

WILKES COLLEGE

MAR 7 1966

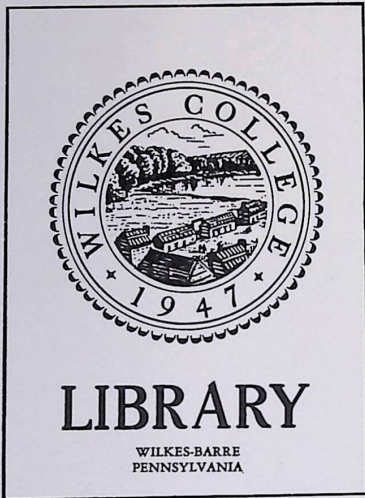
LIBRARY

PROCEEDINGS  
FIFTH ANNUAL COMMUNITY  
GROWTH CONFERENCE

ARCHIVES

JS333  
L8W682  
5TH  
1965

INSTITUTE OF MUNICIPAL GOVERNMENT  
WILKES COLLEGE  
WILKES-BARRE, PENNSYLVANIA



PROCEEDINGS

FIFTH ANNUAL COMMUNITY GROWTH CONFERENCE

SEPTEMBER 29, 1965

WILKES-BARRE, PENNSYLVANIA

Institute of Municipal Government

Wilkes College

Wilkes-Barre, Pennsylvania



ARCHIVES  
JS333  
L8W682  
5th, 1965

## FOREWORD

One of the basic problems facing the federal, state, and local governments is what can be done with the old, medium-sized municipality. Since there was a lack of comprehensive planning in the past, many of our cities were like "Topsy and just grewed." They consistently present a challenge to people who are involved with trying to build better cities. This problem is particularly pertinent to urbanized areas along the Eastern seaboard, and especially Pennsylvania.

The Fifth Annual Community Growth Conference will be centered about this theme--"The Rehabilitation of the Medium-Sized Urbanized Area."

As with all standard metropolitan statistical areas, Wilkes-Barre is but the core city surrounded by a number of smaller municipalities. But the problems of the core city are also the problems of the entire area.

In the preceeding Community Growth Conferences we have examined some of the problems facing the area. This Fifth Community Growth Conference will also suggest some of the solutions to the basic problems of our area. We must consider, for example, the physical aspects of conserving the central business district as we must also consider the problems of housing and industrial development within the core city. Not to be neglected is the aspect of physical beauty and the natural amenities of a particular region or area, and we must certainly consider the overall comprehensive plan, not only of the region, but also of the entire Commonwealth.

The sponsors of the Community Growth Conference hope that the visiting experts will provide us with the type of guidance necessary to rehabilitate an old, medium-sized urbanized area. The sponsors feel strongly that this Conference will be but part of the continued attempt to isolate, recognize, and correct the problems of Luzerne County and Northeastern Pennsylvania.

Hugo V. Mailey, Director  
Institute of Municipal Government

76895



TABLE OF CONTENTS

Foreword..... ii

Program ..... iv

Sponsors ..... v

Welcome Remarks by Ernest Waskell..... 1

Welcome Remarks by Walter Mohr ..... 2

Introductory Remarks by Ralph Frost..... 3

"Physical Aspects of Commercial Conservation" by Louis Sauer..... 3

Introductory Remarks by Horace W. Kramer ..... 4

"Nonprofit Sponsorship of Housing - Pitfalls and Potentials"  
by Joseph B. McGrath..... 5

"Industrial Development Through Urban Renewal"  
by Edwin Palumbo ..... 15

Introductory Remarks by J. Archbald Brooks..... 21

"Image of the Valley - The Towns, The Rivers, The Ridges"  
by Paul Bruce Dowling..... 22

Introductory Remarks by Clement W. Perkins ..... 32

"Rehabilitation of the Old, Medium-Sized, Urbanized Area"  
by Jesse Nalle..... 33

Roster of Attendance



## FIFTH ANNUAL COMMUNITY GROWTH CONFERENCE

September 29, 1965

### PROGRAM

- 11:30 A. M. Registration  
Mezzanine, Hotel Sterling
- Chairman: Mrs. Ethel A. Price, Director  
Department of Public Safety  
City of Wilkes-Barre
- 12:00 Noon Luncheon  
Crystal Ballroom
- Chairman: Ralph Frost, President, Northeast Chapter  
American Institute of Architects
- Welcome: Ernest Waskell, Director of Finance  
City of Wilkes-Barre
- Remarks: Walter Mohr, Director of Development  
Wilkes College
- Topic: Physical Aspects of  
Commercial Conservation
- Speaker: Louis Sauer, AIA, Consultant  
Philadelphia, Pennsylvania
- 2:00 P. M. Panel Session  
Stark Hall 116
- Chairman: Horace W. Kramer, Chairman  
Wilkes-Barre Redevelopment Authority
- Topic: Non-Profit Sponsorship of Housing -  
Pitfalls and Potentials
- Speaker: Joseph B. McGrath, Director  
Local Development Services  
ACTION, Inc., New York
- Topic: Industrial Development Through  
Urban Renewal
- Speaker: Edwin Palumbo, Chief Industrial Repr.  
Providence Redevelopment Agency  
Providence, Rhode Island

### INTERLUDE

- Chairman: J. Archbald Brooks, Senior Vice President  
Greater Wilkes-Barre Chamber of Commerce
- Topic: The New Conservation of National Beauty
- Speaker: Paul Bruce Dowling, Executive Director  
America The Beautiful Fund, New York
- 5:30 P. M. Cocktails  
Adams Room, Hotel Sterling
- 6:30 P. M. Dinner
- Chairman: Clement W. Perkins, Chairman  
Wilkes-Barre City Planning Commission
- Topic: Rehabilitation of the Old, Medium-  
Sized, Urbanized Area
- Speaker: Jesse Nalle, Assistant Director  
Pennsylvania State Planning Board



SPONSORS

- American Institute of Architects - Northeast Chapter
- Economic Development Council of Northeastern Pennsylvania
- Greater Wilkes-Barre Chamber of Commerce
- Greater Wilkes-Barre Junior Chamber of Commerce
- Greater Wilkes-Barre Real Estate Board
- Home Builders Association of Northeast Pennsylvania
- Institute of Municipal Government
- League of Women Voters
- Luzerne County Boroughs Association
- Luzerne County Federation of Women's Clubs
- Luzerne County Planning Commission
- Pennsylvania Economy League - Central Division
- West Side Regional Planning Commission
- Wilkes-Barre City Planning Commission
- Wilkes-Barre Redevelopment Authority
- Wilkes-Barre Wyoming Valley Merchants Association



WELCOME REMARKS

by

Ernest B. Waskell, Director  
Department of Accounting and Finance  
City of Wilkes-Barre

Because of a conflicting engagement which has called him out of town, our Mayor cannot be with us today. As Assistant Mayor I was asked to fill in for him.

On behalf of the City of Wilkes-Barre I sincerely welcome all of you to the Fifth Annual Community Growth Conference. As many of you know, this is a type of Conference that has been of great assistance to us in the City Administration in that it has alerted many of the community leaders to the type of effort that has been expended by members of the Wilkes-Barre City Planning Commission and the Redevelopment Authority of the City of Wilkes-Barre.

The theme of this Conference is very important to all of us. I sincerely hope that the ideas presented this afternoon and evening will be applied to our communities in this area. Once again, may I say that it is a pleasure to have this type of meeting in the City of Wilkes-Barre.



WELCOME REMARKS

by

Walter Mohr, Director  
Development Office  
Wilkes College

Due to the absence of the President of Wilkes College, Dr. Farley, because of illness, may I extend to you his greetings on behalf of the Institute of Municipal Government of Wilkes College. The College, as you know, is proud to act as one of the sponsors of the Conference because of our responsibility to the community. Although the students of the College are attracted from many parts of the State and of the nation, they do reside within the confines of the City of Wilkes-Barre.

We feel that the topic of this Conference will be extremely beneficial to our urbanized area. Therefore, we at the College are quite proud of having this opportunity of meeting with the varying specialists who may offer to us some solutions for our more pressing problems.



WELCOME REMARKS

by

Walter Miller, Director  
Development Office  
Wilkes College

INTRODUCTORY REMARKS

by

Ralph Frost, President  
Northeast Chapter  
American Institute of Architects

Our keynote speaker is a man who is well versed in handling one of the major problems that faces the old, medium-sized, urbanized area. This problem is that of the gradual decay of the central business district.

Although the impact of change has not been as drastic in Wilkes-Barre as it has been in many other medium-sized, urbanized areas, there is still a problem. Therefore, I am sure that he can present to us some guidelines as to how conservation of commercial areas can be accomplished through physical means.



## PHYSICAL ASPECTS OF COMMERCIAL CONSERVATION

by

Louis Sauer, AIA, Consultant  
Philadelphia, Pennsylvania

There are no formal remarks listed for Mr. Sauer. His remarks were centered mainly about a series of slides which demonstrated the varying types of planning that were used in ancient, medieval, and modern cities.

However, in regards to physical aspects of commercial conservation he did emphasize the following: in good municipal planning no area of a city may be isolated from any other section; if downtown shopping centers are becoming isolated, the businessmen should become aroused and find out why business is moving away.

Once this is determined, the community should determine its goals, evaluate these goals and strive to bring them into reality. Not only cities but the commercial areas are becoming isolated as business moves to the outskirts of cities to shopping centers. Eventually with a lack of planning in years to come shopping centers may become the core area of cities which have developed around them.



INTRODUCTORY REMARKS

by

Horace W. Kramer, Chairman  
Wilkes-Barre Redevelopment Authority

As part of its continuing program, the Redevelopment Authority of the City of Wilkes-Barre has long concerned itself with the problem of housing not only because of relocation but also because of conservation and rehabilitation.

