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PORTLAND
City Club
BULLETIN

Mayfair Room • Benson Hotel
Friday . . . 12:10 P.M.

PORTLAND, OREGON - August 8, 1969 - Vol. 50, No. 10

Printed in this issue of the *Bulletin*, for presentation, discussion and action on Friday, August 8, 1969 at the regular membership luncheon meeting:

INTERIM REPORT
ON
JOURNAL BUILDING SITE USE
AND
RIVERFRONT DEVELOPMENT

The Committee: Samuel D. Gillette, Neil Goldschmidt, G. J. Lindstedt, Charles S. Politz, Alan E. Miller, Roger Shiels, Morton Spence, Ross B. Thompson, Morton A. Winkel and David J. Lewis, *Chairman.*

"To inform its members and the community in public matters and to arouse in them a realization of the obligations of citizenship."

TAX EXEMPT CORPORATIONS COMMITTEE SUBMITS REPORT

The City Club committee studying to report on Tax Exempt Corporations has submitted its final report to the Board of Governors for consideration at a joint meeting of the Board and Committee on Monday, August 4, 1969.

The report has already been approved by the Research Board.

If approved by the Board of Governors, the report will be published shortly and scheduled for presentation to the membership for consideration and action on August 22, 1969.

Chairman of the Tax Exempt study has been William H. Gregory.

ELECTED TO MEMBERSHIP

As of August 1, 1969:

Richard L. Amato, Lawyer. Sponsored by Sol Meyer.

R. E. Haacke, Civil Engineer. District Engineer: Union Pacific Railroad. Sponsored by Samuel B. Stewart.

As of August 8, 1969:

Mark McCulloch, Attorney. Sponsored by Dr. Herbert Semler.

James H. Riopelle, Firefighter. Chief Engineer (Fire Chief), Bureau of Fire, City of Portland. Sponsored by Russell Peyton.

RAFER JOHNSON CANCELS: OLYMPICS OFFICIAL SUBSTITUTES

Rafer Johnson, Olympic champion who was to have addressed the City Club on August 1 on "Special Olympics for the Retarded," was called to London two days before the meeting and had to cancel out as City Club speaker.

Dr. Frank Hayden, executive director of Kennedy Special Olympics, Inc., was scheduled to substitute. Dr. Hayden is co-author of the Physical Fitness Manual of the Canadian Royal Air Force and developed the special training program for the retarded. He is a former professor at the University of Toronto, and is helping design and develop a special athletic area for the retarded in Boston. He has just returned from France where he helped train leaders for an athletic program for the retarded in that country.

HISTORY BOOKS FOR SALE

"The Conscience of a City," a history of the City Club's first fifty years, is available for sale at the below-cost price of \$4.00. There is an additional charge of 25 cents for mailing and packaging if ordered by mail.

The handsome volume, which was issued to members during the Fiftieth Anniversary year, is gaining broad national distribution as trade journals and library listings laud it as a colorful account of the role of a civic research organization in an urban community. The text was written by Ellis Lucia and the volume produced under the direction of Roy Bessey, History Chairman. It contains illustrations of Club personalities and the Portland community.

PORTLAND CITY CLUB BULLETIN

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ELLAMAE W. NAYLOR, Editor
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INTERIM REPORT
ON
JOURNAL BUILDING SITE USE
AND
RIVERFRONT DEVELOPMENT

To The Board of Governors,
The City Club of Portland.

I. INTRODUCTION

A. Committee Assignment

Your Committee was established on July 1, 1968, to study the problem of planning for best public use of the old Journal Building site at the foot of Southwest Yamhill Street between Harbor Drive and Front Avenue. The charge to the Committee at that time was to study:

1. The disposition of the Old Journal Building.
2. Proposals for utilization of the site and the cost of each proposal.
3. The means of financing the development of the site according to each proposal.
4. Analysis of present proposals and a survey of other possible uses of the property, including a recommendation for the most desirable development.

Soon after the Committee first met, it learned that the decision on the disposition of the Journal Building had already been made. The City of Portland had decided to raze the structure. With this decision made, the first item in our charge was a moot question, but the Committee had progressed far enough with its study to realize that a plan for proper utilization of the area was even more urgently needed than before. Inevitably there would be a conflict between the insatiable need to move automobiles and the development of the waterfront in a manner which would enhance the quality of the downtown area and the entire City.

