# Vancouver's PLAN

of War Housing
Projects Located at
Vancouver, Wash.

# Vancouver's Plan

The proposals contained in this document were developed by, and have the wholehearted support of the following local agencies:

The Board of Clark County Commissioners, the Board of City Commissioners of Vancouver, the Vancouver Planning Commission, the Clark County Planning Commission, the Vancouver Port Commission, the Vancouver Consolidated School District, and the Housing Authority of Vancouver.

# What is Vancouver's Problem?

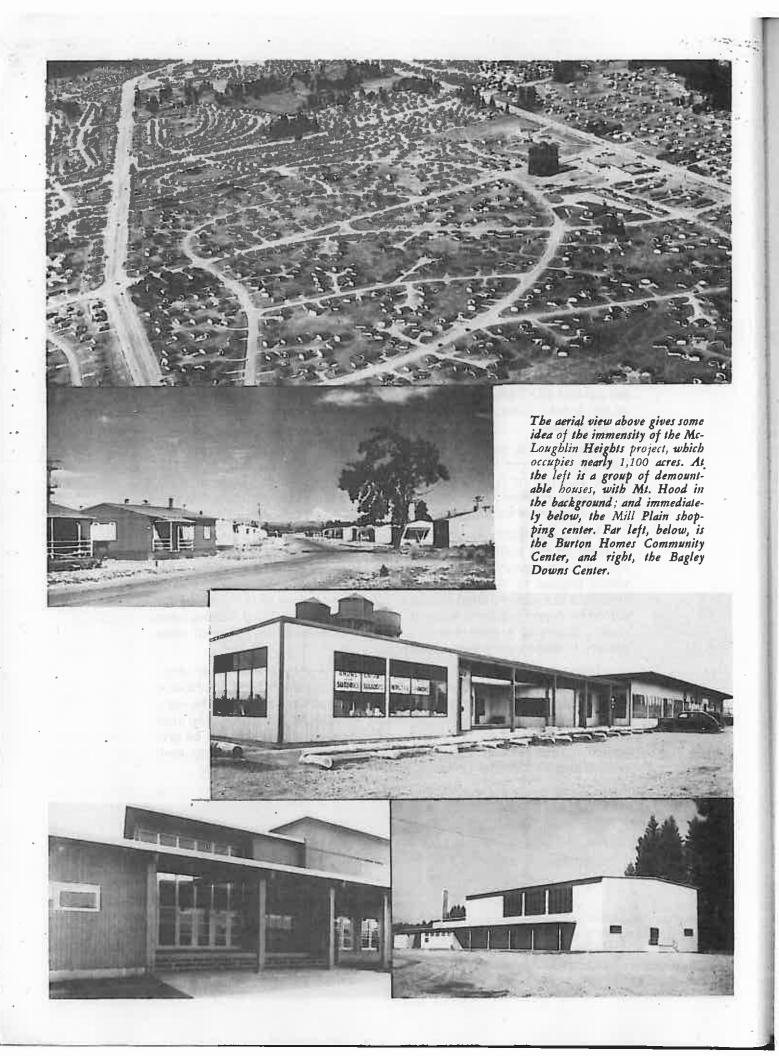
War thrust upon Vancouver, Washington, a number of problems that will plague the community for a generation after the war, unless practical, realistic plans are made by the community itself. This report is an attempt to arrive at a tentative solution to one of these problems, namely: disposition of the great blocks of federally owned land and buildings that are now occupied by war housing projects.

To understand the seriousness of the problem, it is necessary to look back to the community before the war. Vancouver then was a quiet little city of 18,000 people. Within its boundaries were some 6,000 homes. With the war came the Kaiser shipyards, and suddenly a great influx of workers from all over the country. A Housing Authority was set up and the Federal Government built eight great projects totaling 12,350 family units, and 10,000 dormitory units, occupying in all, 1950 acres of land.

The problem facing the community is this—after the temporary houses are cleared away, as required by law, what will happen to this great expanse of federal land? What will happen to the permanent structures, such as 1,000 permanent-type homes, schools, shopping centers, community buildings, and a network of streets and utilities?

The community firmly believes that this property should not be dumped on the market, sold to speculators or released in any way that will be detrimental to the community. It is not hard to visualize what would happen to Vancouver if this vast acreage were suddenly made available for uncontrolled building. Property values in the community would be depressed for a generation. The great unbridled development would, inside of a generation, be a slum area such as no small community in the country could tolerate.

