



EAST PALO ALTO ANNEXATION STUDY

a staff report by max f. rolh to the san mateo  
county local agency formation commission, january 1967

SAN MATEO LOCAL AGENCY FORMATION COMMISSION

**SAN MATEO**

**LOCAL AGENCY FORMATION COMMISSION**

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**County Government Center Redwood City, Calif. 94063**

August 1, 1968

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Since January 1967, 500 copies of this staff report have been distributed to community groups, Universities, and individual citizens in California, as well as to other regions of the nation. This marks the second printing of this document to meet the demand which has been generated by the sustained community interest in solving our urban problems.

**B. SHERMAN COFFMAN**  
Executive Officer

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ACKNOWLEDGMENT

The Local Agency Formation Commission gratefully acknowledges the contribution of time and service of the following members of the Special Study Committee:

<u>Name</u>	<u>District or Agency Represented</u>
Dr. James Lockhart, Chairman	Representative-at-large
Mike Bedwell, Vice Chairman	City Manager of Menlo Park
Mrs. Mae Numbers	Petitioner to annex
Miss Dorothy E. Paulson	Bayshore Better Businessmen's Association
Clarence Noyer	Alto Park Community Council
James Dunlap	Alto Park Community Council (unofficial)
Eric Gattmann	College of San Mateo
Sam Chaney	Sequoia High School District
Harold Jones	Ravenswood School District
Paul Patrick	Ravenswood Park and Recreation Dist.
Odo Camerotto	San Mateo County Engineer's Office
Miss Gerry Wolff	San Mateo County Planning Commission staff
Dan Hollywood	Fire Marshal of Menlo Park
James Haugabook	Citizens for Self-Government
Dan Belknap	San Mateo County Social Planning Agency
Carroll DaMant	East Palo Alto Sanitary District
George Angus	Menlo Park Sanitary District
Horace Anderson	Palo Alto Unified School District
Edward Worthington	Palo Alto City Council
Malcolm Taylor	Principal, Ravenswood High School
Al Cleland	Assistant Chief, Menlo Park Fire District

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## APPENDIX A

### Recommendations of the Special Study Committee

The Special Study Committee, following four months of intensive study and effort, finds that the unincorporated section of San Mateo County known as East Palo Alto has profound need of improvement in community conditions and services as outlined in the attached summary of findings as presented by your staff. Because of the rising sentiments of the residents of East Palo Alto for sound courses of action in these areas of need, the Special Study Committee entrusts to your deep and sympathetic consideration the following set of recommendations.

1. That the petition of Mrs. Mae Numbers seeking annexation of that unincorporated section of San Mateo County bordering the southeastern portion of Menlo Park and better known as the Triangle be denied outright.
2. That this Committee strongly recommends that the Local Agency Formation Commission, by resolution, urge the Board of Supervisors to make an immediate application to the Department of Housing and Urban Development for a planning grant in order that a full and comprehensive professional study be made of the unincorporated section of East Palo Alto so that a long range plan for community improvement in all its social and physical aspects may be undertaken with the utmost expedition.
3. That the Special Study Group, in view of its broadly based membership, be continued as a liaison body between the County Board of Supervisors and the Community during this interim period prior to the commencement of a professional planning study in order that the broad outlines of a community development program may be further consolidated and that you so recommend the continuance of this body to the Board of Supervisors.
4. That it is the opinion of the Special Study Group that the community of East Palo Alto, ultimately, can have its community needs best met by the City of Palo Alto.

# COUNTY OF SAN MATEO

## INTER-DEPARTMENTAL CORRESPONDENCE

DATE January 16, 1967

TO: Local Agency Formation Commission

FROM: Executive Officer

SUBJECT: File No. 66-29 -- Numbers Annexation Petition and Study re  
East Palo Alto Annexation/Incorporation

### I. INTRODUCTION

The Special Study Committee on East Palo Alto appointed by your Commission action on September 15, 1966, has completed its exploratory discussions and studies concerning the question of annexing the "Triangle" to the City of Menlo Park. Because of the high intensity of emotion generated by that petition, your Commission authorized a study in as much depth as possible in order to establish the basis upon which future action could be undertaken.

This report summarizes each of the areas investigated or discussed and includes certain staff recommendations. The Special Study Committee recommendations are attached as Appendix A.

The study effort was broken down into the basic components which seemed to affect community life. These are (1) education, (2) employment, (3) housing, (4) recreation, (5) community improvements (roads, drainage, lighting, housing refurbishing), and (6) governmental organization.

East Palo Alto is in search of an identity and is increasingly sensitive to the constant barrage of statistics, data and reports which depict it as an underprivileged ghetto. To the extent that whatever statistics (see Appendix B for demographic factors which give a national setting to problems which coalesce around local communities) cited herein bear upon the gloomy side of the situation, it is done so for the purpose of establishing the parameters of the problem and then making a set of recommendations which are action oriented. It is the consensus of the staff and the study committee that the problems have to be met head on now if their ultimate social and financial cost is not to become more burdensome and difficult to overcome.

Coverage of the study areas reveals the many interlocking aspects

of governmental services even though individual agencies, pursuing their own missions, may not appreciate the impact each makes or should make upon the other. It should be apparent that no governmental function can be regarded in strict isolation or as of no consequence to another agency. The taxpayer has had a surfeit of the philosophy, stated several centuries ago by Louis XIV's Controller-General of Finance, Jean Colbert, that "the art of taxation consists in so plucking the goose as to obtain the largest amount of feathers with the least amount of hissing".

The Bay Road Characteristics report which is appended as Appendix C gives summary of the factors which have affected the quality of the East Palo Alto community. Segregation of a minority group into urban pockets makes their problems more statistically visible and concentrates a greater array of palliative expenditures in an area for which no dynamic program of self and community improvements is worked out.

The attack on the problems of East Palo Alto are physical, social and economic in nature. This report will attempt to sketch in broad outline the items of special concern and project cost estimates for their correction. Each subject of study has a direct bearing on the well-being of the community to the extent that lack of adequate comprehension of the nature of the problem being perpetuated translates itself into an economic as well as social cost.

## II. EDUCATION

East Palo Alto is served by the Ravenswood City Elementary School and Sequoia High School districts as well as the College of San Mateo. Its financial capacity to help finance its share of the cost of these services is as follows:

Assessed Valuation:	\$23,750,000	Population Served:	22,000
Tax Rates:	Ravenswood	\$3.8940	\$924,825
	Sequoia	1.9489	462,863
	College of		
	San Mateo	.4919	116,826
	County		
	Education	.0816	19,380
	Totals	\$6.4164	\$1,523,894

The per capita educational cost of \$69.27 is considerably lower in terms of supporting some 4600 elementary and secondary grade children than it is for its wealthier neighbors such as Woodside (\$335), Menlo Park (\$179), and Burlingame (\$167).

Both the Ravenswood and Sequoia districts have implemented local programs through a variety of locally and federally supported programs. Educational program failures are attributable to a variety of factors--a substantial rate of turnover of students, cultural shortcomings, lack of motivation on part of both parents and children,

and inadequate financial resources to cope with pressing needs. Despite its valiant efforts, the school system, particularly at the high school district level, should initiate more effective communications with community groups in order to overcome the type of criticism that has been expressed at these sessions as well as in other items of press coverage.

With a variety of federally funded educational programs in operation at different levels and for different purposes, a comprehensive evaluation of program effectiveness is difficult to assess. Educational research, extensively carried out by private as well as public institutions, ought to be brought to bear more fruitfully on those areas of educational weakness than they do currently. Systems of educational approach to local situations should be within reasonable distance of application and tailoring if the proper parameters are set.

The allocation of national wealth to the educational endeavor is merely on a par with military expenditures--nearly \$50 billion in the current year. Despite this investment, 11 million Americans 18 and older can neither read nor write; out of some 30 million young people slated to be seeking jobs over the next decade, 2 million will not have been inside a high school and some 7 million will not have finished high school. These and other failures are a measure of the lack of imagination on the part of the educational establishment to adapt to the revolutionary nature of our technologic and scientific changes.

Sterling McMurrin in an article, "What Tasks for the Schools?" states that "Education refers to society as the totality of socio-economic-political arrangements. It refers, as well, to both the fabric and substance of the culture, its value structure, and its creative process. But in a democratic society the purposes and energies of education must be centered primarily upon the individual, upon the cultivation of his talents and abilities, both for his vocational preparation and the melioration and adornment of his life. An education for the individual means the securing of those conditions which are essential to an authentic individualism."

As an indication of the value of education as a public investment, these are but a few of the economic comparisons: (1) current expenditures on elementary and secondary schools per pupil in ADA (1966-67) - \$564; (2) average cost of maintaining a person in prison one year (1966) - \$2690; (3) average cost of maintaining a mother and three children on relief one year (1966) - \$1800.

Current struggles over unification of school districts reflect upon our inability to articulate not only what our educational product is to be but what we really are seeking as to its quality. Citation of some of the failure statistics above indicates that the full cost of an inadequate educational program is far greater than has yet been assessed. It is for this and other unstated reasons that a staff recommendation is included in Section VII of



this report concerning a more effective review of County educational programs in general in the interest of improving public understanding of its necessary role in our society.

### III. PARKS AND RECREATION

East Palo Alto recreational services are provided through the facilities of the Ravenswood Recreation and Park District. It has an operating tax rate of \$.4681, nearly four times greater as is required by most municipalities for their programs, which results in a per capita cost of about \$5 annually.

Recreational activities, though myriad in number, were criticized by some residents for failing to provide adequately for the late or post teenager who is more interested in social recreation such as dancing.

While the recreation district feels quite strongly that it is doing more than an adequate job, a more thorough survey of community desires through vigorous efforts at communicating with leadership groups and sounding out public feeling on recreational issues would be in order. Annexation of the area to Menlo Park would decrease the tax rate by about 75 per cent for recreational purposes though it would add about 10 cents to that city's municipal tax rate.

Appendix D summarizes the recreational program and facilities available to the area. The attached maps depict the accessibility of these to the community within a 2 mile radius and possible future recreational acquisitions on the bayfront.

Since leisure time is projected as an enlarging segment of our social and economic lives (by 2000, 1113 billion hours of leisure time out of a national total of 2907 billion hours of all time available to the population or nearly a three-fold increase in leisure time over time currently available), it is recommended that the Parks and Recreation Commission of the County be directed by the Board of Supervisors to undertake a complete survey, in cooperation with other jurisdictions, of present and future recreational needs, facilities and programs; to prepare an integrated plan for utilizing such facilities by the public in the most economical manner; to prepare a complete, up-to-date directory of such services thereafter to be maintained in a current status, and to assess fully the economic value of County leisure time available and how such potential may be translated into an effective and economic program or recreational development. The ultimate value of such a survey to the County's total planning effort will be inestimable and already is a partial consideration in such projects and studies as Pescadero, Pillar Point Harbor, and coastside areas.

IV. WELFARE COSTS - GENERAL BACKGROUND

Part of the data presented in this section concerning welfare recipients is somewhat difficult to segregate in that it is based on census tracts 83-86, part of which overlaps into East Menlo Park. However, because of the constantly changing character of recipient residence and needs, the data is representative enough of the general problems of the area.

The following information regarding public assistance recipients in Census Tracts 83, 84, 85, and 86 in San Mateo County is provided:

	<u>OAS</u>	<u>ATD</u>	<u>AB</u>	<u>GA</u>	<u>AFDC</u>	<u>AFDC BHI</u>
Number Cases	267	152	15	29	572	31
Average Grant	\$102	\$124	\$126	\$78	\$177	\$124

The total number of AFDC cases is 572 of which 46 are eligible because of unemployment. The remaining 526 children are eligible because of the physical or mental incapacity of one or both parents or the continued absence from the home of one or both parents. Of the 526 cases in this category, 416 are eligible because of the absence of the father due to divorce, desertion, separation, incarceration, or institutionalization of the father. The whereabouts of the fathers are unknown in 137 cases and the whereabouts are known in 279 cases. Approximately 80 per cent of these fathers whose whereabouts are known are residing in California. Although the statutes provide that parents are required to support dependent children, only about 25 per cent of the absent fathers contribute support, and many of these who do make payments do so on an irregular basis.

With reference to the 526 cases in which the father is absent, the mother is present in 97 per cent of these cases. The average age of the mother is about 33 years, and over one-third of them have an 8th grade education or less. Only 41 per cent have attended high school, and only 21 per cent are high school graduates. With regard to employment, 40 per cent of the mothers in the home have not been employed in the last five years, and of those with work histories four out of ten are found to be in the least remunerative employment. Only one mother in eight is currently employed. One of the major reasons why the mothers are not employed is because of the need to care for young children in the home or because of illness. The children on AFDC are predominately in the young age group. Thirty-seven per cent of the children are under six years of age and an additional 43 per cent are between six and twelve years of age.

With regard to the average length of stay, 25 per cent of the cases have been on the rolls for less than one year, 25 per cent have been on for three years, and 50 per cent have been on the rolls from one to three years. For the vast majority of cases it has been demonstrated through various studies that this is a crisis program for which people apply for assistance when some tragedy hits the family and when the children are primarily in the young age group, and they remain on the

rolls for a relatively short period of time during which they mobilize whatever resources are available to them to meet their needs.

With regard to the cases which are eligible because of unemployment, it is required that these persons undergo training in order to make them employable as soon as possible. Although they are given as much training and counseling as can be arranged under our present limitations, it is difficult to prepare some of these people for the labor market. A survey of the unemployed revealed that they are primarily in the age range 20 to 30 years and their previous occupations were primarily as laborers, mechanics, and building trade. They are educationally very limited with less than one-third completing high school. Over one-half of this group had vocational problems. These vocational problems may be related to physical or mental condition.

A broader estimate of the type and cost of services in the areas of health and welfare is presented in the following summary form:

1. Generally speaking, the East Palo Alto area constitutes "5 per cent of the County's total population and 1/3 of its dependency."
2. East Palo Alto residents comprise the following percentages of the caseloads of the indicated welfare programs.
 

Aid to Families with Dependent Children	28.5%	\$1,450,874
Old Age Security	7.2%	369,158
Aid to Needy Disabled	14.5%	317,230
Aid to Blind	9.8%	24,896
3. Sixteen and nine-tenths per cent of all public health nursing visits are made in East Palo Alto area. \$ 80,000
4. Twenty-six per cent of all births occurring at San Mateo County General Hospital in 1965 were for people residing in the East Palo Alto area. Seventeen per cent of all admissions (excluding the Mental Health Psychiatric Ward) to all services at San Mateo County General Hospital in 1965 were for residents of the East Palo Alto area. \$ 575,360
5. During the first six months of 1965 the East Palo Alto area required the half-time services of a Sanitarian to assure that area's compliance with health and sanitation ordinances. Through these efforts of the Sanitation Division of the Health and Welfare Department, the number of warnings and/or citations for violations of the County garbage control ordinance was reduced from approximately 1200 during the first four months of 1965 to practically none currently. \$ 3,500
6. Sixteen per cent of all admissions to the Mental Health Out-patient Clinic are residents of the East Palo Alto area and 10 per cent of all admissions to the Mental Health Rehabilitation Program are from that area. The Consultation Service of the Mental Health Division assigns a full-time psychiatrist to assist

the schools in that area with mental health problems and the County contracts with the Children's Health Council to provide a current caseload of 44 persons in that area with Children's Outpatient Psychiatric Care. \$ 108,000

7. Forty-one per cent of all referrals to the Vocational Services Center of the Health and Welfare Department are for persons living in the East Palo Alto area. For the convenience of East Palo Alto clients, vocational testing has been held at the Bay Road Welfare Office and the Ravenswood High School for the past year. This service was scheduled for approximately 100 clients. Due to the fact that many East Palo Alto Welfare clients need basic education, special courses have been set-up at the Vocational Services Center starting September 6, 1966, in cooperation with the Sequoia District Adult Education Program. \$ 50,881
8. The Bay Road Center office was purposely located in East Palo Alto area to provide nearby social services that have included administration of the AFDC Program, Medi-Cal, Vocational Testing and Counseling, Foster Home Placement, management of the General Assistance Program and other general referral services. The Health Division counterpart of the Bay Road Office provides Well-Baby Conferences, pre-natal clinics, post-natal clinics, and Public Health Nursing services. It should also be noted that the staff of the Bay Road Office has worked with the following groups and organizations in planning, developing, and coordinating programs and services for East Palo Alto area residents. \$ 50,000

Community House	United Church Women
Ravenswood Child Care Center	Stanford Medical Care Program
Boys Club of Menlo Park	Head Start Program
East of Bayshore Youth Project	Neighborhood Youth Corps
Opportunities Industrialization Center West	Local P.T.A. Groups
Christmas House	Red Cross
United Services	Salvation Army
Friends Outside	Peace Program
Lark	Suburbia Club
Consumer Credit	Alto Park Council

Another special program scheduled for 1966-67 available to the residents of East Palo Alto area is a program of counseling to unwed-teenage mothers.

9. Due to the need for Day Care Homes in the East Palo Alto area, the Social Services Division of Health and Welfare Department currently has licensed seven Day Care homes and has recruited an additional twelve more for future licensing as compared with the existence of only a few such homes only a year ago.

Total of the above outlined Health and Welfare Services is:

\$ 3,029,899

Social problems are further depicted in the Adult Probation caseload that covers East Palo Alto. The Adult Probation Division caseload in November, 1966, listed 1881 units of supervision. Of these 246 (58 women) were on probation who resided in East Palo Alto or whose families resided there. This segment reflected 105 families on welfare grants: 93 on AFDC, 3 ATD, 1 OAS, 2 medical welfare, and 6 General Assistance. Ethnically, 229 were Negroes, 12 Caucasian, and 5 Mexican, Spanish, or Portuguese.

Employment among this group was about 70 percent - 176 - either full or part time with 37 actually unemployed. Too, the sample listed 98 non-support cases with 54 of the persons having families in East Palo Alto but not residing there themselves.

With 6.3 per cent of the total juvenile caseload and 8 per cent of the total under adult probation supervision, the estimated cost of probation services has been placed at \$230,500 for the fiscal year.

The cost of these welfare services approaches \$3,250,000 annually. It is a measure of the task that the various County agencies face in overcoming the handicaps of color, dependency, under- or unemployment, and lack of self-esteem.

A recently completed study titled "Project 207", conducted by the San Francisco State College Institute for Social Research and presented to the State Social Welfare Board, reported that welfare cases, as compared with non-welfare cases, suffered from all handicaps--social, economic, health, and psychological.

The basic revelation of the report is that families on long-term welfare are subject to a "coalescence of handicaps" that include social withdrawal, economic restrictions, poor health, and a pessimistic view of the future.

San Mateo County's welfare program includes vocational and rehabilitation training as well as efforts at job placement. However, with the California welfare caseload totaling nearly a million people, a massive reappraisal of the entire structure of social welfare services is vitally important.

The problem, nevertheless, cannot be oversimplified for many people will not be able to function for a variety of social, psychological and physical reasons. The welfare recipients begins with a fundamental package of handicaps, many of long standing and complex in origin.

V. EMPLOYMENT

## A. Local Programs Enhance Employment Opportunities.

1. Opportunities Industrialization Center West - This is a privately organized training facility whose goal is to provide marketable skills for both the under-employed and the unemployed. The program of training and remedial education (reading and arithmetic) is financed out of grants from the Office of Economic Opportunity; Health, Education and Welfare; with the Labor Department said to carry the load. A grant of \$828,369 has been made available to the agency for the current fiscal year.

