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The Settlement House - Community Center as an Adjunct to the Inner City Educational Opportunies in the Northwest Portland, Oregon

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THE SETTLEMENT HOUSE-COMMUNITY CENTER AS AN ADJUNCT TO THE INNER CITY EDUCATIONAL OPPORTUNITIES IN NORTHWEST PORTLAND, OREGON

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AN ABSTRACT OF THE DISSERTATION OF

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The purpose of this study has been to present a description of an inner-city neighborhood in the Northwest District of Portland, Oregon, and to identify educational needs and opportunities in broad terms. It provides a detailed description of the community, the educational institutions located within the community or utilized by students from the community seeking a high school education, and a community based agency, Friendly House, Inc.

Other purposes have been to inventory available community resources, to establish criteria for the purpose of constructing a delivery system to strengthen the effectiveness of existing services, or where necessary to initiate services to meet unfulfilled needs and to identify the part that could or should be implemented by the "settlement house" or "community center" in the creation and functioning of this adjunctive model to the educational system.

Two primary sources of information were utilized. One source was interviews and conversations with students, parents, educators and related school personnel. The second source was that of the participant observer seeking information from the welfare case worker, the public health nurse, the community worker, the ministers, the mailman, the grocer, the bartender or business man

and representatives of the aging population. This body of information was correlated with numerous demographic and social studies compiled by this student, other graduate students, public agencies and the neighborhood organization.

One assumption was that educational opportunities in Northwest Portland which were provided by formal educational institutions were utilitarian, goal oriented and extrinsic. This was confirmed with one exception, the Metropolitan Learning Center. A second assumption was that educational opportunities were largely confined to the traditional age for elementary and secondary students with limited offerings to adults and almost none to the elderly. This also was substantiated. The third assumption was that there are elements in the lives of individuals and in the community that are considered outside the purview of what is generally considered as formal education which are in fact educative in nature and which hold intrinsic value.

Based on these findings we suggest a neighborhood based model which we call A Coalition of Neighborhood Centers and Services that includes public and private efforts to enhance the quality of life in the inner-city.

Friendly House, Inc., as a private voluntary agency, is prepared as a significant channel to bring this coalition into existance by carrying out 1) an enabling role, 2) a participating role, 3) an implementing role, 4) an interpretative role, and 5) a monitoring role.

TABLE OF CONTENTS

LIST OF TABLES

THE SETTLEMENT HOUSE/COMMUNITY CENTER AS AN ADJUNCT TO THE INNER CITY EDUCATIONAL OPPORTUNITIES IN NORHTWEST PORTLAND, OREGON

I. INTRODUCTION

Impressions Leading to This Study

Education is in an ubiquitous position. In and of itself, it contains neither an alpha nor an omega. It is influenced by and influences the society in which it finds itself. If one touches any point in human history he finds an interrelationship, in both form and substance, of education with the economics, politics, and social structures of that period. A society could not exist without some form of education and an individual could not be a member of society without being educated in the ways of that society. The educational question is not a question about education. It is a societal question.

Societal influences in America have resulted in the development of a system of educational opportunities with incremental and extrinsic goals. These reflect the values inherent in our society. On the one hand, educational activity is largely carried on by and in the institutions society has created and in which society therefore has a vested interest. It is usually limited in a formal sense to the first sixteen to eighteen years of a person's life. On the other hand, there are elements of education as a societal question that can be

and should be free from the rigors of the institutional settings, the instrumental measures, and the curriculum that is confined to the "years of preparation."

Technological change with its increasing rapidity, mass communication, and changes in basic human institutions have affected both the nature and arena of this social question. With those changes there are emerging new societal values in which persons concern themselves more and more with their identities and how they might express them. Dr. William Glasser has identified this era as "Phase IV" or the "Civilized Identity Society." He points out that increasingly the vocational or avocational goals will reinforce the independent human roles which are more intrinsic in character.[1]

The educational system can respond only in a limited way, if at all, to the changing societal values. The legislative restrictions, the large specialized bureaucratic structure, and the credential oriented staff do not allow the freedom to make the response that contemporary social change calls for. The "settlement house" or "community center", such as Friendly House, Inc. in Northwest Portland, as a multi-faceted voluntary agency in the private sector, is in a position to identify adjunctive roles to the educational system of the inner city community. Robert M. Hutchins points out that

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[1] William Glasser, "The Civilized Identity Society," Saturday Review, (February 19, 1972), pp. 26-31.

"the aims of educational institutions . . . are determined by the culture in which they are situated." If we are shifting from focusing on work to living wisely and agreeably and well, this conviction must spread throughout the culture. Formal education is only one among several vital cultural influences. Others include the family, the neighborhood, the church, and the maze of voluntary organizations. When these resources are committed and coordinated we may well design a lifetime of learning in a learning society.[2]

When the statement, "a lifetime of learning," is posed, the opportunities that are available or potentially available appear to fall into five categories. They are: 1) Opportunities of a traditional academic nature provided by and within the formal educational system; 2) Opportunities for the general public focusing on community issues provided by community institutions, both public and private; 3) Opportunities that are instrumental or utilitarian provided by community institutions, both public and private; 4) Educational opportunities that are supplemental to the formal system and provided largely by institutions outside the formal system and 5) Informal educational opportunities that are primarily adjunctive to the formal system provided by individuals or community institutions.

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[2] Robert M. Hutchins, The Learning Society, (New York: Mentor Books, 1968), chapter 9.

The educational system exists as a creature of the state, directly or indirectly. Its actual, visible form is the public and private schools that provide mass educational opportunities which are mandatory by law to be utilized up to a certain age. Formal education, for our purpose, includes public and parochial elementary and secondary schools, junior colleges, four year colleges and universities, as well as vocational and other accredited institutions.

Educational opportunities for the General Public provide programs for the purpose of informing citizens about common societal issues and problems. Activities include (1) the dissemination of facts and information designed to encourage individuals, families, and groups in the utilization of these opportunities; 2) the reduction of apathy or indifference toward societal issues and problems; 3) the elimination of misconceptions and prevention or alleviation of social and community problems by a systematic and somewhat rigorous communications process.

The community is increasingly being recognized as a crucible for learning opportunities. The providing of these opportunities cannot be singularly assigned to the formal educational system, but they stand in juxtaposition to the formal system. When these opportunities are utilized, they have instrumental value. The purpose of instrumental education "has been fulfilled when its object is

attained."[3] Instrumental or utilitarian education includes programs designed to improve knowledge, skills, and critical judgment of community-related professionals, para-professionals, as well as other elements of the community. Activities include: 1) provision of information which will allow keeping abreast of new advancements, techniques, etc.; 2) provision of educational opportunities for those with the interest, aptitude, and motivation to enter employment; 3) provision of work experience for those who are without this point of reference.

The institutions of formal education are bound by societal, economic, and attitudinal restraints. The private, voluntary settlement house, such as Friendly House, Inc., has the potential to provide the expansion or improvement of the curriculum offered at the institutions of formal learning. These opportunities include: 1) Early childhood education, i. e., preschool and kindergarten; 2) Social adjustment classes and activities; 3) Tutorial and enrichment experiences; 4) Basic cultural learning opportunities needed for success in the formal educational institutions, for example, English for those who only speak or read a language other than English. Education supplemental to formal educational opportunities is designed to provide for the educational enrichment of individuals in society to the extent that their respective capacities permit, lifting

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[3] Ibid., 161.

levels of aspiration and achievement. Supplemental education may develop higher standards of literacy. and educational qualifications in all segments of the community reducing the level of maladjustment to the formal institutional opportunities.

The previous categories, with the exception of the one designated as formal education, may be seen as adjunctive. At this point, however, a clarification must be made. There are additional opportunities that are outside the above categories. This designation may be called Informal Education. Such opportunities may provide: 1) activities "just for fun;" 2) special training in new experiences for older adults; or 3) activities that build a feeling of "community."

A sixty-eight year old man recently expressed an unfulfilled desire "to learn to play the piano." The matching of this desire on an informal level with one who has the skill to teach piano has the potential to not only fulfill a personal need but to strengthen the community's social fabric. Informal educational opportunities are an effort to provide activities for individuals in society to the extent that their capacities permit, lifting levels of aspiration and achievement that promote positive changes within the individual and within the community. This adjunctive effort may be characterized as taking place outside the formal educational structure while retaining many of the aims and objectives of the formal structure.

Introduction to the Problem

> He that is void of wisdom despiseth his neighbor: but a man of understanding holdeth his peace. [4]

> . . . Each man, his experiences, his personality, his uniqueness, becomes an asset to other men when their object is to gain in wisdom. . . . In a society that pursues honor and status as goals, each person's deviation from the "norm" is likely to be mocked and subject to group disapproval. But where people seek wisdom, the "deviance" and "absurdity" of others is respected, for each person is like a novelist, seeking knowledge of all the varieties of life, and, like a pilgrim, reverencing all that he sees. [5]

The assumption that the educational question is not a question about education but rather a societal question suggests, as noted earlier, that there are activities within a community that have been considered outside the purview of education. However, as a societal question these activities should be considered as education. This gives rise to a two-fold concern. First, education has been and is influenced by political, social and economic pressures. The predominant result of these influences is that education has developed a system of opportunities with incremental and extrinsic goals primarily restricted to the first third of a person's life. The second concern is that there are emerging new societal values to which the

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[4] Proverbs 11:12 (King James Version).

[5] Charles A. Reich, The Greening of America, (New York: Random House, 1970), p. 383.

educational system can only respond in a limited way, if at all. These are goals related to human identity which are predominantly intrinsic in character. We propose that community institutions such as churches, public and private multi-service centers, and the private voluntary social service settlement house or community center, such as Friendly House, Inc., be encouraged to identify adjunctive roles to begin this transition.

Political Influences

The first concern is that education has been and is influenced by political, social and economic pressures. In the United States the political dimension of education is clearly established by the Tenth Amendment to the Federal Constitution which left to the States all matters not delegated to the Federal Government. Education is not mentioned in the articles of the Constitution. Historically, education, therefore, has been the responsibility of the individual States. Every State Constitution addresses itself either specifically or by passing mention to education -- its financing, its system of administration, and, to some degree, control over what is to be taught.[6]

However, the role of the Federal Government in education has

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[6] A detailed discussion is found in Remmlein and Ware, School Law, 3rd ed., Interstate Printers and Publishers, Inc., 1970, Danville, Illinois. See Introduction, p. xix.

increased dramatically during the last twenty years primarily through direct legislation, court decisions, and through grants. This has had two major effects. On the one hand it has tended to standardize the quality of education, while on the other hand it has increased the selectivity of what is taught and who will receive educational opportunities. For example, administrators in Region X of the Department of Health, Education and Welfare will not fund short term research grants for "free schools", but they provide easily available grants for work within the system. This means that one cannot compare the effectiveness of Black history taught within the public school with the effectiveness of Black history taught by Black Panthers in a "free school."

American politics has been nationalistic so it of necessity circumscribes education to the assumed needs of the State. The daily flag salute, the classroom pictures of Washington, Lincoln, and the current president of the United States, the teaching of an idealized free enterprise system as the summum bonum rather than one among several alternatives, are examples of political influences that affect education. The purge of "communistic" professors on many of the nation's campuses during the McCarthy era of the early 1950's is an illustration of the extent nationalism may influence the participants in education. Recent evidence of political influence is found in the Federal legislation signed by President Nixon in December, 1971,

requiring enrollment in an education or retraining program as a condition to receiving public assistance.

The Supreme Court Decision of 1954, Brown vs Board of Education, in stating that separate but equal educational facilities did not provide equal educational opportunities, demonstrates how deeply education is tied to the political dimension of the culture. Hutchins puts it this way:

> Education has to contend with the environment: with the family, the community, the mores, the propaganda; in short, with the culture.[7]

Social Influences

One of the most difficult tasks, and one on which there seems to be no overwhelming agreement, is the determination of a proper relationship between education and other major institutions. Education is, Emile Durkheim observed, "above all the means by which society perpetually recreates the conditions of its very existence."[8] However, education, in performing this general function, tends to perpetuate the status quo, the injustices along with the cherished values, together with its incremental and utilitarian goals.

Status placement is representative of the interrelationship of

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[7] Hutchins, op. cit., p. 27.

[8] Emile Durkheim, Education and Sociology, trans, by Sherwood D. Fox, (New York: N. Y. Free Press, 1956), 1. 132.

education with society in general. There is an abundance of sociological evidence that status placement is a significant function of education. Havighurst and Neugarten have labeled this function of the school as "Sorting and Selecting."[9] The study proceeded along two lines of inquiry. On the one hand, the data collected suggested that "stratification serves to distribute educational opportunity and accessibility unevenly, reflecting the stratification of the parental generation." That is, children of the poor get a poorer education and the children of the affluent and educated get a better education. Thus, schools as social institutions tend to stabilize and perpetuate the class structure. On the other hand, additional data indicated that the emergent occupational structure resulting from expanding technology "thrusts education into the task of developing the mass training of middle-and high-status persons." In so doing "education becomes an instrumentality for selecting, training and placing persons in occupations higher than those of their parents, "and therefore becomes a "major mechanism for social mobility."[10]

Arnold Anderson suggests that upward mobility is not as closely

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[9]Robert J. Havighurst and Bernice R. Neugarten, Society and Education, (Boston: Allyn and Bacon, Inc., 1969), p. 71.

[10]James B. McKee, Introduction to Sociology, (New York: Holt, Rinehart and Winston, Inc., 1969), p. 397 f.

linked to education as some seem to indicate. He found that in Sweden, England, and the United States, factors independent of education, for example, intelligence and motivation, determine the higher occupational level of sons over their fathers.[11] It is interesting to note that in the view of some of the modern critics of education there is absolutely "no correlation between school performance and life achievement" in the professions and in "the semiskilled factory jobs there is no advantage in years of schooling or the possession of diplomas." We are in a different social situation from what we were "in 1900 when only 6 percent of adolescents graduated from high school."[12]

Robert Hutchins, in contrast, puts forth the position that "the social and economic class or level of one's parents determines one's educational chances."[13] This seems to be valid in the case of the urban poor, as evidenced by the recent, but late, effort by colleges and universities to design special programs and curricula to provide special opportunties for the minorities and the poor of our inner-cities. It is also reasonable to assume that this position

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[11] Arnold C. Anderson, "A Skeptical Note on the Relation of Vertical Mobility to Education," American Journal of Sociology, LXVI (1961), p. 560-570.

[12] Ronald Gross and Beatrice Gross, ed., Radical School Reform, (New York: Simon and Schuster, 1971), ch. 5, "Visions: The School Society" by Paul Goodman, p. 98.

[13] Hutchins, op. cit., p. 29.

underlies some of the Federal anti-poverty programs such as the Neighborhood Youth Corps and the College Work Study program.

Economic Influence

The linkage between education and economics has been and is the strongest of any in our society. The educational system is sustained by and perpetuates the economic structures. This relationship is evident from the following brief historical outline.

Formal education during the seventeenth century in western civilization was restricted to the ministry, medicine, law and the fine arts, and therefore available to few beyond the nobility. In juxtaposition to this formal system and as a matter of survival for the masses were the "demeaning" crafts with an indentured system of education. "Guides fit for the cobblers, tailors, feltmakers and such-like trash," was a characterization by the Bishop of London of the leaders of the band of artisans, craftsmen and other laborers that made up the Pilgrim party.[14] The prevalent thought during this period was that economics and morality walked hand in hand. Even as late as the nineteenth and early twentieth centuries we see statements to this effect: "The wholesome discipline of factory life was to be sanctified by the employers as an antidote to the lure of the

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[14] Foster Rae Dulles, Labor in America, (New York: Thomas Y. Crowell Co., 1950), p. 11f.

industrialization and its mass production came the corresponding decrease in the pride of craftmanship. The motivating force in education became predominantly extrinsic. W. L. Warner in his Yankee City, Volume four, summarized by Maurice R. Stein in The Eclipse of Community, indicated this condition in the shoe industry.

> Warner shows that the conjunction between assembly-line technology with its concomitant status challenges to the social status of craft workers and the impersonal authority system which this industrial technology brings with it serves to "alienate" the worker and leave him prone to affiliate with trade unions as a vehicle for counter-assertion. But his relation to the union remains almost as impersonal as his relation to the absentee-controlled factory, and he does not regain any real sense of participation in a joint enterprise such as the old shoe craftsmen were able to enjoy.[16]

Good wages, short hours, and decent working conditions were the sum of the craftsman's goals.

Subsequent to World War II and climaxing the period following the October 4, 1957, launching of the Russian satellite Sputnik I, science and technology became the intensified concern of government, industry, and the schools. Congress passed the National Defense Education Act in 1958 chiefly to promote science, mathematics, and foreign-language instruction. The space and defense industries were looking for persons with innovative kinds of skills. This was reflected, at least at the college level, with departments of computer

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[16]W. L. Warner, Yankee City, Volume four, summarized by Maurice R. Stein in The Eclipse of Community, (New York: Harper Torchbook, Harper and Row, 1964), p. 92-3.

sciences becoming part of the educational structure. Industries were providing "release time" from the job to provide specialized training as well as subsidizing, through grants and foundations, colleges to provide these opportunities.

The tremendous increase in the number of secondary schools, junior colleges, and college or university graduates during this period raised the educational requirements for jobs. Many positions which had been filled by persons with few years of formal training were steadily upgraded to require more and more years of schooling. Therefore, from a practical position the educational system performed a personnel screening function for the business and economic sector.

There is a positive correlation between the educational attainment of the individual and his lifetime earnings, and, for society, a correlation between national development and the average number of years a population has spent in school. It is suggested that the more education obtained the higher the per-capita gross national product. The more relevant, and not yet answered question is whether the years in school have resulted in the high GNP or whether the high GNP has resulted in the years in school. The work of

C. Arnold Anderson suggests that the "quantity of formal education has only a moderate statistical association with economic development."[17] From the standpoint of this study we must conclude, with Hutchins, that if the aim of education is economic growth it is "non-human, inhuman, or anti-human."[18]

The education-economic umbilical cord is readily seen in statements by former President Lyndon B. Johnson and the late President John F. Kennedy. Mr. Johnson urged businessmen to support expenditures for education on the ground that they were a good investment.[19] The not too subtle implication was that the advance of industry and technology was intimately bound up with the expansion of education, and the path to national power.

Mr. Kennedy stated in a message to Congress in 1963:

> This nation is committed to greater advancement in economic growth, and recent research has shown that one of the most beneficial of all such investments is education, accounting for some forty percent of the nation's growth and productivity in recent years. In the new age of science and space, improved education is essential to give meaning to our national purpose and power. It requires skilled manpower and

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[17] C. Arnold Anderson, Post Primary Education and Political and Economic Development, ed. Don C. Piper and Taylor Cole, (Commonwealth Studies Center Publication, No. 20, Durham, N. C.: Duke University Press, 1964), p. 3.

[18] Hutchins, op. cit., p. 54.

[19] Ibid., p. 16.

> brainpower to match the power of totalitarian discipline. It requires a scientific effort which demonstrates the superiority of freedom.[20]

These presidential remarks support the contention that education has been and is influenced by the political, social, and economic environment in which it finds itself. The predominant result of these pressures has been a system of educational opportunities with incremental and extrinsic goals. It is reasonable to conclude that there are at least four alternatives to the educational question. 1) Social change as a result of educational reform. That is, better schools lead to a better society. This is the argument of Neil Postman and Charles Weingartner in Teaching as a Subversive Activity,[21] and George B. Leonard in Education and Ecstasy;[22] 2) Social change through eductional change based on the idea that new schools lead to a new society. This allows for counter models such as A. S. Neill's Summerhill;[23] 3) The thesis that there is not a significant educational change without political change. This is the approach of

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[20] Ibid., 17.

[21] Neil Postman and Charles Weingartner, Teaching as a Subversive Activity, (New York: Delacourte Press, 1969), p. 212.

[22] George B. Leonard, Education and Ecstasy, (New York: Dell Publishing Co., 1968), p. 8.

[23] A. S. Neill, Summerhill, (New York: Hart Publishing Company, 1960), p. 4, 5.

Herbert Kohl in such publications as The Open Classroom,[24] Teaching the Unteachable,[25] and Thirty-Six Children;[26] 4) The alternative to school is an alternative society whose institutional style will be the exact opposite of the present. The opposite of school is no school at all is the position advocated by Ivan Illich.[27]

Since the mid-1960's we have been led into a new era by our young people primarily from the nation's campuses. The hallmark of this new time is one of "identity", in contrast to the question of "survival" that characterized the past. This is the second of our two-fold concern. The evolution of this new era is detailed in Charles A. Reich's Greening of America.[28] He asserts that many ills of our society, from war to poverty to depersonalization, can all be understood as symptoms of the usurpation of all values by the modern corporate state. He has developed this evolutionary process

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[24]Herbert Kohl, The Open Classroom, (New York: New York Review Book, 1969).

[25]Herbert Kohl, Teaching the Unteachable, (New York: New York Review Book, 1967).

[26]Herbert Kohl, Thirty-Six Children, (New York: Signet Books, The New American Library, Inc., 1967).

[27]Ivan Illich, Deschooling Society, ed. Ruth Nanda Anshen (New York: Harper and Row, 1970-1).

[28]Reich, op. cit.

around an inclusive concept which he has labeled as "consciousness." This designation includes the "whole" man, his "head," his "way of life." Through consciousness man "creates his own life and thus creates the society in which he lives." Reich has carefully outlined what he calls Consciousness I "as the traditional outlook of the American farmer, small businessman, and worker who is trying to get ahead." Consciousness II represents the values of an organizational society, and is directly influenced by the corporate state. "Consciousness III postulates the absolute worth of every human being - every self."[29] This underlies his political, economic and social actions.

> ...Each man, his experiences, his personality, his uniqueness, becomes an asset to other men when their object is to gain in wisdom. ... A society that pursues honor and status as goals, each person's deviation from the "norm" is likely to be mocked and subject to group disapproval. But where people seek wisdom, the "deviance" and "absurdity" of others is respected, for each person is like a novelist, seeking knowledge of all the varieties of life, and, like a pilgrim, reverencing all that he sees.[30]

The description of this new era is theorized in Alvin Toffler's Future Shock,[31] in which the emerging super-industrial world is sketched: tomorrow's family life, the rise of new businesses,

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[29] Ibid., p. 226.

[30] Ibid., p. 383.

[31] Alvin Toffler, Future Shock, (New York: Bantam Books, Simon and Schuster, Inc., 1971).

subcultures, services, lifestyles and human relationships. All of these institutional and relational forms are to be seen as fleeting and temporary.

If Reich and Toffler are to be taken seriously there must be a change in personal and institutional goal structure from that which is predominantly extrinsic to one that engrosses intrinsic values. In the case of education, Edgar Z. Friedenberg calls for a client centered, psychoanalytic approach when he writes: "The function [of education] is to free men to take more account of the meaning of their lives."[32] Hutchins puts it this way: "Education is concern with 'the real values of life,' with helping men 'to live wisely and agreeably and well'."[33]

If, instead of focusing on work, we are now to think about "living wisely" and "agreeably" and "well," this change of direction must spread throughout the culture. Reich's Consciousness II indicates we are living in an age of conformity where there are many attempts to reduce everything to the lowest common denominator in a society which would make everything equal to everything else. "Deviation from the 'norm' is likely to be mocked and subject to

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[32]Edgar Z. Friedenberg, The Dignity of Youth and Other Atavisms, (Boston: Beacon Press, 1965), p. 45.

[33]Hutchins, op. cit., p. 155.

group disapproval."[34] Lloyd Warner, in Yankee City,[35] indicates within the political organization equality is largely theoretical and suggests that "the school, in belief and partly in practice, expresses the basic principles of American democracy where all men are equal; when the school cannot make them equal it struggles to make them culturally alike." Erich Fromm, writes in The Art of Loving:

> In contemporary capitalistic society the meaning of equality has been transformed. By equality one refers to the equality of automatons; of men who have lost their individuality. Equality today means "sameness," rather than "oneness."[36]

All people are not equal but certainly are, supposedly, equally important. We in America must never forget that the individual has a responsibility for his actions, both negatively or positively, creatively or destructively. This means community institutions and particularly educational institutions must find, if possible, the flexibility to foster individualism without developing snobbishness and recognizing it for the contribution it has to make to the group and to the society. It, therefore, follows that schools must display acceptance of others while at the same time they see the unique worth of

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[34] Reich, op. cit., p. 383.

[35] Warner, op. cit., p. 78.

[36] Erich Fromm, The Art of Loving, (New York: Harper and Row, 1956), p. 12-13.

the individual. Also, the schools must foster and nurture individuality in each person instead of loneliness in a crowd of all the same people who do the same things and think exactly alike. When these things are done, and only then, will we discourage apathy of the citizens of a community who for too long have felt "my voice is not heard" or "my opinion does not count." It is in these areas the schools may find difficulty in changing because of standardization from testing to placement, from curricula to credentials. It is at this point that other community institutions may play a significant adjunctive role in the new society.

The implication of this position is that community leaders concerned with education can no longer limit their attention and efforts to the school age student of the occasional adult education offerings. They must design a learning environment that extends through the entire life course. They must uncover hidden desires and aspirations in our aging population, as well as provide the climate that will foster the birth and development of the dreams of the children and youth.

There comes the danger of losing our personal identity and group distinctiveness when each class, each school, or each community must conform to the same pattern. Such instruments as Regional Planning, Federal guidelines for Headstart, Economic Opportunity programs and Model City developments, which specify geographic

target areas as opposed to targets of need, reinforce conformity at the expense of individuality. Urbanization is not the same in every neighborhood even of the same city. It differs, if only in intensity. Educational and other community based institutions are destined to drift toward mediocrity unless the tide of thinking which sees the mind and person in a straight-jacket is reversed, and those institutions freed to take constructive and creative action.

The modern critic of education has something to say to the community practitioner that is significant when the practitioner is willing and daring enough to effect change, or be a change agent. A John Dewey,[37] a Leonard,[38] a Paul Goodman,[39] a Kohl,[40] a Jonathon Kozol,[41] a Neill,[42] a Postman,[43] an Edgar Friedenberg,[44]

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[37] John Dewey, Experience and Education, (New York: Macmillan Company, 1963).

[38] Leonard, op. cit.

[39] Paul Goodman, Growing Up Absurd, (New York: Random House, 1960).

[40] Kohl, op. cit.

[41] Jonathon Kozol, Death at an Early Age, (Boston: Houghton Mifflin Company, 1967).

[42] Neill, op. cit.

[43] Paul Goodman, Compulsory Mis-Education and the Community of Scholars, (New York: Alfred A. Knopf, Inc. and Random House, 1964).

[44] Edgar Friedenberg, Coming of Age in America, (New York: Vintage Books, Alfred A. Knopf, Inc. and Random House, 1965).

and others yet to come are making a plea for an open rather than a closed system of education in which the learner rather than the system or a particular institution becomes the focus of attention.

The second concern is therefore real. There are emerging societal values to which the educational system can only respond in a limited way, if at all. These are goals that are related to human identity and are primarily intrinsic in character. The private voluntary agency, such as Friendly House, Inc., and other community institutions should seek out adjunctive roles and functions.

In accepting the above position, one must ask the question, can there be a common goal for a given community? The answer is found in the fact that underlying the economic, the political, and the social fabric of our society is a basic assumption that a democratic system best fits our individual and collective needs. In support of this position Linton and Nelson writes:

> Democracy does not and cannot have a commitment to an absolute goal. It is a way of arriving at social policy and not a fixed set of social arrangements. The liberty provided by democratic institutions is a form to which content can be given only by the free spirit of the individual citizen.... To live with democracy a man must have the courage to put at stake his life, his fortune, and his sacred honor for something less than an iron-clad absolute.[45]

If democracy "is a way of arriving at social policy and not a

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[45]Thomas E. Linton and Jack L. Nelson, Patterns of Power - Social Foundations of Education, (New York: Pitman Publishing Corporation, 1968), p. 31.

fixed set of social arrangements," one does not need to build from a consensus but from a convergence of the interrelationships established by the social, edonomic, and political forces acting upon and interacting within a community. Therefore a common broad community goal embodying the political, the economic, the social and the educational elements may be proposed: "to provide a climate for people who live in an urban setting which will serve to optimize their potential to achieve a meaningful life in the city."[46]

The educational process that is designed for a community as an objective under such a goal must engross primarily intrinsic values, or a combination of intrinsic and extrinsic values for people of all ages.

Statement of the Challenge

The inner city is the setting for a myriad of educational opportunities, some formal and some informal, some being accomplished well, some poorly, some not even yet seen as within the domain of education. Participation may vary from compulsory to voluntary. Some opportunities are readily available while others are dormant, potential resources. Some may be for the young, others for the adult and families, but the opportunities for the senior citizen seem limited.

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[46] Convergence articulated in a Board of Directors workshop of Friendly House, Inc., Portland, Oregon (1970).

The immediate challenge is to determine what should be the function, or functions, of a particular type of private voluntary agency (The settlement house, community center, e. g. Friendly House, Inc.) in the community educative process in keeping with the broad common goal. Stated in another way, to determine how a specific community agency, for example, Friendly House, Inc., can become the vehicle to optimize particular educative opportunities in an inner city community and, where indicated, enable other opportunities to become available.

Definition of Terms

Community: For the purpose of this study "community," unless otherwise indicated, refers to the Northwest section of Portland, Oregon, specifically, Tracts 47-48-49 and a part of Tract 50. This part of Portland is a diverse neighborhood and recognizable as a microcosm of a larger urban community.

Settlement House/Community Center: While generally understood as a place, in this context it will be referred to as a process; a "neighborhood center" is the continuing interest in and concern about the development and improvement of a neighborhood. It may serve only one small neighborhood, or it may serve a cluster known as a district. As an organization, it consists of three groups working as a team: the board of directors, staff (both employed and volunteer),

and neighborhood people. The organization may call itself by various names of which the most common are: settlement house, neighborhood house, community center, and neighborhood association.

The "neighborhood center" differs from other agencies and organizations serving people in its concern for neighborhood life as a whole. The center ideally serves as a catalytic agent in the neighborhood utilizing and developing the dynamic interplay of all people for the improvement of neighborhood life. It takes the stand that the responsibilities of democracy can be learned as neighbors work together for better conditions in education, housing, and other vital matters on the basis of their own personal knowledge.

The ideal "neighborhood center's" program of service and action is determined by needs and interests of the people in the neighborhood. It varies from one period of time to another in accordance with changing needs and conditions. In practice, it has similar restraints associated with most institutions, particularly in terms of funding sources.

Education: It is that activity or experience or series of activities or series of experiences which one learns in the sense of getting to know; the procedure of "liquidating ignorance."[47]

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[47] Alburey Castell, Philosophy and the Teacher's World, (Eugene, Oregon: University of Oregon, Bureau of Educational Research, 1967).

The Educational System: This refers to the formal institutions, both public and private, that offer a set curriculum and, with few exceptions, grant diplomas, degrees, certificates or other forms of recognition upon the completion of organized courses.