Instead, the community proposes that the disposition of the properties be controlled by local agencies that understand local conditions, that the property be released for private use as the growth of the community requires. The following pages explain in detail the plan that has been developed by the people of Vancouver, and which will be presented to the Federal Government as the basis for establishing such regulations as may be required to bring about these objectives.



# Plan for the Disposal of Land Now Occupied by War Housing

By W. K. PEERY

Executive Director, Housing Authority of Vancouver, Wash.

A COMMUNITY program is no more effective than the degree of support of public opinion it receives. With this fact in mind the Local Housing Authority of the City of Vancouver, set out on an educational program. The facts of public war housing were presented to representatives of every club, civic organization, service group and governmental body within the scope of the Housing Authority's jurisdiction. Of the thirteen community groups contacted, the following six spear-headed the deliberations and it is the sum total of their findings which is included in this document:

- 1. The Board of Commissioners of the City of Vancouver.
- 2. The Board of Commissioners of Clark County.
- 3. The Vancouver Planning Commission.
- 4. The Clark County Planning Commission.
- 5. The Port Commission of Vancouver.
- 6. School District No. 37 of Vancouver.

From the above group a committee of five was appointed. The City Commissioners of Vancouver kindly tendered the services of John Vogel, architect, engineer, city planner and consultant to the Washington Association of Cities, to co-ordinate the work of the committee with the work being done in post-war planning in Vancouver.

### LOCAL AGENCIES CO-OPERATE

We were fortunate in having the assistance of the local county agricultural agent, whose office is maintained in joint county, state and government contribution. It was through this office that soil classifications were secured, which determined in large part the pattern followed in subdivision proposals.

The local committees were also given the benefit of advice and cooperation of the County Health Department, in determining the need for, and location of the proposed tuberculosis hospital.

It is of passing importance to state that many non-governmental groups gave unselfishly of their time in contributing the present proposal. Among them were the Parent Teacher's Association, the Chamber of Commerce, the Vancouver Council of Churches, the Greater Vancouver Recreational Association, as well as representatives from other and smaller groups.

Accompanying this report is the proposal of the Consolidated School District of Vancouver. This committee wishes to emphasize the co-operative effort and the patient research of the School Board and members and of their staff in working out what we believe to be

This report calls for setting aside most of the temporary housing projects for private home sites. The McLoughlin Heights project will be ideal for that purpose. The shopping center, pictured, located on McLoughlin Heights, will be retained for similar use after the war. Bagley Downs and Burton Homes will also make excellent home sites, and the existing community buildings can be retained.

a comprehensive, sensible approach to the solution of a school problem that has been severe, and which all surveys reveal will continue so after hostilities cease.

As a basis of operation the committee adopted the following principles as essential to successful cooperation between the Federal government and the local community:

1. Recognition of local communities through their Housing Authorities as disposition agencies with full local autonomy.

2. Recognition by the Federal Government that community economy and social stability have been severely shaken where wartime populations have rushed into various defense areas in the U. S. where war housing is on a large scale.

3. Recognition by the Federal Government that local communities must protect local interests by moral re-organization, in investments, in

land values and community facilities.

4. Recognition by the Federal Government that these properties have salvage value only and that local welfare must not be sacrificed to

safeguard national INVESTMENT.

- 5. Recognition by the Federal agency in charge of disposition, that due to uncertainty of immediate re-employment when war manufacturing ceases, allowance must be made for stranded population, as well as employed men and women who remain. This will necessitate continuation of community and school facilities, public health centers and facilities for welfare agencies.
- 6. That local communities be allowed to make studies of use of existing community facilities in war housing areas and wherever possible, these be adapted to community use.

7. Immediate demolition of row houses when the emergency ends, as

fast as the outgoing population permits.

8. The preservation and use in other localities of so-called "demountables" which are of good construction and adapted to transporting to other areas in need of this type of housing.

9. Freezing of all lands for an acceptable period following the war until such time as local communities and the Government agencies can best work out a plan of disposal that will fit into the normal needs of the community.

10. Opposition to job lot disposition of any of these properties to private individuals or corporations before the local communities have had time and opportunity to make a property study of land uses and proper outlets.

11. Opposition to setting up any additional government agency to act as

disposing agent for these properties,

12. Recommendation that FPHA continue in its relationship to local authorities and that it be designated as the SOLE agency to work with local authorities in disposition of these properties.

