AN EVALUATION OF THE WICHITA MODEL CITIES PLANNING PROCESS

by

CHARLES HAWKINS

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Approved by:

John Selfridge

Major Professor

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TABLE OF CONTENTS

PREFACE v

Chapter

I INTRODUCTION 1

Legislative Act: Findings and Declaration of Purpose
Objective and Principal Provisions of the Demonstration Cities Act of 1966
Financial Assistance

II MAJOR FEATURES OF THE MODEL NEIGHBORHOOD AREA 15

The Model Neighborhood Area

III THE PLANNING PROCESS 35

Problem Analysis
Methodology
Assumptions
Citizen Participation in Planning

IV EVALUATION/CONCLUSION 47

The Planning Process
The Five-Year Objectives
Conclusive Notes

APPENDIX 64

FOOTNOTES 76

SELECTED BIBLIOGRAPHY 78

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ILLUSTRATIONS

Figure

1. Population Distribution, By Sex and Age Grouping, for the Model Neighborhood Area, Wichita, Kansas 24

Chart

1. Administrative Structure 37
2. Citizen Participation Structure 40

Maps

1. The Location of the Model Neighborhood Area 16
2. Census Tracts in the Model Neighborhood Area 17
3. Model Neighborhood Area 18
4. Model Neighborhood Area - Council Areas 19

LIST OF TABLES

1. Comparison of Population, 1960-1968, in the Model Neighborhood Area 22
2. Sex Distribution of Population in the Model Neighborhood Area, 1960 23
3. Racial Distribution of Population in the Model Neighborhood Area, 1960 26
4. Juvenile Arrests in the Model Neighborhood Area, 1967 27
5. Population in the Labor Force, 1960, and Unemployment, 1960 in the Model Neighborhood Area 29
6. Delapidated, Deteriorated, and Overcrowded Housing in the Model Neighborhood Area, 1960 30
7. Families With Less Than $3,000 Income, 1960 31
8. Estimated Family Income For 1966 For the Model Neighborhood Area 33
9. Social Services Rendered in the Model Neighborhood Area 34

PREFACE

The purpose of this paper is to evaluate the planning process of the Wichita Model Cities Program, in terms of the formulation of goals and objectives and the alleviation of conditions within the Model Neighborhood Area. To do this, the National Act and the Nation's conditions at the time this program was launched, will be examined in order to better understand the goals and guidelines which characterized the program of the Wichita Model Cities Agency.

Due to the termination of the Model Cities Program and the consequent destruction of many reports and documents, severe limitations was placed on various levels of research. For example, because of the unavailability of selected data, some comparative analyses, could not be done by this researcher. This limitation has been indicated where it occurs in this report.

CHAPTER I

INTRODUCTION

During the mid-1960's, problems associated with poverty and race in the Nation's cities had reached crisis proportions. In an effort to help the cities solve their problems, Congress adopted numerous new programs. Even so, and despite impressive achievement, it was difficult to see much progress. Problems were still multiplying and increasing in intensity. It was apparent that a new approach was needed.

In response, Congress passed legislation in November, 1966, launching a demonstration effort known as the "Model Cities Program." Innovative in thrust, and comprehensive in scope, the Model Cities Program was designed to encourage participating cities to develop a concerted attact on social and economic problems, as well as physical decay. Accordingly, it required the coordinated efforts of all relevant agenices. It also emphasized the need for meaningful citizen participation. The Department of Housing and Urban Development was named as the administering agency.

Legislative Act: Findings and Declaration of Purpose

Congress declared that improving the quality of urban life is the most critical domestic problem facing the United States. The persistence of widespread urban slums and blight, the concentration of persons of low income in older urban areas, and the unmet needs

for additional housing and community facilities and services arising from rapid expansion of our urban population have resulted in a marked deterioration in the quality of the environment and the lives of large numbers of our people while the Nation as a whole prospers.

Congress further found and declared that cities, of all sizes, do not have adequate resources to deal effectively with the critical problems facing them, and that Federal assistance in addition to that which was authorized by the Urban Renewal Program and other existing Federal grant-in-aid programs is essential to enable cities to plan, develop and conduct programs to improve their physical environment, increase their supply of adequate housing for low and moderate income people, and provide educational and social services vital to health and welfare.

The purpose of this title was to provide additional financial and technical assistance to enable cities of all sizes (with equal regard to the problems of small, as well as large cities) to plan, develop and carry out locally prepared and scheduled comprehensive City Demonstration Programs containing new and imaginative proposals to rebuild or revitalize large slum and blighted areas; to expand housing, job and income opportunities; to reduce dependence on welfare payments; to improve educational facilities and programs; to combat disease and ill health; to reduce the incidence of crime and delinquency; to enhance recreational and cultural opportunities; to establish better access between homes and jobs; and generally, to improve living conditions for the people who live in such areas and to accomplish these objectives through the most effective and economical concentration and coordination of Federal, State and local

public and private efforts to improve the quality of urban live.[1]

Objectives and Principal Provisions of the Demonstration Cities Act of 1966

The Demonstration Cities Bill was the most important proposal in President Johnson's program for rebuilding America's Cities.

In his message to the Congress recommending the Demonstration Cities Bill, the President said:

> "From the experiences of three decades, it is clear to me that American cities require a program that will concentrate our available resources in planning tools, in housing construction, in job training, in health facilities, in recreation, in welfare programs, in education---to improve the conditions of life in urban areas.
>
> Join together all available talent and skills in a coordinated effort. Mobilize local leadership and private initiative, so that local citizens will determine the shape of their new city."[2]

This bill was to help cities plan, develop and carry out comprehensive City Demonstration Programs that were locally prepared for rebuilding or restoring entire sections and neighborhoods of slums and blighted areas. Its main objective was to help cities provide the public facilities and services, including city-wide aids, needed to enable the poor and disadvantaged people who live in these areas to become useful, productive citizens.

It was to improve and substantially increase the supply of adequate low and moderate cost housing in the cities. The Demonstration Cities Bill was also designed to make it possible for cities to concentrate their educational, health and sociel services on the problems of the large numbers of poor and disadvantaged people who live in slum and blighted sections and neighborhoods. Finally, it purported to make it possible to treat the human needs of people in the slums at the same time physical rehabilitation is being carried out.

To qualify for assistance under this bill, a city had to plan and carry out a comprehensive City Demonstration Program that was planned, developed and carried out by local people. The character and content of the program was based on local judgements as to the cities' needs.

Federal funds were provided to cover up to 90 percent of the cost of planning and developing the comprehensive City Demonstration Program. Special Federal grants, supplementing assistance was available under existing grant-in-aid programs, to help carry out all of the activities included as part of the demonstration program.

The amount of these special, supplemental grants, was equal to 80 percent of the local or State share of the cost of all projects or activities which a part of the demonstration program and financed under existing grant-in-aid programs.

It was not easy for cities to qualify for this assistance, because the bill was designed to help cities that were willing to face up to their responsibilities--willing and able to bring together the public and private bodies whose joint action was necessary to solve their problems--willing to commit fully their energies and resources--willing to undertake actions which will have widespread and profound effects on the physical and social structures of the City.

To qualify for assistance under this bill, a city's demonstration program had to meet the following general criteria:

1. It had to be large enough to remove or arrest blight and decay in whole sections or neighborhoods, to provide a substantial increase in the supply of adequate housing for low and moderate income people, to make a significant contribution to the provision of

additional social services for the poor and disadvantaged living slum and blighted areas, and to make a substantial impact on the sound development of the entire city.

2. The rebuilding or restoration of slums and blighted sections and neighborhoods had to contribute to a well-balanced city with adequate public facilities.

3. The program must provide for widespread citizen participation and maximun opportunies for using residents of the area being rebuilt in the work of rebuilding.

4. Adequate local resources must be available for carrying out the program.

5. The local governing body must approve the program and local agencies whose cooperation is necessary to carry out the program must be willing to furnish that cooperation.

6. There must be a plan for relocating and adequately compensating individuals, families and business concerns displaced by the program.

7. All citizens had to have maximun opportunity in the choice of housing provided by the program.

8. The City Demonstration Program had to be more that a statement of goals. It had to be a definite plan of action with projects and activities to be undertaken had to be scheduled and ready for initiation within a reasonably short period of time.

In addition, it was expected that a city which undertook a demonstration program take advantage of modern cost reducing technologies, express a concern for good design and bring attention to man's need for open spaces and attractive landscaping.

Two types of Federal assistance were available to help finance the projects or activities which were undertaken as part of an approved comprehensive City Demonstration Program. First, the complete array of all existing Federal grant and urban aid programs in the fields of housing, renewal, transportation, education, welfare economic opportunity and related programs was available for the Demonstration Program. Second, special grants were also available, supplementing the assistance under existing grant-in-aid programs. These supplemental grants provided under the demonstration cities were to:

1. Assist cities to provide their required share of the cost of projects or activities which are part of the Demonstration Program and are funded under existing Federal grant-in-aid programs, and

2. Provide funds to carry out other, non-federally assisted projects or activities undertaken as part of the Demonstration Program.

The amount of this supplemental grant was 80 percent of the total non-federal contribution made to all projects or activities assisted by existing Federal grant programs which are carried out as part of a comprehensive City Demonstration Program. The supplemental grant funds were not earmarked for any one part of the demonstration program, but were available to the city to be used at its discretion for any project or activity which was included as part of an approved City Demonstration Program.

The demonstration cities' legislation called for a newly concentrated and coordinated approach by the cities to their problems. It utilized the full range of existing grant-in aid programs for both physical and social development. There was a newer and sharper focus

of the activities assisted by those programs and far greater coordination in their use.

In addition, the supplemental Federal grant funds was to enable cities to participate more effectively in existing grant-in-aid programs and allow cities to experiment with needed activities which were not funded by existing programs.

The ultimate success of the Model Cities Program rested upon the ability of local people to assess their own most pressing problems and devise their own solutions to those problems. The cities, themselves, by their actions, determined which of them participated in the demonstration program. Those cities that concentrated their resources, identified their problem areas and developed sound imaginative solutions were the first to become a part of the Model Cities Program.

Because the assistance provided by the bill was given to cities of all sizes and in all parts of the country, the program was able to demonstrate the wide range of methods available to deal with the diversity of problems that face cities of all sizes throughout the country.

Financial Assistance

Title 1 of the Demonstration Cities and Metropolitan Development Act of 1966 authorized the provision of grants and technical assistance to cities, of all sizes, to assist them in planning and carrying out local Model Cities Programs. These were programs to improve the social economic and physical living conditions of people living in selected slum or blighted areas, through local scheduling, coordination and concentration of Federal, State and local public and private efforts.

Cities participating in the program were expected to make use of other appropriate Federal programs, including those providing assistance for housing, urban renewal, transportation, health, education and job-training. These are administered by the Department of Housing and Urban Development and other Federal departments and agencies pursuant to various laws other than the Demonstration Cities and Metropolitan Development Act. The supplemental grants and other aids described below are thus additional to the coordinated local use of on-going Federal programs.

The Model Cities Law authorized the following types of financial assistance:

Planning Grants

Grants for planning and developing a Model Cities Program are authorized in amounts not to exceed 80 percent of planning costs.

Supplemental Grants

Once the Secretary of Housing and Urban Development, after consultation with other interested Federal departments and agencies, approved a comprehensive Model Cities Program, so-called supplemental grants were authorized to enable the city to carry out projects and activities included within that program. The statue fixes a formula governing the maximum amount payable to any city--80 percent of the aggregate of the required non-federal contributions in connection with all Federal grant-in-aid programs which are carried out as part of the Model Cities Program and are closely related to the physical and social problems of the Model Neighborhood. The Supplemental Grant funds may be used as the local matching funds for further Federal aids, but principally they were expected to be used for additional

and innovative projects and activities which are not assisted under other Federal programs.

Relocation Grants

The Secretary of Housing and Urban Development are authorized to make grants for the full costs of relocation payments to families, individuals, business concerns and non-profit organizations displaced in connection with a Model Cities Program[3].

Administration Grants

The Secretary was also authorized to give cities financial assistance for the administration of their Model Cities Programs. These grants may not exceed 80 percent of the costs of administration, excluding administrative costs of projects under other on-going programs.

Urban Renewal Add-On

Additional grant authorization is provided for Urban Renewal Projects and activities which were scheduled to be carried out in an approved Model Cities Program.

The first seven Model Cities Action Programs were approved in May and June, 2969 for the cities of Seattle, Washington; Atlanta, Georgia; Waco, Texas; Detroit, Michigan; Huntsville, Alabama; Charlotte, North Carolina; and Smithville-De Kalb County, Tennessee. These approvals represented a total of about $42 million in Model Cities Funds. This was the first program money to be spent.

By the end of fiscal year 1969, $200 million was obligated to about 40 cities for their first-year action programs. An additional $190 Million was obligated to another thirty-five cities before

October 1,1969. And the second round of seventy-five cities had completed their planning phase during the fall and winter of 1969.

As a result of a study of the program made by a subcommittee of the Council on Urban Affairs, the following changes in the administration of the Model Cities Program were made in May and June, 1969:

1. The Council on Urban Affairs was responsible for interdepartmental policy affecting Model Cities

2. Secretaries of the departments involved reserved program funds specifically for Model Cities proposals

3. Coordination of Federal regional officies facilitated interdepartmental coordination of Model Cities activities

4. Efforts were made to involve State governments more in the program

5. Directions were issued that local government officials must exercise final control and responsibility for the content and administration of the local programs

6. The 10 percent population restriction of the size of the target neighborhoods was dropped

7. Local governments were asked to establish clear priorities in developing their Model Cities proposal, and to strive for comprehensiveness only in the programs' five-year planning cycle, rather than trying to solve all their problems immediately

8. Priority consideration was given to those cities that sucessfully enlisted the participation of private and voluntary organizations in their model cities plan.

In essence, eligible cities were to receive one-year planning grants with which to prepare Comprehensive Plans to "improve the

quality of life" in their Model Neighborhoods. Both implementation and on-going planning would occur over a five-year demonstration period. During that time, funding would be available through appropriate Federal categorical aid programs and supplemental Model Cities grants. The latter were to be used for "new and innovative activities, the redirection of existing resources to better use, and the mobilization of additional resources."

