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REPORT
ON
A VISION FOR THE CENTRAL CITY

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TABLE OF CONTENTS

| | <u>Page</u> |
|---|-------------|
| Credo..... | 717 |
| I. Introduction and Background..... | 718 |
| A. Summary..... | 718 |
| B. The Assignment..... | 719 |
| C. Correlation of This Re-Vision to the Citizen Steering Committee Vision..... | 719 |
| II. Downtown in Portland in 1986..... | 720 |
| A. Where We Are..... | 720 |
| B. What Happened to the City Club's 1980 Vision?..... | 724 |
| III. Discussion..... | 725 |
| A. Base Precepts for a Re-Vision..... | 725 |
| B. Social Imperatives (without priority)..... | 726 |
| 1. Social Services..... | 726 |
| 2. Educational Excellence..... | 726 |
| 3. Economic Well-being..... | 727 |
| 4. Physical and Electronic Access..... | 728 |
| 5. Cultural and Recreational Opportunity..... | 730 |
| 6. Security..... | 730 |
| 7. Housing..... | 731 |
| 8. Leadership..... | 731 |
| C. Implementation of any Plan (Timing)..... | 732 |
| IV. Conclusions..... | 733 |
| A. A Philosophical Focus..... | 733 |
| B. A Physical Focus..... | 734 |
| V. Recommendations..... | 741 |
| VI. Appendices..... | 743 |
| A. Central City Map with River Walk..... | 743 |
| B. Citizen's Steering Committee Central City Plan Vision..... | 744 |
| C. 1980 City Club Vision (Extract)..... | 747 |
| D. Interviews..... | 748 |
| E. Bibliography..... | 748 |

Report on

A VISION FOR THE CENTRAL CITY

A Credo:

Welcome.
 Together we will build a great city
 Full of curiosity, comfort, promise and reward
 For all.

歡迎！歡迎！
 我們一起將會建設一個美好的都市
 沖滿着好奇、方便與舒適、展望和報酬
 給於大家的。

Chào mừng quý bạn

Cùng nhau, chúng ta sẽ xây dựng một thành phố lớn

Đầy những kỳ quan, tiện nghi, hứa hẹn và tưởng thưởng

Cho tất cả.

歡迎

興味と熱いと希望に満ちた
 すばらしい町を共に築きましょう。

Bienvenidos.

Juntos fundaremos una gran ciudad
 Lleno de curiosidad, bienestar, promesa y premio
 Para todos.

Willkommen

Zusammen werden wir eine grosse Stadt erbauen,
 Voll von Neugierde, Trost, Verheissung, und Belohnung
 Für alle.

To the Board of Governors,
City Club of Portland:

I. INTRODUCTION AND BACKGROUND

A. Summary

This is not a typical City Club report. A vision, after all, does not emerge from a show of hands or numbers in a column; it is the product of informed (and, hopefully, inspired) opinion. The opinion in this report, reflected in Conclusions and Recommendations, is that of your Committee, using its own filters of experience and knowledge on a broad range of opinion. We also invited opinion from some of those who will live the future beyond our time, fifth graders from Chapman school.

The report proceeds in this way:

1. The opening credo is an expression of our ambition (in brief form) for what Portland should be and, importantly, what it currently is not. The translations seek to communicate the vision to all Portlanders, including a representative sample of other language groups, in this case the five most populous minority language groups in the Portland metropolitan area.

2. Portland today is detailed in Section II. It should bear some reasonable relationship to your perception of Portland; it is meant to be factual.

3. The Discussion Section (III) starts with some assumptions for writing a vision. We call them "base precepts:" diversity, scale, direction, and balance. The broad aim is to fine tune these precepts in order to create in the central city a "critical mass" capable of continuing itself if the fuel rod of employment can be sustained.

4. We then identified (but without priority) key social imperatives for a vital city (III. B.).

5. The probable effects of the post-war baby boom on change in the central city are discussed in Section III. C. Those effects suggest the timeliness of implementing change immediately.

6. Conclusions and Recommendations are imparted in Sections IV and V. The keys, we think, are the base precepts and the River Walk. You may not agree with some aspects of the River Walk — we may not either as the next two decades unfold. It is not our intent that these specific projects be done and none other, nor that they must be done at specific sites (in lieu of other sites found on greater scrutiny to be more practicable). The River Walk is a metaphor for a focus on the river; it is not the product of feasibility analysis. We do not presume mad-cap building of river amenities for building's sake, but a reasoned change done with care and planning by consensus.

7. To see how the River Walk may look twenty years from now we have inserted various italicized musings along the way. These should serve to place the projects in a concrete context.

B. The Assignment

Portland is re-writing its Plan for the central city, an area roughly defined by the Ross Island Bridge and John's Landing to the south, the Fremont Bridge to the north, S.E. Twelfth Avenue to the east, and the Stadium Freeway to the west. See Map, Appendix A. Within those bounds lies traditional "downtown" Portland and the addition of east-of-river territory, including the Lloyd Center.

Your Committee was asked to monitor the development of that Plan and, from time to time, to report its progress and proposals to the Club. This assignment will not be completed until the Plan is adopted by the City Council.

As a first task, we were asked to revisit the City Club's 1980 vision for the city and to propose an updated vision. This report is that proposal. The foregoing credo and the Base Precepts of Section III are its philosophic center, purposely worded to imply openness and an intent to change. The physical focus of the report is the river, no longer to be a real or perceived dividing line, but a shared resource of diverse attraction fusing the common aspirations of citizens on both banks.

C. Correlation of This Re-Vision to the Citizen Steering Committee Vision

In response to a widely-held perception that the City of Portland's 1972 Downtown Plan had largely been completed, the City began to revise the Plan in 1984. The chosen planning process is notable in that it is managed and directed by a 15-member Citizen Steering Committee whose goals and policies are reviewed and commented upon by eight Functional Advisory Committees assigned to, and staffed by, city personnel and consultants expert in such areas as economic development, recreation, environment, and transportation.

The development of the Central City Plan is to be done in three phases. The first phase, which began in early 1985, gathered input from citizens regarding their vision for the central city. Phase I culminated in Summer 1985, with the adoption by the Steering Committee of its first draft of a Vision Statement for Portland's Central City and Draft Goals and Policies.

The Steering Committee's Vision Statement is intended as "an imaginative contemplation of what Portland can become, as well as a portrayal of the central city's unique characteristics" (See Appendix B). It contemplates:

"A Full Service City" characterized by diversity in employment, housing, and culture;

"A Working City" with local, regional, and international functions;

"A City of the River" focusing on the Willamette as an economic and recreational bond;

"A City Faithful to its Setting";

"An Accessible City" with a balanced transportation system.

"A City that Cares" about all its citizens; and

"A City Without Walls" with an open, honest political process.

In the current second phase, the Functional Advisory Committees have reviewed the Steering Committee's goals and policies and have recommended changes. This phase emphasizes an intensive research program conducted by City bureaus and consultants and the development of alternatives for meeting the plan's goals and implementing its policies. Phase II is anticipated to end in Fall 1986, with public review of the alternatives.

Phase III will include the selection of a preferred alternative by the Steering Committee and development of specific implementation measures. The City Council is expected to receive a Recommended Plan for its adoption in Summer 1987.

This report by the City Club is intended to provide an additional perspective on a vision for the central city. We have reviewed the draft of the Citizen Steering Committee's Vision Statement and find it to be an adequate narrative expression of the general principles which should guide central city planning. However, we find the Steering Committee's Vision Statement to lack a specificity and visual component that we believe would more completely convey a "vision."

By means of this report, we intend to supplement the Steering Committee's existing vision statement, and we also hope to stimulate discussion and debate.

II. DOWNTOWN PORTLAND IN 1986

A. Where we are

As we entered this decade, Portland was being hailed as among America's most livable cities. Favorable comments still prevail, the most frequent being our moderate weather. Other popular responses to a recent public opinion poll (1) were: "proximity to mountains and coastal beaches," "variety of cultural events and entertainment," "accessibility of services," "relaxed and easy to get around," "friendly/nice people," and "greenery/trees/parks." Also mentioned, but less often, were: "unpolluted environment," "employment/higher educational opportunities," "bus system," and "good schools."

Livability is one thing. Gaining consensus on the essence of livability is quite another.

Generally speaking, most would agree that our existing physical features suit us: Blocks are small (200 feet square) allowing numerous

1. Surveys and polls listed in this report are listed in the Bibliography.

vistas, a bias toward pedestrian mobility, and a natural limitation on building mass. The city is compact, with identifiable natural boundaries and tree-lined, close-in neighborhoods. The city combines a gentle balance between the old and new with a strong sentiment for preservation and a penchant for architectural experimentation. Both aspirations have been realized: Old Town, Yamhill Historic District, and numerous protected buildings of the past are juxtaposed with the Portland Building, the Transit Mall, Pioneer Courthouse Square, and other newer images.

