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Proposed interim community development strategy

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To: Guy Strat
From: E. [unclear]

SUBS: A Proposed Interim Community Development Strategy

community

- The following is a proposed interim/development strategy.
- As such, it is not intended to be a proposed set of programs designed to accomplish some ~~publicly acceptable~~ vision ~~of~~ the ~~community~~ of what the City of Portland should be. Rather, it is interim ^{and tentative} in the sense that it is a set of proposed programs designed to serve more limited goals—namely, the following:

1. Preserve and enhance ~~the~~ residential neighborhoods of the City
2. Expand the quantity ~~and improve the quality of~~ housing units and improve the quality of ~~the~~ housing in the City
3. ~~Improve~~ Sustain ~~and~~ ^{or} improve ~~the~~ ^{existing} viability of non-residential areas of the City.

~~Programs designed to preserve and enhance residential neighborhoods of the City~~

~~There are two important principles to guide our consideration of strategy in this area. First, the resources over which the City has some control—and which are available for our allocation to new programs ~~with~~—are definitely limited. The City's own general funds are limited and bound to become even more so. New State or Federal funds may be available, but in the short run they are in many cases already spoken for or committed and in the long run they will be limited by inflation, ~~and~~ increasing demands for improvements and rising standards for such improvements.~~

Even these limited goals, however, loom large in contrast to our extremely limited resources. If program toward these goals is to be ~~successful~~ ~~accomplish the~~ goals measurable,

~~The city resources to fund this program are limited. If accomplishments are to be at all effective or visible~~ these limited resources must be ~~not~~ ~~combined with other~~ ~~resources~~ prudently spent. This suggests ~~two~~ ^{three} overriding principles:

1. City money should be spent where a little public money can be combined with predominantly private ~~money~~ ^{resources} for maximum results.

~~High priority projects as determined by whom do live in the neighborhoods should be first in line for funding given priority consideration and~~

~~2. Expenditures of limited~~

2. Projects requiring ~~with~~ a little city funds, but enjoying top priority by residents of ~~a~~ neighborhood ^{or users of an area,} should be given high priority by the City.

3. Programs ~~of the nature~~ ~~making~~ ~~in~~ ~~revision~~ ~~of~~ ~~codes,~~ ~~ordinances~~ ~~and~~ ~~other~~ ~~legislative~~ ~~changes~~ ~~do~~ ~~not~~ ~~require~~ ~~city~~ ~~expenditures~~ ~~(capital~~ ~~operating)~~ ~~and~~ ~~should~~ ~~thus~~ ~~be~~ ~~included~~ ~~in~~ ~~any~~ ~~city~~ ~~program~~

~~Codes, ordinances and other legislative determinations which~~ ^{and non-residential areas}

3. Efforts to preserve or enhance neighborhoods through code revisions or other legislative or bureaucratic changes ~~at~~ ~~cost~~ ~~the~~ ~~city~~ ~~anything~~ ~~(financially)~~ ~~and~~ ~~programs~~ ^{which} do not burden the City treasury should have a respected place ~~in~~ ~~among~~ in the community development strategy.

I. PROGRAMS DESIGNED TO PRESERVE OR ENHANCE RESIDENTIAL NEIGHBORHOODS OF THE CITY

A. Different programs for different neighborhoods

A. A concentrated ~~community development~~ ^{neighborhood improvement} program for those areas of the City where household incomes are high enough, housing condition is not too bad, ~~and~~ home ownership is relatively high and residents are willing to commit their own time and resources to neighborhood improvement.

This program would have the following elements:

1. A plan and implementation schedule for right-of-way improvements in the area.
 - a. Street improvement (to reasonable standards) where necessary. The ~~to street vacations or closures where desirable~~ cost of these improvements will be partially subsidized with City or Community Development Revenue Sharing Funds.
 - b. Street vacations or closures where desirable and when cost of improvement not matched by benefit to abutting property owners.
 - c. Sidewalk (and possibly bikeway) improvements where necessary. Some subsidy might also be made available for this.
 - d. Street tree planting — and subsequent maintenance — where desirable. City might put trees in at our cost — owners maintain, or vice versa.

