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E.R.B.

Dec. 1974

The City of Portland is at a crucial point in its history.

Its population ~~is~~ ^{is} declining somewhat, and it is becoming slightly ~~more~~ ^{older} than the metropolitan population as a whole. But, the population remains relatively stable as births and additions by annexation fall ~~by~~ a little short of deaths and net out-migration.

At the same time, median City incomes are falling behind metropolitan incomes ~~in~~ in a trend which deserves attention.

The residential neighborhoods ~~of~~ of the City remain ~~stable~~ and essentially sound. The quality of housing and public improvements is basically good.

But there are some ^{notable} exceptions.

A few neighborhoods need ~~a~~ major private investment from residents with limited income — a contradiction in terms that only major public subsidy can resolve. ^{much} A larger number of neighborhoods need more limited investment, ~~to maintain~~ not only to maintain the stock of housing and public improvements which are sound, but to rehabilitate housing and develop public improvements ~~which~~ which are not.

Though the housing stock is basically sound, almost 31,000 dwelling units in the City are in need of some kind of rehabilitation. ~~While some~~ ~~of these are concentrated in a few neighborhoods, many are scattered throughout the City~~

In short, the City of Portland is in unusually good shape relative to other central cities of this country. But this relative position will not be maintained without sincere and effective efforts starting now.

~~Portland is in unusually good shape relative to other central cities of this country.~~

The Bureau of Planning proposes the following goals as guides to these efforts:

1. Maintain and improve the quality of residential neighborhoods in the City of Portland.

The City's economic base ~~has~~ ^{remains} strong and diversified. Job opportunities in the City continue to grow, ~~though at a lower rate than this year is showing.~~ Portland's downtown and its major industrial areas continue strong and viable centers of activity and jobs.

But some suburbanization of industrial jobs is slowing the rate of job growth in the City, and suburban shopping centers are beginning to threaten the retail prominence of the downtown.

But what can the City ~~of~~ of Portland do?

First, it should be clear what the City cannot do. The City cannot—through public investment alone—~~reverse~~ reverse any of the undesirable trends noted above. Private investment must be the major instrument of public policy. An example is instructive. If the City—with the assistance of the state and federal governments—were to rehabilitate 31,000 dwelling units (at an average cost of \$5,000 each) with public funds, it would have to spend \$155,000,000. ~~Moreover, if~~ Add to that the cost—even in today's dollars—of public improvements necessary and you have an impossible burden on ~~public funds~~ public funds-treasuries.

Further, the City cannot rebuild itself anew. The cost of replacing existing units with new units is 4 to 5 times the cost of saving what we feasibly can. This is a cost that can be borne ~~not~~ by neither the City nor those who were displaced by such action.

From this must come a clear direction. The City must conserve ~~itself~~ and rehabilitate itself, and it ~~must~~ ^{can only} accomplish this as a junior partner with private investors ~~such as~~ such as home owners, landlords, banks and other financial institutions. ~~At the same time the city must also preserve~~

In line with the above, the Office of Planning and Development proposes the following Housing and Community Development goals:

1. Maintain and improve the quality of residential neighborhoods in the City of Portland by:
 - a. creating and maintaining a growing inventory of safe and sanitary housing units at prices and rents which households of all incomes can afford — with special attention paid to the preservation of housing where deterioration is evident though not acute.

(because housing quality is a crucial determinant of neighborhood quality and because limited public resources can be spread further if the deterioration has not progressed too far.)

b.

PORTLAND'S HOUSING AND COMMUNITY DEVELOPMENT GOALS

Maintain and improve the quality of residential neighborhoods in Portland.

[WHY?]

By: 1. Creating and maintaining a growing inventory of safe and sanitary housing units at prices and rents that all households can afford — with special attention paid to the preservation of housing where deterioration is evident though not acute.

[Because housing quality is a crucial determinant of neighborhood quality and because limited resources can be spread further if the deterioration has not progressed too far.]

b. Investing in public services and public rights-of-way in the residential neighborhoods of the City — ~~with concrete~~ ^{occur in combination with} particularly ~~the~~ where such public improvements will ~~promote~~ private improvements.

[Because public services and public rights-of-way are important determinants of neighborhood

~~Awaken a sense of community pride among the residents of Portland neighborhoods.~~

quality and because substantial improvements to residential neighborhoods will require much more than the limited public resources that ~~are~~ are available for public improvements.)

6. Awaken^{ing} a sense of community pride among the residents of Portland's neighborhoods —

~~Why?~~

(Because a resident's attitude about his neighborhood is at least as important as the physical quality of his neighborhood and because his attitude must be positive if he is to ~~be~~ invest his own resources — time or money — in that neighborhood)

7. Preserve and enhance the commercial and industrial areas of the city — particularly where such efforts will expand economic opportunity for the lower-income residents of the city, promote private investment or prevent private dis-investment.

(Because the non-residential areas of the city contain the jobs at which residents are employed and, in addition, provide a substantial part of the tax base from which a portion of the public resources must come to support investments in the residential neighborhoods)

~~Commercial or industrial retention for a number of years?~~
~~How many live & work in the city?~~

These goals are, admittedly, ambitious, if they are taken seriously. Compared to our resources, they are truly humbling.

What are those resources?

There are, first, the normal capital budget resources of the City. ^{and will continue to be,} They have ~~been~~ used for public improvements throughout the City. ~~and will continue to be used.~~ They have not traditionally been used for housing. ~~There are~~ Tax increment funds are possible, though they can only be counted upon in a limited number of specially-defined areas of the City. ~~There are~~

The Housing and Community Development Act of 1974 offers promise as a somewhat less restrictive set of resources than the categorical grants programs it replaced, but a number of constraints on the use of these funds continue.

Congress clearly intended the Housing: Community Development program to be directed towards ~~specific~~ congressional objectives. To that end, several explicit objectives were established in the act itself. It is OPD's judgment that the ~~proposed~~ goals proposed above are clearly consistent with federal ~~goals~~ HUD goals.

Congress also clearly intended the HUD program to be an addition to that program of expenditures already being undertaken by the City and it so stated that in the Act.

Finally, Congress clearly intended for housing to be a major part of local plans developed for use of HUD funds.