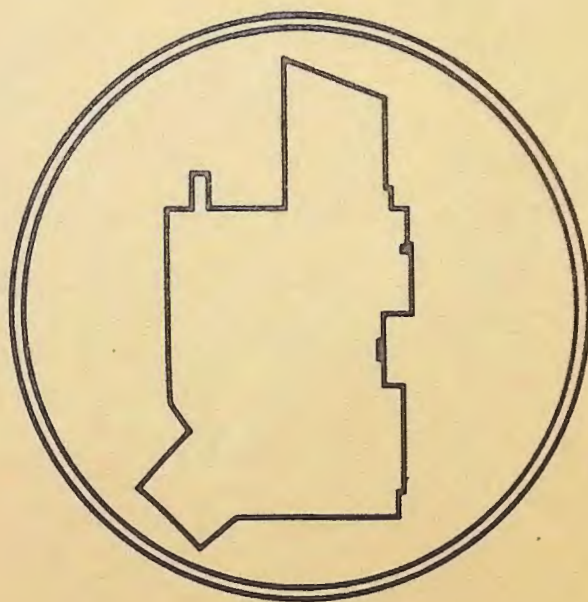


# **COMPREHENSIVE CITY DEMONSTRATION PROGRAM**

PART ONE



## **CITY OF PORTLAND**

**DECEMBER 15, 1968**

PREPARED BY THE MODEL CITIES CITIZENS' PLANNING BOARD,  
WITH THE COOPERATION OF RESIDENTS OF THE MODEL CITIES  
AREA, AND PUBLIC AND PRIVATE AGENCIES OF THE CITY OF  
PORTLAND AND THE STATE OF OREGON.

PREPARATION OF THE COMPREHENSIVE CITY DEMONSTRATION  
PROGRAM WAS FINANCED IN PART BY THE UNITED STATES  
DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT.

OFFICE OF THE MAYOR



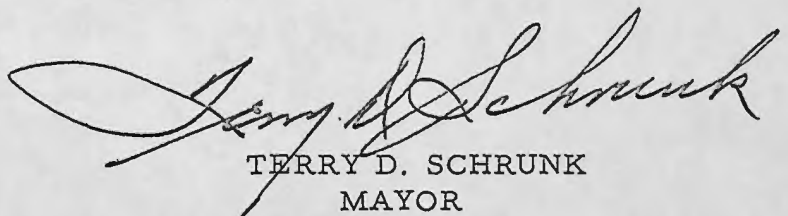
TERRY D. SCHRUNK  
MAYOR

CITY OF PORTLAND  
OREGON

December 13, 1968

The attached Comprehensive Plan for the Portland Model City area is transmitted for your information, review and comments. It has been approved by the Model City Citizens Planning Board, but has not as yet been acted on formally by the Portland City Council or any division of the Department of Housing and Urban Development.

Your comments and/or recommendations are invited.



TERRY D. SCHRUNK  
MAYOR



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Draft Code Provision  
for authority to encumber  
prior to Contract at end  
of fiscal year.

# *Debt Statement*

OF THE  
CITY OF PORTLAND, OREGON

*June* 1967  
~~NOVEMBER 30, 1966~~



COMPILED BY

*Ray Smith*

AUDITOR OF THE CITY OF PORTLAND



# COMPARATIVE STATEMENT OF BONDED DEBT AND SINKING FUNDS

For the Fiscal Years Ended June 30, <sup>1959</sup>~~1958~~ to <sup>1967</sup>~~1966~~ Inclusive

End of Fiscal Year		General Bonds	Dock Bonds	Urban Renewal	Water Bonds	Improvement Bonds	Total Bonds Outstanding	Combined Sinking Funds	Net Bonded Debt
<del>1958</del>	<del>Bonds Outstanding</del>	<del>\$15,229,000.00</del>	<del>\$ 3,964,000.00</del>	<del>.....</del>	<del>\$11,687,994.31</del>	<del>\$1,095,881.45</del>	<del>\$31,976,875.76</del>	<del>.....</del>	<del>.....</del>
<del>Sinking Funds</del>	<del>{ Securities</del>	<del>2,881,070.94</del>	<del>699,400.00</del>	<del>.....</del>	<del>1,136,000.00</del>	<del>.....</del>	<del>.....</del>	<del>.....</del>	<del>.....</del>
	<del>{ Cash</del>	<del>322,586.00</del>	<del>12,813.91</del>	<del>.....</del>	<del>99,981.03</del>	<del>63,582.31</del>	<del>.....</del>	<del>\$5,215,434.19</del>	<del>\$26,761,441.57</del>
1959	Bonds Outstanding	16,731,000.00	4,473,000.00	.....	14,985,313.82	889,773.84	37,079,087.66	.....	.....
Sinking Funds	{ Securities	3,017,891.20	499,400.00	.....	1,310,385.25	.....	.....	.....	.....
	{ Cash	191,754.71	246,234.39	.....	269,943.10	209,865.70	.....	5,745,474.35	31,333,613.31
1960	Bonds Outstanding	15,246,000.00	4,967,000.00	.....	17,285,129.17	693,965.12	38,192,094.29	.....	.....
Sinking Funds	{ Securities	2,895,464.30	499,400.00	.....	1,663,614.10	49,194.50	.....	.....	.....
	{ Cash	175,907.92	3,459.06	.....	72,851.54	50,808.38	.....	5,410,699.80	32,781,394.49
1961	Bonds Outstanding	13,830,000.00	5,138,000.00	.....	18,535,076.38	627,433.52	38,130,509.90	.....	.....
Sinking Funds	{ Securities	2,649,696.58	385,000.00	.....	1,984,630.88	.....	.....	.....	.....
	{ Cash	221,408.23	29,811.20	.....	67,502.07	30,072.93	.....	5,368,121.89	32,762,388.01
1962	Bonds Outstanding	12,235,000.00	5,746,000.00	.....	21,160,102.00	636,408.00	39,777,510.00	.....	.....
Sinking Funds	{ Securities	2,610,981.00	385,000.00	.....	2,194,936.00	.....	.....	.....	.....
	{ Cash	19,957.00	125,413.00	.....	38,178.00	14,924.00	.....	5,389,389.00	34,388,121.00
1963	Bonds Outstanding	10,640,000.00	5,317,000.00	.....	20,136,332.00	627,261.00	36,720,593.00	.....	.....
Sinking Funds	{ Securities	2,297,553.00	385,000.00	.....	2,120,572.00	89,341.00	.....	.....	.....
	{ Cash	70,063.00	106,420.00	.....	151,718.00	38,970.00	.....	5,259,637.00	31,460,956.00
1964	Bonds Outstanding	9,045,000.00	4,819,000.00	.....	18,445,000.00	434,173.12	32,743,173.12	.....	.....
Sinking Funds	{ Securities	2,056,583.42	385,000.00	.....	1,722,642.72	.....	.....	.....	.....
	{ Cash	85,291.85	62,514.06	.....	47,108.46	107,065.59	.....	4,466,206.10	28,276,967.02
1965	Bonds Outstanding	11,375,000.00	7,809,000.00	.....	16,581,000.00	660,268.47	36,425,268.47	.....	.....
Sinking Funds	{ Securities	1,864,168.47	380,000.00	.....	1,614,007.46	39,200.00	.....	.....	.....
	{ Cash	41,697.88	96,773.62	.....	135,177.27	27,946.65	.....	4,198,971.35	32,226,297.12
1966	Bonds Outstanding	10,030,000.00	7,285,000.00	.....	15,237,000.00	939,341.09	33,491,341.09	.....	.....
Sinking Funds	{ Securities	1,628,537.39	380,000.00	.....	1,771,218.00	100,000.00	.....	.....	.....
	{ Cash	69,521.71	146,370.00	.....	97,967.85	31,521.24	.....	4,225,136.19	29,266,204.90
<sup>1967</sup> <del>As of Nov. 30, 1966</del>	<del>Bonds Outstanding</del>	<del>11,185,000.00</del>	<del>11,541,000.00</del>	<del>5,000,000.00</del>	<del>13,917,000.00</del>	<del>1,316,105.96</del>	<del>42,959,105.96</del>	<del>.....</del>	<del>.....</del>
<del>Sinking Funds</del>	<del>{ Securities</del>	<del>1,513,637.39</del>	<del>370,000.00</del>	<del>822,246.67</del>	<del>2,061,573.57</del>	<del>355,000.00</del>	<del>.....</del>	<del>.....</del>	<del>.....</del>
	<del>{ Cash</del>	<del>6,661.07</del>	<del>* 119,974.15</del>	<del>48,815.12</del>	<del>(1,662.84)</del>	<del>58,042.72</del>	<del>.....</del>	<del>5,354,307.79</del>	<del>37,604,778.17</del>

\* Subject to adjustment

BONDS OF FIVE TYPES ARE OUTSTANDING: General obligation, dock, water, improvement and tax allocation. Water and Improvement are self-supporting and dock bonds are partially so. In addition, all of these bonds are payable from unlimited ad valorem taxes. Urban renewal bonds are payable solely from tax revenues attributable to real and personal property within the area of the South Auditorium Urban Renewal and Redevelopment Project. Section 11-201 of the City Charter provides that the City Council shall fix water rates so as to insure sufficient income to pay cost of operations and maintenance, interest, and redemption of water bonds, and that water revenues must be segregated from other City funds.

SINKING FUND INVESTMENTS are limited by Section 7-105 of the City Charter to United States Government, State of Oregon, City of Portland, Multnomah County, School District No. 1 of Multnomah County and Port of Portland Bonds.

BANK DEPOSITS of the City as of <sup>1970</sup>~~Nov. 30, 1966~~, were <sup>5,603,432.30</sup>~~\$5,797,467.57~~ and were secured by bonds in the amount of <sup>12,978,500.00</sup>~~\$18,025,290.29~~.

Ordinance No. 76883, passed by the Council March 11, 1942, provides that all bank deposits of the City shall be secured as provided by Chapter 295, Oregon Revised Statutes, insofar as applicable.



# STATEMENT OF FLOATING DEBT

As of <sup>June 1967</sup> November 30, 1966-

	Warrants	Bank Loans	Tax Anticipation Certificates	Other Floating Debt
Special Assessment Funds	110,506.52			
Street Improvement Fund ..\$	178,575.40			
Sewer Fund .....	1,022,323.66			
	<u>1,132,830.18</u>			
	\$1,049,437.65	216,540.00		
All other Funds .....		<u>224,232.00</u>		
		\$241,924.00		
Less Warrants Held by City Funds .....	NONE			
	3,357.11			
Net Floating Debt ....	<u>1,132,830.18</u>	<u>216,540.00</u>	NONE	NONE
	\$1,046,080.54	\$241,924.00		

Section 7-102 of the City Charter states:

"The City shall issue no warrants or other evidences of indebtedness, except upon special assessment funds, and the payment of judgments against the City, unless there is money in the treasury applicable to the payment of the same on presentation, and all evidences of indebtedness issued contrary to this provision shall be null and void. Any member of the Council knowingly voting to incur any liability or to create any debt in excess of the amount limited and authorized by law, shall be deemed guilty of malfeasance in office, and for such malfeasance such member may be removed from office."

# CAPITULATION OF NET DEBT

As of <sup>June 1967</sup> November 30, 1966-

Net Bonded Debt.....	37,604,798.17
Net Floating Debt .....	<u>335,600,659.47</u>
	1,318,370.18
Total Net Debt.....	<u>376,788,664.01</u>

Bonds issued by the City of Portland conform to the requirements of the Postal Savings Regulations and are eligible to secure Postal Savings funds.

# OVERLAPPING DEBT

As of <sup>June 1967</sup> November 30, 1966-

	Total Net Debt	Per Cent Within City	City's Pro Rata
Port of Portland.....	15,275,000.00	79.84	12,195,560.00
School District No. 1.....	None	74.56	4,708,464.00
Multnomah County .....	6,315,000.00	74.56	5,331,040.00
	<u>7,150,000.00</u>		<u>16,904,024.00</u>
Total.....			\$16,949,560.00

# COMPARATIVE STATEMENT OF DEBT RATIO TO ASSESSED VALUATION

For the Fiscal Years 1957-58 to 1966-67 Inclusive

Tax Year	Assessed Valuation	% of Assessed Val. to Real Value	Net Total Bonds Outstanding End of Year	Ratio Net Total Debt to Assessed Val.	Ratio Net Total Debt to Real Value	Ratio Net General Debt (Excl. Water Bonds) to Assessed Value*
1957-58	\$ 701,720,310.00	48	\$26,761,441.57	3.8%	1.8%	2.3%
1958-59	1,986,565,465.00	117	31,333,613.31	1.6%	1.8%	.9%
1959-60	940,261,610.00	50	32,781,394.49	3.5%	1.7%	1.8%
1960-61	842,895,250.00	42	32,762,388.01	3.9%	1.6%	1.9%
1961-62	866,541,585.00	40	34,388,121.00	3.8%	1.5%	1.8%
1962-63	794,178,270.00	36	31,460,956.00	4.0%	1.4%	1.7%
1963-64	767,244,605.00	33-1/3	28,276,967.02	3.7%	1.2%	1.5%
1964-65	719,876,000.00	30	32,226,297.12	4.5%	1.3%	2.4%
1965-66	695,460,045.00	28	29,266,204.90	4.2%	1.2%	2.3%
1966-67	665,755,375.00	25	<u>33,604,778.17</u>	<u>5.0%</u>	<u>1.3%</u>	<u>2.5%</u>

\*November 30-

\*In computing the net general debt, there has been included outstanding improvement bonds payable primarily from assessments, dock bonds which are partially self-supporting, and urban renewal bonds which are payable solely from tax increment revenue.



July 1, 1967 December 1, 1966 to June 30, 1970

Interest Rate	Date of Issue	Year of Maturity	Interest Dates	Amount of Issue	Outstanding Nov. 30, 1966	Maturities Next Three Years			
						Dec. 1, 1966 to June 30, 1967	1967-68	1968-69	1969-70
<b>GENERAL BONDS:</b>									
Exposition and Recreation .....	1 1/8	4- 1-55	1967-69F	O-A	\$ 1,335,000.00	\$ 1,335,000.00	\$ 445,000.00	\$ 445,000.00	\$ 445,000.00
Exposition and Recreation .....	2	4- 1-55	1970-74F	O-A	2,225,000.00	2,225,000.00			\$ 445,000.00
Exposition and Recreation .....	1/8	4- 1-55	1975F	O-A	445,000.00	445,000.00			
Fire Bureau Facilities .....	2 3/4	10-15-58	1965-68	A-O	1,200,000.00	600,000.00		300,000.00	300,000.00
Fire Bureau Facilities .....	3	10-15-58	1969-70	A-O	600,000.00	600,000.00			300,000.00
Auditorium Modernization .....	3 1/10	5- 1-65	1968	N-M	775,000.00	775,000.00		775,000.00	
Auditorium Modernization .....	2 8/10	5- 1-65	1969-74	N-M	2,100,000.00	2,100,000.00			350,000.00
Auditorium Modernization .....	2 9/10	5- 1-65	1975-77	N-M	1,050,000.00	1,050,000.00			350,000.00
Multnomah Stadium	3 1/2	3-1-67	1970-71	S-M	500,000.00	500,000.00			250,000.00
Multnomah Stadium	3	3-1-67	1972-75	S-M	1,000,000.00	1,000,000.00			
Multnomah Stadium	3 1/10	3-1-67	1976-79	S-M	1,000,000.00	1,000,000.00			
					\$ 9,400,000.00	\$ 8,162,000.00	\$ 445,000.00	\$ 1,520,000.00	\$ 1,095,000.00
<b>DOCK BONDS:</b>									
Harbor Modernization .....	1 13/20	12-15-54	1966	J-D	\$ 305,000.00	\$ 305,000.00	\$ 305,000.00		
Harbor Modernization .....	1 7/10	12-15-54	1967	J-D	311,000.00	311,000.00		\$ 311,000.00	
Harbor Modernization .....	1 3/4	12-15-54	1968-70	J-D	641,000.00	641,000.00			\$ 324,000.00
Harbor Modernization .....	2 4/5	3-15-59	1964-68	S-M	338,000.00	72,443,000.00	70,000.00	72,000.00	
Harbor Modernization .....	2 9/10	3-15-59	1969-70	S-M	151,000.00	151,000.00		74,000.00	77,000.00
Harbor Modernization .....	3	3-15-59	1971-74	S-M	333,000.00	333,000.00			
Harbor Modernization .....	3 1/2	2- 1-60	1965-75	A-F	826,000.00	633,700,000.00	67,000.00	69,000.00	72,000.00
Harbor Modernization .....	3	7- 1-60	1965-68	J-J	133,000.00	69,000.00		34,000.00	35,000.00
Harbor Modernization .....	3 1/5	7- 1-60	1969-75	J-J	280,000.00	280,000.00			36,000.00
Docks Development .....	2 1/2	8- 1-61	1966-67	A-F	130,000.00	66,000.00		66,000.00	
Docks Development .....	2 7/10	8- 1-61	1968-70	A-F	210,000.00	210,000.00		68,000.00	70,000.00
Docks Development .....	2 9/10	8- 1-61	1971	A-F	74,000.00	74,000.00			
Docks Development .....	3	8- 1-61	1972	A-F	76,000.00	76,000.00			
Docks Development .....	3 1/10	8- 1-61	1973-74	A-F	160,000.00	160,000.00			
Docks Development .....	3 1/5	8- 1-61	1975-76	A-F	170,000.00	170,000.00			
Docks Development .....	3	9- 1-64	1967-70	M-S	250,000.00	250,000.00		60,000.00	60,000.00
Docks Development .....	2 3/4	9- 1-64	1971-72	M-S	140,000.00	140,000.00			65,000.00
Docks Development .....	2 8/10	9- 1-64	1973-74	M-S	145,000.00	145,000.00			
Docks Development .....	2 9/10	9- 1-64	1975-77	M-S	235,000.00	235,000.00			
Docks Development .....	3	9- 1-64	1978-79	M-S	170,000.00	170,000.00			
Docks Development .....	5	5- 1-65	1967-68	D-J	295,000.00	150,295,000.00	145,000.00	150,000.00	
Docks Development .....	3	5- 1-65	1969	D-J	155,000.00	155,000.00		155,000.00	
Docks Development .....	2 3/4	5- 1-65	1970-72	D-J	495,000.00	495,000.00			160,000.00
Docks Development .....	2 8/10	5- 1-65	1973-75K	D-J	540,000.00	540,000.00			
Docks Development .....	2 9/10	5- 1-65	1976-79K	D-J	800,000.00	800,000.00			
Docks Development .....	3	5- 1-65	1980K	D-J	215,000.00	215,000.00			
Docks Development .....	5	9- 1-66	1968-70	M-S	610,000.00	610,000.00		195,000.00	205,000.00
Docks Development .....	4 6/10	9- 1-66	1971	M-S	220,000.00	220,000.00			
Docks Development .....	3 3/4	9- 1-66	1972-76M	M-S	1,215,000.00	1,215,000.00			
Docks Development .....	3 8/10	9- 1-66	1977-81M	M-S	1,455,000.00	1,455,000.00			
Docks Development .....	5	11- 1-66	1968-69	M-N	165,000.00	165,000.00		80,000.00	85,000.00
Docks Development .....	4 8/10	11- 1-66	1970	M-N	90,000.00	90,000.00			
Docks Development .....	3 9/10	11- 1-66	1971-81M	M-N	1,245,000.00	1,245,000.00			
					\$12,578,000.00	\$12,128,000.00	\$ 587,000.00	\$ 762,000.00	\$1,056,000.00
					12,273				



URBAN RENEWAL:										
Urban Renewal and Redevelopment, Series A .....	6	11- 1-66	1968-74M	J-J	\$ 2,590,000.00	\$ 2,590,000.00	.....	\$ 325,000.00	\$ 335,000.00	\$ 350,000.00
Urban Renewal and Redevelopment, Series A .....	4 8/10	11- 1-66	1975-79M	J-J	2,410,000.00	2,410,000.00	.....	.....	.....	.....
					\$ 5,000,000.00	\$ 5,000,000.00	.....	\$ 325,000.00	\$ 335,000.00	\$ 350,000.00
WATER BONDS:										
Water .....	1¾	6- 1-52	1955-72A	D-J	\$ 500,000.00	\$ <sup>75</sup> <del>125</del> ,000.00	<del>\$ 25,000.00</del>	\$ 25,000.00	\$ 25,000.00	\$ 25,000.00
Water .....	1¾	8- 1-52	1966-69A	F-A	200,000.00	100,000.00	.....	50,000.00	50,000.00	.....
Water .....	2	8- 1-52	1970-72A	F-A	150,000.00	100,000.00	.....	.....	.....	.....
Water .....	2	12-15-52	1965-72B	J-D	400,000.00	<del>280,000.00</del>	<del>50,000.00</del>	50,000.00	45,000.00	50,000.00
Water .....	2	3- 1-53	1962-68C	S-M	700,000.00	<del>100,000.00</del>	<del>100,000.00</del>	100,000.00	.....	.....
Water .....	2¼	3- 1-53	1969-73C	S-M	500,000.00	447,000.00	.....	.....	100,000.00	50,000.00
Water .....	2½	8- 1-53	1961-67C	F-A	700,000.00	100,000.00	.....	100,000.00	.....	.....
Water .....	2¾	8- 1-53	1968-73C	F-A	600,000.00	600,000.00	.....	.....	100,000.00	100,000.00
Water .....	2	1- 1-54	1966-74E	J-J	675,000.00	<del>470,000.00</del>	<del>75,000.00</del>	50,000.00	75,000.00	65,000.00
Water .....	1¾	12- 1-54	1966-71E	J-D	300,000.00	<del>150,000.00</del>	<del>50,000.00</del>	50,000.00	50,000.00	.....
Water .....	2	12- 1-54	1972-76E	J-D	250,000.00	250,000.00	.....	.....	.....	.....
Water .....	2¾	12- 1-56	1965-78G	J-D	1,400,000.00	<del>1,180,000.00</del>	<del>100,000.00</del>	100,000.00	100,000.00	<del>80,000.00</del>
Water .....	3	9- 1-57	1966-73H	M-S	800,000.00	700,000.00	.....	100,000.00	100,000.00	100,000.00
Water .....	3½	9- 1-57	1974-77H	M-S	400,000.00	400,000.00	.....	.....	.....	.....
Water .....	3¼	9- 1-57	1978-79H	M-S	200,000.00	200,000.00	.....	.....	.....	.....
Water .....	5	9- 1-58	1961-67	M-S	1,400,000.00	200,000.00	.....	200,000.00	.....	<del>200,000.00</del>
Water .....	2¾	9- 1-58	1968-74I	M-S	1,400,000.00	1,400,000.00	.....	.....	200,000.00	<del>200,000.00</del>
Water .....	2¾	9- 1-58	1975-78I	M-S	800,000.00	785,000.00	.....	.....	.....	.....
Water .....	3¼	8- 1-59	1965-69	F-A	750,000.00	450,000.00	.....	150,000.00	150,000.00	150,000.00
Water .....	3½	8- 1-59	1970-73J	F-A	600,000.00	<del>575,000.00</del>	.....	.....	.....	.....
Water .....	3¾	8- 1-59	1974-75J	F-A	300,000.00	300,000.00	.....	.....	.....	.....
Water .....	3¼	8- 1-59	1976-81J	F-A	900,000.00	900,000.00	.....	.....	.....	.....
Water .....	3¼	7- 1-60	1967-80K	J-J	1,400,000.00	1,400,000.00	.....	100,000.00	100,000.00	100,000.00
Water .....	3¾	7- 1-60	1981-82K	J-J	200,000.00	200,000.00	.....	.....	.....	.....
Water .....	5	12- 1-61	1964-67	D-J	1,100,000.00	<del>150,000.00</del>	<del>150,000.00</del>	150,000.00	.....	.....
Water .....	3¾	12- 1-61	1968	D-J	150,000.00	150,000.00	.....	.....	150,000.00	.....
Water .....	2¾	12- 1-61	1969-71	D-J	450,000.00	450,000.00	.....	.....	.....	150,000.00
Water .....	3	12- 1-61	1972-77L	D-J	900,000.00	<del>875,000.00</del>	.....	.....	.....	.....
Water .....	3½	12- 1-61	1978-82L	D-J	750,000.00	<del>720,000.00</del>	.....	.....	.....	.....
Water .....	½	12- 1-61	1983L	D-J	150,000.00	150,000.00	.....	.....	.....	.....
					\$19,025,000.00	<del>\$14,507,000.00</del>	<del>\$ 550,000.00</del>	\$1,225,000.00	\$1,245,000.00	<del>\$1,000,000.00</del>
IMPROVEMENT BONDS:										
Improvement .....	6	7- 1-64	1974D	J-J	\$ 255,039.57	\$ 255,039.57	.....	.....	.....	.....
Improvement .....	6	2- 1-65	1975D	A-F	204,597.82	204,597.82	.....	.....	.....	.....
Improvement .....	6	10- 1-65	1975D	A-O	241,079.15	241,079.15	.....	.....	.....	.....
Improvement .....	6	2- 1-66	1976D	A-F	238,624.55	238,624.55	.....	.....	.....	.....
Improvement	6	12-1-66	1976D	J-D	376,764.87	376,764.87	.....	.....	.....	.....
					\$ <sup>1,314,105.76</sup> <del>1,314,105.76</del>	\$ <sup>1,316,105.76</sup> <del>1,316,105.76</del>	.....	.....	.....	.....
					<del>\$47,279,241.00</del>	<del>\$41,731,341.00</del>	<del>\$1,582,000.00</del>	\$3,832,000.00	\$3,731,000.00	<del>\$3,682,000.00</del>

A. Callable 1962. B. Callable 1964. C. Callable 1965. D. Callable three years from date of issue. E. Callable 1966. F. Callable 1967.

G. Callable 1968. H. Callable 1969. I. Callable 1970. J. Callable 1971. K. Callable 1972. L. Callable 1973. M. Callable 1974.

On General, Dock, and Water Bonds other than annexed areas, written legal opinions have been submitted to the City of Portland by bond attorneys and are held by the City Auditor or by the Commission of Public Docks. A legal opinion has not been secured by the City of Portland on Improvement Bonds.

Names of Attorneys, if any:

Shuler, Sayre, Winfree and Rankin, Portland, Oregon.

Storey, Thorndyke, Palmer and Dodge, Boston, Massachusetts.

Chapman and Cutler, Chicago, Illinois.



CITY OF PORTLAND, OREGON  
 STATEMENT OF BONDS AND INTEREST PAYABLE  
 July 1967  
 December 1, 1966 to Maturity

Fiscal Year	BOND MATURITIES					INTEREST				
	General	Dock	Urban Renewal	Water	Improvement	General	Dock	Urban Renewal	Water	Improvement
1966-67..	\$ 445,000	\$ 587,000		\$ 550,000		\$108,922.35	\$ 240,947.00		\$ 275,418.30	\$ 22,161.30
1967-68..	\$ 1,520,000	\$ 762,000	\$ 325,000	\$ 1,225,000		<del>283,893.75</del> 205,393.75	\$ 383,797.00	\$ 316,260	<del>390,776.25</del> 392,557.50	<del>62,795.26</del> 56,360.46
1968-69..	1,095,000	1,056,000	335,000	1,245,000		<del>243,275.00</del> 164,775.00	354,995.75	251,580	<del>353,781.25</del> 355,762.50	<del>69,230.05</del> 56,360.46
1969-70..	<del>1,095,000</del> 1,345	1,097,000	350,000	<del>1,090,000</del> 1,010		<del>216,506.25</del> 138,006.25	321,107.00	231,480	<del>321,463.25</del> 322,969.50	<del>69,230.05</del> 56,360.46
1970-71..	<del>1,095,000</del> 1,345	795,000	370,000	<del>1,171,142,000</del> 1,100		<del>180,056.25</del> 110,306.25	289,319.00	210,480	<del>271,613.25</del> 292,844.50	<del>69,230.05</del> 56,360.46
1971-72..	<del>795,000</del> 1,045	825,000	385,000	<del>1,215,125,000</del> 1,200		<del>148,106.25</del> 87,106.25	260,293.00	188,280	<del>259,643.25</del> 260,437.00	<del>69,230.05</del> 56,360.46
1972-73..	<del>795,000</del> 1,045	849,000	405,000	<del>1,225,125,000</del> 1,210		<del>121,906.25</del> 68,406.25	232,069.75	165,180	<del>226,368.25</del> 227,162.00	<del>69,230.05</del> 56,360.46
1973-74..	<del>795,000</del> 1,045	879,000	420,000	<del>1,020,125,000</del> 1,000		<del>75,706.25</del> 49,706.25	203,684.25	140,880	<del>173,830.75</del> 194,537.00	<del>69,230.05</del> 56,360.46
1974-75..	<del>795,000</del> 1,045	824,000	440,000	<del>850 850,000</del> 835	\$459,637.39	<del>31,006.25</del> 69,506.25	174,137.75	115,680	<del>166,317.50</del> 165,678.75	<del>46,709.27</del> 61,578.86
1975-76..	<del>350,000</del> 600	753,000	460,000	<del>835 835,000</del> 830	479,703.70	<del>20,300.00</del> 51,300.00	146,205.00	94,560	<del>140,844.70</del> 140,225.75	<del>21,549.85</del> 34,419.44
1976-77..	<del>350,000</del> 600	736,000	480,000	<del>845 850,000</del> 830	376,764.87	<del>10,150.00</del> 33,400.00	121,073.50	72,480	<del>116,154.75</del> 114,611.00	<del>12,869.59</del> 11,461.00
1977-78..	<del>250,000</del> 250,000	675,000	505,000	<del>800 800,000</del> 785		<del>15,500.00</del> 89,186.00	97,135.00	49,440	<del>89,654.75</del> 64,029.50	<del>6,434.79</del> 64,029.50
1978-79..	<del>250,000</del> 250,000	695,000	525,000	<del>800 800,000</del> 480		<del>7,750.00</del> 73,625.00	73,625.00	25,200	<del>64,408.25</del> 43,046.15	
1979-80..		715,000		<del>495 495,000</del> 345			49,377.50		<del>43,514.90</del> 27,936.75	
1980-81..		430,000		<del>400 400,000</del> 225			25,470.00		<del>28,405.50</del> 14,467.55	
1981-82..		450,000		<del>390 390,000</del> 235			8,617.50		<del>14,936.30</del> 3,783.20	
1982-83..				<del>250,000</del> 250,000					<del>4,217.50</del> 93.00	
1983-84..				150,000					93.00	
Total..	<del>11,185</del> \$9,136,000	<del>11,541</del> \$12,128,000	\$5,000,000	<del>13,917</del> \$14,537,000	<del>1,316,105.96</del> \$939,341.09	<del>4,593,456.25</del> \$994,078.60	<del>2,740,907.00</del> \$2,981,854.00	\$1,861,500	<del>2,700,954.10</del> \$2,989,925.45	<del>593,478.24</del> \$486,943.64

Moody's Investors Service Rating Aa

No default in Principal or Interest has ever occurred on any City of Portland Bonds.



# DEBT LIMITATION June 1967 As of November 30, 1966

Chapter 287.004 Oregon Revised Statutes provides a debt limit of 3% of the true cash value of all taxable property within the city boundaries.

*3% of 1966-67 true cash value of .....	\$2,663,021,500.00	\$79,890,645.00	100%
**Gross Bonded Debt.....	<sup>42,959,105.96</sup> <del>\$41,734,341.00</del>		
Less Legal Deductions:			
General Sinking Fund .....	<sup>1,520,298.46</sup> <del>\$1,451,214.53</del>		
Dock Sinking Fund .....	<sup>489,974.15</sup> <del>1,192,116.29</del>		
Urban Renewal Sinking Fund .....	<sup>871,061.79</sup> <del>727,223.60</del>		
Improvement Bonds ...	<sup>1,316,105.96</sup> <del>939,341.00</del>		
Water Bonds	<sup>13,917,000.00</sup> <del>14,537,000.00</del>	<sup>18,114,440.36</sup> <del>18,846,895.51</del>	
Net Debt subject to 3% limitation.....	<sup>24,844,665.60</sup> <del>22,887,445.53</del>	<sup>31.10</sup> <del>28.65%</del>	
Under Debt Limit.....	<sup>55,045,977.40</sup> <del>\$57,003,199.42</del>	<sup>68.90</sup> <del>71.35%</del>	

\*1966-67 assessed valuation \$665,755,375.00 (25% of cash value) adjusted to true cash value.

\*\*Includes Urban Renewal and Redevelopment Bonds, Series A, which are not general obligations, but are payable solely from tax increment revenue on property located within the South Auditorium Urban Renewal and Redevelopment Project.

\*\*\*\$2,500,000.00 authorized Nov. 8, 1966, not issued.

## COMPARATIVE STATEMENT OF TAX COLLECTIONS

For the Fiscal Years 1959-60 to 1966-67

Year	Tax Levy All Funds	*Collections End of Fiscal Year	*Uncollected JUNE Nov. 30, 1966	% Delin- quent
1959-60	\$16,368,174.22	\$15,286,466.60		
1960-61	16,782,439.81	15,674,998.09		
1961-62	18,031,714.29	16,913,888.06	<sup>8,761.72</sup> <del>9,112.36</del>	<sup>.049</sup> <del>.051</del>
1962-63	18,366,762.05	17,157,522.81	<sup>17,029.48</sup> <del>25,467.76</del>	<sup>.093</sup> <del>.139</del>
1963-64	18,740,628.34	17,517,754.66	<sup>104,752.63</sup> <del>143,217.91</del>	<sup>.559</sup> <del>.764</del>
1964-65	19,890,127.06	18,684,550.26	<sup>197,801.49</sup> <del>269,331.00</del>	<sup>.994</sup> <del>1.354</del>
1965-66	22,412,144.74	21,130,398.22	<sup>342,337.71</sup> <del>553,233.17</del>	<sup>1.527</sup> <del>2.468</del>
1966-67	23,877,296.70	<sup>21,934,478.50</sup> <del>*18,411,624.36</del>	<sup>1,942,818.20</sup> <del>10,465,672.34</del>	<sup>8.137</sup> <del>43.831</del>

\*As of Nov. 30, 1966.

\* Minor year-end adjustments not yet made.

## POPULATION

1900	1910	1920	1930	1940	1950	1960
90,426	207,214	258,288	301,815	305,394	373,628	372,676

It will be a pleasure to answer questions.

Ray Smith

Auditor of the City of Portland.

0.10 (5)

3.120	Physical Environment: Introduction
3.121	Interim Physical Planning
3.122	Neighborhood Development Program
3.123	Relocation
3.124	Demolition
3.125	Multi-Service Center
3.140	Public Safety: Introduction
3.141	Police - Community Relations
3.142	PS-4 Police Intern Program
3.143	Elementary Education
3.144	PS-10 P.C.C. Summer Institute on Law and Justice for Teachers
3.160	Recreation: Introduction
3.161	Youth Activities and Planning
3.180	Social Services: Introduction
3.181	Total Care for Aging
3.182	Comprehensive Child Care (DUCS)
3.183	Income Maintenance
3.184	Juvenile Care and Foster Homes
3.185	Consumer Protection
3.186	Multi-Service Center
3.200	Transportation: Introduction
3.201	EED-3 Transportation Service Center
3.500	Total Budget Summary
3.600	Statement of Non-Federal Contribution
3.700	Relocation
5.000	Title Page: Appendices
5.100	Multi-Service Center: Letter from Citizens' Planning Board to Governor McCall
5.200	Proposal for a Pilot Multi-Service Center
5.300	Albina Neighborhood Service Center: <u>Model Cities - Hope for the Future?</u>
5.400	Ronald P. Finne: <u>Social Characteristics and Social Needs of Juvenile Department Referrals and Welfare Recipients Residing in the Portland Model Cities Area</u>
5.500	Model Cities Education Working Committee: <u>To Improve Educational Opportunities for Model Cities</u>
5.600	Michael C. Giammattes: <u>Training Package for a Model Cities Staff</u>



## 0.20 INTRODUCTION:

### COMPREHENSIVE CITY

### DEMONSTRATION PROGRAM

### 0.30 HISTORY

Two years prior to the submission of this plan, in December 1966, the Portland City Council passed a resolution authorizing the Mayor to appoint a five-person committee to prepare an application for a Model Cities Program. Those appointed were City Commissioner Francis Ivancie, Deputy City Attorney Donald Jeffery, Staff Director of the City Planning Commission Lloyd Keefe, Director of the Portland Development Commission John Kenward, and the Development Commission's Chief Counsel Oliver Norville. As a result of the committee's efforts and those of other Planning and Development Commission staff members, plus some indications from local agencies of potential programs and areas of cooperation, an application was forwarded to the Department of Housing and Urban Development in May 1967. The application sought \$312,000 for planning during the first year of the Program. On November 16, official notice was received that Portland had been accepted as one of the first 63 cities chosen to receive planning grants and that its grant would total \$143,000.

Prior to actual receipt of the funds, however, HUD required that the City revise its application. Two aspects of the application in particular were singled out for criticism - the lack of an adequate system for citizen participation in the planning process and the lack of an adequate work program for the planning year. In the month following official notice of the planning grant, work was begun to remedy these deficiencies.

In December 1967, Rev. Paul Schulze was appointed Model Cities Coordinator. In the same month, a series of community meetings were held in



the Model Cities area by residents who shared HUD's opinion that the citizen participation system outlined in the application was inadequate. A temporary Citizens' Planning Committee was organized under the chairmanship of John Whitesides and efforts were begun to change the citizen participation system.

The result of these efforts was that, rather than working with the multiplicity of existing organizations within the Model Cities area, the City agreed to the establishment of a single Citizens' Planning Board. This Board was to have the right to approve all plans prior to their review by the City Council for submission to HUD. The Board was to be composed of 16 residents of the Model Cities area elected by residents of high school age and above in the area's eight elementary school districts, plus 11 members appointed by the Mayor. Additional citizen participation was to occur through working committees to be established for planning in the areas of employment and economic development; education, recreation and culture; health, legal and social services; housing and physical environment; public safety; and citizen participation. Chairmen of these committees were to be elected by the citizen members, and participation was to be open to any interested person. Each committee was to be provided with the services of a staff planner and was to be responsible for the development and review of program planning under the general guidance of the Board.

As these events occurred, a second attempt was made to revise the Portland Model Cities application. Residents of several neighborhoods in a portion of the city abutting the Model Cities area initiated a movement to convince the City Council to include their combined neighborhoods within



a greatly expanded Model Neighborhood. These residents presented their case to the City Council in heated hearings during the month of January, but were unsuccessful. In the end, the area of the Model Neighborhood was somewhat reduced in size from that prescribed in the City's application.

With the completion of the requested work program, a revised application was submitted to HUD in February 1968, and the still small staff, including its new Deputy Coordinator, Ellis Casson, began to prepare for the election of 16 members of the Citizens' Planning Board. Several meetings were held in schools in the Model Cities area to stimulate resident interest in the program, to explain its system of planning and citizen participation, and to encourage participation in the election. On March 2, approximately 1,800 area residents cast ballots in the election (under the supervision of the Portland League of Women Voters) for two candidates from each of the eight school districts. Elected to the Board were: Matt Dishman and Tom Wilson, Boise School; Rev. Edgar Jackson and Mrs. Rozelle Yee, Eliot School; Norman Schroeder and Mrs. Opal Strong, Humboldt School; Mrs. Treva Barker and Dean Gisvold, Irvington School; E. J. Baskett and Otto Rutherford, King School; Herbert Simpson and Rev. David Weed, Sabin School; James Thompson and Peter Wolmut, Vernon School; and Mrs. Bobbie Nunn and Leonard Smith, Woodlawn School.

Ten days later, Mayor Terry Schrunk announced the appointment of the 11 additional Board members. They were: J. K. Neill, National Mortgage Co.; Mrs. Howard Wolfe, active on several civic committees; Robert Cochran, NAACP Youth Chairman; John R. Gustafson, Assistant Commissioner, Oregon Bureau of Labor; Mrs. Arnold Cogan, President of the League of



Women Voters; Rev. John Jackson, pastor of Mt. Olivet Baptist Church; Harry Ward, Multnomah County Welfare Department, Social Worker; Rev. Mel Stead, pastor of Immaculate Heart Catholic Church; Frank D. Brawner, Assistant Vice-President, Oregon Mutual Savings Bank; Vernon C. Butler, Butler Body and Fender Works; and Mrs. Charles Rawlins, teacher at Highland School.

During this time, the staff also organized and held three additional meetings in the Model Cities area at which residents were asked to develop lists of problems to which they wished the Model Cities Program to address itself. The resulting lists were to serve as initial working papers, along with the City's original application, for the six Working Committees. HUD also announced its acceptance of the City's revised application and raised the amount of Portland's planning grant, finally, to \$240,000.

On March 20, the Citizens' Planning Board met for the first time and began to organize itself. In the following week, rules were adopted and E. J. Baskett and Robert Cochran were elected Chairman and First Vice Chairman of the Board, respectively. Rules were also adopted for the operation of the six Working Committees with the major decisions being that, while anyone could participate, only Model Cities residents certified by their attendance could vote, and that the elected chairmen of the committees would be asked to sit as ad hoc members of the Board.

On April 10, under the direction of the Board, an organizational meeting for those interested in serving on the Working Committees was held at Jefferson High School. Approximately 400 persons attended and, after a brief orientation by the staff and the Board Chairman, the group broke up into Working Committees.



For all of the committees, the first few weeks were taken up with organizational matters. By the beginning of May, however, the committees had settled down to a summer of weekly meetings at which problems were identified, goals established, and proposals developed for programs to be funded during the first-year action program. Approximately 250 people, both residents and non-residents, attended meetings each week. Each committee directed its own work, and all of them focused upon problems as seen by the committee members. Based upon this focus, representatives of various groups, organizations, and agencies were invited to address the committees and to answer questions. Staff provided the committees with additional information in their areas of concern, arranged for technical assistance, and formulated the committees' ideas in written form for their approval. In July, Ellis Casson resigned as Deputy Coordinator.

By the end of August, most committees had completed their proposals and began submitting them to the Citizens' Planning Board. While staff time was largely consumed in this process, work was also begun, during late August and September, upon the preparation of Parts I, II, and III of this plan. With most proposals having been reviewed by the Citizens' Planning Board, an initial draft of Part I was completed in early October, after which work was begun upon its revision and expansion. At this time, HUD announced that cities submitting an application for first-year action programs by December 15 would be eligible for a larger share of block grant funds for those programs.

In the following weeks, both the Citizens' Planning Board and the staff redoubled their efforts to meet the new deadline. Rev. Paul Schulze resigned as Coordinator on October 28, and temporary direction of the Model

Cities Program was assumed by the Portland State College Urban Studies Center with the Center's Associate Director, Kenneth Gervais, serving as Acting Coordinator for the Program and directing the writing of this plan. Additional technical staff were provided on a loaned consultant basis by local, state, and Federal Agencies as well as under the contract with the Urban Studies Center. Under the leadership of its chairman, E. J. Baskett, the Board met with increasing frequency to consider necessary policy matters and to oversee the process of fitting the programs and ideas developed by citizens during the previous seven months into the format required for this plan.

What follows here, then, is the product of nine months of work by both citizens and staff. From the beginning, the attempt has been to build the Program around the ideas of those citizens who were concerned enough to express them. No one would contend that this plan expresses them perfectly or completely. Some, both in and out of the Model Cities area, contend that it does not express them at all. It is felt, however, that this document, the work of a very short period of time - given the magnitude of the task, will serve as a successful basis upon which the residents of the Model Cities area can further plan and refine programs to implement their ideas with cooperation from the City. Despite the hard work and long hours that many have contributed to the Program over the last year, the success of the program will be determined as it is funded and in operation. While the plan suggests many beginnings, it closes no doors as yet upon ideas for change.



#### 0.40 CITIZENS' PARTICIPATION

As sketched in the preceding section on the history of the Portland Model Cities Program, the planning process was designed, largely at the insistence of Model Cities residents, to include widespread citizen participation. Working Committees in all planning areas are open to all residents and oriented toward ideas contributed by residents. A Citizens' Planning Board, on which 20 of the 27 members are residents, has the right to review all programs. Its approval is necessary prior to City Council reviews and submission for funding. In practice, the Board has been responsive to nearly all programs developed by Working Committees, and has left to them the bulk of the responsibility for designing programs and plans. Finally, a citizen participation staff unit has been responsible for informing the residents about meetings and programs and encouraging participation, and the staff as a whole has been oriented toward citizen participation.

For the greater part of the planning year, the strategy for citizen participation centered on attendance at Working Committee meetings. Mailings and the media were utilized to inform the residents of these meetings. In addition, person-to-person contacts were utilized as staff time permitted. Progress was also reported regularly to the Albina Neighborhood Improvement Committee, and a community rally, sponsored by the Citizens' Planning Board, held in Irving Park in July to explain to residents the Program's progress and encourage participation, drew 500 people.

This process produced an approximate average weekly attendance of 250 people, both residents and non-residents. In all, an estimated 600 individuals



attended Working Committee meetings during the planning year with varying degrees of regularity and participation.

The second strategy pursued by the citizen participation staff involves the development of neighborhood and black organizations. Beginning in August, the Woodlawn School area began to be organized and by mid-December had a functioning community association within which great interest in the Program and the problems of the neighborhood is evident. Block meetings have also been held in residents' homes in the Eliot School area. The elected CPB members, Mrs. R. Yee and Rev. Edgar Jackson, from the Eliot School area have organized a group called the Citizens' United in Service for Albina. The USA has undertaken a survey of citizen needs and is reaching many citizens who have never before been participants in community programs. There are indications that these meetings have been highly productive and will constitute an important addition to the Working Committees in an area where interest in the extended process of committee planning is very low. Efforts are being made to begin similar organizations in the King and Sabin School areas.

The third major strategy has been to carry out a widespread distribution of 5,000 printed brochures outlining the range and content of the projects contained in this plan. Distribution was made at the rate of 1,500 brochures per week, many of them handed out after addresses to church, social, fraternal and OEO groups, and the Poor People's Alliance, by a citizen participation staff member. This activity was geared largely to the goal of building constituencies of interested citizens around planning and program areas.

Finally, the emphasis on citizen participation has been carried over into planning and action areas in the first-year action program. As outlined



in the description of the program in Section 0.445 and in Part III, residents will be deeply involved in the operation of every program from the Information and Evaluation System to the Multi-service Center. Working Committees will continue in each planning area along with additional committees in some areas with a specific focus on relations with related agencies. Ultimately, there will be a significant citizen participation element in every area of the Program.

In looking back at citizen participation over the eight months of planning, it is difficult to assess the effectiveness of the efforts toward such participation. The Citizens' Planning Board, the citizens, and the staff have all felt that the degree of participation was not adequate. In several planning areas, particularly in health, legal and social services, the participation of professionals in the field and non-residents was much higher and much more consistent than that of resident non-professionals. In the area of employment, few of those who participated were in immediate need of a job and, on the whole, the poor were not much in evidence.

Aside from the normal level of disinterest in any community, the major reason for these problems seems to be that the citizen participation staff of only four was forced to concentrate their energies upon attendance at Working Committee meetings. Only a minimum amount of time was available for the hard work of person-to-person contacts in the community. It should also be realized, of course, that relatively few individuals, especially the disenfranchised, are interested in spending one night a week over a period of eight months planning rather than acting.

Finally, in the disappointment over the degree of participation, one significant fact is overlooked. In several cases, the Working Committees

did provide arenas in which residents with opposing viewpoints could join in battle. This was particularly true in the areas of education and housing. In neither case is the outcome of the encounter clear, even at this point, but at least an arena has been established in which contending parties may dispute and know that more than a moral victory rests on the outcome. Though relatively few may get involved in the possibility of a successful resolution of some basic issues, there is a benefit to the community as a whole which is difficult to estimate.



## 0.400 INTEGRATIVE AND COORDINATIVE FUNCTIONS

Though not included in the Department's regular curriculum, the First-Year Action Program is a required course for all students. The purpose of the program is to provide a common experience for all students, regardless of their major field of study. The program is designed to help students develop a sense of community and to provide them with the opportunity to learn from one another. The program is organized into four main areas: (1) orientation, (2) academic preparation, (3) social and cultural experience, and (4) personal development. The program is designed to be completed during the first year of college.

### 0.400 INTEGRATIVE AND COORDINATIVE FUNCTIONS

#### FIRST-YEAR ACTION PROGRAM

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#### 0.401 INTRODUCTION

Though not included in the Comprehensive Program Submission Requirements (CDA Letter 4), this section of the plan is designed to emphasize those aspects of the Portland Model Cities Program which integrate, coordinate, or cut across program and planning areas. Five substantive aspects in particular are discussed: staff training (0.420), the proposed Multi-Service Center (0.430), the proposed Information and Evaluation System (0.440), and citizen participation (0.445). In addition, the suggested CDA organization plan, the administrative budget, and the statement of the non-Federal share are included as the overall administrative and fiscal structure within which all aspects of the program will be carried out. The need for and means of coordination between the CDA and agencies responsible for services in the Model Cities area is emphasized in each of these sections as well as in the various project descriptions in Part III of the plan.



#### 0.405 MODEL CITIES ORGANIZATION

The organizational structure of the Portland Model Cities Program has been designed to meet the following objectives:

1. To provide the necessary impetus and direction to begin and conduct any programs that have been approved by the Citizens Planning Board and have received subsequent approval and funding.
2. To develop and make available in usable form such information and data as may be required by the Citizens Planning Board to determine current and future Model Cities area needs, to be fully informed of all Model Cities activities, and to evaluate the effectiveness of Model Cities Programs.
3. To develop a concept of planning that:
  - a. is continuous throughout the action years to assure that programs reflect actual and changing needs and are regularly evaluated and that viable new programs and program alternatives will be available;
  - b. has sufficient citizen input to assure community relevance;
  - c. is sufficiently coordinated to assure the development of a comprehensive, interrelated plan that takes into account total community needs and avoids duplicative or conflicting efforts; and
  - d. can assure that the Model Cities area becomes and remains an integral part of the Portland metropolitan area.

The organizational structure must, therefore, provide the basis whereby human resources can be utilized to meet these objectives. Within it, the role of each employee, whether Deputy Director or clerk, must be defined and clearly related to specified functions and activities. These,

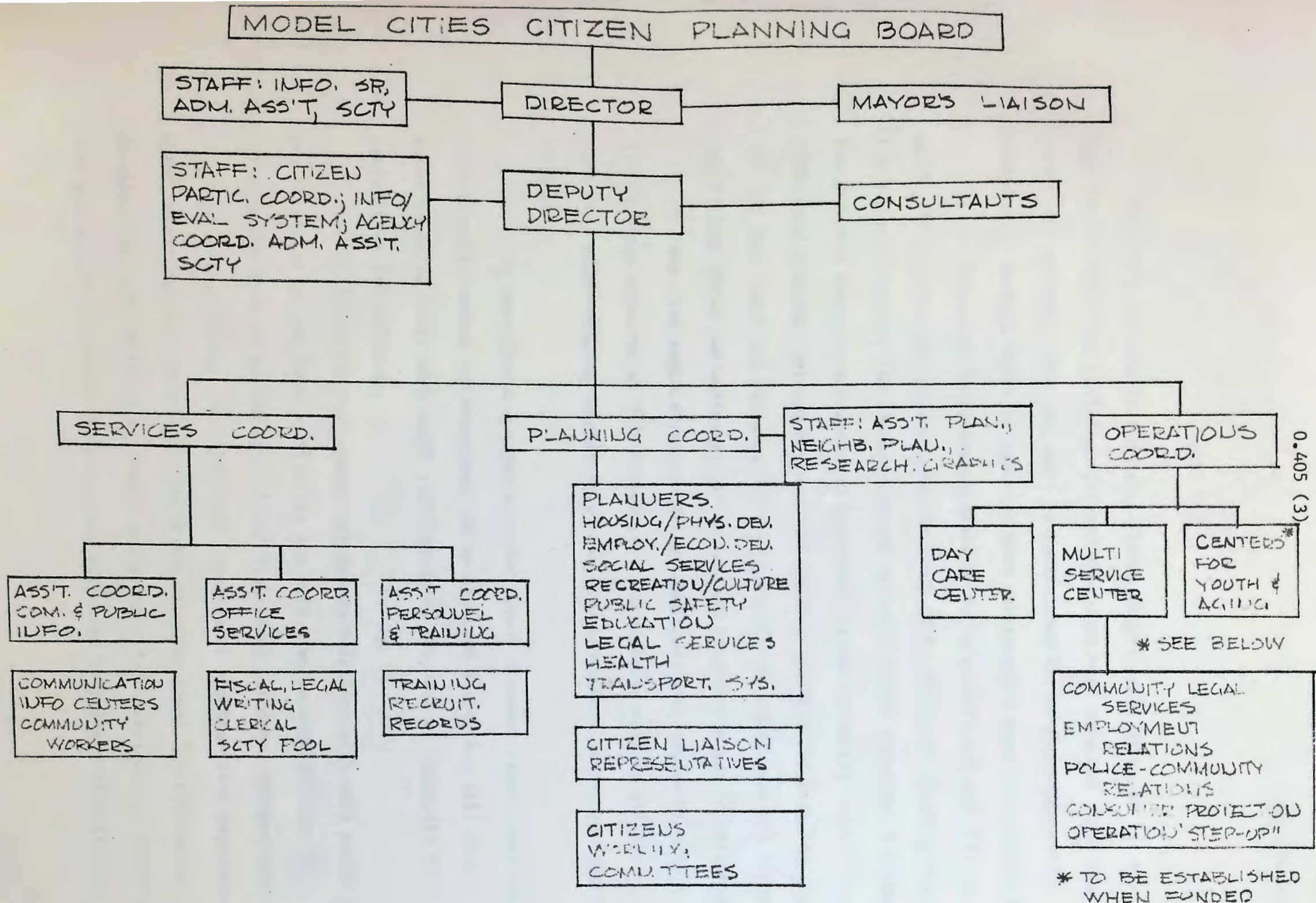


in turn, must be coordinated in such a way that the total effort is harmonious and productive. This, after all, is what any well-planned organization is intended to achieve.

The Model Cities structure must do more: Principally, it must contain elements that assure adequate citizen input at critical points. Such inputs have been assured through the following elements:

1. The Citizens Planning Board is placed at the top of the organizational structure, leaving the Director responsible to it for all activities carried out within the organization. The Board will be in a position to review all proposals that may emerge and to be kept informed of the current status of all ongoing programs.
2. The Information Centers and the Community Workers whose activities are directed out of these Centers, will perform the dual role of keeping citizens of all neighborhoods informed about Model Cities activities and programs and providing a feedback of citizen response and reaction.
3. The Citizen's Working Committees will permit citizens to participate directly in any of nine subject areas. They will have a direct link with the planning process through the Citizen Liaison Representatives, which should enable them to be kept informed of the status of plans and programs in each field, as well as to provide assurance that plans will have, and programs will sustain, true community relevance. As the information system becomes functional, these Committees will be in a better position to judge community needs and program effectiveness.
4. At the neighborhood level, Neighborhood Planners, working with the NDP, but under the Planning Coordinator's supervision, will help assure that the interests of Model Cities residents are taken into account.





PORTLAND MODEL CITIES - ADMINISTRATIVE STRUCTURE  
(INTERNAL)



Since the success of the Model Cities Program will hinge in large part on the effective participation and cooperation of external agencies, public and private, this too, must be facilitated by the organizational structure. Several means of assuring this relationship have been provided:

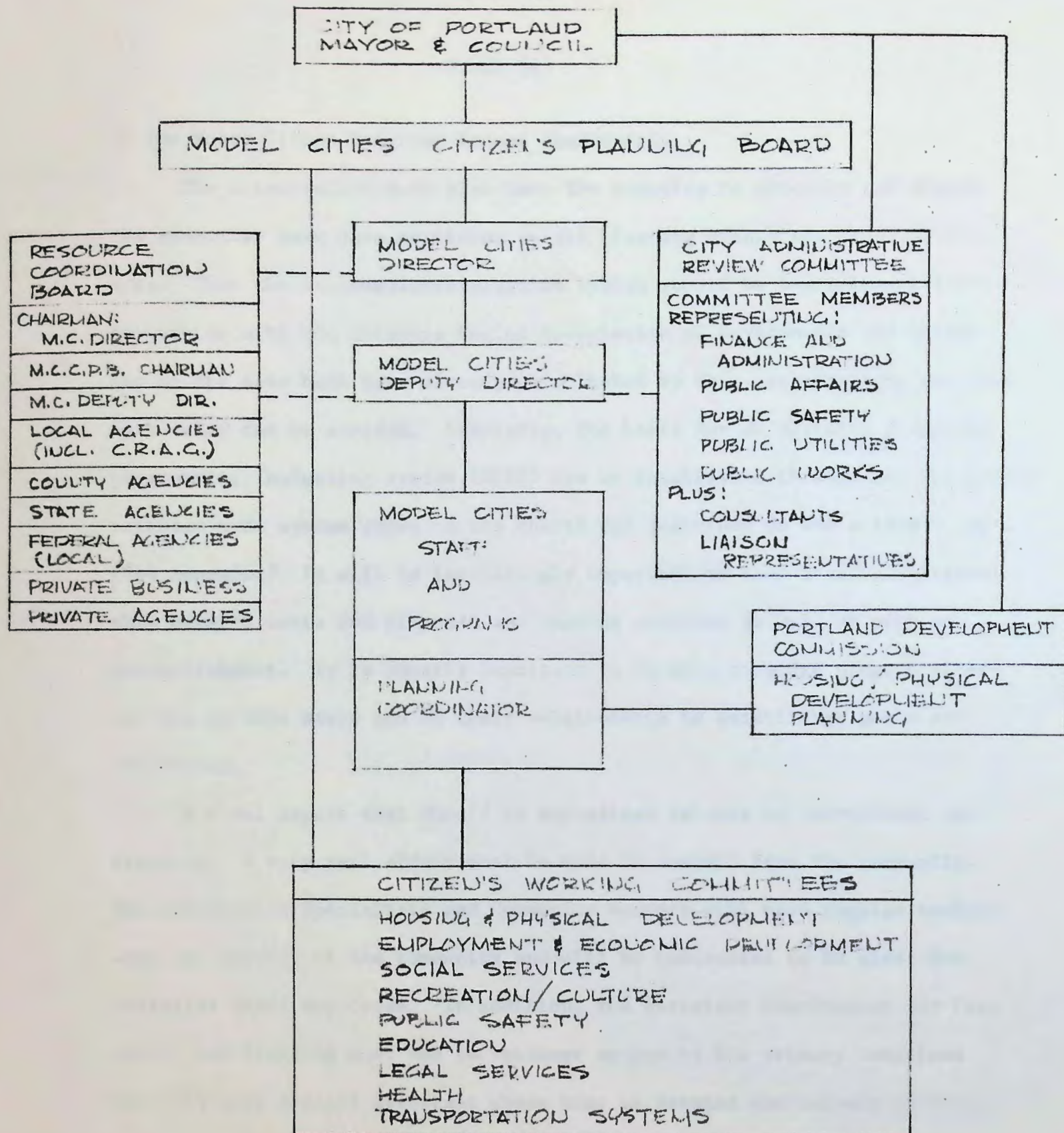
1. A Resources Coordination Board is to be established and will include the Director as chairman, the Chairman of the Citizens Planning Board, the Deputy Director, and representatives of local public agencies, including the Columbia Region Association of Government, state agencies, federal agencies locally based, private business and private agencies and organizations. Through this Board the resource needs -- particularly human resource needs -- can be made known and active participation and cooperation can be solicited.

2. The City Administration Review Committee, with representatives from a broad spectrum of City departments and offices, will be utilized to further a close working relationship with City government in all appropriate programs.

3. The consultants available to the Deputy Director cannot only provide valuable advice and assistance in specialized areas, but will also serve to bring about additional involvement on the part of community organizations and agencies.

4. The Assistant Coordinator for Agency Relations will work under the direction of the Deputy Director, but will also be available to the Director who will be making the initial high-level contacts, whether public or private. Through the Assistant Coordinator and his Field Representatives, whose agency contact will be at the "working level," a continuing relationship with public and private groups should be maintained. Support from and cooperation with these sources will have increasing significance





PORTLAND MODEL CITIES  
EXTERNAL ADMINISTRATIVE STRUCTURE



as the Model Cities Programs become functional.

The organization must also have the capacity to generate and absorb the essential base data pertinent to all planning within the Model Cities area. Thus the information/evaluation system should be begun immediately. By working with the Columbia Region Association of Governments and building on the data bank base already established by that organization, unnecessary delay can be avoided. Similarly, the basis for an ultimate planning, programming, budgeting system (PPBS) can be established through the function-oriented code system shown on the charts and described on the attached page. (See Appendix) It will be increasingly important to show a valid relationship between costs and proposed and ongoing programs as well as program accomplishment. It is equally important to be able to judge program alternatives on this basis and on their relationship to established goals and objectives.

A final aspect that should be emphasized relates to recruitment and training. A very real effort must be made to recruit from the community. The Information Specialists and Community Workers will have regular contact with all aspects of the community and will be instructed to be alert for potential staff employees. In addition, the Assistant Coordinator for Personnel and Training must see recruitment as one of his primary functions and will have a staff assistant whose time is devoted exclusively to this effort.

Realistically, it is apparent that the training programs must be of at least equal import. Two aspects of this program have been included. The Coordinator for Citizen Participation, working directly under the Deputy Director, has a Training Specialist as staff assistant. Their efforts



will be directed toward providing training and learning opportunities for participating citizens, or those who may wish to participate in the future.

In addition, the Assistant Coordinator for Personnel and Training and his staff will be developing in-service training programs for all levels of staff. These programs will have a dual objective of increasing work effectiveness and assisting the staff to rise to more demanding positions. It is also expected that there will be a close working relationship with such ongoing programs as "New Careers."