This report does not give the final answer to the postwar disposition of the lands in question. The influx of population here has been so great, as shown later in this report, and the future action of these people is so unpredictable, that a well developed picture for a future community program is impossible.

## SOCIAL AND EDUCATIONAL NEEDS DETERMINED

But we have been able to determine by co-operative study, the social and educational needs of the postwar community. Also by careful analysis of population trends here over the past forty years we

Vancouver Housing Authority has made application to the Federal Government to acquire the three permanent projects under its direction. Scenes from these projects are shown here. They total 1,000 units, which the Housing Authority believes will take care of the community's postwar public housing needs for families of low income. (See Numbers 1 and 6 on the map in the back of this report. The Fruit Valley project, located at the other end of Vancouver, is not shown on the map.)



FOURTH PLAIN VILLAGE HOUSING PROJECT—200 permanent units.



FRUIT VALLEY HOMES HOUSING PROJECT-300 permanent units.



HARNEY HILL HOUSING PROJECT—500 permanent units.

have arrived at a common opinion of what our real estate development needs will be in the immediate future.

It is not the purpose of this proposal to convey the idea that the local community is asking something for nothing. In fact our motive is exactly opposite. We believe that through co-operation with the local community the government will realize the largest possible returns in the disposition of these surplus lands. At the same time we insist that the welfare of the local community must be paramount to any other consideration. Through the proposal that appears later in this manuscript, we feel that both objectives can be reached. At the same time the citizens of Vancouver will, through solution of their problems on a local basis, be working out their own destiny in a manner fitted to a truly democratic community.

### THE STORY OF VANCOUVER'S WARTIME GROWTH

A true picture of the background of community interest is not complete without a short resume of the history of Vancouver before and after the present war. On the day of Pearl Harbor, Vancouver, Washington was a city of 18,000 persons. By including those residents adjacent to the city boundaries, the local post office was able to squeeze out a population figure of approximately 24,000. This area was called Greater Vancouver. By December, 1943, this number had increased to more than 83,000 people, for a growth of over 300 per cent in two years.

Through co-operation of the Federal Public Housing Authority and the Local Housing Authority, the challenge for housing arising from this unusual growth was met. With the exception of a three month period, while development was beginning, these people were all housed in public war housing. During that three months 2200 of Vancouver's 6000 private homes were opened in true Western hospitality to provide temporary shelter for these war workers.

Historically, Vancouver, Washington is the second oldest city on the Pacific Coast between Alaska and the former Spanish possessions in the Southwest. It was established by the Hudson Bay Company as a trading post in 1825. It was the cultural and trading center of the entire Pacific Coast up to the beginning of American migration to the Willamette Valley in Oregon in 1843.

It was here that the first locally built ship was launched in 1826. This ship was destined to open up the foreign commerce of the Pacific in flour, wheat and lumber, either grown or manufactured here. This was before 1832. This commerce was with the Russians to the North, the Spanish to the South and the Hawaiian Islands of the Pacific.

Following the Treaty of 1846, when the present boundary of Canada and the United States was established, Vancouver became an army post of the United States. It was from here that the campaigns were directed against the Indians in the subjugation of the Western tribes. It was here that Grant and Sherman were introduced to the realities of battle. Here too the elder General MacArthur, as well as General Marshall, were in command.

In recent years, Vancouver has experienced a moderate but steady growth. It lies at the heart of the extensive hydro-electric developments of the Columbia river. The immense Bonneville sub-station, that controls the distribution of electric energy to all of Oregon and Southwest Washington is located here. Due to cheap electricity, the Aluminum Company of America built one of its largest plants here. It was cheap power and deep water transportation that brought the Kaiser Shipbuilding Company here to establish its largest shippard.

The land area of Vancouver is 3705 acres, net, after deducting that portion comprising the military reservation and that along the river line that extends into the channel of the Columbia. There are 2108 vacant lots amounting to approximately 527 acres which are in-

cluded in the net area of the city.

The land owned by the United States government and lying adjacent to the city of Vancouver, aggregates approximately 2,000 acres. This is equal to more than one-fourth of the entire net area inside the city limits. If this land is released, willy-nilly, to private investors following this war, it will spell disaster to real estate values for private home owners in Vancouver. There are no large realty investment firms here. Most all residential and private properties are owned by small local associations and individuals. These people are in no position to buy in these government properties to protect the value of their own properties. These holdings would of necessity fall into the hands of outside speculative interests with no concern over the welfare of small home owners whose life savings are at stake.

