

Planning

DRAFT

(SUBJECT TO CHANGE)

HOUSING SURVEY
OF THE
PORTLAND-VANCOUVER
METROPOLITAN AREA
1969

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DRAFT

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PREFACE

This report is concerned with current housing problems in the Portland Metropolitan Area as perceived by very low income groups and their representatives, housing sponsors, builders, planners, architects, sociologists, politicians, government agencies, and volunteer organizations. Problems are discussed in terms of public housing, special groups, small areas, and government programs.

Great care has been taken to record as closely as possible the diversity of views represented. The reader is cautioned in this regard against construing these recorded views as those of CRAG. CRAG's views for the most part are confined to the final chapter in which its recommendations for further study and housing work program are presented.

For those interested in estimates rather than in discussions of housing problems, the following index is submitted.

<u>Estimates</u>	<u>Chapter</u>
Current population, households, and housing inventory	I
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CHAPTER I

THE PORTLAND SMSA

IN

PERSPECTIVE

I. Introduction

The purpose of this chapter is to put the Portland Metropolitan Area in perspective in terms of population growth, household formation, racial characteristics, and indicators of housing need. CRAG's estimate of critical housing needs are also presented.

The estimates contained herein are based on: The 1960 Census of Housing and Population; CRAG's Annual Building Permit Statistics; intercensal population estimates prepared by state agencies; and other sources as cited.

The population, household, and housing unit estimates are consistent with other CRAG estimates and projections as published in: Economic Profile of the Portland-Vancouver Metropolitan Area (1968) and Employment and Population Projections to Year 2000 (1968). The estimates of critical need, for the most part, reflect the felt needs of the poor themselves.

II. Population Growth and Household Formation

The two major demographic phenomena of the 1960's which have a bearing on estimates of housing needs are the declining number of births (and the birthrate) and household formations by World War II "babies". The first affects population size and growth and the second the growth in the number of households and the need for housing units. Also affecting growth in the number of households are such sociological phenomena as relatively high

divorce rates, undoubling,¹ and longevity. Because of these demographic and sociological factors, growth in the number of households has tended to outstrip population growth.

CRAG estimates that between April 1960 and July 1969, the SMSA's population has grown by 22% and its number of households by 28%. This is roughly comparable to national population and household growth in SMSA's over the decade of the fifties. Then the nation's SMSA population grew by 26.4% (birthrates were very high) and households grew by 31.5%.²

According to CRAG estimates, population in the Portland SMSA has grown from 822,000 in 1960 to roughly a million persons in 1969, the number of households from 269,000 to 345,000; and the number of families from 213,000 to 275,000.

III. Changes in the Housing Inventory

Growth in the housing inventory has not kept pace with the increase in household formations. CRAG estimates that the housing inventory has grown from 291,000 units in 1960 to about 365,000 in 1969. This represents an increase of 25%. It is estimated, as stated, that the number of households has increased by 28%.

CRAG's estimates of population, household, and housing inventory changes between 1960 and 1969 are given in Table I-1.

¹ Undoubling refers to the maintenance of separate households by those which had formerly shared living quarters.

² Over the decade of the sixties (1960-70) it is expected that the population in this SMSA will have grown 24-26% and households by 31-33%. CRAG estimates for 1969 represent 9/10 of the decade of the sixties.

TABLE I-1
POPULATION, HOUSEHOLDS AND HOUSING UNITS
PORTLAND SMSA, 1960 AND 1969

<u>Distribution</u>	<u>April 1, 1960</u>	<u>July 1, 1969</u>	<u>Percent Change</u>
	(000's)		
Population	822	1000	22%
Not in Households	16	19	19%
In Households	806	981	22%
Households ¹	269	345	28%
Heads of Primary Families ²	213	275	29%
Primary Individuals	56	70	25%
Over 60	28	34	21%
Under 60	28	36	29%
Housing Units	291	365	25%
Vacant	22	20	--
(Gross Vacancy Rate) ³	(7.4)	(5.5)	--

¹ Households are increasing more rapidly than the population due to household formations by World War II "babies", undoubling, increases in divorces and longevity.

² There were 215,200 families in 1960, 2200 of which were secondary families. Between 1960-68, according to data from the Oregon and Washington State Health Departments there were 77,000 marriages in the SMSA. According to CRAG estimates the total number of marriages, 1960 through the first half of 1969, was 83,000. This is an indicator of the rapid increase in family formations.

³ Gross vacancy rate. The proportion of total vacant units, available for occupancy or not, to total units. In 1960 only 10,400 of the vacant units were available for rent or sale.

Source: 1960, Census of Housing and Population
1969, CRAG Estimates

Because growth in the number of households has outpaced growth in the housing inventory, the vacancy rate in the SMSA is fairly low. According to CRAG estimates, as shown in Table I-1, the SMSA's vacancy rate has dropped from 7.4% in 1960 to 5.5% in 1969.

The FHA Vacancy Survey for July 6, 1969, shows a much lower vacancy rate (2.6%) than that estimated by CRAG. It also shows a much smaller inventory, 316,400 units compared to CRAG's estimate of 365,000. However, the FHA Vacancy Survey showed considerably fewer units in 1964 than were tabulated by the U. S. Census in 1960, 273,300 units compared to 291,000, respectively. These differences are significant. Nevertheless, the FHA Vacancy Surveys also show a decline in the SMSA's vacancy rate over time. This is shown in Table I-2 below.

TABLE I-2
FHA POSTAL VACANCY SURVEYS
PORTLAND SMSA
1964-1969

Year	Total Units (000)	Percent Vacant
7/10/64	273.3	3.5
4/28/67	295.7	2.7
3/11-20/68	308.2	3.0
7/6/69	316.4	2.6

Source: Federal Housing Administration, HUD

The average annual increase in the number of marriages, 1960-1969, has been slightly in excess of 9000¹ and the average annual increase in households, 8500², but the average annual increase in the housing inventory has been only slightly in excess of 8000. The long term implications of such growth patterns are obvious.

IV. Racial Patterns in the Portland SMSA

There were very few nonwhites in the Portland Metropolitan Area in 1960 and there are very few today.

In 1960 nonwhites accounted for about 3% of the SMSA's population and Negroes for only about 2%. There were 24,500 nonwhites, 16,700 of them Negroes, out of a total SMSA population of 822,000. Approximately 11,000, or two-thirds of the 16,700 Negroes lived in what has since been designated as the Model Cities Area.

In terms of families, out of an SMSA total of 215,000, only 5200 or 2.4%³ were nonwhite. And, in terms of households only 6900, or 2.5%, were nonwhite out of an SMSA total of 269,000.

Of the families classified by the U. S. Department of Commerce as poverty level families in the Portland SMSA in 1960, there were 16 times as many white as nonwhite. According to the Department of Commerce estimate,

¹ See Footnote 2 Table I-1.

² There are more marriages than households because some marriages are established between persons who were previously heads of households.

³ Nonwhites represented a smaller proportion of SMSA families than population because their families tend to be larger than white families.

there were 23,700 poverty level families, 22,300 of them white, and only 1400 of them nonwhite. This is shown in Table I-3 below.

TABLE I-3
RACIAL AND POVERTY CHARACTERISTICS
OF HOUSEHOLDS & POPULATION
IN THE
PORTLAND SMSA
1960
(000's)

	<u>Poverty Status of Families</u> ¹		<u>Household Type</u>			<u>Population</u>
	<u>Poverty Level</u>	<u>Above Poverty Level</u>	<u>Families</u>	<u>Individuals</u>	<u>Total</u>	
Nonwhite	1.4	3.8	5.2	1.7	6.9	24.5
White	<u>22.3</u>	<u>187.7</u>	<u>210.0</u>	<u>52.4</u>	<u>262.4</u>	<u>797.3</u>
Total	23.7	191.5	215.2	54.1	269.3	821.8

¹ Classified by the U. S. Department of Commerce

Source: Poverty Areas in the 100 Largest Metropolitan Areas, U. S. Bureau of the Census, PC(SI)-54, 1967 and 1960 Census of Population and Housing

In 1960 half of the nonwhite households in the Portland SMSA were home owners. The distribution of renter and owner nonwhite households is shown in Table I-4 following.

TABLE I-4
DISTRIBUTION OF NONWHITE HOUSEHOLDS
BY OCCUPANCY STATUS AND COUNTY

PORTLAND SMSA

1960

(000)

<u>County</u>	<u>Owners</u>	<u>Renters</u>
Multnomah	3.2	3.2
Clackamas	.1	.1
Washington	.1	--
Clark	.1	.1
SMSA	3.5	3.4

CRAG estimates that out of the SMSA's current population of one million persons, only 29,400 are nonwhites, 20,000 of them Negroes. Of the 20,000 Negroes it is estimated that approximately 13,200 live in the Model Cities Area.

The estimated geographic distribution of nonwhites is shown in Table I-5 following.

TABLE I-5
 RACIAL CHARACTERISTICS
 AND GEOGRAPHIC DISTRIBUTION
 OF NONWHITES
 PORTLAND SMSA
 1960 & 1969
 (000's)

	April 1960	July 1969
Total, White & Nonwhite	821.8	1000.0
White	797.3	970.6
Nonwhite	24.5	29.4
Negro	16.7	20.0 ²
Model Cities Area ¹	11.0	13.2
Outside Model Cities	5.7	6.8
S. E. Portland ¹	.6	1.1
Rest of SMSA	5.1	5.7
Other Nonwhite	7.8	9.4

¹ The Model Cities and Southeast Uplift Areas are described in Chapter III.

² Approximately 35% of the Model Cities estimated population of 38000. See Chapter III.

Source: 1960, U. S. Census of Population;
 1969, CRAG estimates

The implications of the racial characteristics of the SMSA's population and HUD directives are discussed in Chapter VII.

V. Indicators of Housing Needs

CRAG's definition of substandard housing covers all units classified by the U. S. Census in 1960 as dilapidated and that portion of the units classified

as deteriorating which was lacking in one or more plumbing facilities. According to this definition there were 12,400 households in the Portland Metropolitan Area in 1960 living in substandard housing, 7600 of them living in dilapidated units and 4800 of them living in deteriorating units lacking in one or more plumbing facilities. At the same time there were an additional 23,000 households living in units with all plumbing facilities but in a deteriorating condition. The total number of households in the Portland SMSA living in substandard and deteriorating housing units in 1960 was 35,400. This is shown in Table I-6 below.

TABLE I-6
HOUSEHOLDS IN
SUBSTANDARD AND DETERIORATING
HOUSING,
PORTLAND SMSA
1960

	(000's)
Households in Substandard Units ¹	12.4
In Dilapidated Units	7.6
In Deteriorating Units w/o plumbing	4.8
Households in Deteriorating Units with plumbing	23.0
Total	35.4

¹ CRAG definition. See text.

Source: 1960 Census of Housing

CRAG estimates that there were 12,242 SMSA families living in poverty in 1960. This is roughly comparable to the number of families living in substandard units (12,400). CRAG's estimate of the number of poverty families by family size and income class is shown in Table I-7.

TABLE I-7
POVERTY LEVEL FAMILIES
IN THE PORTLAND

SMSA

1960

<u>Family Size</u>	<u>Number of Poverty Families</u>	<u>Poverty Income Defined as Under</u>
2 persons	4,004	\$1,000
3 "	2,564	2,000
4 "	2,697	3,000
5 "	1,405	3,000
6 "	814	3,000
7 or more	758	3,000
Total	12,242	--

Source: 1960 Census of Population

CRAG's estimate of poverty level families is about half that made by the U. S. Department of Commerce which, as stated in Section IV of this chapter, was 23,700. It is felt that the Department of Commerce's estimate more accurately reflects the number of low income families than the number of poverty level families.

Many definitions of low income and/or poverty include all families with incomes under \$3000.

Altogether there were 31,800 families in the SMSA in 1960 with incomes under \$3000. This is a roughly comparable to the number of households living in substandard and deteriorating units (35,400).

A comparison of the number of poverty level and low income families and the number of households living in substandard and deteriorating housing in the Portland SMSA in 1960 is shown in Table I-8 below.

TABLE I-8
LOW INCOME FAMILIES &
HOUSEHOLDS IN SUBSTANDARD
AND DETERIORATING HOUSING
PORTLAND SMSA
1960

Poverty Families ¹	12,242
Households in Substandard Units ²	12,400
Low Income Families ³	31,800
Households in Substandard ² and Deteriorating Units	35,400

¹ CRAG definition. See Table I-7.

² CRAG definition. See text.

³ Families with incomes under \$3000.

Source: 1960 Censuses of Housing and Population

While it is recognized that all poverty level or low income families do not live in substandard or deteriorating housing, and conversely that all substandard or deteriorating units are not occupied by poverty level or low income households, the number of substandard units and the number of poverty level families do serve as indicators of housing needs.

VI. CRAG's Estimate of Critical Housing Need

CRAG estimates, as described in Chapters III and IV of this report, that there are currently 13,350 very low income households in the Portland SMSA in need of 12,425 low income rental units. The 12,425 low income rental units represents "critical" need. CRAG has not attempted to estimate the total need for low, middle and high income housing. Data unavailability and time constraints precluded such indepth analysis. One of the major recommendations of this report, however, is that detailed market studies be made.

Critical housing need as defined by CRAG covers the housing needs of the very poorest sector of the SMSA's low income households: One- two-person households living on less than \$1000, three-person households living on less than \$2000, and households with four or more members living on less than \$3000. There are more than 13,350 households in the SMSA living within these income limits, but all are not in need of housing and all do not want better housing. CRAG's estimate of critical need excludes those very poor households which do not need or do not want better housing.

It should be stressed that CRAG's estimate of critical need covers households and not families. All households are not families. Many are one-person households or households composed of unrelated individuals. For example, in 1960 there were 56,000 non-family households in the Portland SMSA. CRAG estimates that there are 70,000 today. (See Table I-1.)

It is strictly coincidental that CRAG's estimate of critical need, 13,350 households needing 12,425 housing units, is almost the same as the number of households living in substandard units in 1960 (12,400).

CRAG's estimate was derived from the summation of five different estimates. Estimates were made for each of the following low income groups: elderly; welfare recipients and households not on welfare but in the same income class; migrants; students; and homeless men (skidroad). These individual estimates were totalled to yield the composite estimate of critical need cited above.

CRAG's estimates were derived from published and unpublished surveys, from interviews, and from census materials which provided benchmark data on each of the five low income groups studied.

The interviews were fairly exhaustive. They covered poverty area workers and residents, volunteer organizations, civic groups, welfare agencies and state and federal agencies involved in housing programs. Altogether there were 92 interviews, most of them group interviews. The total number of persons interviewed exceeded 300.

More weight was given to data collected in the interviews than to official estimates to record as closely as possible, and to the extent feasible, the felt needs of low income groups themselves.

CRAG's estimates of critical need, therefore, represent for the most part perceived need, and should be interpreted in this light.

VII. Conclusion

The balance of this report is concerned with current housing problems in the Portland SMSA. There are five chapters devoted to discussions of housing problems. The first covers problems in public housing. The second deals with the housing problems of special very low income groups. The third covers community assessments of housing need; the fourth, problems in government housing programs; and the fifth, miscellaneous problems.

Recommendations for implementing housing programs and CRAG's proposed housing work element are given in the final chapter.

Following the final chapter, there are twelve appendices. These include backup material in the form of newspaper articles, memos, agency statistics and direct quotations from interviews. Also included in the appendices are a legislative study, a list of interviews, and a bibliography of selected readings.

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CHAPTER II PROBLEMS IN PUBLIC HOUSING IN THE PORTLAND METROPOLITAN AREA

I. Introduction

A. General

Public housing is the oldest form of federally assisted housing for low income groups. Today, although not widely known, it is the most innovative. It gives the large poor family the deepest housing subsidy; offers all tenants, large and small households alike, more opportunities for self-determination; and involves the private sector's construction and management industries more than any of the other low income subsidized housing programs.

Innovations with regard to tenants include: tenant councils to advise management on tenant needs and promote tenant-management cooperation; a wide variety of tenant services including on-site medical clinics, day care centers, and summer camps for children; and an increasing number of options with regard to rentals or purchases, including rentals in or outside public housing projects and purchases of public housing units without downpayments or interest.

Innovations with regard to private sector involvement include: private construction for purchase or lease by housing authorities; the private management of public housing units; and the lease of existing units by housing authorities, or other governmental entities, for lease-back to low income households at reduced rents. Further, private sector involvement in public housing programs is not limited to nonprofit or limited dividend corporations or cooperatives as is the case with most other low income subsidized housing programs.

Nevertheless, there are problems in public housing and these need to be resolved if the program is to achieve maximum possible coverage and utility.

B. Order of Presentation

Section II of this chapter covers facts and figures on public housing in the Portland SMSA. Problems are discussed in Section III and estimated needs in Section IV. The chapter concludes with a series of recommendations.

II. Facts and Figures on Public Housing in the Portland Metropolitan Area

A. Public Housing Authorities and Units

1. Public Housing Authorities

There are three public housing authorities in the Portland Metropolitan Area: the Clackamas County Public Housing Authority; the Housing Authority of Portland (HAP), and the Vancouver Public Housing Authority. There is no housing authority in Washington County.

The Clackamas County Housing Authority is the oldest in the State of Oregon. It was established in 1938. It presently operates 300 units and has a program reservation for 200 additional ones. These are distributed as follows:

- 100 units in Clackamas Heights, Oregon City
- 100 units in Hillside Park, Milwaukie
- 100 units in View Manor, Oregon City
- 200 units, Program Reservation, scheduled for Milwaukie

The Vancouver Housing Authority was started in 1942¹ to provide war housing. The war housing was torn down or sold after the war and much of the cleared land sold to private developers. On the remaining land, the housing authority has constructed a 150 units of public housing in 59 buildings. These were ready

¹ State enabling legislation was created in 1938.

occupancy in February of 1964. At present, the Housing Authority of Vancouver has a program reservation for 150 units.¹ These are distributed as follows:

150 units in Skyline Crest, Vancouver
150 units, Program Reservation, scheduled for scattered sites, Vancouver

Neither the Clackamas County Housing Authority, nor the Vancouver Housing Authority has yet initiated the Section 23 leasing program.²

The Portland Housing Authority is the largest in the Portland SMSA. It was started in 1941. It currently operates 2,341 units. By 1970 it expects to be operating 3,899 units. The units under its operation, current and planned, are distributed as follows:

¹ The Housing Authority of Vancouver sought to get a program reservation for 200 units. The city concurred with the Housing Authority's estimate of need, but the Housing Assistance Administration, HUD's department in charge of administering public housing programs across the nation, cut the request back to 150 units on the basis that there appeared to be evidence of over building in the city.

² The Section 23 leasing program covers the leasing of private housing by a governmental entity for lease back to low income families. The Vancouver Housing Authority was interested a year or so ago in going into this program, but the vacancy rate stipulation was against it. The vacancy rate stipulation has since been removed.

TABLE II-1
DISTRIBUTION OF PUBLIC HOUSING
HOUSING AUTHORITY OF PORTLAND

JUNE 30, 1969

	Total	Existing	Planned
Conventional	1886	928	958
Columbia Villa	478	440	38
Hollywood East	300	0	300
Hillsdale	60	0	60
Dekum	146	86	60
Iris Court	54	54	0
Royal Rose and Annex	45	45	0
Sumner Court	9	9	0
Northwest Towers	180	180	0
Maple Mallory	48	48	0
Peaceful Villa	66	66	0
Conventional Turnkey	500	0	500
Leasing	<u>2013</u>	<u>1413</u>	<u>600</u>
Total	3899	2341	1558

Source: Housing Authority of Portland

Altogether the three housing authorities in the Portland SMSA currently operate 2791 housing units. They expect to be operating an additional 1908 units by the end of 1973, for a total of 4699 units. Existing and planned public housing units are distributed as shown in the table below.

TABLE II-2
TOTAL UNITS OF PUBLIC HOUSING
BY HOUSING AUTHORITY
PORTLAND SMSA
1969 AND 1970

	<u>Existing</u>	<u>Planned</u>	<u>Total</u>
Clackamas County Housing Authority	300	200	500
Vancouver Housing Authority	150	150	300
Housing Authority of Portland	<u>2341</u>	<u>1558</u>	<u>3899</u>
Total	2791	1908	4699

Source: Housing Authorities in the Portland SMSA

The distribution of public housing units in the SMSA is shown in Figure II-1.

2. Distribution of Public Housing Units by Size

The current and planned distribution of public housing units by size and area is shown in Table II-3 overleaf. Most of the existing units are efficiency and one bedroom units. These represent 44% of the total existing public housing stock, or 1,223 units.

Very few very large families--those requiring four or more bedrooms--are presently accommodated by public housing. There are only 176 four bedroom public housing units in the entire SMSA, 152 of these in Portland, 14 in the City of Vancouver, and 10 in all of Clackamas County. There are no public housing units containing five or more bedrooms in Vancouver or Clackamas County. There are only 26 in Portland.

Almost half of those in public housing in the SMSA are elderly. Of the 2,783 households occupying public housing, 1,264, or 45% are elderly. In Clackamas County, 37% of the public housing units are occupied by the elderly; in Vancouver only one-third are. In the City of Portland, however, the proportion of elderly households in public housing is 47%. This tends to bring up the SMSA average, since HAP¹ accounts for 84% of the public housing units in the SMSA.

The distribution of elderly and non-elderly households in public housing is shown in Table II-4.

¹ Housing Authority of Portland.

CENSUS TRACTS
PORTLAND URBAN AREA

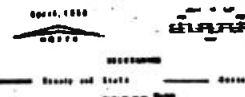
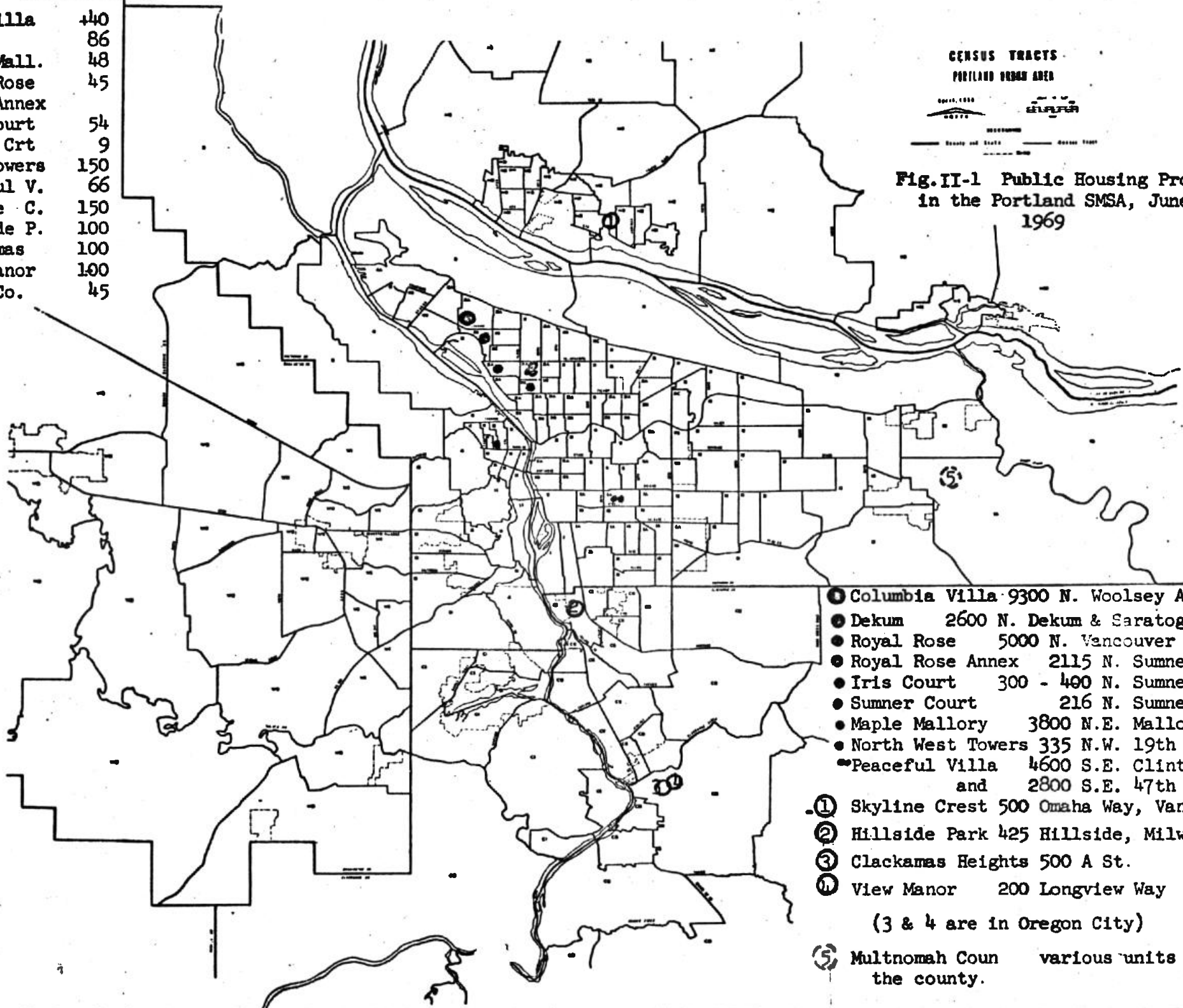


Fig. II-1 Public Housing Projects
in the Portland SMSA, June 30,
1969



Censu
Trac

- ① Columbia Villa 9300 N. Woolsey Av. #35
 - ② Dekum 2600 N. Dekum & Saratoga 35
 - ③ Royal Rose 5000 N. Vancouver 31
 - ④ Royal Rose Annex 2115 N. Sumner 35
 - ⑤ Iris Court 300 - 400 N. Sumner 31
 - ⑥ Sumner Court 216 N. Sumner 34
 - ⑦ Maple Mallory 3800 N.E. Mallory 34
 - ⑧ North West Towers 335 N.W. 19th 45
 - ⑨ Peaceful Villa 4600 S.E. Clinton
and 2800 S.E. 47th 8
 - ⑩ Skyline Crest 500 Omaha Way, Vanc. N28
 - ⑪ Hillside Park 425 Hillside, Milw. C 8
 - ⑫ Clackamas Heights 500 A St. C23
 - ⑬ View Manor 200 Longview Way C23
- (3 & 4 are in Oregon City)
- ⑭ Multnomah Coun various units throug
the county.

Col. Villa	40
Dekum	86
Maple Mall.	48
Royal Rose	45
Royal Annex	
Iris Court	54
Sumner Crt	9
N.W. Towers	150
Peaceful V.	66
Skyline C.	150
Hillside P.	100
Clackamas	100
View Manor	100
Mult. Co.	45

TABLE II-3

PUBLIC HOUSING, EXISTING AND PLANNED
BY SIZE OF UNIT AND AREA, PORTLAND SMSA,
1969

Housing Authority + Project	Eff. and 1 Br.	2 Br.	3 Br.	4 Br.	5 or more Bedrooms	Total
1. Clackamas County						
Clackamas Hts.	28	50	22	0	0	100
Hillside Park	20	51	29	0	0	100
View Manor	36	30	24	10	0	100
Milwaukie (new)	NA	NA	NA	NA	NA	200
Total Existing	84	131	75	10	0	300
2. Vancouver						
Skyline Crest	48	34	54	14	0	150
New	100	38	6	4	2	150
Total Existing	48	34	54	14	0	150
3. Portland						
Columbia Villa, existing	72	228	104	30	0	440 ¹
Columbia Villa, (new)	0	0	8	15	15	38
Dekum, existing ²	13	52	21	0	0	86
Dekum, (new)	0	72	74	0	0	146 ³
Iris Court	0	52	0	0	0	54 ³
Royal Rose Ct. & Annex	45	0	0	0	0	45
Sumner Court	8	1	0	0	0	9
Northwest Towers	150	0	0	0	0	150
Addition	0	27	3	0	0	30
Maple Mallory	24	24	0	0	0	48
Peaceful Villa	54	12	0	0	0	66
Hillsdale (new)	0	0	60	0	0	60
Conventional Turnkey (new)	500	0	0	0	0	500
Leasing (new)	165	135	130	105	65	600
Leasing	725	281	259 ^e	122 ^e	26	1413
Hollywood East (new)	299	0	0	0	0	300 ⁴
Total Existing	1091	677	387	152	26	2341⁵
Total Existing, SMSA, units	1223	842	516	176	26	2791⁵
Total Existing, SMSA, Percent	44%	29%	19%	6%	1%	100%⁶

Note: Footnotes and source note are on the next page.

TABLE II-3

(CONTINUED)

Note: New refers to units for which reservations have been confirmed. These are either in the planning stage or under construction. Completion dates range from 1970-1973.

e estimated

NA Not Available

¹ Includes 6 units being used for community service.

² Dekum presently contains 86 units, distributed between 1-3 bedrooms as shown. The 13 one-bedroom units will be demolished.

³ Includes 2 units being used for community service.

⁴ Includes 1 unit planned for community service use.

⁵ The row will not add across because the total includes 8 units, being used for community service, which are not distributed by bedroom size.

⁶ The row will not add up to 100% because the total includes the 8 units described in footnote 5 above.

Source: Public Housing Authorities in the Portland SMSA.

TABLE II-4
ELDERLY AND NON-ELDERLY HOUSEHOLDS IN PUBLIC HOUSING
PORTLAND SMSA, 1969

Housing Authority	Number		Percent		
	Total	Elderly	Non-Elderly	Elderly	Non-Elderly
Clackamas					
Existing	300	110	190	37%	63%
Planned	200	NA	NA	NA	NA
Total	500	NA	NA	NA	NA
Vancouver					
Existing	150	50	100	33.3	66.1
Planned	150	100	50	66.6	33.3
Total	300	150	150	50.0	50.0
Portland					
Existing	2333 ¹	1104 ⁴	1229	47%	53%
Planned	1557 ²	964	593	62%	38%
Total	3890 ³	2068	1822	53%	47%
Total-Existing-All	2783 ¹	1264 ⁴	1519	45%	55%

NA Not Available

¹ Excludes 8 units being used for community service.

² Excludes one unit to be used for community service.

³ Excludes 9 units as explained in footnotes 1 and 2 above.

⁴ Includes 13 one-bedroom units in Dekum scheduled for demolition.

Source: Public Housing Authorities in the Portland SMSA.

B. Tenant Services in Public Housing

All three of the housing authorities in the Portland SMSA cooperate with welfare, highway departments, urban renewal agencies, and other government agencies in attempting to help low income households with their housing problems. Representatives of one agency however are not universally welcome by public housing authorities. These are the social workers funded by OEO¹ under community action programs. Hostility between CAP² workers and one housing authority has reached the litigation stage. The central issue is tenants' rights.

Of the three housing authorities in the Portland SMSA, HAP provides by far the most in the way of services and innovative approaches to services. It maintains a Community Services Program under the direction of a Community Services Coordinator. In addition to providing tenants with information on available public services, HAP, through its Community Service Program provides direct services, including day care centers for the children of working mothers³ and a boys' camp.⁴ The County will soon locate a complete medical center in Columbia Villa.⁵ This medical facility will be staffed with 8 nurses and a nurse's aide, and will provide public health nursing services and family planning clinics. It will serve not only the tenants of Columbia Villa, but surrounding residents as well. Currently under investigation is the possibility of providing complete health and medical services for elderly HAP residents.

¹ Office of Economic Opportunity.

² Community Action Program.

³ 75% of HAP's welfare tenants are one-parent families.

⁴ Including hiking and camping programs.

⁵ HAP's largest housing project. It presently contains 440 units. When completed, it will contain 478.

To keep in touch with the felt needs of its tenants, HAP has also established a Tenant Advisory Council.

III. Problems in Public Housing

A. Introduction

While the three housing authorities in the Portland SMSA provide valuable and needed services, are staffed by generally cooperative and dedicated individuals, and are doing a fairly creditable job in gaining public support and acceptance for public housing, they do have problems. For the most part, they have "inherited" their problems. That is, the problems appear to be inherent in the public housing program itself. Part of them stem from HUD's administrative requirements, others from diehard middle-class attitudes toward the poor, others from misunderstanding of public housing programs, and still others from the new self-awareness and politicization of the poor themselves.

The problems discussed here are locally perceived ones. There are many other problems in public housing, all of which have been widely dealt with in national studies.

The problems identified locally relate to program coverage, waiting lists, residency requirements, the public housing stigma, tenant rights, rules and regulations, HUD's workable program requirement, and assessing demand. They are problems identified for the most part by public housing tenants and other low income households. However, some of the views expressed are those of housing authority personnel, urban renewal and other agencies involved in finding housing for low income households, and local officials who have been pressed by the poor and their representatives to establish public housing programs.

B. Problems in Program Coverage

Perhaps the biggest problem with public housing in the eyes of the poor is that it is not available throughout the SMSA. Public housing is presently available only in Vancouver, Portland, part of Multnomah County (through HAP's Section 23 leasing program), Oregon City and Milwaukie. Poverty area workers and residents in rural areas and small towns have been pressing for public housing but it is unavailable to them.

Public housing, by regulation, is precluded in areas with fewer than 5,500 people, except through county housing authorities. There is only one county-wide housing authority in the SMSA, Clackamas County Housing Authority, but it can only operate where invited. Needs have been perceived by county residents in Estacada, Sandy and other parts of the county. Water and sewer problems, HUD requirements, especially the workable program, and local hostilities have "tied the Housing Authority's hands."

Residents outside the City of Vancouver in Clark County cannot be helped with public housing because the housing authority's coverage includes only the city and a five mile radius around it. Public housing needs have been identified by poverty area workers and residents in Camas-Washougal, and throughout the rural portion of the county.

There has been much publicity about the need for public housing in Washington County where there is no housing authority and considerable reluctance on the part of public officials and others to establishing one. It is not that public officials and others do not recognize the need for publicly assisted low income housing. They do. They are opposed however to establishing another governmental agency, particularly, a semiautonomous one. They are also opposed to some of the HUD requirements, again, especially the workable program. They are

currently investigating the feasibility of initiating the Section 23 leasing program which requires neither a housing authority nor a workable program.

As it stands now public housing is available in very few places in the Portland SMSA while the need is widely dispersed. The need for public housing as identified by poverty area workers and residents is shown in Figure II-2.

Public housing coverage is not only narrow in geographic terms, it is also narrow in people terms. By statute, unmarried heads of households under 60 who are not disabled are ineligible for public housing. The need to publicly assist low income single persons under 60 with housing was pointed out by welfare workers in two of the SMSA's four counties. At present it cannot be done.

C. Waiting Lists

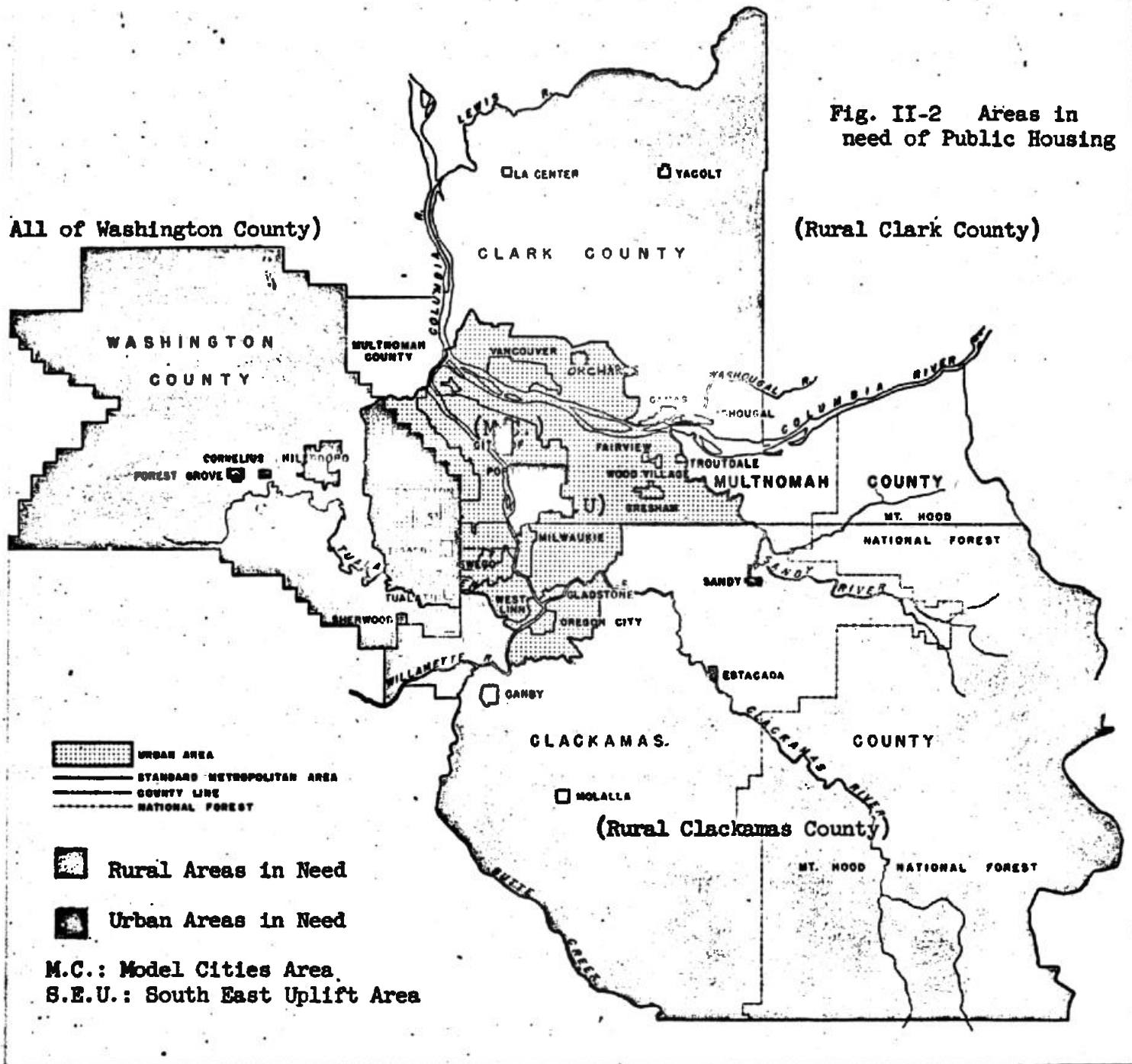
Both the poor and housing authority personnel feel the length of the waiting lists tends to discourage interested eligible households from applying for public housing.

In Clackamas County there are approximately 447 households on the waiting list for public housing. The turnover rate is very low and the average waiting period is between 12 and 14 months. The 200 units proposed for Milwaukie, if available tomorrow, would not reduce the present waiting list by even 50%.

There are 157 households on the waiting list of the Vancouver Housing Authority. To be on the active list, an applicant must call in every sixty days. Some have been doing this for 5 years.

The Housing Authority of Portland has 1,800 on its waiting list. The waiting period is shorter for those seeking units under this housing authority than under the other two. The longest waiting period is 9 months (for those seeking 1 bedroom units) and the shortest (for those seeking 2 bedroom units) is

Fig. II-2 Areas in
need of Public Housing



3 months. The average waiting period for 3 bedroom units is 4 months, and for 4 or more bedroom units, it is 6 months or more.

Altogether there are 2,394 households on waiting lists for public housing in the metropolitan area. Most of them will have to wait from three months to well over a year to get help. Many of the poor, as stated throughout the SMSA, cannot wait this long for housing, and many of them, knowing of the length of the waiting period, are too discouraged to apply when they have a housing problem.

The distribution of households waiting for public housing in the Portland SMSA by area, unit size, elderly and non-elderly is shown in Table II-5.

D. Residency Requirements

Anyone in the Portland SMSA who is elderly and anyone else within a thirty mile radius of the City of Portland is eligible for HAP housing. In Vancouver and Clackamas County, however, there are residency requirements: one year in Clark County in the case of the Vancouver Housing Authority and 18 months in Clackamas County in the case of the Clackamas County Housing Authority.

Welfare workers, poverty area residents and workers, and others point out that residency requirements are unduly burdensome to the poor; that they have been eliminated as prerequisites for welfare assistance; and that they should be eliminated from all public assistance programs for the poor.

It would appear, given the length of the waiting lists for public housing in Vancouver and Clackamas County, that residency requirements do in fact serve to extend the total waiting period unnecessarily--i.e., are unnecessarily burdensome to the poor since they must wait a year or a year and a half before they are eligible to put their names on the waiting lists to wait another year or so.

TABLE II-5
WAITING LIST FOR PUBLIC HOUSING
BY UNIT SIZE AND AREA
PORTLAND SMSA, 1969

<u>Housing Authority</u>	<u>Effic.</u>	<u>1 br.</u>	<u>2 br.</u>	<u>3 br.</u>	<u>4 or more br.</u>	<u>Total</u>	<u>Elderly and Handi-capped</u>	<u>Other</u>
Clackamas Co.	14	116	217	72	28 ¹	447	123	324
Vancouver	0	100 ²	35	10	2 ¹	147	100 ²	47
Portland	0	800	600	400		1800	805	995
Total	14	1016	852	512		2394	1028	1366
Percent	1%	42%	36%	21%		100%	--	--

¹ All 4 bedroom.

² Runs 75-100.

Source: Public Housing Authorities in the Portland SMSA.

The intent of residency requirements is clear-cut. They are instituted so that residents may be assisted before newcomers. Many social workers who are familiar with the mobility patterns of the poor and the problems they encounter when they are new to an area, see residency-before-help requirements as myopic at best and frequently cruel. They feel that when the poor need help, that is, when they come to get help, they need it now--not tomorrow or the next day.

E. Public Housing Stigma

While most public housing projects in the Portland SMSA are physically attractive¹ and well-maintained, there is a stigma attached to them. Neighborhoods proposed as locations for housing projects are frequently hostile to the idea. They associate crime and delinquency with low income families; they fear the loss of tax revenue;² and they are concerned over the possibility of overburdening local schools, especially with problem children.³ Many of their fears are unfounded, but the hostility remains. Tenants in public housing and other low income households are well aware of the public housing stigma. For this reason many in conventional public housing (public housing projects) attempt to get into Section 23 leased housing and many poor families who qualify for public housing do not apply.⁴

¹ Sometimes considerably more so than adjacent neighborhoods.

² Housing authorities pay 10% of their rental incomes in lieu of taxes, but there is no loss of tax revenue under the Section 23 leasing program since leased units remain in private hands.

³ The schools in Clackamas County gave this as a reason for objecting to a housing project.

⁴ They do not apply for other reasons too, such as the long waiting period, the residency requirement, and the refusal to accept any form of public assistance.

or lack of knowledge,

According to the Housing Authority of Portland, 35-36 families a month request transfers from conventional public housing to leased housing. The major factor behind tenant preference for leased housing, which is available throughout the city and in parts of the county, is said to be its anonymity. Neighbors are unlikely to associate an individual house with a public housing unit.¹ Other reasons given by tenants for seeking transfers to leased housing are economic upgrading (leased housing is considered a step upward), problems with a neighbor, desire for another school district, medical reasons, and the like.

HAP feels that there are many advantages to leased housing. One disadvantage is that with tenants spread throughout the city it is much more difficult and costly to administer services to them than when they are all clustered together. Among the advantages HAP cites are these: it helps to disperse people from the ghetto into other communities;² landlords upgrade their housing to attract HAP leases and this tends to keep neighborhoods from deteriorating;³ and leased housing stays on the tax rolls in that it remains in private hands.

Compared to conventional public housing, the leasing program is relatively new. Yet, as stated, many tenants, especially those with children, prefer it. Another innovation in public housing, which tenants and neighborhoods alike are

¹ Although the poor are quick to point out that there is no real anonymity in being poor. It shows in ways other than the kind of house one lives in.

² They admit however that Portland Negroes are not dispersing. Some leave the ghetto, but many do not. Many prefer to stay where their friends are and where things are familiar. This reluctance to leave the old neighborhood is not unique. The old are reluctant to do so; the Mexican-Americans want to stay together; and those in rural poverty areas want to stay in the country.

³ The Housing Authority will not lease a house unless it is maintained to certain standards.

likely to prefer to conventional public housing is that calling for fairly small public housing projects on scattered sites. It is hoped that these smaller developments will be more easily assimilated by communities than the larger ones and that they will tend to disperse the poor. It remains to be seen, however, whether these developments, regardless how small, will be free of the public housing stigma. Part of the stigma is associated with socioeconomic discrimination (even as part of it is associated with a somewhat unjustified fear of the poor and their supposed criminality or delinquency, etc.). Where socioeconomic discrimination exists, what can be identified as public housing is likely to be stigmatized.

F. Tenant Rights, Rules and Regulations

This is one area where tenants and poverty workers are particularly vocal. They feel that many of the rules and regulations governing tenant actions in public housing are paternalistic, custodial, and demeaning. They feel that with all that is modern, progressive, and good in public housing in the Portland SMSA today, the rules and regulations governing tenant behavior are socially backward.

Among the rules and regulations which they find particularly offensive are ones such as these: clothes shall be hung in appointed places; cars shall be parked in designated places; there shall be no boats or abandoned cars on the premises; female tenants shall not have male guest over night;¹ lawns and yards shall be maintained; there shall be no loud or vulgar language; and units shall be regularly inspected to assure the management that the premises are being maintained in a safe, sanitary, and nondestructive manner.

¹ Many tenants being female, point out that there are no regulations denying male tenants the right to have female guests over night.

They point out, and with some justification, that middle class families in neighborhoods surrounding public housing do not always conduct themselves or maintain their properties in this manner. The more militant ones argue that their privacy is being violated and that they are constantly on trial, judged not by their peers but by their middle class protagonists and would-be benefactors. They say that the poor are fed up with this.

Housing authority personnel feel that only a few tenants are disturbed over the rules and regulations, and that these few "make a lot of noise." They point out that they have to deal with the "paying public" as well as with tenants and that they are subject to public censure. If tenants keep boats about, neighbors complain that they are too "rich" for public housing. Neighbors are said to complain too if public housing tenants keep junk about, are noisy, drunk, etc.

It would appear, however, that housing authorities are somewhat on the defensive; that they do perhaps go to some lengths to convince the public that their tenants are neat, moral, poor, and worthy of public investment; and that they do feel it necessary to keep tenants "in line" lest they offend the paying public or destroy public property. It would also appear, however, that this role has been foisted on them by the federal administrators of the program and the paying public itself.

As was ruefully pointed out by one social worker, "there is nothing the paying public likes to see more than the 'deserving' poor. In these it feels its money well spent. But, by 'deserving' poor is meant those with middle class standards of cleanliness, morality, etc. The paying public hasn't much sympathy for the poor who don't come up to these standards."

G. The Workable Program

The workable program has been a major stumbling block to the provision of public housing across the nation¹ and it has been so in this SMSA. Here it is much maligned, frequently misunderstood, and rarely seen as a useful document. To many it is clearly an unworkable program especially in its code enforcement requirement.

In general, local public officials view the workable program as unnecessary red tape. Those in larger jurisdictions see it as part of the grantsmanship game. Those in smaller jurisdictions, especially those new to the grantsmanship game, view it as hopelessly complicated and not germane in that it requires information they do not have on issues that do not rank very high on their list of priorities.

One of the problems is that the workable program is addressed to urban areas, especially to very large urban areas where urban renewal and code enforcement programs can be instituted to deal with urban blight and decay. There are only two large urban areas in the Portland SMSA: Portland and Vancouver. The balance of the SMSA is made up of small towns and rural areas.

Small towns and rural areas in this SMSA have housing problems, but they often do not have the problems found in large urban areas, which HUD insists be evaluated in the workable program. Specifically, they do not have problems of urban blight and decay. Their problems revolve about rural poverty and the unavailability of facilities (water, sewer, good road networks, etc.) necessary to attract private investment and dampen outmigration. Urban renewal and code enforcement programs are thus not very meaningful to them.

Some of the poor who have served on citizens' committees attempting to get public housing programs initiated are

¹ See the studies of the President's Commission on Urban Problems, Appendix 12, Bibliography.

adamantly opposed to the workable program. Some don't understand it.¹ Others see it as an establishment tool for keeping public housing out of an area. Some public officials, of course, do use the workable program as a tool to do just that.

Others, both public officials and poverty area workers and residents, see no "rhyme or reason" to the workable program requirement in that it is a prerequisite to some low income housing programs, but not to others. Most feel that the workable program requirement should be eliminated. They suggest, if this is not possible, that it be made considerably more flexible and more intimately involved with the identification of problems as perceived by local officials and citizen's groups. As it now stands it is a rigidly conceived document concerned, as stated, with community assessment of HUD identified problems rather than with community assessment of its own perceived problems.

IV. Estimated Need for Public Housing

A. Problems in Assessing Demand

It is very difficult to assess the demand for public housing. Waiting lists are an indicator, but an indicator only. Not all low income households are eligible for public housing, and a certain proportion of those which are eligible would not consider it under any circumstances. Finally, many of those eligible and willing to accept public housing do not get on the waiting list for the host of reasons already cited.

It might be said that, as with an iceberg, the waiting lists represent a small visible portion of the total demand. In 1966 when there were 900 on

¹ Comments showing the degree of misunderstanding and hostility toward the workable program may be found in Appendix 6.

HAP's waiting list, a study by a private firm¹ showed that there was a critical need for 3500 public housing units in the city and an effective demand (the total number of households eligible and willing to accept public housing) for 6100 units. The iceberg quality of public housing, based on this study, is shown in Table II-6.

TABLE II-6
COMPARISON OF WAITING LISTS WITH PUBLIC HOUSING DEMAND
CITY OF PORTLAND, 1966

<u>Households Eligible for HAP Housing</u>	<u>Units Needed</u>
On HAP's Waiting List	900
Critical Demand	3,500
Effective Demand	6,100
Potential Eligible Demand	9,200
Total Eligible	20,790

Source: Analysis of Publicly Assisted Low Income Family Housing Requirements, op. cit.

B. CRAG's Estimate of the Demand for Public Housing²

There are currently 2,394 households on waiting lists for public housing in the Portland SMSA and 1,908 units scheduled for completion between now and 1973.

Given present program constraints, eligibility requirements, the unwillingness of some poor households to enter public housing, and the hostility in some local areas to initiating public housing programs, CRAG estimates that the

¹ Analysis of Publicly Assisted Low Income Family Housing Requirements, Lund, McCutcheon, & McBride, 1966.

² Some of this demand could be satisfied through other low income subsidized housing programs.

current critical need for public housing which can be satisfied within these limitations is for approximately 4000 units. This is 1600 more units than is represented by the waiting lists. It accounts for about 31% of CRAG's estimated critical need for 12,425 low income rental units.

The total demand (those eligible and willing to accept public housing) is for about 8,000 units. That is, approximately 64% of CRAG's estimated critical need for low income rentals could be met by public housing if it was not for the limitations outlined above.

These estimates are partially based on the 1966 study cited above,¹ and on interviews with poverty area residents and workers. They are rough estimates and should be refined by further study.

V. Recommendations

A. Introduction

While public housing programs are flowering with new ideas on how to use public subsidies to produce more housing and to utilize new forms of housing assistance which are more anonymous, different, and dignified than projects (which tend to isolate the poor in easily identifiable and hence stigmatized compounds) they are not, as stated, without their problems. The following recommendations are offered as possible solutions to these problems.

¹ The study contained a survey of low income households which showed that 39% would accept public housing, 41% would not, and 20% were undecided. CRAG interviews with low income households indicate that more would be willing to accept public housing today than in 1966 and that the Section 23 leasing program is somewhat responsible for changing attitudes toward public housing.

B. Recommendations

1. Eliminate residency requirements.
2. Revise rules and regulations governing tenant behavior to allow tenants more rights, dignity, and privacy.
3. Alleviate the public housing stigma by:
 - a. providing more leased than conventional units for families;
 - b. permitting tenants to purchase units, either conventional or leased;
 - c. allowing tenants to stay, via purchase or continued lease, when their incomes increase, rather than evicting them, to encourage neighborhood and family stability¹ and wider economic representation or integration within housing projects.
4. Conduct a study of the characteristics of low income households to determine the potential need for public housing facilities by geographic area and to provide a basis upon which to formulate public housing plans for the entire SMSA.
5. Eliminate the workable program as a prerequisite to participation in public housing programs.
6. Conduct a study to determine the validity of Housing Assistance Administration market studies and other criteria used in accepting, rejecting, or paring down housing authority requests for

¹ Frequent moves may be particularly hard on children. School mobility among the children of the poor has been cited as a problem in their adjustment in the classroom and in their drop-out rates.

additional¹ units.

7. Establish county-wide housing authorities or some other mechanism in Clark and Washington Counties to provide public housing with all the lease and turnkey alternatives.
8. Increase tenant services to include more day care centers, medical services, counselling in homemaking and credit handling, vacation camps for girls² and more in-project social activities.
9. Provide more tenant interaction in the formulation of public housing policies by having a tenant representative on the Board of Directors, preferably in an official capacity, but ex-officio representation would be better than none at all.
10. Encourage more private investment in the public housing field by encouraging greater utilization of available turnkey programs and Section 23 leasing including--
 - a. turnkey lease, where housing is developed by private builders and leased to housing authority;
 - b. turnkey management, where public housing is managed by private firms;
 - c. other turnkey programs, especially those under which tenants may purchase their units.
11. Encourage more private investment in alternative forms of low rent subsidized housing.
12. Make information available in published form on the prerequisites, formation and administration of public housing programs, including all the turnkey alternatives.

¹The Vancouver Housing Authority's request for 200 units, with which the City of Vancouver concurred, was pared down by the Housing Assistance Administration.

²They are presently provided only for boys by the Housing Authority of Portland.

CHAPTER III

HOUSING PROBLEMS OF SPECIAL LOW INCOME GROUPS

IN THE PORTLAND METROPOLITAN AREA

I. Introduction:

This chapter covers the housing problems of five special low income groups. A section is devoted to each. In order of presentation, the five groups discussed are: welfare recipients (Section II); the elderly (Section III); homeless men (Section IV); migrants (Section V); and students (Section VI).

The order of presentation is the same in each section. Problems are first identified, followed by an estimate of housing needs. Each section concludes with a series of recommendations.

Section VII contains a summary of estimates made in previous sections. The summary estimates are disaggregated to the county level.

II. Welfare Recipients and Other Very Low Income Households:

A. Housing Problems

The administrators of the four county welfare agencies in the Portland SMSA stressed the following points:

1. Housing is a problem for welfare recipients, but only one of many. Most welfare families are multi-problem families. Some are disruptive forces wherever they go.
2. Some people can get off welfare through job training, employment, and social readjustment, but many cannot. Among the latter are the blind, the disabled, the aged, the mentally retarded, etc. Of these some need custodial or nursing care, but others need permanent low rent housing.¹

¹ This is very well stated by Gordon Gilbertson, Administrator of Multnomah County's Welfare Services. A statement is enclosed in Appendix 2.

3. Public housing is the best answer to the housing problems of welfare recipients because it is available within their shelter allowance,¹ includes all utilities, free maintenance, and services,² and is safe.
4. There is a serious lack of public housing. The alternatives available on the private market at rentals welfare recipients can pay are usually substandard and unsafe.
5. Welfare recipients have not been universally pleased with public housing. Most have liked it and have stayed until they could make it on their own, but a few have been displeased with the maintenance standards, room checking, and other things they considered infringements of their rights. Most of these did not stay.

Several of the county administrators and their caseworkers expressed deep concern over the lack of public housing available to welfare recipients and the conditions some of them lived in as a result.

They cited as examples:

1. families living year around in summer berry and bean-picker shacks without plumbing, and sometimes without water and heat;
2. families living in converted buses and automobiles;
3. old people living in firetraps, usually old hotels;
4. old people living in homes that are falling down around them, frequently their own;
5. families living in housing with faulty wiring or serious sewer problems.

¹ The amount of money granted by welfare to cover recipient housing. Welfare supplies no housing.

² In the Clackamas County Housing Authority the elderly are checked on if they are not seen daily and free transportation is provided for those participating in the Abundant Food Plan(a plan making free food available to the poor whether on welfare or not). Clackamas County Welfare personnel expressed the belief that the free food plan together with low cost public housing served to help some families maintain their independence who would otherwise be forced to apply for welfare.

On the whole, housing available to welfare recipients was described as bleak, drab, drafty, rundown, and generally substandard with one or more utilities lacking, functioning improperly, or unsafe to use.¹

One caseworker reported that 80% of the persons on her caseload are paying more than their shelter allowance for rent, taking money from funds allocated for food, clothing, and transportation to do so. Another reported that most of what is available at the welfare shelter standard is substandard and that the welfare recipient is faced with the problem of living in substandard housing or paying more than he is allotted to get something better.

It was also pointed out in interviews with welfare personnel that some welfare recipients did not seem to care about the quality of their housing; that some would choose substandard housing if standard housing were available at the same price; that the prime criterion for some is price; and that some make very bad tenants. Among the latter were cited the elderly recluse who stores junk and is a fire hazard to others and a health hazard to himself; some ADC mothers,² especially those who know nothing of housekeeping and/or those whose children are destructive; and those who leave in the middle of the night owing back rent.³

The "bad" welfare tenants cause problems for others. Caseworkers reported that there is a reluctance on the part of private landlords to rent to welfare recipients, particularly to those with large families. The housing problems of welfare recipients are thus not all related to their shelter allowance. Some are related to experiences private landlords have had with them.

¹ See Appendix 2 for notes on housing by welfare caseworkers.

² Mothers getting welfare assistance under Aid to Dependent Children.

³ Caseworkers maintain that they do this in order to have a downpayment on their next house.

Based on this experience, some landlords with substandard housing to rent, whose likely tenants are welfare recipients and other poor families, frequently overcharge their tenants. This is particularly true in the case of minorities¹ and ADC mothers.

Other housing problems of welfare recipients include the following:

1. For the aged:

- a. Urban renewal in the core areas of Vancouver and Portland has been particularly hard on elderly welfare recipients.

They want to stay in the downtown area close to where they were, but there is less and less available to them at rents they can pay.

- b. Those in rural poverty areas are extremely reluctant to leave their homes and head for the cities where public housing is available. While unable to maintain their homes, many refuse to leave them.² The housing programs presently available to help the rural poor, whether on welfare or not, have not been implemented both because of red tape and lack of inducement to the private sector.³

- c. About half of the elderly on welfare in Washington County have trouble finding housing.

¹ Not just Negroes but Mexican-Americans as well. The reluctance of minorities to leave familiar neighborhoods serves to push up rent prices. When they try to leave the old neighborhoods, however, many have encountered similarly high rents. High rents quoted minorities outside the ghettos are frequently quoted to keep them in the ghettos. Thus poor minorities tend to be caught in a vicious circle. It's expensive for them to either stay where they are or to get out.

² Welfare will provide money for repairs where there is danger to life and limb, but aged welfare recipients generally lack the strength and almost always the funds to do general maintenance.

³ See Chapter V, Problems in Government Programs.

d. Many of the elderly homeowners could stay in their own home if housekeepers or maintenance services were available at prices they could pay.

2. For the migrant and minority family.

Their housing problems are usually compounded by their minority status, low incomes, and family size. Discrimination does exist however subtle, and it is very difficult for them to find big houses renting at prices within the welfare shelter standard. Further, since many of them have a reputation for being destructive, or disruptive influences, many landlords are leary of them.

3. For handicapped adults, including those with heart trouble.

These people need low cost housing with elevators and accomodations for wheel chairs. They need it close to transportation, medical services, restaurants and shopping. Such housing is available, but it is extremely hard to find and much of it is substandard.

In summary, problems of adequate housing for welfare recipients, especially the aged and ADC mothers with more than three children, are among the more serious ones faced by welfare workers.¹

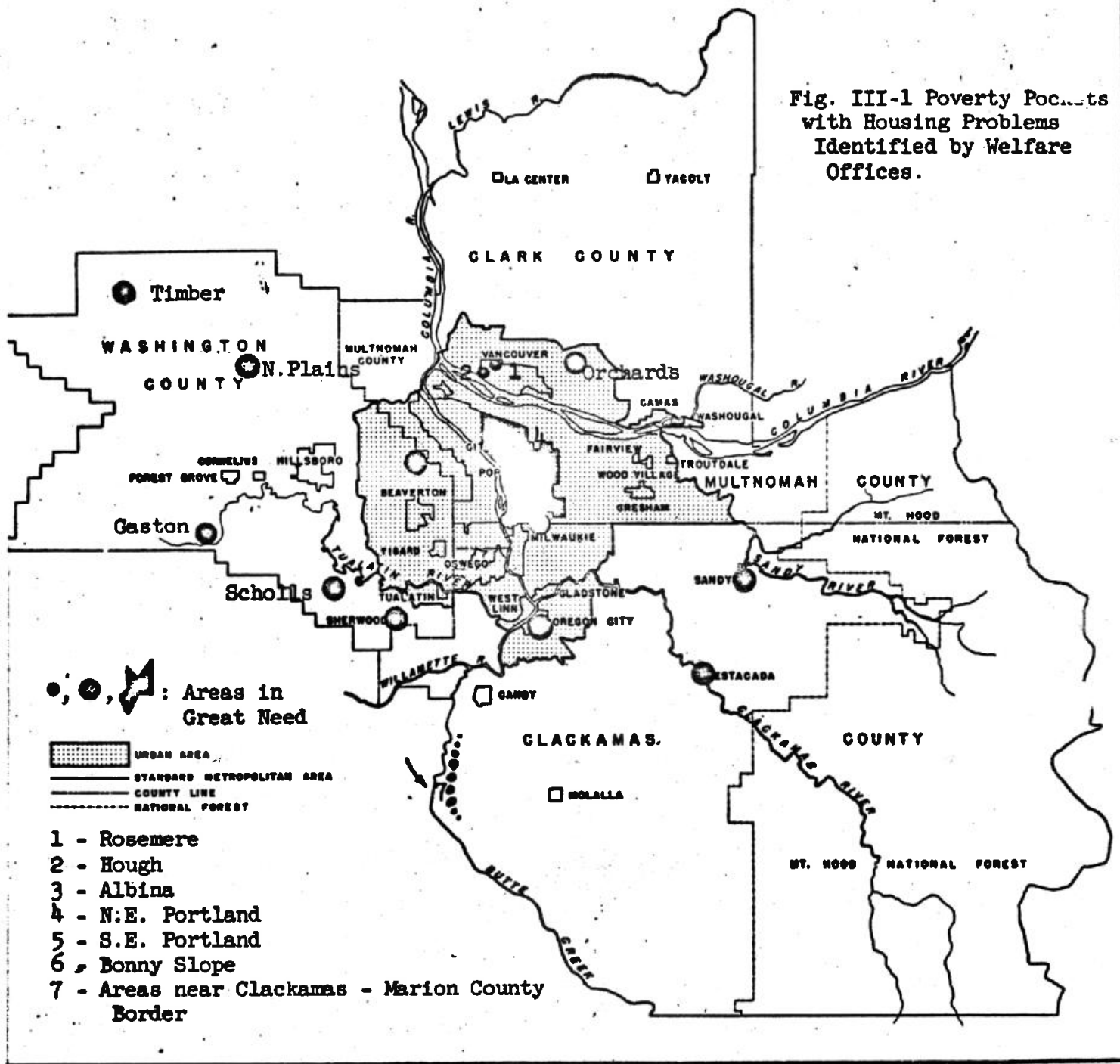
Poverty pockets with housing problems identified by welfare agencies are shown in Figure III-1. Not all the housing in these poverty pockets is inadequate and not all welfare recipients live in the identified areas or in substandard housing. They are found throughout the SMSA and the quality of their housing varies.

The housing problems of very low income households² which are not on wel-

¹ Problems related to finding foster homes for children and home care for adults are not covered in this report since they are not directly related to the availability of housing units, but rather to the availability of willing and eligible households.

² Families with 3 or more children living on \$3500 or less and individuals living on small pensions (\$1000 or less).

Fig. III-1 Poverty Pockets with Housing Problems Identified by Welfare Offices.



fare are much the same as those of welfare recipients. They are limited in their choice of housing by their incomes, health problems, and family size. The only factor in their favor in the housing market is their lack of welfare stigma. Landlords tend to be somewhat more willing to rent to non-welfare low income families than to welfare ones.

