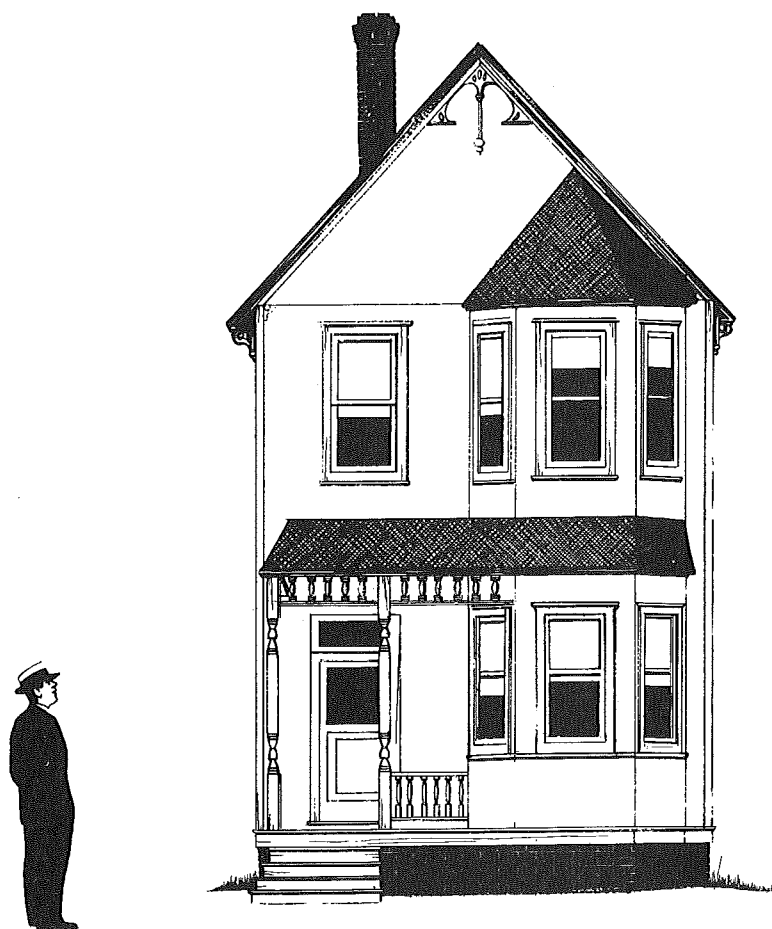


QUALITY OF HOUSING

BROADWAY - STEEL AREA



P O R T L A N D C I T Y P L A N N I N G C O M M I S S I O N

QUALITY OF HOUSING REPORT
BROADWAY-STEEL BRIDGE AREA

July 1955

For the:

Mayor's Committee On Urban Renewal

By the:

Portland City Planning Commission

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TABLE OF CONTENTS

Summary & Conclusions.	1
Why the Survey?.	2
The Survey Area.	3
The Survey Schedule.	5
Objectives of the Schedule	
The Selection of Items for the Schedule	
Scoring the Items	
The Field Work	13
General	
Psychological Preparation of Survey Area	
Training, Assignment and Actual Field Work	
Conclusions.	15
Appendix	16
Urban League Letter to People in Survey Area	
Mayor's Letter Introducing Inspectors	

SUMMARY AND CONCLUSIONS

The City Planning Commission, at the request of the Mayor's Committee on Urban Renewal, surveyed the Broadway-Steel Bridge area as shown on Plate A. The objective of the survey was to determine whether housing is sufficiently substandard to qualify the area for Federal Urban Renewal funds under the Housing Act of 1954.

There were 530 dwelling and rooming units surveyed and 58.5% of them were found to be substandard. Some blocks were reported as high as 100% substandard.

One of the requirements for Federal aid in clearing a blighted area for a new use is that it be occupied by housing that is precominantly substandard. "Predominant" means that more than 50% of the units are rated substandard.

It is estimated that approximately 98% of the dwellings in the area were covered in the survey.