Vancouver is a city of small homes, owned largely by wage earners or retired farmers. There is no exclusive residential district here, nor are there many people of wealth and position. Any financial loss that might come to this community due to lack of consideration for local welfare would fall almost entirely on the shoulders of those least

able to bear it.

Suggestions relative to the subdivision and sale of these properties now devoted to war housing, will be included in the statement of Mr. Vogel, which is also a part of this report.

Bearing in mind the facts brought out in this survey, the Housing

Authority makes the following request:

It is our desire that the United States Government make the Vancouver Housing Authority the sole agent for the disposition of all those properties now occupied by temporary war housing in Clark County, Washington.

It is our desire that we determine the speed of disposition and the purposes for which the land is to be used; that we act in cooperation with the designated government agency toward the realization of these ends; but at all times that the local community through its designated representative, the Housing Authority, shall make the final decision whether any proposed disposition be in accord with community interest.

It is our firm and honest belief that there need be no conflict of interest between government and the local community.



# The School Plan

By ZENO KATTERLE
Assistant Superintendent of Schools

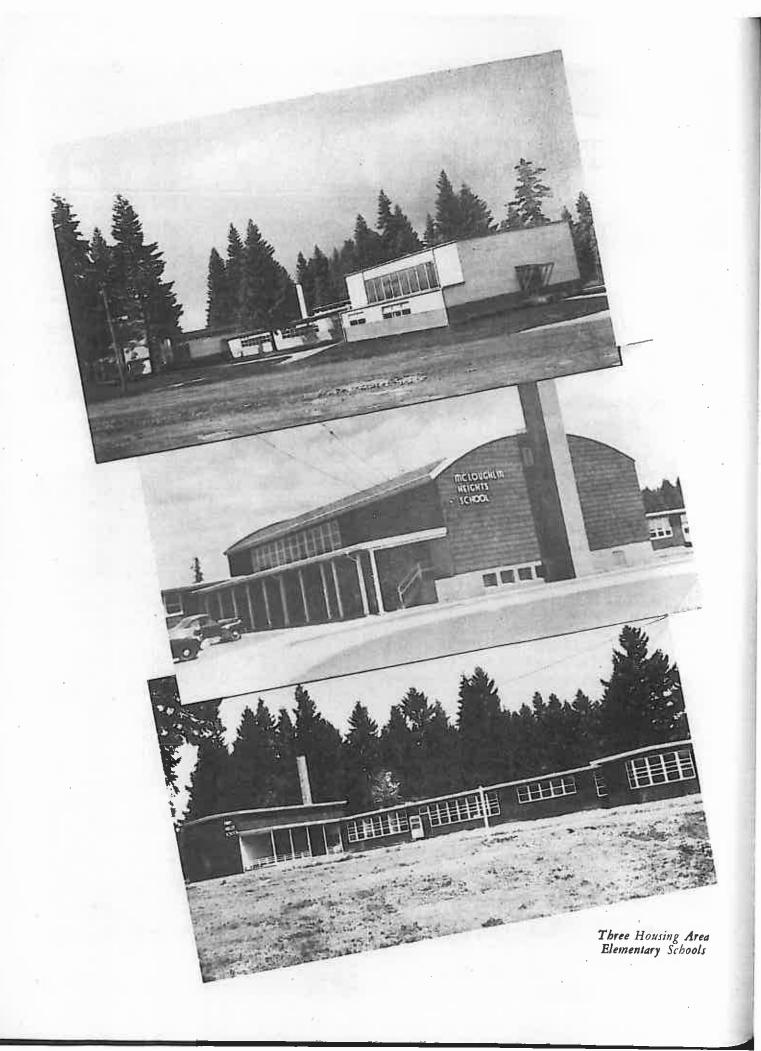
JNDER normal conditions the enrollment of the Vancouver Public Schools was 3,796. By January 1, 1943 it had grown to 6,691. By January 1, 1944 it was 11,516 and by January 1, 1945 it was well over 13,000. The original facilities of the Vancouver School District had a maximum capacity of 4,500 students, and as yet, even with the new buildings that have been built by the federal government, we do not have sufficient capacity to operate our schools on a single session. The three schools which are located on the sites requested in our resolution to the Federal Public Housing Authority are at the present time double-sessioned.