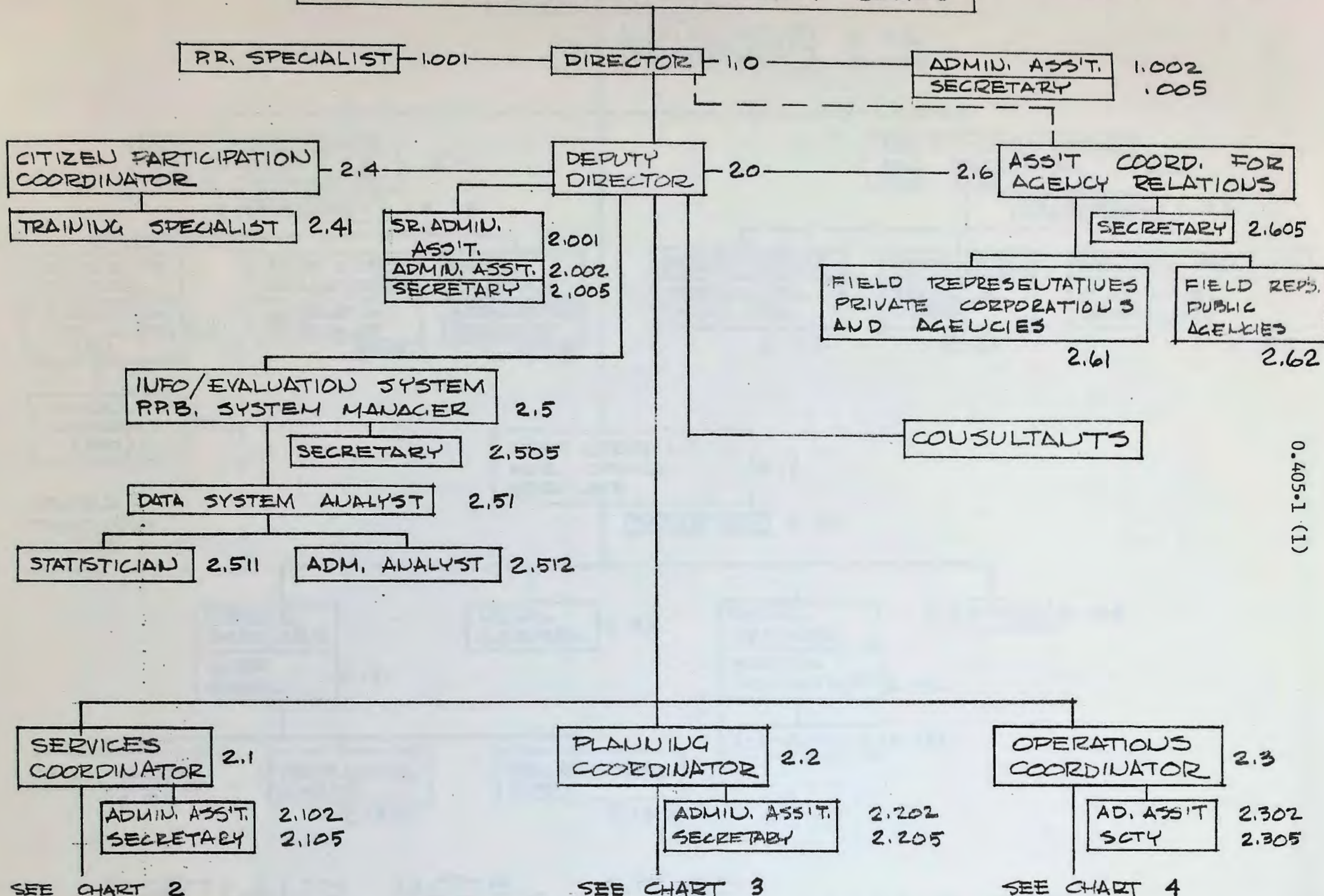
The most demanding, yet challenging, feature of the basic Model Cities concept is that it represents a massive and largely untried effort to coordinate wide-ranging programs. This should be viewed as the underlying theme of the entire organization.

If these varied programs are to be tied together, and if they are to reflect the needs of the citizens of the area, this must be accomplished through the Model Cities organization. The spending of large sums of money will, by itself, have no more effect than the programs of the past. It will be no easy task to coordinate these projects and programs. But unless the Model Cities organization is sufficiently staffed to develop effective means of coordination and then carry out this task, it will not be done. It is a worthy objective and one that will not be accomplished by a skeleton crew.



# MODEL CITIES CITIZENS PLANNING BOARD

CHART 1 OF 4

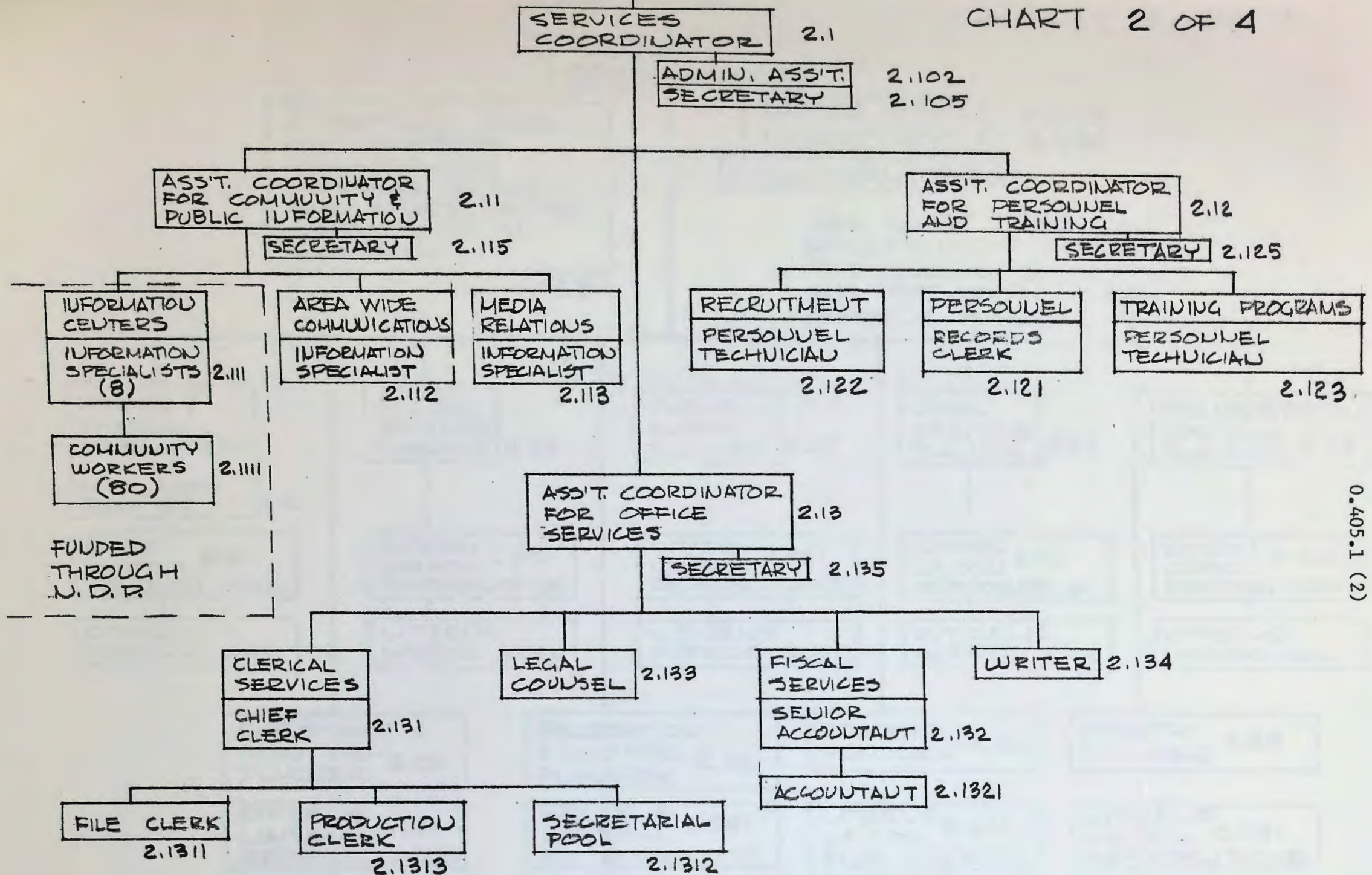


0.405.1 (1)



SEE CHART 1

## CHART 2 OF 4



0.405.1 (2)

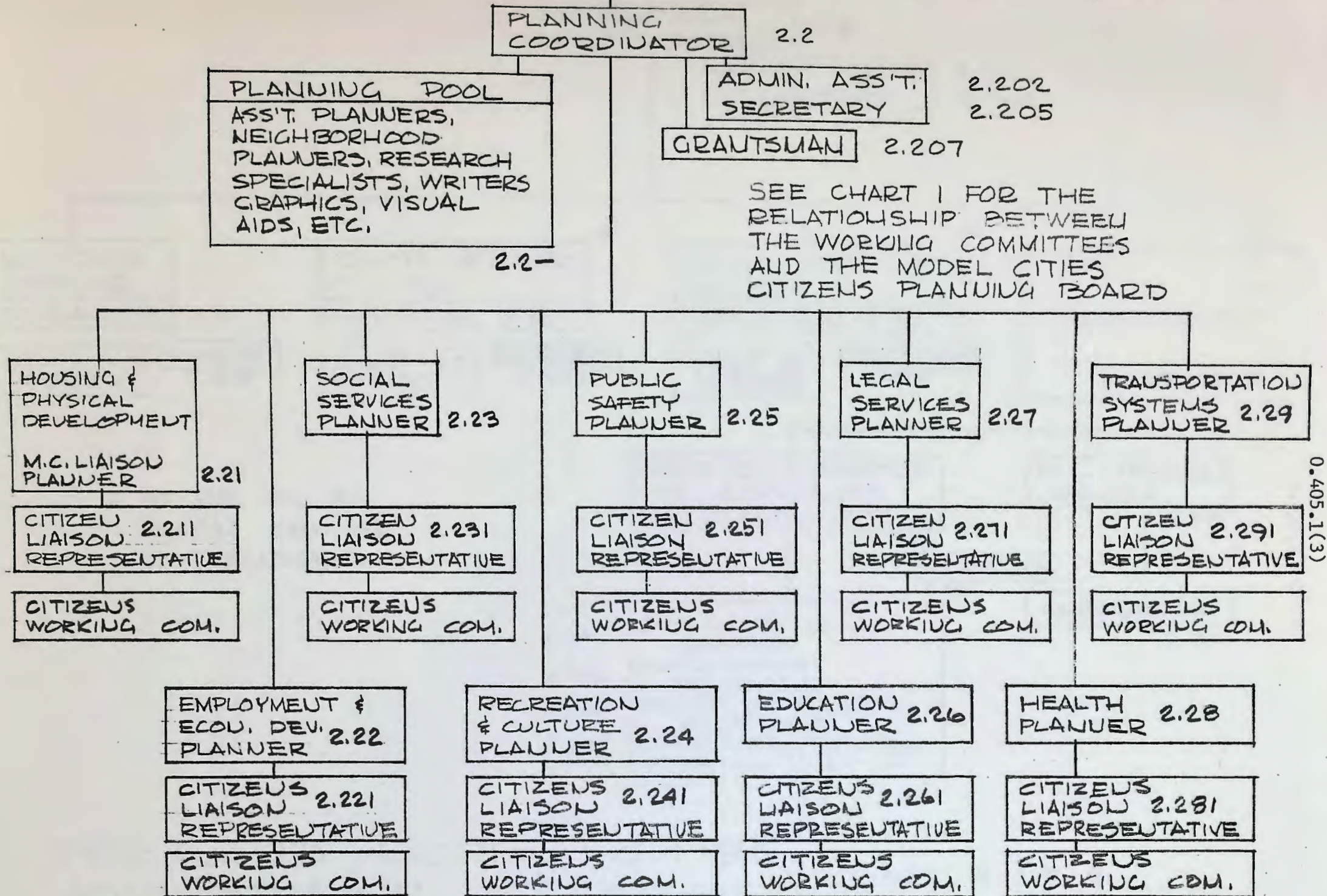
PORTLAND MODEL CITIES  
ADMINISTRATIVE STRUCTURE

CHART 2 OF 4



SEE CHART 1

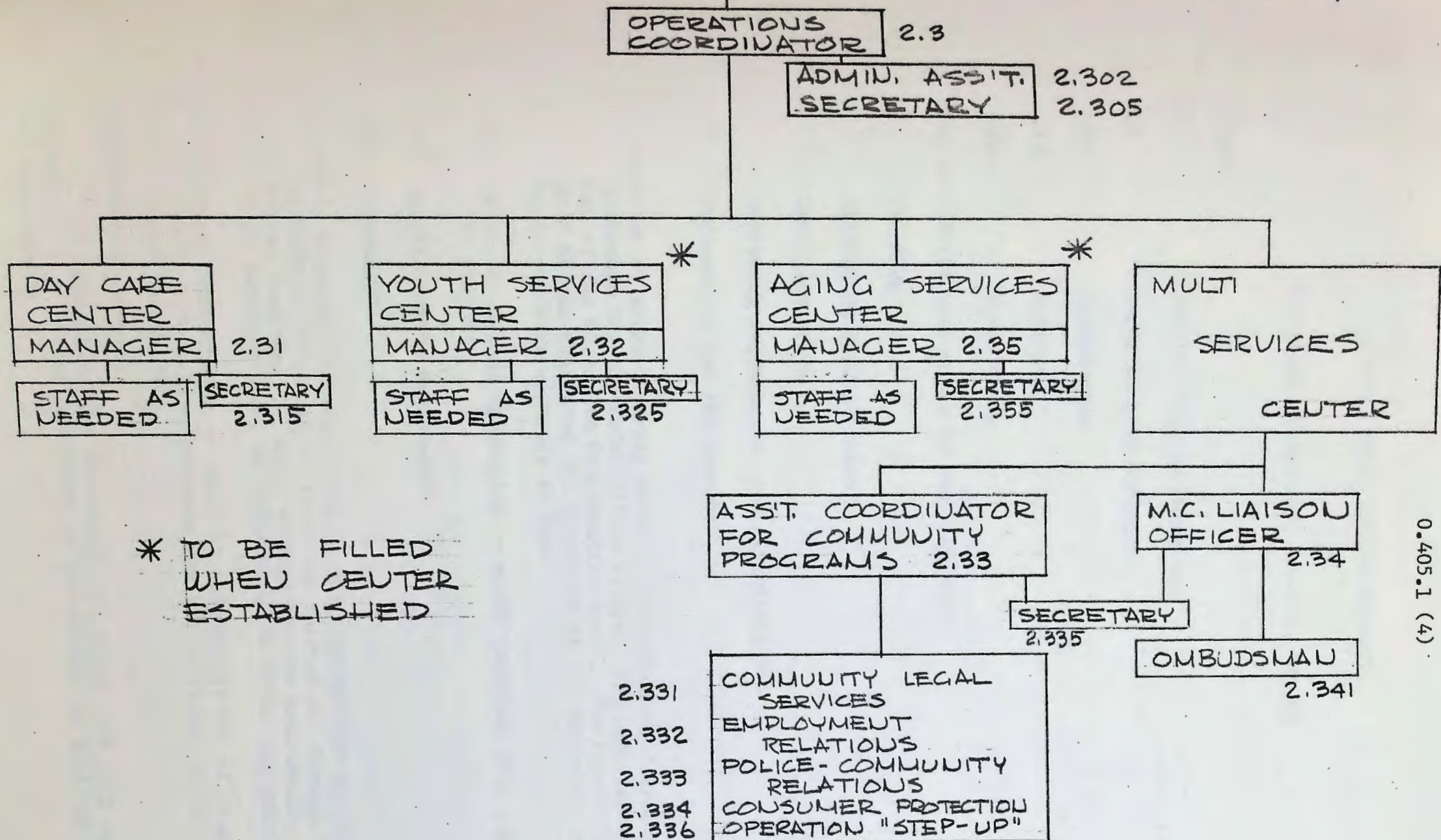
CHART 3 OF 4



PORTLAND MODEL CITIES  
ADMINISTRATIVE STRUCTURE

CHART 3 OF 4





PORTLAND MODEL CITIES  
ADMINISTRATIVE STRUCTURE CHART 4 OF 4



0.405.2 MODEL CITIES PROGRAM

Direction, Budgeting, Records, Review

0.0000

0. General Program Direction

.0 Major Program Function

.00 Subfunction

.000 Activity

.0000 Subactivity

This five-digit system can be utilized for:

Planning

Allocating appropriations

Recording costs

Reviewing performance, and ultimately the

Information and PPB systems

1. Director -- works directly with Citizens Planning Board, is the chief spokesman for the Model Cities Program. He also serves as the chairman of the Resources Coordination Board. The Deputy Director, to whom he has delegated the direction of all functions and activities, is responsible directly to him.

.001 Public Relations Specialist -- staff position, P.R. advisor and aide to Director

.002 Administrative Assistant\*

.005 Secretary\*

2. Deputy Director -- responsible to the Director for the direction and management of all major functions carried out through the Model Cities Program. He shall arrange for the availability of consultants, whose services shall be utilized as he deems appropriate.

2.1 Services Coordinator -- shall be responsible for all community and public information programs and the provision of all necessary "in house" activities.

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\*All Administrative Assistants are coded .-02, all regularly assigned Secretaries .-5. They are shown on the charts but will not be listed in this description.



- 2.11 Assistant Coordinator for Community and Public Information -- shall supervise all information services.
- 2.111 \*\*Information Specialist/Information Centers -- shall operate the Information Centers and give guidance and direction to the Community Workers.
- 2.1111 \*\*Community Workers -- shall be employed on a part-time basis to keep all residents of all Model Cities neighborhoods informed and to report citizen response to Model Cities Program efforts.
- 2.112 Information Specialist/Area-Wide Communications -- shall work toward the objective of achieving general public understanding of Model Cities Program objectives and accomplishments.
- 2.113 Information Specialist/Media Relations -- shall establish cooperative working relationships with representatives of all appropriate media forms.
- 2.12 Assistant Coordinator for Personnel and Training -- shall be in charge of the provision of all personnel services for the Model Cities Program.
- 2.121 Clerk/Personnel Records -- shall maintain all such records on a current basis and provide secretarial assistance to the Personnel Officer.
- 2.122 Personnel Technician/Recruitment -- shall work with the Portland Civil Service Commission to seek out and employ suitable candidates for all Model Cities positions -- with special efforts with the assistance of Community Workers, toward recruitment in the Model Cities area.
- 2.123 Personnel Technician/Training Programs -- shall develop in-service training programs and work with outside agencies and institutions to establish pre-employment and career improvement training programs.
- 2.13 Assistant Coordinator for Office Services -- shall have responsibility for the provisions of all office-related supportive activities essential to effective internal work-flow.
- 2.131 Chief Clerk -- shall supervise all clerical services, including a secretarial pool, the services of which shall be available to all Model Cities functions.
- 2.132 Senior Accountant -- shall provide all necessary fiscal management services and maintain all fiscal records in accordance with audit requirements.
- 2.133 Legal Counsel -- shall provide such legal advice as may be needed and review all proposals for form and legality.

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\*\*Although funded under NDP, these functions are carried out under the direction of Model Cities staff.



2.134 Writer -- shall provide assistance in the preparation of reports and proposals to all functions except planning.

2.2 Planning Coordinator -- shall have as his primary responsibility the overall direction and, especially, the coordination of the efforts of the planners working in the nine subject areas in order to work toward a comprehensive plan. He shall also relate Model Cities planning efforts to planning throughout the metropolitan area and evaluate developments outside the Model Cities area for their effect or influence on Model Cities. He shall have available to him a pool of assistant planners, neighborhood planners, research specialists and persons experienced or trained in writing, graphics and other visual aids, and any other special talent useful to the planning function. These shall be assigned to individual planners or may be used to assist in the coordination effort.

2.207 Grantsman -- shall work as a staff assistant to the Planning Coordinator, exploring all avenues of possible public and private funding.

2.21 Model Cities Liaison Planner-Housing/Physical Planning -- shall be responsible for continuous contact with the Portland Development Commission, which supplies the planning component for housing/physical development. He shall make certain that the PDC efforts receive the necessary input from the other planning components and that its efforts are fully explained to those components. Although not required to plan, he must understand the significance of plans and must be fully cognizant of the essential interrelationship of the various planning efforts.

2.221 Citizen Liaison Representative - Housing/Physical Development -- provides the essential relationship between citizens and the planning effort. He works closely with the Citizens Working Committee, keeping them fully informed of planning efforts being made and keeping the liaison-planner informed as to the responses, suggestions and ideas of the Citizens Working Committee.

2.22 Planner-Employment and Economic Development -- shall be responsible for the development and revision of short- and long-range plans designed to create and improve employment opportunities and to further the type of economic development that will result in benefits to the Model Cities Community. He shall keep informed as to relationship of his plans to the other planning components and to planning and development efforts outside the Model Cities area. He shall establish a close working relationship with the Citizens Working Advisory Committee through his Citizen Liaison Representative.

2.221 Citizen Liaison Representative-Employment and Economic Development --  
(as under 2.211 above)

(The other planning activities are described in essentially the same terms as in 2.22 above.)

2.23 Planner-Social Services



- 2.24 Planner-Recreation and Culture
- 2.25 Planner-Public Safety
- 2.26 Planner-Education
- 2.27 Planner-Legal Services
- 2.28 Planner-Health
- 2.29 Planner-Transportation Systems
- 2.3 Operations Coordinator -- shall be responsible for the effective operation of all centers or other special programs operated directly under Model Cities supervision.
- 2.31 Manager-Day Care Center -- shall give general direction to the Day Care Center Program. He shall have responsibility for all funds designated for this program and coordinate the efforts of other agencies or organizations that may be engaged in various aspects of the program.
- 2.32 Manager-Youth Services Center -- (as under 2.31 above, applicable at such time as the center may be established)
- 2.33 Assistant Coordinator for Community Programs -- shall coordinate and give general direction to all Model Cities Programs operated out of the Multi-Services Center, including:
  - 2.331 Community Legal Services
  - 2.332 Employment Relations
  - 2.333 Police Community Relations
  - 2.334 Consumer Protection
  - 2.336 Operation Step-Up
- 2.34 Model Cities Liaison Officer-Multi-Services Center -- shall work with state and local agency representatives to coordinate their efforts with Model Cities program objectives. He shall keep such representatives informed of Model Cities community needs and meet regularly with Model Cities staff -- particularly the Assistant Coordinator for Community and Public Information and his staff -- to keep them fully informed of all services available through the center.
- 2.341 Ombudsman -- shall be the spokesman for Model Cities community residents and the advocate of their service needs. He shall be available to any citizen whose service needs have not been met or have been met inadequately. He shall review and/or investigate all complaints of lack of service or of service unsatisfactorily provided. He may recommend changes aimed at improving the quality of services. Such recommendations shall be made through the Model Cities Liaison Officer to the Operations Coordinator.



- 2.35 Manager-Aging Services Center -- (as under 2.31 above, applicable at such time as the center may be established)
- 2.4 Coordinator-Citizen Participation -- shall be a staff assistant to the Deputy Director with responsibility for obtaining and maintaining a high level of active participation in Model Cities programs on the part of area citizens and shall review, periodically, the efforts of the Community Workers.
- 2.41 Training Specialist -- shall, under the direction of the Coordinator, provide training opportunities for citizens working with or interested in various aspects of Model Cities Programs. A special effort shall be made to make useful training available to all who serve or intend to serve on the Citizens Working Committees.
- 2.5 Manager-Information/Evaluation and PPB Systems -- shall be a staff assistant to the Deputy Director with responsibility for developing an information system that may be used as an effective management tool as well as to provide the basis for a valid, regular evaluation process. He shall begin immediately the development of a planning, programming budget system whereby efforts and expenditures can be accurately related to program goals and objectives.
- 2.51 Data Systems Analyst -- shall, under the direction of the Manager, utilize the services of statisticians and administrative analysts to develop the systems essential to Model Cities planning, management and evaluation objectives.
- 2.511 Statistician -- shall collect and assemble data to assist in program development, operation and evaluation and shall aid in training Model Cities staff in the utilization of data.
- 2.512 Administrative Analyst -- shall have as his primary task the development and maintenance of a planning, programming, budgeting system applicable to the Model Cities operation. The objective of the system shall be one of providing the means whereby all programs are planned toward meeting recognized goals and the basis for applying cost-benefit analyses to alternatives and for measuring performance and accomplishment.
- 2.6 Assistant Coordinator for Agency Relations -- shall work under the direction of the Deputy Director in maintaining contact with public agencies at all levels and private businesses and organizations with the objective of making available to Model Cities such resources, human and other, as may be useful for a successful Model Cities operation. The services of the Assistant Coordinator shall be available at all times to the Director who will establish all initial high-level agency contacts.
- 2.61 Field Representative -- Private Corporations and Agencies -- shall maintain all working-level private contacts under the direction of the Assistant Coordinator.
- 2.62 Field Representative-Public Agencies -- shall maintain all working-level contacts with public agencies of all levels under the direction of the Assistant Coordinator.



#### 0.420 STAFF TRAINING

During the planning year, the Portland Model Cities Program was, for the most part, without an organized staff training program. Planners, Assistant Planners, and administrative staff tended to acquire skills needed for their specific jobs only through day-to-day work experience and discussion with fellow staff members. While some brought technical skills to their work, most were without training or experience in the critical areas of group dynamics, committee organization, role playing, and so on. Given the emphasis upon citizen-oriented planning in the program and the extent to which planning occurred in a committee setting, this lack of training and experience created difficult problems for all staff members during the planning year. The same kinds of problems, of course, existed for many of the citizens responsible for the direction of committee work.

As a partial solution to this problem, the Northwest Regional Educational Laboratory was asked in August to work with Assistant Planners and, to a lesser degree, Planners and to aid them in understanding their staff role. As a result of several half-day training sessions, the Northwest Lab developed a training package for the Portland Model Cities Program.

The following estimated budget summary outlines this package by proposed target groups. Attached to this plan as Sppendix 5.600, Training Package for a Model City Staff, the actual training procedures suggested are presented as some alternatives from which specific training could be selected, adapted, or expanded. Finalizing a plan should be accomplished by the Assistant Coordinator for Personnel



0.420 (2)

and Training within the Model Cities Program.

The suggested training groups are listed below with an estimate of needed budget:

1. Citizens Planning Board

27 persons/4 days	=108 man days @ 25.00	=2700.00
4 leadership/4 days	= 16 man days @ 50.00	= 800.00
		<u>3500.00</u>

2. Staff Assistants and Professionals

55 persons/6 days	=330 man days @ time allocation	= 0
7 leadership/10 days	= 70 man days @ 50.00	=3500.00
		<u>3500.00</u>

3. Clerical - Secretarial

25 persons/3 days	= 75 man days @ time allocation	= 0
3 leadership/3 days	= 9 man days @ 50.00	= 450.00
		<u>450.00</u>

4. Citizens Task Forces

72 persons/3 days	=216 man days @ 25.00	=5400.00
8 leadership/4 days	= 32 man days @ 50.00	=1600.00
		<u>7000.00</u>

5. Information Center and Workers

As specified in citizens participation proposal

32000.00

Materials

1500.00

Travel and Per Diem

22 leaders @ 100.00 ave.

2200.00  
3700.00

Total Budget Estimate

49450.00



#### 0.430 COORDINATIVE FUNCTION OF THE MULTI-SERVICE CENTER

The provision of a multi-service center requires coordination between various program elements and proposals both within and outside of Model Cities. The multiplicity and fractionation of delivery systems of the more than 100 service agencies vying to serve Model Cities residents often results in the frustration of the recipient population. Also, because there is inadequate liaison, the service may in fact not be delivered.

The provision of a multi-service center for the Model Cities program is designed to coordinate those State agencies included in the Governor's Pilot program for a Multi-Service Center (see 5.100), and some of the services programs proposed for Model Cities, i.e. Employment Relations, Operation Step-Up, Community Legal Services, Consumer Protection, Police-Community Relations, and The Transportation Service Center.

As a response to the need to develop new approaches to service delivery, it is also proposed that an information-liaison-complaint system be structured within the Center's administrative unit. Therefore, to insure adequate information and feedback, the following Model Cities positions have been proposed--Model Cities Liaison Officer, Information Clerk, Model Cities Ombudsman, Assistant for Citizen Involvement and multi-service aides.

In addition, a strong citizen participation component has been developed to insure the user of services a role in both policy development and program operation.



0.430 (2)

The specific proposal (No. 3.186) more completely describes the coordinative aspects of the Center and the various service agencies proposed to be located within the Center.



#### 0.440 MODEL CITIES INFORMATION AND EVALUATION SYSTEM

During the past planning year, the Portland Model Cities Program has focused its attention on the identification of the needs of the Model Neighborhood as seen by its residents. Staff time and staff energy have been largely directed at scrupulously reflecting citizens' interests in the programs listed in Part III and the Appendices of this plan. While the plan is obviously not a perfect reflection of the feelings of all residents, it does constitute a healthy beginning on which to build five more years of work.

In carrying out this work - the implementation and refinement of programs, continued program planning, and overall administration of a large budget and staff - it is imperative that an information system be established at the earliest possible point in action-year one. Heavy early demands will be placed on the system by the planning necessary under the NDP proposal and by administrative staff. Continued demand will come from the other planning components and the evaluation needs of funded programs. Given the present lack of coordinated data, the development of an Information and Evaluation System may be, initially, the most critical task at hand.

In approaching the development of an information system for the Portland Model Cities Program, the primary initial condition is the absence of a coordinated, systematic vehicle for the collection and distribution of data concerning the Model Cities area or the metropolitan area of which it is part. As in the case of program or service development,

data collection and distribution is largely viewed as an internal matter for each agency or business. Types of data collected and treatment of that data are determined by internal views of data and record keeping needs.

The areal breakdowns of data range from region, to county, to city, to census tract, to postal zone, to school district and to other areas service units. None of these correspond with the boundaries of the Model Neighborhood. Some data sources include addresses for their statistical population, and some do not. Agencies which do tie data to addresses are reluctant to release such information. Some agencies do not currently collect data that would be useful to Model Cities planning. In short, coordination of data collection for purposes of comprehensive planning is almost non-existent.

The major exception to the above pattern within the Portland area is the effort of the Columbia Region Association of Governments (CRAG) to develop a geographically-based Information Storage and Retrieval System as the basis for an analytical system composed of a modular set of Urban Activities Allocation, Estimating, and Forecasting Models. Initial work on this project has been carried out under two HUD 701 grants, Project Oregon P-97 and Project Oregon P-108. Under the latter, CRAG was able to write and make operational the set of computer programs and procedures comprising the Information Storage and Retrieval System. Work is continuing to increase system flexibility, efficiency, and generalization.

At present, CRAG has pending with HUD an application for a third 701 grant, Project Oregon P-132, for purposes of continued sophistication



of the Storage and Retrieval System in anticipation that it "will become an increasingly important mechanism for the standardization and coordination of governmental data processing in order to maximize inter-agency data sharing" (Appendix II, page 2). The second portion of the Project's work program also provides for initial design of the Urban Activities Allocation, Estimating, and Forecasting Models.

The CRAG staff has continued to be aware of the importance of their project to the Portland Model Cities Program, both as a model for an information system and as a source of expertise in its use. Project Oregon P-132 was originally submitted in March, 1968, with the intent of entering into "a cooperative project with the Model Cities Program, utilizing the Model Neighborhood as an immediate testing ground for the eventual development of a full-scale regional information system" (Appendix I, page 2). Unfortunately, the proposal was returned to CRAG in July for lack of funds. However, CRAG has maintained its interest in assisting the Model Cities Program in this respect and has been deeply involved in the development of this proposal.

In addition to the Crag project, the Northwest Regional Educational Laboratory is presently involved in planning with respect to a regional education data bank with primary emphasis upon educational planning throughout the Pacific Northwest. Thus the Northwest Laboratory is another source of experience and expertise in the area of information systems.

A second major problem is that during the planning year, the Model Cities staff has not developed a systematic method of collecting data which are available in the Portland area and needed for planning and



evaluation. Individual staff members sought such data as were available for their own needs in a planning component, but their search was far less than systematic. The one knowledgeable staff member in the area of information and data systems was over-burdened with work on two sample surveys, one conducted by the Albina Neighborhood Center (OEO) with the advice of faculty from the new School of Public Service and Community Affairs at the University of Oregon and the other by himself. Because of technical difficulties, the surveys did not produce information of sufficient quality for continued planning. Neither the surveys nor the activities of the staff were geared to the production of an organized information system that would carry over into action-year one.

In the case of internal data on Model Cities activity, there is also no regularized system of data collection except in the area of citizen participation where a moderately successful record keeping system did exist. With respect to the coming year, however, decisions have yet to be made about the kinds of data which should be generated internally.

The meaning of all of the above conditions is simply that the Portland Model Cities Program will begin its first action-year without a data base adequate to the planning and evaluation tasks which lie ahead. There is a reasonably good understanding of the substantive problems as seen by residents of the Model Cities area, but the quantitative dimensions of the problems have not been systematically documented. Data for comparing conditions in the target area with the rest of the metropolitan area are also limited.

The basic cause of the lack of a coordinated system of data collection and distribution in the Portland area is a broader lack of inter-agency



coordination. While discussions about the functional inter-relatedness of programs do occur with increasing frequency at all levels of government, particularly as a result of CRAG's activities, the focus of most agencies remains upon their own programs.

There are several reasons for this situation. There is a normal tendency for agencies to be oriented toward their particular activity. Moreover, all agencies operate with budget constraints, and initiating a cooperative program siphons funds away from their regular activity. Legislative controls, in some cases, actually forbid inter-agency use of data.

Finally, lack of public knowledge of, and interest in, the advantages of coordination has resulted in failure to generate the necessary pressures for cooperation among agencies.

These problems have been amplified by the lack of an agency with broad enough geographic and program scope to initiate a project of data coordination. However, CRAG has made a start toward an integrated data system. Thus, there exists in Portland an agency with hard- and software systems that are sufficiently sophisticated to provide a coordinating framework for individual agency data programs. Actual coordination and acceptance of an umbrella agency and its system has yet to occur.

The fundamental cause of the lack of an information system adequate to Model Cities planning and evaluation is that Portland chose to emphasize citizen participation and citizen concepts of solutions to problems during its planning year. In the planning framework which evolved, citizens were responsible in large measure for the direction of planning and its content. Not surprisingly, they were not overly concerned with, or

fully capable of, producing a data system able to support their activities. Like most laymen, they tended to be impatient with the tedious process of collecting data and not critical enough of data which they did receive.

Within this planning framework, the staff tended to play a subsidiary role to the chairmen and members of the various working committees. In such a situation, it was difficult for them to introduce either ideas or data in many cases by any but the most indirect methods. This difficult situation was compounded by the fact that only two or three of the staff members had any experience in data collection, data interpretation, or research design.

Moreover, the Portland Model Cities Program began with an explicit fear that agencies would attempt to dominate the planning process for their own ends. The result was that where agency-staff contacts did develop, they tended to be informal relationships between particular staff persons and particular agency persons, rather than a formal agreement of the Model Cities agency with all other related agencies. In short, general inter-agency coordination, from which an information system might have grown, was not sufficiently created.

Just as there was little experience in the use of data in program development, there was also limited understanding of data importance to program evaluation. This additionally hindered the development of an information system. The very late development of concrete proposals by most citizen working committees also contributed to the problems. By the time these proposals were finalized in committee, there was little time left



to develop evaluation techniques. Staff energies were directed by that time toward writing of the overall plan and securing acceptance for proposals from the Citizens' Planning Board.

To begin development of an information system, it must be assumed that the Portland Model Cities area is an interdependent part of the larger Portland metropolitan area. Measuring the degree to which problems exist in the Model Cities area, formulating solutions for these problems, and evaluating the effectiveness of these proposals can only be done within the broader context of the entire metropolitan area. A systematic method for providing the data necessary for doing this does not currently exist. Nor have available statistical tools--ranging from such elementary methods such as linear programming and simulation--been utilized to any great degree.

The basic goal of this system will be, therefore, to provide quantified information. There are three major steps required in the production of this information: a) the identification of the types of data most useful including both external data relating to conditions in the community and internal data on Model Cities activity; b) the collection of the data so identified; and c) the provision of methods for turning the data into useful information. In addition, the setting up of an information center will provide a vehicle for training Model Cities area residents in data processing and systems techniques in conjunction with the proposed computer training program at Jefferson High School.

With respect to continued planning, the formulation and implementation of a program for changing conditions in the Model Cities area requires



basic data on the existing conditions and on changes in these conditions over time. Information of this type is used to a) identify and define existing problems, b) allocate resources among the problem areas, and c) set up target objectives for attainment. Data inputs are necessary both for the Model Cities area itself and for the Portland metropolitan area so that target objectives can be aimed at decreasing existing disparities. Development of these data will of necessity require broad ranging cooperation between the Model Cities Agency and other governmental and private agencies. Where the data are not currently collected, it will also require that additional data gathering activity be initiated. Information on the effectiveness of non-Model Cities programs to accomplish similar results should also be utilized.

Efficiency requires that the Model Cities Agency allocate its resources in the areas where the returns are greatest. Periodic evaluation and reassessment must be undertaken to determine how much has been spent on specific programs and what has been accomplished in each program. On the basis of this information, new programs may be initiated, old ones phased out, and emphasis among programs shifted. Information of this type requires external data on changes that have occurred in particular problem areas over time, internal data on the type and amount of action that the Model Cities Agency has undertaken in each problem area, and some expected relationship between the two. PPBS or some other program-based planning related internal system will be used as a control on this information.

The same data identified above can also be used by the agencies funding the Model Cities to assess the effectiveness of the Portland



programs, compare it with programs in other cities and make recommendations on the basis of this information. To effectively carry out such an evaluation, HUD and other funding agencies should specify certain types and levels of data requirements for all Model Cities agencies. Where HUD requirements were not met by the types of data required above, it also will have to be developed.

The data developed by the Model Cities Programs should also be made available to the academic community and others undertaking research on similar types of problems where feasible. In some cases the confidential nature of the data may restrict its availability, but use of the data for research purposes should be encouraged.

The first concern in moving toward achievement of the above goals must be the identification of the kinds of data most useful in analyzing problems, planning programs, and analyzing results is essential. In identifying these key variables, the interrelation of cause and effect should be kept in mind. Consideration should be given to the current and future availability of data, the comparability of data over time, timeliness, cost, flexibility, and adaptability to different storage and retrieval systems. All possible sources of data classification, definitions, and coding schemes should be reviewed. The major portion of data may already be available from existing agencies, or as in the case of the 1970 census of population, will become available in a reasonable time, although additional data collecting activities may be necessary.

Where current data already exist, a system for collecting them should be implemented as soon as possible. In some cases this may only require a request from the originating agency; in other cases, it may require



considerable negotiation and the provisions of certain safeguards and working agreements. The confidential nature of certain data poses a particularly important problem and is discussed in Appendix III.

Where data do not currently exist but will become available within a reasonable time, agreements must be reached about specific timing. Collecting agencies should be requested to make relevant data available as soon as possible.

Where data do not exist or will not become available within a reasonable time, plans for the generation of this data should be formulated. In some cases this may be done through working agreements with existing agencies; in other cases, it may require special data collecting activities be undertaken by the Model Cities Agency itself.

Several possibilities for data storage and retrieval are possible. Some use may be made of each method. The ultimate decision should be made on the basis of existing capabilities of involved agencies, but both manual and mechanical techniques for storage and retrieval will be involved. Data will be made available to Model Cities through the following methods: a) Data stored with the collecting agency and supplied to Model Cities staff on request. A detailed listing of data available from each agency and the time lapse between a request for data and the actual arrival should be kept. b) Data stored within the Model Cities Agency, and supplied as needed. c) Data accessible through some central collecting agency such as CRAG and supplied on request. The central agency will choose to store the data itself or to develop a system of fast retrieval from the collecting agencies. This would involve the kind of extensive cooperation and coordination among agencies envisioned by CRAG in its request for funding of Project Oregon P-132. (See Appendix I.)



Data become useful information only after having been subjected to some systematic method of evaluation. At the program level there is need for charts, percentages, cross tabulations and other simple visual techniques. On the evaluation level, use should be made of methods which relate program expenditures (independent variables) to actual accomplishments (dependent variables). At the planning level, both types of data use are involved. Program or performance budgeting systems would appear to be a minimum requirement with PPBS and attendant cost-benefit analyses considered a relatively short-range objective. More sophisticated types of forecasting models such as linear programming and simulation should also be used where possible in the planning stage. These can be developed under contract with CRAG, possibly including the use of consultants.

To insure maximum effectiveness of the information developed, a training program on the use of data should be set up for staff persons designated by the Model Cities Deputy Director. The program should begin with a description of data types and uses and progress to at least a basic understanding of correlation and linear regression techniques or other techniques to be used in the program. Training should also be carried out in overall research design.

The first priority for this program must be information for planned programs. Since many of the programs rely on this coordinating component for data and evaluation needs, first efforts should be concentrated on supplying this information and to training the staff in its use. Second priority should be given to feedback information on how programs are progressing, both on the internal efforts on Model Cities staff and on the various programs on the target area. Such information will be used for



internal evaluation and ongoing planning. All the above information and any additional information specifically requested can then be used by funding agencies for an evaluation of the Portland Model Cities Agency. Recommendations of the funding agencies can then be fed back into the program. Lower priority will be given to the provision of data and information to individuals and organizations doing independent research.

To achieve the priorities outlined above, initial emphasis should be given to the identification of key variables. Once this is done, the collection of existing data and planning for necessary supplemental data generation should be undertaken. As soon as sufficient data become available, these should be processed and turned into useful information for the appropriate staff. Initially only very basic statistical techniques should be used. Supplemental data collection should also be undertaken as soon as arrangements can be made. Once these basic information needs have been met, concentration should be on the development of a coordinated data bank and more sophisticated planning models with CRAG, and all data should be collected with eventual use of the CRAG system in mind.

In setting up the Model Cities Information System, attention should be given to the eventual development of a metropolitan-wide computerized data bank and the use of forecasting and simulating models. Early identification should be made of the data that are to go into the data bank and steps taken to make certain of compatibility with the system developed by CRAG. Under 701 Projects Oregon P-108 and P-132, CRAG will have the capability to provide consultant services necessary to assuring such capability from the beginning. However, the kind of coordination envisioned here requires that there be at an early date at least one Model Cities



staff person who is familiar with the use of sophisticated data processing techniques. The Model Cities staff will be responsible for data collection and specifying information needs to CRAG, but the technical details of data storage and retrieval data would be under CRAG's direction. The Model Cities staff and CRAG will work together on the types of mathematical models to be used with the technical aspects of actual programming carried out by CRAG. Actual data processing will be carried out by CRAG under contract to Model Cities. Model Cities residents in the proposed computer training program at Jefferson High School should be used wherever possible. A more detailed description of the coordinating and technical strategy is given in Appendix V.

With respect to the first-year program, the primary goal to set up the rudiments of a basic information system necessary for the implementation of the Portland Model Cities Program. The information system will be used to evaluate the effectiveness of existing programs and to serve as a basis for ongoing planning and administration. The program will incorporate two types of data: a) externally generated data which will serve as an indication of initial conditions and as a benchmark for changes that occur over time and b) internally generated data relating to Model Cities expenditures and activities. Work will also be started on incorporating the external Model Cities data into the more comprehensive and more sophisticated metropolitan-wide data bank system being developed by CRAG. Specific first-year activities should include the following:

1. Identification of Key Variables

Key variables must be identified for determining the initial state of conditions and the changes in conditions in the following general categories within the Model Cities area:

- a. Economic Status.
- b. Education.
- c. Health.
- d. Housing.
- e. Legal Services.
- f. Physical Environment.
- g. Public Safety.
- h. Recreation.
- i. Social Services.
- j. Transportation.

A listing of the proposals and the general type of data needs for each is given in Appendix III.

2. Determination of Data Availability

For each of the key variables identified, it will be necessary to determine if the data are currently available from existing agencies, are collected but not currently available from existing agencies, or must be generated.

3. Collection of Necessary Data from Other Agencies

For data currently collected, it will be necessary to enter into negotiations for their use of this data and to design a data-flow system for making them available to Model Cities. Where needed data are not collected, agencies may be requested to supply such data, or the Model Cities Agency may have to design a collection method.

4. Set Up A System for Collecting Data On Model Cities Administration.

This system should include budget items on individual programs, measures of the physical units involved, and the intensity of involvement



where possible (e.g., expenditures on a new housing project, number of units, size of units, cost per unit, etc.).

5. Set Up An Information System for Evaluating the Ongoing Effectiveness of the Model Cities Programs.

It would be the purpose of this system to develop methods for relating the effects of Model Cities Programs (independent variables) on the problems they are designed to correct (dependent variables). Work toward a PPB System should be a significant part of both 5 and 6.

6. Integrate Data Collection and Data Format With CRAG's Geographically-based Storage and Retrieval System.

Though it will probably not be possible to integrate all data into the CRAG system, every attempt will be made to make data compatible with it. Consultant services from CRAG staff will be available to aid in this activity, and it is anticipated that one or more interagency committees will also be necessary. In the integration of the CRAG and Model Cities systems, some work must also be done on the integration of the CRAG system with users and contributors throughout the metropolitan area. (See Appendix IV.)

To carry out these assigned tasks in order that an effective information system might be developed during action-year one, an executive staff of four persons is planned - a System Manager, a Data Systems Analyst, an Administration Analyst, and a Statistician. Under the overall direction and coordination of the Manager, the Data Systems Analyst will have responsibility for the supply of external data in the form of usable information through CRAG, and any supplemental non-mechanical systems; the Administration Analyst for the development of a PPB System; and the

Statistician for program data collection for one-year evaluations and for staff training in data use and research design.

Augmenting this basic staff will be: consultants with data systems expertise in all program areas for the purpose of identifying key variables and data sources; a data collection staff to carry out necessary leg-work in the operation of the established system; trainees from the proposed computer training program at Jefferson High School; and an Executive Committee of three members of the Citizens' Planning Board. In each staff position, every effort will be made to find Model Cities residents who may be hired as staff.

As stated earlier, there is presently no information system within the Model Cities Program and only the bare rudiments of such a system within the Portland area. Little work has been done in the area of evaluation design. It is expected that the information and evaluation system outlined above will prove to be the basis for remedying this situation. As is obvious, a great deal of work remains to be done to make this system operative. However, the capability to produce the system appears to be at threshold level in both conceptual and operational terms.



0.440.1 APPENDIX I

EXCERPTS FROM AN APPLICATION

FOR SECTION 701 GRANT

MARCH 18, 1968

COLUMBIA REGION ASSOCIATION OF GOVERNMENTS

## CRAG - MODEL CITIES

## PRELIMINARY

## BUDGET ESTIMATES - REGIONAL INFORMATION SYSTEM PROJECT (P-132)

	<u>Model Neighborhood Accounts</u>	<u>CRAG Models</u>	<u>TOTAL</u>
Project director - 1/3rd man year	\$ 2,500	\$ 2,500	\$ 5,000
Economist - 3/4ths man year	--	10,000	10,000
Systems Analyst/Programmer - 1 man year (new, temporary position)	10,000	--	10,000
Research Assistants - 2 man years	6,000	6,000	12,000
Interviewers - 2 man years	10,000	--	10,000
Clerical/Key punching, etc. - 2½ man years	<u>8,000</u>	<u>4,000</u>	<u>12,000</u>
SUBTOTAL - PERSONNEL *	\$36,500	\$22,500	\$59,000
Data Processing	2,500	5,500	8,000
Operating Expenses **	3,000	3,000	6,000
Consultants	<u>500</u>	<u>1,500</u>	<u>2,000</u>
TOTAL	\$42,500	\$32,500	\$75,000

\* Line 4 of HUD 6703 = Interviewers, \$10,000 plus \$9,000 from "Research Assistants" and "Clerical," or \$19,000 total for "Services by Other Public Agencies." The \$9,000 for "Research Assistants" plus \$4,000 from "Data Processing" can make up Model Cities share of local matching funds required.

\*\* Operating = Lines 5,6 and 7b on HUD 6703.

PROJECT INCOME

	<u>Local Matching</u>	<u>Federal Grant</u>	<u>Total</u>
Model Cities	\$12,500	\$25,000	\$37,500
CRAG	<u>12,500</u>	<u>25,000</u>	<u>37,500</u>
Total	\$25,000	\$50,000	\$75,000

3/18/68



Code No. UP 300 -- Description of Activities1. Relationship of the proposed project with the overall CRAG program

The purpose of the proposed project is to lay the groundwork for a regional information system designed to facilitate improved public decision making. The word "regional" is used to indicate that the information system is to be an integrated system with coordinated definitions, procedures, formats and reporting for the metropolitan area as a whole. The term "information" means that the system will be more than a collection of data files. Information is interpreted data.

It must be possible to make use of the information system to isolate, measure, study and propose solutions to very localized problems anywhere in the metropolitan area, such as those which the Portland Model Cities Program is grappling with in its Model Neighborhood Area.

CRAG therefore proposes to enter into a cooperative project with the Model Cities Program, utilizing the Model Neighborhood as an immediate testing ground for the eventual development of a full-scale regional information system. The criteria for the success of the project will be, first, the extent of its direct usefulness to the Model Cities program; second, the feasibility of tying in other neighborhood areas, such as the southeast Portland "uplift Area"; and third, the usefulness of the system for decision-making on issues with regional significance, such as the location of major circulation facilities, utilities, and the regional development pattern.

The proposed project will provide a local/regional analysis and planning framework for the collection of all data. With the state of the art yet in its infancy many aspects of the project will be frankly experimental and thus involve real risks. There are numerous unknowns, not the least of which will be the final results of efforts already underway. Developmental costs cannot be estimated with any certainty, and long-range costs and benefits cannot be simply calculated. However, the project clearly will help to provide and promote the use of common information throughout the metropolitan area. The use of common information in itself can provide a powerful element of coordination and predictability to many public and private decision-makers.

The regional information system project will provide the opportunity for more in-depth and more far-reaching foundation work for the long-term Model Cities Program than would otherwise be possible. The project is based on the premise that the Model Neighborhood is not an island which can be understood, planned and changed in isolation, but rather that it is an interdependent part of the metropolitan fabric. Dynamic economic, social and communication linkages exist which must be identified and understood. Changing trends or actions anywhere in the metropolitan area may have important consequences for the Model Neighborhood; changes in the Model Neighborhood will affect other neighborhoods.



In short, the regional information system project assumes the validity and utility of viewing the metropolitan area as a complex set of interlocking systems; social, economic, communications, physical, governmental, educational, and so on. It assumes that these systems can be described in quantitative terms, and that mathematical models are feasible for predicting changes and for identifying consequences of proposed actions.

The housing market, the labor markets, the reach of public services, and the land resources for urban growth and change are some specific factors whose interdependencies make regional conditions significant for local decision-making. Information is needed about the interrelationships between parts of the urban region, for example, the changing functional roles of the downtown core, the suburbs, local employment and institutional centers, the relationships between homes and work places. There is a concern about the pattern of distribution of activities throughout the urban area, and how these activities tend to respond to changing national and northwest conditions. This, then, is the theoretical context in which the regional information system project is proposed.

The regional information system project will make use of the systems design and computer programs available through CRAG's data bank program, projects Oregon P-97 and P-108. The databank system's capabilities for geographic coding by computer and for tabulating and electronically plotting data according to geographic location will have important uses in the regional/Model Neighborhood information system, for example in processing employment, police, health, welfare, or school enrollment records available by street address from other agencies in order to analyze geographic patterns of occurrence. The databank will also provide a key data file for the information system, its magnetic tape file of urban land use data.

The precise direction which the regional information system project will take will depend on the results of work which is currently underway, both by CRAG under Project Oregon P-108 and by the Model Cities Program. P-108 includes a work element specifying that "attention will be given to the coordination of the databank program with electronic data processing programs and plans of other governmental agencies, and to developing the potential utility of both systems and data for other functions in addition to area-wide planning."

Under this work element CRAG is collaborating with the Model Cities Program in systems analysis aimed at identifying Model Neighborhood data and information requirements, and determining how the CRAG databank can be of specific use. Questions which must be answered include the following: What data are needed? What levels of accuracy are required? To what extent can sampling be used? How frequently must the data be collected and reported? What manipulations and comparisons with other data? In what forms should the data be reported, tabulations, maps, exception reports, etc.? Given limited resources, what are the data priorities? What are the economics of electronic data processing versus manual



processing for individual data items? What data resources exist in other agencies and how costly would they be to utilize? In what areas will data efforts provide the greatest payoffs? The results of the initial systems analysis centered around these kinds of questions will provide an important starting point for the regional/Model Neighborhood information system.

Another starting point provided by CRAG's Project P-108 is the work currently underway in regional economic base and population analysis. These work elements include interim forecasts of employment, population, housing units, family size, residential densities, family income and related factors by census tract. Also included is the development of methodology and recommendations for needed further studies. One result of the work completed thus far is the recommendation that CRAG start on the development of a set of urban simulation and forecasting models. Further exploration of this approach will be accomplished under Project P-108, and the results will shape the direction which work on the proposed regional information system project will take.

In the long run, the regional information system will be a primary instrument for CRAG's continuing regional comprehensive planning. The set of urban simulation and forecasting models will be central to the regional plan preparation, testing and revision process. The concept of "regional," however, really means only the sum total of "local," and so the regional information system will be built on the local data and will have local as well as regional application.

2a. Tabular Summary of Work

<u>Activity</u>	<u>Work to be Performed by</u>	<u>Est. Man-Weeks</u>	<u>Est. Cost of Services</u>
I. Establish set of economic, social and environmental accounts.			
A. Analysis of data for the Model Cities Program and the Urban Simulation Model, including detail, formats, definitions, timing, sources, availability, value and priority	CRAG & contributed Staff	15	\$ 2,000
B. Special surveys and/or census of Model Neighborhood	CRAG & contributed staff and Albina Neighborhood Service Center (OEO)		
1. Design of questionnaires, samples, processing formats and procedures		15	3,000
2. Questionnaire pre-tests & training of interviewers		15	2,000
3. Interviews		70	7,000
4. Other field work		30	3,000
5. Key punching, coding, quality control, sample expansion		10	3,000
6. Statistical tests, tabulations and formatting		10	4,000
7. Computer programming		15	3,000
C. Incorporation of Model Neighborhood data from other sources	CRAG & contributed Staff	40	5,500
D. Establish comparable regional data accounts	CRAG Staff		
1. Key punching, quality control		5	1,000
2. Statistical tests, tabulations and formatting		5	2,000
3. Computer programming		15	3,000
E. Coordination of program and data with other agencies, local, State and Federal	CRAG Staff	15	2,000
F. Prepare report(s)	CRAG Staff	5	1,500
G. Consultant review and advice		--	500
	Subtotal		\$42,500

0.440.1 (6)



<u>Activity (Continued)</u>	<u>Work to be Performed by</u>	<u>Est. Man-Weeks</u>	<u>Est. Cost of Services</u>
II. Develop set of urban simulation and forecasting models			
A. Review output requirements for Model Neighborhood and regional planning; determine feasible objectives	CRAG & Contributed Staff	15	\$ 2,000
B. Review existing simulation & forecasting models and statistical computer programs; select & test models for use in the system	CRAG Staff	25	5,000
C. Design model system, with simulation & forecasting equations, including for example, special multi-variate and lead-lag analysis, statistical tests for significance, auto-serial correlation, and other testing	CRAG Staff	25	5,000
D. Computer programming, modification of package programs, etc.	CRAG Staff	25	5,000
E. Periodic review and re-evaluation of progress, project feasibility, objectives, costs and benefits	CRAG & Contributed Staff	15	3,500
F. Clerical, keypunching, computer operation	CRAG & contributed Staff	40	4,000
G. Data processing not included in other activities (economic, market, employment, population, housing, land use & other model components)	Staff	--	2,500
H. Prepare report(s)	CRAG & Contributed Staff	20	4,000
I. Consultant review and advice	--	--	<u>1,500</u>
		Subtotal	<u>\$32,500</u>
		TOTAL	<u><u>\$75,000</u></u>

0.440.1 (7)



2b. Description of Work Program

The Regional Information System Project will be the first phase of development of a region-wide information system for planning, policy-making and decision-making affecting regional, local and neighborhood concerns. The purpose of the information system will be to improve both public and private decision-making, by 1) identifying the information capable of improving different types of decisions (in the light of defined policy objectives); 2) establishing a set of economic, social and environmental accounts, defined as bodies of relevant data collected and maintained on a current basis; 3) providing an organizing framework to rationalize information gathering and to facilitate its use in analysis and policy-making; 4) providing the capability to recognize and diagnose emerging problems, and mechanisms for monitoring crucial variables with the kind of immediacy needed for "in flight" policy corrections; 5) providing the capability to simulate the effects of policy alternatives in terms of their consequences for interrelated goals and programs; and 6) providing the capability to forecast future trends in the light of regional economic, demographic and social forces.

Development of the complete region-wide information system will be a long-term effort for which the current project will determine feasibility and set the stage. The information needs for the Model Cities Program at the local end of the scale, and for CRAG's continuing regional planning at the other end of the scale, will be used as the organizing criteria for the design of the system.

The work program for this project consists of two main elements, the first element is the establishment of a consistent set of economic, social and environmental accounts. Some of these data will cover the entire urban area; some of them will be assembled on a pilot basis for the Model Neighborhood alone. The set of accounts will be designed for immediate usefulness, pending completion of the second work element, the preparation of a set of urban simulation and forecasting models.

Establishment of a set of economic, social and environmental accounts--  
This work element calls for systems analysis and design of the set of accounts, including analysis of objectives, variables needed, priorities, method and frequency of reporting and presentation, use of sampling techniques, determination of payoffs, and design of formats and procedures for building and maintaining individual files of specific variables. In view of such factors as the rapid population turnover in the Model Neighborhood, the work element will include conduct of special Model Neighborhood surveys, and possibly a 1968 Model Neighborhood Census designed for direct comparability with the 1970 U.S. Census. Also included will be the collection, keypunching and building of files of other data variables for the Model Neighborhood, as necessary and feasible. Continuing liaison will be maintained with the U.S. Census Bureau in its final preparations for the 1970 Census. Finally, this work element will provide for continuation of the Project P-108 work element permitting "attention... to the coordination of the databank program (i.e. the set of accounts) with electronic data



processing programs and plans of other governmental agencies, and to developing the potential utility of both systems and data for other functions in addition to area-wide planning."

Preparation of a set of urban simulation and forecasting models--  
This work element will build on the results and recommendations coming out of CRAG's current P-108 work elements concerning economic and population analyses and forecasts for the region and component small areas. A system of simulation and forecasting models will be developed, and the most critical components calibrated and their relationships tested to the extent feasible, utilizing data available in the set of economic, social and environmental accounts. The emphasis will be on the application of model components and computer programs developed elsewhere, rather than on original research and model design. The intent will be to identify and quantify important regional social and economic forces affecting the Model Neighborhood. An evaluation of the extent to which the entire effort has achieved its originally stated goals will be prepared at the conclusion of the project, with recommendations for further action which should be taken.



Supplementary explanation of the concept of the  
set of urban simulation and forecasting models

Initial groundwork on the set of urban simulation and forecasting models is currently being done by the CRAG staff under Project Oregon P-108, and specifically the work elements pertaining to economic and population analysis and the development of the land use plan. It is presently anticipated that the set of models will contain industrial and employment components and population and housing components, each disaggregated to the census tract level. The entire set will be designed as a set of interlocking modules, and so that additional data components can be added.

The set of models will be designed for use in regional land use, transportation facilities and utilities planning. Inasmuch as what happens or can happen in the Model Neighborhood is related to what happens elsewhere in the metropolitan area, the set of models will also be designed to help place planning decisions for the Model Neighborhood within the framework of regional forces and trends.

Some examples of the types of questions which the set of models should eventually help to answer are as follows: What are the possibilities of industrial expansion, attraction of new industries, and in general the expansion of employment opportunities open to Model Neighborhood residents? What are the dynamics of urban blight? What is the relative attractiveness of different potential industrial sites in the metropolitan area? What are the labor force and employment characteristics of local areas? What is the market for specific types of enterprises in specific local areas with their own locational and other characteristics, areas such as the Model Neighborhood? How will the market respond to the availability of land and buildings for different types of enterprises or to changing occupational distribution and skills in the labor force? What are the linkages between different types of enterprise and between these enterprises and residential locations and densities? What kinds of retraining are appropriate, given the requirements of present and probable future enterprises, and present and projected skills and educational levels of the labor force? What is the size of the market represented by the local population and income levels? What will be the likely impact on the local area of developments with the regional significance of the Rivergate project?



April 16, 1968

Mr. John Merrill  
Department of Housing and Urban Development  
Region VI Area Office  
450 Federal Office Building  
Seattle, Washington 98104

Dear Mr. Merrill:

The following information is submitted in answer to the questions raised by Mr. Gilliland by phone on April 5th concerning CRAG's application for a 701 grant in cooperation with Portland's Model Cities Program, identified as Project Oregon P-132.

As we understand them, the questions on which you are requesting further information are:

1. Why are the special surveys and/or census of the Model Neighborhood needed?
2. What will be the regional significance of the Model Neighborhood surveys or census?
3. Explain how the proposed project is a logical and timely step in CRAG's overall regional planning program.

The answers to these questions are as follows:

1. Why are the special surveys and/or census of the Model Neighborhood needed?

The only comprehensive data on population and housing characteristics, on employment and income, on education and occupation, etc., for the Model Neighborhood are the 1960 U. S. Census data by census tract. Yet the Model Neighborhood is an area of extreme flux. The Model Cities Project and every other agency operating in the Model Neighborhood have voiced an urgent need for current data. In the words of one Model City official, "We don't know what we have here." Current data comparable to census data will show "what we have here;" it will provide an indication of change both since 1960 and later from 1968 to 1970.