Since its commencement of the program on October 25, 1965, OICW has placed 381 people on jobs. The minimum age for trainees is 17 with the average age between 28 and 30. Most placements have been from East Palo Alto. Classes run on day and night schedules and have a current enrollment of 371. The program is as yet too young to establish any statistical data as to how well graduates are doing in their jobs--particularly with respect to longevity and promotion.

2. Neighborhood Youth Corps - This is a program under the coordinative control of the Office of the County Superintendent of Schools, offering Countywide services and acting as a catalytic agency. Federal funding of about \$400,000 has been available to cover its operations.

The staff serves in a consulting capacity effecting liaison with industry and education in order to better bridge the communications gap.

Program effort is directed to equip teachers with better skills in vocational training engaged, thereby, some 31 teachers in summer work experience. A vocational education steering committee with representatives from high schools, College of San Mateo, OICW, State Department of Employment, and the Vocational Services Office of the Department of Health and Welfare has been established.

Youth covered by the program fall in the 16 - 21 age group and are usually enrolled for no more than six months. The type of training depends upon whether the youth is in or out of school, thus determining the weekly hours of work that is permissible.

Manpower Development Training Act programs in San Mateo County will probably cease because of the lack of sufficient funds.

3. Regional Occupational Center - The Education Code (Sec. 6955) provides for the establishment of these centers and the School Superintendent's Office has launched a feasibility study into the need for such a center within the County. The basic purpose of this center would be to coordinate vocational and academic training for those who would normally drop out of high school.

4. General Observations - The employment, vocational and educational needs of people go hand in hand. In 1960 statistics relating to

approximately 43 per cent or 15.8 miles are considered to be below the present minimum San Mateo County standards for residential streets. The estimated cost of construction of improvements to include right-of-way; sidewalks, curbs, and gutters; and minimum roadway section is \$6,045,000. The cost to residents, based upon the limited data available, is estimated at \$5,725,000. This figure is based upon the assumption that the cost to construct concrete curbs, gutters, and sidewalks, and one-half of a 36 foot wide street would average \$25 a lineal foot and the cost of additional right-of-way, to bring the right-of-way width to the 50 foot or 60 foot width required, would average \$1 per square foot. It is assumed that San Mateo County would contribute the estimated cost of \$320,000 for additional right-of-way, pavement width and thickness and other appurtenances necessary to bring Bay Road and Newbridge Avenue to the standard of arterial streets.

#### B. Public Lighting

In the area under study, approximately 88 per cent of the area lies within Lighting Districts. The Lighting Districts are presently undertaking conversion to 7,500 lumin mercury vapor lamps.

The following Lighting Districts serve the area:

##### Ravenswood Lighting District

Area serviced	1,249 acres
Per cent converted to mercury vapor lamps	85 per cent
Assessed valuation	\$22,367,290
Tax Rate	0.0096

##### North Palo Alto Lighting District

Area serviced	31 acres
Per cent converted to mercury vapor lamps	100 per cent
Assessed valuation	\$298,765
Tax Rate	0.1045

#### C. Storm Drainage

In the area under study, there is approximately 1,424 acres of land to be serviced by storm drainage facilities. Of this area, approximately 674.8 acres or 47 per cent of the area has storm drainage improvement and is located in the following Drainage Districts:

##### East Palo Alto Drainage Maintenance District

Area in District	529.4 acres
Assessed valuation	\$8,158,650
Tax Rate	0.0132

## Palo Alto Gardens Drainage District

Area in District	145.4 acres
Assessed valuation	\$2,735,765
Tax Rate	0.0737

The remaining 749.2 acres or 53 per cent is not improved or located within a Drainage District. Of this area, approximately 209 acres are presently being studied by the consultant firm of Lawrence G. Brian and Company. Their preliminary report for their area of study indicates a cost for storm drainage improvements estimated to be \$906,680. The cost to the residents of the area is estimated at \$815,537 with San Mateo County contributing \$91,143 on a contributing area basis. The remaining area of 540.2 acres is presently under study by San Mateo County and sufficient data is not yet available to give a precise estimate, but projecting the cost of \$3,894 per acre, as determined in the study by L. G. Brian, produces a total cost of \$2,103,580 for the 540.2 acres. The cost to the residents of the area is estimated at \$1,536,580 with San Mateo County contributing \$567,000. (It should be noted that this figure is conservative inasmuch as 128 acres - University Village Subdivision - within the 540.2 acres presently has some existing storm drain facilities.)

## D. Housing

Though platted as the town of Ravenswood in the 1850's and having a historical background of more than passing interest, the area's economy was primarily devoted to poultry farming and flower growing. Even in 1940 its population was only about 2000 and has increased some eleven-fold since that time.

During the post-World War II period, modestly priced subdivisions were developed in the \$9500-\$12,000 bracket. These homes have appreciated less rapidly than their counterparts in other areas of the County. Current sales put East Palo Alto homes in a price range of \$13,500-\$17,000--while other comparably constructed and priced homes have nearly doubled in value. Its economic growth and attractiveness have been more sharply curtailed as a result.

While not slum-like in the usual connotation of that word, East Palo Alto has more than a necessary share of substandard housing units. A number of pre-1940 units contribute to this situation, but deterioration has set in in those units which are overcrowded and which owners find too difficult to maintain properly at an economic rate of return. Without dwelling unnecessarily on statistics, they do show the following which either creates or perpetuates problems in a community. Thus, more EPA families have incomes less than \$4,000 (32%) than do families generally in the County (18.5%). Households tend to be 10% larger--with an average of 3.6 persons. Overcrowding covers 15.8% (893 units out of 5942 in the entire area) as compared with 6.4% for the County. Larger families predominate--14.4% with six or more children, with 5.3% for the County generally.



A larger share of the unemployed (6.7% vs. 3.1%), more persons over 25 with no high school education (52.9% vs. 38.1%), a younger female population in the 15-34 age group (67.9% vs. 60.6%) indicating that the former families are less complete--all these are indications of community need for restorative programs.

It is highly doubtful that San Mateo County will be inundated by Negro families demanding desegregated housing. Housing costs are sufficiently high even for a significant portion of the white community and will continue to be so as the number of retired people on limited incomes increases while assessments tend to increase as well.

Using the overcrowded housing factor as an index of probable need in housing renovation, an estimated \$4,500,000 may be required as an investment in a housing improvement program. Such a program should be planned to result in no displacement of families and in minimizing housing cost increases through federal low cost, low interest, long-term loans.

Long range planning for the area should include serious considerations for limiting population expansion to the capacity of the area to serve it well. Too, its Negro population comprising 55-65% of the total, presents a serious enough task in arriving at constructive accommodations to any annexing municipality. Further area development should seek an equitable balance among residential, commercial, industrial, and public institutional space requirements. Today's planning will leave its imprint upon the area for the balance of this century and that is a responsible enough task calling for the full use of imaginative powers in community planning.

Serious investigation should be given to the type of financial enterprise which might be established with maximum local responsiveness to job needs. Housing, street and other utility improvement projects might very well range in excess of \$15,000,000 and would represent a tremendous economic boon to the area if the money as well as the improvements were aimed at community betterment.

The possibility of having housing subsidies made available within the County is to be explored with the San Mateo County Housing Authority. The latter has applied for federal funding of some 750 units. The applicable federal housing act requires that eligible families allocate 25% of their income to rent. The difference between this and the market rent for a dwelling will represent the rent supplement. Private property owners who currently are renting but find it difficult to maintain such properties may be motivated to do so by the knowledge that such subsidies are available.

An effective housing program, bearing the above community investment possibilities in mind, should fully explore all possible avenues presented through the utilization of non-profit or limited profit organizations with the sponsorship of churches and other community organizations.

One of the first steps, therefore, that has to be taken will be for

the County to undertake a house to house survey in order to determine the condition of the various structures and the extent to which improvements are required to meet building and zoning standards.

Because the neighboring area of Menlo Park is also affected, the County and Menlo Park should work out fully cooperative arrangements to effectuate a totally coordinated improvement program. Deficiencies in both the residential and industrial areas of Menlo Park bordering on East Palo Alto must be corrected if that entire section is to become a desirable residential and industrial area.

#### E. Transportation

The transit alternatives now being evaluated for San Mateo County by the West Bay Rapid Transit Authority are by cost necessity being described in gross detail. After one plan has been selected more of the detail will be provided. However, each transit alternative has these common elements:

1. Trunk Line Service (express bus or rail) north and south on the coastside and in the Bayshore Corridor.
2. Trunk line service east-west across the County connecting north-south trunk lines at Redwood City, San Mateo, and San Bruno with coastside.
3. Major generators in the County for services (hospital, colleges) and employment (airport, industrial parks) will be connected by trunk lines.
4. Bus feeders will tie trunk line service to neighborhoods and employment centers with potential mass transit patronage. Factors which will be investigated to determine feeder service areas will be: intense commercial, industrial, or population land uses; low auto ownership; and significant portions of the population at both ends of the age spectrum.

The details of the feeder service will be the last part of the program to be detailed. It will be the least fixed part of any plan since the feeder bus can make use of almost any city street or County road. Demand for the service is most difficult to estimate. Routes and service will be flexible and adjustments will be continuously made as market conditions dictate from actual operations.

Any comprehensive planning of East Palo Alto undertaken through a federal grant should incorporate the area's transportation requirements in order to develop further factual detail that the West Bay Rapid Transit Authority may be able to utilize in developing a master plan of County transportation need and allocation of lower cost transportation resources to such areas as East Palo Alto.

## VII. GOVERNMENTAL ORGANIZATION TO SERVE AREA NEEDS

### A. Municipal Service Charges

Tables I through V in Appendix F present a summarized picture of the application of governmental services within East Palo Alto and their cost to residents in terms of tax dollars. These are contrasted with a sampling of other community service costs which, as will be noted, vary considerably from city to city as well as within cities themselves.

Per capita costs for services at \$103.30 are lowest in East Palo Alto and compare with sampled cities as follows: Pacifica - \$149.84; South San Francisco - \$222; Burlingame - \$260.64; Menlo Park - \$261.56; Brisbane - \$273.39; Woodside - \$497.59.

Appendices G and H are summaries presented by the communities of Menlo Park and Palo Alto as their conservative estimates of the additional costs to their communities if either were to annex East Palo Alto. Tax costs and charges may be somewhat overstated in view of the difficulty to measure precisely the tax (sales, franchise, other) and revenue worth of each unit of property within East Palo Alto. Average household tax increases to provide community services to East Palo Alto would range from \$35-\$70 annually in either community with increases probably falling more heavily on Palo Alto.

Depending upon the reorganization of services and the elimination of duplicate charges, East Palo Alto residents probably would pick up a net tax increase of about \$.60. The area's total tax burden would increase by some \$202,500--or about \$10 per capita (\$36 per household) more annually.

The above estimates must be rough in nature but are useful in illustrating the complexity of economically extending municipal services to areas where population densities, a lower tax base and greater service requirements stretch municipal financial capacities. This study also emphasizes the careful range of planning that must go into the continuing urbanizing process. Development of large, private land holdings in terms of their owners' rights to a return on their capital investments and as long as they conform to usual planning, engineering and building code standards rarely contemplate the added burden that taxpayers may have to assume in enlarging municipal capacities to provide the additional services eventually called for. The total future public price tag is never fully stated if even comprehended.

There exists no current, commonly held system into which the great variety of input data created but unassembled for practical planning use and forecasting can be fed to provide answers to the kinds of questions raised herein. A scientifically and technically sophisticated systems approach would provide local governments with a more precise measure of municipal service costs and enable them to mobilize the economic resources available from all levels of government. The

present systems of municipal finance forecasting are, in reality, archaic and seem to offer no relief from rising costs or predictions and that eventual tax rates will be prohibitive for medium and lower income families and individuals.

The greater municipal tax cost which East Palo Alto residents would face during this period of transition into a municipal structure should also be weighed against the other imperative facing the community--that of physically improving the area to higher community standards. The average East Palo Alto property owner will have to face the possibility of assessment charges for road, drainage and other improvements which may add another \$60-\$120 annually to his tax bill.

With the need to face a higher price tag to support municipally administered services, to pay for necessary community improvements even though possibly extensively financed through federal assistance programs, and to meet annual increases in the support of other governmental services, East Palo Alto residents may shoulder an additional tax load averaging \$125-\$150 more annually per household than is the case under present circumstances. Even if a 10%-15% margin for over- or underestimating is allowed, East Palo Alto residents must expect to assume as fair an additional burden of improvement costs as can be determined after planning for community development is completed in all its aspects.

#### B. Summary of Existing Service Costs

Charges made either on the basis of existing tax rates for community wide services--schools, fire, sanitary, police, lighting, library, recreation, water--or on the basis of estimated program cost are outlined below:

Type Service	Tax Rate	Revenue or Tax Levy	Cost in Excess of Revenue or Tax Levy	Total Costs
Schools	6.4164	\$1,523,894		
Police	.2757	62,864		
Fire	.5544	131,670		
Water	----	230,000		
Lighting	.0996	22,203		
Sanitary	.2500	50,899		
Recreation	.4681	103,619		
Library	.1496	35,530	\$ 7,877	
County		316,113		
Welfare			\$3,029,899	
Probation			230,500	
Police			221,494	

(a) Total direct charges  
against EPA

\$2,476,792

(b) Total of Other Program Costs

\$3,489,770

(c) Grand Total of the Cost of all Services

\$5,966,562

Various other programs are also administered within the area for the benefit of residents to one degree or another and are funded through federal sources for such things as education, OEO programs and the like or through private charitable sources (United Crusade). For example, 30 non-governmental agencies spend an estimated \$188,462 yearly in the EPA-EMP area. With OICW's allocation of \$468,000, non-governmental agencies spend some \$656,462 annually. OICW programs are, increasingly, drawing on a larger pool of trainees than those emanating from EPA alone.

The College of San Mateo has been spending an estimated \$30,000 annually for its readiness program while special school projects beyond those funded out of local taxes range \$300,000-\$400,000 annually.

In addition, the County has filed for a two-year \$2,000,000 grant for the establishment of a health project and center in the area to help encourage better public utilization of health facilities as well as to provide training in health care fields for local citizens.

These recitations, though based largely on estimates in the latter cases, point out the range of activities under consideration for implementation or actually being carried out in East Palo Alto. However, a number of these programs, actually or potentially inter-related, are carried out in uncoordinated fashion with little sense of community accomplishment or creation of community stability and empathy.

### VIII. URBAN IMPROVEMENT PROGRAM

#### A. Basic Provisions of Model Cities Act

The Demonstration Cities and Metropolitan Development Act of 1966 (PL 89-754), now called the "model cities" program, consists of 10 titles. Title I emphasizes better coordination of federal, state, and local efforts to improve the quality of urban life--physically and socially. This title enables a select number of urban areas (large and small) to seek 3 types of grant assistance: (1) a grant to plan a comprehensive model program; (2) a grant to help pay the administrative costs of running a "community demonstration agency," and (3) an incentive grant to help fund new and imaginative programs sought under this title.

The first grant will reimburse a local agency of 80% of the cost of developing a plan. Guidelines for qualifying and applying for one of these grants are to be distributed shortly. A proposal is to be made with the approval of the local governing body and should define and analyze the social and physical problems in the proposed neighborhood where the model program would be effective. Program goals should also be set forth. The local governing body, county or city, can be the community demonstration agency (CDA).

The CDA must have authority to work out agreements, establish priorities, and allocate resources among the various governmental and nongovernmental agencies involved in the program. Once its plan is approved by HUD, the CDA becomes eligible for a grant to administer its model program and a program incentive grant. The administration grant will cover 80% of the cost of administering a comprehensive model program, exclusive of the cost of administering any project or activity assisted by a federal grant-in-aid.

Local contribution to all federally-assisted projects and activities carried out in connection with this program will determine the size of the incentive grant. A CDA is eligible for a grant not to exceed 80% of the aggregate local contribution to such projects and activities. For example, the non-federal share of such programs as Head Start, MDTA, vocational education, adult basic education, assistance to medically indigent, NYC and the like may go toward the incentive grant eligible for the 80% funding.

Title II of the act concentrates almost exclusively on construction of new physical facilities and on rational land usage. Undertakings under this title must have the cooperation of all political jurisdictions in the metropolitan area and require the approval of all planning agencies, local and regional. Liaison between local governments and the federal government is to be established through a metropolitan (federal) expeditor. Programs for openspace acquisition, library construction, water supply and distribution facilities, airports and the like fall under this title. Federal cost in these comprehensively planned and developed programs is not to exceed 80% of the total.

Title III includes amendments to existing FHA legislation and includes assistance for programs which make below-market 221 (d)(3) loans available to non-profit sponsors for the purchase and rehabilitation of substandard housing for resale to prospective low-income homeowners.

Title IV makes FHA mortgage insurance available to private developers of new communities and is aimed, in essence, at a limited start toward a national new communities program. Title VI covers contributions to programs for the preservation of historical structures and their acquisition as well. Title VII adds six amendments to basic renewal legislation with two of the most important being "Local Grants-in-Aid" (Sec. 701) and "Additional Requirements for Redevelopment of Urban Renewal Areas" (Sec. 703).

Sec. 701 authorizes non-cash grant approvals to municipalities for up to 25% of the cost of constructing certain types of public facilities within, adjacent to, or in the immediate vicinity of urban renewal areas. Sec. 703 is designed to improve programs for the provision of low and moderate cost housing to the underprivileged.

Title IX authorizes HUD to make grants to applicant state agencies not to exceed 50% of the cost of carrying on an approved urban information and technical assistance program. Title X contains a variety of provisions including some relating to housing, housing studies, urban studies and planning grants for research on state statutes affecting local governments.

#### B. An Improvement Program for East Palo Alto

This study should set the background and basis for a comprehensive corrective and preventive attack on the variety of problems affecting East Palo Alto. Because of its areawide implications in that certain physical improvements may prove to be beneficial to more than the limited area of East Palo Alto, the fullest cooperation and planning with all local governing agencies must be undertaken. Whatever the outcome of procedural matter of annexation of the area to an existing municipality, the County of San Mateo will have the initial planning and executive responsibilities. A comprehensive improvement program will require the participation of the City of Menlo Park since East Menlo Park falls within certain areas of need. Because the neighboring City of Palo Alto has airport and recreational facilities that impact upon the community, discussions on an overall development plan should include both that city as well as the County of Santa Clara in order to assure the best possible use of federal and other funds that should benefit the communities of both counties.

The combination of current charges and expenditures within the area exceeds \$6,500,000-half or more of the funds being from other than local sources, and other on-going or contemplated programs may raise area expenditures to \$10,000,000. This does not include projected estimates for area physical improvements which may be conservatively placed at \$15,000,000, but the total actual, potential and projected costs strongly emphasizes the need for an effectively coordinated and planned program. The per capita expenditures in the area, including East Menlo Park, on a continuing basis exceed \$200 annually and would rise

to about \$650-\$700 per capita annually during the project years. The ultimate amortization of these costs would be produced in terms of better living conditions, improved job and educational opportunities, and the lowering of the social and economic costs engendered by welfare, delinquency, and the incidence of crime. The community objective should be to see that these things are undertaken within the context of the programs briefly described herein.

