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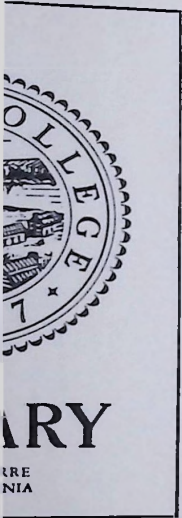
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ANNUAL COMMUNITY GROUPS CONFERENCE

SEPTEMBER 22, 1962  
WELLS-BARRE, PENNSYLVANIA

Institute of Municipal Government  
Wells College  
Wells-Barre, Pennsylvania

PROCEEDINGS

SECOND ANNUAL COMMUNITY GROWTH CONFERENCE

SEPTEMBER 26, 1962

WILKES-BARRE, PENNSYLVANIA

Institute of Municipal Government

Wilkes College

Wilkes-Barre, Pennsylvania





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FOREWORD

Most people want to improve themselves. With good leadership and a practical program, the average responsible citizen will work energetically for a better community. A time-tested program shows that intelligent use must be made of the answers to four questions: What do we want? What do we have? What do we need in order to get what we want? How do we get what we need?

Experience shows that communities with the greatest degree of self-reliance do most with the facts on the four questions above because they are best informed and stimulated.

A community must be realistic about the expenditure of its time, energy, and money. Forethought and sound planning will lower the cost of community growth.

It was the opinion of all those who attended the COMMUNITY GROWTH CONFERENCE last year, that the exchange of ideas relating to the pressing problems of our area constantly brings to life problems which cause concern among responsible community leaders. The Second Annual COMMUNITY GROWTH CONFERENCE again brought together civic-minded people who looked realistically at our area. One of the themes that keeps recurring through many discussions is that community growth is a partnership between the government and the individual.

The sponsors of the Second Annual COMMUNITY GROWTH CONFERENCE want to take this opportunity to extend a sincere word of thanks to the Pennsylvania Power and Light Company, whose financial assistance not only made the conference a community success but also contributed measurably to the planning and arrangements.

Hugo V. Malley, Director  
Institute of Municipal Government  
Wilkes College

Gift 6/28/63



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Roster of Attendance

Registered But Not In Attendance







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## OPENING REMARKS

Dr. Eugene S. Farley, President  
Wilkes College

On behalf of all the sponsors, I would like to welcome all of you to this, the Second Annual Community Growth Conference. From its auspicious inauguration a year ago, the spirit and ideas generated have influenced many segments of the organizations concerned with community growth. For example, the Susquehanna River Basin Association has come into being and is, in fact, one of the sponsors of this conference today. The first Conference aroused a great deal of interest, which may account for the large attendance today. I trust that the sessions today will be as interesting and provocative, and have even far more reaching effects.

The topic assigned to our luncheon speaker is a challenging one to all of us. If it is possible to identify specific guides to community growth, and I assume that it is, it then becomes our responsibility to apply these guides to our own situations.

We have come a long way here in Wyoming Valley--but there is still a long way to go. It is hoped that today's sessions will help us along our way, through the application of the positive ideas that will be presented.



WELCOME REMARKS

by

Frank Slattery  
Mayor of Wilkes-Barre

Once again, it is my extreme pleasure to welcome each and every one of you to the City and to the Second Annual Community Growth Conference. The importance of this type of conference cannot be overestimated.

At the first Conference, the basic issues involved in community growth were discussed, and during the discussions that followed, a number of areas that required further exploration were identified. It would seem from a glance at today's program that some of those problem areas will be considered at this meeting.

I am very sorry that I will not be able to participate in the Second Annual Conference, but a prior commitment requires my absence from the City. But judging from last year's conference, I am sure that all of you will have a challenging and interesting day.

As Mayor of the City of Wilkes-Barre, I welcome you to the City. I would also like to thank the sponsors of the Second Annual Community Growth Conference for making it possible for community leaders to exchange ideas concerning one of our major problems.



## WHAT ARE THE KEYS TO COMMUNITY GROWTH

by

Emmet M. Molloy  
Manager, Area Development  
Pennsylvania Power & Light Company

Through this Second Annual Community Growth Conference, you again have an opportunity to look realistically at your area and also to look objectively at your past efforts and future plans. By initiating and sponsoring this Conference, the Institute of Municipal Government of Wilkes College has done your area a great service. It deserves, and I'm sure will receive, your continued support.

Mr. Webster defines a conference as "a formal consultation or discussion; interchange of views; also, a meeting therefore." I'd like to take this a step farther. A Community Growth Conference is a gathering of important people - capable, dedicated, and sincere individuals who, through formal discussion and interchange of views, decide that something can and SHALL be done! This is your purpose; this is why you are here.

"What Are The Keys to Community Growth?" Simply stated in two broad categories, they are: (1) Community Planning, and (2) Industrial Development. Before we discuss these keys, however, we must discuss another key - one from which the others are, in part, molded. This is the Master Key to any community's growth - a well-informed active citizenry.

There is nothing particularly new in this idea of an "informed" community. But how many of us actually take the gospel of community growth to the people. How many of us have spoken for example to an anti-zoning committee or a "Let's-Preserve-Our-Wooded-Area-And-Let-Industry-Build-On-The-Other-Side-Of-Town" group?

Mostly, we talk to ourselves. To groups who ALREADY believe in our Testament of Planned Community Growth; too often we use conferences and speaking engagements as "a place where we talk about doing something instead of doing it." But not until we inform, educate, enlighten, if you will, the people - the individuals of a community - will we acquire the Master Key. And without this Key, none of the other keys will work effectively. Only the Master Key has the notches to turn the tumblers of public interest, desire, enthusiasm, and action! You'll note the first letter of interest, desire, enthusiasm, action spells IDEA... certainly a key factor in community growth.



Before we go any farther, I think it would be well if we examine, briefly, this phrase "community planning." What is community planning? Many definitions have been advanced, but the variety is largely due to a choice of words rather than to a disagreement on the heart of the matter.

Basically, community planning is a process of thinking ahead which takes into consideration all aspects of community life. The purpose of the planning process is to prepare for future growth and development. It's the process of planning which provides communities with a means to correct the errors of the past, to prevent current errors, and to hold future misjudgment to a minimum. The planning process provides for coordinated and guided growth of the physical, social, cultural, and economic segments of a community or area. Through this process, you also provide for the economic and social activities of your community to be arranged in a compatible land pattern.

Planning coordinates the various self-interests in the community, creating a unified effort rather than have opposing forces competing for people's time and money.

The unprecedented shifts of population which have taken place within most of the communities of our area during the last ten to fifteen years have served to emphasize the urgent need for intelligent and inspired planning of our urban communities.

Unplanned development and growth have not always resulted in the most appropriate land use and frequently have not provided the best or most desirable environment in which to live and work. The average citizens, however, are seldom aware that anything is wrong with the growth and development of their community. They frequently feel that traffic does jam up too often... or that some of the older and more dilapidated areas should be eliminated or rejuvenated... or that more automobile parking is absolutely necessary... or that a new industry might be desirable! But generally, they are not likely to have any great awareness of the degree to which poor physical planning or failure to plan may have affected their time, economic success, or personal convenience and living enjoyment. It is most essential that such awareness be established as quickly and as completely as possible. It is only then that we can expect anything to be done about planning for orderly community growth and economic development.

It is significant also to note that the impact of community and industrial development is not limited to corporate boundaries. The increased number of cars and trucks, and the new express highways have made distances between communities shorter and shorter. The people of one community work in the industries and shop in the stores of other communities and vice versa. Communities are not isolated entities, and physical planning needs not only to be considered on the basis of



the boundaries of a community, city, or town, but also on an area or regional basis.

Community Planning encompasses such items as improved roads and streets, more classrooms and teachers, larger police and fire departments, adequate water, sewerage, recreation, shopping, and transportation facilities as well as available industrial sites. An industry considering your community as a plant location possibility will certainly take a long look in each of these categories. And your community should "be prepared." That is exactly where community planning comes in.

All of us like to boast of the fact that we live in a clean, attractive community. The same is true of industry. Industry desires attractive surroundings, not only for its physical plant but also for its employees. Therefore, industry places great stress on the physical appearance of a community. It wants to know the status of a community's residential sections - are homes neat, trim and clean - do they show pride of ownership? What is the condition of the community's streets and are they kept clean? Is the central city shopping center attractive, modern and well-lighted? Is the community free of extensive slum areas?

No matter how attractive the individual site may be or how inducing the terms, the community of which it is a part will tip the scales for or against its selection. Industry is looking for a community whose appearance is conducive to clean, healthy, wholesome living and working conditions.

