

Memo to interested persons  
From Mary Pedersen

Proposed Plan for Implementation of the Ordinance on Neighborhood Associations

The second draft of the ordinance entitled "Neighborhood Associations" is being circulated for community review. Many meetings and consultations will take place, and the Model Neighborhoods will hold a workshop in January. Revisions are still possible, and the style of the ordinance will need some polishing as well.

Several suggestions have been made to change the name of the Bureau of Neighborhood Organizations to some other, such as the Office of Neighborhood Communication or the Office of Neighborhood Associations. If you have another suggestion or a preference, please call me in my new temporary quarters at Room 405 City Hall, phone 248-4519 or 248-4521.

If the second draft of the ordinance seems acceptable for the most part to the neighborhood associations and other community groups, then a hearing can be scheduled before City Council early in January. Please call or mail in your comments. All letters will be duplicated for distribution to the commissioners.

Once the ordinance is approved by the Council, then office space can be located and a secretary hired for the city coordinator. Neighborhood associations can begin to apply for recognition. Meantime, the work necessary to pull together the budget for the next fiscal year will be underway, and neighborhood associations will want to play some role in the review process.

Some of the provisions of the ordinance require the development of procedures to carry them out. This is particularly true for the city agencies who will want to explore ways of developing a process for citizen involvement. This participation process will take time and work to evolve. Some agencies are already consulting with neighborhood associations and their experiences will be valuable assistance in trying to work out practical procedures.

Neighborhoods in some districts will want to function as a loose coalition until they feel ready to start a district planning board, while others may wish to establish a district board immediately. The ordinance is flexible enough to fit either of these situations. The budget for this fiscal year (until June 30, 1974) provides enough funds for four district offices, but only two will be funded right away. This is to allow time to get the first two off to a good start, and to work out problems which may arise. Those districts which do not have access to staff now will be considered first for staff funds, if the neighborhood associations wish to apply. Whether or not staff is provided for a district, neighborhoods and district planning boards may apply for recognition.

(over)

In districts where staff will be hired, the neighborhood associations will probably form a personnel committee and advertise the position of district coordinator in the newspaper. Then the committee will screen the resumes and interview likely candidates. When 3 to 5 candidates are chosen, then the city coordinator will join the discussion with the personnel committee and a person acceptable to both the neighborhood associations and to the City will be hired.

## SECOND DRAFT

### ORDINANCE NO.

An Ordinance amending Title 3 of the Code of the City of Portland by adding a new chapter, relating to neighborhood associations.

The City of Portland ordains:

Section 1. The Council finds that there is a need to broaden channels of communication between the people of Portland and city officials on matters affecting neighborhood livability, and that the Commissioner of Public Affairs has recommended a plan to improve citizen participation by extending recognition to neighborhood associations and by consulting them on policies, projects, and plans which affect neighborhood livability, and that it is in the public interest to adopt this plan by incorporating it as a new chapter in Title 3 of the City Code; now, therefore, Title 3 of the Code of the City of Portland, Oregon, hereby is amended by adding thereto a new chapter to be numbered, titled and to contain sections numbered, titled and to read as follows:

#### Chapter 3.96 Neighborhood Associations

##### 3.96.010 Definitions

- (a) A neighborhood association is a group of people organized within the boundaries of one neighborhood area for the purpose of considering and acting upon a broad range of issues affecting neighborhood livability.
- (b) A district is a geographic area composed of the areas of several neighborhood associations and ratified by City Council resolution as suitable for planning purposes.
- (c) A district planning board is a citizens board formed by neighborhood associations for the purpose of considering and acting upon those matters affecting neighborhood livability which are delegated to it by the neighborhood associations.
- (d) A special purpose group is an association of people formed within the boundaries of a single district or neighborhood in order to consider and act upon one particular aspect of neighborhood livability, such as social programs, economic development, or problems of a temporary nature. Special purpose groups differ from neighborhood associations in that they limit either their purposes or their membership qualifications.
- (e) A city agency means any department, bureau, office, board or commission of the City of Portland.

##### 3.96.020 Neighborhood Associations

###### (a) Membership

The membership of neighborhood associations is open to residents, property owners, business licensees, and representatives of non-profit organizations within the neighborhood boundaries.

(b) Boundaries

The boundaries of a neighborhood are defined by the neighborhood association so that they reflect the common identity or social communication of the people in the area. Where two or more neighborhood associations have a dispute over boundaries or jurisdiction which they are unable to resolve themselves, they shall choose an arbiter acceptable to them and to the commissioner responsible in order to resolve the matter.

(c) Funding

The charging of dues or membership fees shall not be a barrier to membership or voting. Voluntary dues, contributions, contracts, grants, or subscriptions to newsletters may be used by neighborhood groups as sources of income.

(d) Recognition

(1) In order to be officially recognized by the City as the neighborhood association for an area, a neighborhood association shall show evidence that the goals, bylaws, and procedures for notification to be used by the group have been circulated throughout the neighborhood and are acceptable to the people.

(2) The names and addresses of the chief officers shall be filed with city agencies responsible for notifying neighborhood associations of matters which affect them, and the neighborhood association shall undertake to keep this list up-to-date.

(3) When recognition is extended by City Council resolution to a neighborhood association, the group shall be notified in writing by the commissioner responsible. Thereafter, the neighborhood association shall be notified of matters affecting their neighborhood, and shall be included in the planning efforts as established in Section 3.96.040 of this ordinance.

(4) If a neighborhood association consistently violates its own bylaws, then the people in that neighborhood area, or the other neighborhood associations in the same district, may recommend to the City that recognition be suspended until new officers can be elected or until the problem is otherwise resolved to the satisfaction of those pressing the complaint.

(c) Functions

A recognized neighborhood association may:

(1) recommend an action, a policy, or a comprehensive plan to the City and to any city agency or commission on any matter affecting the livability of the neighborhood, including but not limited to: land use, zoning, housing, community facilities, human resources, social and recreational programs, traffic and transportation, environmental quality, open space and parks;

(2) assist city agencies in determining priority needs for the neighborhood;

(3) review items for inclusion in the City budget and make recommendations relating to budget items for neighborhood improvement;

(4) undertake to manage projects as may be agreed upon or contracted with public agencies;

(5) engage in comprehensive planning on matters affecting the livability of the neighborhood when carried out by a planning committee representative of the geographic areas and of the various interests relating to that community.