The "model cities" program envisages a total attack approach on community problems, the development of human and physical resources, physical revitalization, increased housing supply, citizen participation, private initiative and enterprise. Since the basic community stress, as reasonably as it can be determined by this study, was on the broad issues of education, welfare, recreation, employment, and community improvement, the comprehensiveness of the planning effort is an obvious necessity. One of the key requirements will be to bring the many, competing and uncoordinated agencies into a total team effort. Deadwood approaches, attitudes and costs will have to be cleared out in order to place the community on as self-sufficient and self-sustaining a basis as is possible.



IX. CONCLUSIONS, FINDINGS AND RECOMMENDATIONS

## A. Conclusions and Findings

The tremendously complicated task of guiding metropolitan growth, in its infinite variety of parts both large and small, has received a noteworthy measure of attention through the efforts of this Special Study Group. This is perhaps the first time in this County that an opportunity has been afforded to make a study of and comment upon all aspects of community government and development.

This study does not purport to be a final summation of all that has occurred or should take place. It should, however, be studied with sober attention to what it attempts to say. It has attempted neither to overstress the emotions of the citizenry of the area to the extent that they can be empathically evaluated nor to enlarge the problems which exist nevertheless. It hopes for an honest, clear-headed start on a series of urban problems that need not be complicated by recriminations or charges of dereliction in performance by constituted agencies of government. As of this moment, everyone should look at this as a new ball game.

The Local Agency Formation Commission has a unique opportunity to launch a landmark effort in seeking implementation of community goals through the model cities program. The scope of the problems is sufficiently broad to offer experimentation under this act to seek comprehensive solutions and approaches to community needs since all the elements of massive urban problems are present here on a smaller, more manageable scale. It should offer the Federal Government an opportunity to evaluate the effectiveness of preventive type programs where social and physical ills are still in a relatively incipient stage.

Although community morale appears to be at a lower ebb than need be because of an over concentration on its defects and a sense of general rejection, it cannot be foretold at the moment whether general community apathy will be sparked to a higher degree of motivation. Nevertheless, responsible governing agencies can neither rely on a belief that the situation is overstated and that the status quo is the easiest position to maintain nor should they evade the tough decisions which must be made no matter how loud the chorus of any disgruntled criticism may be. Some tasks are too difficult to perceive in all their complexity and carping criticism as it may arise, should not put a brake upon the decision to move ahead decisively. Within the short time allocated for this study, the Committee has cut through to the essential problems confronting East Palo Alto.

The finding of this Study Committee and the staff study is that an action oriented program of community improvement is of vital necessity and its prompt but carefully planned commencement is of paramount importance to the re-establishment of community morale and confidence.

## B. Recommendations

The following recommendations are basically those arrived at by your staff and do not reflect, either partially or fully in certain instances, the recommendations of the Committee as appended herein.

### 1. Action on the Petition

Despite the recommendation of the Special Study Committee that the petition for annexation to Menlo Park be denied and that annexation of the entire unincorporated area of East Palo Alto and the Triangle should be to Palo Alto, your staff strongly recommends that your action on this matter not give official sanction to an undertaking that, with all due respect to all its emotional values and desires, would raise a whole host of complex, intergovernmental issues which have not been given careful evaluation by the neighboring jurisdictions of Santa Clara County and the City of Palo Alto to the extent that these entities would wish to give to so involved a matter.

Although invited to attend these study sessions, only Palo Alto finally consented to participate but with no indication that this represented an overwhelming desire of the City officials or its citizens. Too, discussions by your staff with members of the Santa Clara County executive administration as well as with two members of its LAFC did not produce any evidence that that County will, on so short a notice, accept a grave financial responsibility for alleviating conditions over which it has had no initial jurisdiction whatever community wide responsibility may be for bringing such conditions about.

Therefore, the staff recommendation must be, as it was made to the Study Committee, that the petition for annexation of the Triangle to Menlo Park as presently constituted be denied and returned to the proponent for resubmittal to your Commission, if so desired, with boundaries enlarged to include all of unincorporated East Palo Alto for annexation to such municipality within San Mateo County over which your Commission has cognizance.

This recommendation also strongly supports an assumption of a policy wherein incorporation of a separate community is undesirable wherever there exists a possibility, as it does in large degree in this county, that an existing general purpose government has the facilities and capabilities to provide public services to residentially developing areas on the periphery of such municipal entities.

### 2. Recommendation re Board of Supervisors Action

An economic appraisal of programs for East Palo Alto shows that annexation of the area to a presently functioning municipal corporation is desirable from the standpoint of capitalizing

upon existing organizational and physical assets of such corporation in providing an adequate range of services required. However, it is recognized that annexation has its tax costs to both communities and that the phasing in of unincorporated territory into municipal structures will require extensive analysis of the economic costs involved in order to reduce these in the transition stage to effective possibilities of amortization.

Nevertheless, the outcome of any future annexation procedures should not serve to delay the meeting of immediate essentials. Since the larger problems of community improvement remain and since only the Board of Supervisors has initiatory responsibility, it is recommended that your Commission, by resolution, advise the said Board of your concern in a comprehensively planned undertaking as being a preparatory must for that area in order to raise it to substantially improved community standards and that the Board should therefore make appropriate applications to HUD for implementation of a model cities program or any other that might be relevant to the matter.

Furthermore, in order to keep the main issues raised properly in focus before the public and to encourage as broad citizen participation as possible in community action, the Board of Supervisors should be encouraged to establish a blue-ribbon advisory citizens' commission from East Palo Alto on defining community developmental goals.

Pending this action, the Study Committee recommends for your consideration its continuation in essentially this capacity so that a full transfer of information and data can be made effectively to any citizen group which shall be constituted for purposes of participating in the planning program.

### 3. Policy Statement re Future Annexation within San Mateo County

The intensely emotional nature of this problem, its deep concern to bordering municipalities as to whether they should accept or have a responsibility in resolving its issues regardless of their causative reasons, points up the necessity of a carefully enunciated policy on the part of your Commission which states that priority of annexation should be given to those residential communities falling within a city's future boundary extensions where such communities both require municipally coordinated services and express their desire for them.

Annexations which merely add to the tax resources of a municipality but which do little to resolve the underlying difficulties and costs of the urbanizing process should be permitted only after a comprehensive evaluation of the entire land use need and development program of each city. This latter effort is underway currently in terms of the special LAFC hearings periodically scheduled to review land use factors and city development programs for unincorporated areas.

#### 4. Recommendations re Education

One of the most important community services is education. Because of its nature, human emotions respond to its goals and failures to achieve them in strongly personal terms. As indicated in the attached tables, the cost of education is the largest single direct charge against the local taxpayer. Many factors determine the scope of possible performance of this function in resolving community needs. Community culture, values and economic strength will indicate the extent to which educational programs operate effectively and successfully.

No short range efforts such as budget slashes can reduce the cost of education to a community. No community can afford the other alternative--the cost of doing without it. Because the ordinary citizen can find no comprehensive statement of community-wide educational goals with which he can identify or feel reasonably assured that his district is performing at top efficiency, some evaluation of these goals and their attainment should be made by a body other than that normally providing the service--even though it may not be addicted to self-serving statements.

The wide range of school charges against individual taxpayers (i.e., in terms of composite tax rates, not individual bills) presents a confusing picture of the economics of education. Long range evaluations of educational programs, costs and needs should be made by an agency or group relatively free of bias or close identification with educational pressure groups.

The urbanizing process is a series of interactions of all kinds. Thus while the LAFC does not have direct jurisdiction over school district formation, its own decisions do affect school matters and will more so in the future. Both the LAFC and school districts should have a mutual appreciation for the need of close liaison and equal understanding of all urban factors which impinge upon so important a public function as education.

A discussion with both the retiring and incumbent County Superintendent of Schools was had in some depth and their concurrence in the merit of the following recommendations was gained thereby. To meet the above need, your staff here also strongly recommends that both the Board of Supervisors and the County Board of Education combine efforts to create a County Task Force on Educational Goals. This Task Force should be charged with the specific tasks of (1) assessing the total cost of education within the county; (2) enumerating those areas which are and have been problems and pinpointing the causes of failure or lack of progress; (3) enumerating the specialized programs in effect in each district with publication

of data as to their effectiveness; (4) projecting educational and facilities requirements over the next five years in terms of cost, land requirement, impacts upon neighborhoods in terms of traffic, etc., and an assessment of where such facilities should be best located in terms of equalizing the educational tax load as well as accessibility to all of the citizenry; (5) assessing Bay Area educational requirements as they relate to expanding job needs in all fields of endeavor--private and public; (6) establishing a five year master plan for all of the County's educational facilities, said plan to clarify educational philosophy, goals, values and to define clearly the central tasks of the schools. Since knowledge and reason are the sources of individual power and strength in dealing with the more captious claims of contemporary society upon our sense of duty and loyalty to ill-defined causes, this Task Force would have a formidable but important civic duty to perform.

The appointments to this Task Force should come from all avenues of endeavor within the county--business, professional groups (medical, scientific, legal, etc.), the churches, citizen groups such as the PTA, League of Women Voters, AAUW, labor and the like.

#### 5. Recommendations re Welfare and Social Services

Education and welfare rank in that order as requiring the greatest amount of public investment. Education, however, has a social and economic value which add considerably to the strength and prosperity of the nation. Welfare, on the other hand, has become a word of opprobrium even though its existence reflects the failure of the social and economic order as well as of the individual to adjust more precisely to changes in need.

Welfare presents a many-sided relationship to other special functions carried on for the protection of society--probation, law enforcement (courts, sheriff, district attorney) health and the like. Private social work agencies are also involved in what can best be described as a patchwork system of keeping things from falling apart. A review of agency budgets will show two things annually--a need for more people to serve these clients and more money to meet higher operating costs.

Statistical presentations justifying these requests are, generally, accurate enough in their portrayal of staff and budgetary need. What is more baffling about the situation is the inability of any one agency to show a breakthrough in this system of meeting social and personal crises. Immediate (i.e., year to year) requirements limit perspective and straitjacket administrative organizations into hassles over staff and money, often times on the basis of ideological differences.

The solutions to these human problems bearing heavy economic

cost are not going to be arrived at easily. Even a cursory examination of the literature reveals an endless stream of research effort and demonstration projects abound everywhere. But none of this is correlated in such a fashion as to represent the beginning of a process which will effect a greater amortization of human ills and shortcomings through the best possible investment of public and private funds. Neither the researchers nor the objects of their research have developed any effective communications skills so that the former can help create a new dawning in the mind of the latter.

Approximately a year ago a special study called "San Mateo County Plans for Health Action" was completed and publicly presented. But like most studies it has lacked effective coordination and has not aimed sufficiently well at those problem areas which could most easily be overcome. The nature of the welfare problems, drawing more and more criticism, needs to be more fully stated.

Your Commission is charged with being concerned with the quality of urban life as well as with the development of an orderly structure of government to meet citizen and community needs. The latter will never yield an effective solution if the former is neglected. This is an appropriate task, for your Commission can direct the proper attention of responsible agencies to problem areas which weigh most heavily upon the taxpaying public.

To illustrate this in a direct way, EPA pays a total of some \$316,000 in taxes for all county-wide services. Approximately 20 per cent, or \$63,200, (\$2.25/capita) represents that area's share of total county welfare costs. Yet the county administers some \$3,250,000 to meet East Palo Alto welfare needs. This brings per capita welfare expenditures in the area from all sources to about \$115. If private agency expenditures were added, this would increase to some \$127 per capita - out of which the local East Palo Alto resident contributes less than \$3 per capita. The bulk of the funds, therefore, is drawn from a broader federal, state and local base.

Unfortunately, public misunderstanding of welfare distorts the nature of its being whereas better knowledge would aim corrective legislation and efforts at those defects which throw the whole matter of the social worth and need of welfare programs into the lower order of things necessary in our society.

The changing characteristics of our population - its increased longevity with more and more people suffering all of its disabilities such as poor health, loneliness, low income as well as its increased youthfulness with growing numbers of children either products of disrupted families or suffering from their economic inability to meet modern day demands - along with its vast increase in numbers promises no easing of the problems of the future.

January 16, 1967

With this as general background, it is suggested that your Commission recommend to the Board of Supervisors that it instruct the County Manager and the Director of Health and Welfare to submit a list of the most qualified names from among public spirited citizens for Board appointment as a commission for the purpose of reviewing comprehensively the whole range of welfare activities - public and private - within the County. This survey would be basically aimed at (1) making recommendations for effecting better coordinated effort among all service agencies in resolving human problems, thereby maximizing the value of the dollar so expended on this function, (2) developing a plan that would bring about an intergration of the programs for better public visibility as well as effort, (3) seeking out those approaches which may be most effective in improving the prospects of the people dependent upon welfare to resume a functioning role in society within their own economic and other means, (4) analyzing all the available statistical data which will put into better perspective the nature of the social task confronting us and recommending improvements in the administration of existing programs which will remove as much administrative fat as possible so that the welfare dollar performs its fullest range of tasks in assisting the needy citizenry, and (5) reviewing existing federal and state legislation to the extent that recommendations can be made requiring greater federal contributions in view of high population mobility thus freeing the local financial structure to meet its own pressing need to extend services to more people over broader areas.

6. Recommendation Re Commendation of Study Group Efforts.

A resolution is submitted herewith for your approval commending the public spirited attitude and devotion of personal time by all participating members of this Study Group in their attempts to reach a workable set of recommendations concerning initiation of public improvement programs in East Palo Alto.

Despite a variety of opinions held on the subjects discussed and the verbal interplays interjected as a result, the Committee met its tasks in a friendly, good-natured fashion. Your staff wishes to add a special compliment for Dr. James Lockhart of East Palo Alto who guided this energetic body with patience and well placed humor.

Respectfully submitted,



MAX F. ROLIH,  
Acting Executive Officer

APPENDIX B  
DEMOGRAPHIC FACTORS

The proposed annexation of the area known as the "Triangle" to the City of Menlo Park has raised a broad series of issues to public inspection. There has been some fear that the incorporation of East Palo Alto, largely Negro in composition, would take in the Triangle as a necessary economic base and thereby add considerably to the tax burden of this area without any compensating return in the quality of services to be rendered.

Though San Mateo County does not have a Negro population which approaches its percentage of the total U.S. population (actually it is estimated at three percent), it would be useful to review those factors generated nationally which, when settled within various communities, place increasing pressures upon governmental institutions and the social structure to alleviate them. The factors cited herein should point to the need for local as well as national preventive action before more massive problems are created.

1. Characteristics of the Negro Population

a. Total Population

(1) 1790 Census - 3.9 million people, 3.2 million white and 757,000 Negro. By that time Negroes had resided 175 years in



this country and constituted 19.3 per cent of the total population. From 1810 to 1930 the Negroes declined as a proportion of the population to 9.7 per cent as slave importation ceased and white immigration continued. Since 1940 the Negro population growth exceeded that of the whites. From the Civil War (4.4 million), their number had increased by 1960 to 18.9 million - or about 10.6 per cent of the total population.

(2) Components of Growth - Since 1820 Negro population growth has resulted from natural increases almost entirely. As measured by fertility ratios (children under 5 per 1000 women 20-44 years old) Negro fertility (1850-1940) declined by more than one-half while white fertility declined by one-third.

Between 1940-60 white and non-white rates rose with the postwar baby boom by 88 per cent (395 to 742) and 90 per cent (418 to 795), respectively. Non-white fertility, as well as white, grew with improved health and a reduction in diseases. Life expectancy for non-whites, too, grew from 33.0 years in 1900 (47.6 for whites) to 63.6 years in 1960 (70.6 whites).

Thus, if the non-white rate of population growth were sustained, Negro population would double by 1990 while white population would double by 2010. The non-white rate of increase is 60 per cent above the white - i.e., 31.2 per cent non-white and 19.3 per cent for whites in 1960.

(3) Age

(a) 1840 median age - non-white 17.3 years, white 17.9 years; 1940 - non-white 25.2, white 29.5; 1950 - non-white 26.1, white 30.8; by 1960 - the median ages, because of the baby boom declined to 23.5 and 30.3 years, respectively. In 1960, 45.6 per cent

of the Negroes and only 39.5 per cent of whites were under 20.

b. Dependency

(1) 1910 - Negro and white dependency was about the same. Negro dependency ratio was 105 (i.e., for each 100 persons of working age 20-64 there were 105 either under 20 or over 65). The composition of the Negro 105 was 99 under 20 and 6 over 65. The native white ratio of 103 was 96 young and 7 aged.

(2) 1960 - Negro dependency ratio rose to 107 while the white dropped to 90. Negro youth dependency ratio by 1960 was 94 as compared with 75 for white. Aged Negro dependency had increased from 6 to 13 though below the level of 15 for whites.

c. Distribution

(1) 1790 - 91 per cent of the Negroes lived in the South. World War I, with its wartime manpower requirements, and the changing economy of the South, sparked an out migration of Negroes. Thus the number of Negroes in the North and West rose from 11 to 40 per cent from 1910 to 1960.

(2) According to the lifetime migration data in 1910 83 per cent of all non-whites lived in the state of their birth with 77 per cent for whites. In 1910 90 per cent of the native non-whites lived in the same geographic division (9 within the United States) and 94 per cent in the same region (3 or 4 in the United States) while comparable figures for whites were 84 per cent and 90 per cent. Negroes were less migratory. By 1960 only 64 per cent of native non-whites lived in the state of birth, 72 per cent in the geographic division and 75 per cent in

the region. Figures for whites were 68, 77, and 83 per cent.

(3) Between 1910-1960 net migration of Negroes out of the South was 454,300; 1920-1930, 749,000; 1930-1940, 347,500; 1940-1950, 1,244,700; 1950-1960, 1,457,000. Six states absorbed 72 per cent of the net in-migration between 1910-1950 - California, Illinois, Michigan, New York, Ohio, Pennsylvania. These same states absorbed 68 per cent of all non-white net in-migration between 1950-1960.

(4) In 1910 73 per cent of the U.S. Negroes as compared with 52 per cent whites lived in rural or other areas of less than 2500 inhabitants. By 1960, this was completely reversed with 73 per cent of the Negro population in urban areas with only 70 per cent of whites in urban areas.

(5) In 1910 only 29 per cent of the Negroes lived in SMSA's (Standard Metropolitan Statistical Areas). By 1960 this had increased to 65 per cent. Between 1920-1940, Negroes in SMSA's increased by 65 per cent as compared with 36 per cent for whites; between 1940-1960, this concentration for negroes more than doubled - 109 per cent as compared with 50 per cent for whites.

(6) Concentration in central cities - Between 1910-1920, Negro population in central cities of metropolitan areas grew by 40 per cent; 1920-1940, 83 per cent; 1940-1960, 123 per cent. By 1960, 51 per cent of all Negroes lived in central cities of the SMSA's. Of all Negro residents in metropolitan areas, 80 per cent lived in central

cities. In 1960, of all Negroes in the North 93 per cent were in SMSA's and 79 per cent in central cities; West - 93 per cent in SMSA's and 67 per cent in central cities; South, only 46 per cent were in SMSA's and 34 per cent in central cities.

The 24 SMSA's with 1 million or more persons in 1960 contained 38 per cent of the total Negro population and their central cities, 31 per cent. White figures for the same areas are 34 per cent and 15 per cent.

(7) Segregation - both the Negroes and early white immigrants found their way into cities by residence in the inner slum areas or ghettos. However, Negroes tended to be more highly segregated and segregation has increased with the urbanization process. A 1960 study Taeuber study of 207 cities showed that the Negro index of segregation increased between 1940-1950 in all eight geographic divisions studied (New England, Middle and South Atlantic, East North Central, West North Central, East South Central, West South Central).

