

AN ABSTRACT OF THE THESIS OF

John Russell Merrill for the MA Degree in General Studies

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For an Urban Renewal Project:

The Esther Short Project

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Abstract approved _____

Urban centers, in part, are in the process of deterioration. Consequently, land values in these areas, both in dollars and in contribution to the community, remain dormant or depressed. There seems little doubt that there will be greater pressure for urban land. Urban renewal is one method of returning deteriorated urban areas into production for the community.

This thesis reviews the development of urban renewal and the urban renewal process as it has been established by the federal government, and gives an intensive case study of an urban renewal project that is under way. The project reviewed is the Esther Short Project development in Vancouver, Washington. By tracing the Esther Short Project development, a proceeding is established that may be used as a guide for other projects.

The principal federal law authorizing federal assistance to slum clearance and urban renewal is Title I of the Housing Act of 1949 as amended, Public Law 171, 81st Congress, approved July 15, 1949. Many legislative battles took place prior to 1949 as different housing bills were presented. As the Housing Act has been amended in the years since its adoption in 1949, the trend has seemed to be that the amendments lean towards providing greater federal benefits and more local discretion in the urban renewal programs.

Title I urban renewal is a program under which the federal government and cities go into partnership with private enterprise to undertake urban renewal. In establishing an urban renewal program, certain requirements are set forth in the Housing Act and by the Urban Renewal Administration. The workable program is the major requirement set forth for the community. The workable program is a means by which cities are required to set forth and undertake and evaluate programs for community betterment. Once the city's workable program is approved by the federal government, the project can be initiated.

The city of Vancouver, Washington, prepared a workable program that was approved by the federal government and then initiated the Esther Short project. The area selected for the project was built up with many deteriorated and dilapidated buildings. Property in the area

was used for a variety of different establishments intermingling among the dwellings. The project was proposed to be for light industrial redevelopment. The area is located adjacent to the central businesses and an existing industrial area. The city was designated as the local agency responsible for the project, and created a city department of urban renewal for administrative control.

The project, generally, followed the course established for such endeavors. A citizens committee was appointed to work with the city staff on information and relocation. Local standards were established to measure the extent and degree of blight. The survey and planning, and loan and grant applications were approved. Fixed prices were established for purchasing property. Development standards and minimum prices are being set for resale.

It is too early to assess the success or failure of the Esther Short Project, since the land has not yet been advertised for resale. The project is to the point of being ready for land resale and has been well-handled thus far. However, the real measure of success will be if the relocatees have a better life in the long run, and the available land in the project is rapidly developed as an industrial area.

DEVELOPMENT OF PROCEEDINGS
FOR AN URBAN RENEWAL PROJECT:
THE ESTHER SHORT PROJECT

by

JOHN RUSSELL MERRILL

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In Charge of Major

Redacted for Privacy

Chairman of General Studies Committee

Redacted for Privacy

Dean of Graduate School

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DEVELOPMENT OF PROCEEDINGS
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CHAPTER I

INTRODUCTION

STATEMENT OF THE PROBLEM

Most urban centers, in part, are in the process of deterioration. Some homes and businesses that have served the needs of the community for many years are now obsolete because of age, disrepair and changing functions. In such cases, repair or remodeling is not generally economically feasible, nor can repair or remodeling alleviate problems of changing function and general deterioration. Consequently, land values and the value of included structures, both in dollars and in contribution to the community, remain dormant or depressed. The resource involved, urban land, only can be of continued high value to the urban center if it is used wisely and fully within the context of its relative location in the community.

The demand for urban land is constantly increasing as a greater proportion of the population gravitates toward

urban centers. To meet this demand, fringe areas of the centers can expand, thus creating the phenomenon of suburbia, or blighted areas in the urban community can be redeveloped.

There is little doubt that there will be greater pressure upon land resource for urban uses. In 1960, nearly 70 percent of the people of the United States lived in urban areas, as compared to 40 percent in 1900 and 57 percent in 1940. It is predicted that this proportion will rise to 80 percent by 1980.¹

President Kennedy, in his Housing Message to Congress on March 9, 1961, said, "Land is the most precious resource of the metropolitan area."

Many of our cities are in the process of urban renewal as a consequence of the continuing spread of urban deterioration and blight, and with the growing population pressures, more communities will be looking toward urban renewal for aid.

Urban renewal is a method of urban conservation. It restores older urban areas to a stature which preserves the basic advantages of urban location. Renewal corrects deficiencies through replanning of areas, installation of

1. Strong, Ann Louise. Reserving urban open space. Housing and Home Finance Agency, Urban Renewal Agency, Washington, February 1963. p. 4.

new facilities, land assembly, clearance, relocation and redevelopment.

As municipalities become involved in the program of urban renewal, there are at present no adequate guides which they can follow as they initiate and carry out the local project. More importantly urban renewal leaves many phases of the project to local discretion. It is in these areas that some proceedings need to be established. The problem that this thesis proposes to resolve is, by recounting and evaluating a set of procedures in those elements of an urban renewal project left to local discretion, thereby presenting a pattern which other communities might follow.

PURPOSE OF THE STUDY

This thesis generally relates the development of urban renewal and the urban renewal process as it has been established by the federal government and presents an intensive case study of an urban renewal project that is under way.

The recount of an existing urban renewal project from its initiation, through various stages, to the actual execution of the project, develops a proceedings that can be used for other programs.

The project reviewed is the Esther Short Project in Vancouver, Washington. This project consisted of clearance and redevelopment carried out under Title I of the Housing Act of 1949 as amended.

There are various ways by which projects can be conducted, yet at the present time, there is a lack of information on specific methods of developing programs and projects. By appraising urban renewal programs and a specific urban renewal project, it is hoped that this thesis may serve as a guide for others attempting to initiate and develop such a program. Also, since urban renewal is becoming a prominent method of guiding

development in the urban scene, it is hoped that working knowledge of the process will be gained.

CHAPTER II
THE FEDERAL URBAN RENEWAL PROGRAM

This chapter covers the general background of the Housing Act and the federal urban renewal program. The federal urban renewal program will be discussed by stages as it would be applied to the Esther Short urban renewal project.

BACKGROUND OF THE HOUSING ACT

The principal federal law authorizing federal assistance to slum clearance and urban renewal is Title I of the Housing Act of 1949 as amended, Public Law 171, 81st Congress, approved July 15, 1949.

The history of creating this basic federal urban renewal statute has involved diversified interests. As early as 1941 many provisions of the existing legislation were incorporated in the publication, A Handbook on Urban Redevelopment for Cities in the United States, published in November 1941 by the Federal Housing Administration. This publication dealt with problems of urban slums and blight, and the need for their rehabilitation and

redevelopment. It was recommended in this publication that, along with the planning agency for each city, a department known as the City Realty Corporation be established. This department, it was proposed, would have broad powers which would enable it to acquire, hold or dispose of real property for redevelopment. It was also proposed that it would have the power to acquire sites through condemnation. Federal aid to the community was also suggested as a possibility.

Title I of the Housing Act of 1949 had many companion or rival bills. Intensive legislative battles from 1955 to 1959 took place as different bills were presented.² In the spring of 1949, after much debate, the Senate and the House of Representatives passed the Housing Act of 1949. Congressional action on the bill was completed on July 8th. The Housing Act of 1949 was approved by the president on July 15th, after a four-year struggle.

As the Housing Act has been amended in the years since its adoption in 1949, the trend has been towards providing greater federal benefits and more local discretion in the urban renewal programs.

The term, "Urban Renewal" was substituted for urban redevelopment in the amendments of Title I in 1954. The

2. Urban renewal. Part 1. Law and Contemporary Problems. 25(4):631-684. Autumn, 1960.

President's Advisory Committee at that time also recommended that Title I Act be broadened. The act was broadened in scope to define an urban renewal project to include not only the previously authorized acquisition, clearance and disposal of land by the local public agency, but also the restoration of other blighted or deteriorating areas by carrying out plans for a program of voluntary repair and rehabilitation of buildings, or other improvements in accordance with the urban renewal plan. Redevelopment by total clearance, rehabilitation by improving existing structures, or a combination of the two, could be included in an urban renewal project. Installations such as streets, utilities and other projects which previously could be developed only by the local public agency on the land it acquired were now authorized to be developed throughout the urban renewal project area. A rehabilitation area also included the acquisition of individual parcels for the purpose of demolishing buildings, if necessary, to remove unhealthful or detrimental uses of conditions.

The Housing Act of 1956³ again liberalized Title I of the Housing Act of 1949 in several respects. These included, among others, the addition of provisions to

3. U. S. Housing and Home Finance Agency. Federal laws, urban renewal. Washington, 1961, 62 p.

Title I authorizing relocation payments to individuals, families, and business concerns for moving expenses and losses of property resulting from their displacement by an urban renewal project, and the making of federal advances for the preparation of general neighborhood renewal plans. The Housing Act of 1957⁴ amended Title I to increase the capital grant authorization and to provide a new alternative capital grant formula. Several miscellaneous amendments were also made in Title I by the Housing Act of 1957.

The Housing Act of 1959⁵ again increased the authorization in Title I of the Housing Act of 1949 for federal financial assistance to urban renewal and enacted new provisions for federal grants to community renewal programs. The limits on the amounts of relocation payments were increased. The relocation payments were increased and were authorized to be made when displacement from an urban renewal area results from acquisition of real property by the urban renewal agency or any other public body in an urban renewal area, from code enforcement in connection with an urban renewal project, or programs of voluntary repair and rehabilitation in accordance with an urban renewal plan. A number of other changes were made in the law by the 1959 Act.

4. Ibid, p. iii.

5. Ibid, p. iii.

Title I was again amended by the Housing Act of 1961⁶ to increase the authorization for federal grants by \$2 billion and to increase from two-thirds to three-fourths the federal contribution to urban renewal where the municipality has a population of 50,000 or less. Among other amendments to Title I made by the 1961 Act, local urban renewal agencies were authorized to pool their surplus local grant-in-aid credits between projects on the two-thirds basis and for projects on a three-fourths basis. The local urban renewal agencies were also authorized to carry out rehabilitation demonstrations in urban renewal areas. In addition, the Small Business Administration was authorized by the Housing Act of 1961 to make loans on special terms to displaced small business concerns.

6. Ibid, p. iii.

FEDERAL URBAN RENEWAL

There are several major programs which are set forth by the Housing Act that fall under the jurisdiction of the Urban Renewal Administration: Urban Planning Assistance Program, Community Renewal Program, Mass Transportation Planning Grants, General Neighborhood Renewal Plan, Permanent Open Space Land Grants, Demonstration Program, and Title I Urban Renewal Program (see Table 1). All of the programs, with the exception of Title I, relate to some type of planning, survey or special assistance for the community. The Title I program is an urban renewal program financed through federal advances, loans and grants, and authorized by Title I of the Housing Act. Of the programs mentioned, the Title I program is the most complex. It is a program under which the federal government and cities go into partnership with private enterprise to undertake urban renewal.

Title I, Section 110, of the Housing Act, 1949, as amended defines an urban renewal area as a slum area, or a blighted, deteriorated or deteriorating area in a locality which the administrator approves as appropriate for an urban renewal project. It states that an urban

TABLE I

HHFA PROGRAM - RESPONSIBILITIES BY CONSTITUENTS

- (OA) OFFICE OF THE ADMINISTRATOR
 Over-all Coordination and Supervision
 Workable Program for Community Improvement
 Loans and Grants - Urban Mass Transportation
 Demonstration Grants - Low Income Housing
 Special Urban and Housing Studies
- (URA) URBAN RENEWAL ADMINISTRATION
 Community Renewal Programs
 General Neighborhood Renewal Plans
 Urban Renewal Projects - (Title I)
 Urban Planning Assistance
 Mass Transportation Planning Grants
 Permanent Open-Space Land Grants
 Urban Renewal Demonstration Projects
- (CFA) COMMUNITY FACILITIES ADMINISTRATION
 Advances for Public Works Planning
 Public Facility Loans
 Mass Transportation Loans
 Area Redevelopment Loans
 College Housing Loans
 Senior Citizen Housing - Direct Loans
 School Construction Services
- (FHA) FEDERAL HOUSING ADMINISTRATION
 Basic Sales and Rental Housing
 Property Improvement
 Major Home Improvement
 Cooperative Housing
 Urban Renewal Housing
 Moderate Income Housing
 Housing for the Elderly
 Special Programs
- (FNMA) FEDERAL NATIONAL MORTGAGE ASSOCIATION
 Secondary Mortgage Market
 Special Assistance Activities
- (PHA) PUBLIC HOUSING ADMINISTRATION
 Low-Rent Public Housing
 Housing for the Low-Income Elderly
- (VHMCP) VOLUNTARY HOME MORTGAGE CREDIT PROGRAM
 Assistance in Locating Loans

renewal plan means a plan as it exists from time to time for an urban renewal project, and that it (1) shall conform to the general plan of the locality as a whole and to the workable program, and shall be consistent with definite local objectives respecting appropriate land uses, improved traffic, public transportation, public utilities, recreation and community facilities, and other public improvements; (2) shall be sufficiently complete to indicate proposals for making loans and grants, land acquisition, demolition and removal of structures, redevelopment and rehabilitation as may be necessary to carry out in the urban renewal project. Zoning and planning changes, if any, land uses, maximum densities and building requirements are also to be indicated in the plan.

This section states an urban renewal project may include undertakings and activities of a local public agency in an urban renewal area for the elimination and prevention of the spread of slums and blight. The agency may undertake slum clearance and redevelopment in an urban renewal area, or rehabilitation or conservation in an urban renewal area, or any combination.

TITLE I - CLEARANCE AND REDEVELOPMENT

For the purpose of this report, the type of urban renewal project that will be discussed is entirely a blight

clearance and redevelopment program for cities of 50,000 population or less.

In establishing such a program, certain requirements are set forth in the Housing Act and by the Urban Renewal Administration. These procedures will be set forth in a general nature since more specific information can be obtained from the urban renewal manual which states specific procedures outlined by the Urban Renewal Administration. Representatives from Housing and Home Finance Administration offices are also available for consultation concerning federal requirements in establishing an urban renewal program. The general steps set in establishing an urban renewal project are as follows:

1. Formulation of a Workable Program
2. Application for survey and planning funds
3. Application for loan and grant funds
4. Execution of the program
 - a. Land acquisition
 - b. Relocation
 - c. Site preparation
 - d. Land disposition

WORKABLE PROGRAM

A federal urban renewal project can be approved only if a workable program for community improvement has been certified by the HHFA administrator. The "workable

program" requirement is the means by which cities are required to show competence, before a project will be authorized.

The housing agency has set forth the following seven elements which are to constitute a workable program:⁷

1. Codes and Ordinances: Adequate codes and ordinances are proposed to secure structural strength of buildings, reasonable safety from fire, proper plumbing, electrical and heating installations, and they may prescribe conditions under which structures may be lawfully occupied and built. The municipality must adopt or make provisions for early adoption of adequate building, fire, plumbing, electrical and housing codes, as part of the workable program.
2. Comprehensive Community Plan: A comprehensive community plan is developed to anticipate the physical environment which will best serve the community. The plan includes future land use, thoroughfare development, community facilities and public improvements. The plan is used as a basis for the adoption of zoning and subdivision regulations.

7. U. S. Housing and Home Finance Agency, Workable Program for Community Improvement. Washington, 1962. p. 43.

3. **Neighborhood Analysis:** Neighborhood analysis involves examination of the entire community and individual neighborhoods for the purpose of locating and determining the extent of blight. The neighborhood analysis also includes recommendations for action, such as code enforcement, public improvements, conservation, rehabilitation, clearance, and redevelopment.
4. **Administrative Organization:** Administrative organization is set forth so that there will be some method to provide a regular check on the progress of the program and to assure a coordinated action regarding the seven elements.
5. **Financing:** Financing involves reviewing needs, identifying sources of funds and providing funds needed for public improvements and the enforcement of codes, and the technical assistance necessary for planning and neighborhood analysis.
6. **Relocation:** The families displaced by enforcement of codes and ordinances or urban renewal action require relocation assistance to be provided by the city. In the workable program the city must show that it is capable of providing such assistance. Broad support from the community is necessary for an urban renewal program to be successful.

7. **Citizen Participation:** As part of a workable program the city must show its plan to include citizen participation as part of the urban renewal program.

The following are steps that are necessary for a workable program to be approved and processed by HHFA:⁸

1. The workable program is to be compiled locally. A community may call upon HHFA regional office for technical assistance in preparing its program. There are also funds available under a separate program to assist a community in the preparation of its workable program.
2. The workable program, after its preparation, must be approved by the city council or mayor as required in the locality. The governing body also must adopt a resolution summarizing what the community hopes to accomplish through its workable program and identify specific problems to be solved and objectives obtained.
3. The workable program is then to be submitted to the regional office of HHFA, together with supporting documents such as applicable codes and ordinances.

8. U. S. Urban Renewal Administration. Urban renewal manual, policies and requirements for local agencies. Washington, 1955-1963. P. 2-1, 2-3.

4. The regional office will review the municipality's submission, and if considered adequate, the workable program is recommended to the HHFA administrator for approval. Upon approval of the program, the municipality is notified and then may proceed with the other requirements necessary to instigate an urban renewal program. The workable program must be recertified by the HHFA administrator annually. It is the municipality's own responsibility to show that it is making, or attempting to make, reasonable progress in carrying out the objectives set forth in the workable program.

SURVEY AND PLANNING

Survey and planning funds are to be used by the community to undertake a detailed survey to determine the degree and extent of blight in the proposed project area, and to set forth a plan for the area if the urban renewal project is undertaken.

The advance of funds for survey and planning of an urban renewal project does not obligate the HHFA to give financial assistance to carrying out an actual urban renewal program for a city. On the other hand, if a

city conducts a survey and develops a plan for their urban renewal area, using federal funds that have been advanced, and does not go through with the urban renewal project, the city does not have to return the funds that have been advanced.

In submitting the application for survey and planning, the city must generally find that the urban renewal area is a slum or blighted, deteriorating area and that it contains deficiencies to such a degree that public action is necessary to eliminate and prevent the development or spread of the deterioration and blight. At least 20 percent of the buildings in the area must contain one or more building deficiencies and the area itself must contain at least two environmental deficiencies. These deficiencies are set forth in the urban renewal manual.⁹

LOAN AND GRANT APPLICATION

After the city has submitted an application for survey and planning funds, and if the funds have been received, the next step is to use the funds in making the survey and plan. The survey and plan are then to be submitted with an application for a loan and a grant

9. Ibid, p. 3-1.

fund to begin carrying out the urban renewal project. The information contained in a loan and grant application is to have been obtained in the survey and planning phase of the process. Information to be supplied in the application for loan and grant funds includes the status of the community's efforts under the workable program.

Part I of the loan and grant application must include the urban renewal plan as proposed for submission to the governing body. Planning proposals such as utilities and streets, a report on minority group considerations, rehabilitation and conservation data must be included. A land acquisition report, relocation report, project improvement report, a land disposal report, and a financial report and any legal data pertaining to these projects are also a portion of the Part I loan and grant application.

Upon review of Part I application and its approval, HHFA may request the Part II application for loan and grant. As a portion of the Part II application for loan and grant, the city must submit the urban renewal plan as approved by the governing bodies of the city (under Part I a proposed plan was submitted). A resolution by the governing body of the locality approving the plan and the feasibility of relocation must be adopted. The opinion of the city's legal counsel representing the

urban renewal plan, agreements and other binding commitments concerning the local share of participation, certificates stating the non-cash local grant, and evidence that a public hearing was held, must also be included in Part II of the loan and grant application.