Community betterment and development are not only vital factors in attracting industry but they also contribute to a community's growth and prosperity in other important aspects as well. They help to attract new and retain present residents by offering them comfortable living conditions such as clean, attractive squares and parks, well-lighted streets, health, sanitation, and recreation facilities, all of which contribute to a high standard of living. They provide jobs for young people and thus give them good reason for wanting to stay and invest their youth and energy in their hometown. They foster community pride which often sparks citizens to assume greater civic responsibility.

Consequently, it is quite obvious that the community which is going to succeed is the one which is going to do a good job of improving its general appearance and providing the best possible social, cultural, and civic environment.

The second key is very much like the first. Industrial development is, in fact, a Siamese twin to community planning. They are joined by nature and are difficult, if not impossible, to separate. A prime func-



tion of community planning is to prepare for industrial development and any industrial development committee MUST consider prior community planning.

Industrial development is not an easy task. In many instances attempts have met with considerable success. In others, plans have remained unexecuted for lack of cooperation between the various committees and communities whose joint actions would have been required to make such plans effective. In other instances, good faith and a desire to cooperate have been defeated by such obstacles as failure to use available resources.

Thus, we know that industrial development success cannot be easily accomplished. However, the advantages to be gained appear to be well worth your sincerest efforts. We know this.

The results of a study made by the Economic Research Department of the U. S. Chamber of Commerce point out what 100 new factory workers mean to an area, namely,

" 74 more workers required in other businesses  
296 more people  
112 more households  
51 more school children  
107 more passenger cars registered  
\$590,000 more personal income per year  
4 more retail establishments  
\$360,000 more retail sales per year  
\$270,000 more bank deposits "

A very large part of the industrial payroll, perhaps 90 per cent or more, passes through the commercial mechanism of the community. Only a minor fraction of this direct \$590,000 payroll may leave town through mail order purchases or be spent on trips, etc.

Not only the factory workers but also the local merchants, professional men and others who eventually get their share of the original payroll spend most of it locally for labor, services, and supplies. Perhaps 60 per cent of the original \$590,000 payroll turns over a second time locally, 40 per cent a third time, and so on in diminishing percentages on successive turnovers.

Thus we can see that a plant employing 100 men generates a local gross business of nearly one million dollars annually!



To achieve maximum results in industrial development requires detailed long-range planning, imaginative and aggressive promotion, and the ever present, endless, and devoted hard work of many citizens.

Fundamentally, three kinds of action are needed to increase industrial payrolls. One is to aid your community's existing industries. You can do this by providing room for expansion, extending the same feeling of friendship that you would toward interested "outside" companies and working with existing industries in helping them to expand their markets.

The other two involve the action needed to induce "outside" industries to locate in your community. You can do this by providing information about your community's industrial advantages to firms, and taking steps to remedy conditions that make your community less desirable as a manufacturing location.

Now, it's quite difficult, if not impossible, to sell your community to prospective industries unless you are aware of what you have to sell. Therefore, the first requisite for launching an industrial development campaign is to prepare a careful evaluation of your community... to take an inventory of your community's assets and liabilities.

The specific factors to be considered in a community survey vary somewhat from community to community, of course, but in general you will need to know the answers to questions companies consider in choosing manufacturing locations. You should know how your community rates with respect to markets that are accessible... transportation facilities... fuel, power and water... political climate, including taxes... financial resources... sites and buildings available... materials... waste disposal... special resources such as training and research facilities and intangible factors, including civic, social, and cultural advantages.

Any "community inventory" should include a local labor survey. While industry is interested in knowing such things as markets, transportation, etc., they are equally interested in the people of your community. The general attitude of the local citizenry and public officials toward new industries, the available labor supply, and the labor "climate" all have a decided effect on the selection or non-selection of a community.

What industry wants most is to be wanted. It wants to be wanted, not just by the mayor and city council, the Chamber of Commerce, or some other small group of people - but by the entire community. Here I cannot stress too heavily the importance of a well-informed, enlightened citizenry. Local indifference and hostility can exact a heavy penalty be-



cause industry seeks and has the right to expect the most favorable operating conditions possible. The damage that can be done during chance meetings of a prospecting industry's representative and local citizens who "run down" or decry their community is enormous. WELL-INFORMED CITIZENS ARE COMMUNITY BOOSTERS!

So the industrial development key to community growth, as with the community planning key, is dependent on the Master Key. It is vital that all the citizens of a community participate in the development and administration of programs for industrial development. This takes a continuing, day-to-day leadership - your leadership!

Let's take a look backward. It wasn't too many years ago that many people believed that the Wilkes-Barre area was all but buried. Fortunately there were many of you who knew better... and did something about it.

Much has been accomplished in the Wilkes-Barre area in the way of community growth and development. The results of an active leadership and a concerned public are here for all to see!

The many accomplishments made, and great forward strides taken by the Wilkes-Barre area bear witness to an area that is indeed alive... both physically and mentally.

Since 1955 there have been five highly successful industrial development fund campaigns with almost four million dollars raised (\$3,922,076). The campaign of last year exceeded its one and a half million goal by over \$200,000 (\$202,076). This is indeed an enviable record.

From 1955 through July of this year, 42 new industries located here and six expansions were reported. These 48 industries have created job opportunities for 7,679 people and best estimates indicate these people are earning or will earn about \$27,900,000 annually.

The Wilkes-Barre area erected the first industrial buildings in the East on a speculative basis.

The Wilkes-Barre area established the first and largest community-owned industrial park in Central Eastern Pennsylvania. Now widely known as Crestwood Industrial Park, it has served as a model for many other industrial parks.

The Wilkes-Barre area early recognized the need for training local people in the various technical fields and prepared the first program



of its kind in Central Eastern Pennsylvania. This program was put into effective use through the splendid cooperation of Wilkes College.

The Wilkes-Barre area has been the site of another noteworthy project - the highly respected and most successful Labor-Management-Citizens Committee. This was another first in Central Eastern Pennsylvania. Because of its truly remarkable record, other communities here and throughout the country are adopting the Wilkes-Barre program almost identically.

Yes, the Wilkes-Barre area has a truly enviable record. It is a dynamic area! It is like a child whose growth stopped briefly while his body adjusted itself and since has matured and grown still taller.

You know all these fine accomplishments. But who else does? So once again we return to the Master Key... to our well-informed, active citizenry.

You should be encouraged about recent past activities. You should be encouraged to speak before as many groups as possible. You should make every effort to inform and enlighten the indifferent and the hostile. You should then, in turn, encourage them to also talk up the many assets of the Wilkes-Barre area. You should encourage talks to people outside the area - your progress here has been too good and too outstanding to allow the knowledge of it to remain here within your own minds.

Communities, being human institutions, always respond to forceful, enterprising, imaginative, and intelligent leadership. Mediocre leadership, on the other hand, will attract only the careless, the unanimated, and the indifferent.

With able leadership at the helm, community potentialities can be visualized and projects guided so that advancements on a civic scale will be more satisfactory than if adjustments are allowed to follow their natural course. When a community uses its progressive leadership as a springboard to stimulate interest, action, and teamwork among its citizens, the whole town becomes alive. When you inform and utilize your elected officials, businessmen, union leaders, professional people, and workers, who all have a vital stake in your community's growth and improvement, then your community vibrates with enthusiasm.

Your Master Key is working. You will open the doors to even greater economic development and community growth.



## INTRODUCTORY REMARKS

### First Session

Mrs. Claire Hart Cummings, Secretary  
Greater Wilkes-Barre Real Estate Board

It is now a generally accepted principle in the industrial and commercial field that expansion, re-location or new location, is based not upon hit-or-miss methods, but rather upon sound business principles. Each industry has established its own criteria as to what constitutes a desirable location. With some industries, it may be a rather extensive list.

The topic of the first session this afternoon is usually included on every list--large or small. What is the status of local government? What level of services are provided in relation to the cost required (in terms of taxes)? There are a number of similar questions that may be, and often are, asked.

We of the Real Estate industry are quite interested in the answers to these many questions, since we are most often the ones to whom the questions are directed. Our two panelists will approach the role of local government from the municipal services and educational services points of view. Their remarks should act as a stimulus to re-examine our present approach to these vital areas.



WHAT LOCAL GOVERNMENT CAN DO TO PROMOTE  
COMMUNITY GROWTH: MUNICIPAL SERVICES

by

David Walker, President  
Walker & Murray Associates, Inc.

The topic assigned is rather an interesting one, and may be restated as follows: "What Local Government Can Do to Stimulate Growth in This Period of Great Growth." One of the things that government must do is to understand its own problems. This is not always as easy as it might sound. Understanding the problems of local government today is no longer restricted to police activity, removing garbage, paving streets, and providing other certain features of government that have been old shop for a long, long time.

