



district planning organization task force

424 s.w. main street
portland, oregon 97204

TASK FORCE REPORT

December 28, 1972

Introduction

In the past few years a dominant factor in city planning and the delivery of government services has been the increased level of interest and participation by the citizens affected by local government plans and programs. Concurrently, Federal legislation has encouraged more structured methods of giving citizen groups more actual control over programs and the expenditure of funds. Indeed, some federal funding requires this. We see the citizen participation structures proposed by this report as fulfilling this requirement for all levels of government--City, State and Federal.

Recognizing these trends and the possible constructive impact of a structured method of achieving citizen involvement, the Planning Commission recommended to City Council a policy supporting district planning (See Attachment No. 1). City Council decided to appoint a District Planning Organization Task Force (hereafter referred to as the DPO Task Force) and did so in January, 1972. Specifics of the Task Force assignment and a list of members are contained in Attachment Nos. 2 and 3. A letter detailing the early workings of the Task Force is Attachment No. 4 while Attachment No. 5 shows the scope of citizen involvement in the work of the Task Force.

The remainder of this report is broken into two sections. The first section contains policy and principles adopted unanimously by the Task Force to guide its own work. Specific recommendations are contained in the second section in response to the questions asked by the Council (see Attachment No. 2).

SECTION 1

Guiding principles adopted by the Task Force:

1. CITIZENS' ORGANIZATIONS OF THIS COMMUNITY HAVE THE ABILITY AND WILLINGNESS TO DEAL RESPONSIBLY AND CONSTRUCTIVELY WITH ISSUES AFFECTING THE LIVABILITY* OF THE CITY.

Without an initial assumption regarding the ability and willingness of citizens to play an important role in the workings of their government, further work by this Task Force or efforts by the City Council to encourage citizen involvement are futile. We believe the historic record of citizen involvement in the governing of the state of Oregon, and more recently, achievement of citizen initiated neighborhood associations speaks for itself and needs no further elaboration.

2. A FORMALIZED STRUCTURE ESTABLISHED FOR CITIZEN OR NEIGHBORHOOD INVOLVEMENT MUST ENCOMPASS BOTH COMMUNITY DEVELOPMENT (PHYSICAL FACTORS) AND PERSONAL DEVELOPMENT (SOCIAL FACTORS).

This principle was enunciated time and again from within the Task Force and from those citizens who participated with us. It can be arrived at from either one of several logical approaches:

- a. Physical factors and social factors are so interrelated that to separate them at the basic level of citizen or neighborhood involvement is a mistake.
 - b. Citizen or neighborhood involvement is desirable on issues of physical and social factors; therefore, in structuring for citizen involvement, both factors must be included.
3. TO BE MOST EFFECTIVE, A TWO-TIERED STRUCTURE FOR CITIZEN OR NEIGHBORHOOD INVOLVEMENT IS THE OPTIMUM CONDITION.

In this report the term two-tiered structure is defined as: (1) neighborhood and (2) district. The concept of two-tiered meaning strong neighborhood associations comprising a strong district organization. This concept does not anticipate that every issue must go first to a neighborhood and then the district

*As used in this report, the word livability will refer to the quality of the physical environment as well as the range of opportunities for employment, recreation, education, health care, social services and cultural activity.

for final resolution or recommendation, but rather that neighborhood associations will deal with local issues and districts will handle broader issues and add "clout" when appropriate.

4. GIVEN A TWO-TIERED SYSTEM, THE LARGER AREAS (DISTRICTS) SHOULD BE PRE-DEFINED AND THE SMALLER AREAS (NEIGHBORHOODS) SHOULD BE DEFINED BY THE CITIZENS IN THAT AREA.

The initiative taken by citizens in forming their own groups based on neighborhood interests and common concern is excellent and should not be discouraged by a new structure imposed by government for its own convenience. Many matters of purely local concern and impact can best be considered and studied by those immediately affected. Concurrently, city agencies and government need a functional structure to deal with multi-neighborhood problems and needs. We visualize the organization of committees or task forces by the groups directly involved to handle inter-neighborhood or inter-district problems, thus insuring maximum inter-group cooperation while preserving the identity of the neighborhood and district organizations.

5. ANY STRUCTURE RECOMMENDED SHOULD TAKE MAXIMUM ADVANTAGE OF EXISTING GROUPS AND ASSOCIATIONS AND BE CAPABLE OF FITTING INTO PRESENT OR CHANGED STRUCTURING OF LOCAL GOVERNMENT.

Citizen initiative and governmental action over the past years has brought about groups and associations that have served the interests of their neighborhoods. To the extent possible, these groups and associations should be able to continue constructive functioning under any new plan adopted by City Council.

6. DISTRICT AND NEIGHBORHOOD PLANNING ORGANIZATIONS MUST BE DELEGATED THE PROPER AUTHORITY BY CITY COUNCIL TO ENABLE MEANINGFUL PARTICIPATION AT ALL LEVELS.

There must be an intent and reason behind "grassroots" organizations to maintain viability. Much of the quality in neighborhood participation can be lost if that participation is reduced to "after the

fact" reaction. Therefore, to insure a viable reason and intent for district and neighborhood organizations, City Council must grant more than a token authority to these groups.

SECTION II

*Specific recommendations in response to seven points in Mayor's letter:

1. "DEFINE THE PURPOSE OF NEIGHBORHOOD ORGANIZATIONS."

PURPOSE

To preserve and enhance the livability of Portland through planned, coordinated community development, to enhance the lives of area citizens by optimizing the quality, availability and delivery of community services and to do this while protecting the rights of all citizens.