EXECUTION OF THE PROGRAM

The execution portion of an urban renewal program is the action stage of the project. The plans previously developed are now put into effect. Property is acquired and improved, people and business are relocated, and the land is to be sold.

Land Acquisition. - Prior to acquiring land in the project, appraisals of the property must be conducted by the local agency carrying out the urban renewal program. Two appraisals for each parcel of property must be obtained. It is the intention of the Urban Renewal Agency to arrive at a fair price to offer the owner of the property.

The local agencies are directed to try to reach an agreement with the property owner for acquisition of property and to use condemnation proceedings as a last resort. The charge of minimizing hardship to the property owners and tenants in conducting a property acquisition program is also made to the local public agency.

The appraisals and other activities of acquisition are to be conducted so that the occupant or property owner will be given every consideration in determining the purchase price of the property.

Relocation. - One objective of an urban renewal program is that the families and businesses being displaced will be afforded an opportunity to occupy housing and structures that are decent, safe and sanitary and still within their financial means. These objectives are carried forth through the program and are particularly brought out in the relocation phase of a project. The relocation phase of a project is one of its most important parts. Relocation information is required to be submitted with the planning and survey application for loan and grant funds. The local public agency is directed to assist people and businesses being relocated in finding new quarters which are decent, safe and sanitary and within their financial means. The program will pay a certain amount for moving a family or a business to a new location.

Site Preparation. - In order to begin site improvements, site clearance is necessary. The Urban Renewal Administration states that all structures do not have to be demolished. Buildings that are sound in every respect may be moved to other sites within the city, although these buildings must obtain HHFA approval before being

moved. Project improvements include installation, construction, reconstruction of public improvements within the project which are necessary to develop the project as proposed in the urban renewal plan. Some of the types of improvements that are eligible under the project are streets, sidewalks, traffic lights, street name signs, power lines, utilities such as electric and gas distribution system, sanitary sewers, storm sewers, parks and communication systems. The HHFA stresses coordination of the site improvements with other public projects.

Land Disposition. - Once the land has been acquired, cleared and improved, it is ready for disposal in accordance with the urban renewal plan. Redevelopment and disposal of an urban renewal area is the end goal of the local public agency. The land must be put up for sale in a fair, equitable manner. The price of the land must reflect the advantages created by the project and the requirements and limitations on the land and its proposed uses set forth by the local public agency. Two appraisals are necessary for establishing a value for the land. A pre-determined price is set on the land available for disposal. As each parcel is ready for sale, it is advertised and the pre-determined price is also advertised. Then prospective buyers submit bids on the parcel and the

local public agency may award the bid to any buyer which bids a pre-determined price or above. In order to limit speculation the property must be used by the buyer in a specified period of time and in the manner prescribed by the plan, or it will revert back to the local public agency.

CHAPTER III

URBAN RENEWAL PROGRAM - VANCOUVER, WASHINGTON

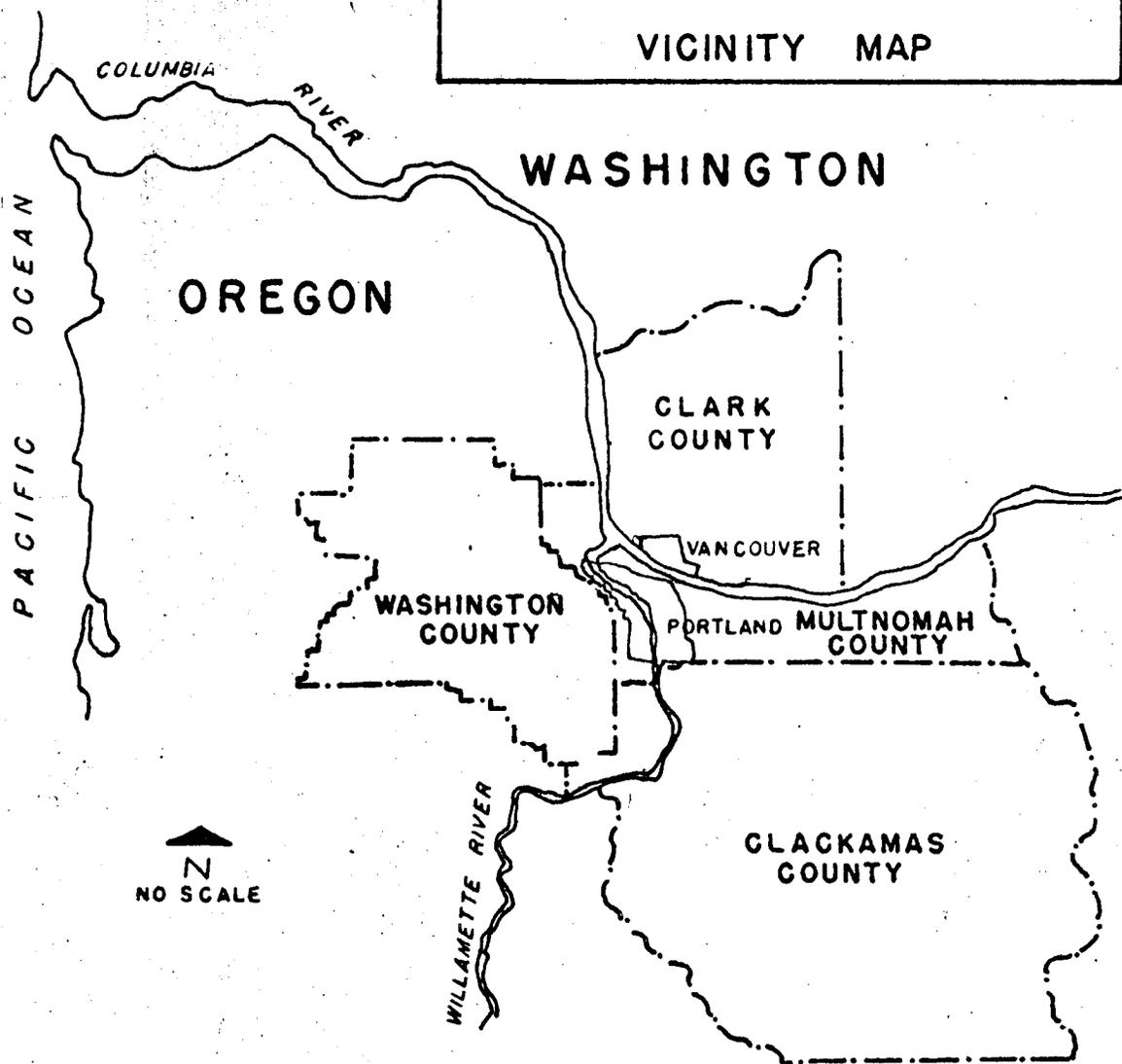
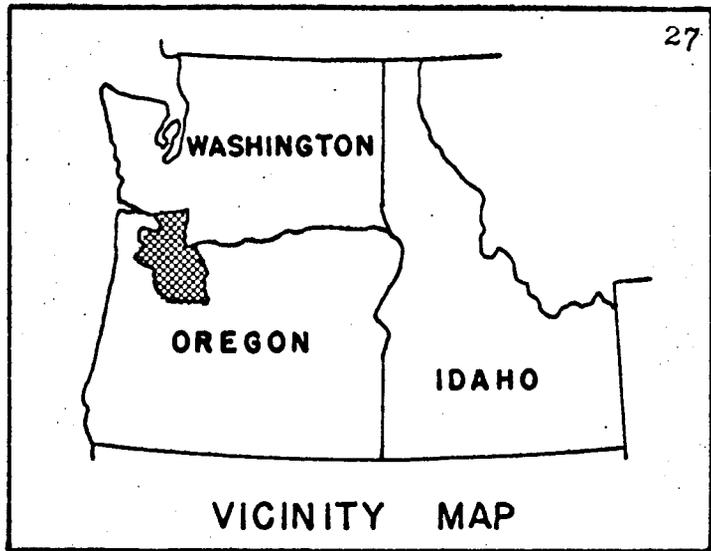
This chapter deals with the process of developing the Esther Short Project in Vancouver. The explanation of the procedures develops proceedings for urban renewal projects. The project area has experienced urban development and has deteriorated to the point where redevelopment was deemed necessary for better utilization of the land, structures and the people.

In this project, land with industrial potential was used to support dilapidated dwellings and business structures which inhibit the social and economic development of the community. The aims of the project are to eliminate these buildings, relocate the inhabitants to decent quarters and assemble the land into workable, marketable parcels.

The Vancouver program will be set forth from its initiation through the various stages of development. A more detailed explanation will be provided in sections where the program relies heavily on the judgment and

action of the local agency. Particular attention has been focused on the loan and grant application, since it actually establishes the procedures of the project. It is this application that shows the local agency's capabilities of carrying out the program and is a direct basis of obtaining the operating funds for execution of the project.

The city of Vancouver, Washington, is located in the Portland Standard Metropolitan area (see fig. 1). Vancouver is governed by a manager-council system of administration. The population of the city, as of 1960, was 32,464.



(Fig. 1)
PORTLAND METROPOLITAN AREA

HISTORICAL BACKGROUND OF VANCOUVER

In the early part of the nineteenth century, the Hudson's Bay Company found Fort George (Astoria) inadequate for further developing fur trading. The company made a survey of the lower Columbia River region in order to determine a suitable location for its new fort.

The new fort was established in 1825 on the site of the present city of Vancouver, Washington. Governor Simpson of the Hudson's Bay Company said of his choice:

It will, in two years hence, be the finest place in North America. Indeed, I have rarely seen a Gentleman's Seat in England possessing so many natural advantages, and where ornament and use are so agreeably combined. This point, if situated within one hundred miles of London, would be more valuable to the proprietor than the Columbia trade.¹⁰

In 1825, the Hudson's Bay Company under Dr. McLoughlin erected sawmills and began cutting timber. The production of lumber grew so rapidly that the Hudson's Bay Company soon considered timber more important than the fur trade.

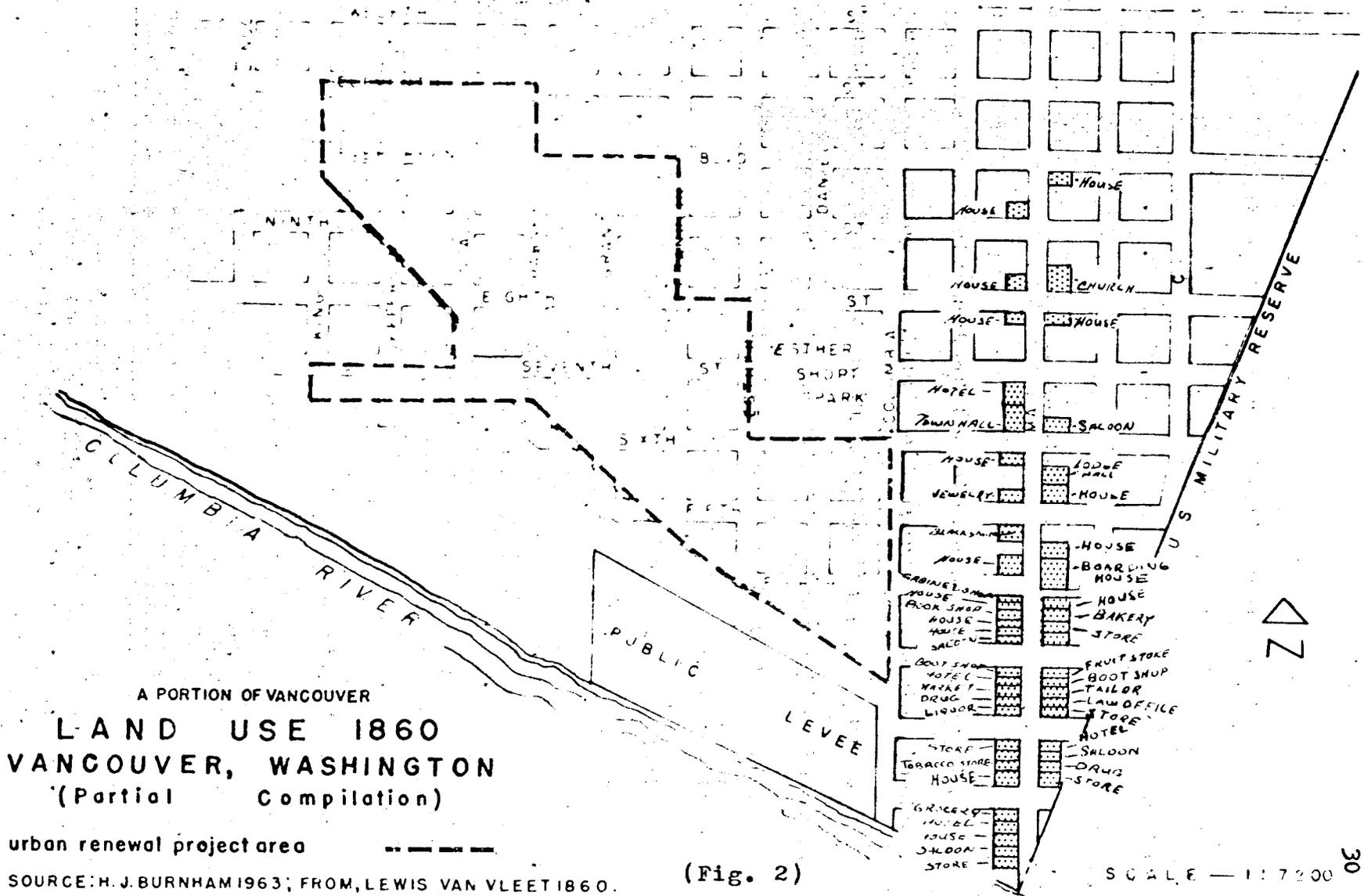
10. Vancouver, Washington. City Planning Commission. A report to the citizens of Vancouver, Washington, 1945. p. 9.

The settlement of the International Treaty of 1846 caused the Hudson's Bay Company to move its headquarters to Victoria B. C. Later, the passage of the Land Donation Act of 1860 helped stimulate growth in the area, as many families coming west in pursuit of gold were attracted north from California to establish title to 640 acres of land in what was later to become Clark ("Clarke" early spelling) County, Washington.

Vancouver developed as a waterfront town on the banks of the Columbia River. Field notes of a government survey of 1860 disclosed that the development facing on the river consisted of a stream sawmill, a hotel and two wharves. On Main Street, between the river and Second Street, there were two residences, two saloons, two hotels and seven stores, including a tobacco store, a drug store, a bakery and a grocery store.¹¹ (See fig. 2).

Early planning and subdivision adhered to a grid system. The full blocks were 200 feet square, each containing eight lots of 50' x 100', and no alleys. The lots faced on cross streets rather than on main thoroughfares. The streets ran due north and south, and east and west, in total disregard of topography or other factors,

11. Van Vleet, Lewis. Field notes of land use survey, February 17, 1860. Vancouver, Washington, Howard Burnham, 1963. p. 1-3.



such as the U. S. Military Reservation which lay roughly at right angles to the riverbank. The adherence to the rigid regular projection of the grid system, combined with the diagonal boundary of the Military Reserve and with the river bank, resulted in some practically useless triangular fractional lots. As the town grew northward, the grid system and subsequent platting resulted in tiers of fractional lots along edges of platted tracts. (See fig. 3).

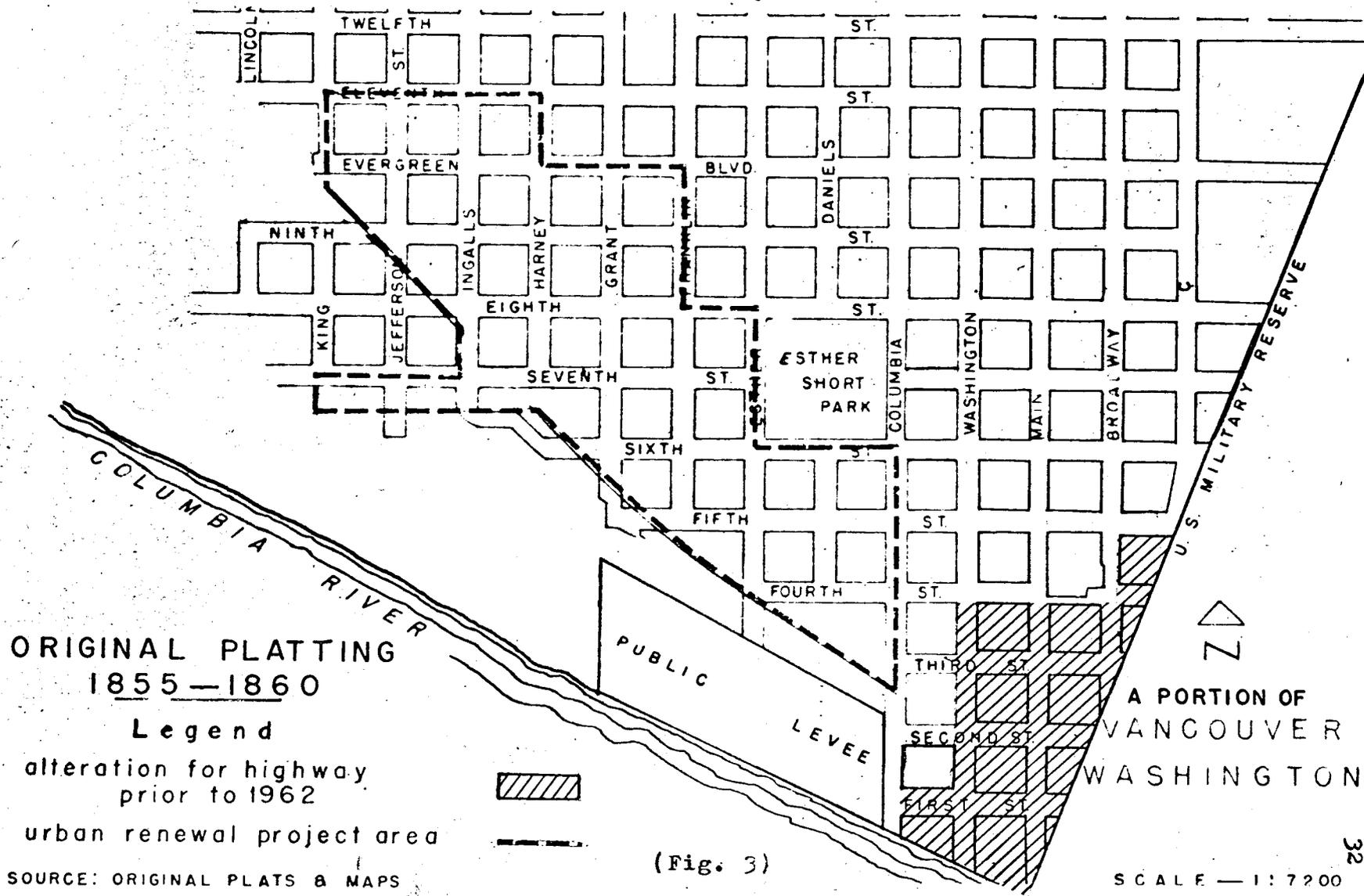
Later, residential platting in many instances introduced narrow 44 foot lots with alleys in practically all subdivisions. Land was platted on the drawing boards rather than in the field.

The following excerpt from a leaflet printed in the late 1880's is typical of the period:

...it is a question of but a few month's time until many lumber mills will be in operation in Vancouver as they are in Saginaw, Michigan, for the supply of logs is inexhaustible, the low price at which they can be laid down at the mill is bound to make Vancouver the great lumber emporium of the Pacific coast....