An Educational Opportunity: This may be a condition within or without the formal educational system. It is generally distinguished by voluntary participation and an open learning process, and may or may not provide diplomas or other completion credentials.

Deprivation: This term is understood to include social, economic and ethnic disadvantage but may include a particular disadvantage of the affluent. The totality may best be described as "alienation" from the main stream of opportunity.

Program: This is the conscious design of activity and relationships for individuals and/or groups that further the skills, wishes, or aspirations of the individual or the group.

Limitations

1. Reference to the public and private school systems will be limited to those aspects that are directly germane to specific educational opportunities. We cannot, within the scope of this investigation, consider the complex problems that surround financing schools, such as the tax base, bond issues, etc. The curriculum, administration, and staffing will enter our concern only in addressing specific

questions of educative opportunities or the lack of these opportunities.

2. We assume the learning process but no attempt will be made to analyse the nature of learning. The primary concern is in the opportunity or lack of opportunity within the broad community structure.

3. There has been a great deal of investigation of city-wide problems in education as well as the affect of decentralized structures, advisory committees, community boards, and the advantages or disadvantages of "contracts for learning." These subjects fall outside the purview of this study. Our primary concern is the adjunctive opportunities available within the inner-city neighborhood of Northwest Portland, Oregon. Therefore, the stance of the study will not be an "either - or" position but a "both - and" posture in relation to the formal educational system. This in no way is meant to eliminate critical observations where they are necessary to clarify the author's convictions.

4. We will consider only the role of a settlement house/community center as it relates to education, leaving to others, or another time, other aspects of this type of a multi-service community institution.

Method

The in-depth study of an aspect of a community social service

institution, that is, a settlement house or comparable institution (OEO or State Service Centers, churches, etc.) and its adjunctive relationship to an established formal educational system is one factor in the implementation of the broad community goal of providing a climate for people who live in an urban setting which will serve to optimize their potentials to achieve a meaningful life in the city. The case and field research approach seems to be the most beneficial for the following reasons:

1. The area of investigation, Northwest Portland Census Tracts 47-50, is one community with its own unique characteristics which are generally recognized as similar to those of other inner city communities.

2. The attempt to identify and exploit one function of a multi-service social agency as it addresses the community educative needs lends itself to this approach.

3. The study must be regarded as an exploratory study providing background information for planning major investigations in the social sciences.

4. Hard data will not be the most valuable material with which we will have to work.

5. Recognizing the weakness of this approach, that is, the dangers of incorrect generalizations and subjective biases, appropriate roles and models can be developed in such a manner as to be

potentially useful in similar agencies. The investigation will proceed in six major sections, as follows:

a. A detailed description of the setting: the Northwest community of Portland, Oregon, the formal schools in this community, and Friendly House, Inc.;

b. An inventory of educational needs and potential resources of the community;

c. Development of a model for a lifetime of learning;

d. Identification of roles a settlement house may play in the implementation of such a model.

The primary method utilized in this study is that of the participant observer. A popular method used today in determining need is to seek the information necessary from the "consumer", that is, the recipient of service. The rationale for this method hinges on the assumption that the recipient knows best his own needs. In this approach there is no mechanism to distinguish between whim and essential need. This procedure, without entering into its merits, does present elements of miseducation. An alternative procedure incorporates the assumption that the person that is both exposed to "consumer problems" and their possible solutions within and without the established institutions is often the most creative resource. The point is, the person on "the battle line" knows the effectiveness of present and potential strategies. The classroom teacher, the social

worker, the public health nurse, the community worker, the welfare case worker, the minister, the mailman, the grocer, the bartender, and the local business man are in possession of valuable and often untapped knowledge.

The author as the participant observer is seeking to discover needs and opportunities within the Northwest Portland community that will enhance the quality of life. In the pursuit of this goal, answers were sought to the following questions:

1. What are the most critical problems in Northwest Portland?
2. What is the function of the school system in providing solutions?
3. What is the role of other institutions in providing solutions?

The author as a result of seven years working professionally in the community, had at his disposal a large amount of information. This information was checked for reliability through interviews with the schools' personnel, located in the community, with students, parents, community people mentioned above, and the utilization of demographic and social data from the Portland Planning Commission. The reliability of each response was cross checked with the other responses and where unanimity occurred, the information was considered valid.

II. THE COMMUNITY, THE SCHOOLS, THE AGENCY

The Community of Northwest Portland

The silent language of change that has been observed in the neighborhoods of our nation's older cities is characteristic of Northwest Portland. In the 1880's and 1890's, it was one of the finest residential neighborhoods in the city.[1] Remnants of this past can be identified in a few remaining structures of this early period, for example the great stone residence of Dr. McKenzie, 20th and N. W. Hoyt, now being occupied by the William Temple House Society, and the Captain John Brown House, a fifteen room residence completed in 1898, now relocated on northwest Nineteenth Avenue.[2]

The most northerly part of Northwest Portland, during this same period, was settled by the workers from the railroad and the lumber mills living in small row houses that often identify "company houses." This section became known as Slabtown, and served as a port of entry for various ethnic peoples. At Tony's Bar, 1502 N. W. Nineteenth Avenue, you can still hear thick Scandinavian accents telling about the old days at Jones Lumber Mill. This same

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[1] Robert Marlitt, Nineteenth Street, (Portland, Oregon: Oregon Historical Society, 1968).

[2] Portland Oregon Historical Landmarks Commission Inventory, Form 5-6.

area harbored a cohesive group of Serbo-Croatians who have since moved further west along the Willamette River. Even as late as the 1960's the first place of residence in Portland for many people leaving the migrant stream or the rural areas was the Northwest area because of low rents.

With the declaration of World War II industries in the neighborhood were quickly expanded to meet the emergency. Large homes were remodeled into small apartments. War housing was placed on vacant lots and Guilds Lake, adjacent to Slabtown, became a community of 10,000 persons. This influx strained the institutions beyond their capacity. Chapman Elementary School, for example, ran double sessions to serve the educational needs of children. The Northwest area was the site of a teeming, vital neighborhood remembered by Alfred Williams in the Northwest Magazine.[3] In the 1950's the war-time housing was razed; by 1952 Guilds Lake was closed. The Northwest area, however, was no longer the same as before the war, because existing plants were expanding and new industries were rapidly being built. "New apartment houses and courts were being built on every lot . . . ."[4]

Today the area is threatened by the encroachment of industry

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[3] Alfred Williams, "Northwest Magazine", (The Oregonian, October 3, 1971.

[4] Faye Steinmetz, "Application for United Fund," June, 1953.

from without, and by expanding commercial and institutional use from within. The Northwest is heterogeneous; this is one of the reasons people give for preferring to live in the community. The convenience and nearness to work and shopping are also attractive.[5] However, the neighborhood has become vulnerable because the population is changing, a healthy balance has been lost, and a social network strong enough to cope with the changes hardly exists.

The area studied[6] remains the most densely populated area in the entire city of Portland. The density ranges from 24 to 59.5 persons per acre as compared to a range of 4 to 15 persons per acre for the city outside of the Northwest. The population declined from 14,833 in 1960 to 12,152 in 1970. In part, this is due to a loss of housing units; the net loss in units for the years 1965 to 1969 totalled 330. Meantime, the population has shifted from one with a wide range of age groups to one where two age groups are over represented. Those from ages 18-24 and those over 65 are the groups increasing in numbers in the district, while the number of parents with young children has declined.

The result is that more than half of the households in the neighborhood are composed of one person living alone. Eight out of

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[5] NWDA and Portland Planning Commission, The I-505 Freeway Corridor Survey, assisted by E. W. Crawford, (March, 1971).

[6] Census Tracts 47 to 50, data supplied by the City Planning Commission Interim Reports 1 and 2, (May and August, 1971).

every ten persons rent the space they live in, and many of the fine old homes have continued the trend of being made over into rooming houses or subdivided into apartments. These facts combined with the low incomes of the residents indicate that the neighborhood may be on the verge of even further deterioration. Nevertheless, a potentially strong core of permanent residents does exist. Three out of ten residents have lived in the district more than five years and many of the new young residents readily become active in neighborhood programs.

On the whole, the rapidity of the population change has weakened the social network of the neighborhood. One study conducted in 1968 showed that the only organized group activities centered around Friendly House, Inc., and some of the churches in the area. In 1970 two of the churches had to close because of the lack of support. Friendly House, Inc., has tried to fill this gap, but its limited resources are not sufficient to the task. In 1969, a neighborhood residential group did emerge to defend the area before the City Council. This group, the Northwest District Association (NWDA), is firmly established and has had more success in advocating residents' interest than in organizing themselves. Because of the lack of community nurturing institutions and because large numbers of residents lead very private lives in apartments, the potential for organizing the Northwest area may be less than in other areas of the city. A

summer staff worker who coordinated the NWDA's effort to reach residents in the summer of 1971 reported that the major problem he saw was the lack of trust and the feeling that "I don't count with those who control my destiny." Both are components of the condition known as alienation, a serious human problem.

The preceding summary and the following supportive analysis draw heavily upon the Interim Report Number 2 known as Northwest Comprehensive Plan[7] and a summary paper by Dr. Mary K. Peterson.[8] The Interim Report Number 2 and the Peterson paper are composites of studies in which this writer has made a direct and significant contribution. They are: 1) A Social Profile of the Northwest Portland, 1950, a report to the community from The Behavioral Science Research Institute, Reed College, jointly financed by the Ford Foundation and Friendly House, Inc.; 2) Community Analysis of a Northwest Community, by Armas, Metz and Thelin, 1968. This latter study was conducted while Mr. Jess Armas and Miss Linda Metz, students of the Portland State University Graduate School of Social Work, were in field placement at Friendly House, Inc. and assigned to the author's supervision; 3) West Side Community Development and Service to Inner-City Neighborhoods, January, 1969,

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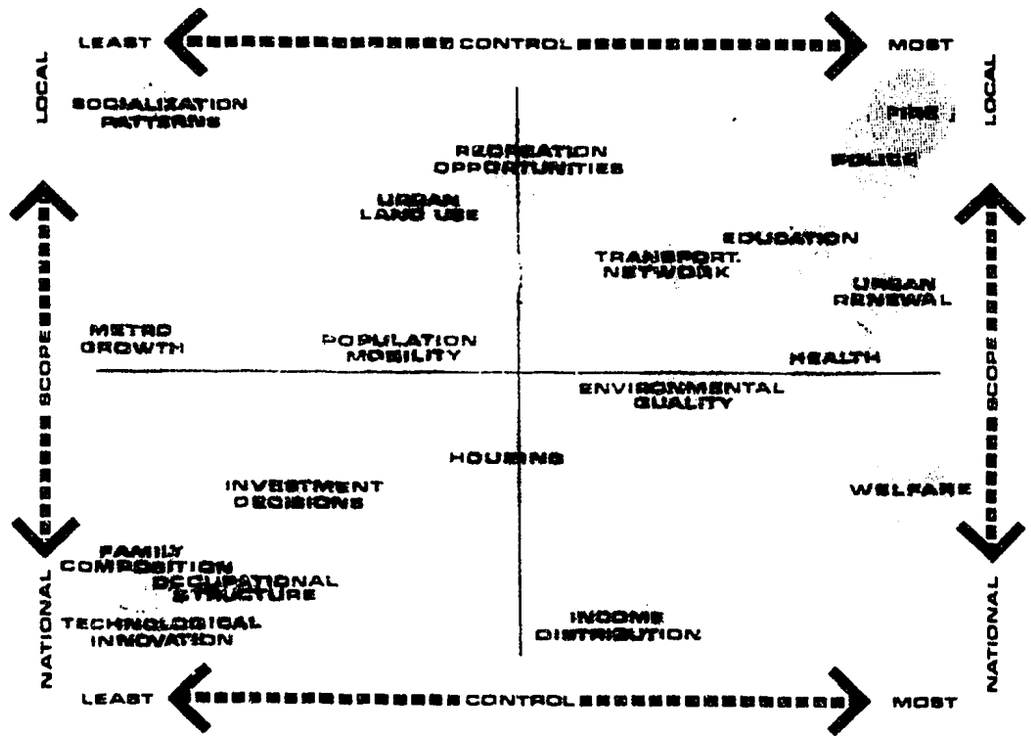
[7] Northwest Comprehensive Plan prepared by the Portland City Planning Commission and citizens of the Northwest.

[8] Mary K. Peterson, Ph. D., research assistant at Good Samaritan Hospital.

which was a proposal written by the author to present to funding sources; 4) The I-505 Freeway Corridor: A Citizens Survey of a Northwest Portland Neighborhood, March, 1971. This report was prepared by NWDA with the cooperation and aid of the staffs of the Portland City Planning Commission and Friendly House, Inc. in which the author was consulted in the design, pretest and final survey; 5) Interim Reports 1 and 2 of the Portland City Planning Commission, August, 1971, were a joint effort by the Portland City Planning Commission staff and the Human Resources Committee of the NWDA of which the author is a board member.

In reviewing the social aspects of Northwest Portland as a community, perspective may be gained in two different dimensions. The first dimension is a continuum of social conditions from the most generalized environmental context to the most precise specific services. The second dimension is the spatial and functional continuum from neighborhood to universe; from the neighborhood viewed in its own right and abstracted from its surrounding society and culture to the neighborhood as a part of a larger whole and contributing its share of values to the whole.

The result is a map of social factors that range from uncontrolled national or international forces to specific local services.



SOCIAL FACTORS MAP

The social environment is unplanned in the United States, being the resultant of economic and technological forces and historical customs, beliefs, and traditions.[9] These forces increasingly dictate the major share of decisions about the life style and future of local communities despite the recent rhetoric over local control. The most persistent urban problems identified in the Interim Report No. 2 are:

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[9] Portland City Planning Commission, Interim Report No. 2 (1971).

1. Poverty cycle
2. Education
3. Shortage of low-income housing
4. Race problems
5. Transportation problems
6. Land use conflicts
7. Diffuse governmental responsibility[10]

Some of these are obviously societal rather than community problems. However, the national solutions to these problems can create confusion for those seeking to maintain the integrity and uniqueness of many communities.

Even for elements of the social dynamic as precise as one-to-one services (for example, Aid to Dependent Children) there is often little local control. A myriad of national programs intended to guide, correct and patch up cracks in the social environment give little voice to neighborhoods. Welfare, education, health care, and employment services have been essentially designed in form and content before they reach the level of implementation.

Even when a neighborhood does have the means of control to attack a problem that is amenable to local treatment, it still must face its relationship to surrounding neighborhoods and the metropolitan region.[11]

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[10] Ibid.

[11] Ibid.

Data and Social Portrait

The Northwest Portland study area consists of four census tracts (See Appendix, Map I). What follows are the data available to describe the people living in those tracts and their problems which form a portrait of the emotional textures and colors that make the Northwest a distinctive community. What is known about the area can only be fully judged against what is felt about the area. Only the residents themselves can determine the latter, and it takes more than the sterile "citizen involvement" formulas written into most Federal legislation for a true sense of the community to emerge.

In short, what is required is a continuing process of political participation in the events that change the community. No government program or volunteer agency service can fully develop the habits of participation that give a community control of its future. Ultimately the future rests with a local leadership that serves as the "scout" of the community in looking at the future. Issues often surface to find the normal processes of government declare it too late to do anything. Many people have lost the old democratic tradition of raising a voice concerning the public affairs that directly affect them. Much hard work and frustration lie between this recognition and recapturing a public-spirited and public-regarding motivation. Above all, it is important to remember that no formula can be devised which

guarantees effective citizen control. In a sense, local democracy cannot be planned; the citizens must do local democracy. Experience and education are prime ingredients in this process.

What the Northwest area feels like on first contact, according to one minister who moved into the area several years ago, is discomfort at the physical mix of industry, shops, and houses, many in a run-down state. Now he talks about the people who live there, rather than the buildings that house them, and he finds great comfort in the diversity and urban amenity of the area. His finding is that the people like the area, even with the physical problems he first noted.

The lesson, he says, is of the danger of evaluating an area as a place to live on the basis of physical characteristics. Northwest Portland, viewed from a car passing through, looks like two or three distinct areas, each distinguished by more or less mingling of residences and businesses. Socially, however, it is difficult to number all the distinct "neighborhoods" characterized by rather intense contact between neighbors or, where contact is less intense, of mutual liking by neighbors. One such neighborhood is an unlikely-appearing cross-street between NW Thurman Street and NW Vaughn Street. Most of the residents are elderly people who have lived in the same houses or apartments for 20 to 30 years. Many came originally to the area to work in the saw mills of Slabtown. Accents abound. One young

couple has moved in recently to fix up an older house. They, too, like the area. At a gathering of the residents, all were aware of physical changes taking place and expressed apprehension about the uncertainty surrounding the proposed new I-505 Freeway. Their immediate concern was over the destruction and deterioration of older homes as industry bought up property for expansion and the State Highway Department acquired property in anticipation of freeway construction. Having seen friends moved out by this process, and the razing of dwelling units to be replaced by messy empty lots, the anxiety of these people for their own fate was clear.

Yet many of them knew that some of the decline in the area was irreversible and were willing to consider moving to better housing if forced to leave their familiar homes. All said they wanted to stay in the Northwest. In fact, while most said they would not like to live in a high-rise apartment (the reasons to be explored later), all said they would prefer to stay in the Northwest in an apartment before moving to another area for a home similar to what they now have. In short, the neighborhood was more important than the type of housing, a possibility not considered in Federal or State relocation policies.[12]

While much of this feeling is grounded in knowing the people

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[12] NDWA and Portland Planning Commission, op. cit.

around them, it is nurtured by the amenities and convenience of the area. This particular elderly group agreed the excellent bus service to downtown was very important to them. All commented upon the convenience of having neighborhood stores within walking distance. They preferred these to large, impersonal supermarkets.

A major factor in the attitudes of this neighborhood was the certainty of knowing their way around, given the limited mobility of old age. The neighborhood was a supportive and non-threatening environment, important for both young children and the elderly.

The point of this is that this group of people could not be understood simply as a number of individuals, but as an interacting group that has built up habits and a daily way of life that is secure and fulfilling for them. They find the prospect of change threatening. One elderly retired steel worker had become quite embittered by his dealings with a public agency which first wanted part of his property and then all of it. For several years he has not known how long his house would be his. His original anger has given way to frustrated resignation.

This is only part of the story of one part of an area that is faced by a new freeway.[13] Most areas faced with the same project exhibit, in one way or another, this kind of frustration.

The physical changes occurring in Northwest Portland are

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[13] Ibid.

easily seen. Less visible, but equally in a state of transition, are the people living there. They are changing in a number of ways: age, income, ethnic composition, occupations, family structure, etc. Some relationships between physical change and social change can be stated with relative certainty, but many cannot. The first task is a description of who is now living in Northwest Portland and a look at the major population trends.

The most distinctive trend is the age polarization taking place. The elderly and the young adult are in ascendence in the area, while young children and the middle-aged comparise a decreasing share of the population mix. This partially reflects a national shift in the age composition of the population, but mostly it results from migration patterns in and out of Northwest Portland. Both the reasons for that migration and the effects of it help foretell the future of the area.

Since 1940, there has been a steady increase in the proportion of elderly in Northwest Portland. For each of the four census tracts in the study area, that proportion is greater than the overall proportion of elderly in Portland, and is increasing more rapidly.(see Appendix, Graph I). The major problems associated with this trend are its impact on the housing market, the feelings of other age groups about the desirability of the Northwest as a living area, and the increased need for direct services to help a less mobile and affluent group. Some people have summarized the potential problem as the

threat that the Northwest area might become the "gerontology ward" for the state. No discussion has revealed any hostility toward the elderly. On the contrary, the concern has been that the elderly, as with all age groups, are best situated for themselves where some population diversity exists. Increasing dominance of any age group makes it harder for all, including the dominant group.

This increase among the elderly must be seen parallel to the increase in the 18-24 age bracket. Again, while this is a national trend, the increasing intensity presents a dramatic new role for Northwest Portland as a community for youthful living and activity, singly and in communal arrangements. Furthermore, within the 4 year age span of 16-19, the 18 and 19 year-olds make up over 65% of the total in the census tracts in the Northwest area (see Appendix Graph II). This is in contrast to the figures for the City as a whole where the 18-19 year-olds about equal the number of 16 and 17 year-olds. There is almost no smaller neighborhood within the Northwest where the people cannot point to a nearby communal living group. Some of the newly arrived young adults are purely transient, using the Northwest as a bedroom community (suburb) adjacent to Portland State University, where the housing stock has been drastically cut. But there are many who are taking root in the area, as evidenced by the number of new little specialty shops and the visible street activity. And, contrary to most past experience, many are taking an active

part in the community, including social service agencies such as Friendly House and its branch, the Couch Community Center. This sort of activity is normally only a product of long residence in a community.

The influx of the young promises both new vitality and new tensions for the area. For older residents, the desirability of living in Northwest Portland hinges upon the security of a relatively stable physical and social environment. This is particularly true for the elderly, whose lives turn upon familiar habits of daily activity. Thus, it is that the two major sources of anxiety over the future for older residents in the area are the loss of housing to other uses and the uncertainty over the behavior of the newer, younger residents. (General population characteristics are shown in Appendix, Graph III, Interim Report No. 2.)[14]

The 1970 census data on income levels in Northwest Portland will not be available until late 1972. However, past data and related indicators suggest that incomes in the Northwest remain well below the city-wide averages (see Tables 1 and 2, and 3 and Appendix, Graph IV).

However, the large number of single-person "families" and elderly on fixed income somewhat mitigates this apparent aggregation of low-income families. Many moved to the Northwest area

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[14] Portland Planning Commission, op. cit.

TABLE 1

FAMILY INCOME $3,000 OR LESS
1960 CENSUS DATA

Tract #	Total Families	Under $1,000	$1,000 to $1,999	$2,000 to $2,999	Total Under $3,000	Percent Under $3,000
45	697	42	63	48	153	21.9
47	961	43	64	76	183	19.0
48	779	41	81	71	193	24.8
49	717	22	72	52	146	20.3
50	224	5	40	27	72	32.2
	3,378	153	320	274	747	
	(100%)	(4.6%)	(9.5%)	(8.1%)	(22.1%)	
City						
	97,652	2,787	5,569	6,365	14,721	
	(100%)	(2.85%)	(5.7%)	(6.52%)	(15.07%)	

Prepared for Friendly House, Inc., by the Research Department of the Tri-county Community Council, Portland, Oregon.

TABLE 2

FAMILY INCOME UNDER $5,000

Tract #	Total Families	Under $3,000	$3,000 to $3,999	$4,000 to $4,999	Total Under $5,000	Percent Under $5,000
45	697	153	66	73	292	41.9
47	961	183	92	118	393	40.9
48	779	193	144	67	404	51.8
49	717	146	52	93	291	40.6
50	224	72	35	27	134	59.8
	3,378	747	389	378	1,514	
	(100%)	(22.1%)	(11.6%)	(11.1%)	(44.9%)	
City						
	97,652	14,721	7,460	9.878	32,059	
	(100%)	(15.1%)	(7.6%)	(10.1%)	(32.8%)	

Prepared for Friendly House, Inc., by the Research Department of the Tri-county Community Council, Portland, Oregon.

originally for low rents, but compared to other areas in the City, they are paying more of their income for rent. Although rents in the Northwest are relatively low, they are disproportionately expensive for the low-income. A sharp measure of the relative decline of Northwest Portland as a sought-after residential area is the drop below city-wide average in rent which occurred around 1960 (Table 3). Prior to that time, the Northwest was relatively a high-rent and low-income area within the City. (In Census Tract 48 low-rent levels are partially attributed to public housing projects, although this is a relatively minor factor.)

The rate of decrease in rent levels relative to the metropolitan area is precipitous, making the Northwest a prime area for catching low-income persons displaced by large public clearance projects in other parts of the City. Informal sampling indicates this is already true for students formerly in the Portland State University area, and elderly formerly in the South Auditorium Renewal Site.

The downward spiral of rent and income shows up in census tracts 48 and 50, both with declines in the housing stock between 1960 and 1970 (Table 4). The evident pattern is for increased pressure to use residential land for other purposes resulting in higher land values and property taxes to the point where maintenance of a residential structure becomes problematic. This trend induces speculators to purchase land on an upward rising market and hold it for re-sale or industrial or commercial development. Structures

TABLE 3

MONTHLY RENT AS % OF INCOME

	Census Tract				
	47	48	49	50	City
1950	20.0%	19.0%	19.2%	16.0%	14.9%
1960	19.4%	23.0%	18.6%	22.1%	14.6%

Portland City Planning Commission, Interim Report No. 2, p. 9.

TABLE 4

CONDITION OF HOUSING

Tract #	Total Units	No. of Units			% of Units		
		Sound	Deteriorated	Dilapidated	Sound	Deteriorated	Dilapidated
45	1,057	866	111	80	81.9	10.5	7.6
47	2,243	1,773	347	123	79.0	15.4	5.4
48	2,297	2,067	197	33	89.9	8.5	1.5
49	2,249	1,979	212	58	87.9	9.5	2.5
50	665	299	238	128	44.9	35.8	19.2
	8,511	6,984	1,105	422	82.0	13.0	5.0
City	143,049	122,498	16,567	3,984	85.6	11.6	2.8

Prepared for Friendly House, Inc., by the Roosevelt Department of the Tri-County Community Council, Portland, Oregon.

on land held primarily for investment are allowed to deteriorate. Rents decrease and there is often an increase in tenant turn-over. Finally, the land changes use from residential to commercial or industrial. Swept into this whirlpool by low incomes, many people never break out and simply slide from one declining area to another. (See Appendix, Graph V for housing characteristics, Interim Report No. 2.)

Overall, the Northwest area has never been much different from the rest of the City in percentage of foreign-born, but it has served as more of a stable home for them than other parts of the City (Table 5).

For most of the foreign-born, their original move into the area was tied to their work in the mills along the waterfront. With so many now retired, their ties to the area are now based on nostalgia and low-rents.

The newest ethnic increase is of Blacks, Indians, and Chicanos (Table 6). However, while the Northwest area shows a lower percentage of the total non-white population than for the City as a whole, the rate of increase in the Northwest of non-white is much greater, concentrating in the physically most deteriorating sections along the I-405 and proposed I-505 Freeway Corridors. Thus far, these newest of minority migrants to Northwest Portland do not exhibit any cohesive community of their own, nor have they been absorbed into

TABLE 5

PERCENTAGE FOREIGN-BORN OF TOTAL POPULATION

	Census Tract				
	47	48	49	50	City
1940	11.6%	10.3%	11.3%	14.3%	12.6%
1950	11.6%	11.1%	10.2%	11.9%	9.2%
1960	12.0%	10.7%	9.3%	11.4%	7.4%

Portland City Planning Commission, Interim Report No. 2, p. 10.

TABLE 6

PERCENTAGE OF NON-WHITE OF TOTAL POPULATION

	Census Tract				
	47	48	49	50	City
1940	0.6%	0.8%	0.7%	9.7%	1.9%
1950	1.0%	0.7%	1.0%	6.3%	3.5%
1960	1.9%	1.8%	1.8%	5.6%	5.6%
1970	3.2%	3.0%	3.7%	7.6%	7.8%

Notice that the non-white percentage more than tripled in tracts 47, 48, and 49.

Portland City Planning Commission, Interim Report No. 2, p. 11.

existing community activities or services. Theirs is a physical rather than a social presence at this point, and it is not clear that the community possesses the means to welcome them without the racial tensions experienced in other transitional neighborhoods. One clear indication will be the extent to which they remain dwellers along the deteriorating fringe instead of moving into the more stable center.

As with the census data on income, information on occupational structure of the population is not available at this time. The data through 1960 on occupations does show that a relatively large proportion of the population in Northwest Portland was in the labor force, with unemployment rates somewhat lower than for the whole City, except in Census Tract 50 (Table 7).

The combined factors of a low number of "normal" families and a higher percentage of people in the labor force helps to account for the low rates of participation in neighborhood and organized group activities noted in "Community Analysis of a Northwest Community,"[15] "A Social Profile of Northwest Portland,"[16] and "The I-505

[15] Portland State University, "Community Analysis of a Northwest Community", (1968).

[16] The Behavioral Science Research Institute, Reed College, "A Social Profile of Northwest Portland", (1958).

TABLE 7

WORK-FORCE CHARACTERISTICS

	Census Tract 47		Census Tract 48		Census Tract 49		Census Tract 50		City	
	Work Force	Unemployed	Work Force	Unemployed	Work Force	Unemployed	Work Force	Unemployed	Work Force	Unemployed
1940	65.9%	7.1%	69.3%	8.3%	66.3%	10.9%	59.8%	16.3%	54.5%	11.0%
1950	62.1%	7.5%	72.0%	6.2%	72.4%	6.5%	69.4%	9.5%	57.0%	8.1%
1960	62.5%	4.4%	68.6%	5.6%	65.3%	5.8%	59.5%	14.7%	56.4%	5.6%

Portland City Planning Commission, Northwest Comprehensive Plan, Interim Report No. 2, p. 12.

Freeway Corridor: A Citizens Survey of a Northwest Portland Neighborhood."[17]

In 1960, three of the four census tracts in Northwest Portland had male populations working in white collar or clerical and sales jobs in about the same rate as the rest of Portland (Table 8).

TABLE 8

PERCENTAGE OF MALE LABOR FORCE IN WHITE-COLLAR JOBS

	Census Tract				
	47	48	49	50	City
1960	46.1%	41.5%	39.3%	23.4%	43.6%

Portland City Planning Commission, Interim Report No. 2, p. 12.

Next to the sharp age polarization, the most noticeable social factor in Northwest Portland is the high percentage of persons living alone, which is of course related to the age composition of the population (Table 9). The proportion of one-person households in Northwest Portland is twice that for the City. While better than half of all the people in Portland aged 14 years or older are married, less than one-third of that group in the Northwest are married. The "normal" family of a working father, child-rearing mother, and school-age children is a disappearing species in Northwest Portland. At various neighborhood meetings, residents have been unable to name such a

[17] NWDA and Portland Planning Commission, op. cit.

TABLE 9

FAMILY CHARACTERISTICS

	Census Tract 47		Census Tract 48		Census Tract 49		Census Tract 50		City	
	%14+ Married	% one person house-holds	%14+ Married	% one person house-holds	%14+ Married	% one person house-holds	%14+ Married	% one person house-holds	%14+ Married	% one person house-holds
1940	na	23.2%	na	26.5%	na	26.7%	na	34.7%	na	14.8%
1950	68.7%	32.7%	52.5%	41.9%	50.5%	40.6%	53.8%	39.0%	65.7%	16.4%
1960	42.7%	38.6%	36.5%	59.2%	38.2%	60.4%	39.9%	58.6%	61.8%	25.7%
1970	36.2%	48.6%	30.6%	63.0%	30.0%	62.7%	32.3%	61.2%	51.5%	29.5%

	% Unrelated persons in household	% Unrelated persons in household	% Unrelated persons in household	% Unrelated persons in household	% Unrelated persons in household
1950	40.3%	37.5%	41.9%	28.6%	13.7%
1960	37.4%	53.7%	46.1%	41.7%	13.9%

Portland City Planning Commission, Interim Report No. 2, p. 13.

family in a two or three square-block area.