An important factor in achieving this purpose is to provide a structure for neighborhood organizations that will give:

- (a) The citizens a method by which they can work together for expression and discussion of their opinions, needs and desires that will have an impact on their community's development and services.
- (b) The agencies a method for receiving opinions, needs, desires, and recommendations of citizens and groups to best carry out the agencies assigned missions in a way most beneficial to the community.
- (c) The City Council an improved method for decision-making and assignment of priorities for all programs affecting community development and personal development of citizens.

2. IDENTIFY THE SCOPE OF ACTIVITIES WHICH NEIGHBORHOOD ORGANIZATIONS WILL UNDERTAKE. THIS WOULD INCLUDE ACTIVITIES OTHER THAN LAND USE PLANNING.

We recommend that the scope of activities cover three (3) areas:

*See Attachment No. 2

- A. One role for a recognized Neighborhood Planning Organization should be a Comprehensive Plan (including physical, social and economic planning) for their neighborhood. This plan would be written, implemented, and updated from time to time as needed with the assistance of city agencies involving the NPO and DPO. Various guidelines designed for preparation of comprehensive planning are outlined under No. 5, "Authority." Once adopted by City Council, the Comprehensive Plan becomes the basis for City and neighborhood action programs.
 - B. Another role of a NPO would be to work with agencies for the neighborhood's interest. This would involve the neighborhood in planning with all governmental and private agencies for their neighborhood in all matters. This coordinated planning will be a continual process as agency plans or programs alter and they seek neighborhood assistance, input and recommendations.
 - C. A neighborhood may also define their own areas of interest using the resources within the neighborhood to interpret and meet their own needs.
3. IDENTIFY THE FUNDS WITH WHICH NEIGHBORHOOD ORGANIZATION ACTIVITIES WOULD BE ACCOMPLISHED, IF FUNDS ARE REQUIRED. (See also No. 5)

One of the frustrations that neighborhoods encounter is the unavailability of resources for needed programs. In answer to this circumstance, the Task Force has outlined some funding options available to neighborhoods. In addition, it is recognized that revenue sharing programs now before Congress could offer the City new opportunities for funding neighborhood activities and projects.

One assumption of the Task Force is that the Coordinator will have the specific information on whom to see at which agency in relation to funding. Some funding possibilities are attached.*

*See Attachment No. 6

4. ESTABLISH CRITERIA AND PROCEDURES FOR RECOGNITION OF NEIGHBORHOOD ORGANIZATIONS. THIS COULD INCLUDE PURPOSE OF THE ORGANIZATION, GEOGRAPHIC BOUNDARIES, PROCEDURE FOR ELECTING OFFICERS AND ESTABLISHING POLICY, PROVISION FOR PETITION AND AREA-WIDE ELECTION. IN ADDITION, IT COULD PROVIDE FOR ANNUAL REVIEW TO ENSURE SUCH ORGANIZATIONS ARE ACCOMPLISHING THEIR PURPOSE AND CONTINUE TO REPRESENT THE COMMON INTEREST OF THE NEIGHBORHOOD.

A. Recognition Process:

The Task Force recommends the following process for recognition with alternative steps:

1. A group of citizens may organize to define and meet the needs of their community by:
 - (a) The citizens in the area recognizing their need to organize.
 - (b) The DPO recognizes the need for an additional NPO to make plans for an unorganized area in their district and the DPO advertises an open meeting in hopes of organizing a NPO.
2. Open meetings are well advertised and held in the area. All eligible groups should be notified.
3. Citizens must adopt a policy of open membership for at least the following:
 - (a) any resident of the area
 - (b) any property owner of the area
 - (c) any licensed business owner in the area
 - (d) a representative from any nonprofit organization located in the area

The Task Force believes does restrict open membership.

4. Group chooses its own process for functioning (Chairman, President, Executive Board, Task Forces, etc.) subject to provisions of this report.
5. Use the suggested boundaries criteria* and establish their own boundaries; only one NPO should exist in any geographic area.

*See Attachment No. 7

6. After minimum of three open meetings, adoption of policies and boundaries, the group should submit them to the local DPO for their recommendation to City Council for the Council's recognition; or, if no DPO has been established the neighborhood group goes directly to City Council for recognition.

B. Annual Review

The subject of annual review was discussed and the recommendations from the Task Force are:

- (A) One role of the coordinator at the district level is to be aware of the representation of NPO's and to file a brief annual report to City agencies and City Council to keep them aware of the activities of each NPO.
- (B) Annual free and open elections for NPO's will serve as effective citizen tools to ensure representation of various neighborhood views and the accomplishment of their purposes.
- (C) DPO Board - The Task Force sees the need for organization, communication, and coordination on a district level. This can be done through District Planning Organizations.

It is the Task Force's recommendation that the DPO be formed in the following way:

- (a) Every Neighborhood Planning Organization within a district boundary will elect their own district representative(s).
- (b) Every Neighborhood Planning Organization within a district will have the same number of representatives elected to the District Board.

The duties of the Board have been partially defined in the recognition process and will be more specific in the remainder of the report.

5. IDENTIFY THE MEANS FOR FINANCING THE BASIC EXPENSES OF THE NEIGHBORHOOD ORGANIZATION.

The Task Force recognizes that a neighborhood must have resources available to organize effectively, notify all segments of their community and prepare a comprehensive plan. These procedures are recommended:

- A. As mentioned in Section II, No. 6, the District headquarters funded by the City will provide the coordinator, supplies, machinery, mailing expenses and secretary to aid the NPO's in communication with residents, property owners, and businesses.
 - B. Within the next three years, depending upon formation of NPO's and staff scheduling, every NPO has the right to planning staff assistance from the City and the DPO coordinator to develop a neighborhood comprehensive plan. As mentioned before, this plan becomes the basis for future action programs of the neighborhood and district.
 - C. In addition to the above programs, many neighborhoods will want to do more. These neighborhoods have the option of finding funds from other sources (see Attachment No. 7) or raising funds within the neighborhood to support additional programs. Any neighborhood which desires to completely fund itself has the option to do so.
6. IDENTIFY THE AUTHORITY OF THE NEIGHBORHOOD ORGANIZATION AND MEANS BY WHICH SUCH AUTHORITY IS EXERCISED.

