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THE URBAN RENEWAL PLAN

FOR

EMANUEL HOSPITAL PROJECT

NO. ORE. R-20

July 13, 1970

PORTLAND DEVELOPMENT COMMISSION 1700 S. W. Fourth Avenue Portland, Oregon 97201 TABLE OF CONTENTS

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#### R 301 THE URBAN RENEWAL PLAN

### B. DESCRIPTION OF PROJECT

1. Boundaries of Urban Renewal Area:

The Project Area is designated on the Boundary Map (attached as Exhibit A and made a part hereof) and is described as that land, containing all lots or parcels of property, situated in the City of Portland, County of Multnomah, State of Oregon, bounded generally as follows:

(See Emanuel Hospital Project Boundary Description, Exhibit B)

2. Urban Renewal Plan Objectives:

The objectives to be accomplished under this Plan are, but not limited, to the following:

- a. Removal of structurally substandard buildings.
- b. Elimination of blighting influences.
- c. Provisions for making land available to the Emanuel Hospital, a non-profit institution, for the development of necessary facilities for medical and other directly related purposes.
- d. Modification of the street system to provide for more efficient traffic patterns and other improvements within the project area.
- e. Provision for making land available for senior citizen housing, at least twenty percent (20%) of which will be provided for low to moderate-income elderly citizens.
- f. Proposal for making land available to the City of Portland for development of maintenance facilities for city vehicles.
- 3. Types of Proposed Renewal Activities:

Project activities in the area will consist of clearance and redevelopment including, but not limited, to the following:

- Acquisition, clearance, and sale of land to the Emanuel Hospital for needed medical and related facilities.
- b. Acquisition, clearance, and sale of land to the City of Portland for municipal facilities.
- c. Reconstruction and modification of streets, utilities, and other improvements necessary to carry out the objectives of the Plan.
- Relocation assistance to occupants and businesses in the Project Area displaced by renewal activities.
- C. LAND USE PLAN

- 1. A Land Use Map and Emanuel Hospital Long-Range Development Program with the Proposed Master Plan are attached hereto as Exhibits C and D. The Proposed Site Plan for the Kerby Yard and Stanton Shop development at the west end of the Project Area is also attached as Exhibit E. The Proposed Master Plan for Emanuel Hospital is a schematic layout of the general type of development proposed for the area. It is not intended to be an exact illustration of the location, design, or size of particular buildings and improvements. In all instances, however, the land use and development shall be subject to the regulations set forth in this Subsection C.
  - a. Thoroughfare and Street Rights-of-Way

Existing street patterns will be altered as shown on the Street Modification Plan (Exhibit F). All interior streets and alleys, except Cook, Kerby and Vancouver, will be vacated to Hospital control for development of a private roadway system in accordance with applicable legal requirements to facilitate development of

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the Proposed Emanuel Hospital Master Plan. Vehicular access will be provided to structures or areas used for parking, and where necessary, provision for through traffic and emergency vehicles will be made. Access to properties remaining in municipal ownership will be retained with the development of a peripheral street along Cook, Kerby and Russell Streets.

- b. All other land in the project area will be devoted to city use, hospital and related purposes, housing for hospital employees, housing for senior citizens, and low- to moderate-cost housing for elderly citizens. Such proposed uses are designated in the Emanuel Hospital Long-Range Development Program and Proposed Master Plan, Exhibit D, and the Proposed Site Plan for Kerby Yard and Stanton Shop, Exhibit E.
- c. Not Applicable.
- 2. Land Use Provisions and Building Requirements:

The conditions, limitations, and restrictions contained in this Urban Renewal Plan are in addition to any conditions, limitations, or restrictions contained in the Planning and Zoning Code of the City of Portland, or any other applicable laws regulating the use of property in the Project Area.

a. Land Uses to be Permitted

The land uses to be permitted are shown on the Land Use Map and should be as follows:

 Hospital use, including use for administrative, academic, parking, self-service units, lecture hall, and related

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hospital facilities, is established for all land designated hospital reuse on the Land Use Map, Exhibit C.

