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Rebuilding the Dream: Strategies for LIHNAPPO's Future

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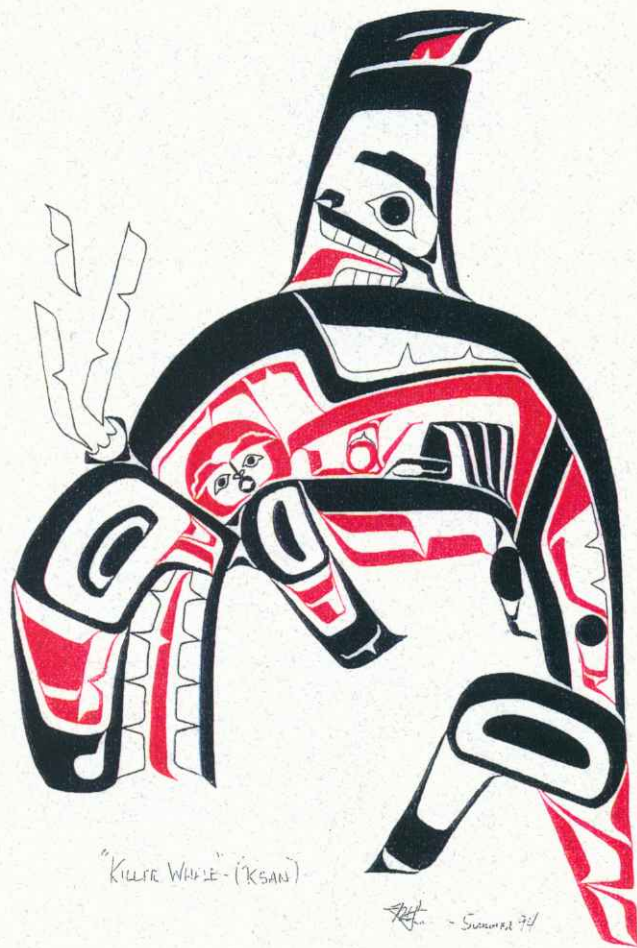
Recommended Citation

Anderson, Marie; Gray, Joddie; Ruark, Ramona; Strickland, Tracy; and Walhood, Mark, "Rebuilding the Dream: Strategies for LIHNAPPO's Future" (1997). *Master of Urban and Regional Planning Workshop Projects*. 139.

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REBUILDING THE DREAM: STRATEGIES FOR LIHNAPO'S FUTURE



Prepared by:

ORCA

March 1997

ORCA (Organizing Resources for Community Action)

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Acknowledgments

This plan is the product of the work, insights and support of many. First, we would like to graciously thank the staff and board members of LIHNAPO, who for over two months shared their time, office space, and stories with all the members of our group. We are especially grateful to Julie Metcalf for allowing ORCA access to her organizational documents, for providing us with essential contacts in the community, and for patiently taking Friday afternoons out of her schedule to answer our questions and give feedback on our project.

ORCA members also wish to express our gratitude to Professors Dr. Deborah Howe and Dr. Connie Ozawa for their advice on matters both practical and philosophical involved in creating this document. Finally, we received generous support from friends, family, and fellow students throughout the course of this project, all of whom deserve more thanks than we can give for encouragement provided, meals cooked, and for moral support.

Finally, we wish to thank all the people who answered our questions and who allowed us to interrupt their lives. Many urban Indians, community leaders, public agency staff, and others shared their time to make this project happen. If this product is useful, it is in no small part because of the generosity and wisdom of many of Portland's Native American leaders. We are happy to have had the privilege of getting to know and work with this community, and hope our plan serves as a small gift of thanks for all that you have given.

Cover: *Artwork by Matthew Smith. Matthew is an artist from the Klamath Modoc Tribe and a former LIHNAPO staff member. OCRA wishes to express our appreciation for Matthew's generosity in sharing his artwork with us and all who read this document.*

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Acronyms

AIAP	American Indian Association of Portland
ANA	Administration for Native Americans
BHCD	Bureau of Housing and Community Development
BIA	Bureau of Indian Affairs
CDC	Community Development Corporation
CDN	Community Development Network
CMSA	Consolidated Metropolitan Statistical Area
HOST	Home Ownership a Street at a Time
LIHNAPO	Low Income Housing for Native Americans of Portland, Oregon
MFI	Median Family Income
NAYA	Native American Youth Association
NIVA	Northwest Indian Veteran's Association
NPF	Neighborhood Partnership Fund
ONABEN	Oregon Native American Business Entrepreneurial Network
ONACC	Oregon Native American Chamber of Commerce
ORCA	Organizing Resources for Community Action
OAME	Oregon Association for Minority Entrepreneurs
PCRC	Portsmouth Community Redevelopment Corporation
PDC	Portland Development Corporation
PPS	Portland Public Schools
PSU	Portland State University
SCOT	Strengths, Challenges, Opportunities, Threats
TACS	Technical Assistance for Community Services
UISHE	United Indian Students of Higher Education

Definitions

Affordable Rental Housing: Rental units that are affordable to a particular market segment, such as 30%, 50% or 80% of Median Family Income. For example, Ceel-ocks Manor units are affordable to families at or below 50% of the Median Family Income.

Alternatives: As used in this plan, an alternative is one of a set of possible projects, project components or strategies to achieve an objective.

Community Development: This term is difficult to define but contains the following features: a focus on providing people the opportunity to change conditions in their communities; work within a defined geographic area with a high concentration of moderate- and low-income residents; a community-driven process with a governing board of directors comprised of area residents and business people; an emphasis on housing and community-based economic development; a comprehensive approach; development activities not for the sake of development but as a way to improve the lives of community members.

CMSA (Consolidated Metropolitan Statistical Area): A specified statistical area used in analysis of the U.S. Census. It is a conglomeration of smaller statistical areas intended to represent an urban area. The Portland-Vancouver CMSA includes Multnomah, Washington, Clackamas and Clark counties.

Economic Development: Economic development, as the term is used in this document, is based on a community-based economic development approach. Such an approach is "a process in which local governments or community-based organizations engage to stimulate or maintain business activity and/or employment." The principle goal of this type of economic development is to "stimulate local employment opportunities in sectors that improve the community, using existing human, natural, and institutional resources." (quoted from Blakely 1994, xv)

Evaluation Criteria: A set of standards for judgement. In this plan criteria are used to select recommendations from alternatives that fit LIHNAPO's mission, the needs of the community and are within the capacity of the organization to implement.

Living Wage: An income level that will allow an individual or family to meet their basic needs and collect enough savings to protect a them from financial crisis without going into debt. Income at a level that will break the cycle of poverty.

Median Family Income (MFI): MFI is the standard measure used by the government and local community development corporations like LIHNAPO to determine what income level is “low-income.” The measure is based on the annual incomes of all people in the Portland area. Half of all incomes fall below the Median Family Income, and a half of all incomes fall above the Median Family Income. There is a MFI for each family size.

- Low-income is below 80% of the MFI
- Very low-income is below 50% of the MFI
- Extremely low-income is below 30% of the MFI

Recommendations: Alternatives that met the evaluation criteria and are suggested for implementation.

Senior Housing: Housing where the units and common areas are designed to meet the needs of seniors and which is located in a part of the community that has convenient access to services seniors might need. Units may be designed for independent living or semi-assisted living.

Strategic Planning: A process wherein key actors agree on a limited number of goals, based on a careful analysis of the wide range of strengths and weaknesses in the organization’s internal and external environment. They then develop strategies to achieve the goals and deploy resources to support the strategies. Strategic planning is unlike comprehensive planning which attempts to provide something for everyone.

Transitional Housing: Housing that is the step between being homeless or in a shelter and being in stable, permanent housing. Transitional housing is often for homeless singles, youth or families who have unstable housing situations due to financial crisis, domestic violence, substance abuse or mental illness. Intensive social services to help the person or family get back on their feet is part of the transition housing program.



CHAPTER ONE:

Introduction

Planning Intentions

Community development is difficult, yet rewarding work. Success is dependent on focused activities, organizational capacity, availability of funding and technical assistance, leadership capability and community support. Low Income Housing for Native Americans of Portland, Oregon (LIHNAPO) was created in 1993 in response to the urgent need for affordable housing for Native Americans in Portland. LIHNAPO is young, working to establish itself as a viable organization. To make this transition, LIHNAPO must carry out a strategic planning process. As a step in that direction, Organizing Resources for Community Action (ORCA) has created this document to help LIHNAPO identify the course for the organization and strategies that will best meet the needs of the urban Indian community.

What is strategic planning?

It is a process where:

- **The *key actors* of an organization initiate a disciplined effort to make fundamental decisions that shape what an organization is, what it does and why it does it;**
- **The key actors agree on a limited number of goals for the organization;**
- **The goals are based on a careful analysis of a wide range of *strengths* and *weaknesses* in the organization's *internal* and *external* environment (To deliver the best results, strategic planning requires a broad yet effective information gathering effort);**
- **Strategic alternatives are explored and developed with an emphasis on the future implications of present decisions; and**
- **Strategies are selected to achieve the goals and resources are used to support the strategies.**

ORCA has not been able to complete a true strategic plan for LIHNAPO for one key reason; a strategic planning process must be driven by *key actors* within an organization and LIHNAPO's direct involvement in this planning process has been limited. The planning process has been primarily executed by ORCA, a group outside of the organization and community. Although there are some advantages to being outsiders, ORCA can not legitimately identify organizational goals or make the fundamental decisions that shape what LIHNAPO is and what it does.

Information gathering and analysis are a significant part of strategic planning and ORCA has engaged in a broad information collection effort and analyzed the wide range of *strengths* and *weaknesses* in the organization's *internal* and *external* environment. In addition, ORCA has modeled the process by which this data could be used to create alternatives and recommendations. Our hope is that LIHNAPO will use this document as a springboard into a self-initiated strategic planning process.

Strategic planning may be seen by some as contrary to some traditional Native American values such as: working for the current need, orientation to the present and a more passive than aggressive approach. Yet strategic planning supports other Native American values. One important traditional Native American value is that wealth is not based on how much you have but how much you give. Another value indicated in LIHNAPO's mission statement is that it is important to build a strong Native American community, a legacy for their children and grandchildren. These two traditional Native American values fit well with community development and strategic planning, which can help LIHNAPO build a strong community for future generations as well as giving much more to its current community.

The results of ORCA's planning process support the recommendation that LIHNAPO use strategic planning. ORCA has identified critical issues and

recommended alternatives and strategies to address these issues. We have found that in the short-term LIHNAPO should focus on stabilizing the organization and bringing the community together. Without a strong organization, little can be accomplished and without a unified community, obstacles will continue to stand in the way of progress. In addition, LIHNAPO should focus on housing to develop a strong track record with funders and the community. Once LIHNAPO has mastered housing development it can expand its program focus.

In summary, ORCA's primary planning intention was to assist LIHNAPO in seeing the benefits of strategic planning and to support their initiation of such a process. However, ORCA would like to make it clear that the flow of information has not been one way. As we worked with LIHNAPO and the urban Indian community we not only educated but in return were educated. This experience taught us a great deal about the challenges and rewards of community development, the organizational structure of non-profits and the need for flexibility in planning. We also learned how mainstream life and mainstream planning approaches are not necessarily consistent with the way Native Americans live their lives and that it takes creativity to accommodate both.

Who is ORCA?

The members of ORCA came together in the Fall of 1996 to work on a planning project to fulfill requirements of the Master of Urban and Regional Planning program at Portland State University. Our interest is in community development; our goal is to work to ensure that low-income and minority communities have access to the resources needed to improve their quality of life. This focus is at the heart of ORCA's work and name - Organizing Resources for Community Action.

How to Use This Plan

ORCA wanted to first lay out a strategic planning process for LIHNAPO and provide them with a base of information to take on such a process. Second, ORCA wanted to provide LIHNAPO with a document that could be used for multiple purposes. Finally, we wanted to share the information and resources we uncovered in our planning process. We could not achieve all of these goals in one document. Therefore, in addition to the plan and appendix of additional data there is a Community Involvement Plan and a Resource Guide.

This document begins with a list of definitions and acronyms for easy reference. The Organizational Profile, Community Profile and Portland's Economy and Housing Market chapters provide the background to support our alternatives and recommendations. The content of these chapters can also be used in writing business plans or grants and in educating new board members and others about LIHNAPO and the context within which the organization works. The appendix contains board and staff biographies, planning mandates and more detailed housing data, all useful for grantwriting. Planning mandates and housing data can also be used in arguing the need for particular projects and to show how projects meet state and local planning goals.

The Community Involvement Plan, a separate document, records the community involvement process used by ORCA and serves as a model for LIHNAPO's future endeavors.

The Resource Guide is a compilation of Native American resources, planning and community development resources and Portland State University resources.

A note about language: Throughout this set of documents we use "the community," to refer to the urban Indian community unless otherwise noted. In addition, we use the term urban Indian when referring to Native

Americans in the Portland area. The term Native American is used to refer to the larger ethnic group beyond the boundaries of Portland. Finally, the term Indian was often used by the group themselves and we used this term when paraphrasing interviewees comments in our documents.

Methodology

ORCA's Approach to Planning

ORCA took a “bottom-up” approach and designed an inclusive and participatory planning process. We wanted to ensure our work would be culturally appropriate for the Native American community. We incorporated into this process the following community development principles:

- ◆ Be inclusive and unifying
- ◆ Be comprehensive
- ◆ Encourage ownership of the process and outcome
- ◆ Support institution building and strengthening
- ◆ Assist capacity building
- ◆ Encourage participation
- ◆ Promote self-determination and self-sufficiency

These community development principles are also reflected in our alternatives, evaluation criteria and recommendations.

In addition to guiding our work by these community development principles, ORCA aspired to provide resources and information to LIHNAPO that would strengthen and assist its growth as an organization. The following goals are a distillation of our hopes for how this plan may be useful to LIHNAPO:

- Provide LIHNAPO with a clear sense of direction and the community's needs so that it can grow strong and thrive.

- Enable LIHNAPO to develop a clear picture of their role in meeting the community's needs.
- Clarify LIHNAPO's sense of its place in the urban Indian community and awareness of potential linkages with other groups.
- Use a planning process and create a plan for LIHNAPO that is culturally relevant and appropriate.
- Create a plan for LIHNAPO with content and materials that can be used for multiple purposes.

The Planning Process

Multiple factors constrained this planning process. First, as stated previously, ORCA is not a key actor in the organization. Second, time and budget were limited. Finally, ORCA began the process with little familiarity of the urban Indian community and without a clear understanding of how to effectively collect needed insights and information from this community. To the extent possible, ORCA's process and methodology mirrored the typical strategic planning process and was divided into three phases: data collection, analysis and recommendations.

Data Collection

As a first step ORCA collected data about LIHNAPO's internal and external environment to gain an understanding of the setting within which LIHNAPO works. We gathered information about LIHNAPO, the urban Indian community, Native American organizations, the Portland economy and housing market, model urban Indian programs in other cities and planning mandates outlined in local and regional planning documents. ORCA's secondary data collection included reviewing organizational documents, census data, planning documents, news articles and other literature.

ORCA began this planning process with the recognition that involving LIHNAPO's constituency was critical to the success of this community-based planning effort. While this plan is for an organization and not the community directly, it will affect LIHNAPO's constituency by shaping the organization's decisions about future projects. Therefore, ORCA began by talking with LIHNAPO staff to determine a culturally appropriate community involvement process. The techniques we decided to use included telephone and in-person interviews, as well as outreach at community meetings. ORCA chose these techniques because of their ability to educate community members and stakeholders about LIHNAPO's work while gathering necessary information about the issues relevant to the organization and the urban Indian community. (See Community Involvement Plan).

The members of ORCA conducted a total of 28 interviews. We held these interviews with: a resident of Ceel-ocks Manor, LIHNAPO staff and board members, funders of LIHNAPO, staff at the North Portland Neighborhood Office, Native American community leaders, representatives of local Native American organizations and other community members identified by LIHNAPO staff and ORCA. Whenever possible we held the interviews in person.

ORCA designed two interview questionnaires: The first to gather information for board and staff professional biographies and LIHNAPO's organizational profile; the second, used with all interviewees, to collect information about the larger urban Indian community in Portland. Questions covered strengths and challenges of LIHNAPO, the urban Indian community and the Kenton and St. Johns neighborhoods. The questionnaire also explored existing and potential linkages between LIHNAPO and other Native American organizations, the best methods for reaching the Native American community and potential funding sources for LIHNAPO.

ORCA was involved in three of LIHNAPO's community meetings. We collected information by recording community feedback during discussion, through a brief questionnaire and through personal observations. At these community meetings we collected information on key issues in the urban Indian community and on the kinds of housing the community would like to see LIHNAPO build.

Due to LIHNAPO's interest in creating a community center for urban Indians, ORCA also conducted a series of interviews with staff at Native American community centers, often known as "Indian Centers," across the United States. The Indian Centers were identified by local interviewees and through a literature and Internet search. In addition to describing the structure, organization and programs offered at these centers, each interviewee was asked to make recommendations for LIHNAPO in their efforts to create a community center in Portland. (See appendix for a summary of Indian Center information).