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There are also other questions of Model Neighborhood householders which the Model Cities Project and other concerned agencies wish to ask, questions which cannot be answered by available data. The initial activity under the proposed project will be to precisely identify such data needs, and to determine their priorities in the light of Model Cities planning goals on the one hand, and in the light of requirements for the set of urban simulation and forecasting models on the other. Questions which cannot be answered by available data are expected to include such items as use of neighborhood and community facilities, unmet needs for facilities and services, means of learning about community affairs, attitudes toward key problems, etc.

2. What will be the regional significance of the Model Neighborhood surveys or census?

The Model Neighborhood surveys or census will be of regional significance in two ways. First, the project will be oriented to the development of model procedures for identifying data needs, frequency of reporting, the costs/benefits of specific data items, and data priorities; and the development and testing of model procedures for obtaining such data at least cost, and for data processing and presentation of findings. The procedures will be designed for potential application in other component areas of the metropolitan region as, for example, in Portland's newly active "Southeast Uplift Area," or in a portion of Vancouver, Washington.

Traditional methods of city and regional planning and traditional approaches to the collection and use of data for such purposes have completely failed to provide an "early warning" of emerging problems, wherever they might be found in the regional pattern. It will be a purpose of the proposed project to tackle this problem, and to come up with the outlines of a regional "early warning system." The system will be designed to utilize the extent possible data which are comparable to the national censuses, and will contain procedures and computer programs which are ready to go to work on 1970 data as soon as available.

The second way in which Model Neighborhood surveys or census will have regional significance will be in the data themselves. The Model Neighborhood is not an island in itself but rather an integral part of the metropolitan socio-economic fabric. Dynamic pressures and changes anywhere in that "fabric have repercussions in other portions, i.e., forces operating in the Model Neighborhood are subregional forces but they affect the region as a whole. Model Neighborhood data, especially when organized into the set of urban simulation and forecasting models and related to urban-wide data, will enable these dynamic linkages to be pinpointed. They will facilitate understanding the impact of subregional or Model Neighborhood forces in the region as a whole; they will provide an understanding of the impact which changes in the Model Neighborhood will have elsewhere in the region. Model Neighborhood data in this context will provide a basis for making decisions with regard to alternative forms of investment in the Model Neighborhood and the impacts of such investments on other areas in the SMSA.



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Intra-regional population characteristics and mobility; subregional markets for housing; neighborhood demands and preferences for recreational facilities, transportation, and other public facilities; and the structure and characteristics of labor sub-markets, are examples of intra-regional forces shaping the substance and direction of overall regional development. Because knowledge of these sub-regional forces is a prerequisite to region-wide comprehensive planning for schools, transportation, recreation, land use, housing, etc., to the extent possible, regional data collected by CRAG is collected on a sub-regional basis. Population mobility and other factors pose real problems in interpreting and analyzing data currently available for the Model Neighborhood. A survey or census of the Model Neighborhood will provide the information required to insure that its particular needs are accounted for in the context of the overall regional planning process. Similarly, the information will help to put the Model Neighborhood in perspective and permit planning for the alleviation of its problems in conjunction with other distressed parts of the region; "spot" planning, whether in the Model Neighborhood or elsewhere, can result in a misallocation of public resources. The proposed regional information system will help to diminish this possibility.

3. Explain how the proposed project is a logical and timely step in CRAG's overall regional planning program.

Regional level planning is completely meaningless except to the extent that it results in decisions and activities which are directly related to improving the quality of life of individual people in individual neighborhoods, business and commercial areas, etc. The Model Neighborhood is a crisis area and as such deserves the highest priority of attention on the part of everyone in a position to help. This in itself should be sufficient justification for the proposed project. However, the proposed project is logical and timely in other ways as well. Under Project Oregon P-108, CRAG is updating and extending economic and population studies, including small-area projections. The project also calls for relating this work to land use planning/policy-making, and for recommendations for needed further studies. A conclusion which has already emerged from this work is that CRAG should take advantage of the best of the urban simulation models which are now coming available, such as the residential location model developed at the University of Pennsylvania and being applied in Los Angeles.

Given the availability of land use and other data in CRAG's existing data storage and retrieval system, and given additional new data on the Model Neighborhood, designed, collected and formatted for direct comparability, the proposed regional project offers a most timely opportunity to test the usefulness of the simulation models approach in a pilot yet "firing-line" situation. In short, the development of the CRAG databank has been the necessary first step in applying the new computer technology to the study and solution of urban planning problems.



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The logical second step is the adaptation of urban simulation and forecasting models using the data resources developed through special surveys in conjunction with those made available by CRAG's data storage and retrieval system. The end product of both steps is the Regional Information System as defined in the project application, the completion of which is a long-term CRAG goal.

If any further information is needed concerning the proposed project, please let me know.

Sincerely yours,

Homer C. Chandler  
Executive Director  
Columbia Region Assn. of Governments

HCC:RGB:jc

cc: Mr. Paul Schulze



## 0.440.2 APPENDIX II

### EXCERPTS FROM AN APPLICATION FOR SECTION 701 GRANT

#### FOR THE DEVELOPMENT OF AN URBAN INFORMATION SYSTEM

Project Oregon P-132 Submitted  
March 18, 1968 and Revised  
October 29, 1968

#### COLUMBIA REGION ASSOCIATION OF GOVERNMENTS



# 1. DESCRIPTION OF HOW PROPOSED PROJECT FITS IN WITH TOTAL CRAG PROGRAM

This proposed project is the first of two current applications for the continuation of the overall CRAG work program first adopted by the Executive Committee and General Assembly in the document entitled Proposed Work Program and Budget, Fiscal 1967-68 (June, 1967), as modified to meet further federal requirements which have taken effect since. The overall program is an outgrowth of planning work by the Metropolitan Planning Commission, up to its replacement by the newly formed CRAG organization, particularly as reviewed in the MPC publication, Prospectus for Land Use and Transportation Planning (January, 1967).

The initial phases of CRAG's adopted work program were implemented through two HUD 701 grants, Project Oregon P-97 and Project Oregon P-108. These two grants, taken together, were originally designed to comprise CRAG's complete work program for the 1967-68 fiscal year. Due to the fact that the funding of Project Oregon P-108 was delayed until February, 1968, work on that project has continued into fiscal 1968-69. The work elements in these two current applications encompass the full CRAG program for approximately a twelve-month period from the point of departure provided by the completion of projects P-97 and P-108.

Exhibit A, "Status of Elements of Comprehensive Regional Planning," and Exhibit B, "CRAG Work Program -- Current and Prospective," which are attached, indicate how the proposed work elements in both current applications fit in with the total CRAG program. The following paragraphs provide further explanation with respect to the individual work elements contained in this present 701 application, those elements comprising the continued development of CRAG's Urban Information System.

CRAG's Urban Information System consists of two parts. The first part is the geographically-based Information Storage and Retrieval System, which is the basic mechanism for automated data handling, reporting, and mapping. The second, is the analytical system to which the Storage & Retrieval System provides data input. The analytical system is conceived as a modular set of Urban Activities Allocation, Estimating and Forecasting Models. Both parts of the Information System are necessary to provide the large volumes of input information required by other phases of the CRAG program.

Under Project P-108 the basic systems analysis, design and writing of a set of computer programs and procedures comprising the Information Storage and Retrieval System was completed. Initial versions of each of the computer programs were made operational, and utilized to build and edit machine-readable files of land use data, to prepare computer plots, to calculate acreage in each separate land use, and to sort and summarize the land use data for whatever geographic areas desired.

The set of programs comprising the Storage and Retrieval System should be distinguished from the store of data, existing and potential, which they are designed to manipulate and retrieve. The emphasis of the present work element is to provide increased system generalization, that is, to improve the flexibility, efficiency, documentation and ease of use of these programs to meet the widest possible range of present and future regional and local planning data requirements. The purpose



is to improve capabilities for data processing services to other local government agencies as well as to other parts of the CRAG Work Program, such as the land use, transportation, sewerage and water planning components. It is anticipated that the Storage and Retrieval System will become an increasingly important mechanism for the standardization and coordination of governmental data processing in order to maximize inter-agency data sharing.

Building and demolition permit data are a good example of data generated by individual cities and counties in the metropolitan area which are of great importance to many users needing to keep track of the location and extent of new urban growth, ranging from CRAG, local planning agencies, school districts, Chambers of Commerce, and private market analysts to state and federal agencies. There is much duplication in the collection and tabulating of these data. This work element will provide the means for standardization and coordination of building and demolition data reporting, utilizing the basic capabilities of CRAG's Information Storage and Retrieval System. These data will permit a partial but continuing updating of CRAG's detailed land use inventory, in lieu of complete re-surveys in the field.

Building and demolition permit data in the housing category provide important base data for the housing element in CRAG's work program, in that they are the only means short of a field survey to keep track of changes in the housing stock. The automation of these data will provide the capability, for the first time, of keeping track of housing changes by value categories, of keeping track of areas in which remodelling and improvements (automatic renewal) are or are not taking place, and of reporting of any data at whatever frequency needed. The design of the sub-system for input and reporting of building and demolition data is scheduled for completion so that it can be fully implemented to provide continuous monitoring of housing changes following up on the 1970 Census.

This work element also provides for the identification of information requirements and the design of sub-systems for input and reporting of data on minority group problems in housing, transportation and recreation fields. These data, when collected under a later phase of the program, together with the results of CRAG's solicitation of the views of low income and minority group representatives, will provide a sound basis for the development of CRAG policies, plans and programs to ameliorate minority group problems.

The systems and programs comprising the Information Storage and Retrieval System are complemented by the Urban Activities Allocation, Estimating and Forecasting Models. The former provides the raw input data tables in machine-readable form for the latter to analyze and interpret. For example, the former retrieves residential land use, vacant acreage by proposed land use, housing units, and population; the latter then determines mathematical relationships between such variables to produce a geographic distribution of population forecasted for a future year.

The Urban Activities Allocation, Estimating and Forecasting Models will take advantage of advanced statistical and computer methods in order to be able to respond quickly and efficiently to needs for 1) updated population, employment or other estimates for census tracts, traffic O-D zones, sewer service areas or other small areas; 2) updated and/or extended projections for these same variables and geographic areas; 3) evaluating the significance for development plans and policies of changing trends in any of these variables, or of new factors



not foreseen in previous forecasts; and 4) determining the impact of tentative change to the comprehensive plan in one area on other areas. This impact testing should include, for example, the ability to determine the impact on the regional distribution of population of increases or decreases in forecasted population allocated to specific areas, of population density increases in certain areas which could result from proposed zone changes, or of changes in accessibility to certain areas which might result from construction of a new traffic facility.

Quick and efficient response to needs such as these is a CRAG objective, particularly in order that fuller information can be obtained for purposes of CRAG's review and comment on the desirability of projects proposed by other agencies. The Urban Activities Allocation, Estimating and Forecasting Models will provide a flexibility not available with present manual methods for testing the impact of a wide range of alternative policies and proposals; they will reveal consequences of proposals in one neighborhood for other neighborhoods, and consequences of regional proposals for individual neighborhoods, and hence be useful for Model Cities Program and other local planning; they will also help in establishing priorities for public facilities and other public investment decisions.

In short, this proposed project will provide a local/regional analysis and planning framework for the collection of all data. It will identify information requirements and provide the mechanism to meet these requirements for very specific planning objectives. It will help to reduce duplication of data collection and forecasting efforts, and to provide and promote the use of consistent information. The use of consistent information in itself will provide a powerful element of coordination between public and private decision-makers.



## 2a TABULAR SUMMARY OF WORK PROGRAM

<u>Work Element</u>		<u>Estimated Man-Weeks To Complete</u>	<u>Estimated Cost*</u>	<u>Work to be Performed By</u>
A. Continue Development of Geographically-Based Information Storage and Retrieval System				
1.	Systems analysis & design for improving operating efficiency of present computer routines	9	3600	BGR&S
2.	Systems analysis and design for improving the efficiency and accuracy of present manual procedures system components, and for reassigning manual tasks to the computer where feasible	10	3600	Staff
3.	Design sub-systems for input and reporting of land use change data, new construction, street and housing inventory change data	10	4300	Staff
4.	Survey low-income and minority group problems in fields of housing, transportation and recreation in the metropolitan area	17	5000	Staff
5.	Survey alternative approaches to the identification, measurement and monitoring of change in low income and minority group problems	10	3200	Staff
6.	Design sub-systems for input and reporting of data for monitoring minority group problems in housing, transportation and recreation fields; prepare report with recommendations for implementation of the reporting system.	17	5000	Staff
7.	Analyze the potential application of the information storage & retrieval system to meet needs of other governmental agencies operating in the metropolitan area, and coordinate systems development with these agencies; coordinate systems design with the data delivery system under development for the 1970 census by the U. S. Census Bureau	9	4200	Staff



<u>Work Element</u>	<u>Estimated Man-Weeks To Complete</u>	<u>Estimated Cost*</u>	<u>Work to be Performed By</u>
8. Technical systems analysis and design to incorporate simplified user-oriented data access and manipulation features	13	5000	BGR&S & Staff
9. Computer program writing, modification, refinement, debugging, and testing	17	5000	BGR&S & Staff
10. Preparation of procedure manuals and other technical system and program documentation	10	4400	BGR&S & Staff
11. Computer and related data processing costs for program debugging, preparation of test data, and pilot tests of the information system	--	5000	-----
B. Development of a Set of Urban Activities Allocation, Estimating and Forecasting Models, Phase I			
1. Evaluate available socio-economic-geographic simulation models, activities allocation models and related analytical techniques for cost, data, and operational feasibility, and relevance to CRAG's regional planning objectives	14	5000	Staff
2. Define the key socio-economic-geographic variables which need to be estimated, forecasted and monitored on a continuing basis for the purpose of quantifying urban land utilization rates and needs for housing, trafficways, transit, water supply, sewage collection/treatment, recreation and other public facilities	14	4400	Staff
3. Determine the specific means and costs of obtaining and processing the needed data, the level of detail and the frequency of updating required	9	2700	Staff
4. Select tentative components of a set of urban activities allocation, estimating and forecasting models for the Portland-Vancouver SMSA and determine their logical and mathematical inter-relationships	5	2500	Staff



<u>Work Element</u>	<u>Estimated Man-Weeks To Complete</u>	<u>Estimated Cost*</u>	<u>Work to be Performed By</u>
5. Adapt, debug and test model components for estimating and forecasting SMSA population, housing, employment, and land uses	17	3400	Staff
6. Adapt, debug and test model components for allocating forecasted population, housing, employment, and land uses to census tracts or other component geographic analysis areas	20	4000	Staff
7. Computer and related data processing costs for program debugging, preparation of test data, and pilot tests of the activities allocation and forecasting models	--	2000	----
8. Prepare report with documentation of model components and their inter-relationships, assumptions, procedures, findings, test results, and recommendations	7	2700	Staff
		75,000	

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\* Including administration and overhead



2b DESCRIPTION OF WORK PROGRAM

Work Element A. Continue Development of Geographically-Based Urban Information Storage and Retrieval System. Project Oregon P-108 contained a work element entitled "Continue Databank Program" which provided for completion of the conversion of all existing land use inventory maps to magnetic tape, and for the "refinement of systems and procedures for coding, storing, retrieving, tabulating and automatically mapping basic planning data, and the writing and/or refinement of computer programs... in order to provide maximum flexibility, utility and economy of operation." This present work element contains three inter-related parts, the first of which provides for a continuation of the systems analysis, design and programming work conducted under P-108, in order to improve on present data storage and retrieval capabilities. No additional data collection or file building activities are contemplated, other than those incidental to system and program testing.

The emphasis in the first part of this work element will be on improved system efficiency; increased flexibility for handling the widest possible range of data storage and retrieval requirements; development of the potential utility of the system for other functions in addition to area-wide planning and for other government agencies in the metropolitan area, including especially the Portland Model Cities Program; integration of the system with the U. S. Census Bureau's emerging data delivery system for the 1970 census; modification of programs to make them more user-oriented (i.e., to provide easily-understood linkage between user, data and computer) and preparation of procedure manuals and other system documentation.

Since this systems development and refinement work is a continuation of CRAG's ongoing program, and since related work items are expected to be funded under a 701 application submitted by the Puget Sound Governmental Conference, the schedule of work activities will be designed in detail in coordination with the Governmental Conference as soon as project approval dates and funding levels are known. Technical systems analysis; design and computer programming will be done with the assistance of the Bureau of Governmental Research and Service at the University of Oregon, which will also handle the coordination of the work with the Puget Sound Governmental Conference.

The second of the three parts of this work element consists of the analysis and design of sub-systems for input and reporting of land use change data, new construction, demolitions, and street and housing inventory change data. The emphasis will be on the use of information storage and retrieval system capabilities for the purpose of standardizing and coordinating the reporting of building and demolition permit information throughout the metropolitan area.



The primary objective is to replace CRAG's present annual reporting of limited permit information by census tract with a completely flexible uniform reporting system permitting optional reporting frequency, reporting for optional geographic areas, and reporting of data such as new housing and remodeling values which are not currently processed. These data are in demand by many public and private agencies, as well as by CRAG for keeping track of the location and extent of new urban growth and renewal trends for purposes of land use, transportation and facilities planning.

The new construction/demolition information sub-system will be designed to provide direct inputs to the Urban Activities Allocation, Estimating and Forecasting Models outlined in Work Element B, as well as to the identification and monitoring of low income and minority group housing problems described below. The intent will be to design and test the sub-system for full implementation following up on 1970 U. S. Census housing benchmark data.

The third part of this work element consists of the analysis of information requirements for identifying and monitoring low income and minority group problems in fields of housing, transportation and recreation, and the design of sub-systems in the urban information system for the input and reporting of the needed data. The emphasis will be on the identification and measurement of problems and the monitoring of change over time. This work element is in conformance with HUD Circular MD 6011.1, "Requirements for Metropolitan Planning Assistance," which specifies that the three to five year work program of the planning agency must include, "the development of policies, plans and programs to ameliorate the transportation, housing and recreation deficiencies of low-income and minority groups within the Metropolitan Planning Area." The design of these sub-systems is a first step toward providing an information base for the development of the needed policies, plans and programs.

Work Element B. Development of a Set of Urban Activities Allocation, Estimating and Forecasting Models, Phase I. The end product of Work Element A will be a sophisticated, flexible and uniform system for capturing, storing and retrieving needed urban information. The purpose of Work Element B is to carry out the first phase of design of an analytical system which will use the data base made feasible by Work Element A for the purposes of estimating and forecasting future conditions, and the purpose of simulating the affects of alternative assumptions, public policies and programs.

The basis for this work element is the view that the urban region is a socio-economic entity made up of numerous distinguishable neighborhoods, communities and other functional areas. These component areas are not islands which can be understood, planned and changed in isolation, but rather they are inter-dependent parts of the urban fabric which respond in predictable ways to identifiable socio-economic forces at work in the metropolitan area.



The purpose of this work element is to explore available socio-economic-geographic mathematical simulation models, activities allocation models and related analytical techniques for quantifying and studying the inter-relationships between these component areas. Those techniques which are relevant will, to the extent possible, be adapted to the problems of 1) estimating, forecasting and monitoring, on a continuing basis, change in the key variables found to define and determine the patterns formed by urban activities across urban space, i.e., from neighborhood to neighborhood; 2) determining mathematical relationships between these variables; and 3) determining the impact of changes in one neighborhood or functional area on other neighborhood or functional areas.

This work element will build on the results of the current P-108 work program concerning economic and population analyses and forecasts for the region and component small areas. It will be concerned with those variables which have been found to be necessary for forecasting regional land use requirements and needs for housing and for urban facilities and services, such as trafficways, transit, water supply, sewage collection and treatment, recreation facilities, etc. Data variables needed on a regular basis, and their update frequency requirements, will be determined. The emphasis will be on initial practicality and use of available data, and on the use of CRAG's information storage and retrieval system, with a view to replacing time-consuming and cumbersome manual methods of analysis and forecasting with powerful computer methods.

A primary objective of the set of urban activities allocation, estimating and forecasting models will be its potential use by the Portland Model Cities Program and other neighborhood and community level planning programs. The work will be coordinated with the Portland Model Cities Program; data needs of that program will be identified; and Model Neighborhood data will be used as test data for the models wherever appropriate and feasible. In this way, regional socio-economic forces can be accounted for in subregional planning and the regional impacts of changes in local areas can be identified.

The general objectives of this work element will be to determine feasibility and set the stage for making a set of urban activities allocation, estimating and forecasting models an integral and operational part of CRAG's Urban Information System. Public and private decision-making affecting both regional and neighborhood concerns should receive long-run benefits, through 1) identification of information capable of improving decisions, in the light of defined policy objectives; 2) design of an organizing framework to rationalize information gathering and to facilitate its use in analysis and policy-making; 3) providing the capability to recognize and diagnose emerging problems, and mechanisms for monitoring crucial variables with the kind of immediacy needed for "in flight" policy corrections; 4) providing the capability to simulate the affects of policy alternatives in terms of their consequences for inter-related goals and programs; and 5) providing the capability to forecast and monitor trends in the light of regional economic, demographic and social forces.



The completion of this work element will include an evaluation of the extent to which the originally stated goals have been achieved, and the ways in which they may need to be modified in further work. Finally, recommendations for further action will be prepared.



## 2c. DESCRIPTION OF COORDINATION ARRANGEMENTS

Overall policy coordination for this project will be performed by the CRAG Executive Committee and by close liaison with all relevant agencies and officials by the Executive Director and his senior staff. Technical coordination with metropolitan and local planning studies being carried on in the area will be assured by drawing on CRAG staff members not directly assigned to the project and by meetings with local planning directors and other officials

The CRAG Urban Information System is specifically designed to minimize duplication in the collection, coding, storing, and tabulating of data. It is designed to maximize compatibility of data collected and maintained by other agencies, local, state and federal; and to promote the coordination of data processing systems and procedures between CRAG and these agencies. The means of achieving these objectives are 1) the use of x-y coordinates in the state plane coordinate system as the common basis for geographic location, description, and geographic retrieval; 2) system capabilities for translating street addresses into x-y coordinate locations; 3) the highly flexible general-purpose and user-oriented design of systems and programs for information storage and retrieval; 4) the development of uniform coding and formatting of data files and, where uniformity is not feasible, the development of translation routines so that non-uniform data can be "read" and interpreted (as in the case of numerous sources utilizing street addresses for geographic location, with highly variable address writing and formatting conventions); and 5) specific emphasis on techniques for inputting data from external sources only when needed for specific analyses and studies, leaving file maintenance and updating entirely up to the originating agency, with no need for duplicate centralized file maintenance and updating.

Continued funding of the CRAG Urban Information System will permit CRAG to continue to serve as liaison between the U. S. Bureau of the Census and local agencies. Computer services for the work will be provided partly by the City of Portland's data processing division, which will help to keep the door open for data coordination with City agencies and bureaus. A large share of the computer services will also be provided through the Bureau of Governmental Research & Service at the University of Oregon's Computer Center. Most of the systems design and computer programming for information storage and retrieval will also be done by the Bureau of Governmental Research & Service, which will make it possible to take advantage of the Bureau's work in the field of planning data systems and statistical standardization. The Bureau will also handle coordination of the work with closely related work to be performed for the Puget Sound Governmental Conference, as indicated in the work program description.

Continued Information System development will rely heavily on guidance from key staff members of the Portland Model Cities Program, particularly in defining data and information requirements, in defining and re-defining technical objectives, in evaluating results, and with special reference to



the problems of low-income and minority groups. Wherever possible the Model Cities Area will be used as the primary pilot or test area for Information System development, and limited data may be collected for the area for such purposes. The Northwest Regional Educational Laboratory has volunteered assistance in the Model Cities Program, in connection with which it is expected that the Laboratory may be able to contribute relevant data along with systems advice and support.

The survey of data requirements for monitoring problems of low income and minority groups will involve close contacts with such agencies as the Tri-County Community Council, Portland Action Committees Together (PACT), the Metropolitan Steering Committee of OEO, the numerous CAP's (community action programs) in the metropolitan area, the Portland and Vancouver Housing Authorities, welfare agencies, and others.

Work on the Urban Activities Allocation, Estimating and Forecasting Models will utilize liaison and advice with additional agencies, including the Oregon Center for Population Research & Census, the Oregon State Highway Department, the Bureau of Business Research at the University of Oregon, the Urban Studies Center at Portland State College, the Planning & Community Affairs Agency of the State of Washington, the U. S. Bureau of the Census, and others. There will also be close technical coordination with the Columbia-Willamette Air Pollution Control Authority, which is considering using CRAG Information System capabilities for assigning state plane coordinates to the street addresses in its inventory of air pollution emission sources.



0.440.3 APPENDIX III

0.440.3 APPENDIX III

PROBLEMS OF CONFIDENTIALITY AND PRIVACY-SECURITY



Problems of Confidentiality and Privacy-Security

If the information system created retains the potential for name-identification, privacy-security problems will develop. Although some of the problems may not directly affect the informational aspects of the Model Cities programs, they will be a function of the proposed metropolitan-wide data system.

The question asked at this point is how can the Model Cities Information System proposal to solve problems of confidentiality and privacy in regard to the collection and use of personal information? Although privacy-security problems are encountered in the use of survey and other information, the main problem in this particular proposal involves the collection and storage of information, in one central integrated computer system. Some of these problems are:

A. Accuracy

Although the computer, itself, is extremely accurate, data fed into its memory banks are not always reliable. In addition, if data are to be exchanged, at some point they will have to accept a common language which abstracts from the uniqueness of events. This question becomes more serious as the personal data files become more centralized and it is assumed that they contain an accurate record of the individual. In addition, although a clear-cut mistake, discovered and called to the attention of the proper authorities can be readily corrected, the problem of discovery may be more serious.

B. Correlation

It is the distinction between the data base, which is the data



derived from the daily operations of the input agencies, and the integrated product of the data base which causes concern. The tendency in many recently-planned data systems has been to maximize the potential of the computer, allowing for complete correlation of all information on a name-identifiable basis. Although some correlation on a name-identifiable basis may be necessary between certain classes of information, the privacy problem would be significantly reduced in the proposed information system if this identification were not allowed.

#### C. Consent

The legal notion of "consent" poses serious problems for data systems. Although this question has not been determined in the courts, it quite obviously has serious implications for the sharing of information on the part of government agencies. In other words, does the fact that the individual has disclosed information to a specific agency for a definite purpose grant that agency "carte blanche" use of such information? What are the legal implications of the use of such information without the subject's consent, or even over his protest?

#### D. Confidentiality and Agency Records

Many of the records from agencies which contain some of the most valuable data (e.g., Welfare, Schools, Health) are classified as confidential. In most cases, if the data item is classified as confidential, it is limited in use to the government department collecting it. In addition, there is a further legal problem in that the coordinated data system must also recognize legal requirements concerning the custody of records.

#### E. Cost Factors

Although the unit-cost per calculating operation has decreased



considerably in relation to technical security features, and while adequate protection is attainable with present technology, security features are not sufficiently in demand to offset the higher cost factor. It should be recognized that a modern data system of sufficient complexity to produce the quality and quantity of information needed to help solve urban problems, anticipate new problems, and carry out numerous governmental functions (while at the same time giving primary importance to privacy-security issues) will be expensive.

In the development of the Model Cities Information and Evaluation System, there must be assurance that each of the above privacy-security problems is solved as the System moves from conceptualization to implementation. It is particularly to this end that a committee of three members of the Citizens' Planning Board will review the development of the System. In addition, it is assumed that they will also work with the System staff and CRAG to assure careful and controlled use of data on an address-identifiable basis.



#### 0.440.4 APPENDIX IV

#### COORDINATING AND TECHNICAL STRATEGY



Coordinating and Technical Strategy

Statistical compatibility of data between Model Cities, Portland, Multnomah County, the metropolitan area and the state must be developed so that valid statistical comparisons can be made between conditions in these areas and so that linkages between actions and developments in the metropolitan area and the Model Neighborhood can be studied. By setting up a metropolitan area data bank with the Model Cities Neighborhood as a distinct, separate component, duplicate data storage and file maintenance activities can be minimized. The emphasis will be on maximizing access to data from originating agencies as needed.

The matching of data labels or names (e.g., street names) is an ubiquitous function within any information system. The function is handled internally through use of rigid standardized computer formats and rules. Achievement of complete standardization between numerous agencies is not feasible. Urban information system strategy therefore calls for the development of "translators" and indexes. An example of a "translator" which needs to be adapted for use in the Portland area is a computer program which takes free-form non-standardized street addresses and translates them for complete compatibility with the Street Directory contained in the Urban Information System.

Other externally-generated data need to be translated similarly for internal computer analysis. Translation of all geographic location information into x-y coordinate form provides the needed internal standardization and flexibility of geographic referencing, and carries with it the additional capability for computer plotting and mapping.



The direction and coordination of technical systems analysis and design, computer programming, analysis and adaptation of statistical programs and mathematical models for Model Neighborhood planning, and computer processing of Model Neighborhood data are proposed to be contracted to CRAG; however, at least one expert in these areas must be included on the Model Cities Program staff to assure the integration of this work with Model Cities planning and decision-making. Model Cities staff will handle the specification and detailing of data requirements, data collection not otherwise provided for under CRAG's own program, study of the application of mathematical models to Model Neighborhood planning to complement CRAG's work, etc.

The assignment of responsibilities between the CRAG program and the Model Cities Program will have to be developed in detail following further study of mutual and interrelated objectives. CRAG will handle the coordination and integration of inter-agency electronic data processing activities and programs, including liaison with the U. S. Bureau of the Census concerning the data delivery system for the 1970 Census of Population and Housing, inasmuch as this is a primary CRAG program objective. It is proposed that consultants be utilized in the part of the program concerned with mathematical model development.

The creation of one or more technical inter-agency committees is proposed to advise on matters of technical information system policy, to assist in the inter-agency coordination of related data processing and programs and procedures, and to advise on matters of statistical standards and simulation model development. The committees should draw the top resource people in the area in governmental and private data processing and in the academic community.



#### 0.445 CITIZEN PARTICIPATION

As outlined in Section 0.40 on citizen participation during the planning year, the Portland Model Cities Program's commitment to citizen involvement and direction has been carried over into action-year one. At the apex of the Model Cities structure, the 27-member Citizens' Planning Board will continue to provide, general guidance to the Program, operating policy, and final review of all plans and projects, Citizen working committees will continue a more detailed planning function and will be expanded to nine in number to focus on the following areas: education, employment and economic development, health services, housing and physical development, legal services, and transportation systems. These planning committees will continue to be open to all interested persons, and their chairmen will be asked to meet with the Citizens' Planning Board on a regular basis. In addition to these continued activities, however, there will be both additional citizen participation activities and staff.

Supplementing the planning work which will continue, citizen participation will also be needed in all action programs and in the increased interagency coordination demanded by this plan. In the case of each action project, from the Multi-Service Center to the Information and Evaluation System and the Employment Relations Commission, Model Cities residents will have a direct role in implementation and operation. In other areas, particularly education and health services, special citizens' committees will be responsible to the Citizens' Planning Board for carrying out, with staff support, the primary negotiation and liaison activities between the Model



Cities Program and related agencies. With the support of the Model Cities Liaison Officer and ombudsman at the Multi-Service Center, additional efforts will be made to work with citizen groups and individuals concerned with the various service systems involved in the Center and in the community. More detailed descriptions of all of these citizen participation functions are to be found in Part III of this plan. It must be emphasized here, however that the Citizens' Planning Board will serve to unify policy and activities across all of these areas.

At the staff level, there will be changes from the pattern of organization and activity during the planning year. In that year a separate citizen participation working committee and citizen participation staff unit of only four people worked hard to interest Model Cities residents in the planning process. Because of their organization separation from the planning working committees and the very small staff, it was extremely difficult for them to concentrate on building constituencies of interested residents in each of the planning areas. Person-to-person contacts and the development of block and neighborhood organizations were kept at a minimum by the pressures of weekly mailings, press notices, etc.

To remedy this situation, several steps are planned for action-year one. First, each working committee will be serviced by a staff member directly responsible for building a constituency for that committee and for expressing citizens' ideas to the technical planner working with the committee. At the same time, he will also be responsible for maintaining effective communication in the opposite direction, for acting as the primary staff representative at the meetings of his committee, and for working with the technical planner in the identification of problems and the



refinement of goals and programs as requested by the citizens. (See Section 0.405, Basic CDA Structure).

Complementing this program-and constituency-oriented citizen participation will be a second staff unit responsible for citizen participation. Using the four neighborhood information centers as a base, on a neighborhood constituencies to work with the Portland Development Commission staff in the creation of neighborhood plans under the Neighborhood Development Program. For this purpose, a staff of eight full-time Information Specialists, who will be residents of the Model Cities area, supplemented by 80 part-time community workers, will be established by the Model Cities Program under contract with the Portland Development Commission. The part-time staff shall all be residents of the neighborhood within which they will work. (See Section 3.122, Neighborhood Development Program.) Representatives of each of the established neighborhood groups will sit on the Housing and Physical Development Working Committee.

Finally, to assist the Citizens' Planning Board in unifying policies and activities in these various areas and to coordinate training for citizen participation staff, a special staff position of Citizen Participation Coordinator will be created under the direct supervision of the Model Cities Deputy Director (see Section 0.405). While the Board will establish overall policy and priorities, it will be the responsibility of this person to coordinate the day-to-day activities of citizen participation staff. Additional support will come from the Model Cities Community and Public Information Unit.



0.445 (4)

With this structure of citizen participation and staff support, then, the major participation problems of the planning year can be resolved. Opportunities for participation will be open in program as well as planning areas. Staff will be available both to build constituencies around specific problems and tasks and to coordinate the activities of those constituencies. Residents will be provided with every opportunity to shape programs and plans for change within their neighborhoods.



# MODEL CITIES

## 0.450 ADMINISTRATIVE BUDGET

### 1. Personnel

Director	\$ 20,000
Administrative Assistant (11 mo. @ \$9,000/yr.)	8,250
Secretary	6,240
Information Officer (6 mo. @ \$10,000/yr.)	5,000
Deputy Director (11 mo. @ \$18,000/yr.)	16,500
Administration Assistant (9 mo. @ \$8,700/yr.)	6,525
Citizen Participation Coordinator (10 mo. @ \$14,000/yr.)	11,666
Training Specialist (8 mo. @ \$8,600)	5,733
Assistant Coordinator Agency Relations (9 mo. @ \$10,000/yr.)	7,500
Secretary (9 mo. @ \$5,124/yr.)	3,843
Field Representative--Private Enterprises (9 mo. @ \$7,800/yr.)	5,850
Field Representative--Public Agencies (7 mo. @ \$7,800/yr.)	4,550
Services Coordinator (10 mo. @ \$14,000/yr.)	11,666
Administrative Assistant (8 mo. @ \$8,000/yr.)	5,334
Secretary (9 mo. @ \$5,124/yr.)	3,843
Assistant Coordinator Community and Public Information (9 mo. @ \$10,000/yr.)	7,500



0.450 (2)

Secretary (8 mo. @ \$5,124/yr.)	3,416
Information Specialist - Area Communications (8 mo. @ \$6,360/yr.)	4,240
Information Specialist - Media Relations (8 mo. @ \$6,360/yr.)	4,240
Assistant Coordinator - Personnel Training (10 mo. @ \$10,000/yr.)	8,333
Personnel Technician - Recruitment (9 mo. @ \$7,200/yr.)	5,400
Personnel Records Clerk (9 mo. @ \$4,080/yr.)	3,060
Personnel Technician - Training Program (6 mo. @ \$7,200)	3,600
Assistant Coordinator - Office Services (11 mo. @ \$10,000/yr.)	9,166
Secretary (10 mo. @ \$5,124/yr.)	4,270
Chief Clerk (11 mo. @ \$6,240/yr.)	5,720
File Clerk (6 mo. @ \$4,080/yr.)	2,040
Secretarial Pool (7 at \$4,800/yr. for 10 mo.)	28,000
Legal Counsel (8 mo. @ \$12,000/yr.)	8,000
Accountant (9 mo. @ \$8,800/yr.)	6,600
Writer (7 mo. @ \$7,800/yr.)	4,550
Planning Coordinator (11 mo. @ \$14,000/yr.)	12,833
Administrative Assistant (9 mo. @ \$8,000/yr.)	6,000
Secretary (9 mo. @ \$5,124/yr.)	3,843
Grantsman (8 mo. @ \$15,000/yr.)	10,000
Assistant Neighborhood Planners (6 @ \$6,360/yr. for 9 mo.)	28,620
Research Specialists (6 @ \$8,400/yr. for 9 mo.)	37,800



0.450 (3)

Writers (2 @ \$8,400/yr. for 9 mo.)	12,600
Visual Aid Specialist (8 mo. @ \$8,400/yr.)	5,600
Housing Physical Development--Model Cities Liaison (9 mo. @ \$12,000/yr.)	9,000
Social Service Planner (9 mo. @ \$12,000/yr.)	9,000
Public Safety Planner (9 mo. @ \$12,000/yr.)	9,000
Legal Services Planner (9 mo. @ \$12,000/yr.)	9,000
Transportation Planner (9 mo. @ \$12,000/yr.)	9,000
Employment and Economic Planner (9 mo. @ \$12,000/yr.)	9,000
Citizen Liaison Representatives (6 @ \$4,800/yr. for 9 mo.)	21,600
Operations Coordinator (11 mo. @ \$14,000/yr.)	12,833
Administrative Assistant (9 mo. @ \$8,000/yr.)	6,000
Secretary (9 mo. @ \$5,124/yr.)	3,843
Model Cities Liaison Officer - Multi-Service Center (10 mo. @ \$10,000/yr.)	8,333
Assistant Coordinator Community Program (10 mo. @ \$9,200/yr.)	7,666
Secretary (10 mo. @ \$5,124/yr.)	4,270
Ombudsman - Multi-Service Center (10 mo. @ \$7,200/yr.)	6,000



0.450 (4)

IES-PPB System-Manager (10 mo. @ \$15,000/yr.)	12,500
Secretary (10 mo. @ \$5,124/yr.)	4,270
Data Systems Analyst (9 mo. @ \$12,000/yr.)	9,000
Administrative Analyst (9 mo. @ \$9,700/yr.)	7,275
Statistician (9 mo. @ \$9,700/yr.)	<u>7,275</u>

Sub-total		\$512,796
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Emplo Employee Benefits @ 10%	<u>51,280</u>	
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TOTAL		\$564,076
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2. Consultants and Contract Services

Evaluation (Two Studies)	\$ 32,000
Consultant Specialists	25,000
Citizens' Participation Information Census	<u>12,000</u>

TOTAL		69,000
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3. Travel

Local @ 10¢/mile	\$ 20,000
Out of City	<u>10,000</u>

TOTAL		30,000
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4. Space

Office Rental 80,000 sq. ft. @ \$5 sq. ft. per year	\$ 40,000
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Information Center Rental 6,800 sq. ft. @ \$3 sq. ft. per year	<u>20,400</u>
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TOTAL		60,400
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0.450 (5)

5. Supplies

Office Supplies	\$ 12,000
Postage	6,500
Publications and Periodicals	2,000
Printing (Community Bulletin)	8,000
Special Reports	4,000
Reimbursement for low-income residents	2,000
Petty Cash	3,000
Program Supplies	<u>3,000</u>

TOTAL

\$ 40,500

6. Equipment

Office Furniture (Lease-Purchase)	\$ 7,000
Office Equipment--Purchase & Rental	20,000
Telephone and Telegraph	<u>10,000</u>

TOTAL

37,000

7. Other Costs

Training Staff and Board	\$ 49,450
Board Expense	4,600
Local Meeting Costs	2,500
Insurance	<u>1,000</u>

TOTAL

57,550

TOTAL BUDGET:

\$858,526



0.450 (6)

BUDGET RECAPITULATION

Personnel	\$564,076
Consultant and Contract Services	69,000
Travel	30,000
Space	60,400
Supplies	40,500
Equipment	37,000
Other Costs	<u>57,550</u>
TOTAL BUDGET:	<u><u>\$858,526</u></u>

## 1.00 PART I: PROBLEM ANALYSIS, GOALS

### PROGRAM APPROACHES AND STRATEGIES



## 1.02 INTRODUCTION

As outlined in the discussions of the history of this program (Section 0.30) and of citizen participation during the planning year (Section 0.40), the emphasis throughout that year has been largely upon citizen-directed planning. From the beginning, it was emphasized by the staff and expected by citizen participants that the staff's role was one of support rather than one of direction. Even before the formation of the Citizens' Planning Board and the various working committees, the staff sought to have citizens identify problems as they saw them at community meetings. With the formation of working committees, this process continued. In each working committee, the planner's primary responsibility was to aid his committee in clearly expressing what it felt was wrong in the area.

With this orientation toward citizen direction and citizen viewpoints, the initial months of the planning process brought little in the way of systematic problem analysis. The product was rather one of generally agreed upon problems of all shapes and sizes and, in some cases, strengthened staff-committee relations. Once problems were identified by the committee, both citizen interest and pressures of time led the committees and the staff toward specific project proposals, and the bulk of July, August, and September was spent in this process. If anything, the statements of representatives of the Department of Housing and Urban Development emphasizing the relationship between "innovative proposals" and funding served during this period to strengthen the orientation of the program toward fundable projects.



## 1.02 (2)

In reality, then, it was only in the month of September that the staff as a whole began to conceptualize its tasks in terms of the requirements of CDA Letter 4. Given its overall lack of experience in research design, the utilization of data, and writing, this new orientation placed demands upon the staff for which it was not prepared. At the same time, of course, this new task held relatively little interest for citizens oriented toward projects and their funding. While some citizens did work with the staff, the primary concern of most was to assure that the staff stated problems as seen by citizens and that previously developed projects would not be altered.

With this as a framework within which to work, the staff and the Citizens' Planning Board have worked against great odds during the last two months to produce the problem analysis and statements of goals included here. While they obviously cannot be considered of academic quality, they do have at least one major virtue. They stand as a significant attempt to state problems and priorities as seen by residents of the Model Cities area.

Of equal importance, the process of producing this plan under the requirements of CDA Letter 4 has had two distinctly beneficial effects upon the program. First, a number of the participating citizens have come to have a new understanding of the importance of adequately trained staff in sufficient number. This understanding is reflected particularly in the staff organization accepted by the Citizens' Planning Board for action-year one. Second, the process of planning is much farther advanced for both citizens and staff than would otherwise have been the case. The result, then, is that the road ahead seems cleared for a more productive citizen-staff relationship.



### 1.03 DISCRIMINATION IN PORTLAND

On the one hand, the State of Oregon has on its books model legislation in the area of racial discrimination. In 1949, the State Legislature enacted a Fair Employment Practices law. Since that early date in the movement for civil rights legislation, the Vocational Schools Act (1951), the Public Accommodations Act (1953), and the Fair Housing Act (1959) have all sought further protection against racial discrimination. To the uninterested and uninquisitive, such legislation would indicate a white population tolerant of racial minorities and cognizant of civil rights guaranteed under Federal and State Constitutions.

On the other hand, an examination of the patterns of racial discrimination within the State and, of more importance here, the Portland area, indicate that they are of a subtlety that prevents effective legal documentation under the terms of civil rights legislation.

This subtlety is not unique to Portland or the State. As elsewhere in the nation, blacks are discouraged by white real estate brokers from purchasing homes in white neighborhoods. White residents organize to purchase residential property out from under prospective black purchasers. Blacks are subjected in their daily activities to the comments and actions of clerks, co-workers, passers-by, employers, personnel of agencies created to aid those who are poor, policemen, loan officers, merchants, union officials, and many other white citizens which indicate with varying degrees of explicitness their lack of acceptance. In applying for real estate training, they are told that they would probably feel more comfortable with "their own people." In applying for a job, they are told that they don't meet the qualifications or that the job has been filled. In business creation and competition, they find it difficult to



achieve a fully equal competitive footing.

These more subtle forms of discrimination are not unique to Portland. They, along with many others, are the common daily experiences of black Americans living in a white society. They have been documented nationally and locally.<sup>1</sup> To deny that they exist in the Portland area is both to deny obvious fact and to tell the black resident of Portland that he is incapable of understanding his own experience. It would also imply that a well established historical pattern has changed completely within the space of ten or fifteen years.

The State of Oregon was, for many years, an explicitly anti-black state. At the Constitutional Convention in August, 1857, it was agreed that "no free Negro or Mulatto not now residing in the State at the time of the adoption of the Constitution shall come, reside or be within the State or hold real estate or make contracts or maintain any suit therein; and the legislature shall provide by penal law for the removal by public officers all such Negroes and Mulattos and for the effectual exclusion from the State and for the punishment of persons who shall bring them into the State or who shall employ them."<sup>2</sup> Section 6 of the resulting penal law stated that if found guilty of not leaving a county under the terms of the act, the black in question "shall receive upon his or her bare back not less than 20 nor more than 39 stripes, to be inflicted by the constable of the proper county. That if any free Negro or Mulatto

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<sup>1</sup>Portland City Club, Report on Problems of Racial Justice (Portland: City Club, June 14, 1968).

<sup>2</sup>Oregon State Constitutional Convention, August 8, 1857, p. 10.



shall fail to quit the county within the term of 6 months after receiving the stripes, he or she shall again receive the same punishment every six months until he or she shall quit the county."<sup>3</sup>

During ensuing years, this same strain in Oregon history produced a strong movement for secession from the Union in favor of the Confederate States of America. In the second two decades of this century, Oregon supported what was perhaps the strongest Klan organization outside of the South and elected a Klan candidate for Governor in 1920. When blacks were brought into the State by the railroads, an unwritten agreement existed that they would be given no other employment. There was practically no change in the occupational status of blacks in Portland until the opening of shipyards in 1942. As blacks began to live in Portland, they were required to pay a \$10 head tax and were without civil rights. Numerous statutes on various subjects carried racial discrimination at least as far as the above passages from the 1857 Constitution would indicate.

There is little question that one would be hard pressed to document such overt examples of discrimination by statute today. Though no positive legislation in the area of race relations existed until the Fair Employment Practices Act of 1949, the historical pattern of overt discrimination began to change in the 1940's. By 1947, many discriminatory statutes were declared unconstitutional by the courts, and this trend continues at the present time.

Perhaps in part because of these changes in statutes and court procedures, there have been few dramatic cases of discrimination in Portland

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<sup>3</sup>Ibid., p. 10.

1.03 (4)

in recent years. There are, however, some examples. During the 1950's, the City's Commission on Intergroup Relations established the fact that discrimination was being practiced by one of the City's bureaus. In the spring of 1960, a black family was building a home in a white neighborhood. The Water District in which it was located brought condemnation proceedings against the property and the home was ultimately destroyed by arson. During the summer of 1964, unsubstantiated charges and an incorrect police report were filed against one of two blacks who had filed a charge of discrimination in employment practices against the City's Bureau of Parks and Recreation with the Civil Rights Division of the State Bureau of Labor.

On the whole, however, discrimination follows a much more subtle pattern in the Portland area. Perhaps because of the general lack of overt discrimination and the existence of State civil rights legislation, there exists within the white Portland community a popular belief that "Portland has no racial problem." Perhaps because of the relative isolation of the black Portland community within a small area of Portland, and because of resulting limited contact between blacks and most whites, few whites are forced to question that belief. Whatever its causes, the belief is an incorrect one. Discrimination clearly exists in Portland, and it is no less discriminatory for its subtlety.

For example, a Race Identification Survey conducted by the City of Portland in March, 1968, indicates that of 4,014 City employees, 136 are blacks. The City Club Report points out that "of these 136, all but 24 are employed in jobs which pay between \$194 and \$551 per month."<sup>4</sup> The

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<sup>4</sup>Portland City Club, Report, p. 10.



Report also states that "the City of Portland has a firefighter force of approximately 690, of these none is Negro. The City of Portland has a police force of 720, of which eight are Negroes."<sup>5</sup> The Report adds that of 390 employees in the Department of Parks and Recreation, "only six Negroes are employed in the Parks and Recreation Department in other than low-paying Neighborhood Youth Corps jobs," and on the whole, "the bulk of Negro City employees are employed in the building maintenance and trade groups--traditionally the more menial and low-paying jobs."<sup>6</sup>

In other areas of employment the picture is much the same. The City Club estimates that of 500 companies in the Portland area, "only about 50 have gone out of their way to promote Negro employment."<sup>7</sup> Even fewer have been willing to advance blacks to positions of managerial or executive responsibility. Businessmen attempting to hire blacks in various occupational categories are subject to pressure to the contrary from both unions and business associates. Of 2,061 enrollees in the State apprenticeship program, only 29 are non-whites, and the 29 are spread between "only 12 of the 86 apprenticeship crafts."<sup>8</sup> A survey of the number of blacks in Portland union locals indicates much the same pattern evident in local business and government. Few unions are without black members. But few unions have a significant percentage of their member-

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<sup>5</sup>Ibid.

<sup>6</sup>Ibid., p. 11.

<sup>7</sup>Ibid., p. 10.

<sup>8</sup>Ibid., p. 11.

ship which is black.<sup>9</sup>

Similar kinds of figures in other areas of race relations indicate a similar pattern. With the exception of social and fraternal organizations, blacks are rarely totally excluded from any aspect of Portland life, but neither are they encouraged to participate in number. Once again, the effect of this fact seems to be that the white community is able to remain insulated from the daily experiences of blacks.

The most significant characteristic of this pattern of race relations in Portland is not that there are examples of racial integration. Rather, the point to be made is that there are relatively few vigorous attempts to change the pattern and less than general support within the white community for those attempts which are made.

In short, as the City Club Report emphasizes repeatedly, blacks in Portland are affected primarily by the inertia of the white community. The black who charges widespread discrimination in employment is immediately involved in a dispute with whites who feel compelled to point out that Portland is "better than other cities," that there is employment of blacks, that there are efforts to increase that employment, and that all blacks are not qualified for all jobs. In the ensuing argument the primary point is lost.

There is widespread, even if small scale, discrimination in employment in Portland. If a black prefers charges in a specific case of discrimination, it is probably true that he will receive a hearing as fair as any in the United States. If his charges are found to be true,

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<sup>9</sup>Ibid., pp. 12-13.



1.03 (7)

however, the legally established fact of discrimination will probably be viewed by the white community as an exceptional experience in both the life of the community and the life of the individual. For the black Portlander, these facts of life mean continuous frustration amplified by the white Portlander's lack of understanding of himself. For the black seeking to play a leadership role in his own community, they mean that he will have difficulty dramatizing the characteristics of black life to his own followers, and that he will be asked by his white counterparts to accept the white community's statutory rules for race relations as evidence that he has little of which to complain.

Statutory equality, however, in the areas of employment, housing, and public accommodations eliminates discrimination neither from these areas themselves nor from the daily life of the black community in Portland. Statutes alone, especially given the difficulty of their enforcement, will not change the fundamental tendency of whites to discriminate as outlined in the Report of the National Advisory Commission on Civil Disorders.

# 1.04 DESCRIPTION OF AREA

Item	City Total	Model Cities Area	Core <sup>1</sup> Area
*POPULATION (1968)	-	39,000 (est.)	-
Number of whites (1968)	-	18,700	-
Number of blacks (1968)	-	19,420	-
Number of members of other races (1968)	-	880	-
Median age (1968)	-	26.6	-
Median age - white (1968)	-	36.5	-
Median age - black (1968)	-	20.9	-
Mean persons per household (1968)	-	2.97	-
Mean persons per household - blacks (1968)	-	3.41	-
Mean persons per household - whites (1968)	-	2.61	-
*HOUSING - all units (1960)	143,049	15,702	3,212
Percent sound (1960)	-	79%	53.3%
Percent deteriorating (1960)	-	17%	32.2%
Percent dilapidated (1960)	2.8%	4%	14.1%
Owner occupied (1960)	-	59%	44 %
Renter occupied (1960)	-	41%	56 %
Mean value owner occupied (1960)	-	\$9,100	\$7,500
Mean rent - renter occupied (1960)	-	\$61	\$47
*EDUCATION - percent of heads of households with 8th grade or less (1968)	-	27%	53%
Persons over 25 with grade school education (1960)	-	39%	51%
Persons over 25 with high school education (1960)	-	47%	39%
Persons over 25 with college education (1960)	-	12%	9%
*INCOME 1968 - percent of house- holds with income less than \$3,000	-	30%	47%
Percent of households with income \$3,000 - \$5,999	-	26%	33%
Percent of households with income \$6,000 - \$9,999	-	30%	16%
Percent of households with income \$10,000+	-	14%	4%

<sup>1</sup> The core area consists of those parts of census tracts 22A, 22B, 23A, and 23B in the Model Cities area.



## 1.04 (2)

<u>Item</u>	<u>City Total</u>	<u>Model Cities Area</u>	<u>Core Area</u>
*CRIME RATE 1967 - Class 1 crimes per 1,000 persons	70	100	-
*HEALTH - death rate per 1,000 population	12.5	12.2	-
Live birth rate	14.7	17.1	-
Illegitimate birth rate per 1,000 live births	146.9	278.9	-
Premature births	66.6	101.6	-
Infant death rate per 1,000 live births	21.6	23.0	-
Newborn death rate per 1,000 live births	14.1	15.4	-
TB new case rate per 1,000 population	0.4	0.5	-

## 1.10 ECONOMIC STATUS

### 1.10 Introduction

The Model Cities area has unsatisfactory economic status because residents has below average per capita income. Although there are several neighborhoods in Model Cities with comparatively high per capita income, the Core area occupied mostly by black people, is below the average for Model Cities as a whole, and well below the average for the Portland metropolitan area.

The principal reason for the low economic status for Model Cities is the high rate of unemployment and underemployment among the black and disadvantaged white residents. The majority of the unemployed lack marketable skills or transportation access to jobs; The underemployed consist of people working only part-time or at jobs beneath their highest skill potential. Even at best, employment opportunities are limited for the black Model Cities Core resident, because subtle discriminatory practices within the many craft and skill fields tend to eliminate him as an employee.

The majority of people in today's society find economic status through employment, but this is obviously not so for the Model Cities resident. It would be helpful if new businesses were formed within the area by Model Cities residents. If these could be successful, then both owners and employers could improve their economic status within the Community.



### 1.10 (2)

Many of the better paying jobs in Portland are highly unionized. The black residents of Model Cities within a few exceptions, have not had access as members of the labor organizations with jurisdiction in the high wage scale industrial occupations. This too has been a factor in the low economic status of the Model Cities area.

## 1.20 EMPLOYMENT

### 1.20 Introduction

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

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

Many jobs (skilled and unskilled) remain closed to black workers. Most unions discriminate in their membership provisions, especially in the higher paying crafts. Employers are often in collaboration with 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.



1.20 (2)

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

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

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

1.20 (3)

Portland's black community has been estimated at approximately 19,400 of the 39,000 total Model Cities' population, or 5.1% of the total Portland population. This is considerably smaller than many of the cities that have experienced riots and other disorders. At this point, however, there is little reason to believe that Portland is substantially different or lacks any of the unemployment or under-employment problems of bigger, "blacker" cities.

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

TABLE I

OREGON STATE DEPARTMENT OF EMPLOYMENT STUDY

Portland, 1967 - Unemployment Rate

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



#### 1.20 (4)

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

#### 1.21 Initial Conditions

##### A. Unemployment

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

Most of the indications of unemployment in Oregon deal mainly with minorities, two-thirds of whom are black. One of the indicators of the extent of the unemployment problem is the number of claims for unemployment insurance made by minorities in the City of Portland. In December of last year, the total number of initial unemployment insurance

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<sup>1</sup>Working Papers I - Income Adequacy and Opportunity, Gerald Rosenthal, Brandeis University.

1.21 (2)

claims in Portland's metropolitan area was 2,023. Of these, 241 initial claims, or 12% of the total, were filed by members of minority groups. According to recent estimates, the proportion of minorities in the labor force in the Portland area varied from 2.7 and 2.9%. On the basis of these tentative figures, the share of initial unemployment claims by minorities would be about four times as large as their rate of participation in the labor force.

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

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

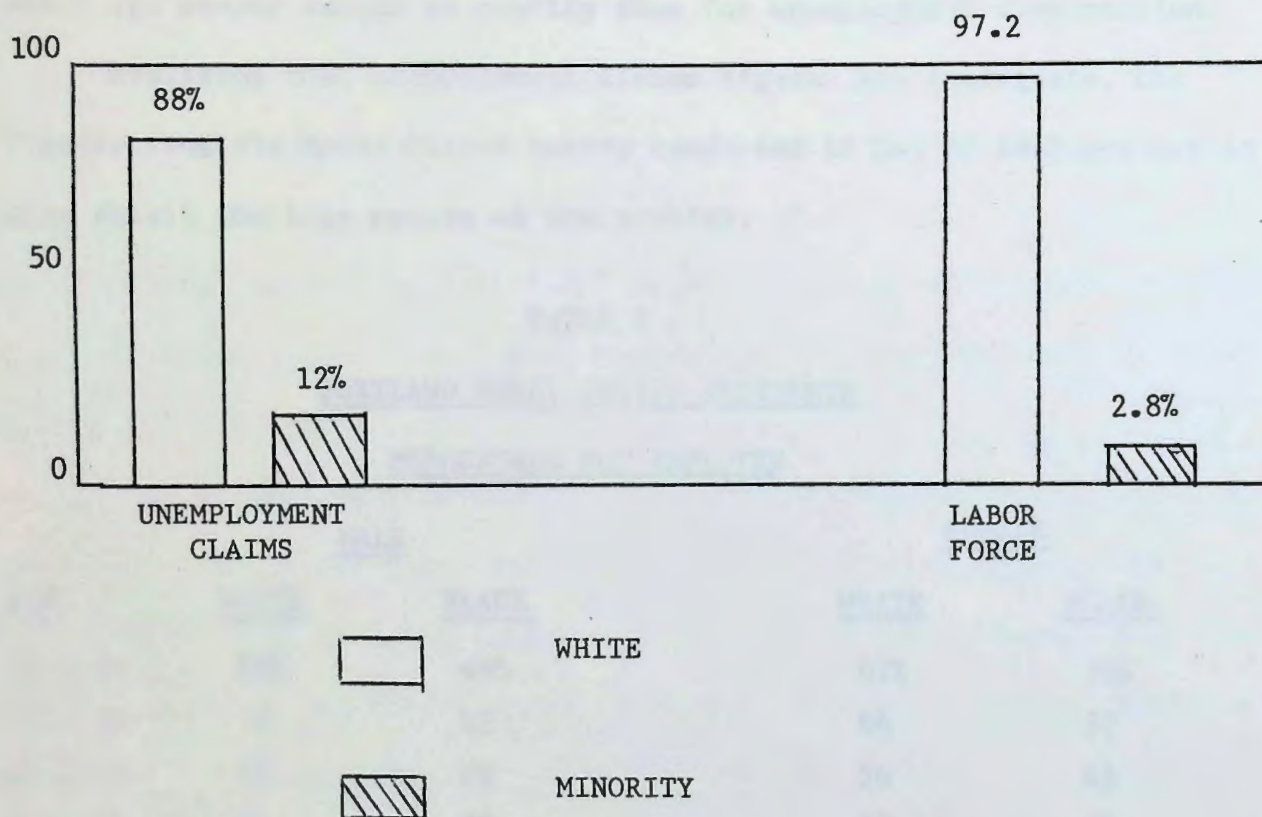


CHART I

MINORITY UNEMPLOYMENT CLAIMS AND RATE OF PARTICIPATION

IN THE PORTLAND LABOR FORCE

December, 1967



(Figures obtained from Portland Department of Employment

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

Surveys conducted after major riots have indicated that a substantial number of black males are unknown to any agency, including the U.S. Census. Some estimates suggest that these men may add up to

10% more black males than have ever been reported. Virtually all of these are unemployed. Further, unemployment claims do not reflect those people who are not eligible to receive unemployment compensation. A person must work at least 20 weeks and earn over \$700 during the base year in order to receive compensation. Many blacks do not have jobs which are steady enough to qualify them for unemployment compensation.

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

TABLE 2

PORTLAND MODEL CITIES RESIDENTS

PERCENTAGE NOT EMPLOYED

<u>AGE</u>	<u>MALE</u>		<u>FEMALE</u>	
	<u>WHITE</u>	<u>BLACK</u>	<u>WHITE</u>	<u>BLACK</u>
14 - 24	50%	46%	67%	70%
25 - 44	6	12	66	37
45 - 59	11	19	54	45
60 - 64	29	25	67	40
65+	79	50	87	82
25 - 59	8.0	14.6		

Source: Model Cities Survey, May, 1968

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

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



1.21(5)

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

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

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

The patterns represented in the survey substantiate the fact that black males have high unemployment rates during their productive years. It also shows that many black females are forced to work because of

#### 1.21 (6)

this. The implications of these facts are numerous and are dealt with in other sections of this plan.

While private industry has made some overtures to ameliorate the racial gap in employment, many glaring deficiencies are apparent. While entry level employment has been quite readily available recently, upgrading in these positions and hiring at middle and upper level brackets is lacking. This pattern exists in the several large metal processing industries in the community; timber processing, once a major economic industry in Portland, includes virtually no minority representation in its labor force.

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

The employment situation for blacks of the Model Cities area is bad. It is a point of great irritation to the residents and must be stopped. The depth of the problem leaves no alternative but to take immediate action.

#### B. Underemployment

"Give us meaningful jobs" is not the demand of the shiftless-- or the man who doesn't care--or the man who can't--or won't--learn. Nor is it the demand of the man who isn't capable. Too often the employed



Model Cities resident has been retained in the position of busboy when he's the most capable man to be promoted to services superintendent-- and too often he remains the common laborer rather than advancing, as most whites do, to journeyman plumber, carpenter, or welder. The black man is not asking that the white community "give" him a job he can't do. He's asking simply for the opportunity to do the job he's capable of and for a chance to learn and grow, the chance which whites have enjoyed all along.

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

For example, nationally the proportion of Negro college graduates in lower paid, more menial, short term jobs is more than three times that of the white college graduates.<sup>2</sup> The percentage of black laborers is greater while there are fewer blacks who hold technical or managerial positions.

On the national scale, white collar workers outnumber blue collar workers, and this holds true for the white Model Cities resident. However, as illustrated in Table 3, men are disproportionately numbered in the blue collar category.