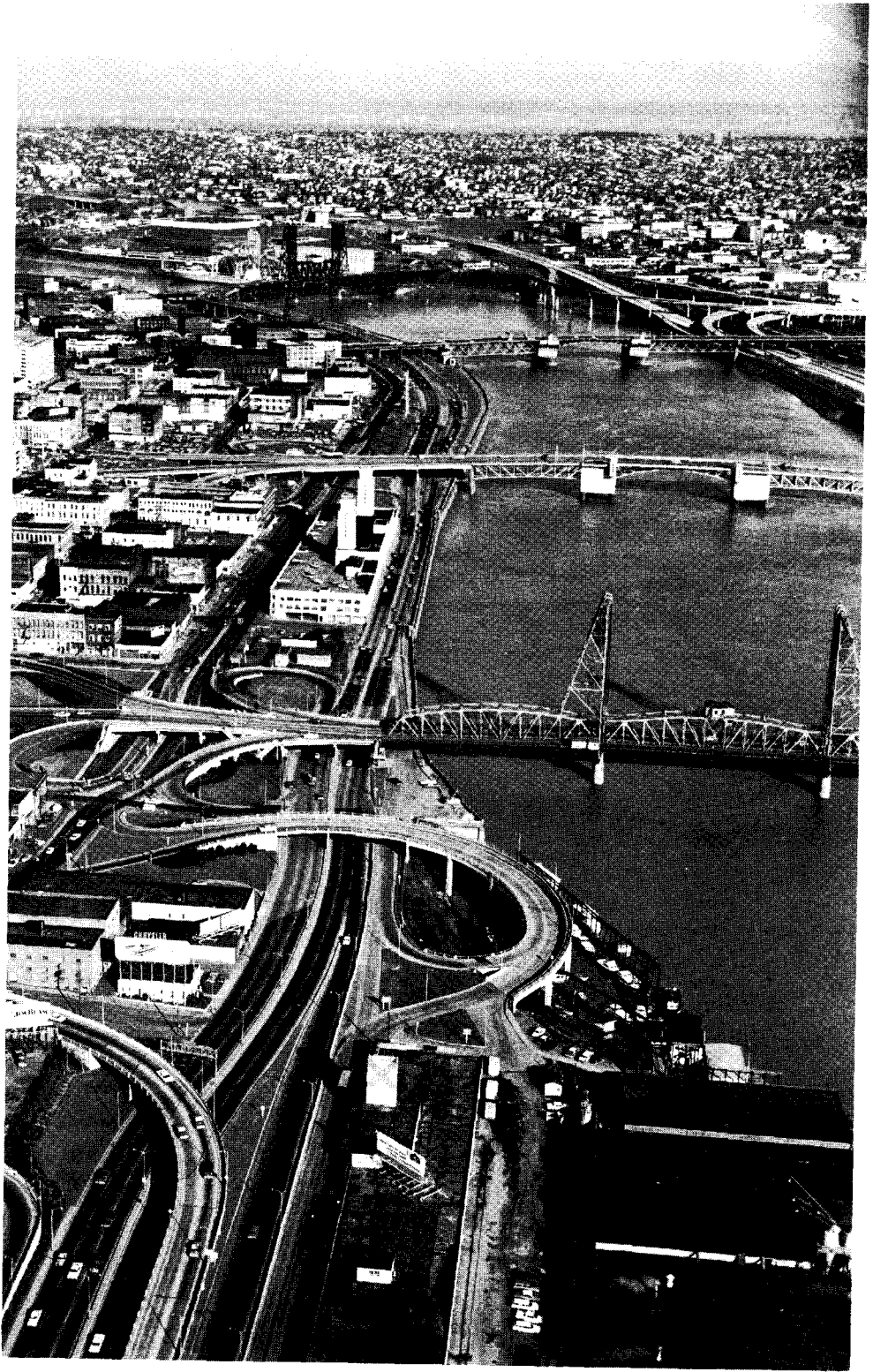
In recognition of the new developments, the Committee's charge was broadened. It was authorized to study the planning activities relating to the development of the riverfront from Ross Island Bridge to the Steel Bridge, between the river and Front Avenue. The study was to include, but not be limited to:

1. reviewing all relevant plans currently being considered;
2. identifying the functions to be served by the riverfront development, and
3. developing criteria to be used in planning.

B. Establishment of an Intergovernmental Task Force

There has been little public discussion of the riverfront development, and few are aware of its importance to the future of the core area. Governor McCall expressed this importance most forcefully when, on October 7, 1968, he spoke to a joint session of the Portland City Council and the Multnomah County Board of Commissioners. Describing the meeting as perhaps one of the most significant in Oregon's history, the Governor stated:

“ . . . The focus is intergovernmental coordination and cooperation at its zenith. The purpose is of transcendent importance to each of our levels of government and to all our citizens. I am speaking of our joint opportunity for comprehensive planning and redevelop-



Aerial view of downtown Portland region bordering the Willamette River, with Journal Building site lying between Hawthorne and Morrison Bridges, Front Avenue and Harbor Drive. (Looking North)

ment of the West Bank of the Willamette River between the Burnside and Ross Island Bridges . . .

"This stretch of land, lying generally between Front Avenue and the river, is the front door of Portland's commercial and financial center. It has many unique qualities, not the least of which is its central location and potential accessibility and visibility to most of the community. The goal of optimum enhancement of this area has long been sought by those who envisioned Portland as a truly beautiful river city, taking its place with the magnificent metropolitan centers of the world . . .

"This central Portland West Bank river segment is a key to the ultimate success of the entire Willamette Greenway system. The time was never more opportune, an issue never more cogent, a need never more apparent than the enhancement, beautification and redevelopment of this vital part of our community and state . . ."

The Governor promised his personal support of this West Bank redevelopment and specifically pledged:

"My instruction to the Highway Commission [is] to find a method by which this riverfront area can be made highly accessible. We cannot afford to spawn, through inattention and inaction, a sort of a Berlin Wall of layer upon layer of cement and high-speed traffic which would bar our citizens from what should and must be one of the most attractive, livable and useful sections of the core city. . . ."

Governor Tom McCall then initiated a nine-member Intergovernmental Task Force to plan and implement a massive redevelopment of the West Bank of the Willamette River between Burnside and Ross Island Bridges.

Members of the Task Force appointed by the Governor are:

Glenn Jackson, Chairman of the Task Force, Chairman of the Board of Pacific Power and Light Co. and Chairman, State Highway Commission

John D. Mosser, an attorney and then chairman, State Sanitary Authority

Dennis Lindsay, an attorney and then Chairman, Port of Portland Commission.