After a neighborhood or district group has been recognized by City Council as a planning organization, no city or private agency shall write physical, social, or economic plans or programs for the neighborhood or district without first involving the planning organizations concerned. While all plans and proposals subsequently approved by the planning organizations may not obtain City Council or Agency approval, neither will City Council, Agency plans or proposals be funded and/or approved that do not have the approval of the neighborhood or district involved.

1. On issues affecting only one neighborhood, the NPO works directly with city staff utilizing assistance of the DPO coordinator.* Issues affecting only one neighborhood will go to the point of final decision with a recommendation from the NPO and the responsible agency involved.
2. On issues affecting more than one neighborhood (to include all social and economic planning issues and physical planning issues crossing boundaries, also to include neighborhood comprehensive plans), NPO's work directly with City staff utilizing assistance of DPO coordinator. Recommendations of NPO will be taken to the DPO. Recommendations of the DPO will go to the point of final decision-making.
3. At any level, the rights of the minority views present must be protected. They should be heard and considered. They shall have the right of appeal to the appropriate body.

This process is a viable method for conflict resolution. This process assures all views will be heard by the neighborhood, district and city agencies and guarantees the rights of the individual shall not be bypassed. At the same time, it gives ample opportunity to resolve conflict at the NPO and DPO levels.

Given the two-tiered structure and procedure described above, the question is raised as to the need for a third tier to advise City Council or individual agencies on multi-district (city-wide) issues. As described above, neighborhood issues should be dealt with by neighborhood planning organizations and multi-neighborhood issues should be dealt with by district planning organizations. What then should be done with multi-district issues, questions, and priorities?

The Task Force recognizes several methods of dealing with multi-district issues. They are:

1. To recognize City Council as the body best able to deal with multi-district issues by setting priorities for city-wide expenditures and formulating policy guidelines for city-wide social, physical and economic planning. City Council would make decisions on city-wide issues after receiving recommendations from all DPO's.

*See Attachment No. 8

- a) With existing appointed commissions also making recommendations to Council, or
 - b) Elimination of existing commissions
2. To recognize that City Council can best make such decisions after receiving advice from citizens groups on these priorities and policies. In this case, there are two methods of receiving this advice:
- a) Continuation and expansion of the present commission system, i.e. City Planning Commission. In time—as citizens gain expertise from NPO planning—membership of the various commissions and committees would be appointed by the DPO's or appointed by City Council from DPO recommendations. The commissions would study DPO proposals before recommending priorities and policies for city-wide issues to Council. It could use agency staff to develop the recommendations.
 - b) A Council of Districts composed of appointees from and by the various DPO's. This, in effect, would establish a third tier whose sole responsibility would be advisory to City Council on questions of city-wide priorities and policies. It is anticipated that this council would advise City Council upon request of the Council of two or more DPO's. It is possible that such a Council of Districts would evolve naturally through cooperative efforts of various DPO's.

The Task Force was split (40% opposed - 60% in favor) on the recommendation for a District Council.* Because of this split, members of the Task Force have been invited to provide their views on this concept for use by City Council in implementation of the report. These views will be submitted to the Planning Commission Staff before February 1, 1973, and we request that they be included with the report.

Although the majority of the Task Force favored 2B, in the course of our deliberations it was suggested by individuals on the Task Force and various members of the public that 2A is also possible now or in the future.

*See Attachment No. 9 for District Council guidelines.

7. IDENTIFY THE METHODS OF COMMUNICATION BETWEEN THE NEIGHBORHOOD AND THE COUNCIL.

The Task Force broke communication and coordination down into four basic points:

- A. Communication between the neighborhood and the neighborhood organization.
- B. Communication between neighborhood associations.
- C. Communication between neighborhoods and their district board.
- D. Communication between neighborhoods and districts with City agencies.
- E. Communication between the neighborhoods and City Council.

THE TASK FORCE RECOMMENDS:

- 1) Basic communications between the neighborhood residents and the neighborhood association are mass mailing of minutes, flyers advertising meetings, open meetings, and district newsletter. Help in covering these expenses should be provided if sought. This should be part of the budget for District Headquarters and staff.
- 2) Representatives from the Neighborhood Planning Organization will have a responsibility to keep their association informed on district happenings. A district newsletter will also aid this communication process.
- 3) The Task Force views the role of the Coordinator* in the District Headquarters as mainly one of communication. If an agency is going to be involved in plans or programs for a neighborhood, the Coordinator would be able to provide names of neighborhood people who should be contacted to aid the agency in their planning and programming. Conversely, the Coordinator can also aid neighborhoods in whom to contact and which process should be used to resolve a problem or concern the neighborhood may have.

*Refer to Attachment No. 8

- 4) It will be helpful for Council members to assign staff to act as liaison with District coordinators and the officers and/or representatives of NPO's/DPO's.
- 5) Direct communication between Council and neighborhoods-- after initial recognition--may be minimal if agencies, departments, and Council respond satisfactorily to neighborhoods' planning. Issues of special interest to particular NPO's will draw those citizens to Council meetings. As citizens become involved "before the facts," there will be fewer protestors reacting against changes planned without their knowledge and consent, and a more creative role will be played by neighborhood organizations.

13 **PORTLAND CITY PLANNING**

**ATTACHMENT
NUMBER ONE
COMMISSION**

424 S.W. MAIN STREET
PORTLAND, OREGON 97204
228-6141 EXT 206

C. RALPH WALSTROM, Chairman
MILDRED A. SCHWAB, Vice Chairman
HERBERT M. CLARK, JR.
DALE R. COWEN
HAROLD M. GOWING
HERBERT C. HARDY
ROWLAND S. ROSE
MARVIN WITT, JR.

