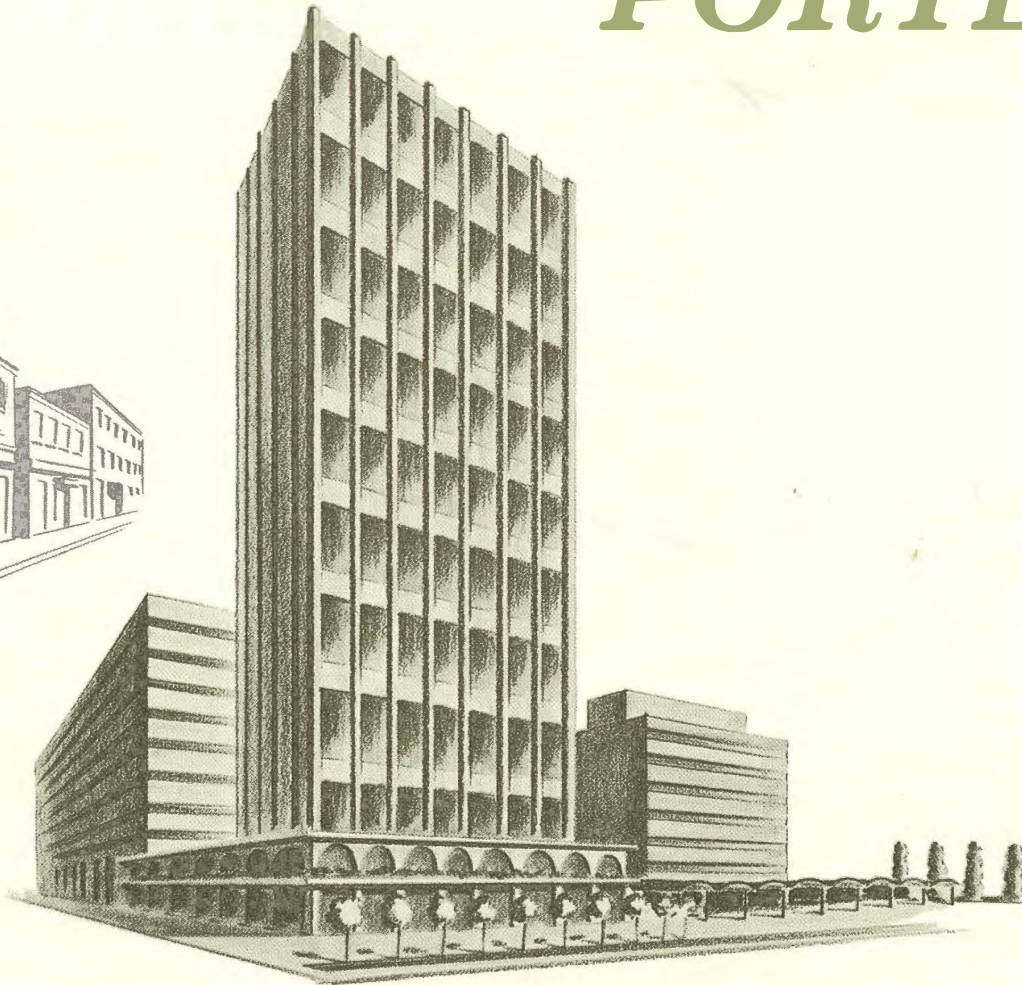


PORTLAND

moves ahead

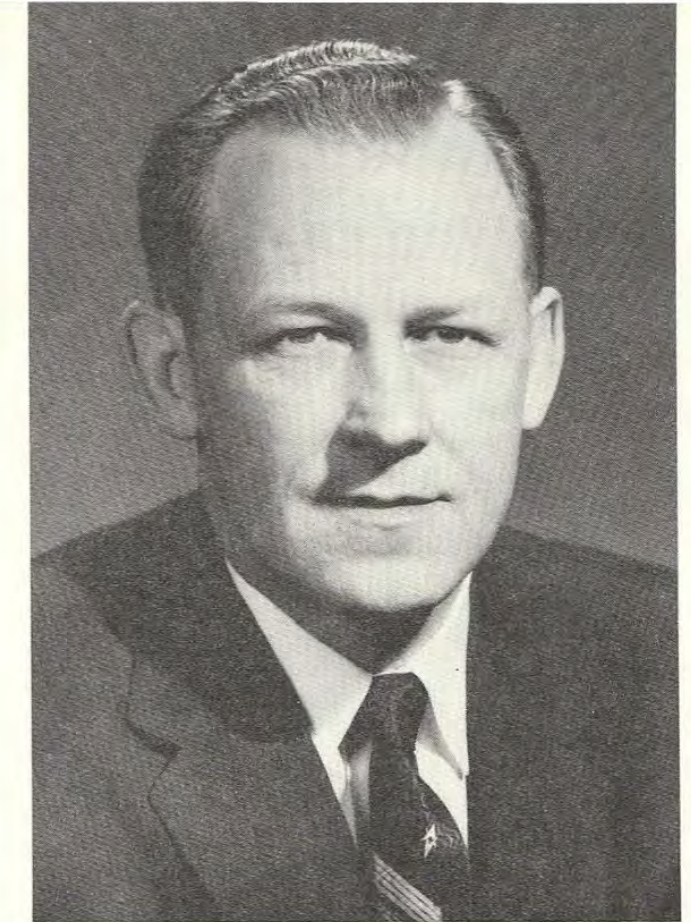
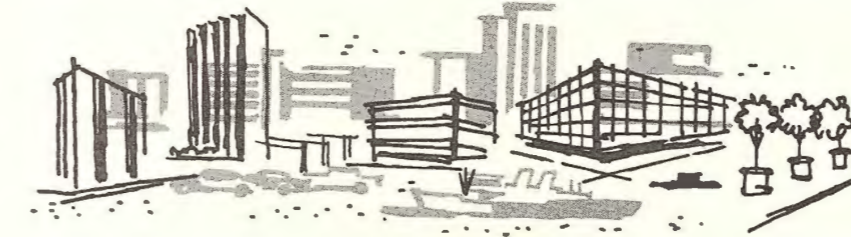


the mayor's annual report on the affairs of the city 1960



MAYOR TERRY D. SCHRUNK REPORTS ON 1960

a year of significant progress



AS ONE YEAR TURNS into the next, it is customary for the Mayor to reflect on the progress of the City he serves, to appraise and comment on its affairs, and to translate into reality what our visions, hard work, and common purpose have wrought.

In the most practical sense, visions can never fully be attained because they consist mostly of hopes; hopes shared by every citizen of Portland that our City shall achieve, and have, the very best. Hard work, many have put forth. It is measured in many of the accomplishments this annual report will show throughout its pages.

Our common purpose—as good government's must always be—is to expend unlimited effort to doing the greatest good for all of our people. For in fact, the City of Portland is "us".

Nineteen-sixty was an eventful year, one that will grow more in significance with time because of some very significant achievements: the opening of the world's largest shopping mart at Lloyd Center; the equally impressive debut of the glittering Memorial Coliseum which promises a new era in sports attractions, major conventions, and trade exhibitions; the uninterrupted leadership ranking of our public Docks; the permanent certification of competing airline service to Hawaii; and a \$68,500,000 building prosperity to which we can look forward. These are accomplishments equal to the elegance and dignity of our City.