Fortunes are being made in this western world by investment in real estate. No one goes amiss. Buy wherever he may. We have properties in Vancouver which, in view of their immediate future value, are by far the best investment in this country.... These lots will sell for more thousands than they cost hundred now.¹²

12. Burnham, Howard. Private collection of early publications, Vancouver, Washington, 1963.



During this time more families participated in the gradual suburban development east of the Military Reservation despite the long buggy ride entailed. About 1890 a circular of B. W. Matlock & Co. states, "This is the last opportunity to secure an elegant suburban home on the Columbia near Vancouver.... In a year's time they will treble in value."¹³

On January 23, 1857, the City of Vancouver became incorporated. The strong mayor-Council form of local government prevailed over the city. In 1875 three petitions were presented to the Council. One asked that the Council remove broken glass and cobblestones from the street as they were exceedingly dangerous to both horses and people, and that an ordinance be passed prohibiting swine from running at large in the street since they were dangerous and unsightly. Another petition requested that a ditch of sufficient depth to carry away surplus water be dug on each side of Main Street. The third petition, presented in December, 1875, asked that all livestock be kept off the street except two cows per family.

13. Burnham, Howard. Private collection of early publications, Vancouver, Washington, 1963.

The city Charter of 1890 disposed of Vancouver's river development by empowering the City Council to "rent such water front for a term not exceeding ten years for the purpose of erecting bath houses thereon."

The decade from 1890 to 1900 showed a decrease in city population from 3545 in 1890 to 3126 in 1900. However, Clark County as a whole gained more than 1700 people. The following decade to 1910, Vancouver grew from approximately 3100 to 9300 people. Between 1910 and 1920 the city further increased to 12,637. During this period the Interstate Toll Bridge was opened and largely terminated the isolation of Vancouver from the rest of the Portland Metropolitan area. A considerable part of the population increase for this ten years was due to World War I shipyard and ship construction in Vancouver, as many workers remained in Vancouver after closure of the yard. At this time Vancouver's retail and service industries began to expand and experience competition from Portland establishments.

The 1940 population of the incorporated area totaled 18,788. Approximately 1500 of this population were soldiers living in the Vancouver Barracks. The 1940 census report shows that in 1939 17.3% of all employed workers were employed in manufacturing in the city of Vancouver. They were working in a total of 39 plants which were

engaged in the manufacture of lumber, paper and other forest products. Food processing was the next important source of employment in manufacturing. Aluminum smelting entered the Vancouver area the following year.

There were no public housing units in Vancouver in 1940. The city contained 5,806 private dwelling units predominately in detached single-family structures, according to the U. S. census.¹⁴ Over 72 percent of all housing in the metropolitan area of Vancouver was situated within the city limits. The area outside the city had 2,183 dwelling units including 1,208 rural farm houses. Nearly 50 percent of the houses within the city were built before 1920, an average somewhat higher than for the Portland area. Over 50 percent of all units were owner-occupied and 4.9 percent were vacant. There were many dwelling units without inside plumbing or running water and in need of major repair. There were 1,407 units lacking one or all of these facilities. They made up 24 percent of all houses.¹⁵

Vancouver's housing at the beginning of this period was totally inadequate to serve the wartime need.

14. U. S. Bureau of Census, Census of Population: 1940 Vol. 1, Washington, 1943.

15. Wheeler, Bayard. An economic analysis of Vancouver, Washington and its environs. Part I of the Vancouver Plan. Vancouver, Washington, 1947. p. 8.

Federal agencies consulting with the Vancouver Housing Authority (organized in February 1942) contracted for construction of 12,386 family dwelling units and dormitory accommodations. Land has to be purchased, surveyed, cleared and graded; all the streets, underground utilities constructed, houses built and a complete electrical distribution system installed.

The peak occupancy of all projects was reached in January 1945 with a total of 11,300 units and a tenant population of approximately 40,300. Estimates of war-time peak population of Vancouver and the surrounding area included in the metropolitan region placed the total as high as 85,000.

It is significant that the only sizeable employer was the Kaiser Shipyards. When it closed, after VJ Day, there remained no secondary industries to convert to civilian production.

While retail distributive business during the war was brisk, few new firms entered these fields except those in or adjacent to public housing projects, primarily, it is said, because of war-time restrictions on manpower and materials. It appears that most of the war-time industries and retail trade were absorbed by existing firms through increased employment.

In January 1946, about 7,500 persons were reported to be drawing unemployment compensation through the Vancouver office of the United States Employment Service. By July of that year the number had risen to approximately 10,000. It was estimated that as much as 50 percent of these claims were those of women and others not normally in the labor force, who were withdrawing at the end of the war effort. By June 1947, the number drawing compensation had decreased to about 1,500, and the number of unemployed in the area stood at 2,535. Much of this reduction was thought to be seasonal. However, as of September 30, 1947, approximately 1,600 workers were drawing unemployment compensation. At least two major factors appear to have been a part in the situation. The Washington State Employment Service office reports, first, that there was an increase in the hiring force in local industry and business; and second, that the Hanford Atomic Energy Project created a demand for labor, not only for construction workers, but for some permanent employment in different categories and skill.¹⁶

Since the close of the war the population of the Vancouver Metropolitan Area has dropped from its

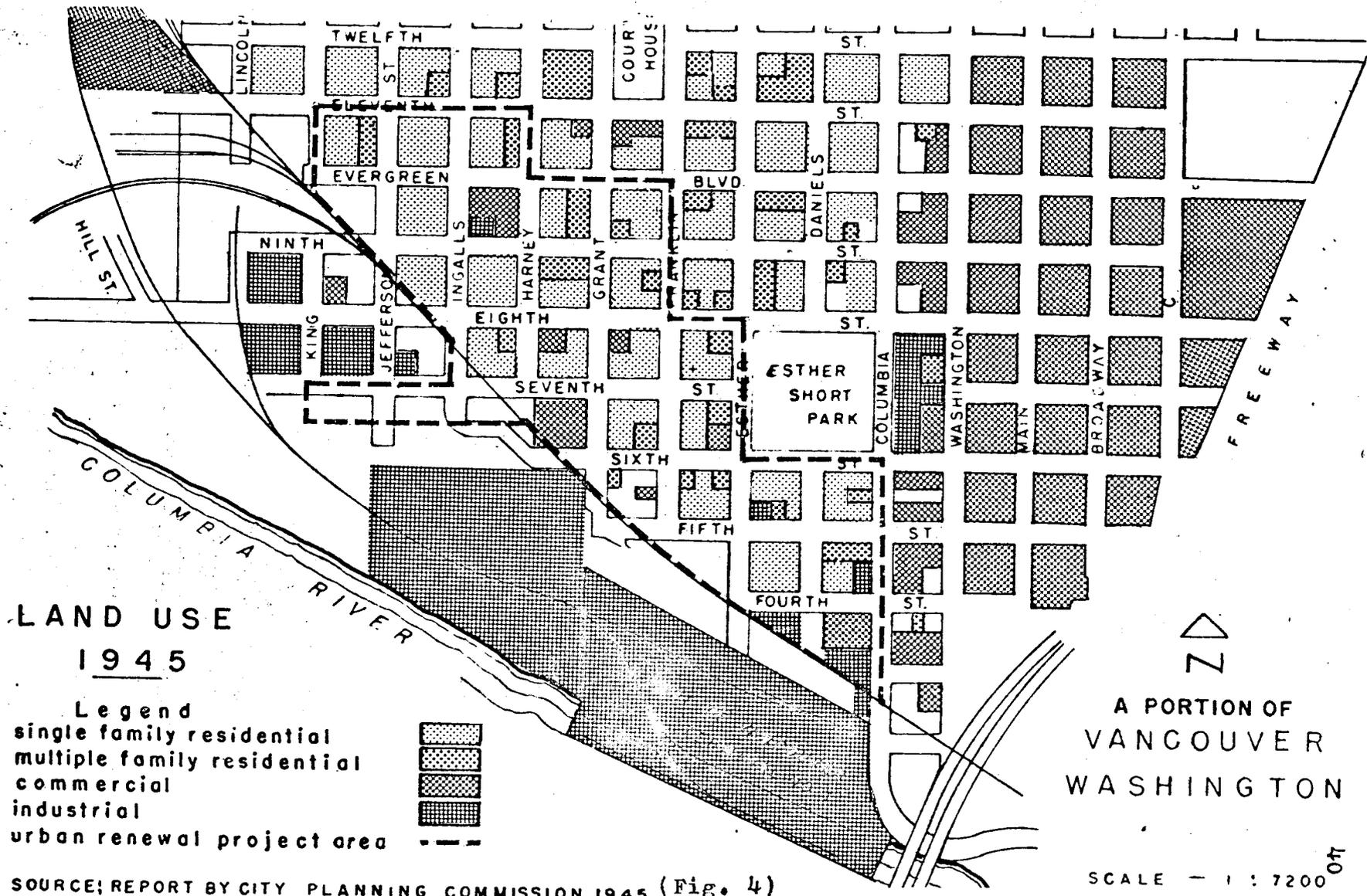
16. Ibid. p. 10-12.

estimated high of 85,000 in 1945 to 60,000 as of April 1950. The public housing projects were slowly being disbanded. Of the active units, 1,003 were of standard construction and have since become a permanent part of Vancouver's housing supply. Construction of private housing was substantial to meet the demand created by the disposal of the public housing units.

The area designated in Vancouver for an Urban Renewal project was largely composed of large dwellings which were converted to multi-family units during the war and remained as such until they were purchased through the Urban Renewal program. At the time of the housing shortage in 1942, the primary occupants in the Urban Renewal area were several generations removed from the original owners. The buildings were difficult to maintain because of the shortage of materials and available manpower. Also, the owners were able to rent the buildings without the desired maintenance due to the heavy housing demand. This demand lasted through 1950, when the public housing projects were divested. By this time the structures had deteriorated to such a condition that it was no longer economical to maintain or improve them to a higher degree. Many of the families moved out of the area between 1950 and 1960 and the area showed a decline in population. However, there was a rise in the number of dwelling units. The

number of people per dwelling unit dropped and singles and couples largely occupied the dwellings. The 1950 dwelling unit count was 933 with a population of 2,139. There were 2.3 persons per dwelling unit. The 1960 dwelling unit count was 964 with a population of 1,496 and there were 1.6 persons per dwelling unit.

The city's policy toward this area was also unfavorable for housing development. This property had been zoned for commercial uses which discouraged many owners in repairing and maintaining the dwellings to a high degree. Since the area was zoned for commercial and certain types of industrial uses, these uses appeared throughout the area, intermingling with the existing residential development. (See fig. 4, 5).



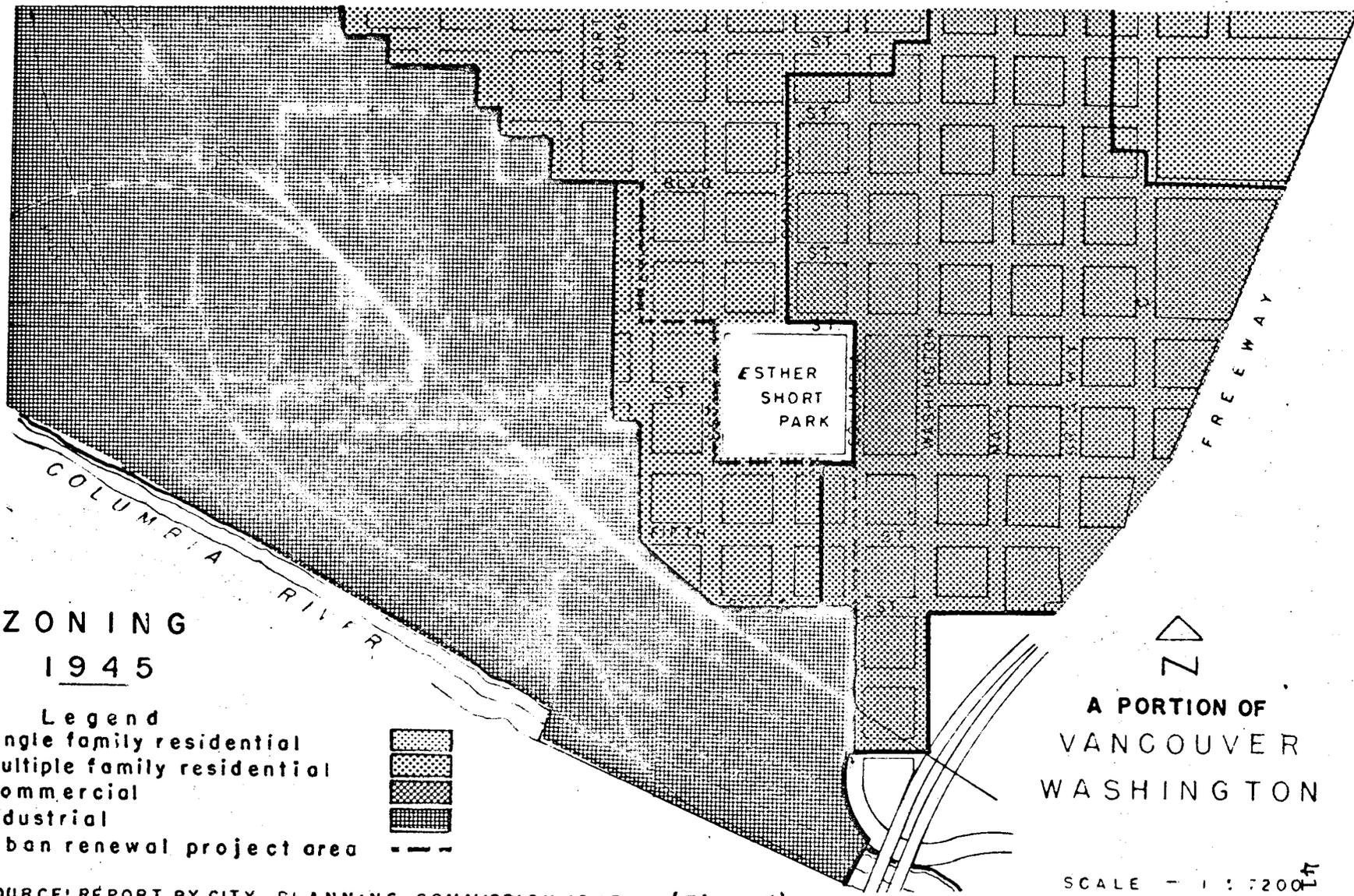
**LAND USE
1945**

- Legend**
- single family residential
 - multiple family residential
 - commercial
 - industrial
 - urban renewal project area

SOURCE: REPORT BY CITY PLANNING COMMISSION 1945 (Fig. 4)

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A PORTION OF
VANCOUVER
WASHINGTON

SCALE - 1 : 7200



**ZONING
1945**

- Legend
- single family residential
 - multiple family residential
 - commercial
 - industrial
 - urban renewal project area

▲
N
A PORTION OF
VANCOUVER
WASHINGTON

SCALE - 1 : 7200

SOURCE: REPORT BY CITY PLANNING COMMISSION, 1945 (Fig. 5)

PROJECT INITIATION

Recognizing the need for action to combat blight, the City Council adopted Resolution No. M-395. The resolution created an urban conservation board to be appointed by the mayor. The Council stated in its resolution that community blight and slums were becoming prevalent in Vancouver and it was the desire of the city to encourage orderly conservation, rehabilitation and redevelopment of such areas. The resolution said that it was important that the citizens participate in formulating long-range policies to guide development of private lands in interests of health, safety and welfare.

Included in the resolution were statements such as:

Conservation and redevelopment policies must be comprehensively considered in order that the pattern of land usage or re-usage be guided for the wisest, most economical optimum utilization of public funds.... The public relations and informational advisory committees are needed to study, consider and recommend appropriate urban renewal policies to the City Council and the community at large.... An advisory board is needed to assist in integration and establishment of desirable municipal policies related to the rebuilding and preservation of the urban

center.... Federal assistance is available to this community if it chooses to help itself in the correction of such influences that tend to depreciate the character of the community.¹⁷

The Urban Conservation Board, as appointed by the mayor, was composed of about fifty members representing the community as a whole, not just that part within the corporate limits of the city. Serving on the board were realtors, clergymen, businessmen, school officials, county officials, and representatives of the Public Utility District, the Port of Vancouver, the gas company, the NAACP, and from all city committees and commissions, and city department heads as ex-officio members. The members were key people in the community who would later help sell the program. The board was charged to study all aspects relating to urban renewal in order that a workable program for the city of Vancouver could be carried forward.

In order to accomplish the objectives set forth by the City Council, the following committees were appointed from within the board:

1. Codes and Ordinances Committee: The objective of this committee was to insure adequate minimum standards of health, sanitation and safety through the comprehensive system of codes and

17. Vancouver City Council. City Council Minutes. Vancouver, Washington, December 18, 1956. P. 2.

ordinances which state the minimum conditions under which dwellings may be lawfully occupied.

2. Comprehensive Plan Committee: The objective of this committee was to formulate an official recognition of a comprehensive general plan for the community as a whole.
3. Neighborhood Analysis Committee: The objective was the identification of the extent and intensity of blight in logical patterns of neighborhoods for the purpose of developing a basis for planning of healthy neighborhoods, of decent homes and suitable living environment.
4. Administrative Organization Committee: The objective was to firmly establish administrative responsibility and capacity for enforcement of codes and ordinances and for carrying out renewal programs and projects.
5. Financing Committee: The objective was to develop the means for financing the obligation involved in carrying out urban renewal activities.
6. Relocation Committee: The objective was to facilitate the rehousing in decent, safe and sanitary accommodations of families displaced by governmental action.

7. Citizen Participation Committee: The objective was to encourage community-wide participation on the part of individuals and representative citizen organizations, to provide both the community generally and in selected areas, the understanding and support which is necessary to insure success.

WORKABLE PROGRAM

As has been stated, the first step in initiating an urban renewal program for a city is to set forth a workable program.

The first workable program for Vancouver was prepared by the city planning department December 14, 1956.

The newly-formed urban conservation board reviewed the workable program and submitted it to the city council. On January 8, 1957, the first workable program was adopted by the city council to meet the requirements to qualify the city to initiate an urban renewal program.¹⁸ The city then forwarded the workable program to HHFA.

The purpose of the workable program was to set forth an inventory of the present circumstances and

18. Vancouver City Council. Council Minutes, Vancouver, Washington, January 8, 1957. p. 2.

conditions of the city and the steps that should be taken to improve that condition; and also to meet the requirements set forth by the federal government in order that the city may apply for federal funds to carry on the process of urban renewal. The program was the city's declaration of its intent to organize its resources, to establish goals and to initiate long-range planning in an effort to eliminate slums, stop the spread of blight and to raise the general level of the housing quality of the city.

In the workable program, the city set forth its existing codes and ordinances, which were designed to achieve the goals of stopping the spread of blight and the elimination of slums. At that time the city had a building code, a fire prevention code, a plumbing ordinance, an electrical ordinance, and was in the process of setting forth an unsafe building code. The city did not have a housing code, but a preliminary housing code was being drafted by the city building inspector, using the Los Angeles Housing Code as a guide. The city already had a zoning ordinance, adopted in 1945. The planning commission was in the process of preparing a new zoning ordinance.

The workable program also stated that certain long-range planning activities should be undertaken, and that

a land use plan was in the process of preparation. It pointed out that additional personnel, in the building department, fire department and health department, would be needed to carry out the objectives of the workable program. It suggested, generally, that a relocation bureau be established to assist in relocating the displaced people in an urban renewal project. The city discussed financing an urban renewal project through the bonding capacity of the city. The city stated that citizen participation would be encouraged and that an urban conservation board would be appointed.