Members appointed by Mayor Schrunk of the City of Portland are:

Ira Keller, President of Western Kraft Corporation and Chairman of the Portland Development Commission

Herbert Clark, President of Holman Transfer Company and Chairman of the City Planning Commission

Francis J. Ivancie, Commissioner of Public Affairs, City of Portland.

Members appointed by Chairman Gleason of the Multnomah County Commission are:

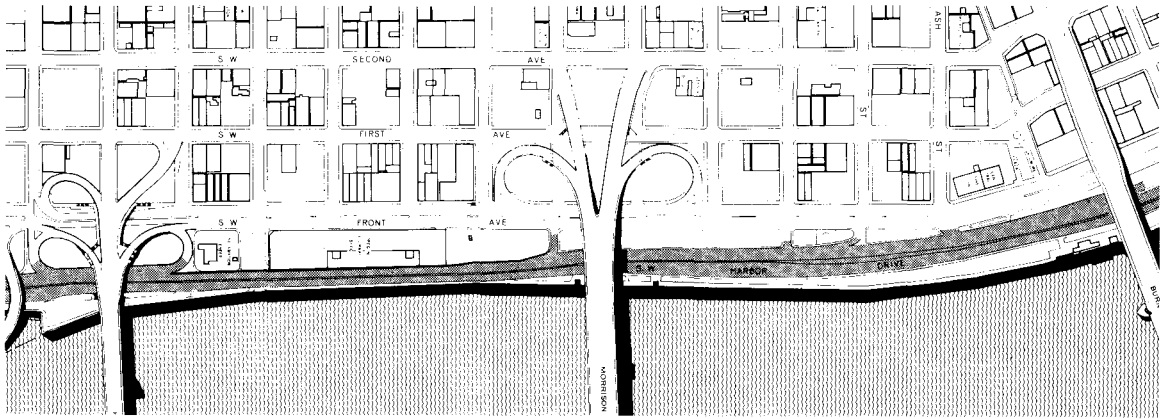
Clifford Alterman, an attorney and Chairman of the Multnomah County Planning Commission

C. Ralph Walstrom, President of Property Counselors, Inc.

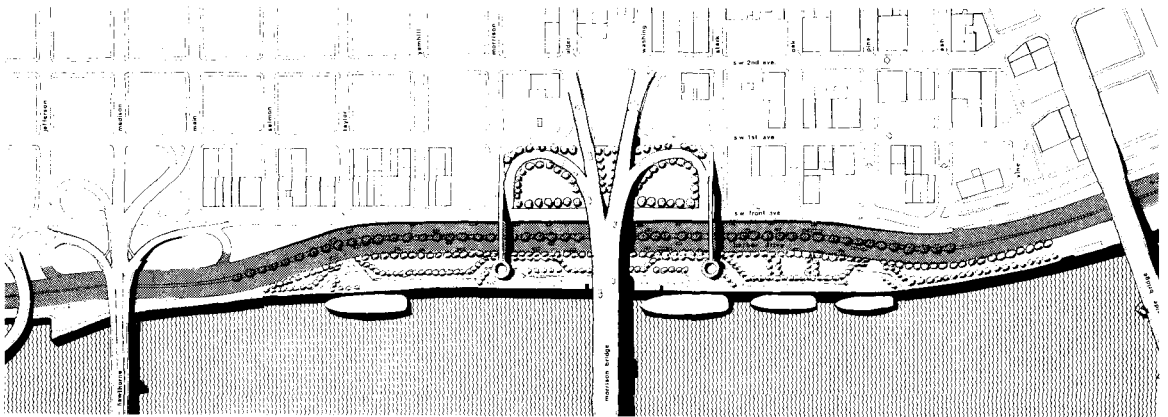
Dr. John Phillips, Vice-President for Administration, Lewis and Clark College.

Shortly after the appointment of the Task Force, Governor McCall announced that he had arranged with property owners of key waterfront parcels South of the Hawthorne Bridge for a one year moratorium on sale or development of their holdings to allow time for the Task Force to deliberate.

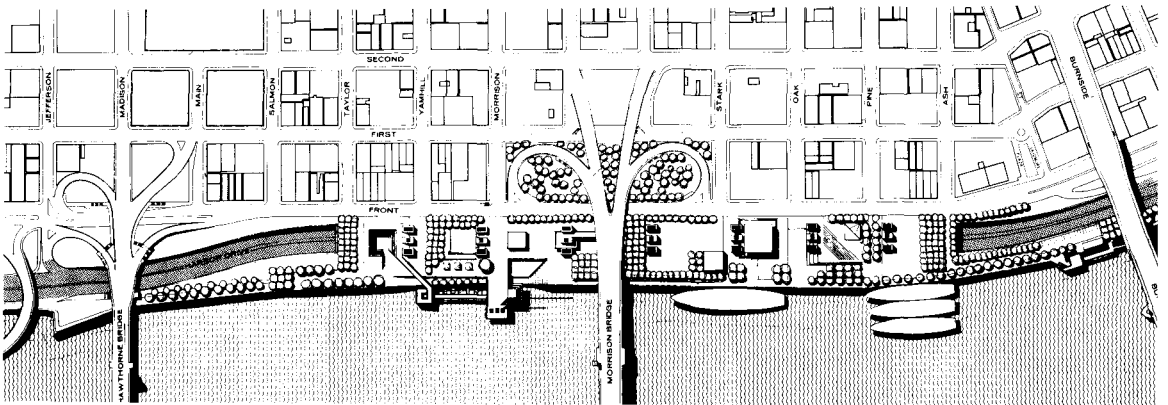
SKETCHES OF EXISTING DOWNTOWN PORTLAND RIVERFRONT AREA AND TWO OF THE SEVERAL PROPOSALS FOR DEVELOPMENT



A. Existing Harbor Drive-Front Avenue routes around Journal Building site along Willamette River between Hawthorne Bridge (left) and Burnside Bridge (right).