Thus between 1910-1960, though the Negro has been redistributed from the South to the North and West and from rural to urban and metropolitan areas, he has remained much more highly segregated than had white immigrants who preceded him into cities.

d. Family

(1) 1910 - only 38 per cent of Negro women 50-54 years old were living in first marriages as compared with 59 per cent of whites. And a larger proportion were widowed or divorced - 35 per cent and 19 per cent, respectively. By 1960 only 48.6 per cent of all non-

white women were married and living with their husbands while 63.7 per cent of white women were so engaged. Sixteen per cent of non-white as contrasted with 6 per cent of white women were separated, married with husband absent or divorced with the widowed percentage being 14 per cent and 12 per cent, respectively.

These figures depict the family disorganization and instability to which the Negro has been subjected throughout his history in the U.S. During slavery and well into the 20th century the Negro existed under patterns of living and behavior not characteristic of the middle-class white society. As a consequence of these factors, the matriarchal family structure has been reinforced by the continued inability of the Negro male to fulfill his role as a family provider. Victimized by social, economic political and educational discrimination, the Negro male has played a less dominant role in the family structure.

Thus 84 per cent, as contrasted with 89 per cent of whites, of the non-white population lives in primary family groups. In 1960, 32.2 per cent of non-white children under 14 (only 8 per cent of white), were being reared in the absence of one or both parents. And 19.6 per cent non-white children vs. 5.5 per cent white were living with mothers only while 10.9 per cent vs. 1.8 per cent were living with neither parents.

e. Education and Illiteracy

(1) 1910 - 30.4 per cent of the Negroes as compared with 3 per cent of the whites were illiterate. In rural areas this disparity was 36 per cent for Negroes and 18 per cent in urban.

Negro illiteracy in the South was 33 per cent, 10 per cent in the North and 7 per cent in the West.

(2) 1940 - Non-white men 25 and older had only an average of 5.4 years of schooling - 8.7 years for whites. By 1960 these figures had increased to 7.9 and 10.6 years, respectively and were 8.5 years for non-white women and 11.0 years for white women.

In 1940, 41 per cent of non-white adults had less than 5 years of schooling and were functionally illiterate - the white figure stood at 11 per cent. In 1940, 92 per cent non-whites had not completed high school while 74 per cent of the whites had not. College completion was 1.3 per cent non-white and 4.9 per cent white.

(3) 1960 - The functionally illiterate non-white had decreased to 23 per cent but was still larger than the white 7 per cent figure. Non-white adults without high school education had dropped to 78 per cent, white to 57 per cent. College education of non-whites had grown to 3.5 per cent but 8.1 per cent for whites. Since the Negro population is younger than the white, the disparity is actually greater.

(4) Enrollment - In 1910 only 59 per cent of Negroes 6-13 were in school while 85 per cent of native whites were so enrolled. Negroes 14-15 had a 58 per cent enrollment compared with 78 per cent for whites; 16-17, Negroes 36 per cent, white, 46 per cent; 18-20, non-white 12 per cent, white 17 per cent.

By 1960, enrollment had gone as follows: 6-13 Negro 93 per cent, white 96 per cent; 14-15, Negro 90 per cent, white 95 per cent; 16-17, Negro 73 per cent, white 82 per cent; 18-20, Negro, 31 per cent, white 37 per

cent. The improved Negro relative school enrollment was one of the consequences of regional and urban distribution.

f. Labor force

(1) 1910 - 56 per cent of gainfully employed Negroes as compared with 33 per cent of all workers were agriculturally employed, 22 per cent were engaged in domestic and personal services (only 10 per cent of all workers). Thus, 78 per cent of all Negro workers were in agriculture or domestic service as contrasted with 43 per cent of all workers in the country.

National changes in occupational patterns because of technology and urbanization had restructured, by 1960, the U.S. labor force so that where, in 1910, 74 per cent of the total force was engaged in manufacturing and only 26 per cent in services, by 1960 this proportion had changed to 46 per cent and 54 per cent, respectively. In 1910, 36 per cent were in agriculture while in 1960 this had declined to 6 per cent. White collar work increased from 18 per cent to 42 per cent over the same period.

In 1940 Negro agricultural workers had shrunk to 41 per cent (but only 21 per cent for whites); 21 per cent of Negro laborers were in non-agricultural pursuits (7.5 per cent for whites). White collar jobs accounted for only 9 per cent Negroes while 29 per cent whites were so employed. Skilled jobs held only 17 per cent of all Negro workers, but 34 per cent of the white.

Increased postwar rural-urban distribution found 11 per cent of the Negro population (8 per cent white) in agriculture by 1960. In 1960, too,

Negro employment in crafts had reached 10 per cent (21 per cent for whites); white collar 11 per cent (but over 33 per cent for whites).

Although Negro occupational upgrading has taken place as indicated, it still lags far behind that of whites. For example, by 1960 it still would have required a 38 per cent occupational change among Negroes in order to match white occupational distribution.

g. Income Distribution - In 1939 the median income of non white males 14 and older was \$460 for all workers and \$639 for full time employment. Comparable white figures were \$1,112 and \$1,419. Thus non-white income was 41 per cent and 45 per cent of white incomes, respectively. By 1960 non-white median income had gone to \$3,075 and \$3,789 in the above categories and to \$5,137 and \$5,662 for whites - or to 60 per cent and 67 per cent, respectively, of white median income.

Studies have shown that the non-white high school graduate gets only 60 per cent of the estimated lifetime earnings of white workers, non-white elementary school graduates get only 64 per cent of such income for their white counterparts and Negro college graduates do only half as well as whites. For example, Negro carpenters with a high school education will get only 76 per cent of comparable white earnings.

A Social Security Administration analysis of 1963 placed 43 per cent of all Negro families in income categories below the "economy level" and 56 per cent below the "low cost level". The "low cost" food plan allows an average of 28¢ per meal per person in a four person family and 22¢ per meal in the "economy level". Only 12 per cent and 19 per



cent of whites were categorized, respectively, in these levels. In the South Negroes were 58 per cent (18 per cent white) and 72 per cent (27 per cent white) were in comparable categories.

Negro families with children also reflect these adverse relationships. Negro families with one child under 18 constituted 33 per cent of the less rigorous standard and 46 per cent of the more rigorous. Whites compared with 10 per cent and 18 per cent in these criteria. Of all family children under 18 in the U.S. 22 per cent are in families regarded as "poor" by the less rigorous standard and 31 per cent by the more rigorous. Of all non-white children under 18, 62 per cent to 76 per cent were in poor families with comparable white percentages being 15 per cent to 25 per cent. In other comparisons of children raised in poverty, the figures by family makeup range as follows:

	No. of children under 18		
	1-2	3-4	5 or more
White	9-15%	15-25%	33-48%
Non-white	39-52%	54-68%	81-94%

h. Social and Political Implications - Because of their early history of slavery and slow emancipation from their former bondage in the past Civil War years, the Negro population continued to remain isolated from white society as a segregated, poverty ridden, illiterate, and politically powerless group. Their isolation was further compounded by the fact that three-fourths of their group remained in a rural setting until the outbreak of World War I.

The accelerated pace of urbanization and technological change drew into

its vortex the rural Negro and set off the continuing social interaction and inundation of metropolitan and urban America. Between 1940 and 1960 Negro population of the central cities in metropolitan areas of 1,000,000 or more increased by 4,230,000 or 59.7 per cent of their total 1960 population.

## APPENDIX C

## CHARACTERISTICS OF THE BAY ROAD AREA

The Bay Road area is composed of San Mateo County Census Tracts 83, 84, 85, and 86. According to the 1960 Census, this included 20,253 persons, of whom 5,664 were householders. Planning Commission estimates raised this to 24,550 persons in July, 1964. Bay Road is not the only "pocket of poverty" in this County, but it presents a number of features which make it eminently practical for a demonstration of new approaches to medical care.

Bay Road is isolated from the rest of the County by the freeway. Most health and welfare services have been provided in the geographical center of the County. Bay Road is at the extreme south of the County and has extremely limited public transportation for those who need it most.

This area contains families of all types. Within it however, are many families of in-migrants from the southeastern states who have had very limited educational and vocational opportunities. They find it difficult to become acculturated into the prevailing middle-class California ways of handling problems. This acculturation is made more difficult because pressures from without and from within tend to make these people remain more or less insulated within their own circles.

There are a number of patterns which seem to be most appropriate for consideration by those involved in the health and medical professions: The lack of appreciation and enthusiasm for antepartum and postnatal care, the acceptance of family patterns which lead to a high rate of illegitimacy, and the remarkable lack of acceptance of medical care by the Negro male, who, incidentally, has the shortest life expectancy of any age/sex group in the United States.

This does not imply that these patterns are typical of Negroes generally, but in this particular area, we find a disproportion of these problems. Outside the field of health and medicine, but intimately related, there are numerous other problems. We find that many persons whose educational and vocational opportunities are not adequate to provide a means of making a living can make immediate gains if provided with forward-looking opportunities in the form of vocational training and rehabilitation. On the other hand, even though it is almost impossible to make a living in San Mateo County unless one has a high school diploma, this small area has more than its quota of school drop-outs, both for boys and girls. In a recent study of the attitudes of a chronically dependent group from (1) this area, we found persons who expressed feelings that public services generally were to be viewed with suspicion; this could include all public hospitals and public school.

We acknowledge that many of the problems are entirely factual. It is hoped that objective problems which have been stated in previous studies (2) such as the difficulties of obtaining transportation, the difficulty of securing someone to stay with children, the impossibility of fitting the clinic schedule into a working mother's day and the long waits for clinic services will be resolved, at least for the antepartum clinics now in operation in the Bay Road office of the Health and Welfare Divisions in the neighborhood shopping center. These clinics are on an appointment basis, and at least one clinic is held in the evening.

However, nothing in the experience of the Department would lead us to believe that the provision of accessible services will insure that the persons most in need of such services will take advantage of them. Offering health and medical services is not enough. We are proud of the comprehensiveness of the medical services that are available to the indigent in San Mateo County. An AFDC (Aid to Families with Dependent Children) mother who was intelligent, persistent, aggressive, patient, and possessed of a strong positive attitude toward medical care (plus adequate transportation) could find an answer to almost any medical problem. However, this kind of person does not remain on public assistance long, if she is ever there. This very ability to cope with situations seems to be one of the dividing lines between the recipient and the non-recipient. The average AFDC mother is often low in "copeability". Possibly this is why she is dependent upon AFDC. When this low degree of coping ability is reinforced by negative attitudes toward medical care (or what the person thinks of as medical care, particularly public medical care) we have a very baffling problem.

It is this second area of modification of attitudes and the development of a kind of medical care which can be used by a family with limited coping powers and many problems that a real contribution to medical care can be made. This is not only for these specific families in this particular geographic area, but in other areas, and in developing methods of providing family-centered, non-fragmented medical care and planning for families of all economic levels.

The presence of the District Health and Welfare offices in the local shopping center helps relieve the transportation difficulties which have been a considerable problem in the use of medical care by this area. It will, more importantly, provide the medical personnel with an easily observable model of an ongoing Public Health Nursing program, and the family and children's services of a Welfare Department. It will provide day-to-day contact with public health nurses and social workers around families under their mutual care. Many of the families are already known to both Public Health Nursing or Welfare which means that there is much useful and pertinent information on many families already available in this location. The large amount of overlap between these two services (3) can be illustrated by a survey of agency caseloads as of one day. Public Health Nursing had 433 open family folders and the Welfare had 520 Family and Children's receiving funds. Of these, 153 families were mutually open to the services of both Divisions that day.

This setting should provide an atmosphere which would be supportive of a health center. Since the objective of this project is not only to provide medical care as such, but also to develop a client-physician relationship and to allay the feelings of suspicion that many of the families appear to have toward medical care, this development of a supportive atmosphere could be helpful to the success of the project. As a by-product, it is hoped that the development of more positive attitudes toward medical care will extend into attitudes generally.

Tables illustrating population, housing, and service utilization factors which make this area an exceptionally favorable one for such an experiment, are appended.

LSB:mmc  
2-1-1965  
Revised 10-1-1966

FACTS ABOUT THE BAY ROAD AREA  
(SAN MATEO COUNTY CENSUS TRACTS 83, 84, 85, 86)

BAY ROAD HAS A HIGHER PROPORTION OF LOW INCOME FAMILIES.  
(U. S. Census, 1960. See (4) under REFERENCES)

	TOTAL COUNTY	CENSUS TRACTS 83-86	OTHER CENSUS TRACTS
<u>All Families</u>	<u>117,457</u>	<u>4,831</u>	<u>112,626</u>
Families with income less than \$3,000 per year	8,512	578	7,934
Families with income less than \$4,000 per year	13,242	1,058	12,184
Percent families with less than \$3,000 income	7.2%	12.0%	7.0%
Percent families with less than \$4,000 income	11.3%	22.0%	10.8%

HOUSEHOLD TEND TO BE LARGER IN BAY ROAD  
(U. S. Census, 1960. See (4) under REFERENCES)

	TOTAL COUNTY	CENSUS TRACTS 83-86	OTHER CENSUS TRACTS
Population in households	437,619	20,175	417,444
Number of households	135,182	5,664	129,518
Average number of persons per household	3.2	3.6	3.2

FACTS ABOUT THE BAY ROAD AREA  
(SAN MATEO COUNTY CENSUS TRACTS 83, 84, 85, 86)

THERE IS A HIGHER PROPORTION OF OVERCROWDED HOUSING IN THE BAY ROAD AREA (U. S. Census, 1960. See (4) under REFERENCES)

	TOTAL COUNTY	CENSUS TRACTS 83-86	OTHER CENSUS TRACTS
<u>All Housing Units</u>	<u>141,773</u>	<u>5,942</u>	<u>135,831</u>
<u>All Occupied Housing Units</u>	<u>135,182</u>	<u>5,664</u>	<u>129,518</u>
Units overcrowded	8,627	893	7,734
Percentage of occupied units overcrowded	6.4%	15.8%	6.0%

HOUSING OCCUPIED BY NON WHITES IS MORE THAN TWICE AS LIKELY TO BE OVERCROWDED.  
ALMOST ONE QUARTER OF THE HOUSING OCCUPIED BY NON WHITES IS OVERCROWDED.  
(U.S. Census, 1960. See (4) under REFERENCES)

	TOTAL	WHITE	NON WHITE
<u>All Housing Units in Tracts 83-86</u>	<u>5,942</u>	*	*
<u>All Occupied Housing Units</u>	<u>5,664</u>	<u>3,818</u>	<u>1,846</u>
Units overcrowded	893	447	446
Percentage of occupied units over- crowded.	15.8%	11.7%	24.2%

\* There were 278 unoccupied units, of which 150 were available for rent.

FACTS ABOUT THE BAY ROAD AREA  
(SAN MATEO COUNTY CENSUS TRACTS 83, 84, 85, 86)

THE UNEMPLOYMENT RATE FOR MEN IS OVER TWICE AS HIGH IN BAY ROAD AS IN THE REMAINDER OF THE COUNTY.

(U. S. Census, 1960. See (4) under REFERENCES)

	TOTAL COUNTY	CENSUS TRACTS 83-86	OTHER CENSUS TRACTS
<u>Male civilian labor force</u>	<u>122,368</u>	<u>5,270</u>	<u>117,098</u>
Unemployed	3,759	353	3,406
Percent unemployed	3.1%	6.7%	2.9%

EDUCATION LEVELS TEND TO BE LOWER IN BAY ROAD. ONE THIRD OF THE POPULATION AGED 25 YEARS AND OVER HAVE NEVER ATTENDED HIGH SCHOOL. OVER HALF DID NOT COMPLETE HIGH SCHOOL.

(U. S. Census, 1960. See (4) under REFERENCES)

	TOTAL COUNTY	CENSUS TRACTS 83-86	OTHER CENSUS TRACTS
<u>Number of persons 25 years and over</u>	<u>252,811</u>	<u>9,890</u>	<u>242,921</u>
Percent not completing 8th grade	9.1%	17.2%	8.8%
Percent not attending high school	19.9%	31.3%	19.5%
Percent not completing high school	38.1%	52.9%	37.6%

A HIGHER PROPORTION OF MARRIED COUPLES WITH CHILDREN UNDER SIX HAVE EMPLOYED MOTHERS

(U.S. Census, 1960. See (4) under REFERENCES)

	TOTAL COUNTY	CENSUS TRACTS 83-86	OTHER CENSUS TRACTS
<u>Married couples with own children under 6</u>	<u>36,305</u>	<u>1,808</u>	<u>34,497</u>
With mother in labor force	6,769	551	6,218
Percent with mother in labor force	18.7%	30.5%	18.0%



FACTS ABOUT THE BAY ROAD AREA  
(SAN MATEO COUNTY CENSUS TRACTS 83, 84, 85, 86)

OF EVERY ONE HUNDRED BIRTHS TO RESIDENTS OF BAY ROAD, FIFTEEN ARE THE SIXTH OR LATER CHILD OF THE MOTHER. OF NON-BAY ROAD RESIDENTS, FIVE ARE SIXTH OR LATER IN BIRTH ORDER.

(U. S. Census, 1960. See (4) under REFERENCES)

Special detailed tabulation of local births. See (5) under REFERENCES)

	TOTAL COUNTY	CENSUS TRACTS 83-86	OTHER CENSUS TRACTS
<u>All resident births, 1960</u>	* <u>9,992</u>	<u>591</u>	<u>9,356</u>
Sixth or later child of the mother:			
Number	532	85	445
Percent	5.3%	14.4%	4.8%

\* 45 Additional resident births not allocable to tract

IN ADDITION TO HAVING THREE TIMES THE PERCENT OF HIGH-ORDER BIRTHS, THE FEMALE POPULATION AGED 15-44 TENDS TO BE YOUNGER IN BAY ROAD. THIS WOULD INDICATE THAT THESE FAMILIES ARE LESS COMPLETE THAN IN THE REST OF THE COUNTY.

(U. S. Census, 1960. See (4) under REFERENCES)

	TOTAL COUNTY	CENSUS TRACTS 83-86	OTHER CENSUS TRACTS
All women 15-44 years of age:			
Number	93,901	4,458	89,443
Percent	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>
15-24 years of age	27.2%	30.2%	27.0%
25-34 years of age	33.4%	37.7%	33.0%
35-44 years of age	39.4%	32.0%	40.0%

FACTS ABOUT THE BAY ROAD AREA  
(SAN MATEO COUNTY CENSUS TRACTS 83, 84, 85, 86)

A HIGH PROPORTION OF MOTHERS THAT LIVE IN THE BAY ROAD AREA HAVE THEIR BABIES AT SAN MATEO GENERAL HOSPITAL.

