

	DESCRIPTION	ROLL NO	ODOMETER
COUNTY HEALTH	CODE ENFORCEMENT CASELOAD VACANT DWELLING 1124 N.E. FAILING		
COUNTY HEALTH	CODE ENFORCEMENT CASELOAD VACANT DWELLING 4036 N. KERBY		
COUNTY HEALTH	CODE ENFORCEMENT CASELOAD VACANT DWELLING 5313 N. MICHIGAN		
COUNTY HEALTH	CODE ENFORCEMENT CASELOAD VACANT DWELLING 3613 N. MICHIGAN		
COUNTY HEALTH	CODE ENFORCEMENT CASELOAD VACANT DWELLING 4521 N. E. 14TH PLACE		
COUNTY HEALTH	CODE ENFORCEMENT CASELOAD VACANT DWELLING 2517 S.E. PINE		
	EMANUEL HOSPITAL PROJECT MODEL CITIES ACTION CLIPPINGS & CORRESPONDENCE.		
MODEL CITIES EMANUEL AB 2-2	BILLINGS, WILLIAM O. 528 N. MORRIS 1972		
MODEL CITIES EMANUEL RS 8-2	GREEN, CLEO 219 N. STANTON 1972		
MODEL CITIES EMANUEL R 8-11	HALSETH, ANNA 3217 N. GANTENBEIN 1972		
MODEL CITIES EMANUEL RS 8-2	McPHERSON, DONALD 219 N. STANTON 1972		
MODEL CITIES EMANUEL R-10-12	MASON, FLORENCE JACK 513 N. MONROE 1972		
MODEL CITIES BETA II HOUSING PROJ.	CONE, ELVIN 545 N. E. SACRAMENTO 1972		
MODEL CITIES CODE ENFORCE MENT AH-15-15	CURRY, ROBERT 114 N. E. BEECH & 16 1973		
MODEL CITIES BETA II HOUSING PROJ.	DYER, MATTIE (MRS.) 515 N.E. SACRAMENTO 1972		
MODEL CITIES BETA II HOUSING PROJ.	ELLETT, MATHA (MRS.) 622 N. E. BRAZEE 1972		
MODEL CITIES BETA II HOUSING PROJ.	FRISON, CLAUDE E. 527 N. E. SACRAMENTO 1972		
MODEL CITIES BETA II HOUSING PROJ.	McDONALD, WILLIAM (DECEASED) 533 N. E. SACRAMENTO 1972		

## Citizen Board Vows Support To New Model City Director

By MORTON SPENCE  
Journal Staff Writer

Members of the Citizens' Planning Board of Portland's Model City program sounded like saved souls at a revival as they pledged support of Charles Jordan, new Model City director, at a meeting Tuesday night in the Student Union building at Cascade College.

Jordan, who took up his duties Monday in the city's most precarious public position — average tenure of two predecessors in Jordan's post was under a year — acknowledged that he had been given "a bleak picture before I came, and a bleak picture again since I arrived."

HE MADE no promises, but ventured, "I don't believe it's that bad."

Jordan described himself as "a good listener" and said he believes that "if you listen to a person long enough, he's eventually going to say something worth while."

The 33-year-old former assistant city manager of Palm Springs, Calif., said he wants the Model City program to be "A catalyst for cooperation" and will seek to bring together conflicting elements of the Northeast Portland community "to serve the needs of its people."

One board member, Tom Wilson, told Jordan that "since you are here — through no doing of mine — I'll support you, especially if you can bring poor people into the Model City program." Wilson told Jordan he had opposed his appointment to the \$17,800 post "because it's an insult to say we don't have people in the Model City area who can run the program."

SUCCESS of a delegation from Portland to Washington, D.C., to plead for approval of the U.S. Department of Housing and Urban Development of Model City purchase of former Cascade College facilities was reported by Mrs. Hazel Hays, who represented the Citizens' Planning Board in the appeal.

"When we left Portland, we were told we had no better than a 5 per cent chance of getting HUD's approval," Mrs. Hays said.

The delegation met with HUD officials, including Assistant Secretary Floyd Hyde, in the office of Sen. Bob Packwood, R-Ore.

AFTER describing the proposed Cascade Community Center as "a tangible evidence that the Model City program in Portland can work," Mrs. Hays said Hyde indicated he would support it. The \$702,000 HUD grant was announced Monday.

"We were elated at going from 5 per cent to 105 per cent as we got approval," she declared.

A new member of the Citizens' Planning Board, Burnett Austin Sr., was introduced as a representative of the Irvington Community Association. Lee Kell, CPB chairman, announced that Chalmers Jones has been appointed by Mayor Terry Schrunk to fill the vacancy on the board created by the recent resignation of Ellis Casson.

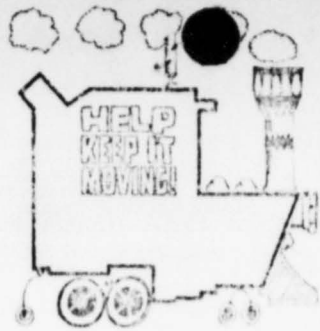
MEMBERS protested that a previous action of the board requesting that Model City funds be deposited in the Freedom Bank of Finance had not been implemented. They criticized the mayor's representative, the acting director and the CPB chairman and asked for a special committee to report at the next CPB meeting.

The board voted to close down the Model City "rumor control center," apparently relinquishing it to a citizen group interested in reactivating the center during August in anticipation of the national American Legion convention in Portland and reports of possible counter-activity by young militants.

The board approved the final urban renewal plan of the Emanuel Hospital project.



CITIZENS  
PLANNING  
BOARD



MODEL CITIES / PORTLAND  
Room 210 5329 N.E. UNION AVENUE OREGON 97211

Phone 298-6923

MODEL CITIES CITIZENS PLANNING BOARD MEETING  
CASCADE COLLEGE STUDENT UNION BUILDING'S DINING HALL  
5606 N. BORTHWICK  
(1/2 BLOCK NORTH OF KILLINGSWORTH)

July 21, 1970 - 7:30 p. m.

A G E N D A

- / I. ROLL CALL & ANNOUNCEMENT OF PROXIES
- / II. APPROVAL OF AGENDA
- / III. APPROVAL OF MINUTES
- / IV. RATIFY IRVINGTON COMMUNITY ASSOCIATION'S SELECTION OF MR. BURNETT AUSTIN, SR., FOR MODEL CITIES CITIZENS PLANNING BOARD MEMBER
- / V. INTRODUCE MR. CHARLES JORDAN, NEW DIRECTOR
- / VI. ANNOUNCEMENT OF STATUS ON CASCADE COLLEGE
- / VII. APPOINTMENTS BY CHAIRMAN
- VIII. RELOCATION PROJECT
- / IX. APPROVAL OF FINAL URBAN RENEWAL PLAN - APPROVED  
MC QUESTIONS
- X. ANNOUNCEMENTS
- XI. NEW BUSINESS
- XII. ADJOURNMENT

1111111111

JULY 21, 1970

BACKGROUND PAPER

~~24~~  
27

DEVELOPMENT OF URBAN RENEWAL PLAN FOR EMANUEL HOSPITAL PROJECT

In 1962 the Emanuel Hospital Board approached the Development Commission regarding possibility of acquiring land for expansion of the hospital facilities and services utilizing the urban renewal process. In December 1968, the DHUD made a planning advance to finance <sup>detailed</sup> survey and planning in the proposed development area. <sup>Prel.</sup> ~~Such~~ planning, which included studies and analyses of appropriate project boundaries, proposed land uses, public improvements, and relocation program, was well underway when Portland was selected to participate in the Model Cities Program.

After the Problem Analysis statement and proposed Model Cities Program were prepared, the Emanuel Project planning was reviewed in order to coordinate the hospital development plans with Model Cities Program proposals for health services, economic development, training and employment, and housing. During the course of such review, a number of meetings were held with the Special Projects Committee of the Citizens' Planning Board to discuss the special areas of concern and to develop final plans which would meet the needs of the Model Neighborhood. In addition progress reports were made to the Citizens' Planning Board at several points during preparation of the formal Application for Loan and Grant for the Hospital Project, and on October 21, 1969, the Citizens' Planning Board approved the filing of the Application which contained a draft of the Urban Renewal Plan in substantially the same form as the Urban Renewal Plan which is now before the CPB for formal review and approval. Only minor changes have been made as requested by HUD which have no effect on the matters of concern to the Planning Board.

On May 26, 1970, DHUD approved the Part I Application (Final Project Report) for the Emanuel Hospital Project. The Development Commission and the Hospital Board are now seeking formal approvals of the Urban Renewal Plan which is required for

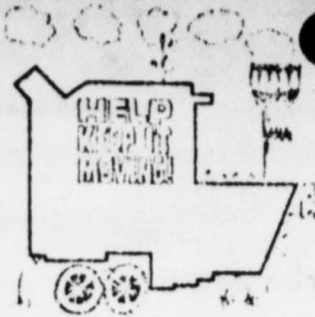


submission of Part II of the Application (Local Approvals required by State and local law). Such approvals include a review of the Urban Renewal Plan by the City Planning Commission with a recommendation to the City Council, a public hearing before the Council on the Plan and feasibility of relocation (a Federal requirement), and approval and adoption of the Urban Renewal Plan by the City Council. Following HUD review of the Part II Application, a Loan and Grant contract will be executed which will permit the project to get underway.

The Emanuel Hospital Project is a real opportunity to assist in the improvement and expansion of the major medical facility serving the Portland Eastside. It also has special significance to the Model Neighborhood through the increased availability of medical and other health services to residents of the area as well as improved liveability of the surrounding neighborhood through elimination of deteriorated structures and provision of public improvements. In addition, increased job training and employment will be a direct result, both within the hospital itself and through the building trades which will be utilized on construction projects.

The Development Commission and the Emanuel Hospital Board and administration are fully committed during the execution of the Emanuel Hospital Project to continuing the good relationship of coordination and cooperation which has been established with the Model Neighborhood and the Planning Board. In addition, the Hospital is implementing an "Affirmative Action Program" relating to training and employment of residents of the Model Neighborhood, particularly those from the Black community.

CITIZENS  
PLANNING  
BOARD



*W. W. D. D. D. D.* *ijuzon*

Phone 288-6923

MODEL CITIES / PORTLAND  
Room 210 5329 N.E. UNION AVENUE OREGON 97211

Model Cities Citizens Planning Board  
Cascade College  
Student Union Building  
October 7, 1969

The Citizens Planning Board met at the Cascade College, Tuesday, October 7, 1969 at 7:45 p. m., in the Student Union Building, 5606 N. Borthwick. The Chairman, Mr. David Weed presided.

Members present:

Mrs. Treva Barker	Mr. Lee Kell
Mr. Emmett Baskett	Mr. James Loving
Rev. Eugene Boyd, Jr.	Mrs. Debby Norman
Mr. Vernon Butler	Mrs. Bobbie Nunn
Mr. Ellis Casson	Mrs. Clara Mae Peoples
Mr. John Gustafson	Mr. Herb Simpson
Mr. Ray Halloway	Mrs. Opal Strong
Mrs. Hazel Hays	Mr. Harry Ward
Rev. Edgar Jackson	Mr. Thomas Wilson
Rev. John Jackson	Rev. David H. Weed
Mrs. Charlene Jensen	Mr. Richard Wintermute
Mrs. Elaine Cogan	Mr. Peter Wolmut

Members absent:

Mrs. Bertha M. Grant                      Rev. Mel Stead

Mr. Weed introduced the new members.

Mr. Thomas Wilson moved that the report of the Election Committee become item #1 on the agenda. Seconded and passed.

Election Report - Tom Brumm

The election report was made by Mr. Brumm; a request was made for the name of the notary used in notarizing the ballots the night of the election. The name of the notary is Mrs. Phyllis B. Placek, 723 N. E. Schuyler Street.

Mr. Wilson moved that the election be certified. Seconded. Motion carried by vote, 10 for the motion; 5 against.

Mrs. Barker moved that the second paragraph of the election report. (pertaining to requests for recounts or challenges) be changed to ..... "the Citizens Planning Board should handle such requests and the ballots destroyed after 30 days . . . ." (not 60 days) the remainder of the report be referred to the Rules Committee; seconded and passed.



Mr. Baskett questioned the qualification of residency of Rev. Eugene Boyd, Jr.

Mr. Wilson moved that new members be seated; seconded. Mr. Ward moved an amendment to the motion that all members receiving the highest number of votes be certified with the exception of Rev. Eugene Boyd, Jr., and a committee be appointed to investigate Rev. Boyd's election and report at the next meeting. Seconded and passed.

Mr. Wilson moved the Investigating Committee be empowered to recommend changes in boundaries within the Model Cities areas; seconded. Motion lost.

Mr. Ward moved that a committee of three be appointed to make up this Investigating Committee; seconded and passed.

Committee appointed - Rev. John Jackson, Mr. John Gustafson, and Mr. Lee Kell, Chairman.

It was moved and seconded that the agenda be adopted as corrected. Motion carried.

Minutes - Mr. Ward moved that the minutes of September 16, be approved. Motion seconded and carried.

Mrs. Barker moved that the Citizens Planning Board co-sponsor a two-day conference on Child Care. Seconded and passed. This conference will be on November 7 and 8 at the CEP building. Co-sponsors are Portland Public Schools, Tri-County Community, Coordinating Child Care Committee, Metropolitan Steering Committee, and the Multnomah County Public Welfare Commission.

Mrs. Norman moved that elected representatives come 15 minutes before regular Board meeting time to welcome and converse with their area residents. Seconded and passed.

Mw. Weed introduced Mr. Zoltan Szigethy, from HUD, who extended a welcome to the new Board members. He discussed the need for the Model Cities Planning Board to monitor and evaluate the entire program. Legal responsibility rests with the City Council. Technical work is done by the Comprehensive Demonstrating Agency.

Director's Report - Mr. Alvin R. Batiste

Mr. Batiste read Letter # 14. A special Task Force was appointed by the CDA Director to recommend a consultant to develop an evaluation plan. The Task Force consisted of Mr. Ed Warmoth, of the Mayor's office; Mr. Cliff Macki, Boise Cascade; and Mr. Bob Jones, the City Auditor's office. Mr. Lee Kell, of the Planning Board, was called in at the final review meeting. The Task Force suggested Battelle Northwest Memorial Institute be awarded the contract.

Mr. Halloway moved that the Board accept the recommendation to hire Battelle Northwest. Seconded. The motion was put to vote - 14 for the motion; 6 against. Motion carried.

Mrs. Strong moved that the Interim Financial Accounting System be re-submitted to accounting firms in the model neighborhood; that first priority be given to local neighborhood firms. Seconded and motion carried.

Mrs. Norman moved that the Board be given a list of the firms invited to submit proposals and that members have an opportunity to add to the list before final approval. Seconded and passed.

Mr. Wilson moved that the Director's Report be received. Motion carried.

Evaluation Committee - Mr. Harry Ward

Mrs. Barker presented a framed picture of the 1969 Albina Rose Festival Float, given to the Boosters by the Rose Festival Association. The picture will be hung on the wall of the Model Cities office.

Emanuel Hospital Project -

Mr. Baskett moved that the Emanuel Hospital report be accepted; seconded. Concern was voiced by Board members over the small number of Black employees at the hospital. Mrs. Norman moved a substitute motion that the report be set aside for next meeting. Mrs. Cogan added to the motion - that the hospital give the Board a full report of the hiring practices for professional and subprofessional jobs of minority members of the community; seconded and passed.

Mr. Hansen and Mr. Gustafson from Emanuel Hospital were present.

Neighborhood Development Project - Mr. Harry Ward

The proposal has been sent to HUD from PDC. The Model Cities funds will be spent only on projects in the Model Cities area. Mr. Ward moved that the report and proposal of Neighborhood Development Project be adopted by the Board. Seconded and carried. One abstention.

Vernon Neighborhood Care Association - Mr. Peter Wolmut

Mr. Wolmut moved that the Citizens Planning Board recognize the Vernon Neighborhood Care Association as the official Vernon association. Seconded and passed. Mrs. Ruth Fontaine is chairman.

Woodlawn Association's Rules and Bylaws were received by the Citizens Planning Board.

Executive Committee - Mr. David Weed

Mr. Baskett chaired the meeting at this point. HUD/OEO proposal for training - Mr. Weed moved for its adoption; Mr. Weed moved the adoption of items 2, 3, and 4; seconded and passed. The following persons were appointed to develop a specific training proposal: Mr. Ray Halloway, Mrs. Debby Norman, Mr. Emmett J. Baskett, Mrs. Hazel Hays, and Mrs. Bobbie Nunn.

Mr. Baskett moved that a majority of the committee be present at all working sessions of the committee and that the Citizens Planning Board chairman appoint the chairman. Seconded and passed.

Mr. Ray Halloway was appointed chairman

Reconstitution of Working Committees

Mr. Simpson moved that voting members shall also include model neighborhood residents, who assign themselves to a committee and attend regularly as well as one representative from each neighborhood organization and two Citizens Planning Board members. This was considered first reading of a by-law change.



Citizens Planning Board Minutes  
October 7, 1969

Report Manpower Commission/Glenn-King Project - Mr. Thomas Wilson

Messrs Simpson, Gustafson and Wilson met with the owners of Glenn-King Enterprises.

Mr. Wilson moved we approve their project in concept. Seconded and lost.

Cascade Project -

Mr. Gustafson moved we approve submission of the application for the Cascade College project. Seconded and passed. PAL club will be added to the report.

Announcements -

There will be a special meeting of the Citizens Planning Board, Tuesday, October 14, 1969 at Cascade College.

The meeting adjourned at midnight.

Mr. David H. Weed, Chairman  
Mrs. Elaine Cogan, Secretary

# Model Cities

Phone 288-6923

Room 210 • 5329 N.E. UNION AVENUE

# Portland

OREGON

July 17, 1970

RECEIVED

JUL 21 1970

PORTLAND DEVELOPMENT COMMISSION

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*copy*

Mr. John Kenward  
Portland Development Commission  
1700 S.W. 4th Avenue  
Portland, Oregon 97201

Dear John:

In reference to the Model Cities Special Projects Committee meeting of July 7, there are a number of thoughts I would like to explore with you.

I am concerned with: (1) the size of the renewal area and the apparent lack of commitment to future living relationships of model neighborhood residents; (2) the design review process and whether citizens will be allowed to participate in it; and (3) the seeming lack of flexibility in the project proposals.

The area of the Emanuel Project is about half the size of the Eliot neighborhood. This land is potentially valuable to model neighborhood residents because of its proximity to major transportation routes, the central business district, and employment areas. It has possible view amenities for residential high-rise. If a private hospital is given (sold) this valuable land with the aid of the taxpayers, may we then ask what obligations the hospital has to the model neighborhood residents. There are two areas where the hospital can contribute to the health and well being of the model neighborhood residents:

- (1) Maximize the accessibility and availability of medical services.
- (2) Maximize long-term job opportunities in all aspects of the hospital's work and in the construction of the Emanuel Project.

