, 14; “Auto Club Meets,” *Oregonian* (Portland, OR), April 26, 1906, 11; “Auto Club Wins Its Point,” *Oregonian* (Portland, OR), May 3, 1906, 7; “City Has Effective Law,” *Oregonian* (Portland, OR), January 23, 1910, 10.

²⁰⁹ “Affairs of the Club Men: Salmons Form Club,” *Motor Age* (Chicago, IL), May 11, 1905, 12; “Owners Have Strong Club,” *Oregonian* (Portland, OR), March 7, 1909, 2; “Auto Club Plans Big,” *Oregonian* (Portland, OR), April 6, 1910, 7.

founded, members of the club paid \$2,630 to oil several miles of the Linnton Road (present-day U.S. 30) in order to keep the dust down and provide a better driving surface.²¹⁰

Public interest in automobiles increased following the founding of the PAC. The Lewis and Clark Centennial Exposition of 1905 featured one of the first public exhibitions of automobiles in
5 Portland, with several Oldsmobile models on display in the Exposition’s Transportation Building.²¹¹ The Centennial site also served as finish-line to a transcontinental automobile race, which was won by a driver piloting an Oldsmobile. In addition to the exhibits and the race, the annual convention of the National Good Roads Association was held at the exposition. National press accounts reported strong interest in automobiles in Portland and identified the PAC as the
10 group most responsible for creating that curiosity on the part of the public.²¹²

Of the powerful and influential industrial magnates and white-collar professionals in the PAC, Robert D. Inman, the first vice-president of the club and former Oregon state legislator and state senator, was perhaps one of the most well-connected and influential members of the organization. Sol Blumauer, who bought the second automobile in Portland, was also among
15 the more vocal advocates for road improvements in Oregon.²¹³ However, it was Ernest Henry Wemme who became the most visible and influential “good roads” advocate in Oregon.²¹⁴ Both Wemme and Blumauer were involved in the oiling of Linnton Road, and in October 1905, the PAC appointed them to lobby the Multnomah County commissioners to improve roads throughout the county.²¹⁵ Besides asking for general improvements to roads in Multnomah
20 County, the PAC also asked the Multnomah County commissioners to support the broader statewide effort to create a north-south road between Portland and Ashland, Oregon, and an east-west road from Portland to eastern Oregon along the south bank of the Columbia River. In addition to the two main roads, the PAC also advocated the creation of a road from Portland to Astoria and Seaside.²¹⁶

²¹⁰ “Minutes of the Club,” *Motor Way* (Chicago, IL), August 10, 1905, 10; “Clubs and Contests,” *Motor Way* (Chicago, IL), September 28, 1905, 23; “When Oregon Motoring Wasn’t a Pleasure,” *Oregonian* (Portland, OR), November 22, 1936, 80.

²¹¹ Waldon Fawcett, “Automobiles at Lewis and Clark Exposition,” *Automobile* (Chicago, IL), July 27, 1905, 119.

²¹² James W. Abbott, “Concerning the Recent Transcontinental Race from New York to Portland, Oregon,” *Automobile* (Chicago, IL), August 10, 1905, 150.

²¹³ J.D. Chandler, “Car Show.” *Weird Portland*, accessed November 15, 2022, <http://weirdportland.blogspot.com/2016/05/car-show.html>. Note: Sol Blumauer’s company owned the Claremont Tavern on the Linnton Road, which served as an early clubhouse for PAC members and other automobile enthusiasts.

²¹⁴ William Lang, “E. Henry Wemme (1861-1914).” *Oregon Encyclopedia*, accessed November 15, 2022, https://www.oregonencyclopedia.org/articles/wemme_henry/.

²¹⁵ “Build Good Roads,” *Oregonian* (Portland, OR), October 30, 1905, 7.

²¹⁶ “Build Good Roads,” *Oregonian*; “Gigantic Plan for Good Roads,” *Oregonian* (Portland, OR) May 20, 1906, 17; “Wagon Road To Sea,” *Oregonian* (Portland, OR), May 9, 1907, 16.

At the local level, the PAC members worked to improve driving conditions in Portland and the surrounding countryside. By September of 1905, members of the Portland Automobile Club were putting up “road-guide boards” (directional signs) around Portland to provide autoists with a way to navigate the local roads.²¹⁷ In 1907 the PAC asked the City of Portland to sprinkle the dirt and gravel city streets with oil instead of water, mostly to keep the dust down, but also to prevent individuals from picking up rocks out of the street and throwing them at passing autoists.²¹⁸ In that same year, the PAC began a comprehensive effort to put up directional signs at all major road intersections throughout Portland and Multnomah County.²¹⁹ In 1909, at the urging of the PAC, the City of Portland put up the first stop sign in the city at present-day SE Morrison Street and SE 20th Avenue.²²⁰ Later in 1909, the PAC ordered 450 road signs, and in 1910 the club paid \$2,500 for an additional thousand directional signs.²²¹ In addition to road and signage improvements, the PAC also paid for a road engineer to create a tour book of sixty maps illustrating various road routes across the entire state of Oregon, which was published in late 1910.²²²

With Henry Ford’s introduction of the Model T automobile in 1908, more and more people could afford automobiles. As automobile ownership gradually became more popular across the United States, increasing numbers of autoists joined national automobile clubs, such as the American Automobile Association (AAA), which emerged as a powerful advocate for road improvements nationwide. Farmers in rural areas of the United States also became vocal “good roads” advocates after home mail delivery was introduced by the U.S. Post Office Department’s Rural Free Delivery system.²²³ Oregon reflected the national trend toward wider automobile ownership and more egalitarian automobile club membership, and by 1910 there were automobile clubs in Astoria, Corvallis, The Dalles, Grants Pass, Hood River, La Grande, McMinnville, Medford, Pendleton, Salem, Tillamook, and Wasco. As automobiles were adopted more widely across the entire state of Oregon, the PAC launched the Oregon State Automobile Association in 1910 to unite all the individual local clubs and represent the needs of all automobile owners in the state.²²⁴

²¹⁷ “The Minutes of the Club,” *Motor Way* (Chicago, IL), July 27, 1905, 15; “Good Road News,” *Cycle and Automobile Trade Journal* (Philadelphia and New York), September 1, 1905, 54.

²¹⁸ “To Sprinkle City Streets With Oil,” *Oregonian* (Portland, OR), May 26, 1907, 41.

²¹⁹ “State Motor Association to Get Back Old Signal,” *Oregonian* (Portland, OR), March 16, 1958, 14.

²²⁰ “Automotive Notes,” *Oregonian* (Portland, OR), May 26, 1957, 32.

²²¹ “Order 450 Road Signs,” *Oregonian* (Portland, OR), September 5, 1909, 5; “Signs Will Go Up,” *Oregonian* (Portland, OR), May 1, 1910, 10.

²²² “Professional To Aid Oregon Roads,” *Oregonian* (Portland, OR), February 13, 1910, 5; “Booklet With Maps of Roads In State Is Now Ready For Autoists,” *Oregonian* (Portland, OR), September 18, 1910, 5.

²²³ Richard Weingroff, “Federal Aid Road Act of 1916: Building the Foundation,” U.S. Department of Transportation, Federal Highway Administration, accessed November 10, 2022, <https://highways.dot.gov/public-roads/summer-1996/federal-aid-road-act-1916-building-foundation>.

²²⁴ “Autoists To Join Forces,” *Oregonian* (Portland, OR), January 23, 1910, 3.

The Pacific Highway Association

- At the regional level, by 1910, the PAC and Washington State automobile clubs regularly communicated with other similar clubs along the West Coast of the United States and British Columbia, and the concept of a larger club of “Pacific Coast autoists” gradually emerged. In
- 5 September 1910 delegates from automobile clubs in California, Oregon, Washington, and British Columbia met in Seattle to form the Western Automobile Association. Originally slated for September 4th, hazardous forest fire conditions delayed the meeting until September 18th and 19th.²²⁵ The Vancouver [Washington] Automobile Club was apparently not represented, but several delegates from the PAC took their automobiles by steamboat and landed in the vicinity
- 10 of Kalama on the Columbia River to avoid poor road conditions in Clark County along their route to Seattle.²²⁶ Once the delegates converged in Seattle, they met at the Hotel Washington Annex on Sunday, September 18, and created a temporary organization dubbed the Western Automobile Association. During a banquet at the Arctic Club the following day, the delegates adopted the Pacific Highway Association name instead.²²⁷
- 15 The primary goal of the Pacific Highway Association was the construction of a continuous highway route along the Pacific Coast. To achieve this goal, the Pacific Highway Association planned to create automobile clubs or good roads clubs in every city along the proposed route of the highway. Judge J. R. Ronald of the Automobile Club of Seattle was elected president of the new Pacific Highway Association and Charles A. Ross of the Vancouver [British Columbia]
- 20 Automobile Club was elected treasurer. Initial financial support for the new organization was provided by the clubs in Victoria and Vancouver, British Columbia, Portland, and Seattle.²²⁸ The first major project undertaken by the Pacific Highway Association was the placement of uniform signs along the designated route of the Pacific Highway. The organization also distributed information about road grading equipment.²²⁹
- 25 In Oregon, the route of the Pacific Highway originated at the Hayden Island ferry landing on the Columbia River and ran southward through Portland, Salem, Albany, Roseburg, Grants Pass, Medford, and Ashland before ending at the Oregon-California state line.²³⁰ The first construction of the Pacific Highway in Oregon began in Jackson County in 1913, but the project was not

²²⁵ “Auto Meet Is Postponed,” *Oregonian* (Portland, OR), August 31, 1910, 7; “Seattle Trip Is Delayed 2 Weeks,” *Oregonian* (Portland, OR), September 4, 1910, 3.

²²⁶ “Autoists To Take Trip,” *Oregonian* (Portland, OR), September 13, 1910, 7; “Seattle Is Destination,” *Oregonian* (Portland, OR), September 16, 1910, 8.

²²⁷ “Autoists Will Perfect Organization Tonight,” *Seattle Daily Times*, September 19, 1910, 3; “Autoists Organize Highway Association,” *The Seattle Daily Times*, September 20, 1910, 9.

²²⁸ “Plan Trunk Line Canada to Mexico,” *Columbian* (Vancouver, WA), September 24, 1910, 4.

²²⁹ “Plan Trunk Line Canada to Mexico,” *Columbian*.

²³⁰ *Map of the Pacific Highway, Showing Every City, Town, Village and Hamlet Throughout Its Entire Length Proposed by the Pacific Highway Association and Also Advocated by the National Highways Association*, (Washington, DC: National Highways Association, 1915).

completed until 1914 due to contracting problems.²³¹ An important link along the Pacific Highway was the Interstate Bridge across the Columbia River between Portland and Vancouver. Construction began in 1915, and on February 14, 1917, the Interstate Bridge officially opened to all traffic, including automobiles, bicycles, horse-drawn wagons, interurban streetcars, livestock,
5 pedestrians, and trucks crossing the Columbia. Basic tolls for self-propelled vehicles generally ranged from five to fifty cents.²³²

Drivers headed to Vancouver, Washington, from downtown Portland would generally follow the official route of the Pacific Highway. Starting at the intersection of SW Broadway and SW Washington Street, drivers would travel north on Broadway and cross the Willamette River on
10 the Broadway Bridge. After crossing the bridge, drivers would then continue east to Union Avenue (present-day NE Martin Luther King Jr. Boulevard), where they would turn north and follow Union Avenue for just over five miles before reaching the Interstate Bridge across the Columbia River.²³³

In October 1923 the entire 1,687-mile-long Pacific Highway between Blaine, Washington, and
15 the California-Mexico border was officially declared completed and opened to vehicular traffic; practically the entire Pacific Highway in Washington and Oregon was paved by this date.²³⁴ In November 1926, the Pacific Highway through Oregon was officially designated as U.S. Highway 99 (also referred to as U.S. Route 99 or U.S. 99).²³⁵

Early History of the Oregon State Highway Department (1913–1920)

20 In 1905, the Oregon state legislature enacted the first vehicle registration law. In order to legally drive on county roads, vehicle owners paid a one-time registration fee of three dollars, which was dedicated to road construction. A total of 218 vehicles were registered in 1905.²³⁶ Owners made their own license plates of leather or metal or painted their registration numbers on the rear bumper of their automobiles.²³⁷ Annual vehicle registration renewal started in 1911, and by
25 that time, 6,428 vehicles were registered in Oregon.²³⁸ Fees were assessed on a sliding scale and based on horsepower; the revenue was earmarked for road construction and maintenance.²³⁹

²³¹ *A Chronological History of the Oregon Department of Transportation: 1899 to August 1993*, 2.

²³² Harrington and Howard, *Final Report*, 9, 60.

²³³ *The Official Automobile Blue Book*, 81–82.

²³⁴ “Pacific Highway Open Today for Entire Distance,” *Columbian*, October 19, 1923, 1.

²³⁵ *United States System of Highways Adopted for Uniform Marking by the American Association of State Highway Officials*, (Washington, DC: American Association of State Highway Officials, 1926);

²³⁶ *Oregon on the Move: A History of Oregon’s Transportation Systems* (Salem, Oregon: ODOT History Committee, 2009), 10.

²³⁷ *A Chronological History*, 1.

²³⁸ *Oregon on the Move*, 11.

²³⁹ *A Chronological History*, 1.

In 1913, there were 13,957 registered motor vehicles in Oregon. That same year, the Oregon state legislature created the Oregon State Highway Commission (OSHC), made up of the governor, the secretary of state, and the state treasurer, and the Oregon State Highway Department (OSHD). The OSHC and the OSHD supervised all aspects of state road
5 construction including selecting materials and letting contracts. Though each county was responsible for improvements on main highways within their borders, the OSHC and the OSHD supervised the surveying and engineering of the road. Motor vehicle registration fees were allocated to each county based on the percentage of fees the state collected from each county. At the time the OSHC and the OSHD were created in 1913, only twenty-five miles of paved
10 roads and streets existed in Oregon.²⁴⁰

In September 1914, the OSHC approved the first state highway plan for Oregon. It designated 1,070 miles of primary routes and 1,830 miles of secondary routes. One of the primary routes was the Pacific Highway between Portland and the Oregon-California state line. Also in 1914, construction of the Columbia River Highway, another primary route, began in Columbia,
15 Clatsop, Hood River, and Multnomah Counties. An unpaved section of the Columbia River Highway between Portland and Hood River opened in July 1915. In that same year, 26,740 motor vehicles were registered in Oregon.²⁴¹

A number of notable “firsts” occurred in 1916. In that year, the Columbia River Highway
20 between Portland and the Multnomah County/Hood River County line was paved and dedicated, becoming the first major paved road in the Pacific Northwest. Also in 1916, the first painted centerline traffic stripes in Oregon were painted on curved sections of the Columbia River Highway just east of Crown Point, and the first Oregon state highway map was published. In another important first, in 1916 Oregon received its first federal grant under the Federal-Aid
25 Highway Act of 1916.²⁴²

It was evident that the OSHC made up of top elected state officials was well intentioned, but the members had much to do in their regular jobs. They had little time to devote to setting the agenda for statewide road matters and no bonding authority to build roads. By 1917, lawmakers
30 created a governor-appointed three-person citizen commission to manage the highway department and prioritize its construction program. With the citizen commission’s leadership and the injections of state and federal money, Oregon’s road and bridge building program blossomed.

By 1917, there were 48,632 registered motor vehicles in Oregon, an increase of over 48,000 vehicles since registration began in 1905, and nearly double the number of registrations the

²⁴⁰ *A Chronological History*, 2.

²⁴¹ *A Chronological History*, 3–5.

²⁴² *A Chronological History*, 3–5.

previous year. In 1917, voters approved a referendum for the OSHC to sell general obligation bonds for road construction in 1917 (initially worth \$6 million), and motor vehicle registration fees were directed to the State Highway Fund and dedicated to paying down the bonded debt. Also in 1917, the state legislature shifted the responsibility of road construction from the counties to the OSHC and the OSHD, and the State Highway system was enlarged to a total of 4,317 miles of primary and secondary routes, of which approximately twenty miles were paved.²⁴³

There were 166 miles of state roads constructed in Oregon in 1918, and 66,826 registered motor vehicles in the state. The following year, an additional 428 miles of state roads were constructed, and the OSHD established a laboratory at Salem to test road-building materials. Also in 1919, Oregon enacted the first motor vehicle fuel tax in the U.S. and collected \$342,000 in the first year. Registration fees were also increased in 1919, and the first driving under the influence of intoxicants (DUII) laws were passed that same year. The DUII laws were followed by the first driver license law in 1920, which set sixteen as the minimum age to obtain a license.²⁴⁴

By 1920, there were 107,307 motor vehicles registered in Oregon, or about 500 times the number of vehicles that were registered in 1905. Most sections of the Columbia River Highway between Astoria and Pendleton were paved by 1920, and the OSHD began placing informational and directional signage on primary state highways that same year.²⁴⁵

In 1969, state lawmakers created the Oregon Department of Transportation to group together the former state highway department with state agencies that managed other transportation modes. They also provided for a director of transportation and a transportation commission to guide the larger, combined agency.²⁴⁶ In that same year, there were 7,534 total miles of primary and secondary state roads in Oregon. In 1969, there were 1,176,000 licensed drivers among the total state population of 2,032,000. There were 1,335,000 registered motor vehicles in Oregon in 1969, which consumed over one billion gallons of fuel during that year alone.²⁴⁷

Federal-Aid Highway Act and U.S. Highways

During the early 1900s, the work of private individuals and state highway departments across the U.S. drove many advances in road construction technology. However, the federal government also emerged as a technical leader during this period. In 1905, the U.S.

²⁴³ *A Chronological History*, 5–6.

²⁴⁴ *A Chronological History*, 7–8.

²⁴⁵ *A Chronological History*, 8–9.

²⁴⁶ *Oregon on the Move*, 62.

²⁴⁷ U.S. Department of Transportation, Federal Highway Administration, *Highway Statistics, 1969* (Washington, DC: U.S. Department of Transportation, Federal Highway Administration, 1969), <https://rosap.ntl.bts.gov/view/dot/8326>.

Department of Agriculture Office of Public Road Inquiries and Division of Tests of the Bureau of Chemistry were merged into the new federal Office of Public Roads (OPR). That same year, geologist Logan Waller Page became director of the OPR. Page believed that scientists and engineers, not politicians, were best equipped to solve road construction problems across the U.S. In his role as director of OPR, Page conducted extensive studies of road-building materials and established a reputation of high standards.²⁴⁸

As the automobile gradually became cheaper and more popular, national automobile clubs like the American Automobile Association (AAA), regional road organizations like the Pacific Highway Association, and other “good roads” advocates lobbied for federal funding for road improvements. Federal funding for state road projects was a controversial issue. In 1912, the U.S. House of Representatives passed a bill proposing a federal rental payment to counties for the use of their roads to carry mail. The bill, named for Missouri Representative Dorsey W. Shackelford, died in the U.S. Senate. Debate over the Shackelford Bill illustrated the ideological divide between the farmers, who dreamed of all-weather roads to carry their crops to market, and the autoists and lobbyists, who wanted hard-surfaced, interstate highways.²⁴⁹

Following the failure of the Shackelford Bill, an experimental funding program for the improvement of post roads (roads used by the U.S. Post Office Department to carry mail) went into effect in 1913. Oversight of state and local road improvement projects were administered by the OPR. However, this program ultimately failed due to numerous challenges, including state and county officials who resented the OPR supervision of their projects and confusion arising over onerous federal contracting and labor requirements imposed upon the projects, such as an eight-hour workday and prohibition against the use of convict labor. Only about 457 miles of post roads were constructed in twenty-eight counties in seventeen states. One important lesson learned was that OPR was too small of a government agency to work with the approximately 3,000 counties across the US. This led to the subsequent decision that federal road aid should go directly to states and not counties.²⁵⁰

At the state level, the American Association of State Highway Officials (AASHO) was founded in December 1914, and the founding of AASHO marks a shift from ad hoc road construction practices to road engineering as a professional field.²⁵¹ Over the following two decades, road and bridge engineering at the state level became increasingly standardized, and state highway departments evolved into complex government agencies. One of the primary goals of AASHO

²⁴⁸ “History,” U.S. Department of Transportation, Federal Highway Administration online, accessed October 5, 2022, <https://highways.dot.gov/federal-lands/about/history>.

²⁴⁹ “History,” U.S. Department of Transportation, Federal Highway Administration online.

²⁵⁰ Richard Weingroff, “Federal Aid Road Act of 1916: Building the Foundation.” U.S. Department of Transportation, Federal Highway Administration online, accessed October 5, 2022, <https://highways.dot.gov/public-roads/summer-1996/federal-aid-road-act-1916-building-foundation>.

²⁵¹ Weingroff, “Federal Aid Road Act of 1916.”

was to pass a federal-aid road bill in Congress. At the Pan-American Road Congress in September 1915, several AASHO members, led by Thomas H. MacDonald, chief engineer of the Iowa State Highway Commission, drafted legislation to satisfy the disparate interests between states with existing road networks and states that had not yet developed highway systems. MacDonald was associated with Page of the OPR, who also played an advisory role in
5 crafting the bill.²⁵²

Representative Shackelford of Missouri introduced a new federal-aid road bill to the U.S. House of Representatives in 1916. In general, Shackelford's bill included funding for the improvement of rural post roads and outlined how the states would plan and execute road improvement
10 projects under state control. Support of the bill was mixed, with some praising its straightforward and clear prescriptions for federal aid, while others decried the bill as an opportunity for politicians to distribute "pork barrel" projects to favored constituents. Debate over the contents of the bill continued after it was sent to U.S. Senate Committee on Post Offices and Post Roads, headed by the powerful Senator John H. Bankhead of Alabama. Senator Bankhead was a vocal
15 supporter of federal aid for road improvements and was closely associated with Page of the OPR. Senator Bankhead amended Representative Shackelford's bill by deleting the entire text after the enacting clause and inserting the language of the AASHO model legislation formulated at the 1915 Pan-American Road Congress.²⁵³

In general, Senator Bankhead's bill called for \$75 million of federal road aid given over a five-
20 year period. The funds would be 50-50 matching grants, with the 50 percent federal share calculated using a formula incorporating the existing road network, geographic area, and population of each state. After extensive debate and several amendments, the U.S. Senate passed the Bankhead bill on May 8, 1916. The bill passed out of conference committee on June 27, and both the U.S. House of Representatives and U.S. Senate approved the bill that
25 same day. President Woodrow Wilson signed the Federal Aid Road Act on July 11, 1916.²⁵⁴ In 1916, Oregon received its first grant under the Federal Aid Road Act of 1916. This grant totaled \$206,481, though use of these funds were restricted to rural roads.²⁵⁵

US Highway 99 in Oregon

During the early years of interstate highway travel, automobile trail associations like the Pacific
30 Highway Association identified and named interstate routes across the U.S. By the mid-1920s, there were over 250 named highway routes in the U.S., including routes such as the Columbia River Highway, Pacific Highway, and Roosevelt Coast Highway in Oregon. This large number of names led to widespread confusion on the part of travelers, so AASHO began looking for a

²⁵² Weingroff, "Federal Aid Road Act of 1916."

²⁵³ Weingroff, "Federal Aid Road Act of 1916."

²⁵⁴ Weingroff, "Federal Aid Road Act of 1916."

²⁵⁵ *A Chronological History of the Oregon Department of Transportation: 1899 to August 1993*, 5.

solution to the problem of road designations across the U.S. Following passage of the Federal Highway Act of 1925, AASHO adopted the U.S. Numbered Highway System on November 11, 1926.²⁵⁶

5 There was only one route of the Pacific Highway between Portland and the Interstate Bridge over the Columbia River, through downtown and east Portland.²⁵⁷ But by 1925, a separate branch of the Pacific Highway had been added. For drivers headed south from downtown Portland, the eastern branch of the Pacific Highway originated at the intersection of present-day SW Broadway and SW Washington Streets, ran east to SW 5th Street, south to SW Caruthers Street, then east to SW 1st Avenue, south to SW Porter Street, south on SW Corbett Street, 10 and then south to Oregon City along the west bank of the Willamette River. The western route of the Pacific Highway, also known as the West Side Pacific Highway, also originated at the intersection of present-day SW Broadway and SW Washington Streets, ran east to SW 6th Street, then south on SW 6th Street to SW Terwilliger Boulevard, and continued on to McMinnville.²⁵⁸

15 The OSHD began issuing official state road maps to the general public in 1919, and the 1927 *State Highway Department's Map of the State of Oregon Showing Main Traveled Automobile Roads* was the first Oregon state road map to show the new U.S. numbered highway designations. The maps issued between 1927 and 1930 showed the main U.S. 99 trunk line on the present-day alignment of OR 43 along the west bank of the Willamette River. These maps 20 also showed the “West Side Pacific Highway” discussed in the previous paragraph.

Although indicative of long-range plans rather than existing conditions, a 1931 edition of the official Oregon state road map was the first to show the designations for U.S. Highway 99 East (U.S. 99E) and U.S. Highway 99 West (U.S. 99W), which indicated the two alternate routes of U.S. 99 in Oregon between Portland and Junction City. U.S. 99E followed the east branch of the 25 Pacific Highway between Portland and Oregon City, and U.S. 99W followed the West Side Pacific Highway between Portland and McMinnville.²⁵⁹ In addition to U.S. 99E and U.S. 99W, present-day OR 43 along the west bank of the Willamette River was designated as the “Pacific Highway” on the 1931 official Oregon state road map. These road designations were indicated

²⁵⁶ Richard Weingroff, “From Names to Numbers: The Origins of the U.S. Numbered Highway System.” U.S. Department of Transportation, Federal Highway Administration online, accessed November 21, 2022, <https://www.fhwa.dot.gov/infrastructure/numbers.cfm>; United States System of Highways Adopted for Uniform Marking by the American Association of State Highway Officials, (Washington, DC: American Association of State Highway Officials, November 11, 1926).

²⁵⁷ *The Official Automobile Blue Book*, 91.

²⁵⁸ *Official Automobile Blue Book, Volume 4 (Western and Transcontinental)*, (New York and Chicago: Automobile Blue Books, Inc., 1925), 287.

²⁵⁹ *Map Showing Most Direct Highway Connections through the City of Portland, State Highway Department's Map of the State of Oregon Showing Main Traveled Automobile Roads*, (Salem, Oregon: Oregon State Highway Commission, 1931).

on the official Oregon state road maps issued between 1931 and 1937.²⁶⁰ The 1938 edition of the map was the first to show only the routes of U.S. 99E and U.S. 99W and was also the first to show OR 43 along the west bank of the Willamette River.²⁶¹ The U.S. 99E and U.S. 99W designations were included on the official Oregon state road maps until 1971. The 1972 edition of the official Oregon state road map is the first that shows the two road alignments as OR 99E and OR 99W. Both 99E and 99W were shown until the 1977 edition of the map, which showed only the 99E road alignment.²⁶²

Within the current project area, Union Avenue was designated as U.S. 99E until 1971, and the 1972 edition of the official Oregon state road map was the first to show this road as OR 99E. NE Martin Luther King Jr. Boulevard, renamed from Union Avenue in 1989, is currently designated as Oregon State Route 99E. The Interstate Avenue / Denver Avenue approach to the Interstate Bridge was officially designated as U.S. 99W until 1971, when it became OR 99W. The 99W designation was dropped in 1977, and North Interstate Avenue is not currently designated as a state highway.²⁶³

Automobile and Traveler Services in North Portland†

Auto Camps and Tourist Courts

In the 1919 edition of the *Automobile Blue Book*, there were advertisements for eight major hotels in downtown Portland, including the Benson, Multnomah, and Portland.²⁶⁴ However, there were no advertisements for Portland hotels in the 1925 edition of the *Automobile Blue Book*. In fact, no overnight traveler accommodations of any kind were noted in that publication.²⁶⁵ This is curious, considering that a municipal campground for automobile tourists existed in Portland between 1921 and 1927. On May 15, 1921, the Portland Municipal Automobile Camp opened to tourists (Figure 22). Located on a 25-acre parcel bounded by present-day NE Rosa Parks Way to the north, North Albina Avenue / Peninsula Park to the east, North Ainsworth Street to the south, and North Minnesota Avenue (I-5) to the west, the City of Portland leased the property from the Ukase Land Company. The park offered bathrooms, a car wash, laundry and kitchen

²⁶⁰ *State Highway Department's Map of the State of Oregon Showing Main Traveled Automobile Roads, 1931, 1932, 1933, 1934, 1935, 1936, and 1937.* Courtesy Oregon Department of Transportation.

²⁶¹ *State Highway Department's Map of the State of Oregon Showing Main Traveled Automobile Roads, 1938.* Courtesy Oregon Department of Transportation.

²⁶² *Official Highway Map of Oregon, 1971, 1972, 1973, 1974, 1975, 1976, and 1977.* Courtesy Oregon Department of Transportation.

²⁶³ *Official Highway Map of Oregon, 1971, 1972, 1974, 1975, 1976, 1977, and 1982.* Courtesy Oregon Department of Transportation.

† Note: The history of automobile and traveler services on Hayden Island is located in a separate context statement.

²⁶⁴ *The Official Automobile Blue Book, 47-50, 55, 58-60, 82.*

²⁶⁵ *Official Automobile Blue Book, Volume 4, 63.*

facilities, and showers. In 1926, the city opted to not renew its lease, and the municipal automobile campground closed late that year.²⁶⁶



Portland Archives, A2001-045.16

5 Figure 22. Municipal Auto Camp: North Albina Avenue and Portland Boulevard, 1921 (City of Portland Archives, A2001-045.16, Record Number AP/35825).

The closure of the municipal automobile campground was due partly to a developer wanting to build on the property and partly owing to competition from private automobile campgrounds.²⁶⁷ One example of emerging competition in the automobile campground market was the planned construction of a large tourist facility to the northeast of the former Portland Municipal Automobile Camp. In January 1925, the Tourist Service Corporation of Portland purchased a 37-acre parcel at the northeast corner of present-day NE Columbia Boulevard and NE Martin

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²⁶⁶ Jan de Leeuw, “The Municipal Automobile Camp 1921-1926,” Piedmont Neighborhood Association, accessed November 23, 2022, <https://piedmontneighborhood.com/2017/09/29/the-municipal-automobile-camp-1921-1926/>.

²⁶⁷ de Leeuw, “The Municipal Automobile Camp.”

Luther King Jr. Boulevard. The company announced plans to spend \$100,000 to build a campground that could accommodate 5,000 automobiles. Construction of the campground reportedly started in February 1925; however, the Tourist Service Corporation of Portland went bankrupt in December of the same year, and it is unclear whether the campground ever opened for business.²⁶⁸

In February 1925, the Portland Auto Camp Company, Incorporated announced plans to build an automobile campground on a 35-acre site between NE Union Avenue (present-day NE Martin Luther King Jr. Boulevard) and the Portland Electric Power Company's (PEPCO) interurban streetcar trestle.²⁶⁹ This automobile campground opened in April 1925.²⁷⁰ In December 1925, the owners of the Portland Auto Camp, H. M. Stivert and A. A. Stivert, announced that their finances were sound and that they were not associated with the campground to the south of theirs operated by the bankrupt Tourist Service Corporation of Portland.²⁷¹

The Portland Auto Camp generally maintained a "respectable" reputation during the latter half of the 1920s, despite the arrest at the camp of three young men in December 1926 on human trafficking and sexual exploitation charges.²⁷² A newspaper report in August 1927 bemoaned the bad manners and slovenly behavior of some of the campground guests, though this article appears to be a casually classist diatribe against the tourist patrons of the facility.²⁷³ In contrast to the bad publicity, other reports of the camp were positive, such as the article in *The Oregonian* about theater owner Mrs. E. S. Sweeney and her Dodge Brothers "motorhome," which featured closets, an ice box, and a Pullman bed, along with a radio, range, and running water. Mrs. Sweeney told the newspaper that so many curious people stopped to look at her motorhome that she had to cover it with canvas for privacy.²⁷⁴ Another notable temporary resident of the Portland Auto Camp was the folk singer-songwriter Woody Guthrie (1912–1967) and his family, who briefly stayed at the camp when Guthrie was hired to work for the Bonneville Power Administration in 1941.²⁷⁵

²⁶⁸ "Tract for Camp Bought," *Oregonian* (Portland, OR), January 26, 1925, 20; "Building Activity and Demand for Homes Continue to Be Outstanding Factors in Real Estate World With Prospects for Big Year Ahead," *Oregonian* (Portland, OR), February 1, 1925, 25; "Tourist Park is Begun," *Oregonian* (Portland, OR), February 1, 1925, 24; "Savant Goes Bankrupt," *Oregonian* (Portland, OR), December 30, 1925, 9.

²⁶⁹ "Company Files Papers," *Oregonian* (Portland, OR), February 11, 1925, 10; "Auto Camp is Progressing," *Oregonian* (Portland, OR), February 15, 1925, 24.

²⁷⁰ "New Auto Park is to Open April 1," *Oregonian* (Portland, OR), March 8, 1925, 97.

²⁷¹ "Savant Goes Bankrupt," *Oregonian* (Portland, OR), December 30, 1925, 9; "City News in Brief: Finances Declared Sound," *Oregonian* (Portland, OR), December 31, 1925, 9.

²⁷² "Gypsying [sic] Youth Taken," *Oregonian* (Portland, OR), December 5, 1926, 35.

²⁷³ "Queer [sic] Habits Prevalent at Portland Auto Camp," *Oregonian* (Portland, OR), August 28, 1927, 8.

²⁷⁴ "Motorhome Lures Many," *Oregonian* (Portland, OR), June 2, 1929, 62.

²⁷⁵ unknown, "Portland Auto Camp," Roll On, Columbia: Woody Guthrie in the Pacific Northwest Archives, accessed November 23, 2022, <https://woodyguthrieinthepacificnw.omeka.net/items/show/25>.

- One reference source indicates that by 1937 the Portland Auto Camp had become known as the Portland Auto and Trailer Camp at 9000 NE Union Avenue.²⁷⁶ The campground facilities were documented on the 1950 Sanborn fire insurance map, which showed several buildings and structures along the east side of NE Union Avenue, including a one-story combination retail store and office, a one-story carpenter shop, a one-story laundry and washroom, a one-story shower building, and a one-and-one-half-story dwelling. The map also showed a trailer camp area along the PEPCO interurban streetcar trestle to the east of the Portland Auto Camp property. A platform on the PEPCO trestle allowed campground patrons to use the interurban streetcar to travel to either downtown Portland to the south or Vancouver to the north.²⁷⁷
- 5
- 10 In 1941, the Union Avenue Auto Court was constructed at 59 NE Gertz Road, immediately to the north of the Portland Auto and Trailer Camp. This lodging establishment became known as the Union Avenue Motel by 1950 and by 1972,²⁷⁸ the Portland Mobile Home Park.²⁷⁹ It is currently known as the Fox Run RV Park, and the 18.05-acre parcel is home to a manufactured housing community.²⁸⁰
- 15 Around 1957–1958, the Kernan Village Trailer Court was established at the intersection of NE Union Avenue / U.S. 99E and the Minnesota Freeway/I-5.²⁸¹ Relatively little is currently known about this modest manufactured housing community, and it was removed between 1971 and 1981 to make way for highway interchange construction.²⁸²

Automobile Service Stations

- 20 In November 1935, the noted Alaskan architect Linn Argyle Forrest designed an automobile service station for Mr. and Mrs. Leonard F. Wilmot. Site plan drawings show the proposed service station located on the east side of the intersection of North Union Avenue and North Denver Avenue; it is unclear if this structure was actually built at this location.²⁸³ Fire insurance

²⁷⁶ Official Trailer Traveler's Service Guide for Highways U.S. 99 and U.S. 101 (Eugene, Oregon: National Trailer Traveler's Association, May 1937).

²⁷⁷ Portland, Oregon, Volume 4, (Sanborn Map Company, 1924-July 1950), 499c. Note: PEPCO discontinued interurban streetcar service to Vancouver in 1958.

²⁷⁸ Shell Directory of Auto Courts, Hotels, Resorts, National Forest, and State Park Camp Sites: Oregon, Washington, British Columbia, and Alberta (Shell Oil Company, Inc., 1950), 19; "Portland Maps," PortlandOregon.gov, accessed November 23, 2022, <https://www.portlandmaps.com/>.

²⁷⁹ "NE Union Avenue, 1926," Vintage Portland, accessed November 23, 2022, <https://vintageportland.wordpress.com/2018/08/28/ne-union-avenue-1926/>.

²⁸⁰ "Portland Maps," PortlandOregon.gov, accessed November 23, 2022, <https://www.portlandmaps.com/>.

²⁸¹ "New Overpass to Speed North Portland-Union Traffic," *Oregonian* (Portland, OR), March 28, 1954, 36; "Trailer, Space Rental," *Oregonian* (Portland, OR), October 3, 1957, 16; "Trailer Space for Rent," *Oregonian* (Portland, OR), April 27, 1958, 51.

²⁸² "Miscellaneous For Sale," *Oregonian* (Portland, OR), October 25, 1971, 56.

²⁸³ *Service Station for Mr. and Mrs. Leonard F. Wilmot, Portland, Oregon, Sheet #2* (Linn A. Forrest, architect, November 4, 1935). Courtesy Oregon Department of Transportation; *Sketch Showing Proposed Right of Way Northeast of Denver Ave.-Union Ave. Junction* (Oregon State Highway Department, August 1942). Courtesy Oregon Department of Transportation.

maps indicate that a service station was constructed by 1950 at the south side of the intersection between NE Union Avenue and North Vancouver Avenue across NE Union Avenue from the Portland Auto Camp.²⁸⁴

- 5 By 1943, there were three service stations at the intersection of N Union Avenue and North Denver Avenue: a General station on the north side, a Standard Oil station on the south side, and a Texaco station on the west side.²⁸⁵ All three of these service stations were demolished to make way for the highway interchange : the General station and Standard Oil station were removed by 1952, and the Texaco station was removed between 1952 and 1964.²⁸⁶

Restaurants

- 10 In October 1937, Frank Kernan opened “The Jug” restaurant on the west side of the intersection of North Union Avenue and North Denver Avenue. The building was constructed in the literal shape of a jug, complete with a drinking mug at one side, and made of terra cotta and gallon glass jugs.²⁸⁷ Kernan expanded “The Jug” in 1944.²⁸⁸ “The Jug” was demolished between 1952 and 1964 to make way for highway interchange construction.²⁸⁹
- 15 The Alamo Restaurant was located at 11803 Union Avenue, southeast of “The Jug” across the intersection of North Union Avenue and North Denver Avenue.²⁹⁰ This short-order dining establishment was on the Harry Mercer property adjacent to the Standard Oil service station. Very little is presently known about this short-lived restaurant, and it was removed by 1952 to make way for highway interchange construction.²⁹¹
- 20 Another North Portland dining and drinking establishment was the Sunset Inn at 9019 NE Union Avenue, across from the Portland Auto Camp.²⁹² Reportedly built on the site of an automobile

²⁸⁴ Portland, Oregon, Volume 4, (Sanborn Map Company, 1924-July 1950), 499c.

