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CITY OF PORTLAND
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January 18, 1952

To THE COUNCIL.

Gentlemen:

In accordance with Charter provisions, I submit herewith the Mayor's 1951 Annual Report for the consideration of the Council and the public.

Nineteen-fifty-one marked the end of the first century of Portland's corporate existence. The year was a fitting climax to a century of steady, healthy growth. The city's accomplishments, charted against the background of the Cascades, form a graphic outline of our municipal progress. Nineteen-fifty-one stands out as boldly as the majestic peak of Mt. Hood which dominates the terrain of the mighty Cascade range.

Our Centennial year saw the city's industrial activity increased by nearly thirty million dollars, providing more than one thousand additional jobs. It was a year that saw an all-time peak in lumber production and another all-time peak in farm income for the area.

It was a year that saw an all-time high in the flow of commercial tonnage through the Port of Portland, with all forms of passenger and freight transportation reaching new high levels. It was also a year that saw municipal services expanded to new heights to meet the demands of a city rapidly approaching the 400,000 population mark.

Caught in the rising tide of prices for materials, services and labor, Portland's city government nevertheless gave its citizens the expanded services they required at a cost lower than that of any comparable city on the west coast. For that low cost, the citizen of Portland demanded and received services that ranged from protection from the marauding mosquito to protection from fire and crime. The citizen demanded and received health and sanitation services...

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traffic accident prevention...utility services...recreational programs and a myriad of other services, all of which cost more money in 1951 than before. Yet the city government provided these services during the year at a lesser cost per unit of population than in other west coast cities.

Portland's progress in 1951 can be measured tangibly in economic, social and cultural attainments.

Bank clearings reached an all-time high, with the Portland production worker taking home one of the highest average weekly pay checks in the country. The city's thirty-million-dollar increase in industrial activity brought unemployment to the lowest point since the end of the war, while salaries and wages soared to an all-time high. Tonnage through the Municipal Terminals was approximately 60 per cent higher than in 1950, partially because new commodities were developed in the Portland area. By way of illustration, a large movement of coal, originating in Utah and Wyoming and other interior states, is now being handled through bulk terminal facilities in Terminal No. 4. Granular carbon also began moving through the port for the first time in 1951.

As the Japanese government re-entered the Pacific shipping picture, import and export tonnage cleared through Portland in 1951 reached 7,731,764 tons, compared to 1,802,001 tons in 1910 when the first of our dock facilities were constructed. The port cargo tonnage value was \$500,000,000, a 13 per cent gain over the previous year.

Financially, the Portland Public Dock Commission completed the year in excellent condition. Since the Commission was inaugurated in 1910, bond issues totaling \$13,560,000 have been authorized, and by the end of this year the Commission had acquired land, buildings and equipment valued at \$13,786,560, plus \$560,449 in cash and securities, with only \$2,120,000 of its total bond issues still outstanding.

Portland came into its own as a global terminal in 1951. While water commerce flowed out of the Columbia River to new world destinations, the completion of a new 8800-foot runway at the airport placed the city in a position to handle modern aircraft of any size. The name of the air terminal was changed to the Portland International airport, with regular flights to Alaska and Pacific areas justifying the international designation. The half-million people in flight through Portland in 1951 represented a substantial increase over air passenger traffic in any previous year.

While the city was busily extending its commercial channels into new world markets, it was also expanding its physical facilities here at home. Approximately 378,000 persons now reside within the city limits, which have been extended through recent annexations to 69.51 square miles. These annexations brought 5,000 additional residents within our jurisdiction and added 2.09 square miles of territory. They also brought new problems to the city administration such as the legal details of assuming 38.16 miles of water mains, taking over maintenance and repair of several miles of streets and sidewalks and providing other needed municipal services. In the southwest district, a sewer system was needed due to the impervious nature of the soil which made other forms of sanitary disposal inadequate for thousands of fine homes recently built there. A contract was completed for storm and sanitary sewers to serve 835 acres of this newly-annexed area at a cost of \$650,000. In the Burlingame district, a new 384,000-gallon water tank was erected to serve the newly-annexed areas.

