

MODEL CITIES PROGRAM
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SECTION 1. PROBLEM ANALYSIS

TRANSPORTATION

1. Introduction

The problem of transportation in the Model Cities area has often restricted the Black to the ghetto and has been partially responsible for denying him adequate employment, recreation, favorable shopping, higher education, as well as health and virtually every social service. Mass transit is expensive, infrequently scheduled, poorly routed, and poorly maintained. Private transportation imposes an even greater burden upon Blacks. Finance rates are higher to the Black than to the White, while insurance is, in many cases, flatly denied him or the rates he is quoted are prohibitive.

The result of this multitude of inequalities is to further depress the Black economically and educationally and increase his already extreme sense of alienation and frustration.

A. High Employment Areas

The industrial and commercial growth areas of Portland are generally in the suburbs or in concentrated locations such as Rivergate and Swan Island industrial parks. A few large companies in these locations have made special efforts to employ minority group people, but for the most part, employment is Caucasian. The experience of the Urban League, Neighborhood Service Center, and others working in manpower programs, as well as the citizen's experience, points to the fact that transportation problems contribute heavily to the under representation of Model Cities residents in job growth areas.

Many of the job areas are simply not served by public mass transit, ~~others~~ are inadequately served. Far too few Blacks have private transporta-

tion and, as a result, residents are unable to accept jobs that are offered to them.

B. Health, Medical and Welfare Services

The health and welfare services for the poor and disadvantaged are mostly located on the west side of the Willamette River. Residents who depend on public transportation are required to take a bus to downtown Portland and then transfer to a second bus that takes them to their destination. It is realized that several agencies are represented at the Model Cities Information Center, but these are generally for answering questions and guiding persons to proper locations and departments for the service desired. The county hospital is located in the west Portland hills while the welfare offices are south of the downtown core area. Both require bus transfers for Model Cities residents.

C. Shopping

There are only two shopping areas, Lloyd Center and downtown Portland, within a reasonable distance of the Model Neighborhood. Both are served by mass transit and both offer fair and competitive prices. The problems are that fares are too high and routes too far apart to adequately serve the area. Many people live five or more blocks from the closest route, and then it may well require a transfer for them to reach their destination.

Lower fares are required as are more routes. Inclement weather, heavily-laden shoppers, and the aged and infirm need and demand that social conscience be exercised in filling these requirements.

D. Colleges and Recreation

Portland Community College, Portland State College, University of Portland, Reed College and others are distant from the Model Neighborhood and are both expensive and difficult to reach by public transportation. If

automobiles are used, congestion and parking expense are significant problems.

Numerous recreational facilities, such as the Civic Auditorium, Civic Stadium, Washington Park and the Portland Zoo are available to Portland residents, but, as previously mentioned, public transportation fares are too exorbitant, and conveyance schedules and routing are too inconvenient for use by ghetto residents.

2. Inadequate Public Transit

The decline in public transit use in part is related to fares and inadequacy of equipment and service, and is partly due to time, convenience, and costs of the alternative -- the private auto. With the fares necessary to provide Rose City with the profit levels provided in its franchise, the future holds still higher fares and lower patronage as people substitute private cars for public transit.

Mass transit in the Portland metropolitan area is designed to do but one thing, feed the downtown area. This archaic emphasis makes little provision for transporting low-income Model Neighborhood residents to work, to schools, and to the health, medical, and welfare services they so desperately need. There are but two East-West bus routes through the Model Cities area and these are situated to take Whites from their homes to their jobs. Blacks, once again, are subjected to having to do with whatever is left -- minimal routes and scheduling and maximum inconvenience. There is either no service to take Blacks where they want or need to go or the service is too slow and too costly.

3. Lack of Personal Transportation for Low-Income Residents of the Model Cities Area.

It is not uncommon for a white, middle-class family to own two or more cars. According to the Model Cities Sample Survey taken this year (1968) 28.1% of all

the residents in the Model Neighborhood had no car. A direct relationship exists between low income and lack of private transportation.

The following chart shows the percentage of residents without automobiles, particularly in the core of the Model Neighborhood.

Model Cities Sample Survey - 1968

Percentage of Households with no Car

<u>Area</u>	<u>Total</u>
Core	41.2%
North	25.5%
East	<u>22.3%</u>
TOTAL	28.1%

4. Basic Cause

A. Privately Owned Transit System

A very strong case can be made for a metropolitan government entering the area of public transit. Transit system planning, financing and operation are all more efficiently and effectively carried out when viewing the metropolitan area as a whole than on an individual community basis. The constraints imposed under the present system are uneconomic -- e.g. the suburban bus lines are not allowed to pick up and drop off passengers within the City of Portland along their routes, even when seats are empty or when a few stops along the route would be convenient pick up points. But more important, the planning and financing required for an upgraded and extended transit service, capable of serving the needs of the expanded population projected for the Portland metropolitan area, cannot be undertaken by private companies under separate franchise. The large capital investment (approximately \$40,000,000) in permanent facilities, and the planning of services both inter-city and within the central city requires a metropolitan

agency.

Mass transit systems are characterized by significant economies of scale -- the more people use them, the lower the cost per mile -- and the better the service possible at a given cost level. But to promote an increase in the volume of mass transit use requires a dramatic upgrading in the system along with large scale investment in permanent facilities -- subways, right-of-way, new air-conditioned equipment, as well as a competitive fare structure.

Fares should be low enough to provide greater incentive for frequent and regular use which is partly self justifying since transit systems are subject to decreasing unit costs as the number of users increases.

The key element in the equation seems to be high quality modern facilities combined with good scheduling -- that is, systems which can clearly demonstrate the speed and superiority, as well as the economy, of the public transit system over the congestion-ridden private car.*

The present system does not significantly affect the average Portland citizen who owns at least one car. Those most seriously affected are low income residents who cannot afford a private automobile.

To reiterate, more than 40% of the Model Cities core area households lack personal cars.

5. Basic Cause No. 2

A. Low Income

Low income in many cases precludes ownership of private automobiles, thus tying a considerable number of Blacks to the ghetto environment. Unable to afford the only transportation that will take him where he needs to go, he is effectively denied reasonable access to employment and services that are his right.

* Quoted in part from "The Economics of Metropolitan Consolidation," by Morton Paglin, 1967.

Low income makes it necessary for him to purchase inferior autos, repairs for which are a constant drain upon his already limited resources. Even to buy a car, he must borrow money from local loan companies at usurious rates of interest.

B. Discrimination

Many Blacks and low income residents lack good credit ratings for various reasons. Because of this they are forced to finance their automobiles through discriminatory loan companies. The more popular, conservative, lending institutions, such as banks, savings and loan companies and other lending plans do not include low income and underemployed Model Cities residents among their clientele. The only remaining alternative is "high interest" loan companies.

The auto insurance rates in the core area of the Model Neighborhood are higher than most areas of Portland. A person who has an excellent driving record parks his car in a garage and has had no accidents still pays discriminatory rates because he lives in a "bad risk" environment.

Due to a guaranteed profit system written into the Rose City Franchise the cost burden falls on those least able to pay, i.e., the aged, the poor, and the young. Because many Model Cities residents are poor, are aged, and are young, they bear a disproportionate share of the cost of the transit system.

This practice is discriminating in the sense that the cost of the Rose City Transit system is not spread evenly or fairly among the socio-economic groups in the Portland community.

C. Deficiencies in Existing Services

The fact that Portland is the only West Coast City with a privately owned mass transit system, operating with a guaranteed profit, means that the poor,

the aged, and the young pay far in excess of what should be their fair share. By contrast, Seattle fares are 20 cents and San Francisco fares are 15 cents, while Portlanders are paying preposterous 35 cents with a projected 5 cent increase due to an increase in Transit Company employee salaries.

In addition to Rose City Transit which operates only within the city limits, there are five separate inter-urban companies servicing the suburbs of Portland. Few of these inter-urban buses are in service before 7:00 a.m. or after 6:00 p.m. Because management often insists employees work revolving shifts, the lack of 24 hour service denies employment to Model Cities residents in many companies such as Troutdale's Reynolds Aluminum, Beaverton's Tektronix, and Oregon City's Crown Zellerbach paper mill. In many instances, rates are even higher or inter-urban than in Rose City Transit. This combination of fares penalizes those who are forced to use this method of transportation about the equivalent of one hours take-home pay every day.

SECTION 2

GOALS & PROGRAM APPROACHES

I. GOALS

A. Locate services and agencies that serve the Model Cities poor and disadvantaged in the proposed Multi-Service Center. This would reduce the expenditures of time, money, and patience by those seeking the services to be housed therein.

B. Establish direct transit links between services that cannot be moved, e.g., the County Hospital, and higher education centers. Furthermore, this should include transit links to the industrial-commercial growth areas of Metropolitan Portland.

C. To improve Mass Transit by providing better scheduling, more extensive routes, and less expensive fares.

D. To assist Model Cities residents in solving auto insurance, auto financing, and other private transportation problems.

E. Changes unrelated to Program Approaches.

1. The City of Portland should take over the presently franchised Mass Transit System. As noted previously, this system is both discriminatory, exorbitantly expensive, and inadequate.

2. The State Insurance Commission should eliminate discrimination against blacks, which is perpetrated by the application of higher rates and refusal to write insurance policies.

PROGRAM APPROACHES

1. MULTI-SERVICE CENTER

This center would house branches of such agencies as Employment, Welfare, Social Security, and various other agencies; it would be located within the Model Cities area so that ghetto residents might have convenient access to these services.

Program Approaches
Contd.

2. Require better Transit Service

Rose City Transit is a Public Utility and, as such, it should be compelled to serve the public, particularly Model Cities residents since they are the major needful clientele, both adequately and efficiently.

3. Black Taxi Service

Organize a subsidized black operated and owned cab company serving Model Cities.

4. Transportation Center

Create a transportation service center which will develop: a. Information regarding auto ownership, insurance, etc. b. Emergency Transportation c. Minibus Service d. Car Pools

5. Private Industry Routes or subsidies

Private industry should maintain or subsidize bussing routes throughout the Model Neighborhood to pick up employees, and transport them to and from work.

3. STRATEGY

A. The first priority is to solve the most pressing problem by negotiating with the Transit Company for new routes, and faster service.

B. A Transportation Center must be planned and implemented that will provide information and services in the following areas: a. Insurance, and auto ownership information b. Emergency transportation c. Mini-bus facilities d. Assistance in establishing car pools.

C. Private industry must be persuaded to either provide transportation to and from work for Model Neighborhood Residents, or subsidize such travel. This would also add to black income and employment, and would, of course, be coordinated with the efforts in these related programs.

Strategy Contd.

2. A new City System of Public Transportation is required. The operations of Rose City Transit Company, and the five suburban bus companies, should be taken over and consolidated under city ownership. This would eliminate the necessity of paying a second fare when traveling to certain suburbs, and it would promote an integrated system of scheduling, hence, better service for all concerned. Such public ownership would be oriented toward serving more people for less, a striking contrast to the present system which continually serves fewer people for more money.

PROBLEM ANALYSIS, GOALS & PROGRAM APPROACHES & STRATEGY

HEALTH

A. INTRODUCTION - Scope

The Model Cities' area has a higher incidence of health problems than any other comparable area in the metropolitan community. This condition exists because of a combination of factors which act as barriers to adequate comprehensive health care. These factors include a large proportion of black low-income families, lack of knowledge and poor motivation, inadequate transportation, and inaccessible medical services frequently offered in an impersonal, degrading manner. Furthermore, residents live in an environment that is a health hazard in terms of dilapidated housing, unsanitary conditions, inadequate garbage removal, excessive rodents and other infectious vermin, inadequate play and recreational areas, inadequate day care facilities, etc.

The purpose of this health program for the Model Cities is to bring to these residents, half of whom are black, a high standard of health. This encompasses not only making available to the community more and better medical and health care facilities but improving the education, housing, environment, and income level of its minority group residents.

This proposal focuses on increasing the medical and health care to the total community and improving related environmental health.

