FIRST AMENDMENT

TO THE

DOWNTOWN WATERFRONT

URBAN RENEWAL PLAN

MAY, 1975

PORTLAND DEVELOPMENT COMMISSION 1700 S. W. Fourth Avenue Portland, Oregon 97201

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LIST OF EXHIBITS

	EXHIBIT NO.
Project Boundary and Land Use Map	Α
Property Acquisition Map	В
Planning Guidelines, Portland Downtown Plan	C

A. DESCRIPTION OF PROJECT

1. Boundaries of Urban Renewal Area

The Project Area is amended by adding thereto an additional area designated on the Project Boundary and Land Use Map attached as Exhibit A to this first Amendment to Downtown Waterfront Urban Renewal Plan, which area is herein referred to as the South of Downtown Waterfront and is described as that land, containing all lots or parcels of property, situated in the City of Portland, County of Multnomah, State of Oregon, bounded generally as follows:

Beginning at the intersection of the easterly extension of the north line of S. W. Jefferson Street and the West Harbor Line of the Willamette River; thence southerly along the West New Harbor Line of the Willamette River 1555 feet, more or less, to the south line of S. W. Montgomery Street; thence westerly along the south line of S. W. Montgomery Street 709 feet, more or less, to a point; thence northerly along a line N20⁰52'E, 750.00 feet, more or less, to a point in the south line of S. W. Clay Street; thence westerly along the south line of S. W. Clay Street to the east boundary of the South Auditorium Urban Renewal Project, Area II; thence northerly along the east boundary of the South Auditorium Project, Area II, to the north boundary of the South Auditorium Project, Area II; thence easterly along the easterly extension of the north line of S. W. Jefferson Street, to the intersection of the easterly extension of the north line of S. W. Jefferson Street and the West Harbor Line of the Willamette River, the point of beginning, containing 12.2 acres, more or less.

2. Goals and Objectives of the Urban Renewal Plan

Planning Guidelines, Portland Downtown Plan attached as Exhibit C, which was adopted by Portland City Council in December, 1972 is the official statement of goals for the area and shall form the basis of this Urban Renewal Plan Amendment.

Specific redevelopment of the South of Downtown Waterfront in accord with this Urban Renewal Plan Amendment will result in the achievement of the following objectives:

- a. Elimination of blighted and deteriorated structures.
- b. Development of additional waterfront land for public open space and recreational use.
- c. Improved access to and from the waterfront.
- d. Environmental enhancement of a major approach to the City.
- e. Stimulation of private development in adjacent areas through public improvements in the project area.
- f. Increased use and enjoyment of the Willamette River as a major natural asset to Downtown Portland.

Proposed Renewal Activities

In order to achieve the goals and objectives of this Urban Renewal Plan Amendment the following activities will be undertaken in behalf of the City of
Portland by its designated urban renewal agency, in accord with applicable
federal, state and local laws:

- a. Property acquisition and clearance to remove blight and to provide a site for open space and recreation development.
- Reservation of certain areas for public streets, rights-of-way,
 utilities and other public purposes.

c. Construction, reconstruction or modifications of streets, utilities, recreation facilities and other public improvements necessary to carry out the Plan.

B. LAND USE PLAN

The Land Use Plan consists of the Project Boundary and Land Use Map attached as Exhibit A of this Plan and the descriptive material and regulations contained in this Section B.

1. Thoroughfares and Street Rights-of-Way.

There are no major street modifications proposed as part of this Plan. Minor modifications to the connection of Harbor Way and Columbia and Jefferson Streets may occur within publicly owned land and rights-of-way. Further improvements or modifications within the existing Clay Street right-of-way may occur. The S. W. Montgomery Street right-of-way will be improved for public open space and recreation uses. All improved streets within the project are to serve as traffic access streets as designated by the <u>Downtown</u> <u>Portland Parking and Circulation Policy</u>.

2. Public Open Space.

All land not included in public rights-of-way shall be for public open space use, as shown on the Boundary and Land Use Map, Exhibit A. Specific uses permitted under this land use category and the regulations that will govern them are described in Sections 3.a. and b. below.

