

DENNIS WILDE

URBAN PLANNING CONSULTANT

13 October 1972

Mr. Charles Jordan, Director
City Demonstration Agency
5329 N.E. Union Avenue
Portland, Oregon 97211

Dear Charles:

Enclosed is a draft of a Project Description and Work Scope for the Union Avenue Redevelopment Program. Commissioner Neil Goldschmidt has seen this draft and made several suggestions for change, however, no redraft will be undertaken until you have had an opportunity to review and critique it yourself. I will call you and arrange time at your convenience when we can go over the draft and develop a clearer understanding of how such a program should be structured and organized.

Sincerely,



Dennis Wilde
URBAN PLANNER

DW/cr
Enclosure

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MODEL CITIES

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PROJECT DESCRIPTION: UNION AVENUE REDEVELOPMENT

MODEL CITIES

I. INTRODUCTION

Union Avenue has long been the focus of, and a source of frustration for the Model Cities Program. Along with the Elliot Neighborhood, Union Avenue has often perplexed Model Cities Residents and the people working in the Neighborhood. The scope of the problem and the range of resources necessary to make a significant impact on Union Avenue seemed to be beyond reach. The following is a description of a proposal of how a coordinated redevelopment may be undertaken for Union Avenue. Reaching beyond the Model Cities Program to incorporate the programs and activities of a number of agencies and groups within the city and state.

The original intent of Model Cities was to exemplify how coordination between agencies and departments could take place to create improvements not within the scope of any one agency, or institution. Additionally, it's intention was to bring about the kind of change in attitudes that is necessary among the institutions and agencies of our cities, if our cities are to survive. In that context, the Union Avenue Redevelopment proposal is an excellent opportunity then to carry out the manifest responsibility of the Model Cities Program and of the City to make that program a success.

II. THE NEED

Union Avenue is the focal point of Model Cities. It is the major corridor for traffic circulation through the Model Neighborhood. It is the visual focus of the neighborhood, both for residents and for those traveling through Model Cities. It's blighted condition and continuing deterioration has an economically frustrating and psychologically demoralizing effect on the Model Cities program. Until very recently Union Avenue has been excluded from virtually all of the planning and project development underway in Model Cities. It is not a part of any of the neighborhood plans or the NDP programs now underway. There is little relationship between the improvements programs underway in the planning areas in Model Cities and any existing efforts to improve the conditions of Union Avenue. Yet without significant improvements along Union Avenue, the Neighborhood Associations can never fully implement their plans or programs for neighborhood improvement.

The nature of the problem of Union Avenue has three significant aspects:

1. Physical - Union Avenue is a poor traffic arterial with inadequate capacity to carry future anticipated traffic volumes, particularly with the completion of the Fremont Bridge and the significant changes in traffic circulation patterns that it will have. Left turn provisions force traffic through residential areas. The deterioration of buildings and commercial activities along Union Avenue, the decline of auto-oriented commercial uses, and the obsolete, difficult to re-use, structures are left as the remnants of a once flourishing commercial strip.

2. Social - As the major focal point of Model Cities, Union Avenue continues to be a psychological depressant on the efforts of Model Cities residents to improve their environment. It's empty buildings and unused parking lots are an attractive nuisance for many of the youth of Model Cities. Many of the social action agencies and programs that serve the Model Cities area

and its residents are located along Union Avenue, often in old store fronts or remodeled facilities that seem to be second hand or make-shift efforts. There is little to evidence a solid or long-range commitment of service the needs of Model Cities Residents.

3. Economic - Little rejuvenation has occurred recently, many businessmen can neither afford or are willing to make financial investment along Union Avenue. Bringing about the economic revitalization of Union Avenue will require substantial resources both from the public and private sector. First, realistic development programs must be put together and then the resources for carrying them out must be found.

III. THE PRODUCT

The purpose of this effort is a comprehensive redevelopment program for Union Avenue that would reach across the boundaries of the Model Cities Program and would touch many of the bureaus and agencies of the city, the metropolitan area, and the State that deal with community development. This is not intended simply as a physical improvement program for Union Avenue, or simply as a means of improving Union Avenue as a carrier of automobile traffic. It is intended as a far-reaching program that would touch on these issues as well as employment and employment training programs, community facilities, improved social service programs, housing construction, improved commercial-retail facilities, improved business climate, etc.

For such a program to be successful, it will require the involvement and commitment of groups, agencies, and people not normally brought together under the umbrella of a single program or project. It will require an involvement that will carry beyond simply strategizing and planning for what might happen, and will in fact, require the commitment of these agencies in the actual implementation and carrying out of the redevelopment of Union Avenue. This will mean a commitment of manpower, resources and time that may be uncommon to many of these groups for focus in such a specific, and geographically finite program. Some of those to be involved are: Model Cities, MEDIA, PEDCO, CEP, The State Highway Dept., PDC, the City of Portland, CRAG, Lloyd Corporation, the various insurance companies, the lending institutions, housing producers and developers, HEW, the Bureau of Human Resources, POIC, LEAA, HUD, DOT, etc.

There is an existing commitment, however, that makes this difficult task seem possible. That is the commitment of the Model Cities Program and the City through the Office of the Mayor Elect. Model Cities sees the Union Avenue redevelopment program as essential because it is central to the success of many of the improvement programs already underway in Model Cities, the success of the neighborhood efforts to reduce thru-traffic through the residential areas, the success of commercial and economic redevelopment in the Model Neighborhood and the success of a coordinated well-functioning system of community and social services that will bridge Union Avenue and link neighborhoods. These and other issues seem to hinge on an aggressive and successful redevelopment program for Union Avenue. The City, through the Office of the Mayor Elect, sees the redevelopment of Union Avenue as an expression of commitment from the City to the Model

Cities Program and as an essential element in achieving a successful Model Cities Program for the City of Portland. Additionally, it offers an opportunity to stop treating Model Cities as a city within a city and to begin treating it as one part of a larger city, bringing together a variety of city agencies and services to solve a particular problem.

The primary task of this program is "implementation." Implementation in the form of the construction of new highway and mass transit facilities, the construction of new commercial and industrial outlets, new housing, the development of manpower training and employment programs, the development of new community and social services and facilities for those services, and the commitment of the private sector to re-invest in the Union Avenue corridor. Particularly with Elliot and some of the other "soft" areas in Model Cities, the hoped-for impact of the Union Avenue redevelopment program would be in the generation of spin-off programs and other ripple effects reaching out into the community. New housing construction, community facilities, traffic circulation improvements, etc. If Union Avenue can serve as the impetus for new programs beyond the bounds of the immediate impact of the redevelopment program, then the program will have been successful.

IV. DESCRIPTION OF THE PROJECT:

The following is a detailed description of how the program would be structured, the work items to be considered and documented, how it would be staffed, the timing and cost of carrying out such a program:

A. Work Scope:

1. Establish a program of community involvement.

a. Structure of the community participation program:
There will have to be more than one means of citizen involvement. Several existing community participation programs will have to be involved if Union Avenue is to be successful, such as Model Cities, the Neighborhood Associations, the CAP Agencies, and the business and commercial interests along Union Avenue. One format that is recommended is a formal (recognized) key person committee. The structure of such a committee would include:

- 1) All of the essential private and public sector participants. Those appointed would have to have the capability and authority to make decisions (key person).
- 2) Subcommittees would be set up to deal with the major elements (Transportation, economic development, manpower programs, etc.)

- 3) Specifically included in such a committee are: Model Cities District (either Planning Board or Neighborhood Association), Union Avenue Boosters, MEDIA, PEDCO, major property owners, CAP agency representatives, City Planning Commission, Development Commission, Highway Department, etc.)
- 4) The committee should not exceed 15 members.
- 5) A Technical Advisory Committee may be established if it is deemed necessary.

b. Role and function of community involvement:

It is the role of community involvement to provide the backstop of reality for the Redevelopment Program and the technical staff involved. They will assist in problem identification, the setting of goals and objectives, the establishment of priorities and in review and evaluation of the programs and plans, both the concept plan and the steps leading to implementation of the individual projects and programs that will go to make up the redevelopment of Union Avenue.

c. Responsibility:

It will be the responsibility of those involved to carry information about the redevelopment program back to their particular interest groups and associations. They will be responsible for acting in the interest of their particular association or group. They must be able to operate objectively and without caprice. In turn, the redevelopment staff must be willing to work openly and directly with those involved, seek their input and opinion and then to operate from the information received.

d. Methods of involvement:

There are several means of involving the community in a program of this nature. More than one undoubtedly will be used in carrying out this program. Some of those that may be used might include:

1. Formally structured committees to work directly with the redevelopment program.
2. Informal contact with existing associations and groups.
3. Direct economic involvement through property ownership, the setting up of community development corporations, payment for services, etc.

The methods of involvement and the frequency and level of involvement will be more clearly determined as a part of the detailed program development that would be the necessary first step in undertaking the redevelopment program.

2. Problem identification:

The most important element in reaching any solution is first, being able to

carefully and accurately identify the problem. To adequately do that the following steps are suggested.