Local government, along with state and federal government, faces many, many different opportunities and challenges than it did just a few years ago. In fact, local government has moved into a position where it must make its contribution to the sum total of American growth in such a way that it has to undergird the growth of the state and the nation. I am convinced that unless there is a strong local government there can be no really strong state or federal government because it is essential that the good come up; it cannot be successfully superimposed.

Good government at the local level is often the subject of misunderstanding. You might appreciate how this misunderstanding can happen. One such happened on the fifth hole of my own country club. A foursome came up to the fifth tee, where there was a gentleman hitting a ball about nine feet in front of the markers. In the foursome was a member of the club's golf committee. He went up to this gentleman and said, "Now look, this is a gentleman's club. You must be a new member, we don't know you too well. These markers are here for a specific purpose. The rule is crystal clear, you hit either at or behind the markers. If you hit in front of them you are cheating only yourself. It is like cheating in solitaire." He continued to lecture this fellow, and when he ran down, the gentleman said, "I have three things to say to you: First, it is none of your business where I hit a golf ball; secondly, I don't like you; and third, this is my second shot."

Well, local government today is having its second shot at an understanding of what you do to promote golf: they have to be a little ahead of the markers. If they aren't, they will suffer from the competition of the towns which are a little bit ahead. It would be presumptuous



on my part to stand here and talk to you about efficient police work, or how you go about doing a really good job of collecting trash and garbage, or how you set up your own codes and administer them, because there are people in this room who, I am certain, have a great deal more technical knowledge of how these things are accomplished than I ever will have. But I do think that I can talk to you about what I think is essential for growth--a characteristic which, if local government does not have it, it must acquire. This is the moral and political courage to face the opportunities and the challenges of today.

Let us look at our local political subdivisions. In your own mind you can recall certain sections of your own town which desperately need understanding, sympathy, and attention. Regardless of how wealthy a political subdivision may be, thirty-five years of two major wars and a major depression have polluted these towns, cities, and boroughs to show the effect of the absence of private capital investment. In this great section of the country, there is also the problem of a dying or at least a sick industry. This has, therefore, compounded the problems and unlatched the challenges of local government.

Atmosphere is probably one of the most important and essential characteristics in a government that is desirous of a growth program. This type of atmosphere creates faith and demonstrates a willingness of the people to assign objectives when acting as public officials. If you do a good job, the results will be well worth the effort. I hesitate to say this, but one of the essentials of good local government desiring growth is an attitude and an atmosphere on the part of those holding office that the next generation is indeed more important than the next election. If this is true, then you must outline a program of objectives.

One of the objectives must be the rebuilding of the physical plan of the political subdivision to the point where it will produce the kind of tax portfolio that will permit the local governing body to operate on a sound economic base. In many cases it is not only a refurbishing of the existing physical values, but also the restoration of those values which by obsolescence have been slowly becoming a liability on the tax portfolio rather than an asset. This means having the moral and political courage, for example, to embrace a comparatively new program such as urban renewal or redevelopment.

I am not going to talk to you about the details of that program. However, in capsule form, urban renewal is nothing more than a law that was created in the interest of the elimination of slum and blight. It is to provide land to be offered to private enterprise on a competitive basis with the land outside the land-locked physical boundaries of a political subdivision--a city, town, or borough. Yet this is only one-half of urban renewal. The other half is the most important part and the



part in which we have not made the progress we must make. It is a vehicle for carrying forward the rehabilitation of existing values, thus bringing about a new mortality for the homes, commercial, and industrial units that already exist within the physical and political boundaries of towns. While this program is just about a decade old, we have not yet found any adequate answers to the problem of rehabilitation. We have had a great deal of conversation but very little performance. This is because we have not yet convinced local government and private financing groups that it is a worth-while endeavor. Not only for the good that it develops, but also it is a worth-while endeavor within the framework of the private enterprise profit system. There is no doubt in my mind that this will come about. It may take us a little longer because we still do what we do by trial and error. We have no magic wand of a totalitarian decision and ultimatum.

The next thing that local government must do if it wants to grow is to recognize its great responsibility to be active in the field of sewer and water. It is best to begin evaluating not only for this decade but also for the next. They must know where and how they will acquire these very essential public facilities. As I go up and down Pennsylvania, in county after county the one thing that strikes me as requiring immediate attention is this problem of good water, clean streams, and sewage disposal. As our population grows the problems grow. Even though this may not require an immediate decision in the council chambers, nonetheless local officials have this constant problem before them if the city or town they represent is to grow.

I think the next thing that local government must do if it is to grow is to recognize that we must weld a greater partnership at every echelon between the public and the government. We can no longer assume that behind a bureaucratic desk at the local, state, or federal level is an answer to all of the problems. Unfortunately, the people behind these desks simply do not have the ability or the understanding necessary to advance the kind of daring, bold planning required for the cities, the towns, the boroughs, and the states to grow. Only by a combination of the private citizen and the public official can you get the kind of a team that is able and willing to face the kind of a game that has to be played in this field of growth. We know our population is growing, but we don't know exactly where. The record today shows cities are losing population and suburbia is gaining it in great numbers. But I would suggest an examination of the word suburbia. It means an area which surrounds an urban core. An urban core is an important practice in mental examination. If the urban core (the little town, the little city, the big town, the big city, the borough, whatever it is that serves as a core), is permitted to remain cancerous and sicken, there is a very good chance that the child suburbia may well prove to be a delinquent. It is incumbent on the local officials that the core remain healthy, and that



they present to succeeding generations the same kind of opportunities that we want to believe can be found in our core political subdivisions.

I think that local government, if it is interested in growth, must be interested in a greater participation in all of the programs which are being devised almost daily for accepting the challenges of today. These programs do not come about by reason of governmental desires to control people. They come about rather because there has been a constantly growing recognition of the need. Urban renewal, area redevelopment plans, or the rest of these things have not come about by a magic wand, nor did they come about yesterday. They came about because there was a growing recognition that these problems existed, and that someone had to find some method of alleviating if not eliminating the adverse impact that these problems had over the life of the community.

Participating in these programs is essential if for no other reason than a practice, a practice in the way of life that this country needs. Local government should never be afraid to participate in these programs. We should recognize that when we wanted to make this country a great maritime power, we welded a partnership of government and private enterprise. We did the same when we wanted to push our communications system westward. We did the same when we wanted to establish our passenger service when we wanted to travel back and forth. We did the same when we wanted to become a great power in aviation. Thus, the forming and welding of a partnership of government and private enterprise is nothing new in this country nor something that should startle anyone. It should be accepted on the basis of the objectives that must be met.

One of the objectives that must be met is an understanding of where we are in the world today. As Secretary of Labor and Industries and as National Commissioner for Urban Renewal, I enjoyed two very wonderful experiences. One was having the delegations from the free and undecided peoples of the world to my office and desk; the other was a reaction of how truly great this country is, where its basic strength is, and where it will remain. These delegations that came from the free peoples of the world were naturally interested in our material aid. This was inevitable because they were the have-nots of the world, but they were just as interested in the kind of thing that made this country great--the spiritual kind of thing, the idea that made this country great. And when you get around in this country, and see, particularly this industrial miracle which is Pennsylvania, you begin to realize that what makes it great are people in local political subdivisions, people in towns and cities and boroughs and farms and what have you, in other words--people. Local government must have a crystal clear understanding that the greatest asset of government at any level is the people within that



political subdivision. Included is a combination of their ability, and their determination to get ahead with the problem at hand.

Local government today is one of the great undergirding factors that keeps this nation strong. That we will grow or prosper will not depend on what is superimposed either at Washington or Harrisburg. Our progress will ultimately be assessed by what emanates from Wilkes-Barre, Scranton, Hazleton, or you name the city. Never has there been a successful superimposing of other ideas of faith or confidence. This faith and confidence must come from within, and it will come from within when local government and local citizens have a real understanding of the challenge.

The challenge that we face today in a world market of ideas is a real one, and only our collected ability and determination will meet that challenge and prove that our way of life is the way of life that people should want and will seek.



WHAT LOCAL GOVERNMENT CAN DO TO PROMOTE  
COMMUNITY GROWTH: EDUCATIONAL SERVICES

by

Dr. George Young, President  
Surface Process Research and Development Corporation

In this part of the first session, I would like to briefly explore with you one aspect of the responsibility of our local government and its citizens to foster and develop those educational services that can create an effective climate for community growth. When Hugo Mailey invited me to discuss this topic, I spent some time in assessing the role that our local schools and colleges were currently playing in the community. While many problems do indeed exist--these for the most part are well recognized--and, at least in part, aggressive attempts are being made for their solution. Rather than enumerate present educational requirements--an area that should be familiar in detail to most of you--I would like to discuss certain requirements of the near future as they may be dictated by changes occurring in our national purpose and in our national economy. These changes---either directly or indirectly---will eventually reflect on your responsibilities as community leaders. Since our company is playing a direct role in a part of this change as a technical advisory group to one of the service organizations, I have a special interest in the topic as it applies to our area.