B. Proposal to move a six-lane, slightly depressed Harbor Drive inland, adjacent to Front Avenue, with two pedestrian bridges for access to remaining waterfront area.



C. Proposed "Downtown Waterfront Plan" to include a depressed "cut-and-cover" Harbor Drive roadway with full development of a readily accessible waterfront park area and access to the river itself for private and public boating activity.

C. Need for Interim Report

On May 8, 1969 your Committee was informed that the Task Force had limited its consideration to the area between the Burnside and Hawthorne Bridges. At the same time your Committee learned that on April 23, 1969 the Governor had privately released the moratorium pledges, and that one of the property owners had made a tentative commitment for the sale of its property to interests who were planning a motel development.

By the first of July, 1969, the only studies known to have been made on behalf of the Task Force were estimates of the cost of a depressed Harbor Drive crossed by pedestrian bridges, and also of a "cut and covered" Harbor Drive. No Task Force studies had been made of the use of the area and its relation to downtown. Yet, on July 3, the Committee learned that a statement was to be made by Portland City Commissioner Francis J. Ivancie on Monday, July 7, announcing the adoption of a plan for development of the riverfront. In this plan, Harbor would be moved west adjacent to Front Avenue, approximately 2 to 3½ feet below ground level. This would leave about 135 feet of greenway between the ten lanes of traffic and the river. Two pedestrian bridges would be provided, requiring climbing above the traffic to cross the freeway.

This solution to the development problem was so contradictory to the goals which had been stated by Governor Tom McCall that the Governor's office was contacted for verification. Discussions with state officials confirmed the nature of the plan but the Committee was assured that no decision would be announced on July 7. There was indication, however, that a decision might be announced within a few weeks.

According to newspaper reports, on July 7, Commissioner Ivancie discussed three alternatives which were being considered and stated that no announcement would be made until the City, County and State could make a joint statement.

The concern of your Committee is that a decision actually has been made and that its announcement is awaiting only the development of supporting material. This concern on the part of your Committee was reinforced when it learned that an independent firm had been employed to develop a use plan of the 135 foot greenway area which would remain along the river with the surface relocation of Harbor Drive westward. The Committee does not know of any comparable plan for alternative developments of the area and is apprehensive that other proposals which might be of more long range value to the community cannot, therefore, receive equal consideration.

In view of the possible announcement of a working proposal in late July or early August, City Club action on a relevant report at an early date is essential.

The full report is intended to cover current plans and identify functions to be served over the entire length of the Portland West Bank south of the Steel Bridge. The planning is not yet definitive enough to permit identifying functions in any but the vaguest terms. The current crisis is limited to the area between the Hawthorne and Burnside Bridges. This interim report is therefore limited to that area and to the information presently available.

II. COMMITTEE RESEARCH

Your Committee has reviewed the plans for waterfront development prepared by the City Planning Commission and has acquainted itself with the future plans for and current status of development in the South Auditorium Urban Renewal Area, the proposed Federal-County-City governmental complex, the status of the remaining historically significant buildings, and the conceptual plan of a pedestrian mall in the downtown business district prepared by the Civic Design Committee of the Portland Chapter of the American Institute of Architects.

The following persons were interviewed either by the Committee as a whole, or by individual members of the Committee:

Robert Baldwin, Director, Multnomah County Planning Commission;

Donald Bergstrom, Traffic Engineer, City of Portland;

Kessler E. Cannon, Executive Secretary, Committee on Natural Resources, State of Oregon;

Arnold Cogan, then Coordinator for Planning and Development, State of Oregon;

Fred T. Fowler, Design Engineer and Special Consultant to the City Planning Commission for the Harbor Drive Project;

John Fulton, Director, Department of Transportation, State of Oregon;

Francis J. Ivancie, Commissioner of Public Affairs, City of Portland;

Glenn Jackson, Chairman, Oregon State Highway Commission and Chairman, Intergovernmental Task Force on the Willamette River Waterfront;

Lloyd T. Keefe, Director, Portland City Planning Commission;

John D. Kenward, Executive Director, Portland Development Commission;

F. B. Klaboe, Assistant State Highway Engineer, State of Oregon;

John D. Mosser, attorney, then Chairman, Oregon State Sanitary Authority and member, Intergovernmental Task Force on the Willamette River Waterfront;

Dr. John D. Phillips, member, Intergovernmental Task Force on the Willamette River Waterfront;

Alex Pierce, member and former Chairman, Civic Design Committee, Portland Chapter, AIA;

Terry D. Schrunk, Mayor, City of Portland;

The late Carl J. Wendt, then Public Works Coordinator, Bureau of Public Works, City of Portland;

Edward G. Westerdahl, II, Director, Executive Department, State of Oregon.