In order to secure adequate housing for the people involved in relocation, many plans have been proposed to alleviate the housing shortage. One of the programs is that of nonprofit sponsorship of new housing units. On the basis of his nation-wide experience and evaluation of the programs of nonprofit housing, our speaker today representing ACTION, Inc. should be able to pinpoint the pitfalls and potentials of this type of housing.

It would seem, therefore, that the members of our audience should consider his remarks as to how they will be of great benefit to us. This is vital to the success of the programs within the City of Wilkes-Barre.

Our second speaker has had extensive experience in the one aspect of urban renewal that has quite often been overlooked and that is industrial development within or on the periphery of the central business district. He will discuss with us how effective urban renewal may be in industrial development.



NONPROFIT SPONSORSHIP OF HOUSING  
PITFALLS AND POTENTIALS

by

Joseph B. McGrath, Director  
Local Development Services Division  
The ACTION Council for Better Cities

Just a year ago, in a demonstration of perceptive insight into the problems and needs of the United States, the Trustees of the Ford Foundation announced a major grant of funds to be used over a period of three years to provide technical advice to nonprofit groups interested in sponsoring housing.

The grant was given in response to a proposal advanced by the organization which I represent, the ACTION Council for Better Cities, which is itself a nationwide nonprofit, privately supported citizens organization interested primarily in improving the urban environment in which the vast majority of us now choose to live.

My purpose is to tell you some of the details of this program and, as time permits, to discuss generally with you this very timely matter of nonprofit sponsored housing--its pitfalls, about which you should be cautioned, and its potentials, which I think offer a truly great opportunity to all groups: to the housing and mortgage finance industry; to government at all its levels; to civic, union, and especially to religious leadership.

Most of all, I think, nonprofit sponsored housing holds great potential for families everywhere, regardless of race and color, who have almost despaired of ever finding really decent housing within their reach, free of regimentation, without stigma, and holding promise of increasing environmental stability. It is the realistic prospect of turning this latter potential into evident accomplishment which I believe fully warrants your attention today and your best efforts in the time ahead.

Now let me return to the subject of nonprofit sponsored housing, in which I understand a good many of you have an immediate and pressing interest.

At the outset, may I note that nonprofit groups have always been concerned in some degree with housing, usually in a charitable or philanthropic framework and traditionally with a welfare, settlement house, religious or semi-religious origin. Occasionally, as in the 1920's and before, some of the foundations entered directly into the stream of housing production.



One example is a Phipps Houses project on the East Side of New York. It is worth reflecting on this just a moment for we are still calling upon the same sources, the same motivation to originate projects we now expect to flow from housing legislation in the 1960's.

In the generation between, however, the emphasis was upon government; upon local government to house low-income families through the ingenious credit device of the Federal, and in some cases state-aided, public housing program; upon national government to house other income families through a variety of equally ingenious credit devices designed to surmount the widespread barriers of mortgage lending fears and to encourage a free and secure flow of investment funds for housing across lines of all our then 48 states. With only rare exceptions during those two decades, the dividing line was kept clearly marked: a project was sponsored, owned and managed by a government entity; or it was built, financed and owned by a private interest not subject, except incidentally, to governmental regulation or management.

Yet the pressures of special housing markets and, more importantly, the unmet needs of particular population segments in the country caused housing specialists to experiment further, to urge each new Congress and every new Administration to search intensively for even more useful, more specific, more meaningful credit devices and housing programs.

A housing shortage in absolute terms was overcome during those post-war years true enough. But the luxury of this success with its concomitant rise in land, labor, and materials prices drove far apart the wedged gap between the income levels of those eligible for public housing and the income levels necessary to purchase much of the newly produced private housing. Moreover, as we now can see so clearly, both public and private housing reflected a conscious pattern of racial segregation and, to compound the evil, in most areas very little if any of the new housing construction during those years was permitted to be built for Negro occupancy.

Very likely you might date the technical entrance of nonprofit housing into this picture with passage of the Housing Act of 1950. It was then that Congress first enacted the college housing program, with direct low-interest rate loans for dormitories. At the same time, after several years of consideration, Congress created the first mortgage insurance program for housing cooperatives, under Section 213 of the National Housing Act. In the fifteen years since then there has been a slow but steadily accelerating resort at the Federal level to the nonprofit credit device.



A major addition was made in 1954 with creation of a new program of mortgage insurance for the exclusive use of nonprofit sponsors of housing for moderate to lower-income families and those displaced by governmental action. This was the newly created Section 221 program.

Two aspects of this and other similar enactments should be stressed. First, the benefit of the program comes in a liberalization of the terms of the mortgage which can be insured. For example: a lower interest rate, a longer maturity, and a higher loan amount than otherwise available. All of these are reflected in lower rents.

Secondly, the government can provide these mortgage funds directly, either as a loan or through a purchase of the mortgage. Thus the heavier costs of private financing, if available at all, can be eliminated. And in some situations, of course, as during periods of the 1950's, there simply is no such financing available from private sources.

In 1956 Congress again moved in the direction of nonprofit housing by creating a special and more liberal mortgage insurance program for elderly housing. This is the FHA Section 231 program. It was quickly followed in 1959 with a low-interest, direct loan program for the same purpose. These direct-loan projects are also designated by a legislative section number, and are called Section 202 projects.

(This is really almost as bad as the "new math" they're teaching children in school. I won't be at all surprised, at some upcoming Congressional hearing, to hear one of these new and younger members of Congress discuss the "programming" of housing in "sets" of section numbers. All my kids will understand, but that's when Dad just plain quits.)

Notice, please, that the Congressional interest was still directed towards specialized markets, and that legislative solutions developed as specialized, single purpose programs. In 1961, however, a broad attack was made on an experimental basis, later made permanent by enactments in 1963 and 1964. Congress rejected the pleas for a large scale, direct-loan "middle-income housing" program, long advocated by Senators Lehman, Clark and Javits, but adopted in its place a wholesale liberalization and expansion of the FHA's limited, moderate income program under Section 221.

Among other changes a new subsection (d) (3) was added, specifically for nonprofit, limited dividend, cooperative and public entity mortgagors. Under it, FHA could insure a mortgage for 100% of replacement cost; it could be insured without an insurance premium; and the mortgage could be funded, at a very low, below-market interest rate,



through the Federal National Mortgage Association. (All things considered, a remarkable new creature in the FHA zoo.)

The 1961 Act was further refined and expanded, as you know, in 1963 and again in 1964, and most especially last August in the 1965 Act. Housing for the handicapped, elderly housing, experimental projects, and now rent supplements are available. At any rate, a total of \$150 million has been authorized--and please don't waste time worrying about the recent refusal of the appropriations committee to supply funds for rent supplements this fall; they will in due course, perhaps by next May, and the program will very likely have a better start as a result of this delay.

All of these new programs depend heavily upon the nonprofit group as a financing vehicle, and they have grown to become a major part of our national housing policy. For example, in addition to the rent supplements already mentioned, Congress this year authorized \$150 million more for direct (Sec. 202) loans for elderly housing; \$1.2 billion more for college housing loans; and over \$1.6 billion more for FNMA special assistance funds, which largely support the specialized nonprofit housing projects.

Moreover, I might note, suitable nonprofit organizations may become recipients of public facility loans for water and sewage facilities; they may become sponsors of low income housing demonstration programs, for which Congress this year authorized an additional \$5 million; and they may even undertake specific projects for community or neighborhood facilities, for which \$200 million in grants was authorized.

What is the current status of nonprofit housing? Not good, but not bad either. I would say a great deal more was expected to date, and surely a great deal more is expected in the months ahead. Let's look at just one of the programs.

Nationally, a total of 111 mortgages under Sec. 221 have been insured by the Federal Housing Administration on projects sponsored by nonprofit groups since the inception of the Sec. 221 program eleven years ago. These cover 19,911 housing units. Of this total, 37 projects were built under the Sec. 221 market interest rate program prior to 1961, and 74 have been insured since the 1961 Act under the Sec. 221 (d) (3) below-market-rate program.

Commitments to nonprofit groups are now outstanding from FHA on 25 more projects under Sec. 221 (d) (3) covering 2,940 units--all at the below-market rate. Also, as of the latest August figures, FHA had



received applications from other nonprofit groups on 45 more projects covering 6,407 units. Two of these are at the market rate; the rest are below-market-rate projects.

There is a saying which a good friend of mine in the building and mortgage finance business is fond of repeating when he is asked what makes a successful housing project. "There are three rules," he says, "and they are location, location, and location."

I tried this recently on one of the top Government officials in the housing field who is vitally concerned with the nonprofit programs. He laughed, just a little, nodded agreement at the common sense of the point being made, but quickly added this: "Frankly," he said, "I'd change that, based on our current experience, to say that the three rules of success for nonprofit sponsors are management, management, and management."

Well of course both are right. Location of the project will affect its initial acceptance on the market and the entire course of its future. A poor location or badly chosen site can alter the application and validity of the best market analysis.

Too often sponsors of projects forget that this really is a free country, that generally you cannot force anyone, even the very poorest of men, to live in a place he simply does not want to live in. Thus even the best and most attractive of projects can be seriously impaired if the rule of "location" is not given a most important place in a nonprofit sponsor's order of priority.

Other matters too are important. For example, motivation. What is the real reason why the nonprofit group wants to build housing? How strongly is the group prepared to back up its sponsorship--with money, with management attention, with a long lasting concern for the project and welfare of its occupants? If the project is sponsored by a church group does the congregation support the pastor, or would it if the need arose? Is there any trace, any taint of self-serving interest involved, either for the group or for its leaders?

These are serious questions because at some point during the project's construction, or during its continued life, the strength and nature of the group's motivation could well be tested by unforeseen and adverse circumstances. So it is just as well at the outset for a nonprofit sponsor to ask itself these questions and, if possible, to straighten out in the beginning any difficulties there may be in these respects.