Certainly, we are not strangers to change nor to adapting to it. Indeed, our country has been a leading force in promoting advancement and progress. Yet, in this decade we find ourselves in a position of vicissitude that is unique. Since the mid 1950's we have been caught up in a series of events involving a rapidly accelerating race for technological superiority. The winning of this race has become a primary objective of our national government and of our major industries. These facts are evident to all. However, what is perhaps not fully appreciated by many local officials and community leaders is the implications involved. The rate at which technical progress is being forced upon us by both government and industry---of necessity if we are to remain ahead in the race for technological superiority---and the unprecedented magnitude of the expenditures involved are presenting new challenges to local governments to keep their communities participating in a fair share of the growth of the national economy.

Currently, the federal government is spending vast amounts of money in an effort to accelerate our space program. Even larger sums are being ear-marked for highly complex projects designed to bolster our national defense. Space exploration and military programs, al-



ready ranked as major industries of the country, hold every promise to grow considerably larger. Private business, prompted in part by the government, also is finding itself in a similar competition. New industries of a highly technical nature are being created to meet government demands and to capitalize on the progress made in the government programs.

The order of magnitude of expenditures for technological progress and the rate at which it is being achieved and integrated into our industrial potential are beginning to have a profound influence on our economy. For example, this year nearly one billion dollars in government funds for space and military programs will be poured into the industries and universities of the Boston area. Houston, Texas will expand rapidly with the establishing of a new manned space craft center. Many California communities will continue to grow and to enjoy an expanding economy as over a quarter of the government funds for space and military programs are awarded to technical firms and universities of that state. Indeed, such governmental and industrial programs designed to achieve technological superiority for the United States are already producing major population shifts and pronounced changes in the requirements for employment in those communities in which they are centered.

Here we may inquire, what does this change in national purpose imply for the majority of communities, like Wilkes-Barre, that are not now engaged in space research or major military programs? What we observe occurring in Massachusetts, Texas, and California today is the precursor to a vast increase in technological growth to be experienced by this country---a change that will occur throughout the country as government programs expand and as industry seeks greater technological sophistication. Those communities that can attract forward-looking industries and provide an integrated approach to technical progress will enjoy affluence. Those communities that cannot meet this challenge may well have to contend with a second-class economy.

In brief---either we will attract those industries and activities that play some role---direct or indirect---in this effort to achieve technological superiority or we will not receive our full share of the national economic pie.

Now, how do we compare as a state and as a community with the national average in this effort? In the last fiscal year this state received 3.6% of all military procurement contracts and something less than this of the total research and development effort---some 700 million dollars in all. According to the population distribution we should have received almost double this amount---approximately 1.4 billion dollars.



This should be a warning that Pennsylvania--particularly Northeastern Pennsylvania---is deficient in some very basic areas. Wilkes-Barre, based on its population, should have received---either directly or indirectly---some 11 million dollars in government funds for space or military procurement and research---if we were participating equally in the national effort for technical progress.

This is not a suggestion that there should or will be an equal distribution of government funds to all areas---however, we seem to be far enough from the national average to have cause for concern---concern because business activity and growth appear to be paralleling the distribution of these federal funds---both being greatest in those forward-edge communities where money, brains, and skilled manpower are located. We are concerned not so much with the number of industries we are attracting, but the type.

Now let us turn our attention to the role educational facilities can play in furnishing two of these three elements---brains and skilled manpower---judged necessary to meet the challenge of this age.

First, consider our local colleges. We are going to require a considerable amount of help from our colleges---and they from us---in the future. If we are to succeed in effective community growth, they must furnish much of our basis of technical strength and certain of those elements of leadership that will be necessary. One critical need that can be served by our colleges is that of establishing areas of technical specialty and of encouraging research and development activity. As an example of what research and development potential can mean to a community, the following are excerpts from the New York Times concerning promotional advertisements for the Pittsburgh and Boston areas.

"Electrifying Change in Boston---a report on research and development". "The economic vitality of Greater Boston is due to many factors, not the least of which is its pre-eminence as a center for research and development".

"Research and development facilities and a strategic location lead to expansion by Westinghouse". "They (Westinghouse) are located in the heart of a group of prominent colleges and universities---ideal climate for research and development".

On a somewhat smaller scale, this community must furnish a similar climate. We should enable Mr. Malloy to employ similar copy for PP&L ads about our area. It is certainly a tribute to the astuteness of the ad-



ministration of Wilkes College that such a need has been recognized and that the new Wilkes College Research Center will be under construction this fall. The need cannot be overemphasized for this facility in promoting the interests both of Wilkes College and of our community.

Another area---perhaps an obvious one---in which we will require help from our colleges is in providing a local source of the scientists, the engineers, and the business personnel our community will require. I believe it will be essential that an expanded graduate program in the sciences and possibly a complete four-year engineering curriculum be offered---when feasible for our colleges to do so---if we are to obtain needed technical personnel to attract aggressive new industries and to encourage the growth of our present industrial complex.

Now the crux of our topic---How can local government encourage the establishment of these educational endeavors necessary to community growth? Faced with many other problems, such as meeting their share of the anticipated increase in college enrollment, the requirements of providing leadership in research and development activities and of increasing their facilities for technical education will place an added burden on the already heavy financial load carried by our colleges. In promoting educational programs that will directly benefit the community as a whole, local college officials should be able to call for ---and expect to get---community financial support. One possible approach that has been extremely effective in other cities---and might well be effective in our case---is the establishment of an industrial-college fund raising committee to seek financial support for certain college programs from local industry. If such a committee were judged desirable for our community, local government could be a major factor in assuring---through direct influence, both personal and political---the support and prestige and thus the effectiveness of this group.

Effective research and development potential and aggressive programs in science and engineering as might be established by our local colleges could contribute greatly to an ideal climate for community growth. However, many other elements are also needed.

Quoting again from the newspaper clipping pertaining to the Boston area---after referring to the hundreds of scientific and engineering firms---"and little wonder, when one considers that the Greater Boston area has more than 32,000 scientists and engineers whose efforts are reinforced by some 363,000 skilled technicians." How many really skilled technicians does the Wilkes-Barre area train each year?

This then is another type of educational facility which we might consider---our technical high school and our associate degree programs.



The level of competence required of a modern skilled technician extends beyond that offered in our present technical high school training. Yet, there would appear to be certain advantages to having such training a part of that program. Several approaches are possible in attempting to provide education and specialized training for an elite group of highly skilled technicians. One might propose the integration of the roles of both the present technical high school and the associate degree program of the local Penn. State Center into a single six-year course. This approach would appear to offer the most effective use of the combined facilities and would give a unity of direction to the task of educating and training skilled technicians. Another approach might involve extending the present technical high school training through a combination of higher level courses and of an industrial cooperative program similar to the kind which has worked so successfully at the college level in engineering---a cooperative program involves spending part of the academic year working in selected industrial groups in the specific area of specialized training. Such a program---which might be a five-year course---if effectively supported by industry, could provide for students both high level training and incentive to master more advanced courses.

Whatever approach to this problem of providing skilled technicians is suggested by the Superintendent of Schools, it probably will be necessary that the level of training be considerably above what is presently being offered and in a larger number of technical areas. Again, how can local government help? In this case, much more direct action is possible. Complete non-partisan support of the Superintendent of Schools in endeavors that are commonly agreed to benefit the community and securing financial support for bold experiments in education at the state as well as the local level are obvious measures. Again, a better acquaintance between local government and local industries could be important---if an industrial cooperative program were established---in securing industrial cooperation.

I have discussed only the two of our several educational facilities that should be most directly involved in a community effort to share in the technical and economic growth of the nation. Needless to say the other facilities---high schools, adult education, and retraining programs---will have to keep pace.

In summary---these are the major points I would like to emphasize:

1. Certain rather basic changes are occurring in our economy as a result of the national effort to remain ahead in the race for technological superiority.



2. As a consequence of this effort, government funds on an unprecedented scale and new business activity are going to those forward-edge communities that can furnish money, brains, and skilled manpower.
3. It is suggested that we---as a community---are not as fully prepared to participate in these changes in the national economy as we might be.
4. Direct political action can be of only limited help to us in this situation---to meet the challenge we must depend primarily on a boot-strap operation by our community.
5. Important factors---the brains and skilled manpower---necessary to participation in national technical growth through attracting forward-looking industries and in general to providing a dynamic climate for community growth can be furnished by our local colleges and schools. However, to do so will require an expansion of present facilities, which is going to cost money.
6. Local government and educational groups must pursue aggressive educational policies---proceeding at times when the full demand for certain services is not currently present---in order to lead the community in desired directions and set the trend of the future.
7. Local government, if it is informed and forward-looking, can point up the incentives for such action and be an effective driving force in ensuring that needed educational facilities are acquired. A major area of activity for local government is in assisting to acquire necessary funds through its influence and political action.