²⁸⁵ Unnamed and undated right-of-way map of the Harry Mercer property (Oregon State Highway Department, ca. 1943). Courtesy Oregon Department of Transportation; Portland, Oregon, Volume 4, (Sanborn Map Company, 1924-July 1950), 499b.

²⁸⁶ “Million Dollar Union Avenue Improvement Lessens Danger at City Entry,” *Oregonian* (Portland, OR), November 9, 1952, 34; “Highway Construction Through Heart of City Continues,” *Oregonian* (Portland, OR), October 29, 1964, 45.

²⁸⁷ “Advertisement: Unique! Presenting Portland’s Newest and Most Novel Restaurant,” *Oregonian* (Portland, OR), October 2, 1937, 2; “New Eating Place To Open Today,” *Oregonian* (Portland, OR), October 3, 1937, 26.

²⁸⁸ “Advertisement: The Jug Annex,” *Oregonian* (Portland, OR), October 27, 1944, 14.

²⁸⁹ “Million Dollar Union Avenue Improvement,” *Oregonian*; “Highway Construction Through Heart of City Continues,” *Oregonian* (Portland, OR), October 29, 1964, 45.

²⁹⁰ “Help Wanted-Women,” *Oregonian* (Portland, OR), August 1, 1943, 32.

²⁹¹ “Million Dollar Union Avenue Improvement,” *Oregonian*.

²⁹² Portland, Oregon, Volume 4, (Sanborn Map Company, 1924-July 1950), 499c.

wrecking yard, the Sunset Inn was in operation by 1944, but due to frequent burglaries, robberies, and vice raids, it was demolished in 1973.²⁹³

Interstate Highways in Oregon

The Origins of the Interstate System

5 In 1919, to test the military’s ability to travel by road during wartime, the U.S. Army conducted a transcontinental motor vehicle convoy from Washington, DC to San Francisco, California. The convoy traveled over the Lincoln Highway and took sixty-two days to cover a distance of 3,251 miles. Lieutenant Colonel Dwight D. Eisenhower (1890–1969) accompanied the convoy as an official observer of the U.S. War Department (predecessor of the present-day U.S. Department
10 of Defense). When Eisenhower became President of the U.S. in 1953, his experiences during the 1919 convoy strongly influenced his support of an interstate highway system in the U.S.²⁹⁴

The initial concept of an interstate highway system in the U.S. originated more than three decades prior to the formal creation of the National System of Interstate and Defense Highways in 1956. In 1921, long before Eisenhower became president, Thomas H. MacDonald (1881–
15 1957), who succeeded Logan Page (1870–1918) as chief of the renamed Bureau of Public Roads (BPR) in 1919, requested the War Plans Division of the U.S. Army General Staff to select roads vital to the national defense. This request led to the creation of the “Pershing Map” of 1922, which designated three priority levels of roads to be used by the U.S. military during wartime. In general, the U.S. War Department believed that a highway system sufficient for
20 national industrial and commercial demands would also be adequate for military purposes.²⁹⁵

Further efforts to develop an interstate highway system in the U.S. continued during the depths of the Great Depression. On December 9, 1934, President Franklin D. Roosevelt drafted a memorandum that outlined a national network of transcontinental toll superhighways. A few days later, the president met with Secretary of the Interior Harold L. Ickes and BPR Chief
25 MacDonald to discuss his ideas for the highway network. Due to other pressing demands of the ongoing national economic crisis, no immediate action was taken on the president’s idea.²⁹⁶

²⁹³ “Thieves Loot Inn,” *Oregonian* (Portland, OR), January 23, 1944, 26; “Inn Robbed,” *Oregonian* (Portland, OR), August 29, 1950, 15; “Sheriff’s Deputies Nab Six On Pinball Charges,” *Oregonian* (Portland, OR), September 1, 1964, 8; “Man held in robberies,” *Oregonian* (Portland, OR), July 7, 1972, 13; “Topsy tavern on wrecker’s list,” *Oregonian* (Portland, OR), June 29, 1973, 50.

²⁹⁴ “1919 Transcontinental Motor Convoy,” Dwight D. Eisenhower Presidential Library, Museum & Boyhood Home, accessed November 10, 2022, <https://www.eisenhowerlibrary.gov/research/online-documents/1919-transcontinental-motor-convoy>.

²⁹⁵ *America’s Highways, 1776-1976: A History of the Federal-Aid Program* (Washington, DC: U.S. Government Printing Office), 142, Google Books.

²⁹⁶ “A Moment in Time: February 2, 1938,” U.S. Department of Transportation, Federal Highway Administration, accessed November 10, 2022, <https://www.fhwa.dot.gov/highwayhistory/moment/roosevelt.cfm>.

However, even though President Roosevelt’s dreams of a national highway network did not immediately materialize, highway planning efforts at the state level were already well underway by the mid-1930s. On June 18, 1934, President Roosevelt signed the Hayden-Cartwright Act, which allowed states to use federal-aid funds for planning, surveying, and engineering investigations for future road construction projects. The act also authorized \$200 million in direct federal grants for highway construction and an additional \$250 million in federal-aid funds on a 50-50 match basis.²⁹⁷

Importantly, the planning efforts under the Hayden-Cartwright Act of 1934 provided the first reliable statistics on traffic patterns and also compiled statistics on highway expenditures in each state across the nation. The state-level planning efforts also coincided with other federal highway planning and coordination efforts. For example, in 1935, the U.S. War Department and the BPR studied the military’s road transportation needs and updated the Pershing Map of 1922, which established routes of strategic importance to the national defense. The BPR sent the revised map of strategic military highways to the states for use in their planning efforts. Also in 1935, the U.S. Army required military equipment to not exceed the standard bridge loading ratings established by AASHO for all roads on the federal-aid system.²⁹⁸

Following President Roosevelt’s December 1934 memorandum, other proposals for a national network of superhighways were made over the next several years, but the plan introduced by Ohio Senator Robert J. Bulkley in 1938 was the most notable of these proposals. Senator Bulkley proposed a United States Highway Corporation to build ten superhighways: three east-west transcontinental routes and seven north-south routes. These highways would be tolled and constructed on 600-foot-wide rights-of-way. Senator Bulkley met with President Roosevelt at the White House on February 2, 1938, where they discussed the senator’s plan. Later that same day, President Roosevelt met with BPR Chief MacDonald and presented him with a map, on which the president had drawn blue lines indicating eight superhighways: three east-west transcontinental routes and five north-south routes. The president asked MacDonald to study the feasibility of constructing the highways indicated on the map (Figure 23).²⁹⁹

²⁹⁷ *America’s Highways*, 125.

²⁹⁸ *America’s Highways*, 142.

²⁹⁹ “A Moment in Time: February 2, 1938,” U.S. Department of Transportation, Federal Highway Administration, accessed November 10, 2022, <https://www.fhwa.dot.gov/highwayhistory/moment/roosevelt.cfm>.

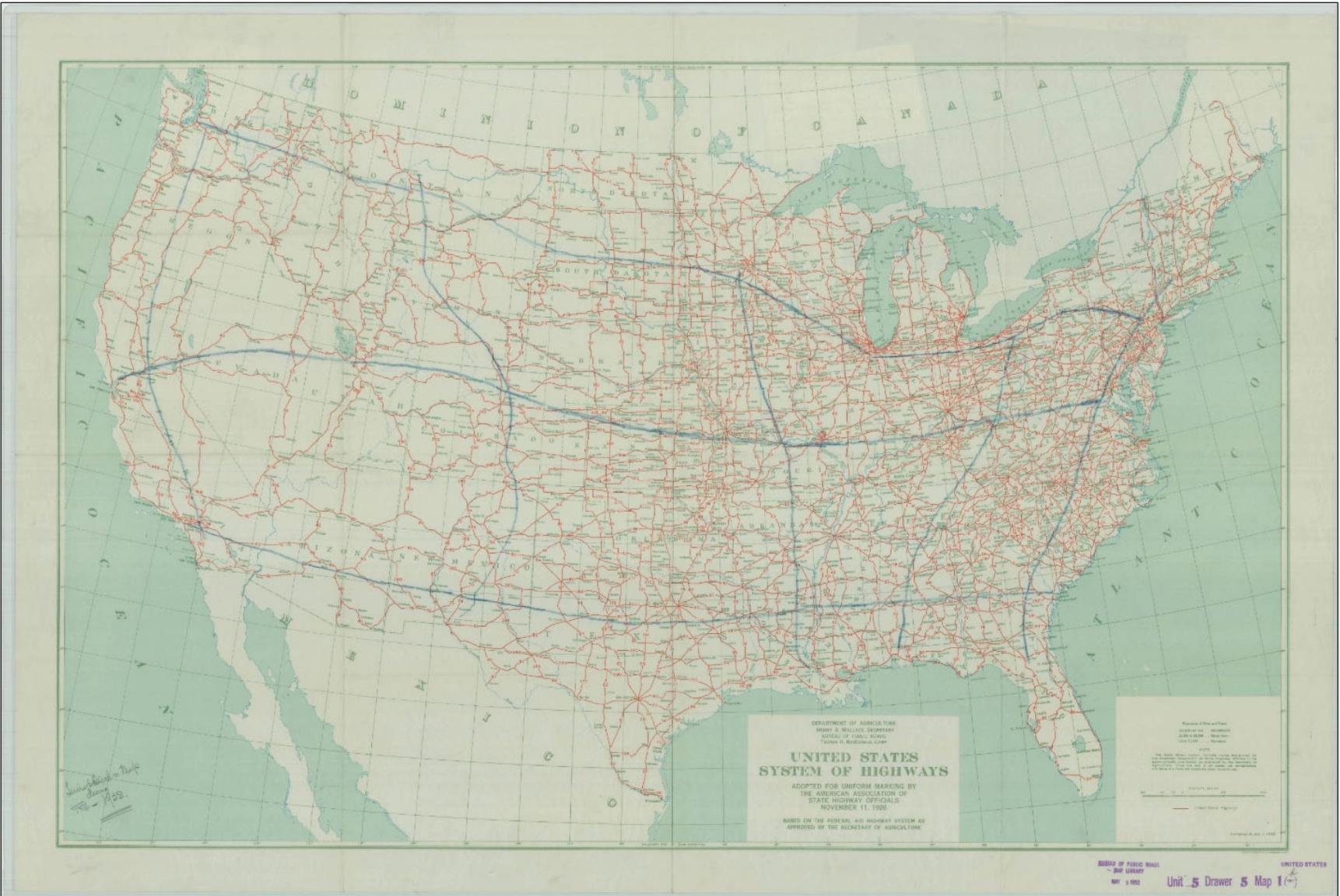


Figure 23. President Franklin D. Roosevelt's sketch map of a proposed system of interstate highways, dated February 2, 1938 (National Archives and Records Administration).

On April 17, 1938, MacDonald sent the BPR report *Proposed Direct Route Highways* to the White House. The rapidity with which the BPR was able to compile the report was due in large part to data and statistics compiled by state-level highway planning programs created under the Hayden-Cartwright Act of 1934. In its April 1938 report to the White House, the BPR made three
5 primary conclusions: the anticipated traffic volumes would not generate sufficient toll revenue, the national highway system should either modernize existing rural highways or build new highways to relieve traffic congestion in urban areas, and that federal authority would be necessary to acquire rights-of-way. Members of Congress learned of the BPR report, even though it was not released to the public. In the Federal-Aid Highway Act of 1938, Congress
10 commissioned a BPR report on the feasibility of constructing a limited network of tolled superhighways. The report, entitled *Toll Roads and Free Roads*, was issued in April 1939. The report concluded that the U.S. needed a toll-free network of highways since the anticipated traffic volumes could not finance tolled highways.³⁰⁰

Highways for Defense

15 By fall of 1939, the escalating military conflicts in Europe and Asia made the development of a national highway network a more urgent priority. Congress appropriated \$2 billion for defense in August 1939, and following Germany's invasion of Poland on September 1, 1939, President Roosevelt declared a "limited national emergency" on September 8, 1939.³⁰¹ In late 1939, the U.S. War Department revisited the 1935 military highway map and issued a revised map that
20 included approximately 74,600 miles of roads, including 29,000 miles considered vitally important for defense transportation needs. Following a reorganization of the federal government in 1939, the BPR became the United States Public Roads Administration (PRA). After the revision of the 1935 military highway map, the PRA and state highway officials inventoried the roads of strategic defense importance and discovered thousands of miles of
25 road inadequate for either civilian or military use. The PRA also found approximately 2,400 bridges that did not meet AASHO loading standards in place for federal-aid roads.³⁰² The findings of the PRA were presented in the report *Highways for the National Defense*, which was issued on February 1, 1941, and initially identified 74,600 miles of strategic highways, though this number grew to 78,000 miles by May 1941. This report estimated that it would cost
30 approximately \$458 million to upgrade 14,000 miles of road and 2,436 substandard bridges and proposed an initial federal appropriation of \$250 million to address the most critical deficiencies.

³⁰⁰ "A Moment in Time: February 2, 1938," U.S. Department of Transportation, Federal Highway Administration.

³⁰¹ "Roosevelt Declares Limited National Emergency," The Daily Chronicles of World War II, accessed November 10, 2022, <https://ww2days.com/roosevelt-declares-limited-national-emergency.html>.

³⁰² *America's Highways*, 142.

Following several months of political wrangling between the White House and Congress, the Defense Highway Act was signed into law on November 19, 1941.³⁰³

5 Even while the federal government was urgently addressing the immediate needs of defense highways, President Roosevelt was looking ahead to the eventual conclusion of hostilities. He remained concerned about the return of an economic depression after the war ended, and to address this concern he proposed a limited system of national highways that could be constructed following the war using military veterans and surplus industrial capacity. On April 14, 1941, President Roosevelt appointed a National Interregional Highway Committee to study his proposal for a postwar highway system. In January 1944, the committee issued its
10 *Interregional Highways* report, which recommended an interstate highway system of 33,900 miles with an additional 5,000 miles of auxiliary urban routes. Following the recommendations of the National Interregional Highway Committee, the Federal-Aid Highway Act of 1944 was signed into law on December 20, 1944. This legislation established the National System of Interstate Highways and required the PRA to formulate construction and
15 operation standards for the Interstate Highway System. Federal funding for highway construction was provided to the states on a fifty-fifty match basis, though the act only authorized the funding and did not provide funds for the construction of the highway network.³⁰⁴

Postwar Interstate Planning

20 Following the conclusion of World War II, the volume of motor vehicle traffic on U.S. highways jumped dramatically. At first, the postwar traffic quickly rebounded to prewar levels but began to increase due to the increased production of new motor vehicles, the end of gasoline rationing, and the growth of suburban development. However, highways across the U.S. were in no shape to accommodate the influx of additional traffic. In general, the physical condition of U.S.
25 highways had deteriorated in the wartime years; resource rationing excused the lack of maintenance, which was compounded by damage from overloaded trucks. This combination of increased traffic and substandard highways was especially felt in and around urban areas.³⁰⁵ Prior to the enactment of the Federal-Aid Highway Act of 1944, federal funds for highway construction had been applied solely to rural roads. The 1944 legislation earmarked \$125 million per year for the first three postwar years for road construction in urban areas. This shift in
30 priorities placed the PRA in the position to dramatically influence transportation planning at the local and regional levels.³⁰⁶

³⁰³ *America's Highways*, 144.

³⁰⁴ "‘Clearly Vicious as a Matter of Policy’: The Fight Against Federal Aid, Part Three: To Control the Levers (Page 6 of 6)," U.S. Department of Transportation, Federal Highway Administration, accessed November 10, 2022, <https://www.fhwa.dot.gov/infrastructure/hwyhist06f.cfm>.

³⁰⁵ *America's Highways*, 154,.

³⁰⁶ *America's Highways*, 156.

The Federal-Aid Highway Act of 1944 limited the proposed National System of Interstate Highways to 40,000 miles and stipulated that the interstate routes be established jointly by each state highway department and its counterpart in each adjoining state. The PRA requested input on interstate routes from each state in February 1945, and the state route recommendations
5 totaled 45,070 miles. The PRA selectively adjusted the requested routes to get the total under the legislated maximum mileage, and in March 1946 the agency sent a map to each state highway department that depicted a 37,324-mile network of main interstate highways. It took over one year for the PRA and the states to settle disagreements over interstate routes, but by August 1947, a 37,681-mile-long National System of Interstate Highways was approved (Figure
10 24. National System of Interstate Highways, August 2, 1947).³⁰⁷

In 1948, Congress asked the PRA to study the condition of the existing interstate highway routes and evaluate the suitability of the system for national defense purposes. The PRA worked with the individual state highway departments to prepare the study, and in 1949 the report *Highway Needs of the National Defense* was issued to Congress. The PRA estimated
15 that approximately \$11.3 billion in improvements were required on interstate routes, with 47 percent of the recommended improvements situated in urban areas.³⁰⁸ Several additional studies of the interstate highway system were issued to Congress over the next several years. These reports included the *National Highway Study* of 1953, the *Needs of the Highway Systems, 1955-84* report of March 1955, and the April 1955 document *Progress and Feasibility
20 of Toll Roads and Their Relation to the Federal-Aid Program*. Notably, the latter report reiterated the commitment to the principle established by the Federal-Aid Road Act of 1916, that highways built with Federal-Aid funds should not be toll roads.³⁰⁹

However, even with motor vehicle traffic continually increasing in the postwar period, Congress did not earmark funds specifically for interstate highways between fiscal years 1946 and 1953,
25 despite the large amount of Federal-Aid highway construction funding that had been authorized during the same period. The first federal funding dedicated specifically for interstate highways was included in the Federal-Aid Highway Act of 1952, which authorized \$25 million for interstate highways in fiscal years 1954 and 1955 on a fifty-fifty match basis. In July 1954, amidst the numerous Congressional studies and hearings over the intricacies of interstate highways,
30 President Dwight D. Eisenhower proposed “a grand plan for a properly articulated highway system” in a message to the Governors Conference.³¹⁰ This organization of state governors

³⁰⁷ *America's Highways*, 469.

³⁰⁸ *America's Highways*, 157-158.

³⁰⁹ *America's Highways*, 469.

³¹⁰ George Kramer, *The Interstate Highway System in Oregon: A Historic Overview* (Eugene, Oregon: Heritage Research Associates, Inc.), 20.

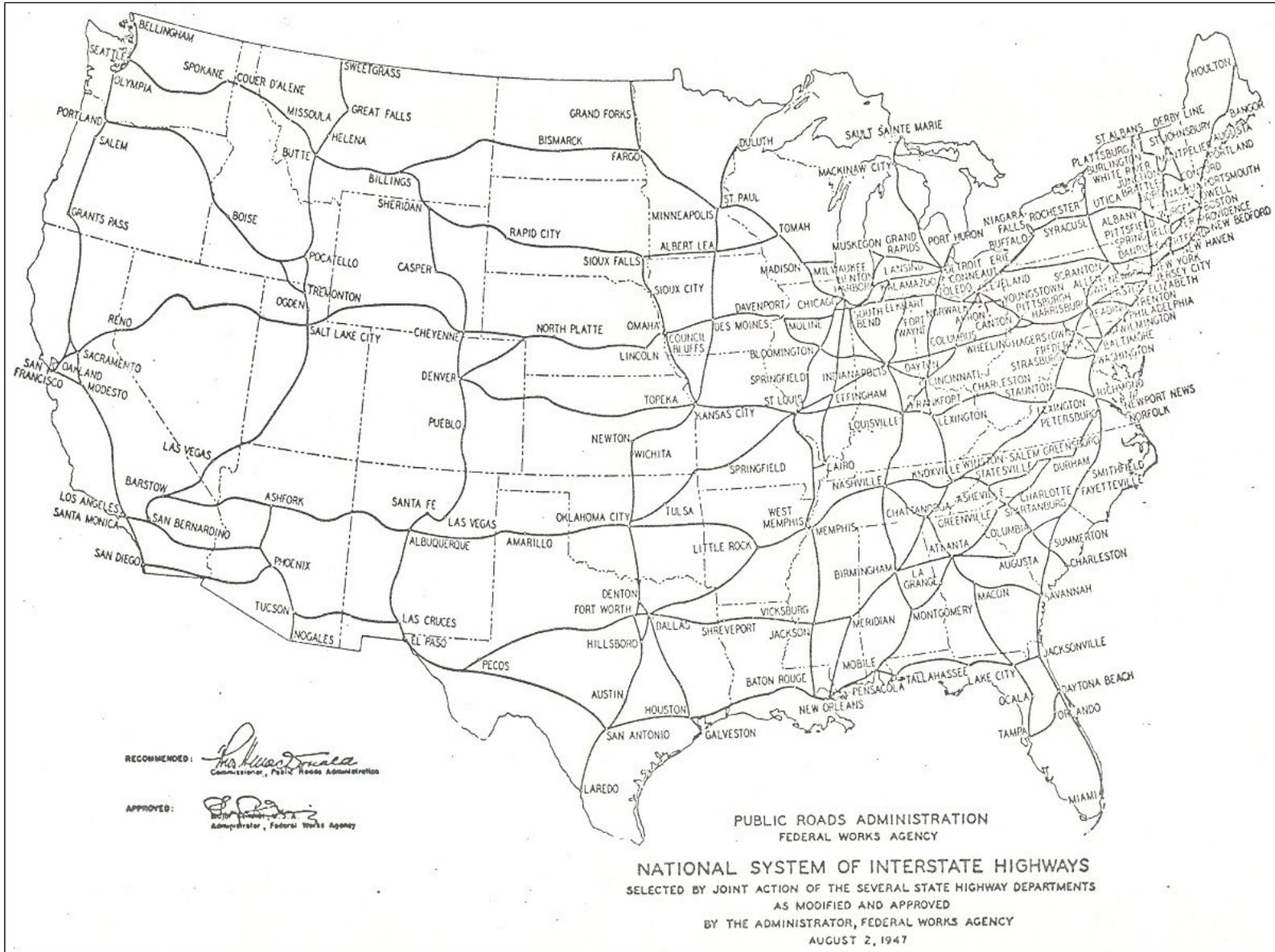


Figure 24. National System of Interstate Highways, August 2, 1947 (FHWA).

replied to President Eisenhower’s message with a statement that the federal government should bear the primary responsibility for funding the interstate highway system. Subsequently, significantly more interstate funding was authorized in the Federal-Aid Highway Act of 1954, which provided \$175 million in interstate funding for fiscal years 1956 and 1957, though this act raised the federal share to 60 percent and lowered the state share to 40 percent.³¹¹

Federal-Aid Highway Act of 1956

On June 29, 1956, President Eisenhower signed the Federal-Aid Highway Act and Highway Revenue Act into law. These laws created a 41,000-mile “National System of Interstate and Defense Highways” to connect major points of commerce, population, and trade and serve national defense transportation needs. Most importantly, these two acts created the Federal Highway Trust Fund, which is supported by taxes and fees, including highway use taxes, motor vehicle excise and use taxes, and excise taxes on fuel, lubricating oil, motor vehicle parts and accessories, tires, tread rubber, and tubes. The Federal Highway Trust Fund pays for improvements on primary, secondary, interstate, and urban highway systems. The two 1954 acts authorized \$24 billion of financing over thirteen years and adjusted the Federal-State matching ratio from a sixty-forty basis to a 90 percent Federal, 10 percent state basis (Figure 25).³¹²

Interstate Highways in Oregon

The Federal-Aid Highway Act of 1956 created two interstate highway routes in Oregon: one is I-5, which runs north-south between Oregon’s borders with California and Washington; the other is Interstate 84, which runs east-west along the Columbia River.³¹³ On September 27, 1956, the OSHD awarded the first contract under the Federal-Aid Highway Act of 1956 for the Fords Bridge Unit of the Myrtle Creek-Canyonville Section of Interstate.³¹⁴ In Oregon, the federal-to-state matching ratio for interstate highway construction in Oregon is 92 to 8 percent, due to the large amount of federal land in the state.³¹⁵ In addition to the two primary interstate highways, there were also several connector and spur routes planned for major metropolitan areas such as Eugene, Portland, and Salem. In total, approximately 700 miles of interstate highways were planned for Oregon under the Federal-Aid Highway Act of 1956.³¹⁶ At the time the act was signed into law, Oregon already had several sections of interstate highway either under

³¹¹ *America’s Highways*, 469.

³¹² *A Chronological History*, 38-39.

³¹³ Kramer, *The Interstate Highway System in Oregon*, 1. Note: the route of Interstate 84 was originally designated as Interstate 80 North (Interstate 80N) in 1957. Directional designations were eventually abolished nationwide, and Interstate 80N became Interstate 84 in 1981.

³¹⁴ *A Chronological History*, 37.

³¹⁵ *A Chronological History*, 39.

³¹⁶ Kramer, *The Interstate Highway System in Oregon*, 22.

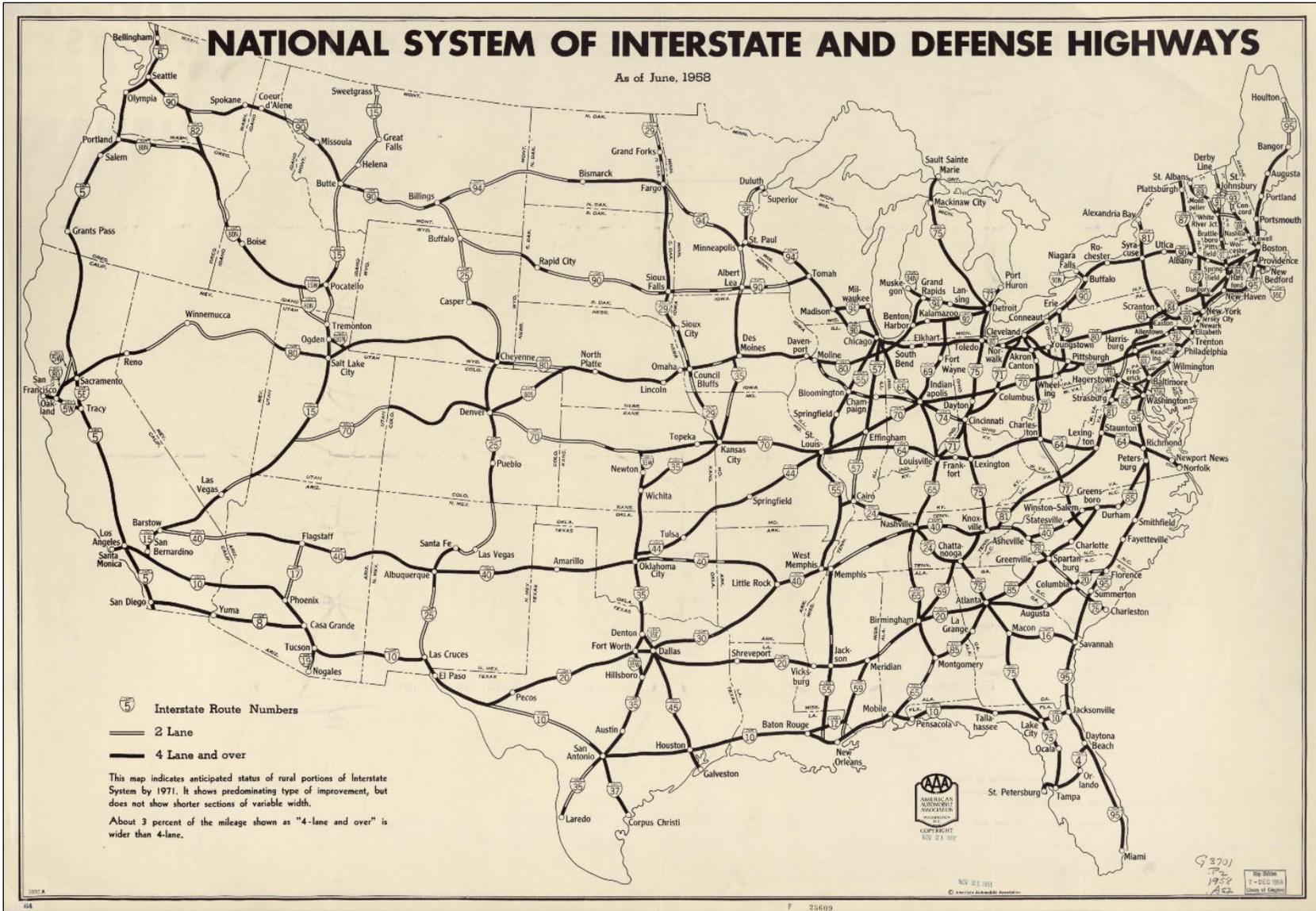
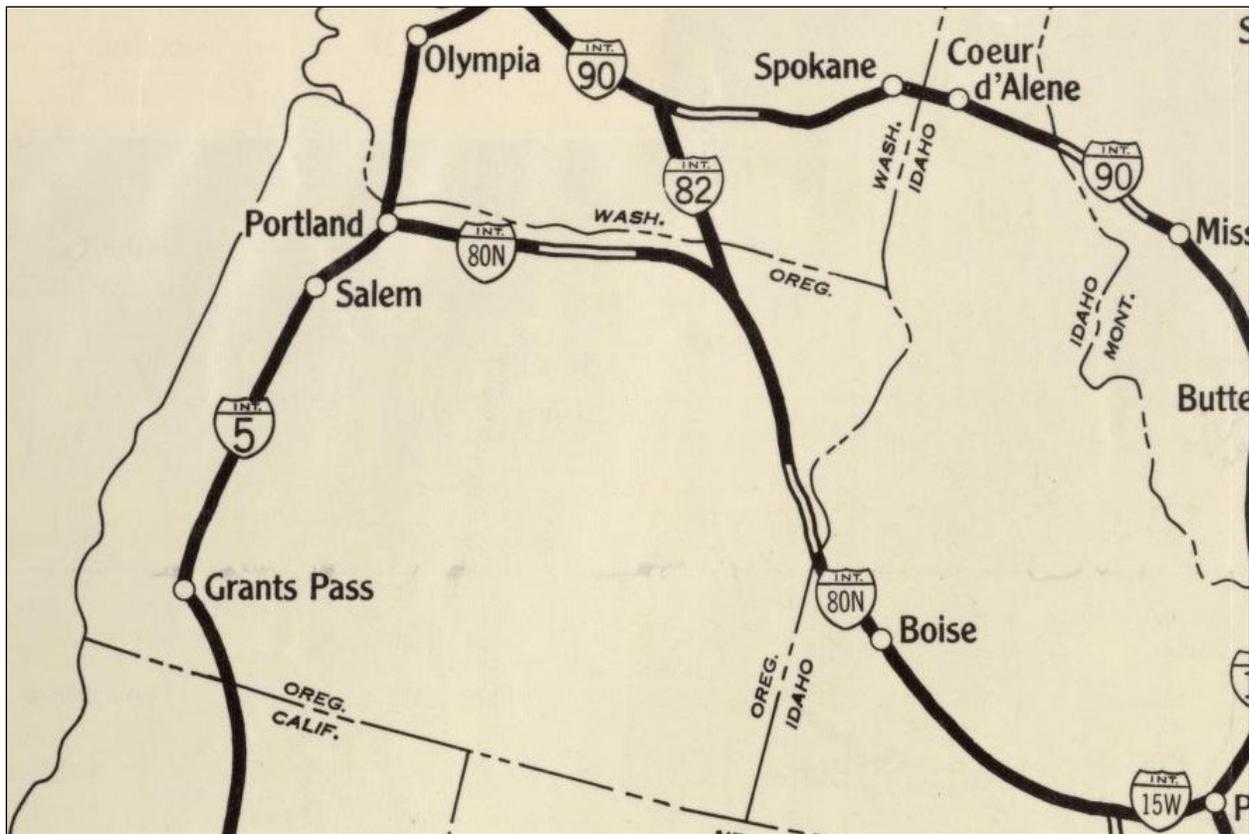


Figure 25. National System of Interstate and Defense Highways as of June 1958 (Library of Congress).

construction or already completed. These sections included the Banfield Expressway through Sullivan’s Gulch (present-day section of Interstate 84 between Interstates 5 and 205) and the Portland-Salem Expressway (Figure 26).³¹⁷

The Minnesota Freeway

5 During the early days of the interstate highway system, the OSHD often referred to portions of interstate routes by names rather than by their numerical designations. One example of this convention is the section of I-5 between the Interstate North Fremont Street and the Columbia River, which was formerly known as the Minnesota Freeway after the street alignment its construction erased.³¹⁸ The general concept of the Minnesota Freeway originated in November
10 1943, when New York urban planner Robert Moses (1888–1981) issued his *Portland Improvement* report to the Portland Area Postwar Development Committee. Due primarily to a rapid influx of people working in war industries, the population of Portland grew from 305,394 in



15 Figure 26. Interstate highway routes in Oregon as of June 1958. Note the Interstate 80N designation for present-day Interstate 84 (Library of Congress).

³¹⁷ Kramer, *The Interstate Highway System in Oregon*, 22, 52.

³¹⁸ Kramer, *The Interstate Highway System in Oregon*, 27.

1940 to over 359,000 in 1944. During the same time period, the population of the Portland metropolitan area increased 32 percent from 501,000 to 661,000.³¹⁹ The dramatic increase in population strained the existing infrastructure, which had suffered from previous underinvestment. The effect of the population increase on roads and highways was especially acute, and traffic congestion emerged as a major issue in Portland during World War II. Of the many capital projects Moses recommended for the city in his November 1943 report, his proposed network of arterial roads and limited-access freeways, including a downtown freeway loop, shaped local and state highway planning efforts until the 1970s.³²⁰

Planning for the Minnesota Freeway began prior to the enactment of the Federal-Aid Highway Act of 1956. In June 1955, Chief Engineer R. H. Baldock of the OSHD presented a report to the OSHC that outlined a comprehensive twenty-year highway plan for Portland. The Baldock report recommended a staggering amount of road construction: fourteen expressways totaling seventy-four miles (estimated cost of \$53 million); fourteen freeways totaling ninth-six miles (estimated cost of \$275 million); and twenty-four major streets totaling 121 miles (estimated cost of \$43 million). The 1955 Baldock report clearly embodied the planning principles of the 1943 Moses report, though the sheer enormity of the plan far exceeded what Moses envisioned.³²¹ However, the one consistency between the two reports is that both Moses and Baldock proposed highway alignments with little to no input from the people whose neighborhoods would be affected by these massive undertakings.³²²

The 1955 Baldock plan included a north-south route named the Delaware Freeway, which would have connected the north end of the East Bank Freeway to the Interstate Bridge across the Columbia River. In general, the proposed route of the Delaware Freeway was west of North Interstate Avenue and would have been placed in a depressed grade along North Greeley and North Delaware Avenues.³²³ In addition to the proposed alignment of the Delaware Freeway, an alignment along North Minnesota Avenue was studied by the OSHD. On March 24, 1959, the OSHC held a public hearing in the council chambers of Portland City Hall to present the Delaware and Minnesota Freeway options. The OSHC favored the North Minnesota Avenue alignment since it was shorter and would be less costly to acquire right-of-way and build the freeway. At the beginning of the hearing, City Commissioner William A. Bowes announced that the City Planning Commission agreed with the OSHC and supported the North Minnesota Avenue alignment. About 20 of the estimated 300 people in attendance spoke during the 45-

³¹⁹ Carl Abbott, "Portland in the Pacific War: Planning from 1940 to 1945," *Urbanism Past & Present* 6, no. 1 (1980): 12.

³²⁰ Carl Abbott, "Robert Moses in Portland," The Urban West: Official Site of Professor Carl Abbott, accessed November 10, 2022, <http://theurbanwest.com/portland/robert-moses-in-portland>.

³²¹ "Plan Given for Traffic Of Future," *Oregonian* (Portland, OR), June 29, 1955, 1.

³²² Carl Abbott, "Robert Moses in Portland," The Urban West: Official Site of Professor Carl Abbott, accessed November 10, 2022, <http://theurbanwest.com/portland/robert-moses-in-portland>.

³²³ "Big Changes Hinge on Routing of East Bank Freeway," *Oregonian* (Portland, OR), March 9, 1958, 31.

minute-long hearing to voice their support or opposition to the proposals. Some members of the public floated alternatives to both the proposed alignments. These alternatives included a route along the Willamette River, an elevated route constructed above North Interstate Avenue, and a tunnel.³²⁴ There was little public support for the North Delaware Avenue alignment, and the public was evenly divided for and against the North Interstate Avenue route.³²⁵

Ultimately, the OSHD abandoned the North Delaware Avenue option and selected the North Minnesota Avenue corridor as the I-5 route between the north end of the East Bank Freeway and the existing North Denver Avenue alignment at Oregon Slough. Right-of-way acquisition began in early July 1959, but a Congressional delay in granting the interstate funds stopped the property purchases. Right-of-way acquisition began again in October 1959, but the entire Minnesota Freeway right-of-way was not fully secured until March 1962.³²⁶ In total, approximately 180 dwellings were demolished to make way for the Minnesota Freeway, and about 400 residents were displaced from their homes, with a residential community now divided by an expansive highway.³²⁷ Grading of the alignment began in late summer 1962.³²⁸ Construction of a bridge over the Columbia Slough started in mid-1963 and paving of the Minnesota Freeway started in 1964, which opened to motor vehicle traffic late the same year.³²⁹

Construction of the Interstate Bridge

Throughout the nineteenth century, the cities of Vancouver and Portland were made distant to each by the width of the Columbia, connected only by the inconsistent and irregular services of ferries or other vessels. While these connections continuously improved—faster boat service or streetcars built to the ferry landings—the service itself was consistently slow, inconvenient, and often unreliable.

While ferries had been suitable and often faster than land-based transportation in the pre-railroad era, the region’s ballooning population and thriving industrial sector made permanent and reliable bridges increasingly necessary.³³⁰ As early as the 1840s, bridges were built across smaller waterways in the area; in subsequent decades, more substantial bridges spanned larger

³²⁴ Kramer, *The Interstate Highway System in Oregon*, 35.