Other new things are happening to add to that list in the future. The foundations for the 22-story Hilton Hotel are already in; a \$7,500,000 Post Office Annex will be in service; and ground will be broken next Spring for the new Standard Insurance Building. Urban renewal is progressing to the stage of readiness for a \$40,000,000 redevelopment. A \$9,500,000 Public Docks development program and new sewage facilities to solve our river pollution problems have been made possible by the voters.

Various community groups are rising to the challenge of blight and neighborhood decay, and the City will lend a helping hand in this endeavor. Municipal building inspectors will play an increasingly active role in this fight against blight through code enforcement activity. Under Commissioner Stanley W. Earl, a Building Conservation Study Committee will get to work on problems needing attention. Add to these efforts the aesthetic attention of the newly-formed City Beautification Committee, and we have the formula for making Portland a finer and safer place to live.

DISAPPOINTMENTS

The year just ending was not perfect by any means. It had its full complement of disappointments and problems that went unsolved, or were only partially met. Not the least of them, as far as City Government goes, were those problems that remained in the wake of defeat at the polls.

There's no doubt that the City of Portland will continue to thrive and progress without the money the rejected capital measures would have provided — but it won't grow as fast, or as well. We'll get along without needed grade separations and traffic controls by deferring them until funds are available. The same is true of the recreational levy, which had been intended to continue a money source that for 20 years had been the financial backbone of our park system. The zoo measure also, though highly desirable, was not an absolute necessity. With it, the City had hoped to complete work on the new zoo, which is one of our finest and most popular attractions.

To me, defeat of the operational levy for Civil Defense was an indication of popular doubt as to whether Civil Defense can be really effective in an atomic age. I would agree that there is no complete defense against any weapon of war — especially nuclear and missile types. Yet I must hold firm to the conviction that a strong Civil Defense program helps make a strong America, and that every City has a share of that responsibility. Civil Defense is much like fire insurance. I hope we never have to use it, but many lives will be spared if we ever have to — because we were trained in Civil Defense.

CHARTER WORK

Realistically, the loss of the ballot measure that would have cleaned some of the deadwood out of Portland's 47-year-old City Charter was a loss calculated mostly in time. The job needs to be done, and the sooner, the better. That measure was only a partial revision. We will continue to work for a full revision, and hope to place a completely "new" Charter before the voters in 1962. If the need is shown, a citizens' committee will be called in to help with review of the Charter — and even the form of Portland's government, in the process.

Some changes in our governmental procedures are indicated. The Public Administration Service pointed that out in its study completed for the City a year ago. The findings of that study are now under consideration; a few of them have already been put into effect. For example, Commissioner Ormond R. Bean and a special committee are working to bring about a consolidation of the City's shops, repair and maintenance operations. We anticipate savings of tax dollars will result.

Early in the coming new year, I will bring an administrative analyst into my office full-time to work towards implementation of the PAS report.

AREA GROWTH

The orderly growth of the entire community around us is being stifled for want of action to tie together the metropolitan area — which is, in fact, a social and economic unit — into one government. Without some binding adhesive, we are in danger of growing as a hodge-podge of cities, independent service districts with overlapping authority and duplicated services — all at taxpayer expense.

There are two obvious remedies: outright consolidation of City and County governments, or a realistic approach to annexation that will give the City freedom to flex its boundaries so that planning, zoning, police, fire, health protection, water, and sewage disposal services can be provided uniformly.

In discussing this need, I want to make certain that my motives are clearly understood. This is not a question of "the big City" attempting to gobble up fringe areas, but a matter of providing public services, efficiently and economically, for the common good. And it's a problem that will be met by office-holders in all levels of government, by individuals, and by civic organizations working together. Public support, perhaps even public demand will be needed to move this matter forward.

There is ample precedent for governmental consolidation. The City of Portland's need to service 57 "outside" water districts, at extra cost to users in those districts, is one example. Another is seen in the problems of setting up a Tri-County Sewage Disposal System. It may be remembered that bitter opposition preceded the annexation of Multnomah to Portland, but all is working out well now. It would appear that, wherever consolidation or unification can be brought about, we'd be moving in the right direction. "Home-rule" charters, giving metropolitan Counties greater financing powers, might solve some of these problems, but, certainly, not all.

CITY-COUNTY

Taxpayers might well be puzzled, for instance, at the present-day relationships between City and County Government: why in our own area we need to support separate health services. Three quarters of the tax dollars for Multnomah County Government, including health, are collected within the corporate limits of the City of Portland. All the money needed to support the City's Health Bureau comes from the same taxpayers.

The incongruity of this situation was underscored recently when School District No. 1 trimmed back its budget, eliminating the amount it paid to the City for health services. The County, at present, provides some health services to schools of District No. 1 which lie outside the City — but none to schools within the City's legal boundaries. Add to this paradox this fact: School District No. 1 is planning to set up its own separate health service for schools, if its tax measure succeeds at the upcoming special election.

The same illogic pertains to the County Hospital, County jail, County roads, and other County—but nonetheless public—services. Perhaps a State law is needed that would require County Governments to provide City dwellers not less than equal service to that provided for the unincorporated areas of the County.

In some instances, there is evidence of cooperation. The Metropolitan Planning program ties Washington, Clackamas, and Multnomah Counties, along with the City of Portland, to the same area-wide purpose. There have been talks between the City and Multnomah County about the eventual combination of Civil Defense, Radio Shops, and possibly health units. There is no differentiation in the Tax and Civil Departments of the Multnomah County Sheriff's Office services. Citizens both inside the City and throughout the County are served equally. Other fields of public service should, perhaps, be set up on an identical basis — where a single tax levy would provide a single general service.

LAW ENFORCEMENT

I am moved, in the process of making this report, to offer a public tribute to the late Chief of Police William J. Hilbruner, whose untimely death in November was a shock to the entire city. Since his appointment as Chief in January, 1957, Bill had worked with a limitless devotion to his job, which certainly must have been a contributing factor in his sudden passing from our scene. Chief Hilbruner contributed much to build the present high standard of efficiency the Portland Bureau of Police holds.

Crime index reports of the F.B.I. on crime across the nation for the first nine months of 1960 indicate a rising trend in crimes against Society. Portland, too, has had an increase in the number of crimes committed; but because of the fine work of the Portland Bureau of Police, our increase was substantially below the national average for cities of our size.

The reins of leadership have been passed to Chief David H. Johnson, who brings to that position university training and the invaluable experience of prior active service with the Federal Bureau of Investigation. Chief Johnson will bring new ideas and new methods to the Bureau. I am confident that his leadership will continue to strengthen and build the protective arm of our City.