Data Analysis

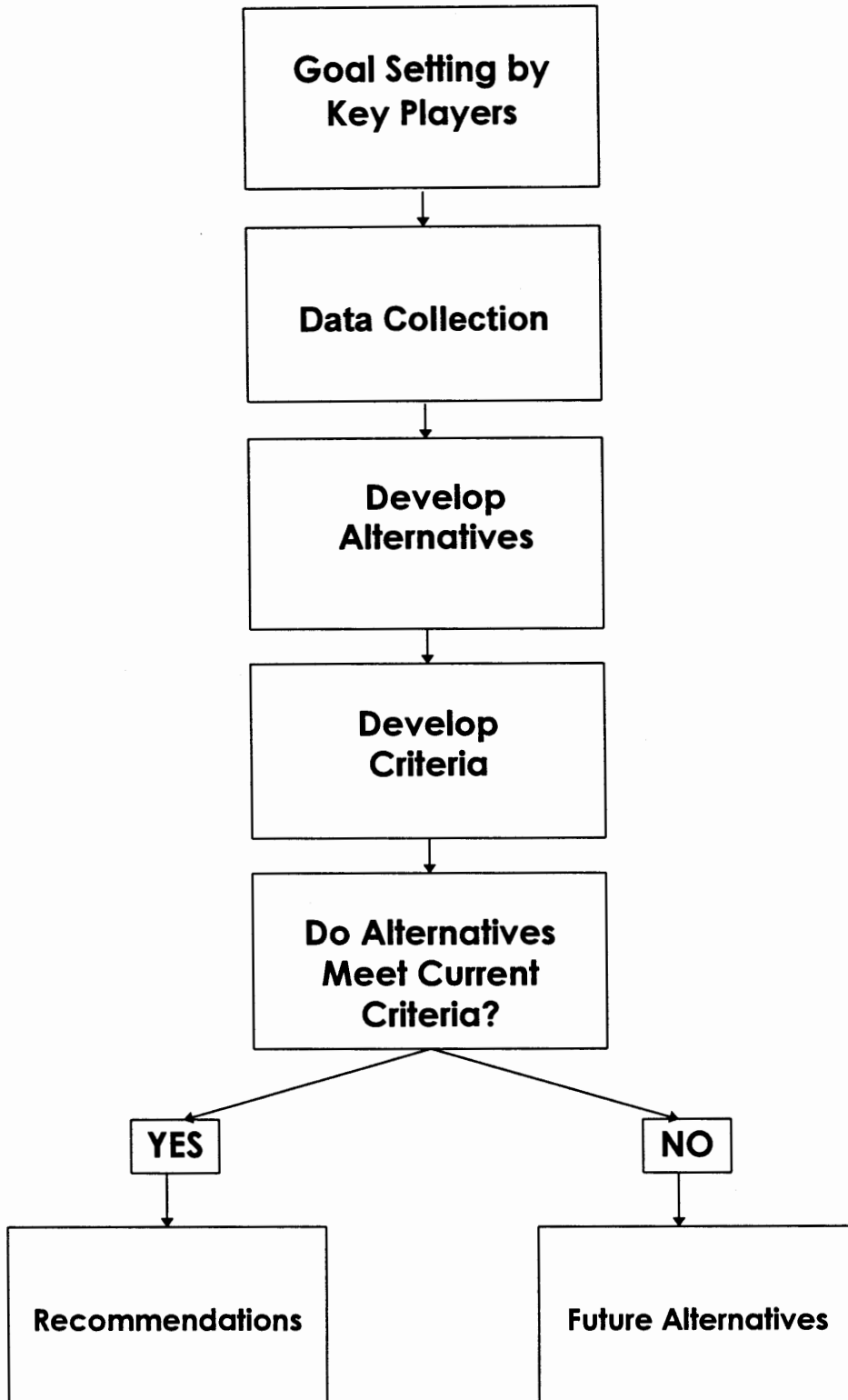
For the analysis phase, ORCA assessed the current situation and probable future for LIHNAPO and its constituency using all the data collected in the previous phase. This analysis was based on the strengths, weaknesses, opportunities and threats (SWOT) analysis model as it is used by Rural Development Initiatives, Inc. A SWOT analysis details a community's internal strengths and weaknesses and external opportunities and threats. ORCA modified this model to a SCOT analysis substituting the word challenge for weakness; the model used in this plan details strengths, challenges, opportunities and threats. We created SCOT matrices for four areas: organizational development, housing, community building and economic development. The purpose of employing the SCOT analysis was to provide plan users with an understanding of how LIHNAPO and the urban Indian community fit into the broader regional economic and social context. This analysis was also used in addition to community input to

develop alternatives and evaluation criteria. Additional explanation of the application of SCOT analysis in this planning process can be found in the introduction of Chapter Six: Recommendations.

Recommendations

As noted above, we used analysis of the data collected and community input to develop a list of alternative strategies, projects and project components that meet the goals listed in LIHNAPO's mission statement. Analysis of the data collected and community input also led to the development of criteria to evaluate these alternatives. Application of the criteria to the alternatives resulted in a set of recommendations for each of the four areas: organizational development, housing, community building and economic development.

Strategic Planning Process



Resources

- Blakely, Edward J. *Planning Local Economic Development: Theory and Practice (2nd ed.)*. Thousand Oaks: SAGE Publications, 1994. p. xv.
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CHAPTER TWO:

Organizational Profile

History

Low Income Housing for Native Americans of Portland, Oregon (LIHNAPO) was created by community leaders in response to the urgent need for affordable housing for Native Americans in Portland. LIHNAPO was initially formed as a project of the American Indian Association of Portland (AIAP). In 1991-92, AIAP formed a Board of Directors to participate in the Neighborhood Partnership Fund (NPF) training program for emerging community development corporations. At the end of the training program in 1993, LIHNAPO was launched as an independent 501(c)(3) non-profit organization, with the first staff hired in 1994. LIHNAPO is the only non-profit housing developer targeting the urban Indian population in Portland.

Mission

LIHNAPO is a community development corporation whose mission is:

“To build a strong Indian Community that our ancestors would be proud of, that will be here for our children and our children’s children by developing affordable housing or implementing other activities for the benefit of low-income Native Americans and the residents of the St. Johns and Kenton neighborhoods. Also, to foster the economic development and self-sufficiency of the Portland Indian Community.”

Maintaining Native American culture is central to LIHNAPO. The organization has incorporated into all aspects of its work its mission to serve the Native American community. With the first project Ceel-ocks Manor, LIHNAPO not only developed quality affordable units for three Native American families, but was able to advance community economic development by contracting with Native American businesses. LIHNAPO has successfully recruited Native Americans as staff and board members.

Native American traditions are incorporated in LIHNAPO's activities and projects. For example, a ceremonial ground blessing was held on the site where Ceel-ocks Manor was built.

Organizational Highlights

LIHNAPO is the only non-profit housing developer dedicated to serving the urban Indian population in Portland.

The organization is still transitioning from a start-up phase into a more stable organization. As a result, LIHNAPO needs to develop new skills in management (personnel and financial), fundraising and internal systems development.

The organization is developing an accounting system to manage their various contracts and is preparing for its first financial audit.

The Board of Directors provides LIHNAPO with links to other Native American organizations and brings various skills and experience to LIHNAPO in the areas of business development, management, financing, property management and community organizing.

The organization has operating funds for the current year, but needs to secure funds for future operating support and salaries.

LIHNAPO is conducting a community planning process to develop a five-year housing development plan funded by the Administration for Native Americans.

Projects

LIHNAPO's first housing project, Ceel-ocks Manor, was completed in 1996 and named after Ceel-ocks Fisher, a dedicated community member who volunteered many hours as a board member for Native American organizations. Ceel-ocks Manor is a two-story triplex located at the corner of North St. Louis Avenue and

North Central Street in the St. Johns Neighborhood. The total size is 3,694 square feet with a total project cost of about \$220,000. Each unit has three bedrooms and one and a half baths. The project meets all Good Cents standards of



Ceel-ocks Manor

Portland General Electric for energy efficiency. Ceel-ocks is home to five adults and nine children. Tenants have incomes of less than 50% of the Portland Median Family Income. Rents are \$555 per month. Property management and maintenance are currently handled by LIHNAPO staff and volunteers.

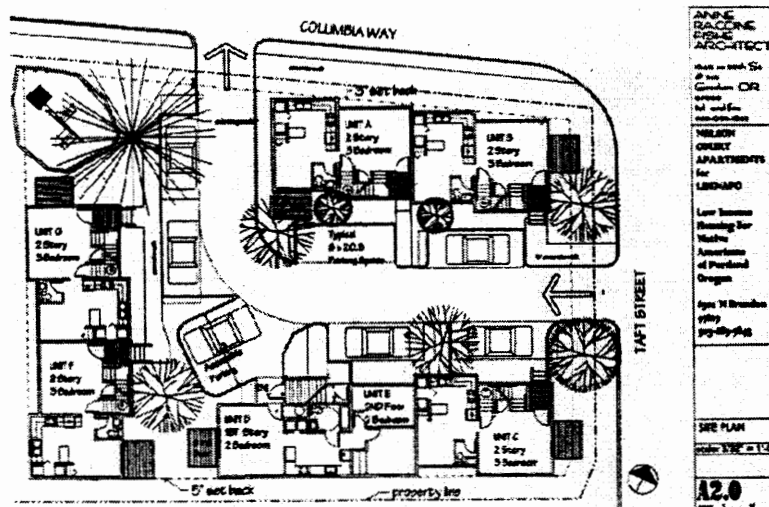
The second project, Nelson Court, is a seven unit project still in the pre-development stage. Construction is expected to begin in spring of 1997. The project will have a total size of 9,482 square feet with two and three bedroom units and will cost approximately \$650,000. Nelson Court will be located at the corner of North Columbia Way and North Taft Avenue. Nelson Court is named after the Nelson family, a Native American family in Portland who lost three of five children to automobile accidents. This project will serve families with incomes of less than 50% of the Portland Median Family Income.

AIAP has formed a partnership with LIHNAPO to develop a two-acre site located in East Delta Park. This city-owned land has been reserved for the

CHAPTER TWO: Organizational Profile

Native American community to build a cultural center. A committee has been formed to investigate alternative designs, create a written plan and coordinate the development process with City of Portland agencies. Options include an arbor, a "feed house" (dining hall with kitchen), restroom facilities and booths for Native American artwork and handcrafted items. In addition, there is a possibility that vendors may be able to market their crafts at special events and on weekends at the site.

Over the years, various community members raised nearly \$60,000 towards the development of this project. LIHNAPO's role as the developer



will be fine-tuned through the AIAP committee work and will likely include assisting the committee with grant writing, securing permits and developing a management and maintenance plan for the site. ORCA had originally intended to prepare alternatives for development of the Delta Park project, but there is already a clear vision among many community members about how the site should be developed. The remaining milestones for the AIAP and LIHNAPO committee are to put together a site and management plan that represents input from the broader urban Indian community and to secure funds through grants or other means.

LIHNAPO has received an 18-month grant from the Administration for Native Americans (ANA) and is currently involved in a community planning process to develop a five-year housing development plan and a

property management procedures manual. The housing plan will define the future direction of LIHNAPO's activities and will include a community needs assessment, planning criteria and an income analysis of the targeted housing population. As part of this process, four community meetings have been held as of February, 1997. Possible housing programs identified include: senior housing, transitional housing, affordable rentals, homeownership program and a community village. The property manual will include policies, standardized procedures, rental formulas and forms for managing LIHNAPO's housing projects.

LIHNAPO is a member of the Native American cluster group of the Center for Community Change, a national organization working for social change. The Center has identified and targeted different urban Indian organizations throughout the country and provides them with technical assistance in housing and economic development. Through this program, LIHNAPO is eligible to participate in information sharing sessions and receive peer-to-peer mentoring.

General directions and long-term organizational goals identified by the staff and Board include:

- Foster the development of affordable rentals, transitional and senior housing and homeownership programs for the community.
- Collaborate with community-based and community-supported businesses and services and work towards the creation of a community/cultural center for the regional Native American community.
- Identify economic "leakages" within the regional Native American community and find ways to recapture that loss in order to strengthen the community economically.

- Establish links between LIHNAPO and other organizations.
- Be a regional voice for the unique housing, service and cultural needs of the Native American community.

Staff and Board

LIHNAPO has undergone significant staffing challenges and a restructuring of the Board during the past year. The first Executive Director left in the summer of 1996. Julie Metcalf, Board Chair at that time, stepped in to act as the interim Executive Director. Ms. Metcalf has been involved with LIHNAPO since its inception and has provided continuity to the organization through this difficult transition. She has been able to recruit a new Board of Directors with skills and experience in business development, management, financing, property management and community organizing. The Board provides LIHNAPO with links to other Native American organizations, including Oregon Native American Business and Entrepreneurial Network (ONABEN) and Oregon Native American Chamber of Commerce (ONACC).

With funds from the ANA grant, a Project Coordinator and an Assistant Coordinator were hired in the summer and fall of 1996 to carry out the five-year housing development planning process. However, there has been a change in and restructuring of, these positions causing delays in the program. In February 1997 a new Project Coordinator was hired and the Assistant Project Coordinator position was filled by an internal promotion. In addition, a technical writer will be hired as a consultant to assist staff in writing the final plan. LIHNAPO has requested that the grant be extended through September 30, 1997.

Other staff positions are a Financial Manager and a Receptionist. Currently the Financial Manager is working to update LIHNAPO's

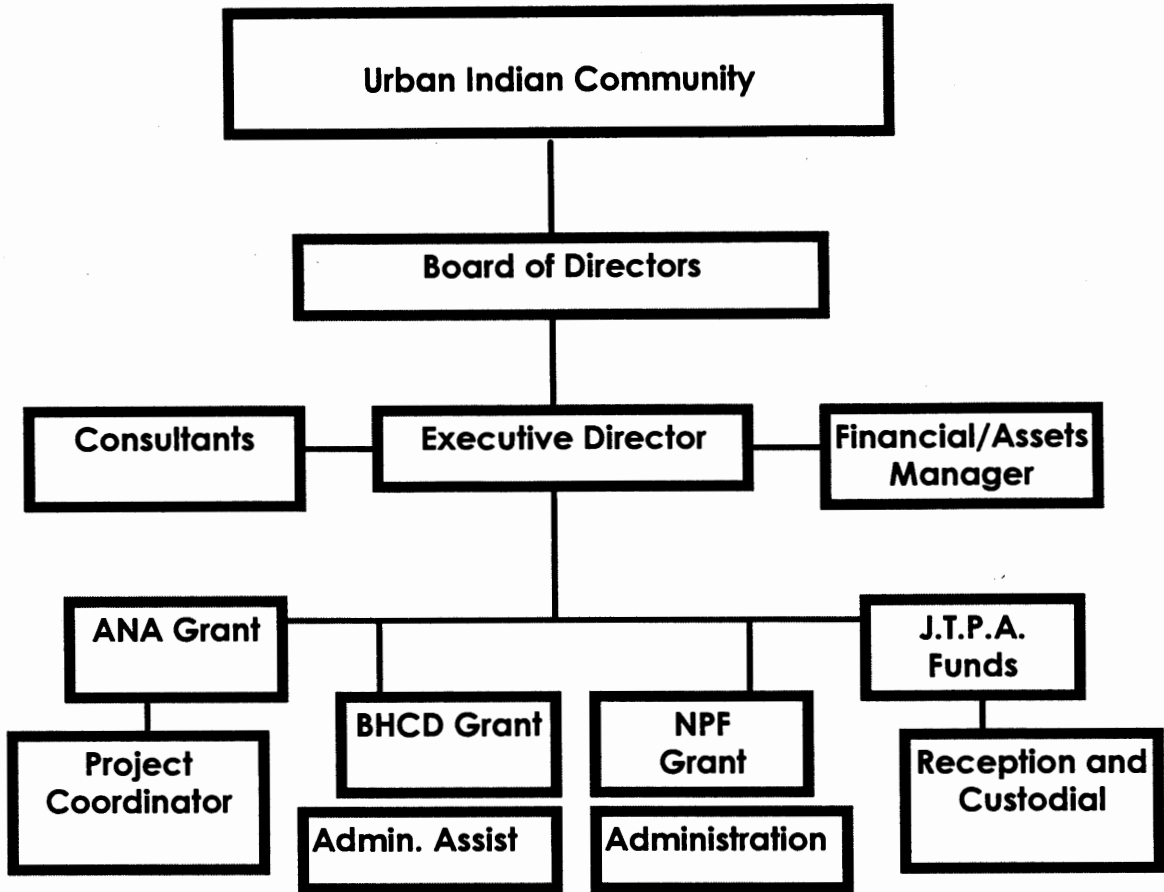
accounting system and is preparing for its first audit. The Executive Director is currently carrying out multiple roles and responsibilities.

Financial Overview

Creating an adequate accounting system to manage the various contracts has been a significant challenge for LIHNAPO. The change in staff for the Executive Director position and the lack of unrestricted funds have made progress difficult. However, with a Financial Manager on board, LIHNAPO plans to complete its first audit in March 1997.

LIHNAPO has established the period of July 1 to June 30 as its fiscal year. For fiscal year 1996-97, LIHNAPO has a total operating budget of \$170,867 and receives funding from the City of Portland's Bureau of Housing and Community Development (BHCD), Association for Native Americans (ANA) and Neighborhood Partnership Fund (NPF). Other revenue includes developer fees and project rental income. The ANA grant provides funding for a Project Coordinator and an Assistant Project Coordinator as well as funds to pay for professional services (financial analyst, architect and attorney) and some overhead expenses. The BHCD and NPF grants fund general operating expenses, technical assistance and the Financial Manager and Executive Director positions. These grants, with the exception of the ANA grant, are for one year. LIHNAPO is requesting additional funds from ANA for housing construction for the 1997-98 fiscal year. However, the organization still needs to secure funds for future operating support and salaries.