(Special Local Tabulation, 1960 Resident Births. See (5) under REFERENCES)

	TOTAL COUNTY	CENSUS TRACTS 83-86	OTHER CENSUS TRACTS
<u>All Resident Births, 1960</u>	* <u>9,992</u>	<u>591</u>	<u>9,356</u>
In San Mateo General Hospital	589	141	440
In local private hospitals	4,583	134	4,416
Born outside County	4,797	315	4,478
Born outside hospital	23	1	22
Percent of all births in San Mateo General Hospital	5.9%	23.9%	4.7%

\* 45 Additional resident births not allocable to tract

BAY ROAD MOTHERS TEND TO COME IN LATER FOR PRENATAL CARE, OR TO HAVE NONE.  
(Special Local Tabulation, 1960 Resident Births. See (5) under REFERENCES)

	TOTAL COUNTY	CENSUS TRACTS 83-86	OTHER CENSUS TRACTS
<u>Total Births to Residents</u>	* <u>9,992</u>	<u>591</u>	<u>9,356</u>
Early prenatal care (begun during the first three months of pregnancy)			
Number of births	6,608	236	6,353
Percent of total births	66.1%	39.9%	67.9%
Late prenatal care (begun during the 7th, 8th, or 9th month of pregnancy, or no care before delivery)			
Number of births	806	123	673
Percent of total births	8.1%	20.8%	7.2%

\* 45 Additional resident births not allocable to tract

FACTS ABOUT THE BAY ROAD AREA  
(SAN MATEO COUNTY CENSUS TRACTS 83, 84, 85, 86)

THE BIRTH RATE PER 1,000 TOTAL POPULATION IS HIGHER FOR NEGROES AND WHITES IN THE BAY ROAD AREA. IT IS LOWER FOR THE OTHER NON-WHITE POPULATION.

(U. S. Census, 1960. See (4) under REFERENCES.

Special detailed tabulation of Local Births. See (5) under REFERENCES)

	TOTAL COUNTY	CENSUS TRACTS 83-86	OTHER CENSUS TRACTS
<u>All Births to County Residents</u>	* <u>9,992</u>	<u>591</u>	<u>9,356</u>
White	9,381	320	9,018
Negro	368	254	112
Other (Chinese, Japanese, Indian, etc.)	243	17	226
<u>Rates per 1,000 Total Population</u>	<u>22.48</u>	<u>29.18</u>	<u>22.06</u>
White	22.06	25.69	21.85
Negro	33.93	37.84	27.10
Other	29.18	15.71	31.19

\* 45 Additional resident births not allocable to tract

AID TO FAMILIES WITH DEPENDENT CHILDREN BUDGET UNITS ARE LARGER IN BAY ROAD.  
(See (6) under REFERENCES. Special study of AFDC caseload, October, 1962)

	TOTAL COUNTY	CENSUS TRACTS 83-86	OTHER CENSUS TRACTS
Number of AFDC payees (family units)	1,257	397	860
Number of children in Family Budget units	3,450	1,229	2,221
Average number of children per Budget unit	2.74	3.10	2.58

FACTS ABOUT THE BAY ROAD AREA  
(SAN MATEO COUNTY CENSUS TRACTS 83, 84, 85, 86)

THE BAY ROAD AREA INCLUDES LESS THAN FIVE PERCENT OF THE COUNTY POPULATION. A MUCH HIGHER PERCENTAGE OF COUNTY FINANCED HEALTH SERVICES IS USED BY THE AREA.

(See (4), (7), (8), (9), under REFERENCES)

	TOTAL COUNTY		CENSUS TRACTS 83, 84, 85, 86		OTHER CENSUS TRACTS	
	Number	Percent	Number	Percent	Number	Percent
<u>Federal Census, April, 1960</u>						
Total population	444,387	100.0	20,253	4.6	424,134	95.4
Total families	117,457	100.0	4,831	4.1	112,626	95.9
<u>Estimated as of July 1, 1964</u>						
Total population	517,300	100.0	24,550	4.8	492,750	95.2
Total families	136,720	100.0	5,856	4.3	130,864	95.7
<u>Public Health Nursing Visits</u>						
Calendar year 1961	42,742	100.0	4,638	10.9	38,104	89.1
Calendar year 1962	47,672	100.0	5,333	11.2	42,339	88.8
Calendar year 1963	47,654	100.0	6,109	12.8	41,545	87.2
Calendar year 1964	47,473	100.0	7,340	15.5	40,133	84.5
Calendar year 1965	46,714	100.0	7,627	16.3	39,087	83.7

FACTS ABOUT THE BAY ROAD AREA  
(SAN MATEO COUNTY CENSUS TRACTS 83, 84, 85, 86)

THE BAY ROAD AREA INCLUDES LESS THAN FIVE PERCENT OF THE COUNTY POPULATION. A MUCH HIGHER PERCENTAGE OF COUNTY FINANCED HOSPITALIZATION WAS USED BY THE AREA IN 1965.

(See (4), (7), (8), (9), under REFERENCES)

	TOTAL COUNTY		CENSUS TRACTS 83, 84, 85, 86		OTHER CENSUS TRACTS	
	Number	Percent	Number	Percent	Number	Percent
<u>Discharges from San Mateo County General Hospital (Estimate 1/65-12/65)</u>						
<u>Total all services *</u>	<u>7,620</u>	<u>100.0</u>	<u>1,268</u>	<u>16.6</u>	<u>6,352</u>	<u>83.4</u>
Medical **	1,692	100.0	144	8.5	1,548	91.5
Surgical **	1,812	100.0	280	15.5	1,532	84.5
Obstetric	928	100.0	268	28.9	660	71.1
Newborn	796	100.0	232	29.1	564	70.9
Pediatric	696	100.0	180	25.9	516	74.1
Communicable Disease **	316	100.0	52	16.5	264	83.5
Neuropsychiatric	1,368	100.0	108	7.9	1,260	92.1
<u>Utilization of San Mateo County General Hospital in Patient Days (Estimate 1/65-12/65)</u>						
<u>Total all services *</u>	<u>72,760</u>	<u>100.0</u>	<u>10,064</u>	<u>13.8</u>	<u>62,696</u>	<u>86.2</u>
Medical **	18,128	100.0	1,664	9.2	16,464	90.8
Surgical **	26,516	100.0	3,808	14.4	22,708	85.6
Obstetric	3,416	100.0	948	27.8	2,468	72.2
Newborn	3,412	100.0	1,052	30.8	2,360	69.2
Pediatric	6,652	100.0	1,352	20.3	5,300	79.7
Communicable Disease **	4,952	100.0	440	8.9	4,512	91.1
Neuropsychiatric	9,560	100.0	768	8.0	8,792	92.0

\* Includes unidentifiable service

\*\* Includes some hospitalization of children

FACTS ABOUT THE BAY ROAD AREA  
(SAN MATEO COUNTY CENSUS TRACTS 83, 84, 85, 86)

File No. 66-29 - EPA Report

January 16, 1967

THE BAY ROAD AREA INCLUDES LESS THAN FIVE PERCENT OF THE COUNTY POPULATION. A MUCH HIGHER PERCENTAGE OF COUNTY FINANCED HOSPITALIZATION WAS USED BY THE AREA IN 1965.  
(See (4), (7), (8), (9), under REFERENCES)

	TOTAL COUNTY		CENSUS TRACTS 83, 84, 85, 86		OTHER CENSUS TRACTS	
	Number	Percent	Number	Percent	Number	Percent
<u>Discharges from San Mateo County General Hospital (Estimate 1/65-12/65)</u>						
<u>Total all services *</u>	<u>7,620</u>	<u>100.0</u>	<u>1,268</u>	<u>16.6</u>	<u>6,352</u>	<u>83.4</u>
Medical **	1,692	100.0	144	8.5	1,548	91.5
Surgical **	1,812	100.0	280	15.5	1,532	84.5
Obstetric	928	100.0	268	28.9	660	71.1
Newborn	796	100.0	232	29.1	564	70.9
Pediatric	696	100.0	180	25.9	516	74.1
Communicable Disease **	316	100.0	52	16.5	264	83.5
Neuropsychiatric	1,368	100.0	108	7.9	1,260	92.1
 <u>Utilization of San Mateo County General Hospital in Patient Days (Estimate 1/65-12/65)</u>						
<u>Total all services *</u>	<u>72,760</u>	<u>100.0</u>	<u>10,064</u>	<u>13.8</u>	<u>62,696</u>	<u>86.2</u>
Medical **	18,128	100.0	1,664	9.2	16,464	90.8
Surgical **	26,516	100.0	3,808	14.4	22,708	85.6
Obstetric	3,416	100.0	948	27.8	2,468	72.2
Newborn	3,412	100.0	1,052	30.8	2,360	69.2
Pediatric	6,652	100.0	1,352	20.3	5,300	79.7
Communicable Disease **	4,952	100.0	440	8.9	4,512	91.1
Neuropsychiatric	9,560	100.0	768	8.0	8,792	92.0

\* Includes unidentifiable service

\*\* Includes some hospitalization of children

FACTS ABOUT THE BAY ROAD AREA  
(SAN MATEO COUNTY CENSUS TRACTS 83, 84, 85, 86)

THE BAY ROAD AREA INCLUDES LESS THAN FIVE PERCENT OF THE COUNTY POPULATION. A MUCH HIGHER PERCENTAGE OF COUNTY FINANCED HEALTH SERVICES IS USED BY THE AREA.

(See (4), (7), (10), under REFERENCES)

	TOTAL COUNTY		CENSUS TRACTS 83, 84, 85, 86		OTHER CENSUS TRACTS	
	Number	Percent	Number	Percent	Number	Percent
<u>Federal Census, April, 1960</u>						
Total population	444,387	100.0	20,253	4.6	424,134	95.4
Total families	117,457	100.0	4,831	4.1	112,626	95.9
<u>Estimated as of July 1, 1964</u>						
Total population	517,300	100.0	24,550	4.8	492,750	95.2
Total families	136,720	100.0	5,856	4.3	130,864	95.7
<u>Aid to Needy Disabled</u>						
<u>Individuals</u>						
July, 1964	652	100.0	56	8.6	596	91.4
July, 1965	637	100.0	78	12.2	559	87.8
January, 1966	1,112	100.0	135	12.1	977	87.9
July, 1966	1,279	100.0	172	13.4	1,107	86.6

FACTS ABOUT THE BAY ROAD AREA  
(SAN MATEO COUNTY CENSUS TRACTS 83, 84, 85, 86)

THE BAY ROAD AREA INCLUDES LESS THAN FIVE PERCENT OF THE COUNTY POPULATION. A MUCH HIGHER PERCENTAGE OF PUBLICLY FINANCED WELFARE SERVICES IS USED BY THE AREA.  
(See (4), (7), (10), under REFERENCES)

	TOTAL COUNTY		CENSUS TRACTS 83,84,85,86		OTHER CENSUS TRACTS	
	Number	Percent	Number	Percent	Number	Percent
<u>Federal Census, April, 1960</u>						
Total population	444,387	100.0	20,253	4.6	424,134	95.4
Total families	117,457	100.0	4,831	4.1	112,626	95.9
<u>Estimated as of July 1, 1964</u>						
Total population	517,300	100.0	24,550	4.8	492,750	95.2
Total families	136,720	100.0	5,856	4.3	130,864	95.7
<u>Old Age Security</u>						
<u>Individuals</u>						
July, 1961	3,530	100.0	176	5.0	3,354	95.0
July, 1964	3,548	100.0	223	6.3	3,325	93.7
July, 1965	3,578	100.0	249	7.0	3,329	93.0
July, 1966	3,884	100.0	267	7.0	3,617	93.0



FACTS ABOUT THE BAY ROAD AREA  
(SAN MATEO COUNTY CENSUS TRACTS 83, 84, 85, 86)

THE BAY ROAD AREA INCLUDES LESS THAN FIVE PERCENT OF THE COUNTY POPULATION. THE PERCENTAGE OF ILLEGITIMACY, AND OF INITIAL REFERRALS TO JUVENILE PROBATION FOR DELINQUENCY AND DEPENDENCY IS HIGHER.  
(See (4), (7), (11), (12) under REFERENCES)

	TOTAL COUNTY		CENSUS TRACTS 83,84,85, 86		OTHER CENSUS TRACTS	
	Number	Percent	Number	Percent	Number	Percent
<u>Federal Census, April, 1960</u>						
Total population	444,387	100.0	20,253	4.6	424,134	95.4
Total families	117,457	100.0	4,831	4.1	112,626	95.9
<u>Estimated as of July 1, 1964</u>						
Total population	517,300	100.0	24,550	4.8	492,750	95.2
Total families	136,720	100.0	5,856	4.3	130,864	95.7
<u>Illegitimate Births Registered* in the County</u>						
Calendar year 1961	219	100.0	54	24.7	165	75.3
Calendar year 1962	287	100.0	70	24.4	217	75.6
Calendar year 1963	325	100.0	76	23.4	249	76.6
Calendar year 1964	382	100.0	87	22.8	295	77.2
Calendar year 1965	386	100.0	108	28.0	278	72.0

\* Does not include births occurring outside the County

FACTS ABOUT THE BAY ROAD AREA  
(SAN MATEO COUNTY CENSUS TRACTS 83, 84, 85, 86)

THE BAY ROAD AREA INCLUDES LESS THAN FIVE PERCENT OF THE COUNTY POPULATION. THE PERCENTAGE OF ILLEGITIMACY, AND OF INITIAL REFERRALS TO NUVENILE PROBATION FOR DELINQUENCY AND DEPENDENCY IS HIGHER. (Continued from page 14)  
(See (4), (7), (11), (12) under REFERENCES)

	TOTAL COUNTY		CENSUS TRACTS 83, 84, 85, 86		OTHER CENSUS TRACTS	
	Number	Percent	Number	Percent	Number	Percent
<u>Federal Census, April, 1960</u>						
Total population	444,387	100.0	20,253	4.6	424,134	95.4
Total families	117,457	100.0	4,831	4.1	112,626	95.9
<u>Estimated as of July 1, 1964</u>						
Total population	517,300	100.0	24,550	4.8	492,750	95.2
Total families	136,720	100.0	5,856	4.3	130,864	95.7
<u>Juvenile Probation</u>						
<u>Initial Referrals - 1964</u>						
<u>Delinquency Total</u>	<u>2,401</u>	<u>100.0</u>	<u>265</u>	<u>11.0</u>	<u>2,136</u>	<u>89.0</u>
Boys: Specific offenses	1,109	100.0	134	12.1	975	87.9
Delinquent tendencies	838	100.0	61	7.3	777	92.7
Girls: Specific offenses	131	100.0	31	23.7	100	76.3
Delinquent tendencies	323	100.0	39	12.1	284	87.9
<u>Dependency Total</u>	<u>592</u>	<u>100.0</u>	<u>97</u>	<u>16.4</u>	<u>495</u>	<u>83.6</u>
Boys	281	100.0	46	16.4	235	83.6
Girls	311	100.0	51	16.4	260	83.6

\* Does not include births occurring outside the County

File No. 66-29 - EPA Report

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CHARACTERISTICS OF THE BAY ROAD AREA - REFERENCES CITED

- (1) Bay Road - Stanford Medical Care Program. Part I. Howard, John, Stanford University, Department of Sociology, The Influences of Attitudes on the Patterns of Utilization of Medical Facilities by a Group of ANC Families, 1964 .
- (2) Special Study, Public Health Nursing Antepartum Group Meetings in Outpatient Clinics of San Mateo General Hospital, 1963-1965 .
- (3) Community Council of San Mateo County, Report on Overlap Between Agency Caseloads, April, 1964 .
- (4) U. S. Bureau of the Census, U. S. Censuses of Population and Housing: 1960 Census Tracts, Final Report PHC (1)-137.
- (5) San Mateo County Department of Public Health and Welfare. Special detailed tabulations of Resident Births, 1960.
- (6) San Mateo County Department of Public Health and Welfare. Characteristics of AFDC Caseload in Bay Road Area, October, 1962.
- (7) San Mateo County Planning Commission. Special estimates of Census Tract Populations, July, 1964.
- (8) San Mateo County Department of Public Health and Welfare, Research and Statistics. Characteristics of Admissions to San Mateo General Hospital, 1964
- (9) San Mateo County, Public Health Nursing. Regular statistical reports.
- (10) San Mateo County Division of Social Service. Special Census Tract tabulations of program caseloads.
- (11) San Mateo County, Health Division, Vital Statistics. Special tabulations of recorded illegitimate births.
- (12) San Mateo County Probation Department. Tabulations of service statistics.

APPENDIX D  
RECREATIONAL PROGRAMS

The Ravenswood Recreation and Park District, which includes all the unincorporated area of East Palo Alto, has provided facilities and recreation programs for the people of East Palo Alto for over 15 years. Its Recreation Center presently provides programs six days a week for age groups including pre-school, elementary school, junior and senior high school, adult, and senior citizens. The Ravenswood Recreation Center has a co-rec program on Friday nights from 8:00 to 10:00, which includes volleyball, ping-pong, shuffleboard, and a phonograph to play records for dancing. There is a Monday night girl's club, and there is a young men's activity night on Wednesdays from 9:00 to 10:00. There is a need for a program for young people in the age group of 18-21 years.

The Ravenswood Recreation Center also has a leadership program in the spring for teenagers which is held at Ravenswood High School, and it also has a Head Start program.

The Recreation Center, parks, and school grounds are all part of the recreation resources of the community as they are facilities paid for out of public funds.

The following list indicates facilities and space serving East Palo Alto; and includes parks, high schools, and elementary schools within one and one-half miles; and consists of over 300 acres:

Facilities and Space - County of San Mateo (Servicing East Palo Alto)

Totaling 26.5 acres for play:

- 1) Flood Park (26.5 acres with easement) weekend fee only - 50¢ per car permanent staff = 5
- 2) Francisquito Branch Library - occasional children's story-telling hour

Facilities and Space - Ravenswood - Totaling 87.2 acres for play:

- 1) Ravenswood Park and Recreation District (2.5 acres + 3.2 additional acres for play) (+ 5 acres to lease) community park, playground, swimming pool, recreation building, gym

- 2) Kavanaugh School (10 acres, 8 for play)  
Multipurpose Room (4373 sq. ft., seating capacity = 486)
- 3) Ravenswood School (5.6 acres, 5 for play)
- 4) Brentwood School (11 acres, 9 for play)  
Multipurpose Room (4320 sq. ft., seating capacity = 380)
- 5) Costano School (11.2 acres, 9 for play)
- 6) Garden Oaks (6.8 acres, 4.5 for play)  
Multipurpose Room (5392 sq. ft., seating capacity = 594)
- 7) Green Oaks (11 acres, 9 for play)  
Multipurpose Room (5848 sq. ft., seating capacity = 650)
- 8) Menlo Oaks (8 acres, 4 for play)  
Multipurpose Room
- 9) Runnymede School (8 acres, 6 for play)
- 10) Ravenswood High School (31.328 or 31.33 acres, 25 for play)  
(1173 enrollment)

Facilities and Space - Palo Alto - Totaling 92.4 acres for play:

- 1) Palo Alto High School (48.48 acres, 19 for play)
- 2) Cubberly High School (35.42 acres, 15 for play)
- 3) Mitchell Park (22 acres, 22 for play)
- 4) Rinconada Park (11.6 acres, 11.5 for play)
- 5) Palo Alto Community Center (6 acres, 6 for play)
- 6) Addison School (4.6 acres, 2.3 for play)
- 7) Lytton School (? acres, 1.3 for play)
- 8) Crescent Park School (4.93 acres, 2 for play)
- 9) Green Gables School (6.47 acres, 3.2 for play)
- 10) Eleanor Park (10 acres, 10 for play)
- 11) \*Palo Alto Yacht Harbor (154 acres) - County of Santa Clara
- 12) \*Palo Alto Golf Course (184 acres) - fee
- 13) \*Palo Alto Foothill Park (1399.6 acres + bus in summer from Community Center)
- 14) Library - \$10/year for nonresidents

\* Not included in total play acreage

Facilities and Space - Menlo Park - Totaling 99.74+ acres for play:

- 1) Burgess Park (24.16 acres, 24.16 for play)  
community park, tot lot playground, turf, quiet area, sports field,  
tennis, swimming, recreation center building, gym
- 2) Nealon Park (10 acres, 10 for play, 1 of which is leased to Little House)
- 3) Kelly Park (9 acres, 9 for play)
- 4) Schoolview Park (1 acre, 1 acre for play with easements)
- 5) Willow Oaks Park (2.58 acres, 2.58 for play)
- 6) Menlo Park City Park (one-quarter acre  $\pm$ , one-quarter acre  $\pm$  for play)
- 7) Menlo-Atherton High School (37.99 or 38 acres, 35 for play)  
(2089 enrollment)
- 8) James Flood School (2.5 acres, 1.5 for play)
- 9) Willow School (8 acres, 6 for play)  
(Multipurpose Room)
- 10) Bellehaven (8 acres, 6 for play)  
(Multipurpose Room)
- 11) O'Connor School (5.7 acres, 4.5 for play)
- 12) Library - Reimbursed by County for County residents at \$10/year

Flood Park is a County park. Although it is intended to serve as a regional park, it serves mainly as a local park for the people of East Menlo Park as well as of East Palo Alto. Flood Park's highest rate-of-use activities are picnicking and playground use. In its athletic program it serves mostly boys from 12-16 years of age. Flood Park does not have the space and facilities to meet the demand of all of those who would like to use it.