(f) Accountability

(1) Neighborhood associations shall be accountable to the people of the neighborhood which they represent. They shall be responsible for notifying the people about their meetings, elections, and other events. They shall be responsible for seeking the views of the people affected by proposed policies or actions before adopting any recommendations.

(2) Views of a dissenting minority or minorities on any issue considered shall be recorded and transmitted along with any recommendations made by a neighborhood association to the City.

(3) Each neighborhood association shall establish a procedure whereby persons may appeal to the association a decision which adversely affects the person or causes some grievance.

(4) Nothing in this ordinance shall be considered as a limitation of any person's right to participate directly in the decisionmaking process of the city.

### 3.96.030 District Planning Boards

(a) Formation

If a majority of the recognized neighborhood associations in a district determine that they wish to establish a body for the joint consideration of mutual problems or issues, then they may choose to form a district planning board and request the City to grant it recognition.

(b) Membership

A district planning board shall include elected representatives from each of the participating neighborhood associations in the district. If the board is going to engage in comprehensive land use planning, then it must be representative of the geographic areas and of the interests relating to land use in the community. Neighborhood associations may include representatives from special purpose groups as at-large members of the board.

(c) Boundaries

The boundaries of a district planning board shall be the same as those of the district. These may be formulated by neighborhood associations and must be ratified by City Council resolution as appropriate for planning purposes.

(d) Recognition

(1) In order to be officially recognized by the City as a district planning board, the neighborhood associations shall show evidence that the functions, bylaws, and procedures for notification to be used by the board, have been

circulated throughout the neighborhood, and are acceptable to the people.

(2) The names and addresses of the board members shall be filed with the city agencies responsible for notifying neighborhood associations of matters which affect them.

(3) When recognition is extended to the district planning board by City Council resolution the board shall be notified in writing by the commissioner responsible. Thereafter, the district planning board shall be notified of matters within the scope of its functions.

(e) Functions

The neighborhood associations may delegate such of their functions as they choose to a district planning board. Any function which is not specifically delegated to the district planning board is reserved to the neighborhood associations.

(f) Accountability

A district planning board is accountable to the neighborhood associations which compose the district, and through them, to the people of the district. They shall be responsible for giving notice of meetings, elections, and other events, and they must record and transmit the views of dissenting minorities along with any recommendations to the City.

3.96.040 Mutual Responsibilities

(a) Notice and Public Information

(1) All neighborhood associations, district planning boards, and city agencies shall undertake to notify the affected persons, whether they be groups or individuals, of planning efforts as they are about to begin.

(2) Notice of pending policy decisions shall be given 30 days prior to decision by city agencies. If waiting 30 days would endanger the health or safety of the public or result in a significant financial loss to the City or to the public, then the provision for 30 days notice would not hold, but as much notice as possible shall be given.

(3) Neighborhood associations, district planning boards, and the city agencies shall abide by the laws regulating open meetings and open access to all information not protected by the right of personal privacy.

(b) Planning

(1) The neighborhood associations and city agencies shall include each other in all planning efforts which affect neighborhood livability.

(2) Comprehensive plans recommended to the City or to a city agency shall be the subject of a public hearing within a reasonable time. Any changes which are proposed by the City or by a city agency shall be sent to the affected

neighborhood association for consideration and for a response before final action is taken.

(3) City agencies and neighborhood associations shall cooperate in seeking outside sources of funding for neighborhood projects.

(c) Administrative Functions

Those functions which are administrative in nature, such as the hiring and firing of staff for the Office of Neighborhood \_\_\_\_\_, the disbursement of the budget of any district offices which may be established with city funding and so forth, shall be acted upon only with the mutual agreement of the neighborhood associations affected and commissioner responsible.

3.96.050 Office of Neighborhood \_\_\_\_\_.

(a) The Office of Neighborhood \_\_\_\_\_ shall consist of a city coordinator and such other employees as the Council may provide.

(b) Functions

In order to facilitate citizen participation and improve communication, the Office of Neighborhood \_\_\_\_\_ may assist neighborhood associations, district planning boards, and city agencies in the following ways:

(1) notify interested persons of meetings, hearings, elections, and other events;

(2) provide for the sharing of information and maintain a list of reports, studies, data sources, and other available information;

(3) provide referral services to individuals, neighborhood associations, district planning boards, city agencies, and other public agencies;

(4) keep an up-to-date list of neighborhood associations, district planning boards, and their principal officers;

(5) assist neighborhood associations and district planning boards in applying for recognition;

(6) assist in reproducing and mailing newsletters and other printed matter when written material is supplied by the group;

(7) act as liaison while neighborhood associations and city agencies work out processes for citizen involvement;

(8) assist in contacts with other public agencies;

(9) assist in educational efforts.

3.96.060 Appeals

Any recommendation or action of the Office of Neighborhood \_\_\_\_\_ is subject to approval of the commissioner responsible for the office. Any person directly affected by these actions may appeal to the Council by filing written notice thereof with the City Auditor within ten days after the commissioner's decision.





OFFICE OF  
PLANNING AND DEVELOPMENT  
GARY E. STOUT  
ADMINISTRATOR

1220 S.W. FIFTH AVE.  
PORTLAND, OR. 97204

## Notes on HCD Task Force Meeting

November 27, 1974

Present: Gary Stout, Mary Pedersen, Ken O'Kane, Homer Matson, Chuck Olson, Dale Christianson, Lyn Musolf, Tom Benjamin, Mike Henniger, Mike Forzley, Ernie Yuzon, Andy Raubeson, Bruce Martin, Denny Wilde, Mulvey Johnson, Al Berreth

The following documents were distributed:

- 1) Federal Register - Tuesday, November 19, 1974 - proposed rules on housing assistance payments program - new construction
- 2) Agenda - HCD task force meeting - November 27, 1974
- 3) Section 8 as part of the Housing Assistance Plan - prepared by Lyn Musolf
- 4) Notes on HCD task force meeting - November 21, 1974
- 5) First sections of the Plan for Citizen Participation - prepared by Mary Pedersen

1. Tom Benjamin reported on:

a) EPA/EIS certification - Tom and Ernie Yuzon are working together to be sure our process follows regulations. There is also a possibility that Commissioner McCready's office will be establishing a City environmental assessment committee. Tom will coordinate our efforts with them.

b) accounting certification -

- 1) Ken Hammon has accepted 3% of indirect costs as a just figure. The 3% will be automatically included with each letter of credit (after the initial 10% request that Council will be asked to approve).