- a. Define the assets and liabilities existing in Union Avenue.
- b. Document the findings of earlier studies relating to Union Avenue and its enviroince.
- c. Define the scope and magnitude of the problem.
- d. Define the broadest possible spectrum of spin-offs and involvements and set the functional relationships between the various agencies and groups to be involved.
- e. Identify the problems and opportunities of these functional relationships, such as the Highway Department and the Bureau of Human Resources, MEDIA and PEDCO, PDC and a mortgage guarantee corporation, etc. (These relationships involve land use, transportation, economic development, employment training, financial support, institutional acceptance, and other organizational and attitudinal factors).

3. Goals and Objectives:

It is important to carefully set the goals and objectives for the re-development of Union Avenue and its environment, and to match these with existing goals, objectives, and priorities of Model Cities, the City and other involved groups and agencies.

- a. Set goals and objectives for the program and plan development through the community involvement structure.
- b. Define the descrepencies and conflicts of goals as they relate to Union Avenue.
- c. Resolve the conflicts.
- d. Set the priorities, through the community involvement structure.

4. Preliminary concept plan for Union Avenue redevelopment:

- a. Analyze the market for future land use requirements adjacent to Union Avenue. Conduct an examination of the future market support available for certain land uses along and adjacent to Union Avenue, including recommendations on the amount, type, and timing of development of facilities which could be supported by present and future market potential.
 1. Comparison goods retail.
 2. Convenience goods retail.
 3. Office - single and multi-tenant space.

4. Multi-family residential.
 5. Transient housing.
 6. Other land uses, such as service, warehousing, institutional and recreational.
- b. Update selected data base. This would focus on refining existing studies and information pertinent to the Union Avenue corridor.
1. Inventory existing land use and condition.
 2. Natural conditions; topography, soils, hydrology.
 3. Condition of structures.
 4. Parks, recreation and social services - inventory of facilities and programs.
 5. Infrastructure - Utilities and city services.
 6. Transportation and traffic analysis, including:
 - a. Traffic volumes and projections.
 - b. Accident statistics.
 - c. Parking demand and supply.
 - d. Mass transit - existing, proposed.
 - e. Relationship of traffic improvements to other parts of Model Cities and City and Highway system, etc.
 7. Relationship of Union Avenue to other Model Cities and City programs and projects.
 8. Physical appearance and aesthetic quality.
 9. Social factors:
 - 1) Demographic characteristics - Union Avenue and adjacent areas. Demographic (income, crime, accident rates, and health care.)
 - 2) Existing social services and agencies.
- c. Identify all of the existing programs, recommendations and proposals dealing with Union Avenue redevelopment.
- d. Document recommendations.

e. Define the relationships between the various recommendations and those responsible for implementing each element.

f. Establish a general planning strategy for accommodating the redevelopment program. This will set the scope and framework for the redevelopment but will not set the details or specifics for the various elements. (For example: 1. Union Avenue as a transportation corridor must be redesigned and reconstructed. The concept plan may suggest some preliminary design alternatives and relationships with adjacent land use activities but it will not detail specific design solutions, 2. An array of manpower training and job placement programs will be needed. The concept plan will set overall policy and coordination of manpower programs but will not delineate the specific actions.) The concept plan will set the policies and guidelines for the redevelopment of Union Avenue. In addition, it will identify the needed programmatic and project elements. These will include:

1. Intensity of development and zoning patterns.
2. Relationship to adjoining uses and activities.
3. Traffic circulation and projected volumes.
4. Parking - location, access and circulation.
5. Mass transportation - plans and provisions.
6. Pedestrian circulation and crossing.
7. Architectural and development guidelines.
8. Tax assessment and financing policies.
9. Financing feasibility and staging.
10. Economic and market feasibility relating to specific development projects. Set economic development strategies.
11. Phasing program.
12. Organizational and institutional requirements.
13. Identify manpower requirements, set employment and training guidelines.
14. Establish public facilities program including: Parks & recreation, community health, referral programs, school and library programs.
15. Management and operational requirements.

16. Identify specific programs and project elements and the responsible bodies for carrying them out.
 - g. Evaluate the Concept Plan and its elements against three evaluation criteria:
 - * Goal achievement - how well are the set goals and objectives satisfied.
 - * Impact on the community - the positive and negative impacts such a program will have and the Model Cities Program and the City @large.
 - * Feasibility (Economic and political) - The stakes and costs of such a program are very high. The investment of such resources in a concentrated area means that public exposure will be high and mistakes and failures as well as success will be open to public scrutiny.
 - h. Set policies, guidelines and criteria. These policies, and guidelines will guide the future of development along Union Avenue. These policies, etc. will relate to the plan elements defined above and will provide the basis of the development plan adopted by the city and the various responsible agencies and groups.
 - i. Presentation, approval and adoption of the Union Avenue Development Plan. The plan will be formally presented for approval and adoption by: Model Cities, P.D.C., H.R.B., P.C.P.C., City Council, CRAG, MEDIA, PEDCO, OSHD, D.O.T., H.U.D., H.E.W., etc. The adopted plan will function as a legislative document, similar to an Urban Renewal Plan, in guiding and authorizing the redevelopment. However, it will differ in that it will provide policy and guidance to several agencies and groups. Each responsible agency will then develop their own special programs and projects using their normal legislative authority and structure. The Union Avenue Redevelopment Plan and Staff will provide the necessary coordination, political clout, and project management to carry the program through to completion.

5. Individual program and project implementation:

With the Development Plan to set the guidance, many of the individual programs and projects can be self-initiating and can function on their own time frame. However, several key programs and projects are closely related and must be carefully coordinated if the entire program is to be successful. These key elements would include: Transportation and trafficways improvements (highway improvements through the Highway Department, CRAG, City engineer, and public mass transit planning and improvements through Tri Met, the Highway Department, etc.); adjacent area redevelopment plans and land acquisition through the Planning Commission and Development Commissions and Manpower

training and placement programs to coincide with the above. To accomplish all this with matching federal funds under the existing categorical programs would be possible but difficult. Under the new federal program of community development revenue sharing, such a program as the redevelopment of Union Avenue would be much easier to carry out, primarily because the city would then have the responsibility of identifying priorities, setting project description, and initiating projects and programs. In addition to community development revenue sharing funds, categorical funds through the Bureau of Human Resources (for Manpower programs, etc.), and Highway funds through the State Highway Department, would be necessary in order to carry out the full implementation of the Union Avenue program.

One of the first prerequisites, however, for insuring implementation is to receive the necessary approvals and priorities of both Model Cities, the city, regional, and state agencies necessary if this program is to proceed. Specifically, it would be necessary for Model Cities to designate the Union Avenue redevelopment program as the highest priority for funding under Model Cities. To some extent this is going to mean changing priorities of the Neighborhood Associations and the Model Cities Planning board. The tremendous commitment of energies and resources necessary to fully develop Union Avenue will mean shifting attentions from some projects and programs now underway. In addition, the City and CRAG must acknowledge the importance of Union Avenue redevelopment in order to receive federal funds for any highway or mass transit improvements that would occur along Union Avenue.

There are several other programs, either ongoing or being considered, that would have an important impact on the improvements on Union Avenue. It is important that in the beginning of the Union Avenue redevelopment program to identify and take advantage of other activities. Some of these would include the Model Cities itself with the many social, economic, and physical programs and projects carried on by that agency. Another important resource is the Neighborhood Development program. All five of the neighborhood planning areas abutting Union Avenue now have underway or will soon have NDP programs. All existing NDP programs exclude property immediately adjacent to Union Avenue. It is important that in the planning and development of Union Avenue that careful consideration be given to programs and actions underway in each of the neighborhoods, and to make a careful and serious attempt to use Union Avenue as a bridge, that does not now exist, between the East and the West halves of the Model Cities district.

There has been some consideration recently of attempting to put together a "New Town - in Town" proposal for a majority of the Elliot Neighborhood and including some parts of Boise/Humboldt and King/Vernon/Sabin. While no great amount of activity has yet occurred in attempting to put together a "New Town - in Town"

proposal, it is important to consider that option and to consider the possible inclusion of Union Avenue in such a proposal if one were developed. In order to accomplish this, a central coordinating staff must function with the freedom and authority to represent the legislative body. This central staff must be able to set the time frame and scheduling of key project elements. In order for such a process to work the following structure is suggested for key programs and project elements.

a. Identification of key project elements . Even during the preparation of the Development Plan, key elements of the plan will be identified and work begun on preparation of detailing and implementing them. For instance, in order for Union Avenue to receive federal and state matching funds for highway improvements, it must be established as a high priority item by the City, CRAG, and the State Highway Dept. Establishing this priority rating and receiving the appropriate commitments may begin well before the development plan is completed.

b. Organizing key element project staffs. As key elements are identified and the approvals granted, project staffs would be assembled from the staffs of the responsible agencies. These staff would:

1. Be housed in the project office.
2. Have as their sole responsibility the key element for which they were assembled.
3. Receive overall policy and administrative direction from the development coordinator.

c. These key element staffs would be responsible for:

1. Detailed program and project planning, design development, phasing, construction, and implementing supervision, etc.
2. Construction and implementation documents and project descriptions.
3. Project administration and supervision.