TABLE III-1
WELFARE CASELOADS,*
PORTLAND SMSA,
1968-69

	A.D. Children Cases	Old Age Assistance	Aid To Disabled
Washington County (winter)	400	300	137
Clackamas Co. (spring)	601	415	247
Multnomah Co. (April)	4800	2928	2152
Clark Co. (June)	675	804	358
Total	6476	4447	2894

* There are several other categories of public assistance. They are not covered here because they are not relevant.

Note: Differences in standards between Oregon and Washington states affect the comparability of data between Clark County and the rest of SMSA.

¹ Not including 23 blind.

² Not including 195 blind.

³ Not including 18 blind.

Source: Welfare agencies in the Portland SMSA.

B. Estimated Housing Needs of Welfare Recipients and
Other Very Low Income Households

The welfare caseload in the Portland SMSA is distributed as shown in Table III-1. The caseload tends to fluctuate, being higher in the winter than in the summer when jobs are more plentiful. Generally speaking, in the SMSA there are approximately 6500 ADC cases, 4400 old age assistance cases and 2900 aid to disabled cases, excluding the blind. Cases are not synonymous with households since a household may receive more than one form of assistance. It is not known how many households are presented by the SMSA welfare caseload.

CRAG's estimate of the housing needs of welfare recipients and other very low income households excludes the elderly (over 60), migrants, students, and homeless men for whom separate estimates have been made. It covers critical housing needs as defined in Chapter I.

The term "very low income" used for purposes of making the estimate is defined as follows: one and two person households living on less than \$1000 a year; three person households having less than \$2000 a year; and families of four or more living on incomes of less than \$3000. It is estimated that in 1960 there were 21,000 non-elderly households, including welfare recipients, in these income classes in the SMSA, or approximately 10% of all households. Today it is estimated that there are 32,000. Of these, it is estimated that 5572¹ are in critical need of low income rentals. The estimated need is distributed as shown in Table III-2.

¹ Excluding students, migrants, and homeless men.

TABLE III-2
ESTIMATED NEED FOR LOW INCOME RENTAL HOUSING
FOR NON ELDERLY WELFARE RECIPIENTS AND
OTHER VERY LOW INCOME HOUSEHOLDS,
PORTLAND SMSA,
1969

On waiting lists for public housing	1366	
Not on waiting lists	<u>4206</u>	
Total		5572
Families, female heads	3140	
Other families and households	<u>2432</u>	
Total		5572

Distribution by County:

Multnomah	3480	
Clackamas	876	
Washington	596	
Clark	<u>620</u>	
Total		5572

Note: This estimate covers welfare recipients and other very low income households with heads under 60, excluding migrants, students, and homeless men.

Source: CRAG estimate.

These estimates are based on the number of households within the income limits described, the number said to be living in substandard housing units, the ADC and Aid to Disabled caseloads in 1969, and interviews with caseworkers, poverty area workers, and others. These are fairly rough estimates. Further study is needed to refine them.

C. Recommendations:

1. Studies are needed to determine how many housing units are needed by unit size-class and area to house nonelderly welfare recipients and other households on very low incomes.
2. Studies are needed of the life styles and family structure of welfare recipients and other very low income households to insure that units constructed for them meet both their expectations and their needs.
3. Studies are needed of the housing problems of the rural and small town poor as well as those of the poor living in urban poverty pockets.
4. Studies are needed of mobility and migration patterns of low income households.
5. Some thought should be given to establishing visiting homecare services (similar to visiting nurse services) to assist the disabled, ADC mothers and others who need or want assistance or instruction in homemaking, nutrition, etc.

6. More attention should be given to the unique housing needs of the handicapped in building public housing or other very low rental housing.
7. Thought should be given to the possibility of establishing half-way houses to assist severely maladjusted multi-problem households in need of concentrated attention preceding their move into general public housing or other low income housing where, with their problems unsolved, they would tend to be unwelcome neighbors.

II Housing the Low Income Elderly:

A. Housing Problems

The housing problems of elderly welfare recipients have already been discussed.

The problems of low income elderly not on public welfare are pretty much the same. They too are displaced by urban renewal; have difficulties finding units they can rent within their incomes; have problems maintaining a home if they own one; and are reluctant to leave familiar places for unfamiliar places where low rent subsidized housing is available.

B. Need for Low Income Housing for the Elderly:

The critical need for low rent housing for the elderly in the SMSA is estimated at 4578 units. This estimate includes all elderly, whether on welfare or not, but excludes elderly migrant workers and homeless men for whom separate estimates have been made. Of the 4578 elderly households in need of low rent housing, 1028 are on waiting lists for public housing.

These estimates are based on the number of elderly households with incomes under \$500 in 1960 (approximately 7400), the 1969 Old Age Assistance caseload, and interviews with caseworkers, poverty area workers, and city-

county councils on aging. They are rough estimates and should be refined by further study.

The distribution of the need for elderly housing is shown in Table III-3.

C. Recommendations

1. An indepth study is needed to find out how many households headed by elderly persons need subsidized low rent housing, and what their locational and other preferences are. For example, it has been said both by the elderly and those who work with them, that they prefer garden type units to high rise ones,--that they don't like the institutional character of high rise buildings. Some have even expressed fear of living in them. It has also been said, again by both the elderly and those who work with them, that they do not like the locations of the public housing units in Southeast Portland.¹

2. The housing needs of elderly households in rural areas and small towns should be given as much attention as the needs of those in urban areas.

3. The proclivity of the elderly to want to stay where they are should be recognized in handling displacements and constructing new units for their use.

4. Thought should be given to the establishment of visiting housekeeping services (similar to visiting nurse services) to assist the aged who would be able to remain in their own homes if so assisted.

5. Thought should be given to the establishment of a home repair service to assist the aged remain in their own homes. The City-County Council on Aging has suggested a Senior Citizens Home Repair Service staffed by senior citizens working on a parttime voluntary or small fee basis to perform minor repairs for other senior citizens.

¹ With respect to shopping, transportation, medical services, and the companionship of other elderly persons.

² Although the Housing Authority of Portland reports a very low turn over in these units compared to those for elderly in other locations.

TABLE III-3
ESTIMATED NEED FOR LOW RENT HOUSING FOR
LOW INCOME ELDERLY HOUSEHOLDS,
PORTLAND SMSA
1969*

On Public Housing Waiting Lists ¹	1028
Not on Public Housing Waiting Lists	<u>3550</u>
Total	4578

Distribution by County

Multnomah	3160
Clackamas	540
Washington	408
Clark	<u>470</u>
Total	4578

* Heads over 60. Includes welfare and nonwelfare elderly but excludes elderly migrants and homeless men for whom separate estimates are made

¹ Heads over 65.

Source: CRAG estimate.

III. Housing for Homeless Men--Skidrow:

A. Housing Problems

Periodically, concern is expressed over the living conditions of men on skidroad. However, little can be done under existing agencies. Skidroad residents falling in the classification of able bodied single men are not entitled to either public housing or welfare assistance.

Whether some of them may be classified as able bodied is, of course, open to question. That is, there is some question as to whether an alcoholic or emotionally disturbed person is able-bodied--i.e. able to work. There is also some question as to desire of skidroad residents for better housing.

According to a 1963 U.G.N. study done in cooperation with the Mayor's Committee on Homeless Men,¹ the 2300 regular inhabitants of Portland's 50 block skidroad area,² were distributed as follows:

TABLE III-4
CHARACTERISTICS OF SINGLE MEN ON SKIDROAD
CITY OF PORTLAND
. 1963

Aged	23.5%
Physically Disabled & Emotionally Unstable	15.5%
Alcoholics & Problem Drinkers	34.8%
Criminals	4.4%
Semi-settled Laborers	21.8%

Source: Report of the Mayor's Committee on Homeless Men, op cit

¹ Report of the Mayor's Committee on Homeless Men, United Good Neighbors Community Council, 1963.

² The 1960 Census showed 3762 male adults living in the area, but the study concluded that 2300 was more representative of the Skidroad population. Since the Skidroad population tends to build up in the Spring when the census is conducted, it was felt that some of the 3762 were transients and not regular residents.

Serving the shelter needs of these 2300 men, the study estimated that there were 2655 rooms and/or cubicles and 2791 beds.¹ While there was thus no shortage of sleeping facilities, many were unfit for human habitation and the study committee reported that it was "shocked" over what it saw, particularly with respect to the lack of sanitary facilities.

The committee recommended, not additional housing, but code enforcement leading to upgrading (or eventual disuse) of those quarters which were unsafe from the standpoint of fire, ventilation and sanitation.²

As a result of the study, a proposal was submitted to the Office of Economic Opportunity recommending the establishment of a drop-in center to provide a gathering place³ and a place for the provision and referral of services leading to the eventual social rehabilitation of as many skidroad tenants as possible. The proposal was never funded.

B. Need of Housing for Homeless Men

It is estimated on the basis of the 1963 study on homeless men in Portland, interviews with Vancouver's urban renewal agency, and 1960 census data covering the skidroad areas in Portland and Vancouver, that there is a need for dormitory facilities to house 650 single men in the two city skidroad area, 600 in Portland and 50 in Vancouver.

C. Recommendations

1. Low rent subsidized dormitories providing sleeping quarters for 650 skidroadtenants should be constructed in the cities of Portland (600) and

¹ Of which 314 rooms with 449 beds were in hotels and dormitories operated by missions and other charitable groups.

² Many of the buildings were constructed prior to 1918.

³ Including bath, toilet, & delousing facilities, washers and driers, television, radios and reading material.

Vancouver (50). These dormitories should include laundry and delousing facilities, and a drop-in center where men may gather and where they may receive or be referred to services.

IV Migrant Farm Worker Housing:

A. Problems

The migrant farm worker housing problem is essentially two-faceted. First, there is the problem of migrant farm labor camps. This is primarily a seasonal, that is, summer problem. Second, there is the problem of permanent housing for migrant farmworkers who want to leave the migrant stream and settle down.

1. Housing problems in farm labor camps

Farm labor camps are intended for use primarily during harvest seasons. For those farmers recruiting migrants interstate through the U. S. Employment Service, migrant housing is operated under the Farm Labor Camp Standards of the U. S. Department of Labor. There are also Oregon and Washington State Laws governing migrant camps, but these are minimal and relate primarily to sanitary facilities and possible health hazards.

There has been a growing controversy between farmers, government officials,
¹
migrant workers, and their host of spokesmen over housing in farm labor camps

¹ In Washington County alone these spokesmen include: VIVA, a Mexican-American self-help organization composed of ex-migrants and funded by the Valley Migrant League through OEO; Farm Home Workers Union doing the same thing as VIVA with the same funding; VISTA volunteers assigned to VIVA and funded through OEO; Forest Grove Opportunity Center, funded in the same way as VIVA; the Washington County Community Action Organization, funded by UGN; and the Washington County Community Action Program, funded by OEO. The last two organizations are not solely concerned with migrants. Also involved in migrant problems, in Washington County, although not their spokesmen in a formal sense, are the county welfare and health offices. Conflicts have been numerous among these groups, especially among the Mexican-Americans themselves. See Appendix 3.

and permanent housing for potential ex-migrants. There was a migrant march on Salem last year protesting minimal housing standards in camps; a protest march in Washington County this year demanding housing help for migrants who wanted to leave the migrant stream; and a legislative study this summer of farm labor camps in Washington State.¹

The typical form of farm labor camp housing is a 12 x 12 (or 12 x 16) unit of frame single wall construction without toilet facilities, and sometimes without water. There is rarely a refrigerator. Farmers maintain they are not intended for year round occupancy² and that they are better than many of the cabins people put up with on camping and hunting trips. Migrants and their spokesmen maintain that they are not on camping and hunting trips, but working and that, as working families with children, they need more than sleeping and cooking quarters.

A tour of migrant camps in Washington County by CRAG staff revealed a variety of conditions running from very primitive to adequate. Farmers with the former conditions tended to feel that migrants were very hard on housing and that it was useless to provide anything better. Those with the latter conditions tended to feel their better housing attracted better workers, although some agreed that migrants were hard on housing.

Those with good housing (housing with all plumbing facilities, etc.) use this fact as a selling point in recruiting workers. However, there are occasionally problems because of differences between what is promised and what the migrants actually get.³ Spokesmen for the migrants feel that good housing is the exception and that lack of decent housing for farm workers is causing increasing numbers of them to by-pass Oregon and Washington in their seasonal migrations.

¹ See Appendix 3

² Although, of course, some farmers do rent these units to migrant families through the winter.

³ See Appendix 3

At present, state health departments in both states are inspecting camps, asking that violations of sanitary, safety, and other health codes be corrected. They are only effective insofar as corrections are made. In the summer 1968, report of the Oregon State Health Department,¹ 406 defects were cited in Washington and Clackamas County farm labor camp housing. Of these, 181, or less than half, were remedied. Health officials in both states note some improvements in the willingness to correct defects, but express concern over continuing conditions in some of the camps.²

In the Portland metropolitan area there were 80 farm labor camps in use in the summer of 1968, 45 in Clackamas County, 35 in Washington County, and none in the other two. These camps contained almost a thousand units (924); and housed 4,614 persons in 553 families. The average family size was eight. Of the 553 families, 259 were Mexican-American. Most of the Mexican-American families were in Washington County. No data is available which would indicate how many families were housed in inadequate facilities.

The distribution of farm labor camps and workers is shown in Table III-5.

¹ Oregon Migrant Health Project, Annual Report, 1968, Oregon State Board of Health.

² See Appendix 3.

TABLE III-5
FARM LABOR CAMPS AND WORKERS,
PORTLAND SMSA,
SUMMER 1968

County	Families		Number	Camps	
	Total	Mexican-American		Units	Occupants ¹
Multnomah	--	--	--	--	--
Clark	--	--	--	--	--
Clackamas	237	70	45 ²	359	1795
Washington,	<u>316</u>	<u>189</u>	<u>35</u>	<u>565</u>	<u>2819</u>
Total	553	259	80	924	4614

¹ Peak

² There were 63 camps of which 45 were in use. This is a decline from the previous year when 51 were used.

Note: All migrants do not stay in camps. Other housing is sometimes provided, including dormitories.

Source: Oregon Migrant Health Project, Annual Report 1968, op,cit.

The location of farm labor camps in Clackamas and Washington counties is shown in Figures III-2 and III-3.

2. Housing Problems in Leaving the Migrant Stream

It is almost impossible to estimate the number of ex-migrant farm workers living in the metropolitan area. There are, however, between 400-500 Mexican-Americans living in Washington County, and about half that in Clackamas, Multnomah, and Clark County combined. Most of these are thought to be ex-migrant farm workers. Ex-migrants who are Anglo-American, because of their

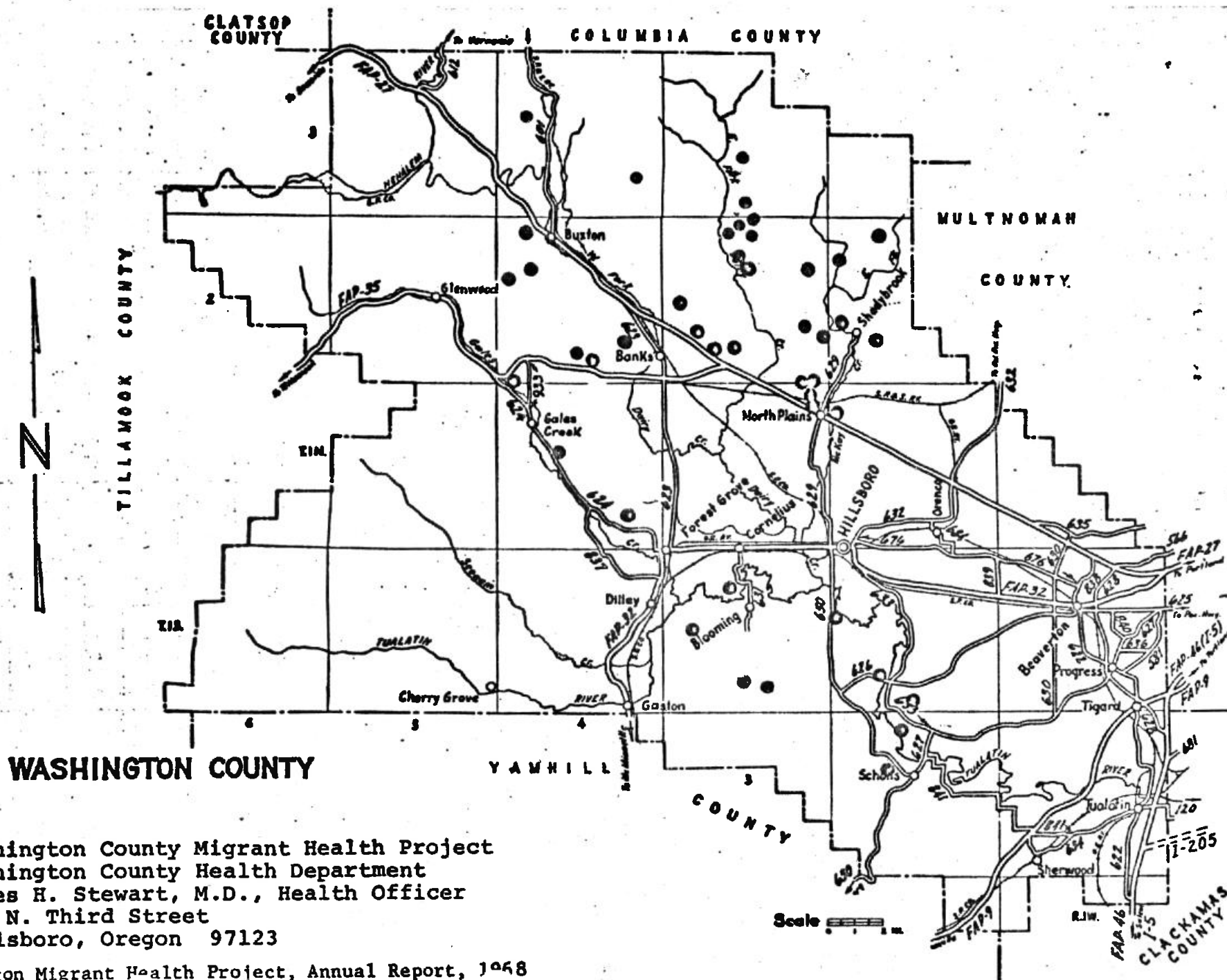


FIGURE 111-2

• Washington County Migrant Health Project
 Washington County Health Department
 James H. Stewart, M.D., Health Officer
 150 N. Third Street
 Hillsboro, Oregon 97123

Oregon Migrant Health Project, Annual Report, 1968
 Oregon State Health Department

CLACKAMAS COUNTY

Clackamas County Migrant Health Project
 Clackamas County Health Department
 Hollister M. Stolte, M.D., Health Officer
 1425 S. Kaen Road
 Oregon City, Oregon 97045

Oregon Migrant Health Project
 Annual Report 1968--Oregon State Health Department

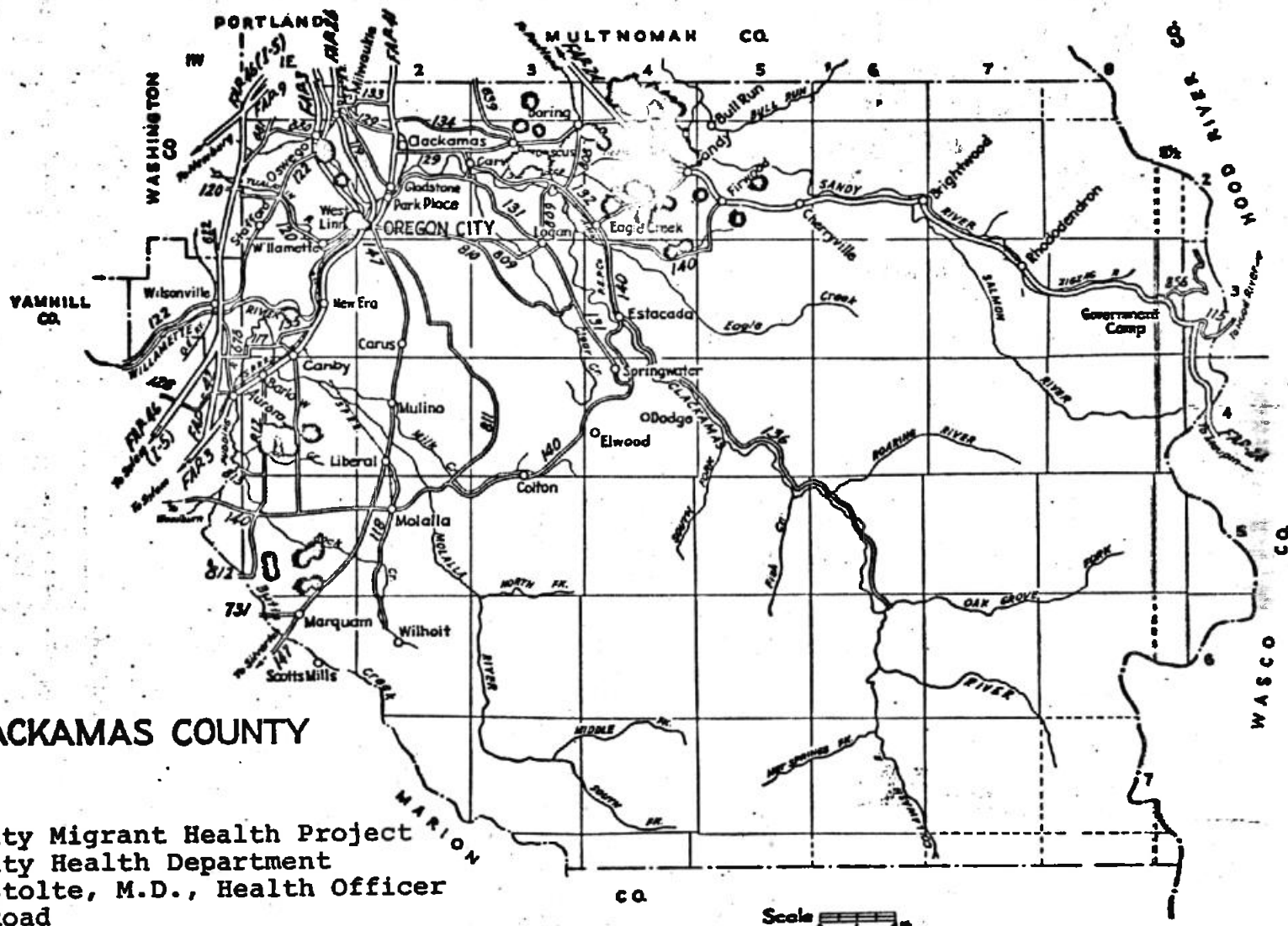


FIGURE III-3

lack of language barriers and cultural differences, tend to get assimilated more rapidly than Mexican-Americans, and their numbers are hence more difficult to estimate. It can be safely assumed that there are at least as many Anglo-American as Mexican-American ex-migrant farm workers in the metropolitan area. The total number of ex-migrants is thus estimated at between 1200-1500, 800-1000 in Washington County and 400-500 in the balance of the SMSA.

Last year the housing plight of a number of Mexican-American ex-migrant families in Washington County became so desperate that there was an organized march on city hall. The purpose of the march was to demonstrate a need for public housing. The reaction of public officials and observers not connected with the march was fairly negative. The consensus was that there were more spokesmen for the ex-migrants than there were ex-migrants; that the need was probably exaggerated; and that there was no way to provide immediate public housing for anyone. The reaction of the protestors was that the "establishment" wasn't interested.

Fourteen of the most desperate families were housed under a subsidy program financed by local churches until the following spring. Each family paid what it could and the churches paid the balance. This helped ease a tight situation but it did not solve the housing dilemma of ex-migrant farm workers as a group.

Some Mexican-American families live in seasonal farm labor camp housing year around where problems of inadequate plumbing are compounded in the winter by problems of inadequate heating and lighting. Others live in dilapidated farm houses. Most pay too much for what they get.

The housing problems of ex-migrant Mexican-American farm worker families are related to the following factors: (It is assumed that the Anglo-American ex-migrant has similar problems.)

1. Their large family size, averaging about six children, requires large houses with 4-5 bedrooms. The number of large houses in rural areas in the SMSA has steadily declined. As recently as two-three years ago it was possible to find large old farm houses for rent or sale. Today windshield surveys reveal little.

2. Their desire to stay in the country and together poses problems. Large houses are still available in nearby cities, but Mexican-Americans wish to remain close to crops and to each other. This way the family can earn extra money in the fields while the fathers work elsewhere and the families can visit back and forth and help one another. Their desire to stay close together has a tendency to create ghettos and isolate them from the rest of the community. As one Mexican-American said, "When Americans come to Mexico, they stay together. Why shouldn't Mexicans in this country do the same thing." While they want their children to be educated and have it better than they did, they are fairly zealous about wanting to preserve their own culture. This, in part, accounts for their banding together.

3. Their low annual incomes, ranging from \$1400-3500, precludes very high housing costs. Given the size of their families the best housing they can afford on today's market is generally substandard.

4. Their preference for single family housing, especially housing with small acreages so that they can garden and supplement the family incomes poses problems. It is said that they probably would not live in apartments if these were available in sizes large enough to accommodate them at prices they want to pay. In Washington County they prefer the Forest Grove-Scholls area and in

Clackamas County, the area near the Marion County line. There are very few rentals this far out.

5. Their language barrier causes them some problems in obtaining housing information and in bargaining for housing. It also is a major detriment in their seeking and holding employment.

Other factors related to Mexican-American housing problems include the following:

1. There is an element of discrimination against Mexican-Americans. It is said that landlords fear that renting to them, because of their large families and lack of education, will result in property depreciation and the creation of slums.

2. There are perhaps too many groups representing them. The resulting friction and lack of coordination has led to many meetings and heated discussions, but has resulted in no significant solution to their long-term housing problems.

3. The migrants themselves appear discouraged over the possibilities of getting out of the migrant stream or getting better housing. They fear automation and the effect of constant moving on the education of their children. Yet, those who have tried to settle here and purchase homes through the low income housing programs of the Farmers Home Administration are thoroughly discouraged with the red tape, promises, and lack of progress. Some have given up and have rejoined the migrant stream.

B. Housing Needs of Migrants

The need for adequate housing in farm labor camps throughout the metropolitan area cannot be estimated at this time. There has been a decline

in the number of farm labor camps due to the increasing tendency to employ local residents, increasing automation, and the increasing consumption of agricultural lands through the urbanization process. An economic study would be required to determine how many non-resident workers are needed before an estimate of migrant housing can be made.

The need for low income rental housing for ex-migrant farm workers is estimated at about 300 units, 180 in Washington County, 90 in Clackamas County, and the remainder in the balance of the SMSA. This estimate is based on interviews with groups representing ex-migrants, the Poor Peoples' Club, the UGN CAP Organization in Washington County, and government agencies.

C. Recommendations

1. A determination should be made of minimum housing standards applicable to farm labor camps. These should be based on both economic and social criteria. Recommendations for enforcement procedures should also be worked out.
2. The possibility of instituting legislation preventing the year-round rental of seasonal farm labor shacks should be investigated.
3. Rules and regulations pertaining to self-help housing and other low-income housing programs of the Farmers Home Administration should be made available in Spanish to facilitate orderly and timely compliance by Mexican-American families. If possible, a Spanish-speaking housing counselor should be made available to serve Mexican-American families throughout the Willamette Valley. A day a week in each major agricultural area using migrant help would probably be sufficient.

4. Because of the shortage of large houses in rural areas for low-income families,¹ it is recommended that subsidized rental houses be constructed, some under programs which give the poor the option of purchasing them when their incomes increase. At the present, public housing programs are the only ones permitting the poor this option.

5. It might be worthwhile to investigate the possibility of offering financial incentives to owners of deteriorating units to encourage them to offer free or reduced rents to low income migrant families in return for repairs and maintenance.

V. Student Housing Problems

A. Problems

The student housing problem relates to housing problems at Portland State University (PSU), other four year colleges and universities, community colleges, and vocational, technical, and art schools in the Portland Metropolitan Area. The student housing problem at PSU has received considerable publicity in recent months.² However, there are unmet student housing needs at other institutions as well.

In 1966, the Portland City Club in its report, Supervised Housing for Minors and Young Single Adults, estimated that housing was needed for 1372 students: 947 at PSU³, and 425 students in business, vocational, and technical schools in the downtown Portland area. These needs have not been met

¹ Recommending a leasing program under a public housing authority at this time would be of little help because of the shortage of houses. The units have to be built before much of anything can be done to house the poor in rural areas.

² See Appendix 4.

³ Then Portland State College

by the construction of additional units. They have, in fact, been aggravated by demolitions of existing units, increased enrollments and other factors discussed below.

Student housing needs are shown in Figure III-4.

The following factors have served to seriously heighten the need for student housing throughout the metropolitan area:

1. Urban renewal practices involving the demolition of low cost dwelling units and their replacement with either high cost ones or with structures devoted to non-dwelling uses, have resulted in a net loss in low-income housing. The Portland Development Commission (PDC),¹ estimated that 184 students were displaced by the PSU extension project which is to provide additional classrooms, etc., but which entailed the removal of 9 or more occupied apartment houses adjacent to PSU. PSU students estimate that probably twice that number were displaced. They attribute the PDC's undercount to the fact that a number of students moved before they could be counted, and to the fact that some units contained more students than the landlords were aware of.

2. A good part of the low-income housing available to students, according to the City Club report and student testimony, is unsafe, unsanitary, unhealthy (inadequately heated or lighted), or some combination thereof. Code enforcement has been recommended, but many feel that this would tend to push some landlords out of the housing business or result in rents beyond student reach.

3. Growing campus confrontations have resulted in changing community attitudes toward students. Families and landlords who previously opened their doors to students no longer welcome them. Several colleges which have had no

¹ The City of Portland's Urban Renewal Agency

**CENSUS TRACTS
PORTLAND URBAN AREA**

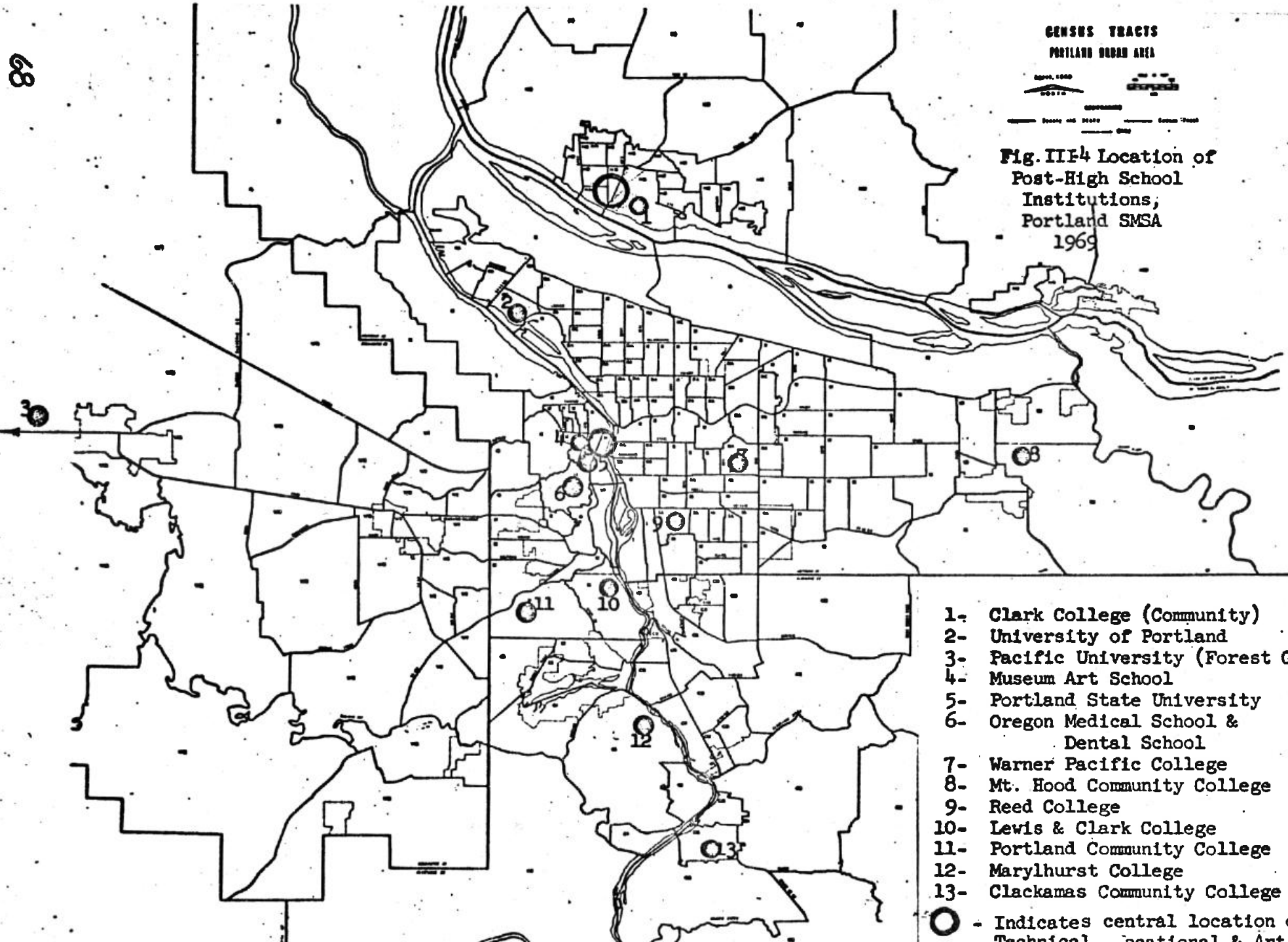
April, 1960

1:50,000

APPROXIMATE

Boundary and State County Road

**Fig. IIF4 Location of
Post-High School
Institutions,
Portland SMSA
1969**

- 
- 1- Clark College (Community)
 - 2- University of Portland
 - 3- Pacific University (Forest Grove)
 - 4- Museum Art School
 - 5- Portland State University
 - 6- Oregon Medical School & Dental School
 - 7- Warner Pacific College
 - 8- Mt. Hood Community College
 - 9- Reed College
 - 10- Lewis & Clark College
 - 11- Portland Community College
 - 12- Marylhurst College
 - 13- Clackamas Community College
- - Indicates central location of Technical Vocational & Art Schc

problems in the past in housing students off-campus are currently experiencing difficulties.¹

4. Enrollments continue to expand not only in state and privately supported institutions of higher learning, but in vocational, technical, and business schools as well. First, there are more young people of college age than ever before (the World War II "babies"). And secondly, more money is being made available to assist the culturally, socially, and economically deprived attain a college education and/or training, which means that higher proportions of young people are enrolling than in the past.

5. The tendency for young people to assert their independence by leaving home, whether to work or go to school, has been increasing. An expanding economy, lessening of social restrictions on the freedom of young women, less protective attitudes on the part of parents, and other factors have assisted the movement. Perhaps of some significance also has been the growing tendency for young people to aggregate in student or other communities of young people whether college housing is provided or not. This permits them an opportunity to participate more fully in the educational and social life of the student community than would be possible if they stayed at home. Some leave home not to participate in anything in particular, but simply to be on their own.

Today's young people can "go away to college" without leaving their hometowns, and they are doing so in increasing numbers, simply by setting up housekeeping adjacent to the schools of their choice. This applies to students at community colleges and at business and other vocational schools and not only to those attending regular four year colleges and universities. For example, Mount Hood Community College recently requested that the state provide

¹ Reed College, for example.

a 200-unit dormitory. It was turned down, but will try again. While no state-financed housing has been requested by Portland Community College, there is apparently a need there also.

It was clearly not the intent of Oregon or Washington state legislators that community colleges serve a live-on-campus student body. It is equally clear, however, that these schools are increasingly serving a live-away-from-home student body and feel some responsibility toward providing housing.

The problems at PSU specifically relate to the above, and also to the following factors.

1. It is attracting growing numbers of students from outside the area, including out of state students and some from other countries. This is partly due to its curriculum¹ and partly to its location in a large metropolitan area.

2. By legislative intent it is a city or commuter college. This precludes housing assistance on the part of the state, in spite of the fact that its enrollment is not limited to students from the Portland area.

3. There appears to be strong reluctance on the part of legislators to make the legislative changes necessary to appropriate funds to finance housing at "commuter" colleges.

4. Private investors appear uninterested in providing additional student housing because of high vacancy rates in the summer, high cost of financing high land costs, etc. There is one privately owned dormitory at PSU, which can accommodate 600 students. Rents are higher than in state supported dormitories at other schools, but there is always a long waiting list.

5. PSU's privately owned dormitory, is on the city's property tax rolls. State-supported dormitories, of course, are not. This is undoubtedly a factor

¹ It apparently offers courses which are not available elsewhere in the state.

in the reluctance of legislators to get involved with state owned housing at PSU.

B. Student Housing Need

It is estimated that there is a low income rental housing need for approximately 2250 students in the metropolitan area, about half of whom are married. Most of the need is for rentals under \$70 a month.¹

The estimated need, distributed as shown in Table III-6, consists of two low-rent dormitories with 150 units housing 300 students (two to a room) and 1500 apartment units housing 1950 students. The biggest need is associated with students attending PSU and downtown Portland business, vocational and technical schools. It is estimated that there are 1850 such students needing 1400 housing units.

These estimates are based on a 1969 PSU study² and a telephone survey of all four year colleges and universities, all community colleges, and a sample of vocational, technical, and business schools in the metropolitan area.

¹ Based on 1969 PSU student survey. See Appendix 4.

² Student Housing Problems, Prospects and Solutions, PSU Students, 1969

TABLE III-6
STUDENT LOW INCOME RENTAL
HOUSING NEEDS
PORTLAND SMSA

1969

Units

Area	Type	No.	Students
Mt. Hood CC	Dormitory	100	200
PSU	Dormitory	50	100
Downtown Core Area Portland¹	Apts.	1350	1750
Balance SMSA	Apts.	<u>150</u>	<u>200</u>
Total		1650	2250

¹ To serve student needs at PSU and downtown business, vocational, and technical schools.

Source: CRAG estimates.

C. Recommendations

The issue of providing low income rental housing for students in state-supported schools in the Portland Metropolitan Area has been widely publicized but essentially side-stepped by those in a position to assist. The often-cited reason for inaction has been the fact that these schools were intended to be "commuter" schools.

Sociological and economic changes since these schools were instituted have resulted in changes in student perceived needs and in student ability to act upon these perceived needs. These changes, in turn, have also served to render previous legislative intent outdated and inappropriate to the modern urban educational scene. By holding to the premise that state-supported schools of higher learning in this area were intended to be commuter schools, the Legislature has denied the existence of the changes -- i.e., has turned its back on the differences between what was intended and what has been taking place.

The housing needs of students attending private schools and colleges, except in the 1966 City Club report, have been largely overlooked. They have received little or no publicity primarily because the students involved live in small pockets proximate to their respective schools, have not organized on the housing issue, and hence have no central spokesman or political power per se. Yet, their housing problems as stated are serious.

As aids to solving the student need for low income rentals in the metropolitan area, the following recommendations are made.

1. Efforts should be made to encourage Oregon and Washington states to put themselves in the business of assisting in the provision of low income

housing appropriate to the needs of post high school students in the Portland Metropolitan Area.

2. State assistance should take the following forms:

- a. loans to developers and rent supplements to students to encourage private builders and managers to provide low rental dormitory and other student housing;
- b. legislation encouraging the formation of Student Non-profit Housing Associations;
- c. special housing grants to needy students who would otherwise be commuters, but whose social and intellectual adjustment to the demands of college life would be facilitated by residence within the student community.

VI. Summary of Low Income Rental Housing Needs of Special Low Income Groups:

The total number of households in critical need of low income rental housing in the Portland SMSA is estimated at 13,350. This need is distributed among the five low income groups discussed in this chapter as shown in Table III-7. Approximately a sixth of these households, 2394, are on waiting lists for public housing.

It is estimated that these 13,350 households require 12,425 housing units. The biggest need is for low income units for the elderly and for nonelderly in the welfare income class.

The need for low income rental housing is distributed among the counties as shown in Table III-7. The biggest need is in Multnomah County, followed by Clackamas, Clark, and Washington counties in that order.

TABLE III-7
 LOW INCOME HOUSEHOLDS
 IN CRITICAL NEED OF SUBSIDIZED HOUSING
 BY HOUSEHOLD TYPE & UNITS NEEDED,
 PORTLAND SMSA,
 1969

Household Group	Total	Households		Units
		On Public Hsg. Lists	In Need of Low Rent Subsidized Housing	
Skidroad	650 ¹	---	650 ¹	325 ¹
Elderly	4578	1028	3550	4578
NonElderly Welfare				
Income Class	5572	1366	4206	5572
Migrants	300	---	300	300 ²
Students	<u>2250²</u>	<u>---</u>	<u>2250²</u>	<u>1650</u>
Total	13,350	2,394	10,956	12,425

Note: For a definition of the inclusions and exclusions in each household group, see text.

¹ Single men in need of sleeping quarters -- in dormitories, two to a unit.

² 300 in need of dormitory space, two to a unit, and the remaining (1950) in need of 1500 apts.

Source: CRAG estimate.

TABLE III-8
HOUSEHOLDS IN NEED OF LOW INCOME RENTAL HOUSING
IN THE PORTLAND SMSA, 1969

HOUSEHOLDS					
County	Nonelderly Welfare Income				
	Elderly	Class	Students	Migrants	Skidroad
Multnomah	3160	3480	2050	--- ^a	600
Clackamas	540	876	↑	90	---
Washington,	408	596	200	180	---
Clark	470	620	↓	--- ^a	50
SMSA	4578	5572	2250	300	650

UNITS					
Multnomah	3160	3480	1500	--- ^a	300
Clackamas	540	876	↑	90	—
Washington	408	596	150	180	—
Clark	470	620	↓	--- ^a	25
SMSA	4578	5572	1650	300	325

Note: For a definition of inclusions and exclusions in each household group, see text.

^a 30 in Multnomah and Clark counties.

Source: CRAG estimates.

DRAFT

CHAPTER IV
COMMUNITY ASSESSMENTS
OF HOUSING NEEDS
PORTLAND SMSA
1969

I. Introduction:

This chapter is concerned with housing problems and needs identified by poverty area residents and workers. It is included to provide insights on what the people think and to give small area geographic perspectives on housing problems. The geographic detail which is sub-county is considerably finer than that presented in previous chapters.

In general, the problems discussed vary little between areas, but there is a difference in emphasis from one area to another. That is, there is a difference between areas in the importance placed on solving this or that problem.

The poverty pockets discussed have been identified through OEO workers, UGN, churches, welfare caseworkers, VIVA, the Poor Peoples Club, and others.¹ There are no poverty areas in the Department of Commerce sense² or ghettos in the Portland Metropolitan Area. That is, there are no very large, blighted areas such as are found in large eastern and southern cities. There are instead, a number of mixed neighborhoods with a combination of good housing in attractive settings and dilapidated and deteriorating housing in rundown, un-

¹ A list of interviews may be found in Appendix 11.

² Areas comprised of 5 contiguous census tracts, 4 contiguous tracts with 4000 or more families, or 1-2 contiguous tracts completely surrounded by poor tracts. There are no such large groupings of poverty in the Portland SMSA.

cared for settings. Poverty pockets are found in these mixed neighborhoods. They are small in size, but contain high proportions of very poor households living, for the most part, in the dilapidated and/or deteriorating housing.

Most of the poor households are renters. Many are multi-problem households with economic, social, and personal problems. Some are ill and old and on small fixed incomes. Some are fatherless households with many children and a working mother with small wages or a non-working mother on welfare.

When the problems of the poor relate to employment, (unemployment, underemployment, seasonal employment), there are other problems as well, such as illness, low educational attainment, social or emotional problems, alcoholism, or lack of desire to be employed. Many fall in the "last hired-first fired" syndrome. Frequently their personal problems interfere with their ability to become economically or socially adjusted. Solving the housing problems of these households may make poverty easier to look at, but it is unlikely to solve the basic problems. In almost all interviews the point was made that housing was needed but that it was fairly low on the priority list.

Not all those living in poverty pockets have problems or are poor. Some of those living in deteriorating or dilapidated housing could afford something better. These are frequently less interested in shelter or in housing than in other things, and do not place much importance in how their houses look or function. As one man said, "I'm not interested in keeping up with the Joneses." Other comments in this vein were "It's good enough for me" and "I'm gone all the time!" "I just need a place to store my things and sleep."

While many poverty area workers want or recognize the need for housing, many of the residents are more concerned with their day-to-day problems; jobs, illness, the "establishment," their rights, their children, discrimination, etc. Those community leaders who are actually doing something about housing are usually engaged in finding low cost rentals; in outlining and publicizing the problems; or in pushing code enforcement, which many of their constituents fear or hold suspect.¹ In each county, however, there are groups actively involved in getting housing on the market through rehabilitation, self-help programs, and/or assistance in helping low income families obtain financing.

Regardless of what their special functions are, those involved in housing are generally discouraged with governmental red tape, lack of interest in the private sector, lack of progress and the like.² Most of them recognize the necessity of band-aid approaches. That is, they feel they have to solve the immediate pressing problems of families and individuals before they can do much long range planning in the area of solving housing problems. They would like to do more long range planning, but they are constrained by the urgency of day-to-day problems, limited staff, and funding.

Problems not identified by poverty area workers or residents, but very real ones in assessing housing needs, relate to the diversity of groups representing or acting as spokesmen for the poor. In almost all areas there are self-appointed leaders as well as paid government employees, and representatives from churches and volunteer organizations. There is frequently

¹ They fear loss of the unit if the landlord opts to do nothing, or if he does that an increase in rent will result. The older homeowners fear it because they haven't the money to do anything; they are familiar with their home's problems and they are not insurmountable to them; and they don't want to be interfered with. Some refuse to open their doors to strangers because they are afraid of code enforcement. Many fear that they will lose their homes, and the stories of those who have are rampant.

² This is discussed in the next chapter.

only limited assurance that spokesmen's attitudes reflect those of the group whose problems are being discussed. CRAG has received calls, following interviews, contending that a spokesman was speaking for himself or a handful of residents and not for the whole community.

Disagreements and minimal or non-existent articulation between spokesmen and groups; differences in opinion with regard to problems and their dimension; differences in reporting techniques (where these exist); differences in definitions employed in gathering statistics (not to mention the frequent use of untrained interviewers and "loaded" or ambiguous questionnaires); and differences in points of view or interests, all add to the major problem of finding out just what and how sizeable the problems are. There are also frequent changes in leadership among the diverse groups, and with this, continual changes in emphasis and philosophy which further compounds the problem. Finally, the poor themselves are fed up with being surveyed and little information can be obtained from them on a structured interviewer-respondent basis. On an informal basis, however, (if the interviewer refrains from quizzing and asking "establishment-type" questions on income, employment, etc.) some tend to be eager to air their views. But this too poses problems in assessing need since it is impossible to judge how representative those who air their views are, as opposed to the silent and/or uncooperative ones.

Finally, in most areas urban renewal and housing authority activities, private investment, and other factors, including population mobility are continually changing the poverty scene. Today there is one estimate of available housing and housing need; tomorrow it may be obsolete. Nevertheless, insofar as community assessment of housing need is important, it is recorded here, with

its incongruities, to provide insights into the felt needs of the SMSA's poverty area residents.

II. Poverty Area Housing Needs in Multnomah County:

A. General

There are a number of poverty pockets in Multnomah County. Most are in the City of Portland where there are two formal programs: Model Cities and SouthEast Uplift.¹ Poverty pockets where there are no formal programs include northwest Portland, which includes the skidroad area; northeast Portland, which covers St. Johns, and Linnton; downtown Portland; and rural poverty pockets in the county.

B. The Model Cities Area

1. General

The Model Cities area is shown in Figure IV-1. It encompasses six school districts in the City of Portland. Its population, which has changed little since 1960, is currently estimated at about 38,000,² which is roughly 10% of the city's population and less than 4% of the SMSA's population.

Most of the metropolitan area's Negroes live in the Model Cities area, a high proportion in the more rundown Albina district. The area is by no means an all-Negro one, however. In 1960 there were approximately 11,000 negroes in the Model Cities Area or less than one-third of the Model Cities population of 38,800. Today it is estimated that there are 13,200 Negroes in the Model Cities area, or about 35% of the area's population. Currently, Negroes in the

¹ This is discussed in the next section.

² June 30, 1969.

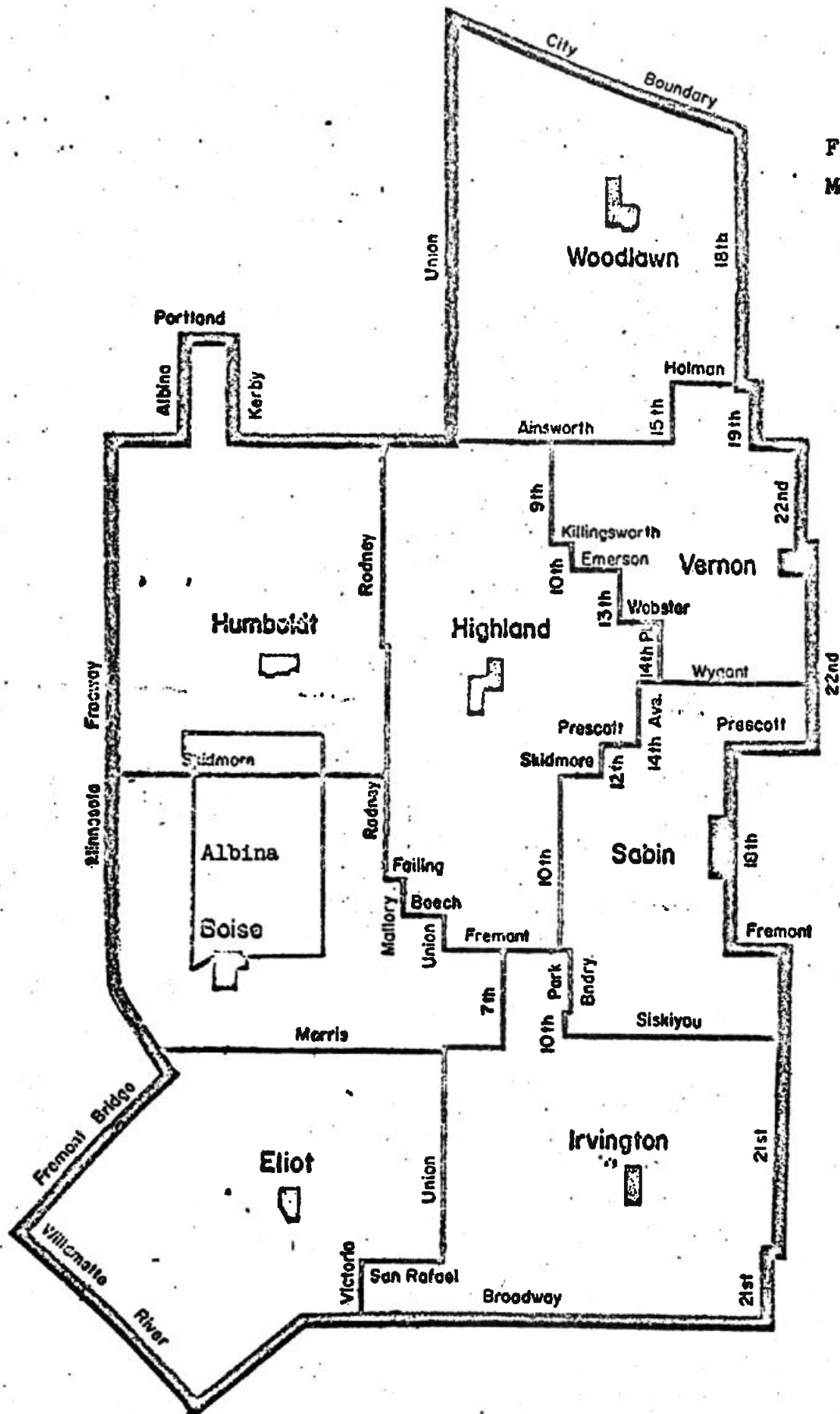


Fig. IV-1
Model Cities Area

Model Cities area account for approximately 66% of all negroes in the SMSA and 45% of all non-whites in the SMSA.¹

Typical of conditions throughout the City of Portland, in the Model Cities area blocks of good housing in attractive settings are intermingled with blocks of rundown and abandoned housing. Parts of the area are in fact just as attractive as any in the city.

The Model Cities area is not a ghetto in the typical sense because all its residents are not poor, all do not live in deteriorating or dilapidated housing, and all are not of the same race or religion.

It is estimated that median family income in the area in 1960 was between \$5,900 and \$6,000, or slightly below the median for the City of Portland (\$6,333) and the SMSA (\$6,340). No current estimate of family income is available.

2. Problems

Problems identified by community workers, affiliated with a number of different agencies, and residents are many and varied. Some of the stated problems appear to be, or are, contradictory because not all people in the area perceive problems in the same way. The problems cited are listed below.

a. Many of the families who need housing are multi-problem families who need help on a number of different problem areas. Multi-problem families do not always make good tenants. They have problems finding adequate housing that they can afford and landlords who will accept them.

b. Large families contribute to the housing problems. Few will rent to large families.

c. Families on welfare are discriminated against, particularly if they are ADC families. The average ADC fatherless family has 6-8 children.

d. Forty to fifty percent of the people in need of housing qualify

¹ See Chapter I.

for public housing, but they get tired of waiting.

e. The Housing Authority of Portland leases so many houses in the Albina area, that there's not much left on the private market. The family in need of a place to live has three choices: it can get on HAP's waiting list, live in substandard housing, or leave the area. The market for housing is that tight in Albina.

f. Housing is available, but many landlords refuse to take children, welfare cases, or pets.

g. Large families can get into Columbia Villa (a large housing project outside the Model Cities area) but they do not want to live there. They do not like being in a project.

h. Some people are living in places unfit for human habitation, places lacking in utilities; and with faulty sanitation facilities, bad wiring, bad insulation, and leaky roofs. Many are overcrowded.

i. The problems of the elderly are the worst.

j. The problems of large families are the worst.

k. Housing is available in central Albina but it is zoned industrial and absentee landlords are unwilling to upgrade or rehabilitate under the circumstances.

l. New housing programs are not reaching the people. The \$200 downpayment seems small, but it is often out of reach of poor families.

m. Blacks get bad terms in purchasing. They usually buy on contract paying 10% interest. It is difficult for them to get conventional financing. Selling prices are frequently inflated to black buyers.

n. The three rent supplement projects in the area help the elderly only. They are poor in design and the residents of the area resent this.

They see them as cracker boxes that are falling apart while still new. FHA regulations are blamed for this. There is also some criticism of the "establishment" for not caring about good design and good construction in the "ghetto."

o. The black population is increasing and the whites are moving out. The blacks in the area are fairly stable residents apparently preferring to integration, (outside the area) being together in familiar neighborhoods, close to the downtown area. Whites in the changing neighborhoods and in all white sections of the Model Cities area, however, appear to be moving out. They are moving less out of discriminatory feelings against the blacks than out of fear of black militants in the neighborhoods and in the schools. Some are concerned about increasing crime (especially among the juveniles) and vandalism, and others over possible losses in property values.

A survey of the Model Cities area in 1968¹ showed that 50% of all residents planned on moving within the next 5 years, 61% of these planned on moving outside the area. How many of these were white is not known.

In spite of the fact that it is generally felt that blacks don't want integration some blacks are moving out of the Model Cities area. It is generally conceded that these are the more affluent ones who cannot find the housing they want in the Model Cities area or who simply prefer to live outside the area.

p. Rehabilitation is too slow. There are three nonprofit housing corporations² working in the area, all rehabilitating older units under the FHA 221h program.³ They rehabilitate packages of 5-8⁴ houses and to date have

¹ Model Cities proposal.

² These are Easterdawn, East CAP, and John Wesley. They work outside the Model Cities area also.

³ Some now may be operating under 235j which replaced 221h.

⁴ The FHA limits the program to packages of 8 units or less.

readied fewer than 20 units in the Model Cities area. Under the FHA 221h program, it is required that all units in a package be rehabilitated before any are sold. The corporations sometimes lease units as they are finished to keep them from standing empty and to protect them from vandalism.

It is said that there are long waiting lists for these houses. However, there are problems in finding buyers who qualify under FHA standards. There are also problems in finding houses in the right price range suitable for rehabilitation in the Model Cities area. The major problems with 221h programs is that they are small scale compared to the need and they add no units to the inventory. It is also argued, however, that rehabilitation saves a housing unit which might otherwise be lost to the inventory, and that it results in an addition to the inventory of standard units.

q. Urban renewal activities in the area have resulted in a net loss in the housing inventory.¹ In the Albina Neighborhood Improvement project, for example, 97 structures were removed, many of them multi-family ones. Three structures, all rent supplement, containing 46 units in all, have been put back Housing slated for the Albina area on PDC² cleared property amounts to 83 units: 7 being constructed under 235; 60 on program reservations under 235; and 16 units in duplexes.

The Emanuel Hospital project, also in Albina, will displace 209 households³ (111 families and 98 individuals) and put back a 200 unit high rise for low income elderly.

Urban renewal activities in the area are much criticized not only because

¹ They have, however, paved the way for new construction and have improved the appearance of the area.

² Portland Development Commission.

³ The Hospital as a result will be able to provide increased job opportunities and job training opportunities in the area.

they result in household displacement but also because they are little understood. There is considerable hostility over the "bulldozer" from the Portland Development Commission which is thought, by some, to be involved in a conspiracy with "City Hall." There are also suspicions that the Development Commission pays too small a price for what it acquires and charges too high a price for what it sells. Coupled with the lack of understanding, distrust, and suspicion are threats to burn up what the PDC puts in.¹ Hostilities and threats of this nature tend to discourage builders from entering the area and thus tends to dampen building activity. Rumors of high vandalism rates serve the same purpose.

r. Code enforcement is not moving fast enough. It is the only tool available to make landlords upgrade their property or move families out of unsafe quarters. There is a move to get every rundown abandoned house in the area demolished.

s. Code enforcement hurts the poor, not the landlord. The poor simply get shuttled from house to house or their rent goes up. Some spokesmen and residents have confused code enforcement with urban renewal activities and blame the PDC for every unit that comes down.

3. Housing Needs of Model Cities Residents

In all interviews, it was stressed that the big need in the Model Cities area was for rentals and not for sales units. In the Albina area, it was estimated that the biggest need was for rentals in the 2-4 bedroom size and that a hundred such units would rent immediately. Also, in the Albina area, it was estimated that there were 25-30 families with four or more children.

¹ These "burn it out" threats are currently being directed toward Emanuel Hospital and the Emanuel Hospital project.

looking for housing and that some of these large families had 10 children. Throughout the area, it was stressed that the most pressing needs were those of households on welfare and small retirement incomes. No overall estimate of need could be derived, however.

The 1968 Model Cities proposal carried several housing estimates and recommendations. One of the estimates was that 41% of the total area needed substantial rehabilitation and that 6% was beyond repair. Yet the report estimated that 2250 units needed to be rehabilitated over the next 5 years. If the 2250 represents the 41% of the housing in need of substantial repair, this would mean that there were less than 6000 housing units in the Model Cities area. There are at least twice that many.

It is thought that the authors of the proposal were relying on a Portland City Planning Commission report, Community Renewal Program (1967), in which it was estimated that there were 6311 housing units in the Albina-Woodlawn area, 2285 of them substandard, and 1260 suggested for clearance. The Model Cities area is much larger than the Albina-Woodlawn area, however. It probably contains 12,000 or so dwelling units. It is extremely doubtful that 41% of these 12,000 units are substandard or in need of "substantial rehabilitation."

It is not quite clear what is meant by "substantial rehabilitation" or "substandard" as used in the Model Cities proposal. It may mean more than substandard as defined by CRAG. CRAG's definition covers all dilapidated buildings and deteriorating ones without plumbing. It is likely that the proportion of substandard units in the whole Model Cities area, using CRAG's definition, does not exceed 25% with the bulk of them being in the Albina and surrounding area.

The Model Cities proposal estimated the area's 5 year housing needs as follows: 400 single family units at 3% interest; 200 coop-condominium units for the elderly; rehabilitation of 2250 units, and 2000 public housing units, 500 owned by the Housing Authority of Portland and 1500 leased. The goal

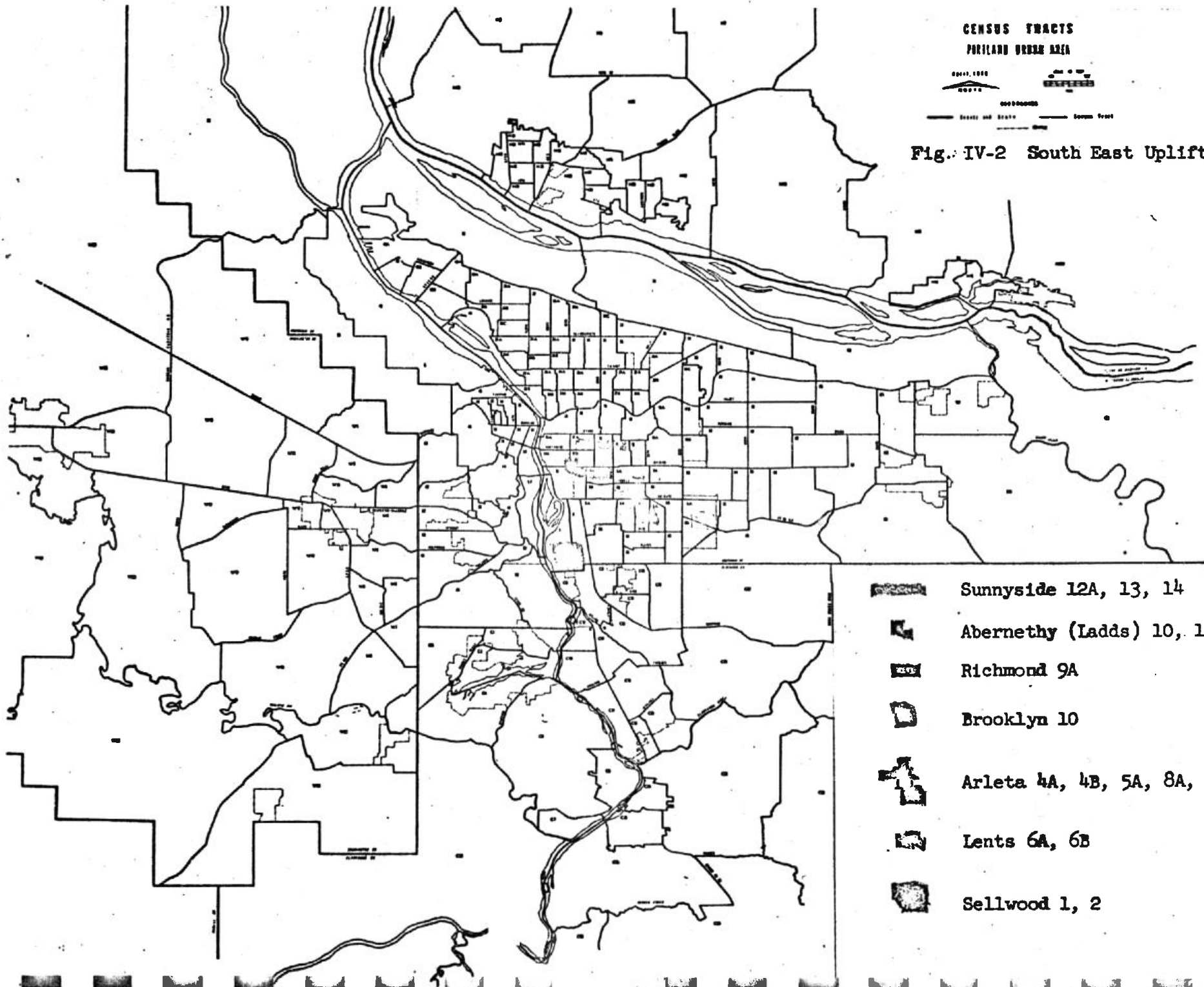
CENSUS TRACTS
PORTLAND URBAN AREA








Scale 1960
Miles

Scale 1960
Miles

State and County Boundaries

Fig. IV-2 South East Uplift Area



-  Sunnyside 12A, 13, 14
-  Abernethy (Ladds) 10, 11B, 1
-  Richmond 9A
-  Brooklyn 10
-  Arleta 4A, 4B, 5A, 8A, 8B
-  Lents 6A, 6B
-  Sellwood 1, 2

lation at the time that Model Cities areas contain no more than 10% of a city's population.¹ When the southeast area was excluded from participation in the Model Cities program, poor whites and others pressed for help for the southeast area. As a result, the city initiated the SouthEast Uplift program. It is funded and staffed by the Portland Development Commission.

