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PORTLAND
City Club
BULLETIN

CRYSTAL ROOM, BENSON HOTEL
FRIDAY, 12:10 P. M.

Portland, Oregon—Vol. 23, No. 35—Jan. 8, 1943

To Win the War, We Must Win the Peace

By

DR. FREDERICK M. HUNTER

Chancellor

Oregon State System of Higher Education

"Educational weaknesses have been thrown into bold relief by the revelations of the war," writes Dr. Hunter concerning the subject of his address before the City Club this Friday. "Our educational system is defective in that our educational establishment has been without effective provision for the education of all youth, and preparation for universal service to the nation."

A policy to remedy these deficiencies will be presented by Dr. Hunter, who is in his eighth year as chancellor of the state system of higher education. Not since shortly after he came to Oregon in 1935 has the City Club been privileged to hear the Chancellor, who has been a member of the Club for five years.

A popular and effective speaker, Dr. Hunter first gained platform experience as a debater for the University of Nebraska, from which he was graduated in 1905. Subsequently, he received the degrees of L.L.D. from the same university, and from Colorado College and the University of Colorado, an A.M. from Columbia university, and an Ed.D. from the University of California.

Dr. Hunter has served both secondary and higher education, as superintendent of schools at Lincoln, Neb., and Oakland, Cal., and as Chancellor of the University of Denver for seven years before coming to Oregon. He has also been president of the National Education Association, Vice-President of the California State Teachers' Association, and a trustee of the Foundation for the Advancement of Social Sciences.

ALSO

LESTER SPILLANE . . . Committee Chairman

"Mass Transportation in Portland"

A report of the Public Utilities Section published in this issue.

PORTLAND CITY CLUB BULLETIN

Published each Friday by the
CITY CLUB OF PORTLAND

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

Howard E. Kessler, Editor
City Club Office - 516 Oregon Building
Telephone - BRoadway 1443

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The regular Friday luncheon meetings are held in the Crystal Room of the Benson Hotel.

Vol. 23

January 8, 1943

No. 35

MACKENZIE FINDS HAT

The City Club Bulletin Lost and Found column can report unqualified success with its insertion of last week. After reading the news of George F. Mackenzie's hat exchange troubles, R. B. Cooper, County Purchasing Agent, announced himself as the possessor of the initials "R.B.C." which Mackenzie found on the hat which had been left at the December 11 meeting in place of his own.

☆ ☆ ☆

NEW MEMBERS TO BE INTRODUCED**HARRY H. BURDICK**

President, Portland Union Stockyards Co.
Proposed by Ralph Thom

JUNE S. JONES

Partner, Atkinson and Jones
Proposed by W. A. Haseltine

W. R. FIFER

Vice-President and Treasurer
Lewis and Dalin, Inc.
Proposed by C. H. Kuhl

JOHN B. HODGKINS

State Investigator, OPA
Proposed by McDannell Brown

JAMES W. THOMPSON

Owner, Thompson Lumber and Piling Co.
Proposed by W. J. Sheehy

THOMAS H. TONGUE

Executive Secretary
West Coast Lumber Commission
Proposed by Walter Durham Jr.

PAUL W. PINCKNEY

Principal, Rigler School
Proposed by Frank W. Paris

ALLAN A. SMITH

Lawyer, Laing, Gray and Smith
Proposed by A. A. Goldsmith

PROPOSED FOR MEMBERSHIP AND APPROVED BY THE BOARD OF GOVERNORS

If no objections are received by the Executive Secretary prior to January 22, 1943, the following applicant will be accepted:

WARD H. COOK, Owner
Ward Cook Inc. Real Estate,
Proposed by Paul A. Sayre, Oscar
Kaufer, Henry M. Gunn, and
Verne Dusenbery

433 MAN HOURS

The City Club constitution provides, "The Board of Governors shall constitute the executive body of the Club, and shall transact its business and direct its activities."

Quietly and efficiently the Board has been performing these duties for 27 years. New members replace those retiring from the 11-man executive body each year, but the same high standards of service continue to be maintained by each Board.