Nearly 200 cities submitted applications for the first round of planning grants. This initial response indicated a high degree of determination on the part of cities to attack their tough social, economic, and environmental problems. In late 1967 and early 1968, HUD selected seventy-five cities for the first round of planning grants.

The planning year was not an easy one for the Model Cities. The entire planning process had to involve all relevant City and State departments, the local Community Action Agency (CAA), and the private sector. It had to be administered by a public body termed the City Demonstration Agency (CDA), which was responsible directly to the Mayor or City Manager. The CDA could not be a special purpose agency with an independent governing board lacking representation of major relevant agencies. At the same time, without defining how, HUD required that residents of the Model Neighborhood play a meaningful role throughout the planning period.

The programs basic and broadly stated objectives--coordination and concentration of Federal, State and local resources; development of innovative programs; involvement of local residents in the planning and development process--were difficult for the cities to define

in terms that were locally relevant and achievable. HUD's guidelines, contained in a series of technical bulletins and CDA letters, asked cities to undertake a very rational, orderly planning process and to produce a series of documents with prescribed formats, all within a limited period of time.

The planning process was to involve three major, sequential stages. The first stage was to be the cornerstone. From it would logically evolve the specific elements of the plan. This stage of the planning process was to begin with a careful analysis of the Model Neighbornood's major problems, their causes and the interrelationship of the causes. This basic analysis would then lead to, in order of succession: (1) the definition of major long-range goals, (2) the determination of programs approaches to achieve these goals, and (3) the determination of relative priorities to be expressed in a statement of strategy.

Cities were required to submit the results of the first stage in draft form for HUD's review by the end of the eighth planning month. This section of the Comprehensive Plan was called Part I. In the second stage of planning, cities were asked to quantify five-year objectives for the Model Neighborhood Area and provide a cost analysis of their achievement (Part II). This would provide a framework for development of precise first-year action plans and programs (Part III). Parts II and III amounted to a cost analysis, in which objectives were to be translated into specific program proposals. These proposals were to be related to all available Federal, State, and local resources. All three parts were to be submitted in final form by the end of the planning year.

HUD's requirements presented the Model Cities with a tall order. But it could hardly have been otherwise. As envisioned by the Administration and Congress, the very purpose of the Model Cities Program was to demonstrate the value of a coordinated, comprehensive approach. And the severity of the Cities' problems necessitated rigid time constraints. At times, HUD's tall order seemed unachievable. In most cities, rational, sequential planning seemed to conflict with citizen participation; involvement of public and private agencies, with the quest for innovation; comprehensive planning, with the effort to reflect ordered priorities; the definition of five-year objectives, with the felt need for immediate visible results; the required primacy of City Hall, with demands for control by residents of the Model Neighborhood.

This report presents a brief description and capsule evaluation of the planning experience in Wichita, Kansas. Though it shares the common urban litany of social, economic, and environmental problems as other large cities, it has its own characteristic and own story to tell. Wichita was selected for this study because the experiences seemed, from an initial review, to clearly illustrate many of the significant factors influencing the content, direction, product, and impact of the Model Cities planning process in several first-round cities.

Inclusive, other than information already presented are major features of the MNA, the CDA planning process, and the CDA five-year objectives. To culminate this report, this researcher will evaluate the effectiveness of the CDA five-year objectives in terms of their

amelioration of the conditions of poverty, low-income, inadequate social services, unemployment, housing, and lack of educational programs and activities.

CHAPTER II

MAJOR FEATURES OF THE MODEL NEIGHBORHOOD AREA

This chapter contains items of information about the people who lived in the Model Neighborhood Area. The items will be grouped under seven headings, including:

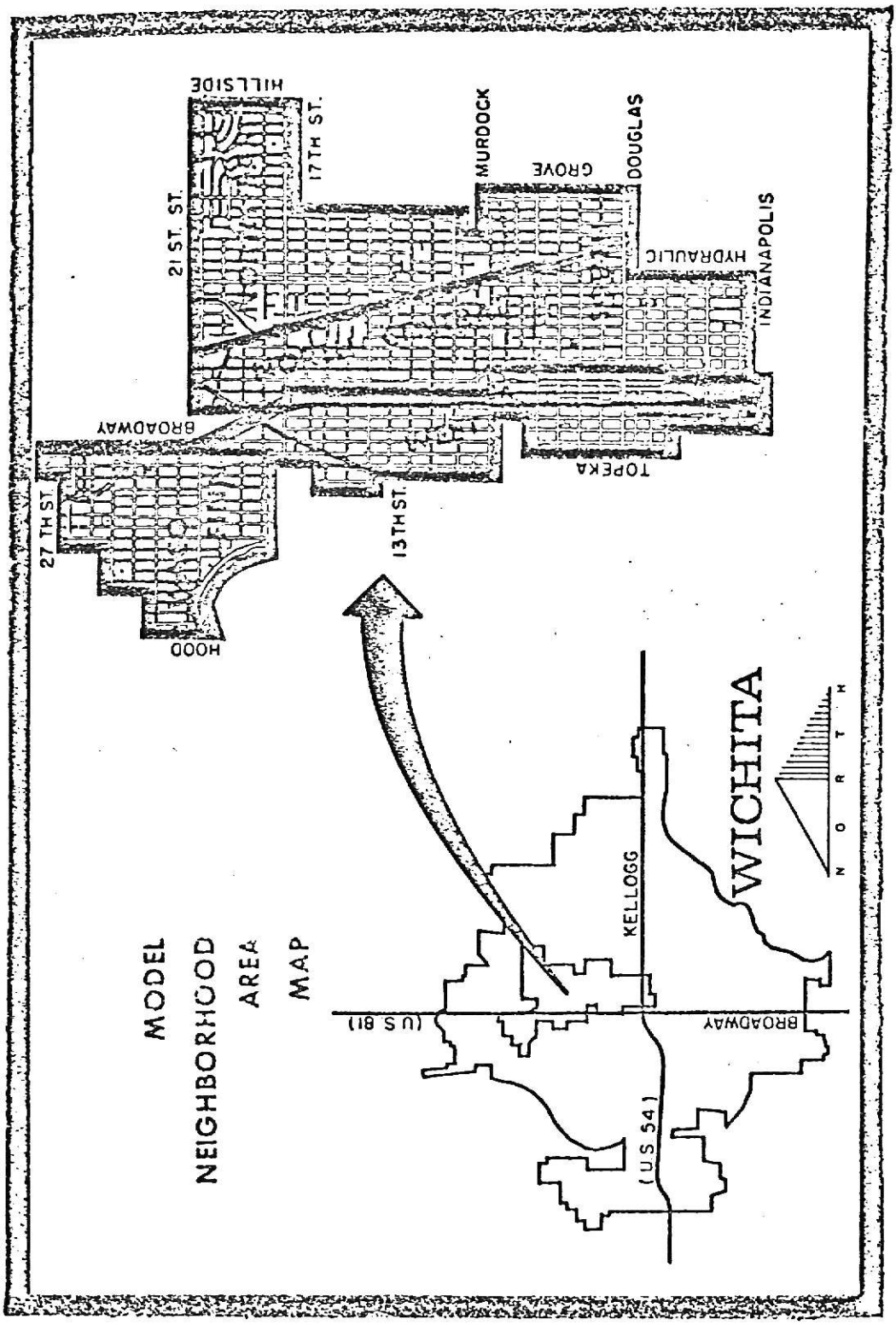
1. Population Characteristics
2. Crime and Delinquency
3. Education
4. Employment
5. Housing
6. Income
7. Social Service

The procedure used in data gathering has been the process of obtaining information from known available sources in the City of Wichita. Where appropriate, comparisons of the most recent data available was compared with data from the 1960 Census Report or the Profile of Wichita. Also where appropriate, the data will be reported by Census Tract. If a census tract report of data is not available, other areas will be used, such as data obtained from school districts, postal zones, or the MNA under study.

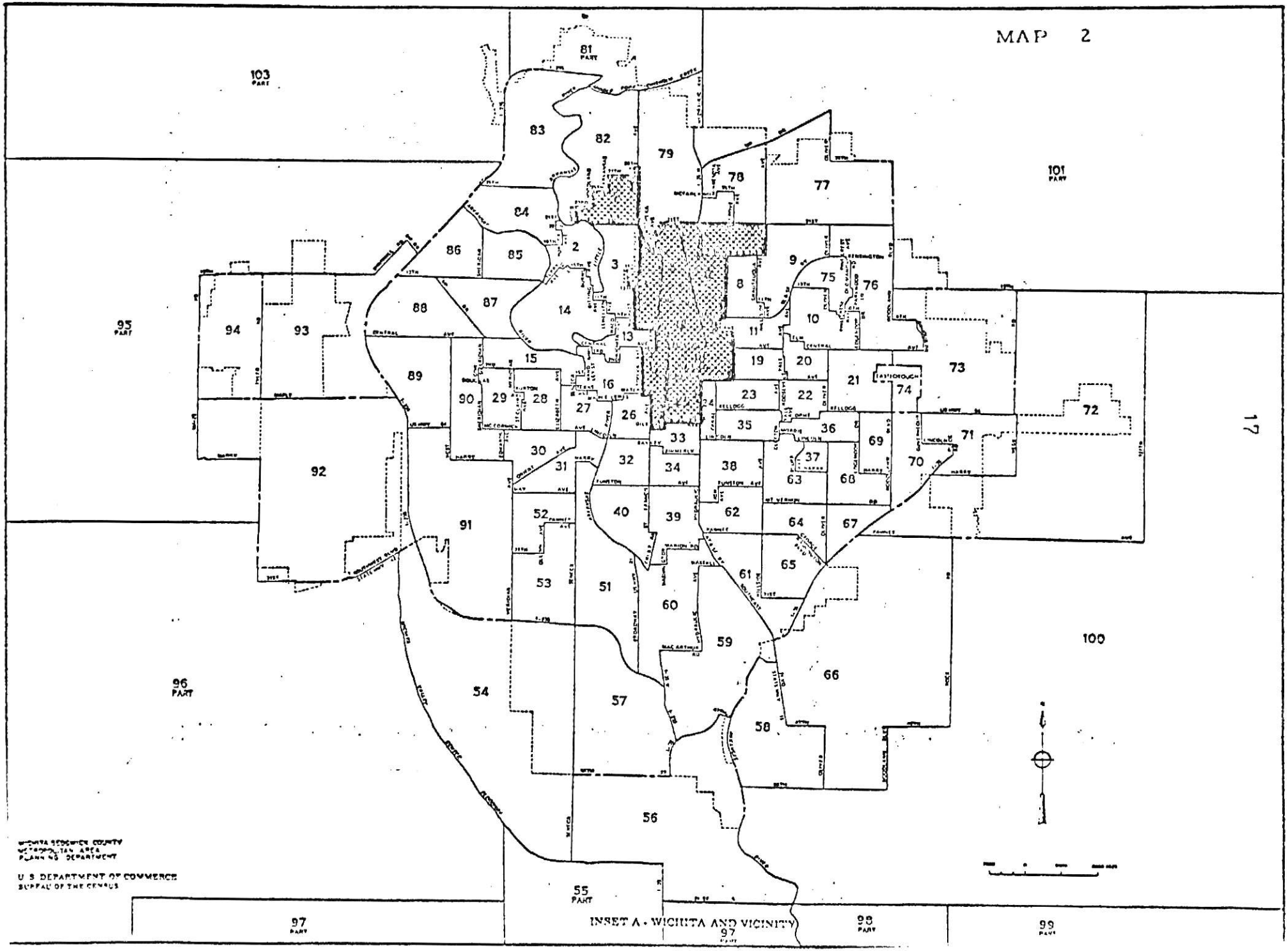
The Model Neighborhood Area

The four maps on the pages immediately following geographically define the Model Neighborhood Area (MNA). Map 1 shows the MNA

Map 1


MODEL
NEIGHBORHOOD
AREA
MAP
WICHITA
KELLOGG
BROADWAY
(U.S. 81)
(U.S. 54)
NORTH
HOOD
27TH ST.
BROADWAY
13TH ST.
TOPEKA
INDIANAPOLIS
HYDRAULIC
DOUGLAS
GROVE
MURDOCK
17TH ST.
21 ST. ST.
HILLSIDE

