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CITY OF PORTLAND
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December 31, 1953

TO THE COUNCIL.

Gentlemen:

December 31st marks the end of another year in the life of our city and also marks the close of my first year as Mayor. It is a privilege on this occasion to comply with the Charter by reviewing progress made during 1953 and by offering specific recommendations for the progress of the city in the years ahead. It has been a pleasure to work with the members of the Council because of the mutual understanding and cooperative attitude, and before I go further I wish to thank the Council and all of the employes of the city for the fine work that is being done.

Nineteen hundred and fifty-three was a good year for Portland. All published reports indicate that business in general was equal to or better than 1952. It was a good year for business, and it was a good year for labor. That is the way we want it and that is the way we intend to work to keep it with as much improvement as possible to meet the needs of the people of our city. The present administration of the city government is committed to the task of maintaining an atmosphere favorable to a sound and healthy growth for the benefit of all the people.

Before giving an account of our stewardship, it may be well to repeat the commonplace statement that Portland does not live in isolation. We are a part of a great state and a great nation. While we exert every effort to maintain and improve our way of life as a city, we are subject to the influence of changing conditions of the entire world. We do not live alone.

At the beginning of the year, the new administration faced some major problems demanding solution and some major projects calling for careful consideration and action. Tracing the course of city government week by week, it is gratifying to report that certain problems

were solved in whole or in part, and measureable progress was made in the development of certain projects. Improvements along many lines show that Portland is going ahead in the fulfillment of her destiny as a great city in which to live and work and play.

The performance of all departments of the city government is a record of achievement, and the account of all that was done in 1953 would fill many pages. Only a few major items will be included in this report, but I want to call attention to the uncounted number of services of all kinds rendered by all city employes from the laborer to the head of a Bureau. All of that time and thought and effort devoted to city service forms the background of this report.

Recognizing the faithful service of city employes and the need for adjustments in pay to meet the scales generally prevalent in the community, the Council early in the year provided for an increase in pay and a new salary schedule.

Also by expediting the transaction of business in the Council, it was found feasible to reduce the number of regular meetings each week from three to two, thus freeing the Mayor and the Commissioners for more time in the administration of the municipal affairs. Prompt and courteous consideration of all matters on the calendar enabled the Council to conduct the meetings in a manner that saved time for everyone.

It was necessary on January 1 to reorganize the Police Bureau and set up essential objectives for the efficient and effective operation of this Bureau. The first step in the reorganization was the appointment of a new Chief of Police to carry out the program of the new administration.

Three of the essential objectives were considered of prime importance, namely, reduction of juvenile crime, control of congestion and traffic safety, and control of adult crime. This program is well on the way.

The number one objective was juvenile crime. Records of previous years indicated that more than 20% of all offences, exclusive of traffic and drunkenness, were committed by persons 18 years of age or younger. Two police officers had been assigned to the Women's Protective Division to process this volume of activity. They were unable to do more than review the cases. They did not have time or personnel to carry on an intelligent delinquent prevention program.

Now there are 9 officers assigned to the Juvenile Division under the direction of a Lieutenant, and they are doing an outstanding job. In one month early in the year over 40% of the arrests made by the entire Department in Class 1 and Class 2 crimes, excluding traffic and drunkenness, involved juveniles. In September and October of this year that figure dropped to 30%.

The patrol and planned recreational and rehabilitation activities of the Juvenile Division have materially curtailed the activities of the so-called Broadway Gang. The number of teenage drinking parties has been greatly decreased in the last few months through the close cooperation between the Juvenile Division and the Oregon Liquor Control Commission. While juvenile crime is increasing in the nation at the rate of 10%, it has been decreased in Portland by better than 7%.

The second major objective of the Police Bureau involved the problem of congestion and traffic safety. The Traffic Division had been understaffed and improperly equipped for several years. More than 40% of the personnel attached to the Traffic Division in 1947 had been transferred out of that Division by 1951, and it was necessary at the beginning of this year to reassign personnel and equipment to that Division. The number of officers has been increased from 90 on January 1 to 131 at the present time, a 45% increase in personnel. The enforcement index which existed last year has been doubled, and unquestionably, after a reasonable length of time there will be a corresponding reduction in the number of accidents as a result of the intensified enforcement activity carried on with public approval and support.

To relieve unnecessary congestion brought about by the former practice of neglect, officers were stationed at busy intersections both during the morning and evening hours.