On May 28, 1957, the city received a letter from the HHFA administrator stating that the workable program which the city submitted had met the requirements of the Housing Act and that he had certified the workable program. The letter also complimented the city on being the first city in the state to develop a workable program for urban renewal.¹⁹

SURVEY AND PLANNING APPLICATION

On May 20, 1958, the city of Vancouver prepared a survey and planning application for the federal government for matching funds to begin the feasibility study

19. Vancouver City Council. City Council minutes. Vancouver, Washington, May 28, 1957. p. 2.

of an area in the city for an urban renewal program (see Fig. 6).²⁰

In submitting the initial application for survey and planning funds, an itemized financial summary was presented. The application for the project stated that the amount of the project would not exceed \$2,124,094. The application for survey and planning funds merely made estimates as to the condition of the area. The actual survey for the loan and grant application determined the eligibility for an urban renewal project.

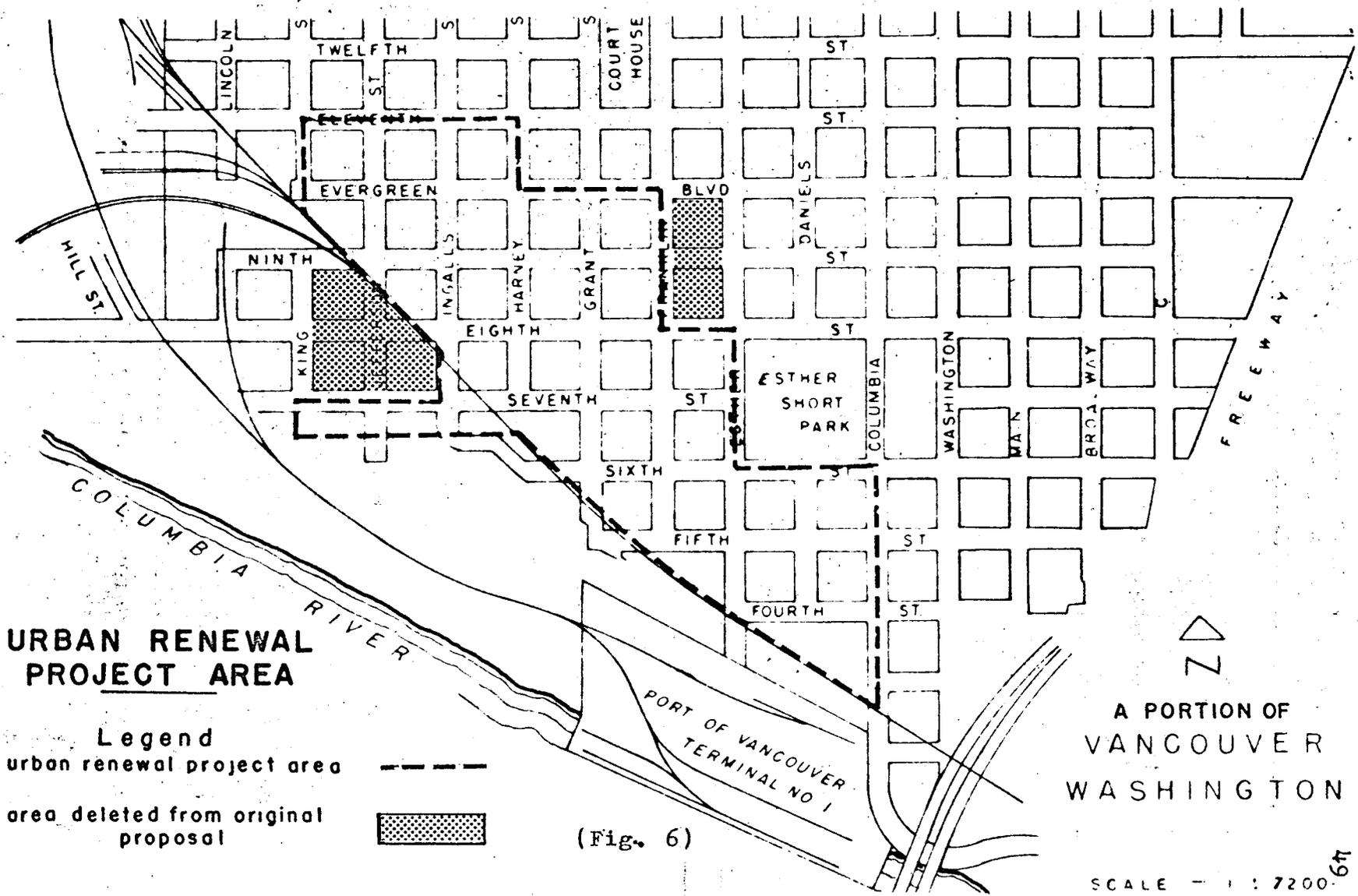
The estimates of blight were as follows:

Total land area, 55.9 acres

One hundred fifty-one structures with 100 structures substandard; a proportion of 62 percent substandard. Of this, the residential area comprised a total of 16 acres and 131 structures with 83 of these being substandard. Non-residential structures occupied 12 acres and comprised 30 structures, 17 of which were substandard which was 56.5 percent of the non-residential structures.

The estimated number of families was 307, with three families being non-white.

20. Vancouver City Council. City Council minutes. Vancouver, Washington, May 20, 1958. p. 2.



URBAN RENEWAL PROJECT AREA

- Legend**
- urban renewal project area
 - area deleted from original proposal

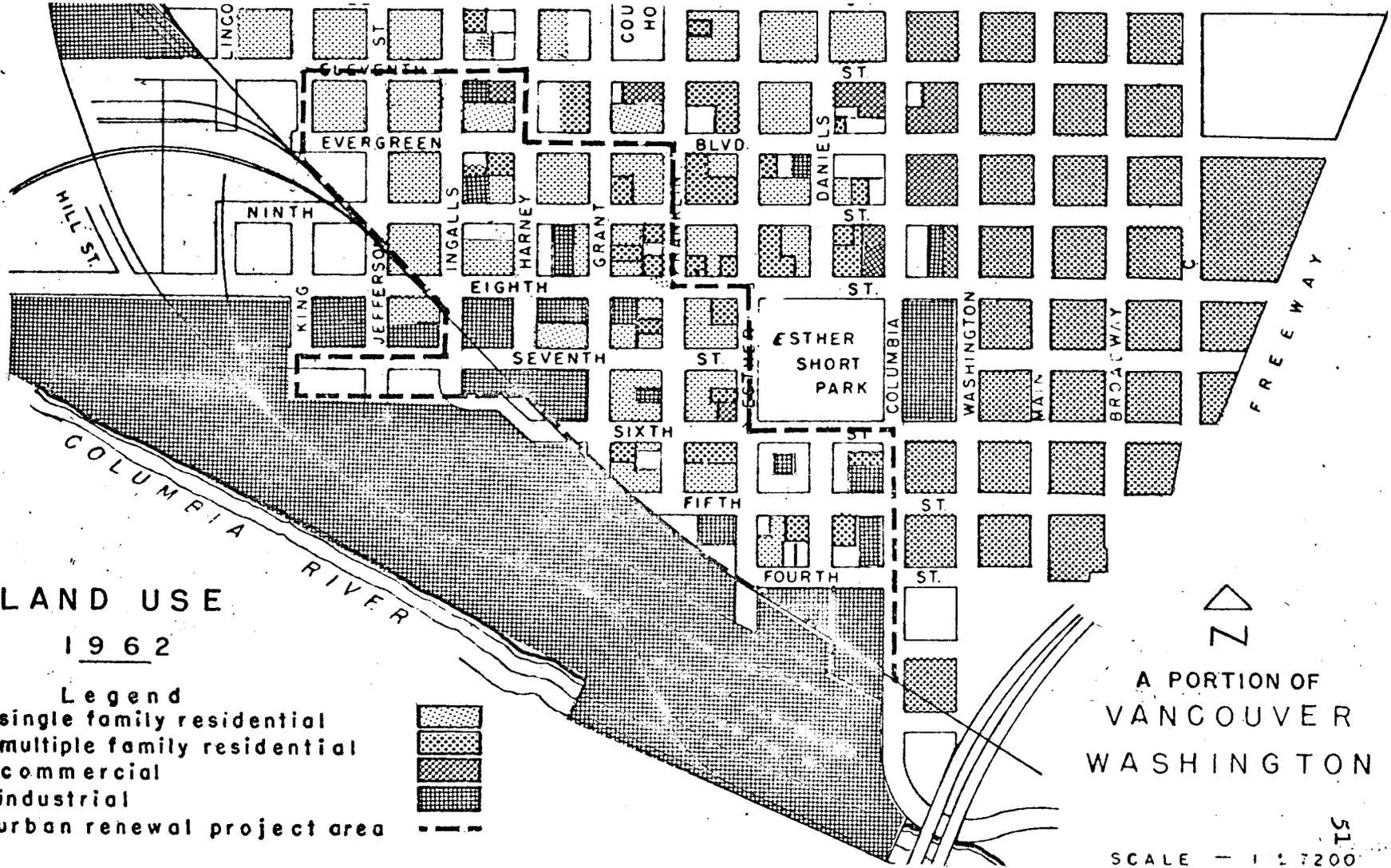
(Fig. 6)

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SCALE - 1 : 7200 ^{6ft}

In appraisal of the factors indicating deterioration, the city stated that in the last decade the demand for industrial and commercial property doomed the proposed urban renewal project area for residential development. It stated in the application that this fact was evidenced by the decline of the residential character of the area and by the intrusion of commercial and industrial developments (see Fig. 7). The statement said that the deterioration of the structural quality of the dwellings and of the neighborhood environment were due to the encroachment and invasion of industrial activities and operations. The city had taken official acts of recognition by zoning the area for intensive uses for the welfare of the community (see Fig. 8).

It was stated that because the welfare and the best interest of the community would be served by the clearance and redevelopment of the area primarily for industrial use; that because such action cannot be achieved by private enterprise alone, due to difficulties in assembling land, financing the clearance and need for new site improvements; that public action was necessary within the area delineated. The city alleged that the area was eligible for an urban renewal project based on preliminary field observations. The conclusion was drawn that the substantial part of the area was already



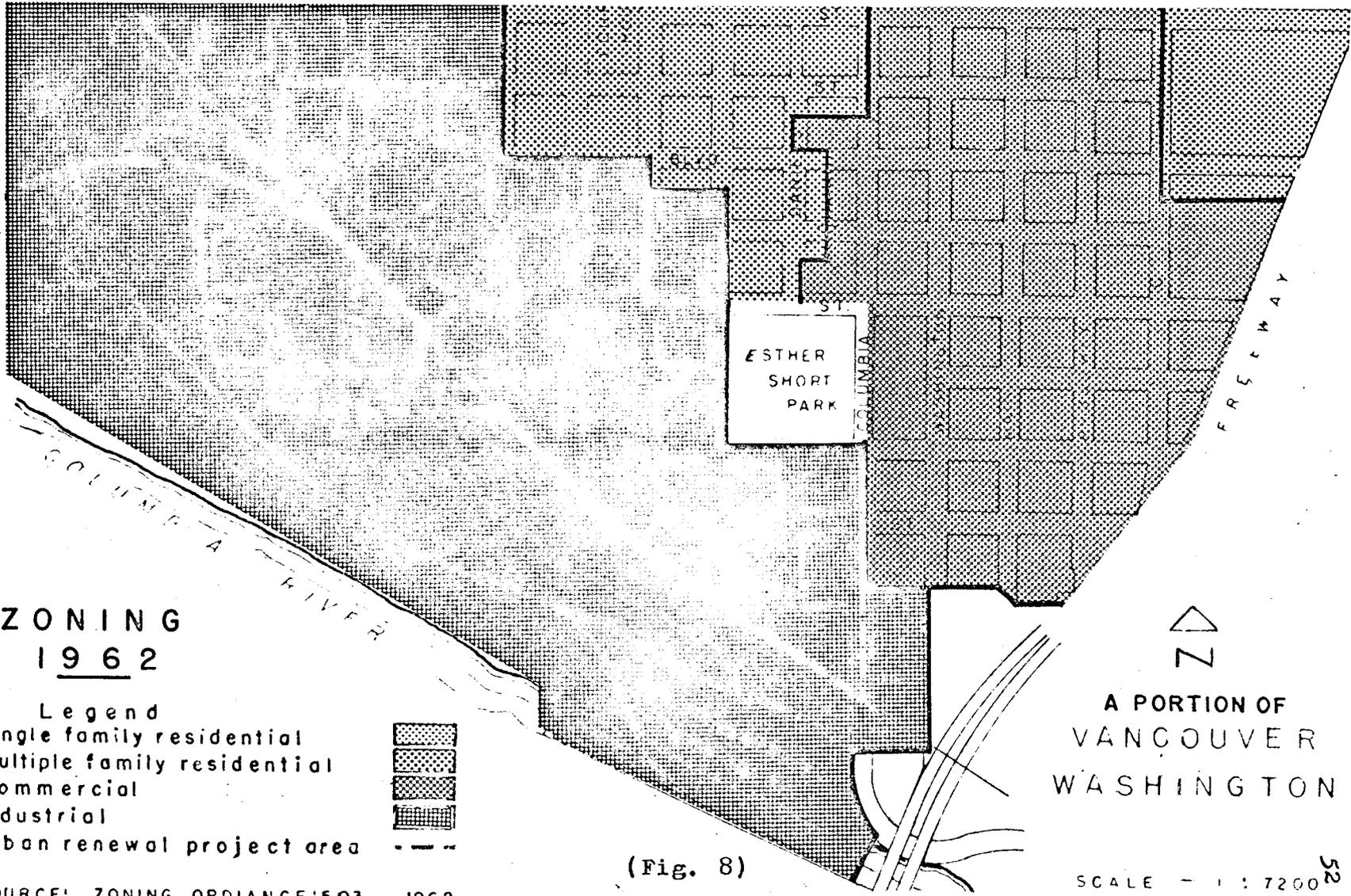
LAND USE
1962

- Legend**
- single family residential
 - multiple family residential
 - commercial
 - industrial
 - urban renewal project area


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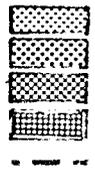
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SOURCE: VANCOUVER, WASHINGTON SANBORN MAP 1962 (Fig. 7)



**ZONING
1962**

- Legend
- single family residential
 - multiple family residential
 - commercial
 - industrial
 - urban renewal project area



SOURCE: ZONING ORDINANCE 503, 1962

(Fig. 8)

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A PORTION OF
VANCOUVER
WASHINGTON

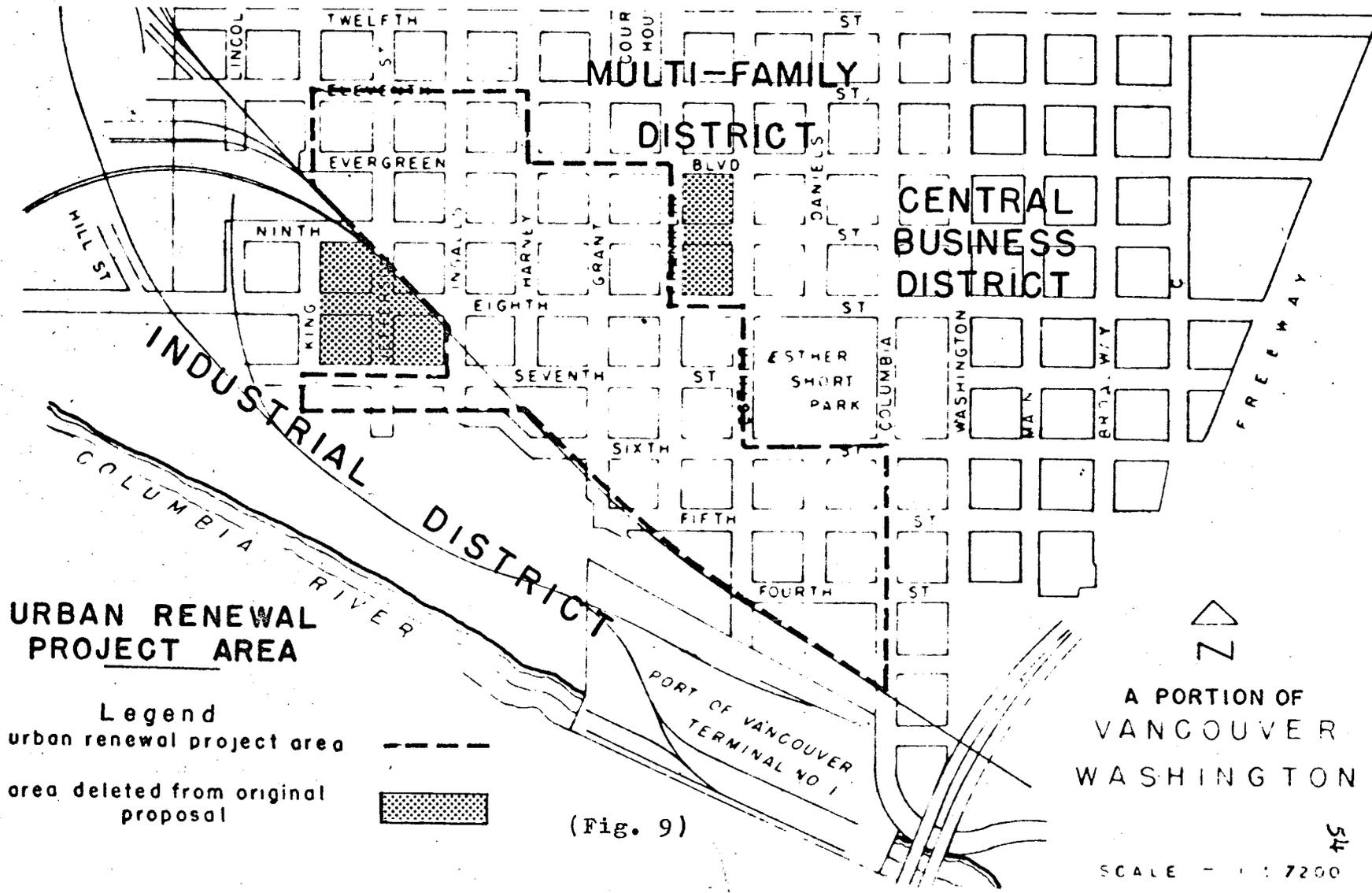
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deteriorated and the balance of the area was continuing to deteriorate.

The city proposed elimination of all living accommodations in the project area and its development for industrial use. In justifying the industrial district, it was stated that there was a contiguous existing industrial area to the south and to the west. The central business district is on the east and a multi-family residential area is on the north, with the Court House and offices being predominant features (see Fig. 9). The city's comprehensive plan proposed the area to the north be developed as a multi-family residential area.

The financial summary of the project covered acquisition costs. The estimates of the cost of acquiring properties in the project were based on sample appraisals made by the real estate office of the Vancouver Housing Authority. The appraisals reflect information obtained from the county assessor, recent transactions in the area, comparable properties in other areas, and inspections of the sample properties. Estimated costs incidental to acquisition were included.

Estimates of cost of site improvements and supporting facilities were made separately. Estimates of these costs were obtained from the city engineer for the reason that existing land use, street and utility patterns and other



URBAN RENEWAL PROJECT AREA

- Legend**
- urban renewal project area
 - area deleted from original proposal

(Fig. 9)


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 WASHINGTON

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 54

physical features of the project area are almost totally unsuited for the intended new uses after urban renewal, and because it was impossible to determine at the initial stage what would be needed in terms of relocation of existing and construction of new facilities.