ORGANIZATIONAL CHART



Note: This chart represents the relationships between the different positions and funding sources at LIHNAPO and is not intended to show relative positions of influence. Generally, the staff positions report to the Executive Director, while the Board has a reciprocal relationship with the Executive Director. The Urban Indian Community is listed at the top to show the importance of LIHNAPO's Mission Statement in all activities.



CHAPTER THREE:

Urban Indian Community Profile

Urban Indian Community Highlights

The Native American community in the Portland area is culturally diverse, with over 100 tribes represented.

The Native American population is geographically dispersed throughout the metropolitan area.

Native Americans in Portland experience high rates of poverty and unemployment, and face a shortage of affordable housing.

There are many community organizations serving the Native American community ranging from social service-oriented agencies to cultural and advocacy groups.

The Native American population can be divided into the following categories:

- *Federally Recognized Tribes* - (550 tribes) Tribes of Native People recognized officially by the federal government.
- *Non-Federally Recognized Tribes* - Tribes of Native Americans who are not recognized by the federal government, or who are not "enrolled."
- *Reservation Indians* - Native American people who today live on reservations of land designated by treaties of agreement with the United States Government.
- *Urban Indians* - Native American people who today live in America's urban areas. The urban Indian population totals approximately 70% of the total Native American population.

It is this last group, the urban Indians, who are LIHNAPO's focus. The Native American community in Portland is diverse and fragmented. Many were relocated in the 1950's as a result of a federal relocation program. At that time Native Americans were promised jobs,

opportunities and services by the federal government to assist them in their transition to the city. Yet today the characteristics that distinguish urban Indians from reservation Indians are the lack of a land base and the absence of federal funding specifically for urban Indians.

While there are a small number of federal programs for urban Indians, Native Americans living in Portland and other urban areas are basically reliant upon the same services as the non-Native community. Even if an urban Indian is a federally recognized tribal member, once he or she leaves the reservation all tribal benefits are lost.

Demographics

The Native American population is the smallest minority population in the State of Oregon. Moreover, population counts from the U.S. Bureau of the Census combine the Native American, Eskimo, and Aleut populations into one category. The 1990 census counts of the Native American population are summarized in the table below:

Native American Population in 1990

State of Oregon	38,496
Portland-Vancouver CMSA	12,165
Multnomah County	6,734
City of Portland	5,845

Source: U.S. 1990 Census of Population and Housing

In addition to being the smallest minority population in Oregon with about 1.5% of the state's population, Native Americans are also the least geographically concentrated. Oregon's Native Americans live on reservations located in central, eastern, and coastal areas of the state and are also scattered throughout the Portland Metropolitan Area, living in the urban, suburban and rural communities of Multnomah, Washington,

Clackamas and Clark Counties. Some concentration occurs in Outer-East Multnomah County, Southeast Portland and Northeast Portland. Thirty-three percent of Native Americans in Multnomah County are age 19 or younger compared to the County average of just under 26%. Elders, age 60 and over, make up less than 7% of the Native American population compared to 17.4% for the County average.

**Native Americans in Multnomah County 1990:
Age Distribution by Sex**

Age in Years	# Males	% of Total Males	# Females	% of Total Females
0 - 9	558	16.4%	627	16.5%
10 - 19	511	15.1%	659	17.3%
20 - 29	679	20.1%	740	19.5%
30 - 39	688	20.3%	710	18.7%
40 - 49	462	13.7%	582	15.3%
50 - 59	236	7.0%	225	5.9%
60 +	230	6.8%	249	6.5%
TOTALS	3384		3792	

Source: 1990 Census of Population and Housing Summary Tape File 3A

In addition, estimates from the Center for Population Research and Census at Portland State University show that the Native American population in Multnomah County has increased only modestly since 1990. It is significant to note that Multnomah County's 1990-1993 estimated increase in the Native American population came as a result of natural increase (births minus deaths), with a net out-migration of 44. It was estimated that there were 439 births and 108 deaths, leading to a natural increase of 331 persons. This may indicate a large number of families and youth within the urban Indian community in Multnomah County. Youth programs, such as those run by the Native American Youth Association (NAYA) will probably play a key role in the future of the community.

CHAPTER THREE: Urban Indian Community Profile

While the urban Indian community includes many successful people and a large number of community leaders and programs, several statistics portray the challenges facing the community's most disadvantaged members:

In 1990, urban Indians in Multnomah County had the highest rate (27.4%) of any minority persons without a high school diploma.

While urban Indians make up less than 1% of the Portland Metropolitan Area's population, they account for almost 10% of the homeless population.

In 1990, 27% of the urban Indians in Multnomah County lived below the Federal Poverty Level.

Urban Indians living in North Portland face more extreme challenges with 37% below the Federal Poverty Level.

Of the urban Indian children in Multnomah County, 34% lived below the Federal Poverty Level in 1990, compared with 10% of white children.

Unemployment for Native Americans in the Portland Vancouver Consolidated Metropolitan Statistical Area (CMSA) was 12.2% in 1996, leading the minority subgroups in this category.

Finding affordable housing presents another challenge for the urban Indian community, especially with the rapid rise of Portland's housing prices in recent years (See Chapter 5, Portland Housing Market & Economy). Affordable housing is a central concern for urban Indians and the impetus for creating LIHNAPO. Recent surveys and interviews with recipients of anti-poverty program services in Multnomah County suggested that Native Americans were less likely than other racial or ethnic groups to choose job creation as the most important strategy for aiding those in poverty. Instead they chose safe and affordable housing.

**Housing Tenure by Race Of Householder
City of Portland, 1990**

Race	Homeowners	Renters
Native American	30%	70%
Black	38%	62%
Asian or Pacific Islander	46%	54%
White	55%	45%

Source: 1990 Census of Population and Housing

While many challenges face the urban Indian community in the Portland area, many community-based organizations have grown to provide needed services. Several organizations have existed for decades, but others, such as LIHNAPO, have developed more recently. Unfortunately, some very important programs have disappeared including the Portland Indian Center. This center was the home to many urban Indian programs such as: senior and youth services, job assistance, education programs, legal aid and health services. Community resources are fundamental to shaping the lives of members of the urban Indian community in Portland and serve a variety of purposes.

Community organizations that serve the urban Indian population include:

The American Indian Association of Portland (AIAP), which offers: counseling, assessment and service referral. AIAP also acts as an “umbrella” organization for Indian groups in Portland.

The Northwest Native American Rehabilitation Association provides medical services, referrals and substance abuse treatment.

CHAPTER THREE: Urban Indian Community Profile

The Indian Health Service offers health care for Native Americans throughout Oregon, Washington, and Idaho.

Portland is the site of offices for the Bureau of Indian Affairs and the Northwest Portland Area Indian Health Board.

The United Indian Students of Higher Education at Portland State University is the oldest student group at PSU. It works to create a supportive atmosphere for Native American students through social, cultural and educational events in cooperation with the broader Native American community.

The Native American Youth Association provides a social gathering place to keep culture, tradition and heritage alive in the community through youth sports and activities.

The Bow and Arrow Culture Club, Inc., is an organization of elders which provides gathering spaces for community events, such as Pow Wows, and imparts traditions and culture to Native American children and grandchildren.

Other community services oriented, but not limited, to Native Americans include the following: The Church of the Four Winds, the *Indian World* program on KBOO radio, the *Urban Indian News*, the *Native American Network* on Portland Cable Access and the Northwest Native American Writer's Association. LIHNAPO has formed partnerships with some of these organizations, such as AIAP, to strengthen their service to the community.

CHAPTER THREE: Urban Indian Community Profile

Progress towards a stronger urban Indian community has been slowed by many obstacles. The community is experiencing high rates of unemployment and poverty, and is having trouble finding affordable housing. No common gathering space for community events and organizations exists despite the need. The lack of significant and accurate data on the urban Indian population nationwide makes matters even more difficult. Many funding sources rely on statistics and data to define a population's needs for programs and projects. Without this data it can be difficult to obtain funds. Although family and cultural tradition have held this fragmented community together, LIHNAPO and other urban Indian organizations need to create unity by forming partnerships with each other and by involving the community in their efforts.



Children are always part of Native American community gatherings.

Resources

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Portland Multnomah Progress Board. *Portland/Multnomah County Benchmarks: Progress Report*. March 1996.

U. S. Bureau of the Census. *1990 Census of Population and Housing*. Data from STF3a.



CHAPTER FOUR:

Kenton & St. Johns Community Profile

Kenton and St. Johns Highlights

LIHNAPO is located in the historic Kenton Fire Station.

Kenton and St. Johns neighborhoods have younger and less educated populations than the city average.

7.5% of the urban Indian population lives in the Kenton and St. Johns neighborhoods.

42% of these Native American residents are under the age of 18.

Urban-based community development corporations (CDCs) often begin when local activists respond to challenges facing a particular neighborhood. As a CDC, LIHNAPO varies from this model because it serves both the urban Indian community and the residents of two Portland neighborhoods. One aspect of its mission is to:

“...develop affordable housing or implement other activities for the benefit of low-income Native Americans and the residents of the St. Johns and Kenton neighborhoods.”

To accomplish LIHNAPO’s mission, the organization needs to be aware of the current situation in the Kenton and St. Johns neighborhoods. This section describes these neighborhoods, their social and economic conditions, and other community development efforts taking place there.

Although the urban Indian community is dispersed, LIHNAPO was located in the Kenton and St. Johns neighborhoods because the area has a high concentration of Native Americans relative to other areas of Portland. Another factor in choosing this area as a location for LIHNAPO is that the Kenton Neighborhood is close to Delta Park which has been a popular site for Pow Wows for 50 years. There is also community support

CHAPTER FOUR: Kenton & St. Johns Community Profile

for LIHNAPO expressed in the Kenton Action Plan, a community-based planning effort created as part of the Albina Community Plan.

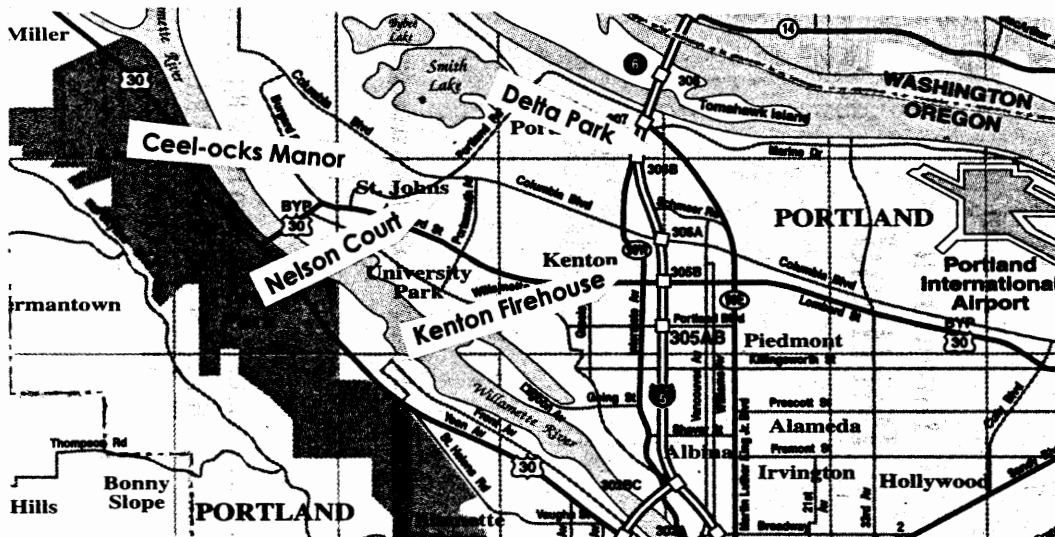


LIHNAPO's office is currently located in the historic Kenton Fire Station.

Location

The Kenton and St. Johns Neighborhoods are located in North Portland. The North Portland area is a peninsula bounded by the 1-5 Freeway on the east, the Willamette River on the south and west, and the Columbia River on the north.

Map of Kenton & St. Johns Neighborhood



Economic and Social Conditions

The area has been primarily a working-class community. In the past many area residents were employed at the Swan Island shipyards or in the industrial areas on the north side of Kenton. In recent years there has been a decrease in the local employment base as industries have relocated outside the area, causing increased unemployment and under-employment of area residents. Residents have also struggled as their incomes have not kept pace with the rising price of consumer goods and services. In addition, rising housing costs in the last five years have added to the economic hardships faced by many residents of Kenton and St. Johns (See Chapter Five: Portland Housing Market & Economy).

Community organizers note both neighborhoods are marked by tensions between working-class or low-income whites and other racial groups. As services are provided to assist members of minority groups in dealing with economic difficulties, low-income whites feel that their needs and concerns are overlooked. Worsening economic conditions have contributed to these tensions.

Demographics

In 1990, Kenton had a population of 6,435 and St. Johns had a population of 9,803. The two neighborhoods account for 36% of the population of North Portland and less than 4% of Portland's total population. Both neighborhoods have younger and less educated populations than the city average. The high school graduation rate is 13-15% lower than the city as a whole and the college graduation rate is 20% lower than the city average.

Demographic data, taken from the 1990 Census, for these neighborhoods are outlined in the following table:

**Population Characteristics for
Residents of Kenton and St. Johns**

	Kenton	St. Johns	Combined	Portland
1990 Population	6,435	9,803	16,238	437,398
Race				
White	74%	85%	81%	85%
Black	16%	6%	10%	7.5%
Native American	3%	2%	2.5%	1.5%
Asian	5%	6%	5.5%	5%
Other	2%	1%	1%	1%
Age				
Under 18 yrs.	27.5%	28.5%	28%	22%
18 to 64 yrs.	59%	59%	59%	63.5%
65 yrs. & over	13.5%	12.5%	13%	14.5%
Education, 25 yrs. & over				
H.S. diploma/GED or more	70%	68%	69%	83%
College degree or more	7%	6%	6.5%	26%
Median household income (estimate)	\$21,667	\$21,097	NA	\$25,592

Source: U.S. Census Bureau

While North Portland residents as a group have lower educational and income rates than the city average, North Portland's Native American residents have even lower rates. This group also has lower education and income rates than the citywide average for Native Americans. In St. Johns over 50% of Native American residents are under the age of 18.

**Population Characteristics for Native Americans
in Kenton and St. Johns**

	Kenton	St. Johns	Combined	Portland
1990 Population	209	235	444	5845
Age				
Under 18 yrs.	29%	53%	42%	29.5%
18 to 64 yrs.	71%	44%	57%	66.5%
65 & over	0%	3%	1.5%	4%
Education, 25 yrs. & over				
H.S. diploma/GED or more	59%	45%	NA	72%
College degree or more	0%	4%	NA	12%
Median household income (estimate)	\$22,500	\$19,634	NA	\$18,798

Source: U.S. Census Bureau

Community Development Organizations

LIHNAPO is not the only CDC serving Kenton and St. Johns. The Portsmouth Community Redevelopment Corporation (PCRC) serves the Portsmouth, Kenton and St. Johns Neighborhoods. HOST (Home Ownership a Street at a Time) works throughout North and Northeast Portland. PCRC currently has eight units of rehabilitated housing. The organization focuses on homeownership for low- to moderate-income people who are able to qualify for traditional financing. HOST is a large non-profit housing developer of new and rehabilitated affordable owner-occupied homes. Purchasers of HOST homes usually have low- or moderate-incomes, although there is no income limit to qualify for a HOST home.

Business and Neighborhood Organizations

Kenton residents and business owners have taken active roles in their neighborhood's revitalization. They helped create the Kenton Action Plan which is currently being implemented. This effort includes plans to renovate the historic Kenton Firehouse, home to LIHNAPO's office and Kenton Action Plan staff.

Kenton residents are strong supporters of the local police precinct and the area high school. They have been active in protecting neighborhood open space and winning improvements for local parks. For the last two summers, the neighborhood has held Kenton Fair Days, a community celebration.

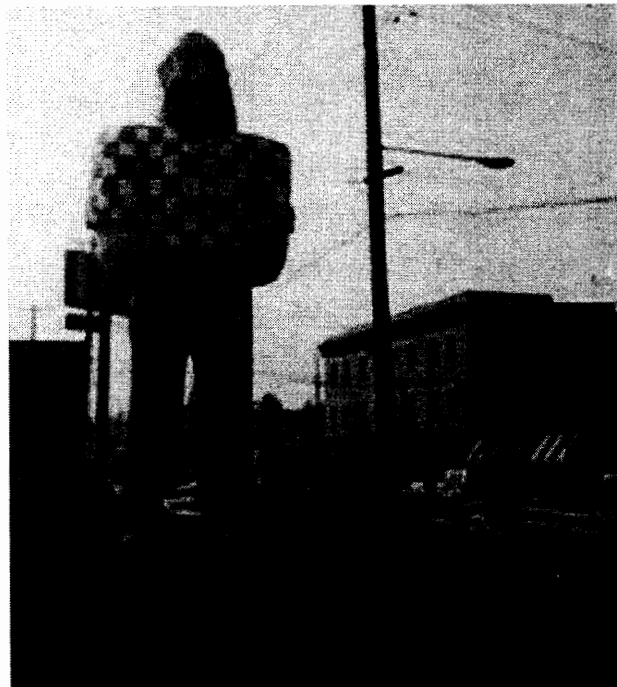
In St. Johns, the St. Johns Parade has been the focus of community pride for the last 50 years. The neighborhood also hosts the Cathedral Park Jazz Festival, a free event that takes place each summer under the St. Johns Bridge.