## INTRODUCTORY REMARKS

### Second Session

Wilbur Shorts, President  
Home Builders Association of Northeastern Pennsylvania

Thus far this afternoon, we have approached this major problem of Community Growth from a broad base, and then we looked at two specific phases of the over-all problem. But quite often, we hear people say, "They ought to do something." However, if one presses the issue and asks for a definition of the word "they" the answers are usually very vague. And about ninety-nine times out of one hundred, the person who made the statement never includes himself in the "they."

This condition points out one of the purposes of this Community Growth Conference. Not only are we interested in what official and semi-official agencies can do about it, but we should also be concerned with what we as individuals can do about it.

As Home Builders, my organization has long been concerned with community appearance in a specific way--the types of homes that we build. Therefore, our next two panelists should provide some helpful hints as to what we, as individuals, can do in the area of Community Growth--both from the viewpoint of attitude and how to take action.



WHAT THE INDIVIDUAL CAN DO TO PROMOTE COMMUNITY  
GROWTH: COMMUNITY ATTITUDE AND APPEARANCE

by

David Bogdanoff, President  
Jefferson Valley Corporation

It is very easy for me to get up and make a speech in Westchester County as a builder because at the snap of a finger I can get up and make a rip-snorting speech about the lack of social orientation in our planning program, in our zoning, and in our restrictive regulations. These are producing a band of isolation around New York City which is preventing the middle-income growing population, elderly people, and young family formations, from finding necessary home sites or homes in the suburban areas.

In the New York City area we have the reverse of your problem. At least, temporarily, we have the reverse of your problem. In the New York City metropolitan region, we have a population of 16 million with an anticipated growth of an additional 6 million by 1985. This growth at a time when we know that the major cities in their process of renewal must lose a half-million people from their impacted congested areas. We know that this growth is going on, and when we meet at community growth conferences, such as this, the interesting part of the discussion, on the part of most of the agencies other than the builder such as myself, is, "How can this growth be prevented?", "How can this growth be diverted to us in terms of tax assessables?" We want the polite industries which our planning commissioner, Cy Shulman, has defined as "those whose buildings are all underground, whose people come into the buildings by tunnel, and whose products are used right within the building so that they need no trans-shipment."

Our communities have all reached this point in this suburban ring around New York City, which by the way has undergone a tremendous growth impact over the last decade. Our communities are looking for this well-defined type of polite industry and office research laboratories such as IBM, Union Carbide. The bidding gets a little tighter, a little less obvious perhaps when you get below the level of Union Carbide. But they are very interested in taking the tax assessables without taking the housing problem of the people who will work in these industrial establishments. They want to avoid the problem of school taxes and the problem of congested areas. They want to avoid the entire problem of community growth in terms of a growing community encompassing the entire zoning pattern, encompassing the entire broad spectrum of



the population that makes up an American city. So it's easy for me to have won the reputation in Westchester County of being an interesting, perhaps insane, type of maverick who is willing to walk into a community or to work in a community with the hope of developing a more comprehensive approach, suggesting a more intelligent long-range approach, or jokingly teasing the supervisor of an adjoining community as to his exclusiveness.

But here in Wilkes-Barre your problem is the problem of a community that wants to grow. Your problem is a community which is heroically, or has already heroically, adjusted to the dying out and the moving out of your one major industry--the coal industry, and your determination to overcome this situation and to redevelop your industry and in the process to redevelop the community.

So, I am placed in the embarrassing position, although a very happy one, of not being able to fight you--I have to work with you. I have to prove that, having fought in my community for what you people are doing, perhaps I know a little bit about the business of how it might be done. I think you had better be the proof of that after I get through. Suffice it to say that driving through the area seeing this determination and listening to the previous speakers has been an extremely exciting experience up to the moment.

I would like to go into one aspect of community growth which, perhaps, has not been touched on by the other speakers.

The subject matter that I would like to touch on is, "What kind of a community do you want to have grow?" You see, you have a community. Wilkes-Barre is a community, I imagine today of some 60 thousand people.

Interestingly enough, our Jefferson Valley Project, in which we are working a seven-hundred acre area, was a cooperative approach to planning a forty-two-hundred acre area. We felt that the ultimate development of this forty-two-hundred acres would be the development of a rather comprehensive community in a strategic location of Westchester County. We financed through the town the planning study for the eventual development not only of our own seven-hundred acre area, but of the overall community. This was a community which was 20% developed at the time that we got into it, and we achieved the cooperation of the town of Yorktown in developing this planning study. It was 20% developed. Wilkes-Barre, which is just slightly larger than our forty-two-hundred acres, is 80% developed. In our 20% situation we have to do new construction for the other 80%. In Wilkes-Barre, to a great extent, you have to renew a great part of the 80% which came before you.



It is about the reverse of the coin. We're assuming the growth which is coming in. You people are preparing for the future growth and also in the process are trying to redo your community in such a fashion as to provide more amenities, more aesthetics, generally better living for the community at large and a more attractive community for industry to come into.

The question then is: What type of a community? What approach to this community can we develop which gives us any guarantees that after we go through a renewal effort we have not produced an alternate drabness which may already exist? What guarantees have we that our new subdivisions will not produce what many of our subdivisions in the metropolitan region have produced--a virtual desecration of the land that was there before the subdivisions came in, sea on sea of multi-colored roofs, practically no open space, practically no recreational areas in lands which were virgin lands not more than 10 or 15 years ago?

I think an examination of the kind of community the people in Wilkes-Barre and the environs of Wilkes-Barre want to have is a prerequisite to the planning and to the ultimate execution and development or redevelopment of the area. I do not intend to develop any philosophic approach as to what constitutes an ideal community. Nor shall I attempt to define an ideal community. Perhaps we have come to this point in our experience as a nation and in our condition as people where the approach to anything that we want to do is an approach which rejects poverty, drabness, and mediocrity as a condition to our existence. Where poverty, drabness, and mediocrity do exist: (1) a new social spirit has to be developed which denies it, which takes steps to change it, which makes plans to renew an area which engenders this kind of depressed spirit; and (2) the plans that are engendered for the reconstruction, renewal, or new development are plans where the amenities of living and where the designing criteria are in the direction of building a community which makes us proud as well as comfortable. This is no difficult task although it might sound like the most high-sounding, silly idealism.

In our little community in Jefferson Valley we are building the least expensive homes in the metropolitan area. These homes range in price from about \$18,000 to \$21,000, which strangely enough for the metropolitan area is the cheapest in terms of single family housing that is available, unless you go down to Idlewild airport.

Nevertheless, the community that we developed there was able to win the national subdivision award for 1960 as the best subdivision in the country. The interesting corollary is that we most probably did our



work more cheaply than any other subdivision that I know. We approached the land with a respect for the land. We approached the home that was going to be placed on the land with a feeling that a home should belong to the land and should fit into it. We also felt that we shouldn't slice off the mountain to put a flat piece of house on it, we shouldn't build up a mountain in order to get a high view, but we should roll with the punches and design with what God gave us and see how it turned out in the end. In this particular case, it turned out rather well.

This type of approach in Wilkes-Barre is the most natural thing in the world. The one thing that you have least of, in the undeveloped areas, is flat land. In these rolling contours this type of approach is the easiest way to develop good subdivisions and to develop communities that people will be proud of. In order to approach either subdivision planning or renewal, one thing is of the utmost importance: the realization that the old laissez-faire philosophy of our country no longer exists in the construction industry nor should it be allowed to exist in the construction industry.

In a discussion with Wilbur Shorts just before lunch, he told me of the amount of work the members of the local home builders group are doing with the various planning agencies. This is a very good move. It is indicative of the fact that we as builders realize that we are existing and working within a competitive framework.

But in any industry, and especially in the building industry, if you allow it to operate under its own standards and with only its own controls, the tendency under strong competition is that every one reduces down to the lowest denominator. Everyone is forced by competition to the operating standards and techniques of the most marginal and the poorest of buildings. The net result of this condition is there must be zoning, planning, and building codes. The communities must assume leadership in planning ahead of the growth program so that newly developed neighborhoods are protected in their creation as well as in the future. Also, the aesthetic pattern created is something known in advance.

Therefore, the interaction between the builders and the planners on the question of setting up zoning standards and zoning regulations and planning commissions in this area is most important in protecting the nature of the communities that will develop. But there is a second factor that I would like to dwell on, and that is the question of the City of Wilkes-Barre itself.