Both of the above items should be defined, in my opinion.

Citizens' review of the hospital complex design seems especially important because of the tremendous size of this project. Just as citizens must have a voice in the social part of the program, they also must be allowed inputs into the physical implementation of the social program. The model neighborhood residents will be the ultimate neighbors to Emanuel and thus deserve some consideration and relationship to the project.

At the Model Cities Special Projects Committee meeting of July 7, you stated the importance of starting the Emanuel Hospital Project as soon as possible, and that we could modify it later. If the project is to be truly flexible, as you



seem to state, I would like to refer to the statements on page 11D-1a-3 and D-1a-4: "No properties will be acquired by the Urban Renewal Agency for rehabilitation and conservation" and none for "historical or architectural preservation." Is there a possibility that these statements can be modified?

I would like to suggest that the option to rehabilitate or preserve certain structures be left open to the project design team(s). However, if there is strong justification for general land clearance, it seems it would be explicitly stated. There are few structure of redeeming social value in the model neighborhood; however, the structures immediately around N.E. Russell and North Williams Avenue have a scale, character, and dignity under their battered facades that at least warrants consideration by the design team(s) for rehabilitation.

I am quite concerned about the "edges" of the project. In other words, how will the scale and character of the new structures relate to the existing neighborhood. It appears to me, that if one side of Williams and Russell is demolished, there is an inherent visual/social conflict. What are the future ramifications of such actions, particularly prior to development of a neighborhood plan?

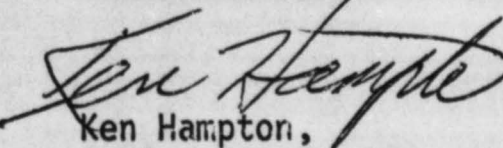
Statement 3-C on Page 12: "The redeveloper shall make some or all of the housing to be provided at a sales price or rental that low or moderate income elderly citizens can afford" is unclear. Approximately how much housing will be made available. Why is it limited to the elderly low/moderate income?

The above concerns, I believe, point out a lack of communication between the Portland Development Commission and the model neighborhood residents or perhaps just with the CDA. The model neighborhood residents and the CDA staff have generally been called into the planning process after most major decisions have been made. This is true also of the NDP programs run by PDC. If Emanuel and other projects are to be meaningful, then we must all find a way to work together in planning the "model neighborhood".

Model Cities is not a tool or a rubber stamp for the objectives and desires of agencies and institutions. Rather it is a catalyst to be used by model neighborhood residents to make agencies and institutions responsive to their needs.

I hope that you do not take this letter as a criticism of the Emanuel Plan or the PDC, so much as constructive concerns that will hopefully result in better programs for people.

Sincerely yours,

  
Ken Hampton,  
Acting Director

cc: Mayor Schrunk  
Lee Kell  
Rod O'Hiser

Following statement included in Part II in response to members of M.C. Planning Board's request.

R 309 EXPLANATION OF LPA'S SOLUTIONS TO EACH QUESTION RAISED BY HUD, Cont'd

Additional LPA Comments

The Urban Renewal Plan contemplates the development of housing for elderly citizens, including elderly citizens of low to moderate-incomes. Such housing will be developed in connection with Emanuel Hospital's geriatrics program and for other hospital related uses.

Representatives of the Model Cities Citizens' Planning Board have indicated a desire to see that priority be given to Model Cities residents in the use of this housing. In this regard the Urban Renewal Agency will, within the limits of the laws and regulations governing the use of this residential property and so far as such priority is not inconsistent with the proposed use by Emanuel Hospital, obtain proper assurances from the Hospital or other developer of such housing that Model Cities elderly citizens will be given priority in the elderly citizens housing development to be built in the Emanuel Hospital Project Area.





DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT  
450 GOLDEN GATE AVE., P.O. BOX 36003, SAN FRANCISCO, CALIF. 94102

RECEIVED  
NOV 24 1968  
PORTLAND DEVELOPMENT COMMISSION

REGION VI

Renewal Assistance Office

Honorable Terry D. Schruck  
Mayor of Portland  
City Hall  
Portland, Oregon 97201

Attention: Mr. Alvin Batiste  
Model Cities Coordinator

Dear Mayor Schruck:

Subject: Use of Model Cities Add-On Funds for  
Project No. Ore. R-20, Emanuel Hospital

Federal funding of the Emanuel Hospital Project (Ore. R-20) will be from monies provided under Section 113 of the Demonstration Cities and Metropolitan Development Act of 1966 amending Section 103(b) of the Housing Act of 1949, as amended. All urban renewal projects using these funds must be consistent with the comprehensive City Demonstration Program.

In order that the federal funds identified by the Congress for urban renewal projects be expended in a manner to best support Portland's Model Cities Program, we request that your office initiate and pursue the following actions:

1. The establishment of machinery and procedures that will assure continuing coordination between the Portland Development Commission and the Model Cities City Demonstration Agency under the general direction of the Mayor.
2. During the execution of this project the needs of the Model Cities Program be recognized and the City Demonstration Agency be an active partner in the execution of the project.

By copy of this letter we are advising the Portland Development Commission that the identity of these federal funds must be maintained throughout the life of the project and that their expenditure be in the implementation of Portland's Model Cities Program.

Sincerely yours,  
Original signed by:  
Charles L. Austin

James D. Richardson  
Assistant Regional Administrator

ACTING

cc: Mr. John B. Konward  
Executive Director  
Portland Development Commission

EX. DIR.	
AD. DIR.	
SP. ASST.	
D. OFF.	
IN. OFF.	
PL. OFF.	
COMM. SER.	
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IN REPLY REFER TO:  
6RF

NOV 21 1968

PROPOSAL

With respect to the Portland Development Commission's Survey and Planning Application to the Department of Housing and Urban Development for the Emanuel Hospital Project, dated January 31, 1967, the Citizens' Planning Board of the Model Cities Program of Portland, Oregon strongly urges the Department of Housing and Urban Development to accept the aforementioned proposal with the necessary attached Addenda from the Portland Development Commission and Emanuel Hospital with respect to the following three points:

- (1) That a statement be made that the Citizens' Planning Board of the Model Cities Program of Portland, Oregon shall be guaranteed by each agency to be a full and complete working partner with each agency during:
  - (a) The official Survey and Planning stage;
  - (b) The implementation of the Project; and
  - (c) All subsequent planning relative to Emanuel Hospital so long as Model Cities is in existence.

- (2) That in said application, Section R103, page 8, each agency shall show its agreement to changing the second sentence on said page from:

"However, the area surrounding the Project will have adequate housing in which to relocate those displaced"

to

"However, the City of Portland will have adequate housing in which to relocate those displaced."

- (3) That in said application, Section R103, page 32, each agency shall show its agreement to changing the last sentence on the page from:

"The Portland Development Commission will make every effort to hire unemployed and under-employed persons in the project locality to help with the planning and execution of the project,\*\*\*"

to

"The Portland Development Commission will hire unemployed and under-employed persons in the project locality to help with the planning and execution of the project,\*\*\*"

Furthermore, the Board asks that these Addenda be reviewed by the United States District Attorney located in Portland to assure that they fully comply with the above requirements, and the Board further urges the Department of Housing and Urban Development to fund as much of this application and subsequent proposal from Housing and Urban Development add-on funds as possible.

Harry C. Ward, Chairman



# Model City Planner Resigns

By MORTON SPENCE

Journal Staff Writer

The Portland Model City Citizens' Planning Board Tuesday night rejected a proposal for a cooperative Training and Technical Assistance Project financed with \$50,000 from the Office of Economic Opportunity.

One of the board members, Mrs. Rozelle Yee, immediately announced her intention to resign and said of her fellow board members, "All you care about is finding more \$14,000 or \$15,000-a-year jobs for people who already have jobs."

She added, "You middle class white and Negro people don't know about the problems of the poor and don't care. It's a waste of my time to be here."

MRS. YEE and the Rev. Edgar L. Jackson are the elected representatives of the Eliot School area in Albina to the Model City Board. They served on a joint committee with Calvin Toran and Mrs. Rita Clinton of the Portland Metropolitan Steering Committee (OEO) which produced the proposal turned down by the board.

It would have set up a series of seminars for poverty-level residents of the Model City area in North and Northeast Portland to acquaint them with the Model City program and organizational structure and equip them to discuss problems in housing, education, employment and health and legal services with other residents.

**PARTICIPANTS** would be given expense money for baby-sitting and travel while in training and during times of volunteer service in their neighborhoods.

A staff consisting of a project coordinator (at \$1,000 a month), a secretary and four "project aides" was criticized by board members who noted that the existing Model City staff has a "Citizen Participation Coordinator" at a salary of \$14,500.

A planning board member, Ellis Casson, asked, "What will this program offer to encourage citizen participation that is not in the regular Model City program?" Toran pointed out that it represented "the first instance of genuine cooperation between the poverty program (of OEO) and Model City."

**THE CHAIRMAN** of the Citizens Planning Board, the Rev. David Weed, told The Journal that the question of duplicating existing efforts to achieve citizen participation is compounded by rivalries between OEO and Model Cities at local, regional and national levels. Both agencies are part of the U.S. Department of Housing and Urban Development.

Some Model City board members criticized OEO for sending a team of "advisers" to Portland to encourage the OEO-Model City alliance.

But Frank Seymour of San Francisco said his firm, Community Change, Inc., is under contract to OEO and that he and Earl Redwine came to Portland only when invited by Alvin R. Batiste, Model City director, and Cleveland Gilcrease, executive director of the Portland Metropolitan Steering Committee.

Oregon Journal  
June 4, 1969

June 3, 1968

Mr. Harry Ward, Chairman  
Evaluation Sub-Committee of  
the Citizens' Planning Board  
Model Cities Office  
5329 N. E. Union Avenue, Suite 210  
Portland, Oregon 97211

Dear Mr. Ward:

As the result of a meeting held with your Sub-Committee established by the governing body of the Model Cities Planning Committee, the attached addendum is made to the Emanuel Hospital Project, ORE. R-20.

I believe you will find the addendum in keeping with the thought expressed by your committee.

Yours very truly,

John B. Konward  
Executive Director

JBK/FGH:ves  
Attachment



ADDENDUM TO EMANUEL HOSPITAL PROJECT

SURVEY AND PLANNING APPLICATION - ORE. R-20

1) The area involved for a Section 112 urban renewal project for the Emanuel Hospital Project, ORE. R-20 is within the City of Portland's Model Cities target area. The Portland Development Commission being responsible for the urban renewal survey and planning as well as the execution of the hospital project will coordinate all phases of the renewal planning with the Model Cities Program. Such action will result in the best possible over all plan and objectively contribute to the improvement of conditions within the Model Cities target area.

2) Section R 103 - page 8 to read as follows:

(II) Project Housing Supply

The Project will result in a reduction in the supply of housing within the bounds of the project. However, the City of Portland will have adequate housing to relocate those displaced.

3) Section R 103 - page 32 to read as follows:

. . . standing conclusion drawn from the racial disturbance was the need for employment. Governor Tom McCall said upon review of the causes: "The No. 1 worry of kids is employment". The Emanuel Hospital Project will have an important impact upon this unemployment problem. The Portland Development Commission will train and hire, as needed, persons residing in the Project locality to assist in the planning and execution of the Project as encouraged by LPA Letter No. 427.

June 6, 1968

John B. Kenward

Frank G. Mair

Model Cities Program

I attended a meeting of the Public Safety Committee for the Model Cities Program. The meeting was held at the North Branch YMCA, June 5, 1968, at 7:45 P.M.

Citizens attending the meeting expressed concern about the following subjects:

1. Street lighting
2. Drag racing on some streets
3. Police action study

The committee has approved and is trying to obtain funds to publish and distribute to the Model Cities Area a book entitled "The Model Cities Citizens' Guide to Public Safety". (See attached proposal)

A copy of approved minutes for the meeting held on May 22, 1968 is attached.





500-2d-1

CITY OF PORTLAND  
OREGON  
**RECEIVED**  
MAY 27 1968  
PORTLAND DEVELOPMENT COMMISSION

May 23, 1968

Mr. Charles L. Austin  
Acting Assistant Regional Administrator  
for Renewal Assistance  
Dept. of Housing and Urban Development  
450 Golden Gate Avenue  
San Francisco, California 94102

Dear Mr. Austin:

Subject: Emanuel Hospital Urban Renewal Project  
Project No. ORE. R-20  
Portland, Oregon

✓ Dir. [initials]
✓ A. Dir. ....
Ad. Asst. ....
Acct. J. K. [initials]
Leg. ....
R. E. [initials]
F. E. ....
Eng. ....
✓ F. J. M. [initials] copy to
" " [initials]
W. B. [initials]

In reference to your letters of April 26 and May 17, I was pleased to hear that the Emanuel Hospital Survey & Planning Application is currently eligible for urban renewal add-on funds.

The Emanuel Hospital planning has been underway for approximately five years, the first year or two being devoted primarily to planning by a series of planning consultants and special hospital facility consultants employed directly by the Emanuel Hospital.

Since 1963 there has been continued liaison between the hospital administrators and planning consultants, the City Planning Commission, the Portland Development Commission and citizens in the area. Special meetings have been held in nearby Elliot School with the Parent-Teacher Association, with the Urban League, with the Albina Citizens' War on Poverty Committee and its Neighborhood Service Center staff, and with the businessmen owning or doing business in the area, to discuss the Hospital's plans for expansion required to serve adequately the needs of the neighborhood in which it is located as well as the community-at-large. These preliminary planning activities were reported in Portland's Model Cities Planning Grant Application as part of the present effort within the Model Neighborhood.

Earlier this month the Survey & Planning Application for the Emanuel Hospital Urban Renewal Project was turned over to a Model Cities Planning Committee for review. Just this last week a presentation of the plan and its objectives was made

COPY

Mr. Charles L. Austin

-2-

May 23, 1968

to the Model Cities Planning Board, including an explanation of how the proposed project will relate directly to the health needs of the Model Neighborhood, provide increased job opportunities for the area residents, and make additional sites available for construction of housing for persons with low and moderate incomes. Further review of the application is underway by citizens and staff concerned with relating the present Model Cities planning program to ongoing work such as the Emanuel Hospital Project.

I assure you that, in addition to the review and coordination that has taken place to date, all future planning of the Emanuel Hospital Urban Renewal Project will be carefully coordinated with the Model Cities planning program. I urge your earliest favorable consideration of the Emanuel Hospital Urban Renewal Survey & Planning Application.

Yours truly,

*Henry D. Schrank*  
MAYOR

TDS. m

cc: Mr. Emmett J. Baskett  
Mr. Paul J. Schulze  
Mr. John Kenward  
Mr. Paul Hanson

COPY





MAY 21 1968

PORTLAND DEVELOPMENT COMMISSION

REGION VI  
Renewal Assistance Office

Honorable Terry D. Schruck  
Mayor of Portland  
City Hall  
Portland, Oregon 97201

✓ Dir.	
✓ A. Dir.	AKS
Ad. Asst.	
Acct.	grw
✓ Leg.	DM
REPM.	
R.E.	
Eng.	
P.O. Mgr.	
✓ K.	
✓ J.W.	

MAY 17 1968

100-1d-7

IN REPLY REFER TO:  
500-2a-1

500-110-2a

Dear Mayor Schruck:

This letter is to correct an error which was relayed to you in earlier correspondence on April 26 and May 13, 1968. The subject of these letters dealt with urban renewal add-on funds in the model cities area. In our correspondence we indicated that these funds may be used for either the Emanuel Hospital Urban Renewal Project or your contemplated Irvington Code Enforcement Project.

In a recent determination of the use of these add-on funds, we find that only the Emanuel Hospital Project is currently eligible. This change of position is due to a determination that Model Cities add-on funds cannot legally be used to provide capital grant funding until model cities planning has been completed. In the case of the Survey and Planning Application for Emanuel Hospital, this presents no problem, since although a grant reservation is made at the time of approval, an actual allocation is not made until project planning has been completed. Thus, as a practical matter, model cities planning will have to be completed before the project can go into execution. With reference to the Irvington Code Enforcement Project, since there is no planning phase, the grant allocation must be made at the time of approval, thus precluding the possibility of using add-on funds at this time.

We are aware that there has been some news coverage of this subject and hope that this letter does not create any undue difficulty. If further clarification is necessary, a member of this staff will be available to assist you. In any case, in order for the Department to continue processing of the Emanuel Hospital application for add-on funds, we must receive the statement describing recognition of the project by the appropriate citizen participation group.

Sincerely yours,

Original Signed By  
Charles L. Austin  
Acting Assistant Regional Administrator  
for Renewal Assistance

cc: Mr. John B. Kenward  
Portland Development Commission  
  
Mr. Paul Schulze  
CDA Coordinator

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

450 GOLDEN GATE AVENUE, BOX 36003, SAN FRANCISCO, CALIFORNIA 94102

x 100-1d-7

500-11c-2a

Office of the Regional Administrator  
REGION VI

RECEIVED  
MAY 1 1968

PORTLAND DEVELOPMENT COMMISSION

APR 26 1968

Dir. ✓  
A. Dir. has copy ✓  
Asst. ✓  
Acct. ✓  
Let. has copy ✓  
Mgr. ✓  
K. has copy ✓  
D.J. has copy ✓

Honorable Terry D. Schruck  
Mayor of Portland  
City Hall  
Portland, Oregon 97201

Dear Mayor Schruck:

Subject: Relationship of Model Neighborhood Planning  
to Renewal Assistance Projects

The Department of Housing and Urban Development is giving consideration to the approval of an application for a renewal assistance project which relates directly to the City of Portland model neighborhood. Such a project will be eligible for consideration for funding out of the \$100 million urban renewal add-on appropriation for projects in model neighborhoods.

It is the policy of DHUD that urban renewal projects located entirely or partially within model neighborhoods be subject to model cities program standards as well as urban renewal program requirements. The model cities planning process now going on in your community is expected to result in a plan for your model neighborhood which will include a strategy and phasing of all public action to be taken in the neighborhood, including urban renewal.

There are two City of Portland projects which relate to the Portland model neighborhood planning grant. The Emanuel Hospital project, Oregon R-20, has been submitted and awaits funding. We are also aware that you are considering a code enforcement application for the Irvington area. Both of these projects are located either partially or totally within the modal neighborhood and either one of them, but not both, would be eligible for consideration for funding from the \$100 million urban renewal add-on appropriation.

The Emanuel Hospital project was submitted to DHUD sometime ago, but funds have not been available to permit DHUD approval. The Irvington project has not yet been submitted.