YOUTH COMMISSION

One of the newest units of our local Government is the Portland-Multnomah County Youth Commission, which was established by our two governmental bodies early in 1960. At year's end, the Commission was engaged in the given responsibility of finding the best qualified executive director it could to coordinate the future programs of youth-study problems in our area. With public support, and the cooperation of related agencies, the Commission can give

us a better understanding of these problems. In my own view, the most important community force we have for constructive handling of our youth is still the family unit. Many may differ with me, believing that schools, churches—even the Government—should solve youth problems. The Youth Commission's studies may eventually show the need for less activity by public and private agencies, and more emphasis from the home.

WATER SUPPLY

This year brought significant forward progress in the long-range development of the City of Portland's water treasure at Bull Run. Under Commissioner Mark Grayson, studies have been made towards shaping a new policy on rates to outside customers; the second Bull Run Dam is heading for a late 1961 completion date; agreement has been negotiated with the U. S. Forest Service for management of Bull Run timber, long-range engineering for new damsites, access roads, and flow characteristics of the watershed.

In my personal view, we have not made satisfactory progress, however, in the utilization of the hydroelectric potential from the falling water at our dam sites. Such power development could yield the City considerable revenue for vital capital needs such as street-lighting and further expansions of the water system, itself.

LEGISLATURE

Nineteen sixty-one is a Legislature year, and Portland must continue to make sure that the State's lawmakers are made cognizant of municipal problems and needs. We should press for an additional 5% share of the State's liquor revenue to help offset law enforcement costs; seek stronger narcotic laws to assure better control of drugs which often fall into the hands of youth; and strive for a redefinition of "obscene material" as well as a law that would make the passage of material that tends to corrupt morals a crime. Changes should be sought in traffic laws, to allow law enforcement officers to arrest drunken driving offenders on "reasonable belief", rather than the restrictive need to witness the act of driving.

MASS TRANSIT

Portland has enjoyed a year of transit stability, but the long-range outlook for continuous "private operation" is yet to be determined. Significant improvements have been made, nevertheless, in Rose City Transit Company's service under the cooperative climate instituted by Commissioner William A. Bowes. Bus revenues are down all over the nation. With a continuing down-trend, it is too early to forecast the eventual picture. I hold the view that our citizens' best interests lie in private management. Thus, we should give Rose City Transit Company all encouragement.

SISTER CITY

Our "sister-city" program relationship with Sapporo, on the northernmost island of Japan, was one year old November 17, 1960. Its overwhelming reception by our own citizenry is evident in the endless chain of personal exchanges that have gone on between various elements of our two far-distant communities since the formal friendly tie was made. Every age level is included in the informal trade that developed in cultural interchanges. Formally, scores of Japanese visitors have come to see Portland: naval units, Olympic ski stars, business, civic, and trade officials. The high point of this new medium to better world understanding was the official visit of Crown Prince Akihito and Crown Princess Michiko during October. The program will be enhanced further in the coming year when Portland will be host to the sixth Conference of Japan-U. S. Mayors and Chambers of Commerce Presidents.

THE PROBLEM OF AGING

There is a growing recognition across the U. S. of the problems of old people. Portland has made impressive strides in that direction, too. Two downtown hotels have been converted to cater to elder tenants, and a new apartment for retired teachers is under construction near Duniway Park. To meet its part of the problem, the Housing Authority will construct a high-rise apartment building in the near-in section of the City, primarily for use of senior citizens of limited means.

CONCLUSION

In any summary of the year's affairs, there must be included the words of gratitude any Mayor must express to the thousands of citizens who make up this great City. And my thanks to them, for cooperation and assistance, extends also to my fellow members of the City Council, and to those who serve on all of our Commissions and Boards — to all City employees.

As I, too, enter the new year, to start a second term, I pledge that every effort that is mine to give, will be given to justify this public trust. I will need the cooperative arms of many, the prayers of all, to perform the tasks ahead. But I have confidence in our City's future, and in the people of Portland. I hope, when the job is done, that Portland will be a bigger and better City — because I have served.

Recommendations

1. That Portland cooperate with other cities throughout Oregon to bring about a realistic annexation and consolidation program for urban areas in Oregon.
2. That the Planning Commission study the capital needs of Portland and recommend to the City Council a capital improvement program to meet the needs of a growing city, and that the Council assign priorities in the program commensurate with the funds available.
3. That, based upon the Origin and Destination study report now being completed, a long-range plan be developed for the city concerning future highway construction and mass transit.
4. That plans be developed in cooperation with the State Highway Commission for the construction and financing of an elevated roadway for through traffic over Northwest Front Avenue, north of the Broadway Bridge.
5. That we continue to move on a local, state, and national level to meet the problems of people and businesses displaced through the highway building program. Some progress has been made, but we still are not doing as good a job as should be done.
6. That all means possible to eliminate the railroad grade crossing at SE 17 and Powell be explored. This project could be accomplished through the cooperation and assistance of the Southern Pacific, Multnomah County, and the Oregon State Highway Commission.
7. That the opening hour of the City Hall be established as not earlier than 8:30 a.m.
8. That in 1961, the city begin a \$5.00 per month contribution to each employee carrying an accepted hospital, health, or life insurance program with an organization of their choice.
9. That a study be made by our Employee Relations Director on the possibility of providing an incentive program of giving additional vacation time credit to the employee who builds up sick leave

credit. Such a program can reduce absences and encourage the conscientious employee.

10. That a proposal again be submitted to the people or Council for the development of hydroelectric power at the dam sites in the Bull Run Reserve, in order to capture and utilize the energy of falling water for the general benefits of both industry and the taxpayers. Perhaps a sizable part of our power bill for street lighting could be paid through the sale of such power.

11. That west side business interests expand their efforts to provide off-street parking in downtown Portland.

12. That the Planning Commission review its preliminary development plans for West Vanport and provide not only for industrial development adjacent to the railroad tracks, but also study the site in cooperation with Multnomah County as a possible location for the County Fair, a football stadium, a baseball facility, and an area for driving training, teen-age rodeos, drag strip, and possibly a sports car course.

13. That efforts be continued to develop an honor farm with outdoor work for city and county jail inmates. This should be a joint city-county operation, if at all possible. Failing this, the city must move to meet the need to alleviate the crowded conditions at the City Jail. People are important to a community, even when they are in jail. It is our job to restore them to a useful place in society whenever possible.

14. That in the 1961-62 Budget, serious consideration be given to a nominal charge for swimming and special classes. Our taxpayers have a large investment in swimming pools and recreational facilities. Free days for swimming should be provided.

15. That the city continue to cooperate with the Port of Portland and the Commission of Public Docks for the full long-range development of the Ramsey Lake area below Terminal #4 and at the junction of the Willamette and Columbia Rivers. Portland's industrial and shipping future lies in this area.

16. That the Dock Commission continue to carry on an aggressive program of information on our harbor facilities throughout the

world, in order to generate additional cargoes and ship repair activities in our harbor.

17. That the Portland Freight Traffic Association have continued support in their research and in their constant fights to protect the natural advantages of Portland serving as a transportation and distribution center. All forms of transportation, including rail, barge, truck, and air, must be assisted to full development for the best interests of the general public.

18. That the City of Portland continue to press and support, along with other agencies, the widening and deepening of the Willamette and Columbia Rivers channels to the sea.