Most residents like the size of Portland — neither too big nor too small. Some people say they like the small town feeling of Portland. Others say they see an acceptable combination of "big city and small city." In general, people are not warm to the idea of runaway urbanization. But a barren downtown after 5:00 p.m. is not warmly received either.

Other polls have shown that residents see the Portland area as a desirable place to live, but less so than it was ten years ago. The city has great potential for change and improvement and Portlanders see this change coming. They believe, for instance, that the five-day forty-hour work week, and the single career lifetime will not be as common in the future as they are today. In addition, a majority of poll respondents do not believe the single family dwelling will be the major form of housing in the year 2000. Most respondents recognize that the challenge in 1986 is to identify the choices we have and to start making the decisions that will help Portland retain its livability into the next century.

The Willamette River remains downtown Portland's centerpiece of opportunity. In recent years, the westside riverfront has sprouted some housing, moderate shopping, a marina, restaurants, and attractive open spaces. But the riverbanks, particularly on the eastside, remain under-utilized. I-5 is recognized to be a serious impediment to eastbank development.

The Lloyd Center area continues to develop. Light rail will provide this area a convenient access to downtown, which should help Lloyd Center to become more a part of the central city.

Inner eastside neighborhoods have experienced a revival; new people are attracted to the area by the good quality and moderately priced housing to be found there. The area is one of the few near downtown that has starter homes for young families. These neighborhoods, however, border a commercial and distribution center which, in addition to the freeway, occupies the riverbank and seals off the eastside from the river.

The Northwest Triangle (north of Burnside and west to the Stadium Freeway) is an area in transition. The railroads may be induced to leave the area and there is discussion about how then to use the old railroad and warehouse district. Impetus for locating the proposed convention center in this area is strong, although competition for alternative sites is also strong. (On May 12, 1986, the Regional Committee on Convention, Trade and Spectator Facilities recommended a site near Lloyd Center for the convention center.)

In the Union Station/Old Town portion of the Northwest Triangle, there has been substantial transportation and small business development. Amtrak, Trailways, and Greyhound stations are now together, offering a

convenient transportation node. Tri-Met serves Old Town as part of its Fareless Square service and light rail will also soon be available there.

The Performing Arts Center has added a new dimension to downtown entertainment. New theaters in the KOIN Center and additional attractions in the Civic Auditorium have contributed to a more lively downtown after work and on weekends.

Visitors to downtown Portland are there for work/business, or shopping/entertainment/recreation. Data continue to indicate that the most frequent users tend to be young, well educated, and likely to be employed in white collar/professional occupations. Residents of Clackamas and Washington counties are as likely to visit downtown for entertainment as residents of Multnomah County, but are less likely to visit downtown to shop.

Portland's dominance as the regional center for offices and retail sales has been seriously challenged by strong suburban growth. Symptoms of the central city's economic troubles include significant delays in the development of the Morrison Street/Pioneer Place project (to include retail, office, and hotel facilities) and one of the highest office vacancy rates on the West Coast. Ambiguities over the scope and timing of the proposed Pioneer Place development have greatly heightened the frustration level of downtown retailers.

Residents see transportation, particularly the availability of convenient and inexpensive downtown parking, as a critical issue facing the central city. Many downtown enterprises blame their sluggish business on the scarcity of downtown parking, which they say causes potential customers to drive to suburban shopping centers. There are loud calls to raise the downtown parking lid and to build additional satellite parking structures.

Tri-Met is experiencing financial difficulties and declining ridership. The decision to trade the Mt. Hood Freeway for the construction of other highways and light rail is now being subjected to serious public scrutiny, thus placing expansion of light rail in jeopardy. The energy crisis has not materialized to the degree feared (or has momentarily abated), with the result that the major financial incentive for people to give up their cars for mass transportation has not occurred.

There is concern about the homeless, the elderly, and the poor, all of whom represent important social, welfare, and business-development issues. There is growing consensus about the extent of the problem, but not the solution. For example, current plans call for the city to purchase hotels in order to provide shelter for the homeless. But there are diminishing resources for social services. To fill the gap, publicly-financed service providers are increasingly turning to the private sector, which may or may not respond.

A recent public opinion poll showed that crime is a major concern of our citizenry. Jail overcrowding has led to the early release of criminals (or alleged criminals) and this, it is argued, has resulted in a higher crime rate. The elderly are particularly vulnerable and concerned.

Results of the Youth Intercept Survey taken in 1985 indicate that young people come to the downtown for the activity and diversity they associate with the area. Many use the shops and stores regularly, and believe that they satisfy their shopping needs. However, 47% of the survey's respondents did not feel safe in the central city at night.

The area's universities and colleges continue to offer a wide variety of opportunities. But the decline of traditional industrial America in general, and the decreasing reliance on the timber industry in Oregon in particular, have heightened expectations for academic research and applied knowledge. In Portland, Portland State University bears the brunt of this assessment. Many think that PSU needs more support from local elected officials and business leaders if changes are to be made which would elevate PSU to the status of a major institution, meeting the needs of Portlanders in our changing economy.

The picture we paint of ourselves and project to outsiders lacks consistent form. There are Portlanders who believe that we are open, accessible, and friendly to outsiders, and there are others who disagree, citing a prevailing insular and parochial attitude. Although our population is relatively stable and homogeneous in the traditional demographic sense, citizens hold widely divergent views as to the quality of public services, transportation, schools, parks, and other civic activities.

This disparity of opinion among residents permeates not only the discussion of what Portland is, but what it should be. Advocates of rapid urban growth are challenged by those who support "the Portland of today."

If we are confused about how we perceive ourselves, this confusion is exacerbated by the wide range of opinion held by outsiders.

To some, Portland is indistinguishable from the State of Oregon; our social and cultural heritage is said to be rural and individualistic, not the melting pot of urban industrialization, and therefore, lacking in cosmopolitan tone. We are considered to be zealous promoters of environmental protection and social reforms and sponsors of an apolitical "peoples" government. One manifestation of the "Oregon way" is that we are among the first to try social innovations; our traits of environmental concern and political independence are recognized nationally.

These same people describe Portland's downtown as one of modest urban pretension and visual splendor, a place to be enjoyed. They give us credit for strong neighborhood identity and citizen involvement, with an intense interest in parks, flowers, and single-dwelling living. We have great things going for us but we don't give ourselves credit for our accomplishments: Pioneer Courthouse Square, the new Performing Arts Center complex, and recent reinvestments in downtown by local business leaders and out-of-town investors are cited as examples of positive reactions to a depressing economic downturn.

Results of a tourist survey in 1985 showed that visitors liked Portland. They strongly agreed that, compared to other major cities, Portland has good recreational facilities, musical events, parks, theaters and restaurants; strongly agreed (contrary to citizen opinion) that Portland's central city is safe; agreed somewhat that Portland is a

facilities downtown are enjoyable; and intended to visit other parts of the city -- in particular Washington Park/Zoo/Japanese Gardens.

What visitors liked about Portland was its natural scenic beauty, vegetation, greenery and numerous parks. What they disliked most was the problem of parking. And they thought that Portland did not inform visitors adequately, an omission correctable by better hotel guidebooks, more precise street and highway signs, and by maps showing traffic flows and restricted street patterns.

Some outside observers assert that Portland has not and never will make it out of the back woods. To these people, Portland is as different from great cities as Pendleton shirts are from pin-stripe suits. Portland is a place sandwiched between Seattle and San Francisco and preferably flown over. They perceive us as provincial and insulated, proud of our lack of sophistication.

Even Portland business leaders report that residents are parochial and unreceptive to growth and development - that they are not sufficiently aware of the dependence of the city's livability on a strong economic base. A lack of drive is often perceived, the perception itself being an impediment to growth regardless of its truth. There is evidence that young people are not returning to or staying in Portland because of insufficient professional opportunities to grow and prosper. One opinion leader fears that "We have begun to accept lower expectations for ourselves."

How we mesh Portlanders' and outsiders' perceptions of what Portland is or can be will depend upon developing a consensus on a vision for the city, one that takes into account common aspirations and available resources, followed by firm decisions to implement the vision.

B. What happened to the City Club's 1980 vision?

The City Club's 1980 "Vision Of Portland's Future" contained the seven major elements listed in Appendix C of this report. Progress toward their realization has, in part, been hampered by an inability to arrive at a consensus on the best way to proceed, and by a lack of leadership (both public and private). The biggest deterrent, however, has been the economic downturn which made fewer public and private funds available for new programs.

