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GROWTH CONFERENCE

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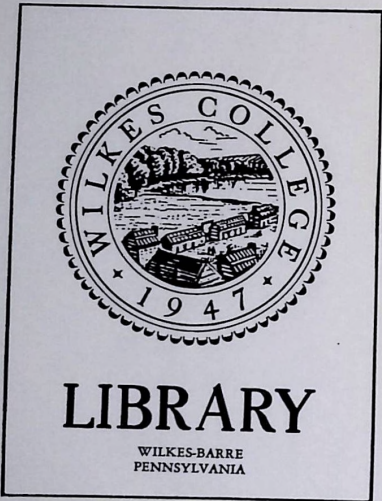
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PROCEEDINGS

THIRD ANNUAL COMMUNITY GROWTH CONFERENCE

SEPTEMBER 25, 1963

WILKES-BARRE, PENNSYLVANIA

Institute of Municipal Government

Wilkes College

Wilkes-Barre, Pennsylvania



FOREWORD

A major problem facing many communities in the United States today is rapid and, to a large extent, uncontrolled growth. Although recognized as a major problem, it does not necessarily apply to all sections of the United States, specifically to Northeastern Pennsylvania.

The theme of the THIRD ANNUAL COMMUNITY GROWTH CONFERENCE was the need to rehabilitate the older community. The core city which is usually the older community faces specific problems in trying to meet competition from outlying areas. It is necessary for the older community to try to discover solutions to the more practical problems of the area.

The first step to the solution of the problems is to isolate and identify the problems. It is the opinion of the participants in the first two Community Growth Conferences that the Conferences themselves contributed much to identifying problems. A number of these problems were discussed at the THIRD ANNUAL COMMUNITY GROWTH CONFERENCE by representatives of areas that have faced problems similar to ours. These comments should be helpful in the solution of these problems.

The sponsors of the THIRD ANNUAL COMMUNITY GROWTH CONFERENCE would like to extend sincere thanks to the First National Bank, the Hanover National Bank, and the Miners National Bank, all of Wilkes-Barre, without whose financial assistance the Conference would not have been possible. Because of the attitude, enthusiasm and interest displayed, this Conference will be but the third of many.

Hugo V. Mailey, Director
Institute of Municipal Government

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Registered But Not In Attendance

THIRD ANNUAL COMMUNITY GROWTH CONFERENCE

SEPTEMBER 25, 1963

PROGRAM

11:30 a. m.	Registration Mezzanine, Hotel Sterling	Chairman: Mrs. Ethel A. Price, Director Department of Streets City of Wilkes-Barre
12:00 noon	Luncheon Crystal Ballroom	Chairman: Thomas H. Kiley, President, Greater Wilkes-Barre Chamber of Commerce Welcome: Frank Slattery, Mayor, City of Wilkes-Barre Topic: The Need to Rehabilitate the Older Community Speaker: William Rafsky, Executive Vice President Old Philadelphia Development Corporation
2:00 p. m.	Panel Session	Chairman: Wilbur Shorts, President, N. E. Pennsylvania Homebuilders Association Topic: Survival of the Central Business District Speaker: Paul F. Miller, Development Coordinator City of Lancaster Chairman: Robert Harvey, Vice President, Greater Wilkes-Barre Real Estate Board Topic: Effect of Urban Renewal on Land Values Speaker: Martin L. Steiger, CAE Philadelphia Board of Revision of Taxes Chairman: Mrs. Edward B. Wicks, President Luzerne County Federation of Women's Clubs Topic: Measurement of Community Renewal Needs Speaker: Erastus Corning III, Assistant Manager Urban Renewal Department First National Bank of Boston
5:30 p. m.	Cocktails	Parlor C, Hotel Sterling
6:30 p. m.	Dinner	Chairman: Russell E. Gardner, Vice President Committee of 100, Inc. Topic: Private Enterprise: A Partner in Rehabilitation Speaker: Fred Forman, Treasurer Midtown Holding Corps., Rochester, N. Y.

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Luzerne County School Board
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Pennsylvania School Directors Association
Susquehanna River Basin Association
West Side Regional Planning Commission
Wilkes-Barre Planning Commission
Wilkes-Barre Redevelopment Authority
Wilkes-Barre Wyoming Valley Merchants Association

INTRODUCTORY REMARKS

by

Thomas H. Kiley

We all have experienced the deterioration of our older communities--communities which have not kept pace with the growing needs of its population. Since the older community cannot, obviously, begin anew to restore its facilities, the leaders in government and industry must consider rehabilitation of the community. The community's strengths and weaknesses must be assessed before any renewal action can commence.

Mr. William Rafsky, Vice-President of the Old Philadelphia Development Corporation, has had long and varied experience in the rehabilitation of a very well known "older community," Philadelphia. In the past decade, Philadelphia has made great improvements--in both public and private facilities--which have benefited the urban and suburban populations of the city. Renewal is still in progress, and will continue to meet the needs of the City's population.

Before rehabilitation can begin, however, it is necessary for us to ask a few questions. What is the role of the city? Where and how does rehabilitation begin? These are a sampling of the questions which pertain to all older communities in need of rehabilitation.

At this time I would like to introduce Mr. William Rafsky, Vice President, Old Philadelphia Development Corporation, who will speak on "The Need to Rehabilitate the Older Community."

WELCOME REMARKS

by

Frank Slattery
Mayor of the City of Wilkes-Barre

Ladies and Gentlemen: A mayor quickly learns that it takes all kinds of things to make up a city -- a physical city. But most of all, it takes all kinds of people. As the mayor of this city, you will believe me when I say that we have all kinds of people in Wilkes-Barre. Fortunately, we have many dedicated people -- those who want to see the City grow and flourish; not only financially or economically, but also culturally. Based on the theory that man cannot live by bread alone, there are many things which have to be done to make this theory valid. Therefore, it is a genuine pleasure for me as mayor to welcome you, who represent those that are dedicated -- both from this area and other areas of the State -- to the Conference and to the city and to Wilkes College.

What you represent is a wonderful thing. The City of Wilkes-Barre is proud to welcome you here -- to welcome you warmly and sincerely. I know that the speakers and representatives will make this Conference an outstanding success.

THE NEED TO REHABILITATE THE OLDER COMMUNITY

by

William L. Rafsky, Executive Vice President
Old Philadelphia Development Corporation

The older communities in our nation have only two choices: either they must revitalize and rehabilitate themselves physically, or they must die. It is no longer possible to stand still because the forces of obsolescence and deterioration will erode the foundations of our communities and will bring about an eventual demise. There is no inherent guarantee that a city is assured of maintaining its vitality. Even cities which are blessed naturally, such as seaports or those with resources such as coal, have found these advantages insufficient to protect themselves against deterioration. Changing technology and changing fashions bring about changes in our economic and social lives which require adjustment.

A city, therefore, must continue to have a meaningful purpose. It must perform some function, and most important, it must be able to meet the needs of its population. In this regard, civilization would indicate that urbanism has built-in attractions and tends to be an accepted way of life.

Both ancient and modern civilizations reveal extensive population movements from rural and agricultural areas to the city. The question, however, is to what cities do people go? Why, for example, do Southern Italians by-pass Naples to go to Rome? Why did the movement beginning with the mid-19th century to the American West result in a concentration of population in some cities while others declined? To answer these questions requires, in my judgment, the need to identify the role of a city. The community must then be organized to fulfill this purpose, to develop the underlying ideas, and in this way to enhance the city. One of the most effective tools which has been developed in this country to achieve this goal is urban renewal. In this context, urban renewal is not merely redevelopment and slum clearances but represents total community mobilization. Involved is the achievement of the desirable place to live, full opportunity to work, and attractive facilities for leisure time.

American cities do not have a choice to start as completely new cities. We cannot do what Brazil is attempting in building a new capitol in the hinterlands--Brazilia, or what Pakistan is attempting, to add a

new community--Islamabad--to an existing city. The challenge to American cities is that they must rehabilitate. In the rehabilitation approach, every possible emphasis should be given to save whatever is useful and to restore and remodel so that they fit in with new developments of a sound economic basis. This standard, however, should not result in any fear to tear down structures when necessary. We must recognize that there is need to have new development at all times to keep growing. In fact, we have found in Philadelphia that the new sets off the old even better. Obviously, such new construction should be in line with the overall objective.