The discussion which follows is mainly derived from interviews with poverty workers and residents rather than from SouthEast Uplift staff. The SouthEast Uplift program is relatively new (1968) and has concerned itself with community organization, City Planning Commission zoning activities, and filing an NDP. Poverty workers and residents have been more deeply involved in housing and over a longer period of time than the SouthEast Uplift program, and it is their comments and thinking that is reflected in the following.

Racially, poverty pockets in the Southeast are for the most part all white. It is estimated that the median family income in 1959 was about the same as that in the Model Cities area, between \$5900 and \$6000. Unlike the Model Cities area, the population in Southeast poverty pockets has not remained static. According to CRAG estimates, it has grown from 46,500 in 1960 to about 50,000 in 1969. This is approximately 12,000 more people than in the Model Cities area in 1969. Also, unlike the Model Cities area, the nonelderly residents of the Southeast poverty pockets tend to be highly mobile, moving from house to house, neighborhood to neighborhood. Frequent school changes have resulted in some problems for the children of these families,² and have tended to intensify some of the problems of the family itself since frequent moves make counseling

¹ The Nixon administration has removed this 10% stipulation. The SouthEast area is thus technically eligible currently for Model Cities aid. Whether or not its inclusion under the program is politically feasible is not known.

² According to some observers, the school population turnover has run as high as almost 100% in some elementary grades.

and other services difficult to administer. The more mobile families usually do not stay long enough to identify with a community or get involved in it, and if they enroll in job training or educational courses, rarely complete them.

Housing in the southeast poverty pockets is typical of that in any poverty pocket in the Portland SMSA in that southeast poverty pockets contain a mixture of good housing in attractive settings mixed with substandard housing in rundown settings. There is more residential blight (unit for unit) in the southeast poverty pockets than in the Model Cities area, and considerably less urban renewal or code enforcement activities. That is, there has been considerably less in the way of public expenditures to cope with urban blight in the southeast poverty pockets than in the Model Cities area.

Private investments, however, are making some dent in the blighted conditions. New multi-family structures are replacing dilapidated and deteriorating units, but they are frequently flanked by housing of the kind they replace. Further, many of the new structures are of undistinguished or unattractive design. The poverty workers in the area refer to them as "cracker-boxes" and "instant slums." They also state that rent in these new units is higher than rents charged for better units in better surroundings in Beaverton and Tigard.¹ They say that southeast poverty families stay in the southeast because of the availability of public transportation and close-in employment opportunities.

A survey of southeast poverty pockets, A Look at Southeast Portland, Mid-1968² revealed that households chose the area because it was inexpensive.

¹ A quick check revealed pretty much the same rent structure in new units in the three areas.

² By residents of the area and University of Oregon Student Interns.

This does not contradict the poverty workers' statements about high rents for new units. Older units in the southeast can be found for lower rentals than comparably sized new units elsewhere. Further, the use of public transit and walking to reach jobs and shopping undoubtedly cuts down on living expenses in southeast poverty pockets.

Commercial and industrial blight and mixed land-uses, as in the Model Cities area, add to the "depressed area" image of southeast poverty pockets.

Households in southeast poverty pockets, as in the Model Cities area, contain a high proportion of multi-problem families on very low incomes, and persons over 65 just barely getting by. Poverty workers in the area say that they work with them on a crisis-by-crisis basis. They feel the racial discrimination element, which compounds problems in the Model Cities area, is lacking but that economic and social discrimination exists and is acutely felt by low income residents. They report that some of the poor whites have begun talking about racial discrimination against poor whites. Some of the poverty workers themselves feel that "the government" is only interested in blacks and that "if you're white and poor no one cares."

The 1968 survey of the southeast poverty pockets referred to above showed that 18% of the households with 4 or more members and 46% of the households with 2-3 members had incomes under \$3000 in 1967. It also showed that 19% of all families headed by persons under 65 were unemployed at the time of the survey, mid-July, which is generally a peak employment period, and that the rate of unemployment among nonelderly female heads of households was 35%. The survey did not check into welfare status of poverty pocket residents, but poverty workers relate that there is a high incidence of ADC mothers.

2. Housing Problems in the SouthEast Uplift Area Poverty Pockets

The Housing Authority is much praised in the SouthEast poverty pockets for its ability to come through in emergencies, work with residents, and provide decent housing.¹ Leased housing in particular is lauded because of its anonymity. The problem, as the workers and residents see it, is that there isn't enough public housing available and not enough private housing in the public housing rental range. They attribute the problem of providing low income housing in their areas to land costs, building codes, and union practices which contribute to high construction costs, and to the failure of the Portland Development Commission to engage in urban renewal activities which would make low cost land available.

Large families in southeast poverty pockets have the same trouble finding housing at prices they can afford and face the same reluctance on the part of landlords to rent to ADC mothers or others with large families, as do nonwhite families. But, neither the housing problems of the large family nor the elderly household were dwelled on by poverty workers or residents. They stressed generally the need for new and rehabilitated single family units for poor families of all sizes.

3. Housing Needs of SouthEast Poverty Pocket Residents

Poverty workers and residents identified their housing needs as requiring code enforcement, rehabilitation, and an increase in the stock of housing. They had no estimates of how many new units were required or how

¹ There were complaints about housing authority rules and regulations from some. Others expressed the thought that some poor white families were reluctant to move into HAP projects with a high proportion of Negroes because of fears of violence.

how many old units needed rehabilitation. The southeast area survey referred to in the preceding section estimated (via a windshield survey of 2930 units) that 39% of the housing stock was in need of substantial rehabilitation. This estimate seems high. The report carried no definition of "substantial rehabilitation."

There are currently approximately 18,000 households in southeast poverty pockets,¹ 4300 of them with incomes under \$3000,² almost 800 of these with 4 or more members, and almost 2000 with 2-3 members.³ CRAG estimates the critical housing needs of the 4300 households with incomes under \$3000 in the nine poverty pockets in southeast Portland at about 700 units. The households represented by CRAG's estimate of 700 units account for 3.9% of all households in the area.

D. Housing Needs of Low Income Households in the Balance
of the City of Portland and Multnomah County

Poverty pockets in the City of Portland outside the Model Cities and SouthEast Uplift areas are shown in Figure IV-3. They are located in Northeast, Northwest, and Southwest Portland. In general they include: St. Johns, Linton, Kenton, the Hollycross area, Couch⁴ and other sections of the downtown area. They have much the same characteristics as those poverty pockets

¹ Assuming that the average number of persons per household is about the same as in 1960, almost 2.8 persons.

² 24% of the total as revealed by the 1968 Southeast area survey.

³ 18% and 46% respectively of those with incomes under \$3000, as per the 1968 Southeast area survey.

⁴ A socio-economic description of the Couch area is available through the P. D. C. It is an untitled, unsigned report.

CENSUS TRACTS
PORTLAND URBAN AREA

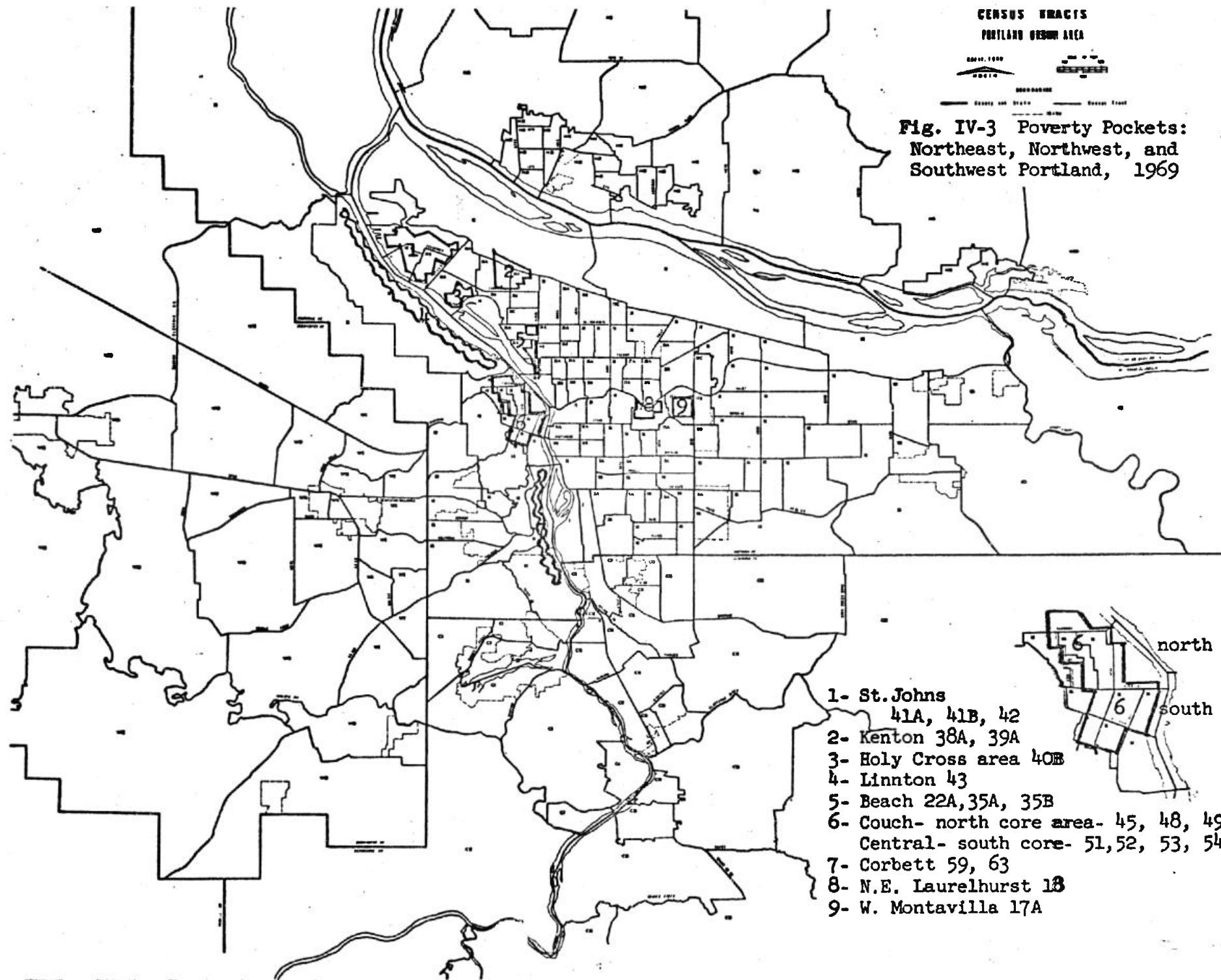
SCALE, 1960
MILE



BOUNDARIES

County and State Water Front

Fig. IV-3 Poverty Pockets:
Northeast, Northwest, and
Southwest Portland, 1969



already described--older neighborhoods with mixed land-uses, combinations of standard and substandard housing, some in attractive and some in unattractive settings, and households in mixed income classes with heavy concentrations in the lower ranges. There are also high proportions of renters¹ compared to the metropolitan area average.

CRAG has made no separate estimates for these poverty pockets because of the unavailability of data.

The estimated need for low income rentals outside the Model Cities and SouthEast Uplift areas, in the City of Portland is 5000. That is it is estimated that in addition to the 400 units needed in the Model Cities area and the 700 units needed in the Southeast poverty pockets, there are 5000 additional units needed in poverty pockets in the Northeast, Northwest, and Southwest sections of the city and scattered throughout the city in areas not associated with the identified poverty pockets.

The low income housing need in that portion of Multnomah County outside the City of Portland is estimated at 2340 units.

The distribution of low income rental housing needs in Multnomah County are shown in Table IV-1.

¹ 50% or more. The SMSA average was 26.5% renters and 83.5% homeowners in 1960 and is probably about 30% renters and 70% homeowners currently.

TABLE IV-1
ESTIMATED HOUSING NEEDS
OF LOW-INCOME HOUSEHOLDS,
MULTNOMAH COUNTY,
1969

	<u>Units</u>
City of Portland	6100
Model Cities	400
SouthEast ¹	700
Balance of City ²	5000
County outside of City of Portland	2340

Note: Excludes migrants

¹

The area covered by the SouthEast Uplift program.

²

The areas not covered by Model Cities or SouthEast Uplift, i.e. such areas as Linnton, St. Johns, etc.

In summary, housing needs for low income rentals are distributed about three-fourths---one-fourth in the City of Portland and Multnomah County respectively. Approximately 20% of the City's need for low income housing is associated with the two poverty pockets which have formal development programs: Model Cities and SouthEast Uplift.

III.. Housing Problems in Washington County:

A. Introduction

Housing problems in Washington County have been much publicized, especially those of Mexican-American ex-migrant farm workers. For the most part, however, bad housing in Washington County is related to rural poverty and covers a far wider spectrum of poor households than Mexican-American ones. This is not to say that poor households are not found in the affluent eastern portion of the county which is largely suburban. (See Figure IV-4). They are, but not to the degree that they are found in the rural western portion.

The incidence of bad housing and its correlative poverty, increases somewhat in proportion to the distance westward from the county's suburban eastern fringe. This is shown in Figure IV-5.

Rural poverty is related to the marginal productivity of small farms; the inability of families on small farms to support themselves from the output of their farms; the lack of nearby job opportunities for those who need to supplement their farm incomes; distance to employment centers coupled with transportation problems and costs; lack of skills, education, or desire to engage in non-agricultural employment activities; and the decreasing need for agricultural workers due to increasing farm mechanization.

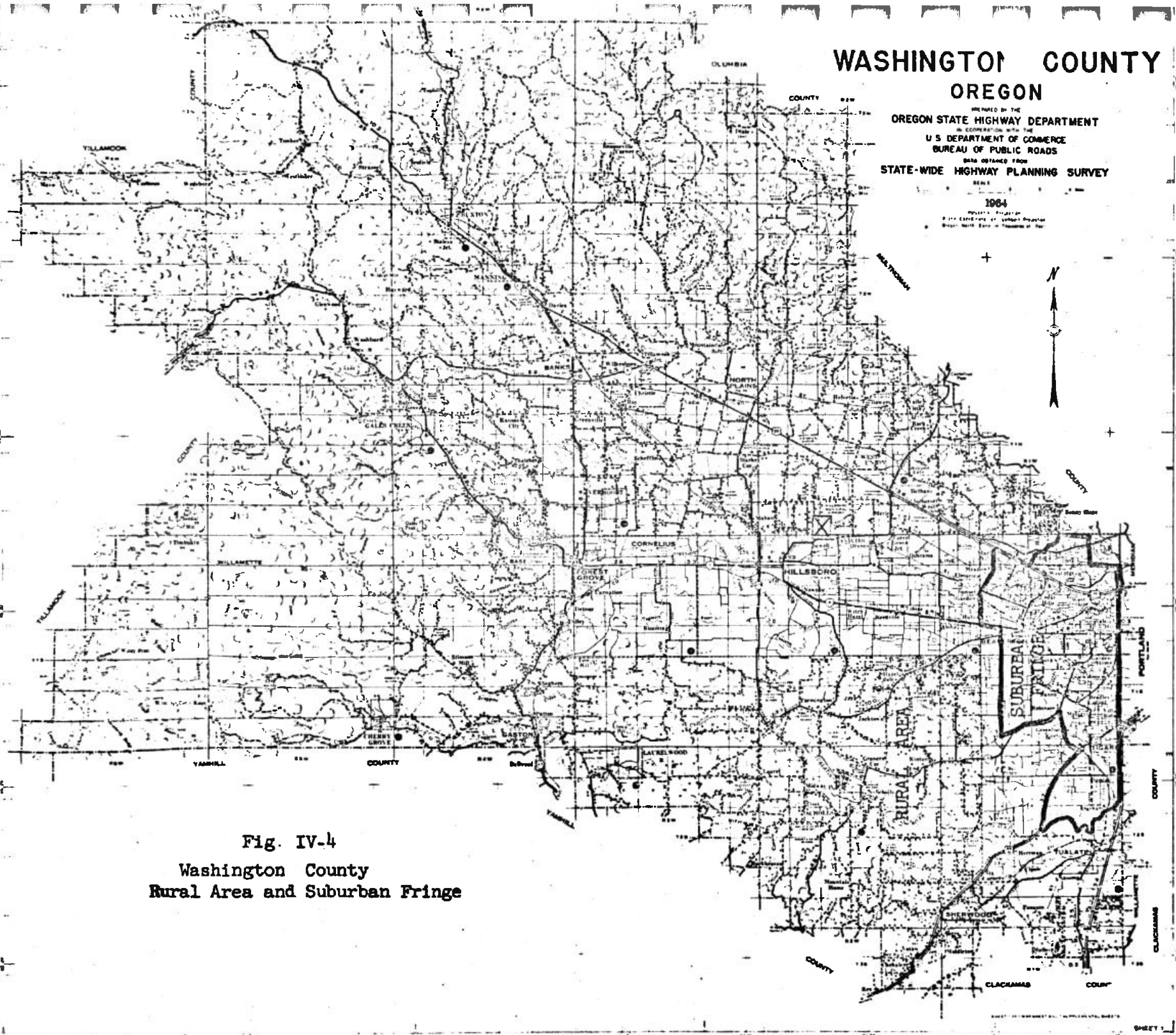
The high incidence of substandard housing in rural areas is related to rural poverty, the age of the housing, lack of building codes when the housing was constructed, lack of code enforcement programs, and similar factors. Much of the substandard housing in Washington County is occupied and by low income households. There are very few vacant houses that are habitable. Repeated windshield surveys by VISTA workers, UGN and OEO Community Action workers, and others have turned up little in the way of low income housing for those in need. It is reported that the unavailability

PREPARED BY THE
OREGON STATE HIGHWAY DEPARTMENT
IN COOPERATION WITH THE
U.S. DEPARTMENT OF COMMERCE
BUREAU OF PUBLIC ROADS
Data obtained from
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106

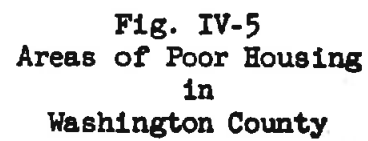
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Fig. IV-4
Washington County
Rural Area and Suburban Fringe



1964

+



of low income housing has increased considerably in the past year. This is attributable to household formations within low income groups, immigrations of low income families, and lack of new construction to meet the needs of low income households.

In a 1968 survey of realtors, ministers, and others by the Washington County Community Action Organization, a UGN sponsored group, 92% of the respondents said there was a shortage of rentals at \$70 a month or less; 59% said the shortage was serious and 50% said that what was available was in poor or very poor condition. With regard to low cost homes for sale (homes at \$8500 or less), 83% said there was a shortage.

B. Housing Problems as Perceived by Poverty Workers
and Residents in Washington County

Poverty workers say that the poor are forced to live in substandard housing for the following reasons:

1. Nothing else is available at prices they can pay.
2. Owners tend to discriminate against the poor, especially against Mexican-Americans and others with large families.
3. Many of the families in need are farming peoples who prefer shacks with land around them in the country to apartments or houses in the urban area.
4. The politicians and government agencies are deaf to the needs of the poor.

There were repeated references in interviews to the march on "city hall" which "accomplished nothing" and a self-help project which failed because of the Farmers' Home Administration.

The Farmers' Home Administration is much maligned. It is accused of (a) being no help, a hindrance even; (b) lacking in understanding and initiative; and (c) showing discrimination. It is also said that if a house qualifies, the prospective owner does not; that Farmers' Home Administration has a "take it or leave it" attitude; that loan processing is very slow; that the poor do not understand the red tape and get discouraged; and that some are afraid of buying because of stories they have heard about no one's qualifying for Farmers' Home Administration loans.

The Farmers' Home Administration maintains that the self-help project failed because the families refused to share a common well. It further points out:

1. that many of the families who have applied have in fact, not qualified because they lacked steady incomes;

2. Farmers' Home cannot serve the Forest Grove area, where there is considerable demand, because the town's population is over 5500.¹

3. They did in fact have some problems with their Washington County representative, but were reluctant to remove him because his retirement was only months away.

4. There are water and sewer problems in the rural portions of the county which necessitate home sites of 2 acres or more. With land costs high, this tends to make low income housing infeasible.

5. Some of the poor have not understood what is required in the way of getting a loan and some of the spokesman for the poor have muddled the water by not understanding either.

¹ Members of the Poor Peoples Club stated that some of the old houses in Forest Grove would help solve their housing problems, but that there was no way to get them financed. They were unaware of the low income housing programs of the F.H.A.

All poverty groups in the county have not had problems with the Farmers' Home Administration. A self-help project is being put together for next spring by the housing coordinator of the Poor Peoples Club, and one church non-profit housing corporation is presently building a modular prefab house for a low income family through farmers' Home and plans to build a package of five houses when this one is completed.

County Commissioners, contrary to what many of the poor feel, have not been deaf to their housing plea, but have been seeking a solution. There is a reluctance on their part, and on the part of others, to create a Housing Authority because it would mean another government agency and because of the semi-autonomous nature of housing authorities. There is also a feeling that HUD attaches conditions to the formation of housing authorities which affect people other than low income ones. The county is not willing to accept these conditions. The housing code, code enforcement, and the workable program are cases in point. According to one commissioner, many county residents "don't want the government ordering them to improve their homes" and in some areas,¹ there is a strong resistance to any kind of "government interference."

There is considerable interest on the part of poverty area workers and residents and on the part of county commissioners in the Section 23 leasing program. It is doubtful that this will help the rural poor because of the unavailability of housing in rural areas and the reluctance of the poor to leave the rural areas. ADC mothers and others who have been pushed farther and farther west in search of low cost rentals, may, however, be helped by the Section 23 program because the available housing is located in the urban area. Their rural residence has tended to intensify their transportation

¹ Timber, for example.

and other problems. Low income housing in urban areas proximate to educational and employment opportunities could be of some assistance to them.

Other Washington County housing problems are related to problems in implementing federal programs. These problems have been reported by a non-profit housing corporation which attempted to rehabilitate housing for low income families under FHA's 221H, and a realtor who ran into building code problems in a low income housing subdivision. According to the interview, the non-profit housing corporation is thoroughly disillusioned. It started out "armed" with FHA Handbooks and discussions with FHA personnel. It optioned 5 houses for rehabilitation and had to let them go when FHA appraisers turned down four of the five.¹ The FHA later gave the corporation the green light but it was too late, the houses were gone and the corporation "fed up." The spokesman for the corporation said that the FHA "didn't answer the questions we didn't ask. Their handbooks were no help. Everything we did was wrong." He further said that he and his group were sick of hearing how easy it was from FHA personnel. "We want to know what the specifics are and no more conversation about how easy it is. It's not easy." He said it was hard to find houses in the Forest Grove area at the right price for rehabilitation and resale to low income families. While the group does plan to go ahead with the program, he did not say when they would start again.

The realtor, who has a reservation for funds under FHA's 235 program, feels that the uniform building code places undue restrictions on building that make putting up a house for \$16,000 or less impossible, given land costs.

¹ It later turned out according to the corporation spokesman that the appraisers were supposed to have made decisions about which houses were and were not acceptable.

He suggested special zoning for low income housing, zoning which would permit deviations from the Uniform Building Code in order to facilitate and expedite the building of low income housing. He was also discouraged. He had started out with a certain amount of zeal but the effort has taken considerably more time than he planned. He said he keeps "running into brick walls." He also cited lack of federal funding as a problem.

In summary, poverty workers and residents in Washington County are fairly unhappy about promises without action, surveys,¹ red tape in government program, the seriousness of the unavailability of housing for the poor, band-aid approaches, and their inability to get anything going in spite of their efforts, which they view as considerable. Many of them feel that few are interested in the problems of the rural poor; that current attention is on the cities and the blacks; and that the bulk of federal programs are aimed at "keeping the blacks quiet."

Some are critical, too, not only of the complexity and red tape in federal housing programs, but also with red tape and complexity inherent in the OEO Valley Migrant League poverty programs themselves. Further there has been friction among some of the poverty groups and not all the poor welcome poverty workers. Where they are distrustful, they are especially distrustful of VISTA and Community Action workers.

In summary, there appears to be unanimity on two major points: one, there is a need for jobs, steady incomes, and housing; and two, with regard to housing, the problems are many and the need critical.

¹ There have been 6 or 7 housing surveys and/or studies in Washington County. Only three are presently available: one by the League of Women Voters; one by the County Health Department; and one by the UGN Community Action Organization. The poor have said that all they get is studies and surveys.

C. Housing Needs in Washington County

Poverty workers and residents, in addition to the need for low income housing and the establishment of a housing authority, see needs for code enforcement programs; smaller minimum lot sizes in Hillsboro; less restrictive zoning against mobile homes; more cooperation on the part of "city hall;" less restrictive screening practices on the part of Farmers' Home and less red tape; more active involvement by the FHA, including counselling sessions on programs; and some form of guaranteed income for agricultural workers so that they may qualify for home ownership.

Non-poverty workers and residents-i.e. builders, and developers,-see a need for less restrictive building and zoning codes; more federal subsidy funds; clearer instructions on requirements for utilizing federal programs; and provision of public utilities in outlying areas.

As one answer to the housing problem, the County Health Department is recommending that the county adopt a Housing Maintenance and Occupancy Ordinance prepared by the American Public Health Association and the U.S. Public Health Service.¹

There are many estimates of need available. According to welfare workers in the county 1/2 - 1/3 of those on welfare (about 2000 cases) are living in inadequate, unhealthy, or unsafe housing.² The housing problems of the elderly and of large families are said to be the most pronounced.

The Poor Peoples Club, an Anglo-American self-help group, estimates that there are 30 families in need of housing, each with 4 or more children.

Groups representing Mexican-American families estimate that 100 Mexican-American families each with 6 or more children are in need of housing.

¹ A copy is enclosed. See Appendix 7.

² There is no way at present to determine how many households are represented by the 2000 cases since there may be more than one case to a household.

The OEO Community Action people estimate that there is a county need for 500 public housing units.

Based on these estimates and on other data from interviews and county housing studies, CRAG estimates that the current critical need is for about 1,184 housing units:¹ 408 for the elderly; 596 for low income non-elderly households; and 180 for ex-migrant families (including Anglo-American ones). These estimates are rough and should be refined by further studies.

IV. Community Assessment of Housing in Clackamas County

There are many housing groups and housing committees in the county or serving the county. The primary concern of most of them is solving temporary housing crises, locating rentals, and pushing for public housing.

Housing problems in Clackamas County center about difficulties in locating low income rentals; low income persons living in substandard housing; attempts to get additional public housing units; self-help projects; and the attitudes of the poor toward availing themselves of housing help.

There is both a rural housing problem (Estacada, Sandy, and the rural eastern and southern portion of the county) and a city housing problem (running from Milwaukie south to Oregon City).

As in the rest of the metropolitan area, poverty and substandard housing are widely dispersed throughout the county, being found in high income areas such as Lake Oswego as well as in low income areas.

Poverty workers and residents report that the poor are depressed and lethargic about better housing; that they feel that nothing will change; that better housing is "pie in the sky"; that the emphasis on housing for the poor is impractical at best; and that the current programs are promises only.

¹

Excluding students.

They further report that the poor have many problems and that it will take a long time to work them out; that there are no "quickie cures" for the problems of the poor; and that many are trapped in hopeless situations and much needs to be done before home ownership can be a reality for them. Frequently, housing problems are very low on the priority list. Usually other problems have to be solved first.

Many need low income rental housing and will take what they can get without much regard for whether it is standard or substandard. They need shelter and have become accustomed to inadequate, unattractive housing.

Those who are concerned about substandard housing are usually property owners whose property adjoins substandard housing. Their concern is for their property values. Those living in substandard housing are not usually interested in doing anything about it. They rarely complain to landlords for fear of eviction and they usually don't know how or don't have the money to do anything for themselves.

Few poverty workers or residents in Clackamas County saw code enforcement as an aid to the poor. The need for low rent shelter of almost any kind was generally considered too critical to risk the chance of losing a unit through increased rent or abandonment by owners. As one poverty worker said, "a roof over their heads is a reality. Standard housing is not."

While many of the poor need rentals in the public housing price range, not all of them will consider public housing.

Generally, the housing problems of the elderly poor were not thought to be any more pronounced than those of poor families in outlying areas. It was pointed out, however, that the elderly on social security could not afford to keep up repairs; and, although they could get some help from welfare, they

were afraid to do so for fear of losing their property.¹ Thus, for some, neither public housing nor public assistance on housing is the answer to their housing problems.

There have been moves to get public housing established in Sandy and Estacada. Both failed. Part of the failure has been attributed to lack of water and sewer facilities in both areas.² Other factors were that the schools actively objected in the Sandy area and there was a reluctance to get involved in code enforcement in Estacada, especially with that portion dealing with demolitions of substandard units. Some of the poor and their advisors are under the impression that in order to get 100 units of public housing, 100 units of substandard housing have to be demolished.

Poverty workers and residents have interpreted their failure to get public housing established in or adjacent to the two towns as reflecting a lack of interest in getting involved in Federal programs on the part of local public officials.

There has been one self-help housing program in the county under Farmers' Home Administration. Six families were involved. It is reported that processing took a long time because of credit problems and that the project ran into trouble because all the families could do was paint. The project therefore lost its self-help status and had to be finished by a contractor. The houses were priced at about \$8000. According to OEO workers, they could have been sold for \$10,000 a few months after completion.

¹ They would not lose their property by obtaining assistance.

² They are lacking throughout most of the rural portion of the county.

Because of problems with this one self-help project and for other reasons, there appears to be little enthusiasm for self-help projects in the county. The reasons center around the paper work, required organizational structure, credit references, lack of skills, and sewer and water problems.

Other housing problems cited by poverty workers and residents were related to the reluctance of the old to leave familiar places; the selection by the poor of outlying areas as dwelling places (because they liked being in the country or were from the area) even though living out in the country made it more difficult for them to get jobs and training, and transportation frequently became a big problem; housing conditions of migrant farm workers and ex-migrants; cost of rentals; lack of building for low income families, especially rentals; the small number of poor eligible for housing loans; the preference of families for single family dwellings; and the need for very large units with four or more bedrooms. Some hostility was also expressed toward the current concentration on blacks and minorities, the "City Fathers", and the county housing authority.

B. Need for Low Income Housing

Clackamas County has not been surveyed as much as the other three counties in the metropolitan area; and there are no overall county estimates of housing needs of low income groups. A 1968 housing study by an OEO group revealed a need for 100 public housing units in Estacada and a 1969 study by the county housing authority revealed a low income housing need, also for a 100 units in Sandy.

CRA estimates, based on interviews and available data, that there is a current critical need for 1,506¹ low income rental units in the county: 540

¹ Excluding students.

for the elderly; 876 for non-elderly families and disabled persons; and 90 for ex-migrants. These are rough estimates and should be refined by further study.

The chief recommendation of poverty workers and residents is that "someone" build some low income rentals; that public housing construction be increased; and that leasing by the county housing authority be initiated. That is, making low income rental units available was the chief concern of housing groups in the county.

V. Community Assessment of Housing in Clark County

A. Problems

The housing problems in Clark County as viewed by poverty area workers and residents are related to urban renewal; code enforcement; welfare shelter standards; insufficient public and private involvement in the low income housing market; lack of building codes in the county; in-house fighting among poverty workers; apathy and/or hostility among the poor toward community organization and improvement, and toward home improvement and safety; and the "deafness" of public officials.

Housing problems are found in Vancouver, especially in the Houck and Rosemere areas; Camas-Washougal; Yacolt; Orchards; Ridgefield; La Center; and throughout the unincorporated rural area.

In Clark County, as throughout the metropolitan area, poverty was attributed to advanced age and small retirement incomes; illness; emotional and/or social problems; unemployment, and family size. The housing problems of the aged were stressed as was their unwillingness to give up a substandard home, which they could not maintain, but which was security and "home" to them; and their reluctance to leave familiar neighborhoods.

The housing problems of those poor who refused to have anything to do with either welfare or public housing were also mentioned.

The housing problems of ADC mothers in Clark County appear to be much the same as those in the balance of the SMSA. They cannot get into public housing because there is not enough to go around. It is also difficult for them to find housing within the welfare shelter standard. Even if they could, many landlords tend to discriminate against them because of their reputation for nonpay; bad housekeeping and home maintenance; and the destructiveness of their children. There are concentrations of ADC families in the poorer sections of Vancouver, in Camas-Washougal, and in Orchards. They are widely distributed throughout the county, however.

1. Housing Problems in Vancouver

There is a great deal of antipathy toward Urban Renewal in Vancouver because of the dislocation of families in the Esther Short Urban Renewal project three years ago. About 203 households were affected by the project, 83 families and 120 individuals, mostly elderly.¹ Public housing was being constructed but was not ready at the time the households were displaced. Of the 203 households, 57, or 28%, relocated in substandard housing.

Many of those who were forced to relocate remain bitter, not only because they were forced to move, but also because afterwards nothing happened. The Esther Short Urban Renewal Area, or industrial park as it is now called, is still undeveloped.

Antipathy to urban renewal is such that, at the recommendation of the Urban Studies Center at Portland State,² the city changed the name of its

¹ See Final Relocation Report, Esther Short Industrial Project, Appendix 5.

² In a 1968 study of the Rosemere area, Rosemere Neighborhood Study.

urban renewal agency to the Department of Community Development. The anti-pathology remains, however, and has greatly impeded progress on two proposed NDP's,¹ one for the Hæuch and one for the Rosemere areas. The major focus in both NDP's is housing, particularly code enforcement. The Director of the Community Development Department² said that in addition to citizen fear of urban renewal, lack of citizen interest in these two projects, was attributable to confusion over HUD requirements and rigid state requirements on urban renewal projects.³

The City of Vancouver, as the City of Portland, has a workable program, a prerequisite to receiving HUD funds for urban renewal, public housing, etc. The workable program calls for code enforcement. In the City of Vancouver opposition to code enforcement has been both more organized and more vehement than anywhere else in the SMSA. As a matter of fact, in the rest of the SMSA there is support for, as well as opposition to, code enforcement. There are few spokesmen for it in Vancouver.

Rosemere's residents, the bulk of whom live in houses which apparently could not pass current codes,⁴ form the backbone of the reaction to the city's

¹ Neighborhood Development Projects, HUD programs for cooperative citizen-government neighborhood renewal.

² See Appendix 8.

³ The requirements are far more rigid than those of HUD. There has been a move to get the state requirements relaxed. This is explained in the following excerpt taken from a March 28, 1969, memo from the acting director of the Community Development Department to the acting city director:

"The planning in most states may utilize the "Basic" approach; however, in Washington State we must use an "Alternate" approach which requires a "Development" plan, plus urban renewal plans for specific activities in specific project areas. We had hoped this requirement would be changed; however, it must now wait until the next Legislative session."

⁴ A city building windshield inspection of the Rosemere area revealed that only 261 of the 1,013 houses covered in the survey were likely to meet the codes. Rosemere Neighborhood Study, op. cit.

code enforcement program. They formed the Rosemere Community Action program primarily as a reaction against code enforcement. According to an OEO poverty worker in the area, a petition is being circulated against code enforcement and landlords, their tenants, and residents in owner-occupied households are signing it. The feeling, according to the same source, is that everyone benefits if code enforcement fails: the landlord who does not have to spend money fixing up his property; the renter whose rent is not raised; and the elderly home owner who does not have the money for repairs.

In Vancouver, reaction against code enforcement also involves more serious arguments. While some condemn the poor as not recognizing and supporting a program "that's for their own good," others point out the following:

- (1) Code enforcement ending in condemnation or raised rents results in displacement of households without provision or concern over the availability of replacement housing.
- (2) The displaced households tend to end up in other substandard housing at considerable inconvenience and some expense. Thus in effect, the displaced low income household is not helped, but hurt by code enforcement, and his housing standards have not been raised.
- (3) The elderly homeowner is not helped because he is generally ineligible for rehabilitation loans,¹ has other priorities for spending his money, and/or may be afraid to spend his own money for home repairs for fear of that "rainy day" when he may need his "nest egg" for something else.

¹ Few seem aware that rehabilitation grants are available.

- (4) Housing, for many of the poor, is but one out of many problems. When they have problems with code enforcement, other problems are aggravated.
- (5) Some spokesmen for the poor feel the government does not have the right to ask a poor household to alter its debt or spending priorities. They point out that the poor need debt counselling not additional financial burden; that many are on the brink of losing their homes; and that until they are motivated to keep a house in safe and sanitary condition, repairs may be a waste of money.
- (6) To the poor who are distrustful of authority, who want to be left alone, and who want no part of government interference, building inspectors constitute a threat and their inspection a potential invasion of privacy. The poor contend that they should no more be forced to open their doors to a building inspector than to a policeman or anyone else.

Some renters, it was pointed out, may feel differently than homeowners. But, many of these too were said to view code enforcement as a threat rather than as an aid. Some spokesmen attribute this hostility to lack of other housing alternatives, lack of interest in "middle class" living values, and lack of understanding of the goals of the program.

The real problem appears to be the unavailability of housing, standard or substandard, available to the poor within rental ranges they can afford. Code enforcement and urban renewal have exacerbated this problem.

With regard to public housing there were two major problems voiced by the poor and their spokesmen: that there was not enough of it, and that the waiting lists were so long that many got discouraged and did not try to get in even though they were eligible.

2. Camas-Washougal

The poor in these two towns have been pressing for a housing authority. There was a march on "city hall" in Camas by poverty workers and residents demanding code enforcement and public housing. It is said that "city fathers" were reluctant to respond to this kind of pressure, but a brief study was made.¹ It showed that building codes were inadequate and not well enforced; and that most substandard units were rentals. The data was based on the 1960 census.

Following the march on city hall, the poor formed a Housing Council and organized themselves about the housing issue.

Neither Camas nor Washougal has a workable program. This precludes a housing authority. To get around this, conversations have been held with the FHA about the feasibility of a rent supplement program (236). This does not appear to be a realistic solution to the town's housing problems because of the difficulties in getting sponsors (nonprofit, cooperative, or limited dividend) and because of other constraints within the program necessitating a preponderance of small units.

The study referred to above cited 218 families on welfare in the two towns, 50% of whom were on ADC and the balance elderly, disabled, or blind. A housing program consisting mainly of one-two bedroom units would be of limited or no help to ADC families. Some public officials feel that there are not enough low income families in need of housing in the two towns to warrant a rent supplement or public housing project. Poverty area residents and workers feel differently.

¹ This summer. It is included in Appendix 5.

An OEO poverty worker cited 584 substandard units in Camas in 1969 and 207 in Washougal. How many of these were occupied and how many of the occupied ones were occupied by low income families who could not afford standard housing was not known. The figures seem high, however, given a 1960 inventory of only 1,932 units with 116 deteriorating in Camas and 975 units with 56 deteriorating in Washougal. This is beside the point, however. The point is that poverty area workers and residents in the two towns feel that they have a housing problem they cannot solve by themselves and that no one wants to help them.

Much of the blame for the condition of housing in the two areas has been attributed to a single landlord. Poverty area workers believe he has political influence because of which local politicians are unwillingly to do anything. It is said that he rents 52 houses in the area, 85% of which are substandard and have plumbing and wiring defects rendering them unhealthy and unsafe.

3. Orchards

Much of the housing in Orchards, an unincorporated area north and east of the City of Vancouver, is transplanted housing from the World War II housing project in Vancouver. According to the Health and Welfare Planning Council there are many ADC mothers in the area, many absentee landlords, and few vacancies. According to a survey conducted in 1968 using OEO workers, 100 houses in the area were in need of repair or rundown; 10 were fire hazards; 25 had inadequate plumbing; and 9 had electrical problems (overloaded circuits and open wiring).

There is no building code in the county and no code enforcement program.

4. Balance of the County

Housing problems are also found in Yacolt, Ridgefield, LaCenter, and, in addition to Orchards, in other unincorporated portions of the county. A 1968 survey of the Yacolt vicinity¹ by OEO workers found almost half the housing (115 units out of a total of 265) to be condemnable, very poor, or poor. Estimates by others put the proportion of deteriorating housing as high as 60%. Of the 260+ households,² 68 had incomes below \$3,000. Only 54 were willing to move to new or rehabilitated housing.

Surveys have not been made in Ridgefield, LaCenter, and unincorporated portions of the county (excluding Orchards). However, poverty area workers point out that there is both a high incidence of poverty and bad housing. Battleground is not generally considered a problem area although a 30 unit apartment was constructed there for low-middle income elderly under a Farmers' Home loan. The Senior Citizens' Achievement Corp., an OEO group, feels that similar units should be built in other small towns in the county. They point out, as have all the others, that the elderly do not like to leave their home towns and that they would be somewhat likely to leave dilapidated housing for new low income housing if it were available in their home towns.

B. Assessment of Needs

In addition to the need for low income rentals and more public and private involvement in producing them, poverty area workers and residents and others see needs for the following:

¹ The city itself and its Star Route.

² All the housing units were not occupied.

- a) A county-wide housing council composed of poor people and their representatives.
- b) A clearinghouse for low income rentals.
- c) Code enforcement in Camas-Washougal.
- d) No code enforcement in Vancouver.
- e) Building codes in the county.
- f) Low income rental units for elderly and families in small towns.
- g) Raise in the welfare housing standard.
- h) Application by the Houch area for a Model Cities demonstration grant.

There are many estimates of housing needs for cities and towns in Clark County. The acting director of the Community Development program in Vancouver estimated that there was a need in the city for 400 public housing units under Section 23. The Urban Studies Center study of the Rosemere area indicated a need for 100 low income units in the Rosemere area over the 5 year period 1968-73. A figure of 875 units for low income elderly has been estimated for the county. The Health and Welfare Council estimates that there is a need for 1,000 low income rental units (under \$60 a month) in the county. The available supply of units in this price range is estimated at 360 units by the same organization.

CRAG's estimate for the county is 1,115 units:¹ 470 for the elderly; 620 for low income families, and 25 for skidroad.² This estimate is based on the estimates made above, interviews and surveys. It is a rough estimate and should be refined by further study.

¹ This estimate excludes migrants and students.

² A dormitory with 25 rooms sleeping 50 men.

CHAPTER V
PROBLEMS IN GOVERNMENT HOUSING
PROGRAMS

A. Preface

It should be stressed as a preface to this chapter that local administrators of the programs discussed are for the most part dedicated and knowledgeable men and women. The problems cited refer to the programs themselves and not to their various administrators, most of whom are on call literally day and night to explain their programs, provide data, and give housing counsel. Housing meetings in the Portland SMSA, which are numerous, frequently fall on Saturdays and evenings and almost always include presentations by government program administrators. The dedication and knowledgeability of these men and women is, in general, above reproach. The programs they administer are not, and it is the purpose of this section to show in what ways the various government programs are insufficient to the task of housing the poor.

B. Introduction

None of the existing housing programs promises large scale solution to the satisfactory housing of the poor. The major reasons for their failure are listed below.

1. Narrow program coverage.
2. Subsidies not deep enough.
3. Insufficient incentive to private investment.
4. Program complexity and inflexibility
5. Lack of coordination between federal programs and between federal and state ones.

6. Requirements for participation.
7. Building and zoning codes.
8. Slow processing.
9. Imperfections in the market.
10. The delivery system.

The balance of this section is devoted to a discussion of these factors and their negative impact on the housing of the poor.

C. Narrow Program Coverage

1. HUD Programs

Despite great improvements in the 1968 federal housing legislation, federal programs still do not provide assistance to all persons regardless of family size, age, marital or veteran status or health. And, none of them still serve the very poorest households. Those programs designed specifically for the poor cover a very narrow income band. Public housing¹ comes to closest to covering the housing needs of the very poor but it falls short of meeting the housing need of all the poor who find public housing acceptable.

In the first place, there are simply not enough units. At this writing there are 2,394 households on waiting lists for public housing in the SMSA.

In the second place, public housing is limited to places over 5,500 population. This means that where there is no county housing authority,² the poor in small towns and rural areas are denied the right to public housing.

In the third place, housing authorities cannot be established in areas where there is no workable program.³

¹ For a discussion of problems in public housing programs see Chapter II.

² Washington and Clark Counties in the Portland SMSA.

³ See paragraph F. this section. See also Chapter II, Public Housing.

In the fourth place, public housing authorities cannot accept all-comers. Since they must finance all operating costs from rental revenues, it is imperative that a certain proportion of their tenants be in the upper income eligibility brackets. A housing authority operating entirely on incomes from tenants in the bottom income eligibility range, would be doing so "in the red".

Finally, public housing is denied to single able-bodied persons. Single persons are eligible for public housing only if they are disabled, blind, or over 60-65. In this SMSA, as in others, there are able-bodied single persons who are very poor because of emotional problems, alcoholism, below average intelligence, limited education and a host of other factors rendering them minimal performers at the edge of the economy. They have just as much trouble finding low income housing as the blind, disabled, or other poor households.

In summary, public housing, even if it were acceptable to all poor households, which it is not, is no panacea for solving the housing problems of the poor. A housing authority can take on only so many of the very poor if it is to meet operating expenses; is limited to certain areas--whereas the poor are scattered; is not able to meet the existing demand in the areas where it is licensed to operate; and has rigid eligibility standards which arbitrarily deny access to certain classes of individuals.

Rent supplement programs have the deepest subsidy (income limits at 80% of public housing) but they are limited to a very few households. The elderly, the handicapped, those displaced by government action, and those from substandard housing are eligible. Able-bodied single persons are not, and, in practice, few large families.

Rent supplement programs cater almost exclusively to the elderly and other very small households. This results, not from statutory intent, but from program administration.

Of the 195 rent supplement units in the Portland SMSA as of March 1968, there was only one three bedroom unit. Further, as of the same date, there were only four potential three bedroom units out of a potential total of 194 units under construction, with commitments issued, or under discussion.¹

The distribution of rent supplement units in the SMSA as of March 1968 is shown in Table V-1 below.

TABLE V-1
DISTRIBUTION OF RENT SUPPLEMENT
UNITS, PORTLAND SMSA,
MARCH 1968

	Units
Efficiencies	30
1 Bedroom	147
2 Bedroom	17
3 Bedroom	<u>1</u>
Total	195

Source: Unpublished FHA data. See Appendix 8.

In summary, the prospects for large scale solution of the housing problems of the poor through rent supplement programs appears extraordinarily limited. The same can be said of BMIR programs.

¹ See Appendix 8.

HUD's below market interest rate programs (BMIR) help very few low income households. In general they are geared toward those households which are too "rich" for public housing yet too "poor" to find adequate housing in the unassisted private market. National studies have shown that BMIR projects help only the 5% of the low income market requiring shallow subsidies. The remaining 95% require deep subsidies in the form of public housing or rent supplement. That is, the remaining 95% are too poor for BMIR projects.

HUD's 235 programs are also too narrow in coverage to promise large scale solutions to the housing problems of the poor. To be eligible for 235 money on existing structures, a family has to have been displaced through government action, have five or more children, or be an occupant of public housing. The intent of the program is clear. It is to provide new housing. It however ignores the whole process of filtering, and restricts the choices available to the poor to new housing likely to be of the low income subdivision type with which everyone is fairly familiar.¹ It is felt that the poor should be given the same alternatives as other households--i.e. to buy a new house or an existing one. There is a fairly strong feeling among some of the poor and their spokesmen that they would be likely to get more for their money in an existing older house than in a new house built to meet the \$16,000 ceiling.

¹ As will be shown, HUD's policy is to encourage large scale subdivisions (see Chapter VI) for its Breakthrough Units. This is necessary because of land costs close in, the \$16,000 ceiling on 235 homes, and the fact that it is currently believed that only in large tracts can economies of scale be realized. Such large scale, easily stigmatized projects may not be welcome in the Portland SMSA. Also, as will be shown, local people (especially planners and low income groups) are beginning to revolt against the lack of amenities and the easily recognized low income housing "projects" being constructed under BMIR and rent supplement programs. There is a prevalent fear in this area that these are the slums of tomorrow. The projects in fact are frequently referred to as "instant slums."

This is borne out by lending institutions and others who point out that prices on existing structures have not risen as rapidly as those on new structures. Further, 235 money on existing housing is scheduled for curtailment. Thus, in a very short time, even those poor who presently qualify, which is a very small number, will be limited in their choice of home ownership to new housing.

The home ownership plan under 221h is also limited. Not much housing can be rehabilitated under a program limited to nonprofit corporations which in turn are limited to programs of 4-8 units at a time.

As further evidence of the narrow coverage of HUD's FHA subsidy programs are the estimates made in October 1969 by FHA's¹ Regional Housing Market Analyst. As shown in Section III of this report, CRAG estimates show a current critical housing need for 12,425 renter units, 5,572 for low income non-elderly households, 4,578 for elderly households; and the balance for migrants, students, skid-road residents.

According to FHA's Regional Market Analyst only 1335 households are expected to be eligible for rent supplement assistance, 1,300 of these elderly. That is, only 35 families, 15 of which are small, are expected to be eligible for rent supplement programs over the next two years.

If all those expected by FHA's Regional Market Analyst to be eligible under 235-6 or rent supplement assistance were added together² and if units were actually built to meet the eligible demand, only 2,780 subsidized low income units would be added to the housing stock over the next two years.³

¹ Analysis of the Portland, Oregon-Washington Housing Market as of May 1, 1969
Field Market Analyses Service, HUD, October 1, 1969.

² The demand is not additive because some households are eligible under more than one program.

³ 1,445 under 236 plus 1,335 under rent supplement. All those eligible for 235 (715) are also eligible for 236, so these were not added in.

This represents only a fraction of the estimated current critical need for 12,425 units and a still smaller fraction of what the current need is likely to grow to by 1971. Thus, by HUD's own studies, low income subsidized housing programs as presently conceived are not likely to have much impact on the demand for standard units to house the poor. The distribution of households eligible under FHA subsidy programs, as estimated by FHA's Regional Market Analyst, are shown in Table V-2.

2. Other Government Housing Programs

Other government housing programs are those under Farmers' Home Administration (Department of Agriculture), the OEO, and state and federal veteran's administrations.

The subsidy programs under Farmers' Home Administration are limited to rural areas and to cities and towns under 5,500.¹ Its self-help projects are limited to groups of 6-10 families. Two self-help projects have been started, one in Clackamas and one in Washington counties. Neither was a success. The one in Clackamas County was finished by a contractor because as it turned out, the self-help group knew little of construction. The one in Washington County did not get past the planning stage.

It is unlikely that self-help projects will do much to solve the low income housing problems of very many families. The concept is perhaps too idealistic and the administration too complex. It is difficult to find groups of households, all needing the same kind of housing; all equally skilled or all with skills that can be traded off; all willing to work the same hours; all willing

¹ See Chapter IV, Community Assessment; discussion covering Clackamas and Washington Counties.

TABLE V-2
ESTIMATED ANNUAL OCCUPANCY POTENTIAL
BASED ON INCOME LIMITS,
PORTLAND SMSA
MAY 1, 1969 - MAY 1, 1971

	Families	Elderly	Total
Sales Housing, 235 ¹	--	--	715
Rental Supplement	35	1300	1335
Efficiency	--	1150	1150
1-2 bedroom	15	150	165
3 bedroom	10	--	10
4+ bedrooms	10	--	10
Section 236	790	655	1445
Efficiencies	--	510	510
1-2 bedrooms	460	145	605
3 bedrooms	230	--	230
4+ bedrooms	100	--	100

¹ All the families eligible for 235 are also eligible for 236. About 75% are eligible for 221d3 BMIR. The estimates are based on "exception income limits." Under regular income limits the potential would be 80% lower.

SOURCE: Analysis of the Portland, Oregon-Washington Housing Market, op. cit.

to wait for the last house to be finished before they move in; and all free from jealousy or other personality traits which tend to defeat communal work projects. The complexities relate to needs for an attorney, an accountant, a secretary, and someone capable of filling out "mountains of forms."

Farmers' Home Administration's 235 program has the same limitations as that administered by FHA. It is the same program. The only difference is that it covers rural areas and small towns and FHA's program covers cities with over 5,500 people.

The narrow coverage of state¹ and federal veteran's housing programs relate to the fact that they are applicable only to veterans. To be eligible for the state program, the prospective home owner must have been a resident of the State of Oregon prior to entrance in the armed forces.

OEO groups have funded no housing to date.² However, the Valley Migrant League, which is an OEO group, is funding a demonstration project. Six units are slated for Hillsboro or Forest Grove and the rest (some 18) are scheduled for other migrant areas in the Willamette Valley. The OEO will build the houses but since they can neither mortgage nor insure them, the Farmers' Home Administration or the FHA will have to ultimately get involved.³ Their income limitations and credit prerequisites would then apply.⁴ At any rate, the OEO program is not only physically limited (in its 6 houses in Washington County) but it is also limited to ex-migrants.

¹ There is no state veterans housing program in Washington State.

² One OEO sponsored group in Portland did provide emergency housing for families in temporary need. It had but one house. When the house was lost, the program stopped.

³ Conventional mortgages require downpayments. Presumably the OEO group is interested in helping those who can't make down payments.

⁴ Credit restrictions tend to narrow the coverage of subsidy programs as much as do income limits.

D. Subsidys Not Deep Enough

Subsidy programs, except BMIR, require housing payments of 20% (ownership programs) or 25% (rental programs) of adjusted income. The Portland Development Commission has found that most poor households pay less than 20% of their incomes for rent.

Both nationally and locally it has been found that the proportion of income required for subsidized housing is too high for very poor households, especially those on very small incomes, with illnesses, and/or very large families--that is, that the subsidies are not deep enough to help the very poor. It has been suggested that housing assistance be based on a flexible formula, in turn based on need so that subsidies can be increased in depth. It has also been suggested that the household itself rather than the housing unit be subsidized.

E. Not Enough Incentive to the Private Sector

Specific dollar limits on maximum fair market rentals and construction costs, the limitation of most programs to nonprofit or limited dividend corporations and cooperatives, and the 6% return for limited dividend corporations, are said to reduce the incentive for private investment in federal subsidy programs.

Construction cost limits tend to reduce the amenities and thus the attractiveness of rent supplement and BMIR projects to non-assisted tenants^{and some builders}. They also tend to reduce the attractiveness of these projects to assisted tenants, as well. Rent supplement^{and BMIR}/projects in the Albina area and in S. E. Portland have not been found very attractive to their tenants, poverty workers, or others.

Local builders appear somewhat leary of getting involved in subsidized housing projects. Some are not interested because they feel that low income housing is subject to considerable abuse--i.e. rapid economic obsolescence. Others feel it impossible to market the units to non-low income groups. They

Washougal or any of the other areas with poverty pockets outside the cities of Portland, Vancouver, Milwaukie, and Oregon City.

F. Program Complexity and Inflexibility

Red tape is a major obstacle to getting subsidized housing built and/or financed. Locally, nonprofit sponsors, especially church groups, self-help groups, poverty area workers and residents, have needed considerable technical assistance in working their way through the volumes of red tape associated with subsidy programs administered by HUD and the Farmers Home Administration. Some have become discouraged.

As one church leader in a nonprofit corporation said, "We're sick of hearing how easy it (221h) is. It's not easy. Tell us what we're supposed to do--exactly." This nonprofit group is temporarily doing nothing because of the difficulties it experienced in its first effort.

An NDP program in Vancouver has snagged because neither councilmen nor residents understand HUD requirements.¹ And, some builders will not touch rent supplement or BMIR projects because of the red tape.

Many of those currently interested in housing for low income and minority groups are "new to the housing game". They want to know whether they should be doing something under one of the HUD public housing turnkey programs (where tenants have the option to purchase their units) or under one of the FHA programs. They want to know where their dollars and efforts will be best spent and what they must do specifically under each of the several programs.

Rules, regulations, prerequisites to program participation, and other requirements are not spelled out exactly in any of the HUD or Farmer's Home

¹ See Appendix 8.

cite not only the lack of amenities but also the fact that they feel those who can afford market type rents would not want to live in a project occupied in the main by low income families. And, there have been problems locally in BMIR vacancies. In the City of Portland some BMIR projects have not been absorbed by the market until put under lease to the Portland Housing Authority. In Vancouver there have also been problems in keeping BMIR projects fully leased.¹

Private industry, locally and nationally, has not found it profitable to develop a so-called rehabilitation industry and HUD has not offered much inducement to try. Most of its rehabilitation programs are limited to non-profit or limited dividend corporations, or cooperatives, and these are generally limited to very small scale projects.

Limited dividend corporations can, of course, get returns higher than 6% on forms of investment other than housing. Given current interest rates, a 6% return is not very attractive.

Builders have not been very excited over the 235 program either. They feel they can make more money with fewer headaches building for middle and high income families. Some have also expressed reluctance to enter the program out of fear that the program will not be sufficiently funded--i.e. that there may not be enough mortgage money available to permit sale of 235 homes.

Finally, there are no incentives strong enough to get private industry widely interested in building subsidized housing in outlying areas--i.e. in rural areas and small towns. There are no rent supplement, 221d3, or public housing units in Estacada, Sandy, Hillsboro, Forest Grove, North Plains, Cai

¹ One 221 d3 project in Portland, 120 units, is almost all leased by the Housing Authority of Portland. In Vancouver 3 projects with 146 units have about ten vacancies. Analysis of the Portland, Oregon-Washington Housing Market, op. cit

Administration brochures. All are very general and promotional in context. They are geared toward stimulating interest and thus describe programs in very general terms. There are no "how to proceed" handbooks--nothing which spells out specifically exactly what steps are to be taken and in what order. There are no handbooks spelling out the "thou shall nots" or identifying possible pitfalls. One of the recommendations of this study is that such handbooks be prepared.

Conferences between prospective sponsors or home owners and housing officials have not been entirely successful either. Program complexity is one of the problems, but so is the language of the housing and financial industries which is not readily understood by those new to the fields. Frequently, the wrong questions are asked and government officials are unable to determine just how much is known by those they're assisting. That is, government officials do not always answer the questions that are not asked on the logical assumption that unasked questions do not need answering. The problem is that the uninitiated do not know where to begin or what questions to ask. The fact that program administrators refer to programs by number rather than word titles is also confusing to the uninitiated to whom the numbers 202, 235, 221d3, 221h, etc. are not very meaningful.

As stated, it is not only those new to the housing field who find program complexity and red tape too much. Some of the sophisticated have become discouraged as well. But, program complexity, red tape, and jargon are particularly self-defeating in the case of the uninitiated. Here, the rigid standards and eligibility requirements coupled with the differences between these among programs are often confusing, seemingly (or really) arbitrary, and burdensome, especially to those sponsors interested in tackling housing problems on more than one front.

G. Lack of Coordination Between Federal Programs and Between Federal and State Programs

There is very little coordination between Federal housing programs, even within HUD, and virtually no coordination between federal and state programs. At the regional level there have been several efforts to coordinate housing activities for low income and minority groups, but these have failed. Within the City of Portland, however, a housing council has been formed. It is made up of public agencies and its purpose is to synchronize and communicate.

There are a number of federal agencies involved in housing in the Portland Metropolitan Area. These include the Office of Economic Opportunity, HUD, the Department of Agriculture (Farmers' Home Administration), the Department of Defense, and the Department of Health, Education and Welfare. They all use different definitions; work in different but frequently overlapping areas; have different and often conflicting requirements; and work with illy defined or unstated goals and objectives. Further, there is little dialogue between these agencies and considerably rivalry. It is not at all uncommon in the field to hear one agency attack another as being unresponsive to the needs of the people, unable to define the problem, "making work", etc.

It is clear that coordination among these agencies is essential if a housing program worthy the name, drawing on the full capabilities and funding of each agency, is to be implemented in the Portland Metropolitan Area.

The lack of coordination and compartmentalization within HUD is well known and well documented in other studies.¹ CRAG staff and others have run into some

¹ See Bibliography Appendix 12 for the reports of the President's Committee on Urban Housing, and the National Commission on Urban Problems.

difficulties attempting to get information on various HUD programs, especially on Operation Breakthrough.¹ There is no central place to find out about all HUD programs, much less departments,² and there are no current handbooks covering all HUD housing programs or departments. It would appear that what HUD needs, in addition to internal coordination,³ is a single department or person devoted to low income housing programs--both public housing and other subsidized housing.

Coordination between state and federal agencies with regard to housing are almost nonexistent. In some cases state laws inhibit action under federal programs. In Washington state, for example, regulations with regard to urban renewal are so restrictive as to impede NDP and other renewal efforts.⁴

While many housing oriented bills were introduced during the last sessions of the Oregon and Washington State Legislatures, few were passed and these are unlikely to bring order out of the confusion which exists.⁵ The bills for the most part dealt with pieces of the housing industry--i.e. with tax incentives, displaced persons, mobile homes, veteran's loans, loans for nonprofit groups, etc. Before anything meaningful can be done at the state legislative level, a detailed study of housing statutes is required. Only this way will it be possible to draft meaningful state legislation which will compliment and supplement existing federal programs. No one currently knows what gaps, overlaps, or

¹ See letter on Operation Breakthrough, Appendix 8.

² CRAG is still uncertain how many departments are involved in HUD and what their special areas of interest are, especially with regard to specific low income subsidized housing programs.

³ Which has been recommended in many previous studies.

⁴ See Appendix 8, Article on Vancouver NDP and letter to councilmen from the head of the city's urban renewal agency.

⁵ See Appendix 10, Legislation.

restrictions exist in state statutes with reference to federal programs.

Attempts at regional coordination of housing activities have met with little success primarily because very little has been known by groups calling the meetings about activity outside or immediately surrounding the City of Portland. One large attempt, a Housing Congress, was initiated as the result of YWCA sponsored housing meetings in the summer of 1969. The Housing Congress did not get off the ground primarily because it was somewhat poorly conceived, overly ambitious (it depended on the raising of \$300,000) and was to be implemented by people who were already elbow deep in several other housing programs which tended to limit their effectiveness in the Congress. While the aim of the Congress was to achieve metropolitan wide coverage, it was composed almost entirely of persons living in or adjacent to the City of Portland. The rural poor and their representatives in the Oregon portion of the SMSA and Clark County groups were not represented in the initial YWCA meetings or in the Congress.

A nucleus housing committee has been formed in the City of Portland. This is the Portland Agency Housing Council referred to above. Its representatives include the following HUD funded agencies. The FHA, the Portland Development Commission, the Housing Authority of Portland, and Model Cities. In addition the committee's membership includes representatives from the City of Portland's Planning Commission and Building Division and the Metropolitan Steering Committee.¹

Metropolitan wide housing committees are needed, however, if housing activities in the SMSA are to be coordinated. Citizen-government participation is called for, both rural and urban. Further, sponsors, manufacturers, builders,

¹ Concerned with distributing federal funds, mostly OEO, within the City of Portland primarily in Albina, Sunnyside, Richmond, Buchman and Brooklyn neighborhood centers.

and lending institutions need to be included if area-wide large scale/housing ^{solutions to} problems are to be planned and implemented.

H. Requirements for Participation in Housing Programs Unrelated to Housing Needs

Requirements for participation in housing programs which are unrelated to housing need are those pertaining to the availability of rehabilitation grants and the workable program. Many feel that households anywhere in the metropolitan area whose housing needs repair and whose incomes are very low should be eligible for rehabilitation grants--that eligibility for grants should not be limited, as it presently is to households living in those portions of large cities which by political accident have become designated as urban renewal, code enforcement, prospective code enforcement, or model cities areas.

It is also felt that there should be no strings attached to where subsidized housing, including public housing, can be built. The workable program requirement is such a "string" and as such is recommended by many for elimination as a prerequisite to all housing subsidy programs.

The workable program requirement was a part of the 1949 housing statute and, as such, statutory change would be required to eliminate it. The statute, however, is not as restrictive as HUD's interpretations and hence administration of it. For example, the statute requires that workable programs have building and housing codes. It does not require that workable programs get involved in code enforcement or citizens' participation.

It would appear, given the distribution of low income housing needs in this SMSA, that sponsors and developers of low income housing should be encouraged to build throughout the metropolitan area and not be limited to large

cities or areas with workable programs.