B. Staffing:

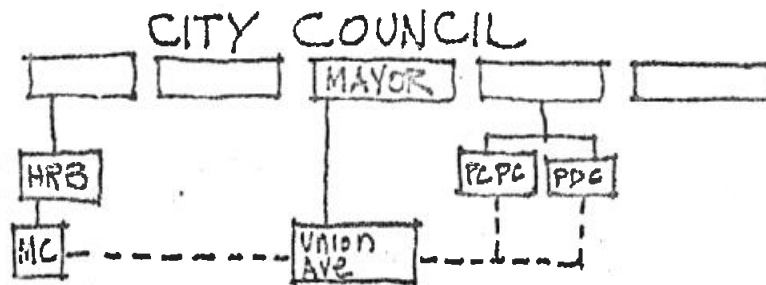
As described earlier, in order for such a development program to function there must be established a central staff with the responsibility for overall project programing, planning and organization.

1. Responsibility:

More specifically, the central staff would have responsibility for: Involvement of citizens and community groups, goal and priority setting, policy setting, and recommendations, negotiations with interest groups, development plan documents, legislative approvals and actions, project coordination and administration.

2. Structure:

In order to affectively carry out these responsibilities, the central staff must have the autonomy and authority to go beyond the limits of any existing agency or body, yet it must at the same time operate from a position of strength to carry out its mandate. To accomplish this the following organizational structure is suggested.



The Union Avenue Redevelopment Program staff will operate as a separate staff function out of the Office of the Mayor. This will provide the necessary political commitment and clout needed to insure success. The Union Avenue staff will work directly with Model Cities, Portland City Planning Commission, and the Portland Development Commission and their staffs. Responsibility will, however, be to the Mayor. There is implicit in this a commitment to work very closely with the Model Cities structure and to employ the resources and work accomplished to date by Model Cities and their staff.

3. Roles and functions. It is anticipated that to adequately handle a project of this magnitude, a central staff of three people will be necessary. Each of these three will have a different expertise and a different role to play, yet, they should operate as a close knit team since their functions will overlap.

a. Coordinator/Expeditor. The key position on the staff. It is the coordinator who will report to the Mayor and who must therefore have the Mayor's (and other members of council) complete faith and trust. He will be responsible for coordination and governmented units, agencies, and interest groups. He must be able to negotiate, cajole, and pressure the necessary actions without antagonizing or alienating. He must be aggressive without being pushy. In addition to initiating the original commitments and agreements, the coordinator will be responsible for the liaison between the overall redevelopment program and projects carried out by involved agencies and groups.

b. Planner/Programmer. The planner/programmer must have a working knowledge of Model Cities and other agency programs, projects and their strengths and weaknesses. This is not just a physical planning project; the real test of success is going to be the impact of this project on jobs, new business, improved economic climate, and improved attitudes towards what is possible. This means anticipating the non-physical

spin-offs and capitalizing on them. The planner, in addition, to providing direct technical competency in program and plan development will have to administer and coordinate subordinated planning assistance such as market analysis, economic feasibility, transportation planning, etc. These services may be provided either by staff or contracted to consultants.

c. Community Organizer. The community organizer will play a key role because the full support and participation of the community will be necessary if Union Avenue redevelopment is to be achieved. To some extent this is going to mean changing the priorities of the Model Cities neighborhood associations. Also weak community involvement often means weak projects. Existing programs and projects in Model Cities have suffered from a lack of community organization staff assigned to them. Only the Development Commission through the establishment of Neighborhood Offices to facilitate their N.D.P. programs has successfully employed the community organizer for implementing projects.

The staff positions could be filled by 1) borrowing from other agencies, 2) hiring directly or, 3) contracting with private consultants. The coordinator/expeditor should probably be hired directly simply to legitimize the project. The other two positions could be filled by whichever means best suited the circumstance. The emphasis should be on the quality of personnel and not on the convenience of filling the position. As the redevelopment program gets underway and key element projects are identified and staffed, it would become the responsibility of the central staff to provide administration, coordination, and liaison to the various program elements.

TIMING OF THE PROJECT

The initial phase of the project, the preparation of the Development Plan, would require the efforts of the central staff and technical assistance on an as-needed basis. The Development Plan should be completed within six months. An additional six months would be required for the necessary negotiations, and approvals. During this period and the following year, some key element projects could be started. It will probably require a minimum of two years before any substantial implementation (construction) can begin. Once construction has commenced three to five years will be required for project completion. Economic redevelopment along Union Avenue and spin-off programs such as housing, community facilities, Manpower programs will hopefully continue on for several more years.

PROJECT COSTS

During the first 1 1/2 to 2 years the costs of Development Plan preparation and project initiation and administration will have to be borne as front end costs by the sponsoring agencies. After that the administrative and planning costs can probably be covered as "project costs" and borne by

funded key element projects. The assumption is, therefore, that the operating costs for the first two years for the central staff would have to be carried by the City and its agencies. A preliminary cost estimate suggests the following:

Coordinator/Expeditor - salaried	±	\$16,000 - \$20,000/year
Community Organizor - salaried		\$12,000 - \$15,000/year
Planner/Programmer - salaried		\$14,500 - \$18,000/year
Technical assistance - consultant services		\$30,000 - \$40,000/year
Overhead and expenses -		\$ 8,000/year

TOTAL COSTS \$80,000 - \$100,000/year

2 year total \$160,000 - \$200,000/year

Some of these costs may be picked up through 701 planning grants or through community development revenue sharing as project development costs. Otherwise, they will be funded by one or a combination of the following:

1. Directly from the general fund as a special project.
2. As a line item in the budgets of existing agencies. i.e. Planning Commission, Development Commission, Model Cities, etc.
3. From Model Cities supplemental funds.

A. PROJECT INFORMATION

1. Project title Union Avenue Redevelopment Project
2. Project category _____
3. Project status New Substantially revised
 Continuing Date first funded _____
4. Project no. 33-08 Previous project no. _____
5. Contract term December 1, 1973 to June 30, 1974
6. Operating Agency (O/A) City of Portland
 Address Office of Planning and Development-City Hall
 Director Gary Stout Telephone 248-4579
 Legal status City Dept. Other public agency
 Private (nonprofit) Private (for profit)
 Other _____
 Authorized signature(s) _____
 (Attachment 1) _____

7. Project office (if different from operating agency)
 Address _____
 Director _____ Telephone _____

8. Funding recap

AY	Model Cities Supplemental	Categorical	Other	Total
1				
2				
3				
4	50,000		220,500	270,500
5				

9. Model Cities responsibilities
 Working Committee Community Development
 Staff Planning Component Physical Component.
 Staff Planner Tim Nolan, Mike Lyons
 Staff Evaluator _____

B. PROJECT DEVELOPMENT

1. Statement of Concern. Union Avenue is the focal point of Model Cities. It is the major corridor for traffic circulation through the Model Neighborhood. It is the visual focus of the neighborhood, both for residents and for those traveling through Model Cities. It's blighted condition and continuing deterioration has an economically frustrating and psychologically demoralizing effect on the Model Cities program. Until very recently Union Avenue had been excluded from virtually all of the planning and project development underway in Model Cities. It is not a part of any of the neighborhood plans or the NDP programs now underway. There is little relationship between the improvement programs underway in the planning areas in Model Cities and any existing efforts to improve the conditions of Union Avenue. Yet without significant improvements along Union Avenue, the Neighborhood Associations can never fully implement their plans or programs for neighborhood improvement.

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3. Economic - Little rejuvenation has occurred recently; many businessmen can neither afford or are willing to make financial investment along Union Avenue. Bringing about the economic revitalization of Union Avenue will require substantial resources both from the public and private sector. First, realistic development programs must be put together and then the resources for carrying them out must be found.

2. Purpose and objectives. The primary goal of the Union Avenue Redevelopment Project is to improve the physical, social, and economic environment of Union Avenue corridor. The following are the specific objectives of the project: to develop a comprehensive redevelopment plan for Union Avenue; and, to initiate specific redevelopment activity within the Union Avenue corridor.
3. Strategy. In order to achieve the first objective, the development of the redevelopment plan, two strategies will be employed -- the establishment of a project direction team and the development of the various phases of the redevelopment plan. Under the area of project direction, ultimate responsibility for the redevelopment project rests with the City, specifi-

cally the Administrator of the Office of Development and Planning. Actual project management will be handled by a planning team, composed of a full-time Project Coordinator and Community Organizer and a part-time transportation planner and social planner. To assist the project managers in planning and to make the necessary decisions during the development of the plan, a Union Avenue Redevelopment Steering Committee will be established. Members of the Steering Committee will be appointed by the Mayor and will represent the major participants in the redevelopment project. In order to assist the Steering Committee to review and monitor the work of the planning team, subcommittees will be established in the areas of transportation, land use, economic development, manpower, community involvement, social services, and housing. Suggested membership composition and responsibilities are described in the Detailed Workslope, Part I, pg. 14. With the selection of a project direction team, the second, strategy, development of the various phases of the redevelopment plan, will be initiated. Plan phases will include:

- A. Problem Identification
- B. Goal Setting
- C. Inventory and Analysis
- D. Solution Statements
- E. Concept Alternatives
- F. Plan Revision and Adoption
- G. Implementation

These phases are fully described in Attachment 1, Detailed Workslope, (Part II).