The occupations of Model Cities residents show the racial trends in employment characteristic of urban America. In Model Cities, 51% of their black counterparts have similar positions. This racial imbalance

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<sup>2</sup>The Racial Gap, National Urban League, June, 1967.

TABLE 3

MODEL CITIES SURVEYMAY 1968

RACE BY

RACE BY OCCUPATION FOR HEADS OF HOUSEHOLDS

	Occupation					
	Professional, Technical, Managerial,	Clerical	Sales	Service	Operatives Laborers	
BLACK	13%	5%	3%	28%	51%	100%
WHITE	30%	9%	15%	15%	31%	100%

is even more pronounced in sales positions.

Dr. Clark's study of Portland's secondary school system provides further indications of the disparity in occupational categories between white and black residents of the Model Cities area. It examines patterns of employment for black fathers and mothers of Jefferson High School graduates from 1960 to 1965. (Jefferson is the only high school in the Model Cities area and, during this five-year period, it accounted for over 50% of all black graduates in the State of Oregon.) As pointed out in Tables 4 and 5 the majority of black citizens whose occupations were reported were in the unskilled service categories.

Of special significance in the black community is the problem of female heads of households. Because they are the breadwinners, and in



TABLE 4

JOBS OF THE FATHERS OF BLACK HIGH SCHOOL GRADUATESJEFFERSON HIGH SCHOOL 1960-1965

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

TABLE 5

JOBS OF THE MOTHERS OF THE BLACKHIGH SCHOOL GRADUATES

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

many cases, the sole support of the family, it is essential they have an adequate income. The disparity in occupational patterns of blacks and whites, as illustrated on page 1.21 (8) of this section, is further highlighted by looking at occupational patterns of white female heads of families and black female heads of families.

An illustration of the disparity in occupational distribution between white and non-white women of the same educational level is



1.21 (11)

provided by recent national data on female high school graduates. In March of 1966, 78 percent of the employed white women who were high school graduates held white collar jobs, mostly clerical, while only 50 percent of the non-white women high school graduates were in the same job classification. On the other hand, only 13 percent of the employed white female high school graduates were engaged in service and farm occupations, while 35 percent of the non-white women with the same educational attainment were employed in those jobs.

And yet--although painfully slow--there is progress: comparing the figures with those of a similar national survey of 1965, we note that within one year the gap between white and non-white female high school graduates has narrowed from 38 to 28 percent relative to white collar occupations and from 32 and 22 percent concerning service and farm occupations.

OCCUPATIONAL DISTRIBUTION OF  
EMPLOYED FEMALE HIGH SCHOOL GRADUATES<sup>1</sup>  
(In Percent)

Occupations

	<u>White Collar</u>		<u>Service &amp; Farm</u>		<u>Blue Collar</u>	
	<u>1965</u>	<u>1966</u>	<u>1965</u>	<u>1966</u>	<u>1965</u>	<u>1966</u>
White	73	78	15	13	12	9
Non-White	35	50	47	35	19	15

If black men and women are to join the economic mainstream of

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<sup>1</sup>Comparative data drawn from special labor force reports on "Educational Attainment of Workers," one by Denis F. Johnston and Harvey R. Hamel appearing in Monthly Labor Review, March, 1966, and the other by Harvey R. Hamel, Monthly Labor Review, June, 1967.

### 1.21 (12)

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

### 1.22 Basic Causes

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

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

In earlier times, an adequate income was one which enabled an individual to survive and those individuals who were not able to obtain adequate incomes did not survive. This provided rather objective criteria for determination of the degree to which incomes were adequate for subsistence. However, bare survival will not serve as an appropriate



## 1.22 (2)

objective of social and economic policy today. The complexity of modern life, together with the opportunities afforded for growth, development, and self-betterment in our society has called into question many of the earlier notions of income adequacy. As incomes increase and levels of living rise, society's notion of subsistence also rises. Rather than having increases in levels of living immediately absorbed by increases in population, one is more likely to find a constant upgrading of societal criteria for income adequacy. This pattern has a special relevancy for black Americans. They are not satisfied to merely subsist. They will not compare their income and status to that of their fathers and grandfathers. They are less interested in how far they have come, they are more interested in how far they have to go to reach the American white middle class ideal of materialistic well being.

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

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

- A. Discrimination
- B. Skill deficiencies
- C. Inadequate transportation
- D. Inappropriate job requirements

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

### A. Discrimination

Racial prejudice is the major obstacle that prevents the black

### 1.22 (3)

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

The subtle denial of the fact that minority groups are discriminated against, the smug assertion that the black and white man have the same opportunity--but not the same motivation--is certainly the most insidious form of discrimination, and the same time, the most difficult to define and attack. The total gamut of history negates the color-blind assumption that there is not difference between the black and white, and, the hard realistic facts regarding the black man's participation in the Portland labor market reinforce this truth.

#### 1. Adequate Income

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



2. Lower Pay

Members of minority groups will often receive lower pay for their work because the pressure for employment enables employers to attract minority group workers at lower wages. Some employers will restrict employment of blacks to job categories with far fewer opportunities than there are available employees. This gives them a greater choice of employees, while placing blacks in a high degree of competition between themselves. The excess supply of manpower, the unemployed, will enable the payment of a lower wage. Certainly low-skilled employees' salary scales have reflected this kind of concentration of the opportunities for minority group employment.

3. Discrimination in Industry

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

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

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

#### 1.22 (5)

Access to good-quality jobs clearly affects the willingness of blacks to actively seek work. Even given similar employment, black workers with the same education as white workers are often paid less. This disparity doubtlessly results, to some extent, from inferior training segregated schools, and also from the fact that large numbers of blacks are now entering certain occupations for the first time. However, the differentials are so large and so universal at all educational levels that they clearly reflect the patterns of discrimination which characterize the hiring and promotion practices of many industries of the area.

#### 4. Discrimination in Unions

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

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

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

The reasons or the basic causes for the conditions surrounding



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

## Dock Workers Named In Bias Suit By Blacks

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

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

The suit asks a decree enjoining the defendants from

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

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

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

### Grievances Presented

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

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

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

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

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

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

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

### Membership Denied

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

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

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



the low participation of blacks in the apprenticeship program are centered around a few basic factors.

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

Almost invariably unions deny any bigotry or discrimination. They normally explain the low number of Negro members by unpersuasive claims that there 'have been no Negro applications . . . . or, at least none who was qualified.' The weapons of union discrimination and exclusion are subtle and insidious. Standards established for the testing of unions qualification are often unrealistic and arbitrary, incorporating standards which are unrelated to job performance. It is widely believed that these standards which are unrelated to job performance. It is widely believed that these standards are enforced with the design and purpose to exclude Negroes and others whose 'entry-level skills' can thus be shown to be lacking. Similarly, and equally arbitrary, are the personal review panels employed by some unions, particularly in the building trades unions, who screen applicants and pass upon their personal qualifications. In a context unfamiliar, and often terrifying to the applicant, the panel may impose the most subjective of standards and the consequences are almost invariably unfair. It is the practice of the Federal Equal Opportunity Commission to have a representative at such interviews. However, it has been reported to this committee that the participation of those representatives is perfunctory and as a



result this procedure dis-serves the cause of eliminating discrimination. Unless the Commission becomes appropriately concerned with regard to this problem and becomes more aggressive about its role, it will continue to be 'used' to lend responsibility and an illusion of fairness to a procedure which is basically unfair.

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

In any analysis of the reasons for low black participation in the apprenticeship program, the question of the attitudes of the young black man toward the program must be considered. When unions claim that there is also a lack of interest on the part of highly qualified white young men who don't aspire to be an apprentice but would rather go to college to satisfy their aspirations the assumption that highly qualified blacks any more than highly qualified whites wish to become apprentices is a further misunderstanding of the black man.

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

black community.

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

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

B. Skill Deficiency

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

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

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

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

Aside from the need for vigorous training programs in the skilled and technical occupations the high school level which is well established by the data, there is also a need for training of a meaningful nature at the secondary school level in such fields as the clerical, sales, service and semi-skilled occupations.

Also needed is some immediate remedial action with a view to improving the skills of a large group of long time participants in the labor force. The key to this need is in shifting occupational trends of the State. There are many persons now in the labor force who entered the



1.22 (10)

force at a time when the need for skills was not so drastic as today. One look at the summary (See page 11) tables is enough to tell the story here; currently, these two groups comprise 26.1 percent of the total employment, but they will account for only 19.4 percent of the additional workers needs of the next few years.

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

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

A discussion with the Director of Personnel of a large electronics firm revealed that many blacks from the Model Cities area who were referred for jobs lacked basic skills in reading, writing and mathematics. These individuals have attended schools, and in many cases, graduated from high school and are supposedly proficient to some degree in the basic skills. The inability of the schools to provide these individuals with even minimum basic skills is in part responsible for their inability to obtain employment. These factors are covered in detail in the

1.22 (11)

STATE OF OREGON DEPARTMENT OF EMPLOYMENT FUTURE MANPOWER NEEDS 1966

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



## Educational Component.

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

In Portland there are some 1,264 apprentices in the Apprenticeship Program; they are involved in some 47 programs. Of the total number of apprentices, only 14 are black. These 14 black apprentices make up less than 1% of the projected needs of the apprenticable crafts involved (See Table 8)

TABLE 8

BLACK PARTICIPATION IN APPRENTICESHIP PROGRAM

<u>APPRENTICESHIP PROGRAM</u>	<u>TOTAL CRAFT EMPLOYMENT 1966</u>	<u>ADDITIONAL PROJECTED NEED 1970</u>	<u>TOTAL NUMBER OF APPRENTICES IN PROGRAM JAN. '68</u>	<u>TOTAL NUMBER OF BLACK APPRENTICES</u>
Carpenters	8,168	674	341	5
Plumbers	2,550	370	209	1
Molder-Coremaker	277	48	26	1
Painter	1,988	415	70	1
Dry Wall Finisher	-----	---	24	1
Millman	482	302	19	1
Boilermakers	2,650	---	20	1
-----	-----	---	---	3*
<b>TOTAL</b>		<b>1,809</b>		

\*B.A.T. has submitted 3 additional apprentices.  
(Figures obtained from Oregon Apprenticeship Manual and Apprenticeship Summary for State of Oregon, January, 1968)

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

1.22 (13)

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

TABLE 9

BLACK PARTICIPATION IN UNIONS

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

Source: Problems of Racial Justice, Portland City Club, June 14, 1968,  
Vol. 49, No. 2 + Oregon Apprenticeship Manual

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

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



C. Inadequate Transportation

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

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

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

b. The present bus system is inadequate as a means of transportation to areas of employment for the Model Cities residents, as these areas of high employment are in districts distant from Model Cities or from downtown. This is, in part, due to factors which revolve around inadequate schedules, minimal and time consuming routes, and

the fact that buses do not operate 24 hours a day. To get almost anywhere, where there is an industrial job, at least one transfer is required. The location of some jobs requires the worker to transfer to the suburban bus lines, with a substantial increase in cost.

2. In the core area of Model Cities where unemployment rates are high and some 47% of the population make less than \$3,000 per annum, the cost involved in the purchase and upkeep of an automobile represents a tremendous financial burden. Many Model Cities residents simply cannot afford the high payments and even higher rates of interest which they are forced to pay when purchasing a car.

In addition to this, the exorbitant rates charged by automobile insurance companies increase costs even more. This factor is highlighted in an extract from an article appearing in the Oregonian.

October 20, 1968:

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

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

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

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

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



## 1.22 (16)

### D. Inappropriate Employment Requirements

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

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

### 1.23 Deficiencies in Existing Services

There are numerous service and agencies involved in job development,

1.23 (2)

placement, training and counseling in the Model Cities area. The following list includes the major agencies.

- a. Oregon State Employment Service
  - 1.) Industrial Service Office
  - 2.) Adult Opportunity Center
  - 3.) North Portland Office
  - 4.) Youth Opportunity Center (16-22)
  - 5.) Manpower Development and Training Act
- b. Urban League - Job Development and Placement
- c. Oregon Bureau of Labor - Apprenticeship and Training Program
- d. Portland Metropolitan Steering Committee (Prime Agency for CEP)
  - 1.) Albina Neighborhood Service Center (Job Development)
  - 2.) Concentrated Employment Program (CEP)
- e. Department of Vocational Rehabilitation
- f. National Alliance of Businessmen
- g. Outreach - Multnomah County Building Trades Council and Urban League
- h. Multnomah County Welfare (Title V)
- i. City of Portland Neighborhood Youth Corps:
  - 1.) In-School Program
  - 2.) Out-of-School Program
- j. Opportunities Industrialization Center
- k. Metropolitan Youth Commission (City-County)
- l. Veterans' Employment Representative (VER)
- m. Emanuel Hospital - Nurses Training

The number of agencies appears to be adequate, however, the lack of a coordinated and responsible effort is apparent. The following is a



### 1.23 (3)

brief resume' of some of the major employment services and agencies that function in the Model Cities area.

#### a. Oregon State Department of Employment

A limited service office specifically for placement and job development services is located in the heart of the Model Cities area. During the 12 month period ending August 31, 1968, there were 3,178 applicants for jobs and 1,301 placements. The employment service also operated the Industrial Service Office and the Adult and Youth Opportunity Centers to provide special services for selected age groups.

#### b. The National Alliance of Businessmen "JOBS" Program

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

#### c. State of Oregon Bureau of Labor

The State Bureau of Labor contracted with the Equal Employment Opportunity Commission of the Federal Government for a one-year

#### 1.23 (4)

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

#### d. Concentrated Employment Program (CEP)

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

#### e. The Urban League of Portland

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



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1. Employment and counseling interviews	1,174
2. Job orders received	395
3. Confirmed placements	236
4. Training classes held	6
5. Persons participating in training classes	114

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

f. Other Agencies

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

Their impact on the residents of the Model Cities area is hard to establish.

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

1.23 (6)

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

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

The modest success of the NABS Program is a dramatic bit of evidence expressing that the old attitude that employment development's main emphasis should be in interviewing and placement is inadequate as an approach to the



1.23 (7)

problems faced by the unemployed in the Model Cities area. The new approach demands flexibility to adjust to the needs of the unemployed and to the changing demands of the job market. It also demands coordination which would address the whole problem, bringing all needed services to the unemployed and the underemployed.

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

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

The State of Oregon employs some 26,100 persons. This would make the State the largest employer in Oregon. This being so, it is only proper that some mention be made of the State's employment practices in regard to Model Cities residents with direct concern shown for the black resident. Of the total State employees, 343 are black. This number clearly should be increased. It is incumbent upon the State to broaden the employment opportunities for black Model Cities residents.

#### 1.24 Goals

There are five primary objectives regarding employment and under-employment:

1. To eradicate discriminatory practices regarding the recruitment, screening, hiring, and promotion practices of employers, employment agencies, and labor unions.

2. To reduce unemployment in the Model Cities area to a level at least commensurate with the rest of the city.

3. To increase training opportunities, especially for the underemployed, who are not now and are not likely in the future to seek advancement without encouragement.

4. To improve the placement and promotion of residents into supervisory, management, technical and public contact positions.

5. To efficiently link together employment programs in the Model Cities area.

#### 1.25 Program Approaches

In keeping with the overall objectives and strategies, the program approaches include, first, the establishment of an investigating and enforcement mechanism (The Employment Relations Commission) to identify and eliminate discriminatory practices and to enforce the employment policies established by the Model Cities administration, especially on those employers who are seeking contracts or who will be providing goods and services to Model Cities residents. This approach will provide for the establishment of a mechanism whereby, employers are encouraged to alter current practices when they are detrimental to local residents.

And secondly, the program approach is to seek out residents with under-utilized abilities or training, assist them in re-analyzing their



## 1.25 (2)

prospects, and help them find means to further develop their abilities that will move them into better jobs and positions. Emphasis will be placed on individual counseling, sensitizing area residents to available job opportunities and training programs, and alerting the broader community of under-utilized talent.

In summation, the first program approach seeks to reduce and eliminate institutional barriers and policies which are blocks to employment opportunities, whereas the second attempts to link the individual to the newly opening or created opportunities.

## 1.26 Strategies

The basic strategy toward the problems of unemployment and under-employment for residents of the Model Cities area is to supplement existing employment programs by focusing on the non-job seeker who is already employed but whose further development as an income earner is limited. Although existing programs need to be more effectively coordinated, there are programs available for those who are presently unemployed. However, few programs exist which give specific focus to the underemployed person. Thus, the overall strategy is to expand the size and mobility of the middle class of the area and to present residents with a bona fide choice of what he wants to do, where he wants to work and live, without social and economic constraints.

At the same time it is essential that efforts continue to be directed toward the unemployed person and the removal of discriminatory practices which prevent both groups from obtaining employment opportunities. Consequently, a second strategy is to develop mechanisms which will insure area residents of job positions created as a result of the Model Cities program. For example, it is the policy of the Model Cities administration

1.26 (2)

that all contracts which provide services or goods to residents of the area be required to hire at least 50% of the labor force from the unemployed or underemployed residents of the area.



## 1.30 BUSINESS AND JOB CREATION

### 1.30 Introduction

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

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

### 1.31 Initial Conditions

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

A survey of black businesses in the Model Cities area conducted by

1.31 (2)

the Model Cities staff indicates clearly that few blacks are business owners and that black-owned businesses which do exist are small in size.

There are 1,987 business licenses issued by the city in the Model Cities area. This includes licenses without business establishments, per se, so it is not a fully comparable figure to the 89 black-owned or operated business establishments in the following table.

TABLE 1

MODEL CITIES STAFF SURVEY - 1968

Number of Black Owned or Operated Business Establishments

in the Model Cities Area by Type

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



### 1.31 (3)

Only in the three months since this survey was conducted have any larger enterprises been initiated. These are a black-owned and operated Bank of Finance and the Albina Corporation, a manufacturing plant which holds out hope for the only large black payroll in the Portland area. In addition, the two non-profit housing construction corporations, the Alpha and Easter Dawn Corporations, are also operating on the basis of black ownership and on a limited scale. The small size of these businesses is in itself an indication of the lack of economic strength of the black business community in the Model Cities area. All small businesses are at a competitive disadvantage with larger enterprises in terms of financing, purchasing, merchandising, advertising and ability to employ specialists. The fact that these businesses serve a relatively poor population, often operate out of disadvantageous locations, and tend to be inadequately financed indicates clearly that they also have a low profit margin. The only possible exceptions are those in the entertainment sector. In short, the black business community in the Model Cities area appears to be extremely limited in strength.

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

#### B. Limited Number of Black Personnel at Management Level in White Business

Some progress has been made in recent years in the employment of black people in responsible positions in government, social agencies and education, but little progress has been made in business. Since almost all business management opportunities exist in white owned and operated enterprises, the lack of opportunity for black training and experience at management levels is a crucial roadblock to the development of black ownership or operation

of business.

In Portland only 20 black people are known to the Model Cities staff and its contacts to be employed at management or management trainee positions in white business. This includes some technical personnel who do not have decision-making authority or supervisory duties.

The following is the distribution of management level black persons in this area:

Utilities.....	6
Banks.....	2
Business & Industry.....	12

C. Lack of Business Leaders Within the Black Leadership Structure

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

The effect of this situation is to remove from the black community a significant aspect of competitive and problem-oriented leadership common to the white community. Major resources that businessmen contribute to overall community leadership are funds for a variety of activities and contacts with the economic sector of the community's power structure. The development of business also can produce minds attuned to competitive needs and to problem solving. But, however one characterizes the contributions of business leadership to a community, to the extent that the society as a whole depends upon economic competition as the basis for individual and community achievement, no major social group can afford to be economically uncompetitive.



Without leadership capable of understanding this form of competition and achievement and of actually competing in the economic sector, the black economic structure will remain at a disadvantage with respect to the rest of society.

D. Low Income Among Black Residents

Black citizens in the Model Cities area are plagued by the problem of low income. In the core area of Model Cities where the concentration of Black citizens is most intense, 47 percent of the residents report incomes of less than \$3,000.00 per annum.

The Model Cities area black income patterns are characterized by a lower average family income than the rest of the Portland area. In 1960, half of the families in Portland had an income of \$6,333.00 or less, while half of the families in Model Cities made \$5,700.00 or less. Today, the reported median family income for Model Cities is only \$5,000.00. Not only is this figure less than the median Model Neighborhood family income in 1960.

It is known that two factors account for the lower median income level, but the proportionate share of their impact is not known. Typical of inner city areas, a number of middle class whites have moved out of the area as the black population has expanded in numbers and into contiguous neighborhoods. A smaller number of black middle class families have also moved to the suburbs as state fair housing legislation and other factors helped to make some integration possible in the larger community. As these middle income people, white and black, continue to move out, low income and poorly educated people continue to arrive in Portland from such areas as the southern states. Most of the newly arriving black people settle in the

### 1.31 (6)

Model Cities area because patterns of discrimination, housing and income point the migrant to this area.

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

It should be mentioned that the eastern area of Model Cities is comprised mainly of white citizens, whereas, the core area is comprised overwhelmingly of black citizens. From the charts it can be seen that 31 percent of the residents in the eastern portion make over \$10,000.00 per annum. This is to be contrasted with only 4 percent of the residents of the core area in the same income bracket.

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

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

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



### 1.32 Basic Causes

#### A. Discrimination

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

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

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

B. Lack of Management Experience in the Black Community

As indicated by the types of businesses listed in the above table, the extent of management skills in the black business community is extremely limited. The new enterprises in the area are an indication that there is an awareness of the need to create these skills among the neighborhood blacks, but the small enterprises do not provide opportunities which approximate the need. The dimension of this need is indicated in the results of the Model Cities Sample Survey which show that, while 15% of the whites in the Model Cities area are employed in management positions, only 3% of the blacks are so employed.

Because so few black persons have been employed in businesses, black or white, in other than menial jobs, and because there are few jobs in black business, the opportunities to acquire important business experience have been extremely limited. Hence, the only skills which blacks can acquire and which are transferable to business creation result in very small businesses. Admittedly, running a small business is more complex now than 20 or 30 years ago. But, typically, the black businessman is a shop owner in a retail field for which he has had no special preparation, a tavern owner who can learn the service, if not the business aspects of pumping beer, or a restaurant owner because he or she learned to cook in a white restaurant. Many of black service business operators learned their skills in the South and in the larger ghetto areas of the East where there are larger and, in the case of the South, more stable customer groups than in the Portland area. To the extent that the skills of these businessmen remain oriented toward this same group in the Portland area and remain focused upon small service businesses, there will be neither the expansion of



### 1.32 (3)

management skills within their business community or the development of a black business community operating larger businesses.

Where black employment at management levels has taken place, it has tended to be in government and, increasingly, in utilities and some banks. But few employees of government, utilities, or banks transfer their management skills to positions in other segments of the business sector. When this does occur, it is usually via the traditional routes of sales, accounting, engineering, and so on. Blacks having training in any of these areas are few in number, and in the case of sales operations, problems of social acceptance tend to limit their placement.

#### C. Educational Deficiencies

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

#### D. Business Location Disadvantage of Model Cities Area

There are numerous reasons why new business and industry find the Model Cities area disadvantageous for location. Riot headlines have not

### 1.32 (4)

instilled confidence in investors to locate in ghetto areas. There has been vandalism and the physical appearances of the area is less attractive than competitive business locations. Many businesses along Union have boarded up their windows because of vandalism and the fear of it, and this in itself tends to degrade appearances. Production industries desire to locate near the source of the best available qualified labor. The Model Cities area does not meet that criteria. Industry must also locate on land zoned for this type of activity and many prefer a planned industrial district. Modern plant design requires large tracts of land and in many cases rail service. These considerations have resulted in a preference for new plants to be located in suburban areas. The Model Cities area is in a weak competitive position for attracting new investment. The same reasons that make the area unattractive for new business and industry also hinder the growth of its existing industry. Should an industry located within the Model Cities area wish to expand, there are strong economic factors favoring its doing so outside of the Model Cities Region.

#### E. Lack of Credit Resources

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



### 1.32 (5)

is underfinancing. Lack of available funds in sufficient supply at reasonable terms encourages underfinancing. This combines with the patterns of very small business operations mentioned under other headings and compounds the rate of business disaster. It also inhibits business formation and expansion.

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

### 1.33 Deficiencies in Existing Agencies

The two Federal programs that relate most closely to the objectives of this proposal are those of the Economic Development Administration (EDA) and the Small Business Administration (SBA). In both cases the approach is to provide capital to entrepreneurs to create commercial and industrial businesses. EDA also assists communities in construction of the community buildings and projects (water, sewer, etc.) necessary to support economic expansion. EDA is interested primarily in stimulating the local economy and creating jobs, rather than establishing businesses as such. It has done experimental work in Watts, Hough, Oakland, and other inner-city areas in attempt to counterbalance the flight of jobs to the suburbs and to rebuild inner-city economies. However, business loans and public facility grants and loans can be made only in labor market areas which qualify by

### 1.33 (2)

high unemployment, low income and other severe economic problems. Portland does not meet these criteria.

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

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

SBA has useful programs for urban ghetto areas such as the lending program to community development corporations which can handle SBA money as a conduit to operating companies. A new program called the Minority Entrepreneurship Program may also have some success, although Portland is not currently listed as one of the cities in which it will be inaugurated. The overall success ratio of SBA lending programs in the Portland Model Cities area is not good, however, as noted previously. SBA is primarily concerned with benefits to the business community and depends substantially



### 1.33 (3)

upon collateral lending and upon lending to qualified, experienced and competent managements. Although the objective of EDA is more parallel to that of the Model Cities Program, i.e., the creation of employment as the primary goal, the EDA business loan program also requires demonstration of competent management before a loan is made.

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

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

### 1.34 Goals

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

The concern of this section of the Model Cities Program which relates to Economic Status is to try to provide economic self sufficiency

### 1.34 (2)

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

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

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

#### A. General Goals

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

By increasing employment opportunities in the Model Cities area, a



### 1.34 (3)

greater number of people in a greater variety of circumstances with a greater range of abilities and skills can be employed and thereby increase their income.

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

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

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

#### B. Specific Objectives

1. Objective 1 -- Increase the number, size, influence and resources of black owned and operated businesses.
2. Objective 2 -- Increase the number and quality of management level positions held by black people in white business.

Objectives 1 and 2 might be simply restated as the goal of increasing the sophistication and size of the black business management class in Portland.

In addition to the added income thus generated, achievement of this goal will be necessary to other future achievement, including: (a) the creation of new and larger black owned or operated businesses, (b) improved

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

Creation of new and larger black owned or operated businesses will have the obvious benefit of added income to the entrepreneurial class and to the employees. In addition, however, it is extremely important that the black people and the neighborhood be able to take pride in the competitive ability of businesses and business managers from and in their area.

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

3. Objective 3 -- Attract and encourage white operated enterprises in or near the area to provide genuine job or business opportunities for area residents in locations that are accessible and relatively inexpensive to reach.

The location of new job opportunities in or near the Model Cities area should be encouraged if the industry or business is compatible with the needs and desires of the area and if specific arrangements can be made



to benefit the residents of the area, especially the black people, by way of jobs and opportunities for higher level business management experience. Because of the disadvantages which might discourage some useful enterprises from staying in the area or coming to the area, special attention is required to promoting maximum convenient employment opportunities.

4. Secondary Objective -- Built into the planning and considered in formulating programs was the aim of encouraging and creating enterprises needed to serve the needs of the Model Cities population and to generate further economic growth in the area.

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

Primary emphasis upon building as viable an economy as is possible in the inner city, and serving the needs of the population, is not intended to limit the location of black owned or operated businesses to the Model Cities area in order to be eligible for assistance from the Community

Development Corporation.

1.35 Program Approaches

A. Initiate new black-owned or operated businesses of significant size.

The primary approach is to create a Community Development Corporation, employ a staff and employ consultants to analyze opportunities for the creation of black-owned or operated enterprises, to plan such enterprises, to recruit the necessary leadership and key personnel, to arrange for the financing and provide participation in the financing where necessary, and to launch with staff and professional counseling a number of good sized enterprises led by residents and employing residents primarily.

B. Organize financial assistance from outside sources for area enterprises.

Loan capital from institutions and government programs is available to an enterprise that can demonstrate a feasible business idea, can indicate competent planning and management and can supply some of the capital requirements. In order to secure such financial assistance, organization of such sources will be undertaken to work with the Community Development Corporation in researching and planning enterprise potentials, obtaining competent management assistance and supplementing investment and loan capital available within the Model Cities area.

C. Administer a revolving loan fund to assist black business enterprise formation and growth.

Because of the higher than normal risks involved in financing ghetto enterprises, and because of the lesser capacity of the area to raise equity capital, it will be necessary for the Community Development Corporation to have some investment capital directly at its disposal. A revolving loan fund is proposed, to be funded by the Model Cities Administration from supplemental funds, to be managed by the Community Development Corporation.



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It will be used to provide the necessary minimum capital which enterprises must show to institutional or government lenders for the completion of financing from such sources. It will be used if necessary for the primary financing of priority enterprises selected by the Community Development Corporation and for financing of very small businesses that have some potential for growth or business quality improvement but cannot obtain financing from traditional sources.

D. Improve service and efficiency of black-owned or operated businesses and other area businesses.

Because the business districts of the area are run-down and the businesses often under-financed or managed by inexperienced people, a substantial assistance program is necessary to upgrade existing business in the area. It is proposed that substantial contacts be made and maintained with area businessmen, offering counseling, assisting and encouraging business methods and service upgrading and in some cases arranging for financing. Until the tenor of the whole area's business is upgraded, all new businesses will suffer from the real or imagined disadvantages of doing business in the area.

E. Provide technical assistance to improve implementation of program approaches.

Since the objectives require utilization of some inexperienced business management personnel and policy formulation by relatively inexperienced people from the area, the most essential ingredient for success of the program is to be able to secure a liberal amount of professional and technical assistance. Regular advice and counsel to program staff and board leadership will be required. In addition, it is contemplated that a variety of technical assistance will be secured by contract with competent consulting

1.35 (3)

or professional firms, including feasibility studies, property and equipment appraisals, marketing surveys, operational planning, engineering and architectural work, legal work, financial counseling, etc.

- F. Promote opportunities for black residents to obtain experience and training in all necessary business operation skills and to achieve a higher personal and area income.

For future business formation, a cadre of experienced people at all levels of management must be prepared. Experience in sales, production, purchasing, personnel, accounting, advertising, and operational supervision is available almost exclusively in white businesses that are currently not employing black people in such positions. In advance of the initiation of some of the larger enterprises, it would be highly desirable to place some black understudies in white enterprises in the kinds of positions which will need to be filled later in black-owned and operated businesses. Special arrangements to have such understudies exposed to a variety of experiences which could not be done in the normal course of employment and promotion. It is proposed to ask business leaders and associations to institute a special program outside their usual policies and channels of promotion. The understanding in some cases may be that the understudy would not stay in the company providing the experience, so that internal personnel relations are not disrupted. In other cases, direct access would be possible to positions where the desired experience can be gained by waiving entrance requirements. The objective would be to prepare as many black business management people as opportunities permit or call for. An assumption would be made that some would stay in white business positions, but that some would be available to help form and operate black businesses in the future.



### 1.35 (4)

- G. Attract and encourage white operated enterprises in or near the area to provide genuine job or business opportunities for area residents in locations that are accessible and relatively inexpensive to reach.

The cost disadvantages which Model Cities businesses face (insurance, etc.) are real, if not as severe as the ghetto areas of some of the larger cities. Nonetheless, special encouragement and assistance will be necessary to locate job producing businesses and industries in or near the area. Some areas that are currently job growth areas will need to be linked by transportation and special arrangements to serve the job needs of the Model Cities area. Some industrial land may be made more attractive to new industry by reducing their costs, through acquisition by the Portland Development Commission as an urban renewal project perhaps. It is proposed, therefore, that all the agencies with important resources and capabilities for the attraction of desirable industries formulate a coordinated, large scale plan and pool their resources for the purpose of carrying it out.

### 1.36 Strategy

The strategy is to create a Community Development Corporation that would be capable of executing all of the program approaches. The Corporation would consist of 9 to 15 members, appointed by the Citizen's Planning Board, incorporated as a non-profit corporation under the laws of the State of Oregon.

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

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

## 1.40 EDUCATION

### 1.40 Introduction

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

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

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



#### 1.41 Initial Conditions

Three very notable undesirable conditions are most obvious as well as more serious in consequence than any of the others in the Model Neighborhood area. The problems arising from these conditions are becoming aggravated. This is true because efforts taken up to this time to bring about improvements have not produced adequate results. Rather, these efforts have attacked only a part of some of the problems faced by black children. Every year lost is threatening the life chance of some child.

The three major initial conditions are:

- A. - Low Educational Achievement
- B. - High Rate of School Dropouts
- C. - Poor Preparation for Life in an Urban Society

##### A. Low Educational Achievement

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

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

From close scrutiny of these charts it is evident that black students in predominantly black schools lack skills in reading and language. The

#### 1.41(2)

black child in these schools is already exhibiting a pattern of deficiency in the two areas that are most critical to an individual in a highly technical society.

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

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

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

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

#### B. High Drop Out Rate

The fact that students leave school can mean many things. For the most part it means that education does not seem to them to be important and it can very well mean that what the school offers has no immediate relevance. Schools are still not aimed at the specific needs of their students. When



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a student who needs to see immediate value in the form of job training is offered only academic liberal arts, he loses interest. Too little is done in vocational training with the immediate goal of getting a job. Schools where students from low socio-economic families attend in large numbers have the greatest number of dropouts.

Chart VI shows the percentage of students who withdrew from Jefferson High School in 1967-1968 compared with other high schools in the city. The withdrawal rate shown for Jefferson (8.15%) is comparable to those found in high schools in other low income areas (Marshall, Roosevelt and Washington). Monroe and Benson are technical schools and not comparable. Wilson, in a high-income area, has the lowest withdrawal rate (2%).

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

#### C. Poor Preparation for Life in a White Urban Society.

The harsh reality is that the Portland school system is not preparing many of our black young men and women for life in white urban society. Too many black students, after completion of twelve years of formal training, graduate without having adequate skills to meet college entrance requirements. For example, 311 black students who graduated between 1961 and 1965 had a median grade point average of 1.84. More startling is the fact that most of the black students graduate with grade point averages below the 2.25 required by Oregon State colleges. Out of the 311 black students, 233 lacked qualifications to meet minimum state college entrance requirements. Only

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78 of the 311 black graduates were able to meet grade point average requirements. Clearly this is not a pattern that is desirable or beneficial to the black community. (See Table 1)

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

The question of course irrelevancy is not only an issue with black students, but is an issue with black parents, as indicated by the Model Cities Survey done in 1968 (See Table 2). Courses being taught in predominantly black schools do not equip students with skills necessary to gain employment. The feeling of a large percentage of the citizens of Model Cities is that Portland still has a long way to go in making educational excellence available to all of its school-age residents.



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TABLE I  
THE DISTRIBUTION OF NEGRO HIGH SCHOOL GRADUATES'  
GRADE-POINT AVERAGES  
1961 - 1965

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

MEDIANS: BOYS 1.80; GIRLS 1.88

Source: Dr. William Clark - Study of Selected Academic and Non-academic Characteristics of Black Graduates. Portland, May, 1967.

<sup>a</sup>161 boys    <sup>b</sup>150 girls    <sup>c</sup>311 individuals

TABLE 2

## SCHOOL AREAS BY RATING AND COURSE RELEVANCY

	Rating of School				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.



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

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

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

## 1.42 BASIC CAUSES

### A. Segregation

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

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

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

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

The positive self-image is often alien to the Model Neighborhood



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

1. Inferior Services

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

Presently, in the Model Neighborhood, 360 youngsters in the 3 to 4 year age bracket (whose parents are receiving Aid to Dependent Children) are involved in Early Childhood Educational Programs. These youngsters were selected from 1200 children, all of whose parents were on welfare, and in need of the same services. Obviously, due to lack of funds, there are many additional children of similar age who desperately need services offered by the program but are denied them.

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

in the mainstream of the greater community.

2. Peer Group Relationships

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

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

B. Discrimination

1. Patterns of discrimination in the Model Cities area are of utmost concern. Schools in the area are under white control, and they reflect the patterns and attitudes of the white community at large. Discrimination frequently is very subtle, but revealed, nevertheless, in the kinds of judgments that the establishment makes. An example of this is reflected in the attempt

<sup>1</sup>Coleman, James S., "Equality of Educational Opportunity." U.S. Government Printing Office, Washington, D.C.; 1966.



1.42 (4)

on the part of Jefferson High School to establish a vocational course. Jefferson High School is the only high school in the Model Cities area. Their choice for a vocational course was in food services. The establishment possibly thought that it was acting in the best interest of the students. To a black parent, hoping for a change of status for his children, this was not the kind of program hoped for.

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

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

The school officials consistently blame parents of the disadvantaged area saying that they are the reason why their youngsters are not adequately trained before entering school. Too often school officials inadequately plan special programs which are designed to help students. These programs are started before the community being affected is informed. Some of these programs are so new that the teachers implementing them do not fully understand them. The PERT program<sup>2</sup> is a good example of this:

<sup>2</sup>The PERT program is a continuous student assessment program carried out by Model Schools which tests each student regularly for skill development and progression at academic efficiency.



many teachers in the Model Schools have not had adequate training for such a program so that it is difficult to see how black students will benefit from it this year.

Earlier this summer it was announced, to the amazement of the black community, that the outlying school districts were to be invited to receive black students from the Model Cities area. The parents whose youngsters were affected were not informed of this prior to the announcement.

The first meeting which the Portland School Board initiated was only between white board members and themselves. There were no black or white parents whose youngsters would directly be affected by such a program present at this meeting. After the white board members had gone back to their respective districts and discussed the proposal in numerous open meetings with white parents the contract was consummated. The black community was involved only after each district put in their order for "X" number of black students with certain characteristics expected by that particular school district. Yet, the school district complains that parents fail to take an active part in their youngsters' educational life. It appears to some parents that the black student is being exploited. Since it is now recognized by leading educators that multi-racial contact is beneficial, the question which is raised by many black parents is, "If so many benefits can be received, why have not some white students been brought into the Model Cities schools?"

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

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

2. The community at large subjects the black child of Model Cities to a vast array of discriminatory practices. The black child in Portland belongs to a minority which has been powerless to fight these discriminatory abuses. In the areas of employment, housing, social acceptance,



police behavior, the black child belongs to a community that has been neglected, ignored and abused. The total white community with its vast institutions and its control of the economic, social and political powers has continued to deprive black children and their parents of meaningful access to material and social benefits.

C. LACK OF COMMUNITY SUPPORT

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

2. Low Income.

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

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

TABLE 4

JOBS OF THE FATHERS OF BLACK HIGH SCHOOL GRADUATES  
Jefferson High School 1960-1965

<u>JOBS OR PLACES OF EMPLOYMENT</u>	<u>NUMBER</u>	<u>PERCENT OF THOSE EMPLOYED</u>
Laborer	66	29.6
Foundryman	37	16.6
Porter/Waiter, Railroad	29	13.0
Janitor	16	7.2
Butcher--Wholesale	9	4.0
Railroad Depot Worker	8	3.6
United States Post Office	5	2.2
Service Station Worker	5	2.2
Waiter--Hotel/Restaurant	5	2.2
Hospital Worker	4	1.8
Barber	4	1.8
Military, Enlisted Man	3	1.3
Auto Mechanic	3	1.3
Plumber	2	0.9
Musician	2	0.9
Longshoreman	2	0.9
Minister	2	0.9
Surveyor--State Highway Department	1	0.4
Shoe Repair	1	0.4
Floor Finisher	1	0.4
Social Worker--County	1	0.4
Real Estate Salesman	1	0.4
Stockman--Department Store	1	0.4
City Park--Recreation Worker	1	0.4
Rose City Transit--Bus Driver	1	0.4
City Police	1	0.4
City Civil Servant	1	0.4
Public School Teacher	1	0.4
Grinder	1	0.4
County Deputy Sheriff	1	0.4
House Painter	1	0.4
Crane Operator	1	0.4
Grocery Clerk	1	0.4
Cook	1	0.4
Truck Driver	1	0.4
Laundry Worker	1	0.4
Medical Doctor--Surgeon	1	0.4
Self-Employed	1	0.4
Disabled and Deceased	3	
Unemployed	2	
No Information	115	
<b>TOTAL</b>	<b>343</b>	<b>100%</b>



TABLE 5

JOBS OF THE MOTHERS OF THE BLACK  
HIGH SCHOOL GRADUATES

<u>JOBS OR PLACES OF EMPLOYMENT</u>	<u>NUMBER</u>	<u>PERCENT OF THOSE EMPLOYED</u>
Domestic	56	44.8
Hospital Worker	29	23.2
Machine Sewing	6	4.8
Registered Nurse	5	4.0
Sales Clerk	4	3.2
Cook	3	2.4
Laundry Worker	3	2.4
Teacher--Public School	3	2.4
Presser	2	1.6
Medical Assistant--U. of O. Medical School	1	0.8
Real Estate Sales	1	0.8
Grocery Clerk	1	0.8
Laboratory Technician	1	0.8
Janitress	1	0.8
Factory Worker	1	0.8
Surgery Aid	1	0.8
City Civil Servant	1	0.8
Registered Practical Nurse	1	0.8
Poultry Worker	1	0.8
United States Post Office	1	0.8
Waitress	1	0.8
Nursery Worker	1	0.8
Telephone Company	1	0.8
Housewife	133	
Aid to Dependent Children	15	
No Information	97	
<b>TOTAL</b>	<b>237</b>	<b>100.0</b>

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

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

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

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

### 3. Poor Health and Social Services

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

As an indication of a problem in health related to children in the Model Neighborhood, one can look at completed immunizations for measles in December of 1966. The city of Portland showed 77.5 percent to be immune, while eight schools in Model Neighborhood showed approximately 59.7 percent to be immune. This would suggest that immunity for other preventable diseases would also be lower in Model Cities area.



The tuberculosis patients in 1967 in the Model Neighborhood were 66.7 per 100,000 as compared to 30.7 per 100,000 for the city of Portland. Given the conditions for poor housing and inadequate income, it can be assumed that people residing in the Model Neighborhood will have a higher incidence of tuberculosis and other diseases.

#### 1.43 Deficiencies in Existing Services

Many of the deficiencies in the school system are detailed above. At this point it is appropriate to talk about the following four factors:

- A. Lack of Higher Educational Opportunities
  - B. Deficiencies in Vocational Education
  - C. Bussing of Grade School Students
  - D. Deficiencies in Adult Basic Education
- A. Lack of Higher Educational Opportunities

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

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

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

B. Deficiencies in Vocational Education

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

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

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

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



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

C. Bussing of Grade School Students

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

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

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

D. Deficiencies in Adult Basis Education

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

#### 1.43 (15)

Community colleges offer Basic Education classes in some local schools. Last year in the Model Neighborhood, one school offered a limited number of classes. Many women could not take part in the program because their small youngsters were left at home and they could not afford baby-sitting fees. Many black adults, interested in better employment, feel that though self-improvement courses are available, their participation will not result in any concrete change in their life-chances in any event. Feeling defeat before they start, they prefer to "opt out" and make no attempt.

#### 1.44 Goals

A. The long-range goals of the Education Committee can be simply stated - total integration of the Portland Public Schools within two years. And, toward this end, any future building should be in the form of educational parks which would promote interracial living and understanding.

Integration is the perspective from which this Committee views the action and intent of education in our community. That which prevents integration in our educational system needs to be changed, and that which promotes and supports integration needs to be encouraged. In this process, the immediate evidence of integration is of greater importance than the eventual promise of integration.

Integration, furthermore, must not be seen as a way of destroying black identity nor the values of the black community. Neither should the black society prevent the integration of whites at any educational or social level.

Desegregation is a mere mixing of people of different race, or



other descriptive term, on a physical basis, by legal and administrative act. Integration is much more. It implies mutual acceptance, appreciation, and blending of cultural contributions. It can still be a pluralistic concept so that differences are not lost; the differences are enriching, not dividing. It is not color blind; it is color appreciative. Integrated education teaches a child that he lives in a multi-colored world composed of one human race. Desegregation is an important preliminary step to integration.

B. Academic achievement of the child within the Model Cities area must be raised at least to the level of the city as a whole. It is hoped, however, that it can be raised considerably beyond the city level so that high achievement in school might provide some compensation to help overcome the other obstacles which are placed in the path between the ghetto and success. It is recognized that this goal can only be accomplished within the context of a supporting family and community, one which offers some hope for the student who does achieve.

C. Drop-out rates must be reduced with the objective of giving every young person the education and training he needs and is capable of obtaining. To accomplish this, factors such as poverty and overcrowded housing must be eliminated while the school diversifies its offerings and addresses itself to the student who is presently dropping out.

D. Students must be better prepared for a life in the urban society into which they must go for many of the things they will want in life. They must be prepared to find and hold jobs which are meaningful in themselves and which offer opportunity for advancement. They must go with a feeling of self worth. If they are black, this means they must go with a pride in being black. The educational system and the community must address itself to the preparation of these young people. It is not

#### 1.44 (3)

enough to simply give them a diploma. They must be prepared for the real world into which they must go to survive.

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

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

#### 1.45 Program Approaches

A. A Citizens' Education Liaison Board should be established to review all policies, particularly those related to Model Cities Schools. A description of the Citizens' Education Liaison Board can be found in Section 3.40, first year work program.

B. There will be creation of a committee to study specific integration plans and alternative programs with the Portland Public Schools to establish an Integration Plan. A description of this program is found in Section 3.40.

C. Make available funds to fully implement an Early Childhood Education Program to include all three to five year old children in the Model Neighborhood.

D. Establish a committee to evaluate present Model School Programs. This group would make recommendations for Citizens' Education Liaison Board.

E. Develop an experimental Demonstration School Center for elementary students within the Model Cities area. This school would work very closely with the community to meet the needs as identified by the Citizens' Educa-



1.45 (2)

tion Liaison Board.

F. Develop a secondary and continuing education work study program around a Computer Data Science program at Jefferson High School.

G. The proportion of black to white personnel, both teaching and non-teaching, should be increased throughout the Portland School District.

All teachers presently in Model Neighborhood schools should be involved in an extensive training program; this would be in conjunction with the Educational Aides training.

H. Establish an evaluation system to determine the impact of the first year's work programs.

# RELATIONSHIP OF GOALS, PROBLEMS AND MODEL CITIES ACTIVITIES

<u>Goals</u>	<u>Problems</u>	<u>Objectives</u>	<u>Activities</u>
Integration	Bussing	Physical Desegregation	Elementary Integration Planning
	Racial Isolation	Integration	
Achievement	Basic Skills--math, reading	Skill Development	Tutors
		Teacher Attitudes	Community Coordinators
		Inservice Programs	Preschool Program
		Academic Standards	
	Adequate Counseling	Greater relevance and numbers	Counseling and Employment Counselors
		Counselors	Career Guidance Center
	Inadequate preparation for world of work	Career Oriented Programs	Career development in computer sciences
			Work-study program
	Home-school communica- tion	Academic and behavior standards	CELB
		Accurate reporting	Model Coordinator
			Evaluation and monitering system
			Aides programs

(Cont. next page)



Page 2 - Relationship of Goals, Problems and Model Cities Activities

<u>Goals</u>	<u>Problems</u>	<u>Objectives</u>	<u>Activities</u>
Dropout Prevention	Course relevancy	Interest levels	Curriculum Relevancy Project
		Organizational patterns	Career development
		Kinds of required and elective courses	Demonstration School Project
		Adequately trained teachers	
	Poor elementary preparation	Parents	Aides
		Preschool	Preschool Program
		Elementary teachers, students & programs	Tutors
			Model School coordination
Community Involvement	Education programs do not involve community	Policy changes	CELB
		Parents performing education tasks	Aide programs
	Inadequate literacy programs	Adult education	Preschool Program
			Career Guidance Center
Expansion of Educational Opportunities	Skill deficiencies	College and University program development	Aides training
			Work-study program
	College programs	Scholarship and loan funds	Counseling Coordinator
			Aides program
	Exclusion from apprentice programs, on-job training, and specific occupations	Entrance requirements	Computer sciences
		Business & industry unions	Career Guidance Center

#### 1.46 Strategies

- A. To strengthen dialogue between residents in the Model Cities area, the first step in the education work program must be the establishment of the Citizens' Education Liaison Board (CELB) to act as the official link between the Citizens' Planning Board, the Education Working Committee, and School District #1. For a discussion of the structure and functions of the CELB, see Section 3.40.
- B. Concurrently, an Integration Study Committee will be established to study and develop alternative plans for integration under the direction of the CELB.
- C. A second committee, also under the CELB, will be charged with responsibility of evaluating the quality of curriculum and teaching patterns within the Model Cities area.
- D. While the creation of the above three groups constitutes primary strategies of both the Citizens' Planning Board and the Education Working Committee, and while these groups cut across the stated goals, high priority must also be given to increased educational achievement levels within the Model Cities area. Thus priority among funded projects will be given to those involving teacher training, the various types of educational aides, curriculum and career development programs, and pre-school education.



CHART I

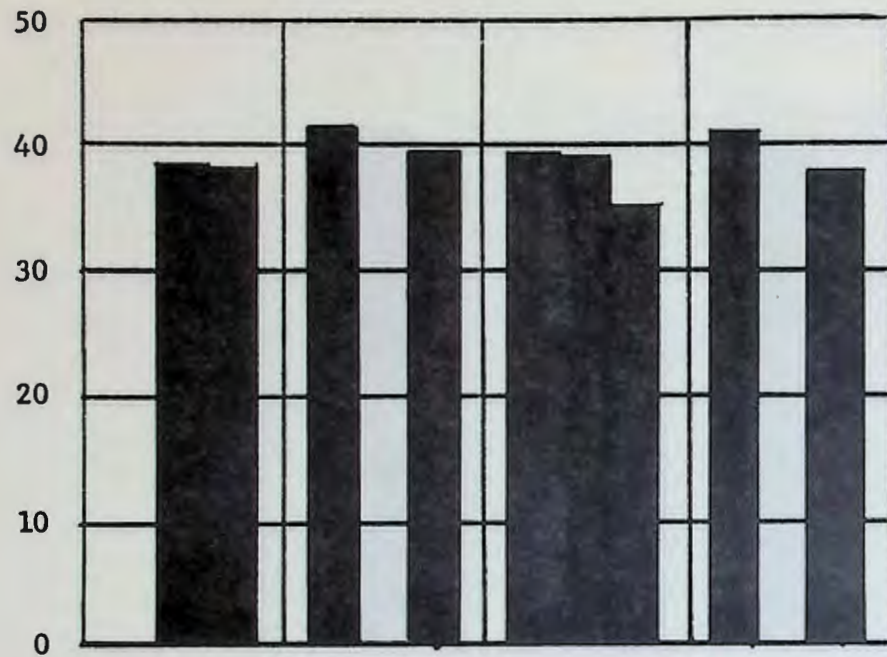
A COMPARISON OF THE NUMBER AND PERCENTAGE OF THE  
BLACK GRADUATES AND THE TOTAL GRADUATING  
CLASSES 1961 - 1965

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

CHART II

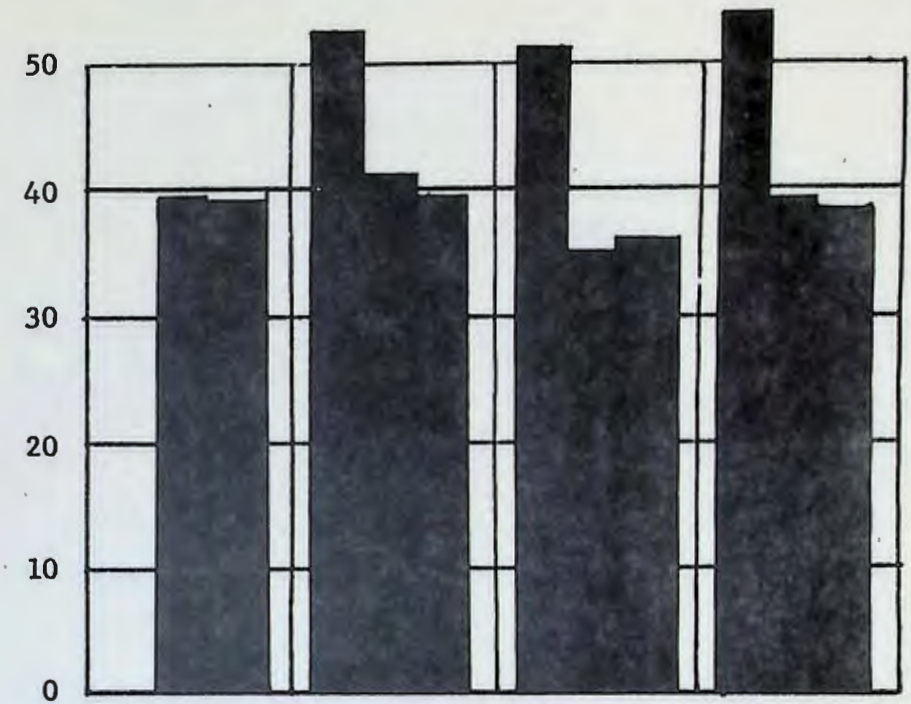
## BOISE

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



## ELIOT

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



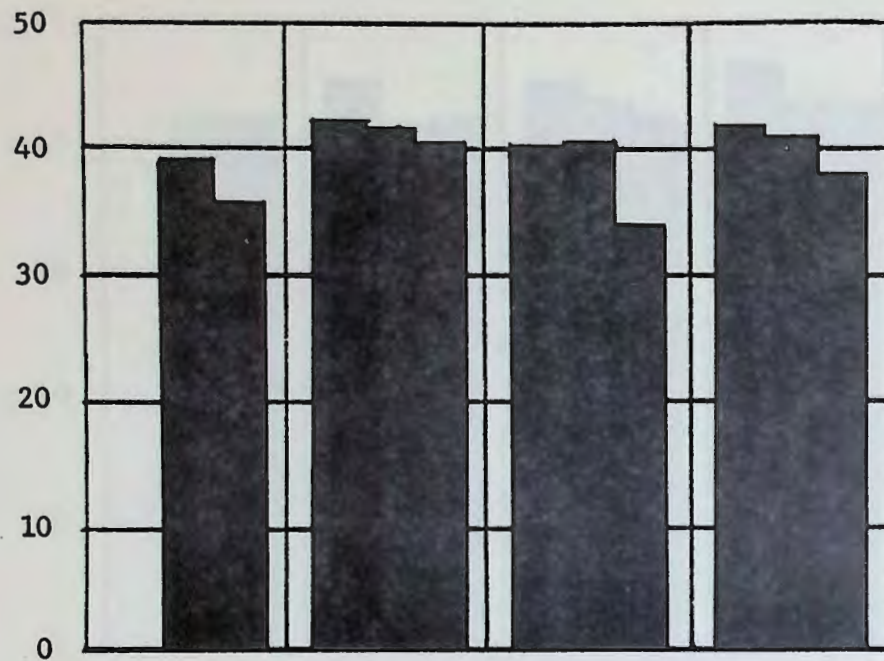
NOTE: A standard score of 50 represents the average for all children in Portland.



CHART III

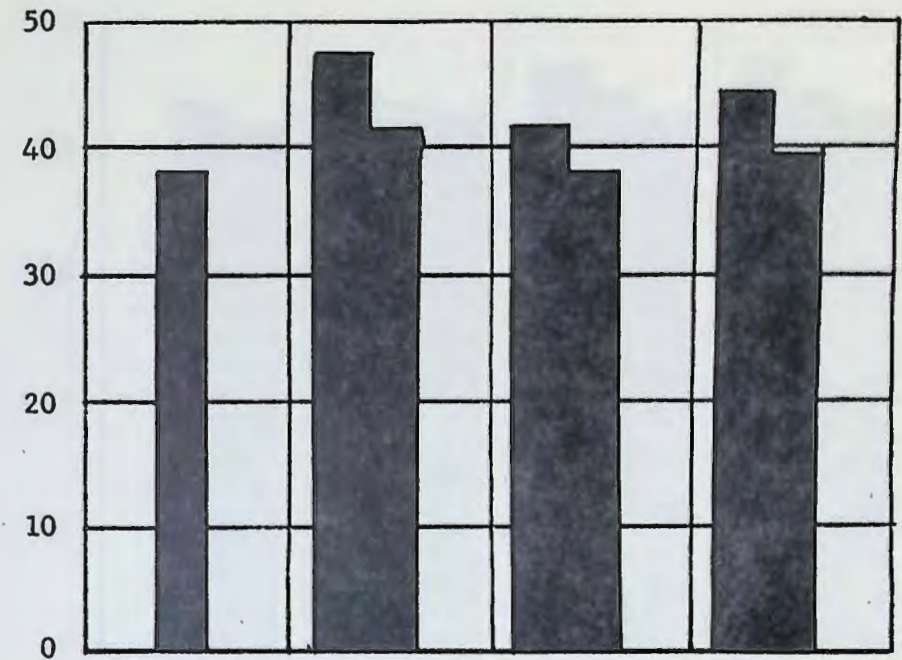
# KING

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



# HUMBOLDT

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

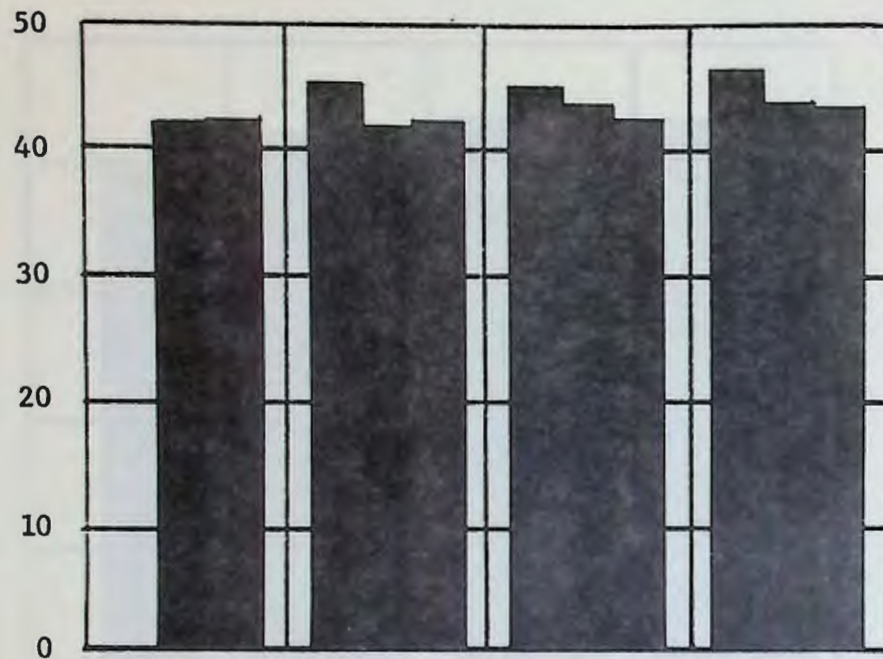


NOTE: A standard score of 50 represents the average for all children in Portland.

CHART IV

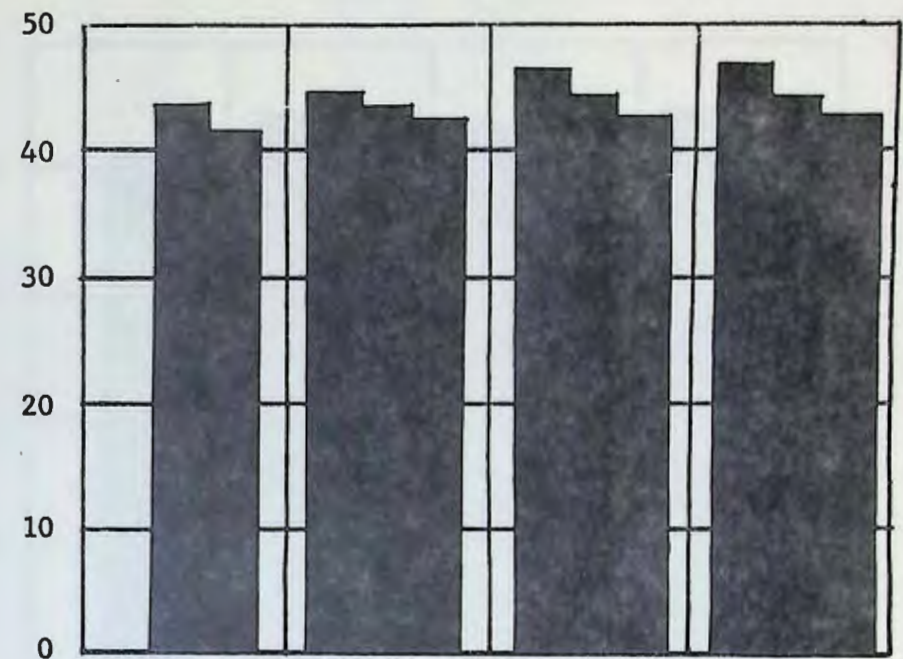
# IRVINGTON

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



# SABIN

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



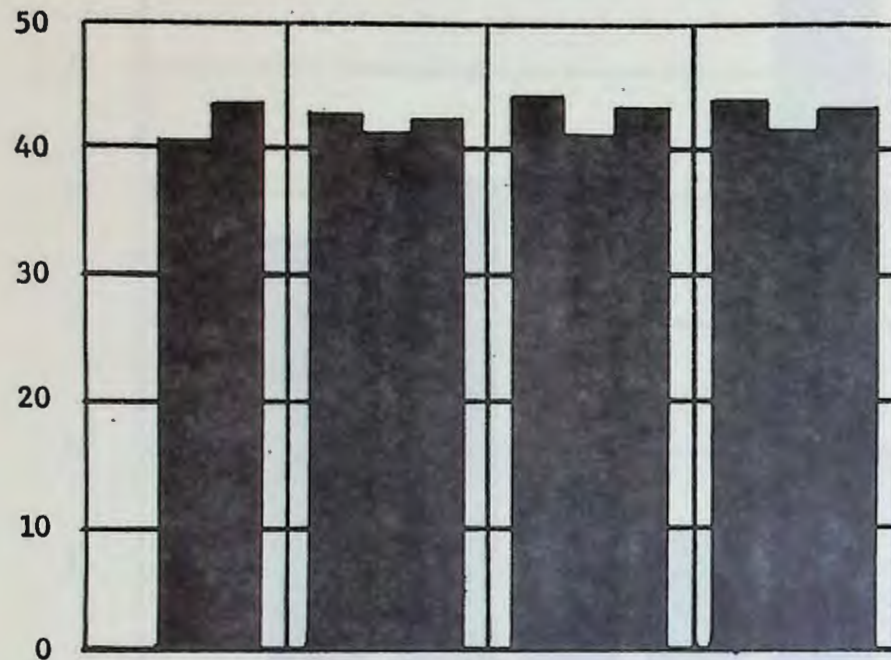
NOTE: A standard score of 50 represents the average for all children in Portland.