As in the past, the Board met once a week during 1942, except for the summer months. In all, there were 38 luncheon meetings last year. Of the members who served the entire year, Verne Dusenbery attended the most sessions, 31. For the 23 meetings after the election of new officers in May Dr. Earl Abbett had a perfect attendance record.

Holdover members and number of meetings which they attended are:

Verne Dusenbery.....	31
Berkeley Snow.....	27
Clarence J. Young.....	25
Raymond B. Walker.....	24
F. L. Griffin.....	22
Leon Goldsmith.....	17

Records of members elected last May are:

Earl R. Abbett.....	23
Robert T. Platt.....	19
Charles E. Sikes.....	17
Henry M. Gunn.....	16
L. E. Kurtichanof.....	10

Mr. Kurtichanof was out of the city for several weeks last spring, and has attended nearly all meetings held while he has been in Portland.

Including the time of Governors who retired last May, the Board devoted a total of 433 man-hours to directing the affairs of the Club in 1942. This total does not include work done for the organization outside of the weekly meetings.

As constituted at present, the Board of Governors is admirably qualified to direct the activities of an organization which has a membership of 540, an annual budget of \$6,000, and the cumulative prestige of 27 years' research and report on community problems. There are on the Board two attorneys, two educators, one pastor, one manufacturing company executive, one transport company executive, one physician, one dentist, one engineer, and one utilities executive secretary.

MASS TRANSPORTATION IN PORTLAND

A Report by the Public Utilities Section

To the Board of Governors,
City Club of Portland:

Your committee finds that the transportation problems of the Portland area are changing too rapidly to permit the issuance of any final report on this subject at the present time. Such factors as gasoline rationing and the continuing upward trend of population will inevitably produce conditions which cannot be gauged accurately by theoretical estimates. The most that can be done now is to examine what has already happened and to analyze the plans which have been advanced as solutions for the conditions which exist or are reasonably foreseeable. This discussion is, therefore, in the nature of a progress report, and we suggest that it would be of value to call for the submission of additional reports from time to time in order to keep pace with current developments.

While our main attention has been centered upon the problems engendered by the war emergency, we have also devoted some thought to the subject as it appears under normal conditions. Transportation constitutes a city's circulation system, and it must not be sluggish or poorly designed if the community is to be vital and progressive. There is reason to believe that this community's growth has been stunted because of the absence of an adequate coordinated transportation system for both passengers and freight. This subject received attention in a report to the Club in October, 1935, and in a Chamber of Commerce report issued in September, 1935, so that its problems are not entirely new.

Portland's Handicap

Portland is not geared for rapid mass transportation even in normal times, so that its transportation difficulties have inevitably become acute under the stress of the war emergency with the accompanying influx of workers. The problems of housing and transportation continue to plague us. These two subjects must be considered together because they are naturally interrelated—the solution of one may rest in considerable degree upon the solution of the other. It must also be kept in mind that the current growth in population is very likely to become fixed and to form a permanent addition to the city. If the area in all its elements adjusts itself to the new conditions, there is no valid reason to expect an economic and population constriction after the war. We are therefore of the opinion that even emergency planning should be in preparation for a permanent growth and that it should, to the extent possible, conform to sound principles of comprehensive city planning.

The complexity of the problem can be best illustrated by a brief review of the facts as to the city's growth in relation to the facilities available. Since the establishment of the shipyards and other defense plants in this area, the population of Portland has increased 23%; that of its metropolitan area, 19%; and that of Multnomah County, 36.5%, according to latest estimates. This trend is continuing, and it is the consensus of expert opinion that the city's population will exceed 500,000 at the peak of the defense

developments. Thus, a 65% increase in population appears to be likely, this without taking into account the phenomenal growth which is occurring in Vancouver, provided the area is able to house and transport that number.