More than likely the \$100 million urban renewal add-on appropriation will not satisfy the funding demands of model neighborhood oriented urban renewal projects. It would be the suggestion of this office, therefore, that project funding would be more promising for the Emanuel Hospital Project,



in that less time would pass before the application would be presented for funding decision. The project selection, however, is yours. It is our intent only to point out that any delay in designating the priority project and elapsed time in your preparation of an application and our review would diminish the chances for funding.

In any event, whichever project you designate for priority funding should now be reviewed in the context of model cities planning, and appropriate arrangements should be made to assure that planning for the chosen project will be coordinated with model neighborhood planning.

The citizen participation mechanism as it is used for model cities planning would apply also to urban renewal and other activities which become a part of the model cities plan. We therefore ask that the citizen participation organization review the application, whether it be for Emanuel Hospital or Irvington, and that it play a continuing role as survey and planning is carried out. Whichever project you designate for priority funding, and before DHUD can take final action on the approval of such designated application, we will need a letter from you advising that urban renewal planning and model cities planning will be coordinated, and that the application has been reviewed by the citizen participation organization or by other appropriate neighborhood representatives.

We look forward to your designation of the application for which you would wish priority funding at an early date.

Sincerely yours,

Original Signed by  
William M. North, Jr.

Acting Regional Administrator

cc: ✓ Mr. John B. Kenward  
Portland Development Commission

Mr. Paul Schulze  
CDA Coordinator

# MODEL NEIGHBORHOODS

under the Demonstration Cities Act



U.S. DEPARTMENT of HOUSING and URBAN DEVELOPMENT  
Robert C. Weaver, Secretary  
Office of Demonstrations and Intergovernmental Relations  
Washington, D.C. 20410



*"To build not just housing units, but neighborhoods, not just to construct schools, but to educate children, not just to raise income, but to create beauty and end the poisoning of our environment."*

*--President Lyndon B. Johnson*

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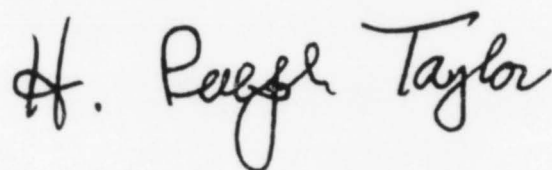
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## FOREWORD

Title I of the Demonstration Cities and Metropolitan Development Act of 1966 provides for a new program to substantially improve the living environment and the general welfare of people living in slum and blighted neighborhoods in selected cities of all sizes and all parts of the country. It calls for a coordinated attack, bringing to bear the resources of Federal, State, and local government, as well as private efforts, to develop "model" neighborhoods.

This brochure is designed to provide general information about the program. A Program Guide that sets forth the technical standards and application procedures is available from the Office of Demonstrations and Intergovernmental Relations or any of the Department of Housing and Urban Development Regional Offices listed on page 8 of this booklet. Planning grants will not be made on a "first come-first served" basis. Cities will be given sufficient opportunity to respond to the Program Guide.



H. Ralph Taylor  
Assistant Secretary for  
Demonstrations and  
Intergovernmental Relations

## PROGRAM HIGHLIGHTS

Among the highlights of the Program are:

**"Total Attack" Approach:** The Program is designed to develop a "total attack" on the social, economic, and physical problems in slum and blighted areas to turn them into "model" neighborhoods. This means a comprehensive, coordinated, and concentrated effort to mobilize all available resources to rebuild and revitalize the physical environment of blighted neighborhoods and improve significantly the lives of the people living in them.

**Innovation:** The Program is intended to be a search for new paths to the local solution of local problems. It provides an opportunity to cities for experimentation, imagination and innovation in every aspect -- from new ways of reaching the alienated slum dweller, to new approaches to local administration, to the use of new technology to reduce costs.

**Human Resources Development:** The basic thrust of the Program is the linking of projects and activities designed to develop human resources with those for improving the physical environment. The Program places major emphasis on meeting the needs of the families and individuals in slum and blighted neighborhoods for jobs, education, health, and social services.

**Physical Revitalization:** The Program is designed to transform worn-out areas into "model" neighborhoods. This means providing new and improved housing and the necessary community facilities for health, education, transportation, shopping, recreation and culture. This means parks, play grounds, and the other amenities necessary to transform such areas into vital and satisfying communities.

**Rehabilitation:** The Program emphasizes rehabilitation and minimal relocation of residents and businesses from the area. Cities are expected to devise techniques for rehabilitating large areas, to gain cost reductions through economies of larger scale upgrading of housing.

**Increased Housing Supply:** The Program calls for a substantial increase in the supply of standard housing for low- and moderate-income families. Thus, rebuilding will result in more, rather than less, of this kind of housing which is often in short supply.

**Citizen Participation:** The Program is intended to open up opportunities for the constructive involvement of citizens in the



affected neighborhoods and the city as a whole in planning and carrying out of program activities. Neighborhood residents must have a meaningful role in the rebuilding and restructuring of their own communities; planning must be carried out with as well as for the people living in the affected areas. In addition, area residents must benefit from the jobs that are created by the projects and activities carried out in the program.

**Private Initiative and Enterprise:** The Program calls for encouragement of private initiative and enterprise of all kinds -- the initiative and enterprise of individual homeowners, contractors, and builders to improve housing and environmental conditions; the involvement of business leaders and financial interests in carrying out the program, and the creation of an environment in which private enterprise can prosper in meeting the needs of the residents.

### TYPES OF ELIGIBLE AREAS

The area or areas selected by the city for carrying out the program should contain such problems as serious housing and environmental deficiencies, and high concentrations of poverty, unemployment, ill health, and educational deficiencies.

The area or areas should be large enough to remove or arrest blight and decay in entire neighborhoods.

In small communities, where blight and poverty are generally confined to small pockets, these areas, rather than an entire neighborhood, might be the demonstration area.

### PROGRAM STANDARDS

The legislation specifies that funds may be made available for comprehensive city demonstration programs which:

- Remove or arrest blight or decay and make a substantial impact on the physical and social problems in entire sections or neighborhoods.
- Contribute to the sound development of the entire city.
- Make marked progress in reducing social and educational disadvantages, ill health, underemployment and enforced idleness.
- Provide educational, health and social services necessary to serve the poor and disadvantaged in the area.

- Involve widespread citizen participation.
- Create maximum opportunities for training and employing area residents in all phases of the program.
- Provide a substantial increase in the supply of low and moderate cost housing.
- Open up maximum opportunities in housing choices by all citizens.
- Provide adequate public and commercial facilities to serve the residents of the areas.
- Provide ease of access between the residential areas and centers of employment.

In addition, Congress has directed the Department of Housing and Urban Development to encourage:

- High standards of design.
- The preservation of natural and historic sites and distinctive neighborhood characteristics.
- Maximum use of new and improved technology and cost reduction techniques.

**Smaller City Participation:** Congress has directed that the assistance provided by the act be given to cities of all sizes and in all parts of the country.

Small cities may not have all of the problems to which the criteria of the act are directed. Demonstration programs of smaller cities may be eligible for planning and grant assistance if the program proposed is of such a size and includes such social services and activities as are appropriate to its size and particular circumstances. The Department of Housing and Urban Development will take into account that smaller cities ordinarily do not have the full staff of technicians and experts for a program of this nature.

#### **FINANCING A LOCAL PROGRAM**

Financing of a comprehensive city demonstration program will require the fullest possible utilization of available resources from all levels of government. In developing the program, cities should look first to all available State and local resources which might help solve the problems of the demonstration area.



Second, cities should review and incorporate all the available federally assisted programs which might be brought to bear on these problems.

Third, the Demonstration Cities Program provides for a special supplemental grant to carry out new and imaginative solutions to urban problems and expand and upgrade existing programs.

The amount of this supplemental grant can be up to 80 percent of the total non-Federal contributions required for all projects or activities assisted by Federal grant-in-aid programs which are carried out as part of a comprehensive city demonstration program. In addition, grants will be made to pay 80 percent of the cost of planning and administering comprehensive city demonstration programs.

A project or activity assisted by a Federal grant-in-aid program can be included for the purpose of computing the supplemental grant if it is closely related to the physical and social problems in the area, and can reasonably be expected to have a noticeable effect upon such problems.

Here is how a hypothetical grant might be computed:

Federally-Assisted Activities Included as Part of Local Program	Cost of Activity	Statutory Federal Share (%)	Non-Federal Share (\$)
	(in thousands)		(in thousands)
Urban Renewal Projects	\$15,000	66-2/3	\$5,000
Neighborhood Center	1,200	66-2/3	400
Hospital	3,750	varies	2,500
Community Action Programs (Including Head Start)	3,000	90	300
Manpower Training and Development	3,000	90	300
Urban Beautification	400	50	200
Vocational Education Program	400	50	200
Adult Basic Education Program	500	90	50
Assistance to Medically Indigent	2,000	varies	1,000
Work-Training Program (Neighborhood Youth Corps)	500	90	50
	\$29,750		\$10,000

The special demonstration grant could be up to 80 percent of the non-Federal contribution or \$8,000,000 in this example.

The supplemental grant funds do not have to be "earmarked" for any one specific project or activity. They may be used without further local matching for any project or activity included as part of the approved comprehensive city demonstration program.

The funds must be used first to support new and additional projects and activities not otherwise assisted under an existing Federal grant-in-aid program. To the extent they are not needed for this purpose, they can be used to make up the non-Federal contribution to new projects or activities assisted under a Federal grant-in-aid program. (However, they may not be used to replace non-Federal contributions already obligated to projects or activities prior to applying for a planning grant.)

In the hypothetical example the supplemental grant of \$8 million might be used in the following manner:

New Projects and Activities not Otherwise Assisted Under an  
Existing Federal Grant-in-Aid Program  
(in thousands)

---

Revolving fund for purchase and rehabilitation of housing	\$1,400
Increased level of garbage collection and rodent control in area	400
Training program for non-profit housing sponsors and managers	200
Police-community relations program	300
Improving and staffing neighborhood playgrounds for year-round and night use	600
Bus service to employment areas	200
Supplementary education services not fundable under other programs	500
School construction	900
Treatment facilities and services for alcoholics	300
Probation counsellors	200
	<hr/> \$5,000

---

The balance of \$3 million could be used as a credit against the non-Federal share of new federally assisted projects and activities.



## HOW TO APPLY

Any municipality (or two or more acting jointly), county or other public body (or two or more acting jointly) having general governmental powers is eligible to participate in the Program.

The Program is to be carried out in neighborhoods in those cities which clearly will meet or exceed program standards. Communities of all sizes in all parts of the country are eligible to participate. This will enable the program to demonstrate the wide range of methods available to deal with the diversity of problems that are found in cities and towns of all sizes throughout the country.

There are two stages of application for financial aid: (1) planning, (2) carrying out the program.

**Applying for a Planning Grant:** Grants will be made to pay 80 percent of the cost of planning comprehensive city demonstration programs. Application for a grant to plan a comprehensive city demonstration program is to be made by the submission of a written proposal approved by the local governing body.

The Program Guide setting forth the technical standards and application requirements, should be consulted in preparing a proposal.

In general, a proposal will have to define and analyze the social and physical problems in the proposed neighborhood or neighborhoods, establish the program goals with respect to solving those problems, and set out the proposed program approaches to be taken to reach those goals. It need not contain a detailed specification of what the program will contain, since that is to be planned and developed with the planning grant. In addition, it should also describe the city demonstration agency which would receive the planning funds and the administrative machinery to be employed for coordinating planning activities of related local agencies. (The city demonstration agency could be the city, the county or a local public agency established or designated by the local governing body.)

Only those cities which show an understanding of the conditions of the area, how they have developed, and what is necessary to overcome them, show their ability and commitment to build an effective program based on that understanding, and show that they can develop effective administrative machinery which pulls together the various departments and agencies and private bodies necessary to carrying out the program, will receive planning

grants. A mere packaging of old plans, without focusing on basic problems, will not be enough.

It is vital that a cross-section of groups and individuals participate in developing a proposal. Without a firm commitment from the various units of local government and without the fullest involvement of the people in the affected area, the local program is not likely to succeed.

Here is a simple test to determine whether the city is on the right track in developing a proposal.

1. Have all the public officials and private agencies and organizations essential to carrying out a comprehensive program and the citizens groups of the selected neighborhoods been working together to analyze the social and physical problems of the area?

2. Has an awareness begun to develop that a variety of projects and activities must be linked together to get at deep rooted problems?

3. Are discussions beginning to generate new and innovative approaches and techniques to solving problems?

If these three things are happening the city is well on its way to developing an effective proposal.

**The Planning Period:** Approved proposals will receive funds for a period of planning which may run from six to twelve months, to work out the detailed program. During the planning period technical assistance will be available from the Department of Housing and Urban Development upon request.

**Applying for a Supplemental Grant to Assist in Carrying Out the Program:** Upon completion of planning, cities will make application for grants to assist in carrying out the program. If the program as planned meets or exceeds the program standards and if the community shows the local commitment and local capacity to carry it out, the program will be approved for funding as Federal funds become available.



## FOR FURTHER INFORMATION

Details on the Demonstrations Cities Program is available through Regional Offices of the U.S. Department of Housing and Urban Development:

**Region I:** 346 Broadway, New York, New York 10013 (Connecticut, Maine, Massachusetts, New Hampshire, New York, Rhode Island, Vermont).

**Region II:** 728 Widener Building, Chestnut and Juniper Streets, Philadelphia, Pennsylvania 19107 (Delaware, District of Columbia, Maryland, New Jersey, Pennsylvania, Virginia, West Virginia).

**Region III:** 645 Peachtree- Seventh Building, Atlanta, Georgia 30323 (Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, Tennessee).

**Region IV:** Room 1500, 360 North Michigan Avenue, Chicago, Illinois 60601 (Illinois, Indiana, Iowa, Michigan, Minnesota, Nebraska, North Dakota, Ohio, South Dakota, Wisconsin).

**Region V:** Federal Office Building 819 Taylor Street, Room 13-A-01, Fort Worth, Texas 76102 (Arkansas, Colorado, Kansas, Louisiana, Missouri, New Mexico, Oklahoma, Texas).

**Region VI:** 450 Golden Gate Avenue, P.O. Box 36003, San Francisco, California 94102 (Arizona, California, Guam, Hawaii, Nevada, Southern Idaho, Utah, Wyoming). Area Office: 909 First Avenue, Seattle, Washington 98104 (Alaska, Montana, Northern Idaho, Oregon, Washington).

**Region VII:** Ponce de Leon Avenue and Bolivia Street, P.O. Box 1105, Hato Rey, Puerto Rico 00919 (Puerto Rico and the Virgin Islands).

# IMPROVING THE QUALITY OF URBAN LIFE

A Program Guide to

Model Neighborhoods in Demonstration Cities



U. S. Department of Housing and Urban Development  
Robert C. Weaver, Secretary



*PROGRAM GUIDE:  
MODEL NEIGHBORHOODS  
IN DEMONSTRATION CITIES*

Title I of the  
Demonstration Cities and  
Metropolitan Development Act of 1966

"To build not just housing units, but neighborhoods, not just to construct schools, but to educate children, not just to raise income, but to create beauty and end the poisoning of our environment."

—President Lyndon B. Johnson

U. S. Department of Housing and Urban Development  
Robert C. Weaver, Secretary  
Office of Demonstrations and Intergovernmental Relations  
H. Ralph Taylor, Assistant Secretary  
Washington, D. C. 20410

## *PREFACE*

This Program Guide is designed to set out the criteria and the performance standards for participation in a great demonstration to be carried out in and by cities of all sizes in all parts of our land.

The objective of this demonstration is to test whether we have the capacity to understand the causes of human and physical blight, and the skills and the commitment to restore quality to older neighborhoods, and hope and dignity to their people.

This program requires courage: courage to understand the basic causes of the problem, and courage to seek the solutions in the neighborhood, in the city or even in the metropolitan area, as the facts of the problem may require.

I have confidence in the capacity and determination of the citizens and officials of our cities and towns, and in their willingness to work together to improve the quality of urban life.

ROBERT C. WEAVER  
*Secretary*



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- B. Eligible Projects and Activities Not Confined to Model Neighborhood Areas

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## INTRODUCTION

### **A. Nature and Purposes of the Program**

Title I of the Demonstration Cities and Metropolitan Development Act of 1966 (P.L. 754) provides for a new program designed to demonstrate how the living environment and the general welfare of people living in slum and blighted neighborhoods can be substantially improved in cities of all sizes and in all parts of the country. It calls for a comprehensive attack on social, economic and physical problems in selected slum and blighted areas through the most effective and economical concentration and coordination of Federal, State, and local public and private efforts. The statute provides financial and technical assistance to enable cities to plan, develop and carry out comprehensive local programs containing new and imaginative proposals to develop "model" neighborhoods.

### **B. Eligibility**

By law, the program is to be carried out in communities of all sizes in all parts of the country. Any municipality (or two or more acting jointly), county or other public body (or two or more acting jointly) having general governmental powers is eligible to participate.

### **C. Eligible Areas and Program Standards**

The kinds of neighborhoods which are eligible under the Act are described in Part II. The program standards are discussed in Part III.

### **D. Financial Aid**

#### **1. Financial Aid for Planning**

Grants will be made to pay 80 percent of the cost of planning and developing comprehensive city demonstration programs. A grant application is made by the submission of a written proposal approved by the local governing body. The content of a proposal is discussed in Part II and the format in Appendix A.

Planning grants will go only to those cities whose proposals reflect an understanding of the conditions of the neighborhood area selected, how these conditions have developed, and what will be necessary to overcome them. The proposal should also indicate the ability and commitment to build an effective program based on such understanding, and develop effective administrative machinery which pulls together the various departments, agencies and private bodies necessary to carry out the program.

When preliminary proposals are approved, cities will receive funds to work out the detailed program. The planning period may run from six to twelve months. During this time, technical assistance will be available from the Department of Housing and Urban Development and other Federal agencies and departments upon request. The planning of a program is described in Part V.

#### **2. Financial Aid for Carrying out the Program**

Upon completion of planning, cities may make application for grants to assist in carrying out the program. If the planned program meets or exceeds the standards established by the statute,

and if the community shows the local commitment and capacity to carry it out, it will be approved for supplemental grant funding as Federal funds become available. If sufficient funds are not available, preference will be given to programs which exceed statutory standards or which contain substantial innovation either in program or in intergovernmental cooperation.

Approved programs will be eligible to receive supplemental grant funds to assist in carrying out projects and activities included in a comprehensive program. The calculation and use of grant funds are explained in Part IV. In addition, grants will be made to pay up to 80 percent of the cost of administering comprehensive city demonstration programs and to pay the full cost of relocation payments to the extent not otherwise authorized under any Federal law.