Given the reluctance of local officials and others to get involved in workable programs, it is likely that very little in the way of low income housing will be constructed outside the SMSA's two large cities, Oregon City and Milwaukie, and that many of the poor who need help will thus not be helped in spite of interest in doing so on the part of some.

I. Building and Zoning Codes

Building and zoning codes have been effective in keeping out low income housing and have been occasionally used to this end in this metropolitan area. They have been particularly hard on mobile homes and prefabricated structures. Mobile homes are not allowed (i.e. are zoned out) in several areas within the SMSA and both mobile and prefabricated homes must pass existing building codes before they can be inhabited. This is particularly unfortunate in the case of mobile homes which are financed at short term high risk rates but are judged by building standards applicable to structures having two-four times the life expectancy. It would appear that if they must pass the same rigorous construction standards as traditional homes, they should be subject to traditional long term financing.

One nonprofit housing corporation working under 221h in the City of Portland has become so discouraged with city building codes that it has given up the program. Members of the corporation said that they found the city more demanding than the FHA; that code enforcement varied among inspectors; and that it was much too expensive to do everything the city asked. They also said that they were expected to change things they felt did not need changing and that it was not always feasible to bring a house completely up to code as interpreted by city inspectors.

Builders, architects and others have also run into trouble with building codes, not only in the City of Portland, but throughout the metropolitan area where codes exist.¹ The Builders' Association in Portland, which is conducting a codes study throughout the Oregon portion of the SMSA, has found a marked variation in code administration, interpretation, and enforcement among the various jurisdictions, even among those using the Uniform Building Code. They point out that the Uniform Building Code is far from uniform because of amendments and interpretations. They further point out that it is much more expensive to build in some jurisdictions than in others because of building codes.

It is obvious that if Operation Breakthrough is to succeed, local codes will have to be examined for potential conflicts. It would be wise for planners and building inspectors to visit prototype sites, examine the most innovative units (especially mobile home and prefabricated types), and then make a special study of existing codes to determine what changes would be necessary to implement the program.

Zoning has also caused problems. In suburban areas, as stated, it has been used to keep out the poor. Zoning in the Model Cities area has also caused problems. According to one Model Cities spokesman, zoning is a problem particularly in one portion of the Albina area where industry surrounds residences. Residents are trying to hold the line on further industrialization, but they feel they are fighting a losing battle because of zoning.

J. Slow Processing

Slow processing is a major impediment to large scale solutions to housing the poor. Potential sponsors have given up because of red tape and processing

¹ They are not in existence throughout the SMSA. Unincorporated Clark County, for example, has no building code.

time. AMP¹ has helped somewhat, but not enough.

Rehabilitation and self-help programs are both notoriously slow in processing. A Farmers' Home Administration official stated that the one of the hardest parts of getting a self-help project going was keeping people interested through the processing period. Nonprofit housing corporations have strongly denounced FHA's slow processing of 221h programs. One of the major recommendations of an interested group attending the YWCA housing conference in April was that the FHA institute an accelerated method, comparable to AMP, for processing 221h.

The poor, of course, are the most discouraged of all. Slow processing, lack of sponsors, and the other factors already cited as mitigating against mass production of housing for the poor, have put so few units on the market that many of the poor see decent housing as just more promises.² Many of them sincerely feel that nothing will be done, that decent housing is something about which there is a good deal of conversation and very little action.

The processing of public housing is perhaps the slowest of all. In one instance in this SMSA it took almost two years between the notification of HUD by the local housing authority that it needed more units and the actual certification of those units. In the meantime, the waiting lists continued to grow. With such slow processing, it is impossible for local housing authorities to keep abreast of the demand.

K. Imperfections in the Market

This is much too broad a subject to cover in a few paragraphs. It requires

¹ Accelerated multi-family processing.

² See Chapter IV, Community Assessment.

a study by itself. At present not enough is known about housing markets throughout the SMSA or about user preferences of the poor.

Suffice it to say that an apparent oversupply of new residences while a large number of people live in quarters unfit for human habitation is not a problem unique to housing, but it is particularly visible there. Some of the reasons are to be found in imperfections in the housing market, in the economy as a whole, and in the social system.

In contrast to many other commodities, housing is generally immobile and cannot be moved from areas of surplus to areas where shortages exist. Even if it could be moved, it is unlikely that it would solve the demand problem. Generally, surpluses exist in middle and high income units and shortages exist in low income units. Further, those in need of housing are generally unwilling to move from areas where shortages exist to areas where housing is available.

One of the biggest market impediments to getting volume housing built for the poor are high land costs and high constructions costs.¹ Generally land costs are high where the poor tend to locate and this tends to make it less feasible to construct low income units to meet their demands. Land costs in some of the poverty pockets, because of their proximity to downtown Portland, are very high and they are also high in some of the rural areas where water and sewer problems necessitate housing sites in excess of an acre. Other imperfections in the housing market relate to the failure to attract builders and investors to the low income housing market, and to the fact that demands are widely scattered.

¹ See Appendix 9, Construction Industry for a study by the Oregonian, which found that a new house selling for \$15,000 in Portland in 1968 would sell for \$16,950 in 1969. The increase in prices of existing houses has been much less according to the Farmers' Home Administration, the FHA, and local lending institutions.

A market study is needed covering the demand and supply for low income housing units by household size, income class, and area. Builders, architects, manufacturers, planners, sponsors, etc. need information on how many units, for what size households, in what areas are required if they are going to properly address themselves to the market. The wrong sized units in the wrong income class in the wrong place are likely to become surpluses on the market.

If Operation Breakthrough is to succeed, the best possible market information must be made available to the many groups likely to become involved.

L. The Delivery System

The delivery system appears to be less addressed to the needs of the poor than to the administrative needs of the agencies, sponsors, and others responsible for government housing programs. The manner in which housing services (helping and support services, management and other services related to housing) are delivered to low income groups is in conflict with their life styles, their needs, and their expectations. Fragmentation among services of poverty workers, sponsors and others and segmentalization among agencies have tended to make the poor suspicious and in some cases downright hostile. There is no one person or agency in authority to whom they can go with their complaints, their problems, their questions, or their recommendations.

In many cases poverty workers to whom the poor will go, are uninformed, overzealous (promising too much), and have an axe to grind against this or that agency or concept. The poor choosing this route find a listening post which tends to aggravate their already somewhat deepseated distrust of authority and the "establishment". Where poverty workers to whom the poor turn are knowledgeable, temperate, and helpful, they can still not do much to solve the housing problems of those who turn to them. They can't force an

absentee landlord to do anything, solve a tenant problem in a public housing unit , or even find the poor a better house. Although they frequently try to do all three, they have little authority, power, or funds.

Counselling services by the FHA have been limited pretty much to the City of Portland and mostly to the Model Cities and Southeast Uplift areas. In these two areas, there are active programs and established offices where the counsellors can go on a regularly scheduled basis. But there is still a communications problem. Many of the poor simply do not understand what's required of them or what's available to them. They may or may not have mental blocks about public housing. Often they expect miracles and are disappointed when miracles are not forthcoming.

Actually, not many avail themselves of the counselling services, however. The grapevine which operates among the poor, with all its misinformation, is a far more active source of information than established counselling services. Between March of 1968 and March of 1969, FHA counsellors reported 719 personal interviews. In the Model Cities and Southeast poverty pockets, the population is estimated at about 88,000.¹

There are no outreach counselling services in Clark County, in rural areas or small towns in the Oregon portion of the SMSA, or in the City of Portland outside the organized poverty pockets.

It would appear that new and imaginative approaches are needed in the dissemination of housing information and the delivery system otherwise improved so that the poor can best avail themselves of the opportunities open to them. Since the perceived needs of the poor center about rentals, rental clearing houses may be in order. Housing ombudsmen, familiar in the details of all the

¹ Not all of whom are in low income households.

low income housing subsidy programs might also be utilized effectively.

M. Problems Summarized

Large scale relief of low income housing problems is unlikely to come about from presently scaled housing programs. Increased incentives to profit and nonprofit sponsors are needed; subsidies have to be increased in depth; programs have to be increased in coverage; red tape and nonhousing oriented requirements have to be eliminated; time consuming processing and inspections have to be streamlined; coordination between agencies, federal and state, must be effected; codes and zoning need to be reevaluated; market studies need to be undertaken; and the delivery system improved.

N. Recommendations Summarized

The following recommendations were made in this chapter. They are summarized here for ease of review.

- 1) Housing market studies are needed detailing user preferences and number of units needed by household size, income class, and location. User preference studies should consider life styles of low income groups, and their reaction to Operation Breakthrough type units and planned developments.
- 2) Legislative studies are needed to see how state housing assistance can compliment federal housing programs and fill in the gaps without offering assistance or programs which merely duplicate existing federal ones. The intent of state legislation should be to coordinate and expand upon existing programs.

- 3) Handbooks and directories are needed to explain government programs, list sponsors, developers, and builders, and provide clear-cut explanations of eligibility and other requirements for participation in currently funded housing programs. The handbooks should not include detailed descriptions of obsolete programs still on the books but unfunded. They should not be promotional throwaways but guide-books written expressly for potential sponsors, poor peoples groups, and the prospective low income home owner or renter. Handbooks on programs should be addressed to specific requirements, include sample forms, give estimated time of processing, etc. Directories should list all sponsors of low income housing; all self-help projects; builders, developers, and manufacturers working in the low income housing field.
- 4) Committees of government officials, lending institutions, and poor peoples organizations should be formed on an area-wide basis to coordinate public and private housing activities, solve housing problems perceived by the poor, and disseminate housing information.
- 5) Building codes and zoning ordinances need to be studied with particular reference to their impact on Operation Breakthrough and socioeconomic segregation.
- 6) The workable program should be eliminated as a prerequisite to any of HUD's housing subsidy programs, and rehabilitation grants should be made available on an area-wide basis and not be limited to households in urban renewal, model cities, and code enforcement areas.

- 7) Incentives should be developed to attract more private money into the new housing and rehabilitation industries especially in rural areas and small towns.
- 8) Program coverage should be expanded and subsidies increased in depth.
- 9) New techniques must be found for streamlining the processing of subsidy programs.
- 10) Innovative approaches to improve the delivery system should be explored.

II. People Shuffling

Of considerable concern to many is the people shuffling resulting from urban renewal, highway construction, and code enforcement. Urban renewal always takes out more housing than it puts back and what it puts back is in a different price range than what it takes out. The other two: highway construction and code enforcement represent housing losses without attempts to put any back.

Urban renewal is "Robinhood in reverse". It takes from the poor and gives to the rich. It removes low income housing and marginal businesses to make room for luxury highrise apartments, sleek commercial establishments, smokeless industry, and public facilities. It increases the tax base. It also increases the flow of suburbanites to the city to work in the smokeless industries and adds thereby to air pollution, congestion, and parking problems.

On the one hand, it beautifies a portion of the city and brings money into city coffers. On the other hand, it creates hardship, pain, social disorganization, fear, and distrust. It also tends to create ugliness in other corners of the city and add to the tax burden since displaced poor people tend to move into other crowded low income sections where their presence adds to problems of crime, delinquency, overburdened schools, etc.

Regardless of how sympathetic urban renewal people are, or how kind to the poor they have to displace, they can't take all the pain out of dislocation. Moving for some displaced persons, especially for the elderly, is often an unbelievably traumatic experience.

The new requirement that urban renewal agencies build "X" number of units of low income housing for every low income unit removed may help, but there are problems foreseen there, too. It takes a long time to clear land and build housing, and those displaced are likely to be settled elsewhere by the time the

new units are ready. Further, it is somewhat unlikely that the new units would fit with the life styles and needs of the poor when the marginal businesses and services they are used to have been replaced by shiny new high-priced ones doing a cash only business. There is also some questions as to whether or not the luxury units could be marketed if there were a low cost unit down the street catering exclusively to the poor. There is a certain amount of snob appeal and social isolation in the luxury high-rise urban renewal apartments. Whether the households living in them would welcome the intrusion of the poor is, as stated, questionable.

It is obvious that reducing the supply of housing available to the poor through urban renewal is no answer to the housing or stability problems of low income and minority groups. Code enforcement adds to the burden where there is a chronic shortage of low income housing.

Code enforcement does not always result in rehabilitation. If the costs of compliance are too high, the owner is likely to abandon the house and the poor are dislocated. It is of questionable good to urge home owners to put money into a deteriorating property when it will not increase its resale value.

In the minds of the poor, the terms "code enforcement" and "urban renewal" are often synonymous. There is as much fear and distrust of code enforcement among the poor as there are poverty workers, adjoining property owners, government agencies, and do-gooders pushing for it. In code enforcement the life styles of the poor, their expectations, and the alternatives available to them are rarely considered.

There are no ready-made pat solutions to the problems of housing the poor and much that is being done under the auspices of beautifying or bettering,¹

¹ renewal and code enforcement.

beautifies and betters for the middle income and the affluent but unnecessarily aggravates rather than ameliorates the problems of the poor.

This country has a long history of housing reform--all based on the simplistic notion that better housing would do away with slums and assist the poor. All were based on doing something about one visible indicator of poverty--bad housing. None sought to cure poverty via the difficult task of ferreting out its causes and tackling these.

Housing code enforcement as an answer to the slums preceeded public housing by a generation. It was the idea of reformers in the early part of the 20th century. It's failure persuaded housing reformers of the 30's that government financed slum clearance and government built low cost housing were essential to getting rid of slums. The failures of housing programs of the 30's are all too familiar. The slums are still with us and poverty continues to grow. In the mid-1960's they gave birth to riots, violence, and other very visible signs of social unrest.

III. Social Problems

Substandard housing to a disproportionate extent is occupied by people who have special disadvantages along with their poverty: minority racial and ethnic groups; recent migrants who lack skills to fit them for urban life and present day job opportunities; the aged and the disabled. All need better housing, but it should be recognized that some do not want it and some want it only under certain conditions.

Living conditions can be below acceptable or desirable in many different ways and criteria for measuring acceptability or desirability vary with differing viewpoints, socioeconomic status, and shifting values. The present housing

movement, as previous ones, is primarily concerned with physical standards of "decent, safe, and sanitary" accommodations.¹

It is apparent, however, that low income consumer criteria are not always identical with official concepts of what is necessary much less with what is "decent, safe, and sanitary." Witness the reluctance of householders to leave condemned housing when better housing is clearly available; the desecration of some public housing projects by tenants; the vacancy rates in some BMIR projects; and the inability of some nonprofit groups to sell their low income housing.²

It is imperative that something be known of the life styles of the poor and their housing preferences in terms of design, (room layout), space, utility, and amenities. Middle class concepts of what a house should look like, or be, may not be in keeping with what low income households want. It may be that the poor given a choice will have a real antipathy to mobile homes, prefab homes, planned unit developments, or other kinds of housing likely to be developed under Operation Breakthrough, simply because they may think it looks like "cheap housing" or "fancy housing projects." And it may be that they will be likely to treat it accordingly.

Sociologists are concerned about the behavioral implications of project developments, whether public housing or low income housing subdivisions and they stress that the poor themselves have said they prefer the Section 23 leasing program to public housing because of its anonymity. The sociologists, are, perhaps, less concerned with anonymity than they are with human dignity, social integration, and social cohesion. They would like to prevent HUD's

¹ This is not entirely true. Public housing, especially in Portland, is involved in social as well as housing services.

² Seattle and Philadelphia, in particular.

plans for land aggregation because they feel these will lead to large scale developments of low income housing which will stigmatize the poor and further isolate them from the mainstream of society. They point with mounting concern (and some anger) to HUD's lack of social concern. They cite recent HUD grants to study the feasibility of putting poor people in trailers on freeway right-of-ways until the land is needed and then moving them to some other location. Some think it was HUD money that financed the low income housing project under the airport approach zone in Newark¹--that is, financed housing for the poor where no one else would go. Most are convinced that none of the present subsidy programs offer the poor an adequate choice of residential types and locations at suitable prices.

Finally, many question--given all the problems of the poor and the increase in the number of poverty level households--that housing is the place to begin.

IV. Planning Problems

As local planners see it there has been much emotionalism and little professionalism on the whole subject of low income housing. Some local planners are "rebellious" against HUD's housing element and Operation Breakthrough. They are concerned over crash programs without adequate previous planning. They are not convinced that housing should have top priority when they have water, sewer, road, and land use plans to complete and a horde of immediate planning problems concerned with public facilities, transportation, open space and recreation, zoning, etc. Finally, they are genuinely concerned with what they call the

¹ This allegation has not been checked out.

"ticky tacky" of some of the new low income units which they see as lacking in amenities, subject to rapid deterioration, and generally no contribution to the neighborhoods they're in.

Planners are asking for time to study low income housing sites in relation to support services and interaction patterns. They want to do neighborhood analyses and to draw up plans to help effectuate desirable patterns of new development and redevelopment from functional and asthetic viewpoints.

Some feel stronger controls are needed to prevent further "ticky tacky" and "acres" of future slums, many prefer scattered developments of low income housing to large aggregations, some are concerned about environmental controls, but almost all of them want time to study the situation.

V. Political Problems

There is growing political unrest over HUD's emphasis on nonwhites, Model Cities, and citizen participation.

In this area solving the housing problems of nonwhites amounts to solving a very small percentage of the area's low income housing problems. Many officials are displeased with the implications of HUD directives which they say reduce poverty to a racial problem. They feel that HUD should be cautioned about seeing urban problems as black and white problems and against concentrating on the black element to the exclusion of the poor white. They contend that the implications of racial overtones in HUD programs are dynamite and can only lead to racial unrest, especially in areas where a very small proportion of the population is nonwhite and most of the very poor are white. Finally, they stress that while the poor among ethnic and racial minorities tend to have more difficulty making socio-economic adjustments, it has been shown, and increasingly of late, that poverty is not a racial, but a complex of socio-

economic problems.

Local officials further believe that HUD policies are myopic--that they, as public officials, cannot concentrate all their attention on the housing problems of the poor. Long range urban planning must go on and the problems of groups other than the poor and problems other than housing must be attended to also.

Many feel a model city is not one in which poverty in one area is concentrated upon while poverty in other areas is ignored or given lip service. They feel that some attention should be paid to other poverty areas and to declining areas likely to become poverty pockets tomorrow if nothing is done. That is, there is a growing feeling that spending millions of dollars in the model cities area is not going to do much about area-wide poverty; that poverty and squalor in poverty pockets outside the model cities area can only grow in intensity; and that not enough is being done to prevent or halt human or urban decay on an urban scale.

Some areas do not want to attract low income households out of fear of further tax erosion and the expense and headaches of coping with the various social and personal adjustment problems of the poor. They are willing to use whatever legal or political stick they can find to keep low income housing out. Their failure to do a workable program is usually all they need, but zoning ordinances have also served them well in this regard.

While discrimination does exist, however subtle it may be, certain areas (among them some fairly affluent ones) have been trying to encourage racial and ethnic minorities to locate among them. Increasingly middle class and affluent whites have been reaching out to the poor, the black, the Mexican-American, etc. Many have expressed a willingness and strong desire to do something for the disadvantaged, but they don't know where to go to offer their services and they don't know what kind of services are needed. This kind of

citizen participation
citizen participation is meaningful, but/as presently conceived is not.

Citizen participation is a current faddism. It is the cry of the times, but it frequently leads to attacks on programs rather than to actual constructive thinking or planning. As presently exercised, citizen participation is too unstructured, not designed to get the most of those asked to participate, and has led the poor down so many go-nowhere streets that many are thoroughly discouraged with it. The poor have tended to become weary of promises and plans that do not materialize as a result of their participation and government workers have tended to become weary of the harangues, neighborhood power struggles, mistrust, hysteria, and lack of common ground or understanding. There is no way to evaluate the effectiveness of citizens' participation. If effectiveness is to be measured in problems solved or progress made on specific program, then it can be concluded, as it has been by many, that citizens' participation is a failure because nothing seems to get done.

The poor are asked, indeed commanded, to give their views, etc. and to manipulate technical programs which defy some experts. Yet their views are frequently overlooked on those issues and those subjects with which they are intimately acquainted and knowledgeable.

Putting complex social problems directly into the hands of those affected by them has in general led not to amelioration of the problems of the poor, but to an enormous increase in conflict and in opportunities for conflict. The creation of complex and many-sided programs involving the coordination of many different types of approaches and people has led to immense confusion. Today's complex programs place great strain on administrative talent. When in addition it is insisted that in the planning of those programs, which are already beyond the capacity of many planning staffs to fully understand or fully develop, the people of the poor neighborhoods must also be involved,

difficulties are compounded. The value of this kind of citizens' participation is questionable.

The value of OEO forms of citizen participation has also been challenged. The current push of OEO programs to organize the poor on a block-by-block basis to give them a political and social voice may be a complete waste of time in the eyes of the poor who tend to be less interested in the intangible thing known as political power than in the very tangible daily struggle for bread, butter, and domestic equilibrium. To local politicians such block organizations, whether they succeed or not, are another headache. They see them as attempts to further alienate the poor from the "establishment" and further strengthen their anti-government biases.

VI. Data Problems

Access to current, accurate, and complete data on housing and user groups is impossible because housing data is simply not available for inter-censal years. Also there are no commonly agreed upon definitions. This makes for difficulty in preparing and interpreting studies.

Needed are current data on unit size, quality, and crowding; the income class of occupants; the physical, social, or psychological needs of low or moderate income groups; and demography including family size, structure, socioeconomic status, mobility, age, sex, etc.

These data are needed to make current market estimates and to monitor these estimates on an annual basis in a systematic manner. Data collected by schools, motor vehicle departments, and tax and welfare agencies might be useful in this regard.

However, data presently collected by state and local agencies which might be used to solve some of these data problems or to monitor the market are not currently available. A study is needed to find out what is available and in what form. Agencies collect data to meet their own administrative needs. They do it according to different methodologies with varying degrees of accuracy, objectivity, completeness, etc. They also collect data to different specifications, with different definitions, and within a variety of frameworks. In addition, there are disclosure problems. The more personal the nature of the information collected, the less likely its release to other public agencies. This and other problems would have to be resolved before state and local agency data could be used to serve the informational needs generated by housing studies.

In addition to data, common definitions are needed, especially definitions of poverty, low income, and moderate income, households, substandard and adequate housing, etc. All low income families are not living in poverty. All households are not families. Many households are maintained by one or more unrelated individuals. And there are probably as many definitions of "substandard" and "adequate" as there are writers on the subject of housing.

The fact that HUD is requiring all jurisdictions wishing to participate in its 701 programs to prepare a housing element compounds the problems of data gathering and definitions. There is likely to be much duplication and some fairly worthless studies unless definitions are promulgated and data collected by some central agency. Guidelines need to be established to assist small areas in making their studies, interpreting data, and developing plans that are neither narrowly conceived nor in conflict with regional and county-wide planning goals.

VII. Summary

Federal programs for rehabilitation¹ need to be re-evaluated in terms of socioeconomic criteria such as people displacement, urban-rural cohesion, regional development objectives, and future ghettoization. Programs which concentrate on one small segment of the city should be evaluated in terms of their impact on the city as a whole, and the sociopolitical consequences of doing little or nothing in poverty pockets outside federally designated areas should be very carefully reconsidered.

New methods of citizens' participation must be formulated which address themselves to the community as a whole, to building local leadership, and to developing dialogue between government agencies, the poor, and the rest of society. The goals of the broader society as well as the very real danger of new local tyrannies must be recognized and dealt with. It is well and good to extol the virtues of "maximum feasible participation" but to do so without consideration of the technology involved and to limit participation to one segment of society is courting disaster. Dialogue must be developed between the poor and the community at large and the respective limitations of professional and citizen roles must be recognized. The relationship between the broader community interest to the neighborhood interest must also be recognized and the differences resolved.

Finally, good data must be collected, common definitions adopted, and guidelines for preparing studies developed. These are not needed only to serve the needs of local jurisdictions fulfilling HUD requirements, but to assist sponsors, builders, manufacturers, and others in their tooling up to meet the demands of the market. Data, definitions, and guidelines are also

¹ Urban renewal, code enforcement, and Model Cities

needed to assure that what is done under the auspices of HUD's new housing programs enhance rather than detract from regional development goals.

The inefficiencies and blindnesses of previous crash housing programs for the poor should be avoided. The dignity, anonymity, and privacy of the poor must not be violated and their opportunities for upward mobility, selection between alternatives, and self-determination increased.

Good housing is clearly not enough to solve the poverty problem. Phalanxes of poor residing together in planned developments comprised of acres of low income housing may be the worst possible answer to the socioeconomic problems of the poor. What is needed is not only physical and fiscal planning, but people-planning--socioeconomic and environmental planning. Without these, low income housing under HUD's new programs is likely to provide what such programs have in the past--storage bins for the poor that make poverty easier to look at and salve the public conscience but do little to extricate the poor from the seemingly hopeless tangle of poverty.

DRAFT

CHAPTER VII
RECOMMENDATIONS
AND
WORK PROGRAMS

I. Introduction

CRAG is committed to sound regional planning programs based on the planned and existing interaction between socioeconomic, engineering, environmental, and land-use forces. It is also committed to regional action programs which will facilitate Operation Breakthrough and other housing programs. However, CRAG could not in good conscience support housing or any other program which violated the tenets of sound regional planning or which were in conflict with its goals and objectives for regional development.

With this in mind, CRAG has designed a short and long range work program to implement housing programs which will fit within the context of its goals and objectives for overall regional development.

Both its long and short range work programs in housing are geared to solve problems identified in this report. These problems are: imperfect market information; imperfect communication between agencies, sponsors, builders, manufacturers, and the target population; imperfect data and lack of common definitions; and imperfect legislation, building codes and zoning ordinances.

The long range work program is presented first. The proposed program for next year is presented in both outline and detailed narrative form.

II. CRAG's Long Range Work Program

CRAG's proposed one-five year work program in housing is outlined in tabular form below.

A. Preparing Market Studies

a.1 Market Aggregation

- a. Prepare projections of housing needs by unit size, price and location
- b. Refine projection techniques
- c. Conduct survey of housing preferences of low income and minority groups
- d. Study the relationship of existing housing programs to the still unmet housing needs of low income and minority groups
- e. Study alternative forms of housing or income subsidies in meeting housing and other needs of low income and minority groups
- f. Study housing options available to the poor within their system of values and monetary priorities and the tradeoffs made in their exercise of these options

a.2 Vacant Land Surveys

- a. In coordination with planning staff throughout the Metropolitan Area, make a determination of the land currently available to residential development by jurisdiction
- b. In coordination with planning staff identify vacant land available for residential development in poverty pockets identified by CRAG's 1969 housing study, the 1970 census, and other sources
- c. Project residential land needs to the year 1978 by Census Tract
- d. Update estimates of land currently available to residential development and projected residential land use needs

YEAR				
1	2	3	4	5
X				
	X	X	X	X
	X			
		X		
			X	
				X
X				
	X			
	X			
		X	X	X

B. Problem Solving

b.1 Building and Zoning Codes

- a. Study local building and housing codes likely to impede construction of housing units developed under Operation Breakthrough
- b. Study zoning and subdivision regulations likely to impede the construction of housing units or planned unit developments emanating out of Operation Breakthrough

YEAR				
1	2	3	4	5
X				
X				

	YEAR				
	1	2	3	4	5
c. Study the likely impact of housing developed under Operation Breakthrough on existing or proposed environmental, density, and other land use planning standards		X			
d. Develop goals and objectives for area-wide residential development especially as these apply to low income housing and environmental amenities, economic obsolescence, transportation, open space and other land-use planning		X			
e. Revise such codes and zoning ordinances as conflict with implementation of housing programs and area-wide goals and objectives for residential development			X		
f. Standardize to the extent possible, building and housing codes throughout the metropolitan area				X	X
g. Develop mechanisms in code enforcement programs to prevent household displacement without relocation services, including financial assistance		X			

b.2 Legal Studies

a. Determine gaps in existing legislation which negatively affect construction, sale, or lease, of subsidized housing to low income and minority groups	X				
b. Draft legislation to correct deficiencies in existing legislation with special emphasis on facilitating construction and community acceptance of subsidized housing for low income and minority groups		X			
c. Study legislation needed to solve still unmet housing needs of special groups: students, migrant agricultural workers; residents of skidroad; welfare recipients, and the aged.			X		
d. Draft legislation needed to solve these still unmet housing needs				X	

C. Developing Communication and Coordination

Develop and maintain housing committees calling for joint citizen-government-participation in defining and measuring housing needs and problems and in implementing action programs geared to solving them

X X X X X

D. Clearing House for Housing Information

d.1 Guidelines for Small Area Studies

- a. Prepare for use in small area housing studies a set of common definitions of poverty, low income, minority, substandard housing, households, and housing markets
- b. Prepare an annotated bibliography of data available for assessing housing markets with special emphasis on low income and minority groups, data coverage and limitations, length of time series, and publication frequency
- c. Prepare an annotated bibliography of selected readings on housing needs with special emphasis on the housing problems of low income and minority groups, and with particular attention to housing studies, in process or completed, covering Oregon and Washington states, and the Portland Metropolitan Area, its cities and counties
- d. Prepare guidelines for adopting housing goals and objectives based on considerations of environmental amenities, economic obsolescence, residential density, and land-use planning for transportation, open space, and recreation, and other land uses
- e. Update guidelines and bibliographies as required

d.2 Handbooks and Directories

- a. Prepare a handbook on government programs, including the identification of government housing programs by agency and by program coverage, advantages and limitations, funding rules and regulations, and key person as these relate specifically to the housing needs of low income and minority groups, urban renewal, code enforcement, and relocation
- b. Prepare a handbook on eligibility requirements, financial and otherwise, and other prerequisites to participation in subsidized housing programs whether building, buying, or leasing

YEAR
1 2 3 4 5

X

X

X

X

X X X X

X

X

	YEAR				
	1	2	3	4	5
c. Prepare a directory of builders, manufacturers, and sponsors, including nonprofit and limited dividend housing corporations, cooperatives, self-help groups, builders, architects, planners, manufacturers, etc. working with these groups or working independently but in the low income and and minority housing market	X				
d. Prepare a directory covering proposed, in process, and completed public housing, rent supplement, BMIR, and other subsidized housing projects, including entrance requirements and the availability of transportation, schools, shopping, and medical-dental facilities		X			
e. Prepare a directory of key persons and services including housing committees, service organizations, leaders in poverty area work programs, financial institutions, home counselling and legal aid services	X				
f. Update the handbooks and directories to cover changes in programs, funding, personnel, etc.		X	X	X	X

E. Monitoring the Market

1. Publish annual building permit statistics covering construction by type, by census tract	X	X	X	X	X
2. Expand annual building permit statistics to include demolitions by type of structure and residential construction by income class		X	X	X	X
3. Publish socioeconomic characteristics of the population and housing by census tract based on the 1970 census	X				
4. Prepare annual estimates of the population by census tract		X	X	X	X
5. Devise methodology for preparing annual estimates of households by census tract		X			
6. Devise methodology, in coordination with state and local governments, for using data regularly compiled by them for monitoring the housing market area-wide and in small areas and for use in studies in transportation planning and public works	X				

	YEAR				
	1	2	3	4	5
7. Prepare and maintain economic ledgers covering selected annual and monthly indicators on employment, banking, construction, foreclosures, housing starts, etc. for use in monitoring the housing market and economic well-being of the metropolitan area	X	X	X	X	X
8. Update and monitor long-range population and employment projections for 1990 and 2000 for use in housing, transportation, planning and public works studies		X	X	X	X

F. Coordinating 1970 Census Functions

1. Analyze 1970 census tapes	X	X			
2. Prepare Small Area Summaries, Census Tracts	X				
3. Prepare Small Area Summaries, other configurations	X	X	X	X	X
4. Do Correlation Analyses		X	X		
5. Do Mobility Analyses		X			
6. Do Migration Analyses			X		

III. CRAG's Proposed Housing Program for Next Year

A. Outline of Housing Work Elements

CRAG's proposed housing work program for next year is as outlined below.

1. Prepare Market Studies
 - a. Market Aggregation
 - b. Vacant Land Surveys
2. Problem Solving
 - a. Building and Zoning Codes
 - b. Legal Studies
3. Develop Communication and Coordination
 - a. Establishing Housing Committees
4. Establish Clearinghouse for Housing Information
 - a. Guidelines for small area studies
 - b. Handbooks and directories

5. Monitor the Market

- a. Housing starts
- b. State and local data
- c. Current economic indicators

6. Coordinate 1970 Census Functions

- a. Analyze 1970 Census Tapes
- b. Small area summaries

B. Detailed Description of the Housing Work Elements

Each of the work elements proposed for next year as outlined in "A" above is described in the following paragraphs.

1. Preparing Market Studies

a. Market Aggregation

This study will facilitate Operation Breakthrough and other housing programs. Its intent is to identify and project metropolitan housing needs, 1970-1978, by unit size, household income class, and location. The information presently available is insufficient to the task of getting housing built. Builders, architects, planners, manufacturers and nonprofit groups need to know what and where the market is in order to properly plan, design, manufacture, build and sell their products--housing units.

This study will be coordinated with state and local efforts to obtain the best possible estimates and to avoid unnecessary duplication. Minority groups, poverty area residents, and their spokesman will be included in the study for their insights on special needs of special groups. They will be included through their participation on CRAG's area-wide housing committees. (See Work Element 3.)

b. Vacant Land Surveys

There is currently no information available on the extent of land available for residential development. The purpose of this study is to develop such information. It will require coordination with planning offices throughout the SMSA, and will result in estimates of available vacant land for residential development by jurisdiction.

2. Problem Solving

a. Building and Zoning Codes

It has long been maintained that building, housing, and zoning codes are impediments to the construction industry in that they are arbitrary, outdated, subject to various interpretations, and a dampener on the use of innovative techniques and materials. It has also been argued that compliance is time-consuming and results in unnecessary construction costs.

The purpose of this work element is to study those local building and housing codes and zoning ordinances likely to impede or prevent the construction of Operation Breakthrough units. An inspection of Operation Breakthrough units on prototype sites will be required to properly assess innovative techniques and materials most likely to require adjustments in local codes and zoning ordinances.

b. Legal Studies

This study will examine existing housing laws in terms of their impact on the implementation of area-wide housing programs. It will require work with two state legislatures and will be primarily concerned with subsidized housing. Specifically, it will identify: (a) housing programs requiring new state

legislative support, and (b) gaps and other problems in existing laws which negatively affect construction, sale, or lease of subsidized housing to low income and minority groups. Study findings will be in the form of recommendations for such new and amended legislation as is necessary to support area-wide housing, planning, and development goals.

3. Developing Communication and Coordination

Coordination of housing activities in the SMSA is necessary to avoid duplication of efforts, haphazard implementation of housing programs, and the dissemination of imperfect information. Coordination is also needed to promote Operation Breakthrough, joint citizen-government participation, and area-wide involvement in action programs as these relate to solving housing problems and meeting housing needs. Coordination will be effected through housing committees.

Specifically, the housing committees will be concerned with the following: defining housing problems; measuring housing needs; developing information on housing programs, sponsors, etc.; and developing action programs geared toward the dissemination of housing information, and the implementation of housing programs.

4. Clearinghouse for Housing Information

a. Guidelines for Small Area Studies

This work element will assist CRAG's member jurisdictions in the preparation of housing studies in compliance with HUD requirements. There is currently no central source of information on small area housing statistics, no set of common definitions, and no bibliographies covering housing studies, completed or in process, in the SMSA or its two-state region.

With a set of common definitions, small area housing studies may be prepared and interpreted within a common framework. Particularly needed are definitions of poverty and low income; family and household; substandard housing; vacancy rate; and single-multi-family units.

Bibliographies of statistical data sources, together with small area statistics, will be useful to member jurisdictions in preparing their housing elements. They will be useful in preventing unnecessary data gathering and duplicated efforts.

Bibliographies covering housing studies completed, in process or planned in the metropolitan area or its two-state region will also be useful to member jurisdictions. They will be particularly useful in assisting them to develop insights into the breadth and depth of existing work and in providing them a framework within which to do their own studies.

b. Handbooks and Directories

There are no complete sources of information on housing programs and activities, private or public, in the metropolitan area. The handbooks and directories listed below will assist persons interested in implementing Operation Breakthrough and other housing programs geared to the construction, sale, or lease of subsidized housing in the Portland Metropolitan Area.

- (1) A directory of government housing programs, agencies and personnel involved in housing, including subsidized and non-subsidized state and federal programs, code enforcement, urban renewal, and relocation. This directory will cover program coverage, advantages and disadvantages, and funding.

- (2) A handbook on eligibility requirements, financial and otherwise, and other prerequisites to participation in subsidized housing programs, whether building, buying, or leasing.
- (3) A directory of builders, manufacturers, and sponsors, including nonprofit and limited dividend housing corporations, cooperatives, self-help groups, together with a listing of builders, architects, planners, manufacturers, etc. working with the foregoing or working independently but in the low income and minority housing market.
- (4) A directory of key people and services in housing, including housing committees and leaders in poverty area work programs, financial institutions, home counselling and legal aid services.

5. Monitoring the Market

a. Housing Starts and Demolitions

The annual building permit statistics reporting program carried on since 1960, and funded most recently under P-135, will be continued with the collection, coding and tabulation of housing and other investment statistics by census tract. A report will be published for data from calendar 1969, supplemented with comparable data to April 1, 1970, for comparison with 1970 Census figures. Compilation of similar data for the remainder of 1970 will be started, providing additional detail for a continuing monitoring of changes in the housing stock as needed for the CRAG housing element. These statistics will provide a primary tool for CRAG and numerous other public and private agencies for monitoring the location, extent and characteristics of new urban growth and change.

b. State and Local Systems

An analysis will be made of the feasibility and methods for coding and retrieving data from files regularly maintained by other state and local agencies,

for the purpose of monitoring the housing market. The analysis will also be designed with the statistical needs for 1) monitoring and study of low income and minority group problems, and 2) small-area data for land use, transit and trafficways planning, etc. in mind. The analysis will be coordinated to assist the Portland Model Cities agency in meeting its data needs.

c. Current Economic Indicators

This work element calls for the preparation and maintenance of economic ledgers covering selected annual and monthly economic indicators on employment, banking, construction, housing starts, vacancies, foreclosures, etc. The ledgers are needed for: monitoring the housing market on a current basis; evaluating the economic well being of the SMSA at a specific point in time; preparing annual estimates and short range forecasts of population and construction trends; and for assisting builders, manufacturers, sponsors, etc. monitor their own production trends.

6. Coordinating 1970 Census Functions

a. Analyses of 1970 Census Tapes

The staff will cooperate with the U. S. Census Bureau by providing any feasible assistance required in the final preparations for the taking, coding and processing of the Census of Population and Housing. Test reels from the Census Bureau's Summary Tape Program will be acquired and computer programs written and debugged using such reels, in order to build the capability for timely retrieval and analysis of data from the final Summary Tapes as they become available. The final Summary Tapes for Oregon and Washington, or the data for the SMSA which they contain, will be acquired, together with their microfilm versions. The latter will require acquisition of a microfilm/micro-

fisher reader for retrieval of selected data, where scanning of an entire Summary Tape would be economically unjustified. Selected listings and cross-tabulations will be prepared from the Summary Tapes, particularly as needed for determining the range of housing availability and the characteristics of the housing market.

b. Small Area Summaries

A statistical report on characteristics of population and housing by census tract will be published, including where feasible, selected trend indicators and 1960-1970 comparisons.

APPENDIX I
PUBLIC HOUSING

Bar Group Proposes Changes In Legislation

Covering Landlords, Tenants

nes-Washington Post Service

GO — A committee of the American Bar Foundation recommended fundamental changes in the laws governing landlord-tenant relations, including the right to let tenants re-occupy standard housing at landlord's expense.

It also should be able to terminate their lease if a landlord shirks his duties to provide sanitary housing, or to pay part of their rent if services as heat and water not supplied, the committee said.

It also gives tenants' rights to legal aid in disputes with land-

lords would be guaranteed; court-appointed lawyers would be supplied to the poor.

On the other hand, tenants would be legally responsible for maintaining and protecting a landlord's property and the cost of repairing damages inflicted by a tenant could be billed as rent under the proposals.

The committee's recommendations are contained in a tentative draft of a model code published by the ABA, the semiautonomous research arm of the American Bar Assn.

Leaders of the project say they have no plans for actively seeking its adoption by

state legislatures. "We are expecting anybody interested to take the ball and move," Philip Habletzel, one of the authors, said.

Lawmakers in California, Illinois, Missouri, and several other states have expressed interest in using the code as a basis for reform, according to Habletzel. About 5,000 copies of the code will be distributed to leaders of the legal profession and groups involved in landlord-tenant problems.

The committee recommends a number of departures from existing laws, but most of the specific changes flow from a revision of the fundamental principle governing the landlord-tenant relationship.

Law Definite

Historically, this area of the law has been ruled by what is called "the Doctrine of Independent Covenants," which holds that there is no connection or interdependence between a tenant's legal duty to pay rent and a landlord's obligation to provide satisfactory housing.

The result of this doctrine has been that a tenant could not legally divert rent money to repairs in most states or break a lease by claiming his house or apartment was substandard.

Legal procedures exist in many states for giving tenants relief, the committee noted, but it found them slow, burdensome for the tenant, and uncertain in result.

Thus, the committee concluded, the agreements between landlords and tenants should be "mutual" so that a failure by one party to meet his obligations affects the duties of the other to meet his part of the bargain. The "Doctrine of Independent Covenants" would be abolished by the code.

"The first object of landlord-tenant law," the committee said, "is to encourage the making of repairs and general maintenance of property" and specific provisions of the code have been shaped to accomplish this goal.

Stipulations Made

In general, the code would require a landlord to maintain his property in compliance with all building and housing codes, keep the premises clean and in good condition, provide functioning electrical and plumbing facilities, and arrange for the removal of trash and garbage.

A tenant would be responsible for cleaning his premises, caring for plumbing and other facilities properly, obeying laws and reasonable rules designed to protect the property,

taking out garbage and assuring that neither members of the tenant's family nor guests damage the premises.

The code provides a number of remedies both for the ten-

ant and the landlord if obligations are not met. Tenants could be evicted through legal procedures and damages could be charged against them, for example.

After giving notice, tenants would spend moderate amounts of their own money on repairs, the code provides, and deduct the bills from their rent. In extreme cases,

where conditions were "dangerous to the life, health, or safety" of tenants, they could petition the courts to put a landlord's property in receivership.

Housing

By ROBERT OLMOS
Staff Writer, The Oregonian

OREGON CITY (Special) — Tenants in the Clackamas Heights federal public housing development said Wednesday they are being overcharged for rents, that housing authority rules force the elderly to pay for having their lawns mowed and that housing officials often turn a deaf ear to

Unit Dwellers Complain About Rules

tenant complaints of needed household repairs.

Legal Aid Service attorneys, meeting with tenants in the Community Action Office here, told renters they may have a legal case against the Clackamas County Housing Authority, particularly as the charges relate to people on welfare.

Legal Aid Service Attorney Terry Kelly said welfare recipients are being discriminated against by being charged about \$10 more for monthly rents than persons with similar low incomes not receiving welfare.

He said he felt a "good case" could be built around that complaint, but that a gen-

eral complaint that all tenants feel they are being overcharged would be "a harder case" in court.

Mrs. Jenny Ferguson, whose monthly income is \$94 (all from social security), said her rent recently was raised to \$41, which constitutes almost 50 per cent of her income.

Mrs. Juanita Welch, another Clackamas Heights development tenant, said she will be

paying \$69 a month rent out of a welfare income of \$148. That represents about 46 per cent of her income.

Paul Jaeger, director of the Clackamas County Economic Opportunity Authority, questioned whether charging tenants that much of their monthly income was in line with basic philosophy of the federal housing program — to provide "rentals within the financial reach of persons of low income," as stated in the housing code.

Gross Cutting Costs

Mrs. Mabel E. Larson, an elderly woman, said she has to hire someone to cut the grass in front of her home because all tenants are required to cut the grass, otherwise the authority charges them \$4.50 a month for the work. Mrs. Larson said she is unable because of infirmities to cut the grass herself.

Mrs. Welch said complaints of leaky roofs and other repairs made to the "fr. office" often go unanswered.

Kelly and another Legal Aid Service attorney, Doug Green, promised to work with the tenants. Kelly said Legal Aid would look into the legality of charging welfare recipients higher rents than other low income persons.

The meeting was called after tenants received notices of rental increases from the housing authority.

HAP Sees Dire Need For More Housing

Reviewing 1968 progress in a Tuesday night meeting, the Housing Authority of Portland indicated that while acquisition of more housing is progressing well, the requirement is growing faster.

"There is still a dire need for more housing," HAP Chairman Fred Rosenbaum said, "especially one bedroom units for the elderly."

ROSENBAUM and Mrs. Florence Dahlke, vice-chairman, were re-elected for another one-year term.

"At year's end," Rosenbaum said, "we had 2,037 housing units under lease or conventional occupancy, 438 units under construction and 587 units to lease. This gives

us potential occupancy of 3,112 units."

He added that another 500-unit project is in preparation. When it is complete, the agency will be within 288 units of its 1970 goal.

HAP's 3,900-unit goal also figured in discussion of a 2,000 unit requirement outlined in the controversial Model City program for the Model City area alone.

ROSENBAUM said that after meeting with E. J. Baskett and Ken Gervais, both instrumental in the formulation of the Model City proposal, both men had agreed the 2,000 figure was high.

"But," Rosenbaum warned, "we should go on record as to what we can do" to help the

Model City program reach fruition. "We definitely shouldn't hinder them," Rosenbaum said, "they're going to have a tough enough time."

Rosenbaum hinted that other city agencies, presumably the Portland Development Commission, did not share HAP's spirit of cooperation and might hamper HAP's efforts to reach workable plans with Model City officers.

"I PERSONALLY believe in the Model City program," Rosenbaum said, adding that he was sure the program would not die because "there is no other way out" of the area's dilemma.

Authority board members also were informed Tuesday that financing problems brought about by recent increases in interest rates are holding up acquisition of

"scattered sites" in the Albina area.

The board endorsed further study of the feasibility of establishing a retirement village near Lloyd Center and ordered staff member Charles Landskroner to continue investigation of financing and sites.

In other action, the board approved award of a contract totalling \$28,721 to Lindquist Construction Co. for conversion and revision of the Iris Court Day Care Center.

HAP Plan Proposes Record 1,100 Units

Portland may get 1,100 new public housing units, including 500 exclusively for elderly tenants.

The Housing Authority of Portland voted Tuesday to apply to the federal government for money to build or acquire them.

Chairman Fred Rosenblum noted that the application was

the largest ever made by the authority.

The proposed 1,100 new units would increase the authority's total units to 3,900.

Rosenbaum said HAP's 1975 goal is operation of 4,500 units.

In other business, the board was notified that HAP's Albina Scattered Site Project, which calls for development of housing on 15 lots in the Albina area, has been delayed temporarily.

The man who was to develop the sites recently revealed that he cannot complete the task, according to HAP staff members.

Consequently, the authority must ask for new bids from potential developers.

Officials estimated that the project will be under way again in April.

Rent To Increase In Public Housing

By BILL ROBERTSON
Journal Staff Writer

Rent for residents of Housing Authority of Portland dwellings will go up \$2 per month within the next few months.

This decision to raise rents, along with another to allow establishment of a county medical facility in HAP's 440-unit Columbia Villa was made Tuesday night by HAP commissioners at their monthly meeting.

The commissioners expressed some reluctance to hike rents to increase the Housing Authority's income, "since the rent increase obviously will be a hardship on some of the tenants."

Board Chairman Jerry Rosenbaum noted, however, that rent in HAP dwellings will remain much lower than rents charged by other housing authorities on the West Coast.

THE EXECUTIVE director of HAP, Gene Rossman, pointed out that Regional Housing Authority officials in San Francisco recommended that the Portland authority increase rents \$5 to \$10 monthly.

According to Rosenbaum, most of the additional income from the increased rents will be used to provide additional staff and services to tenants.

The rent increase will be implemented after approval of

HAP's annual budget by the Regional Housing Authority.

The board also voted to establish a Multnomah County medical service center in Columbia Villa. HAP will provide a three-bedroom unit in the villa for one nurse supervisor, seven staff nurses, one aide and one clerical worker.

Dr. John H. Donnelly, director of the county's Department of Medical Services, told board members that the Columbia Villa center will constitute one of the first steps in the county's efforts to decentralize its health service.

THE NEW CENTER, he said, will serve as the department's base of operations for North-Central Portland as well as a medical headquarters for Columbia Villa residents. He said emphasis at the center will be on public health nursing programs and development of specialized clinics in family planning and the like.

On the recommendation of HAP community services coordinator Raymond Rowe, the board voted to establish a Tenant Advisory Council to the Housing Authority.

THE COUNCIL will advise commissioners and staff members on improving living situations.

The board also voted to spend \$700 from its local funds budget to purchase equipment needed at Iris Court Day Care Center.

The funds will purchase crib mattresses, children's furniture and toys, all of which are needed before the center can open in about two weeks.

Housing Contract Gets Federal OK

DS 7C 6/11/69
VANCOUVER, Wash. (djc)

The federal government has approved the Vancouver Housing Authority's selection of a developer to build a 100-unit, 10-story apartment building for the elderly.

VHA Executive Director L. L. Laase said approval came from the Housing Assistance Administration of the U. S. Department of Housing & Urban Development.

The \$1.75 million high-rise will be built on a downtown block bounded by 13th, 14th, Daniels and Esther streets. Riley Pleas, Inc., of Seattle, is the developer and Dudley & Ekness, also of Seattle, are the architects.

The next step, said Laase, is for the housing authority commissioners to engage two independent appraisers to appraise the site.

The commissioners and federal officials will meet with the developer soon to discuss the construction schedule and the final cost, Laase added.

New HAP Projects Win Nod

Proposals by the Housing Authority of Portland to build 500 new public housing units for low-income elderly persons, and to rebuild completely the 80-unit Dekum Court project into a 146-unit one, got preliminary and informal nods Tuesday from the City Council.

HAP asked the city for a "cooperation agreement" on the 500 dwellings for senior citizens, a necessary first step in applying to the federal government for an "approved program reservation."

Fred Rosenbaum, HAP chairman, and Gene Rossman, executive director, said the new housing would be scattered on various sites, with perhaps 80 to 120 units in a structure of 5 or 6 stories. Rosenbaum said several sites are eyed, including one near Emanuel Hospital and another "in the general vicinity of Lloyd Center."

ROSSMAN said applications for public housing from elderly persons are coming to HAP at the rate of 60 or 70 a month, and that present facilities have waiting times of up to a year. He said that in March the Housing Authority had 850 such applications on hand, despite having housed more than 700 elderly persons under HAP's leasing program alone.

On the rebuilding of Dekum Court, Rosenbaum said permission has been obtained from the federal government for a three-phase, five-year program of tearing down and reconstructing.

The project, at NE 27th Ave. and Dekum St., was a World War II military family housing complex, and has 80 units of low-cost public housing. Rosenbaum said maintenance expense on the old buildings averages 20 per cent of the total appraised value each year.

HE SAID the plan is to utilize adjacent and mostly undeveloped land owned by HAP, and to build 40 new units on it — 16 of them with 2 bedrooms and 24 with 3 bedrooms. This would require tearing down four of the existing units.

In the second phase of the proposed project, occupants of another segment would be moved into the newly built units, and the old ones they vacated would be torn down and rebuilt. These would become the dwellings of the remainder of the court's residents while the last segment is torn down and rebuilt.

A report by HAP shows that the 146-unit Dekum Court, as rebuilt, still would have a lesser unit density per acre than the 60-unit Hillsdale Terrace project under construction in the southwest part of the city. Rosenbaum said this is "well below the West Coast norm" for public housing density.

The council also tentatively approved a HAP plan to build single-family dwellings on 14 lots in the Albina area, scattered within a five-block radius of Unthank Park. The original plan was to sell these lots to private builders, to develop duplexes on them and lease them back to HAP, but Rosenbaum said the plan fell through.

Study Due HAP Plans

Proposals by the Housing Authority of Portland to undertake two housing programs involving some \$5 million will receive further study, the City Council decided Tuesday.

Gene Rossman, HAP executive director, asked the council to approve purchase of the Tamarack Apartments in North Portland, and erection of a 200-unit apartment building on the old ice arena site at NW 20th Avenue and Marshall Street.

The 120-unit Tamarack complex is leased by HAP.

Rossman said both project proposals have been recommended by the U.S. Department of Housing and Urban Development, as required when federal grants are used for housing.

Both proposals were referred by Mayor Terry D. Schrunk to the city planning commission, which will report back to the council. The plans for the old ice arena site also will be sent to the Portland Development Commission, which is studying urban renewal in Northwest Portland.

Price Specified

Specified purchase price of the Tamarack Apartments is \$1,680,000—\$14,000 per unit as designated in the lease agreement. This complex is adjacent to the Columbia Villa public housing project, also operated by HAP.

Rossman said HUD has urged purchase of the complex and offered necessary federal funds. The complex covers about 12 acres, including a one-acre playground.

The Northwest Portland project, Rossman explained, has been proposed by Hoffman Industries, Inc., a private development company. HAP has approved Hoffman's plan to construct a \$3,370,000 high rise housing structure for low income elderly persons.

A small shopping center across the street is a part of the plan, favored by HAP because of easy access to shops, medical offices and churches.

Housing Director Warned

U.S. District Court Judge Gus J. Solomon Monday threatened to hold Wallace Telford, director of the Clackamas County Housing Authority, in contempt of court if he doesn't stop "harassing" attorneys from the Legal Aid Service of the Multnomah County Bar Association.

Solomon said the legal aid attorneys were only following his orders when they represented tenants in public housing in Clackamas County.

SOLOMON issued the warning after saying that someone had reported the legal aid attorneys to the Oregon State Bar Association and, in effect, accused the attorneys of engaging in "champerty" — trying to arrange for or set up a suit.

The judge said the attorneys — Neil Goldschmidt and Terry Kelley—were only doing what he told them to do: Communicate with tenants in public housing in Clackamas County and represent them in handling their complaints.

SOLOMON'S warning came when Goldschmidt and Kelly appeared for a hearing on their motion to reopen a suit brought last October by Alice Hanson, mother of seven children, and other public housing tenants against the housing authority. She claimed she was being evicted without a hearing which is a right under federal regulations.

Solomon had dismissed that suit after the housing authority agreed to issue new regulations providing for such a hearing. The judge also told legal aid attorneys and the housing authority to negotiate several other complaints.

But Solomon Monday ordered the case reopened because he said he was disturbed by the accusations made against the attorneys, who were only following his orders.

GOLDSCHMIT and Kelly sought to reopen the case after the Clackamas County Housing Authority Board of Commissioners voted Feb. 6 not to allow legal aid attorneys to sign a notice to public housing tenants listing their rights. The board said it would send the notice itself. The legal aid lawyers said they wanted their names on the notice so tenants would know to whom to turn if they had complaints.

Goldschmidt said funds from United Good Neighbors provide for the Multnomah County Legal Aid Society to represent Clackamas County residents who cannot afford to hire their own attorneys, giving a legal as well as a moral duty of legal aid attorneys to handle cases in Clackamas County.

Solomon said heatedly during the hearing that "poor people without money" are going to have a court to hear their complaints, and it is going to be his court.

Senior Citizens Development For Vancouver

VANCOUVER, Wash. (djc)—Turnkey proposals have been invited by the Vancouver Housing Authority for construction of a low income housing development here consisting of 50 units.

Proposals will be received until 10 a.m. Oct. 1 and cover units to be located on "scattered" sites preferably composed of from one to eight units each, provided that each bid includes a total of 50 units.

Bid Items Needed

Turnkey proposals must include location sites within reasonable distances from shopping areas and public transportation.

Each bid will also include vicinity map zoning information, price, estimate and qualification of the developer.

Each bidder must also show financial ability and certification that the land is either owned, under option or otherwise available to the Housing Authority for development.

HAP To Call Meeting To Consider Rent Hike

The Housing Authority of Portland began to find its back against the wall Tuesday, and has decided to call a special meeting on finances with an eye toward raising rents.

Board Chairman Fred Rosenbaum said the Department of Housing and Urban Development has been hinting that HAP's public housing projects should be showing a 15 per cent margin of operational profit.

"We're not sure just what that means," Rosenbaum told the board. "They were supposed to send a letter last Friday confirming the tele-

phone conversation HUD had with Mr. (Gene) Rossman. The letter has not arrived, so we don't know whether this is just another pressure tactic, or a new national policy, or what it is."

Board member Leonard Gibson pointed out that HAP has probably "been out of step for a long time with this program. I think we're trying to make it do things it was not designed for."

Gibson said his reading of HUD's actions in recent years indicates that the department wants HAP to start taking in a higher-income tenant.

Rossman, HAP executive di-

rector, said that Seattle's authority has consistently bent with the winds from San Francisco and Washington, D.C., "and they don't have nearly the trouble we have."

Rosenbaum said he will go to San Francisco to talk with HUD regional officials later this week. He will call a special meeting of the board on his return to discuss whether HAP rents will have to be raised in order to meet the new HUD criteria.

"I can tell you one thing, those gentlemen up here (from San Francisco) and

have them call the gentlemen from The Oregonian and The Journal and announce it. I don't need any more of that kind of heat," Rosenbaum said.

Gibson suggested that perhaps a small across-the-board increase could be instituted now to soften the blow when HAP has no more maneuvering room left with HUD and has to begin appealing to higher-income people.

The board also will discuss getting Aid To Dependent Children rental allowances raised with state Welfare Director Andrew Juras and possibly, Gov. Tom McCall.

APPENDIX 2

WELFARE RECIPIENTS

Appendix 2

Welfare Recipients

low-income housing

Maori
Families

1. Vastly insufficient.
2. Families often have to move
way out for housing within
their means. This means
additional transportation
expense, possibly severe employ-
ment changes. Even this
housing is often overpriced
- \$600 a month rent for
a 4 room ^(shed) cabin with un-
usual.
3. Rents have sharply increased
in past several years
with general inflation.

Large families esp. are disadvantaged for housing because many landlords will not rent to them. Also larger housing is proportionally even more out of range & in shorter supply.

Types of living situations

5. Some families live in trailer courts in rented or purchased trailers. This isn't inexpensive because utilities often run high. Trailer space rent added onto trailer mortgage payment ~~often~~ may necessitate a move to a cheaper living arrangement.

Housing project afford the only consistently decent, moderately priced rental in the County. Except where the family has special priority, there is generally a wait of 1 year or longer before a unit is obtained.

7. Some low-income families share, s.p. where both are 1-parent families. May be an unstable living arrangement, however, even if it makes better housing possible.

8. Relatives sometime pro-

vice shelter in their own home, esp. to married daughters who have been deserted or divorced. Or sometimes in rental property parents own, free rent is provided.

9. Great mobility is characteristic of low-income families. Due partly to marginal employment skills & need to follow work as available. Can't save enough for the 1-month advance, so often "skip out" of housing sometimes owing rent. Otherwise, couldn't move.

10. Poor heating systems another characteristic. Use-

gas, wood or oil circulating heater. Usually inadequate. Poor construction & lack of insulation often makes rentals hard to heat. Families often shut off on upstairs & or back portion of house, live winters huddled in warmest portion of house.

11. Bleakness & dirtiness, lack of color, paint, spurring up, characteristic also among many low income homes (not all). This is seen mainly where families of poor living stan-

over a long time.

12. Bean & bean sheds on farmers' property vary in size & quality. Families often live in them well beyond hours & reason. Some had inadequate water, lights & heating arrangements. Designed as temp. housing

Need

Single ^{adults} ~~persons~~ with low paying jobs or disabled & unable to work, ^{married} couples receiving OAA. & above all (in numbers) families with more than 2 children all critically

housing.

Low cost

Special Need Groups

Include room & board or shelter care type housing for m. retarded but employable adults, recently discharged m. hosp. patients

(Room & board situations generally are very hard to find & cost of board prohibitive for low-income groups).

One does see some good housing that is well-kept in situations where an elderly couple owns a home, where a young mother retains a home as part of div.

settlement, or where parent to
help a young family with
location of housing & hh
furnishings -

Monica D.

One final note - Ideally,
one would hope to have decent
housing available to families
who don't know how to
maintain it & in process
of learning may be destruc-
tive (to the children) or
uncooperative - at present,
these families can't sit expecta-
tions of the HA or private
landlords & are shuffled a-
round, children suffer in
schooling as result.

CCPW

Memo

Slaves

REPORT ON HOUSING IN DISTRICT HJ

Out of between 290-300 cases, only between 15 to 20 live at Oregon City View Manor or the Clackamas Heights. These people pay between \$35 and \$49 rent, including utilities. The housing is quite adequate and is within welfare shelter standards.

There are a few people in my caseload who own or are buying their homes. The biggest percentage of these homes are fairly old, but in general, are in much better condition than the homes that are rented. Pride of ownership probably is a big factor. However, lack of adequate funds for upkeep is a continual problem for these people. Thus, some of these homes become delapidated, as welfare cannot pay for all repairs and general upkeep.

The poorest living conditions exist where the recipient must rent. Around 80% of my caseload fall in this category. Welfare shelter standards remain low as shelter costs continue to rise. Thus, many recipients are forced to make a decision. The choice is whether to find a suitable living situation which will probably cost anywhere from \$10 to 30 more a month than welfare standards allow and cut down on eating, or try to find a living situation within welfare standards which is usually sub-standard, and eat a little better. Since food standards are already low, those recipients who cannot find a place to live within welfare standards have a serious problem in trying to make the groceries stretch out to the end of the month.

Recently, it seems that even sub-standard housing cannot be rented within welfare standards. As a result, I would say that only 20% of my entire caseload are able to live within shelter standards. In other words, 80% of my cases are not using their full food allowance for food and the result is often heart-breaking.

CCPW

Where people in my Case had live . .

Rooms -

a. In old houses -

Disadvantages - usually run down, drafty, dirty
Not enough heat.

Expensive compared to income

b. Hotels

Disadvantages - Too expensive. Even the most
run-down hotels charge 65⁰⁰ month. This
includes utilities, but heat is inadequate.
Portable electric heaters are used - there is
danger of fire.

Few neighbors are age.

The old hotels are fire traps - dangerous
for old people to live in.

2. Houses -

a. Rented. Another impossible situation. The
houses rent for so much (compared to clients
income) that food and personal incident allowance
must be used for fuel, utilities etc. ^{on older people.} ~~stairways, etc.~~

b. Client owned - In need of constant repairs -
must defer taxes or dr. Citizen exempt.

3. Trailer Houses

Too expensive - Trailer space at least 35⁰⁰ mo.
Fuel (propane) expensive.

again have to use food money for shelter
Constant repair - roofs, plumbing

Shacks - adjoining berry fields
Primitive. No running water ^{nor} indoor plumbing
wood heat - now expensive 20th cord. Danger of fire
Hillside Park - Clackamas Co. Housing authority
24 welfare recipients live here or about 25%
of renters.

Of these 9 are clients of mine.
Case load about 280.

Waiting list in all housing units - 447.
Have to wait 12-14 months to
get in.

Annual income \$1500 or.

Some people have income below welfare
standards and live here - but with low
rent and abundant food are able to
keep from going on welfare

Advantages - Low rent - utilities included
maintenance supplied

My old people are checked on.
If they are not seen during the day
someone finds out if anything is wrong
These people are taken to pick up
surplus foods.

These low cost houses should be near shopping
center -

MULTNOMAH COUNTY PUBLIC WELFARE COMMISSION

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C
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 P
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January 2, 1969

Editor
 Lofty Thoughts Department

Dear Elizabeth:

My thoughts for your column this month risk being interpreted as narrow or mean spirited rather than "lofty", because I intend to speak of the relationship of the profession of social work to public welfare. This relationship has always been an uneasy one, balancing mutual interests against heavy weights of misunderstanding. Yet I am convinced that our acceptance as a profession is intimately bound up with the facts of poverty and the issues of public responsibility for the poor. H. L. Mencken, who was much admired by the liberals and intellectuals of the 1920s, once said:

"The social worker, judging by her own pretensions, helps to preserve multitudes of persons who would perish if left to themselves. Thus her work is clearly dysgenic and antisocial. For every victim of sheer misfortune that she restores to self-sustaining and social usefulness, she must keep alive scores of misfits and incompetents who can never, for all her help, pull their weight in the boat. Such persons can do nothing more valuable than dying."