In reviewing the vision six years later, the most positive development has been the expansion of uses along the Willamette River (Vision 1). In accord with that vision, we now have more of a "working river and an attraction with residential, commercial, retail, service and recreational uses...." But even here, great potential remains, for little has been done to develop the unrealized assets of the east bank.

The second major area of progress has been with Vision 3--development of the enlarged Central Business District as a "24-hour regional attraction." Compared to six years ago, downtown Portland has enhanced its attractiveness, thanks in great part to the new performing arts center, new theaters, improved street landscaping, and side-walk restaurants.

Vision 7 endorsed a multi-modal transportation network, then underway. But because the energy crisis did not develop as anticipated to motivate

more people to use mass transit, the subject of public transportation remains unresolved.

Vision 2 (redevelopment of the new Eastside), Vision 4 (housing) and Visions 5 and 6 (economic development) have not been attained. The mixed residential and commercial uses envisioned for the near eastside have not occurred. Downtown Portland is experiencing business failures, business flight to the suburbs and out-of-state, and high rates of office vacancy. Sufficient housing for a low- and middle-income populace downtown (whose presence was predicted to trigger the diversification and economically self-sustaining elements of the Vision), has not been developed.

In the midst of promise, sidewalks remain bare.

III. DISCUSSION

A. Base Precepts for a Re-vision

"Lovers of cities of all kinds will know . . . there is a roar, a throb or a sensation of life in any great city that lifts their heart or stirs their blood whenever they leave the station or walk out from the hotel and savour a city for the first time"

---Mark Girouard, Cities and Their People,
Yale University Press, 1985

We believe Portland should be the great city Girouard describes -- a place that "lifts the heart or stirs the blood."

Here are our standards: (They represent a distillation of essential components identified to us as necessary for a vital central city. These base precepts are inter-related. Their ultimate mix will define the ambience by which we are known.)

Diversity. The precept of diversity assumes that a successful central city is dependent upon a multi-faceted environment that requires complexity, variety, choice, and options - whether induced by market forces, public policy, or fortuity. By diversity, we mean more than different architectural styles and multiple land uses. We seek for the central city the broadest range in function (commerce, housing, education, recreation, culture), populace (age, creed, color, national origin, wealth), and ideas (philosophies, lifestyles, public/private attitudes).

Scale. The precept of scale implies more than the present human scale in planning and design for which Portland is justly famous. It means a quantity of activity that creates self-sustaining interaction, a "critical mass" sufficient to attract and sustain the desired diversity. This critical mass will provide both the climate for exploration, experimentation, change and specialization, and the energy necessary to develop multiple pockets of excellence.

Direction. The precept of direction implies a relatively stable course and environment for central city evolution and growth. Reasoned change demands a thorough understanding of our past and an awareness of our physical and cultural characteristics. Once a desired direction is identified, it must be sustained. Attainment of this precept demands leadership and attention by the citizenry to city issues.

Balance. The precept of balance implies an equitable process for dealing with diverse people and contradictory ideas. It demands known procedures by which public policies preserve the chosen equilibrium. And it requires an informed value system and social conscience to guide private initiatives.

B. Social Imperatives

1. Social Services

Between 2,000 and 6,000 people are homeless in the Portland area. "Thrown away" street youth, "new poor," and battered women have joined the chronically mentally ill and the alcohol- and drug-dependent who roam the city's streets, camping under ramps and living in cars. "We need enlightened, decent, humane, cost-effective policies to deal with the homeless," says Don Clark, Director of Central City Concern.

We may be close. Portland's mayor has proposed a 12-point plan to begin to address the problems of the homeless. His proposal covers comprehensive planning, housing, person-down response, alcohol and drug treatment, involuntary commitment, street sanitation, jobs, street safety, and treatment for the mentally ill. The mayor's plan has been approved in principle by the Multnomah County Commission and the Portland City Council, but is only half-funded in the current budgets.

One of the more controversial proposals in the mayor's plan calls for the city to purchase and rehabilitate two hotels in the Burnside-Old Town area. Some business owners in Old Town oppose that idea because they believe trade will be adversely affected by institutionalizing the homeless in the area. They also feel they have not been included enough in developing a plan for the homeless; they are angry at City Hall.

All sides agree that something must be done. And it is clear that all affected parties must participate in the solution. The need is real and induces an anguish in even our youngest citizens: "I wish that downtown Portland would have shelter for all the people who have to live on the streets," pleads 5th grader Brooke Waite.

Affordable housing, convenient transportation, low-cost health care, safety, and easy access to information regarding available social services are the reported needs of the elderly. According to Rabbi Emanuel Rose, "A framework needs to be developed to insure older citizens' input [into the city's evolution], because our population is getting older, more so than in other cities in the U.S."

2. Educational Excellence

Great cities throughout history have been influential centers of learning. Indeed, the excellence of the university system in Portland

by which a vital community is measured. "The ideal city university should be a place of the mind, a place of ideas and action," says Sam Oakland, former professor of English at Portland State, "a center of culture and debate, growth and enlightenment."

Indicators of university excellence are programs that attract high quality students and faculty, induce development grants and gifts, provide academic leadership to the community, and promote leading-edge research for the benefit of society.

The promise of Portland State University (and the breach of its keeping) is commonly voiced. The pending appointment of a new president presents a good opportunity to effect change. PSU comes with a valuable head start: its proximity to the "cultural campus" of the Oregon Arts Institute, the Oregon Historical Society, the Performing Arts Center, the Civic Auditorium, and the Central Library is a fortunate siting. "Cultural activity affects the educational system," explains Michele Russo, local artist and art educator; "culture is the heart of education."

3. Economic Well-Being

William Naito, local developer and retailer, reminds us that, "All great cities are great because of the economic strength behind the city. Unless we have that we can't afford the cultural and educational entities."

Here are the economic trends suggested by our interviews and published data:

- * The service sector in metropolitan Portland is growing faster than manufacturing. Since 1960, employment in finance, insurance and real estate has increased 206%; in other services, 194%; in retail trade, 121%; in wholesale trade, 98%; in manufacturing, 72%.
- * The metropolitan economy has been in a state of recovery for the last three years. Total employment levels for 1980 have not yet been exceeded, and employment growth in the latter half of this decade is expected just to replace jobs lost in the past recession, particularly in the manufacturing, construction, transportation, communication, and utilities industries.
- * The position of Portland and Multnomah County as the dominant employment center within the metropolitan area is eroding because of new employment and development in the suburbs. Manufacturing employment is shifting toward suburban locations, lured by lower building costs and easier access. Modern manufacturing functions more effectively in single story buildings which can be built more cheaply in the suburbs.
- * Retail activity is also shifting away from the central business district to the suburbs. This reflects the population shift; most people want to shop near home.
- * "Campus" office development in the suburbs remains popular. Until recently, most office space was downtown. The relative benefit of being close to places such as banks, courts, support services and other

offices is diminishing. The telecommunications revolution plays some role here: suburban business can access downtown services by computer.

It seems clear that some of the foregoing trends are likely to continue: manufacturing (high tech, for example) will follow low land values; suburbia will remain attractive for those seeking less congestion; the service sector will increase its dominance in employment.

And yet market forces will undoubtedly dominate the future, as they have the past. The market, then, must be attracted to the natural advantages of the central city in order to overcome apparent disadvantages of higher land costs and congestion. Most commentators agree that downtown is especially well-suited for "magnet" business opportunities: high value retail and specialty shops; high scale entertainment and dining; tourism; cosmopolitan office settings. We also are reminded to attend to the feasibility of an active commercial waterfront in order to maximize the advantage of the river.

The city's Central City Plan research program has taken important first steps in studying the potential of retail, office, and industrial sectors for growth in both the metropolitan region and the central city. The final reports should indicate in more detail, and with factual support, what the central city's comparative advantages are or can be vis a vis the suburbs.

While the central city will compete with suburban communities for development and jobs, the real challenge will be to define complementary roles for the central city and the suburbs which will drive the growth of the region as a whole.

Without an economic revival we will not have adequate prosperity to reach our promise.

4. Physical and Electronic Access

a. Parking. Most downtown merchants argue that they do not have enough customer parking and many residents of outlying neighborhoods say that they will not go downtown because there is no place to park. There is some truth to both assertions, since parking spaces have been removed by the transit mall, the light rail route, and downtown construction policies. If it is desirable to attract people downtown to work, shop, live, and play, most people agree that additional convenient parking will be required.

Under the City's Downtown Parking and Circulation Policy, there is a maximum inventory of approximately 40,000 parking spaces, about 90% of which are now allocated and in use.

