



A Century of Influence

1,030 Studies in 100 Years

Report of the Centennial Research Committee

City Club of Portland Bulletin, Vol. 96, No. 12, February 17, 2016

City Club members will vote on this report between Friday, February 19, 2016 and Wednesday, February 24, 2016. Until the membership votes, City Club of Portland does not have an official position on this report. The outcome of the vote will be reported in the City Club of Portland Bulletin Vol. 96, No. 13, dated February 25, 2016, and online at pdxcityclub.org.

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EXECUTIVE SUMMARY

As part of the City Club of Portland's Centennial Celebration, your Centennial Research Committee was asked to answer the question: "Which City Club studies over the past 100 years have had the greatest influence on our community and how?"

After initial review, we determined that the charge did not ask us to determine the significance of reports; rather it asked us to focus on their influence. Thus, we identified four important badges of influence:

- 1) A report triggered some civic action (usually, but not always governmental);
- 2) Leaders used a report;
- 3) A report caused or was a contributor in causing a shift in public opinion;
- 4) A report influenced City Club members in any significant way.

We found that there are no absolute methods of weighing influence using any of these badges, and there is a tendency for opinion leaders to absorb the reports and then use the information as they see fit in their different roles, often without giving credit to the source of the information. We nevertheless concluded that specific reports within each criterion represent examples of influential reports with an overall impact on our community, Oregon and City Club. They are listed below with details and marks of influence provided in the Themes section of this report.

Examples of civic action

- The 1945 report *Proposed Municipal Forest-Park*, chaired by Garnett Cannon, directly resulted in the creation of Forest Park.
- *Forest Park: A Call to Action*, a 2010 report chaired by Megge Van Valkenburg, directly resulted in City Commissioner Nick Fish's leading a revamping of how Forest Park is governed and staffed.

Examples of leaders' using reports

- The implementation by the 1999 Legislature of all four recommendations for changes in the law originating out of the 1997 report *Domestic Violence – Everybody's Business*, chaired by Pauline Anderson, is a clear indication of use by leaders.
- The 2011 report *Oregon PERS: Burdened by the Past, Poised for the Future*, chaired by Robert Aldisert, has been used by legislators and experts as a kind of standard for PERS reform, as evidenced, for example, by the Legislature's use of the report as a reference for changes at a statewide level.

Examples of shaping public opinion

- The 1948 report *Law Enforcement in Portland and Multnomah County*, chaired by McDannell Brown, was printed verbatim in The Oregonian newspaper, and it caused or assisted in massive investigations, the replacement of a mayor and the election of Portland's first female mayor.
- The 2006 report, *Portland's Fire & Police Disability & Retirement Fund: Time for Change*, chaired by Eva Schweber, helped the public and the city move to a more realistic way of handling public employee retirement plans.

Examples of City Club members' responding

- Even though the voters of Portland have disagreed so far, the 1955 report *Fluoridation of the Public Water Supply*, chaired by John Beatty, as well as the many successive ballot measure reports on fluoridation, have convinced City Club members of the need for fluoridation in Portland's water.
- Even though the Legislature and voters have not yet chosen to adopt the ideas in the 1996 report *The Initiative and Referendum in Oregon*, chaired by John Beatty, and the 2008 report *Making the Initiative Work for Oregon*, chaired by Arden Shenker, the facts, conclusions and recommendations of these reports provide proof to City Club members that Oregon needs to change its initiative system.

Even though your committee was asked to identify individual influential reports, which we have done, our research reveals an ongoing City Club record of reports around themes. Our examination focused primarily on City Club's 352 long-range, comprehensive reports over the past 100 years and found clusters around certain themes: governmental services (31 percent), community services (17 percent), transportation (12 percent), community safety (10 percent), parks (10 percent), planning (6 percent), education (6 percent), economic development (5 percent), and taxation and finance (3 percent). (See appendix D).

Our focus on influential reports led to some themes emerging as more prominent: parks, the Oregon initiative process, equity and access by minorities, law enforcement, fluoridation, tax reform, public employee retirement, and domestic violence.

Both sets of themes helped define the worldview of the City Club as well as some of the gaps in the Club's historic prioritization of community issues for study.

While it was difficult to find concrete evidence of influence for a large number of individual reports, we discovered that when looking at a group of reports through the lens of an identified theme, the significance of the Club's investment in that body of work was evident. We decided that it was important not only to identify the individual influential reports, but also to explore these themes and significant groupings of reports that were illuminated by our research process and coalesced in a fascinating and revealing narrative about City Club's research work over a century.

We concluded that – contrary to the opinions of some City Club members – research reports from the past 100 years are of significant and lasting importance to our community and to City Club members themselves. In addition, our study revealed that the Club lacks follow-up mechanisms for

research reports. Various report recommendations impact groups that might not have been consulted during the research, and thus there are gaps in the Club's research.

We recommend that the Club's Research Board pay consistent attention to all voices* within the city in its selection of topics of interest, formation of research questions, selection of report committees' memberships, and choices of who is interviewed by each committee. In addition, the Club needs to develop and use modern digital tools to consistently track the influence of its comprehensive reports and to utilize the Club's online Research Library as a place to record that influence. The Club should reach for broader distribution of its research by using a wider variety of methods. It needs to understand better the consequences of increased advocacy on membership and on research and to find ways to include all voices from the community.

City Club of Portland brings together civic-minded people to make Portland and Oregon better places to live, work and play, for everyone.

* While Club members are members of various groups and classes, there are significant communities and individuals who are not members of City Club and whose voices are not heard without special focus and effort. They are, in many ways, disenfranchised. They too, need to be heard.

COMPOSITION OF THE COMMITTEE

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ACKNOWLEDGEMENTS

The committee wishes to express their appreciation to the following City Club members and staff for their help and support:

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INTRODUCTION

This report on City Club of Portland's research is part of the planning effort for the Club's Centennial Celebration. As overall planner, the City Club Centennial Committee identified 10 themes for the celebration, one of which was, "research studies and their impact on the community," and it launched your committee to address this question. In the charge to your Centennial Research Committee, we were asked to answer the question: "Which City Club studies over the past 100 years have had the greatest influence on our community and how?"

Since its inception in 1916, City Club has focused on its mission:

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

The Club's research process is homegrown and unique among similar clubs throughout the United States, except for some others in the Northwest. Club members in committees conduct the process.

For several years after its founding, the Club's reports were part of its weekly bulletin. Later, reports deemed significant by Club leadership or staff became supplements to the bulletin, and then stand-alone publications. In recent years, the reports have been issued digitally. City Club has developed a research library of all its reports, which can be found at www.pdxcityclub.org/research. Appendix D contains a numerical summary of those reports. Many reports are also available through PDX Scholar, a website maintained by Portland State University.

The impacts of City Club's reports have been reviewed several times before. In its 50th anniversary book, *The Conscience of a City*, research prior to 1966 was reviewed in a chapter called "Getting the Facts."

The 1975 report *The Impact of City Club reports*, chaired by Walter Gordon, reviewed 17 reports published between 1968 and 1972. That review concluded that the effectiveness of reports could be increased by focusing on well-defined problems related to issues and institutions of the Portland metropolitan community and by including recommendations for specific action that could be implemented. The committee also concluded that the Club should be alert to the timing of research questions, both as to charges and as to report completion dates. The charges to research committees should be specific regarding areas to be investigated and should encourage the committees to make implementable recommendations. The Gordon committee further noted that the Club needed to institute systematic follow-up, including appearances by committee members before decision-making bodies. Finally, the committee sought procedures to obtain greater publicity for City Club reports.

During the 75th anniversary celebration, the Club reviewed its past research and selected "Roses and Raspberries" reports for each decade.

Currently it is standard procedure for City Club staff to prepare and circulate a press release when reports are released. In addition to special Friday Forums, interviews are arranged with key media and stakeholders are invited to special briefings.

We found that the community has paid attention. A 1996 review of the Club's research found "The role that the Club has played in molding the destiny of Portland and Oregon cannot be underestimated. The Club has often changed the course of history, and its influence has been far-reaching. At times, it has risen to greatness, through its vision into the future. " 'I occasionally differ with the City Club studies, entertaining, so to speak, a minority report,' wrote Philip H. Parrish, a distinguished past editor of The Oregonian's editorial page. 'But I never ignore them. They have been an amazing influence toward straight thinking.' " *

Marshall N. Dana, of the now-defunct Oregon Journal, felt likewise. He commented, "Civic research is an essential function in a city like Portland. The City Club performs this essential function for the city in a logical way. While I do not always agree with the conclusions reached by the committee reporting on various problems, I have found the information compiled by Club members a valuable source for reference in considering and evaluating community questions."

Mark Hester, part of The Oregonian's current editorial board, said, "I don't think you get [at influence] by raw numbers. You get [the information in City Club reports] to the right people who can then do something about it. So the goal is how to get it to the right people, not to the biggest number of people."

Such accolades were not universal, though. Some community members suggested that when dealing with issues of equity and access of communities of color, City Club reports seemed to have little influence. Indeed, in some cases they reported negative influence arising out of a perception that there were plenty of recommendations and words but no real action.

Access of communities of color remains a challenge, the various reports on equity and access for communities of color access recognize this, and yet no champion of change has emerged, either having been "aroused" directly out of City Club or as a contemporaneous spokesperson using the recommendations of its various reports. The lack of conviction and a champion to move the research recommendations forward, have indicated that there was not the political will nor the humanity to move the recommendations into action.

In 1988, at the urging of member Arnold Cogan, a planner who had held key responsibilities in several previous state administrations, and others, City Club created an advocacy process. Under the current process, a member of the Advocacy and Awareness Board assigned to the research committee drafts an advocacy plan based on the recommendations in a report. If a report meets the threshold of approval by Club members (originally four-fifths approval by those voting, but reduced in 2013 to two-thirds of the votes), then an advocacy committee forms to implement the plan. With Advocacy advisors involved early on, research committees are provided with timely information on the feasibility of recommendations and can make decisions on whether recommendations should set long-term

* We have taken the liberty in this report of not citing the sources of quotations from City Club reports in detail. These reports are now widely available by using the "Research Library" on the Club's internet home page.

policy goals or more immediate policy wins. Former-Research and Policy Director Greg Wallinger said, “Increasingly our membership and our Board of Governors are comfortable with the idea that understanding the policy environment during the research process will help us to make better, more impactful policy recommendations.”

At the time of our research, the Advocacy and Awareness Board provided support and oversight for eight advocacy efforts in different stages of their efforts: redistricting, civics education, health care and homelessness, GED certification, governance and rate setting for Portland Water & Sewer, property tax — “Frankentax,” bicycle transportation, and air toxics reduction. The 2015 legislative agenda included air toxics reductions, GED access, property tax reform, juvenile sex offender registry reform and legislative redistricting reform.

As the Club became larger, it became more dependent on member dues to provide funds for an executive director, a research and policy director and other staff. Dues also paid for office space and publication of reports and other communications.

Ogden Beeman, a former Club president and participant in many research studies, was concerned about the future of research in the Club. He and his wife Charlotte, also a Club member, arranged a challenge grant to provide seed money for funding part of the salary of the Research Director and the costs of research studies. With help from member Ned Hayes and others, that fund now stands at more than \$600,000, with the goal of reaching \$1.5 million by the end of the Centennial Celebration.

Research has been a distinctive characteristic of City Club of Portland throughout its history. The Club was organized in 1916, during the Progressive Era. Several similar clubs exist or have existed across the United States. Perhaps the first was the Junto, a club organized by Benjamin Franklin that suggested improvements for Philadelphia. Out of that exercise came ideas for a post office and a public library. There are also City Clubs in Eugene, Seattle and Bend, but only Eugene and Salem have a similar member-based research effort. (See Appendix C for an overview of City Club’s processes and some background on city clubs across the nation and in Oregon.)

During the past century, City Club’s 1,030 studies covered an extremely broad array of civic issues that have had an impact on Portland, Oregon and in some cases constituencies beyond our state. Your committee was provided with a preliminary definition of greatest influence — “Ultimately, highly influential City Club studies will be those that drive or demonstrably contribute to significant civic action. The hope of the Club is that the results from your committee’s evaluation of 100 years of



Ogden Beeman was a waterways engineer in his professional life. In his civic life he chaired his neighborhood’s Northwest District Association, was President of City Club and chaired the 1987 City Club report *A Competitive Economic Development Strategy for Oregon*. He and his wife Charlotte instigated a fund to support permanent staffing and support for City Club’s research process.

research can contribute to a theme for the Centennial Celebration honoring the key research studies and their impact on the community.”

Your Committee struggled with how to apply the term *influence* for individual reports. The concept of documenting Club recommendations and resulting civic actions appears straightforward at first. However, legislation and rulemaking in collaborative forums such as Portland City Council, Multnomah County Commission, Metro Council and the Oregon Legislature rarely turn out the way the initial proponents intended.