3. Land Use Provisions and Building Requirements.

The regulations established in this Urban Renewal Plan Amendment governing the use and development of land in the South of Downtown Waterfront relate solely to that Area, and are not(cont'd next page)

in the original Plan as heretofore amended.

The use and development of land in the South Downtown Waterfront shall be in accord with the regulations prescribed in this Section 3. The conditions, limitations and restrictions contained in this Urban Renewal Plan Amendment are in addition to any conditions, limitations or restrictions contained in the Planning and Zoning Code of the City of Portland, provisions of the Willamette River Greenway Program, or any other applicable local, State or Federal laws regulating the use of property in the South of Downtown Waterfront.

Land Uses to be Permitted.

The uses permitted in the land use district as shown on the Project Boundary and Land Use Map shall be as follows:

Public Open Space

Public park including recreation and open space improvements including:

- . Docks, piers and moorages.
- . Open pavilions
- Restaurants and bars
- . Retail and service establishments relating to water oriented recreation uses.
- . Structures necessary for the service and maintenance of recreation and open space facilities.
- . And other similar, related and consistent uses.

b. Additional Regulations, Controls and Restrictions.

Appropriate plan and design review procedures will be established in the project area in order to carry out the following objectives:

 Provide coordination with other proposed and existing improvements and activities in and adjacent to the project area.

- 2. Provide coordination with other review bodies.
- 3. Insure conformance to requirements established in this
 Urban Renewal Plan Amendment.
- 4. Administer land use provisions and building requirements and design review procedures established in the Urban Renewal Plan Amendment.
- 5. Provide other coordination necessary in facilitating and expediting development consistent with the objectives of the Urban Renewal Plan Amendment.

The designated urban renewal agency shall be responsible for coordinating the review of all building and improvements proposed in the project area and of plans for construction, improvement or alteration of public facilities by any public or private agency. Existing requirements of City codes and ordinances pertaining to plan and design review shall also apply. In order to assure that design and plan review procedures will be effective in creating development which will meet Plan objectives, guidelines will be developed which will address size, height and placement of structures, servicing provisions, treatment of roofs, signing, land-scaping and parking.

c. Exceptions, Variances and Non-Conforming Uses.

Exceptions or variances which do not constitute a substantial change in the Plan or to any of the regulations prescribed in this Plan may be permitted upon showing that granting the exception or variance is consistent with the intent of the Urban Renewal Plan Amendment and urban design concepts on which it is based, and will not adversely affect other properties within or adjacent to the project area.

C. PROJECT ACTIVITIES

1. Land Acquisition.

Real property shall be acquired by the Urban Renewal Agency, for clearance and redevelopment for public open space use as shown on the Property Acquisition Map attached as Exhibit B.

2. Public Improvements.

Public facilities and utilities may be improved or constructed within public rights-of-way, easements, or on public property. These may include storm and sanitary sewer improvements, street lighting installation, landscaping, street improvements, and pedestrian and bicycle ways, parking facilities, parks, and open space development. The private utilities concerned will make such modifications and adjustments as may be required of them by the City of Portland to adequately serve development and meet the objectives of this Urban Renewal Plan Amendment.

3. Relocation.

No relocation of businesses or residents is required by this Urban Renewal Plan Amendment.