While the St. Johns Neighborhood Association is active in many community improvement efforts, the group has also been involved in protesting the siting of a parole office and a health clinic in the neighborhood and fought a proposal by HOST to develop houses in a portion of a neighborhood park. While these activities demonstrate the neighborhood organization's commitment to concerns of community livability, its willingness to oppose services to low-income residents may have implications for groups providing assistance to this population.

Housing and Business Districts

Visitors to the Kenton Business District are greeted at the north end of Denver Avenue by a giant statue of Paul Bunyan, a monument to the area's hard-working past. Denver Avenue, the core of Kenton's business district, has been designated a Main Street by Metro, Portland's regional government, to encourage a healthy business climate with high-density land uses and high concentrations of shopping, services, entertainment and restaurants. This Main Street designation often encourages placing apartments on the second or third stories above the retail or offices. The business district, and the residential area immediately adjacent to it, make up a local historic district. Business owners have been active in revitalizing the business district and gained recognition of the Kenton Hotel as a historic landmark.

Housing stock in Kenton is generally of good quality. Though housing costs have risen dramatically in the last five years, housing prices are still lower than much of Portland (see Chapter Five: Portland Housing Market & Economy). This has fueled speculation by developers and has increased pressure on vacant land prices.



Paul Bunyan, a Kenton Landmark

Lombard Street is the main thoroughfare that connects the Kenton and St. Johns Neighborhoods. The St. Johns Business District in St. Johns radiates

from the intersection of Lombard Street and Philadelphia Avenue just off of the historic St. Johns Bridge.

Business owners in St. Johns have formed the St. Johns Boosters to guide efforts to improve the business district and the area's business climate. The business district has a core of good-quality buildings with low vacancy rates.

St. Johns has become attractive to new residents because of the neighborhood's good-quality homes which are available at affordable prices in comparison to homes in the rest of Portland. This influx of new residents created tensions between newcomers and long-time community members. Community conflicts have focused on issues of public safety and community livability.

St. Johns has several public housing projects. This may account for the neighborhood's high concentration of low-income residents and the high percentage of youth in the area compared to the city as a whole. The neighborhood association's resistance to social service programs for low-income residents may be a result of community frustration about the area's concentration of public housing and related services.

Community resistance to these types of programs may make it difficult for LIHNAPO to fulfill its mission of providing affordable housing and related services in Kenton and St. Johns. Currently LIHNAPO's tenants are all Native American, but as LIHNAPO grows and strengthens there will be other low-income community members interested in their services. LIHNAPO's mission is to serve all low-income residents of these neighborhoods. It is important that LIHNAPO form strong links with this community as soon as possible to minimize the potential for community conflict. This can be done by forming partnerships with community leaders and learning more about the contexts within which this community operates.



CHAPTER FIVE:

Portland Housing Market & Economy



Highlights of the Portland Housing Market & Economy

Although Portland's economy is booming, current economic conditions have made life more difficult for low-income households.

The highest rates of job growth continue to be in the lowest paying service sectors and in the higher paying technical and professional level jobs.

Portland has experienced a drastic increase in housing costs and shortage of affordable units over the past five years due to population growth which is primarily tied to employment growth.

Income growth in Portland has not kept pace with the rise in housing costs.

Urban Indians face additional challenges in the context of Portland's economy and housing market due to certain characteristics and cultural practices of their population.

Non-profit housing developers face increasing costs in the acquisition and development of affordable housing as well as strong competition from for-profit developers.

The following section discusses the current economy and housing market trends for the Portland Metropolitan Area. The future direction of LIHNAPo is influenced by these trends. Its ability to provide affordable housing is jeopardized by rising housing costs, the decreasing supply of vacant land and affordable housing stock and increasing competition for government funds. To better serve its constituency, LIHNAPo must take into consideration the recent changes in Portland's economy and housing market.

Implications of the Current Housing Market & Economy on Low-income People

Oregon's economy is booming. According to the January 1997 issue of *Oregon Labor Trends*, 1996 was Oregon's fifth year of solid economic growth. The state continues to set new population and employment records and sustain low unemployment and inflation rates. The Portland Metropolitan Area has been and will continue to be the most successful region in the state, driving Oregon's economy. In 1996, Portland's rate of job growth was 4.2%, close to double the nation's rate and its unemployment rate remained low, at or below 4.2%. While it is predicted that the economy will grow more slowly in the period from 1997 through 2000, employment in the Portland area will continue to grow faster than both Oregon and the nation. Job growth in Portland over the next ten years is expected to average about 2.5% per year.

Oregon's economy recently experienced a historic shift from an agricultural and lumber-based economy to an economy based predominantly in the high-technology and service industries. The Portland Metropolitan Area is the core of Oregon's high-technology industry. Oregon State Employment Department data suggest that growth in high-technology industry will continue to create jobs and lead to the expansion of software and computer services. Strong growth is also

expected to continue in service sector jobs as well; it is predicted that nearly half of the total number of jobs created in Oregon over the next ten years will be in this industry.

While a strong economy is usually considered positive, Portland's economic growth has not benefited everyone equally. In many ways current economic conditions have made life more difficult for low-income households. Consider the following:

The highest rates of job growth continue to be in the service sector and in the technical and professional level jobs. Because low-income people often do not have the education and skills to compete for higher paying technical and professional jobs, they are only eligible for service sector jobs that rarely offer a living wage and benefits.

A continuing labor shortage in the Portland area has spurred in-migration of job seekers from outside the area, causing an increased demand on the local housing market, pushing up rents and home prices.

Higher paying jobs are often taken by people from outside of the region while lower paying jobs are filled by local residents. For example, in the high-technology sector it is expected that 77% of new jobs paying \$30,000 or less per year will be filled by local residents, compared to only 25% of the new jobs paying more than \$40,000.

Income growth in the Portland region is not keeping pace with national trends.

The current economy is not offering low-income people many opportunities to advance their economic status. The creation of more non-professional and non-technical living wage jobs would better allow Portland's low-income families to gain affordable housing and sustain a better quality of life.

The Housing Market

Portland has experienced a drastic increase in the cost of housing and a decrease in the number of units over the past five years. These conditions are due to population growth as a result of in-migration, primarily tied to employment growth and rising desirability of Portland's inner-city neighborhoods among higher-income households. Speculative purchases in "soon to gentrify" neighborhoods have increased prices as well. The shortage of housing units and the fact that income growth in Portland has not kept pace with the rise in housing costs, has led to decreased affordability of housing in this region. It is expected that housing prices will continue to increase at faster rates than the wages of households earning less than the area's Median Family Income. This trend is illustrated in the table below.

Wage and Housing Costs Increase from 1984 to 1994

Rate of change for	Wages	Home Prices	Rents
1984 to 1994	42.5%	88.2%	81.0%

Source: Oregon Employment Division, Real Estate Report, McGregor Millette and Associates, Inc. as cited in Consolidated Plan: 1996-1997 Action Plan.

Homeownership Trends

The sales price of existing homes in Portland skyrocketed from 1990 to 1995. As shown in the table below, neighborhoods in Portland experienced increases in the average housing prices from 46.2% to 102.9% during that time period.

Average House Prices

	Average house price in 1990	Average house price in 1995	Percent change 1990-1995
Portland	\$90,460	\$135,250	49.5%
North Portland	\$41,300	\$83,800	102.9%
Northeast Portland	\$64,200	\$114,500	78.3%
Southeast Portland	\$59,200	\$109,700	85.3%
West/Northwest Portland	\$143,800	\$210,200	46.2%
Median Family Income	\$37,100	\$44,400	19.7%

Source: RMLS, Market Action and Metropolitan Portland Real Estate Report as cited in Bole, *The Changing Market Place*

In 1996 the median sales price of existing single-family homes in Portland reached \$139,400 putting homeownership out of reach for many low- and moderate-income families. Stable interest rates, usually helpful to first-time homebuyers, have been offset by Portland's rising housing costs. The average up-front home purchase costs are an additional barrier to homeownership. For example, to purchase a home in one of the more affordable areas in the city, North Portland, where prices average \$83,800, up-front costs would be \$8,028 or about 10% of the home price. Another disappearing opportunity for homeownership for low-income households is the stock of older homes in Portland's inner-city neighborhoods. These areas have become more desirable to families with high incomes who can out bid first-time home buyers and low-income households.

Decreasing affordability of homes for low-income home buyers has resulted in declining homeownership rates in Portland. The average homeownership rate in Portland has declined from 71% in the early 1980's

to 53% in 1990, below the national average of 64%. Minority households in Portland have a lower rate of homeownership at 39%.

The Rental Market

Apartment rents have increased 81% from 1984 to 1994. As with home prices, in-migration has led to a continued increase in apartment rents since 1994. The Fall/Winter 1995 issue of the *McGregor Millette Report* stated that employers' aggressive recruitment outside the area lead to a population increase and made the apartment market "white hot." This trend is expected to continue in 1997. The apartment shortage is reflected in the rental vacancy rates in the Portland area, which have remained around or below 4% for the last four years. Five percent is considered a healthy rate and the national average is 7.5%.

Census data from 1990 reveal that many low-income households in Multnomah County were struggling with housing costs at a time when Portland was considered a city with affordable housing. At that time, about 39% of households at or below 50% of the Median Family Income (MFI) were paying more than half of their income on housing costs. Government agencies and CDCs generally consider 30% or less of income spent on housing costs as affordable and paying more than 30% of income on rent as a burden. It is estimated that there was a shortage of 10,698 affordable rental units in 1989. As a result households at 30% or less of the MFI faced even higher housing costs and greater rent burdens.

In 1997, low-income households face much greater housing affordability issues given the combination of rising housing cost and the limited income growth over the past seven years. Large low-income families and persons with physical and mental disabilities experience even more difficulty given the currently tight rental market. Because of the shortage of affordable housing, families often turn to the network of local affordable housing agencies for help. According to a recent study, what these families find is a fragmented, confusing system. In addition, these family

housing needs can not be filled immediately. Because local housing

Examples of Affordable Rent for Low Income Households

Household Size	MFI	Household Composition	Income Source	Annual Gross Income	Affordable Monthly Housing Costs	Lowest Average Rent
1	30%	Semi-retired single person	Small pension and part-time work: \$5.50/hr	\$9,700	\$242	\$382 Studio
2	30%	Single Mother and one child	Full-time housekeeper: \$5.50/hr	\$11,470	\$287	\$415 one bedroom
3	50%	Single Mother and two children	Full-time secretary: \$9.60/hr	\$20,000	\$500	\$500 two bedroom
5	50%	Two Parents and three children	Full-time Mother: \$0/hr Clerical: \$12.00	\$25,000	\$625	\$594 three bedroom

Source: Oregon Employment Department report "Oregon Wage Information 1996", the Median Family Income for Multnomah County and McGregor Millette Report.

authorities are not able to meet the need for subsidized housing in the Portland area, most people have to wait a year before they receive housing assistance, in the mean time they may become homeless or live in precarious housing situations.

The table above compares what is considered affordable rent for low-income households to the rents families currently pay in the rental market. Affordable rents for various households sizes at 30% and 50% MFI were determined by calculating 30% of the gross monthly income for each household. Average rent figures for each area of Portland were taken from the *McGregor Millette Report*. The report lists no average rents that were affordable to households at 30% MFI. Households at 50% MFI could only find affordable rents in North Portland. Even rents that meet the

definition of affordable housing can be a strain when taxes, child care and other living expenses are taken into consideration.

Implications of the Current Economy and Housing Market for Urban Indians

Urban Indians face additional challenges within the context of Portland's economy and housing market due to certain characteristics and cultural practices of their population. Many urban Indians have inadequate housing due to their low level of income. The low income of many urban Indians is linked to the employment sector they work in and their low educational attainment. Finally, large family size, tradition and cultural expectations often make it difficult for urban Indians to fit into mainstream urban life.

The low economic status of many urban Indians is tied to the kinds of employment they hold and their education level. Urban Indians are under-represented in generally higher-paying administrative positions and professional specialty jobs and over-represented in generally low-paying labor and service occupations. Further, urban Indians are more distinctly under-represented in higher-paying jobs than other minorities.

The unemployment rate for urban Indians in the Portland Vancouver CMSA was 12.2% in 1996, compared to the general population unemployment rate of less than 4.2%. Data from the Bureau of Labor Statistics reveals the link between education and income. Those who have not completed high school have an unemployment rate that is more than twice the overall unemployment rate, whereas the unemployment rate for college graduates are less than half the rate for the labor force as a whole. Earnings also increase with the level of education. Because 27.4% of Native Americans in Multnomah County do not have a high school diploma, economic opportunities are limited for them.

While low-income urban Indians face the same housing difficulties as other low-income households in Portland, they face additional challenges in finding and keeping adequate housing due to the characteristics of their population and culture. Urban Indians have the lowest level of homeownership among all racial and ethnic groups in Portland. They experience difficulties in the rental market as well. One challenge for finding decent and affordable housing is the large size of urban Indian households, averaging 5.9 persons. Three and four bedroom rental units, the minimum size needed for these households, are hard to find and less affordable than smaller units. The result is overcrowding, which is most common among large, low-income families.

Part of the housing and employment problems experienced by some urban Indians may be the result of the practice of cultural traditions which may lead them away from their homes for weeks to months at a time. Long absences from home and work affect urban Indians' ability to hold steady employment, resulting in periods of unemployment and overall lower income and decreases their ability to pay rent. This places urban Indians at risk of eviction and homelessness, a problem they suffer from disproportionately. While urban Indians make up only 1% of the Portland Metropolitan Area population, they comprise 10% of the homeless. Another factor influencing homelessness is alcohol abuse, a serious issue in the urban Indian community.

It is clear that urban Indians have unique housing needs. Research has shown nationally that government housing programs do not appear to work well for urban Indians. Evidence of this is the low residency rates of urban Indians in public housing per eligible household, compared to the rates for other racial and ethnic groups. Urban Indians report they are not well served by local social services; some community activists attribute this to the misconception that urban Indians have access to the same benefits as reservation Indians. Housing built and managed by urban Indians could address some of these issues.

The Impact of the Current Real Estate Market on Non-profit Housing Developers

There is a continued and growing need for the affordable housing built by non-profit housing developers, community development corporations and housing authorities in Portland. However, this work is affected by the current real estate market as well as local and national funding trends.

Rapid population growth has contributed to a hot housing market and a shortage of housing units. Non-profits have to compete for scarce properties in the same market as for-profit developers, speculators and middle- and upper-income home buyers. Not only is competition from local developers a problem, but the current housing market in Portland has attracted national developers and institutional investors. Large institutional investors have moved into the area and are purchasing, developing and managing more projects, mostly larger multi-family apartment complexes. The growing number of national developers threaten local builders and non-profit developers.

Changes occurring in the local market are making housing development more challenging and more expensive. According to the Urban Land Institute, the median lot price in Portland increased 60% from 1990 to 1995. In 1997, land prices are expected to rise as high as \$200,000 per acre, or \$9,000 to \$11,000 per unit. Land is not only expensive but difficult to find. Large tracts of developable land are nonexistent in inner Portland and for-profit developers have begun to focus on infill projects. In the past, infill projects were predominantly done by CDCs attempting to improve inner-city neighborhoods, but as these areas have become more attractive to middle- and upper-income households, infill projects have become more lucrative for for-profit developers.

Evidence of the increasing desirability of housing in or near downtown is seen in the drastic increase in new building permits issued in that area as

well as rise in sales prices for apartment properties. In 1996 the number of permitted units in Multnomah County surpassed suburban Washington County. A large portion of those units were inside the Portland city limits and 40 percent were planned to be "for sale" units rather than rentals. As with land and single-family homes, the prices of apartment properties are increasing. As shown in the table below, apartment sales prices have increased 10.6% to 15.7% from 1995 to 1996. In downtown and close-in neighborhoods, apartment prices have risen from an average of \$30,000 to \$35,000 to \$40,000 per unit and as high as \$50,000 for close-in units in eastside Portland. In addition, the conversion of units from rental to

Apartment Sales Prices

	New unit	1980-1990 unit	1979 and older unit
1996 average unit price	\$60,438	\$51,539	\$36,010
Percent increase in price from 1995	11%	15.7%	10.6%

Source: The McGregor Millette Report Fall/Winter 1996

condominium uses has increased, with investors paying premium prices for apartment buildings which offer big payoff once converted. However, rising rents and lower interest rates make it challenging to find apartment units for sale. These trends make it increasingly difficult for CDCs to find affordable properties to purchase and convert to low-income housing.

Local, state and federal funding trends also have an impact on non-profit housing developers. Federal funding is the largest source of income for a CDC with most coming from Community Development Block Grant (CDBG) funds. While federal funding through CDBG and HOME programs did not decrease in 1996, inflation and the rising cost of housing production has reduced how far these dollars will go. In addition, local distribution of federal funds is increasingly based on a CDC's production and performance and competition among non-profit housing developer

for these funds is intensifying. Younger CDCs do not have the same time cushion for developing organizational experience as older CDCs.