CENSUS TRACTS IN THE MODEL NEIGHBORHOOD AREA

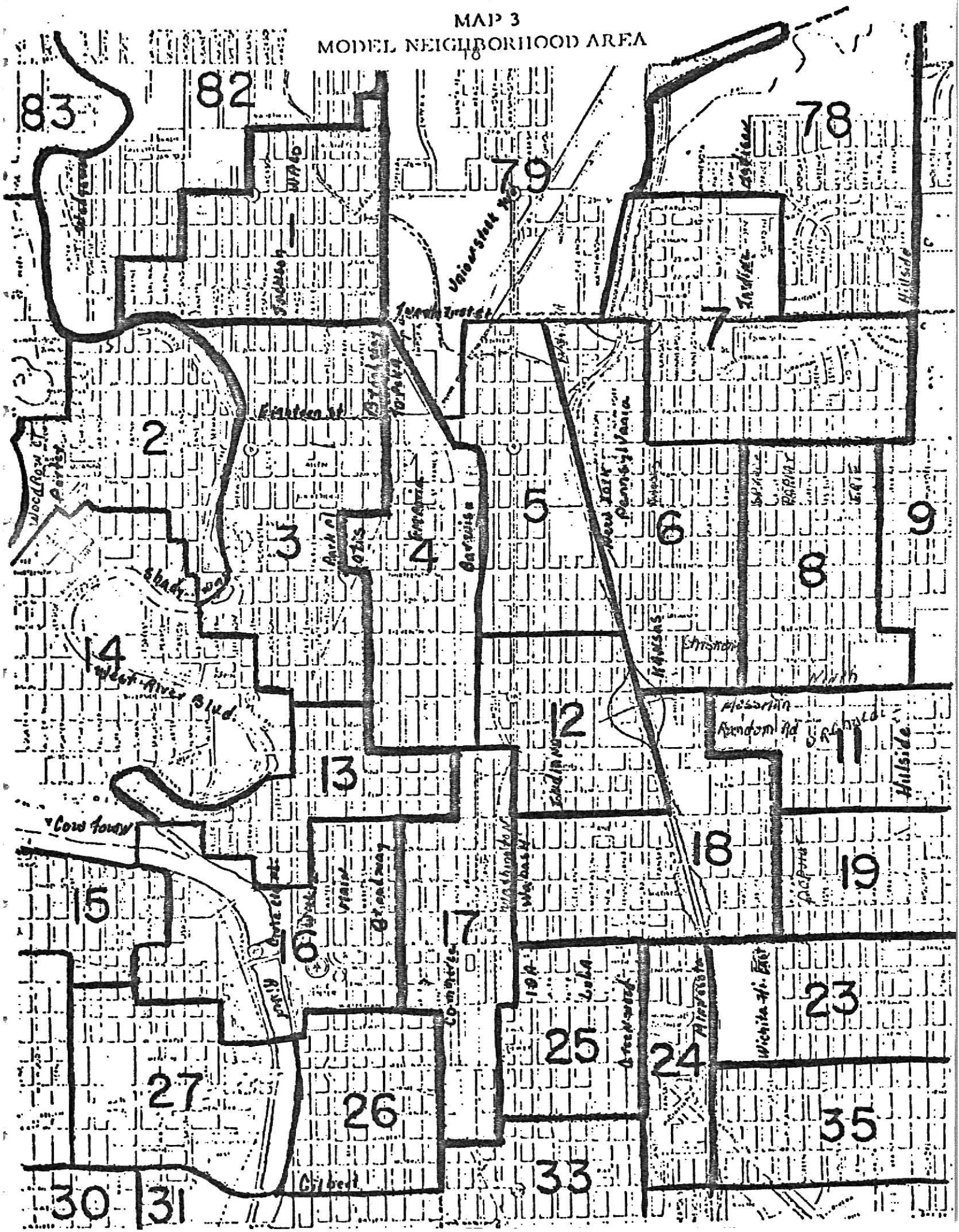


WICHITA ECONOMIC COUNTY METROPOLITAN AREA PLANNING DEPARTMENT

U.S. DEPARTMENT OF COMMERCE BUREAU OF THE CENSUS

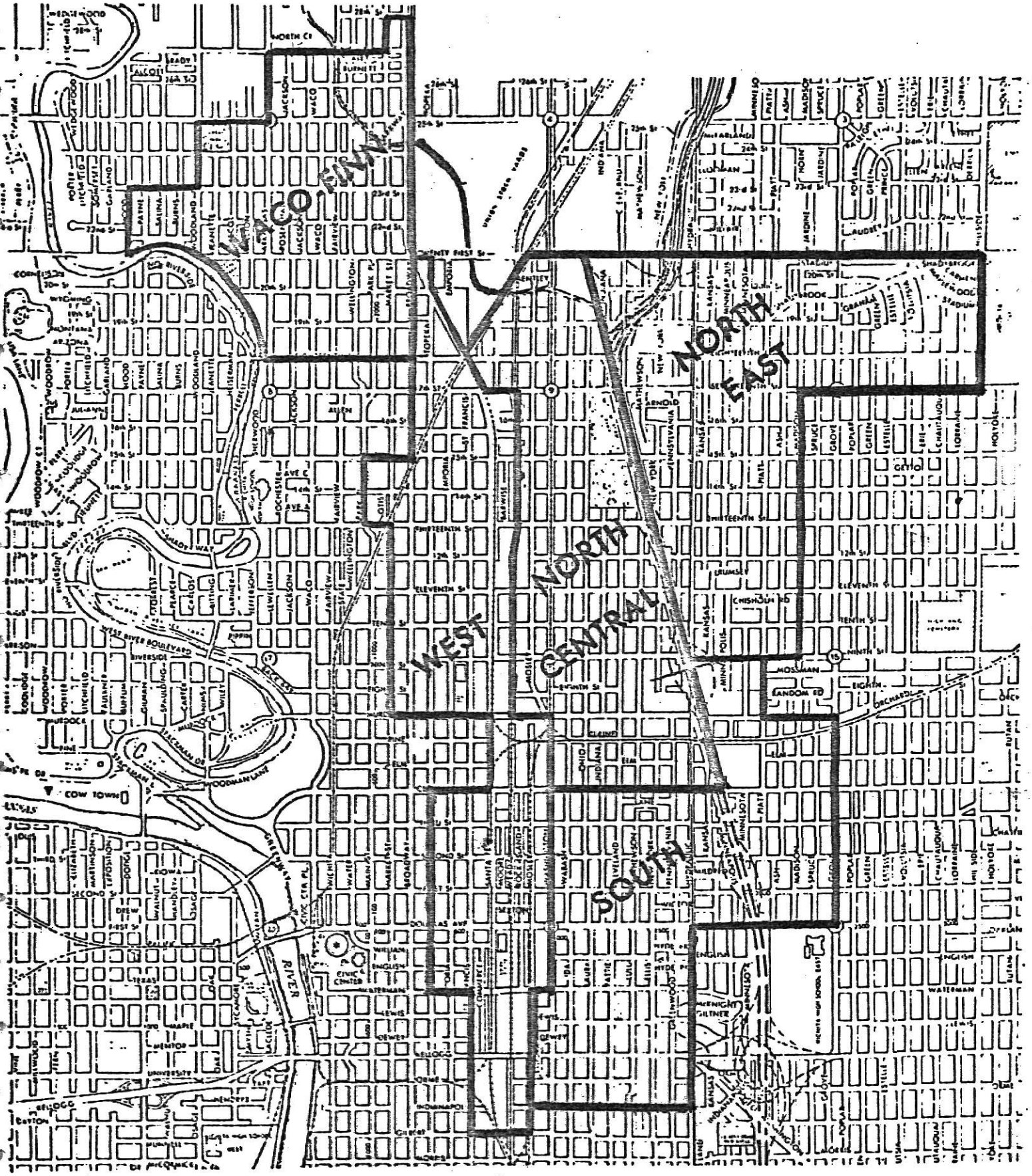
MAP 3

MODEL NEIGHBORHOOD AREA



MAP OF MNA NEIGHBORHOODS

MODEL NEIGHBORHOOD AREA
COUNCIL AREAS



as it relates to the entire City of Wichita. Map 2 depicts the general boundaries of the area. Map 3 shows the census tract divisions of the area. The entire units of eight census tracts are included: 1, 4, 5, 6, 12, 17, 18, and 25. In addition, portions of tracts 3 and 7 are also inside the MNA boundary.

Map 4 portrays the five sub-units within which Residents Neighborhood Councils were formed. They appear in the following order: Waco-Finn, census tracts 1 and 3; West, tracts 4 and 17; North Central, tracts 5 and 12; Northeast, tracts 6 and 7; and South tracts 18 and 25.

The area outlined on these maps was deliberately chosen by a task force of 120 persons representing many areas of community life and concern. The choice was made following guidelines laid out by the Department of Housing and Urban Development of the Federal Government. These guidelines state, in part:

> It should be a sizeable, compact, and cohesive area, large enough to create a viable neighborhood or neighborhoods... The boundaries should be logically related to the particular problems the local program is designed to solve and to the area generally regarded by the residents as constituting a neighborhood or neighborhoods.
>
> The selected area must be large enough to permit programs to deal effectively with problems of education, health, employment, and social services, as well as to provide for physical rehabilitation of housing and neighborhood facilities, and to influence the development of the City as a whole. On the other hand, the area must be small enough so that those efforts can produce demonstrable and measurable results within a few years. The Model Neighborhood should not be so large as to exceed the City's capacity to carry out the full program...[4]

Additional criteria was that the area should all be included within one continuous boundary, and contain not more than 10 percent of the population of the City.

Population Characteristics

While the population for the City of Wichita gained more than 27,000 persons between 1960 and 1968, the MNA lost 4,673 persons. This loss meant a drop from 13.1 percent of the total City population to 10.1 percent residing in the area in May, 1968. Table 1 provides all the relevant data for more detailed review. The 3 percent loss for the MNA is more vital in light of the 10.9 percent increase in the total City population.

It will be noted that the loss in the MNA is a general one. The only census tract showing a gain is 3, and this may be due to an error in the original estimate of the population in the portion of tract 3 included in the MNA. There were some shifts in the proportionate distribution of population in the tracts between 1960 and 1968, but these are rather small (as indicated in the columns headed "% of MNA).

TABLE 1. COMPARISON OF POPULATION, 1960-1968, IN THE MODEL NEIGHBORHOOD AREA

Census Tract[1]	Population-1960[2] No.	% of MNA	% of CITY	Population-1968[3] No.	% of MNA	% of CITY	Change 1960-1968 No.	% of MNA	% of CITY
1	4,329	13.0	1.7	4,021	14.0	1.4	-308	+1.0	-.3
3[4]	500	1.5	.2	1,425	5.0	.5	+925	+3.5	+.3
4	5,318	16.0	2.1	3,912	13.7	1.3	-1,406	-2.3	-.8
17	1,249	3.7	.5	1,057	3.7	.4	-192	-.1	-.1
5	1,791	5.4	.7	1,318	4.6	.5	-473	-.8	-.2
12	2,815	8.4	1.1	2,128	7.4	.8	-687	-1.0	-.3
6	4,703	14.1	1.8	3,828	13.3	1.3	-875	-.7	-.5
7[4]	5,000	15.0	2.0	4,727	16.5	1.7	-273	+1.5	-.3
18	5,299	15.9	2.1	4,608	16.1	1.6	-691	+.2	-.5
25	2,327	7.0	.9	1,634	5.7	.6	-693	-1.3	-.3
TOTAL	33,331	100.0	13.1	28,658	100.0	10.1	-4,673	0.0	-3.0
City of Wichita	254,698		100.0	282,381		100.0	+27,683		+10.9

[1]The tracts are arranged in this listing so that five neighborhood units may be easily grouped together for comparative purposes

[2]Source: U.S. Census of Population, 1960

[3]Sedgwick County Assessor, May, 1968

[4]Population figures for these tracts for 1960 are estimates based on the proportion of the tract included in the MNA. For 1968, they are an actual count of population in the MNA portion of the tracts

Sex distribution of the population within the MNA is shown in Table 2. As indicated, the total area has a very slight edge in the proportion of females, but half the tracts have a greater proportion of males. By far, the most marked deviation is in tract 17.

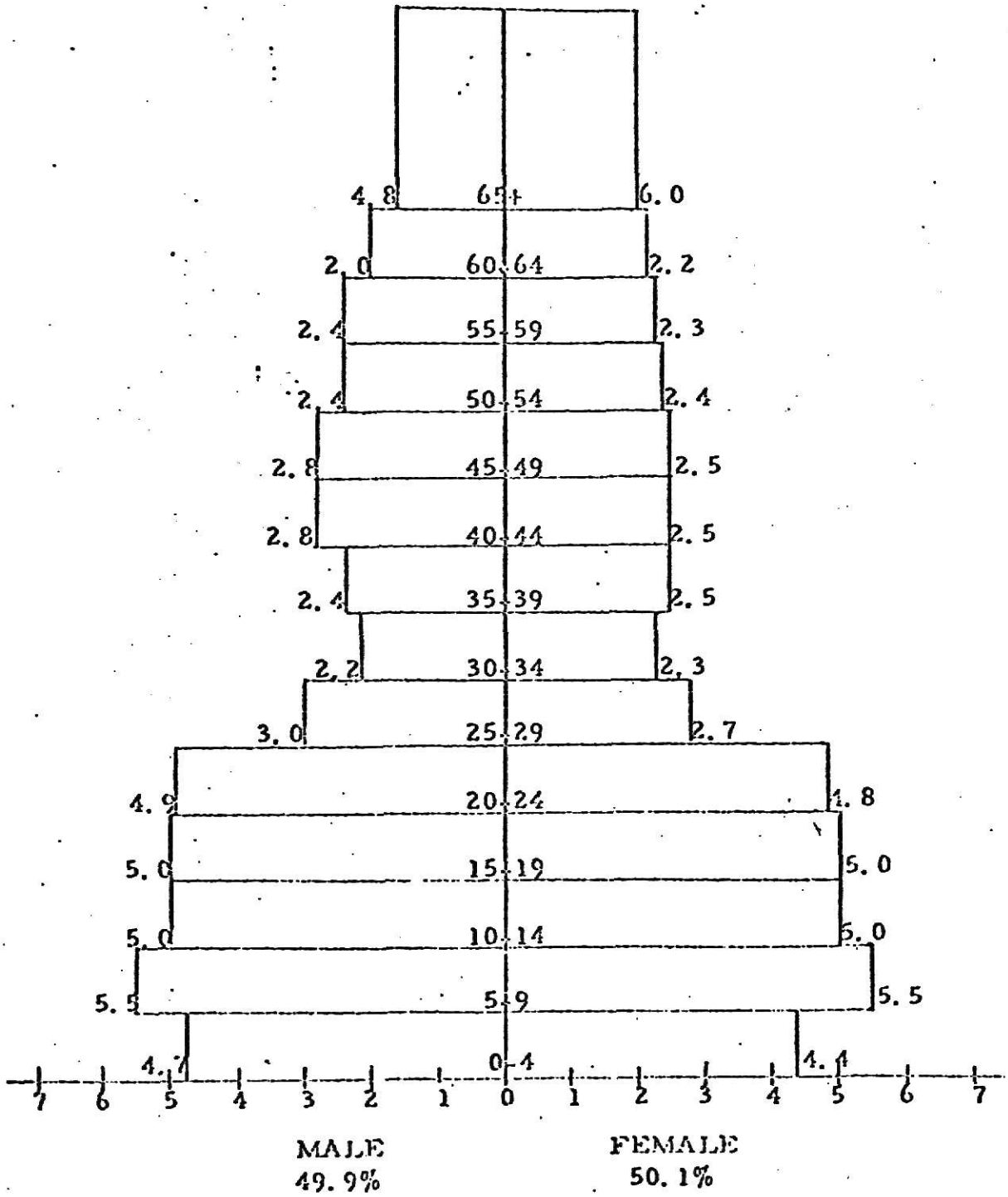
TABLE 2. SEX DISTRIBUTION OF POPULATION IN THE MODEL NEIGHBORHOOD AREA, MAY 1968

Census Tract	MALE			FEMALE		
	No.	% of MNA	% of Census Tract	No.	% of MNA	% of Census Tract
1	2,028	14.2	50.4	1,993	13.9	49.6
3	663	4.6	46.5	762	5.3	53.5
4	1,976	13.8	50.5	1,936	13.5	49.5
17	652	4.6	61.7	405	2.8	38.3
5	610	4.3	46.3	708	4.9	53.7
12	1,035	7.2	48.6	1,093	7.6	51.4
6	1,839	12.9	48.0	1,989	12.9	52.0
7	2,310	16.1	48.9	2,017	16.8	51.1
18	2,372	16.6	51.5	2,236	15.6	48.5
25	819	5.7	50.1	815	5.7	49.9
TOTAL	14,304	100.0	49.6	14,354	100.0	50.7

Source: Sedgwick County Assessor, May 1968

Figure 1 shows a combination of age and sex distribution for the MNA. In general, Figure 1 indicates that the MNA has a large number of children and youth, a regression in the older youth, with an increase again in middle-aged and elderly persons. This type of distribution may result from one or both of two general factors: a reflection of the birth rate of 20 - 30 years ago; and/or a lack of occupational opportunity for persons between 25 - 40 years of age, so

FIGURE I POPULATION DISTRIBUTION, BY SEX AND AGE GROUPING, FOR THE MODEL NEIGHBORHOOD AREA, WICHITA, KANSAS



that they leave the area for employment and residence purposes.