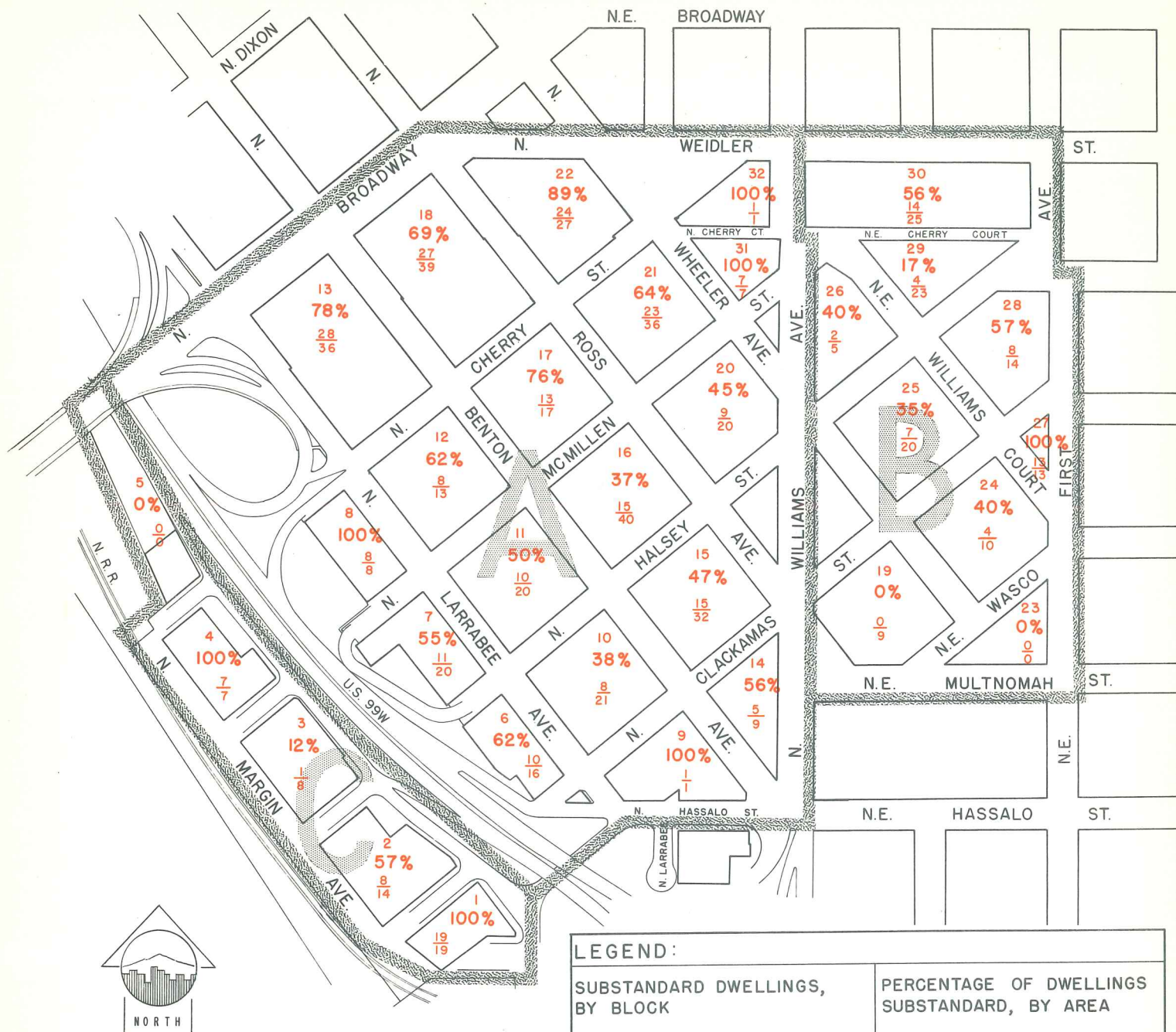


PLATE A

SUBSTANDARD DWELLINGS

BROADWAY—STEEL BRIDGE AREA

URBAN RENEWAL QUALITY OF HOUSING SURVEY

SPONSOR: MAYORS COMMITTEE ON URBAN RENEWAL

SOURCE: PORTLAND CITY PLANNING COMMISSION

SCALE IN FEET
0 200 400

JULY 21, 1955

WHY THE SURVEY?