B. INITIAL CONDITIONS

I. Unmet Health Needs -

a. Infant Mortality and Premature Births -

Infant mortality and premature birth rates are higher in the Model Cities' area than in Portland as a whole. Model Cities in 1966, with 10.3 percent of Portland's population, had 12.8 percent of Portland's infant deaths and 18.2 percent of

Portland's premature births (see Table "I"). The infant death rate was 23.1/1000 in Model Cities as compared to 21.6/1000 in the City of Portland and the premature birth rate was 101.6/1000 in Model Cities as compared to 66.6/1000 in the City of Portland. (see Table "I"). In December of 1964, the Maternal and Infant Care Project was born, with emphasis on the care of "high risk" women in low-income areas. This service was offered at Emanuel Hospital which is located within Model Cities. While its services covered the hub of the Model Cities' area, its scope did not exactly coincide with that of the Model Cities' area. Since its inception, the incidence of infant mortality and premature birth rate has lowered, especially in the black Albina area, (core of Model Cities). However, improved maternal and infant care continues to be a need in Model Cities, and especially among the concentrated minority group.

b. Unwanted Births -

Guidance and medical care in the field of Planned Parenthood are needed for Model Cities' Residents. There are over 7,000 women of child-bearing age in Model Cities. The live-birth rate is 17.1 per 1,000 population in the Model Neighborhood, as compared to 14.7 per 1,000 in the City of Portland. The illegitimacy to birth rate in the Model Cities' region is 278.9 per 1,000 - 146 per 1,000 in the City of Portland. The venereal rate is higher. (see Venereal Diseases). Although statistical evidence is not available, it seems likely that there is a high illegal abortion rate, characteristic of Ghetto communities. Planned parenthood facilities are inadequate for the Model Cities' Residents. There is presently a Planned Parenthood Clinic located at the south boundary of Model Cities. It is available

to the entire metropolitan area. With six clinics weekly, it is experiencing an overloaded clinic, scheduled with an approximately 10-day waiting period. There is a Family Planning Clinic at the University of Oregon Medical School Clinics, and two maintained by the Multnomah County Division of Public Health. These three clinics all present problems for the Model Cities resident because of excessive transportation distances to the clinics and because of parking difficulties at the clinics.

c. Immunization Levels -

The Level of completed immunization among children in the Model Neighborhood is lower than the City of Portland. In December 1966, a study was done of the incidence of children who were immune to measles in kindergarten and the first three grades. The City of Portland showed 77.5% to be immune, while eight schools in Model Cities showed approximately 59.7% to be immune. This would suggest that immunity for other preventable diseases by immunization would also be lower in the Model Cities' area.

d. Venereal Disease -

The incidence of venereal disease is higher in the Model Cities' area than in Portland as a whole. In a six-week period in 1968, 42 percent of male gonorrhea was reported to the City Public Clinic, and 27 percent of those reporting to private physicians came from the "ghetto" (high Negro) area within the Model Cities (see Table II). (See Public Safety and Social Service Problem Analysis).

e. Tuberculosis -

The tuberculosis patients in 1967 in the Model Neighborhood were 66.7 per 100,000 as compared to 30.7 per 100,000 for the City of Portland. The likelihood of undiagnosed cases is greater in this area.

The higher infant mortality and premature birth rates, the lower children's immunity levels, and the higher incidence of venereal disease

and tuberculosis indicate not only conditional problems, but are indices which demonstrate a higher level of overall health problems in the Model City community.

f. Nutrition -

A high incidence of poor nutrition exists among residents of the Model Cities' area. Diets of 400 patients largely from Model Cities' area, picked at random from the Maternal and Infant Care Program at Emanuel Hospital, were studied from 1965 to 1967. The quality of their diet was as follows:

Excellent	4%
Good	13%
Poor	37%
Fair	22%
Very Poor	24%

Thirty-nine percent of the mothers and 43% of the infants were found to be anemic.

g. Dental -

Residents of the Model Cities' Community, especially the black, are desperately in need of dental care. Present dental screening of children in Model Cities' schools found that 28 percent needed dental care and 12 percent were in need of emergency dental care. Of several hundred pregnant women seen at the Maternal and Infant Care Clinic since December 1964, virtually all had dental problems and many were dental cripples. Information from the Head Start Program indicated the great difficulty in sustaining adequate dental health for residents of Model Cities. Costs of dental care far exceeded the cost of all other health service for Head Start children. Except for the dental care facilities at the Maternal and Infant Care project for expectant mothers, there are no dental services available in the Model Cities Community for

low income residents. The Office of Economic Opportunity (OEO) has initiated the Buckman Dental Center which is located approximately 20 blocks from the core area, and Woodland Park Dental Center, approximately 100 blocks away. Both Centers are in white areas and have poor transportation access. Buckman Dental Center has a waiting list of 1,500 patients; Woodland Park Dental Center has a waiting list of approximately 150 patients. The University of Oregon Dental School will not take non-pay patients unless they are emergencies.

Portland's city water supply is not fluoridated. A Fluoridation Committee is taking steps to attempt to have water fluoridation accomplished in the cities of Oregon through the State's legislature action in 1969. Model Cities has a representative on this committee and has sent a letter to the Governor of Oregon supporting this action.

h. Mental Health -

The mental health status of Model Cities residents is difficult to estimate or document. It is generally recognized that mental health needs are twice as high among low socio-economic residents and even higher in ghetto areas. Among 5,200 elementary school children in schools in Model Cities (55% of whom are black) school social workers report that 50 to 60 percent are prone to delinquency, have significant learning problems, are socially or emotionally abnormal, or have character disorders.

Between 1962 and 1967, major crimes in the area increased 101.4 percent as compared to 83 percent increase in the City of Portland. (See Public Safety.) There are virtually no mental health facilities for residents of the Model Cities area.

The Multnomah County Division of Public Health has two Mental Health Clinics; one over 110 blocks away, and another in an almost inaccessible downtown Portland office. The University of Oregon Medical School has a poorly accessible clinic some five miles away. There are virtually no facilities in the Model Cities' area for followup of patients discharged from mental institutions.

i. Mental Retardation -

The need for the care of the mentally retarded child or adult is difficult to estimate. The National Association of Retarded Children estimates that retardation is 75 percent higher in ghetto areas and among minority groups. It is a well-known fact that poverty in America is one of the most significant causes of mental retardation. The poor, and particularly the black poor, endure the tragedy of mental retardation because of their poverty, to a much greater degree than any other socioeconomic class. There are two small, under-equipped private schools for the trainable mental retardate in Model Cities and, unfortunately, poor residents cannot afford this care. There is a need for adequate services and facilities in the Model Community to help mental retardates and their families reach and maintain their full potential.

j. Health Insurance

Based on information from the last census data, it was estimated that over 65 percent of Model Cities' residents with a family income of less than \$3,000 had a very incomplete insurance medical program were receiving public assistance, or had no program whatsoever. The percentage of persons with a family income of \$3,000 to 5,000 having either an incomplete or no insurance medical program in effect was 40%. Acute medical conditions were estimated to be 72,113 per year, and chronic conditions 20,597 per year.

2. Environmental Health Deficiencies

In a priority report of April, 1968, the Tri-County Community Council listed environmental sanitation as a first community need.

a. Housing

1. Of 10,744 houses in the Model Neighborhood, 37 percent were classified as "good," 61 percent as "fair," and 2 percent as "poor."*
2. Buildings and houses are largely owned by absentee landlords. For the most part only minimal improvements have been made, in part because major improvements increase the property tax base. While most were originally designed for single-family occupancy, many have been converted to multiple-family use causing frequent over crowding.

b. Sanitation

1. 26.5 percent of the Model City premises had inadequate facilities for refuse (garbage) storage, and 793 provided conditions conducive to the propagation of insects and/or rodents.*
2. 10.8 percent of the premises were found to have rubble.*
3. There were a total of 1,103 burning barrels.*
4. The Multnomah County Division of Public Health reported that 20 to 25 percent of all phone calls complaining of rodents came from Model Cities' area.
5. Garbage disposal service is paid for by each family. Welfare does not include garbage disposal expenses in its budgets. Consequently, many low-income families are without garbage disposal services.

*From studies by the Portland Health Department (now the Multnomah County Division of Public Health) April 24, 1968.

c. Home Safety -

For the years 1965 to 1967, the Model Cities' area with 10.3% of Portland's population had 21% of Portland's reported accidental poison cases. In the Model Neighborhood, as a multitude of surveys regarding Ghetto districts have shown, home accidents are higher in low socio-income areas.

C. BASIC CAUSES

1. Low Income - High Medical Costs

Primary among the causes of these conditions is the low socio-economic family status within the area. 34% of the families in the core district are below the \$3,000 per year income level. Approximately 2,000 families are on Welfare. Many others fall into the group which has adequate income for basic living needs, such as housing, food, and clothing, but lack sufficient income to cover expensive medical services. They fall into the group of medically indigent. Today's rising costs of medical care make it increasingly difficult for the near poverty residents.

2. Lack of experience in use of services.

Lack of health education and poor health motivation hinders many families from seeking out and using medical facilities. Too often medical services are not used until an emergency or crisis exists.

3. Lack of community planning.

Civic and public health leaders have failed to take adequate corrective measures by making medical facilities more accessible to the Medically indigent. Lack of Government support in this corrective measure was underscored in the City Club

Report of June 1968 on Problems of Racial Justice in Portland.*

*June 14, 1968 issue Portland City Club Bulletin

D. SERVICE DEFICIENCIES

1. Medical Costs -

Today's high cost of medical care makes it increasingly difficult for low-income residents. Coupled with this is the fact that a large portion of Model Cities' Residents carry inadequate health insurance, or worse, none at all.

Another factor is that, though the Model City Resident might conceivably be able to pay for medical insurance, like in so many other facets of his life, his ability to meet requirements set by and for the white majority, is seriously impaired. Most insurers require initial sound health, a thorough character evaluation, and proof of ability to pay. Like the average Model City laborer attempting to pass an employment test structured for the average applicant from the middle class majority, the ghetto resident simply never had the initial criteria for qualification.

2. Inaccessibility of Health Services -

The University of Oregon Medical School Hospital and Clinics offer services to the medically indigent. This medical center is located approximately five miles from the Model Cities area. Transportation involves crossing the Willamette River and traversing Portland's downtown business district. Public transportation is poor and parking facilities at the medical center are inadequate. A study done in 1966 at the Pediatric Out-Patient Clinic showed that 62 percent of the patients felt that transportation to the clinic was a difficult problem and 83 percent felt they waited too long after arrival. The average stay at the clinic was 128 minutes. The inaccessibility and inadequacy of this often only available medical facility for the medical indigent causes resentment and hostility among the residents of the area. This was frequently expressed during Model Cities' planning meetings.

3. Hospital Services In or Near the Area -

Emanuel Hospital, a 472-bed (private) general hospital is located within the Model Cities' area. The Maternal and Infant Care Project is located at the hospital and its personnel are used in its operation. In 1967 there were 1096 non-pay patients admitted and 1054 non-pay patients seen as out patients. In addition, there were approximately 17,000 patients cared for in the emergency room, many of which were from the Model Cities' area.

Kaiser Permanente Hospital, a 252-bed private general hospital borders the area to the West. Kaiser Hospital services outpatients and inpatients on a contract basis. This outpatient clinic had 218,456 outpatient visits in 1967. Through OEO they provide complete medical care (except dental) for 1500 low-income families - 800 of which live in the Model Cities' area. Kaiser also intends to open a "Mini Clinic" in the area in December of 1968, to give out health educational information and coordinate services.

While these two hospitals offer some services to ghetto residents, they are primarily geared for the care of the private patients. They fall far short of being able to supply the needs of the medically indigent in the Model Cities' area.

4. Lack of Coordination of Health Services -

There is a lack of coordination of health services and related agencies for bringing maximum benefits to the consumer resident in the area. The multiple health problems of the individual family need to be coordinated with the various health facilities and agencies.

5. The medically indigent Model City Resident, black, and of low income, feels that the attitudes of Medical professionals towards him as a patient are impersonal, inconsiderate and degrading.

Many private Physicians refuse to take Welfare clients because they

expect that they won't receive 100% of their fee. The dental patient on Welfare, likewise, frequently finds that his dentist pulls teeth that might have been saved simply because its less bother and less expensive. These experiences, all too frequent for the ghetto patient, maximize his feelings of degradation and frustration. As one black resident stated: All Medical Services should be free ----- "then you wouldn't feel like a dog when you get it."

6. Resident Participation in Deciding which Services are needed -

The Residents of the Model Cities' area have had no voice in deciding which services they need. Neighborhood Health Centers are envisioned and are badly needed; but in order to make these centers responsive to both the physical and the felt needs of the community, the residents must take an active part in service planning. Provisions must be made for emergency ambulance services; The Welfare Drug List should be removed, and provisions made for child care; but citizen participation and consideration must be an integral part of these improvements if the ghetto resident is to affect a change of attitudes within the medical professional and those institutions which are created to serve him.

7. Lack of Physicians and Dentists in the Model Neighborhood for the care of Medical Indigents -

There are 25 physicians in the area; three are black. Of these 25, 3 are general practioners, 7 are internists, 3 are obstetrician-gynecologists, 3 are surgeons, 1 is a pediatrician, 6 are in orthopedics and 2 are nurosurgeions. There are a large group of physicians located at nearby Lloyd Center.

There are 9 dentists in the area; 2 are black. These physicians and dentists are primarily geared for the care of the private patients and, except to limited degree, do not service the medically indigent.

E. GOALS AND PROGRAM APPROACHES

1. Goal I - To improve health levels of Model Cities' area residents.

a. Objectives

- 1) To increase medical and dental facilities available to Model Cities' residents, and make them more accessible.
- 2) To reduce incidence of disease and illness, at least to the level of such rates in the city. Specifically included are:
 - (a) infant mortality, and premature birth
 - (b) Venereal disease
 - (c) Tuberculosis
- 3) To increase the level of immunized Model Cities children, comparable to children elsewhere in the City of Portland
- 4) To improve the nutrition of Model Cities residents to that of the City of Portland
- 5) To reduce the incidence of tooth decay or dental problems among Model Cities residents to that of the City of Portland
- 6) To reduce the incidence of unwanted, and illegitimate newborns in the Model Cities area to that of the City of Portland
- 7) To reduce the incidence, and provide for better care of the mental health problems in Model Cities' area
- 8) To provide better care for the mental retardates in the Model Cities' area.

b. Program Approaches

1. Comprehensive Health Services

The purpose of a comprehensive health program is to provide complete health services to the residents of the area regardless of ability to pay.

