

ANNOTATED MINUTES

Tuesday, January 16, 1990 - 9:30 AM
Multnomah County Courthouse, Room 602

INFORMAL BRIEFING

1. Presentation to the Board of the Community Restoration Plan Development Process. Presented by Norm Monroe.
-

Tuesday, January 16, 1990 - 1:30 PM
Multnomah County Courthouse, Room 602

INFORMAL

1. Presentation of Multnomah Cable Regulatory Commission's Annual Report. Presented by Lee Moore and Julie Omelchuck.
 2. Informal Review of Formal Agenda of January 18, 1990
-

Wednesday, January 17, 1990 - 9:00 AM to Noon & 2:00 PM to 4:00 PM

STRATEGIC PLANNING **POLICY DEVELOPMENT COMMITTEE** Portland Building, Conference Room A, 14th Floor

AGENDA

*Review of Enhancements

Thursday, January 18, 1990, 8:30 AM
Multnomah County Courthouse, Room 602

REGULAR MEETING

Chair Gladys McCoy convened the meeting at 8:30 a.m., with Vice-Chair Gretchen Kafoury, Commissioners Rick Bauman and Sharron Kelley present, and Commissioner Pauline Anderson excused.

CONSENT CALENDAR

***UPON MOTION OF COMMISSIONER KAFOURY,
SECONDED BY COMMISSIONER BAUMAN, THE***

CONSENT CALENDAR WAS UNANIMOUSLY APPROVED.

DEPARTMENT OF JUSTICE SERVICES

- C-1 Liquor License Applications Submitted by Sheriff's Office with Recommendation that Same be Approved as Follows:
a) Package Store - Renewal for the Plaid Pantry #45, 4505 SE 122nd; 7-Eleven Store #16535, 14725 SE Division

REGULAR AGENDA

DEPARTMENT OF JUSTICE SERVICES

- R-2 Budget Modification DJS #14 to Add Supervisor to Probation Services (New Position) to Support Field Casework Operations and New Requirements of Other County Programs. Uses Salary Savings from Delayed Hires so has no Budgetary Impact in the FY

IN RESPONSE TO CONCERNS EXPRESSED BY COMMISSIONER KAFOURY, PROBATION SERVICES DIRECTOR WAYNE SALVO REVIEWED THE CASE LOAD AND THE NECESSITY TO PROVIDE TRAINING AND ACCOUNTING OF SAME AS REQUIRED BY STATE STATUTE AND BUREAU OF POLICE STANDARDS TRAINING. BOARD DISCUSSION. COMMISSIONER KAFOURY MOVED, SECONDED BY COMMISSIONER KELLEY, APPROVAL OF R-2. COMMISSIONER BAUMAN ADVISED HE WOULD PREFER THIS BE DELAYED UNTIL APRIL WHEN THE EXECUTIVE BUDGET IS BEFORE THE BOARD. COMMISSIONER KELLEY INDICATED SHE CONCURS WITH COMMISSIONER BAUMAN, BUT IS WILLING TO SUPPORT THE REQUEST NOW AND VIEW IT AS A BUDGET ISSUE IN APRIL. BUDGET MODIFICATION APPROVED, WITH COMMISSIONERS KAFOURY, KELLEY AND McCOY VOTING AYE, AND COMMISSIONER BAUMAN VOTING NO.

DEPARTMENT OF GENERAL SERVICES

- R-3 In the Matter of Designation of Newspapers of General Circulation in the County for Ballot Facsimile Publication

***UPON MOTION OF COMMISSIONER KAFOURY,
SECONDED BY COMMISSIONER KELLEY, ORDER
90-6 WAS UNANIMOUSLY APPROVED.***

DEPARTMENT OF ENVIRONMENTAL SERVICES

- R-4 Budget Modification DES #8 Making an Appropriation Transfer in the Amount of \$89,400 from Fleet Fund Contingency to Fleet Services Capital (\$79,000) and Materials and Services (#10,400) to Purchase and Prepare for Service the Prisoner Transport Bus, Transport Van and Mid-Size Car Included in the Jail Levy. The Fleet Fund will be Reimbursed by the Jail Levy in July 1990

***UPON MOTION OF COMMISSIONER KAFOURY,
SECONDED BY COMMISSIONER KELLEY, R-4 WAS
UNANIMOUSLY APPROVED.***

DEPARTMENT OF HUMAN SERVICES

- R-5 In the Matter of Ratification of an Intergovernmental Agreement with the Crippled Children's Division, Oregon Health Sciences University, Whereby the Division Agrees to Reimburse the County at \$21.87 Per Hour For Providing Community Health Nurse (CHN) Services and Consultation for Division's Parents and Babies Project for Period through June 30, 1990

***UPON MOTION OF COMMISSIONER BAUMAN,
SECONDED BY COMMISSIONER KAFOURY, R-5
WAS UNANIMOUSLY APPROVED.***

- R-6 In the Matter of Ratification of an Intergovernmental Agreement Between Mt. Hood Community College and the Developmental Disabilities Program Office Decreasing Work Activity Center Funding \$9,984 to Correct a Slot/Rate Error in the Original Agreement

***UPON MOTION OF COMMISSIONER BAUMAN,
SECONDED BY COMMISSIONER KAFOURY, R-6
WAS UNANIMOUSLY APPROVED.***

- R-7 In the Matter of Ratification of an Intergovernmental Agreement Between Oregon Health Sciences University (OHSU) and the Developmental Disabilities Program Office Whereby OHSU will Receive \$2,776.06 to

Cover the Transfer of One Work Activity Center Slot from Portland Habilitation Center

***UPON MOTION OF COMMISSIONER BAUMAN,
SECONDED BY COMMISSIONER KAFOURY, R-7
WAS UNANIMOUSLY APPROVED.***

- R-8 In the Matter of Ratification of an Intergovernmental Agreement with Parkrose School District No. 3 Whereby District Agrees for County to Operate a Teen Health Clinic in District Space at No Cost for Period Upon Execution to July 1, 1991, and Automatic Renewal Thereafter

***UPON MOTION OF COMMISSIONER BAUMAN,
SECONDED BY COMMISSIONER KAFOURY, R-8
WAS UNANIMOUSLY APPROVED.***

- R-9 Budget Modification DHS #29 Requests an Increase in the Budgets of Health Division, Primary Care Clinics (\$230,923), and Social Services Division, Alcohol & Drug Program (\$90,794), (Various Line Items) by \$321,717 to Reflect the Receipt of a Grant from the Federal Government for Integrated Community Based Primary Care for Substance Abusers

***UPON MOTION OF COMMISSIONER BAUMAN,
SECONDED BY COMMISSIONER KAFOURY, R-9
WAS UNANIMOUSLY APPROVED.***

- R-10 Notice of Intent to Transfer the DUII Evaluation Program from the State of Oregon Judicial Department (OJD), to the County, Social Services Division, Alcohol & Drug Program. Estimated Revenue to Fund Program from 2/1/90 through 9/30/90 Would be \$108,000 and Will Increase Personnel by 3.0 FTE's Transferred from the Courts

***UPON MOTION OF COMMISSIONER BAUMAN,
SECONDED BY COMMISSIONER KAFOURY, R-10
WAS UNANIMOUSLY APPROVED.***

- R-11 Notice of Intent to Apply for Robert Wood Johnson Foundation for a Two Year, \$300,000 Grant for Aging Services Division to Enable Eight Cities to Design and Implement Comprehensive Health and Supportive Services Systems Tied to Suitable Permanent Housing for Homeless Families

***COMMISSIONER KELLEY MOVED, SECONDED BY
COMMISSIONER BAUMAN, APPROVAL OF R-11.
ASD STAFF BILL THOMAS EXPLANATION AND***

**RESPONSE TO BOARD QUESTIONS. NOTICE OF
INTENT UNANIMOUSLY APPROVED.**

BOARD OF COUNTY COMMISSIONERS

R-12 In the Matter of Announcement of Board Liaison Assignments

CHAIR McCOY EXPLAINED THAT BOARD RULES REQUIRE THAT SHE ANNOUNCE BOARD LIAISON ASSIGNMENTS BY THE THIRD MEETING OF EACH CALENDAR YEAR. COMMISSIONER KAFOURY MOVED, SECONDED BY COMMISSIONER KELLEY, APPROVAL OF R-12. COMMISSIONER BAUMAN ADVISED HE SHOULD BE LISTED AS LIAISON TO THE CHILDREN AND YOUTH SERVICES COMMISSION. UPON MOTION OF COMMISSIONER KAFOURY, SECONDED BY COMMISSIONER KELLEY, LIAISON ASSIGNMENTS 90-7 WERE UNANIMOUSLY APPROVED, AS CORRECTED.

UPON MOTION OF COMMISSIONER BAUMAN, SECONDED BY COMMISSIONER KELLEY, CONSIDERATION OF THE FOLLOWING ITEM WAS UNANIMOUSLY APPROVED.

R-13 *In the Matter of Approving the Certificate Purchase Agreement for the \$4,185,00 Taxable Certificates of Participation Series 1990A*

COMMISSIONER BAUMAN ADVISED THESE CERTIFICATES RELATE TO PURCHASE OF THE MEAD BUILDING. UPON MOTION OF COMMISSIONER KAFOURY, SECONDED BY COMMISSIONER KELLEY, RESOLUTION 90-8 WAS UNANIMOUSLY APPROVED.

The regular meeting was recessed and the work session convened.

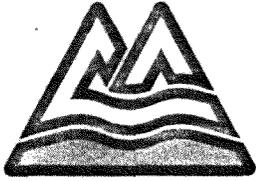
Thursday, January 18, 1990 - AM - Immediately Following Formal Meeting

WORK SESSION

1. *County Governance of the Multnomah County Public Library*

BOARD DISCUSSION ON THE AMOUNT OF THE SERIAL LEVY FOR THE MULTNOMAH COUNTY LIBRARY, THE GOVERNANCE OF THE LIBRARY AND THE BALLOT TITLE FOR THE SERIAL LEVY WITH LINDA ALEXANDER, KATHY BUSSE, DAVE WARREN, CHARLES DAVIS, JUNE NICHOLSON AND LARRY KRESSEL. UPON MOTION OF COMMISSIONER KAFOURY, SECONDED BY COMMISSIONER BAUMAN, IT WAS UNANIMOUSLY APPROVED THAT THE AMOUNT OF THE ENHANCEMENT PACKAGE BE REDUCED BY THE FOLLOWING: CAPITAL COSTS ASSOCIATED WITH THE EXPANSION OF THE MIDLAND BRANCH, CAPITAL COSTS ASSOCIATED WITH THE CENTRAL LIBRARY IMPROVEMENTS, AND THAT THE DIRECT MAIL INCREASE BE CUT IN HALF, WITH THE NOTE FOR THE RECORD THAT THE CAPITAL COSTS FOR THE MIDLAND BRANCH AND THE CENTRAL LIBRARY IMPROVEMENTS BE INCLUDED IN THE NEXT CERTIFICATE OF PARTICIPATION PROGRAM THE COUNTY UNDERTAKES, WITH THE TOTAL LEVY AMOUNT BEING APPROXIMATELY \$10 MILLION PER YEAR, AND THAT THE BUDGET OFFICE AND THE DEPARTMENT OF GENERAL SERVICES PREPARE THE NECESSARY DOCUMENTS TO BE CONSIDERED AT THE BOARD MEETING ON JANUARY 25, 1990 TO PLACE THE LIBRARY SERIAL LEVY ON THE MARCH 27, 1990 BALLOT. BILL FARVER AND FRED NEAL DISCUSSED THE CONCEPTS RELATING TO THE GOVERNANCE ISSUE. BOARD CONSENSUS NOT TO PLACE THE GOVERNANCE ISSUE ON THE BOARD'S AGENDA FOR JANUARY 25. BOARD CONSENSUS TO RETAIN THE LIBRARY TRUST, AND AT THE REQUEST OF BILL FAILING, BOARD CONSENSUS TO CONTINUE LIBRARY TRUST MEMBERSHIP AT 15, AND THAT THE GOVERNANCE COMMITTEE TRY TO GET THE MATTER ON THE BOARD'S AGENDA FOR THE SECOND WEEK IN FEBRUARY. MR. KRESSEL AND BOARD DISCUSSION ON PROPOSED BALLOT TITLE AND VOTERS PAMPHLET INFORMATION.

There being no further business, the meeting was adjourned.



MULTNOMAH COUNTY OREGON

BOARD OF COUNTY COMMISSIONERS
ROOM 605, COUNTY COURTHOUSE
1021 S.W. FOURTH AVENUE
PORTLAND, OREGON 97204

GLADYS McCOY • CHAIR • 248-3308
PAULINE ANDERSON • DISTRICT 1 • 248-5220
GRETCHEN KAFOURY • DISTRICT 2 • 248-5219
RICK BAUMAN • DISTRICT 3 • 248-5217
SHARRON KELLEY • DISTRICT 4 • 248-5213
JANE McGARVIN • Clerk • 248-3277

AGENDA OF
MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS
FOR THE WEEK OF
January 15 - 19, 1990

Monday, January 15, 1990 - Martin Luther King Jr. Day - Offices
Closed

Tuesday, January 16, 1990 - 9:30 AM - Informal Briefing. . Page 2

Tuesday, January 16, 1990 - 1:30 PM - Informal Meeting . . Page 2

Wednesday, January 17, 1990 - 9:00 AM - Policy Development Page 3
Committee

Thursday, January 18, 1990 - 8:30 AM - Formal. Page 4
Library Work Session
Following Formal Page 6

NOTE: TIME CHANGE OF FORMAL MEETING TO 8:30 AM

Tuesday, January 16, 1990 - 9:30 AM
Multnomah County Courthouse, Room 602

INFORMAL BRIEFINGS

1. Presentation to the Board of the Community Restoration Plan Development Process - Norm Monroe

PUBLIC TESTIMONY WILL NOT BE TAKEN AT INFORMAL MEETINGS

* * * * *

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STRATEGIC PLANNING

POLICY DEVELOPMENT COMMITTEE

Portland Building
Conference Room A, 14th Floor

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- * Review of Enhancements

Thursday, January 18, 1990, 8:30 AM

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Multnomah County Courthouse, Room 602

Formal Agenda

CONSENT CALENDAR

DEPARTMENT OF JUSTICE SERVICES

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a) Package Store - Renewal for the Plaid Pantry #45, 4505 S.E. 122nd; 7-Eleven Store #16535, 14725 S.E. Division

REGULAR AGENDA

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DEPARTMENT OF GENERAL SERVICES

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DEPARTMENT OF ENVIRONMENTAL SERVICES

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BOARD OF COUNTY COMMISSIONERS

- R-12 In the Matter of announcement of Board Liaison Assignments

Thursday Meetings of the Multnomah County Board of Commissioners are recorded and can be seen at the following times:
Thursday, 10:00 PM, Channel 11 for East and West side subscribers
Friday, 6:00 PM, Channel 27 for Paragon Cable (Multnomah East) subscribers
Saturday 12:00 PM, Channel 21 for East Portland and East County subscribers

Thursday, January 18, 1990 - AM
Immediately Following Formal Meeting

Work Session

1. County Governance of the Multnomah County Public Library

PUBLIC TESTIMONY WILL NOT BE TAKEN AT INFORMAL MEETINGS

0700C.15-20
cap

DATE SUBMITTED 1/9/90

(For Clerk's Use)
Meeting Date JAN 16 1990 AM
Agenda No. #1

REQUEST FOR PLACEMENT ON THE AGENDA

Subject: Community Restoration

Informal Only* 1/16/90
(Date)

Formal Only _____
(Date)

DEPARTMENT Chair's office DIVISION _____

CONTACT Norm Monroe TELEPHONE 248-3308

*NAME(S) OF PERSON MAKING PRESENTATION TO BOARD Norm Monroe

BRIEF SUMMARY Should include other alternatives explored, if applicable, and clear statement of rationale for the action requested.

To present to Board of County Commissioners, the Community Restoration Plan Development process - Companion Piece to Neighborhood Revitalization process.

(IF ADDITIONAL SPACE IS NEEDED, PLEASE USE REVERSE SIDE)

ACTION REQUESTED:

INFORMATION ONLY PRELIMINARY APPROVAL POLICY DIRECTION APPROVAL

INDICATE THE ESTIMATED TIME NEEDED ON AGENDA 20-30 min

IMPACT:

PERSONNEL
 FISCAL/BUDGETARY
 General Fund

Other Service Delivery

CLERK OF COUNTY COMMISSIONERS
1990 JAN 16 AM 11:37
MULTI-COUNTY
OREGON

SIGNATURES:

DEPARTMENT HEAD, ELECTED OFFICIAL, or COUNTY COMMISSIONER: Madys McCay

BUDGET / PERSONNEL _____

COUNTY COUNSEL (Ordinances, Resolutions, Agreements, Contracts) _____

OTHER _____
(Purchasing, Facilities Management, etc.)

NOTE: If requesting unanimous consent, state situation requiring emergency action on back.

**Community Restoration Plan
Board of County Commissioner's Briefing Sheet**

Introduction

For ten (10) weeks, I have been reviewing Neighborhood Revitalization Strategy documents to determine how Multnomah County can fulfill its commitment to this planning process.

The Community Restoration Program is the companion piece to the Neighborhood Revitalization Strategy. The goal of the county response, is to design a process from which a community-county partnership can be developed. This partnership will be the vehicle from which community needs are identified and resources gathered that address these needs. The desired results of this procedure are to enhance neighborhoods and add to the viability of whole communities.

The role of governance in this plan will be to a. Formulate policy, b. Advance advocacy for those resources outside of county jurisdiction, c. Develop programs that identify and address neighborhood and community needs.

Problem

Multnomah County has the largest human service agency in operation at the local level. Approximately \$83,754,345 was budgeted for this department in 1989-90. This expenditure supports programs in social services, juvenile services, aging services, the health division, and administration.

Human Services are a vital part of the Community Restoration and Neighborhood Revitalization efforts. These services are directed toward individuals who have the greatest need or are at the highest risk.

In 1987, over 70,000 clients were served, either in their homes or in the county primary care clinics. Nearly all of the county clients had incomes below poverty levels. Half were minorities, 16% were emotionally disabled, and 35% were members of a family headed by a young single mother.

The spread of drug and alcohol usage throughout the county will continue to place a heavy demand on the county's health and human service systems. 39.3% of the state's alcohol and drug related deaths occurred in Multnomah County. 42.9% of all state deaths, in which alcohol was the leading cause, occurred in Multnomah County. Adding to the increase in drug and alcohol usage in the county is the number of infants being born drug exposed. One in ten new mothers have used illegal drugs during pregnancy, according to local obstetricians.

Housing

According to a November, 1989 Housing Authority of Portland report, approximately 17,000 individuals a year are homeless and seek shelter in the community. 23% are children, 65% of the homeless adults are substance abusers, 44% are families, and 52% of the homeless are single.

Over half of the city's housing stock is now over fifty years old. More than 10,500 home owners and nearly 15,000 renters live in substandard housing. Vacant and Abandoned houses that remain empty add to the deterioration and blight of many of Portland's neighborhoods. The decrease in property values and loss of neighborhood vitality further erodes the community and adds to the city's decline.

Multnomah County provides transitional housing services to six small cities in the unincorporated area through the administration of a small Community Block Grant. This grant is administered out of the county department of Environmental Services. In June the Community Block Grant will be greatly reduced and when reinstated will be approximately 60% of its original total.

There are approximately 14,000 developmentally disabled individuals in the county. As the state continues to downsize its institutional treatment populations, a high percentage of these individuals will seek assistance from Multnomah County programs. The county currently spends approximately 11,000,000 dollars in housing subsidies for its special needs population, including adult foster care.

Public Safety

In most of our neighborhoods the fear of crime, the perception of crime, and actual crime is pervasive. Public Safety is a cornerstone of restorative strategies. Local police agencies are under staffed, under funded, and ill equipped to address the demands our citizens place on them. In Portland there are 1.7 police officers per thousand of population. In the unincorporated areas, there are .07 officers per thousand of population. Community policing has offered the most promising process for rescuing neighborhoods from youth gangs, drugs, and crime.

Victim Assistance

During the best of times crime devastates and demoralizes a community. This devastation is extremely acute if one is the victim of crime, has a family member or neighbor who has been victimized, or lives in a vulnerable neighborhood. Everyone in a crime ridden community shares in the feeling of hopelessness and isolation.

Plan

Multnomah County's Community Restoration program is an attempt to build a comprehensive Human and Public Safety service delivery system. This system will be built in concert with neighborhood organizations and citizen involvement committees.

The model will draw heavily on the input of citizen groups and leverage additional resources from state, local, private, and county resources.

The program will be constructed around Human Services, Public Safety, Special Needs Housing, and Victim Services.

Process

An internal Committee will be formulated made up of representatives from the department of Human Services, Justice Services, Environmental Services, General Services, the Sheriff's Department, and the Office of the District Attorney. The charge of this group will be to examine the feasibility of designing a comprehensive County Service package that is generic enough to be inserted into any community with the collaboration of neighborhood groups and citizen involvement committees.

Three (3) to Six (6) months:

The Internal Committee will examine and develop an internal process that identifies services of the county, actively seeks ways to remove service barriers, and establishes criterion for placement of these services in a given neighborhood or community. The members of this committee will also work with neighborhood groups and citizen involvement committees to devise a process for selecting a target neighborhood to introduce the model.

Six (6) to Nine (9) months:

The Committee will broaden its membership to include representatives from state departments of Human Resources and the Employment Division, Portland Public Schools, and Private Foundations. This body will further refine the Service Model and explore additional ways to leverage resources that can be added to the model.

Nine (9) to Twelve (12) months:

Community forums will be held throughout the County in neighborhoods to explain the plan and receive additional community input before a final planning process is agreed upon. This process will include briefing with the press, community groups, neighborhood associations, civic groups and crime prevention associations.

Appearances will be made on an ongoing basis in front of the Neighborhood Revitalization Management Panel and Technical Advisory Committee Strategic Taskforce.

Recommendation

Today we only ask that you endorse the process and give me your permission to begin organizing an internal committee.

Multnomah County

**Community Restoration Program
Companion Piece to Neighborhood Revitalization Strategy**

January 16, 1990

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Mission Statement

To develop a Human Service system that responds to the needs of the community and its most vulnerable citizens.