This process has been accompanied by no proportionate improvement in the transportation picture. Prior to the war, the major portion of Portland's residents were transported by private vehicle, with the result that its public facilities were limited at the start in relation to the new burdens. To the equipment originally available, 150 buses have been added, and the Traction Company expects to obtain 49 more. This is believed to be the limit to which these facilities can be expanded because of the restrictions upon obtaining new vehicles. This increase in equipment is not proportionate to the new burdens placed upon the public facilities, and there is evidence that such facilities are now being strained to the limit of their capacities.

At the same time, private transportation is beginning its inevitable decline as a transportation factor in consequence of the wartime restrictions upon production. Leaving aside for the moment the question of gasoline rationing, it is evident that the stock of private automobiles represents a wasting asset since there is no new production to provide for its replenishment. If conservation measures were not employed, private automobiles would rapidly diminish as a transportation resource. Under the gasoline rationing program and its correlated conservation devices, this process will be modified, but it cannot be stopped entirely. It may actually be hastened if an adequate solution cannot be reached for the labor and material difficulties which affect automobile maintenance. It is already becoming difficult to have repairs made and, if this trend continues, it may well result in the elimination of as many automobiles as will be caused by lack of rubber.

Estimate For Future

In its immediate effects, gasoline rationing tends to reduce congestion to the west side, particularly during off-peak hours, and to throw an additional burden upon the public facilities. No noticeable relief from congestion is produced so far as traffic on Union Avenue, and on the approaches to the shipyards, is concerned and none is anticipated. As for the rubber situation, while the present federal program is designed to continue in operation the essential vehicles, the best that can be realistically hoped for is that deterioration will be lessened in rate and that synthetic rubber production will be brought to a point at which it can maintain the more necessary vehicles. If therefore appears that, in planning for the future, there is no really safe basis for optimism, and the following conservative estimates should be used: (1) That the war may last several years, (2) That the supply of rubber for private cars will not be fully maintained, (3) That regardless of the rubber question, a considerable percentage of the existing vehicles will be eliminated because of mechanical causes and obsolescence, (4) That no additional

rubber-tired public transportation equipment will be obtained, (5) That the population will continue to increase, and (6) That Portland which, even in normal times, was not geared for mass transportation, may conceivably be compelled to turn exclusively to that medium before the emergency is over.

To envision the prospects in the event that all of these potentialities materialize, consider what the effect would be in the Portland area if virtually all private vehicles were suddenly withdrawn from operation, as recently happened in New York. According to the expert opinion available to this committee, the public facilities could not transport the population even for essential purposes, and a breakdown seriously impairing the city's capacity to perform its defense and other economic functions would be a distinct possibility.

In the light of these facts, the following analysis of the various remedial plans which have been advanced is submitted.

Staggered Hours

This means simply to classify the industries, offices, stores, schools, etc., into groups and to arrange their opening and closing hours so that their total impact upon the transportation facilities is spread out over longer periods than is customary. Under normal conditions, peak traffic loads fall between about 7 and 9 o'clock in the morning and 4:30 and 6:30 o'clock in the evening. Widening of these periods is intended to produce full utilization of the capacity of the existing transportation facilities and relief from congestion by leveling out the load. What has been done so far is to create separations between the main shipbuilding organizations so as to bring the Swan Island yards into operation at 7 a.m., the Vancouver yards at 8 a.m., and the St. Johns yards at 8:30 a.m. A proposal to begin operations at St. Johns at 9:00 a.m., is being considered. The application of the staggered hours plan to other defense plants and offices is in immediate prospect, and a beginning has already been made in connection with the stores.

From the strictly transportation viewpoint, the ideal solution would be to stagger the hours of all groups figuring in the city's functioning so that an approximately equal number of persons would be in transit each hour of the day and night. There are many difficulties in the way of projecting such a plan to its ultimate extension, and among them are the following:

In shipbuilding, it appears that while separations in opening and closing hours are practical as between plants, the principle cannot be applied within even such a large single organization as Oregon Shipbuilding Corporation because the administrative and operating mechanics are too complicated for its accomplishment without impairing efficiency. As for the other population divisions, the traditional patterns in which group habits become fixed may present an obstacle to acceptance of extreme measures of this nature; yet the staggering of hours cannot be expected to produce far-reaching benefits if it is applied only within the customary working periods of the community. The greatest advantages will be gained by extending the effects of the plan to the maximum practical limit even though some disturbance of the population's habits results. Since the heaviest transportation burden will occur

within the hours set for the defense plants, it would be logical to attempt rearrangement of the hours of all other community groups to bring them outside such periods. This would mean that other occupations and activities would commence operations after 9:00 a.m., with corresponding divisions in the evening. Conceivably, if the situation becomes very severe, offices, stores, schools, and businesses may have to open anywhere from 9:00 a.m., until noon and to close anywhere from 6:30 p.m. to 11 or 12 p.m. Before any group objects to the application of such a plan in response to the exigencies which arise, it may be best to consider the alternative measure—rationing of transportation. It is observed that when restrictive measures are taken with respect to one phase of a correlated function, similar restrictions must be applied to all others. If we ration gasoline, thus cutting down the operation of private vehicles, we thereby automatically increase the burden upon public transportation of all types so that shortages are created in the latter categories which, in turn, virtually compel rationing of the same unless voluntary measures work. Transportation rationing would require many additional bureaucratic devices, it would be costly and complicated, and it would probably have an adverse effect on production. It should be resorted to only if there is no other choice.

Automobile Transportation

In a city with the geographical arrangement of Portland, the private automobile is undoubtedly the ideal method of transportation from the viewpoint of the residents. It gives them a comfortable means of transit directly from home to place of employment as opposed to the difficulties involved in making connections with the public facilities in a city covering such a large area. Moreover, in Portland a considerable degree of reliance upon private automobiles is essential in view of the deficiency of mass transportation. The most that can be done along these lines is to insist that Portland's peculiar position be recognized by the government agencies regulating transportation and to call for strict compliance with those measures which are provided by Office of Price Administration and local regulation to conserve rubber and all other vital elements making up the automobile. The provisions covering driving speeds, tire maintenance, elimination of unessential driving, and group riding are familiar to all, and the causes which have necessitated them should become equally well known.

Improvement in Public Facilities

The Traction Company is endeavoring to use its facilities with maximum effectiveness by eliminating unnecessary stops, rearranging schedules, rerouting vehicles, and expanding individual loads. However, such measures are subject to marked natural limitations, and time and material factors prevent the carrying out of any comprehensive revamping of the system. To accomplish substantial improvements of this nature would involve elaborate engineering and construction steps such as the redesigning of streets, tracks, bridge approaches, etc.

Water-borne Traffic

To supplement street-car and bus facilities, the Maritime Commission has secured two large ferries which are to be operated from east and

west side terminals in downtown Portland to the Swan Island and St. Johns yards. These two ferries will carry approximately 8,000 persons and the estimated running time is 20 minutes to Swan Island and 40 minutes to St. Johns. These devices will eliminate the need for long-haul bus traffic to the yards and will thereby free such vehicles for connecting operations in the residential areas. Provision of small barges to cross the river from the terminal at St. Johns to Vancouver is also under consideration.

While these ferries will relieve the pressure from down-town to North Portland, they will obviously not bring a marked reduction in the total traffic carried by other methods, and they will not ease the situation on the East Side except to the extent that they will release buses for service therein. The problem of picking up the workers in the residential areas of the city and transporting them to the terminals remains.

The success of the above plan depends, in large measure, upon the public acceptance it induces. There is some indication of worker opposition based upon the length of total travel time incident thereto and upon the fact that it will involve an additional 10 cent fare each way. It appears that for many workers, the aggregate travel time will reach an hour and a half per day each way when pickup, transfer, and ferry transit time are all considered. One way to insure maximum use of the ferries would be to withdraw all other transportation media from the route, but if the plan is pressed over opposition it may be expected to have an adverse effect on worker efficiency, and furthermore, those who can will continue to travel by private car using up critical materials in the process. It is therefore apparent that the greatest contribution which can be made to the furtherance of this plan is to bring about popular understanding of the urgent needs underlying it.