The Mayor's Committee on Urban Renewal is at present studying how to make Portland a better place in which to work and live through the conservation of declining areas and the renewal of substandard areas. As part of this study, the Committee wanted to measure the quality of housing in the Broadway-Steel Bridge area.

The Committee's reasons for conducting a study in this area at this time were:

- (1) The Exposition-Recreation Commission is interested in this area as a possible site for the location of Portland's proposed center.
- (2) The cost of site acquisition is one of the most important factors determining whether or not this site will be chosen.
- (3) If housing within this area is predominantly substandard, the Federal Government can aid in site acquisition, with funds, through its urban renewal program provided all other requirements are met.
- (4) The only other measure of quality of housing in the area is the 1950 U.S. Census of Housing which the Mayor's Committee thought inadequate for its needs.¹

¹ The reasons for judging the Census inadequate were that the data is out of date, it was not conducted by skilled housing inspectors and it was not stringent enough for local housing standards.

THE SURVEY AREA

The area surveyed is that area which would serve an exposition-recreation center of the size and type proposed for development by the Portland City Planning Commission in its July, 1955 report. The area is delineated on Plate A and lies east of the Willamette River, south of North Broadway and North Weidler, west of NE First, and north of Hassalo Street.

According to the 1950 Census, 25% of the dwelling units in the area are owner occupied. The percentage of owner occupancy for the City is 57%. All of the residential structures on the site were constructed prior to 1920, but several new commercial and light industrial buildings have been constructed recently. There were approximately 70 fewer dwelling units in the area in 1950 than there were in 1940, not including the units taken for the construction of the new US99W highway.

In addition, the 1950 Census reports that 47% of the families are nonwhite. However, later estimates indicate a percentage well over 50%.

For further analysis, the survey area is divided into three sections according to the proposed functions of the exposition-recreation center on the site. These sections are "A" which is to be the primary or center area, section "B" which is to be used for parking and further expansion, and section "C" which is to be used for truck parking and material storage. According to the 1950 Census, the dwelling units in section "A" are 24% owner occupied, 33% in section "B", and 16% in section "C."

In general, the area is dominantly occupied by nonwhite families, the homes are characteristically older single and multiple family structures, occupied by average sized families having an education and income level somewhat below the city average.

THE SURVEY SCHEDULE

Objectives of the Schedule

The survey schedule filled in for each dwelling by the inspectors during the survey is shown on Page 6. The schedule was designed to achieve two objectives. The first was to give the City an appraisal of the housing situation in one of its neighborhoods and the second was to meet the federal requirements for a preliminary survey under the Urban Renewal Section of the Housing Act of 1954.

The Selection of Items for the Schedule

The selection of schedule items were based on three techniques of surveying the quality of housing. Two of these are based on the American Public Health Association's (APHA's) appraisal method for measuring the quality of housing. The third technique is based on the Portland Housing Authority's Vaughn Street Study. All three techniques are acceptable to federal authorities but those based on the APHA's methods are the closest to what might be termed a national standard for housing surveys.

The first technique is an abridgement of the comprehensive APHA survey. It includes only 12 out of a possible 30 items, and is a check of various facilities available in each dwelling. The basic assumption behind the development of this "facility check" is that there is a substantial enough correlation between the availability of such facilities and the quality of housing to state whether or not a dwelling unit is substandard. These items are listed on Table I, Page 9.