## *PART I.*

### APPLYING FOR A PLANNING GRANT

The application for a grant to assist in the planning and development of a comprehensive city demonstration program is made by submitting a written proposal in the form shown in Appendix A.

#### A. Content of the Proposal

The proposal should focus on:

1. what the social, economic and physical problems of the model neighborhood area are (problem identification, definition and analysis);
2. what the city proposes to do about these problems (goals and priorities);
3. how it proposes to go about solving them (program approach and strategy); and
4. by what administrative means it proposes to solve them (administrative machinery).

##### 1. Problem Analysis

Of prime importance at the proposal stage is an analysis of the social, economic and physical problems of the model neighborhood area (See Part II). The analysis should include more than a description of conditions in the model

neighborhood area. It should indicate an awareness of how the conditions came about and of the steps that must be taken to overcome them. This awareness, coupled with evidence of commitment and capacity to develop a program that will make substantial impact on those problems, is essential to assure that the community can create and carry out a detailed program meeting the requirements of the act during the planning period. The analysis should also indicate why the problems are deemed to be such that a comprehensive city demonstration program in the area is necessary.

##### 2. Goals and Priorities

At the proposal stage, the applicant should begin to develop high but realizable goals to be achieved at the end of five years (or less). It may be necessary to state goals in somewhat general terms; they should be refined and made more precise during the planning period. To the extent feasible, goals should be expressed quantitatively.

The city may conclude that it will not have sufficient resources to solve all of the problems of the neighborhood within a five-year period.

In this event, the city, while moving on all fronts, might choose to give priority to solving certain problems. To the extent such priorities are identified at the proposal stage, they should be stated.

### 3. Program Approach

The proposal should concentrate on the strategy and program *approach* to solving problems in the area, not on a detailed project-by-project specification. The proposal should outline in general terms the dimensions of the proposed program to be developed in the planning phase. The statement of program approach should provide sufficient basis for determining whether the city's proposal is: (1) innovative, and (2) likely to result in a comprehensive program meeting program standards if developed into detailed projects and activities. The statement should describe the major differences between the proposed program approach and the city's current activities.

### 4. Illustration

The following oversimplified example illustrates, in one facet of a comprehensive program, the kind of problem definition and analysis, statement of goals and priorities, and statement of program approach which might be included in a proposal.

A community might determine that one of the problems in the model neighborhood area is a high rate of infant mortality caused by health services and facilities inadequate to meet the needs of a low-income population, lack of full utilization of such facilities as do exist due to failure of expectant mothers to seek assistance, and inaccessibility of the facilities. The city might then establish as one of its goals the reduction of the infant mortality rate to half its present level over a five-year period. It might establish as the program approach to reaching the goal, the development of coor-

dated activities including the establishment of a neighborhood health clinic, development of education programs on prenatal health care, provisions of health aides to work with expectant mothers, staff training to develop appropriate attitudes toward low-income patients, and improvement of public transportation to centralized health facilities.

### 5. Information and Information Gaps

Studies and analyses that would be helpful in the development of a sound and imaginative proposal may already have been undertaken by the city or other public and private agencies and institutions. All available or readily obtainable information should be utilized, but substantial new studies or surveys need not be undertaken. Where available information is inadequate, the proposal should provide a detailed description of the steps to be taken during the planning period to obtain, analyze, and evaluate new data to aid in formulating goals and devising appropriate solutions.

### 6. Administrative Machinery

#### *a. Planning and Developing the Program*

The proposal should spell out in detail the administrative machinery to be employed in planning and developing the program. Such machinery should be capable of carrying out the planning of a comprehensive program, resolving conflicting goals and plans of participating agencies, designing effective projects and activities to carry out program goals, and perfecting the administrative machinery for carrying out a consolidated and coordinated program.

Local citizens, as well as public and private agencies responsible for developing projects and activities which must be included in the local program if it is to meet statutory standards, should participate in its planning and development.



### *b. Carrying out the Program*

The precise nature and functions of the administrative machinery for carrying out the program need not be determined at the time the proposal is submitted, since one function of planning will be to perfect such machinery. However, the basic approach to administration of the program should be developed to the point where a preliminary determination of its adequacy can be made. Modification and strengthening of the administrative arrangements would be expected during the planning process.

### **B. Steps in Developing a Proposal**

A cross-section of public and private groups and neighborhood residents should participate in developing a proposal. Development of an effective proposal should result in an affirmative response to these questions:

1. Have the public officials and private agencies and organizations essential to carrying out a comprehensive program, and the citizen groups in the selected neighborhood, been working together to analyze the social, economic and physical problems of the area and to develop program goals?
2. Has an awareness begun to develop that a variety of projects and activities must be linked to get at deep-rooted problems?
3. Are discussions beginning to generate new and innovative approaches and techniques?

### **C. Instructions for Filing**

**When to file.** Applicants should take an adequate period of time to develop a proposal that meets the requirements of the Guide before submitting their applications. Planning grants will not be made on a "first come, first served" basis.

**Where to file.** Two (2) copies of the proposal should be filed with the appropriate Regional Office of the Department of Housing and Urban Development listed below and six (6) copies with the Demonstration Cities Administration, Department of Housing and Urban Development, Washington, D.C. 20410.

**Additional Information.** During the development of the proposal inquiries relating to the interpretation of the Program Guide should be directed to the appropriate Regional Office.

#### **HUD Regional Offices**

*Region I: 346 Broadway, New York, New York 10013 (Connecticut, Maine, Massachusetts, New Hampshire, New York, Rhode Island, Vermont).*

*Region II: 728 Widener Building, Chestnut and Juniper Streets, Philadelphia, Pennsylvania 19107 (Delaware, District of Columbia, Maryland, New Jersey, Pennsylvania, Virginia, West Virginia).*

*Region III: 645 Peachtree—Seventh Building, Atlanta, Georgia 30323 (Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, Tennessee).*

*Region IV: Room 1500, 360 North Michigan Avenue, Chicago, Illinois 60601 (Illinois, Indiana, Iowa, Michigan, Minnesota, Nebraska, N. Dakota, Ohio, S. Dakota, Wisconsin).*

*Region V: Federal Office Building, 819 Taylor Street, Room 13-A-01, Fort Worth, Texas 76102 (Arkansas, Colorado, Kansas, Louisiana, Missouri, New Mexico, Oklahoma, Texas).*

*Region VI: 450 Golden Gate Avenue, P. O. Box 36003, San Francisco, California 94102 (Arizona, California, Guam, Hawaii, Idaho, Montana, Nevada, Oregon, Utah, Washington, Wyoming).*

*Region VII: Ponce de Leon Avenue and Bolivia Street, P. O. Box 1105, Hato Rey, Puerto Rico 00919 (Puerto Rico and the Virgin Islands).*

## *PART II.*

### **THE MODEL NEIGHBORHOOD AREA**

Comprehensive city demonstration programs should be focused on "model neighborhood areas" and eligible projects and activities should be closely related to the problems in such areas. However, all eligible projects and activities need not be carried out exclusively within model neighborhood areas since certain problems may require city-wide or even metropolitan area-wide solutions.

The appropriateness of the model neighborhood area selected depends upon the specific city involved and its particular neighborhood patterns. No precise size is required. It should be a sizable, cohesive area rather than just a fragment of a few square blocks, and should be large enough to create a viable neighborhood or neighborhoods, with boundaries logically related to the particular social and physical problems which the local program is designed to solve. In small cities the model neighborhood area might include the whole city.

Since the local program should demonstrate the impact that can be made on deep-rooted problems by concentrating and coordinating resources, the area should not be so large that

resources become too dispersed to make the necessary impact.

#### **A. Social, Economic and Physical Characteristics**

The model neighborhood area should be predominantly residential in character. Commercial and industrial areas of the city should not be included except as they are directly and primarily related to the needs of the people of the neighborhood for services or for jobs.

Areas selected for upgrading into model neighborhoods should be at least in part hard-core slums in which low-income families are concentrated. These areas are characterized by social and economic pressures resulting from such factors as overcrowding, poverty, unemployment, dependence on welfare payments, low educational and skill levels, poor health and disease, and crime and delinquency.

The overall emphasis of the physical improvement activity in the Demonstration Cities Program is on rehabilitation. Therefore, as a general rule, model neighborhood areas should contain substantial numbers of residential buildings that can be rehabilitated. Where rehabilita-



tion is not feasible, clearance may be required; clearance in varying degrees may also be required to accomplish such objectives as reduction of density, revision of circulation patterns, and provision of space for necessary public facilities. Clearance that does take place should be preceded by a fully effective relocation program, appropriate social services, and low and moderate-cost housing construction programs.

**B. Eligible Projects and Activities Not Confined to Model Neighborhood Areas**

Provision of facilities and services outside model neighborhood area boundaries might also be part of the local demonstration program to the extent they are closely related to the physical, economic and social problems in the

model neighborhood area and can reasonably be expected to have a direct, significant and noticeable effect upon such problems. For example, facilities located outside the model neighborhood area might include housing or business sites for those displaced from the model neighborhood area, or an industrial park, developed through urban renewal or otherwise, planned to support a local manpower program aimed at training and employing model neighborhood residents. A program might include transportation facilities and services designed to provide access to employment centers outside the area. It might also include, to the extent they serve area residents, such things as specialized health and education facilities and services and various job development activities located outside the model neighborhood area.

## *PART III.*

### PROGRAM STANDARDS

Title I of the Demonstration Cities and Metropolitan Development Act of 1966 establishes a number of standards which comprehensive city demonstration programs are required to meet. This part provides a guide to their application. They are intended not as rigid specification standards, specifying the precise content of local programs, but rather as flexible performance standards, responsive to local conditions and capabilities. They are to be applied in a way which will encourage maximum local initiative and innovation, consistent with legislative intent.

It is recognized that some smaller cities do not have all the problems to which the program standards are directed. The program of a smaller city will be deemed adequate if it is of a magnitude and includes social services and activities appropriate to its size and particular circumstances.

#### **A. The program should be comprehensive**

Grants are to be made to assist in carrying out *comprehensive* city demonstration programs. The content of a comprehensive pro-

gram is implied by the purposes of the legislation as stated in Sec. 101 of the Act. They are:

(a) to rebuild or revitalize large slum and blighted areas; (b) to expand housing; (c) to expand job and income opportunities; (d) to reduce dependence on welfare payments; (e) to improve educational facilities and programs; (f) to combat disease and ill health; (g) to reduce the incidence of crime and delinquency; (h) to enhance recreational and cultural opportunities; (i) to establish better access between homes and jobs; and (j) in general, to improve living conditions for the people who live in these areas.

To carry out these purposes, the locally-prepared and scheduled program should be truly comprehensive, both in the range and completeness of the activities proposed and in the resources brought to bear, with special effort made to enlist the effective support and meaningful participation of private enterprise as well as individual citizens.

There is no single program prototype. Each city should plan and develop its own distinctive demonstration program tailored to its particular problems and resources, and building on proj-



ects and activities already being carried out in the area. Depending on the nature of the social, economic and physical problems of the area and the size and particular circumstances of the city, a comprehensive program might consist of an appropriate combination of the following:

*A physical improvement* component concerned with all the facilities, services and amenities that contribute to making an area or neighborhood a satisfying living environment, such as: recreational facilities; parks and landscaping; improved public facilities, stores, theaters, and other commercial facilities; an increase in the level and quality of municipal housekeeping services such as building and ground maintenance, street and sidewalk repair, street lighting and refuse collection. It could involve the participation of urban renewal agencies, civic planning groups, public works and traffic, sanitation and park departments, and professional design organizations, among others.

*A housing* component concerned with meeting the full range of housing needs, particularly of low and moderate-income families, and increasing the availability of the existing housing supply to all residents of the city. It could involve the participation of urban renewal agencies, public housing authorities, nonprofit and limited-profit groups engaged in low and moderate-cost housing construction and rehabilitation, mortgage-lending institutions, commercial home builders, building and housing code inspection departments, and fair housing groups.

*A transportation* component concerned with the physical access of area residents to places of employment, shopping and community facilities. It could include the parti-

cipation of public and private transit companies, highway and traffic departments, and other agencies and institutions providing transportation and related services.

*An education* component concerned with the provision of high quality, easily accessible educational services to area residents of all ages, in school and out, with particular focus on the educational needs of the poor and disadvantaged. It could include preschool programs for children, counseling and remedial services, and adult and basic vocational education, in addition to enriched elementary and secondary education programs. It could involve the participation of both formal and informal educational agencies, public and private schools, colleges, universities, cultural centers, state departments of education, community action agencies, settlement houses, libraries and other agencies supplying supporting services.

*A manpower and economic development* component concerned with projects and activities necessary to develop a comprehensive manpower system, including assessment of employment needs, outreach and recruitment, training, placement, and follow-up functions and close linkages with the health and educational systems. It could also include measures designed to create job opportunities for area residents, such as the location of public enterprises in or near the model neighborhood area and provision of loans and guarantees, tax incentives and public facilities designed to stimulate the location of commerce and industry in or near the area. Among those involved might be state employment services, economic development committees, apprenticeship agencies, community action agencies, chambers of commerce, corporate employers and other businessmen, labor unions, civil service agencies, fair employment practice

agencies, and educational and vocational training institutions.

*A recreation and cultural* component concerned with providing a broad range of recreational and cultural opportunities, both active and passive, public and private, designed to serve the particular interests, tastes, and abilities of area residents. It could involve state and local recreation departments, park departments, community action agencies, settlement houses, churches, neighborhood centers, schools, theater and music groups, among others.

*A crime reduction* component concerned with developing community resources to prevent and control the outbreak of crime and to rehabilitate criminals and delinquents; health programs designed to combat alcoholism and drug addiction; employment, education and recreation programs designed to develop a wider range of income and leisure time opportunities; activities designed to build effective relations and mutual respect between area residents and police forces. Involved might be police departments, criminal and juvenile courts, probation agencies, social service agencies, settlement houses, human relations agencies, legal service groups, community action agencies, schools, recreation departments, employment services, health agencies and citizen groups.

*A health* component concerned with physical and mental health services and facilities accessible to and used by all residents of the area, including health education, personal services, diagnostic and therapeutic services, rehabilitative and restorative services, and areawide environmental health services. It might involve state and local public health departments, community action agencies, schools, community nursing agencies, community hospital and health clinics, medical societies, health insurance groups, private

agencies, foundations and institutes dealing with specific health problems, and private groups providing assistance in meeting individual health needs.

*A social services and public assistance* component concerned with additional activities and services to particular needs in the model neighborhoods, legal aid, consumer counseling, homemaker training, planned parenthood, credit assistance, domestic relations counseling, complaint bureau, neighborhood information services, urban extension services, assistance to deprived and neglected children, and services for the care and comfort of the aged. It could include a full range of preventive and rehabilitative services designed to reduce welfare dependency and to lead to economic self-sufficiency, and provide assistance permitting those unable to achieve self-sufficiency to maintain a modest but decent standard of living. It could also provide staff knowledgeable in the whole range of educational, employment and social services, and responsible for assisting families in need to use whatever services will meet those needs. This component might involve the participation of a wide range of public and private agencies, including welfare agencies, charitable groups, church-related agencies, settlement houses, youth organizations, courts, community action agencies and other local groups.

The foregoing listing of components is neither exhaustive nor directive. It is expected that there will be a variety of different and innovative approaches developed by individual communities to improve the quality of urban living.

A city demonstration program should not consist of a variety of social, economic and physical improvement activities carried out in isolation from one another. A mere packaging



together of existing plans and programs will not be sufficient. Components should be developed into interrelated systems. Each component should be comprehensive so that projects and activities within each component reinforce each other, and interrelationships between components should be developed so that projects and activities in one can provide reinforcement and support to those in others.

**B. The program should provide for administrative machinery at the local level to carry out the program on a consolidated and coordinated basis**

The administrative machinery for carrying out the program should overcome fragmentation of effort at the local level. It should be designed to pull together the responsibility and authority which may be dispersed in a variety of autonomous and semi-autonomous governmental units and private agencies. All grants are to be made to the City Demonstration Agency, which must be a public agency. The Agency might be the city, the county, a public agency established expressly for the purpose, or an existing local public agency. The City Demonstration Agency may, in turn, contract with other agencies and organizations, whether public or private, to plan or carry out parts of the program with grant funds.

The City Demonstration Agency should meet the following standards:

1. It should be closely related to the governmental decision-making process in a way that permits the exercise of leadership by responsible elected officials in the establishment of the policies, plans and activities of the local program.
2. It should have sufficient powers, authority and stature to achieve the coordinated administration of all aspects of the program.

3. It should have the skill and objectivity to assure that the expenditure of funds is strategically directed to meeting the social, physical, and economic needs of the model neighborhood area. To the maximum extent feasible, it should have the authority to reconcile conflicting plans, goals, programs, priorities and time schedules; to eliminate overlaps; and to link operating programs among contributing agencies. In addition, it should have the capacity and the authority to evaluate the execution of the local program against program goals, and analyze alternative methods of achieving such goals.
4. It should provide a meaningful role in policy-making to area residents and to the major agencies expected to contribute projects and activities to the program.

In communities where the city or county itself assumes direct responsibility for carrying out major portions of the local program, a single administrative unit that can draw upon the powers of the chief executive officer should be given the responsibility for program administration. If a community chooses to designate an existing agency or establish a new agency which would be representative of the major public and private agencies whose activities are to be coordinated, such an agency should function in fact as though it were an integral part of the municipal government or the county, with clear accountability to the local elected officials of the sponsoring city or county.

As a general rule, the City Demonstration Agency should not be a special purpose agency with an independent governing board which is not representative of the major agencies and interests involved in the program. The staff services of such agencies may, however, be contracted for to assist in planning and

developing the program, and contracts may be entered into with such agencies to carry out various projects and activities which are part of the program.

The City Demonstration Agency should enter into agreements defining respective responsibilities with other agencies, particularly consolidating agencies such as the local community action agency, so that functions are not duplicated and are mutually reinforcing.

Experimentation with new administrative structures for rendering services in the model neighborhood area should be regarded as a potential avenue for significant innovation. Means should be explored for making government fully accessible to the people in the model neighborhood area, and for strengthening operating and service agency responsiveness to their needs through improved communication and, where appropriate, decentralization.

The City Demonstration Agency should be assured of the cooperation of independent public and private agencies whose participation is necessary to program success. Such agencies include any state or local public agency or any private agency which must take some action to permit the program to be carried out as planned. Commitments should be detailed and precise. The evidence of cooperation to be obtained will depend upon the individual situation. Independent agencies are expected to do everything within their power given the particular circumstances. For example, if the program called for building a new school which would in turn require a public referendum, the school board could not obligate itself to build the school until the vote was taken. However, it would be expected to commit itself to put the question on the ballot and vigorously support it.

