

Seven

FIRST DRAFT  
SECTIONS I-IV  
AND PROPOSAL SUMMARIES

PORTLAND, OREGON  
MODEL CITIES PLAN

SEPTEMBER 28, 1968

MODEL CITIES PROGRAM  
5329 N. E. Union Avenue  
Suite 210 - Ph: 2886923  
Portland, Oregon 97211

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FIRST DRAFT

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SECTION I

INTRODUCTION

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SECTION I-A

I. INTRODUCTION

A. Explanation First Draft And Plans For Updating And Expanding  
This Draft

This first draft contains only part of Portland's plan. Sections I - IV, printed here, are already being revised, modified, or expanded. Section V, "Five Year Forecast," and Section VI, "Component Plans and Proposals," are interdependent and will be submitted when the various parts have been further refined. Summaries of proposals approved by the Citizens' Planning Board are included to give a quick-scan indication of the scope and character of Portland's citizen-oriented planning approach. Other sections of Portland's plan outline (Appendix Item Number One) are being developed simultaneously.

Also included (in the Appendix) is a list of Citizen Planning Board approvals and a discussion paper on cost-benefit analysis.

Arrangements are being made to facilitate the prompt review of this document by all appropriate agencies and individuals so that our refining efforts will have the benefit of their expertise and wisdom.

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SECTION I-B  
Introduction  
Brief History of Events

### BRIEF HISTORY OF EVENTS

The Portland City Council passed a resolution in December 1966 authorizing the Mayor to appoint a five-person committee to prepare a Model Cities application for Portland. Following a public February meeting in the City Council Chambers, all organizations interested were invited to submit recommendations and suggestions particularly pertaining to their respective group's participation. From these and other suggestions the final application was prepared and sent to the Department of Housing and Urban Development in May of 1967. In November, 1967, it was official that Portland was one of 63 cities chosen to receive planning grants for one year. Portland sought \$312,000 for planning and was granted \$143,000.

On December 20, 1967, Paul J. Schulze, former Director of Community Action Programs for the Greater Portland Council of Churches, was appointed Model Cities Coordinator. Following a series of "wide-open" community meetings a temporary Citizens' Planning Committee was appointed. Mr. John Whitesides served as Chairman of this group with Mrs. William McClain as secretary. Portland's original application was revised to clarify the aspect of citizen participation and definitely establish the physical boundaries of the project. The City Council agreed to recognize a Citizens' Planning Board composed of 16 residents elected from the area plus 11 persons appointed by the Mayor. The Council also agreed not to consider any plans for Model Cities funding that was not first approved by the Citizens' Planning Board. Mayor Schrunk announced his 11 appointments to the Board on March 12.

Model Cities planning in Portland since April 10 has been conducted by the six Working Committees. Each group concentrated on one of the following: (1) employment and economic development; (2) education, cultural and recreational development; (3) health, social and legal services; (4) public safety; (5) physical environment and housing; and (6) citizens' participation.

Some staff for the Model Cities program was borrowed from public agencies and private industry. Other staff persons (including a majority of residents) were hired with Model Cities funds. Additional funding from HUD finally brought the planning budget to \$244,600.

From April 10 to September 30, the six Working Committees and many sub-committees met weekly to develop plans. As goals, policies and proposals were developed, they were presented to the Citizens' Planning Board. Some plans were returned. Most were adopted with some modification.

The package here presented indicates "where we are" in Portland Model Cities planning. The next several weeks will permit sophistication of the planning, coordination of various parts, elimination of duplication, adding of needed innovation and refining of budget and work programs.

SECTION II  
AREA DYNAMICS

## II. AREA BACKGROUND AND CHARACTERISTICS

### A. History

The Portland Model Cities area, as defined, offers short shrift where any chronicle of noteworthy events or distinguished achievements is concerned. Signs of decay were apparent in the heart of this "area" even in the late 1930's. The then "Mississippi Line" streetcars rattled through a drab panorama of sagging wood-frame houses and small shops which had somehow survived the Great Depression. Deterioration of sectors to the north and east was yet to come about.

Although the "area" was not the only blighted district in Portland, it was the most extensively blighted. Almost entirely a white community prior to World War II, it was to become a bleak refuge for thousands of black people attracted by a dollar-an-hour shipyard "Promised Land." White residents of the "area" were, by and large, low to middle income laborers and semi-skilled workmen who more or less tolerated the small scattering of black people among them at the time. There was no significant concentration of black children in the schools. There was no real clamor for jobs or housing, and it appeared that the few black wage earners were resigned to the only work available to them; that is, as waiters or porters, or as "red caps" at Union Station. They lived wherever and in whatever they could rent, and a few were able to buy property. Briefly, Portland had what amounted to a "soft core" black community. In this connection no problems were recognized, so none were concluded to exist. However, all of this was to change with the onset of war in 1941.

War industries--particularly shipyards--flourished at an incredible rate. This activity triggered a rapid and massive influx of white and black people seeking work from the Midwest and the rural South. The "area" (being the least desirable and, accordingly, the most readily accessible) was quickly settled by large numbers of black in-migrants. Meanwhile, many of the remaining white people were moving into relatively higher-salaried jobs and then moving out of the "area" to districts better suited to their improved economic posture.

It should be reaffirmed here that the Model Cities Program takes into account (and rightly so) ways and means to a better living environment for all disadvantaged people--white and black. Since it is a fact that the "area" under discussion includes most of Portland's black population, its problems are necessarily black-oriented and must be dealt with accordingly. Unemployment and under-employment, for example, among black people do call for special consideration because a black man's unemployment may well exist for no cogent reason other than the fact that he is a black man. On the other hand, a white man's unemployment cannot reasonably be associated with negative racial considerations. The problem is examined and recognized, nevertheless, with a view toward reaching a specific solution.

Following World War II and through the 1950's, growing frictions were being generated between the Portland community-at-large and the sharply

increased black populace inhabiting the "area." Demands for more and better jobs were being made. There were protests over substandard, overpriced housing and allegedly foul play by real estate firms and agents. "De facto" segregation in some schools became a hot issue. Some prominent department stores, restaurants, hotels and theaters switched from their traditional cool indifference toward black patrons to attitudes which often involved blunt refusal of service. A black family could travel along the entire Oregon Coast, and if they didn't "know somebody," there was an even chance that no accommodations were available to them--including purchasing of gasoline to make it possible for them to drive back where they "belonged." Within a few short years, tensions and misunderstanding between white and black grew to alarming proportions. Portland, together with many other cities across the land, was still too complacent and, therefore, woefully unprepared to face this urgent problem forthrightly and effectively.

Dead serious protest demonstrations ushered a new era into the 1960's. Recognizing that the tried and true bromides and promises would not prevent an explosive situation such as that which occurred in the Watts district of Los Angeles, the Portland City Council in 1966 passed a resolution providing that steps should be taken to submit Portland's application for assistance under the newly enacted Model Cities Program.

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SECTION II-B  
Area Dynamics  
Existing Situation

VI-B                    E X I S T I N G   S I T U A T I O N S

A random sample statical survey of the  
Model Cities Area

Excerpts taken from - Model Cities Survey

PREPARED AND SUBMITTED BY:

ALBINA NEIGHBORHOOD SERVICE CENTER

INTRODUCTION

When one walks through the streets of Model Cities, there is little to suggest that it has a secure, growing, free life. The children are the same as children anywhere -- full of energy and vivid imaginations. But there are few trees for them to climb, and their homes sit starkly imposed on a plot of land as if in defiance of nature. Instead of trees, one finds a host of telephone poles, stripped of bark and limb, supporting a web of cables which seem to ensnare the souls of the living.

Beneath the maimed physical appearance, there does exist some semblance of a community. On Sunday afternoon there is a Little League game in the park. One can hear the meeting at the church on Mason Street early in the evening. Later at night, the youth meet at the local restaurants. A few neighbors do things together, but for all this there is little security, growth, or joy for the many people living in the area. The following paragraphs describe some of the reasons why.

There is a definite racial overtone to much of the information in this report. In the Core area,<sup>6</sup> 72% of the residents are Black.<sup>7</sup> In North Model Cities, the ratio of Blacks to Whites is 50:50. In the moderately successful neighborhood of Irvington, which is Eastern Model Cities, only 19% of the residents are Black. As recently as 1960, 83% of all Portland Black people lived in the Model Cities area. This seems to present a clear case of de-facto seg-

<sup>6</sup> See Reference Maps in Appendix B.

<sup>7</sup> References to Black residents include all persons other than Caucasian. This was done for ease in analysis as we had only six households reporting another race out of a total of 509 sampled households.

regation. Equality is still a myth.

When we differentiate the heads of families by race we find Blacks are less likely to have a high school diploma or college degree than their White neighbors.

TABLE 2-1

RACE BY EDUCATION

	Years of Schooling of Head					
	0-8	9-11	12	13-15	16 or more	
Black	30%	22%	32%	12%	4%	100%
White	24%	13%	36%	13%	14%	100%
MODEL CITIES	27%	17%	34%	13%	9%	100%

The Black adult is less likely to be working than his White counterpart. Sixty-one per cent of the Blacks, 14 years and older, have jobs as opposed to 72% of the Whites. Mr. H. Miller, a resident of the area, says,

I've been employed for a year....I've got five years experience welding. I've been in and out to different jobs. Some I was hired on and some I wasn't. But, I know I was qualified to be hired. I looked around at some of the places that I was sent out to, and there aren't any Negroes working there and there hasn't been any Negroes there since the places were built -- to my knowledge anyway. The same tests I've taken, White guys have taken, and I've welded just as good as they have and I know it. They were hired and I wasn't. Most of my jobs have been working ship yards. I worked for Gunderson's for about 2½ years, and I went to welding school for it. I don't know what could be done to improve this because I haven't been doing too much in the line of trying to integrate -- just more or less looking for a job and being able to work it and do my job and get along as well as the other man.

If Model Cities succeeds in producing a successfully integrated community, it will be because the residents have overcome prejudice by joining together

to seek and gain better housing, employment, and education. Whites and Blacks in the neighborhood must work together to accomplish their common goals.<sup>8</sup> Neither the neighborhood nor the city of Portland is so well off that it can afford to lose the members of either race in developing the community.<sup>9</sup> Mrs. Betty Pierce says,

If they equaled it out and put both Whites and Negroes, the poor White and poor Negro in the same housing projects and stuff, they would get along much better. This employment would be for both the poor Negro and poor White, not just the Negro. So, once we get the poor people working together and try to stress to the Negroes that what the young generation wants is for the Negroes to work together and stop tearing each other down, I think that we would find that this would work much better. How can we work? We try. We say we can work with the White man, but we can't work with our own race. Now, what can we ask of the White man? I think the Model Cities program -- once we learn that we can work together and go out in the community and let them know how far along the planning board is, what people in the community could do to help, and (the ones that are not employed) how they could go about getting employment -- I think Model Cities will really work well. And for this age, this is just what we need, but we have to be careful in this program not to have it just for the one race and not to make people think that it's just for the one race.

The demand is for an equal opportunity for one to produce at his highest possible capability in return for a proportional amount of the wealth. In another way, it is a demand for better levels of living and the desire to be accepted as a human being.

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<sup>8</sup> Model Cities is composed of a collection of communities -- among them Albina, Irvington, and Woodlawn. Any reference to Model Cities as a community or neighborhood is merely for convenience.

<sup>9</sup> Model Cities must not formulate its plans by thinking of itself as an entity, but rather as a vital part of Portland and the surrounding metropolitan region.

## EMPLOYMENT

Of those heads of households who are not retired, 11% had not worked during the week proceeding the interview date. For Blacks, this figure jumps to 15% -- a figure almost equal to the national unemployment rate during the depression. Of the total heads of households who do work, 52% are white collar workers; but in the Core area, the situation is different, with most working in blue collar jobs or as laborers. Needless to say, the high unemployment rate contributes to the financial, educational, and family instability in the community.

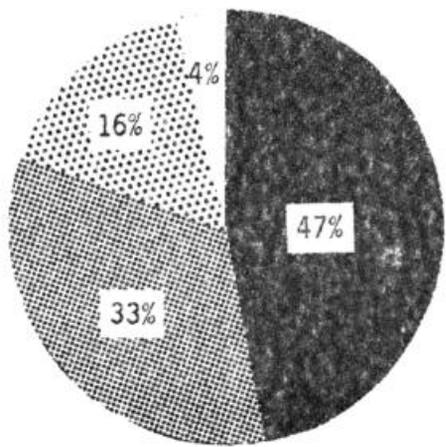
In addition to a high unemployment rate, the community has a tendency toward low family income. In 1960, half of the families in Portland had an income of \$6,333 or more, while half of the families in Model Cities made \$5,700 or less.<sup>10</sup> Today, the reported median income for Model Cities is only \$5,000. Not only is this figure less than what the average Portland family made eight years ago, it is less than the average neighborhood family income in 1960! (See chart next page.)

Almost half (47%) of the households in the Core area report a 1967 income of less than \$3,000, while 20% of the households in East Model Cities are in this low-income bracket. Only 4% of the households in the Core area report an income of \$10,000 or more, while 31% of the households in East Model Cities are in this high-income bracket.

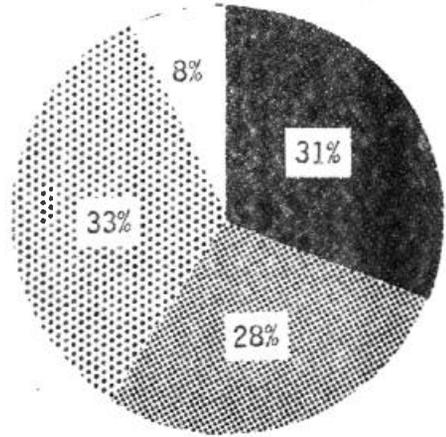
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<sup>10</sup> Part of our sample included only a portion of some of the tracts in the 1960 Census. However, those portions not sampled in the high-income areas would be balanced by those portions not sampled in the low-income areas.

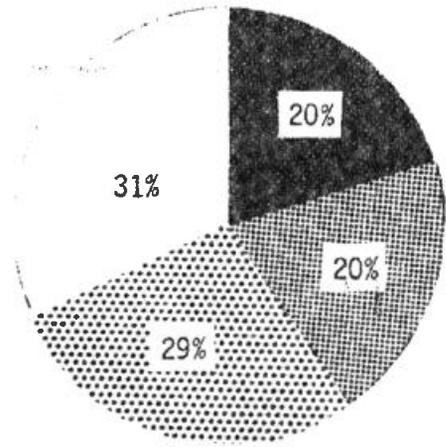
TABLE 3-1  
REPORTED INCOME BY AREA



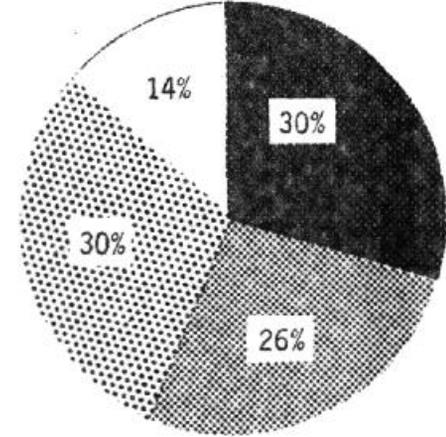
CORE



NORTH



EASTERN



MODEL CITIES



The heads of 27% of the households in Model Cities reported no marketable skills. Therefore, many are either unemployed or holding jobs as unskilled laborers or service workers. Twenty-two percent of the heads of households have held their present job less than one year. Of the employed heads of households, 40% worked in blue collar jobs ranging from craftsmen to unskilled laborers, 22% were professionals, technicians, or managers, 7% held clerical jobs, 9% were in sales and related occupations, and 21% were in service positions, generally janitors, maids, or cooks.

TABLE 3-2

## RACE BY OCCUPATION FOR HEADS OF HOUSEHOLDS

	Occupation					Total
	Professional, Technical, Managerial	Clerical	Sales	Service	Craftsmen, Operatives, Laborers	
Black	13%	5%	3%	28%	51%	100%
White	31%	9%	15%	15%	31%	101%
MODEL CITIES	22%	7%	9%	21%	40%	99%

The occupations of Model Cities residents show the racial trends in employment characteristic of urban America. In Model Cities, 31% of employed white heads of households have professional, technical, or managerial positions, while only 13% of their Black counterparts have similar positions. This racial imbalance is even more pronounced in sales positions. By contrast, 28% of Black household heads are in service positions, where 15% of their White counterparts have similar jobs.

Training for job skills is sorely needed. The lack of skilled-job training

contributes to the low-income and unemployment of the area. As Mr. W.L. Whitted says:

I notice they have a lot of projects for employing young people this summer, and I think that is a grand thing even though you find some of them restless yet. Some of them are not working. I think that will alleviate some of the discouragement. In fact, in these areas our people lead a hopeless life. There was nothing they could depend on to make them feel secure....The people have begun to feel like maybe there is a ray of hope now. These conditions breed despair, disappointment, and confusion in the community. The communities have been neglected too long, and I think the city failed to give proper attention to the area that needs it most. People who are unemployed, people who have no industry, who have no income, they are bound by the laws of the land; and the laws that are enacted will work against those people.

Coupled with the lack of job skills is the fact that half of the heads of households did not finish high school. In the eastern half of the Core area<sup>11</sup>, 61% report eight or less years of schooling. Most of these people find it difficult to compete in our modern, highly technical job market with less than a high school diploma. For the most part, the residents' education took place shortly after the Second World War -- a time when little was done to prepare students for subsequent competition on the labor market.

As is expected, one's educational achievement has a direct bearing on his occupation. Those heads of households with a high school education or less are most often employed as service workers, craftsmen, operatives, and other laborers. There is a heavy concentration of employment as professionals, technical workers, and managers among those with some education beyond high school. In the same vein, unemployment is higher for those with less education.

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<sup>11</sup> Census Tracts 23A and 23B

TABLE 3-3  
 REPORTED INCOME BY EDUCATION OF HEAD

	Years of Schooling			MODEL CITIES
	0-11	12	13 or more	
Less Than \$3000	42%	21%	16%	30%
\$3000 - \$5999	29%	28%	16%	26%
\$6000 - \$9999	24%	35%	36%	30%
\$10,000 and more	5%	16%	32%	14%
	100%	100%	100%	100%

From Table 3-3, we see that there is a definite relationship between the income of a household and the amount of education of the head of the household. While 42% of those who did not finish high school have an income of less than \$3000, only 16% of those who have had some post high school training are in this low-income bracket. Only 5% of those who did not finish high school are in the high-income (\$10,000 and more) bracket. Schooling does have a direct relationship to income.