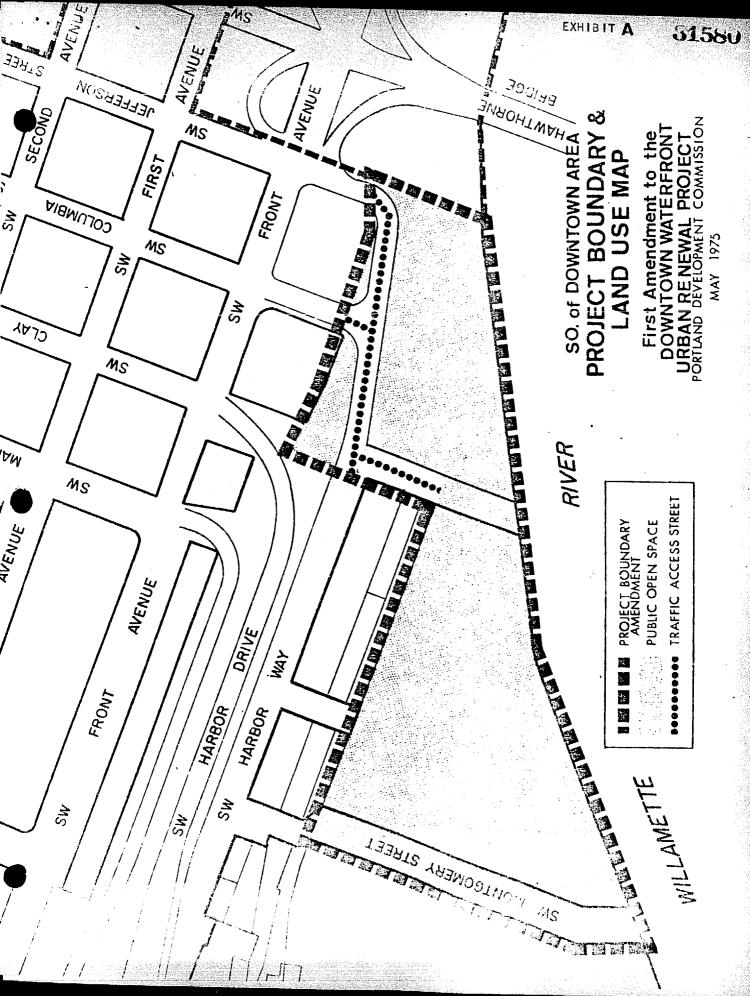
D. DURATION OF PLAN CONTROLS

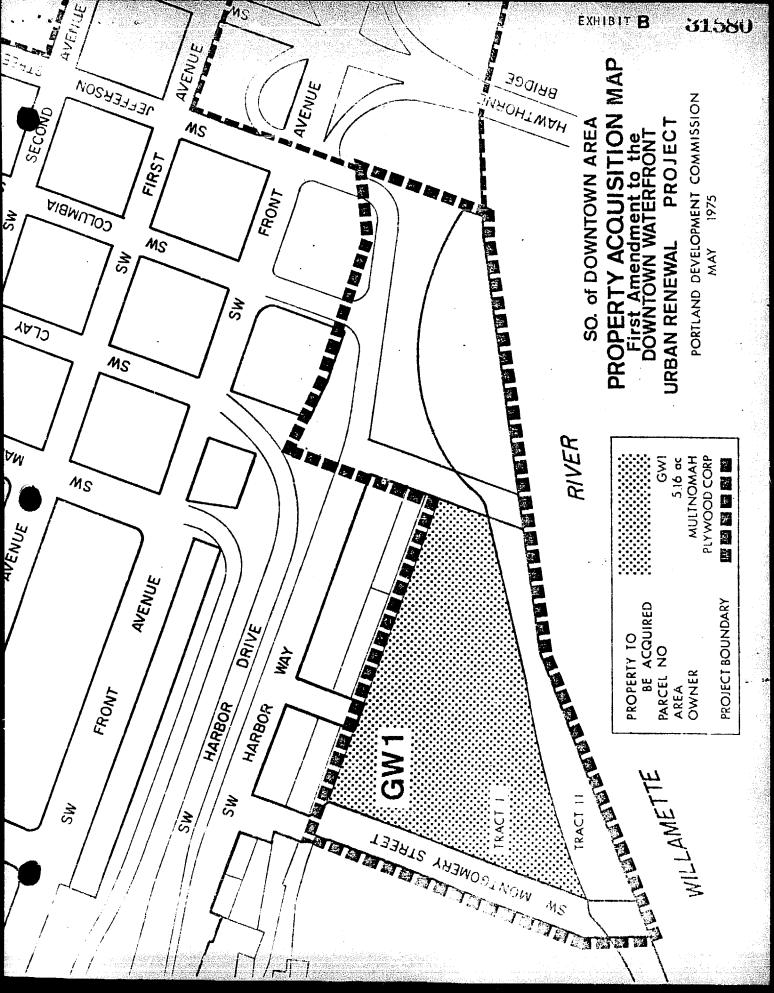
The provisions and requirements of this Urban Renewal Plan Amendment along with any duly approved amendments, shall be in effect for twenty (20) years from the date of approval of this Plan Amendment by the Portland City Council. The provisions and requirements, or any part of them, thereafter may be extended for additional, successive periods of ten (10) years by an agreement to such extension signed by the then owners of a majority of the land in the area, and recorded.