State, county and metropolitan agencies responsible for programs in the areas of health, education, planning, employment, welfare,

economic development, transportation, pollution control, recreation, and other functional fields should make major contributions to the local program. Provision should be made for regular consultation with officials of such agencies and for their contribution to planning and carrying out the program through participation in advisory boards, agreements to coordinate programs, and the establishment of technical assistance and training programs.

**C. The program should make a substantial impact on the physical, economic and social problems in the model neighborhood area**

While sufficient resources may not be available to overcome completely all social, economic and physical problems during the demonstration period, the local program should offer promise of making significant inroads on existing problems. The objective should be a program which will (1) materially upgrade the physical and social qualities of the model neighborhood area, (2) set in motion an effective and firmly established process for achieving lasting solutions in the model neighborhood area and for coping with similar problems elsewhere in the city.

Cities should establish the specific goals they expect to achieve and develop in a program designed to reach these goals. Where feasible, these goals should be expressed quantitatively in terms of the projected numerical increase in services or facilities and in terms of the effect of the services and facilities on the numerical measures of the problem itself. Setting numerical goals to be achieved at the end of five years (or a specified lesser time) in those functional areas lending themselves to accurate statistical measurement will provide one means by which the effectiveness of programs in solving problems can be evaluated. Progress toward achievement of such goals can be measured on an



annual basis and adjustments in program content or modification in program goals made as warranted.

Goals should be cast in terms of the impact on the area and the area population before and after the program, and in terms of the impact on families or individuals living in the area at the beginning of the program regardless of where they live at the end of the program.

**D. The program should remove or arrest blight and decay in the selected area or areas of the city**

The program should be designed to correct substantially all building and environmental deficiencies which exist within the area and to bring the area to a sound physical condition. The effort to correct environmental deficiencies should include, as appropriate, upgrading streets, sidewalks, parks and all publicly-owned properties, provision of new playgrounds, open spaces, greenways, street furniture, works of art, and the infusion of beauty throughout the whole area. In determining the environmental deficiencies of the area, the views and needs of area residents should play an important role.

**E. The program should be of sufficient magnitude to contribute to the sound development of the entire city**

The program should be of such dimensions as to have a beneficial impact on the city as a whole, and should implement major physical, economic and human resource development policies of the city.

The demonstration program should be consistent with the plans and policies for physical, economic, and social development such as might be contained in an up-to-date city-wide general plan, a workable program for community improvement, a community renewal program, a

capital improvements program, a community action program, an overall economic development program, or other statements of physical, economic and human resource development objectives.

It is expected that cities will already have city-wide physical development policies, but economic and human resource development policies may not yet exist. If not, contribution to the sound economic and social development of the city may be evidenced by a showing that the program is designed to provide meaningful employment for a significant number of underemployed and unemployed residents and to improve the standard of living of a significant number of poor and disadvantaged residents. To the extent that such policies do not exist, cities should strive to develop during the course of the program city-wide economic and human resource development policies to which program goals can be related.

**F. The program should make marked progress in reducing social and educational disadvantages, ill health, underemployment, and social services necessary to serve the poor and disadvantaged of the area**

The "marked progress" called for by the statute should be measured against the locally developed goals meeting the standards in Section C, page 12 above. In order to make marked progress in these fields, cities should strive to develop comprehensive, mutually reinforcing service systems for area residents. In determining the services necessary, the expressed needs and desires of area residents should be considered as well as the necessity to increase awareness and acceptance of services by, and the accessibility of services to, the poor and disadvantaged.

If it is not possible to increase social services

so that all services can be provided to all persons to the full extent of their need, priority might be given to, and services focused on, solving particularly pressing social problems. Such setting of priorities should be, however, a matter of emphasis only and should not be an alternative to increasing the quantity and the quality of all needed services.

**G. The program should provide for widespread citizen participation**

The program should provide opportunities for the constructive involvement of citizens in the model neighborhood area and the city as a whole in planning and carrying out program activities.

Neighborhood residents should be provided a meaningful role in the rebuilding and restructuring of their own communities; planning should be carried out *with* as well as *for* the people living in the affected area. Active involvement is important both in building the local support necessary for program success and in developing the capacity and self-sufficiency in area residents necessary to sustain gains made through the program.

Programs should provide mechanisms for a flow of communication and meaningful dialogue between the citizens of the area and the demonstration agency. Voice should be given to all elements of the local population from all parts of the area. Existing neighborhood organizations which have already established close ties with the area population, as well as new organizations developed by grass-roots organizational efforts, should be utilized. Full information should be made available to area residents concerning the demonstration program, the planning decisions to be made and alternative courses of action. Expression of residents' concerns, desires, and needs, individually and in groups, should be solicited and

incorporated in appropriate fashion in the planning and execution of the program. Means of introducing the views of area residents in policy-making should be developed and opportunities should be afforded area residents to participate actively in planning and carrying out the demonstration program as volunteers as well as wage earners.

Opportunities should also be afforded to city-wide and metropolitan groups to discuss the impact of the demonstration program on their particular areas and interests and to bring to bear their points of view in the planning and execution of the demonstration program. Existing citizen committees established under other Federal programs should be utilized as appropriate.

**H. The program should provide maximum opportunities for employing residents of the area in all phases of the program and enlarged opportunities for work and training**

The program should bring about gainful employment for underemployed or unemployed area residents. The effort to be made should be measured against the rate of underemployment and unemployment among the residents of the area, the basic skills they possess and the skills they could be provided through training, and the employment potential of various programs and activities to be undertaken as part of the demonstration.

Program projects and activities should result in new employment and new careers in social service fields and should stimulate new employment in the construction trades, as well as others. This job creation potential should result in jobs for qualified residents and should be translated into institutional and on-the-job training programs designed to provide unemployed and underemployed residents with the



needed skills. Priority for jobs created by the expenditure of program funds should be required to be given to neighborhood residents possessing the necessary skills.

**I. The program should contribute to a well-balanced city with a substantial increase in the supply of standard housing of low and moderate cost**

The program should add to the overall supply of low and moderate-income housing, not decrease it. The needed increase in the housing supply should be based on the number of people in the model neighborhood area and in the city as a whole living in substandard housing, in overcrowded housing, or in standard housing at higher prices than they can reasonably afford (based on expenditure for housing of more than 20 or 25 percent of income, depending on family size and other factors).

The program should increase the supply of standard low and moderate-cost housing in the model neighborhood area, or elsewhere in the city and metropolitan area, by an amount sufficient to meet the need for such housing by neighborhood residents. It should do so without adversely affecting other low or moderate-income families outside the model neighborhood area, which would occur if relocated households were moved into areas in which existing housing is in short supply. In this case the program should also add to the total supply of low and moderate-income housing over and above the amount needed to provide all area residents with standard housing at rents they can afford.

While the community-wide need for low and moderate-income housing may be greater than can be met through the Demonstration Cities Program alone, there should be an awareness of the magnitude of the shortage of standard housing of low and moderate cost and a pro-

gram should be developed to overcome such shortages. As a first step, an estimate of housing needs should be developed showing the gains projected, losses, and gaps in housing for the city as a whole. Programs can then be shaped in terms of overall needs.

**J. The program should contribute to a well-balanced city with maximum opportunities in the choice of housing accommodations for all citizens of all income levels**

Opportunity in the choice of housing is dependent on whether there is a sufficient vacancy rate for standard units of various sizes and prices to allow for the exercise of choice, whether such housing is available outside of slum or deteriorating areas, and whether it is available to all residents of the city. Therefore, a program designed to contribute to maximum opportunity of housing choice for all citizens should be concerned with: (1) the adequacy of the total supply, (2) the location of a variety of new or rehabilitated housing within and outside the model neighborhood area, and (3) the approaches for making the existing housing supply available to all citizens of all income levels.

In addition to greater choice through an increase in the supply as called for in Section I above, the program should provide opportunities for choice by developing a variety of housing appealing to various income levels both within and outside the area. The program should also develop measures to increase the availability of the existing supply to all residents of the city. There is a special responsibility to provide opportunity in the choice of housing to families and individuals relocated as a result of the program. Such families and individuals should have a choice of a variety of decent, safe, and sanitary dwellings at rents or prices

they can reasonably afford in an area free of blight.

**K. The program should contribute to a well-balanced city with adequate public facilities (including those needed for education, health and social services, transportation and recreation), commercial facilities adequate to service the residential areas, and ease of access between residential areas and centers of employment**

The program should include the provision of facilities of sufficient quality and quantity to meet the needs of those living in the model neighborhood area, and the development of transportation links to jobs and social services.

Adequacy of public facilities should be judged both in terms of the expressed needs and desires of the residents of the area and the quality and quantity of facilities available in other parts of the city and metropolitan area; facilities serving the model neighborhood area should be comparable.

The model neighborhood area should not be treated as an enclave apart from the rest of the city. Facilities and housing should be designed and located to contribute to a well-balanced city containing a mixture of the facilities and services needed to serve the diverse groups living and working in the city.

**L. The program should provide for a comprehensive plan for the relocation of individuals, families, business concerns and nonprofit organizations**

There should be a comprehensive plan, and program implementing the plan, for the relocation of all displaced households, business concerns and nonprofit organizations, whether the

displacement is caused by a public agency, a private owner, or a developer undertaking activities in carrying out the local demonstration program.

The relocation plan and program should include the relocation standards prescribed for urban renewal projects (see Section 105 (c) of the Housing Act of 1949 and rules and regulations pertaining to it), whether or not the relocation occurs as a result of an urban renewal project in the model neighborhood area. In addition, the plan and program should indicate the measures which are to be taken to minimize dislocation of area residents, show how relocation activities are to be coordinated with the increase in the supply of decent, safe and sanitary housing for families of low or moderate income (for which relocatees should be given a preference), and establish the means by which the competition from and preference to relocatees will not result in additional deprivation or overcrowding of other low and moderate-income families in the city. The plan and program should also establish the means for ascertaining the relocation requirements and preferences of relocatees and how they will be afforded maximum opportunity in the choice of housing accommodations.

Means should be established by which the needs of relocating households for various kinds of services for human resources development are to be determined, and how such services are to be made available to such households before and after relocation. Expenditures for staff follow-up to assure that social service needs are met, and expenditures for social services especially designed to serve relocated households both inside and outside the model neighborhood area, will be an allowable expenditure of supplemental grant funds to the extent that they are not allowable expenses under other Federal grant programs.



The plan and program for the relocation of business concerns and nonprofit corporations should establish how the business relocation process is to be related to other activities in the program, such as training and retraining activities, business aids, and economic development programs. It should make clear the means by which requirements and preferences of relocatees are to be met and how the aid of the business community and other local resources are to be utilized in obtaining sites. It should also establish measures which will assure the coordination between demolition and displacement, and the development of relocation sites.

**M. The program should insure that substantive local laws, regulations and other requirements are or can be expected to be considered with the objectives of the city demonstration program**

Cities should examine local laws, regulations and other requirements and identify those which might be inconsistent with the program. For example, tax policies should be reviewed to assure that they do not discourage private investment in rehabilitation and in good design, and do not encourage development or activity inconsistent with the objectives of the program. Building, housing and zoning regulations should be reviewed to assure that they do not unnecessarily impede the use of materials, methods, and technological innovations that could lead to lower cost construction. Public welfare rules and public housing regulations should be examined to determine how effectively these programs serve recipients. Welfare allowances should be compared against the cost of living in the city to determine whether payments are adequate.

If local or state laws or charters present legal obstacles to achieving program objectives, steps should be taken toward removing them.

**N. The program should be consistent with comprehensive planning in the entire urban or metropolitan area**

The program should be consistent with whatever comprehensive planning is being carried on for the entire urban or metropolitan area by an areawide comprehensive planning agency. This agency may be a metropolitan or regional planning commission, a council of governments, or a state or interstate metropolitan planning agency with authority to carry on comprehensive planning for the urban area. In smaller urban areas, the agency may be a county or city-county planning agency, or a city planning agency with planning jurisdiction extending beyond the city limits.

The areawide comprehensive planning agency, where it exists, should be requested to review and comment on those aspects of the city's program which have areawide metropolitan significance or in which metropolitan cooperation may be helpful. The comments of the planning agency should indicate the extent to which the program in general is consistent with plans completed or being prepared for the urban area. In order to help ensure more meaningful reviews and comments, arrangements should be made for consultation and discussion with the areawide planning agency during the planning and conduct of the program.

**O. The various projects and activities to be undertaken in connection with the city demonstration program should be scheduled to be initiated with a reasonably short period of time**

Cities should develop an action program that can be rapidly initiated and can achieve substantial impact within a five-year period. The various programs designed to overcome social and economic problems should be started in the

first year so that marked progress in overcoming them can be made within the five-year program period. In addition, projects and activities which are not dependent on lengthy project planning and which will result in an immediate, visible improvement of the physical environment should be undertaken. To the maximum extent feasible, planning of major construction activities should be started in the early years so that they are completed or at least well advanced within the five-year period.

**P. Adequate local resources should be available for the completion of the program as scheduled**

In determining the adequacy of local resources, the administrative capability and personnel qualifications of the administering agency and other participating agencies; the cooperation of state agencies, other public and private agencies and the private financial community; and the city's ability to provide the financing for its share of the program, including the local contribution to the aided projects proposed as a part of the city demonstration, should all be considered.

**Q. The total of the local expenditures for activities similar to those carried out under the program should not fall below the level spent for similar activities prior to the program**

The city should continue to spend at least the same aggregate amount of local funds for projects and activities undertaken as part of the city demonstration program as was spent for similar projects and activities prior to the program. Since the objective of the program is to increase the total effort being made to solve social, economic and physical problems in slum and blighted areas, special supplemental grant funds should not be used to substitute for what, prior to the program, had been local funds.

Nor should other areas of the city suffer any reduction of municipal service levels during the period of the program.

**R. In the carrying out of the program, the fullest utilization possible should be made of private initiative and enterprise**

The program should make special effort to enlist the support and participation of private enterprise. In achieving the various goals of the program, steps should be taken to create a climate within the model neighborhood area which will encourage business activities resulting in employment opportunities for area residents.

The involvement and encouragement of private enterprise can be achieved in a variety of ways: soliciting the advice and consultation of business leadership within the community; working with employers to develop training and manpower programs; preserving and expanding small business and commercial opportunities within the model neighborhood area; encouraging and assisting builders and contractors in rehabilitation, and new construction and lending institutions in providing financing. Of particular interest would be consideration of special tax and other incentives designed to encourage rehabilitation and new construction and to help attract major commercial or industrial activities to the area.

The program should also be designed to ensure maximum involvement of voluntary nonprofit health, welfare and religious organizations in planning and executing the program.

**S. The program should enhance neighborhoods by applying a high standard of design**

The program should be concerned with the design of the total physical environment, as



well as the design of individual structures. Procedures should be developed for establishing a design review process and for making design an integral and continuing part of the process of planning for physical change. Design objectives should be developed for the model neighborhood area and should include such factors as: the architectural quality of major, new structures; the overall design of buildings in terms of function, scale, and visual quality; the provision and use of parks and other types of open spaces from the standpoint of functional usefulness, accessibility, beauty, and relationship to surrounding buildings; landscaping; sculpture and the fine arts; street furniture, lighting systems, utility wires, billboards, and parking and directional signs; enhancement of natural visual assets in the area; and elimination of offensive land uses.

Neighborhood design should be sensitive to and reflect the needs and attitudes of the people living in the area as expressed through their involvement in the process of goal-setting and planning.

**T. The program should maintain natural and historic sites and distinctive neighborhood characteristics**

Natural and historic sites in the area should be surveyed and steps taken to preserve and restore those which are significant. Physical changes in the area should retain and enhance unique qualities and distinctive characteristics of the neighborhood and provide balanced residential, commercial and public facilities.

**U. The program should make maximum possible use of new and improved technology and design, including cost-reduction techniques**

The program should spark innovation in the application of new and improved technology and design, and in the development of cost-

reduction techniques. The volume of construction activity generated by the program should create a significant market for such innovation, and cities should develop procedures to capitalize on this opportunity. Local public officials, union leaders, mortgage lenders, material suppliers and the real estate and construction industry, among others, should engage in an active effort designed to bring to housing production the methods now possible through technological and managerial advances, modern building and housing codes, and up-to-date building practices.

**V. The program should include analysis of the costs and benefits of alternative courses of action to meet urban needs and the establishment of programing systems**

In determining the projects and activities to be carried out under the program, the comparative costs and benefits of various courses of action for achieving program goals should be analyzed to the extent feasible. Local programs should include measures designed to develop the capability to evaluate on a continuing basis the relative costs and benefits of alternative program directions. An information system for collecting and reporting relevant data upon which program evaluation can be based should be established. Programs should also include, to the maximum extent feasible, the development of programing systems which organize expenditure information on a program budget basis in order to facilitate analysis of alternative courses of action and measurement of performance against program goals. Refinements in program budgeting techniques will be expected during the course of the program.

**W. Conformance with civil rights requirements**

Title VI of the Civil Rights Act of 1964

states: "No person in the United States shall, on the grounds of race, color, or national origin, be excluded from participating in, be denied the benefits of, or be subject to discrimination under any program or activity receiving Federal financial assistance."

Executive Order 11063, November 20, 1962, on Equal Opportunity in Housing, directs "all departments and agencies in the executive branch of the Federal Government, insofar as their functions relate to the provision, rehabilitation, or operation of housing and related facilities, to take all actions necessary and appropriate to prevent discrimination because of race, color, creed, or national origin."

Executive Order 11246, September 24, 1965, on Equal Employment Opportunity directs each Federal contracting agency to be primarily re-

sponsible for obtaining compliance with the rules, regulations and orders of the Secretary of Labor with respect to "Nondiscrimination in Employment by Government Contractors and Subcontractors."

Programs carried out by cities or other jurisdictions under the provisions of Title I of the Demonstration Cities and Metropolitan Development Act of 1966 must be operated in compliance with the provisions of Title VI of the Civil Rights Act of 1964 and the Executive Orders cited above.

Prior to the approval of any grant of Federal funds under Title I, the grantee must provide satisfactory assurances of compliance with the foregoing provisions and the Department of Housing and Urban Development's equal opportunity objectives.



## *PART IV.*

### FEDERAL FINANCIAL AID FOR CARRYING OUT THE PROGRAM

#### **A. Assistance under existing grant-in-aid programs**

Projects or activities may be financed under existing grant-in-aid programs if they are eligible under the existing regulations, standards, and priorities of those programs. There are many Federal grant-in-aid programs which might be made part of a city demonstration program. A partial list appears in Appendix B. The test of whether a Federally-assisted project or activity would be appropriate for incorporation in a comprehensive city demonstration program is whether it is closely related to the physical, economic, or social problems in the model neighborhood area and can reasonably be expected to have a noticeable effect upon such problems.

