

RECONCILIATION PROJECT
THE EMANUEL HOSPITAL URBAN RENEWAL PROJECT
Prepared by Jeana Woolley, January 2012

Historical Summary

In 1960, discussions began between representatives from the City, private urban renewal consultants, and Emanuel Hospital about the creation of an urban renewal zone in the Albina area (Willamette River to N. Williams, and N. Broadway to N. Fremont). At the time, the Eliot neighborhood population where Emanuel Hospital is located, was about 69% African American. (1) The heart of the black commercial district that served the area's local residents was centered on the corner of N. Russell Street and N. Williams Avenue in 1960.

Emanuel notified the City in 1962 that it was interested in preparing a development plan for its campus expansion using the urban renewal program. In July 1963, the Portland Development Commission (PDC) adopted a resolution directing and authorizing its staff to prepare a report on the feasibility of implementing an urban renewal zone in the Central Albina area. And in 1964, Emanuel Hospital hired James A. Hamilton & Associates, hospital consultants out of Minneapolis, Minnesota to "provide the Board of Directors with a blueprint of the future role and development of Emanuel Hospital." In the introduction to this report, it also stated that, "If the hospital is to remain in its present location, of necessity it must acquire considerably more of the surrounding properties to protect itself from undesirable encroachments in its future." (2)

The Hamilton Report identified the proposed physical development program needs for the hospital's expansion, and quantified the amount of additional land needed to satisfy them. These requirements ultimately were used by PDC to define the amount of additional land that needed to be included in the Emanuel Hospital urban renewal zone, and to prepare the urban renewal Survey and Planning Grant Application which was submitted to the Department of Housing and Urban Development (HUD). The proposed development program for the Emanuel Hospital urban renewal zone included land for expanded hospital and related facilities, parking, offices, employee housing, and housing for low-income elderly. The Survey and Grant Application was approved by both PDC and the City Council, and PDC was authorized to submit it to HUD in January 1967.

The expanded campus area included 55.3 acres of property bounded on the north and west by the Fremont Bridge interchange with Interstate 5 and N. Kerby Street, on the south by N. Russell Street, and on the east by N. Williams Avenue. The non-cash portion of the required one-third local share of the then estimated \$6.6 million urban renewal project budget was contributed by the hospital, largely by recognizing the cost Emanuel Hospital paid for 101 properties that it privately purchased and cleared from January 1963 - October 1969 during the urban renewal planning and approval process phases.

In 1967, the City also was in the process of securing Model Cities funding to provide supplemental improvement planning resources for other Albina neighborhoods north of Fremont. It secured a planning grant in November 1967. The securing of these resources ultimately caused the City to have to slow down the urban renewal implementation process in order to obtain community approval for the Emanuel Hospital urban renewal project application and plan. This happened because federal regulations governing the Model Cities program required broader citizen participation in making decisions about all federally funded projects in Model Cities designated areas, including any urban renewal zones.

When it was first constituted in 1968, the Model Cities Citizens' Planning Board raised concerns about the failure of the City and PDC to provide adequate citizen review of the Emanuel Hospital urban renewal program planning and implementation process. The Citizens' Planning Board eventually negotiated promises from both PDC and the Emanuel Hospital Board that it would be kept informed and involved in the project moving forward. The Loan and Grant Application was ultimately amended to provide for a "working relationship" between PDC, the hospital, and the Model Cities Citizens' Planning Board. The archival record shows that this body became the primary citizen review vehicle for the Emanuel Hospital urban renewal project after 1968. The Citizens' Planning Board consisted of 27 members, 11 appointed by the Mayor, and two representatives from each of the 8 Model Cities neighborhoods. It gave its final approval for the amended Survey and Planning Grant Application in October 1969. HUD provided its approval of the amended Emanuel Hospital Urban Renewal Survey and Planning Grant Application in May 1970.

The first public meeting for residents and businesses affected by the urban renewal plan was not held until July 1970, after the plan's Loan and Grant submission had been finalized and approved by the Model Cities Citizens' Planning Board, the Portland Development Commission, and the City Planning Commission. The City Council had its first public hearing on the project on July 29, 1970, at which time it adopted the urban renewal plan with only minor changes. A couple of months following the City Council's adoption of the grant application, a group of the affected residents organized to protest the proposed relocation plan, process and compensation. They called themselves the Emanuel Displaced Persons Association (EDPA).