CDCs are not only competing with each other for money, but for property as well. The North and Northeast Portland areas have a large number of CDCs and other non-profit housing developers. Increased coordination and specialization will be necessary to avoid turf battles that could disrupt community efforts and detract from the important work CDCs need to do. These factors require LIHNAPo to make strategic choices about the use of its resources and how to achieve the greatest benefits.

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CHAPTER SIX:

Recommendations

Overview

This chapter presents ORCA's recommendations for LIHNAPO; it is divided into seven sections. The first section describes the format of this chapter and the method of analysis used in this planning process. The second section provides a set of criteria used to determine the appropriateness of recommendations proposed within this plan. The next four sections of this chapter are divided by category of analysis and organized by order of priority. The categories are organizational development, housing, community building and economic development. The organizational development section is listed first because it is the area of greatest importance to LIHNAPO's long-term viability and vitality. ORCA recommends that economic development efforts be given lowest priority of these four areas, so it is listed last. Each section includes a brief summary of issues identified by ORCA's data collection process and recommendations for immediate action. The chapter ends with a section on recommendations for future action.

Data collected in the planning process have been organized into SCOT matrices for analysis. SCOT is an acronym for Strengths, Challenges, Opportunities and Threats. This is an adaptation of a model used by Rural Development Initiatives of Oregon, a non-profit organization that uses a similar matrix in their work analyzing rural communities. This type of matrix allows the analyst and the reader to quickly survey the key issues of an organization or community. Understanding an organization, and the broader context it operates in, aids the organization in planning for its future and provides a way to anticipate potential problems in order to minimize their impact.

Strengths, as defined in this analysis, are internal aspects of the organization that can be built upon to improve the organization's effectiveness; these may be related to an organization's mission or staff expertise. Challenges are internal aspects of the organization that must be recognized and addressed in order to insure organizational health. These

CHAPTER SIX: Recommendations

might be related to financial systems or decision-making processes. Opportunities and threats are external to the organization; though they may not be part of the daily operation of an organization, they should be taken into account in planning for the organization's future. Opportunities can be capitalized on for the organization's benefit; they could be potential partnerships or funding sources. Threats are factors that may impact future activities or the viability of the organization such as community tensions or regional economic trends.

Following the analysis of the SCOT matrix in each section is a set of recommendations. All recommendations proposed by ORCA meet the set of criteria described in this chapter. Criteria were developed after considering a variety of perspectives including: concerns raised by community members, resources on sound organizational management practices and principles that guide the work of community development corporations.

In this planning process ORCA identified multiple recommendations for LIHNAPO. Each category of analysis includes a list of recommended strategies for immediate action which should be undertaken within the next 12 months. Under the "Future Action" section is another set of strategies that should be initiated after the immediate action items are completed or in the process of being implemented. Some recommendations fit into more than one area of action allowing LIHNAPO to utilize its resources and programs to the fullest potential. For example, the recommendation for promoting Native American contractors is listed under the section for economic development, but it is also a housing recommendation. This underscores the importance of these recommendations for achieving LIHNAPO's program and project objectives.

Criteria

The following criteria were used by ORCA in evaluating recommendations included in this plan. ORCA sees this set of criteria as a useful tool for evaluating the desirability of proposed actions by LIHNAPO and essential for clarifying organizational decision-making processes. Though some proposed projects or programs may not meet all criteria, each criterion is important for helping LIHNAPO remain sensitive to the needs of its constituency and focused on the intent of its efforts. Other organizations serving urban Indians may want to modify this set of criteria to facilitate their own decision-making processes.

Consistent with LIHNAPO's mission - The alternative contributes to LIHNAPO's ability to maintain a focused rather than diffused approach to community development.

Within the capacity of LIHNAPO - The alternative can be implemented with the organization's current capacity, or through a sustainable increase in that capacity. The organization has sufficient human power and organizational systems in place to plan, implement, oversee and maintain the alternative while continuing with current operations. In addition, the alternative can be implemented in a timely manner and the alternative is considered "win-able" meaning it involves a low risk course of action.

Fundable - The alternative can be supported by identifiable sources of funds for implementation; the implementation budget includes costs for administrative support for the project or program. Efficient use of resources is also considered. Alternatives are favored that have multiple benefits and allow for flexible implementation of the program or project in order to meet the changing needs of LIHNAPO's constituency or to take advantage of future opportunities.

Promotes community pride - The alternative creates or supports a program or project that contributes to community esteem and provides an opportunity for the community to demonstrate to others its strengths.

Community support - The alternative provides opportunities for bringing together LIHNAPPO's constituency.

Consistent with LIHNAPPO's organizational values and community development principles - The alternative incorporates the following principles:

- **Promotes the transfer of knowledge and skills** - The alternative fosters greater self-sufficiency within LIHNAPPO's constituency by broadening the skills and knowledge of community members rather than creating a dependency on the skills and knowledge of others outside the community.
- **Provides opportunities for LIHNAPPO's constituency to be involved in the process** - The alternative involves community members in the process of defining, creating and implementing the alternative.
- **Empowers LIHNAPPO's constituency** - The alternative increases the ability and capacity of LIHNAPPO's constituency to create positive changes in their individual lives and their community.
- **Promotes self determination** - The alternative increases the capacity of community members to meet their needs and determine their own course of action for meeting those needs.
- **Encourages inter-generational connections** - The alternative encourages interactions between youth, adults and elders.
- **Inter-cultural connections** - The alternative create stronger bonds between urban Indians and non-Indians.

Organizational Development

Overview

Organizations must be strong to effectively implement their programs and realize their goals. Organizational development is the internal infrastructure of an organization, consisting of its structures and policies, that accounts for the organization's success or failure. It is an on-going process that enables an organization to thrive as it experiences periods of transition.

LIHNAPO has a dedicated Executive Director who sustained the organization through past Board changes and the loss of the first Executive Director. Board members bring a diverse and important set of professional skills and connections to the organization. Still, LIHNAPO is at a critical point in its development. The organization is confronted with significant organizational challenges, including limited capacity of the staff and board to manage the work of LIHNAPO.

LIHNAPO staff and board need to establish organizational development as a high priority for current and future efforts. It is essential that LIHNAPO create a balance between the recommendations listed in this section so that LIHNAPO can grow into a stable and highly productive organization.

LIHNAPO should identify sources of funding for technical assistance and seek these funds as soon as possible to enable LIHNAPO staff and board to develop adequate organizational capacity before beginning additional projects or programs. These efforts should: inform board members about community development issues; clarify organizational goals and objectives; identify needed skills for staff and address those needs through staff training or hiring of new staff; stabilize funding by diversifying funding sources; and develop adequate organizational systems to govern future actions by LIHNAPO staff and board.

Organizational Development SCOT Matrix

STRENGTHS:	CHALLENGES:
<ol style="list-style-type: none"> 1. Committed Executive Director who has seen the organization through difficult times and kept true to the vision of affordable housing for urban Indians. 2. Board of Directors has strong business skills and solid links to the urban Indian community. 3. Proven housing development ability: Ceel-ocks Manor is a high quality project, built on time and on budget. 4. Ability to tap Native American funding sources enables LIHNAPO to have a broader range of funding support than most CDCs. 5. Serves as a role model for other urban Indian organizations in achieving its goals (Ceel-ocks Manor), coordinating with other urban Indian organizations and involving the community in decision-making. 	<ol style="list-style-type: none"> 1. Organizational instability: LIHNAPO is a young organization which has undergone staff and board changes, jeopardizing the organization's reputation and funding base. 2. Unclear organizational goals and objectives: Strategies for housing development are not defined and long-range goals have not been determined. 3. Insufficient organizational systems including personnel management and organizational decision-making. 4. Limited skills and time of Executive Director: This job requires multiple skills. Organizational changes have placed additional demands on the director's time. 5. Limited time and skills of Board of Directors: Board members are in demand by many other organizations and lack knowledge of CDC work.
OPPORTUNITIES:	THREATS:
<ol style="list-style-type: none"> 1. Available technical assistance through a variety of resources including Center for Community Change, TACS, Community Development Network and Portland State University. 2. Existing models for urban Indian program: Other cities have programs for urban Indians which provide possible models for LIHNAPO's work. 3. Mission of affordable housing for urban Indians is appealing to a variety of funders including progressive foundations and ANA. 	<ol style="list-style-type: none"> 1. Changes in CDC funding policies: There is increased competition between CDCs and greater emphasis on organizational performance in allocation decisions. 2. Shallow support from broader urban Indian community: Many existing alliances with other organizations are based on friendship or family ties. This limits LIHNAPO's ability to build a solid volunteer base and to rally community support. 3. Resistance in neighborhoods of Kenton and St. Johns to programs for low-income people and particularly race-or ethnicity-based programs.

Organizational Development: Recommendations for Immediate Action

Build Board Capacity

Given the limitations on LIHNAPO's unrestricted funds and the current capacity of the organization to do fundraising, ORCA recommends LIHNAPO focus on building Board capacity and expanding the Board's knowledge of non-profit housing development. The Board will need to take a more active role in doing the work of sustaining and building LIHNAPO to ensure the organization's success. In order to increase the capacity of the board ORCA recommends:

1. Expand the knowledge base and expertise of Board members:

A. Provide training in community development strategies and non-profit housing development at a board retreat or through individual training sessions.

B. Hold a board retreat to strengthen commitment and build working relationships between board members and staff.

2. Increase Board size:

Many of LIHNAPO's alliances are currently based on ties with friends and family. Broader support is necessary to increase community interest in LIHNAPO's work and to create a volunteer base to assist with LIHNAPO's operations. This will infuse the Board with additional skills, expertise, time and energy while improving the effectiveness, participation and decision-making capacity of the Board.

A. **Build cooperative relationships outside the organization's "comfort zone."**

- B. Utilize Board members' contacts** with other organizations to assist staff in outreach on behalf of LIHNAPO.
- C. Identify and recruit** potential Board members with skills in urban planning, non-profit housing development, non-profit management.
- D. Identify and recruit** Board members to provide valuable perspectives on LIHNAPO's work and to help do the work of the organization including:
- Low-income families
 - Urban Indian Elders that cross tribal affiliations
 - Residents or business owners in the Kenton and St. Johns Neighborhoods
- E. Seek a balance** on the Board of people with needed expertise, contacts in constituent communities, access to funders and time to do the work required of the Board.

3. **Create Board committees:**

These committees would carry out tasks necessary for maintaining and stabilizing the organization and provide support to the Executive Director. Typical board committees include:

- Personnel Committee develops personnel policies including hiring practices, job description for Executive Director, and grievance or conflict resolution procedures. Such a committee would need to network with other CDCs or talk with a consultant to determine possible approaches for conflict resolution, update job descriptions to reflect the skill needs of the organization, define policy on hiring of non-Native Americans.
- Executive Committee serves as primary contact group for board members and creates board agendas.
- Finance Committee oversees the organization's financial situation and provides advise on the creation of financial systems.

- Property Management Committee monitors issues related to maintaining housing.
- Fundraising Committee identifies and aids in the pursuit of grants and the creation and coordination of special events.
- Outreach Committee creates strategies for promoting the organization's activities and expanding base of support.

Clarify Goals and Objectives

This recommendation could be achieved during a Board retreat.

1. **Create a vision for the organization** that can unify the community and build support for LIHNAPPO's work.
2. **Define organizational goals and objectives** and begin a strategic planning process. Use this plan as a starting point for that process.
3. **Create an organizational values statement** which incorporates Native American values and community development principles.
4. **Decide on strategies for implementing goals and objectives.** Focus on specific strategies for implementing LIHNAPPO's goal of providing affordable housing. For example LIHNAPPO might decide to develop new construction multi-family rental housing for people at 50% of median family income.

Develop Organizational Systems

Board committees and the Executive Director would have primary responsibility in creating internal organizational systems consistent with its mission.

1. **Continue to network with other CDCs** to gain information on effective problem-solving approaches and CDC best practices, as well as to identify areas for potential project collaboration.
2. **Define organizational systems** in the areas of:
 - financial management
 - board recruitment
 - organizational evaluation
 - organizational decision-making
 - personnel management

Expand Staff Knowledge Base and Expertise

Staff have made significant personal and professional commitments to the organization. Their skills and contributions can be enhanced by providing them with training to meet the needs of the organization.

1. **Identify areas of professional development for Executive Director and other staff.** Provide training to increase staff's ability to handle the complex activities of running a community development corporation.
2. **Utilize mentoring opportunities from sources such as community development organizations, Native American organizations, and the Center for Community Change.** Create staff work plans consistent

with short- and long-range goals and objectives of LIHNAPO. Include within those work plans components for professional development and organizational planning.

3. **Network with urban Indian organizations** in other cities to gain their knowledge and expertise.

Stabilize Funding Base

Non-profits are more stable when they are not reliant on just one funding base. Efforts to stabilize funding deal with diversifying funding sources, maintaining and enhancing relationships with existing funders and building relationships with potential funders. To those ends ORCA recommends that LIHNAPO:

1. **Finalize the development of internal financial management systems.** Set up policies and procedures for managing assets and tracking grants.
2. **Build on ties with Native American funding sources** by maintaining strong relationships with these organizations.
3. **Expand LIHNAPO's funding base** to include progressive foundations, individual donors and religious funders with an area of focus that is consistent with LIHNAPO's mission.
4. **Develop a membership base** for LIHNAPO, encouraging people to share in supporting Native American owned housing.
5. **Develop an annual fund raising plan.** Consider fund raising events that draw on the interest of non-Native Americans in Native American

culture. Hire a fund raising consultant to assist in creating a fund raising plan. Recruit students from Portland State University School of Public Administration to help with researching funding sources or writing grants.

6. **Maintain clear and honest communication with funders** such as Neighborhood Partnership Fund (NPF), the City of Portland Bureau of Housing and Community Development (BHCD) and the Association for Native Americans (ANA).
7. **Manage programs and procedures consistent with funders' expectations.**

Housing

Overview

LIHNAPO's mission is to provide affordable housing for the urban Indian community and residents of the Kenton and St. Johns Neighborhoods. LIHNAPO's current funding sources and status as a newly created CDC indicate that housing should remain the primary focus of its projects. Currently, a five-year housing plan is being developed by LIHNAPO with funding from ANA. This plan will clarify the direction for LIHNAPO's future housing activities. It is imperative that LIHNAPO use current planning efforts to decide on specific strategies for developing affordable housing.

Portland's urban Indian community has many needs; LIHNAPO must recognize that it cannot meet all of them. Instead LIHNAPO must maintain its focus while building a unifying vision of housing for urban Indians. Therefore ORCA recommends that LIHNAPO first focus on developing affordable rental housing for families, incorporating community-building components into these projects. Because the urban Indian community has a very large percentage of youth, this strategy would directly benefit the greatest number of urban Indians while promoting family stability.

LIHNAPO may choose to pursue other housing approaches when they have established more stable funding, gained further credibility and enjoy broader community support. A future focus for LIHNAPO may be a homeownership program that is culturally sensitive to the needs of urban Indians. LIHNAPO may also want to consider developing short-term housing in the future, but this strategy has funding and staff capacity issues that LIHNAPO can not currently address.

Housing SCOT Matrix

STRENGTHS:	CHALLENGES:
<p>1. Proven ability to develop low-income housing. Ceel-ocks was completed on time and budget. It is a high-quality design.</p> <p>2. Contacts in Portland's CDC community provide opportunities for networking.</p> <p>3. ANA grant for planning: This process allows LIHNAPO to consider the desires of the community and encourages LIHNAPO to make decisions about the future direction of its housing efforts.</p> <p>4. Ability to tap Native American funding sources: This allows LIHNAPO to diversify its funding base which makes it less vulnerable to policy changes or funding conflicts with individual funders.</p> <p>5. Designs that are sensitive to the needs of Native Americans: Ceel-ocks and the Nelson Court design feature three bedroom units with large kitchen areas to allow for family gathering.</p>	<p>1. Focus of housing program is unclear: Many questions need to be answered regarding the types of housing to be developed in the future. ANA planning grant and ORCA plan should help LIHNAPO clarify these issues.</p> <p>2. Housing not affordable for the very poor: The urban Indian community needs very low-income housing but current funding sources limit LIHNAPO's ability to keep development costs down.</p> <p>3. Staff has limited experience in housing development.</p>
OPPORTUNITIES:	THREATS:
<p>1. Broad community support for mission of affordable housing.</p> <p>2. Properties in North Portland are the most affordable in Portland.</p> <p>3. Native American contractors and business owners provide opportunities to "multiply" the positive effects of LIHNAPO housing.</p> <p>4. City of Portland Receivership Program provides foreclosed properties for rehabilitation projects which LIHNAPO could acquire at no cost.</p> <p>5. Existing homeownership programs can be used by urban Indians.</p>	<p>1. Lack of certainty about local CDC funding, due to increased competition.</p> <p>2. Rapidly rising housing and land costs in the Portland-metro area.</p> <p>3. High level of needs in urban Indian population including problems of homelessness and overcrowding.</p> <p>4. Past resistance by St. Johns Neighborhood to low-income housing and social service programs.</p> <p>5. Low rate of urban Indian homeownership.</p>

Housing: Recommendations for Immediate Action

This section outlines recommendations for housing development and four alternative types of housing projects. Recommendations were selected that can serve the greatest number of urban Indians, provide the best opportunity for successful implementation, and allow flexibility and adaptability for future changes in housing programs. The four housing alternatives are described with discussions of the advantages and disadvantages of each, followed by a recommendation of when to pursue each alternative.