This influx of population was due to war production industries located in the community, which on a superficial survey would indicate that much of this population will be leaving the area when the war production industries are no longer operated. The Aluminum Company of America's plant while engaged in war production at the present time is a permanent industry. Also the J. D. Ross Substation of the Bonneville Power project is permanent. In considering this problem further and reviewing the experience of other communities the above assumption is not always borne out. Surveys by the Kaiser Company Incorporated and by the Vancouver Housing Authority have shown that fifty-two per cent of the people who are here at the present time plan on staying. Consequently, the School District must provide facilities for the education of a considerably larger number of pupils after the emergency is over and the readjustment takes place than was necessary in the original School District. As the aforementioned original maximum capacity of the facilities was 4,500, obviously we will need from fifty per cent to 100 per cent more in the post war era. The population of this school district has grown from 25,000 to 100,000 which would indicate that the permanent population will probably be between 40,000 and 50,000. There are a few F. P. H. A. permanent houses within the city limits. Many private housing projects have been completed. Because of the increase of private permanent housing within the city limits, the population has increased from 18,000 to 38,000. If the population remains at 50,000 within the School District, we will need more than twice as many facilities as we originally had.

### SECONDARY EDUCATION

Before the emergency we had an enrollment in our senior high school of 1,100. The Junior College had an enrollment of 150. Much of the Junior College was conducted in the high school building. The maximum capacity of the senior high school is 1,365. At present the enrollment in the three senior high school grades is 1,958 with 280 of these housed in the McLoughlin Junior High School which is located

Here are three of the four buildings that have been requested by the schools as the nucleus of a new Clark Junior College campus. They are located in close proximity to each other, and the Community Center and Junior High share a fine athletic field. (See Numbers 7 and 8 on map in the back of this report.)



on one of the sites in the housing area. We accommodate our senior high school students during our emergency period by extending the school day at both ends, beginning earlier in the morning and operating later in the evening. The Junior College has been disbanded.

Many boys and girls of senior high school age are not attending school at the present time. Under ordinary circumstances approximately 25 per cent of the enrollment is registered in the senior high grades. 25 per cent of our 13,000 enrollment would be 3,250. State of Washington is fourth highest in the nation in the number of boys and girls of high school age in high school, (1941). With a total population of 25,000 in the School District before the influx, there were 1,100 in senior high school. If the present population decreases to 50,000 we will have approximately 2,200 senior high school age pupils. This will necessitate a new building and a site. The site on McLoughlin Heights (See No. 6 on map) is located properly, is adequate and essential for our post-war school building program.

### SITE NEEDED FOR JUNIOR COLLEGE

There are no junior college facilities available at the present time which will necessitate a site and building. There is no question as to the need of this building because the pre-war junior is growing. The GI Bill of Rights will create an impetus to further growth of this junior college as veterans return from the war. The logical place for setting up a program for returning veterans will be on the junior college level. A site for this junior college would be where the present administration building of the Federal Public Housing Authority and the Junior High School now stand. (See No. 7 and 8 on map.)

We are operating a vocational school at the present time in temporary quarters consisting of several buildings in the city that have been reconverted for this purpose. After the emergency we will have to seek new facilities and sites for this vocational school. The maintenance buildings and Boulevard Shopping Center (No. 7 on map) would lend themselves admirably for this purpose. Such a vocational training program is a necessity after the war for the purpose of assisting our returning veterans in preparing themselves for trade and industries.

The Mac Arthur School is also located on this site and is situated properly to accommodate school children in the original Vancouver School District. Some transportation will be necessary to this school, but there are ample roads for this purpose.

Before the war impact we had 735 eighth and ninth grade pupils enrolled in our one junior high school. Plans were made to enlarge this building before the war, but with the war declaration WPB restriction cancelled the plans. At present we have 2557 in our junior high schools. The McLoughlin Junior High (No 8 on map) is double-sessioned with an enrollment of 1379. Obviously we will need more

Pictured at the left are three of seven elementary schools of more or less emergency design which were built in or adjacent to the housing areas by the Federal Government. The top picture is of the MacArthur elementary school, built by FPHA on McLoughlin Heights. Another school of similar design is located on the same project. Next is the Fruit Valley School and the McLoughlin Heights school, which are of less permanent construction. (See map for location of all emergency schools in the area.)

junior high school facilities even though our population decrease is very substantial.