³²⁵ “Portland Citizens Divided on Minnesota, Delaware Avenue Freeway Routes,” *Oregonian* (Portland, OR), March 25, 1959, 7.

³²⁶ “State Selects North Portland Freeway Route,” *Oregonian* (Portland, OR), April 17, 1959, 17; “North Portland Freeway Land Purchase Reset,” *Oregonian* (Portland, OR), September 25, 1959, 1; “ROW Nears for Freeway,”

³²⁷ Kramer, *The Interstate Highway System in Oregon*, 36.

³²⁸ “Kiewit Wins Bid on Grading,” *Oregonian* (Portland, OR), August 9, 1962, 1.

³²⁹ “Highway Commission Approves Funds for McKenzie Route,” *Oregonian* (Portland, OR), April 26, 1963, 24; “State Opens Bids On Two Freeway Jobs,” *Oregonian* (Portland, OR), January 30, 1964, 14; “State Okays Road Section,” *Oregonian* (Portland, OR), March 13, 1964, 16; “Minnesota Freeway to Open Next Week, Commission Says,” *Oregonian* (Portland, OR), November 25, 1964, 7.

³³⁰ Dwight A. Smith, James B. Norman, Pieter T. Dykman, *Historic Highway Bridges of Oregon* (Salem: Oregon Department of Transportation, 1986), 28-29.

channels.³³¹ The region's largest rivers—most prominently the Columbia—remained an impasse in interstate travel into the twentieth century.

South of the Canadian border, the first bridges to span the Columbia were largely funded by railroad magnate James J. Hill whose financing helped construct the Old Wenatchee Bridge (1908) and the Columbia bridge of the Seattle, Portland & Spokane Railway (SP&S).³³² Designed by famed civil engineer Ralph Modjeski (1861–1940), the latter bridge also opened in 1908 and was a contemporary marvel: the longest doubletrack railroad bridge in the country.³³³

Hill's bridge proved the viability of spanning the Columbia, and citizens of both Clark and Multnomah County began the slow process of advocating, campaigning, and agitating for the construction of a bi-state or interstate bridge. The bridge was needed to supplement the existing railroad span and serve the needs of pedestrian, automotive, and rapid transit.³³⁴

As early as 1908, local promoters and politicians began to press for the construction of a bridge by encouraging a feasibility study to understand potential costs. After years of delay, the study was funded through public subscription and Modjeski was hired as the project consultant.³³⁵ He delivered his report in September 1912, estimating the total cost of the bridge would fall between \$1.7 and \$2 million, plus more for the necessary approaches.³³⁶

With Modjeski's study in hand, proponents for the bridge petitioned for support from their respective local state governments. Detailed engineering drawings were compiled by the engineering firm of Harrington, Howard and Ash, and construction bids were finally solicited in January 1915.³³⁷ In February, bids were opened and a vertical lift system was chosen for the bridge's movable span.³³⁸

In all, the planned costs for the bridge were lower than anticipated and its construction was divided into twelve separate units undertaken by twenty-four contractors, many of whom were

³³¹ Smith et al., *Historic Highway Bridges*, 29-32.

³³² Don Seabrook, "Looking Back: Columbia River bridge construction," *Wenatchee World*, December 1, 2022. https://www.wenatcheeworld.com/wvbusiness/looking-back-columbia-river-bridge-construction/article_72a8ccbba-1766-11ed-8508-b313400419dc.html.

³³³ John Caldbick, "James J. Hill and associates cross Columbia River on first railroad bridge linking Washington and Oregon, whose opening has just completed Hill's Spokane, Portland & Seattle Railway, on November 5, 1908," HistoryLink.org Online Encyclopedia of Washington State History, posted January 13, 2016. <https://www.historylink.org/File/8740>.

³³⁴ Jonathan Clarke, "Vancouver-Portland Interstate Bridge," *Historic American Engineering Record Written Historical and Descriptive Data* (Washington, DC: U.S. Department of the Interior, Historic American Engineering Record, 1993) 2.

³³⁵ Clarke, *Vancouver-Portland Interstate Bridge*, 2.

³³⁶ Ralph Modjeski, *To The Joint Pacific Highway-Columbia Bridge Committee of Portland and Vancouver Commercial Clubs* (Chicago: Ralph Modjeski, 1912), 5-6.

³³⁷ Clarke, *Vancouver-Portland Interstate Bridge*, 5.

³³⁸ Clarke, *Vancouver-Portland Interstate Bridge*, 5.

local.³³⁹ Construction began on March 6, 1915, and continued throughout the following year, still unfinished at the initial completion deadline of October 31, 1916.³⁴⁰ While work continued mostly without incident, the project dragged into 1917; in early February finishing touches, including the deck paving and streetcar tracks, were finally installed.³⁴¹ With great crowds in attendance, the new bridge officially opened on February 14—Valentine’s Day and Oregon Statehood Day—1917.³⁴² Editors at Portland’s *Oregonian* wrote that “[w]ith brilliant formality, the Interstate bridge yesterday swung into its niche in the great scheme of commercial and industrial development of the Northwest.”³⁴³ To all, the event seemed momentous.

The 1910s was a period of rapid technological and economic growth in the region, which the bridge both symbolized and further augmented. During its first year of operation, the lift span was opened 1,000 times for river-borne water traffic and almost immediately, officials noticed a rapid increase in “motor-truck traffic” as the use of horse-powered transportation was eclipsed.³⁴⁴ To pay for the structure, all users who crossed the bridge paid a toll roughly approximate to the cost of the former ferry fare, but the crossing was substantially faster.³⁴⁵ Within only twelve years of opening, the bridge had paid for itself.³⁴⁶

To remove further barriers to interstate travel, in 1927 the state of Washington began investigating the purchase of local toll bridges.³⁴⁷ After the passage of multiple legislative laws, Washington and Oregon jointly purchased the Interstate Bridge from Clark and Multnomah Counties in 1929.³⁴⁸ The bridge’s tolls were abolished and its operation and maintenance were folded into the state’s roads department.

By the 1940s, automotive traffic usage had grown so widespread that the 1917 structure was becoming a bottleneck for drivers along the Pacific Highway.³⁴⁹ From 13,100 daily vehicular crossings in 1936, the bridge handled 30,747 by 1950. Boat traffic had also increased: bridge openings had doubled to 2,000 per year by 1948.³⁵⁰ Various solutions were proposed, including a plan to modify the existing bridge to give water traffic more clearance and to add a second, parallel bridge alongside the first.³⁵¹ This plan was ultimately adopted; when completed, the

³³⁹ Clarke, Vancouver-Portland Interstate Bridge, 6.

³⁴⁰ Clarke, Vancouver-Portland Interstate Bridge, 6-7

³⁴¹ Clarke, Vancouver-Portland Interstate Bridge, 7.

³⁴² Clarke, Vancouver-Portland Interstate Bridge, 7.

³⁴³ “Columbia Span is Formally Opened,” *The Oregonian* (Portland, OR), 15 February 1917, 1.

³⁴⁴ “Motor Truck Plays Large Part in Growth of Bridge Traffic,” *Engineering News-Record* (New York), 16 May 1918, 965; Clarke, Vancouver-Portland Interstate Bridge, 8.

³⁴⁵ “Motor Truck Plays Large Part in Growth of Bridge Traffic,” 965.

³⁴⁶ Clarke, Vancouver-Portland Interstate Bridge, 8.

³⁴⁷ Clarke, Vancouver-Portland Interstate Bridge, 8.

³⁴⁸ Clarke, Vancouver-Portland Interstate Bridge, 8-9.

³⁴⁹ Clarke, Vancouver-Portland Interstate Bridge, 9.

³⁵⁰ Clarke, Vancouver-Portland Interstate Bridge, 9.

³⁵¹ Clarke, Vancouver-Portland Interstate Bridge, 9.

bridge would have a new total capacity for 75,000 to 80,000 vehicles per day, as well as substantial additional clearance without requiring the operation of the lift span.³⁵²

Portions of the funding were secured from both Washington and Oregon state governments, as well as from the U.S. Army Corps of Engineers.³⁵³ A bond issue supplied the remainder, to be paid back through bridge tolls.³⁵⁴ In April 1956, the contract for the construction of the new bridge was awarded to the Guy F. Atkinson Co., of San Francisco.³⁵⁵ Work continued through 1957 and the new span was opened to traffic on July 1, 1958.³⁵⁶ A second contract for the modification of the original span was awarded in March 1958 to the General Construction Co., of Portland, which successfully re-opened the modified structure two years later in 1960.³⁵⁷

After the opening of the new bridge, tolling continued for six years until the cost of both spans was paid off. The last toll was collected on November 1, 1966, after which point the toll booths were removed and the toll plaza on Hayden Island reconfigured. Since that time, the bridge has undergone other, small-to moderate-scale changes including alterations to the operator’s control booth, decking, and traffic control devices. The Interstate Bridge is otherwise little changed from its 1966 reconstruction and remains one of the most critical pieces of roadway infrastructure on the West Coast.

Hayden Island

By the second half of the nineteenth century, Hayden Island was under the ownership of New York-born settler Gay Hayden, who had arrived in Oregon in 1850 and settled on the island in 1852.³⁵⁸ Hayden lived and farmed on the island for nearly five years before relocating to Vancouver in 1856.³⁵⁹ In 1863, Hayden sold the island to the Switzer Bros.—sons of ferryman John Switzler (1789–1855)—who were quickly becoming prosperous horse ranchers throughout Oregon and Washington.³⁶⁰ The Switzlers continued agricultural activities on the island before Jehu Switzler (1831–1908) sold the property for \$5000 to Colonel Benjamin F. Shaw (1829–1908) in 1877.³⁶¹

³⁵² Clarke, Vancouver-Portland Interstate Bridge, 9.

³⁵³ Clarke, Vancouver-Portland Interstate Bridge, 9.

³⁵⁴ Clarke, Vancouver-Portland Interstate Bridge, 9-10.

³⁵⁵ Clarke, Vancouver-Portland Interstate Bridge, 10.

³⁵⁶ Clarke, Vancouver-Portland Interstate Bridge, 10.

³⁵⁷ Clarke, Vancouver-Portland Interstate Bridge, 10.

³⁵⁸ “Was Pioneer of 1850,” *Oregonian* (Portland, OR), May 16, 1902, 4.

³⁵⁹ “Was Pioneer of 1850,” *Oregonian*.

³⁶⁰ “Hayden Island is Sold by Railroad,” *Oregonian* (Portland, OR), December 23, 1910, 15; H.M. Travis, “Horse Heaven,” *Spokesman-Review* (Spokane), April 22, 1956, 3.

³⁶¹ “Brevities,” *The Vancouver Independent*, June 7, 1877, Vancouver, Washington, 8.

Under Shaw’s ownership, the island was variously referred to by either Hayden’s or Shaw’s surname (Shaw Island), and activities upon it remain sparsely documented.³⁶² After seventeen years, Shaw and his wife sold the land in 1904 to Ossian Franklin (“O.F.”) Paxton (1858–1906), a corporate lawyer closely associated with the development of Portland’s rail and streetcar networks.³⁶³ For the land, Paxton paid a substantial \$16,000 and coupled the purchase with the acquisition of another 352 acres of land along the Columbia Slough for an additional \$15,500.³⁶⁴

Contemporary newspaper reports differ over the logic of the purchase: the *Oregon Journal* maintained “that the property was bought for the Portland Railway company [sic] as an investment of its surplus funds”; the *Oregonian* explained that “the recent purchase was for the Northern Pacific Railway Company, with the ultimate intention of bridging the Columbia River.”³⁶⁵ Later observers believed the parcels were bought strategically to prevent the creation of new ferry lines that might compete with Paxton’s associates as well as for the land’s development potential as Portland continued to grow northwards.³⁶⁶ Ultimately, all may have been correct and, in 1908, James J. Hill’s (1838–1916) Spokane, Portland & Seattle Railway completed a new bridge across the Columbia River via Hayden Island.³⁶⁷ Designed by famed bridge engineer Ralph Modjeski (1861–1940), the bridge was celebrated as the longest double-track railroad bridge in the country and at long last provided a passable transportation route between Portland and Vancouver.³⁶⁸

Development of a Destination

From Paxton, ownership of Hayden Island was transferred to Portland’s traction conglomerate alternatively named the Portland Railway (1900–1904), the Portland Consolidated Railway (1904–1905), again the Portland Railway (1905–1906), and later the Portland Railway Light & Power (1906–1924).³⁶⁹ By 1910 the conglomerate had once again sold the island, this time to Washington businessmen Chauncy Albert Doty (1859–1950) and W.D. Coffman (dates

³⁶² Shawn Daley, “Hayden Island,” *Oregon Encyclopedia* ed. by Ulrich Hardt, Jeff LaLande, and Linda Tamura, (Portland: Portland State University and the Oregon Historical Society, 2021), <https://www.oregonencyclopedia.org/articles/jantzen/#.YhjzI5aIzHE>; Arlen Sheldrake, Richard Thompson, Bob Weaver, Trent Stetz, and Steve Hauff, *Steel Over The Willamette* (Portland: Pacific Northwest Chapter, National Railway Historical Society, 2012), 30.

³⁶³ “Shaw Island Sold,” *Oregonian* (Portland, OR), October 16, 1904, 16; David Warren Freece, “A History of the Street Railway Systems of Vancouver, Washington, 1889-1926” (master’s thesis, Portland State University, 1985), PDXScholar (10.15760/etd.5322), https://pdxscholar.library.pdx.edu/open_access_etds/3439/, 36, 42.

³⁶⁴ “Shaw Island Sold,” *Oregonian* (Portland, OR), October 16, 1904, 16; “Streetcar Man Purchase,” *Oregon Journal* (Portland, OR), October 16, 1904, 20.

³⁶⁵ “Streetcar Man Purchases,” *Oregon Journal*; “Shaw Island Sold,” *Oregonian*.”

³⁶⁶ David Kern, “Island Hopping,” *Columbian* (Vancouver, WA), April 15, 1977, 3.

³⁶⁷ Caldbick, “James J. Hill.”

³⁶⁸ Caldbick, “James J. Hill.”

³⁶⁹ Local scholars note that this chain of names was “complex and confusing.” Sheldrake et al., *Steel Over The Willamette*, 30.

unknown) under the auspices of the Hayden Land Company.³⁷⁰ Portland Railway Light & Power retained some forty acres on the island’s east end to maintain their streetcar and ferry service providing access to Vancouver.³⁷¹ Doty and Coffman, meanwhile, hoped to capitalize on the island’s rapid transit, heavy rail, and water access to create a new subdivision “available to mills and manufacturing establishments.”³⁷² The partnership’s efforts mirrored contemporaneous developments occurring along the south shore of the Columbia Slough where additional business interests—principally meat packers Swift and Company—were developing their own “North Portland Industrial District.”³⁷³

Unfortunately, while the North Portland Industrial District experienced modest success, Doty and Coffman’s Hayden Island district failed to materialize. Instead, in 1915, “more than a mile” of the island’s north shore was developed into a public bathing area named “Columbia Beach.”³⁷⁴ Whether the beach was formally planned by property owners, or developed organically and later turned into a for-profit venture remains unclear. In either event, by 1918, the “resort” was under professional management and included an outdoor dance pavilion, a bathhouse, and a promenade, and could reportedly host thousands of visitors during busy organized events.³⁷⁵

Despite the best efforts of its proprietors during this period, ownership of the island appears to have reverted to Portland Railway Light & Power, which was reorganized in 1924 into separate divisions for its traction and electrical services.³⁷⁶ The modernized company was renamed the Portland Electric Power Company (1924–1930) and retained ownership of the island until at least the late 1920s.³⁷⁷ During this decade, still without major development, the area began to attract the attention of local boosters who considered it a prime location for a 1925 world’s fair.³⁷⁸

Planning began in 1921 and promoter’s began using the catchy title; “Atlantic & Pacific Highways and electrical Exposition.”³⁷⁹ Portland businessman Loren Mont (“Monte”) Lepper (1870–1949) strongly advocated for Hayden Island as the site, stating “[t]he world does not yet

³⁷⁰ “Hayden Island Changes Hands,” *Columbian* (Vancouver, WA), December 23, 1910, 10.

³⁷¹ “Hayden Island Changes Hands,” *Columbian*.

³⁷² “Hayden Island Changes Hands,” *Columbian*.

³⁷³ Ellen Stroud, “Troubled Waters in Ecotopia: Environmental Racism in Portland, Oregon,” *Radical History Review* 74 (1999): 70.

³⁷⁴ “Columbia Beach to be Improved,” *Oregonian* (Portland, OR), February 27, 1916, 21; “City is to Have Beach,” *Oregonian* (Portland, OR), April 9, 1916, 7.

³⁷⁵ “Columbia Beach,” *Oregon Daily Journal* (Portland, OR), July 15, 1918, 8.

³⁷⁶ George Kramer, “Portland Railway Light and Power,” in Oregon Encyclopedia ed. Jeff LaLande, and Linda Tamura, (Portland: Portland State University and the Oregon Historical Society, 2022), https://www.oregonencyclopedia.org/articles/portland_railway_light_and_power/#.Y4gwdn3MJhE.

³⁷⁷ Sheldrake et al., *Steel Over The Willamette*, 30.

³⁷⁸ “Hayden Island Boosters’ Club,” *Columbian* (Vancouver, WA), 27 May 1921, 10; MacColl, *The Growth of a City: Power and Politics in Portland, Oregon, 1915-1950* (Georgian Press, 1979), 386.

³⁷⁹ MacColl, *The Growth of a City*, 386.

know that Portland is situated on the Columbia River. Let us put the fair on Hayden Island and put Portland on the map world wide [sic] as a world port located on the greatest waterway in the world.”³⁸⁰ Significant work was required on the still undeveloped island to prevent flooding, but its proximity to the Pacific International (sometimes “PI”) Livestock exposition building was among the cited benefits.³⁸¹

While the exposition never materialized, the idea of a fairground remained, and the operators of Columbia Beach—William A. Logus (1892–1974) and Leo F. Smith (dates unknown)—believed they could make it viable.³⁸² Far from innovatory, Logus and Smith’s plan kept with contemporary trends where, across the country, developers and investors built then-novel amusement parks at the end of streetcar lines to encourage ridership and promote development.³⁸³ While it remains unclear if PEPCO provided financial or other means of support to Logus and Smith, the pair formed the Hayden Island Amusement Company in 1927 and purchased forty (sometimes forty-two) acres of PEPCO’s land for some \$40,000.³⁸⁴ The planned amusement park would replace Columbia Beach but would, reportedly, preserve and develop beaches on both the north and south shores of the island.³⁸⁵

Construction for the \$500,000 park was underwritten by the Portland-based apparel company, Jantzen Knitting Mills, who had recently developed a highly successful line of swimsuits.³⁸⁶ The planned park would not only provide recreational opportunities for residents on both sides of the Columbia but, for the Jantzen Knitting Mills, provide valuable marketing and additional local demand for their products.³⁸⁷ Accepting the funds, the Hayden Island Amusement Company named the new development the “Jantzen Beach Amusement Park” and designed a series of swimming pools, rides, and a promenade lined with game stalls within its landscaped grounds.³⁸⁸ A unique wooden roller coaster named “the Big Dipper” was constructed based on

³⁸⁰ “10 Orators Uphold Sites For Big Fair,” *Oregonian* (Portland, OR), 19 May 1921, 10.

³⁸¹ “10 Orators Uphold Sites For Big Fair,” *Oregonian* (Portland, OR), 19 May 1921, 10; MacColl386

³⁸² “Island Land Purchased,” *Oregonian* (Portland, OR), 6 February 1928, 10; “Stock Offered Today,” *Oregonian* (Portland, OR), 13 June, 1927, 20; “Hayden Island Park Planned,” *Columbian* (Vancouver, WA), 25 July, 1927, 1.

³⁸³ Carroll Pursell, “Fun Factories: Inventing American Amusement Parks,” *Icon* 19 (2013)

³⁸⁴ “Island Land Purchased,” *Oregonian*; “Hayden Island Park Planned,” *Columbian*.

³⁸⁵ “Hayden Island Park Planned,” *Columbian*.

³⁸⁶ Adrienne Denaro, “Jantzen,” in *Oregon Encyclopedia* ed. Jeff LaLande, and Linda Tamura, (Portland: Portland State University and the Oregon Historical Society, 2019),

<https://www.oregonencyclopedia.org/articles/jantzen/#.YhjzI5alZhE>; Bonnie Tsui, “Following the Lead of the Diving Girl,” *The New York Times*, September 5, 2019,

<https://www.nytimes.com/2019/09/05/travel/portland-oregon-swim-jantzen.html?smid=nytcore-ios-share>.

³⁸⁷ “Jantzen Beach Opens Tomorrow,” *The Oregon Journal*, 25 May, 11; Kim Buerge, “What a Ride: From Personal Treasure to Museum Collection,” *Dear Oregon: Dispatches from Professional Time Travelers* (blog), <https://www.ohs.org/blog/what-a-ride-from-personal-treasure-to-museum-collection.cfm>;

Bonnie Tsui, “Following the Lead of the Diving Girl,” *The New York Times*, September 5, 2019, <https://www.nytimes.com/2019/09/05/travel/portland-oregon-swim-jantzen.html?smid=nytcore-ios-share>.

³⁸⁸ “What Portland Has Been Waiting For: Jantzen Beach,” *Oregonian* (Portland, OR), 26 May 1928, 5.

plans by noted designer Carl E. Phare (1885–1962) and was advertised to the public as the largest in the northwest.³⁸⁹

As hoped, the amusement park proved immediately popular and the company, looking toward expansion, began to acquire more land on the island for the park and other planned investments.³⁹⁰ Ultimately, at over 123 acres, the Jantzen Beach Amusement Park was for a time the largest in the country and was touted as the “Coney Island of the West.”³⁹¹

Before Midcentury

The Jantzen Beach Amusement Park continued to act as Hayden Island’s principal occupant and attraction into the early 1930s. In 1934, however, the Hayden Island Amusement Company allowed a small grocer named Anthony Marcianelli (1903–1972) to construct and operate a shop named Tony’s on rented land alongside the main Vancouver-Portland roadway.³⁹² In 1942, Tony’s was joined by small housing development for wartime laborers named “Jantzen Village.”³⁹³ The development consisted of twenty-four duplexes arranged around three courts all designed by architect William G. Holford (1878–1970).³⁹⁴ The Village was attractively landscaped by Moreland Gardens; later articles described postwar plans to re-use the buildings as a motel when the housing need subsided.³⁹⁵

With the evident success of these improvements, the company courted other businesses to augment a small commercial strip alongside the roadway. In 1945, Gene (1907–1994) and Natha Waddle (1907–1975) opened one of Portland’s earliest drive-in diners, “Waddles,” in a new, purpose-built building (OR 53), designed by local Italian-American architect Pietro Belluschi (1899–1994).³⁹⁶ Adjacent to the restaurant, a drugstore named Kirkhart’s was also constructed around 1945 but was renamed Whitaker’s two years later.³⁹⁷

In subsequent years, small-scale changes occurred along the commercial strip including the reconstruction of Tony’s after a 1953 fire, the reconfiguration of Waddles, and various changes

³⁸⁹ “What Portland Has Been Waiting For: Jantzen Beach,” *Oregonian*.

³⁹⁰ William Lambert, “Shifting Sand of Hayden Island Tip Generate Fine Legal Controversy Over Ownership,” *Oregonian* (Portland, OR), April 27, 1959, Section 3 Page 8.

³⁹¹ Daley, “Hayden Island.”

³⁹² “If the Cupboard is Bare,” *Columbian* (Vancouver, WA), June 27, 1934, 2.

³⁹³ “New Housing Units Planned,” *Oregonian* (Portland, OR), 30 August 1942, Section 2 Page 3.

³⁹⁴ “New Housing Units Planned,” *Oregonian*; “Jantzen Village Division Nearly Ready for Opening,” *Oregonian* (Portland, OR), 1 November, 1942, Section 5 Page 8.

³⁹⁵ “Jantzen Opener Sets Mark for Sunday Play,” *The Billboard*, April 22, 1944, 44.

³⁹⁶ “Waddles Coffee Shop, Jantzen Beach, Portland, OR,” Pacific Coast Architecture Database, accessed November 17, <https://pcad.lib.washington.edu/building/12639/>,

³⁹⁷ [Job advertisement for drug and display clerk] *Oregonian* (Portland, OR), April 22, 1948, Section 2 Page 8.

in ownership of several businesses.³⁹⁸ Plans for more substantial changes under the island’s development company were halted in 1959 when it emerged that the company’s title to the land was contested along the island’s eastern tip.³⁹⁹ Investigations by both the state land board appraiser and the Hayden Island Amusement Company determined that the tip was, in fact, state property; the company finally purchased it outright in September 1959 for \$11,700.⁴⁰⁰ Later, in 1962, the Columbia Market was demolished and replaced by a new Safeway supermarket, which provided a wide variety of goods to island residents and travelers.⁴⁰¹

After Midcentury

In the second half of the twentieth century, the Jantzen Beach Amusement Park no longer met its owners’ expectations. The park’s novelty had long since worn off and visitor numbers were both stagnant and weather dependent, an unfortunate contingency in the Pacific Northwest.⁴⁰² A string of bad luck, including a visitor death in 1959 (determined not to be the park’s fault) and a serious fire the following year, accelerated its decline.⁴⁰³ In a 1964 interview, company management explained that new recreation options—Rooster Rock State Park and Blue Lake Park—were now competing for visitors and that backyard swimming pools and indoor televisions were rendering the park increasingly obsolete.⁴⁰⁴

In 1963, the Hayden Island Amusement Company redirected its focus, and rebranded under the name “Hayden Island Development Company.” Rather than a recreation provider, the company concentrated on residential and commercial development as the future of its island-based operations. Already in 1955, the company had begun to host floating homes at a moorage along the island’s south shore and, in 1964, a seventy-five-unit manufactured-home community was completed northwest of the amusement park. In the same year, the company’s manager, Leslie “Les” W. Buell (1919–2013), noted that their revenue was already split with approximately half coming from the amusement park and half from rentals.⁴⁰⁵

³⁹⁸ “Early Morning Fire Guts Tony’s Market Across River,” *Columbian (Vancouver, WA)*, July 2, 1952, 1.; “Under Roof Again,” *Oregon Journal (Portland, OR)*, March 15, 1953, B7; “Chain Buys Tony’s Mart,” *Oregonian (Portland, OR)*, April 24, 1955, 45.; “Columbia Adds Store,” *Columbian (Vancouver, WA)*, December 4, 1955.

³⁹⁹ “County Planners Study Hayden Island Tip Uses,” *Oregonian (Portland, OR)*, 22 April, 1959, 19; William Lambert, “Shifting Sand of Hayden Island Tip Generate Fine Legal Controversy Over Ownership,” *Oregonian (Portland, OR)*, April 27, 1959, Section 3 Page 8; “Island Area Turned Down,” *Oregonian (Portland, OR)*, 22 May, 1959, 19.

⁴⁰⁰ “\$11,700 Bid For Island,” *Oregonian (Portland, OR)*, 1 September 1959, 9.

⁴⁰¹ “Safeway Stores Opening Novel Shopping Center,” *Oregonian (Portland, OR)*, 29 March, 1962, 19.

⁴⁰² Gerry Pratt, “Rain Drops Crowd at Jantzen Beach,” *Oregonian (Portland, OR)*, August 27, 1964, 22.

⁴⁰³ Don Horine, “Amusement Parks Faltering Along Pathway to Oblivion,” *Oregon Journal (Portland, OR)*, August 9, 1959, 3; “Jantzen Beach Funhouse Burns,” *The Oregon Statesman (Salem, OR)*, March 30, 1960, 1.

⁴⁰⁴ Pratt, “Rain Drops Crowd” *Oregonian*.

⁴⁰⁵ Pratt, “Rain Drops Crowd” *Oregonian*.

Buell, promoted to president of the company in 1966, was its public face during this new period of expansion and often gave interviews to promote the island’s ongoing development.⁴⁰⁶ He was referred to in a later profile as “a mixture of mayor, city manager and benevolent, low-key dictator” and, in 1967, he renamed the company once again to “Hayden Island, Inc.”⁴⁰⁷

5 From 1964 onward, Buell and the company began a series of ambitious expansion plans bent on replacing the aging amusement park with a series of modern real estate investments that would capitalize on the island’s roadside location and exceptional scenic qualities. Initially, plans were made to build a family-style resort motel, a \$6 million waterfront apartment complex, and to enlarge the manufactured home park to 200 units.⁴⁰⁸ Later, in March 1967, the scope had
10 grown and Hayden Island, Inc., announced a new twelve-year plan including a regional shopping center, a 200-unit motel, and 1,400 units of housing.⁴⁰⁹ The company conservatively estimated the cost of this growth at \$25 million but updated its estimate to \$50 million only a year later (Figure 27).⁴¹⁰

15 While Buell and others initially expressed hope to save portions of the amusement park, the construction of I-5 ultimately pronounced its end. Newspaper advertisements declared July 4, 1970, to be the “last chance” to ride the Big Dipper, which was demolished shortly after the holiday.⁴¹¹ The entire park was closed soon after and by the winter had been fully demolished.⁴¹²

20 As the amusement park was coming down, the new shopping center was rising. In November 1969, Hayden Island, Inc., announced three anchor tenants—Montgomery Ward and Company, Newberry’s, and Payless Drugs—In the new mall, and a projected groundbreaking in 1971.⁴¹³ The center’s design was prepared by the noted Seattle firm of John Graham, Jr. (1908–1991); John F. Jensen and Associates were hired to design the new Montgomery Ward store.⁴¹⁴

⁴⁰⁶ “Realty Parade,” *Oregon Journal* (Portland, OR), 15 July, 1966, Business Section Page 6.

⁴⁰⁷ B.J. Noles, “NYC’s Loss Was Portland’s Gain,” *Oregonian* (Portland, OR), December 5, 1977, B5; “Realty Parade,” *Oregon Journal* (Portland, OR), 15 July, 1966, Business Section Page 6.

⁴⁰⁸ Pratt, “Rain Drops Crowd” *Oregonian*.

⁴⁰⁹ Phil Hunt, “Hayden Island Ready For Development Go-Ahead,” *Oregon Journal* (Portland, OR), March 27, 1967, 5.

⁴¹⁰ Phil Hunt, “Hayden Island Ready For Development Go-Ahead,” *Oregon Journal* (Portland, OR), March 27, 1967, 5; “Hayden Island to Grow,” *Oregon Journal* (Portland, OR), 8 April, 1968, 23; Robert Landauer, “\$50 Million Hayden Island Development Planned,” *Oregon Journal* (Portland, OR), April 7, 1968.

⁴¹¹ “State Celebration of Nation’s Birthday Ranges From Fireworks to Rodeos,” *Oregonian* (Portland, OR), 3 July, 1970, Portland, Oregon, 12.

⁴¹² “Shop Area Plan Aired,” *Oregonian* (Portland, OR), 7 January, 1971, Section 3 Page 7.

⁴¹³ Jack Hopkins, “3 Firms May Sign On Island,” *Columbian* (Vancouver, WA), 5 November, 1969, 1.

⁴¹⁴ Ken Bradley, “Ward Signs Lease for Jantzen Center,” *Oregon Journal* (Portland, OR), 15 June, 1971:1.

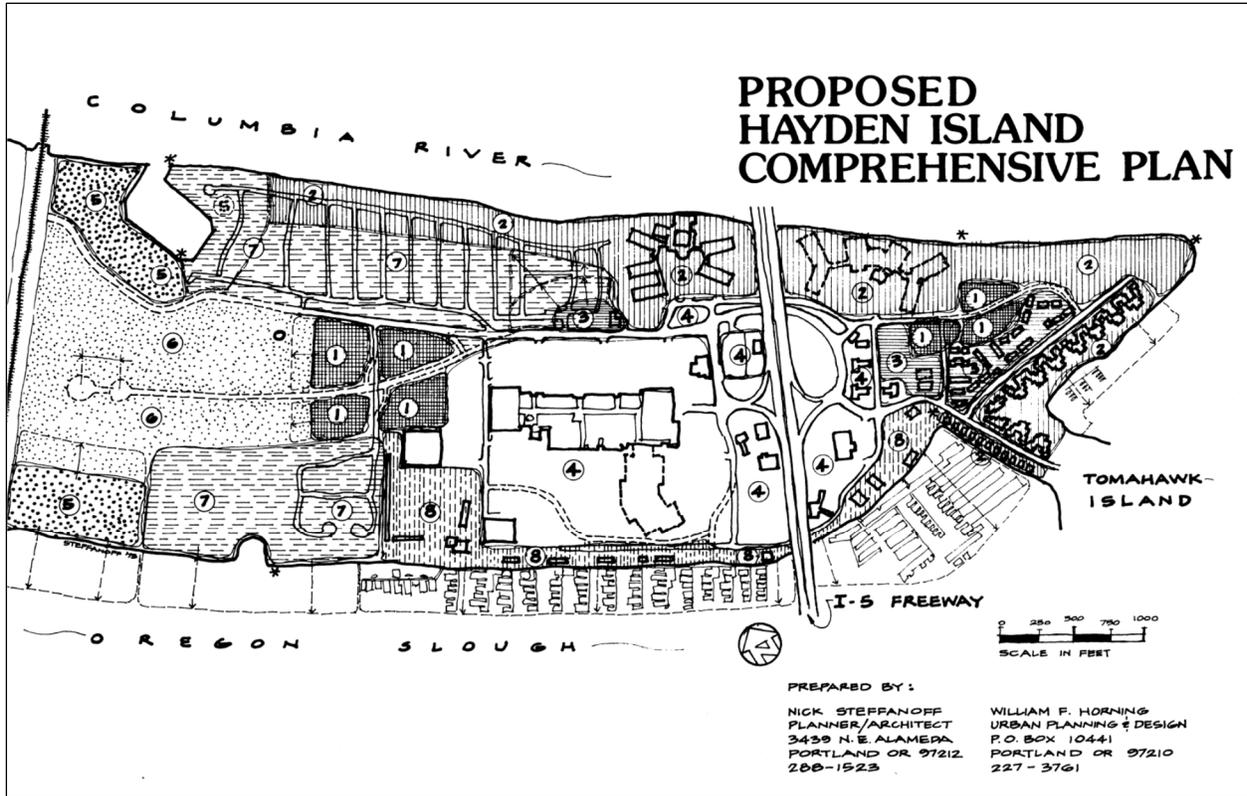


Figure 27. Proposed Hayden Island Comprehensive Plan showing existing elements of the area’s urban fabric, 1975 (City of Portland (OR) Archives, AF/171455).

- 5 The design of the shopping center, according to Buell, was to feature “the Northwest look with warm-toned masonry and considerable piling and stained rough textured woods.”⁴¹⁵ In an additional link to the site’s past, the amusement park’s famed Parker carousel was preserved and restored as a centerpiece of the center.⁴¹⁶ At last, on September 28, 1972, the new Jantzen Beach Center held its grand opening (Figures 28–31).⁴¹⁷ *The Oregonian* reported that the final price tag for the development had surpassed \$8 million.⁴¹⁸
- 10 While planning the mall, Hayden Island, Inc., had been working to find a partner to operate the planned resort hotels on the island’s north shore. Plans for the development had been in the works since early 1959; however, ten years passed before the company established a workable relationship with the Thunderbird hotel chain.⁴¹⁹ Thunderbird was already a well-known regional

⁴¹⁵ Jack Hopkins, “Year of the Shopping Center,” *Columbian* (Vancouver, WA), January 28, 1972, Section 2 Page 19.

⁴¹⁶ “Jantzen Beach Carousel,” Restore Oregon, accessed November 14, 2022, <https://restoreoregon.org/most-endangered-places-2018/jantzen-beach-carousel/>.

⁴¹⁷ [Advertisement for Jantzen Center], *Columbian* (Vancouver, WA), 26 September, 25.

⁴¹⁸ “\$8 Million Jantzen Beach Center Opens Doors,” *Oregonian* (Portland, OR), 28 September, 80.

⁴¹⁹ “Thunderbird Motor Hotel,” *Oregonian* (Portland, OR), June 27, 1969, 31; “Owners Reveal Plans For Luxury Motel, Other Developments on Hayden Island,” *Oregonian* (Portland, OR), 25 April 1959, 4.

name and developer Edward Pietz had constructed a motel for the chain in Portland in 1959.⁴²⁰ The Portland hotel was designed by local architect Ralph C. Bonadurer (1923–2001) who continued to collaborate with Pietz on designs for the chain over the coming decades.

- 5 The Hayden Island Thunderbird location was another of Bonadurer’s concepts (Figure 32) and was constructed from 1969 to 1971.⁴²¹ The design bore strong similarities to a 150-room complex designed by Bonadurer in SeaTac in 1970.⁴²² After the Hayden Island project, Thunderbird and Hayden Island, Inc., developed two more properties in the late 1960s and early 1970s including the Thunderbird at the Quay (later Inn at the Quay) in Vancouver, and an additional Jantzen Beach hotel, the Red Lion.⁴²³
- 10 The Red Lion, or the “Red Lion Motor Inn,” was the second major resort development on Hayden Island constructed east of the interstate parallel to the Thunderbird.⁴²⁴ The designs for the resort were prepared by the Vancouver firm Nelson, Walla, and Dolle (NWD) and were expected to create the largest convention center space north of San Francisco.⁴²⁵ Work began in 1977, and construction was undertaken by Portland contractor H.A. Anderson (1925–
- 15 2008).⁴²⁶ After a year of work, the hotel’s first guests arrived in June 1978.⁴²⁷

⁴²⁰ “\$1,250,000 Motel Posed for Tract Near E-R Hub,” *Oregonian* (Portland, OR), July 18, 1959, 1.

⁴²¹ “Thunderbird Motor Hotel,” *Oregonian* (Portland, OR), June 27, 1969, 31; Jantzen Thunderbird Motel Center Enters Second Phase of Construction,” *Oregonian* (Portland, OR), March 7, 1971, 28.

⁴²² “Jantzen Thunderbird Motel Center Enters Second Phase” *Oregonian*.

⁴²³ Larry Shaw, “Thunderlion Story: From Can’t Find It To Can’t Miss It,” *Oregonian*, (Portland, OR), November 12, 1978, C7.

⁴²⁴ “Jantzen Beach Complex Due,” *Oregonian* (Portland, OR), April 23, 1977, D3

⁴²⁵ “Hayden Is. Bill Seen About Dead,” *Columbian* (Vancouver, WA), 17 May, 3.

⁴²⁶ [Advertisement for Jantzen Center], *Columbian* (Vancouver, WA), 26 September, 25.