In order to achieve the second objective, initiating specific redevelopment activity within the Union Avenue corridor, the redevelopment team with PEDCO and MEDIA would begin to initiate specific redevelopment activity. PEDCO, working in conjunction with the Development Commission, would prepare a land acquisition package and financing package, and negotiate for a developer or development group to carry out a project. MEDIA would have the responsibility of working with PEDCO and the developer in arranging for minority equity and management participation as well as providing direct service assistance to aid businesses in getting established and becoming self-sufficient. The appropriate social service agencies would be contacted to set up programs, find sites, and arrange for funding to implement the planned social and manpower programs including especially the phasing necessary to establish apprenticeships in the construction trade unions. The relocation program should be set in motion, with target areas identified and the mechanisms developed for initial contact with residents and businessmen who would be affected. Informative contact with the community should be made to initiate community financial participation. Activities of LEAA and the Crime Prevention Bureau programs affecting the project should be coordinated. Program priorities, time frame and scheduling of related project elements are described in Attachment 1, the Detailed Workslope (Part III, pg.28). A breakdown of certain projects that could be initiated during the first year of the redevelopment plan are presented as Attachment 5.

4. Beneficiaries. The Union Avenue Redevelopment Plan is a comprehensive program for Union Avenue that would reach across the boundaries of the Model Cities Program and would touch many of the bureaus and agencies of the City, the metropolitan area, and the State that deal with community development. This is not intended simply as a physical improvement program for Union Avenue, or simply as a means of improving Union Avenue as a carrier of automobile traffic. It is intended as a far-reaching program that would benefit the community by addressing these issues as well as employment and employment training

programs, community facilities, improved social service programs, housing construction, improved commercial-retail facilities, improved business climate.

C. PROJECT DESCRIPTION

1. Content. The plan for the redevelopment program contains eight (8) distinct but interrelated functions and corresponding activities.

Function 1. Establish a program of community involvement.

- Activity
- 1-1 Select Steering Committee
 - 1-2 Inventory existing community groups
 - 1-3 Contact community groups
 - 1-4 Develop structure for citizen participation
 - 1-5 Review applications for subcommittee members, select subcommittee members
 - 1-6 Establish operating procedures with subcommittees

Function 2. Problem Identification

- Activity
- 2-1 Define assets and liabilities
 - 2-2 Document earlier studies
 - 2-3 Define scope and magnitude of problems
 - a. assess community attitudes
 - b. define factual problems
 - 2-4 Define spin-offs and functional relationships
 - a. brainstorm spin-off effects
 - b. identify problems/opportunities of relationships

Function 3. Set goals and objectives

- Activity
- 3-1 Subcommittees set goals and objectives for their areas of interest
 - 3-2 Define discrepancies; resolve conflicts
 - 3-3 Set priorities
 - 3-4 Conduct public review of goals, objectives, priorities

Function 4. Plan Components

- Activity
- 4-1 Inventory and Analysis
 - a. Inventory and data collection (existing conditions)
 - a-1 inventory of existing land use by type and conditions
 - a-2 natural conditions
 - a-3 condition of structures
 - a-4 infrastructure
 - a-5 transportation and traffic analysis
 - a-6 mass transit service
 - b. Analysis
 - b-1 determine life span and rehabilitation potential
 - b-2 determine adequacy of existing infrastructure
 - b-3 determine demand patterns for highway and transit improvements
 - b-4 determine constraints to development
 - b-5 determine need for development regulations
 - b-6 determine need for relocation assistance
 - 4-2 Analysis of proposals, plans and projections
 - 4-3 Economic background and data base
 - a. identify and analyze population and economic trends

- b. examine land use patterns and trends
- c. analyze regional commercial and residential market demands
- d. analyze zoning and other public regulations
- 4-4 Land use market analysis
 - a. examine existing inventory of land use types
 - b. analyze historic development
 - c. indicate occupancy types and trends
 - d. determine vacancy rates
 - e. examine customer surveys and retail sales estimates
 - f. forecast need for additional land use development; include volume projections for retail sales
- 4-5 Analysis of plans, proposals, etc.
- 4-6 Social conditions and resources
 - a. analyze existing manpower programs
 - b. analyze existing relocation programs
 - c. examine existing social service facilities and service demands
 - d. analyze implications of other aspects of the project for social policy planning
 - e. identify social problems of concern to investors, businessmen, residents
- 4-7 Analyze plans and guidelines

Function 5. Solution Statements

- Activity 5-1 Physical plan solution statements
 - a. relationship of development to adjoining uses and activities
 - b. traffic circulation
 - c. mass transit
 - d. pedestrian circulation
 - e. development regulations
- 5-2 Economic component solution statement
 - a. conflicts with rehabilitation and reuse of existing structures
 - b. legislative and taxing problems
 - c. management and operational requirements
 - d. structures for equity participation and/or CDC
 - e. provision for minority entrepreneurship
- 5-3 Social program solution statements
 - a. minority entrepreneurship program
 - b. provision of social services
 - c. crime prevention programs
 - d. provisions for community participation
 - e. residential and commercial relocation assistance
- 5-4 Subcommittee review of solution statements

Function 6. Preparation of Concept Plan Alternatives

- Activity 6-1 Review of solution statements for conflict, overlap, impacts
- 6-2 Develop plan and program configurations
- 6-3 Prepare plan alternatives
- 6-4 Prepare preliminary relocation program
- 6-5 Steering Committee and Subcommittee Review
- 6-6 Evaluation of concept plan alternatives
 - a. goal achievement
 - b. impact
 - c. feasibility

Function 7. Development of Redevelopment Plan

- Activity 7-1 Review of Steering Committee recommendations
- 7-2 Preparation of Draft Plan
 - a. physical, economic, social, programs, policies, guidelines
 - b. management and operational requirements
 - c. assign major public/private responsibility
 - d. delineate steps necessary for project implementation
- 7-3 Review by Steering Committee and subcommittee
- 7-4 Revision of draft plan
- 7-5 Submission of plan to City Council

Function 8. Implementation

- Activity 8-1 Prepare detailed plans
- 8-2 Select sites
- 8-3 Prepare detailed market feasibility studies
- 8-4 Prepare land acquisition and financing package
- 8-5 Negotiate for developer or development group
- 8-6 Initiate community equity participation
- 8-7 Contact appropriate social agencies for implementation plans and programs
 - a. minority entrepreneurship
 - b. manpower programs
 - c. social services
 - d. crime prevention programs
 - e. detailed relocation program
- 8-8 Coordination of key elements
 - a. identify key elements
 - b. establish time frame and scheduling for key element projects
 - c. organize key element project staffs
- 8-9 Initiate highway and transit improvements
 - a. short term traffic improvements
 - b. detail engineering and design studies
 - c. environmental impact statement
 - d. preparation of grant application for highway improvements
 - e. short term transit improvements
 - f. preparation and filing of grant application transit improvements

2. Operation. Anticipated duration of the planning phase of the project is 6-9 months. Although the complete implementation phase is estimated to take 7-10 years, implementation of some specific projects on Union will be initiated during the planning phase (see Attachment 5). As was explained in Section B. 3, Strategy, the primary project direction team is composed of three elements: the planning team, Steering Committee, and various technical sub-committees. Additional technical assistance will be secured from the neighborhood planners, Model Cities staff and other agencies and bureaus of the City;

e.g., PCPC, PDC, PEDCO, MEDIA, Inc., BHR, BNP, BCP. On-going staff training will be performed in-house. Organization chart and staff descriptions for the full time professional positions are contained in Attachment 2.

3. Timetable. Timetable is presented as Attachment 3.

4. <u>Funding</u> .	Estimated total budget	\$270,500
	Model Cities funds	50,000

During the first 1 1/2 years, the costs of Development Plan preparation and project initiation and administration will have to be borne as front end costs by the sponsoring agencies. After that the administrative and planning costs can probably be covered as "project costs" and borne by funded key element projects. The assumption is, therefore, that the operating costs for the first two years for the central staff and would have to be carried by the City and its agencies. To date, \$270,500 in cash and in-kind contributions have been secured. Attachment 4 lists those sources and amounts of funding for the project. Additional costs may be picked up through 701 planning grants or through community development revenue sharing as project development costs.

5. Administration. The Operating Agency for the project will be the Office of Planning and Development and will have ultimate responsibility for development and implementation of the redevelopment plan. The function of the office is to coordinate the present activities of the City Planning Commission, the Bureau of Buildings, and Portland Development Commission. Since these agencies will participate directly in the project, it is appropriate for the Office of Planning and Development to be the operating agency in order to ensure coordination.

6. Resident Employment. Preference in hiring will be given to all Model Neighborhood residents for the positions listed in the Project Description. Specifically, one of the two administrative positions shall be filled by a Model Neighborhood resident. During the planning phase of the project, manpower programs and strategies for implementation during the redevelopment phase will be developed in order to ensure that there will be specific training programs for Model Neighborhood residents for jobs created by redevelopment activity. The Addendum to the Work Scope elaborates more fully on the responsibility for and the development of manpower training programs for redevelopment activity.