19. That an aggressive program be continued to take the profit out of obscene magazines, films, and TV shows. We are not interested in censorship as such, but parents can be more selective as to where their, or their children's, time and dollars are spent.

20. That the public utilities in the area develop a long-range program for the elimination of surface poles on our arterials and in our residential areas. Eventually, all such service will be underground. Progress has been made in this field, but it needs to be broadened on an over-all basis.

21. That the Planning Commission review the Pioneer Post Office site as a possible location for an historical museum, or, if the building is to be removed, as a park area. This site should always provide an open area in downtown Portland.

22. That long-range plans be continued to be explored and developed for the construction of a storm sewer system to relieve the load on our sewage disposal plant.

23. That Portland and Multnomah County apply to The Community Facilities Administration for preliminary planning funds for a new City-County Administration Building, in order to have complete facts available prior to submitting this major capital project to the people for funds.

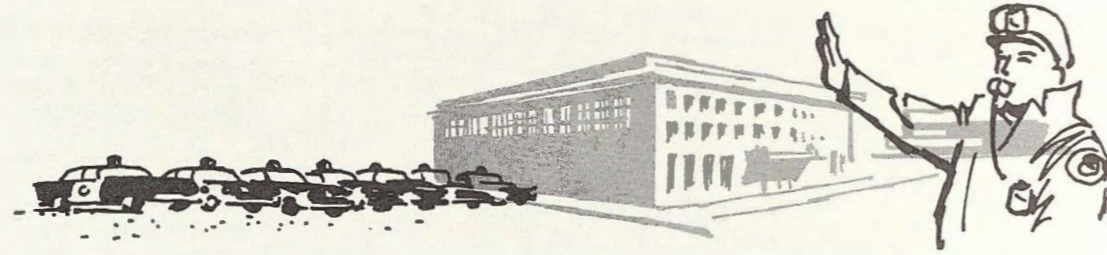
24. That the people of Portland be proud of their city and tell the world about its many fine features as a city in which to live, to do business, or to visit. This is a beautiful city, and its future is unlimited. All of us must be part of that future.



DEPARTMENT OF PUBLIC SAFETY

TERRY D. SCHRUNK, Mayor, Commissioner of Public Safety

**crime rate held under national average;
work loads mount for 'safety' services**



WHEN all the patrol hours, traffic facts, crime statistics, and human equations that go with the Bureau of Police's job of preserving peace, protecting life and property are put together for 1960, they add up to a reassuring picture. The City of Portland has no unusual law enforcement problems.

An abnormal rash of multiple-fatality collisions marred an otherwise good traffic record, and the year-old newspaper strike put a costly drain on manpower — an extra outlay of \$103,817 — but the City's crime rate continued to be held significantly below the national average. Vice and narcotics activity, another standard gauge of police effectiveness, was dropped to a level police say is an irreducible minimum.

Along with general youth population increases, there was a jump from 1600 to 1711 in juvenile work cases, but Portland is still devoid of any large-scale youth problems. One third of all incidents handled by policewomen were related, in one way or another, to dependency or neglect factors.

SCORE SHEETS

The year saw a dip in all willful crimes of violence: homicide, rape, robbery, and aggravated assault. Burglary and larceny were up, but there were no kidnappings and only one extortion case was recorded. Five of the six classified murders — there were nine in 1959 — were solved; 90% of all major burglaries were cleared, as were 222 of the 813 automobile thefts and 95 of the 230 robberies. Forgeries, 20% higher, were balanced by a 95% arrest record. Over the nation as a whole, serious crimes showed an 11% jump.

In the traffic column, 41 automobile and pedestrian deaths blotted

the record in spite of an 8% decline in injuries and an overall improved enforcement index. Three separate mishaps accounted, in total, for ten lives. Nineteen fifty-nine, with 33 fatalities, had only one multiple-death accident. Traffic smashups injured 4042 persons over the year.

A marked uptrend in pleasure boating was evidenced in 16 river rescues by Harbor Patrol units; there were only three in 1959. Along with the growing river traffic went the recovery of \$100,000 worth of sunken property and a 13% gain in regular ship inspections. An explosion and fire aboard a tanker, resulting in two deaths, was the only major port accident.

COURT PROCEDURES ACCELERATED

Portland's Municipal Court registered the year's count more exactly: 80,899 traffic cases and 23,676 proceedings before the criminal bench. Combined court business produced \$1,130,000 in fines and other revenues, of which parking tags accounted for \$454,162.

These dollar totals exclude the human element, however. The Parole and Probation Office experienced a 9% boost in active case load and handled 35% more pre-sentence investigations for the court. An estimated 39% of all parole work involved alcoholic factors, underlining the need for better rehabilitation facilities. The ancient jail elevator, oldest of its type in the City, was torn out and replaced, but the overcrowded cell problem still exists.

A new planning and research unit was added to the police organization to handle public relations and develop programs for better operational use of men and equipment.

In 1947, only 47% of the police force qualified as marksmen. This year, the average was up to 88% — the product of intense training. The police pistol team collected 93 individual awards, 43 team medals, and 11 trophies in national competition.

Health covers wide field

GENERALLY, the state of the public's health is told in columns of year-end statistics. No collection of facts and figures, however, can measure what it might otherwise be — if the City did not exercise guardian controls.

In addition to the daily watch on milk, meat, and food outlets, X-ray services which turn up an average of 150 new cases of tuberculosis each year, contagious disease-finding, mosquito and rodent controls, general nursing and clinical services, the Bureau of Health initiated these new programs in 1960:

Regular visitations by nurses to all human-care institutions to inspect patient-care methods; family counseling in mental patient cases; and new laboratory procedures to test for antibiotics, pesticides, or radio-activity in food products.

Air pollution control efforts were stepped up with the addition of a "smog" engineer to the health staff. Over the year 164 complaints of air contamination were checked out and 200 other field inspections were made to enforce smoke standards and open-burn regulations.

The City Health Officer's renewed effort to outlaw the sale of the remaining small supply of unpasteurized milk in Portland was set aside in the face of heated opposition from users. Six hundred twenty-six dog bite cases were investigated; no trace of rabies, evident in another area of the State, was found, however.

City mobilizes volunteers

PORTLAND'S Disaster Relief and Civil Defense organization serves as a rallying point for several thousand volunteers, from all walks of community life, who can be mobilized in event of war or a major emergency.

During 1960, some 450 individuals were schooled in rescue work; 10,000 hours of field training was provided for Auxiliary Police; 600 others took radiation and fallout protection courses along with "mass feed" exercises and a home preparedness workshop.

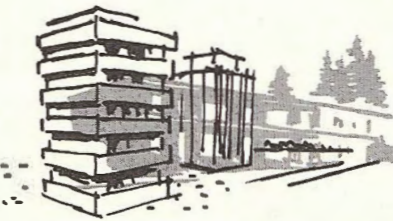
The biggest problem in the City's efforts to sustain this program eluded solution. Voters rejected a \$125,000-a-year operational levy, leaving Portland to search elsewhere for money to keep it rolling as is.