LLOYD T. KEEPE, Planning Director
DALE O. CANNADY, Assistant Director

FRANCIS J. IVANCE, Commissioner, Department of Public Affairs

April 14, 1971

City Council
Portland, Oregon

Subject: Proposal for a City Policy Statement
on District Planning

Members of the Council:

Submitted herewith is a proposal by the Planning Commission for a City policy statement on district planning. This proposal was considered and adopted by the Planning Commission at its regularly scheduled meeting on April 6, 1971.

**PROPOSAL FOR A CITY POLICY STATEMENT
ON DISTRICT PLANNING**

Background

Recent years have seen an increasing awareness on the part of the citizens of Portland concerning the issues that are affecting the environment of their city and specifically their districts and neighborhoods. Too often this concern has been expressed by opposition to some governmental action or opposition to planning that had been developed without their participation. Groups have formed spontaneously to oppose change because they have not been given the opportunity to become fully involved in affecting change. It should be apparent that if the City is to prepare itself for the changes that must be made, it must redirect the powerful force of citizen involvement from its present role of opposition to the much more meaningful task of creation.

There is a past history of involvement on the part of some districts in planning. St. Johns, Model Cities, Terwilliger, Irvington, Southeast and now the Northwest District have all participated in some degree in the development of a plan for their district. This practice of the City working with the residents of a district in the development of a plan has had a measure of success. It is a foundation upon which to build a clear policy of district planning, a policy that encourages citizen participation in the planning process, and one that clearly defines the City's role and commitment.

Objectives of a District Planning Policy

The objectives of a district planning policy would include:

1. Resolving conflicts within the district.

Too often the City Council and Planning Commission find themselves arbitrating issues that are purely local in nature. Planning issues that do not cross district lines or that have little or no city-wide implications should, whenever possible, be resolved within the district before reaching the Planning Commission and City Council. The process envisioned in this report would encourage an open resolution of these conflicts among those who are immediately affected by the decision. Compromise and "trade-offs" are a reality in city planning, but the person who has not been included in the compromising process is likely to see only the costs that will be inflicted on him and not the intended benefits.

2. Accurately defining the responsibility and authority of all participants in the planning process.

The roles played by the district planning organization (referred to in this report as DPO), the City's planning staff, the Planning Commission, and the City Council should be sharply defined. Each of these four participants is reliant to some degree on the other three. A clear understanding by all parties of this interdependency will build bridges between city government and the citizens. It will discourage conflict for authority as well as unrealistic demands. The City, for its part, will certainly want to make clear to any district organization what the City can and what it cannot implement. The City's planning

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staff should limit its role in the planning process to that of technical advisor rather than decision maker. In return for the confidence and assistance of the City, the DPO is expected to develop opinions and ideas within their district; they are the district organizers and forum.

- 3. Providing assurance that the final plan, if adopted by the Planning Commission and City Council, will become the City's guideline for development of the district.

The preparation of a district plan is an exacting and time-consuming process. The end product of the plan is a guideline for district development, with a list of priorities and a timetable for implementation. The district organization should be assured that if this effort in planning is acceptable to the Planning Commission and City Council, it will be rewarded with a firm commitment to implement the plan in accordance with the priorities and timetable that have been established.

The City will benefit by adoption of a plan. Further actions by the Council, if in compliance with a comprehensive plan prepared in cooperation with the district, should have the full support of the district. Growth and change, therefore, can take place in a logical and orderly manner.

- 4. Developing a systematic method of sharing ideas and information as the plan progresses, especially with regard to important decisions.

The Planning Commission and the Council should receive interim reports from the DPO. At the very least an interim report should be issued after the goals and objectives phase of the study. Wide distribution of a draft of the district's plan, before final district approval, would also be helpful. As a further means of maintaining contact, a member of the Planning Commission should be invited to serve as an ex-officio member of the DPO.

A Program for District Planning

The development of a district plan would follow the sequence outlined below:

The Council is approached by a district organization with a request for recognition as the DPO for a defined district. If, after recommendation from the Planning Commission, the Council is satisfied that the organization is representative of the

district, that it evidences stability, that the district boundaries are logical, that the district is in need of planning assistance and that the City can budget to meet this need for planning, the Council grants the request by resolution.

The Planning Commission is committed by this resolution to provide a specified amount of technical planning assistance to the DPO. The basic data on population, social factors, land use, building conditions, and neighborhood facilities should be provided, as well as other field surveys normally associated with a district plan.

The Staff of the Planning Commission works very closely with the DPO in the development of goals and objectives, and finally specific plan proposals for the district. In its role as technical advisor, the Staff proposes alternatives to the DPO and calls their attention to emerging problems and conflicts. But plan decisions are always made by the DPO.

The Staff is responsible for maintaining contact with other City bureaus, testing ideas generated by the district against the practical and technical knowledge within City government. Many City bureaus conduct specialized district studies as a routine matter (housing conditions, traffic studies, etc.). These bureaus should, whenever possible, coordinate their efforts with the Staff of the Planning Commission to ensure a unified City effort.

Often a DPO will want the benefits of a special study or request assistance that goes beyond that which can be provided by the City; perhaps an economic study, a soils study or legal counsel. The DPO should be prepared to assume responsibility for these studies, either through volunteer efforts or through fund raising.

When the DPO arrives at a plan for their district, the Planning Commission Staff prepares a rough draft for a hearing before the Planning Commission. The plan and public hearing should receive wide publication.

The Planning Commission asks the following questions of the plan:

1. Is it desirable from the standpoint of implementation over a reasonable period of time?
2. Is it truly representative of district needs and desires?
3. Is it in harmony with city-wide plans?