The San Mateo County Library, Francisquito branch, serving East Palo Alto, had a circulation in 1965-66 of over 40,000 volumes. In 1960-61, there was a circulation of over 50,000 volumes. This shows a decrease of 10,000 volumes in only five years. It is interesting to note that although population and number of registered borrowers have increased, use of the library, as reflected in circulation, has decreased.

According to County Librarian, Virginia Ross, the County Library's service to East Palo Alto could be greatly improved with a minimal increase in expenditure if the County Library could add a professional librarian to be assigned specifically to the East Palo Alto area, one that is especially skilled in community relations. Estimated cost for such an increase would be approximately \$12,000 for librarian and materials. It is possible that funds other than County funds might be secured to establish such a position; possible sources of funding would be the Economic Opportunity Act or the Library Services and Construction Act.

There are twelve permanent churches in East Palo Alto. These tax-exempt uses have both the organization and the space to provide additional recreation programs and facilities for the residents of East Palo Alto.

The following indicates the suggested Regional Planning Committee program for open space acquisition and development to 1990 in the East Palo Alto area. Although this open space is mainly along the shore of the Bay, it will be reachable to the residents of East Palo Alto by way of the Bayshore hiking trail due to be completed by 1980.

This will add a total of over 2000 acres at a cost of over \$6 million, not including the inland waterways, to open space in the East Palo Alto area within San Mateo County and does not include what may be available on the other side of the County line.

The planned additions to San Mateo County open space in the East Palo Alto area are as follows:

1970		
<u>Ref. No.</u>	<u>Item Designation</u>	<u>Acres</u>
3B	GRECO ISLAND	892
3C	E P A PARK	240

1980

Ref. No.	Item	Acres/Miles
3A	INLAND WATERWAYS *1	1216
3B	GRECO ISLAND	---
3C	E P A PARK	---
3E	MARSH ROAD REFUSE SITE	---
3F	RAVENSWOOD - GRECO ISLAND	26

\*1 Portion of this is in EPA area

1990

3G	MENLO PARK SEWAGE PLANT *2	19
3C	RAVENSWOOD PT.	906

\*2 Depends upon consolidation of sewage treatment for southern San Mateo County.

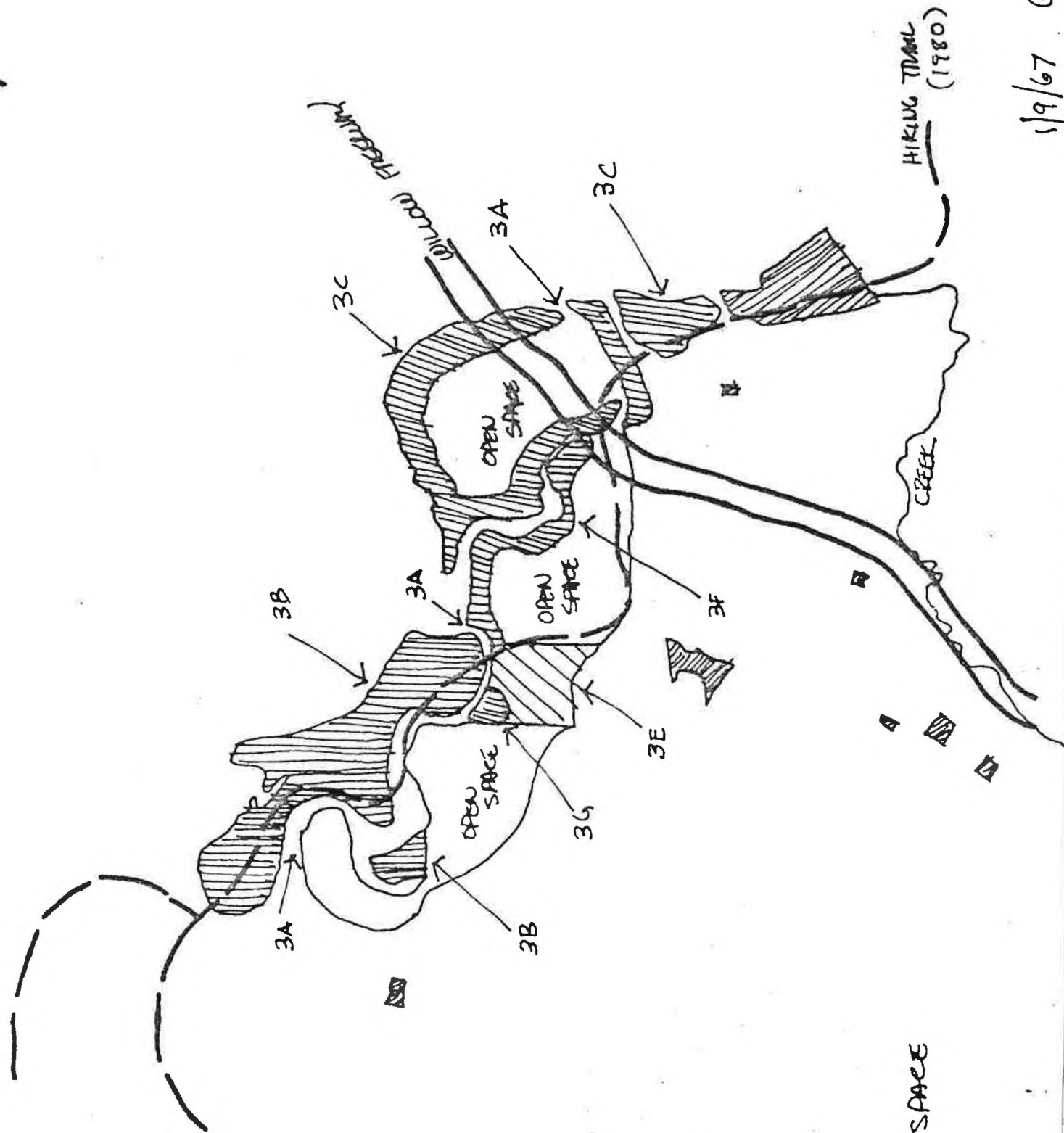
In addition to the public parks and recreation programs, there are private groups that are providing opportunities for self-development for the residents of East Palo Alto. As an example, the Herbert Hoover Memorial Boys Club operates six days per week until 9:00 p.m. for boys from 7-18 years of age. It has arts and crafts, including plastics and wood, and auto mechanics; a game room with billiards and chess and checkers; a library with books and a study area; and a gym and athletics. There are 782 members at \$1.50 per year, of which 129 are from East Palo Alto; and the membership is 98% Negro.

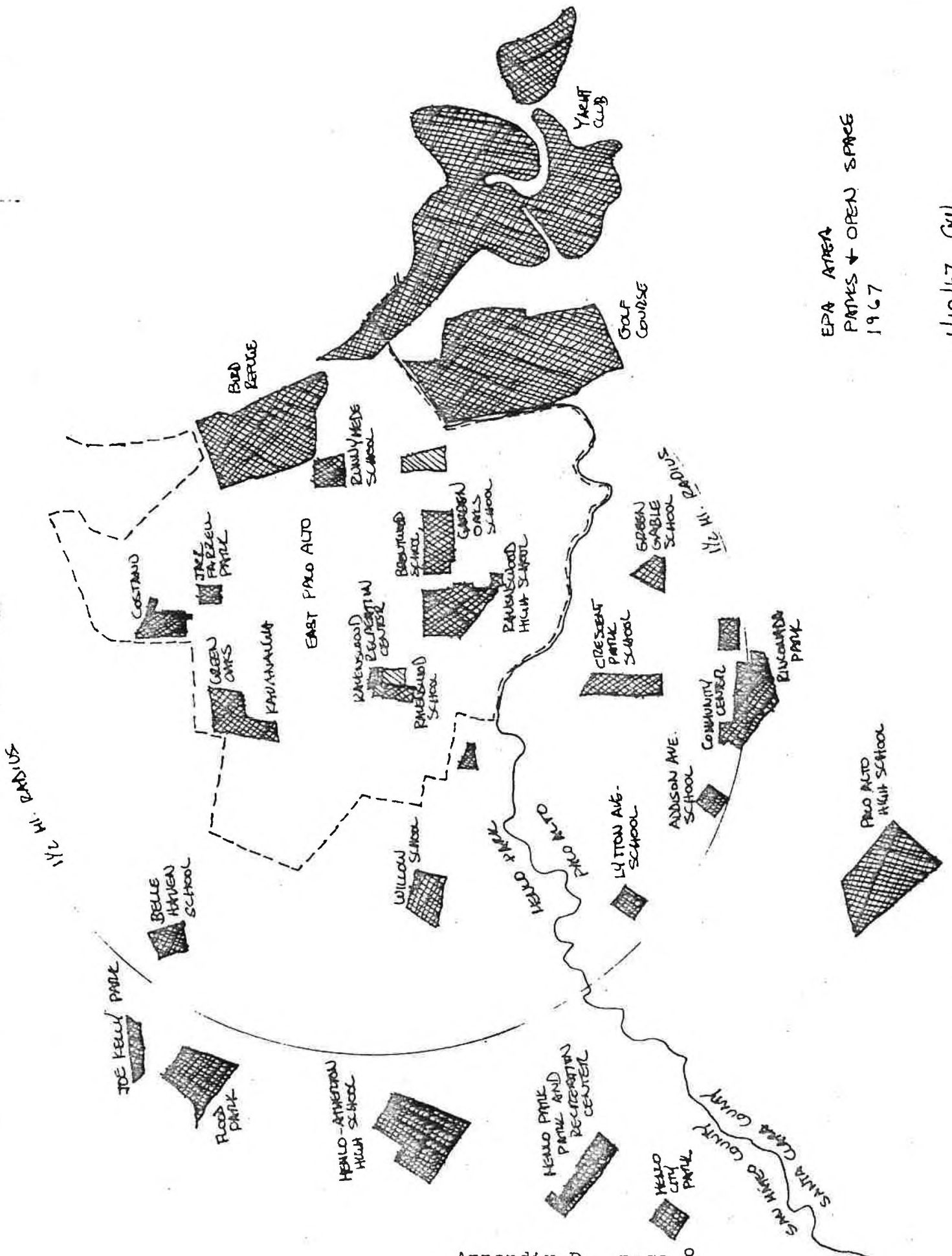
Opportunities Industrialization Center West, according to its director, Father John Sweeney, represents a use of leisure time that is developing the individual for employment. OICW (based on OIC started in Philadelphia) brings opportunities not otherwise present by training people in attitudes as well as skills. OICW expects an enrollment next year of 1200 men and women from ages 17-60, and places in jobs all of its enrollees that finish the training.



Perhaps the whole idea of "recreation" and the needs of people for meaningful leisure should be explored. The needs of the people of East Palo Alto for meaningful recreation should be determined, and the means of solving these needs by public as well as private groups should be also determined. This could be done by use of a comprehensive survey of the people and what they want, and by formation of a master plan of recreation. This plan should be flexible to fit the changing needs of the people, and could be guided by a group council on recreation--a nucleus of people working with "recreation and meaningful use of leisure time"--who would exchange ideas and information and oversee the whole process in the East Palo Alto area.

1/9/67 G.W.





1/10/67 Gyu.

APPENDIX E

Employment and Technological Change

1. National Trends and Needs

Technological change and scientific advancements, enormously accelerated since World War II, are creating challenging situations for the coming decades. The transition from our earlier industrial revolution to a more humane technology of the future may be more rapid than our concepts and sophistication in these matters will allow.

Nationally oriented industries are advancing on new frontiers of technological development and are creating new needs that must be met. For the affluent portion of American society, the future unfolds brightly. For those less fortunate, this future can also produce improvements if society unshackles its imagination and creates the necessary markets and techniques for meeting their needs.

The vast complex of our electronic - chemical - aerospace and electric industries is emitting forces for change that will engage the attention of all our institutions - political, educational and social - for decades to come.

The United States economic growth rate over the 35 years prior to the end of World War II was 2 per cent. Between 1947 and 1965, excluding agriculture, the rate was 2.5 per cent. At 2 per cent growth doubles in 36 years; at 2.5 per cent - 28 years; 3 per cent - 24 years. The economic impact from the time of a scientific or technological discovery to its first commercial potential has shrunk from about 30 years before World War I to about 16 years between wars and to 9 since World War II. The mean

lapsed time from discovery to commercial development has taken the following pattern.

1885-1919	37 years	(7 years for commercial development)
1920-1944	24 years	(8)
1945-1964	14 years	

Where the source of development funds is derived from federal sources the MLT is 19 years as compared with 31 years for development through private funds.

These figures, therefore, are illustrative of the increasing tempo of technological change which further emphasizes the growing need for more specialized skills. The growth in the labor force has increased from 1.0 per cent to 1.5 per cent since 1953 with a growth rate of about 4.5 per cent annually in the economy since 1960. The unemployment rate at the end of 1965 was 4.1 per cent. Total civilian hours worked annually has dropped from an average of 2662 in 1909 to 1999 in 1964.

In 1964 the labor force was 74 million, with roughly 4 million unemployed. However, the aggregate of figures revealed the following work force makeup in 1964:

87 million people were in the work force at some time.

85 million different people held jobs.

43 million entered or re-entered the labor force.

42 million left the force permanently or temporarily.

1.7 million looked for work but did not work at all.

14.1 million different people experienced some unemployment.

8 million or more changed jobs voluntarily or involuntarily.

Distribution of employment shows some dramatic changes since 1964 as depicted below:

<u>DISTRIBUTION</u>	<u>1930</u>	<u>1964</u>
Manufacturing	25.6%	27.4%
Wholesale & Retail	14.7	19.3
Government	7.3	15.3
Services	8.2	13.6
Agriculture	25.0	7.6
Transportation & Public Utilities	9.4	6.3
Construction	3.6	4.9
Fin. Ins. Real Estate	3.6	4.7
Mining	2.6	1.0

The most serious displacement has taken place in agriculture where farmowners and farmworkers dropped from 8.2 million in 1947 to 4.8 million in 1964. Rural workers, suffering from a deficient rural education exchanged rural poverty for an urban ghetto and Negroes predominate in these circumstances.

Trends in employment in the different classifications because of technology and scientific advances are as follows:

<u>Classification</u>	<u>Percent of Total</u>	
	<u>1947</u>	<u>1964</u>
Professional & Technical	6.6	12.2
Manual workers	41	36
White collar	35	44
Farm workers	14	6.3

Educational attainments of the labor force in 1965 showed 70.2 per cent of workers age 18-34 had at least 4 years of high school while only 46.3 per cent in the 45-64 age group had an equal education; 11.7 of the 18-34 had 4 or more years of college compared with 10.3 per cent of the older.

Non-whites, on the other hand, reflect a greater disparity; of all non-whites 18 and over in the labor force in 1965, only 37.6 per cent had elementary school education and 37.5 per cent completed high school and only 7 per cent had at least 4 years of college. Comparable figures for white workers were 21.6, 60 and 12.2 per cent.

Bureau of Labor Statistics projections to 1975 indicate a labor force of about 88.7 million - or 18.3 million over 1964, averaging a 1.7 million annual growth. Farm employment is expected to decline by about 1 million while all other employment will increase by more than 19 million.

Manufacturing, mining and construction are projected at a moderate increase of 17 per cent while trade, finance, government, services, transportation and public utilities are expected to increase 38 per cent. Government alone is projected for a 54 per cent increase in its workforce for the 1964-1975 period with 8 per cent at the federal level and 69 per cent among state and local governments.

Employment opportunities for the less skilled workers are not expected to decline too sharply despite technological changes - from 5.2 per cent to 4.2 per cent of total manpower requirements. Professional and technical personnel requirements will exceed 4.5 million while the white collar group as a whole will constitute 48 per cent of all 1975 manpower requirements. Blue collar workers will constitute 34 per cent of the total.

The significant point of these projections relates to non-white opportunities for employment. If non-whites hold the same proportion of jobs in 1975 as they did in 1964, the non-white unemployment rate will be more than five times that for the labor force as a whole. Non-white unemployment in 1964 was 9.8 per cent - twice the white rate. Even if trends in

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upgrading jobs of non-whites continue at current rates, non-white unemployment in 1975 will still be  $2\frac{1}{2}$  times the rate for the labor force as a whole.

Again, if all occupations have the same age composition in 1975, the 14-24 age group will have fewer job opportunities. These factors point to the need for great improvements in labor utilization patterns if further deprivation and youthful alienation is not to occur.

With an estimated 30 million members of the present work force having no high school diplomas, 8 million not having completed the 8th grade and with 1/6 of American youth not qualifying for military service because of inability to pass a 7th grade equivalency exam, the enormous importance of education to the development of an adequately trained work force to meet the projected 1975 job requirements should remain forcefully before all agencies - public and private - having responsibilities in developing properly trained people to meet economic and social needs.



COMPARATIVE TABLE OF MUNICIPAL CHARGES & PER CAPITA COSTS

CITY & ASSESSED VALUATION	POPULATION	TAX RATE	TOTAL LEVY	PER CAPITA COST
East Palo Alto, \$23,750,000	22,000			
Municipal Charges		\$.....	\$.....	\$.....
Other Charges		\$1.8214	432,583	19.66
School Charges		6.4164	1,523,894	69.27
County Charges		1.3310	316,113	14.37
				<u>103.30</u>
Brisbane, \$11,051,605	3,500			
Municipal Charges		.97	107,200	30.63
Other Charges		.1604	17,727	5.06
School Charges		6.1968	684,844	195.67
County Charges		1.3310	147,097	42.03
				<u>273.39</u>
Burlingame, \$88,602,775	27,500			
Municipal Charges		1.28	1,134,115	41.24
Other Charges		.3075	27,452	9.91
School Charges		5.1710	4,581,649	166.61
County Charges		1.3310	1,179,303	42.88
				<u>260.64</u>
Menlo Park, \$83,575,715	30,000			
Municipal Charges		.70	595,029	19.83
Other Charges		.9283	775,833	25.86
School Charges		6.4164	5,362,549	178.75
County Charges		1.3310	1,112,393	37.08
				<u>261.52</u>
Pacifica, \$45,370,210	34,000			
Municipal Charges		1.90	862,033	25.35
Other Charges		.5193	235,604	13.50
School Charges		6.9869	3,169,969	93.23
County Charges		1.3310	603,877	17.76
				<u>149.84</u>

COMPARATIVE TABLE OF MUNICIPAL CHARGES & PER CAPITA COSTS (CONT.)