And at the outset also, let me emphasize, there should be an earnest effort to find, enlist and rely upon the best available expert help



as part of the organizing group for the project. By this I mean you should invite and solicit the active support and participation of a builder, a banker, an architect, a lawyer with real estate skills, a government official who is experienced in housing project construction, or at the very least, one or more first rate businessmen. The nonprofit organization needs this kind of help as part of its internal structure.

It's a rugged job to finance and build housing. I used to know a builder who would say, "Anyone can build houses, but it takes skill, hard work and a lot of luck to build housing and make money at it." You can translate this easily into the nonprofit housing field. In one sense, anyone can plan a project, and somehow you can get the housing built. Indeed, this is precisely the danger point: the fact that under the federal programs today an unknowledgeable nonprofit group not only can, but probably will get the housing built, in one fashion or another. But it's a tough job to do all this and still achieve your esthetic design and neighborhood objectives. That's why - you nonprofit groups, you really need help.

Financing of housing is as intricate a business as federal taxation. Moreover, each new program develops its own colloquialisms, its private little world of processing details--and pity the poor layman who ventures in. Why, he can't even speak the language.

Surely here, you would say, the nonprofit sponsor needs skilled assistance most of all, and yet watch out for trouble here more than at any other point. For the very fact that a nonprofit sponsor cannot possibly comprehend fully the intricacies of finance and processing, makes it even the more vulnerable to acceptance of advice which may or may not be in its best interest. How to judge? Not easy, I would say, except that an advisor clearly in the employ of or retained by the nonprofit group can't possibly have a conflict of interest (even when his advice is bad). And of course we at ACTION can help you.

One further point on financing. You cannot expect to build housing and be a pauper at the same time. Don't be misled by the claim of "100% financing." There must be a source of some funds from someplace or somebody. Initial agency and legal fees, organizational expenses, engineering and architectural drawings, and other early costs usually be met with a supply of cash. It is by no means an insurmountable problem, but this, too, is a matter you should look into at the start and solve early in your planning.

Also, don't wait until you are in the middle of a project, when things are in somewhat of a mess, and then discover you must raise funds from your union membership or your congregation, or you must



locate an amenable leader. Here, I should note, the availability of a private community development fund for housing is perhaps the ideal solution as a source of financial aid for nonprofit groups. But in any event, think ahead and protect your own interests by advance planning on money matters.

Marketing and sales can become crucial to a nonprofit sponsor. It cannot safely be ignored, no matter how overwhelming a market may seem to exist. And a sponsor must plan its campaign to sell the project to its prospective occupants and start well before the project is ready for occupancy--even before this if possible. This, I might note, is especially important for elderly housing projects.

Nonprofit sponsors, therefore, need all the help they can get: all they can get from government agencies and officials, all they can corral onto their corporate board of directors and their projects' advisory committees, all they can beg, borrow or steal from reputable and public spirited professional and civic leaders. They need our ACTION assistance program multiplied a hundred fold for the many regions and metropolitan areas of the country. A source of technical assistance is, I believe, a vital element to their success.

Finally, let me stress again the significance of competent, persevering, well financed and alert management; management that knows what the objective of the project is; management that has a program designed to carry out the social and community related aspects of the project. Already, in a field research program we are conducting, we have discovered projects that were filled to capacity on completion, only to develop turnover and vacancy problems later on because of unsympathetic or incompetent management. This is particularly important in elderly housing projects.

The nonprofit sponsor may carry out some of these management requirements as part of its own plan and function, but a professional firm which understands the nature and unique problems of the project is a much better bet. Also keep in mind that at times, some of the management requirements can be met simply by hiring friendly, helpful people to do the work. A smile and a warm greeting can sometimes make a place a very welcome place to live.

Why then--in the face of difficult and complex problems, should we expect a great potential from the nonprofit sponsorship of housing? A number of quite different answers might be given, but these following have occurred to me as prime considerations.

First, a series of historical events have converged to make this a timely expectation. I have already mentioned the steady inflation of



land, labor and materials costs, driving profit-motivated housing beyond reach of lower-income families. At the same time, there has been a widespread awakening to social responsibility in the United States, a concern which was aroused in public eye early during the 1960 Presidential campaign. Despite bitter disputes over means, none involved denied then or now that an affluent society such as ours bears a greater responsibility for its disadvantaged members than it has yet carried out.

The challenge of President Kennedy in his three years of office was constantly present: we're not doing enough; we've got to get moving, and his reminder that "of those to whom much is given, much is required." That call still echoes in the minds of many who say to themselves, "What can I or my friends really do about poverty, disease, slums or housing?"

Yet the Congress in 1961 and in 1964, and most emphatically again in 1965 focused boldly on nonprofit housing as a way to help clear a path to action, to the construction or reconstruction of housing. Here lies the challenge.

Just a few weeks ago, I heard Senator Paul Douglas state this point succinctly, when in a speech at the National Housing Center, he asked, "Who will help the poor?" And he then said,

"There are enough poor people and substandard houses to keep everyone busy. No one has a monopoly on misery! It will take the efforts of all interested parties--private enterprise, public officials, and laobr, church, civic, and other public-spirited interest groups if we are even to begin to build the number of housing units for low-income families envirioned in the New Housing Act."

Senator Douglas stressed, and indeed it was a prime point of his speech, that the rent supplement program, the central feature of the 1965 Act, depends heavily upon the efforts of nonprofit sponsors. Let me report to you exactly his words. The Senator said,

"It is easy to talk about what ought to be done to help the poor and unfortunate, but from many years of experience with nonprofit organizations, I know just how difficult it often is to translate these motives into effective action. Everyone is always enthusiastic about getting someone else to do the job. Now the responsibility is yours. And I would wish to warn you that if the rent supplement program does not succeed in building a large number of housing units because the nonprofit groups have not risen to this new challenge, the Congress, the country, and par-



particularly the poor, will say that the churches and the cooperatives, the labor unions and the civic groups have fallen down on the job and we must look elsewhere for those who will effectively do a job of helping to combat poverty in the housing field. "

But warnings from Congress, leadership from Presidents Kennedy and Johnson, all are still not sufficient. More needs to be said as to the motivating forces behind nonprofit housing.

Many of you here today, I notice, represent churches and church oriented organizations. So it is particularly appropriate that I mention a prime source motivation which I think can best be tapped by churchmen. And for reference here I think we must turn to the new breed of theologians, those who urge direct involvement in the affairs of society, not just for churches and churchmen, but for all men whatever their walk of life.

In his book The Secular City, one of the eminent young professors at Harvard's Divinity School, Harvey Cox, makes this point in writing of the theology of social change. He says,

"Our preaching today is powerless because it does not confront people with the new reality which has occurred and because the summons is issued in general rather than in specific terms. It is very doubtful, however, whether proclamation which is not highly specific can be thought of as preaching in the biblical sense at all. Only where an event which has changed the whole character of the situation becomes the occasion for a word which requires a specific responsive action does the biblical Gospel come through. "

Let there be no mistake, the "specific responsive action" here is housing--a project you can and should undertake.

In somewhat simpler language, the good Pope John XXIII, in his encyclical Mater et Magistra, stressed a similar theme, the responsibility of working through secular means in a common effort to give men a better opportunity to live as decent human beings. He noted that, "Today the Church is confronted with the immense task of giving a human and Christian note to modern civilization, a note that is required, and almost asked for, by that civilization itself for its further development and even for its continued existence. "

In short, ladies and gentlemen, the pitfalls and potentials of nonprofit sponsored housing offer a 20th century -- indeed a 21st century challenge to the skills and the motivation of all who would help house America and her people. (We are, after all, barely one mortgage away from the next century.)



Congress has recognized the course of events and has shaped the tools for this housing progress. It's up to us to use them. . . . for "here on earth God's work must truly be our own."



## INDUSTRIAL DEVELOPMENT THROUGH URBAN RENEWAL

by

Edwin Palumbo, Chief Industrial Representative  
Providence Redevelopment Agency  
Providence, Rhode Island

Up to the present time, three separate and distinct projects have been devoted to industrial re-use. Two are completed as far as the sale of sites is concerned; the third is presently under active promotion.

West River, located on the fringe of downtown, is Providence's first industrial park. This is a sixty acre area created specifically for the purpose of answering the needs of light manufacturers and allied users within the City who were either being stifled and choked in cramped unsuitable quarters, or threatened with the very loss of their facilities by the State's developing highway program.

Minimum site sizes in this development were set at 25,000 square feet with a frontage requirement of not less than 150 feet. Actually, the frontage requirement of 150 feet and its variations, together with the varying depths, resulted in only one site of 25,000 square feet. All other sites ranged from approximately 36,000 square feet up to the 14 acres sold to I. T. T. for the Federal Government's first fully automated post office. As a point of information, the post office facility is leased to the government by I. T. T. under a 20 year lease. The City did grant some liberalization of equipment tax. However, the City still reaps a handsome return, taxwise, presently in the vicinity of \$126,000.

You would perhaps also be interested to know that other major restrictions included a front yard set back of 20 feet from the property line and a 20 foot side yard requirement, which means that there would be at least forty feet between all buildings. Ground floor building coverage is restricted to 60 per cent of the total site area, and 500 square feet of parking area must be reserved for every 1,000 square feet of gross floor area. (A height restriction is in accordance with City ordinances.) Naturally, all restrictions have to be observed. Waivers must be unanimous.

There are other reasonable controls relating to signs, lighting, landscaping, etc. All controls are recorded, run with the deed, and are in force for forty years and may be continued beyond that time.



This seems the appropriate time to observe that at no time did these protective controls provide an obstacle to a sale, nor did they deter as far as could be determined any prospect's interest.