ITEM I		(a) Address _____ (b) Block No. _____ (c) Lot No. _____ (d) Structure No. _____ (e) Inspector's Name _____				
ITEM II		Total	Vacant			
	(a) No. of Dwelling Units:	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>			
	(b) No. of Rooming Units:	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>			
	(c) No. of Business Units:	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>			
ITEM III		Total	Non-Res.			
	No. of Stories:	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>			
ITEM IV		Attached	Detached			
	Structure Type:	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>			
ITEM V						
	No. of Toilets:	<input style="width: 50px;" type="text"/>	No. of Baths:	<input style="width: 50px;" type="text"/>		
ITEM VI						
	No. of Living Units in Basement:	<input style="width: 100px;" type="text"/>				
ITEM VII						
	Access:	Street <input style="width: 50px;" type="text"/>	Rear Yard <input style="width: 50px;" type="text"/>	Alley <input style="width: 50px;" type="text"/>		
ITEM VIII						
	(a) Land Coverage: Lot Size	<input style="width: 50px;" type="text"/>	X			
	(b) Lot Area	<input style="width: 100px;" type="text"/>	Sq. Ft.			
	(c) Building Area	<input style="width: 100px;" type="text"/>	Sq. Ft.			
	(d) Building Coverage	<input style="width: 100px;" type="text"/>	%			
	(e) Side Yard - Left	<input style="width: 100px;" type="text"/>				
	(f) Side Yard - Right	<input style="width: 100px;" type="text"/>				
	(g) Rear Yard	<input style="width: 100px;" type="text"/>				
	(h) Front Yard	<input style="width: 100px;" type="text"/>				
ITEM IX	General Structure Condition:					
	(a) Chimney:	Inadequate original construction	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>		
		Serious disrepair or deterioration	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>		
	(b) Gutters & Downspouts:	Inadequate original construction	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>		
		Serious disrepair or deterioration	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>		
	(c) Light & Ventilation:	Inadequate original construction	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>		
		Serious disrepair or deterioration	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>		
		Permanent obstruction	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>		
	(d) Foundation:	Inadequate original construction	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>		
		Serious disrepair or deterioration	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>		
		Bearing parts or joists deteriorated	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>		
	(e) Walls:	Inadequate original construction	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>		
		Serious disrepair or deterioration	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>		
		Exterior wall construction	Wood <input style="width: 50px;" type="text"/>	Other <input style="width: 50px;" type="text"/>		
	(f) Roof:	Inadequate original construction	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>		
		Serious disrepair or deterioration	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>		
ITEM X	Degree					
	Deterioration:		0	1	2	I.O.C.*
(a)	Inside Stairs:	Steps	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>
		Rails	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>
(b)	Public Hall Walls & Ceilings	Hole or Surface Worn	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>
		Surface Broken or Loose	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>
(c)	Public Hall or Porch Floors	Hole or Surface Worn	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>
		Surface Broken or Loose	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>
(d)	Outside Stairs	Steps	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>
		Rails	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>
(e)	Outside Walls	Hole or Surface Worn	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>
		Surface Broken or Loose	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>	<input style="width: 50px;" type="text"/>

