EMANUEL DISPLACED PERSONS REPORT

Bob Nelson, staff person for Emanuel Displaced Persons Association and employed by American Friends Service. Mr. Nelson supplied staff with a list of names of persons in the EDPA, and suggested that staff talk with them to get some of their complaints. He also suggested that staff start with the chairman of the Association, Mrs. Leo Warren who lives at 312 N. Cook Street, phone, 287-9063.

Ocie Trotter, a social worker employed by Family Counselling Service housed at Albina Community Action Center, 59 N.E. Stanton Street, phone, 287-2603. Mr. Trotter is also staff person for EDPA. Staff talked with Mr. Trotter about the feelings of the citizens in the Emanuel Hospital area on relocating and how they feel about the project in general terms. Mr. Trotter said that in being involved with the citizens of that area from the beginning, he felt that they only wanted someone to listen to their complaints and they have not found anyone to listen to them. Mr. Trotter went on to say that they have tried every public body in the City except the Metropolitan Human Relations Commission, and the people feel that they are the only ones left to call on. Also stated by Mr. Trotter, with the MHRC being concerned with all citizens and their problems, they are the ones that should be involved in helping to solve the problems of these people.

Mr. Trotter feels as though most of the complaints are around the services of Portland Development Commission, such as the approach by employees of PDC. For example, presenting blank forms for signature of these people without explaining in full detail what they are signing, staff showing recipients homes and saying you have to take this house, not giving them a chance to make up their own minds about the kind of home they desire, stating to recipients that you have to get out or we will auction off your furniture, and many other statements that upset citizens of that community. Mr. Trotter stated that he feels as though the hearing is very necessary with MHRC.

Marcus Glenn, acting director of Albina Community Action Center, 59 NE Stanton Street. Staff talked with Mr. Glenn concerning EDPA. Mr. Glenn did not know in full detail about all of the problems of EDPA, but was aware of some of the problems. He said that he was concerned about the problems that he knew of. Mr. Glenn said that he and his staff would be very happy to work with staff of MHRC in getting some of these problems cleared up as soon as possible.

Mrs. Leo Warren, chairman of Emanuel Displaced Persons Association, who lives in the project area. Staff talked with Mrs. Warren about her feelings and concerns for the people in her organization (EDPA). Mrs. Warren said that her organization must have a hearing on August 19, so that public bodies can hear their complaints and the way some of the people are being treated. She said that they have been to every public body to be heard and no one will listen to her, and that Bob Nelson is the only one who has tried to be of help to them. Mrs. Warren went on to say that in the beginning of their organization (EDPA) they went to Model Cities office and talked with the director, Mr. Charles Jordan, asking him if he had staff that were qualified in this field to assist them or to advise them on what they should do. Later Mrs. Warren stated that EDPA tried to get a meeting with Mr. Ira Keller and with both agencies, PDC and Model Cities, but they were turned down for just getting together to iron out some of the difficulties and misunderstandings. Mrs. Warren said that she and all EDPA members are concerned about the relocation plan. She said this is why she feels that a hearing is very necessary.

EDPA Meeting - Mr. Nelson called staff and asked for attendance at their meeting to hear some of the complaints from some of the people who live in the Emanuel Hospital area. Mrs. Warren, chairman of the Association (EDPA) opened the meeting by introductions. There were seven or eight persons present at this meeting. Mrs. Warren began to call from a list and told staff about some of the complaints these persons had with PDC. After Mrs. Warren finished with the list, she called on the ones present. The first two persons stated that they had no complaints because they had acquired attornies, and they seemed to be satisfied with what was offered. The next two persons stated that PDC's staff approaches were very bad. Such as, "You will have to sigh these papers or you will have to move", "We will find a house for you", "You are going to have to move or we will put you out", and several other similar complaints. It seems as though most of the complaints were against staff persons who worked for PDC and not too much about the relocation plan itself.

Mr. Nelson told the group that they were going to have a hearing before the MHRC on the 19th of August and that everyone in the community should be there to voice their complaints against the relocation plan and PDC, because it affects the whole community. Staff disagreed with Mr. Nelson's approach about people that do not live in the Emanuel Hospital area should not become part of a hearing with the MHRC. Staff explained to the group that the 19th was a bad time to hold a hearing with MHRC, because staff could only get five Commission members to attend, and that would not be a quorum for a meeting. Mr. Trotter asked was it possible for MHRC to get a quorum within the next two weeks. Mrs. Nelson stated that MHRC staff could not be sure of that, and that is why we should go on with the meeting on August 19th.

Mr. Nelson said he wanted to make it clear that Mr. Summers' disagreement is not for not having a hearing, it is the date arrangement and time where we disagree. Mr. Nelson also stated that Mr. Summers agrees that we should have a hearing before the Commission so that the Commission members can be aware of some of the complaints voiced by citizens of the Emanuel Hospital area. Mrs. Warren stated that EDPA must have a hearing on the 19th if they only have to have it between themselves.

Staff checked with Commissioner Ivancie's office to see if the Matt Dishman Center had been made available for a meeting on that date. Commissioner Ivancie's assistant stated that she would check to see if it could be arranged for a meeting between MHRC and EDPA. When it was established that MHRC could not raise a quorum for a meeting, staff then contacted Commissioner Ivancie's to report to them that it was impossible to raise a quorum for a hearing between MHRC and EDPA, and that if there was going to be a hearing on that date it would be EDPA members that whould be conducting such hearing. Commissioner Ivancie's assistant said that it is very difficult to switch staff around at the Center, and that it had been done twice before. The Commissioner's assistant said that all EDPA would have to do is to request the time in letter form with enough time ahead so that staff can be adjusted to fit the schedule to keep from paying overtime, since the Park Bureau's budget is so low.

Ron Ennis, staff at Albina Community Action Center. Mr. Ennis stated that he and staff at the ACT Center had passed out flyers on the 12th of August, and after the postponement to the 19th, they passed out flyers of the change of dates. At that time Bob Nelson was in meetings with the chairman, director, and staff of MHRC in deciding on what date EDPA should meet with MHRC for a hearing. Mr. Ennis also stated that he and staff of ACT had covered the entire Model Cities area with flyers and trying to encourage citizens of the entire community to participate in the hearing.