The maternal and infant care service at Emanuel Hospital will continue to provide care for "high risk" mothers in much of the area. This program should be expanded.

Program Approaches
Contd.

Plans are being made by the State Board of Health, and the University of Oregon Medical School to apply for a federal grant from the Children's Bureau for a Children and Youth Project. This would be located in the Model Cities' area, and would expand medical and dental services (see Dental Care and Medical Services for Children's Program) for residents from birth to 21 years of age. Consideration is being given now to making this project cooperative with Emanuel Hospital.

As indicated in the Tri-County Community Council Priorities report, greatly expanded facilities and more responsive services need to be located in Model Cities, or at least be more accessible to its residents. To expedite these plans, and coordinate them with existing facilities into a comprehensive health services will require further study and planning. In order to accomplish this, it is felt a Model Cities Health Council should be formed with a full-time, well qualified, executive director. It would be the function of this council (and executive director) to perform health planning and coordination in the Model Cities' area. It would establish priorities, implement health programs, and act in a liaison capacity with health programs in other areas of the city. Citizens will be on this council, and will have an opportunity to make their needs and feelings known.

2. Dental Care Services -

A dental care program will be established in the area. Plans are to have this start with services for children up to 21 years of age by obtaining 75 percent of the costs from the Children's Bureau as a part of the Children and Youth Project. This Program is contingent on the funding and activation of the Children and Youth Program.

Adult services could be added later. It is hoped these could be offered so that dental care can be obtained on a family participation basis determined by family income.

There is a proposal, if funds become available, for a mobile dental clinic to be operated by the Oregon State Board of Health. This could serve children from 3 to 18 years of age.

3. Medical Services for Children -

A medical care program will be established in the area for children up to 21 years of age. This program would offer Diagnostic and Proventive care for all children, and specific treatment for children from low income families. This Program is contingent on the funding and activation of the Children and Youth Program.

4. Planned Parenthood -

A Planned Parenthood Clinic will be established in the Model Cities' area, located so it will be easily accessible to the residents. This clinic will include counseling, medical supervision, laboratory services for cancer prevention and venereal disease detection, and sex education. The clinic will include Saturday and evening clinic hours.

5. Mental Health Service -

Plans for mental health service as an extension of the Multnomah County Department of Public Health's Mental Health Clinics are being proposed for the Multi-Service Center in the Model Cities' area. These services include basic consultation to existing community agencies and workers, follow-up of patients discharged from state mental hospitals, a drug clinic program for those who have been placed on appropriate drugs, and in

addition, specific mental health programs to include:

1. Child guidance
2. Family counseling
3. Marriage counseling
4. Suicide prevention and crises intervention
5. Training
6. Mental retardation

A comprehensive mental health program should include in addition to professional personnel, family neighborhood case workers (community members with interest, common sense, initial intensive training and follow-up exposure to new concepts). Stress would be placed on the "pre" and "post" hospitalized patients and their families.

A comprehensive mental health program will require more planning and coordination.

6. Mental Retardation Comprehensive Services

The backbone of the program is to have facilities located in the neighborhood so that the retarded patient is not removed from his family and placed in the care of an impersonal institution. Through neighborhood facilities, the child retains his identity and some independence which he loses if confined at a state institution.

A neighborhood center would provide services to coordinate the various available community programs so that maximum benefits are received.

Day care and other services facilities would include the following:

1. Family day care services for small children
2. Child Development Center (Group Day Care) for children 3 to 16 years of age
3. Daytime Activity Centers for adolescents and adults
4. Sheltered Workshops
5. Small residential neighborhood facilities
6. Homemaker facilities

HOUSING
SECTION 1. PROBLEM ANALYSIS

A. INTRODUCTION

Most of the black families in Portland - around 85 percent - live in the Model Cities area and by far the largest concentration of black families is found in Central Albina. The pattern has been shaped over the years by the real estate industry and by white attitudes generally, and today the black citizen who wants to buy or rent a home still has no real freedom of choice.

The supply of housing in Central Albina is 90 percent substandard. Because of low income, lack of financing, and the continuing intrusion of commercial and industrial uses, the housing is poorly maintained and there has been virtually no new construction.

In other parts of the Model Cities area, around 20 percent of the dwellings are substandard. These areas have other blight characteristics--run down commercial buildings, incompatible land uses, and bad traffic patterns. On the eastern fringe of the Model Cities area, in the Irvington district, the housing is substantially better although blight conditions and conditions that lead to blight can already be observed.

Young white families still tend to leave a neighborhood as black families move in, and the Model Cities area contains a high proportion of young Blacks and older Whites. One result is increasing de facto segregation in the schools.

Shelter, like food and medical care, is a basic requirement for every citizen. Bad housing is unhealthy and segregation is degrading. The black citizen needs assurance that he is free to live any place he can afford. Every citizen, Black or White, should have access to a decent house.

B. INITIAL CONDITIONS

With respect to housing, two initial conditions are identified:

(1) the poor condition of much of the housing in the Model Cities area and (2) the low percentage of home ownership and the unfavorable terms on which many of the owner-occupied homes are purchased.

1. Poor Condition and Maintenance.

In the Model Cities area 41 percent of all the housing needs substantial rehabilitation and 6 percent is beyond repair.

In the core of the Model Cities area 79 percent of the housing needs substantial rehabilitation and 9 percent is beyond repair.

The table below indicates the condition of housing in the Model Cities area as a whole in 1965. Figure 1 shows graphically the proportion of housing rated "poor" and "bad" in each neighborhood. The "poor" rating indicates housing that can be rehabilitated to meet minimum code requirements; the "bad" rating indicates housing that should be razed.

	Total Structures	Good	Fair	Poor	Bad
Number	8581	1642	2917	3508	514
Percent	100%	19.1%	34.0%	40.9%	5.9%

A more recent survey by the Model Cities staff identified 545 single-family and duplex dwellings in "bad" condition. Of these 80 were vacant at the time of the survey.

The condition of housing is in part a result of its age, its modest original construction, and neglected maintenance.

Most of the homes in the Model Cities area are single-family wood frame structures, and while some of the homes were well built, many others were not. City building department records indicate that a typical wood frame house in Portland has a useful life of about 60 years. In the Model Cities area as a whole the average age of housing is about 50 years but in the core area 94 percent of all the dwelling structures are over 60 years old.

Structures this old can be expected to have obsolete wiring, plumbing, and heating, and the structure itself may no longer be sound. In the core of the Model Cities area, which has a higher proportion of poor families, the typical dwelling suffers seriously from neglected maintenance. Many of the run-down homes are not secure against rats, which are common because of inadequate garbage collection.

Figure 2 indicates by block the average age of all structures in the Model Cities area.

2. Low Percentage of Home Ownership and Poor Terms Available for Home Financing.

The proportion of people in the Model Cities area who own their own home is low compared with home ownership in the city as a whole. In the core area, the proportion of home ownership is significantly lower than in other parts of the Model Cities area. More important is the fact that, for the buyer, these homes are bought on very poor terms.

According to the 1960 census 58 percent of all homes in the city are owner-occupied. In the Model Cities area a staff survey¹ in 1968 indicated that 53 percent of all families owned their home. A breakdown by area shows that in the Model Cities

¹ Model Cities: Hope for the Future, Albina Neighborhood Service Center, September, 1968.

core only 40 percent of the families reported owning their own home. In the Irvington area to the east nearly 60 percent of the families are homeowners.

The same survey reports that more than half of the renters said they expected to move within the next five years and that they would prefer to own their own home. While data of this kind cannot be expected to give a precise indication of attitudes toward home ownership, it seems clear that many renters would sooner buy their own home if they had a choice.

It also seems reasonable to conclude, in a city like Portland which has a high proportion of home ownership generally, that the goal of home ownership would be more widely sought after than in a city where apartment living is more common.

Black people who are asked why they want to own their own home tend to think first of pride of ownership, and the feeling of "belonging." They are more apt to feel they are part of the community and to have concern for community affairs. Home ownership in Portland is clearly a desirable social as well as an economic goal for many families.

People who want to buy a home in the Model Cities area--and black families in particular--find it difficult, and in too many cases impossible, to finance a home on conventional terms. Especially in the core area, conventional mortgages are not available and homes are sold on contract. Interest rates run higher than the market rates for conventional financing (10 percent is common), and the selling price of the home is usually higher as well.

The lack of financing at regular market rates appears to be a major cause of the low proportion of home ownership in the

Model Cities area. The fact that many homes are bought despite a high interest rate and a high purchase price is an "initial condition" that needs to be corrected.

C. BASIC CAUSES

1. Low Income

Many families in the Model Cities area simply do not have enough money to buy decent housing. Families receiving welfare complain that the only housing they can afford is substandard.

The 1960 census reported that the median family income in Portland was \$6,333. Half of the families had more income, half less. In the Model Cities area the median family income in 1960 was \$5,700. A sample survey in 1968 suggests that the median income in the Model Cities area is now closer to \$5,000.¹

In the core area 47 percent of all households report a 1967 income of less than \$3,000. A breakdown of income by area, based on a sample survey², is indicated in Figure 2.

Low family income is even more significant when the typical family size is large. Among black families there is a significantly larger number of children, as indicated in the population pyramids on the following page.

¹ Model Cities: Hope for the Future, Albina Neighborhood Service Center, September, 1968. Portland, Oregon

² Ibid.

FIGURE 2
REPORTED 1967 INCOME BY AREA ¹

<u>CORE</u>	Under \$3,000	47%
	\$ 3,000 - 5,999	33
	\$ 6,000 - 9,999	16
	\$10,000 +	4
<u>NORTH</u>	Under \$3,000	31%
	\$ 3,000 - 5,999	28
	\$ 6,000 - 9,999	33
	\$10,000 +	8
<u>EAST</u>	Under \$3,000	20%
	\$ 3,000 - 5,999	20
	\$ 6,000 - 9,999	29
	\$10,000 +	31
<u>MODEL CITIES</u>		
<u>AVERAGE</u>	Under \$3,000	30%
	\$ 3,000 - 5,999	26
	\$ 6,000 - 9,999	30
	\$10,000 +	14

2. Poor Education and Lack of Experience

Many of the poor families in the Model Cities area are not able to protect their own interests in buying, selling, and repairing their own homes or in dealing with landlords.

Little formal education, a result of discrimination, hampers many poor Blacks. In the core of the Model Cities area, 53 percent of all heads of households reported an eighth-grade

¹ Op. Cit. Model Cities: Hope for the Future?

education or less, and 68 percent did not complete high school.² Many have poor grounding in such skills as calculating interest rates and little notion about keeping records.

Apart from formal education, many poor in the Model Cities area simply lack experience in dealing with business matters. Blacks express the belief that they pay more for comparable housing than white families, whether they buy or rent. Certainly in Portland they have far less choice, and with limited alternatives open to them, rents are likely to be higher. There is a substantial amount of testimony that black families are more likely to have to pay the "asking price" to buy a house outside the Albina ghetto than are white families, who are able to bargain the price down.

3. Indifferent Attitude and Lack of Pride

The prejudice and discrimination that confronts a black man at every turn as he goes his way in American society leads to a bitterness which can easily result in an indifferent attitude and a lack of pride. This is likely to be reflected in the way he keeps up his home.

4. Fear and Lack of Organization

The poor and the poorly-educated tend to fear authority, whether the police, the building inspector, or the landlord. Many Model Cities residents, especially in the core area, express a feeling of isolation. Individually they feel they have little opportunity to bring to the attention of public officials conditions they would like to correct. They express the feeling that they have too little to say about the course of their own lives or changes in their own neighborhoods. It is almost impossible for renters to organize to protect their interests when most families live in single-family houses.

² Ibid.

5. Restrictions on Freedom of Choice

Although overt discrimination is increasingly hard to document, there are still very real restrictions imposed on black families who attempt to move into white areas. Excerpts from a report of the Portland City Club in this connection are reprinted below.

"This Committee is unable to report or verify whether current charges of continuing incidents of discrimination are accurate or valid. If they are accurate, the practices should be discouraged, outlawed, or eliminated. If these practices have already been eliminated, it remains a serious matter of concern that there is a belief widely held in the Negro community that the practices continue. Charges currently persisting by and among Negroes include the following:

Rental homes for Negroes--both houses and apartments--are hard to find.

Brokers handling rentals available to Negroes are scarce.

...Federal, state and local legislative curbs on discrimination in housing are reported as easy to evade.

Negroes may be told that advertised housing is not available, or that the property 'has been taken off the market;' e.g., a prospective Negro buyer may be told that earnest money has been deposited by someone

else and that he "will be called" if that applicant's loan does not go through.

