

MODEL CITIES PROGRAM  
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GOALS - P14  
QUANTIFIABLE GOALS

## SECTION 1. PROBLEM ANALYSIS

### BUSINESS AND JOB CREATION

#### 1. INTRODUCTION

Even though most residents of the Model Cities area can be expected to gain economic status through better paying and more rewarding employment, it is imperative that there be encouragement of the creation of jobs and businesses on the part of these same residents. As in the other portions of this plan, this would be true enough if the Model Cities population was simply White. The fact that it is not, that it is approximately 50 percent Black, adds additional impetus to the need for such encouragement specifically aimed at Blacks. A community which is comprised simply of employees cannot be said to be economically healthy, and to the extent that the Black community in Portland is distinct from the White, efforts must be directed to making it more than a community of employees of others.

For these reasons, as in the case of other components in this application, the residents and staff concerned with business and job creation within the Model Cities population focused its attention on these problems as they affect Blacks. The working hypothesis was that if solutions could be found for the Black residents, these solutions would work to the benefit of Whites as well. On the other hand, it was felt that the reverse of the above hypothesis would not be true.

#### 2. PROBLEM ANALYSIS

##### A. Initial Conditions

##### 1. Limited Number and Size of Black-Owned Businesses

A survey of Black businesses in the Model Cities area conducted by the Model Cities staff indicates clearly that few Blacks are

business owners and that Black-owned businesses which do exist are small in size.

# MODEL CITIES STAFF SURVEY - 1968

## Number of Black Businesses in the Model Cities Area by Type

<u>Number of Firms</u>	<u>Type of Firm</u>
4	Real Estate Office
2	Tax and Bookkeeping Service
10	Restaurants
15	Clubs and Taverns
7	Grocery Stores
2	Record Shops
2	Neighborhood Newspapers
1	Upholsterer
1	Decorator
13	Beauty Shops
8	Barber Shops
2	Radio and TV Repair
1	Mortuary
3	Cleaners
5	Service Stations
2	Building Maintenance
3	Cementwork and Plumbing Contractors
<u>8</u>	Other
89	TOTAL

Only in the three months since this survey was conducted have any larger enterprises been initiated. These are a Black-owned and operated Bank of Finance and the Albina Corporation, a manufacturing plant which holds out hope for the only large Black payroll in the Portland area. In addition, the two non-profit housing construction corporations, the Alpha and Easter Dawn Corporations, are also operating on the basis of Black ownership and limited scale. The small size of these businesses is in itself an indication of the lack of economic strength of the Black business community in the Model Cities area. All small businesses are at a competitive disadvantage with larger enterprises in terms of financing,

purchasing, merchandising, advertising and ability to employ specialists. The fact that these businesses serve a relatively poor population, often operate out of disadvantageous locations, and tend to be inadequately financed indicates clearly that they also have a low profit margin. The only possible exceptions are those in the entertainment sector. In short, the Black business community in the Model Cities area appears to be extremely limited in strength.

Of course, the most striking consequence of this lack of economic strength is the continued dependence of Blacks upon Whites for employment opportunities. This dependence is, in turn, a major source of frustration for Blacks.

## 2. Lack of Business Leaders Within the Black Leadership Structure

Although the business manager class in the White community is relatively small, it strongly influences the conduct and value system of that community. The life style of the Black community differs in subtle ways from the White, in part, because there are almost no business representatives in the Black leadership group. Blacks who hold executive positions in business are few in number in Portland and tend to be a very small part of the leadership of the Black community.

The effect of this situation is to remove from the Black community a significant aspect of competitive and problem oriented leadership common to the White community. Major resources that businessmen contribute to overall community leadership are funds for a variety of activities and contacts with the economic sector of the community's power structure. The development of a business

also can produce a mind attuned to competitive needs of any group and to problem solving. But, however one characterizes the contributions of business leadership to a community to the extent that the society as a whole depends upon economic competition as the basis for individual and community achievement, no major social group can afford to be economically uncompetitive. Without leadership capable of understanding this form of competition and achievement and of actually competing in the economic sector, the Black economic structure will remain at a disadvantage with respect to the rest of society.

### 3. Low Income Among Black Residents

Black citizens in the Model Cities area are plagued by the problem of low income. In the core area of Model Cities where the concentration of Black citizens is most intense, 47 percent of the residents report incomes of less than \$3,000 per annum.

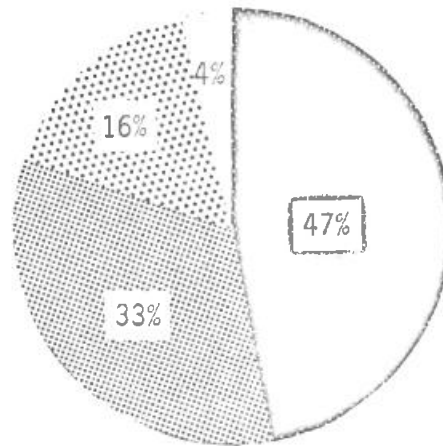
The Model Cities area Black income patterns are characterized by a lower average family income than the rest of the Portland area. In 1960, half of the families in Portland had an income of \$6,333 or more, while half of the families in Model Cities made \$5,700 or less. Today, the reported median family income for Model Cities is only \$5,000. Not only is this figure less than the median Portland family made eight years ago, it is less than the median Model Neighborhood family income in 1960.

Possibly the best indicator that low income in the Black community is demonstrated by looking at the breakdown of incomes in the sectors of the Model Cities. (See Chart I.)

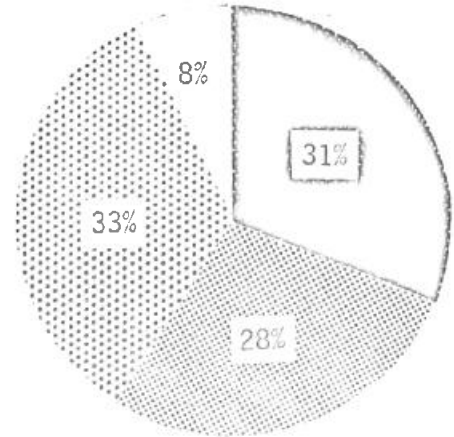
DESIGN: CHART I

MODEL CITIES' SAMPLE SURVEY - 1968

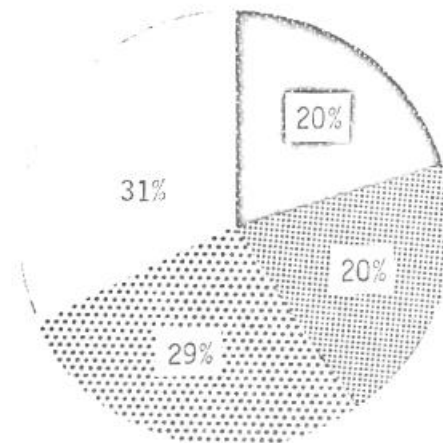
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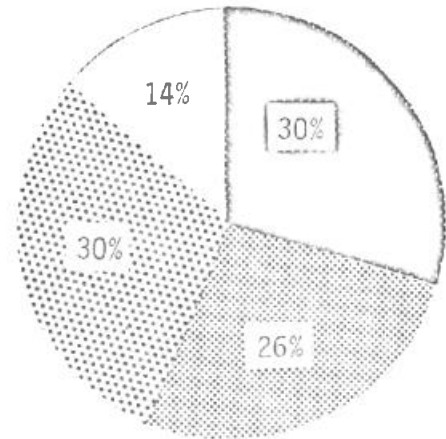
CORE



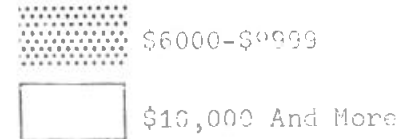
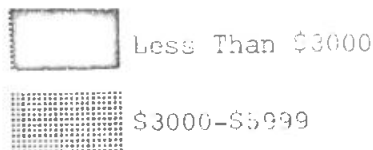
NORTH



EASTERN



MODEL CITIES



It should be indicated that the eastern area of Model Cities is comprised mainly of White citizens, whereas, the core area is comprised overwhelmingly of Black citizens. From the charts it can be seen that 31 percent of the residents in the eastern portion make over \$10,000 per annum. This is to be contrasted with only 4 percent of the residents of the core area in the same income bracket.

Two obvious consequences of this situation are (1) a lack of individual and community financial resources to finance business formation or expansion, and (2) the generally low incomes of the potential customer group which a local market-oriented business would serve.

The local purchasing power is further skewed by the fact that residents with higher incomes, better education and automobiles generally trade outside the area in the typical fashion of the urban shopper. They seek shopping centers offering more variety or more competitive chain and discount retailers. The residents with less mobility tend to shop at the small neighborhood enterprise or at the ghetto area stores of some chains which have been accused of price discrimination. Whether this latter charge is true or not, they obviously serve a lower income area and probably incur higher costs which would encourage differential prices.

The lower income of the customer group contributes to low profit margin, under-financed businesses, poor service, low wages and employee morale, and difficulty in persuading credit sources to finance new or expanded enterprises.

Discrimination

As in the case of overall employment in the Model Cities area and in most other components of this document, it is difficult to discuss the causes of the existing conditions with respect to Black business development and management personnel without mentioning the pattern of racial discrimination which exists in Portland. It is pervasive, and in a sense none of the other causes listed below are understandable except in the context of this pattern. While this pattern has been described in the above section on employment, some additional comments might be made at this point.

A common response to the question of the number or percentage of Black employees in a given firm or union is that there are few because there are so few qualified applicants, despite attempts to recruit them. This is, of course, also the response when the question is phrased in terms of the number of Black management personnel. It is difficult to identify with great precision an individual's management skill deficiencies or capabilities. Where it can be determined with relative ease that a man is or is not a qualified carpenter, mason, or accountant, it is much less simple to determine whether or not he has the ability to manage a section of accountants or salesmen.

To a certain extent, the prospective Black businessman is subject to the same kind of discrimination through discretion inherent in decision-making involved in securing loans and credit. However, in his case, the difficulty of attracting White customers with money to spend and the difficulties of achieving social acceptance necessary to business contacts, adds dimensions of frustration not necessarily present in the Black seeking a career of corporate or business management.

Lack of Management Experience in the Black Community

As indicated by the types of businesses listed in the above table, the extent of management skills in the Black business community is extremely

limited. The new enterprises in the area are an indication that there is an awareness of the need to create these skills among the neighborhood Blacks, but the small enterprises do not provide opportunities which approximate the need. The dimension of this need is indicated in the results of the Model Cities Sample Survey which show that, while 15% of the whites in the Model Cities area are employed in management positions, only 3% of the Blacks are so employed.

Because so few Black persons have been employed in businesses, black or white, in other than menial jobs, and because there are few jobs in Black business, the opportunities to acquire important business experience have been extremely limited. Hence, the only skills which Blacks can acquire and which are transferable into business creation are in very small businesses. Admittedly, running a small business is more complex now than 20 or 30 years ago. But, typically, the Black businessman is a shop owner in a retail field for which he has had no special preparation, a tavern owner who can learn the service, if not the business aspects of pumping beer, or a restaurant owner because he or she learned to cook in a white restaurant. Many of black service business operators learned their skills in the South and in the larger ghetto areas of the East where there are larger and, in the case of the South, more stable customer groups than in the Portland area. To the extent that the skills of these businessmen remain oriented toward this same group in the Portland area and remain focused upon small service businesses, there will be neither the expansion of management skills within their business community nor the development of a black business community operating larger businesses.

Where black employment at management levels has taken place, it has tended to be in government and, increasingly, in utilities and some banks. But few employees of government, utilities, or banks transfer their management skills to positions in other segments of the business sector. When this does occur,



it is usually via the traditional routes of sales, accounting, engineering, and so on. Blacks having training in any of these areas are few in number, and in the case of sales operations, problems of social acceptance tend to limit their placement.

#### Educational Deficiencies

As indicated in the Employment and other sections of this document, lack of education and training in needed skills has contributed to the general inability of Blacks in the Model Cities area to achieve on a level comparable to the population of the community as a whole. While this is a distinct disadvantage to Blacks seeking entry to the labor, clerical, craft, and service portions of the economic sector, it is an even more serious consequence to the prospective Black executive or entrepreneur. In addition to an understanding of the various skills, he is expected to administer through others or provide to the community. It is necessary that he have at his disposal an understanding of administrative techniques, conceptual processes, and economic and business trends which is not inherent in subsidiary skills. Without such understanding and the more easily acquired forms of education upon which it depends, any businessman is faced with the potential of remaining in marginal portions of the market.

#### Business Location Disadvantages of Model Cities Area

There are numerous reasons why new business and industry find the Model Cities area disadvantageous for location. Riot headlines have not instilled confidence in investors to locate in ghetto areas. There has been vandalism and the physical appearances of the area is less attractive than competitive business locations. Many businesses along Union have boarded up their windows because of vandalism and fear of vandalism and this in itself tends to degrade appearances. Production industries desire to locate near the source of the best available qualified labor. The Model Cities area does not meet that criteria. Industry must also locate on land zoned for this type of

activity and many prefer a planned industrial district. Modern plant design requires large tracts of land and in many cases rail service. These considerations have resulted in a preference for new plants to be located in suburban areas. The Model Cities area is in a weak competitive position for attracting new investment. The same reasons that make the area unattractive for new business and industry also hinder the growth of its existing industry. Should an industry located within the Model Cities area wish to expand, there are strong economic factors favoring its doing so outside of the Model Cities Region.

Lack of Credit Resources.

When the black businessman does have an opportunity to go into a significant business, or to expand into one, often he must stretch himself to the absolute limits of his meager credit or personal resources, or borrow money at usurious rates from private rather than institutional lenders. Additionally, some of the legitimate businessmen have had brushes with the law in their youth or in the normal course of events in a ghetto area, thereby forever rating them as unacceptable credit risks in the eyes of institutional lenders.

A very common reason for business failure in Oregon, as elsewhere, is underfinancing. Lack of available funds in sufficient supply at reasonable terms encourages underfinancing. This combines with the patterns of very small business operation mentioned under other headings and compounds the rate of business disaster. It also inhibits business formation and expansion.

Nobody denies that few business loans have been made to black businessmen by institutional or government lenders. For example, the Small Business Administration has made a total of only 14 loans to black businessmen in the Portland area, and it reports that 4 of their 14 loans were unsuccessful comprising a failure rate of about 28.5 percent.<sup>1</sup> Consequently, there are problems in expanding the supply of credit as a means of stimulating the growth of

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<sup>1</sup>A. E. Lofstrand, SBA Regional Director, Portland, Oregon, in letter to Thomas Current, October 2, 1968.

black business ownership.

### Deficiencies in Existing Agencies

The two Federal programs that related most closely to the objectives of this proposal are those of the Economic Development Administration (EDA) and the Small Business Administration (SBA). In both cases the approach is to provide capital to entrepreneurs to create commercial and industrial businesses. EDA also assists communities in construction of the community buildings and projects (water, sewer, etc.) necessary to support economic expansion. EDA is interested primarily in stimulating the local economy and creating jobs, rather than establishing businesses as such. It has done experimental work in Watts, Hough, Oakland, and other inner-city areas in an attempt to counter-balance the flight of jobs to the suburbs and to rebuild inner-city economies. However, business loans and public facility grants and loans can be made only in labor market areas which qualify by high unemployment, low income and other severe economic problems. Portland does not meet these criteria.

Technical assistance can be rendered regardless of area qualification, however, and a \$45,000 grant was made to do a feasibility study for The Albina Corporation in the Portland Model Cities area. But, by policy declaration, EDA has now said it will not ordinarily make available even technical assistance funds to cities which do not qualify under their criteria. Portland has already been made an exception in the case of The Albina Corporation. It is unlikely that Portland could receive additional assistance from EDA without a reversal of the policy of limiting technical assistance to qualified areas. If appropriations were made with such an understanding, or were considered more adequate by EDA, this policy might be reversed. Only Congress can make the changes in authority necessary to allow the Model Cities area of Portland, and other cities like it, to be eligible for other than technical assistance from EDA.

The SBA will finance businesses that are considered capable of repaying

the loan and are below a certain size. SBA supplements its financial lending program with a management counseling service and SCORE, a group of retired businessmen who serve as advisors to small business.

