

# MODEL CITIES

## Citizen Planning for Citizen Needs



AN INTERIM REPORT

PORTLAND, OREGON

NOVEMBER, 1968

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## A BRIEF HISTORY OF MODEL CITIES

Title I of the Demonstration Cities and Metropolitan Development Act of 1966 (P.L. 754) provides for a new program designed to demonstrate how the living environment and the general welfare of people living in slum and blighted neighborhoods can be substantially improved in cities of all sizes and in all parts of the country. It calls for a comprehensive attack on social, economic and physical problems in selected slum and blighted areas through the most effective and economical concentration and coordination of Federal, State and local public and private efforts. The statute provides financial and technical assistance to enable cities to plan, develop and carry out comprehensive local programs containing new and imaginative proposals to develop "model" neighborhoods.<sup>1</sup> By fall of 1967, the term "demonstration" had fallen into disrepute due to the urban rebellions; therefore, "Model Cities" became the name applied to the program.

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

Rev. Paul Schulze, former Director of C-CAP, was appointed Model Cities Coordinator in December 1967. Following a series of "wide-open" community meetings, a temporary Citizens' Planning Committee was appointed. . . . Portland's original application was revised to clarify the aspect of citizen participation and definitely establish the physical boundaries of the project. . . . Meetings were held in the schools in the Model Cities area to acquaint

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1. Improving the Quality of Urban Life, a Program Guide to Model Neighborhoods in Demonstration Cities; U.S. Department of Housing and Urban Development.

residents with the program and the opportunities for personal involvement.

On Saturday, March 2, 1968, an election, open to all residents 14 years of age or in high schools of the area, was held. Members of the League of Women Voters assisted with election procedures. Sixteen persons were elected from school areas to the Model Cities Planning Board. . . . Mayor Terry Schruck appointed eleven members to the Board on March 12, 1968. . . .

Model Cities planning in Portland has been conducted by six planning teams. Each team has concentrated on one of the following areas of need within the community:

1. Employment and Economic Development.
2. Housing, Physical Environment and Transportation.
3. Education, Cultural and Recreational Development.
4. Health, Social and Legal Services.
5. Public Safety.
6. Citizen Participation.

The teams have been composed of professional staff and residents of the Model Cities area. Working Committee meetings are open to the public, and up to 200 people have attended each week. . . .

A great deal has happened since December of 1966. With the continued interest and participation of Model Cities residents, proposals have been developed which will make a significant impact in the Portland Model Cities area.

**CITIZENS' PARTICIPATION  
IN THE MODEL CITIES PROGRAM**

Citizens of all walks of life have participated to help the Model Cities Program get off the ground - some area residents, some non-residents.

**CITIZENS' WORKING COMMITTEES:**

There are six working committees made up of the citizenry. Their input, to a large degree, has gone into forming the proposals that are being submitted to the City Council and to the Department of Housing and Urban Development.

These committees are:

1. Education, Recreation and Culture.
2. Employment and Economic Development.
3. Citizens' Participation.
4. Health, Social and Legal Services.
5. Housing and Physical Planning.
6. Public Safety.

**COMMUNITY ORGANIZATIONS:**

The Model Neighborhood consists of eight elementary school areas: Boise, Eliot, Humboldt, Irvington, King, Sabin, Vernon and Woodlawn. Each school area has two elected representatives serving on the Citizens' Planning Board. The Citizens' Planning Board has agreed to recognize duly organized community associations. To date these community associations are the Irvington Community Association, the Woodlawn Improvement Association which was organized through the Citizens' Participation segment of the Model Cities Program. At present, Eliot, King and Sabin are in the process of becoming organized. It is hoped that the other areas will soon become an organization so that there will be a strong, functioning total Model Cities area of effective Citizens' Participation.

#### AGENCIES AND BUSINESSES:

Invaluable assistance has been given to the program through agencies and businesses who have loaned professional personnel to the total planning efforts.

Pacific Northwest Bell, Portland Police Department, Portland Public School District No. 1, Portland Development Commission, and the Tri-County Community Council have furnished Planners for the Model Cities Program. Many consultants have been loaned to the Program, as well as professional writers. Local businesses have donated space for advertising the Model Cities Program, and various kinds of refreshments for some Model Cities meetings.