## EDUCATION

### Ratings of the School System and Course Relevancy

In general, the Portland school system has been successful in providing a commendable quality of faculty and course offerings. However, the feeling of a large percentage of the citizens of Model Cities is that Portland still has a long way to go in making this educational excellence available to all of its school-age residents.

TABLE 4-1

#### SCHOOL DISTRICT BY SCHOOL RATING AND COURSE RELEVANCY

	Rating of Schools				Course Rating*	
	Poor	Fair	Good or Excellent	Don't Know	Relevant	Irrelevant
Humboldt	10%	26%	34%	30%	77%	23%
Boise	12%	41%	19%	28%	83%	17%
Eliot	3%	21%	10%	66%	69%	31%
Irvington	2%	21%	35%	42%	79%	21%
Sabin	6%	15%	46%	32%	82%	18%
King	16%	23%	25%	36%	70%	30%
Vernon	8%	21%	35%	37%	85%	15%
Woodlawn	14%	28%	28%	30%	73%	27%
MODEL CITIES	9%	25%	31%	36%	78%	22%

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

Twelve per cent of the respondents from Boise school district<sup>12</sup> answering the question: *How would you rate the schools in the Model Cities area?* rated the schools as *Poor*. Forty-one per cent said they are only *Fair*, and the remaining 19% scored them from *Good* to *Excellent*. The true significance of these figures comes to light when compared to the very dissimilar results found among those respondents living in the 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 remaining 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 respondents considered the courses as *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 irrelevancy of the course offering in the public schools and, we would hypothesize, the manner in which these courses are taught.

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<sup>12</sup> See Appendix B for Reference Map

Of considerable importance is how residents with children attending school rate the public schools and the relevancy of the courses taught there. Although residents with children in school more frequently express their opinion concerning the schools and the courses than do the residents without school aged children, the overall opinions of parents and non-parents are remarkably similar. Considering only those residents who expressed their opinions, 50% of the parents and 47% of the non-parents rated the schools either *good* or *excellent*. Seventy-eight percent of parents and 77% of non-parents considered the courses relevant. These differences are not significant.

TABLE 4-2

## RACE OF HEAD BY SCHOOL RATING AND COURSE RELEVANCY

	Rating of Schools				Course Rating		
	Poor	Fair	Good or Excellent	Don't Know	Relevant	Irrelevant	Don't Know
Black	11%	32%	27%	29%	57%	16%	27%
White	7%	18%	34%	41%	44%	13%	43%

From Table 4-2, we see 43% of the Black respondents rate the schools as *Fair* or worse, as opposed to a White response of 25% in the same category. Twenty-seven per cent of the Blacks answered in the *Good-Excellent* strata compared to 34% of the Caucasians.

Another fact that should be considered is the school rating question crossed with the race of the head of the household. Forty-one per cent of the White

persons interviewed indicated they did not know enough about the schools to rate them. However, among the Black respondents only 27% made this response. This indicates that Blacks are more aware of what is occurring in their neighborhood schools and, hence, are better able to make a critical judgment of the educational facilities than are Whites.

By comparing the response on course relevancy to race, we arrive at much the same conclusion as when we crossed the school rating with race. A nearly equal percentage of Black and White respondents who rated the courses scored them as *Irrelevant*. The striking fact is that Whites, more than half again as often as Blacks did not know enough about the public schools' course offerings to rate them. Among Blacks only 27% answered *Don't Know* to the course relevancy question as opposed to 43% of the Whites.

The significant finding is the high percentage of those who answered *Don't Know* when asked to rate the school system and relevancy of courses. Overall, 36% responded in this manner. This indicates one of two things: either there is a gross lack of parental understanding of the general school system or there is a high incidence of adults who have no direct contact with schools.

Those who are interested in the schools seem to be very knowledgeable about the subject. For instance, Mrs. Peggy White says:

The school (Humboldt) that my children were going to was under this Model School program. They seemed to take a big interest in the kids. They didn't push them too hard or too fast, but they would do what they were qualified for and more. We would have conferences and I would like that much better than a report card because you would talk to the teacher. You would get a better idea of what your child could do instead of the report card where you look on the card and you don't know exactly what is going on. We would have conferences all the time. We never got the report card until the last of school.

Comparing data, we found that as one's membership in groups increases, the proportion of those who don't know how to rate the schools decreases. Forty-six per cent of those who do not belong to organizations said they did not know how to rate the schools; only 24% of those who belonged to three or more groups had the same response.

As one becomes more involved in clubs and organizations, he frequently finds the course offerings to be *Relevant*. At the same time the relevancy rating increases, the number of those answering *Don't Know* to the question decreases.

Those who scored the schools as *Fair* or *Poor* were asked what improvements are needed in the schools. The answer pattern to this question enabled us to categorize responses into two major areas: improvements involving people (more Black teachers, more parent and teacher interaction, better teachers, and more integration, just to name a few) and those having to do with material improvements (newer buildings and improved teaching materials, etc.). Among those who rate the schools as being *Poor*, half suggest changes involving people.

Persons living in those districts with a high Black student ratio, are concerned most often with "people" improvements; whereas, those districts with a predominately White student population seem to be concerned with "material" improvements. This finding is verified by comparing race and improvements needed in schools. Of those with responses in the "people" category, 73% are Black. On the other hand, Whites composed 54% of those persons in the group recommending "material" improvements.

To this point, we have been concerned primarily with the attitudes of those persons living in Model Cities with regard to the public schools system and its course offerings. Now, however, we focus on the educational attainment of the

heads of households in Model Cities and how this affects not only the individual but also the Model Cities community.

Educational Achievement of Heads of Households

The proportion of those without a high school diploma ranges from a high of 68% in the Core area to a low of 28% in Eastern Model Cities. At the other end of the spectrum, we find that the proportion of those who have had some post high school education ranges from 32% in Eastern Model Cities to 11% in the Core area. Twenty-two per cent of the heads of households have had some post high school training; but of that 22%, fully 93% live outside the Core area of Model Cities.

TABLE 4-3

EDUCATION OF HEAD BY AREA

		Area			MODEL CITIES
		Core	North	Eastern	
Years of Schooling	0 - 8	53%	25%	17%	27%
	9 - 11	15%	20%	11%	17%
	12	21%	34%	40%	34%
	13 - 15	6%	13%	17%	13%
	16 or More	5%	8%	15%	9%
		100%	100%	100%	100%

When we consider the entire Model Cities community, we find that 44% of the heads of households did not complete high school, 34% received a high school

diploma, and 22% have received some degree of education beyond high school.

Although this is a very unpleasant picture, one fact that portends a brighter future for the Model Cities neighborhood is that the lower levels of education are currently concentrated in the older segment of the heads of households as shown in Table 4-4 below.

TABLE 4-4  
EDUCATION OF HEAD BY AGE OF HEAD

		Age of Head		
		Young (16-30 Years)	Middle-Aged (31-64 Years)	Elderly (65 and Older)
Years of Schooling	0 - 8	1%	26%	50%
	9 - 11	14%	21%	10%
	12	61%	30%	21%
	13 - 15	18%	12%	10%
	16 and More	6%	11%	9%
		100%	100%	100%

Another fact that gives us hope for the future is found when we examine the educational requirements that are set by today's adults for the youth of Model Cities.

#### Educational Requirements

Among those who registered a definite response to the question "What level of education do you think is necessary for people today?" nearly half (49%) said

*College*. Another 30% said *Technical-Vocational Training* is needed, making a total of 79% who feel some form of education beyond high school is required for today's youth. The remaining 21% said at least *High School* is needed.

Next, the residents of Model Cities were asked if they thought information regarding financial aid for higher education was available. A disturbingly large proportion of the residents (27%) said they did not know. Fifty-one per cent of the residents said yes, information is available, and 21% think it is not.

Currently, Model Cities heads of households do not have a particularly high level of educational achievement. They do, however, have children in school who are receiving a more advanced education. The area resident recognizes the need for extensive training to survive in our modern, fast-paced, and highly technological society. Further, he believes that information regarding financial aid for the attaining of a higher level of education is available.

*Relationship Between Moving Intentions and the Rating of the School System*

In analyzing the data, we find a significant relationship between the school system rating and one's intention of moving within the next five years. Overall, 35% of the residents say they *Probably* or *Definitely* will move.

TABLE 4-5

RATING OF SCHOOLS BY MOVING INTENTIONS

		Probability of Moving in Five Years				
		Doubtful	Probable	Definite	Don't Know	
Rating of Schools	Poor	29%	20%	40%	11%	100%
	Fair	46%	18%	26%	10%	100%
	Good or Excellent	41%	27%	17%	15%	100%
	Don't Know	44%	18%	22%	16%	100%
MODEL CITIES		42%	14%	21%	23%	100%

Of those who rate the schools as *Poor*, 60% say they *Probably* or *Definitely* will move within five years. This figure compares to 43% of those who rate the schools as *Fair* and 44% of those who say the schools are *Good* or *Excellent*. Perhaps it is wrong to assume a causal relationship here, but the moving intentions of those interviewed is too stark to disregard. It is possible that one of the reasons families are planning to move is due to perceived deficiencies in the local school system. This conclusion is further supported by the finding that 61% of those planning to move intend to live outside the Model Cities neighborhood and, therefore, away from the schools they have rated as so inadequate.

The matter of relevancy of courses appears to be a specific reason within the general educational system for people to move either within or outside of Model Cities. Of those who say courses are *Irrelevant*, 53% say they *Probably* or *Definitely* will be moving within five years. The proportion drops to 43% of those who say courses are *Relevant*. Basically it seems as if one of the reasons people move is their quest for a better education for their children. This takes on additional significance when we consider the age of those heads of households most likely to move. Seventy-six per cent of those heads thirty years of age and younger indicate a strong probability of moving. Forty-four per cent of the 31 to 64 year-old heads of households had the same response. Only 20% of those heads of households 65 and older indicated an intention to move. In other words, a large percentage of those persons most likely to have a family with school-age children are planning to move during the next five years. This is a figure too critical to ignore or discount as being merely coincidental.

## HOUSING

This chapter will not deal with the racial differences in housing. This report has already shown the racial distribution of residents according to area ( see map on page v ). Although the Model Cities area is integrated, the majority of those living in the Core area are Blacks. The same proportion of Whites as Blacks in Model Cities own or are buying their own home (54%). Unlike the sections on employment and education, housing is a topic to which Blacks and Whites can readily relate. Although one member of the neighborhood may not know another's educational or occupational background, he does view another's home every time he drives down the street. For this reason, this section will not analyze the data by race.

One-fourth of the people surveyed felt their housing was inadequate. About the same percentage thought Model Cities programs would help improve the housing situation. Mr. W. L. Whitted says,

Much work is being done in the development of the area to give it a new face-lifting, but there is much to be done. The old housing is inadequate, and much could be done in giving people better homes to live in.... There were times, when I would drive through Albina, I would really feel embarrassed because there were so many old dilapidated homes; but they are demolishing these old homes. They are coming down. Those they are not demolishing, they are painting and beautifying them; and the community is certainly looking much better.

The housing in Model Cities is old. Seventy-nine per cent of the structures were built at least twenty-five years ago, while 28% are fifty years or older. In the Core area<sup>13</sup>, 34% were built before 1919. We would suggest that in buildings this old, the original plumbing, wiring, insulation, and foundations

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<sup>13</sup> See reference map in Appendix B for location of the Core area.

TABLE 5-1

## PERSONAL CHARACTERISTICS BY MODE OF HOUSING PAYMENT

		Mode of Housing Payment		
		Own	Rent and Other	
Age of Head	Young (16-30 Years)	27%	53%	100%
	Middle-Aged (31-64 Years)	59%	41%	100%
	Elderly (65 and Older)	52%	48%	100%
Probability of Moving in Five Years	Doubtful	73%	27%	100%
	Probable	48%	52%	100%
	Definite	28%	72%	100%
	Don't Know	47%	53%	100%
Rating of School System	Poor	49%	51%	100%
	Fair	56%	44%	100%
	Good or Excellent	62%	38%	100%
	Don't Know	47%	53%	100%
Participate in Model Cities	Yes	61%	39%	100%
	No	53%	47%	100%
	Not Applicable*	52%	48%	100%

\* Response of *No* to the question asking if the respondent was familiar with the Model Cities program.

may range from inadequate to unsafe. These factors are not necessarily apparent to the naked eye but can be a major nuisance and expense to the resident. However, according to the 1960 census, as much as one-third of the housing in the Core area could be rehabilitated.

About half (53%) of the people interviewed either own or are buying their homes. The average home owner will not be moving in the next five years.<sup>14</sup> He is 45 years old with an income between \$6,000 and \$10,000 who lives outside the Core area. He has one child and is probably a white collar worker ( professional, technical, clerical, or managerial ) employed in a private firm. He is satisfied with the school system. His family does not participate to a very great extent in the Model Cities program. However, they are more likely to participate than their renting counterparts (12% to 7%). The average home owner does not think Model Cities change anything. He likes the area because it is "nice" and "convenient," but he is dissatisfied with "the condition of streets" and "general noise."

The average renter plans to move in the next five years. He is 32 years old and has an income of \$4,500 or less. He is most often a single person working as a blue collar employee (operative, craftsman, or laborer) with the government. He is satisfied with the schools, though to a lesser extent than are home owners (60% to 70%). He has not participated in the Model Cities program, nor does he think it will change anything. He likes the area for its "convenience" and "friendly people" but dislikes "the housing," "the streets," and "the poor recreation facilities."

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<sup>14</sup> The characteristics of a typical home owner or renter discussed in this chapter comprise groupings of 50% or more. Although the average home owner and the average renter are satisfied with the school system, obviously, everyone is not. These percentages will be broken down in the education section. However, to compare the characteristics of the home owner to those of the renter, see Table 5-1 on the next page.

Table 5-2 shows that 60% of the people in the Core area are not buying or do not own their own home. In contrast, only 47% of those in North Model Cities are in this category.

TABLE 5-2

## MODE OF HOUSING PAYMENT BY AREA

		Area			MODEL CITIES
		Core	North	Eastern	
Mode of Housing Payment	Own	40%	53%	59%	53%
	Rent	49%	45%	35%	42%
	Other	11%	2%	6%	4%
		100%	100%	100%	99%

The most popular dwelling in Model Cities is the single-unit dwelling. Seventy-three per cent of the residents live in this form of housing. It is obvious that people would rather live in houses than apartments. This is verified by the fact that 63% of those who rent will probably move in the next five years, and 60% of all the residents who plan to move would prefer to buy or build their own home.

Twenty-five per cent of those who rent earn less than \$3000 annually. Of those who rent, 54% pay between \$60 and \$100 per month. Almost all renters make additional payments for utilities. These combined factors leave the renter with little money for even minor household improvements. Mrs. Peggy White is a mother of four with an income of \$200 per month. She sums up the dilemma most of the renters of the neighborhood are in when she says:

We were fortunate to get this house through the Housing Authority (of Portland), and we pay a low amount of rent. But, it is hard for me to keep the house up because the utilities run quite a bit -- well, more than they allow you on Welfare and I have trouble taking care of them on this low income.

There are many programs, including rent supplement, to help low-income families. People can become acquainted with these programs through the Albina Neighborhood Service Center or the Housing Authority of Portland (HAP). Unfortunately, many do not realize that this assistance is available. Although there is statistical evidence that the HAP rent supplement program increases community stability<sup>15</sup>, available assistance comes nowhere near filling the need for low-cost housing. There are almost as many families on the waiting list for HAP assistance today as there were two years ago.

\* \* \* \*

How do one's attitudes about and personal involvement in his community affect his chances of moving in the next five years? We asked each respondent to rate his chances of moving either within or outside of Model Cities. Fifty-one per cent say they *Probably* or *Definitely* will move within five years. Of these, 54% indicate they plan to move outside the Model Cities neighborhood.

There is a strong relationship between the strength of one's ties to the neighborhood and his moving intentions. A person who is active in community groups is much less likely to move than is his inactive neighbor. Another connection is the length of time spent in the neighborhood. One-third of the

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<sup>15</sup> "A Look at Southeast Portland, Mid-1968," Prepared by residents associated with East-CAP and PACT, and University of Oregon student interns, July 1968, pp.18-19.

families have lived in Model Cities for five years or less. As might be expected, those who have lived in the area the longest are the least likely to move within the next five years.

TABLE 5-3

## LENGTH OF RESIDENCE IN MODEL CITIES BY MOVING INTENTIONS

		Probability of Moving in Five Years				
		Doubtful	Probable	Definite	Don't Know	
Length of Residence in Model Cities	1 Year or Less	26%	18%	41%	15%	100%
	2 - 5 Years	34%	24%	31%	11%	100%
	6 - 10 Years	36%	26%	25%	13%	100%
	More Than 10 Years	50%	17%	18%	15%	100%

## COMMUNITY ATTITUDES AND INVOLVEMENT

Community Service Organizations

The residents of the Model Cities neighborhood have a unique opportunity to participate in a variety of programs designed to better their lives and further their knowledge of events in their community. The organizations range from the cultural offerings of the Albina Art Center to the educational facilities of the Adult Education and High School Equivalence programs. There are also programs designed to further equal opportunity for all, such as the National Association for the Advancement of Colored People and the Urban League, and the multi-purpose Albina Neighborhood Service Center. However, the question is how many of the residents know of their existence.

When area residents were asked to name any organizations they could think of 40% of the respondents could not name any. Among the 60% who named some, were 16% who could name only one. For the various organizations listed on the questionnaire, the lack of knowledge ranged from a high of 69% who had never heard of the High School Equivalency Program to a low of 29% for the Albina Art Center. The Albina Neighborhood Service Center is designed to serve as a co-ordinator for many of the service organizations operating in Model Cities. Forty-three per cent of the residents had never heard of it.