7. Citizens Participation. Since the plan's inception, citizen involvement has been solicited through the Citizens Planning Board and its Community Development Working Committee. Because the full support and participation of the community will be necessary if Union Avenue redevelopment is to be achieved, the detailed workscope identifies a full time Community Organizer position. This person will be responsible for setting up a structure for citizen participation according to a process-oriented model. It will be the job of the community organizer to promote the involvement of the community-at-large both through liason with the Model Cities neighborhood associations and through direct contact with individuals and non-affiliated community groups. Contact will be in the form of public information, requests for public opinion feedback and possibly through locating places for direct, citizen-initiated projects. Formal participation in the project's decision making process will be obtained through a Steering Committee and various sub-committees. The Steering Committee will represent the major participants in the redevelopment project, and will require a commitment to participate from the members who must have the authority to represent their respective bodies and to make decisions. The Steering Committee will be assisted in reviewing and monitoring the work of the planning team. In the interests of developing adequate contact with members of the community and other groups concerned with the Union Avenue project, all sub-committees would have open meetings and make an effort to invite testimony from the public as part of their review process. The membership of each subcommittee would be

composed of both individuals with recognized expertise in the sub-area of study and lay people from the community. A detailed explanation of the citizen participation component of the project is provided in Attachment 1, Detailed Workslope, Part I.

8. Coordination. The original intent of Model Cities program was to exemplify how coordination between agencies and departments could take place to create improvements not within the scope of any one agency, or institution. In that context, the Union Avenue Redevelopment proposal is an excellent opportunity then to carry out the manifest responsibility of the Model Cities Program and of the City to make that program a success. Under the direction of the Office of Planning and Development, the planning team, in conjunction with the Steering Committee, will be responsible for project coordination. The Planning team will be responsible for actual project management including: plan preparation; initiating participant commitment to the plan, and maintaining liason between the overall redevelopment program and projects carried out by involved agencies and groups. The Planning Team will work closely with the Steering Committee which will establish policy and guidance for the redevelopment plan, provide a review mechanism for aspects of the planning program, maintain formal communications with the involved agencies and will advocate the initiation and carrying out of specific aspects of the redevelopment program.

Many of the individual programs and projects can be self-initiating and can function on their own time frame. However, several key programs and projects are closely related and must be carefully coordinated if the entire program is to be successful. These key elements would include: transportation and trafficways improvements (highway improvements through the Highway Department, CRAG, City Engineer, and public mass transit planning and improvements through Tri-Met, etc.); adjacent area redevelopment plans and land acquisition through the Planning Commission and Development Commissions and Manpower training and placement programs to coincide with the above.

9. Evaluation and Monitoring. Continuous monitoring of the project planning phases, the implementation of specific programs during the planning phase, and the planning team will be undertaken by the Steering Committee and the various technical subcommittees. Concept plan alternatives and their individual elements will be evaluated against three criteria: (1) goal achievement (how well were the project's goals and objectives satisfied?), (2) impact on community (what positive and negative impact would the program have on the Model Cities program, the community and the city at large?), (3) feasibility (economic and political). Based on this evaluation, recommendations would be made to council with specific policies, guidelines and criteria for the redevelopment of Union Avenue in the form of a redevelopment (urban renewal) plan. These policies would relate to plan elements defined above and would provide the basis for detailed development plan preparation and implementation.
10. Continued Planning. The Steering Committee will be assisted in its review and monitoring of the planning team's work by subcommittees which will be established in the various project areas. The purpose of the subcommittees will be to provide technical expertise to the Steering Committee as an aid to monitoring the progress of the planning team and to reviewing the work of the planning team at key review points. Continuous planning will be

provided through regular subcommittee review reports and comments presented at Steering Committee meetings. The first review point is after the development of Goals and Objectives. The second is after the completion of the data collection and analysis for the three planning elements. The subcommittees will review the written reports from their particular perspective, according to their goals and objectives. Their written comments will be presented to the Steering Committee within a specified time period. The third review point is after the completion of the solution statements. The subcommittees will again prepare written comments, paying particular attention to those areas where the solution statements of the three elements correlate or overlap or where there are potential conflicts between the elements.

D. PROJECT SUMMARY

The Union Avenue Redevelopment Project seeks to improve the physical, social, and economic environment of Union Avenue corridor. Additionally, the project will demonstrate how coordination between agencies and departments may take place to create improvements not within the scope of any one agency, or institution. The project encompasses both the development of a comprehensive redevelopment plan for Union Avenue and the initiation of specific redevelopment activity within the Union Avenue corridor.

E. ATTACHMENTS

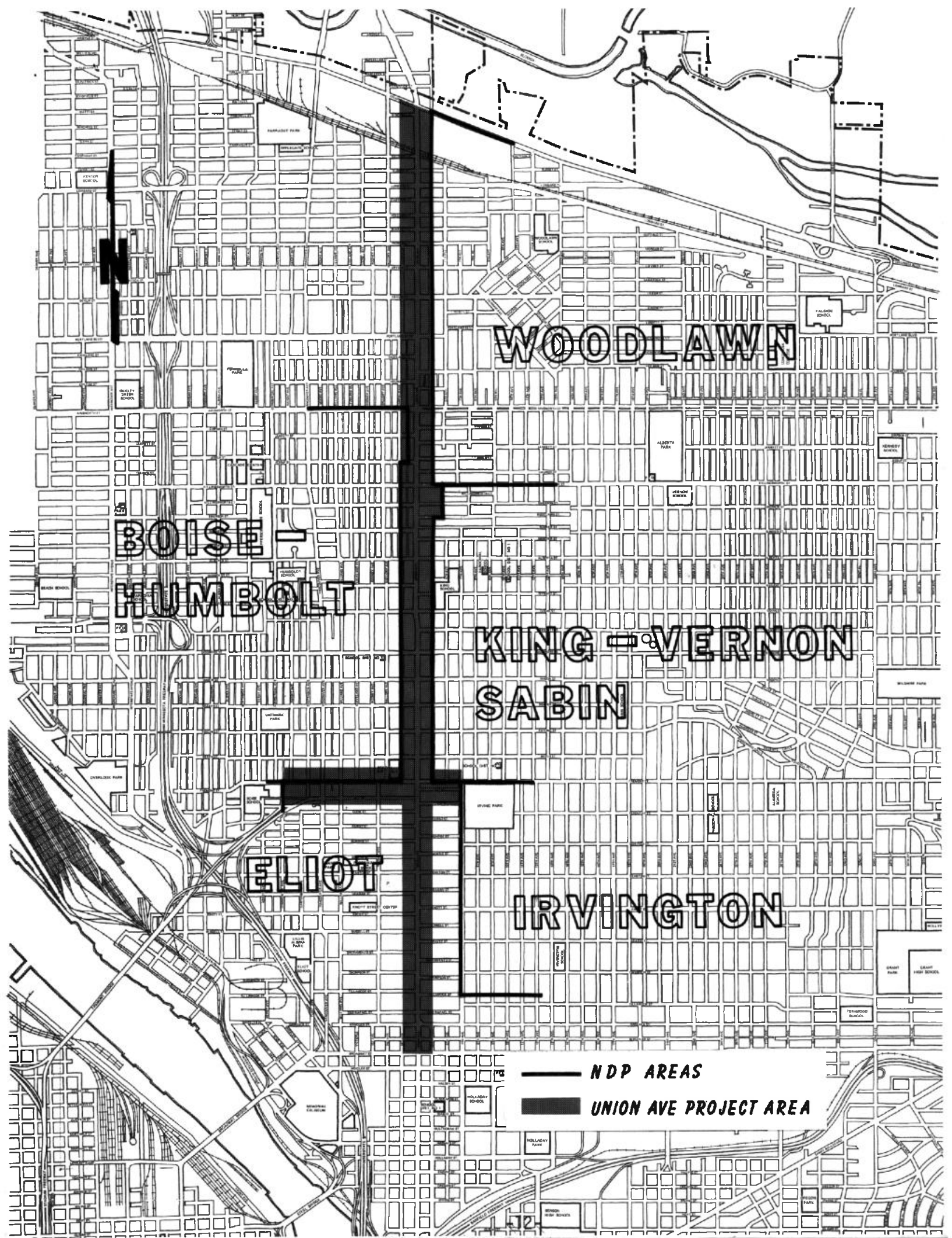
1. Detailed Worked Scope and Addendum
2. Organization Chart and Job Descriptions
3. Time Table
4. Cash and In-Kind Sources of Funding
5. Feasible Projects During the Planning Phase

F. BUDGET. Forms CDA 091A, 092A, and 093A, follow the attachments.

1. Previous Applications. This is a new project and no previous application has been made.
2. Maintenance of Effort. In no way is this project a substitution or duplication for a local effort that seeks to achieve similar goals.

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WOODLAWN

BOISE -
HUMBOLT

KING - VERNON
SABIN

ELIOT

IRVINGTON

— NDP AREAS
■ UNION AVE PROJECT AREA

ADDENDUM

On October 16, 1973, the Citizens Planning Board approved the project description for the Union Avenue Redevelopment Project with the following amendment:

"The Union Avenue Redevelopment Project be approved with the stipulation that an addendum to the proposal be included which states explicitly that a training program be implemented for Model Cities residents and which also guarantees that one of the two administrative positions be a Model Cities resident and that adequate relocation benefits be made available to persons displaced by the project."