#### GROUP MEETINGS:

There have been various group meetings such as the Jefferson High organizational meeting and the Model Cities outdoor rally held in Irving Park. In addition, Town Hall Meetings in Albina, King, Sabin and Woodlawn areas have set the pace for getting Citizens' Participation in the total program.

Of no small significance are the meetings (called "block" meetings) of small home groups where the settings were intimate enough to get the real grass-roots residents thinking.

A student group recently has become active in planning programs for the teenage youth of the neighborhood. The success of the entire program will depend upon the participation of residents. The Citizens' Planning Board and the Model Cities staff urge all residents to participate, and hope that they will become a part of the planning process.

Planning will continue for the next five years, and those residents who wish to participate, at this time, may submit their ideas to members of the Citizens' Planning Board.

## THE CITIZENS' PLANNING BOARD

The Citizens' Planning Board has been a governing body in the Model Cities area during the first year of planning. Its main function has been to set policies, review the proposals from the Citizens' Working Committees, and to approve all the proposals and general plans, including the one-year action program and the overall five-year plan.

The Board is comprised of 27 members - 16 elected by the residents of the Model Cities area and 11 appointed by Mayor Terry Schruck. Those appointed by the Mayor were recommended by several Model Cities citizens and organizations.

The Chairman of the Board is Emmett J. Baskett, elected member from the King area. Mrs. Helen Rawlins is Secretary, and the two Vice Chairmen are Bob Cochran and Leonard Smith.

The Executive Committee, whose function it is to carry on business when the main body is not in session, is comprised of the above mentioned four, and five other members - Elaine Cogan, Treva Barker, Rev. John Jackson, Dean Gisvold and Bobbie Nunn.

The Evaluation Committee has the responsibility of evaluating progress, personnel and ongoing progress of the one-year action program. Its members are Frank Brawner, Peter Wolmut, John Gustafson, Bobbie Nunn and Chairman Harry Ward.

The Employment Committee is comprised of 4 members - Opal Strong, Rev. Edgar Jackson, Vernon C. Butler and Jim Thompson, Chairman.

The Citizens' Planning Board meets regularly on the second and fourth Tuesday of each month. Special meetings are called occasionally when the amount of business requires an extra meeting.

The Citizens' Planning Board meetings are open to the public, and residents are given opportunities to speak on issues that concern them.

The elected members from your area are your representatives at the Citizens' Planning Board. Know your representatives and support them. They are one more voice you as a resident have in planning for the Model Neighborhood.