When it comes to considering those who have experienced contact with the neighborhood service organizations, 48% of the residents have had no direct personal contact with any of the many service organizations listed. Twenty-five per cent have had experience with only one. Here, as before, there is a wide range between the percentage of contact with each organization. Seventeen per cent of the respondents say they have had experience with the Sunshine Division, 15% with the Food Stamp Program, and only 5% have had some contact with the High School Equivalence Program (see Table 6-1).

TABLE 6-1

KNOWLEDGE OF AND EXPERIENCE WITH  
COMMUNITY SERVICE ORGANIZATIONS

	Knowledge Of		Experience With	
	Yes	No	Yes	No
Albina Art Center	71%	29%	12%	88%
Sunshine Division	70%	30%	17%	83%
Food Stamps	65%	35%	15%	85%
Urban League	65%	35%	12%	88%
NAACP	63%	37%	14%	86%
Youth Opportunity Center	61%	39%	13%	87%
Housing Authority of Portland	57%	43%	13%	87%
Albina Neighborhood Service Center	57%	43%	13%	87%
Adult Education Program	44%	56%	11%	89%
C-CAP Opportunity School	44%	56%	7%	93%
Portland Development Commission	38%	62%	4%	96%
C-CAP Action Center	36%	64%	7%	93%
High School Equivalence Program	31%	69%	5%	95%

What kind of person is in contact with community service organizations?

Most frequently, he is a middle income (\$6,000 - \$9,999) high school graduate.

He is a Black, working man living in the North Model Cities area. As graphically shown on the next two pages, the service organizations, for the most part, are not assisting the low-income, unemployed, and lesser educated individuals.

These are the persons who need their help the most and for whom the organizations were mainly designed.

TABLE 6-2

PERCENTAGE OF THOSE PERSONS WITH  
COMMUNITY SERVICE ORGANIZATION EXPERIENCE  
BY REPORTED INCOME

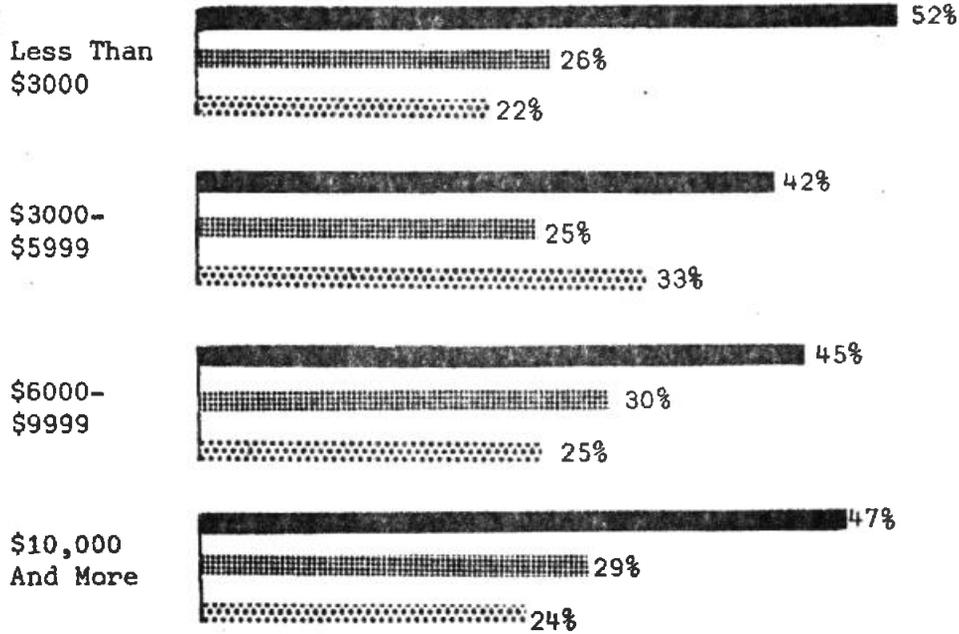
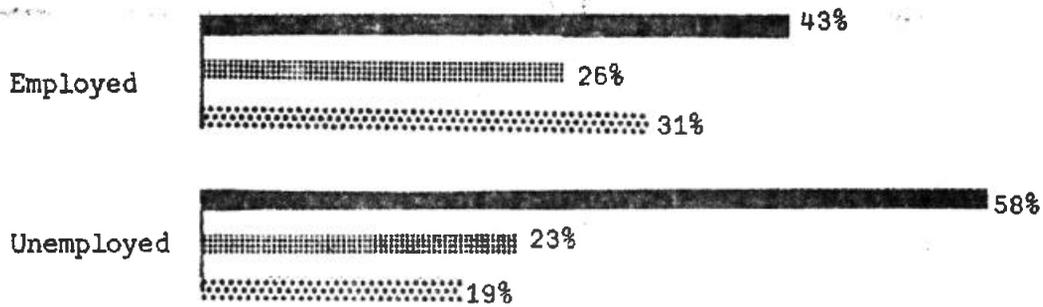


TABLE 6-3

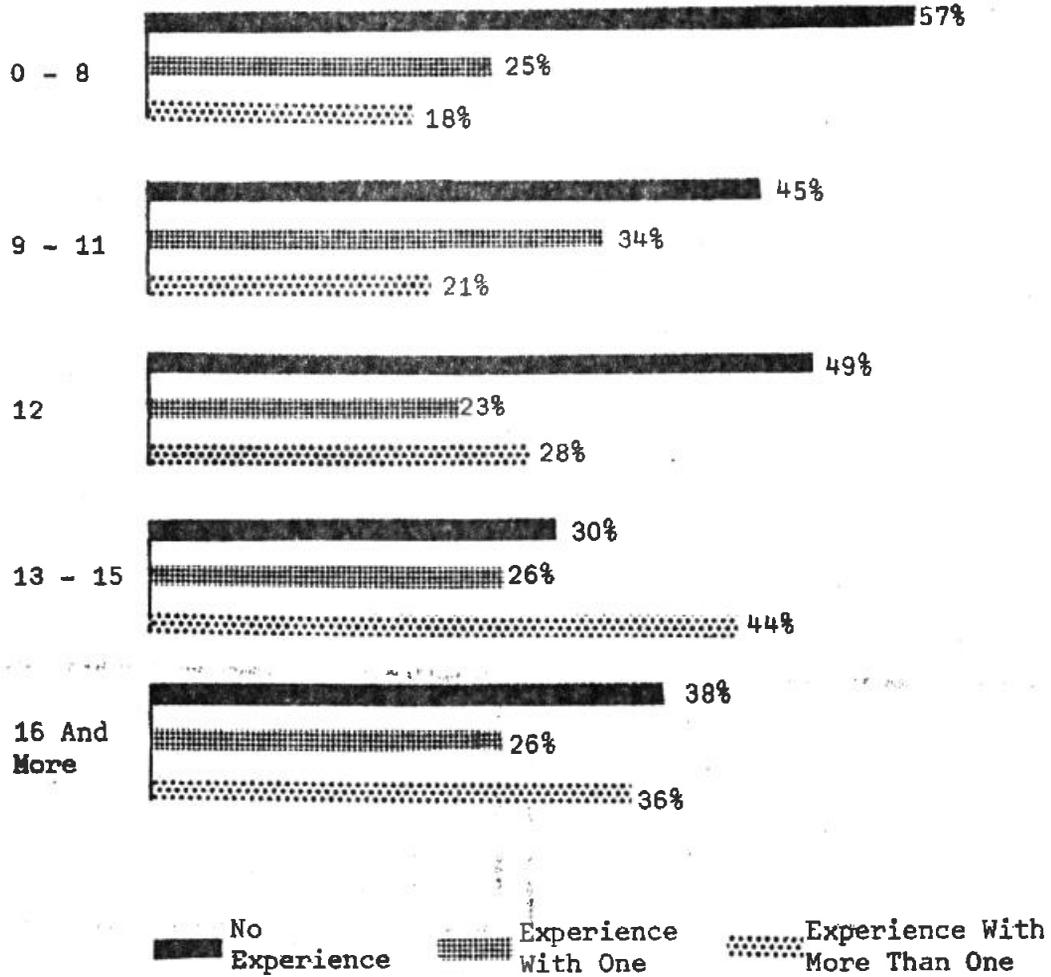
PERCENTAGE OF THOSE PERSONS WITH  
COMMUNITY SERVICE ORGANIZATION EXPERIENCE  
BY EMPLOYMENT STATUS



No Experience     
  Experience With One     
  Experience With More Than One

TABLE 6-4

PERCENTAGE OF THOSE PERSONS WITH  
COMMUNITY SERVICE ORGANIZATION EXPERIENCE  
BY LAST GRADE OF SCHOOL



When asked if they were familiar with the Model Cities program, 57% of the respondents answered *No*. Of those who answered *Yes*, we asked two further questions: "Have you attended any Model Cities meetings or activities?" and "Did you or any member of this household vote in the Model Cities election?" From these we find that only 10% of the residents of Model Cities claim to have participated in the programs and activities and only 19% claim to have voted in the election for members of the Model Cities Citizens' Planning Board. Persons employed in higher status jobs (professionals, technicians, managers, craftsmen, and foremen) are the most likely to be involved in Model Cities activities. Home-owners are considerably more active in the Model Cities program than are renters (by a 61:30 ratio). Young and middle-aged adults are more active in Model Cities than are those 65 and older.

TABLE 6-5

## PARTICIPATION IN MODEL CITIES BY AGE OF HEAD

		Age of Head			MODEL CITIES
		Young (16-30 Years)	Middle-Aged (31-64 Years)	Elderly (65 and Older)	
Participate, Model Cities	Yes	10%	11%	8%	10%
	No	37%	46%	40%	47%
	Not Applicable <sup>1</sup>	53%	42%	52%	43%
		100%	99%	100%	100%

<sup>1</sup> Response of *No* to the question asking if the respondent was familiar with the Model Cities program.

The tendency to participate increases with a rise in income. There is a low of

nine per cent among those reporting a 1967 income of less than \$3000 and a high of 18% among those reporting earnings of \$10,000 and more.

TABLE 6-6

## PARTICIPATION IN MODEL CITIES BY REPORTED INCOME

	Reported Income			
	Less Than \$3000	\$3000- \$5999	\$6000 \$9999	\$10,000 And More
Yes	9%	9%	13%	18%
No	43%	48%	45%	47%
Not Applicable	48%	43%	42%	35%
	100%	100%	100%	100%

The degree of participation in the Model Cities program varies according to where one lives. About 15% of those living in the Core and Eastern areas of Model Cities indicate they have participated in the Model Cities program as opposed to 8% for those in the North. About 26% of those residing in the Core and Eastern areas voted in the Model Cities election compared to a 15% frequency in the North.

TABLE 6-7

AREA BY PARTICIPATION IN MODEL CITIES  
AND VOTING IN MODEL CITIES ELECTION

		Participation in Model Cities			Voting in Model Cities Election		
		Yes	No	Not Applicable	Yes	No	Not Applicable
Area	Core	16%	41%	43%	29%	27%	44%
	North	8%	41%	51%	15%	31%	54%
	Eastern	14%	45%	41%	25%	35%	40%
MODEL CITIES		11%	42%	47%	20%	32%	48%

Portland City Government

As much as it may damage the feelings of security that many of our city officials hold in regard to their dealings with the residents of Model Cities, we would be remiss in our duty if we did not report the residents' feelings toward their local government and some of its agencies. Fully 23% of the residents of Model Cities feel city government's response to the "needs of the people living in the area" is *Poor*. Nearly a majority (48%) rate it as only *Fair*. Six per cent of those interviewed did not rate the government response.

When the city government's rating is crossed with race, we find that 29% of the Black respondents rate government's response as *Poor* as compared to 21% of the Whites. In addition, more than half of both groups rate the response as *Fair*. These percentages are derived from those who did give a specific rating to city government.

We find that those with higher incomes rate the government services in the area more favorably than do low-income residents. Twenty-eight per cent of those earning \$6,000 or more annually rate the government's response as *Good*. Only 23% of those earning less than \$6,000 say the same thing. Conversely, 27% of the lower income residents give a *Poor* rating to city hall, while 17% of the high-income families make this comment. The general rating of local government response when it is compared to income can be seen in Table 6-8 below.

TABLE 6-8

## RATING OF GOVERNMENT RESPONSE BY REPORTED INCOME

		Reported Income				MODEL CITIES
		Less Than \$3000	\$3000-\$5999	\$6000-\$9999	\$10,000 And More	
Rating of Government Response	Poor	29%	25%	16%	17%	25%
	Fair	47%	53%	54%	59%	52%
	Good	24%	22%	30%	24%	24%
		100%	100%	100%	100%	100%

Young adults are more critical of city government than are elderly residents. Thirty per cent of those heads of households thirty years and younger rate it as *Poor*, as do 23% of the middle-aged (31 - 64) and 22% of those sixty-five and older.

One interesting fact uncovered is that the length of time one has spent in Model Cities has little bearing on his rating of city government's response to the needs of himself and his neighbors. Additionally, those persons who depend most heavily on newspapers for their information rate city hall more favorably than do those who rely on television, personal intercourse, and other

information sources.

Disaffection with city government is concentrated in the Core area of Model Cities where 32% of the residents rate it as *Poor* compared to 21% who rate it as *Good*. A favorable response increases as one moves north and eastward in the Model Cities area.

TABLE 6-9

RATING OF GOVERNMENT RESPONSE BY AREA

	Area			MODEL CITIES
	Core	North	Eastern	
Poor	32%	24%	19%	25%
Fair	47%	55%	47%	52%
Good	21%	21%	34%	23%
	100%	100%	100%	100%

These latter two sets of comparisons are closely related to the extent of newspaper readership in the three sections of Model Cities. Five per cent of those living in East Model Cities do not read any newspapers regularly. Eleven per cent of those in the North section do not read newspapers, and 17% of the residents living in the Core area report a lack of newspaper readership.

There is an additional factor that seems to affect one's outlook on city government. The more involved an individual is in group activity, the more frequently he accords city government a favorable rating. Nineteen per cent of those belonging to two or more organizations rate government's response as *Poor*, while 27% of those who belong to none say the same.

The Police in the Community

The police force is an omnipresent symbol of the all-too-often absent city government in Model Cities. Because it is such a real part of everyday life in the Model Cities neighborhood, we chose it as a specific department within Portland city government with which to test residents' reactions.

The police force, as a symbol of Portland's city government, suffers from the same low ratings as city hall. Blacks are more critical of the police force than are Whites. Thirty-four per cent of the Blacks rate the police as *Poor* for the protective services they provide the residents of Model Cities, and 27% say they are *Good*. This contrasts sharply with the ratings Whites accord the police as seen in the table below.

TABLE 6-10

## POLICE RATING BY RACE OF HEAD OF HOUSEHOLD

		Race		MODEL CITIES
		Black	White	
Police Rating	Bad - Poor - Don't Know	34%	23%	28%
	Fair	39%	35%	37%
	Good	27%	42%	35%
		100%	100%	100%

*Young heads of households are the most critical of police practices. Forty-six per cent rate the police as Poor, and 18% say the police are Good. The ratings by elderly persons are the reverse with 24% rating the police as Poor and 44% rating them as Good (see Table 6-11).*

TABLE 6-11

## POLICE RATING BY AGE OF HEAD OF HOUSEHOLD

		Age		
		Young (16-30 Years)	Middle-Aged (31-64Years)	Elderly (65 and Older)
Police Rating	Bad - Poor - Don't Know	46%	23%	24%
	Fair	36%	40%	32%
	Good	18%	37%	44%
		100%	100%	100%

What do people most often see wrong with the police force? Why this strongly negative reaction to a force that is meant to serve the people? We asked each interviewee to comment further on what he thought of the police. The most frequent complaint (52%) of those who cared to comment (36% of the total) is that the police force is inadequate in its attempt to provide protective services for the residents. Thirty per cent say the police are all right -- they do their job. The next most frequent comment (10%) is in regards to the continual cruising of neighborhood streets by patrol cars ( a cruising frequency that is greater than in other parts of Portland). The remaining 8% of the responses are composed of scattered comments with half of them complaints about racially prejudiced attitudes on the part of the police.

One significant fact in this matter is that those persons who have called the police, more frequently give a *Poor* rating than those who have not by a ratio of 32:26. However, those who have called the police, more frequently give a *Good* rating (38%) than those who have not (34%).

Impact of Education on Community Attitudes

How do attitudes about the neighborhood and events in everyday life vary with a difference in educational achievement? To secure a partial answer to this question, we compared education with such attitudinal variables as the value of one's vote and how well one feels city government responds to the needs of the people living in the area.

The value which one attaches to his vote in city and county elections varies significantly with the amount the resident's education. Forty-one per cent of those who feel their vote is worth nothing have a grade school education or less (this includes those who did not answer or did not know the value of their vote).

Government response ratings vary somewhat when compared to the educational level of the head of the household. Twenty-nine per cent of those with less than a high school education rate the government as Poor as opposed to 17% of those with thirteen years of school or more. Those with a high school diploma are midway between the two extremes with a 25% Poor rating frequency. However, it is worth noting that college graduates rate city government Good less frequently (21%) than do those with eight years of schooling or less (27%).

It appears that the lower one's educational level the more he is disposed to view events with a jaundiced eye. Conversely, those with a higher educational level are more complimentary of the bureaucracy. However, even those with high educational levels are not overly pleased with local government, their role in it as citizens, or its effect on them as residents of the City of Roses.

Explanation of Area Groupings

We have divided the Model Cities neighborhood into three geographic areas:

The Core area is that quarter of Model Cities that is, by most standards, the most depressed section of the neighborhood. For the most part, households in the Core are led by low-income, lesser educated, underemployed, and unemployed heads of households.