A very important part of the population picture of the MNA is the racial distribution, or the presence of minority groups. The data presented in Table 3 was drawn from the 1960 census and it provides only information about the proportion of population which is either Black or White. Table 3 provides two main features: the great diversity of Black concentration among the census tracts included; and the severe density of Blacks in the MNA as compared with the entire City of Wichita. In 1960, the Black population was 7.8 percent of the population of the City. Almost all (96.6 percent) of the Blacks in Sedgwick County lived within the limits of the City of Wichita.[5] In historical perspective, there was an increase of 146 percent in the Black population of Wichita between 1950 and 1960.[6] Several current estimates place the 1968 Black population for the City at about 26,000; a 31 percent increase since 1960, or a total of 222 percent increase since 1950. The Black population is, and has been, tightly segregated in the main Black district of Wichita, a large portion of which is contained in the MNA. In addition to tracts 5, 6, 7, 12, and 18, there is a high proportion of Blacks in tracts 8, 13, and 79, all of which border on the MNA. While there are no legal restrictions which perpetuate the high density of Blacks in a restricted area of the City, there are strong indications that the general sentiment of the white majority of the population of the City will not change in the near future, to provide a more dispersed pattern of residents for Blacks.

TABLE 3. RACIAL DISTRIBUTION OF POPULATION IN THE MODEL NEIGHBORHOOD AREA, 1960

Census Tract	1960 Population	BLACK No.	%	WHITE No.	%
1	4,329	329	7.6	4,000	92.4
3	500	30	0.6	470	99.4
4	5,318	122	2.3	5,196	97.7
17	1,249	51	3.9	1,188	95.1
5	1,791	1,639	91.5	152	8.5
12	2,815	2,494	88.6	321	11.4
6	4,703	4,524	96.2	179	3.8
7	5,000	2,895	57.9	2,105	42.1
18	5,299	577	10.9	4,722	89.1
25	2,327	3	0.1	2,324	99.9
TOTAL	33,331	12,674	38.0	20,657	62.0

Source: U.S. Census of Population, 1960

Crime and Delinquency

The preponderance of male juvenile arrests is a common and typical one. What is not so typical is that six of the ten census tracts have a rate of one of every ten boys arrested and a seventh is very close to that rate (1, 4, 17, 12, 6, 25, and 7). In addition, the rate for the entire MNA is about one in ten (9.5 percent).

Table 4, showing the distribution of juvenile arrests in the MNA by age grouping, is divided into three sections. The age grouping listed are ages 5 - 12, ages 13 - 15, and ages 16 - 17. The table indicates a roughly equal number of juvenile offenses from each of the three age groupings, for all offenders.

TABLE 4. JUVENILE ARRESTS IN THE MODEL NEIGHBORHOOD AREA 1967

Census	AGE GROUPINGS											
	5-12			13-15			16-17			TOTAL		
	No.	% of CT	% of MNA	No.	% of CT	% of MNA	No.	% of CT	% of MNA	No.	% of CT	% of MNA
1	21	24.7	14.7	36	42.4	20.7	28	32.9	15.5	85	100.0	17.1
3	1	5.5	.7	7	38.9	4.0	10	55.6	5.6	18	100.0	3.6
4	19	25.4	13.3	28	36.3	16.1	28	36.3	15.5	75	100.0	15.1
17	-	-	-	2	40.0	1.1	3	60.0	1.7	5	100.0	1.0
5	7	35.0	4.9	5	25.0	2.9	8	40.0	4.4	20	100.0	4.0
12	17	43.6	11.9	15	38.5	8.6	7	17.9	3.9	39	100.0	7.9
6	27	31.0	18.9	37	42.5	21.3	23	26.5	12.8	87	100.0	17.5
7	32	30.2	22.3	27	25.5	15.5	47	44.3	26.1	106	100.0	21.4
18	10	27.0	7.0	13	35.1	7.5	14	37.9	7.8	37	100.0	7.4
25	9	36.0	6.3	4	16.0	2.3	12	48.0	6.7	25	100.0	5.0
Total	143	28.8	100.0	174	35.0	100.0	180	36.2	100.0	497	100.0	100.0

Source: Juvenile Section, Wichita Police Department

Education

In 1960, only one tract (7) had a rate of low educational attainment level for adults below the rate for the City as a whole. All other tracts ranged from 11.6 percent to 29.8 percent above the City average. Two tracts (1 and 5) were over 50 percent with more than one of every two persons having attained only 8 years of school or less.

The significance of a large segment of the population with a relatively low level of school completion lies not only in the interest of that fact alone, but in its relation to several other facts of life. Employment possibilities, and level of job advancement, are closely tied to educational attainment. Reading ability and interest are enhanced by high levels of education completed. These are in turn related to income, with the many consequences that follow.

Employment

The census report of 1960 included information about the size of the population in the labor force, and the number and percent of unemployed persons for each census tract in Wichita. This data are presented here in Table 5. This table indicates that the MNA has more than its proportionate share of unemployment. In 1960, the labor force in the MNA, including 12 percent of the City total had an unemployment rate of 21.5 percent of the City total.

Housing

For the City of Wichita, in 1960, 15.9 percent of approximately 88,500 housing units were cited as dilapidated or deteriorated. For

TABLE 5. POPULATION IN THE LABOR FORCE, 1960, AND UNEMPLOYMENT, 1960 IN THE MODEL NEIGHBORHOOD AREA

Census Tract	Population Labor Force			Unemployed, 1960		
	No.	% of MNA	% of City	No.	% of MNA	% of City
1	1125	13.3	1.6	72	10.4	2.2
3	134	1.6	.2	11	1.6	.3
4	1481	17.5	2.1	120	17.3	3.7
17	467	5.5	.7	79	11.3	2.4
5	365	4.3	.5	34	4.9	1.1
12	660	7.8	.9	66	9.5	2.0
6	990	11.7	1.4	108	15.5	3.4
7	1166	13.7	1.7	70	10.1	2.2
18	1421	16.7	2.0	91	13.1	2.8
25	676	7.0	1.0	44	6.3	1.4
Total	8,485	100.0	12.0	695	100.0	21.5
Wichita	10,196		100.0	3,229		100.0

Source: U.S. Census of Population, 1960; Kansas State Employment Service. For 1960 data, figures for these Census Tracts are adjusted to the proportion of population included in the MNA.

the census tracts in the MNA, the percent was somewhat higher, over twice as much, as indicated in Table 6.

For total poor housing, tracts 5 and 25 score an easy mark, with about six of every ten housing units showing some fault. For dilapidated housing, tract 5 stands out, with a percentage more than twice that of its nearest competition, tract 25.

TABLE 6. DELAPIDATED, DETERIORATED, AND OVERCROWDED HOUSING IN THE MODEL NEIGHBORHOOD AREA, 1960

Census Tract	Total No. Housing Units	Delapidated and Deteriorated		Delapidated		Overcrowded	
		No	%	No.	%	No.	%
1	1,388	534	38.5	99	7.1	234	18.7
3	2,375	578	24.3	124	5.2	180	8.7
4	2,655	1,073	40.4	94	1.8	248	12.0
17	951	169	17.8	18	1.9	47	5.9
5	584	361	61.8	205	35.1	116	22.8
12	1,117	344	30.8	108	9.7	118	12.2
6	1,420	379	26.7	72	5.1	351	29.5
7	1,939	161	8.3	12	0.6	382	21.9
18	2,437	961	39.4	217	8.9	237	11.7
25	1,051	628	59.8	155	14.7	75	8.1
TOTAL	15,917	5,188	32.6	1,104	6.9	1,968	12.4
City of Wichita	88,478	14,089	15.9	2,617	3.0	8,351	10.4

Source: U.S. Census of Population and Housing, 1960

As measured by the level of overcrowding for the City as a whole, only three of the ten census tracts are low in the percent of housing overcrowded. Overcrowded here means a ration of more than one person per room in the housing unit. Most significant are tracts 6, 5, and 12 each with a range of one housing unit in five having

high levels of youth and children.

Income

In 1960, the MNA had 27 percent of all Wichita families with less than $3,000 annual income. The number of families in this category for each census tract, and the percent of families in each tract are shown in Table 7, together with the distribution of these families in the MNA.

TABLE 7. FAMILIES WITH LESS THAN $3,000 INCOME, 1960

Census Tract	FAMILIES WITH LESS THAN $3,000			
	No.	% of CT	% of MNA	% of CITY
1	181	16.8	7.3	2.1
3	29	21.6	1.2	0.3
4	399	32.0	16.2	4.5
17	90	41.1	3.6	1.0
5	214	49.5	8.7	2.4
12	381	53.1	15.5	3.6
6	342	32.6	13.9	3.8
7	293	19.6	11.9	3.3
18	361	25.9	14.6	4.0
25	176	26.9	7.1	2.0
TOTAL	2,466	29.3	100.0	27.0
City of Wichita	9,142	13.7	-	100.0

Source: U.S. Census of Population, 1960

Four of the tracts (4, 12, 6, and 18) contain nearly 60 percent of the MNA total. The highest concentration of low income families per census tract is found in tract 12, with 53.1 percent. Tracts 5 and 17 are not far behind. Comparison of the last two columns of

the table points out that not all low income families are living in the MNA, but the proportion of all families having low income is more than two times the proportion for the City as a whole.

Another measure of the relative amount of money available is median family income. This measure is the middle point of income in a given population. The estimated median family income of families in MNA census tracts is shown in Table 8.

First glance at these figures might suggest that families in the MNA are not actually bad off financially. Only two of the tracts have median family income of less than $5,000. But it should be remembered that these are the middle point--there are as many families with income less than the median as there are with income over the median. Additional perspective is added when it is pointed out that five of the ten tracts are among the ten lowest in the City on this index (4, 5, 6, 12, and 17) and two more are added of one includes the fifteen lowest (18 and 25). Perspective is also gained by pointing out that the three census tracts in the City with highest median family incomes show those in excess of $31,000, $18,000, and $16,000, respectively. Census tracts 12 and 5 are the two lowests ranking areas of all 107 census tracts in the Wichita Metropolitan Area.

Social Services

The level of services provided for residents in the MNA is fairly high. The 26.8 percent of Aid to the Disabled, almost 22 percent of Old Age Assistance, and just under 25 percent of Aid to Dependent Children Benefits. (These are percentages of cases for each of these services, not necessarily percentages of dollars spent.)

TABLE 8. ESTIMATED FAMILY INCOME FOR 1966 FOR THE MODEL NEIGHBORHOOD AREA

CENSUS TRACT	MEDIAN FAMILY INCOME
1	$6,625
3	6,162
4	5,309
17	5,670
5	3,784
6	5,197
7	5,197
12	3,560
18	5,675
25	5,793

Source: Sales Management Survey of Buying Power. Data are based on 1960 Federal Census but adjusted to 1966 level of the local buying power.

The relevant itemization of these items is given in Table 9.

Note that the second column for each service listed is given as a percent of the relevant population--in some cases families, in one case persons over 60 years of age, and in one case, children under 20 years of age.

Census tract 12, has the highest rate of general welfare, aid to disabled, and old age assistance cases. Tracts 5, 12, 6, and 7 take high ranking for Aid to Dependent Children (ADC), which reflects the large number of children in those areas. These are also the only tracts which are over the MNA average.

From the above stated conditions described in each component area, the First Year Action Plan and its five-year objectives and approaches were developed, purporting to bring the MNA up to a level equivalent to the socio-economic level of the remainder of the City.

TABLE 9. SOCIAL SERVICES RENDERED IN THE MODEL NEIGHBORHOOD AREA

Census Tract	SOCIAL SERVICES														
	General Welfare			Aid to Disabled			Old Age Assistance			Aid to Dependent Children (Cases)			Aid to Dependent Children (Children)		
	No.	% of CT Families	% of City Cases	No.	% of CT 60+	% of City Cases	No.	% of CT Families	% of City Cases	No.	% of CT Families	% of City Cases	No.	% of CT Children	% of City Children
1	11	1.1	2.0	12	2.1	1.6	36	6.8	2.3	38	3.9	1.4	123	7.1	1.1
3	3	1.0	0.6	3	1.0	0.4	12	3.3	0.7	16	5.1	0.6	57	12.6	0.5
4	17	2.0	3.1	43	5.2	5.7	56	8.0	3.5	57	6.7	2.1	211	18.4	1.8
17	16	18.0	2.9	18	20.2	2.4	28	8.0	1.8	2	2.2	0.1	6	10.9	0.1
5	17	6.5	3.1	24	9.1	3.2	42	22.9	2.5	46	17.6	1.7	190	34.4	1.6
12	49	5.9	9.0	36	4.3	4.8	61	13.7	3.8	85	10.2	3.1	281	37.7	2.4
6	26	3.3	4.8	19	2.4	2.5	27	9.8	1.7	136	17.1	5.0	507	26.8	4.4
7	20	2.0	3.7	16	1.6	2.1	17	8.2	1.1	213	21.3	7.8	826	33.0	7.1
18	17	1.3	3.1	15	1.1	2.0	49	7.7	3.1	61	4.7	2.2	213	12.8	1.8
25	3	0.8	0.6	16	4.2	2.1	20	5.5	1.3	13	3.4	0.5	35	8.0	0.3
Total	179	2.6	32.9	202	3.0	26.8	348	8.6	21.8	667	9.8	24.5	2449	21.9	21.1
City of Wichita	542		100.0	754		100.0	1584		100.0	2717		100.0	11600		100.0

Source: Sedgwick County Department of Welfare

CHAPTER III

THE PLANNING PROCESS

It was previously stated in this report, that the overall goal of the Wichita Model Cities Program was to improve the quality of life for the Model Neighborhood residents. To attain this goal the program addressed itself to the problems of disparity between the Model Neighborhood Area and the remainder of the City, in terms of physical, economic, and social development.