Obviously there are not likely to be any subdivisions or any extensive amount of single-family building because of the lack of land. In the City of Wilkes-Barre there is a wonderful opportunity for a renewal and a redevelopment which does not exist in very many places.



Firstly, the people are not under the pressure of a terrific housing shortage which exists in so many other areas that are impacted either by new industries coming in or by general growth problems developing all around them. You are not forced to operate in a situation where it is practically impossible to relocate one family while you tear down buildings and make room for a renewal program. You can work more calmly, and you can work more leisurely.

Secondly, you have a much broader area in which to operate because there is a spread in many different sections of the community of the residue of old periods of housing that goes back into the nineteenth century. You have a broader program of work and a broader approach to community renewal than exists in most communities.

There has been a tendency in many of the renewal programs in our area to accept the economics of the program as the major factor, or to forget what the community is going to look like after the old one has been torn down and the new one erected. This could become one of the greatest crimes of history.

The renewal program so ably described by Mr. Walker gives us an opportunity which we may have only once in a lifetime. In the redevelopment of some of the depressed areas, the end result produces a new spirit of vitality through its architecture, through its social orientation, and through the attitude of the people who are going to live there or work there. This new spirit of vitality is a combination of planning consultant, architect, builder, and community leader, and it breathes new life into the community.

This spirit of vitality is not a drab low income housing project, or a drab middle-income housing project, or a drab F. H. A. project, or a new factory. It is possible for this community because of the number of tools available in federal housing, and in grants of one sort or another. It is possible for this community to come out with an end result that would produce a vital Wilkes-Barre. I am sure this is the intent and desire of this assemblage. But this means that you must approach renewal with that spirit, you must get your architects working with it, and you must go down to some of the agencies already mentioned. We had the pleasant experience in New York recently of telling the gentleman in the agency that if we have to produce bad architecture because he wanted a \$27.00 rental and would not accept a \$27.50 rental, then either the regulations would have to be rewritten or he would have to find another developer. We were extremely happy to find that the regulations were rewritten. To be accused of bad architecture in a governmental agency is almost as bad as being a personal friend of Billy Sol Estes.



Let me conclude with this statement. This group, obviously, represents the higher echelon of the spirit of Wilkes-Barre. If the feeling that has been expressed in this Community Growth Conference is indicative, and there exists the possibility of this spirit filtering down to the people, then tremendous things can be done. They cannot be done unless this spirit filters down to the people. Accomplishments cannot be made unless they become something that the people demand.

The statement made concerning the rejection of poverty, mediocrity, and drabness is something that the entire community has to feel. When they feel it, a dynamic political leadership is created, and with dynamic political leadership the results in renewal programs, in community growth programs, and in generally achieving the ends that people have been searching for are usually tremendous.



WHAT THE INDIVIDUAL CAN DO TO PROMOTE  
COMMUNITY GROWTH: CITIZEN ACTION

by

Edwin H. Folk, Executive Director  
Citizen's Council on City Planning, Philadelphia

The topic of this session is what the individual can do to promote community growth from the aspect of citizen action. Frankly, the individual can do very little to promote if he remains an individual, strikes out on his own path, avoids contact with others, avoids organization, and avoids getting into situations where he may have to sacrifice some of his own individuality for a better organized approach to the problems of community growth. For example, there was a supreme court decision in New Jersey not too many years ago in which a township zoning ordinance was thrown out because it had established a rather large minimum lot size for lots in new developments. In fact, the minimum lot size was larger than the largest lots than in the township. The court simply could not understand why the residents of this township felt themselves so inadequate that they had to have only better people there in the future. There is a lesson in that.

Although I have been executive director of the Citizens' Council on City Planning in Philadelphia for only six months, the organization is known nationally as one of the truly responsible and effective citizen organizations for urban planning in the country. I cannot take credit for this, it belongs to my predecessor Aaron Levine, whom many of you may have heard before. It would be possible to discuss the organization at great length. It represents the work that has been done over the past 20 years by some of the outstanding citizens of Philadelphia (and some of the not so outstanding citizens) who have devoted time and effort to promoting a better understanding of community planning--what it is about, how it is done, and the necessity for rapping the knuckles of those planners who sometimes get out of line.

There are some lessons in the Philadelphia experience that are worthwhile noting and I would like to mention just a few of them to you. First of all, when the Citizens' Council on City Planning in Philadelphia was organized in 1943, Philadelphia was perhaps the least respected major city in the United States. I had just come from Youngstown, Ohio, where the vaudeville actors used to announce that the first prize would be a week's vacation in Youngstown, and the second prize would be two weeks' vacation in Philadelphia. These gags would not mean much in Philadelphia any more, because people are demanding of their government a better level of service, they are demanding of themselves a



higher level of performance, and they are demanding of their planners answers to their problems instead of panaceas--beautiful pictures and the like.

In 1943 a group of young lawyers organized a small group whose sole purpose at the time was to get a planning commission organized and to see that the planning commission was adequately staffed and had an adequate budget. This was not an easy job. These men, who were probably called young radicals or something of the sort, faced a very difficult situation--government in Philadelphia was at an all time low ebb. The city was disorganized, public services were at an extremely low level. While industry had not yet moved out, it could hardly wait until the war was over and materials were released so that it could move to the suburb or the south or anywhere but Philadelphia. This group found that it had remarkable success in getting established as an adequate planning commission in about six months. It also had what was considered at the time a substantial budget.

Having accomplished their immediate goal, the first reaction was: Now that that job is finished, let's do something else and not worry about planning. Some of the more intelligent members felt that if a citizen organization is to be effective, and if planning itself is to be effective, citizens cannot simply set up a planning agency and then ignore it. The planning agency, particularly in the 40's (even today if we scratch very deeply), was considered just a little bit foreign to our traditional concept of government. Here are specialists who are telling us what is wrong with us, who are giving us guidance on what we should do, or who are pushing us around. Although it receives much lip service, we still do not like the term planning when we are given the pinch.

This group decided to organize a program of trying to continually explain to the public what planning is about; trying to carry through to community organizations the work that the planners were doing; and explaining the work in order to make planning a real and vital issue in local communities. Basically, the approach was to take to city hall community groups which had planning problems, and to take to the community groups the city officials who were doing the planning.

In 1952, approximately nine years after the city planning agency came into being, there was a great change in the government of Philadelphia. A group of young and rather vigorous men came into office with ideas of how government should be operated, and how planning should be done. These people brought in to the city a top flight group of city officials who were recruited from wailing cities across the country that had lost their traffic engineers, water department heads, and the like to Philadelphia. In addition, the new home rule charter was adopted. Thus, in 1952, Philadelphia government was brought into the



twentieth century for the first time. The planning effort was taken out of the purely physical, beautiful and picturesque civic center design school of planning and placed into active planning.

One of the major accomplishments in the 1952 charter amendment was the establishment of our capital program and our capital budget. Today we have a very highly developed system of capital budgeting for a six-year period which tries to guarantee: that the government resources are used properly; that we get the improvements we need when we need them; that the extra luxuries are brought along in reasonable time and are provided only when they appear to be essential.

One of the key factors in the effectiveness of the city planning operation and of the capital program has been an effective continuing review of the capital program itself. Each year the Citizens' Council holds a series of 40 to 100 luncheon meetings during the summer months at which we review every project that is proposed for construction in the city of Philadelphia for the coming six years. This normally requires that the citizen members work extremely hard going out to the community to find out what these projects are and what effects they will have on the city. In pulling together the eventual report they become, as the mayor of Philadelphia says, the city council's secret weapon or number one weapon to use against the planners.

Here we have gone full circle. We start out promoting planning and we end up criticizing planning. This is another aspect of citizen organization. Although you begin by promoting planning, if you are not careful, the planning operations may grow further and further away from the real problems. As a result citizen organizations become critics, promoters, and educators in the field of planning. The experience in Philadelphia is one that may or may not be generally applicable throughout the country.

All cities do not have a citizens' council on city planning, since not every city needs one. Every city does need an organization made up of individuals, of community organizations, neighborhood associations, garden clubs, civic leagues, the business community, and industrialists. This organization is to promote an understanding of planning, to criticize plans that are made, and to point the way to the plans that are needed in the community. Specifically, there are a few things that could be done by an individual who is interested in the problem of community growth, community development, and community planning and who feels that citizen organization is an answer to this problem.

There are a few things that our organization has learned that I would like to pass on to you. First of all, it is absolutely essential that people who become involved in a citizen's organization learn about the



real problems of the city. A typical citizen's organization is usually started to oppose something or when something is going wrong. How many citizen organizations do you know that have been started to fight a shopping center in a residential district or to oppose the development of a new subdivision of so-called substandard homes or a garden apartment project? This is normally the way citizen organizations get started and this is normally the reason that they do not get very far. It is very difficult to keep up steam against something. Sooner or later the decision is made on a basic issue that has brought the group together. The organization then disintegrates unless it can get into the real problems of the community and start learning about them. It is not an easy operation, since it is not easy to learn what is going on in the community.