The cost of interest, contingencies and planning administration were estimated by a firm of planning and engineering consultants familiar with urban renewal projects.

The estimates from the proceeds from the disposition of land after renewal were based upon sample appraisals reflecting transactions of comparable properties in the project and other areas. Information was obtained from a number of sources, such as well-established brokers, transaction records, and the county assessor.

Inasmuch as the redevelopment plan was entirely undetermined, certain assumptions had to be made. Until such matters as rail services, trackage and spurs could be provided as a part of the new facilities, it was not possible to determine adequate specifications for appraisal purposes. Similarly, it was not possible to know the extent of the land area to be available for disposition. The quality depended upon the extent to which it was possible to consolidate land areas by vacating streets and by what properties would be acquired.

A local public agency must be designated to administer an urban renewal program. In this case, the city council designated the city as the local public agency and established an urban renewal department. The urban renewal department was established as a regular department of the city administration. The director and staff were directly responsible to the city manager as were the other employees of the city. A separate budget had to be set up for the urban renewal project, but it was still under the control of the city manager and city council. The permanent staff consisted of a director, assistant director and a secretary. Rather than hire a permanent staff of various technicians, certain specialists were retained on a consulting basis as they were needed for a specific purpose. The Vancouver Housing Authority, as a public body, proposed to supply the city's one-third share for financing the program.

In the summary of the application, the city adopted Resolution No. M-506 relating to urban renewal, redevelopment, rehabilitation and conservation in the neighborhoods in the city. By saying that the proposed urban renewal area was a slum, blighted, deteriorated or deteriorating area appropriate for an urban renewal project, and that the city was cognizant of the conditions that are imposed by the undertaking and carrying out of the urban renewal project with federal financial assistance, including the

requirements of Title I, the city requested funds for planning a program. It was stated that the workable program and a feasible method of relocation of displaced families in the urban renewal area would be followed. The financial portion of the resolution stated that local grants-in-aid consisting of the donation of cash, land and services can and will be provided in the amount which will not be less than one-third²¹ of the net project cost, and together with the federal capital grant will be generally equal to the difference between the gross project cost and the proceeds or value of the project land sold.

21. Title I was amended by the Housing Act of 1961, Public Law 87-70, to increase from two-thirds to three-fourths the federal contribution to urban renewal for cities with a population of 50,000 or less.

LOAN AND GRANT APPLICATION

The survey and planning application was accepted by the federal government and funds were received by the city. The city was to use these funds for a careful analysis of the area proposed for an urban renewal project in order to determine the degree of blight, and to prepare a plan for development and reuse, relocation, and property disposition.

The acquisition and disposition proposals were approximately the same as described in the survey and planning application. A detailed development and reuse plan was designed. A thorough relocation program was set forth and a budget was prepared. This information was compiled into an application for loan and grant funds. If the loan and grant application was accepted, monies would be made available for the final execution stage of the project, which would be putting the plans into action. The application for loan and grant funds shows the federal government that the area needs urban renewal and that the proposed plan is feasible.

CONTROL OF BLIGHT

While information for the application for loan and grant funds was being compiled, the city was preparing for a housing analysis to designate dwellings that were substandard. This was undertaken in order to set forth a comprehensive program of inspection as stated in the available programs. The building inspector had gathered information and material on violations and had submitted his recommendation for an increase in staff to carry out the work on a complaint-inspection basis. New construction was already thoroughly checked under the building code. As to selecting areas for a housing code enforcement program, the city attorney stated the ruling of the City of New Orleans vs. Dan Levy²² where it was ruled that the enforcement of code against certain defendants constituted "unfair, unjust and illegal discrimination as to these defendants." The city attorney stated that the city would have to enforce the regulatory measures in a like manner to all persons similarly situated.

The City of Vancouver then took steps to plan a careful and equitable enforcement of the housing code, rather than to rush into a questionable spot enforcement. The Bureau

22. New Orleans v. Dan Levy et al, (November 12, 1957)
42418 Supreme Court of Louisiana.

of Standards of Washington State Tax Commission has set up a rating for housing from A-1 to A-12, and the assessor of Clark County has had the housing of Clark County inspected and rated at this scale. The city's chief building inspector consulted with the assessor's office and determined that the housing rated from A-1 to A-4 was substandard under the city's housing code. The city then hired one of the assessor's employees to make off-hour inspections and report on the substandard housing in the city, and to make a more detailed study on the substandard housing within the city and to pinpoint all of the houses classed A-1 to A-4.

The city obtained the funds for this project from the Vancouver Housing Authority. The Housing Authority could justify this expenditure because it was a housing inventory for the city to determine substandard housing. The city Urban Renewal Department coordinated the Housing Authority's activities with that of the city.

GENERAL PLAN

In setting forth the plan, the city stated that the proposed land use to be developed in the area would be consistent with the land use element of the city's comprehensive plan. The city Urban Renewal Department retained

a planning consultant firm to design the physical plan, and to supervise the analysis of blight in the project area.

The regulations for controls and restrictions proposed for the properties acquired for redevelopment were those established by the city zoning ordinance. The area was zoned for light manufacturing use. The building and redevelopment requirements were proposed to be established by deed covenants and would be binding to all parties for a period of thirty years. After that expiration date, it was suggested that the covenants would automatically be extended for a period of ten years unless a legal instrument signed by the majority of property owners of the area would be recorded agreeing to change the covenants in whole or in part. After the period of ten years subsequent to the completion of the disposition of all properties, 65 percent of the owners by area of property within the project could make application to the city for an authorization for such amendment or change in the strictions proposed as deemed in the best interest of the city.

It was proposed that some of the properties within the boundaries of the urban renewal project area would not be acquired. These properties were being used for industrial purposes and were compatible with the project proposals of the area. Under the provisions of the zoning ordinance, continued industrial use of the properties was

A careful examination by the building inspector of the industrial properties selected to remain in the project area was made. All structures that were permitted to stay were sound and a substantial conformance to the city building codes and related regulations.

The urban renewal plan provides for industrial use of all properties so that with the exception of an existing sewage pumping station and electric substation, no public facilities would be developed within the project area.

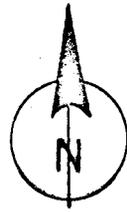
The land plan was designed by a system of street vacations compiling property into super-blocks (See Fig. 10).

Marketing Land: Economic considerations influencing the selection of the project area and the proposed industrial re-use were based on a report covering marketability and reappraisals of the land. The firm of Larry Smith & Associates conducted a land utilization and marketability report dated June 1, 1959²³. The report covered the appraisals of land for disposition and redevelopment in accordance with the urban renewal plan.

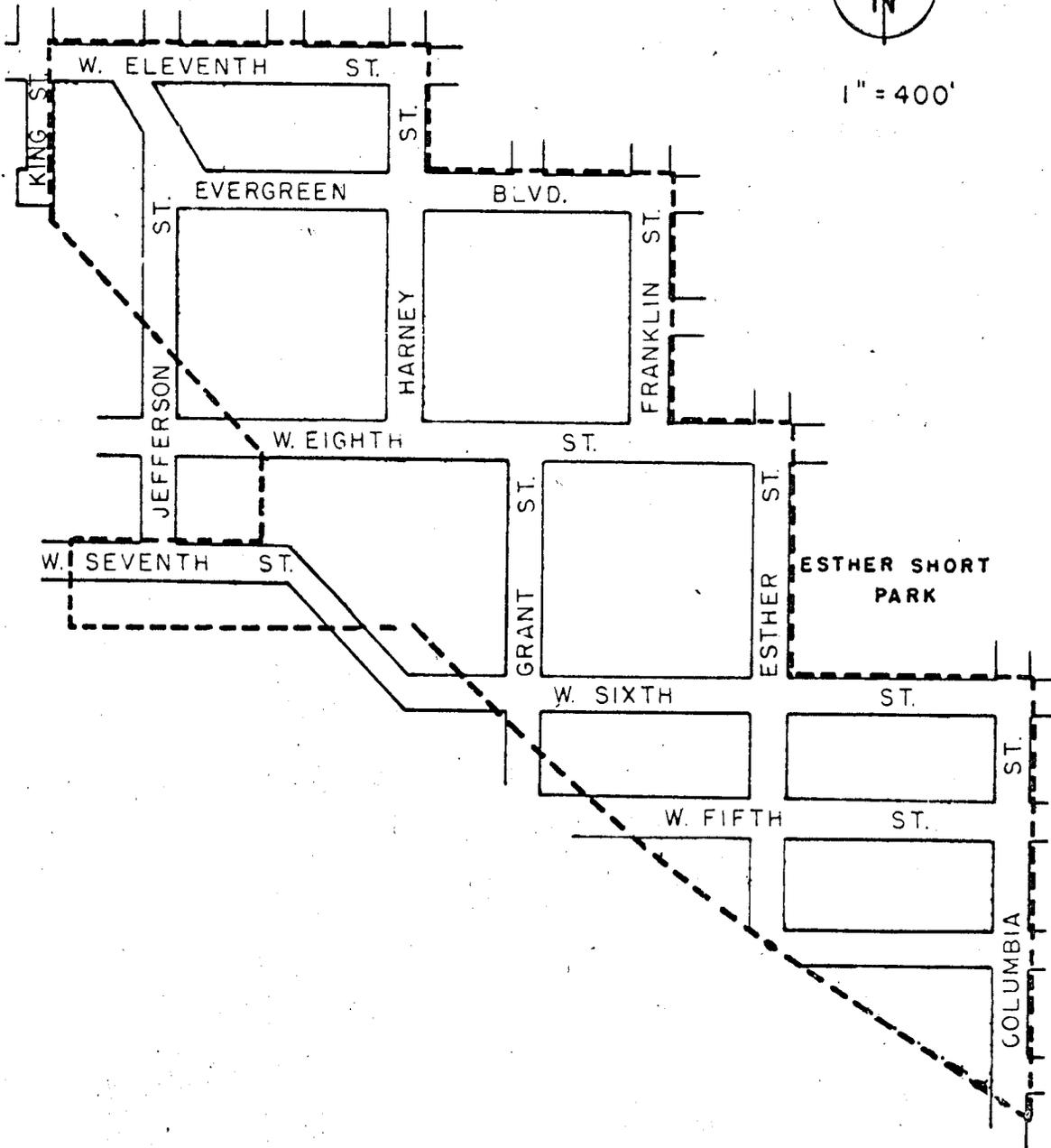
RELOCATION PLAN

The proposed urban renewal project area contained a predominance of dwellings and a few businesses that had to

23. Vancouver, Washington. Urban Renewal Department. Demand and marketability analysis, Vancouver urban renewal project. A report prepared by Larry Smith and Company, Seattle. 1959, p.-80.



1" = 400'



LAND PLAN

(Fig. 10)

ESTHER SHORT INDUSTRIAL PROJECT
URBAN RENEWAL PROJECT, WASH. R-2
CITY OF VANCOUVER, WASHINGTON

be relocated. Because of the problems that could be encountered in relocation, a detailed plan was developed for presentation to the federal government in the application for loan and grant funds.

It was proposed that the relocation be conducted by the department of urban renewal and that a specialist be retained to handle the relocation problems. It was proposed that an office be established in the urban renewal area by the relocation specialist for the convenience of the area occupants. The specialist was to make initial visits to site occupants, inspect relocation housing, work out special problems with displacees and with various social agencies, and counsel prospective buyers on FHA 221 loans. Householders would be referred to housing which met their needs and requirements. If the first referral was not acceptable, other referrals were to be made.

Any housing referred to occupants of the urban renewal area was first to be inspected to make sure that it was decent, safe and sanitary, except that which had already been approved by FHA or the Veterans Administration or was a part of the newly constructed public housing project. Dwellings of self-relocated families were also to be inspected, if possible prior to the move. If the dwelling

was not found to be satisfactory, the relocation office would offer to secure standard accommodations for the family.

The requirements which were used in evaluating the physical conditions and suitability of housing for relocating displaced families were taken from the city's housing code, the building code and the unsafe building code, and were approved by the city's chief building inspector. Whenever the suitability or structural condition of a dwelling was questionable, the chief building inspector was to be asked to have a complete check made for compliance with the housing, building, plumbing, electrical and fire codes.

Since many of the single individuals in the area were elderly, the department of urban renewal proposed to provide all individuals in the area the same services that were provided to families, including referrals to standard housing, counseling and making moving arrangements, which would prove especially helpful to elderly people.

The department of urban renewal proposed to offer business concerns assistance in finding new locations and such assistance in arranging for transfers of licenses, special loans, etc., as the relocation office would be equipped to render.

If occupants were to move without leaving their new address, they were to be traced and offered assistance in finding standard housing if their present housing was unsatisfactory. Since Clark County Public Utility District serves all electricity users in the county and the United States Census of 1950 showed 98.76 percent of all dwellings to have electricity, the urban renewal department arranged to use the PUD for tracing assistance. It was stated also that a trace could be made through the water department of the city, employers, unions, public schools and, when necessary, through certified mail with return receipt cards showing the address to which the letters were delivered. If these efforts proved fruitless over a period of thirty days, the tracing was to be abandoned.

It was planned that the relocation staff would see that those who wished to buy housing were acquainted with special loans available and that they were provided with form 3476, certificates of eligibility, under Section 221 of the National Housing Act. Fortunately, because of their experience in the relocation of families from the McLoughlin Heights war housing project, realtors, builders and lending institutions were thoroughly acquainted with this program. Some had expressed an interest in working on this project also. Counseling on these and other types of loans would be made available.

Location Standards. - The relocation plan proposed that people displaced from the project area were to be referred to housing that would be reasonably accessible to their places of employment and in areas generally not less desirable in regard to public utilities and commercial facilities than the area in which they had resided. If it was necessary to relocate a family in temporary housing, the temporary housing would not be less desirable in character than the dwelling being vacated by the family and it would be in a safe and habitable condition. Temporary relocation was to be avoided whenever possible and would be used for the shortest possible time. If a family from the project area was temporarily relocated, the department of urban renewal still would be obliged to assist the family in finding permanent housing.

A ratio of 20 percent of gross income for gross rent, or rent, heat and utilities, was proposed to serve as a basic guide for relocation rentals. However, stability of employment, number of children, age, family earning capacity, continued high medical expenses because of chronic illness, elderly dependents and other factors affecting the family's ability to pay were to be considered. Every attempt was to be made to maintain a low rent-to-income ratio compatible with providing decent, safe and sanitary housing. Many welfare recipients would

be able to spend a greater proportion of their income for rents since the State Department of Public Assistance stated that its clients' grants would be raised when it became necessary to pay higher rents in order to get decent, safe and sanitary housing. This ratio cannot be expressed in a percentage because it has a monetary rather than percentage limit regardless of the balance of income budgeted. These limits at present permit a one-person household a gross rent of \$60, two persons \$62, three persons, \$65, etc.

FHA income and credit standards were used to evaluate a family's ability to purchase housing. Fortunately, the relocation committee was to include both realtors and mortgage bankers whose advice was available to the department of urban renewal. Information from the Portland FHA office stated that in the Portland-Vancouver area the average housing expense for buyers of existing housing was 20.6 percent in 1958 and 21.4 percent for new housing. Actual arrangements vary with costs in the locality. Vancouver, with much lower real estate taxes, has the advantage of lower housing costs than the Portland area.

Proposals for Obtaining Relocation Housing. - The relocation plan outlined methods for obtaining listings of dwellings. Available private dwellings were to be

located through the real estate board, real estate offices, private owners, newspapers and other sources of sales and private rentals. The urban renewal department had a good working relationship with these sources which grew out of the assistant director's work with them on the relocation of tenants from the McLoughlin Heights war housing project. Since both the FHA-231 housing for the elderly and the public housing are being built to fill the need pointed out by the initial report, both agencies were to coordinate with the site office to assist in rehousing the displaced households. Constant contact with them about both present and future needs was planned. The following program of relocation was set forth:

1. When relocation has begun, all sources will be contacted through the relocation committee, newspaper stories, personal calls and telephone, and these will be asked to list vacancies. A constant recheck for vacancies from all sources would be made, as would a canvas for special requirements as necessary. Newspaper advertisements were to be used if required.
2. As notices of vacancies occur, a complete listing would be established in the site office, their locations, size, rental, utilities and equipment supplied and other pertinent information would be

- noted. All vacancies would be inspected by the staff to insure such housing meets minimum standards.
3. Since both the FHA-231 financed housing for the elderly and public housing would be built to fill need developed by clearance of the Esther Short Industrial Project, preference for displaces from that area was inherent in their arrangements.
 4. A newly-organized non-profit corporation building housing for the elderly had not yet set income limits nor rents; however, the plan for building such housing was to create a supply of housing within the means of the elderly individuals surveyed for the eligibility and relocation report.

The Housing Act of the State of Washington stipulates that Housing Authorities set rent rates allowing not less than one-fifth of the family's income for gross rent except that for families with three or more minor dependents the ratio shall be one to six. Actual rates have not yet been set.

The analysis of rehousing needs made at the time of the eligibility and relocation report did indicate a deficit in the supply of existing housing, chiefly in the supply of rental housing for low-income and elderly people. The relocation plan outlined the steps that have been taken to provide additional housing. As set forth

in the initial report. Vancouver was certified for FHA-221 insured housing. Approximately 90 homes had been purchased in the community with the help of the certification. Of the families in the project area, 24.7 percent were home owners. With their equities in their homes and the \$9,000 loan available under FHA-221, those families who wish to purchase new homes should be able to buy acceptable housing. The redevelopment of McLoughlin Heights by the Vancouver Housing Authority provided an exceptional number of homesites within the city limits; the authority had an inventory of over 400 lots available in redeveloped areas. Families having an equity of several thousand dollars would be able to purchase new homes in this area.

The proposed plan stated that speculative builders were continually constructing new units in McLoughlin Heights.

Included in the relocation proposed was a plan for public housing. At the request of the city council, on recommendation of the urban conservation board, the Housing Authority agreed to construct, maintain and operate such housing accommodations as may be required to house persons displaced from the project. The housing would be made available during the relocation period of the project. The report stated that the Vancouver Housing Authority was well equipped to carry out its agreement. It had replanned and was in the process of

redeveloping the 1,000 acre McLoughlin Heights residential project. All the tenants of the former temporary housing project had been relocated. It had paid for all its land and for redevelopment costs on an inventory of some 400 lots. It had a cash reserve fund for public housing of \$608,000 and continues to add to this reserve as additional lots are sold. It had a fine record on management of temporary housing as well as redevelopment. The laws of the State of Washington grant it the right to construct, maintain and operate housing for families of low income. It owns land suitable for the construction of a housing project and has the right of condemnation if other property should prove better for the use of relocatees.

Thirty percent of the adults in the urban renewal project area were elderly. Special FHA-231 financed housing and public housing would assist these people. Few minority groups were involved and the city is well integrated; nevertheless, the mayor's committee on open housing would assist the four non-white families in relocating. There are no national or religious groups in the area. Few large families lived in the area. These would be served by public housing.

Eviction Policy. - As part of the relocation plan, an eviction policy was established. Eviction of an occupant would be used only as a last resort and the relocation

office would make an effort to provide relocation services prior to instituting eviction proceedings. Eviction would be undertaken only under one or more of the following circumstances:

1. Failure to pay rent.
2. Maintaining a nuisance or using the premises for illegal purposes.
3. A material breach of the rental agreement.
4. Refusal to consider accommodations meeting relocation standards.
5. Refusal to admit a relocation interviewer.
6. Situations requiring eviction under state or local law.