The city also "annexed" a new skyline during the year. While actual new building permits issued during 1951 were 13 per cent under the unusually high figure recorded in 1950, the centennial year brought with it the completion of nine multiple-story buildings in the west side district. The six new apartment houses, started in 1950 and having a valuation of approximately \$12,000,000, were largely completed in 1951. The Federal Reserve Bank building, the state office building and the telephone company building brought other new skyline changes to the city during the year.

Despite the shortage of strategic materials for commercial and industrial construction, plus the Federal restriction in private residential financing, Portland building permits issued in 1951 showed a valuation of \$37,302,355. Plans for commercial and industrial buildings which await easement of critical materials, and plans for private dwellings which will be built when the severe 25 per cent down-payment restriction is eased, constitute a heavy backlog of potential building that may be released during the coming year. Property continued to move during the year with \$110,000,000 in reported realty sales, a slight increase over the 1950 figure.

Municipal services showed the elasticity necessary to meet the rapidly expanding needs of the city in 1951. During the year, the \$17,000,000 sewage disposal project progressed to a point within 30 per cent of completion. Contracts were awarded on four units of the interceptor sewer

system at bid prices totaling \$2,480,594.30. Twenty-six sewers were built to serve small housing developments and 11 more were completed or are under construction under provisions of the city improvement code. The Bureau of Refuse Disposal collected \$85,000 in fees from refuse collectors and handled approximately 890,000 cubic yards of material, most of which went into the St. Johns fill.

Traffic arteries expanded during the year to serve the growing city. An additional section of 39th Avenue was widened to a 43-foot roadway and 98 other street improvements were authorized. Further widening work was completed on S.E. Stark Street adjacent to Laurelhurst Park, on S.W. Broadway Drive and on N. Columbia Boulevard. Traffic movement over Portland streets was facilitated through signalization of intersections on S.E. Powell Boulevard and at other critical areas in the city. Modern illumination was provided for S.W. Front Avenue, S.W. Barbur Boulevard and the west-side approaches of the Ross Island Bridge. Lighting was improved along five miles of S.E. Powell Boulevard and Foster Road, and 329 new lights were installed at other strategic street locations.

The improvement of our traffic arteries and the continuing accident prevention program sparked by the Traffic and Transportation Commission was reflected in a reduction of deaths attributable to traffic accidents during the year. With 47 fatalities reported, the city recorded a decrease of about 13 per cent from the 1950 death toll, while the nation as a whole recorded an increase of approximately seven per cent. Traffic deaths per 10,000 registered vehicles in Portland were the third lowest in the nation among cities in its population group. Portland's rate of 2.4 was bettered only in Seattle and Columbus, Ohio, each with a rate of 2.3. Portland received nationwide attention in 1951 as a result of an article in a national magazine describing the Pedestrian Safety School, which is conducted each week at the City Hall.

Portland's citizens are proud of their city's reputation for a fine environment in which to live and to raise their children. They will not tolerate the threat to this environment posed by graft and crime; their voice has been heard prominently in the nationwide demand to sweep gambling and other forms of commercialized vice off the American doorstep. A more effective approach to this necessary house-cleaning task was inaugurated in Portland in 1951 through the consolidation of the police narcotic investigation branch and the vice enforcement squad placing both under the direct supervision of the Chief of Police. The city virtually routed out bookmaking activities as a result of a successful legal

battle against one operator. This operation was uprooted through revocation of the business license, based upon evidence of gambling on the premises. The decision of the courts, sustaining this type of procedure, constituted an important step forward in the city's battle against this branch of gambling activities.