In fact, once properly explained and understood, the prospect could be expected to applaud the sensible restrictions and recognize them as a sound method of providing practical insurance for his investment. The fact that a park has a common sense set of value controls is something that can and should be used to advantage and promoted as the positive sales asset that it is.

In our promotion campaign, we continually used the protective controls as a tool to sweeten West River's prestige allure and to point up the extra value built into the land sites. For an evaluation of what West River has meant to Providence and answers as to how meaningfully this first industrial park has contributed to the economic health of the community, we will take a "before and after look."

Before redevelopment, West River was labeled a "Residential Island," a blighted area isolated by a main line railroad, major highways, and a ring of old line industries. Today, those obstacles that once contributed to neighborhood deterioration and decay have been converted, through urban renewal, to the advantages of West River as a modern, prestige-filled industrial park.

Before redevelopment, West River was producing about \$30,000 in tax income yearly for the City of Providence. At the same time, it was requiring some six times that amount in City services to maintain the area and its people; and as already noted, at best these City expenditures could not even hope to hold the line against advancing neighborhood wastage.

Today, with the last parcel sold and after redevelopment, Providence can count on West River producing more than \$450,000 a year in tax revenue for the City. These monies will be coming from fourteen plants, thirteen completed and one yet to be finished. They represent more than 500,000 square feet in new plant construction and an initial investment cost of about 10 million dollars. When fully operative, total employment will be approximately 3,000 people; one thousand of these represent new jobs.

A fact which must not go unmentioned is that for the most part these new jobs are a direct result of the expansion of already established industries. I direct your attention to this because I can't help but become disconcerted by the hootenany always raised by those who shout that what we need is new industry, new industry and more new industry.



What we are concerned with is sound economic growth, increasing work opportunities and available taxes to support the eternal demands for services which we make upon our communities. Expanding local industry can help do the job with competence equal to that of new industry. Statistically from an industrial promotion view, the energies expended on local industry also have a greater chance for success.

Hastily, lest I be completely misunderstood, I add that in Providence we promote on both fronts with equal determination. Upon occasion, however, it is disturbing at the number of times it becomes seemingly advisable to explain and defend the growth and progress of local industry. There have been times when this concern for internal affairs has given us assistance in establishing a mutual confidence with outside prospects.

There is also a cost side to the West River development. Accomplished with the approval and cooperation of the Federal Government, urban renewal funds covered 2/3 or approximately 2.7 million dollars of a 4.1 million dollar total cost. The City's share, or one-third cost, was somewhat less than 1.4 million dollars, a relatively low expense for remaking an ugly wastrel into a rejuvenated, modern, economic and efficient home for new, strong industry. To round out the cost picture, it is to be noted that the City's share of 1.4 million dollars was raised through 20-year revenue bonds.

Directing attention to the actual promotion of West River, I think it should be made immediately and abundantly clear that the presence of the Federal Government as a project partner created no insoluble problems, raised no sticky situations, and in no way hampered, altered, or interfered with normal promotion efforts.

In fact, it is well to make clear that without Federal aid there might not have been a West River as such. Rather than pose problems, the Federal Government's participation made possible what otherwise would have been practically impossible. Certainly, with Federal cooperation Providence was able and is continuing to do an urban renewal job on a larger and grander scale. Without Federal participation, the scope of services would be severely limited and many activities curtailed and abandoned simply due to the sheer weight of the tremendous cost involved.

The establishment of fair market prices introduced no great problems either. The Redevelopment Agency engaged the professional services of two independent real estate experts, well versed in this work, to make a thorough re-use study and evaluation of all land values. Working independently of each other, the two qualified professionals submit-



ted their separate reports with suggested land prices to the Providence Redevelopment Agency, and, with the concurrence and approval of the Federal Urban Renewal Office, fair market value prices were established for each industrial site within the West River Development.

Our second and largest industrial park is officially known as the Huntington Expressway Industrial Park. A 150-acre industrial area (net use 100 acres), this area is located in the southwestern part of the City, with immediate access to all major state and inter-state highways, the state's major airport and waterport facilities. This area was developed by the City and answers to the growing needs of the large industrial users within the community. Therefore, in this area, restrictions were introduced limiting lot sizes to a minimum of 5 acres and restricting the development to manufacturing operations other than warehousing and distribution facilities.

At the time it was found advisable to develop this area, application and requests for Federal funds were denied, therefore, the City, through its Redevelopment Agency, undertook this project accepting full responsibility for cost and devoid of Federal financial assistance. (However, the Government did grant \$383,000 for the construction of a bridge and entrance.) At present, the park houses 5 industries, completed and operating, with the sixth making preparations for construction. These firms have swallowed up about 40% of the useable land. The City is engaged in processing the papers of other potential redevelopers who will buy up an additional 16 to 20 acres, leaving at this time approximately 40 acres to be sold.

Since this area, formerly a blighted and arrested residential location, was first condemned in 1961 and not ready for industrial construction until 1963, it has shown remarkable sales ability. The pattern of development here seems to be following closely that pattern already established in the West River Industrial Park. For instance, projecting the investment in tax return figures from the 5 companies already in operation, it is estimated that this area will achieve upwards to \$15 million dollars in investment and return to the Community taxes 12 to 15 times in excess of the receipts realized from its former residential use. Therefore, from our experiences with intown industrial parks, we can only conclude that they can be a wise investment and a practical and profitable way in which to assist local industry grow and mature, and contribute to the strength and vitality of the Community. It would perhaps be profitable to note that presently all industrial promotion assistance and guidance carried on in behalf of the City's industry, originates and emanates out of the Redevelopment Agency's industrial division. This, therefore, means that the industrial division personnel are charged not only with the promotion and selling of the land



areas developed through urban renewal, but with all other land, in the hands of both private and public ownership, and all industrial buildings that are available for either sale or lease.

Because the scope of many of these activities extends beyond the normal interest of the Redevelopment Agency and beyond the limits of its land ownership, the industrial development activities should be separated from the Redevelopment Agency proper. When and if this activity is housed (as it is in Providence) within the Redevelopment Agency, this division should enjoy professional liberty of individual action and direction while recognizing the ultimate authority and interests of the Redevelopment Agency.

The very nature and peculiar relationship of industrial development and the industrial developer with the business community (including the bankers, lawyers, real estate people, consultants, builders, as well as the business firms themselves), requires that the industrial developer feel completely free to negotiate and promote as the various situations demand. It is a specialized work; in many cases it is an art rather than a science, and for this reason its practitioners must have the freedom to perform accordingly.

Nor do I believe it is enough for a Redevelopment Agency or an industrial commission or commissioners to be satisfied with the development of one or a number of industrial areas. Industrial promotion for business and community advancement is much more than this. It requires a continuing searching of the locale's economy - its present performance, its future trends and possibilities and, therefore, it must devote proper time and energy to research and probing as well as immediate industrial promotion.

Therefore, I feel and believe that an industrial unit, an active and independent unit, is of far greater importance than an industrial project or projects.

The actual intown promotion format has been the same in developing both parks. We rely on personal contacts as well as mailings and telephone follow-ups, all carried on a year round basis.

All industries through the state are notified by a personal letter and brochures of what is available to them. Such mailings along with pertinent economic community data, are made at regular intervals - about three or four times a year. They are followed up by phone calls and as a matter of policy every company, until such time as otherwise notified, is visited at least once yearly. Through these means we attempt to ascertain the present status, future needs and requirements of



industry, and what problems they may be experiencing or what suggestions or requests they have for improving their particular situations or conditions in general.

A cardfile is kept on each company and all visits, date, remarks, etc. are entered on the same. In this way, we are also able to inventory future needs and thus plan our industrial development on the basis of what to expect the future to be. Concomitant with these visits, we have by much the same means, initially cultivated a good working relationship with the realtors, bankers, construction companies, etc. As a matter of record, it is this more than cordial relationship with these professionals - real estate men, builders, etc. - that has contributed a large measure to the overall success of our program.

The same must be said of the press, radio, television - all the communications media whose forthright cooperation and full promotion efforts have assisted, beyond a normal measure, in bringing the available industrial opportunities to the forefront of the business community.

In short, the industrial developer himself becomes a real estate confidante, ready and willing to assist in all phases of a program - from the search of the land or the building, to the gathering of the economic data or labor, taxes, buildings' estimates, to the providing of financial information and whatever else it may take to help the community grow, grow and grow -- prosper, prosper, and prosper.



INTRODUCTORY REMARKS

by

J. Archbald Brooks, Senior Vice-President  
Greater Wilkes-Barre Chamber of Commerce

A few months ago, the Greater Wilkes-Barre Chamber of Commerce was approached by a representative of the America The Beautiful Fund. It was suggested that a team of outside experts take a look at our Wyoming Valley. The reason for this is that they are not too close to the trees to see the forest. This has been accomplished within the past few weeks and our speaker will present to us a summary of the task force report.

As Executive Director of the Fund, he has had the opportunity of studying the natural beauty of a number of areas of the United States. He will present to us the Image of the Valley in a new light. I am sure that his recommendations will be beneficial to all of our communities.



IMAGE OF THE VALLEY  
THE TOWNS, THE RIVER, THE RIDGES

by

Paul Bruce Dowling, Executive Director  
America The Beautiful Fund  
New York, New York

The Wilkes-Barre area is replete with planner's maps, banker's evaluations, engineer's feasibility studies, economist's projects, and sociologist's researches. Why then this task force?

On a Hudson River Division commuter train to New York City there is a group of men who every morning expropriate one end of the smoking car on the 7:39. They have played poker there for years and their activities have been chronicled by Robert Boyle, the writer. Boyle tells us that one day a veteran player raised the shade of the train window, something that just isn't done. He looked out aghast. "Hey, you guys," he exclaimed. "There's a river out there!"