In September 1970, with the help of the American Friends Service Committee, this group demanded a public hearing before the City Council to express their concerns about the relocation assistance plan, the compensation being offered for residents' homes, and the lack of adequate affordable replacement housing for relocated residents. The group was granted time on the City Council's October 21, 1970 meeting agenda. At the meeting EDPA protested the adequacy and fairness of the relocation assistance, and expressed their objections about how PDC was managing communications about the project, and the relocation process with affected residents. Two petitions were presented by Mrs. Leo Warren, EDPA Chairperson, asking the Mayor and the City Council to affirm the obligation of the City to "see that those displaced can move with dignity and without suffering financial loss."⁽³⁾

After receiving no official feedback from the City or PDC about the concerns expressed before the City Council, on November 30, 1970, EDPA submitted a legal brief to the HUD Area Director, challenging PDC's Relocation Plan dated September 22, 1969 for failing to comply with statutory relocation requirements. The organization was represented by the Legal Aid Service of the Multnomah Bar Association. The Relocation Plan that had been prepared by PDC claimed that there was ample housing available for the displaced residents and that no newly constructed public or private housing was required. EDPA charged that the plan used inaccurate and/or obsolete vacancy rate data for rental housing, that it failed to designate decent, safe and sanitary housing for displaced residents in close proximity to public and commercial facilities, and that it failed to adequately coordinate displacement activities. PDC had used a February 1969 Portland General Electric meter reading survey to support its determination that there was more than a 3% vacancy rate in the area. Under HUD guidelines, this higher level of vacancy permitted PDC to rely upon the existing housing supply without having to provide new housing for displaced residents. EDPA also attacked the relocation plan for failing to comply with the Model Cities relocation requirements, i.e. failure to provide adequate notice of public hearings prior to proceeding with land acquisition. ⁽⁴⁾

The HUD Area Director withheld approval of the Relocation Plan until discussions could be held and an agreement reached between EDPA, the Housing Authority of Portland (HAP), the Model Cities Citizens' Planning Board, PDC, Emanuel Hospital, and the City's Demonstration Agency. Ultimately, EDPA's actions forced a negotiated settlement between the parties, called the Replacement Housing Agreement, which would be agreed to and signed in March 1971 by PDC, the Hospital Board, HAP, the Model Cities Citizens' Planning Board, the City's Demonstration Agency, and the Emanuel Displaced Persons Association.

This agreement stated that there would be cooperation between the parties to develop between 180-300 units of federally assisted low-moderate income housing within the urban renewal area as replacement for all of the housing units that were demolished, "with not less than an equal number of newly constructed standard housing units located within the project area, or as near as possible, and all within the Model Cities area." (5) After signing the agreement, Oscar Gustafson, Emanuel Hospital's Senior Vice President at the time, committed in a letter to the City that the land designated in the Emanuel Hospital urban renewal plan for housing would be made available to other participating agencies including PDC, HAP, the Emanuel Displaced Persons Association, and the Model Cities Citizens' Planning Board for development of this housing.

PDC officially began the relocation process the month after the Replacement Housing Agreement was signed, and it had received final HUD approval of the plan. Although EDPA continued to try to generate public support to stop the relocation of Emanuel families for several more months, by the fall of 1971, several area residents had already negotiated settlements with PDC, and been relocated out of the urban renewal area into replacement housing.

Ultimately, PDC purchased and demolished 188 properties, 158 of which were residential and 30 that were commercial/business properties for the Emanuel Hospital Urban Renewal Project from 1971-1973. At the time the relocation occurred these properties housed 88 families, 83 individuals, 23 businesses, 9 rooming house and apartment rental businesses, and 4 church and community non-profit organizations who were still living and/or operating in the designated urban renewal area. Of the 171 households displaced, 74% of these were black, and 32% were homeowners, many of whom owed their homes free and clear. Of the family and individual households displaced who owned homes, the majority, 71%, were black households. During the decade leading up to the displacement of these residents, Emanuel Hospital had also privately acquired an additional 101 properties in the area for their hospital expansion. It is not possible to reconstruct how many additional residents and/or businesses were displaced by these private actions before the urban renewal Relocation Plan was approved and in place. No federal relocation reporting was required for these, nor was any relocation assistance provided, for residents who voluntarily left the area prior to 1971.