CONFORMANCE WITH CITY GENERAL PLAN AND RELATIONSHIP TO DEFINITE LOCAL UBJECTIVES.

E.

This Urban Renewal Plan Amendment is in conformity with the General Plan of the City as a whole relative to the improvement of the riverfront in the South of Downtown Waterfront. The Urban Renewal Plan Amendment is based on the document <u>Planning Guidelines/Portland Downtown Plan</u> which is, the adopted downtown plan goals and guidelines regarding appropriate land use and improved traffic, public transportation, utilities, recreational and community facilities and other public improvements.





ELIGIBILITY REPORT

AND

SUPPORTING DATA

FOR THE

FIRST AMENDMENT

TO THE

DOWNTOWN WATERFRONT URBAN RENEWAL PLAN

MAY, 1975

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INTRODUCTION

This report contains data relative to the South of Downtown Waterfront, an area to be included as an extension of the Downtown Waterfront Urban Renewal Project by amendment. This data is the basis for establishing its eligibility for urban renewal treatment under provisions of Chapter 457 of the Oregon Revised Statues. Data provided herein include maps, reports, and other material in support of such eligibility determination. Techniques and processes for developing the following data are similar to that used in determining urban renewal treatment eligibility for the original Downtown Waterfront Urban Renewal Project located immediately to the north. These were documented in a report by the Portland Development Commission entitled Eligibility Report and Supporting Data for the Downtown Waterfront Urban Renewal Plan, dated April 15, 1974. This report was the basis of the Portland City Council's finding the Downtown Waterfront Renewal Area eligible for renewal treatment and declaring the area an Urban Renewal Project Area on April 25, 1974.

2. HISTORY OF PLANNING AND RELATED ACTIVITY

A general history of planning and related activity for the entire downtown waterfront is included in the report described above dated April 15, 1974. The South of Downtown Waterfront Area/a part of the area described therein. That report describes planning studies that have been undertaken by various agencies, consultants, and,...(cont'd. next page)

other bodies in developing plans for the preservation, reclamation and redevelopment of Portland's waterfront for public use.

Also included is a chronology of significant events that have occurred which have led to the present stage of planning and development activity along the waterfront.

Review of the above mentioned report will indicate that extensive planning and study have taken place for improvement of the entire downtown waterfront, and that widespread concern exists for such improvement to occur rapidly and efficiently.

The proposed First Amendment to the Downtown Waterfront Urban Renewal Project to include the South of Downtown Area will complement the already established Downtown Waterfront Urban Renewal Project Area. The general goal of developing the waterfront for public use will thus be given major impetus, and proposed developments could add significantly to the City's plans for riverfront open space and recreational development.

3. METHODOLOGY USED IN DETERMINING ELIGIBILITY

In developing data to show that the project area qualifies under Oregon State law (ORS. Ch. 457) for urban renewal treatment, reliance was made upon information derived from existing public records, field inspections and pertinent studies by planners, architects, and others.

Building deficiencies and condition ratings were determined through inspection of structures by the Portland Development Commission, Department of Housing Services. Building inspections were carried out during early October 1974.

Environmental deficiencies were determined through analysis of existing records, reports of other agencies, and visual inspection. Information on the condition of utilities was provided through interviews with representatives from various City bureaus and private utility companies in Portland.

Information on social conditions was provided by the City
Bureau of Human Resources, Police Bureau, and the County Public
Health Division.

4. ELIGIBILITY DATA

The South of Downtown area covers approximately 12.2 acres.

Project area lands extend out to the harbor line, therefore approximately 2.6 acres out of the total area lie under water throughout the year. An additional 0.3 acres lie between the low and high water lines of the Willamette River. Approximately 2.1 acres of the land are contained within streets and other public rights-of-way, and about 5.2 acres are developed for industrial use. None of the area is in residential use. Public ownership in the area, including rights-of-way and all acreage between low water and the

harbor line, is approximately 7.0 acres. Private ownership covers only the land developed for industry; 5.2 acres.