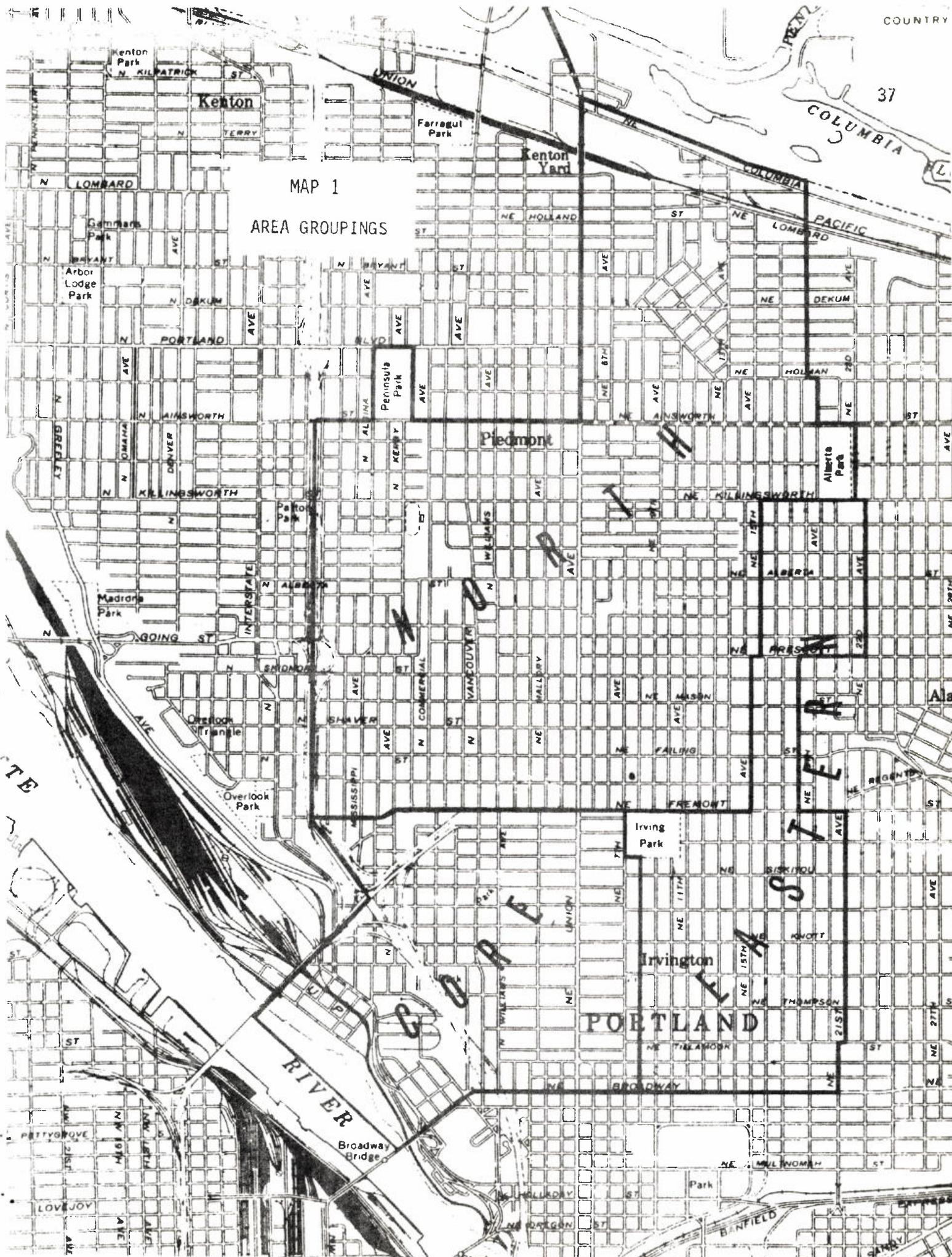
Those persons living in the Eastern section of Model Cities compose a quartile whose characteristics are almost exactly opposite from those of persons living in the Core area.

North Model Cities is a neighborhood whose residents possess characteristics that lie midway between the two extremes present in the Core and Eastern areas. They are, for the most part, representative of the average household in Model Cities in terms of reported income, educational achievement, and employment status.

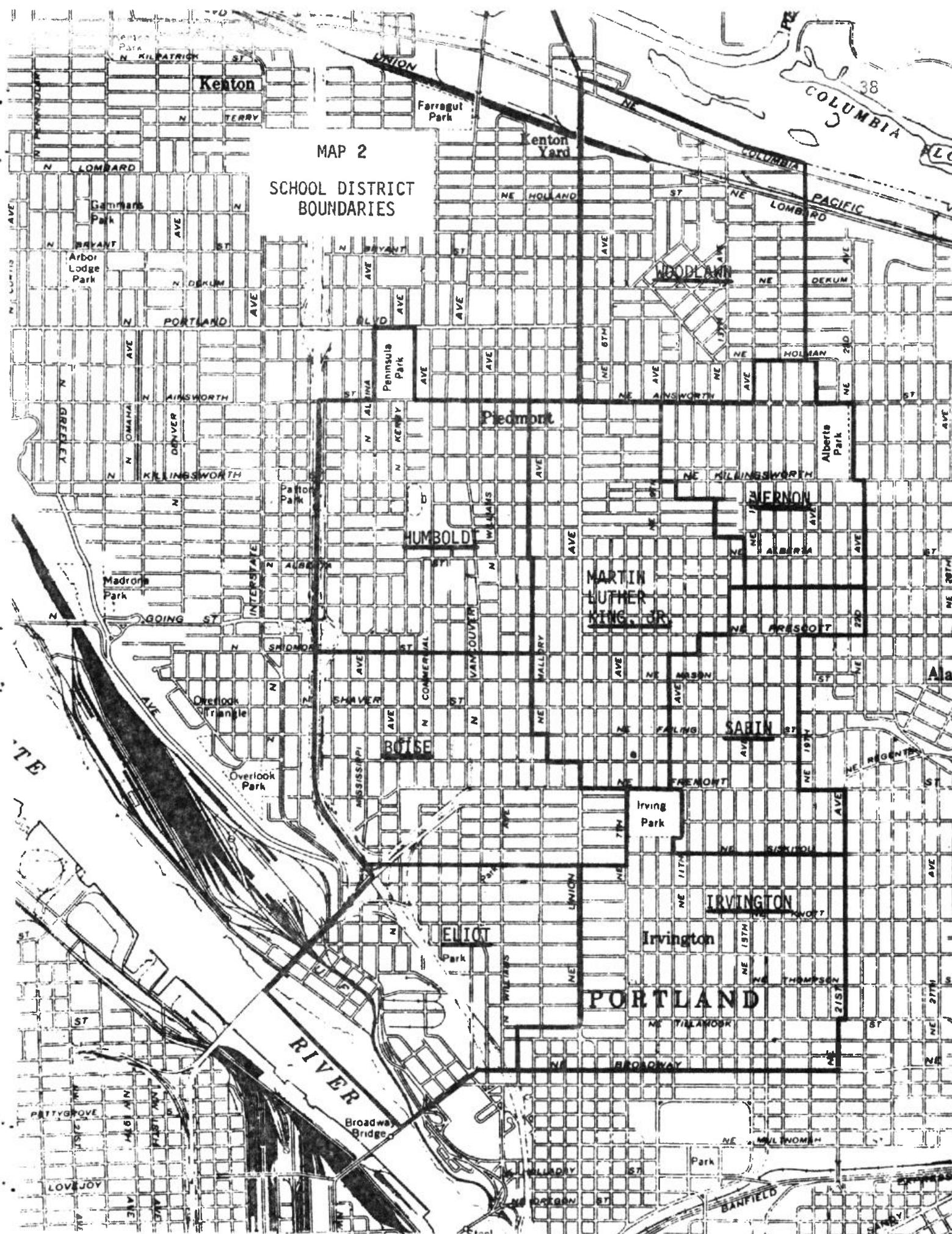
For purposes of identification, the Core is composed of Census Tracts 22A, 23A and parts of 22B and 23B. North Model Cities is Census Tracts 33A, 33B, 34A, 34B, and parts of 35A, 35B, 36A, 36B, 37, and 38C. Eastern Model Cities is composed of Census Tract: 24A, and portions of 24B, 25A, 25B, and 32.

MAP 1

AREA GROUPINGS



MAP 2  
SCHOOL DISTRICT  
BOUNDARIES



## II. AREA BACKGROUND AND CHARACTERISTICS

### C. Prospects for the Future

Assuming that the status quo remains about the same, it can be said with some conviction that the total outlook for the "area" is not even remotely encouraging.

Sincere and dedicated efforts have been made by individuals as well as various organizations to bring about improvements. In spite of this, conditions are getting worse. They will continue to worsen simply marking time with too little too late. In other words, the problems are big and the resources for meeting them are small--clearly a losing combination.

Median income within the "area" is reported at \$5,000, according to the Model Cities Random Sample Statistical Survey. Study indicates that in time this grim figure will fall even lower. In the unlikely event that any utility could be realized from such barebone subsistence, it would be tidily dissipated by the effects of inflation.

Racial composition of the Model Cities area is 50 percent black, 48 percent white and 2 percent "other." A steadily increasing percentage of black people appears now to be a certainty. In the years to come, all of the fundamental issues will be determined according to the degree of economic improvement among black people in the community. To conclude otherwise is to invite disaster, for wholesome attitudes cannot be expected to evolve from exposure to discrimination, poverty, slums and disease. The name of the game is hopelessness, where far too many people are systematically isolated from everything worthwhile.

Glib references to such elegant entities as "more and better social and recreational outlets" and "neighborhood beautification" will signify nothing for the family facing deep, relentless privation. Such a family sitting down to a dreary monotony of "beans and greens" fare understandably will be more "turned on" over the possibility of getting a second helping than rushing out to prune the trees in front of their house where the rent payments happen to be about two months overdue.

The giving of emphasis to an improved economic posture for the black residents is not to be interpreted as selling short any of the important "spin off" projects that are a part of the Model Cities multi-dimensional planning. It is simply a matter of first things first. A family on the fringe of being "broke" and hungry most of the time is concerned here and now only with ways and means for relieving this situation. The matter of closing any existing cultural gaps can be taken up later.

There is a feeling among low-income black people which can be compared to that of a slave who discovers that he has not been freed but only turned loose to find a new master. An awareness of the big, glittering world outside the ghetto with its color TV's, mahogany-paneled party rooms, barbeques on the patio and dinners by candlelight at the "Captain's Corner"

stands before too many black people as a rebuke rather than as an incentive. Without direct, intensive action to end this great polarity between the "haves" and "have nots," the future portends ill for us all.

More and more merchants and shopkeepers throughout the "area" can be seen girding their properties for trouble. The customary glass windows for displaying various wares are rapidly disappearing. Store fronts are taking on the ominous look of a fortress with thick boards and metal plating facing the streets and sidewalks. Gunports may come next, and perhaps a moat here and there. We stand now at the crossroads. Shall our future plans provide for more of this "protection," or should the need for such "protection" be eliminated?

Again, problems confronting the "area" are increasing in depth and scope. Obviously their solution lies somewhere beyond recognition, identification, discussion and breastbeating of the issues. A bad situation must reach a breaking point. Looking into the future, our concern bears on when that point will be reached. There is no further speculation over whether it will be reached, because the lighted fuze sputters louder with each passing day.

SECTION III

BASIC ASSUMPTIONS

### III. BASIC ASSUMPTIONS

#### Introduction

Where plans to bring about change are in process, certain basic assumptions must be clarified before change can be reasonably directed; In setting forth these assumptions, primary emphasis is given to attitudes, for it is our contention that only through a searching examination of attitudes can a clear distinction be made between what things are and what they ought to be.

#### A. Man

Ernest Hemingway has written, "Man is not made for defeat." In other words, there is something degrading to human nature in the idea of refusing to any man the right to his full expression as a man. To each man then there must come some measure of recognition and self-fulfillment. A sobering and parallel assumption must be made that this end cannot even remotely be attained without widespread understanding.

Only a few moments of reflection are required for one to realize that man is beset by increasingly serious problems. Certainly if there is to exist among men a satisfactory climate of order, justice, decency and hope, some timely and active commitment to solving these problems is imperative.<sup>1/</sup> If goals are to be reached and needs answered, man cannot continue to accept a convention of deceit as honorable or even bearable.<sup>2/</sup> This value crisis confronting man arose from a growing concern over the question of where civilization was going and how it was to get there. Some rather startling indications as to where it is going have little to offer in terms of reassurance because nothing demoralizes man more than to behold the crumbling of his most hallowed traditions.

But it is not enough to dwell only on man's shortcomings. An analysis of human behavior and attitudes strengthens the conviction even now that man's living together is characterized by a spirit of mutual aid. Were it otherwise, it is doubtful that human societies would ever have taken their present form. Unfortunately, this tendency toward grouping does not always act in man's better interests. Consider for example caste groups, class groups, "free world" vs. communist ideologies and white vs. black. Associated with this trend is the community lack of confidence in various long-standing urban institutions such as welfare and public housing. Some suggest that the key to overcoming anxiety in regard to these mounting problems is to substitute faith for fear. That would seem to provide a healthier environment in which to consider solutions; but faith alone is not enough.

The future is not so unpalatable that it justifies the practice of evil one man to another. While doing wrong, man has the potential to

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<sup>1/</sup> Cit., Portland City Club Bulletin dated June 14, 1968.

<sup>2/</sup> Quoted in part from "Social Astonishments" by David Cort.

do right, but the opportunity for making necessary changes is rapidly fading away. Continuing in the old ways is no choice at all. To end poverty and misery; to make a tomorrow of justice, fair play and creativity--these are the goals incumbent upon men - all men.<sup>3/</sup>

#### B. Portland Metropolitan Area

Moving leisurely through the years in its safe, provincial conservative way, the Greater Portland area now finds itself responding almost reluctantly to a pressing need for change. A number of assumptions may be made about Portland's reaction to change. But it must first be understood that Portland likes itself pretty much the way it is. Accordingly, almost any changes coming about will result either from confrontation with out-and-out crisis conditions, or to a professional and systematic job of salesmanship. Whatever the motivation, there should be no delay.

Impressions of Portland as set forth in this discussion are not to be interpreted as an indictment in any sense. It is expected that in sharing these impressions better insights may be gained into the city and some of its attitudes and conventions. The range of deficiencies and inadequacies is similar to that existing in large cities in general. To the extent that Portland's problems differ from those in Watts, Newark or Detroit, the differences are in degree, not in cause and effect, or in urgency.<sup>4/</sup>

The Portland scene is riddled with inconsistencies. There is not one black man in the entire fire department (and only a handful on the police force). However, black prostitutes operating in and out of the ghetto core area fare exceedingly lucrative in their transactions with an almost exclusively white clientele. Some years ago, a one-way grid system was installed to accelerate the sluggish flow of traffic through Portland's narrow streets. At any time of the day or night, however, traffic may be backed up for blocks waiting on some battered old sea-going freighter as it churns triumphantly along the Willamette River bridge system through the length and breadth of Portland.

As stated before, all cities have knotty problems of one kind or another. Portland is not exempt, nor is it necessarily awash with crusaders and do-gooders. But the sluggish response of the city to problems associated with blighted, depressed or deprived neighborhoods and minority groups seem altogether inexcusable. The black population (and its environs) in Portland is small compared to other cities with more dramatic ghetto problems.<sup>5/</sup> Being smaller (though not different qualitatively), the problems have a greater potential for early correction. Therefore, any delay or denial of action to deal with the problems would appear to be totally unwarranted.

Frequent assertions are made that Portland engages in too much talk and too little action. Talk does show some concern, but certainly not enough. Although slow to react to some literally burning issues of

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<sup>3/</sup> Cit., "Showdown for Justice," by Martin Luther King, Jr.

<sup>4/</sup> Cit., Portland City Club Bulletin dated June 14, 1968.

<sup>5/</sup> Ibid.

our time, the city has a better-than-average sense of justice and the ability to make worthwhile decisions. With these attributes, it should be equal to the task of bringing about required changes.

C. Model Cities Area

Much has been said about this "area's" general seediness and all of the dumpy houses, rats and cracked sidewalks that go with it. What about attitudes of people who live in this hand-me-down community that is only a caricature of the "good old days."

Many white people remaining in the area are probably sustained by the realization that they really don't have to stay there. Maybe they feel that conditions can't get much worse and will somehow have to get better. By making certain adjustments they have conditioned themselves to living with or next to a growing majority of black people.

Attitudes of many black people reflect deep, brooding resentment toward their lot in life. They feel "short-changed." They are convinced that the "breaks" a white man takes for granted would be enough for a black man to move the world if he wanted to. A black man's bitter and corrosive denunciation of virtually everything about him gives eloquent testimony as to the depth of his frustration. His conversation sooner or later settles on some real or fancied outrage perpetrated against him during the course of the day. Picking a subject for conversation at random, that subject (a cathedral, for example) invariably becomes a target for his cynicism and contempt. He meets most offers of help or counsel with deep-seated suspicion. His children, too, begin to show the effects of exposure to this emotional blood-bath. If effective communication could be established with our hypothetical black man, it would soon be clear to what extent his own attitudes have betrayed and victimized him. But what is most disturbing in all of this is the realization that he did not make himself this way.

From the "Kerner Report to the President on Civil Disorder," it was concluded that the underlying cause of racial strife in this country is a direct result of white racism. Many white persons, of course, disagree. Black people insist that they could have told this to the President all along--out of the crucible of experience, and without having to establish a board of commissioners to make the findings. Opinions among black residents are even more emphatic on this point. The socio-economic deficiencies affecting them so desperately now are thought to be part of a plan conceived and maintained by the white power structure expressly to keep the black man "down."

Unfortunately, many white people do little or nothing to dispel this disturbing notion, for they seem to think that whatever is done for deprived black people must come through white, benign largesse; or in simpler terms--patronage and condescension. It is true that no amount of expertise can make possible the dispensing of dignity or self-respect one man to another, but an enormous amount of respect and genuine good will could and should be passed around.

SECTION IV

PROBLEM ANALYSIS

GOALS, PROGRAM

APPROACHES AND STRATEGY

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SECTION IV-A

#### IV. PROBLEM ANALYSIS, GOALS AND PROGRAM APPROACHES

##### Problem Analysis - Introduction

In this section we discuss briefly the problems facing Portland Model Cities Area. Analysis is based primarily on a random sample survey of households in the Model Cities Area conducted in June and early July, 1968; also on knowledge and feeling of the community expressed by residents living in and around the Model Cities Area.

Analysis to date is incomplete and will be modified as more information becomes available, specifically: (1) further study of the June-July survey; (2) a study of the Model Cities caseload of community-wide agencies; (3) an analysis of a random sample survey of health needs of Model Cities households; and (4) analysis of other sources of information (public schools, etc.) of the area.