The poker player was blessed with a fresh vision. It is just that sort of vision that this taskforce would like to bring to you: a vision unclouded by the scales of familiarity, a vision sharpened by discipline, and beyond this, a commitment to the importance of quality in the landscape.

What is the landscape image of the Wyoming Valley. Let's take a look. What one sees exists on several different levels. A local planner said: "When I first came to this city, I went to Public Square. I looked up. The mountains were in front of me; the mountains were in back of me. I felt the mountains." These mountains, seen from many places, are the large frame. Inside the picture is a river forming a spike down the center. Thus, the Valley is unified -- by the ridges and the river. (Fig. 1) These are the controlling elements of the image. Within the larger landscape is the manscape with its discreet features: the strip mines, the lookout, the settlements -- Wilkes-Barre and Pittston and Ashley and the rest. These features are bound together in the whole of the landscape. Somehow to see them can in turn lead to wise choices and wise actions.

We cannot avoid making a paradoxical statement about the Wyoming Valley. The Valley should be considered as a whole, as a region, but its separate parts -- the river and ridge communities should at the same time retain their identities.



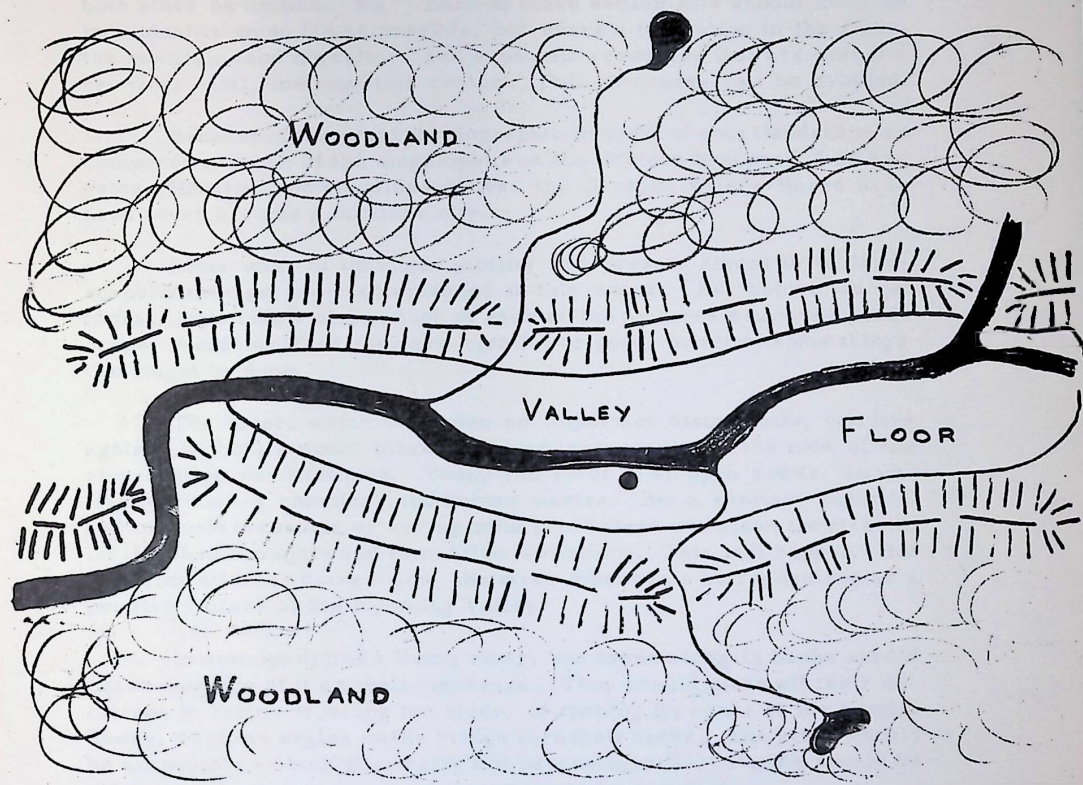


FIG.1 BASIC WYOMING VALLEY LANDSCAPE



It should be together because it is part of a total landscape unit. The mountains framing the settlements on the Valley floor and a common element in the landscape, unifying the various towns. The river unifies the settlements in a linear fashion. Roads, like the river, are unifying elements, too. But unification can be a kind of tyranny. Should Kingston and Exeter and Plymouth be unified on one side of the river? Should all the settlements on the Wilkes-Barre side be unified and then should both sides be unified. No.\* Each of these settlements should keep its individuality in so far as possible, but share a federation in the river, the mountains and the cultural and economic resources that are part of a growing, vital, metropolitan center. Dull sameness can be avoided.

Because of the great physiographic strength of your landscape as compared to much of the megalopolis on the Eastern Seaboard, Los Angeles, Houston, and countless cities, the Greater Wilkes-Barre area need never become a faceless city.

Some ways to maintain vitality in a present diversity of landscape/manscape are recommended in this report. But before we get to that, let's take a closer look at each of the features within the landscape, decide whether they are harmful or good, mention some things that might be done.

The river, which has been so important historically, can live again. Without a doubt there will be a resurgence of the role of the river within our lifetimes. Today the river is an open sewer, an unfriendly soup of chemical and human wastes. But a sanitary district, and methods of curbing or curing mine acid waters will clean the stream, let the shad run again and even allow swimming. This will happen. But while the effort is being made, the river must again be recognized as a positive feature of the Wyoming Valley.

In anticipation of a living river, the towns along its banks should cease thinking of it as their backyard. They should make all their decisions in terms of facing the river, of opening its banks to the people. Today, even the eagles on the bridge turn their backs. The river should be accessible -- both physically and psychologically. People should be able to get to it, see it. It is something to be proud of.

The parks along the river are attractive, but more can be done with them. You should guard more closely the river park that runs the length of the Valley, with perhaps a riverside trail, or promenade or scenic overlooks, and new as yet unimagined features for local citizens and visitors. This could very well be fitted in the current Susquehanna

---

\*Our recommendations for retaining the physical diversity of your landscape are in no way in opposition to any prospects for greater social-civic-economic-political unity for your Valley.



River Study by the Army Engineers, but they need to commission the best creative designer in land and water that can be found. There should be more public lands, accesses on banks, bridges, and to the islands, which could be raised above flood level. Trees should be cleared for views of the river from various points on the public lands as well as from the streets of Wilkes-Barre and other towns. Large buildings should not interrupt the line of vision from high ground vantage points nor should land uses be permitted which would preclude future access to the river.

In short, with the abatement of the physical pollution of the water, visual pollution of the waterway should be guarded against, and every method seized to enhance the amenity and recreational value of the river even before the day when its flow will be controlled and its waters pure.

The Valley, the land on either side of the river and between the ridges, can become a monotonous splatter of residential development and highway commercial strips and miscellaneous clutter, or it can still remain a collection of settlements, some large, some small, each with its own individuality. Because a faceless merging of communities is the normal motion of urban development, measures have to be taken to discourage this amoeba-like urban fabric. On the broadest scale, communities can be physically separated by the use of open space avenues, which need not be wide or involve great acreages; they should run cross-wise, running lattice-like from the river to the ridges. (Fig. 2) These avenues should include the stream tributaries of the river, although it is not necessary in all cases. These open-space lands can be lifted out of the development category by a variety of means: fee purchase for those parts which can double as recreation areas; development right easements for other parts; various zoning controls -- such as flood plain, steep slope as well as large lot, as well as lease and sale back to allow farming uses. In those areas where stripping has occurred, these lands might serve well as buffers encouraging the separation of communities.

On a smaller scale, certain measures can be taken to enhance the Valley townscapes in terms of its cultural individuality, as well as relationships to the major landscape elements -- the river and the ridges.

Among a multitude of possibilities are these: communities, and especially Wilkes-Barre, should initiate, and could at a relatively low cost, a long range tree planting program. Many smaller cities have Shade Tree Commissions, and this year modern technology can at a low cost both "save" big trees and landscape virtually overnight in a neighborhood, an industrial site, or a highway or boulevard. You could plant too many trees or in the wrong place. For instance, tall trees should not be planted on streets in the cross-ridge direction. The view of the



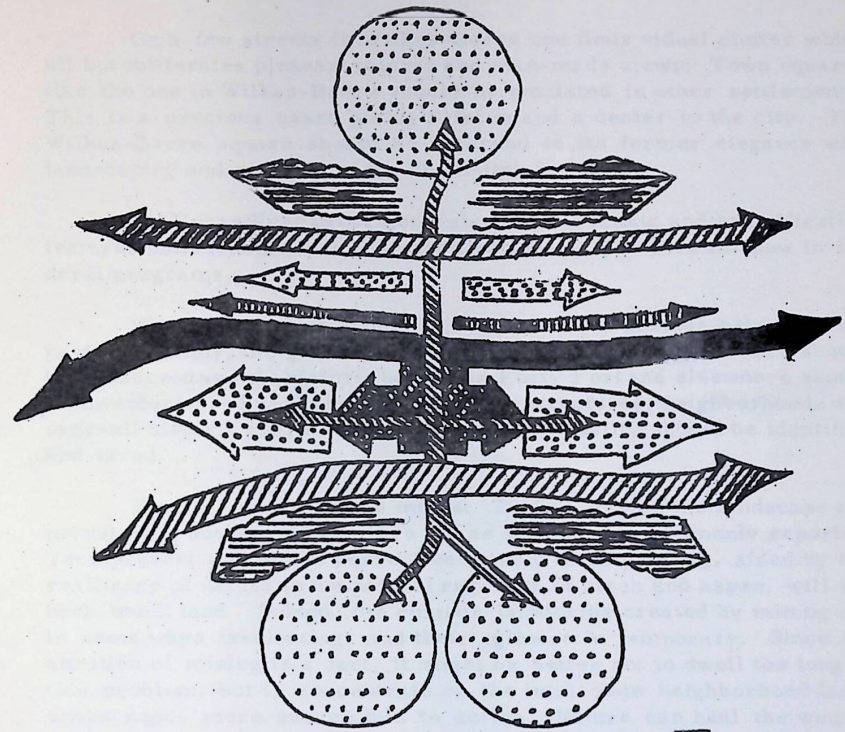


FIG. 2 BASIC DESIGN ELEMENTS  
OF WYOMING VALLEY

- 
- ▨ River
- ▩ Ridges
- ▧ Valley Floor
- ▣ Commercial-Inst.
- ▤ Residential
- ▥ Local Roads
- ▦ Regional Roads



mountains is the skyline of the area. Nothing can supplant this skyline, nothing should interrupt the sight of it. (Fig. 3)

On a few streets in Wilkes-Barre one finds vidual clutter which all but obliterates pleasant natural and man-made views. Town squares like the one in Wilkes-Barre should be emulated in other settlements. This is a precious asset giving a focus and a center to the city. The Wilkes-Barre square should be returned to its former elegance with landscaping and removal of the chain-link fence.