The one place not to go to find out what is going on in the community is the city planning office. Planners are concerned today with problems of the city as they see them rather than as they really are. To learn about city problems, go to the planning director's office and talk to him awhile and also talk to the planning commission. However, concentrate more on the operating department heads of government. You may discover rather frightening things at this level: which sewers flood when the rain is one-half inch, one inch, or two inches; how many streets are unpaved in the poorer areas of town; and where police services are not provided after certain hours of the day because it is too dangerous for the police to go in.

Then go to the politicians. There has been a tendency to overlook the role of the politician right down to the precinct leader, and the ward leader, overlooking the knowledge they have of the localized community problems. We tend to forget that the politician cannot live very long on theory. He has to do something that not many of us would like to do very often, and that is have ourselves voted on every four years or every two years, depending upon the election period. Think about that for a while. Would you every two years want to have your name put up for approval or disapproval? It is a tough proposition and as a result these people know a lot about their community. They may not have a broad view, but they do have a depth view of specific immediate problems.

After you have consulted with the city officials and the politicians, go to organized community groups and to the neighborhoods. Find out what they feel their problems are. Talk to people. You will probably find a much higher degree of sophistication and knowledge of real problems in your community than we professionals have a tendency to believe the public has.

After you have devoted all the time you can to studying the problems, organize. Organize yourself into a civic group, be it small or large. Discuss your problems with others. You will soon find that you



are not alone in this--there are many of these organizations. Everywhere you turn there are groups thinking and studying problems. The danger in this is that there are many groups that are discussing problems without studying them. If you find a feeling in your community that problems must be solved and that your approach is not being used by the government and planners, organize a citizen's committee for planning and development. As you do this, be sure it is not all people like yourself. There is a great temptation to set up a group in which everyone agrees with everyone else. There is nothing more futile than this kind of group.

The strength of the Citizen's Council on Planning in Philadelphia lies in a group cross-section of our community. We are dominated by no single group. We have achieved a balance of industry representation, a surprising group of professionals who are interested, including planners in and out of government, community workers, social workers, and just plain interested citizens.

When the group is assembled, try to get adequate technical staffing. This costs money. Where are you going to get the money that you need to carry out this program without selling out your soul to those who give the money? This is not an easy job, but a formula can be found.

A typical approach used in most cities in the early days is to try to get money from Red Feather agencies, United Fund, or groups of that type. Quite often they show an interest in this kind of activity. But in the city I just left, Youngstown, Ohio, we were able to raise a fund of a quarter of a million dollars for such an organization in the period of two months without any solicitation. We wondered what would have happened if we had asked people for money. They are on a second drive now to see what will happen.

Finally, when you are organized, set your goals. Know what you want to do, demand the highest level of performance from yourself. Sound programs of community development do not filter down to the citizens. They start at the citizen level and work their tortuous way up to the government officials who are often slow to react to community leaders and who have too often refused to react to the problems that confront them day by day. Unless individual citizens in a community are informed, alert, aggressive, and willing to work, programs developed at the top are going to look great only on paper. As such, they will provide an excellent record and the historians of the future on the futile efforts that many of our cities made to save themselves in this wonderful decade of the 60's.



## INTRODUCTORY REMARKS

Dinner Session

Andrew A. Hourigan, Jr., President  
Greater Wilkes-Barre Chamber of Commerce

Once again, the Chamber of Commerce is more than happy to participate in the Community Growth Conference. Not only to act as sponsors, but also to have a large representation of our membership participate. Since the First Annual Community Growth Conference, the Chamber has continued, with renewed vigor, to seek a healthy, diversified economy.

Most everyone is familiar with the term Community Growth. Today we have identified and discussed a few of the many aspects of the problems involved. The topic of the speaker this evening provides a springboard for summarizing many of the ideas discussed today, since emphasis must be placed upon teamwork.

Our speaker is eminently qualified to discuss this approach. He has spent quite a few years in the field of urban renewal and redevelopment. He has been able to observe community growth from the point of view of a representative of citizens' organizations, and from the local, regional, and state governmental levels. His observations are bound to be worth noting, since they stem from a wide area of experience.



COMMUNITY GROWTH: A PARTNERSHIP

by

John P. Robins, Executive Vice-President  
Old Philadelphia Development Corporation

One of the things that strikes anyone looking at the world round about is the rapidity of change in our times. We see great cities in effect change their face before our very eyes. Areas which were familiar are suddenly razed and rebuilt. Great industries, which were once a reliance economically of millions of people, suddenly become subsidiary reliances and are even sometimes pulled right out from under us. We see a shifting in the economy, a shifting in the areas of growth within our state, within our nation and it happens with amazing rapidity. Another thing, we see these amazing technological changes which come one upon the other. It took generations to get us from the steam engine to the piston engine. Now, in a few short years, we leaped from the rocket to outer space in what seems like yesterday.

We find, then, that one of our great problems is our organizational ability, our sociological ability, and our psychological ability to adjust has to be speeded up to accommodate these changes. Obviously, we sometimes have the changes upon us before we have either foreseen them or before we really understand their effects. Therefore, there is a greater need for speed, a greater need for comprehension, a greater need for technical skills, and a greater willingness to do new things, to try new things, to take many calculated risks that perhaps we would have been unwilling to accept more than a few years ago.

We also see in the world about us phenomena new in our time of increasing urbanization. Of course, you have a great urban community, yet you are sometimes unaware of it. Certainly the census figures don't quite illustrate it. Actually, Lackawanna County, Luzerne County, Schuylkill County, and Northumberland County form very much of a metropolitan urban center although it is fractionated in many, many municipalities. That is true in the Philadelphia and the Pittsburgh areas as well. The core city tends either to be stable in population or lose population while the growth spreads in a great concentric ring around it. Philadelphia for instance has only two million people now in its core city and more people than that in the eight counties which comprise its metropolitan region. And this phenomenon of urbanism is not one that is restricted to the United States. In fact, we are probably more able to cope with the change than many other nations across the world.



The countryside in so many places is being virtually depopulated and the drift of the unemployed, the unemployable, and the marginally employed to great city centers is one of the dangers and difficult phenomena of our times. I grew up thinking that Mexico City, the capital of the republic of Mexico, was a city like Pittsburgh of about six or seven-hundred thousand people. A look at the present figures indicates six million, with one-eighth of the population of that entire nation now concentrated in the one city of Mexico and in the federal district which surrounds it. In Calcutta, India, another phenomenon among cities, the people come in from the countryside to the point where half a million people actually have no homes and live in the streets homeless. But in that tropical climate they are somehow able to endure-- they don't live, they endure. And you find this in Rio de Janeiro, you find it in the cities of even more developed countries like Canada where the growth is in Montreal and Toronto, the metropolitan centers, while the rest of the country largely remains only stable, if that.

So we have a phenomenon that is international and therefore applies to all human kind. And the question is: what can people do about it? What can you do to anticipate change, what can you do to work against the future, what can you do to try to meet the challenges of this very complicated society which often seems to be slipping out of human control?

The evidence is that people can do a great many things. In fact the evidence right here in Wyoming Valley tends to prove that. A hundred years ago an observer who came to this valley would have said that it lived on coal, on anthracite coal. The only reason that it had become developed and thickly populated with a million people was because of this great storage of energy that took place so many millions of years ago and was suddenly a profitable item for human use. If this energy had not been stored under these folds of hills, then perhaps this would have been a region of limited population, of small country towns, of marginal hill farming, of timber something like our Poconos, or something like the country in Sullivan Country to the west of you which was never really thickly populated. But because of this great resource, an urban civilization grew up around it.

Then over a period of time this great resource slips out and what happens? A hundred years ago what would have happened probably is that the valley and the area, having been deprived of its economic base, would have simply over a span of time largely disappeared as a center of population. Under this stern economic compulsion of unemployment, the lack of funds, the lack of resources, out-migration would have seemed to be the thing, and it would have slipped back. And you can see it in western mining camps. The famous Virginia City, Nevada, or in the Sierras in California, which were places in the gold rush where ten-thousand people lived, are now shacks, ghost-towns, nothing



left. And that could have happened here.

However, today we now have a highly organized society which refuses to let such things happen again in our times. And by the energy of the people here, by the investment which was made here by them, by the accumulated resources that were husbanded over the years, by the diversification that took place, by the vast amount of state and federal funds, drawn from the whole fabric of our society, that comes in various forms such as public works, public employment, unemployment compensation, soldiers' dependency benefits, and public assistant grants, a whole stratum is put under the economy which prevents total collapse or prevents the classical kind of change. Instead it gives you breathing time, it gives you living time to rebuild. And that is what you have done, and done most successfully under very great difficulties.