For this reason, there was little direct or visible linkage between Club recommendations and eventual civic action. While we found very few bases for objectively evaluating influence for most of the reports, individual, anecdotal data were widely available.

Often, a City Club report might spur action, but the end result is not precisely what a report called for. Still, the research report deserves credit in that case for having influenced the outcome and therefore might be deemed influential.

One of your Committee’s problems was that the Club’s research library was not created to track outcomes of civic actions based on research reports. The library was created to support the mission of the Club. The first constitution and bylaws set down seven purposes of City Club, four of which relate directly to research: to assemble a library of information relating to all phases of civic life, to study and discuss impartially Portland’s civic problems, to encourage fellowship that would breed ideas, and to endeavor intelligently to discharge the obligations of citizenship.

Erik Lukens, a member of The Oregonian’s editorial board, said that from his perspective the fact that City Club research gathers and compiles information on important topics is more valuable for assisting his work than the recommendations or how Club members vote on a report. City Club believes, as C.E.S. Wood said more than 100 years ago, “Good citizens are the riches of the city.” The mission of City Club, “to inform its members and the community in public matters and to arouse in them a realization of the obligation of citizenship,” is the linchpin underlying the Club’s research efforts.

It is indisputable that the Club has achieved its mission of *informing* its members and the community in public matters. The abundance, content and quality of City Club research has without question informed its members and the greater community. Newspaper archives, historical documents, witness testimony and successive research reports are full of anecdotal information about how City Club research and recommendations have *influenced* civic discussion of and action on key issues. Nevertheless, directly linking Club recommendations to specific actions has not been a function or priority of the Club (except in a few instances).

In this context, we provide summaries of several research studies that have documentable influence on significant civic actions. It is possible that the Club’s most influential work has been missed by this committee. It is safe to say that every one of the Club’s research efforts has influenced someone – members of the research committee, members of the Club, curious citizens who have read the Club’s reports, community leaders and decision makers. As mentioned before, what is important is getting the information to the right people, not to the biggest number of people.

Documentation of the causal relationship between a specific action or decision and an individual report or recommendation is rare. For this reason, the committee recommends that the Club invest in the valuable database of research that the Research Library provides and begin tracking in a systematic way the indications of influence that the Club exerts moving forward.

In thinking about research, it is important to understand City Club participation. Many members think that participation means going to Friday Forums and listening to the experience of informed speakers. But a Club member who undertakes a research project with a group of her peers, is one step closer to learning by her own experience, i.e., a “realization.” In a 1910 speech, “Citizenship in a Republic,” delivered at the Sorbonne in Paris, Theodore Roosevelt said:

“It is not the critic who counts; not the man who points out how the strong man stumbles, or where the doer of deeds could have done them better. The credit belongs to the man who is actually in the arena, whose face is marred by dust and sweat and blood; who strives valiantly; who errs, who comes short again and again, because there is no effort without error and shortcoming; but who does actually strive to do the deeds; who knows great enthusiasms, the great devotions; who spends himself in a worthy cause; who at the best knows in the end the triumph of high achievement, and who at the worst, if he fails, at least fails while daring greatly, so that his place shall never be with those cold and timid souls who neither know victory nor defeat.”

The City Club member who undertakes a research charge will wind up not just knowing more about the subject than her peers. That member also will have taken a stand with conclusions and recommendations to improve the situation studied. That member will have entered the arena.

A prime example is former City Club President Kris Olson, who chaired the 1984 report, *Adult Prostitution in Portland*, which recommended zoning to confine the vice. As a result of the report, she was fired from her day job as an assistant United States attorney. Yet, when the administration changed, she became the U.S. Attorney for the District of Oregon.



Kris Olson, U.S. Attorney for the District of Oregon served as City Club President 1996-97.

INFLUENTIAL REPORTS

The central question raised by the charge to your committee was: “Which City Club research studies over the past 100 years have had the greatest influence on our community and how?” Your committee focused its early work on debating and defining *influence*. These debates highlighted the broad and varying definitions of the word, including both positive outcomes and potential negative consequences. Rather than settling on one definition of *influence*, we decided on four criteria for determining impact of reports. Based on these criteria, we could not quantify the reports having “greatest influence,” but we did find examples of influential reports. Two or three examples for each criterion are mentioned below and are discussed further in the section following, which organizes our most influential reports by the themes they address.

Civic Action: The report influenced civic action (e.g., legislation, policy, budgets, administrative action). Two reports stand out:

- *Proposed Municipal Forest-Park*, 1945
- *Forest Park: A Call to Action*, 2010

Leader’s Use: The report influenced civic leaders (e.g., opinions/public statements of leaders, opinions/public statements of other key participants; evidence of change of discussion or debate within government/civic institutions). We provide two examples:

- *Domestic Violence – Everybody’s Business*, 1997
- *Oregon PERS: Burdened by the Past, Poised for the Future*, 2011

Public Opinion: The report influenced public opinion (e.g., a demonstrable spike or change in awareness, general opinion changes, opinion of specific communities, number of Google news/reference hits, number of copies requested or online page views). Two such outstanding reports are:

- *Law Enforcement in Portland and Multnomah County*, 1948
- *Portland’s Fire & Police Disability & Retirement Fund: Time for Change*, 2006

City Club Response: The report influenced City Club members (e.g., civic engagement or action by Club or members increased; influence on Friday Forum topics, speakers or other City Club events; evidence of change of opinion of members; ongoing reports on ballot measures; impact of advocacy work following research). Although the majority of voters have so far disagreed, City Club members find the following reports highly influential to them:

- *Fluoridation of the Public Water Supply*, 1955
- *The Initiative and Referendum in Oregon*, 1996

Outside our criteria for influence, we also allowed research quality considerations in our review of the most influential reports. These considerations did not determine influence, but rather they provided a framing and context for individual reports and their scope and reach. Those considerations identified were that the report was:

- 1) A thorough and unbiased review of the research topic,
- 2) Best practice research in terms of quality and methodology,
- 3) Inclusive of all voices that should be heard, and
- 4) Influential within the sphere of the report (geographically or with different communities).

In your committee's review of the reports, we found that although there are some specific standouts, overall the quality of research reports was not a significant factor for influence. There is concern about and interest in further research on how to include in more effective ways all voices and perspectives in the selection, scoping and research of charges chosen; in the membership of charge committees and research committees; in the diversity of witnesses interviewed; and in the advocacy following the acceptance and publication of a report.

Your committee found that prompt implementation of a report's recommendations is not the sole gauge of its influence. As stated in 1975's *The Impact of City Club Reports*, "If the effectiveness of the report on *Property Tax Exemptions* (1969) is judged simply by determining whether the report's recommendations were carried out, this report would be called ineffective, since its recommendations were not implemented. On the other hand, considerable attention was paid to the report by legislative committees, and it did communicate clearly and strongly what the City Club membership thought about the issue at that time. It was 'effective' in accomplishing these results."

Another insight emerged from our solicitation of knowledgeable Club members and civic leaders for examples of influential reports. When asked to name reports, they remembered those they specifically worked on or used. Otherwise, specific reports didn't stand out in their recollections. Because of the nature of the reports, they tend to be current at the time written and are used to inform and arouse regarding the topic at hand. Yet as we looked over what is now a vast body of work by Club members over 100 years, it is certain that both the community and members have benefited in the long term from this research. It is truly one of the building blocks that makes Portland unique.

Portland is known as being different or "weird," and in many ways it is different from other cities. For several decades, people have "voted with their feet,"* coming to Portland to settle because of its reputation as a livable city. Portland's rivers, parks, planning, neighborhoods, local festivals, transportation infrastructure, sustainable benefit corporations and access to the political process all make it different from many other places. The Portland area's sports apparel, steel manufacturing, chip design, software entrepreneurs, exportable energy expertise, book marts, and medical research facilities enhance its uniqueness. Its unusual commissioner form of government, the strong influence of regional planning through Metro and state-mandated goals for planning, add to its uniqueness.

* Putnam, Robert, *Bowling Alone* (2000) and *Better Together* (2003).

Like the city itself, City Club, with its member-led, volunteer research yielding more than 1,000 reports over 100 years, is also unique. The Club's research has impacted many physical and cultural features of our area. The reports recommending removal of the Journal Building and construction of what has become Tom McCall Waterfront Park along the west bank of the Willamette River, the creation and appropriate governance for Forest Park, and a 1987 focus on comparative advantage of Portland's significant industries* have had physical effect.

In many cases, the Club also has sought to move the City farther than it has wanted to go, with the many fluoridation reports, starting in 1955, and with recommended changes to the initiative and referendum process, starting in 1996. The Club also has studied the city's troubled history in realizing economic and social mobility for all its citizens, with reports on disproportionate impact for communities of color starting in 1945[†].

More important, the Club's reports have indicated to the community and its politicians that citizens are constantly seeking good government that is responsive to community needs. Through the research process, City Club has served as a watchdog and provided sustained and consistent review of ongoing civic concerns.

* *A Competitive Economic Development Strategy for Oregon*, 1987, Ogden Beeman, chair.

[†] The Club itself has had trouble realizing this sometimes.

THEMES AND INFLUENTIAL REPORTS

After several rounds of reviews and examination of the evidence concerning influence, we determined that the following reports rose to the top. Based on a lack of clear evidence, however, your committee has opted not to rank these reports. Although we believe these reports to be influential, we cannot offer an assurance this list as exhaustive. In fact, your committee's difficulty in uncovering evidence that directly demonstrates influence has led to conclusions and recommendations at the close of this report that the Club should consider again whether a reports' ability to *influence*, rather than simply *inform*, is indeed a goal of the Club.

Still, as we studied reports deemed influential within our criteria, several themes emerged. In many areas, including taxation, education, governmental organization, police, equity and access for communities of color, and, yes, fluoridation, the Club has continued to reexamine its views on public policy themes. The understanding and recommendations tend to evolve based on changes in society as well as in federal and state laws, and a better understanding of why the recommendations made by City Club get adopted, or not. The themes arising from those reports we deem most influential follow.

Parks

This theme addresses Portland's parks and recreation facilities and how to provide for community needs. It is a theme that has been revisited due to: 1) the initial purchase and development of a citywide park system, 2) the eventual maturity of the park system and the need to integrate the parks locally and regionally, and 3) the periodic nature of park funding. During City Club's first 100 years, in addition to the seven ballot measure studies directly related to park funding, the Club provided several significant and influential research studies directly related to parks.

**1945 – *Proposed Municipal Forest-Park* and
1947 – *Progress Report: Status of the Forest-Park Proposal*,
both chaired by Garnett Cannon.**

Forest Park is a beacon of City Club influence and success over its 100-year history. On Nov. 20, 1944, a committee was appointed to study the acquisition and development of park properties adjacent to Leif Erickson Road. Eventually the boundaries of the nine-square-mile park were identified, and the committee urged officials of the city and county to take steps to create a municipal forest-park. The recommendation was adopted and forwarded to city council and the board of county commissioners, but the acquisition did not move forward.

In 1947, the Club requested an update on the status of the creation of a municipal forest-park. The committee was re-formed and provided an update. Due in large part to the City Club report, a committee of publicly interested citizens met to further action toward the creation of the proposed Municipal Forest-Park. As a result, the Forest-Park Committee of Fifty came into existence, and it spurred the assembly of the land and creation of the park.

The Club's reports led to civic action and provided community leaders with the necessary information to make decisions. It has had a long lasting effect on the concerns and interests of Club's members.

**1951 – *Portland Municipal Zoo*,
chaired by Wm. C. McCulloch.**

In 1951, City Club authorized a committee to study and report on the problems that relate to the continuance and maintenance of a municipal zoo. The committee recommended building a new zoo on a new site, financed by a special levy, and administered by a competent and experienced curator-naturalist. The committee went on to recommend that a local zoological society should be created and promoted to cooperate with the city in every possible way.

In May of 1954, Portland voters adopted a five-year special tax levy to be used for the construction of the present zoo, which was subsequently constructed and opened to the public on July 3, 1959. In addition to building a modern zoo, the Portland Zoological Society was created in 1952, and with the establishment of the Portland Zoo Commission, a citizen's body advisory to city council and the city commissioner whose jurisdiction covers the Park Bureau.

According to a follow up City Club study in 1970, "The present Portland Zoo, visited by hundreds of thousands of Portlanders and millions of other visitors, had its genesis in the report of this [1951] City Club committee."

**1969 – *Journal Building Site Use and Riverfront Development*,
chaired by David J. Lewis.**

This report is included in the parks theme because it resulted in the beautiful and important Tom McCall Waterfront Park. The committee was established in 1968 to study the problem of planning for the best public use of the old Journal Building on Front Avenue. Soon after the committee was formed, its members discovered that the decision by the City of Portland to raze the building had already been made. The committee had progressed enough to realize that a plan for the utilization of the resulting riverside area was urgently needed and therefore its charge was adjusted to study planning activities related to development of the riverfront between the Ross Island Bridge and the Steel Bridge.