- (2) Residential use is proposed for certain parcels in the project area as shown on the Land Use Map. Such residential use is intended for hospital personnel and elderly citizens, including elderly citizens of low to moderate-incomes.
- (3) City use for maintenance shops and parking for vehicles and equipment used by the City to maintain the various public works.
- b. Additional Regulations, Controls, and Restrictions Those properties acquired and redeveloped will be regulated, controlled, and restricted by the minimum or maximum requirements included below as the case may be:
  - (1) Density:

General Hospital and City Buildings - There shall be no fixed density requirements for general hospital and city buildings. Density for these buildings will be established on the basis of individual structures after review by the Urban Renewal Agency.

Residential Buildings - There shall be a minimum of one thousand (1,000) square feet of lot area for every dwelling unit.

(2) Land Coverage:

General Hospital and Residential Buildings - Land coverage by structures shall not exceed fifty percent (50%) of the total area to be developed for these uses.

City Buildings - There shall be no limitation.

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(3) <u>Setbacks</u>:

General Hospital, City, and Residential Buildings - Minimum setbacks shall be fifteen (15) feet along N. Vancouver Avenue, N. Williams Avenue, N. Russell Street, N. Cook Street, and the diagonal portions of N. Kerby Avenue to be developed approximately between N. E. Cook Street and N. E. Monroe Street, and between N. E. Knott Street and N. E. Russell Street. There shall be no limitation for areas along other streets in the Project Area.

(4) Off-Street Parking:

General Hospital - One (1) space per two (2) beds. Residential Building Accessory to Hospital - One (1) space

for each ten (10) persons residing in such building.
Apartment Dwellings - One (1) space per dwelling unit.
Lecture Hall - One (1) space per fifty-six (56) square feet
area; or where seating is fixed, one (1) space per unit.
Self-Service Units - One (1) space per unit.

Clinics - One (1) space per three hundred (300) square feet of floor area.

(5) <u>Off-Street Loading</u>:

General Hospital - For any general hospital of five thousand (5,000) square feet of floor area or greater, off-street loading berths shall be provided according to the table below: SQ.FT. OF FLOOR AREA LOADING BERTHS REQUIRED 5,000 -39,999 1 2 40.000 -99,999 34 100,000 -159,999 160,000 -239,999 240,000 -5 319,999

1 × 1

SQ.FT. OF FLOOR AREA	LOADING BERTHS REQUIRED
320,000 - 399,999 400,000 - 489,999	6
490,000 - 579,999	8
580,000 - 669,999 670,000 - 759,999	9 10
760,000 - 849,999	11
850,000 - 939,999 940,000 - 1,029,999	12
Over - 1,030,000	14

Self-Service Units - For buildings of five thousand (5,000) square feet of gross floor area or greater, off-street loading berths shall be provided according to the table below: SQ.FT. OF FLOOR AREA LOADING BERTHS REQUIRED

	5,000		29,999	1	
3	0,000	-	69,999	2	
7	0,000	-	129,999	3	
13	0,000	100	219,999	4	
22	0,000		379,999	5	
	0,000		699,999	6	
70			1,499,999	7	
	Over	-	1,500,000	8	

## (6) Building Height:

General Hospital, Residential, and City Use: Maximum building heights shall be three (3) stories or forty-five (45) feet, except that there shall be no limit on buildings located more than four hundred (400) feet from R10, R7, R5, A2.5, C5 or C4 zones.

(7) Signs:

Signing and identification of buildings, land areas, and facilities shall be considered as an integral part of any development, and plans and details shall be submitted with development plans. All signing or identification shall be subject to the approval of the Urban Renewal Agency. Signs are permitted, other than outdoor advertising signs, painted bulletins or sign boards, poster panels or billboards, roof bulletins and roof signs, wall bulletins, and advertising structures (except as specifically allowed by the Urban Renewal Agency after review of such plans), under the following conditions:

(a) In General Hospital and City Areas:

An exterior sign which pertains only to the use permitted on the premises shall not exceed one (1) sq.ft. for every three (3) lineal feet of building face as measured on the side on which the sign appears. All signs must be attached flat against the wall of the building or to the face of a marquee and may not project above the roof line or wall coping, nor face directly upon a residential area.

- (b) In Residential Areas:
  - Exterior signing of residential structures shall be limited to a maximum area of ten (10) square feet and must be attached flat against the wall of a building or to the face of a marquee.
  - No outside display window or windows, nor signs advertising accessory uses shall be visible from outside any residential structure.
- (c) In all Areas:
  - Signs may be illuminated, provided the illumination is properly focused upon the sign itself and R 309 Page 7

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prevents glare upon the surrounding areas.