CHART V

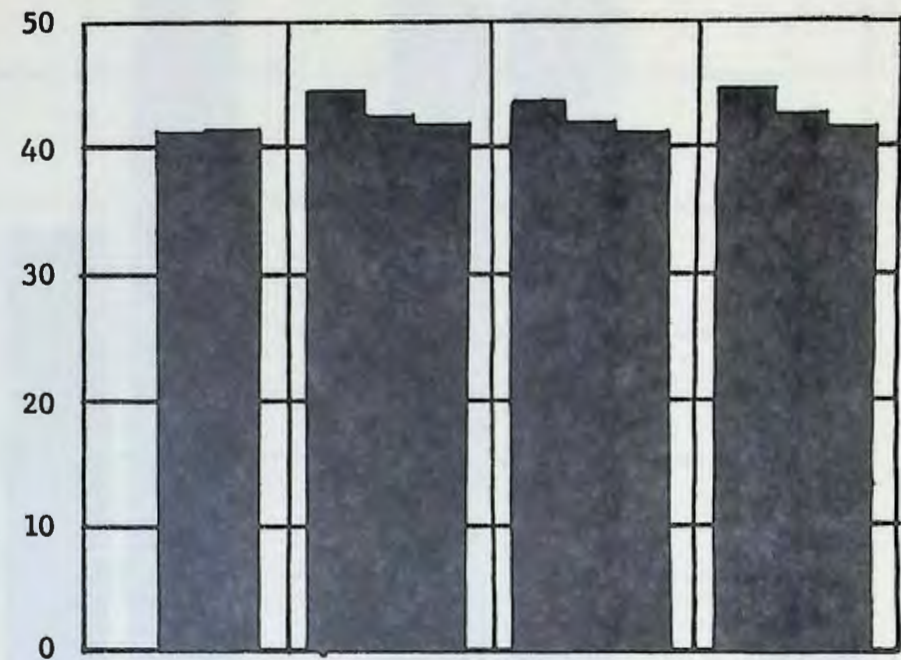
## WOODLAWN

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



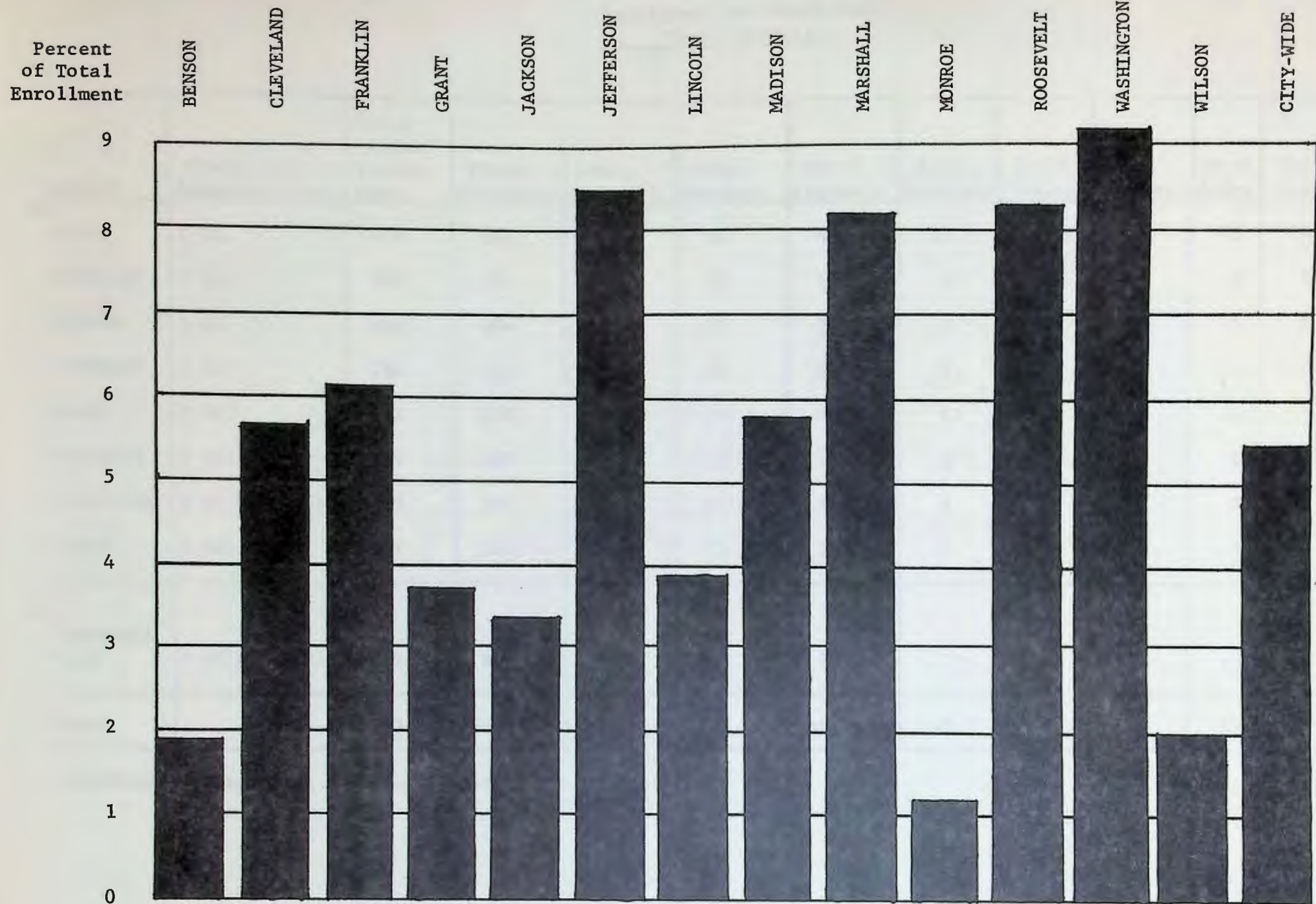
## AREA 11

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



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

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





## CHART VII

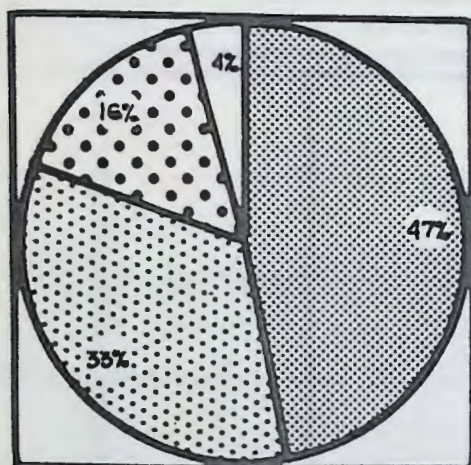
Enrollment and Staff Data  
Model Schools

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

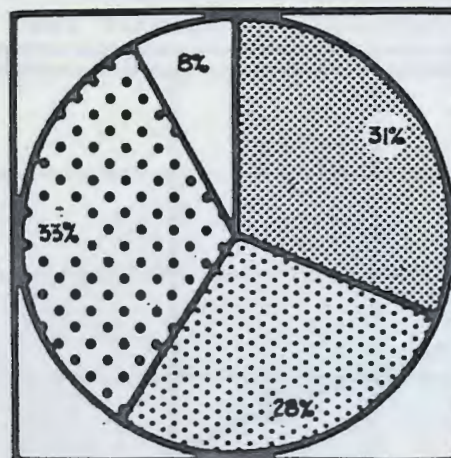
COUNSELORS: Total 9 -- 8 white, 1 black

# CHART VIII

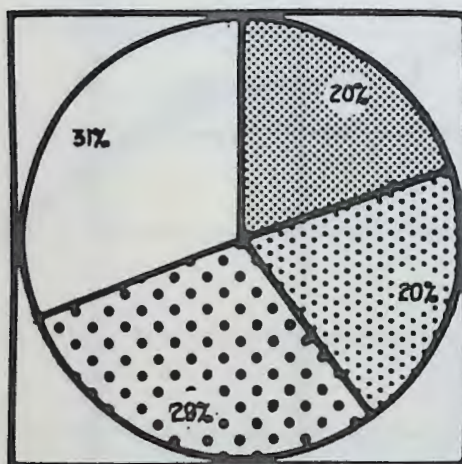
## REPORTED INCOME BY AREA



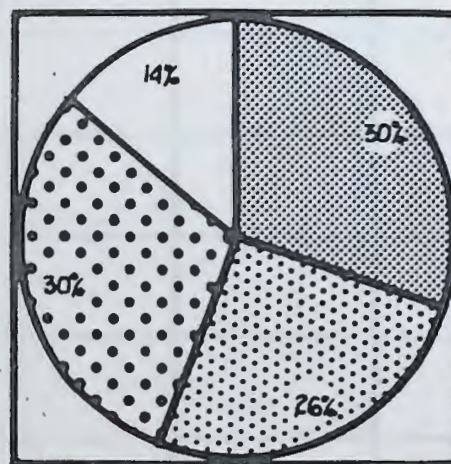
CORE



NORTH



EAST



MODEL CITIES

LESS THAN \$3,000



\$3,000 TO \$5,999



\$6,000 TO \$9,999



\$10,000 AND MORE

REPORTED INCOME BY AREA

Source: Albina Service Center

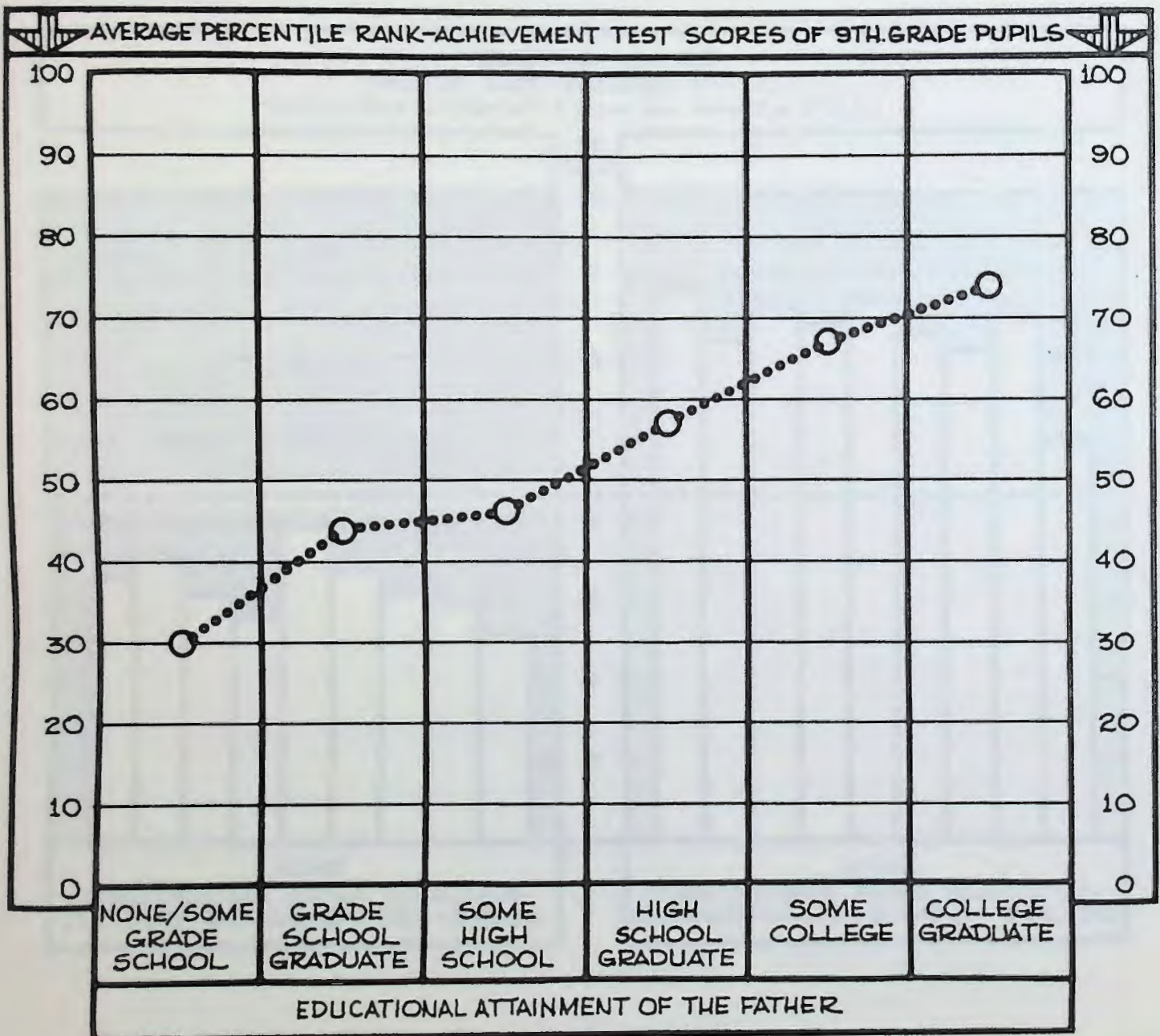
May, 1968

MODEL CITIES

PORTLAND, OREGON



CHART IX



■ CHILD FOLLOWS FATHER ■

■ Percentile Rank Arranged by Educational Attainment of the Father.

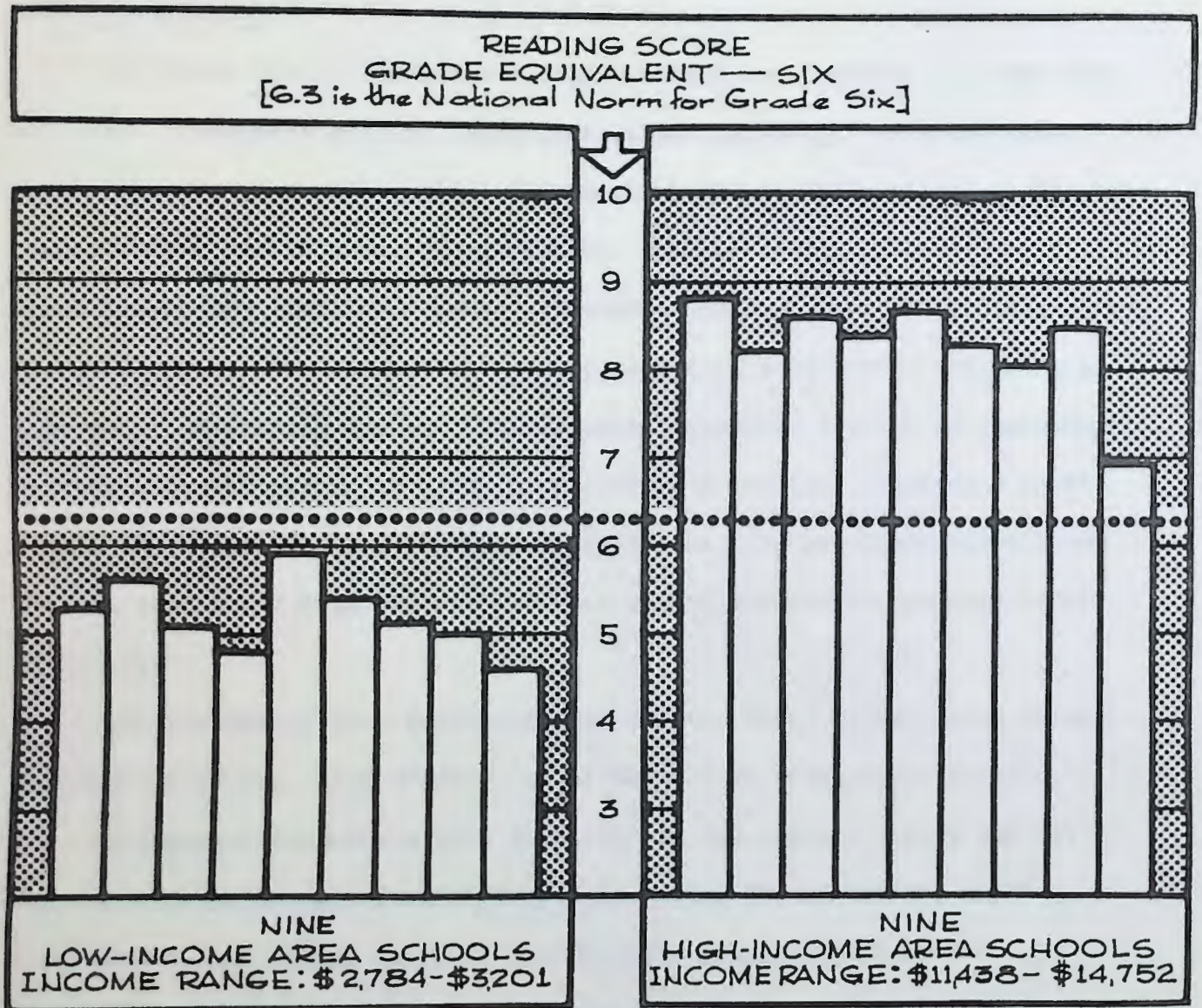
■ Source: Equal Educational Opportunity Survey Composite Test.

MODEL CITIES

PORTLAND, OREGON



CHART IX (2)



■ LOW INCOME — LOW READING SCORES ■

MODEL CITIES

PORTLAND, OREGON

■ Comparison of 6th. Grade Reading Scores of Nine Lowest Income Area Schools with Nine Highest Income Area Schools.

■ Washington D.C. ; 1965 - 1966



## 1.60 HEALTH

### 1.60 Introduction

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

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

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

## 1.61 Initial Conditions

### A. Unmet Health Needs

#### 1. Infant Mortality and Premature Births

Infant mortality and premature birth rates are higher in the Model Cities area than in Portland as a whole. Model Cities in 1966, with 10.3 percent of Portland's population, had 12.8 percent of Portland's infant deaths and 18.2 percent of Portland's premature births (see Table "1"). The infant death rate was 23.1/1000 in Model Cities as compared to 21.6/1000 in the City of Portland and the premature birth rate was 101.6/1000 in Model Cities as compared to 66.6/1000 in the City of Portland (see Table "1"). In December of 1964, the Maternal and Infant Care Project was born, with emphasis on the care of "high risk" women in low-income areas. This service was offered at Emanuel Hospital which is located within Model Cities. While its services covered the hub of the Model Cities area, its scope did not exactly coincide with that of the Model Cities area. Since its inception, the incidence of infant mortality and premature birth rate has lowered, especially in the black Albina area, the core of Model Cities. However, improved maternal and infant care continues to be a need in Model Cities, and especially among the concentrated minority group.

#### 2. Unwanted Births

Guidance and medical care in the field of Planned Parenthood are needed for Model Cities residents. There are over 7,000 women of child-bearing age in Model Cities. The live-birth rate is 17.1 per 1,000 population in the Model Neighborhood, as compared to 14.7 per 1,000 in the City of Portland. The illegitimacy to birth rate in the Model Cities region is 278.9 per 1,000 - 146 per 1,000 in the City of Portland. The venereal disease rate is higher (see Venereal Diseases). Although statistical evidence is not



available, it seems likely that there is a high illegal abortion rate, characteristic of ghetto communities. Planned parenthood facilities are inadequate for the Model Cities Residents. There is presently a Planned Parenthood Clinic located at the south boundary of Model Cities. It is available to the entire metropolitan area. With six clinics weekly, it is experiencing an overloaded clinic, scheduled with an approximate 10-day waiting period. There is a Family Planning Clinic at the University of Oregon Medical School Clinics, and two maintained by the Multnomah County Division of Public Health. These three clinics all present problems for the Model Cities resident because of excessive transportation distances to the clinics and because of parking difficulties at the clinics.

### 3. Immunization Levels

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

### 4. Venereal Disease

The incidence of venereal disease is higher in the Model Cities area than in Portland as a whole. In a six-week period in 1968, 42 percent of male gonorrhea was reported to the City Public Clinic, and 27 percent of those reporting to private physicians came from the "ghetto" (high Negro) area within the Model Cities (see Table "2"). (See Public Safety and Social Service Problem Analysis.)

### 5. Tuberculosis

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

The higher infant mortality and premature birth rates, the lower children's immunity levels, and the higher incidence of venereal disease and tuberculosis indicate not only conditional problems, but are indices which demonstrate a higher level of overall health problems in the Model City community.

### 6. Nutrition

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

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

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

### 7. Dental

Residents of the Model Cities Community, especially the black, are desperately in need of dental care. Present dental screening of children in Model Cities schools found that 28 percent needed dental care and 12



percent were in need of emergency dental care. Of several hundred pregnant women seen at the Maternal and Infant Care Clinic since December 1964, virtually all had dental problems and many were dental cripples. Information from the Head Start Program indicated the great difficulty in sustaining adequate dental health for residents of Model Cities. Costs of dental care far exceeded the cost of all other health service for Head Start children. Except for the dental care facilities at the Maternal and Infant Care project for expectant mothers, there are no dental services available in the Model Cities Community for low income residents. The Office of Economic Opportunity (OEO) has initiated the Buckman Dental Center which is located approximately 20 blocks from the core area, and Woodland Park Dental Center, approximately 100 blocks away. Both Centers are in white areas and have poor transportation access. Buckman Dental Center has a waiting list of 1,500 patients; Woodland Park Dental Center has a waiting list of approximately 150 patients. The University of Oregon Dental School will not take non-pay patients unless they are emergencies.

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

#### 8. Mental Health

The mental health status of Model Cities residents is difficult to estimate or document. It is generally recognized that mental health needs are twice as high among low socio-economic residents and even higher in ghetto areas. Among 5,200 elementary school children in schools in Model Cities

(55% of whom are black) school social workers report that 12 to 15 percent are prone to delinquency, have significant learning problems, are socially or emotionally abnormal, or have character disorders.

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

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

#### 9. Mental Retardation

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



## 10. Health Insurance

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

### B. Environmental Health Deficiencies

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

#### 1. Housing

a. Of 10,744 houses in the Model Neighborhood, 37 percent were classified as "good," 61 percent as "fair," and 2 percent as "poor."<sup>1</sup>

b. Buildings and houses are largely owned by absentee landlords. For the most part only minimal improvements have been made, in part because major improvements increase the property tax base. While most were originally designed for single-family occupancy, many have been converted to multiple-family use causing frequent overcrowding.

#### 2. Sanitation

a. 26.5 percent of the Model City premises had inadequate facilities

<sup>1</sup>From studies by the Portland Health Department (now the Multnomah County Division of Public Health), April 24, 1968.

for refuse (garbage) storage, and 793 provided conditions conducive to the propagation of insects and/or rodents.<sup>2</sup>

b. 10.8 percent of the premises were found to have rubble.<sup>3</sup>

c. There were a total of 1,103 burning barrels.<sup>4</sup>

d. The Multnomah County Division of Public Health reported that 20 to 25 percent of all phone calls complaining of rodents came from Model Cities area.

e. Garbage disposal service is paid for by each family. Welfare does not include garbage disposal expenses in its budgets. Consequently, many low-income families are without garbage disposal services.

### 3. Home Safety

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

## 1.62 Basic Causes

### A. Low Income - High Medical Costs

Primary among the causes of these conditions is the low socio-economic family status within the area. 34% of the families in the core district are below the \$3,000 per year income level. Approximately 2,000 families are on Welfare. Many others fall into the group which has adequate income for basic

<sup>2</sup>Ibid.

<sup>3</sup>Ibid.

<sup>4</sup>Ibid.



living needs, such as housing, food, and clothing, but lack sufficient income to cover expensive medical services. They fall into the group of medically indigent. Today's rising costs of medical care make it increasingly difficult for the near poverty residents.

B. Lack of Experience in Use of Services

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

C. Lack of Community Planning

Civic and public health leaders have failed to take adequate corrective measures by making medical facilities more accessible to the medically indigent. Lack of government support in this corrective measure was underscored in the City Club Report of June 1968 on Problems of Racial Justice in Portland.<sup>5</sup>

1.63 Deficiencies in Existing Services

A. Medical Costs

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

Another factor is that, though the Model City Resident might conceivably be able to pay for medical insurance, like in so many other facets of his life, his ability to meet requirements set by and for the white majority, is seriously impaired. Most insurers require initial sound health, a thorough character evaluation, and proof of ability to pay.

<sup>5</sup> June 14, 1968 issue Portland City Club Bulletin.

B. Inaccessibility of Health Services

The University of Oregon Medical School Hospital and Clinics offer services to the medically indigent. This medical center is located approximately five miles from the Model Cities area. Transportation involves crossing the Willamette River and traversing Portland's downtown business district. Public transportation is poor and parking facilities at the medical center are inadequate. A study done in 1966 at the Pediatric Out-Patient Clinic showed that 42 percent of the patients felt that transportation to the clinic was a difficult problem and 83 percent felt they waited too long after arrival. The average stay at the clinic was 128 minutes. The inaccessibility and inadequacy of this often only available medical facility for the medical indigent causes resentment and hostility among the residents of the area. This was frequently expressed during Model Cities planning meetings.

C. Hospital Services in or Near the Area

Emanuel Hospital, a 472-bed private general hospital is located within the Model Cities area. The Maternal and Infant Care Project is located at the hospital and its personnel are used in its operation. In 1967 there were 1,096 non-pay patients admitted and 1,054 non-pay patients seen as out-patients. In addition, there were approximately 17,000 patients cared for in the Emergency Room, many of which were from the Model Cities area.

Kaiser Permanente Hospital, a 252-bed private general hospital borders the area to the west. Kaiser Hospital services out-patients and in-patients on a contract basis. This out-patient clinic had 218,456 out-patient visits in 1967. Through OEO they provide complete medical care (except dental) for 1,500 low-income families - 800 of which live in the Model Cities area.



Kaiser also intends to open a "Mini Clinic" in the area in December of 1968 to give out health educational information and coordinate services.

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

D. Lack of Coordination of Health Services

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

E. Lack of Residents' Feelings and Participation in Deciding Health Needs

The writer realizes there are gaps between the thinking of professional planners and the resident citizen of the area in understanding health problems and needs. Prior to Model Cities planning, the residents of Model Cities had no voice in deciding which services they needed.

In an attempt to determine the feelings of the residents relative to their health problems, five health personnel who work closely with the low-income residents of the Model Cities area were interviewed. Those interviewed included two Public Health nurses, one Visiting Nurse Association (VNA) nurse, one neighborhood health coordinator, and an Administrator Assistant of Kaiser OEO program. The following summarizes their impressions of the residents' feelings:

1. There is a reluctance on the part of residents to use existing medical facilities. Making an appointment is often time-consuming and, unless it is a real emergency, it is often six to eight weeks before an appointment can be

made. Even emergencies are sometimes not accepted promptly. It is often difficult to make the necessary contact by phone, and the patient or nurse will spend up to 30 or 40 minutes arranging for an appointment for a patient. Transportation is difficult, and Welfare bus tokens sometimes don't reach patients in time for the appointment. Upon arriving at the University of Oregon Medical Clinic (or Kaiser) the patient's wait is usually long and experiences degrading. At the University of Oregon Medical School Clinic, the Medical Clinic is the worst, with long waiting periods and poor liaison with Public Health nurses. The Pediatric Clinic is the best, with prompt appointments, shorter waiting periods and good liaison.

Four pediatric patients transferred from Kaiser to University of Oregon Medical School Clinic because of the long waiting period at Kaiser. At Kaiser, patients carry clinic cards that identify them as being in the OEO program. Patients feel that this labels them with a poverty stigma; they suspect it gives them less consideration by hospital personnel, and they resent it. While there are families anxiously waiting to get on the Kaiser OEO medical program, still, the residents are not pleased with the Kaiser service and have "little to say good about it."

2. The medically indigent Model Cities residents of low income and mostly black, face many problems in obtaining medical care. Many private physicians refuse to take Welfare patients because they want to get 100 percent of their fee. Dental patients on Welfare, likewise frequently find that their dentists pull teeth that might have been saved, simply because it's less bother and less expensive. The medically indigent, not on Welfare, is often worse off than those on Welfare. He may have barely enough money for food, lodging and clothing but lacks enough for his costly medical care. Some



residents who would be better off on Welfare are ineligible because they may own their own home, but at the same time are unemployed and without money. These non-Welfare medically indigent have no place to go for medical care, and they are really hurting. Private physicians refuse them, except for emergency problems, and they are not eligible at public expense clinics. If they do see a physician, they quickly create bills which they are unable to pay. The physicians often discourage the patients' continuance, and they end up without medical care. These experiences, all too frequent for the ghetto patient, maximizes his feeling of bitterness and frustration. As one black resident stated: "All medical services should be free . . . then you wouldn't feel like a dog when you get it."

3. Personnel at medical clinics fail to educate patients in health problems. Many mothers at prenatal, postnatal, well baby clinics, or medical clinics, are told "what to do," but not "why to do it." Physicians do not take enough time to explain things. Residents often speak of well baby clinics as a place to get shots and that's all.

Public Health nurses and health workers find themselves trying to explain things to patients that should have been explained by their doctors.

4. The medically indigent of Model Cities feel that the attitudes of medical professionals toward him as a patient are impersonal, inconsiderate and degrading. A sensitive feeling toward the needs of the poor is lacking. It is this lack of sensitivity that accounts for much of the inadequate professional worker-patient relationship and results in resentment on the part of the indigent patient. Citizens of Model        area feel that professional workers who work with the poor should be carefully selected and/or have special training so they can work tactfully and effectively.

5. The Welfare drug list should be dispensed with. Frequently, drugs are prescribed which are not on the Welfare drug list. This is particularly true of the Medical School. To obtain these drugs, a form must be mailed to Salem, returned to the Welfare caseworker and, finally, to the patient or pharmacy. This is annoying and causes delay in obtaining the medication. It is also often difficult to obtain medical supplies through Welfare.

6. There is a real narcotic and alcoholic problem among teenagers and young adults in the Model Cities area. Parents need to know how to teach their children that you don't do these things. There is no follow-up for narcotic users who have been cured of these drugs.

7. Citizen participation and consideration must be an integral part of health planning if the ghetto residents are to receive the care they need in the manner it should be given from professional health workers and those institutions that are created to serve them.

8. A statement by one of the Public Health nurses who has worked in the Model Cities area for several years is typical of problems encountered:

Having worked as a Public Health nurse in the Model Cities area, I have become frustrated, disgusted and handicapped by the lack of medical services available to the residents. Although it would seem that there are a number of resources available to the people, such as the University of Oregon Medical School, Emanuel Hospital, Kaiser Hospital and private physicians when there has been an immediate need for help, the above mentioned resources have been of little use or useless. True, I have been able to get help for patients through these resources, but much valuable nursing time has been lost in convincing the service that there truly is an emergency to be met.

To illustrate and perhaps demonstrate the need for local medical services, I shall relate several experiences in which I was either involved or was related to me by a patient.

(1) A 36-year-old quadriplegic was discharged home from the UOMS with an indwelling Foley catheter which had not been changed



for three weeks. No orders re catheter change were sent to the Health Department when he was dismissed. The patient was known to have frequent bladder infections with subsequent drainage blockage. Several days after being home, the catheter became plugged and could not be irrigated clear. I attempted to call the doctor re catheter change and was routed through the records department, social service, the ward where he had been, but no doctor. I then called the Emergency Department, stating the problem, but was given no assurance that he would be seen immediately. By now the patient was complaining of head pain and being nauseated. I accompanied the man to the hospital and demanded that he be seen immediately. There were only two other patients in E.R. After a half hour, an intern came and removed the catheter which was badly plugged, inserted a new one, and drained his bladder of 800 cc of urine.

(2) While visiting another patient, I was asked to see a man who was lying in the back seat in a car outside. The man could neither stand nor walk but said he had been to the E.R. at UOMS twice that day but had been given one pain pill and told to return the next day for Clinic. He was known by the Medical School to have had previous bowel complications and was in severe pain at this time. After calling the County Physician and relating the story the man was sent back to the E.R. At this visit he had to wait two hours before being seen and eventually admitted for treatment.

(3) A woman complained of severe back pain and the inability to work; because of it, attempted to make an appointment at the UOMS for evaluation. It was necessary for her to apply for disability through Welfare. The Welfare Department would not give her the grant until she had received the physical exam. She could not get an appointment for six weeks because she had been seen in the medical clinic within the last two years. If she hadn't been seen, she could have gotten an earlier appointment. Even with considerable agency intervention, the appointment was only moved forward by two weeks.

(4) A 16-month-old boy was in need of a circumcision because of phismosis. Although the child had been in Doernbecher as a premature infant, he was refused the surgery at the UOMS. The family, being on Welfare, could not afford a private medical doctor. Emanuel Hospital could not do the surgery. The surgery was finally performed at Emanuel through the Residency Program, but only after a health department physician, who was also a staff man, referred the child for the surgery. He couldn't be accepted on the Residency Program otherwise.

(5) A former tuberculosis patient who is now suffering from emphysema became very dyspnic and quite congested one evening. His wife took him to the E.R. at UOMS where she asked that he be



given some O<sub>2</sub> to help him breathe. She was told that he didn't need any, and the man lay in the examining room for two hours before being discharged without having anyone examine him or treat him.

These are only a few examples. Many times I have attempted to have a patient seen and have had them refused service due to some minor technicality, i.e., Kaiser patients can go to Kaiser, Medical School patients can go to the Medical School, etc.

Transportation is a major problem to the people in this area. A mother with many children cannot take one child to the doctor because she can't afford baby care nor can she afford to take them with her. The time involved in seeing a doctor is also another factor. When the Kaiser program was offered, many people were delighted, as they felt they could now get out of the "herd" technique of medical care. They have found at Kaiser many of the disappointments known before and still the problem of not being seen immediately.

F. Lack of Physicians and Dentists in the Model Cities' Neighborhood for the Care of Medical Indigents

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

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

G. Lack of Health Education to the Poor

There is a lack of health education to the medically indigent residents of the Model Cities area. Many of them do not know when or how to seek medical care. Many of them are uninformed on modern preventive health measures. There needs to be more sex education in the schools. There needs to be more school education and parent education relative to the use of narcotics and alcohol.



## 1.64 Goals

### A. To Improve Health Levels of Model Cities Area Residents

The objectives are:

1. To increase the number and efficiency of medical and dental resources available to Model Cities residents, and to make them more accessible.

2. To reduce incidence of disease and illness, at least to the level of such rates in Portland as a whole. Specifically included are:

a. Infant mortality, and premature birth

b. Venereal disease

c. Tuberculosis

3. To increase the immunization level of Model Cities children, comparable to children living in the City of Portland.

4. To improve the nutrition of Model Cities residents to that of the City of Portland.

5. To reduce the incidence of tooth decay or dental problems among Model Cities residents to that of the City of Portland.

6. To reduce the incidence of unwanted, and illegitimate newborns in the Model Cities area to that of the City of Portland.

7. To reduce the incidence, and provide for better care of the mental health problems in Model Cities area.

8. To provide better care for the mental retardates in the Model Cities area.

### B. To Improve Environmental Conditions Which Contribute to Improved Health in the Community

The objectives are:

1. To decrease rodents in the area to no more than in the City of Portland.

1.64 (2)

2. To improve housing and buildings in the area.
3. To reduce home accidents in the area to no more than that in the City of Portland.

1.65 Program Approaches

A. Program Approaches to Improve Health

1. Citizens' Health Council and Health Coordinator

As indicated in the Tri-County Community Council Priorities report, greatly expanded facilities and more responsive services need to be located in the Model Neighborhood Area, or at least be more accessible to its residents. To expedite these plans, and coordinate them with existing facilities into a comprehensive health services program will require further study and planning. In order to accomplish this, it is felt that a Model Cities Citizens' Health Council should be formed with a full-time, well-qualified Health Coordinator.

The Citizens' Health Council will be composed of citizens of the Model Cities area. They will be selected by the Citizens' Planning Board. Efforts will be made to give geographical representation within the Model Cities area.

The function of this Council and Health Coordinator will be to establish policies for implementing its priority problem solutions, and to coordinate existing and new health program activities in the Model Neighborhood. Ongoing relationships would be developed with all providers of public health and mental health, voluntary service, and planning groups and agencies to bring about a measurably improved level of health and general well-being for Model Neighborhood residents.

The Coordinator will act as the chief technical assistant to the Council. He will coordinate other technical resources and conduct staff work



for the Council so that they may make decisions on appropriate goals for the neighborhood. He will serve as a focal point for establishing a roster and committee of technical consultants to advise the Council. He will carry out studies of health problems causing concern to the Council. As the technical assistant to the Council, he will stimulate and, where necessary, develop proposals for more effective structuring of services to the Model Neighborhood (e.g., improved third party -- fiscal -- resources, outreach programs, innovative delivery systems desired by the citizens, etc.).

## 2. Services to the Mentally Retarded

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

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

Day care and other services facilities would include the following:

- a. Family day care services for small children.
- b. Child Development Center (Group Day Care) for children 3 to 16 years of age.
- c. Daytime Activity Centers for adolescents and adults.
- d. Sheltered workshops.
- e. Small residential neighborhood facilities.
- f. Homemaker facilities.
- g. Babysitting service.

Detailed implementation of the specific methods for achieving the goals of the Mental Retardation program will be the responsibility of the Health Coordinator.

3. County Division of Public Health

The Health Coordinator will consult and participate in planning with the Multnomah County Division of Public Health as they develop increased public health and preventive services to residents of the Model Neighborhood area. Services would be strategically organized and focused to meet the need of the community as defined by the Council. Physical location of these more coordinated activities might include the planned Multi-Service Center and other existing facilities such as neighborhood hospitals.

The Oregon State Board of Health would provide consultation and support services to the Multnomah County Division of Public Health in respect to activities housed in the Multi-Service operation.

The Mental Health Division of the State Board of Control would provide similar consultation and support services for the programs of the Mental Health Section of the Multnomah County Division of Public Health as they plan for increased, accessible, comprehensive mental health services.

4. Extension of Medical Facilities, Physicians and Dentists into the Area

Emanuel Hospital has proposed a plan for increasing the medical facilities (see proposed master plan Chart I). They have already build a professional building for physicians and dentists. The professional building is expected to attract new physicians and dentists from outside of the neighborhood, increasing their number in the area. The Health Coordinator will explore for the Council how those facilities might be used for providing additional services



such as dental care, ambulatory medical care, and public health preventive services.

B. Program Approaches

1. Rodent Control Efforts

A "one-time clean-up" program was conducted on September 28, 1968. This was a massive cooperative effort between Model Cities planners and State, City, County, public and private resources.

A federal grant application has been submitted to the Health, Education and Welfare Public Service for expansion and intensification of present rodent control efforts in the Model Cities area. This includes hiring two sanitation aides for surveillance policing, and curtailment of improper garbage disposal, and one registered sanitarian to supervise. This provides for financing of weekly garbage disposal service to approximately 2,100 low-income families. It also includes a methodical sewer baiting program.

A request will be submitted to the State Legislature in 1969 Session requesting additional funds for Welfare families to cover garbage disposal expense. Plans are being made to have appropriate level and regional authorities make this request.

2. Improvement of Housing and Commercial Buildings

See the components dealing with housing and the physical environment for the Model Cities Program Approaches in the area.

3. Education of Citizens

Education will be offered to residents of Model Cities on good sanitation practices. The citizenry will be encouraged to report poor sanitary conditions to the Model Cities office, where a liaison officer of the City of

Portland will receive and sort complaints and direct them to the proper agency for appropriate action.

With the advent of the Multnomah County Division of Public Health services, a health education program will be implemented. Among their many functions would be education of residents in home safety.

#### 1.66 Strategies

##### A. Strategy Among Goals

To improve health levels of Model Neighborhood area residents, and;

To improve environmental conditions which contribute to improved health in the community; these goals are mutually supporting and of equal importance. There are far more program approaches to be developed within Goal 1.

##### B. Strategy Within Goals

The establishment of a Citizen's Health Council and acquisition of a Health Coordinator are first and most essential in priority. Coordinated effort of the Council and the Coordinator will be focused on development of comprehensive health and dental insurance program, dental health facilities, and comprehensive mental retardation programs in the first year.

To lay the groundwork for developing, budgeting, and coordinating these community-wide personal health programs, accurate data must be collected on health levels in the community, extent of health resources, both manpower and facilities, current and potential utilization rates, and fiscal resources which may be tapped to help implement the programs. To facilitate coordination between the health programs within the Model Neighborhood area, and other social and physical, and economic programs under Model Cities, the Land-Based Data Collection System



proposed under another section of this plan will be utilized to the fullest extent. Optimum efficiency in data collection and analysis within the health program and between programs should be achieved.

Working with the Council and the Coordinator to integrate all health services in the Model Neighborhood Area, the Multnomah County Division of Public Health has agreed to develop and implement several programs to be established within a readily-accessible neighborhood multi-service center. These programs will include:

1. Family Planning Program
2. Health Education
3. Venereal Disease Clinic
4. Immunization Clinic
5. Tuberculosis Control Clinic
6. Comprehensive Mental Health Services

Accompanying these new efforts to meet the neighborhood's health needs, the Multnomah County Division of Public Health will continue the vital statistics, public health nursing, environmental sanitation, and preventive medical services it is now performing for the community. It is expected that most of the programs to be developed by the Division of Public Health will be implemented within the first year.

Improved personal medical and dental services for the neighborhood are contingent upon several further months of work by the Citizens' Health Council and the Health Coordinator, together with other public and private local, State and Federal agencies which may be able to provide valuable resources in development of health services for residents of the Model Neighborhood Area.

# 1.66 (3)

The increased rodent-control efforts depend upon funding of a Federal grant application which has been submitted to the U.S. Public Health Service. The City Demonstration Agency has considered the Multnomah County's rodent control program to be of top priority, and anxious to see that the proposal is funded.

Included in this proposal are plans for hiring a sanitarian and two sanitarian aides to develop programs of refuse disposal, sewer baiting and other environmental health programs.

		1950-54	1955-59
Infant Death Rate (2)		12.1	12.1
Infant Death Rate (2) (1 year)		12.1	21.4
Infant Death Rate (2) (1 year)		12.1	21.4
U.S. Age Case Rate (2)		9.2	0.8
Live Birth Rate (2)		17.1	14.7
Stillbirth Rate (2)		101.4	89.4
Legitimate Birth Rate (2)		276.9	244.9

(1) Prepared from the 1950 U.S. Census and data supplied by the Oregon State Board of Health, Vital Statistics Section, 211 N. Johnson St., Portland, Oreg.

(2) Rate per 1000 population.

(3) Rate per 1000 live births.

(4) Infant mortality.



TABLE 1

MODEL CITIES HEALTH FACTS

Estimates for the Year 1966 (1)

With 10.3% of Portland's population in 1966 the Model Cities area had:

14.5% of Portland's families with less than \$4,000 annual income  
 12.0% of Portland's live births  
 22.7% of Portland's illegitimate births  
 18.2% of Portland's premature births  
 12.8% of Portland's infant deaths (1 y.o.)  
 13.2% of Portland's new cases of T.B.

		<u>Model Cities</u>	<u>Portland</u>
Resident Death Rate	(2)	12.2	12.5
Infant Death Rate	(3) (1 y.o.)	23.1	21.6
Newborn Death Rate	(4) (7 d.o.)	15.4	14.1
T.B. New Case Rate	(2)	0.5	0.4
Live Birth Rate	(2)	17.1	14.7
Premature Birth Rate	(3)	101.6	66.6
Illegitimate Birth Rate	(3)	278.9	146.9

(1) Prepared from the 1960 U.S. Census and data supplied by the Oregon State Board of Health, Vital Statistics Section. Kit G. Johnson, M.D.

(2) Rate per 1000 population.

(3) Rate per 1000 live births.

1.61 Initial Conditions

TABLE 2

A COMPARISON OF GEOGRAPHIC DISTRIBUTION  
OF MALE GONORRHEA CASES AS REPORTED  
BY TWO SOURCES

Portland		City Public Health Clinic		Private Physicians
Area	Population*	July 1-Aug. 15, '67	July 1-Aug. 15, '68	July 1-Aug. 15, '68
SE	42%	16%	14%	19%
SW	10%	19%	20%	17%
NE	26%	13%	13%	13%
NW	4%	6%	4%	4%
N	12%	9%	4%	17%
*Ghetto	6%	25% - 29%	42%	27%
Jail	-	1%	0	0
Out Of City	-	7%	3%	3%
Total #	423,228	101	96	80
Total %	100%	100%	100%	100%

\* 1960 Census

0 Area within Model Cities

1.61 Initial Conditions



## 1.80 HOUSING

### 1.80 Introduction

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

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

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

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

Shelter, like food and medical care, is a basic requirement for every citizen. Bad housing is unhealthy and segregation is degrading.

The black citizen needs assurance that he is free to live any place he can afford. Every citizen, black or white, should have access to a decent house.

### 1.81 Initial Conditions

With respect to housing, two initial conditions are identified:

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

#### A. Poor Condition and Maintenance

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

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

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

TABLE 1

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



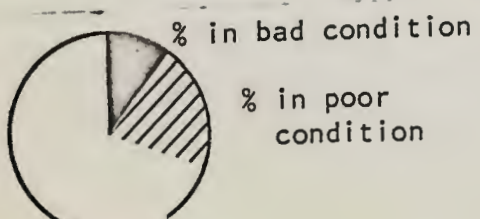
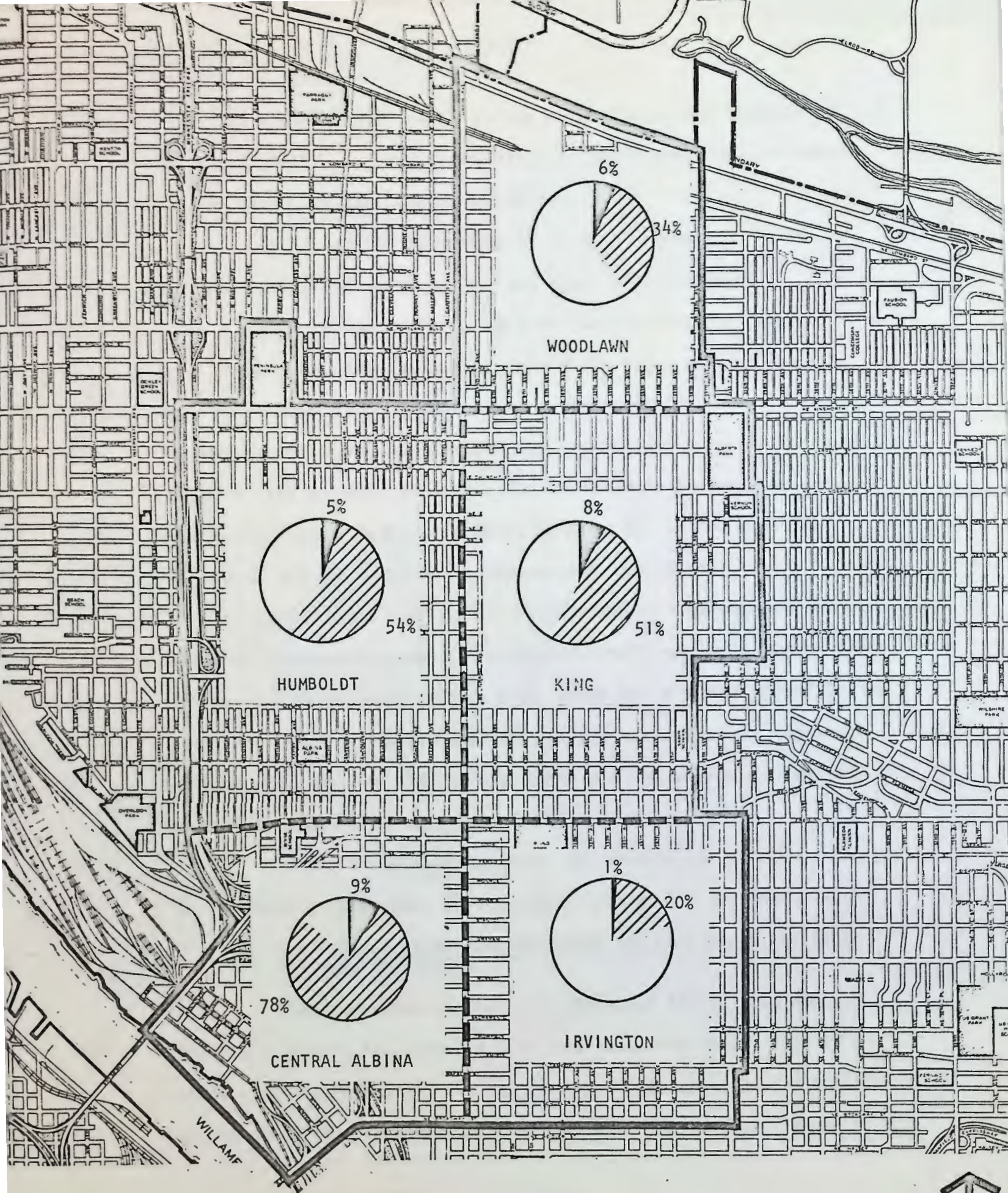


PLATE 1  
CONDITION OF HOUSING





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

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

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

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

Plate 2 indicates by block the average age of all structures in the Model Cities area. Plate 3 shows substandard housing units.

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

The proportion of people in the Model Cities area who own their own home is low compared with home ownership in the city as a whole. In the core area, the proportion of home ownership is significantly lower than in other parts of the Model Cities area. More





PLATE 2  
HOUSING AGE IN YEARS  
(Mean age of Block)

- 0 - 30 years
- 31 - 45 years
- 46 - 60 years
- 61 + years

Source: Portland Community  
Renewal Program Files





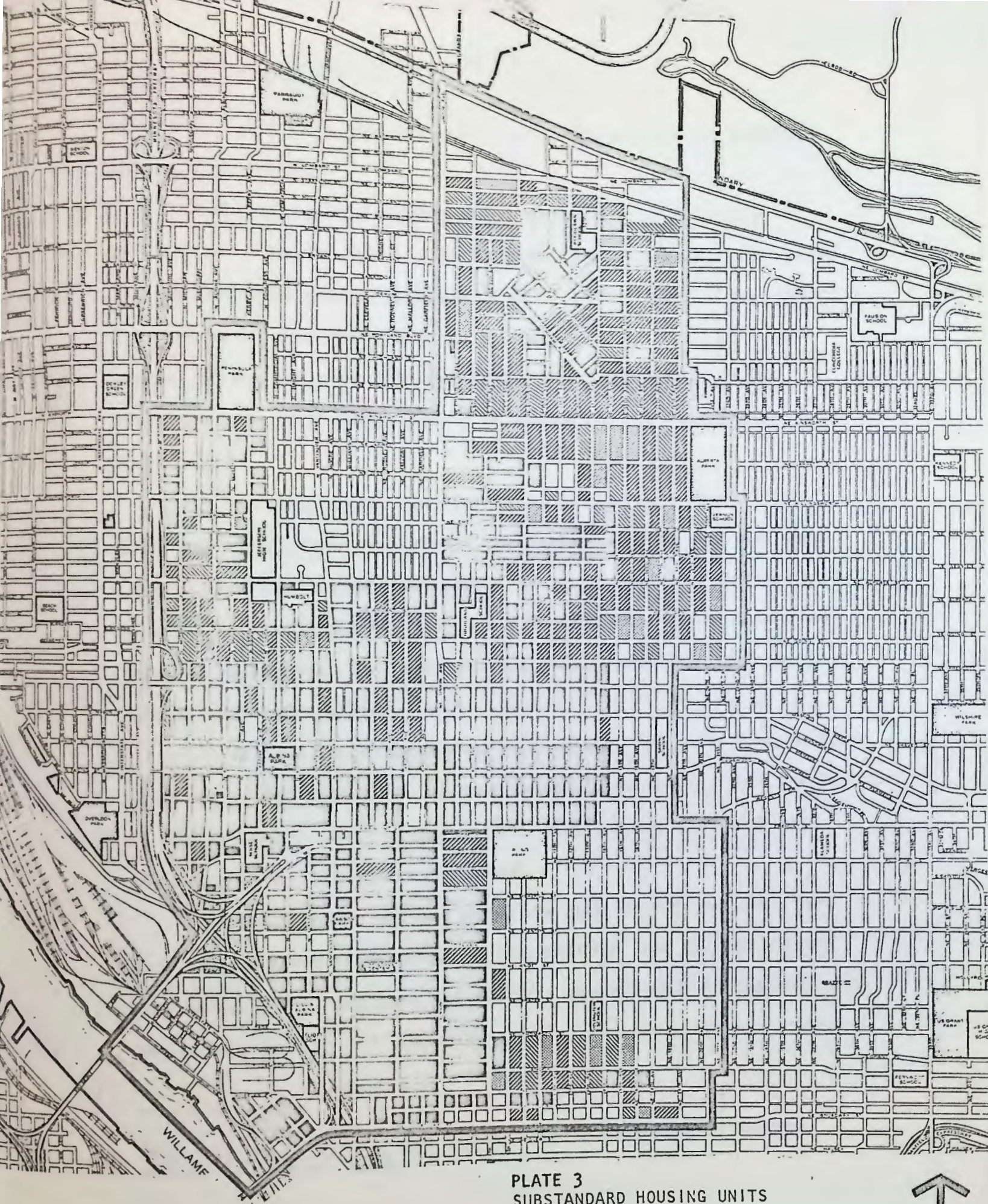
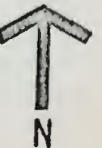


PLATE 3  
SUBSTANDARD HOUSING UNITS  
(Percentage of Block)

Source: Portland Community  
Renewal Program Files

- 1 to 9%
- 10 to 19%
- 20 to 49%
- 50+%
- Not surveyed





important is the fact that, for the buyer, these homes are bought on very poor terms.

According to the 1960 census 58 percent of all homes in the city are owner-occupied. In the Model Cities area a staff survey<sup>1</sup> in 1968 indicated that 53 percent of all families owned their home. A breakdown by area shows that in the Model Cities core, only 40 percent of the families reported owning their own home. In the Irvington area to the east nearly 60 percent of the families are homeowners.

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

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

Black people who are asked why they want to own their own home tend to think first of pride of ownership, and the feeling of "belonging." They are more apt to feel they are part of the community and to have concern for community affairs. Home ownership in Portland

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

is clearly a desirable social as well as an economic goal for many families.

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

The lack of financing at regular market rates appears to be a major cause of the low proportion of home ownership in the Model Cities area. The fact that many homes are bought despite a high interest rate and a high purchase price is an "initial condition" that needs to be corrected.

## 1.82 Basic Causes

### A. Low Income

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

The 1960 census reported that the median family income in Portland was \$6,333. Half of the families had more income, half less. In the Model Cities area the median family income in 1960 was \$5,700. A sample survey in 1968 suggests that the median income in the Model Cities area is now closer to \$5,000.<sup>1</sup>

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<sup>1</sup> Ibid.



In the core area 47 percent of all households report a 1967 income of less than \$3,000. A breakdown of income by area, based on a sample survey<sup>1</sup>, is indicated in Table 2.

Low family income is even more significant when the typical family size is large. Among black families there is a significantly larger number of children. (See Plates 4 and 5)

Table 2

Reported 1967 Income By Area<sup>2</sup>

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

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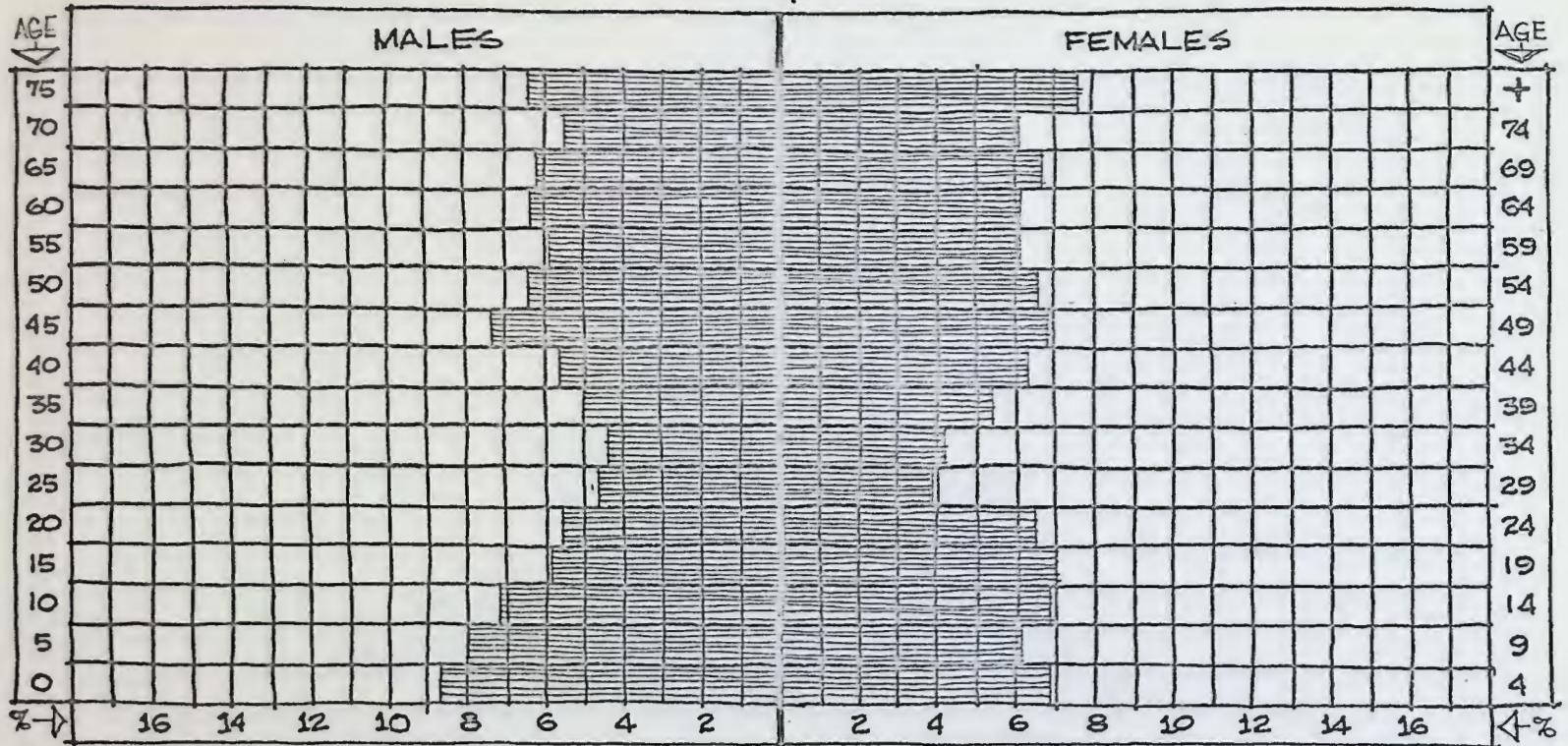
<sup>1</sup> Ibid.

<sup>2</sup> Ibid.