All Urban Renewal projects should have scenic and beautification features built into the detailed specifications as provided for now in federal programs.

Historic districts should be established to provide a link with the past. Certainly, the grand houses on River Street and elsewhere should be preserved and the historic houses in Forty Fort and elsewhere should be inventoried. But additional individual structures, neighborhoods with over-all historic character and architectural quality should be identified and saved.

Finally, a word on the mines. Their scars on the landscape are not natural, but we feel they are not as bad as it is commonly reported. Your present and future corrective measures in planting, aided by the resiliency of nature in the natural regrowth of birch and aspen, will win back much land. Indeed, the curious landforms created by mining are in some ways fascinating, and their ugliness is temporary. Since the attrition of mining is a fact, it might be better not to dwell too long on this problem, but to concentrate on the immediate neighborhood landscape needs more susceptible to action. Nature can heal the wounds faster than one imagines. And your image has already been improved with a few screenings and levelings. Indeed the day may come that the last anthracite mine will be a major tourist attraction in the region rather than a blot on the landscape. It might be well to start thinking about the tourism possibilities as a few other mining communities have done. Certainly, mining will someday be a part of the historical culture, and soon the physical and sociological scars will heal.

The new county zoning with its provisions for agricultural, mining and conservation areas can do much to preserve the ridge tops and sides from destructive or unattractive land uses. That is, it can do much if the zoning controls are administrated well. As a major scenic and recreational asset of the Wyoming Valley, land-use decisions concerning the mountains need to be carefully and thoughtfully considered. A Wyoming Valley Trail or system of trails along the river and along the ridge connected by "interception" trails along open space avenues like the Appalachian Trail might be worth thnking about. (Fig. 4)



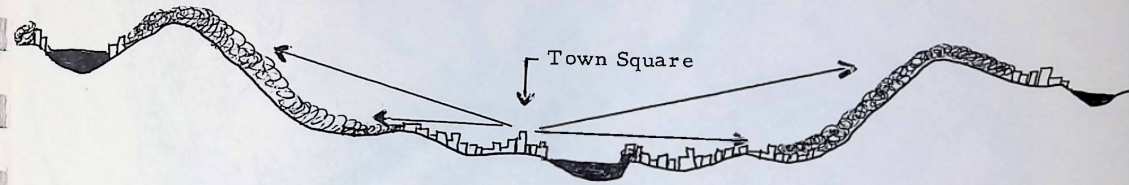


FIG. 3 VIEW TO THE MOUNTAINS





FIG. 4 TRAIL SYSTEMS



The cross-ridge linkages provided by roads and the open-space lattices provide visual and physical access to the mountains and beyond. The County and State programs for the preservation of mountain areas and lakes are an integral part of local planning for the valley settlements, and local communities ought to be very much involved in the decision making process concerning them.

No one will tear the mountains down. They will always be a visual benefit to those living in the valley, but their beauty and function can be altered with different treatments. For them to take on an expanded recreational role demands a greater understanding of their potential.

There is really nothing new said so far. At best there is a different way of saying the same things. And everyone is aware, as T. S. Eliot has put it, that "between the idea and the reality. . . falls a shadow."

The machinery for action is, on paper, enormous. Among the various governmental and intergovernmental units -- such as a river authority; county and local planning, park and development commissions; and private groups from Wilkes College to the Greater Wilkes-Barre Chamber of Commerce -- are the various components of this machinery.

The result is that there is the proper governmental machinery for action, and there is an energetic and informed quasi-governmental level made up of civic groups.

But just as the Valley as a whole is fragmented into separate communities, so civic and governmental organizations are fragmented along special purpose lines. There is as yet no direct machinery for interpreting the environmental needs and pressing for action on behalf of the entire Wyoming Valley area.

In the beginning of this paper it was mentioned that the various communities should share in the landscape but maintain their physical individuality. For the development of an action program to preserve and enhance the environments of the Valley, what is clearly needed is a few individuals representative of governmental and principal private organizations to give direction and to channel civic efforts. Only when the machinery of government is properly fueled can it respond properly to landscape action needs. Only when civic organizations merge into a common purpose can they muster sufficient persuasive power to turn the ponderous wheels of government.

We propose, then, that you conduct, on the basis of this reconnaissance report, a detailed environmental and scenic resources study,



to prepare many more actionable recommendations, with details and appropriate specifications, both for local, county and valley-wide projects. To do this efficiently, effectively and with a sensitivity for regional values and local conditions, goals should be initiated and supported by a Wyoming Valley Council. The Council would work in concert with all planning bodies and with the best environmental design specialists you can commission.

At its most fundamental level, a council would be an organization that would say to the communities of the Valley, "Hey, look everybody, there is a river out there, and mountains, and many wonderful things to preserve and enhance for our people and those who come to visit our valley."

The White House Conference on National Beauty this year said that "The very highest design skills were needed in urban areas, and in order for programs to be pulled out of the level of mediocrity we must establish a new high standard of design and excellence of performance."

A council, or your present handful of people who now struggle with this matter of appearance, need help. Your town and country landscape are unique. They deserve the time and energies of visionaries, leaders and workers seeking a new design for the Valley. Now is the opportunity to enlarge your natural environmental heritage, to promote unique opportunity for leisure, and with dignity and diversity save the natural beauty of your landscape and manscape.



INTRODUCTORY REMARKS

by

Clement W. Perkins, Chairman  
Wilkes-Barre City Planning Commission

Our summary speaker this evening is one who is very well acquainted with the problems of our area. He and other members of the staff of the Pennsylvania State Planning Board have made a regional evaluation of our area during the past few months. The preliminary report has been issued. His purpose this evening is to analyze and evaluate and relate his study to our overall problems in Northeastern Pennsylvania.

I am sure that it will be of value not only to the planning commission members present but also to representatives of municipalities who must place these plans into operation. Through cooperation we should be able to solve some of the problems that are shared by all of the municipalities of the Wyoming Valley area.



REHABILITATION OF THE OLD,  
MEDIUM-SIZED, URBANIZED AREA

by

Jesse Nalle, Assistant Director  
Pennsylvania State Planning Board

It is good to be back in this dramatic part of Pennsylvania. There is a raw vigor in the scene that can be moving indeed. Although I am aware of your problems here, I am also aware of the way in which you are going about trying to solve them and I salute you for this effort.

Dr. Mailey and I never did agree on a title for my remarks. When the program came I was somewhat stunned to discover that I was to talk on problems of the "old, medium-sized city." That sounds like a pretty dull subject. In fact, it made me afraid I would sound like an "old, medium-sized city planner" and that's not how I like to think of myself. But facts are facts, and Pennsylvania does in fact have many old, medium-sized cities. I have worked in one for some time, for I was the city planner for the City of York.

York has a population of about 54,000, with about another 50,000 people living in the suburbs. It was laid out by Thomas Cookson, William Penn's surveyor, in 1740, and we are still struggling with the 600 foot lots, split into quarters by alleys, leaving awkward sizes and shapes. Since the parcels are deep, the rear of each parcel has long since been sold and improved with a poor quality structure. These structures are today either slum houses, little industrial, or commercial operations. The grid-iron plan of streets is also a problem. Traffic flows equally poorly on all streets with too few diagonals to move traffic easily from one section of the City to another. The old City does have problems; therefore, much of the planner's time goes into trying to rearrange conditions that are a carry-over from a very different way of life.

This certainly is the reason that urban renewal, in the formal, federally financed sense, is so important to Pennsylvania's cities today. It is impossible for any city to rearrange its land, its streets, its buildings, its actual activities, to a modern functioning system just by passing a few local ordinances and hoping that a series of private real estate transactions will make it all come true.

We need financing from a broader tax base than a city can tap. We need strong legal powers that must be put into plan to bring about the needed rearrangements if we are to make these older cities competitive in today's world. Perhaps if the city could reach out and tax the



whole region that it serves, it would be different. But we seem to be blind to the need for dramatic changes in our local government and the planner must live with the laws that the people give him. Personally, I feel he has the right and duty to agitate a little for change. I also feel he can't spend all his time trying to change what he has to work with; rather, he must work as best he can under those existing laws.

I mentioned the difficulty of trying to make a good plan for the streets and highways of York. We soon found that it was impossible to solve any street problem, however small and specific, without taking a look at Greater York and the regional highway network that connects York to such cities as Lancaster, Harrisburg, Baltimore, and Philadelphia.

That highways are indeed a regional problem was a fact driven home to us on every local issue facing the city. Neighborhood planning was complicated by traffic cutting through city streets to get from suburban residential districts to industrial areas that might be outside that aggravating, invisible wall known as "city line."