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- 2) Tom noted that a cost allocation plan which justifies expenditures to federal agencies is being renewed and will include both PDC and OP&D.
- 3) We already have our Attachment G certification.
- 4) Tom and Mulvey will work on the possibility of inserting funds from the 10% into the General Fund to cover a portion of relocation expenses.

NOTE: TOM AND MULVEY - FUNDS FROM 10% INTO GENERAL FUND?

2. Lyn Musolf reported on Section 8. He noted that housing needs go beyond simple stabilization. Question: Would a boarding house or group quarters for the handicapped be eligible for HA funds? Yes, as would housing for the elderly. Assistance to already existing care facilities would be included as well. Question: When can we review a list of existing commitments? This is not required as part of the HA plan but: (1) we need specifics supporting the overall rationale and (2) we need a basis for specifying when a developer's plans do not agree with the HA plan. Question: How about using the old Seventh Day Adventist facility for housing? Lyn will list it as a possibility. Question: How about 202? We should use it only when Section 8 won't work. Question: When will we have details on the HA plan? The details are not needed right now since HUD wants just a summary so we will concentrate on the urgent items right now.

3. NOTE: WHENEVER A NEIGHBORHOOD HCD MEETING IS CALLED, KEN O'KANE IS RESPONSIBLE FOR MAKING SURE SOMEONE IS THERE FROM BOTH THE BUREAU OF PARKS AND PUBLIC WORKS.

4. Denny reported on the correlation and cost estimating of CIP/HCD neighborhood improvement needs and priorities.
  - a) Northwest Portland is progressing and has identified boundaries, although no target areas have been selected (except for the T-V freeway corridor). The neighborhood has prioritized project areas and is presently reviewing the preliminary cost estimates.
  - b) Corbett-Terwilliger has reached the same point. Ernie Yuzon will assume (from Sam Galbreath) the PDC staff responsibilities for this neighborhood.

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- c) Both Buckman and the S.E. Coalition evidence some apprehension and suspicion over HCD, and as yet have only a vague plan. They will be submitting a request for funds for their seven selected areas. Concern was expressed that we not deviate from plans and program areas that Council has already approved. Buckman's priorities are: 1) housing rehab 2) streets 3) parks. Their project list will be devised by Chuck.
- d) After we have assembled rough priority budgets, we assign a rough cost estimate and go back to the neighborhoods. If the list meets with neighborhood approval it becomes the framework of the neighborhood request for HCD monies.
- e) Suggestion: Make a list of any and all neighborhood improvement requests and where they originated. Put this information on a matrix so that we can then identify which sources of funding we can use for each project. Chuck and Mulvey will have this ready for us in two weeks (December 11). They will need cooperation from all agencies which receive neighborhood requests. Chuck will request that Al Barreth send a copy of all requests from target neighborhoods to Chuck and Denny.
- f) We have recommended a neighborhood time limit of two to three years. If the community does not prove to be active, the Council may choose to fund projects only for the first year. Note: After receiving the neighborhood packages, we should be frank in notifying the neighborhoods of the evaluation criteria we will be recommending for use by the Council. Concern was expressed that, realistically speaking, few neighborhoods may actually be completed within two years.

NOTE: CHUCK OLSON - PROJECT LIST FOR BUCKMAN

NOTE: CHUCK AND MULVEY - MATRIX OF NEIGHBORHOOD REQUESTS BY DECEMBER 11

NOTE: CHUCK OLSON - GET COPY OF TARGET NEIGHBORHOOD REQUESTS FROM AL BERRETH AND SEND TO DENNY

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5. Discussion of draft Citizen Participation Plan:  
Mary based the seven steps of the planning and programming process on the PERT chart. She stressed that the steps are very broad, and she would welcome any suggestions. It was noted that steps 4 and 5 have been interchanged as of this morning. All agreed that the initial draft looked good.

Chuck emphasized that we must remember to keep good records of all neighborhood meetings and what transpires at them so that we will have solid support for any challenges to our citizen participation certifications. Mary is attempting to keep all the records in one place so that they can be compiled later.

NOTE: MARY PEDERSEN - WILL COMPLETE THE STEPS IN THE CP PLAN AND MAIL THEM TO US THIS WEEKEND TO BE REVIEWED AT NEXT WEEK'S TASK FORCE MEETING.

6. NOTE: MIKE HENNIGER - WILL HAVE BOTH THE SOFTWARE PACKAGE AND THE EVALUATION SYSTEM READY FOR REVIEW AT NEXT WEEK'S MEETING

7. Discussion of the new time line:

- a) December 10 - status report to Council including:
  - 1) a flip chart of all the CD Act requirements
  - 2) an examination of all decisions which have already been made
  - 3) a description, before we put the final package together, of the current state of affairs
  - 4) a list of upcoming decisions (10% advance, A-95, anything in transition, EIS, any variables)
- b) week of December 16 - go to Council for 10% advance and extension of NDP request
- c) December 17 - working session with the Planning Commission
- d) January 9 - public hearing before the Planning Commission - a "de-bugging" session. By then we should have the package together. Mary will notify the public of the general time of this hearing in a newsletter soon to be issued.

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- e) We must be careful to meet all the dates as scheduled. Otherwise we will slide into the Council's CIP review process and the budget process.
- f) Ken will have the PERT chart reproduced and send us all copies.

NOTE: MARY PEDERSEN - NOTIFY PUBLIC OF HCD HEARING  
ON JANUARY 9

NOTE: KEN O'KANE - REPRODUCE PERT CHART AND DISTRIBUTE

dyml

QUESTIONS ON HOUSING & COMMUNITY DEVELOPMENT PROGRAM

1. Three recommended goals have been suggested:

- 1- to preserve and enhance residential neighborhoods, particularly those in danger of decline.
- 2- To expand the quantity and improve the quality of housing and ....
- 3- To preserve and enhance the commercial and industrial areas of the city.

A. Do you agree with these three goals?

Agree \_\_\_\_\_ Disagree \_\_\_\_\_.

B. Do you want to suggest additional goals?

C. Do you agree with the order in which they are listed?

2. What are the unmet needs in your area?

a. Please list the needs.

b. Please star the three most important needs.

3. Do you agree with the following recommendations as part of the Housing and Community Development Program?

A. Emphasis on housing rehabilitation.

Agree \_\_\_\_\_ Disagree \_\_\_\_\_.