* Inadequate original construction

BUILDING INSPECTION DWELLING UNIT SURVEY

<div>ITEM I</div> <div>(a) Address:</div> <div>(b) Structure No.:</div> <div>ITEM II</div> <div>Location:</div> <div>ITEM III</div> <div>Kitchen Facilities:</div> <div>(a) Installed Sink</div> <div>(b) Installed Range</div> <div>(c) Refrigerator (mech., ice)</div> <div>(d) Facilities private to unit</div> <div>ITEM IV</div> <div>(a) Toilet No.</div> <div>(b) Location:</div> <div>(c) Type:</div> <div>(d) Sharing:</div> <div>(e) Toilet in Working Order</div> <div>(f) Artificial Light</div> <div>(g) Outside Window or Duct</div> <div>ITEM V</div> <div>Washing Facilities:</div> <div>(a) Wash Basin in Unit</div> <div>(b) Laundry Tub Available</div>	<div>ITEM VI</div> <div>Bath:</div> <div>(a) Location</div> <div>(b) Type</div> <div>(c) Sharing</div> <div>(d) Water Supply</div> <div>ITEM VII</div> <div>Deterioration:</div> <div>(a) Walls & Ceilings:</div> <div>Holes, Surface Worn</div> <div>Surface Broken, Loose</div> <div>(b) Floors:</div> <div>Holes, Surface Worn</div> <div>Surface Broken, Loose</div> <div>(c) Windows:</div> <div>Broken or Defective</div> <div>ITEM VIII</div> <div>Bedrooms</div> <table border="1" style="width:100%; border-collapse: collapse;"> <tr> <th>Room Facility</th> <th>Kit.</th> <th>Din. Rm.</th> <th>Lv. Rm.</th> <th>1</th> <th>2</th> <th>3</th> <th>4</th> <th>5</th> <th>6</th> <th>TOTAL</th> </tr> <tr> <td>(a) Rms. in Unit</td> <td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td> </tr> <tr> <td>(b) Inst. heater</td> <td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td> </tr> <tr> <td>(c) Window</td> <td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td> </tr> <tr> <td>(d) Closet</td> <td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td> </tr> </table> <div>ITEM IX</div> <div>(a) Electric Lighting</div> <div>(b) Central Heating</div>	Room Facility	Kit.	Din. Rm.	Lv. Rm.	1	2	3	4	5	6	TOTAL	(a) Rms. in Unit											(b) Inst. heater											(c) Window											(d) Closet											<div>ITEM X</div> <div>Dual Egress</div> <div>ITEM XI</div> <div>Type of Tenure</div> <div>ITEM XII</div> <div>Rent \$</div> <div>ITEM XIII</div> <div>(a) No. Occupants: Total</div> <div>(b) No. Lodgers</div> <div>(c) No. Basic Families</div> <div>ITEM XIV</div> <div>Race of Occupants:</div> <div>(a) No. Non-White</div> <div>(b) No. White</div> <div>ITEM XV</div> <div>Total No. of Rooms Dw. Unit:</div> <div>ITEM XVI</div> <div>Remarks:</div>
Room Facility	Kit.	Din. Rm.	Lv. Rm.	1	2	3	4	5	6	TOTAL																																															
(a) Rms. in Unit																																																									
(b) Inst. heater																																																									
(c) Window																																																									
(d) Closet																																																									

The second technique is the recording of basic deficiencies in housing as defined by the APHA. A "basic deficiency" is one which calls for an official correction order or which justifies the removal of a family to other quarters if the condition is not or cannot be remedied in their present quarters. A list of these items is presented in Table II, Page 10.

The third technique is the recording of deficiencies in the structures housing the dwellings. For purposes of this report, these were divided into extreme, major, and minor deficiencies. The method used was a modified version of the Portland Housing Authority's Vaughn Street Study which used Portland's City Codes as its measuring stick. What these classes of deficiencies are, can be best explained by example. A structure with an inadequate foundation would be considered an extreme deficiency, an inadequate side yard would be a major deficiency and deteriorating gutters and downspouts would be considered a minor deficiency. Items representing major and extreme deficiencies are listed on Table III, Page 11.

Scoring the Items

In the abridged APHA facility check, a score of 10 out of a possible 62 penalty points was considered sufficient to place a dwelling unit in the substandard class. This is explained in Table IV, Page 12. If the dwelling unit had a score of less than 10, but had 2 or more basic deficiencies (APHA) it was considered substandard.

In the structure, if there were 2 extreme deficiencies, 1 extreme deficiency and 2 major deficiencies, or 3 major deficiencies, the entire structure and all the dwelling units contained therein were considered substandard. Minor deficiencies were not scored.

If a dwelling unit was considered substandard by two or more of the above criteria, it was, of course, only counted as one substandard unit.

TABLE I

-9-

Appraisal Items and Penalty Scores
Employed
in the
Abridged Appraisal

	Maximum Pos- sible Score: <u>Points</u>
1. Access to Structure: from rear yard or alley. . . .	1
2. Location of unit: in basement or on 4th or higher floor of walkup	1
3. Kitchen: shared with other unit, lacking refrigerator	5
4. Toilet: Location ^a) Type ^b)	12
Sharing with other unit)	
5. Bath: Location ^a) Type ^c)	5
Sharing with other unit)	
6. Water supply for unit: outside structure) outside unit)	5
cold only in unit)	
7. Washing facilities: no washbasin in unit no installed laundry tub avail.	2
8. Dual egress: lacking for unit	10
9. Electricity: none installed in unit	5
10. Heat: no central system	1
11. Rooms lacking installed heat	5
12. Rooms lacking windows	10
Total Penalty Points	62

Source: This abridged appraisal based on the American Public Health Association's comprehensive survey method cited in Table I was developed in part by Coleman Woodbury. It will be found in Coleman Woodbury, Urban Redevelopment: Problems and Practices, in an appendix entitled: "Can the APHA Method Be Condensed," pp 89-98.