Negroes, in contrast to white, are placed at a disadvantage in negotiating for purchase and are subject to a so-called 'Black tax'; i.e., their offers may be refused if below the asking price, even though the majority of sales to whites are made below the asking price.

A broker may exercise effective discrimination through his employee's degree of interest and zeal in serving Negro clients or by consistently eluding prospective Negro buyers.

Discriminatory attitudes are predicated upon the feeling of some brokers that they lose future business by dealing or listing with Negroes.

The view is widely held that home owners who do have an equity and move out of Albina, face discrimination and that those who stay in the area have more than normal difficulty in obtaining improvement or building loans.

Overt discrimination is diminishing, and representatives of lending and realty agencies claim that equal treatment is accorded, regardless of race. Covert discrimination still exists to some degree, which is not empirically demonstrable, and further improvements in underlying community, citizen, and business attitudes are essential to its eradication."¹

¹ "Problems of Racial Justice in Portland",
Portland City Club, June 14, 1968.

Aside from discrimination by realtors and sellers, freedom of choice is also limited by the greater difficulty Blacks often have in borrowing money to buy a home. There is a widespread belief among Blacks that lending institutions accept lower qualifications for Whites having the same financial standing.

Freedom of choice in housing is further limited in Portland by the fact that, at this time, relatively few black families seem to be willing to face the prejudice that confronts them outside the ghetto community. If they cannot feel comfortable living in an otherwise white neighborhood, their effective choice in housing is limited to a relatively small part of the city.

6. The Tax Structure

Property taxes in Oregon are high compared with most other states. Oregon has no sales tax, and local governments rely heavily on the property tax to finance public services. Information compiled by the U. S. Bureau of Census with reference to large cities indicates that property taxes constitute a higher proportion of total local taxes in Portland than in other western cities of comparable size. These comparisons are shown in the following table:

LOCAL GOVERNMENT PROPERTY TAXES AS PERCENTAGE OF TOTAL
LOCAL GOVERNMENT TAXES IN 6 WESTERN CITIES, 1964-65
(in millions)

<u>Cities</u>	<u>Total Local Taxes</u>	<u>Local Property Taxes</u>	<u>Local Property Taxes as % of Total Local Taxes</u>
Portland	\$24.3	\$19.5	80.1%
Seattle	30.4	17.9	59.0
Denver	47.6	27.8	58.4
Phoenix	23.7	12.3	52.0
Oakland	31.7	22.0	69.2
Long Beach	20.5	11.5	55.9

The property tax is regressive: poor people pay proportionately more in property taxes. The Oregon State Tax Commission has analyzed a 2 percent sample of income tax returns this year to determine the burden of the property tax upon persons of different income levels. The results for selected income ranges are shown below:

<u>Total Income Range</u>	<u>Total Property Tax Paid as a Percent of Total Income</u>	<u>Average Percent Recovered When Property Tax is Used as a Deduction</u>
\$ 3,000 - \$ 4,000	6.7%	19.5%
6,000 - 7,000	3.5	22.7
9,000 - 10,000	2.6	25.3
15,000 - 20,000	2.4	31.0
20,000 and above	1.8	36.9
Average (Weighted)	2.9	25.0

Source: Oregon State Tax Commission

Apart from its regressive character, the property tax encourages deterioration. Property owners who are poor, and landlords who are usually not, pay lower taxes when their properties are run-down.

Property tax policies aid land speculation. Taxes are based both on the value of the land and improvements on the land. An investor who buys run-down property is usually speculating on the land value, and there is little economic incentive to keep up the improvements. As indicated above, keeping up his property is likely to increase his taxes.

A home owner caught in a transitional area can face real hardship. As speculation raises land values, his own taxes go up. The area around Emanuel Hospital is an example. A new doctors' clinic and several business concerns are now being put up and more can be expected. The county assessor can be expected to increase the assessed value of the surrounding property.

7. Blighted Neighborhoods: Blighted Homes

Much of the Model Cities area is characterized not only by bad housing but by deteriorating and even dilapidated commercial buildings and by land use and traffic patterns that do not favor the preservation or enhancement of residential values. A landlord or home-owner is less likely to keep up his dwelling if it is located next door to a run down commercial structure. There are many examples in the Model Cities area to illustrate how the general standard of maintenance in a neighborhood influences the upkeep of individual properties.

Zoning practices have contributed to a pattern of mixed land uses, that in some cases are not compatible. Because many residential properties are run down, there has seemed to be less cause to "draw the line" in protecting residential property values. The uncertainty that this causes on the part of home-owners does not encourage good maintenance.

D. DEFICIENCIES IN EXISTING SERVICES

1. Private Lending Institutions

The low percentage of home ownership in the Model Cities area, and especially in the core area, reflects the lack of financing available on conventional terms. Blacks in particular complain that they have almost no chance to buy a home on the same terms that are available to white buyers elsewhere in the city.

Black applicants report that they find it difficult or impossible to obtain conventional home loans, and within large parts of the Model Cities area, it is apparent that lending institutions have been unwilling to make any loans at all. There

are a number of reasons, real and imagined, that include:

- (a) a belief that an area will not remain residential in character;
- (b) a belief that home-owners in an area do not maintain their properties;
- (c) a fear that rioting and vandalism will reduce values or destroy property;
- (d) inability to obtain insurance in certain areas and for certain properties; and
- (e) a belief that all citizens within an area are poor credit risks.

Blacks commonly complain that they are treated unfairly when they apply for credit. They believe lenders ask higher qualifications from black applicants than from whites with the same financial standing. Because Blacks as a group are poor, it is probably true that even institutional lenders are less likely to treat black applicants as individuals.

For these reasons many of the homes in the Model Cities area, and most of them in the Black ghetto, are being purchased on conditional sales contracts. These amount to an extension of credit either by the seller or by a third party "money lender." Because the seller is often not happy at the prospect of carrying the financing himself, and the black buyer has little choice, the property is sold for more than its fair market value. Interest rates on such contracts are commonly well in excess of the market interest rate for conventional financing.

Because of the cost of foreclosing the interest of a defaulting contract purchaser, some property owners hesitate to sell at all

and prefer to lease with an option to buy. The option price is generally highly inflated, which discourages the tenant from exercising his right to purchase.

Since contract buyers and option buyers seldom build up any real equity in "their home", they are discouraged from maintaining it or improving its condition by remodeling.

2. City Code Enforcement

Up to now the city's regular code enforcement program has not resulted in any significant upgrading of housing in the Model Cities area.

The political and practical problems that beset code enforcement in other cities are found in Portland. In the absence of strong community support, there has been little emphasis on a systematic enforcement program with respect to either owner-occupied or rental housing.

Some renters are not aware of the city housing code and other ordinances designed to assure decent minimum standards. Those who do may be reluctant to complain about deficiencies for fear the landlord will raise their rent (whether or not he ever makes the improvements).

Renters who have complained to the city indicate that there is little follow-up by city inspectors.

In the case of owner-occupied dwellings, the city has been understandably slow to insist on improvements when the owner is poor. Below-market interest rate (BMIR) programs are little help to the many poor Model Cities residents who simply haven't got any spare cash. Only when a home has deteriorated to the point that it is clearly unsafe is the city likely to conclude that the owner is better off in a dependency situation such as public housing.

3. Programs of the Portland Development Commission

The Albina Neighborhood Improvement Project was begun in 1963 with the primary objective of upgrading substandard housing in a 102-acre area adjacent to the Model Cities core. A pilot 221 (d) (3) rent supplement program was undertaken in a portion of this area.

Limitations have had largely to do with a lack of trained staff during the initial years of the program, the very limited funding available, and the fact that the laws and administrative regulations affecting various aspects of the program have changed from year to year.

Specific problems that have hampered this project include the lack of suitable financing programs before 1966, when the Sec. 312 loan program and the Sec. 115 grant program were first made available. The 1968 Housing Act limited "312" loans to owner-occupied dwellings, which narrows considerably the usefulness of this provision of the act.

The use of redevelopment techniques, as opposed to rehabilitation, has been limited in the Model Cities area (1) by the lack of any general plan that has been agreed to by the city and the local citizens; (2) by limited resources for relocation housing; (3) by practical difficulties associated with relocating small business; and (4) a general shortage of funds for redevelopment projects both at the federal and local levels.

Although there has been substantial citizen involvement both in the original Albina project and in the present proposal for its extension, there still exists in the Black community a fear that any Urban Renewal project involving more than rehabilitation is designed for "Black Removal."

4. Federal Agency Programs

Federal Housing Administration programs, until very recent months, have been builder-oriented. The 1967 and 1968 Housing Acts for the first time included sections that were aimed at the consumer and more specifically the poor.

Section 237 of the 1968 Act is an experimental measure which provides mortgage insurance for lower-income families who cannot qualify under conventional lending standards because of bad credit experience. The program provides for continued financial counseling.

The effectiveness of these changes remains to be seen. Some poor families will still be unable to meet the criteria established by FHA to determine an applicant's repayment ability.

5. The Housing Authority of Portland

The city's housing authority now owns 928 units and leases 1,113 units. Of these, 240 of the "owned" units and 170 of the leased units are within or just outside the Model Cities area.

On October 20, 1968 there were 1,121 persons on a waiting list. The Housing Authority reports that average waiting time is as follows:

1 bedroom	1 to 5 years, depending on area desired
2 bedrooms	6 weeks
3 bedrooms	3 months
4 bedrooms	4 months

It is not known, of course, how many persons would apply if the waiting list were not so long. That some persons are discouraged from applying is assumed.

An independent report prepared for the housing authority by a Portland market consultant in December 1966 indicated a need for the following total number of units:¹

December 1966	3,500 units
1970	3,900 units
1975	4,500 units

While a projection of this kind can only give a rough estimate of the demand, it seems clear that the housing authority

is meeting less than half of the present demand for low-income public housing units.

Tenants in public housing complain that under present housing authority policy relating rent to income, they have little incentive to improve their earnings and virtually no opportunity to save any money to buy a home.

6. Consulting Services

The poor and the poorly educated need a place to go for information about buying, selling, or renting a home, other than the realtor or landlord they are dealing with. According to the Kerner Report conflicts between ghetto residents and white landlords were "(A)mong the most intensive grievances underlying the riots of the summer of 1967...".

There is a need for an easy source of legal advice for the poor, who hesitate as a general rule to seek the services of an attorney because of the cost and because they tend to be fearful of authority. (They associate lawyers with "The Law.") They tend to suspect that the law may not be in their interest.

At the present time a limited service is available through the Legal Aid Service of Multnomah County, which maintains a field office in the Model Cities area with a staff that includes three full-time lawyers. Since 1967 the case load has been limited to civil cases. The staff estimates that cases involving housing amount to around 10 percent of the present work load.

Because the state laws dealing with landlord and tenant favor the rights of the landlord, tenants find their best protection in the city's housing code. The Legal Aid office has handled a number of cases involving housing code violations.

Deficiencies have mainly to do with the limited funding available (now almost entirely from an OEO grant) and the need to reach those persons who most need the service. Not all of the counseling service relating to housing necessarily involves legal matters. The staff might well include specialists in real estate who could then refer any legal questions to staff attorneys.

SECTION 2. GOALS AND PROGRAM APPROACHES

This section of the report deals with long-range goals and the program approaches that have been set to deal with the problems identified in Section 1.

A. GOALS

GOAL 1. To provide and maintain a supply of decent housing to meet the needs of residents in the Model Cities area.

A determination of housing type should take into account the special needs of the citizens now living in the area with respect to age and family size.

The housing should meet basic standards with respect to structural condition, number and size of rooms, and mechanical equipment (heating, plumbing, etc.). Moreover the housing should provide, from the standpoint of its design, a pleasant home environment. Minimum housing standards need to take into account the mental health as well as the physical well being of the occupant.

GOAL 2. To assure that every citizen is decently housed according to his individual needs.

Shelter is a basic need. The community recognizes a minimum standard of decency and aspires to provide every citizen a decent home whether or not he is able to reach the community standard with his own resources.

GOAL 3. To assure that race is not a barrier to freedom of choice in the selection of housing anywhere in the city.

B. PROGRAM APPROACHES

The areas in which the following program approaches are used will largely be determined through the neighborhood planning process as described in the Planning and Physical Environment component.

1. Maintenance

Preserve and improve the condition of standard single and multi-family housing by encouraging owner maintenance and clean-up programs and by developing an effective code enforcement program. Utilize FACE and other financing sources.

2. Rehabilitation

Rehabilitate substandard housing where economically feasible. Utilize public financing through Sections 221h, 235, 236, 237, 312, and 115, the Neighborhood Development Program and grants and loans from a revolving fund.

3. New Construction

Acquire vacant lots and land occupied by dilapidated structures for construction of new housing necessary to meet various needs of local residents. Utilize Neighborhood Development Program for financing land acquisition and all available public and private financing for construction.

4. Neighborhood Development Program

Utilize urban renewal programs to achieve housing goals by establishing a Neighborhood Development Program for the entire Model Cities area. (See Planning and Physical Environment component.)

5. Public Housing

Assist the Housing Authority of Portland in expanding its leasing program for existing housing and provide vacant land for construction of needed new housing.