Goals

To work with community and neighborhood organizations to better use government resources,

To empower neighborhoods and communities to identify their needs and assist them in gathering services to meet these needs,

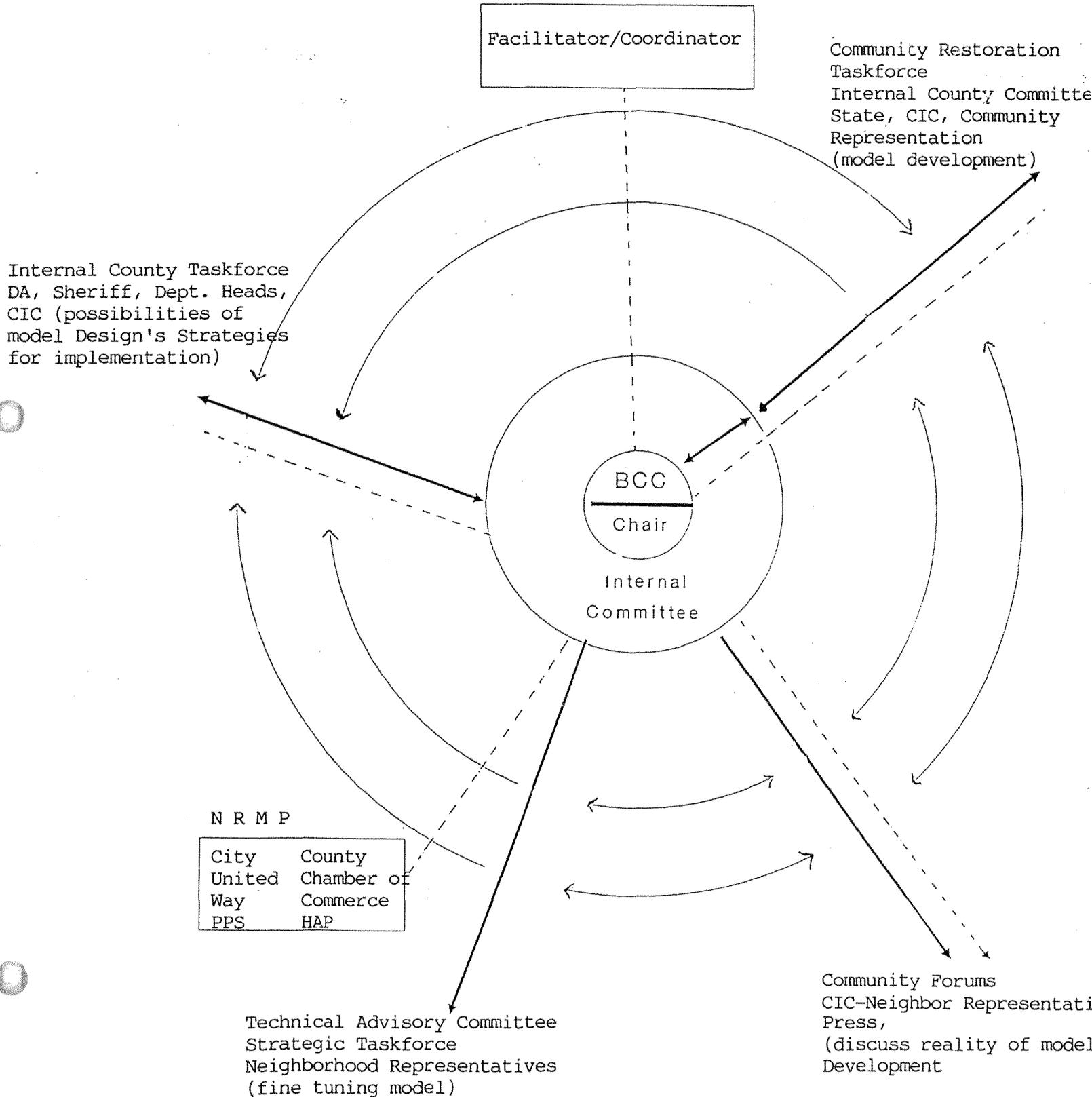
To reduce homelessness and bring affordable housing within the reach of all Multnomah County citizens,

To work with business organizations and entrepreneurs in strengthening incubator projects in impoverished communities.

Objectives

Objectives for the Community Restorative Program will be developed in conjunction with community and neighborhood economic development, crime prevention, and human service groups.

Community Restoration Plan Development Process



Organizational Chart Narrative

Process:

Three (3) to Six (6) months:

An **internal committee** will be organized made up of representatives from the departments of Human Services, Justices Services, Environmental Services, General Services, the Sheriff's Department, and the Office of the District Attorney. The charge of this group will be to examine the feasibility of designing a comprehensive package of County Services that could be placed in any given community.

The group will spend from three (3) to six (6) months examining and developing an internal process that identifies services of the county and actively seeks ways to remove service barriers. Members of the **internal committee** will set criterion for identification of target neighborhoods with the active assistance of neighborhood groups and citizen involvement committee (CIC) members. A small demonstration project in a historically neglected community may be utilized to test the value of the model.

Six (6) to Nine (9) Months:

The **Internal Committee** will broaden its membership to include representatives from the State Department of Human Resources, the Employment Division, Portland Public Schools, and Private Foundations. This body will further refine the service model and explore ways to leverage additional resources.

Nine (9) to Twelve (12) months:

Community forums will be held throughout the County in neighborhoods to explain the plan and receive community input before a final planning process is agreed upon. This process will include briefings with the press, community groups, neighborhood associations, civic groups, and crime prevention associations.

Appearances will be made on a continuous basis in front of the **Neighborhood Revitalization Management Panel** and the **Technical Advisory Committee Strategic Taskforce**.

Alatops

**Current Problems
Restorative Plan**

**Multnomah County
Community Restoration Program
Companion Piece to Neighborhood Revitalization Strategy**

Multnomah County

Multnomah County and the Portland Metropolitan area, contains 48% of the state's population. Over 72% of the county's population lives in the city of Portland. 561,800 people reside within the county's four hundred and sixty five square miles.

Community Restoration Program

The Community Restoration Program under consideration in Multnomah County is the companion piece to the Neighborhood Revitalization Strategy. Portions of the county's restoration efforts have been undertaken by a variety of county staff. Multnomah County's Board of County Commissioners and Chair have assigned a staff assistant to assemble the elements of the Community Restoration program and develop a coherent plan. The goal is to design a process from which a Community-County Partnership can be developed. This partnership will be the vehicle from which community needs are identified and resources are gathered that address those needs. The desired results of this process are to enhance neighborhoods and add to the viability of whole communities.

The county's resources will be formulated in concert with neighborhood organizations and/or community groups. Information will be aggressively solicited from community residents concerning their needs and programs will be designed to address community concerns.

Structurally, the county's Community Restorative Program will be developed around four programmatic areas; Human Services, Housing Services, Community Policing and Victim Assistance. The rationale for the inclusion of these programmatic areas is based on the strength of the county's resources and knowledge gained in a demonstration project (Columbia Villa Project). Additionally, changes in the county's client population and demands placed on the county's limited resources require a proactive and innovative approach to combat the impending crises to our social service systems.

Problems

Human Services

Multnomah County has the largest human service agency in operation at the local level. The 1989-90 budget for this department was approximately \$83,754,345. This budget is

represented in social services, juvenile services, aging services, the health division, and administration. The mission statement of the department of human services is to improve the quality of life for Multnomah County as a community as well as for our most vulnerable citizens, through human service advocacy, human service leadership, and coordination and provision of human services to citizens.

Human Services are a vital part of the Community Restoration and Neighborhood Revitalization efforts. These services in Multnomah County are directed at individuals who have the greatest need or who are at the highest risk. According to the annual report of Multnomah County Health Division during 1987, over 70,000 clients were served in their homes by the Community Health Nurses or in the county's health clinics. Nearly all of these clients had incomes below poverty levels. Half were minorities, 16% were emotionally disabled and 35% were members of a family headed by a young single mother. The report also states that without the health care services provided by the county's health division, most of these clients would not have received health care and would have had no where else to turn.

The proliferation of drug and alcohol usage throughout the county will continue to place a heavy demand on the county's health and human services. Oregon State Health Division statistics report that Multnomah County had 39.3% of the state's alcohol and drug related deaths and 42.9% of all state deaths in which alcohol was the leading cause. Adding to the increase in drug and alcohol usage is the number of infants being born drug exposed. One in ten new mothers have used illegal drugs during pregnancy according to local Obstetricians. The number of drug exposed babies born monthly in the county has increased from 10.5 per month in 1987 to 22 per month in 1989 and should continue to show a dramatic increase as better methods of detection and prenatal care become available. Preliminary studies in southern California indicate that prenatally drug exposed toddlers have delays or disorders in understanding consequences, performing structured tasks, social interaction and self-regulation.

Intravenous drug usage among a young child - bearing population has also added to the increase of AIDS, syphilis and other sexually transmitted diseases in this population. Most of the effected individuals do not readily seek out helping services. They are mainly seen at times of crises in hospital emergency rooms or as victims/offenders of drug related crimes. The ramifications of an ever increasing dysfunctional population on all institutional services systems is beginning to be felt not only in Multnomah County and the State of Oregon, but over the entire nation.

Housing

According to a November, 1989 Housing Authority of Portland report on the homeless, in Multnomah County approximately 17,000 individuals a year are homeless and seek shelter in the community. 23% of them are children. 65% of Portland's homeless adults are substance abusers. 44% of the homeless are families and 52% of the homeless are single.

The Neighborhood Revitalization Strategy background report states that over 1.3 million people make their homes in the Portland Metropolitan area. 37% of these residents live in one of the 90 neighborhoods that comprises the city of Portland. The downtown area, according to this report, is home to nearly 10,000 people, including low and upper income households. The report also contains the fact that over half of the city's housing stock is now over fifty years old. It is estimated that more than 10,500 home owners and nearly 15,000 renters live in substandard housing. Vacant and abandoned houses that remain empty add to the deterioration and blight of many of Portland's neighborhoods. The decline of property values and loss of neighborhood vitality further erodes the community and adds to the city's decline. In most of these neighborhoods, mortgage debts and tax appraisals exceed the market value of the homes.

Through the county block grant program, transitional housing and programs that assist families towards home ownership have received limited assistance. This program is administered through Multnomah County's department of Environmental Services. Funds are provided to six smaller cities and unincorporated areas of the County.

In the county there are approximately 14,000 developmentally disabled individuals. Multnomah County Department of Human Services spends approximately \$11,000,000 in housing subsidies to special needs clientele that also includes adult foster care. The continuous deinstitutionalization of mental health clients and other special needs populations to local communities will place an increasing demand on local services.

Multnomah County is the recipient of housing stock acquired through tax forfeitures. More recently a proportion of these properties were donated to the N.E. Community to assist this local group to successfully apply and receive a planning grant from the Department of Housing and Urban Development. Although this was a one time donation by the county, a more formal policy to meet the growing demand from community based groups for county housing stock has yet to be formulated.

Community Policing

In most of our communities the fear of crime, the perception of crime and actual crime is pervasive. Public Safety is at the cornerstone of revitalization or community restorative strategies. Modern police agencies are under staffed, under funded, and ill equipped to address the demands placed upon them. In Portland there are 1.7 police for every 1000 citizens. In unincorporated areas of the county, there are .07 sheriff's deputies per 1000 citizens. Community policing, in partnership with citizens, offers the most promising process for rescuing neighborhoods and communities from the ravishes of youth gang violence, drugs and crime.

Multnomah County is serviced by five police agencies, the Portland Police Bureau, Portland School Police, Gresham Police, Oregon State Police, and the Multnomah County Sheriff Department. More recently, the Oregon National Guard was requested to assist local police efforts when drug and youth gang violence threatened the lives of innocent citizens. This request illustrated the critical shortage of law enforcement personnel in

the area and its ability to curb the proliferation of crime. More over, police agencies around the nation have had to rethink their strategies and methods of deploying personnel to meet the demands of citizens for safe streets and neighborhoods. Locally, the Portland Police Bureau has initiated a five year strategy to implement a Community Policing model.

Recently the Multnomah County Sheriff department undertook a dramatic and innovative approach to drug related crime and youth gangs in a public housing complex, known as Columbia Villa/Tamarack. The use of a Safety Action Team composed of two Civilian Investigative Aides, three Deputy Sheriffs, and a Lieutenant Coordinator met with surprising success. What this group learned was that law enforcement personnel in partnership with community leaders, citizens, and social service agencies offers the best opportunity to curb crime and return whole neighborhoods back to its citizens.

Multnomah County's Community Restoration program will rely heavily on an aggressive Community Policing Model in its efforts to revitalize neighborhoods and communities. This model builds on the Human Services of the County and related services. Community Policing is a partnership between neighborhood groups, the community, and its law enforcement agencies. No community is safe if it is not used by its citizens.

Victim Assistance

In the best of times, crime devastates and demoralizes the community where crime is pervasive. This devastation is extremely acute if one is the victim, has a neighbor that has been a crime victim, or lives in a vulnerable crime neighborhood. Family members and friends share in the sense of loss and vulnerability. A report by Dr. Robert F. Rich and Ann W. Burgess, R.N. of the National Institute of Mental Health, states that in the aftermath of violent crime the victim suffers disruptions in social and family relationships, as well as physical and psychological symptoms that could last a life time. Like people who are dying, the report relates, victims of crime go through stages in learning to cope with their distress. Their first reactions are shock, disbelief, denial and temporary paralysis, accompanied by withdrawal. The victim experiences loneliness, helplessness and despair.

Although many crime victims apparently resolve symptoms within a year, others go on to latent stages of disfunction, according to the report. In this stage the victim experiences chronic stress, self blame, or an unshakable sense of irretrievable loss. Victims of rape may complain of disabling self judgments, depression and alienation even after four years or more.

In the drug and youth gang environment, victims are seen at all levels of the spectrum. They are the drug addict, the single parent, female and head of household, or they could be the mother or brothers and sisters of a youth gang member. To bring communities and neighborhoods back from wholesale levels of deterioration and decay, victims in these communities must be supported with an array of social and human services.

Drug addiction and related crimes associated with this anomaly require individuals in these neighborhoods to have confidence in the criminal justice system and a guarantee of support and protection.

The National Institute of Mental Health report stresses the need for a comprehensive system of services in place to provide treatment and support for the victim. Mental health professionals must be aware that substance abuse is frequently associated with post traumatic stress disorders. Clinical experience suggests that substance abuse may represent the victim's attempt to cope with or medicate themselves against fear, anxiety, depression, shame, guilt, anger, humiliation, rage, and other emotions resulting from traumatization.

The Plan for Restoration

Multnomah County's Community Restoration program is an attempt to build a comprehensive Safety and Service delivery system that is generic enough to be implanted into any community within the boundaries of the County. This program will build on Human Services, Housing, Community Policing, and Victim Services to restore the livability and viability of neighborhoods and the Community. The plan to accomplish this aim is simple in its design and has been proven effective in a limited public housing environment.

The plan will audit services provided by the department of Human Services, Environmental Services, Justice Services, General Services, the Sheriff's Department, and the Office of the District Attorney. Each department head will be asked to provide a representative to form an Internal County/Community Taskforce. This taskforce will meet to develop strategies, devise a process for selecting a target neighborhood, and assemble services that best meet the needs of the effected community.

The Internal County/Community Taskforce will be augmented with additional representatives from neighborhood associations, county citizen involvement committees, and the State of Oregon Human Resource and Employment divisions. This group could also accommodate representatives from the Neighborhood Revitalization Technical Advisory Committee.

When a service delivery systems model is decided upon, the package will be presented to the Technical Advisory Committee Strategic Taskforce for and further discussion or refinement.

Policy, Advocacy, and Program development decisions will be made by the board of County Commissioners and the Chair. Issues of governance will be brought before that body before any strategy or program is taken into the community.

Participants

Neighborhood and Community Forums

In the second phase of resource implementation and system design discussion, presentations will be held in the community. These meetings will take place at specified times consistent with the scheduled meeting arrangements of community and neighborhood groups. In areas where neighborhood associations or community involvement groups are not active, assistance in identifying opinion leaders or cluster neighborhoods will be requested of the Office Neighborhood Associations, Citizen Involvement Committee, the Sheriff's Office, and the Portland Police.

Neighborhood and Community Groups

In most of the 90 neighborhoods in the Portland Metropolitan area, active neighborhood governing bodies exist. These groups will play a substantial role in the county Community Restoration Plans. Neighborhoods selected to participate in this county wide effort will be either self selected or selected by criterion based on neighborhood historical structure; social, medical, or criminal deterioration. Other factors which point to the neighborhood or community being a high risk area will also be taken into consideration. These factors, including school drop out rates, teen age pregnancies, or drug addiction are finite indicators of social and medical breakdown. When one neighborhood is so effected these problems eventually reach into other neighborhoods. The Community Restoration Program is designed to address these high risk neighborhood problems.

Health Care Facilities

Currently, Multnomah County has six primary health care facilities located throughout the Portland Metropolitan area. These facilities are strategically located in the geographic areas that make up the county. These agencies can be the central residence to house a multi-disciplinary service delivery team. The composition of such a team would be determined by the demographics of the community effected. This determination will result from an analysis of crime, school attendance, employment, medical, drug, and alcohol data. Survey information obtained from door to door solicitations, as well as blind survey instruments mailed out in utility bills could serve as a conduit. What is important in the formulation of this plan is active solicitation and input from members of the effected communities. No model will work effectively if it is developed in a vacuum without reasonable participation of community members.

State Human Resources

If there is one lesson that social service agencies have learned in the mist of the proliferation of drug addiction and youth gang violence, it is that no one agency can go it alone. The complexity of the problems and the human tragedy associated with this

epidemic tax even the most prepared service systems. Moreover, the hidden population of immediate crisis clients causes fundamental breakdowns in the delivery of services in most agencies. The State of Oregon's Human Resource Department has played a critical role in partnership with the County Human Services Department. Public Health outreach coupled with imaginative support services is a model for the future.

Private Foundations

Private foundations' fiscal resources have been a part of integrated municipal service models for some time. However, like most helping agencies, they too have funded treatment programs that address the symptoms of social breakdown, not the root cause. Private foundations have an important influence on the issues of governance. Any community based Restorative Model must reserve a role for this important community partner in the present era of scarce resources.

Technical Advisory Committee

The Neighborhood Revitalization Technical Advisory Committee is made up of numerous neighborhood and community representatives. In the county's Community Restoration Model, information, proposals, and strategies will be shared with this group for their input.

Neighborhood Revitalization Management Panel

The Neighborhood Revitalization Management Panel is currently composed of the following; the Chair of the Board of County Commissioners for Multnomah County, the Mayor of the City of Portland, the Administrator of the Housing Authority of Portland, the Executive Director of United Way of the Columbia-Willamette, the Superintendent of Portland Public Schools, and a representative from the Portland Chamber of Commerce. This body is responsible for developing policy, constructing a coordinated plan for carrying out strategies, overseeing work towards project goals and making recommendations regarding programs.

Multnomah County's Community Restoration program is a companion piece to the Neighborhood Revitalization strategy. The plans, strategies, and programs developed to augment this neighborhood and community effort will be reviewed by the Neighborhood Revitalization Management Panel. Presentations and recommendations for action will be solicited from this group in conjunction with the desires of the affected community.

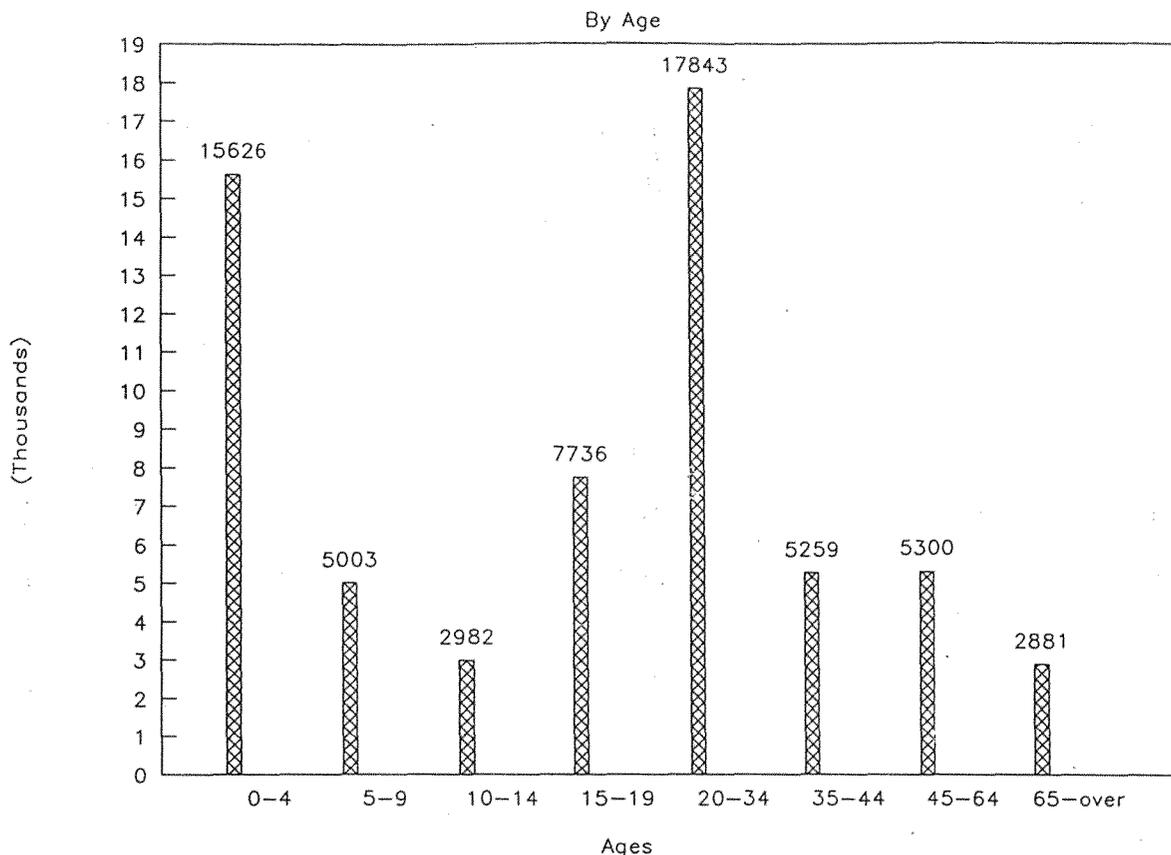
Summation

The proliferation of drugs, youth gang violence, the deterioration of our neighborhoods, and the number of homeless people in our communities has ushered in a new sense of urgency for government and helping agencies. No longer can one agency, government, or law enforcement wing of our system be expected to meet the complex needs of all segments of our society. These are not traditional times that lend themselves to prudent

and tempered responses to problems. The immediate need crisis population is made up of young gang effected youth, high school drop outs, and single heads of households (the majority of which are female headed). Additionally, the future labor pool will be drawn from groups who traditionally have been neglected or left out of the mainstream of community life.

Multnomah County's Community Restorative Program is structured as a preventive community model. The model encourages linkages with city, state, and county agencies as well as agencies of the private sector. The model envisioned will build on inter-agency cooperation and service delivery flexibility for maximum community effectiveness. The model will also rely upon strong community input at all levels of program design. Multnomah County's Community Restorative Program will be constructed on the six public health centers located throughout the county. Human Services, Housing Services, Community Policing, and Victim Assistance programs will be an integral part of community restorative programming.

Total County Primary Care 1988



Primary Health Care includes clinic screening and treatment of adults and children with acute or chronic illness. The numbers reflected in this graph do not include dental, sexually transmitted diseases, or field nurse services. The total number reflected in this graph is 62,630 clients. This is 11% of the total county population reported in the 89/90 Oregon Blue Book (561,800).