The community's program, to be successful, must be all encompassing and a balanced one. All aspects of urban economics and living must be taken into account and programs developed in all of these areas. In considering a program for the community's economic betterment, the leaders should begin by identifying what strengths exist and what is the potential to develop. For example, one community might concentrate on industry, others on developing trade and tourism, others on raw materials.

In Philadelphia, we have recognized the need for industrial development because of the employment opportunities presented and because of the availability of skilled labor. Our programs including industrial development and redevelopment have resulted in setting up industrial parks that can compete with the best in the nearby suburbs. Government powers are used to improve land so that we have the sufficient acreage usually available and in unbuilt suburban land areas, but not in the city itself.

The Philadelphia program also provides key financing help. This fiscal assistance is in the form of low interest loans sponsored by a non-profit corporation which is exempt from the Federal income tax. This financial aid as well as other parts of the industrial program recognize that we can still use many of the older manufacturing plants such as loft buildings. They are made available to firms just getting started and others which require a very low rent. By improving loading and off-street parking facilities as well as clearing up the mixed zoning in the area, such loft buildings become attractive for industrial use.

Another major concern in economic development is retail shopping. In Philadelphia, we are working with center city merchants to make their shopping streets more attractive, and in one case, Market Street East, to develop a unique shopping center which can more than hold its own against suburban competition. At the same time, we re-

cognize that neighborhood shopping areas have to be improved in order to hold people within the city. In addition in Philadelphia, the importance of the downtown area not only for the city but for the entire economic strength of the region is reflected in our program. Redevelopment is providing opportunities for new office buildings, wholesale centers, and cultural activities. These are being supported by improved transportation and off-street parking.

Finally from the economic aspect, programs are being developed to expand our port, airport, and Convention Hall, in order to attract more business to Philadelphia.

The city's residential improvement program is the one which had the earliest start and as a result, much progress has been made. Through slum clearance, a number of cancers have been wiped out, and new housing ranging from public housing for low income families to high-rise apartments have been provided.

Even more significant, however, is the newer program to maintain existing neighborhoods which are essentially sound but which are beginning to show the early signs of blight. By encouraging property owners to repair their buildings and by government providing improved facilities, old neighborhoods are being revitalized.

In Philadelphia, we also recognize the need to preserve our historical heritage. The programs initiated not too long ago have already produced results in restoring historical buildings particularly in the area around Independence Hall, the famous "Society Hill."

As part of the balanced program in Philadelphia, urban renewal aid has been made available to key institutions such as universities, hospitals and museums. This facet of the program recognizes that without institutions which provide the flavor and the excitement of urban renewal, that a community is not fully exploiting its potential.

Three major universities in our city all agreed to drop plans for suburban campuses and to remain within the heart of the city on a pledge by City Government that land areas would be made available.

Shortly, the redevelopment agency will undertake the development of a cultural center adjacent to the famous Academy of Music.

Government, of course, has a more direct role to play in the rebuilding and rehabilitation of the community. Not only are playgrounds, schools, libraries, and health centers essential for modern-day living,

but they also encourage people who live nearby to maintain and improve their properties. In Philadelphia, these programs are carried out through a very carefully planned financial program well within the debt limit.

Because transportation is necessary to tie together the various developments and to encourage movement and communication within the city, a good deal of the program effort in Philadelphia has been in this field. Philadelphia has pioneered in providing subsidies for mass transportation so that ridership on commuter lines has greatly increased. In addition by use of city government borrowing power, both subways and railroads have obtained new equipment which also increased riding. Now in co-operation with the other counties in Southeast Pennsylvania, the mass transportation system will be unified and expanded through a regional authority.

Highways, however, cannot be neglected. Philadelphia has pushed ahead in developing a highway network and with off-street parking in strategic locations.

No program of this magnitude can be carried out without problems and difficulties. Inherent in our governmental structure is that its jurisdiction is confined to official boundaries while living, working and transportation operate in a larger region. The competition for industry, the multiplicity of governmental units all tend to retard the program and make it less effective. Some progress, however, is being made in the Philadelphia metropolitan region through a Regional Conference of Elected Officials.

A community rebuilding program inevitably causes displacement and hardship. It is impossible to satisfy everyone. The greatest difficulty, however, has been encountered in relocating large families and small businesses. New government aids particularly in the latter category, are necessary to alleviate serious hardship.

For the community rehabilitation operation to be a success, it is necessary to have a combination of government leadership, citizen support, private investment in government sponsored activities, and a sound planning concept. With this type of organization, the community will find that the rebuilding not only stops the decline but pays off in many ways.

In Philadelphia, for every dollar of government funds an average of better than five dollars of private capital has flowed into the pro-

gram. After eight years of active operation, we are able to say that no tax increase is necessary to continue and enlarge government services. The greatest contribution, however, is in improved conditions for our citizens and the providers of greater opportunities for work and play.

INTRODUCTORY REMARKS

by

Wilbur Shorts
President, Northeastern Pennsylvania
Homebuilders Association

It is a very real pleasure for me as President of the Northeastern Pennsylvania Home Builders Association to present the next panelist whose topic is, "The Survival of the Central Business District."

In the rehabilitation of an older community, particular attention must be paid to the core area, the central business district. There is no more important field in the whole subject of land economics than the central city.

The out-migration of shops and businesses into shopping centers attests to the well known fact that the central business district has not successfully coped with its problems. The central business district has either ignored the new role it must play in the city of the future, or, if it has understood this new role, it has been negligent in responding.

It gives me a great deal of pleasure to introduce Mr. Paul F. Miller who will speak on, "The Survival of the Central Business District."

SURVIVAL OF THE CENTRAL BUSINESS DISTRICT

by

Paul F. Miller
Development Coordinator
City of Lancaster

Since the end of World War II, the American landscape has undergone many changes. These changes have been the subject of books, movies, magazine articles, and speeches by so-called experts. The continuing growth in population, coupled with increased incomes and changing technologies, have combined to exert new pressures on urban growth. To the extent that changes have occurred, the new suburbs portray best what we apparently want, need, and can afford. The old city core, on the other hand, portrays what we were. Obviously, the downtown suffers by comparison with suburbia in terms of what we want.

Empty stores, crowded streets, lack of parking space, old buildings, unattractive residential, warehouse and industrial zones around the downtown all dissuade us from using downtown the way we would like it to be used.

The title of this talk, "Survival of the Central Business District," clearly indicates that we commonly believe that changes in recent years have hurt the downtown and that the downtown must react to current changes if it is to survive. It is probably a very fair statement that, unless the downtown offers us the things we want within our changing society, then the downtown will not survive. Certainly the downtown has remained static and does not reflect our collective desires to the same extent as the shopping center does.

Remembering, therefore, that the downtown cannot survive in the static, stagnant sense, our concern should be with the type of change that should occur within the Central Business District that will allow the Central Business District to survive as the economic and social nucleus of its tributary region.

Although all literate Americans are continually reminded of the changes wrought by the invention and common use of the automobile, we probably do not fathom the extent to which the automobile has changed our existence in so many different ways. Within the last one-half century, man has moved from the pedestrian scale to the automotive scale;

and this change in scale parallels, in terms of cumulative impact, the relative decline of the downtown.

As an illustration of the different scales, appreciate the extreme differences between the pedestrian architecture of the Victorian Age with the automotive scale architecture of today. The Victorian Era was the era when man walked to work, to church, to shop, to visit, and, hence things were compact and architecture was oriented to the scrutiny of a man walking two to three miles an hour past any given structure. In the pedestrian scale of things, then, one could appreciate the fine detail on stone and wood and glass and brick on the fronts of buildings. At a pace of three miles per hour, one had the opportunity to appreciate such detail.

On the automotive scale, however, the uncluttered, contemporary look reflects the view point of an auto-borne society traveling at 35 miles per hour and up.

Visualize, quickly, the contrast in shape, size and detail of the typical downtown block with the shopping center. The shopping center being, thus far, a much less permanent institution than the downtown, reflects our more recent tastes and desires; but a shopping center, too, has changed.