6. Home Ownership

Increase home ownership by counseling residents on full use of available financing, by establishing condominium and cooperative ownership of multi-family units, and by providing grants and loans to families otherwise unable to purchase a home.

7. Open Housing

Maximize access of black residents to housing throughout the metropolitan area. Develop and administer programs to educate residents of the metropolitan area, to provide counseling services to residents desiring to move out of the Model Cities area, and to assist all citizens in obtaining full benefits of the state open housing legislation.

8. Business and Employment

Increase ability to afford decent housing by providing citizen participation in employment and business opportunities created by Model Cities housing programs. Provide a revolving loan fund and other financial and technical assistance to housing businesses. Develop training programs in construction skills.

9. Education and Counseling

Provide education and counseling services that will enable each citizen to make full use of financial, legal, and other resources available to him in obtaining decent housing.

10. Self Help

Develop efficient techniques for utilizing "sweat equity" financing programs and establish training classes in maintenance and rehabilitation construction.

11. Family Loan Fund

Establish a revolving fund for loans and grants to families needing emergency housing assistance. Provide loans, grants, and other financial assistance to residents otherwise unable to afford decent housing.

12. Residential Improvement Corporation (RIC)

Study the means of organizing a citizen owned and controlled non-profit corporation to carry out program approaches 7 through 11 above. RIC will be a significant vehicle for assuring maximum citizen participation in the economic and social benefits arising from the total Model Cities housing program.

13. Citizen Participation

Involve local residents in decisions as to the type and location of new housing through participation in neighborhood planning. (See Planning and Physical Environment component.)

C. CHANGES UNRELATED TO PROGRAM APPROACHES

The city will continue to encourage enactment of legislation directed at the following programs:

- A. Property tax relief for elderly and low-income families.
- B. Property tax relief in the case of maintenance and rehabilitation construction so that a threat of increased taxes is not a deterrent to the upgrading of housing.
- C. State financial aid to cities for assistance in correcting urban problems.
- D. Revision of city codes to facilitate use of more efficient construction techniques.
- E. More effective administration and enforcement of open housing legislation.

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SECTION 1. PROBLEM ANALYSIS

EMPLOYMENT

1. Introduction

Unemployment, underemployment, and employment in menial, low paying dead-end jobs is the lot of many Model Cities' residents. Eleven percent of the non-retired heads of households are not employed. The 1960 median family income in the Model Cities' area was \$5,700. In 1968 it was \$5,000. In the southern core area of Model Cities, 47% of the families report an income of \$3,000 or less. Problems of employment stem from a variety of sources. The vicious cycle of discrimination against Blacks, inadequate education, and poor work experience keep many from meaningful, well paying jobs. Programs to train the unemployed and underemployed are in their infancy in Portland and have had little effect so far. Efforts to open employment opportunities to Blacks are also relatively recent.

It is economically bad to be poor---and socially bad to be Black. These two factors, when combined, are an extreme disadvantage. Most poor Black people are intensely pessimistic and disillusioned.

Many jobs (skilled and unskilled) remain closed to Black workers. Most unions discriminate in their membership provisions, especially in the higher paying crafts. Employers are often in collaboration with these unions practice of excluding Blacks and are seldom able to give serious attention to revisions in their personnel practices that will benefit Black job seekers.

Apprentice programs are notoriously discriminatory and rigid in their non-acceptance of Black trainees. Many residents of the area believe that in professional job settings, the practice is to screen Blacks very carefully. The "keep them in their place" routine is carried out with skillful and effective subtlety. Upgrading of Blacks in professional jobs is carefully avoided. Residents feel that many times when Whites retire or move up, the Black person who is next in line to the vacated position finds the job has been abolished and work assignments have been re-defined. The work continues and the Black inherits this job, but there is no increase in salary or improvement in status.

Meaningful employment is the economic element of social mobility. Without work opportunities, the individual is economically trapped and unable to realize his own abilities or contribute to the economic health of the community. The limitations on economic opportunity in the area are related to racial discrimination in many cases and to the limited educational and personal development opportunities available to many residents. Directly, or indirectly, but most certainly of relevance, discrimination has played a significant part in the economic disparity of many of the residents of this area.

Although the population of the Portland Model Cities' area is approximately fifty percent Black, forty-eight percent White and two percent other, the employment problem is primarily concentrated in the Black part of the Model Cities area; therefore, the Employment Working Committee placed its major thrust on Black unemployed and underemployed problems.

PROBLEM ANALYSIS

Page 3

Portland's Black community has been estimated at approximately 16,000 of the 38,000 total Model Cities' population, or 4.2% of the total Portland population. This is considerably smaller than many of the cities that have experienced riots and other disorders. At this point, however, there is little reason to believe that Portland is substantially different or lacks any of the unemployment or under-employment problems of bigger, "blacker" cities.

According to the Kerner Report, the unemployment rate among Blacks on the national scale was 8.2% in 1967. A recent Oregon State Department of Employment study indicates that 8.9% of non-white males are unemployed compared with 4.3% of White males in Oregon. Both on the national and state level, the unemployment rates for Blacks are at least double those for Whites and are continuously above the 6.0% "recession" level which is regarded as a sign of serious economic weakness when prevalent for the total national work force.

OREGON STATE DEPARTMENT OF EMPLOYMENT STUDY

Portland, 1967 - Unemployment Rate

	TOTAL	MALE		FEMALE	
		White	Non-White	White	Non-White
Labor Force & Unemployment Rate					
Labor Force	201,385	117,807	6,299	73,710	3,569
Resident Unemployment rate	4.0	4.3	8.9	3.1	5.7

Equally as critical as unemployment is the problem of underemployment among the Black residents of the area. It is difficult to estimate the scope of underemployment in the Model Cities' area. Efforts are just now being made on a national level to measure the rate of underemployment in low-income urban areas. The Federal Bureau of Labor statistics shows that the rate of unemployment would be 6% to 14% if one excludes underemployment; but if underemployment figures are included, the rates of unemployment would range from 20% to as high as 50%..1/

2. PROBLEM ANALYSIS

A. Initial Condition

1. Unemployment

Adequate statistics are simply not available for the Model Cities area. The agencies serving the unemployed of this area do not keep statistics by geographic area. The unemployment picture must, therefore be reflected by figures on unemployment compensation claims, by crude data from a survey which was conducted in the Model Cities area, and by extrapolations from other data. Perhaps the best indication of the problem is the strongly felt and expressed needs of the residents.

Most of the indications of unemployment in the Model Cities area deal mainly with minorities, - two-thirds of whom are Black. One of the indicators of the extent of the unemployment problem is the number of claims for unemployment insurance made by minorities in the City of Portland. In December of last year, the total number of initial unemployment insurance claims in Portland's metropolitan area was 2,023. Of these, 241 initial claims, or 12% of the total, were filed

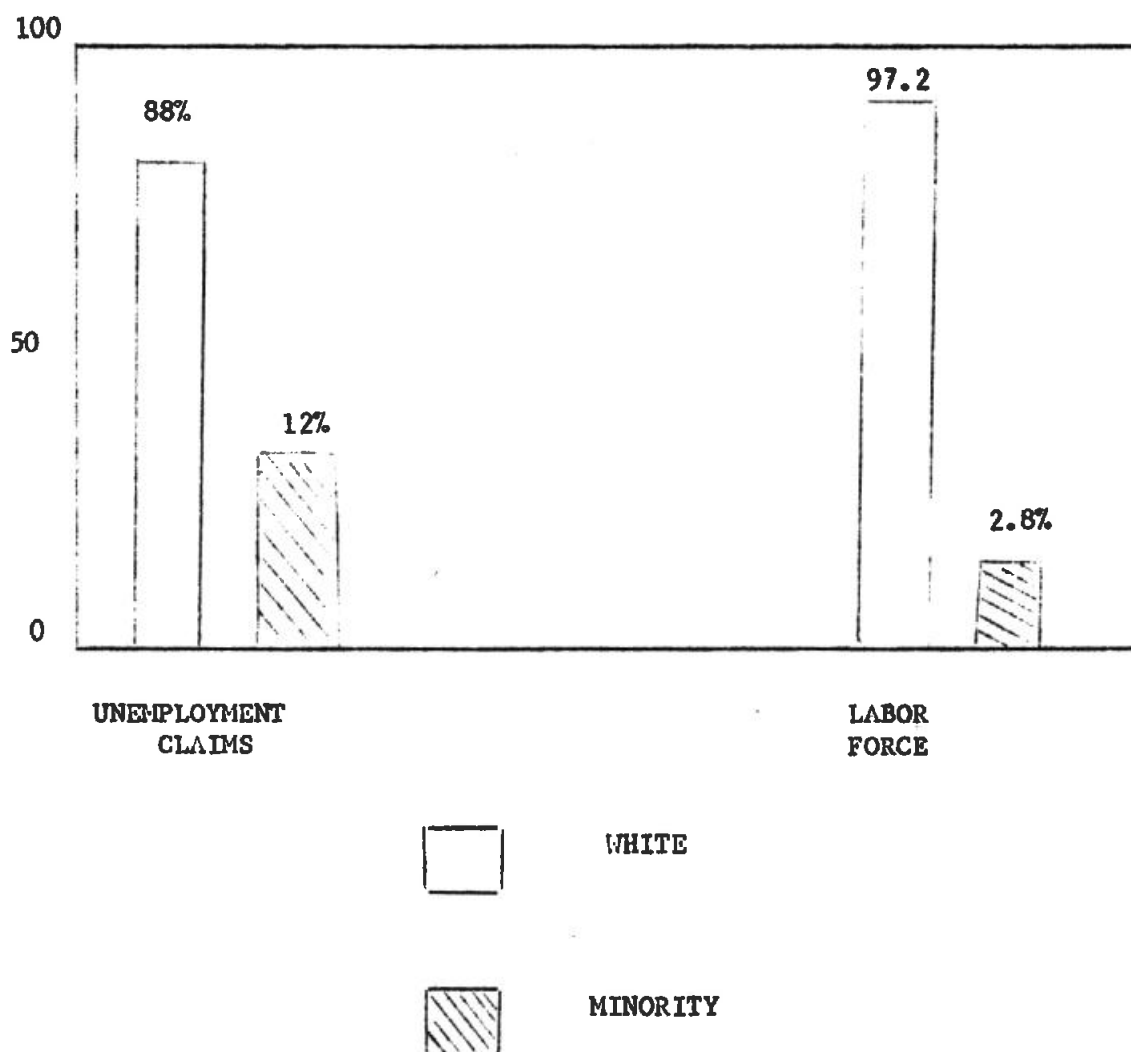
by members of minority groups according to recent estimates, the proportion of minorities in the labor force in the Portland area varied from 2.7 and 2.9%. On the basis of these tentative figures, the share of initial unemployment claims by minorities would be about four times as large as their rate of participation in the labor force.

Black citizens amount to some 2% of the civilian labor force in the Portland area. It is obvious that they make up the disproportionate number of initial claims by minorities. Strong indications to this effect are implied in the initial claims figures for the state as a whole.

Here, minorities represent 1.4% of initial claimants, while their participation in the state civilian work force is variously estimated between 1.7 and 2.2%. It would seem, therefore, that the heavy concentration of Blacks in the Portland area, relative to the rest of the state, is the major factor in contributing to the disproportionately high figure of minority claimants here.

MINORITY UNEMPLOYMENT CLAIMS AND RATE OF PARTICIPATION
IN THE PORTLAND LABOR FORCE

December, 1967



(Figures obtained from Portland Department of Employment)

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Even these figures do not reflect the full problem since many Blacks, particularly young males, do not ever get on the lists of job seekers.

Surveys conducted after major riots have indicated that a substantial number of Black males are unknown to any agency, including the U.S. Census. Some estimates suggest that these men may add up to 10% more Black males than have ever been reported. Virtually all of these are unemployed. Further, unemployment claims do not reflect those people who are not eligible to receive unemployment compensation. A person must work at least 20 weeks and earn over \$700 during the base year in order to receive compensation. Many Blacks do not have jobs which are steady enough to qualify them for unemployment compensation.

Realizing that unemployment claims figures are inadequate, the figures from the Model Cities survey conducted in May of 1968 reflect in more detail the true nature of the problem.

PORTLAND MODEL CITIES RESIDENTS

PERCENTAGE NOT EMPLOYED

AGE	MALE		FEMALE	
	WHITE	BLACK	WHITE	BLACK
14 - 24	50%	46%	67%	70%
25 - 44	6	12	66	37
45 - 59	11	19	54	45
60 - 64	20	25	67	40
65+	79	50	87	82
25 - 59	8.0	14.6		

Source: Model Cities Survey, May 1968

These figures specifically show the percentages of those in each race, sex and age category who are without a job.

The most important comparison is seen in the figures reflecting unemployment in the 25 to 59 age group. In this group, 8% of the White males were not employed as contrasted with 14.6% of Black males who were not employed.

Statistics for two age groups require explanation. These are older Black males who are not retired and youth still in school.