In any case, where a notice to vacate was served or other steps were taken to remove a family by legal action, such action would be in compliance with the laws of the State of Washington and would be carefully documented.

Since all residential property in the project area would be acquired, there would be no cases where families were evicted by landlords in order to perform rehabilitation or code enforcement activities, or by other public bodies. The businesses remaining in the area did not require relocation because of code enforcement or acquisition by another public body. If eviction became necessary because of acquisition of property in other areas of the city by other public bodies, the

assistance of the department of urban renewal would be offered in relocating the families involved.

Relocation Payments. - The proposed system of relocation payments set out in the plan were to be made in accordance with the rules and regulations governing relocation payments as prescribed by HHFA.

1. Families, individuals and business concerns would be eligible for such payments.
2. Occupants would be required to submit claims on the proper forms within six months after the moving expense is incurred or the direct loss of property suffered.
3. Families and individuals would be given the option of accepting a fixed payment for moving costs or payment of their actual moving expenses and any direct loss of property provided that such expense or loss does not exceed that allowed by the rules and regulations of HHFA. If the expense or loss did exceed this amount, payment would be made for the maximum amount allowed by the regulations.

DETERMINATION OF BLIGHT

In submitting the initial application for survey and planning funds, the city alleged that the area

proposed for the urban renewal project was blighted and had submitted estimates concerning the degree and extent of blight in the area. As a prerequisite to acquiring funds for the urban renewal project, and to be on substantial legal ground in pursuing the urban renewal program, factual data must prove that blight does occur in the project area. A planning consultant firm was engaged by the urban renewal department to undertake a survey and analysis of the condition of the project area to determine the extent of substandardness and make a determination as to whether the area constitutes a "blighted area" in the terms of the definition contained in the Washington Urban Renewal Law. A blighted area as defined by the Washington State Urban Renewal Law is stated as follows:

Urban Renewal Law, RCW 35.81

"Sec. 2. 'Blighted area' shall mean an area which, by reason of the substantial physical dilapidation, deterioration, defective construction, material, and arrangement and/or age or obsolescence of buildings or improvement, whether residential or non-residential, inadequate provision for ventilation, light, proper sanitary facilities, or open spaces as determined by competent appraisers on the basis of an examination of the building standards of the municipality; inappropriate or mixed uses of land or

buildings; high density of population and over-crowding; defective or inadequacy, accessibility or usefulness; excessive land coverage; insanitary or unsafe conditions; deterioration of site; diversity of ownership; tax or special assessment delinquency exceeding the fair value of land; defective or unusual conditions of title; improper subdivision or obsolete platting; or the existence of conditions which endanger life or property by fire or other causes, or any combination of such factors, is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency and crime; substantially impairs or arrests the sound growth of housing accommodations, constitutes an economic or social liability, and/or is detrimental, or constitutes a menace, to the public health, safety, welfare, and morals in its present condition and use."

An individual inspection of each building was necessary. There are various ways by which inspections can be conducted and standards set forth to determine blight. The schedules used were designed for reporting first-hand observations confined to actual conditions and related to specific standards by reference to codes and other regulations. Opinionated conclusions were reduced to the minimum.

The measurement of blighted characteristics of the subject area was based on an appraisal of structural

and other conditions in terms of twelve criteria. These criteria were:

1. Deterioration
2. Defective materials and/or construction
3. Defective arrangement
4. Inadequate provision for light
5. Inadequate provision for ventilation
6. Over-crowding in structure
7. Improper or inadequate sanitary facilities
8. Other evidences of insanitary conditions
9. Fire hazard
10. Other hazards
11. Inappropriate or mixed uses of land or structure
12. Excessive land coverage

In selecting the above criteria from among all of the ones established by the definition of a blighted area in the state urban renewal law, consideration was given to resting the final determination on facts most directly bearing on public health, safety, welfare and morals. Accordingly, conditions were measured in terms of such criteria as dilapidation and deterioration, defective materials and/or construction, inadequate provision for light or ventilation, and other deficiencies in construction or sanitary facilities, or those contributing to fire and other hazards, rather than to deficiencies related to the use of land, such as faulty lot layout,

inadequate streets, or diversity of ownership.

The survey of structures was designated to include four major divisions of work and to cover all structures and their properties.

1. Field survey of each structure, including enumeration of deficiencies and observations in accordance with a systematic schedule.
2. Completion of schedules by survey personnel; office editing, coding and preparation for machine tabulation.
3. Tabulation of data enumerated on the basis of edited and coded schedules.²⁴
4. Interpretation of the findings of the survey in terms of the statutory requirements of the Washington Urban Renewal law.

Survey Schedules. - The objective of the survey schedule used for recording field observations was to collect data in an orderly and systematic fashion for the appraisal of each structure in terms of the criteria relating to the deficiencies of structural condition, and to conditions or violations of the use of the property constituting hazards. The criteria for which information was thus obtained included items one through ten of the

24. This tabulation was performed by the Service Bureau Corporation, Portland, Oregon, a subsidiary of International Business Machines Corporation.

twelve items previously described. The field survey using this schedule was conducted by personnel drawn from city and county departments. Schedules for reporting data and observations with reference to excessive land coverage (item twelve of the basic criteria) were used by the consultant in conducting an independent survey covering all properties in the project area.

Inspections based on the schedule containing information on criteria one to ten, inclusive, included both interior and exterior observations. The survey appraisals involving items eleven and twelve were based upon the examination of cadastral maps and measurement of building sizes relative to the land coverage of the lot for each principal structure, and to the character of properties in the immediate vicinity to indicate a possible blighted condition resulting from inappropriate or mixed uses of land.

The schedule used for purposes of enumerating items involving structural condition was designed to collect data on structural features and conditions in terms of compliance with the minimum provisions of the applicable city codes and ordinances. The number, kind and extent of deficiencies representing violations of the city codes were determining factors in assessing substandardness. The schedule used for structural inspections was coded so that each item or structural feature was referred to the

appropriate section in the Uniform Housing Code, 1958 Edition, which is in effect for the City of Vancouver.

Field Survey. - Personnel engaged to conduct the field survey and enumeration were selected on the basis of their technical qualifications for the respective duties assigned. These included the following:

Chief building inspector, City of Vancouver

City building inspector, City of Vancouver

Fire chief, City of Vancouver

Sanitarian, Clark-Skamania District Department of Health

These persons comprised a "survey team" which inspected the structures in the urban renewal project area. Both the exterior and interior of each structure were inspected thoroughly, and violations of city codes were noted and a record made at the site of each respective property. The survey team was engaged by the planning consultant and conducted the inspections outside of regular work hours.

The inspectors were required to determine conditions for twenty-one items concerning the exterior of the structure and condition of the lot, and thirty items relating to the interior of the structure, including basement, heating system, electric and gas utilities, sewage disposal and basement plumbing. Additional items covered such other features as exits, interior stairs and halls, garages, utility buildings and other accessory structures.

In addition to the basic structural data, the inspectors obtained data and made observations for thirteen items involving conditions in the kitchen, nine items revealing conditions in the bathroom, and an additional six items of data pertaining to each other room in every living unit in the structure.

The responsibility for over-all direction of the survey of structural conditions was assigned to the chief building inspector. Violations were recorded on the property at the time of inspection by the use of a recording device. Written transcriptions of the recording were made by the urban renewal department. The data obtained from the recordings were entered on the housing inspection record. Upon completion of the transcription, each schedule was reviewed by the chief building inspector who numbered the violations or deficiencies and cited the code sections of the Uniform Housing code or other codes which were in violation. Upon completion of the housing inspection record an inspection report summarizing the deficiencies and violations was prepared.

The sanitarian's report referred specifically to the following portions of the housing code:

H-401(c) Whatever is dangerous to human life or is detrimental to health as determined by the health officer.

- H-401(h) Whatever renders air, food or drink unwholesome or detrimental to the health of human beings as determined by the health officer.
- H-1001(a)12 Infestation of insects.
- H-1001(a)13 General dilapidation or improper maintenance as it applies to tables, etc.
- H-1001(a)14 Lack of connection to required sewage disposal system.
- H-1001(a)15 Lack of adequate garbage and rubbish storage and removal facilities.
- H-1001(i) Those premises on which an accumulation of weeds, vegetation, junk, dead organic matter, debris, garbage, offal, rat harborage, stagnant water, combustible materials and similar materials or conditions constitute a health hazard.

Office editing, coding and deficiency ratings. -

Following completion of all schedules and reports for each property, the consultant and the urban renewal department reviewed each such schedule or report, noting in the appropriate places certain other data such as those relating to structural conversions (single family or multiple family use), number of dwelling units, and accessory structures on the lot, etc.

The succeeding step in the process of office handling involved the enumeration of deficiencies by structure. This was done by entering on a special form the deficiencies of each structure in terms of the ten criteria adopted for determination of structural substandardness and the two remaining criteria for determination of blighted conditions resulting from mixed or inappropriate uses of land and excessive land coverage.

In assigning deficiencies to each structure, the consultant purposely rejected penalties not regarded as constituting a major violation threatening the safety and health of the occupant. For example, no penalties were assessed against a structure in which sinks and lavatories were not vented, even though the housing code required venting. A structure once penalized for a deficiency did not receive additional penalties for each such deficiency.

As a specific illustration, structure F-32-1, located at 714 Esther Street, was reported by the building inspector as having sixty-eight code violations and by the sanitarian as having seventeen additional sanitary violations, yet in the office assignment of deficiencies it was reported as having one each for deterioration, defective materials or construction, defective arrangement, inadequate ventilation, over-crowding in the structure, improper or inadequate sanitary facilities, and evidence

of fire or other hazards, or a total of nine. Thus, the survey shows, for example, the number of structures in which fire hazards were found, not the total number of fire hazards for each. Upon completion of office editing and coding of schedules and reports and the assignment of deficiencies, all data were tabulated.

Interpretation of data and findings by the consultant. - In reviewing the survey findings on the structures inspected, it was found that 87.9 percent of the total, both residential and non-residential, were substandard. All of the structures were inspected except five. Of the five structures not inspected, four were in residential use and one in non-residential use. If the five structures that were not inspected are arbitrarily classified as standard, then 85.5 percent of the total of all structures in the area can be said to be substandard. Substandard residential structures represented 96.7 percent of all those inspected. Again, assuming that the four residential structures not inspected were standard, it is shown that 94.1 percent of all residential structures are substandard.

An analysis of the findings shows that most of the residential buildings are substandard by the reason of deterioration; that in excess of 55 percent have improper or inadequate sanitary facilities; that fire hazards exist in nearly 91 percent of the dwellings; that other

hazards occur in almost 88 percent of the structures; that 39 percent of the residential buildings have been converted to gain additional living units at the expense of violating building, sanitation and other codes; that of the converted structures 90 percent are substandard in terms of a combination of the criteria "deterioration" and "defective arrangement," 83.33 percent are deficient in a combination of the same two criteria plus the criteria of "fire hazard."

Structural and living conditions. - According to the chief building inspector, the great majority of the residential buildings were built without foundations and without basements. The buildings had settled out of shape over the years and considerable dry rot was found. Most of the plumbing in the buildings was installed after the buildings were constructed and the majority of the pipes were exposed to the exterior of the building. The old-fashioned pantries off the kitchen were converted into bathrooms. Very few of the plumbing fixtures had adequate vents and sewer gas was allowed to escape into the rooms. In numerous cases, the plumbing under the house consisted of clay and concrete tile, and in many instances the tile was cracked and broken and seepage occurred in these areas. Electrical wiring was also installed after the houses were built, with the wires being exposed on the surface of the walls. In practically all cases the wiring was

extremely overloaded with modern electrical appliances. Many drop cords were used from the center of a room over to the walls at convenient outlets. According to the building inspector, this type of makeshift wiring is the greatest source of electrical fire hazard.

Almost half of the structures had been illegally converted into apartment houses without applying for permits to make the conversions. This was accomplished by closing and nailing the doors between rooms. Most clothes closets were converted into kitchens. At times, one small bathroom would serve as many as ten apartments. In some cases, a common sink in the hallway would serve eight to ten apartments. There were poor heating facilities in many of the older buildings. Numerous apartments were heated by using open burners on the gas ranges. According to the building inspector, the exit facilities in hallways were inadequately lighted.

According to the fire chief, new improved methods of fighting fire and better equipment have resulted in the lower incidence of fire in the city as a whole during the three-year period from 1957 through 1959. The fires in the proposed project area had not decreased as had the fire rate throughout the rest of the city. The number of fires in the urban renewal area was progressively higher from 1957 through 1959.

The condition of the yards and open spaces in the area was cluttered and garbage and garbage containers were located throughout each lot. According to the County Health Department, this was an excellent place for rodents to gather. Many rodents and rodent signs were noted in the inspection of the area. There was also a lack of water closets and lavatory and bathing facilities and according to the sanitarian, in some cases it was necessary to wash dishes in the bathroom. Most bathrooms were found to have little ventilation. In a number of cases, the windows from the bathrooms opened into the kitchen. There was also an overcrowding of structures. Families with children would be housed in one or two rooms.

According to the chief of police, the proposed urban renewal area comprises .8 percent of the city's area and houses 1.5 percent of the city's population, but supplies one-sixth of all the local addresses of those who are booked at the city jail. The police department found, by examining the addresses of the defendants, that the rate of arrests for residents in the proposed urban renewal area is approximately fourteen times greater than the rate of the defendants in the remaining portion of Vancouver.

PUBLIC HEARING²⁵

On completion of the investigation of degree and extent of blight, a public hearing was held by the city council to determine whether the area was blighted as defined in the state law and whether the urban renewal plan conformed to the comprehensive plan and would afford a maximum opportunity for development consistent with the need of the city. The city council also was to determine that an adequate financial program existed for carrying out an urban renewal project.

After the opening remarks and presentation by the assistant city attorney, the officials of various other departments and agencies spoke concerning their role in the determining of blight or other things the city was to decide. The building inspector, the police chief, the fire chief, the county health sanitarian and the county health officer all spoke; the planning director spoke concerning the comprehensive plan; and then the mayor let the audience speak concerning the proposal.

There were approximately one hundred-fifty people present and only nine spoke concerning the urban renewal project. Two of the nine were against the project and

25. Vancouver City Council. City Council minutes, Vancouver, Washington, February 7, 1963. p. 1.

only one was a resident in the area and she was not a property owner. The other seven merely asked questions concerning the administration of the program. The council then closed the hearing and stated they would make their determination at the next council meeting of February 14, 1961. At their meeting of February 14, 1961, the city council found that the area was blighted. The application for loan and grant funds was then submitted to the federal government.

EXECUTION OF THE PROGRAM

The application for loan and grant funds was approved September 1, 1961, and the money received. The execution phase of the program was then initiated. The various stages of the execution phase of the project were carried on simultaneously. Certain demolition and site improvements were taking place as land was being acquired. Relocation activity also was necessary as the property was purchased. Land disposition is the only phase that has not yet taken place as of September 1963. The city's Urban Renewal Department administers the execution of the project. Various specialists are retained for certain phases as they are needed.

LAND ACQUISITION

The city conducted appraisals for the property in the spring of 1961, prior to the submission of part II loan and grant application. The city hired four appraisers who were located in the city. Each appraiser was assigned a quarter of the urban renewal area. An

appraisal supervisor was retained to coordinate the appraisal activities. The second appraisal was conducted by a Portland firm of appraisers. After the two appraisals were made, an appraiser from the real estate office of the Urban Renewal Agency from San Francisco and the local appraisal supervisor reviewed the two appraisals. The appraisal supervisor and the urban renewal representative from the San Francisco office also made a field check of the properties involved and then arrived at a price to be offered to the property owners. In all cases, the prices were above the lowest appraisal. The first acquisition took place in September 1961. All but four of the properties to be purchased have been obtained as of September 1963. Possibly the four properties will have to go into a condemnation suit in order for the city to obtain them.

The method the city used for purchasing property was by a fixed price offer. Some urban renewal programs negotiate with the property owner to arrive at a sale price. Vancouver established a fixed purchase price and did not negotiate with any of the property owners. The city felt that establishing a fixed price of acquisition would be an expedient method since the property owners would know that the price offered was the only offer available. By using a fixed price acquisition procedure, land speculators could not purchase property from older

people in the area at a favorable price and then sell it to the city for a big profit.

The city retained an acquisition agent as a representative in acquiring the properties. The city's acquisition agent was a long-time resident of Vancouver and knew many of the people in the area, which aided in ease of acquisition in some cases.

A form letter was sent to each property owner prior to being contacted by the city's land acquisition agent. The letter stated the price the property owner would be offered and how the relocation would be handled. The acquisition agent called on the people in the area after they had received the letters. In most cases, three or more trips were necessary to obtain a signature on the proper documents to instigate the sale. The city's agent would encourage the owner residents to take advantage of the city's services in relocation. He explained to the residents and property owners the process of relocation and how long before they would have to move. As soon as the proper document was signed to instigate the sale, money for the sale was put in escrow at a local title company. This seemed to help put the people at ease, by knowing that the money was available as soon as they needed it for relocation. The city established occupancy policies so when owner-occupied property was purchased,

the owner would have sixty days free rent. This included business uses as well as residential structures. The renters of buildings purchased by the city had to pay rent to the city until they moved. The land acquisition specialist stated that many of the older people in the area felt the city was a monster whose only objective was to cause them trouble. Several visits by the acquisition agent discussing the program and relocation with the people seemed to dispel some of their fears.

DEMOLITION AND SITE IMPROVEMENTS

Demolition was done by the contractor submitting the lowest bid for the project. As parcels were acquired, the contractors' bids were let and demolition took place. The city waited until there were several structures to be demolished prior to setting up bids for the contractor. The city fire department used a few of the buildings for drill. These buildings were burned in place. Demolition started in January 1962.

As the structures were acquired, many of them had healthy, sturdy shrubbery on the lot. This shrubbery was given to the Park and Recreation Department, or in some cases was sold to private individuals and nurseries. Some of the buildings were in such a structural condition that the building inspector approved them to be moved to

other sites. This, however, was a very small proportion of the total number of buildings in the area.

As the buildings were removed, certain site preparations were developed. The initial improvement was a sewer main constructed in August 1962. The site preparation consisted of closing the streets, installing water mains, storm sewers, sanitary sewer lines, electrical and telephone lines. The site preparations are under way at the present time. The city is attempting to encourage the Pacific Northwest Bell Telephone Company and the Clark County Public Utility District to place their wires underground. The public agency is now permitted to pay the difference in cost between overhead wires and the underground installations. A problem might arise with the Public Utility District since it would not know the type or size of line to be established for the property.

When the streets are vacated by the city in accordance with the plan, they will not be destroyed as part of site improvements. Rather, they will be allowed to remain as is to provide more flexibility and possibly lower cost for site development by the new property owner.

RELOCATION

At the beginning of the project, under the planning and survey grant, some Clark College students were

retained to conduct a survey in the proposed project area. The survey was to determine the number of families and the family composition of the people residing in the area in order to design a program for relocation.

The actual relocation phase was conducted by one relocation specialist supervised by the assistant urban renewal director. The relocation specialist and the assistant urban renewal director both worked with social agencies prior to the Vancouver project and were able to coordinate with the agencies to provide assistance to the people being relocated. The relocation was started in September 1961 and was completed by August 1963.