CITY & ASSESSED VALUATION	POPULATION	TAX RATE	TOTAL LEVY	PER CAPITA COST
So. S. Francisco, \$128,885,785	44,000			
Municipal Charges		\$ .91	\$1,145,560	\$ 26.04
Other Charges		.0108	135,957	3.09
School Charges		5.4104	6,810,924	154.79
County Charges		1.3310	1,675,539	<u>38.08</u>
				222.00
Woodside, \$24,263,945	4,000			
Municipal Charges		\$ .35	84,923	\$ 21.23
Other Charges		.9977	242,079	60.52
School Charges		5.8743	1,340,410	335.10
County Charges		1.3310	322,953	<u>80.74</u>
				497.59

SERVICE DISTRICTS TAX RATES WITHIN UNINCORPORATED EAST PALO ALTO

CODE AREA	LIBRARY	CSA #5	RECREATION	REC. BOND	SANITARY	FIRE	LIGHTING	DRAINAGE	TOTAL
72-001 (L.O.)	.1496	.2757	.4500	.0181					.8934
72-003 (2-LQ)	.1496	.2757	.4500	.0181	.2417				1.1351
72-005	.1496	.2757	.4500	.0181	.2500	.5544	.0966		1.7974
72-006 (LQ-1)	.1496	.2757	.4500	.0181	.2500		.0996		1.2430
72-009	.1496	.2757	.4500	.0181	.2467	.5544	.1045		1.7990
72-010	.1496	.2757	.4500	.0181	.2500	.5544	.0996	.0737	1.8711
72-011	.1496	.2757	.4500	.0181	.2417	.5544			1.6895
72-012	.1496	.2757	.4500	.0181	.2500	.5544			1.6978
72-014 (L.O.)	.1496	.2757	.4500	.0181	.2500		.0996		1.2430
72-017 (L.O.)	.1496	.2757	.4500	.0181					.8934
72-019	.1496	.2757	.4500	.0181	.2500	.5544	.0996	.0132	1.8106
72-021	.1496	.2757	.4500	.0181	.2500	.5544			1.6978
72-022	.1496	.2757		.0181	.2500	.5544	.0996		1.3474
72-023	.1496	.2757	.4500	.0181	.2500		.0966	.0132	1.2562
72-025	.1496	.2757	.4500	.0181	.2500	.5544	.0966		1.7974
72-026	.1496	.2757		.0181	.2500	.5544			1.2478
72-028	.1496	.2757		.0181	.2000				.6434
72-031	.1496	.2757	.4500	.0181	.2500	.5544	.0966	.0737	1.8711
72-032	.1496	.2757		.0181					.4434

Service Districts Tax Rates Within Unincorporated East Palo Alto - page 2

CODE AREA	LIBRARY	CSA #5	RECREATION	REC. BOND	SANITARY	FIRE	LIGHTING	DRAINAGE	TOTAL
72-034	.1496	.2757		.0181	.2000	.5544			1.1978
72-035	.1496	.2757	.4500	.0181	.2500	.5544	.0966	.0132	1.8106
72-036	.1496	.2757	.4500	.0181	.2000	.5544			1.6478
72-037	.1496	.2757		.0181	.2000	.5544	.0996		1.2974
72-038	.1496	.2757	.4500	.0181	.2000	.5544	.0996		1.7474
72-039	.1496	.2757		.0181	.2500	.5544	.0996		1.3474
72-040	.1496	.2757	.4500	.0181	.2467	.5544	.1045		1.6945
72-041	.1496	.2757	.4500	.0181	.2500	.5544	.0996		1.7974
72-043	.1496	.2757	.4500	.0181	.2000	.5544	.0996		1.7474
72-044	.1496	.2757	.4500	.0181	.2500	.5544	.0996		1.7974

SERVICE DISTRICTS IN E.P.A., THEIR ASSESSED VALUATIONS  
AND TAX REQUIREMENTS

DISTRICT	TYPE SERVICE	TOTAL A.V.	TAX RATE	EXPEND- APPROP-	TAX LEVY IN DOLLARS	GOVERNING BODY
County Service Area #5	Police	22,959,110	.2757	\$ 62,864.00	\$ 62,864.00	Board of Supervisors
E.P.A. Drainage	Drainage	8,158,650	.0132	2,706.00	1,026.07	Board of Supervisors
E.P.A. Water- works	Water	20,820,750				Board of Supervisors
P.A. Gardens Drainage	Drainage	2,735,765	.0737	13,612.00	1,915.98	Board of Supervisors
N.P.A. Lighting	Lighting	298,765	.1045	298,765.00	298.84	Board of Supervisors
Ravenswood	Lighting	22,367,290	.0996	33,300.00	22,203.05	Board of Supervisors
E.P.A. Sanitary	Sanitary	20,164,405	.2500	93,607.00	50,898.65	Local
Menlo Park Sanitary	Sanitary	128,043,920	.2000	257,056.00	257,056.00	Local
Menlo Park Fire	Fire	174,697,235	.5544	1,393,380.00	970,534.59	Local
N.P.A. Sanitary	Sanitary	5,364,510	.2467	37,916.00	13,147.16	Local
Ravenswood	Recreation	22,945,360	.4500	151,521.00	103,618.66	Local

SUMMARY TABLE OF MUNICIPAL SERVICE  
TAX RATES

December 1966

City	Rate	Drainage	Flood	Fire	Lighting	Library	Hospital	Police	Parking	Sanitation	Sanitary	Sewerage	Recreation	Water	Mosquito	Soil Conser.	Total
Atherton	.53	.4096		.5544	.1496	.1082				.2417							1.9935
Belmont	.48			.5919	.1496	.1082								.0859	.0132		1.4288
Brisbane	.97				.1496						.2300				.0132		1.3628
Burlingame	1.28						.2836								.0132		1.5768
Colma	--				.0912												.0912
Daly City	1.22			.2905	.0912					.2737		.0715				.0164	1.9633 (2.1933)
Half Moon Bay	.85			.7954										.5187			2.1641
Hillsborough	.91						.2836								.0132		1.2068
Millbrae	.7610				.1496	.2836									.0132		1.2074
Menlo Park	.70			.5544		.1082				.2417					.0132		1.6175
Pacifica	1.90													.3425			2.2425
Portola Valley	.22			.7157	.1496	.1082				.2417					.0132		1.4484
Redwood City (1)	1.6810					.1082									.0132		1.8024
(2)	1.6810				.0622	.1082					.4573				.0132		2.3239
(3)	1.6520					.1082									.0132		1.7734
(4)	1.6810					.1082		.50							.0132		2.3024
San Bruno	1.100					.2836								.3425	.0132	.0164	1.7557
San Carlos	.8115				.1496	.1082									.0132		1.0825
				(.5919)	"	"								(.0859)	"		(1.7603)
San Mateo	.8120					.2836									.0132		1.1088
South San Francisco	.9100					.2836											1.1936
Woodside	.3500			.7159	.1496	.1082									.0132		1.3369

Appendix F, Table IV

SUMMARY OF SCHOOL TAX RATES

<u>City</u>	<u>Elementary Total</u>	<u>High School Total</u>	<u>Junior College Total</u>
Atherton	3.8940 3.8591 2.5706	1.9489	.4919
Belmont	2.8702	1.9489	.4919
Brisbane	2.5628 2.8162	2.8071	.4919
Burlingame	2.2751	1.9734	.4919
Colma	3.3517	2.8071	.4919
Daly City	3.6063 3.3517 2.5628 2.8162	4.8369 2.8071	.4919
Half Moon Bay		5.8246	.4919
Hillsborough	2.2751 2.6241	1.9734	.4919
Millbrae	3.8130 2.6022	1.9734	.4919
Menlo Park	3.8591 2.5706 3.8940	1.9489	.4919
Pacifica	3.6063	2.8071	
Portola Valley	3.3137	1.9489	
Redwood City (1)	2.7826	1.9489	.4919
(2)	2.7826		
(3)	2.8702		
(4)	3.1476	2.1556	.4919
	2.7826	1.9489	.4919
San Bruno	3.6063 3.8130	2.8071 1.9734	.4919
San Carlos	2.8702 2.7826 2.3117	1.9489	.4919
San Mateo	3.0252 3.1476	1.9837 1.9734	.4919
South San Francisco		4.8369	.4919
Woodside	3.8591 3.0022 2.7826	1.9489	

TABLE OF ASSESSMENT ESTIMATES FOR EPA PHYSICAL IMPROVEMENTS

Amount to Assessment:	\$3,000,000	\$4,000,000	\$5,000,000	\$6,000,000	\$7,000,000
Assessment for average parcel (4000 parcels in area):	\$750.00	\$1,000.00	\$1,250.00	\$1,500.00	\$1,750.00
Assessment per area:	\$0.048/sq.ft.	\$0.064/sq.ft.	\$0.081/sq.ft.	\$0.097/sq.ft.	\$0.113/sq.ft.
5,000 sq.ft.	\$240.00	\$320.00	\$405.00	\$485.00	\$565.00
7,500 sq.ft.	360.00	480.00	607.50	727.50	847.50
10,000 sq.ft.	480.00	640.00	810.00	970.00	1,130.00
Assessment per frontage:	\$8.05/ front foot	\$10.73/ front foot	\$13.41/ front foot	\$16.10/ front foot	\$18.78/ front foot
50 feet	\$402.50	\$536.50	\$670.50	\$805.00	\$939.00
75 feet	603.75	804.75	1,005.75	1,207.50	1,408.50
100 feet	805.00	1,073.00	1,341.00	1,610.00	1,878.00
200 feet	1,610.00	2,146.00	2,682.00	3,220.00	3,756.00

Area: 1424 acres (62,029,440 sq.ft.)

Street Frontage: 35.3 miles of streets (372,768 feet of frontage) including streets and public-owned land

Note: The above amounts are approximated and no consideration was given to existing facilities. Some parcels have street improvements and storm drainage facilities now, and these parcels would have substantially reduced assessments. The above amounts are for average properties with no existing improvements.



## APPENDIX G

## EAST PALO ALTO SUMMARY

TOTAL

Estimated Population 21,000  
 Assessed Value \$23,750,000.  
 Area = 2-1/2 square miles  
 \$.01 on property tax = \$2,375.00

TRIANGLE ONLY

4,500  
 \$6,250,000.  
 1/4 square miles  
 \$625.00

1966-67 Revenue From East Palo Alto

<u>Function</u>	<u>Tax Rate</u>	<u>Revenue</u>
Library	\$.1496	\$35,530.00
Lighting	.0996	23,655.00
Recreation	.4500	106,875.00
Police	.2757	<u>65,478.75</u>
Sub Total	\$.9749	\$231,538.75
Fire Dist.	.5544	
Sanitary Dist.	.2000	
Total	\$1.7293 *	

\* Add: 3-year Recreation Bond .0181  
 Sanitary Bonds .0417  
 .0598

County Expenditure In Addition To Local Taxes

Engineering and Roads	\$ 90,966.00
Library	9,470.00
Police Service	219,879.25
Planning and Zoning	11,020.00
Building Inspection	<u>12,500.00</u>
	343,835.25
Local Taxes	<u>231,538.75</u>
Total Municipal Services	\$ 575,374.00

ESTIMATED REVENUE - EAST PALO ALTO

TAX RATE OF \$1.00 per \$100 Assessed Valuation	\$237,500
State Subventions:	
Gasoline Tax	80,000
Alcoholic Beverage Tax	<u>15,000</u>
	\$95,000.
<u>FRANCHISES</u>	
Gas	10,000
Electricity	20,000
Garbage	<u>5,500</u>
	\$35,500
<u>LICENSES AND PERMITS</u>	
Business Licenses	20,000
Building Permits (Plumbing & Electric)	18,000
Other Permits (Street, Bicycle, etc.)	<u>300</u>
	\$38,300
<u>COURT FINES</u>	
Local Offenses	6,500
Traffic Fines	<u>30,000</u>
	\$36,500
<u>CHARGES FOR CURRENT SERVICE</u>	
Weed Abatement	2,500
Planning Fees	1,800
Library Book Fines	1,200
Recreation Charges	<u>9,000</u>
	\$14,500
MISCELLANEOUS CHARGES	2,500
SALES TAX	\$100,000
WATER SALES (Inc. rate to 30¢ cu.ft.)	\$ 20,000
<b>TOTAL INCOME</b>	<b><u>\$579,800</u></b>

ESTIMATED BUDGET IF EAST PALO ALTO INCORPORATED

	<u>Complete Service</u>	<u>Library Alternate*</u>	<u>County Contract</u>	<u>Library Alternate*</u>
POLICE	\$ 285,358	\$ 285,358	\$ 285,358	\$ 285,358
LIBRARY	45,000	9,470	45,000	9,470
RECREATION-PARK	106,000	106,000	106,000	106,000
BUILDING	25,000	25,000	12,500	12,500
STREETS-ENGR.	100,000	100,000	80,000	80,000
ADMINISTRATION	30,000	30,000	15,000	15,000
LIGHTING	23,000	23,000	23,000	23,000
PLANNING	25,000	25,000	11,020	11,020
COURT EXPENSE	1,500	1,500	1,500	1,500
Total	\$640,838	\$605,328	\$579,378	\$543,848
Est. Revenue	579,800	578,600	579,800	578,600
Deficit	61,000	26,728	422 (surplus)	34,852 (surplus)

\*Modification to Budget by keeping Library operation under County System and only adding funds, \$9470, not collected by present library rate:

The taxpayer in East Palo Alto would pay more, but would make local government possible.

Other cuts with comparative lowering of service by reducing building Department to one full time man with auto and clerical expenses:

15,000. -

Reducing administrative overhead with no central administrative officer and staff:

15,000.  
- 30,000.

\$ 2,800 Under Revenue      No Change

ANNUAL COST TO MENLO PARK IF AREA IS ANNEXED AND IF PRESENT MENLO PARK SERVICE LEVEL KEPT. (Capital Improvement Items Excluded)

---

POLICE	(33 men, 4 Xing guards, equip. & officers)	420,000
LIBRARY		65,000
RECREATION-PARK	(includes 36,000 for capital improvement)	126,000
BUILDING	(3 inspectors, 3 cars, 1 clerical)	40,000
STREETS-ENGINEERING		136,000
ADMINISTRATION	(E.P.A. office + added finance clerical)	25,000
LIGHTING		25,000
PLANNING	(2 technicians, clerical drafting)	25,000
COURT EXPENSE		3,000

865,000

NEW ASSESSED VALUATION OF MENLO PARK, EAST PALO ALTO = \$114,195,695

Each cent raises \$11,420.

REVENUES OTHER THAN PROPERTY TAXES = 342,300

SUBTRACT FROM OPERATING REVENUES IF 60/40

SPLIT ON SALES TAX KEPT BY MENLO PARK - 60,000

\$ 282,300

Operating Expenses \$ 865,000

Less Revenues - 282,300

Total Deficit \$ 583,700

\$.511 added on tax rate needed to raise \$583,700

from property taxes.

Present Rate .700

.511

\$ 1.211

(Above \$1.00 maximum)

With all of sales tax dollars in operating fund

rate would be an additional \$.458

January 16, 1967

## MEMORANDUM

December 29, 1966

TO: Special Study Committee on East Palo Alto

FROM: Edward Worthington, Councilman, City of Palo Alto

SUBJECT: Possible Annexation to Palo Alto

This will be a brief, and necessarily limited, discussion of the legal and financial aspects of annexation of East Palo Alto to the City of Palo Alto. It is not my purpose to argue for or against annexation, but merely to present some of the costs which would have to be considered.

I am an uninstructed delegate to this committee. My remarks, therefore, are my responsibility, and must not be taken as an official statement of the administration or of the Council of Palo Alto. If there are errors of omission or commission, they are mine.

FINANCIAL

Palo Alto has a population of approximately 56,000 and an assessed valuation of \$244,000,000. The corresponding figures for East Palo Alto, on both sides of Bayshore Freeway, are 21,000 and \$24,000,000. The standards of public service in Palo Alto are considerably higher. I have assumed that annexation would be followed by an upgrading of all public facilities--police and fire protection, library, parks and recreational activities, roads, planning and zoning--to our standards. I have also assumed that the cost of certain local improvements such as streets, curbs, gutters, street lights, sidewalks, and storm drains would be borne by the property owners involved. No estimate has been made of the cost of rehabilitating private property. The following table is a summary of the added costs to the present residents of Palo Alto. I have not had time to estimate the effect on the tax burden of the East Palo Alto residents. This is admittedly an oversimplification of a complex fiscal subject; my purpose is not to be precise, but to develop rough estimates.

ANNEXATION: COSTS TO PALO ALTO

<u>Department</u>	<u>Capital (Initial)</u>	<u>Operating (Annual)</u>
Electric	\$2,500,000	
Water		(\$112,000)
Gas	692,000	
Fire	158,000	218,000
Police		450,000
Public Works		100,000
Library	217,000	63,000
Parks & Recreation	1,000,000	80,000
Administration		100,000
Total	\$4,567,000	\$899,000

Tax rate for operating cost: 33¢/\$100 AV (new AV of \$268,000,000)

Each of these figures requires some explanation. It is the stated policy, and a requirement of our Charter, that the City of Palo Alto own and operate its utilities. In the case of electric power transmission we would purchase equipment from P. G. & E. at a price estimated by our electrical department to be about \$2,500,000. Anticipated revenues, at least for some time, could not even amortize the investment. Water rates are higher in Palo Alto and would furnish revenue; hence the credit toward operating costs. The gas utility would be similar to electric; anticipated revenue could be used only to pay for the capital investment. This is not to say, of course, that the utilities could not eventually be profitable, provided commercial and industrial customers were enticed to the area.

If East Palo Alto left its present Fire District, as it would upon annexation, a proportionate share of the assets would accrue to Palo Alto. The figure in the table, \$158,000, is the additional amount needed for capital equipment. The operating costs for fire and police are for additional staff, 16 for fire and 36 for police. In the case of the library, our librarian estimated the cost of acquiring and maintaining a facility equivalent to our branch library at Mitchell Park, which serves about the same population as East Palo Alto. An additional 30 acres of park would be needed to conform to Palo Alto standards; the \$1,000,000 is for land and improvements. The additional operating cost for administration is for a staff of five, including an attorney, a zoning administrator and planner, etc. At the bottom of the table I have shown the tax rate required for the total added operating costs, assuming a combined, and stable, assessed valuation. Since Palo Alto taxpayers bear about 11 % of the taxes levied by Santa Clara County, this

January 16, 1967

Now let us suppose that following annexation the people in the area would join the Palo Alto Unified School District. What would be the effect on the taxes of the present residents in that District? The school population in the P.A.U.S.D. is 10,650 elementary and 5,000 secondary, and the assessed valuation is \$232,000,000. The corresponding figures for East Palo Alto are 3,600 elementary and 600 secondary, with an assessed valuation of \$24,000,000. The combined totals would be 19,850 children, kindergarten through 12, and an assessed valuation of \$256,000,000. We spend in the P.A.U.S.D. some \$950 per ADA, of which \$765 comes from district property taxes. These are for general purpose operating costs only. Let us assume that expenditures per ADA would be the same in a combined district, but that state aid would increase, because of a lowered AV per ADA, by \$15 per ADA. Annual district operating revenue would then have to be \$750 x 19,859 or approximately \$15,000,000. This would require a tax rate of \$5.59/\$100 AV, a rise of 49¢ over the existing rate.