A. Structural Conditions

There are two (2) structures within the proposed project area. Both are in bad condition as determined by the Portland Development Commission. The structures were built over a period from 1949 to 1964. Until August 1968 they were used as a plywood manufacturing plant by Multnomah Plywood Corporation. Since the closure in 1968 the buildings have generally stood empty with occasional lease of the smaller structure for storage by another firm in the area. The structures have not received general maintenance since being vacated and extensive deterioration has occured. The present owners have removed portions of the larger structure from the site. The remaining structure had large amounts of earth fill dumped on the floor to facilitate this partial removal. The structures are dilapidated and continue to deteriorate quickly because of the lack of any maintenance, the abusive treatment caused to the remaining portions of the structure by the removal of salvalageable parts, and the excessive effects of weather on the unenclosed structure.

B. Environmental Deficiencies

The area is characterized by extensive under-utilization of land and obsolete buildings. The private land is presently

density zoned for medium/industrial uses (M2), but such uses in this area have been on the decline for several years. The result is that buildings are abandoned and unmaintained and vacant land areas are poorly maintained.

Several factors have contributed to the situation. The downtown waterfront no longer serves industry as well as it used to in years past. Changing traffic patterns along with the rising cost of land make this area undesirable for expanding or developing new industrial uses. Difficult vehicular access, anti-pollution controls imposed by the state, and obsolete buildings have made it economically infeasible for the current property owner to continue operations in the area. In fact, industrial structures in the area have been abandoned since 1968.

Existing public land is undeveloped or only marginally developed for open space and a boat moorage. Unimproved areas are not landscaped. Several rights-of-ways are unapproved or inadequately improved. The public parking area serving the moorage is poorly planned and obstructs pedestrian access along the riverbank. The moorage is in need of repair and upgrading and has only marginal utility potential because its expansion is restricted by the harbor line.

Visually, the area presents an eyesore. Some of the land is used for open storage. Landscaping is non-existent. Much of the land is vacant, and public rights-of-way are either unimproved or poorly improved. The effect of constant exposure to noise, fumes, and vibrations from the surrounding heavy traffic has obviously resulted in the decline of this area, and is a major factor in the deterioration of structures at that location.

C. Economic

Existing land use is industrial, but its income generating potential is severely hampered by the physical and environmental deficiencies described above. Chances are remote that there will be a revival in the area that would favor new and expanded industrial uses. Times and circumstances have changed along the downtown waterfront, and it is now more desirable and economically feasible to replace existing industrial uses with developments more appropriate to a riverfront setting which would complement uses in the downtown district and reflect recent planning proposals for the area.

D. Social

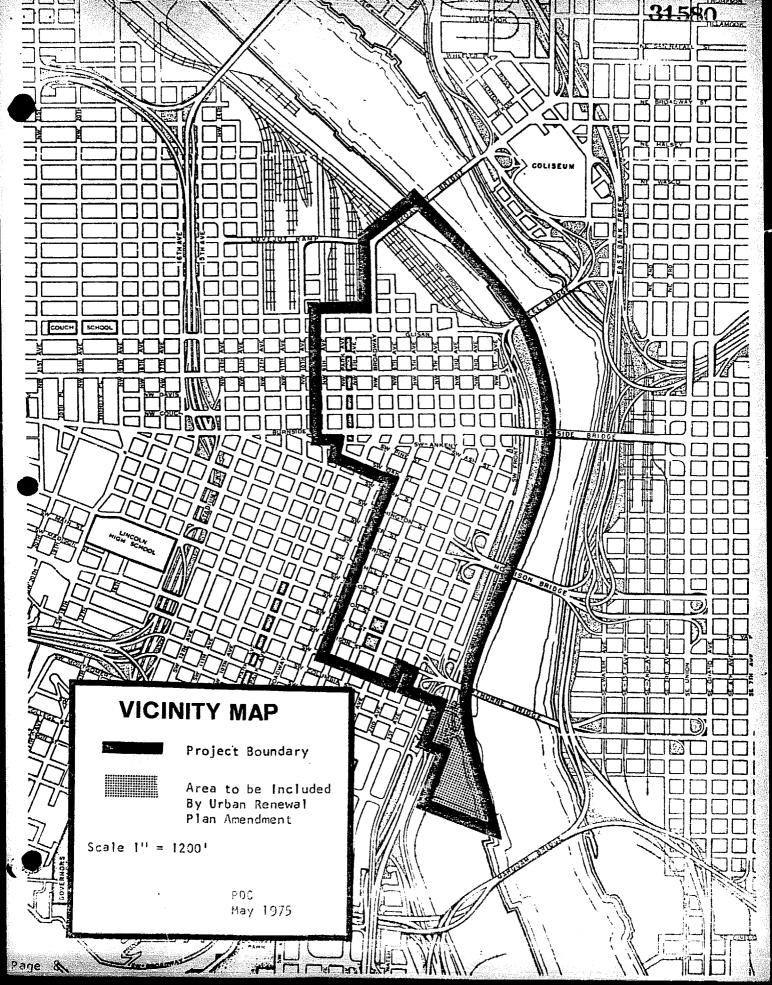
The area is isolated by arterials, the I-5 Freeway, and the Willamette River. Other than those people who work in industries adjacent to the area, very little currently exists