The problems faced by Portland's Model Cities are similar to those faced by other urban ghettos and transitional neighborhoods. Specifically, Model Cities has crucial problems relating to employment, housing, education, and to relationships between area citizens and their city government.

##### A. Problem Analysis

1. Family income is low and rates of unemployment and under-employment are high.
2. The housing is old and deteriorating.
3. The educational level of the ghetto population is low and the schools are becoming increasingly segregated, further hampering the educational opportunity of Black youngsters in Model Cities.
4. Area residents feel they have no effective voice and they express little faith in city government, the police, or community service organizations.

1. Income and Employment

- a. Unemployment, underemployment, and employment in menial, low-paying, dead-end jobs is the lot of many Model Cities residents. 11 per cent of the non-retired heads of households are not employed. The 1960 median family income in the Model Cities Area was \$5,700. In 1968 it was \$5,000. In the southern core area of Model Cities, 47 per cent of families report an income of \$3,000 or less. Problems of employment stem from a variety of sources. The vicious cycle of discrimination against Blacks, inadequate education, and poor work experience, keep many from getting employment at meaningful, well paying jobs. Programs to train the unemployed and underemployed are in their infancy in Portland and have had little effect so far. Efforts to open employment opportunities to Blacks also are relatively recent.
- b. It is economically bad to be poor and socially bad to be black. These two factors when combined are an extreme disadvantage. Most poor black people are intensely pessimistic and disillusioned.
- c. Many jobs (skilled and unskilled) remain closed to black workers. Most unions discriminate in their membership provisions, especially in the higher paying crafts. Employers are in collaboration with these union practices of excluding blacks and are seldom able to give serious attention to revisions in their personnel practices that will benefit black job seekers. Apprentice programs are notoriously discriminatory and rigid in their non-acceptance of black trainees. In professional job settings, the practice is to screen blacks very carefully. The "keep them in their place" routine is carried out with skillful and effective subtlety. Upgrading of blacks in professional jobs is carefully avoided. Most times when whites retire or move up, the black person who is next in line to ascend to the vacated position finds the job has been abolished and work assignments have been redefined. The work continues and the black inherits this job but there is no increase in salary or improvement in status. Current unemployment rates for blacks are 7.8% compared to 3.3% for whites.

2. Housing and Physical Environment

- a. The housing in Model Cities Area is old, dilapidated, and generally run-down. The median age of occupied housing in Model Cities is 47 years. Twenty-five per cent of residents consider their present housing inadequate for their needs. Fifty-three per cent of Model Cities

households own or are buying their homes, but in the core area of Central Albina, only 40 per cent are buying or own their home. Deterioration of the housing situation is caused by many factors: many residents lack the money to maintain their homes; absentee landlords postpone needed repairs; housing and building codes have not been enforced in the area.

- b. The one major commodity on the American market which a black person cannot purchase freely in accordance with their means and desires is housing.
- c. Credit reports and investigations are notoriously slanted to restrict the financial functioning of black people in property buying. Realtors and mortgage companies effectively frustrate the purchasing rights of blacks whenever they decide that their presence in a neighborhood is an intrusion. Many credit reports are unusually punitive in their reflections of the worth of black applicants and gross errors are seldom erased or removed. Many times credit facts of an uncomplimentary nature are pictured in language so detrimental that parole reports of convicted felons appear by comparison as banquet testimonials.
- d. Commercial property in Model Cities is often in a sorrier state than the housing. The main thoroughfares of Model Cities are lined with empty storefronts and lots, and existing businesses look cheap - second-hand stores, taverns, used car lots, bargain basements. In addition, to the low purchasing power of many area residents, high insurance rates, vandalism, and shoplifting, area businessmen face stiff competition from the Lloyd Center, a huge shopping center immediately south of Model Cities.

### 3. Education

- a. The educational level of many residents is low. Forty-four per cent of the heads of households have not completed high school. In the core area of Albina, 53% of household heads have an eighth grade education or less. Many of these residents immigrated to Portland and Model Cities from other states where the general level of educational attainment is low.
- b. Citizens are dissatisfied with the local schools. Thirty-four per cent of area residents rate the schools fair or poor. Model Cities schools are increasingly segregated. Only two of the nine elementary schools serving residents of the Model Cities Area had a majority of white students in 1967-68.

4. Civic Affairs

- a. Residents express little faith in city government or the police. When asked how well City Hall responds to needs of people in the Model Cities Area, 76 per cent of residents rated the city's response either fair or poor. Dissatisfaction with "City Hall" is highest among Blacks and respondents under 30. Model Cities residents are generally not active in civic affairs. Thirty-six per cent of households are unrepresented in any organization, church, lodge, or club. In only 26 per cent of households are there two or more group memberships. Without a strong organizational base, it is almost impossible for a neighborhood to have meaningful communication with appropriate governmental bodies.
- b. In Model Cities Black Ghettos the slum syndrome is easily perceived. Unsavory characters and criminals are interspersed with poor families (large and small) without any lines of demarcation. There are criminals, prostitutes, gamblers, street hustlers, muggers, sex perverts, narcotics peddlers--in fact every describable anti-social human element. The youth that are produced in this environment are the most depressed, deprived, depraved and destructive.
- c. Many black people do not share the same attitude towards property rights as white middle-class people. They have witnessed for most of their lives a complete disregard on the part of white slum landlords to maintain properties tenanted by black people at acceptable health, safety, and decency standards. Services such as rodent extermination, insect control, garbage removal, street cleaning, and maintenance are seriously neglected in slum neighborhoods.
- d. The police are distrusted by large segments of the Model Cities population. They are not seen as effective in protecting the neighborhood. Blacks are more critical of police than are white respondents. Young respondents are the most negative concerning the police.
- e. The criminal elements in slums occupy status ratings and influence youth in placing prime interest and emphasis on money. Admiration is expressed for nefarious personalities and their illicit and illegal activities which produce uncommonly large monetary rewards. Considerable time and effort are spent by many of the poorly educated low-income youths of ghettos in trying to duplicate the successes of the street hustlers. As they progress in this development, there is a corresponding hardening of their attitudes towards the positive values of our society.

- f. Community service organizations and helping agencies are not felt to be reaching the residents of Model Cities. Most organizations are unknown to over one-third of Model Cities residents. Persons most in contact with service organizations are the middle income group, not the poor.

IV. PROBLEM ANALYSIS, GOALS AND PROGRAM APPROACHES

B. Goals

We submit herewith for purposes of quick reference and identification a brief description of individual goals associated with the Portland Model Cities program. Four main categories of goals are discussed. For most goals, both the short-term and the long-range aspects are projected. The four categories are: (1) Broad-General Goals, (2) Goals Modifying Views and Attitudes Toward Black People, (3) Goals Affecting People in Various Age and Status Classifications and (4) Goals Aimed Toward Subjects Affecting People.

1. Broad-General Goals

- a. Create a real democracy--political, social and economic--to relieve the crisis confronting our cities.
- b. Bring about urban regeneration through the development of new forms of community self-determination.
- c. Utilize a proper mix of Federal subsidies, de-militarized corporate resources and democratic controls to implement existing plans for improvement.
- d. Establish and maintain a state of true competitive equality and real equity within the metropolitan area for black people and other minorities.

2. Goals Modifying Views and Attitudes Toward Black People

- a. Develop and implement programs in Model Cities area to reduce the racist notions of whites towards black people.
- b. Find ways to remove fear and distrust of white residents towards black community. Educate black community on how it can achieve just rights for its members without using violence.
- c. Identify and work for the removal of racial discrimination from all aspects of present day life where they are apparent or discovered.
- d. Establish procedures for assessing the specific problems which may characterize ghetto neighborhoods; impel community and government resources to aid forthrightly with existing problems.
- e. Provide staff and facilities to investigate fully all acts and behavior that injure social relationships in the Model Cities area and develop immediate and positive solutions.

- f. Provide an organization of skilled individuals who can respond to varying types of crisis situations and move to prevent mass reactions of excitement and hysteria.
  - g. Establish increasingly effective methods for informing regularly all of the residents of the Model Cities area of the ongoing status of the Model Cities community (re programs, projects, purposes, planning, etc.).
  - h. Develop leadership by black people over all phases of community life in predominantly black communities.
3. Goals Affecting People in Various Age and Status Classifications
- a. Minorities
    - (1) Indoctrinate the community toward realizing the immediate need for minority group people to enter the mainstream of American life.
    - (2) Create a climate where the fact of belonging to a minority group will not adversely affect the individual's socio-economic position.
  - b. Children
    - (1) Give children some reassurance that steps are being taken to provide for their security.
    - (2) Produce an environment wholesome enough to make a child glad to be alive.
  - c. Young People
    - (1) Encourage young people to participate in plans for improving their community.
    - (2) Make them aware of the serious responsibilities they soon will be facing. Instill in them confidence that they can do a more creditable job than the generation preceding them.
  - d. Middle-Aged People
    - (1) Convince them that they can and must build toward a better future.
    - (2) Provide the wherewithal to do what needs to be done.
  - e. Senior Citizens
    - (1) Solicit their advice. Demonstrate to them that their age qualifies them in terms of experience. It does not disqualify them in terms of obsolescence.

- (2) Produce surroundings that will give them some pride in having been involved from the beginning.

f. Unemployed

- (1) Give some hope to these people that things are going to change for the better.
- (2) Dispel the notions and theories about "hard core" unemployment.

g. Underemployed

- (1) Find out more about the factors leading to underemployment, and make plans to do something about them.
- (2) Make it possible for the individual to "move" in his job so as to achieve optimum utilization of his skills.

h. Employed

- (1) Encourage an interest in people to acquire greater skills and growth in their jobs so as to broaden their total range of employment possibilities.
- (2) Establish testing and other facilities which will ensure that the fullest possible utilization is made in connection with each individual's employment.

i. Single Adults

- (1) Make known to this individual that there is no freakishness associated with being single. He can make in so many ways effective contributions to the community.
- (2) Make provisions for single persons to take up positions of responsibility which are not cluttered up by commitments to the family.

j. Families

- (1) Reinforce the idea that the family is the "backbone of civilization," but make it clear that this means a stable family.
- (2) Make the community a good place to live by satisfying the various needs peculiar to the family.

k. Self-Employed

- (1) Enlist the aid of self-employed people to advise other people as to the advantages of securing equities in business and industry.

- (2) Provide some kind of insurance that will promote a healthy trend among more people to consider self-employment. Free enterprise is one of the essential ingredients of a sound economy.

1. Handicapped

- (1) Convince these people that their abilities are far more important than their disabilities.
- (2) Utilize to the greatest possible extent whatever contributions the handicapped can make in the entire field of social endeavor.

4. Goals Aimed Toward Actions Which Will Affect People

- a. Employment

- (1) Develop plans for improving the total employment picture. Give emphasis to special employment problems facing black people. Consider both the vocational and avocational aspects of employment.
- (2) Achieve full employment, consistent with the economy, for all people.

- b. Economic Development

- (1) Develop fresh, new approaches where economic development is concerned, because to continue along present lines means failure.
- (2) Provide for controls which will insure that once the "new economy" is developed, it can be maintained.

- c. Education

- (1) Find out what has to be done to change existing education practices.
- (2) Provide for total education of the individual. Equip him to meet all of the challenges of the foreseeable future.

- d. Recreational Development

- (1) Prepare for a markedly increased demand for recreational facilities.
- (2) Engage people in more creative and self-fulfilling recreational activities.

e. Cultural Development

- (1) Help people discover the significance and importance of newly emerging cultures.
- (2) Give support to the development of new cultures. The fact that they may be new or unfamiliar is insufficient reason to ignore them. Learning about a new culture can be an enriching experience.

f. Health

- (1) Formulate plans for improved health services and programs and health education for everyone.
- (2) Establish health facilities which will make it possible for all people to enjoy a long and vigorous life.

g. Social

- (1) Discover ways for people to get more out of their associations with one another.
- (2) Produce an environment which allows for full social expression.

h. Legal Services

- (1) Improve the scope and quality of legal services available to people and encourage the demand for such services.
- (2) See to it that all people have full and equal recourse to representation under the law in both criminal and civil suits. Also, provide legal counsel when and wherever it is needed.

i. Public Safety

- (1) Evaluate the effectiveness of the police and fire departments and other elements functioning in the interests of public safety.
- (2) Arrange for better services along these lines, and aim toward getting people employed in this field who are truly dedicated to the work.

j. Citizen Participation

- (1) Stimulate more people to take an active part in planning and managing the affairs of their community.
- (2) Give public recognition to people who make significant contribution of time, energy and ideas that benefit the community. Encourage others to "get in the act."

k. Housing

- (1) Make realistic plans to provide housing which offers something more than just a place to live.
- (2) Take necessary steps to keep decent housing decent no matter what the cost.

l. Physical Environment

- (1) Plan for parks and playgrounds and other environmental entities that would enhance the appearance of the neighborhood.
- (2) Stay apace with new and exciting (and functional) architecture in the building of new facilities.

m. Transportation

- (1) Find out what is needed to provide quick, efficient, low-cost transportation for people in the full range of their daily activities.
- (2) Establish modes of transportation that are flexible enough to accommodate changing trends. Transportation must be made available to everyone when they need it, not just when enough people need it.

#### IV. PROBLEM ANALYSIS, GOALS AND PROGRAM APPROACHES

##### C. Priorities

Out of the total range of projects covered in the course of our planning, there are six fundamental issues standing apart from all the others insofar as the urgent need for improvement is concerned. These will be discussed in priority order as follows: (1) Income, (2) Housing, (3) Education, (4) Economic Development, (5) Reinforcement of Basic Culture, and (6) Employment. For the first three issues, a common relationship will be shown to physiological, safety, social, and self-fulfillment factors.

##### 1. Income

- a. In the luxury-oriented, acquisitive setting which characterizes these United States, a sustained, adequate income (from whatever source) is essential to meeting the most basic bodily needs. It necessarily follows that a poor or low-income family will be sooner or later poorly fed, poorly clothed, and poorly housed. For anyone to inherit this misery because of the color of his skin is unspeakable.
- b. A family deprived of income is exposed to far-reaching hazards. By not being safe or protected from poor health, fire, etc., such a family's day-to-day existence seems all too often to invite misfortune of one kind or another. One day a small child is molested, and on another day a baby is bitten by a rat--and so it goes. An adequate income may not prevent sordid occurrences such as these, but it can smooth the way toward a more rapid recovery.
- c. It has been said that "Poverty is no disgrace, but it might as well be." Actually, a person without income is, in a sense, disgraced. He is socially isolated almost in direct proportion to the extent of his income deficiency. Consider, for example, the expressions of righteous indignation reflected by a typical middle-class community when a large and obviously low-income family invades this never-never land of upturned noses. If the family moving in happens to be black, the indignation can and often does turn into panic. If what the community feels toward poverty is founded on simple snobbery, the matter may be considered superficial. But if the community attitude is based on racism, it is clearly a sign of social sickness having far deeper significance. Seriously, it must be realized that the only way to erase any social stigma associated with being poor is to diminish the poverty.
- d. Failure of the individual to achieve self-fulfillment results more from deficient income than from perhaps any other single factor. Considerable satisfaction is derived from simple planning and anticipation of some personal goal. But when the

planning itself is frustrated by want and privation, all that remains is hopelessness. The individual who is thwarted in this search for self-fulfillment will surely turn away from an attitude of hopeful planning and replace it with one of sinister plotting. A way must be found for him to make the right decision-- for his sake as well as ours.

2. Housing

- a. It can be easily explained how the individual's physiological needs relate to housing. Housing provides shelter from the elements, although the warmth it can provide is not necessarily measurable with a thermometer. Apart from the coldness implicit in the term "housing," the house is a sanctuary for rest and comfort. It is the pivotal point for the beginning and ending of each person's daily activity. There has to be a certain emptiness in the lives of those who are forced by circumstances to simply have an address but not a house to talk about. So much of this emptiness desperately needs to be filled in. If a blueprint for improved, low-cost housing can do the job, it should be put to use at once.
- b. Housing exists for the express purpose of providing safety and security. Any further expansion of this concept would be anti-climactic. The Three Little Pigs knew that when their house was substandard the wolf could "huff and puff and blow it in." Normally, what is good enough for pigs definitely is not good enough for people. However, questions could certainly be raised about much of the antiquated housing in the Model Cities area. The leaking roofs, bad plumbing and rotting foundations give the fleeting impression that there may after all be greater safety on the outside.
- c. Housing has social significance for the child who can insist that his friends come to visit after school at his home; and, obviously, no discussion of housing is complete without taking into account the attractiveness of the total environment in which the housing is situated; that is, parks and playgrounds, schools and libraries, and even the streets and sidewalks. People are socially more active, more creative and are more fun to be with when they live where the living is good. The rioting black people in Watts and Newark knew exactly what they were burning down and why. So do we.
- d. Many people tend to regard their home as the infinite expression of self-fulfillment. Home is the treasure-trove of everything they own. There has been made in this home the greatest dollar investment in the life of the owner. It is his retreat. In many ways, the home is a steel, wood, glass, and concrete representation of the owner's personality. Where so much of a person's strength, spirit, soul and body is placed in this temple of his own choosing, any question as to fulfillment is answered eloquently and completely. Things would be very much better and very much different if we all had it so good.