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Reports on the draft plan should be submitted to the Planning Commission by affected City bureaus or other public agencies; these might include the Traffic Engineering, Public Works, and Parks Bureaus and School District One.

After a hearing the Planning Commission submits its recommendations on the plan to the Council and the DPO. The DPO has the option of accepting or rejecting the recommendations, and the final DPO plan is prepared by the Staff for submission to the City Council.

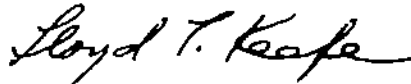
The second public hearing is held before the City Council on the final DPO plan, along with the Planning Commission's recommendations on the plan.

The Council adopts, adopts with amendments, or rejects the proposed plan at the hearing or shortly thereafter. If the plan is adopted, or amended and adopted, it becomes the City's development plan for the district and all copies of the plan are so labeled. No City action can be taken contrary to the plan or purposes of the plan unless the plan is formally amended at a public hearing.

Recommendation

The Planning Commission recommends, therefore, that the City Council adopt a resolution supporting a policy of district planning as outlined above, and that the Planning Commission be charged with further detailed development of this policy.

Respectfully submitted,



Lloyd T. Keefe
Planning Director

DC/JP/mm

Job. No. 7109

ATTACHMENT NUMBER TWO

In Mayor Schrunk's letter to the Task Force appointees, he described their responsibility as providing recommendations to City Council on at least the following points:

1. Define the purpose of neighborhood organizations.
2. Identify the scope of activities which neighborhood organizations will undertake. This would include activities other than land use planning.
3. Identify the funds with which neighborhood organization activities would be accomplished, if funds are required.
4. Establish criteria and procedures for recognition of neighborhood organizations. This could include purpose of the organization, geographic boundaries, procedure for electing officers and establishing policy, provision for petition and area-wide election. In addition, it could provide for annual review to insure that such organizations are accomplishing their purpose and continue to represent the common interest of the neighborhood.
5. Identify the means for financing the basic expenses of the neighborhood organization.
6. Identify the authority of the neighborhood organization and means by which such authority is exercised.
7. Identify methods for communication between the neighborhood and the Council.

TASK FORCE MEMBERS

Mrs. Hilda Baar
Mr. Ogden Beeman, Task Force Chairman
Mrs. Maureen Bressler - Boundaries Working Committee Chairman
Mr. James Brooks
Mrs. Jo Brown - Structure Working Committee Chairman
Mrs. Opal Strong
Dr. Rex Johnson
Mr. John Kenward
Mr. Don Kirkendall - Communication Working Committee Chairman
Mr. Wesley Korman
Mrs. Ronald Mayer - Authority Working Committee
Mr. Dale Meyers - Funds Working Committee Chairman
Mr. James Neill
Mr. Gyle Pisotchi
Mr. Herb Simpson
Mr. Lloyd Keefe

June 30, 1972

Honorable Terry D. Schruck
Mayor, City of Portland
City Hall
Portland, Oregon 97204

Dear Mayor Schruck:

As Chairman of the District Planning Task Force, I would like to take this opportunity to inform you of the progress made by the Task Force since its appointment in December, 1971.

As you are aware, funds to hire staff were not made available until April, 1972. On April 27, 1972, Connie Veek was hired as staff. I was chosen Chairman of the Task Force on May 9, 1972, to fill the vacancy created by Dr. John Howard's resignation in early May.

Contained in this report is a breakdown of staff and Task Force activities since April, 1972.

Staff Report

Since April 27, Connie has been in contact with the staffs' of Commissioners' Ivancie, Anderson, and Goldschmidt offices, Ed Warmoth, Model Cities Coordinator, Portland State Professors Jerry Frye and Sumner Sharpe, staffs' of Tri-County Community Council, Planning Commission, Development Commission, Portland Public Schools and Model Cities. Private citizens interested in DPO concept have made contact with staff, such as Jeff Nelson of the Save the Fountain Committee, John Perry, Dennis Wilde and Dave Richen.

On May 9, 1972, staff was assigned the task of contacting neighborhood groups and notifying them of DPO meetings. On May 17, 1972, I sent a letter introducing Connie Veek and outlining the responsibility given the Task Force by the City Council. In that letter, I requested community groups to become actively involved on the working committees and invited their participation.

Model Cities Planning Board and Brooklyn-Abernathy Action Corporation requested staff reports on the DPO. Those presentations have been made.

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On June 20, 1972, staff was enlarged to include Paul Hopker, a salaried Work Study graduate student, and Stan Marshburn, a free student from George Fox College. Since additional staff has been acquired, more personal contact with agencies has been possible; such as PMSC, CRAG, City-County Charter Commission and the Housing Planning Task Force. A letter to community groups and agencies was sent June 23, 1972, again requesting an opportunity for DPO staff to make a presentation to communities and agencies and inviting their participation.

Staff has compiled a list of 50 interested groups and has mailed minutes of each meeting and additional material to all groups and agencies.

Task Force Report

On May 9, 1972, the Task Force met. At that meeting, it was decided (1) that the Task Force should recommend and have adopted the form and content of a DPO within six months, (2) that the Task Force would break down into five working committees, (3) that neighborhood organizations should be notified explaining our task and inviting their cooperation and input on the working committee level, and (4) that the Task Force would meet the 2nd and 4th Tuesdays of each month until otherwise described.

At the May 24 meeting the five working committee topics were discussed at length and adopted as: Working Committee 1 - Structure of Neighborhood Organizations, Working Committee 2 - Funds, Working Committee 3 - Boundaries, Working Committee 4 - Authority, and Working Committee 5 - Communication and Coordination.