- a. Location covered "None on Premises" as well as "Outside the Structure" or "Outside the Unit."
b. Penalty for privy or "frostproof hopper."
c. Penalty for cold water only in bath.

Selected Basic Deficiencies
as defined by the
American Public Health Association

1. Toilet shared with another dwelling unit, located outside the structure or of type disapproved by health authorities; or other aspect of sewage disposal similarly disapproved
2. No installed bath, or bath shared with another dwelling unit or outside structure
3. No dual means of egress from dwelling unit
4. No electric lighting in dwelling unit
5. Three-fourths or more rooms lacking installed heat with adjustments for pipeless furnaces and other special types of furnaces
6. Outside window lacking in any habitable room of unit
7. Very bad deterioration
8. Occupancy of more than 1.5 persons per habitable room

Source: Coleman Woodbury, Urban Redevelopment: Problems and Practices.

Note: These basic deficiencies were applied in the development of the schedule. The scoring necessary to make some of the items major deficiencies were derived by use of a special set of scoring templates developed by the American Public Health Association. For precise information on the scoring procedures used, see American Public Health Association, An Appraisal Method for Measuring the Quality of Housing.

TABLE III

-11-

Major and Extreme Deficiencies
in relation to
Structure and Land
Coverage

1. Excessive lot coverage by the structure was considered one major deficiency:
 - a. If the coverage for a 1 & 2 family structure was over 50% for interior lots and 60% for corner lots.
 - b. If the coverage for an apartment house was over 70% for interior lots and 80% for corner lots.
 - c. If the coverage for boarding and rooming house was over 75% for an interior lot and 85% for a corner lot.
2. An inadequate side or rear yard was considered one major deficiency:
 - a. Where it was a 1 & 2 family structure and the side and rear yards were less than 5 feet for one story, 6 feet for two stories, and increased less than 1 foot for each additional story.
 - b. Where it was an apartment house and the side and rear yards were less than 6 feet for the first story, 7 feet for the second story, and 8 feet for the third story.
 - c. Where it was a boarding and/or rooming house and the side and rear yards were less than 5 feet for the first story and 6 feet for the second story.
3. A foundation was considered an extreme deficiency where it was of inadequate construction, seriously cracked, or broken, with holes, open cracks, loose or missing material over more than 20% of the area and if a failure of a part was deemed possible.
4. A wall was considered an extreme deficiency where it was of inadequate original construction, sagging, serious disrepair, with holes, open cracks, loose or missing materials over more than 20% of the area, and if a failure of a part was deemed possible.
5. A roof was considered an extreme deficiency where it was of inadequate original construction, sagging, serious disrepair, with holes, open cracks, loose or missing material over more than 20% of the area and if a failure of a part is deemed possible.

Source: Portland Housing Authority's Study of the Vaughn Street Area.

Note: Minor deficiencies were omitted since they were not used in the scoring.

TABLE IV

-12-

Classification of Dwellings
Abridged APHA Scale

Range of Penalty Score for Facilities	Quality Class	Treatment Indicated
0 to 4 points	A	No clearance
5 to 9 points	B	
10 to 14 points	C	Presumptive Clearance
15 to 19 points	D	Clearance
20 points or more	E	Urgent

Source: Coleman Woodbury, Urban Redevelopment: Problems and Practices, p 94.

Note: As stated in the section on scoring if a dwelling unit had more than 9 penalty points, it was placed in the substandard class.

General

The three phases of the field work were psychological preparation of the survey area's population, training of the inspectors doing the door-to-door work, and the conducting of actual door-to-door operations.

Psychological Preparation of Survey Area

Entrance was gained to nearly 100% of all the structures and dwellings in the area. One major reason for this success was that the area was prepared for the coming of the inspectors. Under the leadership of the Publicity Subcommittee of the Mayor's Committee on Urban Renewal, the area was informed by radio, television and newspaper of the coming survey. Also, Urban League of Portland, working in cooperation with the Publicity Subcommittee, distributed leaflets door to door endorsing the objectives of the survey. The text of the Urban League leaflet is on page 17. Finally, each inspector was provided with a letter from the Mayor which was presented at each home. This letter is on page 18.