This led us to two decisions: one, we had to have a good county planning agency; and, two, we needed a county-wide thoroughfare plan as a basis for solving city traffic problems. This last decision instilled in me a principle I still feel strongly about.

This principle is simple. Planning isn't effective if the planning agency insists on ignoring all but its own area of jurisdiction in its comprehensive plan. I am always suspicious of a plan that neatly details what should go on inside the city agency's exact limits, with white space outside. Most planners think regionally and prepare plans that include a map showing the regional picture of the area. The law assigns certain responsibilities to the commission and these must be discharged precisely within the city limits.

Nevertheless, many planning agencies are scared to make plans that cover more than their own territory. Let me urge that city planning commissions not hesitate to do a county plan as a means for getting a good city plan. This will not create the chaos you may fear because certain self-limiting factors will operate.

First, and most important, it costs money and time to plan for a larger area than the one first contemplated. The agency will quickly cut out the irrelevant areas when the costs are added up.

Second, judgment might be used to temper the proposals if there is a history of bad relations between the city and the suburbs. But the



issue must be faced that cities do not stop at the city line. I believe the man on the street is prepared to accept a great deal more "metropolitanism" than the politician gives him credit for. Most of the violent and irrational opposition to metropolitan government comes from elected officials at the bottom of the ladder who see their little positions threatened.

Third, there are any number of vital studies that cannot be carried out effectively except on such a basis. Economic base studies, vital to any planning, must be done for the economic region and not just for the city. Transportation studies have the same requirements as do open space studies, and water and air pollution studies.

Just to show you that I have no permanent bias for cities, I can view with pleasure the thought of a sound county plan acting as the plan for cities and boroughs within the county. While preparing the county-wide "Major Thoroughfare Plan" it was necessary to deal with Hanover, a big borough that had no planning. Putting quite a bit of time on and in the Borough produced a feasible solution that was proposed and published as a small but important part of the county plan. Assumptions were made on a rather free-wheeling basis, but the result was that the Borough caught on to what planning was all about and began to prepare a plan of its own.

Let me tell you why this is so much on my mind these days. I work for the State Planning Board, and sooner or later we will develop a comprehensive plan for the Commonwealth. The approach is by conducting, first, a series of regional reconnaissances. The State was divided into 13 regions, generally centered around the major cities. A field team was sent out into each region to ask questions and to record impressions. At the same time, the research staff studied the trends in each region to find out just what the regional problems were and just what the regional opportunities were. These were written up in the form of staff reports or working papers, and I have the report on Region Five the region that covers Lackawanna, Luzerne, Carbon, and Schuylkill Counties.

The Report analyzes economic, agricultural, and demographic trends. It looks at industrial development and tourist development, park and open space programs, public health and education, transportation, and city-county-regional planning. Although I cannot read it to you, I'll mention some special points. The Report contains much that will not be new to you, so these comments will be only a sampling of points that need emphasis.



The Report says:

"Market values of taxable real property increased modestly between 1960 and 1963 compared to the steady downward trend in population that had taken place in the two previous decades. Declines in market value have occurred mainly in the anthracite coal fields, where mines have been abandoned and where land has no alternative use in its present condition. Some unusual growth in market values has taken place in the urban areas around Wilkes-Barre, Scranton and Hazleton where the economy has been stimulated by successful industrial development efforts."

"In the light of the Region's most recent population and employment estimates, the outlook for growth within the next few years is much less discouraging than it has been in recent history. Earlier Pennsylvania State Planning Board projections indicated a 1980 population of 684,925, or a decline of 15 per cent from 1960 and an actual loss to the Region of more than 122,000 persons. Should the 1960-63 trends continue at the present rate, the Region's future decline would be 31,400 less than these previous projections. Even though unemployment has declined dramatically and employment is beginning to rise slowly, it is still too early to speak of future regional growth. What can be said with some assurance is that the previous generation-long history of heavy population declines seems to be drawing to an end."

"There has been a dramatic increase in outdoor recreation in Region Five with public attendance at State Parks nearly quadrupling from 300,000 to 1,100,000 visitors between 1953 and 1964..."

"...all four counties have responded to the opportunities presented by PROJECT 70 by requesting matching State funds to acquire a total of over 18,000 acres of recreation land. These would provide the Region with a future average of more than 27 acres of local parks per 1,000 people - almost twice the recommended standard of 15 acres per 1,000 population."

"...Sewage disposal systems in this valley have been sadly neglected, however. Although over 500,000 people are served by sewers in this valley, only 10,000 are on systems which adequately treat the sewage. In a recent attempt to alleviate financing and ease planning, a Wyoming Valley Municipal Authority of fourteen communities was formed. However, this is still only a small portion of the populated Region and many small residential and semi-public disposal systems continue to be built because of the difficulty of securing municipal cooperation..."



"... Too often local officials cannot secure local public support for sewage disposal systems and cooperation between the many municipalities in the Region is the exception rather than the rule."

"Except in the cities of Region Five, little long-range site and facilities planning (for schools) has yet been accomplished. Even in the urban areas, little coordination now exists between school facilities planning and over-all comprehensive community planning..."

"... The urban transportation study for the Wilkes-Barre/Scranton urban area will go a long way towards coordinating inter-city as well as state-local activities in this area. The best long-term hope may lie in the development of comprehensive metropolitan plans for the major cities of the Region - ideally with the technical participation of county planning staffs. Unfortunately, only one of the four counties in Region Five has yet acquired a permanent resident county planning staff. Furthermore, plans must now be made at the metropolitan level to provide for an orderly transition from a tight knit central city of the past to the more dispersed city form which will become inevitable with the completion of the many new highway facilities."

"Because the past emphasis in Region Five has been on the immediate creation of jobs, planning commissions have taken a back seat to industrial development groups that are developing industrial development groups that are developing industrial parks (with little coordination with the county planning commissions) and promoting industrial development in the Region..."

"Perhaps greater attention should be given to inter-county planning for the development trends which now seem to be extending over county lines binding all of Region Five together in a single economic and planning region."

There was a great deal more said about planning, including some nice things about the work of the Luzerne County Planning Commission.

Ultimately, the State Planning Board will attempt to prepare a Comprehensive Development Plan for the State. There is much to be done in this field since very few states are actually engaged in state planning. Pennsylvania needs state planning and the sooner the better. The State spends about a billion dollars every single year and it is time that the State gave some thought to the future and how best to plan for it. One certain objective of the plan and the planning program is to improve the



cooperation and coordination of the various departments of the Commonwealth. They are all large agencies, wrapped up in their own problems, which makes it easy for them to ignore what the other departments are doing. If we can improve the inter-departmental planning we should have a more efficient and more successful over-all thrust by your State government on the problems of Pennsylvania. In addition to inter-departmental planning, we will try to develop better departmental planning. There are so many immediate problems facing each department that it becomes difficult to work up intermediate or long-range plans. Yet long-range planning by each department is a must in these days of change. We believe the six-year Capital Program can be a big help here.

It would be easy to talk on state planning for another hour. I have enjoyed being with you and sincerely urge that you try to visit our Office and see for yourself what we are doing.



ROSTER OF ATTENDANCE

Airey, Marion	Development Office Kings College Wilkes-Barre, Pennsylvania	Executive Secretary
Andalora, Mrs. Joseph	West Pittston Women's Club 336 Spring Street West Pittston, Pennsylvania	Member
Bacon, Allen E., Jr.	Committee on Economic Opportunity of Luzerne County 66 North Main Street Wilkes-Barre, Pennsylvania	Director
Barrett, Mary	Kings College Wilkes-Barre, Pennsylvania	Librarian
Blier, Bernard B.	Scranton Redevelopment Authority Mears Building Scranton, Pennsylvania	Executive Director
Bohlin, Mr. & Mrs. Peter	Bohlin & Powell 182 North Franklin Street Wilkes-Barre, Pennsylvania	Architect
Brennan, Paul	Redevelopment Authority First National Bank Building Wilkes-Barre, Pennsylvania	Real Estate Officer
Brockman, Mrs. Stanley	Junior League of Wilkes-Barre 134 West River Street Wilkes-Barre, Pennsylvania	Member
Brooks, J. Archbald	Chamber of Commerce 15 South Franklin Street Wilkes-Barre, Pennsylvania	Executive Vice-President
Buzinkai, Dr. Donald	Department of History & Government Kings College Wilkes-Barre, Pennsylvania	Instructor
Caley, George E.	Chamber of Commerce 38 East Main Street Nanticoke, Pennsylvania	Executive Director



Cochran, Mrs. William E.	Home Builders Auxiliary 62 Virginia Terrace Forty Fort, Pennsylvania	Treasurer
Cohen, Dorothy	Family Service Association 73 West Union Street Wilkes-Barre, Pennsylvania	Director
Corgan, Catherine	Osterhout Free Library 71 South Franklin Street Wilkes-Barre, Pennsylvania	Librarian
Corrigan, Thomas S.	Kingston National Bank Kingston, Pennsylvania	Vice President
Costello, Mrs. A.	Home Builder's Auxiliary of Northeastern Pennsylvania 55 Chestnut Street Swoyersville, Pennsylvania	Member
Crosby, J. Muir	Northeastern Bank and Trust Company 69 Public Square Wilkes-Barre, Pennsylvania	Vice President
Cronin, Richard J.	Chamber of Commerce 92 South Franklin Street Wilkes-Barre, Pennsylvania	Secretary
Csala, Gottfried P.	Eyerman-Csala & Associates 54 Public Square Wilkes-Barre, Pennsylvania	Architect
Darte, Alfred	Darte Real Estate Agency 54 Public Square Wilkes-Barre, Pennsylvania	Realtor
Daron, Mrs. D.	Home Builder's Auxiliary of Northeastern Pennsylvania Overbrook Road Dallas, Pennsylvania	Member
Dougherty, Anthony	Fraternal Order of Police 283 East Jackson Street Wilkes-Barre, Pennsylvania	Member
Dowling, Paul Bruce	America the Beautiful Fund, Inc. New York, New York	Executive Director