### 3. Education

- a. As the total living individual develops, new learning of many different kinds is acquired. Motor responses, for example, become more refined, and social learning, once started, never really ends. Each person gradually develops an attitude toward his own endowment--physical and mental. This self-judgment, although complicated by many false notions, is a matter of profound importance. Clearly some satisfaction must be derived from conclusions about one's self. Otherwise, there could never really be self-confidence. It is in this connection that the plight of the black child is so dramatically evident. Measured from womb to tomb against a crush of European-oriented concepts all setting forth the God Almighty doctrine that "white is right," the black child is summarily and permanently disqualified from life competition. Accordingly, his physiological, physical, mental, emotional and ego well-being are permanently damaged. The rules never seem to fit when he plays the game. Surely he deserves something better.
- b. The precepts of safety are intended on the soft side to educate the individual in ways to avoid accident, injury, and disfigurement. On the hard side, he is trained to recognize and avoid the sudden death situation. A child of the ghetto learns this by direct and immediate exposure to hazard. There is no rote to titillate his imagination. "One misstep and you're dead" is the sum total of his preparation for facing life's pitfalls. The grim spectacle of so much human wreckage sitting like broken, bleeding statues waiting for treatment at county hospitals everywhere gives mute evidence that many missteps are taken where death perhaps would have made a happier ending.
- c. Learning to be socially effective is one of the time-honored objectives of education. But in order to be at all effective, there are some who must first learn to be unobtrusive, that is, to "stay in their place." Learning to recognize all of the finer points of this game is not easy. Setting aside all of the academic floss, the only way to succeed socially is to create the illusion that you are really the kind of person that you think other people think you are. If black people were to start acting again as though they really believed things were getting better for them, the white power structure could, of course, feel much more comfortable about "the race problem." Feeling comfortable about the problem runs perilously close to feeling complacent. Educational plans should be worked out to offset such feelings.
- d. An adequate knowledge of politics is eminently important to the individual as a part of his social learning. The impact of politics will have a direct bearing on the degree to which individual self-fulfillment may be achieved. To the extent an individual is deprived or disadvantaged, it is to that extent that he is politically exploited. If he is not adequately represented in the political forces affecting his life, only the crumbs from the feast are left to him. Black people in particular must realize that unless they become more knowledgeable of, and, subsequently, more a part of the controlling political structure,

they will remain fixed in a position of begging for rather than negotiating their rights and privileges. No one gains self-fulfillment from begging--except perhaps beggars.

4. Economic Development

- a. In order for people living under deprived and depressed circumstances to enter competitively the mainstream of American life, there must be an aggressive, systematic program aimed toward improved economic development. With all of the current emphasis being given to equality for black people, it cannot come about without some aspect of equity first to reinforce and ensure it.
- b. Equality is not going to happen by decree or proclamation. It will come when black people acquire equity and active participation in the economic growth of their communities and ultimately in the broader national economy. As more and more auto dealerships, super markets, banks, department stores and eating establishments flourish, there must be more black people in the picture as owners and managers.
- c. Obviously, money must be invested to get an activity of this kind under way. The scramble has been on for some time to determine what is to be done, and when and how. Whether this manna comes from the private sector, or by the compliments of the Administration, it is urgently needed now to improve the social and physical fabric of our central cities and the quality of the life of the people there.

5. Reinforce Basic Culture

- a. A number of new cultures or life styles are emerging on the American scene. There are hippies and yuppies; students and youth in general exhorting us over the "generation gap," and millions of black people all yearning to be free. If there is a message in all of this, it is: dissatisfaction with the status quo.
- b. It is probably safe to speculate that some of these protest moves are fads rather than cultures. As such, they will blow away into the rising sun like a spring zephyr. Black people, however, are dead serious about what they want and what they need. They can no longer tolerate the sham of trying to relate to white culture and white history which was never conceived with any acceptable view toward black people in the first place.
- c. Black people want to express their own views about themselves, their culture, their heritage and their history. And why not? Up to now, their image has been ignored altogether, or acknowledged only in terms of disparagement and distortion. For generations, black children have been drilled on the same tired, old slavery "bit" in white textbooks. Since history in general is a "fable agreed upon," black people are ready now to have their "thing" come out a little better.

6. Employment

- a. To some people the term "employment" means simply, the state of being at work or having a job. Black people have no particular argument with this interpretation. But, for their purposes, the term does need a little embellishment. It will have to mean something other than the kind of employment they have been forced to accept. They want good jobs--certainly better jobs than those traditionally reserved for black people.
- b. Something should be said about the total aspect of employment. The work for which an individual is compensated normally presents challenges which demand his full energy and resourcefulness. Also, there should be for the individual performing the work a continuing need for him to develop greater skills. His growth as a complete person is considerably enhanced by his having been equal to these requirements.
- c. Exposure to new and stimulating modes of expression through employment opens a new way of life for the individual whose job experience now consists solely of non-motivating, uncompensating tedium.

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SECTION IV-D

#### IV. PROBLEM ANALYSIS, GOALS AND PROGRAM APPROACHES

##### D. Program Approaches

In the development of Model Cities Proposals a variety of program approaches are being considered. These approaches are explained below according to classification followed by a specific example.

##### 1. Classes of Program Approaches

###### a. Commissions and Boards

These are being recommended in order to secure maximum involvement of area residents in the decision-making process.

Example: The Community Development Corporation consists of 9-15 board members appointed from the area who direct the business of the corporation. Its aim is to create resident-owned and operated businesses, and the job opportunities that follow therewith.

###### b. Centers

These are facilities that deliver a broad range of social services in a manner that is both coordinated and highly responsive to residents of the area.

Example: The Model Cities Information Centers are expected to be established at four strategic locations where information will be disseminated and residents involved in further community planning.

###### c. Programs

These are designed to develop new systems of services or to expand, supplement and otherwise modify a number of established activities that are inadequate to meet projected requirements.

Example: The Mental Health Services Program develops new coordination for existing mental health programs and recommends supplementation in crucial areas.

###### d. Policies

This approach develops new policy formulations or existing policy modifications where it is concluded that present approaches are objectionable or unsuitable.

Example: The Education Proposal attempts to reshape existing policies regarding segregated classrooms and in cooperation with the School Administration develop new policies of curriculum building and resident input.

3. Applications of Program Approaches Classified According to Planning Component

a. Health-Social-Legal

This component is utilizing the "center" approach in several of its Proposals. The reason for the "Center" approach is that historically services offered to people have not been accessible.

The "program" approach is also being used by this committee. Many existing programs in the health, welfare and social field are considered humiliating and inadequate for the residents of this area.

b. Public Safety

This component is using several approaches in their planning process. The Delinquency Prevention Child Care Proposal creates a seven-member Youth Advisory Commission, two Youth Care Centers, and a specialized Foster Home Program. Other Proposals of this Working Committee use the "program" concept to accomplish their goals.

c. Education

The Education Committee is using all of the approaches; "program," "policy," "center," and "board." In the Education Proposal present programs will be modified and experimentation undertaken, and changes in existing policies will be recommended. In the five-year forecast a Total Learning Center will be developed to provide, hopefully, all education needs of the community. An Advisory Board is planned to act as liaison between the Board of Education and the community.

d. Citizen Participation

The "program" approach is being used extensively by this component to create Community Organizations, a training program and an expense reimbursement plan. Centers will be developed to disseminate information to the community.

e. Employment and Economic Development

The strategy of this component calls for a Board to promote new business development. A commission is

planned to negotiate with labor and management. Transportation needs of the residents will be served through the use of a transportation center. Two programs will provide employment opportunities and better utilization of skills of all Model Cities residents.

f. Housing and Physical Planning

The Housing and Physical Planning component is utilizing existing Federal legislation for a Neighborhood Development Program. Other proposals establishing policies for determining procedures will seek to protect residents' personal dignity and property rights while developing early and adequate relief to desperate housing conditions.

SECTION V

FIVE YEAR FORECAST

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SECTION V  
Five Year Forecast

V

#### FIVE YEAR FORECAST

The five year forecast is currently being revised and will be submitted in a future submission.

SECTION VI  
COMPONENT PLANS  
AND PROPOSALS

(proposal summaries only  
included in first draft)

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INTRODUCTION TO SECTION VI  
(Proposal Summaries)

This section consists of summaries of all the proposals that have been approved by the Citizens' Planning Board to date.

These proposals (28) in number) range in length from 1 through 50 pages, and contain work programs, budgets, and other program elements.

The ideas for these proposals were developed in six (6) Working Committees - staffed by Model Cities Planning Coordinators and their Planning Assistants.

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SECTION VI-A  
PROPOSAL SUMMARY EED-I  
EMPLOYMENT & ECONOMIC  
DEVELOPMENT

SUMMARY

EMPLOYMENT RELATIONS COMMISSION PROPOSAL

The primary goal of the Employment Relations Commission proposal would be to assure that at least 50 per cent of the hired personnel on Model Cities projects, wherever possible, be unemployed or under employed residents of the area. This Commission also be the vehicle to investigate the present recruiting, screening, hiring and promotion practices of employers and employment organizations ( such as organized labor and employment agencies) which are particularly important to residents of the Model Cities Area.

The Commission is to consist of seven members, residents of the area to be appointed by the Citizens' Planning Board.

A staff, consisting of a director and one secretary will conduct the business of the Commission. An attorney would be retained on a part-time basis to assist in legal service as may be necessary to serve the purposes of the Commission.

The office location and administrative services would be coordinated, wherever possible, with the Model Cities administration and/or a Multi-Service Center arrangement.

TENTATIVE BUDGET FOR FIRST YEAR

\$48,730

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SECTION VI - A  
Proposal Summary EED-2  
Employment & Economic  
Development

#### COMMUNITY DEVELOPMENT CORPORATION PROPOSAL

The primary goal of the Community Development Corporation Proposal is to create resident owned and operated businesses and in so doing to also develop jobs for residents of the Model Cities area.

The Corporation will consist of from 9 to 15 board members to be appointed by the Citizens' Planning Board. Board members would be residents of the area and broadly representative of resident viewpoints.

A staff, consisting of an Executive Vice President, a management consultant, a Loan Service Officer, two quality standard reviewers and three clerical persons, will conduct the business of the Corporation under the direction of the Board of Directors. Supplemental staff services will be requested from the Small Business Administration, the Portland Development Commission, and possibly from the Oregon State Department of Employment.

The recommended initial programs of the Corporation will be:

- A) to respond to the priority economic needs of the area as proposed by the Citizens' Planning Board.
- B) to assist and up-grade resident business enterprises by management counseling and other assistance.
- C) to 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) to promote the location of business and light industry in the area by means of purchase and preparation of land and facilities.
- E) to promote opportunities for residents to gain management experience for future business operation opportunities.
- F) to secure professional analysis for feasibility studies, surveys, appraisals, etc., as may be necessary.
- G) to undertake a business quality upgrading program for the purpose of improving service.
- H) to administer a revolving loan fund for the purpose of operating and upgrading area business and industry.

TENTATIVE FIRST YEAR BUDGET

\$185,590.00

NOTE: The amount of the revolving loan fund is to be determined by the Citizens' Planning Board and is not included in this budget. The Working Committee recommended a minimum loan fund of \$250,000.00

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Section VI - A  
Proposal Summary EED 3  
Employment & Economic  
Development

#### TRANSPORTATION SERVICE PLAN PROPOSAL

The industrial and commercial growth areas of the Portland Metropolitan area are generally in the suburbs and in several concentrated areas such as Rivergate Industrial Park that are distant from the Model Cities area. A few large companies in these distant area have made special efforts to employ minority group people but for the most part employment in these growth areas is primarily Caucasian. The experience of people and agencies working in manpower programs points to the need for an overall program to improve transportation links between the Model Cities area and employment opportunities of greater Portland.

This proposal would allow the Model Cities Program to employ a Transportation Service Coordinator who would be responsible for administration of the program and staff of a Transportation Service Center.

The staff of the Transportation Service Center would include an Assistant Coordinator, an Insurance Service Director and two clerical persons.

The initial approaches of this proposal are:

- A) To establish and staff a Transportation Service Center that would provide information on available transportation to job areas, organize residents to cooperatively meet their transportation needs (car pools, etc.), aid in acquisition of emergency loans or financing for insurance or transportation needs, furnish a consumer Insurance Advisory Service and initiate action for improved systems and services wherever needed.
- B) Establish and manage a Model Cities Motor Pool to serve the vehicle needs of other Model Cities Programs.
- C) Organize and assist in the establishment of a Transportation company to operate taxicabs, mini buses, charter buses, rented vehicles and other transportation services as needs dictate.
- D) Employ a qualified consulting organization to conduct a Transportation Economic Feasibility Study.

Model Cities Supplemental Grant funds would be required to finance the Transportation Service Center, Insurance Advisory Service, and the feasibility study. The Transportation Company to be formed would be a profit-making community development corporation and loan capitol would come from federal Agency programs including SBA.

TENTATIVE FIRST YEAR BUDGET

\$147,996.00

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SECTION VI. - A...  
Proposal Summary EED 4  
Employment & Economic  
Development

EMPLOYMENT PLAN "OPERATION STEP-UP".

The primary goal of the Employment Plan "Operation Step-Up" is to reach the under employed who is already working but is capable of a better job and higher pay. This program is intended to assist residents, held back by discrimination or other circumstances, to achieve higher occupational levels and to progress financially and socially as well as occupationally. The objective is to present residents with more bonafide choices of what they want to do and where they want to be hired and work, without social or economic restraints.

A staff, consisting of a Director of Job Development and Employment Practices, a Director of Operation Step-Up, a Supervisor of Employment Practices and twenty other counselors, community representatives and clerical help will administer the programs of this proposal. Hopefully, the headquarters would be in a multi-service center.

The approaches are as follows:

- 1) Operation Step-Up Intended to upgrade the underemployed residents of the area.
- 2) Industry Participation Training Private industry will be encouraged to work closely with "Operation Step-Up" (Utilizing the Multi Service Center where possible) to train personnel for their specific needs.
- 3) Junior Achievement Program This would be a program for youth between the ages of 14 and 18, in our out of school, to research, design, produce and sell a marketable commodity at a profit.
- 4) Emergency Loan Fund for New Employees or Job Seekers To be used for making small loans to applicants who need funds for union dues and fees, tools and equipment, bonds, uniforms or transportation in order to accept employment or job interviews.
- 5) Employment Practices This staff would work on job placement in connection with the negotiations of the Employment Relations commission. They would seek by every means possible changes in existing laws, rules and policies to eliminate discrimination. They would work with labor unions to effect positive, aggressive action on the part of unions in regard to minority employment.

TENATIVE FIRST YEAR BUDGET

\$260,061.00

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SECTION VI - A  
Proposal Summary EED 6  
Employment & Economic  
Development Committee

#### CLEAN COMMUNITY CORPS PROPOSAL

The primary goal of the Clean Community Corps (CCC) is to provide summer employment for youth between the ages of 16 and 21. In addition to employment opportunities, this proposal would provide leadership training and render basic landscaping services to certain Model Cities residents in order to improve the physical environment of the neighborhood.

It is intended that this program operate during the school vacation period and provide basic lawn and yard care for residents that (1) are not physically able to maintain their own yard and cannot afford such services or (2) persons that do not have and cannot afford to purchase their own lawn equipment.

The overall direction of the CCC would be assigned to the Coordinator of the Model Cities Information Center and final responsibility to the Director of the Model Cities Program. The actual direction of "field" personnel will be the responsibility of a capable Model Cities area high school or college student.

All youth participating in the program would be from the Neighborhood Youth Corps and would be residents of the area.

Administration of the program would be handled through the Model Cities Information Center and persons desiring the services of the corps would call the center.

It is anticipated that the Corps Director would be selected from a group of qualified students from the area. The selection would be made by the Coordinator of the Information Center in cooperation with the school administration.

TENATIVE FIRST YEAR BUDGET

\$2,700.00

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SECTION VI-B  
Proposal Summary EDRC-I  
Education, Recreation & Culture

A PROPOSAL TO IMPROVE EDUCATIONAL OPPORTUNITIES  
FOR THE MODEL CITIES CITIZENS

SUMMARY

During six months of resident discussion of education problems in the Model Cities Area, two over-riding concerns became the focus of planning activities:

1. Modifying the system of the Portland Public Schools to meet the particular needs of the residents of the Model Cities Area.
2. The demand to desegregate and integrate the Portland School System.

In dealing with the first matter, the Proposal recommends the establishment of an experimental learning center in the Model Cities Area. This center would work under a policy board made up of citizens, teachers, and Model Cities education committee members. This board would select curricula that would be in tune with community needs and desires.

On the center staff would be five community aides (residents of the area) who would have the job of encouraging citizens to take an active part in planning such an experimental center for their community.

In facing the second concern, the Proposal calls for development (over a two-year period) of a grade exchange plan for establishing schools of the Model Cities area into 7th and 8th grade centers, bringing in 7th and 8th grade students from all other schools of the city, and transporting all younger children from Model Cities schools to other Portland schools which would become K-6 schools.

The first year program would only involve one Model Cities area school and five outside schools. During the first six months of this plan, extensive dialogue will take place between parents of all schools being affected by such an exchange program.

The Proposal recognized the communication gap that exists between parents and the schools. Therefore, it recommends the establishment of an advisory board - consisting of 15 members: three from the Model Cities Education Committee, seven other residents from the Model Cities Area, and five from the Portland community at large.

The Proposal takes the position that before any meaningful education can take place, the Portland School Board, Superintendent, and Administration must commit themselves to relevant education for all citizens in a multi-racial climate.

TENTATIVE BUDGET - FIRST YEAR

\$954,333.43

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Section VI - C  
PROPOSAL SUMMARY  
HSL 1  
HEALTH, SOCIAL AND LEGAL  
SERVICES

H.S.L. #1  
PROGRAMS FOR THE ELDERLY

Existing Situation

Many of the elderly in the Model Cities area are living under the most deprived conditions. They are lacking a variety of medical, social, recreational, personal and economic resources. Many services which are present in the greater community are inaccessible because of economic, bureaucratic, or transportation limitations.

Goals

The overall goal is to provide accessible, acceptable, comprehensive services for the aged in the Model Cities area in such a way as to maximize their independence, their self-esteem, their social interaction, and to limit the need for residential-institutional care.

Approach

Several agencies serving the elderly are presently operating in the community. The Council of the Aging is interested in developing special programs for the elderly in the Model Cities area. This proposal contains two parts: 1. The development of an Information and Service Center for the Aging, and 2. The establishment of a Total Life Care Center for the Aging. The former would be implemented at the earliest possible date and would include casefinding so as to collect hard data as to the real needs of the elderly in the community.

The second and longer range program, the Total Life Center, would include a variety of comprehensive services. This would include low-cost housing, health services, low-cost meals, and hospitalization.

It is anticipated that the Information and Service Center for the Aging would eventually be incorporated into the Total Life Care Long-Range program.

Budget

Since the proposed program has a heavy emphasis on health related needs, a special committee on health planning is giving budgetary consideration to this program.

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Section VI - C  
PROPOSAL SUMMARY  
HSL 3  
HEALTH, SOCIAL & LEGAL  
SERVICES

H.S.L. #3  
WELFARE IN MODEL CITIES

Existing Situation

Until very recently very little was known as to the actual number of persons on the welfare caseload in the Model Cities area. Recently through a special count it was determined that there are some 2,000 cases of welfare services in the Model Cities area. This does not include the child welfare caseload which is undergoing an additional hand count. This is a disproportionate number of case services when matched to any other comparable area in the metropolitan community or the state at large.