The "normal" household for many portions of Northwest Portland is an elderly woman living alone in an apartment, an elderly man living in a rooming house or hotel, or a group of young adults sharing a room or living as a commune in an older, deteriorating home.

The tables and narrative presented so far point to trends that have been visible for some decades, and which are not unfamiliar in the history of most urban areas. The tides of social mobility are guided and energized both by national and neighborhood changes. The residue that out-migration leaves in an area and the life-style brought in by newcomers may complement and reinforce one another, or they may tend to conflict. If the former is true, the area is likely to be self-renewing and show social stability and physical vitality.

Those who reside in an area for many years are not necessarily stagnating. In fact, such long-term residents are essential to maintaining the community resources that make mobility easy for others. While Northwest Portland has acted for many years as an important stopping place in the movements of young families, especially prior to having children, the most marked fact about social mobility in this part of town is the great neighborhood stability of most residents. Most movement that does occur takes place within the neighborhood, according to the Reed College Study of some 12

years ago. Recent interviewing suggests this pattern may be changing toward more movement in and out, but stability still dominates. The desire of most people to remain in the area was evidenced in informal interviews and in the I-505 citizens survey.

The Reed College study found that 42.6% of people who had moved in a three-year period moved within the Northwest from one address to another. The Census for 1960 shows the same remarkable stability.

TABLE 10

PERCENTAGE OF PEOPLE LIVING IN SAME DWELLING UNIT LAST 5 YEARS (1960 CENSUS)

	Census Tract				
	47	48	49	50	City
1960	39.8%	29.7%	33.7%	34.2%	13.1%

Portland City Planning Commission, Interim Report No. 2, p. 15

The Reed College study also found that 39.6% of the recent migrants to Northwest were from elsewhere within Portland. This, plus the I-505 citizens survey results, help place Northwest in the middle of the population mobility ladder for the metropolitan region. Young families have been attracted to the area by low rents and proximity to work in the industrial area and the bus service to downtown. But as families grow, the pull to suburbia is strong, due to the desire for better places for children to play and for more dwelling unit space. A typical trail for a newly married couple used to

be from Southeast Portland into Northwest, followed by a move back across the River to the rapidly expanding eastern fringe of the City or to the western suburbs. Quite clearly, those coming into the metropolitan area have not first settled in the Northwest, but are "Portlanders" by the time they get there.[18]

Changes are occurring which make the Northwest a less desirable place than in the past for young upwardly-mobile families. The first factor is that housing for child-rearing families is increasingly rare. Under the pressure of rising land prices and consequent property taxes, family dwelling units are no longer the bargain they used to be. Older houses are being destroyed or divided into smaller individual quarters or rented out to a large group paying a per-person instead of a per-unit rate. Some landlords have found it possible to get $200 for a two-bedroom unit by putting in 4 people at $50 per person, while a similar unit rents to a family for $115 per month.

This arrangement has found great favor with young people who have been displaced from around Portland State University. These young people profess great interest in the area, but also admit that their tenure is limited to their school years and is therefore short-term. Many of the units rented to them have been marked by landlords for minimum maintenance and eventual destruction.

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[18] Portland Planning Commission, op. cit.

At the other end of the age spectrum are the elderly displaced by clearance for the South Auditorium Urban Renewal project and the Stadium Freeway. They found relocation to the Northwest to be a congenial move into nearly similar surroundings. The extent of this movement is unknown, but the impact seems to have been less visible in the Northwest than that of the inward movement of the young.[19]

The patterns of activity and social participation, both informal and in organized groups, that characterize a neighborhood serve as both an indication of other social factors and as a social force in their own right, helping to determine stability and change.

Tradition has created the image of the "normal" family, consisting of working father, child-rearing mother and school-age children, which serves as the caretaker of community well being. The responsibility for the care and schooling of the young gives the family a stake and stability in the community that is healthy for all concerned. Participation begins with the common denominator of educating the children. The traditional planning concept of a neighborhood is the residential area surrounding an elementary school.

Whether in fact a community cemented by a base of such families is "better" than others must be left to individual judgments. The conclusions of social science are, however, that such families

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[19] Portland Planning Commission, op. cit.

contribute to more intense patterns of interaction and organized group activity. In particular, the special form of socializing known as "neighboring" occurs primarily in middle-class neighborhoods between at-home housewives. There tend to be informal but strongly patterned exchanges of coffees, visits, dinners, and favors. The meeting ground of exchange seems to be the private yard or home.[20]

Northwest Portland departs from this "normal" version of the American neighborhood in many respects, but retains its own distinctive forms of socializing.

The preponderance of single-person households leads to a different style of socializing, taking place in public places, commercial shops, and on the street instead of in the home. For single workingmen, the taverns are the primary place to get together, and for many of the elderly, a variety of grocery stores, laundromats, pharmacies, etc., serve as the site for meetings. Benches set off from the street in parks and additional strategic locations, but still having a view on street activities, are also cited by the elderly as favored places to see a friend. Many of these benches were deliberately placed by Friendly House's Northwest Pilot Project to facilitate socializing.

Many of the stores which service the neighborhood also serve as important centers of social activity for apartment dwellers. Of

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[20] Suzanne Keller, The Urban Neighborhood, (New York: Random House, 1968), Ch. 1.

course, not all do, but such amenities as a place to sit and a friendly proprietor turn almost any shop normally used for a service or purchase into a public "living room." Several cafes have initiated free paperback book exchange racks which appear to be very popular. (Observation by Friendly House Program Staff.)

While Northwest Portland does lack one of the distinguishing attributes of an urban life-style (ethnic diversity), this public form of socializing does reinforce the urban character of the area. The conclusion is only tentative, but it appears that the relationship between apartment complexes and small neighborhood-oriented shops is important in maintaining social interaction. Ease of pedestrian access is central to sustaining this activity.

The need to provide for easy "public neighboring" relates to the patterns of family structure, age, and income. In suburban areas populated by "normal" or nuclear families, neighboring tends to be selective and sociable. But in neighborhoods with concentrations of the single, low-income and elderly, neighboring becomes more of a substitute for the aid-in-crisis and solidarity normally provided by the family. It is more a matter of utility than of choice; an effective link between organized social services and those in need. The web of relationships within a community such as Northwest thus serves to some extent as an extended family, providing both the essential self-rewarding activities of social contact and sources of help when needed.

In some types of neighborhoods, according to Suzanne Keller,[21] efforts are most intense among newcomers as they seek to settle in. These then diminish as the family becomes the focal point of social life. Where the family does not serve as a mediating institution between the person and the larger social world, friends and neighbors are likely to become more important in critical moments. This seems to be the case in the Northwest.

Events which diminish daily contact between citizens in public places must be viewed against this background. Such possible events include diminishing of educational opportunities, the removal of small neighborhood shops, increases in auto traffic or decreases in sidewalks which make pedestrian movement more difficult, and any drastic homogenizing of the population so that only persons of the same circumstances live near each other. The possibility of a neighborhood acting as an extended family clearly depends upon the proximate existence of persons with differing capacities and points of access to help.

The social participation of persons in the Northwest in formal voluntary groups appears to be quite low. This is the finding of all

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[21] Ibid.

three surveys in the area.[22, 23, 24]

It also conforms to the generalized findings of social research. Such participation seems closely linked to both career and family. Greatest participation occurs around age forty on the part of married persons.

The Armas, Metz and Thelin study concluded:

> There appears to be a deprivation in social participation in voluntary organizations...
> (1) The community does not have a network to resist any element from coming into the area.
> (2) Community organizations are not "the gate keepers of change"... They appear to have little influence in stabilizing the population.[25]

However, the low levels of participation should not be taken as simply a willingness to acquiesce in changes planned for the neighborhood. People who do not participate are characterized by greater than normal cynicism about the processes of government, and feelings of personal impotence to have any effect upon decisions. No mechanism for citizen participation will adequately overcome this. Voluntary

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[22] Jess Armas, Linda Metz and Llano Thelin, "Community Analysis of a Northwest Community", Portland State University Graduate School of Social Work, (Unpublished Research Project, 1968).

[23] NWDA and Portland Planning Commission, op. cit.

[24] The Behavioral Science Research Institute, Reed College. A Social Profile of Northwest Portland, 1958. (Portland Oregon: 1959).

[25] Armas, Metz and Thelin, op. cit., p. 30.

groups, educational institutions, and governmental agencies must be active in seeking citizen involvement in an area such as Northwest Portland, rather than expecting it to flow to the agency or group.

In summary, the population of the Northwest has distinct characteristics, including:

1. extremely low income and high rates of unemployment and retirees;
2. increasing age polarization toward young adults and the elderly;
3. increasing and extreme dominance of single-person households;
4. inordinately high percentage of non-owner residents;
5. a decline of child-centered, middle income, middle age families.

The Northwest by and large has become a neighborhood of necessity. However, it should be emphasized this does not deny the strong emotional attachments and sense of community on the part of many long time residents. Socialization appears to be inter-group rather than intra-group in nature.

Schools in Northwest Portland

Formal education is primarily provided Northwest Portland by two public schools, kindergarten through eighth grade; a parochial

school and a high school located outside of the Northwest district. There is an experimental school known as the Metropolitan Learning Center serving children from kindergarten through the twelfth grade. This center shares the same facility as Couch School, one of the schools.

Chapman School

Located near the edge of the old Slabtown neighborhood is the Chapman School. The area has taken the name of the school and is now known as the Chapman neighborhood. The facility was built in 1923 with twenty-one classrooms and three portables adjacent to the main building. The school, including a large outdoor play area, enjoys a location immediately across the street from Wallace Park, which encompasses one square city block. The school library is open for pupils from eight-thirty a. m. to four p. m. with the morning period staffed by volunteer parents. The school gym is operated after school hours by the City Park Department, each week day until ten p. m. for neighborhood recreation. Friendly House, a community settlement house, is one block away and provides among other activities after school and summer activities for some of the children.

The Chapman School enrollment is about seven hundred pupils. This includes 375 girls and 325 boys from about 380 families. There are thirty-seven pupils from outside the Northwest District. Minority

pupils enrolled include thirty-three Negroes, three American Indians, ten Orientals, eleven Spanish-Americans, and two East Indians. There have been ten suspensions so far during the 1971-72 school year, primarily for smoking in the school building and for disrespect for school personnel. The students are heterogeneously grouped. They participate in a school council after reaching the fourth grade. The duties of this student government revolve around such issues as hall patrol, planning parties, and manning the audio-visual equipment during the lunch period.

Approximately fifty percent of the pupils reside in the hills adjacent to Chapman School. The parents of most of these children are upper middle class and value education highly. The rest of the pupils come from "on the flats" and are for the most part from lower socio-economic families where motivation for education, employment, and community concern is very low. There seems to be no middle group between these two extremes. Approximately thirty percent of the children from the lower economic group come from one parent families. The school serves five hundred free lunches a week or an average of one hundred per day. About two hundred-fifty free breakfasts are provided each week.

The Chapman faculty consists of twenty-nine teachers, and the curriculum includes music, remedial reading, home economics, speech therapy, shop, and art. A social worker is available one and

one-half days a week and the library is professionally staffed each afternoon. The public health nurse is available on call. There are only eight male teachers on the staff. Two of the twenty-nine teachers are first year teachers; fourteen enjoy tenure; all are Caucasian. The average class size at Chapman is 26. 8 students. The entire faculty is enrolled in an in-service training course, "Schools Without Failure," a closed circuit television course by Dr. William Glasser. Student evaluation is by teacher observation and standardized tests; the cumulative records are used in the initial grade placement of the student. Chapman School has developed a close relationship with the services of Friendly House, Inc.

The Couch School

The Couch School is located between N. W. Glisan and N. W. Hoyt at Twenty-first Avenue. This is an area of high density non-owner population and near to the older downtown core of the city. This Elementary School in its regular program (Metropolitan Learning Center operates in the Couch plant, but is not a part of the regular program) serves approximately one hundred seventy-five students in grades kindergarten through eighth grade. One hundred fourteen of these students have been identified as eligible for a program of compensatory education. The ratio of students to teachers in homeroom settings is twenty-four to one. The racial distribution during the

1970-71 school year included approximately one hundred fifty white students, twenty Oriental students, six black students, four American Indian students, and four Spanish surnamed students. About seventy-five youngsters were transported to the school by bus. The principal was unwilling to give the number of suspensions; however, he listed the primary reasons for the suspensions as discipline, disobedience, and insubordination. He insisted that the school does not experience discipline problems different from those found in other urban settings. Significant pupil problems include: fighting; conflicts in interpersonal relationships; lack of respect for authority; and a variety of conditions stemming from a lack of facilities for adequate physical release; home environment; mobility of students and lack of educational continuity, and life in a community consisting primarily of apartments, businesses, and manufacturing.

The physical plant was constructed in 1915 and shows evidence of the lack of maintenance. Cleanliness is at a low ebb as evidenced by the walls being washed only as high as a person could reach without a ladder. The building also houses a swimming pool operated by the City Park Department. This facility is constantly used by many community groups for varied activities both on a regular and occassional basis.

About one hundred families are served by the Couch School; it is estimated that sixty percent are single-parent households. There

are a few foster placements in the area. The school's Parent-Teacher Organization (PTO) was re-established in the 1970-71 school year following a ten-year period of inactivity. Though the PTO organizational gains were short term, and the activities quite limited, it is felt that some new life was breathed into the program. The school leadership has planned a renewed effort toward developing the PTO in the 1971-72 school year. The Title I Parent Advisory Committee met four times in the 1970-71 school year and although it originally included a number of parents, its effective membership now is one parent and three staff members. The Parent Advisory Committee, by and large, accepted the staff plan for education of disadvantaged children. They did accomplish budget and program reviews and made some recommendations for change.

Couch's all-white staff includes twenty-one persons in the following capacities:

1 full-time Supervising Principal

1 one-fifth time School Social Worker

6 full-time homeroom teachers

1 one-half time Industrial Education teacher

1 three-tenths time Home Economics teacher

1 one-half time Vocal Music teacher

1 two-tenths time Instrumental Music teacher

1 one-fifth time Speech Therapist

4 full-time Teacher Aides

2 one-half time Teacher Aides

1 full-time Library Aide

1 two-fifths time School Nurse

The teaching staff is composed of three first year or beginning teachers, one and one-half teachers with four to eight years of experience, five and one-half with experience ranging from eight to fifteen years, and three and one-half with fifteen years or more of experience.

The staff development programs have included studies in child growth and development, teaching mathematics, inter-personal relationships, and cooperative teaching. The staff involvement in planning the overall school program is minimal, but the administration characterizes the staff as generally having a dedicated and positive attitude toward teaching disadvantaged children. The school personnel view the neighborhood as deteriorating and not desirable for child rearing. They also feel that the community is not necessarily supportive of the school. In its attempt to humanize the teaching process, the staff strives to serve youngsters on an individual basis.

Relationships between teachers and teacher aides are described as being good. The administration expressed no concerns for the misuse of teacher aide time. Areas in which teacher aides possess

high interests and competencies are regularly tapped for application to the instructional program. Teachers and teacher aides jointly plan the learning experiences.

Learning experiences are conducted in a regular home room program accentuated by cross-grade groupings in grades one through four for instruction in reading and mathematics. Curriculum opportunities are as follows:

Area	Grade
Art	All
Arts and Crafts	All
Metal Shop	5-8
Wood Shop	5-8
Electric Shop	5-8
Plastics	5-8
Leather	5-8
Home Economics	5-8
Physical Education	All
General Science	All
Earth Science	All
General Mathematics	All
Internal Combustion Engine	5-8
Social Studies (History, Civics, Modern Problems, Government)	All
English (Composition, Grammar, Literature)	All
Vocal Music	All
Instrumental Music	5-8
World of Work	7-8

The ıool's instructional philosophy embraces the concept of a child-centered curriculum. It is need-oriented and emphasizes teaching and learning techniques which are mindful or pupils' needs for gaining success in their "now" living as they cope with change.

Instructional strategies include: one teacher in a traditional setting, cooperative teaching, some individualized instruction, some independent study, pupil-team learning, and tutoring. Innovative activities include those student experiences related to intra-grade grouping. Individual teacher's classroom programs are thought to be the most accurate indicators of innovation in this educational setting.

There seems to be a serious lack of equipment; however, some items have been acquired as a part of program needs in compensatory education. These include: one thermofax machine, one reading machine, one science kit, and one musical instrument rental.

There is no attempt to provide special services for students other than the resources typically available to all schools, such as the need for clothing, medical and dental care, and psychological needs of the youngsters. As critical as these needs are there are no special allowances available. Thirty-seven free lunches were provided daily to children during the 1970-71 school year. In the 1971-72 school year, if the neighborhood trends continue, all students enrolled will be eligible for a free lunch daily and about forty youngsters are expected to participate in the free breakfast program. The school does not offer an extended day or a child care program nor are intra-murals a part of the regular program. Funds available for field trip expenses are applied toward payment of related costs including transportation, snacks, and addmissions. Pupils' needs for

financial assistance have been met in the curriculum areas normally requiring fees, such as home economics, industrial education, regular classroom supplies, instrument rentals, and admission fees.

Metropolitan Learning Center

The Couch School facility in addition to the regular kindergarten through eighth grade program houses the Metropolitan Learning Center (MLC), an experimental school with students in kindergarten through the twelfth grade. The following is a digest of a description prepared by Mr. Amasa L. Gilman, principal of MLC.

The MLC is an ungraded, continuous progress public school in the Portland School System. It enrolls students from five through seventeen years of age. In providing an alternative to the traditional public school, MLC offers its students as many experiences as are possible within the limits of the available resources of the community, of the Center personnel, and of the school budget.

MLC is in its fourth year of operation. It presently enrolls two hundred eighteen students, with fifty percent female and fifty percent male. Admission to the school is by special application. Residents from any section of the Portland City School District are eligible. Upon acceptance the payment of a fifteen dollar fee per year is required. Students who apply are placed upon a waiting list according to their age and in the order of the date upon their

application, with priority given to children of families resident in the Couch neighborhood. As openings occur within age groups, students are admitted from the waiting list. There is an average of about three hundred students waiting for admission. Students are occasionally admitted without regard to their rank on the waiting list if circumstances warrant. The students come from the entire city; about seventy percent live with both parents in the home, twenty percent with one parent, and ten percent live in a home without the presence of their natural parents. Approximately one hundred eighty students live far enough from the school to necessitate busing financed by School District number one. There are about fifteen free lunches provided students that need this additional service.

The principal of MLC is also the principal of Couch Elementary School. There are seven certified teachers in MLC and three full time teacher aides. The ratio of student to teachers is thirty to one, but one of the principles around which MLC is organized is utilization of the skills of the parents and of the community in which it exists. It draws heavily on the community; parents; local colleges; colleges with field experience programs such as Antioch, Beloit, and Wooster; and its own student body for volunteer help. Many of these people serve on a full time basis, others on a regular but part time basis. All together, they bring the ratio down to about ten to one.

The MLC operational budget is the same as that which would

exist in any other school of its size in the City of Portland with one exception. This exception is that the Center leases three van type buses which are used to transport students to learning stations throughout the metropolitan area. These buses are driven by teachers or aides and the total cost is forty dollars per year per pupil.

The school functions within the limits set by the Portland School Board for the operation of all the schools within the city. It is the role of the principal of MLC to interpret School Board rules and regulation, co-ordinate and manage the program, and assure continuous evaluation. Policy within the school is determined by an MLC board consisting of all its employed personnel, three parent representatives, and three student representatives. All students, parents, and volunteer aides may attend MLC board meetings with full rights to participate. Only members of the MLC board may vote, however, and a majority vote of the board rules; the board directs the school.

Students are responsible for the design of their own learning programs. No limitations are placed upon their areas of interest or the rate at which they may learn. No grades are given. Whether a student participates in group activities or functions alone is determined by the nature of his interest and his own inclination rather than by directives from teachers. Teachers counsel and assist students to develop their own learning programs. No one is pressured to do anything he doesn't want to do in MLC. We detect the

influence of A. S. Neill's Summerhill in this policy.

The alternatives available to the students of the Center consist of a system of multicourses, courses which are regularly scheduled and lasting from three weeks to the full year, depending upon their nature. Multicourse offerings range from yoga, psychology, mathematics, artistic welding, film making, primary reading, Russian, German, geology, through the spectrum of human activities to classes in survival. Over two hundred different courses and activities have been offered to the students. Multicourses are taught by all personnel, students and other volunteers who wish to plan a course. Other alternatives are available to the students and other volunteers who wish to plan a course. Still other alternatives available to the students are community "Learning Stations." These learning stations may be located through staff contacts or discovered by the students themselves. Among the stations in use are: classes at Portland State University which any student may audit or take for credit; Tektronix Corporation, which manufactures oscilloscopes; local T-V and radio stations; architects' offices; museums; the Zoo, business offices; ski slopes; court house; police station; hospitals; skating rinks; community colleges; and many others.

The rules of MLC are simple. Observe the social customs that are necessary to make living together possible. Report to the Center at nine a. m. Develop a learning program. Make a record of

experiences. Accept the counsel of the learning coordinators (teachers). Become involved Perform a service to MLC.

Records of student activities include those prepared by the students, learning coordinators and instructors. The content of these records range from descriptions of plays written by the student to objective comments prepared by professional observers. These records are available to the student and parent at all times. Such records also provide a basis for the grade placement and preparation of transcripts of students who transfer to conventional schools or who graduate. Graduating students receive a standard high school diploma. Student record files provide the information necessary for the assignment of marks and equivalency credits to satisfy high school or college entrance requirements when needed.

Problems encountered by MLC as it continues to function are numerous. Faculty, students and parents express continuing concern about such issues as: obtaining enough supplies and equipment to meet the demand created by such an individualized program; coping with interruptions; a tendency to de-emphasize reading, writing, arithmetic, and other "academic" endeavors (students who have failed in conventional schools in these areas sometimes feel the need to conceal this fact by discouraging others from thinking that these subjects are important.); finding ways of setting standards and solving problems through student organization; lack of student participation

in solving school problems; caring for equipment and supplies; keeping track of where students and teachers are at all times; keeping members of the community active in the school; dealing with limitations imposed by the school board, other administrators, and the community. 'For example, students arranged a trip to Mexico only to find required safeguards and other conditions are prohibitive; also there is apprehension in the community about students at large without immediate teacher supervision; uneasy public librarians limit students access to certain sections of the library and its equipment; there are difficulties in cutting through the red tape associated with using the school building for civic affairs of various kinds and in introducing new and innovative uses of city park facilities.

Students have found major difficulties in finding quiet, private places to study, and in turning good intentions into productive action. Distractions by people, new courses, an exciting activity or trip of the day, introduce conflicts that divert students. Inspired projects have not been completed. There has been difficulty in finding commitment.

The problems faced by MLC seem at first glance to be insurmountable; they are, in reality, the reason for its success. It is in dealing with problems such as these that real learning takes place. These problems confront the students of MLC, and it is the students who, with help of the staff, cope with them. A primary objective of

MLC is to develop within each of its students the ability to cope with change and the anxieties and frustrations of life. The problems that confront MLC provide the challenge necessary to achieve this objective.

Evaluation of MLC has been very difficult. Means of evaluating the subjective or affective learning that accrues to the student in the learning center do not exist. Standardized achievement tests, although considered by the staff to be inappropriate, are periodically administered. These tests reveal that MLC students excel in reading, language, and study skills, and perform at the same level in mathematics as students in the other public schools. How well students are able to use their freedom has not been the subject of evaluation.

Mr. Gilman in the following quotation articulates the MLC philosophy:

> We at the Metropolitan Learning Center are striving to produce an atmosphere of patience and good faith wherein our students and teachers may experience a good life. The good life embraces the concept that good character is born out of leisure; and that self discipline is born out of freedom. We do not drive students toward high levels of achievement in learning, we apply the simple techniques of patience, which merely allows enough time to pass for innate human drive towards perfection to find expression. We allow curiosity to ripen into concentration and thus to pass from light headed probing to mature investigation.[26]

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[26]Amasa Gilman, Principal of Couch School and Metropolitan Learning Center.

A Parochial School

The Cathedral Parochial School is located in the same vicinity as the Couch School but the students are largely from families related to the Roman Catholic parish. The student population totals two hundred fifty-four, evenly divided between male and female. Twenty-five students attend the school from outside the parish boundaries and are charged a fee of three hundred dollars per year. There are no fees for parish families. Ten percent of the student body are non-white. Children from high income families represent fifty percent of the enrollment and ten percent receive some kind of public assistance. Seventeen children come from one-parent families, and the school serves thirty-eight free lunches per day. The children are grouped heterogeneously and are required to wear uniform dress.

Student participation within the school centers around service activities; the student government has little, if any, influence on school policies. There were two suspensions last year, one for financial reasons, while the second was due to the need of special education for retardation.

The faculty consists of eight qualified female teachers with a female teaching principal as the administrator. With special activity and remedial staff the number of certified personnel is thirteen. The teaching staff are members of a religious community so that program

for upgrading teaching skill rests with the members of this community. The regular staff is greatly assisted by some thirty-five parents as aides.

The school enrollment is in grades one through eight. There is no kindergarten. In addition to an individualized curriculum the school provides religious teaching both for its own pupils and for pupils on release time from the public institutions. Pupils are evaluated by standardized tests, diagnostic tests, and teacher evaluation.

The school facility was built in 1962 with eight classrooms and five special teaching areas including a library. The building is attractive and well maintained; there is a reception lounge. Since this school serves a specialized function, it is not a major consideration in this study.

Lincoln High School

The elementary schools of Northwest Portland serve as feeder schools to Lincoln High School. This high school, located nearly one mile south of the study area, has an enrollment of 1225. Seven percent of this population is non-white. The facility was constructed in 1952 and has fifty teaching stations including the library and gymnasium. There is also an athletic field adjacent to the building.

There are seventy faculty members supervised by four

administrators. The school social worker is available two days per week and the school utilizes the public health nurse. The majority of the students do not use the school lunch room but seek other places to eat; however, the school did provide fifteen free lunches on the day of my visit.

The particular interest to residents of Northwest Portland is the polarity of the student body. On the one hand, there is a large number of students whose families live in the hills and reflect the affluent middle-class values. On the other hand a significant number of students come from the flats with a lower social and economic background. It is not infrequent that these two factions engage in direct confrontation adjacent to the school property. A common criticism from the students of lower socio-economic background is that they are judged on the record of their siblings rather than their own record, making it extremely difficult to tolerate teacher and administrator attitudes. The vice principal indicates the bulk of suspensions as the result of truancy. He relates the lack of attendance directly with poor achievement in the school setting.

This same administrator refused to give information on the curriculum but indicated that this information may possibly be obtained from the vice principal in charge of curriculum development. This person did not return the author's call nor was he willing through the secretary to make an appointment for an interview. It is reasonable

to conclude that the concern which the author represented, namely the students of Northwest Portland, would not be a comfortable topic of conversation.

The halls are patrolled by classroom teachers to maintain discipline. The author would suggest a matter for further investigation might be the impact upon the students of the faculty's alternating roles as policeman and teacher.

The administrators appear to be not well informed about other community resources. However, the school administration is willing to let the facility be used by community groups of a particular kind, for example, the Portland Community College adult and General Educational Development (GED) programs. The administrator interviewed was very business like; he showed little concern beyond the efficient operation of the school.

III. THE AGENCY - FRIENDLY HOUSE, INC.

The settlement house type of community center and its modern counterpart of the last ten years, the multi-service center, can only be understood in light of its historic beginnings. In keeping with its current character, the settlement was rooted in controversy. Dr. Jackson, then Bishop of London, offered to Mr. Samuel and Henrietta Barnett in 1872, St. Jude's parish in a letter describing the parish as "the worst parish in my diocese, inhabited mainly by a criminal population, and one which has, I fear, been much corrupted by doles."[1] The Bishop's words have the familiar ring of the modern antagonists. One wonders how far we have advanced in our social attitudes.

Henrietta and Samuel Barnett, recalling their experiences in a book entitled Towards Social Reform, records the spirit, and thrust of the Settlement movement:

> In June, 1883, we were told by Mr. Moore Smith that some men at St. John's College at Cambridge were wishful to do something for the poor, but that they were not quite prepared to start an ordinary College Mission. Mr. Barnett was asked to suggest some other possible and more excellent way. The letter came as we were leaving for Oxford and was slipped with others in my husband's pocket. Soon something went wrong with the engine and delayed the train....We seated ourselves

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[1] L. M. Pacey (ed.), Readings... in the Development of Settlement Work, (New York: Associated Press, 1950), p. 10.

> on the railway bank, . . and there he wrote a letter suggesting that men might hire a house, where they could come for short or long periods, and living in an industrial quarter, learn to "sup sorrow with the poor". The letter pointed out that close personal knowledge of individuals among the poor must precede wise legislation for remedying their needs, and that, as English local government was based on the assumption of a leisured, cultivated class, it was necessary to provide it artificially in those regions where the line of leisure was drawn just above sleeping hours, and where education ended at thirteen years of age and with the three R's.[2]

That letter founded Toynbee Hall and the settlement house movement. People involved in this movement have historically feared and fought the danger of institutionism, yet they have "assisted in founding many institutions, set up varied organizations, built buildings, written by-laws, passed resolutions." The historic function is to recognize the danger of these things for themselves which they criticize in others. "Settlements have tried to find, and not be, the solutions for needs."

A settlement house is not a specialized agency performing a specific function, nor is it static and unchanging. Its program differs from year to year according to evaluation and assessment of needs. No two settlements are alike, except in philosophy and purpose. There is no limit to the kinds of programs that a settlement may undertake. It is not bound by precedent, like other social agencies. . .

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[2] Henrietta and Samuel Barnett, Towards Social Reform, cited by Pacey, Ibid., p. 14.

With its beginnings in the Protestant Church and in the universities, the settlement became an expression of the social conscience of the Church. The methodology was a many-faceted approach to multi-faceted community and social problems. The settlement was born in controversy and has remained controversial. When the controversial become common place it moved on. It has always looked with question upon that which insults or degrades the dignity of any individual, group or person. A settlement is both positive and negative. It investigates to reveal social ills and chides those responsible. Likewise it seeks to demonstrate, promote, and foster those events or changes which will prevent a recurrence of wrongs. It is restless and discontent with society's shortcomings, and at the same time seeks to bring about social justice and to provide opportunities for social enrichment.

The settlement house works from the specific to the general. First, it orients itself to a particular geographic neighborhood or neighborhoods, seeking to be partners with them. Then, it strives to help people work together to achieve common goals, or to meet common needs. Because these needs and desires are reflected in the very nature of the settlement there is no single pattern that will describe all settlements. However, they share characteristics which make them unique. The history of any given settlement cannot be described independently of the changes taking place in that

neighborhood. A major challenge is to help develop the neighborhood's potential, provide or aid in obtaining needed services, and relate the neighborhood to the wider community. Thus, it brings to the neighborhood a variety of resources and provides a "neutral" setting wherein anyone of any belief, or affiliation, or social status or cultural, racial, religious or ethnic origin is welcomed.