The following references are taken directly from the detailed workscope for this project:

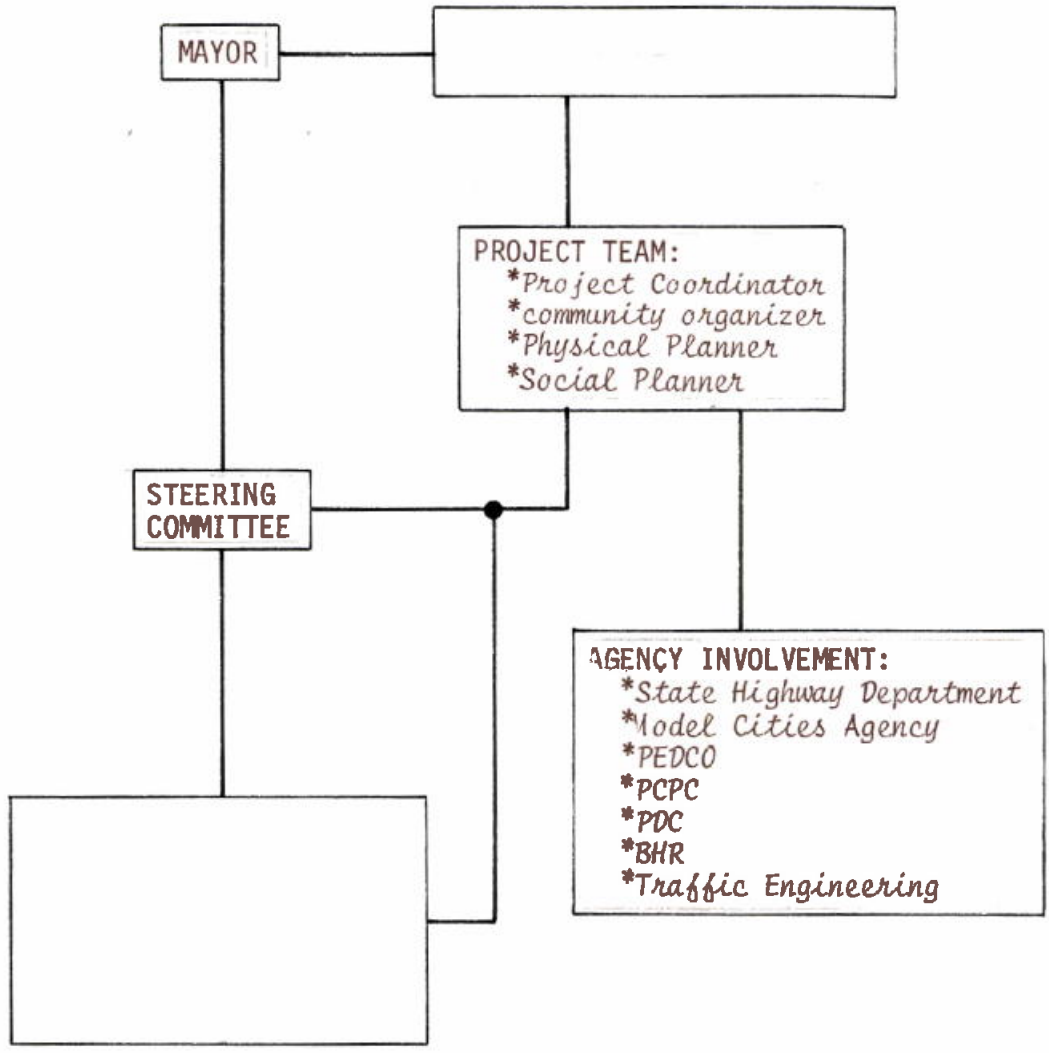
1. On Page 2 of the workscope(page 14 of the project)
A goal of the Union Avenue Redevelopment Project is to ensure business and employment opportunities for area residents.
2. On Page 12 of the workscope(page 24 of the project)
Manpower planning must be specifically included in the project if the commercial and economic redevelopment is to have a beneficial effect on the residents of adjacent neighborhoods and,

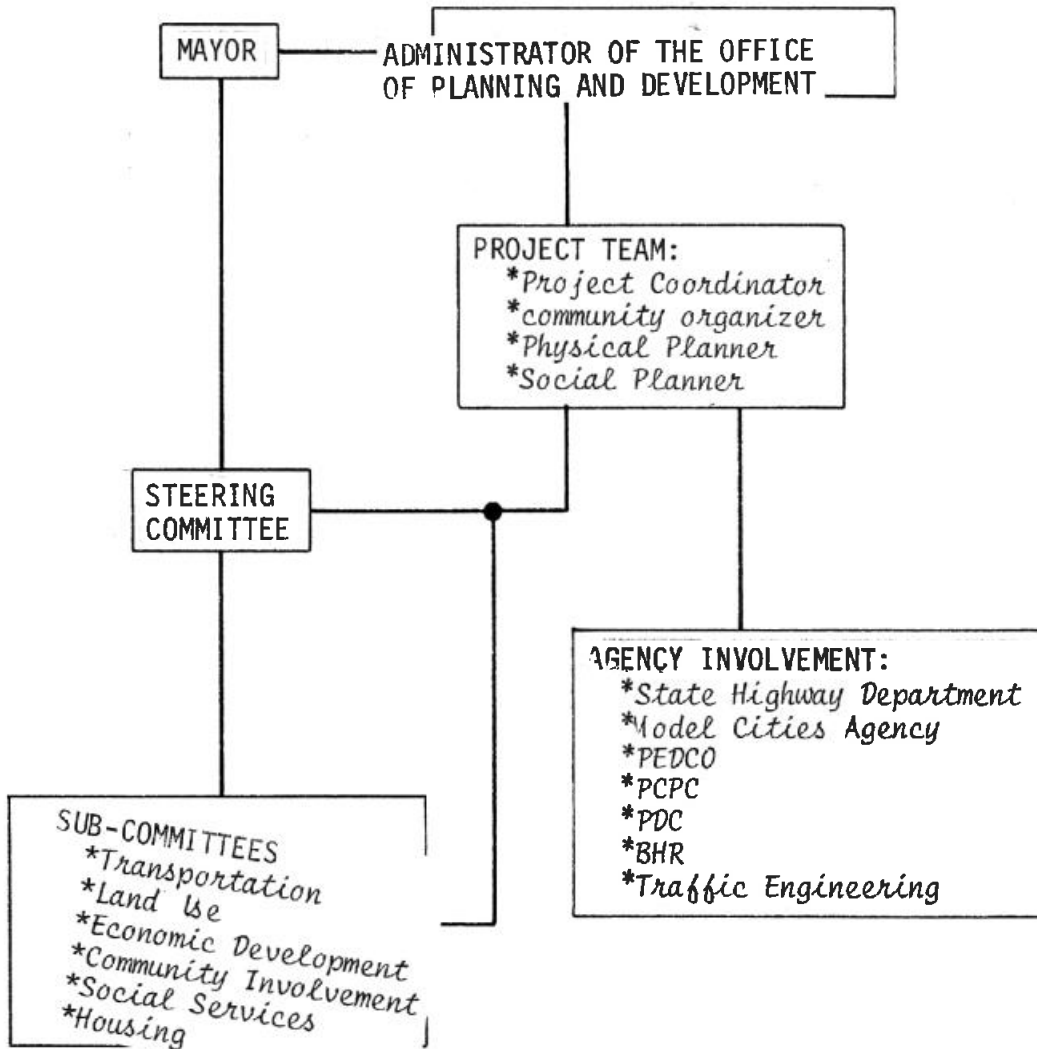
A review of existing material would include an analysis of existing manpower programs throughout the metropolitan area. Specifically this should include a description of the programs as well as an evaluation of their effectiveness. Manpower development should be understood in a broad context of job training and placement, apprenticeships, skill training, and employment mobility programs, as well as programs to develop and support minority entrepreneurship in terms of management skills, trade associations and other personnel resources.

Upon acceptance by the City of the Union Avenue Redevelopment Program, the Manpower coordinator for the City of Portland, shall be responsible for insuring that the planning phase includes manpower programs and strategies for implementation during the redevelopment phase. In keeping with the spirit of the workscope above and the amendment included by the Citizens Planning Board, the City shall ensure that there will be specific training programs for jobs created by the redevelopment activity. In addition, the Manpower component shall include placement programs to assure Model Neighborhood residents entrance into trade unions, special skill training, and employment mobility programs, all of which shall be designed to fully accomplish the goal of providing significant employment opportunities for Model Neighborhood residents.

In order to ensure that one of the administrative positions is filled by a Model Neighborhood resident, the project description has been amended requiring this condition which is reaffirmed by this addendum.

Finally, it is specifically agreed by the City if this project is adopted, that the provisions and requirements of the 1970 uniform Relocation and Real Properties Acquisition Act as amended shall be fully available to any person, family, or business displaced as a result of project activity.