SBA has useful programs for urban ghetto areas such as the lending program to community development corporations which can handle SBA money as a conduit to operating companies. A new program called the Minority Entrepreneurship Program may also have some success, although Portland is not currently listed as one of the cities in which it will be inaugurated. The overall success ratio of SBA lending programs in the Portland Model Cities area is not good, however, as noted previously. SBA is primarily concerned with benefits to the business community and depends substantially upon collateral lending and upon lending to qualified, experienced and competent managements. Although the objective of EDA is more parallel to that of the Model Cities Program, i.e., the creation of employment as the primary goal, the EDA business loan program also requires demonstration of competent management before a loan is made.

Neither program is likely to contribute significantly to the rapid expansion of a black business management class in Portland. The reasons are at least twofold: (1) Portland does not qualify for special program aid; (2) both programs require experience and some equity financing. Neither program is staffed to search out the raw talent, organize it, train it, guide it, finance it and support it during the critical early years. Such a program is, however, greatly needed in the Model Cities area.

No institutional lender is likely to do more than SBA or EDA so it becomes necessary to apply to the Model Cities Program for funds with which to (a) expand the resources currently available, (b) supplement those resources, (c) prepare applicants and applications to qualify for those resources, and (d) innovate and experiment in financing and the many other aspects of the problems of business and job creation in a ghetto area.

## SECTION 2. GOALS AND PROGRAM APPROACHES

### Introduction

If income adequacy could be assured to all residents of the Model Cities area, many of the problems would disappear. Adequate housing could be built or obtained, welfare problems limited and everyone could afford whatever education and training they or their children need. Some problems would remain, but the point is that income adequacy is the goal of commanding importance.

The concern of this section of the Model Cities Program which relates to Economic Status is to try to provide economic self sufficiency for those who can work. The primary means of securing economic self sufficiency in today's economy is to work for someone else, rather than self-employment. Employment, unemployment, and underemployment are therefore quite justifiably the priority concerns of society in a ghetto area if individual, group and neighborhood economic self sufficiency is going to prevail to the necessary much greater degree.

However, individual and group self-reliance, self-confidence and economic self-sufficiency are inextricably inter-woven. A society that merely provided jobs for all black people would not necessarily create the conditions out of which could grow the pride, self-confidence, power and status which black people need for healthy participation in the neighborhoods, cities and activities of the nation.

Therefore, the ability and resources to create jobs and businesses assumes more importance than might be indicated by the statistical share of the total labor market which it occupies. The goals of the Business and Job Creation section are economic in nature but go beyond jobs and entrepreneurial opportunities -- the proposals are intended to materially contribute to neighborhood and racial pride, power and motivation.

#### 1. Goals

##### a. General Goals:

The primary general goal is to increase the personal income and consump-

tion of the people in the Model Cities area. By increasing the number and influence and resources of indigenous businesses, it is anticipated that employment will be increased, employee income will be increased, entrepreneurial income will be increased, community income will be increased, and the financial capability to generate further investment capital and further personal consumption will accelerate over a period of time.

By increasing employment opportunities in the Model Cities area a greater number of people in a greater variety of circumstances with a greater range of abilities and skills can be employed and thereby increase their income.

By increasing the participation of the black community in business operation, management, leadership and rewards, greater income will be generated among the group which could then contribute much more than they now can to the leadership and financial support of their neighborhood objectives, their racial objectives and to the over-all well-being of the City and society.

By upgrading the level of participation in the economic sector of the city and nation, a substantial contribution can be made to upgrading the level of participation of the people of the area in political and social affairs.

By upgrading the quality of businesses in the Model Cities area, the quality of service to the people of the area will be improved and the general ability of the residents to obtain greater consumption value for their dollars will be enhanced.

b. Specific Goals:

(1) Increased sophistication and size of black business management class.

In addition to the added income thus generated, achievement of this goal will be necessary to the achievement of several other goals, including: (a) the creation of new and larger black owned or operated businesses, (b) improved service and efficiency in black businesses (necessary to better business income, better treatment of residents of the area, and better

drawing power for bringing customers from the general metropolitan area to the Model Cities area for products and services), and (c) for more effective participation in the better positions or business and industry in the area and in the economic, political and social affairs of the neighborhood and city.

(2) Creation of new and larger black owned or operated businesses.

In addition to the added income to the entrepreneurial class and to the employees, it is extremely important that the black people and the neighborhood be able to take pride in the competitive ability of businesses and business managers from and in their area.

(3) Assist existing black businessmen to expand or improve profit-ability and service.

The inherent problems of very small businesses are such that in the long run the changeover from white to black ownership of marginal or failing businesses will not accomplish a great deal, nor will simply lending money to marginal black businesses now in existence. However, it is important to assist the present area businessmen, and especially the black businessmen, to overcome the handicaps of very small enterprises. It is also important to assist the new entrant into very small enterprises if he has a feasible plan.

(4) Attract and cooperate with white operated enterprises that provide genuine opportunities for area residents.

The location of new job opportunities in or near the Model Cities area should be encouraged if the industry or business is compatible with the needs and desires of the area and if specific arrangements can be made to benefit the residents of the area, especially the black people, by way of jobs and opportunities for higher level business management experience. Because of the disadvantages which might discourage some useful enterprises

from staying in the area or coming to the area, special attention is required to promoting maximum convenient employment opportunities.

- (5) Encourage or create the enterprises needed to serve the needs of the Model Cities population and to generate further economic growth in the area.

Distance from needed products and services means expense to purchasers of those goods and services. Poor quality or high priced products and services caused by inefficient neighborhood enterprises or exploitative enterprises in the neighborhood do not serve the best interests of the residents and detract from the area's capability to attract outside customers and additional economic activity. Lack of products or services which the residents could use and could pay for means lost opportunity for jobs and business income. For all of these reasons, it is important to build within or near the Model Cities area as viable an economy as it is possible to create for an inner city neighborhood. The population of this neighborhood is about the equivalent of all the larger cities of Oregon except three. However, there are many businesses which equivalent cities have that are not presently available in the Model Cities area and which represent potential resident business opportunities and jobs.

## 2. Program Approaches

It is suspected that substantial progress will be made toward the above goals through the following program approaches:

- a. To respond to the priority economic needs of the area as proposed by the Model Cities Citizen's Planning Board.
- b. Assist and up-grade resident business enterprises by management counseling and other assistance.
- c. Promote formation or expansion of resident owned and operated enterprises and business financing arrangements such as local development corporations and private financial institution loan pools.



- d. Promote the location of business and light industry in the area by means of purchase and preparation of land and facilities.
- e. Develop opportunities for residents to gain management experience for future business enterprises.
- f. Secure a professional economic analysis of the area, such as feasibility studies, surveys, appraisals, etc., as may be necessary.
- g. Provide a revolving loan fund for the purpose of operating and upgrading area business and industry.
- h. A program to bring the services to customers of local businesses up to a competitive level.

### SECTION 3. STRATEGY

The strategy is to create a Community Development Corporation that would be capable of executing all of the program approaches. The Corporation would consist of 9 to 15 board members, the majority of whom would be appointed by the Citizen's Planning Board.

It is anticipated that most of the approaches will be initiated simultaneously. The loan program and the industrial site program should be delayed sufficiently to allow for completion of certain feasibility reviews.

Assuming the Data Bank proposal is adopted and becomes operative, its resources will be utilized by the Community Development Corporation to accumulate economic base data.

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## SECTION 1. PROBLEM ANALYSIS

### EDUCATION

#### 1. INTRODUCTION

Educational attainment of Black students in the Model Neighborhood falls far below the expectation of students, educators, and parents. This lack of success is readily observed by looking at achievement rates, dropout rates and high school training and employment. These conditions remain in spite of current efforts which have so far not gotten at basic causes.

The causes for educational deficiencies can be clearly associated with low income and occupational status; deficient health and housing in the community; teacher attitudes; racism; curriculum relevancy; de facto segregation in the school system; the lack of self-concept on the part of students as they deal with teachers, parents and other authority figures and the low expectations students hold for job opportunities after high school training and employment. The Model Neighborhood concept includes the opportunity for altering school and non-school factors which are associated with educational deficiencies.

Data specifically related to the plight of Black students in the Model Cities area is inadequate. The problems faced by the Black community in Portland generally reflect the problems faced by Black Americans all over the country. The patterns of discrimination and low socio-economic status that exist in the nation at large exist in Portland. The kind of problems that spring from these patterns in the nation at large also exist in Portland. The problems may differ in degree and intensity but not in kind.

#### A. Initial Conditions

Three very notable undesirable conditions are most obvious as well as more serious in consequence than any of the others in the Model Neighborhood

area. The problems arising from these conditions are becoming aggravated. This is true because efforts taken up to this time to bring about improvements have not produced adequate results. Rather, these efforts have attacked only a part of some of the problems faced by Black children. Every year lost is threatening the life chances of some child.

The three major initial conditions are:

- Low Educational Achievement
- High Rate of School Dropouts
- Poor Preparation for Life in a ~~White~~ <sup>M</sup> Urban Society

#### 1. Low Educational Achievement

In the following tables the mean (average) scores for Model Cities schools are compared with mean scores for all schools in the city in language, arithmetic, and reading. Scores are standard scores with a mean of 50 and a standard deviation of 10.

For most schools and in most subjects, mean scores range between 40 and 45, or from one to one-half standard deviation below the mean. (About 31 percent of all scores city-wide are lower than one standard deviation below the mean.)

Charts II through V show clearly that most schools in the Model Neighborhood are nearly a full standard deviation below the city mean. Boise, King, and Humboldt Schools are lowest. These schools significantly have enrollments of more than 90 percent Black students. It should be pointed out that the high achievement scores in grade 3 at Humboldt and Eliot is the consequence of an experimental program that took place during 1967-1968. It involved the use of highly skilled teachers and well motivated

youngsters who had been involved in Headstart and follow-through programs in previous years.

From close scrutiny of these charts it is evident that Black students in predominantly Black schools lack skills in reading and language. The Black child in these schools is already exhibiting a pattern of deficiency in the two areas that are most critical to an individual in a highly technical society.

The somewhat higher scores for the third grade at Eliot and Humboldt demonstrate what can be done where good teachers use a system of high motivation instruction. The grades above 3 are apparently still neglected.

From looking at the charts it is easy to ascertain that Black children in the Portland elementary schools have a problem in language development. Most of these children have learned a restricted language at home. As a result they have difficulty relating to the language standards set by their teachers. Even if a Black child goes all the way through the school system but retains these deficiencies, he is faced in adult life with a vast array of new problems.

These problems arise in the area of employment and post high school training. Regarding employment, most jobs now require some form of pre-employment test. These tests are geared towards white middle class standards and by and large center around language usage and communicative abilities. The Black individual is therefore faced with a problem when confronted with these types of tests.

What is true of pre-employment tests is also true of college entrance tests, exams for entry into the armed services and apprenticeship programs.

## PROBLEM ANALYSIS

### 2. High Dropout Rate

The fact that students leave school can mean many things. For the most part it means that education does not seem to them to be important and it can very well mean that what the school offers has no immediate relevance. Schools are still not aimed at the specific needs of their students. When a student who needs to see immediate value in the form of job training is offered only academic liberal arts, he loses interest. Too little is done in vocational training with the immediate goal of getting a job. Schools where students from low socio-economic families attend in large numbers have the greatest number of dropouts.

Chart # 6, shows the percentage of students who withdrew from Jefferson High School in 1967-1968 compared with other high schools in the city. The withdrawal rate shown for Jefferson (815%) is comparable to those found in high schools in other low income areas (Marhsall, Roosevelt and Washington). Monroe and Benson are technical schools and not comparable. Wilson, in a high-income area, has the lowest withdrawal rate (2%).

Reasons for withdrawals reported by the high schools vary sharply, and are not considered dependable enough to be included here. One exception is "expelled from school," which requires official action and is therefore reliably reported. Jefferson had by far the most students expelled (16), followed by Franklin Marshall, and Roosevelt with three (3) apiece. Even with 16, Jefferson expelled less than one percent of its students.

3. Poor Preparation for Life in a ~~White~~ Urban Society

The harsh reality is that the Portland school system is not preparing many of our Black young men and women for life in White urban society. Too many Black students, after completion of twelve years of formal training, graduate without having adequate skills to meet college entrance requirements. For example, 311 Black students who graduated between 1961 and 1965 had a median grade point average of 1.84. More startling is the fact that most of the Black students graduate with grade point averages below the 2.25 required by Oregon State colleges. Out of the 311 Black students, 233 lacked qualifications to meet minimum state college entrance requirements. Only 78 of the 311 Black graduates were able to meet grade point average requirements. Clearly this is not a pattern that is desirable or beneficial to the Black community. (See Table I.)

TABLE ITHE DISTRIBUTION OF NEGRO HIGH SCHOOL GRADUATES<sup>1</sup>

## GRADE-POINT AVERAGES

1961 - 1965

GPA	<sup>a</sup>		<sup>b</sup>	
	BOYS		GIRLS	TOTALS
3.6	0		3	3
3.5	0		1	1
3.4	1		1	2
3.3	0		2	2
3.2	0		0	0
3.1	0		1	1
3.0	1		7	8
2.9	0		1	1
2.8	2		5	7
2.7	3		6	9
2.6	4		5	9
2.5	1		4	5
2.4	7		5	12
2.3	12		6	18
2.2	10		10	20
2.1	4		5	9
2.0	12		8	20
1.9	17		7	24
1.8	13		11	24
1.7	17		5	22
1.6	18		20	38
1.5	9		8	17
1.4	14		12	26
1.3	4		5	9
1.2	3		4	7
1.1	2		4	6
1.0	3		2	5
0.9	2		1	3
0.8	2		0	2
0.7	0		0	0
0.6	0		0	0
0.5	0		1	1

MEDIANs: BOYS 1.80; GIRLS 1.88

<sup>a</sup>

161 boys

<sup>b</sup>

150 girls

<sup>c</sup>

311 individuals

Source - Dr. William Clark - Study of  
selected Academic and Non-academic Charac-  
teristics of Black Graduates. Portland  
May 1967

TEACHER  
ATTITUDE

Many of the white teachers reinforce behavior patterns not acceptable in the community at large, by ignoring misbehavior of black students. Disadvantaged youngsters, particularly the black, see little relevance in what is being taught in the schools with the aim of equipping them for competition in the world they are to enter.

The question of course irrelevancy is not only an issue with black students, but is an issue with black parents. As indicated by the Model Cities Survey done in 1968 (See Table II). Courses being taught in predominantly black schools do not equip students with skills necessary to gain employment. The feeling of a large percentage of the citizens of Model Cities is that Portland still has a long way to go in making educational excellence available to all of its school-age residents.

TABLE II

## SCHOOL AREAS BY RATING AND COURSE RELEVANCY

	Rating of Schools				Course Rating*	
	Poor	Fair	Good or Excellent	Don't Know	Relevant	Irrelevant
Humboldt	10%	26%	44%	20%	71%	23%
Boise	12%	41%	19%	28%	80%	17%
Eliot	3%	21%	10%	66%	80%	31%
Irvington	2%	21%	5%	72%	79%	21%
Sabin	6%	15%	6%	73%	92%	18%
King	16%	23%	15%	46%	76%	30%
Vernon	8%	21%	5%	66%	85%	15%
Woodlawn	14%	28%	18%	40%	71%	27%
MODEL CITIES	9%	25%	31%	35%	78%	22%

\*Percentages for Course Rating column were derived after eliminating all Don't Know responses from the total.



Twelve percent of the respondents from Boise School District, which is predominantly black, answering the question: "How would you rate the schools in the Model Cities area?" rated the schools as Poor. For one percent said they are only Fair, and the remaining 19% scored them from Good to Excellent. The significance of these figures comes to light when compared to the very dissimilar results found among those respondents living in the predominantly white Irvington School District. Among the Irvington residents who rated the schools, 2% said they are Poor; 21%, Fair; and 35%, Good or Excellent. This pattern is followed, more or less, through the other school districts with the ratings becoming more favorable as they move away from the Core area of Model Cities.

One also finds differences when the course relevancy rating data is broken down by school district. In Eliot, the heart of the Core area, 31% of those who gave a definite response consider the courses to be Irrelevant. Quite different results are found in the combined Sabin and Vernon School Districts in Eastern Model Cities. In these areas, only 17% of the residents considered the courses Irrelevant.

As might be expected, the largest proportion (26%) of those who scored the course offerings as irrelevant to everyday life also rated the school system as Poor. On the other hand, of those who feel the courses are Relevant, 43% rated the schools as Good or Excellent, and 39% as Fair. This correlation indicates that one of the primary reasons for disaffection with the school system is the parent's view of the course offerings in the public schools and, we might hypothesize, the manner in which these courses are taught.