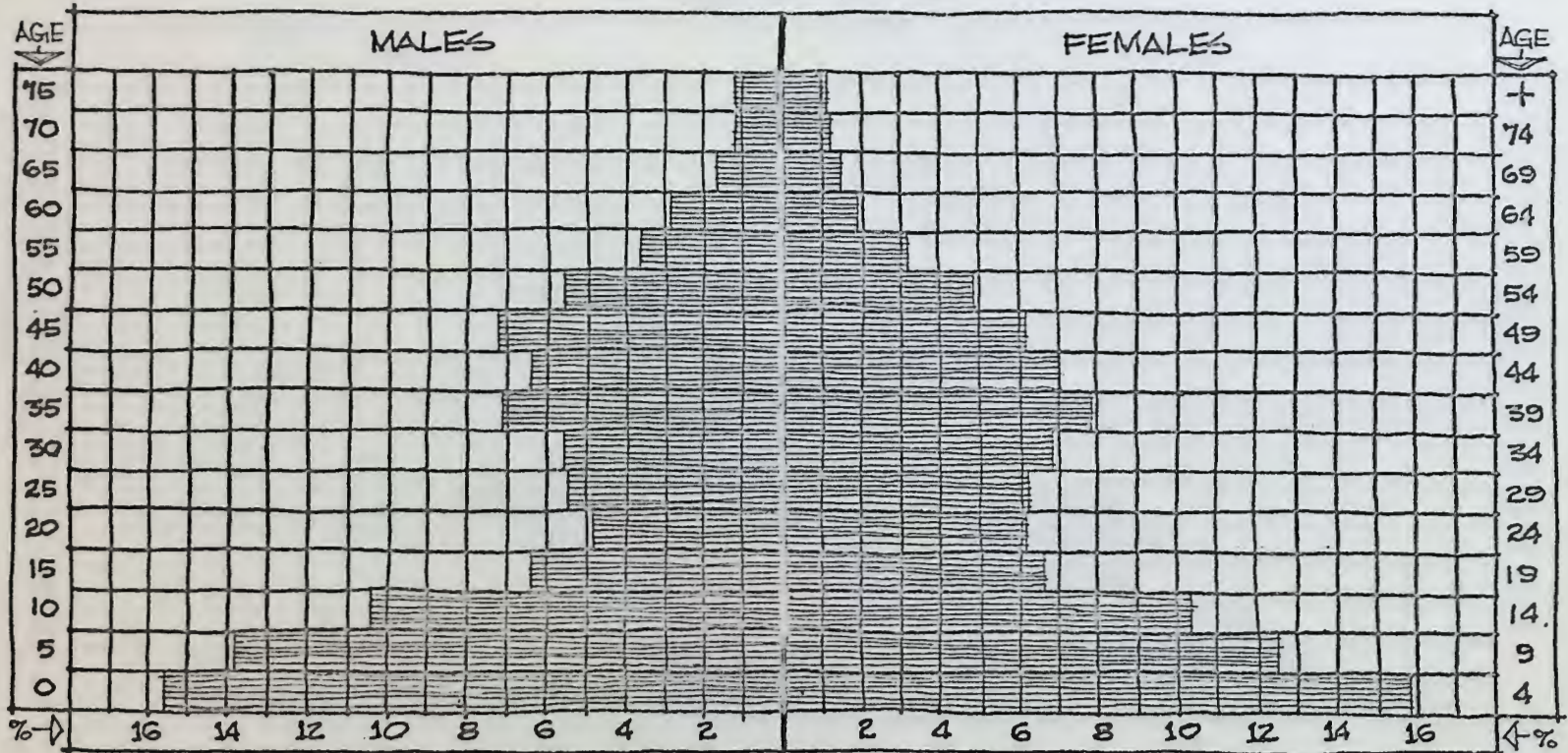


# MODEL CITIES AREA AGE DISTRIBUTION BY PER CENT

○ WHITE ○



○ NON-WHITE ○



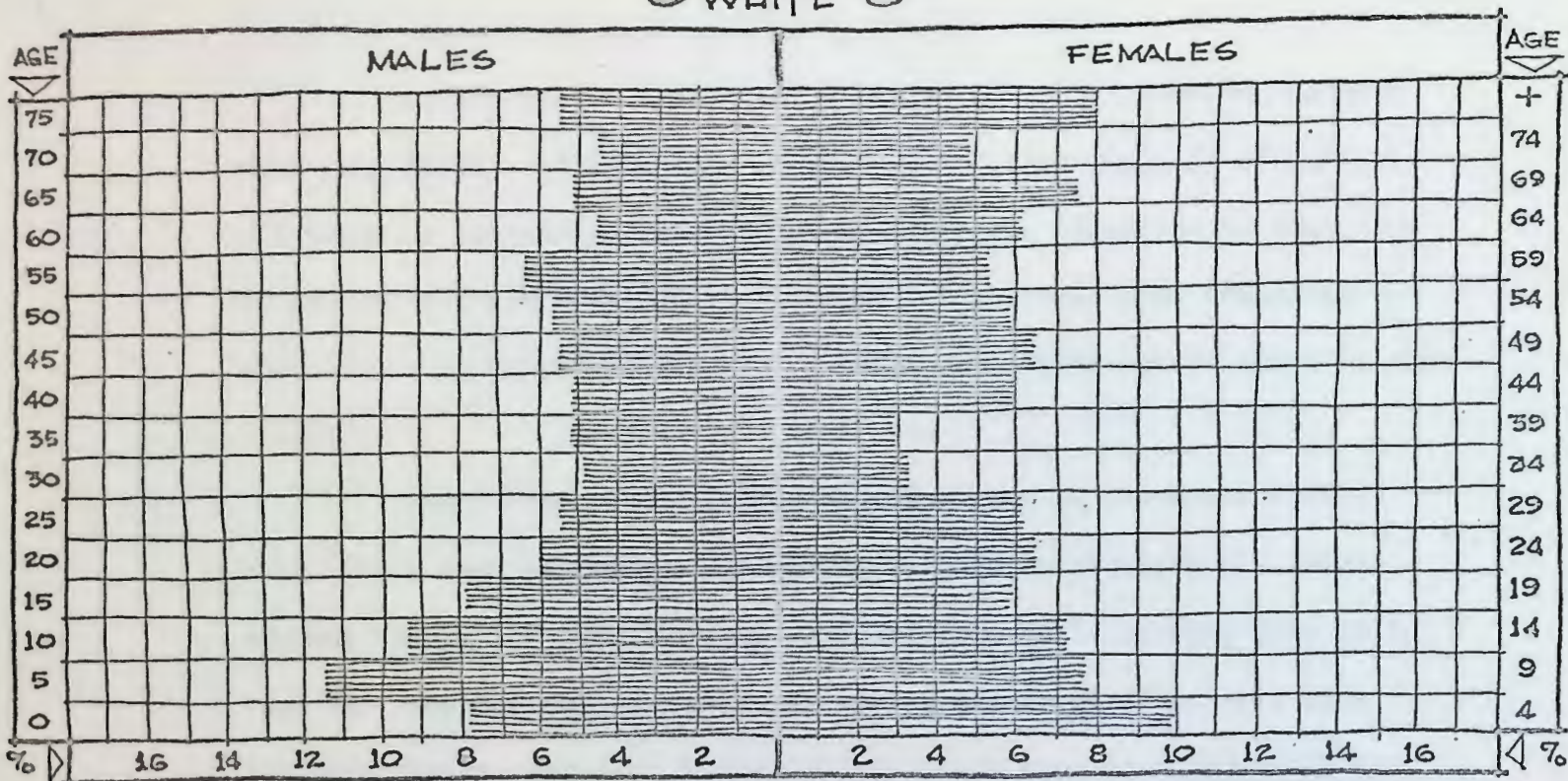
1960 CENSUS ○ TRACT NUMBERS: 22A, 22B, 23A, 23B, 24A, 33A, 33B, 34A, 34B, 36A



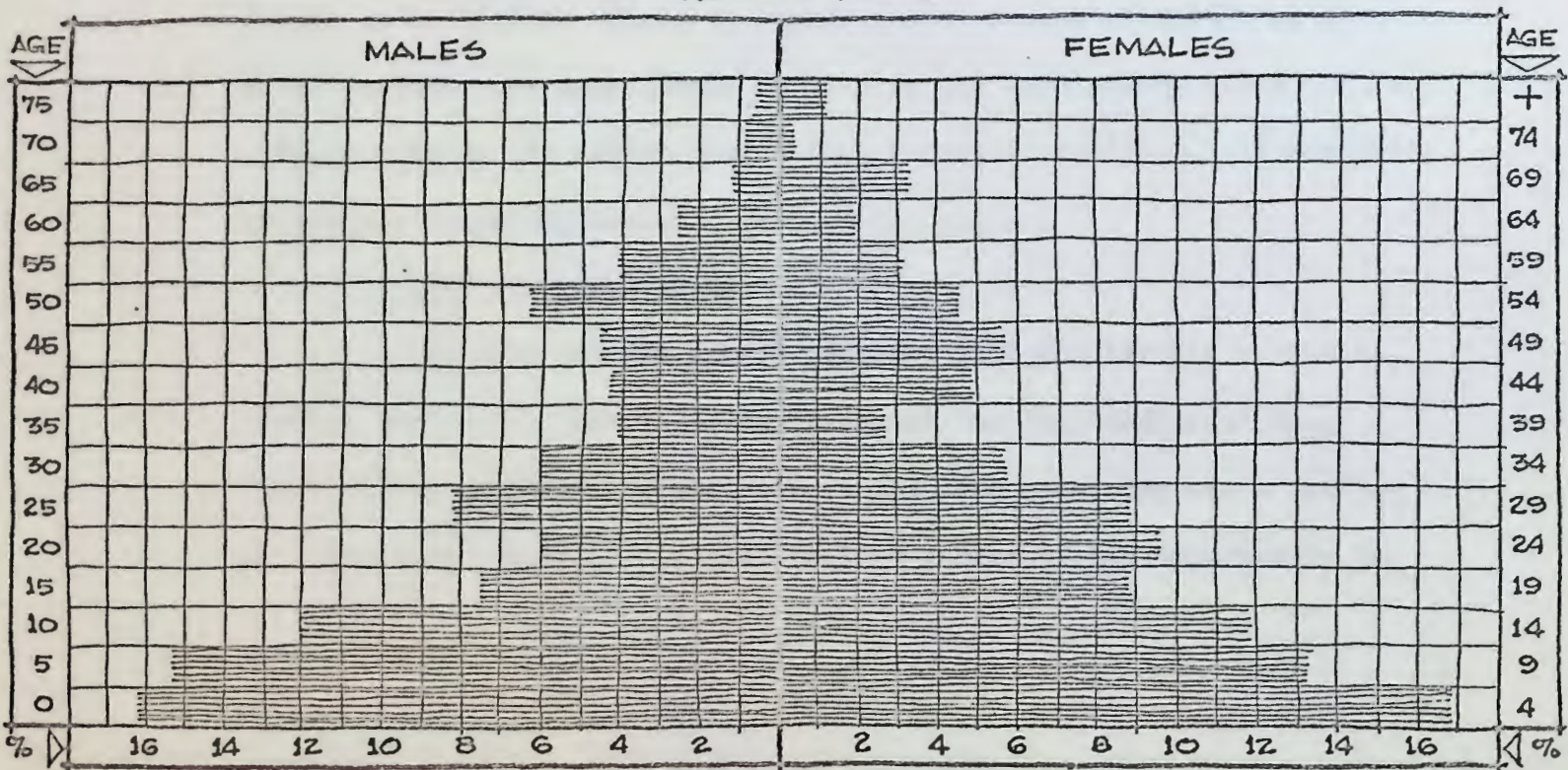
# MODEL CITIES AREA

## AGE DISTRIBUTION BY PER CENT

○ WHITE ○



○ NON-WHITE ○



RANDOM SAMPLE 1968 ○



B. Poor Education and Lack of Experience

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

Little formal education, a result of discrimination, hampers many poor blacks. In the core of the Model Cities area, 53 percent of all heads of households reported an eighth-grade education or less, and 68 percent did not complete high school.<sup>2</sup> Many have poor grounding in such skills as calculating interest rates and little notion about keeping records.

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

C. Lack of Organization

The poor and the poorly-educated tend to distrust authority, whether the police, the building inspector, or the landlord. Many Model Cities residents, especially in the core area, express a feeling of isolation. Individually they feel they have little opportunity to

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<sup>2</sup> Ibid.



bring to the attention of public officials conditions they would like to correct. They express the feeling that they have too little to say about the course of their own lives or changes in their own neighborhoods. It is almost impossible for renters to organize to protect their interests when most families live in single-family houses.

D. Restrictions on Freedom of Choice

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

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

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

Brokers handling rentals available to Negroes are scarce.

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

Negroes may be told that advertised housing is not available, or that the property 'has been taken off the market;' e.g., a prospective Negro buyer may be told that earnest money has been deposited by someone else and that he 'will be called' if that applicant's loan does not go through.

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

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

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

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

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

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

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

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<sup>1</sup>"Problems of Racial Justice in Portland", Portland City Club, June 14, 1968.



to a relatively small part of the city. Often white brokers attempt to discourage white clients from moving into integrated areas.

#### E. The Tax Structure

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

TABLE 3

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

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

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

are shown below:

TABLE 4

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

Source: Oregon State Tax Commission

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

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

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



F. Blighted Neighborhoods: Blighted Homes

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

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

1.83 Deficiencies in Existing Services

A. Private Lending Institutions

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

Black applicants report that they find it difficult or impossible to obtain conventional home loans, and within large parts

of the Model Cities area, it is apparent that lending institutions have been unwilling to make any loans at all. There are a number of reasons, real and imagined, that include:

1. A belief that an area will not remain residential in character;
2. A belief that home-owners in an area do not maintain their properties;
3. A fear that rioting and vandalism will reduce values or destroy property;
4. Concern that an area may be selected for an urban renewal project;
5. Inability to obtain insurance in certain areas and for certain properties; and
6. A belief that all citizens within an area are poor credit risks.

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

For these reasons many of the homes in the Model Cities area, and most of them in the black ghetto, are being purchased on conditional sales contracts. These amount to an extension of credit either by the seller or by a third party "money lender." Because the seller is often not happy at the prospect of carrying the financing



himself, and the black buyer has little choice, the property is sold for more than its fair market value. Interest rates on such contracts are commonly well in excess of the market interest rate for conventional financing.

Because of the cost of foreclosing the interest of a defaulting contract purchaser, some property owners hesitate to sell at all and prefer to lease with an option to buy. The option price is generally highly inflated, which discourages the tenant from exercising his right to purchase.

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

#### B. City Code Enforcement

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

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

Some renters are not aware of the city housing code and other ordinances designed to assure decent minimum standards. Those who do may be reluctant to complain about deficiencies for fear the

landlord will raise their rent (whether or not he ever makes the improvements.)

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

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

#### C. Programs of the Portland Development Commission

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

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

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



occupied dwellings, which narrows considerably the usefulness of this provision of the act.

The use of redevelopment techniques, as opposed to rehabilitation, has been limited in the Model Cities area (1) by the lack of any general plan that has been agreed to by the city and the local citizens; (2) by limited resources for relocation housing; (3) by practical difficulties associated with relocating small business; (4) a general shortage of funds for redevelopment projects both at the federal and local levels; and (5) fear on the part of black citizens that any Urban Renewal project involving more than rehabilitation is designed for "Black Removal."

#### D. Federal Agency Programs

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

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

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

E. The Housing Authority of Portland

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

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

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

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

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

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

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

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<sup>1</sup> Analysis of Publicly Assisted Low Income Family Housing Requirements  
City of Portland, Oregon 1966-1975, by Lund, McCutcheon, McBride, Inc.  
1966



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

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

F. Consulting Services

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

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

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

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

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

#### 1.84 Goals

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

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

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

- B. Goal 2. To assure that every citizen is decently housed according to his individual needs.

Shelter is a basic need. The community recognizes a minimum standard of decency and aspires to provide every citizen a decent



home whether or not he is able to reach the community standard with his own resources.

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

D. Goal 4. To increase home ownership in the Model Cities area.

#### 1.85 Program Approaches and Changes Unrelated to Program Approaches

##### A. Program Approaches

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

##### 1. Maintenance

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

##### 2. Rehabilitation

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

##### 3. New Construction

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

4. Neighborhood Development Program

Utilize urban renewal programs to achieve housing goals by establishing a Neighborhood Development Program for the entire Model Cities area. (See Section 1.120, the Planning and Physical Environment component.)

5. Public Housing

Assist the Housing Authority of Portland in expanding its leasing program for existing housing and provide vacant land for construction of needed new housing. Encourage modification of rental increase procedures based on increased renter income.

6. Home Ownership

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

7. Open Housing

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

8. Business and Employment

Increase ability to afford decent housing by guaranteeing citizen participation in employment and business opportunities created



by Model Cities housing programs. Provide a revolving loan fund and other financial and technical assistance to housing businesses in the Model Cities area. Develop training programs in construction skills for Model Cities residents.

9. Education and Counseling

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

10. Self Help

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

11. Family Loan Fund

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

12. Residential Improvement Corporation (RIC)

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

### 13. Citizen Participation

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

#### B. Changes Unrelated to Program Approaches

The Citizens Planning Board and the City will continue to encourage enactment of legislation directed at the following programs:

1. Property tax relief for elderly and low-income families.
2. Property tax relief in the case of maintenance and rehabilitation construction to inspire the upgrading of housing.
3. State financial aid to cities for assistance in correcting urban problems.
4. Revision of city codes to facilitate use of more efficient construction techniques.
5. More effective administration and enforcement of open housing legislation.
6. Taxing of residential property in commercial and industrial zones at residential zone rates.

### 1.86 Strategies

#### A. Strategy Among Goals

Goal 1. Developing an adequate supply of standard housing, and

Goal 2. Assuring that residents have the financial resources to acquire adequate housing are interdependent and must be pursued at the same time with financing being arranged before construction starts.



Goals 3 and 4 relating to open housing and home ownership are less dependent on other goals and may be pursued somewhat independently.

Priority between goals is difficult to establish. Each is essential to achieving the total physical, social and economic ends of the housing program. Fiscal requirements will vary between goals, with construction of housing naturally requiring far more dollars than the educational efforts required to achieve Goals 3 and 4.

Because of the need to establish financing for rehabilitation and new construction and the need to be well along in physical planning before major construction begins, major first year efforts will be directed at goals 2, 3, and 4. During the remaining four years, efforts toward all goals can be made simultaneously.

#### B. Strategy Among Program Approaches

Priority between maintenance, rehabilitation and new construction (Program Approaches 1, 2, and 3) will be established during the first year planning process when the physical conditions of structures, specific housing needs and housing desires of the residents will be determined. Special priority should be given to establishing the Residential Improvement Corporation, (Program Approach 12) and Self Help (Program Approach 10) Programs on a sound and effective basis. It is anticipated that the increase in family ability to acquire decent housing will come largely from increased incomes and job opportunities for residents. Establishing these two programs on a sound and effective basis in the first year will help assure that construction programs in subsequent years will result in maximum citizen participation in the increased employment and business opportunities that result.

The need for and opportunity of establishing counseling services (Program Approach 9) and a Loan Fund (Program Approach 11) to assist families not receiving necessary opportunities for decent housing from other programs will evolve from the first year of planning and operation. Specific techniques and staffing necessary to accomplish Open Housing (Program Approach 7) and Home Ownership (Program Approach 6) will evolve during the first year and will be related to the need for counseling and educational services.



## 1.100 LEGAL SERVICES

### 1.100 Introduction

The problem of legal service in the Model Cities area is extremely complex, when considered in context of the fact that legal services are not readily available to even the general public. There are not enough lawyers to go around, and the financial inadequacies of the black community only further serve to deprive those citizens of adequate legal representation. Similar to many other professions, the law has developed, to a large degree, into a specialized field. This specialization has affected the cost of services, thereby, making preventive legal services inaccessible and unuseable, except when it becomes absolutely necessary because of dire emergencies. Because of the small number of black attorneys, and the common inability of many blacks to relate to white attorneys, there exists a wide attorney-client communication gap. Couple these facts with the awkward, cumbersome, and time consuming criminal justice system and it becomes readily apparent that legal services for the community are far from satisfactory.

Despite these conditions, the black citizen still has the problem of gaining and retaining adequate housing, employment, and other economic and legal benefits. Because of the above conditions, the disadvantaged black citizen is often placed in the position of defending himself alone through the maze of the legal process. The economically disadvantaged members of the community suffer additionally by being the victims of incarceration without the provision of bail; by being evicted from housing at the whim of the absentee land-owner; by the imposition of liens, garnishments, and eventually bankruptcy; through complex and expensive divorce,

## 1.100 (2)

custody and adoption proceedings; and by being the victims of public utilities companies which demand large deposits from people who do not have references, and who are quick to terminate their services knowing that the customer does not have the wherewithal to adjust greivances through legal machinery.

The Portland Model Cities neighborhood has a greater proportion of socio-economic conditions which reuslts in low and marginal income levels. In addition, as indicated in two recent Portland City Club reports, the black residents of the Model Cities area are subjected to prejudice and discrimination from the white establishment. Since the same social machinery that produces everyone else in the society also produces those who control the criminal justice system, it is logical to assume that prejudices and discrimination exists there also.

In relating the problem of legal services to the needs of the Model Cities area, it should be pointed out that citizen participation and the professional interests in this subject area centered around a recurrent theme which focused on the inadequate operations of the civil-criminal justice system, as exemplified in the Municipal, Domestic Relations, and Juvenile Courts, and the inadequacies of legal representation in each.

Related to these concerns is the fact that there are special situations which clearly differentiate the outcome of cases represented by legal consel and of cases handled without legal consel. This emphasizes the more general and basic considerations implicit in the sonstitutional right to counsel. For example, no layman can be expected to know all procedures available to him under the law, nor all the possible defenses to which he is legally entitled.



### 1.101 Initial Conditions

#### A. Inadequate use and availability of legal counsel to Model Neighborhood residents accused of misdemeanors and felonies.

Prior to the decision in *Stevenson v., City of Portland* earlier this year, defendants were represented by attorneys in only 2% of the total cases in Municipal Court. In 95% of the cases guilty pleas were entered. The remaining 5% were contested cases. Less than 30% of the contested cases processed in the criminal division had defense lawyers. A somewhat higher percentage in safety court were handled by lawyers, most likely because statements made there might have affected subsequent civil liability, and also because owners and drivers of vehicles, as a class, are more likely to be able to afford representation.

The existing problem is that the burden of providing counsel has been shifted to lawyers or individuals serving without pay or expenses. This imposes an unreasonable burden upon individual attorneys, but more importantly leads to a lack of adequate legal representation to deal with the complexity of procedures in Municipal Court. The net result is often a plea of guilty to save time and get out of the police station as quickly as possible. This also provides another example of differential justice based on ability to pay.

During the period 1957 to 1966, 86% of all city cases appealed resulted in a dismissal or reduced sentence. A system under which the ignorant guilty are sentenced in one way, and the affluent guilty another, is inherently unfair.

#### B. Jailing in Lieu of Payment of Fines.

Jailing in lieu of payment of fines is another condition which is inherently discriminating toward low-income, impoverished groups. The

practice of substituting jail time for those who are unable to pay fines, is considered to be a form of economic discrimination that frequently is practiced on black citizens. The Portland Police Code provides that a person jailed for failure to pay a fine will receive \$5 credit for each day served, or \$10 per day if he performs work for the city. Although State Law provides a procedure for release after 30 days when a person is jailed for non-payment of a fine, the procedure must be initiated by the prisoner, and the procedure is extremely complex. This practice of jailing a person who fails to pay a fine is purely discretionary, since there is no law, State or City, which compels a judge to do so. This practice is defended on the grounds that people without funds can only be punished by incarceration. Needless to say, such a practice imposes an unnecessary and prejudiced burden on the poor. "If the offense is not serious enough to justify jailing at the time sentence is imposed, it should not become so merely because of the impoverished circumstances of the defendant. The city may be entitled to some form of summary collection, but imprisonment for debt and forced labor is outmoded, and should have disappeared with the adoption of the Thirteenth Amendment to the United States Constitution".<sup>1</sup>

C. The Bail System Works a Hardship on Indigents.

Bail is the deposit of something of value with the court upon the payment of which the accused is allowed his freedom until trial. Persons accused of a criminal act have a right to reasonable bail, as guaranteed by the United States Constitution. Inherent in this concept is that bail

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<sup>1</sup>"Courts Task Force Report," Oregon Council on Crime and Delinquency. August, 1968.



should not be more than that which will insure the appearance of the accused at the time of the trial. Unfortunately, in the case of indigents, any amount of bail would be unreasonable. This in effect serves to punish the poor merely because of their financial conditions. All too often, bail is used as a tool to punish the accused.

Of vital importance to the preparation of an accused person's defense. The bail system, in that respect, hampers the proper investigation, because without the assistance of the accused, witnesses are often difficult to locate. In addition, the bail system serves to hinder the accused from obtaining the services of a private attorney. If he is detained for failure to post an unreasonably high bail, he cannot contribute money or labor to his defense. If he is deprived of gainful employment, he frequently cannot employ the attorney of his choice. The procedure of having a court appointed attorney only results in delays. Usually the first contact the accused has with his attorney is in jail. This contributes to the development of a negative relationship between the client and the attorney, resulting in a lack of confidence. The use of excessive bail to punish an accused being innocent until proven guilty, and makes mockery out of the due process of law.

All of the above factors work to the disadvantage of both the defendant who is jailed because he cannot afford bail, and the attorney who is seeking to develop a case in his defense. Recent statistics indicate that detention before trial leads to unfavorable disposition of the defendant's case.<sup>2</sup>

D. Lack of Adequate Legal Counsel in Family and Juvenile Court Cases.

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<sup>2</sup>V.113, University of Pennsylvania Law Review, pp. 1148-1151.

Domestics Relations cases are time consuming, and involved. The care, custody, and support of children are the prime issue. A recent research report of the Oregon Bureau of Labor cites the plight of divorced women with children: "As she is striving alone to discharge her manifold responsibilities, competent advice and counsel should be available to her whenever needed." "The need for legal protection... was specifically stressed by the women included in our study."<sup>3</sup>

Juvenile Court cases are handled as civil matters. Therefore, the adversary process in criminal offenses is not permitted in court hearings. Oregon statutes provide for the appointment of consul in cases of indigency, and in major and contested cases attorneys are usually appointed. However, if legal consul could be available at the choice of the youth or legal guardian, a more equitable situation would be achieved.

E. Lack of Legal Services to "Marginal" Income Groups.

As indicated in the introduction, even the middle class individual with a "marginal income" can ill afford adequate legal representation in time of need.

In the core Albina area of Model Cities, 62% of the families report incomes under \$5,000 annually. In the greater Albina area the percentage is 47%. These figures are in contrast to the City of Portland, where 32% of the families report incomes under \$5,000.<sup>4</sup> Legal Aid provides services for the indigent, however, not for the marginal nor medium income family. O.E.O. criteria indicate an individual can net but a

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<sup>3</sup>"They carry the Burden Alone." The Socio-Economic Living Patterns of Oregon Women with Dependents. A Research Report. Oregon Bureau of Labor, 1968.

<sup>4</sup>General Social Economics Data. Greater Albina Community and City of Portland. Report of Tri-County Community Council, August, 1964



## 1.101 (5)

maximum of \$200 per month plus a \$40 additional income allowance for each dependent, to a maximum of \$360 per month total. This criteria is too rigid, and prohibits services being rendered to the majority in need. Therefore, it is obvious that many Model Neighborhood residents are not eligible for legal services through the Legal Aid Office in civil cases. They are also unable to bear the cost of counsel in criminal matters. As further evidence of need, a recent City Club Report on Problems of Racial Justice recommends the expansion of legal services.

### F. Lack of Understanding of Need for and Use of Legal Services.

As indicated above, no layman is fully capable of understanding the complexity of procedures or defenses available to him under the law. How, then, is the black resident of the Core area of Model Cities (50% of whom reportedly have an 8th grade education or less, and 69%, 1-3 years of high school or less) to have knowledge even, perhaps, of where to begin to seek help? Staff at Legal Aid indicate that the Model Cities poor, and especially the black poor, are uncertain as to what their basic rights are, and far less certain as to how to obtain them through the legal process.

## 1.102 Causes

### A. Legal Profession's Apparent Insensitivity and Inflexibility

Lawyers, individually and as a group, are generally insensitive to the plight of the black indigent. They have not taken time to study the problems in depth, nor recommend actions to implement solutions. Self education, related to the particular needs of the poor for legal services, is needed greatly.

Lawyers are used to the full cooperation of clients, and the accommodation of time, in giving assistance. They seem unwilling or unable to adjust themselves to the life style of the poor and especially the black poor.

B. Lack of Attorney Services.

There are few black attorneys in the community and few who practice law in the Model Neighborhood. Of a known five, two are in Organizational Administrative or governmental positions, one is a member of the Legal Aid staff, and two others have offices located in the downtown business area. One of these has recently been serving a "pro-term" municipal judge. A few other attorneys are sprinkled in the area, but services are not readily available.

C. Distrust of Attorneys as Representative of the White Criminal Justice System.

Black people perceive the courts as an instrument of oppression. Attorneys are appointed by the court, and referred to as "officers of the court." To the black, they seem "cozy" in their relationship with the prosecuting attorney, and he often feels that "deals" are made in the interest of time.

D. Lack of Income and Prohibitive Costs of Legal Services.

1. Residents of Model Cities neighborhoods are poor.

In the core area of the Model Cities neighborhood the reported family income indicates 47% have incomes of \$3,000 income. While a majority of these families are eligible for legal services in civil matters, they have no resources to protect themselves in criminal cases.



## 1.103 (2)

have practice refusing a case unless a substantial part of the anticipated fee is secured in advance. In general, attorneys who specialize in criminal law charge whatever the traffic will bear. For example: for a small misdemeanor where a guilty plea is entered, the cost would be \$50.00 to \$100. In the case of a felony, the cost might vary from \$50 for a guilty plea, to \$5,000 for a trial case.

### B. Court Structure.

Only in the past ten years has legislative effort been made to equalize legal remedies.

In the City of Portland the majority of all felony arrests are brought for arraignment to the Municipal Court of the City. The District Court usually receives none of these cases. Thus, although both courts, in theory, are available for these types of cases, only one court hears them. The docket of the Municipal Court is far more congested than the District Court.

Since all misdemeanor cases are arraigned and tried in the Municipal Court, the case handling is similar to a human automat. As indicated in the Problem Analysis of Public Safety, the incidence of prostitution, simple assault, etc. given an indication of the number of these cases that involve the residents of the Model Cities neighborhood. As indicated previously, many of these cases involve lengthy detention prior to trial due to the accused indigents inability to make bail.

### 1.104 Goal

The goal is to provide legal services to residents of the Model Cities area to the same extent as such services are available to residents in the rest of the city.

## 1.105 Program Approaches

### A. Increasing Legal Services

#### 1. Comprehensive Criminal Representation:

To provide comprehensive legal defense in all courts to residents of the Model Cities area who are indigent. As such, representation will commence immediately after arrest and continue through the termination of the court proceeding. This service will assist in keeping the accused on his job, thereby allowing him to support his family and contribute to his community rather than remaining in jail.

#### 2. Civil Legal Assistance:

To provide legal assistance to indigent residents of the Model Cities area in matters of a civil nature.

#### 3. General Community Service:

To provide assistance to other Model Cities Programs and coordinate activities with them; and to provide a quasi-ombudsman for investigating and dealing with community grievances, and present programs to governmental bodies on behalf of the Model Neighborhood.

### B. Providing Legal Information and Education

#### 1. Citizen's Handbook:

The "Model Cities Citizen Guide to Public Safety" book, proposed by the Public Safety section, will be used as an educational tool in support of legal services. It will be used to apprise citizens of their legal rights.

#### 2. Educational Program:

To provide the residents of the Model Cities area with an extensive educational program which will be concerned with preventive law.

### C. Research and Planning

The Community Legal Office will work with the legal planner to provide



#### 1.105 (2)

for continuous research and planning to improve the extent and caliber of legal services available to the Model Cities area. As such, the project will research and make recommendations for improvements in the following areas:

1. Necessary legislative changes
2. Improvements in the quality of attorney representation
3. Basic legal problems
4. Juvenile Court law and proceedings
5. Domestic Court Relations
6. Ameliorating the harshness of criminal law
7. Pre-trial release
8. Bail system
9. Citation in lieu of arrest

#### 1.106 Strategy

The Portland Model Cities Program places greatest emphasis on assuring to the residents of the Model Neighborhood legal services to the same degree as such services are available to other residents in the city. Consequently, top priority is given to the program approach of increasing legal services (for residents of the Model Cities area), especially those geared to meet emergency situations.

Since the lack of adequate legal representation in criminal matters is the most pressing problem, this is given first priority. Because of the absence of legal representation for Model Cities residents in civil matters, e.g., litigation with homeowners, utility companies, etc., the second priority is assigned to representation in civil matters. The third priority is assigned to those projects associated with general community legal services.

Those projects associated with the research and planning approach are

next in order of importance. Those aimed at providing legal education are assigned last place although they are vitally important when considered in context of the long range welfare of the community.



## 1.120 PHYSICAL PLANNING AND ENVIRONMENT

### 1.120 introduction

The city has prepared a number of planning studies dealing with the city as a whole and with sections of the Model Cities area. A comprehensive development plan was prepared in 1966, based on various earlier studies dealing with land use, transportation, and public facilities. A special study of the Central Albina area was made in 1962, and the city's Community Renewal Program, which includes a detailed analysis of the area, was completed in 1967.

Up to now there has been little or no opportunity for citizen participation in these studies or in determining the policies and the practices that have shaped this section of the city. The city's comprehensive plan does not provide for various proposals which are dependent on programs that are only now becoming available. Precise planning for certain public facilities (such as neighborhood schools) cannot be undertaken until basic goals have been agreed to. Responsibilities are divided among the city, the school district, and the federal government.

The Model Cities area contains some of the worst physical conditions in the city--and other areas that are only in the initial stages of urban blight. In the core area, which has the highest concentration of black families in the city, the physical deterioration is the greatest. Most all of the housing is substandard in one or more serious aspects; the commercial buildings are obsolete and run down (many of the uses are marginal and the vacancy rate is high), and the grid street system contributes to serious traffic congestion.

Changes in land use, mostly from residential to commercial and industrial, have caused a great deal of uncertainty about the future. A major freeway, Interstate 5, was recently constructed through the area and additional major routes are planned in connection with the approaches to the new Fremont Bridge. These will further bisect residential areas that now have some degree of cohesion.

The area is visually unattractive. There are few redeeming features such as unusual topography or buildings with architectural merit.

The low income of area residents, the large number of obsolete structures on crowded sites, and the generally depressed character of much of the area has not encouraged private initiative to undertake significant improvements. Within the context of city-wide planning, there is a need to develop basic neighborhood plans that reflect the needs and desires of the people who live in the area.

#### 1.121 Initial Conditions

This section describes five "initial conditions" that are generally descriptive of physical conditions in the Model Cities area.

##### A. Deteriorated Structures

In addition to the substandard housing, commercial structures in the Model Cities area include some of the most dilapidated in the city. These include the obsolete and run-down buildings at Williams Avenue and Russell Street and the shoddy business structures that line the busy streets through the Model Cities area.



Vacancy rates are high. Along one business street, Williams Avenue, from Broadway to Ainsworth, 35 percent of all the business structures are classified as "dilapidated and vacant." (Along this same stretch of street, 42 percent are classified as "deteriorated and occupied," and 23 percent as "occupied and in good repair.")<sup>1</sup>

The business center at Union Avenue and Killingsworth is the only major exception to the generally run down condition of commercial structures. Most of the buildings in this area have been put up since 1950.

Table 1 indicates the condition of commercial structures in the Model Cities area. Plate 1 shows the location of these areas.

#### B. Incompatible Land Uses

In parts of the Model Cities area, particularly in the core area and north of the core, there has been a significant amount of rezoning for commercial and industrial uses in areas where the predominant use is still residential. Mixed land uses can have a blighting effect when there are conflicts because of noise, smoke, traffic congestion, or other hazard.

The mixed use patterns in some parts of the Model Cities area creates uncertainty as to what the predominant use will be in the future.

Plate 2 shows the location of non-residential land uses in Central Albina in 1962.

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<sup>1</sup>Staff Study, 1968.

TABLE 1

## CONDITION OF COMMERCIAL STRUCTURES IN MODEL CITIES AREA

Commercial Centers (59% below city average)

Center	District Location	% Poor & Bad	Approx. Area (acres)	Condition* Rating	Comments
Williams Avenue	Minnesota	95.4	11.0	4.0	Worst in city.
Killingsworth-Albina	Minnesota	38.5	13.0	3.2	Below city average.
Average = 2.5					
15th Avenue & Fremont Street	Northeast	40.0	5.0	2.2	Above average.
Walnut Park	Minnesota	0.0	15.5	1.8	Above average.

Commercial Strips (95% below city average)

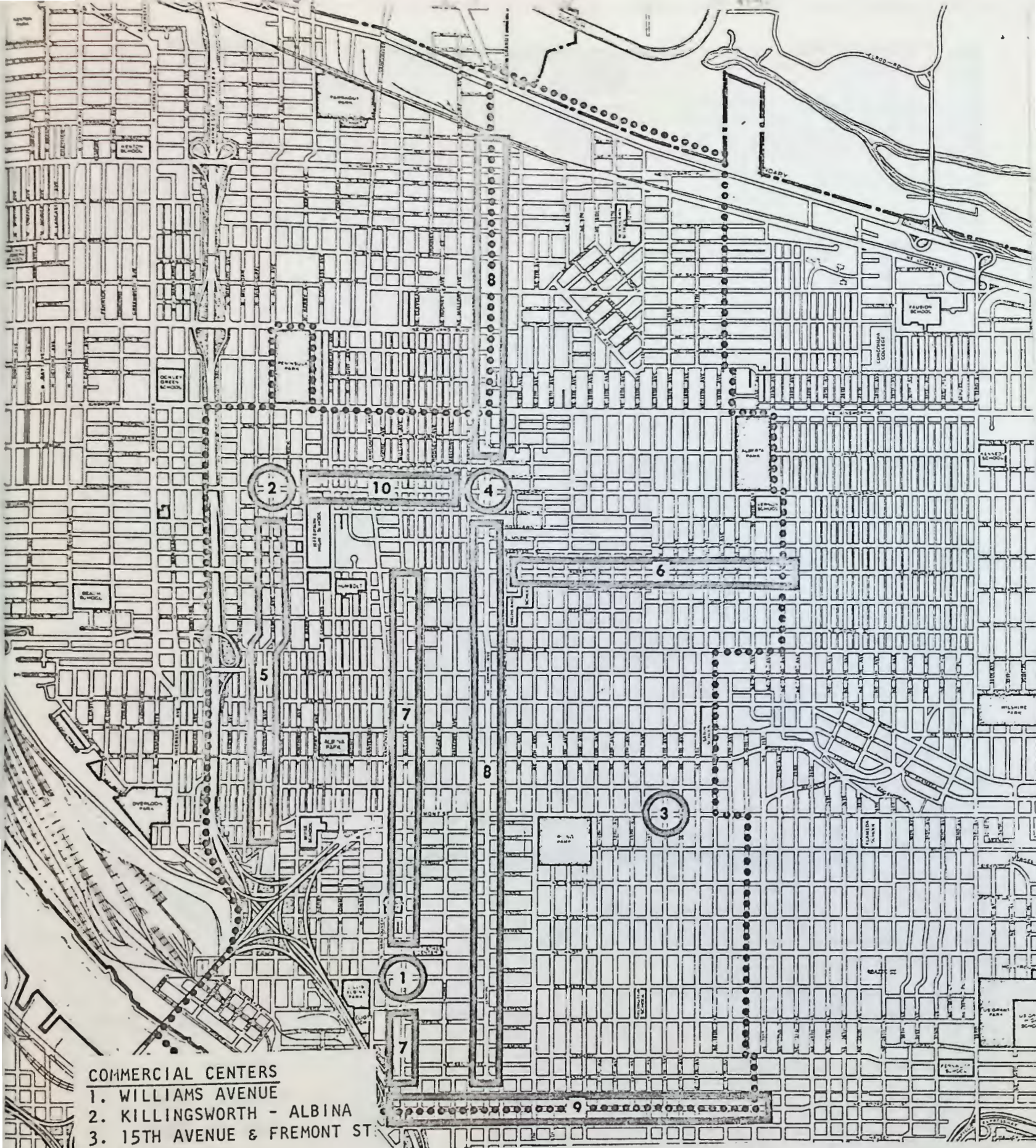
N. Albina-Mississippi	Minn. Frwy.	68.5	27.0	3.6	Third worst in city.
N.E. Alberta Street	Northeast	61.9	42.0**	3.6	Below city average.
N. Williams Avenue	Minn. Frwy.	55.5	31.5	3.2	Below city average.
N.E. Union Avenue	Minn. Frwy.	34.3	97.5	3.1	Below city average.
N.E. Broadway Street	Northeast	9.9	45.5	2.8	Southern boundary of Model Cities area.
Average = 2.7					
N. Killingsworth	Minn. Frwy.	18.2	11.0**	2.7	Average.

\* Condition Rating: Excellent = 1, Good = 2, Fair = 3, Poor = 4, Bad = 5

\*\* Extends beyond Model Cities area.

Source: Portland's Commercial Areas - 1966 - Portland Planning Commission





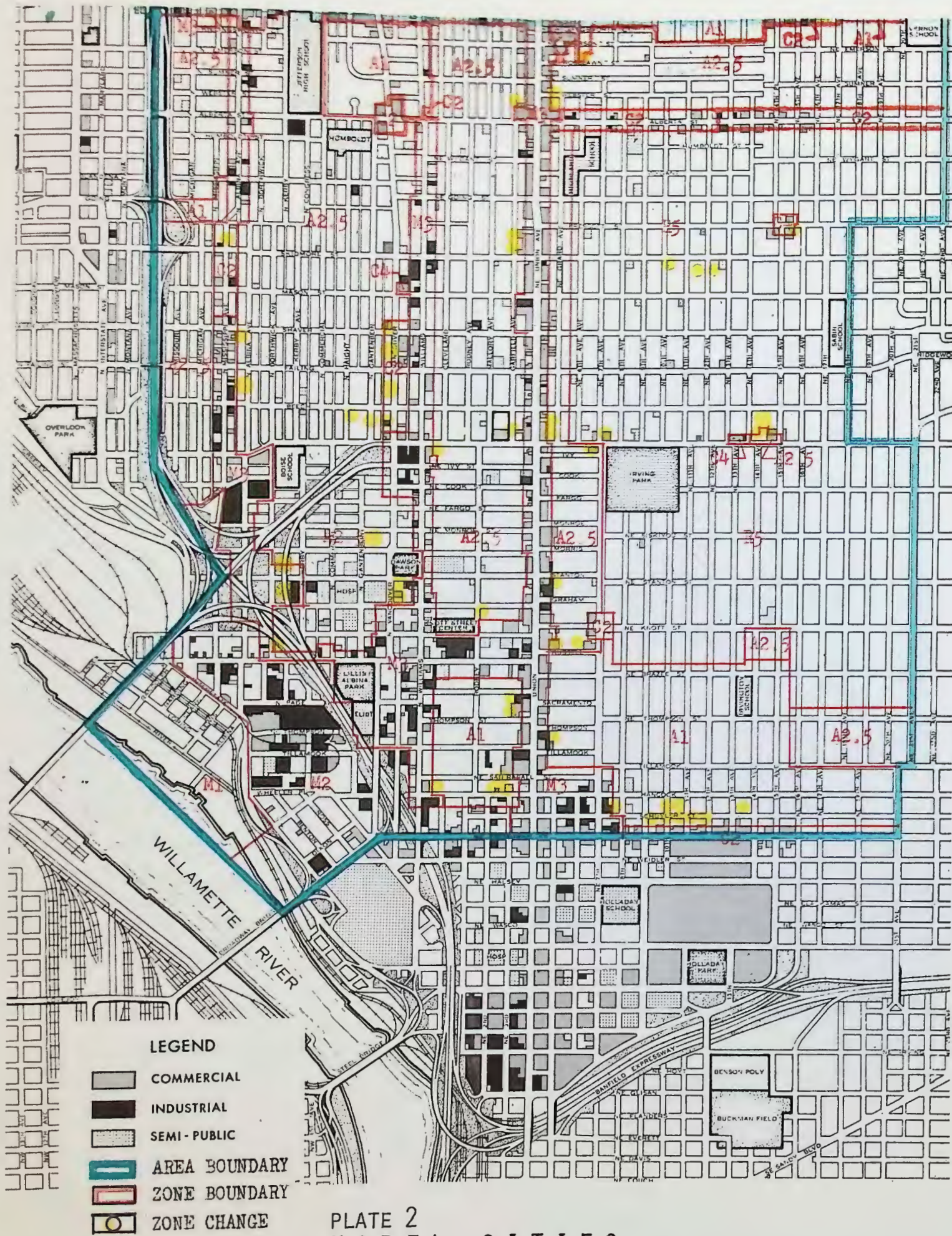
- COMMERCIAL CENTERS**
1. WILLIAMS AVENUE
  2. KILLINGSWORTH - ALBINA
  3. 15TH AVENUE & FREMONT ST
  4. WALNUT PARK

- COMMERCIAL STRIPS**
5. N. ALBINA - MISSISSIPPI
  6. N. E. ALBERTA STREET
  7. N. WILLIAMS AVENUE
  8. N. E. UNION AVENUE
  9. N. E. BROADWAY STREET
  10. N. KILLINGSWORTH

**PLATE 1**  
LOCATION OF COMMERCIAL CENTERS  
AND COMMERCIAL STRIPS









C. Unattractive Visual Appearance

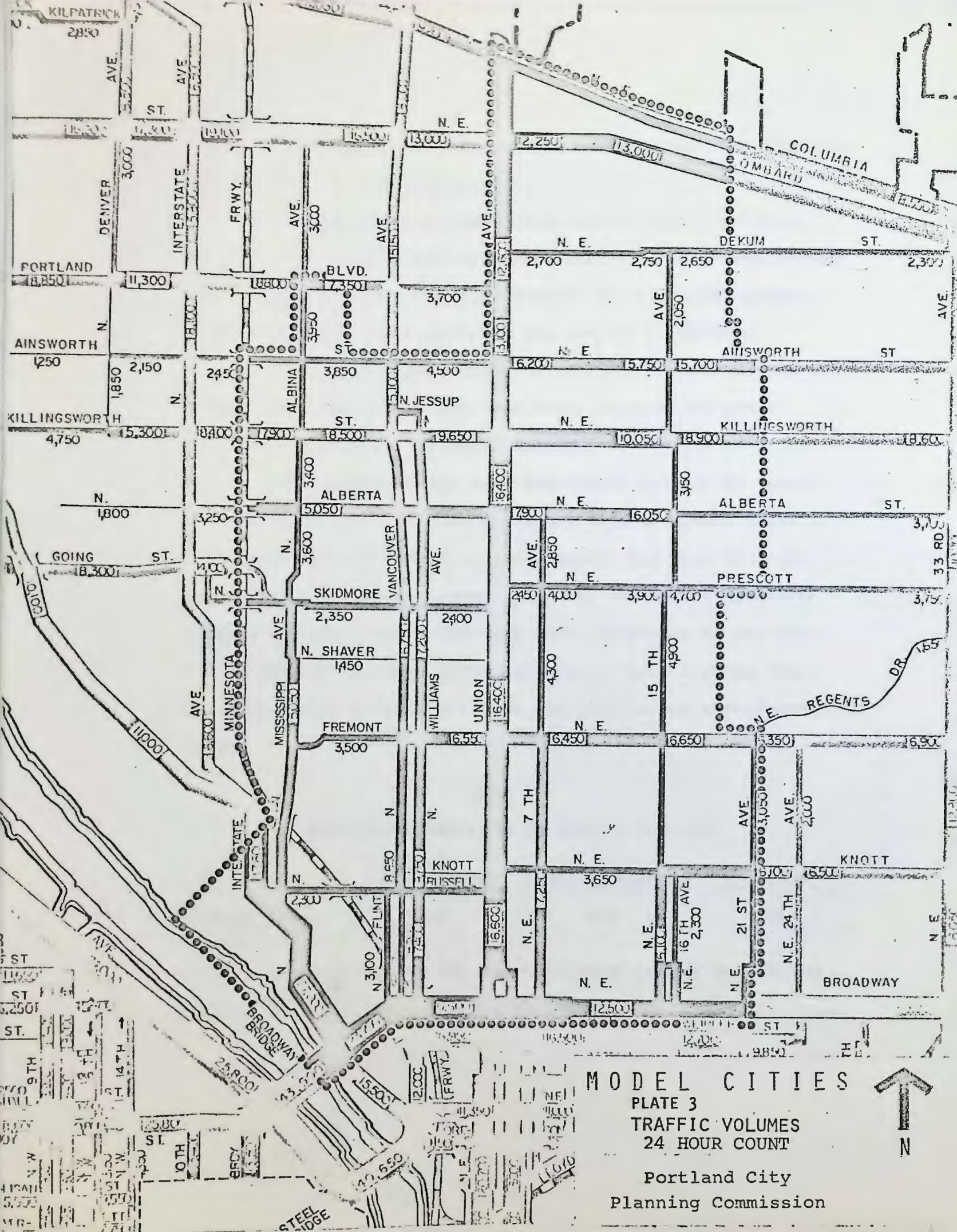
Much of the area, and all of the core area, has a run-down, shabby appearance that discourages improvement and is depressing to the citizens who live there. The appearance of the core area contrasts sharply with conditions in much of the Irvington district to the east, which still compares favorably with the rest of the city's better older neighborhoods.

Contributing to the problem are the unimproved alleys which become repositories for garbage and junk, the tangle of overhead utility lines, boarded up windows, and the poor level of maintenance that is a reflection of the low incomes of area residents and the generally depressed economy of the area.

Street trees, which contribute to the attractive appearance of many streets in Irvington, are generally lacking in the core area.

D. Hazardous and Congested Traffic Patterns

The Model Cities area was laid out in a gridiron street system. In addition to the Minnesota Freeway (I-5) which forms much of the west boundary of the Model Cities area, there are six major north-south arterial routes, all within a span of one and a half miles. These are Mississippi-Albina, Vancouver, Williams, Union, 7th, and 15th avenues. Running east and west through the area are ten arterials: Columbia Boulevard, Lombard, Dekum, Ainsworth, Killingsworth, Alberta, Prescott-Skidmore, Fremont, Knott-Russell, and Broadway. (See Plate 3)



MODEL CITIES  
PLATE 3  
TRAFFIC VOLUMES  
24 HOUR COUNT

Portland City  
Planning Commission



The largest area entirely free from arterial traffic measures only one-fifth of a mile square.

Because of the gridiron street system, many of the minor streets also tend to be used by through traffic. This creates further problems for the residential neighborhoods and contributes generally to the hazardous traffic conditions that prevail in the area.

Many of the local streets in the Model Cities area have surfaces that are built to less than "city standard" and some of the streets have never been improved at all. (See Plate 4)

The table below and those that follow indicate the length of street right-of-way that is substandard in some degree. Under the heading "oil and gravel" are those streets that have curbs and gutters but have a lower standard of paving; the heading "partially improved" includes streets that lack curbs and gutters or that have only a narrow paved center strip; "unimproved" means a street that may or may not be passable and which does not have any kind of permanent surface.

TABLE 2

## SUBSTANDARD STREETS IN THE MODEL CITIES AREA

	<u>Oil &amp; Gravel</u>	<u>Partially Improved</u>	<u>Unimproved</u>
Miles of Street	5.9	6.6	3.8

Traffic patterns and the condition of streets in different parts of the Model Cities area are described below:

1. Woodlawn

This area does not suffer seriously from major arterial traffic. Lombard Street on the north, Union Avenue on the west, and Ainsworth Street on the south are all major arterials and form natural boundaries for the neighborhood. Dekum Street runs east and west through the center of the neighborhood and 15th Street connects Dekum with Ainsworth. These two streets perform as secondary arterials.

The chief deficiency is the great number of unimproved and partially improved streets.

TABLE 3

## SUBSTANDARD STREETS IN THE WOODLAWN AREA

	<u>Oil &amp; Gravel</u>	<u>Partially Improved</u>	<u>Unimproved</u>
Miles of Street	1.8	4.3	1.0

2. Humboldt

Ten arterial streets either run through the district or form its boundaries. Most of the streets have been improved although a number have only an oil and gravel surface which is less durable than the standard concrete or asphaltic surfaces. Much of this district was platted with alleys, many of which are unimproved or only partially improved and tend to be poorly drained and maintained. Alleys are not included in the table below.



TABLE 4

## SUBSTANDARD STREETS IN THE HUMBOLDT AREA

	<u>Oil &amp; Gravel</u>	<u>Partially Improved</u>	<u>Unimproved</u>
Miles of Street	1.5	0.5	0.3

3. King

Again, too many major streets divide the King district. Four such streets run east and west at one-fourth mile intervals.

A number of east-west streets remain only partially improved and a few have only an oil and gravel surface.

TABLE 5

## SUBSTANDARD STREETS IN THE KING AREA

	<u>Oil &amp; Gravel</u>	<u>Partially Improved</u>	<u>Unimproved</u>
Miles of Street	1.2	1.5	0.1

4. Central Albina

Central Albina suffers from heavy traffic and an excessive number of arterial streets. Much of the neighborhood is in non-residential use. The major remaining residential concentrations lie sandwiched between Williams and Vancouver avenues on the west and Union Avenue on the east. In addition to Williams and Vancouver avenues, a third arterial, Flint Avenue, separates this residential area from the neighborhood school and park. One other small residential enclave lies in the extreme southwest corner of this neighborhood, separated from schools, parks, and other services by the above arterials plus the freeway, Broadway, and the industrial area.

Street improvement needs of this neighborhood are minimal. Most of the substandard streets are lying in the industrial areas.

TABLE 6

## SUBSTANDARD STREETS IN CENTRAL ALBINA AREA

	<u>Oil &amp; Gravel</u>	<u>Partially Improved</u>	<u>Unimproved</u>
Miles of Street	1.1	0.2	0.5

5. Irvington

Seventh Avenue separates the entire tier of blocks along the western perimeter of Irvington from the rest of the neighborhood.

This tier of blocks seems to belong neither to Irvington on the east or Central Albina on the west. The rest of Irvington, east of 7th Avenue, is quartered by two major arterials, Knott Street and 15th Avenue. These quarters are still large enough to provide reasonably protected "sub-neighborhoods." The location of the Lloyd Center immediately adjacent to Irvington on the south has caused a noticeable increase in traffic on all the north-south streets.

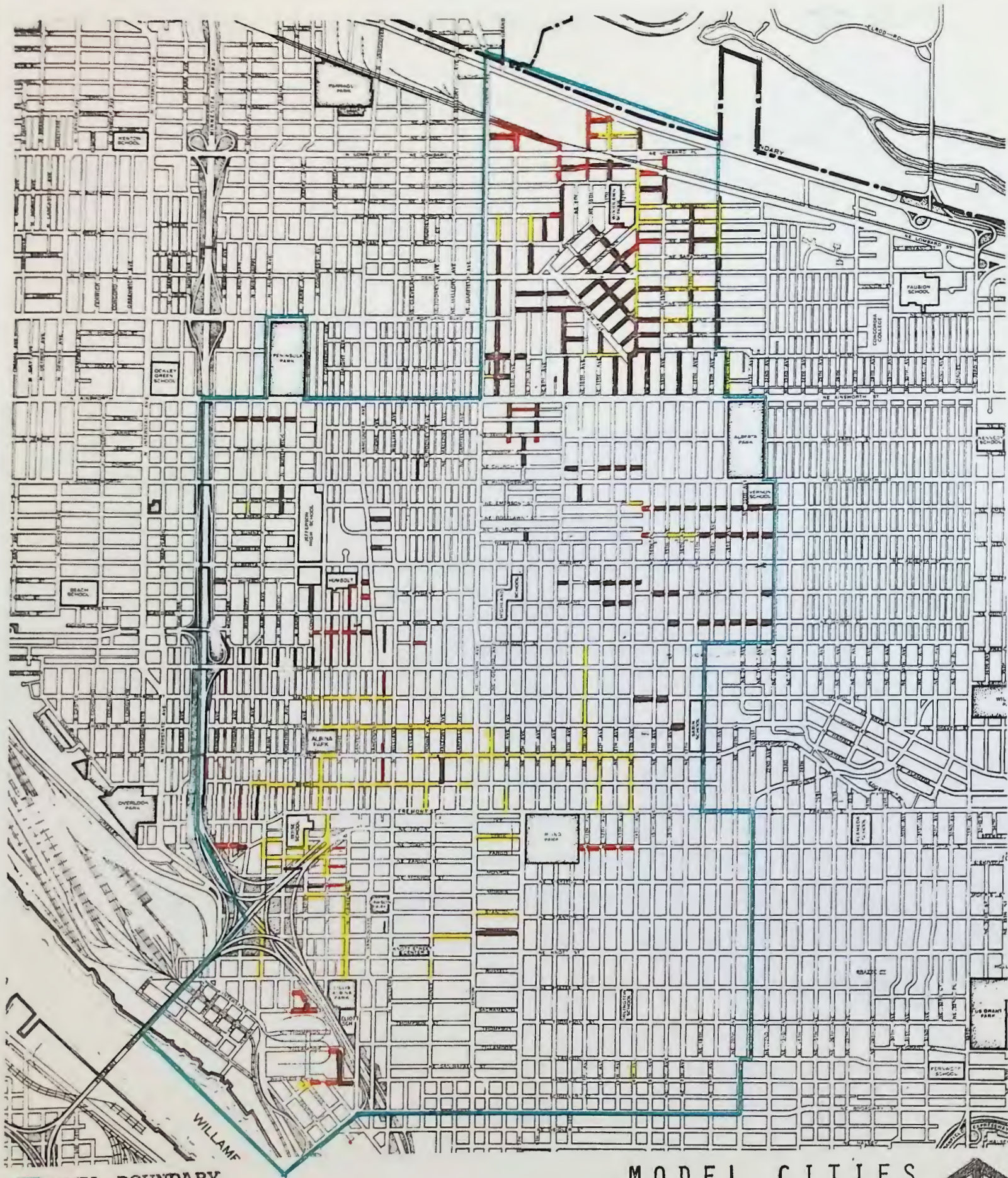
With very few exceptions all streets in Irvington have been improved to normal city standards.

TABLE 7

## SUBSTANDARD STREETS IN THE IRVINGTON AREA

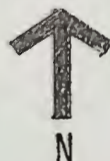
	<u>Oil &amp; Gravel</u>	<u>Partially Improved</u>	<u>Unimproved</u>
Miles of Street	0.3	0.1	0.1





- █ AREA BOUNDARY
- █ UNIMPROVED STREET
- █ PARTIALLY IMPROVED STREETS WITH:
  - A. CENTER STRIPS C. CURBS
  - B. SIDEWALKS D. ANY COMBINATION OF ABOVE
- █ OIL AND GRAVEL STREET
- █ ALL OTHER STREETS FULLY IMPROVED

MODEL CITIES  
 PLATE 4  
 STREET IMPROVEMENTS



Portland City  
 Planning Commission



### E. Inadequate Community Facilities

While not all of the community facilities in the area are "inadequate", there are deficiencies with respect to existing schools and parks, and certain types of specialized facilities are lacking altogether.

#### 1. Schools

The basic school plants serving the area are around 40 years old. Site size is deficient by present-day standards. Buildings of this kind lack the flexibility to accommodate modern teaching techniques. (See Plate 5)

The table on the following page indicates schools in the Model Cities area, their age and site size.

#### 2. Parks

There are too many youngsters in the Model Cities area playing in the street.

In general, the area lacks enough parks. Existing parks lack the facilities they need to make them most useful.

Standards for parks vary widely throughout the nation. In Portland the most recent attempt to develop standards was the 1962 study by the Metropolitan Planning Commission, Recreation Outlook 1962-1975. This study recommended that each residential neighborhood have a park/playground of at least 10 acres. (Ideally a neighborhood is considered to be the area served by one elementary school.) In addition to the neighborhood park, each group of neighborhoods (roughly equivalent to the area served by one high school) requires a community park/playfield of at least 20 acres. When contiguous, school



TABLE 8  
AGES AND SITE SIZES OF SCHOOLS  
IN THE MODEL CITIES AREA

School	Year Built	Site Size (acres)	Site Size Deficiency
Boise	1926	3.69	8.78
Cafeteria	1952		
Movable Classrooms	1956		
Elliot	1953	2.24	
Humboldt	1959	3.17	4.79
Addition (2 rm.)	1962		
Irvington	1932	2.29	7.28
Addition (2 rm.)	1952		
Addition (2 rm.)	1953		
King (Highland)	1926	4.97	8.09
Addition (major)	1953		
Sabin	1928	3.64	7.43
Cafeteria	1953		
Addition (minor)	1956		
Vernon	1931	3.73	None
Movable Classrooms (2)	1948		
Addition (4 rm.)	1953		
Woodlawn	1926	4.88	7.11
Cafeteria	1952		
Addition (minor)	1956		





PLATE 5  
SCHOOLS IN MODEL CITIES AREA





playgrounds can be considered part of the acreage totals and a community park/playfield can be considered as meeting neighborhood park needs for the neighborhood in which it is located. The city-wide standard for swimming pools and indoor recreation centers is to space such facilities at roughly two-mile intervals. In this way, no resident would be more than one mile from such a facility.

In practice, Portland has not attempted to adhere strictly to these standards. However, the concept of a park located at the approximate center of each residential neighborhood is accepted as an ideal since the city began implementing its initial park plan in 1936.

The Portland Comprehensive Development Plan shows a need for five additional neighborhood parks within the Model Cities area and three more on the area boundaries.

Total park acreage within the area is 60.21 acres. More than half of that is divided between Peninsula Park and Alberta Park, both located on the area boundaries.

All acreage standards aside, parks are required in locations that provide each resident with access within a safe and reasonable walking distance of his home. Plate 6 shows park locations in relation to arterial streets, which prevent easy access from adjoining neighborhoods.



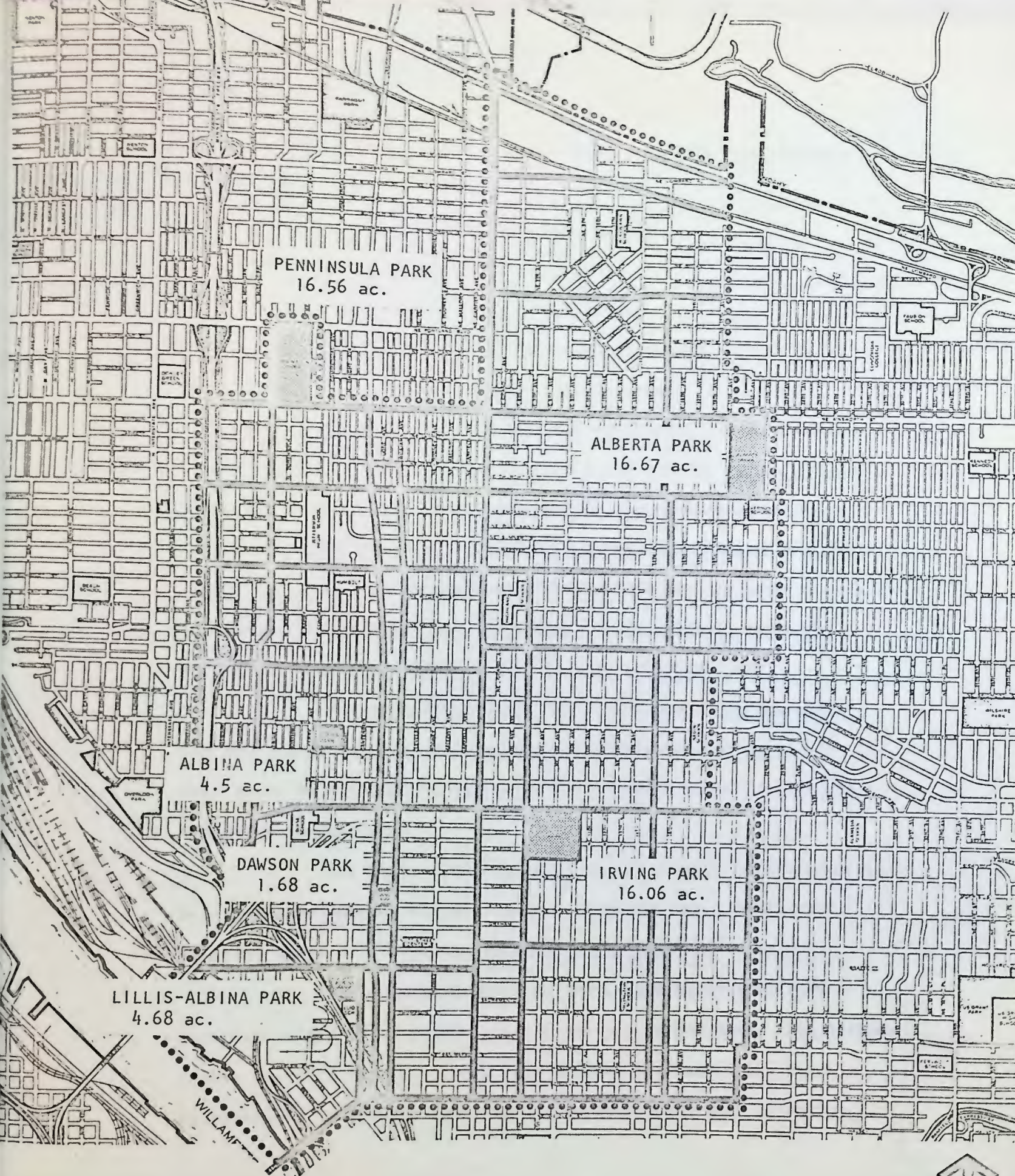


PLATE 6  
PARK LOCATIONS IN RELATION TO ARTERIAL STREETS



There are five parks serving a neighborhood function in the area:

Alberta Park (16.67 acres)

Albina Park (4.56 acres)

Irving Park (16.06 acres)

Lillis-Albina Park (4.64 acres)

Peninsula Park (16.56 acres)

Two of these, Alberta and Peninsula, lie on the area boundary and have at least one-half of their service areas outside of Model Cities. Both of these parks and Irving Park as well are located on major streets. Lillis-Albina Park is situated in a semi-industrial area, two busy streets removed from the residential area it serves. Only Albina Park, the newest (and smallest) meets the desirable locational requirements for a neighborhood park.