This graph shows a sharp increase in clientele in ages 0-4 and 20-34. In the 0-4 age group the male/female ratio is fairly even with 7854 females and 7772 males. However, in the 20-34 age group, 13,802 were females, while only 4041 were males.

These two age group numbers correspond with the Social Needs and Issues for Portland from 1990-2000 report that "less than one-third of all children under 18 years old are receiving necessary mental health services, and a very small number of programs addressing chemical dependency are focused on the increasing number of youth and women in need of services".

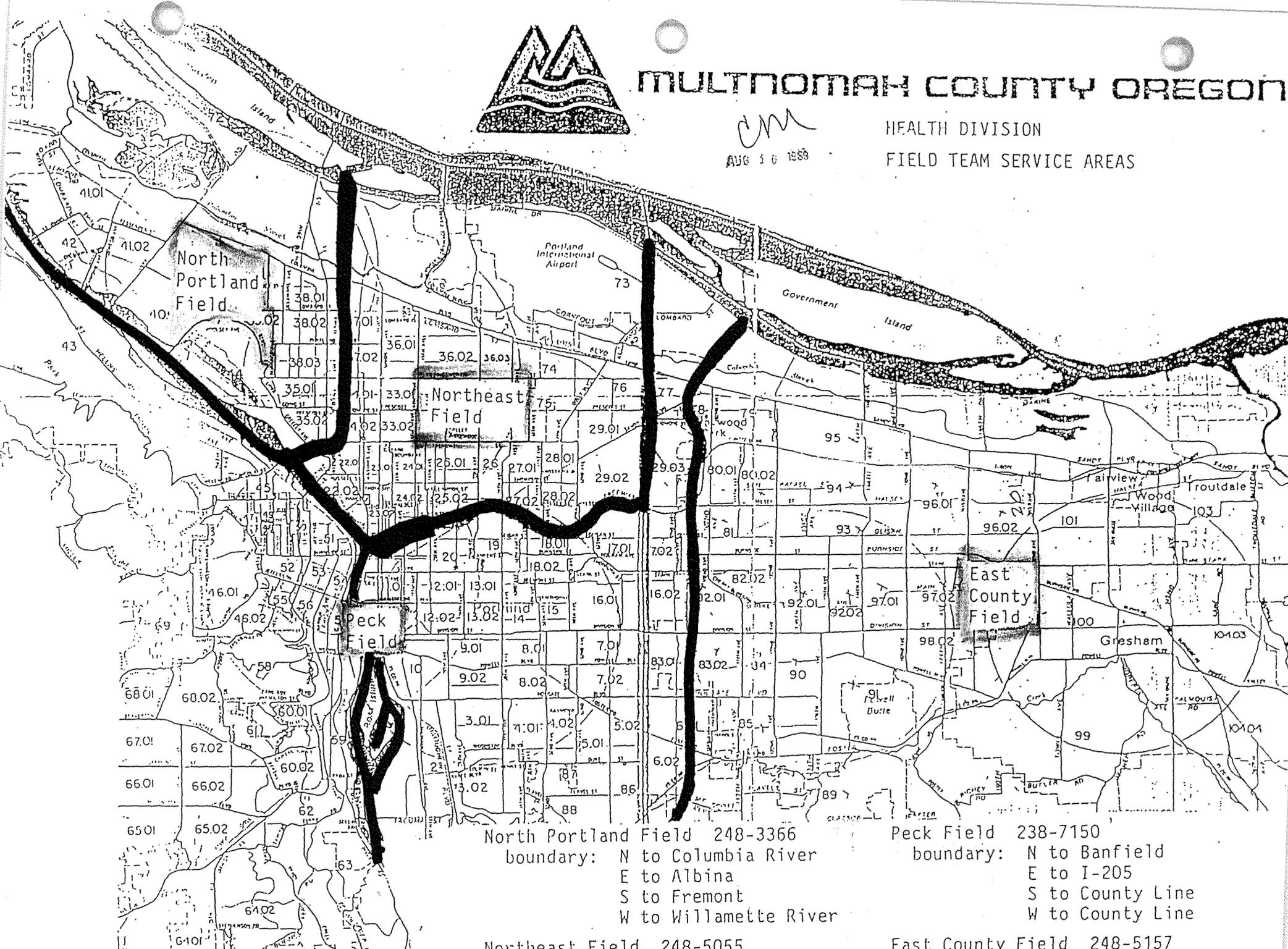
The County's Health Clinics are one of the least threatening and most necessary helping agencies for at risk clients to come to in times of crisis. From this initial clinic visit, the county now provides preventive and follow up on-going care, referrals, and home visits.



MULTNOMAH COUNTY OREGON

CM
AUG 16 1989

HEALTH DIVISION
FIELD TEAM SERVICE AREAS

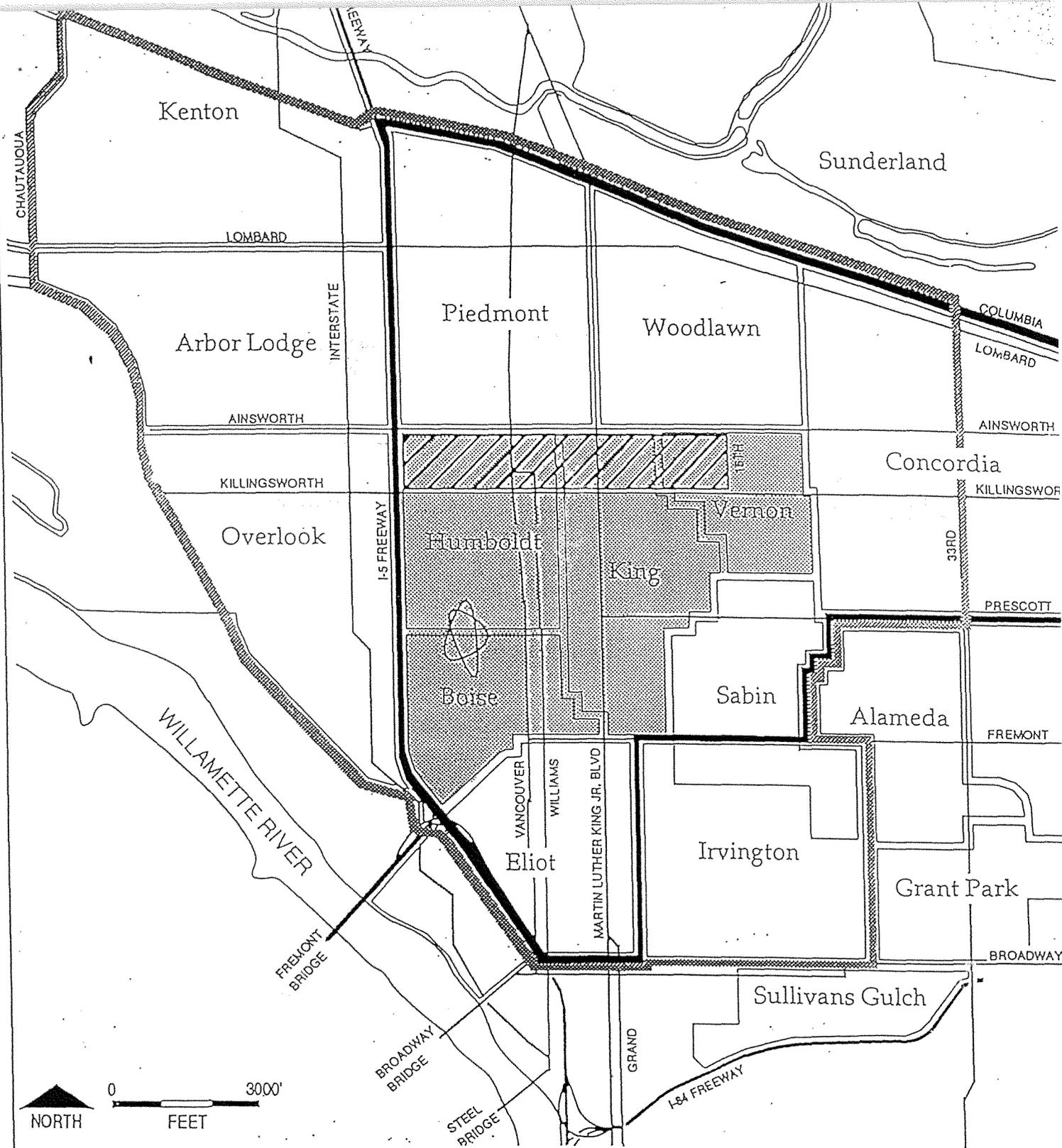


North Portland Field 248-3366
boundary: N to Columbia River
E to Albina
S to Fremont
W to Willamette River

Peck Field 238-7150
boundary: N to Banfield
E to I-205
S to County Line
W to County Line

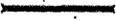
Northeast Field 248-5055
boundary: N to Columbia River
E to 82nd
S to Banfield

East County Field 248-5157
boundary: E of I-205 to County Line



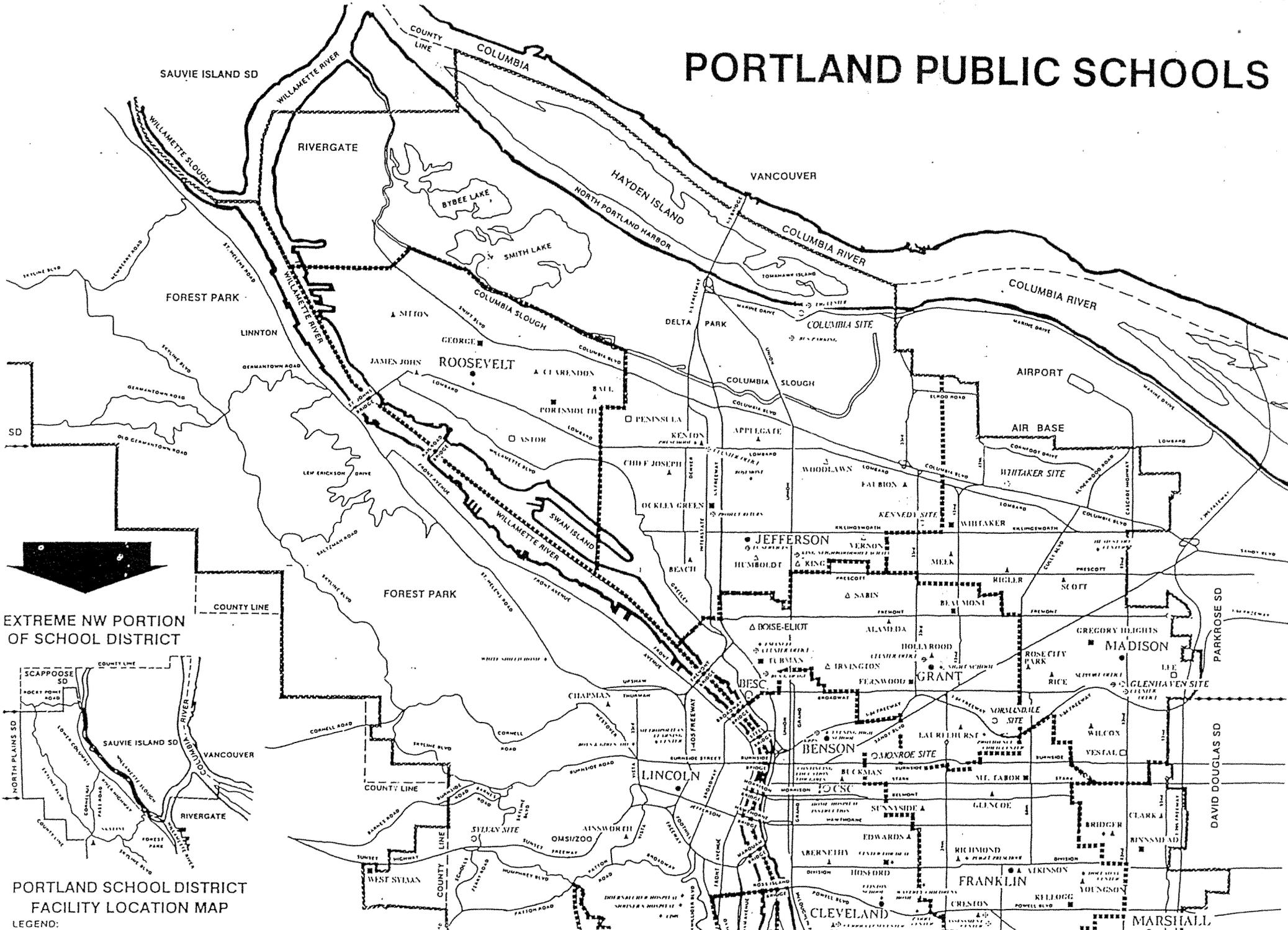
City of Portland, Bureau of Community Development, Neighborhood Revitalization Program

NORTHEAST REVITALIZATION EFFORTS

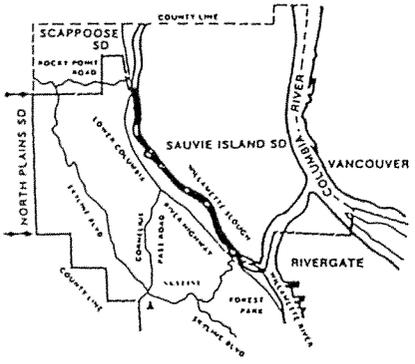
-  Revitalization Focus Area
-  Nehemiah Project Area
-  Community Rescue Plan - Initial Target Area
-  Albina Community Plan - Land Use Study Area
-  Showcase Area
-  Neighborhood Association Boundary



PORTLAND PUBLIC SCHOOLS



EXTREME NW PORTION
OF SCHOOL DISTRICT



PORTLAND SCHOOL DISTRICT
FACILITY LOCATION MAP
LEGEND:

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**NEIGHBORHOOD REVITALIZATION STRATEGY REPORT
BACKGROUND REPORT**

October 14, 1988

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NEIGHBORHOOD REVITALIZATION STRATEGY

BACKGROUND REPORT October 14, 1988

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I. INTRODUCTION

The Neighborhood Revitalization Strategy Background Report is a companion piece to the Neighborhood Revitalization Strategy, prepared at the direction of City Council, to coordinate efforts at neighborhood development among local governmental jurisdictions. This Background Report provides specific information on the major issues identified in the Strategy that affect neighborhood liveability.

The Neighborhood Revitalization Strategy identifies ten issue areas which have a direct impact on neighborhood development and liveability. The ten issues have been sorted into four groups. "Community Participation" leads the issues categories in recognition of the need for meaningful citizen involvement in all planning and implementation strategies for neighborhood revitalization. The "Basic Emphasis" category includes those issues that are of primary concern to all neighborhoods: jobs and business development, housing, and public safety. Issues drawn from education and youth services, parks and recreation and human services have been grouped in a "Community Services" section of the report. Finally, those issues related to the "Environment and Infrastructure" have been grouped together.

The Strategy recommends that these issues be considered for all future planning and development activities and that an on-going coordinating body be created to bring together representatives from local governmental jurisdictions and the community.

This Background Report provides an evaluation of current efforts and findings regarding future needs that led to the recommendations made in the Strategy.

II. COMMUNITY PARTICIPATION

A. HISTORY OF PORTLAND NEIGHBORHOODS

"GOOD CITIZENS ARE THE RICHES OF A CITY" (C E S Wood).

Portland's Skidmore Fountain proclaims for all to see this City's lasting commitment to citizen involvement in local government.

Portland's network of neighborhood associations is a model for the nation. More than 50 years ago, neighborhoods began organizing into informal associations to address community issues. The rising problem of juvenile delinquency prompted those first groups to take action. Later, threatened by the unchecked expansion of freeways and industry, community coalitions organized to preserve the residential quality and liveability of their neighborhoods. Neighborhood boundaries generally followed elementary school attendance areas. Through the 1960's, during the Model Cities Program, neighborhood associations became more organized and involved in a broad range of decisions affecting their areas.

Today the efforts of these individual citizens working together to better their community have created 90 diverse neighborhoods, each with its own distinctive character. Many of them now undertake neighborhood projects such as developing community gardens, coordinating neighborhood clean-ups and sponsoring annual festivals. These neighborhood associations are woven into the mosaic that makes Portland unique.

Since 1974, neighborhood organizations have maintained direct contact with the City through the Office of Neighborhood Associations (ONA), reinforcing the City's commitment to an informed and involved citizenry.

At the same time, neighborhoods outside the City of Portland were organizing to have a greater say in the development of their areas. These community groups, originally developed to deal with land use planning issues, now address a wide array of neighborhood issues.

Local neighborhood organizations in the City of Portland are clustered into seven geographic regions, under District Coalition Boards. The County is also organizing non-City associations into an East County Coalition. These Coalition Boards are staffed to provide support services and technical assistance to local neighborhood associations.

During the past five years, the City of Portland has been involved in the largest urban annexation program in the nation. Neighborhoods, previously organized through Multnomah County, are now coming into the City. Today the City of Portland covers 132

square miles, has a population of 420,000, and has a neighborhood network containing 90 recognized neighborhood associations.

The Neighborhood Revitalization Strategy Project recognized from the beginning that neighborhood development without active involvement from citizens in affected areas would be doomed to failure. Therefore, the first issue area to be considered in this Report is that of Community Involvement.

B. COMMUNITY INVOLVEMENT

Assessment

The issue of community involvement is often overlooked in evaluating the liveability of neighborhoods, but it is nonetheless important. The availability and level of citizen involvement in government processes is critical to the creation and maintenance of viable neighborhoods.

Community involvement includes two different types of activities: 1) those that create communication/cooperation between citizens of a neighborhood or area; and 2) those that create communication/cooperation between citizens and public officials.

All government jurisdictions studied have some level of citizen participation activity and there is a high degree of similarity among jurisdictions in the types of participation opportunities offered. Most ongoing citizen participation activities deal with bureau level oversight of goals and budgets and are fairly well institutionalized.

Neighborhood associations provide more direct involvement by the public in specific issues affecting their neighborhoods, but most associations have a small core of neighborhood activists and the larger community only becomes involved when a specific critical issue affecting the neighborhood arises.

Major planning efforts by government jurisdictions do include a citizen participation component. However, ongoing activities, which also affect neighborhood liveability, have not always included such public input.

Citizens feel that they have expertise to offer government agencies regarding the needs of their neighborhoods and what types of programs will succeed. Some citizens feel that bureau/agency staff do not share this perspective and consequently avoid public involvement in planning and implementation strategies.

The success of programs which are designed to impact the liveability of neighborhoods is directly related to the extent to which the neighborhood feels ownership of the program. If

government is merely "doing to" the neighborhood, likelihood of the success of revitalization efforts is greatly reduced.

Relevant Programs and Initiatives

CITY OF PORTLAND

A. Office of Neighborhood Associations

The Office of Neighborhood Associations (ONA) coordinates many of the currently available community involvement programs for the City.

These programs are designed to increase citizen participation at both the neighborhood and city-wide levels.

1. Neighborhood Associations: Nearly 90 Portland neighborhoods have some type of neighborhood citizen organization. These groups, representing specifically identified areas, give residents and property owners a chance to come together to work on issues affecting their neighborhood.
2. Neighborhood Needs Reports: The annual Neighborhood Needs Report process affords neighborhoods and coalitions the opportunity to suggest specific programs and projects for the City to undertake which impact the liveability of local neighborhoods.
3. Budget Advisory Committees: Currently, 20 citizen Budget Advisory Committees (BACs) are active in the City. These committees review policy, develop program priorities, and make budget recommendations. ONA has undertaken a program to expand participation by recruiting citizens from specific constituencies.

B. Housing and Community Development Program

The Bureau of Community Development administers the Housing and Community Development (HCD) Program, funded by the City's federal Community Development Block Grant (CDBG) entitlement. The HCD Program maintains a Citizen Participation Plan which outlines opportunities for citizen input into the HCD Program.

C. Bureau of Planning

The neighborhood planning process of the Bureau of Planning contains significant citizen participation. These plans, prepared for individual neighborhoods require extensive use of citizen committees and public meetings to develop a plan which meets the needs and wishes of residents of the neighborhood.

D. Bureau of Police

1. Precinct Councils: Each of Portland's three police precincts has a Precinct Council, made up of residents and business persons from the area. These councils meet regularly with police personnel to share ideas and concerns regarding police services to neighborhoods.
2. Ride Along Program: This program allows citizens to ride with and observe police officers performing their duties.

E. Mayor's Office

The Mayor's Office has instituted a mail/phone log process to assist in tracking responses to constituent requests. This log gives a record of all incoming calls/letters and the disposition of the request. Records are checked regularly and reminders sent to bureaus who have not responded to requests referred to them.

MULTNOMAH COUNTY

A. Citizen Involvement Office

The Citizen Involvement Office of the County administers the citizen participation activities of the County.

1. Neighborhood Associations: Neighborhoods outside of the City of Portland are also organized into neighborhood associations or community groups. These organizations perform the same type of issue-oriented citizen participation as City neighborhood associations.
2. Budget Advisory Committees: These committees, acting much the same as City BACs, oversee the various bureaus and departments of County government.
3. Citizen Involvement Committee (CIC): This committee assists citizens and neighborhood groups to effectively bring their concerns to appropriate agencies. The CIC does not involve itself in the merits of an issue, but in the process which shapes the issue. The CIC takes an active part in the operations of four major County departments: Human Services, Justice Services, Environmental Services, and General Services.
4. Public Information: The County publishes the Conduit bi-monthly and distributes 10,000 copies. This report covers a specific issue of interest to citizens (i.e. the next issue will deal with taxes). Additionally, the County conducts a

phone-in talk show through cable access on the same topic on a Sunday night following distribution of the newsletter.

The County is currently negotiating with the Town Hall television program, to do a program on citizen participation, which would include various levels of government.

- B. Housing and Community Development (HCD)
Like the City of Portland, Multnomah County's HCD Program maintains a Citizen Participation Plan which outlines public input opportunities for County residents. This Plan sets out requirements for public notices, hearings, and availability of Program documents.

PORTLAND PUBLIC SCHOOLS

- A. Department of Public Information and Communications
This department coordinates public participation activities for the School District.
1. Local School Advisory Councils: These groups, made up of local residents, including both parents and non-parents, meet with the local school principal to discuss issues such as setting of goals and budget priorities.
 2. Cluster Advisory Councils: Cluster Councils are organized around high school boundaries and include one representative from each LSAC. These groups have the same function as LSACs, but at a cluster level.
 3. Central Budget Review Committees (CBRC): Each of the six central departments of the School District has a CBRC. These committees review the operation of their respective departments, relative to district goals and budgeting requirements.
 4. Budget Coordinating Committee (BCC): The BCC is appointed by the School Board to review the annual findings of all other committees and provide recommendations to the Board.

Findings

- * Citizen involvement offices of various governmental units should attempt to coordinate their activities.
- * Governmental agencies should develop improved citizen information and referral services which include the ability to refer to other jurisdictions.