THE CITIZENS' PLANNING BOARD

Elected Members

Mrs. Treva Barker  
3036 NE 18th Ave  
Portland 97212  
287-7204

Mr. Emmett J. Baskett  
4917 NE Mallory Ave  
Portland 97211  
284-2867

Mr. Matt Dishman  
4035 N. Commercial Ave  
Portland 97217  
281-2080

Mr. Dean P. Gisvold  
2815 NE 17th Ave  
Portland 97212  
284-3885

Rev. Edgar Jackson  
117 NE Stanton St  
Portland 97212  
287-0952

Mrs. Bobbie Nunn  
6133 NE 8th Ave  
Portland 97211  
282-1937

Mr. Otto G. Rutherford  
833 NE Shaver St  
Portland 97212  
281-3037

Mr. Norman V. Schroeder  
10 NE Ainsworth St  
Portland 97211  
285-2405

Mr. Herb Simpson  
3415 NE 19th Ave  
Portland 97212  
287-5552

Mr. W. Leonard Smith  
1732 NE Dekum St.  
Portland 97211  
289-5156 or 289-8687

Mrs. Opal Strong  
5021 N. Williams Ave  
Portland 97217  
287-9717

Mr. James A. Thompson, Jr.  
1228 NE Church St  
Portland 97211  
287-8797

Rev. David H. Weed  
3134 NE 17th Ave  
Portland 97212  
284-6844

Mr. Thomas Wilson  
3623 NE 11th  
Portland 97212  
284-1976

Mr. Peter Wolmut  
5824 NE 22nd Ave  
Portland 97211  
284-7248

Mrs. Rozelle J. Yee  
202 NE Graham St  
Portland 97212  
282-4143



Appointed Members

Mr. Frank E. Brawner  
234 SW Broadway  
Portland 97205  
253-1905

Mr. Jim K. Neill  
134 NE Sumner St  
Portland 97211  
284-8641

Mr. Vernon C. Butler  
127 NE Knott St  
Portland 97212  
288-4770

Mrs. Charles Rawlins  
2904 NE 8th Ave  
Portland 97212  
282-6086

Mr. Robert Cochran  
5807 NE 10th Ave  
Portland 97211  
282-3866

Rev. Mel Stead  
2926 N. Williams Ave  
Portland 97227  
287-3724

Mrs. Arnold Cogan  
6436 SE Morrison St  
Portland 97215  
232-5398

Mr. Harry Ward  
6224 NE 42nd Ave  
Portland 97218  
281-5209

Mr. John R. Gustafson  
7920 SE 21st Ave  
Portland 97214  
234-2153

Mrs. Howard Wolfe  
2945 NE 30th Ave  
Portland 97212  
288-2832

Rev. John H. Jackson  
116 NE Schuyler  
Portland 97212  
284-1954

## INTRODUCTION TO PROPOSAL SUMMARIES

### PLANNING FOR A MODEL NEIGHBORHOOD

The following 28 summaries have been taken from the proposals that have been developed in the six Citizens' Working Committees. These summaries reflect the citizens' expressed needs and ideas and have been developed by the residents with professional assistance.

These proposals have all been approved by the Citizens' Planning Board. THEY HAVE NOT, AS YET, BEEN APPROVED BY THE PORTLAND CITY COUNCIL, NOR HAVE THEY BEEN SUBMITTED TO OR APPROVED BY THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT. Before funding is granted and these programs are put into action, approval must come from these two agencies.

The problems of the area have not yet been fully probed, nor have ideas for solutions been fully developed at this time. The proposals at present are being further refined, and funding sources are being searched. However, many hours of work by citizens have been put into this program, and much has been accomplished toward defining and solving the problems of this neighborhood.

As the program progresses, it is hoped that the residents will become even more actively involved in the process of planning for a Model Neighborhood.

## CITIZENS' PARTICIPATION

### CP-1 - A PROPOSAL FOR EDUCATING PEOPLE TO UNDERSTAND EACH OTHER

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

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

## CITIZENS' PARTICIPATION

### CP-2 - SUMMARY OF PROPOSAL FOR INFORMATION CENTERS

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

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

## CITIZENS' PARTICIPATION

### **CP-3 - SUMMARY OF PROPOSAL FOR RESIDENT REIMBURSEMENT**

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

## CITIZENS' PARTICIPATION

### CP-4 - PROPOSAL FOR TRAINING AREA RESIDENTS TO SERVE ON COMMISSIONS AND IN EXECUTIVE POSITIONS

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

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

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

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

## CITIZENS' PARTICIPATION

### CP-5 - SUMMARY OF PROPOSAL FOR COMMUNITY ORGANIZATION

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

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

To carry out the program for increasing resident participation and support, 60 paid part-time organizers will be employed for 10 hours a week. After an initial three weeks of training, they will spend eight hours a week in house-to-house and street visits, and two hours a week in follow-up training.

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

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

## EMPLOYMENT AND ECONOMIC DEVELOPMENT

### EED-1 - EMPLOYMENT RELATIONS COMMISSION PROPOSAL

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

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

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



## EMPLOYMENT AND ECONOMIC DEVELOPMENT

### EED-2 - COMMUNITY DEVELOPMENT CORPORATION PROPOSAL

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

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

A staff will conduct the business of the Corporation under the direction of the Board of Directors. Supplemental staff services will be requested from the Small Business Administration, the Portland Development Commission, and possibly from the Oregon State Department of Employment.

The recommended initial programs of the Corporation will be:

1. To respond to the priority economic needs of the area as proposed by the Citizens' Planning Board.
2. To assist and upgrade resident business enterprises by management counseling and other assistance.
3. To promote formation or expansion of resident-owned and operated enterprises and business financing arrangements such as local development corporations and private financial institution loan pools.
4. To promote the location of business and light industry in the area by means of purchase and preparation of land and facilities.
5. To promote opportunities for residents to gain management experience for future business operation opportunities.
6. To secure professional analysis for feasibility studies, surveys, appraisals, etc., as may be necessary.
7. To undertake a business quality upgrading program for the purpose of improving service.
8. To administer a revolving loan fund for the purpose of operating and upgrading area business and industry.