⁴²⁷ Leonard Bacon, “Guests ‘Rough It’ In Uncompleted Motel,” *Oregonian* (Portland, OR), June 18, 1978, C11.



Figure 28. 1974 aerial view of the completed Jantzen Beach Center. View to northeast (City of Portland, Auditor's Office).



Figure 29. Aerial image of the Jantzen Center in 1996 (Portland Maps).



Figure 30. Aerial image of the Jantzen Center in 2012 (Portland Maps).



Figure 31. Aerial image of the Jantzen Center in 2013 (Portland Maps).



Figure 32. “SWIMMING POOL OF THUNDERBIRD MOTEL ON THE COLUMBIA RIVER WITHIN YARDS OF THE INTERSTATE BRIDGE CONNECTING WASHINGTON.” David Falconer, Photographer (NARA record: 548083) – (U.S. National Archives and Records Administration).

5

Late Twentieth Century Changes

By the late 1970s, Hayden Island had approximately 2,200 residents and all municipal services except for a fire department were operated locally by Hayden Island, Inc.⁴²⁸ (Figure 33) Annexation to Portland was proposed at least twice via Oregon House bills in 1977 and 1979.⁴²⁹

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While both measures were strongly opposed by the company, the island was finally annexed into the city on September 10, 1986.⁴³⁰ Ordinance 34164 defined it as the land bound by the Oregon state line to the north and the Portland city boundary and Oregon Slough to the south.⁴³¹

⁴²⁸ “Hayden Is. Bill Seen About Dead,” *Columbian* (Vancouver, WA), 17 May, 3.

⁴²⁹ Hayden Is. Bill Seen About Dead,” *Columbian* (Vancouver, WA), 17 May, 3; Stan Federman, “Annexation Bill Causes Split; County Fears Loss of \$500,000,” *Oregonian* (Portland, OR), April 12, 1979, B1.

⁴³⁰ “Hayden Is. Bill Seen About Dead,” *Columbian* (Vancouver, WA), 17 May, 3.

⁴³¹ “34164 - A-37-86 - Approving annexation to the City of Portland of a tract of land located on Hayden Island, bounded on the north by the Oregon State Line, and on the south by the Portland City



Figure 33. Bird's-eye view of Hayden Island and the Interstate Bridge in June 1973. David Falconer, Photographer (NARA record: 1427627) — (U.S. National Archives and Records Administration).

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In 1995, Birtcher Northwest purchased the shopping center and completed extensive renovations, moving generally away from smaller, local retail shops toward a fewer number of larger, national retailers.⁴³² These renovations to the Jantzen Center mirrored similar redesigns of other high-traffic shopping centers and malls in the region.⁴³³ The \$60 million renovation demolished approximately two thirds of the existing complex and, in August 1996, the development reopened as the Jantzen Beach SuperCenter (Figures 28-31).⁴³⁴

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Boundary and the Oregon Slough,” September 10, 1986, D/55807, City of Portland Auditor’s Office, <https://efiles.portlandoregon.gov/Record/2847695/>.

⁴³² Steve Mayes, “Mall Make-Over,” *Oregonian* (Portland, OR), July 23, 1995, E01.

⁴³³ Jim Hill, “Buying Into The Big Box,” *Oregonian* (Portland, OR), June 9, 1966, D01.

⁴³⁴ Jim Hill, “A Jazzed Up Jantzen,” *Oregonian* (Portland, OR), August 17, 1966, B07

Architects

John Storrs (1920–2003)

Connecticut-born, John Storrs moved to Oregon in 1950, inspired by Portland architect Pietro Belluschi (1899–1994). Storrs' reputation in the region was solidified when, just four years later,
5 he was hired by the Portland Garden Club to design their new facilities. Storrs had been recommended by landscape architect and club member Florence H. Gerke; his selection was somewhat surprising as the more locally known John Yeon (1910–1994) was also considered. Storrs' design for the Portland Garden Club included many of the elements that would come to define his mature style, including a focus on wood and other locally available materials and the
10 use of low, hipped roofs.

Among Storrs' best-known work is the 1965 Salishan Lodge, a resort on the Oregon Coast whose design exemplifies key elements of the Northwest Regional style. Storrs worked with landscape architect Barbara Fealty (1903–2000) to create a resort that blended into the environment, a key tenet of the style. They positioned the structures intentionally around the
15 750-acre property, along the existing topography, complementing the existing dunes and trees.⁴³⁵ Executive manager Alex Murphy, who had worked closely with Storrs, reflected on the lodge's construction in 1979: "We decided early on not to use gimmicks, to use straightforward architecture, fine woods speaking for themselves...that we would drop it into the woods as if it belonged there."⁴³⁶

20 John Gray (1919–2012), the developer responsible for the Salishan Lodge, continued to work with the architect in the following years. In the early 1970s, Gray hired Storrs for the development of John's Landing, the extensive residential and commercial development on Portland's southwest riverfront. Storrs' major contribution to the project was the conversion of an old mattress factory into the Water Tower shopping complex.⁴³⁷

25 John Storrs passed away in 2003 at the age of eighty-three.⁴³⁸ Several of Storrs' buildings remain on and around Hayden Island: the seven pagoda-style structures that housed the Hayden Island Mobile Home Village's offices, laundry room, recreation room, as well as the River House, a condominium complex on Hayden Island operated by Hayden Island, Inc., and the Totem Pole Marina (OR 1) located just east of the Highway leading to Hayden Island.

⁴³⁵ John M. Tess, "Portland Garden Club." National Register of Historic Places Multiple Property Nomination Form, (Washington DC: Department of the Interior, National Park Service, 2005), Section 8, Page 2; Gragg, "Remembering John Storrs."; Katherine Wimble, Salishan Lodge and Resort," SAH Archipedia, <https://sah-archipedia.org/buildings/OR-01-041-8082>.

⁴³⁶ John Armstrong, "Storrs Leads His Own Parade," *Northwest Magazine* (Portland, OR), December 16, 1976, 4.

⁴³⁷ Gragg, "Remembering John Storrs."

⁴³⁸ Gragg, "Remembering John Storrs."

Additionally, Storrs designed the Forest Products Pavilion for the Oregon Centennial Exposition. While it was only a temporary construction, the structure featured a hyperbolic paraboloid roof, a key element Storrs later used in his design of the Totem Pole Marina.

Nelson, Walla, and Dolle

5 The Vancouver-based architecture firm of Nelson, Walla, and Dolle (NWD) operated from 1962 to 1983. Named for its principal architects Don Nelson (1927–2006), James Dolle (1931– unknown), and Harlow “Ed” Walla (1927–1983), the firms came to be known for its versatility, taking on a wide variety of projects throughout the west coast. During its approximately two decades in operation, NWD designed municipal buildings, hospitals, and schools, as well as
10 shopping centers, residences, restaurants, and hotels.⁴³⁹ Much of NWD’s work is categorized by New Formalism, a style popular in the 1950s through the mid-1970s which embraced classical precedents.

Walla and Dolle first met in a design lab class at Washington State College (now Washington State University).⁴⁴⁰ Prior to the formation of NWD, Walla spent eleven years working at the
15 architectural firm of Day Walter Hilborn.⁴⁴¹ In 1956, Walla designed Vancouver’s Immanuel Lutheran Church.⁴⁴² James Dolle worked for two years as an engineering officer with the U.S. Air Force, where he was responsible for the design, preparation, and supervision of air base projects.⁴⁴³ Following his time in the Air Force, Dolle worked for Hilborn from 1956 to 1962, after being encouraged by Walla to apply.⁴⁴⁴ During his time with Hilborn, Dolle served as a
20 supervisor on the Portland Mayflower Milk Building.⁴⁴⁵ For a period, Walla and Dolle worked evenings designing homes for the builder David H. Christensen, at one point working out of the basement of Dolle’s home in Hazel Dell.⁴⁴⁶

Don Nelson was born in Portland in 1926. He attended Washington State College, where he met Walla and Dolle.⁴⁴⁷ He worked as the draftsman for L.E. McCoy in Vancouver before
25 moving to the firm Jones, Lovegren, Heims, and Jones in Seattle for eight years. During his time

⁴³⁹ Jack Hopkins, “Progress Report,” *Columbian* (Vancouver, WA), September 12, 1972, 20.

⁴⁴⁰ James F. Fowler, “Designing Trio on Their Way,” *Columbian* (Vancouver, WA), March 30, 1965, 15.

⁴⁴¹ “Fowler, “Designing Trio on Their Way.”

⁴⁴² “Chapel Unit Slated.” *Columbian* (Vancouver, WA), June 1, 1956, 6.

⁴⁴³ “Fowler, “Designing Trio on Their Way.”

⁴⁴⁴ “Fowler, “Designing Trio on Their Way”; John F. Gane, ed., *American Architects Directory*, 3rd ed. (New York: R.R. Bowker Company, 1970), 229.

⁴⁴⁵ Janet Cleavland, “Architect Hilborn Blended Function and Artistry,” *Columbian* (Vancouver, WA), May 23, 1986, G1.

⁴⁴⁶ Mike McCracken, “A Bare-Knuckles Guy,” *Columbian* (Vancouver, WA), January 23, 1983, 29.

⁴⁴⁷ Hopkins, “Progress Report,” September 12, 1972.

in Seattle, Nelson participated in the design of numerous Trader Vic's restaurants and was a coordinator for the 1962 Seattle World's Fair.⁴⁴⁸

5 Nelson and Walla opened their firm in March 1962, with Dolle joining shortly after in May of that year.⁴⁴⁹ The name was officially changed to Nelson, Walla, and Dolle in April 1963.⁴⁵⁰ One of the firm's first jobs was the design of the U.S. Forest Service seed extractor in Wind River.⁴⁵¹

In 1963, NWD hired Larry J. Swatosh (1937–2018), a 1961 graduate of the University of Washington School of Architecture, as a draftsman. He became an associate for NWD in May 1967 and would eventually become a principal designer for the firm, specializing in working with clients during the programming phase of projects.⁴⁵²

10 In 1970, Dolle began working with the Vancouver Memorial Hospital and eventually garnered a reputation as a specialist in hospital design. Dolle was committed to fully understanding the day-to-day functions of medical facilities and took time to observe surgeries and speak with doctors and nurses.⁴⁵³

15 In August 1972, the firm announced the formation of NWD Interiors, a subsidiary company managed by Harry Scott Lovett. NWD Interiors, which planned to provide planning and design services for institutional and commercial buildings, operated as a separate entity from NWD.⁴⁵⁴ In September of that year, it was announced that the firm had added two board members and changed its name to Nelson/Walla/Dolle & Company.⁴⁵⁵ It operated under this name until its dissolution.

20 The firm's first offices were at 202 West 8th Street in Vancouver, a 1906 building thought to be the oldest concrete block structure in the city. Nelson and Walla completed a remodel, adding a cedar-lined entry and glass front.⁴⁵⁶ NWD remained at that location until 1973 when they designed and moved to a new building at 500 West 8th Street in Vancouver. The firm and its subsidiary interior firm occupied all of the first floor and a portion of the ground level.⁴⁵⁷

⁴⁴⁸ Fowler, "Designing Trio on Their Way."

⁴⁴⁹ "Architectural Firm Adding Associate," *Columbian* (Vancouver, WA), May 17, 1962, 27.

⁴⁵⁰ "Architects' Firm Name Is Changed," *Columbian* (Vancouver, WA), April 3, 1963, 20.

⁴⁵¹ Fowler, "Designing Trio on Their Way."

⁴⁵² "People in Business," *Columbian* (Vancouver, WA), May 18, 1967, 26; "Pitfalls a-Plenty," *Columbian* (Vancouver, WA), January 29, 1982, A25.

⁴⁵³ Bob Sisson, "Healthy Interest in Hospitals," *Columbian* (Vancouver, WA), February 24, 1991, 2.

⁴⁵⁴ Jack Hopkins, "Progress Report," *Columbian* (Vancouver, WA), August 3, 1972, 31.

⁴⁵⁵ Hopkins, "Progress Report," September 12, 1972.

⁴⁵⁶ "Pioneer Concrete Block Structure for Vancouver Repaired and Remodeled for Modern Office." *Columbian* (Vancouver, WA), March 15, 1962, 24.

⁴⁵⁷ Jack Hopkins, "Progress Report: Nelson-Walla-Dolle Office," *Columbian* (Vancouver, WA), July 29, 1973, 16.

5 The new office with stained cedar siding and a mansard roof was composed of copper-coated stainless steel. The mirror-glass windows were specifically chosen for their efficiency, and Nelson noted to *The Columbian* that they would lead to a reduction in “mechanical requirements for air conditioning.”⁴⁵⁸ In 1979 the office was expanded with an addition to the west, designed in the same style as the original.⁴⁵⁹

10 By 1982, NWD employed approximately eighteen to thirty architects and draftsmen.⁴⁶⁰ Walla passed away in April 1983 at the age of fifty-five.⁴⁶¹ In November of that year, Nelson and Dolle announced that the partnership was ending. Nelson went on to form Don Nelson & Associates. He retired in 2003 and passed away in 2006.⁴⁶² Dolle formed an architectural planning firm with Swatosh, who was at that point the director of design at NWD.⁴⁶³ The Dolle/Swatosh firm remained in the NWD-designed building at 500 West 8th Street.⁴⁶⁴ NWD’s original offices are extant as of October 2022.

Notable designs include:

- 15 • Vancouver Civic Center (1966)
In 1966, NWD designed the new Vancouver Civic Center, which was comprised of two matching structures which housed city hall and a police station. The city hall was a new building; the police station was fitted into the redesigned carpenter’s hall. The buildings’ exteriors featured distinctive vertical precast concrete paneling. The architects noted that they prioritized long-lasting materials and hoped to avoid “built-in obsolescence.”⁴⁶⁵ City Hall is still standing, albeit altered; the police station was demolished between 2007 and 2012.
- 25 • Red Lion/Thunderbird projects (ca. 1970s)
NWD worked extensively with the Red Lion Hotel Chain, which was at points referred to as the Thunderbird Corporation, Thunderbird–Red Lion Inns, and Thunderlion. Work began in 1969 on the NWD-designed Sea–Tac Motor Hotel, a development of the Thunderbird Corporation. It was at the time expected to be the largest hotel in the Pacific Northwest, comprised of nine buildings with sixty to one-hundred rooms each. A *Seattle Times* article on the development noted that it utilized a “Northwest contemporary architectural style,” with a Mediterranean motif in the interior, and “massive Northwest

⁴⁵⁸ Hopkins, “Progress Report,” July 29, 1973.

⁴⁵⁹ “Architects Plan Second Building,” *Columbian* (Vancouver, WA), September 21, 1979, 27.

⁴⁶⁰ “Pitfalls a-Plenty,” *Columbian* (Vancouver, WA), January 29, 1982, A25.

⁴⁶¹ “Harlow ‘Ed’ Walla dies of leukemia,” *Oregonian* (Portland, OR), March 1, 1983, 3MN.

⁴⁶² “Don E. Nelson Obituary,” *Columbian* (Vancouver, WA), March 12, 2006, C4.

⁴⁶³ “Architectural partnership breaks up,” *Oregonian* (Portland, OR), November 21, 1983, C5.

⁴⁶⁴ “Nelson/Walla/Dolle to Split Architecture Firm,” *Columbian* (Vancouver, WA), November 18, 1983, 11.

⁴⁶⁵ David Jewett, “Civic Center’s Clean Lines All Impressive,” *Columbian* (Vancouver, WA), June 24, 1966, 8.

Indian-patterned relief panels in each gable.”⁴⁶⁶ The lumber and plywood used in the construction of the hotel were almost entirely sourced from Oregon.⁴⁶⁷

5 By February 1970, work was underway on the NWD-designed Jantzen Beach Thunderbird, a hotel essentially identical to the Sea–Tac Motor Hotel and slightly smaller in scale.⁴⁶⁸

10 In 1974, plans were announced for a new hotel to be built in Spokane, Washington, in the style of the Jantzen Beach Thunderbird and the Sea–Tac Motor Inn. Robert J. Sinder, vice president of operations for Thunderlion stated that “The design will be along the lines of the Northwest Indian and Polynesian theme, with heavy wooden beams and pilings.”⁴⁶⁹ The hotel is extant as of 2022.

15 NWD designed the Thunderbird/Red Lion Motor Inn located east of the existing Thunderbird Motor Inn on Hayden Island. At the time, the complex was the largest convention center north of San Francisco.⁴⁷⁰

20 Following the dissolution of NWD in 1983, the Dolle/Swatosh firm continued a relationship with the Red Lion Inn, designing many sites for the hotel chain, including international sites.⁴⁷¹ A 1991 profile on Dolle noted that he had at that point been involved with thirty-three Red Lion projects.⁴⁷²

- United States National Bank of Oregon, Jantzen Beach Branch (1972)

25 In 1972, NWD designed the Jantzen Beach Branch of the United States National Bank of Oregon, which was designed in a style similar to the Thunderbird.⁴⁷³ The bank was located just southwest of the hotel. The building was demolished between the summer of 2014 and the summer of 2015.

Other known designs include:

- Vancouver, Washington
 - Fletcher-Daniels Title Company 100 East 13th Street (1965)
 - Pacific First Federal Building (ca.1974)
 - Fort Vancouver High School (date remains unknown)

⁴⁶⁶ Polly Lane, “800-Unit Motor Hotel Under Construction,” *Seattle Times*, January 5, 1969, C1.

⁴⁶⁷ Doug Baker, “Baker’s Dozen,” *Oregon Journal* (Portland, OR), February 24, 1970, 3.

⁴⁶⁸ Hopkins, “Progress Report,” September 12, 1972.; Baker, “Baker’s Dozen.”

⁴⁶⁹ Frank Bartel, “River Bank Site of New Motel,” *Spokane Chronicle*, May 29, 1974, 1.

⁴⁷⁰ “Jantzen Beach Complex Due,” *Oregonian* (Portland, OR), April 28, 1977, D3.

⁴⁷¹ Julie Anderson, “Local Architects Scramble,” *Columbian* (Vancouver, WA), May 10, 1985, C1.

⁴⁷² Sisson, “A Healthy Interest in Hospitals.”

⁴⁷³ “Center to Have Bank,” *Columbian* (Vancouver, WA), September 27, 1972, 14.

- Gaiser Junior High School (pre-1974. Precise date remains unknown)
- Vancouver Mall (1977)
- Rudy Luepke Center (1979)
- Washington state (excluding Vancouver)
- 5 ○ Pioneer National Title Insurance Company., Longview (1966)
- Cowlitz County Department of Natural Resources, Castle Rock (1969)
- Oregon
- Seafare Restaurant, Astoria (pre-1962. Precise date remains unknown)

Floating Homes

10 *Introduction*

The phrase “floating shelters” encompasses a vast category of water-based domiciles that may be found wherever human cultures interact with permanent waterbodies.⁴⁷⁴ Unlike the comparatively rigid typologies found amongst maritime vessels, floating shelters are neither true boats nor buildings, instead occupying a nebular space between the two. Although they are a slender minority of the overall housing stock, floating shelters may be found across the globe and the variations amongst them are numerous.⁴⁷⁵ In North America, their variations are today generally categorized into three groupings:

- **Houseboats** are purpose-built floating shelters with their own means of motorized propulsion. They are usually professionally manufactured by private industry and are characterized by a boxy appearance to maximize space and a shallow draft (the depth of water needed to float) for greater range. Because of these characteristics, houseboats perform poorly in rough waters and are therefore generally confined to sheltered inland areas such as slow rivers, lakes, and reservoirs.
- **Liveaboards** are seaworthy boats that are permanently occupied as residences. Although they may move under their own power and are widely mobile, they usually possess a semi-permanent moorage location that functions as their occupant’s permanent address. While a houseboat may be technically considered a liveaboard, a liveaboard is usually distinguished by its traditional form, allowing it to access a wider array of marine environments.
- **Floating Homes** are differentiated from houseboats and liveaboards as floating shelters without a means of propulsion. They are generally larger than houseboats and often utilize standard residential construction methods to erect a building atop a barge or

⁴⁷⁴ Peter Droege, “Floating Shelter” (Masters Thesis, Massachusetts Institute of Technology, 1976),

⁴⁷⁵ Peter Droege, “Floating Shelter.”

“float.” Floating homes are often permanently moored in marinas or off private group docks and, when moved, require the power of an external vessel to tow or push them.

5 While theoretically discrete, considerable overlap exists between these categories and terms. In some instances, floating homes are formed from liveaboards that still float but are heavily altered and no longer seaworthy. In other instances, occupants found resourceful, if slapdash, manners of propelling their floating homes to new locales. Most challenging of all, the term “houseboat” was historically applied to “floating homes” and the two remain widely linked in the mind of the general public. Despite such confusion, the contemporary understanding of terms will be retained with historic terminology utilized only for informational purposes and within
10 quotations.

Floating Homes of the Pacific Northwest

15 Although the lifeways of many northwestern indigenous nations were inextricably linked to the region’s marine and riverine environments, the origins of floating homes began with European and European American settlements.⁴⁷⁶ Upon their arrival in the region in the nineteenth century, these interlopers were faced with dense forests and challenging topography complicating overland travel. Coastlines and inland waterways therefore provided the first viable transportation network; settlers used boats as their principal means of large-scale conveyance.

20 Such familiarity with the water, combined with the region’s formidable terrain and rich timber resources, provided fecund ground for the development of floating shelters.⁴⁷⁷ While the date and location of these first homes remain unknown, some suggest that they stemmed from the early development of the Northwest logging industry, which used waterways to access and also transport timber.⁴⁷⁸ Until supplies dwindled, the region’s earliest logging operations took place along shorelines where felled trees could be skidded into the water and floated to company sawmills.⁴⁷⁹ As crews moved along the coast, they developed floating logging camps, echoing
25 practices found in the Great Lakes and Northeast (note that floating logging camps remain in use in Alaska.)⁴⁸⁰ Later, when logging spread inland, floating camps were used along waterways

⁴⁷⁶ Howard Droker, *Seattle’s Unsinkable Houseboats*, (Seattle: Watermark Press, 1977), 33.

⁴⁷⁷ Droker, *Seattle’s Unsinkable Houseboats*, 33.

⁴⁷⁸ Marty Dunham, “Floating Home,” *Back to the Blueprint*, New York City: A&E Television Networks, 2006; Erin Feeney, *Seattle’s Floating Homes* (Images of America. Charleston: Arcadia Publishing, 2012), 9; Sarah J. Martin, “Wagner Floating Home,” Seattle Landmark Nomination, (Seattle, WA: Landmarks Preservation Board, The Historic Preservation Program, Seattle Department of Neighborhoods, City of Seattle, 2020), 18.

⁴⁷⁹ Ellis Lucia, *The Big Woods: Logging and Lumbering—from bull teams to helicopters—in the Pacific Northwest*, (Garden City, NY: Doubleday & Company, Inc., 1975), 13.

⁴⁸⁰ Droker, *Seattle’s Unsinkable Houseboats*, 37

and, during the spring runoff, travelled downstream with log drives, eventually abandoned or reused in major mill towns.⁴⁸¹

5 Some scholars place less emphasis on the importance of logging to the development of the floating home, maintaining that only the Northwest “had the ingredients that invited people to build floating homes.” Elsewhere in the US, concurrent and perhaps related movements were also creating floating shelters in addition to eastern loggers. In the early nineteenth century, cabin-topped log rafts and unpowered “flatboats” were becoming common on the waters of the Ohio and Mississippi Rivers.⁴⁸² In the San Francisco Bay, the events of the California Gold Rush (1848–1855) saw the reuse of “square-rigged” transport ships as floating warehouses, hotels, and rooming establishments.⁴⁸³

10 While no examples of early Northwestern floating shelters are known to have survived, they were likely rough tents or vernacular buildings (“shacks” or “shanties”) placed atop floats made from bound logs. When additional flotation was needed to support larger structures, extra logs could be placed beneath those of the float to create an inverted pyramid.⁴⁸⁴ This system worked well on the inland waterways of the Northwest where the floats’ freshwater anaerobic environment preserved their wood from rapid deterioration.⁴⁸⁵ In saltwater, however, untreated wood decayed rapidly, leading to a preference for floats formed from reused barges or other hollow hulls which could be painted and, when maintained, preserved over longer periods.⁴⁸⁶

15 From their humble origins, floating homes spread rapidly as the populations of Pacific port cities boomed throughout the nineteenth century. From Vancouver, British Columbia, to San Francisco, they proved to be an attractive housing alternative to traditional land-based residences. With lagging housing stock, floating homes were highly accessible, and a handy individual could construct one from inexpensive, and even scavenged, components. Further augmenting their appeal, floating homes remained outside standard land-based tax, and building codes left them untaxed and unregulated.⁴⁸⁷ While some owners might have rented berths from shoreside landowners, most chose to moor their homes for free on public waterways, moving only when required.

25 With so few barriers to entry, floating homes became particularly popular among itinerant and seasonal workers, as well as workers with water- or shoreline-based professions.⁴⁸⁸ While few,

⁴⁸¹ Marty Dunham, “Floating Home.”

⁴⁸² T.W. Records, “Flatboats,” *Indiana Magazine of History* 42, no.4 (December 1946):325

⁴⁸³ Phil Frank, *Houseboats of Sausalito, Images of America*, (Charleston: Arcadia Publishing, 2008), 9

⁴⁸⁴ Marty Dunham, “Floating Home.”

⁴⁸⁵ Marty Dunham, “Floating Home.”; Frank, *Houseboats of Sausalito*, 9.

⁴⁸⁶ Frank, *Houseboats of Sausalito*, 9.

⁴⁸⁷ Gail Dubrow and Alexa Berlow, “Vernacular and Popular Architecture in Seattle,” in *Shaping Seattle Architecture, 2nd Edition*, ed. Jeffrey Karl Ochsner (Seattle: University of Washington Press, 2019), 354.

⁴⁸⁸ Frank, *Houseboats of Sausalito*, 12.

if any, official records were kept, fishermen, boatbuilders, riggers, loggers, and ship crews likely comprised a major portion of both the builders and occupants of early floating homes.⁴⁸⁹

The Floating Homes of the Oregon Slough and North Portland Harbor

- 5 In the early years of the twentieth century, the North Portland Harbor was defined by the long Oregon Slough which separated a marshy rural district north of Portland from riverine islands of the Columbia River. The character of the landscape was low-lying and liable to change during seasonal high-water events. Only Percy Island and Hayden Island are shown as discrete landmasses on maps and charts (Figure 33).⁴⁹⁰ With the urban environs of Portland still far to the south, the area's marshy terrain and its susceptibility to flooding had left it largely
- 10 undeveloped at the end of the nineteenth century.⁴⁹¹ In 1888 a single streetcar line had been extended northward from East Portland, terminating at the docks of the Vancouver-Portland ferry on a rounded peninsula of land immediately east of Hayden Island.⁴⁹² Avoiding the unstable ground, the line's final 8,000 feet were built atop an extensive wooden trestlework to reach the river channel.⁴⁹³
- 15 The peninsular terminus of the line shown on early maps is later depicted as an individual island separated from the mainland by an extension of the Oregon Slough (Figure 34).⁴⁹⁴ It remains unclear if this change was the result of more accurate maps or a physical alteration to the landscape. In time the island became known as "Sand Island" likely for its predominant surface material.⁴⁹⁵
- 20 Beginning in 1916, the contemporary owners of the streetcar line, the Portland Railway, Light and Power Company (PRL&P), found a marketable use for the island's substrate by developing the soon-to-be obsolete ferry landing into a public beach.⁴⁹⁶ The "Columbia Beach" included most of the small island and featured 5,800 feet of shoreline, as well as facilities for camping,

⁴⁸⁹ Frank, *Houseboats of Sausalito*, 12; Dubrow and Berlow, "Vernacular and Popular Architecture in Seattle," 354.

⁴⁹⁰ United States Geological Survey (USGS), 1897 *Portland Quadrangle*. Topographic map, 1:62,500. United States Department of the Interior, Washington, DC.

⁴⁹¹ Elizabeth J. O'Brien and Jason Allen, "Columbia Slough Drainage Districts Historic District," Section 106 Documentation Form, 2006. Oregon Historic Sites Database, DOI:663154, 11.

⁴⁹² John T. Labbe, *Fares, Please!* (Caldwell, ID: The Caxton Printers, 1982) 44–46.

⁴⁹³ Labbe, *Fares, Please!* 46.

⁴⁹⁴ 1905 *Portland Quadrangle*. Topographic map, 1:62,500. United States Department of the Interior, Washington, DC.

⁴⁹⁵ George C. Thomas, *Map of Portland Oregon*, 1920, Street atlas, scale unknown, <https://www.raremaps.com/gallery/detail/63194/thomas-bros-map-of-portland-oregon-thomas-brothers>; Charles F. Metsker, *Metsker's Atlas of Multnomah County*, 1927. Atlas, 1:12,000, Tacoma, WA: Metsker Maps. <http://www.historicmapworks.com/Atlas/US/29642/Multnomah+County+1927/>, 24–25.

⁴⁹⁶ Richard Thompson, *Portland's Streetcar Lines: Images of Rail*, (Charleston: Arcadia Publishing, 2010), 74.

picnicking, and athletics.⁴⁹⁷ Using a tactic common among streetcar operators, PRL&P hoped the development would encourage additional ridership on the line even as they extended it onto the new Interstate Bridge.⁴⁹⁸

5 Prior to the construction of the streetcar line, settlement within the vicinity of the North Portland Harbor was sparse, consisting only of a few homesteads that endured the periodic threat of floods.⁴⁹⁹ Even where settlers could find high ground for homesites, the area remained remote from both Portland to the south and Vancouver to the north leaving only a disparate collection of dwellings along the southern shoreline of the Oregon Slough.⁵⁰⁰

10 After the arrival of the line to Sand Island in 1888, the area's new-found accessibility resulted in the construction of a small number of additional buildings along the bank of the slough.⁵⁰¹ Still, development initially remained sluggish, picking up only with the platting of Bridgeton in 1912 and the construction of Columbia Beach four years later.⁵⁰²

15 During this period, it remains unclear to what extent floating homes might have been present in the waterways of the Oregon Slough or North Portland Harbor. Contemporary neighborhood tradition holds that floating homes occupied by fishermen could be found in the area prior to 1920.⁵⁰³ Either singly or in small colonies, the fishermen's "round-top" homes were located along the shores of the waterways, accessed by narrow walkways of wooden planks.⁵⁰⁴ While possible, the majority of floating home stock in the area likely grew concurrent with land-side developments, beginning with the Union Meat Company in 1907.⁵⁰⁵

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⁴⁹⁷ Thompson, *Portland's Streetcar Lines*, 74.

⁴⁹⁸ Thompson, *Portland's Streetcar Lines*, 74.

⁴⁹⁹ O'Brien and Allen, "Columbia Slough Drainage Districts," 12.

⁵⁰⁰ United States Coast and Geodetic Survey (USC&GS), *Columbia River*, Sheet No. 6, Fales Landing to Portland. Nautical Chart, 1:40,000. Washington, DC: National Oceanic and Atmospheric Administration, United States Department of Commerce, 1888.

<https://www.historicalcharts.noaa.gov/image.php?filename=P-2007-5-1888>

⁵⁰¹ United States Geological Survey (USGS). *Portland Quadrangle*. Topographic map. 1897. 1:62,500.

Washington, DC: United States Department of the Interior; United States Coast and Geodetic Survey (USC&GS), *Columbia River: Saint Helens to Willamette River Including Vancouver and Portland*, Nautical Chart, 1:40,000. Washington, DC: National Oceanic and Atmospheric Administration, United States Department of Commerce, 1909.

⁵⁰² "Bridgeton New Subdivision," *Oregonian* (Portland, OR). 12 May 12, 1912, 10.

⁵⁰³ Tomahawk Island Floating Home Community, "Tomahawk Island Floating Home Community: Urban Legends," 2015, <http://www.tomahawkdestiny.com/ResourceCenter/Download/37112~1526917>, 2.

⁵⁰⁴ Tomahawk Island Floating Home Community, "Tomahawk Island Floating Home Community: Urban Legends," 2.

⁵⁰⁵ O'Brien and Allen, "Columbia Slough Drainage Districts," 12.

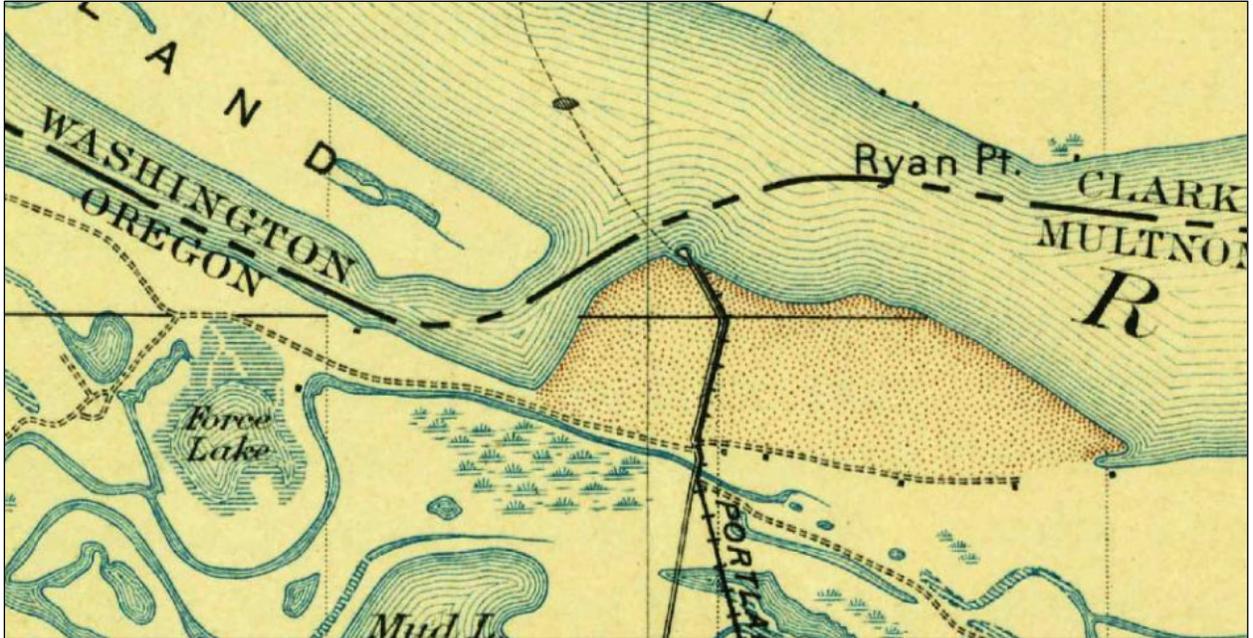


Figure 34. Detail of 1897 USGS Portland Quadrangle (USGS).

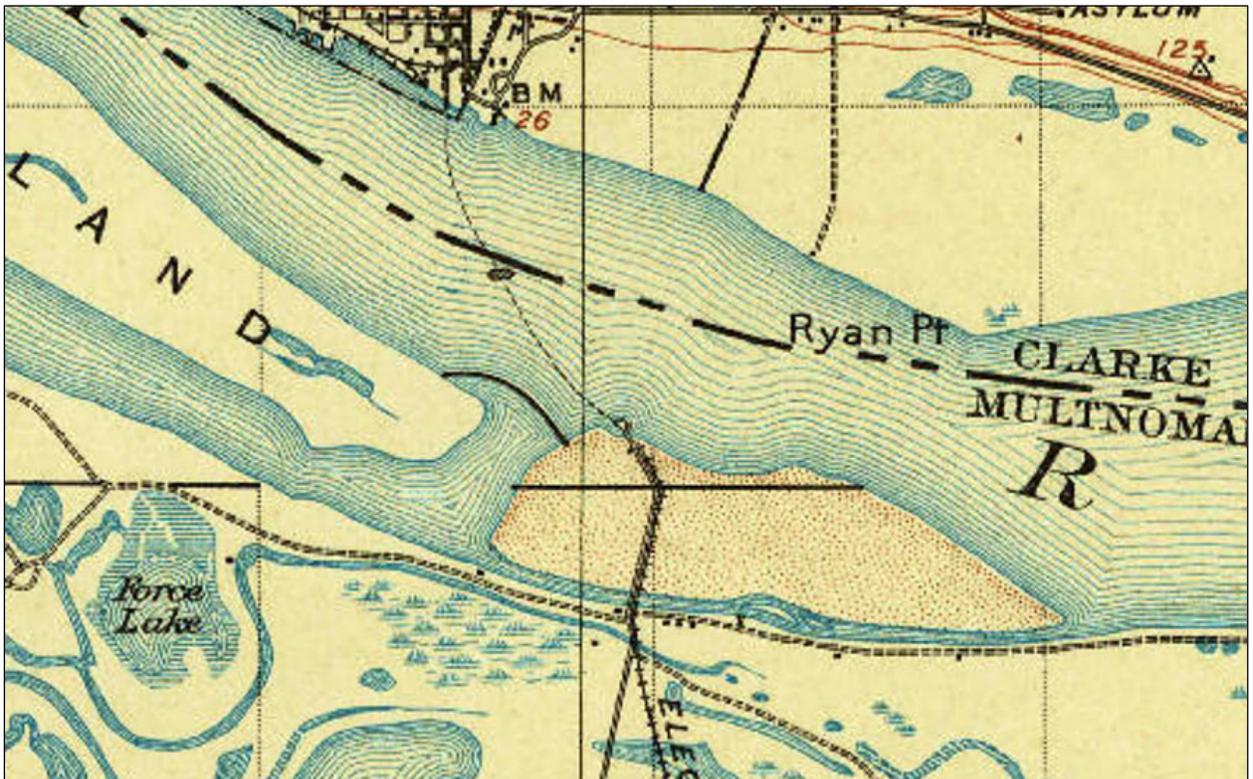


Figure 35. Detail of 1905 USGS Portland Quadrangle (USGS).