Shopping centers have been around long enough to permit some comparison and contrast between the earlier editions and the most recent centers. Even to the untrained eye, it is evident that most early shopping centers were often crude in planning, style, and material. These earlier shopping centers catered too much to the single factor of convenience and not enough to the comfort and wants of the shopper. The newer form of shopping center (such as Cherry Hill) moves beyond the satisfaction of convenience of access, and excites the participation of the customer. The air-conditioned mall, with its many attractions, a more pleasing appearance, and other elements combine to result in a second-generation shopping center which appears to have blended the best of the pedestrian and the automotive scales.

The more recently built shopping center, then, exemplifies a beneficial blend of the convenience of the automotive scale and the interest of the pedestrian scale. The new shopping center is a more complex thing in which the shopper is confronted by stores and activities much more varied than those of earlier shopping centers. The theatre, birds, flora, kiosks and exhibits have been added in the shopping center not only to attract the customer but also to hold him and to make his stay in the shopping center an impressionable experience, one that he will want to repeat. This is just the kind of commercial environment that

the shopper should experience in the Central Business District. The convenience of access and the year-around, air-conditioned mall have given the second generation of shopping centers a competitive edge over the downtown commercial complex.

The proliferation of shopping centers tends to weaken any individually established center. The great majority of shopping centers, therefore, do not have the atmosphere of permanency that is true of the downtown. Further, the proliferation of shopping centers in the suburban areas of maximum growth, where zoning and thoroughfare planning are often at a minimum, also results in congestion during peak hours. This congestion appears to be getting worse and defeats the very significant matter of convenience, upon which the shopping center, to a large extent, is based. For those areas of uncontrolled growth, then, convenience of access becomes more a matter of distance than a matter of an easy driving experience.

Many downtown promotion campaigns have featured "permanency" of the downtown in an attempt to maintain or recapture the loyalty of shoppers. The "100% Corners" within the downtown can shift over the period of decades, from one block to another, but the downtown will stay the downtown over a period of centuries. It is very important, therefore, that the potential shopper be reminded of the uniqueness and reliability of the downtown as a shopping and cultural complex.

We should note here that the shopping center is not a total enemy of the downtown, nor are we implying that there is a life-and-death struggle between the shopping center, on the one hand, and the Central Business District on the other. What concerns us is that the downtown maintain adequate vitality to keep its role as the socio-economic focus of the regional matrix. It is apparent that the shopping center, situated as it is on the growing fringe of urban areas, will continue to increase its relative share of an urban area's total retail spending. However, despite the relative decline in the retail potential of the downtown, it, nonetheless, should be vital enough to experience continued, absolute increase in sales so that individual businesses and, hence, the total retail complex, maintain an aggressive position and higher physical standards. In those communities where the Central Business District is not experiencing, in general, an annual increase in absolute sales (discounting inflation), the evidences of decline become apparent--buildings are not physically maintained, vacancies occur, non-retail establishments rent stores once occupied by retail firms, business collectively lacks the aggressiveness to develop adequate off-street parking, declining tax assessments--these all are part of the story of decline occasioned by the Central Business District's retail degeneration.

The shopping center is both the bane and hope of the downtown. Suburbanization of population since World War II has occasioned the growth of shopping centers within convenient access of the sprawling suburbias across the country. The shopping center, therefore, is a very logical development and one which will stay, and one which will change. The shopping center siphons off spending from the total append- ing pool of the region's population and, hence, cuts into the sales poten- tial of the downtown. However, to the extent that the older, obsolete downtown can borrow from the more successful attributes of the newer shopping centers, that is the extent to which the downtown can reflect our population's wants and desires, and can look forward to a revitali- zation.

Communities across the country have planned for downtown re- generation that have varied in magnitude, nature and implementation. Some communities are of the opinion that the provision of an express- way to the downtown is the most significant benefit that the downtown can receive, whereas others seem to think that the provision of off- street parking is the single, most important approach.

What is important is that the total problem of the downtown be appreciated before a campaign of downtown regeneration begins. The problems of physical and economic obsolescence that so apparently plague the Central Business District have also wrought their toll upon the balance of the community. Older residential, commercial and in- dustrial areas surrounding the Central Business District, too, have been scarred by the change from the pedestrian to the automotive scale.

What is important to understand, then, is that the downtown suffers from the blight that too often surrounds it. To the person traveling downtown, the "grey" neighborhood surrounding the downtown becomes an obstacle to overcome; and, hence, these "grey" neigh- borhoods detract from the desirability of living, working, or passing time in the downtown.

The entire community, then, is the problem, not just the down- town. Planning for the downtown's revitalization, can, perhaps, occur in isolation, but such revitalization can only occur best and permanently if downtown revitalization is the result of the community's revitalization. Comprehensive planning is the broad program we first must establish; and this program must reflect what we are and what we want to be.

New neighborhoods must be created around the downtown through renewal's two aspects of clearance and rehabilitation. Downtown Wash- ington, D. C., is benefiting from the gigantic redevelopment project, known as the "Southwest Project," in which thousands of new apart-

ment units are being built in the former slum shadow of the Capitol. The rehabilitation, primarily through private initiative, of the Capitol Hill, Foggy Bottom, and Georgetown neighborhoods also serves to envelop the commercial downtown of Washington in a gradually improving series of neighborhoods strengthens the commercial potential for art, theatre, restaurants and other similar activities in the downtown. The atmosphere in these developing neighborhoods also serves to create an environment of desirability that will, hopefully, permeate the commercial downtown as well.

Here I would like to add a comment to those who are particularly interested in the re-establishment of good residential neighborhoods near the downtown. In Lancaster, as in many other cities, there are many buildings of historical and/or architectural significance within ready proximity of the commercial core. Without recourse to something as dramatic as urban renewal, a program can be devised to interest people in buying up and improving interesting residential properties which exhibit some unique character. Walking tours, newspaper articles, radio and television shows, and urban renewal can all be used to encourage the up-lifting of older, downtown residential neighborhoods through historic restoration. The Lancaster Redevelopment Authority engaged the services of Mr. Charles Peterson, F. A. I. A., of Philadelphia, to survey the architectural and historical significance of buildings in three renewal projects. If we are successful in Lancaster in preserving those structures of significance, we will also have stabilized residential areas which, in turn, will help enhance the long-range health and vitality of the downtown.

Although the original thrust of urban renewal was in the direction of residential redevelopment, an increasing emphasis is being placed upon the use of urban renewal as the vehicle to effect the more dramatic approach to the Central Business District's revitalization. This reminds us of the dilemma faced by the downtown. On the one hand, the basic and necessary approach of comprehensive planning is long-range in most of its aspects and provides no quick adjustment to immediate or even short-range problems.

The problems of obsolescence and the competition provided by enveloping shopping centers have accumulated in many communities to such an extent that the downtown is becoming too weak to effect a resurgence on a significant scale. Major downtown Urban Renewal projects, then, although applicable in all communities, nonetheless, are a tool most appropriate in those communities where no time can be wasted.

Marketability of land is the problem in those cities that have "weak" downtowns. Will the proper developer actually be found, and

will this developer be able to successfully develop new retail space, the office building, the motel, and the new department store? This question of marketability perhaps is more serious in smaller cities, especially in the retail sector where the number and type of major retail facilities are so much more restricted than in the larger cities. A very surprising thing is that so many downtowns have had renewal projects in the real estate market has been good and the project has been carried out in many cases, with a good measure of success. The real estate aspect of downtown renaissance must be given priority so that the business firm contemplating urban renewal land will be able to visualize financial gain equal to or surpassing any alternative opportunity in suburbia.

Although downtown renewal is often used as a "crash" program, every attempt must be made to relate the planning and renewal program in a continuing way and in such a way that planning is clearly the mother of renewal, and not vice versa. In Lancaster our downtown planning program has clearly preceded renewal action. The model and report on the "Downtown 1980 Study" were well publicized and, as a result, specific projects were generated.

Where the model showed a large parking structure, there is one today. Our city's largest department store, Watt & Shand, joined forces with the Redevelopment Authority and as a result of this non-federal renewal project, a 700-car garage was built as well as first floor commercial space. Although this parking structure has been opened for a very short time, its success is insured and retail stores within a two-block radius report that sales are consistently up and that some customers have been seen for the first time in five or six years. A further measurement of the impact of this parking facility is to be had through the park and shop validation system. Here is a clear-cut example of comprehensive planning giving birth to a specific project which from every indication will have a substantial impact upon the continued viability of downtown Lancaster.