#### **B. Special supplemental grants under the comprehensive city demonstration program**

Special grants, supplementing the assistance available under existing grant-in-aid programs, are to be provided under the city demonstration program. The required non-Federal contribution to every Federally-assisted project or

activity carried out as part of an approved comprehensive city demonstration program serves as the "base" for computing the special supplemental grant. The amount of the supplemental grant can be up to 80 percent of the total non-Federal contribution. The Act provides that the specific amount of the grant to be made should take into account the number and intensity of the economic and social pressures in the model neighborhood area.

If the project or activity was begun before the date of approval of the program, the non-Federal contribution attributable to the portion of the project cost incurred on or after that date can be included in the base. In addition, the non-Federal contribution to an otherwise eligible project or activity which is begun prior to or during the planning period can be included in the base if it can be shown to have been coordinated with both the planning of the local city demonstration program and other projects and activities for which retroactive inclusion in the base is claimed. Here, the portion of the non-Federal contribution incurred on or after February 1, 1967 is includable.

If the project or activity serves an area larger than the model neighborhood area (whether or not located in the model neighborhood area) only that portion of the project or activity which can be expected to have a noticeable

effect on the social, economic or physical problems in the model neighborhood area can be included in the base.

The following simplified example illustrates how the supplemental grant is computed.

**Federally-Assisted Activities  
Included as Part of Local  
Demonstration**

Urban Renewal Projects	
Community Action Programs (Head Start, Legal Services, etc.)	
Manpower Development & Training Program	
Vocational Education Program	
Adult Basic Education Program	
Aid to Dependent Children	
Work-Training Program (Neighborhood Youth Corps)	
Neighborhood Center	
Hospital	
Total	

Cost of Activity (in thousands)	Statutory Federal Share (%)	Non-Federal Share \$ (in thousands)
\$15,000	66-2/3	\$5,000
3,000	90	300
3,000	90	300
800	50	400
300	90	30
2,000	varies	1,000
70	90	70
1,200	66-2/3	400
3,750	varies	2,500
<u>\$29,750</u>		<u>\$10,000</u>

The supplemental grant could be as much as 80 percent of the non-Federal contribution—here \$10 million. If the full 80 percent grant were made it would be \$8 million.

grant of \$8 million might be used in the following manner:

The supplemental grant funds are not earmarked for any one specific project or activity; they may be used without further local matching for any project or activity included as part of the approved comprehensive program. The funds must be used first to support new and additional projects and activities not otherwise assisted under an existing Federal grant-in-aid program. To the extent they are not so needed they can be used to make up the non-Federal contribution to new Federally-assisted projects or activities. They may not, however, be used to replace non-Federal contributions already obligated to projects or activities prior to applying for a planning grant, nor may they be used for the general administration expenses of local government.

**New Projects and Activities not Otherwise Assisted under an Existing Federal Grant-in-aid Program  
(in thousands)**

Revolving fund for purchase and rehabilitation of housing	\$1,400
Intensified trash and garbage collection and rodent control in area	400
Police-community relations program	300
Improving and staffing neighborhood playgrounds for year-round and night use	700
Supplementary education services not fundable under other programs	500
Physical facilities for special educational programs	2,000
Alcoholic treatment center	300
Program to improve housekeeping standards and to prepare for home ownership	200
Total	<u>\$5,800</u>

To continue the example, the supplemental

On the assumption that other new and addi-



tional projects and activities are not needed to carry out the goals of the program, the balance of \$2,200,000 could be used as a credit against the non-Federal share of new Federally-assisted projects and activities.

The foregoing is merely an example of what might go into a comprehensive city demonstration program and how supplemental funds might be utilized. Cities are expected to be highly innovative in their use of supplemental funds. They should view the program as a unique opportunity to test new ideas, develop

new techniques, and perfect new problem-solving tools.

### C. Administrative expenses

Grants may also be made to city demonstration agencies to pay 80 percent of the cost of administering approved comprehensive model neighborhood programs. Such grants may not be used, however, to pay the cost of administering any project or activity assisted under a Federal grant-in-aid program.

## **PART V.**

### **PLANNING AND PROGRAMING A COMPREHENSIVE CITY DEMONSTRATION PROGRAM**

#### **A. Financial aid for planning**

Grants may be made to City Demonstration Agencies to pay 80 percent of the allowable cost of planning and programing comprehensive city demonstration programs.

##### **1. Planning Costs**

Part VIII of Attachment A to this guide provides specific instructions on the preparation of a budget for carrying out the work proposed for funding under a planning grant. In preparing such a budget, reference should be made to the following guidelines on the allowability of specific items of planning costs.

##### **a. Allowable Costs.** Allowable costs include:

- (1) Salaries, salary-related costs (e.g. social security tax), and normal fringe benefits pertaining to employment with the city or other jurisdiction, for personnel of the City Demonstration Agency or other public and private agencies and groups who are participating directly in planning and developing the program. Salary and wage rates should be comparable with the compensation practices of other public bodies in the

locality for positions of similar responsibility and required competence.

- (2) Cost of consultant and contractual services incurred specifically for the planning of the program.

- (3) Cost of authorized travel, whether conducted by assigned personnel, consultants, or contractors.

- (4) Other incremental costs incurred specifically for the planning of the program, e.g., equipment and supplies, data processing services, printing and binding, and space procured specifically for use by the planning staff.

##### **b. Nonallowable Costs** Excluded from allowable costs are:

- (1) Expenses incurred in preparing and submitting the application for the planning grant.

- (2) Pro rata overhead costs normally associated with the personnel assigned to the planning of the program, even though the direct salary costs for such personnel are allowable.



(3) Space occupied by personnel assigned to the planning of the program, if such personnel continue to occupy their normal space and no space is procured specifically for their use.

c. *Local Share of Costs* The local share of the cost of the planning project (i.e., 20% of the total approved cost) may be contributed by the city in cash, or by contributing to the project, without reimbursement, any *allowable* cost items.

## 2. Staff for Planning

In planning the individual components, personnel of agencies which will carry them out should be utilized as appropriate. The development of a staff pattern for planning and carrying out the program should take into account the high priority the program gives to synchronizing the operations and funding strategy of diverse projects and activities carried out by public and private agencies with various fund sources. Analyzing these projects and activities, fitting them together in a cooperative way, and helping secure new fund sources which may not be familiar to the community, will require competence both in program analysis and development, and in budget analysis and development.

## B. Planning process

The planning period is projected for a period of up to a year. It should be directed to a comprehensive refinement of the initial program proposal, avoiding detailed project planning. This process includes refinement of the problem definition and analysis, the setting of goals and priorities, the development of the program approach and strategy, identification of first year action program priorities, a general scheduling of projects and activities to be undertaken over the five-year period, and the institutionalizing of administrative machinery. A process of planning, programing and evaluating

designed to refine and adjust the initial program plan should continue through the term of the program. The initial planning period should be viewed as a first step in this process.

The planning process consists of two aspects. One relates to problems of the physical environment in the model neighborhood area and the ways they can be overcome; the other relates to problems of the area population and the ways they can be overcome. These two aspects are interrelated and to assure that this interrelationship is reflected in the comprehensive program, physical and social program planners should work together as a team.

## 1. Financial Planning

Supplemental funds are legally authorized for fiscal years 1968 and 1969. However, the Congress has indicated that after two years, if the national program is successful, a continued reasonable annual rate of funding for the program can be provided on the basis of plans submitted by the cities, the progress of activities under local programs being carried out, and the budgetary situation at the time. Therefore, both long and short-term financial planning for demonstration activities should be carried out. The long-term program should cover a five-year period and show the costs and scheduling of all projects and activities involved. The short-term program should cover a one-year period and include those projects and activities scheduled to be started in that period.

The five-year program will be reviewed and given general approval at the end of the planning period. The long-term program may be revised thereafter at the request of the City Demonstration Agency with the concurrence of the Secretary of the Department of Housing and Urban Development. Flexibility in programing will be permitted. As insight and experience are gained, and conditions change, adjustments and modifications in the overall

program may be found to be desirable. Furthermore, scheduled projects and activities may be subject to legislative changes; funding levels may change and new grant-in-aid programs may be enacted and existing ones modified or dropped.

The short-term program is, in effect, a budget for the ensuing year. Assuming availability of funds and provided the applicant has sufficient base to entitle it to at least that amount, the Department of Housing and Urban Development will enter into an annual contract committing it to pay to the City Demonstration Agency the amount of supplemental grant that the approved local budget calls for in that year. The Federal commitment with respect to services will consist of the total cost of services to be provided in that year with supplemental funds; the commitment with respect to facilities will consist of the total cost of the facility and not merely the amount to be spent on the facility during the year.

In developing the five-year program, the fact that the availability of supplemental funds for the last three years will depend upon whether Congress continues the program should be taken into account. The projects and activities scheduled to be financed with the funds for fiscal years 1968 and 1969 should be useful in themselves and their value should not be dependent on supplemental funds projected for the last three years of the program, even though their full potential contribution to the solution of the problems at which the program is aimed may depend upon completing the entire five-year program.

## **2. Planning and Programing Specific Program Components**

This section is designed to assist cities in preparing their requests for planning funds. It indicates the level of detail expected to be achieved in the planning period and the

various analytical steps a city is likely to follow in planning and programing several major components of a local program. This section is not a set of requirements. Cities should develop their own planning work programs to meet their own needs.

Sample surveys and analyses of resident attitudes, social service needs (diagnostic surveys) and building conditions should be undertaken only to the extent reliable information is not otherwise available. Neighborhood organization activities designed to facilitate resident participation in planning are eligible planning expenses.

### **a. Physical Improvement of the Neighborhood Area**

Planning and programing for the physical improvement of the neighborhood area should be designed to provide the framework within which detailed project planning is to take place. It would be likely to involve the following:

- (1) Any additional sample analysis of building and environmental conditions in the area necessary to fill in gaps in the problems analysis contained in the proposal.
- (2) Determination of the desires and attitudes of area residents with respect to environmental conditions in the area.
- (3) Setting precise goals for the physical improvement of the neighborhood and determination of the changes in building and environmental conditions needed over the five-year period to meet the established goals.

This will involve:

- (a) Determination of proposed population densities.
- (b) Determination of proposed land use refined approximately to the block level.
- (c) Determination of needed public facilities and their general location.
- (d) Determination of needed changes and



improvements in circulation patterns, and the general location of streets and roads.

(e) Indication of prospective rehabilitation standards.

(f) Delineation of areas for undertaking survey and planning of urban renewal projects, indication of portion of neighborhood area, if any, contemplated for clearance and redevelopment; delineation of areas for undertaking concentrated code enforcement activities, and delineation of areas for other physical improvement treatment, such as reconditioning and clean-up, fix-up activities.

(g) General estimates of family, individual, and business relocation needs and development of policies and principles to govern the relocation process.

(4) General estimate of the costs of undertaking the physical improvements in the area and an identification of the sources of available funds.

(5) Development of a program to bring about the improvements necessary to achieve the established goals and preparation of a time schedule for starting various projects and activities. Scheduling of activities should be based on an examination of interrelationships and interdependencies among various physical development projects and activities as well as various social service projects and activities.

(6) Making application for funds for any Federally-assisted projects and activities to be started in the first year of program execution.

#### **b. Housing**

Housing should be examined not only in terms of its physical condition and what will be required to bring structures up to an estab-

lished standard, but also in terms of what will be required to bring standard housing within the financial means of present occupants. The planning and programming of the housing component will be likely to involve the following:

(1) Analysis of low and moderate-income households in the neighborhood area in terms of the conditions of the housing units in which they live, the household size relative to housing unit size, and the income position of the household.

(2) Determination of housing needs and desires of residents.

(3) Analysis of existing housing, in the neighborhood area and elsewhere in the community, in relation to those needs and desires and to total community development needs. This analysis should be related to the development of the program of physical improvement to determine the continuing availability of existing housing for low and moderate-income residents.

(4) Setting precise goals for housing in terms of the increase in the supply of standard low and moderate-cost housing through rehabilitation and new construction.

(5) Estimation of the type, price range and location of housing to be added to the supply over the five-year period in order to meet the established goal.

(6) General estimate of the costs of providing standard housing of low and moderate cost and the identification of the sources of available funds.

(7) Development of a time-phased program which will achieve the established goals.

(8) Making application for funds for any Federally-assisted projects and activities to be started in the first year of program execution.

c. *Social Services* (Health, education, employment, recreation and culture, crime reduction, social services and welfare assistance)

Each group of social services should be viewed as a system. Each such system, to be effective, generally requires inputs from the other systems; therefore, planning and programming should include the development of linkages between systems. Planning and programming for each of these systems would be likely to include the following:

- (1) Any additional analysis of health (or education, employment, etc.) problems in the area necessary to fill in gaps in the problem analysis contained in the proposal.
- (2) Determination of the needs, desires and attitudes of area residents with respect to services and facilities in each service system.
- (3) Analysis of existing specific services and facilities in each system and an analysis of the manner of delivery of services in terms of their ability to solve these problems and fill these needs and desires.

(4) Setting precise goals for the service system in terms of the degree to which unmet needs and desires of the area residents are to be met over the five-year period, and in terms of the improvements in health, educational achievements, employability, and family welfare, availability of recreational and cultural opportunities, and reduction in crime and delinquency.

(5) Determination of the changes and/or increases in existing programs and services, and of additional ones needed to meet the established goals.

(6) General estimate of the costs of providing the various social services, and identification of the sources of available funds.

(7) Development of a time-phased program to bring about the planned service system which will achieve the established goals.

(8) Making application for funds for any Federally-assisted activities to be started in the first year of program execution.



## APPENDIX A

### PLANNING GRANT APPLICATION

The planning grant application should be submitted in looseleaf binder in 8 copies. Each page of each attachment shall be keyed in the upper right-hand corner with the name of the city, the state, and the part number of the attachment, e.g.,

City Name, State  
Part II, page 4

A tab on the right-hand side of the page should also be used to identify each part of the application.

The narrative of the attachment should be as concise as possible, while still complete and responsive to the questions and issues at hand.

The first page of the application should contain the following information:

#### **APPLICATION TO THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT FOR A GRANT TO PLAN A COMPREHENSIVE CITY DEMONSTRATION PROGRAM**

##### **A. Identification of Applicant.**

1. Legal corporate name of jurisdiction.
2. Mailing address.

3. Name, title and phone number of official to be contacted regarding this application.

##### **B. Date of Application.**

##### **C. Planning Grant Applied for.**

1. Amount of grant applied for.
2. Length of proposed planning period.

##### **D. Certification by Applicant:**

*The applicant identified above hereby represents that it has or will have available when needed adequate resources to defray, with the requested financial assistance grant, the cost of the preparation of the comprehensive city program; that the data and information submitted in support of and constituting part of this application for a grant are true, correct and complete; and that the undersigned has been duly empowered (1) to submit this request for financial assistance on behalf of the applicant, (2) to provide such additional information and documentation as may be required by the Department of Housing and Urban Development, and (3) otherwise to act as the authorized representative of the applicant*

*in connection with all matters pertaining to this application.*

*IN WITNESS WHEREOF, the applicant has caused this application to be duly executed in its name by its undersigned officer (or officers) on this ..... day of ....., 19..., in ....., County of ....., State of .....*

.....  
*Legal name of applicant*

*By:*

.....  
*Signature of authorized officer*

.....  
*Title of authorized officer*

The balance of the application should consist of the following parts:

## **PART I. PROPOSAL HIGHLIGHTS**

This section should highlight and summarize the material contained in subsequent parts of the proposal

- A. Summarize the description of the city**
- B. Summarize the description of the designated area.**
- C. Summarize the problems of the area.**
- D. Summarize the goals of the program.**
- E. Describe priorities established among program goals and state reasons for the priorities set.**
- F. Summarize in general terms overall program strategy and program approaches to be taken in meeting the goals.**
- G. Summarize innovative characteristics of the proposal.**
- H. Summarize administrative machinery to be employed.**

## **PART II. PROBLEM DEFINITION AND ANALYSIS**

### **A. Community Description**

Provide a brief general description of the applicant city. This should convey a sense of the city's present condition and outlook, and might include a description of the role the city plays in its region, the nature of the city's economy and the changes that are taking place in the economic base, the historical pattern of the city's physical growth, the location and extent of physical blight, the age and condition of the housing supply and community facilities, the composition of the city's population, the population migration patterns, and the income, skill and education levels of residents. Such factors should, where appropriate, be put into a metropolitan context.

### **B. The Model Neighborhood Area or Areas**

#### **1. Model Neighborhood Area Description**

- a. Attach a map indicating the location of the area or areas, and explain the reasons for the boundaries chosen. Explain why the area was selected over other potentially eligible areas.
- b. Provide a description of the social, economic and physical characteristics of the area or areas of the city to be covered by the demonstration program.
- c. The Act provides that the specific amount of supplemental grant to be made shall take into account "the number and intensity of the economic and social pressures in the sections or neighborhoods involved, such as those involving or resulting from population density, poverty levels, unemployment rate, public welfare participation, educational levels, health and disease characteristics, crime and delinquency rate, and degree of



substandard and dilapidated housing." To permit this determination to be made, information in each of the categories appearing below should be included.

If more current information is not readily available, information obtained from the 1960 U. S. Census of Population and Housing may be used. The Community Action Program Guide, Vol. 1, pp. 43-45, indicates possible sources of information requested. The sources

of information and definition of terms employed should be indicated in footnotes. If similar statistics are more easily obtained than the ones listed below, substitutions may be made. If information is not available indicate "N/A." When model neighborhood area data are not available, estimates should be made using information for the most nearly comparable statistical unit. Information should be updated during the planning period as necessary.