In other words, the settlement is on speaking terms with the wealthy and the destitute; the politician and the citizen; the parent, the child, the grandparent; the derelict; the laborer; the businessman; the renter; the homeowner; the right wing; the left wing, and the silent majority; the pious, the atheist, the humanist, the religious, the criminal; the delinquent, the addict; the mentally ill, the physically ill, the socially ill; the leader, the follower; the layman, the specialist and ad infinitum; it seeks to be of appropriate service to each.

The basic values which settlements affirm, faith in men and brotherhood, have persisted among men for generations. Early settlements, both in England and the United States, were social institutions designed to alleviate "the wretched conditions of the working class." In England the settlement movement was one of many expressions of revolt against the cruelty and bleakness of the Industrial Revolution. As settlement workers tried to improve the situation, their efforts were rooted in three major beliefs: 1) in the

capacity of the individual for self-determination, self-help and improvement; 2) in the desirability and possibility of evolutionary change; and 3) in the necessity of social responsibility. In short, each man is his brother's keeper. These spiritual roots were reinforced by a belief in the humanizing effect of education, a conviction which called upon those privileged by education to join hands with those less privileged.

The neighborhood or settlement center has two clients, first, the neighborhood, which we have explored, and second, the individual. A settlement is concerned with the family and each of its members, striving to afford opportunities for each to find and develop his potentialities for a satisfying life in the home, the neighborhood, the wider community, and nation. In so doing, it supports the convictions that human beings have a capacity for self-direction and growth. The democratic process is basic to its function and services, as is the strengthening of families. It sees the community as a whole. The settlement is aware of the person as part of the family, the family in the neighborhood as part of the district, city, and nation. It detects warning signs of changes in the community and national life which affect individuals with limited financial and social resources. The settlement is an instrument for the cultivation of the citizenry, an indispensable service if a large bureaucratic society is to function as a democracy. This is a concern for the person as a whole

and for understanding him as an important person; a part of his neighborhood.

The history of Friendly House, Inc., mirrors the changing Northwest community. Prior to 1929 there were two institutions serving the northwest neighborhood which became the foundations upon which the history of Friendly House, Inc., rests. The first was the Marshall Street Presbyterian Church, located near Eighteenth Street and N. W. Marshall. The second was the Epworth Methodist Church, at Twenty-Sixth and N. W. Savier Streets. The areas adjacent to these institutions were populated predominantly by laborers from the lumber mills and the railroad. With the building of the Broadway bridge and the addition of the ramps the neighborhood served by the Marshall Street Presbyterian Church became primarily an industrial and warehouse area displacing the residents. With the Great Depression and the changing neighborhood this church sought assistance from the Board of National Missions of the Presbyterian Church. In response, Miss Amelia Anderson, a social worker, was sent to advise and conduct the community work. "Miss Anderson established the Marshall Street Center, with a piano, a rug, and a rocking chair in quarters heated by seven little oil stoves." It is interesting to note that as early as 1929 the present sponsor of Friendly House, Inc., the First Presbyterian Church of Portland, took a financial interest in the work of Miss Anderson at the Marshall

Street Center, according to the Session Records of the First Presbyterian Church. Recreation, counseling, and nursing care were the elements of this program.

The Epworth Methodist Church was also a community mission project under the Department of Home Missions of the Methodist denomination. A second Methodist project was the Manley Center in Southwest Portland serving basically an immigrant area. In the same general area was the Fourth Presbyterian Church.

A comity agreement between the Methodist denomination and the Presbyterian denomination allocated to the Methodist Church the work in Southwest Portland and to the Presbyterian Church the work in Northwest Portland. The Marshall Street Church was dissolved by action of the Portland Presbytery in May, 1930, and the center for community service was shifted to the Epworth Church location. The new center was named Friendly House. The Methodist denomination, however, retained the ownership of the property. The program was the responsibility of the Portland Presbytery and programs were geared to "the essentials of something to eat and wear, and a place to live."

Miss Amelia Anderson carried on a successful work in the community, although she was badly handicapped by run-down buildings and equipment and other factors, alluded to in the early correspondence as "lack of unity and understanding in the overhead organization,"

resulting in the closing of this program by action of the Presbytery in 1936. A measure of the effectiveness of the activities, however, was illustrated in the fact that the Juvenile Court stated that during this time there was a marked decline in delinquency in this service area. The contract to purchase the property from the Methodist Church was dropped.

The First Presbyterian Church took cooperative responsibility with the Portland Council of Churches in December, 1937, for the religious activities in the building while the Works Progress Administration used the building during the week. The Council of Churches withdrew from all responsibilities in September, 1938, and the First Presbyterian Church, "after investigation and discussion" continued a "program of religious education and related activities at Friendly House Center."[3] This decision was undoubtedly influenced by community factors. A petition signed by 143 persons, representing 279 families requesting a permanent work at Friendly House, was presented to the Session's Committee on Friendly House on March 6, 1939. A significant point was made by the Northwest Neighborhood Council, the Council of Social Agencies, and the Community Chest survey that constantly emphasized the need not only for the continuance but for the improvement of the work in the neighborhood. They cited the thirteen hundred children in the area, and emphasized

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[3] Report of Session's Committee on Friendly House, (January 22, and February 5, 1940).

growth by reporting that the Chapman School was "the only school in Portland which shows an increase in enrollment of last year." The teachers indicated that the increase came from more children in the lower Friendly House (Slabtown) area. There was also a local committee ready to support "any development which the church may undertake," even to raising funds among themselves for operating expenses.

In response to the community request, the trustees of the First Presbyterian Church authorized the purchase of the Friendly House property in February, 1940, from the Methodist denomination for the sum of $1,800. During this same time, the widening of West Burnside Street by fifteen feet made it inadvisable to continue the Men's Resort program at Fourth and West Burnside. This was another community effort of the First Presbyterian Church to serve the skid row population. With monies transferred to the First Presbyterian Church from the Presbytery and the proceeds of the West Burnside sale the purchase of Friendly House property was consumated. With the balance, the buildings were remodeled at a cost of $34,000 and an endowment fund was established for Friendly House of $5,400. The dedication service of the remodeled and reorganized Friendly House was held on Sunday, June 27, 1943, at 7:45 p.m.

With the declaration of World War II and the tremendous

population immigration to the Guilds Lake area, a program priority was the implementing of a day care program financed by Federal Funds. The day care activities were carried on in the basement games room while full use was made of the gym; Friendly House began to serve more boys and girls than either the size of the building or the number that the staff could accommodate.

The post war years found Friendly House focusing on meeting the leisure time of youth as primarily a recreation center. The attention was directed toward the potentially delinquent child and to problems encountered by the senior adult. Efforts were directed toward the person that was not being reached by existing services, and toward neighborhood problems and coordination with other agencies, both public and private. When particular needs were brought to the attention of the agency efforts were made to find solutions by developing YES (Youth Employment Service), day care needs (Day Care Exchange Service), Medicare Alert, and similar agencies. Many of these received federal funding on a short term basis.

Concurrently with these early developments the bulk of the financing came from the First Presbyterian Church, ranging from approximately $5,000 to $9,000 per year. The remainder of the support revenues were from special events, membership fees, and contributions. In 1953 the Board of Directors made application to the United Fund and received a 1954 allocation of $9,428. Other

sources of revenue during that year were $8,470 from First Presbyterian Church and miscellaneous revenue of $4,065, making the total budget $21,963.

On March 29, 1961, Friendly House became a nonprofit corporation with file number 66327, State of Oregon.

When Friendly House was asked and assumed the responsibility in 1962 of operation of Northwest Tower Center in a public housing project called Northwest Tower, through a contractual agreement with the public agency, The Housing Authority of Portland, it was a giant step. The extension of service demanded more of the established agency and more of the total community, since it was necessary to secure an additional amount of financial support to make the initial year's operation possible. Friendly House loaned one of its full-time staff to serve as director of the new center for the first year, and United Good Neighbors (UGN) made a special grant from trust funds to cover the remainder of the initial year's budget. Therefore, when Northwest Tower Center opened its doors on October 1, 1963, primarily for housing older citizens, a new community service facility came into being in a setting hitherto unknown to Portland.

Because of the concentration of older people in the two public housing units at Northwest Tower and in the surrounding neighborhood, the program of services and activities at the Center was geared, for the most part, to the interests and needs of the older adult. The

high-rise structure for older adults contains one hundred fifty units. However, an important portion of program development included attention to the interests and needs of the young families occupying the adjacent thirty-unit structure and their friends in the community.

The settlement philosophy dictates an open door policy to the entire community. This effort came into direct conflict with the Portland Housing Authority which constantly maintained that public housing facilities were for the exclusive use of the residents of the project. This matter was unresolved; the Northwest Tower Center closed in 1965.

It is interesting to note that by 1958 First Presbyterian Church's allocation had increased to $10,000 (some of this was in bookkeeping services) and the United Fund contribution had reached $17,513. Revenue from other sources was $4,987, making a total budget of $32,500. By 1965 the Friendly House budget was $56,659, with $30,900 from UGN, plus a special grant for the Northwest Tower branch center of $5,000 while the church's contribution was $8,708. The remainder of the total budget came from miscellaneous sources amounting to $12,051, which included transfer from the Friendly House trust fund of $1,424 for capital improvements, and $2,601 which represented the indirect cost of a federal grant, for the Day Care Exchange.

Several conclusions may be drawn from this early background

material:

1. Friendly House, beginning as a religious mission, with emergency and recreational programs, developed within a twenty-five year period into a regular, recognized settlement house.
2. In the early years the underwriting was uncertain, but by 1954 the program was serving such an important community need as to receive money from the United Fund.
3. The growth of the agency's budget and program were gradual from 1955 to 1965, with the exception of 1963 to 1965, when a special grant was received for the operation of a center at Northwest Tower. In 1965 monies were withdrawn from the Trust Fund for Capital Improvements. These factors contributed to an extraordinary total budget figure during this three year period. The closing of the Tower center brought the 1966 budget back to the normal pattern.

The Tri-County Community Council, the social planning channel for agencies in the Metropolitan Portland area, recognizing the validity of the social settlement house approach to individual's and neighborhood problems, on November 13, 1959, requested Friendly House to assign a staff member to the Williams Avenue YWCA located in Northeast Portland, to act as a resource person in that community. This request was granted on the basis of one half-time of one staff person.

A proposed neighborhood center, Neighbors Unlimited, was the result of this effort. This center called for a three-year budget of $60,000 or $20,000 per year, with a deficit of $13,000 to be funded in some way, including the United Fund. The proposal was rejected and in 1966 a remarkably similar center was federally funded under OEO with a budget in six figures.

In 1965, Carl Sandoz, Director of Tri-County Community Council, called the Executive Director, E. W. Crawford, then new in Portland, and the Staff Associate, Mrs. E. L. Hughes, to his office and placed before them the problem that, if Portland's elder citizens were going to have the advantage of Medicare, a program to alert them would have to be undertaken immediately and unless the Friendly House staff would do this it probably would not be done. We undertook the program, which was funded by the Office of Economic Opportunity, and covered a great portion of the city, even the jails, telling the story of Medicare and helping the elderly to understand the benefits and requirements and to act upon them.

Two pastors met each other one day in the juvenile detention facility while visiting boys from the Northwest area. The need for some community service to boys was presented to these pastors by a court counselor. These young people were not being reached by any of the ongoing programs of the churches, park department, schools, or other agencies. After considerable study on the part of

the Northwest Portland churches and the Chaplaincy of Good Samaritan Hospital, Friendly House was asked to become the enabling and administrative vehicle for what is now the Cooperative Youth Project. This project was funded partially by the churches and by $4,500 from UGN for the first year, 1967. The second project year the UGN contributed $6,000.

The First Immanuel Lutheran Church in 1967 began a "latch key" after-school program for the children of the Couch neighborhood. Cooperating with St. Mary's Cathedral; this program became a HUB-Cap program (Westside Church Community Action Program -- a service arm of the churches). At the request of the Reverend Robert Menzel and the HUB-Cap board, Friendly House became the administering agency in the fall of 1969. It was funded by $5,000, from the Junior League (a women's service organization) over a two-year period with the promise that other funds identified for the program would be forwarded to Friendly House. However, these additional funds were never received. This became the first of the Couch Community Center's programs.

The Pastoral Care Commission of the Greater Portland Council of Churches, in 1966, began a study of the needs of older citizens, particularly in Northwest Portland. Some fifteen churches, social work, and health agencies were involved in this period of study. Friendly House, under Mrs. Hughes, conducted a demonstration

period of volunteer service on a "one-to-one" basis. After several attempts for a grant the committee presented its problem to Friendly House. The agency board voted to apply for funds under the Older Americans Act and thus Friendly House became the delegate agency. A three-year grant of $10,000 per year was awarded to Friendly House on a 50-50 matching basis. The first project year matching funds came from foundations, churches, and individuals. The second project year the UGN contributed $3,947 toward the $23,600 budget. Additional UGN funds were indicated as necessary for the third project year at the time of the fall budget presentation. This has become the Northwest Pilot Project and it is housed in a facility donated by the Trinity Episcopal Church (an in-kind contribution). By early 1972 the Pilot Project had recruited and trained more than 120 volunteers to make weekly visits to aged residents in the Northwest area.

During this period a request came from the Governor's office for help in the organization of the State Program on Aging. Friendly House loaned the State of Oregon the services of Mrs. Hughes for one year, with an extension of an additional year's leave of absence. Subsequently Mrs. Hughes resigned from Friendly House and became the State Director of this program.

The 1968-69 Tri-County Community Council study of the Linnton Community Center, located at 10614 N. W. St. Helens Road, suggested to the UGN that they request Linnton to purchase administration

and other services from Friendly House, looking forward to a future merger. Linnton made this request. However, to maintain a minimal program the financial arrangement was not practical so the Linnton administration (bookkeeping and program supervision) was added to the already overworked Friendly House staff, without additional pay. The Linnton budget was reduced from $25,000 to $14,000, with only $12,365 UGN money for the first year of this cooperation. The 1971 Linnton budget is $15,456, with UGN giving $12,356. The problem is that the award is given as a block amount to Friendly House which necessitates a costly, emotional negotiating process each year.

Turning from the development of Friendly House and its present financial base, the following paragraphs will describe the program as it now exists, as reported in the Annual Report, May 25, 1971. The advantage of this type of program description is that it not only identifies the program but provides an insight into the attitudes of the staff and to a degree their evaluation of this program.

Core Program

Mr. David Stutzman, Program Director reported to the 1971 Annual Meeting the following program description. 'Considering the program at Friendly House and Linnton Community Center, the past year, 1971, would most definitely have to be described as innovative.

Certainly there were disappointments and frustrations as well as encouragements and successes, but all of these contributed in their own way to make the year successful.

"Some of the programs were continuations from former years, some were merely modifications or extensions of previous years, and some were completely new programs.

"Summer Day Camp is one of the programs which has continued much the same as it has in the past. Although the leadership has changed, the camp is basically similar in purpose and structure as before. There is, however, a plan in effect for summer, 1972, to make the experience available to more low income children of the local area, to increase the real benefit to the child by increasing the length of the camp experience, and to provide for and encourage more participation by the parents and families of the camp children in especially planned outings to occur in Fridays during the summer.

"The after-school program, the evening drop-in program, and the adult arts and crafts program have been strengthened by making available more and competent assistance to those in charge. These three, with slight variations, have continued to provide recreation, education, and meaningful interaction for a variety of people in the community who need and desire the types of experiences which the program offers.

"The very basic daily needs of people, for example, food, clothing,

and adequate funds for utilities, have visibly increased over the past year and have, in turn, required increased awareness and attention from the staff. Fortunately, the family worker has been able to respond with emergency case service, family counseling, referral assistance, and coordination of services with the school social worker, welfare worker, public health nurse, and others.

"Project PLUS (People Learning to Understand Self and Society), the companionship program developed in cooperation with Portland State University and Chapman Elementary School, was almost forced into extinction by Portland State because of a question of legal liability. However, after a few weeks of struggle during which the program was given some very strong support from the Chapman PTA and staff, the restrictions by the University were removed and the project was allowed to continue with its positive impact on the lives of people continuing to be apparent.

"The program of Linnton Community Center has also continued in generally the same fashion as before. Certain positive changes have occurred, however, in that much greater use is being made of the Center, a significant number of people in communities in close proximity to Linnton are beginning to be involved and take active part in the center, and some much needed repairs and painting have been and are being done. But perhaps most significant is the emergence of a preschool at the Linnton Center in which parents served

as teacher aides, planned programs for their own group, and assumed certain other organizational and operational duties necessary in the functioning of the preschool.

"The Friendly House Cooperative Preschool has functioned this past year with the same positive results occurring as has been the case previously. In relation to the preschool, however, a new possibility has presented itself for the coming year. Available through the Community Coordinated Child Care (4-C) office in Portland, a Federal funded development effort, is money for an expanded preschool program which would include many more low income children than we are now able to serve. At this point, nothing definite exists for the next year with regard to this possibility.

"Another closely related program possibility which deserves mention is the before and after school day care service which could and may be implemented through the efforts of Friendly House at the Chapman and Couch Elementary Schools for children of grades K-5. The financing for this would also be made available through the 4-C office. The implementation of this program is, of course, dependent in forthcoming information which should indicate whether there is in fact a need in this area for this particular service.

"Thus, the planning has been done, the effort has been expended, and hopefully the positive results will continue to be demonstrated."[4]

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[4] David Stutzman, Program Director, (1971 Annual Report, Friendly House, Inc.).

Cooperative Youth Project

Mr. Clair Frank, Director of the Cooperative Youth Project reports the following: "During the past year the Cooperative Youth Project has experienced some of the pain felt when a project such as ours begins to mature. Adding to this pain has been the pressure of a new director, but in spite of all this I believe we have had a successful year, a credit which must be shared by the staff and volunteers, the board members, and other interested people who have given so freely of themselves and their time. It almost seems impossible to give an adequate report of the successes and failures of the project, but I will attempt to present an overview of what has happened since October, 1971.

"Recent programs sponsored by Friendly House include: 1) A marathon which really was an all night fun night planned by Bette Linde (a member of the CYP Board) and several youth. About 45 people attended, the majority being youth, with staff, volunteers and board members making up the balance. This was probably our most successful event. 2) Several trips to the Coast and Mt. Hood, averaging about 15 youth per trip. 3) Some one night events, such as roller skating, hiking in Forest Park, a trip to Multnomah Falls, and a trip to the Art Museum.

"Attendance at the 23rd Key drop-in center averaged about 40

youths per night. Street work has been somewhat limited during the winter months, although we are presently making an effort to spend more time in the street, meeting people where they are, rather than waiting for them to come to a hot, cooped-up drop-in center. Counseling on an informal one-to-one basis takes place both in the Center and on the streets. We have been able to work with the courts and schools to a limited extent. We hope to improve our relationship with both institutions in the coming months. Many times, Friendly House staff members have been the adults in the community who were willing to listen. At times we have provided the father or mother image so badly needed by many youths. Being the mediator has been rough at times but very rewarding. We have had little success in job placement but this program will be strengthened with the proposed summer program.

"The Cooperative Youth Project Board is going through a reorganization period growing out of a retreat held in March, 1972. We now have a Board which deals primarily with the Cooperative Youth Project's overall direction and committees which deal primarily with program in specific areas, such as the drop-in center, employment, and street work. By doing this we will be able to reach more youth in Northwest Portland and provide better services in these areas. The Board is also re-evaluating the kinds of alternatives we need to

provide in light of the existing and future needs."[5]

The Couch Community Centers

Mrs. Gloria Osmont describes the first eight months of the Couch Community Centers this way: "The Couch Community Centers have been in existence since the Fall of 1969 because of three primary reasons: 1) The growing awareness of social concerns not being met in the Couch area; 2) The shift of the After-School Program, located at First Immanuel Lutheran Church, from HUB-CAP administration to that of Friendly House, and 3) The presence of a full-time coordinator assigned to serve in the Couch area.

"This year service activity has been focused in the following areas: 1) The After-School Program, a program for school youth, grades 1-5, meeting from 2:30-4:30 p. m. four days a week; 2) the Community Gardens, one lot at the 18th and Irving Street corner, and one on the north side of Lovejoy Street between 21st and 22nd, with garden space made available for both youth and nearby adult residents; 3) The Hotel Centers, a program for senior residents at the Campbell and Abbey Hotels, including sporadic field trips planned by the residents; 5) The Couch School Park, a program designed to re-create the style and use of the park for youth and adults; 6) A new thrust, the

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[5] Clair Frank, Cooperative Youth Director, (1971 Annual Report, Friendly House, Inc.).

Northwest Hotline and Drop-in Center beginning in June which will be centered around crisis assistance and referral source; and 7) A number of other concerns such as the need for Day Care in the Northwest, youth problems, the future use of Couch School, and Summer Program coordination.

"The Couch Community Centers Advisory Board membership has been structured to reflect representation by the residents, the business licensees, and the institutions in the Couch area.

"We trust this year's work will be the springboard for the enlarged areas of service."[6]

Northwest Pilot Project

The life style endured by many of the elderly of Northwest Portland came to the attention of the Pastoral Care Commission of the Greater Portland Council of Churches in 1965. Extensive observation by professional people indicated a need for a volunteer service of supportive care to improve personal well being of the older person with particular attention to individuals living alone in their private homes, boarding houses, rooming houses, apartments, resident hotels and homes for the aged. A three year demonstration project for volunteer service was funded as an Older Americans Act

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[6] Gloria Osmont, Couch Coordinator, (1971 Annual Report, Friendly House, Inc.).

Title III project under the Administration on Aging, Department of Health, Education and Welfare On October 1, 1969, the grant was awarded to Friendly House, Inc., on a fifty-fifty matching basis.

The Reverend Peter Paulson, director, points out: "Two concepts, the rediscovery of the dimension of trust and the ministry of presence, have been our guidelines during the past year. Four staff members, ninety-nine volunteers working on one-to-one relationships with older adults, twenty-eight additional volunteers responding to phone calls for transportation assistance to medical clinics or various kinds of gatherings, twenty-five working advisory board members, cooperating agency representatives are all seeking to realize these concepts in specific human situations. Over two hundred thirty older adults, most of whom live on low or moderate incomes, also share with us in our efforts to rediscover trust and provide outreach to those who are too often found without any advocate in their lives.

'Trust results from a relationship initiated between two human beings who share common concerns in truth; one happens to be a person who discovers the meaning of commitment as a volunteer, the other happens to be an older adult whom society often overlooks in our overemphasis upon productivity and achievement.

'The ministry of presence is discovered when the older adult looks at the volunteer in amazement saying, 'Why do you drink coffee with me -- I have no significance . . . I am nobody but an old person.'

The volunteer replies, 'You are somebody..let's work together to see if we can discover significance within our lives...the significance of becoming aware of our involvement in community, in relationship with our brother.' " [7]

Group programs that have grown out of the one-to-one volunteer relationships include discussion groups, recreation and social groups, a drama group, and a social committee. The participants of these groups are the elderly persons that come into contact or are served by the project. This participation has extended to contributing to the development of a volunteer's manual, "A Friend To Trust," edited by Leonard D. Cain, from the faculty of Portland State University and an Advisory Board member of the project.

As a Community Organization Agency, Friendly House works with all levels of government, civic groups and any other involved organizations or individuals in the physical planning and social development of the Northwest area. When an issue affects the quality of our neighborhood, Friendly House becomes a community

and acting as liason with the political forces which govern our lives.

Closely related to its role as community organizer is Friendly House's consultative service to many agencies and institutions of the

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[7] Peter Paulson, Project Director, (1971 Friendly House, Inc., Annual Report).

immediate and greater community. For the coordination of existing services and for the development of new programs Friendly House staff is always ready to assist and work together with other agencies.

Friendly House is a service and action center. But, above all, it is a <u>community</u> center. It is dedicated to the preservation of the Northwest as a neighborhood, not a ticky, tacky suburban tract, not a uniform apartment house ghetto, but a community of shared purposes and goals among diverse interests and backgrounds.

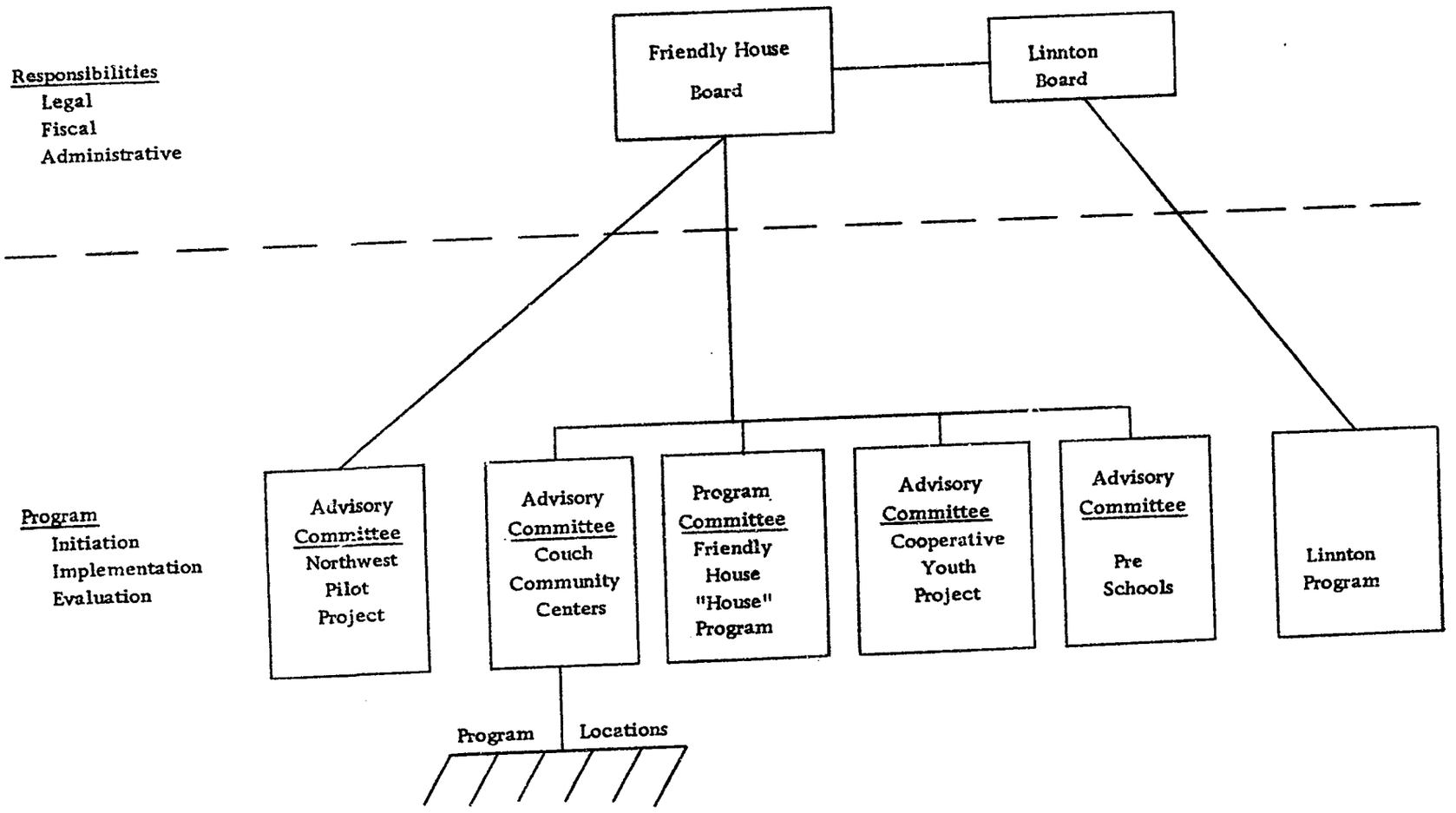
FRIENDLY HOUSE IS:

A concern for people, for their survival, development and enrichment -

A faith in people, in their capacity to overcome individual differences in the solving of common problems.

ORGANIZATIONAL CHART

Friendly House, Inc.



IV. INVENTORY OF TYPES OF EDUCATIONAL NEEDS AND POTENTIAL RESOURCES IN NORTHWEST PORTLAND THAT ARE ADJUNCTIVE TO THE FORMAL SYSTEM AND PRIMARILY INTRINSIC IN CHARACTER

The discussion up to this point has reasoned that education as a societal question includes more challenges than those traditionally assigned to and implemented by the public school system. Also, the formal educational system can only respond in a limited way to the emergence of the new societal values because of its political, social, and economic interrelationships. To confront those unmet needs the private voluntary agency, such as Friendly House, Inc., may emerge as a community resource to facilitate this task.

Chapter II has provided a detailed description of the community of Northwest Portland, its schools, with particular emphasis on the Couch School as an example of both a traditional and innovative approach to inner-city education. Chapter III is a description of the history, development,and present program of Friendly House, Inc.

For this chapter there are three major purposes. The first is to identify and illustrate types of needs of each of the categories mentioned in Chapter I. The second is to identify a category where needs may be seen as intrinsic and supportive to identity values. The third is to bring into focus those needs and opportunities, or the lack thereof, that are clearly reflective of the societal value system.

There is a responsibility to catalogue the institutions that provide educational opportunities in each of the previously identified categories. There are eight such institutions in Northwest Portland:

Chapman Elementary School - 1415 N. W. 26th Avenue

Couch Elementary School - 2033 N. W. Glisan Street

Metropolitan Learning Center - 2033 N. W. Glisan Street

St. Mary's Cathedral Parochial School - 1716 N. W. Davis Street

Fruit and Flower Day Pre-School (Trinity Branch) - 147 N. W. 19th Avenue

Friendly House Pre-School - 2617 N. W. Savier Street

Hillel Academy (Jewish Parochial School) - 920 N. W. 25th Avenue

Lincoln High School (outside the Northwest are) - 1600 S. W. Salmon Street

These institutions, with two exceptions, are structured to advance the student according to grade levels. They provide the supportive services that enable the student to function well within the institutional setting. The primary aim of the curriculum is to prepare the student for future goals, such as the next grade, graduation, college, professions, vocations, and marriage. The exceptions noted are in two types of institutions. The parochial school has as an additional function, the religious development of the student. The Metropolitan Learning Center, as the second exception, is an ungraded, unstructured center providing learning opportunities built upon the present interests of student as contrasted to a future orientation.