Emanuel Hospital Displaced Person Association

Mrs. Elnora Booker	259 N. Cook	287-0682
Louis Browning	217 N. Fargo	282-7831
Hattie Mae Browning	217 N. Fargo	282-7831
Mr. & Mrs. Caldwell	3247 N. Gantenbein	288-2731
Mr. & Mrs. George Carlsen	3320 N. Commercial	
Mike Dalton	527 N. Morris	287-7109
Lois Downing	2803 N. Commercial	287-5918
Chester Edwards	227 N. Monroe	
Herbert M & Helen Fields	417 N. Monroe	287-2002
Bob Focht	121 NE Mason	287-9363
Tom Gauger	527 N. Morris	287-7109
Mr. & Mrs. Cephas Glover	2928 N. Commercial	282-7813
Beatrice Marshall	247 N. Fargo	282-3530
Isaac S. Payne	3946 N. Borthwick	281-8479
Lucille A. Rose	544 N. Monroe	281-6165
Mathew Scott	227 N. Fargo	284-4495
Janet Smith	527 N. Morris	287-7109
Robert Smith	624 SW Moss	246-1196
Mr. & Mrs. Samuel Stokes	2931 N. Gantenbein	287-2595
Mrs. R.E. Turner	532 N. Graham	287-7241
T.C. Williams	203 N. Fargo	287-4695
Mrs. Leon Warren	312 N. Cook	287-9063
Chester Young	3216 N. Gantenbein	282-1684

Assigned Staff

Ocie Trotter	59 NE Stanton	287-2603
Bob Nelson	106 NE Morris	287-3438
		287-4050 (home)

PUBLIC HEARING

The Metropolitan Human Relations Commission has called a public hearing to hear from the Citizens of the Emanuel Hospital Project area on their re-lationships with the Portland Development Commission.

The purpose is to insure that any grievances will be properly aired and that people have the opportunity

to publicly express their concerns.

The MHRC is working with the Emanuel Displaced Persons Association for the meeting agenda For Information Contact

Emanuel Displaced Persons Association 106 N.E. Morris 287-3736: 287-3834

Merropolitan Human Relations Commission City Hall 288-6141

PLACE: Matt Dishman Community Center NE Knott & Rodney Ave.

DATE: Thursday ~ August 19, 1971 7:30 p.m.

I MPORTANT /VOTICE

THE PUBLIC HEARING TO HEAR FROM THE CITIZENS OF THE EMANUEL HOSPITAL PROJECT AREA ON THEIR RELATIONSHIPS WITH THE PORTLAND DEVELOPMENT COMMISSION HAS CHANGED LOCATION FROM THE MATT DISHMAN CENTER TO:

CASCADE CENTER:
5606 N. BORTHWICK
(JUST NORTH OF KILLINGSWORTH)

AUGUST 19, TRUESDAY 7.30 PM

IF YOU HAVE ANY FEELINGS ABOUT URBAN RENEWAL YOU WISH TO EXPRESS, COME TO THIS MEETING.

Sponsored by: The Emanuel Displaced Persons Assoc.

FLEASE COME

Panel misses profests on Emanuel renewal

Grievances concerning the Emanuel Hospital urban renewal project were aired Thursday night but noticeably absent were those to whom the complaints were addressed.

The meeting was to have been a hearing before the Metropolitan Human Relations Commission, but the commission canceled out because it said it could not raise a quorum.

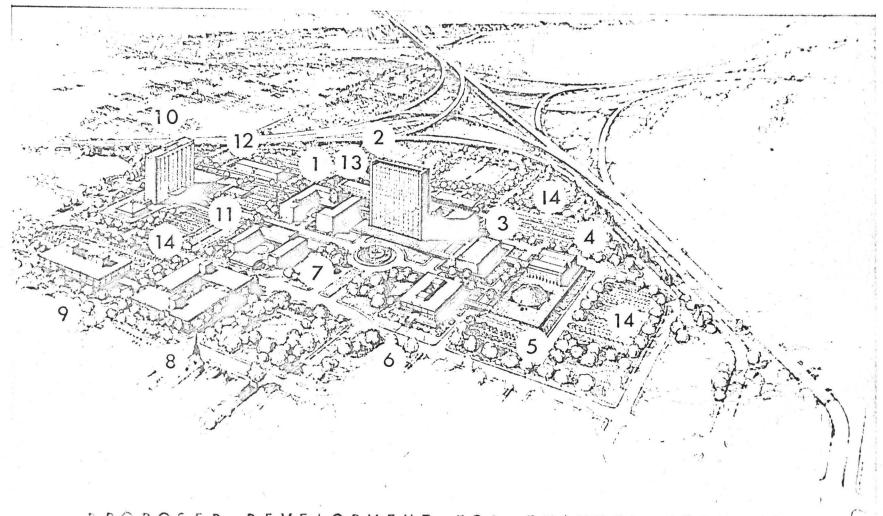
Most of the complaints involved the Portland Develop ment Commission, or Emanuel Hospital, but neither was represented.

About 100 persons attended the session in the Cascade Center called by the Emanuel Displaced Persons Association.

At the conclusion of a succession of complaints about treatment by the PDC and its staff, it was suggested by one speaker that the group quit meeting and instead start demonstrating at PDC headquarters.