The "Downtown 1980" plan also suggested urban renewal in the second block of North Queen Street. Most interesting is the way that urban renewal has come about in this specific part of Lancaster's central business district. A group of businessmen founded the Central Lancaster Development Corporation which paid for design and market studies for that part of the downtown suggested by the "Downtown 1980" plan for renewal. The Central Lancaster Development Corporation worked closely with the City Planning Commission and the Redevelopment Authority with the result that the North Queen Street Redevelopment Project has been certified, preliminary planning approval has been given, and a Final Urban Renewal Plan is in preparation.

The Central Lancaster Development Corporation is a prime example of the type of cooperation that can exist between government and private enterprise in this serious and continuing business of downtown resurgence. Both government and business stand to lose much if the central business district declines, and it is obviously appropriate that a partnership should occur in this situation. This business-government cooperation has occurred in many cities, such as Pittsburgh, Philadelphia, and several others.

It is evident, then, from the experience of Lancaster in the last few years, that comprehensive planning can effectively spawn major downtown projects through both private and public initiative. Urban Renewal, as one of the major ways to implement plans, permits massive economic response to the challenge of shopping center competition. The shopping center has been especially successful in competing with the downtown because it represents the collective action of many tenants within a unified parking and architectural scheme. An individual store in the downtown can modernize and expand and help strengthen the downtown; the urban renewal project, however, provides the downtown with the same unified approach of many tenants that one finds in the suburban shopping centers.

Further, urban renewal in the central business district presents an opportunity to provide those people-oriented activities and things that are part of the pedestrian scale. The best examples of these people-oriented things are found in the air-conditioned mall environs of Midtown Plaza in Rochester, Northway Mall in Pittsburgh and Cherry Hill, east of Camden.

By rebuilding into the downtown those features that delight and attract us, we will enhance the ability of the central business district to attract a fair share of the regional retail dollar. The customer and businessman both have the alternative of doing business in suburbia or in the central business district. A massive effort must be launched and maintained to continually improve the downtown as the better alternative for shopping, recreation, investing, working and living.

In this presentation, we have repeated the theme that the problem of the central business district results from changes affecting our habits and wants within the framework of the metropolitan community. The central business district must adjust physically to new habits and to new competition. This physical readjustment must accommodate both the convenience of access demanded by the automotive scale and the interest and intimacy of the pedestrian scale.

The survival of the central business district is a matter that demands continuing care and not just intermittent interest. As part of our continuing care for the health and wealth of the central business district, we must recognize that our attention should be directed to the proper planning of the entire metropolitan area. Suburbia, too, has its problems and these problems are becoming more and more apparent as earlier suburban buildings experience physical and economic obsolescence.

We face, then, a total program which demands newer forms of metropolitan-governmental cooperation from which, in turn, we will have an environment which will best enable us to maintain the vigor and delightfulness of the new central business district.

INTRODUCTORY REMARKS

by

John P. Sammon
Wilkes-Barre Real Estate Board

Continuing the theme of the Conference, there are a number of questions that arise from the point of view of my organization, the Greater Wilkes-Barre Real Estate Board. In appraisals we are concerned with the effects of urban renewal both in the renewal area and the surrounding areas. Another question that presents itself is, "Does urban renewal pay for itself in terms of land value?"

Our next speaker has been in an excellent position to critically examine these questions since the City of Philadelphia has had a number of major urban renewal projects. I am sure that he can inform us as to the effects of urban renewal on the City's tax structure.

Ladies and Gentlemen, may I present to you Mr. Martin L. Steiger of the Philadelphia Board of Revision of Taxes who will discuss the topic, "Land Values as Affected by Urban Renewal."

LAND VALUES AS AFFECTED BY URBAN RENEWAL

by

Martin L. Steiger, C. A. E.
Supervising Assessor
City of Philadelphia

If I may, I would like to make several observations before proceeding with the topic assigned to me.

It is my assumption that I have been asked to address this group this afternoon so that a tax assessor's approach to the problems created by urban renewal might be presented in an effort to explore the question as fully as possible.

Some of you may ask "What does an assessor know about such intricate problems and how can he apply that knowledge?" As to the first part of the question, a properly trained and qualified assessor should be well informed particularly since his job requires that he be in daily contact with various real estate developments in his particular locality. Concerning his application of knowledge he possesses, it should be born in mind that, although trained in the modern techniques of real estate appraisal, his objective differs from that of the usual real estate appraiser. A tax assessor is engaged in mass appraisals intended to result finally in an equal distribution of the tax burden in his community. The average appraiser, on the other hand, is ordinarily concerned with an individual parcel of real estate, the appraisal of which is often influenced by the purpose for which it was made, whether it be for estate taxes, insurance, condemnation, investment, etc.

Although their approaches to value may be similar, their results will frequently differ. The purpose of an appraisal can very well have an effect on the result in addition to which, factors that affect values may or may not be given the same consideration by appraisers and assessors.

Nevertheless, my discussion of the effect of urban renewal upon land valuations will reflect my thinking which has been influenced considerably by exposure to the changing city from whence I come.

Land owners and prospective purchasers of land in urban areas have become more and more concerned with the future of our cities.

Except in locations where blight has already set in and city planning has not as yet caught up with it or funds for redevelopment are committed to other projects, several significant types of land development exist as important factors in the future progress of the older American cities.

One which has been and will continue as an important consideration, so long as suitable land areas are available, is the continued development of remaining vacant land zoned basically for residential use. The population explosion and the flight to the suburbs have been offset partially by the erection of attractive new homes in pleasant surroundings located in outlying areas within city limits. It must be admitted that the certainty of continuing city services, fairly steady tax rates, existing and modern school systems, good public transportation, and forward looking government planning will all play an important part in braking the onward rush to the suburbs.

These comments quite naturally tie in with a second type of land development. This is the vast program of redevelopment and renewal that has taken hold so vitally in many of our cities today. Rot and decay, so evident in the older sections of the American city, has created a fight for existence. Unless this cancer can be removed to permit the healthy tissue of redevelopment to take its place, the cause can be a hopeless one.

What does all of this mean to the taxpayer and property owner generally? All of us must be prepared to pay the piper for the multi-million dollar projects already completed, under way, and proposed. In order to silence critics of so vast a program, these takings and condemnations have been justified as being necessary for the public welfare. To encourage private enterprise many sales have been consummated by the taking authorities to private investors. These resales have disclosed sales prices frequently below the cost involved in public expenditures. Therefore, one would be justified in assuming that such sales do not represent market value but a form of governmental subsidy to private enterprise for participating in these tremendous programs. These sales should be carefully analyzed by assessors and appraisers alike.

As a native of Philadelphia, I can illustrate more clearly by relating some of the experiences we have had in our city. Every time another area is publicly designated as a redevelopment area, a movement out of the neighborhood commences, followed by the inevitable wave of vandalism. This situation is such a difficult one that it threatens to become an ever-increasing problem to our public safety departments. Property values in areas immediately adjacent to these projects have

decreased during the transitional period because infestation of slum areas beyond their perimeters has spread even before old buildings can be demolished. Even years after completion some of the damage to surrounding neighborhoods has not as yet been overcome. There are certain redevelopment areas where this problem has been partially solved by the taking only of scattered properties within the designated areas and replacing them with modern housing, creating open space such as parks and recreational regions, and frequently setting aside land for commercial, industrial, and institutional organizations already located there. In the homes that are not taken, the owners are permitted to remain, providing approved rehabilitation plans are agreed to and subsequently carried out.

Two of our outstanding government-sponsored projects are the Society Hill Development and the large section of southwest Philadelphia, known as Eastwick.

The Society Hill project, located east and south of Independence Hall, is within a mile of center city. The Commonwealth of Pennsylvania and the Federal Government both cooperated to acquire land between the Benjamin Franklin Bridge to the north and the Delaware River, east of Independence Hall, where the Independence Mall is now in the final stage of completion.

One of the trouble spots encountered here was the old Dock Street wholesale produce market, where the bulk of the city's supply of fresh food was handled. To acquire this area, it was necessary to assemble other land near the southern extremity of the city, where city dumps were filled in to provide a site for the relocation of the produce market. This has become one of the most modern food distribution centers in the country.