ITEM	CITY TOTAL	MODEL NEIGH- BORHOOD AREA
<b>Population Density</b>		
Housing Units per Acre		
Percent Units Overcrowded (More than One Person per Room)		
<b>Family Income</b>		
Total Number of Families		
Total Number of Families with Income Less than \$3,000		
Families with Income Less than \$3,000 as Percent of Total		
Families with Income Less than \$1,000		
Families with Income Less than \$1,000 as Percent of Total		
<b>Unemployment</b>		
Males 14 and Over in Civilian Labor Force		
Percent of such Males who are Unemployed		
Females 14 and Over in Civilian Labor Force		
Percent of such Females who are Unemployed		
<b>Welfare</b>		
Persons under 21		
Percent of Persons Under 21 Receiving A.F.D.C. Payments		

ITEM	CITY TOTAL	MODEL NEIGH- BORHOOD AREA
Persons Aged 65 and Over		
Percent of Persons 65 and Over Receiving Old-Age Assistance		
<b>Crime and Juvenile Delinquency</b>		
Total Number of Persons Under 18 Years Old		
Total Number of Juvenile Arrests		
Juvenile Arrests as a Percent of Persons Under 18 Years Old		
Total Number of Persons 18 Years Old and over		
Total Number of Criminal Arrests per Year (Excluding Minor Misdemeanors)		
Criminal Arrests as a Percent of Persons 18 Years Old and over		
<b>Housing</b>		
All Housing Units Number of Housing Units which are Substandard		
Percent of all Housing Units which are Substandard		
Number of Housing Units which are Dilapidated		
Percent of all Housing Units which are Dilapidated		
<b>Education</b>		
Total Number of Persons 14 and 15 Years Old		
Percent of Persons 14 and 15 Years Old Enrolled in School		
Total Number of Persons 16 and 17 Years Old		



ITEM	CITY TOTAL	MODEL NEIGH- BORHOOD AREA
Percent of Persons 16 and 17 Years Old Enrolled in School		
Total Number of Persons 25 Years Old and Over		
Percent of Persons 25 and over with Less than 8 Years of Education		
<b>Health</b>		
Infant Deaths as Percent of Births per Year		
Incidence of Tuberculosis per Thousand Population		

## 2. Problem Analysis

Provide an analysis of the social, economic and physical problems of the area, designed to indicate an in-depth understanding of what the problems are, why they have developed, and what will be required to overcome them.

The statute provides that "the Demonstration Cities Program is designed to provide assistance to enable cities to plan, develop and carry out comprehensive local programs containing new and imaginative proposals to rebuild or revitalize large slum and blighted areas, expand housing, job, and income opportunities, reduce dependence on welfare payments, improve educational facilities and programs, combat disease and ill health, reduce the incidence of crime and delinquency, enhance recreational and cultural opportunities, establish better access between homes and jobs, and generally improve living conditions for the people who live in such areas through the most effective and economical concentration and coordination of Federal, State, and local public and private efforts to improve the quality of urban life."

Thus a local program should focus on problems of :

- slums and blight
- housing opportunities
- job and income opportunities
- dependence on welfare payments
- education
- health
- crime and delinquency
- recreational and cultural opportunities
- access between homes and jobs
- general living conditions for people living in slums and blighted areas.

A model neighborhood area need not have all of the foregoing problems in order to qualify. However, to the extent such problems do exist, the local program should seek to solve them.

## PART III. PROGRAM COMPONENTS

This Part should focus on the various components of the comprehensive program. Responses should be related to statutory standards set out below and should be designed to answer the questions appearing below.

In answering questions under the heading "Work Program during Planning and Develop-

ment," the activities to be undertaken, including any surveys, studies, and analyses to be made, should be described and the agencies or organizations to be involved and the nature and extent of their involvement should be identified. Commitments to participate and evidence of willingness of relevant agencies to cooperate in planning should be attached.

### A. Physical Improvements

*Statutory Standard: A comprehensive city demonstration program is eligible for assistance only if it is of sufficient magnitude to remove or arrest blight and decay in entire sections or neighborhoods.*

1. NEED. What are the problems of blight and decay in the model neighborhood area and what are the needs of residents for an improved living environment? (Refer to Part II as appropriate.)
2. PRESENT EFFORT. What is being done at present to improve the physical quality of the model neighborhood area?
3. GOALS. What are the goals for the physical improvement of the area?
4. PROGRAM APPROACH. What program approaches are to be employed to meet the goals?
5. WORK PROGRAM. What is to be done? Who is to do the work? To what extent and in what ways will neighborhood area residents participate?

### B. Housing Supply

*Statutory Standard: A comprehensive city demonstration program is eligible for assistance only if it will contribute to a well-balanced city with a substantial increase in the supply of standard housing of low and moderate cost.*

1. NEED. What are the problems and needs of neighborhood area residents and what

are the city-wide problems and needs with respect to the supply of standard housing of low and moderate cost? (Refer to Part II as appropriate.)

2. PRESENT EFFORT. What is being done at present to increase the supply?
3. GOALS. What are the goals with respect to increasing the supply?
4. PROGRAM APPROACH. What program approaches are to be employed to meet the goals?
5. WORK PROGRAM. What is to be done? Who will do the work? To what extent and in what ways will neighborhood area residents participate?

### C. Housing Choice

*Statutory Standard: A comprehensive city demonstration program is eligible for assistance only if it will contribute to a well-balanced city with maximum opportunities in the choice of housing accommodations for all citizens of all income levels.*

1. NEED. What are the problems and needs of neighborhood residents and other residents of the city with respect to choice of housing accommodations? (Refer to Part II as appropriate.)
2. PRESENT EFFORT. What is being done at present to increase opportunities in the choice of housing accommodations?
3. GOALS. What are the goals with respect to providing opportunities in the choice of housing accommodations?
4. PROGRAM APPROACH. What program approaches are to be employed to meet the goals?
5. WORK PROGRAM. What is to be done? Who is to do the work? To what extent and in what ways will area residents participate?



#### D. Public Facilities

*Statutory Standard: A comprehensive city demonstration program is eligible for assistance only if it will contribute to a well-balanced city with adequate public facilities (including those needed for education, health and social services, transportation, and recreation), commercial facilities adequate to serve the residential areas, and ease of access between the residential areas and centers of employment.*

1. NEED. What is the general nature and extent of need for such facilities in the model neighborhood area? (Refer to Part II as appropriate.)
2. PRESENT EFFORT. What is being done at present to provide needed public facilities?
3. GOALS. What are the goals with respect to increasing public facilities?
4. PROGRAM APPROACH. What program approaches are to be employed to meet the goals?
5. WORK PROGRAM. What is to be done? Who is to do the work? To what extent and in what ways will neighborhood area residents participate?

#### E-I. Services

*Statutory Standard: A comprehensive city demonstration program is eligible for assistance only if it is of sufficient magnitude to make marked progress in reducing social and educational disadvantages, and ill health, and to provide educational, health, and social services necessary to serve the poor and disadvantaged in the area.*

The following questions should be answered with respect to (E) health services; (F) education services; (G) crime reduction activities; (H) recreational and cultural services; (I) social services and welfare assistance. Substitute

the name of the type of services being discussed for the type appearing in the questions below.

1. NEED. What are the health problems and needs of the model neighborhood area residents? (Refer to Part II as appropriate.)
2. PRESENT EFFORT. What is being done at present to solve health problems in the area and to provide health services for residents.)
3. GOALS. What are the goals of the health component?
4. PROGRAM APPROACH. What program approaches are to be employed to meet the goals?
5. WORK PROGRAM. What is to be done? Who is to do the work? To what extent and in what ways will neighborhood area residents participate?

#### J. Employment

*Statutory Standard: A comprehensive city demonstration program is eligible for assistance only if it is of sufficient magnitude to make marked progress in reducing under-employment and enforced idleness, to provide maximum opportunities for employing residents of the area in all phases of the program, and to enlarge opportunities for work and training.*

1. NEED. What are the employment problems and needs of neighborhood area residents? (Refer to Part II as appropriate.)
2. PRESENT EFFORT. What is being done at present to solve employment problems and meet employment needs?
3. GOALS. What are the goals of the employment component?
4. PROGRAM APPROACH.
  - a. What program approaches are to be employed to meet the goals?
  - b. What steps are to be taken to ensure

that the program results in enlarged opportunities for work and training?

- c. What steps are to be taken to ensure that area residents are provided maximum employment opportunities in all phases of the program?
5. WORK PROGRAM. What is to be done? Who is to do the work? To what extent and in what ways will neighborhood area residents participate?

#### K. Relocation

*Statutory Standard: A comprehensive city demonstration program shall include a relocation plan the provisions and procedures of which meet relocation standards equivalent to those prescribed for urban renewal projects. Relocation activities, to the maximum extent feasible, should be coordinated with the increase in the supply of standard housing for low and moderate-income occupancy as provided under the demonstration program or otherwise, in order to best maintain the available supply of housing for all such families and individuals throughout the city.*

1. NEED. What relocation problems and needs of neighborhood area residents are anticipated? (Refer to Part II as appropriate.)
2. PRESENT EFFORT. What are the present relocation services and programs in the community?
3. GOALS. What are the goals for the relocation process?
4. PROGRAM APPROACH. What program approaches are to be employed to meet the goals? What steps will be taken to ensure that relocation activities will be coordinated with the increase in the supply of low and moderate-income housing?
5. WORK PROGRAM. What is to be done?

Who is to do the work? To what extent and in what ways will neighborhood area residents participate?

#### L. Design

*Statutory Standard: City Demonstration Agencies are encouraged to enhance neighborhoods by applying a high standard of design.*

1. NEED. What are the problems of the area with respect to design?
2. GOALS. What are the design goals for the neighborhood?
3. PROGRAM APPROACH. What program approaches are to be employed to meet the goals?
4. WORK PROGRAM. What is to be done? Who is to do the work? To what extent and in what ways will area residents participate?

#### M. Preservation

*Statutory Standard: City Demonstration Agencies are encouraged to maintain natural and historic sites and distinctive neighborhood characteristics.*

1. EXISTING CONDITIONS. What are the natural and historic sites and the distinctive characteristics of the neighborhood?
2. PRESENT EFFORT. What is being done at present to maintain them?
3. GOALS. What are the goals for maintenance of natural and historic sites and distinctive neighborhood characteristics?
4. PROGRAM APPROACH. What program approaches are to be employed to meet the goals?
5. WORK PROGRAM. What is to be done? Who is to do the work?

#### N. Citizen Participation

*Statutory Standard: A comprehensive city demonstration program is eligible for assist-*



*ance only if it is of sufficient magnitude to provide widespread citizen participation in the program.*

1. NEED. What are the problems of citizen participation in public programs in the model neighborhood area? (Refer to Part II as appropriate.)
2. PRESENT EFFORT. What is being done at present to provide for citizen participation in public programs?
3. GOALS. What are the goals sought with respect to citizen participation?
4. What program approaches are to be employed to meet the goals?
5. WORK PROGRAM. What is to be done? Who is to do the work?

#### **O. New Technology**

*Statutory Standard: City Demonstration Agencies are encouraged to make maximum possible use of new and improved technology and design, including cost reduction techniques.*

1. What factors exist which might inhibit utilization of new and improved technology and design, including cost reduction techniques?
2. What steps are to be taken to make maximum possible use of such technology and design?

#### **P. Consistency of Laws**

*Statutory Standard: A comprehensive city demonstration program is eligible for assistance only if substantive local laws, regulations and other requirements are or can be expected to be consistent with the objectives of the demonstration program.*

1. What local laws, regulations and other requirements might be inconsistent with the objectives of the program?
2. What steps are to be taken to ensure that

the inconsistencies which exist will be corrected?

**Q. Private Initiative and Enterprise**  
*Statutory Standard: A comprehensive city demonstration program is eligible for assistance only if, in carrying out the program, the fullest utilization possible will be made of private initiative and enterprise.*

1. What steps are to be taken to ensure maximum utilization of private initiative and enterprise in carrying out the program?
2. What steps are to be taken to involve voluntary health, welfare and religious organizations in carrying out the program?

#### **R. Consistency with Comprehensive Planning**

*Statutory Standard: A comprehensive city demonstration program is eligible for assistance only if it is consistent with comprehensive planning for the entire urban or metropolitan area.*

What steps are to be taken to ensure that the program is consistent with comprehensive planning for the city or metropolitan area?

#### **S. Cost-Benefit Analysis and Program Budgeting**

*Statutory Standard: Preparation of the program should include analysis of the costs and benefits of alternative courses of action to meet urban needs and the establishment of programming systems designed to facilitate such analysis.*

What steps will be taken to include cost-benefit analysis of alternative courses of action and to establish information and programming systems designed to facilitate such analysis?

#### **T. Sound Development of the Entire City**

*Statutory Standard: A comprehensive city demonstration program is eligible for assist-*

*ance only if it will contribute to the sound development of the entire city.*

In what ways will the program contribute to the sound development of the entire city?

#### **PART IV. COMMITMENT TO CARRYING OUT THE PROGRAM**

What public and private agencies groups and individuals participated in developing the proposal? Describe the nature and extent of their involvement. Attach any additional endorsements not otherwise submitted indicating support of the program.

#### **PART V. CAPACITY FOR CARRYING OUT THE PROGRAM**

##### **A. Administrative Machinery for Planning Program**

*Statutory Standard: Financial assistance will be provided for planning and developing comprehensive city demonstration programs only if there exists administrative machinery through which coordination of all related planning activities of local agencies can be achieved and necessary cooperation of agencies engaged in related local planning can be obtained.*

1. Describe the City Demonstration Agency which will receive the planning grant. What are its powers and duties? What is its relationship to elected officials of the community?
2. Describe the agencies performing planning activities related to the comprehensive city demonstration program.
3. Describe the administrative machinery through which coordination of planning activities of these agencies will be achieved and the evidence of cooperation of agencies engaged in related planning activities. Cite

budgetary, staff, or other firm commitments to contribute to the planning of the program. Include the agreement of each related agency to participate during the planning period in developing projects and activities in its area of functional responsibility as outlined in the proposal which will (1) meet the goals of the program, and (2) be coordinated and interrelated with other projects and activities to be undertaken as part of the demonstration.

##### **B. Administrative machinery to carry out the program**

*Statutory Standard: A comprehensive city demonstration program is eligible for assistance only if administrative machinery is available at the local level for carrying out the program on a consolidated and coordinated basis.*

1. How is the community now organized to administer programs similar to those to be carried out as part of a demonstration program?
  - (a) Describe the segments of local government responsible for administering zoning and land controls, health, welfare and educational programs, public services, renewal, community action planning and other relevant programs. Include an organization chart indicating the existing structure.
  - (b) Describe the State agencies involved in local program activities important to the demonstration program.
  - (c) Describe the nonpublic agencies involved in providing social services, housing assistance and similar programs.
  - (d) Describe existing neighborhood organizations in the model neighborhood area.



- (e) Describe social and physical community improvement programs which have been undertaken in the community and describe the methods employed to achieve coordination.
2. To the extent it has been determined, describe the administrative machinery which is proposed for carrying out the demonstration program:
- (a) What changes in the existing structure are contemplated?
  - (b) What administrative unit is proposed as the City Demonstration Agency which will carry out the program?
- What are its proposed functions, powers, and responsibilities?
  - (c) How is it proposed to achieve program execution on a consolidated and coordinated basis?
  - (d) How is it proposed to obtain the cooperation of other agencies whose participation will be necessary to the success of the program?
  - (e) What steps are to be taken in the planning period to develop further the administrative machinery for carrying out the program?

**PART VI. ESTIMATE OF FEDERAL GRANT PROGRAMS IMPACTING ON PROPOSED MODEL NEIGHBORHOOD AREA**

Identify in the format shown below estimates of the Federal grant-in-aid programs presently being employed which are closely related to the physical and social problems in the neighborhood area, and which—if made a part of a comprehensive demonstration program—could reasonably be expected to have a noticeable effect on such problems. Indicate by narrative footnotes the basis on which any partial allocation of a total grant is made to the model

neighborhood area. General approximations will be sufficient. Applicants will not be bound by their estimates in computing supplemental grant entitlement.

Include and indicate status of (a) grants (one-time or continuing) currently contracted for with the Federal Government, directly or acting through the state government; (b) grants formally allocated but not yet contractually obligated by the Federal Government; and (c) applications for grants pending with Federal agencies but not yet allocated by such agencies. *Do not* include applications for grants under consideration but not yet filed.

**A. Continuing Programs Aided by Federal Grants**

Federal agency and nature of grant	Estimated annual amount related to neighborhood area	Non-Federal share of annual amount related to model neighborhood area

**B. Project-Type Federal Grants**

Federal agency and nature of grant	Amount related to neighborhood area	Non-Federal share related to model neighborhood area	Under contract (give % completion)	Status of Grant Allocated only	Applied for
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**PART VII. OTHER PLANNING GRANTS RECEIVED FROM FEDERAL AGENCIES**

Identify all Federal planning and program development grants made to the city by any Federal agency that significantly relate to the

proposed model neighborhood area. Indicate whether the work under such grants has been completed or is still in process, and describe whether and how the results of such work will be used in the planning of the demonstration program.

**PART VIII. AMOUNT OF GRANT REQUESTED**

**A. Tabular Presentation**

NAME OF CITY			
Line No.	Activity Classification (a)	To Be Completed By Applicant	To Be Completed By HUD
		Budget Requested For ..... Months (b)	Budget Approved For ..... Months (c)
1.	Staff Salaries	\$	\$
2.	Employee Benefits Compensation		
3.	Consultants and Contract Services		



4. Travel		
5. Other Costs (Specify below; attach additional sheets if necessary)		
a.		
b.		
c.		
d.		
6. Subtotal (Sum of Lines 1 through 5d)	\$	\$
7. Local Share (20% of Line 6)	\$	\$
8. Amount of Request (Line 6 minus Line 7)	\$	\$

**B. Explanation of Request for Planning Funds**

The tabular data on lines 1 thru 5d in the Planning Budget should be supported by explanatory material identified below (see also Part V. A. 1 of Planning Guide for Allowable Planning Costs.)

LINE 1. Show on a separate schedule each position to be fully or partially funded. Identify (a) position title, (b) monthly rate of compensation, (c) number of months to be assigned to project, (d) total compensation contemplated for the position, e.g.:

<u>Position Title</u>	<u>Monthly Rate</u>	<u># Months Assigned</u>	<u>Total Compensation</u>	<u>Source of Staff</u>
Project Director	\$XXX	6	\$XXX	Mayor's office
Urban Planner	\$XXX	6	\$XXX	City Plan. Dept.
.....				
.....				
Education Program Analyst	\$XXX	4	\$XXX	City School System
.....				
Bldg. Inspector	\$XXX	2	\$XXX	City Eng. Dept.
.....				
Secretaries(5)	\$XXX ea.	5	\$XXX	Recruitment
<b>TOTAL</b>	—	—	\$XXX	

LINE 2. Identify the estimated salary-related cost and fringe benefits related to the direct positions set forth above (retirement, health insurance, etc.) State specifically the total amount for each benefit category.

LINE 3. Identify specifically the work to be carried out by consultants, or by other contractual arrangements. Indicate for each such item of work the estimated cost of the proposed contract.

LINE 4. Identify specifically the out-of-city trips to be made, indicating by position who will travel and the purpose of each such trip. Estimate the requirement for local travel, and explain basis of that estimate.

LINE 5. On lines 5a, 5b, etc., identify briefly each major item of other expense, and separately support each such estimate by a statement explaining the item. Include in this section all allowable costs not included above. (See V.B. of this guide)

### C. Planning Work Program

Provide on a separate attachment a time-phased work program showing starting and completion dates, and estimated costs, of the individual work program activities. Refer to work program activities described in Part III as appropriate.