- e. Traffic signals, signs and ~~street~~ pedestrian crosswalks improvements where desirable and necessary. Some of this could be funded with normal city capital funds, some with CDRS funds.
- f. Bus stops, shelters, turn-outs where necessary — a ~~Tri-Met~~ joint responsibility with Tri-Met.
- g. Water, sewer or drainage improvements or additions.
- h. Street lighting fixtures.
- i. Underground wiring. ~~plan~~

This right-of-way improvement element of the neighborhood improvement plan will constitute the bulk of city action in preserving and enhancing residential areas of the City. Its reliance on several agencies of the city as well as outside the city plus its dependence on neighborhood resident agreement to the local improvement district method of financing of least part of the improvements dictate a careful and probably lengthy ~~and~~ process of planning.

2. A plan and implementation schedule for recreation and open space improvements in the area.
 - a. Possible improvements to existing recreation or open space areas — particularly to assure limited maintenance and repair cost to the Park Bureau.
 - b. ~~Prop~~ Development of existing open space to ~~more~~ more intensive recreation facilities.
 - c. Acquisition of new open space

3. A plan and implementation schedule for improvements in the quality of housing in the area.

(See later section)

4. A plan and implementation schedule for expanding the stock of ^{decent} housing in the area, if that is desirable.

(See later section)

5. Proposed changes to the zoning map for that area.

B. A city-wide program of improvements having impact on all neighborhoods. This program would have the following elements:

1. A plan and implementation schedule for improvements or additions to the regional transportation system in the city.

a. Arterial streets plan with emphasis on removing through traffic from local neighborhood streets.

b. Regional light rail transportation system with emphasis on reducing projected automobile volumes through the city.

c. Improvements in Tri-Met service

(i) Suburban park 'n ride

(ii) 5th - 6th Ave. Transit Mall

2. A plan and implementation schedule for changes to the zoning code of the city.

a. Amendments to the AD and AI zone code ~~and~~ definitions

b. Introduction of development rights principle probably in some specific delineated district

A.

2. A plan and implementation schedule for improvements or additions to the municipal facilities of the City

- a. Water treatment and distribution facilities
- b. Sewage treatment and collection facilities
- c. Waste collection and disposal facilities
- d. Recreation facilities

(1) Olympic swimming pool

(2) Zoo - OMSI

(3) Stadium

e. City maintenance and storage yards

C. A concentrated program of income and job creation for the lower-income households of the City.

The limited resources of the City for community development dictate that much of the City's investment of these funds will not be in those areas of the city where the lower-income households reside. In these areas, ^{successful} a program of income maintenance must precede ~~any~~ ^{any} community development program. ~~Therefore~~. Admittedly, the resources necessary to substantially increase incomes of the lower-income residents are not available at the local level, ~~and even though~~ ~~available~~ still, the City can do something.

1. A program of recruitment by the City of individuals who live in the city, as well as a program of

1. A program of public service employment by the City — along with ~~many~~ professional or occupational training to insure mobility — for those residents of the City now unemployed or underemployed.
2. A program of contract compliance to assure that those who sell to, or contract with, the City employ City residents now ~~un~~unemployed or underemployed.
3. A program of community development where ~~improvements to other neighborhoods are accomplished~~ the lower-income residents are employed in work to be accomplished.
4. A program of incentives to ~~employers to hire~~ ~~only~~ those kinds of firms which would be most likely to hire ~~city~~ lower-income City residents.
5. A system of civil service preference (like the veterans' preference) for those ~~as~~ who live in the City — maybe for those who live in a particular area.

D. A program of code and ordinance revision to assist in the preservation and enhancement of residential neighborhoods.

1. Zoning Code changes
2. Building Code changes
3. State legislation changes

In summary, the programs designed to stabilize neighborhoods are ~~not~~ ~~but~~ much more than just physical development programs. In areas where a limited amount of public money can be expected to provoke a considerable amount of private money ^(and effective neighborhood stabilization), the program calls for concentrated public improvements. In areas where incomes are so low that joint public-private programs are not to be expected—regardless of the level of public money spent—the program calls for efforts to increase incomes. ~~more than a simple~~ ~~improvement~~ ~~program~~. At the same time, city-wide improvement programs must ~~be~~ ~~coordinated~~ ~~and~~ All areas of the City will be affected in one way or the other by the City-wide improvement programs and the programs of code and ordinance revision.