In keeping with the historical significance of this original old city, dating back long before the Revolution, residences in the area permitted to remain under this program are required to undergo restoration to their original form, only as to their exteriors. Where owners did not consent, they were threatened with the loss of their properties by condemnation. New colonial type and contemporary homes have been erected or rebuilt and others to be completed shortly are selling from \$25,000 to in excess of \$50,000 each. A multiple-story apartment house on Washington Square is now ready for occupancy and several more have been started. All new construction has been in the hands of private developers.

The other development, known as Eastwick, for which land was taken by the Redevelopment Authority, comprises over 2500 acres of

land on which may sub-standard homes had been located. Most of the area was vacant ground, frequently inaccessible and unavailable for use because most of it was below sea level, in an area adjacent to our Municipal Airport. Several years ago the U. S. Department of Engineers conducted a dredging operation of our rivers, from which silt was removed and transported by lengthy pipelines to this area, thereby raising the level to a point where utilization in this new program became possible. This project required 11 million cubic yards of fill.

All of this land has been turned over to a group of private building firms which are in the process of creating an entire community consisting of 10,000 new homes, shopping centers and schools, in addition to making provision for future industrial expansion. Its estimated population will be 60,000 persons. The target date for completion was 10 years.

The most dramatic of all of our renewal programs, however, has been the now-famous Penn Center development, which was made possible by demolition of the old "Chinese Wall," a name long ago given to the viaduct that carried the Penna. R. R. tracks into the old Broad Street Station, formerly located in the heart of the city. It is an excellent example of privately controlled and financed urban renewal. The railroad has maintained control and has refused to sell or lease land thus made available, unless the proposed improvements would conform with its own development plan, approved, of course, by the local authorities.

Except for a change in a portion of the original plan when the city decided to acquire one segment for City Hall Square beautification purposes, most everything has proceeded according to that plan. Since 1951, when the land was cleared, there have been erected 3 office buildings with two more now under construction, a combined modern garage building and underground bus terminal, the Sheraton Hotel, and two high-rise apartment houses. Those of you who have been to Philadelphia lately may have had the opportunity to see the underground improvements which have become one of our center city attractions. On the lower level, which is the extension of the concourse leading to the Penna. R. R. Suburban Station Building, beautiful shops of all kinds have been opened, affording the opportunity to shoppers to stroll about protected from weather and traffic, in very attractive surroundings.

It is anticipated that as a result of the renewal and development programs referred to in this discussion, the City of Philadelphia will not increase its realty tax rate for some years to come. The city fathers feel confident, at least for the moment, that enough additional tax revenue will result to more than offset the added cost of local government

to be expected in the immediate future. Not very many cities have had the advantage of the fortunate set of circumstances that have come our way, but it is proof positive that our big cities will be around for some time to come.

INTRODUCTORY REMARKS

May 1964

Presented to the Board of Directors

of the City of Boston

It is not the intention of this report to present a complete study of the problem of housing in Boston. However, it is intended to provide the information that should be available to those responsible for determining the policies that should be adopted in order to meet the housing needs of the city. It is a working paper and one that may also provide a good deal of background information on the housing problem in Boston.

Among the factors, political, and other conditions that affect the housing problem in Boston, the following are the most important:

1. The housing market has developed with a high degree of volatility. Recently, the City of Boston has been designated as a demonstration project in housing. This may be employed by a community in evaluating its urban housing program. The First National Bank of Boston conducted this study and the report was an integral part of this study.

Therefore, it is a pleasure to present Mr. Charles G. ... (The text is very faint and difficult to read in this section.)

INTRODUCTORY REMARKS

by

Mrs. Edward B. Wicks
President, Luzerne County Federation
of Women's Clubs

In an older community it is not too difficult to say that community renewal is necessary. However, it is sometimes difficult to determine the priorities that should be assigned in either renewing or rehabilitating any particular section. It is a vexing problem and one that may often provide a great deal of controversy among varying segments of the community.

Even among the business, political, and civic leadership the amount or extent of renewal may not be readily agreed upon.

Planners and others have devoted quite a bit of time in recent years developing a set of criteria. Recently, the City of Wilkes-Barre was designated as a demonstration project to determine methods that may be employed by a community in evaluating its urban renewal needs. The First National Bank of Boston undertook this study and our next speaker was an integral part of this study.

Therefore, it is a pleasure to present Mr. Erastus Corning III who will discuss a phase of this study entitled, "Measurement of Community Renewal Needs."

MEASUREMENT OF COMMUNITY RENEWAL NEEDS

by

Erastus Corning III
Assistant Manager
Urban Renewal Department
First National Bank of Boston

Few people today doubt that urban blight is a serious problem which besets most of our nation's communities, and few people are unaware of the massive local, state, and federal program of urban renewal which for nearly fifteen years has been attacking the housing and environmental deficiencies which have encouraged many of our neighborhoods to remain blighted or to become more blighted. Many cities have consistently been in the headlines because of the good or bad qualities of their particular urban renewal programs, and the average citizen or public official is aware of this; he is, however, all too often lacking in an understanding of the relationship which exists between existing blight, plans and programs to remove blight, and the finished product of redeveloped land or rehabilitated buildings.

While nearly anyone can have a vague or specific feeling that blight exists in a given community, it is not always so easy to answer the questions of what the blight should be replaced with, how this should be done, and where to start. The latter question, where to start, can be so imposing as to discourage those who might otherwise support active participation in community development activities. How is it possible to measure the need for renewal in a community with many blighted areas, and how is it possible to determine in a reasonable manner which blighted areas need remedial treatment the most? One way which The First National Bank of Boston has found useful in its studies of municipal financial structure and in the preparation of fiscal programs is a modified version of the cost-benefit analysis called the land use revenue and expenditure (LURE) study.

The LURE study is a method of comparing different parts of a city with each other in order to determine their inter-relationships in terms of municipal revenues and expenditures. These inter-relationships are expressed as dollars of municipal expenditures and municipal revenue attributable to particular areas of a city. Totals of expenditure and revenue are usually developed for the latest fiscal year of the city for which complete financial data are readily available.

The first step in the study is to divide the city into land use sections which are simply small areas, normally of less than neighborhood size, which are used for generally the same purpose throughout. This purpose can be residential, commercial, industrial, or the land may be vacant. Areas used for the same general purpose, such as residential, will be further differentiated from adjacent sections where the use is the same but where the type or quality of that use is different. Thus, a single family residential area, a two-family residential area in good condition, and a two-family residential area in run-down condition, would comprise three distinct land use sections, even though the general use is the same. An older city with five to ten square miles of land might be expected to have between forty and eighty of these land use sections, with the exact number depending on the historical growth patterns of the community.

When the sections have been outlined, their areas in acres can be determined, and the actual task of computing revenues and expenditures can begin. Where a particular municipal expenditure can be pinpointed in a given land use section, such as the location where fires have taken place, where arrests were made, or where major street construction took place, it is a simple matter to assign the cost to that section. Where other municipal costs are not so obviously attributable to one section rather than another, it is necessary to distribute the cost among the different sections using a proportional method which allots a certain amount of the cost to a section depending on a variable, such as the total population in the section, the total assessed valuation, or some other factor. The same procedure is followed in determining the amount of municipal revenue which came from an individual section. Where an item of revenue can be exactly located, for instance, the amount of real estate tax collected from a section, this is done; where this is impractical, a logical proportional method is used to achieve a reasonable approximation of the total revenue accruing from each of the sections.

In this manner, the computation of the total municipal expenditure and total municipal revenue over a year is determined on a section by section basis throughout the entire city. When the totals are arrived at, they are divided by the number of acres of taxable land in the section, in order that the figures used for comparison will be in terms of dollars of revenue or expenditure per net acre. When this is done, the smaller of revenue or expenditure per net acre may be subtracted from the larger to find out if the section is deficit (expenditure exceeds revenue) or surplus (revenue exceeds expenditure). At this point, the sections may be ranked from most deficit per net acre to most surplus per net acre. This information can be portrayed most effectively on a map with different shades of red and black used to denote varying degrees of

the deficit or surplus condition.