Job Descriptions

PROJECT PLANNING COORDINATOR

I. RESPONSIBILITIES

Overall coordinator of the project planning team who reports directly to the Mayor and Administrator of the Office of Planning and Development. Responsible for both the project planning and implementation phases of the redevelopment program. Responsible for coordination of governmental units, agencies, and interest groups. Responsible for liason between the overall redevelopment program and projects carried out by involved agencies and groups.

II. EXAMPLES OF DUTIES

Coordinates the planning and implementation of all work tasks in the redevelopment plan Workslope. Develops and maintains effective working relationship between project planning team and the Steering Committee and various technical subcommittees. Coordinates all activities of contracted services and in-kind contributions for the project with the various functions and activities of the workslope.

III. QUALIFICATIONS

Ability to organize and direct a technical staff in the development of the planning and implementation phases of the project. Ability to communicate with technical staff, representatives of local government, involved agencies, and interest groups.

IV. TRAINING AND EXPERIENCE

Bachelor's degree in Urban Planning or a related field. Three years' experience in program planning, administration, and evaluation.

COMMUNITY ORGANIZER

I. RESPONSIBILITIES

Under the direction of the Project Planning Coordinator, responsible for establishing and maintaining a structure of citizen participation and community involvement in the redevelopment plan. Responsible for providing an effective and meaningful program of public information for residents of Model Cities and the general public.

II. EXAMPLES OF DUTIES

Develop a structure for citizen participation according to the process-output model. Define roles and responsibilities of the Steering Committee and the various technical subcommittees. Together with the Steering Committee, assists in the development of citizen monitoring and evaluation techniques of the various functions of the project. Maintains liaison with community organizations and other groups in the area who have an interest in the redevelopment project. Conducts all surveys and public opinion polls connected with the project.

III. QUALIFICATIONS

Ability to solicit and encourage widespread community participation in redevelopment plan. Ability to communicate elements of plan to professionals, citizens, and public information sources.

IV. TRAINING AND EXPERIENCE

Three years of progressively responsible experience in community involvement programs. Administrative experience and a college degree in Social Work, Urban Studies, or a related field is preferred.



TIME TABLE

Attachment 3

DATE Oct. 4, 1973

ACTIVITY	Nov	Dec	Jan 1974	Feb	Mar	Apr	May	June					
Function 1	Establish a program of community involvement												
Function 2	Problem identification												
Function 3	Set goals and objectives												
Function 4	Plan Components												
	Physical Inventory Analysis												
	Economic Inventory Analysis												
	Social Inventory Analysis												
Function 5	Solution Statements												
	Physical												
	Economic												
	Social												
Function 6	Preparation of Concept Plan Alternatives												
Function 7	Development of Redevelopment Plan												
Function 8	Implementation of Doable Projects												

-45-

Attachment 4. Cash and In-Kind Sources of Funding

<u>Sources</u>	<u>Cash</u>	<u>In-Kind</u>
Model Cities	\$50,000	Ø
PEDCO	15,000	Ø
PCPC	Ø	8,000
PDC	Ø	8,000
Bureau of Human Resources	Ø	2,500
Traffic Engineering Bureau	Ø	1,500
Federal Aide to Urban Arterials Funds	186,000	Ø
	<u>\$251,000</u>	<u>\$19,500</u>

Total project funding: 270,500

Attachment 5 Feasible Projects During the Planning Phase
Union Avenue Redevelopment Program

1. Union Avenue Businessmen's Association
 - MEDIA, Inc.
 - Union Avenue Redevelopment Team
2. LEAA street lighting funds - \$500,000
3. Urban Arterial authorization for Union Avenue, \$200,000-250,000
4. Commercial Redevelopment - PEDCO
 - problem of street alignment
5. Manpower programs
 - City of Portland
 - PSU and PCC
6. Bus service improvements - Tri-Met
 - bus shelters
 - "employment special"
 - cross town connections
 - Union Avenue shuttle
7. Traffic devices
 - left turn refuge, \$50,000-\$100,000
8. Vacant land/dilapidated structures - Oregon National Guard
 - off street parking, basketball standards on vacant land
 - remove dilapidated structures and clean-up vacant land
9. Storefront improvements - Union Avenue Businessmen's Association
 - repaint, remodel business establishments
10. Redevelopment Plan document (without detailed backup studies) - Union Avenue Redevelopment Team
 - council authorization to proceed
11. Establish community development corporation (CDC)
 - sponsors: Union Avenue Businessmen's Association
 - N.W. Christian Evangelistic Association
 - Emanuel Hospital
 - Churches in the area
12. Grandma's Cookies property development
13. Emanuel Hospital Housing - Morning Star Baptist Church
14. Project Redevelopment block
15. Fremont to Union improvements
16. Street tree planting
17. HAP housing for elderly on Union
18. Walnut Park improvements - Lloyd Corporation



BUDGET JUSTIFICATION

(CATEGORIES 20 THROUGH 79)

DATE Oct. 26, 1973

PROJECT NO. 33-08

PROJECT TITLE Union Avenue Redevelopment

CATEGORY CODE	DESCRIPTION OF ITEM AND BASIS FOR VALUATION	ITEM TOTAL	CATEGORY TOTAL
20	<p>CONTRACTED SERVICES, IN-KIND CONTRIBUTIONS</p> <p>Contracted Services</p> <p>Economic Planning</p> <p style="padding-left: 20px;">Model Cities Share - \$4,200</p> <p style="padding-left: 20px;">PEDCO Share - 15,000</p> <p style="text-align: right;">19,200</p> <p>Transportation Planning</p> <p style="padding-left: 20px;">Model Cities Share</p> <p style="padding-left: 40px;">Salary @ \$1,666 per mo. x 30% x</p> <p style="padding-left: 60px;">6 months = \$3,000</p> <p style="padding-left: 60px;">fringe @ 13.66% = 410</p> <p style="text-align: right;">3,410</p> <p>Physical Planning</p> <p style="padding-left: 20px;">Model Cities Share</p> <p style="padding-left: 40px;">Salary @ \$1,428 per mo. x 50% x</p> <p style="padding-left: 60px;">7 months = \$5,000</p> <p style="padding-left: 60px;">fringe @ 13.66% = 683</p> <p style="text-align: right;">5,683</p> <p>Social Planning</p> <p style="padding-left: 20px;">Model Cities Share</p> <p style="padding-left: 40px;">Salary @ \$1,250 per mo. x 40% x</p> <p style="padding-left: 60px;">6 months = \$3,000</p> <p style="padding-left: 60px;">fringe @ 13.66% = 410</p> <p style="text-align: right;">3,410</p> <p>Secretarial Services</p> <p style="padding-left: 20px;">Model Cities Share</p> <p style="padding-left: 40px;">Salary @ \$600 per mo. x 60% x</p> <p style="padding-left: 60px;">7 months = \$2,520</p> <p style="padding-left: 60px;">fringe @ 13.66% = 344</p> <p style="text-align: right;">2,864</p> <p>Fremont Avenue Engineering and Impact Studies</p> <p style="padding-left: 20px;">Oregon Highway Division</p> <p style="text-align: right;">186,000</p>		



BUDGET SUMMARY

DATE October 26, 1973

PROJECT NO. 33-08

PROJECT TITLE Union Avenue Redevelopment

CATEGORY CODE	CATEGORY TITLE	TOTAL BUDGET	MODEL CITIES SHARE
10	SALARIES (INCLUDING FRINGE BENEFITS)	22,733	22,733
20	CONTRACTED SERVICES (INCLUDING AUDITING)	240,067	19,567
30	TRAVEL, LOCAL	300	300
35	TRAVEL, OUT OF TOWN	0	0
40	CONSUMABLE SUPPLIES	3,000	3,000
50	SPACE (INCLUDING RENOVATION)	1,270	1,270
55	UTILITIES (INCLUDING TELEPHONE)	0	0
60	FURNITURE & EQUIPMENT (RENTAL)	350	350
65	FURNITURE & EQUIPMENT (PURCHASE)	0	0
70	INSURANCE	0	0
71	MAINTENANCE OF EQUIPMENT	0	0
79	MISC. EXPENSES	2,780	2,780
TOTALS		270,500	50,000

O/A APPROVAL _____
SIGNATURE & TITLE

DATE

CDA APPROVAL _____
SIGNATURE & TITLE

DATE



BUDGET JUSTIFICATION

(CATEGORIES 20 THROUGH 79)

DATE Oct. 26, 1973

PROJECT NO. 33-08

PROJECT TITLE Union Avenue Redevelopment

CATEGORY CODE	DESCRIPTION OF ITEM AND BASIS FOR VALUATION	ITEM TOTAL	CATEGORY TOTAL
	In-Kind Contributions		
	Physical Planning		
	Portland City Planning Commission	8,000	
	Portland Development Commission	4,000	
	Social Planning		
	Bureau of Human Resources	2,500	
	Relocation Planning		
	Portland Development Commission	3,000	
	Real Estate Appraisal		
	Portland Development Commission	1,000	
	Traffic Engineering		
	City of Portland	1,000	
			240,067
30	LOCAL TRAVEL		
	Mile Allowance		
	400 mi. @ 11¢ per mile	300	
			300
40	CONSUMABLE SUPPLIES		
	Office and Program Supplies		
	\$243 x 7 months	1,700	
	Reproduction Supplies (paper)		
	\$100 x 7 months	700	
	Postage		
	\$86 x 7 months	600	
			3,000