## PART IX. RESOLUTION OF GOVERNING BODY

Section 104 of the Demonstration Cities and Metropolitan Development Act of 1966 requires that the application for a planning grant be approved by the local governing body of the city. The following resolution form, when duly adopted by the governing body, will meet this requirement. Each application must be accompanied by a certified copy of such an adopted resolution.

RESOLUTION NO. ....

*Resolution of Local Governing Body Approving Request for Financial Assistance to Plan and Develop a Comprehensive City Demonstration Program*

WHEREAS the .....<sup>1</sup>

*desires to undertake a comprehensive program to rebuild or revitalize large slum and blighted areas and generally improve living conditions for the people who live in such areas; and*

*WHEREAS the Secretary of Housing and Urban Development is authorized to make grants to, and contract with, City Demonstration Agencies to pay 80 percent of the costs of planning and developing such city demonstration programs:*

*NOW, THEREFORE, be it resolved by the (official title of local governing body, e.g., Council, Board of Aldermen, etc.) of (name of locality, e.g., city, town, borough, etc., county and state) as follows:*

*Approval is hereby granted (1) for the submission of a request for financial assistance for the planning and development of a comprehensive city demonstration program; (2) for the provision of any information or documentation concerning the preparation and content of such program as may be required by the Department of Housing and Urban Development; and (3) for the representation by (name and title of authorized officer certifying application) as the authorized representative empowered to act on behalf of (name of locality, e.g., city, town, borough, etc., county and state) in connection with all matters pertaining to the request for financial assistance.*

*The undersigned hereby certifies that:*

*1. He is the duly qualified and acting (title of officer) of the (name of local governing body) and keeper of its official records.*

*2. The foregoing resolution is a true and correct copy of the resolution as finally adopted at a meeting of the (name of local governing body) held on the ..... day of ....., 19...., and duly recorded in his office.*



3. *The undersigned is duly authorized to execute this certificate.*

*IN WITNESS WHEREOF, the undersigned has hereunto set his hand this ..... day of....., 19....*

.....  
*(Signature of Recording Officer)*

.....  
*(Title of Recording Officer)*

## **APPENDIX B**

Following is a partial list of Federal grant-in-aid programs with local matching requirements which might possibly be incorporated in a program:

### **HUD**

1. Urban Renewal
2. Neighborhood Facilities
3. Urban Mass Transit
4. Open Space Land
5. Urban Beautification
6. Water and Sewer Facilities
7. Community Renewal Program
8. Code Enforcement Program
9. Demolition of Unsafe Structures
10. Low-Rent Public Housing

### **HEW**

#### **Office of Education:**

1. National Teacher Corps
2. Library Services and Construction
3. Adult Basic Education
4. Guidance Testing and Counseling
5. College Work Study Program
6. Higher Education Facilities
7. Vocational Education
8. Vocational Work Study
9. Instruction in Critical Subjects, Humanities and the Arts

10. Training and Skill Development Programs

#### **Vocational Rehabilitation Administration:**

##### **Vocational Rehabilitation Services and Facilities**

#### **Public Health Service:**

1. Hospital and Medical Facilities Construction
2. Air Pollution Control
3. Community Mental Health Centers
4. Community Health Services
5. Comprehensive Public Health Services

#### **Welfare Administration:**

1. Aid to Families with Dependent Children
2. Child Welfare Services
3. Maternal and Child Health Services
4. Medical Assistance to the Aged
5. Aid to the Blind
6. Aid to the Disabled
7. Medical Assistance Program
8. Old Age Assistance
9. Work Experience and Training

### **INTERIOR**

1. Waste Treatment Works Construction
2. Outdoor Recreation Facilities



### **AGRICULTURE**

1. Food Stamp Program
2. School Lunch Program

### **COMMERCE**

1. Highway Planning and Construction
2. Public Works and Development  
Facilities Grants

### **LABOR**

1. Training and Skill Development Programs
2. Neighborhood Youth Corps

### **OEO**

1. Community Action Programs

2. Special Impact Programs

### **JUSTICE**

#### **Law Enforcement Assistance Program**

Other Federal programs do not have local matching requirements and would not be included in the base in calculating the supplemental grant. However, many of these programs would have impact on area problems and should be utilized as appropriate. These programs include VISTA volunteers, Job Corps, U. S. Employment Service, Education of Children of Low-Income Families and Supplementary Education Centers and Services.

## APPENDIX C

### DEMONSTRATION CITIES AND METROPOLITAN DEVELOPMENT ACT OF 1966

(Public Law 89-754)

#### Title I—Comprehensive City Demonstration Programs

##### *Findings and Declaration of Purpose*

Sec. 101. The Congress hereby finds and declares that improving the quality of urban life is the most critical domestic problem facing the United States. The persistence of widespread urban slums and blight, the concentration of persons of low income in older urban areas, and the unmet needs for additional housing and community facilities and services arising from rapid expansion of our urban population have resulted in a marked deterioration in the quality of the environment and the lives of large numbers of our people while the Nation as a whole prospers.

The Congress further finds and declares that cities, of all sizes, do not have adequate resources to deal effectively with the critical problems facing them, and that Federal assistance in addition to that now authorized by the urban renewal program and other existing Federal grant-in-aid programs is essential to enable cities to plan, develop, and conduct programs to improve their physical environment, increase

their supply of adequate housing for low and moderate-income people, and provide educational and social services vital to health and welfare.

The purposes of this title are to provide additional financial and technical assistance to enable cities of all sizes (with equal regard to the problems of small as well as large cities) to plan, develop, and carry out locally prepared and scheduled comprehensive city demonstration programs containing new and imaginative proposals to rebuild or revitalize large slum and blighted areas; to expand housing, job, and income opportunities; to reduce dependence on welfare payments; to improve educational facilities and programs; to combat disease and ill health; to reduce the incidence of crime and delinquency; to enhance recreational and cultural opportunities; to establish better access between homes and jobs; and generally to improve living conditions for the people who live in such areas, and to accomplish these objectives through the most effective and economical



concentration and coordination of Federal, State, and local public and private efforts to improve the quality of urban life.

#### *Basic Authority*

Sec. 102. The Secretary of Housing and Urban Development (hereinafter referred to as the "Secretary") is authorized to make grants and provide technical assistance, as provided by this title, to enable city demonstration agencies (as defined in Section 112(2)) to plan, develop, and carry out comprehensive city demonstration programs in accordance with the purposes of this title.

#### *Eligibility for Assistance*

Sec. 103. (a) A comprehensive city demonstration program is eligible for assistance under sections 105 and 107 only if:

- (1) physical and social problems in the area of the city covered by the program are such that a comprehensive city demonstration program is necessary to carry out the policy of the Congress as expressed in section 101;
- (2) the program is of sufficient magnitude to make a substantial impact on the physical and social problems and to remove or arrest blight and decay in entire sections or neighborhoods; to contribute to the sound development of the entire city; to make marked progress in reducing social and educational disadvantages, ill health, underemployment, and enforced idleness; and to provide educational, health, and social services necessary to serve the poor and disadvantaged in the area, widespread citizen participation in the program, maximum opportunities for employing residents of the area in all phases of the program, and enlarged opportunities for work and training;
- (3) the program, including rebuilding or restoration, will contribute to a well-balanced city with a substantial increase in the supply

of standard housing of low and moderate cost, maximum opportunities in the choice of housing accommodations for all citizens of all income levels, adequate public facilities (including those needed for education, health and social services, transportation, and recreation), commercial facilities adequate to serve the residential areas, and ease of access between the residential areas and centers of employment;

- (4) the various projects and activities to be undertaken in connection with such programs are scheduled to be initiated within a reasonably short period of time; adequate local resources are, or will be, available for the completion of the program as scheduled, and, in the carrying out of the program, the fullest utilization possible will be made of private initiative and enterprise; administrative machinery is available at the local level for carrying out the program on a consolidated and coordinated basis; substantive local laws, regulations, and other requirements are, or can be expected to be, consistent with the objectives of the program; there exists a relocation plan meeting the requirements of the regulations referred to in section 107; the local governing body has approved the program and, where appropriate, applications for assistance under the program; agencies whose cooperation is necessary to the success of the program have indicated their intent to furnish such cooperation; the program is consistent with comprehensive planning for the entire urban or metropolitan area; and the locality will maintain, during the period an approved comprehensive city demonstration program is being carried out, a level of aggregate expenditures for activities similar to those being assisted under this title which is not less than the level of aggregate expenditures for such activ-

ities prior to initiation of the comprehensive city demonstration program; and

(5) the program meets such additional requirements as the Secretary may establish to carry out the purposes of this title: *Provided*, That the authority of the Secretary under this paragraph shall not be used to impose criteria or establish requirements except those which are related and essential to the specific provisions of this title.

(b) In implementing this title the Secretary shall

(1) emphasize local initiative in the planning, development, and implementation of comprehensive city demonstration programs;

(2) insure, in conjunction with other appropriate Federal departments and agencies and at the direction of the President, maximum coordination of Federal assistance provided in connection with this title, prompt response to local initiative, and maximum flexibility in programing, consistent with the requirements of law and sound administrative practice; and

(3) encourage city demonstration agencies to (A) enhance neighborhoods by applying a high standard of design, (B) maintain, as appropriate, natural and historic sites and distinctive neighborhood characteristics, and (C) make maximum possible use of new and improved technology and design, including cost reduction techniques.

(c) The preparation of demonstration city programs should include to the maximum extent feasible (1) the performance of analyses that provide explicit and systematic comparisons of the costs and benefits, financial and otherwise, of alternative possible actions or courses of action designed to fulfill urban needs; and (2) the establishment of programing systems designed to assure effective use of

such analyses by city demonstration agencies and by other government bodies.

(d) Nothing in this section shall authorize the Secretary to require (or condition the availability or amount of financial assistance authorized to be provided under this title upon) the adoption by any community of a program (1) by which pupils now resident in a school district not within the confines of the area covered by the city demonstration program shall be transferred to a school or school district including all or part of such area, or (2) by which pupils now resident in a school district within the confines of the area covered by the city demonstration program shall be transferred to a school or school district not including a part of such area.

*Financial Assistance for Planning  
Comprehensive City Demonstration  
Programs*

Sec. 104. (a) The Secretary is authorized to make grants to, and to contract with, city demonstration agencies to pay 80 per centum of the costs of planning and developing comprehensive city demonstration programs.

(b) Financial assistance will be provided under this section only if (1) the application for such assistance has been approved by the local governing body of the city, and (2) the Secretary has determined that there exist (A) administrative machinery through which coordination of all related planning activities of local agencies can be achieved, and (B) evidence that necessary cooperation of agencies engaged in related local planning can be obtained.

*Financial Assistance for Approved  
Comprehensive City Demonstration  
Programs*

Sec. 105. (a) The Secretary is authorized to approve comprehensive city demonstration programs if, after review of the plans, he deter-



mines that such plans satisfy the criteria for such programs set forth in section 103.

(b) The Secretary is authorized to make grants to, and to contract with, city demonstration agencies to pay 80 per centum of the cost of administering approved comprehensive city demonstration programs, but not the cost of administering any project or activity assisted under a Federal grant-in-aid program.

(c) To assist the city to carry out the projects or activities included within an approved comprehensive city demonstration program, the Secretary is authorized to make grants to the city demonstration agency of not to exceed 80 per centum of the aggregate amount of non-Federal contributions otherwise required to be made to all projects or activities assisted by Federal grant-in-aid programs (as defined in section 112(1)) which are carried out in connection with such demonstration program: *Provided*, That no Federal grant-in-aid program shall be considered to be carried out in connection with such demonstration program unless it is closely related to the physical and social problems in the area of the city covered by the program and unless it can reasonably be expected to have a noticeable effect upon such problems. The specific amount of any such grant shall take into account the number and intensity of the economic and social pressures in the sections or neighborhoods involved, such as those involving or resulting from population density, poverty levels, unemployment rate, public welfare participation, educational levels, health and disease characteristics, crime and delinquency rate, and degree of substandard and dilapidated housing. The amount of non-Federal contribution required for each project in a Federal grant-in-aid program shall be certified to the Secretary by the Federal department or agency (other than the Department of Housing and Urban Development)

administering such program, and the Secretary shall accept such certification in computing the grants hereunder.

(d) Grant funds provided to assist projects and activities included within an approved comprehensive city demonstration program pursuant to subsection (c) of this section shall be made available to assist new and additional projects and activities not assisted under a Federal grant-in-aid program. To the extent such funds are not necessary to support fully such new and additional projects and activities, they may be used and credited as part or all of the required non-Federal contribution to projects or activities, assisted under a Federal grant-in-aid program, which are part of an approved comprehensive city demonstration program. Such grant funds, however, shall not be used—

- (1) for the general administration of local governments; or
- (2) to replace non-Federal contributions in any federally aided project or activity included in an approved comprehensive city demonstration program, if prior to the filing of an application for assistance under section 104 an agreement has been entered into with any Federal agency obligating such non-Federal contributions with respect to such project or activity.

#### *Technical Assistance*

Sec. 106. The Secretary is authorized to undertake such activities as he determines to be desirable to provide, either directly or by contracts or other arrangements, technical assistance to city demonstration agencies to assist such agencies in planning, developing, and administering comprehensive city demonstration programs.

#### *Relocation Requirements and Payments*

Sec. 107. (a) A comprehensive city demonstration program shall include a plan for the relocation of individuals, families, business

concerns, and nonprofit organizations displaced or to be displaced in the carrying out of such program. The relocation plan shall be consistent with regulations prescribed by the Secretary to assure that (1) the provisions and procedures included in the plan meet relocation standards equivalent to those prescribed under section 105(c) of the Housing Act of 1949 with respect to urban renewal projects assisted under title I of that Act, and (2) relocation activities are coordinated to the maximum extent feasible with the increase in the supply of decent, safe, and sanitary housing for families and individuals of low or moderate income, as provided under the comprehensive city demonstration program, or otherwise, in order to best maintain the available supply of housing for all such families and individuals throughout the city.

(b) (1) To the extent not otherwise authorized under any Federal law, financial assistance extended to a city demonstration agency under section 105 shall include grants to cover the full cost of relocation payments, as herein defined. Such grants shall be in addition to other financial assistance extended to such agency under section 105.

(2) The term "relocation payments" means payments by a city demonstration agency to a displaced individual, family, business concern, or nonprofit organization which are made on such terms and conditions and subject to such limitations (to the extent applicable, but not including the date of displacement) as are provided for relocation payments, at the time such payments are approved, by section 114(b), (c), (d), and (e) of the Housing Act of 1949 with respect to projects assisted under title I thereof.

(c) Subsection (b) shall not be applicable with respect to any displacement occurring prior to the date of the enactment of this

Act.

*Continued Availability of Federal Grant-in-Aid Program Funds.*

Sec. 108. Notwithstanding any other provision of law, unless hereafter enacted expressly in limitation of the provisions of this section, funds appropriated for a Federal grant-in-aid program which are reserved for any projects or activities assisted under such grant-in-aid program and undertaken in connection with an approved comprehensive city demonstration program shall remain available until expended.

*Consultation*

Sec. 109. In carrying out the provisions of this title, including the issuance of regulations, the Secretary shall consult with other Federal departments and agencies administering Federal grant-in-aid programs. The Secretary shall consult with each Federal department and agency affected by each comprehensive city demonstration program before entering into a commitment to make grants for such program under section 105.

*Labor Standards*

Sec. 110. (a) All laborers and mechanics employed by contractors or subcontractors in the construction, rehabilitation, alteration, or repair of projects which—

(1) are federally assisted in whole or in part under this title and

(2) are not otherwise subject to section 212 of the National Housing Act, section 16(2) of the United States Housing Act of 1937, section 109 of the Housing Act of 1949, or any other provision of Federal law imposing labor standards on federally assisted construction,

shall be paid wages at rates not less than those prevailing on similar construction in the locality as determined by the Secretary of Labor in accordance with the Davis-Bacon Act, as amended (40 U.S.C. 276a—276a-5): *Provided,*



That this section shall apply to the construction, rehabilitation, alteration, or repair of residential property only if such residential property is designed for residential use for eight or more families. No financial assistance shall be extended to any such projects unless adequate assurance is first obtained that these labor standards will be maintained upon the construction work.

(b) The Secretary of Labor shall have, with respect to the labor standards specified in subsection (a), the authority and functions set forth in Reorganization Plan Numbered 14 of 1950 (15 F.R. 3176; 64 Stat. 1267; 5 U.S.C. 133z-15), and section 2 of the Act of June 13, 1934, as amended (48 Stat. 948; 40 U.S.C. 276c), and the Contract Work Hours Standards Act (76 Stat. 357).

#### *Appropriations*

Sec. 111. (a) There are authorized to be appropriated, for the purpose of financial assistance and administrative expenses under sections 104 and 106, not to exceed \$12,000,000 for the fiscal year ending June 30, 1967, and not to exceed \$12,000,000 for the fiscal year ending June 30, 1968.

(b) There are authorized to be appropriated, for the purpose of financial assistance and administrative expenses under sections 105, 106, and 107, not to exceed \$400,000,000 for the fiscal year ending June, 1968, and not to exceed \$500,000,000 for the fiscal year ending June 30, 1969.

(c) Appropriations authorized under this section shall remain available until expended.

#### *Definitions*

Sec. 112. As used in this title—

(1) "Federal grant-in-aid program" means a program of Federal financial assistance other than loans and other than the assistance provided by this title.

(2) "City demonstration agency" means the

city, the county, or any local public agency established or designated by the local governing body of such city or county to administer the comprehensive city demonstration program.

(3) "City" means any municipality (or two or more municipalities acting jointly) or any county or other public body (or two or more acting jointly) having general governmental powers.

(4) "Local" agencies include State agencies and instrumentalities providing services or resources to a city or locality, and "local" resources include those provided to a city or locality by a State or its agency or instrumentality.

#### *Grant Authority for Urban Renewal Projects which are Part of Approved Comprehensive City Demonstration Programs*

Sec. 113. Section 103(b) of the Housing Act of 1949 is amended by inserting after the first sentence the following new sentence: "In addition to the authority to make grants provided in the first sentence of this subsection, the Secretary may contract to make grants under this title, on or after July 1, 1967, in an amount not to exceed \$250,000,000: *Provided*, That the authority to contract to make grants provided by this sentence shall be exercised only with respect to an urban renewal project which is identified and scheduled to be carried out as one of the projects or activities included within an approved comprehensive city demonstration program assisted under the provisions of section 105(c) of the Demonstration Cities and Metropolitan Development Act of 1966."

#### *State Limit*

Sec. 114. Grants made under section 105 for projects in any one State shall not exceed in the aggregate 15 per centum of the aggregate amount of funds authorized to be appropriated under section 111.