At the June 13, 1972, meeting the Task Force approved a tentative timetable for each working committee, reviewed, revised and adopted the staff's suggestions for Working Committee Assumptions and Objectives, appointed Working Committee Chairmen, and set guidelines for the Working Committees. Paul Hopker was instructed to contact news media to make the general public aware of Task Force and Working Committee meeting dates.

All Task Force and Working Committee meetings are open to the public. If any member of City Council desires an active input, please contact Connie Veek at the Planning Commission, ext. 278.

There have been several instances when the Task Force has received requests to increase our number. My reply as Task Force Chairman has been that the appointments to the Task Force were made by the Mayor and

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Council and increasing the size of the Task Force is not my function as Chairman. However, people suggesting the additional appointments have been invited to participate in the work of the Task Force without official membership.

If you or council members have any questions or suggestions, please feel free to call me or Connie Veek.

Very truly yours,

S/ Ogden Beeman

Ogden Beeman, Chairman
DPO Task Force

cc City Commissioners

SCOPE OF CITIZEN INVOLVEMENT

The five (5) Working Committees (Structure, Boundaries, Authority, Funding, and Communication) held a total of 37 open meetings trying to involve as many citizens as possible.

The Task Force has held 11 open meetings throughout the city. We have advertised these meetings through posters and mailings to community groups, people who attended meetings, and those requesting information.

During these meetings we have involved approximately 210 people. The mailing list attached is the initial list we began mailing to. Since then the list has been enlarged to include all those who have attended meetings and anyone else requesting mailings.

Staff has made presentations to community groups, committees, and agencies, as well as attending conferences and workshops.

TASK FORCE - NEIGHBORHOOD ORGANIZATION

Mrs. Hilda Baar
Goose Hollow Foothills League
1553 S. W. Upper Hall
Portland, Oregon 97201

Ogden Beeman, Chairman of Task Force
Past President-NW District Association
2687 N.W. Cornell Road
Portland, Oregon 97210

Mrs. Maureen Bressler
Sensible Transportation Options
for People (STOP)
3015 N.E. 20th Avenue
Portland, Oregon 97212

James O. Brooks
Urban League
329 N.E. Union
Portland, Oregon 97211

Mrs. F. Clair Brown
East-Cap Housing Commission
4126 S. E. Oak
Portland, Oregon 97214

Mrs. Opal Strong
5021 N. Williams
Portland, Oregon

Dr. Rex Johnson, President
Columbia Christian College
200 N.E. 91st
Portland, Oregon 97220

John Kenward
Portland Development Commission
1700 SW Fourth
Portland, Oregon 97201

Don Kirkendall, President
St. Johns Boosters
7815 N. Hudson
Portland, Oregon 97203

Wesley Korman
Housing Authority of Portland
4400 N.E. Broadway
Portland, Oregon 97213

Mrs. Ronald Mayer (Betty)
Southeast Uplift Program-SMILE
6115 SE 13th
Portland, Oregon 97202

Dale Meyers
Corbett Terwilliger Neighborhood
Council
0333 S. W. Vermont
Portland, Oregon 97219

James K. Neill, past member
Portland Planning Commission
134 N.E. Sumner
Portland, Oregon 97211

Giles Pistoichi
Corbett-Terwilliger Neighborhood
Council
3037 S. W. First
Portland, Oregon 97201

Herb Simpson
Citizens Planning Board
3415 NE 19th Avenue
Portland, Oregon

Lloyd Keefe
Portland Planning Commission
424 SW Main Street
Portland, Oregon 97204

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Albina Action Center 707 N.E. Knott	Emanuel Displaced Persons Assn 312 N. Cook
Albina Contractors Association 3609 N.E. Union	Foster/Arleta Action Committee 4611 S. E. 64th Avenue
Albina Neighborhood Improvement Commission 4000 N. Mississippi	Fountain Village Association 219 S. W. Ash
American Friends Committee Community Relations Committee 4312 SE Stark Street	Friendly House, Inc. 2617 N.W. Savier Street
Area Council for Lents-Arleta-Errol Heights 6806 SE 52nd Avenue	Goose Hollow Foothills League 1905 SW Mill St. Terrace
Boise Citizens Improvement Association 4028 N. Michigan	Hill Park Association 2572 N.W. Northrup
Brooklyn/Abernathy Action Corp. 3520 S. E. 10th	Hollywood Boosters 1901 N.E. 42nd
Buckman Community Association 1534 S. E. Taylor	Humboldt Improvement Organization 4716 N. Gantenbein
Central East-Side Boosters 3815 S. E. Hawthorne	Irvington Community Association 2747 N.E. 13th
Citizens Advisory Committee 1028 S. W. First Avenue	Johnson Creek Committee 3353 N.E. 82nd
Citizens for a Better Community 9250 North St. Johns Avenue	King Improvement Association 627 N.E. Sumner
Corbett-Terwilliger Neighborhood Council 3030 S. W. 2nd	MacAdam Corbett Property Owners League 3635 S. W. Hood
Council of Peninsula Citizens' Organizations 9922 North Willamette Boulevard	Montavilla Boosters 7937 S. E. Stark
East Cap 834 S. E. Ash Street	Montavilla Community Assoc. 7715 S. E. Washington
Eliot Neighborhood Program Association 1759 N. Ross	Neighborhood Development Office 3605 N.E. 15th Avenue
	N. Area Neighborhood Council 508 S. W. Mill

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North CAP
4791 N. Lombard Street

N.W. District Association
123 N.W. 2nd

Portland Center Association
P.O. Box 3131

Portland Action Committee
Together
1818 SE Division

Portland Model Cities Agency
5329 N.E. Union

Sabin Community Association
3204 N.E. 16th

Sellwood Moreland Improvement
League
4316 S.E. Hawthorne Blvd.

Sensible Transportation Options
for People
405 NW 18th

South Tabor Community Association
2712 S. E. 73rd

Southeast Uplift
4316 S. E. Hawthorne Blvd.