## BASIC CAUSES

### Segregation

An additional condition, which may have much to do with problems of the education of black students, is the fact that administrators and teachers are predominantly white, and show many of the undesirable prejudices typical of the white community as a whole. Chart VII, which follows, shows that the schools listed have a total enrollment which is 56.5% black. Only 3 of 21 administrators are black, and less than 12% of the teachers are black. This condition would suggest not only unfair employment practice, but also relatively few teachers and administrators who can, of their own experience, know the problems of black children, and who can serve as real models for black children to imitate.

The effects of segregation are directly related to low achievement. Black students are forced to associate with youngsters having a low aspiration level. The peer group relationship restricts learning when the norm of the established group is low achievement.

Disadvantaged youngsters, particularly the blacks, do not relate well to what is being taught in the schools with the purported aim of equipping them for competition in the employment world. Knowing that his employment opportunities are limited at best, the black student's innate desire to learn, particularly with regard to strictly academic knowledge, is frequently smothered by frustration and feelings of defeat.

It is difficult to motivate a child to learn if his efforts will bring about a drab re-enactment of what life has become for his parents and his older brothers and sisters.

The positive self-image is often alien to the Model Neighborhood child. Attitudes of teachers, the police, and others about him lead him in many ways to believe that he is something almost sub-human. As such, the best he can hope for is to be tolerated---if he stays out of trouble. With this constant indictment of unworthiness leveled against him, he must inevitably reach a point where his abilities as a competitor with whites his age become a personal, burning question, a situation from which escape may seem to be the only recourse.

(a) Inferior Services

Too often, in the Model Schools, untrained people are allowed to work with disadvantaged children without the knowledge and professional skills necessary to help educationally handicapped students. One Model Neighborhood School, last year, had a continuous flow of inexperienced, undecided, young college students who were not even sure they wanted to teach. These students mean well, but only add one more stumbling block for black students to learn.

Presently, in the Model Neighborhood, 360 youngsters in the 3 to 4 year age bracket (whose parents are receiving Aid to Dependent Children) are involved in Early Childhood Educational Programs. These youngsters were selected from 1200 children, all of whose parents were on welfare, and in need of ...

Inferior Services  
Contd.

the same services. Obviously, due to lack of funds, there are many additional children of similar age who desperately need services offered by the program but are denied them. .

The existent Model School Program perpetuates segregation, and does not assist in developing an integrated society. Youngsters are educated in separate, but not equal programs. Preparation for multi-racial living is defeated under the label of "compensatory education." Students so educated are inadequately prepared to make the transition required to compete in the mainstream of the greater community.

(b) Relationships existing between the peer group and the student have a powerful influence on individual academic growth. Since black youngsters, out of circumstance, are restricted to contact with other black children, all disadvantaged to one extent or another, they are locked in an environment almost conditioned to mediocrity, one which places a relatively low value on educational achievement (see Coleman Study <sup>1</sup>). This situation, of course, contradicts the proven educational principle that learning is based upon successes. A further extension of this observation holds that ~~when~~ disadvantaged students are placed in an educational environment aimed toward lower achievement levels, they will aspire to educational levels below that normally expected by and, in fact, demanded by society at large.

Inability of Model Neighborhood residents to participate in all political, economic, and social affairs of the total city further expands the communication gap existing between blacks and whites. Where lack of understanding exists, doubt and suspicions continue to grow.

1

Coleman, James S., "Equality of Educational Opportunity." U.S. Government Printing Office, Washington, D.C.; 1966.

## 2. Discrimination

(a) Patterns of ~~discrimination~~ in the Model Cities' area are of utmost concern. Schools in the area are under white control, and they reflect the patterns and attitudes of the white community at large. Discrimination frequently is very subtle, but revealed, nevertheless, in the kinds of judgments that the establishment makes. An example of this is reflected in the attempt on the part of Jefferson High School to establish a vocational course. Jefferson High School is the only high school in the Model Cities' area. Their choice for a vocational course was in food services. The establishment possibly thought that it was acting in the best interest of the students. To a black parent, hoping for a change of status for his children, this was not the kind of program hoped for.

Too many teachers presently working with Model Cities' students have a real fear not only of the parents, but of the students. These fears are two-fold: 1) teachers, because of the national publicity and the general attitude that Blacks tend to be violent, allow these students to grossly break rules and regulations under the intellectual theory that black students are not expected to act or learn in a structured environment like their white counterparts. So from the very beginning of many blacks' academic life, he has been relegated to a lower expectation. Too often, when a teacher has had an unfortunate experience with a black child, he does not get the full support of the administration because the system does not want to be labeled as prejudiced. 2) because of fears teachers have of Black parents, they are afraid to level with them and report in simple language that their children are not doing well in school. In an interview with one parent this summer, he stated that all during the school year he tried to let the school staff know that he was interested in knowing how his youngsters were doing in school, and each time was told "just fine" - only to find out at the end of the year his child was lacking

certain skills and needed help during the summer

The stigma that has been attached to all black students in the Model Cities' area cannot be overcome by compensating educational programs. The parents of youngsters residing in Model Cities have difficulty understanding why, if more money is being spent in their schools, it is necessary to bus black students out of the area to get an adequate education. The selection of only the best black students for busing out simply reinforces negative attitudes toward the instructions being administered to those black students who do not conform or measure up to the standards necessary to get out of the Model Schools. It is obvious to any person who has taught in an all-white school that the Portland School System has a double standard. By this it is meant that if a white child breaks a rule in school, something happens to inform him that certain behavior patterns are not allowed; so, by constant reminding, he is able to learn acceptable behavioral patterns. Too often when a black student breaks a rule nothing happens, and this becomes an acceptable practice by him and his peers. Teachers, in effect, teach students poor behavior patterns and study habits by not expecting them to work to their able capacity because they come from a disadvantaged background.

The school officials consistently blame parents of the disadvantaged area saying that they are the reason why their youngsters are not adequately trained before entering school. Too often school officials inadequately plan special programs which are designed to help students. These programs are started before the community being affected is informed. Some of these programs are so new that the teachers implementing them do not fully understand them. The PERT program is a good example of this: many teachers in the Model Schools have not had adequate training for such a program so that it is difficult to see how black students will benefit from it this year

2  
The PERT Program is a continuous student assessment program carried out by Model Schools which tests each student regularly for skill development, and progression at academic efficiency,

Earlier this summer it was announced, to the amazement of the black community, that the outlying school districts were to be invited to receive black students from the Model Cities' area. The parents whose youngsters were affected were not informed of this prior to the announcement. <sup>→ affected first</sup> A meeting was held with only the white suburban school board members and the Portland School Board present. There were no black representatives <sup>black & white</sup> present to take part in the planning. After the white board members had gone back to their respective districts and discussed the proposal in numerous open meetings with white parents the contract was consummated. <sup>→</sup> The black community was <sup>Responsiveness to black community</sup> involved only after each district put in their order for "X" number of black students with certain characteristics expected by that particular school district. Yet, the school district complains that parents fail to take an active part in their youngsters' educational life. It appears to some parents that the black student is being exploited. Since it is now recognized by leading educators that multi-racial contact is beneficial, the question which is raised by many black parents is, "if so many benefits can be received, why have not some white students been brought into the Model Cities schools?"

Parents often feel that their children are not allowed to learn in our schools. <sup>it is</sup> One parent <sup>is quoted as saying</sup> reported hearing a principal say that all he wanted in his school was some form of order and did not expect the children to learn. Parents are very concerned that after their youngsters complete high school they still can't get jobs, **because** they lack certain skills necessary for work. Dr. Clark, Dean at Jefferson High School, did a study between 1961 and 1965 of 375 Negro boys and girls who had graduated from that institution. Eighty-seven of the students had been in the Portland School System for at least five years.

*More emphasis on inadequate counseling*

One finding, quite revealing, was that black graduates tended to take non-academic programs such as general education and vocational classes. It was also revealed that English was the class failed most often, but Industrial Arts was second on the list of failures. These students took all required courses, frequently passing with minimum grades or "convenience promotion," but with little emphasis being placed in any one field. Obviously black high school students have not received adequate counseling. The general education and vocationally-oriented classes were small in number. The Black student generally gets so few skills in all of his high school career that he is not equipped to do anything when he finishes high school. The Black high school student's problems are then compounded, but he is told "Go on to college" for more preparation for the world of work, only to find out that classes completed in high school are not adequate for college.

b. The community at large subjects the black child of Model Cities to a vast array of discriminatory practices. The black child in Portland belongs to a minority which has been powerless to fight these discriminatory abuses. In the areas of employment, housing, social acceptance, police behavior, the black child belongs to a community that has been neglected, ignored and abused. The total white community with its vast institutions and its control of the economic, social and political powers has continued to deprive black children and their parents of meaningful access to material and social benefits.



### 3. Lack of Community Support

(a) The Model Neighborhood student too often lacks satisfaction and security which comes from being able to retreat into a home that is more than just protection from the weather. The effect of sub-standard housing on a Black student is to destroy his self-image and distract him from being able to study. It is a further representation of the status of his parents and of Blacks in general. Poor housing becomes a symbol of the need to be concerned about more immediate goals than education.

#### (b) Low Income

Inadequate income is one of the over-riding problems in the Model Neighborhood. In the core area of Model Cities, 47 percent of the families reported an income of under \$3,000. In the Model Cities at large, this percentage is 31 percent (see Chart VIII)

Low income is generally a result of unskilled occupations. This, to a degree, can be seen by viewing the following table which relates to the occupation of the parents of Black Jefferson High School graduates during the period 1960 -1965.

TABLE IV.

**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	
<b>TOTAL</b>	<b>343</b>	<b>100%</b>

TABLE V.

JOBS OF THE MOTHERS OF THE NEGRO  
HIGH SCHOOL GRADUATES

<u>JOBS OR PLACES OF EMPLOYMENT</u>	<u>NUMBER</u>	<u>PERCENT OF THOSE EMPLOYED</u>
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	
<b>TOTAL</b>	<b>237</b>	<b>100.0</b>

The combination of unskilled occupations and inadequate income, coupled with course irrelevancy has led Dr. W. Clark to draw the following conclusion: "When the type of jobs, presented in this study, held by their parents were considered in conjunction with the student's preparation, it seemed likely that these graduates were prepared for the same types of jobs."<sup>3</sup>

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<sup>3</sup> Clark, p. 11.

There is evidence on the national scale that low income and less occupational skills directly have some bearing on the future of the child in such an environment.

A high correlation exists between parents' income and the possible academic achievement of youngsters. In numerous studies it has been shown that race itself is not a major factor of whether a youngster learns or not. Model School research bears this out. The stigma attached to a Black child attending a Model School because he is disadvantaged places great emphasis on the fact that he is Black and not on the real factors that his parents are either unemployed or underemployed. The fact of inadequate employment and adult education looms as a major problem. Unless employment needs of Model Cities families are met, students will be further hampered in their educational process. Studies furnished by the tests in Washington, D.C., show that the educational level of attainment of parents certainly affects potential student academic life. (See Chart IX for national study.)

(c) Poor Health and Social Services

In the Model Neighborhood, dental care is inadequate. (See the Health Component.)

As an indication of a problem in health related to children in the Model Neighborhood, one can look at completed immunizations for measles in December of 1966. The city of Portland showed 77.5 percent to be immune, while eight schools in Model Neighborhood showed approximately 59.7 percent to be immune. This would suggest that immunity for other preventable diseases would also be lower in Model Cities area. 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. Given the conditions of poor housing and inadequate income, it can be assumed that people residing in the Model Neighborhood will have a higher incidence of tuberculosis and other diseases.

#### D. DEFICIENCIES IN EXISTING SERVICES

Many of the deficiencies in the school system are detailed above. At this point it is appropriate to talk about two additional factors: 1) the lack of higher educational opportunities, and 2) the administrative transfer program.

##### 1. Higher Education

(a) Colleges located in the Portland metropolitan area are not responsive to the needs of Black students. Admission requirements do not take into account the special problems that the young, Black adult is faced with through poor previous training. Over and over again it has been emphasized that the Black community, through a combination of social prejudices, discrimination, inadequate income and irrelevant course preparation in high school inherits problems which are uniquely Black. Colleges in the Portland area have either failed or have been unwilling to take these factors into consideration. The Black student feels especially alienated when he finds that this insensitivity does not seem to extend to foreign students. Many colleges have instituted programs, classes, etc., that deal with unique problems faced by foreign students.

Due to inadequate income, many Black students cannot afford to attend colleges and are either unaware of or excluded from many student loans now in existence. They are excluded because most of these loans require a grade point average that eliminates many Black students.

Teacher Preparation Colleges in the State of Oregon have not equipped prospective White middle class teachers to deal with the unique problems of Black children. The major college in the Portland metropolitan area does not offer a single course aimed at the special skills and understanding needed to teach Black students.

(b) Vocational Education

As an example of deficiencies in institutions that teach occupational skills, Emanuel Hospital, which is located in the core of the Model Neighborhood, has a School of Nursing. The total enrollment at this school is 266; one student is Black.

The problems faced by young Black male adults in their attempt to gain occupational skills are detailed under sections on Employment.

One Apprenticeship Center located in the core area of the Model Neighborhood is presently serving 303 apprentices, none of whom are Black.

Most White businesses in the core area that employ craftsmen are wholly White institutions. Black males are denied an opportunity to acquire occupational skills either through apprenticeship programs or through on-the-job training within their own community.

To compound the problems, when the young Black ventures out of his community in an attempt to gain occupational skills, he is faced with discrimination in hiring and private training schools. In rare cases where vocational colleges will enroll Black students, exorbitant prices are often charged and require contractual agreements, then fail to place the individual in meaningful employment.

NAME  
Portland Comm

## 2. Bussing

The present bussing program is an administrative convenience designed to reduce class size. Little or no preparation has been given to the students who are being taken out of the Model Neighborhood schools. Receiving teachers, similarly, have had virtually no training to work with the special needs of youngsters coming to them from a life of deprivation.

Bussing does not satisfy the need of the majority of Black students. In view of the fact that those chosen to be bussed represent the brighter and more manageable segment of the Black community, those students not allowed to participate in the bussing program are denied the opportunity to associate with students of different race and different socio-economic status.

Schedules for bussing do not generally make it possible for students to participate in after-school activities or to receive special help from their teachers or counselors.

### (c) Adult Basic Education

Literacy projects are limited within the community. Source of funding limits the number of Black adults to take part in such programs. Too many Black adults, locked into inferior jobs (day work, janitorial, laundry work, cooks, housekeeping) are not able to participate in these programs.

Community colleges offer Basic Education classes in some local schools. Last year in the Model Neighborhood, one school offered a limited number of classes. Many women could not take part in the program because their small youngsters were left at home and they could not afford baby-sitting fees. Many Black adults, interested in better

employment, feel that though self-improvement courses are available, their participation will not result in any concrete change in their life-chances in any event. Feeling defeat before they start, they prefer to "opt out" and make no attempt.

#### E. Goals

1. Academic achievement of the child within the model cities area must be raised at least to the level of the city as a whole. It is hoped, however, that it can be raised considerably beyond the city level so that high achievement in school might provide some compensation to help overcome the other obstacles which are placed in the path between the ghetto and success. It is recognized that this goal can only be accomplished within the context of a supporting family and community, one which offers some hope for the student who does achieve.
2. Drop out rates must be reduced with the objective of giving every young person the education and training he needs and is capable of obtaining. To accomplish this, factors such as poverty and overcrowded housing must be eliminated while the school diversifies its offerings and addresses itself to the student who is presently dropping out.
3. Students must be better prepared for a life in the white urban society into which they must go for many of the things they will want in life. They must be prepared to find and hold jobs which are meaningful in themselves and which offer opportunity for advancement. They must go with a feeling of self worth. If they are black, this means they must go with a pride in being black. The educational system and the community must address itself to the preparation of these young people. It is not enough to simply give them a diploma. They must be prepared for the real world into which they must go to survive.



4. The involvement of parents and the community in the school program must be increased and made truly meaningful. This means that parents must be in positions from which they can influence policy.

5. Educational opportunities must be expanded. More variety in course offerings within the schools, more adult education programs, and more special programs of a continuing education nature should be available to the residents of the model neighborhood area.

#### F. Program Approaches

1. A Citizen's Advisory Board should be established to review all policies related to Model Cities schools.

2. A moratorium should be declared on building "neighborhood schools," and in their place substitute redistricting and grade-clustering, (e.g. one grade to a school on primary, middle, and upper-grade centers, an adaptation of the "Building Plan.") A grade-exchange plan should produce K-6 multi-racial conditions in formerly all-white schools, and 7<sup>th</sup>-8<sup>th</sup> grade multi-racial centers in what were formerly Area II schools.