Further decreases in criminal and misdemeanor offenses were recorded in the city in 1951 through the effective law enforcement program of the Police Bureau. This Bureau was under the direction of Charles P. Pray during the first four months of 1951. After nearly two and a half years of outstanding service in this important post, Chief Pray chose to resign and the enforcement program was then continued under the new Chief, Donald I. McNamara. The Police Bureau improved its inservice training program, and the instruction given police recruits has been compared favorably with the recruit training program of the F.B.I. Early in December of 1951, arrangements were completed which will make possible an increased program of individual target practice to be carried on throughout the year. While the city improved its protection against criminal activities, it also improved the handling of those who did fall afoul of the law. In its second year of operation, the office of Parole and Probation placed 304 persons on parole and 40 on probation, with revocations necessary in only seven per cent of the cases. This exceptional showing proves the point that if a proper selection is made and if proper supervision is given, parole and probation does serve as a desirable substitute for a jail sentence, assuring far more positive results. This method of handling law violators proved of value to the city from an economic standpoint as well. If the individuals placed on parole and probation had served their entire sentences, their jail time would have amounted to more than 25,000 days. On the basis of approximately one dollar a day that it costs the city to maintain a prisoner, Portland benefited through a substantial saving to the taxpayer.

Modern protection against the ravages of fire is not simply a matter of fighting a blaze after it starts; it means preventing the fire from getting started wherever possible. Accordingly, the Portland Fire Bureau launched a program of private dwelling inspections early in the summer of 1951, and by the end of June virtually every dwelling had been inspected by members of the bureau. The results were immediately apparent. Dwelling fires were reduced 15.5 per cent during June as compared with the average of the previous five years, and in July there was a reduction of 28 per cent. The completion of the new Central Fire Station early in the year made possible a consolidation of men and equipment which resulted in increased efficiency and economy of operation in the department.

The operations of both the police and fire bureaus were improved materially during 1951 upon completion of the project to equip both bureaus with two-way radio communications. Portland thus became one of the few cities in which police and fire departments have 100 per cent two-way radio-equipped vehicles.

The increased demands for water service in various areas of the city, including newly annexed territories, were met in 1951 through the addition of new mains, storage tanks and pumping facilities. Approximately 69 miles of new mains were added during the year, improving service in the St. Johns area and other north and eastside districts. New pumping equipment was installed to improve service in Portland Heights and Kings Heights, and the new tank in the Burlingame area rounded out water system improvements for the various sections of the city. Plans and specifications were prepared for the construction of a new steel conduit of 100-million gallons capacity per day from the Bull Run reservoir to the Mt. Tabor plant. Installation of this line will enable the city to bring sufficient water from the more-than-adequate supply in the Bull Run area to meet the demand in our growing community.

The city raised a vigorous voice in opposition to the application for an increase in telephone rates in 1951. Through the office of the City Attorney, Portland led the way in presenting the case against the proposed raise before the Public Utilities Commissioner.

Fewer complaints about mosquitoes were received by the Insect Control Division of the city during the year 1951 than in any year since the control program was instituted. Through air and ground control work, areas within the city limits, as well as tourist and recreational areas along the Columbia River, were treated with excellent results. The program, administered by the City of Portland and financed jointly by the City and Multnomah County, was expanded to include Columbia County during the year. Clackamas County also undertook added control work in the vicinity of Milwaukie, Oak Grove, Oregon City and West Linn. Our Insect Control Division acted in an advisory capacity to aid these adjacent areas in their control work.

There are approximately 80,000 acres of potential mosquito breeding areas in Multnomah County, most of which is not readily accessible from the ground. Through the use of aircraft and DDT insecticide, however, there was virtually 100 per cent control throughout the area. Efforts to control the Elm beetle were also effective during the year, approximately 7500 of the city's elm trees having been protected from defoliation caused by this bug.