The main constraints to increasing the number of parking spaces are air pollution and street congestion. The city is required to meet Federal Air Standards by 1987. To date, the yearly number of air quality violations has decreased, but the air quality standard still has not been met. There is some concern that reports by the Department of Environmental Quality on violations may be inaccurate, since conclusions for all of downtown are based on only two air quality monitoring stations, one at S.W. Fourth and Alder (between two parking structures), and the other at the intersection of Broadway and W. Burnside.

One of the objectives of the City's Circulation Policy is to reduce automobile traffic on downtown streets in order to minimize congestion. The view is held by some that the transit system will provide a substitute for automobiles, thereby alleviating the need for more parking. There is evidence, however, that many people still are addicted to their cars. With falling petroleum prices, there may be insufficient conservation motive to change travel habits. We shall not know the impact of light rail for certain until we experience that system, due to begin operation in the fall of 1986.

b. Transportation. The most recent draft (March 1986) of the City's Central City Plan for transportation recommends a multi-modal system linking all parts of the central city to outlying communities. It calls for maximizing mass transit, providing for bicycle movement on major corridors ("for commuting and general access into and within the central city"), creating "user incentive" programs (to reduce auto emphasis), segregating pedestrian and commercial traffic from general traffic, and accommodating the needs of the physically disabled. Correlative goals recite the need to provide for central city residential parking, to enhance short-term and visitor parking as a priority, and to increase pedestrian ways across the river.

c. Telecommunications. More and more people are using computers at home to "telecommunicate" to work. Two hundred companies nationwide are experimenting with the concept. According to Joseph Kroger, Vice President of Sperry Corporation, "Employees like the flexible hours and comfortable surroundings, and supervisors report productivity gains of up to 40%." New members of the work force, the "computer babies" born after 1966, will seek more autonomy to work in whatever way they want and in whatever time and place they want, defining their employment only in the results or end products of their labor. (2)

Telecommunicating will have an impact on many public and private sector concerns, including public transportation, the cost of doing business, neighborhood vitality, and family relations. Those who recognize this trend feel it should be closely monitored and carefully considered in civic plans and school and counseling programs.

As it may pertain to economic growth in the central city, the significance of telecommunications is not yet recognized to be as essential as roads, sewers, and water. Currently, Portland does not have a telecommunications infrastructure sufficient to permit businesses, public institutions, or individuals to transmit voice, data, and video messages by cable. Ten other cities in the United States have "public rooms" available for the transmission of data and video by satellite to trans-continental destinations. Portland does not.

2. Comments in this paragraph are taken from "Work in the Information Age," The Futurist, December 1985.

5. Cultural and Recreational Opportunity

a. Cultural Enclave. Highest quality cultural facilities benefit from centralized locations serving a region-wide patronage. The Portland central city has a strong base upon which to build. The existing concentration of arts/cultural facilities in the south park blocks and on S.W. Broadway could form the basis for a "cultural campus." This campus could provide a physical focus for a cooperative venture among existing and future arts organizations to address such critical issues as funding and the promotion of arts consciousness. Existing cultural activity in the area - PSU, Art Museum, Performing Arts Center, Historical Society, New Rose Theater, to name some - could easily be augmented by city policies to encourage the conversion of existing buildings to more cultural uses and to provide nearby housing for the artists who practice there. The current efforts by the Portland Development Commission to revitalize the area provide one vehicle for implementing such a cultural campus.

Centralized high-quality cultural programs are, of course, magnets. Intensified programming with a downtown focus would serve to knit together the metro region, especially if aimed at a broad range of cultural tastes. But it comes at a cost. Michele Russo, a local artist, explains: "We should be as concerned about cultural programs as we are about physical plant facilities. We should develop a consciousness of what roles arts organizations play in the urbanization of our community. Cultural institutions are as essential as the educational institutions and are equally unable to be self-sustaining."

b. Open Space. Recreational opportunities and open spaces attract visitors but must also be keyed, we are told, to downtown employees and residents, to provide them with the comparable amenities available to them in suburban parks and athletic clubs. Increased access to the Willamette River provides an opportunity to capitalize on a joy unique to the central city: people actually fish and swim five minutes from their offices. But the river remains underused and relatively inaccessible, particularly on the eastside. Islands with unlimited park potential have not been reserved for public use. The Willamette Greenway is incomplete. John Kimsbrough, a 5th grade student asks, "I know we have Waterfront Park, but do we have any park by the library? West Burnside? The Eastside?"

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Security is a basic need. Portland historian and educator, E. Kimbark MacColl reminds us that, "A free society is not free without order." Polls show that Portlanders, once seemingly unconcerned, now feel that crime ("inadequate jails," "burglary," "need more cops/service") is the most important problem that elected officials can do something about. Citizens are increasingly vocal in demanding action.

The city's continuing struggle for a balanced budget has caused reductions in Portland's police force, as it has with most city departments. Insufficient jail space and past citizen unwillingness to support new jail construction further contribute to a breeding environment for increased crime. Many people believe that early release and fewer arraignments result in increased burglaries and assaults. Residential insurance rates, to which crime is a major contributing factor, have skyrocketed.

Because the central city lacks a cohesive neighborhood base, such programs as Neighborhood Watch have a limited use in curtailing downtown criminal activity. Downtown is regarded by many as an unsafe place to visit at night.

7. Housing

The proximity of a wide variety of housing options near and within our central city would generate the base populace necessary for a city active after the working day. Residents in or near the central area of town provide steady patronage for places of dining and entertainment. Singles and couples, in particular, would find close-in housing desirable for urban lifestyles. And families can, and should, be accommodated.

The 1972 Downtown Plan, updated in 1980, encouraged urban living by permitting residences in an area between the South Park Blocks and the Stadium Freeway. However, since the early 1970's, development of housing in this area has been stymied by economic conditions and high interest rates. In response, the City recently established the South Park Blocks urban renewal area to promote middle income, multi-family housing.

The Northwest Triangle presents possibilities for loft units in some existing buildings, and even rooftop apartments above commercial operations.

The near eastside could provide housing opportunities with mixed use developments, small clusters of low-rise, high-density apartments, and row housing. With a change in zoning, the near eastside would offer excellent living with a much greater density of land use than now allowed. The near eastside is an important warehouse and distribution center for the city and care must be taken to mix housing among the viable commercial uses. But we are told it can be done. One prominent real estate broker professed to us his incredulity that one of the best views of the river - the cityscape, with the west hills in the background - cannot be enjoyed from living units near the east bank of the river.

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The major desire of residents in the close-in neighborhoods is that the river esplanades be people-oriented. They say that "people space" on both sides of the river is critical to livability in the city, and that housing in the downtown and its immediate periphery should be encouraged and made available for all income ranges.

8. Leadership

The promise which social living holds out over isolation is the opportunity to achieve beyond one's narrow expectations. But social living

offices is diminishing. The telecommunications revolution plays some role here: suburban business can access downtown services by computer.

It seems clear that some of the foregoing trends are likely to continue: manufacturing (high tech, for example) will follow low land values; suburbia will remain attractive for those seeking less congestion; the service sector will increase its dominance in employment.

And yet market forces will undoubtedly dominate the future, as they have the past. The market, then, must be attracted to the natural advantages of the central city in order to overcome apparent disadvantages of higher land costs and congestion. Most commentators agree that downtown is especially well-suited for "magnet" business opportunities: high value retail and specialty shops; high scale entertainment and dining; tourism; cosmopolitan office settings. We also are reminded to attend to the feasibility of an active commercial waterfront in order to maximize the advantage of the river.

The city's Central City Plan research program has taken important first steps in studying the potential of retail, office, and industrial sectors for growth in both the metropolitan region and the central city. The final reports should indicate in more detail, and with factual support, what the central city's comparative advantages are or can be vis a vis the suburbs.

While the central city will compete with suburban communities for development and jobs, the real challenge will be to define complementary roles for the central city and the suburbs which will drive the growth of the region as a whole.

Without an economic revival we will not have adequate prosperity to reach our promise.

4. Physical and Electronic Access

a. Parking. Most downtown merchants argue that they do not have enough customer parking and many residents of outlying neighborhoods say that they will not go downtown because there is no place to park. There is some truth to both assertions, since parking spaces have been removed by the transit mall, the light rail route, and downtown construction policies. If it is desirable to attract people downtown to work, shop, live, and play, most people agree that additional convenient parking will be required.

Under the City's Downtown Parking and Circulation Policy, there is a maximum inventory of approximately 40,000 parking spaces, about 90% of which are now allocated and in use.