- * The City should place special emphasis on working with newly annexed neighborhoods to familiarize citizens with the operation of City government, to recruit their participation in citizen involvement processes, and to assist in planning efforts for future neighborhood development.
- * Planning processes which include targeting of programs or resources should include neighborhood input in the determination of targeting areas and development of programs to be used in those areas.

Objectives

- * Provide public access to policy and budgetary decision-making at all levels of government.
- * Coordinate citizen participation activities among various levels of government.
- * Strive to empower neighborhoods to direct their own futures through citizen participation activities.
- * Use citizen participation activities to assist in the education of citizens.

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III. BASIC EMPHASIS

A. BUSINESS AND JOBS DEVELOPMENT

Assessment

Portland is the financial, trade, transportation, manufacturing and service center for Oregon, southwest Washington and the Columbia River Basin. The area includes a job market of over 570,000 jobs. The wholesale and retail trade sector account for 26% of the total area employment, manufacturing represents about 18%, international trade and high technology are also significant sectors of employment. The percentage of employment in the government sector is lower in Portland than the national average.

Smaller firms contribute significantly to area employment. Over 90% of the firms in Oregon employ less than 20 people which represents 29% of the labor market. Over 56% of the labor market is in firms of less than 100 employees. Since 1981 firms with less than 20 employees have been the source of the vast majority of new jobs.

Employment has increased more rapidly in the Portland area than in the rest of the Pacific Northwest during the period from 1960 to 1987. During the 1970's the rate of employment growth exceeded U.S. averages. This rate of growth decreased as a result of the 1981-82 recession's impact on interest-rate-sensitive industries such as housing, lumber and wood products, and transportation equipment--all prominent industries in the local economy. In 1987 this growth rate surged suddenly with the creation of 48,000 new jobs in the Portland Metropolitan Statistical Area (PMSA).

The jobless rate for the Portland PMSA was unusually low in July 1988 at 4.8%. This compares with a Portland PMSA jobless rate in 1987 of 4.9% and a 1988 statewide jobless rate of 5.5%. This rate has been steadily declining since a high jobless rate of 9.6% in 1982. Unemployment rates throughout the city vary widely between neighborhoods. Rates from the 1980 census show a range of unemployment in Portland neighborhoods as low as 1.1% in the Upper Highland neighborhood and as high as 16.9% in Boise.

The health of neighborhood business and commercial districts throughout the city varies widely. Longstanding blighted conditions in some areas show no improvements while other districts thrive. Factors to evaluate and compare districts have not been generated at a neighborhood level. This is further complicated by the differing characteristics of each district. Some attempts to assess and document conditions within commercial districts have been undertaken such as the June, 1987 assessment of business retention and expansion in north Portland.

A variety of public services support the economy. Sewer, water, solid waste and transportation systems are all adequate to meet current and projected demands. The sewer and water systems have capacity in excess of current demand. A well water system has recently been completed in the Columbia Corridor to provide additional or emergency resources. Additional sewerage capacity is being developed in mid county. The Metropolitan Service District, the agency responsible for solid waste management, is currently planning new landfill capacity and alternative disposal methods.

Despite expansion of the transportation system, continued population growth will place increasing demands on existing resources. This is particularly true of the interstate highway system and the local network of streets and roads, although the main elements of the transportation system that will serve Portland in the year 2001 are in place today. Several projects that will expand or improve current facilities are slated for completion by 1990.

While the overall economic picture for Portland is relatively strong and improving, this is not consistent in all neighborhoods and commercial districts. Jobless rates in neighborhoods varies widely as does the vitality of business districts. The extent of these variances cannot be fully assessed with data which is currently available at the neighborhood level.

Relevant Programs and Initiatives

Portland Development Commission (PDC)

The principal agency responsible for Portland's economic development activities is the Portland Development Commission. PDC organizes programs into three major efforts: improving Portland's central city, assisting local businesses with expansion and relocation activities, and recruiting new business to the area. A variety of programs are underway:

- Several large development projects are planned or underway in the central city area including Pioneer Place, Union Station, Phase 2 of Riverplace and the Oregon Convention Center.
- A comprehensive program of financial assistance for businesses includes six loan programs. These are linked to job creation efforts required of loan recipients in First Source Agreements with the Private Industry Council (PIC). Two programs are directed to minority owned businesses. Some programs are focused on identified business districts including the Northeast Target Area and Central Eastside Industrial District.

- The North/Northeast Enterprize Zone offers property tax abatement and local incentives for new investment within the zone. Job creation under the program is heavily targeted to residents of the zone.
- The Northeast Target Area Program is a comprehensive action-oriented approach to addressing the special needs of the northeast community. Assistance includes on-going support to business associations and interests, support of the Cascade Business Incubator, and implementation of the Northeast Area Focus Project. The Focus Area Project involves the cooperative efforts of PDC, the Planning and Building Bureaus' and the private sector in strengthening development opportunities in the proximity of the Cascade Incubator by actively marketing existing public programs and incentives.
- A new effort is underway in the development of the Employment Linkage Program. This program will formally link business recruitment, job creation, and employment access through an employment network of all relevant job referral and placement agencies. This single point of contact will link businesses with the recruiting, training and placement services of more than 20 separate agencies and organizations.
- A master implementation plan is being prepared for the Columbia South Shore Urban Renewal area. The South Shore is located in the Columbia Corridor, Portland's principal source of vacant industrial land.
- Assistance is on-going with over 100 companies currently considering Portland as a location for a new facility. Program efforts include preparation of market data, economic briefings, special studies, identification of sites and buildings, and links to job training and employment services. The program utilizes a computer inventory of available land and buildings; a special effort has been made to inventory available sites in the Northeast Focus Area.

The Private Industry Council (PIC)

The PIC is the agency which receives federal Job Training and Partnership Act (JTPA) funding and is responsible for the development of training and employment opportunities for low income individuals. They are involved in job training and placement efforts for more than 3200 persons each year. The PIC programs include job training, employment placement under First Source Agreements, youth employment programs, displaced worker and older worker and other special programs. The PIC serves Multnomah and Washington Counties and the City of Portland.

Many PIC programs are focused to meet the special needs of demographic groups (e.g., youth, welfare recipients, etc.). Their programs are not generally geographically based, though they are involved in outreach efforts in conjunction with neighborhood-based social service providers. The PIC is currently involved in the development of a North/Northeast Task Force program to serve 500 adults in this part of the city.

Community-Based Programs

The Northeast Neighborhood Coalition has recently organized a Jobs Committee in recognition of the critical need for employment and training efforts directed at neighborhood residents. This committee brings together the neighborhoods, employment and training service providers (PIC, State Employment Division, Urban League, Portland Community College, etc.), and social service providers (Multnomah County, State Welfare Office, etc.) to develop comprehensive strategies to meet these needs. A final report is expected within the next six months.

The Portland Investment

The Leaders Roundtable created the Portland Investment to provide employment for at-risk youth. The effort has affiliated 13 programs engaged in youth training and education.

Public Services and Infrastructure Development

- Plans are underway to market capacity in excess of current demand within the water and sewer system.
- The Metropolitan Service District, the agency responsible for solid waste management, is currently planning new landfill capacity and alternative disposal methods.

Findings

- * There is uncoordinated and/or inadequate access for employers and job searchers to meet the employment and training needs of neighborhood residents.
- * A comprehensive assessment of neighborhood business and commercial districts does not exist. Such an assessment would be valuable to assist in program development to meet the needs of these districts.
- * Most economic development efforts and programs are targeted to large employers and industrial businesses. Since smaller employers create significant numbers of jobs, and since neighborhood commercial centers are comprised of smaller businesses, additional efforts should be focused on program design for these businesses.

- * While some resources and programs have been targeted to geographic or neighborhood areas, significant improvements in those areas is not being seen. Additional targeting or marketing of programs may be warranted.

Objectives

- * Develop policies and programs which continue to provide a climate for overall economic growth within the City of Portland.
- * Recognizing the importance of small businesses to the creation of job opportunities, develop programs and policies which continue to assist these businesses.
- * Recognizing the importance of strong neighborhood commercial centers to neighborhood livability, develop policies and programs to support and strenghten commercial business districts.
- * Develop policies and programs to provide job training and job opportunities for City residents. Efforts should focus on those groups (geographic and demographic) most in need of assistance and should address the demands within the job market.

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B. HOUSING

Assessment

Over 1.3 million people make their homes in the Portland Metropolitan area. Thirty-seven percent of these area residents live in one of the 90 neighborhoods that comprise the City of Portland. Downtown Portland itself is home to nearly 10,000 people, including not only low and upper income households, but a growing middle income population. This residential character contributes to Portland's reputation as one of the nation's most liveable cities.

The Portland Metropolitan area places a high value on residential liveability and in that pursuit faces many challenges in housing its citizens. In most areas housing costs have grown faster than household incomes, opportunities for homeownership are decreasing and affordable rental housing is becoming scarcer. In recent years Federal funds for public housing assistance have been cut dramatically. To date, no alternative sources of funding have been found to fill the gap and meet the growing needs. Charges have also surfaced that Oregon's lending institutions and the secondary mortgage market are making it harder to purchase a home in some neighborhoods where housing is more affordable.

Over half of the city's housing stock is now over fifty years old. It is estimated that more than 10,500 homeowners and nearly 15,000 renters live in substandard housing. Long-term vacancy or abandonment of run-down houses is a visible problem in several Portland neighborhoods. Property values in some areas have declined precipitously, too often leaving homeowners with mortgage debt and tax appraisals that exceed the market value of their homes. Preservation of Portland's housing heritage will require reinvestment in some areas and continuing attention to repair and maintenance throughout the City.

Planning studies show that the average household size is getting smaller, which will create a demand for 12,000 new housing units during the next two decades just to house Portland's current population. Housing needs of special populations, the elderly, the physically and mentally disabled, and the homeless remain unmet.

The primary housing goal of the community is to provide diverse choices of safe, decent, and affordable housing throughout the area. Individual policies encourage county-wide cooperation in delivering housing services, fair housing standards for equal access to housing, new housing production to meet the demand, high density housing downtown, neighborhood stability and housing choice, assistance to lower income households, and maintenance and rehabilitation of existing housing.

Relevant Programs and Initiatives

There are over 40 public agencies, advisory groups and community-based non-profit organizations that participate in the Portland area housing delivery system. Following is a summary of the major local players and their roles.

A. CITY OF PORTLAND

1. Bureau of Buildings
The Bureau of Buildings enforces City building and housing codes. It inspects new residential construction for compliance with structural code and, on a complaint basis, existing housing for conformance with the City's Housing Maintenance and Nuisance Codes. The Bureau is also in charge of programs for Dangerous Buildings, Demolition Delay and limited property tax exemptions for multi-unit rehabilitation.
2. Bureau of Community Development
The Bureau of Community Development, through its Housing and Community Development programs, receives and distributes most of the federal housing funds going to the City. These Community Development Block Grant funds help support a variety of City housing programs in low and moderate income neighborhoods. For the most part, these housing activities are loan programs administered by the Portland Development Commission.
3. Bureau of Planning
The Bureau of Planning administers the City's Zoning and Subdivision Codes, develops and recommends land use and housing policy, and implements the City's Comprehensive Plan. It carries out planning studies and neighborhood planning, preparation of the Annual Housing Report, and administration of property tax exemption programs for low- and middle-income housing preservation. The bureau's Housing Section staffs the city's Housing Advisory Committee, which advises on city housing policy.
4. Portland Development Commission
The Portland Development Commission is the City's urban renewal and development agency. Its primary housing responsibilities are development and implementation of rehabilitation and home improvement loan programs for low and moderate income renters, homeowners, and special needs groups. Housing programs relevant to neighborhood revitalization include the Single Family Loan Program, the Home Security Loan Program, Investor Rehabilitation Loan Program, Urban Homestead Program,

Neighborhood Marketing Program, Downtown Low-Income Housing Preservation Program, and the South Park Blocks Urban Renewal Program.

5. **Portland Energy Office**
The Portland Energy Office establishes and carries out programs for owner-occupied and rental housing weatherization. It's Block-by-Block Weatherization Program provides grants for basic weatherization to owner occupants recruited through door-to-door neighborhood canvassing. The Multi-Family Weatherization Assistance Program provides technical and financial counseling to investor owners of rental properties.

B. **MULTNOMAH COUNTY**

1. **Community Development Division, Department of Environmental Services**
The Community Development Division receives and distributes Community Development Block Grant funds for the six smaller cities and unincorporated areas of the County. The Division's activities include providing funds to non-profit organizations for housing projects and planning, and direct development of housing projects and programs. The County Home Rehabilitation Program and Multnomah County Housing Opportunity Programs are examples of Division-operated programs.
2. **Department of Human Services**
The Department of Human Services provides housing-related services for the elderly, the mentally and emotionally disturbed, and the developmentally disabled. In addition to providing referrals and assistance with housing payments, the Adult Housing Program of the Division licenses adult care and adult foster homes. The Department also administers various federal anti-poverty grants and the State Homeless Program funds for city and county programs.
3. **Assessment and Taxation Division, Department of General Services**
The Assessment and Taxation Division conducts site appraisals of all residential properties in the County once every six years. Annual sales studies are also carried out for each of the six appraisal districts to keep assessed values in line with market values. The Division collects property taxes and initiates redemption and foreclosure proceedings when taxes are not paid for over four years. Property tax exemptions authorized by state and city programs for low income housing and historically significant properties are also carried out by the Division.

C. CITY-COUNTY AGENCIES

1. Housing Authority of Portland

The Housing Authority of Portland is primarily responsible for administration, operation, funding, development and management of housing for low-income and special needs populations. It is a public non-profit corporation that serves Portland and unincorporated Multnomah County. Its programs include the Low-Rent Public Housing Program, Section 8 Certificate and Housing Voucher Programs, and the Section 8 Moderate Rehabilitation Program.

In addition to these public agencies, there are 16 or so housing advisory groups and at least 14 non-profit organizations, including the United Way, Salvation Army, Urban League, Central City Concern and REACH Community Development that provide housing services within the metropolitan area.

In the past year there have been a number of special initiatives or task forces to address housing issues of particular concern in the metropolitan area. For example, the Vacant and Abandoned Buildings Task Force and its predecessor, the Mayor's Homestead Task Force have studied and reported recommendations on the problem of vacant and abandoned housing in Portland. The Columbia Villa/Tamarack Project is a joint demonstration project to coordinate City, County and Housing Authority services relating to crime, fear and liveability in the two public housing developments. A study funded jointly by the City, County, Housing Authority and United Way examined management issues related to housing and has recommended a Commission to oversee policy development, setting priorities for funding of housing projects, and long-range planning to meet the community's housing needs. The city's Housing Advisory Committee has published a report on "Local Options for Funding Low-Income Housing." The adoption of the Central City Plan marked significant changes to central city housing policy and zoning by requiring new construction to be included. The Mayor's 12-Point Plan for the Homeless was implemented with progress being made using a coordinated strategy to leverage more resources.

Findings

- * An expanded and proactive program of Housing Maintenance Code inspections and Housing Code and Nuisance enforcement would help maintain Portland's existing housing stock in sound condition and prevent further abandonment of housing.
- * A program to acquire vacant and abandoned houses and return them to useful residential life is needed to stabilize Portland residential neighborhoods and revive surrounding

property values.

- * In order to increase opportunities for homeownership and stability in residential neighborhoods, private lending institutions and public housing agencies should revise underwriting standards and develop additional programs to assist lower-and middle-income renters to purchase housing and homeowners to stay in their homes.
- * Current efforts to preserve residentially-zoned land for residential uses must be continued to maintain a sufficient supply of land for future housing development and redevelopment.
- * New housing infill construction on vacant residential lots and small scale housing redevelopment should be pursued in a way that is compatible with existing site design and architectural styles in the surrounding neighborhood.
- * Additional sources of funding are needed to expand housing rehabilitation efforts and to provide operating subsidies for special needs housing.
- * New community-based non-profit housing development organizations are needed to serve more neighborhoods.
- * Housing needs in the mid-county neighborhoods must be assessed and funding needs considered.
- * Public policy should encourage retention, redevelopment and new development of housing for all income levels within the Central City area to enhance liveability.
- * A comprehensive evaluation of siting criteria for special needs and institutional housing should be undertaken to prevent concentration of such housing in a small number of neighborhoods.
- * A new system is needed to provide ready access to coordinated city-county housing and related social services to ensure that persons needing housing assistance are adequately served and moved through the system, and to give coordinated policy direction to local housing organizations.

Objectives

- * Provide safe and decent housing for everyone in need.
- * Preserve Portland's existing housing stock in residential use and maintain it in sound condition.

- * Commit local housing organizations to develop and support community-based housing services and amenities that stabilize residential neighborhoods.
- * Provide a management system for the community's housing resources that is responsible and accountable and provides easy access to a coordinated city-county housing services delivery system.
- * Encourage new housing production in neighborhoods with land available to stabilize the residential character of those neighborhoods and to keep pace with creation of new jobs and population growth.

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C. PUBLIC SAFETY

Assessment

Public Safety plays a critical role in the stability of neighborhoods. One of the common cornerstones to measure neighborhood desirability is citizens' perception of how safe or crime-free that neighborhood is.

Multnomah County is served by six police agencies: the Portland School Police, Tri-Met Police, Port of Portland Police, Multnomah County Sheriff's Office, Gresham Police, and the Portland Police Bureau. These agencies provide such diversified services as patrolling neighborhoods, the new MAX Light Rail Line, the Willamette and Columbia Rivers; managing corrections facilities, and providing security for the Portland International Airport. A major contributor to public safety is the Portland Fire Bureau, which provides fire prevention services, responds to fire calls, and is the first responder to medical emergencies.

Within the past several years, urban level patrol functions within Multnomah County have been assumed by the municipal police agencies as unincorporated urban areas have been annexed to the cities of Portland and Gresham. These annexations have increased the populations of Portland and Gresham, as well as the areas served by their police agencies.

The Multnomah County Sheriff's Office provides patrol in the unincorporated rural and urban portions of the county as well as the major waterways. The Sheriff's Office is also charged with managing the County's corrections facility, a major emphasis of the office today.

While the annexations of areas once patrolled by the Sheriff's Office has decreased, the demands and personnel available for patrol, increasing arrests and crime rates have overburdened the County's correction facilities. Most recently the County has begun adding both new facilities and programs to respond to growing needs.

The police force of the Portland Public Schools maintains the safety and security of school children on the school grounds and thereby augments the police resources of the community. Recently the school police have carried out the district's policies directed at preventing gang activities and recruitment on school grounds.

The City of Portland's 90 neighborhoods are provided police services through three geographical commands made up of 63 patrol districts, designed as much as possible, to equalize workload.

During busy shifts police administrators attempt to keep all 63 patrol districts staffed. On certain shifts, districts with the most serious crimes use two-officer cars to increase officer and citizen safety. Forty-six percent of Portland's neighborhoods are served by East Precinct, with headquarters located at 47th and Burnside; 20% are served by North Precinct, whose headquarters are located at the north end of the St. Johns Bridge; and the remainder, 34% are in Central Precinct, served by the Justice Center at SW Second and Main.

Concern over crime has led to the development of programs designed to involve the community more directly in crime reduction efforts. In Portland the Neighborhood Crime Prevention Program organizes Block Watch and Business Watch Programs under the Office of Neighborhood Associations. Public Utility Watch and City Watch Programs have been initiated. All these programs are designed to recruit and train volunteers to watch and report suspicious situations. These efforts have succeeded in increasing suspicious situations calls.

Increased citizen involvement raises awareness which is valuable as new problems arise. When, in 1986 and 1987 drug trafficking and related activities increased, citizens were organized and able to work together and cooperatively with the Police Bureau to develop and implement strategies to combat the problems. As a result, the "Drug House" Ordinance was adopted, the County Property Seizure Act took effect, and the Regional Drug Initiative was created. Cooperative efforts at the federal level resulted in the Alcohol, Tobacco and Firearms Agency, the Drug Enforcement Agency, the Immigration and Naturalization Service and the U.S. Attorney's Office working together to assist in local anti-drug enforcement. Successful prosecution has led to prison terms for drug offenses to be served in federal penitentiaries. Similarly, when gang activists moved in to exploit drug trafficking opportunities and the youth of Portland's neighborhoods were recruited, the Youth Gang Task Force involving citizens and numerous public agencies was formed. At the same time Police Bureau resources were redirected; an anti-gang team was formed and tactical units from both Central and East Precincts were deployed to combat gang activity.

Recent increased drug related gang activity in Portland's neighborhoods have presented challenges. Although public safety resources are stretched, the resources are being maximized and concentrated in areas where citizens have identified the greatest need.

Operations of the Portland Fire Bureau contribute to public safety through fire prevention and suppression, arson investigation and detection, and emergency medical service delivery. It assists low income and elderly households with acquisition and installation of smoke detectors. During the past

five years fire-related deaths have declined and arson fires and false alarms have been relatively unchanged.

Relevant Programs and Initiatives

- Safer City Plan
- Central City Plan
- ONA/Neighborhood Crime Prevention Program, October 1987 Report
- Youth Gang Task Force
- Regional Drug Initiative
- Jail Space Task Force Final Report
- City Watch
- Utility Watch
- Bureau of Police Annual Reports, 1983-1987
- 1987 Crime Prevention Division Annual Report
- Dispatch Call Review Committee Report
- Alarm Review Study
- Precinct Facility and Staffing Needs Report
- Automated Fingerprint Identification System
- Problem Solving Policing
- Crime Prevention through Environmental Design
- Systems Approach to Crime Prevention
- Proposed Building Code Revision
- Memo Requesting IACP Endorsement for Uniform Building Security Code
- PPB/PDC Security Loan Program
- Block Home Program
- Citizens on Patrol

Findings

- * The following factors of concern to the Portland Police Bureau have increased in the past five years:
 - population served
 - number of sworn positions authorized
 - percent of sworn officers committed to patrol
 - calls for service
 - index crime rates
 - travel time for serious calls
 - response time for serious calls
 - queue time for serious calls awaiting dispatch.

- * Two of three precincts in Portland are located some distance from the centers of the population they serve.

- * The Police Bureau provides a wide range of crime prevention services designed to increase child and senior safety, decrease youth and adult sexual assault, and to increase residential and commercial security through site hardening and environmental design.

- * Approximately 2,000 active Block Watches have been organized by the Neighborhood Crime Prevention Program over the last five years. This has provided the necessary social cohesion in neighborhoods and has increased citizen participation in crime issues affecting neighborhoods.
- * New efforts to address chronic neighborhood crime problems have resulted in a problem-solving approach to neighborhood crime issues, increased cooperation between the police and the Neighborhood Crime Prevention Program at both the Patrol and the Drug and Vice investigation levels.
- * Programs of the Portland Fire Bureau have been effective in maintaining fire safety, controlling arson and reducing fire-related deaths.
- * The Portland Public Schools have developed strategies and programs to combat gangs in and around schools, including an automated system to identify and track gangs and gang members.
- * Increased cooperation between Federal, State, and local law enforcement and criminal justice agencies has increased the opportunity for apprehension, prosecution and incarceration of gang-related drug traffickers.
- * County and State initiatives are increasing the corrections capacity. New facilities have been added within the past two years. Others are coming on line during the third quarter of 1988 and more will be available in the next two years.