Three important tests of the City's Disaster Relief and Civil Defense program were made during 1951, the second year of the organization's activities. Early in the summer, the Attack Warning system was tested. Later, a hypothetical atomic bomb attack was staged. This was followed by a test run of the City-County-State mutual aid fire plan. Critiques of these tests revealed the general effectiveness of the city's protection program from a planning basis and demonstrated the workability of various departmental units. Following a survey of downtown buildings for public air raid shelter purposes, conducted by the Professional Engineers' organization of the city, approximately one hundred buildings were so designated. Installation of signs, indicating these shelters, is rapidly approaching completion. Over 15,000 Portland citizens have either completed civil defense training or are in training classes at the present time. These people have received special instruction as auxiliary fire fighters, auxiliary police, home nurses, emergency medical workers, emergency utilities workers, first aid workers and aides in other departments of the civil defense program. With basic planning completed and training well under way, Portland is prepared to mobilize its citizens, officials and equipment for the community's protection against natural or man-caused disaster.

The city kept a sensitive finger on the public health pulse of the community during the year. City health authorities joined with other health agencies to plan a city-wide mass chest x-ray survey in the tuberculosis control program for this area. By means of strategically located centers throughout the community, it is anticipated that all persons over 15 years of age will be x-rayed during the campaign. The city's regular tuberculosis control program was aided through the use of additional quarters at 516 S.W. Main Street where toxoid clinics, hearing and eye tests and public health nursing activities have been centered.

It was not all work and no play in Portland during the past year. Participation in city recreational activities totaled 10,842,281, an increase of 30 per cent over the participation recorded during 1950. The park and recreational resources of Portland were important factors in the attraction of tourists to this area, and the city shared heavily in the \$121,000,000 tourist check spent in Oregon during 1951. The addition of approximately 170 acres to the city park system through various land acquisition programs and several improvement projects in parks and other recreation centers placed Portland in an even better position to serve its citizens and its visitors during the coming year.

The city improved its business procedures in dealing with merchants during 1951. For many years, payments for materials purchased by the city were made twice monthly. During 1951, claims against the city have been processed continuously and warrants in payment are drawn and forwarded daily. This procedure has resulted in an even flow of this portion of the accounting work load, and has given better service to the public.

During the year, pursuant to an ordinance adopted by the Council, a school for handicapped persons was instituted in the machine accounting division of the City Auditor's office. Training was provided for key punch operators, several of whom were graduated to profitable employment in offices throughout the city.

An improved physical appearance was given many portions of the city in 1951 through a cooperative agreement worked out between the Nuisance Division and the County. Under this agreement, many lots owned by the county have been cleaned up and put in good condition to avoid detracting from adjacent private property.

An intensified program of publicity for civil service examinations, instituted by the Municipal Civil Service Board in 1951, increased the number of applicants per examination by more than 50 per cent. By adopting a policy of permitting candidates to participate in an examination immediately upon filing an application, the Board has been able to reduce the number of temporary appointments to a new post-war low of 89 at the end of the year.

The Municipal Board of Review adopted a new policy of having five instead of three assistant viewers present at all censorship screenings during the year. Eighteen new viewers were appointed and service to operators and to the public was materially improved.

Citizen commissions and committees played an important part in Portland's progress in 1951. The Centennial Committee directed official and unofficial observance of the city's 100th birthday, centering its efforts on a special Centennial float in the Rose Festival parade. The Inter-group Relations Committee distributed a "Certificate of Merit" to restaurants in downtown Portland where the owners indicated a willingness to serve all people. The Aviation Commission devoted a great deal of time and study to the selection of a supplementary airport facility for Portland and recommended the use of the Hillsboro airport for this purpose. The organization of two new volunteer groups, the Ladies Auxiliary

to the Police Reserves and special squads of Police Reserves, gave the Sunshine Division its most active year in its 30 years of service in the city.

This review of our accomplishments of the past year shows many things in which the city may take a full measure of pride. The high level of attainment reached in 1951 will rest as a foundation for our progress in 1952. No one may predict with certainty what the future will hold, but we do know that the people of Portland possess great spiritual and moral resources, as well as initiative and perseverance. We shall need to rely on these qualities of our people as this city continues to progress and grow larger.

Respectfully submitted,

Harvey M. Cullough Lee
MAYOR