SE Urban Rehabilitation Growth
and Endeavor (SURGE)
4406 S.E. 99th

Southwest Hills Residential League

St. Francis Parish Council
328 S. E. 11th

St. John's Boosters
7518 N. Hudson

St. John's Development Corporation
P.O. Box 03181

St. John's Project Busy
Kids, Inc.
P.O. Box 03043

Sunnyside Improvement
Corporation
3615 S. E. Main

Sunnyside Neighborhood
Association
3125 SE Main

Terwilliger Community League
6437 S. W. Virginia

Urban League
5329 N.E. Union

Vernon Neighborhood Development
Association
4926 N.E. 21st

Woodlawn Improvement Association
12811 N.E. Rose Parkway

FUNDING POSSIBILITIES

OEO - Office of Economic Opportunity

MCCAA-(Multnomah County Community Action Agency)

HUD - Housing & Urban Development

PDC - Portland Development Commission

PCPC - Portland City Planning Commission

National Church Headquarters - such as the Presbyterian "Funds for Self Development," the Methodist, "Funds for Reconciliation, or the Roman Catholic, "Campaign for Human Development"

Banks

Comprehensive Drug Program

LEEA - (Law Enforcement Employment Act)

City and State funds

UGN agencies

The Foundation Funding Guide, a book available at UGN and other city agencies.

The list published yearly by the Columbia Region Association of Governments (CRAG) that lists all the funding proposals they (CRAG) have processed.

There are also "people" banks in Portland that can give aid to communities and lessen the need for funded positions. Some of these are:

VISTA-volunteer associations

Professional collectives

Leadership training from such agencies as:

1. Center of Urban Education
2. Tri-County Community Council and Colleges, and Universities - especially Urban and Sociology Department.

AXIOMS FOR THE ESTABLISHING OF BOUNDARIES

- Physical boundaries are the major objective, therefore, social boundaries must be placed in physical terms.
- To begin realizing the outer fringe of one's neighborhood, one must first find the hub (center) of that neighborhood.
- A neighborhood may include several subdistricts (focal points)
Therefore, the several subdistrict centers must be found to develop a viable neighborhood.
- Neighborhood areas should include the various elements of neighborhood activities, therefore, boundaries should include as much as possible the commercial, religious, residential, recreational, and educational elements of an area.
- Setting boundaries is a very subjective situation in Portland. Therefore, the answering/pondering of certain questions (similar to those provided) must be done in the scrutiny of the matter.
- Without particular guidance and/or technical assistance, boundaries will either overlap, or non-represented pockets will develop and pock mark the city.
- Length (duration) of residency and geographical location, which varies in each individual case, are two main reasons why there are multiple conceptions of a particular areas boundaries, therefore, as subjective opinion, at some point in time, must be made. Therefore, someone will be in disagreement.
- If, in fact, boundaries are to be established for the purposes of governmental reactions and political/social homogeneity/identity, boundaries then should not overlap, but should be contiguous with other subjective neighborhood boundaries.
- Where boundaries come into conflict-an arterial with commercial impact to two areas that define the extent of one's area, then the possibility of a "mesh boundary" instead of a split down the middle of the street, can be done (buffering of the boundary).
- In defining the limits of one's neighborhood, the use of personal interviewing to find what the feeling of "local" is shall be done at all geographical points in the loosely defined area.

- Boundaries should not be established through an individual or small group living in relatively the same block area. There should be an attempt to get a geographically spread of some type in forming a group to establish boundaries.
 - The boundaries of a NPO are not nearly as important as the people=group element in an NPO. Therefore, the idea of boundaries should be set at a much lower priority than that of the people=group level.
 - Neighborhood boundaries are bound to change with the effects of time. Therefore, a mechanism must be designed to fairly realign the boundaries. Without an ability to change a subjective demarcation, the viability of the "group" will be lost to the boundary problem.
- Questions that must be asked in order to develop the process of defining boundaries:
- What particular commercial center(s) are at the mercy of your neighborhood for continued viability?
 - Are there subdistricts that make up an area with a common interest? (Ex. Brooklyn-Abernathy, Glencullen-Vermont Hills-Clairemont, Lents-Arleta, Terwilliger-Corbett, Lair Hill-school centers, social centers, etc.)
 - Are there areas around your periphery that are in fact a "no man-land" that could best be represented by your council?
 - Where does your perceived boundaries come in conflict with the possibility of another separate entity (group)?
 - How do school districts vs. historical perception conflict with your area?
 - What is the particular "spheres of influence" felt at the center(s) hub of your neighborhood?
 - What natural and obvious physical elements separate your area from others? (Example: freeways, Willamette River, hill-gullies, etc. Look at list of neighborhood elements).
 - How does geographical size (bigness vs. smallness) affect neighborliness and communication and viability in your area? (financial, political, social viability)
 - Would your preconceived boundaries lock out a particular area from any sort of viable representation? If so, could you possibly involve this area into your organization?

-If your neighborhood has already defined your limits in area would you be willing to expand to incorporate another small section of land? In other words, are established groups willing to socialize their experience through boundary expansion?

-Is the area you have selected an area which can be effectively planned for? Does it constitute a homogeneity or groups of small homogenous areas that when grouped together may be logically planned for (the sub-areas have direct affects/relation on the other areas with few isolated exceptions)?