Wichita's City Demonstration Agency (CDA) directed its Model Cities Program, using the Comprehensive City Demonstration Plan, (CCDP) as a vehicle for program implementation. Emphasis during the planning process was on the development of an analytical framework for the identification of key problems, conditions, and causes within the MNA, establishment of measures and quantifiable program objectives, and the planning and designing of projects to eliminate and/or alleviate the identified problems and conditions.

The City Demonstration Agency served as the planning and coordination mechanism for the Model Neighborhood Area (MNA) and as the administrative link between the MNA and the local governmental entities and all Federal, State, and private agencies in an effort to provide maximum feasible impact. The CDA recognized as a prime responsibility the need to provide for meaningful resident participation in all on-going planning activities as well as direct operational involvement in as many projects as possible.

In an attempt to provide for a functional CDA structure, the following areas of responsibility have been outlined for the execution phase of the Model Cities Program. The agency's role was to:

- Plan for the five-year program
- Provide coordination for all projects
- Develop an evaluation system for executed projects and on-going programs
- Maintain an effective citizen participation element in all phases of planning and program implementation
- Provide for involvement of all levels of government, public and private agencies, and the private business sector in all planning activities and promote cooperation of such in on-going projects
- Maintain administrative and fiscal accountability for CDA and related programs

The chart on the following page illustrates the CDA staff structure for the execution phase of the Model Cities Program.

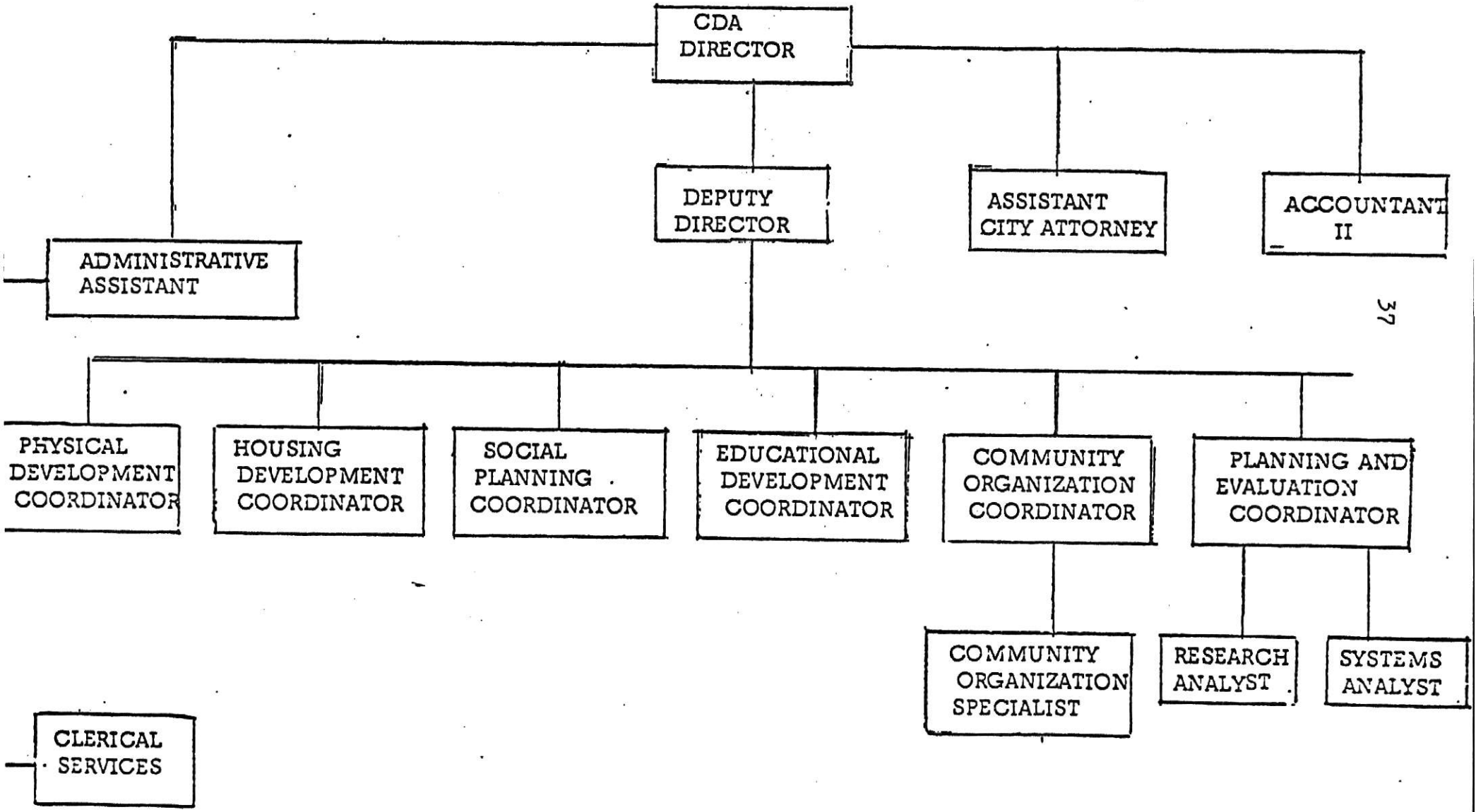
The steps of the planning process for the Action Years CCDP are described in the following sub-sections.

Problem Analysis

The problem analysis evolved from the following segments of planning steps:

- The development of a methodology for the identification of poverty related problems and conditions within the MNA
- Identification of measures to establish the intensity of conditions within the MNA with respect to the remainder of the City
- Identification and priority ranking of causes related to each condition
- Analysis of updated baseline date for each MNA condition and priority ranking of conditions for the principal problem statement in each component area
- Analysis of principal problems, supporting conditions, and

ADMINISTRATIVE STRUCTURE



causes and priority ranking of problems in the MNA

Methodology

The methodology provided for the identification and measurement of specific conditions within the MNA were:

- Programs and projects devised to change the conditions that existed in varying degrees inside the MNA as compared to outside the MNA
- Changing conditions that resulted in a change of the standard of living environment and general welfare inside the MNA as compared to outside the MNA
- A change in the standard of living environment and general welfare inside the MNA that "would be desirable" as compared to outside the MNA

Methodology used for the identification and quantification of MNA problems and conditions assumed that the quality of the environment inside the MNA was less desirable than the surrounding area, and that the inherent differences be discussed in terms of specific conditions or factors, that, as a whole, make up the environment. It defined the highest median per capita income (affluence) as the most desirable standard, and the lowest median per capita income (poverty) as the least desirable.

The idea behind the methodology was that each condition be measured and assigned a numerical value. Then the total environment be measured as the sum of its parts, or conditions as they were measured accordingly to the assigned numerical value. Thus, a condition which had a higher measure for the affluent group (Group A) than for the poor group (Group P) was always a desirable condition, and a low measure of some desirable condition was really an undersirable condition.

Groups were selected for comparison on the basis of income

level; then, other conditions were valued (assigned a number) on the numerical scale. By adding together the value of all the conditions for each group, a general set of conditions was thus measured. Therefore, the figure was lower for the poverty group (Group P) than for the affluent group (Group A). The mathematical difference between them was called the proverty differential (DP), and it measured the gap between the quality of the conditions in the affluent area and the poor area.

Assumptions

The assumptions utilized in this planning process were that many standards of living environment and general welfare inside the MNA were not the same as those outside the MNA, and in general, the standard of living environment and general welfare inside the MNA were not as desirable as those outside.

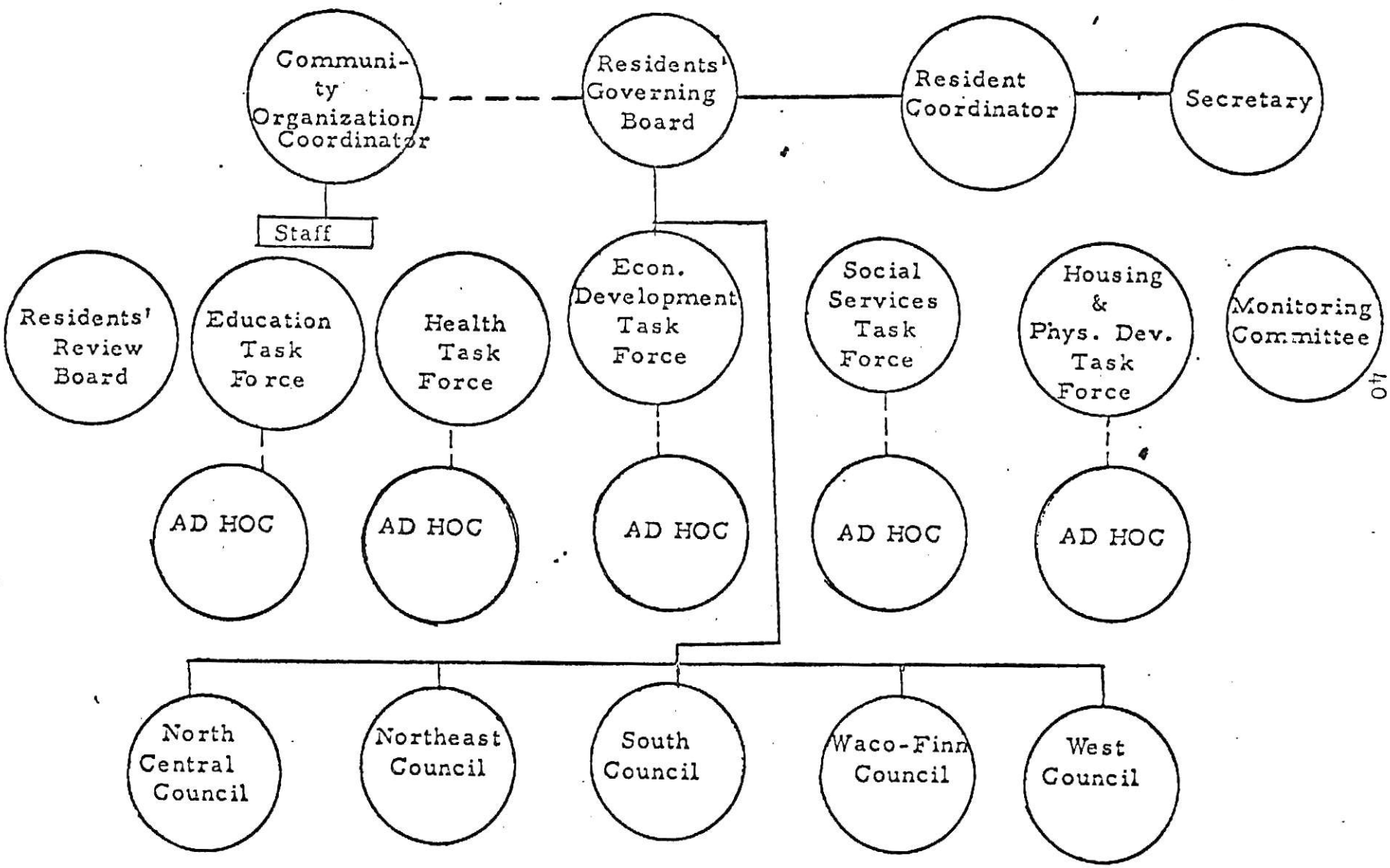
Citizen Participation in Planning

Within each of the steps in the problem analysis, the city purported that a high degree of citizen involvement was attained. Involved in the process were resident component task forces, ad hoc committees of technical and professional representatives, resident councils, the Residents' Governing Board, and the CDA staff. A description of each follows.

Task Forces

Representatives from all five councils served on the following component task forces to provide an effective means of identifying needs and recommending solutions: (1) Education, (2) Physical Development and Housing, (3) Health and Environmental Protection,

CITIZEN PARTICIPATION STRUCTURE



(4) Social Services, and (5) Economic Development.

The roles of the task forces in the problem analysis were:

- To review the drafts problems and conditions statements for each component area from the CDA staff and local consultants
- Recommend revisions
- Identify and priortize causes for each condition
- Review and identify measures for each condition
- Prioritize conditions for each problem statement

The responsibilities for the task force were to:

- Review causes and conditions, utilizing the technical assistance offered by the established Ad Hoc Committee, staff and other sources available. Recommended changes were referred to the Governing Board for final decision
- Report on a regular schedule, the progress of projects to the councils
- Develop proposals, copies of which were mailed to all council members for their information and subsequent communication with the MNA residents
- Act as the Advisory Board on all proposed or developed projects activities funded by the CDA
- Receive monthly reports from Model Cities staff and evaluate each project on an on-going basis
- Report quarterly to the Residents' Governing Board on the progress on each project
- Study, review, and develop proposals as they are introduced from the Residents' Review Board

Ad Hoc Committees

The role of the Ad Hoc Committees were to provide technical assistance to the resident task forces by reviewing and making recommendations on the identification of MNA problems and conditions, identifying causes related to each condition, identifying additional measures for each condition, and recommending priorities in the causes and

conditions related to each principal problem statement.