Said Walter Morris of 3232 N. Michigan Ave.:

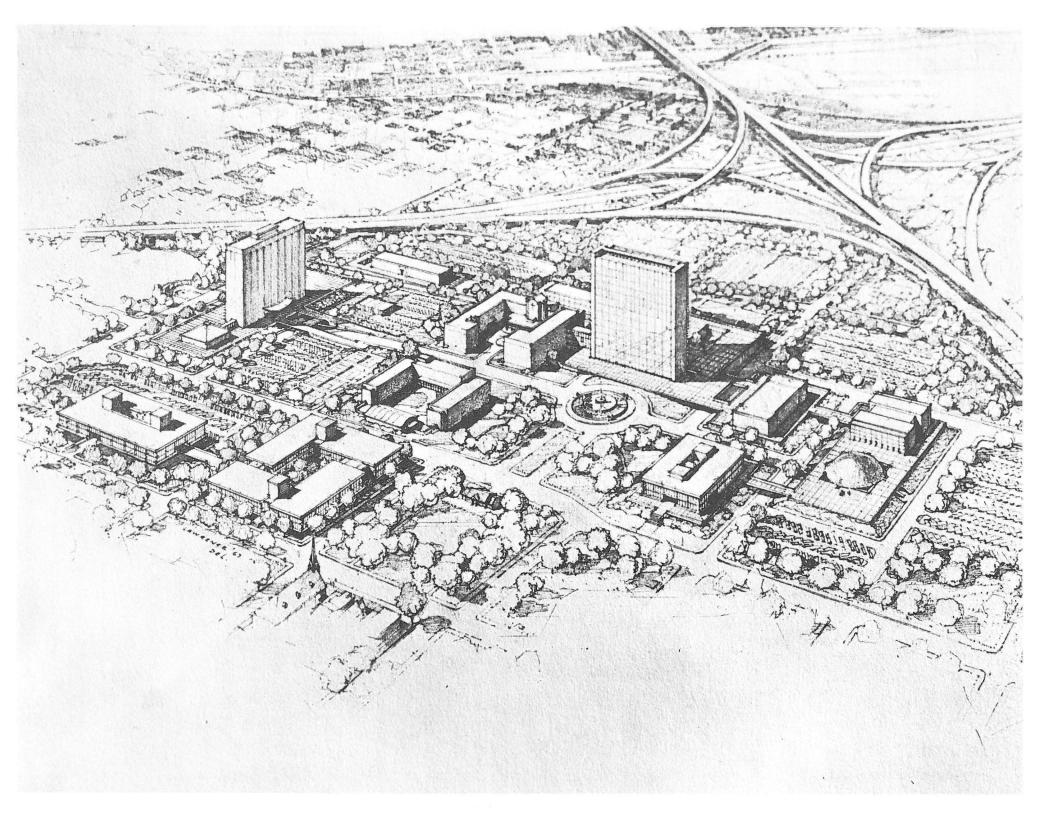
We have to get our walking shoes on and go down to PDC headquarters with signs."