Continue to Develop Rental Housing for Families

1. **Develop rental housing** to strengthen skills and reputation in the area of low-income housing development. ORCA recommends that LIHNAPO continue to produce rental housing because this approach: benefits the greatest number of people, accommodates the reality of low homeownership among Native Americans, and provides good-quality housing for those not interested in owning a home.
2. **Provide referrals to existing homeownership programs**, such as Portland Housing Center and Portsmouth Community Redevelopment Corporation, for people interested in homeownership.
3. **Design rental housing so it can be converted to private ownership** in the future.

Ensure Long-term Affordability

1. **Locate housing in North Portland neighborhoods.** This area has good, affordable housing and land relative to the rest of the city and currently holds the largest percentage of Native Americans in Portland. It is also located near Delta Park, an important cultural site.
2. **Apply to the City of Portland Receivership Program** to become eligible for receiving repossessed substandard housing. Substandard housing could be rehabilitated by the use of volunteer labor and rented out to Native American families at a relatively low cost.
3. **Purchase land as soon as possible** to reduce development costs.
4. **Consider rehabilitating existing multi-family housing.** This may be a less expensive funding option for housing development (see Appendix C: Villa de Clara Vista model).
5. **Increase housing development activities,** within the capacities of the organization, while interest rates are relatively low.

Develop Design Guidelines

LIHNAPO can seek support for implementing this recommendation from Portland Community Design, a non-profit architecture organization that provides its services to non-profit housing developers. Portland State University or University of Oregon Schools of Architecture may also be able to assist in such a project.

1. **Provide a mix of unit sizes in each development.** Offer three bedroom units for families and integrate studio apartments that can be rented by elders or students.
2. **Utilize design for buildings and landscaping that promote safety and security.** Consult with the Portland Police Bureau for information on crime prevention through environmental design.
3. **Use design that fosters community building** by incorporating common spaces in projects including outside space for gardening or gathering and indoor space for informal child care or study center for youth with computers (see Community Building Recommendations).
4. **Adopt designs that allow flexibility** of use within each housing unit in order to accommodate visits from friends and extended family. LIHNAPO could use a courtyard design in future new-construction projects to allow space for gathering, children playing or gardening.

Alternative Housing Types

The alternatives represent a progression, with one alternative offering private space with housing only, to the final alternative that provides primarily public space with housing as a secondary component of a project. Each alternative has benefits and drawbacks. The appropriateness of a particular alternative depends upon the site to be developed, the availability of funds and the primary and secondary goals for the project. These alternatives were developed by considering concerns expressed about needs for community gathering space.

These alternatives were presented at a community meeting held on February 22, 1997 (see Community Involvement Plan). At the community

meeting participants were asked to suggest components each alternative should include and to suggest advantages and disadvantages of each alternative. The community center alternative received the most votes, followed by the alternative that included community extras, the housing-only option and finally the mixed-use project.

Residents were concerned about issues of safety and security in all alternatives that were proposed. They were also concerned about the quality of a neighborhood where housing would be built. Open House participants preferred washers and dryers in the units to dishwashers and garbage disposals. Finally, they wanted housing located close to transportation and shopping.

Alternative One: Housing Only

This housing alternative is modeled after Ceel-ocks Manor. It would provide three to ten units of housing for families. It could feature in-unit amenities such as washers and dryers, given project budget. This alternative could be developed on a small piece of land and would require the least complicated development process of all the alternatives.

Estimated costs: \$220,000 - \$500,000

ORCA recommends that this alternative be used when lot size is limited or budget constraints are extreme.

Alternative Two: Housing with Community Extras

This alternative incorporates aspects of the “Community Village” concept discussed in previous public meetings at a scale that would require less land and initial investment. It is based on a model used by non-profit housing developers for Hispanic communities in Portland and in Washington County.

This alternative is a multi-family housing project, from seven to twenty family-sized units, with the possible addition of a few studio units for

elders or students. The development would include common indoor and outdoor spaces that allow residents to interact. These common spaces could have multiple and flexible uses to accommodate the needs and interest of the people living in the housing development.

Outdoor space could be a courtyard for families to recreate, children to play, or for residents to garden. This space could also be a place for outdoor celebrations. The indoor space could be used in a variety of ways. It could be used for formal or informal child care or a common indoor play area, it could be a space for tenant meetings or celebrations, or it could have a mini computer lab for youth to use for school work and for adults to learn or update computer skills.

Open House participants suggested that this project include a fitness area, library, meeting room, garden area, picnic area, play area and sweat lodge. Many of these uses could be accommodated in the spaces described above.

Participants felt this alternative would promote cultural identity while supporting families. They were concerned, however, about the safety risks of community spaces such as children's play areas.

Estimated costs: \$500,000 - \$1 million

ORCA recommends that this alternative be favored for family housing where there is sufficient land or existing multi-housing that can be redeveloped to implement this approach. The scale is small enough to keep development issues manageable. LIHNAPO could construct a new building on a vacant site or rehabilitate an existing multi-family complex. This alternative promotes family and community interaction and has potential for promoting education in a mini computer lab, providing multiple benefits to the residents in a moderate sized development. This alternative also has the potential to be developed as a mixed-income

project with higher-rent units subsidizing costs for very low-income tenants.

Alternative Three: Mixed-use Housing and Commercial

This alternative is modeled after Albina Corner, a project designed by Portland Community Design. It would include fifteen to thirty units of housing for single people, such as elders or students, couples or small families. Rents for commercial spaces could help cover costs of constructing and maintaining the building. This alternative would be located in a commercial area. Currently Metro Regional Government and the Portland Development Commission are supporting these types of projects.

Open House participants suggested this project could include a health clinic, space for elders, a child care center, social services, a mobile school and a Native American library. They liked the convenience this alternative offered because it would be located within walking distance of shopping and transportation. They felt it would be a good option for elders and youth. However, some participants expressed discomfort about living over commercial spaces, and were uncomfortable with sharing spaces with non-residents.

Estimated costs: \$1.5 - \$2 million

Although this project could achieve other organizational goals in addition to housing, such as economic development or community building, *ORCA recommends* using this alternative when LIHNAPO has the organizational capacity to manage such a large-scale project. This alternative would require complex financing and multiple partners to develop and operate. This alternative has the potential of developing business incubator space and consolidating urban Indian programs. In addition, it can provide a mixed-income project with commercial units subsidizing costs for very-low income tenants.

Alternative Four: Community Center with Housing

This alternative is modeled after urban Indian centers in other U. S. cities. This alternative would provide spaces for a variety of activities and services for urban Indians. The housing component of this alternative would be made up of studio units for elders or youth. Units could be available for permanent or short-term residency. Community spaces would include: gymnasium space, kitchen and locker rooms for Pow Wows; offices for organizations serving urban Indians; and a community craft store. Activities for youth and elders could also be provided at the center.

Open House participants were the most excited by the possibilities of this alternative. They suggested that such a center include a library, as well as outdoor space for softball or camping. Some participants were concerned about the idea of including temporary housing in a community center design. There were also concerns about isolating elders if senior housing was offered in conjunction with the community center. They liked the idea of urban Indian organizations coming together in one place. Participants felt this project should be located near other LIHNAPO housing projects to create a stronger sense of community.

Estimated costs: \$600,000 to \$1.5 million

ORCA recommends that LIHNAPO develop this alternative only under the advisement of a guiding entity such as an Urban Indian Coalition. A broader organization could help these partners identify roles and responsibilities of each partner and to help oversee the center when it is completed. This project provides the potential for community building, but it would require multiple partners. ORCA recommends that LIHNAPO review models of urban Indian centers in other cities before considering this alternative. ORCA also recommends that LIHNAPO's primary role be developer of the center and housing, and to provide maintenance of the housing units.

Community Building

Overview

Without a unified urban Indian community and support from the outside broader community, progress for LIHNAPO will be slow and difficult. Therefore ORCA is proposing recommendations and strategies based on the idea of *community building*.

LIHNAPO's mission emphasizes the importance of strengthening the community and creating an environment "that our ancestors will be proud of." The organization has already begun this task through the community's participation in its decision-making process for the five-year housing plan undertaken through an ANA grant. LIHNAPO has considered developing a community center and has entered into a partnership with AIAP to pursue the development of a cultural center or arbor in Delta Park for outdoor Pow Wows and other events. The broader purpose of these activities is to unify the urban Indian community in the Portland Metropolitan area.

As the next step, ORCA recommends that LIHNAPO use its resources, leadership, and programs to facilitate, support and coordinate activities that create a positive image and increase the capacity of the urban Indian community. One approach is for LIHNAPO to support organizational collaboration and coordination in order to improve services to urban Indians. LIHNAPO can also create community unity through the design and implementation of its programs. LIHNAPO and the urban Indian community can build support for their programs by strengthening relationships with neighborhood residents and the broader non-Native American community in Portland. A united community can help LIHNAPO overcome racism and negative stereotyping of Native Americans. The strategies outlined in this section address the key strengths and strengths internal to the urban Indian community, and key opportunities and threats existing in the external, broader community.

Community Building SCOT Matrix

STRENGTHS:	CHALLENGES:
<p>1. Cultural and spiritual values of urban Indians, such as concern for others and the importance of all family members, creates a sense of community.</p> <p>2. Cultural events and Pow Wows provide opportunities for community members to connect with each other and learn about their heritage.</p> <p>3. The existence of other urban Indian organizations, such as AIAP, UISHE, NARA, ONABEN, and NAYA, provide services and jobs for Native Americans.</p> <p>4. Diversity of tribal traditions and personal experiences provides a broad base of support and concern for the community.</p> <p>5. LIHNAPO's office and projects are within close proximity to Delta Park: This provides a connection between urban Indians and land and place.</p>	<p>1. Internal conflicts within the urban Indian community cause a lack of unity and a lack of communication among groups.</p> <p>2. The urban Indian community is a small and diverse community, and as a result lacks political clout and has difficulty advocating for programs which benefit the community.</p> <p>3. Urban Indian organizations have limited resources: There is a need to increase the skills of staff in order to maintain control over urban Indian assets.</p> <p>4. Attitudes of some community members contribute to community disunity and lack of self-sufficiency.</p> <p>5. Limited services to benefit growing number of urban Indian youth.</p> <p>6. Urban Indians are not concentrated in one neighborhood which makes it difficult to develop strong social networks.</p>
OPPORTUNITIES:	THREATS:
<p>1. Native American funding sources are sensitive to and understand issues particular to Native American organizations.</p> <p>2. Indigenous cultures and practices are becoming more accepted by non-Native Americans and mainstream society.</p> <p>3. Portland State University's Capstone Program requires students to do community service. Interns can help organizations implement programs and services.</p> <p>4. Metro Regional Government and City of Portland's policies encourage multi-family and mixed use projects.</p>	<p>1. Limited funding for urban Indian projects and for affordable housing.</p> <p>2. Urban Indians confront racism and negative stereotyping by non-Native Americans.</p> <p>3. Small number of Native American leaders: New leaders and more supporters are needed to strengthen the urban Indian community and Native American organizations.</p> <p>4. Some St. Johns and Kenton residents are resistant to the siting of social services and low income housing in their neighborhood.</p>

Community Building: Recommendations for Immediate Action

Support Organizational Collaboration and Service Coordination

Although LIHNAPO's primary function is to provide housing, housing alone cannot lead to a healthier urban Indian community. Urban Indians also need health care, education, child care, emergency services, recreation and social services. These services are currently available but difficult to access. Service delivery is fragmented and not coordinated among Portland's various Native American organizations. LIHNAPO can help strengthen the urban Indian community by supporting organizational collaboration and coordination of services.

1. **Assist in the creation of an Urban Indian Coalition** comprised of elders, community leaders and representatives of Native American organizations. The Coalition's role would be to:
 - Provide a centralized forum for advocating for policies and funding on behalf of urban Indians.
 - Provide coordination and collaboration in seeking funds for community projects and services.
 - Support cooperative community and strategic planning.
 - Serve as an important central resource for developing community leadership and projects, such as Delta Park and a community center.

2. **Encourage community elders and LIHNAPO Board members to take active leadership.** Elders are respected by the community and can bridge tribal differences. Together elders and Board members can guide community efforts and facilitate communication between LIHNAPO and other Native American organizations.

Foster Community Unity Through Program Design and Implementation

LIHNAPO can bring together the urban Indian community by involving them in the planning and implementation of projects. The physical design of LIHNAPO's buildings can also enhance community interaction and activities. The following actions are recommended:

1. **Develop housing projects to include a community gathering space for tenants.** Possibilities are courtyards or other outdoor gathering space, play areas for children, indoor community meeting rooms, library or reading room.
2. **Continue to involve community members in the planning and development of housing projects** in order to build a sense of community ownership.
3. **Continue to name LIHNAPO's housing units after community members** to foster a feeling of urban Indian ownership and to promote a positive identity in the community.
4. **Develop housing projects to support inter-generational interaction.** Projects could include multiple unit sizes. Small units such as studios or one to two bedrooms could be provided for elders or students. Larger size units with three to four bedrooms could accommodate

families with children and other family members (Also see Housing Recommendations).

Build Relationships with Neighborhood Residents and the Broader Non-Native American Community in Portland

Native Americans often face racism and negative stereotyping. By communicating with neighborhood residents and community members at local events, LIHNAPO enhance its image in the neighborhoods it serves and build support for its programs. Actions to take are:

1. **Establish close working relationships with St. Johns and Kenton residents and business owners.** Inform neighborhood residents and business owners of LIHNAPO's efforts and seek input from them to minimize the potential for community resistance and opposition to their programs and projects.

Economic Development and Self-sufficiency

Overview

Economic development and self-sufficiency are elements of LIHNAPO's mission statement. However, LIHNAPO currently does not have the organizational capacity or resources to take on economic development programs. Stabilizing the organization and building community unity are more important to the success of LIHNAPO. Therefore, ORCA recommends that LIHNAPO focus its current efforts on housing development and set economic development as a long term goal. This recommendation is made for the following reasons: LIHNAPO has proven its ability to build housing; housing is given as a key priority in the organization's mission; and currently LIHNAPO has funding from ANA to create a five year housing plan.

ORCA recommends LIHNAPO use its housing programs to promote economic development opportunities. For example, LIHNAPO could provide space within its housing projects for child care services and a shared computer lab. In addition, LIHNAPO can help its tenants build skills for greater self-sufficiency. Self-sufficiency activities are aimed at enhancing an individual's abilities to earn a living wage and manage personal finances.

ORCA recommends that LIHNAPO work with community partners with experience in economic development, such as ONABEN, when developing future economic development efforts. Projects should work to stop economic leakages from the urban Indian community and develop projects to draw money from outside markets to LIHNAPO's constituency. LIHNAPO's future economic development efforts should also be targeted at the high percentage of youth in Portland's urban Indian community.

Economic Development and Self-sufficiency SCOT Matrix

STRENGTHS:	CHALLENGES:
<p>1. Board of Directors with business experience and connections to ONABEN and the Native American Chamber of Commerce.</p> <p>2. Understanding of importance of economic development for self-determination of urban Indians.</p>	<p>1. Lack of staff expertise in the area of economic development.</p> <p>2. Organizational focus on housing: Danger of diluting current efforts by broadening scope to include economic development.</p> <p>3. Limited capacity to broaden focus.</p> <p>(All these issues related to organizational development; see Organizational Development section.)</p>
OPPORTUNITIES:	THREATS:
<p>1. Native American contractors provide opportunities for LIHNAPO to “multiply” benefits of providing low-cost housing.</p> <p>2. Urban Indian centers in other cities provide models of urban Indian economic development strategies.</p> <p>3. Funding support for mixed-use projects which could house economic development projects.</p> <p>4. Albina Community Plan included many actions which have prompted grassroots economic development, including business development, in North and Northeast Portland. Kenton is within plan boundaries.</p> <p>5. Artistic and handcrafting skills of Native Americans combined with the growing interest of non-Native Americans in Native American handicrafts and artwork.</p>	<p>1. Economic leakages: Pow Wows must be held in non-Native owned sites which results in economic leakages. There are few Native American business owners.</p> <p>2. Current job growth is primarily in low-paying service sector jobs.</p> <p>3. Low education levels among some urban Indians.</p> <p>4. Need for job searching skills among some urban Indians.</p> <p>5. Different cultural perceptions of poverty mean a lower level of concern about jobs among some urban Indians.</p> <p>6. Mismatch between values of dominant culture and Native American culture.</p>

Economic Development and Self-sufficiency: Recommendations for Immediate Action

Native Americans have difficulty developing economic stability for a variety of reasons. Some Native Americans moving to the city from reservations, where their needs were taken care of, have a “clientist” perspective meaning they look to others to care for their needs, rather than taking an active role in improving their own situations. Some Native Americans lack the skills to manage their personal finances and access economic resources. Native American values differ from the dominant values based on an European economic model. While the dominant society measures an individual’s worth by what they *have*, Native Americans measure a person’s worth by what they *give* to others.