Now, if we reflect on what we see and hear, it is clear that Mencken's ideas about poverty and social work still represent the thinking of most of our society. And worse, within the ranks of our profession -- despite our noble and humane goals and our statements about the sanctity of human life -- we have been ineffective in developing understanding for those whom Mencken castigates as "misfits and incompetents". Our profession, like society, has been content to assign these persons to public welfare, and then to attack the agency which is keeping them alive.

I think it can be shown that we have too often given tacit support to those who accept Mencken's statements, even though they may sincerely, even violently, disagree with him. We have done this by giving one-sided and exaggerated emphasis to our role in restoring people "to self-sustaining and social usefulness". As important as this goal is, we should not value it in Mencken's terms, and I am afraid that this is what we do. For many years professional social work has dipped into the pool of the poor to cream off those who have potential for rehabilitation. I see nothing wrong in this. Specialization has many advantages. But to be silent about the needs of those who remain in that pool, and to justify every social work project by the boast that it is "saving your tax dollars which

would otherwise be spent on welfare" -- with the implied assumption that welfare is inherently an evil thing -- is to play directly into the prejudices of those who distrust and fear the poor.

For as this "creaming" process continues (and much may be said in favor of creaming, by itself), public welfare has become the reservoir that contains the bulk of those who cannot readily be restored to self-sustaining and social usefulness. Almost all discussions of public welfare miss this central point that most of the public welfare caseload today cannot be so restored, and also that most of these have personal and social problems that the social work profession should be concerned about. The aged grandmother lying in a nursing home, the 40 year old man who is permanently and totally disabled, the 22 year old girl discharged from a mental hospital with a prognosis of "poor", the unskilled mother with limited education who is the only parent to 6 dependent children, the 56 year old alcoholic caught in the revolving door of the local jail, the mentally retarded adult, and those persons whose behavior lead to angry rejection by respectable people -- these are among the persons who make up a significant part of the public welfare caseload. Overwhelmed by the numbers of such cases, and stigmatized because of them, public welfare has for over 30 years borne the full brunt of attacks on "welfare chisellers", "immoral" ADC mothers, "Roger the Lodger", etc. Because these people are not seen as "pulling their weight in the boat", their very existence violates deeply held values of "self-reliance" and "morality". As professionals, we appear to shrink from the effort required to interpret these matters to taxpayers. Instead we find NASW members taking refuge from immediate, desperate needs by grasping at proposals for negative income taxes, family allowances, guaranteed incomes, etc. Some of these may be useful as wage supplements or as "lifeboats" for some groups, but they do not answer the needs of the totally destitute, of large families on ADC, of the "helpless poor", nor of many whose behavior is already condemned by society.

When some of the grim realities about our "Other Americans" became a public issue, the verdict among both intellectuals and politicians was that the social work profession had failed. And when a war on poverty became a national goal, a great effort was made initially to staff it with nonsocial workers who would be expected to make a fresh start on these problems. Some benefits came from this. Emphasis on citizen participation broke down some of the rigidities of professionalism. Another layer of marginal workers was creamed off the pool of the poor with the help of much needed training programs and new policies by employment agencies. Black citizens began to be heard and to develop a power base of their own. But many mistakes were made all over again. Once more almost the entire emphasis was placed on those whom Mencken would find "worthy" -- those who might be restored to "self-sustaining and social usefulness". And social workers, finally infiltrating the war on poverty, promptly billed their efforts as "opportunity projects" in contrast to the alleged "give away" programs of public welfare -- further prejudicing the public against providing help to many persons who were, are, and often will continue to be helpless. "Giving" is not always bad, and professional social workers should be able to understand this. Selling "rehabilitation" by contrasting its benefits with the alleged "nonproductive" nature of welfare is nothing but a bow to the ideas of H. L. Mencken.

Much of public welfare policy is obsolete, much is inadequate. There is no disagreement between social workers within that system and those who work outside it

about the need for major reforms and improvements. The public welfare system is the crystallization of ideas and attitudes about the poor, some stemming from the old English poor laws, some from persons who think like Mencken, and some from the latest concepts of the social work profession. It is a weird, wonderful, and sometimes terrible system which nevertheless stands as the final barrier against total deprivation for many thousands of American citizens.

For more than a third of a century schools of social work and professional associations have treated public welfare with condescension or embarrassment. It is not too long ago that our own chapter seriously concerned itself with such questions as whether a person working in public welfare can be said to practice social work. More recently it has become the "social work thing" to attack public welfare with a savagery that should be reserved for the real enemies of the poor. We see young intellectuals, newly imprinted with M.S.W.s, passionately defending the poor by romanticizing them and attacking public welfare. Well, it is simply not good enough to attack Andrew Juras, or the State Public Welfare Commission, or the County Commissions and their staffs. There is no stance on behalf of the poor which requires less courage, and no missiles in the "war on poverty" which fall so far off target. The "Menckens" among us look at this spectacle and cheer!

The truth is that we who are social workers cannot disassociate ourselves from public welfare. We must develop public understanding -- if not compassion -- for the persons in this caseload. We must join with public welfare staffs in dispelling the myths that still cloud all thinking about those who are destitute, and who may never "pull their weight in the boat". We must place ourselves actively on the side of public welfare in efforts to obtain the constructive reforms and changes that we all know are needed. We must have the courage to defend the right to life, and somewhat more, on behalf of the most unpopular persons in our society, those who are recipients of public welfare. And we must help the caseworkers and supporting staffs who are trying to use the welfare system to help these people.

Sincerely,

MULTNOMAH COUNTY PUBLIC WELFARE COMMISSION



Gordon Gilbertson
Administrator

GG:SG

Welfare Reports On Housing Urged

By MORTON SPENCE
Journal Staff Writer

ALEM — Indignation that welfare workers apparently do not report unsanitary conditions in housing to local state health officials was expressed Monday by Sen. Burns, D-Portland. Burns told Andrew F. Juras, welfare administrator, he is appalled at conditions in which Marion County welfare recipients are living. He said colored slides showing sewers in which children playing were presented today to the Senate Judiciary Committee by students from Lamette University Law School.

THE PORTLAND senator interrupted a subcommittee hearing on the food stamp and abundant foods programs, part of the review of the proposed budget of the state Public Welfare Commission, to question Juras.

"It's been bothering me all week end," Burns said.

He referred also to testimony earlier last week at a public hearing on welfare where recipients referred to the substandard housing in which they are living.

After conferring with his assistant administrator, Mrs. Geraldine Derby, Juras reported to Burns, "I can't say whether our staff people uniformly report such conditions to the authorities. I think they encourage the tenants to report them."

BURNS REPLIED that welfare recipients are reluctant to complain because they fear eviction and would be faced with finding another place to live.

"As long as welfare allowances for shelter are as low as they are, recipients find it hard to rent adequate facilities," Juras commented. He added that in consideration of the low rents they pay, it is difficult for them to insist that substandard conditions be corrected.

Testimony at the public welfare hearing last week by real estate brokers who rent dwellings to welfare families indicated the rental allowances are too low for owners to break even on their investments.

Most welfare families are supplementing their rental grants from food allowances — and those payments are based on food costs in 1953.

"I'm going to get at the bottom of this," Burns told Juras.

Welfare Roll Cuts Pressed

WASHINGTON (UPI) — An effort to cut down the number of people on the nation's welfare rolls has been set as "a top priority" by the Department of Health, Education and Welfare, a Nixon administration official said Sunday.

But even if the reduction efforts succeed, the government will need at least \$1.5 billion more each year to meet demands for welfare and Medicaid programs, according to the department's chief welfare administrator.

Mary Switzer, administrator of HEW's Social and Rehabilitation Service, has asked the states to submit plans by April 15 with ideas for removing persons from welfare rolls by means of teaching them jobs.

"THIS GOAL is a top priority of the Social and Rehabilitation Service and I am asking you to make it yours as well," she wrote welfare administrators across the country.

"There is no more urgent and vital task facing us today than to assist increasingly large numbers of the nation's public welfare applicants and recipients to become economically independent.

"We must exert every effort to assist each state to at least double in fiscal year 1970 the total number of public assistance rehabilitations achieved in fiscal year 1968," she said.

But more money will still be needed, she said in an interview, to "equalize the financial burdens of the states."

"THE QUESTION is how many new federal dollars are you going to put into the program . . . this is now a very tight time. But everybody agrees that \$1.5 billion is the minimum additional amount needed," she added.

During the last calendar year, federal and state governments combined spent \$5.7 billion on Aid to Dependent Children, aid to the disabled, blind and aged. Of that total, 53 per cent was federal money.

APPENDIX 3
SPECIAL GROUPS

Migrants

Farm Workers Struggle With Destiny01/18/69
com**Disputes Arise Over 'Self-Help'**

By JIM KADERA

Staff Writer, The Oregonian

FOREST GROVE (Special)

— The universal plea of the underprivileged for more control over their destiny has led to a duel of personalities here.

The struggle of Mexican-Americans to operate their own self-help program is called a learning process by some. The process, though, has included hot disputes.

Emilio Hernandez, president of VIVA, a self-help club, said he was punched in the face by Jose Morales, job counselor for Farm Workers Home.

Hernandez filed an assault and battery charge against Morales, who pleaded innocent at arraignment in Washington County District Court. No date has been set for a hearing.

Hernandez said he was treated for a fractured jaw, but declined to talk about the incident.

Guadalupe Bustos, director of Farm Workers Home, said he plans to retain Morales on the staff unless he is convicted of the charge.

Hernandez and Morales attended a meeting of the Farm Workers board where the trouble erupted. The board voted to dissolve in favor of a reorganized board that will be selected for more equal representation of the farm worker community.

Farm Workers Home is a pilot program financed by the Office of Economic Opportunity through the Valley Migrant League. It was formed last summer after farm workers demanded that VML give them a stronger voice in operation of its program.

"Here we are more independent than in the other (VML) centers," Bustos said last year.

This independence, however, nearly has spoiled the program. Instead of focusing

on the goals of jobs, education and housing, time has been wasted on arguing, Bustos observed this week.

The usual problems of organizing an anti-poverty program have been complicated by a split between Hernandez and Bustos.

Bustos sees the attempt here of farm workers to gov-

ern their program a failure. But he stresses that Farm Workers Home should be continued after reorganization.

Many people are disappointed that more jobs and housing have not been provided, he said. The program has been functioning only since August, and should be given additional time to prove itself, he urged.

Bustos burger, assistant, workers ha in self-gover. "When we ings, no one They were something rass their said. "Now

Health Officials Study Migrant Mobile

By STEPHEN KENT
Associated Press Writer

WENATCHEE, Wash. (AP) — At least two members of the State Board of Health are considering devising some form of mobile housing for migrant farm workers after a three-day tour through labor camps in Washington.

Dr. Dale A. Carlson, Seattle, said he already has asked the U.S. Public Health Service if federal funds could support a project to move labor camps to follow the work force.

Carlson said he envisioned a portable "knock-down" structure which could be moved through the Western States as the labor force moves with the crops.

State Health Director Dr. Wallace Lane, board chairman, looked to the conventional form of mobile home trailers as a solution to the migrant labor housing problem.

Study Proposed

"I do want to explore the idea of mobile homes which could be rented out in the off-season," he said. "I would like to check this out further even if it requires a pilot project," he said.

The board visited eight migrant camps in Chelan and Douglas counties Wednesday. Earlier in the week, the board was in Skagit and Yakima counties.

The board is considering liberalizing controversial standards adopted last year over the protests of some farmers who contended they were too strict. Gov. Dan Evans vetoed a section of a 1969 bill which would have made the stricter standards apply only to new construction and placed existing dwellings under 1960 regu-

lations. Evans instructed the board to re-examine the 1968 standards.

Two attitudes greeted the board Wednesday. Those growers whose housing was masonry construction with kitchen, plumbing and sanitary facilities said better facilities attracted better workers.

Those operating wooden cabins with communal toilets and water supplies said the migrants don't appreciate better facilities.

"They have nothing, they want nothing and if you give them something they will reduce it to nothing," said Cork Ott, Chelan, a representative of the Growers' Credit Corp. He said migrants who desire pleasant conditions travel with a trailer.

The board is considering softening the regulations in the area of requiring separate sleeping areas for children over six years old and for space requirements. It would retain requirements for all units to have running water and refrigeration if used by families. The regulations would be implemented gradually, taking full effect in 1973.

Lane said the regulations probably wouldn't be adopted until the October meeting of the board. Enforcement is up

to county boards of health, greater competition for farm labor and "recognition of social injustice." Lane said housing has been improved in the past few years, which he said is due to growers have better facilities.

Housing Plan

and the marginal ones have the difficulties. It makes me wonder if the board has the right to subsidize the marginal," Larson said.

Another board member, Dr. Dean Crystal, Seattle, said, "It's enlightened self-interest to have good facilities for getting good help."

Farmer-migrant dispute referred

A dispute Friday between a North Plains farmer and some workers in federal programs who wanted to talk to migrant laborers has been referred to Washington, D.C.'s Civil Rights Division of the Dept. of Justice.

Jack Collins, assistant United States attorney, said no further comment could be made on the case until they heard from Washington, D.C.

The Friday ruckus reportedly involved farm owner Ronald Tankersley and Celedonio (Sonny) Montes, a Washington County area supervisor of the Valley Migrant League. Montes had gone to the Tankersley farm with Lois Heinlein, a VISTA (Volunteers In Service to America) worker from New York. Miss Heinlein said she had been invited out by a migrant worker who wanted to talk to her about permanent housing in the area.

Heinlein and Montes had refused to name the persons in the incident during a Monday press conference, but Tankersley had gone to a Portland newspaper on Saturday and talked freely about the incident.

During a Wednesday telephone interview with the Argus, Tankersley said he had asked the people to leave but he didn't have any luck. A Washington County deputy sheriff who was called to the scene suggested the individuals talk out their problems on a public road.

"These people have caused a lot of people to resent me as

a farm owner," Tankersley explained.

He said he had a Ted C. Brown from an Eastern Oregon College and Robert Warner, principal of the North Plains school, working with another college professor and six students who were divided between his downtown camp in North Plains and his country camp.

Tankersley explained that these individuals taught migrant farm workers at his farms how to work, how to take care of themselves and how to break the habit of being on welfare.

He said these students and professors worked with the little children and taught them American recreational games.

"These people did a lot of hard work," he explained "and they didn't get any publicity, but all it takes is talk and emotion to get a big splash for a mess."

The Argus was unsuccessful in contacting Charles J. Merten, director of Legal Aid for the tri-county area. Merten had joined the Monday press conference which had been called as a result of the incident.

Both VML and VISTA are federally funded.

Teacher Turned Inspector Finds Much To Be Done In Migrant Housing

By ROBERT OLMOS

Staff Writer, The Oregonian

The string of squalid migrant shacks stretched out in steamy line under the hot August sun.

At the foot of a set of splintery steps a ring of small children, disheveled and barefoot, lay in the dust with a rubber tire.

"When I see things like this get angry. And I get even angrier when I think that I've already told the (Clackamas) county sanitarian about this and nothing has been done to correct it," fumed Ismael (Louie) Barrera.

Barrera was on his rounds as field inspector for the State

Bureau of Labor's wage and hour division — the first person of Mexican descent hired to fill such a position.

Migrant housing conditions, farmer fears, impressions about the effectiveness of the militant tactics of farmworker supporters — all these Barrera came face to face with as he trod the fields and camp sites in Multnomah, Clackamas and Washington counties this summer.

Standing at the edge of a farm near Cano, Barrera, a 37-year-old former migrant worker, momentarily questioned the effectiveness of his summer duties.

"Look at all this junk," he said to an observer accompa-

nying him, "I wrote in my referral report weeks ago that it should be removed."

Old refrigerators, doors ajar; discarded stoves and other junk appliances were scattered only feet away from where the children played. Garbage cans overflowed.

Barrera stepped into a cabin abandoned by workers gone to another farm.

"This place really wouldn't be bad if it was thoroughly cleaned and given a coat of paint," he observed.

The condition of the cabin, though, was far from being considered liveable. Toilet bowl and wash bowl were stained a dirty brown. The

shower stall needed repair. Walls and floors were sturdy but filthy.

"But," Barrera continued, "all I can do is check these places and hope the county sanitarians do the follow-up work. If they don't, the state sanitarian can step in but I don't know how often that is done."

Barrera, who has a B.A. degree from the University of Portland and is a teacher at West Sylvan School, reviewed his work and his findings in the agricultural fields.

"Some at the Bureau of Labor were against my being hired. They thought the farmers wouldn't accept me. But it

didn't turn out that way. I think the farmers and Louie got along pretty well," said the Portlander, a native of Asherton, Tex., whose family moved to Oregon in the early 1950s.

At the start of what was to be a tour of several hours through Willamette Valley camps, Barrera put in a good word for area farmers.

"Some farmers are really trying to build good camps. I'd say the majority are sincere in wanting to provide good living conditions for migrant workers. Most of the have been quick about making corrections," Barrera, who was working as a field picker at the age of 12, said.

His statement, though, turned into embarrassment as he toured a farm at Scholls.

This grower, Barrera had said earlier, had received him well and had expressed deep concern for his workers. Barrera had used him as an example of the communication that can be developed between farmer, state agency staffer and field worker to accomplish a beneficial situation.

Pool Found

Yet, in touring his camp, it was noted that beneath the laundry-shower-toilet structure was a small pool of stagnant water that appeared to have been there for weeks. Flies swarmed around the murky pool.

The water was pointed out to Barrera, who responded with obvious embarrassment: "Yes, I'm noticing that."

Still, Barrera contended, "there is nothing better than sitting down and reasoning together — it's the only way he farmers and workers will accomplish anything."

He said he doubted some of the militant tactics of farmworker supporters were accomplishing anything, although he gave those groups credit for wanting to help the workers. He was referring to groups such as the United Farm Workers of Oregon and the Campesinos Forum.

"I've talked to a lot of migrants this summer and they are afraid to get involved in any kind of movement," he said.

More of the attitudes in Oregon agriculture this summer were explored when Barrera later sat down to have a cup of coffee in a farmer's kitchen.

The farmer told Barrera that Willamette Valley farmers have been running scared because they fear unionization activity.

Appendix 3
(continued)

Unions Feared

"Farmers especially fear the California workers (because of farm unionization activity in that state). They're afraid the Californians will influence workers from Texas and New Mexico: At one place I heard about this summer, Californians threw their buckets into the air and sat down, refusing to work until a grievance was settled," the farmer said.

"I've been scared because I had more than \$100,000 tied up in my farm even before the harvest started. If a group came in here and decided they weren't going to work I'd be ruined," he said.

"I've been seriously considering going into another line of work. I don't really know what I'd do. I have training as a barber. Other farmers have been talking about quitting," the farmer said.

Barrera, whose family left the Texas cotton fields when machines took over, said he felt mechanization soon would take over all of agriculture.

The farmer shook his head: "No, we're going to need field workers for a long, long time. Machines won't be able to do all the work. I don't see the migrant worker disappearing that fast — if ever."

Barrera drank his coffee shook the farmer's hand warmly and was off again. "Come back anytime, Louie," the farmer called out.

"There's no reason why farmers shouldn't meet the minimum standards the state has set out for them," Barrera continued as he drove along the highway.

Most of the corrections he has called for in his reports have concerned inadequate toilet facilities. He has run into camps still using the common drinking cup, a violation of state law. Some camps have had no hot water for



FIRST PERSON of Mexican descent hired by Bureau of Labor to work as agricultural camp and field inspector is Ismael (Louie) Barrera, who covered Multnomah, Washington and Clackamas counties this summer.

bathing or laundry purposes. Sleeping quarters have been deemed inadequate at others.

But, Barrera stressed, some farmers do provide good facilities for their workers.

"In Orient, for example you can find a camp with terrible conditions next to one with the nicest facilities. What we need is more follow-through work. I can go into a camp and order

violations corrected in one or two days. But the farmer probably says to himself 'that state guy won't be around again' and does nothing about it. If county sanitarians had a stronger program it would help matters all around," he said.

Barrera stopped at the shack of a man whose arm was temporarily paralyzed by

brain tumor surgery. Friends had told Barrera the man "just sits around and stares at his arm."

Barrera talked jocularly with the migrant in an attempt to lift his spirits. The migrant, 39, looked at least 15 years older. His wife, who was sweeping out the cabin, asked Barrera to inquire if Oregon has any type of program that might cover medical emergencies for farmworkers.

Barrera suggested welfare. "No, no, not welfare," the woman said in Spanish, a note of hurt pride in her voice. "My boys are working in the fields and we're able right now to get along. Not welfare."

Barrera hopes that because of his background — his ability to speak Spanish and to understand the migrant — he has helped make inroads in establishing communication between farmer and farmworker.

He looks forward to next summer when he can better use what he learned this year. His inspection duties completed last week, Barrera is preparing for opening of school. His duties will be assumed by a regular inspector for the remainder of the harvest season through about October.

With grim determination he says: "Much work remains to be done. Many things need to be corrected."

Appendix on Special Groups

OCTOBER 23, 1969

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Lag Seen In Housing For Aged

By JOHN McWILLIAMS
Journal Staff Writer

Development of the environment so elderly people "can stay in the mainstream of life" is the major problem facing the people who build housing facilities, but not very much is being done about it, according to Louis E. Gelwicks, professor of architecture and research associate and building program director for the University of Southern California Gerontology Center.

GELWICKS, who previously was a research fellow in architecture at USC's Institute for the Study of Aging, spoke Wednesday at a seminar on "Perspectives in Aging" at Portland State University.

Gelwicks contended that builders have directed themselves to "minority problems" and in trying to come up with major programs that will serve the full need to help the elderly with the proper housing environment, "they have fallen into the trap of cutting the suit to fit the cloth" for economy's sake.

"The situation will worsen before it improves," Gelwicks said, "because little attention really is being paid to their plight and because we don't like to face age for what it is."

BUT, he said, "more than 86 per cent of our white population will spend a major hunk of their lives as elderly people. This in itself is enough to make us realize that our concern should be for the quality of life our people should enjoy, as opposed to the quantity of life."

"While 50 per cent of the elderly in this country own some kind of home or have a nestegg of varying dimensions, the other 50 per cent own no home and have no money," he said.

The senior citizen's dilemma becomes even worse as he sees the cities becoming old and unattractive, Gelwicks said. This is making of cities places where the old must continue to live, while the younger residents move into the suburbs, he declared.

THE ELDERLY, especially those without income or adequate funds, are forced to live in rundown buildings in the city, because they must live where they can "move around" and afford to pay the rent, he stated.

The plight becomes sadder when it is realized that these old people have no place for recreation — and most of them live in tiny rooms in old houses, he said.

One alternative to what continues to be the lot of the short-fund people — the welfare recipient, the one who lives on other types of limited income, and the like — might lie in providing reasonable accommodations at reasonable rents, he said.

"BUT HERE again," he noted, "funds for such projects are not easy to find, even from the federal government."

Gelwicks decried how some builders and property owners "grab up" old apartment buildings or build new ones and "run as fast as they can to join a housing chain somewhere."

"The disappearance of the corner store, where the senior citizens could drop in and shop and chat also has eliminated one more diversion for them," he said, "not to mention what poor transportation facilities have done for them."

ACCORDING TO PROFESSOR

Age group interaction planning key

City planners should look for ways to keep all age groups interacting, according to Louise E. Gelwicks, professor of architecture at the University of Southern California.

Instead of building special housing for the aged, he said, cities should be designed to meet the needs of people as they age from adolescence to old age.

Gelwicks, who is building director for USC's Gerontology Center, was in Portland to address a gerontology conference at Portland State University.

As an example of the desire for interaction between age groups, he cited the enjoyment

old people get from watching children and the enjoyment children derive from being with the aged.

"Instead of designing parks for the aged and designing out the other age groups," he said, "we should design parks for all ages, build benches for the aged and swings for the kids."

Housing for the aged, Gelwicks said, should be placed so senior citizens have access to the action centers of the city, either within walking distance or served by inexpensive public transportation.

The aged should not always be moved from slum apartments and hotels to modern, antiseptic

housing units, Gelwicks declared.

"We're finding environmental change increases the death rate among the elderly," he said.

He cited as an example the case of a home in a large Midwestern city which, because it was in the path of a freeway, was replaced with a new home. The death rate among residents rose from 10 per cent a year in the old home to 30 per cent in the new one.

Instead of moving the elderly out of the rundown hotels and apartments, Gelwicks suggested that the old units be refurbished to meet their needs.

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APPENDIX 4

STUDENTS

Appendix 4

Excerpts from Student Housing Survey

PSU Spring 1969

		<u>Percentages</u>			
year in school	.....	Fr 13	So & Jr 48	Sr 26	Grad 12
age	.....	18-21 35	22-30 52	over 30 14	
sex	.....	male 56	female 44		
marital status	.....	single 40	married 60		
present type of dwelling	.....	SF 36	MF 53	other 11	
no. bedrooms in home	.....	1 37	2 32	3 19	4 or more 11
no. people in residence	.....	1 13	2 46	3 17	4 or more 19-24
student's income bracket	.....	400-800 12	800-1400 16	14-2000 9	
	.....	2-2500 16	25-3500 6	over 3500 32	
major source income	.....	parents 6	employed 43	other 14	
	.....	combinations of above 35			
max. mo. rent can afford	.....	0-30 6	31-50 19	51-70 22	
	.....	over 70 30-52			
current residence	.....	SW 36	NW 8	SE w of 82nd 17	
	.....	NE w of 82nd 12	elsewhere 23-24		
current transportation	.....	bus 17	private vehicle 69	foot 24	
housing location choice	.....	SW(incl. PSU) 66	NW 5	SE w 82nd 11	
	.....	NE w 82nd 7	elsewhere 6		
second housing choice	.....	SW 45	NW 18	SE w 82nd 14	
	.....	NE w 82nd 7	elsewhere 9		
choice type housing	.....	SF 58	MF 33	other 7	
no. bedrooms desired	.....	0-2 72	over 2 25		
willing to share house or apt.	.....	yes 28	no 70		

Note: Percentages may not ^{add} hold to 100% due to rounding ^{and non-response.} of the full survey.

Source: Copies are available through the Office of Facilities Planning at PSU. Above figures constitute only the 38% portion of the student body which represents the housing market.

College Housing

College construction creates campus crisis

By JANET CHRIST
Managing Editor

Glenn L. is a PSC student from Hawaii. He shares adequate housing near the Willamette River but says a full-time job is needed to cover living expenses and tuition. Glenn is a senior and thinks he should stay a full-time student. But his eight hour daily job not only cuts down on study time, it leaves him too tired to concentrate on his books. His grades show it, he says. Glenn would like a less expensive

Second in a series

place nearer to the college, but says it's impossible to find. He may be forced to cut back on course hours or quit school altogether for a while.

Jean H. is a PSC student living in an apartment building near the college. Recently she and her roommate received a notice to vacate--seems a science building is going up on the apartment site in a few months. Though expenses are not her problem, Jean says she just can't find any place near PSC where the two could live. She's afraid she may have to move back into an unhappy home situation with seven brothers and sisters across town.

Samantha is a student presently living at home in surroundings much like those Jean left. She feels that she wants to move out and has been trying for several weeks to locate an apartment within walking distance of PSC. Sam says the vacant places she has seen have been either decent and too costly or within her part-time salary and full of cockroaches.

These situations are barely indicative of PSC student housing problems--growing, growing, fringing presently on the impossible to handle.

Not only is Portland State expansion removing all existing student dwellings in the immediate area, but the number of students in need of housing is increasing with enrollment. The two positions do not co-exist well.

Almost everyone is familiar with the 1955 senate bill stating that PSC "... shall not be a college of the campus type" and that the original scheme was for vertical expansion. But original plans have already been renewed at least twice, in 1957 and 1962.

Always the planning has been concerned with the academic, student activities, faculty offices and parking--all based on the projected enrollment figure of 20,000 as if it were one great

big amoebic student sliding out of view after a day under the Portland State classroom microscope.

But we know better than that. This student is an awful lot of little parts that have to go someplace at the end of classes. And possibly 15 per cent of the current 9,500 student body are running out of places to go.

Has the city student been forgotten as the reason for the existence of a Portland State College?

Single students are not staying at home just because their college is located in their city. Students also come to PSC from out of town, out of state, out of country. Several programs are offered here which they cannot readily find elsewhere.

Where do these students stay? In 1966, the Portland City Club formed a committee to report on student housing in the "downtown bowl."

Although concerned with supervised housing for minor, single students, the report devoted much of the study to the college.

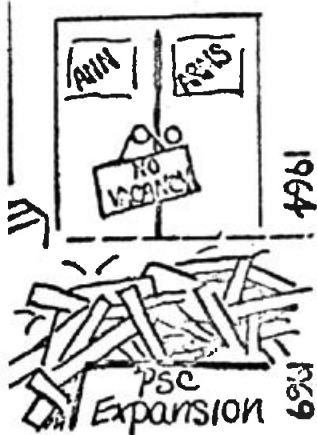
The total number of single minor PSC students living away from home in 1964 was 947, about 13 per cent of the 7500 enrollment.

(continued)

Appendix 4 (continued)

(Continued from page 1)

Portland State no longer a record of students living away from home. Current rates for this same group been guessed at 1000-1400. The city report explained according to PSC spokesmen, 90 per cent of all single students are minors."



noted that living quarters the college were overtaxed and warned of the future compounding.

The Martha Washington, only lets about half of its rooms to female students, come down soon making for a second student activity building.

The King George on SW Harrison, the Blackstone and Queen Louise apartments across from the Park Blocks--all known to provide adequate housing which students may afford--will be destroyed also.

The only two apartment buildings left in the campus area, the Park Plaza and the Lone Plaza, will have little, if anything, to do with the college. They not only do not care to rent to students, (lone policy is a flat "no") but college students cannot afford their high rents. (Lowest is about \$80 per month.)

Nor can many turn to the Portland Center Apartments which begin at \$140 for single units.

Old buildings in the PSC area, many crowded, unsanitary and unsafe besides having out-of-proportion rents, could still once be counted on by students. But such structures, as the ones across from the library and the science building on 10th Street will soon be vacated for two more science buildings.

Urban renewal is heading into "Goose Hollow" and SW Corbett Street areas, both popular for student housing.

(Continued on page 10)

The Viking Residence Hall, a private dormitory which opened to students in 1966, provides room and board for about 450 students. Dan Davis, Viking operator, says there has always been a waiting list. The

Viking Hall addition over the Co-op Bookstore will provide 250 more beds and is expected to be ready this fall.

Room and board at the hall is \$950 for nine months or \$370 per term. For too many PSC students this cost is still too high.

Lower cost college operated dorms, as suggested in the City Club conclusions, might be an idea for PSC after all.

The concept of an urban non-campus college designed for students who want to remain living at home no longer pertains to the Portland State situation.

If the college's original plans

have been through changes already, perhaps it would be reasonable to openly abandon the non-campus clause in that 14-year-old senate bill.

Not only has PSC construction gone from "up" to "out,"

gluttonizing student housing, but the campus idea is sneaking in whether college planners want to look at it that way or not.

Closing off Montgomery and Mill Streets to vehicular traffic in March is sneak number one. Other streets may have to be closed off later.

Making pedestrian walks between the Park Blocks is number two.

Dan Davis' private construction of a "University Center" complex of stores, offices, restaurants and parking is number three.

Such plans are drawing the college into itself; they are, in fact, developing the college

community away from the urban community. To many Portlanders in the area, the Park Blocks are already considered part of the college "campus."

Existing plans provide for the construction of four more parking structures. All five buildings would house total space for 6700 cars or one car space to every three students with the expected 20,000 enrollment peak.

Millions for automobile structures, but not a cent for people structures.

The federal Housing and Home Finance Agency (HHFA) makes low-interest loans throughout the country to colleges building dorms. Repayments come from residence hall income.

There is also a state-operated, self-liquidating bonding program with even lower interest rates than the HHFA. Oregon State and the University of Oregon use this program for their dorms. These loans are also paid through revenues from students living in the facilities.

Is the idea of Portland State operated dormitories really feasible?

What other possibilities are there of alleviating the student housing problem?

Next week's article will investigate suggestions and opinions of college officials, planners and students.

Unique student housing plan produced by PSU undergrads

Considered mid June - July 78

BY WILLIAM SANDERSON
Staff Writer, The Oregonian

The State Board of Higher Education Monday will take a second look at a refreshingly imaginative plan for student-operated, low-cost housing for up to 500 Portland State University students.

Several board members were rattled by the idea when it was first presented to them last month by PSU President Gregory B. Wolfe. They asked for, and Monday will receive, a more detailed outline of the unusual plan.

Conceived by several PSU students comprising the Student Housing Council, the idea involves:

- Interim use for two years of several older apartment houses which eventually will be demolished in PSU's urban renewal campus expansion program;

- A long-range housing program in Northwest and Southeast Portland neighborhoods, financed in part by rental income realized in the two-year interim.

PSU students now rent some 3,500 apartments in the city. The availability of such housing, particularly in the price range that students can afford, is rapidly diminishing. Urban renewal has been a major factor.

Perhaps because the idea is really uncomplicated and did not evolve from the educational bureaucracy, it was at first suspect.

But the Student Housing Council, displaying impressive tactical skills and political smarts, have convinced not only President Wolfe that the plan is good, but the Portland Development Commission and the Housing Authority as well.

PDC owns the buildings which have 440 living units and can accommodate 661 persons. Former tenants — many of them students — have been evicted.

The buildings were to be demolished immediately. But the 1969 Legislature did not appropriate construction funds for new school facilities. PSU does not need the land for two years.

PDC, after acquiring the buildings, perhaps used questionable judgment in evicting tenants on the assumption of legislative approval of building funds.

However, the idea of local initiative, coupled with sound, innovative planning, is one that appeals to PDC Chairman Ira Keller. He has promised

to use his considerable influence to persuade the U.S. Department of Housing and Urban Development to bless the pilot project.

Encouraged by support, students have formed a non-profit corporation, Portland Student Services, Inc., to manage the program. The corporation board will include students and Portland businessmen, with students in the majority.

The plan envisions rentals ranging from \$25 per month for a sleeping room to \$90 for a two-bedroom unit. Some of the buildings need renovation. The corporation will seek both federal and private grants and loans to accomplish this and supplement rental income.

When the buildings are to be demolished, the corporation will stand the cost — about \$135,000. At that point the corporation intends to have a long-range housing program operable.

That plan includes a shuttle bus service from outlying student housing enclaves which could reduce significantly the growing problem of traffic congestion around the PSU campus.

Some of the questions raised by Higher Education Board members include, who will stand the cost of renovation, who will be responsible if the program fails, the sticky problem of student control and does the plan mean that PSU will, after all, be in the housing business?

The latter is a condition which the board traditionally has resisted. And President Wolfe wants no part of PSU operated student housing either.

College students have collectively suffered a shellacking for the often ill-advised acts of an irrational minority on campus.

PSU's Student Housing Council plan has been carefully scrutinized by the university administration and other agencies and found to be without major flaws. It does, of course, have the innate hazards of any experiment.

Approval by the State Board of Higher Education and support as promised from President Wolfe and PDC would do more than help solve a critical student housing problem.

It would be an important demonstration by "the establishment" that responsible and constructive student leadership shall not go unnoticed.

Housing stalemate

Portland State University students apparently will have to scramble for housing despite the availability for a two-year period of 10 buildings in the PSU urban renewal area.

The plan to permit a student non-profit corporation to operate the vacant buildings until they are demolished to make room for University structures has run into probably insurmountable obstacles. The State Emergency Board of the Legislature last week rejected a request for \$205,373 from the State System of Higher Education which would have covered costs of making the buildings livable and provided a fund for eventual demolition of the structures.

Most of the money might not have been spent: the student housing operation was expected to be self-supporting. It might even have built up a surplus with which the corporation could have obtained other housing after the urban renewal buildings had to be vacated. PSU President Gregory Wolfe calls the money he had hoped to obtain from the Emergency Board a contingency fund to be used only if needed.

The Portland Development Commission, which acquired the buildings in the urban-renewal project adopted to provide land for expansion of the university, has been approached about making the buildings available despite the Emergency Board's rejection. But Chairman Ira Keller points out that the Development Commission has no direct responsibility for operation of the proposed housing program under the proposal approved in principle by the San Francisco regional office of the Department of Housing and Urban Development. He sees no likelihood of any change from HUD policies.

The PSU plan would have provided much needed housing and at the same time engaged students in a constructive effort. It would have mitigated an embarrassing situation caused by the Legislature's failure to appropriate sufficient money for expansion of PSU after the Development Commission had acquired and vacated the buildings.

However the Emergency Board's action is understandable. It held that providing housing for Portland State students would be a major policy change which only the entire Legislature should make. The long-standing policy is to not provide housing for students at Portland's downtown university, although on other campuses in the state dormitories are maintained. This policy may need revision in view of PSU's development on lines other than first envisioned. But the whole Legislature, not just the Emergency Board, should make the decision.

Student Housing Draws Big Loan

FOREST GROVE (djc) — Congressman Wendell Wyatt, R-Ore., has announced the approval of a \$760,000 loan for development of adult student housing at Pacific University here.

The program calls for the establishment of a non-profit corporation called Adult Student Housing at Pacific University (ASH) to promote, build and manage housing facilities for students and faculty of the school.

The first construction under the ASH program was started last month by Lawson Construction Co. DeKanter and Holgate, Portland architectural firm, is handling design of the first units which will house 50 male and 30 female students as well as 70 student families.

PU Pioneers Student Housing Plan

by WILLIAM SANDERSON
Staff Writer, The Oregonian

FOREST GROVE (Special)
— A new, nonprofit corporation, Adult Student Housing, Inc., has developed one answer to one of higher education's most difficult problems—student housing.

Forty new apartment-type housing units will be ready for Pacific University's adult students by Sept. 15. Another 60 units will be completed by Nov. 15.

Construction will be financed by a \$760,000 loan from the U.S. Department of Housing and Urban Development. The low-cost (3 per cent) loan covers a 40-year amortization period.

The Adult Student Housing (ASH) program is the first of its kind in the nation. ASH is an agent for, but not a part of, the university administration.

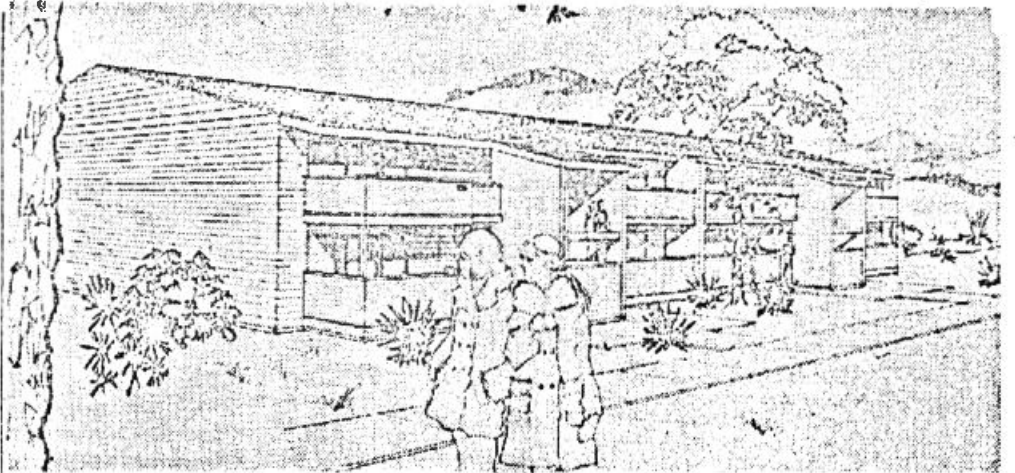
Title Transfers

It will promote, building, ultimately acquire and manage housing facilities for students and faculty. Title to the properties, when loans are paid off, will be turned over to the university.

Pacific anticipates more than 1,200 students in September. Several older on-campus dormitories have been remodeled in recent years and some new facilities have been built. Demolition of 60 old World War II "GI housing" units added to the school's housing shortage.

Too, Pacific's optometry school has added a sixth year. Many optometry students at that level are older, married adults with families.

Another unusual aspect of the ASH program is that the land and new structures will pay property taxes, unlike exempt land and facilities owned by the university.



100 NEW UNITS of adult student housing, now under construction for Pacific University, involve a unique financial arrangement between the U.S. Dept. of Housing

and Urban Development and Adult Housing, Inc., a non-profit management corporation. Cost will be \$760,000.

The nine new structures are being built on a three-acre tract north of the Pacific campus in an area recently annexed to Forest Grove. Each two-bedroom unit is a compact 560 square feet.

The design, by Portland architects De Kanter and Holgate, includes offstreet parking and playground facilities. An "adult student," by university definition, is any student eligible to live off campus.

Rental fees will be about 30

per cent below the private market in the community. A married couple with one or two small children will pay \$87.50 per month, the same rate as a single adult student.

Two students sharing an apartment will pay \$45 each per month and three students will pay \$40 each per month. Rates will include water and garbage. Units will be furnished with carpets, drapes, ranges and refrigerators. Laundry and storage facilities will be centralized in each building.

ASH was conceived by Philip A. McLennan, former assistant to the president at Pacific, who is now a private consultant and adviser in finance and development for the university.

Solution Partial

The concept, McLennan said, is not a total answer to student housing problems, but a unique partial solution. It takes a university administration off the hook by providing student housing while relieving the school of management headaches.

"The dynamics of the capabilities of private enterprise and self-help techniques are embodied in the ASH project," McLennan said.

"Successful implementation

can produce adult student housing at rates below prevailing levels. A nonprofit rental rate policy is designed to keep rates at nearly the level charged at the time of the student's entry and to retain that level so long as he remains in a degree program.

"Members of the board directors," he said, "are convinced that astute management will result in housing that is not only well below other private housing costs, but that such an approach may prove to be lower in cost than the traditional dormitory method administered in the usual way," McLennan said.

Students Have Voice

A student-user will be named to the board of directors, he said, providing "the essential element of student involvement in a constructive and positive manner."

Income from the project will come to about \$75,000 annually, McLennan said. Debt service will be about \$40,000.

HUD recently approved 79 direct loans to educational and medical teaching institutions totaling \$69.3 million. ASH is the only direct loan recipient which is a separate entity from the parent institution.

Approval Of PSU Student Housing Plan Brings Mixed Reactions From State Legislators

by HARRY BODINE

Staff Writer, The Oregonian

State Board of Higher Education's approval of a student housing plan at Portland State University drew a mixed reaction from state legislators Tuesday.

Those who responded unanimously on one point: the emergency decision of this im-

mediate action should have been decided by the Legislature when it was in session last

year. He viewed the board's action as a direct repudiation of the legislative veto of a similar plan presented to the State Emergency Board Aug. 22-23.

Emergency Board turned down a higher education

plan for \$205,373 to acquire and rehabilitate 10 buildings in an urban renewal area on the PSU campus and use them temporarily as dormitories for 750 students. After an initial two-year period, the buildings are scheduled to be leased as Portland State ex-

Plan Approved

State Board of Higher Education Monday agreed to spend up to \$50,000 to lease buildings as temporary dormitories. The sum is the maximum limit it can spend without gaining Emergency Board approval.

"There wasn't a whisper of anything during the session," Rep. David Hansell, R-Hermiston, co-chairman of the Joint Ways and Means Committee, commented.

"I'm surprised," he added, "that anyone with the intelligence of ex-Gov. Robert Ferguson (a new board member) would say that this has put Portland State into the student housing business." Hansell said that in the past he argued against a "line-item" approach to higher education's budget which takes one-fifth of the state's general fund.

The board's action Monday has caused a change in his thinking.

"If line iteming a budget is the only way we can be sure

of what they're going to do, we'll have to go to it," he said.

Fellow Ways and Means Committee and Emergency Board member Rep. L.B. Day, R-Salem, agreed.

"No more blank checks," he said. Day compared higher education's budget with the Defense Department's on the national level — "too long unchallenged."

State Senate President E.D. Potts, D-Grants Pass, took another view.

Potts, who is chairman of the Emergency Board, said he felt the group was not opposed

to the Portland State student housing plan "if some other financing could be arranged."

The Emergency Board's "no" vote Aug. 23 applied to the specific proposal offered at that time, not the concept, Potts felt.

The proposal adopted Monday appears to be substantially more favorable to the state, the Senate president added.

Chancellor of Higher Education Roy Lieuallen said Tuesday the education panel took the action it did "to make it unnecessary for the Emergency Board to go on record" on the subject.

He felt the Emergency Board members were favorably disposed toward the student-initiated housing plan as long as the Emergency Board was not put in a position of committing the Legislature to it.

State Sen. Lynn Newbry, R-Talent, co-chairman of the Joint Ways and Means Committee and Emergency Board member, stated flatly the Legislature should have had a chance to investigate and debate the matter while it was in session.

"This is a policy decision (to provide or not to provide

student housing at PSU) which rightfully belonged to the Legislature," Newbry said.

"I'm disappointed they took the action they did," he added.

Newbry also said if the Legislature doesn't agree to continue to provide student housing, "it will create a tremendous vacuum."

Sen. Berkeley Lent, D-Portland, a Ways and Means member not on the Emergency Board, commented that "at first blush it was the wrong thing (for higher education) to do."

"It looks like an end run on what they were turned down on," he noted.

But, Lent added, he had no objection to the initiative shown by the PSU students in seeking a solution to the housing problem.

"As long as the stuff doesn't come off the tax rolls, I applaud it heartily," he said.

Long-standing legislative policy, particularly as viewed by the Ways and Means Committee which passes on higher education budget making, is that PSU will not build and operate dormitories in the accustomed sense.

(continued)

PSU Dorm Plan Gets Board OK

Assist Provided
Apartment House
Use By Students.

MONMOUTH (Special) — The State Board of Higher Education plans to help provide low cost student housing for about 750 Portland State University students, despite an Aug. 22 veto of the plan by the State Emergency Board.

The student-initiated plan calls for up to a two-year occupancy of nine apartment buildings in the PSU area, which are vacated and scheduled for urban renewal demolition.

The education board earlier asked the emergency board for authority to finance the building takeover with \$205,000, but the emergency board turned down the request on grounds it is against legislative policy to provide any form of student housing at Portland State.

Lease Planned

The financing would have been returned to the board, from \$32 and up per month per student for rentals of the old apartments.

The board now plans to lease the buildings from the Portland Development Commission instead of buying them, reducing the higher education system investment in the project to \$50,000 or less. In that amount, the matter will not have to go before the emergency board for clearance.

Ex-Gov. Robert Holmes, who is now a member of the Board of Higher Education, said he was "shocked by the emergency board action," and the temporary housing plan does not violate the "no PSU dormitory" intent of the Legislature.

He said the housing plan is "a very imaginative" student proposal which should have board support.

Oregonian

9/23/69

Portland State To Get 9 Buildings For Housing

Portland Development Commission Monday agreed to turn over nine apartment buildings in the Portland State University Urban Renewal Area to a non-profit student-run corporation for use as interim student housing.

PDC authorized Chairman Ira Keller to sign the agreement turning over the buildings to the State System of Higher Education. It will become effective with the signature of Chancellor Roy Lieuallen.

The buildings include the Parkway, 1609 SW Park Ave.; the Blackstone, 1831 SW Park Ave.; the Mary Ann, 1824 SW 10th Ave.; the Stratford, 1609 SW 10th Ave.; the St. Helens, 1131 SW Montgomery St.; the King Albert, 1809 SW 11th Ave.; the Birmingham, 1824 SW 12th Ave.; and the Adeline, 1208 SW Montgomery St. The ninth building, the

Martha Washington, will not be vacated until Dec. 31.

The buildings were purchased by PDC as expansion property for Portland State. The university, however, will not be able to develop the property until at least 1971, so the apartments are being turned over to the student corporation for interim housing.

The agreement terminates June 15, 1971.

9/16/60
Logical housing plan

The State Board of Higher Education took the course of common sense in reviving the student-initiated temporary housing program at Portland State University.

In rejecting the board's request for \$205,000 to launch the program, the State Emergency Board gave its opinion that the entire Legislature would have to act on any change in legislative policy not to provide student housing on the Portland campus. The board's action indicates it believes this project does not represent a change in that policy. It proposes, with the cooperation of the Portland Development Commission, to put to use buildings that would otherwise be demolished two years before their sites are needed for new university buildings.

The logic of such an arrangement cannot be faulted. Moreover, it recognizes the student role both in devising this practical plan to ease the PSU housing shortage and in the projected management of the housing units; in short, recognition of a welcome show of student initiative and responsibility.

However, the issue does point up the change in the nature of PSU since the establishment of the housing policy years ago. This was to have been a "lunch-box" college whose students commuted from homes in the area. That concept just does not square with conditions and aspirations of many of PSU's 10,000 students. Thousands of them are from other parts of the state or from other states or foreign countries. Even some with homes in the Portland area want independent lodging as near the campus as possible.

The Legislature will have to consider a possible change in long-range student housing policy for PSU, although it certainly will not be feasible to have dormitories on the scale of those at Corvallis and Eugene. Land values in the vicinity of the campus would be prohibitive in cost; and, for that matter, the PSU downtown enclave will be quite big enough, under current plans, without the addition of dormitories.

Meanwhile, however, all parties concerned will gain if the vacant properties are put to constructive use (other than parking lots) in the next two years. It should be noted that, in a separate action, the board has leased an apartment house from the Portland Development Commission to house especially needy students.

These arrangements are temporary, pending state funding of the PSU campus building program. That fact must be remembered when the sites are needed for classroom buildings. Perhaps by that time the student-operated housing program will be capable of establish-

APPENDIX 5
POVERTY AREA HOUSING PROGRAMS

Model Cities

CITIZENS MODEL

Call it Home Wrecking or call it Urban Renewal, it's the Portland Development Commission's solution for the ills of the city and it's one of the many points of dispute between the P. D. C. and the Model Cities Citizens' Planning Board.

The Citizen's Planning Board met Jan. 15 to approve its reply to the Development Commission's objections to the "Model Cities Report". All city agencies involved except the School board and P. D. C. have approved the report which, if okayed by the City government, would qualify Portland for millions of dollars Of Federal anti-poverty money. Along with the racist tendencies in the School Board, the P.D.C. follows the old "welfare approach" of doing what they think best for the citizens of an area, which somehow means tearing down all their houses and building high-rise apartments that none of them can afford.

The Citizen's Planning Board intends to prevent this in North Portland with "a new concept of the whole operation of a given area." This means the people would control what was torn down or built in their own neighborhoods with federal and local Model Cities money.

It was pointed out in the meeting that the Citizen's Planning Board wouldn't control the day to day operations of the various projects the Model Cities program would initiate. Their function would be to advise on and approve plans of legal city agencies.

simply needed to insure that board members are informed in advance of all relevant actions taken by the executives.

The city is financing the C. P. B. operations for two more weeks while various hassles over their three volume report are settled or postponed. Then, according to a federal office in San Francisco, a general approval by the city would mean the report qualified the city for "Model Cities" status.

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THE OREGONIAN, WEDNESDAY, JULY 16, 1969

Model City Plan Gets Approval

An ordinance which will authorize execution of a \$1,262,987 Model Cities contract between the City of Portland and the U.S. Department of Housing and Urban Development was given informal approval Tuesday by the City Council. The ordinance is scheduled for formal action by the council Thursday, July 17.

Passage of the ordinance will enact the mechanics to bring to Portland supplemental funding earlier approved by HUD.

The \$1,262,987 toward implementation of the first-year action program is the initial part of a \$3,745,000 supplemental reservation for 1969-70.

The approved programs include program administration and 13 other projects or activities. Yet to be funded are 16 projects or activities using the balance of the \$2,482,013. Initial project to be activated is the health development proposal.

The total proposed Model Cities budget for the first of five years is \$5,960,419, of which \$4,207,832 is marked to come from HUD and the departments of Health, Education and Welfare, Justice, Agriculture, and Transportation.

The program includes an estimated administrative costs of \$489,000, of which 20 per cent, \$97,920, is the local share.

Mayor Terry D. Schrunk noted that all this money need not be raised by the city. He said county, school district, state and other contributions may be used along with city money.

Additional Funds Needed

Schrunk also emphasized that the \$1,262,987 grant won't make all projects and activities operative. He said many will need additional funding.

The ordinance, which would officially give council approval to the first-year action program, authorizes the mayor and the city auditor to sign the contract with HUD on behalf of the city.

It also provides that \$53,260 advance by the city to the Model Cities program prior to June 30 will be returned to the general fund from money received.

After the contract is executed, the federal government will forward a letter of credit, on which grant money can be drawn, to the city.

(continued)

PDC Demanding Changes In Model City Proposal

Portland's massive and controversial Model City proposal got its second major setback Monday as the city's urban renewal agency said that, while it favors the general idea of the program, it cannot approve it even in principle without "substantial changes."

The five-member Portland Development Commission headed by Ira Keller was unanimous on this, in a 74-page response delivered at a special City Council session. Proposed changes in the portions involving the PDC were included in the report.

Portland School Board also recently rejected — in more severe language — segments of the Model City program in which it would be a participating agency.

MONDAY'S meeting also included a response on the public housing section of the Model City proposal, and Chairman Fred Rosenbaum of the Housing Authority of Portland expressed cautious "general agreement" with the program.

However, Rosenbaum said the proposal that HAP provide 2,000 scattered units of public housing in the Model City area within the next five years "seems high according to our present understanding of the need." He added that more than a fifth of existing public housing units in Portland are located in the Model City area.

The Portland Development Commission report, awaited for several weeks by the Model City Planning Board, dealt primarily with proposals on housing, physical planning and environment. It was prefaced by a letter, signed by all members of the development commission, stating agreement that the program should not be approved without major alteration.

"APPROVAL in principle of this proposal," the letter to the City Council stated, "would establish a structure which, in our opinion, contravenes the intention of the Congress and the federal agencies and may, in fact, be illegal."

The letter said the PDC believes the Model City proposal drafted by the Portland State College Urban Studies Center commits the City Council to "an indeterminate financial support in the future, sets up conflicting and costly duplicating agencies outside the administrative and legal control of the mayor and council, looks to a staffing concept which is not only impractical but also impossible of achievement, establishes goals and objectives which are not realistic as to time and scope, impinges on the statutory authority of existing governmental bodies, and does not recognize or relate to the over-all control agencies presently in existence."

IN STATING the Portland Development Commission's willingness to discuss the matters further and to assist in seeking a "workable and realistic" Model City program for Portland, the letter said that the commissioners and PDC staff members do not feel that the proposals "reflect the intent of the majority of the hard-working members of the various committees or of their over-all chairman, Mr. E.J. Baskett."

The Portland Development Commission report said that the City Council is the appropriate administrative and policy-making body for a Model City program — not the Model City Citizens' Planning Board, as proposed in the 1,000-page Model City presentation.

"This does not appear to be consistent with the law (the Demonstration Cities and Metropolitan Development Act of 1966) or regulations, and would result in substituting decision-making by the Citizens' Planning Board on governmental matters which are and should be the responsibility of the City Council," the Development Commission report stated.

THE PDC pointed out that the proposed program calls for an administrative staff of about 80 with an administrative budget of \$558,526 for the first year.

Model Cities-of, by, for people?

January 24, 1969

By JAMES R. DAVIS
Staff Writer

Editor's note: PSC's Urban Studies Center has been under city-wide criticism for its handling of the Model Cities Program report. Vanguard staffer Jim Davis explains what the MCP is and examines the basis for criticism.

The ultimate goal of the Model Cities Program is to improve conditions in blighted areas, so that they will become attractive enough that families living in the Model Cities area will elect to stay, rather than move to the suburbs.

When Congress funded Model Cities Program planning, many felt this was the capstone of the most socially conscious Congress in American history. The MCP was a seemingly perfect piece of social legislation. It was all things to all men.

To the bigot in suburbia, the MCP was an insurance policy to protect the whiteness of his community. To the black separatist, it seemed to give federal sanction to his private views. To the unemployed, it was a promise of jobs. To Mrs. Johnson's beautification brigade, it meant tree-lined streets and gracious boulevards. To those living in substandard housing, the MCP would put an end to the sound of falling plaster that punctuated their drab existence. On paper, the MCP was seen to be the socio-economic emancipation proclamation for the American ghetto dweller.

In order to participate in the MCP, Portland, as well as any other city, had to make application to the federal government. Upon approval, funds would be granted for the city to study its own particular needs. This study, according to federal guide lines, had to be in three parts.

1) Citizens living in the geographic location selected to be a model city site were to list those problems that existed for them in their neighborhood.

2) A five-year program was

to be formulated so that each year's results would show how much had been accomplished toward the ultimate five-year goal of eradicating the neighborhood's problems.

3) Local agencies, for example the school board, welfare, and police, were to act in concert with duly elected community leaders in an attempt to cancel out the problems. In short, these agencies

Population

ate was numbered at approximately 38,000. Of this total, approximately 21,000 were white and 17,000 black. From the time of their election, the board looked toward the black community feeling that the problems found there were the most grievous and should be dealt with first.

For the first time, citizens to be affected by a federal so-

view of police, and substandard housing.

As the year piddled out, news media began to carry different stories on Model Cities, stories that stated the dissatisfaction of persons who were working in the MCP.

Joseph Perkins, until his resignation in early December, served as a public safety planner.

"I resigned," he said, "because city hall would dictate Model Cities policy. The final report was 'rewritten by strangers,' people unknown to the Model Cities staff. I went to see Kenneth Gervais (interim director of Model Cities, and assistant director of PSC's Urban Studies Center), and told him I was not impressed with the report. He very violently said that the report was not meant to impress me," Perkins said.

Perkins summed up his views by stating that the final 28 proposals were re-written in words City Hall "would buy" and were

not written as the citizens originally had stated them. He ended his statement by saying the citizens "are getting another snow job."

Statements made recently by Gervais contradicted statements made by Perkins. Gervais did admit that the language was cleaned up but said that consultants were used only in part two of the report, the five-year forecast, on which staff also worked.

Gervais went on to say that in some areas "proposals were combined." Only in the area of public safety did expansion take place.

The final Model Cities proposal has been submitted. It is a certainty that not all persons involved will get what they thought they would from it. What started out as a symbol of hope a year ago is now labeled a snow job at year's end.

From evidence now at hand, it seemed that no one saw the "Catch-22" in the Model Cities Program. That catch goes something like this: citizens affected adversely by the existing institutions and agencies are told to list their grievances. Those agencies and institutions will then lend their expertise to help eradicate the problems. So the citizens say, for example, that the existing schools in their community are racist. The school board in this case would be the agency concerned. What agency is going to admit they are racist?

City hall has maintained that unless all agencies participate in Model Cities, there most likely will not be a Model Cities Program in Portland. Of the tons of verbiage exhausted on Model Cities by media and learned persons, a simple army phrase seems to sum it up best - snow job.

Residents Complain Surveys Get In Way Of Action

A survey by the Portland Metropolitan Steering Committee on the causes of poverty turned up little Tuesday night that sociologists and antipoverty workers have not known for years.

And about a dozen residents of poverty areas complained at a committee meeting that it was spending too much time making surveys and not enough curing poverty.

The survey, which took about four weeks and drew

responses from several thousand poor persons, showed generally that poverty is caused by lack of education and jobs, family and personal problems and inadequate low cost housing.

The committee was required to make the study by the federal Office of Economic Opportunity but several residents told the committee that it should have refused.

The Rev. Paul E. Waldschmidt, committee chairman, replied that the committee had bucked the federal antipoverty office for three years to no avail since OEO held the pursestrings.

One woman was roundly applauded by the nearly two-

score residents at the meeting in Benson High School when she said:

"You could set the city of Portland on fire by burning these surveys on Broadway. No more surveys, no more meetings. We want some action and we want it now."

In the survey, residents of the Albina, Richmond, Sunnyside, Brooklyn and Buckman areas were asked their opinions of the causes of poverty.

Specifically they, said that inadequate or irrelevant education and biased attitudes of teachers contributed to poor training for school children in poverty areas.

Such family problems as instability, broken homes and inadequate communication between parents and children promoted poverty, they said.

The residents also said they had poor relationships with police, were discriminated against and were cared about by few.

Other factors cited were inadequate transportation to jobs, few vocational training opportunities and inadequate health services.

The survey must be included in a report sent to OEO on Friday. Then the committee will draw up specific programs to send to the federal agency by Nov. 1.

Several residents complained that the antipoverty programs already in force were little felt in the neighborhoods where they were needed.

And others urged the committee to foster political power for poverty areas so the local residents could control their own business, their own police force and their own schools.

Committee staff members agreed that the survey shed new light on poverty causes.

OEO Officials' Attitudes Criticized By Area Aide

PACT
An Office of Economic Opportunity aide charged that OEO workers "look down their noses" at people they're trying to help and give them only what they (the OEO workers) want to give them.

"You people really have to get involved or you're going to be in the same boat you've always been in and you'll deserve it," said Michele Lynn, an aide in the Richmond-Sunnyside area.

Her comments came at a public meeting of Portland Action Committees Together (PACT) Thursday night in St. Philip Neri's Carver Hall.

Citizens Offer Views

The meeting was called to hear citizen suggestions on the causes of poverty and measures to fight it. The suggestions are to be considered for OEO Community Action Committee programming for 1970.

An estimated 150 persons attended, divided into groups of six. A spokesman for each

group then voiced a summary of the group discussion.

Most of those attending were from the Sunnyside, Buckman, Brooklyn and Richmond areas.

Problems aired ranged from lack of employment and education to discrimination because of age, color and physical handicap.

Strong applause came when Mike Zaharakis, 22, who identified himself as temporary chairman of the Oregon Conservative Party, laid blame on "the uncommunicative government of the City of Portland."

He said the present form of city government should be replaced by the legislative assembly form and a cabinet.

Zaharakis, who was neatly dressed, said he was 22, married, a taxpayer and "we're going to take the government back to the people."

It was a young man at the back of the room who started the questioning of the effectiveness of OEO community programs. He identified himself as an OEO worker who had worked in Portland and The Dalles.

"I just keep seeing the same faces," he said. "I wonder if OEO stopped tomorrow, how many programs would be carried on by the people."

Jim Chambers, the Richmond area chairman, also complained about the lassitude of people in getting out to help.

An older woman said part of the problem would be solved if young hippies would go out and get work.

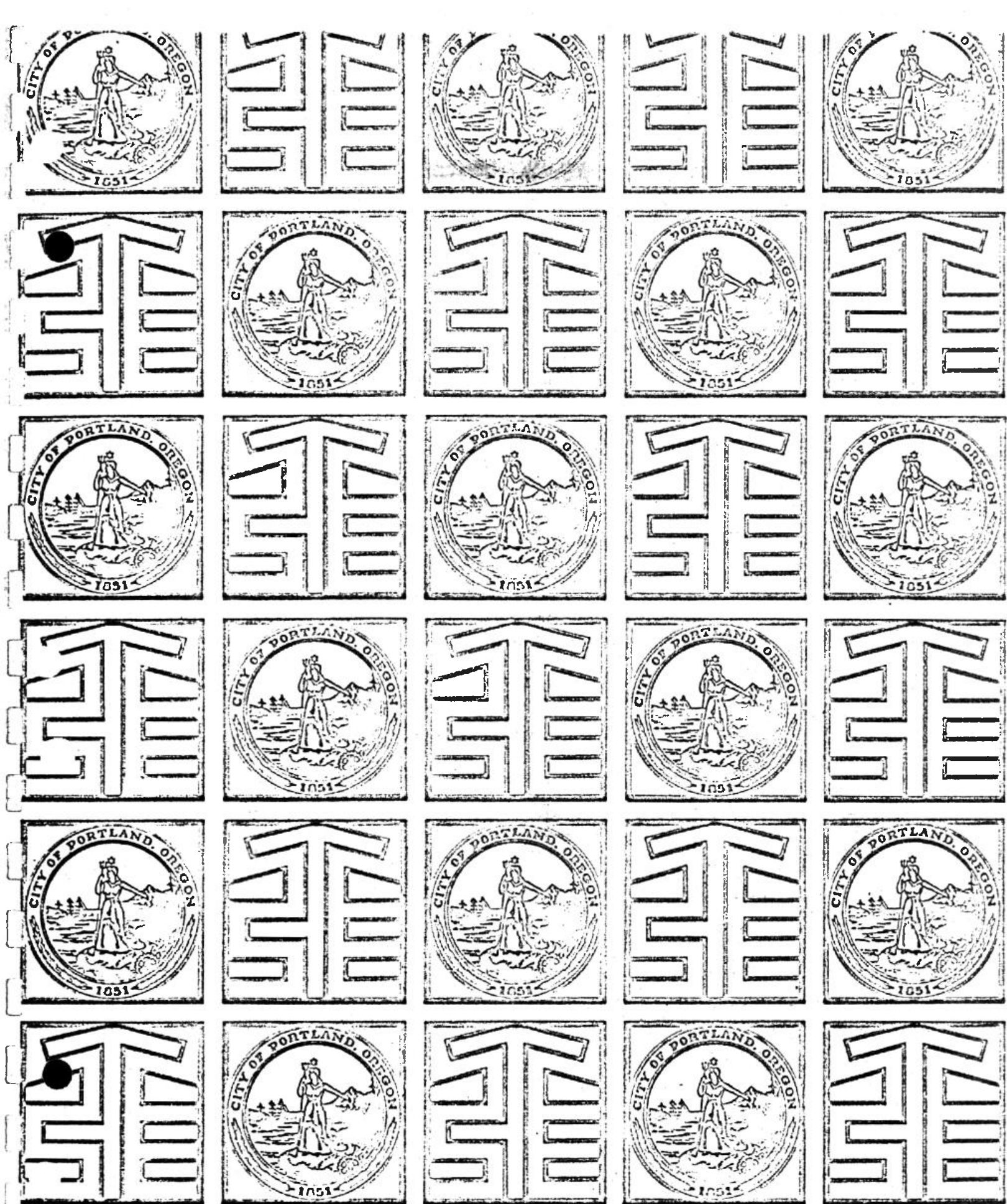
Plans Drawn By Coalition

A press conference to announce future direction of the Activists Coalition will be held Sept. 3 at 10 a.m. in Room 229, Smith Memorial Center, Portland State University.