3. The proportion of Black to White personnel, both teaching and non-teaching, should be increased throughout the Portland School District.

4. The stereotyped school day should be made more flexible in order to provide full day integrated living experiences including meals and recreation. School time-schedules should be developed to fit programs, not programs built to fit existing time schedules.

5. Develop an experimental school which would have a program covering junior high through college. This school should be a diagnostic center as well as a demonstration center for trying new programs which are aimed at the needs of students in inner-city schools, especially black students. The

community itself should have a major role in determining the policies and programs to be carried out in this school. They should negotiate with area colleges and with agencies such as the Northwest Regional Education Laboratory and select the help they need for a program which will satisfy community needs.

6. Develop a second experimental learning center for elementary students within the model cities area. This school would work very closely with the community to meet the needs as identified by a policy board made up of citizens, teachers, and students.

#### G. Strategy

1. The very first thing to be done is the establishment of the Citizen's Advisory Board.

2. Other program approaches outlined above require planning and negotiation with the School Board. Such planning should be aimed at:

a. One, eliminating the pattern of segregation which exists through the adoption of a grade exchange plan.

b. Two, eliminating the stereotyped school day and substituting a more meaningful and more flexible program.

c. Three, development of the two experimental schools (elementary and junior high through college). The one which can be ready to go first and which offers most for the community should be given top priority.

This planning should go on simultaneously with flexibility in the process itself. In the meantime, the schools should be seeking to change the proportion of black to white personnel.

1- BLACKS MOVING IN OUT  
FREELY

DIALOG

CHART # I

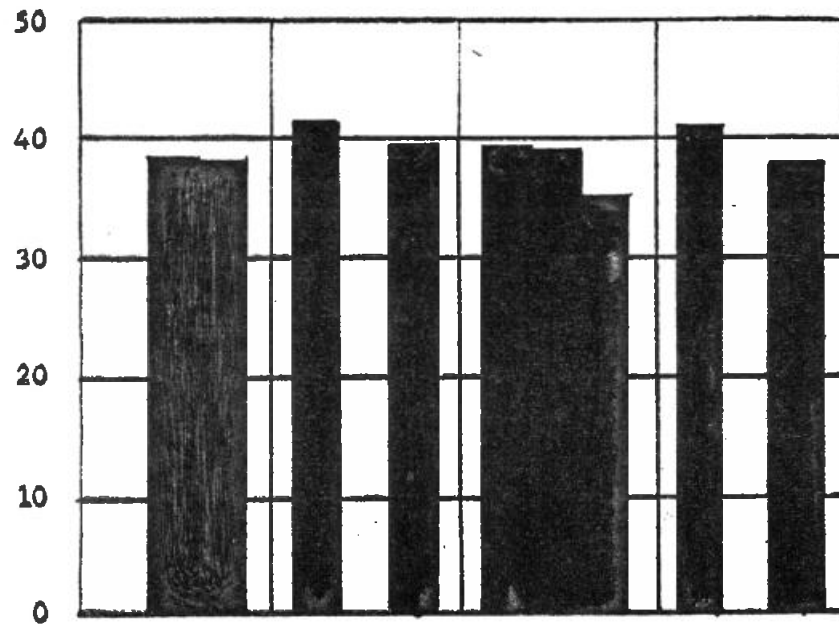
A COMPARISON OF THE NUMBER AND PERCENTAGE OF THE  
NEGRO GRADUATES AND THE TOTAL GRADUATING  
CLASSES 1961 - 1965

CLASSES	TOTAL GRADUATES	NEGRO GRADUATES	NEGRO PERCENTAGE
1961	458	46	10.0
1962	425	68	16.0
1963	447	67	15.0
1964	450	101	22.4
1965	544	93	17.1
TOTAL	2,324	375	16.1

CHART # II

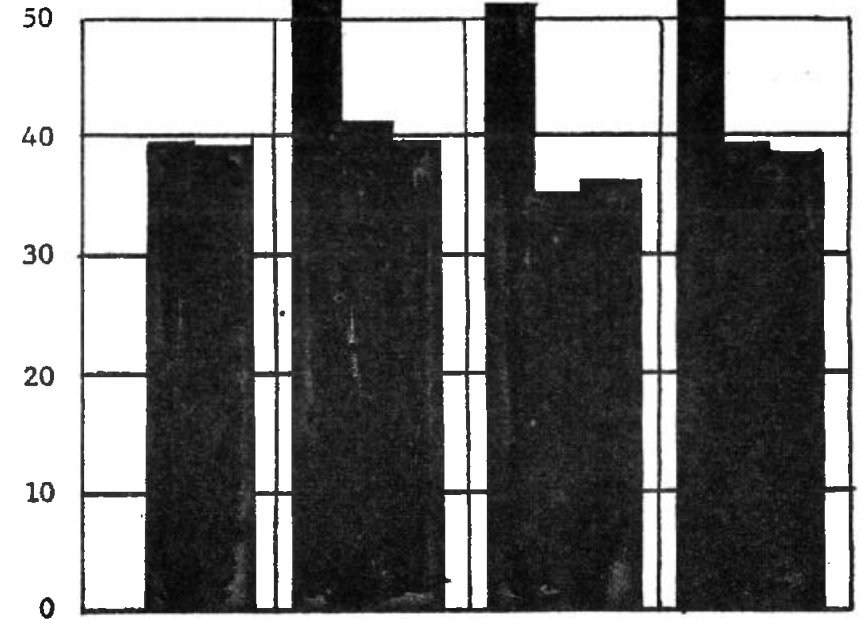
# BOISE

School Standard Score Mean	Language			Math			Reading			Composite		
	3	5	7	3	5	7	3	5	7	3	5	7



# ELIOT

Language			Math			Reading			Composite		
3	5	7	3	5	7	3	5	7	3	5	7



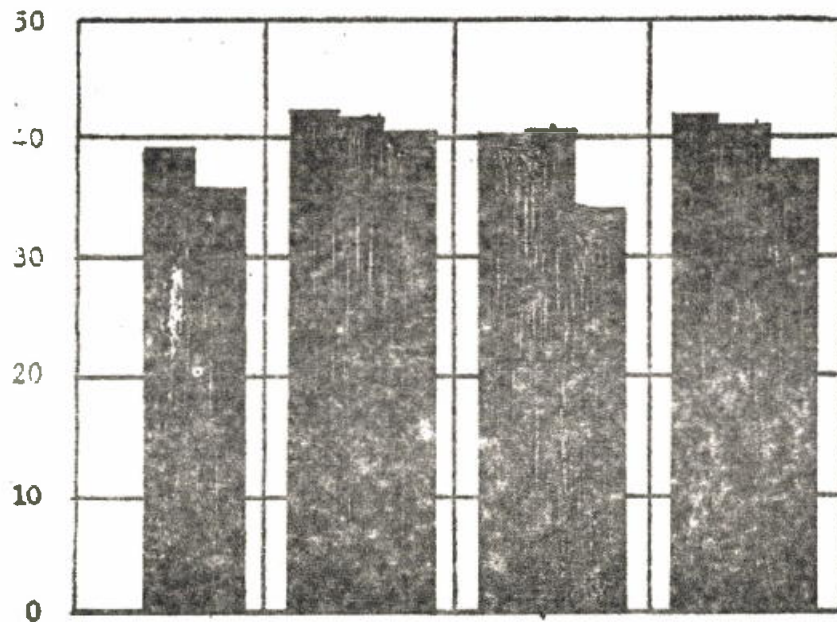
NOTE: A standard score of 50 represents the average for all children in Portland.

# KING

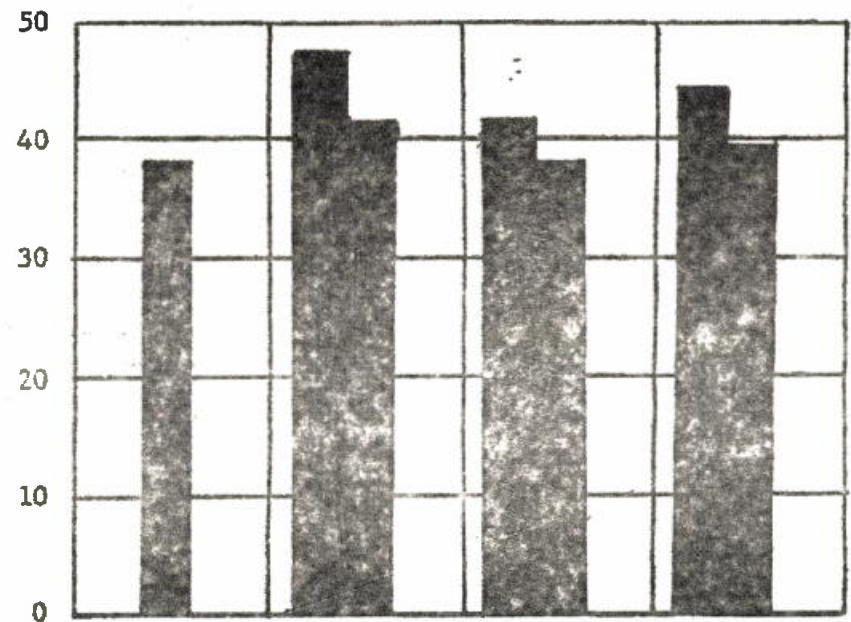
# HUMBOLDT

CHART III.

School Standard Score Mean	Language	Math	Reading	Composite
	3 5 7	3 5 7	3 5 7	3 5 7



Language	Math	Reading	Composite
3 5 7	3 5 7	3 5 7	3 5 7

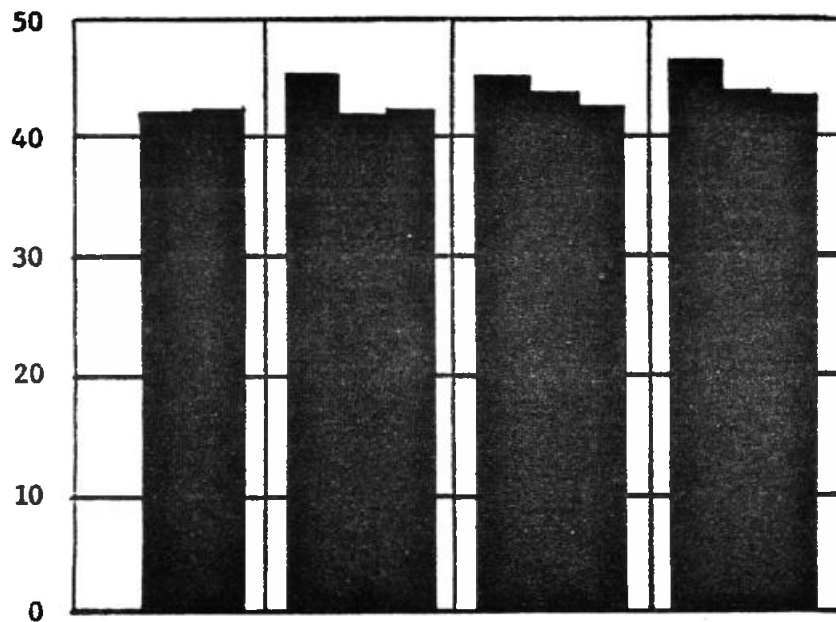


NOTE: A standard score of 50 represents the average for all children in Portland.

CHART # IV

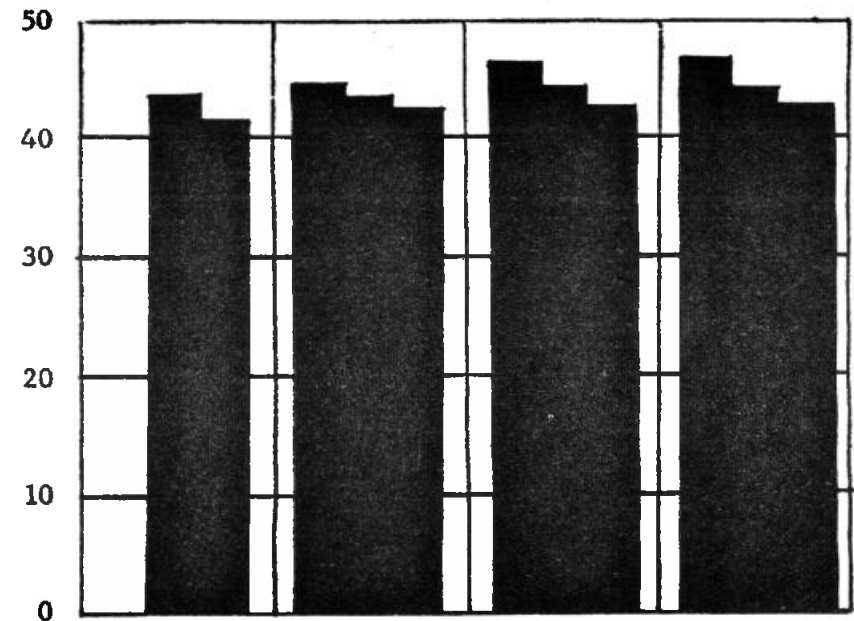
IRVINGTON

School Standard Score Mean	Language			Math			Reading			Composite		
	3	5	7	3	5	7	3	5	7	3	5	7



SABIN

Language			Math			Reading			Composite		
3	5	7	3	5	7	3	5	7	3	5	7



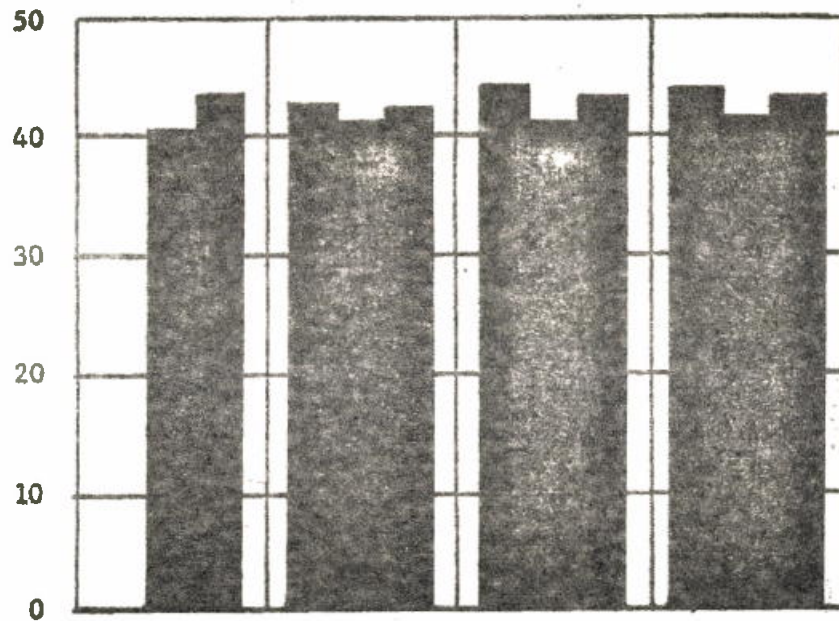
NOTE: A standard score of 50 represents the average for all children in Portland.



CHART V.

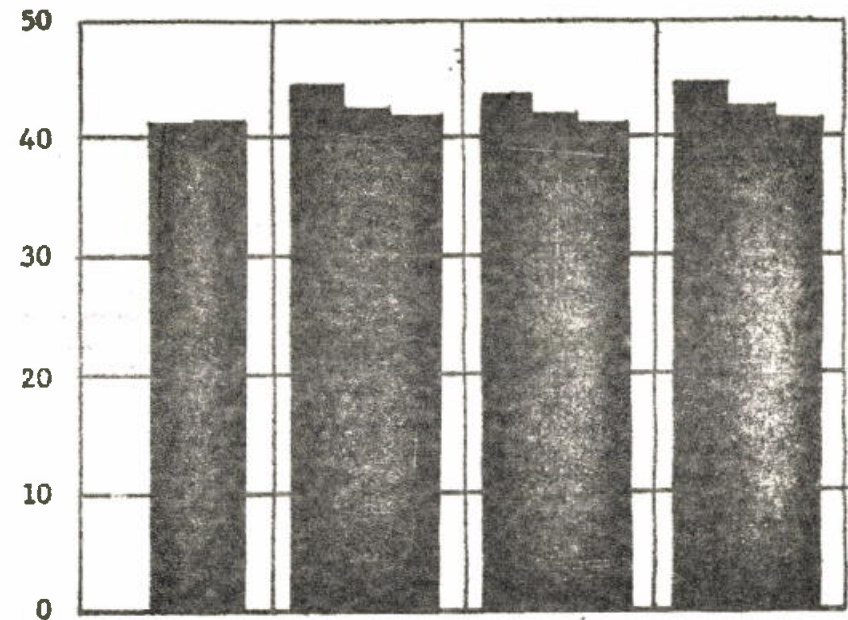
# WOODLAWN

School Standard Score Mean	Language			Math			Reading			Composite		
	3	5	7	3	5	7	3	5	7	3	5	7



# AREA 11

Language	Math	Reading	Composite
3 5 7	3 5 7	3 5 7	3 5 7



NOTE: A standard score of 50 represents the average for all children in Portland.