B. Completion of the already approved Neighborhood Development Programs in Northeast Portland.

Agree because

Disagree because

C. Phase I Neighborhood Improvements in neighborhoods with prior planning or commitments:

Buckman  
Burnside  
Corbett/Terwilliger/Lair Hill  
Northwest  
St. Johns

During the first year we should:

- a) fund all five (5) areas with prior planning
- b) fund fewer than five (5) areas to concentrate impact.
- c) fund many areas, but for planning only.
- d) other ideas.



4. Should the program include single projects from neighborhoods not selected as target areas? For example, if a neighborhood is not chosen as a target area, but requests funds for a community center, should it be included in the program?

Yes, because

No, because

5. Should the program include rehabilitation loans for tenant-occupied buildings?

Yes

Yes, under these conditions

No, because

6. What criteria should be used for choosing additional neighborhoods for the program?

7. What methods of citizen participation do you suggest for reaching people in your area?

8. Comments on the questionnaires.

9. Comments on this meeting.

10. Other ideas or suggestions.

PORTLAND MODEL CITIES - CITY DEMONSTRATION AGENCY

INTER-OFFICE MEMORANDUM

TO: AL JAMISON, DIRECTOR  
FROM: EDNA ROBERTSON, C. P. COORDINATOR  
RE: ITEMS TWO (2) AND THREE (3) OF  
MEMORANDUM DATED MARCH 12, 1975  
DATE: MARCH 17, 1975

- (1) PROGRESS OF NEIGHBORHOOD ASSOCIATIONS AND THEIR RELATIONSHIP TO THE OFFICE OF NEIGHBORHOOD ASSOCIATIONS: THERE HAS BEEN NO PROGRESS OF NEIGHBORHOOD ASSOCIATIONS RELATING TO THE OFFICE OF NEIGHBORHOOD ASSOCIATIONS, OTHER THAN MS. GAY CANADAY WORKING WITH NEIGHBORHOOD ASSOCIATIONS TO HELP SET UP BY-LAWS. ALL NEIGHBORHOOD ASSOCIATIONS BY-LAWS ARE NOT COMPLETE TO DATE.
- (2) CITIZENS PARTICIPATION AS RELATED TO THE NORTHEAST AREA OF THE MODEL NEIGHBORHOOD: THE CITIZENS PARTICIPATION COORDINATOR HAS ATTENDED THREE (3) MEETINGS OF CITIZENS PARTICIPATION UNDER THE COMMUNITY DEVELOPMENT BILL WITH MS. MARY PEDERSEN AND VARIOUS CITIZENS FROM THE CITY. DRAFT COPIES OF THE CITIZENS PARTICIPATION STRUCTURE HAS BEEN DISTRIBUTED IN CITIZENS PLANNING BOARD PACKAGES.

THE CITIZENS PARTICIPATION COORDINATOR HAS CONTACTED THE LLOYD CORPORATION FOR SPACE AT 5329 N. E. UNION AVENUE TO SET UP AN OFFICE FROM JULY 1, 1975, THROUGH OCTOBER, 1975. HOPING TO BE ABLE TO USE THE MODEL CITIES' DIRECTOR'S OFFICE. A REQUEST HAS BEEN SUBMITTED FOR FURNITURE TO SET UP THE NORTHEAST AREA OFFICE FOR THREE (3) STAFF MEMBERS AND ONE (1) VOLUNTEER.

IF YOU HAVE ANY FURTHER QUESTIONS, PLEASE DO NOT HESITATE TO CONTACT ME.

EMR Edna M Robertson

EMR:GLM

PORTLAND MODEL CITIES - CITY DEMONSTRATION AGENCY

Inter-Office Memorandum

TO: Mr. Al Jamison, Director  
FROM: Mrs. Edna Robertson, C. P. Coordinator  
RE: Equipment & Furniture  
DATE: March 14, 1975

As you know the Citizens Participation staff of the Model Cities Agency will be transitioned into the Office of Neighborhood Associations on July 1, 1975.

The Citizens Participation Department is requesting loan of various items of furniture and equipment from the Model Cities Agency to set up the Northeast Citizens Participation Component in this area.

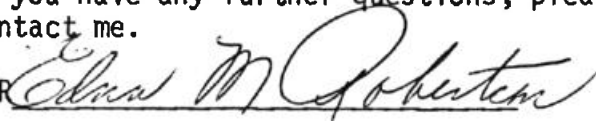
The items as follows are requested:

Four (4) desks  
Four (4) Chairs  
Two (2) typewriters  
One (1) Taperecorder - Sony  
Four (4) File Cabinets  
Four (4) Bookcases  
One (1) adding machine  
Two (2) Conference Room Tables & Fifteen (15) Chairs  
Three(3) fans  
One (1) Clock  
Two (2) back utility tables  
Four (4) desk lamps  
Four (4) Office pull-up chairs for C.P. Coordinator's Office

I hope we will be able to make arrangements with this request.

If you have any further questions, please do not hesitate to contact me.

EMR



EMR:glm

cc: Mary Pedersen  
James Loving  
Rae Casey

**NEIGHBORHOOD ORGANIZATION IN PORTLAND, OREGON**

**Mary C. Pedersen**

**Office of Neighborhood Associations**

**Portland, Oregon**

**Prepared for a Caucus for a New Politics panel at the 1974 Annual Meeting  
of the American Political Science Association, Chicago, Illinois, Aug. 30.**

**AUG 26 1974**

## NEIGHBORHOOD ORGANIZATION IN PORTLAND, OREGON

During its lifetime of 120 years, Portland has been developed as a city of neighborhoods. Several of the neighborhoods were originally incorporated as separate towns, such as Linnton, St. Johns, Albina, Lents, and Sellwood. Even though they all annexed to the city by 1915, they still retain their identity. Some neighborhoods were platted and built in distinctive patterns - for example, Ladd's Addition was laid out in a classical spoked wheel pattern within a square, and Laurelhurst follows the contours of its low hills. A map prepared in 1912 (the halfway point) shows no fewer than 50 neighborhoods within the city, each connected to downtown by a streetcar line.