A sixth park, Dawson Park (1.68 acres) is too small and too poorly located to be considered a neighborhood park. It does serve as a gathering place for adults and a visual relief among congested surroundings.

The basic deficiencies in the system of neighborhood parks relate to the absence of well defined neighborhoods. Access to existing parks is difficult, especially for small children.

The only park added to the city system since 1940 that serves the Model Cities area is the new Albina Park. The primary reason for this lack of recent acquisitions is financial. There is currently no revenue specifically earmarked for park expansion.

During the 20-year period, 1939-1959, when there was a special park levy in effect, most acquisition efforts were directed toward undeveloped or partially-developed areas. The Model Cities area was already built up and therefore additional land was very expensive to acquire.

The Model Cities area has no major or community-type park. Many of the more space-using or special purpose facilities of such parks are, however, provided in one or more of the three large neighborhood parks or in the Knott Street center.

Both Knott Street Center and Peninsula Park have swimming pools and indoor recreation centers.

Peninsula, Alberta, and Irving parks all have tennis courts, picnic areas, and other special purpose facilities.

The City Park Bureau plans call for a new swimming pool to be constructed at Fernhill Park (N.E. 37th and Ainsworth Street) and a community service center at Wilshire Park (N.E. 33rd and Skidmore Street).

### 3. Other Facilities

In addition to deficiencies in school plants and parks, the area lacks certain specialized facilities to meet expressed community needs. These include:

- a. A day care facility to accommodate working mothers with children and others needing special care.
- b. A local welfare center to provide for residents in the area receiving public assistance or who are eligible for assistance.
- c. A center for the aging to provide a broad range of activities and services for older people.



d. A community information center, where such services as legal aid and general information about community programs and activities can be made available.

e. Shelters at public transportation stops in recognition of the large proportion of area residents who travel by bus. (Well-designed structures could provide an attractive visual element in the Model Cities area.)

#### 1.122 Basic Causes

##### A. Age of Structures

Many of the commercial structures in the area are about the same age as the housing. More recent commercial structures are often on inadequate sites or are sufficiently old to be obsolete for modern shopping facilities. Access to commercial facilities on the major traveled routes is often difficult because of restriction of left-turn movements and traffic so heavy that movement in and out of shopping facilities is not safe.

##### B. Modest Original Construction

Most of the commercial buildings are one or two stories in height. The buildings were of modest original construction and were not built under code standards in effect today. Inadequate plumbing and wiring, poor foundations, inadequate flooring, lack of adequate lighting are all common problems in many of the buildings.

##### C. Uncertainty Over the Future

Commercial and residential areas, particularly in Central Albina, have experienced or been threatened with a variety of land

use changes that have undermined the stability of the neighborhood. As a result, land owners have been unwilling to invest in maintenance, rehabilitation and new construction, and financing institutions have been unwilling to lend in the area. Conditions causing this uncertainty include the following:

1. Present zoning and zoning practices permitting multi-family use in certain single-family areas and industrial use in others. (See "Zoning Policies" on page 1.123 (2).)
2. Major projects involving demolition including expansion of Emanuel Hospital and construction of the Minnesota Freeway.
3. Consequences of the Fremont Bridge. Construction of the bridge is expected to begin within the next year. This bridge with its access routes through the area will significantly affect the pattern of land use. The present plans are shown on Plate 7. The exact location of the access routes to the bridge has not been precisely settled. Should the extension connect to Fremont and Ivy streets as shown, the already heavy traffic on Fremont would be increased, and Ivy, now a residential street, would be converted to a major traffic route.

Longer range plans indicate the need for an additional freeway along Prescott Street cutting diagonally through the present residential areas and connecting the Fremont Bridge with I-205.

This connection, along with the potential for extending this route to the west along Skidmore Street, adds to the serious division of neighborhoods and the heavy traffic load on surface streets in residential areas.





PLATE 7  
LOCATION OF PLANNED MAJOR HIGHWAYS

SOURCE: PORTLAND COMPREHENSIVE DEVELOPMENT PLAN  
Portland City Planning Commission, 1966



4. Discussion of future projects involving major clearance and land use change, including apartment construction in the area between Union Avenue and Seventh Street from Broadway to Fremont, construction of a community college, and construction of a stadium.

The Central Albina Study published in 1962 summarizes the Laidlaw report as follows:

- a. There is no long-term market for residentially zoned property (in the area between Union, the Eastbank Freeway, Russell Street, and Fremont.)
- b. There could be a long-term market for non-residential land use; however, urban renewal activity is necessary to provide cleared land for this market.
- c. The most probable types of non-residential development would be light manufacturing, distribution, and service industries.

In spite of these uncertainties and intrusion of non-residential uses, significant numbers of Central Albina residents have continued to maintain and improve their property. Proximity to transportation, Lloyd Center, and other facilities makes this an attractive residential area.

#### D. Lack of Incentive to Improve Conditions

The general environment of the area gives little encouragement to the owner or investor to improve the quality of his property. Neighboring properties are rarely a source of inspiration. Abutting industrial uses give little hope to the homeowner that he will be afforded the type of setting desirable for permanent housing.



### E. Loss of Retail Markets

Maintenance and improvement of commercial structures has been neglected as the total retail market has declined. This decline is a result of several factors:

1. Demolition of housing to permit construction of the interstate highway, expansion of Emanuel Hospital, and industrial uses. The largest number of demolitions have occurred in the Central Albina area where the most deteriorated commercial structures are found.

TABLE 9

#### Demolition and Construction in the Model Cities Area

	Total	Total Core
<u>Demolition</u> 1960-67 inc.	1,114	868 (inc. 1-5)
<u>New Single-Family Dwellings</u>	64	1
<u>New Multi-Family Dwellings</u>	101	12

2. Construction of new shopping centers with off-street parking and modern facilities has hurt the older small neighborhood shops.

3. Increased automobile use and construction of freeways has resulted in increased shopper mobility to the detriment of older retail stores in the area.

### F. Low Income

The median income of the area south of Skidmore Street in

the Model Cities area is substantially lower than the median income in the city. The area north of Skidmore Street to Killingsworth is slightly below the city average. The income in the area south of Skidmore Street is increasing at a less rapid rate than it is in the rest of the city and has declined in relationship to the cost of living. The disposable income for the purchase of goods and services is greatly restricted.

#### G. Poor Original Land Subdivision

The pattern of streets throughout the area is a standard gridiron system. The lack of emphasis on particular streets for major traffic routes and the practice of gradual improvement of streets to carry increased traffic has cut the area up seriously. This has an adverse effect on the development of neighborhood identity and is detrimental to abutting residential development.

### 1.123 Deficiencies in Services

#### A. Lack of Code Enforcement

No significant upgrading has resulted from code enforcement in housing or commercial construction in the area.

Code enforcement for many of the older commercial structures presents serious problems. Older structures require major renovation to bring them to a competitive level. The investment in such renovation is often not commensurate with potential return to the investor. Rigorous code enforcement would often result in demolition and displacement of business tenants.



B. Lack of Investment Money at Reasonable Rates

The lack of money for housing in the area is set forth in the housing section. Mortgage money for commercial structures is tied not only to the structure but the nature and success of the business in the structure. Particularly in Central Albina, old and outmoded commercial facilities, lack of off-street parking, and a generally unattractive appearance combine with a decline in market demand to make commercial mortgage financing virtually unobtainable.

C. The Tax Structure

The city obtains its major source of income from the property tax. Threat of increased taxes tends to discourage major investment in older buildings where the prospects for a good return are often marginal.

D. Planning and Zoning Policies

Over 60 changes in zone have been approved in the Model Cities area in the last nine years. Most of these have been changes from residential to commercial or industrial use. Zone changes in the period 1959 to 1968 are shown on Plate 2. A tabular summary of this information is shown in Table 10. Present zoning for the Model Cities area is shown on Plate 8.

The number of zone changes in the core area is higher than the average for the city as a whole (2.88 zone changes per 1,000 population as compared to 2.32 for the whole city). The number of zone changes per 1,000 population for the entire Model Cities area is lower than the city average (1.63 as compared with 2.32). This

information is shown below:

TABLE 11

## ZONE CHANGES BY AREAS - 1959 to 1968

	<u>Core Area</u>	<u>MC Area</u>	<u>Portland</u>
No. of Zone Changes	13	62	887
Population	4,500	38,000	384,000
Zone Changes per 1,000 Pop.	2.88	1.63	2.32

Source: Portland Planning Commission records

Many of the zone changes have been in conformance with the city's comprehensive plan (Albina study) which indicates a major portion of the Central Albina area for institutional, commercial, and industrial use.

Many citizens in the area, and particularly black residents in Central Albina, feel that they have had no effective voice in the planning of their area and that the city has not used planning and zoning to support residential values and protect the environment in which they live. To the contrary, many residents feel that proposed plans for Central Albina involve a continuing process of "black removal" with speculators realizing profits from changes in land use.

#### E. Limited City Resources

The city has limited resources to finance new facilities and the resources available have not been allocated to the Model Cities area in proportion to its aggravated problems. A city-wide levy for parks and recreation ended in 1959. The general fund is not sufficient to provide expanded services in the area. The city



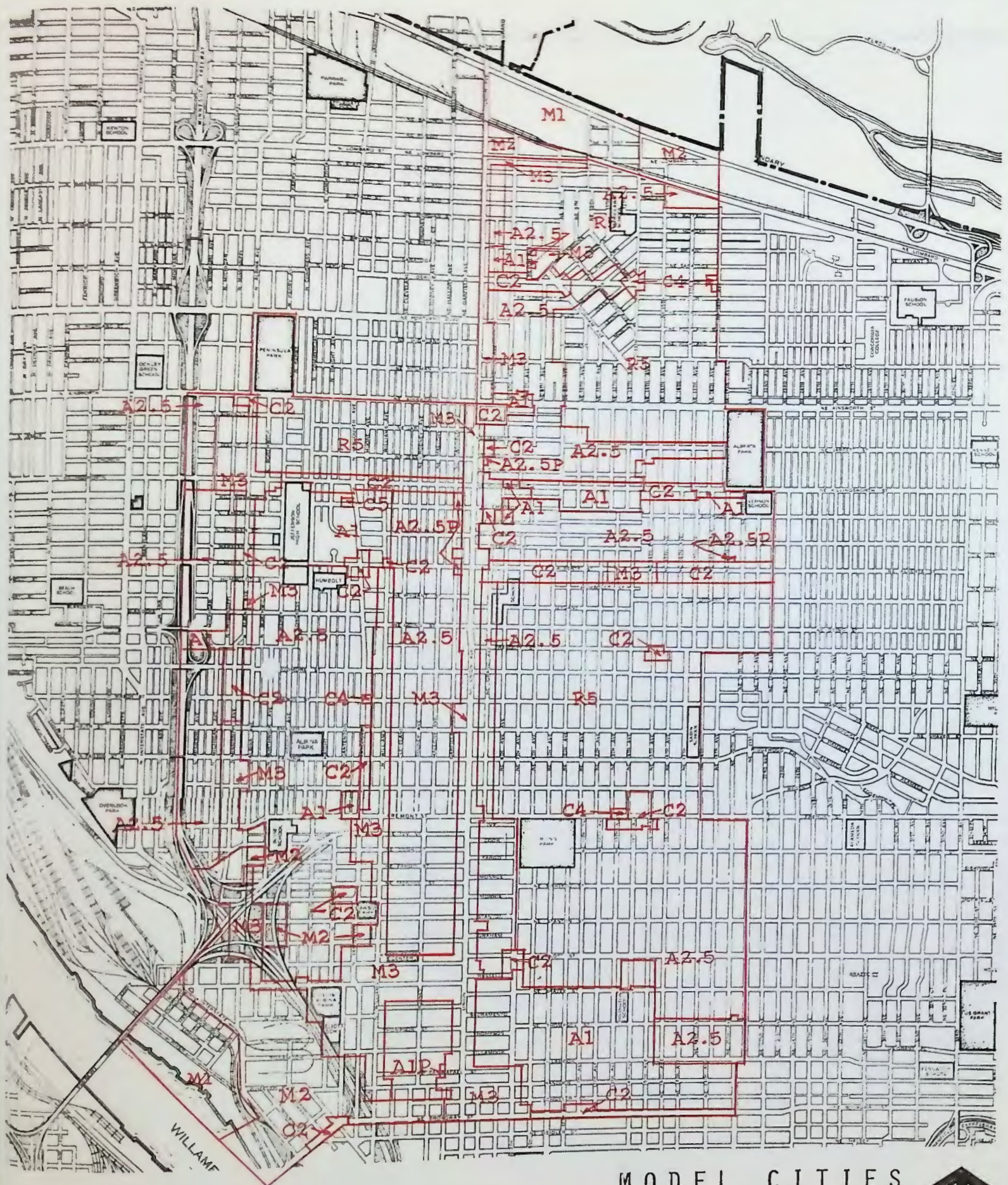
gets a lower share of the gas tax per capita than other cities in Oregon although this inequity is gradually being corrected. The resources of the Portland school district were drastically curtailed for several years because of inadequate funds although the district has made repeated efforts to raise revenue by obtaining voter approval of additional levies. A special election this year did give additional funds to the district for operation, but it is lacking in sufficient funds to make major modernization in the schools in the area or city-wide. The construction of major freeways through the city in the last several years has taken a good deal of land off the tax roll and shifted the burden of taxes to the remaining property owners. Much of the replacement construction has taken place outside the city. The general rise in property taxes has created an atmosphere of concern among all property owners in the city towards additional funding of special projects.

Higher income tax payers who have fled to the suburbs continue to use city services without paying their proportionate share of city expenses. The resulting deterioration of the urban center accelerates this flight from the city resulting in a continued downward spiral.

F. Financing Policy on Improvements

The city policy of requiring abutting property owners to finance improvement of street and other services in front of their property inhibits public works. This is particularly true in the core area which is largely occupied by poor black families whose





MODEL CITIES  
 PLATE 8  
 ZONING



Portland City  
 Planning Commission



TABLE 10

ZONE CHANGES  
MODEL CITIES AREA  
1959-1968

<u>1959</u>	<u>1960</u>	<u>1961</u>	<u>1962</u>	<u>1963</u>
From To	From To	From To	From To	From To
A2.5 - M3	A1 - C2	A1 - C2	A2.5 - M3	R5 - C2
*A1 - M3	R5 - R5P	R5 - A2.5	*A1 - M3	A2.5 - A2.5P & C2
A2.5 - C2	A2.5 - C2	A2.5 - M2	A1 - A0	*A1 &
	A1 - C2	A1 - C2	A1 - C2	A2.5 - C2
	A2.5 - C2	A2.5 - C2	A2.5 - M3B	R5 - A2.5
	A2.5 - A2.5P	A2.5 - M3B	R5 - A2.5	R5 &
	A2.5 - M3	A2.5 - A1	A2.5 - M3	A2.5 - C2
			R5 - A2.5	A2.5 - M3
			A2.5 - M3	A2.5 - C4
<u>1964</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>
From To	From To	From To	From To	From To
A2.5 - C2	A2.5 - C2	A1 - C2	A1 - C2	A1 - M3
A2.5 - M3	*A1 - M3	*A2.5 - A2.5P	A1 - C2	A2.5 - A1
R5 - C4	A1 - C2	*A2.5 - A1	*A1 - M3	
	A2.5 - M3B	R5 - A2.5	R5 - A2.5	
	A2.5 - C2	R5 - C2	M3 &	
	A2.5 - M3B	*A2.5 - M3	*A2.5 - M2	
	*A2.5 - M3	*A2.5 - C2	*A2.5 - C2	
	A2.5 - A2.5P		*A2.5 - C2	
	A2.5 - M3			
	A2.5 &			
	M3 - M2			

Note: A and R are residential zone classifications.  
C is a commercial zone.  
M is an industrial zone.

Source: Portland Planning Commission.

\* Zone changes in core area.

limited resources are required for other purposes.

G. Loss of Transit Service

The general rise of income throughout the city has given more people the opportunity to own cars, resulting in a steady decline in the number of people using mass transit system. The transit company has had to raise its rates to permit the system to operate at a profit. This has particularly hurt the poor, who are less able to pay but must rely on public transit. Service has also been cut back in areas where the demand for transit has been insufficient to make the line profitable.

H. Other Services

The Model Cities area has one fire station. Three others are adjacent to it. The fire protection rating for the Model Cities area is the same as the rest of the city. The frequency of fires in the area is covered in the health and safety component of this submittal.

Garbage collection is a private service provided to the area. Health hazards and unsightliness result from the fact that many poor families in the area cannot afford this service.

The water distribution system is adequate for the present. The area is served by a combined sewer -- a common system constructed in the early 1900's. A program has been instigated to separate the sanitary sewage from the storm water in some parts of the city.



Lighting for the area appears to be adequate. The city voted \$1,850,000 per year for ten years to convert all incandescent lights to vapor in residential areas. These are installed 200 feet apart. In areas with many trees, the 200-foot spacing is inadequate. The city may add additional lights in these areas. In commercial districts the spacing is 150 feet apart. Extra lights have been added adjacent to parks, churches, lodges, and other gathering places.

#### 1.124 Goals

A. Goal 1. Public improvements: To provide facilities that meet the needs of Model Cities area citizens and that are at least equal in number and quality to those facilities serving other parts of the city.

B. Goal 2. Private development: To create conditions that will result in a substantial upgrading of residential, commercial, and industrial properties in the Model Cities area.

#### 1.125 Program Approaches and Changes Unrelated to Program Approaches

##### A. Program Approaches

1. Develop neighborhood organizations within the Model City area.

a. The functions of such an organization shall be:

1. To assist the Portland Development Commission in the selection of competent, sensitive planning staff. The recognized neighborhood organizations shall have a veto on the selection of all staff for their neighborhoods.

2. To review all detailed planning work programs prior to their implementation.

3. To review and approve planning decisions at each major step in the process.

4. To review and recommend plans for their neighborhood to the Citizens' Planning Board which will recommend plans to the Portland City Council.

b. No plan shall be implemented without the approval of the Neighborhood Organization.

Establishment of Neighborhood Organizations shall be under the direction of the Model Cities Planning Board working through its staff and citizens of the neighborhood under contract with the Portland Development Commission to provide citizens participation.

Recognition of Neighborhood Organizations shall be by the Model Cities Citizens' Planning Board.

2. Prepare a general plan for the Model Cities area. The plan will include policy statements dealing with the development of the area and a physical plan which will show the pattern of land use, the general location of major transportation routes (including public transit), and public facilities including schools, parks, and other service centers.

Specifically the overall planning will accomplish the following:

a. Identify and select demonstration blocks in separate neighborhoods.

b. Identify buildings or land features of architectural, natural, or historical interest in the Model Cities area. Develop a process for preserving them.

c. Develop a program for improving the visual appearance of the area. This will include an underground wiring program, sign



removal and control program, promotion of general cleanup where appropriate, including improvement of garbage services.

- d. Develop a comprehensive street tree planting program.
- e. Develop a system of bus stop shelters.
- f. Develop an arterial street and major utility program.
- g. Identify commercial centers with economic potential.

Develop sufficient market data to indicate land requirements for commercial uses. Prepare precise plans and action programs as indicated by the market study. (Includes commercial rehabilitation or clearance in conjunction with Community Development Corporation)

h. Identify demand for industrial land and develop plan for property servicing industrial area. Prepare non-residential rehabilitation action programs in conjunction with the Community Development Corporation.

i. In cooperation with the State Highway Department and the City, select the precise alignment of access routes to the Fremont Bridge.

j. Review the zoning ordinance for the area for necessary boundary changes and for possible modifications of the ordinance in conformance with the general and neighborhood plans (See second program approach). No zone changes should be permitted until area-wide and neighborhood plans are completed.

k. Define neighborhood boundaries as prerequisites for neighborhood planning.

l. Study the need for separate storm and sanitary sewers.

m. Develop a capital improvement program for planned public facilities based on area-wide and neighborhood plans.

n. Coordinate physical planning with other Model Cities components to achieve the economic and social goals of the Model Cities Program.

3. Develop detailed neighborhood plans for the Model Cities area. These plans should include:

- a. Location, type, and density of housing.
- b. Location and general arrangement of commercial centers.
- c. Location of industrial uses, if any.
- d. Neighborhood street system.
- e. Precise location of public facilities.
- f. Prepare neighborhood development programs to accomplish all or part of the program approaches.

4. Action programs for physical environments, based on plans, should involve a variety of activities related to social and economic goals of the Model Cities area, including:

- a. Urban renewal programs for both residential and non-residential uses in all neighborhoods.
- b. Construction of necessary public facilities, including schools, parks, community and neighborhood centers, fire stations, etc.
- c. Carry out street and related utility improvements, including paving, curbs, sidewalks, tree planting, underground wiring, bus stop shelters, etc.
- d. If needed, carry out program of storm and sanitary sewer separation and aid families in financing improved garbage collection services.



B. Changes Unrelated to Program Approaches

The City and other public agencies should encourage the following:

1. Review of all city codes related to physical planning and environment should be undertaken in light of Model Cities program needs, and changes made that relate to such review.
2. Review of policies related to insurance and lending institutions in the Model Cities area, and enactment of legislation to insure more ready availability of such services.
3. Urge State to undertake review of property tax relief and general tax reform with view toward problems and needs of Model Cities area residents.

1.126 Strategies

A. Strategy Among Goals

Two major goals have been stated - public improvements and encouraging private development. Since most of the program approaches relate to both goals, it is not possible to easily relate specific approaches to general goals. However, one can generally state that planning and certain public improvements will be essential to encouraging private investment in the Model Cities area. Therefore, public plans and action programs should encourage, to the maximum extent possible, the involvement of the private sector from the Model Cities area in achieving physical, social and economic ends implicit in planning.

B. Strategy Among Program Approaches

The general strategy in program approaches is as follows:

1. First Stage

- a. Site selection for multi-service center.
- b. Initiate the formation of community organizations and determine data needs.
- c. Establish data bank and initiate area-wide planning.  
As neighborhood organizations form, initiate neighborhood planning.
- d. Select demonstration blocks and determine if present renewal programs should be included in NDP.

2. Second Stage

- a. As area-wide and neighborhood planning proceeds, develop and submit for funding specific action programs as indicated on the 5-year charts in Part 2.

In summary, the strategy among approaches is to quickly establish planning efforts as a basis for action programs. Recognizing that some action can and should take place during the initial stages when planning is initiated, selected action programs have been scheduled for the first year, and others can be scheduled for the second year as the whole planning effort unfolds.



## 1.140 PUBLIC SAFETY

### 1.140 Introduction

It was apparent at early Public Safety meetings that many citizens held negative views, not only toward the police but also toward the entire criminal justice system and toward government agencies in general. A number of persons recognize that definite weaknesses in communication and a lack of mutual understanding, trust, cooperation and uniformity of justice exists for many Model Cities residents.

This report has attempted to delineate these problems, and to develop both short and long range programs designed to improve these conditions. It was clearly recognized that these problems are difficult to deal with, and that there are no easy solutions. Short range improvement is hoped for, but it is the long range impact that must be significant. The complexity of the problem, and the difficulty of its solution, should not obscure the fact that, unless steps are taken now to change the current trend, the city will have a far more difficult and dangerous situation to deal with in the future.

### 1.141 Initial Conditions

#### A.1 Feelings of Alienation and Antagonism

Many Model Cities residents feel alienated from, and antagonistic toward the police and many other governmental agencies. A large segment of the black community looks upon the police as oppressors who enforce laws that have been made by the white power structure and are designed to keep the black man in his place and to prevent him from competing in the white

world.

This feeling of oppression is well documented by the Kerner Commission, and by the Portland City Club's Report.

"Minority groups look at the police officer as the representative of government. The police officer is also considered to be the only one who imposes dictates of White, middle-class society on minority groups. Whether he likes it or not, the police officer occupies a unique position relative to minority groups."<sup>1</sup>

It would be foolish to group all of Portland's Blacks into one mold, or to suggest that they are all antagonistic toward the police. It is apparent, however, that a very substantial part of them do feel that police officers are the representatives of an oppressive white society.

B. Feelings of Unfair Treatment Regarding Police Policy and Procedures

Many residents in the Model Cities area, especially black people, feel that police policies and procedures applied in their area are different from those used in other parts of the city. Furthermore, it is strongly believed that black people are subjected to indignities by the police with which members of the white community are not confronted and that different levels of law enforcement and criminal justice are applied. It is, in other words, a prevalent opinion that Model Cities residents are the victims of unfair and unequal treatment.

At the national level, the Kerner Commission found that an overwhelming percentage of Blacks felt that treatment by the police was unfair and unequal.

POLICE CONDUCT

"Negroes firmly believe that police brutality, and

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<sup>1</sup>Portland City Club Foundation, "Report on Law Enforcement in the City of Portland," Portland City Club Bulletin, Vol. 49, No. 13, p. 139.



harassment occur repeatedly in Negro neighborhoods. This belief is unquestionably one of the major reasons for intense Negro resentment against the police.

The extent of this belief is suggested by attitude surveys. In 1964, a New York Times study of Harlem showed that 43 percent of those questioned believed in the existence of police "brutality." In 1965 a nationwide Gallup poll found that 35 percent of Negro men believed there was police brutality in their areas, 7 percent of White men thought so. In 1966, a survey conducted for the Senate Sub-committee on Executive Reorganization found that 60 percent of Watts Negroes aged 15 to 19 believed there was some police brutality. Half said they had witnessed such conduct. A University of California at Los Angeles study of the Watts area found that 79 percent of the Negro males believed police lack respect for, or use insulting language to Negroes, and 74 percent believed police use unnecessary force in making arrests. In 1967, an Urban League study of the Detroit riot area found that 82 percent believed there was some form of police brutality.<sup>2</sup>

#### C. Lack of Confidence in the Police

Many people feel that different levels of enforcement exist in the City of Portland, and this is especially true in the Model Cities section.

The City Club had little difficulty in finding similar complaints, and reports in its small survey of lawyers and black residents of Portland.

"Interviews and discussions with minority groups, and replies from local attorneys all indicate that there is a lack of communication between the Portland Police Bureau and minority groups. This is indicated by the suspicion and hostility shown by many members of these groups. Attitudes of hostility, or lack of confidence on the part of a significant portion of the public, has serious implications for the police. Such attitudes interfere with recruiting. Able young men are prone to seek occupations which have the respect and support of their relatives and friends. It was pointed out in the section on Personnel that attitudes of some of our black citizens about police work has had an adverse effect on the number who apply to be policemen.

The President's Crime Commission conducted a survey that indicated that 83 percent of the individuals in

Negro ghettos believe that harassment occurs by the police. Fifty-one percent knew people who had been harassed. Forty-nine percent stated that they saw it occur, and 25 percent claimed that they had personally been harassed by the police.<sup>2</sup>

Coupled with the complaints about the police treatment there are loud cries about lack of basic protection. It has long been known that most crimes by blacks are against blacks. Too often there has been an attitude (on the part of the larger white community) that if the crime can be confined to blacks against blacks, police are doing their jobs.

A recent example of Model Cities area citizen concern about failure to enforce law has been the protests about open prostitution on the streets of the area.

Black citizens have been trying desperately to get action with respect to the prostitution which flourishes on Williams Avenue, catering overwhelmingly to white clientele. Aside from the criminal aspects of prostitution, there is deep resentment on the part of black citizens about the fact that any black woman walking on Williams Avenue--regardless of purpose--is subject to solicitation by cruising whites or suspicion by white policemen. Numerous petitions and delegations have gone to City Hall to affect a change. Promises are always made to do something about the problem and indeed from time to time there is a vice clean-up, but after a few days, the prostitutes are working openly again.

Instances such as these promote the general feeling that white police, reflecting the attitudes of white citizens, simply do not care.

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<sup>2</sup>Portland City Club Foundation, "Report on Law Enforcement in the City of Portland," Portland City Club Bulletin, Vol. 49, No. 13, p. 139.



D. Per-capita Crime Rates of Model Cities Area Compared to the City of Portland

Many people of the City of Portland are not aware of conditions in the Model Cities neighborhood. The citizens have vague ideas that lawlessness does exist in this section, but as the black population is small (1960 census reported only 15,637 (4.2 percent) black), they feel that the police will be able to confine the lawlessness and violence to that area.

Unfortunately, the Portland population has failed to realize that the high crime rate in the Model Cities neighborhood is a difficult, continually deteriorating situation having serious affect on the social and economic climate of the entire city.

While the United States Census Bureau and the City of Portland Planning Commission estimates that population in the Model Cities area has decreased approximately 5 percent in a five-year period (1962 through 1967) crime has increased faster than the crime rate in the City of Portland, and faster than the national average.

During this five-year period, the crime rate for all class 1 crimes in the United States increased 60 percent. During the same period the crime rate in the City of Portland increased 84 percent and in the Model Cities area the increase was up to 113 percent or nearly twice that of the national increase. (See Chart 3)

1. Class 1 Crimes

The total class 1 crimes reported (murder, aggravated assault, forceable rape, robbery, burglary, larceny, and auto theft) according to police figures, has increased in the Model Cities area, although it should be recognize that the Model Cities boundaries do not conform to United

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States census tract boundaries. It would be assumed that census tracts, either completely or partially in the Model Cities area, should be included in any study of crime and its relationship to the residents of this area. Of the 16 census tracts involved, 8 are completely in the Model Cities area and 8 are partially in. (See Chart 1)

In the 16 census tracts in the Model Cities neighborhood, there were 5,748 class 1 crimes reported in 1967, compared to 2,701 for 1962, an increase of 113 percent over the five-year period. It must also be recognized that these are reported crimes, and estimates indicate that from 25 percent to 50 percent of the crime in a ghetto section are never reported to the police. (See Chart 2)

One census tract (34B) showed an increase of 171 percent during the five-year period. (See Chart 7) Three others (24A, 34A, and 36B) showed increases of 144 percent to 164 percent, and 10 of the 16 tracts showed increases of over 100 percent during the five-year span. (See Chart 7)

Class 1 crimes in the Model Cities area in 1967 showed a greater increase, over 1966, than in the City of Portland or the national average. (See Chart 3)

TABLE 1

COMPARISON OF MODEL CITIES CLASS I CRIMES TO THE CITY OF PORTLAND  
AND THE NATIONAL AVERAGE  
1966-1967

	Model Cities Area	City of Portland <sup>2</sup>	National Average <sup>1</sup>
Aggravated Assault	+30%	+47%	+ 9%
Auto Theft	+33%	+16%	+18%
Burglary	+23%	+28%	+15%
Larceny	+23%	+23%	+16%
Robbery	+82%	+67%	+27%
Source 1 Crimes in the United States - Uniform Crime Reports - 1967 Federal Bureau of Investigation			
Source 2 Annual Report 1967 City of Portland - Bureau of Police			



A crime rate must also be recognized as a victim risk rate. In the City of Portland for 1962 the class 1 crimes rate per 1,000 population was 38 while in the Model Cities area it was 47 or 24 percent higher. In the year 1967 the rate in the City of Portland had increased to 70, and in the Model Cities area to 100. Therefore, a person living or visiting in the Model Cities area in 1967 had a 43 percent more chance of becoming a crime victim than did other Portland residents.

TABLE 2

CRIME RATE MODEL CITIES AREA VS. CITY OF PORTLAND  
(Class 1 Crimes per 1,000 population)

Year	City of Portland	Model Cities	Percentage of Inc.
1962	38	47	24%
1963	41	52	27%
1964	48	68	42%
1965	52	72	38%
1966	57	80	40%
1967	70	100	43%

Source 1 Annual Reports 1962 through 1967 City of Portland, Bureau of Police

## 2. Class 2 Crimes

While class 1 crimes were increasing in the City of Portland, and nationally, it was found that class 2 crimes actually decreased in some Model Cities census tracts during 1967 and 1968. (See Chart 6)

In census tracts 22A, 22B and 35B class 2 crimes showed a decline in 1967 (from 1966) of -51 percent, -19 percent and -5 percent, respectively. During this period, class 1 crimes increased in these census tracts by +51 percent, +68 percent and +88 percent.

Further study is needed to determine this trend. There is the possibility that policies and attitudes by the police regarding minor infractions have changed during recent years, and that the officer now overlooks or avoids making an arrest for a minor infraction rather than risk the chance of setting off a serious disorder in the ghetto section.

### 3. Traffic Enforcement

There was no evidence found that any significant difference exists in traffic violator enforcement or traffic accident rate in the Model Cities area, and City of Portland residents.

Of 131 fatal accidents in the city during the past two years (1966-1967) only five fatalities occurred in the Model Cities area. Information on non-injury and personal injury accidents between the two sections did not reflect any significant differences.

### 4. Juvenile Delinquency and Youth Crime

Many black youth are alienated from adult American culture. Because they feel they do not have acceptable outlets to voice their alienation, many of them violate the law. Some feel that the adult world and the police use the law as a means of stifling their energies and their pursuit of equal opportunity.

In 1967 the Portland Police Department referred 4,575 boys and girls to the Multnomah County Juvenile Court--566 came from the Model Cities area. Of these, 179 were white and 387 were black or two out of every three referrals of Juvenile from the Model Cities area were black.

It was also noted a disproportionate number of black youth were arrested for the more serious crimes as indicated in Table 3.

TABLE 3

	<u>Number of Juvenile Arrested</u>	<u>Number Arrested Who Were Black</u>	
Assault & Robbery	38	17	45%
Burglary	318	65	21%
Aggravated Assault	143	45	31%
Buying & Receiving Stolen Property	115	36	31%
<hr/> Source: Annual Report, City of Portland, Oregon, Bureau of Police 1967.			



5. Narcotics and Drug Abuse

A major problem in the Model Cities area is the growing illicit narcotic traffic and dangerous drug abuse. This is especially serious when high school students or other young people are involved. Such drugs as marijuana, barbituates (depressants), amphetamines (stimulants), hallucinogens (such as L.S.D.), as well as hard narcotics, are peddled and used in this area to a greater extent than in other sections of the city.

In recent years there has been both an increase in narcotic traffic in the Portland area, and an increase in police activity regarding this type of violation.

In 1962 there were 28 persons arrested in the City of Portland for violations of narcotic drug laws, while in 1967 there were 248 arrests--an increase during the five-year period of 786 percent.

While the exact number of narcotic arrests made in the Model Cities area was not available, reliable estimates indicate nearly 50 percent occurred in this section.

Complicating this problem is the fact that there are few complainants, and huge profits make the dealing in and sale of drugs attractive to peddlers and underworld characters.

TABLE 4

PERSONS ARRESTED FOR NARCOTIC DRUG LAW  
VIOLATIONS IN THE CITY OF PORTLAND

Year	Number of Persons Charged	Percentage Increase
1962	28	
1963	48	+ 54%
1964	38	- 12%
1965	83	+118%
1966	103	+ 24%
1967	248	+140%

6. Prostitution in Model Cities

The ghetto area is frequented by both prostitutes and their customers. Complaints from citizens have reached both the police and city officials, and considerable news coverage has been given to the problem which still exists, and is increasing. Black methods, wives, and young girls are victims of men in the neighborhood who are looking for prostitutes. Young grade school children are exposed to these conditions, and report them to their teachers and parents.

While arrests for this type violation have increased over the past several years, this has had little deterrent effect toward improving the situation. New approaches must be applied.

TABLE 5

PROSTITUTION ARRESTS CITY OF PORTLAND

Year	Persons Arrested
1965	93
1966	74
1967	133
1968 (1st 9 mos. Jan.-Sept.)	152

Source: Bureau of Records, Portland Police Department



7. Drunkenness and Its Problems

The habitual alcoholic presents an enormous problem to the entire system of criminal justice. One of every three arrests in the United States is for public drunkenness and many of the defendants are habitual repeaters. In the City of Portland during 1967, there were 9,722 persons arrested on this charge, of this number 908 or 9.3 percent were black--more than twice the percentage of blacks in the city. While other sections of the city had more arrests for this violation a large number did come from the Model Cities area.

The criminal process has proven inadequate and inefficient in dealing with this condition. Present methods have neither deterred nor improved this social problem.

Statutory provisions to establish medically-oriented detoxification centers, rehabilitation quarters, and out-patient programs are needed in both Model Cities area and the City of Portland.

Many of these persons remain in the criminal justice system because they are both alcoholics and criminal offenders. In many of these cases the abuse of alcohol can be clearly identified as a significant factor contributing to such criminal behavior as shoplifting, bad check passing, assault and larceny. Treatment should focus on the alcoholism as well as the criminal behavior.

E. Inaccurate and Incomplete Crime Reporting

Considerable feeling exists that a great percentage of the crimes committed in the Model Cities area are unreported. It is recognized that unreported crimes may be as high as 25 percent to 50 percent of the reported crimes in a ghetto area. Current crime reporting, court dispositions and

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parole results are inefficient, often inaccurate, and difficult to trace. There is no central location where these records can be easily found and reviewed.

#### F. Fire Department and Model Cities Service

There is good fire department coverage of the Model Cities neighborhood. The location of one fire station in the Model Cities area and three additional stations within two blocks of Model Cities boundaries insure rapid and complete coverage within standards recommended by national fire insurance engineers.

The area is also served with a strong fire protection water supply. Adequate fire hydrants and fire alarm boxes are spaced throughout the Model Cities' section in accordance with national standards.

First aid emergency service provided by the department is available to Model Cities residents in the same manner as it is available to other citizens.

A major complaint against the Fire Bureau is their total lack of integration and the fact that no black person is now a member of the approximately 690 fire fighting force.

#### 1.142 Basic Causes

##### 1. Social-Economic Factors

There are a number of interrelated socio-economic factors which cause problems in the public safety area. Many of these are factors over which the police have little or no control.

Low income, poor living conditions, educational problems, incomplete family structure, unequal job opportunities, consumer costs of food and subsistence supplies and punitive insurance rates, all add to the



tension of the Model Cities resident. The resulting frustration is often manifested against the police at the first opportunity. This reaction is compounded by the fact that police are seen as the representatives of the white establishment and, therefore, as oppressors of black people.

## 2. The Non-Enforcement Syndrome

The non-enforcement syndrome, or the current tolerance towards overlooking certain infractions and violations of the law, the belief that some people are able to break the law if they choose and that arrest and judication do not follow crime, has resulted in a lack of respect for all laws. The feeling then results in many persons believing they do not have to obey the laws or that they may select which laws they wish to obey and which ones they may overlook. Blacks often see many laws as devices by which whites "keep them in their place." They do not respect such laws or the police who enforce them. In general, disregard for laws is a manifestation of the distrust and contempt many blacks feel toward white society and its value system. As long as they feel that white society is the oppressor and that they have little or no stake in that system, it is not realistic to expect them to respect the law.

If they see the police ignoring some laws and very severely enforcing others, they are given some justification for their belief that laws must really be meaningless. The civil rights movement, with its civil disobedience component, is not a cause of this disrespect for law; it is a manifestation of the present frustration.

## 3. Lack of Black Police Personnel

Very few police are black (as of 11/12/68 only five of 735 sworn Portland police personnel are black, or less than 1 percent);

therefore, the feeling exists that most police are generally anti-black and do not communicate with or understand the black community's problems. It is not the contention of this report that the average police officer is more prejudiced or biased than is the white community of which he is a part. The Portland State Survey is illustrative on this point. The following responses were obtained when officers were asked: "In your opinion, is the Civil Rights movement pushing much too fast, somewhat too fast, about right, too slowly, or much too slowly for equality?" The following chart indicates their response patterns:

TABLE 6

RESPONSE	NUMBER	PERCENT
Much too fast	190	50.7%
Somewhat too fast	132	35.2%
About Right	44	11.7%
Too Slowly	9	2.4%
Much too Slowly	0	0%

TOTALS	375	100.0%
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Source: "The Portland Police Officer", Kenneth R. Gervais, Urban Studies Center, Portland State College, 1967, p. 181.

While many of the respondents may have been thinking of social equality when answering, it is quite important to recognize that these same men are professionally bound by the 14th Amendment of the United States Constitution to supply equal protection of the law to every individual.

Since this group was roughly representative of all Portland Police Department members, it must be said that even if as many as half of these officers are able to divorce their personal opinion from their professional actions, it still means that at least one out of every four officers the black citizen deals with will be biased against that citizen



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because of his race or aspirations for complete equality.

The general public showed considerable different response to a similar question.

"How fast is the civil rights movement pushing for equal rights?"

Response	Number	Percent
Much too Fast	17	7%
Too Fast	117	48%
About Right	91	37%
Too Slowly	21	8%
Much too Slowly	0	0%
Totals	246	100%

Source: "Portland Police: The Public View", Kenneth R. Gervais, Urban Studies Center, Portland State College, 1967, p. 67.

Black citizens complain of officer verbal abuse like older men being called "boy." Police condescension is thought to be widespread. This feeling is very detrimental to police community relations.

The black resident has the feeling that the police do not understand the black community nor its problems. Police deal more frequently with one element of the black community, they tend to stereotype all blacks as being lawless, unreliable, and untrustworthy. Due to the nature of his work and the restriction or confinement of the patrol car, the white officer has little chance to become acquainted with the other, larger and more responsible segment of the black community.

Various studies, both nationally and locally, indicate the extent of this isolation and feeling of alienation the police officer feels.

"Survey conducted for the Crime Commission in several places in the nation indicates that police officers feel the public gives police work a low prestige rating and has only fair or poor respect

for policemen. Less than a third of the police officers felt the prestige rating given police work by the public was good or excellent. In these surveys, on a scale of things the police liked or disliked about their jobs, only the hours worked rated lower than the feeling of the police that the public holds them in low esteem. Public hostility affects police morale, can make police officers less enthusiastic about performing their jobs well, and can be a factor influencing some officers to leave police work. (2)

A similar pattern exists locally.

In a questionnaire administered to Portland policemen, the question was asked: "Which of the following words do you feel describes most accurately the attitude of most citizens toward the police?" Thirty-one percent of 384 Portland police respondents thought the public was suspicious, antagonistic or hostile. Twenty-nine percent felt the public was indifferent and 40 percent responded that the public was impartial, friendly, or cooperative. In the same survey, when asked where police work ranks and where it should be on a job status scale of from 1-9, 325 Portland police ranked present job status as a median of (4) but felt it should rank 7. Apparently there is a great difference between a police officer's perception of his present status and his aspired status. (3)

#### 4. Police Attitudes and the Communication Gap

Many residents feel the police are disrespectful and overbearing and that the black person has little or no recourse for this treatment. It is felt by many residents that no procedure exists whereby the black resident can make a complaint against the police, and that if one is made, it will be handled in a routine cursory manner. It is also widely believed that the black complainant does not command the same attention as does a member of the white community, and that he has little or no

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<sup>2</sup>City Club Report, City of Portland, Oregon.

<sup>3</sup>Gervais, Kenneth R., "The Portland Police Officer." Portland, Oregon: Urban Studies Center, Portland State College, 1967.



access to discuss his problem or complaint with a high level police official.

#### 5. Situational Conflict

One of the most pressing problems confronting local law enforcement agencies is their relationship with the community. This problem becomes extremely acute when considered in context of the relationship of the police with the black community. Because of historical circumstances there exists a general attitude within the black community that the police operate under dual standards--one standard for the dominant community and another for the black community. Numerous surveys have revealed that the black community views the police with suspicion, distrust and even resentment. The residents of the ghetto see the police officers as the first line representative of the "status quo," the "oppressor." Many residents of the ghetto allege that the police, while working in the black community, habitually discriminate against blacks and treat them much more harshly than they do members of the white community. Consequently, the traditional police role of enforcing the law and enforcing white middle-class concepts of morality, have placed them in the position of being seen as an occupying force in hostile enemy territory, especially by the members of the black community who are at odds with the conventional dominant social system. As a result, an atmosphere has been created in which the claim by minority group persons of police maltreatment and the police counterclaim of minority group defiance and resistance to police authority is becoming a self-fulfilling prophecy. If the black community feels that each time they are contacted by the police they will be roughly treated, and if the police officer feels that each time he attempts to carry out his duty in the black community he will be met with resistance a situation may very well develop whereby the

very expectations of the two groups will create exactly what each expects.

Traditional police practices only tend to re-enforce the pre-existing attitudes of the black community. These attitudes are re-enforced not so much because of conscious acts, but because of the very nature of the relationship between the police and the ghetto community. For example, studies have shown that the crime rate is disproportionately high in the low-income black community. The majority of these crimes are crimes against property committed by young people. (See Chart 9) The black ghetto is generally characterized by a high proportion of young men who are unemployed. Although this fact would tend to explain why the crime rate is higher in the ghetto than it is in high-income areas, the very fact that the rate is higher creates problems of police-community relations. To begin with, the police cannot effectively enforce the law in high-crime areas to the same degree they can in low-crime areas. Consequently, a larger number of crimes go unsolved and a larger number of law breakers are left free in the community to practice their illegal activities. The inability of the police to effectively enforce the law in high-crime areas can be attributed to the large number of cases they must handle, which precludes them from spending adequate time on each case. This creates an attitude in the black community that the police are not efficient and results in a general feeling of insecurity and fear. A common complaint from the black community is that the police fail to provide adequate police protection for them.

The second effect the high crime rate has on police-community relations relates to the individual police officer who may tend to handle routine contacts with people in the ghetto differently than he handles similar contacts in a high-crime area. Jerome Skolnick pointed out the



fact that the police role is based upon two variables, (1) danger, and (2) authority. The element of danger, which is characteristic of the police occupation, makes the police attentive to signs of potential violence. They are trained to be suspicious; but because of the short period of time allotted to training, their training is geared toward the handling of the worst possible circumstances with little time being devoted to normal conditions. Consequently, the police develop a "short-hand" method of identifying certain people as potential assailants, e.g., manner of dress, gestures, speech, et. Within the ghetto, this "symbolic assailant" may be identified by the color of his skin. When the police stop residents of a high-crime area they are likely to be met with an aggressive response characterized by defensive hostility, abusive language or even violence. Because such responses often occur in the black community, any black man then becomes identified as the "symbolic assailant." The police, in reacting to such experiences, tend to develop a "self-protective" manner when approaching all black people within the ghetto and may become tactless or even insulting to people who are law-abiding citizens.

The element of danger which forces the police to develop a perceptual shorthand to identify the potential assailant, e.g., the black man, also tends to undermine the judicious use of authority. So, when the police are met with a hostile reaction from members of the black community, they become less attentive to the rule of law and tend to apply less judicious application of their authority. In addition, the element of authority serves to set the police officer apart from the conventional world, and even more so from the black world. He therefore experiences a strong need to find his identity with his occupational group. This results in a close

group solidarity and the development of a "we vs. they" attitude.

From this, it can be concluded that the element of danger leads to self defensive conduct which gives rise to fear and anxiety. The element of authority, rather than rational judgment, is used as a tool to reduce threats. Since it is impossible to separate these two variables, the answer must be found in extensive training for the police.

The authority of the police contributes to negative police-community relations in another way. The black youth, in developing a new sense of self-identity, racial pride, and militancy, have rejected the conventional white middle-class concept of morality. This has resulted in the widening of the gap between the police and the black community since the police are seen as the visual representatives of the authority of the dominant society which is seen as serving to maintain the status quo. As a result, conventional police practices, e.g., field interviews, aggressive patrol, etc., are looked upon by the black community with increasing bitterness. The black youth, in rejecting what is considered to be an oppressive system, release their bitterness, aggressions and frustrations on the police. This results in the police themselves becoming a target for bitterness and prejudice and any incident of misconduct on the part of the police may be magnified, often taking the form of exaggerated rumors. As a result, the general atmosphere of discontent and resentment of authority is directed toward the police; thereby, further polarizing the two groups.

The very nature of police work, then, places the police in a negative position within the black community. They have traditionally been forced by the system to play an adversary role in the ghetto and even the sincere attempts to enforce the laws have resulted in a barrier between



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them and the people they are sworn to serve and protect. This polarity and social distance prohibits the police officer from being a protector of the ghetto because he is deprived of the active citizen assistance which is necessary if he is going to carry out his responsibility.

If this "vicious cycle" is to be broken, barriers must be destroyed and good will established on both sides. This can only be accomplished by a change in the attitudes of the ghetto residents toward the police and the attitudes of the police toward ghetto residents.

Even though there are stresses in law enforcement, the police cannot be blamed entirely for the existing problem. In many ways it is the structure of the society itself which contributes to the abnormal condition. However, it will not suffice to say that the ghetto residents are alienated or estranged from the conventional norms of social institutions, including law enforcement. It might be well to say that the reactions of the ghetto residents are a normal reaction to an abnormal situation. As such, and since the police already constitute an organizational structure conducive to change, it is only logical to assume that they should take the initiative in devising an effective program aimed at alleviating the current polarization that exists.

#### 1.143 Deficiencies and Existing Services

The above discussion of the basic causes is concerned with existing services and their related deficiencies.

#### 1.144 Goals

A. To improve the relationship between the police and residents of the Model Cities area by increasing mutual respect between the two groups to the same level it exists in other parts of the city.

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B. To supplement law enforcement activities with programs and procedures which emphasize crime prevention, repression and solution; thereby, making the Model Cities area as safe a place in which to live and work as elsewhere in the city.

C. To integrate the Portland Fire Department by increasing black representation to the same proportion that blacks are represented in the city as a whole.

1.145 Program Approaches

A. A police-community relations program will be developed in the Model Cities area which will include the following components:

1. An intensified and innovative police in-service training program designed to focus on the human relations factors which are so important to modern police work. The ultimate goal of this training program will be to teach the police how to continue doing their job with the maximum effectiveness while building public confidence that fair and equal law enforcement is being maintained at all times. The program will utilize a variety of teaching techniques.

2. Establish a police-community center in the Model Cities area. The center will be designed to make the police readily accessible to the residents of the area and increase the likelihood of positive contact between police and residents.

3. Establish police-community relations advisory committees in the eight school districts in the Model Cities area. These committees would have the responsibility of identifying problems that effect positive police-community relations in their respective areas and offering suggestions for solving these problems.



4. Establish a Model Cities police-community relations steering committee composed of representatives from the eight Neighborhood Advisory Committees. This committee would have the responsibility of reviewing police procedures and practices as they relate to police service in the Model Cities area. In addition, the steering committee would promote dialogue between the police and residents.

5. Implement a citizens ride-a-long program which would allow residents of the Model Cities area to see the problems encountered by the police in their day-by-day work.

6. Develop, print and distribute a "Model Cities Citizen Guide to Public Safety" book. The purpose of this book will be to acquaint the citizens with the various services which exist to protect him and to inform citizens of their rights and responsibilities in the area of public safety.

7. Provide a means whereby residents of the Model Cities area can register their complaints against the police and have them received and investigated in an objective and fair manner. This will be accomplished by the establishment of an internal affairs unit within the police department. To assure that the residents have a method of voicing their complaints, a citizens complaint form will be developed and distributed in the community.

8. Improve the caliber of police service in the Model Cities area by developing a method whereby all officers assigned to that area will be screened. This will be done to insure that officers with known prejudices or a history of conflict with people will not be assigned to such a sensitive area.

9. Assign police-community relations officers to the Model Cities

area. These officers will have the responsibility of developing positive contacts with the residents by identifying socio-economic problems and referring the person possessing these problems to the community agency equipped to handle the problem.

10. Improve police-community relations by having more black policemen on the force. A variety of methods will be explored to increase the number of black policemen on the Portland Police Bureau. An evaluation will be made of the Department's entrance requirements and recruitment procedures to determine if they should be altered to attract more black recruits. In addition, the Department's testing procedure will be evaluated to determine if they are discriminatory. A law enforcement community relations internship program and a community service officer internship program will be designed to recruit black policemen.

11. Establish a procedure whereby officers are awarded for acts of good police-community relations.

12. Give consideration to the establishment of a family crisis unit. The purpose of this unit would be to specialize in handling family disputes which occupy a large percentage of police time.

13. Establish a Police Elementary School program designed to improve children's concept of law and justice.

14. Establish a summer institute on law and justice for elementary and high school social science teachers and counselors. This program is designed to bring about desirable changes in the teachers' attitude toward the police, which in turn will be passed on to their students.

15. Consider changing the police uniform to make it less combative in appearance.



16. Establish police-youth discussion groups. This program will bring the police and the youth of the Model Cities area together in a non-enforcement and non-controlling atmosphere in order to develop mutual understanding and respect.

B. The crime reduction efforts of the Model Cities program will direct its efforts at improving the caliber of police service in the Model Cities area and involving the residents in the cause of crime prevention as follows:

1. Implement the "team policing" concept in the Model Cities area. This program is designed to coordinate the activities of all aspects of police work in an effort to discover and solve crime.

2. Implement police-community relations advisory committees in the eight Model Cities school districts. This program will be designed to increase citizen involvement in the cause of crime prevention, crime reporting and the willingness to serve as a witness. This program is described in Goal I, Item 3.

3. Establish a Model Cities Youth Care Center and specialized Foster Home Program. The purpose of this program is to provide specialized foster homes for disadvantaged youth from the Model Cities area who have been referred to the Juvenile Court; thereby, decreasing the likelihood of the youth continuing in a career of delinquency. The program is also designed to cut down on the recidivism rate, which in turn should reduce the crime rate.

4. Assign police-community relations officers to the Model Cities area. This program is described in Goal I, Item 9. The program should affect the crime rate by removing some of the socio-economic

problems that are conducive to the commission of crime.

5. Implement a youth vehicle reconstruction program. This program is designed to engage the youth of the Model Cities area in a constructive cooperative enterprise designed to occupy their time, provide them with a skill, and make money. Since a large percentage of the crime committed in the Model Cities area involve young people, this program should have a positive effect on reducing the incident of crime.

C. The third goal of integrating the Portland Fire Bureau will involve the following program approaches:

1. Examine the Fire Bureau's recruitment policies to determine if any efforts are made to attract black firemen.

2. Test the validity of the Fire Bureau's testing procedure. The written examinations will be evaluated to determine if it contains any cultural basis which would discriminate against black candidates. The oral examination panel should have on it a black representative to check for discrimination in that phase of the selection process.

3. Develop a program to train blacks to pass the Fire Bureau's written examination.

D. Additional Elements

Closely related to the crime problem within the Model Cities area is the problem of narcotic and drug abuse. Although no particular program approach has been designed specifically for the narcotic and drug abuse program, it will be an item of consideration of both police officials and the citizens of the Model Cities area. In considering this problem and its inherent effect upon the crime rate, the combined efforts of police and citizens will be directed toward devising methods of reducing the



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incidents of narcotic and drug abuse in the Model Cities area. One method of reducing narcotic and drug abuse which will be explored will be an educational program designed to impress upon school children the negative effects such indulgence has upon an individual. Second, emphasis will be placed on the detection of narcotic and drug abuse and the enforcement of the related laws. It is envisioned that the most effective enforcement efforts should be aimed at alleviating the source of the illegal drugs and narcotics which are peddled in the Model Cities area.

Closely related to the narcotic and drug abuse problem is the problem of prostitution in the Model Cities area. The two problems are closely related in that research has shown that a large percentage of females who practice prostitution also indulge in illicit use of narcotics. Here, also, no specific program approach has been developed specifically for the prostitution problem. Nevertheless, the matter will also be considered by the police and Model Cities residents. One most effective method of cutting down on open prostitution in the Model Cities area would be to enact a law designed to arrest and punish the male partner of the act. Such a law has been proposed and efforts will be made to have it enacted in the forthcoming legislative session. Since the vast majority of the males who patronize the prostitutes who practice their trade in the Model Cities area are white, it is logical to assume that they are not residents of the Model Cities area. Consequently, a law subjecting the male to arrest for his participation in the act should be a deterrent and thereby reduce the number of white males who frequent the area in search of extra-curricular activities. Removal of the customer should also remove the seller.

The third problem for which no specific program approach was

#### 1.145 (7)

developed is that of drunkenness. Many experts in the field of medical-criminology suggest that chronic drunkenness should not be considered a crime, rather should be treated as an illness. As such, there is a need to explore new methods of dealing with the problems of drunkenness. The most current thinking relating to the problem of drunkenness is that the alcoholic offender should be treated medically rather than handled as a criminal. In line with that chain of thought, consideration will be given to the establishment of detoxification centers as a method of dealing with this enormous problem.

#### 1.146 Strategy

A. Portland Model Cities program places its greatest importance on obtaining Goal A (improvement of police and community relations). This is done because the goal of improving police and community relations is a necessary prerequisite for accomplishing Goal B (reduction in the crime rate).

Contrary to popular belief, the "thin blue line" alone cannot solve the crime problem. If the police do not have the cooperation of the public, their efforts of crime reduction will be fruitless. There are not enough policemen, nor could the city afford to hire enough, if the public did not voluntarily obey the law. The programs of police-community relations, as incorporated in this project, are designed to eliminate many of the negative attitudes held toward the police and eventually involve the citizen as a partner in crime prevention. This is very important, since crime, like slums, poverty, and discrimination is a total community responsibility.

The next goal priority is given to Goal C (integration of the Portland Fire Bureau).



B. The problem of police-community relations will not be solved by words alone. The police will, and rightfully so, be judged on their deeds. Consequently, the first priority in accomplishing the goal of improving police-community relations is the police in-service human relations training program. It is generally recognized that a person perceives any information he receives based upon his preconditioning. As a result, one uniformed officer becomes a symbol of not only all other policemen, but also a symbol of government and the law. If, in the minds of the public he is brutal and prejudiced, then all policemen, the government, and the law becomes the same. It is for that reason financial and timing priority is given to this program approach.

Second priority is placed on the establishment of the eight Neighborhood Advisory Committees and the Steering Committee. Since the latter is dependent on the former, both are given equal priority in timing and financing. The emphasis placed on this program approach relates to the importance of citizen participation in the police mission.

Next priority is placed on the establishment of a police-community relations center in the Model Cities area. This is because a remote police headquarters only serves to increase the social and physical distance between the police and the public. The overall program of improving police-community relations demands that the police be readily accessible to the public.

The establishment of a Summer Institute on law and justice for school teachers and the police elementary school program are given equal priority and thereby placed in this sequence. These two program approaches are interrelated in that the attitudes of the children are influenced to a

degree by the attitudes of their teachers. Since the youth are in the attitude development stage, positive contact with the police would assist in their developing positive attitudes toward law enforcement and processes of justice.

The Law Enforcement Community Relations Internship Program and the Community Service Officer Program are placed on equal status at this stage in the priority sequence. The timing and financing of these two programs is equated to the importance placed on attracting more black policemen. Each of the two programs is designed to accomplish that important goal.

The remaining program approaches developed to accomplish this goal are considered collectively in priority assignment, since the monetary involvement is small or non-existent. This is not to say, however, that they are not considered important, rather that they are approaches which can be implemented in conjunction with the above program approaches without great expenditures.

In developing a strategy for the second goal of reducing the crime rate in the Model Cities area, the implementation of the vehicle reconstruction program is given top priority. This is being done because the greatest percentage of crime committed in the Model Cities area is crime committed by youth and over 40 percent of the Model Cities population is under 21 years of age. Therefore, this project, designed to involve the youth in constructive activities, is given first priority.

Second priority in timing and financing is given to the assignment of police-community relations officers to the Model Cities area. Since these officers will be responsible for discovering the socio-economic



1.146 (4)

problems that might lead a person to commit a crime, it constitutes a "before the fact" policing effort aimed at crime prevention.

The next priority is assigned to the establishment of a Model Cities Youth Care Center and Specialized Foster Home Program. The importance of reaching the youth before they have developed a strong identification with a life of delinquency accounts for the importance given to this program and its sequential placing.