The information assembled and processed in the course of the LURE study is now in usable form, and may be integrated with the neighborhood analysis portion of the city's planning efforts. This permits environmental features to be considered in conjunction with the economic or fiscal criteria used in the LURE study, and makes it less likely that decisions will be based on too narrow an approach. If the dollars and cents facts have been prepared and presented in a logical form, it will be possible, through further analysis, to determine what section characteristics appear to be the likely causes of the deficit or surplus condition. For instance, one section may have a disproportionate amount of police arrests or fires, and the course to preventive measures may be fairly clear. Another section may be simply under-assessed and not paying its fair share of municipal revenue, and some sections may at the time of the study have large numbers of school children among their residents, and this may cause the section to appear deficit. This latter case indicates the importance of a thorough search to uncover the underlying cause of the deficit or surplus condition, because being deficit in itself does not mean anything "bad" about a section, any more than being surplus is necessarily "good" in more than an economic sense. The reasons and causes for the condition, rather than the condition alone, are what will reveal the good or bad qualities.

The LURE study serves several useful purposes. One of the most important of these is that it gathers together in an understandable form a measure in dollars and cents of the cost to the city represented by blighted areas. In some cities, the most heavily blighted land use sections may have municipal expenditures per net acre of as much as \$5,000 to \$10,000 greater than the municipal revenue per net acre. The most heavily deficit sections are clearly those which will merit a closer examination and extensive field study to determine if the situation is such that remedial action will be necessary or if the deficit condition is brought about by factors which in themselves are not undesirable. If the situation is found to be undesirable, examination of the facts assembled in the course of the LURE study may indicate the most appropriate method for correcting deficiencies. Improved police protection, more active fire prevention programs, or urban renewal are examples of the types of remedial action which the LURE study may suggest as worthwhile. The specific nature and character of blighted areas is highlighted by this kind of analysis, and this in turn can be a valuable guide to the corrective activities which should be considered.

A second major purpose of the LURE study is to rank different areas of the city in a priority rating schedule which will show which areas, for a given set of criteria, are "worse" than others and by how

much. This indicates which areas need the closest kind of further study and appraisal, which areas are sound and likely to remain so, which areas are sound but need strengthening action to keep them that way, and which areas need little more than continued enforcement of existing ordinances to maintain their present value to the community. While this priority rating is not the entire answer to the question of where to begin, it is a start in the right direction in that it tells what areas are a burden to the city, as well as just how much of a burden they are. These, then, are the areas which will get further attention from the planners, city officials, and others who have an interest in the community's future. In this way, the LURE study can be thought of as a hand which points the way to the answer without telling exactly what that answer will be.

The third major use for the findings of the LURE study is to be found in the manner in which the results of the study are assembled and presented. The deficit-surplus map and the narrative description of land use sections falling in particular neighborhoods can serve as vital tools in the communication by city planners to public officials and to private citizens of what the condition of the city is today, and what will be necessary if it is to reach some desired goal tomorrow. In a graphic manner the strengths and weaknesses of a community can be portrayed by this study; these strengths and weaknesses can be described in terms, dollars and cents, which are understandable to all. This kind of communication is all-important if plans are to be met with public approval and if they are to be understood, accepted, and supported by the city's official bodies.

Three main uses emerge from the LURE study, which is a comparative analysis of the interaction of land use and municipal revenue and expenditure. These uses are as a tool to measure and describe the cost of blight, as a tool to establish priorities and methods of treating blight, and as a public relations tool that can help to communicate what the planner is thinking to the public and to public officials. Intelligently used, the LURE study can be a useful aid to those who are planning the city's future and who must make valid decisions about different sections of the city.

INTRODUCTORY REMARKS

by

Mr. Russell E. Gardner, Vice-President,
Committee of 100, Inc.

One of the most remarkable recent developments in urban renewal is the center city shopping plaza or mall, created to combat the exodus of downtown stores to suburban shopping centers, leaving behind blight and a reduced city tax base. Most of these malls have been instituted by and financed by the city government, with aid from the state and federal governments.

The Midtown Plaza in Rochester, New York, nationally known for its beauty and utility, is unique in that it was initiated by and financed by private enterprise in cooperation with local government. Private funds helped to solve a great city problem.

Mr. Fred Forman, one of the leading forces behind Rochester's plaza, is here tonight to tell us about that project and the role of private enterprise in urban rehabilitation.

PRIVATE ENTERPRISE: A PARTNER IN REHABILITATION

by

Fred Forman
Treasurer, Midtown Holding Corporations
Rochester, New York

Ladies and gentlemen, a few years ago Midtown Plaza was developed in Rochester, New York. It is both a real estate development and a shopping center. And Midtown is more. It is a symbol of faith in the future of downtown. It is an example to all of the country's cities suffering deteriorating downtowns. But first and last it is a dream come true. Bigger than life, heady with praise, Midtown Plaza is the boast of every one of the 1,300,000 residents of the nine-county Rochester, New York, trading area. And this city of quiet civic pride is a shouting town today.

Midtown was born in the imaginations of the officers of two of Rochester's leading downtown stores, McCurdy & Co., and the B. Forman Company. Gilbert J. C. McCurdy, his brother, Gordon W. McCurdy, Maurice R. Forman, and his brother, Fred Forman, discussed a plan submitted to them by the City to build a 500-car garage above ground to serve their stores. The City had embarked on a building program of downtown garages, and had already built one for two other downtown department stores. The City requested to purchase our land for the assessed valuation in the same amount they had paid our competitors for building a garage for about 600 cars. Our land was then being used as a parking yard for about 400 cars.

The Midtown men questioned the plan because the garage would be too small. The offer was completely unsatisfactory. This was in 1956 when the parking and shopping plazas were beginning to boom. We met with the McCurdys and decided that it was time for us to make a choice. We either had to go into the suburban branch business or put all our money in our downtown stores. It was a tremendous decision for us because if it didn't succeed, it was going to be the end for both department stores.

Parking space alone would not bring business downtown. Why not build a downtown shopping plaza, a real attraction?

In 1957 we contacted architect and city planner Victor Gruen and suggested our idea. Gruen, as big a thinker and as bold to boot, began

to put Midtown on paper. In his plan he included a 2000-car garage, but put it underground on three sub-levels, leaving the acreage aboveground for the Plaza.

Proceeding with Midtown meant taking a great risk: construction costs would be great and the whole project would be contingent on the City's willingness to allocate funds for street modifications and the building of the municipal Midtown underground garage. We could not be assured that the City Council would go along with the Midtown plan.

Compounding the risk was the fact that the land to be acquired for Midtown was in 17 separately-owned parcels. We hadn't the right to buy and condemn the property as the municipality could, so it was necessary to buy the property in secret and avoid a skyrocketing of prices. Many times the project bogged down in legalities and many times the great gamble seemed a losing proposition.

We kept our faith in Midtown and in ourselves, and worked hard to realize our dream. We discussed our idea with the Mayor, City Manager, and Chairman of the Planning Board so we could see whether it would fit in the plans the City had for the future.

It was necessary for us to invest our own money in this project because our stores could not wait for the City, State, and Uncle Sam to build for us. As an example of the slow process of obtaining state or federal funds, I have here a photostat of a newspaper article which appeared in the TIMES UNION of August 8, 1951. The headlines read, "Report Outlines Plans to Develop Front Street." Front Street was an area slated for rehabilitation. Just yesterday Mayor Gillet announced that he thinks the Federal Government is finally contributing its share of \$7 million for the Front Street area, which had been promised for 15 years. We couldn't wait that long to build up Rochester's downtown shopping area.

Since it was obvious that great sums of money were needed for the whole project, a plan was arranged with the City which is beneficial for all concerned. The contract we finally settled upon called for the City to build over our plaza's 2000-car garage and to close Courtland Street. The City received an easement to our land in exchange for the rights to it. Our seven acres of land were turned over to the City for \$1.00 per year for 100 years.

The City built the garage for approximately \$8 million. It didn't cost much more (about \$60 more per car) than the garages the City had built above ground. Even though the dynamiting and digging were expensive, the City saved money since it did not have to purchase and condemn the land.

Midtown Plaza, "The Nation's Showplace," is the largest downtown business and shopping complex under one roof in America. Anchoring the south portion is the 18-story Midtown Tower with its 13 floors of business offices and the 4-story hotel and Top of the Plaza Restaurant above. Rising 251 feet above the ground, it is Rochester's highest building and first skyscraper in 30 years. More than 1 million feet of retail space is accessible from the Plaza Mall.