LARGELY THROUGH

DECENT

II. PROGRAMS DESIGNED TO EXPAND THE STOCK OF ~~HOUSING~~ ^{HOUSING AND} IMPROVEMENT, IN THE QUALITY OF EXISTING HOUSING

The most serious housing problem is not a housing problem at all — it is an income problem. The lower-income households of the City — as elsewhere — usually ^{usually} pay more than 25% of their income for substandard housing. To avoid this problem is an enormous undertaking, requiring close ~~to~~ ^{to} \$20 million annually in subsidy just for the City of Portland. The programs below ^{can} ~~do~~ not pretend to ~~make any dent in the~~ have any significant effect on that overwhelming problem. But, as in other matters, the City must do something. The situation argues forcefully for ~~the~~ ~~high-priority~~ ~~low- and moderate-income housing~~ and a simple strategy — promote as much low-income housing as possible with the limited funds available and concentrate attention on rehabilitation of existing units. The concentration on rehabilitation is meant to keep the unit cost of housing low and to promote the stabilization of those areas of the City which, if not checked soon, will become too badly deteriorated to bring back.

A. A Program of ~~subsidized housing~~ housing for low- and moderate-income households.

1. A plan and implementation schedule for 3000 units of scattered site, leased housing by the Housing Authority
 - a. Leased units should be either new or rehabilitated, thus ~~not~~ adding to the stock of decent housing
 - b. Units should be located, in the main, in those areas of concentrated community development specified in Section I.
 - c. Units should be approximately half elderly and half family.

~~of the program~~

plan and implementation schedule

- d. Some of the leased units will be from that pool of government-owned single-family houses currently in the hands of the State Highway Commission (originally to be acquired for highway right-of-way) or FHA (repossessions under the Section 235 or other programs). These units will be acquired by PDC, rehabilitated (using 312 or PIL ~~and leased to the Housing Authority~~ or local technical high schools) and leased to the Housing Authority.
- e. Subsidies in addition to the Housing Authority subsidies should be added if necessary to provide as many low-income units as possible.

(1) PIL, 312, State Bond Money

(2) private sector subsidies

Land expand the stock of decent

B. A Program to ~~improve the quality of~~ housing in concentrated community development areas, largely through improvement of existing stock.

1. A program of 312 rehab loans within existing or proposed renewal areas — local initiative to extend the use of these funds to areas outside designated renewal areas. This program ~~is not available beyond~~ may not be available beyond next fiscal year.

2. An extended local PIL program

a. Continue existing program beyond June 30

b. Extend the program to parts of the City outside renewal areas

c. Extend use to multi-family units

d. Increase funds available to the program

(1) City funds for special areas (\$200,000 for corridor housing, \$500,000 for downtown, maybe a bond issue)

(2) State Bond Issue funds

3. A program of Housing Services

a. Relocation if required by rehabilitation

b. Financial and architectural counseling

c. Other technical assistance — managerial, etc.

4. A program for re-financing mortgages in cases where this required before rehabilitation.

5. A shortened set of administrative provisions for condemnation and demolition where required.

6. A concentrated inspection program to monitor condition of housing in the concentrated community development areas.
7. A program for subsidies or grants to those unable to afford costs of rehabilitation.
8. A certificate of occupancy program for all FHA or other federally-financed housing units in the concentrated community development areas, as well as all units ~~subsidized~~ subsidized with 312 or PIL loans.

C. A program to expand the stock of Decent housing throughout the City

1. Creation of a Housing Development Corporation — This corporation should be empowered to operate throughout the City (maybe even the County), to ~~develop all kinds of housing~~ assist in all phases of housing development, and to ~~produce~~ promote both new and rehabilitated housing.
2. Review and improve the building code to promote rehabilitation and to ~~shorten~~ ^{reduce} the administrative requirements of inspection and enforcement. (A review of cases taken to the Appeals Board ~~and~~ as to which provisions are typically appealed and typically granted would be a good start.)
3. Development of a set of housing performance standards to eventually replace some parts of the zoning code. These performance standards should provide incentives for high quality housing by permitting flexibility to developers.

4. Development of a seminar (or series of night classes) to present techniques of home maintenance and repair. This could be arranged through extension service, local high school continuing education or developed as a service of the Housing Development Corporation.
5. Development of a ~~program~~ certificate of occupancy program to cover all housing in all parts of the City.
6. Development of position papers and proposed legislation to support lobbying efforts of the City at the state and Federal level.