From 1907 to 1909, Union Meat constructed a large-scale meat-packing facility along a new freight railroad line extending north from Portland.⁵⁰⁶ The building site was located on the south shore of the Oregon Slough opposite the west end of Hayden Island—approximately one mile west of the PRL&P streetcar.⁵⁰⁷ When completed in 1909, the facility employed some 1,500 workers and marked the beginning of a growing industrial district served by a spur of the Seattle, Portland & Spokane Railway SP&S.⁵⁰⁸ Many of these workers likely commuted to the plant from their homes in Portland’s northern exurbs; however, some likely occupied floating homes within the slough. These residences would have been convenient, inexpensive, and comparatively resilient to flooding and would have clustered wherever moorage could be found. Some were likely tied to the trestlework of the PRL&P line opposite Sand Island while others would have used the piers of the SP&S bridge which was extended to Vancouver in 1912.⁵⁰⁹

The first known documentation of these residences occurred in 1923, when the *Oregon Daily Journal* [*Oregon Journal*] reported that “[d]ry sleuths from the [Portland] police department entered a houseboat on the Oregon [S]lough and found a small still turning out low grade moonshine whiskey.” Similar to floating shelters elsewhere, the marginal nature of slough-life made it an attractive location for illegal and clandestine activities, later dubbed by the *Journal* “Moonshiners’ Haven.”⁵¹⁰

Aerial imagery from 1931 shows a small concentration of homes adjacent to several new bridges leading from Bridgeton to both Sand Island—renamed Tomahawk Island in 1927—and Hayden Island (Figure 35).⁵¹¹ Another image dating between 1916 and the 1940s shows floating homes along both sides of the slough moored to wooden piles beneath the approach bridge for the new Interstate Bridge (Figure 36).⁵¹²

⁵⁰⁶ O’Brien and Allen, “Columbia Slough Drainage Districts,” 11–12.

⁵⁰⁷ O’Brien and Allen, “Columbia Slough Drainage Districts,” 12.

⁵⁰⁸ O’Brien and Allen, “Columbia Slough Drainage Districts,” 11–12.

⁵⁰⁹ O’Brien and Allen, “Columbia Slough Drainage Districts,” 11

⁵¹⁰ “Columbia Slough Is Moonshiners’ Haven,” *Oregon Journal* (Portland, OR), January 12, 1923, 2.

⁵¹¹ Photograph of “Lotus Isle”, Formerly an Amusement Park on Tomahawk Island, 1931, The Oregon Historical Society, <http://librarycatalog.ohs.org/O90000/OPAC/Details/Record.aspx?IndexCode=-1&TaskCode=1635590&HitCount=1&CollectionCode=2&SortDirection=Descending&CurrentPage=1&CurrentLinkCode=MO90000|24230716|1|21118409&SelectionType=0&SearchType=2&BibCode=MO90000|24230716|1|21118409>, Call Number 023784, accessed February 8, 2022.

⁵¹² Oregon Slough Bridge, 1880-1949, University of Oregon. Libraries, Special Collections & University Archives, Local Collection ID PH037. <https://oregondigital.org/catalog/oregondigital:df71fr505>.



Figure 36. View of Tomahawk Island looking west. Note the presence of floating homes along the north (left) shore of the Oregon Slough. United States Army Air Corps. *View of "Lotus Isle", Formerly an Amusement Park on Tomahawk Island.* 1931. Call Number 023784 (The Oregon Historical Society).

5



Figure 37. View of the approach bridge of the Interstate Bridge crossing the Oregon Slough to Hayden Island. Angelus Studio. *Oregon Slough Bridge*. ca. 1916–1940s (Local Collection ID PH037, University of Oregon Libraries: Special Collections & University Archives).



Figure 37a. Detail of floating home.



Figure 37b. Detail of floating home.



Figure 37c. Detail of floating homes.



Figure 37d. Detail of floating home off Hayden Island.

- 5 The character of these floating homes was not far removed from those found elsewhere in Portland or throughout the wider Pacific Northwest. Most were diminutive single-story buildings placed atop log floats. Roofs were either gabled or “round top” (a shallow barrel vault) and overall materials consisted of wood, tarpaper, and other inexpensive or salvaged components. The number of isolated homes in extant photographs indicates that many of these residences

were likely squatting on public waterways; however, clusters around Bridgeton may have been organized as private moorages. By the 1930s, newspaper articles begin to mention organized boat moorages in the vicinity of Bridgeton and Tomahawk Island; these likely hosted floating homes in addition to more standard boats.⁵¹³ Area moorages include that of the Portland Yacht Club (ca. 1931), Bennett’s Moorage (ca. 1937), and Horseman’s Moorage (prior to 1939).

Among the moorages was “Jantzen Beach Moorage,” named for its connection to the Jantzen Beach amusement park on Hayden Island.⁵¹⁴ Because of the park’s connection to the Jantzen Knitting Mills and its popular line of swimwear, it emphasized the aquatic opportunities it provided to visitors “[t]he suit that changed bathing to swimming.”⁵¹⁵ Despite the park’s island location, occurred in the multiple “big, modern pools, where 1,000,000 gallons of water are heated just right, filtered and completely changed every eight hours.”⁵¹⁶ The Jantzen Beach Moorage, located in the river, appears to have been provided almost exclusively for utilitarian purposes and offered no publicly rentable berths.⁵¹⁷ Instead, the moorage consisted of a single dock extending off the south side of the island, which was used for a regular launch service from downtown Portland, as well as specially organized river trips by private groups.⁵¹⁸ Aerial photographs from 1936 indicate that two floating shelters were moored off the dock; the remainder of the shoreline around the amusement park was unencumbered (Figure 37).⁵¹⁹ As a privately owned dock, these floating shelters were likely associated with the amusement park and at least one may have provided passenger shelter for the early launch service.

Following its opening, Jantzen Beach proved immediately successful, even managing to weather the 1929 onset of the Great Depression. The remainder of the region was less fortunate, and Portland, led by a fiscally conservative mayor and council, was particularly affected.⁵²⁰ Consistent with wider regional trends, by the late-1930s the number of floating homes on Oregon Slough had risen sharply as area residents searched for affordable housing

⁵¹³ “Yacht Club Plans Larger Moorage on Columbia,” *Oregonian* (Portland, OR), July 16, 1931, 21; “Pilot Permit Asked,” *Oregonian* (Portland, OR), August 20, 1937, 10; “Rifleman Fires, Bullet Hits Man,” *Oregonian* (Portland, OR), May 22, 1939, 18; “Moving Day for Rose City Yacht Club,” *Oregonian* (Portland, OR), September 26, 1941, 18.

⁵¹⁴ “Yacht Club’s Young Set to Make Cruise,” *Oregon Journal* (Portland, OR), June 18, 1930, 10;

⁵¹⁵ “47-Acre Tract to Have Three Bathing Pools,” *Oregon Journal* (Portland, OR), February 20, 1928, 4; “What All Portland Has Been Waiting For: Jantzen Beach [Advertisement]” *Oregonian* (Portland, OR), May 26, 1928, 5, **quoted in** Bonnie Tsui, “Following the Lead of the Diving Girl,” *The New York Times*, September 5, 2019.

⁵¹⁶ “Jantzen Beach opens tomorrow! [Advertisement],” *Oregon Journal* (Portland, OR), May 25, 1928, 11.

⁵¹⁷ “Yacht Club’s Young Set to Make Cruise,” *Oregon Journal* (Portland, OR) June 18, 1930, 10.

⁵¹⁸ “Jantzen Beach opens tomorrow! [Advertisement],” *Oregon Journal* (Portland, OR), May 25, 1928, 11; “Yacht Club’s Young Set to Make Cruise,” *Oregon Journal* (Portland, OR) June 18, 1930, 10.

⁵¹⁹ Public Works Administration, *A2005-005.1415.9: Aerial of Jantzen Beach*.

⁵²⁰ Robbins, “Oregon Donation Land Law.”

solutions.⁵²¹ A 1937 aerial photograph showed a considerable number of residences lining the south shore of Tomahawk Island in addition to those at Bridgeton (Figure 38).

5 Through the early 1940s, limited documentation indicates that floating homes continued to occupy their Depression-era moorages despite nearby industrial developments leading up to World War II (1941–1945). Newspaper reports indicate that the services provided to these residences and their communities were increasingly professionalized: landlord-operated moorages and home sales administered by real estate agents.⁵²² During this same period, Ed Hargrave—the “houseboat house builder”—operated his floating-home-oriented marine business from Tomahawk Island where he was already constructing floats and floating homes
10 “to suit.”⁵²³ By the late 1940s, Ed Hargrave’s facility on Tomahawk Island was part of a small center for the maritime industry, supporting some forty jobs and twelve families in residence.⁵²⁴ This community, like much of the area, was permanently altered when, in the spring of 1948, the Columbia River swelled in what would later be termed the “Vanport Flood.” While floating home colonies along the river were heavily affected by the rising waters, many were able to float
15 above the disaster and await the river’s retreat.⁵²⁵ However, an aging wooden bridge connecting Bridgeton to Tomahawk Island was directly impacted by a major log jam, which threatened its structural integrity.⁵²⁶ While the bridge survived the flood, the log jam undercut its foundation; its partial closure in 1949 culminated in its 1952 demolition.⁵²⁷ By this time, Hargrave had already relocated operations to North Marine Drive.⁵²⁸

⁵²¹ United States Army Air Corps [USAAC], *View of “Lotus Isle”, Formerly an Amusement Park on Tomahawk Island*, Photograph, Call Number 023784, Portland, OR: The Oregon Historical Society, 1931. <http://librarycatalog.ohs.org/O90000/OPAC/Details/Record.aspx?IndexCode=-1&TaskCode=1635590&HitCount=1&CollectionCode=2&SortDirection=Descending&CurrentPage=1&CurrentLinkCode=MO90000|24230716|1|21118409&SelectionType=0&SearchType=2&BibCode=MO90000|24230716|1|21118409>; Brubaker Aerial Surveys, *Aerial View of Lotus Island with Hayden Island Beyond*, 1937, Photograph, Oregon Historical Society, Call Number 022620. <http://librarycatalog.ohs.org/O90000/OPAC/Details/Record.aspx?IndexCode=-1&TaskCode=1636169&HitCount=1293&CollectionCode=2&SortDirection=Descending&CurrentPage=1&CurrentLinkCode=MO90000|7307524|1|21133577&SelectionType=0&SearchType=2&BibCode=MO90000|24216452|3|21133579>.

⁵²² “Moving Day for Rose City Yacht Club,” *Oregonian* (Portland, OR), September 26, 1941, 18; “3-Room Houseboat [Advertisement].” *Oregonian* (Portland, OR), October 17, 1945, 17.

⁵²³ “Brand-new ‘Osco’ marine Mercury eng.... [Advertisement],” *Oregonian* (Portland, OR), September 6, 1946, 20.

⁵²⁴ “High Water May Crack Old Record,” *Oregonian* (Portland, OR), May 26, 1948, 1; “Section of ‘Lotus Isle’ Span Falls in Slough,” *Oregon Journal* (Portland, OR), June 20, 1949, 5.

⁵²⁵ Lawrence Barber, “Ramblings With Pleasure Craftsmen,” *Oregonian* (Portland, OR), June 13, 1948, 29; “Houseboat Dwellers Tie Homes Firmly to Shore,” *Oregonian* (Portland, OR), May 25, 1948, 24.

⁵²⁶ “High Water May Crack Old Record,” *Oregonian* (Portland, OR), May 26, 1948, 1.

⁵²⁷ “Section of ‘Lotus Isle’ Span Falls in Slough,” *Oregon Journal* (Portland, OR), June 20, 1949, 5; “Island Bridge Taken Down,” *Oregonian* (Portland, OR), March 11, 1952, 13; “Span Removal Spells Bridge’s End,” *Oregonian* (Portland, OR), March 16, 1952, 17.

⁵²⁸ “Heavy Clothing Gets Columbia Drowning Blame,” *Oregonian* (Portland, OR), February 19, 1951, 2.

While the removal of the bridge reduced the number of floating homes along the south side of Tomahawk Island, private moorages on the north side of the slough were thriving.⁵²⁹ Many likely grew from the relocation of homes across the slough, as well as a postwar housing shortage that highlighted floating homes' continued affordability.



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Figure 38. Detail of aerial view of Jantzen Beach amusement park. Note Jantzen Beach moorage in lower left. Public Works Administration. A1999-004.539: *Aerial view of Jantzen Beach Amusement Park looking west including the Interstate Bridge*. 1936. Record Number AP/3399 (The City of Portland, Auditor's office).

⁵²⁹ Nationwide Environmental Title Research (NETR), Aerial photographs, Nationwide Environmental Title Research, LLC, Tempe. 1951-2019 <https://historicaerials.com/viewer#>; Tomahawk Island Floating Home Community, "Tomahawk Island Floating Home Community: Urban Legends," 3.



Figure 39. Tomahawk Island in foreground with floating homes present along south (left) shore. Compare with Figure 36. *Aerial View of Lotus Island With Hayden Island Beyond. Note Portland Traction Co. Trestle and Interstate Bridge. 1937.* Call Number 022620 (The Oregon Historical Society).

5

Postwar Development of the Jantzen Beach Moorage

After the end of World War II, the owners and administrators of Jantzen Beach—Hayden Island, Inc.—began looking for additional ways to monetize the amusement park and its surrounding property. By 1950, the company had begun to develop a small residential and commercial district along the east side of the main approach road leading to the Interstate Bridge.⁵³⁰ This supplemented the company’s income from Jantzen Beach and provided a potential model for continued growth. Interviewed in 1964, company President Leslie W. Buell explained that Western Oregon’s notoriously capricious weather presented ongoing challenges to the business

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⁵³⁰ City of Portland, *Scenic view of Jantzen Beach*, 1950, Photograph, A2004-002.2518. Portland, OR: Auditor’s Office, Record Number AP/7654. <https://efiles.portlandoregon.gov/Record/2860185/>.

as did the presence of nearby state parks and other, newer amusement parks.⁵³¹ Postwar prosperity was also affecting public behavior: according to Buell, the rise of the television reduced the need for external entertainment venues, and private backyard pools removed the novelty of Jantzen Beach’s own pools—once its principal draw.⁵³²

5 From the early districts east of the amusement park, Hayden Island, Inc., began to plan larger developments, including a manufactured home community and boat moorage.⁵³³ As a development model, these communities possessed several advantages for the company compared to more typical suburban developments of the postwar period. Foremost, a moorage and “mobile home park” allowed the company to retain ownership of the underlying land,
10 creating a continuous stream of rental fees as well as potential profit in the increased land value. Whereas concurrent tract housing required a substantial initial capital investment on top of design and permitting fees, the development of infrastructure for floating and manufactured homes was largely unregulated and dramatically cheaper.

Although floating homes were a regular feature of the Oregon Slough and North Portland
15 Harbor, they were a novelty on Hayden Island which, likely owing to its corporate ownership, had remained largely free of either sanctioned or unsanctioned floating home colonies. By 1951, aerial imagery indicates that the early Jantzen Beach Moorage had been moved approximately 650 feet east—closer to the approach bridge—and an additional dock had been constructed a short distance from the bridge’s eastern side.⁵³⁴ While temporarily absent in imagery from 1952,
20 by 1955 the east dock returned and appears to have been operated as a guest landing for shoreside commercial development.⁵³⁵ Although both docks were formally simple, the western dock appears to have been briefly used as the site of the Portland Seaplane Base after 1955.⁵³⁶ The seaplane base included multiple floating shelters; however, these were sold in 1957 and the base was closed.⁵³⁷ With the dismantling of the base, the water once occupied by its landing
25 strip was freed for new uses including the expansion of the Jantzen Beach Moorage and the rental of its new berths.

While the precise origins of the updated moorage remain unknown, Lawrence Barber (1932–2012), the Marine Editor for *The Oregonian*, reported in February 1958 that:

30 [The] Vancouver Yacht club has moved its clubhouse to Oregon because it was unable to find a suitable location on the north shore of the Columbia [R]iver. The

⁵³¹ Gerry Pratt, “Rain Drops Crowd at Jantzen Beach,” *Oregonian* (Portland, OR), August 27, 1964, 22.

⁵³² Pratt, “Rain Drops Crowd,” 22.

⁵³³ Pratt, “Rain Drops Crowd,” 22.

⁵³⁴ City of Portland, *Scenic view of Jantzen Beach*; Nationwide Environmental Title Research (NETR), Aerial photographs, 1951–2019.

⁵³⁵ NETR, Aerial photographs, 1951, 1952, 1955.

⁵³⁶ “Fish Canadian lakes next summer [Advertisement],” *Oregonian* (Portland, OR), January 30, 1955, 47.

⁵³⁷ City of Portland, *Scenic view of Jantzen Beach*; NETR, Aerial photographs, 1951; “Marine Operators [Advertisement],” *Oregonian* (Portland, OR), October 13, 1957, 67.

5 clubhouse was towed to the new Jantzen Beach moorage at the southeast end of Hayden Island, and a flock of boathouses will follow as soon as walks and pilings are ready for them, reports Paul Mylan, vice commodore... The clubhouse is the former Anchorage floating restaurant which the Vancouverites have overhauled and refinished... The club has 78 members and has reached the ripe old age of two years. It is healthy and growing.⁵³⁸

10 Less than one month later, *The Oregonian* reported that dredging had begun at the Jantzen Beach moorage “in an attempt to keep the moorage deep enough for boats all the year.”⁵³⁹ The newspaper continued that the moorage would be occupied by both the Vancouver Yacht Club and the Portland Small Craft Club and that:

In addition to finger piers and berths for more than 100 additional boats, the moorage will have a guest dock with gasoline pumps, water hose and an ice dispenser. Boaters may have their craft serviced while they dine at the nearby restaurant.⁵⁴⁰

15 From these initial members, the moorage grew rapidly and, by 1959, boasted a \$60,000 “floating marine repair shop” including a 65-foot drydock, machine shop, and marine engine repair department.⁵⁴¹ Within a year, a corner of the repair shop had been converted into a boat broker’s office for the firm Ken Loucks & Associates, who moored saleable boats outside.⁵⁴²

20 At this time, the administration of the moorage appears to have included the docks both east and west of the approach bridge.⁵⁴³ Generally, floating homes appear to have exclusively occupied the seven floating finger docks on the west while mobile watercraft were berthed at a complex collection of floating docks and floating covered docks to the east (Figures 38 and 39). Because of the river’s seasonal change in depth, these docks were connected by movable collars to high wooden piles projecting out of the water.

⁵³⁸ Lawrence Barber, “River Ramblings: Cruising House Slated for Display in Boat Show,” *Oregonian* (Portland, OR), February 2, 1958, 24.

⁵³⁹ “Dredge Busy at Moorage,” *Oregonian* (Portland, OR), February 23, 1958, 103.

⁵⁴⁰ “Dredge Busy at Moorage,” *Oregonian* (Portland, OR), February 23, 1958, 103.

⁵⁴¹ Lawrence Barber, “Hook Project Completed,” *Oregonian* (Portland, OR), June 21, 1959, 69.

⁵⁴² Ed Goetzl, “Pleasure Boating,” *Oregonian* (Portland, OR), March 13, 1960, 42.

⁵⁴³ Nationwide Environmental Title Research (NETR), Aerial photographs, 1951–2019.



Figure 40. 1951 aerial image showing the Jantzen Beach Moorage to the east and west of the approach bridge to the Interstate Bridge. Note the seaplanes moored on the western dock (USGS EarthExplorer, Entity ID, AR1QO0000020108).



Figure 41. 1960 aerial image showing the Jantzen Beach Moorage. Compare to Figure 40 (USGS EarthExplorer, Entity ID, AR1VACZ00010153).

Through regular expansion, the Jantzen Beach Moorage contained berths for 700 boats including 80 floating homes (it remains unclear if these 80 floating homes are in addition to the 700 boats, or not) by 1964.⁵⁴⁴ Boat moorage cost users between \$7.50 and \$20 per month depending on the boat's length, while floating homes were moored for \$25 per month.⁵⁴⁵

5 Between the boat moorage, manufactured home community, and other rental districts, Hayden Island, Inc. received gross revenues of \$300,000 per year in addition to another \$300,000 in revenue from the amusement park.⁵⁴⁶ As one critic noted, the company's residential and commercial developments complemented each other: the strategy, intentional or not, "created a substantial population almost totally dependent on services The Company has to offer."⁵⁴⁷

10 Regardless of its corporate underpinnings, the Jantzen Beach Moorage remained a popular floating home community, and even absorbed the homes of other moorages that foundered.⁵⁴⁸ Unlike at moorages in Bridgeton or along the Willamette Slough, residents at Jantzen Beach never referred to an alternative or bohemian character, instead, the moorage's was defined by its "pleasant quiet atmosphere" and the numerous Chris-Craft speedboats.⁵⁴⁹ Photographic
15 documentation dating to 1967 shows a collection of trim floating homes and boat houses, including contemporary round-top types with sliding glass doors, as well as older gable-roofed types with multi-light windows and lapped wood siding.⁵⁵⁰ At this time, infrastructure at the western floating home dock included wooden decking placed atop log floats, wooden piling, and overhead power lines strung on metal poles placed along the dock's edge. The eastern dock,
20 while less well-documented, likely contained similar infrastructure with the addition of sheet-metal covers placed atop docks and over individual berths.

While the nonconformity of floating home moorages was prized in many floating home colonies, the staid corporate ownership of Jantzen Beach likely allowed it to weather official environmental objections that began to appear in the mid-1960s. Part of the so-called
25 "houseboat wars," the Oregon "front" of the conflict centered around official objections to sewage and other raw wastes discharged by floating homes and liveaboards. In 1965, the Oregon Legislature passed Senate Bill (SB) 185 which gave state health officials regulatory power over the small-scale pollution of local waterways.⁵⁵¹ While many ignored the bill, resulting

⁵⁴⁴ Pratt, "Rain Drops Crowd," 22.

⁵⁴⁵ Pratt, "Rain Drops Crowd," 22.

⁵⁴⁶ Pratt, "Rain Drops Crowd," 22.

⁵⁴⁷ Peter Droege, "Floating Shelter," 72-73.

⁵⁴⁸ Lawrence Barber, "Flood-Hit Houseboaters Moving to New Location," *Oregonian* (Portland, OR), January 8, 1965, 53; Peter Tugman, "D-Day Near for Houseboat Owners," *Oregonian* (Portland, OR), May 8, 1967, 52.

⁵⁴⁹ Tugman, "D-Day Near for Houseboat Owners," 52.

⁵⁵⁰ Tugman, "D-Day Near for Houseboat Owners," 52.

⁵⁵¹ "River Cleanup Bill Gets Nod," *Oregon Journal* (Portland, OR), March 10, 1965, 11; "Houseboat Residents Rap Bill Prohibiting Sewate in State Streams," *Oregonian* (Portland, OR), March 30, 1965, 8; Lawrence Barber, "River Ramblings," *Oregonian* (Portland, OR), May 2, 1965, 94.

in the arrests of several floating homeowners in 1969, the Jantzen Beach moorage was advertising “House Boat [sic] moorage with sewer service” to prospective residents by 1968.⁵⁵² Corporate ownership also provided controlled gate access, a part-time guard, and “acres” of paved parking, among a wide variety of other services.⁵⁵³

- 5 Despite the moorage’s respectability, disaster struck in January 1969 when several of the sheet metal roofs along the east dock collapsed during a midwinter storm.⁵⁵⁴ While multiple other moorages and marinas had been similarly affected, initial estimates at Jantzen Beach indicated that 600 pleasure boats had been impacted and some 4 to 5 had sunk.⁵⁵⁵ Nonetheless, by 1970 aerial imagery indicates that the coverings had all been reconstructed and the moorage was
10 further enlarged with both additional houseboat docks, as well as berths for standard vessels (Figure 42).⁵⁵⁶

Increasingly, Jantzen Beach Moorage’s survival of initial environmental regulation brought it into a new era of consolidation in the floating home industry when new moorages became challenging to build, making old ones increasingly desirable.⁵⁵⁷ Portland area floating home
15 salesman Hal Boggs (“Things on Logs / Call Hal Boggs”) told *The Oregonian* in 1978 that “[y]ou have to buy one and tear it down if you want to build a new one... There’s very little for under \$20,000 anymore.”⁵⁵⁸ Increasingly, old single-story houseboats were replaced by two-story types which employed Styrofoam to supplement log floats and were not only professionally built but also architect-designed.⁵⁵⁹ *The Oregonian* showed one residence at the elite Oregon Yacht
20 Club designed by Dan Butler and described others built with the “unconventional, cedar shake-covered geometric shapes” of the popular Shed style.⁵⁶⁰

While only a few Shed-style floating homes were constructed at Jantzen Beach Moorage, two-story residences were already a common sight by the early-1970s (Figure 43).⁵⁶¹ Over the

⁵⁵² “Discover Jantzen Beach Moorage,” *Oregonian* (Portland, OR), January 28, 88.

⁵⁵³ “Discover Jantzen Beach Moorage,” *Oregonian*, 88.

⁵⁵⁴ “Hayden Island to Grow,” *Oregon Journal* (Portland, OR), April 8, 1968, 23.

⁵⁵⁵ “Ice Storm Damages Hundreds of Boats,” *Oregon Journal* (Portland, OR), January 6, 1969, 2.

⁵⁵⁶ United States Geological Survey, *AR1VCOA00010186*, 1970, 1:52,000 scale (Washington, DC: United States Department of the Interior), EarthExplorer, <https://earthexplorer.usgs.gov/>.

⁵⁵⁷ Carla Thompson, “Many find home on the waves,” *Oregonian* (Portland, OR), July 7, 1978, 13.

⁵⁵⁸ “For ‘Things on Logs’ ‘Call Hal Boggs,’” *Oregonian* (Portland, OR), August 26, 1973, 106; Thompson, “Many find home,” *Oregonian* (Portland, OR), 13.

⁵⁵⁹ Thompson, “Many find home,” *Oregonian* (Portland, OR), 13.

⁵⁶⁰ “A Wave of Floating Homes,” *LIFE* (New York), September 3, 1971, 70; Thompson, “Many find home,” *Oregonian* (Portland, OR), 13; Virginia Savage McAlester, *A Field Guide to American Houses* (New York: Alfred A. Knopf, 2017), 650.

⁵⁶¹ Public Works Administration, *A2012-005: Jantzen Beach aerial (a) – (i)*, Photographs, 1974 (Portland, OR: The City of Portland, Auditors Office), Record Number AP/64300 – AP/64308, <https://efiles.portlandoregon.gov/Record/9824307/>.



Figure 42. 1970 aerial image showing the Jantzen Beach Moorage. Compare to Figures 40 and 41 (USGS EarthExplorer, Entity ID, AR1VCOA00010186).

5 course of the decade, an existing moorage dock placed at the west end of the west dock was fully rented out, nearly filling out the moorage's buildable water area.⁵⁶²

10 In 1977 Hayden Island, Inc., was purchased by the Pittsburgh-based Hillman Company for some \$40 million. Rather than absorbing the company, Hillman retained Hayden Island, Inc. as a subsidiary firm and kept its existing management. With Hillman's financial backing, the company sought additional opportunities for moorage growth along its property and, in 1979, was granted planning permission to construct a 1,100-slip moorage on Tomahawk Island. This new moorage would occupy the north side of Tomahawk Island which, since 1960, had been physically joined to Hayden Island by an isthmus formed by dredged fill.

⁵⁶² Nationwide Environmental Title Research (NETR), Aerial photographs, 1951–2019.



Figure 43. Detail of 1974 aerial view of Jantzen Beach Moorage. Public Works Administration. A2012-005: Jantzen Beach Aerial (a). 1974. Record Number AP/64300 (The City of Portland, Auditor's office).

- 5 Together with Tomahawk's other private landowners, Hayden Island, Inc., had prepared a master plan for the island's development which included two further private moorages in addition to the Tomahawk.⁵⁶³ With Hillman's financial backing, the company sought additional opportunities for moorage growth along its property and, in 1979, was granted planning permission to construct a 1,100-slip moorage on Tomahawk Island.⁵⁶⁴ This new moorage occupied the north side of Tomahawk Island which, since 1960, had been physically joined to Hayden Island by an isthmus formed by dredged fill.⁵⁶⁵ Notably, none of these three moorages possessed space for floating homes; each contained traditional boat berths and moorages for non-residential boat houses.

- 15 By 1990, much of the Tomahawk Island developments were complete and the Hillman Company (now organized as Hillman Properties Northwest) chose to sell portions of its island holdings, including all of its moorages.⁵⁶⁶ The moorages, along with a recreational vehicle storage yard, mini-storage warehouses, dredge disposal site, and six acres of vacant land, were

⁵⁶³ "Hillman Purchases Hayden," *Daily Courier* (Connellsville, PA), May 7, 1977, 2.

⁵⁶⁴ "Oregon Industry," *World* (Coos Bay, OR), December 12, 1979, 11.

⁵⁶⁵ Nationwide Environmental Title Research (NETR), Aerial photographs, 1951-2019.

⁵⁶⁶ Steve Mayes, "Hillman Properties Northwest Sells Moorages," *Oregonian* (Portland, OR), August 19, 1990, B10.

purchased for \$22.35 million by the Seattle-based company Winmar Pacific Inc., a subsidiary of the Seattle-based Safeco Corporation.⁵⁶⁷

5 Upon acquiring the moorages, Winmar Pacific reportedly discovered previously undisclosed costs associated with periodic dredging, as well as inadequate maintenance including dilapidated walkways, piling, and roofs.⁵⁶⁸ Winmar filed a formal lawsuit against the Hillman Company in 1992; though the verdict remains unknown, the moorages stayed in Winmar Pacific's ownership. Limited documentation has been found to support the resolution of these maintenance issues, however, rental cost increases of 47 percent over the subsequent five years indicate they may have been addressed at this time.⁵⁶⁹ Whether at this point or later, the
10 infrastructure of the floating home moorage was ultimately upgraded and replaced with steel piles, modern dock floats, and composite decking.

In response to their rising rent, the floating home residents of Jantzen Beach began organizing in 1997 to purchase their slips and the associated land and infrastructure.⁵⁷⁰ Via Winmar Pacific, Safeco was amenable to the sale and the 176 residents began organizing under the leadership
15 of fellow resident Tom McInnis.⁵⁷¹ Unbeknownst to floating homeowners, Safeco's openness to the sale was likely the result of a larger corporate restructuring, which was formally announced in February 1998.⁵⁷² As part of a shift in its "business focus," Safeco sold its real estate in order to concentrate on the insurance and financial services that had become the core of its business.⁵⁷³

20 With McInnis acting as the principal negotiator, tenants organized a not-for-profit corporation and successfully purchased the western dock at a cost of \$12,000 to \$32,000 per slip in October 1997.⁵⁷⁴ They retained the name "Jantzen Beach Moorage"; the eastern boat dock was renamed the "Jantzen Bay Marina." Similar to a homeowner's association, the corporation was structured to allow residents of the moorage to serve voluntary terms on a governing board,
25 which collected monthly fees for administration and maintenance.⁵⁷⁵ In the process of the sale,

⁵⁶⁷ Mayes, "Hillman Properties Northwest," *Oregonian*, B10; Steve Mayes, "Seattle Company Buys 426 Acres, Envisions Office," *Oregonian* (Portland, OR), March 24, 1991, B11.

⁵⁶⁸ "Moorage buyer files lawsuit," *Longview Daily News* (Longview, WA), January 2, 1992, 5.

⁵⁶⁹ Catherine Trevison, "Floating Home on the Range," *Oregonian* (Portland, OR), October 14, 1999, 1.

⁵⁷⁰ Trevison, "Floating Home on the Range," 1.

⁵⁷¹ Trevison, "Floating Home on the Range," 1.

⁵⁷² Su-Jin Yim, "For Sale: Washington Square, The Tigard Mall is Part of a Real Estate Portfolio that Safeco Corp. Wants to Shed in Order to Focus on its Other Enterprises," *Oregonian* (Portland, OR), February 6, 1998, C1.

⁵⁷³ Yim, "For Sale," C1.

⁵⁷⁴ Trevison, "Floating Home on the Range," 1; Multnomah County Division of Assessment, Recording, and Taxation, Multnomah County (website), accessed February 25, 2022, <https://multcoproptax.com/>.

⁵⁷⁵ Trevison, "Floating Home on the Range," 1; "Who We Are," Jantzen Beach Moorage (website), accessed May 27, 2022, <http://www.jbmi.net/who-we-are.html>.

McInnis and others helped the nearby Tomahawk Island Floating Home Community—also owned by Winmar Pacific—to organize its own resident-initiated sale.⁵⁷⁶

5 Following the sale of the Jantzen Beach Moorage to its tenants, the role of the moorage and the marina began to sharply diverge. Between 1998 and 2000, the Jantzen Bay Marina was substantially reconfigured from its warren of intersecting docks into a logical array of nine-finger docks extending off a northern spine.⁵⁷⁷ This array included a small collection of floating homes on its westernmost dock, as well as numerous covered berths and a collection of service buildings. Jantzen Beach Moorage, meanwhile, changed little in overall form; alterations have been contained to small-scale component replacement and the removal and installation of new
10 homes.

Manufactured Homes

Over the past century, the terminology used to describe mobile and semi-permanent residential structures has been in a constant state of evolution. “Trailer coach” was used in the early automotive era, and gave way to “mobile home” after 1950.⁵⁷⁸ In the 1970s, the present term,
15 “manufactured home,” came into common usage and was codified as the preferred term for the housing type by The Department of Housing and Urban Development’s (HUD) 1980 Housing Act.⁵⁷⁹

The early forms of the contemporary manufactured home began to emerge in the mid-twentieth century, when, in the 1930s, habitable automotive trailers (“trailer coaches”) were used for travel
20 and camping.⁵⁸⁰ The rise in the popularity of these trailers prompted the establishment of various clubs and organizations, including the Trailer Coach Association (TCA) and Mobile Homes Manufacturers Association, which advocated for the creation of material and mechanical standards for the production of manufactured homes.⁵⁸¹

25 Despite their recognizable origins as novel recreational lodging, trailer coaches and their residential possibilities began to receive more serious consideration after the onset of World

⁵⁷⁶ Trevison, “Floating Home on the Range,” 1; Tomahawk Island Floating Home Community, “Tomahawk Island Floating Home Community: Urban Legends,” 4.

⁵⁷⁷ Nationwide Environmental Title Research (NETR), Aerial photographs, 1951–2019.

⁵⁷⁸ John Fraser Hart, Michelle J. Rhodes, and John T. Morgan, *The Unknown World of the Mobile Home* (Baltimore: Johns Hopkins University Press, 2002) 20.

⁵⁷⁹ Hart, Rhodes, and Morgan, *The Unknown World*, 20; The 1980 Act mandated the term “manufactured home” in all official documents. This was a response to lobbying from the industry. See McAlester, *A Field Guide to American Houses*, 180; Hart, Rhodes, and Morgan, *The Unknown World*, 3.

⁵⁸⁰ Hart, Rhodes, and Morgan, *The Unknown World*, 6; Andrew Hurley, *Diners, Bowling Alleys, and Trailer Parks: Chasing the American Dream in Postwar Consumer Culture* (New York: Basic Books, 2001) 198.

⁵⁸¹ Al Hesselbart, “A History of the Manufactured Housing Institute,” published 2017, <https://www.manufacturedhousing.org/history/>.

War II.⁵⁸² Wartime manufacturing hubs, flooded with new workers supporting the war effort, experienced unprecedented housing shortages.⁵⁸³ With limited time and resources to erect new housing, trailers offered a low-cost and efficient solution.⁵⁸⁴ By the war's end, an estimated one out of every eight wartime workers had lived in a mobile home.⁵⁸⁵

- 5 Once possibilities for their use expanded, trailer coaches were increasingly designed for long-term residency in the postwar period. The term “mobile homes” became a more accurate descriptor than “trailer coach” with the addition of domestic features. In 1948, the first models containing a shower and a toilet were designed and, by 1950, these features were standard in all units over twenty-five feet long.⁵⁸⁶
- 10 Additional improvements to mobile homes came in 1954 when entrepreneur Elmer Frey (1914–1996) and his company Marshfield Homes introduced the first model with a ten-foot width; a 25 percent increase over the existing eight-foot wide models.⁵⁸⁷ The development of the so-called “ten-wide” (“10-wide”) allowed for added storage space, a dedicated dining area, and a
- 15 passageway down the side of the home—which carved out space for private bedrooms and bathrooms.⁵⁸⁸ By 1960, the ten-wide had become standard and over the next decade, twelve-wides and fourteen-wides were introduced.⁵⁸⁹

Concurrent with these improvements to mobile home design was the creation of dedicated spaces to host them. The first purpose-built community, “Trailer Estates,” was established in 1955 in Bradenton, Florida.⁵⁹⁰ In time, similar developments began to spread nationwide; some

20 plans were architect-designed and included permanent amenities and design covenants, but others were more informal, created by non-professional landowners.⁵⁹¹ Increasingly, mobile homes were considered the “folk” or vernacular housing choice of many Americans who could afford the low purchase price cost and could choose to live within an established “mobile home park,” or on privately-owned land.⁵⁹²

⁵⁸² Hart, Rhodes, and Morgan, *The Unknown World*, 11; Eduard Krakhmalnikov, “The Trailer Park That Became a City,” *Minnesota History Magazine* 65, no.8 (Winter 2017): 317.

⁵⁸³ Hart, Rhodes, and Morgan, *The Unknown World*, 11; Krakhmalnikov, “The Trailer Park,” 317.

⁵⁸⁴ Hurley, *Diners, Bowling Alleys, and Trailer Parks*, 203.

⁵⁸⁵ Krakhmalnikov, “The Trailer Park,” 317.

⁵⁸⁶ Frank Fogarty, “Trailer Parks: The Wheeled Suburbs,” *Architectural Forum* 111, no.11 (July 1959) 127; Frank D. Boynton, “Financing the Mobile Home Industry,” *Financial Analysts Journal* 16, no. 2 (March-April, 1960) 87

⁵⁸⁷ Hart, Rhodes, and Morgan, *The Unknown World*, 17.

⁵⁸⁸ Hart, Rhodes, and Morgan, *The Unknown World*, 18.

⁵⁸⁹ Hart, Rhodes, and Morgan, *The Unknown World*, 20.

⁵⁹⁰ Parker Clifton Lawrence, “Home Sweet Mobile Home Park: Developing a Historic Context for a Modern Resource” (Masters Thesis, University of Georgia, Athens, 2012), 26.

⁵⁹¹ Lawrence, “Home Sweet Mobile Home Park,” 27-36.

⁵⁹² McAlester, *A Field Guide*, 150.