One hope lies in the area of more Federal aid. Uncle Sam will soon make matching funds, heretofore limited to equipment and maintenance needs only, available for administrative and personnel expenses.

City jobs have appeal

INTEREST in City jobs is mounting. During 1960, the Civil Service Board handled more than 14,000 inquiries about municipal employment — a jump of 3000 over average years. The most-wanted position? Police patrolman. There, twice as many applicants showed interest as in former periods. In contrast, recruitment of secretarial, technical, and professional help continued to be a problem.

In all, the Board processed 300 separate job examinations during the year and provided a ready pool of some 1000 candidates for appointment on job openings. After study and review, 246 existing job positions were reclassified and personnel records of the current force of 3800 municipal employees were updated. Out of this lot, there were 159 resignations during the year.



**NEW PERMANENT
LOW-RENT HOUSING
WILL SERVE
ELDER CITIZEN NEEDS**

FOR the Housing Authority of Portland, 1960 was a year of significant transition. It saw the end of the "war" housing era and the beginning of a purposeful new effort to bring improved living for needing elder citizens and City families of limited means.

The remnants of war-built, prefabricated rental units at Hudson Homes and Fir Court fell to wrecking hammers at mid-year, their empty acres going thereafter to builders for new private development. To fill the still-existent need for low-rent public housing, HAP will build a modern high-rise apartment structure in the "close-in" northwest section early in the coming year.

It will be the first public project of its kind on the Pacific Coast — designed for the needs of Portland's elder citizens, many now living in substandard dwellings throughout the West Side. There will be room, in addition, for 39 low-income families with pre-school children. It will be within walking distance of churches, clinics, hospitals, and shopping areas and have a two-story community service center adjacent.

Still another development, a 100-dwelling project, is in the 1961 mill of Housing Authority planners. The old established area bounded by SE Division Street, Powell Boulevard, 12th and 26th Avenues will be combed for vacant properties and new living units built where feasible on a "scattered sites" basis.



DEPARTMENT OF FINANCE

ORMOND R. BEAN, *Commissioner of Finance*

***perennial tight budget limits services;
parks rated among finest in nation***



WHATEVER the nature or magnitude of City Government's problems, they usually can be related in one way or another to money — more precisely, the available amount of money. Money supply inalterably determines the level and adequacy of municipal services.

For fiscal 1960-61, the Department of Finance was confronted with the challenge of making a \$59,390,070 budget do for all matters of City business; from the day-to-day operational, utilitarian and protective needs to urban redevelopment and management of Portland's public docks and the glittering new Memorial Coliseum.

By any measurement, a budget of that size is a tight fit for a metropolitan city whose undiminishing growth demands more and more public services. In dollar-and-cents terms, the 1960-61 budget is \$10,431,441 smaller than the previous year's. The reduction represents mandatory cuts in outlay for capital improvements and an unwelcomed decrease in per capita allotments from the State — primarily on the basis of 1960 census findings.

MONEY SOURCES

To support a \$59,390,070 budget, the City draws from these principal sources: about 27%, or \$16,259,075, from taxes; a \$12,105,593 carryover balance from 1959 appropriations; \$4,249,760 from bond issues; \$2,641,500 from State allocations; and the remaining 41% — or \$24,224,142 — from miscellaneous other avenues

such as license, franchise, service, and Municipal Court collections.

Less than half of this money finds its way into the actual operating end of City Government. For 1960-61, the General Fund received \$21,986,671 of the aggregate, and 78% of that amount automatically went for personnel costs. The remaining 22% is left to cover all other operational, maintenance and equipment needs.

Twice during 1960, the City Council sought relief from the perennially tight "pocketbook" by going to the voters. With only two exceptions, all money requests were rejected. Hardest-felt was the turn-down of a broader tax base, which would have produced an additional \$3,000,000 a year for City programs.

THE OUTLOOK

It is apparent that the City will have to look to the voters again in the future to provide money for needed capital improvements. Budget-makers calculate that it would take at least \$5,000,000 more annually to give the City Government the fiscal freedom it needs. Almost no new revenues are in sight for 1961-62 — except for the 6% tax increment allowed annually by law, and whatever increases come from the miscellaneous sources.

In general, the City is utilizing all of its existing revenue sources to the fullest. With continuing growth, and ever-rising costs, new moneys may have to be sought from a proportionately higher share of State gasoline, liquor—and possibly, even income tax—revenues.

ANNOTATIONS

For the first time in the City's history, gross license collections exceeded \$3,000,000. Two-thirds of the total intake was from business and professional license fees, which ran a quarter million dollars higher than in 1959.

Customary bank borrowings were the lowest in years — \$2,400,000, at an interest cost of \$10,727. On the other side of the ledger, short-term investments yielded \$529,965; some \$33,000 was salvaged from auction of old equipment; sales of surplus real property turned back \$54,000; and there were extra savings in the City's greater emphasis on "quantity" purchasing.

The City managed to apportion \$1,063,801 for annual employee wage adjustments—though it required trimming back of some programs, and a step-up, from two to three years, in the time to achieve maximum pay rates in all job classifications.

Street lighting will pose a major fiscal problem over the next four years. A \$10,000,000 special levy, which has changed Portland from one of the darkest-after-dark to one of the nation's best-lighted cities, will be exhausted then. Unless the levy is renewed by the voters, the annual \$1,000,000 lighting cost will have to be provided for out of the regular General Fund.

Play areas prove popular

PORTLAND'S natural inclination towards outdoor play and recreation is a mathematical fact. Taken all together, there were at least 10,000,000 "users" of the City's parks, playground, athletic, picnic and zoo facilities during 1960.

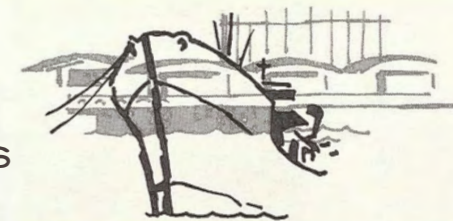
If any one of the 127 different facilities rated a popularity nod, the title unquestionably went to the ultra-modern Zoological Gardens which the City fashioned out of 40 rolling acres of the old West Hills golf course. The \$3,800,000 vibrantly-colored, natural setting, animal showplace attracted almost three-quarters of a million visitors of its own.

Nineteen-sixty, on the whole, saw 642.79 acres added to the total park system; far greater use of the 3300 wilderness Forest Park acreage by nature study and educational groups; some \$587,000 put into general improvements of facilities; and an overall participation gain of 30% in all recreational programs.

With this acceleration came inevitable drains on existing supervisory personnel and equipment. Budgetary limitations cut down the public swimming program and brought forecasts of still greater curtailment of some of the less-essential activities in the years ahead—primarily due to the expiration of a special parks levy which has run for 20 years.

Fiscal problems, general to the City as a whole, will determine the course of future development of 635-acre West Vanport, more swimming pools and several community recreation centers which already are on the drawing boards.

CITY DOCKS BRING BIG DIVIDENDS: DEVELOPMENT PLANS WIN APPROVAL



FOR the fourth year running, Portland leads all Pacific Coast ports in dry cargo volume—and this, in spite of the end of coast-wise maritime trade early in 1960. Bulk commodities moved up only slightly in the last twelve months, but general cargo gains were substantial. Today, more than three-quarters of a million tons of revenue shipping are passing over the City's public docks each year.