III. PROGRAMS DESIGNED TO SUSTAIN OR IMPROVE THE VIABILITY OF EXISTING NON-RESIDENTIAL AREAS OF THE CITY

While attention must be immediate and sincere to the problem of preserving our residential neighborhoods, it is no less necessary to sustain those non-residential areas of the city where jobs for residents and tax revenues to support city services are concentrated. The downtown is an obvious example. Not so obvious are the various industrial areas of the city where concentrations of assessed value and jobs should be maintained.

- A. A Program to maintain the Downtown as the regional office, ^{retail and entertainment} ~~and retail~~ center.
1. Development of regulations covering height, density, parking and circulation to guide private development
 2. Development of information and sales material ^{in an} attempt to promote certain kinds of private development.
 3. Streamlining the process through which proposals must go to receive decision.
 4. Development ^{and implementation} of plans for public investment in the downtown.
 - a. Riverfront area
 - b. Meier: Frank Park block
 - c. 5th-6th Ave Transit Mall
 - d. Low-income elderly housing
 - e. OIC greenway
 5. Development and implementation of regional light rail system and improved bus access to downtown.
 6. Program of regional restrictions on parking to avoid undue advantages of commercial centers.

7. Development of plan and implementation schedule for rehabilitation of housing in the downtown. ~~Use of State Bond~~

- a. Use of \$500,000 city funds ~~through~~ to promote rehabilitation of low-income housing in the downtown area — maybe restricted to urban renewal areas 2 & 3.
- b. Use of ~~State bond funds~~ Section 23 and State Bond Fund subsidies to promote rehabilitation of housing for low-income elderly throughout the downtown.
- c. Use of State bond funds for rehabilitation of housing for moderate-income households.

B. A program to improve and maintain existing industrial districts in the City

1. A public improvements program for an existing industrial district
 - a. Right-of-way improvements
 - b. Street vacations and/or closures to permit expansions, ^{loading} parking, etc.
 - c. Adjustments to off-street loading requirements under certain conditions.
2. Assistance in rehabilitation of existing industrial structures
 - a. Financial & technical consultation
 - b. Possible low-interest loans (?)
3. Plan and implementation schedule for city capital improvements in all major industrial areas

In some respects, a community development program should be viewed as an investment portfolio. The City is not a profitable corporation. Yet it is in the City's long term best interests to seek some balance between ~~what are considered~~ those community development investments which will realize a return to the City—in property tax or other revenues—and those community development investments which are, essentially, a sunk cost. The proposed community development interim strategy above has sought such a balance by addressing itself to more than just ~~public~~^{public} improvements—which are necessary but not at all profitable. ~~also~~ Included are investments meant to induce private investment—in the neighborhoods as well as in the non-residential areas. Maintaining this balance over the long run will be necessary if the City is to avoid that municipal poverty so characteristic of many major American cities.

A second comment of some note is that housing ~~programs~~ and capital improvement programs are the two major components of the strategy. If these key parts are not ^{as} effective as possible, the whole strategy will labor under an impossible burden.

Finally, it should be noted that the various elements of the ~~draft~~ interim strategy are organized only by the goal they are meant to serve. The real test for the office of Planning and Development is the task of assigning parts of each element to different agencies, different individuals and then putting it all back together in pursuit of the stated goals. Thus, the next step as I see it is to rearrange the elements of this interim strategy by

organization of the Office of Planning and Development, then the ~~assignment to the various~~ development of more specific work programs and establishment of time lines for completion as well as points along the way to completion.

Barney		<u>Kilde</u>
Brainard		Cole
Scott		Molly Weinstein
Webber	West	Myers
Wright	Lindhorst	Sheldon
Gallweil		Joyce Baker
<u>Strut</u>	Dunbar	Ed Storms
Chiner		<u>Mike Katz</u>
Andrus		Pow
Kishi		Russell
Bacon		Hal Johnson
<u>Landauer</u>	Paul Williams	<u>Rosenbaum</u>
	M. Pedersen	<u>Bonyhede</u>
Lynn		Musoff
Marton		WHUF
Osburn		Geletschmitt
Dorcy		Lundell
Rhodes		<u>McKee</u>
Wesche		Gustafson
Breman		Vera Katz
Williamson		<u>Engelstoft</u>
		<u>Bonner</u>

May 10
 Fri, May 10