Objectives

- * Increase neighborhood involvement with the Police and other city Bureaus to identify efficiency measures that will stabilize and reduce calls for service, and enable community oriented and problem solving policing methods to be fully implemented.
- * Review police precinct site locations to determine if existing precincts are adequately serving local neighborhoods and if relocation and/or additional precincts are needed.
- * Determine informational/communication systems and procedure improvements which could improve response calls for police service.

- * Examine new ways to manage and increase the County's growing corrections facilities and programs to ensure that appropriate sanctions are available to deter criminal behavior. Emphasis should be placed on utilizing a variety of programs to allow jails to be used for dangerous offenders and those who violate the terms of their alternative programs.

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IV. COMMUNITY SERVICE

A. EDUCATION AND YOUTH SERVICES

Assessment

City of Portland boundaries currently encompass the 53,000-student Portland Public Schools (PPS), most of the 3,210-student Parkrose School District, and parts of the districts of David Douglas, Centennial, Reynolds, Sauvie Island, and Riverdale, as well as several private alternative schools. Included within City boundaries also are 15 accredited, degree-granting postsecondary institutions, including Portland Community College (PCC), Portland State University (PSU), Oregon Health Sciences University (OHSU), and several private four-year colleges and universities.

Although these institutions differ greatly in size and complexity, each school building brings a resource and an institutional presence to the neighborhood where it is located. It has an impact on neighborhood environment -- on traffic flow, parking, pedestrian flow and other aspects of neighborhood liveability, and it can be a focal point for community activities and a source for information and referral.

Problems generated by truancy, school dropouts, lack of basic academic skills, and inadequate preparation for work become neighborhood, City and state problems in the form of unemployment, underemployment, crime, homelessness, substance abuse and dependence.

A wide range of barriers put children and youth at risk of not completing their education. The schools have control over and responsibility for overcoming some of these barriers. But most of the barriers go far beyond the scope, mission and resources of the schools.

Schools, however, are a place where a range of emotional, physical, mental and human service needs can be identified, and from which children and their families can be referred to other agencies for response.

Relevant Programs and Initiatives

- School districts in Multnomah County are working together on dropout prevention under the Student Retention Initiative. Each district produces its own data on student achievement and attendance.
- Governor's Commission on School Funding Reform: implications for Portland-area school districts.

- A number of truancy, dropout prevention, youth employment and children's initiatives are underway involving many jurisdictions:
 - Project Return - the Portland School District's truancy intervention and prevention program. Worked with 799 chronic truants during the 87-88 school year.
 - The Portland Investment - long-range plan of the Leaders Roundtable to reduce school dropouts, increase youth employability and increase access to jobs, especially for low-income and minority youth. 13 programs are currently implemented under the plan.
 - Multnomah County Student Retention Initiative (SRI)-tackling the school dropout problem with a two-year state grant.
 - Multnomah County Children's Agenda - a comprehensive list of needs and suggested local and state responses to help children and families overcome obstacles to self-sufficiency.
 - Youth Planning Network (YPN) - a joint initiative of major jurisdictions to coordinate the delivery of youth services throughout the area.
- Portland School District's new grant for dropout prevention in the Roosevelt High School area, beginning 88-89.
- Self-Enhancement, TLC/TNT, Saturday School, Whitney Young Learning Center, CITY, ASK OMSI and other initiatives to increase basic skills, personal feelings of self-worth, interest in school, academic success, positive peer influences, positive role models and other outcomes that increase a young person's ability to experience personal success and avoid criminal and other destructive behaviors.
- Minority youth leadership training currently being developed by the Metropolitan Youth Commission.
- Recruiting adult role models and mentors - through the Coalition of Black Men, Commissioner Bogle's mentor recruitment for Self-Enhancement, the TLC/TNT program's mentors and high school counselors, and various Portland Public School and Portland Investment programs.
- Social services delivered through the schools including County-funded Teen Health Clinics at four Portland high schools and Student Service Centers - piloted in 1987-88 at North Portland middle schools under SRI and as part of The

Portland Investment.

- Youth Gangs Task Force.
- Portland School District's Gang Prevention Program and new Students At-Risk (STAR) program.
- Safer City Plan - in the "Youth At Risk of Criminal Activity" section, calls for coordination with the Student Retention Initiative and with The Portland Investment plan of the Leaders Roundtable.
- Regional Drug Initiative.
- The 12-Point Plan for the Homeless - addresses the basic needs of homeless children and youth; requires coordination of youth employment programs with the Leaders Roundtable. The charge for carrying this out is given to The Private Industry Council, which is an active member of the Roundtable.
- Brooklyn Neighborhood Marketing Project - actively marketing a neighborhood as a desirable place to live for families with young children; a model that other neighborhoods could follow.
- Eliot Square Duplexes in the Boise-Eliot School attendance area - credited by school staff with helping to stabilize school attendance for the children who live there.
- Annual School Achievement Profiles - Portland School District: Includes stability rate for each school; useful for profiling the family stability issue in given neighborhoods.

Findings

- * Financial stability of Portland-area school districts and post-secondary institutions is a critical factor in the maintenance and revitalization of neighborhoods.
- * Targeting family housing in school neighborhoods where family mobility is a problem should be explored as a vehicle for improving access to education by children of families in need.
- * Broader replication is needed for dropout programs that are working. Despite unprecedented efforts to focus programs on dropout prevention, the effective programs are reaching a small percentage of at-risk youth and dropout rates remain in the 25-30% range for local schools.

- * The schools' truancy prevention efforts need reinforcing by a community-wide focus on the value of attending school and by finding ways to provide rewards and incentives for school attendance and for gains in basic skills.
- * Higher education needs to become more involved in solving neighborhood problems. Postsecondary institutions are potential sources for research expertise and other resources to aid neighborhoods.
- * Common data collection on dropouts, including statistics below the ninth grade, is needed for all school districts in Multnomah County.
- * Neighborhood groups need to become aware of the wealth of information about local schools - achievement gains, programs offered, enrollment trends, magnet programs, etc. produced by school districts. A data library for all neighborhoods should be explored.
- * School enrollments have begun to climb. The impact of changing enrollments on neighborhoods need to be assessed.
- * Policies of open enrollment and voluntary school transfers need examination for their effects on neighborhood stability and on children's abilities to take part in extracurricular school activities.
- * Minority youth are frequently under-represented in social services and in diversion programs providing alternatives to incarceration for juvenile offenders. Barriers that limit placement and service for minority youth, particularly for black males, need to be identified and overcome.
- * The City-School Policy needs to be amended to accomplish the following: (a) Include reference to the additional school districts now within City boundaries; (b) include goals and policies relevant to postsecondary education; (c) reflect adopted Neighborhood Revitalization strategies, and (d) update program inventories and background. The City-School Policy should be accepted by all local jurisdictions.
- * Schools need to provide relevant education to adequately prepare children and youth for the world of work, family and community.
- * Funding incentives and neighborhood advocacy are needed to establish parent centers that link parents to assistance. Information about service providers should be readily available to parents. Neighborhood organizations, churches, employers and public agencies all have roles to play in making neighborhood-based parent centers a reality.

- * Public and private policies and programs need to address the child care requirements of working parents and parents in education and employment training.
- * A multi-jurisdictional public safety education program directed at all levels of school-age children needs to be developed.

Objectives

- * Update the City-School Policy and implement its goals. Translate the City-School Policy into an implementation plan accepted by all local government jurisdictions.
- * Advocate for Portland-area two-and four-year colleges and universities in their efforts to (a) develop outstanding postsecondary and graduate programs; (b) respond to the training, research and technological needs of existing and potential area employers; (c) recruit top students; and (d) form a regional network of expertise that contributes to the area's economic growth.
- * Continue and expand the coordinated interagency responses underway on prevention, youth unemployment, youth crime, homeless children and families, substance abuse, and the needs of low-income families.
- * Target housing assistance, first-time home-buying, and home improvement programs to neighborhoods with low-income parents with young children.
- * Develop innovative ways to bring health and human services agencies and organizations together with staff in elementary schools to function as a case management team and referral/service network for families.
- * Develop a unified oversight of all youth-related planning activities; i.e., Youth Planning Network, Student Retention Initiative, Juvenile Services Commission, Children's Agenda, etc.

B. PARKS AND RECREATION

Assessment

The availability of parks and recreational facilities is an important factor in the liveability of neighborhoods. Overall, a significant amount of public land and a diversified offering of recreational opportunities exist for area residents.

The City of Portland provides the bulk of neighborhood-based services. The city manages approximately 200 parks, and other sites, totalling 8,882 acres. Its holdings include neighborhood parks, regional gardens, such as the Washington Park Rose Test Garden, Japanese Garden, Hoyt Arboretum, and natural areas such as Oak Bottom Wildlife Refuge and Forest Park.

Additionally the City provides varied recreational opportunities including golf, swimming, summer concerts, neighborhood park programs. The Parks Bureau also manages the Children's Museum, Community Music and Art Centers, and provides performing arts training through the Firehouse Theater, Metro Dance Theater, and Theater Workshop.

Multnomah County owns 9 neighborhood parks, which will be transferred to the City as annexation is completed in those areas. The County also maintains various general use areas including: Oxbow and Blue Lake Parks, Bybee-Howell House, the 43d Avenue Boat Ramp and adjacent beach, as well as an island in the Columbia River. The County's recreational programs are located primarily at Oxbow and Blue Lake Parks and include concerts, children's programs, and park naturalists.

Portland Public Schools maintains lands around its buildings, many of which are used by local residents as neighborhood parks.

Significant coordination/joint-use efforts exist between the City Park Bureau and Portland Public Schools. These efforts include the operation of the Community School Program, which provides classes, workshops, and recreational opportunities to local residents. This joint project received a national award for excellence in 1987. A Joint-Use Agreement allows for cross use of facilities, as needed, by the other jurisdiction.

Major issues affecting parks are safety in the parks, park deficient neighborhoods, and aging infrastructure. One of the major recreational issues is the need for increased youth recreation programs.

Relevant Programs and Initiatives

CITY OF PORTLAND

A. Bureau of Parks and Recreation

1. Parks The City of Portland maintains 173 parks and other sites, totalling 8,882 acres. The Bureau is responsible for maintenance of existing facilities and development of new park areas. Several park planning activities are currently underway in the Parks Bureau including: Park Futures, which will create a master plan for improvement of the City's parks and recreational facilities; Delta Park Master Plan which will outline future development of Delta Park; and the Kelley Point Park Feasibility Study which will plan for future development of the park.
2. Forestry. This program supports tree inspections, a spray program for Dutch Elm disease, code enforcement of tree plantings and maintenance, and dangerous limb removals. Crews are on call to respond to emergency requests to remove downed trees. The Bureau continues to regulate the types of trees that are planted throughout the City, as well as monitoring trees for proper maintenance and care.
3. Recreational Programs: The Parks Bureau runs a number of recreational programs for citizens of the City. These programs include golf courses, public swimming pools, the Tennis Center, and summer concerts in the parks. The Bureau maintains several facilities that provide educational opportunities such as the Children's Museum, the Community Music Center, and the Multnomah Art Center. Performing arts training is provided through the Firehouse Theater, the Metro Dance Center, and the Theater Workshop. Summer programming includes operation of city-wide playground programs, outdoor concerts, and festivals. Additionally, the Parks Bureau works with Portland Public Schools to offer the Community Schools Program, with the Parks Bureau providing full-time coordinators and the School District providing use of facilities. Outdoor recreation programs and recreational opportunities for special populations are also offered. An extensive sports program coordinates and schedules team sports for all age groups.
4. NE Youth Recreation Proposal and Park Safety Recommendations: The Parks Bureau, in conjunction with the NE Youth Gang Task Force, has proposed increased

youth recreational programs to combat the increases in youth gang activity. Summer recreation programs are being increased and some city swimming pools will remain open for a longer season. The Bureau is also assisting in reaching at-risk youth through its support of the Self Enhancement Program and Tender Loving Care/Think and Try Program. These projects, based in North Portland, are aimed at middle school-age children who might be at risk of gang involvement or dropping out of school. A number of recommendations to improve safety in neighborhood parks have been implemented. These include increased security for targeted parks, volunteer staff at summer playground sites, training of Park Bureau staff in City Watch Crime Prevention, new park rules regarding weapons and alcohol, and environmental design changes to discourage crime.

B. Housing and Community Development Program

The Housing and Community Development Program (HCD) is funded through the City's Community Development Block Grant (CDBG) entitlement. This program is administered by the Bureau of Community Development. Under this program, park development projects can be undertaken.

1. New Park Development: HCD is currently funding the development of one new neighborhood park in Hosford-Abernethy Neighborhood. When this park is completed it will be operated and maintained by the Parks Bureau.
2. School Park Upgrades: The most common type of park activity undertaken by the HCD Program is upgrading existing park facilities adjacent to public schools. Under this program, HCD pays the cost of all renovations with Portland Public Schools providing staff time and park maintenance. Currently, one such park is under development, with another just completed. Projects under the HCD Program are only available in low/moderate income neighborhoods and require an extensive public participation process. Decreasing CDBG funds to the City mean that these programs will be available at reduced levels in the coming years.

MULTNOMAH COUNTY

1. Parks Multnomah County owns nine neighborhood parks, which will be transferred to the City when annexations are completed, and various general use facilities.
2. Recreational Programs Multnomah County does not provide neighborhood-based recreational programs in conjunction with its neighborhood parks but does

provide some recreational programs at its general use sites. Additionally, it has an "adopt a park" program with local softball teams, where sites are reserved for the season and teams provide maintenance to the site.

PORTLAND PUBLIC SCHOOLS

1. Parks: Portland Public Schools property includes parkland/playground areas, which are available for use to neighborhoods during non-school hours. These facilities are owned and maintained by the School District. The Bureau of Parks and Portland Public Schools maintain a Joint-Use Agreement regarding use of facilities, which allows both to benefit from the facilities of the other.
2. Recreational Programs: Portland Public Schools works with the City Bureau of Parks and Recreation to provide the Community School Program, described above.

METRO

Metro is currently completing a Regional Park Study. This study will produce a computerized inventory and maps of all public and private parklands in the metropolitan service district and the tri-county area. Additionally, the study will project expected future park needs for five and twenty years from now. Funding for this study was provided by several counties, the City of Portland, and the State.

STATE OF OREGON

The State of Oregon owns and operates one state park within the City of Portland. Tryon Creek State Park covers 640 acres and is, as the State says, "the only developed state park with no picnic tables". Instead, Tryon Creek provides an extensive trail system and a Nature House, which provides exhibits, classes, and workshops covering natural history topics. These programs include special school tours and teacher workshops.

OTHER

Various other recreational opportunities are available to citizens of the Portland area, both public and private. Though not neighborhood based, these facilities increase liveability of neighborhoods by giving residents access to varied programs and facilities. Examples of these are: Performing Arts Center, Memorial Coliseum, Civic Stadium, Exposition Center, OMSI, Washington Park Zoo, Oregon Symphony, Portland Rose Festival, Neighborfair, Portland Saturday Market.

Findings

- * There is a safety problem in some neighborhood parks.
- * There are park deficient neighborhoods in the City of Portland.
- * Newly annexed mid-county neighborhoods are in need of significant levels of park assistance.
- * Some City park facilities are quite old and in need of major renovation efforts.
- * Additional youth recreational programs are needed at the neighborhood level.

Objectives

- * All citizens should have access to public open spaces.
- * Park facilities should be safe for all citizens.
- * Recreational opportunities should be available for youth, ideally in their own neighborhoods.

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C. HUMAN SERVICES

Assessment

Human services are a fundamental building block of our society, and a measure of our social conscience. Problems in the availability, accessibility and effectiveness of human services have consequences for individuals and have a serious impact on the quality of life in our community.

Revitalization of distressed neighborhoods requires addressing six critical human services areas: emergency basic needs, accessibility of health care, community-based social services, residential care options, institutional care, and preventive services.

There are major gaps, barriers and funding limitations facing the six areas:

- Emergency basic needs services: (food, shelter, energy assistance, employment, income maintenance, linkage services, transportation, and emergency health care.) In Multnomah County there are 70,000 persons living in poverty. Eleven thousand people access basic emergency services shelter facilities. These facilities are often inadequate and existing funds provide only for minimal services.
- Basic health care services: (particularly for low income families, youth, and pregnant women.) An estimated 85,000 persons in Multnomah County have no medical insurance of any kind. One-half of the 2800 students using the four teen health clinics in Multnomah County have no access to any other health care. Many pregnant women have no access to prenatal care.
- Community-based social services: (particularly for children and families, juveniles and the elderly.) An estimated 500 children and adolescents in this County suffer an acute impairment due to mental or emotional disturbance each year, yet there is no funding for children's psychiatric crisis services. Many juvenile delinquents are left unsupervised and underserved, increasing the probability of repeat offenses and gang involvement. An estimated 27,000 elderly in Multnomah County are also in need of mental health services while currently only 600 per year receive such services.
- Residential Care Options: (development, siting and regulation of residential care options, particularly for severely disabled persons.) The planned rehabilitation of 500 units of downtown single-room occupancy housing for special needs persons is jeopardized by the lack of support

services. An estimated 4,800 chronically mentally ill (CMI) persons and 800 developmentally disabled (DD) persons are in need of managed housing in this county, yet only 300 CMI and 400 DD clients are housed in community-based residential programs with current State funds. Effective policies are lacking to regulate the siting of residential facilities for special needs persons to ensure both adequate community integration and dispersion of such facilities.

- Institutional care: (particularly for alcohol and drug dependent persons, juvenile offenders and chronically mentally ill persons.) There are an estimated 2,000 chemically dependent persons in Multnomah County whose continued alcohol or drug abuse put themselves and others in danger of severe impairment or death, but there is no legal civil procedure to involuntarily commit alcoholic/drug dependent persons to treatment. The downsizing of MacLaren has resulted in too few State-funded beds for serious juvenile offenders who need services and long-term institutional care. Also as a result of the downsizing of the State mental hospitals, there are too few State-funded beds for persons needing commitment.

- Preventive services: (early intervention for parent training, developmental day care and Head Start-type services which can prevent abuse, developmental disabilities, deviancy and other costly social problems.) Some 900 teen mothers, 650 of whom are unmarried, give birth annually in Multnomah County. These babies face a high probability of being school drop-outs and juvenile delinquents. Public education is the most effective preventive strategy for AIDS, yet State funds are extremely limited for AIDS education/prevention. Organizations for service provision and self help that have roots in community groups and neighborhoods are frequently a more effective catalyst for individual and community change than public agencies. Unfortunately, there are few funds to support these community organizations.

Relevant Programs and Initiatives

Multnomah County is the local authority, and in some instances the provider of last resort, for human services and takes a leadership role in addressing these problems and in seeking State assistance to fully implement and fund these services. The full partnership of the City and private sector is needed to obtain adequate state and local funding.

A summary of the roles and responsibilities of state and local agencies follows:

A. State of Oregon, Department of Human Resources

- Directly provides food stamps and public assistance benefits to eligible individuals and families through the Adult and Family Services Division.
- Directly provides protective and social services to dependent children and youth through the Children's Services Division.
- Directly provides unemployment insurance benefits and job bank information through the Employment Division.
- Funds provision of aging services, emergency basic needs/community action services, health services, juvenile services and mental health services.
- Governor's Commission on Health Care has presented a report on State initiatives for improving access to health care.
- Governor's Commission on Welfare Reform has presented a report on State initiatives for improving public assistance programs.

B. Multnomah County Department of Human Services

- Directly provides protective and community-based social services to the elderly, and regulates adult housing, through the Aging Services Division.
- Directly provides health services to low income families, teens, pregnant women and other individuals, and provides for disease control and health education through the Health Services Division.
- Directly provides juvenile counselling and rehabilitation services and coordination of court services through the Juvenile Justice Division.
- Directly provides community social services to developmentally disabled persons and their families through the Social Services Division.
- Funds the provision, primarily by private not-for-profit social services agencies, of a variety of emergency basic needs/community action services and health services for homeless and low income persons and a variety of community based social services, residential and preventive services for youth, the elderly, alcohol and drug dependent persons, developmentally disabled persons and their families, and mentally and emotionally disabled persons and their families.
- City-County Emergency Basic Needs Committee's report to the City and County has led to a reorganization of the administration and service delivery system for emergency basic needs and community action services.
- Columbia Villa Neighborhood Safety and Improvement Demonstration Project is providing for the coordinated

delivery of County health and social services with City and Housing Authority of Portland community development, crime prevention and public safety services.

- Community Integration Project is developing small residential homes for severely disabled Fairview residents in a variety of neighborhoods.
- Regional Drug Initiative has developed a five-year action agenda for the public and private sectors to combat drug abuse and illegal use of drugs.
- Student Retention Initiative Plan is targeted at middle school students to reduce dropout rates associated with alcohol and drug abuse.
- Youth Gang Initiative has resulted in County funding for two outreach teams and related social services to respond to youth gangs in N/NE Portland.

C. City of Portland

- The Bureau of Community Development and the Human Resources Coordinator fund a variety of emergency basic needs/community action services.
- Provides on-going funding for County aging and youth services.
- Provides funding for youth employment and training programs delivered by the Private Industry Council.

D. Private Industry Council

- The agency with primary responsibility for development and provision of job search, training and placement opportunities for low income persons.

E. United Way of the Columbia Willamette

- Through a citizens review process, distributes funds to approximately 70 human services agencies located in Multnomah County for programs which promote human development, systems support and human services problem solving.

Findings

- * A significant increase is needed in State and local funding for emergency night and day shelter, transitional housing, case management and support services necessary to break the cycles of homelessness and poverty and promote self-sufficiency.
- * State policies and funding are needed to provide services to homeless and runaway youth and to homeless recovering alcoholics, and to increase funding for services to victims

of domestic violence.

- * An expansion is needed in State and local programs for job creation, training, placement and support services, particularly for single parent households, minorities and youth, including first source hiring programs for all publicly funded/subsidized projects.
- * Efforts by local government are needed to increase employer provided health insurance in low income occupations, through technical assistance (e.g., small business benefit pools), local incentives (e.g., tax breaks), public contracting requirements and similar strategies.
- * Expansion of State programs to provide access to basic health care is needed, through reforming public assistance so welfare recipients who take jobs retain medical coverage, expanding State Medicaid coverage to include all eligible persons (medically needy), guaranteeing access to health care for the unemployed and uninsured who are not Medicaid eligible, State incentives, statutory requirements and similar strategies.
- * An increased and stable funding base is needed for school based teen health centers, and for expanded perinatal and child health services.
- * State funding for emergency psychiatric services for children is needed. Increased funding of mental health and support services for families of children with special needs is required.
- * State and local funding increases are needed to provide additional community-based services for juvenile delinquents (e.g., outreach, supervision, diversion, support services).
- * State policy and funding is needed to provide comprehensive, coordinated mental health and in-home services in order to maintain independent living and avoid premature institutionalization of elderly and disabled persons.
- * Support services funding is needed to maximize housing options for special needs populations.
- * Increased funding is needed for residential housing and treatment programs for the chronically mentally ill.
- * Local policies are needed for regulating siting and neighborhood relations of residential facilities for special needs persons.
- * A revision of State statutes is needed to provide for

involuntary commitment of alcoholic/drug dependent persons and to ensure treatment for such persons.