- Signs with flashing, animated or intermittent illumination shall not be erected.
- Red and green lighted signs shall not be permitted within fifty (50) feet of a signalled intersection.
- 4. No sign shall be permitted to overhang streets, sidewalks, or any property line.
- (C) Landscaping:

General Hospital, Residential, City Reuse - Portions of sites not containing structures, including setback areas, courts, pedestrian malls and surfaced parking lots shall be appropriately landscaped and maintained. Varieties and sizes of plant materials, other materials used, and design of landscape features and garden structures shall receive special consideration in the design review procedure prescribed below.

(9) Plan and Design Review:

No building in the project boundary, regardless of use, shall be constructed or other improvements made on or over any land subject to these controls, including public areas, until plans for such building or improvements shall have been submitted to and approved by the Urban Renewal Agency. The Agency shall, for design review purposes, have each proposal reviewed by a consultant or group of consultants qualified in the fields of urban planning, architecture, graphic design or landscape architecture, as may be appropriate, and shall obtain an opinion or opinions in writing on the plans submitted. Such R 309

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individuals shall be selected by the Urban Renewal Agency and approved by Emanuel Hospital. In reviewing architectural and landscape plans, the following criteria for judgment shall be used:

- (a) Locations, forms, and patterns of building and open spaces shall conform with the following urban design concepts of this Urban Renewal Plan:
  - An appropriate setting for an expanded hospital site.
  - Attractive pedestrian walks throughout the hospital area.
  - Buildings designed so as to insulate them from traffic disturbance.

4. Street trees employed as a unifying design element.

- (b) Each building a distinguished architectural expression; have a distinctive character, yet be harmonious with and complement adjacent buildings.
- (c) Landscaping shall enhance not only the buildings or building on the site, but also adjacent buildings and sites.
- (d) Size, locations, layout, and appearance of off-street parking and loading facilities shall not have any detrimental effect on the properties they serve or on adjacent properties.
- (e) Location and design of accessways to and from offstreet parking and loading facilities shall not

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unduly disrupt pedestrian or vehicular traffic circulation on streets.

(10) Non-Discrimination:

All properties, regardless of use, within the project area shall not be restricted as to the sale, lease, use, or occupancy upon the basis of color, race, religion, sex, or national origin.

(11) Exceptions or Variances:

General Hospital, Residential, City Reuse - The Urban Renewal Agency may grant exceptions or variances which do not constitute a substantial change in the Plan to any of the regulations prescribed in this Section C2, upon showing that granting the exception or variance is consistent with the intent of the Urban Renewal Plan and the urban design concepts on which it is based, and will not adversely affect other properties within or adjacent to the Project Area.

c. Effective Period of Controls

The provisions and requirements prescribed in Section C shall be in effect for twenty (20) years from the date of approval of this Plan by the City of Portland, except that the non-discrimination provision shall continue in perpetuity. The provisions and requirements, or any part of them, thereafter may be extended for additional, successive periods of ten (10) years by an instrument agreeing to such extension signed by the then owners of a majority of the land in the area, and recorded.

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d. Applicability of Controls to Real Property Not to be Acquired The provisions and requirements under item C2a and C2b shall apply to all real property in the Project Area. The building controls under item C2b shall apply only to new construction.

# D. PROJECT PROPOSALS

- 1. Land Acquisition:
  - a. Real property to be acquired is shown on the Property Map (Exhibit G) and is further identified as to purpose for acquisition as follows:
    - Clearance and redevelopment (including development of vacant land).
    - (2) Supporting facilities and project improvements, including construction of access streets into west end of project.
    - (3) No properties will be acquired by the Urban Renewal Agency for rehabilitation and conservation.
    - (4) No properties will be acquired by the Urban Renewal Agency for historical or architectural preservation.
  - b. Real Property Not Designated for Acquisition Real property under the ownership of Emanuel Hospital and the City of Portland, and not designated for acquisition, are shown on the Property Map (Exhibit G).
- 2. Rehabilitation:

No rehabilitation activities are proposed within the Project Area.

- 3. Redeveloper's Obligations:
  - a. The redeveloper and his successors or assigns shall develop such property in accordance with the land use provisions and building requirements specified in this Plan.