Activists Coalition has been working on two projects this summer, according to Andrew Haynes, spokesman. These are to remove Alvin Batiste as director of the Portland Model Cities Program and to initiate a Rapid Reform Program at Portland State University.

Haynes announced both programs failed because of a lack of community support.

The Coalition wanted Batiste removed from his position, charging incompetency. The reform program at PSU would have entailed school closure as a confrontation tactic to achieve the reforms the Coalition feels are needed at



1968 PROGRESS REPORT_S
CITY OF PORTLAND SOUTHEAST UPLIFT PROGRAM

SOUTHEAST UPLIFT PROGRAM

PROGRESS REPORT

- 1968 -

BEGINNING OF SOUTHEAST UPLIFT PROGRAM

At a public hearing held by the Portland City Council in February, 1968, the citizens of Southeast Portland presented convincing arguments which emphasized their problems along with their desire and need for assistance in planning a program "to better the Southeast Portland community by working toward the solution of its social and physical problems."

Their hope of being included in Model Cities was negated by the 10% population participation limitation imposed by the federal government; but, since the efforts of their organization helped to expose many problem areas which required both immediate, as well as long range solutions, and at the same time indicated a positive and cooperative attitude of the residents, the City was eager to offer such assistance as it could without the aid of a federal project.

It was at this time that the Southeast Uplift Program was proposed by Commissioner Francis J. Ivancie, and in May a thirteen member governing Committee was appointed by Mayor Terry Schrunk. The Southeast Uplift Program Committee is composed of eight members at large and five members who represent five organizations in Southeast Portland which had brought their requests to the public hearing.

These members are:

Members Appointed by the Mayor

Dent Thomas
Rev. Francis X. Diskin, C.S.P.
Thomas L. Bentley
Fred A. Bollen
Richard Priestley
Mrs. Burton Lundahl
Mrs. Bettie Mayer
Jack V. Bronleewe

Alternates

Mrs. Frank Kendig
John Verdieck

Delegates

Mrs. Barbara Evens
(Sunnyside Community Improvement Committee)

Mrs. Florence Murray
(Brooklyn Action Corps)

Alternates

Mrs. Shirley St. Clair
Mrs. Helen Faulkner

Mrs. William B. Cate Mrs. Peter Koehler
(East-CAP Housing & Planning Commission)

Mrs. Sara Colby Mr. George Garrett
(Richmond Community Action Committee)

Mrs. Jeanne Searls
(Buckman Community Action Committee)

From this Committee Mr. Dent Thomas, former president of the Sellwood-Moreland Improvement League, was designated Temporary Chairman by Mayor Schrunk.

A major decision made at the outset by this Committee was that it would attempt to serve the entire Southeast area, bounded by the Willamette River on the west, the Banfield Freeway on the north, and the city limits on the east and south. This area contains approximately 153,875 people, 40% of the total population of Portland.

ADOPTION OF BY-LAWS

Since May the Committee has held meetings on the second and fourth Monday of each month, and the first several of those meetings were devoted to preparation and adoption of a constitution and by-laws (see copy attached).

CITY OF PORTLAND ASSISTANCE

The City of Portland initiated its assistance by naming the Portland Development Commission as the agency responsible for administration of the Southeast Uplift Program. Following a survey, by a sub-committee of the Committee, of several possible locations the Development Commission obtained a two year lease on office space at 4316 S.E. Hawthorne Blvd. The Development Commission also arranged for installation of telephones and purchased office furniture and equipment adequate for a small office staff. The Portland City Planning Commission and the Portland Development Commission were asked to share the responsibility of providing staff for the Program. All other administrative costs have been the responsibility of the Portland Development Commission.

Following an open house on Saturday, September 7, with good coverage by both newspaper and television, the office at 4316 S.E. Hawthorne Blvd. opened for business on Monday, September 9 with a staff as follows: The Development Commission providing full time Office Manager and Secretary (H. W. Lawwill and Catherine Hughes respectively) and the City Planning Commission providing planning personnel (Dale D. Cannady, Assistant Planning Director, part time and Robert J. Lindh, City Planner, full time).

The staff members provided by the Portland City Planning Commission serve the Committee and are working toward plans which are acceptable to the area's residents and are compatible with an overall, long range plan for the optimum development of Southeast Portland and the entire city. Additional planning personnel in the City Planning Commission's staff are being utilized when available.

The Portland Development Commission is responsible for administration of the Southeast Uplift Program. In this capacity the Development Commission is the City agency designated for disbursement of all funds relative to its administrative costs. This includes both City funds and, as eligibilities are obtained, City and Federal funds designated for projects eligible for federal assistance. It also is its responsibility to provide sufficient office staff for carrying out the activities of the program, to provide office space for the staff and meeting room space for the Committee. The Portland Development Commission is also actively participating in the program in a liaison capacity between the local program and federal agencies in an effort to obtain approval for federal assistance.

COMMITTEE CONCERNS

Since the first meetings held for the organization of the Southeast Uplift Program Committee the Committee's meetings have been concerned with informing Committee members with respect to the area's problems and possible ways of coping with these problems. This has been accomplished through a series of orientation meetings in which invited qualified speakers with knowledgeable backgrounds have met with the Committee to review and discuss a variety of subjects and problems of concern to Southeast area residents. Orientation meetings of this type have included: Leasing Coordinator, Housing Authority of Portland; Regional Counsel, Small Business Administration; Executive Director, Portland Development Commission; Planning Director, Portland City Planning Commission; Assistant Manager, Unemployment Insurance Claims, State Department of Employment; Principal, Washington High School, and counselling staff; Director, State Apprenticeship Program, State Bureau of Labor; Manager, Portland Employment Service, State Department of Labor; Chief Underwriter, Federal Housing Administration; Director, Concentrated Employment Program, Metropolitan Steering Committee-EOA, Inc.; Executive Director, East-CAP; Director, City of Portland Bureau of Buildings; Chief Building Inspector, City of Portland Bureau of Buildings; Chief, Housing Inspection Division, City of Portland Bureau of Buildings.

After serious discussion and deliberation the Committee has determined that Southeast Portland has many problems to solve and is now seeking and considering ideas which will lead to their solution. Of these

problems, the Committee, through extensive review and discussion of orientation material, has determined that improvements in housing, education, and employment are of prime importance and is emphasizing action in these areas. Other areas proposed for improvement are street repair, traffic patterns, parks and playgrounds, and transportation. In addition, the Committee reviews requests for zoning changes pertinent to the Southeast community and submits its recommendations to City Council through the Portland City Planning Commission.

PUBLIC SERVICES

In the four months that the Southeast Uplift Program office has been open, considerable progress has been made in several categories of endeavor. These activities include the following: Staff members have, after careful investigation, answered many questions from the area's residents relative to programs and policies of existing local, state and federal agencies; property tax apportionment; street maintenance; installation of street lighting; parking zones; weed abatement; County welfare; Concentrated Employment Program; City housing inspection program; school gymnasium facilities used for the City Park Bureau's recreation program; and rental program for low income families administered by Housing Authority of Portland.

The staff has arranged many meetings with local agencies to discuss common problems, compare agency policies and those of the Committee, and determine the best possible means of approaching problems on a cooperative and coordinated basis. The office has also been working toward solution of the problems involved with the local school facilities and programs, the flooding problems in the Johnson Creek area, along with efforts toward developing possible ways in which assistance may be given to helping St. Francis School with development of a public playground, John R. Leach Y.M.C.A. with adding to their physical facilities, and Portland State College in a program to purchase and rehabilitate Southeast property for rental to students, etc.

The staff has also been effective in cooperating with local agencies to gain employment of several persons who have requested help from the Uplift Office.

The Southeast Uplift Program, in a cooperative relationship with the City's Bureau of Buildings - Housing Inspections Division, receives copies of conformance letters directed to owners of property where deficiencies are discovered through the city-wide Housing Code Enforcement Program now underway in the Richmond district, contacts these property owners with an offer of possible assistance, where needed, to help arrange the best possible system of financing repairs.

COMPREHENSIVE PLANNING

The Southeast Uplift Program Committee is working with the staff provided by the Portland City Planning Commission and the Portland Development Commission to develop a comprehensive program for improvement of housing facilities, schools, parks, transportation, street improvements, land use and zoning patterns, area beautification, street tree planting, and general cleanup. The Committee contemplates the development of plans and programs which can be used to establish one or more federally assisted Neighborhood Development Programs (NDP) in the Southeast area.

SCHOOL IMPROVEMENTS

The Committee and staff are also working with the local schools and the School Board in a cooperative effort toward planning for improvement of school facilities, land acquisition, and vocational training facilities. Both the Southeast Uplift Committee and individual members of the Committee have met several times with officials of Portland School District #1 and with officials of Washington High School and its feeder grade schools, in an effort to isolate problems at the school and to recommend programs for improvement of the physical facilities as well as curricular changes which would provide for more extensive counselling to students and a more effective vocational training program. Subsequent to these meetings Washington High School officials have established a fifteen member committee, with three members from each of its five feeder school communities, to help them with a study and recommendations to carry out these objectives.

COMMUNITY ORGANIZATION

In addition to setting Southeast Uplift policy the Southeast Uplift Committee has assigned geographic areas of responsibility to sub-committees, and the members have been working with organizations and residents in these areas. Their efforts have been directed toward an exchange of information and ideas, which will be helpful in establishing programs for correction of community problems, between the area's residents and the Committee.

The Committee members are encouraging and stimulating citizen participation and offering their services toward organization of the residents of their areas.

Since community organization is a vital link between the Southeast Uplift Program Committee and the residents of the community whose participation is so necessary to execution of any successful program, much effort has been directed toward activities which will help to create these organizations and to stimulate interest of members of existing

organizations toward the concept of community improvement. The Southeast Uplift Program Committee members have spent much of their time with this type of activity, and the Portland Development Commission has added the position of Specialist - Community Relations (filled by Mrs. Eleanor Hogan) in an effort to supplement their activities. Mrs. Hogan works in all areas of Southeast Portland, and she has been instrumental in establishing a new citizens organization in the Lents district.

The Southeast Uplift Program Committee and staff have published a brochure (see copy attached), which will be a tool useful to both the Committee members and the staff in presentations to individuals and representative groups or organizations within the area.

THE COMING YEAR

The Southeast Uplift Program Committee and staff look forward to increased cooperative efforts with community organizations, public agencies, and private persons and firms during the coming year, with the goal of improving housing facilities and education and employment opportunities in the Southeast area of the city. In the field of employment emphasis will be placed on liaison with existing agencies and organizations such as the State Department of Employment and the Office of Economic Opportunity which are directly concerned with employment matters.

Private Housing Aid Program Advanced

Journal 11/21/68

BEAVERTON — Community Action Program officials have suggested that churches, service clubs and other organizations form a private rent supplement program for families of migrant workers and former migrant workers.

Orville Nilsen, chairman of the CAP housing committee,

said the need is "to get lots of people involved . . . people with enthusiasm."

FROM \$6,000 to \$10,000 will be needed for the project, according to Hugh Rosenberg, executive director of CAP. The final amount, he said, would depend on how many families required assistance.

Under the plan put forth, Mexican and Anglo-American families would receive the additional money they need to live in houses that rent for about \$100 monthly.

VISTA workers contend that 30 families are known to need adequate housing.

Rosenberg said perhaps landlords of vacant houses might

be willing to provide free lodging in the homes for a couple of months, in exchange for repair work on the buildings.

Nilsen indicated a survey will be undertaken of housing problems of the poor in Washington County, with the information to be handed over to the board of commissioners. The board will then decide whether to create a public housing authority or form some other low cost housing program through a government agency.

MEXICAN-AMERICAN spokesmen have pressed for a public housing authority to solve long-range problems in recent appearances before the commissioners, including a courthouse rally in October. Thus far, board members have declined to take action through any channel except CAP, the agency the board says it feels is the rightful and logical organization to solve the housing problems of the poor in Washington County.

Board members have repeated the stand that they cannot consider formation of a public housing authority until they have completed investigation of the full extent of the problem.

The commission says no funds are available in the 1968-69 county budget to aid the housing situation.

CAP Seeks Study Of Housing Needs

HILLSBORO — The Washington County Community Action Board says it is asking for a survey to determine the long-range housing needs of low income residents in the county.

The action represents a reversal of a stand taken a month ago when the CAP board was divided over the question of whether to forego the survey and ask the county Board of Commissioners to establish a housing authority.

However, Mrs. Louise Rice of North Plains, the board chairman, said there is now "complete agreement" that a survey should be taken before any recommendations are issued to the commissioners.

Mrs. Rice said the survey will be conducted to meet federal requirements for indicating housing needs of low income people.

An expenditure limit of \$10,000 was placed on the survey, which will take an estimated six months to complete.

Orville Nilsen of Beaverton, chairman of CAP's housing committee, said the survey will begin in early 1969. He said workers to conduct the survey will be recruited and then guided by a Portland State College student intern from the department of urban studies.

Nilsen said the aim of the survey is "to provide the Board with facts enabling them to decide whether to go into a public housing authority or some other program."

Rural Areas Have Poverty Spots

Solutions Sought For Poor Housing

(This is the third of four articles concerning the housing needs of low income families in Washington County.)

By JIM KADERA

Staff Writer, The Oregonian

One of the strongest arguments for government action on housing in Washington County will be laid before the board of commissioners about March 1.

The county public health department will report the results of an environmental survey taken from an exterior look at about one-third of the 46,000 residential units in the county.

About 88 per cent of the residences are classified "good" and needing little or no repair, according to a preliminary report by Dr. James Stewart, county health officer.

Approximately 10 per cent are "fair," beginning to deteriorate and requiring substantial repairs. That leaves 1½ to 2 per cent as "poor," so dilapidated they should be razed, Dr. Stewart said.

Rural Areas Worst

Most of the inadequate housing is in the less affluent and rural western section of the county, Dr. Stewart said.

"This county has a relatively high income, and our percentage of 'good' housing is above average. But we have some poverty spots in more rural areas.

"The Glenwood Consolidated Camp area is real bad. We have problems, too, at North Plains, Pumpkin Ridge, Manning, Gaston, Buxton, Timber and other spots," he explains.

The per cent of "poor" units stands for about 700 to 1,000



residences, and indicates that Mexican-Americans are not alone with housing problems.

Stewart said he will talk with the commissioners about establishing a health and safety code to insure that homes are free of "gross structural defects", have safe water and sewage service, and are weather proof. Homes would be inspected, and if dilapidated beyond repair, condemned.

"Most homes would pass this code because most of us expect refinements beyond what is good health," Stewart stressed.

"We are concerned during the bad weather because so many people live in poorly heated, dilapidated houses," added Jerry Hurley, county welfare administrator.

From a third to a half of the 2,000 county residents on welfare live in sub-standard housing, Hurley said.

Most welfare recipients would qualify for units rented by a public housing authority, he says. "I know some people are opposed to a housing authority, but it is part of the answer."

However, County Administrator Richard Milbrodt is not so certain. "I'm not satisfied that a housing authority is the answer," Milbrodt said. "The federal government attaches

conditions that affect people other than just those with low income."

Referring to a housing code, he said "our county is not yet ready to accept those other requirements."

In other words, Milbrodt believes many residents don't want government ordering them to improve their homes.

Milbrodt is excited about the lease rental program initiated by the City of Salem last year without a housing authority.

Salem leased 240 one-to-five bedroom units from private owners to rent to low income families and elderly, as low as \$70 monthly for three bedrooms.

Continued From
"Solutions Sought
For Poor Housing"

Oregonian, Tues,
Jan 28, 1967

The occupants pay 25 per cent of their income in rent, with the remainder due landlords paid as a subsidy by the U.S. Housing Assistance Administration.

"If we go that way we don't need a housing authority or public land to build on. Private capital comes in and the development stays on tax rolls," Milbrodt said.

Leasing private housing avoids the argument against public-owned units — that they fail to pay their share of property taxes.

Community Response Needed

Housing discrimination is more an economic than a racial character, he continued. "The community has established economic values, and I don't see anyone wanting to weaken the zoning ordinance or water down the building code," he said.

Eldon Hout, county board chairman, said "we need response of the community on the role of county government to solve these things. A silent majority has not been heard from."

The silent majority will get its chance at public hearings on public housing later this year.

Many poor people tucked up in the hills are not pushing for better homes, Hout observed.

"These people are de-politicized. They make no demands of government, but they cause problems for others. It's a tragedy when they condemn their children to that existence," Hout asserted.

Mexican-Americans have "more motivation," and their housing problems can be solved more quickly, he added.

Commissioner William Masters was designated by the board to study the housing problem. Masters is focusing on leased rentals or mobile homes as possible solutions.

A well-designed mobile home park could be attractive and reasonably inexpensive under a government program, he says. A county in Florida took that route for low income people.

Housing Topic At West Slope

WEST SLOPE — Low-cost housing will be the subject of the March meeting of the Washington County area committee of the Tri-County Community Council.

Persons working on various phases of low-cost housing will be invited to attend and tell about their work, both in long-range planning and emergency housing. Jerry Anderson of the Community Action Program (CAP) will coordinate the program.

VISTAs Join OEO Authority

OREGON CITY (Special) — Two workers for VISTA (Volunteers In Service to America) have joined the Clackamas County Economic Opportunity Authority, Inc., here.

They are Tom Abbott, who will work with teenagers on recreation, schooling, jobs and general youth problems, and Carl Malmgren, who will explore housing problems faced by persons of low income.

Council to study low-cost housing

Low-cost housing will be subject of March meeting of Washington County area committee of Tri-County Community Council, it was decided at Wednesday meeting of the committee at Kelly's Restaurant in West Slope.

Persons working on various phases of low-cost housing will be invited to attend and tell about their work, both in long-range planning and emergency housing. Jerry Anderson of CAP will coordinate the program.

Representatives from Washington County Welfare Dept. reported on need for a group home for boys, ages seven to 13. They stated one for teenage girls has been established and is working out successfully.

Karen McKinney spoke on Council on Aging. She stated a meeting is scheduled in March with interested persons invited

to attend, including representatives from Gaston, North Plains, Sherwood and Timber areas, in regard to setting up other senior citizen centers.

Walt Shaw said he has been contacted by Grace Saxton, who has been working to provide an outlet where handicapped and elderly could sell their handicrafts. She said she has received approval of Office of Vocational Rehabilitation for a six-month trial program. Mrs. Saxton may be contacted at 284-6943.

Jerry Anderson reported on a new program being discussed, called the 4-C, Community Coordinated Child Care. Purpose would be to facilitate existing programs for disadvantaged children by organizing them under one over-all heading. It would include Head Start Programs and day care centers. Meeting to discuss the subject will be held Monday at the Child Care Center in Forest Grove.

County calls Aloha hearing, mulls housing

Washington County Board of Commissioners Tuesday night scheduled a public hearing on the Aloha development plan, and referred to staff a request that it conduct a leasing program for low-income families, with federal subsidy.

Hearing was set March 18 at 7:30 p.m. in Ladd Acres school for public discussion of the Aloha plan, which has been recommended unanimously for approval by County Planning Commission after that group earlier rejected it unanimously.

Commissioners received the plan Tuesday night, but there was no discussion. The Board's agenda had said the plan would be considered that night.

Orville Nilsen, chairman of Community Action Organization housing committee, made the appeal for the leasing program, which he said has been successful in Portland.

He was commended by the Board for his extensive research into housing matter, and the report went to county staff for study and recommendation.

Also discussed were:

1-FANNO WATER. Request of the county to be one of four agencies financing an \$18,300 feasibility study of a multipurpose water reuse project in Fanno Creek Basin was taken under advisement, and will be considered after printed copies of the recently completed sewer-water master plan are received. Also participating would be cities of Beaverton and Tigard, and Tualatin Hills park and recreation district.

2-ABUNDANT FOOD. Commissioners transferred \$4700 from general operating contingencies to the abundant food program after being told average monthly use of the center by 2225 persons exceeded expectations, and the number of

commodities available has been increased. Money is 70 per cent reimbursable by the state.

3-SERVICE DISTRICT. Acting as directors of county service district No. 1, commissioners followed the recommendation of Dr. James Stewart, county health officer, and agreed that residents in this district should be given highest priority in allotment of additional hookups within Fanno Creek basin. Stewart cited a "serious health hazard" and a violation of Oregon law in the area, and said 63 hookups are needed.

The Board also entered agreement to pay \$5565 for engineering services in design of a sewer system at Denny road plant for the district, using a Progress sanitary district line.

Commissioners also:

Approved Loar-a-Lane and Glenora subdivision agreements and Fircrest subdivision plat; established roads in Yorkshire subdivision and SW 91st in Oaken Gates; authorized annexation to Tigard water district; received and filed 1968-69 audit report; referred to county counsel and ordinance establishing franchise and regulations for solid waste collection in unincorporated areas;

Amended Shadybrook landfill order to provide monthly billings for commercial haulers; set bid opening March 20 on four trucks; approved liquor license for Aloha Safeway Store, and acknowledged receipt of Garden Home incorporation petitions.

Next Tuesday's Board meeting has been canceled, and commissioners will convene again March 11 at 7:30 p.m.

March 14, 1969

THE OREGONIAN, FRIDAY

Federal Ruling Asked On Housing Program

HILLSBORO (Special) — Washington County may become the first county government in the nation to rent leased housing to low income people without forming a housing authority.

The office of George Romney, secretary of Housing and Urban Development (HUD), will be asked to rule whether a county may initiate such a program.

Eldon Hout, county board chairman, said Thursday the question will be submitted by members of the Oregon delegation in Congress to Romney.

A majority of the commissioners favors taking the first step toward public housing with this type of program. The county would lease privately owned housing and rent it to poor people. HUD would subsidize part of the rent which the poor could not afford.

Salem last year became the first city to win HUD approval. The Housing Authority of Portland is a leader nationally in leased rentals.

The Washington County commissioners oppose creating a housing authority now. They frown on establishing a

housing code and providing a housing authority now. They frown on establishing a more sophisticated accounting system—two requirements in a workable program of a housing authority.

Low income families last fall asked the board to create a housing authority.

Aloha Plan Meet Dated

HILLSBORO (Special) — A precedent will be set next week when Washington County commissioners hold their first "town hall" meeting.

The board will listen to comments from the public on the proposed Aloha Plan at 7:30 p.m. at Ladd Acres School, 2425 SW 219th Ave.

The proposal of Dale Johnson, county planning director, and his staff, is designed to guide residential, commercial and industrial growth in the Aloha community.

"This is a new concept of the board," Commissioner John Anicker said of the town-hall meeting.

The county charter requires all official board meetings to be at the courthouse. Thus, a public hearing on the Aloha Plan will be scheduled also. But Anicker said persons who comment Tuesday will not have to attend the hearing to have their opinions considered.

"This is an experiment, and I foresee it as a future trend," Eldon Hout, board chairman, said.

Other town hall sessions may be scheduled in the neighborhoods where issues occur.

Washington County Seeks Housing Plan

HILLSBORO — Washington County commissioners have unanimously agreed to a four-pronged approach toward solving the problem of low-cost housing in the county, based on a lengthy report submitted to the board by County Administrator Richard Milbrodt.

Adopted in the form of a motion submitted by Commissioner William Masters of Tigard, the Board agreed to get in touch with Housing and Urban Development Secretary George Romney to determine the qualifications for Section 23, the leasing program, but without formation of a public housing authority; to join with the City of Salem in seeking legislation enabling counties to act as governing boards; to support Senate Bill 399 providing for creation of a rural

housing program in Oregon, and, if formation of a housing authority is inevitable, to begin taking steps to qualify for the leased housing program.

THE MOTION was adopted after Milbrodt told the board that five alternatives were available to the commission at this time concerning low-cost housing in the county:

- Forming an autonomous housing authority and assigning the housing responsibility to that agency;

- Seeking clarification of the requirement that a housing authority must exist to qualify for leased housing;

- Seeking legislation to permit the board of commissioners to be the governing body of a housing authority;

- Supporting state legislation aimed at the low-income housing need, reserving local action until the outcome is determined; and

- A combination of 2, 3, and 4 above.

RECENTLY, when the board and Milbrodt were in Washington, D. C., HUD officials were questioned concerning charter counties being eligible for leased housing without formation of a housing authority. Milbrodt said no precise answer was obtained because apparently the requirement is one of policy rather than law.

The board noted that the City of Salem, which pioneered as the first public agency to qualify for leased housing without an existing housing authority, is seeking legislation which will authorize a city council to be the governing body of a housing authority, so that the city can avoid creation of a separate level of government in complying with the HUD stipulation.

SENATE Bill 399, according to Milbrodt, would create a rural housing program under the jurisdiction of Oregon State University and is intended to meet the needs of migrant labor and other low-income groups in need of low-cost housing.

In his report, the administrator observed that even if Washington County could qualify for leased housing without a housing authority, the county would face administrative hardship in developing the program. Milbrodt said there is no experienced staff in Washington County and undertaking such a program would be a new venture rather than expansion of an established program as was the case in Salem.

Low income families last fall asked the board to create a housing authority. A copy of the latest report is being forwarded to the housing committee of the Community Action Program (CAP), directed by Orville Nilsen of Beaverton, for its review and comments.

County Considering Housing For Poor

Journal 12/5/68

HILLSBORO — The Washington County Board of Commissioners has agreed to consider a lease-rental program through the Portland Housing Authority to help provide winter housing for poor Mexican-Americans.

The action was taken after representatives of the county Community Action Program appeared before the board to present their case.

CHAIRMAN John Anicker of the board did not indicate when the commission would meet with PHA.

Orville Nilsen, chairman of CAP's housing committee, asked the board to "seriously consider" lease-rentals with the Portland authority as a means of solving the immediate housing needs of the poor.

NILSEN said such a program could house 15 families in a matter of weeks.

If the county commissioners agree, the PHA will extend

its program beyond the Portland city limits into the county or about as far west as Hillsboro. The houses would be leased by the authority from private owners and sublet to poor families. The families would pay 25 per cent of their income as rent, with the authority paying the remainder due the landlord.

HUGH ROSENBERG, CAP's executive director, told the commission that about 60 families are in need of housing this winter. He said one family has 14 children.

The CAP director said he believed that a combination of private and governmental rental programs can solve the short-term housing needs. He also noted that CAP personnel are meeting with church and service club representatives to attempt to form a private rent supplement program.

Gardner, VISTA worker trade housing views

After a brief but spirited exchange between Lyell Gardner, county commissioner, and Vince Goddard, VISTA worker, on the subject of low-cost housing in Washington County, program for meeting of Washington County area committee of Tri-County Community Council got under way Wednesday noon.

Before the program it was asked whether there is a report on the present status of the proposed low-income housing program in the county.

The question was passed on to Gardner, who has been commissioner only since January. He stated reports from Orville Nilsen, CAP housing chairman, have been received and the program adopted, reports are being studied and the program is moving ahead slowly.

Goddard replied that low-cost housing is practically impossible to obtain anywhere in county, and that back in 1967 county commissioners were approached about doing something on the housing situation and asked Community Action Program to conduct a survey in the county. The survey was made and a report turned in.

Then last October, he said, no action had been taken and some 200 persons staged a rally at the courthouse. They were invited to talk to commissioners, which they did, and the Commission asked CAP to do a study again and this was

submitted to the county. Commissioners were to investigate the rent-lease housing program, for which federal funds were available.

Gardner said commissioners also have received Health Officer Dr. James Stewart's comprehensive report on the housing situation in Washington County from West Slope to Timber, and now are considering it.

Vice-chairman James Lund ended the discussion and Jim Zaleski opened talks on VISTA (Volunteers in Service to America), its purpose, program and background.

Zaleski said:

VISTA is federally funded under Office of Economic Opportunity and workers are paid volunteers. Local organizations, working in the poverty area, request volunteers and VISTA workers are assigned to them. Those in this region are working for VIVA, a self-help organization of Mexican-Americans.

Pay is not high, but varies in different localities depending on cost of living quarters, food and transportation. Workers are to help in community organization, to create and establish various enterprises and to activate people to help themselves, so when volunteers leave the people can carry on.

VIVA, which operates on donations, finds housing and furniture for migrants wishing to settle, and helps them adjust to the community and with the language problem.

Lola Heinlein spoke on her work in trying to find housing and its difficulties. She told about the CAP housing fund established last winter and aided by organizations and churches in the community to provide a rent supplement which greatly aided families during the winter.

This program ended when the winter months were over, she added, and this summer the problem is starting all over again. She said many of the men in these families have other skills than farmwork and could get jobs, but housing remains difficult to obtain.

Zaleski also explained procedure in joining and training

in VISTA.

He said that after a letter of acceptance is received, the applicant is sent to a training center, where he fills out forms and listens to lectures on many subjects. Then each trainee is sent to a low-income family to live for five days to evaluate his adjustment to the situation.

Later two trainees are sent together on a "field trip." Each is given a round-trip bus ticket and \$20. Object is to find out in five days as much as they can about the town they are sent to--problems of the poor there, such as social facilities and services, and to get by using as little of the \$20 as possible.

On the trainees' return another report is given. Trainees are judged on many things, including personality, ingenuity, initiative and adaptability.

Special guests at the meeting were youth group from Hillsboro Congregational church who asked what it could do to aid VISTA work. Members were told a church can be assigned to a migrant camp through the Migrant Ministry program and recreational programs for children and youth are a real need in the camps.

The VISTA workers were unanimous in saying they have found their work definitely worthwhile, and the training valuable and educational.

Zaleski said he found it has been a rewarding time and has signed to stay another year. Mrs. Heinlein said she had been too idealistic when she started, but has learned change takes a long time and she has become aware of problems in low-income groups that she had not known existed. She plans to teach next year.

Goddard said his VISTA work definitely has changed him and that he plans to return to school and go into politics eventually.

Mrs. Harold Johnson of Migrant Ministry, who has been associated with the VISTA workers, said they are the "grandest bunch of people" she ever has known, "completely dedicated." "Say what you want about young people, I think they're great," she concluded.

March 20, 1969 3/20/69

Low-income housing discussed at meeting

Orville Nilsen, housing committee chairman of Community Action Program, opened the discussion on low-cost housing at Wednesday meeting of Washington County area committee of Tri - County Community Council by introducing Lois Heinlein, VISTA worker, assigned to work with VIVA.

Miss Heinlein told of her and other workers' experiences in trying to obtain housing for migrant families wanting to settle in Washington County.

She said they found that housing in the range the families were able to pay was almost nonexistent. With winter coming on housing had to be obtained and finally a rent-subsidy plan was considered. Churches and organizations were contacted and help was obtained. This allowed a search for houses in a higher price range.

Wayne Johnson of Portland Development Commission spoke next on FHA programs. He said there is no such thing as "low-cost" housing that a better term would be "low-income" housing. He explained different programs under the housing act.

Under one section, existing

housing may be purchased, rehabilitated and sold to low-income persons, including senior citizens, at low interest rate and payment scaled on the buyer's income and size of family.

Any nonprofit group can incorporate and buy and sell houses under this provision. Projects have a minimum of four houses and for practical purposes a maximum of eight.

There also is a rent supplement program on new multiple-family units which may be built by nonprofit groups or individuals on a limited dividend plan with profit ceiling set at 6 per cent.

Another plan is the mortgage subsidy program in which new homes are built under the same provisions as above, and sold with buyer paying according to ability and federal funds making up the difference.

Bernice Fess of Bethany Presbyterian church and Dr. Tom Ambler of Forest Grove Methodist church told of residents in these areas who are taking steps to incorporate to help provide housing under one of the plans available.

Nilsen said Washington County commissioners have been approached regarding setting up a housing authority to provide housing under the leasing program and commissioners have it under consideration.

Under this program existing houses would be used. County leases the property from landlords and in turn rents it to low-income families, providing rent subsidies to make up the difference between the amount of rental and the family's ability to pay. Funds would come from the Department of Housing & Urban Development.

He said the program has the advantages of providing houses to the low-income group, including senior citizens, paying the landlord a fair amount, and would keep the property on the tax rolls. The program would be easy to administer and there would be no cost to the county, he added.

Karen McKinney, chairman of committee on aging, announced the newly formed Washington County Council on Aging will elect board members at an April 9 meeting in Hillsboro Methodist church.

She said county commissioners, CAP Centers, mayors of towns in the county, organizations, churches and news media will be contacted and asked to attend or send representatives.

Rural Housing Program Urged

By MORTON SPENCE

Journal Staff Writer

SALEM — Adequate housing for Oregon residents is lacking in rural areas as well as in the cities, members of the House Urban Affairs Committee were told Thursday.

Mrs. Dorothy F. Brown, extension specialist of Oregon State University, said a recent survey conducted by community aides of the Office of Economic Opportunity among poverty-level people in rural Linn County indicated that 72 per cent of them feel they are forced to live in substandard housing.

SHE TOLD the committee she favors passage of SB 399, which would establish a program administered by OSU to provide housing in rural areas for low income families.

The program would provide "seed money" for low interest loans, counseling in money-management skills for house buyers and undertake research to determine housing needs throughout the state.

The bill, she noted, would enable establishment of non-profit housing corporations in communities which need new housing for low income families. Under a federal housing

administration program, loans for building are available to qualified low income people for as low as 1 per cent interest, Mrs. Brown said.

A MEMBER of the committee who is a builder, Rep. George Wingard, R-Eugene, questioned making Oregon State University the agency for operating the program.

He said he believes central direction should come from the state government in Salem, with certain functions contracted from the universities — "architectural consultation by the University of Oregon School of Architecture and money-management counseling by OSU, for instance," he suggested.

Later in its session, the Urban Affairs Committee sent HB 1661 to the House with a "do pass" recommendation. It would authorize cities, counties and other state public bodies to cooperate with non-profit or limited-dividend housing corporations to provide adequate housing for low income citizens.

FINAL RELOCATION REPORT

Since the Esther Short Industrial Project in Vancouver is so small, we required only one relocation specialist, supervised by the assistant director who had had experience in relocation, and a clerk in the site office who also handled tenant accounts. As described later, the buyer of property worked close, with them. Having both a relocation specialist and assistant director who were well acquainted with the social agencies and their personnel proved tremendously helpful to ourselves and to our relocatees since we were able to act as liason with the other agencies and arrange to "cover" those small areas of needed help which do not quite fit into the work of any agency by getting help from volunteer associations.

Our local newspaper was in the project and gave us unusually good coverage on every stage of the project. It took pains in each story to let people know that they need not move until we bought and that we were available to answer questions. Several public meetings with the residents, fliers to those in the area during planning, and notice to all landlords and tenants via letter as soon as we were ready to start buying property kept people informed and helped keep them from panicking. One of the greatest helps was our program of contacting the social agencies, first the head of the agency, then the social workers, public health nurses, et al, who actually worked on the project, and letting them know what our program was. They then were able to keep their clients informed and check with us if any special questions came up. Thus, the program was being explained by someone the relocatee already knew and trusted. Occupants were encouraged to call on us. We were also fortunate that our FRA Office in Portland was so generous in giving time meeting with realtors and lenders in Vancouver on their various programs. We also kept these people up to date on our progress and encouraged them to keep in touch with us on working with families in the area.

Citizen participation in relocation started early in Vancouver. When the first workable program was sent in prior to the passage of State enabling legislation, a group containing a social worker, a mortgage lender, a realtor, head of the N.A.A.C.P., housewife, representative of the newspaper, started meeting and planning on relocation. The huge war housing project on McLoughlin Heights was in process of being closed out. This committee felt it might start learning about relocation by helping on that from McLoughlin Heights. It persuaded the Mayor to request 22i Assistance in 1957. A Mayor's Committee on Open Housing was appointed, which also worked with the relocation of minority groups. Thus, when surveys were started on the Esther Short project, we had two experienced groups to work with. The committee reviewed the surveys, made recommendations for public housing and met regularly with the relocation specialist on special problems.

We obtained rehousing resources from the newspapers, both from scouring the ads and from an occasional ad of our own, from realtors through our relocation committee who kept them informed of our needs, from the owners of the inexpensive standard apartments and houses in the City who were visited, when their first unit was inspected, told of our program and encouraged to call us direct when they had a vacancy before they advertised. We also worked with a rental agency, the only one in the City, which made no charge to the relocatee, but managed a number of investment properties.

We scoured the areas where relocatees wanted to go for unadvertised vacancies. When a house or apartment was found, we took time to discuss our work with the owner so that he would call us again and suggest that his friends give referentials to us. We found that often a group of people in housekeeping rooms became a sort of family, and that they want to move together. Some of these people, who were accustomed to helping the others, also kept us in touch with possibilities for their friends and neighbors. Our buyer of property in the area was also of great help in relocating owners and tenants. He also kept in touch with what was available on the market and was able to suggest that a certain realtor had a house that fit the relocatees requirements. This willingness of the buyer to help and to bring in the relocation specialist at an early stage eased the relocation problem and expedited the purchase of properties in the area. We persuaded relocatees to request that the City Building and Housing Inspector inspect the house before purchase.

Our relationship with the Housing Authority has always been excellent. It provided the City's cash share to the project, and all its employees worked with us. While the Authority worked well with our Department, it did ask that the Council request the building of public housing so that the Authority would not be left out on a limb if controversy developed. Both our citizens' committee and the Council recognized the need for public housing if an urban renewal project were to be carried out, but both were reluctant to make the request except as a replacement for units destroyed in the urban renewal project, so they waited until after our public hearing on the urban renewal project to make the request. Consequently, the housing is being completed just after relocation.

We have worked out certain techniques for dealing with this situation. First, we immediately designed a combined request for notification when public housing applications were to be taken and certification of displacement from the urban renewal area (copy attached). These cards were filled out for every eligible family and individual who moved into substandard housing or were paying more rent than they could afford. When the Authority began to take applications, it notified these people that they could apply at the Authority offices or at the site office on the urban renewal project. We, ourselves, took many of the applications from our relocatees. If the Authority had no response from them, we have telephoned or called on them. We were provided a copy of the plans for the units, as well as the policy statement, so that we were able to show people what their new homes would be like. Going over the plans together proved quite rewarding. Some were not sure they wanted to make the change because public housing to them meant the war time temporary which was prevalent in this area during the 1940's and 1950's. When we visited them and went over the plans with them, they were impressed and frequently made application at once. We have also encouraged them to view the nearly completed units.

The Portland FRA office not only kept us informed of properties it had, but provided us with lock-box keys just as it does the realtors, so we could show the houses. It also expedited loans or cleared up misunderstanding when relocatees came to us with problems on buying. We worked closely with Mr. Pederson and his staff in encouraging the building of two projects of 221(d)3's, one of 24 units, one of 40. The forty-unit project has requested an additional 53 units. We found that the appearance of the 221(d)3's opened up vacancies in some of the older, cheaper standard apartments which had previously been very difficult to get into.

Working, as we have, with many aged and infirm people, we have found it a great help to get the name and address of a near relative and of the social worker or public health nurse if there is one involved. Many times a case worker or nurse has been trying for some time to get someone into a nursing home, boarding home or institution for psychiatric care. Relocation can become the catalyst that brings these plans to fruition. We work with these workers in helping people gain the confidence of the professionals is slow, careful work. They are reluctant to deal with relocation workers until they are sure that those of us in urban renewal are not trying to do case work but to refer and to get advice. Once the rapport is established, it can be used to get help for those not on the case load.

For example, we had one elderly man as a tenant who had a small social security pension only. He had asthma and was rapidly becoming senile. He had quarreled with his son long before. He would not go to the public assistance office nor ask his son for help. A nurse from the medical aid program called on him and helped arrange for nursing home care with public assistance. Having agreed to accept help at last, the man permitted us to notify his son that he was going into a nursing home and a reconciliation was effected.

We had another case of an elderly couple where the finances were adequate but the couple unable to act. The husband was generous, the wife suspicious. Without asking their children to make decisions or violating confidences, we asked the son if we could send him our information statement and explain our methods for handling business payments for loss on apartment house furniture, etc. When the son understood what we could and could not do, he helped his parents work out plans which would permit us to help them within regulations.

Perhaps the case which called in all social agencies and volunteers was our last family to be relocated. There were seven children. The rent had not been paid the former landlord for months. The husband worked intermittently but earned so little he used it to drown his sorrows instead of feed the children. The family was getting food assistance only from the Department of Public Assistance and it was suspected that the husband was a malingerer since he had complained of pain when asked to work with other recipients in the parks. The former landlord, the social worker - everyone predicted we could do nothing. The family washing machine was broken. The furniture was in shambles, their own and that which was rented with the house. We checked with the State Employment Office and found the man's record there was good, but he had been unable to qualify for a job with a large company because of a physical examination's findings. Working further with the family, we found the man had a heart condition but was unwilling to check on it since there was a history of angina in his family. We persuaded him to go into the Veterans' Hospital for a check-up. The medical social workers there were alerted to his reluctance to accept diagnosis and care. They persuaded him to go through with the tests and the Department of Public Assistance received the diagnosis of complete disability quickly, thus enabling the mother and children to qualify for A.D.C. We persuaded Portland Housing to take the family until public housing was available in Vancouver, provided Vancouver Housing would take the family back and the State of Washington continued to furnish public assistance while it was in Oregon. The family's stay in Portland would coincide with the husband's stay in the Portland VA hospital for heart surgery. He had a valve defect as well as angina.

Although all the agencies were agreed to the plan, the family did not want to leave Vancouver, so an unfurnished house was found for them here. Since the A.D.C. grant could not be made until diagnosis was complete and did not provide funds to replace all the broken and worn out clothing and furniture, the St. Vincent de Paul Society assisted the family while it awaited its A.D.C. grant and bought a washing machine to replace the broken one. Some funds were also obtained with our help from the Soldier's & Sailor's Relief Fund. The family did not own enough beds to go around. The Elks Club bought them, and a transfer company in the project delivered them and the washing machine without charge. While we were awaiting the beds, some of the firemen in our City Hall provided a week at camp for some of the children. Now that they had enough food, the children wanted most of all to have enough silverware so they could all eat at once. The firemen provided this also. Employees at the City Hall and the Catholic Daughters provided needed clothing except for some that the Salvation Army outfitted the children with for camp. The family's living conditions are vastly improved, the housekeeping in the new, adequately furnished house is much better. The husband had felt the world was against him and that he was considered a failure and malingeringer. Now he can hold his head up again. Much of the help was anonymous. None was given with publicity or fanfare that might embarrass the family.

We have gone into such great detail on this case to illustrate the need to correlate the efforts of social agencies and to fill in the gaps they cannot provide with volunteer help. Those who get food need dishes and cutlery too. We realize that many of these problems were not of urban renewal's making. Had we dumped such a family into a new neighborhood with all their problems and lacks, however, urban renewal would have been blamed for much of the hardship which caused them to drift into substandard housing in our area.

Sometimes, we have solved our relocation problem by soliciting the help of the State Employment Office in finding jobs for out-of-work relocatees. Sometimes, persuading an elderly person to let you write a son or daughter brings them back. The parents are reluctant to sound out their children as to whether help would be available, but are happy when it is volunteered because the children have learned of an illness. One family was delighted to provide a home for an ailing father whose illness they had not been apprised of earlier. Often, a relocation worker can do more by chatting generally about Old Age Assistance's being the social security plan for those who were born too soon to get social security than anything else. It enables the elderly couple, or individual, to seek the public assistance he needs without a sense of shame. This, in turn, helps with his housing problem. We have always extended the same relocation services to individual householders and lodgers as to families. Many times they are elderly and need help more.

We persuaded a representative of the Small Business Administration office in Seattle to come and talk to some of the businessmen in the area and ourselves, outlining what could be done. The businesses in our area that have moved are very small indeed. They need a good deal of help in working out their moves, although they can usually find places. Help in filling out claims is also needed. We have always provided it. Those going out of business sometimes needed help in locating possible bidders on their equipment. These were often impossible to find in Vancouver and we helped get Portland dealers to come and bid.

The 31 families who moved into standard sales housing within the City were widely dispersed. A number of other buyers went into standard quarters in the suburbs or in footland just across the river. Only one of these families had lived in standard housing in the project. The tendency of the families and individuals who went into substandard housing was to be in the West side of town to the north of the urban renewal area. The families who went into standard sales housing, except for the one who had had standard housing previously, made a dramatic improvement in their housing conditions. The 20 who went into standard rental housing greatly improved their conditions. Of the 16 relocated in substandard rental housing, half went into improved conditions. One went into a standard house but overcrowded it. Another family took a house that was in excellent condition, open, light and airy. The wife is confined to a wheel chair and needed to be able to get around in it to work. Her kitchen was well planned and excellent in every respect, except that the back-room opened off a dinette which was divided from the kitchen only by a counter. Another family took a house which had the drawback of an ill-kept shed off the kitchen with the bathroom opening off it. The husband likes to work on engines and likes this place to work within the house.

Of the 120 single individuals, 1 died, 13 moved out of the City and 41 moved back into substandard housing. We had been trying to get the family to commit one of the 41. They moved him into other substandard quarters instead, but have since put him in an institution.

As noted previously, we have campaigned to get all relocatees in substandard housing to make application for public housing. We believe that our record of 16 of the 83 families relocated going into substandard housing as well as 41 of the 120 single individuals will be vastly improved when our public housing is ready.

We are not sure we have copies of all the early fliers delivered on the project, nor can we show written evidence of the work of the social workers and public health nurses who discussed relocation with their clients. We do attach copies of what we have (14 letters plus various forms). They were purposely made as simple as possible. Again, we relied on repeated visits to bring out the questions and discussion of the material of particular interest to each family.

Copies of the forms used to record interviews with the displaced, referrals and housing inspections are attached. We used plain 6 x 8 cards for diary notations on visits and tucked them into the relocation folder. The form was designed to help a relocation worker figure gross rents, etc., as well as note required information.

We believe that the work done with realtors and lenders and F.H.A. considerably helped our buyers, as did our suggestion that the City Housing Inspector would be glad to inspect any prospective purchase upon request. Some realtors were afraid of this but, having given reluctant consent, were shown what a help a thorough inspection could be. This also helped our Housing Inspector prepare these people for housing code inspections.

deal with the racial problem, and especially with the workers in the area, and especially helpful in alleviating the confusion and panic that accompany other relocations. Consultation with the model tenants on a regular basis before we acted also helped us to understand the situation and its direction. We were able to establish friendships better in this way. We are very old people in the project. The art of listening to the greatest asset in dealing with them. Their interviews should not be rushed nor strictly confined to moving. An interested listener on the first visit will find a responsive client on the second.

Gay Lister's willingness to work with us on relocation and help people find a new house before they sold the old one was also a great help. The buyer also chatted with tenants on pre-acquisition inspections and took the time to assure them that we would help them relocate and would not try to hurry them. When there was real panic, he alerted us to call at once and reassure the tenant.

The fact that our public housing was not yet ready, of course, contributed to the number of self-relocations in substandard housing. Although families moving into substandard housing have refused assistance in finding better housing, many of them have been persuaded to apply for public housing and to "look and see what it is like". Many people want to get near relatives or friends. Others will follow a landlord to another place. Many of our singles who returned to substandard housing moved into other property owned by the same landlord. They felt a real tie to the landlord and to the other tenants. The winos move immediately to another place that caters to winos. Even one of the tenants of such a place, however, dropped into the site office and said he would like to apply for public housing if we would promise not to tell his landlady he had done so.

The most needed thing in relocation is a real interest in one's clients and ingenuity in helping them find needed help as well as new housing. No form will take the place of rapport with the client nor acquaintance with both the personnel and services offered by other agencies. Too many forms tend to attract the unimaginative who are content to say, "sign here", and think they have informed relocatees about available assistance. What they really need to know is that they have a friend who is willing to help them hunt for what they want.

A site representative, or relocation representative, from the regional office can detect whether a really helpful program is underway when he visits the site office, and he should not be led to rely on forms, nor filing systems, designed for his convenience not for affording the best service to relocatees.

Most elderly people are operating on a tight cash budget and are wary of signing anything lest it obligate them. They should not be required to sign leases, receipts for informational statements, etc. This proves nothing and it does upset people. For example, the requirement of riders to the relocation claim for those who had moved after a certain date caused either much trauma for the relocatee or far too much time on the part of the relocation worker. We doubt that any savings made could not have been made by proper statements in the form of new agencies and that they would have cost more than the time taken to receive cleared cases and explain the reason for doing so.

U.R.A. should work to have the income tax law changed for elderly or disabled persons who are displaced by governmental action and who should work, or cannot, but, either property. We believe some work is being done on this. It is available for singles and trusts that U.R.A. is pushing for this. Also, some cities are singles. Most social workers are still distrustful of public housing and urban renewal. It might be helpful for U.R.A. to establish a joint committee with HUD, as HUD has done, to gain insights into current problems and to begin to educate the social worker on urban renewal. Some interesting demonstration projects might be established here, also, by planning a few joint programs on rehabilitation.

We feel that in this time of stress, some comment should be made on the racial situation. We had only four nonwhite families and one colored individual. Our Negro's Committee on Open Housing had worked out a successful system of gaining acceptance of Negroes by working with the realtor, the owner and then, if the owner brought up the final objection "the neighbors will object", calling on the neighbors of a prospective rental of colored and discussing the situation with them. We did not have occasion to request white help. Two Negro families readily found standard housing. Our Chinese family readily found, and bought, a nice house in Flatland where they were doing good work. The one Negro family which is listed as having gone into substandard rental housing had his housing classified as substandard only because it was dilapidated. It was a good standard house in a good residential district.

7/2/2010

How much sub-standard housing exists in Camas-Washougal?

Sub-standard conditions defined here as inadequate, exposed, or faulty wiring, and/or inadequate toilet facilities or sewage disposal, or other threat to health sanitation-wise.

Logically enough, most of the sub-standard housing is rental property occupied by low-income families.

Sources of information: Social Security Office, Mr. Dusenberry; Welfare Office, Miss Jane Hawkins; Health and Welfare Office, Mrs. Betty Mage; and 1960 Census Tracts.

Social Security Office: January 1, 1968 figures 13% increase anticipated

<u>Category</u>	<u>Camas</u> <u>Number</u>	<u>Ave. Benefit</u>	<u>Washougal</u> <u>Number</u>	<u>Ave. Benefit</u>
Retired Worker	669	\$ 92.04	494	\$ 89.65
Disabled Worker	58	110.34	44	109.77
Wife	144	47.88	131	66.75
Child	144	58.63	90	65.80
Widow 60 or over	135	76.16	87	76.44
Widow with children	21	78.38	11	86.00
Total beneficiaries	1171	81.33	857	80.22

Many of the above have additional income, but this information is not available.

Welfare Office

218 family units in C-W currently receive benefits. Housing is definitely low-income, and may or may not be sub-standard.

50% are disabled, blind, or old age. 50% are ADC

Health and Welfare Office: 1960 Census figures will be replaced within 6 months. These figures are therefore only an indication. The probability, according to the H and W office, is that far more units will now be dilapidated or deteriorated.

Camas 1932 - all housing units
262 of these were deteriorating } 16%
66 of the 1932 were dilapidated
549 units were renter occupied - 28%
116 of the 549 were deteriorating }
25 of the 549 were dilapidated } 25%

Washougal 975 - all housing units
118 of these were deteriorating } 15%
31 of the 975 were dilapidated
251 units were renter-occupied - 25%
56 of the 251 were deteriorating }
9 of the 251 were dilapidated } 25%

August 5, 1969

Mrs. Booth -

Per your request.

Mayor Sampson's Office

RECEIVED
AUG 6 1969
COLUMBIA REGION ACS
OF GOVERNMENTS

As long as landlords and low-income families exist side by side, we will have some sub-standard housing.

As long as our building code is not enforced or is inadequate, we will have some sub-standard housing.

Say what we will, a sizable fear exists in low-income people. They fear City Hall, city councilmen, landlords, almost any authority. A landlord perhaps can be persuaded - or forced - to improve wiring and sanitation only to feel he must raise the rent beyond an amount which the family can pay. This amounts to an eviction.

1. Without establishing a Housing Authority Camas could consider scrutinizing the present building code and enforcement of same.
2. A suggestion has been made that a non-profit group be formed to implement FHA programs such as rent supplement or home ownership for low-income families.

Decent housing is possible. We are talking about safe wiring and adequate sanitation.

It would appear to be time to offer a low-income family an alternative to sub-standard housing.

5-26-69

H. Tuttle

E. McAninch

APPENDIX 6
COMMUNITY ATTITUDES

A P P E N D I X 6

Community Attitudes

I. Introduction:

The following are direct quotations taken from interviews. Some were chosen because of their representativeness, others because of their shock value, and still others to show the depth of misunderstanding, hostility, or apathy which exists in poverty areas.

II. Quotations:

In ghettos we have to pay higher rents for poorer housing. This is one of the big problems black housing.

Significant correlation exists between the location of welfare recipients and other indications of poverty such as inadequate housing and rundown neighborhoods.

There is an important need for training, and in the case of ADC, there are trainable mothers who can't enter training without low cost child care services.

Housing needs are aggravated among minority groups because they have bigger families. It is very difficult for them to find housing that is large enough.

When white people are poor, they're lazy and shiftless, when black people are poor, it's because they've been made that way by whites.

We need a survey of builders to find out about the red tape that keeps them from building.

Nobody is getting housing through 235--the credit requirements are too tough and the downpayments are too high.

Rental property is the big need; not sales. This is a poverty area. People here can't afford to own a house and a lot of them don't want to.

Rent supplement is a good idea, but it's like public housing. There's always a long waiting list. People never move out.

Rent supplement doesn't help families just old people. It's mostly one and two bedroom units. There are two rent supplement projects in this area now. Only one has a three bedroom unit and it has only one.

People don't like those project type places. It stereotypes them. Everyone knows they're poor. People don't want to go to Columbia Villa even though they have some four bedroom units available at this time.

None of the programs are reaching the people.

It's all a lot of talk supposed to make us feel good, but we know better. They think they're going to stop rioting by promising us housing. We don't need housing. We need jobs, jobs, jobs. Housing's not the last thing we need, but it's pretty far down the list.

They come in here and tell us our families are too big and to use birth control. That's black genocide. They tell us we live in dumps and all our problems stem from that. We know we live in dumps but that's not our problem. Whitey is. They say "let's integrate. Get out of this ghetto into a nice neighborhood." Well, we don't want to integrate. We like it here. Integration's just another of Whitey's ways of weakening us politically.

I'm sick of white middle class judgments. We have our own culture and our own standards. Sure, we want better housing; but if this means integration, we don't want it. Most of us want to stay right here. We want to tear down the fire traps and put in new housing that fits the black man's needs.

The Model City Program is anti-white. It's just for blacks. No one cares about poor whites even though there are a lot more of us. They're discriminating against us. That's what they're doing. It's unfair.

If you're poor, it doesn't make any difference what color you are--except to the government. They're only interested in blacks.

They can't make a model city by cleaning up one small negro area when there are blocks and blocks of rundown white neighborhoods.

The blight in Southeast Portland is more severe and significantly more extensive than that in the Model City Area.

Many of us thought the Model City Program should have included the Southeast--that is both poor whites and poor blacks. But, Albina got it because the government's white-blind. It's really quite unfair.

Model Cities is restrictive in nature by eliminating poor whites.

Forget about owning. What we need is decent rentals at a price low income families and old people can afford.

One of our rent supplement projects is falling apart already. It's junk and it's ugly.

Many are not on welfare, but just about at the poverty level. They can't afford to buy and they can't get into public housing. The majority of people in Albina fall in this class.

They're still talking about what that project (Urban renewal) did to families--and it happened three years ago. The feeling's so strong here against urban renewal that they don't call it that anymore. They call it community development now.

They cleared that land and forced all the families to leave their homes. That was three years ago, and the land's still vacant. (Urban renewal, Vancouver)

We're circulating a petition against code enforcement. Almost everyone is signing it.

I think the government has to realize that we have a right to live the way we want to.

Code enforcement is a violation of my privacy. They'll need a search warrant to enter this house.

Of course, this house won't come up to code. It was built forty years ago and codes were different then.

People feel the government is saying(in code enforcement) fix it up whether you want to or not; fix it up whether you can afford to or not;--or else we'll take it away from you.

Loans in code enforcement areas are not much help. It is difficult for the old and poor to get loans and many don't want to go in debt.

Code enforcement condemns housing without making provisions to relocate people and with little knowledge of what else is available.

Say what we will, a sizeable fear exists in low income people. They fear City Hall, City Councilmen, landlords, almost any authority.

When a landlord improves a house and raises the rent, this amounts to an eviction.

We don't want public housing here. We want to increase the tax base, not lessen it.

The City Fathers don't really care and the Federal Government makes it almost impossible. We won't get any low rent housing here.

The poor get trapped in these hopeless situations and they don't really think anything can be done.

Some poor would not consider public housing of any kind.

They think their problems are over their head. Housing is frequently the least of their worries.

A good house to the poor is like "pie in the sky." They don't believe it's possible anymore than that they believe they'll be rich one day.

The poor are lethargic because they know nothing will happen or change.

Credit is a real problem in self-help programs.

Some people live in shacks. Many rentals are substandard. Code enforcement is no help. If housing is condemned, people have no where else to go.

Schools in outlying areas are against public housing. They say they bring in a flood of youngsters, many with problems, and that they can't handle the increased load.

Public housing does not pay its way.

What HUD is saying is hire minorities and low income groups. We don't care what color they are, as long as they're black.

HUD is schizoid.

A workable program is nothing but red tape.
We haven't the time or the money.

We don't want a housing project in our area.
It doesn't add to the tax base.

Why do you need a workable program to build one
kind of rent supplement housing, but not another
kind?

HUD programs are only for big towns. Small ones
like ours (6500 pop.) don't get anything. Farmers
Home Administration can't help either. We need
cheap rentals--mostly for the old people, but
others too.

The workable program is nonsense. Who needs a
workable program to build a house? If you've
got the property and you can service it, that's
all that matters.

We're years away from a comprehensive plan. Does
that mean we won't get any housing money?

The Feds don't care. They think they'll solve
our problems with housing, but they won't give
it to us. They say we have to do this and that
and the other thing, just like this work plan
thing.

We're fed up with surveys and promises.

Private builders come in here and build, why
can't a housing authority?

Have you looked at the form(workable program)?
Some of the questions are impossible. The
vacancy rate is one, by size of house and
cost, for example.

For every public housing unit that goes in,
HUD requires that you demolish a substandard house.

APPENDIX 7

PROPOSED

WASHINGTON COUNTY HOUSING CODE

APHA — PHS

**RECOMMENDED HOUSING MAINTENANCE
AND OCCUPANCY ORDINANCE**

(First Revision of A Proposed Housing Ordinance)

prepared by

**Subcommittee on Housing Regulations and Standards
PROGRAM AREA COMMITTEE ON HOUSING AND HEALTH
AMERICAN PUBLIC HEALTH ASSOCIATION**

in collaboration with

**OFFICE OF URBAN ENVIRONMENTAL HEALTH PLANNING
NATIONAL CENTER FOR URBAN & INDUSTRIAL HEALTH**

**United States Public Health Service
U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE**

MADE AVAILABLE THROUGH THE WASHINGTON COUNTY DEPARTMENT OF PUBLIC HEALTH

**JULY 1, 1967
Rev. NOVEMBER 1, 1967**

APPENDIX 8
GOVERNMENT PROGRAMS

Pient Sup + BMIR

1	2 location	3 Finished	4 In Prog.	5 Total # Units	6 Units Under Subsidy	7 Program	8	9
1	Griffith Manor	✓	—	170	30	202		
2	Westmoreland Union	✓	—	300	50	"		
3	Alpha King Terrace	✓	—	28	27	221d3	see below	
4	Avenue Plaza	✓	—	22	21	"		
5	Powell Plaza	✓	—	66	45	"		
6	" II	✓	—	66	20	"		
7			sub total	486	193			
8	Miraflores Plaza	✓	—	15	?	Rent Sup	2/ + 4/	
9	Alpha King Terrace II	✓	—	18	?	"	4/	
10	Brandt Terrace	?	?	64	?	Rent Sup	4/	
11	Bollins House	✓	—	10	?	"	4/	
12	Estates Apt Court	✓	—	9	?	"	4/	
13	Alpha Dev II	2	?	18	?	?		
14	Healy Whiteley Apts	✓	—	25	?	Rent Sup	4/	
15	Powell Court Villa	✓	—	40	?	Rent Sup	4/	
16	Tenino Terrace	✓	—	94	?	221d3 on	4/	
17	Taylor St Apts	✓	—	10	?	"	4/	
18	Bridgeview Apts	undisclosed	—	14	?	Rent Sup	4/	
19	Marwood Plaza	"	—	40	?	"	4/	
20	1337 Taylor St	unbudgeted	—	10	4/	221d3 on	4/	
21			sub total	367				
22			Total	853				
23								
24								
25								
26								
27								
28								
29								
30	✓ All the above per sheet #1				✓ Per sheet #2		✓ Per sheet #3	
31	4 Source #4							

RENT SUPPLEMENT

SECTION 202

PROJECT	Total Units	NO. OF TENANTS UNDER SUPPLEMENT	MARCH 1969 VOUCHER	TOTAL PAID TO DATE THIS FISCAL YEAR
✓ Mid-Columbia Manor, Vancouver, Wash.	7	30 ✓	\$ 1,476	\$ 14,712
✓ Samaritan Village, Corvallis, Oregon		8	515	4,640
✓ Westmoreland's Union Manor, Portland, Oregon	7	50 ✓	2,911	25,186
✓ YaPoAh Terrace, Eugene, Oregon		44	2,746	15,788
Sub-totals		132	\$ 7,648	\$ 60,326

SECTION 221(d)(3)

✓ Alpha King Terrace, Portland, Oregon	28	27 ✓	2,414	13,042
✓ Alpha King Phase II	25			
✓ Avenue Plaza, Portland, Oregon	22	21 ✓	1,718	6,473
✓ Powell Plaza, Portland, Oregon	66	45 ✓	3,468	30,840
* Powell Plaza II " "	?	20 ✓	1,563	8,966
Wallerwood Apartments, Salem, Oregon		20	1,849	9,023
Sub-totals		133	11,012	68,343
TOTALS		265	18,660	128,669

* Vouchers totaling \$8,966 being paid this month as project was insured on completion
Final Endorsement: March 26, 1969.