III. THE DEVELOPMENT PROBLEM

The problem confronting planners in redeveloping the central waterfront area resolves itself into two conflicting requirements: the use of the area for the movement of traffic and the return of the Willamette River to its historical significance as a vital element in the life of downtown Portland.

The primary traffic problem concerns the use of Harbor Drive. Harbor Drive is a segment of Highway 99W. It also carries traffic to and from the industrial area on the west bank of the river north of the Steel Bridge, as well as to and from the Steel Bridge, which connects with Interstate Avenue to the north and Banfield Freeway to the east. On the south Harbor Drive connects with Barbur Boulevard and on the west to the downtown core area. Harbor Drive is at present constricted to four lanes as it passes the Journal Building, the traffic problems of the constriction being compounded by the lack of an adequate accelerating lane for traffic merging southbound from Front Avenue. Northbound traffic is slowed at the north end of Harbor Drive as it merges with Front Avenue, passes under the Steel Bridge and goes over the mainline railroad tracks at grade level. Harbor Drive traffic must either be accommodated in this area or routed over other streets and freeways.

The present combination of Harbor Drive and Front Avenue along the river leaves only a narrow green strip and islands of grass and trees, which are more pleasant for the passing motorist than asphalt paving, but do nothing to attract people to the area. Pedestrian access across Front Avenue is so difficult and the fast traffic on Harbor Drive is so dangerous, that little use is made of the area except when the fleet is in during the annual Rose Festival and policemen supervise traffic.

Alleviation of southbound traffic problems on Harbor Drive could be handled simply and at relatively low cost by widening Harbor Drive where it passes the Journal Building site, once the building is removed. Northbound problems will require tunneling under the Steel Bridge approach, not a prohibitively expensive procedure. In neither case would any relocation of Harbor Drive be required. The traffic problem, in other words, could be easily solved if we were not concerned with taking advantage of our unusual opportunity to develop the riverfront as a beautiful and vital part of our downtown.

However, if we recognize the Willamette River's proximity to downtown Portland as a natural and invaluable asset for enjoyment and enhancement of the total environment, and accept as our goal access to the waterfront and its enjoyment by Portlanders and tourists alike, then long range improvement would require either vacation of Harbor Drive, or major and expensive modification of Harbor Drive and possibly of Front Avenue as well. Little improvement seems possible by any means, so long as the area remains essentially as it is now: A pleasant green strip devoid of attractive human activity and separated by traffic from downtown.

Development of the waterfront area for human enjoyment will inevitably require a more accessible and larger contiguous area east of Front Avenue. How much area will be required and, accordingly, what treatment of Harbor Drive will be necessary and justified depends on the use that is to be made of the area. Will it simply be a more attractive and usable park, or will it be an exciting experience, including facilities and activities to draw people into the area?

Only after these questions are answered will it be possible to say what will be the best plan of development for Harbor Drive. The problem is to find the combination of riverfront development and roadway treatment which will create the best possible environment for downtown Portland.

IV. GOALS AND CRITERIA

A. Goals

Your Committee believes that the goal in development of the waterfront should be to improve the life of the City, particularly the downtown area, by making it an interesting and exciting place to work, to shop, and to visit.

A characteristic feature of our civilization is The City. Urban life is increasing becoming America's — and with it, Portland's — culture. Although small town America is still thought of by many Americans as the ideal life, more and more of us live in large cities. A major challenge of our time is to make the city itself an attractive and exciting place for living by discovering, improving and enhancing the features of urban life which are unique to it.

The most important of those features is diversity. A city may have within it such a variety of places, enterprises, and people as could not be found in a hundred small towns or suburbs. The concentration of potential customers in a central urban area makes possible the support of many different kinds of enterprises which add flavor to the life of the city.

Jane Jacobs, formerly associate editor, *Architectural Forum*, argues persuasively⁽¹⁾ not only that a good city requires diversity in the city itself, but also that a good city requires diversity within its neighborhoods or districts. Mrs. Jacobs is highly critical of the traditional city planning concepts which establish separate single use city neighborhoods, with residential areas carefully separated from commercial areas or industrial areas. She believes that the human animal needs a feeling of community as much as he needs a feeling of privacy — and that a diversified neighborhood gives him the opportunity for association with other human beings, and nothing makes life more interesting for people than other people. A diversified neighborhood attracts different kinds of people to it at different times, and the more people at more times, the more exciting and vital the neighborhood, the more exciting and vital the city.

B. Criteria

Your Committee believes that conformity with the following basic criteria is essential to any plan which would merit its approval.

1. Use of land should be varied so as to provide for and encourage activities at all seasons of the year and over a large number of hours of the day.

The development of the riverfront area will be expensive and should do more than provide an attractive forefront for the adjacent buildings. To be a vital and notable addition, it must draw large numbers of people and at varied times of the day. To do this, it must provide a diversity of activities. They may be specialty shops, an aquarium, a fountain, places to eat, landings for boats, art galleries.

2. Environment must be esthetically pleasing and exciting to encourage appropriate development of neighboring blocks.

The development should include appropriate commercial enterprises meeting specified design and use standards, but they must be limited so as to provide a proper balance with attractively landscaped walkways and other use areas. The adjacent blocks will then be encouraged to develop correspondingly with significant buildings which will help revive this part of town, and the two will strengthen each other.

3. The waterfront area should be readily available to pedestrians, and adjacent areas should be readily available to and provide parking for automobiles.