EMPLOYMENT AND ECONOMIC DEVELOPMENT

EED-3 - TRANSPORTATION SERVICE PLAN PROPOSAL

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

The initial approaches of this proposal are:

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

## EMPLOYMENT AND ECONOMIC DEVELOPMENT

### EED-4 - EMPLOYMENT PLAN "OPERATION STEP-UP"

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

The approaches are as follows:

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

## EMPLOYMENT AND ECONOMIC DEVELOPMENT

### EED-6 CLEAN COMMUNITY CORPS PROPOSAL

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

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

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

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

## EDUCATION, CULTURE AND RECREATION

### EDRC-1 - A PROPOSAL TO IMPROVE EDUCATIONAL OPPORTUNITIES FOR THE MODEL CITIES CITIZENS

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

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

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

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

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

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

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

PUBLIC SAFETY

PS-1 - CITIZENS' GUIDEBOOK TO PUBLIC SAFETY

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

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

PUBLIC SAFETY

PS-2 - POLICE DEPARTMENT COMPLAINT FORM

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

The recommended approach of this proposal would be:

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

PUBLIC SAFETY

PS-4 - COMMUNITY RELATIONS AND JUSTICE INTERNSHIP PROGRAM

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

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

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

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



PUBLIC SAFETY

PS-6 - A PROPOSAL REGARDING YOUTH CARE CENTERS  
AND FOSTER HOME PROGRAMS

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

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

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

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

## HEALTH, SOCIAL AND LEGAL SERVICES

### HSL-1 - PROGRAMS FOR THE ELDERLY

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

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

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

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

## HEALTH, SOCIAL AND LEGAL SERVICES

### HSL-3 - WELFARE IN MODEL CITIES

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

The goals of this proposal are:

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

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

Special services would be provided to those who have applied for Welfare and

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

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

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

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

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

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

HEALTH, SOCIAL AND LEGAL SERVICES

HSL-6 - A PROPOSAL FOR TOTAL CHILD CARE SERVICES  
TO ALL RESIDENTS OF MODEL CITIES

WHAT ARE CHILD CARE PROGRAMS?

In material issued by the Federal Panel on Early Child Care - U.S. Department of Health, Education and Welfare, it was stated:

"The Congress and the Federal Agencies helping to finance child care services believe that coordination will not only improve services, but produce better results for every dollar of Federal, State or local investment. In order to encourage coordination, the Federal government is sponsoring the Community Coordinated Child Care (4-C) Program. The 4-C Program can bring special benefits to a community both (a) because of its impact on the effective and efficient operation of local child care programs and (b) because the Federal agencies plan to give priority on certain types of funds (e.g., planning, training, demonstration, research and perhaps, at a later date, operating and construction funds) to those communities that have an approved 4-C Program.

"Child Care Programs are all of those activities in a community designed to serve children and families with special needs. Typical child care programs are Day Care, part-day Head Start, Maternal and Infant Care Centers, Children and Youth Comprehensive Health Centers, tutorial and special educational activities, special purpose recreational activities, and family life educational programs. The list varies widely, but the common elements are that they always involve children and their parents, and they are typically designed to supplement and complement the normal educational, health, and recreational services available to all citizens. These programs may receive not only Federal funding, but State, local and private funds as well."

## POSSIBLE SOURCES FOR FUNDING OF CHILD CARE SERVICES

Federal funds from such agencies as: Neighborhood Point of Referral - Title 1115, Social Rehabilitation Services; Special Demonstration and Research Projects - such as the one on school age (Appendix B), National Institute of Mental Health, U.S. Children's Bureau, and/or Title 1110 - Welfare Administration; On-going Purchase of Day Care for Low Income Families - Social Security Amendments (1967) through Public Welfare, Concentrated Employment Program, Careers for the Poor, Vocational Rehabilitation, Manpower Development and Training Act, (the latter four to support trainees); Training Funds - Vocational Education Act, Vocational Rehabilitation Act, and (through Department of Labor) Careers for Poor, Concentrated Employment, Manpower Development and Training, and Work Incentive Program; and Specialized Services - Mental Retardation Division, U.S. Public Health, Children's Bureau; and U.S. Department of Housing and Urban Development.

## LOCAL SUPPORTING FUNDS AND MANPOWER

Several women's organizations, such as National Council of Jewish Women and Portland Section of Junior League, and most likely several large industries and businesses which employ large numbers of women.