The popularity of mobile homes boomed in the mid-twentieth century, and the need for some sort of safety guidance or regulation was recognized by special interest groups including the Los Angeles-based TCA in 1951.⁵⁹³ The continued growth of the sector, however, made it clear that ad-hoc safety stipulations were not enough. In 1974 the Mobile Home Construction and Safety Standards Act (42 U.S.C. 5401-5426) was passed to regulate the design, materials, and construction methods of mobile homes on a national scale. Nicknamed the “HUD Code,” the law attempted to raise safety and livability standards and thereby allowed the agency to enforce a national building code. The code went into effect in 1976 and superseded all other standards for mobile home construction.⁵⁹⁴

Mobile homes were transported to their sites on the backs of flatbed trucks and their design was therefore directly related to this parameter. In the 1970s, a new “double-wide” unit was invented: two single-wides designed to be knit together down their long axis once transported and placed onsite.⁵⁹⁵ Double-wides provided additional floor space to residents and became increasingly popular in subsequent decades.⁵⁹⁶ However, in order to compete with new construction, mobile homes—known by this point as manufactured homes—became increasingly elaborate. Shallow gable roofs, new materials, and ornamental elements were used to imitate both modern and historic housing types, and existing units were often modified with decks, carports, or even new rooms.⁵⁹⁷ By 1990, manufactured homes made up 20 percent of U.S. housing stock in rural areas.⁵⁹⁸

20 ***Manufactured Homes in Oregon***

The development of manufactured homes in Oregon closely mirrored national trends. In 1952, a Portland chapter of the TCA was founded, and, beginning in 1956, the organization hosted the annual Trailer Life Show, showcasing the latest developments in mobile homes. Local papers often ran special sections dedicated to mobile home living to accompany the shows, which continued through at least the early 1980s.

As mobile homes continued to gain local favor, developed mobile home parks became increasingly widespread throughout the state. New and updated regulations were proposed to improve the state’s housing conditions. Laws passed in 1960 required that new trailer spaces provided a minimum of 1,200 square feet—up from the previous requirement of 1,000 square

⁵⁹³ Hesselbart, “A History of the Manufactured Housing Institute.”

⁵⁹⁴ Hart, Rhodes, and Morgan, *The Unknown World*, 23.

⁵⁹⁵ McAlester, *A Field Guide*, 150.

⁵⁹⁶ McAlester, *A Field Guide*, 150-151.

⁵⁹⁷ McAlester, *A Field Guide*, 150-151.

⁵⁹⁸ McAlester, *A Field Guide*, 150-151.

feet—and that each site contain a patio made of “concrete or equivalent” measuring at least twenty-three feet by six feet.⁵⁹⁹

By 1961, there were 14,103 mobile homes located in 668 mobile home parks throughout Oregon.⁶⁰⁰ A 1962 *Oregon Journal* article entitled “Portland Has Parks” proudly declared, “[t]he
5 Portland area is fast becoming mobile living minded with many fine mobile parks located in and around the city.”⁶⁰¹ By 1976, reports noted that the Portland metro area—including Clark, Multnomah, and Washington Counties—contained 217 mobile home parks with a total of 10,726 sites.⁶⁰²

Manufactured Homes on Hayden Island

10 Among the 217 mobile home parks around the Portland area was the Hayden Island Manufactured Home Community, constructed along the Columbia River on its namesake Hayden Island. Often shortened to “Hayden Island MHC,” the development has undergone multiple name changes beginning with the “Hayden Island Mobile Home Village” (1964-65), the
15 “Hayden Island Mobile Home Court” (1965-69), the “Hayden Island Mobile Home Village” (1969-86), and the “Jantzen Beach Mobile Home Park” (after 1986).

The community had been created by Hayden Island, Inc, the island’s major landowner, as a first step in its attempt to redevelop the island into a multi-use destination development. The company constructed a mall, residential facilities, and even offered a houseboat moorage—a
20 parcel that offered “site and services” to renters arriving with their own dwelling structures. Like the moorage, the mobile home park required little of Hayden Island, Inc., but guaranteed rental income as well as a more permanent population relying on the island’s retail services.⁶⁰³

To design the core of the seventy-five unit mobile home park, Hayden Island, Inc. commissioned Portland architect John Storrs. Storrs’ design was centered around seven shared buildings, including an office, meeting room, community kitchen, and laundry facility, and
25 featured elements borrowed from traditional Asian pagodas—forms he echoed in later designs elsewhere on the island.⁶⁰⁴ Like other contemporary mobile home park designs, Storrs laid out the unit sites parallel to each other similar to the way residential houses were arranged along a

⁵⁹⁹ “Oregon Has 44 New Mobile Home Parks: State Solons Write New Law For Mobile Homes,” *Oregon Journal* (Portland, OR), June 15, 1960, Section 3 Page 2; “Oregon Has 44 New Mobile Home Parks,” *Oregon Journal*.

⁶⁰⁰ “Over \$2 Million Invested in Oregon’s Plus-600 Licensed Trailer Parks,” *Oregon Journal* (Portland, OR), June 21, 1961, Section 4 Page 3.

⁶⁰¹ “Portland Has Parks,” *Oregon Journal* (Portland, OR), June 20, 1962, T10.

⁶⁰² James E. Hall, *Mobile Homes a Housing Resource for the Portland Metropolitan Area*, Sponsored by Oregon Mobile Home Dealers Association and the Manufactured Housing Institute, 1976, 50.

⁶⁰³ Droege, “Floating Shelter,” 72.

⁶⁰⁴ Shaw, “Jantzen Mobile Home Park Sold.”

street.⁶⁰⁵ In time, and in response to residents' concerns about their neighbors' proximity, this layout fell out of style in favor of angled lots, which removed direct sightlines and provided greater privacy.⁶⁰⁶

5 Construction began in January 1964, and by late August, the park had fifteen tenants paying between forty and fifty dollars per month.⁶⁰⁷ To attract additional residents, the company engaged in a local newspaper campaign, advertising “the finest in mobile home living” at the “Hayden Island Mobile Home Village” (Figure 44).⁶⁰⁸



10 Figure 44. “The Hayden Island Complex on the Columbia River...” David Falconer, Photographer (NARA record: 412-DA-5532) – (U.S. National Archives and Records Administration).

After the park was filled, the company expanded it. A small piece published in *The Oregonian* on May 8, 1966, announced the upcoming construction of a family facility, stating “Hayden Island Inc. has applied for a zone change and plans to start immediate construction on a second

⁶⁰⁵ Lawrence, “Home Sweet Mobile Home Park, 27.

⁶⁰⁶ Lawrence, “Home Sweet Mobile Home Park,” 27.

⁶⁰⁷ Gerry Pratt, “Rain Drops Crowd at Jantzen Beach,” *Oregonian* (Portland, OR), August 27, 1964, 22.

⁶⁰⁸ [Advertisement for Hayden Island Mobile Home Village], *Oregonian* (Portland, OR), November 21, 1964, 8.

125-space mobile home park on Hayden Island.”⁶⁰⁹ Completion of the addition was expected in early 1967. Later, an article from March 1967 noted that the company’s comprehensive plan for the island included “270 mobile home spaces, of which 150 have been completed over the past two years and, and are near 100 per cent [sic] occupancy, with twenty-four overnight spaces
5 scheduled for completion next week to serve the travel trailer market.”⁶¹⁰ By 1969, the park was home to nearly 300 residents and was the largest such development in Portland.⁶¹¹

Although residents of manufactured homes are often difficult to trace, limited information indicates that those at Hayden Island MHC (then, the “Hayden Island Mobile Home Village”) were in sync with national trends. In 1969, C.H. Frank—the community’s longtime manager—
10 stated that “a good share of the 294 tenants are retirees or those about to retire.”⁶¹² Across the country, mobile home parks often included retirees on a limited income, as well as young couples with limited means.⁶¹³

A 1979 article on the mobile home community on Hayden Island published in *The Columbian* noted, “[a]s a result of rising costs in housing, improved standards in mobile home building, and
15 changes in people’s attitudes, mobile home living is on the increase on Hayden Island and throughout the country. The mobile home is becoming less mobile and more home to more people.”⁶¹⁴

Between 1973 and 1980, the park was expanded further by a discontinuous section constructed along the island’s south shore. Unlike its predecessors, this section staggered homes at odd
20 angles to maximize privacy within each site’s small footprint. Additional expansions were made along the park’s southwestern corner between 1974 and 1981. In 1986, the community—then called the “Jantzen Beach Mobile Home Park”—was sold for \$10.7 million to Hadley/McHugh, a San Francisco company that planned to operate it under the name of Jantzen Beach Associates.

25 **Bridgeton/Faloma**

Portland’s Bridgeton neighborhood, formerly called Moore’s Crossing, was platted in 1912.⁶¹⁵ Lots were sold by the Spanton Company, which was founded in 1906 by Kentucky-born William

⁶⁰⁹ “Trailer Park to Add Space,” *Oregonian* (Portland, OR), May 8, 1966, F8.

⁶¹⁰ Phil Hunt, “Hayden Island Ready for Development Go-Ahead,” *Oregon Journal* (Portland, OR), March 27, 1967, 5.

⁶¹¹ Harry Bodine, “Gowing Numbers of Mobile Home Owners Acclaim Inexpensive Abodes,” *Oregonian* (Portland, OR), September 28, 1969, F11.

⁶¹² Bodine, “Growing Numbers.”

⁶¹³ Jack E. Gaumnitz, “Mobile home and Conventional Home Ownership: An Economic Perspective,” *Nebraska Journal of Economics and Business* 13 no.4 (1974): 130-143.

⁶¹⁴ Rebecca Craig, “Mobile Homes Popular,” *Columbian* (Vancouver, WA), November 22, 1979, 22.

⁶¹⁵ “[Advertisement for Bridgeton],” *Oregon Journal* (Portland, OR), May 16, 1912, 17.

Alfred (W.A.) Spanton.⁶¹⁶ He marketed the subdivisions of Terrace Park, Villa Hill, Evanston, Alder Springs, Council Crest, Healy Heights, and the Spanton Addition.⁶¹⁷ Bridgeton was placed on the market on May 12, 1912, with lot prices ranging from \$110 to \$225.⁶¹⁸ In December 1912, it was reported that Spanton had left Portland and the \$22,000 he had accrued in debt.

5 *The Oregonian* noted that he was “a liberal spender when in funds and a high liver.”⁶¹⁹

A 1912 advertisement noted that Bridgeton was “adjacent to the site selected for the new Vancouver bridge; bounded on the west by the Vancouver car line; while along the north is the beautiful, natural boulevard which winds along the Columbia.”⁶²⁰ The same advertisement noted that there were 600 lots available, each one measuring twenty-five by one-hundred feet.⁶²¹

10 W.A. Spanton stated to *The Oregonian* that the neighborhood was intended to be affordable.

15 “It is believed that the person earning less than \$65 a month cannot afford to buy a home costing above \$1250 and cannot pay over \$10 a month rent and live properly. We believe we have solved the problem. We have placed no restrictions on the property. A purchaser can build a tent-house or any priced house he desires. The property will be improved with sidewalks, water main and graded streets immediately.”⁶²²

The lots were sold with no building restrictions. One of the promotions included a free car service for prospective buyers to see the available lots.⁶²³ In February 1913, following Spanton’s exit from Portland, Bridgeton was advertised by J.F. Dopplmaier.⁶²⁴

20 In May 1929, J.W. Waterhouse had plans approved to construct a bridge spanning between the neighborhood and Sand Island (later called Tomahawk Island), and the bridge was completed by year-end⁶²⁵.he bridge remained in operation until 1952 when, due to the deterioration of the wooden trestle support, it was removed.⁶²⁶

25 In 1970, Bridgeton had a population of 2,000.⁶²⁷ Following annexation approval granted by the Portland Metropolitan Area Local Government Boundary Review Commission, a special election was called in July of that year in response to a petition from Bridgeton residents. The area in

⁶¹⁶ “[Advertisement for Bridgeton],” *Oregon Journal* (Portland, OR), May 16, 1912, 17.

⁶¹⁷ Gaston, “*Portland Oregon*,” 413.

⁶¹⁸ “[Advertisement for Bridgeton],” *Oregon Journal* (Portland, OR), May 16, 1912, 17.

⁶¹⁹ “W. Spanton Quits City,” *Oregonian* (Portland, OR), December 31, 1912, 9.

⁶²⁰ “Bridgeton, Open Today,” *Oregonian* (Portland, OR), May 12, 1912, 15.

⁶²¹ “Bridgeton, Open Today,” *Oregonian*, 15.

⁶²² “Bridgeton, Open Today,” *Oregonian*, 15.

⁶²³ “Bridgeton, Open Today,” *Oregonian*, 15.

⁶²⁴ “Bridgeton,” *Oregon Journal* (Portland, OR), February 9, 1913, Section 2, Page 7.

⁶²⁵ “Bridge Project Approved,” *Oregonian* (Portland, OR), May 29, 20; “Sand Island Bridge Completed,” *Oregon Journal* (Portland, OR), October 3, 1929, 8.

⁶²⁶ “Island Bridge Taken Down,” *Oregonian* (Portland, OR), March 11, 1952, 13.

⁶²⁷ “Vote Rejects Annexation,” *Oregonian* (Portland, OR), July 29, 1970, Section 2, Page 12.

question was defined by the Columbia River to the north, North Columbia Boulevard to the south, the peninsula drainage canal to the east, and Delta Park and the Portland Meadows racetrack to the west. Residents of the neighborhood rejected the annexation in a 413-56 vote.⁶²⁸ Annexation of 1,560 acres of “North Portland,” including the Bridgeton neighborhood, was eventually approved in October 1971.⁶²⁹

North Portland Industrial History

Today, the far reaches of North Portland are glimpsed mainly by travelers driving north or south along I-5. The visible landscape resists easy definition and includes an eclectic variety of natural reserves, housing developments, recreational sites, and industrial areas. Such piecemeal development is a legacy of the area’s challenging geography which, prior to European American colonization, was a lush labyrinth of wetlands, low islands, and natural drainage channels between the main channel of the Columbia River and the Oregon Slough.⁶³⁰

Upon arrival in the region, the first European Americans dismissed the area; Philadelphian John Townsend noted that “there is not sufficient extent unencumbered, or which could be fitted for the purposes of tillage, in a space of time short enough to be serviceable; others are at some seasons inundated, which is an insurmountable objection.”⁶³¹ While some settled in the area, seasonal flood events meant that agricultural efforts were at constant risk of sudden loss leaving the land primarily useful for growing hay and grazing livestock.⁶³² One surveyor, writing in 1854, explained that from May to mid-July, “farmers may sail over their farms in boats. This overflow makes the bottom lands... very unhealthy in autumn.”⁶³³

Substantial development was postponed until early twentieth-century industry became interested in the area for its waterways and proximity to the soon-to-be completed SP&S Railway.⁶³⁴ Beginning in 1907, the Union Meat Company and Portland Union Stock Yards—local subsidiaries of Swift and Company—purchased lands along the southern shore of the Columbia River, and through 1909, constructed large-scale stockyards and meat-packing facilities.⁶³⁵ The river not only provided transportation for the businesses but also “disposed of”

⁶²⁸ “Vote Rejects Annexation,” *Oregonian*, Section 2, Page 12.

⁶²⁹ “Annexation Plan Gets Nod,” *Oregon Journal* (Portland, OR), October 28, 1971, 4.

⁶³⁰ Carl Abbott, “Settlement Patterns in the Portland Region: A Historical Overview,” (Paper prepared for the Metro Future Vision Commission, Portland, OR, January 1994), https://pdxscholar.library.pdx.edu/oscdl_planning/10, 14.

⁶³¹ Qtd. in Abbott, “Settlement Patterns,” 14.

⁶³² O’Brien and Allen, “Columbia Slough Drainage Districts,” 11-12; Liza Mickle and Nicholas Starin, *East Portland Historical Overview & Historic Preservation Study* (Portland, OR: City of Portland Bureau of Planning and Sustainability, 2009), <https://irma.nps.gov/DataStore/DownloadFile/582035>, 11.

⁶³³ Qtd. in O’Brien and Allen, “Columbia Slough Drainage Districts,” 12

⁶³⁴ Abbott, “Settlement Patterns,” 28; Stroud, “Troubled Waters in Ecotopia,” 70.

⁶³⁵ O’Brien and Allen, “Columbia Slough Drainage Districts,” 12

substantial waste products with the downstream flow.⁶³⁶ In time, the facilities came to employ some 1,500 workers who were housed in the company-built settlement of Kenton located along Denver Avenue.⁶³⁷

5 With the arrival of the Union Meat Company and accompanying infrastructure, other businesses quickly followed suit. By 1911, a dozen other industries, including the Monarch Lumber Company, a shingle company, and a dairy farm, had all located along the shore of the Columbia River, helping to form the beginning of a “North Portland Industrial District.”⁶³⁸ Interests behind these companies paralleled a national conversation over land drainage and reclamation and plans to dredge a deep water harbor in the Oregon Slough between the north shore of the
10 Columbia River and south shore of Hayden Island were quickly made.⁶³⁹

15 Foremost among these interests was the Peninsula Industrial Company—owned by members of the Swift family—which controlled 3,000 acres of North Portland real estate, including the lands beneath the stockyard, meat packing plant, and lumber company.⁶⁴⁰ Newspaper articles report that the company planned to use fill from the dredge to raise the level of their holdings thirty feet above the flood level in order to “develop a large factory and shipping district, which will have all the advantages of water and rail transportation without switching charges yet will be outside the city limits and thus avoid city taxes.”⁶⁴¹ Other property owners along the Columbia Slough and Hayden Island supported the effort and, in 1913, were successful in lobbying the U.S. Geographic Board to change the name of “Oregon Slough” to “North Portland Harbor.”⁶⁴²

20 The government-aided dredging began in 1913, and the land around the harbor was further improved by dikes and levees to protect low-lying property beginning in 1916. Mostly underwritten by Union Meat, other private entities contributed to the levees to form drainage districts along the slough’s length.⁶⁴³ Running from east to west, these districts included the Sandy Drainage Improvement Company, the Multnomah Drainage District No. 1, the Peninsula
25 Drainage District 1, and the Peninsula Drainage District 2.⁶⁴⁴

Work on the levees continued through World War I when the events of the conflict stressed the need for additional farmlands.⁶⁴⁵ By 1920, many of the drainage districts’ dikes had been joined

⁶³⁶ Stroud, “Troubled Waters in Ecotopia,” 70.

⁶³⁷ Abbott, “Settlement Patterns,” 28; O’Brien and Allen, “Columbia Slough Drainage Districts,” 12.

⁶³⁸ Stroud, “Troubled Waters in Ecotopia,” 70; O’Brien and Allen, “Columbia Slough Drainage Districts,” 12.

⁶³⁹ “Dredge Develops Factory Lands,” *Oregonian* (Portland, OR), April 16, 1911, 4.

⁶⁴⁰ “Dredge Develops Factory Lands,” *Oregonian*, 4.

⁶⁴¹ “Dredge Develops Factory Lands,” *Oregonian*, 4.

⁶⁴² “Bridgeton New Subdivision,” *Oregonian* (Portland, OR), May 12, 1912, 10; “Changes Name of Oregon Slough,” *Oregonian* (Portland, OR), January 13, 1913, 4.

⁶⁴³ O’Brien and Allen, “Columbia Slough Drainage Districts,” 12.

⁶⁴⁴ O’Brien and Allen, “Columbia Slough Drainage Districts,” 12.

⁶⁴⁵ O’Brien and Allen, “Columbia Slough Drainage Districts,” 12.

and over 8,000 acres of land were reclaimed for agricultural purposes.⁶⁴⁶ Boosters continued to promote the North Portland Harbor as a future industrial hub and touted the success of the earthworks noting that “[t]he constructed dikes and embankments have stopped the overflowing water, and a flood of the region can never again occur.”⁶⁴⁷

5 While a mighty industrial district had been envisioned, the drainage districts were designed to create an agricultural region, leaving industry still clustered along the shore of the Columbia River (Figure 42).⁶⁴⁸ Here, heavy industry was commingled with small-scale marine structures, including boat building and repair workshops.⁶⁴⁹ Declining farm prices in the interwar years left district leaders on the lookout for other potential land uses and ultimately led to the creation of
10 multiple golf courses and, eventually, the Portland–Columbia Airport in 1936 (today’s PDX).⁶⁵⁰

The advent of World War II brought large-scale changes to the region, mostly in the housing sector, which, ironically, was supporting industrial development in the larger Portland-Vancouver area. Under the guidance of Henry J. Kaiser (1882–1967), enormous shipyards were developed along the Willamette River and in Vancouver, requiring, at their peak, a workforce of 97,000.⁶⁵¹
15 Aware of the deepening housing crisis, Kaiser orchestrated the purchase of 640 acres of land within the industrial district and constructed Kaiserville—later Vanport—dramatically altering the character of the landscape.⁶⁵²

The war, coupled with the tragic events of the 1948 Vanport Flood, changed the face of the area; according to historian Ellen Stroud, “the perception of the [North Portland] area as
20 blighted, suitable only for industry and for those who could not afford to live elsewhere. Many white city residents, politicians and businessmen were beginning to see North Portland as a throw-away zone.”⁶⁵³

⁶⁴⁶ O’Brien and Allen, “Columbia Slough Drainage Districts,” 12.

⁶⁴⁷ H.S. Harcourt, “North Portland Offers Many Great Advantages as Sites for Factories,” *Oregon Daily Journal* (Portland, OR), August 8, 1919, 16-17.

⁶⁴⁸ Harcourt, “North Portland Offers Many Great Advantages,” 16; O’Brien and Allen, “Columbia Slough Drainage Districts,” 13.

⁶⁴⁹ American Swedish Historical Museum, *Year Book 1946* (Philadelphia: American-Swedish Historical Foundation, 1946), 38.

⁶⁵⁰ O’Brien and Allen, “Columbia Slough Drainage Districts,” 13.

⁶⁵¹ Gordon Oliver, “Kaiser Shipyards,” Oregon Encyclopedia, last updated July 13, 2022, https://www.oregonencyclopedia.org/articles/kaiser_shipyards/#.YuMJ6YTMJD8.

⁶⁵² Oliver, “Kaiser Shipyards.”

⁶⁵³ Stroud, “Troubled Waters in Ecotopia,” 73.

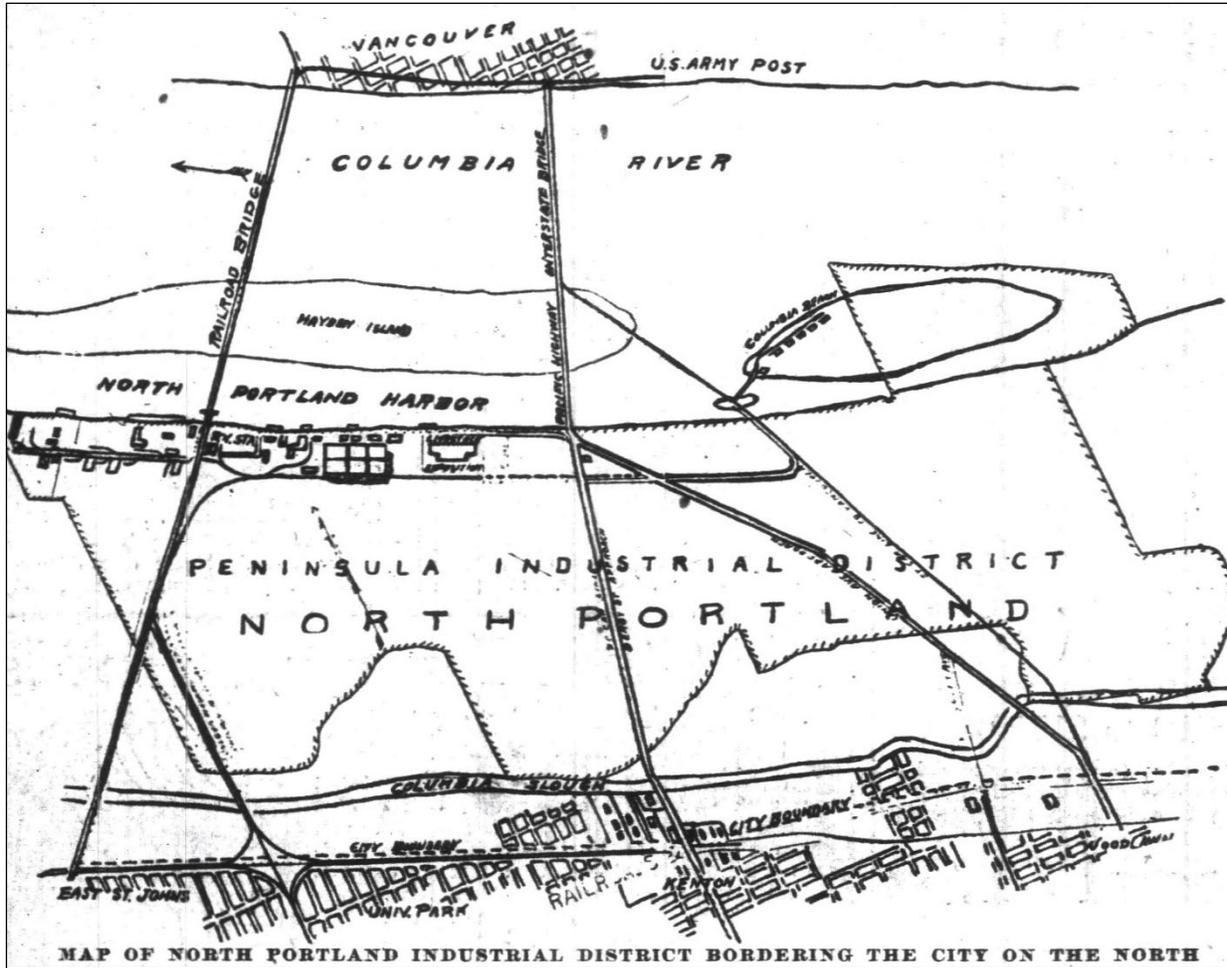


Figure 45. "Map of North Portland Industrial District Bordering on City on the North." Harcourt 1919:16 (Courtesy of Oregon Digital Newspaper Program).

5 In the postwar period, the area became increasingly fragmented as large portions of public land became parks and other recreational areas and farmland gave way to small residential, commercial, and industrial developments.⁶⁵⁴ Rather than relying on rail, boat, or streetcars to move goods and people, the area's mid-century growth was defined by its reliance on the private automobile; industrial properties benefitted from access to I-5 rather than the transcontinental rail lines.⁶⁵⁵ Commercial properties including service stations and repair shops
10 were developed to serve these new functions.

⁶⁵⁴ O'Brien and Allen, "Columbia Slough Drainage Districts," 14.

⁶⁵⁵ Abbott, "Settlement Patterns," 46-47.

KGW Radio Station

- In March 1922 *The Oregonian* installed a radio broadcasting system atop its downtown Portland headquarters to support the creation of a new radio station with the callsign KGW.⁶⁵⁶ The new station contained the first major radio transmitter on the west coast; its signal was heard
- 5 throughout Oregon.⁶⁵⁷ Following the success of this early setup, the Federal Radio Commission granted KGW permission to move their transmitter to northeast Portland in February 1931. The new site, adjacent to the Pacific International building, was preferable on account of its low and wet terrain, favorable characteristics for radio transmission.⁶⁵⁸ Upon its opening *The Oregonian* reported that the new facility broadcast “a signal virtually twice that of the old KGW.”⁶⁵⁹
- 10 KGW’s new facility was completed in August 1931 at a cost of \$50,000. The transmitter was housed in a building was designed by Claussen and Claussen, a Portland firm operated by brothers William Emil (1878–1953) and Hans Fred Claussen (1880–1942).⁶⁶⁰ Rising twenty-three feet above the ground surface, the structure was set on concrete piers designed to protect the equipment from potential floods.⁶⁶¹ The Moderne style building had a reinforced concrete
- 15 base with a smooth stucco finish and featured steel framed ribbon windows.⁶⁶² The site also included two 300-foot towers which supported an antenna.⁶⁶³ Six miles of underground cable connected the new transmitter to the station’s existing studios in the downtown *Oregonian* Building.⁶⁶⁴
- The transmitter station continued to operate through the Great Depression and WWII. Like
- 20 much of North Portland, it sustained significant damage in the 1948 Vanport Memorial Day

⁶⁵⁶ “Radio is Installed by the Oregonian,” *Oregonian*, (Portland, OR) March 19, 1922, 1.

⁶⁵⁷ “Radio Christened by Operatic Star,” *Oregonian* (Portland, OR), March 3, 1922, 1.

⁶⁵⁸ “New Transmitter for KGW to Rise,” *Oregonian* (Portland, OR), February 14, 1931, 1; “KGW Reaches Out!” *Oregonian* (Portland, OR), August 4, 1931, 20.

⁶⁵⁹ “KGW Northwest’s Most Modern Station,” *Oregonian* (Portland, OR), August 2, 1931, Section 5 Page 4.

⁶⁶⁰ Port of Portland, *History of the Radio Towers* (Portland, OR)
<https://web.archive.org/web/20020928081533/http://www.radiotowersite.com/>

⁶⁶¹ “KGW Northwest’s Most Modern Station,” *Oregonian* (Portland, OR), August 2, 1931, Section 5 Page 4.

⁶⁶² “KGW Reaches Out!” *Oregonian* (Portland, OR), August 4, 1931, 20; Howard, “Voices of Vanport,” 52; Port of Portland, *History of the Radio Towers* (Portland, OR)
<https://web.archive.org/web/20020928081533/http://www.radiotowersite.com/>

⁶⁶³ “KGW Northwest’s Most Modern Station,” *Oregonian* (Portland, OR), August 2, 1931, Section 5 Page 4.

⁶⁶⁴ “Northwest’s Most Modern Station,” *Oregonian* (Portland, OR), August 1, 1932, Section 5 Page 4.

Flood.⁶⁶⁵ KPOJ, a competing station offered KGW the use of a backup transmitter and tower; by the following morning, the station's signal was back on the air.⁶⁶⁶

5 Following the reconstruction of the east tower at the same site, the station continued to operate successfully throughout the second half of the twentieth century. KGW made various alterations to the transmitter building, enclosing the lower half of the structure in 1949, and installing new transmission units on three different occasions, as recently as 1979.⁶⁶⁷ Operations at the North Portland facility ceased in 1992.⁶⁶⁸ The Port of Portland purchased the site in 1999, removed the radio towers in 2000, and demolished the transmitter building in 2005.⁶⁶⁹

Portland's Defense Industry Housing and Postwar Housing Shortage

10 *The Challenge of Wartime Housing*

Between 1940 and 1945, the federal government awarded Portland-area industries \$1.74 billion in defense contracts to support the war effort.⁶⁷⁰ These companies, in order to meet the production goals of the contracts, hired as many laborers as they could find, but demand far outweighed local availability. The influx of new workers who arrived in Portland to fill the massive labor shortage dramatically changed the economic and demographic makeup of the area. By the war's end, the industrial sector employed approximately 50 percent of Portland's labor force, up from only 15 percent in 1940.⁶⁷¹

20 Multiple Portland companies benefited from the federal contracts, but the region's largest wartime employers were the three new shipyards established by Henry J. Kaiser. The first shipyard, announced in January 1941, opened under the Oregon Shipbuilding Company in northeast Portland the same year.⁶⁷² This was followed by the Vancouver Shipyard in early 1942 and, finally, the Swan Island Shipyard in July of the same year. Recognizing that the area could not supply the necessary workforce to operate the shipyards, Kaiser's administration placed job listings in eleven other states and chartered trains from as far away as New York City

⁶⁶⁵ In a 1952 account of the flood, Clyde Bruyn, a station employee, recalled seeing the waves approaching. He had just enough time to pull the switch of the transmitter, run to his car, and drive to his dyke, where he watched a floating house from Vanport crash into the east tower, destroying it. "KGW Crystal Sets to FM," *Oregonian* (Portland, OR), April 6, 1952, M10.

⁶⁶⁶ "KGW Crystal Sets to FM," *Oregonian* (Portland, OR), April 6, 1952, M10.

⁶⁶⁷ Dan Howard, "The Voices of Vanport Radio and the Flood of '48," Northwest Vintage Radio Society, 2020, <http://www.sbe124.org/wp-content/uploads/2021/04/Voices-of-Vanport.pdf>, 60

⁶⁶⁸ "Port Produces New Exhibit to Honor Old Radio Towers Facility", January 25, 2002, <https://djcoregon.com/news/2002/01/25/port-produces-new-exhibit-to-honor-old-radio-towers-facility/>

⁶⁶⁹ Howard, "Voices of Vanport," 62.

⁶⁷⁰ Kerrie Franey, "Early Densification in an Urban Center: Portland, Oregon and the War Code Housing Program" (MS Terminal Project, University of Oregon, 2019), 8

⁶⁷¹ Franey, "Early Densification in an Urban Center, 8; MacColl, *The Growth of a City*, 584.

⁶⁷² George Kramer, "It Takes More Than Bullets: The WWII Homefront in Portland, Oregon" (Portland, OR: Housing Authority of Portland, 2006), 5.1.

to bring workers to the Portland area.⁶⁷³ In all, the three Kaiser shipyards created over 100,000 jobs, most of which were filled by newly arrived workers.⁶⁷⁴ Neither Portland, a city of only 406,000 residents, nor Vancouver, a city of 19,000, were capable of or prepared to adequately house Kaiser's new workers, in addition to those rushing into the region for other wartime employers.⁶⁷⁵

The Housing Authority of Portland

Prior to World War II, Portland's real estate community actively lobbied against public housing.⁶⁷⁶ The city maintained a Planning Commission as well as a Housing Code Commission, but these groups focused their efforts on local zoning rather than on housing issues.⁶⁷⁷ In the Housing Act of 1937, the federal government created the United States Housing Authority and appropriated funds for the establishment of local housing authorities; the use of these funds was contingent upon state and local approval. The 1938 ballot initiative to create a Portland housing authority was overwhelmingly defeated.⁶⁷⁸

This opposition to a local housing authority began to crumble as the exigencies of World War II came to the fore. On December 11, 1941, just days after the attack on Pearl Harbor, the Portland City Council established the Housing Authority of Portland (HAP) to address the city's housing shortage.⁶⁷⁹ Local historians have noted that HAP, which was composed of a realtor, a banker, an apartment owner, and a trade union leader, was formed less to create housing and more to placate local property owners and prevent encroachment upon Portland's real estate industry; Chester A. Moores, the realtor, had even opposed the creation of the commission from the start⁶⁸⁰ As Carl Abbott explained, the commission sought "to build the minimum number of necessary units, which could be torn down after the war."⁶⁸¹

Among the first outputs of the commission was the so-called "Gartrell Plan" named after Cecil M. Gartrell (1900–1979), the banker appointed to HAP. The plan proposed that HAP construct

⁶⁷³ Carl Abbott, *Portland in Three Centuries: The Place and the People*, 2nd ed. (Corvallis: Oregon State University Press, 2022), 125; Rudy Pearson, "A Menace to the Neighborhood: Housing and African Americans in Portland, 1941-1945," *Oregon Historical Quarterly* 102 No.2 (Summer 2001): 161.

⁶⁷⁴ Kramer, "It Takes More Than Bullets," 5.0.

⁶⁷⁵ Heather Fryer, "Race, Industry, and the Aesthetic of a Changing Community in World War II Portland" *The Pacific Northwest Quarterly* 96, no. 1 (Winter 2004/2005): 3; National Park Service, "Vancouver During World War II," Last Modified December 22, 2017, <https://www.nps.gov/articles/vancouverbarrackswwii.htm>

⁶⁷⁶ Kramer, "It Takes More Than Bullets," 2.1.

⁶⁷⁷ Franey, "Early Densification in an Urban Center, 10

⁶⁷⁸ Richard Nokes, "Should Portland Have a Housing Authority," *Oregonian* (Portland, OR), March 2, 1941, 6; Kramer, "It Takes More Than Bullets," 5.1.

⁶⁷⁹ Richard Sanders, "Housing Authority of Portland," Oregon Encyclopedia, updated August 16, 2022, https://www.oregonencyclopedia.org/articles/housing_authority_of_portland/#.Y4I2WH3MJhF; Kramer, "It Takes More Than Bullets," 5.1.

⁶⁸⁰ MacColl, *The Growth of a City*, 575; Franey, "Early Densification in an Urban Center, 11.

⁶⁸¹ Abbott, *Portland in Three Centuries*, 128.

temporary single-family houses on leased city-owned lots, with the intention of immediate removal after the war.⁶⁸² The plan was well received by Portland's business community, who felt the lease arrangement provided appropriate assurance that the wartime housing units would be temporary and not ultimately compete with private real estate interests.⁶⁸³

- 5 Local businessman J.W. Haight (dates unknown) noted that "Gartrell has carried out a campaign to insure [sic] the temporary nature of the major portion of Portland's war emergency housing through earmarking as many of the city's allotted defense houses as possible to the 'salvageable' class, or slated to be torn down as soon as the emergency is terminated."⁶⁸⁴ The first Gartrell Plan units were completed in July 1942; in April 1943 Gartrell traveled to
- 10 Washington, DC to present his plan to federal housing authorities, where it was met with praise.⁶⁸⁵ Over the course of the war, 700 units were constructed through the Gartrell Plan.⁶⁸⁶ By July of 1942, HAP had authorized the construction of 4,900 housing units—a small subset of the projected 37,000 needed.⁶⁸⁷ Additional developments were erected across the city and by
- 15 November 1944, HAP managed a total of 18,455 housing units across twenty-five housing projects.⁶⁸⁸ Of these, the vast majority reflected the commission's commitment to keeping social housing temporary; only two—Columbia Villa (400 units) and Dekum Court (85 units)—were designed as permanent complexes.⁶⁸⁹ The other twenty-three were planned for removal within two years of the war's conclusion.⁶⁹⁰

Other Local Housing Activities

- 20 In early 1942, the Federal Public Housing Authority (FPHA) announced plans to construct a dormitory-style housing unit in northeast Portland for single Black workers.⁶⁹¹ Pushback from white residents, however, was swift, and those opposed to the project blocked construction,

⁶⁸² Kramer, "It Takes More Than Bullets," 5.2.

⁶⁸³ Kramer, "It Takes More Than Bullets," 5.2.

⁶⁸⁴ "Calls attention to Gartrell Plan," *Oregon Journal* (Portland, OR), April 19, 1942, 8C.

⁶⁸⁵ John M. Richardson, "Defense Housing to be Speeded," *Oregon Journal* (Portland, OR), April 14, 1942, 17; "Salvage Housing 'Sale' Succeeds," *Oregon Journal* (Portland, OR), April 13, 1942, 13; "First Gartrell Dwellings Ready, Families to Move In," *Oregon Journal* (Portland, OR), July 13, 1942, 8.

⁶⁸⁶ Abbott, "Portland in the Pacific War," 16.