Parking garages near the waterfront would provide easily accessible parking for both visitors to the waterfront and to the adjacent downtown areas. This loca-

⁽¹⁾Jacobs, Jane, *The Death and Life of Great American Cities*, Vintage Books, 1961.

tion of parking near the periphery would help to keep cars out of the central area as well as providing needed long-term downtown parking.

Pedestrian access to the waterfront area from downtown should be available at ground level and moving traffic should not discourage access. Stop lights could provide the necessary interruption of traffic on Front Avenue.

Present Harbor Drive traffic could not be adequately accommodated if it were regulated by stop lights. Pedestrian flow to the waterfront area must not be compelled to cross lanes of moving traffic. Therefore any solution will require vacation of Harbor Drive, or grade separation for pedestrians and vehicular traffic. Since the major justification of the waterfront development is to enhance the development of the central city and encourage greater use, it would be self-defeating if the solution were to make access to the redeveloped area more difficult.

4. Easy and attractive access to the river itself should be provided to pedestrians for scenic and recreational purposes.

Consideration should be given to providing stairways or ramps to the river level where floating facilities might serve for tying up visiting boats or for boat rentals. The boating activity thus generated serves not only to provide recreation for those involved but adds another element of diversity which interests and draws more people. For the less active, inviting walkways and attractive and imaginatively arranged seating should be included to encourage their participants as observers.

V. DEVELOPMENT PLANS UNDER CONSIDERATION

Essentially five different proposals for the development of the waterfront have been advanced.

1. The plan described by Governor McCall in his November 8, 1968 release was prepared by the State Highway Department. This envisioned elimination of both Harbor Drive and Front Avenue and in their place, the construction of a depressed roadway at approximately the location of the present Front Avenue with the addition of half of the block west of Front Avenue. The remainder of the area would be converted to about 30 acres of open park space in a 250-foot-wide strip extending from the Burnside to the Hawthorne Bridge. Six lanes of traffic would be placed fourteen feet below ground level, permitting an unobstructed view from the downtown to the river. To provide access to the waterfront park there would be at least four major pedestrian arches connecting the central business district sidewalks over the depressed roadway. The highway portion of this project was estimated to cost \$17,690,000, approximately \$25,000,000 less than the Highway Commission estimated for a completely depressed cut-and-cover tunnel under the entire area. These costs cannot be compared with costs of other plans as they involve more extensive relocations.

So far as the Committee knows, there were no plans made for development of the 30 acres along the West riverbank, other than landscaping.

2. The City Planning Commission has developed a plan in greater detail than any other seen by the Committee. In December, 1968, it issued its proposal for development of the West Side Esplanade titled "Downtown Waterfront Plan". In this plan, Harbor Drive would be moved to a position immediately east of Front Avenue and would be depressed and covered for a distance of 2140 feet from Taylor to Ash Streets. Front Avenue would remain a two-way street, north of Ash Street, to accommodate movements from the Central Fire Station, but south of Ash Street to Market it would be narrowed to 44 feet to provide four lanes of northbound traffic.

Included in the study is a cost estimate of \$6,948,700 for the 2140-foot section of cut-and-cover tunnel and comparisons with costs of similar tunnels elsewhere. [At a later date cost estimates were made by an independent consultant⁽²⁾ to the Task Force for a plan similar to this with the depressed Harbor Drive covered

(2)Howard, Needles, Tammer and Bergendoff, St. Louis consulting engineers and architects.

in one case and crossed by pedestrian bridges in the other. The cut-and-cover plan was estimated to cost \$13 million and the open plan \$8 million.]

Suggestions for the remaining 235 foot esplanade development were kept general in the Planning Commission study and more illustrative than specific. Shown on the plan is a pavilion which might be used for displays. A museum or an aquarium were suggested, public gathering places, boat landings for private and excursion boats, and a waterfront restaurant.

Other features suggested were fountains and gardens, or the possible rebuilding of the seawall to provide steps or stands seating people, or leading people down directly to the water's edge.

The Planning Commission felt that the objective should be to attract people on foot. It proposes parking should be provided in structures west of Front Avenue rather than using valuable space on the Esplanade for automobiles. It also suggests a national competition to design the Esplanade.

3. The plan which was to have been announced by Commissioner Ivancie would place a six-lane Harbor Drive along the East Side of Front Avenue making a total of ten lanes. The highway would be depressed 2-3½ feet below ground level and a wall two feet above ground would be added to "reduce the noise". Both Harbor Drive and Front Avenue would be designated "freeways" at this point, and access to the waterfront would be provided by two pedestrian bridges crossing the traffic. There would be approximately 135 feet remaining between the roadway and the river, for development. The highway costs involved in this plan are estimated to be slightly over \$2 million.

4. The Governor has suggested vacation of Harbor Drive and provision of alternate routes for traffic to the Northwest harbor industrial area via the Stadium Freeway and existing streets. With this alternative, Front Avenue might be redesigned as a boulevard with traffic lights providing for safe pedestrian crossing and speed limited to that of the other downtown streets. This would leave an esplanade area approximately 200 feet wide.

5. There has been discussion of an interim plan which would avoid commitment to any of the above plans, until further long-range planning can be accomplished, by simply widening Harbor Drive to six lanes as it passes the Journal Building site. This would be a temporary expedient until the best use could be determined.

Summary

It is not meaningful to attempt to compare the costs of these various plans.

The \$2,000,000 cost is for a minimal development that would satisfy only the needs of traffic. The nearly \$43,000,000 cost is for an extensive and complex development involving far more than the area bounded by the river wall, Hawthorne Bridge, Front Avenue and the Steel Bridge included in the other plans.