The study charge was to review all relevant plans, to identify functions to be served and to develop criteria to be used for planning decisions. Due to the scheduling of an intergovernmental task force created by Gov. Tom McCall, the committee decided to expedite its recommendations and provide an interim report in order to influence the task force. A final report was never delivered. The interim report challenged the city for greater leadership in determining the future of the Portland waterfront. Eventually the city, working in partnership with the county and the state, developed the waterfront as a park consistent with the Club recommendations, and removed dense automobile traffic lanes from that area.

The story behind the Journal Building Report and Tom McCall Waterfront Park

Although the 1969 Journal Building report was very short and general in its recommendations, newspaper accounts, public records and the personal papers of Ernie Bonner and Bob and Allison Belcher provide strong indications that both the City Club report and its committee were influential in the eventual development of Tom McCall Waterfront Park. In 1968, the State Highway Department proposed widening and relocating Harbor Drive between Front Avenue and the west bank of the Willamette River. In July 1969, a letter from Gov. Tom McCall to Glenn Jackson, chair of State Highway Commission, reiterated his objectives for the development of a riverfront park and requested a timely decision from the intergovernmental task force guiding the development.

In August 1969, City Club released its interim report warning Portland of the impending widening of Harbor Drive on the riverfront by an intergovernmental task force established by McCall. The Club recommended that the 'primary consideration(s)' of any riverfront plan should be 'varied public use of land; esthetically pleasing environment; and easy and attractive pedestrian access to the esplanade and the river itself.' The Club also recommended that 'no action ... should be taken to reconstruct Harbor Drive until adequate studies of alternatives have been completed and public hearings held.'

In the same month, a letter to the editor of The Oregonian by Robert Belcher, chairman of the Riverfront for People Committee, stated, "We believe that the Portland City Club report on riverfront development states the crisis of the riverfront objectively. We are urging Governor McCall by letter to affirm publicly his support for this report and to initiate real guidance by his Task Force."

Later that month, an Oregonian article noted that, at least partly because of the citizen outpouring, McCall instructed his nine-member intergovernmental task force to prepare for a public hearing. State Highway Engineer Forrest Cooper stated that the task force had ruled out any possibility of closing Harbor Drive as projections showed 90,000 trips per day in the corridor by 1990. In the same month, in an address to the bi-weekly meeting of the Portland Art Commission, City Club spokespersons David J. Lewis (chair of the City Club committee) and Neil Goldschmidt (member of the committee) called for delay in state plans to widen the freeway on the riverfront.

Following several fevered months of public discussion, an October Oregonian article, titled "Debate slated on riverfront," cited Goldschmidt and Belcher to speak on the theme that the west side waterfront should be developed as a park with grass and trees instead of the plan for more highway asphalt and concrete. In September 1970, a letter from Jackson to Mayor Schrunk announced that the State Highway Commission planned to close Harbor Drive as a traffic facility in the Spring of 1972, when the Fremont Bridge was expected to be completed. In November 1970, Goldschmidt was elected to City Council. In 1974, Harbor Drive was closed and Tom McCall Waterfront Park development began.



**1994 – *Portland Metropolitan Area Parks*,
chaired by John Wiley Gould.**

In 1994, the Club produced another comprehensive report on Portland area parks. While the previous research reports supported funding and provided sound arguments to invest in the city's parks, this one provided an overall vision for standards of adequacy, design, governance and funding, including the private sector's role in park opportunities.

The objective of the study was to “provide an assessment of, and a vision for, the Portland metropolitan area's system of parks, green spaces, and other public spaces in the coming period of expected growth —at neighborhood, town, and regional levels.”

The report is an invaluable source of information on the funding, operation, and maintenance of parks in the greater Portland area. It covered city parks in the context of Multnomah County Parks, Metro, Beaverton/Aloha, North Clackamas, Lake Oswego, Gresham, City of Tualatin, Clark County, State Parks in Metro Area, and other greenspace and green corridor concepts.

This very comprehensive review of the Portland area parks provides five significant recommendations: 1) integration of parks with schools and other essential services, 2) zoning and linkages for parks, 3) regionalization of parks, 4) improved management, governance, and funding of Portland parks, and 5) stewardship. The recommendations were directed toward and implemented by several area cities, state parks personnel, and particularly by Metro. This report led to civic action and provided community leaders with solid information for decision-making.

**2010 – *Forest Park: A Call to Action*,
chaired by Megge Van Valkenburg**

Minority report by Spencer Ehrman, Nick Orfanakis, Travis Sanford, and Paul Schmidt.

This committee was charged with envisioning an ideal future for Forest Park and recommending the governance structure best suited to achieve it. The report had a comprehensive set of recommendations that provided realistic solutions for regional governance, regional funding, amenities, treating the park as of regional significance and maintaining forest health. The minority report only disagreed with who should run Forest Park.

In response to the report, City Commissioner Nick Fish took immediate steps to improve stewardship of Forest Park by completing a Recreational User Survey-Desired Future Conditions report and a new Partnership Agreement with the Forest Park Conservancy. The city created a new Park



In his professional life, John Gould was a railroad lawyer. In his civic life, he was a member of City Club's research board, its board of governors and was the Club's secretary. He chaired several research committees including 1994's *Portland Metropolitan Area Parks* and 1984's *Economic Development Coordination*. He also served on or provided witness information to many other committees.

Ranger position for increased enforcement. The city also appointed a City Club study committee member to serve on the Park's Budget Advisory Committee. The report was used to seek additional state funding at the State Legislature.

The report inspired and supported many community meetings by various Forest Park user groups, including landowners, local and non-resident park users, dog owners, and cyclists.

As to the report's influence on Club members, its release was followed by a Friday Forum and an off-site meeting and hike at the park. It was the first comprehensive introduction to the park for many Club members. This report led directly to civic action, its use by leaders of the ideas and information, in addition to being influential with Club members.

Influence of the Parks Reports

There can be no doubt that City Club has deeply influenced the development and management of parks in the Portland metropolitan area. The Forest Park Committee of Fifty, which grew out of the 1945 research committee, directly influenced the purchase and creation of Forest Park. Portland's waterfront park has direct ties back to the Club research committee members and their public activities following adoption of the report.

According to the minority report of the 2010 *Forest Park: A Call to Action* study, Metro has implemented many of the 1994 *Portland Metropolitan Area Parks* report recommendations, including taking over Multnomah County's parks; acquiring several properties mentioned in 1994 report for transfer; promoting development and use of regional parks; passing park and greenspace ballot measures; using revenue to collaborate and coordinate with other jurisdictions to acquire land, build new parks, and rehabilitate old ones; and launching the a group to collaborate and coordinate park development and acquisition. All are recommendations from the 1994 report. The 2010 *Forest Park: A Call to Action* study also had immediate impacts on the city's management of that park.

Parks long have been a focus of civic life in Portland, and the Club has been a supporter of public parks since its inception. The Club's first research focused on parks and was written in 1926. That committee determined, "On the basis of present population the total area of parks looks fair, but only fair." A 1926 bond measure for parks was defeated by voters. The city had completed several plans for park development, but funding for parks continued to be a lower priority compared to other municipal projects. From its beginning, City Club went on record that funding for parks through bond measures was just and financially sound, because "a park, unlike a building or street pavement, does



Charles Jordan, Portland's first African-American city commissioner, was one of the architects of the city's nationally renowned parks system. Jordan led the Parks Bureau for 14 years, gaining 44 new recreational facilities. He retired in 2003 one month after voters approved a \$49 million parks levy.

not become obsolete or wear out.” A park is useful for generations, so it is appropriate to spread the cost over generations.

Although the 1926 bond measure failed, the ensuing park bond measures, where City Club provided a research study or resolution in 1939, 1950, 1960, 1978, 2002 and 2014, were successful. In 1978, the Club was working on a long-range study of Portland parks (which appears never to have been published). Based on the work of the study committee, the Club supported a 1978 levy to support parks with the qualification that “Portlanders have not been pressed to support their parks. In fact, there has been no major capital improvement in our park system for 25 years.” (1978 [Park Improvement Special Levy \(City of Portland Measure 51\)](#)). The bond measure committee concluded, “Should the measure fail, there would be justification for the council to consider such expenditures as unwanted.” A dire warning, indeed. Fortunately, the levy passed.

City Club’s ongoing influence regarding parks was recognized by civic leader Charles Jordan. He gave the Friday Forum talk that preceded the 1994 [Portland Metropolitan Area Parks](#) report. He is referenced multiple times in that report as being a key witness.

“In recommending that the club endorse the bond issue to augment the park system, your committee urges that Portland’s present citizens show the same vision, faith in the future and public spirit that the people of 1871 did when this frontier town with a population of only 8,293 purchased for \$32,624, against opposition and ridicule, the 40 acres that now constitute Portland’s most prized park, Washington Park.”

– City of Portland Parks Bond Measure, 1926

Oregon's Initiative and Referendum

There is a reason why City Club has produced only 352 long-term research reports out of a total of 1,030 reports: Most of the rest are ballot measure reports, and most of those had been brought before the voters as initiatives. The father of the Oregon initiative is William S. U'Ren. After the founding of City Club, he joined and became a member of the board of governors and eventually Club secretary for a period in the 1920s.

Despite this history, the Club in recent years has approved strong reports condemning the current process used for Oregon's system of initiatives. Two of those reports stand out as influential, and they are generally as relevant today as they were when they were written.

1996 – *The Initiative and Referendum*, chaired by John Beatty.

This study of the Oregon initiative and referendum system was commissioned by the City Club of Portland because of increasing concern with the initiative process and its effects on state and local government, a concern shared by citizens statewide as reflected in a contemporaneous poll. It is a magnificent piece of work done by leading citizens of Portland at the time. The recommendations had appendices with suggested changes in the governing constitutional language.

The report made three top-priority recommendations and two secondary recommendations. The first three were:

- 1) *Limit constitutional amendments only to structure, organization and powers of government and rights of the people, and prevent use of the initiative for revenue purposes.*
- 2) *Refer proposed Constitutional amendments to the Legislature and provide that body an opportunity to place an alternative before the voters at the same time as the initiative.*
- 3) *Require for approval of either measure that there be a three-fifths yes vote, and if there is an initiative and a referral alternative (and both pass), the measure with more votes will be the winner.*

The two secondary recommendations were:

- 1) *Limit the use of the initiative for revenue dedication or repeal, unless new funding sources also were created.*
- 2) *Make a referral of the measure to the legislature for*



John C. Beatty, Jr.'s day job was trial judge in Multnomah County. Now in his 90s, he has been a longtime and influential City Club member and was president 1961-62. He chaired the committees for two of the Club's most influential reports, the 1955 *Fluoridation of the Public Water Supply* and 1996 *The Initiative and Referendum in Oregon*.

It's said, that when he submitted the initiative study to the research board and its members wanted to change something, he informed them that the report needed to stand as submitted. One of the reasons was that the report's committee list read like a "Who's Who" of the Oregon bar at the time.

possible alternative for voter consideration.

The influence of the report has not been with voters, at least not to date, but with leaders who used the reports as a basis for proposing action. In addition, the report has influenced Club members who are familiar with its recommendations as they choose whether to sign initiative petitions.

2008 – *Making the Initiative Work for Oregon*, chaired by Arden Shenker.

This committee was to take a contemporary look at Oregon’s system of citizen initiatives, referenda and legislative referrals. City Club had earlier looked at this issue in the 1996 report. The committee found that, on balance, the initiative process is a negative for the state. It has weakened the state’s legislative process and lessened public appreciation for that process. Use of indirect initiative systems in other states reflects the widely held view that state legislatures ought to be involved in the initiative process. Like the 1996 report, this report was used by and influenced leaders and City Club members.

City Club influence on ballot measure outcomes

City Club comprehensive reports often provide policy positions that influence Club ballot measure recommendations. As an example, the PERS report made recommendations that were included in a ballot measure. Sometimes, those recommendations are approved by the voters, such as the annual legislative sessions recommended in the 1996 initiative and referendum report.

For the most part, however, your committee could not identify a causal connection between comprehensive report recommendations and the subjects of ballot measures. Further, it could not identify any evidence that its ballot measure reports influenced the outcome of any ballot measure.

Of the 211 ballot measures placed before the voters in the past 50 years, voters agreed with the City Club’s recommendation 55.5 percent of the time. Five of those recommendations came from ballot measure minority reports, which were adopted by the Club. In the past 20 years, voters have agreed with City Club ballot measure recommendations on City and County measures 68.8 percent of the time, a slightly higher rate than the statewide ballot measures.