Use of Rail Lines and Routes

There are several rail routes in the city which are theoretically adaptable as trunk passenger lines and which conform generally to the concept of a rapid-transit system, namely; the S. P. & S. line from the West Side to Vancouver, the rail line adjacent to Columbia Boulevard running from the Northwest to St. Johns, the Sullivan's Gulch route through the Central East Side, the Oregon City and Estacada street car lines through the Southeast, and the old Oregon Electric route to the Southwest. These lines are inherently suited to mass transportation because they do not encounter the grade crossings and other delaying obstructions incident to most surface operations.

Plans are laid for use of the S. P. & S. route over which worker trains are to be run from a terminal at the foot of Davis Street in Portland to the shipyard at Vancouver. The Oregon City and Estacada line has long been in use, and it is mentioned here for the purpose of showing its natural capacity for expansion to tap the major population of the Southeast if the need to do so becomes urgent. It has the characteristics of a highspeed line because it has few crossings. The obstacle to its full-scale use is presented by the fact that it lies to one side of the main Southeast population concentration. As for the Oregon Electric line running along the West side of the river, if cars could be secured, it could tap the

Southwest section. However, it terminates at Clay street and the difficulties to coordinating and connecting it with other facilities would probably negate its other advantages.

The proposal to use the Sullivan's Gulch route is an extension of what is known as the Amburn plan which called for the unification of terminals, the reclamation of blighted areas, and the coordination of all forms of transportation. The Unification of Terminals feature was reported by a City Club Committee on October 21, 1935. One primary virtue of the present proposal is that it conforms to the concepts of master planning which have been so carefully developed by the several capable groups which have worked on the subject in the past. Its main details are set forth hereinafter.

In Sullivan's Gulch, a route is provided by nature which has the same characteristics as a subway with all crossings and other obstructions to the free flow of traffic eliminated. It runs from 92nd and Halsey Streets to E. Third Street, the approximate area center of Portland, and in its course it bisects the population center of the city. It is used by the O.-W. R. & N. which has a single track road running throughout its length. It is already graded for double tracking, and except for the possible complications incident to crossing a few spurs from the present line to industrial plants in the Gulch, it would not be difficult to lay an additional track. Mr. Amburn proposes that this be done and that fast shuttle cars be placed in coordinated operation with present rail activities through this route. He further proposes that the shuttle line be continued from the mouth of the Gulch, using present tracks East of the Albina Yards and constructing new tracks from Albina to the tunnel junction at Mocks Bottom. The tunnel would be used and from there to St. Johns the present switching track would be double tracked and supplemented by necessary viaducts and retaining walls. A spur would be run from the line to Swan Island yards, and connection could be made with the S. P. & S. line to Vancouver at Terminal No. 4.

High-Speed Line

The thought presented here is to provide a direct high-speed rail line which would tap the congested East Side residential area and would tie it in with the North Portland industrial region. It would carry 35,000 persons per hour in comfort with a maximum passenger travel time of thirty minutes. It would cost approximately \$1,500,000, only fifty percent more than the investment in the two ferries previously referred to. It could be correlated with the present traction routes by minor adjustments so as to tap all lines entering and traversing the city.

The transportation advantages of such a system are self-evident and no expert appearing before this committee objected to it on an engineering basis. Whether or not it is practical depends upon such factors as the availability of the equipment necessary, the attitude of the right-of-way owners, and the car dispatching problems inherent in the proposal. There is no doubt that critical materials would be required, and that they would be difficult to obtain. But we are unconvinced that the possibilities from abandoned lines have been thoroughly examined and, although this committee is not equipped to

determine such a matter, there are reports indicating that rails, diesel engines, and cars may be available from such sources. The complicated signalling equipment which would be essential to the plan presents a more serious obstacle and railroad officials state that such materials are almost impossible to secure. With respect to these matters, we suggest that rubber may be the most critical material of all. Since this is an all rail project designed to carry as many workers as necessary to the North Portland area, it would appear to eliminate the need to operate private automobiles and buses from the East Side to the shipyards. They could be confined to short-haul connection use.