Use Housing Development to Promote Economic Development

LIHNAPO can use its skills as a developer of buildings to promote economic development. ORCA recommends the following actions:

1. **Use Native American contractors** that are licensed and bonded. Partner with ONABEN to assist Native American contractors obtain needed licenses and bonds.
2. **Include a computer lab in larger housing projects.** Access to computers is becoming a common amenity at low-income and affordable housing projects. This strategy provides low-income families access to computers in order to learn or upgrade computer skills and enhance their employability. In addition, children are exposed to new technology and educational resources. Funding

sources, such as HUD's Neighborhood Networks Program, Intel and US West, are available to support this strategy.

3. **Provide space for formal or informal child care within housing projects.** Child care providers would contribute to their families' incomes while providing safe and comfortable environments for children of LIHNAPO's residents to be cared for while family members are working.

Provide Opportunities for Tenants to Build Skills

1. **Refer tenants to economic development and self-sufficiency programs** already provided by other organizations including entrepreneurial training programs at ONABEN and OAME and Portland Housing Center's economic literacy programs.

Future Action: Recommendations

The following recommendations are to support LIHNAPO's future growth and development. They should be pursued as additional resources become available.

Organizational Development

Hire Additional Staff

As LIHNAPO grows it will need additional staff. The following is a list of alternative strategies for meeting staffing needs.

1. **Expand the number of paid and non-paid positions.** Hire additional staff with skills defined as necessary for meeting the program and administrative needs of the organization.
2. **Hire consultants to provide temporary support for LIHNAPO projects** when hiring permanent staff is not feasible.
3. **Use student interns and volunteers to increase productivity,** taking into consideration the time and energy involved in supervising volunteers.
4. **Consider adopting a co-director position** to complement skills of the Executive Director. Other community and economic development corporations have adopted this model and can provide information on how such a position could be developed.

Housing

Provide Housing for Very Low Income

1. **Develop mixed-income projects** using a sliding rent scale according to income. This will increase the diversity of tenants and help subsidize rents for lower-income residents.
2. **Consider developing a mixed-use project** that combines housing and commercial space. Rents from commercial or community spaces could help subsidize rents for lower-income residents.
3. **Consider including temporary housing in a community center or mixed-use project.** Work with reservations about the possibility of developing a partnership to provide housing for Native Americans newly arrived to the city from the reservation and for those on the Pow Wow circuit or spiritual journeys. Rents from commercial or community spaces could help subsidize rents for lower-income residents.

Support Homeownership

1. **Provide homeownership education** to prepare Native Americans for homeownership or partner with a non-Native program to develop a homeownership education program that incorporates learning styles and issues unique to urban Indians. Use Minnesota Finance Agency's homeownership guide as a model.

2. **Consider providing a homeownership program using cooperative ownership, limited equity agreements, or community land trust models to address long-term affordability.**

Use Housing Development to Promote Economic Development

1. **Involve tenants in property maintenance as a job training opportunity in order to “multiply” benefits of providing housing. This could include on-site management of large apartment complexes or help with landscaping. (Pursue this alternative only as time of staff permits.)**

Community Building

Support Organizational Collaboration and Service Coordination

1. **Encourage other Native American organizations to locate their offices and programs, especially those oriented to families, in North Portland** to simplify process of seeking assistance for program users and to build a link between urban Indians and a neighborhood.
2. **Work with AIAP to develop the Delta Park site into a facility with an arbor and feed-house for urban Indian celebrations.**
3. **Develop and strengthen ties to tribal groups** by involving tribal leaders in planning LIHNAPPO activities, recruiting them as board members, and putting tribal organizations on LIHNAPPO's mailing list.
4. **Publicize Native American events** in local media, including KBOO, KPTV-12, OPB-10, Portland Public School's *Talking Circle* newsletter, *The Oregonian* and *Willamette Week*.

Foster Community Unity Through Program Design and Implementation.

1. **Support activities for Native American youth.** Engage youth in community meetings with activities that educate them and their families on homeownership. (An example is children's coloring book with a housing theme.) Collaborate with organizations that provide

services for youth.

2. **Develop or rehabilitate shared office space** for LIHNAPO and other Native American organizations.
3. **Continue to concentrate in Kenton and St. Johns.** Cluster housing and programs to provide urban Indians with a connection to a neighborhood and better access to services.
4. **Create a LIHNAPO newsletter to:**
 - Share stories with other organizations.
 - Increase the visibility and community awareness of LIHNAPO's activities.
 - Provide information to LIHNAPO's constituency about affordable housing opportunities and programs.
 - Remember Indian history and build cultural pride.
 - Publicly acknowledge and celebrate success of community members.
5. **Create and build a Community Center for urban Indians.**
(Also see housing recommendations.)
6. **Co-sponsor events with other Native American organizations** such as Pow-Wows, community dinners, story telling, arts and crafts shows and other cultural events.

Build Relationships with Neighborhood Residents and the Broader non-Native American Community in Portland

1. **Include one or more neighborhood residents or business owners on LIHNAPO's Board** to facilitate communication and understanding between urban Indians and the neighbor residents and business

CHAPTER SIX: Recommendations

owners of Kenton and St. Johns. (See organizational development recommendations for immediate action.)

2. **Participate in the St. Johns Parade and Kenton Fair Days.** Encourage other Native American groups to do the same to build understanding about LIHNAPO and urban Indian organizations and to reduce issues of racism.
3. **Capitalize on interest in Native American culture,** by holding a housing or Delta Park fund raiser that features Native American artwork and hand-crafted items.
4. **Seek partnerships with other minority organizations** that provide services Native Americans could use. The area of North and Northeast Portland covered by the Albina Community Plan has a multitude of programs for minority groups that could be beneficial to LIHNAPO's constituency.
5. **Develop relationships with concerned political leaders** in Portland to build support for urban Indians and the work of LIHNAPO.

Economic Development and Self-sufficiency

Use Housing Development to Promote Economic Development

1. **Train and hire Native Americans** for positions in housing maintenance including a resident manager, maintenance person and landscaper.
2. **Support the development of apprenticeship programs** for youth and adults in various trades related to housing construction. LIHNAPO can have them work on its projects.
3. **Develop a project for artists to live and work.** Artist lofts may be units designed exclusively for the needs of artists and crafts people or may be units that have ground floor studio and retail space with living space above (Everett Street Lofts are an example).
4. **Include space in a mixed-use development for Native American-owned businesses.** LIHNAPO could partner with ONABEN to identify possible commercial tenants. This could include:
 - A cafe for Native Americans with a casual atmosphere where the community can come together.
 - Native American store selling artwork and hand-crafted items, perhaps on consignment.
 - Convenience Store to serve both LIHNAPO's residents and the surrounding neighborhood.
 - Space for classes, such as Native American craft-making, storytelling, etc.

- Art space at the community center or a mixed-use development to create and sell hand-crafted items. Provide artists communal studio space where they can share equipment, resources, space and ideas at a lower costs.

Provide Opportunities for Tenants to Build Skills

1. **Promote higher education by building a relationship** with UISHE and finding a Native American liaison at Portland Community College. Refer constituency who are interested in pursuing further education to these groups.

Plug Economic Leakages and Gain Access to New Markets.

These alternatives would require LIHNAPO to partner with other organizations. Economic development recommendations for the use of the Delta Park site may need to be initiated or implemented by another organization. An Urban Indian Coalition could provide key leadership for building support for these recommendations and could coordinate the work of partners involved in project development and implementation.

1. **Partner with ONABEN or Albina Community Bank to develop a business incubator.** Provide space and shared equipment at a reduced rate for business startup.
2. **Capitalize on tourist market by providing cultural demonstrations** at Delta Park or the community center. Charge for demonstrations or use

them to draw visitors who would patronize vendor booths. Other opportunities include:

- A. **Rent Delta Park site to non-Native Americans** to generate an income stream for urban Indian organizations.
- B. **Provide vender booths at Delta Park** to sell food and wares at Pow-Wows and on weekends in the summer. Use signage on I-5 and advertising to tap a larger market including tourists. (This option would require coordination with the Portland Bureau of Parks and Recreation and concessionaires currently under contract at Delta Park.)
- C. **Provide a fee-for-use sweat lodge:** Consider developing a fee-for-use sweat lodge at Delta Park or the community center.
- D. **Native American Campground:** Consider constructing Native American structures to house Pow-wow visitors and other travelers at Delta Park or the community center.
- E. **Youth Day Camp:** Develop a youth day camp program focused on Native American culture to be offered at Delta Park or the community center.



CHAPTER SEVEN:

Conclusion

LIHNAPO is unique among organizations that serve Native Americans in the Portland Metropolitan Area. Through our conversations with community members, as well as Native American community leaders in Portland and across the nation, many individuals expressed support and interest in LIHNAPO's activities. In all of our research with Native American organizations in other cities, we found only one or two other Native American organizations devoted specifically to pursuing both housing and economic development. With the tremendous need for these activities, there is an opportunity for LIHNAPO to do much good in the community.

One of the greatest strengths of LIHNAPO is that it has proven to be an organization which is committed to listening to the community. Through community meetings, other events, and the recent Open House, LIHNAPO has demonstrated that it has the best interests of the community at heart. Certainly, the community has many needs that LIHNAPO is aware of, and responsive to: building community and relationships among urban Indians, developing a community center, a cultural facility at Delta Park, affordable housing, social services, and many other programs. These needs and desires are all important. The need for affordable housing, social services, and a community gathering space are widely agreed upon as crucial needs for strengthening the urban Indian community in the Portland area.

ORCA's planning intentions and overall effort have been to survey LIHNAPO's current situation and future goals in light of community needs, the existing network of Native American organizations, housing and economic trends, and the realities of organizational capacity and funding constraints. We have seen that there are many valid and important goals that LIHNAPO is considering providing to the community through various programs such as the community center and Delta Park projects. We have also seen, however, that LIHNAPO is in a critical stage of its organizational development, and that the organization

needs to focus on internal development in addition to the many program goals currently on the table.

Through our analysis, we have come up with the recommendations in the four areas discussed in the previous chapter: organizational development, housing, community building and economic development and self-sufficiency. In summary, we can organize our overall recommendations into the following five key recommendations:

- 1. Conduct a strategic planning process to clarify organizational goals, objectives, and create an effective and achievable future for the organization.**
- 2. Focus on the expansion and professional development of Board and Staff by increasing Board size, hiring additional staff and building professional skills among current Board & Staff.**
- 3. Pursue a variety of activities to stabilize LIHNAPO's funding base, such as developing a membership base, expanding fund-raising efforts and pursuing grants.**
- 4. Develop partnerships and collaborations with existing urban Indian and neighborhood organizations to coordinate services and program delivery, build relationships and expand LIHNAPO's network of partners and supporters. Support the creation of an Urban Indian Coalition.**
- 5. Develop an effective track record in the next year by focusing on the creation of affordable housing, by pursuing ways to incorporate economic development and community-building elements into these projects, and by being responsive to current funder desires that LIHNAPO demonstrate organizational effectiveness in the area of housing.**

LIHNAPO has a necessary and important dream for the urban Indian community in Portland. With committed and respected staff and Board members, a track record of community involvement, and a keen

awareness of community goals and desires, there is much that LIHNAPPO can look forward to in the future. Our intention has been to provide effective suggestions to facilitate the achievement of LIHNAPPO's long-term goals. We hope this plan has a part in rebuilding your dream.



Appendix

APPENDIX A: Staff and Board Biographies

STAFF:

Julie Metcalf, Executive Director

Ms. Metcalf became Executive Director of LIHNAPO in August of 1996, after having served on the initial Board of Directors since the organization's beginnings in 1991. Ms. Metcalf became involved in the AIAP effort to create a housing-oriented organization while serving on the AIAP Board of Directors.

Ms. Metcalf has over 20 years experience of working within the Native American community in the Portland area, including work with the Native American Program for Oregon Legal Services (NAPOLS), Native American Rehabilitation Association (NARA), Native American Youth Association (NAYA) and the former Urban Indian Council. She has also served on the Board of the Portland Housing Center and the Commission on the Grande Ronde Housing Authority. Ms. Metcalf brings wide experience in organizational management, administration and housing development to LIHNAPO.

Ms. Metcalf is an accomplished Hawaiian Dancer by training, and enjoys watching basketball games occasionally. She also has been known to join her children in a game of Super Nintendo's Ms. Pacman.

Renaldo Minjarez, Project Coordinator

Mr. Minjarez became named Project Coordinator, after having recently served on the Board as well as for the first three years of the organization. He currently owns his own computer business, R.M. Computers, based in North Portland. Previously, he has worked for the Bureau of Indian Affairs, the Indian Health Service and Northwest Computer Accessories.

Mr. Minjarez brings advanced technical expertise in computer management to LIHNAPO, as well as experience in the realm of non-profit revitalization. He previously worked with the Portland Inter-Tribal Club, helping to organize Pow Wows, and currently assists with the

coordination of the Pi-Nee-Waus elders group. He also has hands-on experience in the financial management of non-profit organizations and brings expertise in terms of state and federal regulations. Mr. Minjarez has direct experience in developing effective corporate and financial structures.

In his spare time, Mr. Minjarez enjoys keeping up with literature on computers, quantum mechanics and business law. He also enjoys reading about recent developments in the non-profit and corporate worlds.

Laura Dayton, Financial/Asset Manager

Laura Dayton has been the Financial/ Asset Manager at LIHNAPO since January 1997. She served as LIHNAPO's bookkeeper from August 1996 until she took her new position there. Ms. Dayton has previous experience working for the City of Portland's Office of the Auditor and Fire Bureau. In those positions she handled loan servicing and budgeting and wrote financial reports. She is currently pursuing a Bachelor's degree in Accounting at Portland State University.

Ms. Dayton, a native of Alamogordo, New Mexico became interested in Native American issues because of her brother's work writing an oral history of a Native American elder and attending ceremonies at the Mescalero Apache Reservation in Ruidoso, NM. Her great-great grandmother was Apache and her daughter is part Cherokee, so her concerns for improving the lives of Native Americans are personal as well as professional. Ms. Dayton's family is very important to her and she enjoys camping and bike riding with them.

BOARD OF DIRECTORS:

Clyde Stryker, Chairman

Clyde Stryker has been a Board member of LIHNAPO for six months. He was raised on the Grande Ronde Reservation and has been serving the tribe and broader Native American organizations all his life. He serves on a variety of boards and commissions including the Oregon Native American Chamber of Commerce, the Governor's Telecommunications

Forum and the Federal Fairness, and Regulatory Commission for Small Businesses where he is one of five representatives in the Northwest.

Mr. Stryker is Chief Executive Officer of Spirit Communications, a telecommunications company in Tualatin. He was inspired to start his business by two people: The first was someone who told him that he couldn't run a successful business (Clyde does not like being told he can't do something). The second was a Native American businesswoman he read about who runs a successful construction business in Minnesota.

Spirit Communications has grown rapidly since Mr. Stryker started the company in 1993. He sees it as a vehicle for creating a good way of life for Native Americans and other people. Spirit Communications is infused with Mr. Stryker's commitment to teamwork, which includes staff involvement in company decision-making and generous incentives for high-quality work performance.

Before starting Spirit Communications, Mr. Stryker developed service organizations for Data Devices, another telecommunications firm, and worked for Tektronics as a plant engineer. When asked about his education, Mr. Stryker replies, "Everything I learned, I learned the hard way."

Mr. Stryker's greatest goal is to affect the lives of young people. He believes that youth hear too much about what they can not or should not do; he would like to help Native American youth understand that they each have the ability to create a good future for themselves.

Gerald Center, Vice-Chair

Mr. Center has been on the LIHNAPO Board since the Summer of 1996, and currently serves as Vice-Chair. A community leader for the Native American community in Portland, Mr. Center also works as an ordained Minister at the Veterans Administration Hospital, teaches the Lakota Language at Marylhurst College and is currently the Emergency Services Program Project Manager at the American Indian Association of Portland.

Mr. Center has a breadth of background experience that serves him well in his capacity as an advisor to LIHNAPO. He has worked as a Quality Assurance Officer for the U.S. Government in Tucson, Arizona, has served

in the 82nd Airborne - 505th Combat Infantry of the U.S. Army, and has extensive administrative and managerial experience in a number of positions. Mr. Center has earned an Associate Degree in Business Administration from Barnes Business College in Denver, Colorado, a M.S. in Counseling from Bemidje State University (now Minnesota State) and is currently working on his PhD. in Humanities at Marylhurst.

Mr. Center will continue to serve the Native American people through his professional and volunteer activities, with the Lakota Values and way of life as a guide. In his free time, he manages and organizes the Eagle Valley Singers, a Native American drumming and singing group. The Eagle Valley Singers perform across the Western United States and have won many championships.

John Witty, Treasurer

John Witty currently serves Treasurer on LIHNAPO's Board of Directors. Mr. Witty has many years experience in business and working with the community. He and his wife are the founders of Thermal Mechanical, Inc., a business which began operation in February 1986 and specializes in commercial and industrial mechanical contracting. Mr. Witty is also a founding member of the Oregon Chamber of Commerce and plays an active role in ONABEN.

Previous to joining LIHNAPO, Mr. Witty graduated from Clark College in Vancouver with his Associate degree and taught blueprint and drafting classes at Portland Community College. He did an apprenticeship in sheet metal and currently belongs to the Association of General Contractors and Plumbing Piping International. In addition, he was an activist for the now defunct 1986 Buy Indian Act which promoted the buying of Indian work. For the past six years, Mr. Witty has been a key figure in the community donating labor, parts and equipment to a Kawanis camp in Mt. Hood for disabled children.