Influence of the Initiative Reports

Both the Beatty and Shenker reports make excellent arguments for why Oregon should change its initiative system, but so far they have gone nowhere with the voters or the Legislature. In fact, initiatives adopted by the people, even when they are laws and not constitutional changes, tend to become “sacred cows,” with which the Legislature does not tinker except to fix unworkable provisions.

While our committee concludes that the 1996 report should be required reading for civic leaders, its influence on civic action is questionable. Still, it and the 2008 report constitute an important body of work for the public. Using the City Club reports as reference material, State Senator Frank Morse and State Representative Larry Galizio attempted to move the system in 2009 with a proposed constitutional amendment,* but they were unsuccessful in getting a referral from the Legislature.

* For example, this story in East PDX News, tinyurl.com/ccopReform.

These reports also have been influential with City Club members familiar with the recommendations, because of long standing experience with poorly drafted or poorly thought-out ballot measures.

Equity and Access for communities of color in Oregon

From its earliest written history as a territory and then a state, Oregon was resettled* primarily by whites and has a history, in both law and custom, of discrimination against minorities. In 1906, the Oregon Supreme Court sanctioned racial segregation in public places, legalizing “Whites Only” signs. During the 1920s, Oregon had the largest Ku Klux Klan west of the Mississippi River. And for decades, redlining and other discriminatory real estate practices concentrated Black Portlanders in North and Northeast Portland.

World War II brought an influx of Black residents to work in the Kaiser shipyards. By the end of the war, Portland’s Black population had increased to 22,000, up from 2,000 in 1940. The increase in the number of Black residents did not alter the pattern of discriminatory treatment. In fact, World War II prompted even more discrimination when Japanese Americans were incarcerated in camps for the duration of the war.†

City Club, in its 1945 landmark study *The Negro in Portland*, chaired by J.C. Plankinton, described racial segregation and the stark conditions. “We are shocked to see that a fair share of the privileges of being an American has not been extended to the Negroes of our land,” the report said. Although this study was hailed by religious and civil rights groups as seminal and bold, little changed.

1957 – *The Negro in Portland: A Progress Report 1945-57*, chaired by E. Kimbark MacColl.

In this study, City Club answered the question, “What has changed in the past 12 years?” The answer was, “Some definite progress has been made, as it has throughout the country. But ... prejudice and discrimination still exist in Portland, to the degree at least that most Negroes have not in any realistic sense been ‘harmoniously integrated’ into Portland’s community life.”

1968 – *Problems of Racial Justice in Portland*, chaired by Richard W. Nahstoll.

* Pandemics of malaria and other diseases decimated, perhaps 90 percent of Oregon’s original settlers, its Native Americans, throughout the state, including those inhabiting now treasured places like Forest Park. See Robbins, William G., *Landscapes of Promise*, pp 58 -61 (1997).

† As this is being written (November, 2015) word comes that the United States is posthumously awarding Oregon’s Minoru Yasui the Medal of Freedom, its highest award. As the University of Oregon Law School’s first Japanese American Graduate, in 1942 he protested the curfew imposed on Japanese Americans by staying out past it in Portland and having himself arrested. He was convicted, appealed and spent much of the rest of his life using the rule of law finally to cause the decision to be overturned in 1986.

In 1968, riots in the Watts neighborhood of Los Angeles and in Newark, N.J., led to the Federal Kerner Commission report about racial conditions. City Club again studied race relations in Portland and made specific recommendations to improve racial justice in the city. The 1968 report recommended non-discrimination and increasing opportunity in employment, reducing racial isolation in schools, raising social welfare benefits, increasing affordable housing, and improving training of Portland Police to reduce racial bias. Importantly, the report strongly recommended that City Club itself take steps to include Black Portlanders.

**1975 – *The Urban Indian in Portland*,
chaired by Stephen R. Frank.**

In continuing its examination of racial issues, City Club's study found Native Americans suffered severe problems of poverty and discrimination. The committee recommended action to improve conditions. One of its recommendations was reciprocal memberships in order to assure that both City Club and Native American groups shared points of view. Another of its recommendations, that Native Americans should manage services to Native Americans, was strongly supported by Matt Morton, the current executive director of the Native American Youth and Family Center (NAYA).

1991 – *Study of Racial and Ethnic Relations in Portland: Report of the Social Associations/Citizen Participation Subcommittee*,

1991 – *Study of Racial and Ethnic Relations in Portland: Report of the Health and Welfare Committee*,

1991 – *Study of Racial and Ethnic Relations in Portland: Description of Study*,

1992 – *Study of Racial and Ethnic Relations in Portland: Report of the Employment Subcommittee*,

1992 – *Study of Racial and Ethnic Relations in Portland: Report of the Housing Subcommittee*,

1992 – *Study of Racial and Ethnic Relations in Portland: Report of the Law Enforcement and Administration of Justice Subcommittee*.

Complaints by Black Portlanders about police brutality led to a ballot measure in 1982 that created a Police Review Commission. In 1985, a Black resident was killed by police, leading to more protests. That incident was followed by the beating death on a Portland neighborhood street in 1988 of another Black man, Mulageta Seraw, by white skinheads. Portland clearly was not yet a place of fairness and justice.

By 1990, the Portland's Black population had increased to 7.7 percent of the city, from 5.6 percent 20 years earlier. The fundamental issues of fairness and justice persisted. In 1991, City Club undertook an ambitious review of racial and ethnic relations in Portland with six sub-reports that included findings and recommendations. The sub-reports evaluated conditions in Portland, not only for African-Americans, but also for Asians, Hispanics, and Native Americans. These reports found that overt discrimination was rare, but latent discrimination against minorities was responsible for disparities in opportunities and progress in education, employment, health care, housing, and public

accommodations. Critically, these reports found significant disparities in public safety and the judicial system's treatment of minorities.

Influence of City Club Reports on Equity and Access for Communities of Color

In summary, the 1945 study *The Negro in Portland* boldly pointed attention to issues of discrimination and poverty as chronic problems in Portland. Since then, periodic studies of the conditions of African Americans as well as Native Americans have shown there is still work to be done. These reports have influenced City Club members, as evidenced by their number and timeliness. Further, they have had some impact on public opinion as manifested by the overt racism once found in Portland.

However, for the past 24 years, City Club has undertaken no comprehensive study of race relations. While changes in civil rights laws nationally and in Oregon have been implemented, the impacts of systemic racism and discrimination are still not well understood, articulated and prioritized by residents and leaders who do not directly experience them. Though the 1991-92 reports elevated critical data illustrating these impacts, many of the key measures cited either have stayed the same or, in some cases, have regressed since those reports were written, leaving undone over two decades the work that inspired these studies.

As to the reports related to informing Club members, yes, they met part of the Club's mission, namely to inform its members. However, the other part of the Club's mission, namely to arouse in its members and in the public a realization of the obligations of citizenship, there was no real movement, either within the City Club or by a contemporaneous champion outside of membership, to fully inquire of the community as a whole? What did they think? Where's the action?"

Law Enforcement

City Club has conducted several research studies on public safety and policy studies that included law enforcement and how community safety systems addressed social issues that create crime and violence. In its 100 year, the 1948 Law Enforcement report is possibly the most influential of all City Club reports.

1948 – *Law enforcement in Portland and Multnomah County*, chaired by McDannell Brown.

During the 1930s and 1940s, Portland was considered wide open for gambling, prostitution and other vices, so much so that at one point, the U.S. Navy considered making the city off limits for sailors. Public outcry against openly active illegal vice operations and the police failure to crack down on gambling and prostitution establishments repeatedly rose in response to sensational events and then waned with assurances from the police of appropriate response.

The vice operations, controlled by national syndicates, were carried out with knowledge and tacit consent of the Portland Police Bureau. In fact, the police and other public officials protected the establishment in exchange for financial kickbacks.

City Club's report was "outspoken and pulled no punches. . . . A list of owners of property used by tenants for illegal purposes was compiled. Among them were some of Portland's most prominent citizens, two leading banks, two nationally known insurance companies, and some government agencies." It listed the fixed amounts of kickbacks to the police for various illegal activities, such as craps tables and slot machines.

Influence of Law Enforcement Report

Your committee concludes that this report is the exception to our conclusion that it is not possible to determine which reports have been of greatest influence. Throughout its 100 years of existence, City Club's most influence is in the 1948 report on law enforcement. It is the only report printed in its entirety by The Oregonian.

The report united public opinion and resulted in a grand jury investigation of the Club's allegation of police corruption. While the grand jury failed to indict anyone (Club committee members would not reveal evidence received in confidence), many of the Club's recommendations were widely supported. More notably, the public reaction to the report resulted in the election defeat of Mayor Earl Riley. Dorothy McCullough Lee, running on a reform platform, defeated Riley by winning 70 percent of the primary vote and becoming Portland's first female mayor.

She and her new police chief launched a "war on vice," but none of their efforts got to the heart of the city's deeply embedded vice culture. Her successor in 1953, Mayor Fred Peterson, allowed vice to return in force. It was not until the late 1950s that investigations by the U.S. Senate into organized crime and racketeering by Teamster Union officials brought an end to the culture of vice in the city, although certainly not the end of all vices in Portland. City Club continues to track law enforcement. For example, another report of significance is the 2003 [*Community Policing in Portland*](#). It had little influence in helping to sustain community policing as a basis for law enforcement. Nevertheless, the 1948 law enforcement report caused civic action and changed public opinion.

Fluoridation

One might conclude that the City Club reports on fluoridation had no impact on voters. Yet, it seems the Club is not willing to give up on this issue. Its most recent ballot measure study on the issue shows ongoing influence on the Club itself. Members continue to raise the issue and argue for what the Club deems to be a good and proper decision to fluoridate the Bull Run water that Portland's citizens drink.

1955 – [*Fluoridation of the Public Water Supply*](#), chaired by John Beatty.

This well-written report carefully examined the benefits and criticisms of fluoridation for Portland's Bull Run water. It compared cities with fluoridation (many natural) with those without and conclusively demonstrated that Portlanders would be better off with fluoride in their water.

The report summed up that the issue was one of the most thoroughly evaluated of any public health measure; that science and expert opinion establish that fluoride in the public water supply will cut cavities by at least half; that there is no competent evidence to the contrary; and that the reduction is not attainable by other means.

Influence of the Fluoridation Report

Over 24,500 copies of the 1955 report, acclaimed as excellent and technically accurate, have been sent on request throughout the United States and to other countries. Notwithstanding the 1955 report and the seven ballot measures that examined the issue again, Portland has not yet supported fluoridation of its water. But the Club persists in its advocacy. Specifically, there has been action by City Club and community partners in response to the last fluoridation ballot measure to create a program called “Civic Labs.”

Using City Club research methodology, a task force was formed consisting of people on both sides of the issue. An equal number of fluoride proponents and skeptics came together to determine how best to improve the dental health of children in Multnomah County if fluoride is off the table. Club member Carol Ford served as facilitator for the task force, and Club member Christian Trejbal served as lead writer. In its 2014 report *A Path Forward for Children’s Dental Health*, the task force recommended preventive treatments less controversial than water fluoridation and advocated better coordination between doctors, dentists, coordinated health care organizations (CCOs) and government agencies. As a result, the Oregon Community Foundation, Northwest Health Foundation, Kaiser Permanente and others have initiated funding to improve dental health for children statewide. This result can be seen as a success for the City Club’s approach and experience with long-term effects on public opinion.

Tax Reform

Over the course of 100 years, City Club research committees produced 15 detailed tax system reports and more than 50 analyses of tax-related state and local ballot measures. These reports typically described how the programs worked, their problems, how to make them more effective, and how to finance them appropriately – a particularly vexing problem following Oregon’s tax limitation ballot measures. The reports provided information and context for state and local tax reform measures. The reports provided information and contexts for state and local reform discussions, especially valuable in the wake of Measure 5’s statewide property tax limitations as imposed on local governments. They also provided information on how the tax systems work, the intention for the taxes and who pays the taxes. They often provided reform recommendations to increase fairness, equity and competitiveness.

1993 – *Tax Reform in Oregon*, chaired by Alan Brickley.

In view of Ballot Measure 5, which was adopted by the voters in 1990, the committee was asked to review a proposal for a statewide split-roll property tax and then recommend principles of taxation for

club endorsement. The committee found that the current system did not meet criteria for a balanced system, which it defined as understandability, fairness, competitiveness, reliability, efficiency and political viability. The report recommended that the legislature send to the voters a package to include a split-roll property tax; a local option for limited, voter-approved property tax levies for schools outside the Measure 5 cap; acceleration of Measure 5 property tax limitations; a more progressive income tax with reductions for most taxpayers; indexing of income tax brackets to inflation; a low-rate sales tax on goods and services with targeted credits and exemptions and rate fixed in the Constitution; and revenues dedicated to K-12 education. While we have no direct evidence of the impact of this report, it is evident that the report's recommendations influenced City Club members by better informing them and addressing the obligations of citizenship arising out of the needs for governmental revenue.