⁶⁸⁷ Staurt Mcelderry, "Building a West Coast Ghetto: African-American Housing in Portland, 1910-1960," *The Pacific Northwest Quarterly* 92, no. 3 (Summer 2001): 139.

⁶⁸⁸ City of Portland, *History of the Housing Authority*, 3.

⁶⁸⁹ City of Portland, *History of the Housing Authority of Portland*, April 1945 (Portland, OR: Housing Authority of Portland, Record Number AP/177, <https://efiles.portlandoregon.gov/Record/2776620/>, 3; Harry H. Harrison, "Postwar Puzzle: What to do With Portland Housing Land," *Oregonian* (Portland, OR), May 27, 1945, M8.

⁶⁹⁰ City of Portland, *History of the Housing Authority of Portland*, April 1945 (Portland, OR: Housing Authority of Portland, Record Number AP/177, <https://efiles.portlandoregon.gov/Record/2776620/>, 3; Harry H. Harrison, "Postwar Puzzle: What to do With Portland Housing Land," *Oregonian* (Portland, OR), May 27, 1945, M8.

⁶⁹¹ Fryer, "Race, Industry," 4; "Court Action Voted to Block Housing Plan for Negroes," *Oregonian* (Portland, OR), September 30, 1942, 1.

5 picketed, and lobbied other authorities to intervene.⁶⁹² Indicative of the city’s racially-tinted view of public housing, over 500 people attended a meeting sponsored by the Central East Portland Community Club in September 1942, where an assembly of community clubs and parent-teacher groups voted to initiate an injunction to halt construction.⁶⁹³ The project was ultimately abandoned, in part to avoid any more serious clashes that could disrupt wartime production.⁶⁹⁴

10 In September 1942 fifteen single family homes for Black workers were under construction in the Albina district, on land leased under the Gartrell Plan. HAP director Henry D. Freeman told the *Oregon Journal*, “We set up our program and planned our residential projects with no thought for providing for any race other than whitte [sic]. Now that a substantial group of Negro artisans and laborers are coming here in connection with war industries, some thought and action should be devoted to seeing that they are given housing accommodations.⁶⁹⁵ The same article noted that, besides the fifteen homes “the authority is making no provisions for housing colored families.”⁶⁹⁶

15 Additional housing for wartime workers was created through the modification of existing housing stock. Commissioner William A. Bowes (1928–1918) proposed an ordinance that relaxed city building codes. This measure was meant to make it easier for homeowners to modify existing structures to house war industry workers and to encourage the utilization of garages, outbuildings, and trailers.⁶⁹⁷ This measure passed as Article 13 of the War Code, in July 1942.⁶⁹⁸

20 Like HAP’s public developments, the housing units created by the “War Code” were intended to be temporary. At a hearing held just before the measure passed, Edgar Kaiser (1908–1981)—son of Henry Kaiser and a general manager in his father’s company—who supported it, stated, “[w]ith the standard of living what it is and the endeavor to go ahead, these workers will get out of these places as fast as they can and into dwellings which they feel they need and which they deserve. They will not remain in them any longer than required if they can find a better place in which to live.”⁶⁹⁹ The ordinance included a provision that regulations would revert to their original state six months after the war’s end.⁷⁰⁰

⁶⁹² Fryer, “Race, Industry,” 4.

⁶⁹³ “Court Action Voted to Block Housing Plan for Negroes,” *Oregonian* (Portland, OR), September 30, 1942, 1.

⁶⁹⁴ “Court Action Voted to Block Housing Plan for Negroes,” *Oregonian* (Portland, OR), September 30, 1942, 1.

⁶⁹⁵ “15 Dwellings Being Built for Negroes,” *Oregon Journal* (Portland, OR), September 23, 1942, 10.

⁶⁹⁶ “15 Dwellings Being Built for Negroes,” *Oregon Journal*.

⁶⁹⁷ “Housing Plan Up Thursday; Bowes Plans to Ease Code,” *Oregonian* (Portland, OR), June 26, 1942, Section 5, Page 8.

⁶⁹⁸ Franey, “Early Densification in an Urban Center,” 2-3.

⁶⁹⁹ Larry Smyth, “City Eases Rules to Aid Housing,” *Oregon Journal* (Portland, OR), July 31, 1941, 5.

⁷⁰⁰ Smyth, “City Eases Rules.”

Former housing codes required each unit to have its own sink and toilet; however, under the amended regulations, it was deemed sufficient for each unit to simply have access to these features.⁷⁰¹ Other changes included a reduction in the required kitchen area (from sixty square feet to fifty square feet), a reduction in the required living room area (from 150 square feet to 100 square feet), and a reduction in the window-to-floor ratios.⁷⁰² Such modifications were intended to ease the conversion of single-family dwellings into multi-unit apartments.⁷⁰³ In all, the War Code program overall created 6,146 housing units.⁷⁰⁴ In May 1950, the city amended Article 13 to stop the issuing of new permits; the program was formally ended in 1956.⁷⁰⁵

Postwar Housing

- 10 Over 35,000 units of defense worker housing were constructed in Portland, Oregon, and Vancouver, Washington. Of this, only 1,600 units were ever intended to be permanent and following V-J Day, HAP swiftly began to remove the temporary housing projects, beginning with its dormitories and the Gartrell units.⁷⁰⁶ As removal plans proceeded, the agency continued to accommodate former defense workers, as well as returning veterans within its extant units. In 15 June of 1945, HAP reported that 684 veterans and their families had been placed in public wartime housing units,⁷⁰⁷ and by the following December, that number had risen to 2,070, with a waiting list 800 names long.⁷⁰⁸ Despite the apparent need, however, the agency remained committed to removing its temporary housing. By 1950 over 30,000 units had been demolished in Portland and Vancouver.⁷⁰⁹
- 20 In 1948, Dorothy McCullough Lee (1902–1981) was elected as the Mayor of Portland.⁷¹⁰ Lee, a strong supporter of public housing, was viewed as the contemporary version of a Progressive-era reformer and sought to improve the city through a campaign of social and moral reforms.⁷¹¹ Nicknamed “Dottie Do-Good,” Lee promoted programs of rent control and public housing, and strongly opposed “vices” including gambling, prostitution, and liquor.⁷¹²

⁷⁰¹ Grace Holm, “War Housing Regulations Relax former Standards For Renting Out Rooms,” *Oregonian* (Portland, OR), July 11, 1942, 15.

⁷⁰² Holm, “War Housing Regulations.”

⁷⁰³ Holm, “War Housing Regulations.”

⁷⁰⁴ Franey, “Early Densification in an Urban Center,” 14.

⁷⁰⁵ Franey, “Early Densification in an Urban Center,” 13.

⁷⁰⁶ Kramer, “It Takes More Than Bullets,” 8.2.

⁷⁰⁷ “Portland War Housing Now 83 Per Cent Full,” *Oregon Journal* (Portland, OR), June 17, 1945, B5

⁷⁰⁸ “Housing Authority Marks 4-Year Building History,” *Oregonian* (Portland, OR), December 9, 1945, 20

⁷⁰⁹ Kramer, “It Takes More Than Bullets,” 8.2.

⁷¹⁰ MacColl, *The Growth of a City*, 602.

⁷¹¹ Sarah Koenig, “Maternalism and the Mayor: Dottie Do-Good’s War on Sin in Postwar Portland.” *Journal of Women’s History* 24, no.4 (Winter 2014): 118, 120

⁷¹² Koenig, “Maternalism and the Mayor,” 108, 118; Meryl Lipman, “Dorothy McCullough Lee: ‘Do-Good Dottie’ Cleans Up,” *Meterscape* (Winter 2008): 30.

Following Lee's election, a 1949 survey by the advisory body of the Multnomah County veterans service committee found that 11,000 veteran families were still living in temporary federal housing units within the county.⁷¹³ Lee used the study to advocate for the removal of these temporary wartime housing units and the creation of new public housing, further expressing her concern that substandard temporary dwellings may develop into slums.⁷¹⁴

The issue of Portland's housing predicament continued to escalate into the late 1940s. In January 1949 State Senator Richard L. Neuberger (1912–1960) criticized HAP for their lack of action and noted that Portland was, by this time, the only major U.S. city without a significant study of its housing situation.⁷¹⁵ After substantial wrangling, a major survey was commissioned to study the problem using a combination of state and city funds.⁷¹⁶

Nationally, the study coincided with the passage of the Truman Administration's Housing Act of 1949. The Act authorized federal funding for the construction of 810,000 units of low-rent housing across the country over a six-year period.⁷¹⁷ In part supported by the study's outcome, Portland commissioner Bowes proposed a housing ordinance that would authorize HAP to construct 2,000 low-rent housing units supported by federal funds. HAP director Freeman noted that the number of units requested was likely a conservative estimate.⁷¹⁸

Despite the relatively low number of units requested, the proposal met significant opposition and served to underscore how little Portland had warmed to the idea of public housing. Resistance was led by the Portland Home Owner's Association which spent over \$15,000 campaigning against the ordinance. Advertisements in local newspapers and on radio stations peppered voters with the slogan "can you afford to pay someone else's rent?"⁷¹⁹

Some local officials including Kenneth Kreamer, the housing chairman for the American Veteran's committee, pointed out the inconsistencies in this messaging. Speaking to members of the teamster's union in May, Kreamer noted that "Congress committed funds for the federal contribution on the nationwide program last year, there will be no additional local taxes to construct or operate low rent housing."⁷²⁰ Despite the efforts of Kreamer and others, the

⁷¹³ "Vets' Housing Status Aired," *Oregonian* (Portland, OR), February 8, 1949, 6.

⁷¹⁴ Doug McKean, "A Knock on Every Door," *Oregon Journal* (Portland, OR), September 11, 1949, 3M.

⁷¹⁶ "Comparison 'Unfair,' Say Owners," *Oregon Journal* (Portland, OR), December 15, 1949, 1.

⁷¹⁷ "Provisions of the Housing Act of 1949," *Monthly Labor Review* 69, no. 2 (August 1949): 156.

⁷¹⁸ McKean, "A Knock on Every Door."

⁷¹⁹ "Slogan on Rents Receives Slap," *Oregonian* (Portland, OR), May 4, 1950, 16; "9 Candidates List Expenses," *Oregonian* (Portland, OR), May 23, 1950, 10; "Hazen Calls Public Housing Measure Tax, Debt Booster," *Oregon Journal* (Portland, OR), May 12, 1950, 2.

⁷²⁰ "Slogan on Rents Receives Slap," *Oregonian* (Portland, OR), May 4, 1950, 16.

campaign against the ordinance was successful and when the measure went before voters on May 19, 1950, it was defeated.⁷²¹

Augmenting the defeat of the housing measure was the 1952 defeat of Mayor Lee.⁷²² Running against self-described “Overseas Veteran-Family Man-Business Man” Fred Peterson (1896 – 1985), Lee’s progressive platform was viewed unfavorably by local voters. The economy, rather than social reform, was the issue at the forefront of the election.⁷²³ In a stark departure from Lee’s agenda, Peterson opposed public housing and strongly supported the construction of the Exposition-Recreation Center (the modern-day Moda Center), which required the removal of substantial local affordable housing stock.⁷²⁴

10 By August 1952, there were 2,450 tenants still occupying temporary housing units in Portland.⁷²⁵ In June 1960, the final temporary defense worker housing unit in the city—part of the Hudson Homes located at 9127 North Kimball Street—was ceremonially demolished.⁷²⁶

Vanport

Background

15 In 1941, Henry J. Kaiser opened the Oregon Shipbuilding Corporation.⁷²⁷ When the country entered World War II in December 1941, workers moved en masse to Portland, seeking employment at Kaiser’s shipyards and creating a pressing need for new housing.⁷²⁸ In response, Kaiser oversaw the construction of a new 650-acre city. Discriminatory housing regulations within Portland still heavily restricted where Black residents could live within the city.⁷²⁹ Edgar Kaiser selected property outside of the city’s limits in order to circumvent this regulation.⁷³⁰ Kaiser’s city was built on diked marshlands that had been turned into farms located between the Columbia Slough and Columbia River.⁷³¹ While initially referred to as

⁷²¹ MacColl, *The Growth of a City*, 602.

⁷²² Meryl Lipman, “Dorothy McCullough Lee,” Oregon Encyclopedia, last modified November 14, 2022, https://www.oregonencyclopedia.org/articles/lee_dorothy_mccullough_1902_1981_/#.Y6Hd8dXMI2w

⁷²³ Koenig, “Maternalism and the Mayor,” 120.

⁷²⁴ Robert Donnelly, “Fred Peterson (1896-1985),” Oregon Encyclopedia, last modified May 11, 2022, https://www.oregonencyclopedia.org/articles/peterson_fred_1896_1985_/#.Y6YEs9XMI2w.

⁷²⁵ Merlin Blais, “Portland Housing Authority Due to Take Over 411 Acres of Projects,” *Oregonian* (Portland, OR), August 31, 1952, 14.

⁷²⁶ “Last War Housing Unit Ends Days,” *Oregonian* (Portland, OR), June 15, 1960, 19.

⁷²⁷ Natasha Geiling, “How Oregon’s Second Largest City Vanished in a Day,” *Smithsonian Magazine* (website), February 18, 2015, <https://www.smithsonianmag.com/history/vanport-oregon-how-countrys-largest-housing-project-vanished-day-180954040/>.

⁷²⁸ Geiling, “How Oregon’s Second Largest City Vanished.”

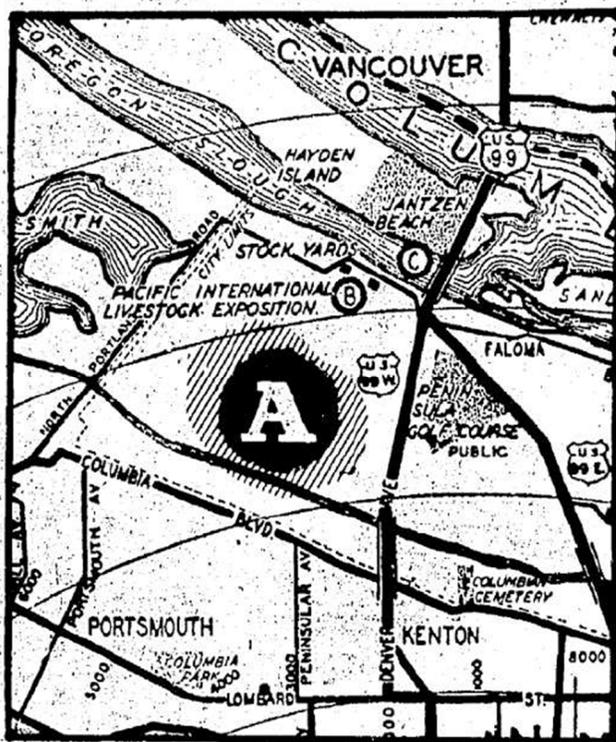
⁷²⁹ Michael McGregor, “The Vanport Flood,” Oregon History Project, 2003.

<https://www.oregonhistoryproject.org/articles/essays/the-vanport-flood/#.Y4mIln3MJhF>.

⁷³⁰ Shawn G. Kennedy, “Edgar F. Kaiser Dies at Age 73,” *New York Times*, December 13, 1981, 54; McGregor, “The Vanport Flood.”

⁷³¹ Geiling, “How Oregon’s Second Largest City Vanished.”

“Kaiserville,” the name “Vanport” was eventually selected due to the site’s location between Vancouver and Portland (Figure 46).⁷³²



5 Figure 46. The location of Vanport, published in *The Oregonian* during its construction (*Oregonian* October 12, 1942).

Work on Vanport began on September 14, 1942.⁷³³ The new city was designed by Portland-based firm Wolff & Phillips and built by the Kaiser Company, with George H. Buckler Company and Wegman & Son serving as joint sub-contractors.⁷³⁴ Original plans called for 6,022 units of housing but the city ultimately included 703 apartment buildings and seventeen multi-unit dwellings, providing a total of 9,942 living units.⁷³⁵ In addition to residences, the new city had a post office, schools, fire stations, a movie theatre, social buildings, a library, an infirmary, a police station, as well as various other service and administration buildings.⁷³⁶ A piece published in *The Oregonian* announcing the completion of Vanport noted “Vanport City goes beyond providing homes for defense workers. It is encouraging all possible conditions of normal living to parallel the hard terms of life in a war community.”⁷³⁷

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⁷³² Geiling, “How Oregon’s Second Largest City Vanished.”

⁷³³ “Celebration Marks Completion of Vanport City,” *Oregonian* (Portland, OR), August 12, 9.

⁷³⁴ “Celebration Marks Completion,” *Oregonian*, 9.

⁷³⁵ “Celebration Marks Completion,” *Oregonian*, 9; Stroud, “Troubled Waters in Ecotopia,” 73.

⁷³⁶ “Celebration Marks Completion,” *Oregonian*, 9.

⁷³⁷ “Celebration Marks Completion,” *Oregonian*, 9.

The Vanport City recreation building, which measured 264 by 101 feet, was the largest in Portland when it opened.⁷³⁸ The architects, Wolff & Phillips, conducted a special study on wartime recreation to inform their design.⁷³⁹

Vanport City (1942–1948)

5 Two months after construction began, Vanport’s initial residents began to move in on December 12, 1942, and by January 1943, numbered some 6,000.⁷⁴⁰ As wartime demands continued to drive production, the population of workers grew by 10,000 residents by March 1943 and, after the city’s completion in August, 39,000 residents by November.⁷⁴¹ So large was the development that it dwarfed other housing projects in the Portland area and, at its
10 peak, was the largest such project in the country.⁷⁴² In less than a year, Vanport had grown from low-lying fields into Oregon’s second-largest city.⁷⁴³

Though a majority white state, Oregon’s Black population rose dramatically during the war, fueled by the extensive employment opportunities offered by Kaiser and other wartime industries.⁷⁴⁴ From an estimated 2,000 Black residents statewide before the war, numbers
15 climbed to 15,000 Black residents in 1944; 6,000 of these individuals lived in Vanport.⁷⁴⁵ Housing and schools in Vanport were theoretically integrated, as well as some community events such as “mixed dances (negro & white).”⁷⁴⁶ Explicit segregation was never enacted, due to concerns by HAP that such policies would conflict with federal regulations regarding discrimination in housing projects.⁷⁴⁷ In practice, however, segregation remained the
20 development’s unofficial policy: Black residents were placed into specific sections of the city.⁷⁴⁸ Contemporary articles in the *Oregonian* explain “it was ‘coincidental’ that nearly all of the project’s colored population lives in one district...”⁷⁴⁹

Freeman and HAP as a whole consistently avoided discussing the topic and insisted that any division in Vanport based on race was due to residents selecting where they chose to live.⁷⁵⁰ In

⁷³⁸ “City Opening Planned Soon at Vanport,” *Oregonian* (Portland, OR), May 16, 1943, C9.

⁷³⁹ “City Opening Planned Soon” *Oregonian*, C9.

⁷⁴⁰ Stroud, “Troubled Waters in Ecotopia,” 72.

⁷⁴¹ Stroud, “Troubled Waters in Ecotopia,” 70; Richard Nokes, “[Feature on Vanport],” *Oregonian* (Portland, OR), August 22, 1943, 1.

⁷⁴² Stroud, “Troubled Waters in Ecotopia,” 72.

⁷⁴³ Stroud, “Troubled Waters in Ecotopia,” 72.

⁷⁴⁴ Stroud, “Troubled Waters in Ecotopia,” 73.

⁷⁴⁵ Stroud, “Troubled Waters in Ecotopia,” 73; McGregor, “The Vanport Flood”; Geiling, “How Oregon’s Second Largest City Vanished.”

⁷⁴⁶ Qtd. in Stroud, “Troubled Waters in Ecotopia,” 73.

⁷⁴⁷ Stroud, “Troubled Waters in Ecotopia,” 73.

⁷⁴⁸ Stroud, “Troubled Waters in Ecotopia,” 74; Carl Abbott, “Vanport,” *Oregon Encyclopedia*, updated March 9, 2022, <https://www.oregonencyclopedia.org/articles/vanport/#.YuHI9rbMI2w>.

⁷⁴⁹ Nokes, “[Feature on Vanport]”, 4.

⁷⁵⁰ Manly Maben, *Vanport* (Portland: Oregon Historical Society Press, 1987), 92-93.

August 1943 HAP held two meetings to discuss the racial issues in. Minutes from the meeting simply state that they were held and do not have any information on what was said.⁷⁵¹

5 HAP was finally forced to address the issue in March 1945. A Black woman wrote a letter to Eleanor Roosevelt, in which she stated that she had been unable to obtain an apartment of the size she needed, while such apartments were made available to white residents.⁷⁵² When confronted with the accusation, HAP admitted that they had enacted a policy of alternating blocks of apartments by race for “integration purposes,” which involved keeping waiting lists divided by race⁷⁵³ Despite this admission, HAP attempted to quietly resolve the issue with no systemic change. The requested unit was made available to the woman who wrote the letter but
10 the practice of assigning apartments by racially segregated blocks continued.⁷⁵⁴

Proposals to officially desegregate Vanport were made by various civic groups over the next few years, though none made a significant impact.⁷⁵⁵ A proposal by the Portland Housing and Planning Association, which was published in *The Oregonian* in January 1948 finally forced HAP to officially address the issue.⁷⁵⁶ The proposal called for HAP to explicitly state “...the right
15 of all eligible applicants to equal access on the basis of first come, first served to all public housing operated by the housing authority of Portland.”⁷⁵⁷ The resolution was presented at a board of commissioners meeting on January 8.⁷⁵⁸ In the book *Vanport*, published by the Oregon Historical Society in 1987, Manly Maben states, “The housing authority made its usual response, a denial of intent to segregate, that the choices were made by the Negroes
20 themselves, and put of the resolution for further study, It then quietly decided to throw in the towel.”⁷⁵⁹ At a meeting with the League of Women voters on February 5, HAP announced its policy of no discrimination or segregation by race.⁷⁶⁰

While Vanport remained a majority white community, its large Black population increasingly marked it as a “Negro project,” a cause for concern for white officials.⁷⁶¹ The city’s
25 demographics shifted somewhat following the conclusion of the war; in 1945 Vanport was composed of 18 percent Black residents, and by 1948 this number was around 33 percent.⁷⁶²

⁷⁵¹ Maben, *Vanport*, 92.

⁷⁵² Maben, *Vanport*, 94.

⁷⁵³ Maben, *Vanport*, 94.

⁷⁵⁴ Maben, *Vanport*, 94.

⁷⁵⁵ Maben, *Vanport*, 94-96.

⁷⁵⁶ “Housing Body Bias Charged,” *Oregonian* (Portland, OR), January 6, 1948, 1.

⁷⁵⁷ “Housing Body Bias Charged,” *Oregonian* (Portland, OR), January 6, 1948, 1.

⁷⁵⁸ Maben, *Vanport*, 96.

⁷⁵⁹ Maben, *Vanport*, 96.

⁷⁶⁰ Maben, *Vanport*, 96.

⁷⁶¹ Stroud, “Troubled Waters in Ecotopia, 73-74.

⁷⁶² Mcelderry, “Building a West Coast Ghetto,” 141.

The development had always been intended to be temporary, and as Portland business leaders began to consider a postwar future, Vanport's land was seen as desirable for industrial development.⁷⁶³ In 1945, one commissioner of the HAP, Henry J. Detloff (ca. 1894–1966), asked his colleagues to remember “that the project is still 95 percent occupied.”⁷⁶⁴

5 **Flood (1948)**

For several years housing officials debated Vanport's future. Despite the intentions of administrators to decommission the site, Edgar Kaiser advocated for Vanport to be improved and made into a permanent residential community.⁷⁶⁵ In his 1979 book *The Growth of a City: Power and Politics in Portland, Oregon 1915–1950*, historian E. Kimbark MacColl attributes the delay in Vanport's decommissioning to two factors: Kaiser's facilities operation through 1947 and a preliminary engineering study of Vanport, which found its soil and drainage conditions to be unfavorable.⁷⁶⁶

Throughout all this, many residents remained, including a significant number of Black residents who had difficulty finding housing elsewhere.⁷⁶⁷

15 In 1948, Vanport had a population of about 18,500.⁷⁶⁸ At 4:17 p.m. on May 30 of that year, while residents were celebrating Memorial Day, the dike that protected Vanport from Smith Lake broke. The season had been especially wet, with May rains and runoff from a snowy winter raising the Columbia and Willamette rivers to dangerous levels.⁷⁶⁹ The water rushed through Vanport rapidly, leaving fifteen people dead and the city uninhabitable (Figure 47).⁷⁷⁰

⁷⁶³ Abbott, “Vanport.”

⁷⁶⁴ Stroud, “Troubled Waters in Ecotopia,” 74.

⁷⁶⁵ MacColl, *The Growth of a City*, 583.

⁷⁶⁶ MacColl, *The Growth of a City*, 596.

⁷⁶⁷ Abbott, “Vanport.”

⁷⁶⁸ Abbott, “Vanport.”

⁷⁶⁹ Geiling, “How Oregon's Second Largest City Vanished.”

⁷⁷⁰ McGregor, “The Vanport Flood.”



Figure 47. Image of Vanport taken on May 30, facing south, with dike break indicated. A2004-002.7252: Aerial View of Vanport Flood Looking south from Hayden Island. 2948. Record Number AP/31085 (Courtesy of the City of Portland, Auditor's Office).

5 **Post Flood**

In August of 1948, demolition crews went to work on the remains of Vanport.⁷⁷¹ Zidell Machinery & Supply Company was contracted to clear all debris from private property in sixty days, and all of Vanport itself within six months.⁷⁷² The first removal was of five two-story buildings which had been carried by the flood to the neighboring Pacific International property.⁷⁷³

- 10 In January of 1949, Zidell was denied a requested two-month extension on their demolition contract.⁷⁷⁴ Throughout February of that year, advertisements were placed in local paper under the name "Vanport Wrecking Co," offering salvaged Vanport materials at low prices. Many observers noted the lack of a contract extension, underlining the urgency to remove all materials from the site.

⁷⁷¹ "Crews Start Vanport Job," *Oregonian* (Portland, OR), August 24, 1948, 17.

⁷⁷² "Crews Start Vanport Job," *Oregonian*, 17.

⁷⁷³ "Crews Start Vanport Job," *Oregonian*, 17.

⁷⁷⁴ "Zidell Denied Further Time," *Oregonian* (Portland, OR), January 2, 1949, Section 4, Page 8.

Public Recreation and Parks

Public Parks in Oregon

The first land in the new State of Oregon was safeguarded for public use in 1870, when Daniel Lowndale (1803–1862) and Jon Couch (1811–1870) set aside portions of their purchased lands to be “preserved for public use” in Portland and established what is now known as the Park Blocks.⁷⁷⁵ In 1871, Thomas S. Summers (1815–1880) donated land around the famed springs in what is now Sodaville for public use, and in that same year, the City of Portland purchased land from Mr. and Mrs. Amos Short of Vancouver to establish Washington Park.⁷⁷⁶ Land preservation continued piecemeal throughout the early decades of statehood until a more cohesive movement for parks and recreational spaces emerged at the turn of the century. Inspired by the 1893 World’s Columbian Exposition, cities in Oregon and throughout the U.S. embraced the “City Beautiful” movement during the 1900s and 1910s, seeking social uplift and health through the incorporation of aesthetics and planted open spaces within the urban landscape; in Oregon, Portland was an epicenter of such beautification efforts.

In 1903, a landscape architecture firm led by John Charles Olmsted (1852–1920) and Frederick Law Olmsted, Jr. (1870–1957), designed a grand plan for Portland that incorporated a system of parks and tree-lined boulevards.⁷⁷⁷ In 1907 the Portland Park Board (established by the state legislature in 1900) led a successful campaign to pass a bond issue to acquire parkland and open playgrounds.⁷⁷⁸ The next year, the Park Board hired Emanuel Tillman Mische (1870-1934), former landscape designer and horticulturist for the Olmsted Brothers firm, as Portland’s first Park Superintendent. Mische oversaw the preliminary installation of the Olmsted plan and designed landscapes for many Portland parks, some traces of which remain today.⁷⁷⁹ One such historical park, Peninsula Park in the Piedmont neighborhood, is a rich example of the transformative nature of City Beautiful: converted from a roadhouse and ad hoc horse racetrack, it was a 16-acre park full of community amenities such as a pool and playground, and an abundance of picturesque, European-influenced plantings.⁷⁸⁰ By 1913, the city had created a

⁷⁷⁵ William Toll, “Commerce, Climate, and Community: A History of Portland and its People,” Oregon History Project, 2003, updated and revised by OHP staff 2014. <https://www.oregonhistoryproject.org/narratives/commerce-climate-and-community-a-history-of-portland-and-its-people/the-making-of-a-market-town/early-portland/#.Y6ySHdXMK3A>.

⁷⁷⁶ Marin Aurand and Marc Carpenter, “*So the Future Will Have a Place*”: *The First Century of Oregon State Parks*, (Salem, OR: Oregon Parks and Recreation Department, 2022), 8, 9. <https://www.oregon.gov/oprd/AO/Pages/AU-The-First-Century-of-Oregon-State-Parks.aspx>; Toll, “Commerce, Climate, and Community.”

⁷⁷⁷ Charles H. Cheney, *Major Traffic Street Plan, Boulevard and Park System for Portland Oregon*, *Bulletin No. 7*, (Portland, OR: The City Planning Commission, January, 1921).

⁷⁷⁸ Toll, “Commerce, Climate, and Community.”

⁷⁷⁹ Kate Bryant, “The Hidden History of North Portland’s Flower-Powered Peninsula Park,” *Portland Monthly* (OR), May 22, 2018, <https://www.pdxmonthly.com/home-and-real-estate/2018/05/the-hidden-history-of-north-portland-s-flower-powered-peninsula-park>

⁷⁸⁰ Bryant, “Hidden History.”

Bureau of Parks and Recreation and boasted an integrated system of fifteen parks, thirteen playgrounds, and a few newly widened and planted boulevards.⁷⁸¹

In 1913, Governor Oswald West (1873-1960) proposed a novel piece of legislation that the “ocean beach from the Columbia River to the north of the California State line on the south should be declared a public highway”; in that same session, the state legislature established its first state-funded park, Champoege.⁷⁸² These legislative actions marked the beginning of a gradually intertwining relationship between state roads and state parks and recreation; the OSHC (also founded in 1913) would serve as directors of the state’s public park system once it was inaugurated in the following decade.⁷⁸³

After the conclusion of World War I, when the automobile evolved from a luxury item to a middle-class commodity, infrastructure was needed to accommodate the newly-mobile public. A federal funding program for state highways, passed in 1916, was a major catalyst for highway development and public land acquisition.⁷⁸⁴ Oregon’s roadways expanded rapidly, and by 1921, Governor Ben W. Olcott (1872 – 1952) urged the state legislature to preserve the scenic beauty of the state’s roads and tourist destinations while passing legislation empowering the OSHC to acquire land along the state highways.⁷⁸⁵ Subsequent legislation in 1925 authorized the commission to acquire land for “parks, parking places, campsites, public squares, and recreation grounds.”⁷⁸⁶ The OSHC was further tasked with the responsibility and authority to spend state highway funds for improving, maintaining, and supervising those lands, and by 1929, the state highway commission’s land management program was large enough to warrant the creation of a separate state parks commission.⁷⁸⁷ The first parks superintendent, Samuel L. Boardman (1874–1953), was an influential figure in the establishment of the state’s parks. Through the course of his tenure, he expanded the park system from 4,070 acres in forty-six park units in 1927 to approximately 60,000 acres in 161 units by the time of his retirement in 1950.⁷⁸⁸

⁷⁸¹ Toll, “Commerce, Climate, and Community,” Dr. William F. Willingham, *Open Space & Park Development 1851-1965*, (Portland, OR: Parks and Recreation, January, 2010), 6.

<https://www.portland.gov/parks/documents/open-space-park-development-1851-1965/download>

⁷⁸² Aurand and Carpenter, “So the Future Will Have a Place,” 6, 10.

⁷⁸³ Lawrence C. Merriam, Jr., “Historical Overview,” from *Oregon’s Highway Park System: 1921-1989*, (Salem, OR: Oregon Parks and Recreation Department, 1992).

http://www.npshistory.com/publications/oregon/admin_history/overview.htm

⁷⁸⁴ Aurand and Carpenter, “So the Future Will Have a Place,” 12.

⁷⁸⁵ Governor Ben W. Olcott’s Administration.” Oregon State Archives

<http://records.sos.state.or.us/ORSOSWebDrawer/Recordpdf/6777848>

⁷⁸⁶ Oregon State Parks Advisory Committee. 1956. Report and Recommendations on Oregon State Parks. Salem: State Printing Department. As cited in Merriam, “Historical Overview.”

⁷⁸⁷ Bob Reinhardt, *Oregon Recreation History: Part Two*, (Salem, OR: State of Oregon: Secretary of State, 2020). <https://sos.oregon.gov/blue-book/Pages/facts/history/recreation-two.aspx>

⁷⁸⁸ Narrative Report, Oregon State Parks for 1949, to U. S. National Park Service. OSPF. As cited in Merriam, “Historical Overview.”

Postwar Parks Development

In the postwar period, interest in parks and recreation increased in Portland and throughout the state. Portland's 1943 public works plan, drafted by Robert Moses, advocated for expanded park facilities and play areas as well as the acquisition of highway-adjacent land for more
5 "marginal parks and playgrounds."⁷⁸⁹ Though the plan was voted down in 1945 due to its prohibitive cost, some elements were implemented over the next decades.⁷⁹⁰

Beyond local efforts, federal and state initiatives also expanded the role of state parks along the coast and in communities across Oregon into the 1970s, but funding for state parks fell to a new low, a response to recessions and financial crises.⁷⁹¹ In 1973, ODOT finally separated the parks
10 division from the managerial realm of the state's highways, creating a distinct parks and recreation branch within the department. In 1979, after the decade's oil crises, the state legislature voted to remove the highway gas tax from the park department's income, which proved to be a devastating loss to the park system.⁷⁹² To mitigate the risks of park closures, Oregon's state park system began moving land to county control, enacting user fees, and
15 collaborating more with local groups and local governments in the realms of decision-making and fundraising. The Oregon State Parks and Recreation Department (OPRD) became an independent state agency in 1990; over the next decade the new department slowly divorced administrative mechanisms from that of state highways.⁷⁹³ During the same time, Oregonians in the 1990s voted to amend the state constitution and cap property taxes, which changed
20 government funding irrevocably; from that point onwards, OPRD came to rely on the services and labor of an expanding system of donation and volunteers.⁷⁹⁴

Although Oregon's parks experienced budget constraints throughout the postwar decades, Portland's city parks received growing interest and financial support, prompted at first by a \$400,000 levy approved by voters in 1950.⁷⁹⁵ Like many urban areas during that time, the recent
25 increase in automobile infrastructure and suburban commercial centers contributed to a population shift of middle-class residents to outer areas, and in Portland, this resulted in the stagnation and decline of the city's core and adjacent neighborhoods. With the Federal-Aid Highway Act of 1956 and the urban renewal programs that followed, the Portland Parks Bureau

⁷⁸⁹ Moses, *Portland Improvement*, 32.

⁷⁹⁰ Douglas Perry, "How Robert Moses' car-centric vision shaped modern Portland, and then reshaped it in reverse" *Oregonian* (Portland, OR), May 3, 2017. <https://www.portlandoregon.gov/omf/article/642470>.

⁷⁹¹ Aurand and Carpenter, "So the Future Will Have a Place," 115-116.

⁷⁹² Aurand and Carpenter, "So the Future Will Have a Place," 124.

⁷⁹³ Aurand and Carpenter, "So the Future Will Have a Place," 149.

⁷⁹⁴ Aurand and Carpenter, "So the Future Will Have a Place," 126, 128.

⁷⁹⁵ "City Park Bureau Details Plans for 8-Year Development Program," *Oregon Journal* (Published as *Sunday Oregon Journal*) (Portland, OR.), October 26, 1952, 5.

began to focus on expanding recreation, education, and arts programs throughout the city and continued acquiring land for park expansions.

- The Olmsted and Mische plans had been the creative directive for Portland Parks Bureau into the late 1960s, when urban renewal programs and new design philosophies took center stage.
- 5 Headed by the Portland Development Commission (PDC), the initial focus of Portland’s urban renewal was the removal of perceived “blight” through land clearance, exemplified by the South Auditorium Redevelopment Plan. The redevelopment plan in South Portland resulted in the relocation of an enclave of 336 families (1,573 residents) and 289 businesses, with all land cleared by 1963.⁷⁹⁶ Among the new commercial buildings, parks, and apartments, the plan
- 10 included the installation of the Forecourt Fountain, now called Ira Keller, which was designed by Angela Danadjieva of Lawrence Halprin’s San Francisco landscape architecture firm: it was hailed by architecture critics as “the most important urban space since the Renaissance.”⁷⁹⁷ The redevelopment program was perceived by Portlanders as a success and prompted local support of further renewal projects.
- 15 Congress’s 1966 passing of the Model Cities program motivated cities to encourage public participation in the management and development of renewal programs, particularly with those residents these programs affected. Later projects were thus orientated more towards the rehabilitation of existing buildings and neighborhoods in Portland. The project commenced in
- 20 1967 with a focus on what is now known as the Albina Neighborhood; an historically Black residential area that developed as a consequence of decades of restrictive housing covenants and racist real estate practices.

- When the PDC first submitted the Albina Model City proposal in 1967, HUD criticized it for its citizen participation component, which the agency characterized as “mostly at the level of
- 25 informing residents rather than involving them and ignoring the problems of working with lower income groups.”⁷⁹⁸ The PDC responded to the criticism by renewing their application to better emphasize citizen participation and a five year plan was developed which resulted in new sidewalks, street improvements, the rehabilitation of 1,800 housing units, and the creation of more than seven acres of parks at three sites.⁷⁹⁹ However, the street modifications functioned to eliminate storefront parking along the neighborhood’s main business corridor on Union Avenue
- 30 (today Martin Luther King, Jr. Boulevard) and hindered patronage of local establishments. Thus,

⁷⁹⁶ Wollner et al., *Urban Renewal*, 7.

⁷⁹⁷ Craig Wollner, John Provo, and Julie Schablisky, *Brief History of Urban Renewal in Portland, Oregon*. (Portland, OR: Prosper Portland, 2005), 7, 8. <https://prosperportland.us/wp-content/uploads/2019/07/Brief-History-of-Urban-Renewal-in-Portland-2005-Wollner-Provo-Schablisky.pdf>

⁷⁹⁸ Portland Bureau of Planning, *The History of Portland’s African American Community (1805 to the Present)* (Portland, OR: City of Portland Bureau of Planning, 1993), <https://sos.oregon.gov/archives/exhibits/black-history/Documents/flowers-portland-history.pdf>, 128.