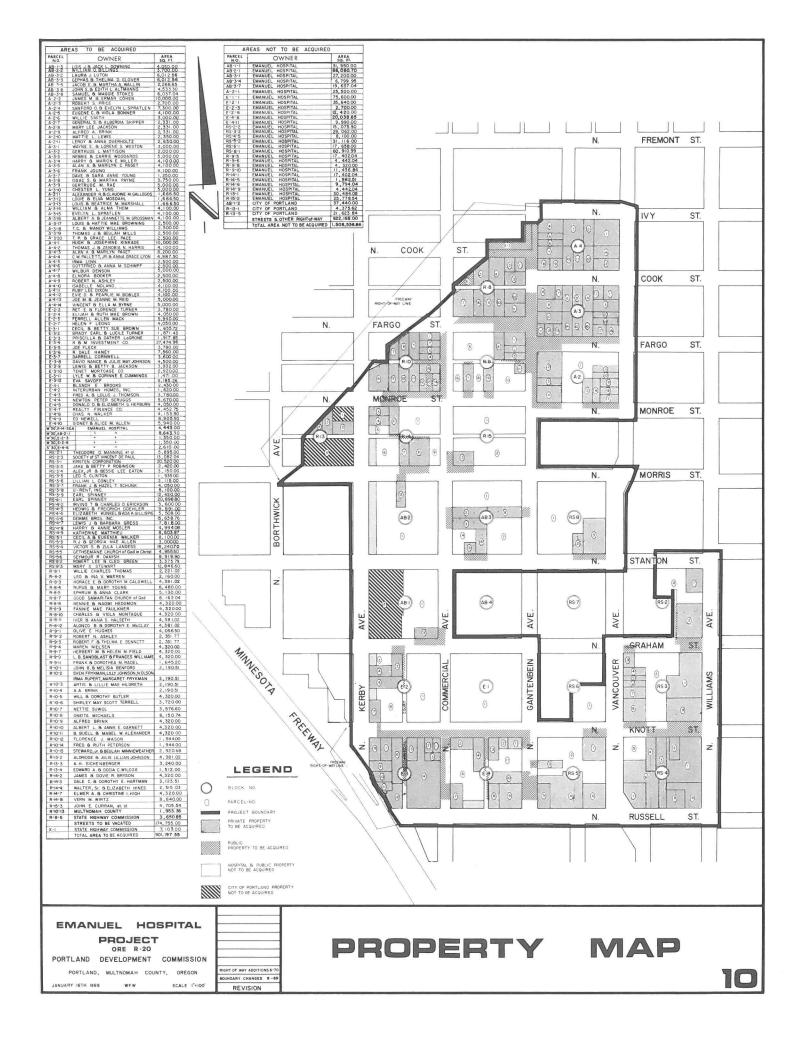


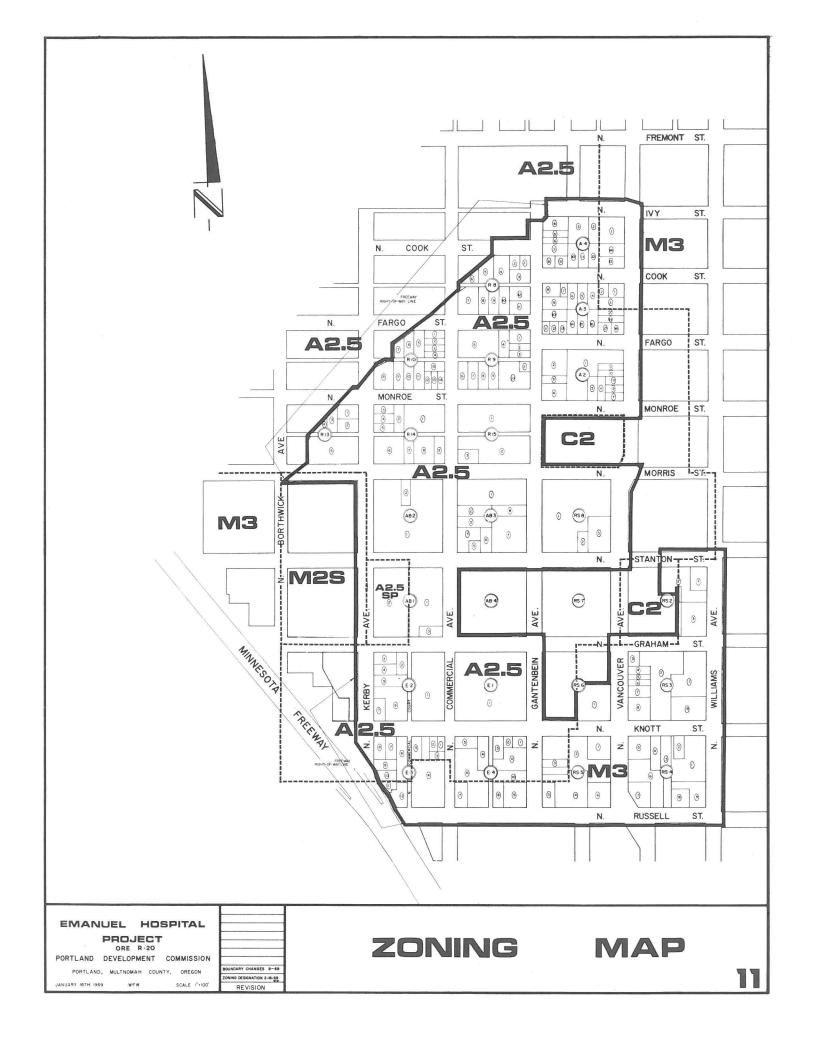
PROPOSED DEVELOPMENT FOR EMANUEL HOSPITAL

KEY TO PHOTOGRAPH

- 1. Existing Hospital
- 2. New Hospital Addition
- 3. Extended Care Facility
- 4. Self-Care Unit Motel
- 5. Auditorium
- 6. Clinic
- 7. School of Nursing
- 8. Professional Building
- 9. Clinic
- 10. Senior Citizens
- 11. Heating Plant
- 12. Employees' Apartments
- 13. Interns' Apartments
- 14. Parking







EMANUEL PROJECT FAMILIES & INDIVIDUALS STILL ON SITE SEPTEMBER 8, 1971

ALLEN, Alice 2627 N. Gantenbein 9/14/71	BUTTINGTON, Johnny 405 N. Fargo 9/14/71	DESILVA, Vera
ALLEN, R. J. $\sqrt{9-13-7/}$ 2632 N. Gantenbein	CALDWELL, Horace 3247 N. Gantenbein 1/14/21	DEWEESE, Carl 232 N. Cook
BASS, Legetta / 111 N. Russell 9-14-7/	CATLIN, A. W. V 409 N. Morris	EATON, A (Jr.) 2740 N. Vancouver 43-71
BELL, Leonard 9-10-71	CLINTON, Leo C. 2/14/7/ 2732 N. Vancouver 9/14/7/	EDWARDS, Chestert 227 N. Monroe
BENNETT, Louis / 3147 N. Commercial 9-13-71	COLLINS, Fred 3137 N. Gantenbein	ESHMAN, Leannis / 253 N. Fargo
BERG, Joe V 320 N. Fargo	COOK, Lester / 3102 N. Gentenbein	FAULKNER, Fannie 327 N. Fargo
BIELIN, Robert 9-13-71	CORLEY, Fredricka V 327 N. Russell (upper) 1/14/7/	FIELD, Herbert M. / 417 N. Monroe 9-13-7/
BOOKER, Elnora 9-14-7/ 259 N. Cook	COVEY, Searcy 9/14/71	FISCHMAN, Steven 553 N. Knott 9-40-71
BROWN, Elizah 2742 N. Kerby	CLARK, E. 7 1/4/7/ 7 N. Russell 4/14/7/	FLORES, Jessie 9-10-71
BROWN, Joe V 3216 N. Gantenbein	DEMME, Frank 9-14-71 7 N. Russell #5	FRAHS, Theodore
BROWNING, Mrs. Louis 217 N. Fargo 9-10-71	DENSON, Jewel / 3316 N. Gantenbein 4/14/11	FRARY, Myra L. 2932 N. Commercial
BRYSON, Mrs. Dovie 536 N. Monroe 9-13-7/	CAGE, Anna V 325 N. Russell 9/14/7/	FRYKMAN, Margaret 3137 N. Commercial 9-13-1/

GARNETT, Albert L. 529 N. Monroe 9-13-71	JONES, Ellie / 3151 N. Gantenbein	PATTERSON, Seymon V 531 N. Russell a/w/1/
GLASS, Lillian \ 2728 N. Vancouver \(\frac{4}{14} \)	JONES, Ollie V 3317 N. Vancouver	PAYTON, Frank 1/4/7/423 N. Russell, #2
GLOVER, Cephas √ 2928 N. Commercial	LEE, George 7-13-7/	PERKINS, Mary 19-13-7 3116 N. Gantenbein
GRONER, James J. 2931 N. Gantenbein 9/14/21	LEE, Robert 3213 N. Vancouver 9/3/71	PETERSON, Fred 7-14-70
HALE, Mrs. Cora 1/14/7/	MACK, Ferrell A. 1/2732 N. Kerby 4-13-71	POWELL, Lucas 7 N. Russell, #4
HART, John W. V 3141 N. Gantenbein	MALONE, Cherry A. 3303 N. Vancouver 9-13-7/	PRUITT, LaVerne 248 N. Ivy
HAUGHT, Evelyn / 3100 N. Gantenbein 9/14/7/	MARSHALL, LaVerne 2/14/71	RADEL, Anna 19-13-71 3127 N. Gantenbein
HAWKINS, James 7 N. Russell, #1 9/14/11	MARSHALL, Louis 9-10-71	ROBERTS, Betty 7/14/7/
HEPBURN, Mrs. Elizabeth 410-12 N. Knott 9-10-71	MERCER, Emily 511 N. Morris 9-13-71	ROBINSON, Jake 122 N. Graham 9-10-7
HINES, Walter V 3036 N. Kerby 4-13-71	MINNIEWEATHER, Stewart () 3117 N. Commercial	ROOSEVELT, Wesley 535 N. Monroe 9-14-7
HULL, Lynn $\sqrt{}$ 3006 N. Commercial	MORGAN, Gene 9-13-71	SCOTT, Matthew / 227 N. Fargo
INGRAM, Virgie /9-10-7) 249 N. Cook	MORGAN, Ronnie 3213 N. Vancouver 9-13-71	SHOALS, Mitchell 102-6 N. Knott,#C
JEFFERIES, Retta 9-13-71	OVERHOLTZ, Anna 3129 N. Vancouver 9-13-71	SIMMS, Gavana 102-6 N. Knott,#B
JOHNSON, Lucille / 321 N. Russell 4/14/71	PARASHAL, George 423 N. Russell, #4 2/14/21	SMITH, Aaron J. V 222 N. Cook