Minerva Plaza? 15

* Br. + Pla

* Robbins Hotel

Sheet 2: FHA list of Low Income Rental Housing

**Sheet 3: Operation Hardnose (FHA Subsidized Housing),
 April 11, 1969**

Sheet 4: Availability of Housing, 1967

Single Family Houses

Apartments

Public Housing

Rent Supplement Projects

Section 221 Low-Moderate Income Housing

FHA Housing for the Elderly

FHA Nursing Homes

State Licensed Nursing Homes

Homes for the Aged

HAA Section 202-Nonprofit Elderly Facilities

. Source 5:

FHA Multi-family Cases, 1969

Federal Study Reports 500,000

By DEREK SCHOEN

Washington Bureau, The Oregonian

WASHINGTON — A federal commission's searching study of America's urban ills concludes Saturday the nation must build at least 500,000 low-cost housing units a year to break a "white suburban noose" choking the big cities.

The blue-ribbon panel's 505-page report, focusing hardest on housing needs, also proposes federal tax-sharing with local governments and making the federal government "the builder of last resort" if states and cities won't tackle the task.

The commission headed by former Democratic Sen. Paul

H. Douglas of Illinois put no price tag on implementing its proposals. But staff executive director Howard E. Shuman told newsmen he estimated the cost at about \$7 billion annually.

The call for construction of 500,000 low-income units — exclusive of housing for the aged — was part of a larger recommendation that the federal government push for over-all construction of 2 million to 2.25 million units a year.

Noting that only in recent years have as many as 100,000 low-cost units been built annually, the commission noted:

"Government action through



PAUL H. DOUGLAS

urban renewal, highway programs, demolitions on public housing sites, code enforcement and other programs has destroyed more housing for the poor than government at all levels has built for them" in recent decades.

The panel blamed the low-cost housing shortage in large part on the failures of myriad small local governmental units, each too small to take on the task. It called for a federal spur — in the form of incentives such as tax-sharing with political jurisdictions of 50,000 people or more — to generate creation of regional and metropolitan governments.

Low-Cost Housing Units Needed Annual

The report by the National Commission in Urban Problems hit hard at local zoning laws which "very effectively keep the poor ... of suburban areas by diluting lot sizes way beyond their economic reach."

One of the commission's controversial recommendations urges that states amend their laws to allow local planning agencies to lease in units "anywhere in metropolitan area."

This would allow an agency to provide central city slum-clearing with housing in, for instance, a middle-income suburban area.

The plan would allow, said the commission, the placement of certain low-income workers — such as domestics — in the suburban areas where they work, helping break the growing segregation of both big cities and suburbs.

The panel found in its hearings in 22 cities, where it took testimony from more than 300 officials and residents, that "Negro isolation" in big city slums is growing, and therefore heightening racial tensions.

It cites projections indicating that by 1985, "central cities could lose 2.4 million or 5 per cent of their whites, but gain 10 million nonwhites, a 94 per cent increase." It adds:

"It is entirely possible that a greater concentration of Negroes in the central cities would be accompanied by an increase in tension and violence ... a further polarization of blacks and whites, and the flight of more and more businesses, and therefore, jobs, from the city."

"The suicidal consequences that such a possibility suggests are not pleasant to contemplate. They threaten our country."

Calling "phenomenal progress" the past decade's one-third decrease in Americans living in poverty, the panel noted that 26 million citizens still are poverty stricken and today "there are at least 11 million substandard and

overcrowded dwelling units in the United States" — about 16 per cent of the total.

The commission urged numerous federal actions to get more houses built, including lowering interest rates on home mortgages and creating a federal capital budget for housing construction.

Also proposed was long-term financing of federal housing programs, from a minimum three years up to 10 years, "so the money spigot will not be turned on and off unpredictably."

Such action, along with a federal push for standardized building codes that would allow greater use of prefabricated housing materials, would help stabilize wildly fluctuat-

ing employment in the construction industry, the mission said.

If the states and localities fail to meet the national goal, said the panel, "we ask that the federal government become the builder of last resort."

The commission calls for provision of low-income housing, both in city and suburban areas, as a key to easing tension between rich and poor, especially between blacks and whites.

Conceding that it expects criticism because of the involvement in its proposals, the panel contended that the nation in unemployment, welfare and riotousness is sure to be even higher.

Fight

Oregonian

4-10-69

Aid Asked To Merge Programs

Governor Blasts Piecemeal Efforts Throughout State

By HAROLD HUGHES

Political Writer, The Oregonian

SALEM (Special) — Gov. Tom McCall declared Wednesday he plans to pull together by the middle of the year all of the efforts being made to lick the poverty problem in Oregon.

The governor delivered a special message to the Legislature, specifically asking for help to centralize all housing efforts and reorganize social services in order to zero in on the poverty problem.

The governor hit the housing problem hard, saying a single state agency is "critically" needed to deal with the problem. He cited three legislative bills, "all good ones as far as they go," but providing only "piecemeal solutions to problems. . . ."

Commission Planned

McCall sent the Legislature a 20-page text that ranged from the problems of finding jobs and providing medical aid to child care centers and aid to youth.

"By executive order," McCall said, "I plan to create a statewide youth commission" to coordinate the "fragmented and-or underpowered" programs.

He said he would select a "major business figure" in each of the state's 14 administrative districts to help find job opportunities for youth.

Commitment Needed

McCall called his program "Oregon oriented," saying "there still remains a startling lack of commitment among the nonpoor to the goal of eradicating poverty."

The governor gave figures on the poor among Indians, rural white, the elderly, Spanish-Americans, Negroes and the urban white, the latter two groups largely living in the Portland area.

"The facts are that a large percentage of the poor are unable to work — the very young, the elderly, the disabled and the handicapped," McCall said.

Shotgun Effort Hit

He talked about what has been done so far and said no coherent plan has been provided, and "until this is done, efforts will continue to be on a shotgun basis rather than the systematic, multi-pronged approach that is needed."

In the Portland area alone, he said, there soon will be 1,300 mothers involved in a concentrated employment program, requiring child care for 3,900 children.

McCall said he wants the care to be more than "baby sitting" and called for a child and family service agency to develop a comprehensive child care program.

Bill Recommended

In the critical field of housing, the governor said "I am recommending to the Legislature a bill to centralize all state housing programs in a new division of housing within the Department of Commerce."

McCall urged expanded medical assistance, improved nutritional programs, an expanded alliance of businessmen in the National Alliance of Businessmen, along with such efforts as the job bank program getting under way in the Portland area.

The governor wants to intensify economic development, saying, "business must be willing to subcontract to new and innovative firms in the ghetto," citing as examples the Albina Corp., in Portland and Scappoose Industries in Columbia County.

McCall said "no tragedy is greater" than having service available to help people who don't "know which door to knock on."

He said that within two weeks a multiservice center will be opened in the Albina community bringing together welfare, vocational training, employment, corrections and public health.

Churches Open Drive To Fund CAP Efforts

Oregonian 3/18/69

The Greater Portland Council of Churches Friday began a campaign to raise \$280,000 to help support its church-community action (CAP) programs.

Campaign spokesmen during a press conference said they did not view the fund-raising venture as an effort "taking over the role of established agencies" but more in terms of a community task to help meet existing emergency situations.

The \$280,000 will support CAP and programs such as FISH, Youth Ministry and

Interfaith Housing for a two-year period.

Council spokesmen said it is hoped that after the two years established social welfare agencies can take over some of the programs.

Dr. William B. Cate, executive secretary of the council, said church workmen were the first to see the community need for tutoring schools for drop-outs and programs aiding alienated youth and the "hippie" population.

Organization Flexible

Dr. Cate said CAP programs were able to step in and fill those needs because of the flexibility of the organizations.

"UGN agencies are doing a good job. Their budgets are carefully examined by competent board members. But established agencies are not fluid enough to take up challenges being presented by a changing community," said Dr. Paul S. Wright, who is co-chairman of the campaign, being called the Genesis

Funds Crusade. Other co-chairman is Msgr. Thomas J. Tobin, vicar general of the Catholic Archdiocese of Portland in Oregon.

Campaign spokesmen said they did not see current CAP programs as those of a "social agency" — but rather ordinary people relating to other people. We're not agency people relating to clients."

Comment was made on some of the bad publicity received by one of the church-sponsored projects — the Charix coffee house, located in a downtown Portland church.

Charix Popular

Dr. Wright said trouble developed when the Charix became so popular workers were unable to handle huge crowds flocking to the coffee house.

He said the Charix remains open on a limited schedule and that the program is in the process of being restructured. Funds raised during the Genesis Crusade will be used

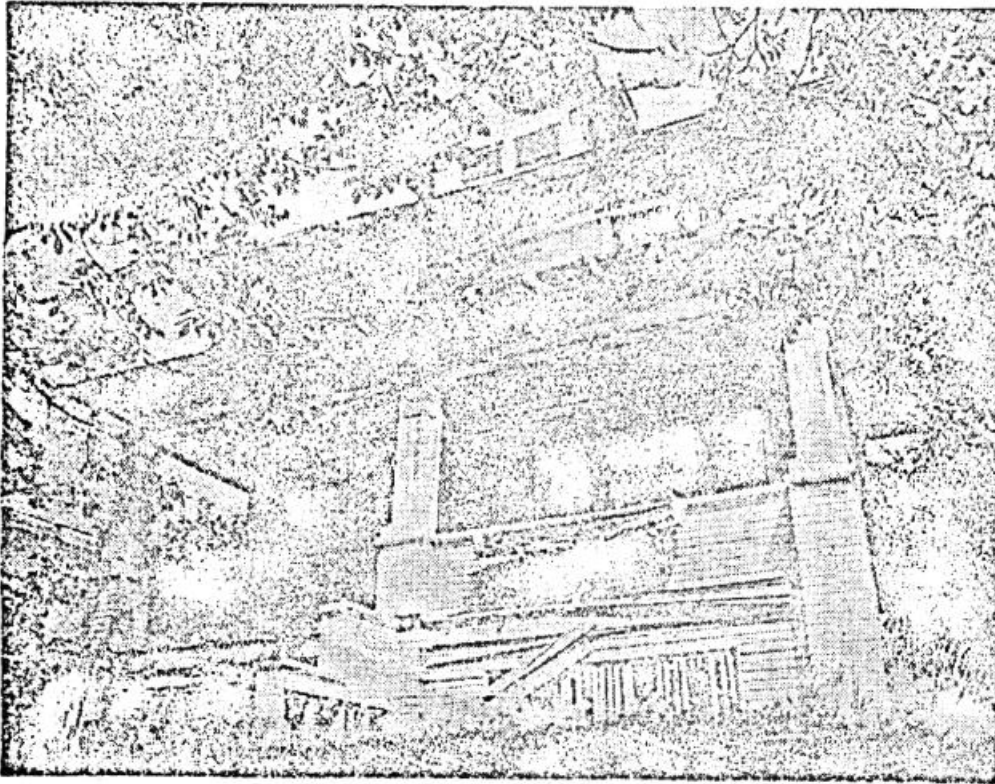
to supplement \$130,000 allocated annually from the council's budget for CAP programs and other Urban Christian Action projects.

Honorary chairman for the crusade is Harold H. Cake, president, Equitable Savings & Loan Association. Treasurer is Roger A. Emrich, vice president and controller, First National Bank of Oregon.

Msgr. Tobin said church congregations will be approached to contribute to the campaign and church workers will attempt to reach others in individual parishes. It is also hoped response will be received from local foundations, business establishments and from "wherever we can find help."

To benefit will be C-CAP in the Albina district, East-CAP in southeast Portland, Hub-CAP in the downtown area, North-CAP in north Portland, and Snow-CAP in the eastern area of Multnomah County.

Other agencies and programs include the FISH emergency services program, the Youth Ministry which works with alienated youth and runaways is developing Housing which is developing plans for large scale efforts to provide more housing for low-income families, the Opportunity School and Operation Contact to work with black high-school drop-outs and the Highland Community Center.



EXTENSIVE REPAIRS will be needed to bring this house up to livability, although it is basically sound. It is one of five being

renovated and sold to low-income families by John Wesley Housing, Inc., under federal program.

Housing Act Provides Solution For Some In-Between Families

By **RICHARD COLBY**

Staff Writer, The Oregonian

Where does a family move when its income is high enough that it no longer qualifies for space in public housing — but still is too low for it to afford a home in the open market?

Several non-profit corporations in the Portland area and Oregon are providing an answer: "221-H."

That is the section of the National Housing Act which provides for 100 per cent underwriting of the corporations' purchase of homes, old but repairable, and after fixing them up, reselling them to financially crimped families at 1 to 3 per cent interest on mortgages.

These mortgages, all for 30 years and limited to \$15,000, after purchase and repair, are repurchased by the Federal National Mortgage Association (known to the corporations' personnel as "Fanny May").

Interest Flexible

The buyers' minimum down payment is \$200, and each is expected to devote about 20 per cent of his monthly income to payments. If the payments based on 3 per cent interest are above the 20 per cent level, the buyer may pay 2, or even 1 per cent until his income rises to where he can pay 3.

Families that still cannot manage 1 per cent are recommended to other housing programs.

The effect of 221-H, say corporation representatives, is to place homes within buying reach of families that ordinarily would be unable to buy, thereby increasing their economic power as they build up equity.

Other less tangible factors include social and psychological well being along with community interest, say the representatives.

Continued

Continued from
Housing Act Provisions
for Some
"Between Families"

Journal, Aug 3, '69

Corporations Started

Thus far, 15 such corporations, many of them formed through church groups, have set up 96 homes for purchase by low-income families.

Three of the organizations, all in Portland, have sold a total of 17 homes. Two are working on many more in groups of up to eight houses each, said Paul Timmins, of the Federal Housing Administration, which oversees the 221-H program.

The two Portland corporations continuing are the East Central Nonprofit Housing Corp., an adjunct of East-CAP, and Easter Dawn Corp., which sprang from a group of civic-minded individuals in the Albina district. The former



PATRICIA ROBINSON

has operated chiefly in Southeast Portland.

Another corporation, the Woodlawn Methodist Improvement Corp., has placed one home on the market following repairs, and will place a second next week. Another, Laurelhurst Action Program, Inc., completed sale of six homes two months ago and is considering further sales.

Still another, John Wesley Housing, Inc., affiliated with the First United Methodist Church, is also completing its first phase of five homes repaired and on the market, most of them within the north and northeast sections of Portland. Future plans include southeast Portland, too.

The corporation is planning an open house Sunday from 2 to 4 p.m. at the five houses: 121 NE Mason St., 3608 NE 7th Ave., 5020 NE 8th Ave., 4406 NE 14th Ave., and 4823 NE 18th Ave.

All are about 60 years old and three have stood vacant for some time. Two will need extensive repairs, including flooring, painting, plumbing and wiring. The corporation plans another open house when the rehabilitative work is completed in September.

The "expediter" for John Wesley, Inc., Miss Patricia Robinson, is the sole full-time staff member for the corporation, which also has a volunteer lawyer, architect, accountant and real estate agent.

Miss Robinson, who was graduated a year ago from the University of Oregon in political science, returned to Portland from a European sojourn when she decided to become involved in social action somehow related to urban affairs. She joined the organiza-

tion in March, as it swung toward its first purchase of homes.

Miss Robinson has been searching for houses basically repairable but still within the economic range of the low-income families and the \$15,000 maximum price.

When she locates one for sale, she contacts contractor George Smith who looks over the house and gives his estimate of repair costs. Everything which could conceivably go wrong, costing the buyer a substantial sum, must be repaired by Smith beforehand, since John Wesley buyers cannot be expected to be able to afford it, she observed.

Furniture "Banked"

Along with her house-hunting and a tremendous amount of paperwork required by the FHA, Miss Robinson has been trying to set up a "furniture bank," since many prospective buyers do not have their own furniture. The corporation has made an agreement with a local charitable organization for the repair of the donated furnishings.

Now, she is looking for a donor with a vacant store or warehouse space for the corporation to store and display the furnishings.

The corporation office has been housed since Thursday, in the Hughes Memorial Methodist Church at 111 NE Failing St.

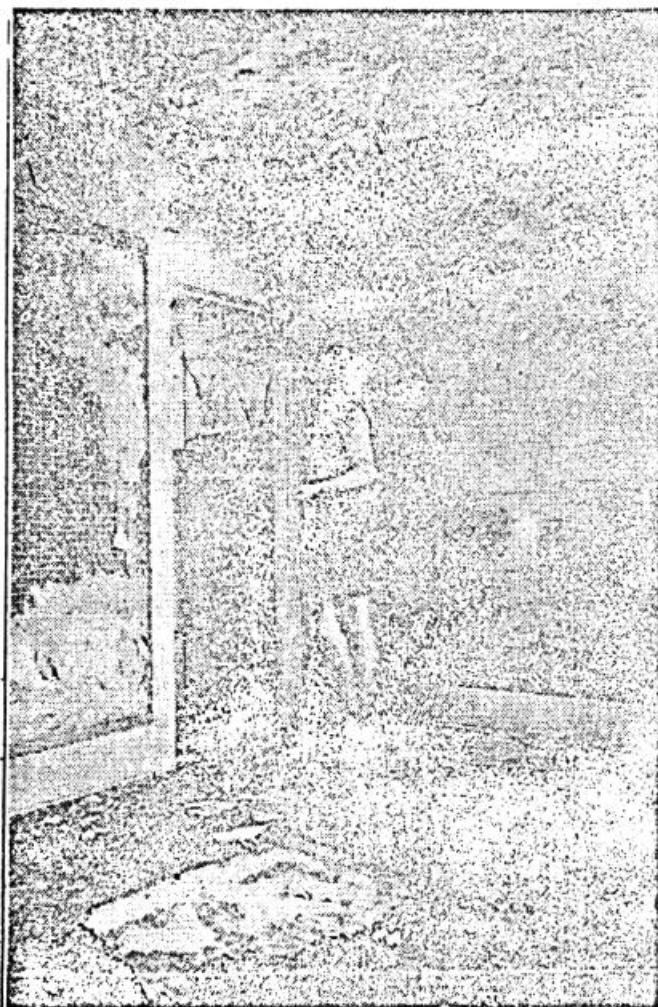
Louis Perry, former president of Whitman College and a vice president of Standard Insurance Co., is John Wesley Corporation president. For the organization, and for the 221-H program, he sums up:

"It's an effort to show how volunteers can work in a free society." With Perry on the board of directors are a dozen citizens from a variety of occupations who help direct its activities.

Goals Set

Perry said he expects the corporation to continue phases of buying, refurbishing and selling "until we run out of houses." He said the group's goal is doing this at the rate of five to eight houses a month.

Applicants for the houses, he fears, may outstrip the supply. "We anticipate it's going to be tough to decide," he said, based on the experiences of other 221-H corporations. The present low-income housing shortage in Portland will make the problem even more acute, he feels.



PATRICIA ROBINSON, expeditor of John Wesley Housing, jumps to peel sagging paint in structure for renovation.

Vancouver Attempts To Salvage Program

By WALLY MARCHBANK

Staff Writer, The Oregonian

VANCOUVER, Wash. (Special) — The future of Vancouver's Neighborhood Development Program, an intricate plan to revitalize blighted areas through federal aid, appeared shaky this week but another attempt will be made to salvage months of work that have gone into it.

A general misunderstanding and lack of knowledge of the requirements of the program, as laid out by the federal Department of Housing and Urban Development, appeared to be the cause of flagging interest in the program, according to Less Applegate, director of Vancouver's Department of Community Development.

Restrictive state laws that require detailed urban renewal plans before projects can be executed are also a factor, John Whitridge, of Consulting Services Corp., of Seattle, told the City Council Tuesday night. Whitridge, the project director, asked the councilmen for additional time for his firm to complete plans for two areas in the city, the Hough and Washington neighborhoods.

The council granted the planning firm an additional four weeks to complete project plans. Meanwhile councilmen asked that a simplified form of the project be presented to them in writing "so we can understand what's happening."

Applegate told the council that earlier in the program he had been enthusiastic and had envisioned great progress in

the two older city areas. He said his attitude had been changed by a general apathy on the part of property owners in the areas.

Interest Scant

"There is some interest in certain areas," Applegate said, "but the property owners are the ones who can make the program go, and they just don't show much interest. We don't encounter hostility, just indifference," he added.

A resident of the Hough area, Richard Davies, denied that property owners are apathetic. Davies told the council that the program "smacks of urban renewal and that still has a bad taste to most of us."

Davies said Hough residents want to know how much the program will cost them and their families. "We're not apathetic but we don't know what's going on. We're not indifferent, gentlemen, we're just plain scared," he told the councilmen.

Whitridge said Washington laws require detailed urban renewal plans be drawn before the project can be executed in either neighborhood. That, combined with a lack of understanding of Department of Housing and Urban Development requirements, has kept the program from moving ahead, he said.

Representatives from the federal department were scheduled to attend the council meeting to answer some questions but they failed to show up.

Senior Citizens Picket + Against Housing Code

VANCOUVER, Wash. (Special) — Placard-carrying senior citizens marched in front of City Hall Tuesday to protest what they claim is an unfair housing code.

The token demonstration was a prelude to three hours of speechmaking at the City Council meeting where about 20 speakers attacked the code and asked the council to repeal it.

One of the leaders of the group of protesters, Bill Hughes, manager of a Vancouver trucking firm and a former candidate for Con-

gress, asked the council members if they were "so bogged down in bureaucracy that you can't hear the voices of the poor."

Hughes told the councilmen some provisions in the code were "ridiculous." He said parts of the code governing such things as height of a ceiling and condition of linoleum floor coverings were unfair to senior citizens who could not be expected to bring a 1920 house up to 1969 standards.

Hughes said older citizens were afraid to report minor violations of the code for fear "the dictatorial building department of the city" would condemn the whole house.

Hughes also attacked the right of entry of building inspectors as illegal and unconstitutional.

After listening to speeches about three hours, the council voted to delay action until July 15. Meantime, a citizens committee composed of some of the protesters will work with the city staff to change parts of the housing code.



SIGN THAT once announced grocery specials for customers of Burlingame Market Saturday proclaimed demise of "friendly neighborhood store." Young Mike Taggart, popular market manager, attributed "death" to ever-busier streets that allow no easy access for shoppers.

WHAT'LL WE DO?

'Progress' Dooms Neighborhood Store

By WALLI SCHNEIDER
Journal Staff Writer

This is an obituary on a grocery store.

It dies Saturday night.

Oh, Burlingame Market isn't a fancy brick superette or anything. It doesn't offer three kinds of marinated mushrooms or a shiny glass case full of gourmet cheeses.

IT'S A compact, clean little place that has 49-cent-a-pound hamburger, a world of cold cereal and rows of five-for-a-dollar vegetables.

But, if you're elderly, as about half the customers are, and you've only got change enough for four ounces of hamburger, it was a place you could buy four ounces of hamburger "and nobody laughed."

If you were on a dwindling budget (maybe even making do on food stamps) and you couldn't afford any food for that "old dog I knew I couldn't afford to keep but couldn't stand to part with", the butcher always just "happened" to have a package of scraps.

IF YOU were sick or bed-ridden or "just plain old and tired," Burlingame Market would deliver your groceries — a service it never advertised, just took pride in.

And maybe, one day, you would have been in Mrs. Ellen Story's shoes.

"I walked to the store," the pint-sized, smiling widow related. "It's quite a piece but I had to walk. And it rained real hard. I was just soaked. And, I've got to admit it, I was tired. Why, when I got there, Mr. Taggart, the manager, he just took one look at me and bundled me up and sent me home in a taxicab. He did that kind of thing with his own money."

"And now," she said sadly, "he'll be gone. And so will the store. I don't think we'll starve, but tell me, lady, what'll we do? I can't walk to the big stores. And I can't afford the prices at any other little one. I'm awful upset."

EQUALLY upset is Mrs. Doris Walker, an older woman with an invalid husband who counted on the "boys" at the Burlingame Market to deliver her groceries.

"I had to sell our car," she said. "And I can't carry very much when I walk home from the store. This market meant survival to folks like us. We're going to have to sell our house and move."

Burlingame Market, situated at the intersection of SW Terwilliger Boulevard and SW Taylor's Ferry Road, has been put out of business by progress.

Facing Terwilliger, an increasingly busy thoroughfare clogged morning and evening with motorists from Lake Grove, Lewis and Clark College, Lake Oswego and West Linn, and bordered on the south by Taylor's Ferry, a favorite offshoot from Macadam Boulevard below, it has become almost inaccessible to shoppers.

WOMEN motorists admitted they were afraid to try darting into the store's parking lot, cutting across heavy

traffic. And once in, as one wailed, "We couldn't get out."

"Without access," shrugged young Mike Taggart, the good-looking blond store manager who has been a favorite to every customer, "we haven't got business. And without business, we haven't got a store."

Owned by Quality Foods Corp., but pretty independently managed by Mike and a small, but hustling crew, the Burlingame Market this weekend boasted a sign: "Went Broke; 20 to 30 per cent off."

"This kills me, too," Taggart admitted. "For one of the first times in my life I've really gotten involved with these people who shop here. I don't want to see them get hurt. Like Mrs. Story. What is going to happen to people like her? I'd do anything in my power to keep the store open."

BUSINESS, however is business.

The store's closure sign didn't mean much Friday night to motorists as they stacked up along Terwilliger hurrying to get home. They hadn't stopped at the market before. They didn't stop then.

To the older customers, like Ellen Story, Mrs. Rena Beam, Mrs. Doris Walker, and to young mothers on budgets like Mrs. Nathan Singer, it was a crisis.

"Someone has got to do something," Mrs. Singer urged. "Maybe the city could fix the street behind the store, SW Carson, so people could drive in there. Maybe we could all get together and protest. Maybe..."

THE CITY has no responsibility to improve the street Mrs. Singer mentioned. The clientele of the Burlingame Market is a little old to march anywhere in protest.

The market dies Saturday night.

Its demise will be attributed to progress.

+
113

MEMORANDUM

March 28, 1969

To: Mr. Edward D. English, Acting City Manager
From: L. L. Applegate, Department of Community Development
Subject: Neighborhood Development Program

Proposals for improving the living conditions in substandard areas of the City are being developed in our application for federal assistance under the Neighborhood Development Program (NDP). This program is new (approved August 1, 1968), and was designed to overcome some of the objections and problems of conventional urban renewal project activities.

Generally, there are three types of urban renewal activities authorized:

1. Clearance & redevelopment
2. Rehabilitation & conservation
3. Code enforcement areas

We have selected the second type - based on the conditions in the Hough and Washington Neighborhoods and the need for improving residential living conditions.

The NDP is labeled an ACTION program - and designed to permit early rehabilitation and development activities, yet permitting planning concurrent with rehabilitation and rebuilding activities. The program recognizes the need for the early provision of public facilities and social services (i.e. neighborhood centers) to encourage private investment and stimulate citizen interest.

FINANCING: HUD provides financial assistance in the form of loan and grants for 3/4 of the net project costs to assist in carrying out an NDP. The undertakings may be in one or more urban renewal areas (not necessarily adjoining) that are planned and carried out on the basis of annual increments. Normally, HUD will make a reservation of funds for one year in advance of the action year, provided funds are available and local program performance is acceptable to HUD.

LOCAL GRANTS-IN-AID: Supporting facilities, such as the central fire station, and project improvements, such as street lighting, are eligible to finance the local share (1/4 of the net project costs for Vancouver). To be eligible, construction must have started not more than three years prior to HUD authorization of the first contract for the NDP, and which is benefited by the improvement for which credit is claimed.

Memo to Edward D. English
March 28, 1969

page 2.

We have proceeded on the basis that our local share of NDP costs could be financed without any cash from the City. Some facilities, such as arterial street improvements, street lighting, et cetera, are already completed. Other facilities, such as the new fire station and Rosemere Neighborhood Center, will produce more potential credits. This financing limits our capability and flexibility, although we may expect additional credits from force account work if the work is begun prior to the end of the action year.

PROGRAMMED ACTIVITIES: A key element of NDP is its focus on the programming and timing of activities, in order to achieve systematic accomplishments. The actions are limited to a designated area that qualifies under both federal and state requirements. Two renewal areas and one project area are proposed for the first year, as follows:

	<u>Renewal</u>	<u>Project</u>
Washington	88 acres	25 acres
Hough	145 acres	none

The boundaries and objectives were presented to neighborhood groups and the City Council (see plat and development objectives attached).

Since planning and project execution activities would take place simultaneously, especially in the early years of the program, it is considered advisable to select renewal areas large enough to justify the action and project areas that are small enough to be completed in one year.

The application is prepared annually and submitted 90 days prior to the intended beginning of the action year. We proposed to submit our application by August 1, 1969; however, some delay may be necessary because of changes required to satisfy the federal government. If we are limited to one renewal area, we must decide which area provides the maximum benefits. A comparison of the advantages and disadvantages was presented to the Council on March 11th (copy attached).

The planning in most states may utilize the "Basic" approach; however, in Washington State we must use an "Alternate" approach which requires a "Development" Plan, plus urban renewal plans for specific activities in specific project areas. We had hoped this requirement would be changed; however, it must now wait until the next Legislative Session.

In the interim we are faced with doing NDP without using urban renewal authority until an urban renewal plan is approved. (See legal opinion from Seattle, February 20, 1969.) This limits our activity and, therefore, we should rely upon city activities until NDP funds can be approved.

LLA:mg

1-PLATS

5 Attachments: 2 Area characteristics
3 Development objectives
4 Comparison - Advantages

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COLUMBIA REGION ASSOCIATION of GOVERNMENTS

429 S. W. 4TH AVENUE • SUITE 500 • PORTLAND, OREGON 97204 • (503) 226-4331

CLACKAMAS COUNTY, OREGON
Cities in Clackamas County

CLARK COUNTY, WASHINGTON
Cities in Clark County

MULTNOMAH COUNTY, OREGON
Cities in Multnomah County

WASHINGTON COUNTY, OREGON
Cities in Washington County

August 29, 1969

To: David Eccles, Commissioner of Multnomah County

From: Joice Booth, Economist

Subject: Operation Breakthrough

We feel that Operation Breakthrough has been badly, even carelessly, handled and we want to register a loud and angry protest. The handling of the program has been characterized by lack of publicity, lack of information, lack of clarity, lack of coordination and maximum confusion--so much so that it might have been more properly called just that--Operation Confusion. Let me explain our experience with it and let you judge for yourself the extent of our trouble with it and whether or not these problems should have occurred.

We first heard of Operation Breakthrough through a series of three releases dated May 8, June 4, and July 11, but received on June 11 and July 22. They are enclosed. None of these stressed urgency, none contained instructions, and none suggested that further information could be obtained by writing someone or someplace. All stressed participation at the local level. Our impression was that when specific details of the program had been worked out, we would be duly notified.

Interested in the program from the start--that is, from June 11th when we first heard of it--we began notifying others of its existence. We called architects, builders, developers, and mobile home and prefab manufacturers, discussed the program with them, sent them what materials we had, and promised to set up a meeting between them and a representative from Operation Breakthrough as soon as we had been notified that HUD was ready to move on it. We also called all planning agencies in the area about potential prototype sites and the required relaxing of restrictive building and zoning codes.

On July 31, we attended a HUD meeting in Seattle. Among other subjects, we discussed our activities on behalf of Operation Breakthrough. It was then that we first heard of the September 19th deadline. To say the least, we found the news disturbing. Immediately upon our return to Portland, we called Oscar Pederson of the FHA, a prime mover in this area. We asked him to help us set up a region-wide meeting with press and television coverage to assure maximum participation. He told us that: 1) he had received inquiries, too; 2) he knew the man in San Francisco who was working on Operation Breakthrough; 3) he would make the contact; and 4) that he would see to it that we got the RFP and other pertinent materials. He asked us, in essence, to wait, and we did.

August 29, 1969

Between then and August 20 we made repeated calls to Mr. Pederson's Office. We were unwilling to go over his head because of his position in the area. However, the material he had forwarded, a letter from Mr. Finger dated June 23rd, was inadequate to our needs (it did not tell us what to do) and the people we had been dealing with were getting restless. Finally, on August 21st we were told Mr. Bradford would be in Portland at 10:00 on the following day. This short notice, of course, precluded both the press and television coverage we had planned on, and wide participation even among those we had been dealing with.

The meeting turned out to be a real eye opener. First, we were told that Washington, D. C. knew of no interest in the program on the part of Oregon. Secondly, we were told that the Operation Breakthrough officials were working directly with state representatives. And, thirdly, we were told that we should have done the same. Well, quite simply, we literally could not have done so. We knew absolutely nothing of such an arrangement. How could we--not one single news release sent us from HUD mentioned it, and not one HUD person we talked with mentioned it, although several knew what we were doing and the extent of our involvement.

On Monday August 23rd we called Paul Timmons of the FEA. He had been assigned by Oscar Pedersen to handle Operation Breakthrough. We were told, and this was the final straw, that if we didn't win, it didn't matter because everyone would ultimately profit. Undoubtedly, but no one enters a race expecting to lose and you do not tell a man who has been struggling to get to the starting line that it doesn't matter whether he wins or not. Of course, it matters!! It matters very much. It especially matters when he has not been given a chance to get to the starting line.

It makes no sense to us that councils of governments were excluded from participation in Operation Breakthrough, and especially that they were not kept properly informed. If they were to be bypassed for state appointees, they should have been so notified. Obviously, councils of governments were likely centers of influence given their involvement in planning and housing and their position as HUD designees for coordinating these activities within the metropolitan area. We represent over a million people and were likely recipients of requests for information and instigators of action programs. At a minimum, we should have been sent a bulletin describing the governmental mechanics of the program. As a coordinating aid, we should also have been sent information on the rules, regulations, and deadlines pertaining to the actual submission of proposals, and several copies of the RFP itself.

Commissioner Eccles

-3-

August 29, 1969

In summary, we not only feel that the handling of Operation Breakthrough was bad, even careless, we also feel that Oregon in general and this metropolitan area in particular were treated in something less than a businesslike manner. For all practical purposes, we have been ignored, and, it would appear, our efforts overlooked.

It is almost impossible for us to participate at this late date, but we would still like to. We have the creative talents, raw materials, and space. What we do not have now is time. To effectively compete, we would need to have the deadline extended to October 19th. We feel certain that you will agree, after reading the foregoing, that the treatment we have received to date constitutes an "extenuating circumstance," sufficient to warrant an extension of the deadline.

Sincerely,

Joice Gossett Booth
Economist

JGB/pv

Enclosures

The Outlook for Breakthrough

There are some reasons why Breakthrough may not work. In-Cities (a HUD program introduced during the summer of 1968 and in many ways similar to Breakthrough), HUD's instant rehabilitation, and federal programs supporting pre-fabricated housing during the late 1940's were all programs involving a systems approach, but the results were far short of the claims made during promotion of the programs. Work on model building codes has been in process for 30 years, yet Breakthrough is asking for reforms in several local codes within a few months. Romney's program depends heavily on coordination among governmental jurisdictions at the state and local levels for housing surveys, code reforms, and assembly of sites. Cooperation among housing organizations at the local level is rare. The coordination that HUD calls for is more complex and is unlikely to develop merely on request from HUD. This kind of coordination requires money, manpower, time, and agency self-interest; HUD has held out to local governments only the chance of funds for some of HUD's other programs, which are yet to be funded by Congress, and information, which is available from already understaffed HUD authorities. Some sections in the guidelines for Breakthrough promise a wide variety of local participation, and yet adjacent sections appear to say that most of the prototypes and the hoped for construction will be dealt with by a few national firms and lenders who are a long distance from housing sites in local communities. If the latter is actually the case, local leaders in banking, construction, labor, government, and neighborhood organizations are likely to be united and insurmountable in their opposition to HUD's new program.

The optimistic prospect for Operation Breakthrough is that it may provide the direction and momentum necessary for different kinds of private and public organizations to bring major changes in housing techniques, materials, processes, and products. The space program has indicated that such a national commitment can be vastly successful.

Given the obstacles to Breakthrough's goal of increasing the production of sound, economical, and exciting housing for low- and moderate-income families, HUD is to be commended for even attempting to muster the imagination, resources, and persistence required to attain such a goal.

—Richard B. Spicer

Richard B. Spicer recently joined the ASPO staff as a Senior Planner. Previously, he worked for the Bureau of State Planning, State of Wisconsin. He is currently working on his dissertation for a Ph.D. in planning at the University of Wisconsin. Two other new ASPO staff members are Mary Brooks, recently graduated from Ohio State University with an MCP, and Carol Hanson, a graduate of the University of Illinois with a major in journalism.

APPENDIX 9
CONSTRUCTION INDUSTRY

Oregon City trio plan to build assembly line produced homes

OREGON CITY (djc)—The owners of Willamette Cascade Corp. here hope to do for low cost home building what Henry Ford did for the infant automobile industry—cut costs by mass production.

What Willamette Cascade's three owners believe possible is building an entire home—ready to be placed on the foundation—complete with three bedrooms, two baths and wall-to-wall carpeting all for only \$14,500 installed.

And according to Fred Turrentine, vice-president and engineer for the fledgling firm, if mass production works and the

market responds, costs can be cut even more.

Willamette Cascade is owned by a trio of young men and one member of the so-called older generation. They are Howard Collins, 34, secretary; Tom Funkhouser, 30, treasurer; and Turrentine. President of the company is 50-year-old Harold Burkitt, however, he is inactive in its actual operation.

The company got its start from an idea hatched when the three younger men, at that time operating a cabinet shop, began thinking of ways to meet the housing demand at the lowest possible costs per home. Their answer was to hold down labor costs, although they admit it's not a new idea.

To do this, they struck on the idea of assembly line construction.

When the houses roll off the assembly line they will be loaded on trailers and hauled to the owner's site where the foundation will have been constructed. The two sections will be bolted together, the inside door casings installed and the house will be in business.

"Because so many of the jobs will be routine, we don't feel we need journeyman carpenters at every job," Turrentine said. "We just want people who want to work and want to do a good job," he added referring to the semi-skilled or unskilled job potentials the company holds.

Prototype debut

The company is now rushing to complete its first prototype model, due to be debuted on Nov. 8. Included in the 24 by 28 home will be built in appliances, modern heating system and an electric fireplace.

The prototype model uses standard construction techniques throughout according to Turrentine. He said it even exceeds code in many areas. Much of the company's future plans depends on the reception of the prototype. If the model goes over, the company will locate and build a fully equipped factory production.

Also included in future plans is an even smaller model, 24-40, which should cost less than the current standard size model.

Turrentine said the reception to their idea has been good and they have been encouraged by other builders, the Clackamas County Planning Dept. and many other persons.

All in housing squeeze

It is not news that inflation and soaring interest rates have increased the cost of new housing as well as diminished the pace of home building. But the homeowner, even one with the mortgage paid off, who thinks those

TUESDAY, SEPTEMBER 23, 1969

seeking new homes are the only ones feeling the impact of this squeeze is fooling himself.

Bill Lamb, president of the Oregon State Home Builders Association, came out of a West Coast regional conference of home builders, bankers and savings and loan officials last weekend with this statement: "Our current crisis is simply money. Interest rates are high, but money is scarce at any interest rate. The simple result is that the cost of housing to the American public is going to increase rather than decrease."

As any real estate man knows, such a situation in new housing is reflected in the market value of existing housing. The rapid increase in building and mortgage costs has been an important factor in the increases in price tags on houses for sale.

This may please the owner who has a house for sale, but it should be a matter for concern to those thousands who intend to go on living in the house they own. The latter will certainly find that the taxable value of their homes—and therefore their property taxes—will rise in relation to the higher building costs and sales prices. Oregon assessors are required by law to measure the value of property in relation to the level of market sales of similar property.

The chain is inevitable: Interest up, costs up, sale prices up, property taxes up.

A way to break the new housing jam should therefore be everybody's concern.

lic spiral

due to appreciate in value at current rates, a large supplier of credit local builders said volume operators re estimating cost increases of 5-6 per cent for the next year and builders of 40-60 units are budgeting for 10 per cent higher costs.

Bargaining urged

This lender, who feels housing costs will continue to rise for some time, favors a buy-now decision; however, he advises buyers to be cautious and, if possible, to bargain with their lenders.

"I think if a purchaser can't buy under FHA or VA terms, then a buyer would still be wise to pay today's interest rate if the lender would grant a full payment privilege at any time without penalty or a minimum service charge of 1 to 2 per cent of the original loan amount. This allows the individual to refinance when rates are more favorable.

Historically, rates have fluctuated," he observed, "and if the borrower is locked in at the highest maximum rate for 8 to 10 years, he'll pay a considerable premium if the rates go down substantially."

Split-levels cost

Higher priced units in The Oregonian survey rose \$3,000 between 1968 and 1969. But as with the lower and medium price houses, builders' profit declined both absolutely and relatively in the same period.

The higher price houses, constructed on 85-x-100-foot lots in the Oak Hills development, are split-level (three levels) units with a total of 1,848 square feet.

To the right of an elevated entry hall is a living room and a formal dining room with sliding glass doors opening to a patio. Adjacent to the dining room is a kitchen with breakfast nook.

From the kitchen, one descends to a

FORUM

PORTLAND, OREGONIAN JUNE 22, 1969

3M

MORTGAGE COSTS - \$20,000 HOME

Int. Rate	Ratio of Loan	Amount	Principal & Interest	Term
5-3/4	75%	\$15,000	\$87.54	30
6	80%	\$16,000	\$103.90	25
6	75%	\$15,000	\$89.94	30
6-1/4	90%	\$18,000	\$118.75	25
6-1/4	80%	\$16,000	\$105.55	25
6-1/2	90%	\$18,000	\$121.54	25
6-1/2	80%	\$16,000	\$108.04	25
6-3/4	80%	\$16,000	\$110.55	25
7	90%	\$18,000	\$127.23	25
7	80%	\$16,000	\$113.09	25
7-1/4	90%	\$18,000	\$130.11	25
7-1/4	80%	\$16,000	\$115.65	25
7-1/2	90%	\$18,000	\$133.02	25
7-1/2	80%	\$18,000	\$118.24	25
7-3/4	80%	\$16,000	\$120.86	25
8	80%	\$16,000	\$123.50	25
8-1/4	80%	\$16,000	\$126.16	25
8-1/2	80%	\$16,000	\$128.84	25
8-1/2	90%	\$18,000	\$144.95	25
8-3/4	80%	\$16,000	\$131.55	25
8-3/4	90%	\$18,000	\$147.99	25
9	90%	\$18,000	\$151.06	25

Each monthly installment will carry an additional charge of approximately \$56, covering insurance and taxes.

sidered a volume contractor of low-cost units, one whose scale of operations incorporates important volume efficiencies into the final cost.

Most new low-cost homes — those under \$20,000 — are being built in the suburbs.

The low-cost units in this survey were constructed in Aloha on 75-x-100-foot lots. The houses have 860

taxes and insurance, which in earlier surveys were estimated at about 1 per cent of the loan amount, are now pegged at 1 to 2 per cent of the loan amount.

A National Association of Home Builders survey of builders has shown an expectation that prices of raw land to builders, which increased 11.6 per cent annually between 1965 and 1968

	1968 House	1969 House	Increase
Land	\$2,900.00	\$3,200.00	\$300.00
Excavation	184.00	295.00	111.00
Framing lumber	501.33	818.95	317.62
Plywood	232.00	410.58	178.58
Trusses	469.10	512.89	43.79
Millwork	310.70	453.40	142.70
Windows and doors	305.60	333.95	28.35
Sheet metal work	88.52	100.50	11.98
Roofing	287.20	342.82	55.62
Electrical wiring	352.25	343.00	10.75
Plumbing labor and materials	1,381.00	1,519.00	138.00
Heating labor and materials	389.33	416.00	26.67
Flooring	387.00	421.00	34.00
Concrete work	521.47	664.19	142.72
Wallboard	560.00	587.00	27.00
Siding	355.00	444.00	89.00
Foundations	345.00	451.95	106.95
Insulation	77.30	85.00	7.70
Paint	438.97	515.48	76.51
Cabinets	225.00	266.00	41.00
Garage door	120.00	130.00	10.00
Linoleum, Formica, tile	240.00	280.00	40.00
Labor	721.50	917.92	196.42
Interest	55.82	65.00	9.18
Sales and closing expense	2,372.03	2,274.37	(97.66)*
Profit	1,179.79	1,062.00	117.79
SELLING PRICE	15,000.00	16,950.00	1,950.00

*1969 closing costs lower because builder bid for and received some low discount money.

within the past month, were built from basically identical blueprints.

Variations in no case significantly distorted cost comparisons.

The medium priced houses, both in the Rock Creek development, are split-entry homes on two levels. They are on 80-x-100-foot lots and have approximately 1,200 square feet of space on the main level and 625 feet downstairs.

The main level has three bedrooms, two bathrooms, a kitchen with nook living room and formal dining room.

On the lower level, which is unfinished (framed, wired and plumbing roughed in) each house has a fourth bedroom, bathroom, utility room and activity room. The houses have fireplaces upstairs and downstairs, a sun deck and a two-car garage.

\$6,000 in 4 years

One house, completed March 15, 1967, cost \$22,500; a second completed in April, 1968, cost \$24,500; a third in the same development, completed in the last month, cost \$27,000, an increase of slightly less than 10 per cent a year.

The same house, constructed by the same contractor in the Terra Linda development in late 1965, sold for \$20,950.

With the 1970s expected to be the era of the young-marrieds — those World War II babies have started families of their own — home buying is expected to soar. Thus, even with new government programs helping builders to secure financing, lenders expect the supply-demand picture to keep mortgage interest rates high.

While the home buyer cannot positively assume that the house will con

Medium Cost (Over \$20,000)

	1968	1969	CHANGE
Land	\$4,250	\$4,750	\$500
Plumbing & Rain Drains	1,585	1,755	170
Framing Lumber	1,973	2,375	397
Framing Labor	1,350	1,450	100
Wallboard	941	1,083	142
Fireplace	765	775	10
Paint	695	870	175
Siding Material	630	565	(65)
Siding Labor	292	315	23
Heating	586	619	33
Lino, Formica & tile	531	640	109
Electric wiring	553	605	52
Hardwood Floors	442	530	88
Finish Labor	525	575	50
Finish Material	471	550	79
Built in Cabinets	440	475	35
Roof Labor & Material	453	637	184
Windows & Glass Doors	296	311	15
Outer trim & Frames	316	400	84
Appliances	157	161	4
Insulation	158	164	5
Medicine Cabinets & Fin. Hdwr.	160	175	15
Wrought Iron	209	156	(53)
Garage Doors	130	142	12
Gutters & Sheet Metal	105	110	5
Water Meter	110	110	000
Light Fixtures	125	125	000
General Labor	100	100	000
Pre-sale Cleaning	65	50	(15)
Building Permit	90	93	3
Temporary Utilities	70	60	(10)
Rough Hardware	62	75	13
Misc.	100	50	(50)
Wallpaper	40	00	(40)
Weather stripping	25	26	1
Warranty	25	25	000
Excavation, Concrete Work	2,192	2,522	330
Builders Total Direct Costs	\$21,020	\$23,424	2,404
Profits & Overhead	2,133	2,091	(43)
Sales Expense	1,347	1,485	138
Selling Price	\$24,500	\$27,000	\$2,500

Oregon VA rate

WHAT IS the source of the most reasonable mortgage money in Oregon?

The Department of Veterans' Affairs, State of Oregon.

How much interest does the VA charge?

Four per cent to \$18,500 on a home loan. Effective Aug. 22, the maximum will be increased to \$21,500. Amount above \$18,500 will be charged in rates equal to 1/2 per cent more than the latest VA bond financing costs, a minimum of 4 1/2 per cent. VA's latest bond financing was secured at 4 per cent.

VA charges 4 per cent on farm loan up to \$50,000 and an additional 1/2 per cent above the latest VA bond financing cost for the amounts above \$50,000 to an \$80,000 maximum. Interest rate on the amounts above \$50,000 will be minimum of 5 per cent.

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tion room.

Upstairs and to the left of the entry hall are three bedrooms and a common bathroom. In addition, the master bedroom has a dressing room and a full bathroom.

The house is carpeted and has a fireplace in the living room.

This house, which sold for \$32,500 in April, 1968, now costs \$35,500.

Low-cost units rare

While the actual cost increase of the low-price homes was less than those in the other two categories, the percentage increase, 13 per cent, or 1 per cent a month, was highest of the three groups.

Low-cost new homes are also more difficult to find than are houses in higher price brackets. Only one of Portland's dozen major builders is con-

ed from the kitchen, one bathroom and an uncovered patio. The garage also serves as a utility room.

One house, completed April 20, 1968, in the Greentree development sold for \$15,000; a second house was completed May 25, 1969, in the Yorkshire development and sold for \$16,950.

Closing charges and reserves for

ward to the abundance of material and relatively low prices characteristic of the 1955-65 period.

Thus, in spite of high and rising costs of financing, materials and labor, the consumer who has located the home that appeals to him may still find that a buy-now decision could prove less costly than a buy-later decision.

HIGHER PRICE HOME (Over \$30,000)

	1968 House	1969 House	Increase
Land	\$5,000	\$5,500	\$500
Excavation and concrete work	1,575	1,565	(10)
Drainage	195	168	(27)
Framing lumber	2,900	3,750	850
Windows and sliding glass doors	755	777	22
Finish lumber	25	30	5
Weatherstrip	25	53	28
Garage doors	150	160	10
Hardware	283	00	(283)
Appliances	470	495	25
Electrical fixtures	225	230	5
Miscellaneous	143	153	10
Roofing and gutters	780	813	33
Plumbing	1,150	1,297	147
Heating-sheet metal	587	590	3
Wiring	636	726	90
Fireplace-masonry	696	737	41
Siding	925	1,131	206
Sheetrock	1,300	1,430	130
Painting	595	680	85
Flooring-hardwood-rugs	724	765	41
Insulation	142	150	8
Formica-linoleum-tile	1,070	1,166	96
Shower door, mirrors	175	205	30
Millwork	1,435	1,621	186
House cleaners	40	40	00
Permits	78	117	39
Sewer and water hookup	430	450	20
Construction overhead	760	888	128
Payroll taxes	415	709	294
Labor	2,976	3,338	362
Loan costs	000	461	461
Sales costs	2,851	3,015	164
Total direct costs	29,511	33,210	3,699
Gross profit	2,989	2,290	(699)
SELLING PRICE	\$32,500	\$35,500	\$3,000

as still best deal

Who is eligible for VA loans?

A) Applicants who served in the armed forces for at least 90 days between Sept. 11, 1940, and July 25, 1947, and who were residents of Oregon at the time of entering service or at least two years between discharge and Dec. 31, 1950.

B) Applicants who served in the armed forces at least 90 days between June 25, 1950, and Jan. 31, 1955, and who were residents of Oregon at the time of entering Service or at least two years between discharge and Dec. 31, 1960.

C) Applicants who entered the armed forces as Oregon residents in the post-Korean War period for at least 210 days, any part of which service was after Jan. 31, 1955, unless discharged for service-connected injury or illness before completing such periods of service.

Oregonian,
Sept 23

Judge Bars Plastic Pipe

Order By Board Declared Invalid

EUGENE (AP) — A decree issued by Circuit Judge Edwin Allen has declared invalid a May 20 order of the State Board of Health that allowed the use of plastic pipe in waste disposal systems, drains and vents in single and multifamily dwellings in Oregon.

The order had been challenged by organizations representing plumbing contractors and plumbing unions. The organizations claimed the Board of Health failed to follow legal procedures in issuing its order.

The State Board indicated it will appeal the matter to the Oregon Supreme Court.

Both sides stipulated that plastic pipe would be outlawed on Dec. 1, in recognition of current construction projects in which the pipe is being used.

Soaring Costs Force Mobile Home Sales

SALEM (AP) — If you could buy prefabricated wall units, whole 8 by 10-foot bathrooms, or ready-made kitchens, you might be able to afford a new home.

As it is, only a small minority of Americans can afford a new house built by conventional methods. The average new house costs \$25,000.

So where can you get a new low-cost home?

From the highway. It will come rolling in on wheels, the mobile home, ready to be placed on concrete blocks and hooked up the utilities.

Of course you cannot place it just anywhere. City codes bar them from some neighborhoods. But if you are willing to go where they are authorized, you can save money.

The so-called mobile home usually ends its mobility after the trip to the home site, differing from the camper and travel trailer.

A new mobile home will cost you from \$5,000 to \$18,000. An average one is in the \$3,000-\$11,000 class.

The mobile home builders take advantage of the savings that can be achieved through prefabrication in a factory.

Sales Increase

In case you have not noticed, the mobile home is an important part of the scene. One of every three single-family residences erected these days is a mobile home.

In Oregon there were three mobile home factories 18 months ago. Jack Clopper of the state economic development division, who was instrumental in changing this, says there now are 14.

They are located in small towns.

The factory owners seek a site not too far from an interstate highway and a good source of nonunion labor.

The nonunion labor is important, not only for the lower wages that can be offered in a small town, but also for the freedom from contract restrictions.

Freedom Cited

A typical union contract will keep an electrician, for example, from doing carpentry.

A typical worker in the nonunion plant may be an electrician, a carpenter and a plumber before the mobile home is completed.

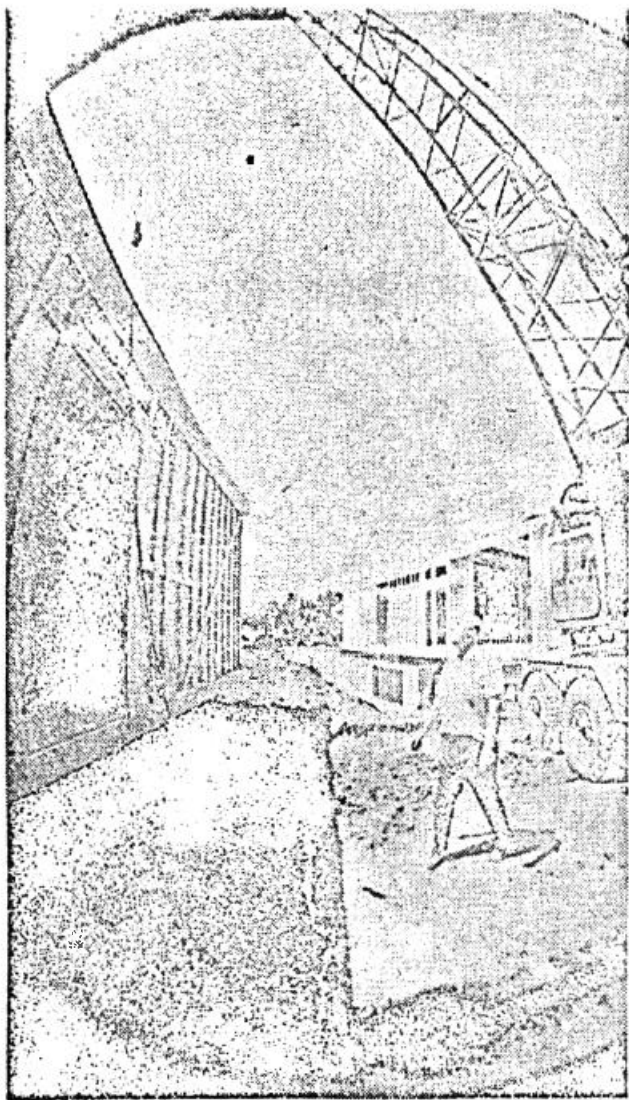
The plants hire men with sufficient education and dexterity to learn the various skills. They train them on the spot.

The typical plant has 135-160 employees and produces five to eight units a day.

For years Boise has been the mobile home capital of the Pacific Northwest. It has 24 plants. Boise has stood still at 24 plants while the new plants have sprung up in Oregon.

Several reasons are involved. In part Oregon is closed to the regional market. And Boise may have exhausted its labor source. To have expanded would have brought on competition for labor, higher wages and perhaps craft unions.

Oregon is an export state. About half of its market is in the state of Washington, which has not acquired one new plant in the 18-month period that Oregon has been expanding. Washington has only three plants. A fourth is expected soon.



FIRST section of three-bedroom home is already in place as huge crane deftly moves second part into position. Dave Thompson, Journal photographer, used fisheye wide angle lens for photo.

'Mod' Homes Cut Building Costs

By ELEANOR BOXX
Journal Staff Writer

The biggest change in housing since Eve came in from the garden is happening right here in Portland.

It's modular homes — instant building. From the time Mrs. Homeowner selects her customized "mod" home, it will be ready in two weeks, including wall wall carpet of her choice. It's so quick she doesn't have a chance to change her

mind about moving a door or cupboard—one of the biggest bugaboos a builder has to contend with.

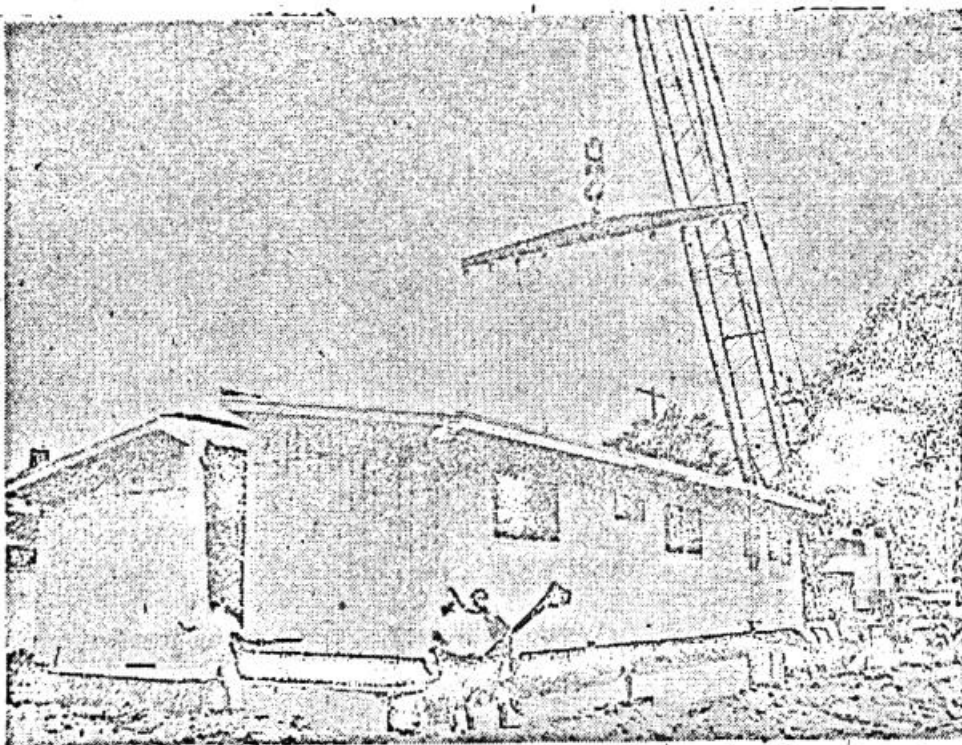
Modular homes are built in sections, then moved to the homesite on huge trucks. During the few days of construction (under cover) the site is being graded and made ready with a cement foundation and sewage hookups.

FOR THE past few years modular homes have been top news, especially in the east where key government personnel believe they are the answer to low income housing. In Portland, Harvey's Medallion Homes has been carving its own little niche in the industry.

"It's customized building with certain restrictions," said K. C. Hildum, executive vice president, "depending on the moving." The law reads that cargo on streets and highways can be no longer than 54 feet, or wider than 12 feet. Operating under a special permit Medallian modules are 12 feet wide plus a 2-foot overhang.

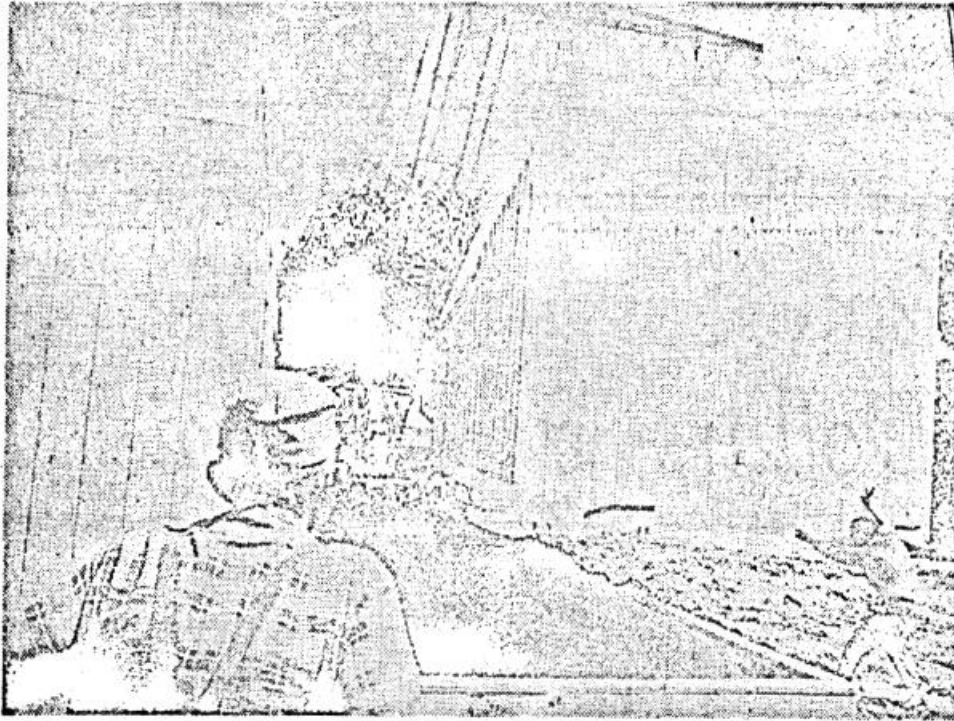
The home which was "set" recently in North Portland was the 58th the company has built since it was organized two years ago. It has three bedrooms, two bathrooms, a fireplace and an open beamed ceiling. In the basement there is a party room and another

(Continued on Page 2, Col. 2)



FIVE MEN gently guide dangling house as crane operator inches it toward foundation. It's ticklish work and brings sigh of

relief from all concerned when it's finally in place. Finished home is 24 by 48 feet, with 2-foot overhang.



OLD-TIMER in neighborhood watches in amazement as "mod" home is eased into foundation at N. Polk and Seneca St. Home has two fireplaces and two baths.

'Mod' Homes Cut Costs

(Continued from Page 1)

fireplace. Total cost, around \$17,000, included the removal of an old house on the lot. It cost \$3 or \$4 a square foot less to build than regular homes.

HILDUM, who has been in construction a good part of his life, believes mods are built stronger than conventional homes.

"They have to be," he said, "because of moving. They couldn't take it if they weren't."

As strange as it seems moduls are an outgrowth

of the first homes man hauled in back of his auto years ago. From those original clumsy affairs and the efficient metal and plastic mobile homes we know today, mod homes evolved.

Although the idea is the same, materials and construction differ considerably. Moduls are different from pre-fabs, too.

"THEY are cut, bundled and shipped to be constructed on the site," explained Pool. "Sometimes, the walls are pre-built. Moduls differ in that they are built exclusively at the factory."

Medallian modular homes are insulated top, bottom and on the sides. All lumber is first grade and precision cut to one sixteenth of an inch, which doesn't mean too much to the lady of the household.

Primarily she is much more interested in the fact that her mod home can

have her own stamp of individuality. Interior designers are available to help with selections of interior-exterior colors, counter tops, appliances, carpets and draperies.

"Within the basic designs they can have anything they want," Pool said, "especially a savings in cost."

Builder Says New Cities Solve Population Crisis

By ALEX AVERBACH

LA Times-Washington Post News Service

LOS ANGELES — C. V.

Wood is a manufacturer. He makes cities. In the process he also makes a great deal of money.

"Look, there are going to be 140 million more Americans in the next 30 years, and they're going to need a place to live," Wood says in a light Texas drawl.

"There are only three ways to grow," he continues, ticking off a personal catechism.

"There's urban redevelopment. That's where you tear down the homes of a thousand people and put in high rise apartments for 10,000, destroying a city's balance.

"There's urban sprawl, just miles of patchwork growth that's ruined every city in America. Developments spring up where they weren't meant to be and the city is always 10 years behind in roads, schools and public services."

Here Wood paused to sweep a contemptuous arm at most of Los Angeles.

"Or, you can build an entirely new city."

New City Built

That's what Wood's company, McCulloch Oil Corp., has done at Lake Havasu City in Arizona and is doing at two more sites.

The company more or less fell into the city building business.

It started in the late 1940s when Los Angeles International Airport was built across the street from a chainsaw and outboard motor plant owned by Robert P. McCulloch. Hotels and office buildings followed and McCulloch's property taxes soared to 2,000 dollars a day.