It is suggested that in evaluating this proposal, the urgency of the transportation need should be the applicable criterion. With all the practical objections which have been raised to it, if a breakdown in transportation appeared likely without the development of such a project, material and dispatching difficulties would doubtless be overcome in short order.

A Sound Plan

One important feature of the Amburn Plan is that it conforms to sound housing principles since it would permit such projects to be built up in relation to the city as it is. Lack of adequate transportation necessitates their creation as special appendages to the city, with the costly and critical material using requirements which that entails. Creation of special housing areas compels the installation of new service facilities such as water, electric, telephone and sewer lines, as well as schools and social institutions. As the Chamber of Commerce report issued in September, 1935, pointed out, the city is greatly overbuilt in these particulars already and it would be possible to absorb virtually any number of housing units within the framework of the present city, with streets and other services already available. The Amburn plan would permit this to be done. It conforms with the Gartrell housing plan to place temporary housing units on city-owned lots. If rapid, efficient, transportation is provided, people can live anywhere within its range, and it is unnecessary to disturb the population balance by attempting concentrations in new areas, or by other devices compelled principally by the inadequacy of transportation.

With respect to the proposal to operate motor trucks and trailers on the rail line adjacent to Columbia Boulevard, it appears that this plan would render service to the Northeast section and that it would permit the development of new housing projects in that ample area. This proposal is confronted with substantially the same difficulties as the Amburn plan as far as equipment and coordination with rail operations are concerned, and in general, the same considerations which were discussed in that connection apply to it. The issue is one of need in relation to practical difficulties.

CONCLUSIONS

Portland was not geared for mass transportation even in normal times, and under the stress of the war emergency with its attendant tremendous increase in population the transportation situation has threatened to become acute.

The public facility operators believe that by the extension of such devices as staggered hours,

ride-sharing, and conservation measures for private automobiles, that they will be able to carry the load in some fashion. This view is predicted upon the assumption that there will occur no further adverse trend as to private automobile operation. Private cars will be expected to continue to carry a considerable percentage of the population.

It cannot be safely assumed that private vehicle operation will be maintained at present levels, as the stock of cars represents a wasting asset which will deteriorate no matter what conservation methods are employed. The city may be compelled to turn to mass transportation entirely if the war lasts several years.

Strong public support is urged for such devices as staggered hours, reduced driving speeds, tire maintenance and ride-sharing as they are essential to maintenance of the transportation balance unless some radical change in the picture occurs.

The operation of ferries to St. Johns will relieve pressure from downtown Portland to the shipyards, as will use of the S. P. & S. route to Vancouver, and these measures will free buses for operation elsewhere, but they will not reduce the traffic load on the East Side.

Of the other rail potentialities, the Amburn plan to use the Sullivan's Gulch route offers the most far-reaching benefits, and if it could be carried out it might provide a complete solution to the transportation problem. It should not be dismissed lightly because of apparent equipment difficulties as the transportation situation may become so serious as to compel launching of such a project. A realistic consideration of its merits, and of the problems affecting it, is urged upon the appropriate Federal and local agencies.

Respectfully submitted,

John Campbell Jr.
C. M. Gartrell
Frank S. Hecox
H. R. Kreitzer
Ellis F. Lawrence
Orrin E. Stanley
Lester Spillane, Chairman

Approved for transmission to the Board of Governors by D. W. Hoffman, chairman of the Public Utilities section.

Accepted by the Board of Governors January 4, 1943, and ordered printed and submitted to the membership for consideration and action.

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"EXIT" INTERVIEWS

Employees of many of the federal agencies who "give notice" now undergo "exit" interviews to determine specific reasons for their resignations, the Civil Service Assembly of the United States and Canada said today. In a substantial number of cases, employees change their minds after the interview and return to work.

Purpose of the interviews, endorsed by the U. S. civil service commission, is to reduce employee turnover by correcting unfavorable conditions where possible, and to decrease costs of recruiting and training, especially in the Washington, D.C., area.

The exit interview attempts to determine whether unfavorable housing facilities, transportation difficulties, bad physical conditions of work or other factors—aside from the job itself—caused the employe to want to leave.