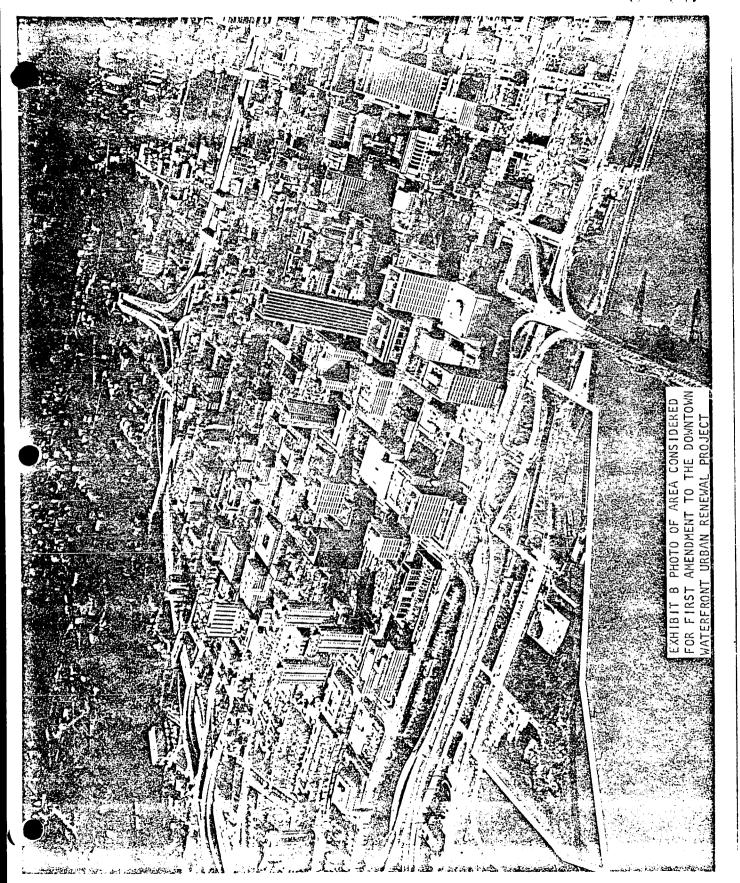
to attract people to the area. Therefore, there is almost no social interaction in the area, or other conditions to indicate a favorable or unfavorable social atmosphere.

5. Conclusion of Eligibility

Information presented in this report clearly indicates that the area under consideration for urban renewal treatment is deteriorated and in a state of continual decline. Although it is zoned entirely for industrial use, it no longer is desirable for development of industry. Changing traffic and land use patterns, the shift away from the Willamette River as the major regional transportation route, and the migration of industry away from this waterfront area have been contributing factors in that decline.

The land is presently under-utilized. It appears that this trend will increase with the passage of time, unless major efforts are made by the public to reclaim the area for development of river related open space and recreational uses.