The growth of the suburban towns since World War II, the increases in traffic in and through neighborhoods, and the deterioration of some of the older homes have put increasing pressure on these neighborhoods. About the same time that South Portland was succumbing to urban renewal, other neighborhoods began to organize to preserve and enhance neighborhood livability. Eight Northeast neighborhoods were organized through the Model Cities program, and five Southeast neighborhoods trace their current organization to a non-profit corporation established with OEO funds. Several others organized to resist freeway proposals, and a few to seek planning assistance. Whatever their origin, at latest count 46 neighborhoods have some form of organization.

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Two-thirds to three-fourths of them are active on a regular basis. Five or six areas remain unorganized.

#### THE DPO PROPOSAL

As planning efforts got underway in Northwest Portland (1971), the planners discovered that their efforts were slowed by the lack of staff who could stimulate and coordinate the citizen participation, as in the Model Cities area. The planners proposed the formation of District Planning Organizations inspired by the San Diego and Fort Worth efforts. In response, Mayor Shrink established a citizen Task Force and charged them to study the concept. What could be the authority of DPOs, and how could they be funded?

After meeting throughout 1972, the DPO Task Force submitted a report based on three principles:

- 1- A two tier structure should be established, composed of neighborhood planning organizations (NPOs) and district planning organizations (DPOs). Any matter which affected only one neighborhood should be considered by that NPO, and any matter affecting more than one neighborhood in a district should be considered by that DPO.
- 2- NPOs and DPOs should be involved in both physical and social planning.
- 3- NPOs and DPOs should have some genuine authority; in the words of the report, "While all plans and proposals subsequently approved by the planning organizations may not obtain City Council or agency approval, neither will City Council, agency plans or proposals be funded and/or approved that do not have the approval of the neighborhood or district involved."

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In its consideration of this report, the City Planning Commission amended the third principle by adding the words, "...unless overall City policy articulated by the City Council and approved by the majority of the neighborhoods is involved." The Planning Commission also noted that they did not have sufficient resources to aid planning in all the neighborhoods.

The new mayor, Neil Goldschmidt, strongly supported neighborhood participation and during the budget hearings of April 1973, he proposed a Bureau of Neighborhood Organizations with a budget of \$104,000. The chairman of the Task Force appeared at the hearing to advise the Council that they would need an implementor to transform the report into action. The Council accepted the budget item on the understanding that specific legislation would be prepared.

#### DETERMINING THE PATTERN

Portland has a modified commission form of government where the mayor and four commissioners conduct legislative matters and where each of the five elected officials administers a number of bureaus. Mayor Goldschmidt assigned the task of implementing the DPO proposal to the new Commissioner of Public Affairs, Mildred Schwab. She hired a person who had been working as staff-person to a Northwest Portland neighborhood association. The first problem they faced was that the City Charter did not permit the delegation of legislative authority. Some form of decentralization was feasible, however, because the charter permitted the delegation of administrative or supervisory authority. The question was: How to structure the relationship so that citizens had some genuine authority without encroaching on the authority of elected officials?



The first draft of the ordinance was based on the Task Force Report, but was more explicit and added provisions for the proposed bureau. The ordinance specifically required citizen participation in all city projects and programs affecting neighborhood livability. A section on district planning organizations spelled out their formation by neighborhoods and stipulated that any matter affecting the livability of more than one neighborhood would be considered by the DPO, while matters affecting the livability of just one neighborhood would be considered by the NPO. A process for recognizing neighborhood associations was adapted from a Eugene, Oregon ordinance, and the functions of the Bureau of Neighborhood Organizations were defined. A draft map of districts was attached, and the whole proposal was circulated for citizen comment.

This first draft raised a storm of questions. At a community forum attended by over 100 citizens, neighborhood association officers made it clear that they believed that DPOs could turn out to be "another layer of bureaucracy" between neighborhood associations and City Council. In particular, the division of functions drew fire, for neighborhood officers feared that DPOs would usurp their review of issues and have more influence at City hearings. The functions of the Bureau were criticized as too strong. Even the draft map of districts was disliked because the base map of census tracts was taken to mean that neighborhood boundaries would have to follow census tract lines. Suggestions for revising the ordinance were made at that forum and at more than 30 other meetings with neighborhood groups and community associations. Together the suggestions added up to a shift in emphasis from DPOs to neighborhood associations.

Two months later, a second draft was released. This draft began by setting out the process for recognizing neighborhood associations, and spelling out their functions. In section 3 the ordinance provided that recognized neighborhood

associations could form a District Planning Board and delegate certain functions of their choice to the board. The role of the bureau was changed from one of conducting citizen participation to coordinating the effort, and a new name was requested for the office. The name of the bureau (the Bureau of NO) had carried an unfortunate connotation to both the neighborhoods and city officials. A whole new section on accountability was added, whereby neighborhood associations were requested to include clauses in their bylaws to guarantee the rights of both non-participants and participants who expressed points of view dissenting from the majority. The ordinance clearly stated that no one would be denied the right to participate directly in the decision-making process of the Council.

One very brief section stipulated that administrative decisions, such as the hiring and firing of staff and the disbursement of budget funds would be carried out with the mutual agreement of the neighborhood association affected and the commissioner responsible. The new bureau was renamed the Office of Neighborhood Associations (ONNA). This second draft included so many ideas garnered from the citizen review that it met most objections of most citizens. Consequently, a hearing was scheduled before City Council in January 1974.

In two hearings, City Council reviewed the ordinance section by section, addressing all the proposed changes. Specifically, the commissioners made it clear that they wished no more than one neighborhood association in any given area, hence there could be no overlapping boundaries. The section protecting individual rights was strengthened by asking neighborhood associations to guarantee in their bylaws that applicants for zone changes would be notified of neighborhood meetings to review their proposals.

Then in a surprise move, Commissioner Frank Ivancie proposed the deletion of the entire section on DPOS. As the mayor later stated, the commissioner "struck a chord in the hearts of the other commissioners." By a vote of 4-1, DPOs were dropped "for now." Because of the change in emphasis to NPOs brought about by citizen input, the deletion of DPOs could be absorbed with only minor changes to finish off the language of the ordinance. The Council adopted the revised ordinance by a vote of 4-1.