The main constraints to increasing the number of parking spaces are air pollution and street congestion. The city is required to meet Federal Air Standards by 1987. To date, the yearly number of air quality violations has decreased, but the air quality standard still has not been met. There is some concern that reports by the Department of Environmental Quality on violations may be inaccurate, since conclusions for all of downtown are based on only two air quality monitoring stations, one at S.W. Fourth and Alder (between two parking structures), and the other at the intersection of Broadway and W. Burnside.

One of the objectives of the City's Circulation Policy is to reduce automobile traffic on downtown streets in order to minimize congestion. The view is held by some that the transit system will provide a substitute for automobiles, thereby alleviating the need for more parking. There is evidence, however, that many people still are addicted to their cars. With falling petroleum prices, there may be insufficient conservation motive to change travel habits. We shall not know the impact of light rail for certain until we experience that system, due to begin operation in the fall of 1986.

b. Transportation. The most recent draft (March 1986) of the City's Central City Plan for transportation recommends a multi-modal system linking all parts of the central city to outlying communities. It calls for maximizing mass transit, providing for bicycle movement on major corridors ("for commuting and general access into and within the central city"), creating "user incentive" programs (to reduce auto emphasis), segregating pedestrian and commercial traffic from general traffic, and accommodating the needs of the physically disabled. Correlative goals recite the need to provide for central city residential parking, to enhance short-term and visitor parking as a priority, and to increase pedestrian ways across the river.

c. Telecommunications. More and more people are using computers at home to "telecommunicate" to work. Two hundred companies nationwide are experimenting with the concept. According to Joseph Kroger, Vice President of Sperry Corporation, "Employees like the flexible hours and comfortable surroundings, and supervisors report productivity gains of up to 40%." New members of the work force, the "computer babies" born after 1966, will seek more autonomy to work in whatever way they want and in whatever time and place they want, defining their employment only in the results or end products of their labor. (2)

Telecommunicating will have an impact on many public and private sector concerns, including public transportation, the cost of doing business, neighborhood vitality, and family relations. Those who recognize this trend feel it should be closely monitored and carefully considered in civic plans and school and counseling programs.

As it may pertain to economic growth in the central city, the significance of telecommunications is not yet recognized to be as essential as roads, sewers, and water. Currently, Portland does not have a telecommunications infrastructure sufficient to permit businesses, public institutions, or individuals to transmit voice, data, and video messages by cable. Ten other cities in the United States have "public rooms" available for the transmission of data and video by satellite to trans-continental destinations. Portland does not.

2. Comments in this paragraph are taken from "Work in the Information Age," The Futurist, December 1985.

5. Cultural and Recreational Opportunity

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requires complex coordination and organization - and leadership. A lack of civic leadership can be a permanent source of frustration and a major impediment to progress and economic vitality.

Surveys show that Portlanders think their elected officials are not providing them sufficient leadership for the future. They blame this, in part, on the nature of the political system.

And the demise of the decisive private leadership which characterized post-war Portland for nearly three decades is mourned, not the private club atmosphere which produced those leaders, but the product itself. A replacement process is needed.

One longtime public servant observed that bold public direction in Portland is lacking because elected officials have too little power and private leaders have too little interest. It is also said that we do not sufficiently reward our leaders for taking risks. Instead, we abuse them by verbal assault and an inordinate invasion of personal privacy.

Similar comments were pervasive among those interviewed:

- * Positive input and constructive criticism is rare; a negative, reactive attitude prevails;
- * The city lacks a focal point, or exemplar, to guide existing leaders and to inspire future leaders;
- * Top-level private leadership ranks are closed, or perceived to be by aspirants, producing a reluctance to participate fully in civic governance.
- * Existing confirmation and disclosure processes are cumbersome and invasive.

The result, as noted by the Oregonian editorial staff, has been a "citizen government that has been weakened in recent years by increasing numbers of the chosen declining to answer the call." Appointees, as anyone who has been an appointer will testify, are hard to come by.

Compounding the foregoing inertia is the lack of an explicit process to identify and nurture future leaders. Portland, like most communities, has leadership programs for young people - Boys and Girls State, Youth Legislature, Model UN, and the like - and it has responsible and active civic and fraternal organizations whose mission is, in part, to provide leadership instruction. Perhaps more is required to inspire civic leaders to emerge. An analogy might be made to the ebb and flow of philanthropy, the virtue of which seems to require reinstruction in each generation. We hear the need for reinstruction in the art of leadership and we know of persons available nationally who wish to aid in such instruction. An opportunity exists to formulate a format for instruction and to test its efficacy.

C. Implementation of Any Plan (Timing)

Presently, a significant number (about 27%) of the total population in the Portland metropolitan area is between the ages of 25 and 40. This

group is gender balanced, well-employed, well-educated, and relatively stable.

By the year 2000, this baby boom population will be at the peak of expected earning capacity, free of such home-based demands as young children, home-building and home-making responsibilities, and less burdened by capital encumbrances. Disposable income will increase. And by 2000, if current demographic trends continue, this group, by then 45 to 60 years old, will comprise about 21% of Portland's metropolitan population.

A vision for Portland must consider the implications of these demographic changes:

- * Financial support for city services and spending capacity is likely to be much greater during the next 20 years than in the 20 years thereafter (when retirees and youth will dominate the population), and
- * An increased demand for use of social, recreational, cultural, and business services will exist between 1986 and 2006.

On the negative side, some characteristics said to be associated with the baby boom population include an unsettling historic trend of out-migration which, if continued, would lead to a net population loss in the metropolitan area. This exodus represents a loss of talent. Social scientists also warn of an exacerbation of "achievement crises" in career and income attainment (relative to expectation) among the baby boom populace. This crisis is the result of an insufficient number of high-paying jobs for qualified candidates, and smaller pieces of the pie for those who do have good jobs.

IV. CONCLUSIONS

A. A Philosophical Focus

1. We conclude that Portland must be open for business and for all facets of innovation in order to induce desired diversity. Portland must also actively advertise its intent to be open in order to erase the past perception of closure. The credo at the beginning of this report is a pledge to start anew.

2. We accept the prospect of increased population density in the central city, welcome the demise of homogeneity and smugness which such change portends, and hope to augment existing civic pride with a pride in adventure.

3. We conclude that new leadership models are justifiably expected and demanded. It should be possible to devise a mechanism by which potential civic leaders are inspired and nurtured. We have people among us capable of such instruction.

4. We conclude that the seven major elements of the City Club's 1980 "Vision for Portland's Future" have withstood the test of the past five years, providing an effective perspective for urban growth in the early 1980's. Those elements which have been implemented have met with success. Those which were not are still desirable.

5. We conclude that arenas of excellence, metaphorically presented below by the River Walk, can and should be developed. We would expect as a consequence renewed economic vitality for the central city, fueled by tourism, new employment fields created as a result of the electronic age and our relationship to the Pacific Rim, increased population density, sophisticated business programming and marketing, leading-edge academic research, and a general ambience of vitality.

B. A Physical Focus

We conclude that Portland should be a city of diverse adventure and attraction -- visual, economic, recreational, cultural, ethnic. The central city should, by design and policy, achieve a critical mass reacting within itself to sustain the desired diversity. Here are some indicia of that vision in metaphor -- we call it the River Walk. The italicized musings along the way seek to show the River Walk in being, twenty years hence.

1. Oaks Bottom: An urban wildlife sanctuary in public ownership

As of this writing (1986), the city holds title to 160 acres in the Oaks Bottom area, currently managed by a consortium composed of the Portland Audubon Society, the Portland Park Bureau, the Sellwood Moreland Improvement League and other interested citizens. It is an important bird habitat. The Audubon Society has a detailed management proposal calling for "preservation of the entire Oaks Bottom Wildlife Area". We agree with that plea, even though Oaks Bottom lies just outside the central city planning area, and thus runs the risk of not being mentioned in the plan.

2. Ross Island in Public Use

Here is an obvious site for aquatic activity, tying nicely with facilities already in place at Willamette Park on the west bank and a new (1986) riverside park adjacent to Oaks Park on the east bank. Here, too, is an opportunity for Zoo expansion to highlight riverine wildlife (a Riverine Study Center), and an ideal place for the Oregon Historical Society to create a living museum depicting our historic ties to Lewis & Clark and the Hudson's Bay Company. (This, too, is just south of the planning area.)

3. Eastbank housing

Housing for all income ranges should be permitted between the Ross Island and Burnside bridges and actively promoted for the area between S.E. Hawthorne Blvd. and E. Burnside St., from the river to S.E. 12th Avenue. It should be interspersed with existing commercial and light manufacturing activities. Occupants of housing so sited would enjoy the view of the west hills and cityscape too long denied as a residential attraction, and they would provide a population base for downtown jobs and amenities.