Resident Councils

A total of seventy council members represented the residents of the MNA. By means of the neighborhood election, residents of their respective area served on one of the following councils: North Central, Northeast, South, Waco-Finn or West Council. The responsibilities of each council member included the following:

- Participate in neighborhood council meetings where the elected member was accountable to his constituency
- Review all program and project information developed by the task forces
- Have appropriate representation on the Residents' Governing Board, the Monitoring Committee, each of the five component task forces, and the Residents' Review Board
- Each council was encouraged to discover the problems and needs of the residents in the MNA and to relate these matters to the appropriate task force for consideration

Residents' Governing Boards

This Board was structured on the provision that there was one Residents' Governing Board member for each five Council members, computed to the nearest five. The responsibilities of the Board were:

- Conduct the final project review and evaluations and make final recommendations from the citizen level and all proposals
- Review final budget recommendations on all projects prior to submittal to HUD and be infromed on any changes in budget as they are approved
- Act as the final citizen authority on any matters on which individual councils do not concur
- Remain as the final citizen authority on any matter concerning the MNA with regard to other federally assisted programs
- Have representation on the five component task forces and the Residents' Review Board

- Interview and recommend applicants for the position, Resident Coordinator and Secretary
- Develop and direct the activities of the Resident Coordinator
- Develop budget guidelines by component priorities, prior to submission of each CCDP

In addition, if a specific problem was identified by an area resident that could not be resolved by the staff or Residents' Governing Board, the Residents' Governing Board appointed a five member Arbitration Board whose responsibility was to make final disposition of the problem.

Funding Priorities

Based upon work of the task forces, Ad Hoc Commitees, and the CDA staff in the identification of MNA problems, conditions, and causes and the ultimate priority ranking of problems by the Residents' Governing Board, the next step in the planning process was the establishment of funding benchmarks in each component area.

CDA staff and resident council reviewed results of the problem analysis and prepared funding recommendations by component area for review and approval of the Residents' Governing Board.

Once the citizen's groups were formally organized the process of planning for the first operational year was started. The problem analysis that was done by the group of consultants was used as the basis for the planning. Ten categories analyzed in the problem analysis were accepted as the major components for planning; this was jointly decided by the Citizens Coordinating Committee and the Model Cities staff. These components were:

1. Physical Development

2. Social Services
3. Day Care
4. Crime and Delinquency
5. Parks and Recreation
6. Living Arts
7. Health
8. Education
9. Employment
10. Housing

The Citizens Coordinating Committee formed task forces to work on these ten components along with the Model Cities staff. During this formulative period, the Secretary of the Department of Housing and Urban Development sent out a release date (April 28, 1969) putting the Model Cities program into perspective. This new release made the following statements:[7]

(1) The Model Cities program is to be a coordinator for a vast array of federal programs and to strengthen local governmental agencies.

(2) The Model Cities program is to make greater efforts in involving the state government and agencies in order to make better use of the state's resources and funds.

(3) Model Cities is intended to be and will remain a local government program centered upon the Mayor's office with a continued requirement for adequate citizen involvement.

(4) Its purpose will continue to be focused on slum and blighted neighborhoods.

(5) Local governments will be asked to establish clear priorities in developing their Model Cities proposals and to strive for comprehensiveness only in the program's five-year planning cycle.

(6) The Model Cities program is important because it can acheive two important goals:
    (a) ... a more rational and creative federal-state-local system, and

(b) ... city governments that are more flexible and responsive to the needs of their citizens.

With these policy guidelines in mind, the five-year forecast and one-year action plan was completed by the Citizens Coordinating Committee and the Model Cities staff. This completed document became known as the Comprehensive Community Development Plan, referred to as the "CCDP".[8]

The five-year forecast contained the overall goals that the program planned to accomplish over five action years, which were stated in terms of goals for each component. Below are long-range goals for each component:

1. Physical Development - To create a physical environment within the MNA which is physically safe and attractive, insuring adequate public services for MNA residents, and providing for compatibility between residential and non-residential uses.

2. Social Services - To provide and/or secure the social services needed to assist MNA residents in dealing with social, economic and personal problems which interfere with the ability to function as individuals and families.

3. Day Care - To involve and facilitate the participation of neighborhood residents in meeting needs for day care, to improve the growth and development opportunities for MNA children, and to reduce poverty and increase the independence of parents.

4. Crime and Delinquency - To provide all MNA residents with a higher degree of personal and property security without violating the principles of a free society.

5. Parks and Recreation - To provide adequate recreational facilities and programs for all ages.

6. Living Arts - To introduce living arts into the MNA by making art activities relevant to all MNA residents.

7. Health - To raise the level of physical, mental and environmental health of MNA residents to the level prevailing in the remainder of the community, and modify existing systems in the community health structure to facilitate and sustain

an improved quality of health.

8. Education - To improve educational facilities and programs for the school-age population in the MNA and increase the proportion of area residents obtaining higher levels of education so that all can participate in a stronger basis in the economic, social and political life of Wichita.

9. Employment - To establish cooperation among manpower agencies and negotiate priority contracts and reduce unemployment from 7.5% to 4.0%.

10. Housing - To provide standard housing within the MNA at suitable densities under appropriate environmental conditions to all MNA families with choice of tenure and housing type based solely on the ability to pay.

There were numerous objectives and approaches included under the various components. (See appendix A for a more detailed examination)

CHAPTER IV

EVALUATION/CONCLUSION

The Planning Process

An evaluation of the planning process of the Wichita Model Cities Program indicates that the CDA did an effective job of developing a Comprehensive Plan for the MNA. The plan was comprehensive in scope, for it first identified and delineated the problem area of the City, compared the problematic conditions of the MNA to those of the remainder of the City, placed the problematic conditions into workable component areas and utilized the difference of the MNA and the remainder of the City along with resident support in developing goals, objectives and approaches for the MNA.

The major aspect of the planning process was the development of the Five-Year Objectives and Approaches (the new and imaginative proposal) designed to alleviate problematic conditions of the MNA. Wichita's five-year objectives conformed to a great extent with those guidelines called for by HUD. A review of the proposed objectives shows that aspects of the Demonstration Cities Act of 1966 were met. The goals of the Wichita program were: rebuilding large slums and blighted areas, reducing dependence on welfare payments; improving educational facilities and programs, combating disease and ill health, reducing the incidence of crime and delinquency, enhancing recreational and cultural opportunities; establishing better access between homes and jobs; and improving living conditions for the people

who live in the MNA.

Every facet and problematic cause of the conditions is proposed to be ameliorated in the five-year objectives. The planning process used was very comprehensive. Initially, the planning process called for a methodology that would (1) identify poverty-related problems and conditions within the MNA, (2) develop measures to establish the intensity of the conditions within the MNA to that of the remainder of the City, (3) identify and priority rank causes related to each condition and supporting condition and (4) develop goals along with approaches that were two-fold in nature--first, to alleviate the undesirable conditions and causes and secondly, to attain the purported goals of the Model Cities Program.

Even though the five-year goals and objectives purported to do so, no major or drastic physical changes in the City of Wichita has resulted from the tenure of the Model Cities Program. This is due to the fact that the major accomplishments of the Model Cities Program cannot be seen in terms of physical development and cannot be attributed to some error in the planning process. The physical conditions of the MNA remain primarily unchanged. The efficacy of the program must be measured according to its success in its soft-ware programs; such as, educational programs, health services, social services, job training, etc. Moreover, the Wichita Model Cities Program can be considered successful for it devised an immaginative and innovative proposal for solving urban decay, the most critical domestic problem facing the cities in the United States. Through its planning process, it did what the Demonstration Act of 1966 had intended: show the value of a coordinated comprehensive approach to planning or to

solving problems; an approach which other cities may utilize as a model for their particular urban problems.

Citizen Participation in the Planning Process

In various evaluative reports, Wichita's City Demonstration Agency stated that the planning process utilized citizen participation in every facet of the Model Cities Program. From the very outset, Citizens of the area were employed in the formulation of goals and objectives for the program and were trained to conduct surveys of various conditions in the MNA. Stages of citizen participation continued throughout the problem analysis phase of the program, wherein residents of the MNA served on task forces, Ad Hoc Committees, Residents' Governing Boards.[9]

The roles of the above mentioned groups imply that residents participated in varying degrees on Sherry Arnstein's "Ladder of Citizen Participation."[10] This ladder of citizen participation has several stages ranging from tokenism to the ultimate stage, decisionmaking and control.

Though, the residents were not fully utilized in the final decision-making and controlling phase of the Wichita Model Cities Program, their participation in it may have been meaningful to them and somewhat helpful in the operation of the program, in that they gained valuable experience in Whichita's political arena, training that enabled them to better their own social and economic position in life. Their participation facilitated their awareness of the processes of the City, enabled them to define and organize around issues of concern to their neighborhoods, and, finally, heightened the local awareness of unmet needs of the MNA and its goals to meet these needs.[11]

This participation was helpful to the operation of the program, for residents of the MNA aided in surveying problems conditions of the MNA, identified and prioritized causes for each condition, developed proposals and evaluated each project.

To say the the residents of the MNA played a significant maximun role in the Wichita Model Cities Program can appear speculative. One must remember that citizen participation is not susceptible to description by a single, Newtonian logical model; it is worked out in many styles in different cities, depending on history, personalities, and power structures, as well as the extent of the resources which can spread around. The state of the art has not yet reached that point of a definition compelling consensus.

Mode of Planning Process

Process Mode was the style of planning utilized in the Wichita Model Cities Planning Process. Process Mode is an approach whereby programs are modified during their implementation as incoming information merits such changes. In process planning, the plan documents itself. Process planning becomes an approach in which strategic information and feedback impinge directly on action, providing signals that lead to incremental adjustments to its direction and intensity. However, process planning does not necessarily mean that the span of the program is a short one, as it was with the Model Cities Program. Nor does it mean that the interdependence between various objectives and actions leading to their attainment are disregarded as in disjointed incrementalism. In process planning, any action taken may very well form a consistent part of long-term, comprehensive policies which are themselves subject to review in the light of new information so that

process planning operates simultaneously on several time horizons.

A process approach is best taken whenever a program cannot be expected to result in the attainment of the objectives with certainty; and whenever such certainty cannot be attained economically either by increasing the control exercised by the planning agency. With this form of planning rather than lapsing into inaction while striving to provide a firm image, process planning proceeds by implementing some elements of a program, and hopes that the information thus generated will result in more knowledge concerning the next stages.

This mode of planning is very evident in Wichita's planning process, illustrated through the actions of the CDA. In many of the component areas such as Physical Development, Housing, and Education, approaches were developed to accomplish overall goals. However, during the implementation and completion of several stages, feedback was attained on these components that merited a change in approach and made the CDA aware that the goals initially set would probably not be realized. Thus, the CDA had to deal with the uncertainty of meeting the overall goals and objectives. The feedback information did provide meaningful signals that allowed the CDA to direct its programs into directions that allowed for the accomplishment of several objectives of the goal.

Other aspects of the Process Mode can be seen through the timing of the five-year objectives. These objectives were arrayed in such a way that the interdependence between various objectives and actions were to lead to the attainment of the specific objectives and thus, the overall goals and objectives through sequential stages. Through this process, the objectives and approaches of the Wichita plan were

Comprehensive because they were evaluated and revised periodically in light of new feedback information.

Finally, the Process Mode utilized by the CDA did not allow for unsuccessful or meaningless programs and approaches. This was made very clear through the tenure of the Wichita Model Cities Program by the number of new and revised programs that were initiated as a result of other programs that were discontinued due to their inability to strive toward the stated goals and objectives.

The Five-Year Objectives

Wichita's Model Cities Program had a very sound theoretical base. The idea was a good one and the planning process employed to make this idea a reality was most appropriate for this type of program. The somewhat ineffective consequence of this Model Cities Program, as was the case with several others, was its unsuccessful completion of proposed programs in the MNA, and the inability to meet stated goals and objectives.

Although many of Wichita's programs were successful to some degrees, the full impact which was proposed and intended, in many instances did not occur. An evaluation of the five-year objectives indicates the attempts made by Wichita to accomplish stated national and local goals. Major components herein discussed are housing, poverty and low-income, and education.

Housing

From January, 1972 to September 1, 1974, the combined redevelopment activities of private and governmental entities resulted in a reduction in the percent of substandard MNA housing units downward

to 26 percent of all units. The objective set forth in the five-year plan purported to reduce the percent of the MNA housing that was substandard from 33.5 percent to 10.3 percent. Therefore, the Housing Component goal of 10.3 percent was not attained.[12]

Nation-wide inflationary conditions resulted in an overall increase in the assessed value of all real properties since 1972; the year in which project objective B was stated--to increase the median value of MNA housing units from $8,370 to the City-wide incident of $13,500 per unit. However, by January, 1974, the median value of MNA located, owner-occupied, residential units had only increased from $8,370 (1972) to $9,562 (1974). During the two-year period, the median value of City-less-MNA housing units increased at a rate of 9.1 percent per year as compared to 6.2 percent per year for MNA units. The results were that, in spite of the considerable efforts of the MNHS Project to reduce the disparity, the differential in median housing values for the comparative areas continued to increase.[13]

As a result of combined private, governmental and MNHS Project redevelopment activities, housing units were removed from the substandard category at a rate of 2.9 percent per year for the MNA. This was significant when compared to the City-less-MNA reduction rate of 0.8 percent per year.

Generally, results of Wichita's Model Cities Program's impact study indicated that, although the incident of substandard housing units had been significantly reduced within the MNA as well as the non-MNA metropolitan area during 1973, the MNA rate was enumerated as 22 percent higher than, or nearly six times that of the City-less MNA area at the beginning of 1974.

Poverty and Low Income

Two components derived from this area were Social Services and Employment. The objectives basically purported to improve family services and reduce unemployment. The objective of one program was to provide Day Care Services for 1400 children 12 years old or under, of working mothers. The construction of three centers was proposed to accomplish this task. This particular objective was not met in its entirity (only one center was built). However, the program was successful in terms of training mothers as day care center operators. Although the facility was not constructed as proposed, homes were licensed for the care of children.

Other social services provided for the MNA residents were Big Brother and Big Sisters Programs for potential problem youth, Prenatal Clinics for low-income and high risk mothers, Golden Year Conferences for senior citizens, and the development of capability in record keeping systems of social service agencies. All these programs were continued throughout the tenure of the Model Cities Program.

Federal regulations required Model Cities Programs to incorporate services of existing local agencies into Model Cities Programs, and where possible join services for the enhancement of program objectives. In this vein, the Wichita Model Cities Program through its Manpower Training Project negotiated a contractual agreement with the Wichita Area Vocational-Technical School under whose administration a construction training program was implemented. This program was initially designed to provide preparatory classroom training and on-the-job training for future employment in the construction industry. Nine to fifteen MNA minority residents between

the ages of eighteen and twenty-four were to have been selected.