#### IMPLEMENTING THE ORDINANCE

The first task undertaken by the Office of Neighborhood Associations was the establishment of a monthly newsletter, Neighborhood Intercomm. This carries the calendar of major public hearings with brief paragraphs on current programs at the City. Next, procedures for notification to neighborhood associations on zoning matters were revised by the Planning Commission to arrange for a longer notice time. Meantime, the coordinator of OONA has been consulting with formative neighborhood groups. This consultation role consists largely of informing new groups of the alternative methods used in other neighborhoods and advising them of their rights. Each group then establishes its own structure and procedures for notification of meetings and other events. The Office of Neighborhood Associations plays a supportive role, offering assistance in printing and mailing for neighborhood groups which do not have access to other resources. Information and referral services are offered to agencies, neighborhood associations and other nonpartisan groups, and to accomplish this function, the Office keeps the list of contact persons. Advocacy is left to the citizens for this is a role which they fill well in Portland. Neighborhood people do not want to have to convince staff of their point of view, nor do they wish to leave representation to them.

At budget hearings in April, 1974, City Council approved a plan to try out field offices in three areas of the city, where staff resources from federal or other funds are not available. Planning with neighborhood delegates for these decentralized offices is now going on; at least two of the three offices will be established by a contract for services, where the City will pay an agreed sum to the neighborhood associations in an area in return for services in citizen participation. Neighborhood representatives will then hire a staff-person and part-time secretary to perform the functions stipulated in the contract with the mutual agreement of the commissioner responsible. One limitation on the funds is that they may not be used for either candidates or ballot measures, that is, they shall be used for non-electoral purposes.

This process will be tested as the city moves toward capital improvements planning. Furthermore, new state legislation requires that local areas must undertake comprehensive land use planning with citizens participating in accordance with goals and guidelines to be established by the state's Land Conservation and Development Commission at the end of this year. The problem may soon become how to seek citizen input without overburdening citizen groups.

## IMPORTANT CONCEPTS

### Contract for Services

The contract for services is not a new method in Portland. The City contracts with other agencies, particularly the County, to accomplish some functions, and contracts with private firms for professional services. In the private sphere, the Tri-County Community Council contracts with participating social agencies. The City also contracts with the Model Cities Citizens Planning Board, and more recently, with two neighborhood-based corporations to establish youth service centers using LEAA Impact Funds.

The concept of citizen participation is not new, either, as both the federal and state governments have required citizen participation. The Oregon State Highway Division has contracted with private firms to do this work for them as a professional service, a part of a planning effort in transportation. All that is new in Portland is the combination of these ingredients, as the City will experiment by contracting with incorporated neighborhood groups to provide services in citizen participation. In return for a sum fixed in the contract, the neighborhood associations themselves will establish an area office for the use of the neighborhood groups, and will hire staff with the mutual agreement of the commissioner responsible.

### Mutual Agreement

The term "mutual agreement" expresses the understanding that the neighborhood associations and the City are coequal partners in this effort. If either party refused or failed to cooperate, the experiment would fail. Since the two parties need each other's assistance, they must share the

responsibility and the authority. They need to agree on how to hire staff and the conditions of employment (including possible termination), and they need a mutual agreement on the budget and the ways of spending it. The mutual agreement model could be viewed as a mutual veto system in administrative matters, but the orientation in Portland has kept the emphasis on the positive side. Mutual agreement can result in action, whereas a mutual veto does not.

The contract model based on mutual agreement has other advantages over simple delegation of responsibilities. First, a more or less explicit statement of responsibilities is necessary prior to the beginning of activity, and if a process for resolving difficulties is built into the agreement, some problems may be avoided later. Second, under the contract model, the staffpersons need not be civil service employees, and since the neighbors have an equal say in hiring, and if need be, in firing, the responsiveness of the employees may be increased. Third, when responsibilities are not met, either party can terminate the contract with thirty days written notice. Fourth, the contract procedure provides for annual renewal, which is a natural time for renegotiation, if desired.

### Neighborhood Associations

Neighborhood associations are defined in the ordinance as "a group of people organized within the boundaries of one neighborhood area for the purpose of considering and acting upon a broad range of issues affecting neighborhood livability." They are distinguished from other community groups by their commitment to a particular territory and the population

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within the area. At this time, organized neighborhoods range in population from a few thousand to eighteen thousand. The small neighborhoods are too small for social agencies to deliver services economically in the separate areas. An area large enough for the economical delivery of social services may be too large for the neighborhood associations to deliver their services in citizen participation, because neighborhoods are naturally bound by face-to-face communications. One need not worry about fragmentation into too many neighborhoods so long as the associations are willing to work together and share an area office, and so long as the perimeter of the service districts is congruent with the boundaries of the associated neighborhood groups.

Neighborhood associations are often challenged by questioning how representative they are. But what is representative? An official elected by 60% of the registered voters (or a majority thereof) is regarded as a representative. In another definition, a good survey with a large sample is regarded as a representative measure of public opinion, and even in surveys, a margin of error is provided. Neighborhood associations can represent citizen opinion, but the degree of representativeness depends on the quality and depth of participation. The ordinance guides neighborhood associations toward presenting both majority and dissenting points of view. If this protection is observed, and if neighborhood associations receive the staff aid necessary to reach more citizens, then a wider range of viewpoints will reach City Council. The amount and quality of participation depends on the importance of the decision to be made, and the degree to which the participation is ultimately effective. The goal is more informed decisions based on a more participatory process.

### Neighborhood Livability

Service districts are usually unfunctional areas of responsibility. Even where service districts are multi-functional, they rarely include more than a few of the many services. In contrast, the neighborhood is the one place where an integrated pattern of living and working occurs. Whether a neighborhood is livable or not is a subjective judgment made by citizens based on a balance of objective factors including land uses, the quality of the housing stock, the quality of the school nearby, the crime rate, and the environmental conditions, such as air and noise pollution. If neighbors believe that animals running loose or a pollution source affects livability, then city officials must recognize the problem and seek solutions, if they wish the citizens to remain living in the city.

### NEIGHBORHOOD ACTIVITIES

Neighborhood associations are beginning to work out more constructive roles for themselves. Protest on controversial issues continues, but protest alone can not tackle all the problems facing a neighborhood. The planning efforts which are beginning can open a long-term role for neighborhood participation, but many problems can be addressed more swiftly on a smaller scale through citizen action. For example, several neighborhood groups have begun recycling centers, since the markets for newspaper, office paper, glass, and metal are expanding in Oregon. One of the recycling projects intends to devote the proceeds to a tool-lending cooperative. As a result of several independent programs and with recent coordination from OONA, the number of community gardens has increased to 24, and this year some of the produce will be given to the hot lunch program for elderly people.