SMITH, William WARREN, Leo 232 N. Ivy 312 N. Cook STITT, William D. WASHINGTON, Catherine 3138 N. Gantenbein 2648 N. Kerby STEWART, Jerry THOMPSON, Henry 2648 N. Commercial 242 N. Cook STOKES, Samuel WHITE, Louise 2931 N. Gantenbein 9/14/7/ 216 N. Cook WILLIAMS, Alonzo TAYLOR, Berdie V 3229 N. Gantenbein 9/14/21 7 N. Russell #1 THOMAS, Charles 7 N. Russell, #8 WILLIAMS, Alton 2653 N. Gantenbein 9-13 THOMAS, Mrs. 302 N. Cook WILLIAMS, Cleo 7 N. Russell #7 THOMPSON, Fred 9-10-71WOODARDS, Nebbie√ 3227 N. Vancouver 4-13-7/ 322 N. Knott TURNER, Rev. Brady WOODS, Eloise 323 N. Russell (upper) 9/14/7/ 508 N. Knott TURNER, Florence WRIGHT, Wm. R. 532 N. Graham 30 N. Knott TURNER, Queen E. YARBOROUGH, Mrs. B. 🗸 260 N. IVY 252 N. Ivy .9-10-71 WALLIN, Jacob E. YUNG, Chester 413 N. Stanton 3214 N. Gantenbein

WARD, Arthur 2651 N. Gantenbein

102-6 N. Knott, #A 9-10-71

WALTON, Lloyd

FAMILIES & INDIVIDUALS RELOCATED SEPTEMBER 8, 1971

BATES, Billy 1725 S. E. Linn (apt.) Portland, Oregon

BOWLES, Evie 4715 N. E. 12th Portland, Oregon

BROWN, Jessie Mae 1305 S. E. 14th Portland, Oregon

BURNS, Mabel 2035 N. E. Junior Portland, Oregon

CLARK, Ray 3506 S. E. 15th Portland, Oregon

CORNWELL, Allen 3820 N. E. Mallory #20 Portland, Oregon

CRITTENDEN, Betty Jean 3113 N. E. 9th Portland, Oregon

DAVENPORT, Clarence 1406 N. E. Prescott Portland, Oregon

DOWNING, Jack 4825 N. E. Skidmore Portland, Oregon

ELLIS, Roscoe 3826 N. E. 6th Portland, Oregon FLOWERS, Lonnie 306 N. E. Thompson Portland, Oregon

GODON, Woodrow 6345 N. E. Rodney Portland, Oregon

GRANVILLE, Verta 3734 S. E. 15th #3 Portland, Oregon

HARVEY, Kathi 1814 N. E. Bryant Portland, Oregon

JACKSON, Lewis 5933 N. E. Rodney Portland, Oregon

JOHNSON, Sam 2946 N. E. 9th(apt.) Portland, Oregon

MONTAGUE, Charles 3956 N. E. 10th Portland, Oregon

PACE, Theodore 3416 N. E. 14th Portland, Oregon

PARRISH, Beverly 1116 S. E. 190th Portland, Oregon

SKIPPER, G. S. 5765 N. E. Garfield Portland, Oregon VAN ZILE, Hazel 2615 N. E. Saratoga Portland, Oregon

WILLIAMS, T. C. 235 N. Holland Portland, Oregon

WOODS, Wm., Jr. 4715 N. E. 9th Portland, Oregon

YOUNG, Dave 606 N. E. Sacramento #3 Portland, Oregon scenic purposes. (50) On the basis of the application prepared by PDC, the city received a \$67,500 grant to purchase the 46.3 acre Pittock Estate as a final link in the seven miles of skyline green belt on Portland's west side, connecting Macleay, Holman and Forest Parks to the north, and Hoyt Arboretum, the Portland Zoo and Washington Park to the south. The Pittock mansion has since become a major tourist attraction.

G. Emanuel Hospital

In July 1970, the City Council approved PDC's final plans for a 55.3 acre urban renewal project in the Emanuel Hospital area, bounded on the north and west by the Fremont Bridge interchange with Interstate 5, by North Russell Street on the south and by Williams and Vancouver Avenues on the east. The cash portion of the one-third local share of the estimated \$6.6 million net cost is to be paid by the hospital. To the extent that pool credits from other projects are used up, Emanuel will pay PDC for them in cash. The use of such cash will not be restricted to payment of urban renewal project costs.

Prior to 1950 the hospital, a private Lutheran-affiliated institution which has occupied its present location since 1915, began purchasing adjacent land in anticipation of future growth and development. On September 24, 1962 the PDC minutes noted that Emanuel Hospital had, by that date, purchased \$170,000 worth of land "which would be used as a pool credit in lieu of cash if there were an urban renewal project in that area." According to PDC, studies by the Planning Commission in 1962 revealed that structural and environmental conditions in the area surrounding Emanuel Hospital were substandard to a substantial degree. Early in 1963 PDC staff members met with representatives of the Planning Commission, Emanuel Hospital, Lloyd Center, the E-R Commission and others to consider a possible urban renewal project. The PDC staff was authorized to make a comprehensive study. In 1964, the hospital commissioned a feasibility study intended to lead to a Survey and Planning Grant Application, the cost of which was to be paid by the hospital. The Application was filed in February 1967, and was approved in December 1968. The preliminary Loan and Grant Application was approved by HUD in May 1970.