Other employment programs purported to rehabilitate and counsel residents, gather and collect information on economic data, establish employment centers, and concern itself with employer/employee development and vocational and pre-vocational training. Such programs were successful in terms of rehabilitation, but lacked success in the actual placement and employment of its clientele. Although the program could train MNA residents, it could not in fact change the national economic status, which did not generate increased employment opportunities.

Even though the objectives were designed to decrease poverty and unemployment, they could not be totally successful because the economic market forces were too unstable and consequently hindered the achievement of desired results. If the conditions which existed during the formulative stages of the Model Cities Program remained status quo, possibly the program could have experienced greater success in its attempts to provide jobs for residents.

Further research, beyond this report, should be conducted to depict unemployment trends and compare Wichita's unemployment with that of the United States for a ten-year period. This analysis would illustrate the market forces that prevailed during the tenure of the Model Cities Program, which, because of their instability, hindered the accomplishment of several objectives.

Education

One of the more noticeable aspects that the Education Component had for determining accomplishments was the MNA Follow Through Project. The major thrust was directed toward reducing educational disparities

of MNA pupils and non-MNA pupils, and thereby increasing the probability of higher life time income expectations for the MNA residents. Program procedures were established which would result in 75 percent of the pupils receiving reading instruction progressing at the rate of one school year's gain in reading achievement in one year. This was to be implemented with a unique curriculum design including techniques to develop pupils' efficient intellectual base, language competence, motivational base, and societal arts and skills. An evaluation on the treatment effects, conducted by the Model Cities Program indicated that the objective was not met and there was no signifivant difference between the mean scores in reading of the Model Neighborhood Follow Through group and the low-income non-Follow Through group.[14]

The Model Neighborhood Area Special Opportunity Support (MNA-SOS) Project was planned and implemented during the Model Cities Program's First Action Year (1970 - 71). The project's purpose was to provide a financial assistance program for low income Wichita Model Neighborhood Area residents who attended Wichita State University, Friends University, or Sacred Heart College.

Financial assistance was provided according to each students' needs based upon an eligibility income criteria, for tution, books, fees, and supplies. The MNA-SOS Project's projective objective, as stated within the Fourth Action Year contract between CDA and Wichita State University, was to increase the percent of MNA residents graduating with majors in business administration, business communications, economics, accounting, public finance, or other majors related to participation in the economic system by

providing financial supprot, career counseling and follow-up for approximately 200 MNA residents.

According to the available data, the MNA-SOS Project had encouraged and provided post-secondary education assistance to more than 1,200 students attending the three participating institutions. A more detailed analysis of the Education Component may imply a high correlation between the existence of the MNA-SOS Project and increases in minority enrollment at Wichita State University, Friends University, and Sacred Hearth College but the support data does not appear to be available.

The five-year objectives of the Wichita program appear to have had relatively few accomplishments, in view of the national goals of the Demonstration Cities Act of 1966. The accomplishments in the areas of housing, job and income opportunies, physical development, etc., made a nominal impact on the existing conditions of the MNA and its residents. Accomplishments of the Wichita program were in terms of programs which benifited the social, health, and political aspects of the individual MNA resident.

Even though the goals and objectives of the Wichita program were comprehensive and practical, strong forces deterred its completion. Some of these forces were the economic and market conditions, and the under-funding of the program. Perhaps goal accomplishment would have been actualized had these and possibly other forces not presented themselves.

Notes in Conclusion

The Model Cities Program tried to do too much. Aimed at the declining Central City, it could not counteract national market forces.

To the urban poor it was a symbol of society's commitment to them. It sucessfully trained Black and minority groups for future leadership roles, but died in the middle-class revulsion for helping Blacks and the poor. Anyone of these views may be the appropriate epitaph for the Model Cities Program.

Thus evaluated against its own high-flown promises, the Model Cities Program clearly did not achieve the ambitious physical goals set forth in its legislative mandate. It now appears poised to follow the Urban Renewal Program of 1949 and the Economic Opportunity Program of 1964 into oblivion, as part of the seemingly continuous series of Federal attempts to reverse urban deterioration which are deemed failures a relatively few years after their initiation.

But to measure the program's results today only against the objective articulated in the statutes would in truth take one more into the field of speculation rather than practicality. Few programs live with such high standards or survive so swift a judgement. And there are particular dilemnas involved in any verdict on this program's success or failure. Many program goals, such as increased sophistication or participation of the poor, are hard to quantify. A proper perspective calls for paying adequate attention to the degree of financial and political support that the program succeeded in mustering--that is, to the record of funding and appropriations rather than to that of authorization and exhortation including relations or share of total local, state, federal budgets. Absent the willingness to commit resources, a program cannot be expected to succeed. And in a broader view the program's accomplishments should be considered in relation to other urban proposals

which had a chance of passage in the America of the mid-1960's; the inherent limitations of those alternatives and their likelihood of success. Certainly the program must be evaluated in light of what it actually managed to accomplish (including undiscerned forces it did set in motion) in spite of conceptual, legislative, financial, or local obstacles. And in this setting, the most useful approach for evaluating the Model Cities Program may be to look at some of its overall accomplishments, such as: the emergence of human concerns at HUD, an increased reliance on local discretion, and the revived grass-roots political consciousness.

The Emergence of Human Concerns at HUD

A major and immediate result of Model Cities was a change in orientation within HUD. The program's very existence proved a constant reminder that the Department's mission could not be accomplished by physical improvements alone. Thus, housing was regarded as related not only to sewer, water and other infrastructure investments, but also to employment opportunities, to schools and to community participation. Physical plans were seen as interwoven with economic and social decision-making. In contrast to the categorical grants, Model Cities was seeking a comprehensive approach to urban development; its very intricacy was due to the desire to deal at one and the same time with all phases of that most complex artifact, the City.

An Increase in Local Discretion

The philosophy of transferring to cities considerable decision-making power over the use of federal funds is likely to remain a permanent contribution of the Model Cities Program. Cities examined

themselves (admittedly with national overview and aids) and came up with action proposals that in their own judgement were to improve the physical and social conditions of the poor. Whether for example, housing should have priority over education and to what degree and whether priorities within housing should favor rehabilitation or redevelopment was not decided by the Washington computer, but was judged at the local level by the participants themselves.

Revived Grass-Roots Political Consciousness

The citizen participation effort, moving warily between City Hall overdominance and the neighborhood anarchy, has made significant contributions to local politics; it heavily influenced both the development of local CDA's and, more importantly, enhanced the ability of communities to define and organize around socio-political issues. Where OEO-CAP agencies worked in tandem with Model Cities, citizen participation had tended to be extensive, broad-based, and mutually reinforcing. Attempts, a few of them successful, were also made to allow local governments to delegate their ultimate program authority to citizen groups.

Participation has also made the mayors more aware of, and frequently more sympathetic to the plight of disadvantaged areas of the City, so far as the provision of municipal services is concerned.

Finally, and not incidentally, the program genuinely tried to bring the poor into political participation in a way that local political and social structures could tolerate. While this may not hold for all communities, Model Cities Agencies in many neighborhoods have given residents new and significant power relative to City political structures which is likely to continue to be wielded in

increasingly sophisticated ways. Model Cities also had the effect of organizing disparate social and political elements of low-income and minority communities around solid issues.

As such, the claim can be advanced that the program revived the melting-pot notion of America. Model Cities can be said to have aimed at blurring the hard outlines between rich and poor and to avoid polarization among different ethnic and racial groups.

Contributions of the Model Cities Program

Many accomplishments of the Model Cities, short-lived as it was, are real and it is hoped, lasting. As an experimental, underfunded program, it provided important leverage for a few reforms. Certainly it did not stand for the proposition that urban problems could be solved by drowning them in cash. It must also be recognized that, in an absolute sense, Model Cities funds represented new monies that would not otherwise have been made available to the cities. Concedely, a statement of probabilities only, this judgment seems accurate in light of the conditions of 1966. HUD programs were then in disarray. Public housing was in disfavor; appropriations had been cut to the bone. Rent supplements lived by special dispensation. Urban Renewal had come under fire. Metropolitan development programs, in terms of open space, water, and sewer, and mass transportation grants, were new, not yet off the ground. The Model Cities Program helped create stability by manifesting concern and by generating hope and activity among the disaffected. And it may well merit other claims-- as a beginning, a new approach to federalism, a boost to local leadership, an addition of a social component to physical programs, and an effort to give the newly formed Department of Housing and

Urban Development a thrust which would produce internal cohesiveness and suggest to other departments that it stood for more than the production of subsidized housing.

Model Cities has fed back on the established procedures of local government, causing cities to reappraise many of their programs seriously, to change hiring practices, to regularize social service planning, and to extend public services to disadvantaged areas. In influencing the attitudes of local officials, it has changed their way of making decisions and their perceptions of the City.

Above all, Model Cities did contribute the vision of a systematic, concentrated use of resources to achieve the best possible urban life, as well as a sense of progress and perfectibility. Dead before reaching maturity, the program nevertheless did its best to create an opportunity for exchange of ideas, challenge, stimulus, and diversity. It is for this overall approach to the general needs of all American cities, and especially the needs of the under-privi-ledged and under-represented, for the call to the highest aspirations of the people living in the cities and for the search for innovative financial, administrative, and legal institutions that the Model Cities Program will be assessed. It may be the last stand of rational instrumentalism facing the complex web of the City and poverty.

Model Cities, as a reaction to national problems addressed in the mid-1960's, helped define the society at that time and now constitutes a slice of the period's history. Model Cities was a microcosm of the then contemporary American politics and atmosphere.

For all its shortcomings, Model Cities hopefully will be regarded by historians as a manifestation of America's optimism and its search for equality of opportunity, and another embodiment of the

American desire to fashion a democratic way of life which could offer all its citizens a choice of how to organize their shelter, their neighborhoods, and their way of life.

APPENDIX

FIVE-YEAR OBJECTIVE AND APPROACHES

Physical Development

Objective I — Plan for standard neighborhood units including entire MNA

Program Approaches

1. Survey of land use, building conditions, environmental conditions
2. Social Survey
3. Define standard neighnorhood units using service area concept and organize citizen councils
4. Update Community Renewal Program (CRP) date for entire Metropolitan area

Objective II — Improve building conditions in MNA to 100% standard

Approaches

1. Rehabilitation
   (a) Residential
   (b) Non-residential
2. Clearence and development
   (a) Residential
   (b) Non-residential

Objective III — Begin to climinate non-conforming and incompatible land uses in the MNA

Approaches

1. Enforce zoning regulations
2. Relocate non-conforming uses
3. Clear obsolete or structurally substandard structures in non-conforming uses
4. In South and West Council areas solve problems of individual home owner in one of the following manners:
   (a) Residents' Development Corporation buy and hold properties for residential use until market develops for other uses
   (b) Urban Renewal Agency (URA) purchases these properties and leases them to nonprofit groups or public housing authority for interim use until market develops for other uses. URA relocates thoses units that can be rehabilitated to a residential area.

Objective IV — Improve all street in MNA to good condition; pro vide sidewalks in good repair on both sides of

street throughout MNA; assure appropriate classes of streets throughout MNA.

Approaches

1. Improve all arterials to good condition
2. Improve all collectors and local access streets to good condition
3. Provide sidewalks where non exist
4. Where only on one side build on other side
5. Repair walks not in disrepair

Objective V — Solve all major identified strom drainage problems in MNA and identify other areas of problems

Approaches

1. Improve Wichita Drainage Canal
2. Conduct engineers study of pollution in Wichita Drainage Canal sources of and solution to
3. Improve West Branch of Chisholm Creek drainage up to 29th street
4. Correct Flooding problem causes by runoff from hard surfaced parking lots
5. Improve drainage along Frisco tracks

Objective VI — Provide public utilities at least equal to those in remainder of Metropolitan area

Approaches

1. Conduct public utility survey to define problems and recommended solutions
2. Install street lights in South Council area

Objective VII — Provide public facilities equal or superior to those in remainder of Metropolitan Area

Approaches

1. Provide school sites as recommended in Education Component
2. Provide park sites per parks and recreation component coordinated with restructured service area concept neighborhoods
3. Construct neighborhood centers for restructured neighborhoods
4. Improve fire protection in MNA

Objective VIII — Provide transportation facilities to meet the special needs of MNA residents and to complement the Education Component

Approaches

1. Public subsidy to experiment with new nonprofitable lines
2. On-call emergency transportation service
3. Bus service for special recreational and cultural activities
4. Rapid transit system to link all neighborhood centers and specifically designed to satisfy the needs of the residents for access to em-

ployment centers and public facilities

Social Services

Objective I	Provide services for specialized children
Approaches	1. Establish a clearing-house agency to coordinate the placement of children requiring emergency protective care. Coordinate both private·government agency efforts 2. Promote recruitment of adoptive homes for minority group children 3. Care and facilities for mentally retarded and emotionally disturbed children 4. Day Care services for choldren of working mothers 5. Big Brother and Big Sister programs to provide problem and/or potential problem youngsters with adult support
Objective II	Raise level and number of personnel available for staffing social service agencies
Approaches	1. Provide monthly training or sensitivity conferences for social agency personnel in cooperation with Wichita State University Social Work Department 2. Continue efforts begun by WSU Social Work Department to provide experience for undergraduate students in local social agencies
Objective III	Raise health level and increase life chances of infants
Approach	1. Pre-natal clinics for low income, high risk mothers
Objective IV	Improve social services to families with school aged children
Approach	1. School Social Services using professionally trained social workers in the school system to deal with problems of poor socialization, dropout, deficiencies in family relationships which affect school behavior
Objective V	Improve services available to families in different stages of life cycle
Approaches	1. Increase present programs of family and personal adjustment counseling in providing sufficient personnel to handle current caseloads and developing Comprehensive Plan to fund and motivate low income families

2. Family life Education Demonstration Projects for families of aging

Objective VI — Alter existing social service system and alleviate fragmentation of services to families and individuals

Approaches
1. Establish emergency food and relief centers; coupled with referral center
2. Develop compatability in record keeping systems of social service agencies

Day Care

Goal I: Involvement and participation of neighborhood residents in meeting needs for day care