WITHDRAWALS AS PERCENT OF ENROLLMENTS, PORTLAND HIGH SCHOOLS  
1967-68  
CHART VI.

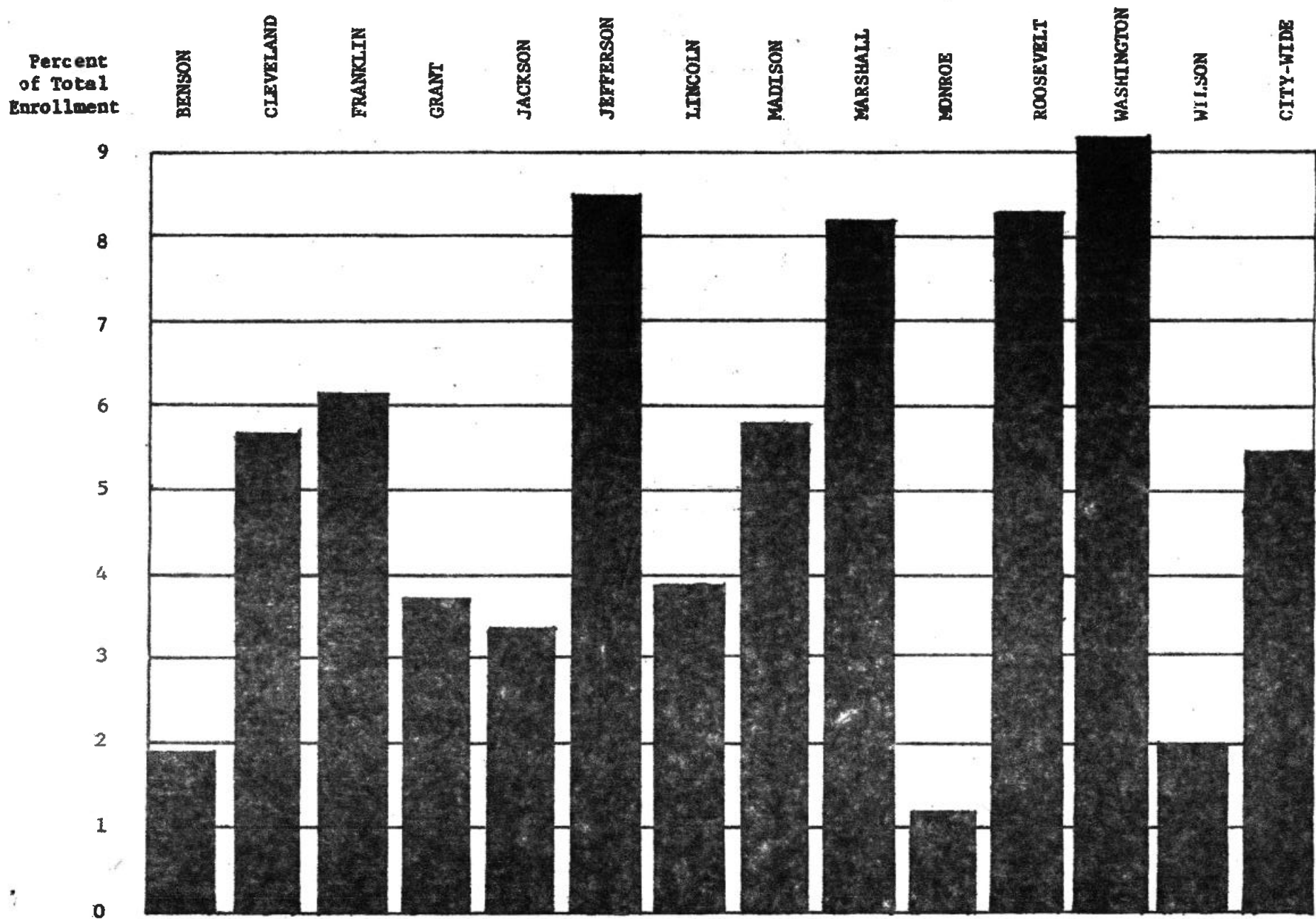




CHART.VII

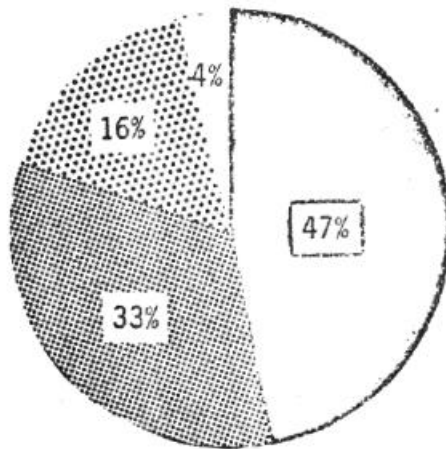
Enrollment and Staff Data  
Model Schools

School	Number of Administrators	Total Student Enrollment	Black Students	White Students	Total Teachers	White Teachers	Black Teachers	Black Males	Black Females	Total Aides	White Aides	Black Aides
(1)												
KING	2 (W)	736	684	52	52	40	12	1	11	11	5	6
HUMBOLDT	2 (W)	330	297	33	21	17	4	1	3	8	3	5
VERNON	1 (W)	849	304	545	31	29	2	1	1	7	5	2
WOODLAWN	2 (W)	724	252	532	49	44	5	-	5	11	9	2
BOISE	2 (W)	633	577	56	48	43	5	-	5	16	7	9
HOLLADAY	1 (W)	339	191	140	14	12	2	1	1	5	1	4
IRVINGTON	2 (1 B) (1 W)	593	351	242	32	30	2	-	2	9	3	6
SABIN	2 (W)	647	356	311	25	22	3	-	3	7	2	5
(2)												
JEFFERSON H.S.	7 (2B)(5 W)	1651	660	974	82	74	7	5	3	13	5	8
TOTAL		6502	3672	2885	354	311	42	9	33	87	40	47

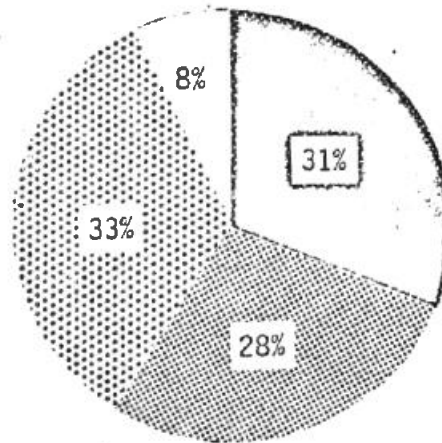
COUNSELORS - Total 9 -- 8 White, 1 Black

# **CHART VIII**

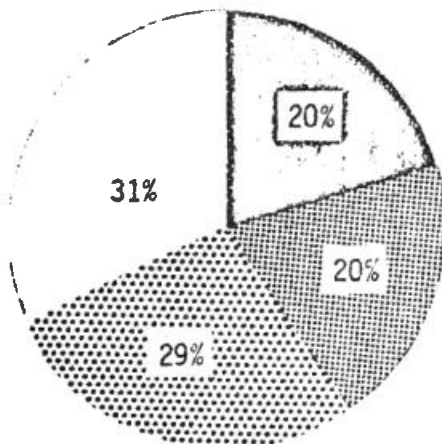
## **REPORTED INCOME BY AREA Portland's Model Neighborhood**



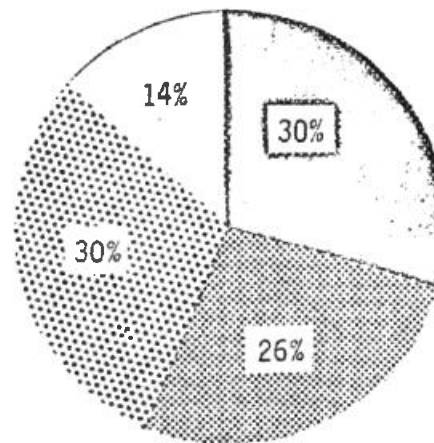
**CORE**



**NORTH**



**EASTERN**

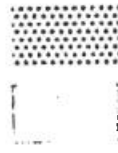


**MODEL CITIES**



Less Than \$3000

\$3000-\$5999



\$6000-\$9999

\$10,000 And More

**Source: Survey Albina Service Center, May, 1968.**

MODEL CITIES PROGRAM  
5329 N.E. Union Avenue  
Portland, Oregon 97211  
288-6923

D R A F T

HEALTH, SOCIAL AND LEGAL SERVICES

INITIAL CONDITION II. AN INADEQUATE SOCIAL-ECONOMIC OPPORTUNITY SYSTEM

EXISTING SITUATION

The poor black person and family in the Portland Model Cities neighborhood is not only out of the mainstream of the metropolitan community but also isolated within its own black community. Those who are poor and black are doubly disadvantaged over their middle-class employed black brothers and sisters. They are concentrated in a core ghetto area which is highly visible carrying a stigma to the person residing there by residents. These people are on welfare which as indicated earlier is a maintenance in poverty program. They see no opportunity to get out of their plight and are lacking in hope for themselves and hope for their children. The families are made up of welfare female heads of household who have little or no support from responsible husbands or fathers. They have higher than the average number of small children, some of whom are illegitimate. They cannot take part in training even if they knew where training was available for them. They are socially deprived and forced by their poverty situation to interact socially with others suffering the same circumstances.

CAUSES:

Basic

1. School Problems

As indicated in the problem analysis under Education, black children are tracted in the school system and present more behavioral problems in schools than white youth.

The children from the black core families are integrated with middle-class black and white children in the school system. By virtue of their residence,

poor clothing, inability to purchase school lunches and a manner of bravado, they are quickly identified by the other youths and relegated to the role of delinquent or "hood".

## 2. Social Problems

These families are unable to participate in established organizational systems for many reasons: inadequate clothing to attend church functions, no after-school transportation to attend school affairs, and no money for club activities. What's more, such organizations have not really reached out to engage in advance these more disadvantaged members of the community.

## 3. Family Service Problems

### (a) Supportive Services

There are not sufficient or available supportive-type family services in the form of day care, transportation, clothing, homemaker services, etc. to allow heads of households and youths to make use of the economic and social opportunities in the community.

### (b) Knowledge of Existing Programs

Mothers, teen-age youth, and unemployed or under-employed heads of households are unable to make use or even find their way to services that are designed to help them emancipate themselves from their deprived state. No particular service really provides the complex range of services to really permit full participation of disadvantaged family members. It is granted that proposals for program services indicate that this outreaching engagement will be done and even indicates devices as to how it might be accomplished, but to this point no effective service for these disadvantaged residents of the area has been provided.

### (c) Lack of Motivation

Disadvantaged and socially alienated individuals in the families hardly

have the desire to even begin to want to be motivated for help. In the black core area of Portland Model Cities Program, these most deprived residents observe these special program offerings, go to those who also are in need but who are in better social-economic conditions and they perceive themselves. They are still at the "bottom of the barrel" and no one has provided the means whereby they can even begin to think of rising.

#### 4. Service System Problems

##### (a) Major Program Services are Not Located in the Model City Neighborhood

Administrative offices are located in the hub of the downtown metropolitan area. While these locations are not at a great distance from the Model Cities area, they are separated <sup>geographically</sup> ~~topographically~~ by the river. Poor transportation to the area sets up another obstacle in services being readily available. This service center arrangement remotely removed from the Model Cities area is partly dependent upon historical development and partly due to an economical accommodation to the central administration of the services. Moreover, County and State services in the welfare-related field are located in several buildings in the downtown area. Private agencies are primarily located in one community service building in the downtown area. However co-location does not in itself provide coordination and much more is necessary.

##### (b) Fragmented Services

Services are fragmented in that they have undergone a traditional and specialized development. Services are provided by agencies with a certain professional expertise in administrative responsibility, and moreover, they are geared to serving a segment of a population rather than the population generally.

##### (c) Overlapping and Duplication

While each service provides a primary main service offering, yet it overlaps and duplicates other services. This has been an attempt on each agency's

part to provide adjunctive services to their main offering so that an attempt is made for comprehensive service. This effort, however, has developed a duplication of minor services so as to befuddle the client as to where to turn. This works a particular hardship on the black community since it has little understanding or appreciation for the bureaucratic organization of the white establishment in the administration of programs in their behalf.

(d) Services Uncoordinated

Services coming into the Model Cities community are uncoordinated. Each agency makes its own plans for program development and there is a certain competitive spirit so that planning is not coordinated. This competitiveness extends itself to selling the program to the public and private dollar, and also involving oftentimes the same recipients under the agency wing. After a "mini" riot in Portland and the national emphasis towards programs for the black urban poor, many agencies scrambled to assure in their annual reports that they were somehow effectively engaged in serving this population. This resulted in the clients being overwhelmed by new program offerings which were actually old programs under new titles but geared to acquiring new federal program dollars.

DEFICIENCY OF EXISTING SERVICES

1. Outreach and Out-stationing of Personnel

A major outreach and out-stationing of personnel into the Model Cities neighborhood has been lacking.

When community services, both public and private, do attempt to reach out to these people and do not get the kind of response they anticipated, they blame the failure on the clients. Many agencies have provided token services to the Albina Neighborhood Service Center, but these have amounted to mainly an

information and referral program. Since the advent of the Model Cities, a visible program and information center has been established. However, this is achieving basically the same purpose of information and referral rather than major service being rendered. Other private agencies with little support have attempted to establish programs in the neighborhood with some success. However, they have not received the financial backing needed, they do not have a high degree of visibility, and they are not able to serve the community at large.

## 2. Lack of Innovation

Programs offered to the community have not been truly innovative. They have basically amounted to the same program offerings by the same personnel, but perhaps under a new title. Therefore the client, with expectation that basic service needs will be met in the neighborhood, has suffered disappointment from having the same reception and cumbersome process in attempting to gain services. This has obviously curtailed a full use of these services being made by residents. During the Model Cities planning process the black resident called this a new "trick bag."

## 3. Lack of Concentration

Major program services have been offered at a city, county or tri-county geographic area.

Therefore with few exceptions program service has been distributed somewhat evenly over the larger metropolitan area. Until recently there has not been much planning to provide maximal services in identifiable impacted poverty areas.

## 4. Lack of Case Information

The actual service need of the Model Cities resident, and especially of Black residents, have been undifferentiated from those in the community at large. Steps are now being taken to study and survey the more specific population and

their needs in the model neighborhood. Counselors, caseworkers and other case enablers have carried caseloads throughout the metropolitan area. Therefore, there has been little concentration of case effort into the specific needs of clients.

There has been no major study of service offerings and service gaps in the Model Cities area. There have been socio-economic studies based on census data. There have been surveys and questionnaires by a variety of self-invested agencies. This has resulted in the resident of the area who has been belabored with survey after survey; now not even giving honest answers to questions asked. This is further evidence of the uncoordinated approach to casefinding and case services in the Model Cities neighborhood.

#### 5. Inadequate Transportation

Inadequate transportation is cited as a contributing factor to a "ghettoization" of the Portland Black community in the Model Cities neighborhood. Detailed information regarding this condition is referred to in the Employment section of the problem analysis. It is cited here as one of the main factors in keeping Black people concentrated in a geographical area. This presents a situation whereby residents' own problems and those of neighbors are constantly reflected in one another's behavior patterns without external relief from this intense living situation. It also, as indicated earlier, has implications for employment, job opportunities, recreation, and choice of shopping facilities.

#### 6. Poverty Program Limited

The special impact program of the War on Poverty never really effectively engaged these most left-out residents of the community. They seem to provide services to those a margin above the most outcast families who are on welfare and otherwise alienated from the community. They seem to provide programs for



those who already had a "handle" on how to find these services and began to make their way. Just as the poverty programs were finding their way and becoming identified as a source of hope for disadvantaged poor families, their resources were sharply curtailed and their programs cut back. The present curtailment of War on Poverty resources in the Model Cities neighborhood instead of adding to a solution is creating a vacuum of services through no fault of its own other than to a lack of continued financing and orderly program development.