The economic impact of this on Portland is easily seen. More than 13,000 draw their livelihood from waterfront-connected activities and from them comes a \$62,000,000 annual payroll. Beyond a doubt, dividends of that magnitude won the public's support for the Commission of Public Docks' \$9,500,000 development bond measure, while the great lot of other vital money proposals went down to election defeat in November.

Those bonds, in the years ahead, will pay for reconstruction of general cargo facilities at Terminal 1, allow expansion of railyard links to Terminal 4, and provide other dock needs, including some new high-speed cargo-handling cranes. All will serve the Commission's broad aim of meeting trade competition through top-performing facilities, the best freight rates and vessel services that can be provided.

The year just ending brought improvements in market research techniques, an active partnership alliance with the Portland Freight Traffic Association and the inception of a new Overland Freight Committee to help develop cargo movements to and from the overland territory east of the Rockies. At the same time, there was no letup in campaigns to bring to Portland a greater share of government traffic movements and more direct sailings of subsidized U. S. flag-line vessels in trans-Pacific trade. Trade contacts were strengthened with Japan—Portland's number one maritime customer—and efforts were pursued to win other foreign markets, generally in Western Europe and South America, to the same degree.

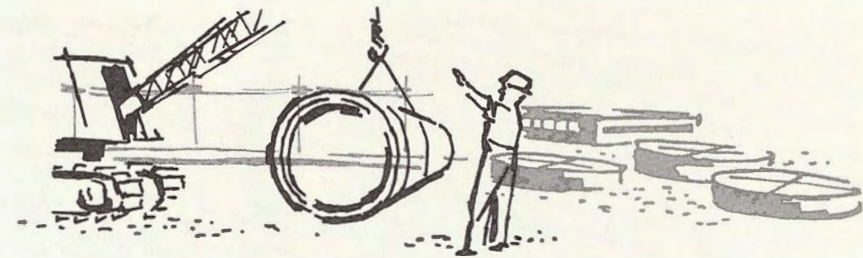
Tighter cost controls, improvements in operating practices, and general economies in management during 1960 added up to a 5% gain in operating revenues, despite higher general costs. For the fiscal year of 1959-60, the Commission of Public Docks earned \$353,625 over and above all expenses. This, obviously, is a measurement of growth and achievement for the City's biggest dividend-paying operation.



DEPARTMENT OF PUBLIC WORKS

WM. A. BOWES, *Commissioner of Public Works*

**works programs cover all areas of city;
sewage needs rate top priority for 1961**



ANYWHERE one lives, walks or drives in Portland, he is bound to touch some province of the Department of Public Works. It, by organizational makeup, is the engineering, construction and maintenance "work horse" of the City, and its problems, at times, are as weighty and complex as its responsibilities.

One of the most difficult of those problems was solved in 1960. After a number of earlier turndowns, cost-conscious taxpayers gave the City the "go" sign to finance critically-needed sewage treatment improvements through a pay-as-you-go method of higher sewer-user rates. Idle plans went back onto City engineering boards and were updated immediately. Just as swiftly, the State Sanitary Authority cancelled its court action to try to force the City of Portland to abate river pollution—primarily from waterfront outfalls which, for lack of money, were never tied into the City's multi-million dollar interceptor system.

WORK SHEET

A far-reaching abatement program will be undertaken in the coming year, as a result of the voters' monetary lift. It will provide, among other things, sterilization facilities for present treatment works; an expansive Tryon Creek system and secondary plant that will serve the growing southwest area of the City; new lines to intercept outfalls now discharging raw wastes into the Willamette River; and studies to alleviate industrial wastes from northwest Portland—including the possible diversion of all West Side sewage flow to a new treatment plant north of Linnton.

Fifty new sewer improvements were programmed out of 1960's

budget allotment, among them a Mocks Bottom sewer system, completed at a cost of \$130,500, which—with a street widening—fits into a \$1,800,000 Swan Island industrial development. Among others: relocation of Balch Creek outfall which will make an idle waterfront section usable; a separate \$250,000 sewer network for the urban renewal project; and a \$50,000 storm sewer improvement for the new Hoyt Street Post Office Annex.

OTHER OPERATIONS

Closure of a number of private dumps on the City's fringe put the heaviest burden in its history on Portland's refuse disposal fill and 28-year-old incinerator. Intake volume for the year added up to 1,485,000 cubic yards of mixed refuse materials.

The Municipal Paving Plant used up 1,500,000 square feet of resurfacing materials on small street repairs and more than 226,000 square yards on major resurfacing projects. In addition, City inspectors on systematic neighborhood rounds posted 2770 defective sidewalks, curbs, and driveways.

A \$700,000-a-year special tax, defeated at the polls, constituted a major setback for street improvement programs. The money would have paid for a number of vital grade separations at congested arterial crossings. Also lost was a continuing \$100,000 levy for traffic engineering needs and signalization. With funds on hand, traffic engineers installed two major one-way couplets—N. E. Broadway and Weidler Street, and N. Vancouver and Williams Avenue—and equipped the new Lloyd Center and Memorial Coliseum with control devices.

Mass transit runs smoother

IMPROVED operating conditions for Rose City Transit Company held Portland's once-critical mass transportation system on a steady—and hopeful—keel throughout 1960. Despite a 5% drop in revenue passengers, the company ended the year in the profit column.

Most of the brightened outlook could be attributed to operating economies worked out by the company with the City's Transportation Director. Through routings eliminated costly, traffic-congesting downtown turns. Duplicating services were lopped off, affording extensions and better service all-around. With the improvements, the company, once on the verge of going out of business, instituted a bus renovation program and placed an order for five new coaches.

Taxicab operations also improved. The purchase of Yellow Cab Company by its two competitors brought a gain of 10% in gross revenues. Taxi stands in the central business district were placed on a rotating basis, providing a general reduction in the overall number required for day-to-day operations.

Planners welcome new code

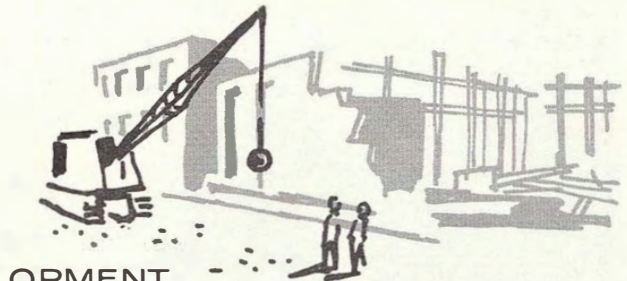
THE City Planning Commission acted on 340 separate zoning matters and reviewed 426 variance requests during 1960, an all-time high record. In general, the increased work load reflected the greater adequacy of Portland's new zoning code which replaced one that had been in use for 35 years.

Thirty subdivision, street vacation, and public property sale matters were processed, in addition. Among major projects were the evaluation studies for the new Minnesota and Sunset-Stadium Freeway interchanges; three public school reviews; and the establishment of setback lines on S. W. Capitol Highway and Barbur Boulevard and along 5½ miles of N. E. 82nd Avenue.