"He had some land, 3,000 acres, at Lake Havasu and was using it in connection

with testing of outboards in the lake. He talked about moving his plant there, because "you can't manufacture on land that costs you \$700,000 a year in taxes," Wood says.

Wood was then head of his own engineering firm, having just finished building Disneyland.

"We flew over the place and I told him he had to be out of his mind. There wasn't a damn thing there, it was 60 miles to the nearest town — it had only 6,000 people — and there was no road to it.

Ideas Proven

"I told him I'd have my research department prove just how wrong he was. Well, all they did was prove he was dead right."

The two men set up a land company to develop the city and then merged it into McCulloch Oil Co. to take advantage of oil's peculiar tax shelters.

After buying 13,000 acres more to get a city-sized plot of 25 square miles, they started construction.

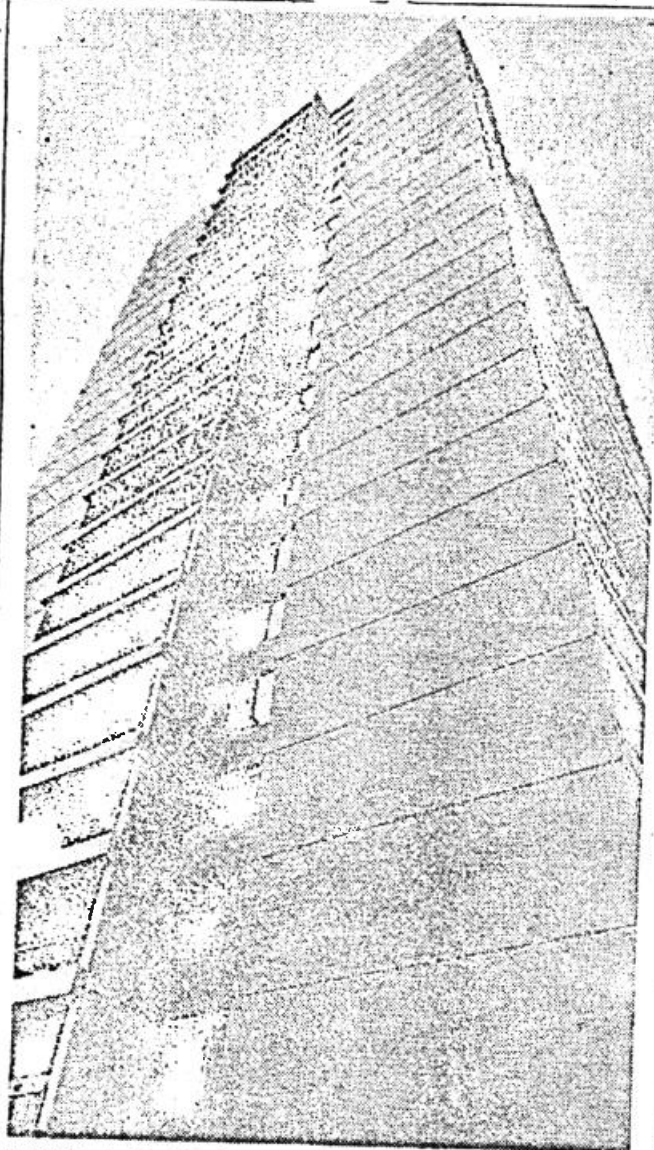
The city, 250 miles east of Los Angeles, has 5,250 permanent residents, a 102 per cent increase in 18 months. Restrictions on housing density will limit its size to 100,000 which Wood expects the city to reach within 30 years.

The highly publicized purchase of London Bridge which will be re-erected at Lake Havasu City next year, should bring five million tourists a year, Wood says.

The company has announced a second city, Fountain Hills, near Scottsdale, Ariz., and has a third, Pueblo West, in Colorado, ready to announce in September.

Wood figures the company can start one new city every two years and isn't worried about competition:

"There's plenty of room for everybody. If America builds 10 new cities a year, that takes care of a million people. We need 50 new cities just to keep up with the population growth."



RENTS in Portland apartments, even in high-rise structures like Portland Center, are "reasonable," operators say.

Apartment Vacancies, Rental Changes Few

Vacancies in apartments and single-family homes in Greater Portland are at the lowest level since Portland General Electric Co. began compiling data on occupancy of dwellings here.

Reports from Fred I. Weber Jr., PGE's manager of area development and research, and from other sources indicate that vacancies in both types of dwellings are at the lowest level for this time of year and that rent costs show no general increase.

Sam O. Plunkett, executive secretary of the Apartment House Association, says "There has been no general increase in apartment rentals in the Portland area that I know of."

"CERTAINLY," said Plunkett, "there is no skyrocketing in rents as in other cities, although adjustments usually take place when apartments are vacated by tenants."

The vacancy rate in this region shows that there is "apparently no overbuilding as there is in other sections of the Northwest."

Said a Seattle resident recently, "The wailing and gnashing of teeth among Seattle apartment owners about plummeting occupancy figures was heard all the way to Portland, I'm sure."

He said many apartment house owners are "frightened" as they look around and see apartments 70, 60 and even 50 per cent occupied, and then see "several hundred new units about to be completed."

"PORTLAND area vacan-

family homes and 7.53 per cent for apartments — a record low for that season. The same areas that showed high vacancy rates in the past continued to do so, however, in the near East Side and the north section of the city," Weber said.

The suburban areas on all sides of the city seemed to have the lowest rates.

"If there is any inference from these figures," Weber explained, "it would be that these suburban areas, which have had a greater number of newer apartment buildings, have been able proportionately to attract more tenants."

"IN MOST sections of the city, it also appears that a high apartment vacancy rate also portends a high single family home vacancy," Weber noted.

He said that "in areas outside of Portland — the Beaverton-Hillsboro area continued to have the lowest vacancy rate on apartments, 6.32 per cent, despite heavy building activity."

Weber said there appears to be no area within 50 miles of Portland in Oregon where a vacancy problem exists, even after a record year of new building.

He noted that "if there is a slow-up in building in the area during the remainder of the year, it does not seem that it will be because of an oversupply of either homes or apartment units."

WEBER SAID that "historically, the housing situation in Portland has been good, with a constant growth rate, and this year is no exception."

Plunkett pointed out that higher taxes, higher building costs, plus high cost of maintenance and many other services that go with running apartments have had effect on the rentals, but that "rents have not gotten out of hand."

He said rents have not gone up in the older apartment houses, "mainly because people do move around very much, and as long as they don't vacate, the landlords are not inclined to increase the rents very much — if at all."

Plunkett added, "There is a good supply of good apartments in the area, and rents range from what may be considered high by some people to reasonable by others."

Perhaps a typical rent for a deluxe high rise apartment is that asked by Portland Center in the new urban renewal area. The rents there range from \$210 to \$265 for a two bedroom unit, "depending on how high up you want to go."

APPENDIX 10

LEGISLATION

This is a brief analysis of Oregon and Washington legislation of the last session (1968-9.) It covers legislation involving housing, both introduced and passed. Included as an addendum is a description of legislative recommendations made by other studies.

The total number of bills (40) analyzed, plus resolutions, are classified in terms of the following eight categories: codes and standards (CS), governmental (G), mobile homes (MH), tax incentives (TI), urban renewal (UR), relocation (R), veterans (V), and miscellaneous (M). The category "governmental" is defined generally as including those bills and amendments which are concerned with the administrative structure and processing of housing legislation. The miscellaneous category includes legislation which relates to housing but does not fit easily into the other seven categories.

Several bills from Oregon and Washington deserve comment with respect to their content and relevance to housing. Both sessions considered timely legislation, paving the way towards comprehensive housing programs.

Oregon HB 1865 created a Housing Division within the Department of Commerce, which has been charged with 1) developing a comprehensive plan for housing and community development throughout the state, 2) developing policies, plans and programs for housing and community development, and 3) certification of housing sponsors and the provision of planning and technical assistance. In addition, the April 30 amendment also provided that 4) the administrator may appoint applicants for trainee positions under the State Merit System and shall include members of

minority groups, and 5) and the formation of an advisory committee or council, composed of at least seven members from metropolitan, small city and rural areas, including representation from both disadvantaged housing consumers and the housing industry.

Two Oregon bills related to veterans loans were passed. Also passed were bills which a) delegate authority to urban renewal agencies for neighborhood projects (HB 1798); b) authorize cities and counties to cooperate with non-profit housing sponsors (HB 1661); c) authorize counties to enact housing code ordinances affecting buildings designed or intended for human habitation and to create an advisory and appeals board (HB 1368),; and e) provide tax incentives for home improvements (SB 158).

In the Washington legislative session, the Washington Housing Act (Engrossed HB 516) was referred to the Rules 2 Committee. This act when implemented and coupled to the State Planning and Community Affairs Agency, would provide for housing in a manner comparable to that under Oregon's Housing Division. The central responsibility of the director of the agency, as authorized by the bill, would be to certify regional housing development corporations (where area needs exist) which in turn would provide planning and technical assistance, conduct research, make loans to qualified housing sponsors to pay for preliminary expenses, or directly sponsor housing projects and acquire land where those needs exist. A Washington State Housing Advisory Board would be appointed by the governor to represent consumer interests.

Senate Bill 570, which involves low-cost housing, is a sister bill to HB 516 discussed above and includes provisions, if passed in the coming

session, to encourage the construction, rehabilitation and conservation of low-cost housing.

Senate Bill 474 covers existing and proposed new housing for migrant farm workers. It requires that such housing meet standards established by the State Board of Health. Upon passage, the bill was effective immediately.

A brief description follows of all housing-related bills introduced in Washington and Oregon legislatures this past year. The descriptive material is followed by an Index or listing of the bills cited above.

This appendix concludes with a listing legislative recommendations made in other studies.

SUMMARIES OF OREGON LEGISLATION

<u>No.</u>	<u>Code</u>	<u>Title & Summary</u>	<u>Status</u>
HB 1864	(UR)	<u>Urban Renewal Agency Redevelopment Powers</u>	(NA)
Authorizes urban renewal agency to exercise powers of housing authority when undertaking redevelopment project, including areas in one or more neighborhoods, to include planning, acquiring property, assisting in relocating persons in accordance with an approved urban renewal plan, including economic assistance, in annual increments.			
HB 1534	(UR)	<u>Business and Residential Property in Depressed Areas</u>	(Urban Affairs Com.)
Provides for loans to purchase and repair property for residences or businesses in economically depressed urban areas. Places the administration of the program under the Director of Veterans Affairs. Establishes limitation on loan provision, not to exceed \$18,500 for a home or \$50,000 for business property. Creates Oregon Improvement Fund for deposit of proceeds of sales of State bonds; also creates sinking fund for payment of interest, principal.			

HB 1226 (UR) State Assistance to Community Development (Urban Affairs Com.)

Provides program for financial assistance to municipalities for community development to be funded by the issuance of state bonds. Assistance is intended for municipalities for financing community development to include but not limited to urban renewal, urban mass transportation, open space, community facilities and public housing programs and assistance in the relocation of persons displaced by such programs. The Community Development Commissioner to be appointed by the governor, shall accept applications from municipalities for assistance and make determinations on the merits of the applications, for which public hearings will be held.

HJR 17 (UR) Funds for Community Development (Urban Affairs Com.)

Proposes amendment to constitution to authorize issuance of bonds to total \$50 million to provide financial assistance for community development. To be submitted to the vote of the people.

HJR 29 (UR) Loans for Property in Blight Areas (Urban Affairs Com.)

Proposes amendment to constitution to authorize issuance of bonds to provide fund for loans to acquire or repair residential or business property located in economically depressed urban areas. To be submitted to the vote of the people.

SB 399 (UR,G) Housing Finance Fund (Ways and Means Com.)

Establishes a Housing Finance Fund to be used to assist low income families and authorizes use of fund for participation in any suitable federal program. Appropriates a sum not to exceed \$200,000 to guarantee payment of loans made by lending institutions approved by the Planning Division (Executive Dept.) to families for improvement of suitable housing and provides funds for administration. Requires the Planning Division to assist low income families in determining locations, acquiring funds provided by this bill, and technical assistance.

HB 1144 (TI) Home Improvement Exemptions (Taxation Committee)

Exempts from ad valorem taxation true cash value of home improvements not to exceed \$2,000 during any five-year period.

HB 1085 (TI) Home Improvement Exemptions (Tabled)

Exempts from ad valorem taxation true cash value of home improvements not to exceed \$1,500 during any five-year period on a dwelling owned and occupied by the taxpayer.

HB 1614 (TI) Tax Exemption for Home Improvements (Taxation Com.)

Exempts from ad valorem taxation for five years value of assessment increase for repairs to residences which, through said repairs, are brought up to housing code standards, if the true cash value of the residence after repairs does not exceed \$14,000. Certification of the exemption is by the housing codes administrator.

HB 1661 (TI,G) State Cooperation with Housing Sponsors (Passed)

Authorizes the governing bodies of cities or counties to cooperate with non-profit sponsors or limited-dividend housing corporations to provide adequate housing for low income persons. Cooperation includes the powers to sell, convey or lease property to appropriate housing sponsors, create appropriate recreational, educational, sewer or water facilities adjacent to or in connection with housing projects, upgrade or otherwise improve streets, zone or rezone land in accordance with the need, make exceptions from building regulations and ordinances, and generally do all things necessary or convenient to aid and cooperate in the planning, undertaking, construction, or operation of such housing projects. Public hearings will be held when relevant ordinances are considered.

HB 1554 (TI,G) Self-liquidating Urban Renewal Taxes (Passed)

Specifies that division of taxes to self-liquidate urban renewal and redevelopment costs includes division of tax relief distribution made to reduce those taxes.

SB 158 (TI) Home Improvements - Tax Deductions (Passed)

Allows income tax deduction up to \$500 in any one tax year for sums of money actually paid by taxpayer during the tax year for improvement of the exterior parts of the home or land. Applies to tax years beginning after December 31, 1968.

HB 1368 (CS) County Housing Codes (Passed)

Authorizes counties to enact housing code ordinances where such ordinances are not in effect, outside of incorporated areas, etc., and where such ordinances are not later enacted by incorporated cities. The ordinances will apply to all buildings (or portions thereof) designed or intended for use or otherwise used for human habitation and will include standards for space, occupancy, light ventilation, sanitation, heating, exits and fire protection; inspection of such buildings, procedures to determine standards of building conditions, and an advisory and appeals board.

- HB 1247 (V) Veterans Home Loans (Passed)
Increases maximum limit on home loans for veterans from \$18,500 to \$21,500, and farm loans from \$50,000 to \$60,000.
- HB 1621 (V) Reinstatement of Veterans Farm or Home Loan (Passed,
Permits reinstatement of veteran's right to farm or home loan from the Oregon War Veteran's Fund if property subject to first loan is disposed of for compelling reasons not due to fault of such veterans. Specifies that no applicant is entitled to borrow more than the maximum allowed for home or farm loans except when that property becomes that of the applicants spouse as a result of a decree declaring the marriage void or dissolved. (May 22 Amendment.)
- HB 1736 (MV) Permits director of Veterans Affairs, with approval of Advisory Committee, to change interest rate on veteran's farm and home loans within certain statutory limits.
- HJR 33 (V) Veteran -- Farm and Home Loans (Passed)
Proposes amendment to constitution, replacing present two year requirement with one making veterans who have been Oregon residents for five years eligible for farm and home loans from Oregon War Veteran's Fund. Submitted to the vote of the people at the November 1970 general election.
- House Amendment of May 17, 1969 changes HJR 33 to read that credit from The Oregon War Veteran's Fund may be loaned up to 4% or true cash value of all property in the State, to create a fund to be known by the above name to benefit male and female residents of the State who have served in the Armed Forces (U.S.).
- SJR 14 (V) Veteran's Residency Requirements (Status Below)
Proposes constitutional amendment to change residency requirement for eligibility for loans from Oregon War Veteran's Fund for veterans from two years to five years. Refers proposed amendment to vote of people at next regular election. (In Senate Military Affairs Committee.)
- HB 1865 (UR,G) Establishes a Housing Division Within Department of Commerce. (Passed)
The division shall certify housing sponsors and provide assistance to them in the form of planning, technical assistance and information, and make loans and grants to pay for preliminary costs. Housing sponsors shall maintain complete records and submit annual reports to the division. Particular encouragement will be given to programs that lead to home ownership. \$400,000 is appropriated from the general fund for the Housing Fund. \$100,000 is appropriated to the division. Takes effect July 1, 1969.

<u>#</u>	<u>Code</u>	<u>Title & Summary</u>
HB 1865 (Con't)		The Director of the Department of Commerce with the approval of the Governor shall appoint an administrator. Authorizes loans of available state and federal moneys to housing sponsors ¹ to provide safe and sanitary housing to low-income persons and families. The division shall develop policies, plans, and programs for housing and community development, and improve the coordination and effectiveness of all concerned agencies through such plans, act as a central repository for research studies, act as agent of the State in contracting funds for housing and community development, make grants or loans to other agencies, provide advise and assistance. The division shall develop a comprehensive plan for housing and community development throughout the State including an evaluation of both rural and urban needs and an inventory of available resources to meet these needs.

¹Housing Sponsor: Person, corporation, association, governmental subdivision (city, town, county), or state agency which is involved in a housing project or planning, on a non-profit or limited dividend basis.

HB 1865 House Amendment of April 30, 1969

The Administrator may employ applicants for trainee positions under the Statement System and shall include members of minority groups.

The Housing Division shall appoint an advisory committee or council composed of at least seven members from metropolitan, small city and rural area including representation from both disadvantaged housing consumers and the housing industry.

HB 1798	(UR)	<u>Urban Renewal Agencies</u>	(Passed)
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Authorizes urban renewal agencies to carry out neighborhood development programs in one or more renewal areas. The agency will have the power to carry out work or undertaking which a housing authority is authorized to carry out, carry out rehabilitation or conservation work in an urban renewal area, acquire blighted, vacant, or open land, clear any areas required, assist in relocating persons living in urban renewal areas.

<u>False Statements To Obtain Funds</u>	(NA)
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HB 1595	(M)	Prohibits making of false statement to obtain construction loan grants, and prohibits use of such funds for other than specified purposes, (provides for penalties).
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SB 25	(M)	<u>Student Exemptions</u>	(In Taxation Committee)
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Deletes ad valorem tax exemption of married student's housing accommodations at public or private institutions of higher education. Effective Jan. 1, 1970.

11

Summaries of Washington Legislation:

<u>#</u>	<u>Code</u>	<u>Title & Summary</u>	<u>Status</u>
HB 516	(UR,G)	<u>Engrossed House Bill No. 516</u> (Rules 2 Committee) (Washington Housing Act)	

To improve housing condition for persons of low income by certification of regional non-profit housing corporations, the state planning and community affairs agency is designated to coordinate the housing programs of the State by providing information to all concerned governmental agencies on areas in which opportunities for cooperative effort may exist, programs planned or undertaken, to advise and assist housing sponsors, to apply for and receive on behalf of housing sponsors financial assistance, and to the extent that it becomes necessary develop its own low cost housing. The director of the agency shall have the power to certify regional housing development corporations when there is a need in the area proposed and there is no conflict with other existing programs. The directors of said corporation must adequately represent the proposed area of operation. The agency may require the corporation to perform certain specified functions and, with due cause, may revoke the corporation's certification. A regional housing development corporation may provide planning and technical assistance, conduct research, make loans to qualified sponsors to pay for preliminary expenses, disseminate information, or directly sponsor housing projects and acquire land when the need exists. The governor shall appoint a "Washington State Housing Advisory Board" representative of consumer interests which will have the power to disapprove actions of the agency in the areas of certification of housing corporations, disposition of grants, levels of income designated "low income". A housing finance fund is established for support of the poor in accordance with the purposes of this act to enable the department and housing corporations to perform their functions. The director of the State agency may bring suit against any regional housing corporation to enforce the provisions of this act.

HB 44	(UR)	<u>Urban Renewal, Family Tax Abatement</u>	(Rev. & Tax)
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Authorizes tax abatement exclusively for low-income persons or families in run-down or partially run-down rental housing to reduce rents, the responsibility for determination of qualifications residing with the director of State Planning and Community Affairs Department.

HB 45	(UR)	<u>Urban Renewal all Counties</u>	(Local Govt.)
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Local governments may establish an "improvement board" or officer and said board may require owners of dwellings,

<u>#</u>	<u>Code</u>	<u>Title & Summary</u>	<u>Status</u>
HB 45 (Con't)		buildings, or structures determined to be substandard, to improve them. If the owner exhausts his appeal rights and still does not comply with the board's order, the board may have said building or dwelling improved or removed and charge the costs to the owner's tax bill.	
HB 594 (Substitute)	(UR)	<u>Housing, Substandard, Tenant Remedies</u>	(Rules 2 Comm.)
		Provides provisions whereby a lessor may deduct repair costs from his rent if the lessee does not make repairs in compliance with housing codes and sets standards whereby a leesees is guilty of unlawful detainer, rent default, damage to property, etc.	
HB 682	(UR)	<u>Neighborhood Assistance Act</u>	(S W&M Rev.)
		Encourages business to contribute funds to neighborhood organizations for upgrading the quality of human life in impoverished areas by providing a tax credit equal to 50% of the amount of the participation or contribution funds approved by the director of revenue and the director of Planning and Community Affairs Agcy, but excluding the normal activities of banks, savings and trust companies.	
SB 76	(UR)	<u>Urban Renewal - All Counties</u>	(H Local Govt.)
		Authorizes local governing body of a municipality to adopt ordinances relating to dwellings unfit for habitation or use, to create an improvement board or officer with certain responsibilities related to housing standards specified in reordinance(s) such as determining upon inspection whether a building should be repaired or demolished and notifying the owner who may appeal.	
SB 570	(UR)	<u>Low Cost Housing</u>	(Rules 2 Comm.)
		To provide for the certification of regional non-profit housing development corporations by designating the state planning and community affairs agency as coordinator to encourage construction, rehabilitation and conservation of housing by providing information, advice and assistance. The agency shall have the authority to apply for or receive on behalf of involved agencies funds for the purposes of improving housing for low income persons and, in so far as it becomes necessary, construct and develop housing units. The director shall have the authority to certify any agency or corporation as a regional housing development corporation when certain conditions are met. Such corporations may provide planning and consulting assistance to local housing authorities, conduct research, make grants or loans to	

<u>#</u>	<u>Code</u>	<u>Title & Summary</u>	<u>Status</u>
SB 570 (Con't)		qualified sponsors, or directly sponsor housing projects and acquire land when needs are not met by other housing project sponsors. Regional housing development corporations shall maintain complete records and submit annual reports to the agency. The agency shall have the power to bring suit against corporation for purpose of fulfilling the intent of the act. A housing finance fund is established to fulfill the purpose of the act.	
SJR 8	(UR)	<u>Urban Renewal , Ad Valorem Taxes</u>	(Rules 2)
		Provides that at the next general election held in the State, voters may approve or reject the provision that ad valorem taxes may be abated for low income persons or families located within a redevelopment or urban renewal area in order to reduce rents, effect occupancy and provide necessary and related facilities and services.	
SB 79	(R)	<u>Urban Renewal Displacees</u>	(H Local Govt.)
		Authorizes the state or any of its political subdivisions acting in concert and in conjunction with an agency or a participating municipal corporation through the director of the Planning and Community Affairs Agency to pay for actual reasonable and necessary costs for moving household goods and furnishings, to aid in increased rent and utilities at the new location, of up to 20% of the original location's rent and utilities, for a period of one year; A staff to assist low income individuals and families to be provided.	
HB 48	(TI)	<u>Retirement Homes Tax</u>	(S W&M Rev.)
		Authorizes those institutions, e.g., hospitals, libraries, orphanages, operated by federal tax exempt organizations to qualify for State tax exemption provisions, eligibility to be determined by the director of health and the county assessor.	
HB 68	(CS)	<u>Land Development Code Committee</u>	(Local Govt.)
		Authorizes the creation of a temporary land rev., code comm., and citizens advisory committee thereto, to submit in bill form to the 42nd Legislature a code of laws for the comprehensive and orderly development of land in the state; hearings permitted to decide questions of policy.	
HB 795	(CS)	<u>Housing Standards, Ordinances</u>	(Local Gov't)
		Enables local governing bodies of municipalities or counties who discover housing code violation within their territories to designate an improvement board to investigate such	

#	Code	Title & Summary	Status
HB 795 (Con't)		<p>dwellings and if they are found to be unfit post a complaint and notice of a hearing to the owner. After the initial hearing if said dwelling is found to be unfit, the board may require the owner to repair, alter, or improve, or demolish said dwelling. If, after the owner has exhausted his rights to appeal and failed to comply with the order, the board may direct the order to be enforced and make up the cost of improvement or demolition by assessing the cost against the real property or from sale or resale of materials.</p>	
SB 186	(MH)	<p><u>Mobile Homes, Trailers, Construction Regulations</u></p> <p>Authorizes the director of Labor and Industries to prescribe and enforce rules and regulations governing safety, plumbing, heating and electrical equipment in mobile homes and/or travel trailers, consistent with recognized and accepted principles for the above.</p> <p>Creates a mobile home and travel trailer advisory board appointed by the governor to advise the director of Labor and Industries pertaining to the enforcement of the rules and regulations and to serve as a review and appeals board, which meets at the discretion of the director of Labor and Industries.</p>	(Passed)
SB 633	(MH)	<p><u>Mobile Home Parks Regulation</u></p> <p>A bill specifying that the Department of Labor and Industries is responsible for enforcement of rules and regulations relating to mobile home parks, but which does not prevent local authorities of any city or county from reasonably exercising their police powers relating to granting mobile home park and construction permits. In addition, the department shall specify certain regulations and requirements which may reasonably vary from the provisions of the act.</p>	(Cities, Counties)
HB 284	(G)	<p><u>Housing Authority Commissioners, Compensation</u></p> <p>Commissioners of city or county housing authorities shall be entitled to \$25 per day and necessary expenses for days spent on business of the district. In no event shall a commissioner's per diem payment exceed five hundred dollars per year. Also provides for necessary staff, technical, and legal help. A quorum will consist of three commissioners.</p>	(Local Gov't)

SB 469 (G) Housing, Joint State and Federal Activities (C 121 L 69)

Amends several state laws related to the purchase, lease, or rent of real estate by the director of the department of General Administration to include federal agencies when joint federal and state activities are undertaken necessitating close working relationships with state and federal personnel.Or rent of real estate (and work, construction, alteration, repair or improvement on rented or leased property)....

HB 548 (G) General Administration, Insurance (State Gov't)

A fund designated " Riot Reinsurance Reimbursement Fund" is established to be used for payment of amounts necessary to reimburse the secretary of the Department of Housing and Urban Development for losses incurred under the Urban Property and Reinsurance Act of '68 and provisions are made to collect the necessary funds by proportionate assessments made upon insurers who can deduct from future taxes assessments levied against them.

HB 868 (M) Land Development, Municipal Regulation (Local Govt.)

Provides procedures for land use development and control, planning and zoning by (1) encouraging municipalities to develop local comprehensive plans and guidelines for physical development, (2) Provide for more uniform authority for counties, cities and towns to plan for and regulate the development of land, (3) authorizing municipalities to permit the maximum degree of flexibility possible in the development of land, and (4) minimum procedural standards for the regulation and control of land development.

HB 466 (M) Real Estate Transactions Discrimination (Judiciary)

Prohibits discrimination against any of the states inhabitants because of race, creed, color, or national origin. A state agency is established to eliminate and prevent discrimination in employment, in places of public resort, accommodation or amusement and in real property.

HB 681 (M) Land Use, Development, Coordination (Local Govt.)

Authorizes the State Planning and Community Affairs Agency to coordinate all comprehensive regional and local development planning by city or county planning commissions or other agency of the state; to be notified of all land and tract development and to serve as final approving agency when necessary by calling hearings to review applications, to reconcile conflicts occasioned by variances in codes, etc.

<u>#</u>	<u>Code</u>	<u>Title & Summary</u>	<u>Status</u>
SB 474	(M)	<u>Migrant Farm Worker's Housing</u>	(Passed)

All housing for farm workers and their dependents shall comply with the rules and regulation of the State Board of Health pertaining to labor camps. This act is put into effect immediately.

SB 769	(M)	<u>Housing, Substandard, Tenant Remedies</u>	(Judiciary)
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Requires those who own and receive rent to maintain a livable environment, covering all forms of lodging regardless of the term for which the lodging is provided. If, during the term of occupancy, there exists substandard conditions on the premises which is not caused by negligence on the part of the tenant and if, after having notified the landlord and given him reasonable time to repair, the tenant may either vacate without notice or repair the condition and deduct the cost from the rent up to one month's rent for each condition repaired. Court procedures are set for setting claims and suits concerning the above. Eviction of a tenant for notifying the authorities of a code violation shall be a misdemeanor. Conditions are set whereby a tenant is guilty of unlawful detainer, rent default, violation of housing codes, damaging the property, occupying the land after expiration of the term it was let to him, etc.

INDEX OF HOUSING-RELATED BILLS INTRODUCED

AT THE LAST LEGISLATIVE SESSIONS

OREGON

HB	1864	(UR,G)	Urban Renewal Agency Redevelopment Powers
HB	1534	(UR)	Business and Residential Property in Depressed Areas
HB	1226	(UR)	State Assistance to Community Development
HJR	17	(UR)	Funds for Community Development
HJR	29	(UR)	Loans for Property in Blight Areas
SB	399	(UR,G)	Housing Finance Fund
HB	1144	(TI)	Home Improvement Exemptions
HB	1085	(TI)	Home Improvement Exemptions
HB	1614	(TI)	Tax Exemption for Home Improvements
HB	1661	(TI,G)	State Cooperation with Housing Sponsors
HB	1554	(TI,G)	Self-liquidating Urban Renewal Taxes
SB	158	(TI)	Home Improvements--Tax Deductions
HB	1368	(CS)	County Housing Codes
HB	1247	(V)	Veterans Home Loans
HB	1621	(V)	Limitation on Farm and Home Loans for Veterans
HB	1736	(M,V)	Changing Interest Rates
HJR	33	(V)	Veteran--Farm & Home Loans
SR	14	(V)	Veterans Residency Requirements
HB	1865	(G)	Housing Division of Department of Commerce
HB	1798	(G)	Urban Renewal Agencies
HB	1595	(M)	Falsification of Statements
SB	25	(M)	Student Exemptions

G	Governmental
UR	Urban Renewal
R	Relocation
MH	Mobile Homes
TI	Tax Incentives
V	Veterans
M	Miscellaneous
CS	Codes, Standards

The following is a list of state legislative recommendations made by the President's Committee on Urban Housing in its report: A Decent Home . The listing is preceded by a general summary of the most emphasized points.

The main thrust of the recommendations to the states and their legislatures is directed towards building and zoning codes, and the need for consistent and adequate codes and enforcement for existing and planned low-income housing, and the general housing market. In addition, the committee states that programs needed to meet housing demands can be developed within the existing governmental system, i.e., federalism, and executive administration through proper legislation but advises that states re-examine their potential for bettering housing conditions.

Areas emphasized secondarily are usury and foreclosure laws, housing (real estate) discrimination and taxing policies. The committee urges federal pre-emption of state usury and foreclosure laws. It also encourages states to seek new tax policies which have minimum effects on home buying and ownership, and methods of enforcing anti-discrimination policies.

The following eleven points are excerpts and brief summaries of the recommendations, with page numbers in parenthesis for referencing.

1. "The solution to the nations urban housing problems in providing a decent home for every American family calls for major efforts by (1) the federal government, (2) private enterprise, (3) organized labor, and (4) state and state and local governments in creative and affirmative partnerships. (p. 5)
"Virtually all states would be well advised to re-examine their potential for bettering housing conditions." (p.72)
"The committee recommends that all state governments should be urged and encouraged to re-examine their potential for helping to better housing conditions in their urban and rural areas, and should take whatever affirmative action is found to be practical and feasible in their respective instances." (p. 35-6)

WASHINGTON

HB	516	(UR,G)	Washington Housing Act
HB	44	(UR)	Urban Renewal, Family Tax Abatement
HB	45	(UR)	Urban Renewal, All Counties
HB	594	(UR)	Housing, Substandard, Tenant Remedies
HB	682	(UR)	Neighborhood Assistance Act
SB	76	(UR)	Urban Renewal, All Counties
SB	570	(UR)	Low Cost Housing
SJR	8	(UR)	Urban Renewal, Ad Valorem Taxes
SB	79	(R)	Urban Renewal Displacements
HB	48	(TI)	Retirement Homes Tax
HB	68	(CS)	Land Development Code Committee
HB	795	(CS)	Housing Standards, Ordinances
SB	186	(MH)	Mobile Homes, Trailers, Construction Regulations
SB	633	(MH)	Mobile Home Parks Regulation
HB	284	(G)	Housing Authority Commissioners, Compensation
SB	469	(G)	Housing, Joint, State and Federal Activities
HB	548	(G)	General Administration, Insurance
HB	868	(G)	Land Development, Municipal Regulation
HB	466	(M)	Real Estate Transactions Discrimination
HB	681	(M)	Land Use, Development, Coordination
SB	474	(M)	Migrant Farm Workers Housing
SB	769	(M)	Housing, Substandard, Tenant Remedies

6. "State governments could enact legislation to supplement federal housing subsidies." (p. 35).
7. "State governments should examine the program of the Illinois State Treasurer of purchasing certificates of deposit at going rates of interest from banks which agree to use such funds for interim construction loans for assisting housing." (p. 133).
8. The committee strongly recommends that local and state governments "shape their land policies to assist the national effort to bring good housing to all Americans." (p. 147).
9. "State governments should be encouraged to adopt uniform subdivision regulations which do not unreasonably add to the cost of building housing." (p. 145).
10. "State governments should review the reasonableness of both state and local restrictions on mobile homes." (p. 145).
11. "Increased application of cost-benefit analysis, the planning, programming and budgeting system (PPBS), and similar techniques to housing and urban development programs is noted with approval; While these techniques have limitations, they are methods of forcing agencies to define carefully what they are trying to do and how well they are doing it. Increased use of these techniques within federal, state, and local governments is recommended." (p. 203).

The following list of recommendations is taken from An Investigation of the Opportunities for Reducing the Cost of Federally Subsidized Housing for Lower Income Families, by J. A. Stockfish, Institute for Defense Analysis, Program Analysis Division, September, 1968. (Referred to in the following narrative as "the Stockfish report.")

This study is not oriented towards a particular sector of government, but is focused upon the potentials of a) technological innovation, b) different techniques of production, and c) economies of scale in housing through federal programs and policies.

The main emphasis of the portion of the report concerned with the role of the government is directed towards property taxation. Secondary emphasis is given to zoning codes, and tertiary emphasis to building codes and local officials. The report suggests programs which could be implemented within most local jurisdictions.

study purposesThe focus of this study is on the potential of (a) technological innovations, (b) different techniques of production, and (c) economies of scale may have for permitting more efficient and lower production costs for the additional housing that will be the object of the new federal housing programs and policies. (p. 1)

inter-acting constraints "It is held that a variety of constraints combine to prevent the operation of the forces that normally induce the application of improved technology, adoption of optimum scale, and so on. Among the possible constraints are 1) antiquated and diverse building codes imposed by local government jurisdictions, 2) trade unions seeking to preserve a market for highly specialized craft skills, 3) building material suppliers that may enjoy monopolies in local markets, and 4) a conservative financial community which may look askance at unconventional types of housing that could be the product of new innovations." (p. 2)

major constraints "The major constraints to ... coordinated policy appear to be the fragmentation of housing policy control, different construction standards among the federal programs, considerable doubt about the potential benefits of aggregated markets, vested interests in the federal and local bureaucracies and local contractors and unions, antipathy to low-income housing (or more specifically, to people that would live in such housing) in suburban areas, the small

	direct role of the federal government in the housing market, and the conflict of goals among the federal housing programs."
major con- straints	"Primary emphasis should be placed on indirect methods to open the opportunities for the private market. Among the more important indirect efforts appear to be building code reform, changing the incentives of local officials (possibly through block grants), resolving the internal inconsistencies within federal housing programs, and more comprehensive and generally available information on the U. S. (and foreign) housing industry." (p. xii)
costs and building codes	However, the portion of the study concerned with the <u>costs</u> of building single unit dwellings concluded that the evidence (of available statistics) suggests that "the effects of local building codes on housing costs is at most small." (p. 8)
property tax: land policy	"An important element of the urban property tax base is land. Because the supply of urban land is highly inelastic, its supply cannot be readily increased. The extent to which it can be increased is highly dependent on action of local governments, through zoning policies and investment in social overhead facilities such as sewers, roads, and other facilities. Through the property tax imposed on land value, local governments thus have an equity in the increased productivity and supply of urban land." (p. 18)
property tax earnings	"Property taxes are imposed on property other than housing; e.g., public utilities, commercial, and manufacturing assets. Consequently, the property tax may be considered to be a tax on physical asset earnings generally."
taxes redistri- buted	A recognition of the general impact of this tax does not deny that if the tax were eliminated from housing but kept on other assets, it would encourage an increased flow of investment in housing." (p. 19)
land rent	"The economic cost of urban land is its rent or "hire" which derives from its favorable site location. The market cost of land is a result of capitalizing the land rent." (p. 19)
property tax systems and land supply	"One important implication (of tax capitalization) is that local governments have an "equity" in land earnings. They thus have an incentive to try to increase the earnings through this nexus and in turn seek to increase the value of land within their jurisdiction. Since local governments are the principal providers of much of the social investment--e.g., streets, sewers, parks, and so forth--that enhances the site value of land, they should have an incentive to operate property tax systems in such a way as to capture a portion of the pure land rent and to simultaneously increase land supply. Conversely, there are many government practices which operate in such a way as to accrue mainly to the benefit of land owners both because of land's relative scarcity and because of faulty tax and zoning practices." (p. 20)

land
zoning
policy
and
property
taxation
and
low-
income
housing

"Land zoning practices can adversely affect housing for low-income individuals. The practice of "low-density zoning," which specifies a large parcel of land per dwelling unit, increases land cost as a proportion of housing cost. This practice tends to "freeze out" low-income individuals. If, in addition, land is treated gently through the property tax mechanism, the market price of land would be relatively higher than otherwise would be. The buyer is therefore confronted with the necessity of borrowing more money from financial institutions to acquire property. Financial institutions, however, tend to discriminate against low-income borrowers by charging them higher interest rates as compared to interest rates that higher-income borrowers can obtain. Future interest payments on property therefore tend to be higher for low-income individuals. Hence, increased land taxation can operate favorably upon housing for low-income individuals." (p. 20)

The following list of State Legislative recommendations is taken from Phase 1 Composite Report Volume II, Constraints, Department of Housing and Urban Development, March 1969.

This report is interested in housing constraints. It defines "constraints" as the "complex of regulations, custom and practice which inhibit the rapid construction of large amounts of low-cost housing suitable for meeting the needs of lower-income residents", and "The specific constraints and inhibitions that hinder acceptance of promising even proven methods and techniques." Combining these, the report redefines a constraint as "any regulation, custom or practice which provides a barrier to the development of housing for lower-income families, or any specific factor which inhibits the introduction of innovative techniques or activities in this process."

In the discussion of constraints (high building costs, inadequate income to pay rents, and unaesthetic housing for low income families), the report recommends that advances in governmental, administrative, financial, legal, industrial and social areas are needed to reduce barriers to housing development.

In the following constraints and recommendations are identified in summary fashion. Each recommendation is susceptible to State Legislative solution.

**Summary List of Housing Constraints
and Recommendations**

Problem

Recommendation

High or inequitable property taxes

**State and local tax abatement
proceedures for low income groups.**

Fragmentation of many government agencies

**Promotion of consolidation and
cooperation of relevant govern-
ment agencies and programs.**

Zoning ordinances and restrictions.

**Implementation of comprehensive
zoning plans and ordinances, with
specified variances.**

High cost of municipal services.

**Provision of selected services at
reduced rates for low-income groups.**

Fragmentation of housing agencies.

**Establishment of centralized clear-
inghouse for programs, projects,
activities.**

Housing Codes enforcement.

**Specified exemptions for construction
model testing; corrective tax pen-
alties aimed at unimproved properties.**

Piecemeal legislation

**Comprehensive legislation by state
legislatures and local governing
bodies to include all items above.**

Following are excerpts from the report. These excerpts expand upon the
preceeding list of housing constraints and recommendations. Following these
excerpts are a series describing program innovations in several states:

The opening statement for this section, consisting of the xeroxed paragraphs following, should be considered not as an evaluation of our complex economic system, but as a basis for evaluating the trends in the housing sector to which this report is directed:

The low levels of new housing construction prevalent since 1966, combined with rising demand generated by high incomes and an expanding population, have created a situation in many housing markets verging upon acute shortage. Vacancy levels have recently fallen to record lows in relation to the past decade. Rents and prices have been rising sharply in response to the current supply-demand trends.

Under these circumstances, the normal "filtering down" or "trickle down" process which makes more older housing available to lower-income households each year tends to slow down sharply. Households cannot move out of older housing easily when they cannot find adequate alternative quarters. Then such units are not easily available to lower-income households, partly because their rents remain high. Yet the lower-income population, particularly in our larger cities, continues to grow rapidly. Hence some further doubling up and deterioration of quality is probably occurring in these cities in response to forces described above.

It therefore appears likely that the housing gap for lower-income households is becoming larger rather than smaller. If so, it has become urgent to achieve cost reductions to help counteract the higher and higher rents affecting poorer households. Thus, the need for cost-reducing innovations and their potential benefits to lower-income households are rising sharply. This conclusion seems clear, even though the supply side and the gap itself cannot be measured. This analysis provides the basis for making an accurate evaluation of potential benefits from the proposed program on the demand side.

(p. III-34)

II. High Property Taxes

a. Nature of the Constraint

The property tax, upon which local governments depend so heavily for revenue, constitutes a serious constraint to development and maintenance of low-cost housing. This tax produces seven out of eight local tax dollars. It is being stretched to its limit as the extent and cost of municipal services skyrocket. Other forms of tax revenue, such as income and sales tax revenues, have been preempted by state and federal governments, leaving few options to municipalities to relieve increasingly burdensome property taxes. Short of total tax reform, cities have few ways out of their present dilemma except passing to the state responsibilities for development and maintenance. This should not be done without analyzing which burdens can be borne by the state in the interest of economic efficiency. The city should not become a constraint on the economically efficient growth of the entire region.

The limited revenue capacity of the property tax and its indirect social effects are the fundamental constraints to lowering the financial and social costs of city housing. The property tax hits lower-income families hardest. It has been shown that families whose earnings are in the \$3,000 to \$5,000 income bracket pay double the proportion of property tax to income paid by families in the \$10,000 and above bracket. This limits the financial ability of the former group to maintain and improve their homes. Landlords generally pass on rising taxes in the form of rent increases without improvements in the housing's quality. Fear of assessment hikes also discourages repair and renovation efforts.

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The construction of lower and moderate cost housing has been largely limited to areas that are under the most burdensome property taxes. Areas in Pennsylvania, New York State and parts of California have experienced this constraint, as have individual municipalities, such as Boston, Jersey City, and Los Angeles. Where property taxes absorb 20 percent of gross housing rent, new developments for lower- and moderate-income people become economically unfeasible.

Political opposition is often generated within a neighborhood cited for low-cost housing development, and in its outlying communities, by fear that lower-income families will increase burdens on already limited services and facilities. In the face of such reactions, it is difficult to use municipal fund-raising techniques other than taxation.

b. Proposed Methods for Reducing Constraint

State and local efforts directed at redressing the regressive nature of the property tax are a first step to reduce social costs of this financing method. Tax assessment and abatement procedures could be employed to encourage property improvements in deteriorating neighborhoods. Improvements could be achieved by: increasing assessment levels of underassessed slum landlords' property; tighter enforcement of safety and health codes; and increasing fines for violations. Some cities have found that such measures have brought about abandonment of slum property by landlords and city acquisition of the property without purchase cost.

More municipalities should enter into agreements providing tax concessions to low-cost housing developers in instances where the tax is a proportionately large cost of development. Financial assistance could be provided to municipalities for purchase of sites to be sold immediately or later to developers of low-cost housing.

City neighborhoods that have resisted low-cost housing development might be persuaded of its value if cities shift their capital improvement priorities to such neighborhoods. Residents of these neighborhoods might also receive incentives to change their minds concerning who they want as neighbors and who they do not. Finally, cities themselves might take a close look at their tax delinquent and tax foreclosed properties. These represent a vast resource of buildable land for low-cost housing purposes.

High Property Taxes

(Related Suggestion)

Acquisition Through Tax Sales

Every large city has hundreds if not thousands of properties on which tax are delinquent. Some of these properties are vacant, some are improved. They are most prevalent in poorer sections of the city and provide a good resource for land for building. These types of properties usually face lengthy foreclosure processes. Therefore, foreclosure proceedings should begin immediately and the tax redemption period should be shortened to six months.

Local governments could agree to sell these properties for scattered low-cost housing developments provided:

- They are not sold to the tax delinquent owner without payment of back taxes
- They are sold for the assessed value of the land

The city itself might appropriate the property, rehabilitate or build on anew, and set up its housing agency as landlord.

Government Constraints

B. GOVERNMENT CONSTRAINTS

1. Low-Paid, Low-Skilled Local Housing Administrators

a. Nature of Constraint

The fundamental problem of local government is that historically its administrative structure has been determined by chance. For years, city administrations were not involved with low-cost housing. After World War II, the simultaneous advent of large-scale federal programs and the tremendous rise in population pressures forced local governments to develop housing administrations, often as a stop-gap response. As a result, many local governments still have a badly fragmented structure of obstructively autonomous housing agencies. Insufficient effort has been devoted to reducing the possibilities of political obstruction to innovation. Many housing agencies remain inadequately staffed and salaried. Often these problems are perpetuated because the agencies do not concentrate enough authority in a few positions to attract talented professionals. With too many low-paid staffers and too few highly skilled administrators, city governments face serious difficulties in processing technical requests from developers and preparing complicated applications for federal aid.

In addition, the multiplication of competing governments has spread thin an already poor supply of local government leadership.

b. Proposed Methods of Reducing Constraint

- Local, state and federal effort should be encouraged to promote consolidation within government agencies and cooperation between agencies.

Local governments could contribute cost reductions through consolidation of agencies involved in housing and code enforcement into single, well-coordinated departments.

Welfare and social service programs could also be coordinated and integrated into single agencies, as was done in New York (Human Resources Bureau) and in Cleveland (Community Development Bureau). This integration and coordination of existing agencies helps avoid wasteful overlaps, define jurisdictions and present developers with a clear hierarchy of authority with which to deal.

Zoning Regulations

2. Zoning Regulations

a. Nature of Constraint

Zoning ordinances reflect, to a greater or lesser degree, the changing opinions of the community as to desirable land utilization and are not legal constraints in the sense that state statutes, state constitutions, and federal laws are. [State statutes and constitutions and federal laws are difficult to amend, and the process is usually slow.] But zoning ordinances may be changed easily and quickly [if only a few influential persons want it changed.] In addition, such ordinances provide for exceptions, called zoning

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variances, which are approved by a local zoning or planning agency. For specific projects zoning ordinances do not present a constraint as long as the city government favors the project. Local cooperation is the essential requirement.

The effects of zoning ordinances upon the overall layout of the city is quite a different matter. In great part zoning ordinances determine the location and character of neighborhoods in the city. It is obvious that boundaries of land use, such as commercial, industrial and residential, are established in specific areas in the city through the operation of the zoning ordinance. Also the quality and character of these areas are in part determined by their zoning. Zoning can determine population density—whether a neighborhood will consist of single-family dwellings, small multi-family housing units, or high-rise construction. In a more subtle manner zoning laws may establish the quality of the housing. For example, zoning requiring large-lot, single-family residences can create a high-income residential area.

In addition to controlling the quality of the neighborhoods throughout the city, zoning ordinances impose other substantial overall constraints. Among these constraints are:

- Zoning restrictions which increase the cost of constructing lower-income housing
- Zoning boards which are composed of laymen who do not understand the complexities of urban planning
- Zoning ordinances which do not provide sufficient flexibility to allow for the design of cluster-type developments or other forms of dwelling configuration

b. Proposed Method of Reducing Constraint

The federal government may not establish and administer local zoning ordinances. This is the exclusive right of local government. Any solution must be carried out by the local governments themselves. But the federal government can do much to motivate cities to improve their zoning ordinances. The federal government can require local governments to enact zoning ordinances as a requisite to a workable low-cost housing program.

The basic solution to zoning problems is the implementation of a comprehensive zoning plan that provides a design for the city's growth over a 10 or 20 year period. Such a plan would include lower-income housing projects in the city. It would attempt to deal with the problems that are peculiar to lower-income housing construction and operation. The plan would incorporate in simple and concise terms all the zoning regulations, building codes, housing codes, and other regulations relating to the construction of lower-income housing. Technical innovations would be encouraged through the use of performance standards as an alternative to strict material requirements. Further, zoning regulations would provide for a variety of mixed uses, such as combinations of commercial businesses and multi-family units within the same project. Also the code would be flexible enough to provide for the inclusion of small single-family detached and row house dwellings which could be attractively designed.

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Cost of Municipal Services

Increased Cost of Municipal Services

a Nature of Constraint

Increased costs of municipal services produces political opposition to lower-income housing in central city middle- and high-income areas. Placing low-cost housing on the fringe of the city provokes political opposition among tax-paying suburban communities that have to bear the cost of increases in the cost of municipal services.

b Proposed Methods of Reducing Constraint

Rearranging priorities in capital improvement programs to benefit neighborhoods where lower-income housing sites are located could reduce opposition. Suggestions for specific improvements will depend on the particular needs of the individual cities and on the character of specific neighborhoods.

Where sites for lower-income housing exist, capital improvement priorities can be shifted toward upgrading the school and recreation facilities beyond their existing standards in order to reduce political opposition.

The funds for such improvements could come from existing federal education programs, federal programs for open space and recreation and state programs for education assistance.

Central cities could provide selected services at reduced rates to suburban communities that provide zoning variances permitting low-cost housing projects. Some suburban communities contract with central city governments for water, sewage disposal, and fire protection. Also sewage systems, traffic regulation, city department personnel assistance, and zoning and planning aid are often obtained on a contract basis from the city. Since high-income fringe areas have a great demand for such services, and a corresponding high rate of participation in contract agreements, the central city may have leverage in these communities. Where outlying communities are now servicing themselves at high per-unit costs, they might be enticed to take advantage of the economies of scale offered by the central city. The larger the demand for central city services, the more advantageous will be the bargaining position of the city.

Uncoordinated Housing Agencies

4. Uncoordinated Housing Agencies

a. Nature of Constraint

There are two critical areas of constraint relating to the administration and operation of lower-income housing by governmental agencies:

- Lack of coordination among city agencies administering lower-income housing programs.

Often there have been disputes over jurisdiction and lack of communication between the local Urban Renewal directors and the local Model Cities director. Such disputes can result in

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costly delays which hurt those who need lower-income housing. For example, several of the top housing officials in Kansas City expressed the view that the major problem with lower-income housing in Kansas City is the lack of coordination among the various entities involved. For example, FHA may not know what the Land Clearance for Redevelopment Authority and the housing authority have planned or what they are doing.

b. Proposed Methods of Reducing Constraint

The mayor's office holds the key to consolidating agencies involved with the construction of housing. Under executive leadership, measures should be taken to coordinate the work of appropriate departments and to consolidate related functions.

This process requires no additional resources, but calls for talented administration. The salary required to attract such talent might be offset both by the benefits the city receives through departmental efficiency, and by federal funds attracted to smoothly coordinated city housing authorities.

Consolidation of agencies could also take the form of a management consulting organization composed of representatives of housing agencies, local government, business, the universities, and other segments of the community. If an accessory management team could be organized on a temporary basis for low-cost housing only, it might coordinate services and avoid interagency disputes.

A central coordinating agency should be established. This agency would monitor the various public and private lower-income housing programs in the city. It would keep other governmental agencies, local agencies and sponsors informed of each other's plans and activities. A central clearing house also would be established so that all agencies involved would be aware of vacancies, shortages, and surpluses in lower-income housing. The central clearing house would enable a system of priorities for the entire city to be set up and coordinated. This would avoid duplication of effort.

Housing Codes

The principal problem with housing codes is inadequate enforcement. First, the financial burden of complying with housing codes is placed for the most part upon private landlords, not the government. It would take billions of dollars to bring all existing housing in the United States up to housing code standards. The individual landlords who could improve the quality of their property and this is a substantial group - do not choose to do so because of the expense. In many cases, their tenants probably could not pay for the improvements through higher rents. In some cases upgrading would result in lower densities and declines in rent income. As long as the other landlords in an area do not also upgrade - the higher quality building cannot command full returns because of its lessened value from negative neighborhood factors.

Second, housing codes are usually enforced through criminal sanctions. This has been found to be an unsatisfactory procedure because the job is too large and too complex for punitive sanctions to work effectively. The judicial processing of criminal cases is slow. A further difficulty is that most criminal sanctions apply against persons, and absentee landlords may be out of the jurisdiction or impossible to find. Finally, the fines for criminal offenses are often considerably less than the costs entailed in bringing a piece of property up to standard so that the landlord may prefer to take the penalty rather than make the improvement.

b. Proposed Methods for Reducing Constraint

It would be impossible, both practically and legally, to attempt complete revamping of a given city's building code. Therefore, it is proposed to obtain exemptions from building code requirements to permit testing given innovative technologies. This will permit not only the utilization of such technologies, but also the possibility of gaining legal knowledge as to how the procedures for obtaining exemptions can best be streamlined.

Variances in the code which permit the installation of factory-built units for a construction project should be arranged. The municipality should be encouraged temporarily to exempt the construction site from present building code, and the performance code will be substituted by contractual agreement between the builder and the municipality. This experiment should demonstrate the compatibility of innovation with "performance" standards as opposed to "design" standards.

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In order to ensure the enforcement of housing codes, the government might contribute to the rehabilitation of substandard housing. Landowners might be given part of the funds needed to repair slum housing or tenants might be aided in buying and improving their homes. Negative, as well as positive, financial incentives could be employed. Cities might impose tax penalties on unimproved properties under special circumstances. Both these measures would be directed at correction rather than at criminal prosecution. This approach could be implemented through supervisory commissions, drawn from areas other than industry or unions, who would be unimpeded by the procedural problems associated with criminal cases.

Comprehensive Legislation

3. Landlord-Tenant Relations

a. Nature of Constraint

The law of landlord-tenant relations in most jurisdictions, while fundamentally adequate to handle the needs of middle and upper income groups, is woefully inadequate to provide the kind of protection needed by lower-income families. The major constraints which these laws have created, in terms of the development of decent and secure lower-income housing are as follows:

With respect to the making of repairs, the tenant often is totally deprived of any bargaining tools to use against the landlord. First the law in many states provides that the tenant's obligation to pay rent is independent of the landlord's obligation to make repairs. The tenant may be evicted for failure to pay rent no matter how badly the landlord defaults in adhering to his end of the bargain. Second, under virtually all lease forms, the landlord makes quite certain that he will not be obligated to make any repairs except major repairs, and this obligation is usually couched in such imprecise language that the landlord can usually weasel out of doing anything. Lastly, housing codes, which as shown above are hardly enforced at all

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In most ghetto areas, do not usually give aggrieved tenants any rights to demand or to take corrective action, because they generally are enforceable only by public authority through the criminal process. If punitive sanctions fail, the tenant has no alternative but to move out, which is a meaningless right if there is not a surplus of lower-income housing in the urban area. Most lower-income tenants are unaware of the limited avenues of relief available to them. Because they are ignorant of their rights, lower-income tenants typically fail to seek any help until a judgement of eviction has been entered against them. It is very difficult for such lower-income persons to obtain effective legal assistance from good, qualified private attorneys for the simple reason that such attorneys are not disposed to work for only a nominal return. The federally-sponsored Neighborhood Legal Services offices have proved to be a step in the right direction, but their resources are plainly inadequate to the task.

b. Proposed Methods for Reducing Constraint

The housing needs of the poor in many areas are so great that even a considerable liberalization of the present restrictions upon the assertion of tenants' rights, and a vast expansion in the provision of publicly-sponsored and private legal services, would not be sufficient. The only workable solution is comprehensive, effective legislation. While tenants must be accorded certain rights, the legitimate interest of landlords must be protected. Piecemeal legislation providing for rent abatement, payment of rent into court, rent strikes, and court-run receiverships is insufficient. Enforcement of such measures, without some form of substantial financial assistance for making repairs at government expense, might only drive away many owners, leaving the buildings in the same substandard condition they were before.

With respect to other defects in the laws governing landlord-tenant relations, the federal government's role will necessarily be somewhat limited because state and local laws must be changed by state legislatures and local governing bodies. However, HUD could take the lead in proposing a type of uniform landlord-tenant lease and set of uniform landlord-tenant laws which will best balance the respective interests of landlords and tenants along the lines of the various Uniform State Laws.

B. State Assistance Programs

Connecticut

A number of specific programs are available, including housing site development (wherein grants equal to two-thirds of the net project cost are available), tax abatement (reimbursement to communities for waiver of real estate taxes), relocation, and planning and research grants. All programs are of the local community's own choosing. The state's general assembly has also authorized the expenditure of \$43,500,000 in bond revenues to carry out the stated purposes of the program. To date none of the funds have been earmarked for specific purposes.

New Jersey

The state enacted legislation last year designed to spur the growth of moderate-income housing through the establishment of a state housing

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finance agency. The proceeds from the sale of tax-exempt bonds which it is authorized to issue (without ceiling) are loaned to limited dividend and nonprofit organizations to cover up to 100 percent of the total project cost for the construction or rehabilitation of moderate-income housing.

The agency is also empowered to provide a housing development and demonstration loan or grant to nonprofit organizations seeking to build moderate-income housing or to undertake demonstration programs. The funds provide "seed money" for prospective sponsors of housing to be financed ultimately either by the agency or through the FHA's section 221(d)(3) program. Loans are repaid by the sponsors as soon as they can obtain a mortgage on their project.

The legislature has appropriated \$1,000,000 to start the fund and, to date, \$330,000 has gone to nine organizations for the programs, including housing and rehabilitation projects. For the recent fiscal year, the agency is requesting \$20,900,000 and is expected to receive about half that amount.

Pennsylvania

The state has two housing programs administered by the Department of Community Affairs, both of which are designed for middle and moderate income families. Both are being examined for possible use in conjunction with FHA's 221(d)(3), 221(h), and 220 programs.

One of the state's housing programs is being reoriented to assist nonprofit sponsors in developing the aforementioned and other federal programs. The other state program is to operate a "Housing Agency" that would use the proceeds from issuance and sale of its revenue bonds to lend money to prospective middle-income home buyers at below-market interest rates. The mortgages would be insured by FHA.

The agency's request is currently before the legislature for \$2,000,000 for a reserve capital fund to permit the issuance of \$50,000,000 in revenue bonds.

New York

The legislature in April, 1968, established a state corporation, the Urban Development Guarantee Fund, which is authorized to guarantee loans (up to 80 percent of face value) made by conventional lending institutions to small businesses and owners of residential property for certain purposes, including construction, rehabilitation, or refinancing of properties. As a private, nonprofit entity, money to support the purposes of the fund will be derived totally from gifts or grants and from the sale of debentures by the corporation.

A purpose of the fund is to provide a channel for the use of private money to back lower-income housing efforts that would otherwise be unacceptable risks for the financial community. The borrower must be engaged in providing housing for persons and families that cannot afford safe and sanitary housing offered by the normal housing market.

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Examples of State Assistance Programs

Puerto Rico

Public Law No. 146 of 1961, as amended, created the Housing Bank of Puerto Rico, a subsidiary of the Urban Renewal and Housing Corporation of the Commonwealth. Among its various functions, the bank is empowered to lend money, with or without security, at such interest rates as the bank may determine, to any person, corporation, or other identity for the purpose of constructing, improving, or rehabilitating any dwelling, or for acquiring construction materials and lands for the development of low-cost housing projects. The bank is also empowered to insure mortgages on low-cost dwellings. The maximum length of time for a loan, including renewal or extension thereof, is 40 years.

Massachusetts

Four pieces of legislation are relevant to the In-Cities experimental housing program:

- Massachusetts Housing Financial Agency through the sale of tax-exempt bonds, will make low-interest mortgages guaranteed by FHA, for the construction of low- and moderate-rent housing by nonprofit and limited-dividend developers. Legislation to provide initial working capital is pending before the legislature.
- The Commonwealth Rental Assistance Program provides subsidies to make up the difference between what a lower-income family can afford and the market cost of renting the dwelling. An appropriation request for \$1,000,000 to \$2,000,000 is pending before the current legislature.
- Commonwealth Scattered-Site Public Housing Program is designed to provide low-rent housing directly for lower-income families, in a form other than the large housing project. A funding request for \$2,000,000 is before the legislature.
- Chapter 121A "Corporations" is the basic enabling statute for limited-dividend sponsors participating in federally assisted housing and redevelopment programs. The key feature is the provision for partial abatement of taxes for a stated period of time. The 221(d)(3) commitments being made in Cambridge are only with a concurrent assurance of the existence of a 121A arrangement.

APPENDIX 11
INTERVIEWS & PERSONS & GROUPS
INVOLVED IN
HOUSING

APPENDIX 11

List of Interviews

Ackley, Norman, Architect
Albina Service Center
American Institute of Architects
Bethany Presbyterian Church
CAPS -- Church

CAPS -- OEO Clackamas County
Clark County OEO
CAPS - OEO Portland
CAPS - OEO Washington County
Camas - Washougal Housing Study
City of Portland - Building Bureau

City-County Council on Aging
Clackamas County Community Serv.Cntr.
Clackamas County Housing Authority
Clackamas County Planning
Clackamas County Public Assistance

Clark County Planning
Clark County Public Assistance
Clark-Skamanian County-Welfr.Plng.Cncl.
Coman & Coman, Contractors-Clack.Co.
East Central Non Profit Housing Corp.

Easterdawn--Non-profit Housing Corp.
East Multnomah County Comm.Council
Farm Workers Home Union
Farmers Home Administration--Ore.Section
Farmers Home Administration-Wash.Section

Federal Farm Home Loan Administration
Forest Grove Housing Association
Governor's Office-Oregon
Greater Portland Council of Churches
Greater Portland Fair Housing Council

Hallberg Homes
Harvey's Medallion Homes
HUBcap-Westside CAP - Church
HUD, Community Service, Seattle
HUD-FHA Counseling Service

HUD - Economic & Mktg.Section S.F.
HUD--FHA - Portland
HUD-FHA - Seattle
HUD-Housing Assistance Administration
Interfaith Housing Committee

Interfaith Non-Profit Housing Corp.
John Wesley Housing, Inc.
Johnson, Mathew, Architect
Laurelhurst Action Program, Inc.
League of Women Voters-Mult.Co.

League of Women Voters - Vancouver
League of Women Voters-Washington County
Markos, Alice (Model Cities Info.Dir.)
Mayor's Committee on Homeless Men
Metro, Inc.

Metropolitan Action Council
Metropolitan Steering Committee of OEO
Model Cities
Multnomah County Planning
Multnomah County-Public Assistance

Oregon Apt. House Association
Oregon Migrant Health Project
Oregon Savings and Loan League
Oregon State Dept. of Veterans Affairs
Oregon State Legislative Interim Committee

Poor Peoples' Club
PACT-Portland Action Committees Together
Portland Chamber of Commerce
Portland City Planning
Portland Development Commission

Portland Gas and Electric
Portland Home Builders Association
Portland Housing Authority
Portland State University
Seabold Realty

Senior Citizens Achievement Corp.
South East Uplift Board
Tigard
Tri County Community Council
Valley Migrant League

Vancouver Community Development
Vancouver Housing Authority
Veterans Administration
Veterans Assistance
VISTA (Forest Grove Opportunity Center)

A P P E N D I X 11
List of Interviews
(cont'd)

VIVA

Washington County Commissioners
Washington County Community Action Agency
Washington County Council on Aging
Washington County Planning

Washington County Public Assistance
Washington County Public Health
Washington State --Migrants, Health Dpt.
Washougal-Camas
Woodlawn Methodist Improvement Corp.

YWCA - Housing Mtg.

APPENDIX 12
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BIBLIOGRAPHY

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