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- b. The redeveloper shall begin and complete the development of such property for the uses provided in this Plan within a reasonable period of time as determined by the Urban Renewal Agency and to be specified in the disposition instrument.
- c. The redeveloper shall make available some or all of the housing to be provided at a sales price or rental that low or moderate-income elderly citizens can afford.
- d. The redeveloper shall submit all plans and specifications for construction of improvements on the land to the Urban Renewal Agency for review and approval so that the Agency may determine compliance of such plans and specifications with this Plan.
- e. The redeveloper shall not effect or execute any agreement, lease, conveyance, or other instrument whereby the real property or part thereof is restricted upon the basis of race, color, religion, sex, or national origin in the sale, lease, or occupancy thereof.
- f. The redeveloper shall maintain the cleared land acquired and the cleared land owned within the area.
- 4. Underground Utility Lines:

Utility lines and facilities will be placed underground, except where it becomes necessary to place such equipment above ground. The private utilities concerned will make such modifications and adjustments as may be required of them by the establishment of an underground wiring district, by franchise agreements, or by reason of the applicable laws; and through cooperation with the Urban Renewal Agency. All utility facilities will be of such size and design as to adequately serve the area.

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E. OTHER PROVISIONS NECESSARY TO MEET STATE AND LOCAL REQUIREMENTS

- 1. The land uses proposed in this Urban Renewal Plan have been established in conformity with the Community Renewal Plan for the City as a whole, which has been adopted by the City Planning Commission. The area to be cleared and redeveloped, and the parcels to remain in public ownership and hospital ownership are consistent with the land use proposals of this Plan and generally conform with the City of Portland plans. If necessary, zone changes will be effected in compliance with the Planning and Zoning Code of the City of Portland.
- 2. The land use provisions and land requirements set forth in this Plan have been specifically designed to accomplish the redevelopment of the area in accord with sound city planning principles and objectives. All land within the area, except those parcels to remain in public and hospital ownership, will be cleared and redeveloped to conform with the land uses shown on the Land Use Map, Exhibit C. All public improvements will be carried out in accord with this Plan.
- 3. Provisions have been made for the relocation of persons to be displaced from the Project Area during the execution of this Plan. Decent, safe, and sanitary dwellings and other accommodations substantially equivalent to the number of substandard dwellings and other units to be cleared from the area are available within adjacent areas and the City of Portland generally. A detailed statement as to the specific rehousing needs of the area residents and the specific housing resources available to meet these needs, together with a full discussion of administration on the relocation process is contained in the Relocation Plan. This plan is part of the

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"Documentation in Support of the Loan and Grant Application" and is available for public inspection in the offices of the Urban Renewal Agency.

F. PROCEDURE FOR CHANGES IN APPROVED PLAN

After approval of this Plan by the City Council of the City of Portland, the provisions of the Plan may be changed or modified only by formal written amendment duly approved and adopted by the Urban Renewal Agency; provided, that if the amendment in question involves any material or substantial change in any of the provisions of the Plan, such amendment shall also be approved in accordance with the requirements of State and Federal law and regulations. Any amendment directly affecting land owned by Emanuel Hospital must be concurred in by said Hospital.



EXHIBIT A

### EMANUEL HOSPITAL PROJECT BOUNDARY DESCRIPTION

Following is the boundary description of the Emanuel Hospital Project Area as approved by the governing body of the Urban Renewal Agency.

The Project Area is described as that land containing all lots or parcels of property, situated in the City of Portland, County of Multhomah, and State of Oregon, bounded generally as follows:

Beginning at the intersection of the extension of the west line of North Commercial Court and the south line of North Russell Street, the point of beginning; thence easterly along the south line of North Russell Street to the east line of North Williams Avenue; thence northerly along the east line of North Williams Avenue to the north line of North Stanton Street; thence westerly 242 feet, more or less, along the north line of North Stanton Street to a point; thence southerly 165 feet to a point; thence easterly 40.8 feet to a point; thence northerly 15 feet to a point; thence easterly 28 feet to the west line of an alley; thence southerly along the west line of the alley to the north line of North Graham Street; thence westerly to the west line of North Vancouver Avenue; thence southerly 195 feet, more or less, along the west line of North Vancouver Avenue to a point; thence westerly 131 feet, more or less, to a point; thence southerly 135 feet, more or less, to the north line of North Knott Street; thence westerly along the north line of North Knott Street to the east line of North Gantenbein Avenue; thence northerly along the east line of North Gantenbein Avenue to the north line of North Graham Street; thence westerly along the north line of North Graham Street to the east line of North Commercial Avenue; thence northerly along the east line of North Commercial Avenue to the south line of North Stanton Street; thence easterly along the south line of North Stanton Street to the east line of North Vancouver Avenue; thence northerly along the east line of North Vancouver Avenue to the north line of North Morris Street; thence westerly along the north line of North Morris Street to the east line of North Gantenbein Avenue; thence northerly along the east line of North Gantenbein Avenue to the south line of North Monroe Street; thence easterly along the south line of North Monroe Street to the east line of North Vancouver Avenue; thence northerly along the east line of North Vancouver Avenue to the north line of North Ivy Street; thence westerly along the north line of North Ivy Street 305 feet, more or less, to a point 5 feet east of an extension of the east line of North Gantenbein Avenue; thence southerly parallel to said line 60 feet to a corner on the south line of North Ivy Street; thence southwesterly 7.07 feet along a lot line to a corner on the east line of North Gantenbein Avenue, said corner lying 5 feet south of the south line of North Lvy Street; thence westerly 49.4 feet, more or less, to a point on the west line of North Gantenbein Avenue, said line also being on the southeasterly right-of-way line of the Oregon State Highway proposed Fremont Interchange; thence southwesterly along said Freeway

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### EMANUEL HOSPITAL PROJECT BOUNDARY DESCRIPTION, Cont'd

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right-of-way line to the east line of North Borthwick Avenue, said point also being on the south line of North Morris Street; thence easterly along the south line of North Morris Street to the west line of North Kerby Avenue; thence southerly along the west line of North Kerby Avenue to a point 90 feet, more or less, south of the north line of North Knott Street, said point being also on the east right-of-way line of the Minnesota Freeway; thence southeasterly along the east right-of-way line of the Minnesota Freeway to the south line of North Russell Street, the point of beginning.

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### EMANUEL HOSPITAL LONG-RANGE DEVELOPMENT PROGRAM A Projected Timetable

Essentials of Emanuel Hospital's Long-Range Development Program are based on comprehensive, detailed studies and analyses by two of the nation's leading hospital consulting firms:

JAMES A. HAMILTON ASSOCIATES of Minneapolis, whose basic projection of community growth and development through 1980 incorporates population trends in specific Emanuel service areas, anticipates construction by other area medical institutions, and indicates other factors affecting future hospital development; and

BABCOCK, HATFIELD, HILLMAN AND JONES ASSOCIATES of Florida, who interpreted basic findings in terms of the potential impact of current medical, political and demographic trends on hospital utilization over that period.

Emanuel today, is one of the largest short-term, acute care, voluntary hospitals in Oregon; it serves sixteen percent (16%) of the total patients hospitalized in the 15 metropolitan area hospitals. So that it can continue to meet the changing and expanding needs of its patients in the future, the Board of Directors and Administration has developed the following timetable as a sound and appropriate program for meeting Emanuel's share of the responsibility for community health. The program is divided into four phases.

#### PHASE I

#### (Completed)

CLINIC BUILDING (Bordered by Monroe, Vancouver, Morris, and Gantenbein)

This temporary structure houses Emanuel's Clinic Program for medical indigents whose care was an obligation felt keenly by Emanuel's Lutheran founders, a feeling shared by their successors on the Charity Board; and provides needed additional area for the Maternal and Infant Care Program, sponsored at Emanuel by the State Board of Health to help combat mental retardation. After redevelopment begins these services will be transferred to other hospital buildings to allow for removal of the structure and development of the land as an open space.

### **PROFESSIONAL BUILDING** ( $M_2^{\perp}$ of Block RS-2)

This unit is located on Vancouver Avenue between Graham and Stanton Streets and provides office space for medical staff members of Emanuel Hospital, consistent with the current trend to locate such offices in close proximity to general hospitals, saving time and expediting use of outpatient services.