Traffic safety agenda full

THE Traffic Safety Commission's ten members, 150-member sub-committee, and permanent staff of four have one general objective: to achieve greater citizen support of traffic safety through public education. Their 1960 program list included a religious youth safety workshop, pedestrian safety contest, child safety crusade, teen-age rodeo, traffic safety Sunday, weekly pedestrian safety school, public vehicle safety check, and a driver improvement clinic.

Portland's 17-woman Meter Maid Corps, three years old on January 6, was shifted from the Commission to the Traffic Engineer during the year. The Corps issued 210,000 parking tags of all types and 12,000 courtesy notices to visitors.



DEVELOPMENT COMMISSION STEPS UP PACE OF URBAN RENEWAL

NINETEEN SIXTY-ONE will see Portland's first urban renewal effort, the makeover of 54 rundown blocks south of the Public Auditorium, reach the stage of readiness for a thirty to forty million dollar rebuilding. All structures in the 83-acre project area that are targeted for demolition, will be down by September, and the task of laying new streets, curbs, and utilities for new tenants will get under way immediately after that.

The Portland Development Commission, manager and eventual marketer of this giant real estate venture, is now hard in search of potential commercial and light industrial developers for the cleared land. It will be open for office buildings, some acceptable factories and motels, and have adequate parking to serve all users. From the tract's re-use, the City of Portland expects a five-fold tax return; its pre-renewal yield of \$143,000 annually scarcely matched the cost of fire, police, and other municipal services it utilized.

During the year, 655 families and 110 business establishments inside the area were relocated. Sixty-five per cent of the properties have been bought up, leaving some 300 parcels still to be acquired. Thirteen cases, involving purchase settlements, have gone through the legal mill for court determination of prices.

All the while, work has begun on another phase of community conservation. With the Albina Community Council, an 18-block section of Albina has been tapped as a pilot project in neighborhood self-help. Rather than total clearance it will be upgraded in livability and attractiveness to correct blighted spots and environmental deficiencies. The City has created a new Conservation Code Study Committee to encourage such "local" rehabilitation.

In the coming year, the City also will seek a federal aid grant to support a broad community renewal program. Such money is offered to measure existing blight, estimate removal costs, and help establish a municipal capital improvements goal to fit special neighborhood projects.



DEPARTMENT OF PUBLIC AFFAIRS

STANLEY W. EARL, *Commissioner of Public Affairs*

**Portland gives its fire bureau a new look;
building prospects foretell a bright 1961**



ONE special room in the City's block-square Central Fire Station looks somewhat out of place. It is furnished with a brand-new Stolting lie detector and accoutrements more normally associated with criminal interrogation work than fire-fighting. Portland is believed to have the only metropolitan fire department in the United States so equipped.

The room's intrinsic value and its place in a \$3,000,000 Fire Bureau modernization program, which now is more than half way completed, are evident. Through its use, seventy-four arsonists, who were blamed for 171 incendiary fires involving some \$400,000 damages, were apprehended. Their malicious fire-setting accounted for approximately one-third of the total fire loss of \$1,230,699 recorded for the fiscal period ending June 30, 1960.

Overall, fire losses in that period were 25% lower than the previous period, and they included only two "large loss" conflagrations: the \$120,317 Coast Electric Company fire and the \$102,654 fire at Western Door and Plywood Company. Apart from these, there were 15 others with damage exceeding \$10,000.

National fire statistics give smoking and matches, misuse of electricity, and defective or overheating with cooking equipment as the three most common causes of fires—usually in that order. In Portland, however, electrical causes headed the list.

Rescue and first aid crews of the Fire Bureau answered hundreds

of other emergencies in addition to actual fires. The Jay Stevens disaster car, for example, logged more than 700 miles and 139 hours on special duty calls. Such calls ranged from delivery of babies and the removal of victims from traps in vehicular wrecks, cave-ins, and explosions, to extrication of a man who had been pulled into a huge mixing machine.

PROGRESS REPORT

Under the modernization program, the Department of Public Affairs has administered the building of nine of 13 projected new fire stations; added 16 pieces of heavy-duty fire apparatus to replace some which were 18 years and more old; started reconditioning the Bureau's three fireboats; and launched a \$400,000 fire alarm system overhaul which will replace a 40-year-old underground cable network, as well as revamp central alarm controls and provide 1300 new street alarm boxes.

When all is finished, approximately \$1,500,000 will have gone into station building and relocation, and \$900,000 into new apparatus and allied equipment. Industrial, business, and residential developments have changed the determining factors in station location. The modernization effort will provide better fire protection balance and put the fire department "only minutes away", in one fire engineer's opinion, from any outbreak in the City.

By physical count alone, the Fire Bureau has little more than doubled its size in 48 years—the life span of Portland's present commission form of government. Today's personnel force of 701 with 52 pieces of first-line apparatus and 60-odd auxiliary units compares to a 1912 strength of 304 men and about four dozen "rolling" pieces. And that does not include the stable force then of 123 horses!

New buildings mark growth

PORTLAND'S face is still flushed with building prosperity. Along with San Francisco, it was the only major Pacific Coast city in 1960 to show an increase in new construction prospects.

The City issued 6620 permits for new building projects, representing a total valuation of \$68,500,000 for the year. This was 23% more than in 1959 and can be matched with a forecasted national construction gain of 1% for 1961.

In the overall picture, dwelling construction fell off by 30%, though the cumulative valuation was up 2%. New residential permits totaled \$17,378,840 and broke down into 479 single-family homes, 41 duplexes, and 82 apartment projects with 1043 family units.

The past 12 months were notable in other ways. The \$30,000,000 Lloyd Center was completed and opened, and construction was begun on the new 22-story Hilton Hotel, and on a \$7,500,000 Post Office building—both to be finished in 1962.

Communications needs growing

THIS may be the television age, but radio continues to be the indispensable "work horse" of the City's full range of communications needs. Notable proof of that, throughout 1960, were these Bureau of Communications and Electronics' accomplishments:

Conversion of the entire Bureau of Water Works radio system to a mobile operation, linking all field points with engineering headquarters; installation of an inter-city fire network which will eventually tie together all primary fire departments in the Willamette Valley; completion of an intertie between Portland police and Seattle; creation of a new highway maintenance channel for public works units; and progressive work on the new police dispatching room, which will be ready early in 1961.



NEW MEMORIAL COLISEUM PROMISES TOP ATTRACTIONS IN YEARS AHEAD

TO the City's five-member Exposition-Recreation Commission, the year 1960 could have only one possible highlight: the opening of the shimmering new Memorial Coliseum and, as an added dividend, the 119,592-admission response to the glass-clothed \$8,000,000 showplace's initial attraction. Forgiven, at that moment, were the six years of hardship in contested elections, site controversies, and delaying legal hurdles that had to be overcome before its building.