Goals

1. To launch a comprehensive social service program delivered in such a way as to make a major impact on the Model Cities area.
2. To engage the State and County Welfare administration in a neighborhood service program where policies for program operations will be more responsive to residents.
3. To assure that welfare recipients in the Model Cities are effectively informed of and served by other programs being developed in the Model Cities area.
4. To provide necessary employment and training opportunities so welfare recipients can become gainfully employed, thus, decrease the caseload in the neighborhood area.
5. To provide a maximum of essential services to those who must remain on welfare so that they can live in security and decency.

Approach

The approach would be to establish a welfare neighborhood service center, hopefully as part of a multi service center with many other agencies and programs, located in the Model Cities area. Such a center would provide immediate access for residents to services available.

Special services would be provided to those who have applied for welfare and have been found ineligible and also those who have been terminated from welfare but are still in need of some sort of help. Through the use of community service aide staff based on the New Careers concept, assignment would be given to these cases to assure that maximum community resources would be utilized.

Adjunctive welfare services would be readily available in the community. This would provide for both the dispensing of surplus foods and the food stamp program in the Model Cities area.

Elimination of program categories: Presently welfare programs are administered through several various categorical programs which have different

eligibility and budget standard. Recommendation here would be for one main standard of services.

The caseworker should be given additional support in dealing with the family so that decisions affecting the case can be made expeditiously and best fitting the needs of the family.

The main thrust of the program would be a strong New Careers program. This part of the program would employ residents and recipients of welfare services in a variety of capacities in dispensing welfare services. Some of these suggested service roles would be as follows: (a) intake advocates that would serve cases as they apply to assure that they receive maximum service from the agency or referred elsewhere so that the proper connections are made to insure service delivery. (b) casework assistants who would work with present caseworkers in doing non-intensive care type of activities. (c) community service workers who would perform a variety of functions in the community but not necessarily attached to specific cases.

A volunteer program which would involve the total Model Cities community in a program. Such volunteers might serve roles as case aides and big brother and big sister type activities. They could be involved in providing transportation for recipients, in making appointments, taking children to doctor appointments, and other related activities.

A strong portion of the program is the Policy Advisory Board which is made up of residents with a predominance of recipients in the program.

The State Public Welfare Commission and its administrative agency would be responsible for implementing the program.

#### Budget

Negotiations are presently being conducted with the State Public Welfare Commission and the County Welfare Department to determine the feasibility of implementing this program. The resources of the proposed multi-service center are being re-examined as to their implications for this program service. The Welfare Administration is reviewing the proposal and will make response in the near future, including phase in budgeting and program content.

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SECTION VI-10  
Proposal Summary HSL-10  
Health, Social & Legal  
Services

### PLANNED PARENTHOOD

Model Cities has some 6,858 females in the 17-44 year age bracket, and a significant portion of this age group would be beneficiaries of this program. Corollary statistics to the incidence of this age group would indicate that the Model Cities group has a high incidence of Portland's illegitimate births, premature births, and infant deaths. The present planned parenthood has been in operation for a period of five years and have experienced an increasing caseload in the Model Cities area. However their present resources are not sufficient to give the comprehensive service that is needed. Planned Parenthood and other health-related agencies have a high degree of interest in expanding the existing program and making it more comprehensive in nature.

#### Goals

1. To reduce the level of premature births and infant mortality so that the Model Cities incidence of same is equal to or better than that of the Greater Portland area.
2. To educate the women of the area so that they may make use of modern planned parenthood concepts so as to better maintain themselves economically, socially and medically.
2. To reduce the illegitimacy rate for the area along with the areas of social and economic problems this creates.

#### Approach

The approach would be to extend the existing Planned Parenthood Association program and to include in the planning the facilities of Emanuel Hospital and the Multnomah County Health Department's planned parenthood clinic. An important feature of this program would include health aide type positions who would be recruited from the Model Cities neighborhood and trained to do paramedical type tasks.

#### Budget

Budget considerations are presently being deliberated by special health planning subcommittee so that they relate to the overall program. However the program is still being dealt with as a separate entity so as not to be obscured in the long-range planning of comprehensive health services. This would facilitate the program's implementation at an earlier date in a building block fashion with a goal of integration into an eventual comprehensive health service program.

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Section VI - C  
PROPOSAL SUMMARY  
HSL 11  
HEALTH, SOCIAL & LEGAL  
SERVICES

## COMPREHENSIVE HEALTH SERVICES

### Existing Situation

Community Comprehensive Health Planning is being given major emphasis by federal legislation and local development. In the metropolitan area of Portland comprehensive health planning is being developed on a broad and long-range planning basis. The State of Oregon also is tooling up for comprehensive health planning. Since the Model Cities area is designated as one of the areas of greater needs in the community, it is suggested that all programs being developed have a comprehensive flavor. It is hoped that implementation of some experimental program in the development of comprehensive health planning services could be implemented in the Model Cities area.

### Goal

1. To provide a comprehensive health program with a full range of health services to the residents of the Model Cities area for all those in need.
2. To involve the total resources of the health agencies in the community in the planning and service delivery process.
3. To involve a broad citizen participation in the planning process and in the development of programs.

### Approach

A comprehensive health service program would include a full range of benefits including: hospital care, surgery, medical, psychiatric, nursing care, drugs, maternity, visual, prosthetics, extended care, rehabilitation, dental care, and necessary transportation. It proposes that existing medical facilities and resources in the Model Cities area and in the metropolitan area at large be utilized to put together this comprehensive service plan. The method of financing is suggested as being an insurance plan. Major insurance carriers and associations in the metropolitan area have begun to submit plans for coverage.

The proposal calls for a health planning expert to develop the phase in program on a building block plan whereby some program features could be implemented in the first year and others phased in in an orderly developmental fashion.

### Budget

As indicated earlier, major health insurance carriers are presently bidding on coverage for the health package. These proposals will be reviewed by a special committee of the Health Subcommittee and recommendations made as to the plan giving the best coverage for the best money. Other parts of the program will be implemented through a network of local health service agencies. A health planning group of community health representatives are working on the development of the budget and phase in program.

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SECTION VI-C  
Proposal Summary HSL-13  
Health, Social & Legal  
Services

### MENTAL HEALTH

The follow-up for psychiatric patients is not being adequately or realistically implemented at this time. A comprehensive program of community services for psychiatric patients and their families is proposed.

#### Goal

Through coordination of existing services, improved family education and coordination, and improved psychiatric supervision, this proposal will help maintain individuals with psychiatric disorders in the community and will assist the patient to assume his normal living patterns after hospitalization. The goal would be to provide not only remedial care but preventive care which might include such things as family therapy or an intervention in the home, use of neighborhood mental health aides, and the coordination of the resources of the medical facilities in the community.

#### Approach

Consideration is being given to the development of a satellite clinic where the innovative services such as family therapy and home intervention (?) through the use of neighborhood mental health aides could be achieved. With the development of the comprehensive health services program, the main features of this mental health program are to be inter-related. However the features of this program not obscured in the broad health services program so to prohibit its implementation at an early date.

#### Budget

The budget considerations for this program are presently being developed and will be proposed by the health planning committee.

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SECTION VI-C  
Proposal Summary HSL-15  
Health, Social & Legal  
Services

### MENTAL RETARDATION PROGRAM

The major facility for mental retardation in the State of Oregon is institutional care provided by Fairview Home. There are several day programs operated in the metropolitan area by various schools for the mentally retarded. There is a special program being set forth at the national level for regional centers for the mentally retarded. The Mental Retardation Association has taken steps to study and make recommendations on the feasibility of the establishment of mental retardation services on a regional basis. The Mental Retardation Association has been a consultant in the development of this program concept.

#### Goals

The overall goal of the program would be to provide a full range of services to mentally retarded individuals at the regional or neighborhood level. These services would be provided to all age groups of the mentally retarded population. It would include day activities, some residential care and other special projects. It would involve families and the community agencies at large in providing and implementing of services. One of the major features currently being developed in the theory of mental retardation is that children raised in retarded environments have special difficulties in ~~maximizing~~ achieving maximum mental potential. Therefore a corollary goal would be to develop the optimal environmental climate whereby the potential for mental health could be maximized.

#### Approach

Through the establishment of a regional or neighborhood mentally retarded facility services would be brought to bear where the problem exists and would be most accessible to those most in need. The total community would be sensitized to the needs of the mentally retarded and the incidence of this in the community. Through a program of a broad range of services involving the existing community services for the mentally retarded and a newly developed regional center, comprehensive services would be offered. These center activities would include a full range of services for all age groups and provide both day, evening and essential residential care. It would involve a form of halfway house concept closely aligned with the programs of the Multnomah County Association for Retarded Children; the Oregon Medical School, and the Fairview Home for the mentally retarded.

#### Budget

A budget of approximately \$550,000 for a full year program has been set. A phase in program would require two thirds of that in a first full year and then annualized at that figure thereafter. Resources for financing consist of local, state and a variety of federal special impact programs for the retarded. While it is not indicated at this time, some Model Cities block grant monies might be reserved to serve as seed or matching money for other special federal programs requiring local matching funds.

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SECTION VI-C  
PROPOSAL SUMMARY HSL-16  
HEALTH, SOCIAL & LEGAL  
SERVICES

## COMPREHENSIVE LEGAL SERVICES

### EXISTING SITUATION

A legal service program with three attorneys on staff has been offered to low income residents of Model Cities neighborhood, for the past two years, through the Albina War on Poverty community action program. Office of Economic Opportunity guidelines the kinds of services that can be offered, and the number of cases that can be served because of stringent income criteria. Many cases have not been served due to these O. E. O. criteria limitations. The need is obvious for legal services in the Model Cities area.

### GOAL

The purpose of the Comprehensive Legal Services program in the Model Cities area, would be to provide a full range of legal services to residents. An immediate goal would be to provide essential services to the concentrated minority group population.

### APPROACH

The Legal Service Committee has presently identified eight major program notions set forth as representing the Comprehensive Legal Service program.

1. Ombudsman Program
2. Neighborhood Court Program
3. Neighborhood Law Offices
4. Extension of Present Legal Services
5. Public Defender Program
6. Pre Trial Release in lieu of Bail
7. Legal Service Staff Planner, Coordinator & Administrator
8. Legal Service Community Service Workers

### BUDGET

The budgets for these various components are presently being worked out by a special committee. The committee will set up priorities as to what programs can be implemented early and what will be on a long-range basis.

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SECTION VI-C  
Proposal Summary HSL-18  
Health, Social & Legal Services

## HOMEMAKER SERVICES

### Existing Situation

Homemaker services in the metropolitan area are primarily provided by the Family Counseling Service. The State Public Welfare Commission provides some homemaker services to recipients, but not to the broader community. Homemaker service has provided special program services under the Office of Economic Opportunity program; however, these were curtailed in the Model Cities area due to priorities considerations. Homemaker services are desperately needed in the Model Cities neighborhood since the current and previous programs did not begin to meet the demands in the area.

### Goals

The goal would be to provide expanded homemaker services for all groups who needed such services in the Model Cities area. This would include broadened services for all age groups.

### Approach

Such a program would be administered through a present homemaker service section of the Family Counseling Service. These would be augmented by services from the Department of Public Welfare presently provided to recipients.

### Budget

Budget attached to this proposal is estimated to be approximately \$50,000 annually.

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SECTION VI-D  
Proposal Summary PS-1  
Public Safety

#### CITIZENS GUIDEBOOK TO PUBLIC SAFETY

When published, this book will provide a ready source of community information not presently compiled under one cover. Emergency telephone numbers, a list of Social Services available in Multnomah County, information regarding citizens' rights and responsibilities, and methods to protect life and property from fire or theft. The answers to the more common legal questions dealing with contracts and the sale of property would also be included.

The handbook will be delivered free to each resident in the Model Cities area and will be available for purchase (at cost) at other locations.

Tentative Budget: \$15,000.00

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SECTION VI-D  
Proposal Summary PS-2  
Public Safety

#### POLICE DEPARTMENT COMPLAINT FORM

It is recognized that good communication between the Police Department and the residents of the Model Cities area is important and necessary in these times of urban unrest. It is felt that social justice would be better served, and existing problems and tensions now felt by residents could be alleviated by the use of a complaint form.

The recommended approach of this proposal would be:

1. A complaint form (with carbon copy) would be made readily available throughout the Model Cities area.
2. In addition to complaints, the form could also be used to call attention to noteworthy acts of police service or to make suggestions of methods that could improve service.
3. The original copy of the form would be mailed or personally delivered to the office of the Chief of Police, Police Headquarters, or to the Community Relations officers at the Model Cities Information Center.
4. The carbon copy would be mailed or taken to the Model Cities office.
5. The form would be reviewed by the Police Department and the originator would be informed as to the result of the complaint.

Tentative Budget for the first year: \$400.00

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SECTION VI-D  
Proposal Summary PS-4  
Public Safety

COMMUNITY RELATIONS AND JUSTICE  
INTERNSHIP PROGRAM

On a nation-wide basis the Law Enforcement profession has lacked a career development program which would challenge young men and women to enter its ranks.

Here is proposed a well planned and professionally supervised work-study program combining full-time college studies with meaningful on-the-job training.

Twenty interns would be registered as full-time students at Portland Community College and would work a part-time schedule under close supervision in one of the metropolitan police or sheriff departments.

Each intern would be provided a respectable standard of living while working in a degree granting program. Successful completion would virtually insure the young man or woman a lifelong career in the police service or some related field.

Estimated First Year Budget: \$97,219.00

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SECTION VI-D  
Proposal Summary PS-6  
Public Safety

A PROPOSAL REGARDING YOUTH CARE CENTERS  
AND FOSTER HOME PROGRAMS

There are many children in the Model Cities area in need of special counseling outside their home but within their community. Last year 479 children from the Model Cities area were referred to the Multnomah County Juvenile Court. Some of these are returned to their own home, but it becomes necessary to institutionalize a large number by placing them in the MacLaren State School for Boys or the Hillcrest School for Girls.

It is felt that many youth could be spared this experience and be helped by more appropriate methods.

At the present time there is only one foster home for children in the entire Multnomah County area and one group home that can care for 10 boys.

This proposal would establish a Youth Care Advisory Commission to develop a preventive approach, and open new foster homes and a Youth Care Center in this area. Professional care for the youth by these means would result in quicker rehabilitation and a shorter period of special supervision.

Estimated Budget for First Year: \$266,934.00

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SECTION VI-E  
PROPOSAL SUMMARY  
CP-1  
CITIZENS PARTICIPATION

A PROPOSAL FOR EDUCATING PEOPLE TO UNDERSTAND EACH OTHER

INTRODUCTION

One basic cause for the problems which exist in man's relations to man is lack of communication between persons, and therefore a lack of understanding of each other's attitudes, interests, culture and motives.

This proposal suggests techniques for opening channels of communication and methods of explaining attitudes and feelings of different groups within our society. The proposed techniques include public service announcements, small groups engaged in dialogue; the use of TV programs; short dramatic presentations to groups; insert sheets for church bulletins, newspaper editorials and/or feature articles, posters on bulletin boards at public places; the use of radio, and special courses included in elementary and high schools.

TENTATIVE BUDGET FIRST YEAR

26,800.00

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SECTION VI-E  
Proposal Summary CP-2  
Citizen Participation

#### SUMMARY OF PROPOSAL FOR INFORMATION CENTERS

Numerous complaints of residents have been voiced that they know nothing about Model Cities.

This Proposal establishes four (4) Model Cities Information Centers, strategically located within the Model Cities Area and staffed by area residents. These Centers will serve to acquaint residents with the Model Cities Programs to involve citizens in community planning. The Centers would also be available for other varied community activities.

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SECTION VI-E  
Proposal Summary CP-3  
Citizen Participation

#### SUMMARY OF PROPOSAL FOR RESIDENT REIMBURSEMENT

The Proposal on Resident Reimbursement recognizes a lack of citizen participation due to the added costs of transportation, child care, and job-time loss. It establishes a fund for the reimbursement of those expenses, based on a statement of need, at established rates, for area residents who participate on Model Cities Working Committees.

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SECTION VI-E  
Proposal Summary CP-4  
Citizen Participation

PROPOSAL FOR TRAINING AREA RESIDENTS TO SERVE  
ON COMMISSIONS AND IN EXECUTIVE POSITIONS

Many residents of the community who have the interest and potential to become leaders and public functionaries, do not have the necessary education and experience that would enable them to be effective in these roles. Yet, for the Model Cities Program to be effective, it is mandatory that the leadership come from the residents.

This proposal is designed to offer training and orientation to area residents who wish to fill executive and commission positions with the Model Cities Program. It establishes a Coordinator of Leadership Training (COLT) who will be charged with the responsibility for the program. Many job descriptions will provide that employees will have passed a training course, or will agree to complete such a study within a prescribed period of time (unless they have previous training or experience in a similar position).

The training program will be developed by and will be under the direction of COLT with policies and curriculum approved by the Citizens' Planning Board. The training program will include a wide range of classes and workshops, and courses in the trainee's field of employment, some of which will be contracted with a local educational institution. Upon completion of the course, the trainee will be certified for a period of five years.

Trainees whose applications have been accepted for employment or appointment will be reimbursed for all necessary costs and for time spent in training. Other persons may take the training but will not be entitled to reimbursement.

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SECTION VI-E  
Proposal Summary CP-5  
Citizen Participation

#### SUMMARY OF PROPOSAL FOR COMMUNITY ORGANIZATION

Resident involvement in planning and carrying out Model Cities projects can be greatly improved both in numbers of people and quality of their participation. Before this can occur, however, residents must have a fuller understanding of the role, function and purpose of Model Cities.

On-the-street and house-to-house personal contacts provide one of the most effective methods for informing and involving a large number of residents. This contact work can best be accomplished by residents who will be trained as community organizers.

To carry out the program for increasing resident participation and support, 60 paid part-time community organizers will be employed for 10 hours a week. After an initial 3 weeks of training, they will spend 8 hours a week in house-to-house and street visits and 2 hours a week in followup training.