The tree planting program, now three years old, has been greatly benefitted by concerted community canvasses. The neighbors themselves in four areas have done the organizing and door-to-door work that the City could not afford to pay for, and naturally they do it more to their satisfaction than city employees alone could accomplish.

Under the auspices of the Bureau of Human Resources, four Youth Service Centers have been established in the City, and three of these are under contract to neighborhood-based corporations. They provide counselling to youths and their families, and an alternative to the criminal justice system for many young people.

Five major parks and a number of mini-parks can be attributed to neighborhoods' efforts on their own behalf. In addition, the Park Bureau has worked out a five-year plan with citizen input to assure that available funds are spent in ways that reflect citizen priorities.

The resolution of the great need for a citywide housing rehabilitation program lies only in the future due to the lack of sufficient resources. If community development revenue sharing is adopted, then housing programs will receive a high priority in Portland. Meantime, at least one neighborhood has worked for three summers on a Model Block program, where neighbors and youth employed under the summer employment program have provided much of the labor. Neighborhood groups have been involved in the planning of several housing projects, but these too are stalled until more funds are available. The City is currently working to find sufficient resources, probably from a combination of public and private funds.

## CONCLUSION

The interrelationships among neighborhoods, and of neighborhoods with downtown, are sufficiently synergistic that one can hardly speak of neighborhood self-determination. However, observers in Portland do expect an increase in neighborhood self-sufficiency. Planning for capital improvements, for housing rehabilitation, for cable television, an arterial street study, and various projects in transit planning need a coordinated citywide effort. Even in these projects, however, there is room for variation to reflect neighborhood preferences. Few of these efforts could be carried to fruition without the benefit of the time, the energy, and the creative ideas emanating from an aware citizenry. With citizen involvement public officials can hope that programs will receive the support of the public in their thinking and at the polls. Above and beyond the citywide efforts, neighborhood groups are now beginning to work collectively on smaller scale projects to satisfy other needs. Using the town meeting as a process for decision-making, neighborhood groups are assessing both the benefits and the needs of their own areas. Then, with an assortment of private and public efforts, neighborhood groups scrounge and improvise to begin programs which give hope for Portland's future.

Jenison.

THE CITY OF  
**PORTLAND**



**OREGON**

27 February 1974

BUREAU OF  
PLANNING

ERNEST R. BONNER  
DIRECTOR

424 S.W. MAIN STREET  
PORTLAND, OR. 97204

PLANNING  
503 248-4253

ZONING  
503 248-4250

TO: PORTLAND NEIGHBORHOOD ASSOCIATIONS

FROM: Ernest Bonner, Planning Director

SUBJECT: PROPOSED CAPITAL IMPROVEMENT FOR 1974-75

I am pleased to send you a compilation of the capital improvement projects proposed by City bureaus and agencies, along with a map indicating the location of most of the projects.

These materials represent a first attempt to prepare a comprehensive capital improvement program for Portland. The Office of Planning and Development, the Office of Management and Budget, and the Bureau of Planning will review the package of requests as a whole, commenting on the relationship of individual projects to each other, their impact on City development and their effect on City operating costs. This process represents the first step in developing a comprehensive program for public investment. We hope, eventually, to develop a 5-year program of capital investment proposals, related to overall City planning and physical development priorities.

These materials are designed also to help interested neighborhood organizations conduct their own reviews of proposed projects. The Planning Bureau will send its comments on the proposals to the Executive Budget Committee on March 15th. We will be happy to consider any comments from neighborhood associations received by March 11th. (Comments can be sent to Al Berreth at the Bureau of Planning -- 248-4517.) Neighborhood associations may also wish to present their arguments to the Executive Budget Committee and to the City Council.






















SL:bn  
3-4-74 Attachments too bulky to make copies of. Total package sent to Edna Robertson./ce

**RECEIVED**

MAR 4 1974

MODEL CITIES

TABLE OF CONTENTS

<u>City Agency</u>	<u>Improvement/Program</u>	<u>Map Symbol</u>
Bureau: Streets and Structural Eng.	Major Arterials	
" " " "	Minor Arterials	
Maintenance	Street Resurfacing	
Streets and Structural Eng.	Bike Paths	
" " " "	Sidewalks for Schools	
Street Lighting	Street Lighting	
Streets and Structural Eng.	Pedestrian Overpasses	
" " " "	Consultant Studies	
" " " "	Bridges	
" " " "	Other Projects	Not mapped.
" " " "	Financial Assistance	" "
City Engineering Services	" "	" "
Refuse Disposal	Scales	" "
Office of Planning and Development	Pioneer Courthouse Sq.	
Portland Development Commission	NDP Capital Improvement Projects	Not mapped.
Bureau: Traffic Engineering	New Signals	
" "	Modernizations	
Bureau: Sanitary Engineering	Sewers	
" "	Treatment Facilities	
Bureau: Water Works	Supply Mains	
" "	Other Projects	
" "	Planning Proposals	Not mapped.
Bureau: Parks	Land Acquisition	
"	Community Center Imp.	
"	Active Recreation Fac.	
"	Park Grounds Improv.	
"	Street trees	
"	General Improvements	Not mapped.

Amendments

Sidewalks for Schools: The proposed sidewalk on N.E. 33rd (Fremont-Klickitat) is number 10 on the map.

Street Lighting: Exact locations for the N.E. Riverside Way Project (6) and the Gertz-Schmeer project (10) were not identified but were located on the map as to assumed location.

Sanitary Engineering-Sewers: The N.E. 13th Avenue Sewer Improvement Project (8) is not mapped. The project area can be roughly defined as from N. Williams-Vancouver to N.E. 42nd, and from the vicinity of N.E. Going-Fremont to N.E. Lombard.

Parks-Street trees: No. 2 should read N. Portland Blvd: N. Greeley to N. Interstate.

## BUREAU OF NEIGHBORHOOD ENVIRONMENT

### WHAT DOES THE BUREAU OF NEIGHBORHOOD ENVIRONMENT DO?

- GENERAL NUISANCES

Investigates property which may have such conditions which may endanger neighboring property or the health or safety of the public. Notifies residents regarding problems and orders correction. Such problems might be:

- 1) Weeds, noxious vegetation and dead bushes or other such vegetation which would constitute a fire hazard (applicable April - October of each year)
- 2) Obstructions over or on sidewalks, streets or alleys
- 3) Trash and debris on property and public areas
- 4) Open, vacant buildings
- 5) Low tree limbs or branches
- 6) Vision obstructions
- 7) Noxious vegetation

- ABANDONED AUTOS on public streets or public property

- NOISE STUDY PROGRAM which proposes the strengthening of the noise ordinances to cover more areas and be more specific

- MULTI-ENVIRONMENTAL PROBLEMS identified by community groups for action by city or county service units and action by the community groups.