The 16-performance stand of the "Holiday on Ice" opener and first annual Columbia Basin Exhibition and Trade Fair, held simultaneously, demonstrated adequately the appeal and capacity of the 13,000-seat sports arena and overflowing exhibit halls. Professional hockey play, college basketball, automobile, and fashion shows have followed since. From the standpoint of economic and entertainment potentiality, the Coliseum is destined to become one of Portland's greatest attractions.

Still in the finishing stages are the chapel and memorial room, which with a bronze plaque will dedicate the three-acre-broad facility to our honored war dead.



DEPARTMENT OF PUBLIC UTILITIES

MARK A. GRAYSON, *Commissioner of Public Utilities*

Water consumption jumps to 60¹/₂ billion; gallons; future needs are under study

IT'S BEEN said that Portland can grow and grow, and there will always be enough clear, cool water for all its people, its industries, and the fringe neighbors around it. Supply is no problem. But storage and distribution facilities are—for the obvious reason. Somebody has to pay for them.

Engineering studies, hard under way by the Department of Public Utilities at year's end, will set the guidelines for an orderly approach to this imbalance of future needs versus monetary resources. One indication is clear, however: the more than 50 "outside" consumer districts regularly served by the City's water will probably be called upon to help share in future capital costs—through higher rates.

The total \$53,000,000 investment Portland now has in its water system—which would run up to \$200,000,000 at today's replacement costs—was put up almost exclusively by City users. Portlanders are, in reality, citizen-owner-customers of the Bull Run water "treasure."

RECORD VOLUME

Demands for water have climbed steeply, commensurate with the area's population and industrial growth. In 1960, a record flow of 60,500,000,000 gallons of Bull Run water was piped down to the City and its neighbor users from the man-made headworks of Bull Run, 30 miles east of Portland. This amounted to 7,000,000,000 gallons more than the previous year, and apportioned out evenly, was 116 gallons a day for every residential user.

Jeweled Bull Run Lake, the source of the Bull Run River, high in the unbroken evergreen reserve, together with Ben Morrow Dam and its ever-feeding tributaries, and the second Bull Run Dam now moving towards completion by the fall of 1961—all are sufficiently capable of meeting the City's own needs for years to come. Tap in 34 "outside" districts, 17 other independent water companies, and

several suburban cities which make up the Portland area's metropolitan breadth—the need then assumes greater proportions.

To serve everybody continually, that is, a projected population of more than 1,000,000, water engineers agree more conduits, pipelines, and feeders will be required. Some \$60,000,000 worth of system expansions will be needed over the next few decades. This forecast already is beginning to shape a new City policy, which may mean unavoidably higher water rates for "outside" customers. Most of the future expansions will necessitate new transmission conduits to accommodate the greater flow capacities.

CONCRETE and STEEL

The second Bull Run Dam, whose earthen face will take enough cubic yards of sand, soil, and rock to fill the space of ten Multnomah County Courthouses, will be the keystone in the system to trap more water for upcoming needs. Despite an abnormal number of construction setbacks, because of engineering obstacles, weather, and even flooding, it will be ready for use before the next year rolls around.

Nineteen-sixty brought other notable betterments: 4,500,000 gallons of additional near-in storage in the Sam Jackson reservoir and new St. Johns tank; rehabilitation work at Bull Run Lake to check wasteful seepage; relining of the last 9-mile stretch of conduit No. 2; refurbishment of other reservoir facilities; new main feeders in the southeast and southwest sections; and a vertical turbine pump on Mt. Tabor to multiply flow pressures. Still another 10,000,000 gallons of neighborhood storage are blueprinted for 1961.

DOLLARS and CENTS

Portland's water system continues to be a self-sustaining utility, requiring no drain on the taxpayers. All operating and construction expenses are paid out of revenues—bonds repaid from future earnings. Total intake for 1960 added up to \$4,996,846, aside from a \$241,129 timber sale yield. Some \$750,000 was paid towards bond retirement, leaving a bonded indebtedness of \$17,287,144, or a net of \$15,548,663 after deduction of sinking fund cash and investments.

Under departmental management, the Public Auditorium accommodated 400,000 patrons at 200 different attractions during 1960.

OFFICE OF CITY AUDITOR

RAY SMITH, *Auditor of the City of Portland*

Auditor's office maintains control; of thousands of records year-round



THE exacting, at times monumental, job of accounting, auditing, and maintaining official records of all the City of Portland's business year after year falls to the Office of City Auditor. And when municipal elections come around, or a bond issue is called for, he handles the attendant details of them, too.

Just keeping tabs on the City's budget, although it is planned, drawn, and administered under the Department of Finance, requires entries in 155 subsidiary ledgers—all controlled by a general ledger. Some indication of the "paper" volume, that is constantly either in transit or being processed by the Auditor's Office, is shown in these accountings for 1960.

Some 32,000 vouchers for City services, materials, and supplies were audited during the year and 100,000 payroll warrants were issued. Eighty-four local improvement projects were processed and channeled through the office, with their related costs apportioned out to 1700 different parcels of land. The Auditor maintains a record file of the legal ownerships of 175,000 lots, blocks, and parcels of land in the City, and daily changes must be made as transfers occur.

COUNCIL RECORD

Each week the Auditor's Office prepares and calendars, for public meeting, all items of City Council business. These calendars aver-

age 16 printed pages. Verbatim minutes of the year's 106 Council meetings filled 2020 pages. They covered the action on 4800 documents, which included 1846 ordinances and some 300 special resolutions—all of which needed to be numbered, indexed, filed, and copies transmitted to affected agencies, persons, or business concerns.

The permanent record of all City business is imprinted on microfilm. The volume for 1960 covered 332,860 images of City documents, or 140 reels of data on payrolls, bi-weekly time reports, accounting ledgers, Council documents, and City ordinances. More than 7,000,000 such microfilm images have been made to date, some as old as the 1870-1915 Council meeting records for the Cities of Albina and East Portland, Towns of Linnton and St. Johns—before they were annexed to Portland.

At the Auditor's suggestion, a major change was made during the year in procedures for employee sick leave. The City Council adopted the proposal, abolished a system of nurse visitations to employees' homes, and saved an annual expenditure of \$20,000 as a result.

Another responsibility is that of administering the Fire and Police Disability and Retirement Fund affecting 1377 active employee-members. There were, at year's end, 572 pension recipients of the fund, which represents an annual outlay of \$1,500,000.



PORTLAND...

metropolitan giant, seaport of the world — surges onward toward approaching greatness. Her initiative and vigor portend even greater growth for the future. Portland, too, is a city of gracious living with an abundance of year-round recreational opportunities and where the strength of the family creates a better place for all to live and enjoy.



Charter : City of Portland, Oregon

Article 3 : THE MAYOR

Section 2-301. Duties and Annual Message. The mayor shall exercise a careful supervision over the general affairs of the city and its subordinate offices. It shall be his duty from time to time to make such recommendations to the council as he may consider to be for the welfare of the city. On or before the fifth day of January in each year, he must communicate, by message, to the council a general statement of the conditions and affairs of the city and submit therewith the annual budget of current expenses of the city. (Ch. 1903, sec. 147; 1914 rev., sec. 59; 1928 pub., sec 59.)