Neighborhood Area Elements:

Physical elements

-arterials-freeways-
-natural boundaries

1. rivers
2. hills
3. gullies
4. large greenways (parks)

-subdivisions (housing)

Historical Elements

-subdivisions (housing)
-annexations
-old townships
-historical conception and platting
-ethnic background-foreground
-historical "spheres of influence"
-oldness surrounded by newness (historical center surrounded by new subdivisions)

Subjective Elements

-The boundness of concern over particular problems
-Economic composition (homogeneity vs. heterogeneity)
-Social composition

1. ethnic predominance
2. problem of transient residents

-Orientation to crisis situation (point one)
-Extent of neighborliness (conceptual orientation)
-Conceptual "sphere of influence"

Political & Arbitrary Boundaries

-School district-elementary-secondary
-Census tracts
-Voting precincts
-Water districts (other service districts)
-Police patrol areas
-Federally set boundaries (OEO, HUD, PDC)
-Previously formed area action groups

Political & Arbitrary Boundaries (cont'd)

1. Boosters
2. Citizen Councils
3. Kiwanis
4. Boy Scouts (girls, brownies, cub, etc.)
5. Other

-Legislative districts

-Paper routes

Process, by steps, on how boundaries can be resolved:

1. Form a committee, geographically selected, to discuss the boundary problem.
2. Examine, the exicms and elements of neighborhoods and their boundaries
3. Evaluate a priority list of "elements" as you view them applying to your neighborhood.
4. Get a perspective (a penciled idea) of the general area that you are concerned with.
5. Obtain technical assistance.
6. Begin asking the provided questions...and other relevant questions.
7. Search out your boundary limits-interview the fringe.
8. Check to see if you overlap other NPO boundaries.
9. Present your boundary conclusions to others within the neighborhood.
10. Evaluate the responses--re-evaluation the boundaries.
11. Submit final boundaries to the necessary and proper agencies.

District Boundaries

Recommendations from the Task Force

1. District Boundaries should be drawn by the Planning Commission staff with the following criteria:
 - Districts should have between 30,000-40,000 population.
 - They should use natural and man-made barriers whenever feasible.
 - The District should be reasonably similar in terms of terrain, land use, and population.
 - Neighborhood groups' boundaries should be taken into consideration and neighborhoods consulted when drawing district boundaries.
2. After district boundaries have been established any agency doing planning on a district basis should use the DPO boundaries when feasible.
3. District boundaries should have a base strong enough to facilitate legislative district boundaries decisions, i.e. City-County consolidation district legislative lines.

DISTRICT HEADQUARTERS

Staff

Coordinator, full-time, interviewed and approved by the DPO Board

Duties: Become a liaison between the neighborhood and city staff by serving as an information source.

Primary function of the coordinator is to involve NPO and DPO with agencies' staff to expedite plans/programs on a local level.

Aid neighborhood people in organizing.

Hold workshops at the community's request to teach them skills.

Be a forum to the community by helping them use conflict creatively.

Secretary, part-time or full-time

Duties: Type correspondence, minutes, flyers, etc., for NPO and DPO. Answer telephone.

Supplies

Telephone, typewriter, paper, mimeograph, mailing

Facility

-Whenever possible should be selected by the District Planning Organization


-Centrally located, preferably on a bus line

-Permanent location with telephone, space for secretary and coordinator, supplies, maps, and if feasible, a meeting hall

Recommendations for District Council:

1. Change "term" to Council of Districts, to avoid probable confusion with "term" of DPO Boards.
2. The emphasis of the Council of Districts should be on facilitating multi-district issues, not becoming another layer for NPO's to deal with when making local decisions.
3. Have clear-cut power from DPO's to elect or appoint (perhaps at their option) their representatives to Council and a process for recall by the DPO's.
4. Have at least two representatives from each DPO (plus one alternate)
 - 1) To spread work load
 - 2) To protect District views
 - 3) To insure representation in case of absences
 - 4) To prevent dilution of "grassroots" by agency representatives
 - 5) To allow for continuity as terms of some come to end
 - 6) To cut down temptation of personal power plays
5. Representatives would serve 2-year terms, alternating between DPO representatives.
6. The Chairmanship of the District Council should be rotated. such as the School Board.
7. Community Services Office could be funded and staffed cooperatively from City agencies providing services through the office.
8. Any individual, NPO/DPO, has the right of appeal.
9. For new multi-district issues with a long time frame, the Council of Districts should allow for NPO/DPO study and recommendations; for new issues with a short time frame, NPO/DPO's should trust their representatives to vote according to the representative's conscience.

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district planning organization task force
424 s.w. main street
portland, oregon 97204
228-6141 ext.278

December 28, 1972

TO: Members of the DPO Task Force
FROM: Ogden Beeman, Chairman
SUBJECT: DPO Task Force Report

I have reviewed the activities of this Task Force and our last meeting at which we discussed the concept of a District Council or "third tier" in the structure for citizen participation.

The Task Force adopted this concept in a split vote. Because of the serious division of opinion as to the advisability of the "third tier" and because those favoring the "third tier" do not seem to agree on how it would function or what it would accomplish, I have concluded that it is impossible for the Task Force to deal constructively with this issue. For this reason, I am taking the following steps:

As soon as possible, and before January 3, 1973, I will work with staff to complete our report and file it with City Council. In addition to the report as adopted by the Task Force, I will add the following paragraph to Section 6 after our recommendation on the District Council.

"The Task Force was split on the recommendation for a District Council. Because of this split, members of the Task Force have been invited to provide their views on this concept for use by City Council in implementation of the report. These views will be submitted to the Planning Commission staff before February 1, 1973, and we request that they be included in the report as Appendix 9."

If any members of the Task Force wish to meet further to develop their own views on this subject, they are welcome to do so. I am personally going to file a statement opposing the concept of a District Council for inclusion in Appendix 9.

I believe the assignment given to us by Mayor Schrunk has been completed with the filing of our report. Therefore, I am disbanding the Task Force and advising the Planning Commission by means of this memo to discontinue our funding upon submission of our report to City Council.

Thank you all for your continued cooperation and hard work on this important project.

Very truly yours,

Ogden Beeman
Ogden Beeman

cc Mayor Schrunk
City Council Members
City Planning Commission