Summary Footnotes:

- 1) "Bleeding Albina: A History of Community Disinvestment, 1940-2000", Karen J. Gibson, published in *Transforming Anthropology* 2007, Vol 15(1), Table 1, pg 8
- (2) "The Hamilton Report", James A. Hamilton & Associates, Minneapolis, Minnesota, July 1964, Introduction
- (3) "Report on Urban Renewal in Portland", City Club of Portland, July 29, 1971, pg 46
- (4) "Report on Urban Renewal in Portland", City Club of Portland, July 29, 1971, pg 46
- (5) Emanuel Hospital Urban Renewal Plan, Replacement Housing Agreement, March 11, 1971, pg 2

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May 5, 1960 – Steve Johnston and Dick Soderberg, Urban Renewal Consultants, call on Emanuel Hospital Administrator Paul Hanson inquiring about the hospital’s future plans. (1)

June 22, 1961 – Emanuel Hospital’s attorney, William Miller, makes inquiry to City about possibility of securing urban renewal assistance in development of hospital facilities. (2)

July 19, 1962 – Emanuel Hospital expresses interest in preparing a development plan for expansion of hospital facilities through the urban renewal program. On July 24, 1962 Larry Coons meets with Emanuel Hospital Administrators Paul Hanson and Oscar Gustafson following review of these possibilities with HUD representative, Bob Boldt. (3)

July 16, 1963 – PDC adopts resolution authorizing and directing preparation of a report on the Central Albina area to determine the feasibility of undertaking an urban renewal program and activities in this area. (4)

September 25, 1964 – The Hamilton Report is completed by James A. Hamilton & Associates, hospital consultants, out of Minneapolis, Minnesota. The report is commissioned by Emanuel Hospital for the purpose of providing the Board of Directors with a suggested blueprint of the future role and development of Emanuel Hospital. (5)

January 9, 1967 – PDC passes resolution approving undertaking of surveys and plans for the Emanuel Hospital Project and authorizing the Executive Director to file the Application with the Department of Housing and Urban Development. (6)

January 19, 1967 – City Council approves undertaking of urban renewal project for Emanuel Hospital. (7)

March-November 1967 – Survey and Planning Grant Application is amended to meet the new requirements of the federal government’s adoption of National Goals and Urban Renewal Priorities and the planning grant requirements of the Model Cities Program for the Central Albina Area. (8)

June 3, 1968 – Emanuel Hospital Board of Directors adopts a resolution stating that the hospital’s urban renewal zone long-range plan shall be coordinated with the immediate and long-range planning of the Model Cities Program to the fullest extent possible. (9)

June 18, 1968 – Model Cities Citizens’ Planning Board approves Emanuel Hospital Urban Renewal Plan as amended by its subcommittee to provide for a “working relationship” to make adequate housing available in the entire City rather than just in the area served by the project, and that PDC hire unemployed and underemployed persons to help with the planning and relocation in connection with the project. (10)

October 21, 1969 – Model Cities Citizens Planning Board adopts the report provided by its Evaluation Committee in September and reconfirms its previous approval of the Emanuel Hospital Project Plan as represented in the Survey and Planning Grant Application. (11)

May 26, 1970 – HUD approves the Survey and Planning Grant Application (Part I). (12)

July 1970 – The Emanuel Hospital Urban Renewal Plan dated July 13, 1970 and the Relocation Plan is approved and recommended for adoption by the Model Cities Citizens' Planning Board on July 21, 1970 (13), by the Portland Development Commission on July 17, 1970 with Resolution No. 1196 (14), and by the City Planning Commission on July 29, 1970 with Resolution No. 30781. (15)

July 29, 1970 – First Public Hearing is held before City Council on Emanuel Hospital Urban Renewal Plan and Relocation Plan. City Council adopts the Plan with minor changes. (16)

August 19, 1970 – EDPA calls for public hearing before the Metropolitan Human Relations Commission to publicly express its concerns about how the relocation process is being handled by the Portland Development Commission, and to air their grievances about the plan. About a hundred community members show up but no Commission members are present to hear the testimony. (17)

October 8, 1970 – Robert Nelson of American Friends Service Committee sends a letter to Mayor Terry Schrunk requesting time on the City Council agenda for the Emanuel Displaced Persons' Association to discuss their concerns about the Emanuel Hospital urban renewal relocation process and to request assurances from City Council that the removal process will permit them to move with dignity and without financial loss. (18)

October 21, 1970 – Portland City Council hears testimony from Emanuel Displaced Persons' Association representatives about relocation fears and concerns. EDPA protests the conclusions drawn from research data in the project's Relocation Plan. (19)

November 30, 1970 – Legal Aid submits brief to HUD on behalf of EDPA protesting the Relocation Plan for Emanuel Hospital Project and the conclusions drawn from the research data. The HUD area director withholds approval of the Relocation Plan until discussions can be held and an agreement reached between the parties. (20)