Most of the 40 new shops and services on the Mall and Terrace levels are open for business and the remainder are fast abuilding. The McCurdy and Forman stores are integrated with the Plaza Mall and Terrace. The new Rochester Telephone building is accessible from the Plaza.

Midtown Tower provides 18,500 square feet of working space on each floor, with a total of about 260,000 square feet. The Tower contains 1120 specially-designed windows, three feet wide and six and one-half feet high, a unique size which emphasizes the verticality of the building and dramatizes its height. Six automatic elevators serve the office and restaurant areas of the Tower. A seventh serves the hotel exclusively. The first-floor lobby of the Tower building opens into the Midtown Plaza Mall, which is approximately 300 feet long and 115 feet wide, with an "L" section 100 feet long and 80 feet wide.

The Mall, 60 feet high and supported by 18 columns, ties together the McCurdy and Forman stores, the Tower, and 220,000 square feet of new shops and services on the Mall and Terrace. In addition to the stores opening into it, the one-acre Mall features a unique Sidewalk Cafe which seats 130 persons. Planters of tropical foliage, and 40 other movable planters heighten the Mall scene.

A "floating" cantilevered staircase at the northeast end of the Mall rises above a unique reflecting pool lined with imported Italian blue glass mosaic tile. Underwater lights impart an amber hue to the pool's fountains.

The dominating element of the Mall is the 28-foot high "Clock of the Nations," designed and built exclusively for this huge "village square." Cylinders of the clock open on the hour and half-hour to reveal animated scenes of 12 nations. Marionettes in native dress dance to the music of the lands depicted.

All of Midtown is air conditioned and heated. The single air-conditioning system, serving the Tower, Plaza, Mall, the Forman store, and the new telephone building, is located on the third floor of the Tower building. It is one of the largest steam absorption systems in the world, with a rating of 2100 tons of cooling capacity.

Under the Midtown complex is the metered 2000-car municipal garage. It is ventilated throughout, with a change of air every two minutes. Closed circuit television and elaborate electrical equipment insure safety, a smooth flow of traffic, and orderly parking.

When Midtown opened in April of 1962 the second largest bank in Rochester, the Security Trust Company, announced that it would build a new main office in back of Midtown Plaza. The land was purchased for \$1,600,000. The 14-story building will open next spring.

About two months later the Union Trust Company bought the entire block on which they are situated, and are now in the process of building a 16-story motel. Across the street from Midtown a 240-room hotel, assessed at \$2,200,000, will accommodate 160 cars in its basement garage.

In the past few weeks Zerox purchased some of the land in order to build their executive headquarters, which will be called Zerox Square. From their plans, which I have seen, it looks as though the building will be Rochester's "Rockefeller Center."

Recently we acquired a square block of land at the insistence of the Mayor and the City Manager. They were absolutely convinced that in another 5 or 10 years we would need another garage for about 2,000 cars, and since the City did not have the legal right to buy and hold the land, our firm purchased it. We have had several offers to build on the land, but have not as yet received any satisfactory offers.

There are 40 stores on our Mall, or 260,000 feet of new stores, and every one is a new tenant, with the exception of a luggage store and a jewelry store which had to be relocated in the Mall since their buildings were torn down. Since Midtown has opened, new stores such as Peck and Peck, and Layne Bryant have located in Rochester.

Today there are approximately 500,000 people working within the confines of the Plaza. When the Security Trust and Zerox buildings are completed, we can expect about 3,700 more workers.

When the City closed Courtland Street as part of the contract, it required Midtown to build a street instead of an 18-foot alley. There is now a street 73 feet below the surface which replaces Courtland Street. All services and deliveries to the Plaza are handled by the underground street and are taken to the surface by elevators.

Today the plan was announced in the "Rochester Times Union." On the editorial page is the tax angle of the project--what Midtown Plaza

means to the City and County taxpayers. As an announced \$15 million project, it is expected to add roughly \$8 million to the assessment rolls based on the City's equalization rate of 55%. Since the combined City and County rates are approximately \$40 per thousand, this means new taxes for the City, County, and School of about \$320,000 per year.

We think that Rochester will have, since the opening of Midtown, about \$18 million, not in new taxable assessments, but in actual dollars. The new movement is to town.

The City found that when it built the garages for our competitors, hundreds of thousands of dollars from the tax rolls were lost when the buildings were demolished. When the land was condemned, the City lost several hundreds of thousands of dollars more in the assessed valuation of the land. In the case of Midtown, the City added our land, still on the books, plus over \$25 million in new taxable assessed valuation from the property which we contracted to build above the land.

We have had opposition, disappointments, hurdles, and many problems. As I've said, it has not been easy. One letter to the editor of our local paper is illustrative of this fact. The letter was written by the head of a prominent company. He wrote, "If I am right regarding the impossibility of private investors profitably building, is the City justified in going ahead with their part in this project with our money? I feel that the City's investment of public money for this underground garage would not economically be justified."

We read a lot about urban redevelopment and are absolutely convinced that it is a great thing. But it can never work unless private capital starts it. We feel that our project has been the salvation of downtown Rochester.

This has come only from competition. It has made the people who before this year were going out to the suburbs, come back downtown again. This does not mean that the suburbs are going to die--far from it; there is still plenty of business for them. But we think that it means that when people want to buy something of high quality, they will come downtown to shop.

ROSTER OF ATTENDANCE

<u>Name</u>	<u>Address</u>	<u>Position</u>
Allen, Mrs. Edward C.	Junior League of Wilkes-Barre, Inc. Lake Road Bear Creek, Pennsylvania	Member
Balz, Joseph	King's College Wilkes-Barre, Pennsylvania	Instructor
Bierly, Betty Kanarr	61 South Street Wilkes-Barre, Pennsylvania	Realtor
Bigelow, Clifford W.	Wyoming Valley Motor Club Hotel Sterling Wilkes-Barre, Pennsylvania	Manager
Blewitt, Frank J.	Redevelopment Authority Scranton, Pennsylvania	
Blier, Bernard	Scranton Redevelopment Authority Scranton, Pennsylvania	Executive Director
Boltz, Edward J., Jr.	Miners National Bank Wilkes-Barre, Pennsylvania	Vice President
Caley, George E.	Chamber of Commerce 38 East Main Street Nanticoke, Pennsylvania	Executive Director
Cappellini, Gifford	Miners National Bank Wilkes-Barre, Pennsylvania	Attorney
Casper, Robert L.	Lewith & Freeman 16 East Market Street Wilkes-Barre, Pennsylvania	Attorney
Cochran, Mrs. William	Home Builders Auxiliary 62 Virginia Terrace Forty Fort, Pennsylvania	Secretary
Condo, Raymond	Pennsylvania Dept. of Commerce Regional Office Scranton, Pennsylvania	

Costello, Mrs. Angelo	Home Builders Auxiliary 66 Chestnut Street Swoyerville, Pennsylvania	President
Crosby, J. Muir	Northeastern Pennsylvania National Bank & Trust Co. 67-69 Public Square Wilkes-Barre, Pennsylvania	Vice President
Csala, Gottfried P.	Eyerman - Csala & Associates 54 Public Square Wilkes-Barre, Pennsylvania	Architect
Cummings, Robert	Bell Telephone Company 53 Public Square Wilkes-Barre, Pennsylvania	Staff Supervisor
Davenport, James	Chamber of Commerce 92 South Franklin Street Wilkes-Barre, Pennsylvania	Secretary
Eck, Frederick J.	Northeastern Pennsylvania National Bank & Trust Co. 67-69 Public Square Wilkes-Barre, Pennsylvania	Vice President
Edwards, J. C.	Bell Telephone Company 53 Public Square Wilkes-Barre, Pennsylvania	
Earnest, Frank	Chamber of Commerce 92 South Franklin Street Wilkes-Barre, Pennsylvania	Vice President
Farrell, James A.	Urban Redevelopment Authority First National Bank Wilkes-Barre, Pennsylvania	Site Manager
Ford, Elizabeth T.	Redevelopment Authority First National Bank Building Wilkes-Barre, Pennsylvania	Administrative Assistant