#### 7. Inadequate Supportive Services

Employment services have never had the necessary adjunctive services to really provide employment opportunities for the black poor employable members of families. Employable heads of households and members of poverty families are psychologically not prepared to take advantage of programs that would lead to gainful employment. They do not have the proper homemaker services, day care and special adjunctive family services where they can have the equilibrium of mind to lend themselves to training programs. Therefore, they are unable to concentrate, become frustrated and begin to drop out.

#### A Case History

A recent case example exemplifies this point. A mother and father with several young children both had to be employed in order to provide basic necessities for their family. The father, though healthy, is under-employed although working steadily. The mother was forced to take a job as a nurses aide in a local hospital in order to supplement the family income. She realized that three of her children would be home from school two hours prior to her own arrival home from work. After her working this arrangement for about a week, she came home to find

her children missing. She had been notified that they had been picked up by the police department for not having an adult in attendance at the home. They had been taken to the Juvenile Detention Home. Since it was a weekend, the mother was told she could not visit the children in the Home. A hearing was scheduled the next week and both the father and mother were required to leave their jobs to attend the hearing. The children were not immediately returned to the home since a study would have to be made of the family. This experience of these parents was a disastrous one that is typical of the frustration and experience with the community-established services that lead to distrust and overt hate on the part of struggling families.

#### 8. Uncoordinated Employment Services

Employment services have been enhanced considerably over the past several years in the Model Cities area. However, these services have not been coordinated as well as they could be so that maximum impact could be made on the population most in need. Most services provide testing, counseling and job placement, but as indicated above they have been unable to provide the necessary supportive family services and health services so as to enable the person seeking a job to make maximum use of the opportunity.

With the onset of the Concentrated Employment Program which is just starting and is the manpower component of the Model Cities effort, a new ray of hope is rising for these residents.

#### 9. Police Protection Limited

Apparent police policy and practice tolerates adult delinquency in the core area of the Black community in the Model Cities neighborhood. Black residents indicate that their complaints to police are not responded to as they should be,

and situations are not remedied. Periodically, the local newspapers carry stories regarding the open prostitution in the area, but merely point out the inability of the local authorities to deal with the situation. The City Club Report of June 1968, "Problems of Racial Justice in Portland", and their report of August 1968, "Law Enforcement in Portland" clearly state this to be the case. A recent survey indicates that a majority of the Black youth who are referred to authorities for delinquency are referred by police. Juvenile court services are required to respond to this situation by ~~an~~ a case handling program which is primarily geared toward an intake, detention, and investigative process for case handling. Group homes and foster care situations in the Model Cities neighborhood, especially for Black youth, are almost non-existent.

#### 10. Schools Contribute to Problem

Schools have tracted noverty children into easy non-demanding types of school curriculum. This is alluded to in the problem analysis of the education section. These children are given differential treatment and not required to perform academically nor expected to maintain the type of orderly discipline in which learning takes place.

GOAL:

- I. To provide a comprehensive, coordinated network of social services at the neighborhood level so residents might utilize the service maximally and agencies might innovate services to meet consumer needs.
- II. To provide a socio-economic opportunity system through which each Model Cities resident can maximize his potential for independence.

OBJECTIVES:

1. To provide the necessary motivational and realistic home help so that employable members of families can make use of training and employment opportunities.
2. To give every person who can be employed, trained and educated a chance to do that and the necessary extra support to achieve it.
3. To build into programs a tolerance for failures with an examination of the system rather than the client as the cause of failure with adaptation of the program to meet real client needs.
4. To locate major and auxiliary social services in the Model Cities neighborhood.
5. To provide an administrative and service system whereby services will be coordinated.
6. That programs no matter how well designed would have on-going evaluation to adapt themselves to the needs of program recipients based on day to day experiences.

PROGRAM APPROACHES

1. The Concentrated Employment Program, the manpower component of Model Cities area, should be truly comprehensive, coordinated and impacted on those most in need. A more effective coordination device needs to be established between it and Model Cities.
2. A transportation service that permits residents to make maximal use of the resources in the Model Cities community and the metropolitan area.
3. Supportive family services in a full range so as to permit family cohesiveness and development.
4. Special homemaker services provided in the home and provided by residents of the area who know the problems and how to deal with them.
5. Comprehensive health services of a preventive and remedial nature that will be conducive to the utilization of other helping programs.
6. Special programs for special groups such as the Mentally Retarded Regional Center.
7. Neighborhood social centers whereby groups without resources can celebrate together in keeping with their own customs.
8. The establishment of a multi-service center in the neighborhood. The multi-service center would house all the major state, county, and municipal agencies, and also those in the private service sector.
9. Establish comprehensive program concepts for long-range planning in the areas of child services, legal services, and health services.
10. Hook up major services with existing services so that a coordinated network of service systems is achieved.
11. Assure that all programs under the sponsorship of Model Cities require comprehensive and coordinated planning, evaluation and training.

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PUBLIC SAFETY - MODEL CITIES' AREA

PROBLEM ANALYSIS

It was very apparent at early Public Safety meetings many residents of this area - both Black and White - possessed negative views toward the police and the services they rendered to Model Cities' residents. They also had strong feelings that different policies and levels of enforcement were applied to persons in this area and especially to Black people. While numerous discussions were held regarding this, the feeling still exists by a rather large number, that the police officer is a representative of the establishment and is the oppressor of the Black people; this has been vehemently denied by top officials in the Police Department.

The following is an attempt to accumulate basic information about conditions relating to crime and Public Safety in the Model Cities' area.

Both the City Club report<sup>(1)</sup> and the Portland State College survey revealed similar findings regarding minority group attitudes and their feelings toward the police.

Many people in the area are convinced that different levels of enforcement and criminal justice exist in the City of Portland and this especially in the ghetto section.

The National Opinion Research Center found in a nation-wide survey,<sup>(2)</sup> that 67% of the Whites interviewed, who had an annual income of \$6,000 to \$9,000, felt that the police were "very good." Only 31% of the Blacks in the same income range had similar feelings toward the police. The Portland State College's study revealed that the White middle-class citizens of Portland who held the Portland Police Bureau in rather high esteem was greater than the national average. However, from comments made at both the Public Safety

PUBLIC SAFETY-- MODEL CITIES' AREA

Page -2-

Citizens Committee and the Citizens' Planning Board meetings, it was plainly apparent that this view was not held by a large segment of the Black community. Numerous stories and incidents were pointed out in support of their argument.

Portland's Negro community (reported in the 1960 census as numbering 15,637 of 372,676 - total Portland population or 4.2%, is substantially smaller than many of the cities which have also experienced disorders, but that does not mean the problem requiring attention here is different, neither does it mean that Portland does not have a serious problem and the following position should be considered:

1. As the Black community is small, it is relatively easy for the White community to ignore its plight and its problems.
2. Because this group is small, the community has permitted to exist degrees of discrimination which actually exceed, in forms, discrimination in other cities with large ghettos and more dramatic problems.
3. Inasmuch as the group is small, the problems cannot be ignored, nor will they disappear without well-planned and positive programs, designed toward that purpose.

According to Public Safety Committee members, Portland does face a crisis in its citizen/government relationship. This crisis is marked by weakness in communication, mutual understanding, trust, cooperation, uniformity of justice and other central government shortcomings. This feeling is most obvious in the Model Cities Area.

There is need for deeper citizen involvement and a restoration of community confidence in the city government, and in particular the management and services rendered by both the Police and Fire Bureau.

Public Safety Committee members believe this condition could be improved by the following steps:

1. More effective and quicker communication between Model Cities residents and local government, especially the police.

MODEL CITIES AREA - PUBLIC SAFETY

Page -3-

2. Improved ability of local government to respond to the needs and problems of the Black community
3. Expanded opportunities for Black leadership development to take part in decisions and policies which affect this community
4. Increased accountability of all public officials and police
5. Employment of Public Safety personnel.

A recent study of the Oregon State Department of Employment revealed that 8.2% of non-white males are unemployed, compared to 3.7% of white males. The same study shows that 33% of all residents of the Albina Area are classified as "poor". Of all families in that area, 24.2% earn less than \$3,000 per year<sup>(3)</sup> City Club Report.

While both the Police and Fire Departments have attempted programs to attract residents of the Model Cities Area, it is alarmingly apparent that these endeavors have been dismal failures.

The City of Portland has a fire fighter force of 690; ~~of them~~, none are Negroes. The City of Portland has a police force of 725; of which five are Negroes. It is also recognized that of the Black members of the Police Department, several who have served for a number of years, none have ever received a civil service promotion or advanced above their grades.

A few Negroes have been given special assignments <sup>as</sup> of patrolman, which carry additional responsibility and higher pay, but this is regarded as a form of tokenism and does not carry <sup>?</sup> the one Black officer, who resigned from the Department after 12 years service and is employed in the Portland Public School system. He never advanced beyond the rank of patrolman. Although, he held a college degree and a teaching certificate. There is considerable feeling that a Black officer has little chance for advancement to a command position.



Programs must be developed to overcome past deficiencies, and if minority group members are to be successfully recruited, they must be assured equal and fair treatment in both job placement and in opportunity for advancement.

One encouraging program designed for greater minority participation is the Law Enforcement Internship Program developed to attract <sup>for</sup> employment police personnel and offer the opportunity to participate in a combined work study degree granting program that would provide a sufficient income for the individual <sup>while</sup> ~~which~~ he is preparing for careers in Law Enforcement. It is hoped the program will be funded and started by January, 1969.

There are also social and economic problems which turn minority group members away from police work. Both psychological and physical barriers add to the problem and additional study must be given to them.

1. The feeling that upon joining a Police Department, the Black policeman has joined an enemy camp and has turned his back on his race and their problems.

2. The feeling that he would not want to arrest people of his background and environment.

3. The psychological strain on family and friends which is felt by the police officer.

4. The undesirable working conditions not found in other vocations which require evening and weekend hours on duty and away from home and family. These are current and pressing problems which must be faced by police administration and city officials.

#### COMMUNITY POLICE RELATIONS

The discussions of both the Public Safety Committee and the Citizens Planning Board's meetings revealed that relations between a large segment of the Negro community and police were poor. It was obvious that improved communication between police and citizens is needed at once.

Discussions on police training and recruitment, patrol procedures, amount and type of crime, community relations officers, neighborhood information and rumor centers were carefully studied and leading authorities both locally and of national reputation appeared before the Committee.

The exchange of ideas and discussions were at times heated and intense. While some progress was made, a deep and serious hostility still exists between the police, city officials and some Model Cities' residents. While these hostilities are directed principally toward the police, it must be recognized that the police officer is the first available representative of the entire system of law enforcement and criminal justice and, he therefore, receives the brunt of these attacks and charges. Many of the charges were not supported by fact or credence, but the misunderstandings and attitudes exist and this is a major source of grievance, tension, and eventual disorder between the two.

#### CRIME AND THE MODEL CITIES AREA

Crime rates relate the incidence of crime to population. From a more realistic point of view a crime rate should be considered as a count of victims. The following figures will show that the resident of this area is in far greater danger of becoming a crime victim than is the resident of any other areas in the city of Portland.

The boundaries of the Model Cities area do not conform to the census tract boundaries, and some tracts are bisected by the Model Cities' boundaries. (see Chart I - census tract May) It could be assumed that census tracts either completing or partially in the Model Cities' area should be included in any study of crime and its relationship to the residents of this area. There are 16 census tracts in/or adjoining the Model Cities' section.

1

Those fully within the boundaries are census tracts - 22B, 23A, 24A, 33A, 33B, 34A, 34B, 36A, for a total of eight.

Those partially in the Model Cities area are census tracts - 22A, 23B, 24B, 32A, 35A, 35B, 36B, and 38C, also totalling eight.

CHART 2 shows the Class I crimes <sup>(1)</sup> committed in each census tract for the years 1962 through 1967 and the percentage of increase.

Class I crimes in the City of Portland have increased about 15% per year for the past five years, while crime in the 16 census tracts in/or connected to the Model Cities <sup>have</sup> ~~are~~ increased <sup>112.8%</sup> ~~101.07%~~ during the same five-year period.

Class I crimes as listed in the Uniform Crime Reports released by the Federal Bureau of Investigation consist of the following: MURDER, AGGRAVATED ASSAULT, FORCIBLE RAPE, ROBBERY, BURGLARY, LARCENY AND AUTO THEFT. The total Class I crimes reported in the 16 census tracts in 1962 was 2,701, while in 1967, they had increased to 5,748. It must also be recognized that many other crimes committed are never reported to the police, and therefore, never become a statistic. Some sociologists feel that between 25 to 50% of crimes committed in a ghetto area are not reported to the police. This is probably true in the Model Cities area.

Census 34B showed the greatest increase at 171% in the five-year period. Census tracts 24A, 34A, and 36B showed increases of 144% to 164% in the same period. Ten of the 16 census tracts showed increases of over 100% in the five-year span.

There is unquestionable evidence that a serious crime problem exists in the Model Cities area and it is increasing far faster than the City or National average; the Public Safety Committee has recognized this fact and has attempted to develop programs that will lead to a reduction of crime in the area.

To be effective, these programs must have the support of not only city officials and Police Department personnel, but also the general public.

It must also be recognized that the population in the previously mentioned census tracts actually decreased during the five-year period and the rise in crime cannot be partially attributed to a rise in population.

Citizens have a tremendous responsibility in determining how their Police Department operates. They should be eager to support it in the proper discharge of its duties.

Citizen backing of law enforcement is a necessity in the orderly operation of a community. Citizen confidence must also be gained before a department can expect to receive that support. It is unfortunate that the police have rarely sought widespread civilian assistance, and far too many police-citizen programs have been started after some unfortunate incident resulted in pressure on the police to initiate them.

It is also unfortunate that in the United States the police do not enjoy the status and dignity that the police in England do; however, it now appears that the Federal Government is going to assist local Police Departments with financial aid; and while law enforcement must remain a local problem and responsibility, such aid can certainly improve community relations.

The funds, if used wisely, can bring about the development of new programs and offer innovative changes. While no society can expect to free itself completely from delinquency and crime, well-planned and well-administered programs can lead to better police community relations, which, in turn, result in less delinquency and crime and greater public safety for every citizen of the Model Cities' area and the City of Portland.

- (1) Law Enforcement in the City of Portland - Portland City Club Report  
8-30-68 Volume 49 No.13
- (2)

The Portland Police Officer - Urban Studies Center, Portland State College  
By Kenneth R. Gervais - 1967

could go much further in TIA ISB  
must have a proposal for citizen committee

Pol. Can. Rel. Program

needs police + fire protection

need much better description of services  
available, policies, attitudes of police  
+ fire personnel

No Goals  
Yet.RECREATION

The recreational facilities found within the Model Cities area reflect the overall quality of the environment which confronts the black community in Portland. The parks and other recreational facilities are deficient in terms of both quantity and quality. The general upkeep of the parks in the Model Cities area is not consistent with the quality of attention devoted to parks in the white areas of the city. The facilities that are available are minimal, and not sufficiently diversified to meet the needs of the various age groups within the area.

Lack of useful facilities has, of course, led to the lack of community use of parks. Not only are parks not used, the community takes a dim view park administration and are, in general, displeased and antagonistic toward existing agencies and administrators. Recreational facilities "are" almost exclusively operated by whites, who, however genuine and laudable, their motives and intentions, simply are not familiar with the interests and needs of the local black residents. For recreational facilities to provide valuable situations, and to be used, they must reflect the needs and world views of the social class and ethnic experiences of those for whom they are planned. Recreational facilities and programs that are appropriate for white, middle class areas simply are not appropriate for ghetto black areas, even if they are maintained at a decent level.

Thus, the general recreational picture in the Model Cities area is marked by lack of parks, poor quality of basic upkeep, and facilities within those parks; lack of integration between recreational programs and community needs, and hostility between park administration and the local community residents.

A. INITIAL CONDITIONS1. Facilities

First, there is a general lack of parks and open spaces within the black ghetto areas which could enhance the neighborhood, and provide activity areas for young and old. At present there are only 5 parks in the

## Initial Conditions

## Facilities Contd.

entire area. Particularly needed, are smaller vest pocket parks for use by neighborhoods. Aggravating the situation, is the bad location of the existing parks. The existence of business and industry around three parks destroy their attractiveness, and utility. Lillis Albina Park is bordered by the Minnesota Freeway on one side, and the three remaining sides are primarily business and light industry. Dawson Park, and the Knott Street Community Center are poorly located in an undesirable area, where prostitution and drugs are prevalent.