### ELEMENTARY SCHOOLS NEEDED

The Marshall Elementary School is located on the map at No. 9. Our needs for elementary facilities after the emergency will be more acute than the secondary needs. Enrollments have gone from 2041 to 7821. This school is not located too well at present, but any growth in Vancouver's private housing will of necessity be toward the Marshall School. We can transport students to this school without too much cost.

The area marked No. 3 on the map—the Ogden Meadows project—is requested for an experimental farm for Smith Hughes agriculture which should be part of the vocational work on the secondary level. At present we have no such department. Until we have more facilities such a department cannot be organized. Clark County is mainly an agricultural area and there is a vital need for such training. All other high schools in the area have Smith Hughes agriculture with experimental farms in connection with the department. We feel the area in this site will be well adapted for this purpose and is the best located under present conditions. The largest portion of this area is of the Sifton soil series, and at present there is very little research with this type of soil for the purpose of exploring the possibilities of its productivity. Over half the land in Clark County is made up of a Sifton soil series. In this connection the following letter was received from the County Agricultural Agent:

Dear Mr. Katterle:

January 18, 1945

Following our discussion concerning the land which had been suggested for a school site in Ogden Meadows, this strip of land has two distinct soil types in it, a small area toward the base of the hill is beaver dam land and very fertile productive land when drained and properly managed. The balance of the area is of the Sifton soil series and is comparable to quite a large area in Clark County. This soil series, because of its low productivity, is not a profitable soil to farm using present crops and present farm management practices.

I feel there is much to be learned in the handling of this soil

I feel there is much to be learned in the handling of this soil and the suitable crops which might make this soil series more productive and profitable.

If at some time in the future you were to establish a Smith-Hughes vocational agricultural program in the Vancouver school system, this should be a suitable location and much could be learned through such a department which would be of advantage in further development of this area.

If I can be of further service, please advise.

Very truly yours,
/s/ R. T. Cole

County Extension Agent

# Statement by Vancouver's Planning Consultant

By JOSHUA VOGEL,
Planning Consultant Association of Washington Cities

A S part of the over-all planning studies by the Vancouver City Planning Commission, the population density and public facilities have been carefully surveyed and superimposed upon maps indicating the deficiencies in the master plan for the City of Vancouver and the metropolitan area.

The labor force study indicates that there will be several thousand people remaining in the Vancouver area continuously whether there is war or peace, who now are residing in the housing authority dwelling units. Questionnaires and polls have been made among the labor force as to their future desires. Judging from this information it is definitely known that after the temporary dwelling units have been removed the area of land up to about 1,000 homesites can be sold without flooding the real estate market. These homesites will be in demand, as the area within the city is practically occupied on lots averaging about 50 feet wide. Prior to the war and since, there has been a demand for lots 100 feet or 200 feet wide. There is also a demand for one, three and five acre tracts. The soil analysis of the housing area indicates it is only good for early vegetable crops, obtained by intensive cultivation. Non-agricultural suburban homesites which will allow the growing of vegetables and garden landscaping, together with space for raising of small animals and poultry, is in demand if occupied by industrial workers.

The plan therefore calls for a possible thousand homesites, taking advantage of existing roads and utilities. One or two small commercial retail centers will be necessary.

The school facilities in Vancouver have always been limited. The West Vancouver area has developed, and had a senior high school. East Vancouver was expanding prior to the war, and has since expanded with many new privately-owned dwellings. Reorganization of the Vancouver school district has also taken place. There is slated a Senior high school for East Vancouver, as well as four elementary schools and a Junior high school which are now in operation in this area.

Vocational work has been carried on in temporary quarters in various places, demonstrating a need for a trade school, and separate and in addition, a vocational agricultural experiment farm. This is possible, as there is one small tract of good agricultural soil within the area. In addition, the city and county as a whole needs an educational

fairgrounds for year-round agricultural exhibits—not only for the students, but for the adult population.

Since the school population has increased, a Junior College is required. None of the aforementioned school facilities can be located in West Vancouver, as the land is already under intensive use.

The county needs a tuberculosis sanitarium, and if possible the area indicated on the map will furnish the required facilities. This would be in addition to the Northern Permanente Foundation Hospital, which should remain in existence, as the hospital facilities in the Vancouver area—even at pre-war standards—have been inadequate.