**2002 – *Tax Reform in Oregon*,
chaired by Don Barney.**

Given Oregon's changes from Ballot Measures 5 and 50, the committee's charge was to inform the Club and public about tax reform issues, opportunities and challenges. The committee concluded that Oregon's system is unfair to low-income taxpayers. Ballot Measure 5 eliminated homeowner relief; Ballot Measure 50, by separating assessments from market value, created additional unfairness.

The Barney committee recommended that Oregon's property and income tax structure be analyzed holistically, using as standard criteria: fairness, sufficiency, certainty, clarity, efficiency and neutrality. The voters and the legislature should set goals of improving fairness, making it simpler to understand and creating a better balance of revenue-raising options. City Club should make comprehensive tax reform a test for candidates and should lead the discussion of tax reform.

**2013 – *Reconstructing Oregon's Frankentax: Improving the Equity, Financial Sustainability, and Efficiency of Property Taxes*,
chaired by Jean Hart.**

This committee recommended:

- 1) *The Legislature should place a ballot measure before the citizens repealing Measures 5 and 47/50, which had amended the Constitution;*
- 2) *The Legislature should by statute implement base levies, adjusted annually for inflation and population changes and subjected to periodic citizen review;*
- 3) *the Legislature should by statute apply property tax rates to a rolling average of real market values;*
- 4) *The Legislature should create a task force to prepare recommendations for re-establishing local control over funding of K-12 education while satisfying equal educational opportunity;*
- 5) *The Legislature should scrutinize and scrub exemptions of property from the tax base, which should be treated as tax expenditures, subject them to a means test, and review them periodically;*

6) *The Legislature should by statute improve the equity and efficiency of property tax administration.*

Perhaps it is too early for this study to have significant influence; however, as Oregon regains its fiscal balance after this century's Great Recession, the ideas of this report likely will receive audiences at the state and local level if City Club chooses to provide advocacy.

Influence on Oregon's Tax Structure

In July 2013 the Oregon Public Broadcasting program Think Out Loud commented that the City Club of Portland said Oregon's property tax system needs a massive overhaul. In a 2003 speech to the Club, AFL-CIO's Tim Nesbitt (who later became Governor Ted Kulongoski's Executive Assistant) said Oregon was then in a crisis and could not grow its way out of the problem. He said that Oregon must solve the structural deficits of its tax system, because these problems are so big. Nesbitt said, "It's a revenue problem. State tax breaks for corporations have increased in recent years."

Ecumenical Ministries of Oregon (EMO) stated that the current system is not firmly based on the ability to pay and that Oregon's tax policies do not meet the Judeo-Christian ethic of consistent, explicit, and primary concern for the most vulnerable. EMO stated that according to the 2002 City Club report, the application of the highest income tax rate "occurs at such a low income level (\$6,100 in taxable income for an individual in 2000, \$12,200 for a married couple) that virtually everyone is in the top bracket."

Public Employee Retirement

The Club has studied the City of Portland's Fire and Police Disability and Retirement (FPDR) program 11 times since 1932 with the intent of maintaining a competitive, fiscally sound retirement and disability system for fire and police employees, retirees and their families. In 2011, the Club conducted an exhaustive study of Oregon Public Employee Retirement System (PERS) with the intent of offering suggestions for addressing the financial crisis that PERS was facing, while maintaining a strong retirement program for public employees.

1988 – *City of Portland Fire and Police Disability and Retirement Plan*, chaired by James A. Larpenteur (Minority: Stan Baumhofer).

The charge was to identify the key policy issues around the City's plan. Unfunded liability at that time was \$600 million. The committee recommended the standards to be used by public officials, including a change in retirement vesting from 20 to 5 years and a change from "pay as you go" to advance funding with a 100-year balancing plan. The study recommended that the plan not be transferred to the Public Employees Retirement System (PERS), that the City move disability to Oregon Workers Comp and that it fund disability at 60 percent of base pay, not some more lucrative plan. Further, for occupational disabilities, the City should move administration to its Risk Management department.

For the minority Stan Baumhofer advocated moving the City's retirement plan for new employees to PERS. The primary influence for this report is the civic action that resulted.

2006 – *Portland's Fire & Police Disability & Retirement Fund: Time for a Change*, chaired by Eva Schweber.

The charge was to shadow the mayor's appointed Independent Review Commission (IRC) and report on its recommendation and the committee's views. Unfunded liability at the time of the report was \$1.684 billion. In 2000, the governing board was changed to reduce the police and fire appointees to 2 seats each and to put 3 citizens on the board.

The City Club committee recommended moving new hires to PERS, switching from "pay as you go" to an advance fund; paying the 6 percent contribution to PERS for the employees, phasing out the current retirement system, absorbing the short term additional costs, moving the police and fire employees to the Oregon Workers Comp system, funding disability at 75 percent of base pay and changing the City's charter to make sure the supporting levy is based on real value not assessed value. Again, this report served as the basis for significant civic action.

2011 – *Oregon PERS: Burdened by the Past, Poised for the Future*, chaired by Robert Aldisert.

The committee was charged to determine if PERS represents a significant challenge for Oregon, and if so, what policy changes are needed to meet the challenge. The committee undertook original research by studying the impact of PERS costs on services provided by four diverse local government entities. It concluded that, to reduce PERS costs by more than \$2 billion and help preserve jobs and public services, the PERS board should change from a "money match" benefit to a "risk-free rate of return." For employees hired after 2003, the normal retirement age should be increased by two years (aligning with social security) and the gratuitous tax remedy benefit for out-of-state retirees should be eliminated. An employer reserve should be established. The benchmark for state retirement should be 75 to 80 percent of working time income.

The committee also recommended a change in the years-of-service multipliers, but it did not support moving to a "defined contribution" plan. The committee considered, but rejected, a reduction to the 2 percent cost of living increase, concluding that the Oregon Supreme Court would find that to violate public employees' rights to the benefit of their contract with PERS.

Supporters of PERS reform, Gov. John Kitzhaber and the Oregon Legislature relied on the PERS report to promote solutions to the PERS funding crisis.

Influence on decisions regarding state and local retirement plans

These reports have been used by the requisite governments to evaluate their programs for employees. Although employee representative unions have been skeptical of the reports, these

reports have helped change the landscape to cause a large but temporary impact. The long-term impact will be reduced because of changes for new employees being put in place. Former Portland Mayor Sam Adams told your committee that City Club's in-depth research in 1988 and 2006 provided valuable context in the discussion for charter amendments to address benefit levels, funding plans and the inclusion of citizen representatives on the Fire and Police Disability and Retirement Board of Trustees.

The reforms, approved by the voters in 2006, closely aligned with several City Club recommendations, including shifting new police and fire employees to the city's main retirement system, changing how disability claims are handled and removing claims decisions from the FPDR Board of Trustees.

Domestic Violence

City Club has focused efforts primarily on public issues that are directly impacted by governmental actions. However, in 1997 the Club took on a very difficult social issue. Shortly before, a finding had been made and publicized by then-Surgeon General C. Everett Koop that domestic violence and its impacts are a public health epidemic. Oregon in that era led the nation in arrests of batterers.

1997 – *Domestic Violence- Everybody's Business*, chaired by Pauline Anderson.

The committee was charged to examine the extent and causes of domestic violence by men against women in Portland. The committee found that domestic violence is widespread. In 1995, there were only 89 shelter beds in Multnomah County with 19,000 crisis line calls annually for domestic violence, along with 23,000 appeals for shelter.

The committee recommended emergency shelter capacity be doubled, increased prosecution rates for abusers, changing penalties for repeat abusers from a misdemeanor to a felony, and mandatory reporting for health care and social service professionals. Also needed were an increase in public awareness, domestic violence training for professionals, improvement in reporting and data collection, and increased funding for shelter programs.

Influence of the Domestic Violence Report

Pauline Anderson was the first woman to be President of City Club, in 1982, and she went on to become a Multnomah County Commissioner and a powerful local politician. This was an important report, as it was reprinted many times. While we have no direct evidence of causal relationship, the law on domestic violence was changed shortly after this report was issued. A review of the 1999 Oregon Legislature's session laws shows that all four law changes the report recommended were adopted. The penalty for repeated abuse cases was changed to a Class C felony by 1999 Oregon Laws Chapter 1073. Requiring support costs as part of restraining order was specified by Chapter 617. Custody of children to the non-abuser was determined by Chapter 762, and a computerized registry of

restraining orders was established by Chapter 250. This report is a clear basis for the civic action taken by the Oregon Legislature the next session after publication of the report. The implication of the 1999 statutory changes is that state legislative Leaders used the report as a basis for major changes.

100 YEARS OF RESEARCH – AN EVALUATION

From these groupings of influential reports there is much to learn, not only about whether City Club of Portland is fulfilling its mission of informing and arousing, but also about City Club's worldview and values, the gaps in its research, whether and how membership changes over the 100 years have changed the Club, and what the future might hold for City Club research.

Worldview and Values of City Club

As demonstrated by the research topics and recommendations, an image of the Club's worldview and values emerges, illustrating the Club's social conscience. The 50th anniversary book, *The Conscience of a City*, characterizes the Club's role as watchdog for Portland. The Club's research broadens that role to provide reasonable and practical recommendations for civic action that support a broader social conscience for all its citizens.

The purpose of City Club research is not to generate trouble or "get" a public official, but to protect the public by formulating working hypotheses for solving community problems and generating conclusions and recommendations that are useful for citizens and officials in charting the future of the city. The Club is not an activist organization with a pre-determined agenda, except to provide practical, reasonable approaches to issues affecting good government and quality of life. Any member can volunteer to participate in research and be selected for a study, following a conflict of interest evaluation. The results from research committees are determined by the hard work of the members of each committee. Every voice on the committee is heard, and minority reports are produced when there is disagreement on the conclusions or recommendations.

Robert E. Rankin characterized the overarching worldview in the Club's first bulletin published Oct. 1, 1920. He wrote, "Our Club must keep broad in our vision and tolerant in our attitude." The focus of the Club was to be one of seeking equity for its citizens, considering the "community's problem, not that of the individual." The Club was to "ally itself on the side of the greatest permanent benefit to the City's interests."

Staying true to these initial words, the Club consistently has provided recommendations that served the greater good of the community, without emphasizing one interest group over another. The recommendations looked out for the underdog and bluntly called out the City when civic action was inconsistent with this worldview.

Your Committee's work discovered certain themes or topics that were revisited for research repeatedly, or periodically, over the 100 years of the Club's existence. These themes were revisited due to the nature of the Club, what its members care about, issues that demand repetition, the inability to change the social norm, or something else. Some civic issues are never resolved, and others are implemented in phases. We offer two sets of examples: parks and government.

Portland Area Parks and the Club's Worldview

Portland area parks, as a topic, have been revisited due to the initial purchase and development of a citywide park system, the eventual maturity of the park system and the need to integrate parks locally and regionally, the periodic nature of park funding and the strong and ongoing interest of City Club members. This worldview was articulated in Lewis Mumford's 1938 address to the Club:

"I have seen a lot of scenery in my life, but I have seen nothing so tempting as a home for a man than this Oregon country. You have a basis here for civilization on its highest scale, and I am going to ask you a question which you may not like. Are you good enough to have this country in your possession? Have you got enough intelligence, imagination and cooperation among you to make the best use of these opportunities?"

While some may read this passage as homage to the legacy of patriarchal, settler-colonialism, your committee submits that City Club has never lost sight of the essence of this vision and its implication of realizing the obligations of citizenship. This vision is reflected in the number of times the parks topic has been addressed in City Club research.

Government Services, Taxation, and Finances and the Club's Worldview

Government services and funding require continued monitoring and adjustments in recommendations. Over 100 years, City Club allocated more than one-third of its research efforts to studying governmental services — how they worked, how to make them more effective and how to finance them appropriately. These efforts provided detailed information and analysis that was accessible to Club members, government leaders and the general public. City Club research has maintained long-term attention on several issues and that attention has had significant influence.

For example, the Club has studied the City of Portland's Fire and Police Disability and Retirement program 11 times since 1932 with the intent of maintaining a competitive, fiscally sound retirement and disability system for fire and police employees, retirees and their families. In 2006, Portland voters approved reforms to FPDR with the goal of creating a system that is fair to public safety officers, accountable to voters and fiscally responsible to taxpayers. These reforms aligned with several City Club recommendations, shifted new police and fire employees to the city's main retirement system, changed how disability claims are handled, and removed claims decisions from the FPDR Board of Trustees.