As an example, one creative way to accommodate housing here would be to construct elevated, terraced concrete platforms between the bridge approaches, with their western edges dropped down to cover and screen the freeway. All existing uses below the platforms would remain, serving as places of employment, shops, and restaurants, etc. to complement low-rise housing units erected on the platforms.

4. Eastside swimming and boating area

This would be an amenity for the occupants of the new housing on the east bank. We have recaptured the river from decades of pollution. Its natural uses should now be promoted. The popularity of existing waterfront parks is undeniable.

5. Aquarium

This could constitute a major tourist attraction and serve to accentuate other amenities available (or to be available) nearby. Plans now underway should be encouraged. Correlation of this project with a Riverine Study Center and Living Museum would provide a powerful magnet toward the river.

6. Ponte Vecchio

As a pedestrian link between the banks, we envision a pedestrian bridge (a modern version of Florence's Ponte Vecchio) with cafes, shops, and galleries. Three bridges offer the opportunity for auto/pedestrian dual use: Hawthorne, Morrison, and Burnside. Widened sidewalk plazas could be cantilevered off the south sides of these bridges. Roofed over and with a south wall of glass, the plazas could have lineal shops and cafes. They would also provide covered walkways to serve the housing to be built near the east bank of the river.

"Eastbank Recaptured"

Development opportunity zones have been established according to highest and best use. View corridors have been maintained, density and design standards have been established, and river access has been gained.

Recreational magnets, considered an integral part of the re-design, have resulted in siting the aquarium in this area. A fabric of public and private activity nodes has been woven to create an exciting land use pattern and waterfront neighborhood for the entire area (Hawthorne to Burnside, and river bank to 12th Avenue). Land swaps have been negotiated in order to meet this goal.

Now we see a broad range of housing in both type and cost, mixed in with the warehouses and light industry which prevailed here 20 years ago, as well as new employment nodes. The terraces work: housing above, jobs below. In some cases, such close proximity did not work so buffer zones (usually a park space) are used to separate residential enclaves from business.

The impact of I-5 has been greatly mitigated, partly by re-routing traffic (I-205 and the Stadium Freeways are now more important conduits through Portland than I-5), partly by visual and aural screening. But it is still uncertain whether these measures have been enough. For Portland to recapture the east bank entirely, it may be required to remove I-5 altogether between the Marquam and Fremont bridges.

Most pleasing is the riverfront itself. Bathing areas have been created in small, secluded zones and interspersed with harbors and mini-marinas for tour

boats and small craft. Retail and office enclaves have been built into the harbor environment. An esplanade is in place. There is here, now, what the west bank began to enjoy two decades ago.

The jewel of the east bank is the aquarium, a magnificent structure that manages to capture the grace of Mt. Hood in full view beyond its roofline and the sure strength of the Willamette at its feet.

The aquarium is accessible by water as well as land. Using a water jitney from one of several jitney docks on either side of the river provides a particularly memorable way to approach the aquarium for the first time because the landing dock itself is part of the display area. Second best is the approach on foot over the Hawthorne Bridge. That way, one can browse the shops on the bridge and linger there for lunch enroute.

Residential development near the aquarium has been especially successful. Housing was purposely planned for a broad range of incomes, and the plan has worked.

7. Westside housing

Housing options should be encouraged in the westside central city. Development programs should permit a wide range of housing types - lofts, basements, penthouses, apartments - integrated with commerce and industry. Existing programs like the housing zone northwest of the university should be supported and enhanced.

8. Trolley Line to Lake Oswego

Construction of a line from Yamhill Street via existing SP Jefferson Street Branch to Lake Oswego would be desirable. This route parallels Macadam Avenue along the river, past the Sellwood Bridge through lower Dunthorpe to Lake Oswego. It is undeniably scenic and would be a considerable attraction for tourists and excursions; it may also be useful for commuter traffic.

"Getting Around Town" in twenty years

It is 7:45 a.m. on a fresh spring morning in 2006, and the downtown pedestrian malls are alive with office workers on the way to work. Many of these people are carrying folded newspapers, which they have perused while riding on one of the several transportation systems now connecting the central city with the outlying suburban areas.

The first light-rail line, completed in 1986 and linking the Gresham area with downtown, became popular after a rocky start during a period of falling gasoline prices. Commuters from other areas took note of the positive aspects of the project and sought similar relief from the agonies of congested freeways and the high cost of parking. A second line now runs into the Beaverton area.

Maybe the key to acceptance of multi-modal transportation was the break in the old radial concept which required all mass transit to aim toward

downtown. Economic research showed that the central city and the suburbs could enjoy separate but complementary development. As a result, mass transit now links Tualatin to Beaverton and Gresham to Milwaukie; a complete beltline around central city Portland is being explored.

The fragmentation of metropolitan agencies with transportation responsibilities was initially a barrier to further mass transit, but the consolidation of the metropolitan counties into one federated county created a centrally focused agency that was able to accept responsibility for defining and implementing solutions to the vast range of public service responsibilities of the metropolitan area. It provided not only overall leadership with a big picture view, but also effectively developed access to funding sources.

Jitneys and pedicabs are available downtown. Down at the riverside, business people are alighting from the Milwaukie/Oswego hydrofoil taxi, a new enterprise which is competing for passengers with the Lake Oswego trolley line.

Today, the hot topic of conversation is the recently proposed extension of light rail into Vancouver. Although this project poses some new problems, the same leadership that made the present system a reality is expected to lead the way.

9. Bell Tower

A campanile can exult the senses, inspire great dreams, and sweeten the atmosphere. Who has not been uplifted upon viewing and hearing the bells of Berkeley's Sather Tower? It would be the ideal symbol for Portland's new, great university.

10. Pedestrian Bay on the westside waterfront

We have one such bay, adjacent to River Place. Its attraction is immediate. The west bank can support another such amenity by breaking a portion of the existing seawall. In its early days, Portland could expect the Willamette to rise about twenty-five feet every year in May or June, as the result of the spring runoff. The present seawall was built as a federal works project in the depression era to abate that nuisance.

Since the wall was built, eleven flood control dams have been constructed in the Willamette drainage system; four of them since the last flood of December, 1964. In November, 1974, Moffat, Nichol & Bonney, Engineers, submitted a report on the feasibility of lowering the seawall by ten feet, and concluded that it was structurally and hydrologically possible to do so. The entire wall could be removed for a couple of blocks south of the Morrison Bridge, so people could have direct contact with the river.

"Where the Sea Wall Was"

We pull alongside the floating dock just south of the Morrison Bridge. The dock is twenty feet wide and about two blocks long. Pleasure boats are picking up friends; water taxis are arriving from Milwaukie and Lake Oswego. Several people are fishing off the north end of the dock, and a number of couples are

strolling down to the restored three-masted schooners, similar to the original sailing ships which called on Portland.

The dock forms an enclosure for a 500-foot, terraced marine amphitheater, created when the seawall was removed. The water climbs up and down the terraced steps, following the river level, but even at low water there is a large area for swimming, or just wading along the broad terrace steps. One of the Rose Festival events now is a water ballet, and the dock becomes a stage for music and dancing. At other times there are swim meets and water polo.

People are scattered all around the amphitheater, talking, reading, sunning, or just people-watching. At the top, under the Morrison Bridge, is a Maritime Museum. Since Portland began as a port city at almost this exact location, it is an appropriate place for marine memorabilia to be displayed. A gift shop and snack bar cafe have been incorporated into the building. The rentals on these help to pay for the maintenance of the museum and amphitheater.

11. Convention Center

The case for a new convention center has been convincingly made. Not insignificantly, it accords with a growing consensus that downtown must capitalize on tourism to maximize its natural advantages in the region. The center should be architecturally unique and relate to the scale of our city. This would be an appropriate place for a "public room" for advanced telecommunications.

12. Pacific Rim Study Center

This idea, once vibrant, then dormant, demands rebirth. It should be oriented to international business and be managed by a consortium of public, business, and university interests. We envision research, marketing, and consular activities. The bell tower could be its symbol. Proximity to and integration with the convention center would be ideal.

"North of Old Town"

Portland's Convention Center and Pacific Rim Study Center have been located in the Northwest Triangle on the western curve of the Willamette and have been attractively connected to downtown by the extension of the North Park Blocks to the river. The economic and cultural benefits of this complex are significant. The complex symbolizes the interplay of Portland's premier industries: tourism and foreign trade.