When the housing project was developed there was wiped out a popular golf course, some wooded park areas, and part of the city cemetery land.

The analysis of the recreational program in the Vancouver area prior to the war and today, indicates a need for an 18-hole golf course, a riding academy, more parks, and neighborhood playfields. Although the housing area does not have enough space to provide all of the recreational facilities to bring up to standard, nevertheless if these indicated facilities can be provided it will greatly relieve the district needs. A canyon wooded park now in existence can remain as a park.

The land borrowed from the city cemetery should revert back to cemetery use, and in addition, now is the time to increase the cemetery area to provide for future needs. The existing cemeteries operated by religious organizations are almost all occupied. Therefore, an area has been indicated for use by private agencies for additional cemetery purposes.

The proposed use and re-plats of the housing project areas are the result of over-all planning study based upon population spot maps. While other uses might be found for the housing area, these indicated uses are those which fit the master plan and should be provided for as soon as possible after the temporary housing has been removed.

Vancouver has been not only a city of homes for Vancouver, but also for many workers who have their businesses in the Portland area. The stability of the city of Vancouver is now more dependent upon itself, because of the existing power in large quantities, fine open industrial tracts, the Columbia river, with rail and highway services. Vancouver is the largest port city of the Columbia river and with its advantages will become the port city for homes and industrial workers and new industries.

The proposed plan for the use of the housing area is therefore justified, and hence has approval of the City and County Planning Commissions.

# Clark County Needs Sanatorium

By S. P. LEHMAN, M. D. District Health Officer

TUST last month the United States war prisoners who had been interned in the Luzon prison for three years told newspaper reporters that they had three requests upon their release from prison camp—first, to regain their health; second, to return to their families; third, to fight the Japs again.

With variations, this same is true of the patient who has been told for the first time that he has tuberculosis. The news comes to him as a shock. His first question is—when will I regain my health? Will I be restored to family life again? What are the prospects of returning to my present job?

The sine qua non of tuberculosis control is sanatoria care. In Clark county, sanitorium care is the weakest link in the Public Health control of tuberculosis.

Tuberculosis hospitalization is now a part of the Clark County Health Program, supported by .6 of a mill levy, which is approximately fifteen thousand dollars. If this fund is insufficient to cover the cost of hospitalization, additional money is supplemented by the State Department of Health. During 1944, the State Department of Health supplemented the county health program fifteen thousand dollars, in order to give needed hospitalization to an average of twenty-six to twenty-eight patients each month. During 1944, the total cost for hospitalization in 1944 was \$37,000 for 2055 hospital days. The problem of hospitalization is increased by reason of the fact that there are no private sanatoria or general hospitals within Clark County that will provide tuberculosis hospitalization.

During 1944, the Health Officer has had to resort to the use of ten sanatoria within this state and one in Portland, Oregon, in order to arrange for hospitalization for those with active tuberculosis. The fact that most of these sanatoria are at remote points from this county, makes it increasingly difficult to convince the patients that they should go to the sanatorium and remain under care and treatment.

Administrative problems involved in tuberculosis care are much more satisfactorily handled if the patients in this county could be kept in one sanatorium, where the hospital regime would be the same for all the patients. It would simplify the entry into the hospital and return of arrested cases to the out-patient for clinical follow-up, the administering of pneumo thorax treatment (which the Public Health Department is doing now, within its cramped quarters).

Hospitalization of tuberculosis patients was a project of this commun-

ity prior to World War II. At that time, consideration was given to a district sanatoria which would include adjacent counties. In fact, a hospital in Clark County could very easily include the four adjoining counties in Washington, none of which have sanatoria facilities. This would enable Clark County to maintain a full-time tuberculosis specialist, who would have charge of the sanatoria care. The fact that Clark County is nearer to Portland would enable the physician to call upon specialist service in this field.

Since the war program has increased by leaps and bounds. In April of 1945 the Clark County Tuberculosis League is making available to the county a miniature X-Ray equipment, capable of taking 4x5 films in mass surveys. If this operates as previous surveys have indicated, many early cases of tuberculosis will be discovered, and sanatoria care will be urgently sought for.

The proposed site of a tuberculosis sanatorium, in the eastern part of McLoughlin Heights (see Number 13 on the map), is well located for such an institution, and has the approval of the Health Department.