Months of study and investigation of another phase of the traffic problem have resulted in the adoption of the Uniform Type Traffic Ticket and the establishment of a Traffic Violation Bureau. The ticket gives real, understandable information on why it was issued, and is so worded that anyone can understand it. The Traffic Violation Bureau will be set up for the convenience of the public in paying the fine without unnecessary delay. This will be a helpful improvement in procedure. The Uniform Type Traffic Ticket is now used in the State of New York and in the State of New Jersey and is endorsed by the American Bar Association, National Safety Council,

and President's Highway Safety Conference. The use of this ticket will earn credit for the city in the National Safety Council Survey. The ticket will be used, and the Bureau will be in operation early in the year.

To protect motorists at the east side grade crossings, the Southern Pacific Railroad installed 13 new automatic signal gates. In addition to protecting the lives and property of motorists at these grade crossings, the signal gates have made it possible for the trains to increase the speed from 10 miles per hour to 20 miles per hour, effecting a savings in time and gasoline for the motorists.

The third prime objective had to do with the reduction of adult crime, and the record shows that this has been accomplished. This year the Detective Division and the Uniform Division have an outstanding record for criminal apprehensions. Many outstanding cases have been concluded rapidly, and there are few felony cases which occurred in Portland during the year that remain unsolved. Well-known criminals up and down the Coast look upon Portland as a poor city to operate in. Portland is healthy for the law abiding citizen but unhealthy for the gangster and racketeer.

In order to provide better police service for the people who live in the southwest district, a new precinct will be established in that area early in the year.

Safeguarding and promoting the health of the people is another major responsibility of city government carried out by the Bureau of Health by means of the methods and techniques available in the public health field. The purpose is the prevention of disease through medical service and the sanitation of the environment, and the general health of the people of Portland attests to the effectiveness of these measures.

There was an increase in the total number of communicable diseases reported during the year. There were 510 cases of illness admitted to the City Isolation Hospital for treatment. Among them were 58 acute cases of poliomyelitis, cared for with the assistance of the National Foundation for Infantile Paralysis. Twenty-four thousand cases were treated at the Emergency Hospital during the year.

Portland ranks high in the protection of milk and milk products sold in the city. Ninety-nine and five tenths per cent of the milk is pasteurized, and our milk ordinance meets the standards established by the United States Public Health Service.

Figures from the division of vital statistics reflect a natural growth in the population of the city. It is estimated that the total number of births for the city of Portland will be 12,824, while deaths were 4,991, thus showing an increase of approximately 8,000.

Portland was a pioneer in the education of food handlers when the first school in food hygiene was conducted in 1946. The course has been given regularly since that time to a total of 34,626 people, 4872 of whom completed the course in 1953.

Our city is the only designated critical target area in Oregon for an enemy attack, and considerable progress has been made this year in preparation for relief in event of a natural disaster and civil defense in event of war.

The CONELRAD plan for program and operational control of AM broadcast stations in the Portland area during alerts has been implemented. There is now assurance of an emergency petroleum supply to essential users in event of a major disaster. The Forest Park Protection Plan has been revised and strengthened. Fifteen hundred metal Emergency Route signs have been ordered and will be installed to designate streets reserved for use of emergency vehicles in a major disaster.

Seven super sirens were purchased and installed to establish a new attack warning system, and these will be in operation soon. Preliminary plans have been prepared for the construction of an underground Disaster Relief and Civil Defense Communications and Control Center. And application has been made to the Federal Communications Commission for a license to establish a mobile radio net using volunteer amateur radio operators.

And training activities were continued in a Facilities Protective Conference, monthly meetings for nurses, training of radiological monitoring teams, and weekly training sessions for the auxiliary fire service.

Your Mayor was one of 175 Mayors invited by the President of the United States to participate in the White House Conference on Civil Defense. This Conference was held in Washington, D.C. on December 14th and 15th and the Mayors were given classified and restricted as well as official information on all phases of security, defense and civil defense. While most of the statistics and information are highly restricted, we were given to understand that it is necessary for the people within cities to prepare to protect themselves against catastrophe, military or otherwise. We were assured that Russia is capable of

attacking our cities with atomic bombs and that the results would be more devastating than it would be possible for the military to cope with. We were told by the President himself that if we worked toward preparation there was time, but that it was necessary and important that no time be wasted. We were assured that there was no necessity of panicky preparation but certainly time is of the essence. We will continue in civil defense to do everything possible toward preparation, and I urge everyone in the city employment as well as every citizen of Portland and surrounding area to join in this program.