The proposed use of the area was for an expanded hospital and related facilities, parking, employee housing, offices and housing for the elderly. Early in the planning for the Emanuel Project, HAP asked that PDC include a public housing project for the elderly but, according to HAP representatives, the only feasible site offered was adjacent to the freeway and unacceptable to HAP. Later, HAP was offered property acceptable to it, but, after some preliminary planning, was told that any such units would have to be built by Emanuel and leased to HAP. HAP representatives told your Committee that PDC was uncooperative and placed the hospital's wishes above HAP's needs. It now appears that agreement may be reached on a suitable site which may, in part, be the same parcel requested earlier by HAP and rejected by PDC.

HUD regulations required review of all federal projects in the Model Cities area by the Model Cities Citizens' Planning Board. The Board was concerned about the Survey and Planning Application's failure to provide for citizen review of the urban renewal process, (51) and finally obtained promises from both the hospital board (52) and PDC (53) to keep the Citizens' Planning Board informed and involved in the urban renewal project.

Community response to the proposed renewal project did not emerge significantly until the fall of 1970 when a group of Albina citizens, assisted by a representative of the American Friends Service Committee, organized as the Emanuel Displaced Persons Association (EDPA). It sought and obtained a hearing before City Council on October 21, 1970, to voice its concern over the need for relocation assistance, fair prices for residents' homes, and adequate

⁽⁵⁰⁾ Housing Act of 1961, § 701, 75 Stat. 149, 133-85, 42 U.S.C. § 1500.

⁽⁵¹⁾D. West, A Case Study of the Planning Process in the Portland, Oregon Model Cities Program 139 (a Ph.D. dissertation on file at the Portland State University Urban Studies Center, 1969).

⁽⁵²⁾ Minutes of June 3, 1969.

⁽⁵³⁾Letter dated Sept. 17, 1968, from Ira C. Keller to E. J. Baskett.

replacement housing. It objected to PDC's failure to involve residents in the decision-making process, stressing the lack of communication between PDC and individuals whose lives are to be affected by the project. Two petitions were presented by Mrs. Leo Warren, EDPA Chairman, asking the Mayor and City Council to affirm the obligation to "see that those displaced can move with dignity without suffering financial loss."

Mrs. Warren commented:

"While going door to door for the EDPA, I found many homeowners and tenants filled with tension and frightened as to what the consequence would be because of moving from their homes. This was true of the majority of the older people, especially of women who were alone. You have to feel this feeling of fear to appreciate what many people are going through.

Mr. T. C. Williams commented:

"You are having us move; we don't have any word to say. You've got the thing all mapped out, from somewhere, and you must turn it over to us, and we don't have a word to say."

Mr. Williams later told members of your Committee that his first contact with PDC came when an appraiser knocked on his door.

Mayor Schrunk assured EDPA representatives that no relocated citizen would

suffer financial loss and all would be treated fairly.

During this Council session, PDC's attorney, Oliver I. Norville, referred to two informational letters mailed to the project area residents, the second of which invited residents to a public informational meeting held August 21, 1970. Your Committee found that the only letters sent to residents were dated January 28, 1969, a year and a half prior to the meeting, and August 31, 1970, 10 days afterwards. Neither mentioned any public meeting. The second letter was reasonably informative. The first letter (Appendix G) was very difficult to understand. In your Committee's opinion, it exhibited a pompous, condescending attitude and did not directly state the nature of the proposed project or its effect on residents of the project area. Your Committee was advised that EDPA was born because the PDC letters were not informative, PDC's property appraisers were rude, and many residents could not obtain from PDC answers to their questions. PDC denied these accusations.

On November 30, 1970, EDPA, represented by the Legal Aid Service of the Multnomah Bar Association, submitted to the HUD Area Director a document challenging PDC's "Relocation Plan" dated September 22, 1969, for failing to comply with statutory relocation requirements. (54) The PDC plan concluded that ample housing was available and "no newly constructed public or private housing will be required."(55) According to EDPA the plan outlined vacancy rate data, (56) failed to designate decent, safe and sanitary housing (57) or housing in reasonably close proximity to public utilities and public and commercial facilities, (58) and used obsolete data and failed to coordinate displacement activities. (59) PDC relied upon a February 1969 Portland General Electric meter reading survey to support its determination that there was more than a 3 percent vacancy rate in the area. Under HUD requirements, such a vacancy rate permits PDC to rely upon the existing housing supply, rather than provide for new housing. (60) The relocation plan does not point out the obvious limitations of meter reading surveys as a source of housing statistics. (61) Several more recent studies, including EDPA's door-to-door survey of prospective displacees, indicated an increased scarcity of standard low cost housing. EDPA also attacked the relocation plan for

⁽⁵⁴⁾ See Housing and Urban Development Act of 1965, \$ 305, 79 Stat. 451, 475-76, 42 U.S.C. § 1455(c) (Supp. IV, 1965-68).

⁽⁵⁵⁾PDC, Relocation Plan, Emanuel Hospital § R-223, at 9, 32 (Sept. 22, 1969).

⁽⁵⁶⁾ EDPA, Compilation of Relocation Data 6 (Nov. 30, 1970).

⁽⁵⁷⁾ Id. at 7-9.

⁽⁵⁸⁾ Id. at 10.

⁽⁵⁹⁾ Id. at 12-13.

⁽⁶⁰⁾ HUD Regional Circular 907, at 12.

⁽⁶¹⁾ EDPA, supra note 55, at Appendix A.

failing to comply with Model Cities relocation requirements, ⁽⁶²⁾ to recognize and deal with minority group considerations required by law, particularly those pertaining to race, ⁽⁶³⁾ and to provide adequate personal notice of public hearings prior to land acquisition. ⁽⁶⁴⁾ On December 30, 1970, EDPA submitted additional documents in support of its request for a moratorium until PDC complies with the statutory law and regulations.