In the 14 - 24 age group, 50% of the White males are not working compared to 46% of the Black males. These Black youth are forced into the employment market at a younger age partially because there are more Black one-parent families headed by women. The lower incomes of females demand that the young men in the family go to work to supplement the pocket book. A second explanation is found in the fact that further educational opportunities are not as readily available to young Blacks as they are to Whites in this age bracket. A third factor is the belief commonly held by Black males that an education will not really help them to get a good job. (See section on Education for more discussion of this and related points).

In the 65 and over age group, 79% of the White males are not working while 50% of the Black males still have jobs. One rationale of this disparity would be that the whites are retired, living on social security, pensions or other retirement benefits, while the blacks, unable to accrue savings, must supplement their income in order to subsist.

The other figures that reflect social problems faced by the black community are the figures which relate to female employment for the age group 25 to 44. These figures tend to show that two-thirds of white females in this age group are housewives, whereas two-thirds of black females work.

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The patterns represented in the survey substantiate the fact that black males have high unemployment rates during their productive years. It also shows that many black females are forced to work because of this. The implications of these facts are numerous and are dealt with in other sections of this plan.

While private industry has made some overtures to ameliorate the racial gap in employment, many glaring deficiencies are apparent. While entry level employment has been quite readily available recently, upgrading in these positions and hiring at middle and upper range levels have scarcely been evident. For example, of the six large retail department stores in the community, even token representation in the middle and upper level brackets is lacking. The same patterns exist in the several large metal processing industries in the community; timber processing, once a major economic industry in Portland, includes virtually no minority representation in its labor force.

At one time the railroads in Portland were the primary source of employment for black males of the area. Black employees, however, were restricted to the lower income jobs such as redcaps, porters, waiters and coach cleaners. Today, there is still only token representation in the higher paying job categories. By white standards, it would seem logical that, if experience and/or seniority are any criteria, there would have been some progression of Blacks to management positions within the industry.

The employment situation for Blacks of the Model Cities area is bad. It is a point of great irritation to the residents and must be dealt with strongly. Foot dragging and sand bagging by industry, unions and agencies must be stopped. The depth of the problem leaves no alternative but to take immediate action.

2. Underemployment

"Give us meaningful jobs" is not the demand of the shiftless-- or the man who doesn't care---or the man who can't---or won't--- learn. Nor is it the demand of the man who isn't capable. Too often the employed Model Cities resident has been retained in the position of busboy when he's capable of managing the restaurant---too often he's been the janitor when he's the most capable man to be promoted to Services superintendent---and too often he remains the common laborer rather than advancing, as most Whites do, to journeyman plumber, carpenter, or welder. The Black man is not asking that the white community "give" him a job he can't do. He's asking simply for the opportunity to do the job he's capable of and for a chance to learn and grow. The chance which whites have enjoyed all along.

Quantifiable data measuring the extent and impact of underemployment within the minority labor force is minimal and inconclusive at best. Because so many Blacks have never been given a chance there is really no way of knowing how many should be in more responsible, better paying positions.

b. For example, nationally the proportion of Negro college graduates in lower paid, more menial, shorter lasting jobs is more than three times that of the white college graduates.* The percent of Black laborers is greater while there are fewer blacks who hold technical or managerial positions.

On the national scale, white collar workers outnumber blue collar workers, and this holds true for the White Model Cities resident. Black men, however, are disproportionately numbered in the blue collar category. This is illustrated by the following chart from the Model Cities survey.

* The Racial Gap, National Urban League, June 1967

MODEL CITIES SURVEY

MAY 1968

RACE BY OCCUPATION FOR HEADS OF HOUSEHOLDS

	Occupation					
	Professional, Technical, Managerial	Clerical	Sales	Service	Craftsmen, Operatives, Laborers	
BLACK	13%	5%	3%	28%	51%	100%
WHITE	31%	9%	15%	15%	31%	101%

The occupations of Model Cities residents show the racial trends in employment characteristic of urban America. In Model Cities, 31% of employed White heads of households have professional, technical, or managerial positions, while only 13% of their Black counterparts have similar positions. This racial imbalance is even more pronounced in sales positions. Dr. Clark's study of Portland's Secondary School System provides further indications of the disparity in occupational categories between white and black residents of the Model Cities area. It examines patterns of employment for Black fathers and mothers of Jefferson High School graduates from 1960 to 1965. Jefferson is the only high school in the Model Cities area and, during this 5 yr. period, it accounted for over 50% of all Black graduates in the State of Oregon.

JOBS OF THE FATHERS OF NEGRO

HIGH SCHOOL GRADUATES

JEFFERSON HIGH SCHOOL 1960-1965

<u>JOBS OR PLACES OF EMPLOYMENT</u>	<u>NUMBER</u>	<u>PERCENT OF THOSE EMPLOYED</u>
Laborer	66	29.6
Foundryman	37	16.6
Porter/waiter, railroad	29	13.0
Janitor	16	7.2
Butcher--wholesale	9	4.0
Railroad depot worker	8	3.6
United States Post Office	5	2.2
Service Station worker	5	2.2
Waiter--hotel/restaurant	5	2.2
Hospital worker	4	1.8
Barber	4	1.8
Military, enlisted man	3	1.3
Auto mechanic	3	1.3
Plumber	2	0.9
Musician	2	0.9
Longshoreman	2	0.9
Minister	2	0.9
Surveyor--State Highway Department	1	0.4
Shoe repair	1	0.4
Floor finisher	1	0.4
Social worker--County	1	0.4
Real estate salesman	1	0.4
Stockman--department store	1	0.4
City park--recreation worker	1	0.4
Rose City Transit--bus driver	1	0.4
City police	1	0.4
City civil servant	1	0.4
Public school teacher	1	0.4
Grinder	1	0.4
County Deputy Sheriff	1	0.4
House painter	1	0.4
Crane operator	1	0.4
Grocery clerk	1	0.4
Cook	1	0.4
Truck driver	1	0.4
Laundry worker	1	0.4
Medical doctor--surgeon	1	0.4
Self-employed	1	0.4
Disabled and deceased	3	
Unemployed	2	
No information	115	
TOTAL	343	

JOBS OF THE MOTHERS OF THE NEGRO
HIGH SCHOOL GRADUATES

JOBS OR PLACES OF EMPLOYMENT	NUMBER	PERCENT OF THOSE EMPLOYED
Domestic	56	44.8
Hospital worker	29	23.2
Machine sewing	6	4.8
Registered Nurse	5	4.0
Sales Clerk	4	3.2
Cook	3	2.4
Laundry worker	3	2.4
Teacher--public school	3	2.4
Presser	2	1.6
Medical Assistant--U. of O. Medical School	1	0.8
Real estate sales	1	0.8
Grocery clerk	1	0.8
Laboratory technician	1	0.8
Janitress	1	0.8
Factory worker	1	0.8
Surgery aid	1	0.8
City civil servant	1	0.8
Registered Practical Nurse	1	0.8
Poultry worker	1	0.8
United States Post Office	1	0.8
Waitress	1	0.8
Nursery worker	1	0.8
Telephone company	1	0.8
Housewife	133	
Aid to Dependent Children	15	
No information	97	
TOTAL	425 370	

It is obvious that the majority of Black citizens whose occupations were reported were among the unskilled and in the service categories.

If Black men and women are to join in the economic mainstream of American life clearly the occupational patterns that exist among Model Cities residents must be changed. The kind of subtle rear guard action being fought by unions and some industries cannot be tolerated. The Black citizens ability to earn an adequate income is the key factor relating his life to chances and to those of his family. The denial of the Black man's rights to earn an adequate income is one of the cruelest forms of discrimination practiced by the "christian" and "democratic" White majority. Basically it boils down to taking the bread out of black children's mouths.

B. Causes

There are multiple causes for the high unemployment rate among the residents of the Portland and Model Cities area. Some of these causes revolve around national monetary and fiscal policy and are beyond the control of any one local planning agency. These factors are of importance but can only be dealt with on a national scale. The causes that are of immediate concern to Portland are those that can be coped with by the Portland Model Cities Program, existing agencies, employers and the citizens themselves.

The overriding objective of this component is the removal of obstacles which bar the Black citizens' way to an adequate income in the area of employment.

What is an "Adequate" Income

In earlier times, an adequate income was one which enabled an individual to survive and those individuals who were not able to obtain adequate incomes did not survive. This provided rather objective criteria for determination of the degree to which incomes were adequate for subsistence. However, bare survival will not serve as an appropriate objective of social and economic policy today. The complexity of modern life, together with the opportunities afforded for growth, development, and self-betterment in our society has called into question many of the earlier notions of income adequacy. As incomes increase and levels of living rise, society's notion of subsistence also rises. Rather than having increases in levels of living immediately absorbed by increases in population, one is more likely to find a constant upgrading of societal criteria for income adequacy. This pattern has a special

relevancy for black Americans. They are not to satisfied to merely subsist. They will not compare their income and status to that of their fathers and grandfathers. They are less interested in how far they have come, they are more interested in how far they have to go to reach the American White middle class ideal of materialistic well being.

The specific obstacles with which we are to deal are the basic causes for high unemployment rates and underemployment within the Model Cities area.

The major obstacles for the Black man in the Model Cities area are:

1. Discrimination
2. Skill deficiencies
3. Inadequate transportation
4. Inappropriate job requirements

Although these represent the major obstacles, they are not all encompassing. Other obstacles such as health are dealt with by other components.

Basic Causes

1. Discrimination

Racial prejudice is the major obstacle that prevents the black man in the Model Cities area from obtaining adequate income through employment. This discrimination takes many forms and has many ramifications, but certainly the most significant problem in Portland is the refusal of the citizens to admit that a problem exists.

The subtle denial of the fact that minority groups are discriminate against, the smug assertion that the black and white man have the same opportunity---but not the same motivation---is certainly the most insidious form of discrimination, and at the same time, the most difficult to define and attack. The total gamut of history negates the color-blind assumption that there is no difference between the black and the white, and, the hard realistic facts regarding the black man's participation in the Portland labor market reinforce this truth.

a. Adequate Income

Discrimination has a multiple impact on employment. It tends to constrain job choice and generate and higher level of unemployment among minority groups than would be expected either from their educational levels or from their skills. In 1964, non-white workers comprised 11% of the national labor force, but 25% of those were out of work 6 months or more. Continually higher levels of unemployment, between 50 and 100% higher than whites of similar characteristics, tend to feed back to lower motivation. The clustering of the poor because of discrimination in housing tends to yield inferior schools. Members of minority groups facing this kind of discrimination will often, over a period of time, have higher and higher drop-out rates and lower levels of education and training acquisition feed back once again to affect the degree to which employment can provide adequate levels of income.

b. Lower Pay

Members of minority groups will often receive lower pay for their work because the pressure for employment enables employers to attract minority group workers at lower wages. Some

employers will restrict employment of blacks, to job categories with far fewer opportunities than there are available employees. This gives them a greater choice of employees, while placing blacks in a high degree of competition among themselves. The excess supply of manpower, the unemployed, will enable the payment of a lower wage. Certainly low-skilled employees' salary scales have reflected this kind of concentration of the opportunities for minority group employment.

c. Discrimination in Industry

In addition to constrained job choice and lower pay for similar work, discrimination also operates to reduce upward mobility within the job structure. In part this comes from over discrimination in promotion, and in part because of poor access to training.

One example of discrimination against blacks is the case of an internationally known bottling company in Portland, whose national image is relatively good concerning minority employment and which, until recently, had no black driver salesmen, or for that matter, no black employees.

Another example is a large labor company in Portland which, until a few years ago, hired blacks only as menial and custodial workers. Despite efforts to integrate the total work force a subtle attitudinal discrimination still persists against blacks in certain job categories in this company today.

Access to good-quality jobs clearly affects the willingness of blacks to actively seek work. Even given similar employment, black workers with the same education as white workers are often paid less. This disparity doubtlessly results, to some extent,

from inferior training in segregated schools, and also from the fact that large numbers of blacks are now entering certain occupations for the first time. However, the differentials are so large and so universal at all educational levels that they clearly reflect the patterns of discrimination which characterize the hiring and promotion practices of many industries of the area.

d. Discrimination in Unions

Sometimes, discrimination is the result of other institutional structures such as unions controlled apprenticeship programs which make it possible to incorporate discriminatory admission requirements. Such discrimination may not indeed be directed specifically against members of minority groups, but is often positive favoritism toward the relatives of current members of the union. This tends to perpetuate the characteristics of the union work group.

In the past, unions in Portland openly discriminated against black people. For example, until four years ago the International Brotherhood of Trainmen still retained its clause saying that only white caucasian males could become members of their unions.

Black feeling of frustration with the present type of discrimination is exemplified by the following article on the plight of black longshoremen.

The article below appeared in the Oregonian, Wednesday
October 30, 1968.

Dock Workers Named In Bias Suit By Blacks

Twenty-five black workers, 23 of them longshoremen, filed suit in U.S. District Court Tuesday charging unlawful employment practices by Local 8 of the International Longshoremen's & Warehousemen's Union and the Pacific Maritime Association.

In a detailed, 12-page complaint the plaintiffs describe five ways in which they believe they are discriminated against, including the union's "point system" promotion procedure, refusal to admit black longshoremen into the union, applications, rules and customs and work assignment methods.