In summary, then, if Palo Alto were to annex East Palo Alto, and if East Palo Alto were to join the P.A.U.S.D., and if in both cases standards and costs were to be those prevailing in Palo Alto and in the P.A.U.S.D., the net additional tax burden for the present residents of Palo Alto would be, approximately:

33¢/\$100 AV	City taxes
8¢	County taxes
49¢	School district taxes
90¢/\$100 AV	Total added tax rate

This would be in addition to servicing of bonds for capital improvements.

Now, of course, this added rate is based on the assumption that no favorable changes would take place; that we would merely assume a net liability. This would in fact be the case initially--but eventually one could expect that the enhancement of governmental facilities and educational opportunities would result in an influx of commercial and industrial enterprises. In this regard, I should like to suggest that any annexation proposal should be accompanied by a boundary change, setting the new county line at Willow Road so that Kavanagh Park would become part of East Palo Alto. This would add about \$2,000,000 to the assessed valuation.

COUNTY OF SAN MATEO

LOCAL AGENCY FORMATION COMMISSION

COUNTY GOVERNMENT CENTER

REDWOOD CITY, CALIFORNIA 94063

TEL. 369-1441, EXT. 204

September 13, 1966

TO: Members, Local Agency Formation Commission

FROM: Executive Officer

Subject: File No. 66-29 - Annexation of an Unincorporated Area to  
Menlo Park

This file concerns an application for the consideration of annexing a certain unincorporated section to the City of Menlo Park, as described in the attached documents. Briefly, the area is described on a certain map entitled, "The Charles Weeks Poultry Colony Fourth Addition to Runnymede," and is generally bordered to the east by the Bayshore Freeway, to the north by a portion adjacent to Menalto Avenue, to the west and south by O'Connor and Euclid Avenues and San Francisquito Creek, the latter being the boundary line between the Counties of San Mateo and Santa Clara.

The area is approximately a quarter mile (160 acres) in extent and comprises 326 parcels which break down as follows:

Vacant	36
Single family residences	122
Two family residences	122
Apartments (4 or more units)	89
Commercial buildings	20
Industrial buildings	0
Parcels with miscellaneous improvements	8

The assessed valuation of these parcels on the secured roll is \$6,250,000. In terms of its geographic location and the fact that it represents a near-island of unincorporated territory, the area would normally constitute a logical inclusion into a municipal corporation. The population of the area is approximately 4,500 or a density of about 18,000 per square mile--this is considerably higher than the Countywide average density of 1,100 per square mile. Population density and the consequent need for municipal-type services enhances the desirability for annexation, particularly so when such services can be more readily provided by one form of general government organization (a city) than another (a county).

The nature of this application, however, extends beyond only the internal needs or desires of the area under consideration. The area



represents an object of interest to various groups, each with a contending viewpoint concerning its status in any annexation or incorporation move. The proposed area for annexation is regarded as having something of value--basically, its \$6,250,000 of assessed value and probably more importantly, its general freedom from the need of heavy service requirements.

Although the question of annexation or incorporation of the neighboring area lying to the east and across the Bayshore Freeway dates back to 1925, East Palo Alto still remains as the most populous unincorporated section in the County. This portion of the County, practically surrounded by the City of Menlo Park, comprises an area of about 2 $\frac{1}{4}$  square miles, with a population over 16,500. Its assessed valuation is in excess of \$17.5 million, excluding the above-described area. Its more than 4,000 parcels include 3,700 parcels with single family residences, 116 with two-family residences, 122 with four or more such units, 122 parcels with commercial buildings and the balance with miscellaneous improvements.

Action recently undertaken by a citizens' committee for self-government in East Palo Alto may be said to have been one of the causes for the initiative action in the form of the current proposal for annexation. A profusion as well as a confusion of attitudes and viewpoints appear to prevail in the East Palo Alto area among a variety of groups contending for community leadership. To some, if not all of these groups, the annexation of the west-side portion of unincorporated territory to Menlo Park would sound the death knell for any incorporation move because of an undermining of the financial base necessary for supporting an adequate level of services for an incorporated city.

Considering the fact that it is relatively small in area, East Palo Alto does contain a rather large variety of community organizations--civic, social, and church. Leadership in the area seems to have gravitated to individual groupings which represent a particular viewpoint for solution to area-wide problems. Lacking an official, authoritative status, it is understandable why a great deal of frustration exists in the inability to focus community responsibility on any one or group of issues. Complicating the matter is the fact that the ethnic composition in the area has continued to change so that East Palo Alto is predominantly Negro--approximately 65 per cent, according to recent estimates.

The area has experienced a concentration of social problems which have a debilitating effect on both the morale of the community as well as upon its physical make up--specifically, deteriorating neighborhoods. Housing dislocations in other parts of the Bay Area caused East Palo Alto to absorb an increasing number of low-income families. A consequence of these movements has been an increasing devotion of County resources to welfare-type services--currently estimated at about \$4.5 million.

The necessary concentration of County services as represented by the establishment of the Bay Road offices has focused attention upon a variety of community ills, but has not offered a consistent program for

long-range solutions that inspire community confidence. This comes about not due to any lack of desire or effort upon the part of the County of San Mateo but primarily from the functional structure of County government which does not permit concentration of attention upon municipal-type problems to the same degree that an incorporated city may do so.

The annexation proposal has created a considerable stir and concern among a variety of citizens and groups--each having a special interest in the outcome. This report is not meant to deprecate any of these viewpoints, for they can be sincerely held. However, the opportunity to hear expressions of concern has indicated a very great need to improve the channels of communication and to develop better approaches to solving complex community problems. Lack of understanding and unnecessary fears may be the two strongest elements which have caused difficulty in reaching appropriate solutions to the issues set forth herein.

As stated above, the annexation proposal has opened up a political Pandora's box, and the Local Agency Formation Commission is, in a sense, charged with peering into matters where others may fear to tread. Therefore, it is not possible to confine discussion to the single issue before the Commission, but of necessity, its attention must be brought to bear upon the entire unincorporated section.

The legislative act establishing the Local Agency Formation Commission points to the necessity of taking a broad view of local problems and the consideration of the myriad factors that may impinge upon issues. Those who view this annexation proceeding either with apprehension or concern do so with these hopes in mind:

- 1) Area residents of the matter under study are stated to have a preference for annexation to Palo Alto, and some have requested that your Commission be made cognizant of these attitudes.
- 2) That the annexation as presented be approved on the grounds that it may further weaken the efforts of East Palo Alto to either incorporate or annex.
- 3) That Menlo Park may consider detachment of its territory east of the Bayshore in order to provide a future city in that area with a sufficient tax base for local government.
- 4) That the entire unincorporated area be annexed by Menlo Park.

Annexing the portion under consideration to Menlo Park obviously detaches a significant amount of assessed valuation from a possible city of East Palo Alto. Area residents are rightfully concerned that their tax burden would increase appreciably if they had to bear a larger cost of providing municipal services in an area which has experienced considerable deterioration or otherwise lacks appropriate tax resources.

The entire unincorporated area is an example of the unfortunate methods by which governmental services have had to be made available to developing areas. East Palo Alto, for example, has some 29 separate code areas, and services are provided by the following kinds of agencies: 1) County, 2) County Free Library, 3) Ravenswood Elementary, 4) Sequoia High, 5) San Mateo Junior College, 6) County Service Area No. 5, 7) Menlo Park Fire District, 8) East Palo Alto Sanitary District, 9) Ravenswood Lighting, 10) Ravenswood Parks and Recreation District, 11) Menlo Park Sanitary District, 12) East Palo Alto Drainage District plus several other Countywide districts.

While providing services as required with growth, the special districts have imposed a rigid mold over the community and make it difficult, if not impossible, to conduct municipal government in an efficient and responsive way. One of the major complaints of East Palo Alto residents is that it is extremely difficult to have anyone respond to a service call or requirement.

Lacking any central authority either for purposes of policy-making and administrative management (budget preparation, etc.) the area more and more becomes one difficult to administer through the established agencies and certainly hamstrings the Board of Supervisors in any attempts to bring order out of chaos.

It is because of these kinds of fractionated approaches to government that the Local Agency Formation Commission was established. East Palo Alto proponents for incorporation cite these conditions and attendant frustrations as reasons upholding their views of self-government. Here, too, the LAFC has the question placed before it as to the relative merits of annexation or incorporation. Powerful community attitudes on the subject will have their influence as to the ultimate resolution of the question of the most feasible governmental structure to meet local needs.

The history of statewide LAFC decisions over the past several years shows that there has been a sharp reduction in the number of new district or city formations since its inception. This gives evidence that the Commissions have looked responsibly and beyond the emotions of the moment to the genuine need for local government to become more flexible and capable of performing its functions economically and efficiently. The above recitation of special district services cannot be viewed in any sense as providing an efficient response to community needs.

The question of incorporation of East Palo Alto does not appear feasible on the basis of existing data, as limited as it may be. The composition of the area is predominantly residential, with a scattering of commercial activity. The \$17.6 million of assessed valuation would not adequately sustain the added costs of city government under present organizational physical and social conditions--each of which would impose a higher element of cost than is found within a well-managed municipal corporation.

In an ideal situation, and this is far from that, the existence of a functioning municipal entity would appear to suggest that such an entity

consider the assumption of providing municipal services to an unincorporated area. Annexation, therefore, would avoid duplication of the various facilities required by local government and should generally spread the cost of services over a wider tax base. The master plan of Menlo Park does in fact show the East Palo Alto area as one within its "sphere of influence." The question of course is, on what grounds can the City of Menlo Park find annexation of the entire area acceptable? East Palo Alto presents many vexing problems and frank appraisal of these will recognize that the influx of minority residents who are caught up in a social cycle that includes welfare dependency, lower levels of employment capabilities and the consequent inability to sustain an adequate standard of living and home maintenance, cultural and other deprivations through the lack of adequate educational opportunities, vandalism and crime have all contributed to the creation of social and physical conditions that create deep concern as to how any one city can take up the burden of raising the quality of life under such conditions--many of which were imposed by community situations beyond its area of control.

Nevertheless, the very existence of these problems imposes an even deeper obligation among all levels of local government which have authority to act, to do so in concert and with the highest good will possible. It is no easy task to have to present the facts or the essence of the human emotions involved in such a manner as to strike a sense of community desire to do something for itself and its citizens.

Whether fortunate or not, the matter has come to the attention of LAFC at a time when further degeneration into interminable squabbles seems inevitable. Because of its unique authority, the Commission can create a climate where a more dispassionate, better-coordinated view of the problem can be taken; and it is with this in mind that the following recommendations are made:

Recommendations and Conclusions:

Because of the many issues brought to light by this annexation proposal, the question is not simply one of considering an annexation request which under ordinary circumstances would be a valid one. The residents of East Palo Alto are divided into contending groups and power structures. The essence of most of their complaints against existing patterns of administration may be summarized in the following grievances noted:

1. Inadequate street maintenance and poor enforcement, if any, of ordinances pertaining to nuisances such as junked autos and debris-laden properties.
2. Concentration of welfare recipients in an area where their economic situation leads to further property deterioration and devaluation.
3. Inadequate public housing to meet the needs of low-income or dependent families.
4. Lack of adequate child-care centers for working mothers who must do so out of necessity.
5. Lack of adequately organized recreational programs to foster the inherent competitiveness of the young people of the area and their need for recognition; for example, through some award system.
6. Transportation - particularly for students who plan to attend CSM.
7. Education: Dissatisfaction created by an increasingly segregated school system in the area.
8. Friction between the community and the police function.
9. Delays in establishing traffic safeguards where necessary or correcting other deficiencies where needed.

The proposed annexation is regarded as seriously affecting the chances of incorporation of East Palo Alto. These recommendations, however, are not drawn up to satisfy objections of any particular group to a course of action that does not meet its desires. The scope of the matter is too broad and incapable of being contained within the limitations any of these groups might find desirable.

The first recommendation, therefore, is that subject to the waiver by the proponent of the 30-day continuance of the hearing, the matter be referred to a study committee for the purpose of clarifying all the major issues being contested and for the further purpose of recommending to your Commission the most appropriate form of local government that can be made applicable to the area in order to overcome the existing tangles of taxing agencies which provide no visible means of political control or direction.

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It is suggested that the study committee be chaired by your Executive Officer and that its members, limited to one per agency, come from each of the local districts that may be affected by any recommended changes of organization. Membership, therefore, would come from among the following:

City of Menlo Park  
County - Planning Director and Engineering Dept.  
Human Resources Commission  
Ravenswood Elementary School District  
Sequoia High School District  
Menlo Park Fire District  
Menlo Park Sanitary District  
Ravenswood Park and Recreation District  
Alto Park Council  
Citizens for Self-Government  
Representative at Large from E.P.A.

This committee would be guided in its studies by the general as well as specific requirements of Government Code Sections 54774 as well as 54796. In addition the committee should be charged with the responsibility of thoroughly reviewing any applicable federal programs that may be available for implementation in the area. The Urban Renewal Division of HUD, from its San Francisco office, suggests that the Community Renewal Program and the proposed Demonstration Cities Program might be vehicles through which "study-then-action" programming may be undertaken. A four-month study period is suggested as the time within which the Commission should call for a recommendatory report.

It would be well for everyone involved in this issue - emotionally, financially, and politically - to take a long, careful look at this matter from the standpoint of what are our community responsibilities to the area and to each other. Charges and countercharges will not solve the problems. They may certainly exacerbate them. The responsible elements of the East Palo Alto community as well as those with both the authority and the responsibility in surrounding jurisdictions ought to utilize the above suggested avenue of approach as a constructive opportunity to effect general community improvement in standards of living, appearance, and behaviour.

Both the responsibility and opportunity have now been joined so that constructive community action can lay the groundwork for effecting remedies in a situation that for too long has been the step-child of contending viewpoints. Lack of responsive action now may very well create a climate whereby less responsible elements will, in the future, find more fertile ground for creating further strife and uncertainty.

One final point. The challenges to local government for taking leadership in modernizing its structure are enormous. Costs are rising steeply - from 20.1 billion in 1952 to 45.1 billion in 1962 with prospects of double the latter figure by 1972. There are over 80,000 local units of government struggling with this vast enterprise, but the problems increase inexorably in magnitude and cost. The political inventory shows that opposing camps

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have a myriad of issues to throw at each other--crime, welfare, glutted transportation systems, crowded or poor schools, slums, poverty, polluted environment. A dreary enough list which could be expanded greatly.

Balkanization of local governments has caused serious problems in terms of ineffective political control, lack of adequate financial resources, fragmentation of authority, little or no understanding of the tremendous impact of science and technology on our urban problems. The Committee for Economic Development, a leading private organization of businessmen and educators, recommends a drastic overhaul of local structures in order to enable citizens to cope with their problems.

Fortunately, the State of California has provided local governments with a vehicle for local problem solving in the form of the Local Agency Formation Commission. Through its offices, the many faceted problems can be brought to light and constructive solutions undertaken. Avoiding tough-minded decisions now, as much as they may be flayed by opinion in certain circumstances, can only complicate the future chances for better, less costly resolutions to community requirements.

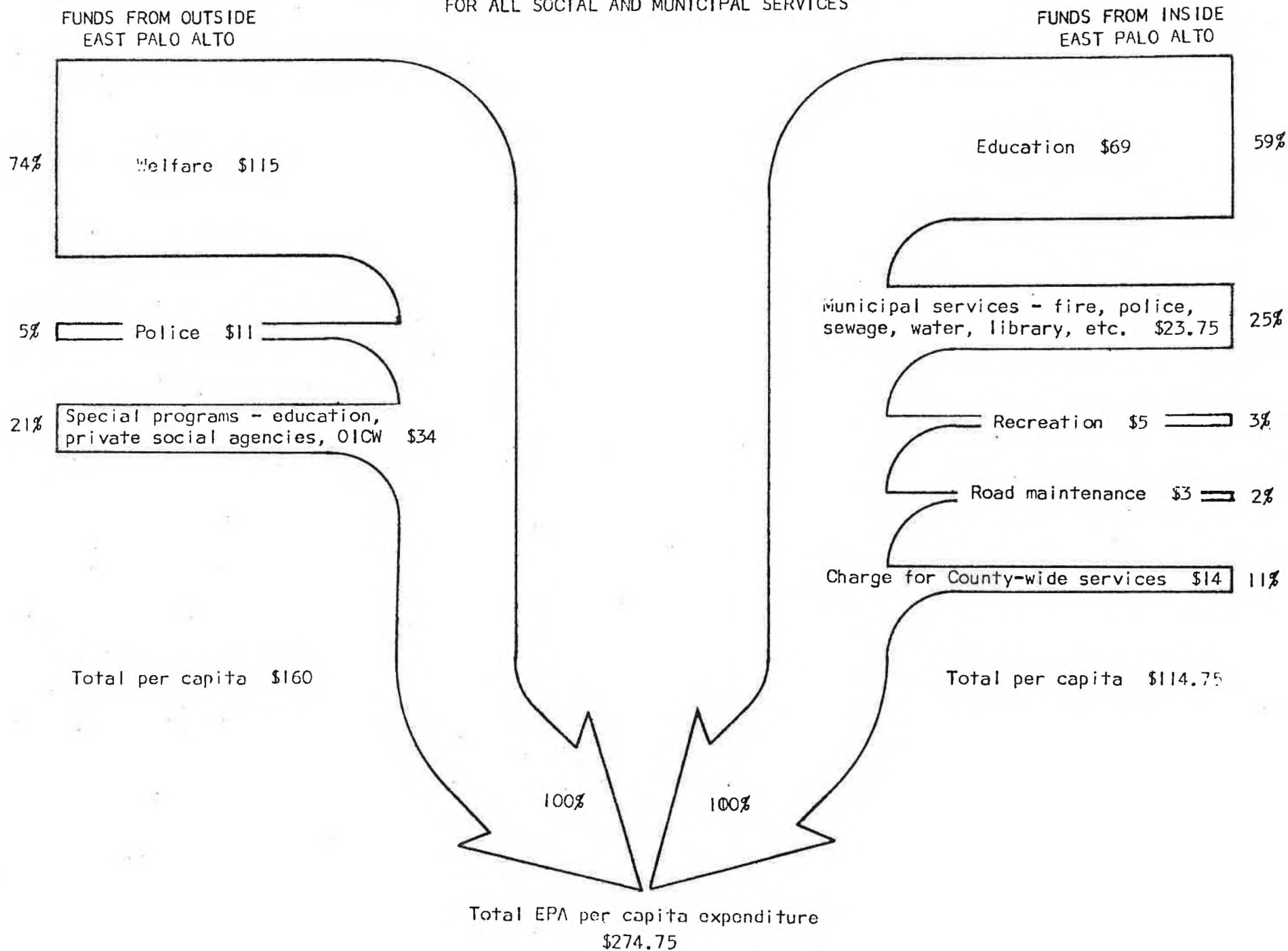
Your approval of the recommendations as outlined above is respectfully recommended.

Respectfully submitted,



MAX F. ROLIH  
Acting Executive Officer

EXISTING PER CAPITA EXPENDITURES IN EAST PALO ALTO AREA  
FOR ALL SOCIAL AND MUNICIPAL SERVICES





STRUCTURE OF THE EAST PALO ALTO SOCIAL & ECONOMIC MOLECULE

TOTAL ATTACK ON EAST PALO ALTO PROBLEMS