The parks that are in existence suffer from a lack of facilities, and diversified programs. Pavilions which might be used for community dances are not available. Park facilities are not sufficiently diversified for use of various age levels.

The deficiencies in other types of recreation are even more noticeable. Residents are forced to seek many popular forms of recreational activity at great distance and inconvenience. The Model Neighborhood does not provide one bowling alley or family theatre. Social functions which require dance hall or ballrooms must be held outside the neighborhood. Even within these conditions there is a lack of recreational facilities because rented facilities, the major public auditorium in Portland, does not allow teenage dances. These problems are made even more intolerable by the lack of adequate public transportation, low black incomes, and the social discrimination often suffered in areas of the city where they must go for recreation.

Thus, there is a general lack of recreational facilities within the community. The possibility of engaging in outside recreation is limited, due to the lack of transportation and money, and to the generally inadequate level of low cost recreational facilities in the Portland area.

## 2. Lack of Utilization of Existing Facilities

The deficiencies in existing public recreation have led to their underutilization. Parks lacking in decent and diversified facilities, and programs located in inhospitable environments, and out of the flow of normal community life simply will not be used.

In addition to the physical deficiencies in the parks, and other facilities, hostile attitudes towards the park administration also accounts for their underutilization. Residents complain that administrators are insensitive to the needs of the community, and that the programs remain inflexible. Being planned and operated by outsiders, park facilities have failed to become an integral part of the community life. Residents of the area regard the Bureau of Parks as just another self-aggrandizing institution, and not an agency devoted to the interests of the local people.

Many other potential activity centers remain idle during the hours when the facility is not normally used. Schools are built to serve the neighborhood. School buildings are equipped with a gymnasium, auditorium, and classrooms which are not used during after-school and evening hours.

Thus, the problem in the black area of the Model Cities is characterized by two interlocking factors: 1) poor facilities and programs and 2) underutilization of existing facilities, and programs. Underlying these two factors is the existence of community hostility toward the established recreational bureaucracy.

### B. BASIC CAUSES

#### 1. No mechanisms for Citizen Participation

Model Cities residents have not been included in the planning, policy making, and administrative aspects of the area's recreational programs. Nor, for that matter, have they been allowed into the decision making structures in the broader Portland community. As stated earlier, recreational programs should reflect the felt needs arising out of particular class and ethnic



## Basic Causes Contd.

experiences. Barring this, recreational programs will be meaningless, even if well intentioned, and unused, even if "well planned". This applies to both planning, and administration at the park and service level. The on-the-spot administration of recreational facilities is particularly important. Each social class and ethnic group has its own standards of social order, and what may appear to white administrators as incipient disorder may simply be another group's preferred style of social order and interaction. Misunderstanding of this leads to attempts to over-administer, and over-control recreational activities. This unnecessary control of activities are likely to produce hostile reactions, and withdrawal from the recreational facilities, if not destruction of them. Thus, there is a clear need for participation in planning and administration by those for whom the programs are supposedly created.

### 2. COSTS

The cost factor has two aspects. First, there are insufficient expenditures by the local governmental agencies on recreational facilities. This applies both to the lack of funding for Model Cities programs, and to the general lack of governmental support in Portland for public recreation. The second monetary problem stems from the low income levels of the blacks of the Model Cities area. This low income means that they are unable to take part in the private recreational programs of their area, and of the greater Portland area. Thus, the local residents are caught in a two way bind; the city does not provide them with sufficient public recreation, and they have insufficient monies to take part in many of the private recreational opportunities.

### 3. Lack of Transportation

Lacking recreational facilities within their own community, the blacks must look elsewhere. Even in this they are thwarted by the totally inade-

Lack of Transportation  
Contd.

quate public transportation facilities of the Portland area. Public transportation in Portland has generally been ignored. The white, and more affluent members of the Portland area seek their recreation in areas outside the city. Portland is a place to be abandoned for the wide open spaces if one is in search of recreation. Failing to perceive their own city as a potential source of rest and enjoyment, the Portland white community has failed to develop the city's own internal possibilities, and have failed to provide adequate transportation facilities for the movement through this urban environment. The poor blacks, often lacking both the transportation capacities and emotional inclination for camping in the great outdoors, are left to fend for themselves within the forgotten urban environment.

4. Recreational Philosophy

The problem of diversifying recreational programs for a diversified clientele has already been mentioned. There is simply no reason to develop a uniform definition of what constitutes recreation, a definition which is then applied to white and black, affluent and poor. Recreational facilities should be planned to fit the needs of various social classes and ethnic groups, each with its own set of life styles, and its own set of expectations concerning recreation. If recreational programs are conceptualized as a way of socializing poor blacks into white middle class styles of action and demeanor, they will meet the fate they have met in the Model Cities area--hostility and rejection.

Second, it needs to be pointed out that the function of recreation is not to keep an area cool or to keep people busy. Rather, recreational facilities should be viewed as aids in developing community pride in providing focal points for interaction and the development of community ties. These focal points are particularly needed in a community where two-thirds of the black women regularly work. In such a situation, it is difficult to develop

Recreational Philosophy  
Contd.

informal networks of communication, and systems of mutual identification and trust. Recreational facilities can help provide such focal points. Thus, parks and recreation programs should not be viewed as means for keeping people busy and off the street, but of providing a setting for all forms of human interaction. If the streets provide people with these opportunities, with meaningful and exciting ways of interacting, they will stick to the streets for sensible and human reasons.

C. Deficiencies in Existing Programs

This topic has been largely covered in the statement of basic causes. One additional factor, however, is lack of imagination. Present programs are too structured, and too undiversified. In addition, there is a general lack of imagination in the programs. This lack of imagination, stems from the lack of community participation, and from the attendant problem of having outsiders create the programs. This leads to a situation in which the outsiders define the prevalent style and places of recreation as bad, and attempt to get the people to use a different style of recreation. More imaginative programs should be developed which would go to the people where they are, and which would recognize the differences in social class, and ethnic styles of interaction. This may mean a radical reorientation towards the street culture that traditional recreational leaders find so deplorable. Rather than viewing one goal of the reaction program as that of getting the kids and adults off the street, it would perhaps be wiser to view the street as a possible locale for recreational activities. It should be kept in mind that the average middle class person views the street merely as a path between places, whereas the urban poor view the street as a place, and not just merely a path. Recognition of this might lead to such programs as street dances, and planned and spontaneous theatre.

D. Goals

Goals for the recreation component are still being developed by a task force on recreation and culture. They will, of course, include a device for greater citizen involvement in policy making, and increased responsiveness to the needs of blacks. The task force is also developing some specific programs which will provide a test of some of the ideas which are being advanced.

The goals developed for this section must be very closely coordinated with the materials on culture. Strategy, of course, will be formulated after specific goals have been formulated.

## SECTION 1 - PROBLEM ANALYSIS

### SOCIAL SERVICES

#### INTRODUCTION

While the overall Model Cities area is marked by high rates of social and family disorganization, there are stark contrasts within the area between the more affluent white community and the black core community. Divorce, separation, single parent heads of households, crime and delinquency, and other indicators of social disorganization exist at significantly higher levels within the black community than in the neighboring white community.

A recent survey of Welfare cases and Juvenile Department cases in the Model Cities neighborhood gave evidence of an extremely high rate of female heads of households among black families. The report indicated that such circumstances contributed immensely to a lack of family cohesiveness, and a breakdown of role identification within the family unit.

Over 90% of the Welfare caseload in the Model Cities area is in the black sector. Delinquency referrals are twice as great in the black community as in the white sector. Major crimes and offenses of assault, prostitution, narcotics, and gambling are prevalent in the black core area, and reportedly almost non-existent in the white part of the Model Cities area. These social factors, coupled with low employment, poor housing, and a deteriorating physical environment portray the factors which make family solidarity impossible.

In addition to the difference in black and white social conditions, there are also other significant differences within the black community. The poor black resident in the Portland Model Cities neighborhood is not only out of the mainstream of the metropolitan community but also isolated within his own black community. Those who are poor and black are doubly disadvantaged over their middle-class employed white brothers and sisters. They are concentrated in a core ghetto area which is highly visible, adding a stigma to

the person residing there. They see no opportunity to get out of their plight and are lacking in hope for themselves and hope for their children. The families are frequently made up of welfare female heads of household who have little or no support from husbands or fathers. They have more than the average number of small children, often some of whom are illegitimate. They often cannot take part in training even if they know where training is available for them. They are socially deprived and forced by poverty situation to interact socially with others suffering from the same circumstances.

Black - white differences in social conditions arise from the general outsider status of the Portland black community. The social and economic discrimination against the black male leads to higher unemployment rates, underemployment, and marginal incomes. These same conditions also lead to higher rates of employment for black women than for white women. The marginal economic status of the black male forces the black female away from the family and into the job market.

While the underlying causes of social disorganization are to be found in these kind of economic problems, potentially the social service agencies could have an important impact towards ameliorating these conditions. By providing adequate interim income levels, aiding in family reorganization or maintenance of present cohesive family structures, and aiding in the development of collective community efforts toward reconstruction. Unfortunately, there has been a significant failure on the part of the social service agencies in meeting these potentialities.

The present situation in the Model Cities area is characterized by a marked alienation of the local residents from the social service agencies. These agencies are seen as preying upon the local community, interfering in their lives, and doing little to help. In particular, the local services have evidenced problems of fragmentation and lack of coordination of services, low levels of income assistance, failure of agency personnel to understand and

relate to the people and their problems, and a failure to develop or allow local participation in the planning, policy making, and action aspects of agency activity.

Thus the problem under analysis here is twofold--the social disorganization of the area and the failure of the social service agencies to deal with these problems. In order to analyze these problems, the following discussion will first deal with the causes of social and family disorganization. These causes are primarily economic, and in the long run social service systems can do little toward solution. However, these problems are relevant in the present context because they indicate the kinds of background features within which social service programs must operate.

These failures have created the present alienation of the black community from social service agencies and have themselves become secondary causes of continued family and community instability. Thus, while these programs potentially should offer adequate economic support and help generate family and collective attempts at social and economic development, in actuality they operate as maintenance in poverty and dependence conditions.

#### A. INITIAL CONDITIONS

##### 1. Family Disorganization

While the divorce and separation rates in the Model Cities neighborhood are considerably higher than those in the metropolitan area in general, a more significant factor is the prevalence of female heads of households in the black community. This factor, along with the high number of Aid to Dependent Children, welfare families would indicate that the black man cannot fulfill his role as father and husband in the household. Sociological theories abound as to the negative implication this has for a proper role identification of children raised in such an environment.

In addition to the lack of a male head of household, there is the problem of the day to day absence of the mother from the home. Data collected in the Model Cities area show that two-thirds of white females in the age group 25-44 are housewives, whereas two-thirds of black females in this age group work. Thus, in more than the majority of the households, the black female is out of the home working. This employment pattern is created by the absence of husbands, the high male unemployment rates, and the low male occupational income levels.

Unfortunately, there is no reliable data on the extent and nature of multi-problem individuals and families in the Model Cities area. However, we can assume, given the low income levels, employment problems, and general family disorganization, that such individuals and families exist in grim abundance.



## 2. Social Disorganization

Social disorganization exists when there is a general lack of strong informal social controls in the community and a lack of effective community identification and collective effort toward solving common problems.

The traditional indicators of social disorganization indicate high levels of disorganization within the black core community. Major crimes and offenses dealing with assault, prostitution, narcotics, and gambling are more prevalent in the black core area. This prevalence and openness of such criminal activities, particularly prostitution and drugs, in the context of fatherless families and the absence from home of working mothers, creates a criminal learning and opportunity situation for the area's young and results in a self-sustaining criminal environment, if not a fully developed criminal substructure.

Members of the local community have repeatedly demanded more police protection from prostitutes and narcotics dealers. These requests and the response to them indicate both the Portland Police Bureau's attitude toward the black community and the black community's own inability to control internal problems.

Other evidence of community disorganization is seen in the general lack of community-wide organizations for either recreation or collective attempts at ghetto reconstruction. Thus there are few, if any, points for developing community organization. In addition, the poor black families are unable to participate in established organizational systems for many reasons: inadequate clothing to attend social functions, lack of transportation to attend community affairs, no money for club activities, and a fear of being embarrassed by ignorance or lack of language skills. What's more, such organizations have not reached out to engage those more disadvantaged members of the community.

In summary, the black core area of Model Cities can be characterized by disorganized and fragmented families embedded in a disorganized and fragmented community. These factors are related in a reciprocally causal network, with disorganized families hindering community organization, which in turn magnifies the problems of the individual families.

Intervention in this situation must be aimed, in the long run, at relieving economic causes underlying unstable families and, in the short run, at providing a wide range of support for the families and the community.

#### B. CAUSES

As pointed out above, the general causes of family and social instability are to be found in the alienation of the Blacks. The Black community is subjected to sustained social and economic discrimination. Such discrimination probably has its most profound impact in the areas of employment and underemployment. The poor employment opportunities of the Black result in their poor monetary situation, and both, employment problems and the income problems, together and separately, are a major factor in the generation of family and community difficulties. These problems are then further magnified by an inadequate and outmoded social service network, a network which does little or nothing to actually help the residents of the area, and thus, becomes a causal factor in maintaining the present situation.

In the following analysis we will discuss unemployment and underemployment as the major cause of family and community disorganization. These factors create a set of interrelated elements:

1. Male unemployment
2. Male underemployment
3. Female employment
4. Low family incomes

##### 1. Male Unemployment

Both male unemployment and underemployment are more fully discussed in the Employment Section. Here it is enough to briefly indicate the extent and impact of the employment and income situation. In the 25-59 age group, 14.6% of the Blacks are unemployed versus only 8% of the whites in Portland.

This unemployment situation is intimately related to family instability. It depresses the family income level and disrupts family structure. Unemployed males have difficulty maintaining favorable self-images and have difficulty in providing viable and useful role models for their children. In addition, unemployment fosters geographic mobility and the desertion of the family. Male unemployment also forces greater female participation in the work forces leading to the situation where two-thirds of the Black families of the family-rearing ages are employed in jobs away from home, generally in service and unskilled occupations.

## 2. Male Underemployment

The Section on Employment in the Model Cities area contains abundant evidence of the underemployment of Black males. The Black male is by and large limited to unskilled and service occupations, most of which have low wage levels. Thus, even those who are employed suffer from economic marginality, being employed in occupations which yield low incomes.

It should be pointed out that underemployment undoubtedly creates severe problems in and of itself. Being consistently forced to accept low status jobs and to work at skill levels considerably below those he knows he possesses, creates deep sentiments of both resentment and resignation, and leads to the development of negative self-identities revolving around his devaluation in the work place and his inability to provide a decent standard of living for his family. Such a self-image hardly provides an adequate basis for relating to other family members or for organizing or participation in community organizations. These implications of underemployment do not go unrecognized by the younger black male. He may see little use in pursuing either education or occupational training if such activities will likely go under-rewarded. Since upward occupational mobility is unlikely, there are no constraints against school drop-out and/or poor school performance.

The authority of the father is given little credence, since he can neither exhibit the patterns of successful male performance nor does he feel capable of exemplifying or communicating such an image. Thus intergenerational bonds are difficult to develop. Parents are perceived as failures and the children feel the necessity for doing it on their own.

Male underemployment is also a factor in forcing black females into the labor market. Obviously, this job seeking is necessary in order to supplement the low-income levels of the underemployed male.

### 3. Female Employment

The fact that two-thirds of the Black females in the child rearing ages work, while only one-third of the White females of similar age work, is the result of male unemployment, absence of husband, and male underemployment.

Thus, in addition to the family disorganization generated by male employment problems, we have the problems created by female employment. High rates of female employment further leave the children and youth on their own to take part in street life. And all of this takes place in the context of either real absence of a father or absence of paternal authority and role models. Female employment may also further aggravate the Black male's self-image troubles and lead to hostility between husband and wife.

Female employment reduces day time surveillance, not only of her own children, but of other children. The absence of one or two mothers on a block has fewer consequences than the absence of two-thirds of the mothers. In the latter situation, not only parental supervision but adult supervision in general is reduced. Absence of females from the area also hinders the development of informal networks of communication and community organization. The lack of such networks in turn hinders informal control of both youths and adult criminals, the development of community identity, the discussion

and working out of area problems, and it limits the ability to mobilize people in times of crisis.