Objective — Ten neighborhood residents involved in overall advisory committee

Approach
1. Establish CDA Day Care Advisory Committee

Goal II: Improvement of growth and development opportunities for MNA children

Goal III: Reduction of poverty and increase in independence of parents

Objective — Day Care service for 1400 children 0-12 years of age

Approaches
1. Appointment of a Day Care services coordinator and developer for MNA
2. Increase in number of Day Care centers for children 3-6 years of age. Immediate construction of at least one center for children 3-6
3. Increase in provision of before and after school care and summer vacation care
4. Development of Day Care centers for 3-7 year olds, emotionally disturbed and retarded

Goal IV: Increase in personnel trained in early childhood education

Objective — Teachers aides in training for Head Start Day nurseries and Day Care Centers. Increase work skills of 200 women. Add 25 certified teachers to labor market. In-service training for 150 day care mothers

Approaches
1. Expansion of traingin program for teacher aides
2. In-service training for day care mothers
3. Expansion of programs leading to certification of preschool teachers

Crime and Delinquency

Goal I: To reduce the incidence of crime within the MNA to enhance the personal security of the MNA resident

Objectives
1. To reduce the incidence of crime in the MNA to levels comparable to that in the wider community
2. To impress upon MNA residents the importance of their participation in the prevention of crime

Approaches
1. Increase the present number of patrol beats that exclusively serve the MNA
2. Full utilize the services of the soon to be implemented computer-oriented records system for developing a more thorough knowledge of crime in the MNA
3. Conduct information programs on self protection in a cooperative program between PCR and MNA residents

Goal II: Promote a more comprehensive and workable relationship between the police and MNA residents

Objectives
1. To minimize the distrustful attitudes of the MNA residents toward the police and the harmful effects of such attitudes
2. To further extend and upgrade the knowledge and skills of police personnel in Police- community Relations

Approaches
1. Increase the number of personnel within the Police-Community relation unit
2. Develop a police-community relations approach which will acquaint residents of the MNA proper with the role of the Police Department
3. Continue to recruit for policemen among the minority groups
4. Provisions should be made for Police Department incentive to college educated applicants

Goal III: To provide legal assistance to the MNA residents comparable to the legal assistance utilized by members of the wider community

Objective
To increase the existing level of utilization of legal assistance programs for MNA residents

Approaches
1. Develop informational program designed to emphasize to the residents of the residents of the MNA their need for legal assistance and to acquaint them with their legal rights in the different fields of law

2. Develop an information program to inform MNA residents of existing sources of legal assistance and the income limitation for eligibility
3. Develop under the auspices of the Wichita Bar Assn.; a legal study group to investigate law reform and improvement of judicial procedures

Goal IV: To provide for effective integration of the MNA released adult offender into the community

Objective

1. Utilization of centralized facility for coordination of community efforts in the rehabilitation of adult offenders
2. Supplement existing counseling and guidence services for the adult offender through volunteer use of lay personnel

Approaches

1. Development of a halfway house living facility to provide a maximun 24 hours rehabilitation and supportive services for adult offenders who have been paroled or placed on probation
2. Implement a program of volunteer use of lay MNA residents and professionals to supplement the existing counseling and guidance provided by parole and probation officers.

Parks and Recreation

Objective

To provide adequate facilities and programs for all ages

Approaches

1. Develop proposed inner-loop and northeast diagonal highways as parkways. Incorparting walks and trails and beautification treatment into right-of-way and drainage basement systems
2. To expand cooperation efforts in fields of education and recreation
3. Utilize existing school playgrounds and multipurpose rooms for after school programs

Living Arts

Objective

To introduce living arts into life of the Model Neighborhood Area by making art activities relevant to all MNA residents

Approaches

1. Provide Model Cities Funds to each of the existing arts and cultural agencies in community to encourage greater involvement with MNA people

2. Reshape arts curriculm in schools and arts centers
3. Obtain facilities for living arts program in MNA

Objective — To increase MNA resident numbers in arts careers by hiring a skilled artist to perform specific duties

Approaches
1. Seek out and employ talented artists and artisans in MNA
2. Set up trust fund for arts-career-bound person
3. Set up arts employment office

Health

Goal I: Raise the levels of physical, mental and environmental health of Model Neighborhood residents to the levels prevailing in the remainder of the community

Objective — Reduce the difference between the MNA and the rest of the city for:
1. Infant mortality
2. Mental and social level
3. Infectious disease
4. Dental defects
5. Environmental defects

Goal II: Modify existing systems in the community health structure to facilitate and sustain improved quality of health

Objectives
1. Improve accessibility of health services
   a. existing health services
   b. transportation
   c. financial aid
2. Establish outreach and evaluative systems

Approaches
1. Comprehensive Health Service
2. Establish Outreach System
3. Financial Aid
4. Refuse Collection Service
5. MNA Health Advisory Committee

Education

Goal I: Facilities and programs

Objective
1. To provide school facilities to MNA students comparable to those throughout the city with respect to equipment, space and site size
2. To revise the curriculum for greater relevancy

Approaches
1. Education Park Feasibility Study
2. Dispersion of students
3. Special Curriculum Schools

Goal II: Healthier and educationally supportive attitudes

Objectives
1. Arrange students so that peer groups tend to be supportive of educational values
2. Reorient teachers to the needs of all students
3. Increase the supply and effectiveness of counselors

Approaches
1. Dispersion of students
2. Sensitivity Training for school personnel
3. Master Urban Teacher Corps
4. Counselor-aides
5. Pregnant Girls
6. Farm-Camp school

Goal III: Responsiveness of system

Objectives
1. Increase the amount of relevant knowledge about the educational system through an improved research effort
2. Improve the dissemination of relevant knowledge to all citizens
3. Improve the capacity of the educational system to introduce innovations and to change in ways indicated by research and public needs
4. Increase the involvement of students, teachers and parents in decisionmaking process

Approaches
1. Joint Center for Educational Evaluation, Planning and Innovation
2. Community councils
3. School board members
4. Educational ombudsman
5. Faculty senates

Employment

Goal I Establish cooperation among manpower agencies and negotiate priority contracts

Objective Establish a Manpower Coordination Center

Approaches
1. MNA Employment Board
2. MNA Manpower Staff Training
3. Employment Centers
4. Public information office
5. Work training program-Sheltered Workshop
6. Vocational Training
7. Assessement Center

Goal II: Information collection

Objective — To establish an input, maintenance and retrieval system of data

Approach — To integrate collection of manpower data with collection of economic data at WSU

Goal III: Self-owned and self-controlled business enterprises

Objective — Double the amount of economic enterprise owned by MNA residents

Approaches
1. Management Development and Training
2. Market Feasibility Study

Housing

Goal: To provide safe, decent, sanitary, suitable housing for each Model Neighborhood Area (MNA) resident

Objective — Prepare and maintain a reliable and useful data bank of housing information

Approach — CDA will develop organizations to accomplish the following:
a. Comprehensive housing servey of MNA
b. Establish system of continuous inputs from all agencies and groups with housing knowledge
c. Administrator of survey train and hire MNA residents to work in housing survey
d. Establish methods for disclosing and dealing with unfair housing practices

Objective — Increase the supply of low to moderate income housing available to MNA residents

Approaches
1. Rehabilitation of worthy structures
2. New construction: Increase supply of new rental and sales units within means of MNA residents
3. Demonstrations utilizing new technologies in rehabilitation and new construction to reduce cost, time and increase amenities
4. Open housing
5. Land bank
6. Housing bank

Objective — Provide suitable housing for the elderly residents of the MNA

Approaches
1. Construct housing complex architecturally de-

signed to meet needs of elderly with community facilities, maximun supportive social and other health services, available to low and middle incomes
2. Programs of planned maintenance and renovation of existing homesteads to assist elderly to remain on own property as long as desirable
3. Homestead Tax Exemption for elderly

Objective — Reform tax laws and administration of laws to encourage homeownership and maintenance

Approaches
1. Establish equitable tax laws
2. Insure that the local administration of tax policies is equitable
3. Bring about reform in Federal Income Tax laws
4. Establish an MNA Property Tax Committee

Objective — Establish a comprehensive, long-range landuse plan for MNA to provide guidelines to the type of housing or uses suited to each block

Approaches
1. Establish a Community Planning Center Component of RDC to clearly define and maintain firm zoning policy for various land uses to upgrade the area
2. Provide buffer zones between residential and industrial or commercial zones

Objective — Establish responsible landlord-tenant relationship

1. Develop methods to prevent overcrowding of living units
2. Develop methods for encouraging landlords to utilize tenant-labor for maintenance
3. Amend present statutes governing landlord - tenant relations
4. Provide for escrow rent payments until code violations are corrected

Objective — Develop a comprehensive plan and program to provide a living environment suited to the needs of the SRO's

Approaches
1. Survey and inspect structures in area through existing agencies, Central Inspection, Project Amy, URA, to establish actual conditions
2. Provide financial assistance where needed for landlords who wish to rehabilitate or demolish
3. Build new structure or remodel and rehabilitate old structure, designed to house 100 SRO's within building services

Objective — Reduce the number of overcrowded dwelling units in the MNA

Approaches
1. Construction of 235 and 236 housing
2. Add prefab bedrooms to existing homes or those in rehabilitative condition
3. Relocate families into large LHA owned homes

Objective — Stimulate economic development and employment in the MNA by insuring that MNA residents who so desired, may perform the jobs created in attempting to meet the Housing Goal

Approaches
1. Establish and maintain cooperatives of skilled building tradesmen in MNA
2. Establish on-the-job and related classroom training in housing and rehabilitative crafts and skills
3. Hire and train MNA residents to perform housing inspection and survey jobs
4. Hire appropriate residents on full or part-time basis as individual need or situation dictates

Objective — Insure that MNA residents who rehabilitate their homes or move to new living units are not caused financial, psycological or social hardships which can result in an inability to maintain the new living environment

Approaches
1. Service and information component of the RDC will provide comprehensive, individualized, counseling, information, social services and follow-up
2. RDC Credit Union for financial hardships which may arise
3. RDC maintenance and homemaking courses, information or service, will respond to individual situation and needs

FOOTNOTES

[1]U.S. Congress, House, Committee on Banking and Currency, The Demonstration Cities, Housing and Urban Development and Transit. Hearings before a subcommittee of the Committee on Banking and Currency on H.R. 1255, 89th Cong., 1st sess., 1966.

[2]Ibid., p.33.

[3]U.S. Department of Housing and Urban Development, Improving the Quality of Urban Life, (Washington, D.C.: Government Printing Office, 1967), p. 28.

[4]U.S. Congress, House, Committee on Banking and Currency, The Demonstration Cities, Housing and Urban Development and Transit. Hearings before a subcommittee of the Committee on Banking and Currency on H.R. 1255, 89th Cong., 1st sess., 1966.

[5]Donald O. Cowgill and F. Samuel Ostertag, Jr., The People of Wichita 1960. A report of the Center for Urban Studies prepared for the Wichita-Sedgwick County Metropolitan Area Planning Commission, Wichita, Kansas. Jan. 1962. p. 25.

[6]Dr. Warren M. Banner, A Review of the Economic and Cultural Problems of Wichita, Kansas, for the Urban League, Jan.-Feb., 1965, p. 6.

[7]U.S. Department of Housing and Urban Development, Summary of Model Cities Comprehensive Community Plan, (Washington, D.C.: Government Printing Office, 1969), pp. 3-4.

[8]Ibid., p. 3.

[9]Wichita (Kansas) City Demonstration Agency, "Building the Future, Third-Year Action Plan," 1971. (Mimeographed.)

[10]Sherry R. Arnstein, "A Ladder of Citizen Participation," Journal of the American Institute of Planners 4 (July 1969): 216

[11]George J. Washmis, Community Development Strategies (New York: Praeger Publishers, 1974) p. 155.

[12]Wichita (Kansas) City Demonstration Agency, "An Indepth Evaluation Study of the Model Neighborhood Housing Service Project," 1974. (Mimeographed.)

[13]Ibid., p. 8.

[14]Wichita (Kansas) City Demonstration Agency, "Project Performance Evaluation, MNA Follow Through," 1971. (Mimeographed.)

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AN EVALUATION OF THE WICHITA MODEL CITIES PLANNING PROCESS

AN ABSTRACT

by

CHARLES HAWKINS

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Department of Regional and Community Planning

KANSAS STATE UNIVERSITY

Manhattan, Kansas

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AN EVALUATION OF THE WICHITA MODEL CITIES PLANNING PROCESS

The purpose of this paper is to evaluate the planning process of the Wichita Model Cities Program, in terms of the formulation of goals and objectives and the alleviation of conditions within the Model Neighborhood Area. To do this, the National Act and the Nation's conditions at the time this program was launched, will be examined in order to better understand the goals and guidelines which characterized the program of the Wichita Model Cities Agency.

This paper is divided into five sections:

I. Introduction. The legislative act: findings and declarations of purpose, objectives and principal provisions of the Demonstration Cities Act of 1966, financial assistance, and a general background of the first planning year of the Demonstration Cities Act of 1966 are presented.

II. Major Features of the Model Neighborhood Area. This chapter deals specifically with the characteristics of the Wichita MNA. It contains items of information about the people who lived in the Model Neighborhood Area. The items are grouped under seven headings including: population characteristics, crime and delinquency, education, employment, housing, income, and social services. The procedure used in data gathering was the process of obtaining information from known available sources in the City of Wichita.

III. The Planning Process. Included in this chapter is background information about Wichita's City Demonstration Agency (CDA), its structure and the direction it took in developing and implementing the Model Cities plan. It also expounds on the roles that various citizen groups and boards played in the Wichita Model Cities Program.

IV. Five-Year Objectives and Approaches. HUD required a five-year demonstration period, during which time selected cities could develop comprehensive objectives and approaches to solve their cities problems. It was necessary that cities implement on-going activities designed to effectively meet these objectives.

Wichita's Model Cities five-year objectives were developed from the problematical conditions that existed in the MNA. The conditions were placed into several component areas: physical development, social services, day care, crime and delinquency, health, education, and employment.

V. Evaluation/Conclusion. This section evaluates the effectiveness of the five-year objectives and approaches, in terms of their amelioration of the conditions of the MNA. It evaluates the role of residents citizen participation in the planning process, and it evaluates and characterizes the CDA planning process. Another aspect of this chapter is the lessons learned from the Model Cities experience.