Our primary concern is the student from Northwest Portland, particularly the student from the "flats" or the lower socio-economic family, although the enrollees come from two economic extremes, the affluent hills as well as the poverty ridden "flats." The following cases have been chosen to illustrate problems occurring in and around these institutions which indicate that the opportunities are not equally utilized by those for which they were intended. For example, an analysis of twenty participants in the Twenty-Third Key Program (See Chapter III for a description of this program) who were also students attending Lincoln High School shows that four either dropped out of school or were expelled; two students dropped out in their freshman year; seven were tolerating school but considered it a "drag;" four were having a successful experience in school; and three had graduated from this high school the previous June. Thus, only half of the students interviewed utilized the opportunities available to them. Student dissatisfaction was expressed by such phrases as: "too many rules" and "too little freedom;" the attitudes of the teachers and particularly the administrative staff are reflected in this statement by a respondent: "They held my brother's record against me and they were not concerned about my work." One parent of a child in the 10th grade indicated a total disdain for the school. This low income parent indicated that she did not understand the school but she was sure it should be different. She held high

expectations for her child. She wanted him to be "a good boy," to "do a good job," to "be the best that he can," and to "grow up like a good citizen." When asked in what way she needed help in providing fulfillment of these expectations, her response was that she "was not sure." But she was definite what the school should be doing in helping in the fulfillment of her expectations. They should really want to help by spending more time with him and "explain things better." This parent also indicated that she had never talked to either the teachers or the school administration. In this particular case we may conclude that the aspirations of the parent for the child were not the same as those of the school. Good citizenship is not necessarily equated with achievement in subject matter. There was also a complete communication gap between the parent and her desires and the school administration.

A female student, age 15, in the ninth grade at Lincoln High School, indicated that she really did not enjoy school. However, her favorite subject was mathematics and her most 'disliked' subject was English, with the reason given that she disliked the teacher. This student did have some personal educational aspirations; she expected the school to help her realize these aspirations. She has a warm personality and can relate well with students and counselors, but if she had a choice she would not attend school; another school, "maybe", but she was "sick" of "Lincoln." Here we find a student with a

goal, perhaps not an elaborate one, but at least she recognized the necessity and desire for an education although she was unable to identify the link between Lincoln High and her desired goal or expectation. The administration frightened her but some teachers were more understanding than others, which suggests that human interaction and relationships play an important part in the educative process.

In comparison, some fifty responses came to a questionnaire given to fifty students from an upper and middle class suburban high school in Lake Oswego indicating a general like for the school and the educative process. The dislikes revolved around extra homework and the likes were tied with the teacher and the ability of the teacher to facilitate learning and to respect the student's opinion. Monotony was expressed as the supreme discomfort. The desires and aspirations were divided between those who had at least temporary objectives in mind like being a lawyer or inheriting a business, to those who wanted to be a "real" person, someone that others enjoy being around, to "a more positive attitude and becoming more serious." The school is seen as an institution to help fulfill these desires, particularly because this school provided many learning opportunities. We find both similarities and differences between the students in these two high schools. The similarities seem to be centered around the fact that their personal aspirations are not

exclusively tied to subject matter but to socialization. The subject matter orientation is stronger in the suburban high school than in Lincoln High School in the core city. In Lincoln High School the aspirations of students from the "flats" are not clearly identifiable. The relationships to the faculty seem to be more open in the suburban school than in the inner-city high school and the administration in the suburban school is seen as more human, not necessarily to be feared. There is a general like of school in the Lake Oswego School and from the limited evidence gathered, a general dislike of Lincoln by the students from the "flats."

The observations may be duplicated at the elementary level by the Chapman School and to a lesser extent by the Couch School. The latter is predominantly characterized by the lower socio-economic families and the family attitude is that the school is not particularly helpful to their child nor facilitating to their aspirations.

The professionals not connected directly to the northwest schools overwhelmingly call for more community involvement in the local school at all levels including policy making by the local school committee; the use of parents and others as assistants and aides in the school classes and special functions; the use of school facilities for community activities; a concentrated school communication thrust toward those who are unaware of the functions of the school, and an expanded program that is geared to life in an urban society.

It must be recognized in the category of public education dealing with public issues that there are physical and demographic pressures, both internal and external to the community, which bring changes that affect the lives and well being of its residents, and provide a different kind of educational opportunity. A group of citizens met on the evening of Monday, April 21, 1969, with staff members of the Portland Development Commission (PDC) for the purpose of acquainting themselves with the resources that were available to improve communities and neighborhoods. The stated purpose was to organize the community to implement a federally funded Neighborhood Development Program (NDP). The PDC staff was eager that the twenty-one citizens organize as community participation was required to meet Federal NDP guidelines. Planning was necessary, as soon as possible, to coordinate an NDP with the growth and expansion of local hospitals and larger industries, that is, Good Samaritan Hospital, Physicians and Surgeons Hospital, and Consolidated Freightways, Inc. The citizens were hesitant to act rapidly. This necessitated a strategy change by PDC from an NDP program to another Federal Urban Renewal program known as a Section 112 program, available to universities and hospitals without the requirement of citizens of the neighborhood participating. The history of Urban Renewal in Portland has been largely confined to mass clearance projects. When the possibility of a project, designed for the convenience of

large institutions in a predominantly residential community became known, it created a very hostile attitude by a large part of the citizenry. This attitude was aided by ill-informed but articulate extremists who, in turn, misrepresented the issues and created mass fear, particularly among the older residents.[1] The newly formed Northwest District Association addressed itself to the task of general community education. First, it determined the alternatives available to the community; second, it ascertained the politics involved in the decision making process; third, it determined the exact extent of the boundaries of the project; fourth, it made a superficial determination of the impact upon the neighborhood; then, finally, it developed a strategy for the dissemination of this information to the general neighborhood.

A subsequent issue requiring the same educational procedure was the placement of a proposed freeway corridor, known as I-505, across the north part of the community, which would displace some three hundred housing units. The educative point of this issue was that the rights of the citizens are guaranteed under federal guidelines. These guidelines require that environmental and social impact studies be made of alternate routes and alternate forms of transportation and that these be on file with the Federal Department of Transportation.

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[1] See minutes of the Northwest District Association (April 21, 1967, through June 17, 1969).

The general apathy of the neighborhood would have permitted the Oregon State Highway Commission to build the freeway without fulfilling the federal law. The educative task then was two-fold: the first was to inform the citizens that there were laws that protected their rights, and the other was to convince the Department of Transportation through the Federal Courts that these guidelines had not been met and that therefore the determination of the best route for the freeway was yet to be determined.

These are examples of an educative task in which the schools or the educational system cannot or will not become involved. It is beyond what is generally considered the role of the school. It is in this arena that the private voluntary agency can move with considerable ease. The dissemination of facts, the reduction of apathy or indifference, the illumination of misconceptions, certainly fall within our definition of "liquidating ignorance."

The third category was identified as Instrumental or Utilitarian. The community is increasingly being recognized as a visible crucible for learning opportunities. These opportunities cannot be singularly assigned to the formal educational systems, but they stand in juxtaposition to the formal system. However, when utilized they have instrumental value. In the case of the formal system, a good example is vocational education in which a student might learn to be an automobile mechanic by acquiring skills that are marketable. The purpose

of utilitarian education "has been fulfilled when its objecti is attained."[2]

There are institutions in Northwest Portland which provide exclusively utilitarian opportunities to students. These are, with one exception, special schools operating for a profit.

The Northwest Schools is a correspondence school located on 1221 N. W. Flanders. The sum of $495.00 will provide a twenty-three lession course in Hotel-Motel management and operation. Seven hundred ninety-five dollars cash will provide an Operating Engineer Course. A Radio-Television announcing study program will cost the same amount of money, and $2,930.00 will enroll a student in a five-part art training program. The Modern Writing course costs $495.00. With the completion of the course the Northwest School will not guarantee employment, but offers the "efforts and cooperation of the Graduate Service Department."[3]

The Karate Association of Oregon has a branch facility at 2356 N. W. Quimby. A fee is required for the student to learn the various skills and techniques in the art of self defense with

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[2]Robert M. Hutchins, The Learning Society, (New York: Mentor Books, the New American Library, Inc., 1969), p. 161.

[3]Northwest Schools Promotional Materials.

corresponding rewards for accomplishments.

Northwest Portland is the home of "Living Dynamics," located at 1953 N. W. Kearney Street. The procedure of this institution is to conduct seminars in various parts of the Western States. However, a great many seminars are conducted at the Kearney Street headquarters. These seminars range from $45.00 to $55.00 per three day session and an additional cost for materials including numerous cassette recordings. These seminars are entitled "Masculinity Defined," "Warm, Soft, and Yielding for Women Only," "Structuring Your Child's Environment," "Creative Selling," and "Success Seminars."

The Good Samaritan School of Nursing falls under this instrumental category. However, it cannot be classified as a profit making enterprise. The nursing school is hospital related and covers a period of three years of training after which a Registered Nurse Certificate is awarded. In addition to the training the student has to successfully complete the State of Oregon examination. Approximately three hundred forty students are recruited from Western States. The curriculum covers all aspects of nursing including an awareness of other community resources.

These are examples of instrumental or utilitarian education that cannot be classified within the formal system but they may have aims that are the same or similar to the formal system, that is, the

preparation for a goal.

Education supplemental to formal education opportunities may be illustrated by the efforts of The Boy Scouts of America and The Girl Scouts of America. The Chapman community, with a higher number of nuclear and middle class families than the Couch neighborhood, has provided an environment more favorable to the success of the programs of the Boy Scouts and Girl Scouts. There have been for a number of years a continuing Boy Scout Troup and Cub Scout Pack in the Chapman area, serving children from middle class families. Children from the lower socio-economic group did not participate and occasionally there were open confrontations between those who were Boy Scouts and those who were not.

An attempt was made to organize the Couch community children in a traditional Boy Scout program. This proved to be unsuccessful and it was not until a radically modified approach was used that the community response warranted a troop. The continuity of a Girl Scout troop organized in the First Immanuel Lutheran Church (Couch area) was successful as long as there was leadership given by a professionally paid staff member from Friendly House who integrated the Girl Scout program into the existing after school program.

The Girl and the Boy Scout agencies, respectively, are popularly known as character building organizations. However, their program is graded and incrementally progressive with appropriate awards at

each level of attainment. The program offers a variety of educational opportunities that may correspond or be different from those the child finds in his school setting. Generally, the subjects studied are either supplemental or an extension of the subjects the child is exposed to in the classroom. Often the child that achieves well in school also excels in the scouting program by receiving the highest awards, whereas the underachieving child does not enjoy success in the scouting program. If he or she does succeed it is most often temporary and the program is dropped at either the first or second level.

The categories we have reviewed up to this point contain an identifiable educative element. The second major purpose of this chapter is to identify a category in which the needs and rewards may be seen as informal and intrinsic.

We must begin by indicating the balance between extrinsic rewards and intrinsic rewards is not new in motivating the student toward learning. Jerome S. Bruner in discussing the act of learning in his book, The Process of Education, describes this problem:

> We usually tailor material to the capacities and needs of students by manipulating learning episodes in several ways: by shortening or lengthening the episode, by piling on extrinsic rewards in the form of praise and gold stars ....
>
> There is ... the question of balance between extrinsic rewards and intrinsic ones. There has been much written on the role of reward and punishment in learning,

> but very little indeed on the role of interest and curiosity and the lure of discovery. If it is our intention as teachers to inure the child to longer and longer episodes of learning; it may well be that intrinsic rewards in the form of quickened awareness and understanding will have to be emphasized far more in the detailed design of curricula.[4]

Bruner is speaking from the stance of the system, the school, the classroom, and the curriculum. Where he sees the classroom as the environment for learning we must add that education is not confined to the classroom and the world is the environment in which learning takes place. Education can take place anywhere and at any age. Bruner observes that very little has been written on the role of interest and curiosity and the lure of discovery, he then goes on to treat these as psychological gimmicks to inure the child to longer and longer episodes of learning. In this way he is treating intrinsic reward as a means to an end. It is the position of this student that learning may have its own intrinsic end and its own intrinsic value.

This concept is basic to the new society in which people "concern themselves more and more with their identities and how they might express them."[5] Glasser further indicates that people will "still strive for goals," but these "goals may or may not lead to

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[4]Jerome S. Bruner, The Process of Education, (New York: Vintage Books, Random House, 1963), p. 49-50.

[5]William Glasser, "The Civilized Identity Society," Saturday Review, (February 19, 1972).

economic security, but they do give people verification of themselves as humans." They are intrinsic in substance and nature.

The concerns expressed most frequently in fifty different block meetings in Northwest Portland during the summer of 1971, incorporate the following needs with program values for education:

1. Programs designed to sustain and support family relationships.
2. Programs designed to meet the needs of one-parent families;
3. Programs designed to meet the needs of the elderly;
4. Programs designed for information and referral;
5. Programs designed to promote decent, safe, and sanitary housing;
6. Programs designed to alleviate loneliness;
7. Programs designed to the understanding of alternate life styles.

It is obvious that this list reflects the demographic characteristics of Northwest Portland and the desires of this population. A second observation is that the realization of such program goals, with the exception of an occasional offering, is over and above the capabilities of the public school system. The third, and most important for our purposes, is that each item listed is either directly or indirectly self rewarding or intrinsic in value, either for the individual or the

total community.

It is at this juncture that the question of the role of social service and social work is examined. What is social service? What is education? What is, if any, the relationship between the two?

If, as we have suggested, the educational question is not a question about education but a societal question, it follows that educational activity is one of increasing individual, group, and community knowledge about social problems and possible actions regarding them.[6] Helen Leland Witmer, writing from an institutional stance, indicates:

> It is important to note that institutions do not correspond exactly with types of activities that must be carried out in order to meet human need. One institution may have several functions, and a given function may be performed by several institutions.... This amalgamation of functions within single institutions occurs because human needs are so interrelated that in the satisfying of one need others are involved.[7]

The techniques used in education are used in social work but called by different names. The traditional branches of social work are case work, group work, and community organization. When

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[6] Rex A. Skidmore and Milton G. Thackery, Introduction to Social Work, (New York: Appleton-Century-Crofts, 1964) p. 290.

[7] Helen Leland Witmer, Social Work - An Analysis of a Social Institution, (fourth printing, New York: Rinehart and Company, Inc., 1950), p. 74.

these are placed in the context of the school system they become counseling or conferencing, performance groups or classes, and class or student body meetings or advisory committees. Witmer points out:

> Instead of the term 'group work' it has been suggested that the term 'informal education' be applied to those many activities of leisure-time or 'character-building' organizations, such as the Scouts, Y's and community centers, that are carried on not only for the immediate pleasure of the participants but for the values to be derived from group association.[8]

In each of these examples the process or method is a characteristic feature of modern educational work. Witmer indicates that this interrelationship has been recognized professionally by the formation of the National Educational-Recreational Council and by the fact that the National Association for the Study of Group Work holds sessions with the Progressive Education Association as well as the National Conference of Social Work.

It is therefore reasonable to conclude that the delineation of that activity which is in the realm of education and that which is in the realm of social service is not in the nature of the activity itself. It is rather distinguished by the end to be served and the feelings of the people involved in the process. Skidmore and Thackeray point out,

> In thinking of the educational process, it is important to keep in mind that not only facts and knowledge are important,

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[8] Ibid., p. 369.

> but even more vital in many ways are the feelings which the people involve possess.[9]

The educative activity is therefore identifiable not by what you do but by what happens to you in the doing of the activity and the relationships you form. This is a basic program premise of Friendly House, Inc. Hutchins stated it in this manner, "Education is concerned with 'the real values of life', with helping men 'to live wisely and agreeably and well'."[10] Edgar Z. Friedenberg supports this when he writes, "The function [of education] is to free men to take more account of their lives."[11]

An illustration of this position is appropriate. In the fall of 1968 three families left the migrant stream and settled in an old three story wooden house in Northwest Portland. Two of the women were sisters and the third a sister-in-law. Two families had four children each and in the third family there were five children, making a total of thirteen children living in this one structure which had been divided into living units that could roughly be called apartments. The impression of the staff when these women first came to Friendly House was that life had been very difficult for them. With soiled

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[9] Skidmore and Thackeray, op. cit., p. 290.

[10] Hutchins, op. cit., p. 155.

[11] Edgar Z. Friendenberg, The Dignity of Youth and Other Atavisms, (Boston: Beacon Press, 1965), p. 45.

blouses and jeans (before jeans were popular), their hair was combed straight and tied with a rubber band in the back of their heads. They were timid and uncertain of themselves in this new setting. The agency enrolled the small children in the preschool and the mothers in a craft class. The skilled craft teacher started them making multi-colored plastic earrings. It was not long before the grooming and the dress habits began to match the beautiful earrings. The three made new clothes for themselves. The timidity gave way to a warm spirit; the three began to display enjoyment of life, particularly during the few hours at the agency. A baby sitter was provided so the participants of the class could be free of the responsibility of their children during class time. This facilitated a free interchange of problems with others of diverse backgrounds.

Some months later it became obvious that one of the sisters was pregnant. During one craft session the conversation included the subject of a baby shower. This was a new concept for these three women for they had neither been to nor given a shower. The other sister and the sister-in-law came early for the next craft session and drew the teacher aside and asked about baby showers. They wanted to give this pregnant woman a baby shower but they were completely at a loss as to what to do. With the skillful guidance of the instructor they planned and invited others of the class to a shower for this woman. The agency provided the cake and other refreshments. It was reported

that it was a very successful shower. However, the important factor was not in the planning and the giving of the shower itself but in the fact that the women had planned and executed the program. They had become more human; they had personally identified with joy of their sister and sister-in-law; they enjoyed a new and exciting educational experience that others of a higher socio-economic station have accepted as a common practice. I submit that this is both group work and informal intrinsic educational activity.

In this case, and others we could cite, we can identify some clear distinctions. If the agency had given these women some clothes as objects of charity there would be little if any educational value. If the agency staff had alone given the shower and thus protected the women from the pity of society and the ridicule of their neighbors a social service would have been performed without education. This is not to suggest that there are not valid times and situations when such services should be provided. Education comes when the experience enhances, illuminates, liberates, and frees the individual for dignity, growth, and change for meaningful living, for himself, and as a member of his community. The function, therefore, of social service centers around protecting the individual from the rigors of the environment in order that he may become liberated.

Education is designed for the enhancement of the individual and the community in which he functions. It is therefore valid to

delineate a category of informal education with primarily intrinsic values. With this delineation and the expansion of the environment in which learning takes place, we can identify additional primary areas where educational needs are apparent in the inner-city community as expressed by residents of Northwest Portland. These appear to fall into four major groupings: 1) Personal needs and services; 2) Group needs and services; 3) Community needs, and 4) Volunteer services.

1. The individual personal services are the particular concerns of the welfare case workers, community workers, public health nurses, and school social workers. These include: health education; consumer education; legal education, and housing, including ownership and maintenance, as well as new, safe, and sanitary housing.

2. These resource persons (Welfare Case Worker, Public Health Nurse, etc.) express a concern for group needs and services by age and institutional groupings. These services include those peculiar to young adults and single parent families; those supporting the existing "normal" family relationships; those meeting the needs of youth from the fourth grade through the age of twenty, after school hours or when they are not attending school, and those supporting the high number of elderly in Northwest Portland.

3. Peculiar needs related to the community are: "community-ness; sociability; block or group development around issues and

interests, and efforts supporting and upgrading the neighborhoods.

4. There are expressed in all these services the need for trained and dedicated volunteers operating from a volunteer service bureau.

For the expansion of the community educational needs beyond what the educational system is capable of implementing we must look to other community resources. A listing of community-based social and educational services in addition to the ones listed in Part II of Chapter II of this study include:

1. Senior Citizens weekly programs at Trinity Episcopal Church, St. Mary's Cathedral and the First Immanuel Lutheran Church;
2. William Temple House, a counseling and emergency food and clothing center sponsored by the Episcopal Laymen's Society;
3. The United Indian Action Center, an information and referral service;
4. Northwest Tower and Williams Plaza, a Public Housing Project of the Housing Authority of Portland which offers a weekly recreational program to their residents;
5. Loaves and Fishes, a communal dining and meals on wheels service for the elderly;

6. The Portland Park Bureau which operates a summer program at Couch swimming pool, a recreation program during the school year at Chapman School, and a summer program at Wallace Park, in addition to a camping program;
7. Hub-Cap, a Council of Churches westside organization;
8. Nine churches in the Couch Area;
9. The Mennonite Friendship Center, a volunteer service corps working with neighborhood children;
10. The Metropolitan Learning Center (see Part II, Chapter II;
11. Family Counseling Services, a United Good Neighbor Agency, meeting with older people and providing one-half day a week consultation service to Public Housing Managers;
12. The Boys and Girls Aid Society of Oregon, serving unwed young people statewide;
13. Three hospitals, numerous clinics and nursing homes;
14. The Northwest District Association, a citizens' association that provides an organized voice on behalf of the neighborhood to public agencies;
15. Friendly House, Inc., a settlement house and community center with decentralized services:
    a. Couch Capers - An after school program, five days

a week at the First Immanuel Lutheran Church;

b. Northwest Pilot Project, a volunteer service to the elderly;

c. Couch Community Centers and Hot Line, an emergency service, a community development program, and group work;

d. The Cooperative Youth Project, serving the teen age community with street work and a drop in center;

e. Linnton Community Center (outside of the study area), an agency offering a recreation program.[12]

The financial underwriting of most of the above mentioned resources has followed an unusual pattern in Portland. The two sources of funds are the private, voluntary dollar, primarily given through the United Good Neighbors (UGN), and the public dollar that is, for the most part, from federal sources. The UGN has stated that its highest level of funding is in the Northwest neighborhood. The fact that is overlooked by the UGN is that included in this high funding level are agencies that serve a four county constituency. The only Northwest neighborhood based agency receives about one and three-tenths percent of the seven million dollars available through

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[12] The detailed description of Friendly House Programs are in Chapter III.

the UGN. The amount of federal dollars is even less and only available on a project basis.

The Economic Opportunity Act (EOA) and the resultant Office of Economic Opportunity (OEO) became operative in Portland in 1964 and 1965. The latter brought with it definite federal guidelines. The funds were to be used in target areas defined by the local community. The Metropolitan Steering Committee, administering these funds, made a request of the Tri-County Community Council to identify neighborhoods meeting the criteria of a high degree of poverty and the other requirements of the federal guidelines. Twelve neighborhoods qualified in varying degrees. However, because of certain limitations, only five were selected. These were Albina, Sunnyside, Richmond, Brooklyn and Buckman. The Northwest fell sixth in the priority listing, which left them without the OEO resources. The selection of the five target areas limited the OEO funding to programs in these five neighborhoods which are concentrated in a relatively small section of the city.

Subsequent federal resources, such as Model Cities, Concentrated Employment, and other manpower programs were required to be tied to these same target areas. The result was that, if other communities found a person who qualified for these federal services with the exception of residence, there would be no alternative for that person but to move into a target area thus making the target area

places for greater concentrations of the poor.

The State of Oregon has reinforced this trend by placing a multi-service center in this same area where three federally funded centers already existed. Then, too, with one exception, the UGN designated these same areas for a special inter-city emphasis with an incentive to agencies that are able to, and will contract services. The purpose was to make the UGN services more relevant to the target areas, as well as to increase the federal income, using UGN funds as local contributions in matching the federal dollars.

In summarizing this trend we conclude that the great bulk of federal poverty monies is being used in a small section of our city while poverty in the remainder of the greater Portland area has been without these resources. Increasing amounts of state and local public dollars are also being used in these same areas. Also, to a lesser degree, the private voluntary dollar is being directed into these same areas with incentives and encouragement for more to be used. Therefore, the geographic target area approach of the Federal guidelines does not fit the urban poverty pattern in Portland. Poverty in this city, rather than being concentrated in one area, is spread out in pockets throughout the entire metropolitan area. Northwest Portland, even though very high on the identified poverty area listing, does not have many resources, either federal or private, available to do the job that needs to be done at the neighborhood or community

level. Dilapidation in housing, non-owner occupancy, the incidence of elderly poor, and single parent families, family stresses, the influx of non-conforming young people, apathy, and despair continue to intensify. These produce urgent needs in Northwest Portland. Stated conversely, these are the opportunities for an adjunctive education model that enhances intrinsic and identity values to which the schools are currently giving only minimal service, but where the private voluntary settlement house may make a significant contribution.

V. THE FORMULATION OF A LIFETIME OF LEARNING IN NORTHWEST PORTLAND

Lewis Mumford, in his book, The Myth of the Machine,[1] predicts a future in which man will become passive and purposeless, a machine-conditioned animal designed and controlled for the benefit of depersonalized, collective organizations. Rene Dubos takes a more kindly stance in So Human An Animal,[2] when he indicates that in human activities, "the speed of progress is less important than its direction." He points out that "knowledge should serve understanding, freedom and happiness rather than power regimentation, and technological development" for the sake of economic ends. Scientists, while not abandoning their scientific investigations, should consider the "large human concerns when choosing their problems and formulating their results." There needs to be added to the science of things a science of humanity if scientific investigations are to be "successfully woven into the fabric of modern life." However, Alvin

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[1] Lewis Mumford, The Myth of the Machine, (New York: Harcourt, 1967), p. 244f.

[2] Rene Dubos, So Human an Animal, (New York: Charles Scribner's Sons, 1968), p. 222.

Toffler in his book, Future Shock,[3] emphasizes that this is for all purposes a new era, different from all others because of the "astonishing expansion of the scale and scope of change." He identifies "time skip" that completely severs the progressive process. It is more important to understand the rate or acceleration of change than to understand change itself, for it brings with it "the concept of transience.... If acceleration is a new social force, transcience is its psychological counter part." This must be understood for the role it plays in modern human behavior. "Psychology without the concept of transience cannot take account of precisely those phenomena that are peculiarly contemporary."

The evidence of this contemporary society is found in a descriptive vocabulary that heavily emphasizes personal identity and interaction. Words such as "commitment," "involvement," "dialogue," "comment," "relevancy," "lead," "encounter," "rap," "reality," "reach," and "touch," are illustrations. Words with new meanings, such as "reach out and touch the mind" are designed to comfort the afflicted and afflict the comfortable. George Leonard advocates that this personal identity and interaction are primary factors in education. He writes,

One of the first tasks of education... is to turn man

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[3]Alvin Toffler, Future Shock, (New York: Random House, Bantam Books, 1971).

> to himself; to encourage rather than stifle awareness; to educate the emotions, the senses, the so called autonomic systems; to help people become truly responsive and therefore truly responsible.[4]

There is in this restatement of the original contention that education is a societal encounter the implication of a broad community goal which we have identified, "to provide a climate for people who live in an urban setting which will serve to optimize their potential to achieve a meaningful life in the city."[5] We must first establish the theoretical framework and in this task we will draw from both the historic and modern critics in the field of educational theory. Only then can we proceed to establish critera for a life time of learning. Then we will investigate models that could possibly be used including the examination of a particular model.

There seems to be a creative tension between the theorist in education and the practitioner. This does not mean that the theorist has not applied his thoughts to actual situations, nor on the other hand, the practitioner has not made cogent observations from the classroom. Among the former, we find Dewey, Neill, Illich, and others. Kozol, and other alert teachers across the country, are representative of the latter. The point is that a hiatus exists between

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[4] George B. Leonard, Education and Ecstasy, (New York: A Delta Book, Dell Publishing Company, 1968), p. 127.

[5] Friendly House, Inc., Annual Report (Portland, Oregon: May 1971).

educational theory and general practice. One may account for this gap as the result of many factors but it is evidenced by the need for numerous experimental settings. Theorist and practitioner alike have articulated goals, a process or method for implementing these goals, and a setting or environment that facilitates this implementation.

At this point we must deal with the means and ends of the educational system. When the means become ends the system becomes paramount and individuals must "fit in" or "get out." The system tends to be product oriented. If a student views his education as progressing from one grade level to another by passing the required examinations, then the examinations regulate the student's learning process as well as the content of his education. This is the distinction Illich makes between school and education. He writes:

> They [schools] school them to confuse process and substance...[A] new logic is assumed: the more treatment there is, the better are the results, or escalation leads to success. The pupil is thereby "schooled" to confuse teaching with learning, grade advancement with education, a diploma with competence, and fluency with the ability to say something new.[6]

This quote expresses two fundamentally different points of view of how we learn. One point of view sees learning as a process of acquiring. The other point of view sees learning as becoming. When

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[6] Ivan Illich, Deschooling Society, (New York: Harper and Row, 1970), Ch. 1.

we view, on the one hand, learning as a process of acquiring we are thinking, in particular, of knowledge and skills. While, on the other, when we view learning as a process of becoming, we are emphasizing a change in the learner himself, that is, "liquidating ignormance." He is different after he has learned. The learning process brings about a change in the behavior of the person, a change that would not have occurred without the learning experience. Learning, then, is a process by which a person is changed in his attitudes, habits, ways of thinking, and appreciations. George B. Leonard in his book, Education and Ecstasy,[7] attributes three characteristics to education: 1) To learn is to change; education is a process that changes the learner; 2) Learning eventually involves interaction between learner and environment, and its effectiveness relates to the frequency, variety, and intensity of the interaction, and 3) Education, at best, is ecstatic.

The author feels that if we buy Leonard's first characteristic, we will inevitably have trouble with his third. By reverse logic, one could then hypothesize that to change is to learn. If education, at best, is ecstatic, all of life will be on the ecstatic plane because, according to Leonard's own observations, "learning ... involves interaction between learning and [one's] environment." One interacts

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[7] Leonard, op. cit., p. 7.

with his environment constantly but this interaction is not constantly ecstatic. No one can be rescued from learning; it is what human life is. Granted, there are moments of ecstatic insight. However, there are no neutral moments. Leonard, himself, points out, "if there are limits on the human ability to respond to learning environments, we are so far away from the limits as to make them presently inconsequential."[8]

Among modern critics of education there is a basic agreement of the purpose of education; the differences are a matter of emphasis. Authors such as Postman, Neill, Leonard and Friedenberg tend to emphasize the intrinsic values such as "happiness," "values," "meaning for life," "strong sense of self," and "sensitive to the meaning of other's lives and how to relate to them."

On the other hand, the emphasis of men such as Illich, Goodman, and Kozol appears to be more extrinsic. That is, they tend to encourage the manipulation of a technological society and environment for the highest and best use by man. The evidence of this is found in phrases such as these: "The purpose of education is to help each youngster find his calling . . ."[9] "Properly controlled technology

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[8] Ibid., p. 39.

[9] Paul Goodman, "High School Is Too Much," Psychology Today, (October, 1970).

could provide each man with the ability to understand his environment . . . to shape it, (and) to permit him full intercommunication. . . ."[10] and "Honest writing and private feeling seem to me to be the only possible starting points for everything else in teaching English and one of the first places where the world outside and the word within the classroom ought to eloquently coexist."[11] To me these men are developing a theology of technology. Each author is dealing with the impact of environment in the shaping of his goals, with this perspective as central to his position.

Within the grouping of writers who emphasize intrinsic values, or "a new man for a new world," one immediately runs into some differences. In Postman and Weingartner and Leonard one can find almost identical positions relative to the goals of education becoming a process through which a person is prepared to live in a new age. Leonard sees the goal of education as an awareness of every aspect of human existence needed for a new age. Postman's and Weingartner's goal is to help the individual to survive in a rapidly changing world.

In juxtaposition to these authors of futurist intrinsic values,

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[10] Ivan Illich, "The Alternative to Schooling," Saturday Review, (June 19, 1971), p. 48.