In the Tax Systems and Reform area, City Club research committees have produced 15 detailed tax-system reports and more than 50 analyses of tax-related state and local ballot measures. The reports provided information and context for state and local tax reform discussions, especially valuable in the wake of Measure 5 state property tax limitations. The reports provided information on how the tax systems work, the intended effects of the taxes and who pays the taxes.

City Club research over many years reflects the Club's abiding interest in state and local government structure, taxation and systems — how they worked and how to make them work more efficiently and effectively. This aspect of the Club's worldview of government implies, as Abraham Lincoln said, that it is and remains government "of the people, by the people, for the people."

Gaps in City Club Reports and Themes

As we reviewed reports, we identified several gaps in research topics and the historic lack of advocacy, particularly for certain critical community issues. We asked ourselves what research topics are missing and what kept research on important topics from being influential? Although recognition of the Club's achievements is important, it is perhaps even more important to acknowledge where we fall short. We found these expressions in various reports:

"We Americans as a people are prone to espouse principles — not the least of which is the right of every individual to equality of opportunity. In practice, unfortunately, we have not shared this right, which we apparently hold so dear. It is the gap between our professions and our actions, which constitutes the Negro problem."

The Negro in Portland (1945)

"We find that the city authorities of Portland have been noticeably unconcerned with the problem faced by Negroes and other minority peoples, and generally unwilling to assume leadership in formulating constructive programs as solutions to some of these problems."

The Negro in Portland (1945)

"We can say this: Portlanders have not been pressed to support their parks. In fact, there has been no major capital improvement in our park system for 25 years. In our long-range study, we encountered the argument that earmarked trust funds are anathema and that public projects should compete with one another during annual budget reviews. Perhaps this is so. In a real sense, however, this levy is a competition for funding: the people are being asked to debate the wisdom of a major parks improvement program. Should the Measure fail, there would be justification for the Council to consider such expenditures as unwanted."

Park improvement special levy (City of Portland Measure 51) (1978)

We also identified several gaps where City Club research needs to focus energy, charges, and reports. They include the following:

Equity and Minority Access

In adoration for the place where we all have convened from a variety of paths and life experiences, we often have struggled to publicly (even if many of our residents know it intimately in their own experience) acknowledge Portland's own history of racism, including laws on the books that were formed to keep people of color and ethnic diversity out. The impact of these exclusionary laws was still evident well after the early 1900s and continues to reverberate today.

Although City Club recognized that it should and needed to address the exclusion — that reverberation was difficult to counteract. Changing the mindset of a dominant, primarily white leadership culture in Portland can prove a significant challenge and further entrench old and narrow thinking that masks potential solutions and creative ideas worth pursuing to improve the overall health of our community at large. Portland saw much change, from the mid- to late-20th century, but the direction and control of public policy decisions still largely lie with a dominant culture, thus making decisions based on the interest of members and city leaders.

In reviewing the reports, we see that there have been inroads to research on race and ethnicity. Nevertheless, recommendations that would directly address or change the root conditions and systemic issues have fallen short. Furthermore, the Club suffers from a perception by some members of communities of color that the lack of follow-up, investment and real effort to champion any of the findings demonstrate a movement on these issues that is of low priority.

The interest and health of the public as a whole should be at the forefront of City Club's research. We know in theory and by experience that it is not conducive for one group's worldview to dominate a civic institution. Whether by design or by tradition, such domination promotes an unbalanced view of how the city engages its people and how community is built, acknowledged and celebrated. City Club should articulate and demonstrate going forward that all people and diverse cultures not only have a right to participate in the Club to further its mission, but also that their participation enhances the mission and influence of the Club. That in turn, enriches the lives of Portland residents.

Climate Change

Advocates like Bill McKibben, Naomi Klein and James Hansen nationally — and Angus Duncan, Jane Lubchenco and Andrea Durbin locally — inform us that the world faces a significant change that will affect the very ways we live. They say there may be tipping points confronting the Earth that will have consequences in our state. Oregon and Multnomah County-City of Portland have adopted climate action plans that could profit from non-government evaluation. The State of Oregon has a target for reducing our global warming gases to 75 percent below 1990 levels by 2050. Yet, while the Club's programming has had talks on aspects of climate change (e.g., Peter DeFazio and Jane Lubchenco), the Research Board has not initiated any consistent and timely research on this subject. We do not find a body of research in this area.

Oregon's role in World Trade and the Transpacific Partnership

Oregon's economy depends on Nike and Columbia Sportswear for the corporate headquarters of international businesses; on Intel for the intellectual activity underpinning its ongoing chip development; on its agricultural and forestry sectors for shipment of products like cherries, berries, apples, wheat and lumber; and on the Corps of Engineers, the Bonneville Power Administration and Oregon's dynamic wind farms to supply electricity and the matching sustainability, energy efficiency, and renewables technology into international markets. While the 1987 report, *A Competitive Economic Development Strategy for Oregon*, chaired by Ogden Beeman, set a course for the Portland and Oregon economies, City Club has not brought economic thinking current with the changes that affect our economic livelihood. Changes in the economy affecting Oregon as well as the press of climate change presage a need to revisit our region and State's economic underpinnings.

Affordable housing and building codes

The Portland area, like similar areas across the United States, faces an influx of millennials with high student debt, postponed family formation and a need for affordable housing. Oregon's vaunted land-use system, its sustainability movement, its aging and static state building code, and its needs to address climate change adaptation all impact affordable housing. The 2002 report *Affordable Housing in Portland*, chaired by Clyde Doctor, examined public and private financing and ownership and suggested City Club monitoring. To our knowledge, this monitoring has not been done.

While the underlying needs have not changed (38 percent of us have unsatisfactory housing), the consequences of this century's Great Recession, the changing economic and social perceptions, and environmental necessities have painted a new landscape in need of examination in the Club's research process.

A forthcoming Club research report on housing affordability due in spring 2016 could bring fresh perspective and recommendations to this important issue.

Bottle Bill

City Club typically takes on topics that no one else is going to research. As an example of future studies, in 2017 the Oregon Bottle Bill will double the deposit for bottles and cans. Representatives of The Oregonian editorial board offered in their testimony that they can't think of anyone except City Club who would research and present all sides of this topic. They suggested that the higher deposit would have a greater impact on poor people. Other states have not been enacting bottle bills as recycling has become more popular. Is it time to give up the Oregon bottle bill or modify it?

Columbia River Crossing

A major planning effort that cost in excess of \$175 million for a new Columbia River Crossing has failed. In a recent Friday Forum speech, former Metro President David Bragdon made clear that it was truly a planning failure, not merely a political decision by a few Washington State senators. In the 2010 report *Moving Forward: A Better Way to Govern Regional Transportation*, chaired by Stephen Griffith, the Club took on this important effort. With the failure of the planning effort, the Club should provide a follow-up to determine why this mammoth planning project failed and what can and should be done about it.

When we use all of our community resources and work together, we get a better return and not just one voice speaking for all. This raises the question of whether the Club is better served having a mix of ethnic groups, conservatives and liberals, and members of differing ages, genders, and backgrounds who may in good conscience, after open and respectful debate, come down on different sides of an issue, or whether the Club should be known for good research but also for advocacy of one point of view on any particular subject. The consequences for membership and research need to be brought to consciousness by the Club's leadership.

City Club Membership Evolution and Research

Your committee examined the question of whether the research of the Club had changed as a result of any changes in the membership. In his 2011 book, *American Nations – A History of the Eleven Rival Regional Cultures of North America*, Colin Woodard argues that the early settlers, although few in number, frequently established the culture for a region. Early in its history, City Club tended to be a downtown business men’s club concerned about how the City is governed. There were lawyers, doctors, businessmen, some government officials, and some scholars, all concerned with the public interest as they saw it. While the Club’s membership has changed substantially over the years, the values those men had still resonate throughout the Club’s research. Some on your committee believe that the essence of the Club has not changed in 100 years and that its research reports over that time still reflect the values of its original founders. Others of your committee see the Club as having changed as the Portland community changes and new research themes arise out of those changes.

The typical City Club member, described in the 50th year anniversary book and still accurate today, is forward looking, a student, a worker, and enjoys being part of a group that studies current issues and determines the best course for civic and community progress in Portland. This behavior supports the “devotion to intelligent investigation and research in the public interest,” which is the fundamental reason for the existence of the Club.

Over the 100 years in the life of the Club, the membership has changed. Records* show that City Club membership numbers ranged from 60 in 1920 to a high of 3,000 in the 1980s, following the inclusion of women in 1973 and the opening of membership to anyone in the community in 1988. Membership then declined by almost 50 percent through the 1990s to 1,700 in 1997.

Membership has been steadily regaining in the 2000s and now stands at more than 1,920.† Several witnesses cited City Club’s recent outreach for new members with reciprocal memberships to community organizations as having helped to create stronger ties to communities that previously didn’t have a strong link to City Club or are located further from the downtown core and power center of the city. The annual number of research reports basically follows the membership trends: the larger the membership, the more reports that could be produced.

The topics of City Club research have varied over the years. Over the past century, a majority of City Club’s research reports continuously focused on governmental services, taxation, and finances — how they work, how to make them more effective and how to finance them appropriately.

Historically, research committees, assumingly reflective of overall membership, were predominately male, more than 45 years old, and white. However, the makeup of recent research committees has changed significantly. Among 400 recent applicants for research projects, there was an even split between women and men. Half were younger than 45 years old and half were above 45

*Note: Membership records are incomplete; several years’ data are missing. The committee has drawn inferences from the trends and existing data.

† [2014-15 City Club Annual Report](#).

years. They were a highly educated group, most with college and graduate degrees. What has not changed is that 80 percent were white; only 20 percent, therefore, were ethnic and racial minorities.

During the 1980s and 1990s, after City Club membership eligibility was expanded, more City Club research reports cover issues of public health, community services and housing — how local, county, state and nonprofit organizations protect community health and support people in need. Also, important discussions of race, ethnicity and identity issues in the community have been revisited. Issues where women have been vocal include: 1997's *Domestic Violence – Everybody's Business*, chaired by Pauline Anderson; 1987's *Survey of Child Care Benefits Provided by Portland Metro Area Employers*, chaired by Betsy Crudele; 1983's *Child Care Needs of Working Parents in Portland Metropolitan Area*, chaired by Ann Kottkamp, and 2003's *Community Policing in Portland*, chaired by Meredith Savery. City Club also has paid attention to the LGBT community. An example is the 1994 report *Homosexuality in Oregon*, chaired by Korleen Kraft.

Future Topics and Influence

The charge, as assigned to your committee, almost begs the question, “What’s next?” To look back without a view on which path to take forward, seems at best counterproductive and at worst, an act of navel-gazing. When we look at the work of City Club research committees over 100 years, we see 1,030 reports covering a wide range of topics. We also see a distribution of topics that is heavy in some key areas of our civic life and light in other areas.

We know that when City Club asserts the world-view and values of its membership on a specific and tangible issue, movement on key recommendations of the Club is possible. The Club’s commitment to parks and ultimately the work to create and maintain Forest Park is an example of this power. Still, the Forest Park example requires discussion of who was not included or engaged in the research, development and writing of the report.

Additionally, as a member-led organization, the Club’s membership and leadership have dramatic impacts on the scope and perspective of its research. Although designed to be impartial and to avoid conflicts of interest, the view of a committee is only as broad as the experiences and beliefs of those seated around the table. The Club’s recent push to a more representative membership is important in the staffing and selection of future research studies. Asian Pacific American Network of Oregon (APANI) Deputy Director Duncan Hwang noted in an interview with your committee that City Club limits its involvement in issues of critical importance to residents such as “new Portlanders” who experience “language and cultural barriers of access in an English-only organization.” To study issues of paramount civic interest and expect to have recommendations that make a difference requires the creativity, talent and a brain trust composed of a broad array of our city’s residents.

As we reflect on the Club’s future through the prism of the past, we see an ongoing need for the Club to continue diversifying: in membership, in topics selected for research, and in being able to listen and pay attention to all voices in the community. This means not only racial, ethnic, gender and age diversity but also diversity of viewpoints by people who care about our community but see the facts, problems and solutions differently from the majority. The research process over 100 years has had built into it a tool for diverse voices in its minority reports format.

A prime example is the dissent of Spencer Ehrman, Nick Orfanakis, Travis Sanford and Paul Schmidt in the 2010 report, *Forest Park: A Call to Action*, where they thought Metro should take jurisdiction of Forest Park.

Another example is Stan Baumhofer's minority report in 1988's *City of Portland Fire and Police Disability and Retirement Plan*, where he made a strong argument that the city should adopt the PERS system for new police and fire employees rather than continue its local retirement benefit.

These and other minority reports raise significant issues. They are still debated today. They and issues like them should not be tamped down by unintentional groupthink, but they should be nurtured as a way for the Club to listen and respond to all voices.