New areas were acquired and many needed improvements were made in Portland's excellent park system under the direction of Ormond R. Bean, Commissioner of Finance. The most newsworthy addition was Rosy who won the hearts of young and old putting the spot light on the need for a new zoo for the greater education and enjoyment of our people and those who visit our city. Among our four-legged friends, Rosy may well take top billing as the outstanding personality of the year in Portland.

A total of 32.19 acres were acquired by the Park Bureau. The two principal purchases were the Weber Moorage north of the Sellwood Bridge consisting of 8.46 acres and 1200 feet of water frontage on deep water for future use as a pleasure craft facility, and the former University Homes Administration and Recreation Building together with 12.89 acres of land for future park use. The remaining acreage was acquired for various additions to existing sites.

There was a substantial increase in the number of people who took an active part in recreation programs, and an increase in the number of people who attended park events as spectators and in the general use of the parks. Over a period of years the Recreation Division of the Park Bureau has helped people develop their own resources, build their own hobbies, engage in civic and cultural activities that make for better living. Greater interest and participation in arts, crafts, drama, music, dance and the social arts gives Portland a unique balance between sports and the artistic. All of this makes for busy and healthy boys and girls, young men and young women, and builds good citizens.

Portland's new \$5,000,000.00 pipe line from the Bull Run reserve was completed and used for the first time this month. Construction of the new conduit started in the spring of 1952 and in full operation will carry 100,000,000 gallons daily, bringing the city's total intake capacity to 225,000,000 gallons a day. Ben S. Morrow, chief engineer

for the Water Bureau, estimated the water supply from the city's three conduits will be sufficient to serve the city until the population reaches 1,000,000. Summers of alternate sprinkling are a thing of the past. Credit is given to Nathan A. Boody, Commissioner of Public Utilities, for seeing to it that all possible was done toward the completion of this major improvement in our water system. There were 26 miles of mains added to the water distribution system during the year, making a total of 1338.4 miles of water mains in the distribution system.

The responsibilities and operation of the Department of Public Works under Commissioner William A. Bowes include many different kinds of services essential to the life of the city. One major project is the Portland sewage system. This year the Willamette River Crossing was completed. The West-Central Interceptor Unit, and the Southwest Interceptor Unit are under construction. The Sullivan Pumping Station was completed, and the Ankeny Street Pumping Station was remodelled. Three additional pumping stations, the California Street, Thomas Street, and Yeon Avenue are under construction.

The control and restriction of parking to aid traffic movement was extensively carried out this year. Peak hour parking, 4:00 to 6:00 P.M., has been removed from over 50 blocks of downtown streets for this purpose. This restriction has been necessary also in many locations outside the downtown district, notably on Northeast Sandy Boulevard and West Burnside Street. The final phase of the One-Way Plan for the west side has been completed with the installation of one and one-half miles of one-way streets this year.

The Traffic Safety Commission has been responsible for a greatly increased traffic accident prevention program during the year. In cooperation with state and national organizations, the Commission has carried on an intensive program of public education through all available media such as radio, television, press, service clubs, schools, PTA, and fraternal organizations.

The Commission is continually building its membership in the T-men program which is an organization of staunch, true, reliable citizens who watch for, and report traffic violations. Their identity is not made public unless it is necessary for them to appear in court.

The City Planning Commission completed several major projects which have been in process over the last few years. The most important of these were an entirely new zoning ordinance and map for Portland, and the study entitled "Downtown Bus Transportation!" The latter is a master guide plan for all phases of downtown traffic problems, off-street parking, city and suburban bus re-routing, bridge locations, expressways, and a new bus terminal for inter-city lines.

The Bureau of Fire, under Stanley W. Earl, Commissioner of Public Affairs, has a record to be proud of. For the first time in many years, the fire losses are substantially below the one million dollar mark. The loss figure for 1953 was \$706,412.54 compared to an average of \$1,611,838.15 for each year of the preceding ten-year period.

And the average loss of \$252.47 to each building involved during the year, compared to an average of \$489.32 for the five-year period ending June 30, 1952, point to exceptional fire fighting efficiency during the year 1952-53, as well as to effective fire prevention efforts. In contrast to our local record, the average national fire loss has increased for the fourth successive year.

Again all fire companies having residential areas participated in a dwelling inspection program. Eighty-three thousand seventy-two Portland homes were inspected in June, July and August. As a result of this program, there is a reduction of nearly 15% in the number of residential alarms compared to the records for the year ending June 30, 1952.