[11] Jonathan Kozol, Death at an Early Age, (Boston: Bantam Books, Houghton Mifflin Co., 1967), p. 170.

there is the "here and now" stance of Neill and Friedenberg, to educate youth to an awareness of themselves as individuals. In Coming of Age in America, Friedenberg states: "The highest function of education, I would maintain, is to help people understand the meaning of their lives and to relate to them more fully."[12] Neill would relate his position to happiness. Happiness is responding to life not only with one's brain but with one's whole personality.

When we look at Goodman and Illich (Kozol presents a different problem) we find that they completely dismiss the current educational system as inadequate to meet the goals they have defined "in this bureaucratic and technological society." Illich's "hidden curriculum" and Goodman's "incidental learning" cannot be accommodated within the existing socially controlled system. Therefore, we need new and more appropriate systems. Goodman insists that to experiment with real universal education we have to start by getting rid of compulsory schooling altogether. Both Illich and Goodman distinguish between education and schooling. Schooling is a perfunctory process and education is a meaningful experience.

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[12] E. Z. Friendenberg, Coming of Age in America, (New York: Vantage Books, Random House, 1965), p. 221.

Kozol[13] in contrast, calls for the humanization of the system of education using the environment as the starting place. He seems to be saying that the "normal" subject matter, as taught, is not relevant to the ghetto child. He doesn't propose the abandonment of a curriculum altogether as Friendenberg and Goodman propose, but rather he suggests a radical adaptation of the curriculum to the needs of the child as determined by his ghetto environment. Both Friedenberg and Kozol call for greater neighborhood and societal participation in the determination of the goals of education.

In this section we have tried to review the goals of the hypercritics of contemporary education asking whether their alternate goals can be distinguished as intrinsic or extrinsic in nature. However, when we compare these several critics with Russell, Piaget, and Bruner, a third goal comes into focus, that is, learning related to the intellectual process or a cognitive goal.

In distinguishing these three general goals, the author uses intrinsic as fulfilling within one's self. However, this definition is not altogether synonymous with the "affective" dimension of the learning process. Extrinsic is the fulfillment "out there" in society, in relation to external values, grades, degrees, and what would be engrossed in Counsciousness II.[14] The goal of intellectual growth

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[13] Kozol, op. cit.

[14] Reich, op. cit.

is exemplified in the work of Piaget, Russell, and to a degree Bruner, is defined as cognitive.

These last three writers are primarily interested in the process of the intellect, its importance, and how to "grasp," "conquer," and hopefully apply intellectual activity. Russell has put it boldly by saying: "To think abstractly about abstractions is now the central goal of education."[15] Bruner states the goal of education "is to cultivate excellence... [by] helping each student achieve his optimum intellectual development. Intelligent activity is the same at the frontier of knowledge or in the third grade."[16]

Piaget contends that "to educate means to adapt the individual to the surrounding social environment."[17] This can only be understood as "one analyses its principles and their psychological values on at least four points: the significance of childhood, the structure of the child's thought, the law of development, and the mechanism of

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[15] James E. Russell, "The Case for Rationalism in Education," Excerpted from Change and Challenge in American Education, (Boston: Houghton Mifflin, 1965), pp. 15-29.

[16] Jerome S. Bruner, The Process of Education, (New York: Vintage Books, Random House, 1963), p. 9.

[17] Jean Piaget, Science of Education and the Psychology of the Child, (New York: Viking Compass Book, Viking Press, 1971), p. 151.

infantile solcial life."[18] In the delineation of this intellectual process, Piaget has observed four stages of intellectual development: 1) Sensory-motor intelligence (0-2 yrs.), a period of preparation for organizational concrete operation; 2) Pre-operational representations (2 to 7 yrs.), a period during which the child learns how to represent the external world through symbols established by simple activity; 3) Concrete operational (7-11 yrs.), a stage during which data about the real world are placed into the mind and are there transformed so the data can be organized and used selectively in the solution of a problem, and 4) The Formal operations (11-15 yrs.), the period during which the avility to operate on hypothetical propositions rather than being constrained to what he has experienced or what is before him is developed; the child can then use logical thought. For Piaget, "Practical intelligence, is therefore, one of the essential psychological data upon which active education rests."[19] We have in this description a statement of the development of intelligence from Piaget's prespective.

This approach does not adequately satisfy Russell, who claims that this concept is based on today's "Weltanschauung" or on the concept of the knowable. He asserts that "reality," from this point of view, is unknowable for many of its dimensions cannot be

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[18] Ibid., p. 151.

[19] Piaget, op. cit., p. 163.

perceived through the senses. His argument is based upon the rapid force of a changing world and the increase of "the power of thought." He makes a strong plea that "We must somehow find a way to develop an education which will carry us beyond experience and into theoretical insights that will do better than personal experience."[20] Russell believes we must learn to think abstractly about abstractions.

This is not inconsistent, however, with Dewey's point that thinking is the key to learning and that activity is essential when it is preceded by thinking. Both are necessary. Most of todays "critic-proposers" have omitted either thinking or activity or weighted one in preference to the other.[21]

Goodman summarizes Dewey's view of pragmatism in this way:

> But the school, he [Dewey] felt, could combine all the necessary elements: practical learning of science and technology, democratic community, spontaneous feeling liberated by artistic appreciation, freedom to fantasize, and animal expression freed from the person's morality and the schoolmaster's ruler.[22]

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[20] James E. Russell, Case for Rationalism in Education, (Reprint from Change in American Education, Boston: Houghton Mifflin, 1965), pp. 15-29, 105-109.

[21] Dr. Mary Reywid, Lecturer, "Perspectives in Educational Issues (Lecture Notes: Walden EN 502).

[22] Paul Goodman, Compulsory Mis-education and the Community of Scholars, (New York: Alfred A. Knopf, Inc. and Random House, 1964).

This constituted a statement of Dewey's progressive education. Goodman feels that Dewey's progressive education has either been aborted or manipulated. He likened Dewey's thought to the thrusts of Louis Sullivan and Frank Lloyd Wright in architecture.

Dewey's "was a theory of continual scientific experiment and orderly nonviolent revolution."[23] The scientific method was the essence of education with each learning experience arising out of a real problem to the child in which he could observe, hypothesize, and verify and then present a further challenge. Thus the process became repetitive. A caution is made that all experience is not an educative experience. A quote from Dewey reads:

> Bare doing, no matter how active, is not enough. . . .
> The test of a good project is whether it is sufficiently full and complex to demand a variety of responses from different children and permit each to go at it and make his contribution in a way characteristic of himself.
> The further test or mark of a good activity, educationally speaking, is that it have a sufficiently longtime span so that a series of endeavors and explorations are involved in it, and included in such a way that each step opens up a new field, raises new questions, arouses a demand for further knowledge, and suggests what to do next. . . . Activities which meet these two conditions will of necessity result in not only amassing known subject matter but in its organization. . . .[24]

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[23] Ibid.

[24] Professor M. A. Raywid, John Dewey on Education, (Selected quotes, mimeographed, distributed at Walden University Ed 502).

Alburey Castell, in Philosophy and the Teacher's World,[25] has stated a position, that to this author, dismisses the "product-process" question by suggesting that basic to a learning theory is the distinction between a process and activity. By castell's definition, "If it is activity, then it is performed; it is something you do. However, if it is process, it merely occurs."[26]

Castell maintains that activity has certain traits which are not attributes of process: 1) Activity is fallible; 2) Activity is purposive, intentional; 3) Activity is critical; 4) Activity is experimental; 5) Activity is corrigible, "that is to say, you can make a mistake, and institute revision;" 6) Activity is reasoned out; 7) Activity has presuppositions; 8) Activity is, or is often, a response to a challenge. None of these traits has the marks of any process. One cannot say of the behavior of the solar system, of the brain and nervous system, or of any other admitted process, that it is fallible, purposive, critical, experimental, corrigible, reasoned out, has presuppositions, or is responsive to challenge. "If you talked that way . . . you speak in metaphor. Your talk would be anthropomorphic. You would be guilty of personifying a process," and this would be in contradiction to the scientific method. In saying this, a learning theory must say

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[25] Alburey Castell, Philosophy and the Teacher's World, (University of Oregon, Eugene: Bureau of Educational Research, 1967).

[26] Ibid.

that learning is an activity, not a process; an activity which you perform, and not a process that occurs in or to you.[27]

The author, in concurring with Castell, would like to add that an activity may be subject to quantification; a process is not. By quantification I mean a progressive degree of accomplishment, either extrinsic or intrinsic, affective or cognitive. The scope of this study will not allow me to pursue this but it is a matter for further investigation.

A second observation I would like to suggest is that learning as activity is dependent upon the freedom and ability to make choices, and learning is in direct proportion to the number of options available. In case of doubt one simply has to visit the nearest rest home or home for the aging. In an environment of complete loss of choice -- of what to eat, when to eat, what to wear, when to wash, when to dress, when to retire -- activity ceases and therefore learning ceases and there remains a conglomerate of processes, catabolic in nature, held together by a thin layer of epidermis.

The author has subscribed to the position that learning is an activity, not a process, an activity that minds perform, not a process that happens to them or is done to them. It is important to recognize the ambiguity in the verb to "learn". There is, to learn in the sense

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[27] Ibid., p. 14.

of parroting, that Castell calls Sense I, and there is to learn in the sense of getting to know, that he calls Sense II,[28] or liquidating ignorance which we have by definition called education.

"Learn," in the first sense, is not unlike the activity of a tape recorder. It means to acquire, retain, and be able to reproduce. Learn in this sense is not amenable to critical distinctions. You can learn what is false, what is inconsistent, what is meaningless, what is irrational, what is impossible, and what is not understood, just as easily as you can learn what is true, or consistent, or meaningful, or rational or possible, or understood. One simply acquires, retains, and is able to repeat or reproduce. The teacher who sees all learning in this sense has a primitive and unchallenging methodology, and in all probability relates to the students in the spirit of confrontation.

However, learning in the second meaning conveys that one cannot learn what is false or meaningless or inconsistent or irrational or impossible or not understood or not automatically absorbed, but rather examined. It is a highly critical activity that moves far beyond Sense I. "You have learned something in Sense II, gotten to know it, liquidated your ignorance about it, when and only when you have shown that it is required by what you already know."[29] Compatible with what you already know is not, alone, enough; Sense II learning is "required

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[28] Ibid., p. 14.

[29] Ibid., p. 15.

by" or "necessitated by" what you already know. Reasoning and presupposing are essential to learning in Sense II.

This brings the necessity to setting the worth of learning or the dynamic of education (Sense II). The word 'dynamic' is derived from the Greek word "dynamis" meaning powerful and it is from the same root as the word "dynamite." The point is one of contrast. There are two ways of exerting power, one mechanically and the other dynamically. The latter meaning has value in the distinction between schooling and education. The learning "dynamic" is not limited to the classroom or assigned to the first twenty years of a person's life. It is seen from another perspective, from the vantage point of the student of any age, of any culture or sub-culture, for its intrinsic or extrinsic value. Learning, at its best, is an activity, which dispels ignorance and possesses worth for the individual.

If dynamic learning is to take place at any age it must be relevant to the concerns of the individual, his family, and his community in this emerging society. This means that Northwest Portland has a foot in two worlds. The forms of the super-industrialized society of Alvin Toffler's Future Shock are beginning to be seen in Northwest Portland, such as alternate life styles; the emergence of the small shops whose entrepreneurs deal in the simplistic crafts; the new concepts of the family and the shift to individual interests and gratifications. In contrast, we are bound to the educational heritage of the

pre-industrial society, evidenced by the massing of students to be processed by teachers in a centrally located school, and directed at a small segment of society.

> The whole administrative hierarchy of education, as it grew up, followed the model of industrial bureaucracy.... The very organization of knowledge into permanent disciplines was grounded on industrial assumptions. Children marched from place to place and sat in assigned stations. The bell rang to announce changes of time.[30]

We are not yet at the place in technology where education will take place in the student's own room at home or in a dorm, at hours of his own choosing. With vast libraries of data available to him via computerized information retrieval systems, with his own tapes and video units, his own language laboratory and his own electronically equipped study carrel, he will be freed for much of the time of the restrictions and unpleasantness that dogged him in the lock step classroom.

Our society has not moved to consideration of the educative needs of the middle aged and elderly person for they have been assigned to a status of minimal productivity and dependence. Northwest Portland is at the point, in the author's opinion, that Toffler describes:

> This massive injection of speed and novelty into the fabric of society will force us not merely to cope more rapidly with familiar situations, events and moral dilemmas, but to cope at a progressively faster rate with situations that

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[30] Toffler, op. cit., p. 400.

> are, for us decidely unfamiliar, "first-time" situations, strange, irregular, unpredictable.[31]

We are at a balance noted by Toffler "between the familiar and the unfamiliar elements in the daily life of the residents, between the routine and non-routine, the predictable and the unpredictable."

The design of a life time of learning must seriously consider as applicable criteria the socio-demographic character of the neighborhood as well as the expressed needs of the residents. There is a resemblance between the summary of the population characteristics as prepared by the professionals and planners and the list of felt needs expressed by the residents. The first list, as prepared by the planners, includes:

1. Extremely low income, high rates of unemployment and high incidence of retirement;
2. Increasing age polarization between the young adults and the elderly;
3. Increasing and extreme dominance of single person households;
4. Inordinately high percentage of non-owner residents;
5. A decline of child-centered, middle income, middle age families.

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[31] Ibid., p. 217.

These characteristics militate against a sense of "communityness" built upon intergroup relationships with the corollary of despair and apathy.

The concern of the residents that were expressed in fifty strategically dispersed small group meetings initiated by NWDA and Friendly House, Inc., throughout the entire Northwest area are reflected in the following list of needs:

1. Programs designed to sustain and support families;
2. Programs designed to meet the needs of one parent families;
3. Programs designed to meet the needs of the elderly;
4. Programs designed to provide information and referral;
5. Programs designed to provide for adequate housing;
6. Programs designed to alleviate loneliness of all ages;
7. Programs designed to understand alternate life styles;
8. Programs designed to create a sense of community.

The list submitted by the planners is essentially an analytical treatment of the neighborhood whereas the list submitted by the residents is primarily functional. However, both lists are essentially calling attention to the same conditions.

A second criterion for a design must take into account trends, their severity, and whether they are counter to or supporting of the desired goal. A recent issue provides an illustration. A question

arose as to what is the optimum number of residents over sixty years of age that will contribute to a neighborhood without destroying its attractiveness to normal families? There exist two public housing projects specifically designed for the older citizen in the Northwest area. The AFL-CIO is proposing an additional facility for the same age group. The question may be refined: "Can a neighborhood with two public housing facilities and numerous apartments already occupied by the elderly absorb an additional concentration without becoming 'the geriatric ward' for the city of Portland?"

Trends may either counter or support the desired community goal. The decision should be made from the community's point of view, not on the basis of whether the elderly are wanted or not wanted, as such, but rather as to whether the presence of an additional facility will contribute to the total desired diversity of the neighborhood, both from the standpoint of the present residents and from the perspective of providing a healthy environment for the elderly themselves.

A third criterion has to do with whether the proposed activity meet an existing demand, or if it duplicates a service where there are already limited resources, or whether it is adjunctive to the existing activity. There would be little point in expanding the regular Couch School program because of th steady decline in child population in the neighborhood. However, the utilization of the unused section of the large school facility for the experimental Metropolitan

Learning Center which draws students from outside the neighborhood, while providing at the same time an unusual educational opportunity for a number of the neighborhood children, meets local needs while utilizing a facility to the maximum. The school may also explore the possibility of the use of its building as a multi-use community facility promoting programs for single adults and programs directly serving the needs of one parent families. The demographic information indicates a high density of population with these characteristics. These efforts would not duplicate or compete but rather be adjunctive to the services that the school district now operates within this facility.

Accessibility is of prime importance to the establishment of a system of lifetime of learning. The time has passed when great numbers of people will utilize a service, educational or otherwise, centrally located in the heart of a metropolitan area. Decentralization means provision for the dispersion of a particular service in order that it becomes available and accessible. Public health services in Portland are largely available from a location in the central city where some services are needed but other vital services are needed at the neighborhood or district level.

Accessibility means more than decentralization, it must also be relevant to the problem. A public housing project for the elderly was for several years the location of a well baby clinic. With the age of

the residents of the project and the very small child population this particular clinic had a poor service record. A similar clinic located in the Friendly House facility in the Chapman neighborhood with a large child population was used to capacity and there is a demand for a second. The first location would have been ideal for a similar type of service directed toward the needs of the elderly and in all probability would have been utilized to its maximum capacity. Relevance to the population characteristics and their corresponding needs is part of accessibility.

Building design is also part of accessibility. A service for the older person located in a building with several series of stairs militates against the services being used by those for whom it was designed. The same is true where there is no provision for the handicapped in wheel chairs or those whose mobility is impaired. Youth, particularly those identified as alienated, are less likely to enter a building that is designed along the institutional pattern of a school than they will a store front building on the street.

The fourth criterion deals with the utilization of resources. Does the service design or a given aspect of the service utilize existing resources? Does it require new or additional resources? Is it possible to combine existing with additional resources? What is the cost of a design for a lifetime of learning and what are the possibilities of obtaining these costs?

Some services can be obtained without additional costs to the "delivery system." A carpenter shop in a basement of the Northwest Development Center, a second Friendly House location, provides the facility for older men not only to repair and build needed equipment for other programs, but also provides the setting where the older men visit with each other and share their skills with teenagers and young adults. The cost for this operation is simply the indirect costs of tools, materials, and utilities.

A library sub-station is available with approximately one hundred fifty volumes and is located in a community center building. This library is completely serviced by the Multnomah County Library system and is available every day to the older and younger people at no cost to the neighborhood center. The existing county resource of the Public Library is now a part of neighborhood service system.

Additional components of a life time of learning may require complete outside funding resources. For example, the establishment of an increased housing supply may well require Federal, State and local city and agency participation.

The outline of these four criteria: 1) sensitiveness to the population characteristics and needs; 2) trends; 3) functions such as duplicative, adjunctive, and accessibleness; and 4) available resources are each basic to a delivery system or model. Technology, pre-programmed experiences, and trends in functional school structures

are ancillary to our main concern for the goals, aspirations and opportunities of the Northwest area residents.

The primary concern of this investigation is to determine educational opportunities which are adjunctive to the existing formal educational system within Northwest Portland. The review of the literature and the discussions in earlier chapters reveal that little has been written on this kind of localized problem. The bulk of the information available deals with the reform of public educational systems in their larger and more encompassing contexts.

Kenneth Clark, in his discussion entitled "Alternative Public School Systems,"[32] advocates that in the interest of "pervasive and persistent educational inefficiency" alternatives - realistic, aggressive, and viable competitors - to the present public school systems must be found. Underlying his conclusion is an assumption of this study, that is, American public education is organized and functions along social and economic class lines.[33] He articulates a broad definition that is of particular concern to the development of the central assumption of this study which is. . . . "Public education can be more broadly and pragmatically defined in terms of that form of organization and functioning of an educational system which is in the

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[32]Kenneth Clark, Radical School Reform, ed., Ronald Gross and Beatrice Gross, (New York: Simon and Schuster, A Clarion Book, 1971), chapter seven.

[33]Ibid., p. 116.

public interest."[34] His discussion lists five types of urban public school systems as alternates to the existing systems:

> REGIONAL STATE SCHOOLS. These schools would be financed by the states and would cut across present urban-suburban boundaries.
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> FEDERAL REGIONAL SCHOOLS. These schools would be financed by the Federal Government out of present state aid funds or with additional federal funds. These schools would be able to cut through state boundaries and could make provisions for residential students.
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> COLLEGE and UNIVERSITY-RELATED OPEN SCHOOLS. These schools would be financed by colleges and universities as part of their laboratories in education. They would be open to the public and not restricted to children of faculty and students. Obviously, students would be selected in terms of constitutional criteria and their percentage determined by realistic considerations.
>
> INDUSTRIAL DEMONSTRATION SCHOOLS. These schools would be financed by industrial, business, and commercial firms for their employees and selected members of the public. These would not be vocational schools, but elementary and comprehensive high schools of quality. They would be sponsored by combinations of business and industrial firms in much the same way as churches and denominations sponsor and support parochial or sectarian schools.
>
> LABOR UNION SPONSORED SCHOOLS. These schools would be financed and sponsored by labor unions largely, but not exclusively, for the children of their members.
>
> ARMY SCHOOLS. The Defense Department has been quietly effective in educating some of the casualties of our present public schools. It is hereby suggested that the now go into the business of repairing hundreds of thousands of these human casualties with affirmation rather than apology. Schools for adolescent dropouts or educational rejects could be set up by the Defense Department adjacent to camps, but not necessarily as an integral part of the military. If this is

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[34] Ibid., p. 124.

> necessary, it should not block the attainment goal of rescuing as many of these young people as possible. They are not expendable on the altar of anti-militarism rhetoric. [35]

In reviewing Kenneth Clark's list of alternative educational systems, we find that each is bound by the political, social, and economic restraints which mold the present public educational system. He simply rearranges students while maintaining the extrinsice goals and the past social values, even to the point of providing for the "adolescent drop-outs or educational rejects," as rescued "human casualities" to fit into the system. This is in direct conflict with the position of Ivan Illich in a special supplement of the New York Review, "Education Without School: How It Can be Done," where, in his opinion,

> The alternative to dependence on schools is not the use of public resources for some new device which "makes" people learn: rather it is the creation of a new style of educational relationship between man and his environment. To foster this style, attitudes toward growing up, the tools available for learning, and the quality and structure of daily life will have to change concurrently. [36]

Illich, while calling for the complete overhaul of the social system as it relates to education, does point out the gap between "schooling" and "education."

Whatever form of the educative system is adopted at a higher

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[35] Ibid., 123-4.

[36] Ivan Illich, "Education Without School: How It Can Be Done," New York Review, A Special Supplement. (January 7, 1971).

bureaucratic level and in the local community, tends to modify innovative and creative efforts or at least conditions the struggle in the neighborhoods. The Metropolitan Learning Center over the past two years was completely free, unstructured, and ungraded, and directed its efforts toward the students' interests. This past year criticism from the Portland School Board, faculty and parents of students in the traditional school (housed within the same facility) caused modifications in the program. More structure and the availability of elective courses either in the MLC or traditional curricula by students enrolled in one or the other of the programs were the result of these changes. Perhaps in planning for adjunctive educational opportunities the question is not what is the ideal model but what can be developed with the least amount of interference.

This introduces the consideration of various mechanisms by which adjunctive educational opportunities can be implemented in Northwest Portland.

The most recent suggestion was the creation of a Bureau of Human Resources by the City of Portland to replace the control and administration of antipoverty programs by the Portland Metropolitan Steering Committee (PMSC). This committee up to now has been the community action agency for Portland, administering $6.4 million dollars from three federal departments. The major programs to be included in the Bureau of Human Resources are city

training and employment programs, Summer '72 programs, (encompassing recreation, employment, and education for youth during the summer), and the Neighborhood Youth Corps now being administered by the Portland Public Schools.[37] This transfer to the city of the community action function is authorized by section 210 of the Economic Opportunity Act, called the "Green Amendment." City Commissioner Neil Goldschmidt, the author of the proposal, in an informal interview, said that this would open other sections of Portland such as the Northwest area to the same federal resources available to the five target areas if representation could be obtained on the Bureau of Human Resources.

This is an example of a centralized public agency or branch of city government that would contract or delegate program functions for neighborhood agencies to implement. The advantages of this model would be: 1) City wide centralized planning to reduce duplication in antipoverty programs and allow flexible use of resources; 2) An impact by antipoverty programs on other city planning activities, such as those for law enforcement, environment, and recreation and increased participation in city government by disadvantaged people; 3) A reduction of administrative staff by combining roles that may now be duplicated by Model Cities and PMSC, and united

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[37] The Oregonian, Thursday, March 16, 1972.

efforts where there is not duplication; 4) Preparation for possible federal revenue sharing; 5) Increased returns from federal government on local "matching money," in that Model Cities funds could be used as the local share of PMSC programs, and, 6) The proposal would help end the public confusion over a maze of social programs.

Like the above model the Neighborhood Facilities program is a second model publicly financed by federal funds. The Housing and Urban Development Act of 1966, Section 703, makes available project grants to assist local public agencies to provide neighborhood facilities. These facilities must provide a wide range of health, welfare, educational, social, recreational, cultural, and other similar community services. Facilities may also provide new services or extend and improve existing services in the neighborhood. Priority is given to those projects that benefit primarily low-income families or otherwise substantially further the objectives of local community action programs. This type of facility should serve all age groups in the neighborhood, although programs and activities designed to serve a particular age group may take place in the facility. This program is intended to bring its activities close to those whom it serves which requires that the service area be defined. The federal participation in the facility covers two-thirds, and in certain instances, three-fourths of the costs while the remainder is from local resources, part of which may be "in kind," such as credits for existing space,

equipment, etc. Private, nonprofit agencies may contract with the local public bodies to own and/or operate the project.

A third model unlike the city-wide Human Resource Model and Neighborhood Facilities Act Model is the privately funded voluntary agency. This agency may occupy a single facility or operate a number of satellites or branches from a central location. The settlement house tradition would be multi-faceted to meet multiple problems. These could be community-wide problems as well as those of individuals and families. The problem range could be from prenatal parent instruction to the implementation on a local level of the recommendations of the 1972 White House Conference on Aging. Each branch of the agency may specialize or be general in its program offerings, and ideally located in the area of a specialized population concentration.

Such a model provides the capability for continuity through the agency's board of directors as well as its centralized administration, budgeting, purchasing, evaluation, and program planning. It may allow for a degree of specialization of program staff. However, there is the danger of a continuously repetitive program in a changing neighborhood, and as such, providing a service that is no longer relevant. This model provides for very little input from the "consumer," unless its board of directors is representative of the various socio-economic and age groups.

A number of autonomous incorporated centers strategically located and governed by a board of directors for each center is a fourth model. This is an expensive model in terms of physical facilities and operating costs but it has the advantage of neighborhood identity that maximizes the reduction of apathy by being responsive to the needs of the immediate community and its citizens. There would be a limitation of staff and programs due to the restriction of financial resources available.

An association, or even a federation, of centers is a fifth model, an alternative to number four. An association is a cooperative working arrangement between the associating units. An association works toward common goals with each center maintaining its own autonomy and identity. The coordination is under the direction of representatives from each unit's governing body. The Northwest Clearinghouse's or the NWDA's suggested "Northwest Round Table" is an example of a loose association. Each agency or department of city services would be asked to designate a representative familiar with the Northwest to serve as a liaison between the agency and Round Table. This association would meet regularly to provide a legitimate but informal context for coordination and discussion. A Federation goes a step further by developing a covenant relationship binding upon each unit. Powers are delegated to the Board of the Federation usually made up of a balanced number from each participating unit, while maintaining

a degree of individual agency autonomy and identity. The advantages of an Association and a Federation are similar. However, in an association participation is voluntary while in the case of the Federation it is mandatory within the limits of delegated responsibility. These may include unified budgeting, cooperative planning and programming, sharing of staff and staff skills, joint purchasing and specialization of services.

The community-centered school provides a sixth model for Northwest Portland. Preston R. Wilcox in his chapter entitled "The Community-Centered School,"[38] suggests that this type of school functions in three ways: 1) as an acculturation tool; 2) as an educational instrument, and 3) as a community center.

As an acculturation tool, the community-centered school serves as "a life-orientation vehicle for new students and newcomers" to the community, while at the same time respecting differences in homes and cultures. He points out the danger of emphasizing similarities at the cost of obviating differences and thus the homogenization of the community destroys distinctiveness.[39]

The community-centered school as an educational instrument fosters in students the concepts of learning for use, of developing a

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[38] Preston R. Wilcox, Radical School Reform, ed., Ronald Gross and Beatrice Gross, (New York: Simon and Schuster, A Clarion Book, 1971), p. 125-138.

[39] Ibid., p. 228-9.

sense of functional curiosity, and of assuming a large part of the responsibility for developing their own intellectual resources.

The community-centered school as a community center becomes the facility in which the community begins to formalize its efforts to express itself through art, music, drama, etc.; the locale for shaping community policy as it relates to housing, traffic, health, education, and other social issues, and the arena for developing and implementing mutual-aid programs designed to aid the poorer residents of the community. Wilcox indicates that these four functions should ideally be integrated into one program:

> Such a model has implications for the structure, staff roles, selection of policy-makers, and methods of evaluation. More importantly, the educational philosophy must be one that views learning as being lifelong and as taking place inside the classroom and within the community. Such a philosophy accredits and rewards learning-by-doing as the present system rewards learning-by-rote.[40]

There is a major advantage of using existing facilities within the community and using them for a longer period each day to reduce the per unit costs. These facilities are owned and supported by the public so it is a natural implication that they should be used by the public in a broad and diversified manner. This program model is extensively developed in Flint, Michigan. It was initiated and to a

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[40] Ibid., p. 129.

degree financed by the Charles Stewart Mott Foundation.[41]

An area wide model has been advanced as part of the Northwest Comprehensive Plan (Portland Planning Commission and the Northwest District Association). Human Resources, Housing, Land Use, and Transportation make up the four main divisions of the proposed plan. A major goal of the comprehensive plan is to designate and develop a viable group whose membership is socially, politically, and economically representative of the district. The Northwest District Association's effectiveness is directly related to their image within the community as a viable and representative group, a first line of defense for the protection of the people of the Northwest, and a strong force for community betterment.

The support of this goal is defined in two objectives. The first is to design and implement a citizen participation and review system. Presently citizens have little means by which they can evaluate and affect the services and facilities that influence their lives. Once informed and knowledgeable, the citizenry should have mechanisms at the district level through which their opinions and ideas can be debated, resolved, and translated into action. The second objective is to provide a community organization outreach service. The purpose of this objective is to reach and resolve the presently unmet

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[41] The Mott Foundation, Annual Report, (Mott Foundation Building, Flint, Michigan: 1970).