> PHASE 2 (Completion by 1975)

NEW HOSPITAL BUILDING (Blocks AB-3 and RS-8)

This will be a nine-floor-plus basement general hospital structure connected to the present hospital building by double corridors across Stanton Street and will include facilities for medical, surgical, rehabilitation, chronic disease, pediatric and teenage patients. The combined total number of beds will be 522. Provision will also be made for needed additional services, expansion of present ones, permanent quarters for the outpatient clinics and for research.

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### EMANUEL HOSPITAL LONG-RANGE DEVELOPMENT PROGRAM, Cont'd

#### HEATING PLANT (Block AB-2)

Hospital expansion, changing technology, and increasing mechanical requirements necessitate this additional development.

EXTENDED CARE FACILITY (80-bed nursing home now under construction) (Block R-15)

Impact of Medicare in this long-unmet need has accelerated the demand for nursing care generally and for such care to be adjacent to large general hospital facilities particularly. Such centralization of nursing homes will dramatically improve the quality of care in emergency situations and reduce physicians' travel time.

PARKING (Blocks AB-2 and R-14)

These facilities will provide parking for employees, patients and visitors to the hospital. Some warehouse space will be included.

#### CLINIC (Block A-4)

This facility will provide additional space for doctors' offices and related outpatient services.

PHASE 3

(Completion by 1977)

## SELF-CARE UNIT (Blocks R-S and R-9)

Centralization, within a wide geographical area, of such major facilities as Emanuel's Radiation Therapy Center, Rehabilitation Center, special services, etc., create the need for a "self-care" unit patterned after a motel, designed for persons who require outpatient care, but do not require hospitalization. Location of such a self-help unit on the hospital campus will offer major advantages to patients in terms of both convenience and economy.

#### LECTURE HALL (Blocks R-9 and A-2)

Emanuel's more than a dozen educational programs in medical and paramedical careers, in addition to professional education programs, post-graduate seminars and other medically-oriented meetings, require adequate area, lighting, acoustics, sound systems, temperature control and visual aids apparatus, now unavailable or inadequate.

### EXTENDED CARE EXPANSION (Block R-15)

Developments in the field of geriatrics, combined with Medicare Legislation and Portland's disproportionately high population percentage of the elderly, is expected to require rapid expansion of the nursing home of which the initial unit was built in Phase 2.

### PARKING (Blocks A-3 and R-10)

These areas will be developed as parking to serve the lecture hall and other facilities in the northern portion of the Project Area.

R 301 EXHIBIT D Page 3 EMANUEL HOSPITAL LONG-RANGE DEVELOPMENT PROGRAM, Cont'd

PHASE 4 (Completion by 1979)

FURTHER EXPANSION OF EXTENDED CARE FACILITY

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SENIOR CITIZENS' RESIDENCE (Blocks E-4 and RS-5)

A retirement home, to be located in proximity to Emanuel, which offers convenient public transportation, access to the freeway system, shopping and recreational facilities in addition to full general hospital facilities.

EMPLOYEE APARTMENT BUILDING (Blocks E-2 and E-3)

Highly desirable in view of the need for round-the-clock shifts required by hospital operation, and a potential "plus" factor in recruitment of employees in skilled career fields, where demand is great and supply is limited.

HOSPITAL EXPANSION TO 700 BEDS (Block AB-3)

Initial construction of the new hospital building will anticipate such subsequent addition when necessary.

**PROFESSIONAL BUILDING** (Blocks RS-3, RS-4, and  $E_2^1$  of RS-2)

Acceptance by the Medical Staff of plans for the professional building to be constructed indicates that a second unit will be feasible in the near future.

PARKING (Blocks E-1 and RS-6)

These areas will provide additional parking for facilities that will be developed in the southern portion of the Project Area.

Emanuel Hospital has acquired and will acquire, if necessary, properties in and adjacent to the Project Area and will clear such properties, if necessary, in conjunction with the urban renewal activities. They will, if necessary, also provide relocation assistance in cooperation with the Local Public Agency in order to carry out the development proposed in the Plan. Costs incurred by the Hospital in these activities will be claimed as a local non-cash grant-in-aid credit under Section 112.

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Kerby Yard & Stanton Shop Proposed Site Plan

FYHIBIT E

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The City of Portland presently owns parcels 1 and 5 in Block R-13, and lots 2, 3, and 4 will be disposed to the City for development of the Kerby and Stanton Shop facilities.

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EXHIBIT F



EXHIBIT G