Gardner, Russell E.	Committee of 100, Inc. 92 South Franklin Street Wilkes-Barre, Pennsylvania	Vice President
Gerdes, Merl	Bell Telephone Company 53 Public Square Wilkes-Barre, Pennsylvania	
Gilbert, Walter J.	Luzerne County Health Center 71 North Franklin Street Wilkes-Barre, Pennsylvania	Supervising Sanitarian
Goldstein, Eugene	Planning & Zoning Commission Kingston, Pennsylvania	Member
Good, William	Housing and Redevelopment Division Pennsylvania Dept. of Commerce Harrisburg, Pennsylvania	Chief
Grasavage, William	Redevelopment Authority First National Bank Building Wilkes-Barre, Pennsylvania	Staff Member
Gregory, Mrs. Herbert P.	Woman's Club of West Pittston 302 York Avenue West Pittston, Pennsylvania	Chairman of Public Affairs
Harter, George W.	Rural Area Development Pennsylvania State University Courthouse Tunkhannock, Pennsylvania	Agent
Haydock, N. J.	Penna. State Employment Service 32 East Union Street Wilkes-Barre, Pennsylvania	Director
Heiselberg, Edward	Luzerne County Planning Commission Franklin Federal Building 44 West Market Street Wilkes-Barre, Pennsylvania	Director
Heiselberg, Mrs. Edward	League of Women Voters 70 Summit Road Mountaintop, Pennsylvania	Member

Heitzenrater, Paul R.	Sanitary Water Board Pennsylvania Department of Health Kingston, Pennsylvania	Regional Sanitary Engineer
Hopkins, Robert M.	Advanced Planning Bureau Pennsylvania Dept. of Highways Harrisburg, Pennsylvania	Planner
Humphrey, Donald	Real Estate Board 203 Delaware Avenue Pittston, Pennsylvania	Member
Isenberg, Mrs. Ruth	League of Women Voters Bennett Building Wilkes-Barre, Pennsylvania	Member
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Kazmerski, Cy	Redevelopment Authority P P & L Building Scranton, Pennsylvania	Executive Director
Kiley, Thomas H.	Chamber of Commerce 92 South Franklin Street Wilkes-Barre, Pennsylvania	President
Kramer, Horace E.	Redevelopment Authority First National Bank Wilkes-Barre, Pennsylvania	Chairman
Krammes, Therold	Pennsylvania Department of Health	
Lacy, James	Lacy, Atherton & Davis Hotel Sterling Wilkes-Barre, Pennsylvania	Architect
Lashford, Edgar	Chamber of Commerce 92 South Franklin Street Wilkes-Barre, Pennsylvania	Industrial Secretary

Levy, Reuben H.	Wyoming Valley Sanitary Authority Miners National Bank Building Wilkes-Barre, Pennsylvania	Chairman
Lex, Louis, Jr.	Bureau of Community Development Pennsylvania Dept. of Commerce Towne House Harrisburg, Pennsylvania	Regional Representative
Livingstone, George M.	Pennsylvania Dept. of Health Regional Office 383 Wyoming Avenue Kingston, Pennsylvania	Regional Sanitarian
Mailey, Hugo V.	Institute of Municipal Government Wilkes College Wilkes-Barre, Pennsylvania	Director
McCartney, Mrs. Agnes T.	Carbon County Planning Commission Court House Jim Thorpe, Pennsylvania	
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McNeilty, James W.	Redevelopment Authority P P & L Building Scranton, Pennsylvania	Member
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Moyle, Harry	Miners National Bank Wilkes-Barre, Pennsylvania	Assistant Cashier
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O'Karma, Henry	Redevelopment Authority First National Bank Wilkes-Barre, Pennsylvania	Executive
Olshefski, Peter Paul	Redevelopment Authority First National Bank Wilkes-Barre, Pennsylvania	Solicitor
Otto, Herman L.	Community Research Center Wilkes College Wilkes-Barre, Pennsylvania	Executive Director
Perkins, Clement	Planning Commission City Hall Wilkes-Barre, Pennsylvania	Chairman
Pfeiffer, Mildred (M. D.)	Planning and Evaluation Division Pennsylvania Department of Health Harrisburg, Pennsylvania	Director
Powell, Harry D.	Community Development Pennsylvania Power & Light Co. 600 Larch Street Scranton, Pennsylvania	Co-ordinator
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Riofski, A. Francis	Redevelopment Authority First National Bank Wilkes-Barre, Pennsylvania	Research Assistant
Roth, Dick	Luzerne County Planning Commission Franklin Federal Building Wilkes-Barre, Pennsylvania	Senior Planner

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Rudolph, Mrs. Richard H.	Junior League of Wilkes-Barre, Inc. 499 Rutter Avenue Kingston, Pennsylvania	Member
Sammon, John P.	Wilkes-Barre Real Estate Board 314 Lindon Street West Pittston, Pennsylvania	Member
Savadge, William	Glen Alden Corporation 101 Main Street Ashley, Pennsylvania	Real Estate Agent
Schrey, Ralph	Luzerne County Planning Commission Franklin Federal Building Wilkes-Barre, Pennsylvania	Senior Planner
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Shedlarski, Joseph, Jr.	67 Durkeet Street Forty Fort, Pennsylvania	Building Contractor
Shorts, Wilbur L.	Northeastern Pennsylvania Home Builders Association 682 Bennett Street Luzerne, Pennsylvania	President

Shust, John	Mayfield, Pennsylvania	
Sites, Edwin	Redevelopment Authority Pittston, Pennsylvania	Executive Director
Slattery, Frank	City Hall Wilkes-Barre, Pennsylvania	Mayor
Steiger, Martin L.	Philadelphia Board of Revision of Assessments and Taxes 302 Commercial Trust Bldg 16 South Broad Street Philadelphia 2, Pennsylvania	Supervision Assessor
Swartwood, J. E.	Sordoni Construction Company 45 Owen Street Forty Fort, Pennsylvania	
Tito, Thomas A.	WAZL Hazleton, Pennsylvania	
Tuhy, Philip R.	Institute of Municipal Government Wilkes College Wilkes-Barre, Pennsylvania	Research Associate
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Van Keuren, Charles W., Jr.	Pennsylvania Power & Light Company Cedar and Buttonwood Streets Hazleton, Pennsylvania	
Wall, Patrick (M. D.)	Redevelopment Authority First National Bank Wilkes-Barre, Pennsylvania	Member
Weiss, Aaron	46 East Dorrance Street Kingston, Pennsylvania	Trustee Wilkes College
Wicks, Mrs. Edward B.	Luzerne County Federation of Women's Clubs 14 Philadelphia Avenue West Pittston, Pennsylvania	President
Wideman, Edward C., Jr.	E. C. Wideman & Sons 31 West Market Street Wilkes-Barre, Pennsylvania	Realtor

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Sites, Edwin	Redevelopment Authority Pittston, Pennsylvania	Executive ; Director
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Steiger, Martin L.	Philadelphia Board of Revision of Assessments and Taxes 302 Commercial Trust Bldg 16 South Broad Street Philadelphia 2, Pennsylvania	Supervision Assessor
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Tuhy, Philip R.	Institute of Municipal Government Wilkes College Wilkes-Barre, Pennsylvania	Research Associate
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Wall, Patrick (M. D.)	Redevelopment Authority First National Bank Wilkes-Barre, Pennsylvania	Member
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Williams, Rufus

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Wood, Walter

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Superintendent

Yenchko, Andrew

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Yenchko, Joseph

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Member

REGISTERED BUT NOT IN ATTENDANCE

Axford, Herbert	Pennsylvania Department of Commerce	
Darte, Alfred	Luzerne County Board for Assessment & Revision of Taxes 54 Public Square Wilkes-Barre, Pennsylvania	Chairman
Ireland, William	Luzerne County Planning Commission Franklin Federal Building Wilkes-Barre, Pennsylvania	Senior Planner
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Leib, Matthew L.	12 East Broad Street Hazleton, Pennsylvania	
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Temple, Guy	Rural Areas Development Pennsylvania State University Courthouse Tunkhannock, Pennsylvania	Agent
Welsh, R. J.	<u>Times Herald</u> Norristown, Pennsylvania	Editor



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