The HUD Area Director withheld approval of the relocation plan until discussions among EDPA, HAP, PDC, Model Cities Citizens' Planning Board, City Demonstration Agency and Emanuel Hospital could be held and an agreement reached. On January 18, 1971, PDC Chairman Keller initially contacted EDPA's attorney, Holman J. Barnes, Jr. After numerous negotiating sessions an agreement among the above agencies was reached on March 11, 1971. It provided that (1) the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 applies to the relocation of residents from the Emanuel hospital urban renewal project, (2) "approximately 180 to 300 units of federally-assisted, low and moderate income housing, including public housing" and supportive uses will be cooperatively developed subject to the Emanuel Hospital Project Urban Renewal Plan, (65) (3) federally-assisted housing will be provided to replace "all existing housing units demolished as a result of the Emanuel Hospital Urban Renewal Project with not less than an equal number of newly-constructed standard housing units located within the Project Area or as near as possible to the Project Area and all within the Model Cities Area", and (4) PDC will comply with all HUD's laws, rules and regulations in connection with the Emanuel Project.

The HUD Area Director confirmed to your Committee that the principal problem behind EDPA's complaints was PDC's failure to provide an adequate relocation plan, backed by up-to-date information, which could assure residents of the area that they would be satisfactorily relocated. Two PDC commissioners acknowledged to your Committee that their agency simply had not done its homework. PDC Chairman Keller, admitting that a few "technical" failures to comply with HUD regulations were inevitable, told your Committee that it was a "dangerous" idea that a group like EDPA could get assistance from an OEO-supported legal office to slow down an urban renewal project that is "good for the community."

As this report is written, differences remain between PDC and the EDPA. The neighborhood organization has rejected PDC's offers to put some of its leaders on the PDC staff, and the possibility of giving the organization a contract to consult with PDC on relocation is being explored. EDPA officials and Legal Aid Service attorneys report that PDC staff has failed to advise residents of the full relocation benefits available and has attempted to pressure owners into accepting low offers without permitting EDPA representatives or attorneys to be present.

H. Portland's Community Renewal Program

The Housing Act of 1959 provided federal funds to a local government for two-thirds of the cost of preparing a Community Renewal Program (CRP), a 10-year prospectus for urban redevelopment. When properly completed, the CRP analyzes the overall needs and resources of the community by (1) identifying and measuring the extent of slum, blighted, deteriorated or deteriorating areas; (2) determining the financial, relocation and other necessary resources needed to renew these areas; (3) evaluating existing programs; (4) establishing program priorities and potential renewal project areas; and (5) scheduling and programming these activities. (66)

⁽⁶²⁾Id. at 16.

⁽⁶³⁾ *Id.* At one point, the Plan states: "Of those being displaced from the Emanuel Hospital Project, the non-black are in the minority and will be given every consideration and aid to relocate any place they desire." *Id.* at 32-33.

⁽⁶⁴⁾ d. at 22-27. See Housing Act of 1949, § 105, ch. 338, 63 Stat. 413, 417, 42 U.S.C. § 1455(d) (1964).

⁽⁶⁵⁾ All units supplied by HAP are to be in addition to units included in its previously existing cooperation agreement with the City of Portland.

⁽⁶⁶⁾ HUD, Community Renewal Program Handbook, ch. 1, § 1, at 1.

VII. SUMMARY OF RECOMMENDATIONS

As more fully set forth above, your Committee makes the following recommendations, intended to apply to any additional expenditures of federal urban renewal funds in Portland:

1. The highest priority should be given to satisfying the needs of people in planning and undertaking future urban renewal projects. Exercise of the extraordinary power of urban renewal is not justified simply to achieve the

"highest and best use" of land, in terms of dollars.

2. Urban renewal should be undertaken only as part of a determined comprehensive planning effort that includes goals for all types of physical development, intended to meet social and economic needs, with particular emphasis on housing for low and middle income residents. Such a program must be an ongoing effort that sets priorities in time and money and provides the means for its implementation, and must be developed with the full cooperation of citizens on the neighborhood level.

3. Plans for expenditure of any urban renewal funds must be developed from the very beginning with the assistance of citizens, particularly those who live in the affected area. Plans at all stages must be widely disseminated at neighborhood meetings and through other media with ample opportunity for objectors to be heard. A single hearing at City Hall is not sufficient for this purpose. Involvement of neighborhood citizen groups in comprehensive planning will make urban renewal a part of an integrated process of community growth and change.

(a) In projects undertaken specifically for the benefit of residents and other users of a particular neighborhood, those people, through a representative organi-

zation, should have power to approve or veto any aspect of the project.

(b) We refrain from taking the position that residents should have the right to veto *any* project undertaken within their neighborhood, since instances may arise where only the elected City Council should decide whose interests must be represented. In such cases, however, the residents must be given the technical assistance to develop their own proposed solutions and the full opportunity to

present such proposals to City Council.

4. Subordination of urban renewal to comprehensive community planning can best be accomplished by abolishing the Portland Development Commission as an independent, autonomous agency, and creating a city department to undertake urban renewal. Such a department should also have responsibility for the functions of the City Planning Commission, the Housing Authority of Portland and the Bureau of Buildings. At the very least, PDC should be merged with HAP.

5. Until the recommended organizational changes can be accomplished, your Committee urges the appointment to the Development Commission of individuals representative of diverse views, including the perspective of those threatened with displacement by urban renewal. No member of the Commission should be reappointed after serving a second term.

6. Until urban renewal expenditures are brought within the direct control of City Council, your Committee urges that members of the Council exercise

more actively the control they now have.

Respectfully submitted,
Ralph F. Appleman
Scott Durdan
Clyde H. Fahlman
Neil Farnham
John A. Mills
Peter H. Paulson
Robert R. Rogers
William C. Scott, Jr., and
A. Thomas Niebergall, Chairman

Approved by the Research Board July 15, 1971 for transmittal to the Board of Governors. Received by the Board of Governors July 29, 1971 and ordered printed and submitted to the membership for consideration and action, with Walter Gordon abstaining.