The future of research and influence for City Club will be highly correlated with *who* the Club is in the future, just as it has been for its first 100 years. The method in which City Club approaches research needs to be preserved, but credible influence is determined by who sits at the table, who reads the reports, how comprehensive they are, and who responds to the recommendations.

Alisha Moreland-Capuia reflected this back and even went a step further in her interview saying, "While membership is a part of it, there should be diversity of thought, opinions and ideas and that they are welcome. It's one thing to be sitting at a table; it's another thing to feel included and to feel as though your voice will be heard and has impact."

Given the challenges of this time, imagine what is possible if the Club can make good on its intent to bring in new members from a variety of ages, backgrounds, experiences and identities. Imagine having the full brainpower of our city turned on to analyze and make recommendations on issues that continue to confound us and make us less whole as a city. Imagine the ability to find and listen to one another.

CONCLUSIONS

Influence

We conclude that the following reports exemplify one or more of our four criteria as the most influential reports over the 100-year life of the City Club of Portland.

- **Civic Action Influence.** The 1945 *Proposed Municipal Forest-Park* report, chaired by Garnett Cannon, and subsequent reports related to parks are strong examples of influencing civic action. The 1945 report and Cannon's subsequent advocacy led to a group of 50 citizens who motivated Portland City Council to acquire land that resulted in creation of our 5,157-acre Forest Park, the largest urban forest in the United States. The 2010 report *Forest Park: A Call to Action*, chaired by Megge Van Valkenburg, resulted in City Commissioner Nick Fish's leading a revamping of how Forest Park is advised, governed and staffed.
- **Leaders' Use of Reports.** Two reports stand out for their influence on and use by civic leaders. The 1997 report *Domestic Violence—Everybody's Business*, chaired by Pauline Anderson, provided a vehicle for legislative leaders in the 1999 legislative session to cause adoption of all of its recommendations for changes in the law. The 2011 report *Oregon PERS: Burdened by the Past, Poised for the Future*, chaired by Robert Aldisert, has been used by experts as a kind of standard for PERS reform, as evidenced, for example, by consideration of the report's recommendations in the 2013 and 2015 legislatures.
- **Public Opinion.** Although your committee found it hard to pinpoint a direct relationship between a City Club report and a change in public opinion, 1948's *Law Enforcement in Portland and Multnomah County*, chaired by McDannell Brown, stands out. It named names, identified owners of buildings used for gambling and prostitution, and listed gambling payoff rates to police and other government officials. The only report ever published in total in *The Oregonian*, it resulted in the defeat of Mayor Earl Riley by Dorothy McCullough Lee, Portland's first woman mayor. The 2006 report, *Portland's Fire & Police Disability & Retirement Fund: Time for a Change*, chaired by Eva Schweber, helped the public and the city move to a more realistic way of handling public employee retirement plans.
- **City Club Members and influence.** Even though the voters of Portland have disagreed, the 1955 report *Fluoridation of the Public Water Supply*, chaired by John Beatty, along with many ballot measure reports on the subject, have convinced City Club members of the need for fluoridation of Portland's water. Likewise, the 1996 report *The Initiative and Referendum in Oregon*, chaired by John Beatty, and the 2008 report *Making the Initiative Work for Oregon*, chaired by Arden Shenker, have convinced those City Club members familiar with these reports that Oregon must change its initiative process.

Is It Worth It?

While some Club members have criticized research reports as being ineffective and not worth the Club's energy, your committee strongly disagrees. We conclude that the research process and reports directly deliver on the Club's mission and help make Portland a unique community. Further, given part of the Club's mission, namely to arouse in its members and in the community a realization of the obligations of citizenship, the increased civic engagement of City Club members arising out of their research has led to significant improvement in our community.

- Although quality was not one of our criteria, we identified several reports of very high quality that will last beyond the topic of the day. Clearly, the fluoridation and initiative process reports are written to last, and we think they will.
- Likewise, we see that a sustained interest and research effort on a particular topic can move a civic agenda, as evidenced by the reports on parks over a period of years.
- Further, we saw evidence that participation in the Club's research process builds leadership skills and interests. Many members involved in research have become effective spokespeople for changes recommended in reports. Some, such as Pauline Anderson, have gone on to take community leadership positions.
- Timing plays a role in the influence of a report. We noted that sometimes the Club leads on an issue while other times a research study may come too late. Current State Auditor Gary Blackmer, who has been auditor for Multnomah County and for Portland, indicated that several City Club reports served as the starters for local and state program audits.

Influence and Action

A definition of influence evidenced only by a direct line between a report and civic action ignores indirect influence and the incorporation of ideas put forth by reports into the thinking and language of community leaders and students of public policy. Portland State University maintains a digital archive of Club reports, and several have been used by academics in case studies. Former Gov. Barbara Roberts noted in our interview, "If there is something that I can quote in a speech, I can use it."

Beyond Influence

In the process of identifying the influence of reports in the Club's 100-year history, we discovered other issues related to the research process.

- Primary among these is the lack of formal, organized follow-up of a report's life and impact once it is issued. This raises the question of the Club's goals for research reports: Is the Club's goal to provide information, or is the Club interested in encouraging action on its recommendations?

- In reacquainting ourselves with the reports, we noted that the recommendations often have differing impacts on various groups in the city, and some voices may not be represented. We conclude that this is not fully recognized when forming the question, the methodology, the research committee's members, and the conclusions and recommendations of Club reports.
- Further, we noted some gaps in the relationship between topics chosen for research and major issues facing the city and a lack of persistence in revisiting issues that remain troubling over time. For instance, 24 years have passed since the last Club report addressing institutional disparities for communities of color, yet this issue remains pertinent today.
- There is a perception in some sectors of the community that merely publishing a report with recommendations about equity and access for communities of color is insufficient and may even instill a sense of complacency if there is no City Club member or other public figure who will serve as a champion to arouse in the Club and in the broader community the necessary advocacy to make the recommendations happen or at least try to.
- We conclude that the failure to revisit questions of race relations in Portland since 1991 reflects poorly on the Club and the research process, and, given the tensions that exist in the United States currently, questions of equity and access for communities of color need to be revisited by the Club.
- We conclude that the witness lists in many City Club reports over the 100 years do not reflect adequately all voices in the community.

RECOMMENDATIONS

Based on our experience in creating this Centennial Research Report and our conclusions stated above, we make the following recommendations.

1. Community Voices. While we found the Club's reports to be of high quality reflecting a strong research process, we also noticed ways in which the process, the resulting reports and their impact on the community can be enhanced. Diversity of membership, opinions and persons interviewed are all crucial.

We recommend that City Club continue its concerted effort to solicit members from all groups within the city. We recommend that the Club's Research Board pay consistent attention to all voices within the city in its selection of topics of interest, formation of the research question and selection of report committee membership. Further, we recommend that the Research Board periodically review the distribution of topics that it selects to study to avoid leaving out critical issues facing the community at large that may not arise as suggested topics by members of the Club.

2. Tracking Influence. We believe that the criteria we used to judge influence of the Club's comprehensive reports are solid and appropriate to City Club's goals for its reports; yet we found it quite difficult to discover and follow any trail of influence of most of the reports. Further, we note that the Club's research archive is a rich and valuable asset that could be further managed to track outcomes rather than simply catalog reports.

We recommend that at minimum the Advocacy and Awareness Committee, possibly with the help of an intern, be charged to track on an ongoing basis the influence of the Club's comprehensive reports and utilize the research archive as a place to record evidence of this influence.

3. Committee members with access. The Research Board needs to provide additional access by assuring that City Club report committees have Club members who are in or work with communities of color.

4. Designate a Champion. For reports involving equity and access for communities of color, the Club's advocacy effort, to meet the "arousal" part of the Club's mission, should find and designate a champion to carry the conclusions and recommendations of the report to the wider Club membership, Friday Forums, the local government governing bodies, Portland academics, the media and public opinion shapers, the state legislature, and the blogosphere.

5. Wider Distribution of Research Results. With the growth of the city, the faltering of daily newspapers and other traditional forms of communication, and the widespread use of the Internet and social media ...

We recommend that the Club reach for broader distribution of its research by using a wider variety of distribution methods.

Blogs, social media, op-ed pieces or routine letters to the editors of various virtual and literal publications, and in-person meetings with interested and impacted organizations are some possible ways that the Club could distribute more widely its findings better to achieve its goal of engaging in civic discourse.

6. Choice on Advocacy. Most important, the Club's citizen research process with its resulting recommendations is a rich asset in the civic life of this community. We note, however, that this resource often is not supported by the Club sufficiently to achieve its fullest value. Further, we note that, whether through advocacy or selection of topics and recommendations, City Club's voice in the community is diminished if the Club does not have a widely diverse membership and opinions made up of ethnic, right, left, millennials, boomers, and mixed genders. We have come to believe that one reason for diminishment of this voice results from lack of clarity within the Club as to the intention of its research role.

We recommend that the membership of City Club clarify its intention and predictable consequences for its research function. Is the Club's intention to simply use it to "inform and arouse," or is the Club interested in further encouraging and supporting action on its recommendations?

If the former, then more widespread membership and distribution of its findings and recommendations may be sufficient. If the latter, increased effort to advance and track influence is required. This might range from more clarification of the role and greater support of the work of the Advocacy and Awareness Committee to hiring a staff position for advocacy similar to the position supporting research.

Respectfully submitted,

James Filipi, PhD,
Carol Ford,
Tom Iverson,
Sharon Maxwell,
Alice McCartor,
Jon Stride,
Kurt Wehbring,
Steve Schell, Lead Writer,
Nova Newcomer, Chair

Appendix A: Materials Consulted

Books and Websites

Lucia, Ellis, *The Conscience of a City – Fifty Years of City Club Service in Portland*, 1966.

Putnam, Robert, *Bowling Alone* (2000) and *Better Together* (2003).

Robbins, William G., *Landscapes of Promise* (1997).

Woodard, Colin, *American Nations – A History of the Eleven Rival Regional Cultures of North America* (2012).

Cleveland City Club: Website: cityclub.org

Commonwealth Club of California: Website: commonwealthclub.org

City Club of Central Oregon: Website: cityclubco.org

Salem City Club. Website: salemcityclub.com

Eugene City Club: cityclubofeugene.org

Washington County Public Affairs Forum: washingtoncountyforum.org/wp-content/uploads/2014/04/WCPAF-BYLAWS-APPROVED-061013-1.pdf

Forest Park Conservancy: forestparkconservancy.org

And all 1,030 City Club of Portland Reports are available online at the City Club of Portland website pdxcityclub.org.

Previous City Club of Portland Research Reports mentioned in this report by year of publication

- 1926 City of Portland Park Bond Measure
- 1945 *The Negro in Portland*
- 1945 *Proposed Municipal Forest-Park*
- 1947 *Progress Report: Status of the Forest-Park Proposal*
- 1948 *Law Enforcement in Portland and Multnomah County*
- 1951 *Portland Municipal Zoo*
- 1955 *Fluoridation of the Public Water Supply*
- 1957 *The Negro in Portland: A Progress Report 1945-57*
- 1968 *Problems of Racial Justice in Portland*
- 1969 *Journal Building Site Use and Riverfront Development*
- 1969 *Property Tax Exemptions*
- 1975 *Impact of City Club Reports*
- 1975 *Joint Report of the Research Board and the Project Planning Board Regarding Planning and Research*
- 1975 *The Urban Indian in Portland*
- 1978 *Park Improvement Special Levy (City of Portland Measure 51)*
- 1983 *Child Care Needs of Working Parents in Portland Metropolitan Area*
- 1984 *Adult Prostitution in Portland*
- 1984 *Economic Development Coordination*
- 1987 *A Competitive Economic Development Strategy for Oregon*
- 1987 *Survey of Child Care Benefits Provided by Portland Metro Area Employers*
- 1988 *City of Portland Fire and Police Disability and Retirement Plan*

- 1991 *Study of Racial and Ethnic Relations in Portland: Description of Study*
- 1991 *Study of Racial and Ethnic Relations in Portland: Report of the Social Associations/Citizen Participation Subcommittee*
- 1992 *Study of Racial and Ethnic Relations in Portland: Report of the Employment Subcommittee*
- 1991 *Study of Racial and Ethnic Relations in Portland: Report of the Health and Welfare Subcommittee*
- 1992 *Study of Racial and Ethnic Relations in Portland: Report of the Housing Subcommittee*
- 1992 *Study of Racial and Ethnic Relations in Portland: Report of the Law Enforcement and Administration of Justice Subcommittee*
- 1992 *The City Club: A Renewed Vision*
- 1993 *Tax Reform in Oregon*
- 1994 *Homosexuality in Oregon*
- 1994 *Portland Metropolitan Area Parks*
- 1996 *The Initiative and Referendum in Oregon*
- 1997 *Domestic Violence—Everybody’s Business*

- 2002 *Affordable Housing in Portland*
- 2002 *Tax Reform in Oregon*
- 2003 *Community Policing in Portland*
- 2006 *Portland’s Fire & Police Disability & Retirement Fund: Time for a Change*
- 2008 *Making the Initiative Work for Oregon*

- 2010 *Forest Park: A Call to Action*
- 2010 *Moving Forward: A Better Way to Govern Regional Transportation*
- 2011 *Oregon PERS: Burdened by the Past, Poised for the Future*
- 2013 *Reconstructing Oregon’s Frankentax: Improving the Equity, Financial Sustainability, and Efficiency of Property Taxes*
- 2014 *A Path Forward for Children’s Dental Health*
- 2015 *Report on Law Enforcement in Portland and Multnomah County*

Appendix B: Witness List

Carl Abbott, Author, Urban Studies Professor at Portland State University, Chair of City Club's 1986 report *The Future of Multnomah County Library*.