The training programs will include (1) orientation on the Model Cities program, (2) sessions to build skills in communications and human relations, and (3) sessions on techniques for contacting, informing and involving people from the area. Manuals will be developed to reinforce the training and provide reference material.

The results of the project should be a group of persons who can communicate effectively with residents of the Model Cities Area. This should greatly increase the involvement of the residents and the eventual success of the overall Model Cities Program.

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SECTION VI-F  
Proposal Summary HPP-2  
Housing and Physical Environment

A POLICY POSITION REGARDING PHYSICAL CHANGE AND  
IMPROVEMENT

This Proposal defines a set of goals and policies to serve as a criteria for all plans and proposals for physical change. The goals listed are not quantified but rather attempt to give several general approaches and attitudes toward the future of the area.

Basic assumptions are: The ghetto characteristics of the area must be remedied; Freedom of housing choice is fundamental; The area is an integral part of Portland, not an isolated area set apart; Potential hardship to people resulting from development programs must be eliminated before such programs are initiated.

Goals and policies are stated for each of the general concerns of Housing, Transportation and Environment.

Budget: None.

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SECTION VI-F  
Proposal Summary HPP-5  
Housing and Physical Environment

#### MEETING THE HOUSING NEEDS FOR CENTRAL ALBINA

This Proposal is a statement regarding procedures and policies for resident involvement in planning physical change for one neighborhood in Model Cities, Central Albina.

It includes the requirement for a majority vote of the resident adult population before any proposal affecting the area can go into effect.

It also establishes the policy that rehabilitation of the neighborhood is a basic objective.

Budget: None

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SECTION VI-F  
Proposal Summary HPP-6  
Housing and Physical Environment

PHYSICAL ENVIRONMENT PLANNING AND HOUSING PROGRAM

This Proposal calls for utilization of the new Neighborhood Development Program legislation (NDP) as the "umbrella" mechanism for achieving physical improvement. The NDP approach is highly amenable to the current state of Model Cities planning in that it provides for planning and action to proceed simultaneously on a year-by-year basis. Each year, funds can be requested for the next year's work. A similar request is made the following year, etc. until all needed developments and improvements have been accomplished.

The Proposal calls for the entire Model Cities Area (excepting only those blocks already proceeding under Renewal Projects - ANIP, Emanuel Hospital and Irvington Code Enforcement - to be designated as an NDP area so that in succeeding years specific actions called for by neighborhood plans can be "plugged in" as the plans develop.

Certain specific actions are proposed for next year:

1. Develop detailed plans for each neighborhood.
2. Make rehabilitation loans and grants to residents.
3. Remove unoccupied derelict buildings to provide land for new housing construction.
4. Develop two or three "demonstration blocks" to show the potential for rehabilitation under a concerted effort.
5. Woodlawn Neighborhood Improvements
  - a. begin street improvements
  - b. begin land acquisition for a neighborhood park
  - c. concentrate rejuvenation efforts on one "demonstration block."

Total First Year Budget: \$1,413,940 plus estimated rehabilitation loans and grants to individuals \$750,000.

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SECTION VI-G  
Proposal Summary MSC-1  
Multi-Service Center

#### SUMMARY FOR MULTI-SERVICE CENTER

##### Introduction

At the same time that Working Committees of Portland Model Cities Program were beginning to think about a Multi-Service Center, the Governor of the State appointed a Task Force, including the Director of Portland Model Cities, to consider a state-sponsored Multi-Service Center in the Model Cities Area. The Chairman of the Citizens' Planning Board and other residents of the area have also attended the Task Force meetings.

The planning for such a Multi-Service Center is in first-draft form at this writing and has been reviewed by a special Multi-Service Working Committee of Model Cities and the Citizens' Planning Board. Further refinement of the Multi-Service Center idea is currently under way with the intention to begin operations on a minimal basis even prior to Portland's being funded for its first action year.

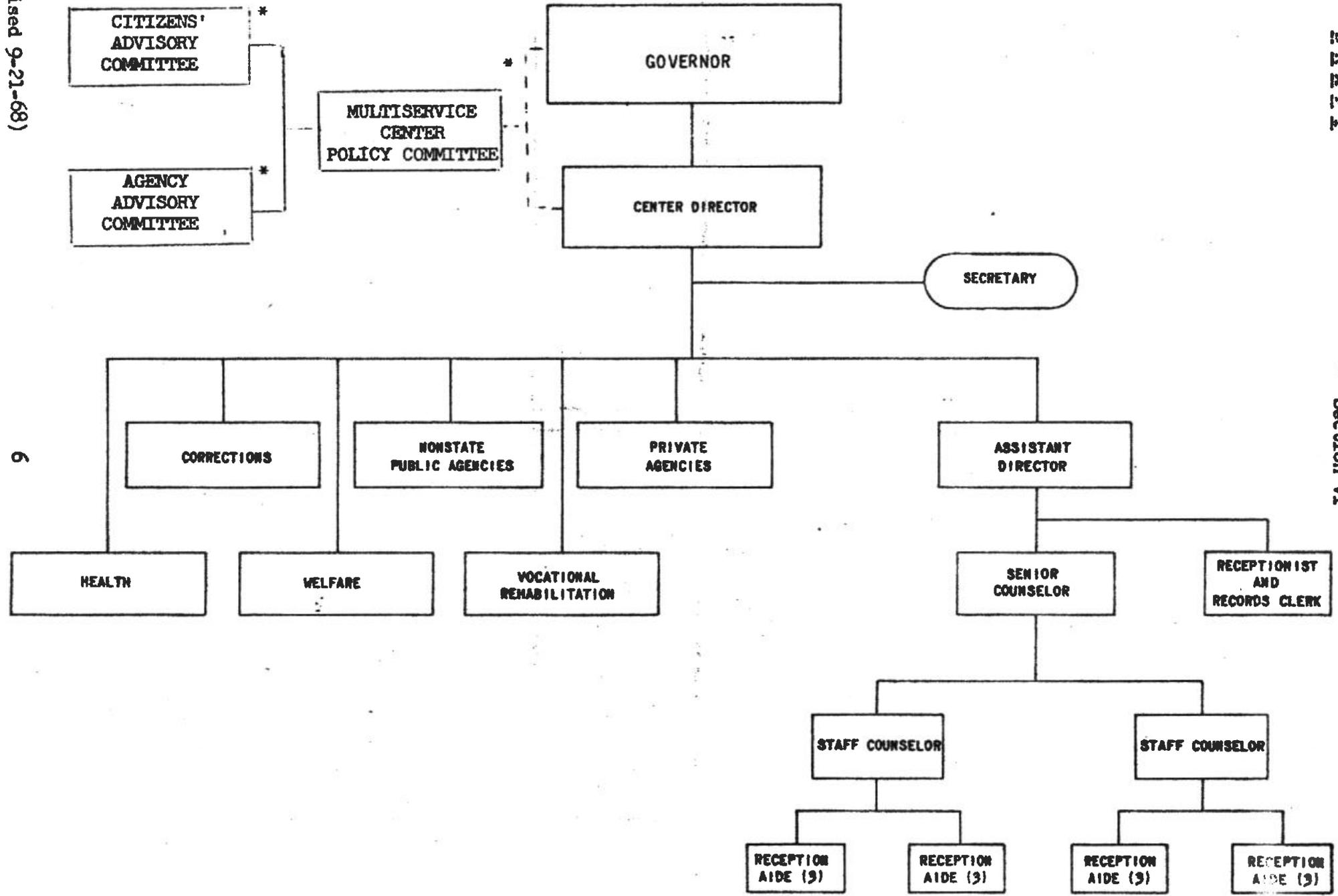
Following is a quotation from the draft of the Governor's Task Force and a chart indicating administrative inter-relationships.

"The Multi-Service Center provides an organization capable of delivering a broad range of services in a coordinated and highly responsive manner to the needs of individuals and families. The Center will aid in the better solution of problems and in meeting human needs of the residents through both traditional and innovative means, and will serve as a method of reducing the gap between available services and the citizens who require the services.

"In addition, the Multi-Service Center will:

- A. Provide collocation of service agencies within a given geographical area;
- B. Provide a convenient, easy to reach, central location for those residents in need of the services;
- C. Provide an opportunity for the involvement of the disadvantaged and the poor in the development and growth of the Center as they, themselves, strive for economic and social self-sufficiency;
- D. Provide benefits from integrated and coordinated services, cooperatively furnished by the several specialized agencies to multi-problem families or individuals;

- E. Provide opportunities for development of professional skills by employment and training of sub-professional aides from among the disadvantaged of the Center area; and
- F. Provide increased efficiency of service units through elimination of duplication of interviews, repetitive paper work, and through use of a central family file system.



OUTLINE - PORTLAND PLAN

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APPENDIX ITEMS

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APPENDIX ITEM II

BOARD ACTION

The following proposals have been approved by the Citizens' Planning Board as of the date indicated.

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AN APPROACH TO EVALUATING THE PORTLAND  
MODEL CITIES PROGRAM<sup>1/</sup>

Introduction

The Model Cities program is a coordinated combination of Federal programs designed to attack the problems of the disadvantaged. Its goal is to show that blighted areas can be transformed into redeveloped, viable communities. It is essential, therefore, that some rational scheme of evaluation be set up to assess the program.

This means devising some way of getting at the full cost of the program and the full benefits that are received from these expenditures. The task is complicated because not all of the cost to society show up on a balance sheet. The problems of estimating costs are easy relative to that of determining benefits--most of the benefits never pass through any central place in the market and thus have to be imputed. Moreover, some of them are not even susceptible to quantitative measurement and have to be left as subjective in the mind of each individual.

One method that tries to take into account the full range of variables is cost-benefit analysis. The first part of the paper will explain, in very brief and simplified form, what is meant by cost-benefit analysis. The second part will show how the analysis could be applied to the Portland Model Cities program.

The Cost-Benefit Procedure

"Cost-benefit analysis is a practical way of assessing the desirability of projects, where it is important to take a long view (in the sense of looking at the repercussions in the further, as well as the nearer, future) and a wide view (in the sense of allowing for side-effects of many kinds on many persons, industries, regions, etc.); i.e., it implies the enumeration and evaluation of all the relevant costs and benefits."<sup>2/</sup>

The application of cost-benefit analysis to the Model Cities program, or any other program for that matter, is not nearly as easy as the above statement might imply. Some, although not all, of the problems, will be treated below.

First, there is the problem of the relevant time period over which to measure. Costs are usually measured at the time they occur. For the operating

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<sup>1/</sup> This paper results from the interest of many organizations, directly or indirectly involved with the Portland Model Cities undertaking, in developing some method for evaluating the program. It was financed by the Portland Urban Studies Center.

<sup>2/</sup> A. R. Prest and R. Turvey, "Benefit-Cost Analysis: A Survey," Economic Journal, December, 1965, p. 683.

costs of ongoing projects, this would be annually. Capital costs of investment projects are also charged off at the time the expenditure occurs--not on a depreciation basis. In cases where a revolving capital fund is used for making low or no interest short-term loans which are expected to be repaid, two types of costs should be considered. First there is the opportunity cost of capital, i.e., the difference between the interest that is actually received and that which would have been received if the loans had been made at a market rate of interest. To this should be added any losses to the capital fund due to non-repayment of loans. Both types of costs should be charged on an annual basis.

The time path of benefits will vary significantly according to the type of project undertaken. For example, benefits from a center to set up car pools occur immediately and decrease over time as opportunities for additional car pools diminish. At the other extreme, the benefits of the Head-Start Program will not show up until many years later when those affected reach working age. Benefits will occur continually from this point until retirement. In between are numerous other time paths over which benefits (and costs) will occur. It is important to keep in mind, in this respect, that the length of time over which a benefit should be estimated is independent of the cost period in producing the benefit.

No exhaustive analysis of the time paths of costs and benefits for individual programs will be undertaken here. (A more detailed listing of types of benefits follows in the next section.) The way in which projects are evaluated is to compare the discounted present value of costs to the discounted present value of benefits, where the present value of future costs and benefits is determined through the use of a relevant interest rate. Projects in which the present value of benefits exceed the present value of costs (assuming all relevant costs and benefits can be measured) should be undertaken--others should not.

Another type of problem is "cost and benefits to whom?" At least four areas can be identified.

1. Costs and benefits to residents of the Model Cities area.
2. Costs and benefits to residents of the Portland metropolitan area.
3. Costs and benefits to residents of the State of Oregon.
4. Costs and benefits to residents of the nation as a whole.

Quite different results may occur depending on which area one chooses to view. The majority of the benefits can be expected to accrue to residents of the Model Cities area, although there will also be some benefits to residents of other areas. On the other hand, the cost of the project comes out of the tax funds of local, state, and national agencies, the particular proportion depending on the type of project. It is extremely doubtful that the value of all taxes paid by Model Cities residents comes anywhere near the benefits to be received by them. Since Federal matching funds cover an important portion of all projects, it also seems logical that the benefits to residents of the municipal area and the state also exceed the costs to these agencies.

Because the decision to undertake the Model Cities program was a legislative decision of elected officials, it seems logical that costs and benefits be looked at from the point of view of society. Moreover, once the decision has been made to undertake a particular project, most of the relevant costs become very visible and are not likely to be ignored in evaluations. To compare these costs with anything less than the full benefits to society would be to bias the results against the Model Cities program.

#### Application to Portland Model Cities Plan

What are the relevant costs and benefits of the Portland Model Cities plan? The costs have been fairly well enumerated above in our discussion of time flows. Briefly restated, they consist of

1. Operating costs of carrying out the program.
2. Cost of capital used in investment projects.
3. Opportunity costs of capital used in revolving credit projects.
4. Those portions of revolving funds lost because of non-repayment.

In discussing benefits, we shall cut across lines of some of the major components of the Portland plan. This is done because it is easier to discuss benefits in terms of goal objectives, and goals may be furthered by projects listed under several components of the plan. For example, if the goal is increased employment, then certainly the improved transportation proposal is relevant, but so too is a legal aid proposal that allows a worker accused of crime to be released on his own recognizance; otherwise he might have to spend the time in jail instead of continuing his employment pending the outcome of trial. Evaluating goals instead of proposals imposes no problem from the cost side since costs can quite easily be regrouped across component boundaries.

What follows does not purport to be a complete listing of goals or of benefits derived from achieving such goals. It should be thought of rather as an example of the types of benefits that may be derived. There are three general types of benefits that we should identify. a) Direct tangible benefits that go to residents of the Model City. b) Indirect tangible benefits that accrue to society as a whole--these will sometimes be referred to as social benefits. c) Intangible benefits that may accrue to both residents of the Model Cities area and to society in general but which are of such a nature that no monetary value can be ascribed to them. Discussion of these intangible benefits will be deferred until later.

#### 1. Benefits from job creating projects.

For residents of the Model Cities area who already have jobs but get better ones, the direct benefit is the increase in income as a result of these better jobs. For those who would have been unemployed, it is the full value of income received, less any reduction in unemployment compensation. If there is a sufficient degree of unemployment, a multiplier effect may also be present--more jobs, or better paying ones generate additional income for job holders; additional income means more

spending on goods and services; additional spending means an additional demand for resources, thus creating even more jobs and additional income. If the second round of jobs goes to Model Cities residents, another benefit would have occurred.

Indirect benefit occurs for instance, if, as a result of increased employment, welfare payments are reduced. Society has that much more energy to devote to other purposes.

2. Benefits from housing rehabilitation and urban renewal.

The direct benefits here are in terms of increased property values of residents. A type of indirect benefit results if there is an increase in property values of nearby areas because they are no longer next to a substandard housing concentration. If the neighborhood also becomes "safer" as a result of improved housing, then a reduction in needed fire and police protection would also be an example of social benefits.

3. Benefits from improved education and information.

Direct benefits can take two forms. If the educational experience allows the persons to increase his income earning potential, then it is the value of this increase that is important. If it allows him to make wiser consumer purchases, then it is the cost savings that are relevant. To the extent that better educated persons are also better citizens and require less of police, fire, judicial, and penal programs, the saving to society is also an indirect benefit.

4. Benefits from better health care.

The direct benefits from improved health care is the increase in income resulting from a longer or more healthful life. Indirect benefits occur in cases where health care reduces a communicable disease, thus reducing the probability that other members of society will be affected.

Intangible benefits result if there is a greater "enjoyment of life" because some program has been undertaken. Unfortunately, enjoyment of life is not quantifiable in any known term. Nevertheless, it is a benefit and should be taken into account, even if in a subjective way. The greatest intangible benefit probably would go to residents of the Model City because of an increased feeling of pride and equality. Society would also benefit indirectly through lessened tensions and more harmonious relationships with the formerly underprivileged sector of society.

The interdependency of many of the projects undertaken in Model Cities programs make evaluations difficult, even for groups of proposals with similar goals. For instance, improved housing, besides raising property values, may also have implications for better health and higher educational achievement, even without expenditures in those areas. Likewise, increased income may cause an automatic improvement in housing where substandard housing is presently a matter of economic necessity. It may also bring about less urgent need for teenagers to drop out of school in search of work to help bolster the family income, thus increasing educational attainment of the young.

Because of this interdependency, the ultimate test should be in terms of the costs and benefits of the entire program, not for individual proposals or groupings of proposals. Determining the cost of the Model Cities program will not pose any serious problem. Determining benefits, on the other hand, is fraught with difficulty. Direct benefits from additional income or increased property values is difficult to estimate, but it can be done. Estimates of indirect benefits, such as a reduction in welfare costs, are even more difficult, but given sufficient "heroic" assumptions, some values can be imputed. Intangible benefits, however, are not in any way susceptible to quantification in any form.

Cost-benefit analysis can, nevertheless, be useful in making some sort of informed judgment about the success of the program actually carried out. If measurable benefits exceed measurable costs, then the intangible benefits merely tend to "sweeten the pot." If measurable costs exceed measurable benefits, at least we have some way of knowing the size of the gap that has to be accounted for by intangible benefits.

An after-the-fact evaluation of actual costs and benefits for an experimental program such as Model Cities is desirable in order to determine the impact of various types of proposals on Model Cities residents. Such knowledge will be useful in deciding which types of programs should be continued and expanded and which should be phased out. For this purpose, an observational unit will be established within the Model Cities office to continually gather data and assess relevant information about the costs and benefits of the various programs.

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