The suit asks a decree enjoining the defendants from

continuing the alleged employment practices, promotion of black "B" card holders to "A" status, admission of black "A" card holders to the union and remuneration for workers deprived of promotion because of alleged discrimination.

He also seeks damages for every plaintiff for "mental anguish and embarrassment."

The suit asks the court to require the defendants "to take appropriate affirmative steps to insure that members of the black community have meaningfully made available to them job opportunities on the waterfront to the same extent and with the same perquisites and privileges as available to white men."

Grievances Presented

The suit was filed under Title VII of the Civil Rights Act of 1964 and is, according to U.S. Attorney Sidney Lezak, the first of its kind in Oregon.

Officers of Local 8, ILWU, were in San Francisco and could not immediately be reached for comment.

Before filing the suit, the plaintiffs said, they presented their grievances to the Equal Employment Opportunity Commission which, on June 11, declared: "Reasonable cause exists to believe that the respondents are in violation of Title VII of the Civil Rights Act of 1964 as alleged."

Prior to 1964, the complaint declares, "the defendants' registration lists of employees on the Portland waterfront included approximately 1,050 'A' and 150 'B' longshoremen, none of whom were black, nor were any black men admitted to membership in Local 8 . . . Of 300 men then holding casual or white cards only 11 were black."

"Through efforts of various civil rights organizations in Portland," the complaint continues, "46 of the 299 'B' longshoremen actually registered in February, 1964, were black men. This was virtually the first time black men had been permitted to work on the Portland waterfront, except for a few casual workers."

"For the first time in history, subsequent to the employment of the first black men as 'B' registrants in 1964," said the complaint, "defendants adopted a so-called 'point system' to determine which 'B' men would be promoted to 'A' status and when."

Plaintiffs claim the "point system" is discriminatory in that it makes distinctions which are not substantially related to job performance, "permits and thereby sanctions the race prejudices of individual gang bosses by permitting such prejudiced gang bosses to give adverse work reports," and in five other respects.

Membership Denied

Nine of the plaintiffs, according to the complaint, have been promoted to "A" status but have been denied union membership because they opposed the employment practices and have "made a charge, testified or assisted or participated" in an investigation leading to the suit.

Of the remaining plaintiffs 14 are "B" registered longshoremen who charge they have been denied promotion because of discrimination and two are men who claim their failure to obtain casual work on the waterfront was the result of discrimination. They are represented by Atty. Paul R. Meyer.

The suit includes the Pacific Maritime Association among defendants because it together with the ILWU "sponsors and selects the Joint Coast Labor Relations Committee, which administers the collective bargaining agreement under which all longshore employees on the Pacific Coast work."

The reasons or the basic causes for the conditions surrounding the low participation of blacks in the apprenticeship program are centered around a few basic factors.

The major contributing factor is racial prejudice and discrimination by unions associated with an apprenticable craft and by management. This is reflected in part by the statement of a union official of an apprenticable craft who remarked that "Niggers" would become apprentices in his union over his dead body. Basically, unions use the apprentice system as a way of limiting the number of trained people and thereby raise the earnings of the qualified workers or journeymen. Black people, therefore, as an easily identifiable group, have been denied meaningful participation in unions. This attempt on the part of the Portland based unions to exclude the black man is further clarified by a Portland City Club* Report which stated that

"Almost invariably unions deny any bigotry or discrimination. They normally explain the low number of Negro members by unpersuasive claims that there "have been no Negro applications. . . or, at least none who was qualified." The weapons of unions discrimination and exclusion are subtle and insidious. Standards established for the testing of union qualification are often unrealistic and arbitrary, incorporating standards which are unrelated to job performance. It is widely believed that these standards are enforced with the design and purpose to exclude Negroes and others whose "entry-level skills" can thus be shown to be lacking. Similarly, and equally arbitrary, are the personal review panels employed by some unions, particularly in the building trades unions, who screen applicants and pass upon his personal qualifications. In a context unfamiliar, and often terrifying,

to the applicant, the panel may impose the most subjective of standards and the consequences are almost invariably unfair. It is the practice of the Federal Equal Opportunity Commission to have a representative at such interviews. However, it has been reported to this committee that the participation of those representatives is perfunctory and as a result this procedure dis-serves the cause of eliminating discrimination. Unless the Commission becomes appropriately concerned with regard to this problem and becomes more aggressive about its role, it will continue to be "used" to lend responsibility and an illusion of fairness to a procedure which is basically unfair."

To give any detailed analysis as to why unions discriminate is redundant. White union members are white Americans who generally live in all white neighborhoods and go to all white schools. They are part of and were born and raised in a society in which the white majority practices racial discrimination and the same can be said about management. Management has the further added burden when hiring of not employing anyone to whom the union members will object. Management has up until now, reflected the practices of the society in general and assigned Black people to low menial jobs. Both management and unions have conveniently blamed the other for their own discrimination patterns.

In any analysis of the reasons for low black participation in the apprenticeship program the question of the attitudes of the young black man toward the program must be considered. When unions claim that there is a lack of interest shown by highly qualified black men they are right. They are right in the sense that there is also a lack of interest on the part of highly qualified White young men who don't aspire to be an apprentice but would rather go to college to satisfy their aspirations.

The assumption that highly qualified blacks any more than highly qualified whites wish to become apprentices is a further misunderstanding of the black man.

Concern about the apprenticeship program is not for the highly qualified young black man, but rather for the rest of his brothers and sisters who are in the middle of the ability spectrum. There has been little recognition of the remedy of motivating this segment of the black community.

Comulative kinds of subtle discrimination are in essence the major cause of the plight of the black man in the Model Cities area.

Until the white majority, whether it be in business, unions or industry, faces up to the fact that discrimination exists, there will be no meaningful change.

Basic Cause

2. Skill Deficiency

One of the basic causes for unemployment and underemployment in the Model Cities area is a lack of marketable skills among many residents. Most of the jobs that are opening in the Portland area require skills and abilities that many individuals have not been able to obtain.

If the residents of the Model Cities area are to be able to cope with the rising reliance of industry on technology, then clearly some dramatic attempt must be made to equip them to function in such a society.

The projections by the State of Oregon for its future manpower needs read:

"...It appears there is a need for pre-employment and apprenticeship training on a broad scale, if the incoming labor force entrants in the State of Oregon are to be made fully employable in the light of present day and future needs.

A side from the need for vigorous training programs in the skilled and technical occupations beyond the high school level which is well established by the data, there is also a need for training of a meaningful nature at the secondary school level in such fields as the Clerical, Sales, Service and Semi-skilled occupations.

Also needed is some immediate remedial action with a view to improving the skills of a large group of long time participants in the labor force. The key to this need is in shifting occupational trends of the state. There are many persons now in the labor force who entered the force at a time when the need for skills was not so drastic as today. One look at the summary tables is enough to tell the story here; currently, these two groups comprise 26.1 percent of the total employment, but they will account for only 19.4 percent of the additional worker needs of the next few years."

STATE OF OREGON DEPARTMENT OF EMPLOYMENT FUTURE MANPOWER NEEDS 1966

MAJOR OCCUPATIONAL GROUP	CURRENT EMPLOYMENT	% OF TOTAL EMPLOYMENT	1966-1970 NEED	% OF TOTAL NEED	% OF CURRENT EMPLOYMENT
Professional	65,349	11.1	12,578	12.5	19.2
Technical	16,917	2.9	3,443	3.4	20.4
Managerial	42,647	7.2	5,115	5.1	12.0
Clerical	97,915	16.6	19,383	19.2	19.9
Sales	44,906	7.6	12,217	12.1	27.2
Service	75,145	12.7	14,879	14.8	19.8
Skilled Manufacturing	29,908	5.1	4,768	4.7	15.9
Skilled Non- Manufacturing	62,732	10.7	8,825	8.8	14.1
Semiskilled Manufacturing	38,479	6.5	5,205	5.2	13.5
Semiskilled Nonmanufacturing	52,421	8.9	7,030	6.9	13.4
Unskilled Manufacturing	35,560	6.0	3,832	3.8	10.8
Unskilled Nonmanufacturing	27,633	4.7	3,538	3.5	12.8
TOTAL	589,612	100.0	100,813	100.0	17.1

Black citizens are neither getting vigorous training in the apprenticeship system nor meaningful training in Sales and Service at the secondary level. This factor is well illustrated by Dr. Wm. Clark in his study of black high school graduates from Jefferson High School from 1960-1965. In this study, Dr. Clark shows that vocational training was satisfied by taking two courses (this number was later increased to four) and included only those commonly called commercial or business education. Only one vocational course was later started in food service and this was subsequently dropped.

Contrast this meagre course offering with the vocational program at Rex Putnam High School located in suburban Portland. In this occupational skills center, some twenty-one skills are taught. These courses range from agriculture, building and construction, graphic reproduction, individual mechanics and metal fabrication to child services.

Unions and apprenticeship programs represent the second way in which the black resident can attain skills. If one looks at the apprenticeship program, it can hardly be said that it provides vigorous training to a meaningful number of black men.

In Portland there are some 1,264 apprentices in the Apprenticeship Program; they are involved in some 47 programs. Of the total number of apprentices, only 14 are black. These 14 black apprentices make up less than 1% of the projected needs of the apprenticeable crafts involved. (See following chart.)

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BLACK PARTICIPATION IN APPRENTICESHIP PROGRAM

APPRENTICESHIP PROGRAM	TOTAL CRAFT EMPLOYMENT 1966	ADDITIONAL PROJECTED NEED 1970	TOTAL NUMBER OF APPRENTICES IN PROGRAM JAN 68	TOTAL NUMBER OF BLACK APPRENTICES
CARPENTERS	8,168	674	341	5
PLUMBERS	2,550	370	209	1
MOLDER-COREMAKER	277	48	26	1
PAINTER	1,988	415	70	1
DRY WALL FINISHER	—	—	24	1
MILLMAN	482	302	19	1
BOILERMAKERS	2,650	—	20	1
—	—	—	—	3*
TOTAL		1809		

* B. A. T. has submitted 3 additional apprentices.

(Figures obtained from Oregon Apprenticeship Manual and Apprenticeship Summary for State of Oregon, January 1968)

At this rate black individuals will still satisfy only a fraction of the projected need of the labor market by 1970.

Unions in Portland affect the black man's chance of acquiring skills in that some unions are directly connected to an apprenticable craft and these same unions practice what the Portland City Club has labeled "subtle and insidious forms of exclusion." There is overall low participation rate of black citizens in unions. This is exemplified by the following sample list of union membership.

BLACK PARTICIPATION IN UNIONS

UNIONS	TOTAL STATE EMPLOYMENT '66	PORTLAND LOCAL	LOCAL ENROLLMENT	NUMBER OF IN LOCAL	BLACKS
Machinist	4,087	No. 63	2,669	2	
Carpenters	8,160	No. 226	1,400	20	
Plumber & Steamfitter	2,550	No. 51 & 235	1,100	11	
Steel workers	1,850	No. 16	750	0	
I. B. E. W.	3,437	No. 48	1,200	5	
I. B. E. W.	3,437	No. 125	1,500	2	

SOURCE: PROBLEMS OF RACIAL JUSTICE, PORTLAND CITY CLUB, JUNE 14, 1968
Vol. 49 No. 2 + OREGON APPRENTICESHIP MANUAL

The other area in which a black resident can acquire skills is through on the job training but patterns of discrimination in job hiring have denied Black residents the chance of acquiring skills through on-the-job training.

Inability of the Black residents to acquire marketable skills through any of these vehicles directly affects his ability to earn an adequate income through employment. This inability, in turn directly affects the socio-economic status of his family, his community and his life chances.

Basic Cause

Inadequate Transportation

Associated with the problem of unemployment in the Model Cities' area is the high cost and general inadequacy of transportation from the Model Cities' area to the areas of high employment. For the resident of the area, there are two possible means of transportation: the bus system or by private automobile.

a. Portland is the only major city on the West Coast with a privately owned bus system. The result of this is that the profit incentive has resulted in high prices and limited services. In a study conducted by Professor Morton Paglin, of Portland State College, he argued that "...with the fares necessary to provide Rose City with the profit levels provided in the franchise, (4½% on the coin box take) we look forward to higher fares and lower patronage in the future as people substitute private cars for public transit. The decline in public transit use is partly related to fares, inadequacy of equipment and service, and partly to speed."

1) Bus fares in Portland are already at 35 cents one way for a ride within the city limits. There has recently been a transit strike, and under the terms of the new wage agreement, in order for the company to meet its allowable profit, it is estimated that a 5-cent raise will be needed.

2) The present bus system is inadequate as a means of transportation to areas of employment for the Model Cities' residents, as these areas of high employment are in

districts distant from the Model Cities' area, or from downtown. This is in part due to factors which revolve around inadequate scheduling, too few routes, time consuming routes, and the fact that buses do not operate 24 hours a day. To get almost anywhere there is an industrial job, at least one transfer is required. The location of some jobs requires the worker to transfer to the suburban bus lines, with a substantial increase in cost.

b. In the core area of the Model Cities where unemployment rates are high and some 47% of the population make less than \$3,000 per annum, the cost involved in the purchase and upkeep of an automobile represents a tremendous financial burden. These costs to the resident are related to the high payments and even higher rates of interest which he is forced to pay when purchasing a car.