* Increased State funding is needed for institutional care of serious juvenile offenders in State or local detention facilities; institutional care of chronically mentally ill persons in State or local treatment facilities; to expand AIDS education and prevention; and to support developmental day care and parent support services for low income families with young children, particularly for teen parents and developmentally disabled children.

* Expanded local efforts are needed to encourage and fund the development of indigenous community organizations for service provision and self-help, particularly among minority groups.

Objectives

- * Ensure the availability of sufficient emergency basic needs services, eliminate homelessness and hunger to significantly reduce the effects of poverty and promote self-sufficiency in our community.
- * Ensure access to basic health care in our community by eliminating financial and physical barriers to the provision of health care services.
- * Ensure the availability of a range of community-based social services which can assist in maintaining citizens in their own homes and neighborhoods.
- * Ensure the availability of a continuum of residential care options throughout the community which can maintain citizens with special needs in the community rather than in institutions.
- * Ensure access to institutional programs by eliminating legal and financial barriers to the provision of institutional care.
- * Ensure the delivery of preventive services in the community which can intervene in individual/local problems.

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V. ENVIRONMENT AND INFRASTRUCTURE

A. LAND USE AND ZONING

Assessment

Portland has a national reputation for having achieved a high quality urban environment. This reputation stems from the city's development, adoption and implementation of comprehensive plans which respond to the changing needs and values of the community. The Portland planning process has a long history of reaching consensus through citizen involvement and community participation, aimed at building neighborhood capability to address and solve issues.

The Bureau of Planning provides the city with short-range and long-range planning services. Comprehensive land use planning and zoning functions are ongoing activities mandated either by state law or local ordinance. The Planning Bureau's professional staff process quasi-judicial cases, land use studies, and perform legislative projects that are the structure for planning in Portland.

The planning effort also provides staff support to the Portland Planning Commission, Urban Design Commission, Landmarks Commission, Variance Committees, and Housing Advisory Committee. The sections of the bureau are: Administration, Current Planning (Code Administration), Land Use Planning, Urban Design, Housing, Permit Center and Graphics.

Planning functions performed by other bureaus include transportation, parks, and energy. The Planning Bureau integrates these planning efforts into district, area, and neighborhood planning efforts.

The planning process is a fundamental element in the goal implementation process. The planning process is the mechanism that brings together the various functional components and diverse interests of the City into an open and participatory form that provides decision-makers a framework for implementing City goals.

Planning is a collaborative process between the City, neighborhood residents, business people, and property owners. It spells out policies and specific strategies designed to implement desired change. The planning process provides a forum for people to initiate rather than react to change. It brings land use, transportation, public facilities, housing, parks/recreation, economic, social service, environmental, urban design, public safety, and human development issues into balance in the decision-making process.

The planning process produces a document that educates participants in the process, readers of the material, and future generations. The document aids City decision-makers to clear the way for positive economic development and helps identify budget and project priorities. In addition, plans are the mechanism to bring all sectors of the community into the planning and implementation process. Non-resident property owners, neighborhood associations, bureaus of City government, institutions, and the business community all have a role to play.

Planning staff positions have been reduced and more staff have been shifted from long-range legislative projects to handle a short-range land use caseload of staff reports and permit processing. The dramatic increase in work load and the accompanying shift in staff priorities were caused by two principle factors: 1) annexation of over 57,000 people and 40 square miles of land (necessitating annexation re-zoning studies) and, 2) an improving economy. Between 1985 and 1988, the number of land use cases nearly doubled, from 545 to 922; and pre-application conferences for Title 33 have more than tripled, from 103 to 375. In the Permit Center, telephone requests increased from 13,567 to 17,000; walk-in requests went from 6,076 to 8,800 and plan checks similarly doubled from 1,000 to 2,000.

The city's Neighborhood Needs Process demonstrates the interest in having the bureau prepare neighborhood development plans. There were six (6) Neighborhood Needs Requests submitted in fiscal year 1988 for neighborhood plans in fiscal year 1989. There were also two requests for land use and zoning studies. Several of these requests represent the second or third time the neighborhoods have asked for the project.

The four-person neighborhood planning staff was eliminated from the FY 1987-88 budget in spite of the successful completion of neighborhood plans for Kerns, Sullivan's Gulch, and Hosford-Abernathy.

Relevant Plans and Programs

Below is a listing of relevant plans, programs and initiatives which affect neighborhood revitalization. Virtually every aspect of the bureau's day-to-day operations affect issues of neighborhood liveability, as do plans for neighborhoods, districts, areas, and specific studies. (See Technical Appendix for program descriptions.)

Comprehensive Plan

1. Comprehensive Plan Implementation

Central City Plan

2. Central City Plan Implementation

Code of the City of Portland (Zoning)

3. Zoning Code Rewrite Project (Title 33)
4. Title 33 Planning and Zoning (Title)
5. Title 34 Subdivision and Partitioning
6. Procedures Streamlining (new Type I, II, III)

Neighborhood Plans (see Neighborhood Planning Process Brochure)

7. Corbett/Terwilliger/Lair Hill Plan
8. Cully/Parkrose Community Plan
9. Marquam Hill Policy Plan
10. Hazelwood Community Plan
11. Buckman Neighborhood Policy Plan
12. Kerns Neighborhood Action Plan
13. Terwilliger Parkway Plan
14. Sullivan's Gulch Neighborhood Action Plan
15. Transit Station Area Planning Program
16. Wilkes Community and Rockwood Corridor Plan
17. Hosford/Abernathy Neighborhood Action Plan

Design Guidelines

18. Downtown Design Guidelines
19. Terwilliger Parkway Design Guidelines
20. Macadam Corridor Design Guidelines

District Plans

21. Northwest District Policy Plan
22. Northwest Hills Study Development Scenarios and Background Report
23. Macadam Corridor Study
24. Northwest Triangle Report
25. South Auditorium Plan District

Specialized Plans

26. Public Facilities Master Plan
27. Historical Resources Inventory
28. Willamette Greenway Plan
29. Environmental Concern Areas
30. Scenic Views, Sites, and Drives Inventory Discussion Draft
31. Convenience Store Study

Proposed FY 1988 Work Program Drafts

32. Inner North-Northeast District Action Plan (unfunded)
33. Proposed Institutional Use Study (unfunded)
34. Proposed Social Service Siting Study (unfunded)
Housing (see housing section for more complete description)
35. 1988 Annual Report, An Introduction to Portland's Programs and Policies
36. Residential Demolition Report and Recommendation
37. Central City Plan Housing Background Reports
38. Local Options for Funding Very Low Income Housing
39. Residential Limited Property Tax Exemption Application
40. Numerous Housing Planning and Policy Reports and Studies.

Findings

- * The city's long-range comprehensive planning function is necessary to provide the leadership and overall framework for guiding decision-making for development and redevelopment.
- * Interest remains high for the development of neighborhood plans as evidenced by Neighborhood Need Requests for several years.
- * Several neighborhood issues demand planning attention but remain unfunded. In particular they are in the areas of siting and expansion of institutional uses in residential areas and the siting and expansion of social services. Current density criteria and inventories for institutional forms of housing are dated.
- * Neighborhoods and businesses (Northeast Boosters) in inner-north and northeast Portland have expressed specific interest in a land use and zoning study as a way to resolve some long-standing issues of business and industrial expansion and neighborhood preservation.
- * The Zoning Code Rewrite Project must be continued and completed on schedule. It raises broad neighborhood revitalization and liveability issues such as bed and breakfast, mixed-use commercial, rezoning, etc.
- * In the past three years, the city gave special attention to planning for the central city. While continuing to implement this plan, the Bureau should turn its attention to those long-range legislative studies and plans that are more neighborhood-based such as re-zoning studies and special commercial and business district plans. It is important to note that the Central City Plan was a special funded project beyond the basic resources of the Planning Bureau.
- * The potential land use impacts of recent school building expansion programs have caused concern among adjacent residents requiring close coordination between city and school district planning officials.
- * The Planning Bureau needs to provide professional planning expertise in undeveloped or redeveloping areas in order to foster an overall master plan in large areas with multiple ownership. One such example is the East Columbia Neighborhood which needs planning assistance for the multi-use development of a large tract of undeveloped land which can accommodate up to 400 residential housing units.

- * The Planning Bureau should provide a forum for neighborhood comments on large or significant site specific development proposals.
- * Budget restrictions in recent years have resulted in reductions of planning staff.
- * Much of the city's current housing stock is aged and over the next 20 years an increasing number of housing units will be removed or abandoned. The type, density and timing of replacement housing will be an increasingly significant issue as we move into the 21st century.
- * The Planning Bureau, in cooperation with the Office of Fiscal Administration, should develop and maintain a data and map base on land use and other characteristics on a neighborhood-by-neighborhood basis.

Objectives

- * Maintain Portland's national reputation as a high-quality urban environment through city-wide comprehensive planning and detailed neighborhood plans.
- * Maintain, improve, and implement Portland's land use policy framework, particularly in residential neighborhoods and commercial business districts.
- * Develop, improve, streamline, and apply land use regulations that implement the land use policies adopted by the City Council and comply with state requirements for local land use regulations giving particular attention to enhancing neighborhood development and liveability.
- * Identify and initiate needed long-range planning activities aimed at resolving existing and avoiding future problems. Give special emphasis to balancing the interests of protecting viable residential area and enhancing commercial and industrial districts.
- * When possible, develop or assist in the development of neighborhood or other small area development plans which provide a decision making policy framework to guide growth and development on a small area basis.

Bibliography - Land Use and Zoning

Category: Comprehensive Plan

Author: Bureau of Planning
Title: Goals and Policies
Date: Revised 1988
Re Location: Planning Library
Brief Summary: The Comprehensive Plan of the City of Portland, effective January 1, 1981 provides a guide for all land use related development including housing, commercial and industrial activity as well as for the provision of public facilities and services required to support that development. Goals and Policies establish a framework for land use program and funding decisions related to the eleven Goal areas.

Author: Bureau of Planning
Title: Comprehensive Plan
Metropolitan Coordination Element 1,
Urban Development Element 2,
Neighborhoods Element 3
Housing Element 4
Economic Development Element 5
Transportation Element 6
Energy Element 7
Environment Element 8
Citizen Involvement Element 9
Plan Review and Administration Element 10
Public Facilities Element 11

Date: 1981
Re Location: BOP Library
Brief Summary: These support documents to the Comprehensive Plan contain a list of the Goals, and the rationale and implementation measures for the policies as listed above. They were written in support of the comprehensive plan as adopted in 1981 and required by LCDC.

Category: Code of the City of Portland

Author: Bureau of Planning
Title: Planning and Zoning Title 33
Date: Revised, 1987 originally adopted 1959
Re Location: BOP Library
Brief Summary: The several purposes of this Title are to encourage the most appropriate use and development of land throughout the City of Portland. Furthermore, the scope of this Title is to regulate and restrict the location and use of buildings, structures, and land for business, industry, commerce, and dwellings, and for public, semi-public, and other specified uses.

Author: Bureau of Planning
Title: Portland Zoning Code Title 33 Discussion
Draft
Date: 1988
Re Location BOP Library
Brief Summary: Proposed new zoning Code for The City of
Portland.

Author: Bureau of Planning
Title: Portland Zoning Code Title 34, Subdivision
and Partitioning Regulations
Date: Revised, 1987 originally adopted 1959
Re Location BOP Library
Brief Summary: This Title of the City code is adopted for
the purpose of protecting property values, furthering the
health, safety and general welfare of the people of the
community and to provide uniform standards for the subdivision
and partitions of land and the installation of related
improvements in the City of Portland.

Author: Bureau of Planning
Title: Industrial Zoning Code Improvement Project
Final Code and Policy Revisions
Date: 1986
Re Location BOP Library
Brief Summary: The City Council, through the Industrial
Zoning Code Improvement Project, has adopted new land use
regulations for Industrial area.

Author: Bureau of Planning
Title: Sign Code Rewrite Project
Date: 1986
Re Location BOP Library
Brief Summary: This report presents a rewritten set of
sign regulations for Title 33, Planning and Zoning.

Author: Bureau of Planning
Title: Zoning Code Improvement Project Additions
of Comparable County Regulations
Date: 1986
Re Location BOP Library
Brief Summary: In order to provide continuity in land-use
regulations for areas annexed from Multnomah County, three new
zones have been added. These zones will be incorporated in the
new zoning code upon it's final adoption.

Author: Bureau of Planning
Title: C5, Limited Commercial, Zone Revision To
accomplish comparable zoning
Date: 1983 (not available)
Re Location BOP Library
Brief Summary: This report is to provide continuity in

land-use regulations for areas annexed from Multnomah County to Portland.

Author: Bureau of Planning
Title: Procedures Streamlining
Date: 1984
Re Location BOP Library
Brief Summary: This report presents the recommendations of the Procedures Streamlining Project. The primary intent of the Project has been to assign the new Type I, II, and III procedures to Title 33 to the various land use reviews throughout the Zoning Code.

Author: Bureau of Planning
Title: Industrial Zoning Code improvement Project Mapping for Columbia Corridor Part 1: South Shore
Date: 1987
Re Location BOP Library
Brief Summary: This report describes new City land use regulations, including establishment of City Comprehensive Plan Map designations and zones for the Columbia South Shore Industrial Area.

Author: Bureau of Planning
Title: Environmental Regulations Amendments to the Comprehensive Plan and City Code Title 33
Date: 1988
Re Location BOP Library
Brief Summary: This report presents amendments to the comprehensive Plan policies and objectives related to wetland, water bodies, and wildlife habitat areas, and the E, Environmental Concern Zone, adopted by the Portland City Council on June 15, 1988.

Category: Neighborhood Plans

Author: Bureau of Planning
Title: Cully/Parkrose Community Plan
Date: 1986
Re Location BOP Library
Brief Summary:

Author: Bureau of Planning
Title: Hazelwood Community Plan
Date: 1986
Re Location Planning Library
Brief Summary: The Hazelwood community Plan establishes a framework to guide public and private actions which will shape the future of the community. This report address policies, design guidelines, Banfield light rail corridor station area

goals and community issues and concerns.

Author: Bureau of Planning
Title: Kerns Neighborhood Action Plan
Date: 1987
Re Location: BOP Library
Brief Summary: This report addresses land use and economic issues, transportation routes, population growth, river uses, and cultural needs of the Kerns neighborhood.

Author: Bureau of Planning
Title: Sullivans Gulch Neighborhood Action Plan
Date: 1987
Re Location: BOP Library
Brief Summary: This plan includes goals, policies, and objectives as a tool for the neighborhood to be involved with planning Sullivans Gulch neighborhood.

Author: Bureau of Planning
Title: Wilkes Community and Rockwood Corridor Plan
Date: 1987
Re Location: BOP Library
Brief Summary: The Wilkes Rockwood plan establishes a framework to guide public and private actions which will shape the future of the area.

Author: Bureau of Planning
Title: Hosford/Abernethey Neighborhood Action Plan
Date: 1987
Re Location: BOP Library
Brief Summary: The Hosford/Abernethey Plan establishes a framework of goals, policies, and objectives to guide public and private actions which will shape the future of the area.

Author: Bureau of Planning
Title: Convenience Store Study
Date: 1986
Re Location: BOP Library
Brief Summary: The Purpose of the Convenience Store Study was to identify all the relevant issues regarding the development and operation of convenience stores, to determine their extent, and to offer solutions, methods, or processes to address those issues.

Author: Bureau of Planning
Title: The Neighborhood Planning Process
Date: No Date (Est. 1987)
Re Location: BOP Library
Brief Summary: This brochure gives general information on the neighborhood planning process.

Category: Annual Reports on the Comprehensive Plan, City of
Portland

Author: Bureau of Planning
Title: Annual Report on the Comprehensive Plan
for the City of Portland.....for 1981,
1982,1983,1984,1985,1986
Date: 1982, 1983,1984,1985,1986,1987
Re Location BOP Library
Brief Summary: These reports summarize the prior years
zone changes and Plan Map Amendments, development activity, and
annexations of land area as they impact the Portland area.

Category Central City Plan

Author: Bureau of Planning
Title: Central City Plan
Date: 1988
Re Location BOP Library
Brief Summary: This report consists of The Adopted
Central City Plan and the following parts. The Plan Map and
Land Use Designations, Vision Statement and the Goals and
policies make up the Plan that was adopted by ordinance by the
City Council. Also adopted by resolution were the action
charts, maps and district urban design plans which accompany the
policies.

Author: Bureau of Planning
Title: Central City Support Documents
Date: 1983 - 1988
Re Location BOP Library
Brief Summary: There are 65 Central City Plan technical
reports. These include
1) Economic Development (15). These reports include 9 briefing
papers on population, employment, office space
development, retail development and general business activity in
the central city business and industrial districts.
2) Recreation (1).
3) Environment (1).
4) Housing (5). These reports analyze housing implementation
strategies, give status reports on SRO housing, an discuss
housing needs in the central city
5) Transportation (2).
6) Art (5). These reports address general needs and development
of art in the central city
7) Entertainment (1).
8) Human Services (4).
9) Public Safety (2).
10) Land Use/Urban Design (9). These nine reports discuss
riverfront and water use, historic preservation and compatible
infill development in the central city.
11) District Briefing Papers and Baseline Data (11). These

reports give statistical overviews for the districts of Lower Albina, Lloyd Center /Coliseum Central Eastside, North Macadam Downtown/Goose Hollow, NW Triangle.

12) Public Review Documents (5).

13) Citizen's Reports (3).

Category Design Guidelines

Author: Bureau of Planning
Title: Downtown Design Guidelines
Date: 1983
Re Location BOP Library
Brief Summary: The twenty general guidelines, and additional special district guidelines in this document are to implement the four goals for downtown design.

Author: Bureau of Planning
Title: Terwilliger Parkway Design Guidelines
Date: 1983
Re Location BOP Library
Brief Summary: The Terwilliger Parkway Design Guidelines have been approved by the City Council for use by the Design Commission for product evaluation and acceptability within the Terwilliger Design Zone

Author: Bureau of Planning
Title: Macadam Corridor Design Guidelines
Date: 1985
Re Location BOP Library
Brief Summary: This publication contains the Background and History for Macadam Corridor Design Review. Additionally the review process, application requirements, goals for Macadam corridor design and the guidelines are detailed.

Category District Plans & Reports

Author: Bureau of Planning
Title: Northwest District Policy Plan
Date: 1977
Re Location BOP Library
Brief Summary: This document provides:
1. a description of where the planning process has led and what remains to be done in order to address Northwest District issues:
2. the Planning Commission's recommended policy revisions and actions to City Council and
3. an appendix including the adopted goals and policies for the District and correspondence

Author: Bureau of Planning
Title: Northwest Hills Study Development Scenarios Report

Date: 1984
Re Location BOP Library
Brief Summary: The purpose of this report is to provide an outline of three possible futures for the NW Hills Study Area.

Author: Bureau of Planning
Title: Northwest Triangle Report
Date: 1985
Re Location BOP Library
Brief Summary: The Northwest Triangle report is to serve a dual purpose:
1. To set a policy framework for future decision making and action within the District; and
2. To purpose specific implementation measures which will forward this policy direction.

Author: Bureau of Planning
Title: Northwest Hill Study Background Report
Date: 1984
Re Location BOP Library
Brief Summary: The purpose of the NW Hills Study is to address the issues of change in the district and to achieve goals and objectives in land use and public facilities and services for the district.

Author: Bureau of Planning
Title: South Auditorium Plan District
Date: 1984
Re Location BOP Library
Brief Summary: This report provides protections within the zoning code for the character of the South Auditorium Renewal District.

Category **FY 1988 Proposed Work Program Studies and Plans**

Author: Bureau of Planning
Title: Proposed Institutional Use Study Work Program
Date: 1988
Re Location BOP Library
Brief Summary: This report will discuss inventory results of concerns and conflicts arising from the location, growth and relocation of institutions in residential zones, e.g., hospitals, schools, and residentially-oriented social services such as RCF's, halfway houses, ICF's, CCF's, etc.

Author: Bureau of Planning
Title: Proposed Social Services Siting Study
Date: 1988
Re Location BOP Library

B. TRANSPORTATION

Assessment

Multnomah County contains a comprehensive transportation network. The system accommodates local, regional, national, and international movements, providing facilities for highway, rail, river, and air traffic. Numerous terminals coordinate the transfer of passengers and freight between modes. Given the area's role as the dominant financial, business and population center of the State and with its location at the confluence of the Willamette and Columbia Rivers, area transportation providers are responsible for offering a number of unique services to the State as well as the region.

STATUS AND CONDITION REPORT

In 1985, the Portland Office of Transportation began a systematic analysis of Portland's transportation infrastructure value and condition. The impetus for this analysis stemmed from a concern across the nation of deteriorating streets, bridges and other capital facilities.

The assessment differs from previous needs assessments in that it gives a comprehensive statement of transportation system repair and preservation needs and a range of service levels and costs so that the public and decision-makers can make informed decisions. Policies for funding priorities within and among inventories are being developed. The July, 1987 report found unmet needs totaling \$47 million. (See the technical appendix for a detailed analysis of the transportation system.)

While Portland has an excellent transportation system, among the reasons the city has fallen behind in its ability to meet the unmet repair and replacement needs are:

- It has been easier to get funds for new facilities than to secure funds to keep existing facilities in good condition.
- Maintenance funding required for new facilities has not been set aside.
- Maintenance of existing facilities has been deferred due to reductions in available funds.
- Many physical facilities were built in the early 1900's and have reached the end of their useful life.

Relevant Plans and Programs

There are three major transportation agencies in Multnomah County: Portland Office of Transportation, Tri-Met, and Multnomah County. Below is a brief listing of the major transportation agencies, plans and programs affecting

neighborhood liveability and revitalization.

City of Portland, Office of Transportation:

The Portland Office of Transportation (PDOT) is responsible for the planning, construction, operation, and maintenance of approximately 2,000 miles of streets in the City and County. With an annual budget of over \$55 million, PDOT administers a capital budget of \$25.2 million. This provides funding in fiscal year 1988-89 for the Arterial Improvement Program (15 major projects), the Local Improvement Program (7 projects, including neighborhood curb ramps, LID design and construction and 16 HCD design and construction projects in northeast and southeast). The Development Services Program for street improvement provides the transportation needs of new developments, subdivisions and major commercial and industrial areas and central city projects such as Picneer Place and Convention Center.