## WHAT NEEDS TO BE DONE IMMEDIATELY

Because the Federal dollars are limited, and because many cities of our country are asking now for some of these child care funds, and because child care is urgent if many families are to become and remain economically independent, the following steps must be taken:

1. Citizens' Planning Board should approve the Comprehensive Child Care proposal and
2. Consultants and staff will have completed within the month the grant proposal on formal Federal applications for the three projects, as outlined in the Social Services Child Care proposals - School Age Child Care, Day Care for the Mentally Retarded and other Handicapped (covering all age groups, including mentally retarded adults who require specialized day-care services, as outlined in the Mental Retardation proposal), the Demonstration Research Project - which should include Point of Referral, Family Day Care, Homemaker, Short-Hour and Emergency Child Care (baby sitters), and a Model Group Day Care Center.
3. Secure help to develop final proposals (definitely available from: Regional staff of Social Rehabilitation Services, U.S. Department of Health, Education and Welfare, and Housing and Urban Development).

## HEALTH, SOCIAL AND LEGAL SERVICES

### HSL-10 - PLANNED PARENTHOOD

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

The goals of this proposal are:

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

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

## HEALTH, SOCIAL AND LEGAL SERVICES

### HSL-11 - COMPREHENSIVE HEALTH SERVICES

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

The goals of this proposal are:

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

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

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



## HEALTH, SOCIAL AND LEGAL SERVICES

### HSL-13 - MENTAL HEALTH

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

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

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

## HEALTH, SOCIAL AND LEGAL SERVICES

### HSL-15 - MENTAL RETARDATION PROGRAM

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

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

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

## HEALTH, SOCIAL AND LEGAL SERVICES

### HSL-16 - COMPREHENSIVE LEGAL SERVICES

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

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

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

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

## HEALTH, SOCIAL AND LEGAL SERVICES

### HSL-18 - HOMEMAKER SERVICES

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

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

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

## HOUSING AND PHYSICAL PLANNING

### HPP-2 - A POLICY POSITION REGARDING PHYSICAL CHANGE AND IMPROVEMENT

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

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

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

HOUSING AND PHYSICAL PLANNING

**HPP-5 - MEETING THE HOUSING NEEDS FOR CENTRAL ALBINA**

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

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

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

## HOUSING AND PHYSICAL PLANNING

### HPP-6 - PHYSICAL ENVIRONMENT PLANNING AND HOUSING PROGRAM

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

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

Certain specific actions are proposed for next year:

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

MSC-1 - SUMMARY FOR MULTI-SERVICE CENTER

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

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

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

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

"In addition, the Multi-Service Center will:

- A. Provide collocation of service agencies within a given geographical area;
- B. Provide a convenient, easy to reach, central location for those residents in need of the services;
- C. Provide an opportunity for the involvement of the



disadvantaged and the poor in the development and growth of the Center as they, themselves, strive for economic and social self-sufficiency;

- D. Provide benefits from integrated and coordinated services, cooperatively furnished by the several specialized agencies to multi-problem families or individuals;
- E. Provide opportunities for development of professional skills by employment and training of sub-professional aides from among the disadvantaged of the Center area; and
- F. Provide increased efficiency of service units through elimination of duplication of interviews, repetitive paper work, and through use of a central family file system."

## **THE FUTURE**

### **Ongoing Planning Programs**

During the First-Year Action Programs, various proposals will receive funding and will be put into operation in the Model Cities area. As more proposals are funded, and priorities established, planning will continue as residents and staff become more aware of the community's needs and how effective the programs are in solving the problems of the area. Planning will be an integral part of all Model Cities programs and activities, and the Model Cities residents will continue to maintain an active voice in the planning for a Model Neighborhood.