Furthermore, the costs of plans as proposed pertain only to highway relocation. The economic and human values which should be considered in selecting any plan have not been taken into account.

VI. DISCUSSION

Although five plans have been identified, only the City Planning Commission proposal has treated the esplanade, or greenway, as anything more than simply the space that is left over after the highway is taken care of, and even in the Planning Commission's proposal it is shown only as a concept, not a plan. Before there is any basis for selecting the best or even a satisfactory plan, there must be design studies of the esplanade to examine its potentialities and to determine its impact on the city.

There are a number of interesting new developments and proposals in the area immediately west of Front Avenue which relate to the plans for the waterfront. Many buildings between First and Third Avenues have been renewed, and just south of Burnside near the Skidmore Fountain, several outstanding renovations and refurbishings have been accomplished in an attempt to bring a new spirit into the area. The plan of the Portland Chapter of the American Institute of Architects proposed a pedestrian mall in the downtown business district which would terminate at Front Avenue between Yamhill and Morrison, with public parking structures adjacent. Oriented just off First Avenue opposite Hawthorne Bridge is the proposed huge government complex, which would include the present State Office Building, City Hall, Multnomah County Court House, the new Federal Building, city-county public safety and court buildings and city parking garage.

Just south of Hawthorne Bridge in the South Auditorium Urban Renewal Area, two new developments are under construction — the Portland Commons, encompassing two blocks facing on Front Avenue; and Crown Plaza, the Mark-Goodman development which includes two blocks east of the Civic Auditorium, one of which faces Front Avenue.

The area still retains a few of the significant historic buildings but many of the older buildings have been removed and the lots are being used temporarily for parking. With sufficient stimulation this area is ready for a rebirth. With proper nourishment, it will combine with a redeveloped waterfront area to bring excitement and interest to the downtown core.

Although the nature of the waterfront development will have much to do with the character of development in the adjacent area, there is every indication that little consideration is being given to this interrelationship. The State Highway Department has said the cost of a depressed or covered roadway is excessive, but there is no evidence that it has weighed that cost against the value to the downtown properties and shops, or against the pride and pleasure which a well-conceived plan could afford all Portlanders.

It has been suggested that Harbor Drive be relocated at near ground level now, and then, when appropriate, "in perhaps another fifteen years", a total development with covered roadway be built. But what of the character of Front Avenue and the adjacent business district which would develop during that fifteen years, facing on ten lanes of highway? Certainly this would not be the same as it would be if convenient access to and close visual contact with the waterfront development is provided as envisioned by the City Planning Commission and by Governor McCall.

Officials of all three major political units serving Portland — state, county, and city — have expressed concern about the development of the river front. Despite these expressions of concern, your Committee has serious doubts about the adequacy of present planning efforts.

Your Committee is concerned that the operation of the Intergovernmental Task Force is too casual for a body entrusted with a matter of such far-reaching importance to the future of Portland. From its inception in early November of 1968, it has had only three meetings. There have been no agenda and no minutes.

The Task Force has had no professional staff or budget, so it has depended on the staffs of the State Highway Department and, to a lesser extent, on the City Planning Commission. The only studies for which professional services have been obtained on behalf of the Task Force were the previously mentioned engineering study to determine the costs of a depressed Harbor Drive with bridges, and a comparable one for a covered Harbor Drive.

More serious than any shortcoming in the operational procedures of the Task Force is the lack of leadership shown by the City. To this date there is little evidence that the City of Portland is accepting its pivotal role in this matter. It is the City which will benefit most directly. The municipal government should provide the leadership to mobilize the enthusiasm of its citizens and the cooperation of both public and private interests. It is the municipal government which should be speaking out in favor of the grand plan — the one which would elicit excitement and promise for the future of downtown Portland. It is the municipal government which should be exploring the possible sources of Federal grants and aid.

The staff of the Portland City Planning Commission has the required professional expertise to develop imaginative planning concepts. It has produced two separate proposals "for discussion and study" of the Willamette riverfront. There is, however, a notable lack of response from the City Council, and the Planning Commission has been given no mandate to engage this problem.

The need for discussion of planning goals and methods by city planners and business and civic interests demands political leadership. The certain eventual need for public financial support also requires it. Choices, alternatives, cannot be known without city-inspired public dialogue aimed at exploring the possibilities. The City might still act to help its citizens plan their future. There still is time — but not much time. The danger is that the Harbor Drive decision will be made without public participation, leaving the public to pay the bill for a development it did not choose and may not want, but for which it will have no alternatives.

If we are to get the type of waterfront development that will truly capitalize on the natural asset Portland has in the Willamette River and which will provide a dramatic setting for downtown Portland, large amounts of money will be involved ultimately. Total plans and total costs of the development should be laid before the public. The development should not proceed piecemeal without public discussion, as it did with the \$1.3 million purchase of the Journal Building, plus the estimated \$275,000 to raze it. Before we proceed to the next step the public should know where the plan is going.

VII. CONCLUSIONS

With sensitive and imaginative planning, the riverfront can become an accessible and inviting front porch for the City, adding to the pleasure and excitement of City living and extending its lively activity to the river's edge.

If, on the other hand, the waterfront becomes an inaccessible, though beautiful, parkway through inattention to imaginative design objectives or overemphasis on economy of traffic movement and disregard of other values, it will be little used and will contribute nothing to the central city's vitality.