MIDTOWN VIEWPARK

REDEVELOPMENT PROJECT

1.0 INTRODUCTION

There is a critical need for new housing units to replace housing lost to Emanuel Hospital Urban Renewal and new highwy construction (Fremont Freeway). Approximately 200 new units are needed to provide housing for relocation of people displaced by these two projects. A survey of displaced families and individuals indicated a desire of most of those affected to relocate in the area adjacent to their present location.

An area that offers an excellent opportunity for redevelopment is the approximate 2½ square block area in the triangle formed between the Minnesota Freeway, Fremont Street and Mississippi Avenue. Approximately 2/3 of this area are vacant lots, resulting from demolitions, and of the remaining 1/3, only one house and one apartment building are worthy of being saved.

Approximately 2/3 of the property owners reside in the area. However, none of the property is posted with For Sale signs nor have the owners been contacted regarding assembling the land for redevelopment.

2.0 HOUSING PROJECT DESCRIPTION

For the development of the Midtown Viewpark Project, it is proposed that the land in the described triangle area be assembled for redevelopment. The land is currently zoned for A-2.5 (duplex) and M3, which permits alternate A-1 density development (Low-rise apartments). A zone changes will be requested to permit construction of apartment units on the periphery of the site. Thus, carports may be provided under the apartment structures for parking. This will provide for better land environmental control and landscaping of the area within project since it will be free of parking lots.

To reduce the concentration of children in the Boise Elementary School, the apartments will be one-and two-bed rooms.

Since the entire 2½ square-block area will be developed into a single project, a request will be made to vacate certain streets in the area. Thus, through traffic will be eliminated and additional land will be made available for open space and green area.

Duplex and Townhouse units will be constructed within the project area. The design of these units should resemble large single family residences. These should be two-bedroom units.

A minimum of 100 units will be constructed in the project. A mini-shopping center will be included at the corner of Fremont Street and Mississippi Avenue which will provide service shops for residents of Midtown Viewpark and the surrounding neighborhood. This center could be cooperatively owned.

3.0 SPONSOR

The project will be sponsored by HOUSING AND URBAN SYSTEMS CORP, under the FHA Section 221(d4) Rental Housing Program, with priority given to those displaced by Urban Renewal. This program provides for 90% mortgage insurance for profit motivated sponsors.

An alternative would be the sponsoring of the project by a Limited Dividend Corporation under FHA Section 236 Multi-Family Low and Moderate Income Rentals. This program provides for 90% Mortgage insurance. These units may be sold for individual ownership under FHA Section 235(i) or for cooperative ownership under FHA Section 221(i) and 236.

4.0 PROJECT FINANCING

It is requested that the Oregon General Services Corporation provide a planning budget and seed-money for land acquisition. Approximately \$125,000 is estimated as the amount required for land purchase however the land should be controlled by options at a cost of under \$20,000.

The total project cost is estimated at \$1,300,000.

5.0: PROJECT DEVELOPER

The Midtown Viewpark Housing Project will be developed by HOUSING AND URBAN SYSTEMS CORPORATION. The architectural services of Broome, Selig and Oringdulph will be retained for project design. The construction will be performed by a bonded General Contractor who will be selected by bid process.

NEIGHBORHOOD REPOR

Emanuel Edition

Vol. 1, No. 1, October 71

This is the first issue of a newsletter designed to help keep you informed of the Portland Development Commissions' activities in the Emanuel area. It is difficult to keep each of you constantly up-to-date through personal contact. We hope this newsletter will not only give you a greater knowledge of the progress of the project, but also help answer your questions.

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Over 30 families have successfully moved from the Emanuel area since the beginning of the project on April 23, 1971. In addition, 25 families are in the process of moving at this time. This represents 40 percent of the property to be acquired in the project. Another 38 families have begun negotiations. Since each move is considered individually by our staff, the job is very demanding in both time and energy. Time must be taken to insure that each family receives all possible benefits and assistance.

Because it is time-consuming, we realize that you may be concerned that you are not being contacted as quickly or as often as possible. We are continuing to move as quickly as possible while, at the same time, carefully protecting your individual rights.

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You need not worry about having to move with little or no warning. You will receive at least 90 days notice before you are expected to move.

During this time, the relocation staff will work with you to find replacement housing. You may be eligible for up to \$15,000 above the value of your home to buy replacement housing which meets your needs. Renters may receive up to \$4,000 to help buy a home, or pay part of your rent for up to 4 years. You also receive moving costs.

The staff keeps up-to-date on available housing in the city and surrounding area which can be very helpful to you in finding a suitable new home. However, the relocation staff does not tell anyone where they must live. You choose where you want to move, within the benefits available to you.

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The facts and figures of moving are only a part of the staff's concern. We realize that, even under the best conditions, emotional ties make moving difficult. The relocation staff recognizes these ties and will attempt in every way they can to make your move easier. Even after a move has taken place, the relocation staff stands ready to assist with any problems. The Portland Development Commission's Emanuel Site Office at 235 N. Monroe has been set up to help you. Do not hesitate to call the office at 288-8169 if you have any questions. The staff includes: Stan Jones, Relocation Supervisor; Chet Daniels and Jim Crowley, Relocation Advisors; Ernie Wiley, Property Management and Business Relocation; and Sandy Cannucci, Secretary and Receptionist. They are your best source of correct information about the status of the Emanuel Project and how it affects you. This office has only one purpose -- to serve the people in the Emanuel Project. We hope you will take advantage of it.

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For a more detailed look at relocation benefits, contact the site office for a new brochure outlining the latest federal assistance available. Businesses are entitled to certain special benefits. Ernie Wiley at the site office can answer your questions in this regard.

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The site office may be able to help you get in touch with friends or neighbors who have been relocated. Call the office for assistance.

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Being asked to move to another home creates certain problems and inconveniences. However, many people who have been relocated have found that the move gave them an opportunity for better housing than they would have been able to obtain otherwise.

Across the nation, as well as in Portland, hospitals are moving out of downtown areas at a time when the need for expanded hospital services is greater than ever before. It is this very need which many times causes a hospital to move out to the suburbs, where there is more room for expansion. To make room for needed hospital facilities in the central area is an important step for Portland.

Portland Development Commission 1700 S.W. 4th Avenue Portland, Oregon 97201