Sam Adams, Former Portland Mayor, Former Executive Director for City Club of Portland, Former Executive Assistant to Mayor Vera Katz, currently Director of the U.S. Climate Initiatives at the World Resource Institute in Washington, D.C.

Israel Bayer Executive Director, Street Roots.

Arnold Cogan, principal in Cogan Owens, Cogan; Former Director of the Oregon Department of Land Conservation and Development, Former legislative assistant to Gov. Tom McCall, creator of City Club's advocacy program idea.

Adam Davis, Principal in DHM polling and focus group service, long time City Club member.

Mark Hester, The Oregonian Associate Editor, Editorial Board.

Duncan Hwang, Deputy Director, Asian Pacific American Network of Oregon (APANO).

Erik Lukens, The Oregonian Editorial Editor.

Richard Meeker, Investigative Reporter, former Publisher for Willamette Week.

Matt Morton, Former Executive Director, Native American Youth and Family Center (NAYA).

Dr. Alisha Moreland-Capuia, Executive Director, Avel Gordly Center for Healing.

Chet Orloff, Former Executive Director of the Oregon Historical Museum, Professor Portland State University.

Barbara Roberts, Governor, Secretary of State, Legislator and Author who has addressed City Club of Portland many times in many capacities.

Amy Ruiz, Strategies 360.

John Tapogna, President of Economics firm, ECONorthwest.

Appendix C:

Influence and Club Processes

Similar Organizations and Other City Clubs in the USA

The process of research

For at least the past 50 years, the City Club of Portland has provided a paid Research Director to assist the members and the Research Board in administrative tasks of club research, report writing and review, but the main responsibility for research and writing each report rests on the members themselves.

Currently, each potential committee member is screened to avoid conflicts of interest, which can include monetary conflicts or prominent public positions. Once the chair and the lead writer are chosen, and other committee members are selected (usually 10 to 14 in all), they are given a “Charge,” from the Research Board. The charge sets out what the committee is expected to accomplish. It frequently provides initial help to the committee including the issues and considerations already identified in a tentative report outline, a time frame, a suggested work plan and potential resources.

A research manual has been developed over the years to help committee members create a report that is unbiased and sufficiently detailed to enable club members and others to make decisions on the issues involved in the report.

The research procedures to assure objectivity and fairness include vetting research study members for conflict of interest; review of the literature in the subject; interviewing members of the public and government to obtain a wide base of information about points of view; review of the draft report by the Research Board to assure conclusions are free of partisan bias; recommendations are based on the sources of information; and vote of the City Club membership at a Friday Forum as well as electronic voting by members. Using these procedures, your committee believes all City Club reports are objective and fair, and we did not screen “influential reports” for quality.

Additional Information on History of City Clubs Nationally

Junto: [Benjamin] Franklin describes the formation and purpose of the Junto in his autobiography: ‘I should have mentioned before, that, in the autumn of the preceding year, [1727] I had form’d most of my ingenious acquaintance into a club of mutual improvement, which we called the Junto; we met on Friday evenings. The rules that I drew up required that every member, in his turn, should produce one or more queries on any point of Morals, Politics, or Natural Philosophy, to be discuss’d by the company; and once in three months produce and read an essay of his own writing, on any subject he pleased.’”

City Club of Cleveland: The City Club of Cleveland was “[E]stablished on October 28, 1912, the City Club is non-partisan and the oldest continuously operating free speech forum in the United States. . . . At the heart of the City Club’s format lies the question-and-answer period that takes place during the second half of each program. During these sessions of authentic, unscreened and unscripted questions from the audience, the true nature of the City Club reveals itself as a place where speakers and ideas are challenged and tested and our community grows stronger and our citizens become ever more well-informed.” Thus, the City Club of Cleveland does not do member-based research like City Club of Portland.

Commonwealth Club of California: In California, “The Commonwealth Club of California is the nation’s oldest and largest public affairs forum. We bring more than 400 annual events on topics ranging across politics, culture, society and the economy to more than 20,000 members. The Club has offices in San Francisco and San Jose, with regular events in both cities, as well as programs in Lafayette in the East Bay and in Marin County. For members outside the Bay Area, the Club’s weekly radio broadcast — the oldest in the U.S., dating back to 1924 — is carried across the nation on more than 230 public and commercial radio stations. Our website archive features audio and video of our recent programs, as well as selected speeches from our long and distinguished history.” The commonwealth Club publishes its magazine and encourages publications of books, but its members do not do research like City Club of Portland.

Seattle City Club: In the Northwest, the “Seattle City Club provides a space to talk about the issues that impact our lives. Dialogue that is passionately nonpartisan. Connections to leaders and local government. Tools and inspiration to make a difference. We engage 47,000 Washingtonians with each other and their communities through programs that bridge politics, professions and generations.” The Seattle City Club does not appear to have an independent member research report process.

City Club of Eugene: “The City Club of Eugene creates a safe environment for airing divergent views, fosters creative problem solving, and stimulates informed community decision-making and constructive action. Members and guests can discover common values, and create new co-operative relationships. We value and practice civil, respectful, and honest discussion that provides valuable insight to us and our community. ... Our members also participate in study committees to research specific topics and issue reports. We make sure members of those committees have no conflicts of interest, though we take care to hear from those who do. We’re committed to understanding issues from every side.”

Salem City Club: “Salem City Club was established in 1967 for the purpose of engaging the local community in conversations, topics and issues that inspire all to be better informed members of the community. We are a volunteer led organization and are dependent upon member and community support to further our mission. We are a 501(c)3 non-profit, incorporated in the state of Oregon. ... Salem City Club – inspiring individuals in the appreciation and activities of the responsibilities of citizenship.”

City Club of Central Oregon: In Bend, the “City Club of Central Oregon is a nonprofit, nonpartisan civic affairs organization that promotes active citizenship to build a stronger community. The mission

of the City Club of Central Oregon is 'to build a conscious and civic minded community through dialog, education and research that results in responsible civic engagement.' ... Some concerned citizens in Central Oregon decided to ... form a 'City Club' that would provide an objective forum where people can rationally and calmly discuss important issues from a variety of viewpoints. From the inception of their idea in the summer of 2006 to the first monthly forum in 2007, more than 137 people had agreed to join them. That membership swelled to 350 by the end of the first year." This organization has not yet undertaken independent member research.

Washington County Public Affairs Forum: In continuous operation since 1956, its purpose is "to educate members of the general public and (its) members ... about government, political and other public matters affecting the citizens of Washington County." Its policy is "to provide a neutral forum for the discussion of civic, governmental, political, economic and other matters of interest to the public." Citizen-based research is not mentioned in its founding documents.

Appendix D:

100 Years of City Club Reports by the Numbers

A. Over 100 years, City Club of Portland produced 1,030 reports:

- 44% of the reports focused on Ballot Measures
- 30% were Comprehensive and Information Reports
- 26% were not labeled

The 1,030 total reports include:

346	Government and Taxation
134	Land Use and Transportation
114	Parks and Environment
112	Education
101	Human Services
99	Law and Public Safety
58	Business and Labor
49	Race, Culture and Arts
17	City Club organizational issues

B. The Centennial Research Committee's analysis covers research reports not specifically tied to ballot measures. After eliminating ballot measure reports and reports about City Club organization, 352 Comprehensive, Information and selected Unlabeled reports were analyzed to see where City Club's research efforts focused:

- 1) Over 100 years, a majority (31 percent) of City Club's 352 research reports focused on **Governmental Services, Taxation and Finance** issues – how they worked, how to make them more effective, and how to finance them appropriately.

Significant reports include:

City of Portland Fire and Police Disability and Retirement Plan (1988 & 2006)
Tax Reform in Oregon (1993 & 2002)
Portland Development Commission: Governance, Structure, Process (2005)
Oregon PERS: Burdened by the Past, Poised for the Future (2011)
Oregon's Initiative, Referendum and Referral Systems (1996 & 2008)
Structure and Process of the Oregon Legislature (1997)

- 2) Next, 17 percent of City Club’s research reports focused on **Public Health, Community Services and Housing** – how local, county, state and nonprofit organizations protected community health and supported people in need.

Significant reports include:

Fluoridation of the Public Water Supply (1955 & 2002)

Domestic Violence—Everybody’s Business (1997)

Affordable Housing in Portland (2002)

The Early Years: Care and Education of Children from Birth to Age Five (2006)

Improving the Delivery of Mental Health Services in Multnomah County (2011)

- 3) **Transportation** (12 percent) – planning and options for how people traveled around Portland.

Significant reports include:

Downtown Parking (1993)

Moving Forward: A Better Way to Govern Regional Transportation (2010)

No Turning Back: Bicycle Transportation in Portland (2013)

- 4) **Public/Community Safety** (10 percent) – Law enforcement and how community safety systems addressed social issues that create crime and violence.

Significant reports include:

Community Policing in Portland (2003)

Juvenile Sex Offender Registry (2014)

- 5) **Parks & Recreational Facilities and Environment** (10 percent) – Protection and use of natural and recreational resources Portland’s parks and recreation facilities, and how to provide what the community needed. Protection and use of natural resources (not including parks or transportation issues)

Significant reports include:

Air Pollution Control Policies in the Portland Airshed (1983)

Portland Metropolitan Area Parks (1994)

Forest Park: A Call to Action (2010)

- 6) Fewer reports were produced in the following areas, but there were several significant reports produced in them:

Planning (6 percent) – Portland’s city planning and Oregon’s land use planning systems – how to plan for the future.

Significant reports include:

A Vision of Portland’s Future (1980)

Siting Locally Undesirable Regional Facilities (1990)

Planning for Urban Growth in the Portland Metropolitan Area (1996)

Education (6 percent) – Methodologies and models for Portland schools – how to improve success and to achieve adequate and sustainable funding.

Significant reports include:

A Second Chance for Oregon, High School Dropouts, and the GED (2014)
Educating Citizens: A City Club Report on Improving Civics Education in Portland's High Schools (2012)
Long-Term School Finance Reform (1987)

Economic Development (5 percent) – Local and state economic development – how to encourage and support Portland business climate/environment.

Significant report:

A Competitive Economic Development Strategy for Oregon (1987)

Race, Ethnicity, Identity (3%) – Race, ethnicity, and identity relations – the status of those outside the majority culture.

Significant reports include:

The Negro in Portland: A Progress Report 1945-57 (1957)
Studies of Racial and Ethnic Relations in Portland (1991 & 1992):
Employment
Housing
Law Enforcement and Administration of Justice
Health and Welfare
Social Associations/Citizen Participation
Homosexuality in Oregon (1994)

C. Numbers of City Club Research Reports By Decades:

- 1) Governmental Services, Taxation and Finances and Public Health, Community Services and Housing research reports dominated each decade over 100 years.
- 2) In addition, there were fluctuations in research focus:
 - a. In the 1920s, a significant number of research reports also focused on Transportation issues.
 - b. In the 1930s, reports also focused Transportation, Parks, and Environment issues.
 - c. In the 1940s, reports also focused Public/Community Safety issues.
 - d. In the 1950s, report numbers increased on Planning, Education and Environment issues.
 - e. In the 1960s, reports about Housing issues significantly increased.

- f. In the 1970s, reports about Public/Community Safety, Planning and Education issues increased.
- g. In the 1980s, reports about Public Health/Community Services, Public/Community Safety and Education issues significantly increased.
- h. In the 1990s, reports about Planning, Environment and Race, Ethnicity, Identity, significantly increased.
- i. In the 2000s, reports about Public Health/Community Services, Public/Community Safety and Economic Development increased.
- j. Halfway through the 2010s, reports about Housing issues significantly increased.

ABOUT CITY CLUB OF PORTLAND

The mission of City Club is to inform its members and the community in public matters and to arouse in them a realization of the obligations of citizenship.

Additional copies of this report are available online at www.pdxcityclub.org. All photos, tables, graphs and figures are used with permission.

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