Mr. Witty, enjoying his company's success, is now branching into the construction market. When he has time for leisure he enjoys playing golf and seeking new adventures.

Richard Garlock

Richard Garlock joined the LIHNAPO board in December of 1996. He is Vice President of Branch Commercial Loans at Pacific One Bank, managing the small business market. Mr. Garlock has a degree in Business and Finance from Brigham Young University and completed a program at the Pacific Coast Banking School. He has been in banking for 25 years and brings a wide knowledge of financing housing, mixed-use and single-use developments, and commercial projects to the LIHNAPO board.

Mr. Garlock has been involved with Native American organizations for the past two years through Pacific One's outreach into the minority community. He has worked with the Oregon Native American Chamber of Commerce and currently is a member of their board. Mr. Garlock has also been involved with Oregon Native American Business and Entrepreneurial Network through his work at Pacific One.

Mr. Garlock's activities outside of banking and the Native American community include work on the Parks Council for the State of Oregon, which is addressing concerns related to state park closures. Mr. Garlock is also a board member of the Brigham Young University Managers Society. In his free time, he enjoys fly fishing, sports, and coaching.

Kathy Woods

Kathy Woods has been on the LIHNAPO board since August 1996. She was invited to become involved with the organization by the Vice Chair of the LIHNAPO board, Gerald Center. Ms. Woods is the Technical Director for Mt. Hood Chemical. She is responsible for managing the technical services for the corporation. She attended Montana State University and Oregon State University and holds a Masters Degree in Chemistry. Ms. Woods brings organizational skills and a high level of energy to LIHNAPO.

In addition to her professional experience, Ms. Woods has a long history of being involved with Native American issues. Ms. Woods is not Native American, but she grew up in Montana where Native Americans were always among her friends and extended family. After moving to Oregon, Ms. Woods worked with the American Indian Religious Freedom Act Coalition Northwest. Not long after her involvement there, she became

heavily involved in local Native American activities including organizing Pow Wows and cultural pageants for young Native American women, assisting Gerald Center teach the Lakota Language at Marylhurst College, and making children's Pow Wow regalia.

Ms. Woods' other interests include writing fiction and narratives on contemporary western life. Ms. Woods collects contemporary Native American art and follows current Native American issues. She also studies comparative mythology and cosmology. Ms. Woods is a bird watcher and especially likes hawks and birds in the crow family.

Charlotte Eagle Staff

Charlotte Eagle Staff is a member of the Ogalala Lakota Sioux tribe and serves as the tenant representative on the Board of Directors. She currently works as the Office Manager at the Portland Addiction Accupuncture Center, a program of Central City Concern working to solve chemical dependancy and homelessness. Charlotte brings community organizing and outreach skills and experience to LIHNAPO.

While living in South Dakota, she helped organize a youth program at Pine Ridge Reservation. She is also actively involved with NAYA's youth basketball league and with AIAP as a community-at-large member. In her free time, she likes to spend time with her children at home.

APPENDIX B: Planning Mandates

This section reviews select planning goals, policies and objectives contained in the City of Portland's Comprehensive Plan and the Kenton Neighborhood plan for LIHNAPO to consider in its future work.

City of Portland Comprehensive Plan Goals And Guidelines

GOAL 2 - Urban Development

Maintain Portland's role as the major regional employment, population and **cultural** center through public policies that encourage expanded opportunity for housing and jobs, while retaining the character of established residential neighborhoods and business centers.

Objective 2.2 Urban Diversity

Promote a range of living environments and employment opportunities for Portland residents in order to attract and retain a stable and **diversified** population.

GOAL 3 - Neighborhoods

Preserve and reinforce the stability and diversity of the City's neighborhoods while allowing for increased density in order to attract and retain long-term residents and businesses and insure the city's residential quality and economic vitality.

Objective 3.3 - Neighborhood Diversity

Promote neighborhood diversity and security by encouraging a diversity in age, income, race and ethnic background within the City's neighborhoods.

Objective 3.8G - Kenton

Enhance the identity of Kenton as a stable, pleasant residential community strongly connected to its historic past, its abundant natural resources and its industrial neighbors.

GOAL 4 - Housing

Provide for diversity in the type, density and location of housing within the city consistent with the adopted City Housing Policy in order to

APPENDIX

provide an adequate supply of safe, sanitary housing at price and rent levels appropriate to the varied financial capabilities of city residents.

Objective 4.2- Fair Housing

Encourage and support equal access to housing throughout the city for all people regardless of race, color, sex, marital status, religion, national origin or physical or mental handicap, and encourage the responsible state and federal agencies to enforce federal and state civil rights and fair housing laws.

Objective 4.2C

...Attempting to discourage sale or rental, or advertising in a way which indicated the landlord or seller prefers persons of a particular race, color, sex, etc.

Objective 4.4 - Housing Choice and Neighborhood Stability

Support public and private actions which increase housing choices for Portlanders, with emphasis on housing and public improvement programs which: 1) improve the balance in the city's population by attracting and keeping in the city families with children; 2) maintain neighborhood schools; 3) increase the number of housing alternatives for both renter and owners; 4) improve the physical and environmental conditions of all neighborhoods.

Objective 4.9A - Vacant & Abandoned Housing and Community Revitalization

To support, when appropriate, the use of urban renewal tax increment financing to establish a funding source to reclaim and rehabilitate vacant and abandoned housing in targeted neighborhoods.

GOAL 5 - Economic Development

Foster a strong and diverse economy which provides a full range of employment and economic choices for individuals and families in all parts of the city.

Objective 5.1 - Urban Development and Revitalization

Encourage investment in the development, redevelopment, rehabilitation, and adaptive reuse of urban land and buildings for employment and housing opportunities.

Define and develop Portland's cultural, historic, recreational, educational and environmental assets as important marketing and image-building tools of the City's business districts and neighborhoods.

Objective 5.8- Diversity and Identity in Industrial Areas

5.8D

Within industrial districts, allow some lands designated for commercial or mixed employment.

GOAL 9 - Citizen Involvement:

Improve the method for citizen involvement in the on-going land use decision-making process and provide opportunities for citizen participation in the implementation, review and amendment of the adopted Comprehensive Plan.

Kenton Neighborhood Plan Policies, Goals and Objectives

The Kenton Neighborhood Plan lists several policies, goals and objectives adopted as ordinances by the City of Portland. The Plan's Action Charts are adopted by City Council by resolution and are an expression of interest and support with the understanding that circumstances could arise limiting the ability to carry out the activities. Below are the different policies and possible steps for LIHNAPO to consider and support in its work.

Policy 1 - Kenton Identity & Community Spirit

This policy is aimed at improving and promoting the image of Kenton by increasing participation by property owners and residents in the neighborhood association and increasing the number of cultural activities and special events in Kenton. Under step five of the Action Chart, support of the efforts of the AIAP CDC is stated.

LIHNAPO can build linkages and improve its relationship with Kenton residents by participating in the neighborhood association or encouraging its tenants to participate, and collaborating with cultural events.

Policy 2 - Revitalization of Denver Avenue Business District

This policy seeks to enhance the livability of Kenton by attracting new businesses and revitalizing Denver Avenue.

LIHNAPO could target Denver Avenue for a future mixed-use project that provided office space for itself and small Indian-owned businesses. This would also support Metro and the City's goal of increasing density along major transit corridors.

Policy 3 - Parks & Recreation

This policy is to support a variety of recreational, educational, and cultural opportunities for Kenton residents. Under step 9 of the Action Chart, it seeks to ensure that Delta Park maintains open space for activities for all groups.

LIHNAPO's plan to build a smaller size building (arbor) supports the need to maintain open space while providing cultural opportunities.

Policy 4 - Youth & Family Services

This policy focuses on supporting and strengthening families and youth in Kenton by providing access to information and services.

LIHNAPO can support this policy by providing a center that offers services to the Indian community as well as Kenton residents.

Policy 5 - Transportation

This policy seeks to improve transportation services to Kenton and reducing traffic hazards.

LIHNAPO can encourage its tenants to participate in neighborhood groups to monitor speeding violations and advocate for traffic safety.

Policy 6 - Historic & Natural Resources

This policy seeks to increase revitalization of Kenton by preserving historic landmarks and natural resources.

LIHNAPO can support this policy by designing its buildings to fit the character of the neighborhood and by documenting local Indian historical and cultural events and landmarks.

Policy 7 - Public Safety & Neighborhood Livability

This policy focuses on ensuring Kenton is a safe and healthy place to live and work.

LIHNAPO can educate its tenants on community policing activities, organize neighborhood clean ups and tree planting activities, and promote recycling.

Policy 8 - Housing

This policy seeks to maintain the affordability and upkeep of housing in Kenton.

LIHNAPO can ensure the affordability of housing by locating its projects in Kenton and establishing regular property maintenance of its buildings. LIHNAPO can also join with other nonprofit developers and CDCs to advocate for more funding for building affordable housing in Kenton.

Policy 9 - Land Use North of Columbia Blvd

This policy targets businesses and industry located in this area to be good neighbors by minimizing negative impacts on residential areas in Kenton. It also encourages community involvement in land uses decisions and emphasizes open space and multi-dwelling zoning in this area. Under step 4 of the Action Chart, it mentions the establishment of attractions such as a Native American Cultural Center.

LIHNAPO can support this policy by researching the availability and feasibility of locating its community center in this area.

APPENDIX C: Economic and Housing Tables

Median Family Income as of February 1997

Household Size	30% of Median	50% of Median	80% of Median	100% of Median
1	9,700	16,200	25,950	32,400
2	11,100	18,500	29,650	37,050
3	12,500	20,850	33,350	41,700
4	13,900	23,150	37,050	46,300
5	15,000	25,000	40,000	50,000
6	16,100	26,850	42,950	53,700
7	17,200	28,700	45,950	57,400
8+	18,350	30,550	48,900	61,100

Source: Portland Development Commission
<http://www.portlanddev.org/housing/income.html>

Units Constructed 1979 and Earlier Average Rents/Vacancy Rate

Fall/Winter 1996	Studio Units	1 BR-1BA Flat	2 BR-1BA Flat	3 BR-1BA Flat	3BR-2BA Flat
Downtown/ NW Portland	\$441/3.9%	\$618/1.7%	\$701/2.1%	N/A	N/A
SW Portland	\$438/1.9%	\$475/2.8%	\$545/3.3%	\$661/4.8%	\$713/6.4%
North Portland	N/A	\$431/4.9%	\$511/5.1%	\$594/5.8%	N/A
NE Portland	\$382/3.7%	\$466/2.6%	\$538/3.7%	\$631/1.1%	\$684/1.4%
SE Portland	\$424/2.1%	\$477/3.7%	\$541/4.2%	\$648/0.0%	\$625/3.3%

Source: The McGregor Millette Report Fall/Winter 1996

Units Constructed 1980 - 1990 Average Rents/Vacancy Rate

Fall/Winter 1996	Studio Units	1 BR-1BA Flat	2 BR-1BA Flat	3 BR -1BA Flat	3BR-2BA Flat
Downtown/NW Portland	N/A	\$788/1.6%	\$940/4.3%	N/A	N/A
SW Portland	N/A	\$659/2.0%	\$717/9.7%	N/A	\$979/8.5%
North Portland	N/A	\$415/2.6%	\$500/8.8%	N/A	N/A
NE Portland	N/A	\$508/0.5%	\$575/2.1%	N/A	\$665/0.0%
SE Portland	N/A	\$455/3.3%	\$527/5.0%	N/A	N/A

Source: The McGregor Millette Report Fall/Winter 1996

Units Constructed After 1990 Average Rents/Vacancy Rate

Fall/Winter 1996	Studio Units	1 BR-1BA Flat	2 BR-1BA Flat	3 BR -1BA Flat	3BR-2BA Flat
Downtown/NW Portland	N/A	\$745/4.9%	\$962/0.0%	N/A	N/A
SW Portland	N/A	\$560/3.1%	N/A	N/A	\$855/4.5%
North Portland	N/A	N/A	N/A	N/A	N/A
NE Portland	N/A	\$515/0.0%	\$595/1.8%	N/A	\$709/0.0%
SE Portland	N/A	\$451/2.9%	N/A	N/A	\$735/12.5%

Source: The McGregor Millette Report Fall/Winter 1996

APPENDIX D: Community Center Models

One of the goals of LIHNAPO is to create a Community Center for Native Americans in the Portland Metropolitan area. As visualized by LIHNAPO, this Center would contain at least one, and probably several, of the following elements: a gymnasium space for youth activities, Pow Wows, and community events, office space for LIHNAPO and other Native American organizations, conference or meeting rooms, a kitchen, a gallery or display space for exhibits and/or program information, and an outdoor gathering space.

In order to lay out some suggestions for LIHNAPO to pursue as they try to create this Community Center, ORCA conducted a series of interviews with Native American Community Centers, often known as "Indian Centers", across the Western United States. We first asked local community members in our initial interviews if they were aware of successful models elsewhere for the Community Center idea, conducted a literature and internet search, and then conducted interviews with staff at the various centers.

The format of this section will be to lay out the basic organizational structure and programs offered at these different centers. In addition to questions on structure, organization, and programs offered at these centers, each interviewee was asked what recommendations they might have for LIHNAPO as they try to create a Community Center in Portland. These recommendations will appear together at the end of this section.

Nebraska Indian Center

The Nebraska Indian Center is the largest Center found in our interviews with 7,000 square feet of space. Founded in 1969 in a series of small offices, this organization expanded into a facility given to the Center in 1977 at low cost from the City. Currently, the Center operates as a non-profit community development corporation with fifty employees, and receives the majority of its funding from City and State grants and United Way funds. Private enterprises developed as offshoots of the Center also help cover some program and operating costs. Currently the Center has \$2 million per year in operating costs.

Programs offered:

- Senior dining and employment program
- Teen pregnancy prevention
- Education training program
- Legal Aid program
- Family nutrition and development center
- Affordable housing, including elderly housing component
- Small business information center
- Affordable office space and micro-enterprise loan program
- In process of developing a Native American Church

Minneapolis American Indian Center (MAIC)

The MAIC is also a fairly large Center, with around 4,000 square feet of space. Founded in 1984 in a City-donated old school building, the MAIC facility required only \$60,000 in remodeling costs, and the land is leased from the City for \$1 per year. Previously, the Center had existed in various residential structures and even garages as early as 1975, but through community organizing and lobbying the City Council, the MAIC was able to secure a permanent home in 1984. There are over 11 full-time employees, including a Director, two assistants doing clerical work, and eight program managers. The Center also has a regular roster of over 30 volunteers. The Board of Directors features 11 community members voted in by the community at large, four board-appointed members, and two from the private sector. Currently the MAIC has about \$1.7 million in annual operating costs.

Programs offered:

- GED/educational program
- Senior services (food services, shopping, transportation, homemaking)
- Art Gallery with exhibitions and sales
- JTPA job training program
- Indian Child Welfare Act-funded Day Care Center
- Golden Eagles Youth Program (various activities)
- Healthy Nations chemical dependency program
- Youth Mentoring Program

Denver Indian Center

The Denver Indian Center was incorporated in 1971, but reorganized in 1981 when the City donated an old school building with about 3,500 square feet of space. It took about ten years to remodel the building, but sweat equity and community participation in the process of remodeling kept costs down to a total of \$30,000. Currently the Center is branching out into the long-anticipated development of housing on the site through HUD grants. There are nine full-time employees, and the Center has about \$1.2 million in annual operating costs.

Programs offered:

- Senior citizen program sponsored by the Denver Council of Governments
- Safe City youth program
- Circle of Learning Child Care program
- Adult Education program
- Senior housing development on site
- Currently pursuing a 40 unit SRO housing project on the nearby former Laurie Air Force Base

Villa de Clara Vista

This housing development in North Portland offers an alternative model to the full-fledged Indian Centers listed above. The project is a 178-unit affordable rental housing development created by the Hacienda Community Development Corporation. There is an on-site community center for residents of about 800 square feet, where various community-oriented activities take place, many geared towards the values and concerns of the local Hispanic Community. The entire project has 10 full-time employees, including a Manager, maintenance personnel, and a Community Center Coordinator. While currently the events in the community center are targeted primarily towards housing development residents, there is a desire to open up the community center space to the broader community in the future.

Programs offered:

- English as a second language program
- Tenant community meetings
- Boy Scout meetings

- Sunday school
- Hispanic community meetings
- For-fee private use

Recommendations for Developing a Community Center

- Involve city, county, and state politicians in your quest to build the Center.
- Be realistic, up-front, and honest about the challenges and time involved.
- Incorporate for-profit partners early on the complement grant funds.
- Make sure you have a committed staff that works hard and has the community's best interests at heart.
- Find the most commonly accepted elders, and embrace them into the efforts to create the center.
- Make a strong effort to involve the community, including not only Native Americans, but also political leaders.
- Be as inclusive as possible in building support for the Center.
- Involving elders and incorporating family needs is critical.
- In all committees and programs, make elders, youth and family the central point.

The Dream originates in the mind of Spirit.

Spirit matches the Dream to the Dreamer.

The Dream takes on a life of its own.

The Dream begins to take control.

The Dream attracts support to itself.

The Dreamer confronts problems.

The problems are overcome.

The Dreamer has become the Dream.

The Dream keeps expanding.

The Dreamer is ready to ask for a new dream.