The community, and the people residing in the project area, were kept apprised of the status of the project as it developed. The newspaper was very cooperative and published the information as it was compiled. The newspaper took particular care in pointing out that the people did not have to move until their property was purchased, and that the city did offer relocation counseling. In order to further the dissemination of information and to give assurance to the residents of the area, public meetings were held to which the residents were invited. The city sent short letters to those who resided in the area during the planning stage, and notices to all the landlords and tenants by letter as soon as the city was prepared to

commence acquiring property. The various social agencies, social workers, public health nurses, etc., were also kept apprised of the progress of the program. These people were able to keep their clients informed and to coordinate with the city in case of special questions and conditions. This procedure was further assurance that the program was being explained by someone the relocatees already knew and trusted.

The Portland office of FFHA also gave assistance by meeting with realtors and lenders in Vancouver to point out their various programs. The realtors and lenders were also kept up to date on the progress of the program and were encouraged to keep in contact with the urban renewal department while relocation was in progress.

There were experienced citizens groups prepared to participate in the relocation program. The relocation committee of the urban conservation board had been organized and was engaged in some relocation activities before an urban renewal program was undertaken. When the war housing project on McLoughlin Heights was in the process of being phased out, the committee had worked with the relocation program for that project. A mayor's committee on open housing had also been appointed and worked with the relocations of minority groups. Listings of proposed dwellings for relocatees were obtained by reviewing newspaper advertisements, by occasional

advertising by the city, from realtors through the relocation committee, from owners of inexpensive standard apartments and houses in the city. There was only one rental agency in the city, but it was very cooperative and made no charge to relocatees.

The city Urban Renewal Department attempted to find housing in areas where the people desired to relocate. At times, a group of people who were living together in housekeeping rooms became somewhat of a family and all wanted to move to a new area together. The people being displaced were encouraged to use the relocation facilities offered by the city and were encouraged to request the city building inspector to inspect their new house before it was purchased.

Public housing is at the present time being prepared for people who are being relocated. The urban conservation board and the city council have both recognized the need for public housing if an urban renewal project is to be completely carried out, but every one has been reluctant to request the Housing Authority for public housing to support the urban renewal project. The city waited until after the public hearing on the program before requesting the Housing Authority for units of public housing. Consequently, the public housing is just now being completed, after the relocation has taken place. The city has worked out certain procedures for dealing with this

situation, by establishing intermediate housing until the projects can be completed. A combination request for notification when public housing applications were to be taken and a certificate for displacement from the urban renewal area were designed on cards. A card was completed for every eligible family and individual who moved out of the urban renewal area and into substandard housing or were paying more rent than they could afford. When the Housing Authority opened its office for applications to a new public housing project, these people were notified that they could apply at the Housing Authority office or at the site office of the urban renewal project. The city urban renewal department took many applications from the relocatees. If the Housing Authority had no response from them they were telephoned or called upon. The urban renewal department had a copy of the proposed plans for the public housing units and a policy statement from the Housing Authority so that they were able to show the people what the new homes would consist of and state the attitude of the Housing Authority as the landlord. The type of approach proved fruitful since some of the families held doubts about public housing. To them public housing meant war-time temporary housing, which had been prevalent to this area. When the families saw the plans they were impressed and frequently made applications at once. As the units at the present time are under

construction, they were available for inspection by the proposed tenants.

The Portland FFHA office kept the urban renewal agency informed of properties that were available through that agency and provided the urban renewal department with keys just as it does realtors, so the houses could be shown. The Portland FFHA office also expedited loans and corrected misunderstandings which the relocatees might have had concerning problems of buying.

Two apartment projects which are designed for people with medium incomes have been constructed in Vancouver. These projects opened up vacancies in some of the older, cheaper standard apartments that had previously been difficult to obtain.

Many people that were aged and infirmed were residing in the urban renewal project area. The urban renewal department obtained the name and address of a near relative and of the social worker, or public nurse, if there was one involved. Many times the relative, case worker, or nurse had been attempting to place someone into a nursing home, boarding home or institution for psychiatric care. This relocation provided the necessary change in circumstances to bring this about. The urban renewal department made it clear to the professional social workers that they were not attempting to enter their field of social work but only to ask for advice and support. When

a common ground was established, a coordinated program was very successfully conducted.²⁶

One elderly man, as an example, was a tenant and his only source of income was a small social security pension. He was also rapidly becoming senile. He and his son had quarreled and they had not corresponded for a long period of time. This man would not go to the public assistance office or ask for help from his son. The urban renewal agency notified a nurse from the medical aid program. She called upon him and helped him arrange for nursing home care with public assistance. After agreeing to accept aid, the man permitted the relocation specialist to notify his son that he was entering a nursing home. The son then contacted his father.²⁷

In another case, an elderly couple with adequate finances were very suspicious and would not trust the urban renewal department or social workers. The urban renewal department met with the couple's children and explained the program of relocation and what aid the relocation office could be and the type of financial assistance would be available. When the son understood

26. Walker, Katharine H. Final relocation report. Vancouver, Washington, Urban Renewal Department, September 1963, p. 2.

27. Ibid., p. 3.

what was involved in the process, he helped his parents work out plans that would fall within the scope of the regulations.²⁸

In the last family to be relocated there were seven children. The rent had not been paid to the former landlord for several months. The husband worked very little and earned a very small amount. Most of the money that he did earn did not go to the support of his family. The State Department of Public Assistance was aiding in the food supply. The furniture in their existing house was broken and run down. Their washing machine was also broken. The urban renewal agency checked into the husband's employment record and found that he had a heart condition and was unable to qualify for several employment opportunities that had been offered. The husband was reluctant to receive medical attention. The urban renewal department urged the husband to enter the Veterans' Hospital for a physical checkup. The preliminary test results showed the husband's heart condition and stated he could not work. This enabled the mother and children to qualify for dependent aid through the State Department of Public Assistance.

The Portland Housing Administration volunteered to take the family until the public housing was available in

28. Ibid., p. 3.

Vancouver, provided Vancouver Housing Authority would take the family back, and the State of Washington would continue to furnish public assistance while the family was located in Oregon. When all the plans were completed and the various agencies involved had reached an agreement as to conditions of the transaction, the family did not want to move from Vancouver. Respecting this desire, an unfurnished house was found in Vancouver. Since the public assistance funds could not be made available until the husband's diagnosis was complete and did not provide funds to replace the broken and worn-out clothing and furniture, the St. Vincents DePaul Society assisted the family while it awaited the assistance funds. They purchased a washing machine to replace the old one. The soldiers and sailors relief funds also provided some financial assistance. The family did not own enough beds so the local Elks Club bought some beds and the local transfer company delivered the beds and the washing machine without charge. While the family was awaiting the beds, the city fire department provided a week at camp for some of the children. The firemen also provided silverware so all the family could eat a meal at the same time. The Salvation Army, Catholic Daughters, and employees at the City of Vancouver supplied the family with clothing. The husband will now undergo a heart operation, as he had a

valve defect as well as angina.²⁹

This case has been discussed in detail to point out that certain problems existed regardless of whether or not an urban renewal project was undertaken. It points up the need for coordination among various agencies and the extensive work the urban renewal relocation department put forth in assisting people to be relocated. If the family had been relocated into a new unfamiliar neighborhood with all of their problems and needs, greater problems could have arisen. Problems of relocation were sometimes solved by requesting aid of the State Employment Office to find jobs for out-of-work relocatees. Persuading elderly people to allow the department to contact their children was often a help to the department in relocation and also to the relocatee.

The relocation specialist discussed old age assistance program as being a social security plan for those who were born too soon to get social security. It was felt that this approach would encourage them to seek the public assistance they needed without a sense of shame.

Non-residential uses were also part of the relocation plan. A representative of the Small Business Administration office from Seattle was invited to discuss with the businessmen the programs that were available to them. The

29. Ibid., p. 4.

businesses in the area were very small and needed help in relocating. The urban renewal office provided assistance in filling out claims forms and in locating possible bidders for the business equipment. Often it was impossible to find people in Vancouver to purchase business equipment and then the urban renewal office sought bids from neighboring cities, such as Portland.

The thirty-one families who moved into purchased standard housing within the city were widely dispersed. Other buyers moved to standard quarters in the suburbs or in Portland. Only one of the families had lived in standard housing in the project. Twenty families moved into standard rental housing within the city. There were 120 single individuals in the area, 41 moved back into substandard housing. As was mentioned before, the city is attempting to get all the relocatees who moved into substandard housing to make application for public housing. Sixteen of 83 families relocated moved into substandard housing, and even so, about half had their living conditions improved. This number will be greatly decreased when the public housing is available.

A representative dealing in relocation has called on all of the families who have been relocated to note the change in dwellings and also to discuss their feelings about their new quarters. The number of self-relocations in substandard housing was created by the fact that

public housing is not yet available. Some of the families who have moved to other substandard housing did so to remain in the area from which they were displaced so they could be with their friends. Others followed the landlord to another place or returned to other substandard housing that was owned by the same landlord. One tenant even talked to the relocation specialist and said that he would apply for public housing if she would not tell his landlady.³⁰

Relocation of racial groups presented no problem in this particular project. There were only four non-white families and one non-white individual residing in the project. Two of the Negro families readily found standard housing; one Chinese family moved to Portland and purchased a home near their place of employment; one Negro family is listed as having gone into substandard rental housing, but the only reason it was classified as substandard was because it was too small. It was structurally a good house with adequate facilities and located in a good residential district.

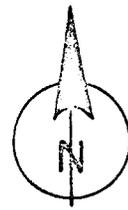
DISPOSITION

Two appraisals were also necessary to establish a selling price for the parcels in the area. Two appraisals

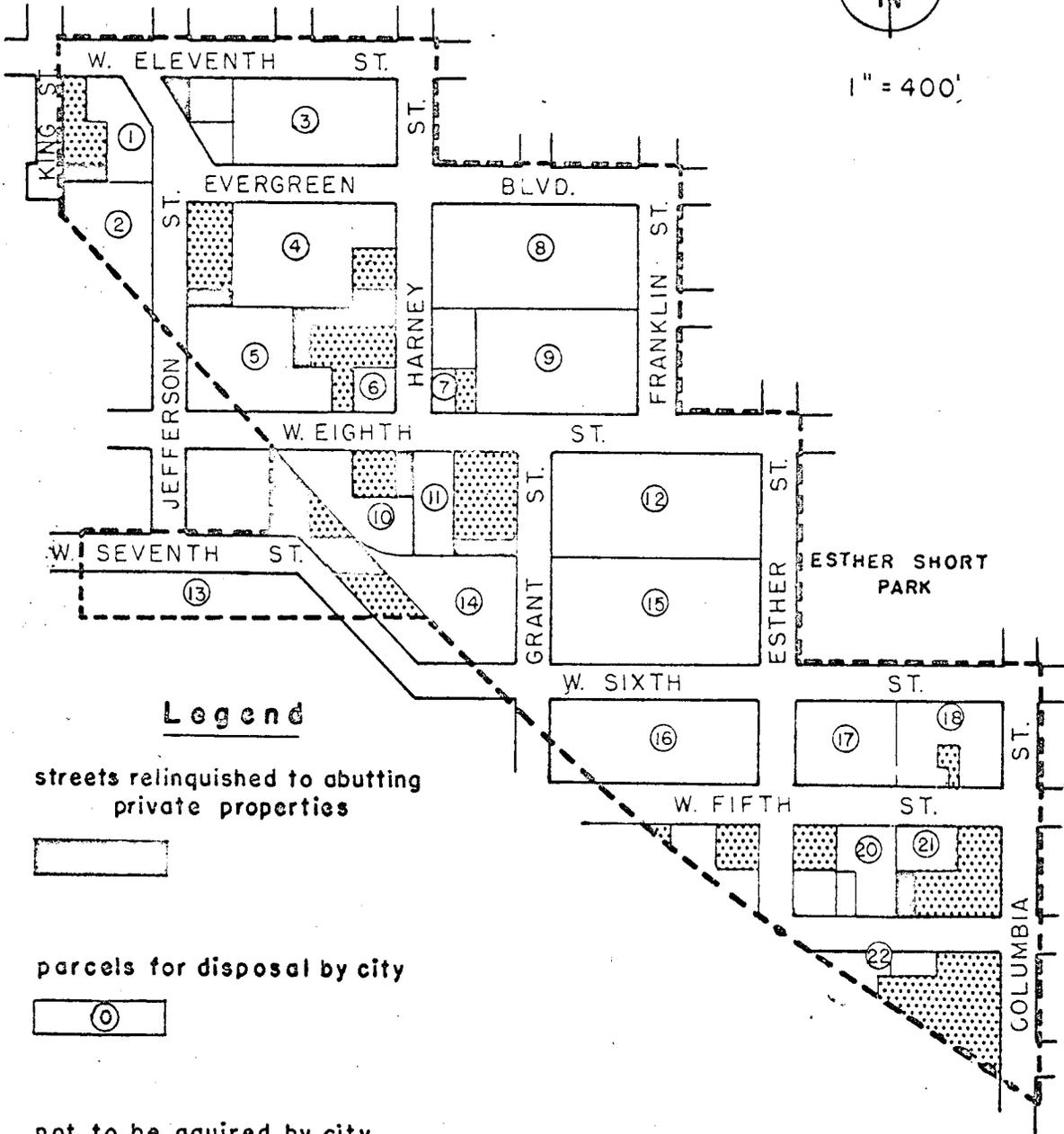
30. Ibid., p. 4.

were made, establishing a suggested minimum price per square foot. Upon completion of the two appraisals the parcels and appraisals were again reviewed by the city's appraisal supervisor and by a representative of HHFA. After reviewing the appraisals, a price was established by square feet for all the property. The property will be sold by a price-per-square-foot basis, regardless of its size. In order to sell the property it must be advertised and the minimum price established must also be stated. Prospective buyers may bid on the property and the city council selects the buyer provided he meets the minimum price that is fixed for the property. (See Fig. 11).

In reviewing and evaluating the bid proposals by proposed buyers, the council must consider the development meets the specifications and requirements of the project plan. Evaluation is given to the financial responsibility and qualifications of the bidder to finance and complete the development. The benefit to the community must also be considered. This benefit is proposed to be measured by the sociological, aesthetical and financial aspects of the proposed project. The council is also concerned about the architectural phase of the development and would consider the experience, reputation and demonstrated ability of the bidder's architect. A time estimate for execution and completion of the proposed redevelopment must be submitted by the bidder. The price

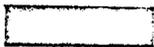


1" = 400'

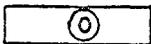


Legend

streets relinquished to abutting private properties



parcels for disposal by city



not to be aquired by city



project boundary line



(Fig. 11)

LAND DISPOSITION PLAN

ESTHER SHORT INDUSTRIAL PROJECT
 URBAN RENEWAL PROJECT, WASH. R-2
 CITY OF VANCOUVER, WASHINGTON

offered in the proposal for the purchase of the property must equal or exceed the established price. The city has adopted an ordinance stating that all bids submitted will be reviewed and measured by the aforesaid considerations.

It is stated in the city ordinance that if a bid meets all considerations the successful bidder will be determined by the city council on a priority basis. The first priority will go to an owner in the area whose property was not acquired and who wishes to acquire additional property in the project. The second priority will go to those people who owned property in the project and it had been purchased for accomplishing the goals of the urban renewal project but who desires to repurchase property in the project area. The third priority will go to a tenant whose property rights were purchased through the urban renewal program and who wishes to purchase property in the area.

Bidders in purchasing the property may submit a bid for an alternate parcel at the time he submits the bids. Bid for the alternate parcel is reviewed and processed the same as the bid would be for the parcel of the bidder's first choice. The buyer, in bidding for the property, has to present a plan for its development. Upon obtaining the property, construction must begin within eighteen months or the property reverts back to the city. This provision is designed to limit speculation. The city has published

a promotional brochure to be distributed to industrial interests, which was designed to encourage the industrial development in the area. At the present time, the parcels are proposed to be disposed of by setting up a plat and selling the property by parcels within the plat. The plat will have certain deed restrictions such as setback lines, type of buildings, uses, etc., and those uses who remain in the area must sign owner participation agreements stating they will participate with the covenants of the plat. The covenants and the uses proposed are set forth by the city zoning ordinance.

LEGAL STATUS

Although the Housing Act was adopted by the federal government to carry on the function of urban renewal, some individual states and similar jurisdictions have adopted enabling legislation or specific constitutional provisions are set forth, providing for slum clearance and redevelopment projects. The State of Washington had enabling legislation authorizing public agencies to undertake urban renewal projects. The urban renewal project in Tacoma, Washington, was the first project in the state and was challenged in the courts. It was upheld in the lower courts and subsequently heard in the Supreme Court of the State of Washington. The Supreme Court upheld the

enabling legislation and paved the way for urban renewal projects in the State of Washington.

The Bergman vs. Parker case is probably the leading opinion to date regarding urban redevelopment. The Supreme Court of the United States held unanimously that the elimination of a blighted area served a public use and that it was for Congress to determine the means of accomplishing this objective.

CHAPTER IV

SUMMARY AND CONCLUSIONS

SUMMARY

In 1949 the federal government was supplied by the Congress with the legal means to furnish aid and financial assistance to communities for the purpose of slum clearance and urban renewal.

The redevelopment program would remove physical elements of an area that had become obsolete and had deteriorated to a point which would constitute a danger to the community's health and well-being. The program would then encourage rebuilding and re-use with modern structures in conformance with the city's comprehensive plan. The urban renewal programs are planned and administered locally in cooperation with the federal government. Most levels of government are involved in the course of an urban renewal project. A joint effort is required by the local governing body, the federal government and private enterprise.

The area in Vancouver that was selected for the urban renewal project is situated between downtown and an adjacent industrial area. The area was composed mostly

of multi-family dwellings with some intermingling of business and industry. The area, for the most part, was originally designed for single-family residences and was a prominent area of the city. As the city grew, newer portions were developed and the project area declined in importance. Pressure for more multi-family housing mounted during World War I and II due to the influx of workers employed in the shipyards. The project area, with its large old homes, became a section of apartments and rooming houses. During the war years materials were not available for maintenance, and the dwellings began to delapidate. After the war many of the tenants moved out of the area. Those that stayed in Vancouver moved to a better section of the community. Because the demand wasn't as heavy and the dwellings were deteriorating, the rents were lowered to attract tenants. Because of the low rents the landlords put as many occupants in the buildings as they could with as few accommodations as possible.

When the city government viewed the area's deteriorating dwellings and evaluated its location between the business district and an industrial area, their action was to zone the area for industrial development. As a result of the municipal zoning action, an intermingling of commercial and industrial uses occurred. With the area proposed for industrial development, and with the chance of selling their property to an industry, the owners of

dwellings performed very limited maintenance. Most of the project area gradually developed into a stage of delapidation.

The city council, recognizing the need for action to combat blight, created an urban conservation board on December 18, 1956. This board was a citizens committee comprised of people from the community that for the most part were active in community affairs. Members of the board were selected to represent the entire community and not just the attitude of the people within the city boundaries.

The board was to study and advise the city council on aspects relating to the control of blight. They determined that a portion of the city had a high degree of blight. The portion of the city referred to was the present project area. The board recommended urban renewal as a course of action, and submitted a workable program to the city council for adoption on January 8, 1957. The workable program set forth objectives of the city pertaining to action for city development and the control of blight. The workable program was approved by HHFA May 1957. A year later an application was submitted to the federal government for funds to carry out survey and planning for an urban renewal project. Authorization for the survey and planning grant was received and an urban renewal department was established in early 1959. The

urban renewal department was created as a regular department of the city administration. A director, assistant, and a secretary were hired as the staff. The department contracted for technical services as these were needed. The city was to be the local public agency and the renewal program was to be administered by the newly-founded urban renewal department. The Vancouver Housing Authority agreed to finance the city's portion of the cost of the project.