PDOT is comprised of three bureaus: the Bureau of Traffic Management, Bureau of Transportation Engineering, and the Bureau of Maintenance. The major transportation planning and finance functions are contained in units within the Office of the Transportation Director.

The following PDOT programs affect neighborhood liveability:

- Arterial Streets Classification Policy (ASCP). The ASCP is the City's transportation policy document and is used by the city, citizens, and other agencies to identify problems, to develop and evaluate projects, and to review private development proposals that will influence the street system. Included are a number of general and specific policies intended to protect neighborhoods from problems related to through traffic. The ASCP provides the policy basis for the NTMP as well as capital project development. The ASCP is updated every five years with the next update tentatively scheduled for fiscal year 1989. Included in the update is an extensive citywide citizen involvement effort.

- Public Facilities Plan (PFP). Transportation Planning is currently completing the initial Transportation Element of the City's Public Facility Plan. The PFP is mandated by the state and requires cities to prepare facility plans in order to implement the land uses identified in their comprehensive plans. The Transportation Element of Portland's PFP breaks down project identification and development into four categories: capacity and operations; safety; neighborhood liveability; and economic development. For each category, project development criteria and procedures are identified.

- The Neighborhood Traffic Management Program (NTMP) improves neighborhood liveability by identifying and implementing solutions to traffic volume, speed, and safety problems on local residential streets. Since its inception in 1984, this program has undertaken 22 projects and constructed 56 traffic management devices.
- The Resident Permit Parking Program protects neighborhoods from commuter intrusion by imposing parking time limits for non-local vehicles. Over 5,000 permits are sold each year to area residents and local employees in four neighborhoods.
- Parking Patrol responds to neighborhood requests to enforce parking regulations. Efforts have recently increased in inner-Northwest Portland, the most congested, non-metered area in the city. This focus has improved both residential and business vitality in the Northwest area.
- Traffic and Parking Operations receive hundred of requests each year for traffic and parking improvements. Requests cover such issues as speeding on residential streets and needs for parking regulation to accommodate customer parking and truck loading and delivery. All requests are responded to and most result in positive action being taken. Due to inadequate staffing, parking requests may take up to six months to be completed.
- The Residential Street Lighting Conversion Program has improved lighting levels in residential areas by converting street lights to high-pressure sodium-vapor luminaries. This effort is projected to save the City \$870,000 each year in energy costs once all conversions are completed.

In addition to ongoing programs, several special projects are currently under way:

Division, Eastmoreland, Sullivan's Gulch, and Eliot Neighborhood Traffic Management Projects. These projects are neighborhood-wide studies to address the issues of high traffic volumes and speeding occurring in these areas. Six smaller projects are also under way.

Crime Prevention. PDOT is assisting the Police Bureau in its crime and gang fighting efforts by responding to requests for street closures and parking removal. These efforts have reduced or eliminated the impacts of concentrated criminal activities on neighborhoods. The street lighting program is also helpful in this regard.

Neighborhood Needs Requests. Each year, PDOT is assigned 25% to 40% of all Neighborhood Needs received by the City. In addition, PDOT receives thousands of requests from the public for transportation improvements. All requests are responded to and most result in some action being taken.

1989 Legislative Session. One of the most common concerns heard by PDOT is about excessive speed traffic, especially through residential areas. PDOT is proposing that the City pursue changes in speed limit laws that would result in more effective and efficient enforcement.

PORTLAND PUBLIC SCHOOLS

Portland Public Schools' Transportation Department transports 13,000 school children daily. The District contracts for use of 249 buses and operates 83 of its own vehicles.

TRI-MET

Tri-Met is responsible for transit service throughout the Portland Metropolitan area. Tri-Met uses the fiscal year 1988-92 Transit Development Plan to provide the framework for the development of the annual Tri-Met budget. Key concepts of the plan include:

- * a commitment to financial stability
- * greater reliability of existing service, and
- * a commitment to high-quality transit service.

Findings

- * A long-term funding solution to the growing backlog of repair and replacement transportation improvements is needed in order to meet the existing unmet needs of over \$47 million. The evaluation of funding options should consider neighborhood-based traffic and transportation needs.
- * A light rail improvement plan is needed with particular attention given to expansion options that will remove traffic congestion from local streets and improve access. The light rail expansions north and west should be examined for their importance for neighborhood liveability and revitalization.
- * Most of the major identified HCD-funded local street and transportation projects in northeast and southeast HCD neighborhoods have been completed, leaving smaller traffic and pedestrian safety issues to be addressed through the Neighborhood Traffic Management Program (NTMP).
- * The NTMP is the city's primary mechanism to identify and

target local traffic and transportation projects. If fewer neighborhood plans are prepared in the future, the NTMP needs to systematically hear from and communicate with neighborhood organizations to identify their transportation improvement needs.

- * The Convention Center Loop is needed to keep traffic from infiltrating into neighborhoods and accommodate the economic growth which is expected in the Lloyd Center area.
- * The street cleaning program can be more cost effective if property owners and businesses are notified of scheduled cleanings so parked cars can be removed during cleaning.
- * New revenues and adequate federal funding is needed by Tri-Met to meet its Five-Year Transit Development Plan (TDP) and assure maintenance of service levels.
- * Tri-Met's TDP proposal to reallocate least productive service in the system to areas with greater demand needs to fully assess the long-term impact of diminishing or abandoning service to areas of socio-economic distress.
- * Those elements of the TDP that enhance neighborhood liveability and revitalization and enhance schedule reliability and information need to be fully analyzed.

Objectives

- * Provide for the safe and efficient movement of people, goods and services to enhance the economic vitality and liveability of the City of Portland.
- * Secure stable funding to meet ongoing capital and maintenance requirements and maintain the transportation system in order to assure long-term cost efficiency.
- * Identify leadership for a coordinated regional transportation system in order to meet the community's transportation needs.

Bibliography - Transportation

- Bureau of Transportation, Planning and Finance. Public Facilities Plan - Transportation Element, Discussion. Office of Transportation Director: July, 1988. A state requirement, this element of the plan breaks down project identification and development into four categories: capacity and operations; safety; neighborhood liveability; and economic development.
- Office of Transportation, Bureau of Traffic Management. Neighborhood Traffic Management Program. Office of Transportation Director: April, 1988. Describes the city's process for reviewing projects based on data gathered on speed, volume, accidents, etc., and priority rankings developed using an "NTM Point System" for a variety of traffic control devices, i.e., circles, cul-de-sacs, diverters, or curb extensions.
- Office of Transportation. Arterial Streets Classification Policy, City of Portland. Office of Transportation Director: July 19, 1984. Describes the city process for identifying problems and developing and evaluating projects including private development proposals affecting the street system. It is the policy basis for the NTMP and is updated every five years.
- Transportation, Planning and Finance, Office of Transportation Director. Portland's Transportation System: Status and Condition Report, Technical Appendix. Office of Transportation Director: July, 1987 (Published November, 1987). Provides a performance-based needs assessment of transportation service levels, predicting transportation needs for five and ten years into the future. The report defines the city's physical transportation facilities and their condition.
- Tri-Met. Transit Development Plan, 1988-92. Tri-Met: 1987. This plan describes Tri-Met's goals, objectives, and recommended capital improvements to the transit system over the next five years including a financial/revenue plan, modifications to service, etc.
- Bureau of Traffic Management. Goose Hollow RPPP Supplemental Plan Description. Bureau of Traffic Management: January 1, 1987. This program report describes the policies which guide the issuance and use of Goose Hollow RPPP Permit Decals.
- Bureau of Traffic Management. Residential Parking Permit Program, Ordinance No. 159044. Bureau of Traffic

Management: September 25, 1986. A program where residents and area businesses are issued permits which grant on-street parking privileges in the neighborhood where they reside or work to exceed posted time limits.

Bureau of Traffic Management, Janice Newton. Neighborhood Traffic Management Process (NTMP) Projects. Reports to Council: April 21, 1987; September 8, 1988; May 7, 1986. Bureau of Traffic Management, Office of Transportation Director. Three report to City Council authorizing resolution for construction of neighborhood traffic management improvements and devices in northeast and southeast Portland.

Tri-Met. Westside Light Rail Brochure. Tri-Met: June, 1988. Describes the need, analysis, and financing and timing of light rail expansion westward to Washington County.

C. PUBLIC FACILITIES AND ENVIRONMENTAL SERVICES

Assessment

Portland prides itself on the quality of its drinking water, and rightly so. It has one of the nation's purest and most plentiful water supplies. The 102 square mile Bull Run Watershed is usually more than adequate to meet the City's average use of 125 million gallons of water per day. It is so abundant in fact that Portland wholesales water to other jurisdictions. In times of drought, the City also has 19 operating groundwater wells, located in the center of the Columbia Industrial Corridor. With over 1,500 miles of water mains in place carrying water to 145,000 consumers, Portland's Bureau of Water Works is now shifting its primary focus from development of water resources to increasing the efficiencies of the water system and improving water quality.

Two water quality issues that the Bureau is acting on are removal of lead pigtail pipes from approximately 7,000 houses built before 1935 in North, Northeast, and Southeast Portland, and joint management of the Bull Run Watershed with the U.S. Forest Service. After much debate, the City has recently allowed logging of damaged trees from the watershed.

In a major project the Water Bureau is working with the Portland Development Commission in planning \$30 million of public improvements at the Columbia South Shore industrial site. Annexations in mid-Multnomah County have imposed significant challenges for Portland's municipal water services as well. Over a dozen separate water districts, including Rose City, Powell Valley, Hazelwood, Parkrose and Rockwood, have come under city management through annexation. In some areas, the addition of these water districts will require an upgrading of facilities.

Columbia South Shore and mid-Multnomah County are also areas of activity for Portland's Bureau of Environmental Services. Under an order from the State Environmental Quality Commission to protect and restore the groundwater in mid-county, the City must seal off 56,000 cesspools and provide municipal sewer service to 130,000 mid-county residents. This mammoth project will cost over \$350 million and take 17 years to complete. Sixty-two Local Improvement Districts have been created in the affected urban services area. Most of the new trunk lines are already in place and the Bureau of Environmental Services expects to add service to about 3,500 households per year. Users of the expanded wastewater system will foot most of the bill in spite of a \$27 million contribution by the federal government. The average single-family homeowner in mid-county will pay about \$5,500 for a connection fee, permits, private plumbing costs, and assessment fees. Various financing schemes and deferrals are available

through city Bancroft Bonds, City and County Community Development Loans, and the State Safety Net Program. In the short run the sewer expansion project is expected to have some negative impacts, such as suppressed marketability and resale value of properties awaiting sewer service and strain on area residents who must pay the upfront costs for the new service. Economic analysts predict, however, that the project will have a long-range positive effect on property values and development in mid-county.

Other environmental services issues that affect liveability in Portland are water quality, flood control, and solid waste management. When the City's wastewater pumping system diverted raw sewage into the Willamette River this summer, many Portlanders became concerned. The City's combined sanitary and storm sewer overflows system also diverts sewage into the river several time each year. The Bureau of Environmental Services is studying this problem, along with non-point sources of pollution and other water quality issues at the treatment plant's outfall into the Columbia Slough.

The City also has several responsibilities for solid waste management services. Among them are development of a plan for the phase out of the St. John's Landfill site, issuing permits to independent garbage haulers and implementing a recycling program. Because the federal Environmental Protection Agency and the state Department of Environmental Quality regulate solid waste reduction, and the Metropolitan Service District has jurisdiction over regional recycling issues, there is a need for greater coordination and definition of roles in this area.

The City and County can establish policies regarding solid waste management to regulate dumpsters, residential garbage service, etc. Currently the City and County have no mandatory garbage collection requirement. This results in some garbage accumulation and illegal dumping which has a significant impact on neighborhood liveability in certain areas.

Relevant Programs and Initiatives

City of Portland

Bureau of Water Works

The Bureau of Water Works administers programs for water supply, distribution and quality. It oversees management of the Bull Run Watershed, 19 groundwater wells, storage reservoirs, pump stations, storage tanks, and over 9 million feet of city-owned water mains. The Bureau also operates 90 public fountains and all 10,500 fire hydrants in the City. It currently has several capital improvement programs underway that the Bureau believes will enhance economic development: The Main Program, Fire Flow Enhancement Program, Columbia South Shore Development,

Groundwater Development, Water Loss Reduction, Hydrant Program, Annexation Main and Hydrant Programs, and the Hayden Island Acquisition and Upgrade.

Bureau of Hydroelectric Power

The Bureau of Hydroelectric Power operates three city-owned power plants at Bull Run and Mt. Tabor. Output from the plants is sold to Portland General Electric.

Bureau of Environmental Services

The Bureau of Environmental Services is responsible for the sewage collection, storm drainage, wastewater treatment, and solid waste management services provided by Portland. It provides sewage collection to an estimated 113,000 customers. Over 1,500 miles of pipelines and 71 pump stations are provided and maintained along with engineering design, construction management, financing, and customer services. The City also operates two wastewater treatment plants at Columbia Boulevard in North Portland and in Lake Oswego. In 1987-88, the Bureau licensed 124 private garbage haulers and implemented a residential recyclable collection plan. It has a flood control study underway for the Johnson Creek Drainage Basin and a water quality study in process for the Columbia Slough. The major capital improvement program for the Bureau is the Mid-County Sewer Project.

Bureau of Maintenance, Office of Transportation Director

The Bureau of Maintenance performs routine inspection and maintenance of the City's sewer lines and storm drains. It provides these services under an interagency agreement with the Bureau of Environmental Services.

In addition to the activities of individual bureaus, there are other task forces and initiatives underway. One such effort is the newly formed Solid Waste Oversight Committee, which will examine issues including mandatory garbage collection and regulation of haulers. The Planning Bureau is also coordinating the preparation of a 20-year public facilities plan for water, sewer, storm sewer and transportation services.

Findings

- * The Mid-Columbia Sewer Project must proceed in a timely and affordable manner in order to meet state requirements, preserve property values, and to allow new development to proceed.
- * An analysis of the storm drainage needs of mid-Multnomah County should be undertaken and considered in major new development approvals in the area.
- * The wastewater pump system and combined sewer overflows

system should be evaluated for alternatives that will reduce diversion of untreated sewage into Portland's rivers.

- * There is a need for greater policy coordination and definition of roles in solid waste reduction.
- * Subsidizing Portland's System Development Charges for municipal water and sewer improvements could be used as an incentive for development in selected target areas.
- * Efforts to clean up the Columbia Slough and improve water quality in Portland's rivers and groundwater should be continued.
- * Removal of lead pigtail pipes and identification and removal of other hazardous contaminants in the City's drinking water would be beneficial to area residents.
- * Methods of encouraging garbage collection and reducing problems of illegal dumping should be explored.

Objectives

- * Provide sufficient water and sewer services, flood control, and solid waste management to City residents at reasonable rates.
- * Extend municipal water and sewer services to residents of mid-Multnomah County in a timely, efficient and affordable manner with an equitable distribution of costs.
- * Protect and improve Portland's water quality.
- * Develop policies and programs such as mandatory garbage collection to prevent illegal dumping.

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City of Portland, Bureau of Environmental Services. Straight Talk About Sewers. Portland: 1987. A series of informational newsletters to mid-County residents about converting from cesspools to municipal sewer service; how to do it and how to pay for it.

City of Portland, Bureau of Planning. Public Facilities Plan. Portland: September, 1988. A support document to the City's Comprehensive Plan that presents a 20-year public facilities plan for water, sewer, storm sewer and transportation.

VI. NEIGHBORHOOD LIVEABILITY BACKGROUND INFORMATION

A. BACKGROUND

Specific, measurable information at a neighborhood level will be very valuable in determining target areas for programs and monitoring effectiveness over time. In the development of the Neighborhood Revitalization Strategy Report, a broad list of relevant data factors was identified. The following pages list data indicators for many of the issue areas covered in the report.

Fifteen individual factors from these indicators have been suggested for consideration as a Neighborhood Liveability Index which can be used immediately to begin planning and program development. The additional factors listed below could also be used if they are generated at a neighborhood level. This would provide a wider range of criteria to enable various jurisdictions to most appropriately target their specific programs.

It has become apparent from the effort to develop a set of neighborhood liveability factors that, today, Portland lacks a neighborhood management information system which can consistently track neighborhoods to provide comparisons between areas and to track changes over time. The development of such a system is recommended as a part of the Neighborhood Revitalization Strategy with lead responsibility assigned to the City Office of Fiscal Administration. It is also recommended that participating jurisdictions examine data indicators generated by their departments and explore the feasibility of further developing this data base.

B. TARGETING OF CERTAIN PROGRAMS

1. What is targeting?

For the purpose of neighborhood revitalization, targeting is the means to direct resources to neighborhoods with priority needs requiring special attention. Targeting can either be done on a geographic basis or by focusing on a particular problem wherever it may occur.

For example, some neighborhoods are experiencing major problems of housing abandonment and illegal drug activity for which programs should be tailored to a specific neighborhood whereas many more neighborhoods may need a new mortgage lending strategy that is a non-geographic targeted program aimed at occupying long-term vacant houses. This is needed to resolve a variety of problems now being experienced in some city neighborhoods in order that all residents can enjoy a reasonable liveability standard. In other words the whole community benefits from targeting.

1. Why is targeting important?

Research by independent contractors and federal agencies has shown that targeting certain programs to specific geographic areas can leverage additional private investment and have a greater impact. Studies by the U.S. Department of Housing and Urban Development show that targeting distressed communities and neighborhoods can stretch limited resources further than to disperse them widely throughout a large geographic area.

In Portland, Housing and Community Development Block Grant funds have diminished while the city has grown in population, area, and the number of eligible neighborhoods. As a result, scarce resources are spread out more widely. Once eligible, there is little differentiation between the most severe needs and areas of more modest needs. Indeed, HCD eligibility presently covers about one-third of the 90 neighborhoods in Portland, representing about one-half of the total city population.

Program resources focused and concentrated in several homes on a block face or full block has a visual impact that signals other owners or potential owners that they're investing in an area that is stable. It shows people have a commitment to care for their property and look out for their neighbors.

2. **Who will decide which areas and programs to target?**

The City-County Neighborhood Revitalization Management Panel identified herein will be charged with applying liveability targeting criteria to develop a liveability index (see list of presently available targeting criteria data). The organization is also directed to work with city bureaus, to identify specific programs to target those identified areas. (See also technical appendix for list of targeting criteria according to functional areas.)

3. **How will targeting criteria be used?**

Targeting criteria will be used to make decisions about which of the certain discretionary programs will be targeted.

4. **What should be the geographic unit for targeting?**

The most appropriate geographic unit for both measuring neighborhood liveability and delivering services was the neighborhood association boundary. Using the neighborhood boundaries as the basic unit, it is also possible to group neighborhoods or to target to specific blocks inside a targeted neighborhood.

This finding is confirmed in an extensive report titled A Management Study Of Neighborhood Liveability In Portland, Oregon, published in 1978 by the then Office of Management Services, under then Commissioner-In-Charge Charles Jordan.

5. **Should most or all city, county, and school district services and programs be targeted?**

Most local programs have discretionary capacity to respond to changing needs and demands on an equitable basis. Thus, some components of most services and programs are candidates for targeting, some more than others lend themselves to targeting. Most city services are mandated by City Charter or other agreements to be provided at "basic minimum" levels city-wide. Once the "basic minimums" are satisfied, other services can be targeted. However, certain federally funded city programs are already 100% targeted by federal regulations, such as HCD, and may be even more narrowly targeted than is presently done.

6. **What are some examples of targeted programs?**

All City General Fund supported city services where more manpower can be deployed and targeted should be

identified. Certain municipal regulatory powers, such as lien foreclosure, may be targeted where appropriate.

HUD federally funded Housing and Community Development Block Grant programs providing:

1) Loans and grants for home repair and rehabilitation of single and multi-family housing; 2) limited property tax exemptions; 3) home security (locks) program; 4) housing code inspection enforcement; 5) business assistance loans and technical assistance; 6) urban homestead program, etc.; 7) park improvements; 8) street repair and maintenance, etc.

In addition the City also applies for and receives categorically funded housing programs such as HUD Section 8, Low Rent Public Housing, and Rental Rehabilitation funding which can be targeted.

Non-general fund revenues such as urban renewal tax increment and enterprise funds can also be targeted and through amendment, re-targeted programatically, as well as geographically.

7. Where should certain program resources be targeted?

Program resources should be targeted in those areas where:

- 1) The need is the greatest; and
- 2) Where the resource can have the most impact on improving an area and leverage private investment.

8. Should all program resources be targeted to the neediest areas?

Not necessarily. Areas of greatest need may require a deeper per capita resource expenditure tailored to specific problems and aimed at solving more long-term systemic problems. However, smaller investments in at-risk areas may prevent further deterioration.

9. If we're not targeting only to the neediest areas, how should program resources be deployed?

First, the targeted or priority neighborhoods should be further rated according to the severity of their liveability problems, ie., whether severe, moderate, or at-risk. Many neighborhoods may not be targeted at all. Among the three tiers of neighborhood type, some program approaches will work better and be more effective if they concentrate on an at-risk neighborhood rather than the severe neighborhood.

For example, in "at-risk" neighborhood, a private lender marketing program offering below-market interest rates and favorable loan terms might work where the housing market is still relatively sound and prospective homeowners need only relatively small encouragement to invest. In "severe" neighborhood, a wider range of tools, both regulatory and financial, may be necessary to try to reclaim entire blocks of predominately vacant or abandoned homes. For instance, it would be more advantageous to make well-below-market non-recourse loans and even grants in order to achieve market feasibility. It may be necessary to involve a wider range of property tax exemptions for prospective owner/occupants making a major investment. It may mean conducting more regular property tax assessments to more accurately reflect true market value so that existing property owners and prospective buyers are not overburdened.

10. **Should program efforts in targeted areas be either short or long term in scope?**

They must be both. Many socio-economic and environmental problems are deeply rooted. Neighborhood deterioration which began 20-25 years ago cannot be reversed in just 1-5 years. As a result, only a long-term commitment to concentrate certain services and programs will have an impact. Regional demographic, social, and economic forces have, in some areas, gradually eroded neighborhood liveability. Rapid suburban economic growth has led many families to relocate from inner-city areas to seek newer and more tranquil residential environments, believing they are escaping urban problems associated with disinvestment.

Long-term solutions must involve neighborhood and citizen-based efforts. These efforts include long-term neighborhood-based planning and long-term implementation measures.

After analyzing the city's 1978 report, titled A Management Study of Neighborhood Liveability In Portland, Oregon, and other studies, the neighborhood revitalization team concurs with the findings of this earlier report about targeting at the neighborhood unit, but also goes a step further to recommend further refinement of the targeting concept:

1. First, some types of programs should be targeted to blocks and block faces within specific concentrations of targeted neighborhoods. This targeting must occur at the bureau-by-bureau level and on a program-by-program basis.