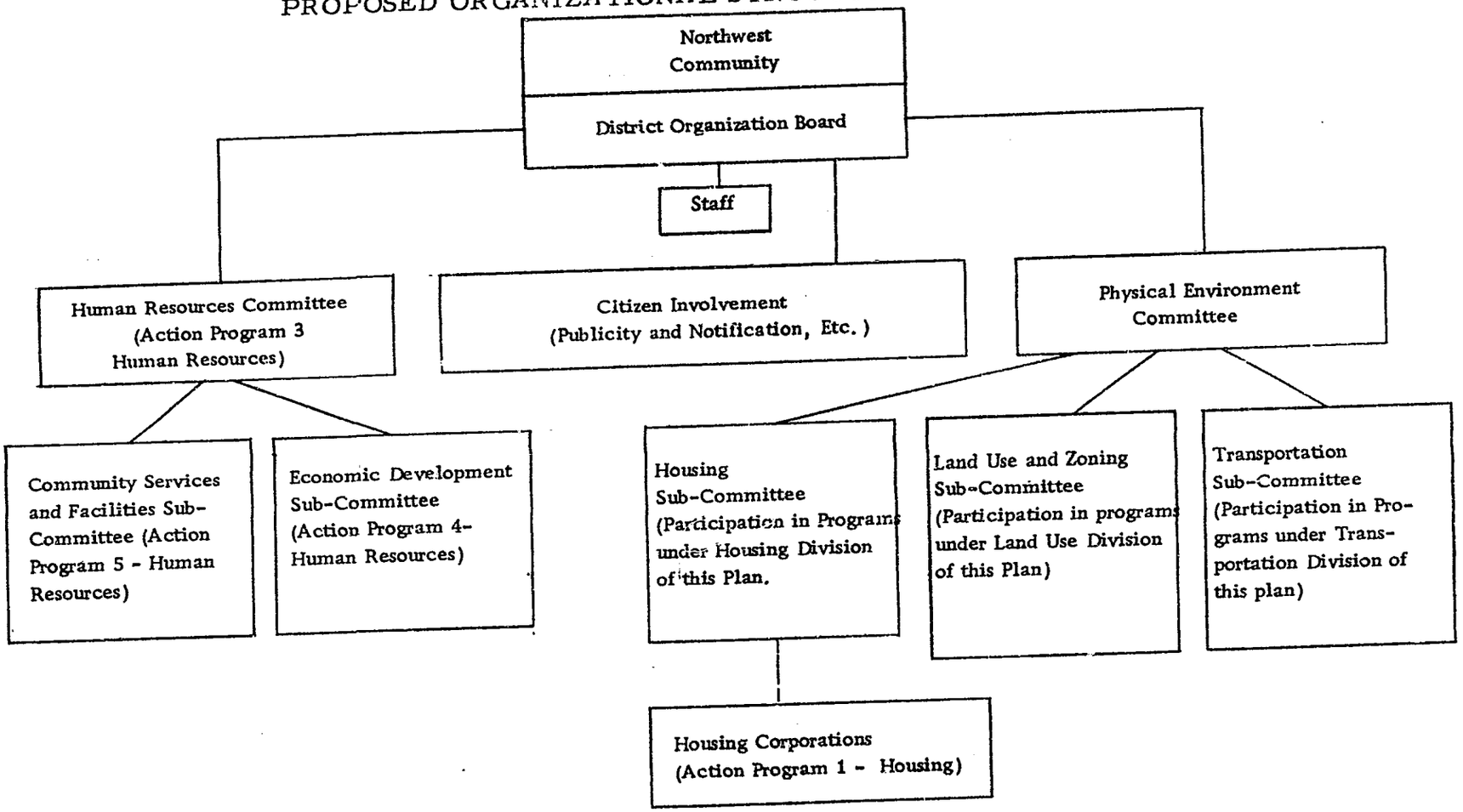
social crises that occur daily within the Northwest. In many instances this will simply require referral to existing government or agency services. In other instances it will require the establishment of new services.

The major components of this district wide organization are: 1) The Board, the major decision-making level in the organization; 2) Three committees: a) Human Resources, b) Physical Environment, and c) Citizen Involvement (Table 11). These committees have the power to form sub-committees, but their major role is to recommend action in their field of interest to the Board.

The Human Resources Committee, if this model is implemented must recognize the present alienation and apathy of many Northwest citizens. If these conditions are to be overcome, the residents must acquire a sense of meaning or purpose in their lives through the full development of their talents and skills. Secondly, if the residential character of the district is to be preserved, the social network of the area must be restored and ultimately developed to a higher level. The problem observed in the Northwest is not the lack of agencies but a lack of community based agencies and a corresponding lack of coordination and the absence of an integrated, district-based social planning and cooperative delivery of services. No agency currently has the responsibility of planning for the future social strength of the Northwest. The suggested goals for the Human

TABLE 11

PROPOSED ORGANIZATIONAL STRUCTURE FOR THE NORTHWEST



Resources Committee are:

1. Create circumstances that will offer a greater sense of meaning and purpose in the lives of the people;

2. Design and implement an integrated district-based program of social planning and coordination to assist agencies in their service to the district;

3. Distribute services closer to where the needs are and in a form most acceptable to recipients;

4. Achieve a balanced population distribution, for example, by attracting family groupings back into the district;

5. Provide improved and additional recreational, cultural and socialization opportunities to the residents of the district.[42]

Coordination and planning are the strengths of this approach. The weakness is the creation of a neighborhood bureaucracy incapable of being above the power struggles of hidden agendas. A creative tension should exist between the political arm, environmental arm, and the social service system. Each should be free to criticize the other without the possible power struggle at the Board level which might exercise a veto on the basis of either personalities or economic repercussions suffered by a given Board member or members. It is, also, an impossible responsibility to verify operating budgets of individual agencies or effective programs from the level of participants in a community organization.

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[42] NWDA and Portland Planning Commission, Northwest Comprehensive Plan, Draft No. 2, p. 12, 13.

An area wide model that will be used as a basis for a delivery system is described in the next chapter, Coalition of Westside Centers and Services. There is the necessity of a unified and coordinated approach to the west side of Portland and particularly the Northwest community rather than the proliferation of scattered efforts and the establishment of small "go it alone" services. Such an approach would appear to require a single administrative structure with shared administrative costs, a joint funding effort, a broadened community base of support, the establishment of an expanded planning effort and the provision of increased services to the community. A Coalition of Westwide Centers and Services would resemble a federation with significant modifications. These modifications would include: 1) The provision of specialized services, not related to a center but to needs, either on a temporary or ongoing basis; 2) The inclusion of agencies that serve a wider geographic area than Northwest Portland; these agencies would maintain their established programs and identities. However, in Northwest Portland they would be part of the coalition, and 3) a vehicle through which public agencies, such as welfare, health services, OEO programs, and schools including community-centered schools may integrate services on a coordinated community wide base.

The control of the coalition would be vested in a Board delegated from the existing agencies with respresentatives from the

Northwest citizenry reflective of each socio-economic and age grouping. The basic functions of the Board would include: coordination; social planning and initiating; implementing and evaluation of services. The coalition would be independent of the community organization but in a working relationship with the neighborhood organization. This structure would allow for variations in programs throughout the entire district.

There are some major advantages in the establishment of an area wide coalition of centers and services within Northwest Portland. The coalition would bring a coordination of existing services into reasonable balance between needs and resources; it would eliminate overlapping of service areas at the cost of leaving some area unserved, and it would provide for the elimination of the duplication of services where they are not needed. Planning could be on an area-wide basis through the establishment of priorities. This coalition could determine both long and short range goals, and definite problems on the basis of needs rather than present resources. Planning for effective problem solving would not be limited to the resources of one agency nor limited to one neighborhood. It would also provide a mechanism by which specific program development, cost estimates, and target dates could be established. Professional skills and technical assistance beyond those available in a single agency could be utilized, particularly if the coalition included service

units from city or metropolitan services and agencies.

The support and improvement of existing services, as well as new services, would have the advantage of staff specialization; the utilization of these and other staff where they are needed at any given time; the establishment of common personnel policies and salary ranges; a broader base for recruitment of professional staff; a more comprehensive training programs for staff and board members; a broad base for volunteer recruitment, selection and training and, a mechanism for periodic review and assessment of service in light of area-wide experiences.

The coalition model would provide maximum utilization of administrative and financial resources. A unified budget presentation could be made on behalf of area needs rather than agency needs and would be based on priorities established by the Board of the coalition. This is a departure from determining budget allocations on an agency basis as is now being done by determining such allocations by community needs. This procedure would maintain flexibility and effectiveness as measured against area-wide demands for service. Centralized purchasing and/or pooling of needed equipment and services would increase economic efficiency. This might include building maintenance, bookkeeping, and physical equipment.

Such a coalition could create a sense of community as working relationships are established across current barriers including

attendance areas of grade schools and the specialties of particular agencies. Comprehensive program development could also have the same impact.

In summary, the author, in reviewing modern learning theory, has attempted to define the learning process as a dynamic act. Criteria for a lifetime of learning around expressed needs and demographic information have been proposed and various community agency models available in Northwest Portland have been explored as a means of implementing this concept. The author has attempted to build a bridge from the known to the unknown; from a native culture to a new and from the inner man out. The next task is to cross this bridge.

VI. THE COALITION OF WESTSIDE CENTERS AND SERVICES AND FRIENDLY HOUSE, INC.

Education is not exclusively confined to the classroom in the formal school, either public or private, and the learning activities occurring in these settings are influenced by forces that manipulate their form and content. Education is a societal challenge which is properly met by the total community in ways that have not been generally recognized. These include: education about public issues; instrumental, utilitarian or goal oriented activity; education in non-school institutions that is supportive to the efforts of the formal system, and learning effort spent for its intrinsic or identity value. The supposition which we have developed and now promote is that a private voluntary agency, such as Friendly House, Inc., can provide a resource to the formal school organization and to the community for this adjunctive educational activity.

Northwest Portland has been described as a neighborhood that reflects success and failure, affluence and poverty, understanding and prejudice, problems and solutions. Individual experiences are equally varied. They may be solitary or in groups, in families or in neighborhoods, in the house on the corner or in the high rise development, on the street or alley, or in the church or school. The participants cluster around the young adults and the elderly, but range

from the very young to the very old, the married or the single, the healthy, the sick; the learned, the illiterate, the aggressive, the reserved, the capable and the inept.

After reviewing the diversity of social, economic, and political forces acting upon the residents of Northwest Portland, we set forth a broad common goal, that is, "to provide a climate for people who life in an urban setting which will serve to optimize their potential to achieve a meaningful life within that setting."

Prior to the determination of a delivery system to achieve this end, community needs were documented and criteria established. The Coalition of Westside Centers and Services meet the specifications of a Neighborhood or District based model. The concluding task is to establish the model's relevancy to the criteria and to determine the role of Friendly House in its implementation.

The previous chapter established the concept of a coalition of educative and other services as a comprehensive and coordinated approach to district-based human needs with planning and versatility as essential components. It is important to establish a social planning capacity within the neighborhood that will be able to set social priorities in advance of any future physical developments. Planning discussions usually begin in the physical sector before any consideration is given to the social or economic sectors. Consequently, social planning is then usually less able to influence program priorities.

Many difficulties would be avoided if a fairly complete social planning process existed before any urban renewal planning is started. The essential of neighborhood or district-based planning is coordination as stated in the Draft Northwest Comprehensive Plan. The Comprehensive plan indicates:

> The problem observed in the Northwest is not the lack of agencies to sponsor programs but rather the lack of coordination among existing agencies and hence the absence of integrated district-based social planning and cooperative delivery of services. Coupled with this is the problem that, although many services are performed, no agency has the responsibility of planning for the future social strength of the Northwest; the built-in population characteristics needed to absorb and handle many of the problems are now dealt with by social agencies. [1]

The second essential issue is that of manageable service outlets, the place where a given service is available. An effort should be made to use existing service outlets or to design small, highly accessible, single-purpose service and multi-service outlets providing more than one type of service consistent with the distribution and real needs of neighborhood residents. These outlets may be centers, churches, or schools that are in a given location, or they may be mobile, moving a specialized service from one location to another as the need may arise. This would cut administrative overhead and would allow a more total focus on individual clients. This focus would be assured in a single coalition if it had available to it an

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[1] Portland Planning Commission and the Northwest District Association, Draft Northwest Comprehensive Plan, (March 1972), p. 5.

adequate mechanism for referring clients to neighboring and member services and if it also had available within its facility an appropriate mix of auxiliary support services. For instance, a dentist or a family counselor might be temporarily housed in a day care facility. It could be generally assumed that it is futile to try to solve only part of any problem and that fragmented, uncoordinated services tend to only attack symptoms and not real causes of social problems.

The Coalition might include service outlets such as day care centers, neighborhood centers, satellite health clinics, counseling centers, job referral offices, hospitality rooms, educational services and resources, recreation facilities, and offices of city and county governments. These would be organizationally bound together and, in the case of separate agencies, by contractual agreements. In the instance of Metropolitan wide agencies, a unit of one or more staff directly assigned to the Coalition as the need indicated, would be defined.

The purpose of the effort would be to produce manageable and accessible service outlets in the community that would be concerned not only with responding to need but with preventing the recurrence of need. In addition, by combining thoughtful planning with specific action and resource generation it would be possible to strengthen the overall capacity of the neighborhood to protect itself from bearing an unfair share of the burdens of social change. Planning and

versatility are the essence of the Coalition.

If agencies serving the Northwest area were to bind together in the common tasks they could stimulate new and relevant levels of service and find better ways of carrying out present programs. The contractual partnership would create a community-based vehicle that would include public agencies, community based service agencies, metropolitan serving agencies, private agencies, and other informal service agencies. Table 12 sets forth a possible structure. The Board of Directors may be composed of delegates from the policy making body of each private service agency, a representative of the local schools, a representative of each of the public service departments, a representative of the neighborhood organization (NWDA), and members at large from the Northwest community. The Board would set policy for the Northwest Coalition in the areas of planning, coordination, delivery, development of resources and programs, and the evaluation of the operation of the Coalition.

This structure would allow a creative tension to exist between the NWDA and the service agency. The neighborhood organization is now and may continue to be representative of middle class individuals and institutions. The Coalition, in having representation from agencies and citizens with differing backgrounds along with NWDA representation, would assure that social concerns are not lost.

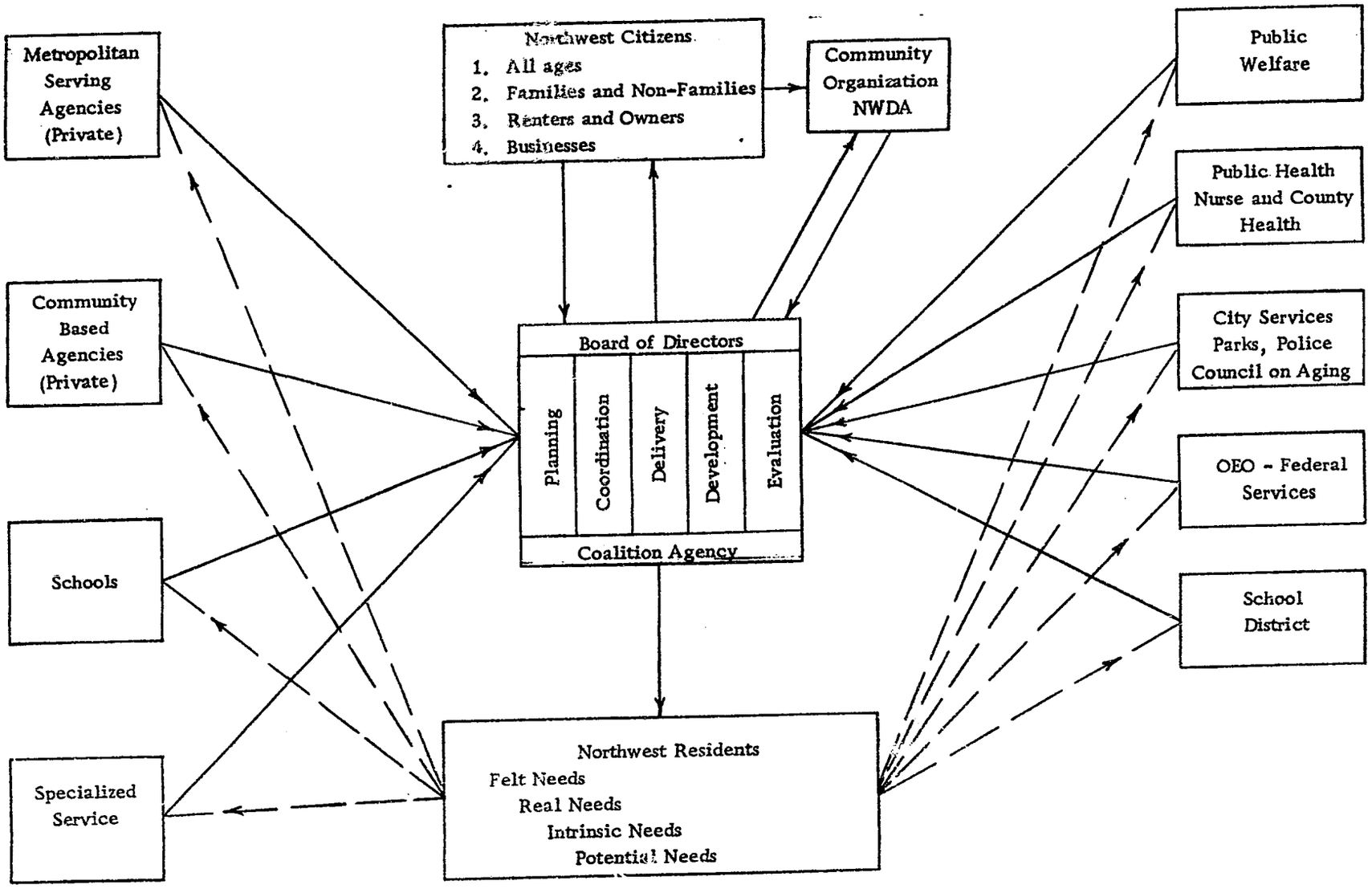

TABLE 12

STRUCTURE OF THE WESTSIDE COALITION

Table 13 shows the operational connections between various services. For instance, a person might call a Westside Coalition center about a problem of health. The information and referral unit person in that center would have available the locations, dates, and times of the various clinics, or, if the problem is of an emergency nature, there would be direct access to county health services or hospitals. If the problem were one of counseling similar information would be available. If the call were the desire to learn stitchery, the location and schedule of the craft mobile unit would be at hand to relate to the inquirer. The call could relate to a public service and require a visit from the public health nurse. There would be someone on the Coalition staff to give immediate attention to this problem, or a welfare case worker could be assigned where needed (Table 14).

Census tract 48 and the southern halves of tracts 49 and 50 comprise an area of highest population density as well as containing the highest number of older residents. This area reflects the extreme polarity between young adults and the elderly. One hundred fifty households, interviewed by Senior Community Aides, requested the following programs that would be made possible through a coalition of centers and services:

1. Counseling and referral services related to specific problems, that is, understanding welfare and social security

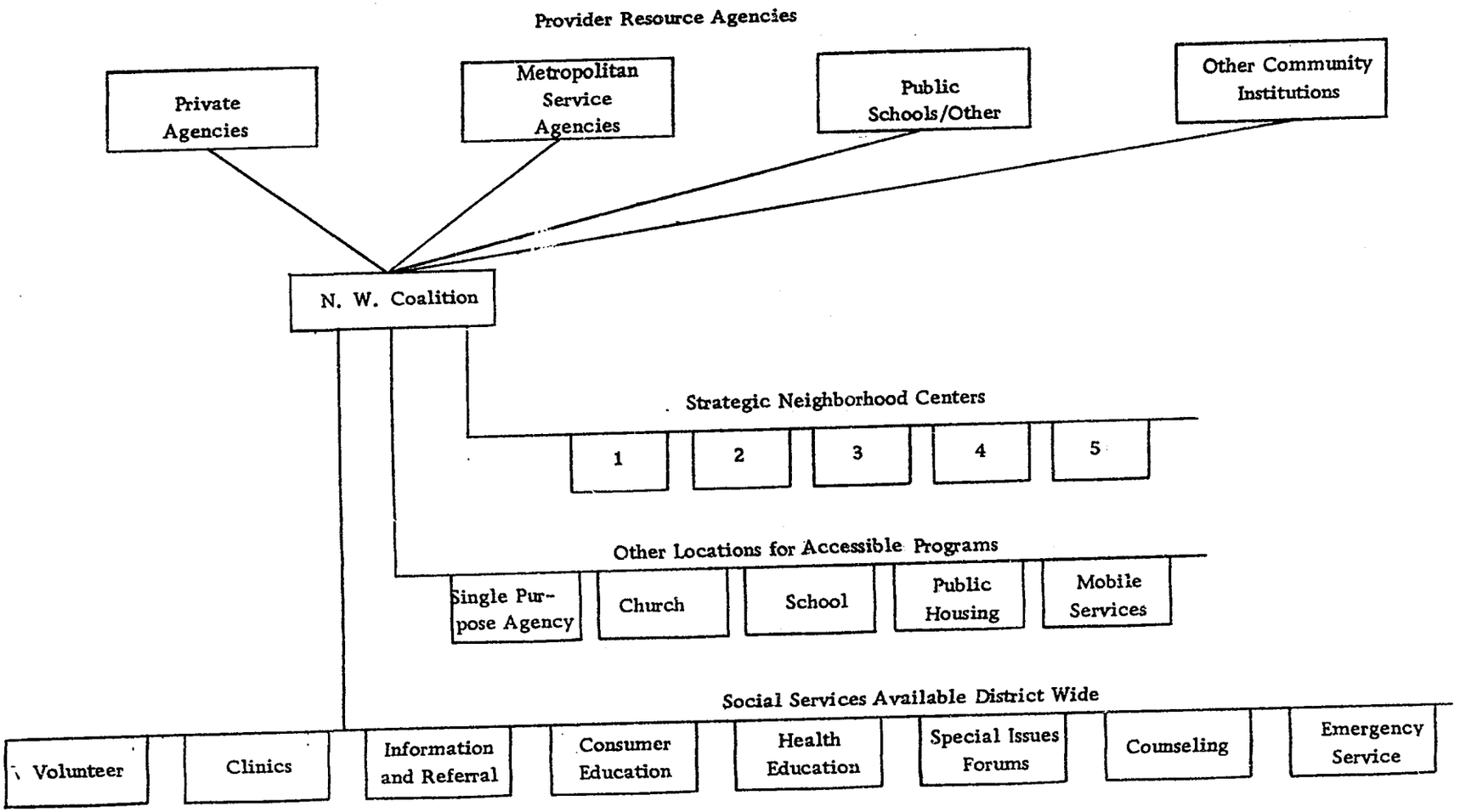

TABLE 13

OPERATIONAL STRUCTURE FOR WESTSIDE COALITION

TABLE 14

STAFFING FOR WESTSIDE COALITION

Coalition Administrative Personnel

Services

1. Welfare Case Worker
2. Public Health Nurse
3. Information and Referral
4. Health Education
5. Consumer Education
6. Emergency
7. Volunteers
8. Special Issue Forums
9. Counseling
10. Transportation

Supportive Service

(Administration)

Bookkeeper
Clerical
Janitorial
Drivers

(Program Supportive Staff)

Program Director and Development
Community Agent
Welfare Case Worker
Public Health Nurse
Family Emergency Service
Counselor
Outreach Workers

Centers

1. Directors and Locations of Program Supportive Staff
2.
3.
4.
5.

rights and benefits, jobs for senior adults, adequate health and nutrition habits;

2. Enrichment crafts and hobby classes with a purpose of renewing a sense of worth and accomplishment in the senior person;
3. Emergency service;
4. Special group activities associated with interest areas;
5. Use of senior adults, with their skills and abilities, as volunteers in community and agency programs;
6. Special social activities (loneliness was listed as the foremost problem by those interviewed);
7. Good health clinics for senior adults, developed within the adjacent hospital complex;
8. Development of involvement in the community by participation in study and action groups wherever possible;
9. Provision of opportunities for the decentralization of services of public and private agencies, such as Legal Aid, Public Assistance, employment office and others.

The above mentioned program possibilities were those expressed by persons over sixty years of age as the ones most likely to meet their needs. Their counterparts, the single young adults, saw the following as fulfilling their needs:

1. Emergency care and family service;

2. Counseling and referral services, particularly those associated with problems of the single person, such as jobs, loneliness, drugs, one-parent family, etc.;
3. Community health clinic;
4. Participation in study and action groups around community problems;
5. Special social outlets;
6. Special awareness groups;
7. Special classes centered in both an interest area and an academic area;
8. Opportunities for the decentralization of services public and private.

A review of the two lists reveal that the needs reflect the socio-demographic information we have of the neighborhood, that is, the special interests and needs of the senior adults as well as the younger persons. The determination of the possibility of a service outlet in this neighborhood and what its form should be must be measured against the criteria established for the proposed model.

If it is assumed that there is an existing demand and that resources are available, the significant evaluative criteria are the nature of trends in relation to objectives and their accessibility.

It has been indicated that trends may either counter or support a desired community goal. The trends outlined for the Human

Resources Committee in cooperation with the Portland City Planning Commission staff and confirmed in the fifty group meetings during the summer of 1971 were previously listed in Chapter II. These are: 1) an increase in unemployment and retirees; 2) age polarization; 3) single person households; 4) increase in non-owner residents; 5) decline of child-centered, middle income, middle age families; and 5) an increase of loneliness and apathy. (The increase of loneliness and apathy was added to the original planners' list by the citizen's groups and was incorporated into the draft of the Northwest Comprehensive Plan).

Social planning and physical facilities planning must test the proposed model by its anticipated effect on these trends. For instance, if the nine programs expressed by the older residents were in an exclusive senior center, it is obvious they would tend to support the existing polarity trends. The same is true of the eight expressions of need by the young adults of the community. There are, however, needs expressed by each that apply exclusively to that age group, and there are those that are common to both age groups. Neither speaks specifically to the trend of decreasing child-centered, middle income, middle age families directly. It is reasonable to assume that if some of these services were available that this type of family might be attracted to the given neighborhood. Therefore, if the service outlet could provide for the concerns of all age groups, this

ideal would be realized. Both a large elderly population and a large young adult population have been defined. Services provided by an outlet that could be utilized by both would tend to restrict the furthering of the age polarity trend.

The criteria of accessibility included other factors than decentralization. The particular neighborhood under consideration does not have a multi-service outlet. The lists given by both age groups would seem to indicate that the need for a center or multi-service outlet was indicated. A closer scrutiny reveals that only two items out of the needs list given by the seniors demand a specialized center location. A health clinic and a decentralized public service and information center would require a permanent location. The advantage of such a location for multi-purpose use would build a sense of trust and reliability for the elderly. The seven remaining needs could be met in existing community locations, such as schools, churches, storefronts, single offices, and mobile units.

Three of the eight services requested by the young adults require a permanent center. These are health services, socialization activities, and a decentralized public services center. The other needs could utilize the same types of facilities as mentioned to meet the needs of the elderly. The conclusion would be a service outlet in a single location to provide services that require this type of specialized facility and a series of satellite locations in existing

facilities to provide space for other programs. The use of schools, as an example, would have value for students. Making schools accessible to parents and others in the community increases the opportunities for children to interact with a broader range of adults. It also provides young people more meaningful contact with various life styles. Jerome Bruner addresses this question in a recent lecture given to the Association for Supervision and Curriculum Development. He contends that schools are isolated, and do not deal effectively with the growing reality of life style and diversity. Dean Vito Perrone of the New School, University of North Dakota, Grand Forks, North Dakota, quoted Jerome Bruner as saying:

> Could it be that in our stratified and segmented society our students simply do not know about local grocers and their styles, local taxi drivers and theirs, local political activists and theirs? And don't forget the styles of local bookies, aspiring actresses or unmarried mothers. I really believe our young have become so isolated (in school) that they do not know the roles available in society and the variety of styles in which they are played. I would urge that we find some way of connecting the diversity of the society to the phenomenon of school, to keep the latter from becoming so isolated and the former so suspicious.[2]

Bruner's observation of the isolation of students in schools may also be applied to other community institutions such as churches, universities, libraries and departments of governments, at all levels.

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[2]Jerome Bruner, "The Process of Education Reconsidered" address, 26th Annual ASCD Conference, March 6-10, 1971, St. Louis, Missouri, quoted from Insights, Vol. IV, No. 4, (University of North Dakota, Grand Forks, North Dakota: December 1971).

Table 15 illustrates a method by which a program area can be related to the criteria in the establishment of a service outlet. The criteria are listed at the top of the table. A program listed on the left column is related to each criterion from a low relationship of one to a high of three. The total of the rating of the program to all the criteria provides a relevance and priority measure of the program. For instance, health clinics rank high in the socio-demographic criteria reflecting the large number of elderly and single young adults.

The establishment of a health clinic(s) would have minimal effect on trends or it could possibly reinforce the age polarity trend. There is sufficient evidence of the need, particularly for the elderly, poor, and single young adults, who may be on drugs or without a family physician, so this is rated high. The program rating of "2" for the criterion of accessibility indicates that because the Northwest area has a large number of private medical clinics and offices there will be some resistance to the establishment of a community clinic (see Table 15). This, coupled with the findings of Dorothy Waltie, as reported in a "Survey of a Select Group of Fifty Elderly Persons Regarding Their Health Needs"[3] to the effect that, of the fifty participants, twenty-two indicated they would utilize a clinic for

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[3]Dorothy E. Waltie, "A Survey of a Select Group of Fifty Elderly Persons Regarding Their Health Needs," (Unpublished M. S. Thesis, University of Oregon Medical School, 1972).

TABLE 15

PROGRAM DETERMINATION AND PRIORITIES CHART

Program Areas	Criteria: Socio-Demographic Consideration	Trends	Need	Accessibility	Resources	Communityness	Total Priorities
Health Clinics	3	1	3	2	3	1	13
Family Counseling	1	3	2	2	3	2	13
Social Outlets Loneliness	3	3	3	1	1	3	14
Information and Referral	3	3	3	2	3	3	17
Decentralized Public Services	3	3	3	3	1	2	15
Special Instruction Class	2	2	2	3	1	1	11

Scale
1. Low relationship
2. Medium relationship
3. High relationship

examination and eighteen would see a private doctor indicates a medium rating in accessibility of the sample of fifty; twenty-five expressed a willingness to use a Neighborhood Health Center, twenty-three expressed unwillingness, and two were uncertain.

Resources were rated high because of a large hospital complex in the Northwest that under certain circumstances might be willing to assist in the establishment of community health clinics.

The presence of a health clinic was rated low as a factor in contributing to "communityness." The public health nurses advise that problems are usually personal in nature, and sometimes confidentiality is of upmost importance. The socializing process is limited to the waiting room and to general conversational subjects such as the weather or particular ailments.

The relevance and priority rating total for community health clinics is thirteen out of a possible eighteen. This suggests that the clinic would be meeting individual needs, have little effect on trends in terms of either supporting them or reversing or stabilizing them. If such clinics were established they, in all probability, should be coupled with some supportive program such as health education, dietary education, family life education, or well child clinics.

The highest priority on programs that fall within the criteria is Information and Referral Service with a rating of seventeen out of a possible eighteen. From this same table we can conclude that this

is a general need and could be easily implemented with existing resources. Second in the rating was the decentralization of public services. This format can be modified or extended to include more or different criteria with different programs ranked in much the same procedure.

We may conclude that a district or area-based coalition of agencies and services would facilitate and create a coordinating, integrating and planning mechanism that would provide a climate for people who live in an urban setting and which would serve to optimize their potential to achieve a meaningful life in that setting.

The implementation of such a coalition may prove difficult in respect to autonomous agencies with long traditions and specialized services. Equally difficult could be the participation of city and county departments as well as schools in which policies are determined at the district level. For instance, in communities where the school district and the park department have duplicate facilities, program, and staff, and a history of a lack of cooperation it would be difficult for a neighborhood to secure a commitment of participation in a coalition.