WHERE DO YOU CALL TO REPORT PROBLEMS? 248-4465

WHERE IS THE BUREAU LOCATED? 2040 S.E. Powell (corner of 21st)

BUREAU OF NEIGHBORHOOD ENVIRONMENT

ACTIVITY: The City Code authorizes the Bureau to carry out the following activities to deal with the general problems of abandoned autos and nuisances.

PROBLEMS:

ACTION:

- ABANDONED VEHICLES
- FIRE HAZARDS
- TRASH AND DEBRIS
- OBSTRUCTIONS ON SIDE-WALKS, STREETS & ALLEYS
- OPEN, VACANT BUILDINGS
- LOW TREE LIMBS
- NOISES
- VISION OBSTRUCTIONS AT INTERSECTIONS
- NOXIOUS VEGETATION
- OPEN WELLS & EXCAVATIONS

INDIVIDUAL CITIZEN'S CONCERN



BUREAU OF NEIGHBORHOOD ENVIRONMENT

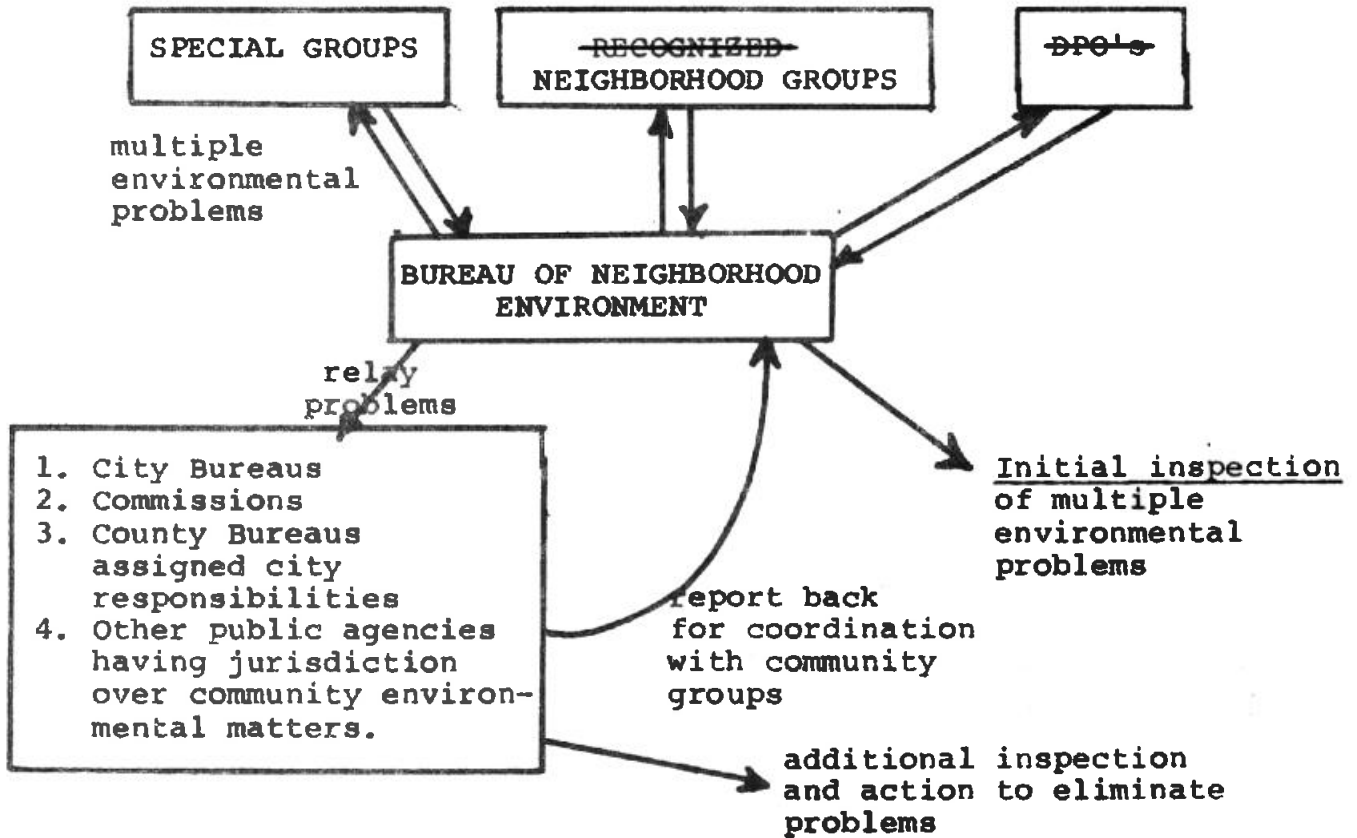
INSPECTION

- a. WORK CREW (ELIMINATE NUISANCE)
- b. CONTRACTORS (ELIMINATE NUISANCE)
- c. TOW CARS (CONTRACT)
- d. ASSESSMENT AND SALE OF VEHICLES



BUREAU OF NEIGHBORHOOD ENVIRONMENT

**ACTIVITY:** The Bureau of Neighborhood Environment shall have the authority to secure information from and coordinate the activities of all bureaus of the city that are charged with inspection and enforcement of the code, where multiple environmental problems exist.



GENERAL CHARACTER OF MULTIPLE ENVIRONMENT PROBLEMS

Abandoned Autos  
 Animals - dead or alive  
 Crime Prevention  
 Eyesores  
 Fire Hazards  
 Housing, Building, Planning  
 Code Violations  
 Human Needs  
 Motor Vehicle Dismantling  
 Mudslides  
 "Noxious Vegetation"  
 Nuisances - Public Property

Parking  
 Rats  
 Sewer back up  
 Sidewalks  
 Streets  
 Sanitation Problems  
 Traffic Problems  
 Trash and Debris  
 Low Tree Limbs  
 Vacant Buildings  
 Noise

BUREAU OF NEIGHBORHOOD ENVIRONMENT

ACTIVITY: The Bureau of Neighborhood Environment shall be responsible for working with and encouraging neighborhoods to resolve their own problems.