Portland's convention business has shown explosive growth. Groups are attracted to the city by the wide variety of cultural offerings and the nearness of recreational activities at the coast, in the mountains, and on the city's rivers. The typical conventioner comes to town with high disposable income. Consequently, specialty shops and restaurants, in particular, have thrived in the downtown core area. The Study Center has been equally attractive to business people and students interested in the Pacific Rim. This influx of people and money has contributed to the vitality needed to encourage businesses to locate and remain in the downtown area.

Both the Convention Center and the Study Center provide a ready source of clientele seeking entertainment and knowledge. As a result, the symphony, opera, dance companies, and the city's museums and galleries have all benefited with increased attendance. The increased demand for entertainment has also prompted an increase in the number of traveling plays, concerts, and shows presented in Portland, as well as an improvement in the quality. Portlanders now enjoy a range of cultural activities which far exceeds what one would expect in an area of this size.

13. Pedestrian Connectors

Finish the Willamette Greenway on both banks to create an esplanade for people. Connect Lloyd Center, Pioneer Courthouse Square, the university and the Convention/Pacific Rim Centers with walkways/bike paths. If the Convention Center and Pacific Rim Center are sited in the Northwest triangle, extend the North Park Blocks to reach them. Amenities intertwined enjoy a multiplier effect.

14. Working Waterfront Open to Public View

One of the best (and cheapest) tourist attractions is people-watching. With esplanades attracting people to the river, a spectator base north of the Steel Bridge will have been provided to view commerce at work.

15. University of Oregon at Portland

We expect nothing less in Portland than a first-rate urban university, which is, in all of its undertakings, a catalyst for economic prosperity and aesthetic inspiration. Renaming the state's three major universities, to show consanguinity in the manner used by many state systems would be a step toward eliminating the inequality of status that now exists.

"The University of Oregon at Portland"

In the last 20 years the university has emerged into a prominent leadership role in the community. Portland State University has been renamed University of Oregon at Portland. In accordance with its new name, it has a broader scope, uninhibited by the aspirations of the U of O at Eugene or Corvallis. As a consequence, the school's engineering and scientific programs have increased dramatically to meet the need of employers in the high tech industries surrounding Portland. The University provides leadership in educational and research activities relating to Oregon's "Silicon Forest".

The business, language, arts, and science faculties at the University of Oregon at Portland have created inter-disciplinary graduate programs. In particular, the school has increased its international focus and is recognized as a leader in both the educational and business community for its programs at the Pacific Rim Study Center.

16. Visitor Language Assistance

A special cadre could be created, fluent in foreign languages, whose mission would be to patrol the streets and hotels in order to assist foreign visitors in discovering our city. (Mexico City's Policia Idomas served this function preliminary to the 1968 Olympic Games with marked success.)

17. Peripheral Parking Structures

Most argue that additional parking is essential for the downtown area to survive and prosper. Parking needs can be carefully balanced with the concern for air quality and traffic congestion by locating structures above and below ground on the periphery of the core area with shuttle busses provided as needed.

"Parking can be better"

Across Front Avenue from the new Maritime Museum, the old circular off and on ramp to the Morrison Bridge have been removed and a parking structure flanks the bridge, with two levels underground. This parking serves the core area and weekend activities along the waterfront park. Cars crossing the bridge can enter or leave the parking structure directly, which avoids contributing to the congestion and pollution of the downtown street system. Additional options for long term parkers have been provided on the east side with structures built between the elevated streets leading to and from the Morrison and Hawthorne Bridges. Motorists enter and leave on the elevated streets and walk or take shuttle busses across the bridges in to the core area.

18. Anything Else?

We agree with Connie Sharky of Chapman School who, in submitting a similar (but shorter) list, admonished against overkill:

"And that's all I think they should change because it wouldn't be fair to change everything."

V. RECOMMENDATIONS

Your Committee recommends:

1. That the City Club adopt the Base Precepts (Section III A) and the River Walk (Section IV B) as its vision for the central city, and that the Committee be authorized to monitor and to comment upon the development of the city's Central City Plan, on behalf of the Club, using this vision as its guide. In addition, that the City Club monitor the economic vitality of the central city and report to its membership from time to time on the practicability of implementing this vision.
2. That the City Council accommodate this vision in its Central City Plan.
3. That the Portland Chamber of Commerce, the Association for Portland Progress, the Portland Development Commission, and the University, consistent with their interests in the economic and academic benefits which will accrue, mount a coordinated effort to promote a Pacific Rim Study Center, a foreign visitor language cadre, and a cultural campus in the South Park Blocks.
4. That the Portland Chapter of the American Institute of Architects develop concepts for east bank development and other River Walk amenities for the near eastside.
5. That the Port of Portland study and develop a plan for working-waterfront activity open and accessible to public view along the eastbank north of the Steel Bridge.
6. That the City Club's premier issue Task Force on the Homeless in Portland sponsor a series of community forums to encourage an open, continuing dialogue on the homeless issue until resolutions are reached.
7. That the Board of Governors be instructed to investigate the creation of a Leadership Foundation whose function it would be to sponsor periodic seminars and colloquia to expose our citizens to lessons of wise governance. The Board should be further instructed to consider if such a Foundation should be funded, initially, by assessing each City Club member a fixed sum as our affirmative contribution to the city.

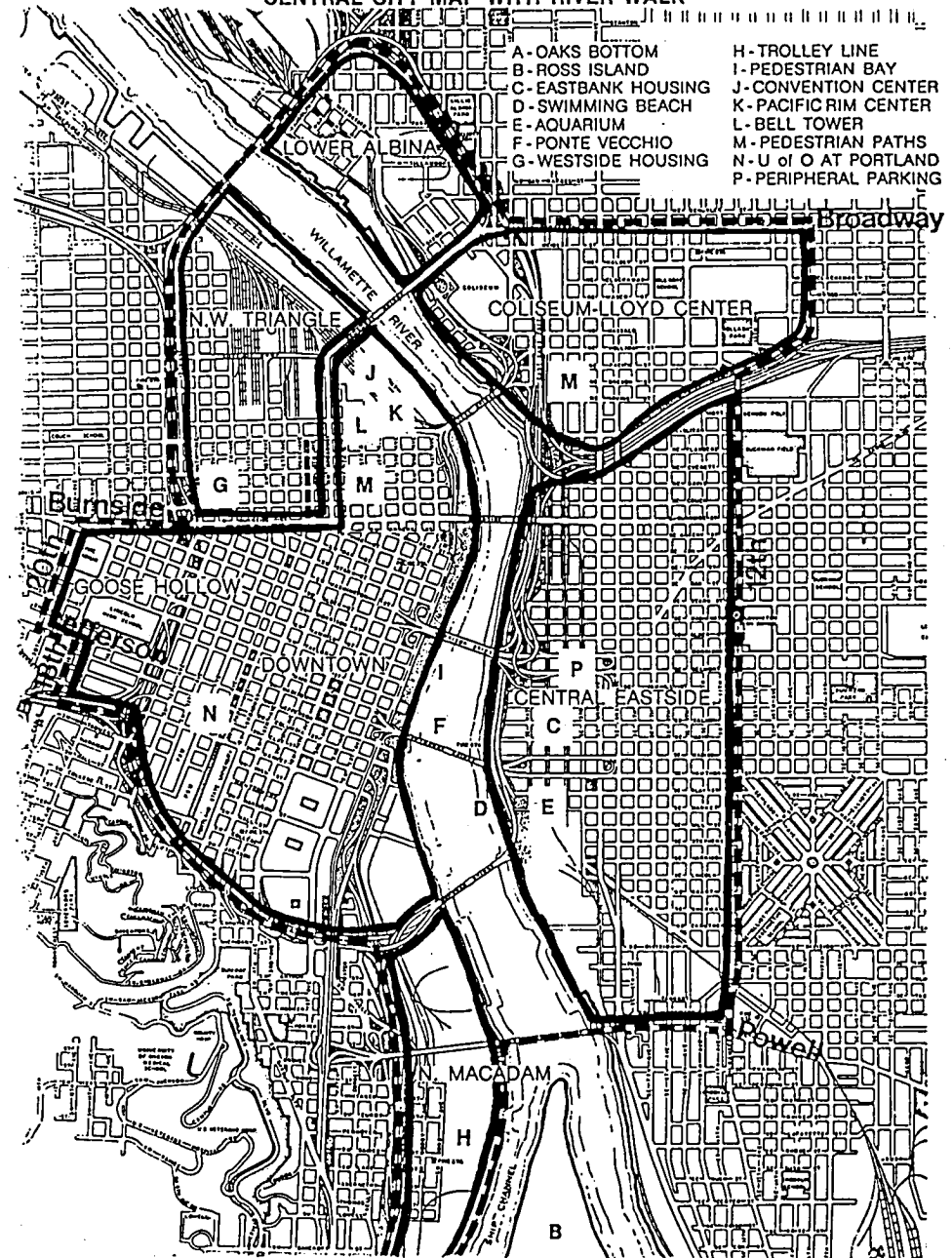
Respectfully submitted,

| | | |
|------------------|---------------------|-------------------|
| Kandis Brewer | Marjorie Kafoury | Jon Schleunig |
| Adam Davis | Michael J. Lilly | Jeffrey Tashman |
| Mary Beth Henry | Richard W. Norman | Dan Wagster |
| Wayne Huddleston | Mary Anne Normandin | John Wykoff |
| Greg Hutchins | Ruth A. Robinson | John Gould, Chair |