### **Continuing Citizen Participation**

During this planning year, citizen participation has been in four main areas:

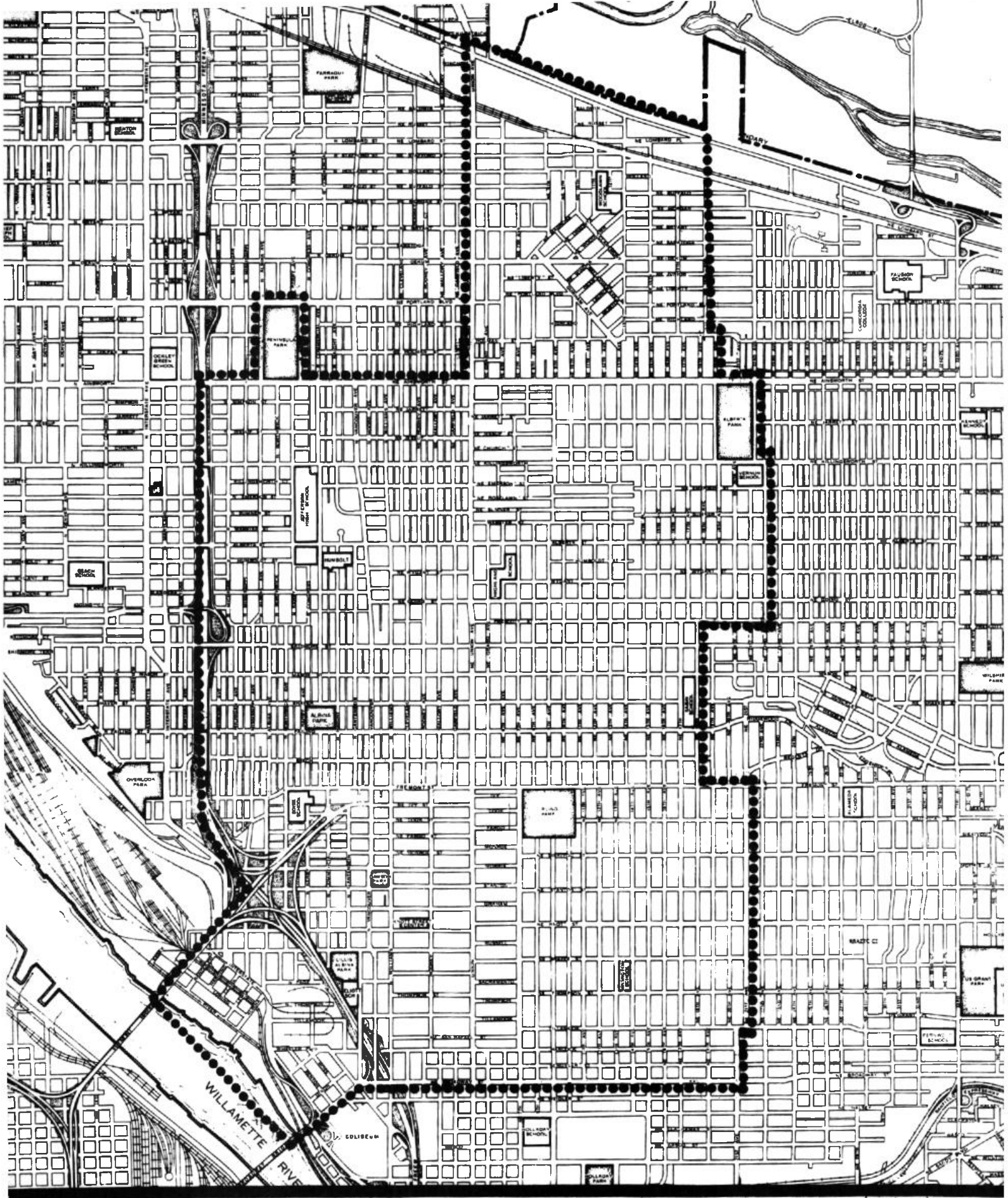
1. Citizens' Working Committees.
2. Citizens' Planning Board (the governing resident body for the Model Cities area).
3. Community Organization Bodies (e.g., Woodlawn Improvement Association, Central Albina Citizens, etc.).
4. Various types of group meetings - Model Cities Rally; small home discussion groups; Town Hall Meetings.

In addition to these, new kinds of participation by Model Cities residents will be needed as programs are developed.