#### 4. Lack of Adequate Family Incomes

The economic consequences of unemployment and underemployment become clear in the analysis of family income patterns in the Black core areas.

Information available would indicate that 34 percent of the families in the Black core area of the Model Cities neighborhood have income levels under \$3,000. This figure is in stark contrast to the City of Portland, as a whole, where, according to the same report, only 15 percent of all family incomes are under \$3,000.

These low income levels have several consequences. The life of the family becomes centered around sheer survival. The family and others in the area do not have the money to participate in or support various forms of community activity. Children do not have enough money for clothing for school and for school lunches. The family is unable to provide comfortable surroundings in the home or to turn the home into a focal point for family interaction. In addition, there is an absence of money for health needs.

A general result of the poor family income situation is to reduce members ties to the family. In a fundamental sense, the family is a protective agency, offering mutual support to members. In a situation where there exists these discussed self-image and role uncertainties of the parents and where there is a lack of financial resources for adequately supporting the family members, the family loses its moral authority and the members are likely to feel little in the way of deep attachments.

A similar process goes on in the community. Community organizations are based on mutual support or help. However, in a situation where the constituent elements face marginal survival situations, it is difficult

for them to coalesce into stable group formations because there is no assurance that any help offered at one point in time can be returned later. Hence mutual trust and support is difficult to obtain.

### Deficiencies in Existing Services

In the short run, social services can potentially ameliorate the cause and consequences of family and community instability. Such activities can take place along at least three dimensions: 1) offering services aimed at helping reorganize and maintain family structures, 2) aid in the development of collective community efforts, and 3) provide adequate income supports. Programs directed along these three dimensions should have the dual effect of reducing present levels of community alienation from the social service agencies and of aiding in the long run attempts at community, family and individual economic advancement.

Social service agencies are the subject of much hostile feeling from low income families. The criticisms are summarized in the following list.

#### 1. Low Standards of Assistance

The State of Oregon's standards for assistance rank 39<sup>th</sup> in the nation. Oregon Welfare allowances are commonly as much as 25% less than accepted measures of the bare minimum standard of living. Oregon Welfare benefits have not been revised for ten years or more. Oregon food allotments are based upon 1953 cost of living standards and cost for clothing items are based upon 1957 and 1958 standards. Welfare standards are at a subsistence level that maintains families in a poverty situation and prevents them from utilizing community opportunities for betterment.

The Welfare administration in projecting its own budget, bases it on what it thinks the Legislature will provide rather than what is needed.

Unpredicted case loads sometimes create the threat of pro-rata cuts during the year creating further problems and despair for the recipients.

## 2. Fragmented Social Services

The complex array of public and private services designed to meet the needs of multi-problem families have become formalized, fragmented, and generally so scattered over great distances that they have become a serious source of frustration to the individual in need of these services. Effective assistance to meet the needs of these individuals and families demands a concentrated and coordinated approach, one in which the desires and needs of users are given full respect by both public and private services.

As a result of the fragmented service effort, families themselves are fragmented. In dealing with the multi-problem person and the multi-problem family, there is usually no concerted effort on the part of agencies to serve the family or the individual as a whole. This results in confusion to the family and its individual members who must attempt to respond and relate to the agency rather than have the agency respond and relate to their needs.

## 3. Service Philosophy

The administration of welfare at the state and county level is traditionally bureaucratic and overwhelmed with paper work. The caseworker's in-service and special training are traditionally professional and irrelevant, especially to the emerging proud, independent Black population in the Model Cities community.

The philosophy behind Welfare's service has been traditionally professional in both theory and practice. The artificial standards of professionalism based on the supervisory and administrative process has never really trickled down to the rank and file caseworker. However, because of the agency posture and system in doing this, it ends in a mockery of role playing and practice

on the part of those who do not believe in the system. Both clients and caseworkers are encouraged to cheat to "beat the system."

The supervision and administrative process of decision making is lengthy, difficult, and confusing. It usually results in delay of service to clients.

The recruitment, selection and training of caseworker personnel lends itself to a uniform production of cogs for traditional service roles. Low pay and low interest on the part of individuals in the Welfare system lends itself to a high turnover amounting to some 50% in any given year.

Caseworkers are traditional in their professional and agency orientation and, therefore, profoundly inadequate in relating to poor black people in the ghetto community. Very few Black caseworkers have made their way into the Welfare Department service system and they are relegated to dead end positions in spite of lengthy terms of service.

#### 4. Community Participation

Several agencies, especially those becoming involved in federal programs, have established advisory committees made up of low-income people. The advisory committee system has not been an effective tool to get meaningful consumer participation in programs. Recipients thus involved are quick to understand that they are being exploited by participating on such committees. They note that agendas are well set in advance of their participation and they are overwhelmed by professional jargon and "Roberts Rules" of order. This leads to a silent participation and eventual drop out. The advisory role would appear to be ineffective and a system of the past. Many black people who have initially responded to the program find out that they are legitimizing programs by attending several meetings as a representative of the "Black" without the opportunity to participate as an equal. Usually



such persons are deferred to by the group, an obvious awkward attempt is made to make them "comfortable" in the group, and if they can express in an angry way their frustrations with the agencies, this is to the amusement of the permanent members.

In another half-hearted attempt to involve consumers in affecting program operations, some agencies participating in federal grant programs have been required to hire program recipients. This has often been done in a token manner and the tasks and titles have been meaningless. Ordinarily such persons under the guise of community service aides and in numerous other titles, have been relegated to do the "dirty work." There has been no real "new careers" program in the metropolitan area that has actually provided upward and lateral mobility for program recipients.

There has been little really meaningful outreach on the part of the agencies for partnerships with program recipients. Such encounters have been well-planned in advance with a strategy on the part of the agencies. There has been no open acceptance of the recipient as really being a peer in providing valuable knowledge as to how the agency might adapt more readily to client needs. When it comes to the black resident of the Portland Model Cities Program, the agencies have particular "hang-ups" as to how to relate, how to communicate, and how to be friends with "those kind of people."

The State-County Welfare system carefully isolates recipients from top level policy decisions. The remoteness of the program operations serves as an insulation between the decision makers and those who are affected by the decisions.

##### 5. Auxiliary Services

The Food Stamp and Surplus Food Program is a mixed "bag" of confusion and duplication. One program is administered by the County Commission and

the other by the Welfare Commission. Until recently Food Stamp and Surplus Foods have been singularly removed from this community entailing great distance in travel on the part of the applicants. Food stamps used in local stores stigmatize the users at the check-out stand and force them to deal in coupons rather than in dollars and cents. This limits their consumer purchase ability.

#### 6. Family Support Services

Family counseling services are inadequate. They are remote from the area, and therefore inaccessible to those most in need. The services are not offered under Black auspices, and are therefore viewed with distrust and suspicion. The neighborhood service center program under the Albina Citizens War on Poverty made an admirable attempt to provide these services. However, without the full participation of the professionals in the community at large, they have been unable to mount a concerted attack on family problems. A recent Priorities Report of the Tri-County Community Council indicates that only 25% of family counseling needs are met in the Tri-County area.

Other family supportive services such as day care, care of the mentally retarded, maternal and infant care, and planned parenthood are uncoordinated and dispersed throughout the community.

Mental health services in the area are also inadequate and do not reach those most in need. The traditional offerings are not suitable to "Black style" and innovations and adaptation to a significant degree have not been made.

Also, these services have been fragmented and ordinarily offered as adjunctive to some other perceived need of the client. Therefore, the conditions under which they are offered are such as not to gain the cooperation

and rapport of those for whom they are intended.

### Goals

#### Long Range Goals

The long range goal is to reduce family and community instability. It is impossible to achieve this goal without fundamental alternation of the economic position of Blacks. The goals of social service agencies must be to ameliorate the family and community problems generated by an inferior economic position and to help build the base for community action toward the alleviation of economic and social problems. In order to fulfill these goals, the social service agencies must immediately overcome the alienation and distrust of the local community residents. These feelings can be overcome by better organization of present programs, less paternalism towards the Blacks and the incorporation of Blacks into all levels of agency planning and policy making. Alienation cannot be overcome by public relations or community relations programs. It can only be overcome by providing the Blacks with some concrete reason to believe that they are really being helped instead of hustled.

Goal 1 -- To provide adequate economic support for area families and community activities.

Goal 2 -- To coordinate existent programs in order maximum benefits and aids might be brought to bear upon the ghetto individual and community as a whole.

Goal 3 -- To provide a system of Social Welfare services which strengthens the community's ability to maximize collective strengths to gain self-sufficiency, independence and community pride.

The thirty-eight program approaches suggested by the subcommittee on social services are still to be sorted out and placed in priority order. Strategies will be based upon the establishment of these priorities.

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IV. PROBLEM ANALYSIS - Citizens' Participation.

Introduction

If needed and desirable changes are to be brought about in the life environment of residents of the Portland Model Neighborhood Area, there must be vigorous and effective citizens' participation. It is obvious that the residents of this area are more directly affected by its problems than anyone else. For this reason, it is expected that people living in the area - particularly Black people - must take the lead, initially, to identify the problems and to state clearly what must be done to correct them. Until there is real dedication to this task, the community-at-large can be expected to show something less than even casual concern over the aims and objectives of the Model Cities Program.

For purposes of analysis and discussion, three basic problems associated with citizens' participation are:

- (a) Failure of established agencies and authorities to take positive action toward relieving the needs and wants expressed by residents of the area - especially Black people.
- (b) Prejudice and discrimination toward Black people.
- (c) Insufficient knowledge of and indifference toward the Model Cities Program.

A common relationship exists among these three problems. That is, attitudes of suspicion and mistrust underlie each of the problems. These attitudes, of course, rule out the possibility of any enthusiasm for the total program. It seems, then, that where there is little enthusiasm, there is little participation.

Comments and opinions expressed by a number of area residents tend to show a kind of scornful disenchantment with the Program, and its purpose as they see it. We will attempt to examine these views in greater detail below.

#### Analysis and Discussion

Problems are taken up according to "initial conditions" and "causes" respectively. As stated previously, discussion is to be expanded and substantially illustrated by quotes and comments taken in direct contact with residents of the area.

### IV. PROBLEM ANALYSIS - Citizens' Participation

#### A. Initial Conditions

1. It is reasonably expected that municipal, state and federal agencies should take the lead toward meeting the needs of residents of the Model Cities area. However, these organizations seem to sidestep problems affecting deprived people almost as flagrantly as the private sector<sup>docs</sup>. Negligence by established White authority is clearly responsible for creating the conditions discussed herein<sup>+ some blacks</sup>.

Black people rarely are asked to serve on important boards and commissions within the various governmental agencies. A local Agency, the Portland Development Commission, is in charge of all renewal assistance programs. These are typical of programs which Black people in the area cannot endorse because Blacks have never taken part in the commission's administering of them. Another Agency, the School Administration, has not given due consideration to Black people of the area. This administration installed a "Model School Program" some time ago which is in real

*no black members*

time ago which is in reality a compensatory education program. It was established in the Model Cities area over vehement protest of the National Association for the Advancement of Colored People (NAACP) and other groups acting in the interests of Black people in the area. The school administration recently established a committee to select a new superintendent of schools. Residents of the Model School area were ignored in the selection of members to serve on this committee.

For many years residents of the area have been asking for a swimming pool because there was none convenient to the area. It was not until August 1968 that one was finally built. The Black youth have extremely limited facilities in the area for recreational purposes. Although there is a nearby city-operated community center; it closes at 10:00 p.m. Fridays and Saturdays and is not open at all Sundays. Numerous requests have been turned down to have this center kept open until 12:00 midnight on weekends. Certainly this would be a more suitable outlet for the young people than their roaming the streets.

Without exception, White fraternal organizations in the City (Optimists, Shriners, Rotarians, etc.) studiously withhold any commitment of their vast resources which might be used toward solving some of the serious problems of the Model Neighborhood Area.

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2. Prejudice and discrimination generate increasing problems for Black people in the area who represent about 50% of its total population. Of particular concern is the relentless discrimination in employment. More substantially profitable employment must be provided for Black people if they are to have decent subsistence, self-pride, and the option of following their own social and cultural interests. Whites have perpetrated acts of discrimination for so long that it has become frankly traditional. Governmental agencies differ from the private sector only by carrying out discrimination in employment with greater subtlety. Few Blacks, for example, hold really responsible positions in the city or state agencies. The Federal <sup>govt.</sup> is not exempt either. Charges were made against the Portland Post Office by the local Chapter of the NAACP. Only one Black employee had been promoted beyond the clerical level in the entire history of the Post Office. It was noted, however, that ten Blacks had achieved positions as cancelling machine operators. After six weeks of picketing last fall, two Blacks were promoted past the clerical level. There are now three Blacks enjoying what can be called decent employment with the Post Office.
- Most of the Black people in the area are deeply concerned about continuing discrimination affecting virtually every aspect of their lives. It is reported that a Black woman from the Model Neighborhood Area knew that Whites were being hired at the Portland Bagging Company. She advised her son to apply for work there. He was turned down because of being too young. This woman knew of another Black woman attempting to enroll in a real estate sales class offered by a local real estate firm (E.G. Stassen) told the receptionist that she was a Negro in the course of asking for information. She was



given the tuition rate and was then told that it would be more appropriate for her to seek such training with a Negro broker where she would feel more comfortable. On another occasion, a Black pregnant mother took her sick child to the emergency room of the University of Oregon Medical School. She stood and waited at the window for some time with the child feverish and shivering. The White receptionist totally ignored this woman and her child as she chatted with a White doctor. The Black mother asked, "Miss, will you please register us so I can find out what's wrong with my baby?" There was no response from the White receptionist. The mother then demanded that the child be registered. The receptionist became highly indignant and said sharply, "You people make me sick. You come up here and never pay anything; yet you expect the finest in service." Later when the child was finally examined, he was found to have a temperature of 106° and he had to be wrapped in cold wet towels to reduce the fever. A diagnosis of pneumonia was made, and he remained in Doernbecher Hospital for a full week.

The local Legal Rights Organization has found the Portland City Health Bureau discriminatory in carrying out its functions in the Model Neighborhood Area. There is discrimination in its hiring practices, and in the enforcement of health measures. Beginning in July, 1968, the organization (Legal Rights) endorsed action to be taken by citizens of the area who were outraged because some neighborhood food markets' facilities and surroundings blatantly violated existing standards for cleanliness and sanitation. Neighborhood citizens went out in pairs offering to the merchants voluntary free help so as to get the stores cleaned up. This help was declined with the promise in most cases that

cleaning up would be done at the owners' discretion. There were, of course, some who expressed hostility, and refused to comply under any conditions.

The Bureau of Health was asked to look into the matter. Uncovered, picked over and fly-specked meat was being sold to patrons who had no other recourse because of indebtedness to the merchants. The Bureau of Health indicated that nothing could be done because of a lack of funds. It was found that these particular stores had never been subjected to inspection - whether funds were available or not. Mr. J.J. McAlister who heads up the Inspection Department, has said he is "going to San Francisco to try to secure funds to hire additional inspectors." The entire matter was aired on KOIN-TV. Pictures were taken. And some store owners went through the motions for a while to straighten things out only to lapse again into the old patterns. A notorious hold-out, Johnnie and Lennie's, has yet to conform in any way. It remains to this day a loathesome place for the dispensing of food.

The conditions we have mentioned here show to some extent how Black people are affected by prejudice and oppression. The evidence is all too clear as to why so many Blacks become desperate - proceeding often from frustration and from bitterness, and from bitterness to utter hopelessness.

3. Insufficient knowledge of and indifference toward the Model Cities Program is a serious and growing problem. The program is not receiving the publicity it needs to "sell" the community and the city on its merits. The local news media have not given the kind of support that they often give to other programs of lesser impact. In September, 1968 it was found that 57% of the people covered in a random sampling survey knew little or nothing about the Model Cities

Program. It was also found that persons who are most likely to serve the Program in some capacity are usually employed in higher level or "status" jobs (professionals, technicians, managers, craftsmen and foreman). The Program will have to have effective citizens' participation from all social and occupational echelons if it is to achieve significant improvements in the way of life of area residents. When this happens, better understanding between Black people and the established White authority can be brought within reach.

Quality Black leadership must be developed within the area. Much undiscovered talent there should be found and utilized. Enthusiastic resident involvement, the Program can truly reflect the fundamental needs so steps can be taken directly to meet them.

*this is a fair statement of need, not  
of the problem + its causes  
whites are not active either*

HGH:pj  
10/18/68/15

*is much better than 1st draft moving  
in the rt. direction  
is Black*