				LOCALITY C	ity of I	Portland		
SOUTH OF DOWNTOWN WATERFRONT URBAN RENEWAL PROJECT				City of Portland AREA				
				South of		··		
SUMMARY OF URBAN REN	EWAL AREA DATA			Downtown Waterfront Urban Renewal Project				
Submission: Initial 🔀	Revision 🗌			COUNTY	Multr	nomah		
	·							
I. AREA ELIGIBILITY	2. PREDOMINANT TREATMENT 3. RELATION TO APPROVED MODE					£L.		
CATEGORY: Clearance and Pub- lic Open Space Redevelopment	X Clearance and redevelopment			CITIES AREA				
Amendment to Downtown Water- front Urban Renewal Project	Rehabilitation			X Area is not within model cities area				
4. PRESENT CHARACTER OF AREA	5. CONTEMPLATED LAND			Area is entirely within model cities area				
AND CONDITION OF BUILDINGS	USES			Area is partially within model cities area				
Built up	Predominantly residential			NUMBER OF ACRES WITHIN				
∑ Predominantly open	X Not predominantly residential			MODEL CITIES AREA: None				
Open			1					
(Check one below unless area is "Open")		ESTIMATED NUMBER OF DWELLING UNITS Buildings = 2 (a) Total in area: Dualling the base of the base o						
Predominantly residential	(a) Total in area: Dwelling Units = 0 (b) Number of buildings with Buildings = 2							
Not predominantly residential	deficient							
7. ESTIMATED NUMBER OF SITE OCCUPANTS	WHITE Nonminority	NEGRO/ BLACK	AMERICAN INDIAN	ORIENTAL	SPANISH AMERICAN	OTHER MINORITIES	TOTAL	
a. Families in area			_	_		_	None	
b. Individuals in area		-		_	-	_	None	
c. Business concerns (including nonprofit organizations) in area							1	
SUBMITTED BY:			1		I			
Date	z nihęcej w zu			Signatur	·e	The state of the s		
Local Public Agency	mission	- Allerdon Auron				T THE CONTRACTOR CONTR		
The state of the s				Titl»				

DATA ON URBAN RENEWAL AREA

PRESENT CHARACTER OF LAND USES, CONDITION OF BUILDINGS, AND PERCENTAGE WITH DEFICIENCIES

Present character of the project area land uses has been determined and documented by the following field surveys by the Portland Development Commission: Fall 1973, Fall 1974, Spring 1975.

Building conditions were determined by the Portland Development Commission by on-site analysis and by review of current county assessment data.

		ACRE	AGE SENT CHA	CONDITION OF Buildings			
ITEM	TOTAL	IMPROVED		PERCENT		NUMBER	PERCENT
		WITH BLDGS OR STREETS	W/O IMPROVE- MENTS	OF TOTAL	TOTAL BUILDINGS	WITH DEFI- CIENCIES	WITH DEFI- CIENCIES
TOTAL	12,2	4.9	7.3	100%	2	2	100%
 Streets, alleys, public rights-of-way, Total 	2,1	2.1		17.2%			
2. Residential, Total	_						_
A. Dwelling purposes		_	_	_	_		
B. Related public or semipublic purposes	_	_				-	_
3. Nonresidential, Total	10.1	2.8	7.3	82.8%	2	2	100%
A. Commercial	_	_	_			_	
B. Industrial	5,2	2.8	2.4	42.6%	2	2	100%
C. Public or semipublic (institutional)	2.3	0	2.3	18.9%			100/6
D. Open or unimproved land not included Low Water in 3A, B, or C to Harbor above. Line	2,6		2,6	21.3%		A L	



6 June 1975

OFFICE OF
PLANNING AND DEVELOPMENT
GARY E. STOUT
ADMINISTRATOR

BUREAU OF PLANNING

ERNEST R. BONNER DIRECTOR

424 S.W. MAIN STREET PORTLAND, OR. 97204

> PLANNING 503 248-4253

ZONING 503 248-4250 City Council
City Hall
Portland, Oregon

Subject: First Amendment to Downtown Waterfront

Urban Renewal Plan

Dear Council Members:

As required by ORS 457, the Planning Commission at its June 3, 1975, meeting reviewed the First Amendment to the Downtown Waterfront Urban Renewal Plan, as proposed by the Portland Development Commission, and voted:

- 1. To approve the proposed land use, <u>Public Open Space</u>, as consistent with the "General Plan" elements for Downtown Portland expressed in adopted planning policies for the area, and to recommend City Council approval of the First Amendment to the Downtown Waterfront Urban Renewal Plan.
- 2. To recommend that City Council file an application to the State Greenway Committee for funds for acquisition of land.