High costs are also related to the rates charged by automobile insurance companies. This factor is highlighted in an extract from an article appearing in the Oregonian.

October 20, 1968:

Nevertheless, unless individual and subjective judgments are made by agents and salesmen, most Negroes, particularly those living in the Albina area, will pay higher rates for automobile insurance.

Many 'special' areas of Portland are designated by insurance companies as bad risk environments where a higher percentage of claims result. This is conspicuous in an area where vandalism and crime are high and comprehensive claims for such things as broken windshields and stolen hubcaps are greater.

For example, many companies will charge higher comprehensive rates for automobile owners in Albina if they park their car on the street at night. In this fashion, a Negro resident of Albina is discriminated against because of his environment, an agent said.

Other companies will not write comprehensive or collision coverage in these areas at all, referring would-be customers to the assigned risk pools or substandard companies for high premium policies.

Problem of transportation are discussed in greater detail in a separate section.

Basic Cause

4. Inappropriate Employment Requirements

Excessively high training and skill requirements placed on many types of employment present a serious obstacle to employment for many people of the model neighborhood. These requirements often systematically remove employment opportunities from those who are capable of doing the job. Very often pre-employment tests required by companies are not job related, rather, they test for the person of white middle-class skills, especially language and communications abilities. Some of the most common pre-employment tests used by many businesses are the, Minnesota Clerical and the Wadsworth. Many companies require a minimum score on these tests, regardless of the job the applicant is applying for. One common rational used by companies to justify their job requirement is that they wish to hire promotable people only. To fill a menial job in a company, then, would require the person possess abilities or capabilities beyond those required for the job. The Black man's response to this is: "You won't give me the chance to move up anyway, so why not give me this job that you know I can do."

PROBLEM ANALYSIS

Page - -

There is evidence that some individuals who cannot meet pre-employment requirements are very capable of doing the job. For example, the Urban League finally convinced the Western Electric Company of Portland to suspend their job requirements on a trial basis. Six youth were employed and after a period were given the normal employment test; all six passed the test. It is clear that in order to solve the problems of unemployment that some attempt must be made to modify stringent policies that tend to exclude Black people from full employment.

c. Deficiencies in Existing Services

There are numerous services and agencies involved in job development, placement, training and counseling in the Model Cities area. The following list includes the major agencies.

1. Oregon State Employment Service (prime agency for CEP):
 - a. Industrial Service Office
 - b. Adult Opportunity Center
 - c. North Portland Office
 - d. Youth Opportunity Center (16-22)
 - e. Manpower Development and Training Act
2. Urban League - Job Development and Placement
3. Oregon Bureau of Labor - Apprenticeship and Training Program
4. Portland Metropolitan Steering Committee (OEO)
 - a. Albina Neighborhood Service Center (Job Development)
 - b. Concentrated Employment Program (CEP)
5. Department of Vocational Rehabilitation
6. National Alliance of Businessmen
7. Outreach - Multnomah County Building Trades Council and Urban League
8. Multnomah County Welfare (Title V)

A. City of Portland Neighborhood Youth Corps:

- a. In-School Program
- b. Out-Of-School Program

- 10. Opportunities Industrialization Center
- 11. Metropolitan Youth Commission (City-County)
- 12. Veterans' Employment Representative (VER)
- 13. Emanuel Hospital - Nurses Training.

The number of agencies appears to be adequate, however, the lack of a coordinated and responsible effort is apparent. It has been extremely difficult for the personnel managers of many large companies in Portland to deal with the minority employment program because of this. Many resent the numerous job development specialists that contact them frequently. The following is a brief resume of some of the major employment services and agencies that function in the Model Cities area.

1. Oregon State Department of Employment

A limited service office specifically for placement and job development services is located in the heart of the Model Cities' area. During the 12 month period ending August 31, 1968, there were 3178 applicants for jobs and 1301 placements. Of the total placed, 829, or 64% were so-called "hard-core" persons. The employment service also operates the Industrial Service office and the Adult and Youth Opportunity Centers to provide special services for selected age groups.

2. The National Alliance of Businessmen "JOBS" Program

Portland NAB Program became operative during March, 1968 and is operating with donations of manpower office space, clerical help, and office supplies. It has not utilized any federal funds to date. Between March and October of 1968, over 1,400 businesses in the Portland Metropolitan Area were contacted. Less than 400 of these businesses agreed to hire "hard-core" individuals, and only 267 firms actually hired. There were approximately 1,550 pledges from these 267 firms for permanent (basic) jobs, and to date 914 have been filled. The retention rate on the permanent jobs has been 78%, and is considered very good compared to other cities. The NAB summer youth program saw 644 hired of which 556 were retained on a permanent basis. It is impossible to determine what effect this program has on Model Cities residents, but it has been estimated that approximately 75% of the persons hired through NAB are non-white.

3. State of Oregon Bureau of Labor

The State Bureau of Labor contracted with the Equal Employment Opportunity Commission of the Federal Government for a one-year affirmative action Job Development Project, effective May 1, 1967. The project was designed to combat discrimination and eliminate unemployment among the minority segment of Oregon's population. 128 potential employers were contacted; 623 jobs were developed and 486 referrals were made. At the end of the twelve month contract period, a total of 392 applicants had been hired. The project terminated on April 30, 1968. Records were not kept to indicate the number of Model Cities' residents involved, however, it was expressed a desire to up-date the program, and continue its operations either on its own or in conjunction with the Model Cities' Program.

4. Concentrated Employment Program (CEP)

The CEP target area encompasses the Model Cities' area, plus the Southeast Portland poverty area. The prime contractor of CEP is the State Department of Employment. The program became operative during September, 1968 and plans to place in jobs approximately 1,200 residents of the target areas. Working with various agencies and organizations it will provide pre-employment and work orientation training and employment placement assistance to unemployed and under-employed residents of the target areas. Presently the CEP headquarters are located in the Model Cities area.

5. The Urban League of Portland

The Urban League has been engaged in minority employment programs in the Portland area since 1945 and has been responsible for placing many minority applicants in gainful employment. Their operation includes interviewing, counseling and referring potential candidates to potential job opportunities. Some of the Urban League achievements during 1967 were:

a) Employment and counseling interviews	1,174
b) Job orders received	395
c) Confirmed placements	236
d) Training classes held	6
e. Persons participating in trained classes	114

Through the years the total operation has been performed by one staff person, as it is now. The inordinate physical demands on one person to perform the myriad tasks that are necessary, stands out as a limitation of this particular program.

6. Other agencies such as the Albina Neighborhood Service Center, the State Department of Vocational Rehabilitation and the City of Portland Neighborhood Youth Corps are also involved in minority employment to a certain degree.

Their impact on the residents of the Model Cities' area is hard to establish. From the above discussion, it is evident that there are numerous agencies involved in job placement in the Model area. There exists between these agencies some form of interagency cooperation, but no real coordination. As a result of this lack of coordination, a duplication of numbers occurs. More than one agency takes credit for the same placement. The possibility of duplication of effort and wasted effort exists in an uncoordinated system such as this. Most agencies have been established to solve a specific problem. As a result of this, some segments of the unemployed and under-employed have been overlooked. For example, the hard-core unemployed were virtually overlooked until the NABS Program became effective, and it is still limited in what it can do. Another example is "Outreach," an Urban League and U. S. Department of Labor cooperative effort.

7. This program is committed to specifically recruit and orientate minority persons in order to prepare them for the apprenticeship qualification examination. It is anticipated that between two and three hundred persons will be involved. This is basically an attempt to reach the Black people who for various reasons have so far not experienced a desire to enter the apprentice program, but, even with this effort, too few people will be reached and in essence the program will not change the economic picture in the Black community very much. Some lives will be saved, but by and large, if and when apprenticeship programs are equally open to Black and White alike, there will remain a substantial portion of unemployed Black people untouched by the apprenticeship system.

Possibly the most glaring deficiency in these agencies is their inherent inflexibility. This is exemplified in one instance by the dilemma faced by the Urban League, 1966 - 67. In 1967, the League had more job openings than job applicants. The year previous to that, the job picture was different and the League had more job applicants than job openings. In both of these situations the League was forced to operate only in the manner for which it was set up, namely, job interviewing and placement. What the first instance really required was not only interviewing but active recruitment and an effort at communicating job openings to the community. In the latter case, it should have been taking on a very intensive role in finding jobs. This kind of inflexibility in part is due to the fact that each agency was established to meet a specific requirement.

The modest success of the NABS Program is a dramatic bit of evidence that the old attitude that employment development's main emphasis should be in interviewing and placement is inadequate as an approach to the problems faced by the unemployed in the Model Cities' area. The new approach demands flexibility to adjust to the needs of the unemployed and to the changing demands of the job market. It also demands coordination which would address the whole problem, bringing all needed services to the unemployed and the under-employed.

Unemployment and under-employment cause tremendous frustrations for residents of the Model Cities' area. The burden hits the Black, especially the male and the young with a particular impact. The basic causes are complex and inter-related and are themselves an added source of frustration. A subtle discrimination pattern, denied by the White community, is manifested in many forms.

All are repugnant and debasing to the Black citizen. His lack of skills, a result of a historic discrimination pattern is aggravated by present testing policy. If the Black resident can find a job, the costs and inconvenience of transportation opportunities may prevent him from getting there on a regular basis. The agencies which are supposed to help him are diffused, fragmented, and uncoordinated causing problems for both potential employees and for employers.

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SECTION 2. GOALS AND PROGRAM APPROACHES

EMPLOYMENT

1. Goals

The two initial conditions listed in the previous section are conditions that must be effectively dealt with. No increase in the gross national product is going to effect the conditions in the Portland Model Cities' area if old patterns are allowed to exist. The goals that are established must break down the obstacles to the acquisition of an adequate income by Black citizens.

Long Range Goal

The long range goal is to insure that Black citizens of the Model Cities' area have an adequate income. Specifically, the goal of this component is to insure that black residents attain this through adequate and meaningful employment, realizing that employment is not the only way to an adequate income.

Goal I - Unemployment

To reduce the rate of unemployment in the Model Cities' area to a rate that is comparable to the rest of the City of Portland.

Goal II - Underemployment

To reduce underemployment in the Model Cities' area so that occupational patterns are similar to the rest of Portland. Underemployment must be reduced to a degree that results in a significant improvement in job patterns and the elimination of barriers to meaningful job opportunities.

2. Program Approaches

A. Multi-service Center

The center would be utilized to coordinate the employment activities of all existing agencies and would result in a genuine, comprehensive and coordinated system.

B. Youth Employment Program

This program would provide meaningful employment and training through existing agencies, for youth between 16 and 21.

C. Expansion of Model Cities' Area Job Opportunities

Create new jobs for residents of the area by promoting and assisting in the location of business and light industry in or near the area. This approach would provide accessible jobs for residents.

D. Resident Commission

Establishment of a resident Commission that would, among other things, investigate present recruiting, screening, hiring and promotion practices of employers and employment agencies. It would also negotiate job openings and training with employers and assure resident participation in employment on Model Cities contract work.

E. Industry Participation Training Program

Under this program private industry will be encouraged to use the premises of the proposed multi-service center to teach specific skills to area resident employees of their company. These companies would use their own personnel and equipment for instructional purposes.

F. Job Skills Bank

The purpose of the bank would be to match resident skills with available employment. Area residents would be made aware of available job and training opportunities. At the same time prospective employers could more speedily find the type of employee they seek.

G. Black Junior Achievement Program

This program will introduce school-age youths (14 - 18) to business practices and principles. These young people would become familiar with research, design, production, and marketing of commodities.

H. Employment Plan

Underemployed residents of the Model Cities' area would attain job levels equal to their abilities. These abilities must be made known to their employers in order for these skills to be utilized.

Note: Program approaches relating to transportation will be discussed in the transportation section of the plan.

SECTION 3. STRATEGY

1. The first priority is for the City of Portland to take the lead and adopt a definite and progressive policy which will reach out, find, and employ Blacks at all levels of employment. This policy should include a clause requiring all vendors and contractors doing business with the City to adhere to fair employment practices.

The City of Portland, to show faith in this policy, will set as it's aim in the first year of the program the employment of fifty Black firemen and fifty Black policemen.

2. The second priority, to be implemented simultaneously with the first priority, is a coordinated project, located within the multi-service center, that would involve all existing agencies presently offering employment services to Model Cities residents. This project would result in a genuine, comprehensive, coordinated system of employment that would be capable of dealing with employers to effectively obtain jobs for Blacks.

A. The multi-service center would also provide a physical location and various supporting services for the Model Cities Youth Committee which, in turn, will set up a youth opportunity employment program.

B. A resident controlled "Employer Relations Commission" would be established and located within the Multi-service Center.

3. Priority three would be the implementation of the following programs located in the Multi-service Center.

- A. Employment Plan "Operation Step-up."
- B. Industry Participation Training Program.
- C. Job Skills Bank.
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