The city retained its favorable Class II rating for fire insurance during the year 1953 with a per capita fire loss of \$1.85½. The 1952 per capita fire loss was \$4.88.

A new fire station was constructed at East Burnside Street and 73rd Avenue to replace two old stations located at S. E. 60th Avenue and Stark Street and East Burnside Street at 82nd Avenue. Another new fire station will be erected at North Syracuse Street, one block north of the present station located in the St. John's Police Precinct Building.

The Portland Dock Commission recently offered recommendations for the improvement of the dock facilities and called the attention of the people to the importance of Portland as a center of trade and commerce. A great deal must be done to bring the facilities to their maximum efficiency, but in the meantime, all is being done that can be done to maintain and improve our status as a shipping center.

During the year the Commission acquired by purchase the West Coast Terminals property, formerly known as Oceanic Terminal. This terminal will provide three additional ship berths and will tie in with the proposed development of Terminal No. 2.

While it is not possible within the Commission's present finances to construct or acquire additional grain facilities, modernization of the elevator at Terminal No. 4 is being forwarded, and the result will be one of the finest terminals in existence.

There is an increasing number of vessels of foreign registry clearing at Portland, including Japanese, Dutch, French, Norwegian and Swedish. Recovery of Japan and the rebuilding of her merchant marine means increased trade. She will buy from us and sell to us.

In the first six months of 1953, new European services were inaugurated in Portland with the re-establishment of joint service sailing by the Royal Mail Lines and the Holland American Line. A Chilean flag service was initiated by the Chilean North Pacific Line, offering sailings between the west coasts of North and South America. Plans have been announced to start a monthly service from Pacific Coast ports to the Caribbean and northeast ports of South America.

The outlook is for greater market development in Alaska and increased service from Portland. Trade with South America must continue and a steady growth is anticipated.

The domestic outlook is most encouraging. Portland's hinterland, the Columbia River Basin, is developing rapidly. The Columbia River flows this way, so must the traffic, and Portland must prepare for it.

Portland already has the momentum of a long-established major port, with all that such a position means. However, Portland must act to retain and improve its position. Portland must provide adequate and efficient terminal facilities, or we will find the traffic that should be ours overwhelming us and passing us by.

One of the greatest problems of the Bureau of City Hall arises from the fact that all offices in the Hall need more space. No satisfactory answer has been found, though the situation is relieved somewhat by remodelling where possible. A number of divisions of the city government occupy space outside the Hall at an annual total rental of \$32,000.00.

There are 1017 temporary dwelling units and 485 permanent dwellings operated by the Housing Authority of the City of Portland under the direction of a Board of Commissioners who serve without remuneration. The Authority is operating the temporary housing units in a way that recognizes local need for this type of housing. As the temporary units become excess, they are being disposed of.

The Commission on Inter-Group Relations prepared, published and distributed a publication entitled "A Report to the People of Portland, Oregon". In this publication the members explained the duties of the Commission, presented a biographical sketch of each Commissioner, including information on the progress made by the Commission since its organization.

The Commission was instrumental in bringing to the attention of the Bureau of Police the need of a police training program on human relations, and this subject has been included in the In-Service Police Training Course. The Commission offers its services to any individual or business having problems related to the new State Civil Rights Bill.

In behalf of the City Council and the people of Portland, I want to express appreciation to members of all Boards, Committees and Commissions for their contribution to better government and the welfare of our city.

My recommendations for the future of Portland may smack of repetition but I firmly believe that repetition of recommendations for necessities is healthy and in order. The people of Portland must realize that there has been very little public investment in the growth of Portland, and I recommend that we invest in a new exposition and recreation center, in the rehabilitation of our docks through the Dock Commission, in a new zoo, and new bridge approaches as soon as financing is practical, new police and municipal court building and a new city hall. The city hall and municipal court building could well be one building, using the money in the municipal buildings fund together with receipts from the disposition of the present property at Southwest Second and Oak for a nucleus. This type of improvement would save the city some \$40,000 annual rentals, would allow a motor pool to be established, would make for more efficient operation because of consolidation. Employment has dropped in the last month or so and we must safe-guard any chance of further reductions by planning ahead. The small individual cost will produce immense gains and profits. I recommend we, as a Council, take

leadership in informing the public of this fact. From time to time I will make further recommendations, as is required by the City Charter. I believe we have a good start. Let's carry the ball!

Respectfully submitted,

Fred L. Peterson
MAYOR