An application for loan and grant funds was prepared by the urban renewal department and approved by the city council. The application set forth the plan and procedures for action. It also documented the extent of blight in the area, as was determined by a thorough inspection using locally-designed standards. The application was approved by HHFA September 1, 1961. Property appraisals were then conducted and the first property was acquired September 25, 1961. Further acquisition and relocation, demolition and site improvements were being carried out simultaneously. Relocation was completed August 1, 1963, and all properties that were proposed for acquisition, except four, were purchased as of September the same year. Condemnation proceedings are being instigated on the four remaining properties.

By September 1963 most of the land was cleared, and since redevelopment is to be for industry, the industrial

uses remaining in the area that desire additional property were in the process of developing plans for purchase in the spring of 1964. There are to be approximately 14 firms that propose to stay in the area. After these remaining firms purchase the additional property they desire, there will be about 28 acres to be developed for other industrial use.

The land disposition stage of the program has been reached. This land resource, which has been non-productive for the past years, now occupies a potentially important place in the economic base of the community.

CONCLUSIONS

It is too early to assess the success or failure of the Vancouver urban renewal project. The clearing of a blighted area to provide better housing, and the reviving of a land resource that had been dormant for several years, are goals that have been reached thus far. However, the real measure of success will be if the relocatees have a better life in the long run, and the available land in the project is rapidly developed as an industrial area.

The discussion in this section is based on the operation of the project and presented in the order of occurrence.

The urban conservation board, besides advising the city council on problems of blight, was a liaison between the city administration and the public. The board contained a sufficient cross-section of people to be generally representative of community attitudes. The individual members were already active in civic affairs and were known by many people in the community and in the project area. The board was divided into committees that

were responsible for various phases of the program. The committees would study a problem and make a recommendation to the entire board. At the outset of the program, the board was very limited in knowledge of the urban renewal process and as various stages were reached that required a recommendation, the board had to carefully evaluate its position. For example, when it became necessary for the city council to adopt a housing code, the board had to give careful consideration to their recommendation. Again, in the relocation phase of the project, the committee for re-housing generally opposed public housing as a solution. But, only after investigating all other methods to supply the needed relocation housing did the committee finally come to the conclusion that public housing was the only workable solution. The conservation board then recommended that the city council request public housing from the Housing Authority. As a result of the reluctance of the relocation committee to recommend public housing, adequate dwellings were not available when needed for the relocatees. Although the housing was late, it was generally accepted by the community. If the city council had attempted to instigate public housing without the committee process, there would probably have been much adverse action to the proposal.

The committees of the board did little fact-finding and analysis on their own. The data-gathering and

procedures for recommendation to the city council came primarily from the urban renewal department to the conservation board. The urban conservation board was more valuable to the overall program because of the board identification with the project, and this feeling seemed to be generated to others in the city. There would have been more opposition to the program if the board contained a different composition. Even some of the members of the board might have been in opposition to the project if they had not been included in the program.

In compiling the workable program, the city has developed a program of goals to assist in its fight against blight. Codes have had to be adopted and enforced, capital budgeting established, and a comprehensive plan for the community maintained and observed. The various codes and policies to prevent the spread of blight and provide for sound planning and programming would be available to the city regardless of whether there was an urban renewal program or not, but because of the workable program requirement, the action on them was very much accelerated. Some codes, such as the housing code, would not, in all likelihood, have been established at all.

In undertaking the urban renewal project, the city committed itself to following the workable program. The city proposed such an ambitious program and time schedule on the first outline of activities to be accomplished that

the program had to have several revisions. The federal government now uses a standard form for workable programs submission so that the local public agencies just include specific programs and information desired by HHFA. This procedure simplified the compilation of the program. If a city is sincere in its efforts to eliminate and prevent blight, it will adopt the tools necessary for the project.

By establishing an urban renewal department with a permanent director, assistant director and secretary, and contracting for other technical services, the city was able to have a central control over the project and still not build a large staff. On the small Esther Short project it would have been uneconomical to hire a large staff and only use them for a short period. It probably would have been almost impossible to obtain the services of various technicians as a permanent staff for only a short period of time. Also, by using local people on a consulting basis, the community was given another close contact with the project operation.

There are various methods by which a city can determine if an area is blighted. Locally adopted standards were used in Vancouver. A range of conditions was established so blight could be determined by a systematic manner. The measure for blight was based on city codes, and inspections were carried out by city and county

employees. By using this system, a detailed analysis of each building was compiled. Because of such a meticulous approach, there was no doubt as to the degree and extent of blight. Other methods and standards were considered for the blight appraisal, but most seemed too complex for this situation. Relating the criteria of blight determination to city codes gave the inspectors a common ground and they were able to deal with familiar inspection standards. The inspectors and the community also supported the inspection standards more because they knew the standards were to be applied throughout the community and not just something brought in to make an area look bad. The method used was very satisfactory and could be used again in future projects.

The process of acquisition was handled in an orderly and efficient manner. The city established a fixed price that would be paid for the property before acquisition actually began. This method of fixing a predetermined price to be paid minimized the property purchases by speculators. People were discouraged from buying the property for speculation when the owner knew what the city would pay for the property and the speculator also knew the maximum price the city would pay.

The purchase price to be offered was arrived at in a systematic manner. The fixed price was equitable for the

people in the area. By having a purchase price already established when the owners were approached, the city was able to give assurance that all properties were being treated the same. The owners knew that they could not negotiate for a higher price as is a practice in some urban renewal projects. Some projects in other areas negotiate for each parcel acquired. The system of arriving at a price to be paid for the property and then establishing a fixed price was a good method of handling the acquisition phase of the project.

Some of the industrial uses that were located in the area desired to remain. These firms were not purchased, but will be required to sign agreements that they will bring their property into conformance with the standards set forth for the area. These establishments have stated that they will adhere to the requirements of the area, although they don't know, fully, what will be expected of them. Before they are required to sign the agreement to code compliance they should be told exactly what will be required of them. Their buildings should be inspected and their property measured against the restrictions so they will know whether they can afford the improvement to allow them to remain in the area.

In clearing a blighted residential area, relocation is usually a major phase of the project, especially if the

area is to be redeveloped for non-residential uses. As mentioned in the national housing policy, it is of concern to the federal government to see that a decent home and suitable living environment are provided for the people being displaced. One of the main reasons for residential renewal along with eliminating blight and providing development opportunity is to establish better conditions for the people of the area.

The urban renewal department handled the relocation very well. Real interest was shown by the relocation agent and a close liaison was maintained with other agencies working in the same area. Although much time was spent tracing families that had moved, and for the follow-up on the families relocated, it seemed justified. It was not only time spent for the benefit of the families in the project but also the people in future projects would know the city administration was genuinely concerned for their welfare. Personal contact with the families involved in the area seemed to be a big factor in making them feel more at ease and the program more acceptable. Both in land acquisition and relocation, some of the people were frightened, and in such cases understanding representatives played a key role.

The disposition of land for any project is the mark of total success. This phase of the Vancouver project is

yet to come. The demand and marketability analysis compiled for disposal of the property estimated that the project would all be sold within a five-year period. Even so, in the light of this estimate, land disposition may encounter problems not given enough consideration in the marketability analysis.

There are limitations on the buying process and on the property which are more stringent than those customarily found in the community. The sellers of private industrial property in the metropolitan area almost never stipulate restrictions on their property other than zoning, by which all property is controlled. Private developers will, however, have greater flexibility within their reach to enter into financial and other arrangements necessary to accommodate prospective buyers. The bidding, plan review and priority system will cut down the speed of purchase and by human nature these problems will be compounded by bureaucracy. Because of the possible administrative problems which may be encountered, the urban renewal agency should be of as much assistance as possible to the prospective purchaser.

The project was handled well and at this point seemed to accomplish the objectives of eliminating blight, providing better conditions for the residents relocated and improving a valuable resource of urban land for community benefit.

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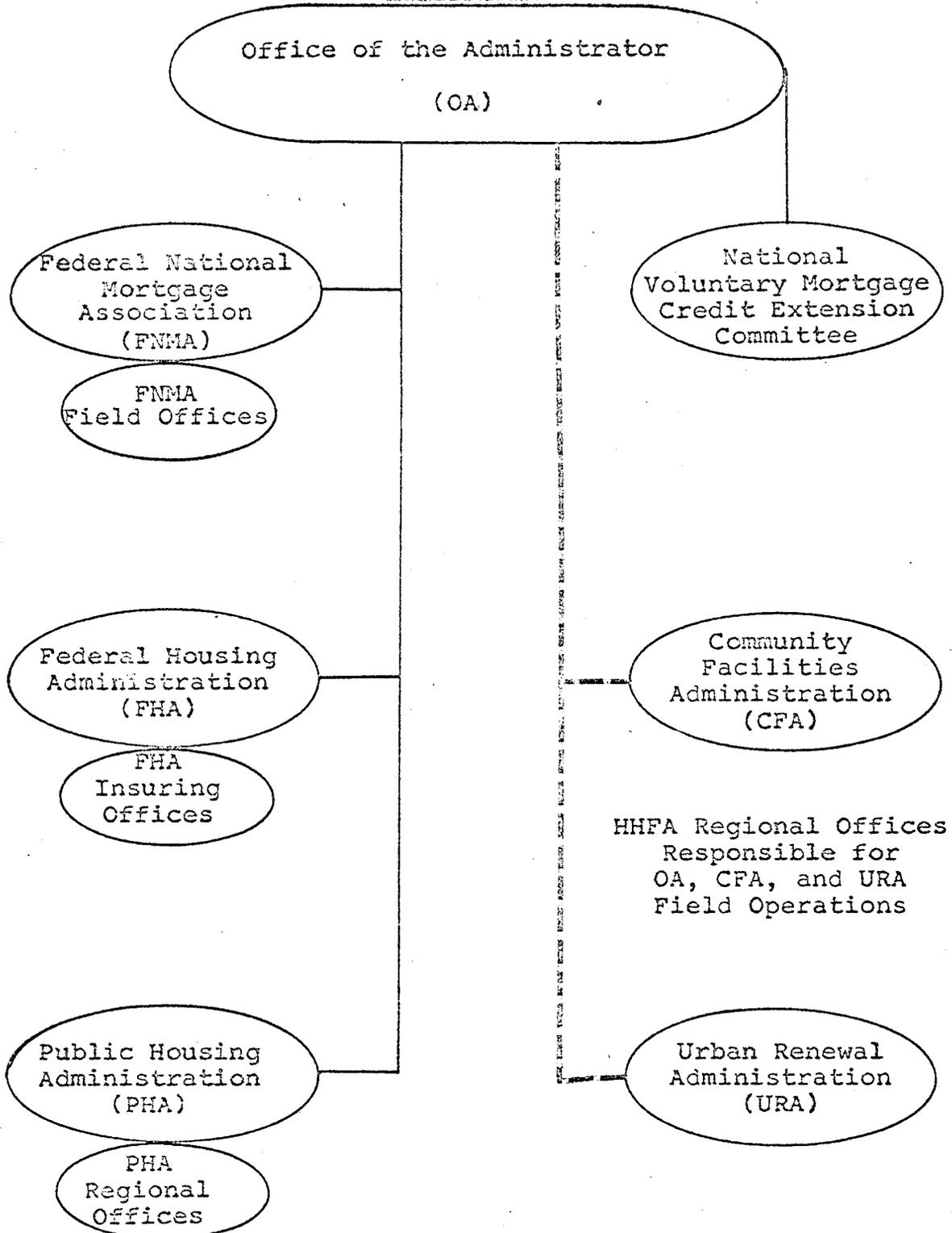
APPENDIXES

HOUSING AND HOME FINANCE AGENCY
ORGANIZATION CHART

127

(HHFA)

APPENDIX I



APPENDIX II

In adopting the Housing Act of 1949, Congress set forth the following housing policy which forms the framework for the act and future amendments:

PUBLIC LAW 171, 81st Congress. (Chapter 388 - 1st Session) (S.1070) (63 Stat. 413, 414; 42 U.S.C. 1441 and 1450 et seq.)

AN ACT to establish a national housing objective and the policy to be followed in the attainment thereof, to provide Federal aid to assist slum-clearance projects and low-rent public housing projects initiated by local agencies, to provide for financial assistance by the Secretary of Agriculture for farm housing, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Housing Act of 1949."

DECLARATION OF NATIONAL HOUSING POLICY

Sec. 2. The Congress hereby declares that the general welfare and security of the Nation and the health and living standards of its people require housing production and related community development sufficient to remedy the serious housing shortage, the elimination of substandard and other inadequate housing through the clearance of slums and blighted areas, and the realization as soon as feasible for the goal of a decent home and a suitable living environment for every American family, thus contributing to the development and redevelopment of communities and to the advancement of the growth, wealth, and security of the Nation. The Congress further declares that such production is necessary to enable the housing industry to make its full contribution toward an economy of maximum employment, production, and purchasing power. The policy to be followed in attaining the national housing objective hereby established shall be: (1) private enterprise shall be encouraged to serve as large a part of the total need as it can; (2) governmental assistance shall be utilized where feasible to enable private enterprise to serve more of the total need; (3) appropriate local public bodies shall be

encouraged and assisted to undertake positive programs of encouraging and assisting the development of well-planned, integrated residential neighborhoods, the development and redevelopment of communities, and the production, at lower costs, of housing of sound standards of design, construction, livability, and size for adequate family life; (4) governmental assistance to eliminate substandard and other inadequate housing through the clearance of slums and blighted areas, to facilitate community development and redevelopment, and to provide adequate housing for urban and rural non-farm families with incomes so low that they are not being decently housed in new or existing housing shall be extended to those localities which estimate their own needs and demonstrate that these needs are not being met through reliance solely upon private enterprise, and without such aid; and (5) governmental assistance for decent, safe and sanitary farm dwellings and related facilities shall be extended where the farm owner demonstrates that he lacks sufficient resources to provide such housing on his own account and is unable to secure necessary credit for such housing from other sources on terms and conditions which he could reasonably be expected to fulfill. The Housing and Home Finance Agency and its constituent agencies, and any other department or agencies of the Federal Government having powers, functions, or duties with respect to housing, shall exercise their powers, functions, and duties under this or any other law, consistently with the national housing policy declared by this Act and in such manner as will facilitate sustained progress in attaining the national housing objective hereby established, and in such manner as will encourage and assist (1) the production of housing of sound standards of life; (2) the reduction of the costs of housing without sacrifice of such sound standards; (3) the use of new designs, materials, techniques, and methods in residential construction, the use of standardized dimensions and methods of assembly of home-building materials and equipment, and the increase of efficiency in residential construction and maintenance; (4) the development of well-planned, integrated, residential neighborhoods and the development and redevelopment of communities; and (5) the stabilization of the housing industry at a high annual volume of residential construction.

APPENDIX III

Requirements for evaluating the physical condition and suitability of housing for displaced families -

Because a combination of the various codes was used, the general requirements, only, are incorporated in this presentation.

General Requirements:

1. All rooms shall have a ceiling height not less than 7 feet 6 inches. (Sec. H-503-a)
2. Every dwelling unit shall have at least one room which shall have not less than 120 sq. ft. of floor area. (Sec. H-503-b)
3. Rooms used for both cooking and living or both living and sleeping shall have 150 sq. ft. of floor area. (Sec. H-503-b)
4. Rooms used for sleeping shall have not less than 90 sq. ft. of floor area. If occupied by more than two persons, the floor area of a sleeping room shall be increased at the rate of 50 sq. ft. for each occupant in excess of two. (Sec. H-503-b)
5. Every kitchen shall have not less than 50 sq. ft. for each occupant in excess of two. (Sec. H-503-b)
6. No habitable room shall be less than 7 feet in any direction. (Sec. H-503-c)
7. No water closet space shall be less than 30 inches in width and there shall be not less than 2 feet 6 inches clear space in front of each water closet. (H-503-c)
8. Every habitable room shall have an aggregate window area of not less than $1/8$ of the floor area or 12 sq. ft., whichever is greater, and the windows shall open on a street, yard or court. (Sec. H-504-a and c)

9. Service rooms in dwellings shall have not less than 3 sq. ft. of window area or an approved system of mechanical ventilation and artificial light. The window may open on a vent shaft. (Sec. H-504-b, d and g)
10. One-half of the required window area of all rooms shall be openable unless an approved system of mechanical ventilation is provided. (Sec. H-504-2 and g)
11. All public hallways and other exitways shall be adequately lighted at all times. (Sec. H-504-f)
12. Every dwelling unit shall be provided with a water closet, lavatory, and a bathtub or shower of non-absorbent material. (Sec. H-505-a and d)
13. Every dwelling unit shall be provided with a kitchen and every kitchen with a kitchen sink of non-absorbent material. (H-505-c and d)
14. All plumbing fixtures except water closets shall be provided with hot and cold running water, water closets shall be provided with cold water.
15. Water closet compartments shall be finished with approved non-absorbent materials. (Sec. H-505-e)
16. No room used for the preparation of food shall be used for sleeping purposes and no room housing a water closet shall open directly into any room used for the preparation of food. (Sec. H-505-f)
17. Every water closet, bathtub, or shower shall be installed in a room which will afford privacy to the occupant, and all sanitary facilities shall be maintained in a safe and sanitary condition. (Sec. H-505-g as amended)
18. Every dwelling unit and guest room shall be provided with adequate heating facilities. (Sec. H-701-a)
19. Every dwelling unit shall have adequate lighting and each habitable room should have at least two electric convenience outlets or one electric light fixture and one convenience outlet. (Sec. H-701-b)
20. Every dwelling unit or guest room shall have access directly to the outside or to a public corridor. (Sec. H-801)

21. Residential buildings or dwelling units housing more than ten persons shall have at least 2 unobstructed exits. (Sec. H-801)
22. Habitable rooms shall not be damp. (Sec. H-1001-a-11)
23. There shall be no infestation of insects, vermin or rodents. (Sec. H-1001-a-12)
24. There shall be no general dilapidation or improper maintenance. (Sec. H-1001-2-13)
25. There shall be adequate weather protection. (Sec. H-1001-g)
26. There shall be no accumulation of weeds, vegetation, junk, dead organic matter, debris, garbage, offal, rat harborages, stagnant water, combustible materials or conditions constituting fire, health or safety hazards. (Sec. H-1001-j)

PLACES PROVIDING SLEEPING ROOM ACCOMMODATIONS:

1. A rooming house or lodging house having not more than five guest rooms shall comply with the code for dwellings. (Sec. H-401)
2. A hotel, a building having six or more guest rooms (H-401), where private water closets, lavatories and baths are not provided, shall provide on each floor for each sex at least one water closet and lavatory and bath accessible from a public hallway. Additional water closets, lavatories and baths shall be provided on each floor for each sex at the rate of one for every additional ten guests. (Sec. H-505-b)
3. Service rooms except closets shall have an aggregate window area of not less than one-twelfth of the floor area or six square feet, whichever is greater, and one-half the required window area shall be openable unless an approved system of mechanical ventilation is provided, then they may be provided with artificial light. (Sec. H-505-b and H-503-b, e and g)

EFFECIENCY LIVING UNITS:

1. They shall have a living room of not less than 220 square feet of floor area. An additional 100 square feet shall be provided for each occupant in excess of two.
2. A separate dressing closet shall be provided.
3. A kitchenette not less than 3 x 5 feet in size shall be provided. It shall be accessible from the living room or foyer only, shall be enclosed by doors, equipped with an exhaust fan (if adequate ventilation is not provided by a window) and equipped and arranged for complete kitchen use.
4. It shall have a separate bathroom accessible from the foyer or dressing closet only. (Sec. H-503-b as amended)