BUDGET JUSTIFICATION
(CATEGORIES 20 THROUGH 79)

DATE Oct. 26, 1973

PROJECT NO. 33-08

PROJECT TITLE Union Avenue Redevelopment

CATEGORY CODE	DESCRIPTION OF ITEM AND BASIS FOR VALUATION	ITEM TOTAL	CATEGORY TOTAL
50	SPACE Office Rental (includes utilities and maintenance) 625 sq. ft. @ 29¢ per sq. ft. per mo. x 7 months	1,270	1,270
60	EQUIPMENT (LEASE) Typewriter Dictating Equipment	200 150	350
79	MISCELLANEOUS EXPENSES Telephone \$40 x 7 months (includes installation) Printing	280 2,500	2,780

Revised 10/24/73

1173
A request for the allocation of \$50,000.00 for initial phase of a Union Avenue Redevelopment Program.

Background

Over the past several months considerable attention has been focused on Union Avenue. Two independent studies, one on traffic circulation in Model Cities and one on commercial and economic development, have identified Union Avenue as a central factor in the solution of a whole series of physical, economic, and social problems. This has been reinforced by the neighborhood and comprehensive planning. Some neighborhood development projects have been held up or forced to find new locations because of the uncertainty of Union Avenue.

Jesse Hudson, Chairman of Transportation and Economic Development Working Committee, was present at a meeting several months ago with Mayor Neil Goldschmidt. At that meeting the mayor indicated his strong interest in a redevelopment program for Union Avenue that involved not only Model Cities but the Portland Development Commission, Portland Economic Development Committee, the State Highway Department, the Human Resources Bureau, and others. The mayor indicated he would give such a project the full weight and prestige of his office.

Union Avenue has long frustrated the people of Model Cities because the kind of change that is needed to make an impact on Union Avenue seemed beyond the reach of conventional programs. A typical Urban Renewal Program can only do part of the job. In order to provide the kinds of things the people want to have, this effort must pull together the forces of many programs and agencies. An opportunity exists right now for this kind of broad ranging effort to be successful and Model Cities can provide the leadership and direction to insure that what is done is consistent with the goals and priorities of the community.

The nature of the problem of Union Avenue has three significant aspects:

1. Physical - Union Avenue is a poor traffic arterial with inadequate capacity to carry future anticipated traffic volumes, particularly with the completion of the Fremont Bridge and the significant changes in traffic through residential areas. The decline of the once flourishing commercial strip has resulted in deteriorated buildings which are obsolete and difficult to reuse.

2. Social - As the major focal point of Model Cities, Union Avenue continues to be a psychological depressant on the efforts of Model Cities residents to improve their environment. Its empty buildings and unused parking lots are an attractive nuisance for many of the youth of Model Cities. Many of the social action agencies and programs that serve the Model Cities area are located along Union Avenue, often in old store fronts or remodeled facilities that seem to be second hand or make-shift efforts. There is little to evidence of a solid or long-range commitment of these agencies to serve the needs of Model Cities residents.

3. Economic - Little rejuvenation has occurred recently because many businessmen can not afford, or are unwilling to make financial investment along Union Avenue. Bringing about the economic revitalization of Union Avenue will require substantial resources both from the public and private sector. Employment training and placement programs need a neighborhood focus and a demonstration that jobs are available.

The need to integrate social programs, highway and transit improvements and physical redevelopment cannot be adequately handled by a single-purpose agency, yet many agencies must be deeply involved. This must be a fully coordinated project with centralized control and decision making. This must be an interdisciplinary approach with the project staffs of several agencies operating under the direction of central project control. In order to adequately meet this need, an unusual approach is suggested for the administration of this project.

Union Avenue cannot be identified simply as a Model Cities area project. The Model Cities Planning Board has the opportunity to implement a project which is of city wide as well as neighborhood importance. The primary task of this program is "implementation"--implementation in the form of the construction of new highway and mass transit facilities, the construction of new commercial and industrial outlets and new housing, the development of manpower training and employment programs, the development of new community and social services and facilities for those services, and the commitment of the private sector to reinvest in the Union Avenue corridor. The hoped-for impact of the Union Avenue redevelopment program is the generation of spin-off programs and other ripple effects reaching out into the community, such as new housing construction, community facilities, traffic circulation improvements, etc. If Union Avenue can serve as the impetus for new programs beyond the bounds of the immediate impact of the redevelopment program, then the program will be successful.

The motives of Model Cities in initiating the Union Avenue Project follow clearly from the original definition of Model Cities as a demonstration project with a finite life-span. The program was established to show what is possible when a variety of resources were brought together to focus on a single area. As the demonstration phase approaches its end, it is time to plan for a program that will carry beyond the demonstration and involve the people of the community in a substantial, ongoing process of neighborhood improvement. It is time to bring the Model Cities area back into the picture of the larger city. An aggressive and successful Union Avenue redevelopment program is central to the success of many of the improvement programs already underway in Model Cities: the neighborhood efforts to reduce through-traffic in residential areas, the future success of commercial and economic redevelopment in the Model Neighborhood, and the coordination of a well-functioning system of community and social services that will bridge Union Avenue and link neighborhoods.

Model Cities can expect several things from initiating such a project. These are:

- 1) This is not just another planning program - this is the initiation of a specific improvements program for Union Avenue.

2. By providing a significant part of the front-end money Model Cities can enlist the contributions from several other sources, specifically the Portland Development Commission.
3. Through the initial funding Model Cities can exercise control of the planning and execution of the project.
4. The control can insure that Model Cities residents and businessmen participate in the economic benefits of new construction, new jobs, and new business.

The specific request is the Model Cities Citizens Planning Board approve the allocation of \$50,000.00 to initiate the Union Avenue Redevelopment Program. This allocation will authorize the C.D.A. staff, working in conjunction with board members, to draw up a specific project description. In addition, members of the board with staff will meet with the mayor and other city and state agencies to insure their commitment and contributions to the project.

UNION AVENUE REDEVELOPMENT PROGRAM

(~~Rough Draft~~)

Feb. 5, 1975

GOALS AND OBJECTIVES

To ensure that all plans and programs related to the development of Union Avenue shall be in harmony with the existing social, physical and economic goals and programs of Model Cities and that they satisfy the needs of community residents.

1. Model Cities residents and business shall participate in the economic benefits of new construction, new jobs and new business.
 - A. Establish requirements for affirmative action programs for all construction and associated activities.
 - B. Develop means for encouraging minority entrepreneurship.
 - C. Coordinate manpower training and employment programs with all redevelopment activity.
 - D. Ensure that existing property owners and businessmen participate in redevelopment activity in the corridor.
2. Enhance the physical (visual) characteristics of Union Avenue.
 - A. Create a more pleasing environment for pedestrian activity.
 - B. Create a positive visual image.
 - C. Improve the environmental quality of the corridor and surrounding neighborhoods.
3. Provide redevelopment opportunities for new housing:
 - A. Encourage a variety of housing types and rent levels compatible with the community.
 - B. Develop quality new housing compatible with neighborhood plans.
 - C. Establish a high design standard to ensure a quality environment for the occupants.
 - D. Reduce constraints to new residential development.
4. Utilization of the Union Avenue program to enhance the social welfare of the Community.
 - A. Aid existing community social services in providing better service.

- B. Determine the interrelationships and needs between Union Avenue and the various educational facilities and institutions in the Community.
 - C. Address the problems of vandalism, pilferage, and stranger to stranger crime.
 - D. Encourage physical improvements that will reduce the incidence of crime.
 - E. Establish programs and projects which will create a positive attitude on the part of the community toward the Avenue.
5. Enlistment of the commitment of the private sector in the residential and commercial redevelopment of the Union Avenue corridor.
- A. Identify potential investment opportunity.
 - B. Create a positive financial environment.
 - C. Strengthen Union Avenue as a viable commercial center for the community.
 - D. Attract more capital into the community for investment in and expansion of commercial enterprises.
 - E. Reduce the constraints to the development of physical and economic activities.
 - F. Establish rehabilitation programs to encourage reinvestment in the corridor.
6. Improve Union Avenue as a highway and mass transit facility with emphasis on facilitating local neighborhood access and movement.
- A. Reduce through traffic on local residential streets as well as improvement of Union Avenue for improved traffic and turning movements.
 - B. Explore transit (including exclusive transit lanes) as an alternative to automobile oriented improvements.
 - C. Utilize highway improvements as a means of carrying out redevelopment activity.
 - D. Provide for off street parking and regulation of on street parking along the Avenue.

7. Promote the orderly redevelopment of land use activity in the corridor.
 - A. Establish the most desirable land use pattern:
 1. In light of district and neighborhood plans.
 2. Recognizing Union Avenue as a commercial/industrial corridor.
 3. Recognizing Union Avenue as a major transportation corridor.
 - B. Provide for adequate transitions and leuffers between potentially conflicting land use.
 - C. Establish guidelines and standards to ensure quality development.
 - D. Protection of those facilities which are sound or have rehabilitation potential.