2. Secondly, not all programs need to address the most severe neighborhood liveability problems. That is, some strategies to stabilize "moderate" or "at-risk" neighborhoods are important in order to avoid further spread and erosion in liveability.

NEIGHBORHOOD LIVEABILITY FACTORS

The following are neighborhood liveability factors presently available according to neighborhood association boundaries. While other factors exist, these were selected for their strong correlation with other indicators of neighborhood liveability in a variety of functional areas, as well as their availability by neighborhood. The factors reflect both socio-economic and environmental conditions. What follows are data indicators which could be used to develop a neighborhood liveability index.

<u>Data Indicator</u>	<u>Data Source</u>
1. Percent owner-occupied	NIP
2. Median house value	NIP
3. Median contract rent	NIP
4. Percent vacant/abandoned single family housing	Vacant/Abandoned Bldg. Task Force (Water Bureau)
5. Poor housing conditions ranking	BOB/BOP Report
6. Median household income	NIP
7. Percent female-headed household below poverty	Census
8. Nuisance complaints (ie., noise, refuse, abandoned autos towed)	NIP/BOB
9. Index crimes against persons/1000	PPB, Planning & Research Div.
10. Index crimes against property/1000	PPB, Planning & Research Div.
11. Drug arrests/1000	PPB, Planning & Research Div.
12. Percent unemployed	NIP
13. Percent high school graduate	NIP
14. Percent unimproved streets	NIP
15. Court supervised persons/1000	DP, Multnomah County

NIP - Neighborhood Information Profile Report
 PPB - Portland Police Bureau
 BOB - Bureau of Buildings
 BOP - Bureau of Planning
 DP - Division of Probation, Multnomah County

C. LIVEABILITY FACTORS BY FUNCTIONAL ISSUE

BUSINESS/JOBS

Factors to be considered when quantifying neighborhood business/jobs needs:

<u>FACTOR</u>	<u>DATA</u>	<u>DATA SOURCE</u>
A) Workforce (in neighborhoods)	1) Quantity	
	a) unemployment rates	?
	b) working age population	NIP
	2) Quality	
	a) education level	NIP
	b) % occupation type	NIP
B) Jobs (in neighborhoods)	1) # Businesses	NIP, METRO
	2) # Commercial permits (new vs. move/demolish)	NIP
	3) # Business licenses	NIP
	4) # Employees (by type)	METRO
C) Organization of Businesses (in	1) Vacancy rate/concentration	?
	2) Organization	ONA
	a) Business Watch b) District Organizations	

-- data may not currently be available and/or in usable form.

HOUSING

Factors to be considered when quantifying neighborhood housing needs:

<u>FACTOR</u>	<u>DATA</u>	<u>DATA SOURCE</u>
A) Housing	*1. Median House Value	NIP
	*2. 1980 Median Rent	NIP
	*3. % Homeownership	NIP
	*4. % Vacant/Abandoned Houses	Vacant & Abandoned Bldgs. Task Force data base (Water Bureau data)
	*5. Housing Conditions (a composite index of 5 factors, i.e. visual survey, complaints, % rental, rents, built before 1949.)	Code Compliance Task Force Report BOB, BOP (1984)
B) Housing-related	*6. Nuisance Control Complaints	NIP
	*7. Median Income	NIP
	*8. % Female-headed Households below poverty	Census METRO
	9. Low and moderate income household and housing characteristics	BOP, Housing Assistance Plan

PUBLIC SAFETY

Factors to be considered when quantifying neighborhood public safety needs:

<u>FACTOR</u>	<u>DATA</u>	<u>DATA SOURCE</u>
A) Statistics neighborhood)	*1) Crime/Fire (all police statistics Bureau	Police by
	a) Index crimes against persons/ 1000 population	Planning & Research
	b) Index crimes against property/ 1000	Planning & Research
	c) Residential burglaries/100 households	Planning & Research
	d) Commercial burglaries/100 businesses	Planning & Research
	e) Aggravated assaults/1000 population	Planning & Research
	f) Drug offenses/1000 population	Planning & Research
	g) Weapons offenses/1000 population	Planning & Research
	h) Drug arrests/1000 population	Planning & Research
	i) Weapons arrests/1000 population	Planning & Research
	j) Number of fires/100 households	Fire Bureau
	k) Number of people/1000 under supervision	Mult. Cty.
	*2) Work Load	
	a) Police cfs/1000 population	Planning & Research
	b) Police priority 1 & 2 cfs/1000 population	Planning & Research
*3) Demographics		
a) Median house value	NIP	
b) Median income	NIP	
c) Percent rentals	NIP	
d) Percent college education	NIP	
e) Percent owner-occupied	NIP	
B) Drug & Gang Activity		
C) Citizen Involvement	*1) Percent neighborhood organized (Neighborhood/Business Watch)	Comm. Crime Prev. Prog.
	2) Percent dwellings site-hardened	HCD
	3) Requests for service (speakers (and security surveys)	Police Bureau
	4) Percent dwellings with smoke detectors	Fire Bureau
D) Citizen Perception	1) Fear levels	PPB Crime Prev. Div.

EDUCATION/YOUTH SERVICES

Factors to be considered when quantifying neighborhood education/youth services needs:

<u>FACTOR</u>	<u>DATA</u>	<u>DATA SOURCE</u>
A) Statistics	1) School absenteeism	PPS
	2) Truancy	PPS
	3) Dropout rate	PPS
	4) % College bound	PPS
	5) Open campus	PPS
B) Extracurricular Participation	1) % of student body involved in after-school activities (sports teams, band, rally, etc.)	PPS
C) School Programs	1) Alternative programs (vocational classes, work/study)	PPS
	2) School counselors	PPS
	3) Drug awareness classes	PPS
	4) Cross-cultural awareness classes	PPS
D) Community Programs	1) Boy/Girl Scouts	Scouts Hdqtrs.
	2) Sports (Little League, soccer, basketball, clubs, Christian Youth organizations, softball, POP Warner, etc.)	PPS
	3) Community Schools	PPS

PARKS AND RECREATION

Factors to be considered when quantifying neighborhood parks and recreation needs:

<u>FACTOR</u>	<u>DATA</u>	<u>DATA SOURCE</u>
A) Neighborhood Parks Status	*1) Neighborhood parks designation	Parks Bureau
B) Parks Usage	1) Budget by park	Parks Bureau
	2) Entrance fee collections	Parks Bureau
	3) Number of special events	Parks Bureau
	4) Summer programs	Parks Bureau
	5) Number of staff people	Parks Bureau
	6) Maintenance/condition	Parks Bureau
C) Parks Design	1) User age range and type	'88 Parks Futures Inventory Rep.
	2) Equipment	'88 Parks Futures
	a) Type	'88 Parks Futures
	b) Condition	'88 Parks Futures
	3) Sports fields	'88 Parks Futures
D) Parks Safety	1) Environmental design	PPB/Crime Prevention
	2) Police calls for service	PPB/Planning and Research

COMPREHENSIVE PLANNING, LAND USE, AND ZONING

Factors to be considered when quantifying neighborhood comprehensive planning, land use, and zoning needs:

<u>FACTOR</u>	<u>DATA</u>	<u>DATA SOURCE</u>
A) Non-residential impacts in residential neighborhoods	1. Proportion of commercially zoned acreage vs. residential acreage	BOP
	2. Ratio of residentially zoned land with non-residential uses	BOP
B) Residentially zoned land loss	3. Conditional uses changing residential to non-residential	BOP
	4. Low single family residentially zoned improvement value to land improvement value to value assessment ratio	BOP, Mult. Cty. A & T
	5. Zone changes of residential to commercial and industrially zoned land over last 5 years	BOP
C) Local Plan	6. Neighborhood Plan exists	BOP
	7. District Plan exists	BOP
	8. Historic/Conservation District status	BOP
D) Socio-Economic Statistics	*9. % of owner-occupied housing	NIP
	*10. Median house values	NIP
	*11. Median contract rent	NIP
	*12. Nuisance complaints	NIP
	*13. % vacant/abandoned homes	Vacant/ Abandon Bldgs. Task Force (Water Bureau)

TRANSPORTATION

Factors to be considered when quantifying neighborhood transportation needs.

<u>Factor</u>	<u>Data</u>	<u>Data Source</u>
A) Street Standards	*1. Total Miles Unimproved Streets (1986)	NIP
	*2. Total Miles Streets with no curbs (1986)	NIP
B) Street Conditions	3. Street Conditions Index	Traffic Mgmt. Div. Ofc. of Transport.
C) Local Street Congestion	4. Degree of Local Street Problem Congestion	NTMP
D) Pedestrian Safety	5. Degree of Pedestrian Safety Index (street lighting and sidewalks)	Traffic Mgmt. Div., Ofc. of Transport.
E) Major Street Congestion	6. Arterial and Collector Street Capacity	Transportation Planning, Ofc. of Transport.

*Data currently available by neighborhood association boundary.

CITY OF PORTLAND DATA SHEET

<u>Data Indicator</u>	<u>Data</u>	<u>Date</u>	<u>Source</u>
City/SMSA Population	420,000/1,341,000	1987	OFA/LPA (1988)
Percent Population of City Proper	31%	1987	OFA (1988)
Current Population	427,000	1988	CPRC
City Area (Sq. miles)	132	1987	OFA (1988)
Population annexed since 1983 to 1987	57,470		OFA (1988)
Percent Minority Population	13%		NIP (1986)
Median Income	\$15,528		NIP (1986)
No. of Housing Units	184,209	1986	NIP (1986)
No. and Percent of:			
Single-family units	116,051 (63%)	1986	NIP (1986)
Multi-family units	68,157 (37%)	1986	NIP (1986)
Renter occupied	82,894 (45%)	1986	NIP (1986)
Owner occupied	101,315 (55%)	1986	NIP (1986)
Median Housing Value	\$56,503	1980	NIP (1986)
Median Contract Rent	\$207	1980	Census (1980) NIP (1986)
Median Sale Price of Existing Homes	\$63,000	1987	Census (1980) R.E.Report 1988
Average Sales Price of Existing Homes	\$73,000	1987	R.E.Report 1988
No. of Households	174,436	1986	NIP (1986)
Average Persons/Household	2.3	1986	NIP (1986)
No. and Percent of Female-headed Households	15,890 (9%)	1980	Census (1980)
No. of Very Low Income	19,433	1985	HAP (1985)
No. of Low to Moderate Income	9,629	1985	HAP (1985)
No. of Substandard Housing	27,536	1985	HAP (1985)
No. of Vacant or Abandoned Single-family Housing	2000-3000	1988	Vacant/Aband Bldgs. Task Force (1988)
Nuisance Complaints	13,611	1986	NIP (1986)
Crime Statistics/1000:			
Burglary Arrests/1000:	residential 26.7		
	non-residential 13.1		NIP (1986)
Drug Arrests/1000:	7.8	1987	PPDS
No. of Parks	173		NIP (1986)
Total Park Acreage	8,852.3		NIP (1986)

<u>Data Indicator</u>	<u>Data</u>	<u>Date</u>	<u>Source</u>
Percent Unemployed			
Portland Metro	4.8%	7/88	PMLT
Percent High Graduate	33%	1980	NIP (1986)
Percent College Graduate	21%	1980	NIP (1986)
Age of Housing Structures:			
Less than 5 years	6%	1980	NIP (1986)
5-17 years	22%	1980	NIP (1986)
18-59 years	52%	1980	
More than 60 years	20%	1980	
No. of Building Permits 1988	1,392	1987	R.E. Report
No. of Business Licenses	29,897	1986	NIP (1986)
Residential Zoned Land	53%	1986	NIP (1986)
Commercial/Mfg./Ind. Zoned Land	29%	1986	NIP (1986)

OFA - Office of Fiscal Administration
 IPA - Information Please Almanac (1988)
 NIP - Neighborhood Information Profile Report (1986)
 HAP - Housing Assistance Plan, Bureau of Planning (1985-88)
 PPDS - Portland Police Data System
 PMLT - Portland Metropolitan Labor Trends
 CPRC - Center for Population Research and Census, Portland State University

LIVEABILITY - BIBLIOGRAPHY

- The Neighborhood Liveability Project Steering Committee. A Management Study of Neighborhood Liveability In Portland, Oregon. Portland: June 22, 1978. Recommends and describes use of a neighborhood-based environmental indicator system to systematically analyze the impact of its service delivery in terms of equity and serve as a management information system.
- Brookings Institute for U.S. Department of HUD, Office of Policy Development and Research. Targeting Community Development. U.S. Government Printing Office, Washington D.C. or HUD area office, Portland: January, 1980. A research and monitoring report on the impact of decentralizing the community Development Block Grant Program and targeting of benefits to low and moderate income groups. The report discusses two forms of targeting under the CDBG program: 1) interjurisdictional formula targeting; and 2) intrajurisdictional targeting - the distribution of activities and benefits within a community.
- National Civic League. Strengthening a Community's Civic Infrastructure, A New Approach to Community Problem Solving. January, 1988.
- National Civic League. Applying the National Civic Index. January, 1988.
- Goetz, Rolf; Boston Development Authority for U.S. Department of HUD. Neighborhood Monitoring and Analysis: A New Way of Looking at Urban Neighborhoods and How They Change. U.S. Dept. of HUD, Washington, D.C. and HUD area office, Portland: 1980. This research report examines a catalog of neighborhood conservation indicators, their source, geographic area, and usefulness. The report also examines neighborhood classification systems used around the nation.
- U.S. Department of HUD. Revitalizing North American Neighborhoods: A Comparison of Canadian and U.S. Programs for Neighborhood Preservation and Housing Rehabilitation.

DATE SUBMITTED _____

(For Clerk's Use)
Meeting Date JAN 16 1990 pm
Agenda No. #1

REQUEST FOR PLACEMENT ON THE AGENDA

Subject: MULT. CABLE REGULATORY COMMISSION'S ANNUAL REPORT.

Informal Only* 1/16/90
(Date)

Formal Only _____
(Date)

DEPARTMENT DGS DIVISION CABLE

CONTACT JULIE S. OMELCHUCK TELEPHONE 248-3576

*NAME(s) OF PERSON MAKING PRESENTATION TO BOARD LEE MOORE AND JULIE OMELCHUCK

BRIEF SUMMARY Should include other alternatives explored, if applicable, and clear statement of rationale for the action requested.

Presentation of Mult. Cable Regulatory Commission's Annual Report.
(Informational only)

(IF ADDITIONAL SPACE IS NEEDED, PLEASE USE REVERSE SIDE)

ACTION REQUESTED:

INFORMATION ONLY PRELIMINARY APPROVAL POLICY DIRECTION APPROVAL

INDICATE THE ESTIMATED TIME NEEDED ON AGENDA 10 Minutes

IMPACT:

PERSONNEL

FISCAL/BUDGETARY

-General Fund

Other Informational

STATE OF OREGON
COUNTY COMMISSIONER
1990 JAN 16 PM 4:09
MULTI-CABLE REGULATORY COMMISSION

SIGNATURES:

DEPARTMENT HEAD, ELECTED OFFICIAL, or COUNTY COMMISSIONER: KB Linda Alexander

BUDGET / PERSONNEL _____

COUNTY COUNSEL (Ordinances, Resolutions, Agreements, Contracts) _____

OTHER _____
(Purchasing, Facilities Management, etc.)

NOTE: If requesting unanimous consent, state situation requiring emergency action on back.

MULTNOMAH CABLE REGULATORY COMMISSION

MULTNOMAH COUNTY, GRESHAM, FAIRVIEW, TROUTDALE AND WOOD VILLAGE

Commissioners:

Rodger Clawson, *President*
Ron Sherwood, *Vice President*
Margaret Templeton
Lee Moore
Mary Fournier

1120 SW 5th Avenue
Room 1430
Portland, OR 97204
(503) 248-3576

Julie S. Omelchuck, Director
Christina Witka, Cable Assistant

M E M O R A N D U M

TO: Multnomah County Commissioners
FROM: Lee Moore, MCRC Representative
DATE: November 28, 1989
SUBJECT: MCRC Annual Report

Attached is the Multnomah Cable Regulatory Commission's 1988-89 Annual Report, the purpose of which is to summarize the MCRC's activities from July 1, 1988 to June 30, 1989.

The report is presented for your review as an informational item only: no action is required of the Commission. Myself and Julie Omelchuck, Cable Regulatory Office Director, will attend the Commission meeting to answer any questions you may have.

1548T/JO/ld

MULTNOMAH CABLE REGULATORY COMMISSION

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Christina Witka, Cable Assistant

Multnomah Cable Regulatory Office Annual Report Fiscal Year 1988-89

In 1983, the Jurisdictions of Wood Village, Troutdale, Fairview, Gresham and Multnomah County formed the Multnomah Cable Regulatory Commission (MCRC) to manage and enforce cable television franchise agreements which allow Rogers Cable-Multnomah East (now Paragon) and Columbia Cable to operate in east Multnomah County and on Hayden Island respectively. To assist the MCRC in meeting its mandates, the Cable Regulatory Office staff, which included the Director, Research Assistant and Cable Assistant, aspired to:

- ★ Enable the MCRC to make informed policy decisions.
- ★ Ensure that Rogers and Columbia complied with the spirit and letter of their franchise agreements.
- ★ Monitor Multnomah Cable Access Corporation (MCAC) and the Program in Community TV (PCTV) at Mt. Hood Community College to ensure that their activities met the goals as set forth in their contracts.
- ★ Address consumer issues ensuring that citizens received prompt, fair and courteous service from the cable companies.
- ★ Champion innovative community uses of cable so that citizens and institutions received maximum benefits from the capabilities of the cable system.

The MCRC adopted seven objectives for FY 1988-89. The following contains highlights of activities the MCRC and/or staff undertook during the sixth year of operation to meet their objectives.

Objective 1: To address franchise issues and requirements in a timely manner.

- Monitored line extension policies which allow citizens of East County who reside outside the Initial Service Area (ISA) to receive cable service.

- Ensured those citizens within the ISA requesting cable service received it within 60 days of their requests.
- Reviewed and approved Rogers' Year 5 Annual Report which documented general compliance to franchise requirements. The approval contained follow up requirements in two areas of concern -- technical specifications and audits and WBE/MBE and affirmative action percentages.
- Developed a more accountable MCRC acceptance process for cable company annual reports resulting from future reliance on the reports for franchise compliance information critical at the time of franchise renewal.
- Analyzed the impact of Rogers' announced change in its fiscal year on franchise reporting requirements.
- Reviewed and accepted Rogers' quarterly LO reports and its plan for 1988-89.
- Approved a proposed transaction by Rogers to buy out all limited partnership stock units held by local investors.
- Granted an extension to a minor franchise variance which deferred construction to certain areas within the ISA.
- Reviewed cable company changes in service rates, program offerings and channel line-up to ensure adherence to the franchise agreement.
- Researched and completed a report and recommendation for public comment regarding allocation of a portion of the payment resulting from the transfer of ownership intended to fund locally-originated, community programming.

Objective 2: To monitor Multnomah Cable Access Corporation for compliance with its contract.

- Appointed six MCAC Board members.
- Accepted MCAC's annual financial audit.
- Reviewed MCAC's quarterly activity and financial reports.
- Assisted MCAC staff with and gain Jurisdictional approval of the MCAC FY 1989-90 budget.
- Attended MCAC Board and staff planning retreat and Board of Directors' meetings.
- Approved FY 1988-89 budget amendment allowing MCAC to spend its carryover.

Objective 3: To monitor the Program in Community Television for compliance with its contract.

- Accepted PCTV's annual activity and financial report.
- Participated on PCTV's Curriculum Advisory Committee.
- Assisted PCTV staff with and gained Jurisdictional approval of the PCTV FY 1989-90 budget.
- Approved FY 1988-89 budget amendment allowing PCTV to spend its carryover.

Objective 4: To operate the office to support the MCRC's mission and to comply with legal and administrative requirements.

- Moved Cable Regulatory Office to a more efficient space in the Portland Building.
- Prepared, approved and gained Jurisdictional approval of the MCRC's FY 1989-90 budget.
- Compiled quarterly cable office financial reports.
- Prepared MCRC Annual Report.
- Participated in County division and departmental staff retreats and meetings.
- Refined staff development and performance evaluation plan.

Objective 5: To assure that consumer needs and inquiries are answered.

- Responded to 39 calls and one letter representing 59 complaints in various categories (see attached chart).
- Published "A Consumer's Guide to Cable in East Multnomah."
- Provided monthly consumer complaint reports.

Objective 6: To explore innovative uses of the cable system's capabilities.

- Dedicated \$30,000 of the MCRC's annual budget to the Public Demonstration Fund with the purpose of assisting public agencies or schools to develop successful uses of the cable system.
- Participated, as attendees and speakers, in two national conventions: the National Federation of Local Cable Programmers (NFLCP) and the National Association of Telecommunications Officers and Advisors (NATOA).
- Served on the regional NFLCP Board of Directors.
- Assisted both the NFLCP and NATOA local planning committees in organizing their regional conferences held in Gresham and Portland respectively.

- Held a seminar for MCRC members hosted by Joe Van Eaten, Esq., a partner in Spiegel & McDiarmid, Washington, D.C., which highlighted using the Cable Act of 1984 to the community's benefit.

Objective 7: To complete a thorough and meaningful transfer of ownership.

- Gained unanimous Jurisdictional approval of and consent to, with conditions, the change in control of the East Multnomah cable system and amendments to the franchise agreement.
- Negotiated transfer agreements and documents which upheld the integrity of the original franchise agreement.
- Secured a settlement agreement, unanimously approved by the Jurisdictions, which guaranteed funding for locally-oriented and originated television programming over the term of the franchise agreement (until 1998).
- Analyzed the proposed buyer's technical, financial, legal and character qualifications to own and operate the East Multnomah cable system.
- Conducted a public process which encouraged citizens' comments about the ownership transfer, including two live-televised, call-in public hearings.
- Ensured reimbursement by the Cable Company of MCRC expenses related to the transfer.
- Participated in conference calls and shared information with other cable regulatory offices effected by the transfer.
- Implemented a policy to responsively invest the settlement agreement payment.
- Developed budget policies and procedures for entities to receive annual funding from the settlement agreement payment.

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Cable Office Complaints
July 1988 - June 1989

Total Number	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Aprl.	May	June	Total
Calls	2	6	4	2	3	3	3	2	3	4	4	3	39
Letters	1	0	0	0	0	0	0	0	0	0	0	0	1
<hr/>													
<u>Complaint Category</u>													
Installation/Repair	1	1	3	1		1	2		1	3	3		16
Reception		2	2	1			2		1	2			10
Billing/Disconnect	1	3	1		3	2		2	1				13
Phones - Busy Lines													
• Calls not returned													
Public Relations	1		2		1	1	2			3			9
No Service in ISA		3											3
Rate Increase													
Programming													
Franchise Fee Itemized													
Other	1		1						1	1		3	7
<hr/>													
Total by Category	4	9	9	2	4	3	6	2	4	9	3	3	58

This chart represents 39 persons calling in a total of 58 complaints for FY 88-89.

Prepared: 07/1989

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