A preliminary phase, if necessary, may well take the form of a less structured association. Participation would be on a voluntary but a cohesive basis. This could take the form of a Northwest Clearing house related to the NWDA-suggested "Northwest Round

Table," described in Chapter V. This Clearinghouse could include representatives from neighborhood-based agencies (Friendly House, churches, and NWDA); representatives of metropolitan and county-wide agencies (Public Health Nurses, Family Counseling, Public Welfare, Fruit and Flower Day Care Center, the School Board, etc.); agencies involved in planning for a special population rather than for a neighborhood (Housing Authority of Portland), and consumer representatives. Such a clearinghouse would not be responsible for operating any programs directly, so that decentralized programs would be preserved. Agencies would not be compromising their responsibility to their governing bodies. For a while, at least, a clearinghouse or "round table" might be able to function without staff aid or with part-time staff aid loaned by certain of the agencies. To function with maximum effectiveness there would be a need for at least one full-time or two part-time staff members. Services could be rendered if different agencies were assigned particular responsibilities or if a combination of staff in a team approach to problems were organized. This model is less desirable than a coalition for the obvious reasons of cooperative planning and delivery of services with a maximum effective use of shared competencies. The preliminary phase could be seen as temporary. An experience of cooperative effort to solve common community problems could lead to the crystalization of a more formal coalition.

Friendly House, Inc., is the only community-based service agency, with the exception of the elementary schools, in Northwest Portland. The schools are not autonomous and are directly accountable to a hierarchical system that is part of Portland School District Number One. What, then, should be the role of Friendly House in the development and operation of a Westside Coalition of Centers and Services? There are five identifiable and often interrelated roles that a Settlement House such as Friendly House may perform: 1) The enabling role; 2) The participating role; 3) The implementing role; 4) The interpretative role, and 5) The monitoring role.

1) The enabling role is fundamental to the beginning of the organization either in its temporary phase or as a permanent coalition. Because the response of Friendly House, Inc., to community problems is generalized it is able to work with and solicit the cooperation of specialized agencies without the duplication of services of specialized agencies located in Northwest Portland or of decentralized public services. There exists at the present time a close working relationship between the Friendly House Family Worker and the Public Health Nurse as well as the Multnomah County Welfare Case worker. This relationship is at a staff level and not at the level of administration, but it is illustrative of cooperation in planning for families served by each agency. In 1970, at the initiation of the Friendly House Family Worker a case conference was called

with the school social worker, the welfare case worker, and the public health nurse participating to plan for and find resources for a fourth grade boy who was able to cope with school only two hours per day. The young boy's problems were reduced. If this process is successful on a very informal staff level simply because case workers happen to know each other, it seems reasonable that it could be even more successful if it is used under a formal structure designed for this type of delivery system.

Friendly House, Inc., is now providing services from three major centers and five satellite service outlets, and is administering two district wide services. The three major centers are at the Headquarters at Twenty-sixth and N. W. Savier Street, the Linnton Community Center at 10614 N. W. St. Helen's Road, and the Northwest Development Center (commonly called The Pilot House) at 1956 N. W. Everett Street. The five satellite outlets are clustered in the area of the older hotels, a public housing project, and the First Immanuel Lutheran Church. The two district-wide services include the Cooperative Youth Project and the Northwest Pilot Project, a volunteer service to older adults. This provides a conglomerate structure of service outlets that could accommodate various and diversified additions. For example, a social security staff could be assigned to the coalition with an office in one of the centers. It could also serve on a rotating schedule in several service outlets.

Multnomah County Welfare, Public Health Department, and Family Counseling could follow the same service delivery pattern.

These various service outlets of Friendly House, Inc., are supported by an incorporated board, administrative and supportive structure, and the capability for expanded fiscal responsibility that would be required by a coalition structure. This is not to imply that the coalition would be an expansion of Friendly House, Inc. Rather, the Coalition would be a new entity.

2) The participating role for Friendly House, Inc., calls for involvement with various service agencies. Each agency would be requested to delegate certain responsibilities as well as some of its resources to be shared in common by the Coalition. To Friendly House, Inc., this could well mean limiting its operation to the one location at 26th and N. W. Savier Street and the assignment of other service centers and outlets to the collective entity. It could also mean a shared control over the program even at the N. W. Savier Street location. For instance, the Portland Park Bureau could conceivably supervise the recreation and craft program in this facility. For the schools, the Savier Street facility could be open as an office for Family Counseling or a before school - after school program supervised by what is now Friendly House staff. To take part and share in common with others is a necessary component in community-based planning and program coordination.

3) The implementing role for Friendly House, Inc., has reference to the establishment or initiating function. Friendly House, Inc., is relied upon by public and private agencies to either initiate or be the vehicle through which to work in the implementing of major programs. For instance, the City-County Council on Aging views Friendly House, Inc. as the agency that has the capability and the concern required to carry out the Council's program in Northwest Portland. The United Good Neighbors, the Tri-County Community Council, the Metropolitan Youth Commission, Portland State University School of Social Work, and other agencies within the general geographic area of Portland have looked to Friendly House for similar functions.

The implementing role for Friendly House potentially includes several important activities. The establishment of a Coalition involves many segments of the community, many concerns, many suspicions of hidden agendas, and certain forfeitures of traditional rights and functions of the participating agencies. This process could proceed slowly and agonizingly. Inter-agency conversations must be scheduled primarily at the level of policy making or board levels, then at the top administrative levels, in the case of the private sector. In the case of the public agencies procedural commitments must be secured from department administrators, and county and city commissioners. This implementing activity should

properly be initiated by the Tri-County Community Council as the planning arm of the UGN. There are advantages in these conversations beginning voluntarily between the principals free from the influence that may be applied from outside the community. The logical initiator of these conversations would be Friendly House, Inc.

A corresponding activity would be to seek the approval and endorsement of the Agency Relations Committee of the UGN and the relevant committees of the Tri-County Community Council. Inter-agency conversations take place more easily when it is known that the subject and outcome of the conversations are of concern to these metropolitan wide planning and funding agencies.

An implementing activity could be in a very different form, by an agency, church, or school. These institutions may share in the implementation of programs, meetings, and related activities by making their facilities available for use. This may well be the extent of their contribution at a given time, whereas at a different stage of development, or for a different activity, the involvement of this type of agency would be at a different level. In the case of public agencies the presence of an observer may be the extent of their contribution toward the implementation of a Coalition, particularly in the beginning stages. Friendly House, Inc., is not restricted in these ways, and could effectively act in the implementing role.

(4) The interpretative role must be effectively carried on at all levels. Agencies both public and private have operated in traditional patterns and a departure from these patterns requires that considerable energies be expended to secure participation. This is particularly true of city, county, or metropolitan service agencies. Their structure for the delivery of services is designed for a larger geographic area in which the assignment of a unit to a Westside Coalition that provides a cross section of resources would in all probability necessitate internal changes for the particular area-wide agency. This type of change would require a carefully planned interpretation of the advantages, goals, and objectives of a community based delivery system. City wide services such as park departments and school districts, while already decentralized, operate within a circumscribed function. The neighborhood school and the local park may find it difficult to expand their traditional functions. Policy decisions will need to be made at the School Board and Park Department level and these can be made only after each policy making body has a clear understanding of the Coalition. This would be true, also, of the Multnomah County Welfare and Public Health Departments.

A second level of interpretation will be with the division of government that determines guidelines for funding. For instance, the Older Americans' Act funds are controlled and dispersed through the State Program on Aging. The State Program on Aging considers

the county as well as the appropriate planning and coordinating unit. Planning and coordinating can be effective in a heterogeneous county like Multnomah at a neighborhood level and should be incorporated as part of the county plan that in turn would be part of the State Plan as required by terms of the Federal legislation. Friendly House, Inc., conducts a vigorous program with the elderly and would be responsible for this type of negotiation.

The Settlement House must be sensitive to community wide opinions at the neighbor to neighbor level. It must be capable of setting aright vague generalizations and misinformation. It must be able to keep before the citizens an accurate picture of the neighborhood and its problems and provide public and private agencies with an adequate understanding of the residents and problems of the community. This function would be initially performed by Friendly House, Inc., but would become part of the activity of the Coalition, eventually.

5) Friendly House, Inc., should perform a monitoring role. First, in the initial formation of the Coalition, Friendly House, Inc. should insure that adequate mechanisms for advocacy are built into the structure. Secondly, these mechanisms should include procedural methods for redress and remedy of inter-neighborhood and Coalition differences and inequities. The Coalition would be able to bring to the attention of the neighborhood organization (NWDA) the

social and educational effects of political positions taken by the neighborhood organization, and perhaps in extreme cases, give testimony before appropriate bodies opposing the position of the NWDA. Procedures should be clearly defined for communication with all neighborhood groups and agencies regardless of their participation in the Coalition. For instance, in a home delivered meal program, the participating unit may not be making allowances for special dietary requirements of the older person with a cardiac problem. The situation would be called to the attention of the provider unit and, if necessary, to a special knowledgeable task force constituted to assist in seeking ways to remedy this particular situation and to find a permanent solution to the problem of special diets. This might include a series of educational sessions with the personnel of the provider unit and the creation of appropriate educational material for the client.

A third advocacy or monitoring function should recognize the forces from outside the neighborhood that affect the quality of life within the neighborhood. Decisions are often made that directly affect the individuals in the neighborhood without the individual or neighborhood being involved in the decision making process. An individual agency within the Coalition may wish to take a position on a given community issue and should be free to do so if such position does not jeopardize the existence of the Coalition. The neighborhood

advocacy role should be performed by the neighborhood organization and the Coalition should bring to the attention of the NWDA its concerns. The leadership role of the NWDA should be supported by the Coalition where the issues are of concern to the Coalition. This does not preclude direct leadership where the central point of the issue is clearly a social concern.

The various roles as they have been identified singularly do not mean that they function independently. They are interrelated and interdependent. Moreover, the enabling, the participating, the implementing, the interpreting, and the monitoring roles are essential on the part of each member of the Coalition. Friendly House, Inc., as the only community based service agency in Northwest Portland should inaugurate by means of these various roles the Westside Coalition of Centers and Services.

VII. CONCLUSION

1) Friendly House, Inc., as a Settlement House and Community Center, has the opportunity to facilitate education in many forms that cannot be a part of the formal school system in Northwest Portland;

2) Education as a societal question revolves around the individual, his desires, and his needs as he relates to his environment. Learning is a lifetime activity with intrinsic value to the individual at any age; the human problem becomes the occasion for this learning activity.

3) The socio-demographic character of Northwest Portland gives clues to the human needs upon which to build a delivery system that will provide a climate for people who live in an urban setting which will serve to optimize their potential to achieve a meaningful life in that setting. This delivery system must be comprehensive and viable in order to make a significant impact and have a stabalizing effect on a very mobile community.

4) It is proposed that a coordination of all service resources within Northwest Portland, including integration of other services made available to this community from outside the Northwest district, be organized into a single delivery system called The Westside Coalition of Centers and Services. Planning, coordination,

initiation, implementation, and evaluation of programs and services at the neighborhood or district level are vital in terms of the relevance of those programs or services for community identity and the dignity of the individuals in Northwest Portland.

We must dream of tomorrow's thrust,
Built not of cement, brick or dust,
But a dream stretching forth each way
Unshackled from the games we play.
Patterned for love instead of strife,
Sculpt for the most abundant life.

E. W. C. - May 1971

VIII. RECOMMENDATIONS FOR FURTHER STUDY

Based on the findings of this study, the following investigations are recommended:

1) A study should be conducted to investigate common problems of the elderly and the single young adult with an objective of building a community with these age polarities that will alleviate loneliness;

2) Separate and extensive studies should be done in connection with the migrating patterns of middle age, middle-income families with the objective of identifying what factors will cause these families to either remain in or return to the inner-city;

3) The impact of community institutions in contributing to community stability in a highly diverse and mobile neighborhood; should be explored;

4) Extensive investigation should be made of the educational needs of the aging exclusive of pre-retirement and retirement opportunities.

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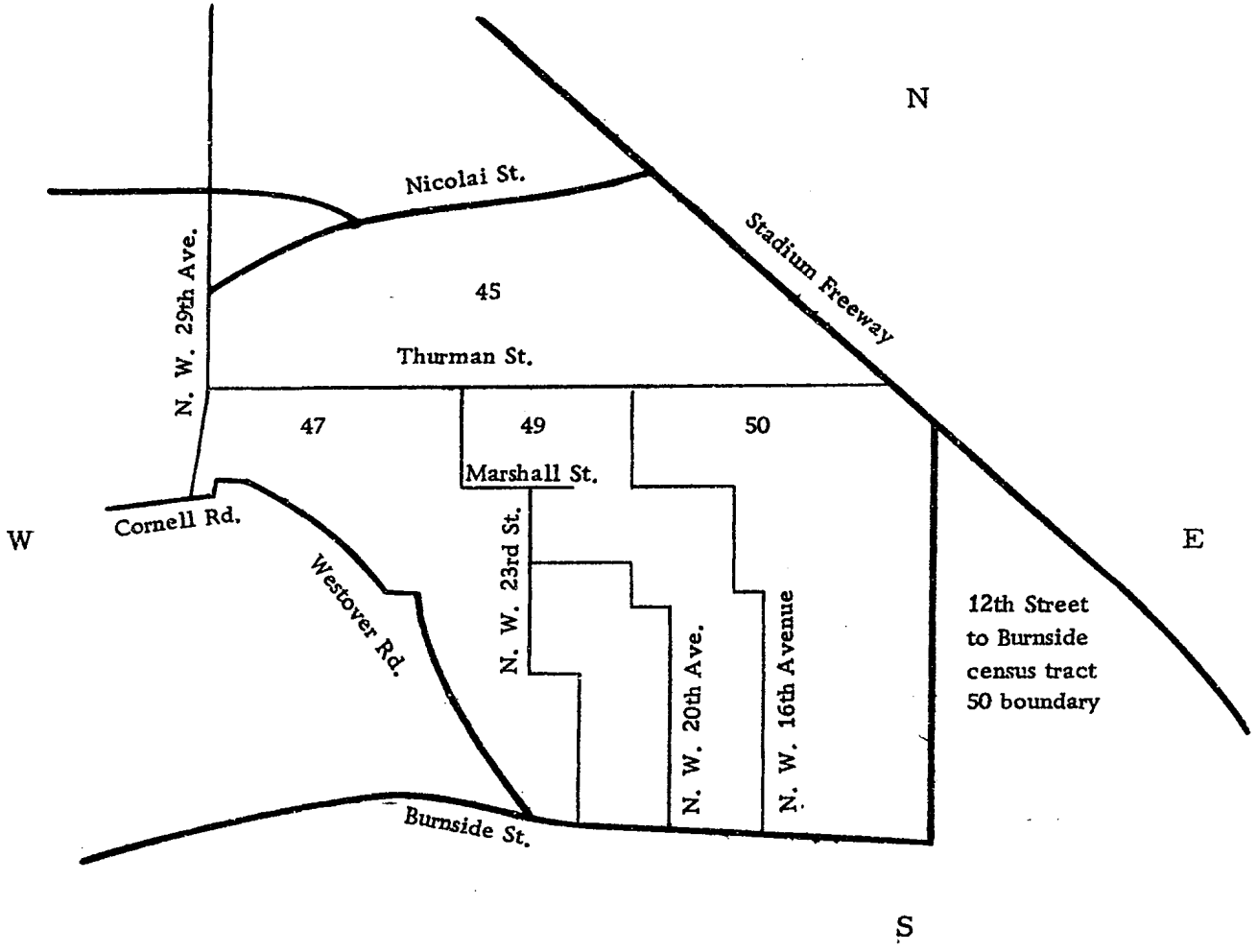
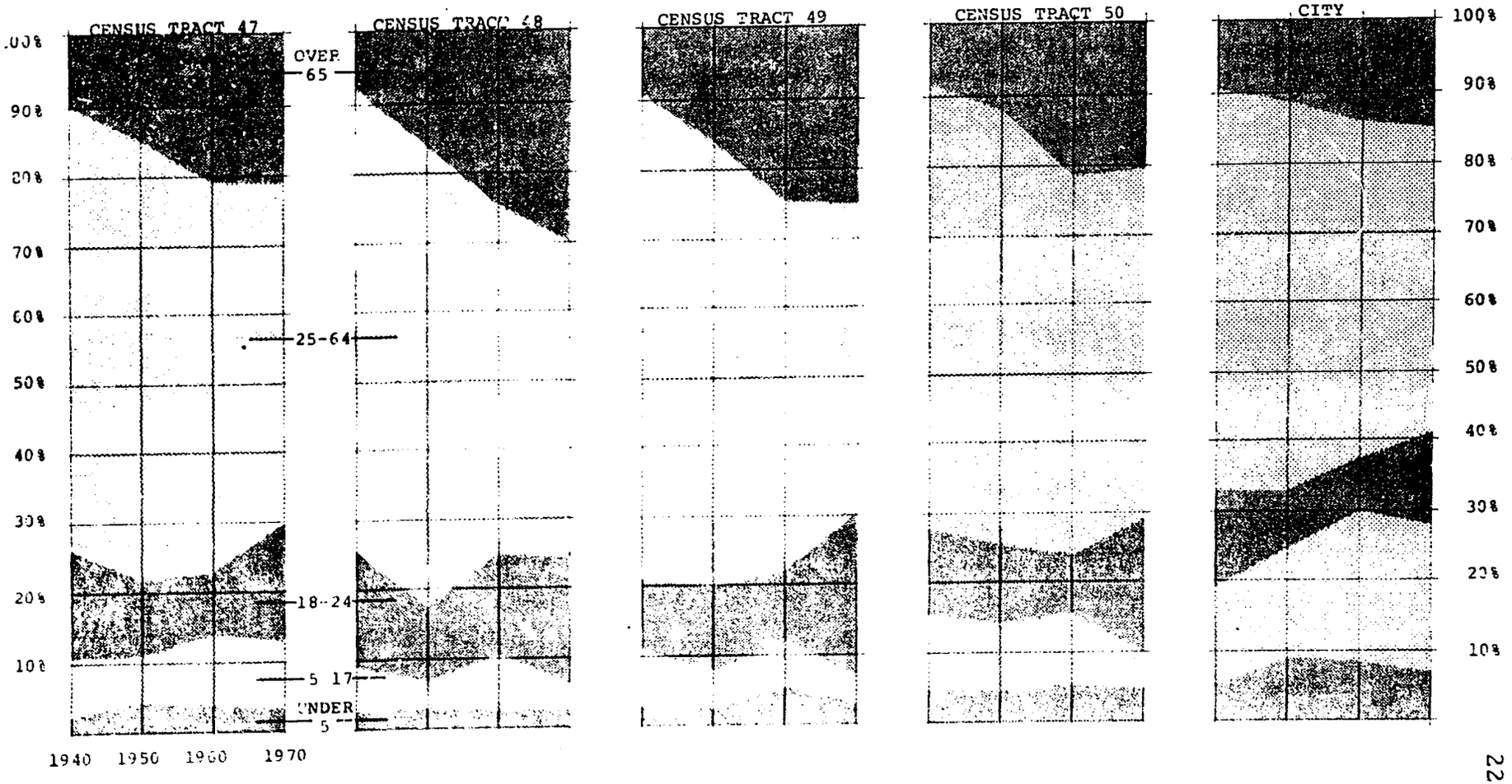
APPENDIX



MAP OF NORTHWEST PORTLAND SHOWING 1960 CENSUS TRACT BOUNDARIES

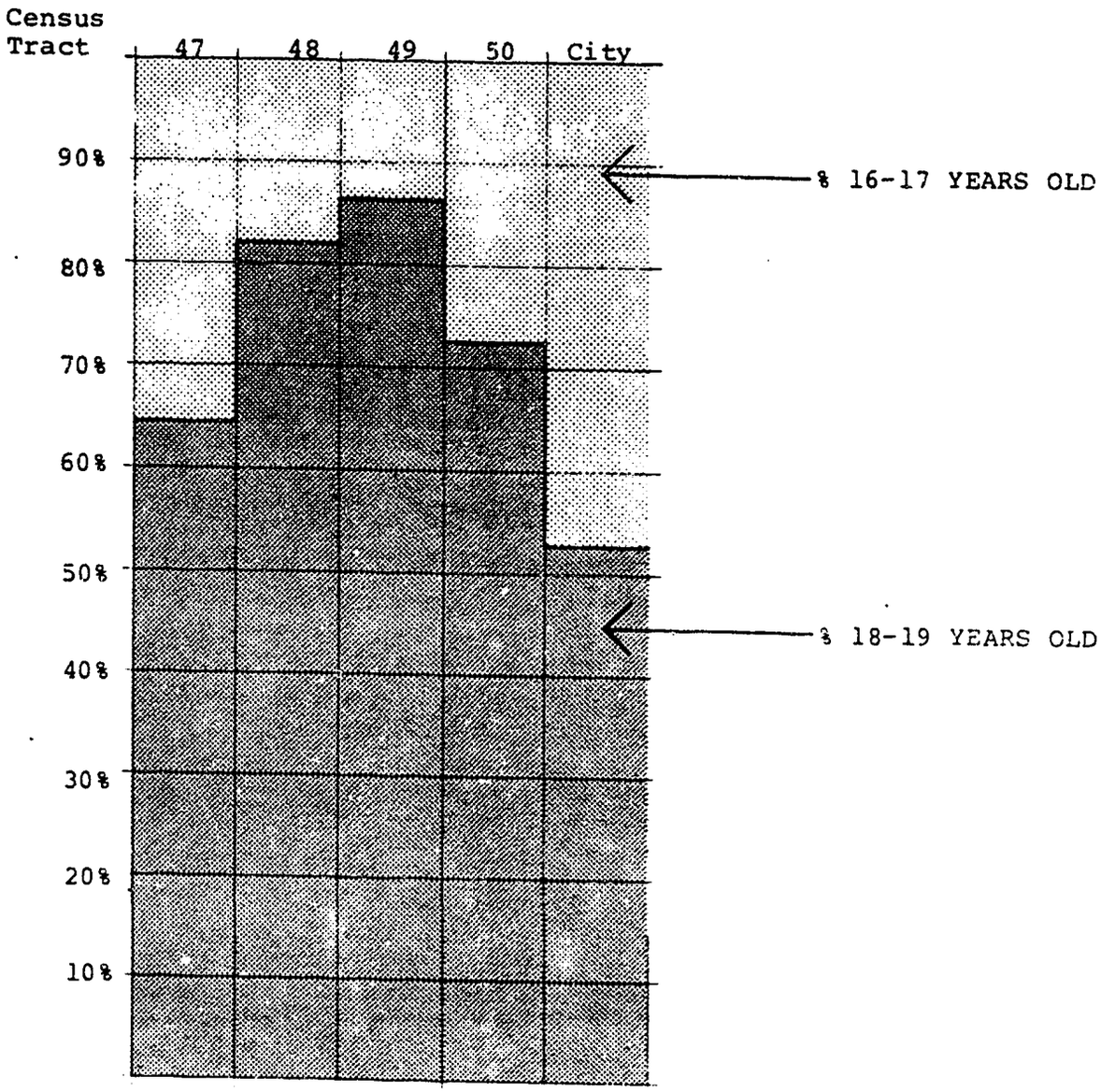
GRAPH I

DISTRIBUTION OF POPULATION BY AGE 1940-1970



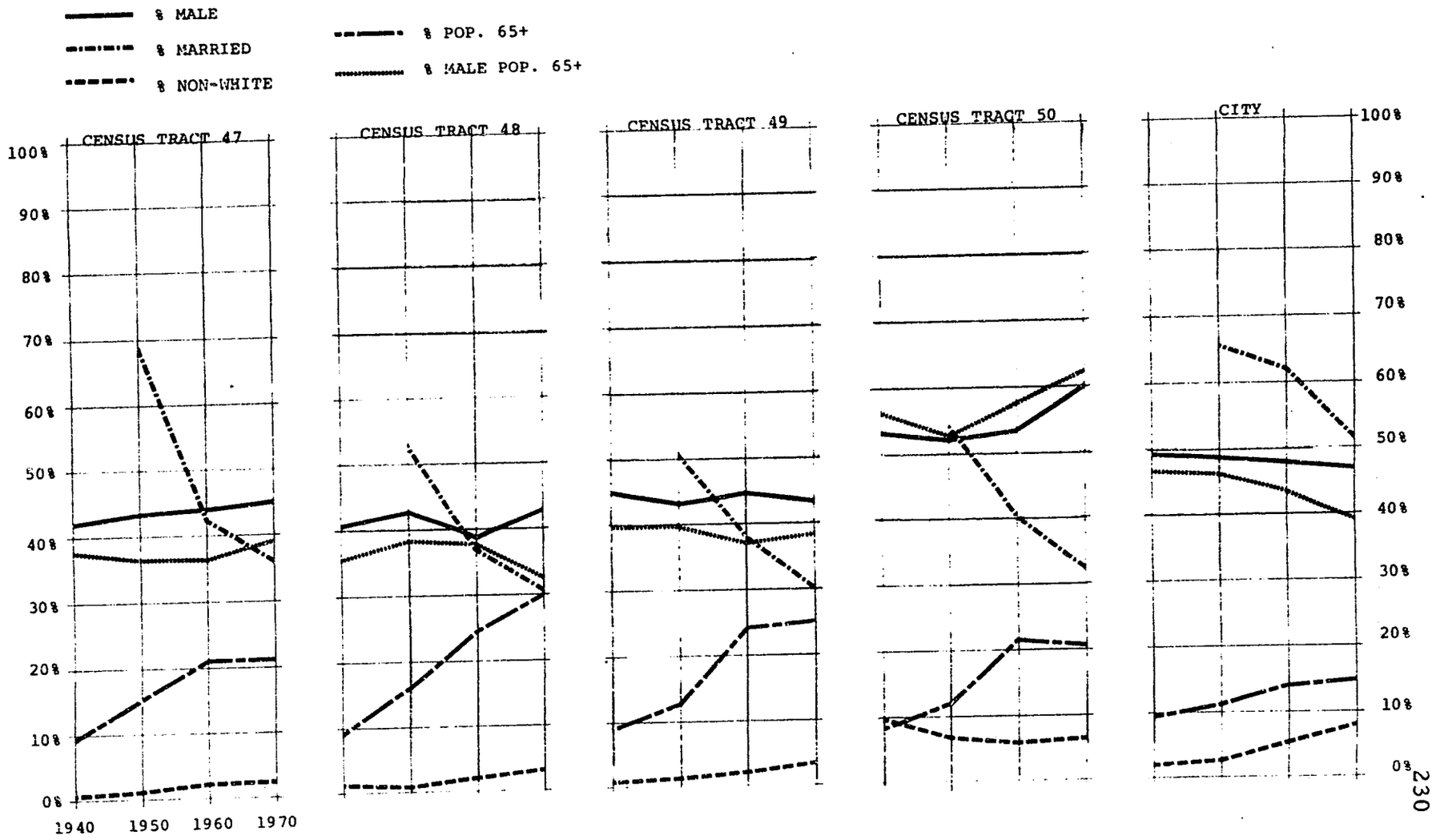
GRAPH II

% 18-19 YEARS OLD OF POPULATION 16-19 YEARS OLD



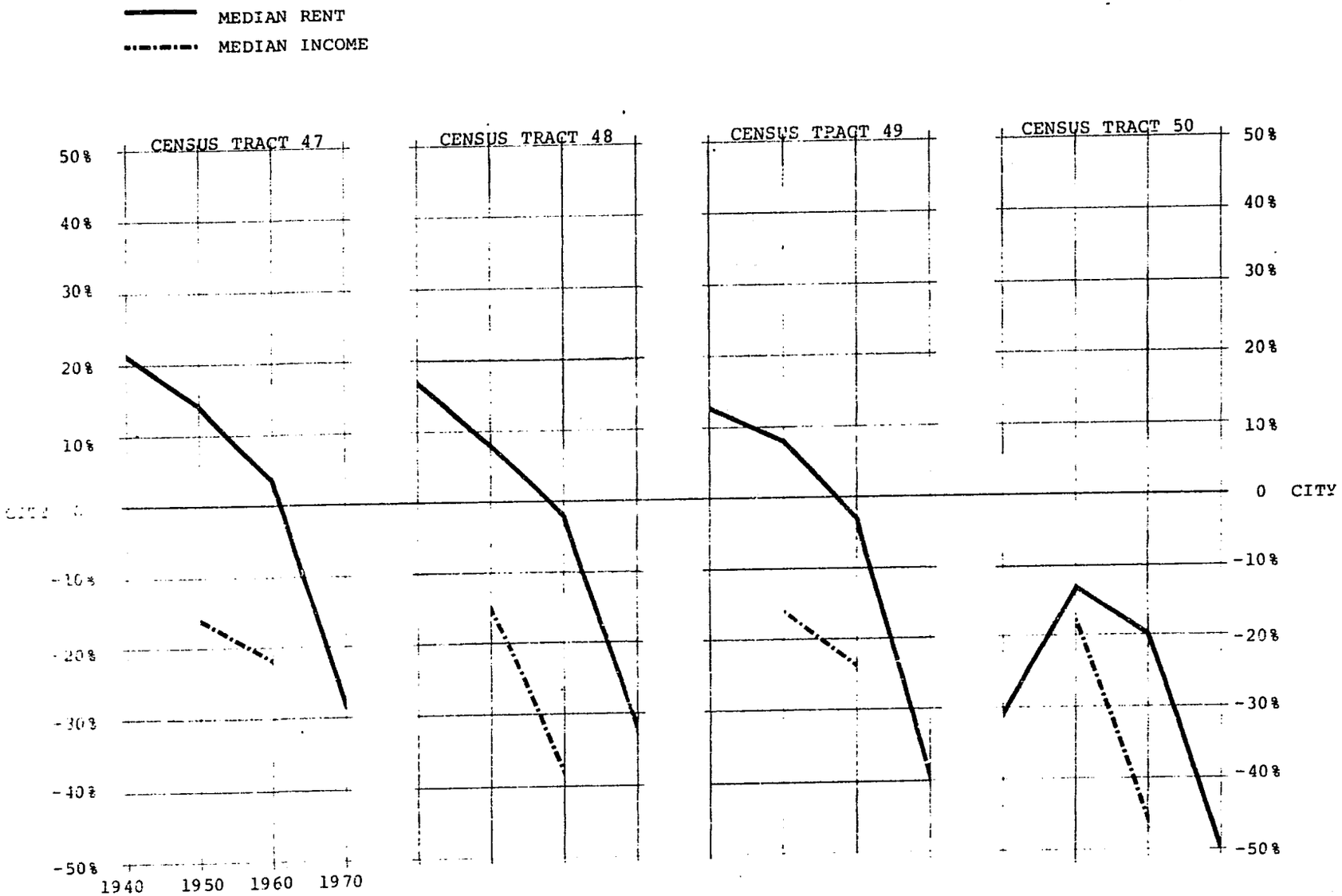
GRAPH III

GENERAL POPULATION CHARACTERISTICS



GRAPH IV

MEDIAN RENT AND INCOME AS % DEVIATION FROM CITY MEDIANS



GRAPH V

GENERAL HOUSING CHARACTERISTICS