In spite of the Governor's imaginative proposal, the Intergovernmental Task Force has chosen so far to ignore his urgent plea not "to spawn, through inattention and inaction" the sort of highway development along the riverfront which would "bar our citizens from what should and must be one of the most attractive, livable and useful sections of the core city."

There is no present problem requiring a precipitous reconstruction of Harbor Drive. Unless a reconstruction proposal is accompanied by a total waterfront development plan of such imagination and quality that it will stimulate an inspiring development in the adjacent area and a reasonable indication of financing capability, Harbor Drive should be widened where it has been constricted in passing the Journal Building, and further development deferred until a total plan is developed and presented to the community for its review and acceptance.

Following one year of study your Committee is convinced that ground level access to the riverfront area from downtown with all conflicting ground level traffic controlled by stop lights is an essential requirement of any successful plan of development.

VIII. RECOMMENDATIONS

1. The primary consideration of any plan of development of the West bank riverfront should include the criteria outlined in this report: Varied public use of land; esthetically pleasing environment, and easy and attractive pedestrian access to the esplanade and the river itself.

2. No action, other than the possible widening at the Journal Building site, should be taken to reconstruct Harbor Drive until adequate studies of alternatives have been completed and public hearings held.

3. The Intergovernmental Task Force should extend its consideration to the area south of the Hawthorne Bridge as originally assigned. The Task Force should be funded to enable it to hire an executive secretary, permitting more effective committee operation and greater use of competent professional planning staffs.

4. The development of the waterfront from the Steel Bridge to the Hawthorne Bridge must relate to development for public use of the riverfront south to the Portland city limits.

5. The Portland City Council should actively support the City Planning Commission staff and make more effective use of other professional services. When necessary, appropriate services should be provided by consultants and specialists representing the diverse areas of expertise required to develop a project design and relate it to the city's needs and capabilities.

Respectfully submitted,
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**WHAT IS THE CITY CLUB?
A SERVICE CLUB? A STUDY GROUP?
A SOUNDING BOARD?
THE VIGILANTES?**

Are you often confronted with questions like, "What is the City Club, anyway, another service Club? . . . the City Fathers? . . . is it like the Chamber of Commerce? the Rotary or Lions? . . . is it a taxpayers' league?"

All you can say is "No, not really like any one of them but with a segment of each of them, too. It is unique." Because most members of most civic organizations care about their community, there is a common resemblance. However, the City Club calls itself a "civic, educational organization" and its constitution states the Club's purpose shall be "to provide a common meeting ground for congenial forward-looking citizens of divergent beliefs . . ."

When it was organized in 1915 and firmly established in the fall of 1916, it was by a group of men interested in the study of social and economic problems of the community. The education is accomplished in two ways: research teams on selected topics of study, and an open platform at weekly luncheon meetings.

Many members have written pertinent essays describing the reasons for a City Club, and these have been reprinted from time to time in the Club's *Bulletin* under such titles as "The City Club and the City." Your editor noted the following statement in the official journal of The Commonwealth Club of California recently, written by one of that civic, educational organization's founders in 1903, and paralleling Portland's City Club philosophy closely:

. . . "When good men disagree as to courses of action, it is almost always because they disagree as to facts. The logical conclusion seems to be that the most essential function of a public service club at the present time is the ascertainment of the essential facts concerning important measures, as found by competent investigators and agreed to by men of differing views within the club, or when exact facts cannot be ascertained, impartial statements of the claims, authorities and arguments on both sides—in either case without comment, and in the briefest form. The monthly discussions in the club would be preceded by such investigations, so that the members could discuss in the light of the facts and not of vain imaginings. The effect of such discussions among such a body of men as it is hoped to bring into this club would be far-reaching, even if the data were never made public, a matter which would be determined by the club."

**NICK TRI REJOINS
RESEARCH ACTIVITY
AS TRANSIT INTERN**

Glenn Nickolas Tri, City Club member and former research intern to the Stadium Committee and the Planning for Metropolitan Transportation Committee, has been selected by the current Mass Transit Committee for special research assignment during the next two months. He will serve as a research intern to the committee.

Nick holds a B.A. degree from Willemette University, with a major in German, and a Masters Degree in Political Science from Northwestern University, after which he served in the Army in Vietnam. He has just been accepted by the University of Oregon to continue graduate studies toward his doctoral degree in political science, beginning with fall term.

His internship with the Mass Transit Committee, to compile some detailed comparative data on transit problems, has been made possible with a grant from the Portland City Club Foundation, Inc.

The Mass Transit Committee, whose chairman is Norman A. Stoll, is continuing its long-range study of public transportation problems in Portland, following the publication of its interim report last May 2, 1969, dealing mainly with legislative activity concerning transportation.

The Commonwealth Club, in San Francisco, and the City Club of Portland are very similar in operation, if not in size (their membership is more than four times that of Portland's Club), but City Club members visiting in the Bay Area are given reciprocal privileges to attend Commonwealth Club meetings. Headquarters are in the Monadnock Arcade, 681 Market Street, San Francisco.

Town Hall in Los Angeles is also closely allied with City Club type activities, and City Club members are welcome to attend its functions while in Southern California. Headquarters are in the Biltmore Hotel in Los Angeles.

Copies of both organizations' reports are on file in the City Club library. Reports published by Fort Vancouver Civic League, Salem City Club, Metropolitan Civic Club (Eugene-Springfield) and Municipal League of Seattle are also on file.