Training, Assignment, and Actual Field Work

The personnel who formed the inspecting teams were building, plumbing, and electrical inspectors from the Bureau of Buildings, City of Portland and the Building Division of the Multnomah County Planning Commission. The ideal training time for even this type of personnel would have been at least 24 classroom hours and 16 field practice hours per man. The actual situation demanded that the classroom hours be cut to 10 hours per man and no time for field practice.

The survey area was divided into nine sub-areas with a team of two inspectors assigned to each. One man with a background in building inspection and another man with either electrical or plumbing inspecting experience was assigned to each team.

The field operations went very smoothly. The biggest problem was the lack of training in the use of the schedule. This was substantially overcome by having the survey supervisor directly in the field and by use of the team approach which provided the opportunity for on-the-spot consultation.

CONCLUSIONS

The Broadway-Steel Bridge area, as delineated on Plate A of this report, has predominantly substandard housing. There were 530 dwellings surveyed and 58.5% of these were reported substandard.

There were 363 dwellings surveyed in section "A" and 61% of these were reported substandard. There were 119 dwellings surveyed in section "B" and 44% of these were reported substandard. Finally, there were 48 dwellings surveyed in section "C" and 73% of these were reported substandard.

Plate A breaks the data on substandard dwellings down into blocks. The percentage of substandardness varies from 0% to 100% on the individual blocks with the median of the block percentages 56%.

A P P E N D I X

MEMBER OF THE NATIONAL URBAN LEAGUE AND OF THE UNITED FUND

THE URBAN LEAGUE OF PORTLAND
202 McKay Building . Portland 4, Oregon . Broadway 2697

TO: All Residents
of the Area bound by Broadway Bridge, First
Avenue, Steel Bridge and the river

FROM: Edwin C. Berry, Executive Secretary
Urban League of Portland

RE: Request for your Cooperation

The area in which you live is under consideration for the urban renewal program. This program is one which is carried out cooperatively between the City and the Federal Government. Large sums of money are set aside and spent to renew by rebuilding entire sections of American cities.

In order to qualify for federal money, the City must make a survey of all existing buildings. This survey is being handled by the Urban Renewal Committee which is appointed by the Mayor. The men who will visit the homes in your area are the official inspectors of the City of Portland. They will examine the property where you live, inside and outside. The visit will require about twenty minutes with your cooperation.

If your area is selected for renewal all residents will be properly rehoused. THIS IS AN ABSOLUTE CONDITION OF URBAN RENEWAL. If it becomes necessary to purchase property all owners will receive a fair price. Further, a large number of good jobs will be created.

Following the survey, if the area is selected, a public hearing will be held when all persons are invited to participate in discussion.

The survey and inspection will begin on THURSDAY EVENING, JUNE 9, and will continue during the early evening hours and Saturdays until completed. Each official inspector will carry a letter signed by the Mayor.

We are writing now for the following reasons:

1. In order that you may know a little in advance to expect an official visitor;
2. To advise you that we at the Urban League believe this to be an important program for city improvement.

We, therefore, request your cooperation in the over-all Urban Renewal Program, and particularly with the survey visitors.

ECB/rae

MAYOR'S LETTER
INTRODUCING INSPECTORS*

TO WHOM IT MAY CONCERN:

This will introduce (name of building inspector) who has been designated to make a survey of housing conditions in this area at the request of the Mayor's Advisory Council on Urban Renewal, and I would very much appreciate your cooperation in supplying the necessary information.

The purpose of this survey is to gather facts about housing conditions in your neighborhood. If any action is taken as a result of this survey, it will mean that the City of Portland would be eligible for federal funds for a renewal program, and if such a program is undertaken, it will mean much to employment and the rebuilding of this area of the city, and you will be fully advised.

Very truly yours,

FRED L. PETERSON
MAYOR

* This is a letter introducing the inspectors as individuals to the occupants of housing in the survey area.