Dreier, A. B.	Redevelopment Authority 37 North Market Street Nanticoke, Pennsylvania	Acting Exexutive Director
Duddy, Thomas	Redevelopment Authority First National Bank Building Wilkes-Barre, Pennsylvania	Rehabilitation Officer
Eck, Frederic J.	Northeastern Pennsylvania National Bank and Trust Company 69 Public Square Wilkes-Barre, Pennsylvania	Vice President
Ecker, Francis, G.	Wilkes-Barre Fire Department City Hall Wilkes-Barre, Pennsylvania	Fire Chief
Farber, G. S.	Pennsylvania Power and Light Company 901 Hamilton Street Allentown, Pennsylvania	Community Planning Consultant
Farrell James A.	Housing Authority 33 Marbourough Avenue Wilkes-Barre, Pennsylvania	Executive Director
Flanagan, Mrs. Jean	Lackawanna County Planning Commission Court House Annex Scranton, Pennsylvania	Administrative Assistant
Ford, Elizabeth	Redevelopment Authority First National Bank Building Wilkes-Barre, Pennsylvania	Administrative Assistant
Frost, Ralph	Northeast Chapter Institute of Architect Wilkes-Barre, Pennsylvania	President
Gilbert, Walter J.	State Health Center 71 North Franklin Street Wilkes-Barre, Pennsylvania	Director
Glowacki, Stanley	Urban Redevelopment Authority Philadelphia, Pennsylvania	Eastern Area Co-ordinator



Goldstein, Eugene	Kingston Zoning Board of Adjustment Kingston, Pennsylvania	Chairman
Goodman, Mary T.	League of Woman Voters R.D. #1 Plymouth, Pennsylvania	Member
Gorka, E. Edward	1204 South Hanover Street Nanticoke, Pennsylvania	Mayor
Grasavage, William	Wilkes-Barre Redevelopment Authority Wilkes-Barre, Pennsylvania	Real Estate Officer
Harris, Donald P.	Scranton Redevelopment Authority Mears Building Scranton, Pennsylvania	Staff
Harter, George	Penn State University Tunkhannock, Pennsylvania	Resource Develop- ment Officer
Heiselberg, Edward	Luzerne County Planning Commission Wilkes-Barre, Pennsylvania	Director
Heiselberg, Mae	League of Women Voters 70 Summit Road Mountaintop, Pennsylvania	Member
Hodgson Ray V.	Pennsylvania Power and Light Company 36 North Main Street Wilkes-Barre, Pennsylvania	District Manager
Humphery, Donald	Greater Wilkes-Barre Real Estate Board Wilkes-Barre, Pennsylvania	Member
Kane, John J.	Scranton Redevelopment Authority Mears Building Scranton, Pennsylvania	Staff
Kapen, William	Housing and Home Financing Agency Widener Building Philadelphia, Pennsylvania	Urban Renewal Administrator



Karl, Frederick J.	Pennsylvania Department of Health 71 North Franklin Street Wilkes-Barre, Pennsylvania	Sanitarian
Kersteen, Herman C.	Property Owners Protective Association 815 Miners Nat'l Bank Building Wilkes-Barre, Pennsylvania	Executive Director
King, Hugh P.	Economic Development Council of Northeastern Pennsylvania Wilkes College Wilkes-Barre, Pennsylvania	Research Director
Kramer, Horace	Redevelopment Authority First National Bank Wilkes-Barre, Pennsylvania	Chairman
Landers, A. W.	Pennsylvania Power and Light Company 901 Hamilton Street Allentown, Pennsylvania	Community Planning Consultant
Lashford, Edgar J.	Wilkes-Barre Chamber of Commerce 92 South Franklin Street Wilkes-Barre, Pennsylvania	Executive Vice President
Levar, John	Housing and Home Financing Agency Urban Renewal Administration Widener Building Philadelphia, Pennsylvania	Member
Long, Joseph F.	Redevelopment Authority First National Bank Wilkes-Barre, Pennsylvania	Board Member
Macialek, Joseph	Extension Service Pennsylvania State University Scranton, Pennsylvania	Resource Development Officer
Mailey, Hugo V.	Institute of Municipal Government Wilkes College Wilkes-Barre, Pennsylvania	Executive Director



Mc Cartney, Mrs. Agnes	Carbon County Planning Commission Courthouse Jum Thorpe, Pennsylvania	Executive Director
Mc Ginty, Mrs. James	Womens' Club of West Pittston Rutledge Street Inkerman, Pittston, Pennsylvania	Member
Mc Grath Joseph B.	Local Development Services ACTION Inc. New York, New York	Director
Miller, Mrs. Coray H.	Luzerne County Federation of Women's Clubs Wyoming, Pennsylvania	Member
Miner, Mr. & Mrs. Charles	First National Bank Wilkes-Barre, Pennsylvania	Senior Trust Officer
Miura, Howard	Wilkes-Barre City Planning Commission 46 Mallery Place Wilkes-Barre, Pennsylvania	Director
Mohr, Walter	Wilkes College Wilkes-Barre, Pennsylvania	Director of Development
Mooney, Thomas B.	Wilkes-Barre City Planning Commission 69 Old River Road Wilkes-Barre, Pennsylvania	Secretary
Morgan, Charles M.	Wilkes-Barre Police City Hall Wilkes-Barre, Pennsylvania	Chief of Police
Moses, B. Hopkins	Wyoming Seminary Kingston, Pennsylvania	President
Mullin, Gerald	Mullin Conergan Association 8040 Roosevelt Boulevard Philadelphia, Pennsylvania	Urban Renewal Consultant
Myers, J. Robert	Pennsylvania Power and Light Company 901 Hamilton Street Allentown, Pennsylvania	Senior Community Planning Consultant



Nalle, Jesse	Pennsylvania State Planning Board Harrisburg, Pennsylvania	Assistant Director
Ogden, David M.	Bell Telephone Company 11 W. Market Street Wilkes-Barre, Pennsylvania	District Manager
O'Hara, James E.	Redevelopment Authority of the City of Hazleton 322 Northeast National Bank Building Hazleton, Pennsylvania	Executive Director
O'Hara, Vincent T.	Chamber of Commerce Pittston, Pennsylvania	Member
O'Karma, Henry D.	Redevelopment Authority Wilkes-Barre, Pennsylvania	Executive Director
Otto, Herman L.	Economic Development Council of Northeastern Pennsylvania Wilkes College Wilkes-Barre, Pennsylvania	Executive Director
Plaumbo, Edwin	Providence Redevelopment Agency Providence, Rhode Island	Chief Consultant and Representative
Perkins, Clement W.	Wilkes-Barre City Planning Commission 253 South Franklin Street Wilkes-Barre, Pennsylvania	Chairman
Poerio, Carlo	Redevelopment Authority Wilkes-Barre, Pennsylvania	Community Relations
Price, Mrs. Ethel	Department of Public Safety City Hall Wilkes-Barre, Pennsylvania	Director
Ridall, Hugh M. Jr.	Redevelopment Authority Wilkes-Barre, Pennsylvania	Board Mentor
Riofski, A. Frank	Redevelopment Authority Wilkes-Barre, Pennsylvania	Project Co-ordinator
Ritchie, George B.	Wilkes-Barre Board of Education Wilkes-Barre, Pennsylvania	President



Robinson, Mrs. John	Junior League R. D. 4 Dallas, Pennsylvania	President
Rodda, Paul M.	Allen, Rodda & Hauck First National Bank Building Wilkes-Barre, Pennsylvania	Architect
Rodkiewicz, John F.	Bellante and Clauss, Inc. Bellante and Clauss Building Scranton, Pennsylvania	Principal Planner
Rosenthal, Max	Chamber of Commerce 29 South Main Street Wilkes-Barre, Pennsylvania	Member
Sauer, Louis	Philadelphia, Pennsylvania	AIA Consultant
Sharpe, Kay	Planning Commission of Carbon County Courthouse Jim Thorpe, Pennsylvania	Administrative Assistant
Sechleer, Charles H.	Housing Authority 176 Blackman Street Wilkes-Barre, Pennsylvania	Chairman of the Board
Shust, John	Mayfield Borough 519 Delaware Street Mayfield, Pennsylvania	Secretary
Singer, Robert J.	Bureau of Community Development 720 Scranton Life Building Scranton, Pennsylvania	Planning Technician
Sites, Edwin A.	Bureau of Community Development 720 Scranton Life Building Scranton, Pennsylvania	Regional Supervisor of Planning
Swabach, James R.	Pennsylvania Gas & Water Company 41 North Main Street Wilkes-Barre, Pennsylvania	Representative
Taggart, Robert	Urban Redevelopment Authority Philadelphia, Pennsylvania	Field Representative



Tuhy, Philip R.

Institute of Municipal Government  
Wilkes College  
Wilkes-Barre, Pennsylvania

Associate  
Director

Zeto, Jean

Redevelopment Authority  
Wilkes-Barre, Pennsylvania

Secretary



REGISTERED BUT NOT IN ATTENDANCE

Caverly, Noel B.	Wyoming National Bank Market Street Wilkes-Barre, Pennsylvania	President
Lacy, James O.	Lacy, Atherton, and Davis Hotel Sterling Wilkes-Barre, Pennsylvania	Architect
Murray, Martin L.	1403 IBE Building Wilkes-Barre, Pennsylvania	Congressman
Sailus, George	Property Owners Protective Assoc. Miners National Bank Building Wilkes-Barre, Pennsylvania	President









1000160199

WILKES COLLEGE LIBRARY