The point would be, however, that this is a continuing problem and while the problem in this area has been an older one, it is not a problem, unfortunately, in any way unique nor will it be unique in the future. Cities like Pittsburgh, for instance, or Detroit had been the symbols for heavy industry which have almost been the monuments of our society--wealth, strength, and vigor. Today they are faced with an analogous problem. Steel, automobiles, and the other things which we make and could make in great volume no longer require the labor force that they once did. Consequently, even the Pittsburgh district or the great city of Detroit is faced with an economic change that it will have to come to grips with.

We have seen these shifts in our own time, and they are very real. What can you do about the thing? One, you can try to anticipate. That doesn't often happen. Being human beings, we are only concerned with what happens next week, what happens next month, and perhaps what happens next year. People in public office and people in private business like to make the best of what they have rather than foresee the worst. The result is a tendency to some drift and some acceptance. "We'll meet that issue when we come to it." And so you can't competently predict that people will always anticipate their troubles. Normally we wait till the troubles are at least largely upon us before we are compelled into action.

But we have found that there are very good bases for action. By bringing together the full strength of local government, state government, federal government, private enterprise, and people who feel and believe and understand what is almost a mystic of working these things together, then you can overcome these changes just as rapidly as they come upon you.



The whole history of evolution has been simply this--in the long history of the world many, many species have arisen, accommodated to an environment, and when the environment changed, that species became extinct. That is why we have no more dinosaurs, that is why we have no more mammoths, that is why we have no more flying reptiles and many other things that once inhabited the earth. Conditions changed and they could not change.

Today the fundamental law is that this is a period of great change. When the times change, we must learn how to change with them and change very rapidly. Now we do that in two ways. One is by knowing that we can change our environment. In other words by realizing what more advances are to come and what can be done with them, then by setting about in common energy and common alliance to do something with them.

I can give you a recent example. For many, many years, the Delaware River to your east has been divided by the states of New Jersey, New York, Pennsylvania, and Delaware. There was no coordination in its development. Many people realized that much more water would have to be husbanded although we were husbanding water. The watershed should be improved and made clean by stopping pollution. Also, we had great recreational resources that we weren't using, and we had great industrial potential in this raw material--this water. We had floods in the spring and hurricanes in the fall which caused loss of life and millions of dollars in property damage. And yet, by our weaknesses in our governmental and social fabric; by disputes between Philadelphia and New York State; by disputes in the Pennsylvania and New Jersey legislatures; and by disputes between the people who thought that the federal government ought to be kept out and the people who thought it ought to come in, nothing really was accomplished and the drift that had occurred over generations continued.

Finally, we learned something. We learned that it was possible to bring the four states of this valley into a common agreement and we learned that the states should not regard the federal government as an enemy or as an opponent. We learned that the federal government should not regard the states as inefficient, incapable, or unconcerned with the public interest. As a result, in an amazingly short time (due to very good leadership in the four governors' offices, in the Secretary of the Interior's office and in Congressman Walter, Senator Clark, and Senator Scott) we were able to get a compact through which binds us all together for the next hundred years. Then, by almost automatic renewal, we will perpetually develop this resource and make it a great asset to the areas which it is by nature created to serve.



Incidentally, we are about to do this very same thing in Wilkes-Barre. Mayor Slattery has been very active in this and so has Congressman Dan Flood. We are about to attempt the very same thing on the Susquehanna. The Susquehanna is the largest undeveloped great river valley water resource in the eastern United States. And if you take a map of Pennsylvania, and superimpose on that map the areas of chronic unemployment, the areas of least economic development, the areas with the most economic problems, it almost follows the Susquehanna Valley north of Harrisburg with the exception of a small area around Pittsburgh, the Johnstown-Uniontown district. Now we are about to put together the same kind of an interstate federal compact with some variations in detail and form. Its purpose will be the development of this river valley, the purification of the water, the utilization for flood protection, and development of the recreation potential, just as we did in the Delaware. Next month, the representatives of Pennsylvania, New York, and Maryland will be meeting to take the first real steps toward actually writing a compact agreement between the states and the federal government.

If we have the same understanding, the same knowledge, the same willingness to understand other peoples' needs and points of view, I see no reason why that compact can't just whip through the legislatures and whip through the Congress. It can be an established entity serving the peoples of this valley again for human perpetuity. And that can come about if you people, and people like you throughout this valley, understand it and support it and make your thoughts known.

In the Susquehanna Valley we have a somewhat different situation than we had in the Delaware Valley. It is a very interesting one from a technical point of view--the Susquehanna is an undeveloped river. The Delaware is perhaps an overdeveloped river in the sense that the population of its valley is the most dense in the United States. It serves New York City for water supply--one third of its water supply comes from the Delaware. It serves Philadelphia and some twenty-two million people depend on that relatively small river with its basin of twelve thousand square miles for the most essential element for existence next to the air we breathe. In the Susquehanna we have a great surplus of water. We also have a great surplus of opportunity. By understanding it, by planning for it, and by developing it we can create a new potential, a new inducement for growth within this valley and all the tributaries of the river. This would mean a great deal to Pennsylvania because 80% of that river valley lies within our boundaries. This is just an example.

Great progress has been made in Pittsburgh by bringing the economic forces and the political forces of that city together. The very face, the whole appearance of the city, the growth of the city has been



manifestly up-lifted and the end is not yet in sight. If you would like to come down to Philadelphia one of these days, I would like to show you what the old Philadelphia Development Corporation is doing to make a new Philadelphia. However, we are trying to husband the old. Philadelphia is a unique city in the United States in that much of our colonial life has been preserved there in memento. We have buildings which are real treasures today since they are two-hundred to three-hundred years old. We are trying to preserve them, giving to them a flavor and from them getting a flavor and an interest which will be of concern to all America.

But in the meantime, we are trying to remake the whole of center city Philadelphia on a basis where we all understand what we are trying to do. It is clearly outlined by the planning commissioner, it is known by the city council, the citizens of the city know it, the business interests of the city know it, and the potential investor knows it. We are taking the area of center city Philadelphia, William Penn's old town, from the Delaware Valley to the Schuylkill River and from South Street to Spring Garden Street, which is thirty blocks east-west and about a mile north-south. This will be through a combination of city funds, state funds, federal funds, funds derived from revenue bond issues (those things that pay themselves out, such as parking facilities and transportation facilities), and private investment. It is beyond any question that we will have a billion six-hundred million dollars of investment in center city Philadelphia in the next ten years. It is scheduled, it is happening, and it is visible before you.

These things could end in panaceas. I wouldn't want you to believe for a minute that the human condition is such that we will ever solve all of our problems. Everytime we do something, we find another problem that is there to solve from it. Pittsburgh, with its dramatic gold triangle, with its new development in its old district, with its famous arena with the open roof, with the great growth of the University of Pittsburgh, with the committed resources of so many great corporations that are there, it still has before it the serious problem that it is enlarged and has a shrinking of its economic base and of its employment base. Philadelphia, with all the growth both in the city and in the suburbs, has before it the problem of bringing into the full stream of the city's life a population which is newly arrived largely from the south, which is newly organized, which is not well educated, which does not have the same skills per capita or per ratio as the population as a whole. We have to bring these people up with us to make a city, and this is perhaps the greatest urban problem.

So, you always have problems. If Wyoming Valley tomorrow had full employment, if everybody here had a good job and good wages (as we all want everybody to have), and if investment was coming and you



were booming, you would find then that you had the problems of growth just as California does. In other words, Governor Brown is going to have a hard time in the next four years dealing with growth problems. We have a problem in Pennsylvania of dealing with the problems of adjustments to change and so do they. So the human condition is such that perfection and utopia are not to be found upon this earth. But the drive towards perfection and utopia we can find within ourselves as we work to solve these complex, fascinating, and perfectly soluable problems that are before us.

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Golden, Gene E.	Lackawanna County Planning Commission Scranton, Pa.	Member
Jacoby, Milton	675 Wyoming Avenue Wyoming, Pa.	Planning Commissioner
Lipski, Joseph	23 Third Street Wyoming, Pa.	Planning Commission
Meixell, William (Mrs.)	League of Women Voters Wilkes-Barre, Pa.	
Payne, Marion	Wilkes-Barre, Pa.	
Price, Ethel A.	Wilkes-Barre, Pa.	City Commissioner
Ruckno, George L.	Home Builders of Luzerne County Forty Fort, Pa.	Builder'
Slattery, Frank	Wilkes-Barre, Pa.	Mayor
Sordoni, A. J. Jr.	Sordoni Enterprises Forty Fort, Pa.	

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