Many of the programs will require advisory boards, comprised of Model Cities residents. The Education proposal, for example, requests a Citizens' Advisory

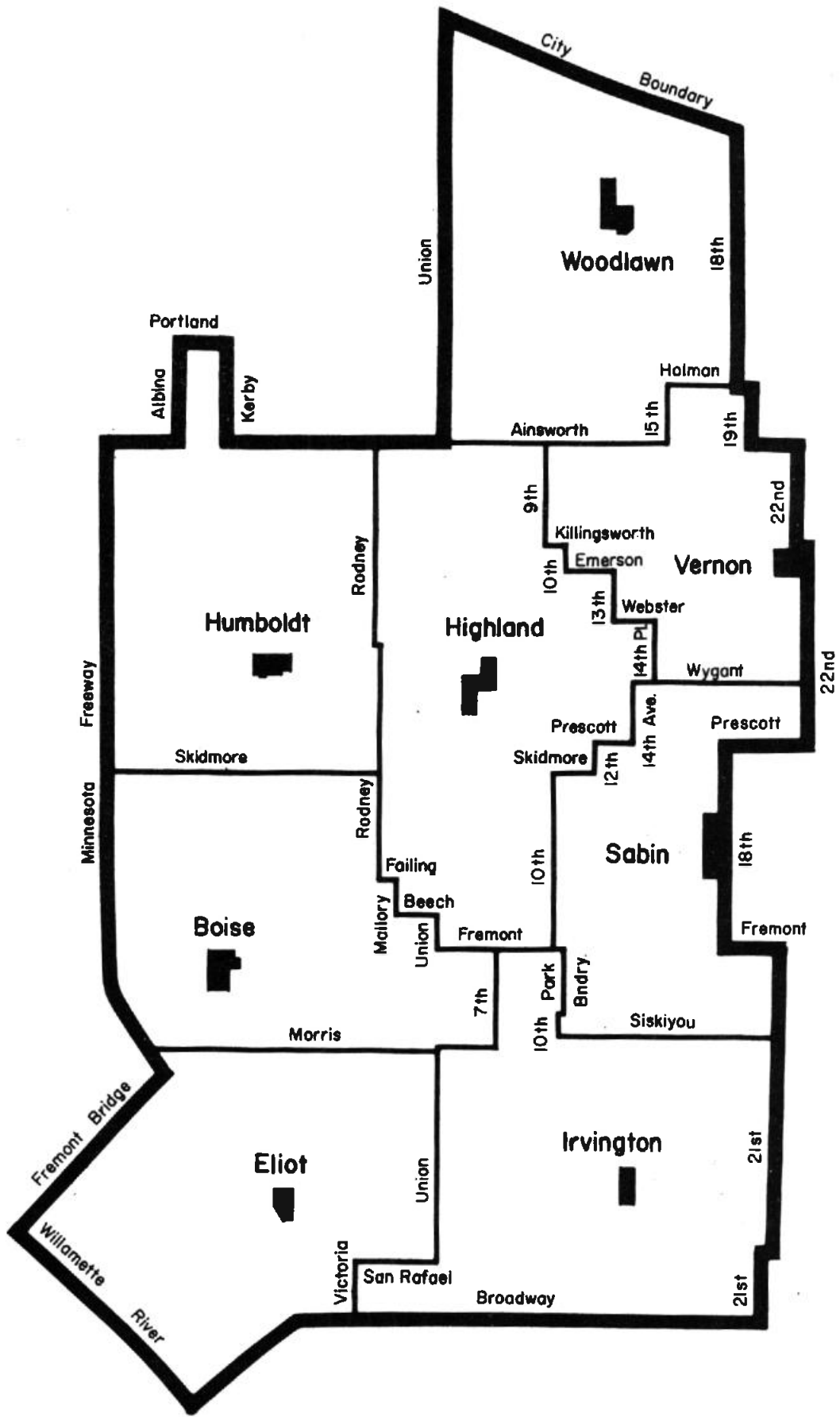
Board, whose responsibility it will be to review all policies related to schools in the Model Cities area. The proposal for an Employment Relations Commission requires a commission of Model Cities residents to investigate employment practices of employers within the Portland Model Cities area, or important to or accessible to Model Cities residents. These and other programs will require the meaningful involvement of Model Cities residents. Model Cities residents may be able to receive training to serve in such a capacity. A proposal from the Citizens' Participation component is requesting funds to set up a training program, which would include a certificate, for Model Cities residents who wish to serve on commissions or in other related executive positions.

Citizens' Participation has been an important part of the Portland Model Cities Program. In the next five years, participation by residents will continue to be an important part of all Model Cities programs.



MODEL CITIES AREA  
PORTLAND OREGON





**MODEL CITIES ELECTION  
PRECINCTS**