⁷⁹⁹ Portland Bureau of Planning, *The History of Portland’s African American Community*, 133.

the effort was stigmatized by many in the Albina community as a hindrance to the revitalization of the neighborhood.⁸⁰⁰

In a move that mirrored what Portland had already been practicing, federal urban renewal funding paradigms changed again in the 1970s, shifting more completely from large-scale clearance projects to small-scale neighborhood rehabilitation and the creation and improvement of parks.⁸⁰¹ By the late 1970s, Portland’s residential and park development was primarily guided by neighborhood involvement; the Office of Neighborhood Associations was formed in 1974 and eventually would facilitate the activities of approximately sixty neighborhoods across Portland.⁸⁰²

Public Parks in North Portland

10 Known during the early twentieth century as “the Peninsula,” the land in the northern reaches of Portland was marshy bottomland, prone to both seasonal flooding and groundwater swelling.⁸⁰³ Starting in 1917, the newly formed Peninsula Drainage District No. 1 constructed a series of dikes, drainage ways, and mechanical pumping stations to mitigate seasonal flooding and prepare the area for agricultural, recreational, and industrial development.⁸⁰⁴ Throughout the
15 1920s, city leaders and citizens viewed the expenditure to create parks and recreational infrastructure as “a necessity” for social health.⁸⁰⁵ The city invested in the acquisition and expansion of parks and recreational spaces in North Portland, including Pier Park (1922) and Peninsula Golf Course (1926).⁸⁰⁶ Private entrepreneurs also funded the development of commercial recreation facilities like Jantzen Beach Amusement Park (1928).⁸⁰⁷

20 During World War II, the Peninsula course was removed and re-developed as the Vanport and East Vanport wartime housing projects, but the rest of the Peninsula and Columbia Slough lands remained occupied by primarily recreational and commercial development. The area west of Vanport City had been developed into five golf and country clubs (Riverside, Broadmore and Colwood, Alderwood and Columbia Edgewater), a riverside yacht club, as well as an
25 international airport and two racetracks.⁸⁰⁸ Many of the Vanport buildings were destroyed by the 1948 flood but the golf clubs and open spaces remained relatively unaffected by the inundation. Portland purchased the old housing site with funds from the 1950 levy and used the area for

⁸⁰⁰ Portland Bureau of Planning, *The History of Portland’s African American Community*, 133.

⁸⁰¹ Wollner et al., *Urban Renewal*, 15.

⁸⁰² Wollner et al., *Urban Renewal*, 15.

⁸⁰³ Evan Dulin and C. Mirth Walker, *Vanport Wetlands Long-Term Management Plan*, (Portland, OR: SWCA Environmental Consultants and Port of Portland, January, 2018), 2.

⁸⁰⁴ Dulin and Walker, *Vanport Wetlands*, 2.

⁸⁰⁵ “Dedication of Pier Park,” *St. Johns Review* (St. Johns, Portland, OR), March 24, 1922, 1; Dulin and Walker, *Vanport Wetlands*, 2.

⁸⁰⁶ “Pier Park,” *St. Johns Review*.

⁸⁰⁷ “Pier Park,” *St. Johns Review*; Dulin and Walker, *Vanport Wetlands*, 2.

⁸⁰⁸ “City Sports Plants Move to Columbia River Bank,” *Oregonian* published as *Sunday Oregonian* (Portland, OR), October 13, 1946, 1.

recreational development over the following decades.⁸⁰⁹ With the introduction of modern highway infrastructure throughout the latter half of the twentieth century, the landscape of the North Portland peninsula fragmented and shifted to more commercial and industrial uses. However, citizen-led restoration efforts throughout the 1980s and 2000s created new or
5 expanded green spaces along the Columbia River, including the Smith and Bybee Wetlands and the Columbia Children’s Arboretum.

East Columbia and Portland Parks

Peninsula Golf Course

10 The construction of a golf course at the intersection of Union Avenue and Derby (now Denver) Streets was proposed in the spring of 1926. Initial plans were for the city of Portland to fund a public course, but officials discovered that this was not possible without an amendment to the city charter, since the land was located outside of city limits. An authorization to acquire the land was placed on the ballot for a special election planned for May 21, 1926, but the measure lost by 2,076 votes.⁸¹⁰ ⁸¹¹

15 When the publicly funded proposal was deemed unfeasible, a group of local businessmen took on the project. Ground was broken on the golf course in October 1926.⁸¹² Landscape architect Walter Gerke (ca. 1891–1982) designed the course and used what he called the “vegetative method,” relying on native bent grass instead of grass seed.⁸¹³ Care was taken to save some of the trees already on the property.⁸¹⁴ The eighteen-hole course officially opened in August 1927.
20 To represent the course’s accessibility to both cities, Portland’s mayor George Luis Baker (1868–1941) and Vancouver’s mayor John Kiggins (1868–1941) played a symbolic round to commemorate the occasion.⁸¹⁵

In March 1928, a number of improvements were completed at the golf course. Concrete restrooms were added, and drinking fountains were installed along the fairway. Additionally,
25 according to a piece in the *Oregon Journal*, “[t]o beautify the grounds, a new attractive entrance way is being made, and landscape architects are planting shrubbery and trees to enhance this

⁸⁰⁹ Willingham, *Open Space*, 42.

⁸¹⁰ “Peninsula is Seeking Golf Links,” *Oregon Journal* (Portland, OR), May 2, 1926, Section 6, Page 5.

⁸¹¹ “Budget of City Faces Heavy Cuts,” *Oregon Journal* (Portland, OR), May 22, 1926, 1.

⁸¹² “To Break Ground for Golf Course,” *Oregon Journal* (Portland, OR), October 11, 1926, 17.

⁸¹³ “Work Progresses on New Golf Links,” *Oregonian* (Portland, OR), November 7, 1926, Section 6, Page 6.

⁸¹⁴ “Peninsula Golf Course to be Opened Next Week,” *Oregon Journal* (Portland, OR), June 26, 1927, Section 4, Page 4.

⁸¹⁵ “Much Doing at Opening of Course,” *Oregon Journal* (Portland, OR), August 21, 1927, Section 4, Page 4.

sport for recreation. For the kiddies a fresh water [sic] wading pool is under construction to be ready for the juveniles to enjoy in the good old summertime.”⁸¹⁶

5 A clubhouse was completed in April 1929. The facility included a restaurant and lunchroom, sales counters, locker rooms, and office space.⁸¹⁷ A fire destroyed the clubhouse in May 1943.⁸¹⁸

Due to the influx of employees in wartime industries and resulting housing shortage in the Portland area, shortly after the opening of Vanport City in August 1943, it was announced that a housing project called East Vanport would be built on the nearby Peninsula Golf Course.⁸¹⁹

East Vanport

10 East Vanport, Portland’s final wartime housing project, occupied 650 acres east across Denver Avenue from the main Vanport area. Ground was broken on October 15, 1943, and work was carried out by Wegman and Son, a contracting company responsible for numerous wartime housing and manufacturing facilities.⁸²⁰ Initial plans were for 848 units, housing 5,000 workers and their families, with a completion date projected for January 1944.⁸²¹

15 Work on the complex was temporarily paused in December 1943. Around that time, Kaiser Shipyards had plans to adhere to a six-day work week, which was expected to lead to a slight reduction in wartime employment, and it was unclear if the housing would still be required. At that point, 150 units were ready to be occupied.⁸²²

20 In January 1944 it was announced by Cecil M. Gartrell (1900–1979), then chairman of the HAP, that only those units that were already under construction in East Vanport would be completed. The scaled-back development included an estimated 484 units—approximately 60 percent of those that had been originally planned.

25 Kaiser meanwhile clarified that the six-day workweek would not lead to a reduction in the workforce and emphasized the continued need for worker housing. Gartrell noted that at that time there was a backlog of 1,500 applicants in need of housing.⁸²³ According to Gartrell, at the point that East Vanport opened, Portland led the country in wartime housing units constructed, with 18,480 total. Second was San Diego with 12,895, followed by Vancouver, Washington, with

⁸¹⁶ “Peninsula Course in Condition,” *Oregon Journal* (Portland, OR), March 4, 1928, 14.

⁸¹⁷ “Peninsula Rushes Work,” *Oregonian* (Portland, OR), March 24, 1929, Section 5, Page 2.

⁸¹⁸ “Fire Levels Clubhouse at Peninsula,” *Oregon Journal* (Portland, OR), May 18, 1943, 8.

⁸¹⁹ “New 1000-Unit Housing Project for City To Rise on Peninsula Golf Club Grounds,” *Oregonian* (Portland, OR), September 27, 1943, 1.

⁸²⁰ “Death Takes City Builder,” *Oregonian* (Portland, OR), April 17, 1952, 19.

⁸²¹ “Work Stops on Housing at Vanport,” *Oregonian* (Portland, OR), December 29, 1943, 1.

⁸²² “Work Stops on House,” *Oregonian*, 1.

⁸²³ “Group Puts Stop Order on Housing,” *Oregonian* (Portland, OR), January 4, 1944, 1.

12,389.⁸²⁴ East Vanport's first resident moved in in February 1944, and construction on the development was finished by April 1944.⁸²⁵ The completed housing development was composed of two- and three-bedroom row-type homes, as well as a recreation center, grocery, drug store, and restaurant. The location on the site of the Peninsula Golf Course earned it the nickname the "golf course city."⁸²⁶

East Vanport was decommissioned between December 1945 and March 1946.⁸²⁷ The decision to close the facility was met with public opposition: returning veterans meant that the city continued to face a housing shortage.⁸²⁸ In June 1946, Portland housing groups began a campaign for its reopening. Around this time HAP officially renamed the site "Peninsula Homes."⁸²⁹ Dahlke, the chairman of the authority, noted "Portland will soon be faced with a shortage of housing for families of non-veterans who came here for shipyard work and are staying, unless something is done shortly."⁸³⁰

In September 1946, the homes of East Vanport were dismantled and shipped to California, where they were used to house veterans. When this work began the complex included 77 buildings.⁸³¹ By November 1946, all residences except one had been removed from East Vanport.⁸³² Following The Vanport Flood of 1948, an East Vanport warehouse on North Denver Avenue housed recovered personal properties and was used as a distribution center for former Vanport residents to pick up their belongings.⁸³³

Delta Park and Other Proposals

By December 1949, all that remained of the East Vanport housing project was one dwelling, two storage buildings, and "a wandering grid of paved streets."⁸³⁴ One building, 10850 N. Denver Avenue (OR 155), was constructed in 1938 as an administrative office for East Vanport and today functions as the Delta Park Sports Office. Another building, 10890 N. Denver Avenue (OR 145a), was constructed in 1940 and has functioned in recent decades as a Portland Forestry

⁸²⁴ Richard Nokes, "East Vanport, Now Read, Winds Up Big Housing Job," *Oregonian* (Portland, OR), April 9, 1944, 10.

⁸²⁵ "[Image of East Vanport's first tenant]," *Oregonian* (Portland, OR), February 25, 1944, Section 2, Page 2; Nokes, "East Vanport," 10.

⁸²⁶ Nokes, "East Vanport," 10.

⁸²⁷ "Harry Fimmel, "East Vanport Homes Asked for Veterans," *Oregon Journal* (Portland, OR), June 4, 1946, 1.

⁸²⁸ Fimmel, "East Vanport Homes," 1.

⁸²⁹ "Project Named," *Oregonian* (Portland, OR), June 7, 1946, 8.

⁸³⁰ "Housing Groups Debate Peninsula Homes," *Oregonian* (Portland, OR), July 7, 1946, 11.

⁸³¹ "Vanport Housing Units to Shelter California Vets," *Oregonian* (Portland, OR), September 15, 1946, 17.

⁸³² Lamar Newkirk, "Guilds Lake Payroll Loss Blame Fixed," *Oregon Journal* (Portland, OR), August 22, 1943, 1, 4.

⁸³³ "Salvage Moved to East Vanport," *Oregonian* (Portland, OR), August 13, 1948, 15.

⁸³⁴ Jerry Bishop, "Plans Set to Build New West Delta Park Track," *Longview Daily News* (WA), February 13, 1969, 16.

Division administration building. The flood also destroyed one of two radio towers that had been installed in the 1930s by one of Portland’s earliest commercial radio station (KGW-AM). The station subsequently replaced the towers in 1949, the early 1950s, and 1979; in 2000, KGW ended its tenure at the site and all radio infrastructure was removed.⁸³⁵

5 After the ruins were cleared, the city viewed the Vanport site for its potential as a “special city-wide interest center,” a site that would appeal to all residents rather than just those living adjacent to it.⁸³⁶ At the end of 1949, the War Assets Administration (WAA), which was in charge of the property, announced that it had rejected all bids and planned to give the City of Portland priority in its sale.⁸³⁷ In June 1950, the City of Portland purchased one hundred acres of the
10 former East Vanport property from the WAA for \$40,000 with the intention to develop it for recreation.⁸³⁸ The property, however, remained outside of city limits until 1960, when a special municipal election was held on November 8, 1960, to decide the annexation of 854.35 acres of the Vanport–Delta Park–Triangle Lake area. The annexation was rather uncontroversial, *The Oregon Journal* noted, as the area had no residents, and Ordinance 113217 passed on
15 February 23, 1961, with a vote of 98,379 in favor to 34,692 opposed.⁸³⁹ The city officially renamed the entire annexed area “Delta Park,” and the land east of Denver Avenue was renamed “East Delta Park.”⁸⁴⁰

The Delta Park area was the subject of many proposals for large-scale construction projects, including a veterans memorial center, an exposition center, and a large sports complex
20 preliminarily called “the Delta Dome.”⁸⁴¹ Advocates for the Dome noted that the facility had the potential to attract the 1972 Olympics to Portland, as well as a professional football or Major League Baseball team.⁸⁴² A ten-foot wide scale model of the proposed dome was displayed to the public at the nearby Pacific International Building in October 1964.⁸⁴³ Measures to approve the Delta Dome project were presented to voters in May and November of 1964; both times they

⁸³⁵ Dan Howard, “The Voices of Vanport Radio and the Flood of ’48,” Northwest Vintage Radio Society, 2020, <http://www.sbe124.org/wp-content/uploads/2021/04/Voices-of-Vanport.pdf>; Dulin and Walker, *Vanport Wetlands*, 2-3.

⁸³⁶ “East Vanport Eyes as Park,” *Oregonian* (Portland, OR), December 2, 1949, Section 3, Page 5.

⁸³⁷ “East Vanport Eyes as Park,” *Oregonian* (Portland, OR), December 2, 1949, Section 3, Page 5.

⁸³⁸ “City Acquires East Vanport,” *Oregonian* (Portland, OR), June 24, 1950, Section 2, Page 4.

⁸³⁹ “No Strain On This Annexation,” *Oregon Journal* (Portland, OR), November 6, 1960, Section 3, Page 7; “Portland Voters OK Dock, Sewer Measure,” *Oregon Journal* (Portland, OR), November 9, 1960, 16.

⁸⁴⁰ Ordinance 113217, City of Portland, March 1, 1961.

⁸⁴¹ Keith Hansen, “Grand Scale Portland Memorial Center Considered by PI, Veterans, City Council” *Oregonian* (Portland, OR), September 21, 1951, 55; “Private Group Asks to Build ER Center,” *Medford Mail Tribune* (OR), February 21, 1958, 11.

⁸⁴² Harold E. Hughes, “Voters’ Choice: Delta Dome to Offer Unique Opportunity for Portland,” *Oregonian* (Portland, OR), May 8, 1964, 23; Gerry Pratt, “Delta Dome Booster Views County Voting,” *Oregonian* (Portland, OR), May 19, 1964, 5.

⁸⁴³ “Delta Dome Model Highlight of P-I Luncheon Meeting,” *Oregonian* (Portland, OR), October 9, 1964, 27.

were defeated.⁸⁴⁴ Some of the Delta Dome’s supporters continued to advocate for its construction but subsequent plans lacked the necessary backing and the project was effectively dead by the late 1960s.⁸⁴⁵

5 The wandering grid of streets left after the 1948 Vanport Flood was salvaged and modified by 1961 to form a two-mile racing track called West Delta Park, which was owned by the City of Portland and operated by the Bureau of Parks and Recreation.⁸⁴⁶ The track was expanded later in the decade and is now known as the Portland International Raceway.⁸⁴⁷

10 Delta Park was impacted by mid-century highway planning and the Minnesota Freeway, first proposed by Robert Moses, which geographically separated the park from the race track.⁸⁴⁸ The freeway re-routed north-south traffic from Interstate and Union avenues to an expanded and re-aligned Denver Avenue. As seen in historic aerial imagery, the freeway’s expansion further divided the east and west sections of the former Vanport site; a new bridge across the Columbia Slough created an additional fragment in the southern reaches of the East Vanport site, south of the contemporary location of Delta Park. The freeway right-of-way was secured in 1962, and 15 after grading and paving, the new route opened to motor vehicle traffic in late 1964.⁸⁴⁹

20 The city planted an allée of trees along North Denver Avenue and OR 99E (today’s Martin Luther King Jr. Boulevard) in the 1960s, and by 1970, had constructed three baseball diamonds in the open space of East Delta Park.⁸⁵⁰ While the areas surrounding East Delta Park experienced substantial development over the latter decades of the twentieth century, the park was largely unchanged until 1998 when the City of Portland re-designed the park’s fields into the Owens Sports Complex. Named after William “Bill” V. Owens (1928-2022), a retired Portland Parks Superintendent who had developed the city’s softball program, the Complex was outfitted with nine softball fields, two baseball fields, a batting cage, sand volleyball courts, a parking lot, as well as a picnic area and gazebo.⁸⁵¹ Ball Field #7 is the sole remnant of the

⁸⁴⁴ “Once-Beaten Proposal Back on County Ballot,” *Oregonian* (Portland, OR), October 25, 1964, F1.

⁸⁴⁵ “A New Fair Site?” *Capital Journal* (Salem, OR), August 5, 1967, 4.

⁸⁴⁶ Bishop, “Plans Set.”

⁸⁴⁷ Jerry Bishop, “Small vs. Big Automobile Safety Issue Not Settled,” *Longview Daily News* (WA), January 19, 1967, 7.

⁸⁴⁸ Kramer, *The Interstate Highway System in Oregon*, 27.

⁸⁴⁹ “Highway Commission Approves Funds for McKenzie Route,” *Oregonian* (Portland, OR), April 26, 1963, 24; “State Opens Bids On Two Freeway Jobs,” *Oregonian* (Portland, OR), January 30, 1964, 14; “State Okays Road Section,” *Oregonian* (Portland, OR), March 13, 1964, 16; “Minnesota Freeway to Open Next Week, Commission Says,” *Oregonian* (Portland, OR), November 25, 1964, 7.

⁸⁵⁰ NetrOnline Historic Aerial Photograph: 45.60076: -122.67892, *HistoricAerials.com* accessed December 19, 2022. <https://www.historicaerials.com/viewer>

⁸⁵¹ Office of the City Auditor, *Parks Bureau Softball: Operating agreement for the softball program should be revised as it nears self-sufficiency*, Portland, OR: Office of the City Auditor, August 30, 2005, 3. <https://www.portlandoregon.gov/auditservices/article/90528>; “Delta Park - Owens Sports Complex,” *City of Portland- Parks and Recreation*, accessed December 16, 2022. <https://www.portland.gov/parks/delta-park-owens-sports-complex>.

1970s field arrangement. The trees which line Denver Avenue and 99E allée, as well as the general alignment of North Denver Avenue and the vegetated wetland west of that road are the last vestiges of mid-century development in East Delta Park.⁸⁵²

Portland Meadows

- 5 The idea to construct a horse racetrack in north Portland was first proposed in 1941. The plan was shelved for the duration of World War II, as all production and construction was diverted to the war effort but gathered steam again shortly after V-J Day. In November 1945, William P. Kyne received permission from the Portland Racing Commission to proceed with the construction of the racetrack.⁸⁵³
- 10 The Kaiser Company was originally announced as the contractor for the job, but withdrew in March 1946, citing other commitments, and work was taken over by the George H. Buckler Company.⁸⁵⁴ Portland Meadows opened in September 1946 and remained in operation until 2019.⁸⁵⁵

Hayden Meadows

- 15 In November 1979, a joint-venture agreement was signed between Portland Meadows and Hayden Island, Inc., to develop 100 acres north of Portland Meadows. The land was owned by Portland Meadows, and Hayden Island, Inc., took charge of the development and its management. It was estimated at the time that the project would take two years.⁸⁵⁶ The area's first tenant was Elmer's Pancakes and Steak House which opened in July 1981.⁸⁵⁷

20 Expo Center

Pacific International

In 1910, the Portland Union Stockyards put on a livestock contest. By the next year, the event had grown into the Northwest Livestock and Feeder Show, modeled on a similar exposition held in Fort Worth, Texas. Shows continued, held annually in the stockyards and later, in tents

⁸⁵² NetrOnline Historic Aerial Photograph: 45.60076: -122.67892, *HistoricAerials.com* accessed December 19, 2022. <https://www.historicaerials.com/viewer>

⁸⁵³ Marlow Bragan, "Board Gives 'Green Light' to Kyne's Plans," *Oregon Journal* (Portland, OR), November 5, 1945, 11.

⁸⁵⁴ "Kaiser Drops Meadows Race Contract," *Oregon Journal* (Portland, OR), March 15, 1946, 13; "Buckler to Erect Race Grandstand," *Oregon Journal* (Portland, OR), March 16, 1946, 9

⁸⁵⁵ "Portland Meadows Opening Sept. 14," *Oregon Journal* (Portland, OR), August 18, 1946, 4C; Jackson Main, "Portland Meadows Closing for Good," *PDX Monthly* (website), posted March 28, 2019, <https://www.pdxmonthly.com/news-and-city-life/2019/03/portland-meadows-is-closing-for-good>.

⁸⁵⁶ Don Bundy, "Agreement OK'd to develop area near race track," *Oregonian* (Portland, OR), November 3, 1979, 3.

⁸⁵⁷ Ken Hamburg, "Development Grows at Own Pace," *Oregonian* (Portland, OR), June 5, 1988, D8.

5 adjoining the yard.⁸⁵⁸ Early iterations were called the “Pacific International Dairy Show”; the name was changed to “Pacific International Livestock Show” for the 1913 event to reflect the new inclusion of pigs, sheep, and horses.⁸⁵⁹ In July 1918, the Pacific International Livestock Exposition (P.I.) was incorporated by C.C. Colt, H.L. Corbett, J.D. Farrell, Edward Boyce, and Phil Metschan, Jr.⁸⁶⁰

Original Building, Fire, and Rebuilding (1919–1924)

10 It soon became clear that a more permanent structure was needed for the growing annual event. After several years of planning and negotiations, work began on a new complex in early June 1919.⁸⁶¹ The design was completed by Lewis I. Thompson, and constructed⁸⁶² by A. Guthrie and Company under the supervision of George A. Buckler.⁸⁶³ The site was first filled with sand and gravel dredged from the North Portland harbor. Work progressed rapidly with a completion date set for November in time for the annual P.I. Exposition which was described in *The Oregon Journal* as “the largest and most important stock show ever held west of Chicago.”⁸⁶⁴

15 The P.I. Building was completed for a cost of \$300,000, and was composed of brick, stone, and heavy timber, most of which were primarily sourced from Oregon.⁸⁶⁵ This is consistent with Thompson’s other work; he was vocal about his preference for Oregon fir over steel for its structural purposes.⁸⁶⁶ A piece on the opening of the complex in the *Oregon Journal* noted “The central feature is a big stadium with an imposing entrance and a great glass dome. This stadium is of red brick with ivory-toned trimmings of stone, and this color scheme of red and ivory is carried out throughout the structure.”⁸⁶⁷

On the afternoon of July 23, 1924, a fire that began at the nearby shingle mill spread to the P.I. Building.⁸⁶⁸ The fire was described in *The Oregonian*:

25 The fire was one of the most spectacular in Portland in some time. From every part of the city the huge column of black smoke was visible. Flames leaped hundreds

⁸⁵⁸ Joe Bianco, “P.I. Building, Aged, But Undaunted, to Embark on New Career,” *Oregonian* (Portland, OR), May 3, 1959, 38.

⁸⁵⁹ “Pupils Attend Dairy Exhibition,” *Oregon Journal* (Portland, OR), November 23, 1912, 3.

⁸⁶⁰ “Articles of Incorporation,” *Oregon Journal* (Portland, OR), July 3, 1918, 18.

⁸⁶¹ “Livestock Exposition Opening Monday May be Greatest in the Country,” *Oregon Journal* (Portland, OR), November 16, 1919, Section 3, Page 1.

⁸⁶² “Stockyards Aid Farmers,” *Oregonian* (Portland, OR), January 1, 1917, 11.

⁸⁶³ “Livestock Exposition Opening,” *Oregon Journal*, Section 3, Page 1.

⁸⁶⁴ “Livestock Exposition Opening,” *Oregon Journal*, Section 3, Page 1

⁸⁶⁵ “Western Capital of Stockdoms Is In North Portland,” *Oregon Journal* (Portland, OR), July 20, 1919, 13; “Livestock Exposition Opening,” *Oregon Journal*, Section 3, Page 1.

⁸⁶⁶ “Beautiful New Stadium at State Fair Grounds,” *Oregonian* (Portland, OR), October 13, 1918, 17.

⁸⁶⁷ “Livestock Exposition Opening,” *Oregon Journal*, Section 3, Page 1.

⁸⁶⁸ Bianco, “P.I. Building,” 38.

of feet in the air. The attention of motorists on the highway was so drawn to the spectacle that traffic was almost blocked.⁸⁶⁹

Plans were immediately made to begin reconstruction of the buildings, in hope that they would be completed in time for the exposition that fall. On August 1, the board of directors of the
5 Portland Chamber of Commerce gave unanimous approval for the reconstruction of the building, and on August 8, the contract was signed with Grant Smith and Company.⁸⁷⁰ By August 17, two new pavilions had been completed and work was underway at a rapid pace, with 300 carpenters working to get the new buildings completed.⁸⁷¹

10 The completion of the P.I. Building was celebrated with a ceremony on October 29.⁸⁷² The livestock exhibition was held on schedule that year from November 1 through 8, 1924, in the completed structure.

Assembly Center and Army Control (1942–1946)

15 The February 1942 passage of Executive Order 9066 authorized the forcible removal of all persons deemed a national security threat from the west coast. This resulted in the widespread forced removal and incarceration of non-nationalized, nationalized, and US-born Japanese Americans (both first-generation Issei and second-generation Nisei). Two military areas were established by the Army. Military Zone No. 1 comprised Oregon and Washington east of the Cascade Mountain Range, the western portion of California, and the southern section of Arizona. Military Area No. 2 consisted of the remainder of California, Oregon, and Washington.
20 Temporary assembly centers were established within Area No. 1, where people awaited transfer to more permanent camps in Area No. 2.⁸⁷³

In Portland, Japanese residents of Multnomah County were forced to assemble at the P.I. building.⁸⁷⁴ In April 1942, as the facilities were being prepared, the *Oregon Journal* noted “The 11-acre exposition building now has a military aspect, being completely surrounded by a wire
25 fence. Only the outer walls remain familiar.”⁸⁷⁵

The Portland Assembly Center operated from May 2 to September 10, 1942. Living quarters were hastily constructed out of plywood in what had until that point been animal pens. People

⁸⁶⁹ “\$500,000 Fire Hits Livestock Show,” *Oregonian* (Portland, OR), July 24, 1924, 4.

⁸⁷⁰ “Stock Exposition Rebuilds Rapidly,” *Oregonian* (Portland, OR), August 17, 1924, Section 2, Page 2; “Pavilion to be Ready for Show,” *Oregon Journal* (Portland, OR), October 12, 1924, 16.

⁸⁷¹ “Stock Exposition Rebuilds,” *Oregonian*, Section 2, Page 2.

⁸⁷² “Will Observe Completion of Show Pavilion,” *Oregon Journal* (Portland, OR), October 12, 1924, 16.

⁸⁷³ Zuigaku Kodachi, Jan Heikkala, and Janet Cormack, “Portland Assembly Center: Diary of Saku Tomita,” *Oregon Historical Quarterly* 81, no. 2, (1980): 150.

⁸⁷⁴ Oregon Journal Collection, “Japanese Evacuees, Portland Assembly Center,” The Oregon History Project (website), updated 2021, <https://www.oregonhistoryproject.org/articles/historical-records/japanese-evacuees-portland-assembly-center/#.YuCz87bMI2w>.

⁸⁷⁵ “Jap Exodus Center Set,” *Oregon Journal* (Portland, OR), April 14, 1942, 1

who were held at the Portland Assembly Center recalled the extreme heat, smells left from the livestock, and fly infestations.⁸⁷⁶ In June 1942, the center's population peaked at 3,676 Japanese American residents.⁸⁷⁷

5 The majority of those who passed through the Portland Assembly Center were sent to Minidoka Relocation Center in Idaho, Tule Lake Relocation Center in Northern California, or Heart Mountain Relocation Center in Wyoming.⁸⁷⁸

10 The facilities remained in use by the U.S. Army for the duration of World War II, used for various purposes including housing lend-lease materials and as an airplane assembly plant.⁸⁷⁹ On July 14, 1946, the U.S. Army Engineers returned management of the building to Pacific International. Eight temporary barracks that had been constructed were taken down, and the lumber was salvaged for repairs to other buildings within the complex.⁸⁸⁰

Postwar Period (1946–1957)

The P.I. Building sustained moderate damage during the Vanport Flood of 1948. The facilities were empty when the flood occurred.⁸⁸¹

15 Repairs were made swiftly. By July of 1948, several repairs had been made; concrete floors were laid in the restaurant and dormitories, doors ruined by the flood had been replaced, and a new electrical system had been installed.⁸⁸² T.B. Wilcox, the president of the Pacific International Livestock exposition, stated “[t]he flood dealt a staggering blow to the exposition because it was unexpected, unbudgeted, and uninsured. To remedy this we have decided to present October 1 to 9 the most ambitious show ever attempted in the thirty-eight years of Pacific International History.”⁸⁸³

25 A boxing match between Harry Matthews (1922–2003) and Rex Lane (ca. 1928–2000) was held in the P.I. Building in May 1952, and a crowd of 11,000 gathered at the venue, inciting new fire safety concerns and an inspection by the state fire marshal. The result was an agreement by the building's board to make improvements to the facilities.⁸⁸⁴ To secure funds for the repairs, a lease agreement was reached with the Tumpane Company, which used the facilities as storage

⁸⁷⁶ Brian Niiya, “Portland (Detention Facility),” *Densho Encyclopedia* (website), last revised August 13, 2021, [https://encyclopedia.densho.org/Portland%20\(detention%20facility\)](https://encyclopedia.densho.org/Portland%20(detention%20facility)).

⁸⁷⁷ Niiya, “Portland (Detention Facility).”

⁸⁷⁸ *Oregon Journal* Collection, “Japanese Evacuees.”

⁸⁷⁹ “Exposition Plant Returned by Army; Wrecking Begins,” *Oregonian* (Portland, OR), July 14, 1946, 10.

⁸⁸⁰ “Exposition Plat Returned,” *Oregonian*, 10.

⁸⁸¹ Bianco, “P.I. Building,” 38.

⁸⁸² “Livestock Exposition Buildings Repaired,” *Oregon Journal* (Portland, OR), August 8, 1948, 3.

⁸⁸³ “Pavilion Gets Okey of City,” *Oregonian* (Portland, OR), August 8, 1948, 3.

⁸⁸⁴ “Fire Protection for PI Pavilion to be Improved,” *Oregon Journal* (Portland, OR), May 24, 1952, 2.

for air force ground vehicles.⁸⁸⁵ The annual P.I. shows held in 1954–1956 were limited in their use of the buildings as many necessary repairs had not been made to condemned sections.⁸⁸⁶

Centennial and Preparation (1957–1959)

5 Oregon Centennial Exposition was an event planned for the summer of 1959 to kick off a yearlong celebration of the state’s centennial. In March 1957, the P. I. Building was selected by the Centennial Commission and approved by the state legislature as the site for the exposition.⁸⁸⁷ The property was considered the best option due to its size and ability to accommodate the planned exposition, but the structures were at that point badly in need of repair. The Commission, led by Anthony Brandenthaler (1895–1979), reached an arrangement
10 with Pacific International in which they would be given use of the facilities for the coming two years, during which they would make the necessary repairs to get the facilities ready for the exposition instead of paying rent.⁸⁸⁸

In April 1958, Donald J. Stewart (1895–1996) and K.E. Richardson (ca. 1910–2003), of the firm Stewart and Richardson, were selected to design the layout of the “Frontier of the Future”
15 Centennial Exposition.⁸⁸⁹ Work on the site began in the summer of 1958.⁸⁹⁰ Stewart and Richardson commissioned three abstract murals to decorate the exterior of the main building, which became referred to as the “Centennial Building.”⁸⁹¹

The Oregon Centennial Exposition was held from June 10 to September 17, 1959.⁸⁹² Initial projections had predicted attendance would be 5 to 8 million, so the actual attendance of
20 1.3 million came as a disappointment.⁸⁹³ Following the exhibition, all pavilions and other impermanent features were transferred to state agencies and sold to the public through “sealed bid.”⁸⁹⁴ Among the relics of the exposition still publicly accessible is the 30-foot-tall Paul Bunyan statue, which was moved to Portland’s Kenton neighborhood.⁸⁹⁵

⁸⁸⁵ Bianco, “P.I. Building,” 38.

⁸⁸⁶ Bianco, “P.I. Building,” 38.

⁸⁸⁷ Walt Penk, “P-I Said Likely Site for 1959 Centennial,” *Oregon Journal* (Portland, OR), February 28, 1957, 1.

⁸⁸⁸ Bianco, “P.I. Building,” 38.

⁸⁸⁹ “Centennial Fete Architects have Long List of Buildings,” *Oregon Journal* (Portland, OR), April 10, 1958, 6; Chrissy Curran, “The Architectural Legacy of the 1959 Centennial Exposition,” *Oregon Historical Quarterly*, vol. 110 (2009): 262.

⁸⁹⁰ “Fair Site’s Link Begun,” *Oregon Journal* (Portland, OR), August 24, 1958, 10.

⁸⁹¹ Curran, “The Architectural Legacy,” 271.

⁸⁹² David Kludas, “Centennial Exposition of 1959,” *Oregon Encyclopedia*, updated March 23, 2022, https://www.oregonencyclopedia.org/articles/centennial_exposition_of_1959/#.YuCv77bMI2w.

⁸⁹³ Curran, “The Architectural Legacy,” 277.

⁸⁹⁴ Curran, “The Architectural Legacy,” 277.

⁸⁹⁵ Kludas, “Centennial Exposition.”

County Control (1965–Present)

On July 1, 1965, Multnomah County, Oregon, became the site’s permanent owner.⁸⁹⁶ Work began immediately on a \$200,000 renovation that included the installation of a sprinkler system and firewall.⁸⁹⁷ The livestock exhibition occurred on schedule in October; Pacific International
5 leased the building. The complex came to be known as the “Multnomah County Expo Center” around this time.

In March 1979, two of the property’s five barns, the horse and hog, were deemed beyond repair and demolished.⁸⁹⁸ The future of the remaining three barns, also in disrepair, was a contentious issue for the rest of the year. The county, referring to a study conducted in January of that year,
10 believed that the buildings were unstable due to leaky roofs, dry rot, and structural problems. Pacific International officials, including the company’s president Les Buell and general manager Clark Schenkenberger, believed that the buildings should be repaired, and felt that since assuming control of the buildings in 1965 the county had failed to do its part in maintaining them.⁸⁹⁹

15 A 60,000-square-foot steel addition known as “Hall D” was built in 1982 (Figures 48 and 49).⁹⁰⁰ In April 1999 the Metro Council approved a plan to replace the building with a new \$15.8 million exhibit hall, funded entirely by the Expo Center’s revenue.⁹⁰¹ Hall D was removed after the summer of 1999 and rebuilt by the summer of 2001 (Figures 49 and 50).

20 Work on a 135,000-square-foot addition known as “Hall E” began in June 1996 and was completed in March 1997. The structure was built with a system of five trusses which allowed for a 108,000-square-foot space free of columns and other vertical support.⁹⁰² The addition was constructed to accommodate the Smithsonian Institution’s “America’s Smithsonian” exhibit, a touring show

⁸⁹⁶ “Opening of P-I Livestock Exposition to Start New Page in Long History,” *Oregonian* (Portland, OR), October 3, 1965, 28.

⁸⁹⁷ Watford Reed, “\$200,000 Gives ‘New Look’ to Aged P-I Building,” *Oregon Journal* (Portland, OR), September 27, 1965, 4.

⁸⁹⁸ Stan Federman, “Future Hinges on Stadium Vote,” *Oregonian* (Portland, OR), November 6, 1966, 1.

⁸⁹⁹ Katie Durbin, “Preservation of barns at Expo Center sought,” *Oregonian* (Portland, OR), November 29, 1979, 22; Katie Durbin, “P-I barns receive reprieve,” *Oregonian* (Portland, OR), November 30, 1979, D10.

⁹⁰⁰ Metropolitan Exposition-Recreation Commission, *Expo Center Expansion: Construction Cost Management* (Portland, OR: Multnomah County Library, 1998), 4

⁹⁰¹ Richard Gregory Nokes, “Metro Oks Exhibit Hall at Expo Center,” *Oregonian* (Portland, OR), April 2, 1999, C08.

⁹⁰² Metropolitan Exposition-Recreation Commission, *Expo Center Expansion*, 6.



Figure 48. 1999 Aerial image Figure 49. 2000 Aerial image. Figure 50. 2001 Aerial image.
Figures 48, 49, and 50. Aerial Images of the complex document the removal and replacement of Hall D (City of Portland).

5 commemorating the institution’s 150th anniversary.⁹⁰³ The “America’s Smithsonian” show was held as planned, running for approximately one month that spring.⁹⁰⁴ While the Expo Center remains an active component of the city and county’s public facilities, more recent efforts have been made to begin documenting and memorializing the site’s multilayered history and the lives that have passed through it.

⁹⁰³ Metropolitan Exposition-Recreation Commission, *Expo Center Expansion*, 5.

⁹⁰⁴ Metropolitan Exposition-Recreation Commission, *Expo Center Expansion*, 6.

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