Following are the findings on which these actions were based:

Findings

The proposed amendment is consistent with several land use policy decisions made for the area in recent years. The land use proposals of the document Planning Guidelines/Portland Downtown Plan, adopted by City Council December 28, 1973, would be implemented by the proposal. That policy document contained goals which stated:

"The area included in the waterfront should be large enough to be flexible and usable, providing for the fullest range of activities."

and specifically recommended:

"Extend acquisition of public land and development as far west, north and south as possible." Further, Open Space Guidelines specified:

"Develop the waterfront as a major public open space and recreation facility for the entire city."

The use provided in the amendment also fulfills earlier recommendations made by the Planning Commission in February, 1969, in the report Willamette Waterfront/South of Downtown Portland, which advocated purchase of various parcels in this locale under a combination of public programs, i.e. Willamette River Greenway, Urban Renewal, etc. for public and water-oriented uses.

Further, the August 13, 1973, Planning Commission and December 7, 1973, City Council DPR approval of the proposed Oregon International Center called for the provision of substantial public green space in this area.

Sincerely,

Ernest R. Bonner Planning Director

DC/RO:bn

RESOLUTION NO. 31580

WHEREAS, the Portland Development Commission, as the duly designated Urban Renewal Agency of the City of Portland, is carrying out an urban renewal project known as the Downtown Waterfront Urban Renewal Project, hereinafter called "Project," pursuant to an Urban Renewal Plan approved by the Council of the City of Portland in Resolution No. 31395, adopted April 25, 1974; and

WHEREAS, planning of the aforesaid Project included an area extending along the Willamette River to the south of the existing Project boundary as part of a riverfront esplanade; and

WHEREAS, further studies have been undertaken concerning the amendment of the existing boundary in a southerly direction along the Willamette waterfront, including the conditions of the existing properties, the use of such properties and the availability of funding for acquisition of the properties in such additional area; and

WHEREAS, an amendment to the above-described Plan has been prepared amending the boundaries to include the additional area within the Project, which amendment is entitled, "An Amendment to the Downtown Waterfront Urban Renewal Plan," is dated May 1975, and consists of a Table of Contents, nine pages of text and two Exhibits marked "A" and "B", hereinafter called "Amendment"; and

WHEREAS, the Portland City Planning Commission has reviewed the Amendment and has determined that the Amendment conforms to the general plan of the City of Portland, and has recommended that the Council approve said Amendment; and

WHEREAS, the Council has been presented with certain documentation concerning the conditions of the area contained in the Amendment and has determined that the area, together with the existing Project Area, is a blighted and deteriorated area as defined in ORS Chapter 457; and

WHEREAS, the Amendment, together with the previously approved Urban Renewal Plan, provides an outline for the development of the area in accordance with ORS Chapter 457; now, therefore,

BE IT RESOLVED BY THE COUNCIL OF THE CITY OF PORTLAND, STATE OF OREGON, as follows:

Section 1. It is hereby found and determined that the area described in the Amendment, together with the existing Downtown Waterfront Project Area, is a blighted and deteriorated area as defined in ORS Chapter 457.

Section 2. It is further found and determined that the proposals contained in the Amendment conform to the general plan of the City of Portland.

Section 3. The Amendment as described above, having been duly reviewed and considered by the Council, is hereby approved and adopted.

Section 4. The City Auditor shall file a copy of the Amendment with this Resolution.

Section 5. It is further found and determined that, in order to implement and facilitate the effectuation of the Amendment hereby approved, certain official actions must be taken by the Council and, accordingly, the Council stands ready to consider and take appropriate action upon proposals measured and designed to effectuate the Amendment.

Section 6. The City Auditor is hereby directed to forward forthwith to the Portland Development Commission and to the Portland City Planning Commission copies of this Resolution.

Adopted by the Council JUN 1 1 1975

Auditor of the Lity of Portland

Wayer Goldschmidt June 5, 1975 OIN:d1 RESOLUTION NO.

31580

RESOLUTION APPROVING AN AMENDMENT TO

THE DOWNTOWN WATERFRONT URBAN RENEWAL PROJECT PLAN TO EXTEND THE PROJECT

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Auditor of the City of Portland

Ch. D. /W. Dun