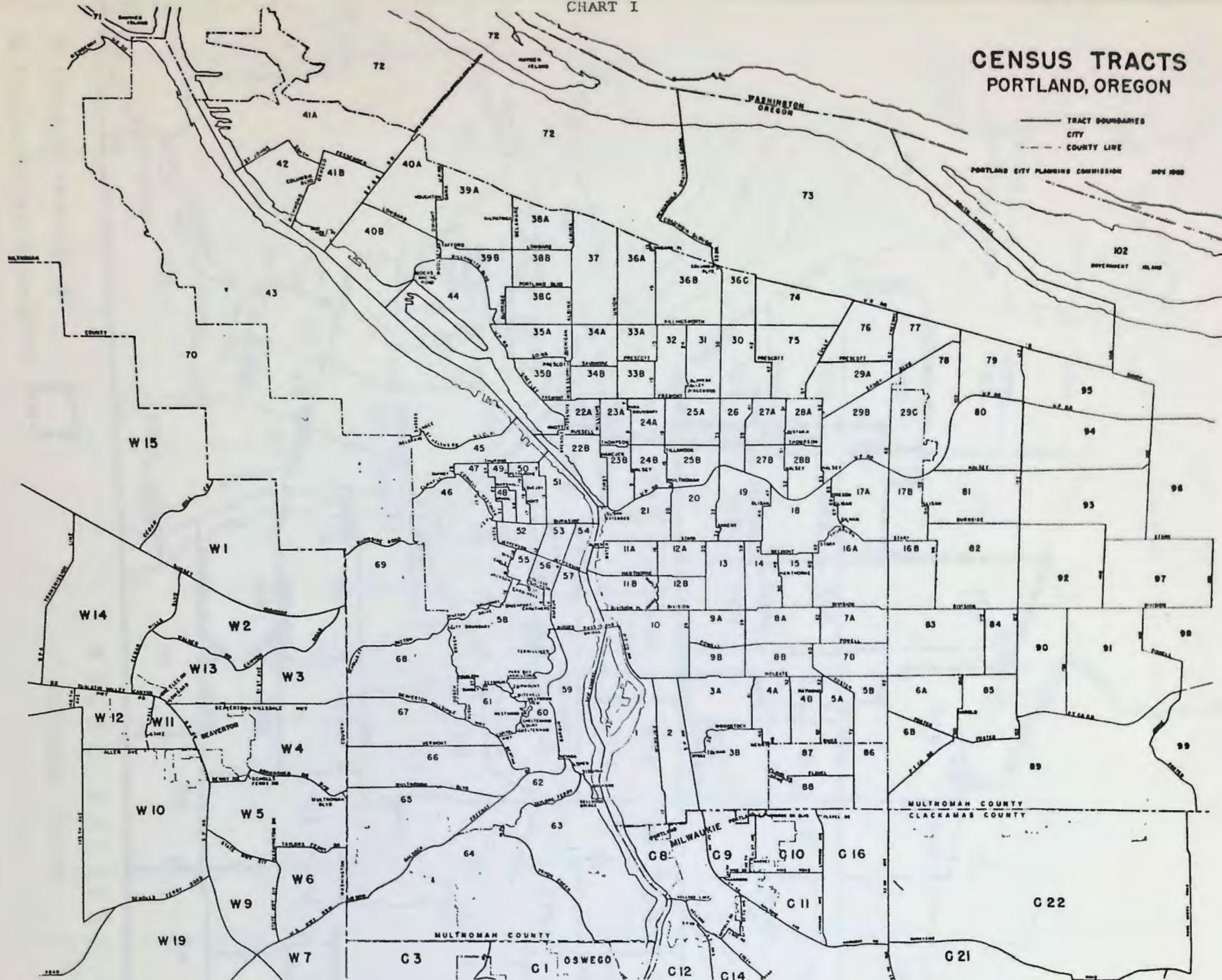
The "team policing" concept is one which is a no-cost item and can be implemented upon the implementation of the other program approaches. The police-community relations advisory committees have previously been given a priority rating under Goal A.

In achieving Goal C, first priority is given to examination of Fire Bureau's recruitment program. Closely related, and given second priority, will be testing the validity of the Fire Bureau's examination procedure. Next, a program will be designed to train Fire Bureau candidates to pass the civil service examination.

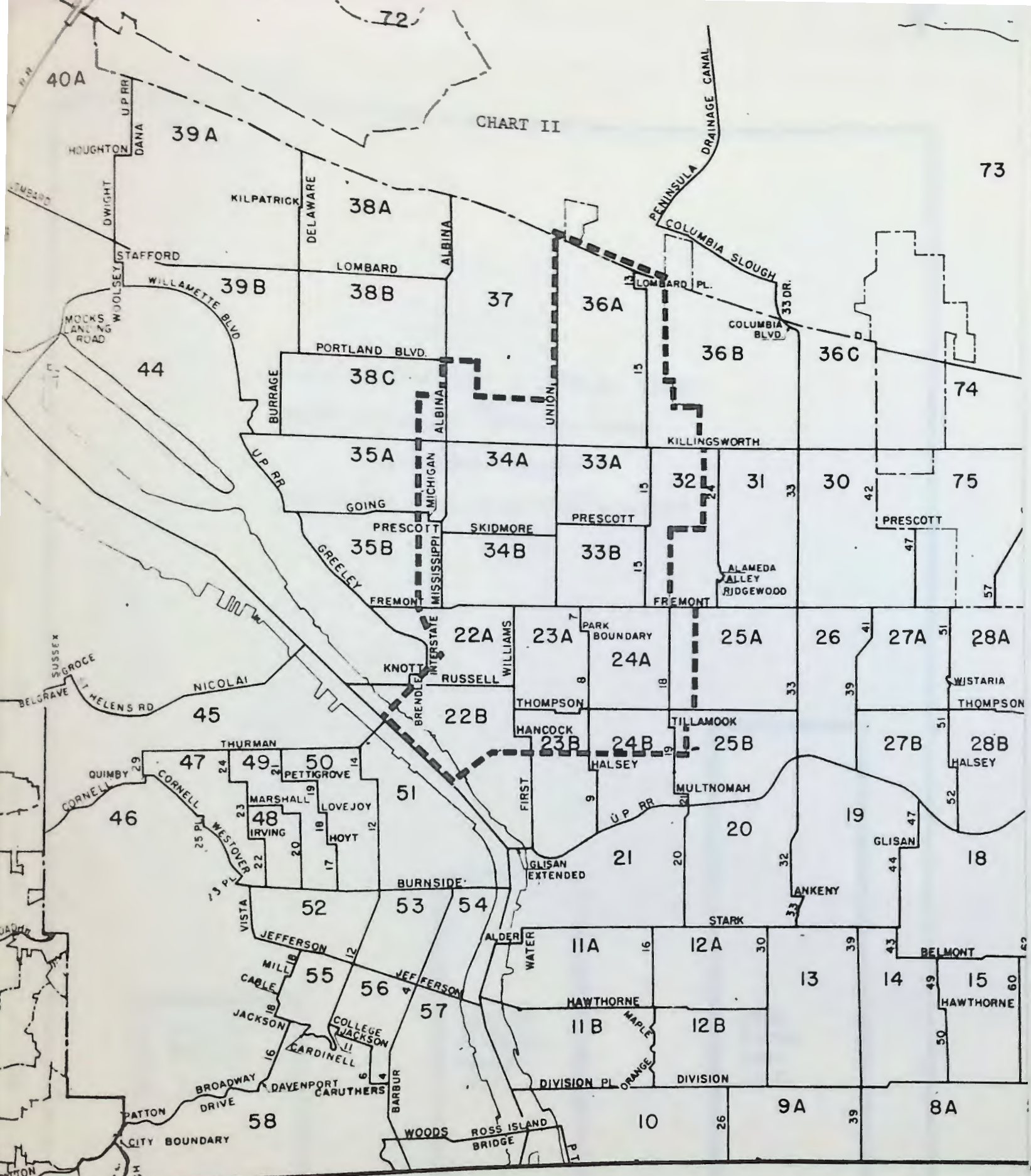
**CENSUS TRACTS**  
**PORTLAND, OREGON**

TRACT BOUNDARIES  
CITY  
COUNTY LINE

PORTLAND CITY PLANNING COMMISSION NOV 1968







MODEL CITIES

PORTLAND, OREGON

CHART III

CRIME RATES  
1962 thru 1967

NATIONAL AVERAGE, CITY OF PORTLAND, OREGON  
AND  
MODEL CITIES AREA PORTLAND, OREGON  
ALL CLASS I CRIMES

(Percentage of Increase 1962 thru 1967)

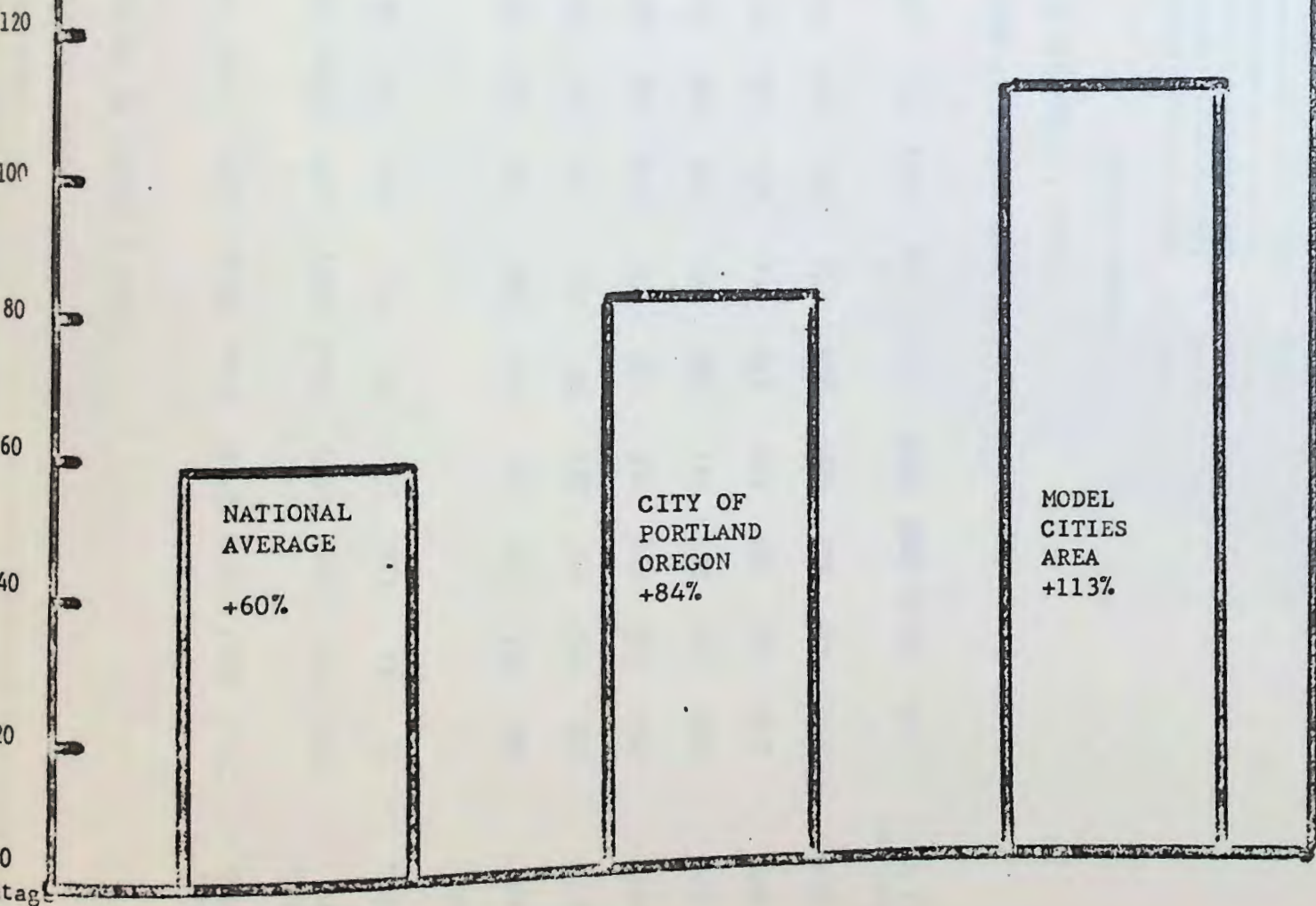




CHART IV  
MODEL CITIES AREA

CLASS I CRIMES BY SELECTED CENSUS TRACTS

CENSUS TRACTS	22-A	22-B	23-A	23-B	24-A	24-B	32-A	33-A	33-B	34-A	34-B	35-A	35-B	36-A	36-B	38-C	Total	
POPULATION	2877	993	3241	1979	3665	2461	4685	3004	3257	4053	3412	4184	3048	4977	6779	4640	57,255	
BLOCKS	78	93	139	101	59	73	105	74	66	83	65	101	70	127	115	94		
YEAR	Total % Inc.																	
1962	185	212	219	202	101	396	111	163	118	224	182	148	113	186	133	107	2701	
1963	186	157	272	291	89	442	134	210	151	226	163	136	89	189	144	150	2959	9 %
1964	249	258	260	310	120	500	168	312	182	367	329	163	144	221	175	131	3882	28 %
1965	249	220	287	347	189	459	206	306	245	362	320	147	144	294	225	151	4151	7 %
1966	276	338	334	433	176	546	205	335	215	375	342	148	140	256	261	64	4620	11 %
1967	280	355	447	406	249	790	224	318	254	548	493	233	200	375	352	224	5748	23 %
Percent of Inc.	51%	67.5%	104%	101%	146.5%	99%	102%	95%	112%	144.5%	171%	57.5%	77%	101.5	164.5	109	101.4%	78 %

CRIME RATE MODEL CITY AREA VS CITY OF PORTLAND

(Class I Crime per 1,000 population)

	Model Cities	City of Portland
1962	47-----	38
1963	52-----	41
1964	68-----	48
1965	72-----	52
1966	80-----	57
1967	100-----	70

CHART V  
ANALYSIS BY CENSUS TRACT AND CRIME CLASSIFICATION FOR  
MODEL CITIES AREA FOR 1966 and 1967  
CITY OF PORTLAND, OREGON - 1966

CENSUS TRACT	HOMICIDE	RAPE	ROBBERY	ASSAULTS	BURGLARY	LARCENY	AUTO THEFT
22A		1	17	45	66	80	17
22B		2	14	13	84	163	16
23A	1	1	18	50	96	117	15
23B		2	9	20	94	247	34
24A			7	16	41	82	22
24B			23	17	39	404	81
32		2	7	15	80	87	17
33A		2	10	39	79	206	28
33B	1		8	24	58	123	15
34A	1	1	28	59	117	173	30
34B	1	2	15	78	118	137	29
35A	2		7	14	50	80	10
35B			9	16	44	82	5
36A	1	2	7	30	93	129	18
36B		3	13	10	82	150	29
38C			4	8	27	106	22
TOTAL 1966	7	18	196	454	1168	2366	388



## CHART V (2)

## MODEL CITIES AREA CENSUS TRACTS - 1967

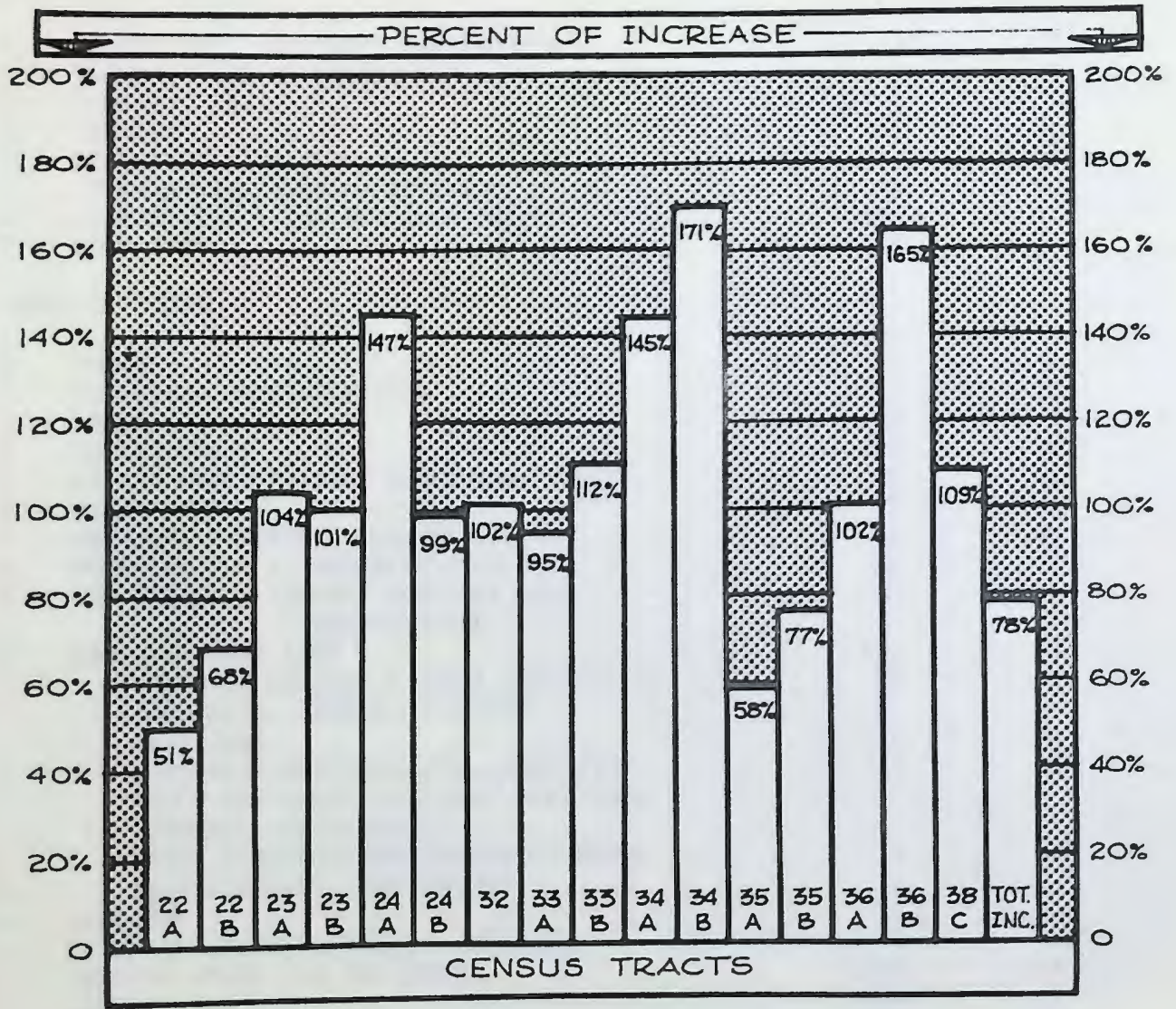
CENSUS TRACT	HOMICIDE	RAPE	ROBBERY	ASSAULTS	BURGLARY	LARCENY	AUTO THEFT
22A			23	61	62	110	24
22B		1	13	25	102	200	15
22C					1	2	
23A		1	27	65	116	202	34
23B			21	25	81	240	39
24A			17	29	89	96	21
24B			42	35	80	549	86
32		1	14	18	90	91	20
33A			33	50	73	198	28
33B			20	27	71	113	23
34A		3	31	73	156	227	57
34B	4	1	31	77	141	173	66
35A		2	14	13	68	110	27
35B			12	22	56	94	16
36A		1	26	34	115	178	21
36B	1	1	17	21	102	182	27
38C		1	16	14	39	141	13
TOTAL 1967	5	12	357	589	1432	2906	517
PERC. DIFF.	-40%	-50%	+82%	+30%	+23%	+23%	+33%

CHART VI  
CITY OF PORTLAND, OREGON  
MODEL CITIES AREA  
CLASS II CRIMES BY SELECTED CENSUS TRACTS

CENSUS TRACT	22-A	22-B	23-A	23-B	24-A	24-B	32-A	33-A	33-B	34-A	34-B	35-A	35-B	36-A	36-B	38-C
POPULA- TION	2877	993	3241	1979	3665	2461	4685	3004	3257	4053	3412	4184	3048	4977	6779	4640
BLOCKS	78	93	39	101	59	73	105	74	66	83	65	101	70	127	115	94
YEAR																
1962	393	241	199	197	57	127	75	141	96	155	200	84	81	116	77	76
1963	370	195	238	204	57	160	72	131	91	188	201	88	66	130	39	88
1964	322	198	215	177	66	159	63	149	95	177	209	82	81	125	80	89
1965	252	166	208	148	104	155	86	185	118	211	195	82	73	161	99	114
1966	173	154	180	194	92	154	72	142	122	220	241	111	87	173	105	26
1967	192	196	228	220	108	214	90	182	102	212	224	112	77	179	110	109
% of Increase	- 51%	-13.5%	14.5%	11.5%	89.5%	68.5%	20%	29%	6%	37%	12%	33%	-5%	54%	43%	42%



CHART VII



■ CLASS I CRIMES ■

■ Percentage of Increase by Model Cities Census Tracts for 1962 through 1967.

MODEL CITIES

PORTLAND, OREGON

CHART VIII  
CITY OF PORTLAND, OREGON - 1967  
ANALYSIS OF PERSONS CHARGED BY RACE

ADULTS

CLASSIFICATION OF OFFENSES		WHITE	NEGRO
CLASS I CRIMES			
1	MURDER/NON. NEGLIGENT MANSLAUGHTER	3	2
	MANSLAUGHTER BY NEGLIGENCE		1
2	FORCIBLE RAPE	11	3
3	ROBBERY	82	41
4	AGGRAVATED ASSAULT	412	164
5	BURGLARY: BREAKING OR ENTERING	156	56
6	LARCENY-THEFT (EXCEPT AUTO THEFT)	520	97
7	AUTO THEFT	46	18
CLASS II CRIMES			
1	ARSON	2	2
2	FORGERY & COUNTERFEITING	49	15
3	FRAUD	65	3
4	EMBEZZLEMENT	107	25
5	STOLEN PROP: BUYING, RECEIVING, POSSES.	89	41
6	VANDALISM	8	1
7	WEAPONS: CARRYING, POSSESSING, ETC.	80	76
8	PROSTITUTION & COMMERCIALIZED VICE	64	68
9	SEX OFFENSES (EXCEPT FORCIBLE RAPE & PROSTITUTION)	37	1
10	NARCOTIC DRUG LAWS	157	63
	OPIUM OR COCAINE & THEIR DERIVATIVES (MORPHINE, HEROIN, CODEINE)	18	35
	MARIJUANA	131	20
	SYNTHETIC NARCOTICS-MFG. NARCOTICS WHICH CAN CAUSE TRUE DRUG ADDICTION (DEMEROL, METHADONES)	5	2
11	OTHER DANGEROUS NON-NARCOTICS DRUGS	3	6
12	(BARBITURATES, BENZEDRINE)		
13	GAMBLING	11	3
14	OFFENSES AGAINST FAMILY & CHILDREN	6	1
15	DRIVING UNDER THE INFLUENCE	1520	109
16	LIQUOR LAWS	434	9
17	DRUNKENNESS	7067	908
18	DISORDERLY CONDUCT	306	98
19	VAGRANCY	275	76
	ALL OTHER OFFENSES (EXCEPT TRAFFIC)	670	160
	TOTAL	12,166	2,038



CHART IX  
CITY OF PORTLAND, OREGON - 1967  
ANALYSIS OF PERSONS CHARGED BY RACE  
JUVENILES

CLASSIFICATION OF OFFENSES		WHITE	NEGRO
CLASS I CRIMES			
1	MURDER & NON-NEGLIGENT MANSLAUGHTER	4	1
2	FORCIBLE RAPE	2	
3	ROBBERY	21	17
4	AGGRAVATED ASSAULT	98	45
5	BURGLARY: BREAKING AND ENTERING	253	65
6	LARCENY-THEFT (EXCEPT AUTO THEFT)	1132	274
7	AUTO THEFT	210	42
CLASS II CRIMES			
1	ARSON	15	11
2	FORGERY AND COUNTERFEITING		
3	FRAUD	1	
4	EMBEZZLEMENT	18	9
5	STOLEN PROP: BUYING, RECEIVING, POSSES.	79	36
6	VANDALISM	147	25
7	WEAPONS: CARRYING, POSSESSING, ETC.	38	10
8	PROSTITUTION/COMMERCIALIZED VICE	1	3
9	SEX OFFENSES (EXCEPT FORCIBLE RAPE & PROSTITUTION)	9	
10	NARCOTIC DRUG LAWS	17	1
	OPIUM/COCAINE & THEIR DERIVATIVES (MORPHINE, HEROIN, CODEINE)	2	
	MARIJUANA	15	1
	SYNTHETIC NARCOTICS-MFGD. NARCOTICS WHICH CAN CAUSE TRUE DRUG ADDICTION (DEMEROL, METHADONES)		
11	OTHER DANGEROUS NON-NARCOTIC DRUGS (BARBITURATES, BENZEDRINE)		
12	GAMBLING	98	12
13	OFFENSES AGAINST FAMILY/CHILDREN	10	
14	DRIVING UNDER THE INFLUENCE	504	15
15	LIQUOR LAWS	100	6
16	DRUNKENNESS	125	43
17	DISORDERLY CONDUCT	144	8
18	VAGRANCY	2543	282
	ALL OTHER OFFENSES (EXCEPT TRAFFIC) SUSPICION		
TOTAL		5,569	905

# CHART X

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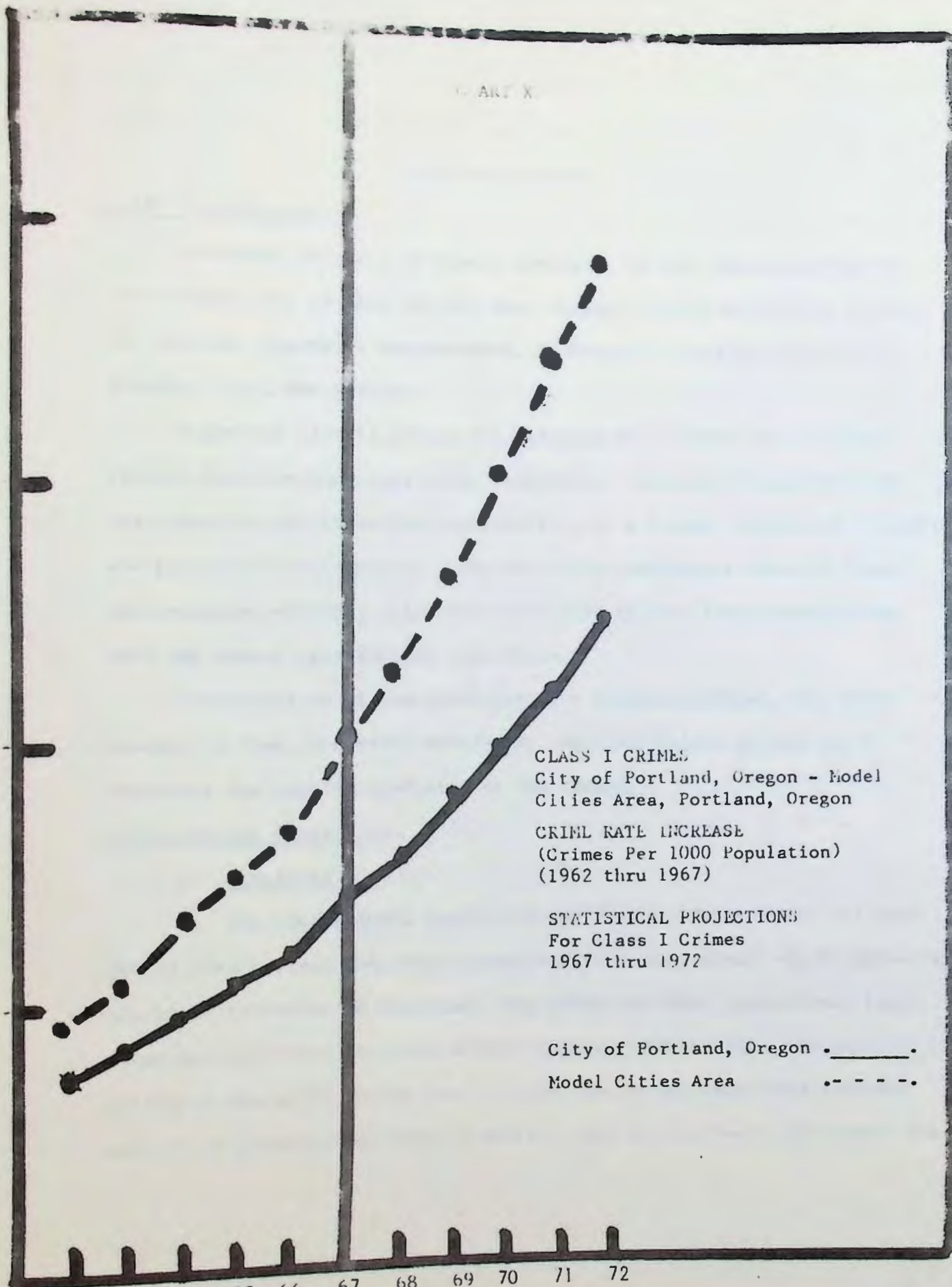
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CLASS I CRIMES  
City of Portland, Oregon - Model  
Cities Area, Portland, Oregon  
CRIME RATE INCREASE  
(Crimes Per 1000 Population)  
(1962 thru 1967)

STATISTICAL PROJECTIONS  
For Class I Crimes  
1967 thru 1972

City of Portland, Oregon . . . . .  
Model Cities Area . . . . .

Year 1962 63 64 65 66 67 68 69 70 71 72





## 1.160 RECREATION

### 1.160 Introduction

Portland, the City of Roses, possessor of more open area than any other major city in this nation, has, through neglect and abuse, allowed one section, the Model Neighborhood, to become an area of asphalt playgrounds, i.e., the streets.

Organized play is almost non-existent for children which largely results from the poor facilities available. Inadequate facilities mean that negative attitudes develop resulting in a further diminution of parks and playground utilization. More and better employment, greater income and increased mobility will result in added leisure time necessitating more and better recreational facilities.

Participation of the residents in a program designed, to a large extent, by them, and meant solely for them, has bright promise for a healthier and happier community of the future.

### 1.161 Initial Conditions

#### A. Attitudes

The recreational facilities and programs found within the Model Cities area reflect the overall quality of the environment which confronts the black community in Portland. The parks and other recreational facilities are deficient in terms of both quantity and quality. The general upkeep of the parks in the Model Cities area is not consistent with the quality of attention devoted to parks in the white areas of the city. The

1.161 (2)

facilities that are available are minimal and not sufficiently diversified to meet the needs of the various age groups within the area.

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

For many residents of the area, particularly the poor and aged, it is a lonely life. The attempts of many people to master the complexities of urban life are fraught with frustration and ultimately fail. Older people (50 and over), which comprise 14.5 percent of the Model Cities residents, are often living on subsistence level.

Thirty percent of all Model Cities residents live on an income of \$3,000 per year, or less. This decreases even further the chances for meaningful social contact and increases the feeling of isolation. This feeling of isolation from friends, family and community leads to feelings of abandonment and despair, anger, and hostility. Believing personal failure, these people can either withdraw from community life, or attack blindly. In either case, constructive activity is thwarted and the



destructive cycle continues.

#### B. Facilities

There is a general lack of parks and open spaces within the black ghetto areas which could enhance the neighborhood and provide activity areas for young and old. At present, there are only five parks in the entire area. Particularly needed are smaller vest pocket parks for use by neighborhoods. Aggravating the situation is the bad location of the existing parks. The existence of business and industry around three parks destroys their attractiveness and utility. Lillis Albina Park is bordered by the Minnesota Freeway on one side, and the three remaining sides are primarily business and light industry. Dawson Park and the Knott Street Community Center are poorly located in an undesirable area, where prostitution and drugs are prevalent.

The parks that are in existence lack facilities and diversified programs. Pavilions which might be used for community dances are not available. Park facilities are not sufficiently diversified for use of various age levels. There are no covered outdoor recreational facilities for use during the six months of rainy weather.

The deficiencies in other types of recreation are even more noticeable. Residents are forced to seek many popular forms of recreational activity at great distance and inconvenience. The Model Neighborhood does not provide even one bowling alley, and there is only one family theatre--and it is not within walking distance for Albina youngsters. Social functions which require dance halls or ballrooms must be held outside the neighborhood. Even within these conditions there is a lack

of recreational facilities because rented facilities, the major public auditorium in Portland, does not allow teenage dances. These problems are made even more intolerable by the lack of adequate public transportation, low black incomes, and the social discrimination often suffered in areas of the city where the Model Cities resident must go for recreation.

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

When the problem of lack of facilities is applied to the Model Cities teenage population, it becomes even greater. Today's teenager lives in a complex world. He is physically mature at an earlier age than the teenager of fifty years ago. With the 20th century technology and advancement of knowledge, he is exposed to a confusing barrage of information which is practically irrelevant to the ghetto youth. Television and other advertising media show the "good life" of the American people. Water-skiing, sailing, beach parties, parties, dances, paneled recreation rooms, golf clubs... virtually none of these things are available to the ghetto youth, nor does he have any realistic hope of ever attaining these things. A survey of the youth in the Youth Planning Committee showed that most of them never had been out of the Model Cities area for recreational purposes--the exception being those who were bussed to high schools out of the area infrequently attended activities at their high schools. Most never had been out of the city of Portland for recreational



purposes, even though Portland is in the center of one of the best outdoor recreational areas in the country.

The teenagers in the Planning Committees did not feel that they were unusual in this respect, and conversations with school officials and other youth workers tend to confirm this fact.

Urban high schools do not have adequate extra-curricular activities for economically deprived youth. It was only on November 26 of this year that the Portland School Board agreed to allow "Black Student Unions" in the high schools. Black students feel financially inadequate to join existing social and recreational clubs within the schools. The officers of these school clubs are usually white "middle class" youngsters, and the black student feels he cannot compete socially or financially.

The phrase "nothing to do" is heard over and over from Model Cities youth. They are ashamed of their neighborhood and often do not invite outsiders to their homes for this reason.<sup>1</sup> The teenagers feel that an outsider seeing the blighted neighborhood will only reaffirm his belief that blacks are lazy, dirty, etc., etc.<sup>2</sup>

Cut off from the rest of the city by lack of funds, lack of transportation, and felt prejudice toward his color, and contained in an area which provides little, if any, relevant recreation or meaningful employment, it is easy to see why the teenager turns to the streets and often finds himself prey to the urban jungle of drugs, theft and malicious mischief. Many of the Model Cities teens are charged with these crimes each year.<sup>3</sup>

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<sup>1</sup>Model Cities Planning Meeting, November 5, 1968.

<sup>2</sup>Model Cities Planning Meeting, October 16, 1968.

<sup>3</sup>See Public Safety Report 1.140.

With 10 percent of the total population in the Model Cities area, 14.1 percent of the cases referred to Juvenile Court were from the Model Cities area (statistics for 1967). Those cases involving youths over the age of 18 are proportionately higher still. Those who do not become involved in crime or delinquent behavior still face boredom, self-disparagement, and ultimately, despair.

C. Lack of Utilization of Existing Facilities

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

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

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



## 1.162 Basic Causes

### A. No Mechanisms for Citizen Participation

Model Cities residents have not been included in the planning, policy making, and administrative aspects of the area's recreation programs. Nor, for that matter, have they been allowed to take part in decision-making structures in the broader Portland community. As stated earlier, recreational programs should reflect the felt needs arising out of particular class and ethnic experiences. Barring this, recreational programs will be meaningless, even if well intentioned--and unused, even if well planned. This applies to both planning and administration at the park and service level. The on-the-spot administration of recreational facilities is particularly important. Each social class and ethnic group has its own standards of social order, and what may appear to white administrators as disorder may simply be another group's preferred style of social order and interaction. Misunderstanding of this leads to attempts to over-administer and over-control recreational activities. This unnecessary control of activities is likely to produce hostile reactions and withdrawal from the recreational facilities (if not destruction of them). Thus, there is a clear need for participation in planning and administration by those for whom the programs are supposedly created.

### B. Costs

The cost factor has two aspects. First, there are insufficient expenditures by the local governmental agencies on recreational facilities. This applies both to the lack of funding for programs in the Model Neighborhood and to the general lack of governmental support in Portland for public recreation. The second monetary problem stems from the low-income levels of the blacks of the Model Cities area. This low income means that

they are unable to take part in the private recreational programs of their neighborhood and of the greater Portland area. Thus, the local residents are caught in a two-way bind--the city does not provide them with sufficient public recreation, and they have insufficient monies to take part in many of the private recreational opportunities.

D. Lack of Transportation

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

D. Recreational Philosophy

The problem of creating recreational programs for a diversified clientele has already been mentioned. There is simply no reason to develop a uniform definition of what constitutes recreation, a definition which is then applied to white and black, affluent and poor. Recreational facilities should be planned to fit the needs of various social classes and ethnic groups, each with its own set of life styles and its own set of



### 1.162 (3)

expectations concerning recreation. If recreational programs are conceptualized as a way of socializing poor blacks into white middle-class styles of action and demeanor, they will meet the fate they have met in the Model Cities area - hostility and rejection.

Second, it needs to be pointed out that the function of recreation is not to keep an area cool or to keep people busy. Rather, recreational facilities should be viewed as aids in developing community pride and in providing focal points for interaction and the development of community ties. These focal points are particularly needed in a community where two-thirds of the black women regularly work. In such a situation, it is difficult to develop informal networks of communication and systems of mutual identification and trust. Recreational facilities can help provide such focal points. Thus, parks and recreation programs should not be viewed as means for keeping people busy and off the street, but of providing a setting for all forms of human interaction. If the streets provide people with these opportunities, with meaningful and exciting ways of interacting, they will stick to the streets for sensible and human reasons.

### 1.163 Deficiencies In Existing Programs

This topic has been largely covered in the statement of basic causes. One additional factor, however, is lack of relevance in existing programs. Present programs are too structured and too undiversified. In addition, there is a general lack of imagination in the programs. This lack of imagination stems from the lack of community participation and from the attendant problem of having outsiders create the programs. This leads to a situation in which the outsiders define the prevalent style and places

#### 1.163 (2)

of recreation as bad and attempt to get the people to use a different style of recreation. More imaginative programs should be developed which would go to the people where they are, and which would recognize the differences in social class and ethnic styles of interaction. This may mean a radical reorientation toward the street culture that traditional recreational leaders find so deplorable. Rather than viewing one goal of the reaction program as that of getting the kids and adults off the street, it would perhaps be wiser to view the street as a possible locale for recreational activities. It should be kept in mind that the average middle-class person views the street merely as a path between places, whereas the urban poor view the street as a place and not just merely a path. Recognition of this might lead to such programs as street dances and planned and spontaneous theatre.

#### 1.164 Goals

As pointed out in the Problem Analysis, recreational programs and facilities should meet the needs of the people they serve. Planning for recreational programs and facilities will be of little value if the people who will utilize them are not included in the planning and carrying out of the programs. For this reason, the primary underlying goal in all planning for recreational needs will be: To involve the residents in all phases of planning for recreational needs, both programs and facilities.

The youth in the Model Cities area comprise a significant segment of the area's population. The Model Cities survey, conducted by the Neighborhood Service Center, reports 43 percent of Model Cities residents, or approximately 17,200 people, to be 20 years of age or younger. Many of this



1.164 (2)

number are young adults of high school age who will become a part of the adult population within the duration of five-year planning.

The concerns of Model Cities teenagers are very similar to those of adults. Like older people, they are disturbed by the divisions within the community and the helplessness of the individual against social ills.

Therefore, a second underlying goal is to create, through joint efforts with youth and adults, a program which will develop a community in which youth of the area will have a meaningful role in building and decision making in all areas of community life.

All planning and programs will be oriented toward three specific goals:

Goal I will be to change the pattern of interaction between residents and recreation agencies.

Goal II will be to increase utilization of recreation services in the Model Neighborhood.

Goal III will be to actively involve the Model Neighborhood youth in planning for their own needs.

1.165 Program Approaches

A. The CDA will request the City of Portland Park Bureau and other recreation agencies in the area to send representatives to attend the residents' planning meetings, to work with the residents in planning programs and facilities, in order to insure cooperation between these groups from the initial planning stage.

B. The CDA will request the City of Portland Park Bureau to begin a search in the Model Cities area for black residents who are qualified or

who can be trained for jobs as park recreation directors for the 1969 summer program. The CDA will further request that wherever possible, preference be given to blacks for jobs, especially in areas where all or part of the population to be served is black.

C. A Citizens' Advisory Committee on recreation and culture will be formed (CRAC) to assist the City of Portland Department of Parks and Recreation and other recreation agencies in the development of relevant programs for the Model Cities area, suited to the needs of this community.

D. A comprehensive study of existing cultural and recreational facilities of the Portland Model Cities area will be done by the CDA staff in cooperation with residents of the area of various age groups.

E. The CDA will conduct a comprehensive planning program, based on information gathered in the residents' study groups, to plan for meaningful recreational programs using existing facilities (city parks, community centers, etc.), and to plan for new cultural and recreational facilities and programs to be implemented in years 2-5 of the Portland Model Cities program.

F. The CDA will act as a coordinating agency between existing programs in the area, to avoid duplication and broaden the scope of programs and facilities.

G. The CDA will create separate Youth Planning Component to plan for needs of youth - ages 13-20 - in the following areas:

1. Recreation and culture.
2. Youth employment service.
3. Training for employment.
4. A multi-purpose youth center.



1.165 (3)

5. Educational needs, including problems of "drop-outs" and school-related problems.

H. The Youth Planning Committee will request of the Citizens' Planning Board the following:

1. That the Board's bylaws be amended to seat, as full voting members, two youths - between the ages of 14-20 - subject to the responsibilities and duties of regular Planning Board members.<sup>2</sup> The two youths will be elected by Model Cities residents, ages 13-20.

2. That the Board create a Youth Planning Component, approve hiring of a staff planner and assistant, and approve expenditures for professional consultants to aid in the Youth Planning Component.

3. That the Board recommend the appointment of a Youth Advisory Council, to be comprised of one member from each school area, and two adults, who will be nominated by the Youth Planning Committee, with the final appointment from the Citizens' Planning Board.

I. The CDA will request funds to implement a small-scale recreational program for Year 1 - Action Program, to be used as a vehicle for involving residents in the planning efforts (particularly the youth of the area) which will be administered by a group of residents.

1.166 Strategies

During the planning phase and in implementation of all program approaches, the underlying goal will be that of actively involving the area residents. This will hopefully provide an innovative approach to recreation planning and insure relevancy of all programs.

1.166 (2)

In order to achieve Goal I, to change the pattern of interaction between agencies and residents, the CDA will seek to engage the residents and agencies in a dialog. This will be accomplished by:

1. The establishment of the Citizens' Recreation Advisory Council "CRAC." (See Program Approach C.)
2. An intensive effort by the CDA and Portland City Park Bureau to increase the number of blacks in positions of park directors and aides. (See Program Approach B.)
3. Cooperation between the City Park Bureau and the Model Cities Recreation Planning Committee. (See Program Approach A.)

In order to achieve Goal II, to increase utilization of recreation services, the CDA will give top priority to a recreation planning program, which will be conducted by the staff recreation planning team.

The CDA will conduct an intensive planning and coordinating program which will include:

1. A study of all available facilities and programs in the area (Program Approach D).
2. A planning effort based on information gathered in the survey of existing facilities and programs (Program Approach E).
3. Coordination between all recreation agencies in the Model Neighborhood. (See Program Approach F.)

Underlying Goal III is the aim of developing a community in which the youth of the area will have a meaningful role in building and decision making in all areas of community life. In order to achieve Goal III, to actively involve youth in planning for their own needs, the CDA will create a youth planning component. Additional staff personnel will be



assigned to work with the Youth Planning Committee for planning the broad range of needs specifically related to this age group. (See Program Approach G and Section III, Recreation.)

The youth will seek to become actively involved in decision making and planning.

1. The Youth Planning Committee will request the Citizens' Planning Board to seat two youth as Board members, with full rights and responsibilities. (See Program Approach H.)

2. The Youth Advisory Council will be the administrative and coordinating body for youth programs developed through the planning year. (See Section II, Recreation - and Program Approach H.)

3. The continuing means for involving the youth will be a program of recreation and other activities geared to youth and their interests. (See Program Approach I.)

## 1.180 SOCIAL SERVICES

### 1.180 Introduction

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

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

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



In addition to the difference in black and white social conditions, there are also other significant differences within the black community. The poor black resident in the Portland Model Cities neighborhood is not only out of the mainstream of the metropolitan community but also isolated within his own black community. Those who are poor and black are doubly disadvantaged over their middle-class employed white brothers and sisters. They are concentrated in a core ghetto area which is highly visible, adding a stigma to the person residing there. They see no opportunity to get out of their plight and are lacking in hope for themselves and hope for their children. The families are frequently made up of welfare female heads of household who have little or no support from husbands or fathers. They have more than the average number of small children, often some of whom are illegitimate. They often cannot take part in training even if they know where training is available for them. They are socially deprived and forced by a poverty situation to interact socially with others suffering from the same circumstances.

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

While the underlying causes of social disorganization are to be found in these kind of economic problems, potentially the social service agencies could have an important impact towards ameliorating these conditions. By providing adequate interim income levels, aiding in family

reorganization or maintenance of present cohesive family structures, and aiding in the development of collective community efforts toward reconstruction. Unfortunately, there has been a significant failure on the part of the social service agencies in meeting these potentialities.

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

Thus the problem under analysis here is twofold - the social and family disorganization and the failure of social service agencies to deal effectively with this disorganization. The following discussion will deal first with the causes of social and family disorganization. These causes are primarily economic, and in the long run social service systems can do little toward solution. However, this discussion is relevant in the present context because it indicates the kinds of background features within which social services programs must operate.

The deficiencies of social services programs have created the present alienation of the Black community from social agencies that have themselves become secondary causes of continued family and community instability. While social service programs potentially should offer adequate economic support and help generate family and collective attempts at social and economic development, in actuality they operate so that



their beneficiaries are maintained in poverty and dependence conditions.

1.181 Initial Conditions

A. Family Disorganization

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

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

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

B. Social Disorganization

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

The traditional indicators of social disorganization indicate high levels of disorganization within the black core community. Major crimes and offenses dealing with assault, prostitution, narcotics, and gambling are more prevalent in the black core area. This prevalence and openness of such criminal activities, particularly prostitution and drugs, in the content of fatherless families and the absence from home of working mothers, creates a criminal learning and opportunity situation for the area's young.

In summary, the black core area of Model Cities can be characterized by disorganized and fragmented families embedded in a disorganized and fragmented community. These factors are related in a reciprocally casual network, with disorganized families hindering community organization, which in turn magnifies the problems of the individual families. Intervention in this situation must be aimed, in the long run, at relieving economic causes underlying unstable families and, in the short run, at providing a wide range of support for the families and the community.

1.182 Basic Causes

As pointed out above, the general causes of family and social instability are to be found in the alienation of the Blacks. The Black community is subjected to sustained social and economic discrimination. Such discrimination probably has its most profound impact in the areas of employment and underemployment. The poor employment opportunities of



the Black result in their poor monetary situation, and both, employment problems and the income problems, together and separately, are a major factor in the generation of family and community difficulties. These problems are then further magnified by an inadequate and outmoded social service network, a network which does little or nothing to actually help the residents of the area, and thus, becomes a causal factor in maintaining the present situation.

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

- A. Male unemployment
- B. Male underemployment
- C. Female employment
- D. Low family incomes

A. Male Unemployment

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

This unemployment situation is intimately related to family instability. It depresses the family income level and disrupts family structure. Unemployed males have difficulty maintaining favorable self-images and have difficulty in providing viable and useful role models for their children. In addition, unemployment fosters geographic mobility and the desertion of the family. Male unemployment also forces greater

female participation in the work forces leading to the situation where two-thirds of the Black families of the family-rearing ages are employed in jobs away from home, generally in service and unskilled occupations.

B. Male Underemployment

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

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

The authority of the father is given little credence, since he can neither exhibit the patterns of successful male performance nor does he feel capable of exemplifying or communicating such an image. Thus inter-generational bonds are difficult to develop. Parents are perceived as



failures and the children feel the necessity for going on their own.

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

### C. Female Employment

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

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

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

D. Lack of Adequate Family Incomes

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

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

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

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

A similar process goes on in the community. Community organizations are based on mutual support or help. However, in a situation where the constituent elements face marginal survival situations, it is difficult for them to coalesce into stable group formations because there is no assurance that any help offered at one point in time can be returned later.



Hence mutual trust and support are difficult to obtain.

### 1.183 Deficiencies in Existing Services

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

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

#### A. Low Standards of Assistance

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

The Welfare administration in projecting its own budget, bases it on what it thinks the Legislature will provide rather than what is needed. Unpredicted case loads sometimes create the threat of pro-rata cuts during the year creating further problems and despair for the recipients.

B. Fragmented Social Services

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

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

C. Service Philosophy

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

The philosophy behind Welfare's service has been traditionally professional in both theory and practice. The artificial standards of professionalism based on the supervisory and administrative process have never really trickled down to the rank and file caseworker. However, because of the agency posture and system in doing this, it ends in a mockery of role playing and practice on the part of those who do not believe in the system. Both clients and



caseworkers are encouraged to cheat to "beat the system."

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

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

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

#### D. Community Participation

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

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

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

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

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

#### E. Auxiliary Services

Until recently the Food Stamp Program has been singularly removed from



this community entailing great distance in travel on the part of the applicants. Even now, The Food Stamp Program Office is open only a few days a month. Food stamps used in local stores stigmatize the users at the check-out stand and force them to deal in coupons rather than in dollars and cents. This limits their consumer purchase ability.

F. Family Support Services

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

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

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

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

## 1.184 Goals

The long range goal is to reduce family and community instability. As the foregoing analysis points up, the high rates of social and family disorganization in the Model City area can be ascribed in large part to the inferior economic position of the Blacks. Thus, movement toward the goal stated here will depend primarily upon improving the economic self-sufficiency of the Blacks, particularly black males.

However, social services can assist in ameliorating the effects of social and economic discrimination on individuals and families. Further, social services agencies can play a role in helping the Model City population participate in solving community problems. If residents are accepted as equal and as fully participating partners in the operation and direction of social agencies, they can build a base for collective action. What is learned in this area can be applied to the larger social and economic problems of the Model City community.

The specific goals for the social services section are:

A. Goal 1: To raise the income level of marginal families living in Model City.

1. The objective is to reduce the percentage of Model City families living on incomes of less than \$3,000 per year.

B. Goal 2: To increase the availability and quality of supportive services to Model City families and individuals.

The objectives are:

1. To increase the number of child care arrangements available to Model City families.



2. To increase the amount of services available to the elderly population of Model City.

3. To provide non-institutional correctional services to juveniles in conflict with the law without their leaving the Model City community.

C. Goal 3: To improve the delivery, coordination and accessibility of existing social services in Model City to a level comparable to the rest of the city.

The objectives are:

1. To locate within the Model City neighborhood a service center providing state, county and non-governmental services currently not available.

2. To provide better linkage between social agencies within and outside Model City.

3. To establish an outreach program to inform and make readily available social and supportive services to Model City population.

D. Goal 4: To improve the capability of Model City residents to influence, operate and control neighborhood and community organizations.

The objectives are:

1. To increase the number of citizens participating in Model City neighborhood and community organizations.

2. To provide Model City population the means to influence commercial and social services.

#### 1.185 Program Approaches

The above goals can be achieved by the following program approaches:

- A. Experimenting with new ways of providing income maintenance. Pilot projects that test aspects of negative income tax and measure the changes in behavior of marginal families should lead to alternatives to the present welfare system.
- B. Availability of Social Services can be increased by improving coordination and accessibility of existing service within and outside the Model Cities area; by creating new or additional services in the Model Cities neighborhood; by involving Model City residents as policy makers and staff members of the social service agencies; by informing target population about available services and assisting them in establishing contact.
- C. The goal of improving delivery, coordination and accessibility of existing social services can be achieved by program approaches listed in 2. above as well as by common neighborhood location of, and administrative linkage and coordination between, agencies.
- D. Improving the capability of residents in influencing, operating and controlling local organizations, can be achieved by educational methods aimed at informing residents of their rights; by increasing their sophistication about consumer credit and buying; by assisting them in receiving equitable treatment from commercial and governmental organizations; and by involving residents in all levels of planning and operating local organizations.

#### 1.186 Strategy

With respect to the long range goal of reducing family and community instability, priority emphasis must be given to achieving the goals of the Economic Status Section of this report.

With respect to the specific social services goals, raising income levels and increasing supportive services are of higher importance. Yet



because achieving these goals is relatively expensive, improving the coordination of present services and improving the capacity of Model City residents to influence local organizations will probably receive higher priority for implementation.

Ideally all the program approaches listed above should be put into effect simultaneously if movement towards the long-range goal is to be seen. Practical consideration may dictate that the program approaches associated with citizen participation and those associated with locating and linking existing services in a common neighborhood center will be implemented first.

## 1.200 TRANSPORTATION

### 1.200 Introduction

The problem of transportation in the Model Cities area has often restricted the black to the ghetto and has been partially responsible for denying him adequate employment, recreation, favorable shopping, higher education, as well as health and virtually every social service. Mass transit is expensive, infrequently scheduled, poorly routed, and inadequately maintained. The persons who depend upon the public transit system and use it most are those least able to pay, namely, the student, the elderly, and the poor. Private transportation, i.e., the automobile, imposes an even greater burden upon blacks. Finance rates are higher to the black than to the white, while insurance is, in many cases, flatly denied him, or the rates he is quoted are prohibitive.

The result of these multitudinous inequalities is to further depress the black economically and educationally and to increase his already extreme sense of alienation and frustration.

### 1.201 Initial Conditions

#### A. Distant Location of Jobs and Services

##### 1. High Employment Areas

The industrial and commercial growth areas of Portland are generally in the suburbs or in concentrated locations such as Rivergate and Swan Island industrial parks. A few large companies in these locations have made special efforts to employ minority group people, but the experience of the Urban League, Neighborhood Service Center, and others



working in manpower programs, as well as the citizens' experiences, points to the fact that transportation problems contribute heavily to the underrepresentation of Model Cities' residents in job growth areas.

Many of the job areas are simply not served by public mass transit, while others are inadequately served, i.e., infrequent schedules and poor routing. Far too few blacks have private transportation and, as a result, residents are unable to accept many jobs offered them (see Table I, p. 4).

## 2. Health, Medical, and Welfare Services

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

## 3. Shopping

There are only two shopping areas, Lloyd Center and downtown Portland, within a reasonable distance of the Model Neighborhood. Both are served by mass transit and both offer fair and competitive prices. The problems are that fares are too high and routes too far apart to

adequately serve the area. Many people live five or more blocks from the closest route, and then it may well require a transfer for them to reach their destination.

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

#### 4. Colleges and Recreation

Portland Community College, Portland State College, University of Portland, Reed College and others are distant from the Model Neighborhood and are both expensive and difficult to reach by public transportation. If automobiles are used, congestion and parking expense are significant problems.

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

#### B. Inadequate Public Transit

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

Mass transit in the Portland metropolitan area is designed primarily to feed the downtown area. This emphasis makes little provision for trans-



porting low-income Model Neighborhood residents to work, to schools, and to the health, medical, and welfare services that are so essential. These are subjected to minimal routes and scheduling and maximum inconvenience. There is either no service to take blacks where they want or need to go or the service is slow and costly.

C. Lack of Personal Transportation for Low-Income Residents of the Model Cities area

According to the Model Cities Sample Survey taken this year (1968) 28.1% of all households in the Model Neighborhood had no car, while it is not uncommon for middle-class families to own two or more. A direct relationship exists between low income and lack of private transportation.

The following chart shows the percentage of households without automobiles.

TABLE 1

MODEL CITIES SAMPLE SURVEY - 1968

PERCENTAGE OF HOUSEHOLDS WITH NO CAR

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

## 1.202 Basic Causes

### A. Operation of Present Transit System

Rose City Transit Company has not employed sound, enlightened marketing practice, nor has the regulating authority carried out its function as well as it might. Certainly, little planning for the future of mass transportation in the Portland Metropolitan Area is evident. Part of the problem is that the regulatory authority for the metro area has been divided between the city government and the Public Utility Commission (PUC), while the company has followed self-defeating policies over the long run. Even though a company has a monopoly, it is supposed to provide the kind of service the customers want and surveys indicate that most customers of mass transit do not prefer gasoline or diesel buses.

The explanation appears to be that the company is preoccupied with holding down costs rather than generating revenues. On this point, the company has used little imagination in its fare structure. The key to the success of any public utility with a high overhead is to maximize use. Lower offpeak fares and reduced fares for old people can generate additional revenue.

A strong case can be made for a metropolitan transit system to serve the greater Portland area. Transit system planning, financing and operation are all more efficiently and effectively carried out when viewing the metropolitan area as a whole instead of by individual community.

Mass transit systems are characterized by significant economies of scale. The more people who use them, the lower the cost per mile, and the better the service possible at a given cost level. Fares should be low enough to provide greater incentive for frequent and regular use, which



is partly self justifying, since transit systems are subject to decreasing unit costs as the number of users increases.

The key elements to adequate transportation seem to be high quality, modern facilities combined with good scheduling, that is, systems which can clearly demonstrate the speed and superiority, as well as economy, of the public transit system over the congestion-ridden private car.<sup>1</sup>

The present system does not significantly affect the average Portland household that owns at least one car. Most seriously affected are those with low incomes who cannot afford any private automobile.

#### B. Low Income

Low income in many cases precludes ownership of private automobiles, thus tying a considerable number of blacks to the ghetto environment. Unable to afford the only transportation that will take him where he needs to go, he is effectively denied reasonable access to employment and services that are his right. When public transit fails to meet his needs, low income makes it necessary for him to purchase used cars, repairs for which are a constant drain upon his already limited resources.

#### C. Discrimination

Many blacks and low income residents lack good credit ratings for various reasons. Because of this they are forced to finance their automobiles through discriminatory loan companies and uncooperative automobile dealers, who maintain many prices on a single automobile and take advantage of the unsuspecting low income family. The more popular, conservative, lending institutions, such as banks, savings and loan companies and other

<sup>1</sup>Quoted in part from "The Economics of Metropolitan Consolidation," by Morton Paglin, Urban Studies Center, Portland State College, 1967.

lending plans generally do not include low income and underemployed Model Cities residents among their clientele. Although credit unions are unavailable to many residents, they have been for others the only lending organization that meets their overall financial needs. For those residents who do not belong to credit unions, the only remaining alternative often is "high interest" loan companies. Reputable automobile dealers maintain strict down payment requirements, only engage in down payment financing when it is justified, and consequently are out of reach for some of the low income Model Cities residents.

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

#### 1.203 Deficiencies in Existing Services

Portland is the only large West Coast City with a privately owned mass transit system. Seattle fares are as low as 20¢ (zone system); San Francisco fares are 15¢. Yet Portlanders are paying an unreasonable 35¢ with an anticipated 5¢ increase due to a recent raise in Transit Company employee salaries.

In addition to Rose City Transit, which operates primarily within the city limits, there are five separate inter-urban companies servicing the suburbs of Portland, few of which are in service before 7:00 a.m. or after 6:00 p.m. Because management often insists employees work revolving shifts, the lack of 24 hour service denies employment to Model Cities residents in many companies such as Troutdale's Reynolds Aluminum, Beaverton's Tektronix, and Oregon City's Crown Zellerbach paper mill. In many instances,



rates are even higher on inter-urban lines than on Rose City Transit. Anyone forced to use this method of transportation, i.e., travel and fares on two systems, is penalized about the equivalent of one hour take home pay every working day.

#### 1.204 Goals

The overall and long range objective is to provide residents of the Model Cities area with efficient and inexpensive transportation facilities which more adequately meets their current needs and demands. More specifically, the objectives for the first several years are as follows:

- A. To improve transportation for area residents by urging the consolidation of the present city transit lines with the five suburban lines into a single public metropolitan transit authority in order to provide for improved services at a reduced fare.
- B. To provide a focal point in the Model Cities area to identify individual and group transportation problems and to coordinate efforts toward their resolution.
- C. To establish transportation links within the area and to outlying facilities, such as industrial complexes, university, hospital, and social welfare facilities.
- D. To reduce excessive expenditures on auto insurance and financing by providing area residents with information on reasonable and equitable rates and practices.

1.205 Program Approaches

Three basic program approaches are contemplated to resolve the area's transportation problems. The development of a metropolitan transit authority under single public direction will require broad city-wide effort.

A. The first approach that can be developed within the Model Cities area is the development of a visible transportation service--a focal point within the community which can solve problems and serve as a link to outside organizations, e.g., suburban employers--to highlight the transportation problems. Presently there is no structure through which individuals, groups, or organizations can be brought together to resolve transit problems that adversely affect the residents of the area. Consequently, by providing a visible base in the Model Cities area, it is envisioned that valuable information can be accumulated, individual and group needs highlighted, and efforts coordinated.

B. A second approach is to expand the private sector by developing transportation enterprises within the Model Cities area. It is envisioned that a feasibility study will be done to determine the extent to which it is economically profitable to encourage such enterprises. Under another program, the Community Development Corporation, loans to residents can be made to develop transportation services. At the same time the findings of the feasibility study can be used as points of negotiation with both public and private transportation companies.

C. The third program approach is to mobilize individual efforts into collective efforts whenever possible. For example, the transportation



services program can attempt to organize car pools to outlying suburban industrial companies, arrange for transportation so that individuals can secure employment, or arrange for a "mini" bus route to the County Hospital to secure needed medical services. Although specific attention will be given to immediate problems of individuals, it is envisioned that, whenever possible, collective efforts will be developed and coordinated through the program.

#### 1.206 Strategies

- A. The first priority is to negotiate with the transit company for new routes and better service. At the same time, funds must be provided to subsidize, in whole or in part, individual fares wherever this is needed. Cash, passes, tokens, or some symbol of authorization for transportation must be available for needy individuals.
- B. A transportation service center that would accept, interpret, and resolve all related problems of Model Cities' residents must be planned and implemented. The staff should be charged with responsibility for coordinating all transportation services and for making them known and available to all the people.
- C. The transportation service center should attempt to persuade private industry to either provide or subsidize transportation to and from work for their Model Neighborhood employees.
- D. The transportation center would arrange for a transportation feasibility study with an eye, first, toward service and, second, toward economy. Uppermost in these considerations must be service to the transit clients, which would help to solve the second problem, economy.