March 11, 1971 – Replacement Housing Agreement generated from advocacy of EDPA is signed by EDPA, Emanuel Hospital Board, HAP, PDC, Model Cities Citizens Planning Board and City Demonstration Agency. This agreement provided that there would be cooperation between the parties to develop between 180-300 units of federally assisted low-moderate income housing within the UR area as replacement for all of the housing units that were demolished, "with not less than an equal number of newly constructed standard housing units located within the project area or as near as possible and all within the Model Cities area." After signing the agreement, Emanuel's Vice President Gustafson indicated in a letter to the City that the land designated in the project area for housing would be made available to other participating agencies for development of housing including PDC, HAP, the Emanuel Displaced Persons Association, and the Model Cities Citizens Planning Board. (21)

May 19, 1971 – The Urban Renewal Loan and Grant Contract is executed with HUD. This provides the funding for property acquisition, demolition, and relocation assistance. (22)

Timeline Footnotes

- (1) City of Portland Archives, Oregon, Portland Development Commission, Emanuel Hospital Urban Renewal Records, A2010-003, Chronology –Emanuel Hospital Project, pg 1
- (2) City of Portland Archives, Oregon, Portland Development Commission, Emanuel Hospital Urban Renewal Records, A2010-003, Chronology –Emanuel Hospital Project, pg 1
- (3) City of Portland Archives, Oregon, Portland Development Commission, Emanuel Hospital Urban Renewal Records, A2010-003, Chronology –Emanuel Hospital Project, pg 1
- (4) City of Portland Archives, Oregon, Portland Development Commission Resolution No. 321, July 16, 1963
- (5) City of Portland Archives, Oregon, Portland Development Commission, Emanuel Hospital Urban Renewal Records, A2010-003, The Hamilton Report, September 25, 1964
- (6) City of Portland Archives, Oregon, Portland Development Commission Resolution No. 641, January 9, 1967
- (7) City of Portland Archives, Oregon, City of Portland Council Resolution No. 29920, January 9, 1967; revised by City of Portland Council Resolution No. 29925 dated February 1, 1967
- (8) “Report on Urban Renewal in Portland”, City Club of Portland, July 29, 1971, pg 45-46
- (9) City of Portland Archives, Oregon, Model Cities Records, Emanuel Background Materials, A2001-014, Emanuel Hospital Board of Directors Resolution, June 3, 1968
- (10) City of Portland Archives, Oregon, Model Cities Records, A2001-014, Model Cities Citizens’ Planning Board Meeting Minutes, June 18, 1968, pg 2
- (11) City of Portland Archives, Oregon, Model Cities Records, A2001-014, Model Cities Citizens’ Planning Board Meeting Minutes, October 21, 1969, pg 6
- (12) City of Portland Archives, Oregon, Portland Development Commission, Emanuel Hospital Urban Renewal Records, A2010-003, Chronology –Emanuel Hospital Project, pg 4
- (13) City of Portland Archives, Oregon, Model Cities Records, A2001-014, Model Cities Citizens’ Planning Board Meeting Minutes, July 21, 1970, pg 2
- (14) City of Portland Archives, Oregon, Portland Development Commission Resolution 1196, July 17, 1970
- (15) City of Portland Archives, Oregon, City of Portland Planning Commission Resolution, July 29, 1970
- (16) City of Portland Archives, Oregon, City of Portland Council Resolution No. 30781, July 29, 1970
- (17) City of Portland Archives, Oregon, Metropolitan Human Relations Commission Records, A2001-022, Emanuel Hospital Displaced Persons Association Correspondence, MRHC Public Hearing Announcement for August 19, 1971
- (18) City of Portland Archives, Oregon, City Council Documents, A2001-09, Emanuel Hospital Project, American Friends Service Committee Letter to Mayor Terry D. Schruck dated October 8, 1970
- (19) City of Portland Archives, Oregon, City Council Documents, A2001-09, City of Portland Council Minutes for October 21, 1970
- (20) “Report on Urban Renewal in Portland”, City Club of Portland, July 29, 1971, pg 46
- (21) City of Portland Archives, Oregon, Metropolitan Human Relations Commission Records, A2001-022, Emanuel Hospital Displaced Persons Association Correspondence, Replacement Housing Agreement, March 11, 1971
- (22) City of Portland Archives, Oregon, Portland Development Commission, Emanuel Hospital Urban Renewal Records, A2010-003, Chronology –Emanuel Hospital Project, pg 5