Approved by the Research Board on May 1, 1986 for submittal to the Board of Governors. Received by the Board of Governors on May 5, 1986 and ordered published and distributed to the membership for discussion and

NOTES

VI. APPENDICES
Appendix A
CENTRAL CITY MAP WITH RIVER WALK



Appendix B

THE VISION FOR PORTLAND'S CENTRAL CITY

A Working Draft Adopted by the Central City Plan Steering Committee on October 7, 1985

The Central City is our legacy. We strive to live in harmony with nature; the river focuses and balances the east and west; a sense of history guides our development; and democracy encourages the healthy circulation of ideas, people and goods. The Central City operates as the functional center of urban opportunity for the City of Portland, the State of Oregon and the Columbia Basin.

Our Central City will be:

A FULL SERVICE CITY

- o The Central City is the heart of the metropolitan area and is the largest and most vital employment center in the region.
- o The Central City is a major center for education, providing a variety of educational choices to its citizens.
- o The Central City offers a variety and quantity of arts, culture, entertainment and recreation for the region.
- o The Central City offers a wide choice and adequate supply of housing, supporting a diversity of lifestyles and incomes.
- o The Central City is the place for one-of-a-kind community facilities and celebrations.
- o The Central City is a vital, exciting and active place which operates 24 hours-a-day.

A WORKING CITY

- o The Central City recognizes that the strength and vitality of its economy is a fundamental factor affecting the livability of the community and the economic and personal welfare of its citizens.
- o The Central City plays an integral role in the Columbia Basin, West Coast, and international economies, particularly within the Pacific Rim.
- o The Central City is the largest and most vital employment center in the region -- serving as the center for administrative, financial and professional services, government activities and retailing.
- o Within the Central City, the public and private sectors work together to pursue the continued strengthening and growth of our economy and the creation of a stable, expanded and diverse employment base.

- o Located at the confluence of river, rail and highway transportation systems, the Central City's industrial land base is recognized as the region's leading warehousing and distribution district.
- o The Central City offers a diversity of jobs, both for the region's current residents as well as for its future citizens.

A CITY OF THE RIVER

- o The Central City recognizes the Willamette River as Portland's common bond, as a working river which supports diverse recreational activities and public events, and as a place for appropriately-scaled water-centered development.
- o The river is an accessible, safe, inviting and active resource for all Portlanders.
- o The Central City recognizes its east and west as essential and equal partners and capitalizes on the river to bridge the differences.

A CITY FAITHFUL TO ITS SETTING

- o The Central City is a vital urban habitat requiring a careful integration of its man-made and natural elements.
- o The Central City is clean and green, mirroring the historic physical values of the area.
- o The Central City respects and accentuates its natural setting with buildings, parks, open spaces and plazas which blend with the rivers, hills, mountains, and vistas that provide its dramatic backdrop.
- o The Central City maintains its unique relationship with surrounding areas through conservation and balanced growth.
- o The Central City maintains a diversity and a high standard of design and integrates our architectural heritage with new public and private development.
- o A Central City is composed of many small and diverse parts where its citizens can live, work, shop and play -- attention paid to the small parts makes the whole complete.

AN ACCESSIBLE CITY

- o Transportation systems to, from and within the Central City provide easy access and circulation for all citizens.
- o Transportation systems provide a choice of mode and are understandable, safe, efficient and convenient.
- o Transportation systems support rather than dominate the Central City's environment.

A CITY THAT CARES

- o The Central City provides a variety and quality of opportunities to its citizens for the enrichment of mind and spirit.
- o The Central City is responsive to the needs of its most dependent citizens and provides dignified and caring social and health services.
- o Social services are coordinated, efficient and effective and strive to address the systemic problems that create dependent populations.
- o The Central City is a community within the city, recognizing and strengthening its relationship with the neighborhoods within and surrounding it through communication and mutual support.

A CITY WITHOUT WALLS

- o City government is open and accessible, able to respond to challenges with innovation and creativity.
- o City government honestly evaluates its successes and failures, and takes a leadership role in promoting and implementing public policy.
- o The Central City is safe - an environment which both feels safe and is safe for all its citizens.
- o The Central City promotes ethnic and cultural diversity, individuality and personal freedom, by encouraging social harmony through the active involvement of its citizens in all aspects of city life.

We are a city that leads. We build upon the unique quality of Portland - people of strong will with a history of achieving goals and standards of which other cities can only dream.

Appendix C
A VISION FOR THE CITY OF PORTLAND*

Our overall vision is that Portland will become a more cosmopolitan city, with a rich mixture of the best of the past and the brightest of the future, with small surprises and large pleasures, comprising an informed, enthusiastic, and open-minded population ready to meet the difficult and often unpredictable challenges of the coming decades. This vision has seven major elements:

- * Development of the Willamette River as both a working river and an attraction with residential, commercial, retail, service, and recreational uses along public promenades flanking its banks; with ample docking facilities for industrial, commercial, commuter, as well as recreational purposes.
- * Redevelopment of the "Near Eastside" (bounded by the River, Powell, S.E. 12th Avenue, and N.E. Broadway) with a shift in emphasis over a period of time from exclusively industrial and commercial to a mixed-use of residential, industrial, commercial, retail and services, including Produce Row and other distributive services; and the eventual joining of this area with the Westside Central Business District (bounded by the Stadium Freeway, Union Station, and the River).
- * Development of the enlarged Central Business District as a 24-hour regional center offering a wide variety of uses and activities including residential, industrial, commercial, retail, service educational, and entertainment facilities. It will include a performing arts center, a convention center, river-oriented restaurants, parks, shops, and public roof gardens.
- * Development of innovative solutions to fill the need for increased housing options for all income levels throughout the City with the construction of well-designed, higher-density units and the conversion of already existing housing stock.
- * Development of cohesive, economically-mixed neighborhoods by focusing on neighborhood schools as life-long educational, recreational, and social centers; limiting through traffic on neighborhood streets; and a mixture of uses, including: residential, commercial, carefully-placed industrial, retail, and service.
- * Continued growth of a diversified economic base dispersed throughout the city which produces a net increase in jobs and has low energy requirements.
- * Expanding use of telecommunications, which will off-set increases in commuter travel resulting from Portland's growth in population and business activity. A multi-modal transportation network will be developed as the private automobile becomes more and more expensive to operate.

*Source: "Report on A Vision of Portland's Future," City Club of Portland Bulletin, Vol. 60, No. 54, May 19, 1980.

Appendix D

Persons Interviewed

Carl Abbott, Professor of Urban Studies, Portland State University
 Joseph Blumel, President, Portland State University
 Dennis Buchanan, Multnomah County Executive
 Robert G. Cameron, Executive Vice President, Lloyd Corporation
 Don Clark, Executive Director, Central City Concern
 David E. Fredrikson, Economic Development Department, Portland General Electric
 Gene E. Leo, Jr., Director, Washington Park Zoo
 Lewis McArthur, Author, Historian
 E. Kimbark MacColl, Author, Historian, Educator
 Floyd McKay, Political Analyst, KGW
 Richard Meeker, Publisher, Willamette Week
 Dan Monroe, President, Oregon Art Institute
 William Naito, Downtown Developer
 Sarah Newhall, City Coordinator, Neighborhood Associations
 Selena Roberts Ottum, Executive Director, Metropolitan Arts Commission
 Matthew Prophet, Superintendent, Portland Public Schools
 William Roberts, Downtown Developer
 Emanuel Rose, Rabbi, Temple Beth Israel
 Michele Russo, Arts Community
 Robert Scanlan, Senior Vice President & Regional Administrator, Coldwell Banker
 George 'Bing' Sheldon, A.I.A., President, SERA Architects
 Joseph R. Smith, Senior Vice President, Operations & Market Services, Northwest Natural Gas Company
 Donald J. Stastny, Architect. Chairman, Central City Plan Citizen Steering Committee. Director, Oregon School of Design
 Dean S. Smith, Central City Plan Manager

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