

Flood Recovery Task Force, Inc. Proposal for Flood
Recovery Studies. Proposal to the Flood Recovery Task
Force, Inc. 1973, May 7

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PROPOSAL FOR
FLOOD RECOVERY STUDIES

Proposal to the
FLOOD RECOVERY TASK FORCE, INC.

May 7, 1973

By
DIRECTION ASSOCIATES, INC.

Planning Consultants
Fort Washington, Penna.



WASHINGTON SQUARE APARTMENTS
 South Washington Street
 Wilkes-Barre, Pennsylvania

Sponsored by:	GRIT, Inc.
Architect:	John Hans Graham
General Contractor:	Grosek & Sons, Inc.
Financing:	Advance Mortgage Corporation

Planning Consulting Services
 DIRECTION ASSOCIATES, INC.
 Fort Washington, Pa.

DIRECTION ASSOCIATES, INC.

May 7, 1973

Mr. Andrew Shaw, Jr.
Executive Director
Flood Recovery Task Force, Inc.
Hotel Sterling
Wilkes-Barre, Pennsylvania 18701

Dear Mr. Shaw:

The professional staff of Direction Associates has conferred at great length to prepare the enclosed proposal for a series of flood recovery programing efforts, under the auspices of your very estimable organization. Needless to say, because of our many years of involvement in the Wyoming Valley area, we are most interested in performing the services explained herein and most hopeful that this explanation will be deemed suitable to the needs of the Task Force.

We have enclosed ten (10) complete copies of the proposal, according to your instructions.

It is our intention that these major programing studies be conducted and administered by a regular series of working conferences involving the following principals of Direction Associates:

Robert N. Dusek	—	President
Anthony J. Dunleavy	—	Vice-President and Secretary
Harvey J. M. Faford	—	Treasurer
Robert J. Greer	—	Vice-President, Director of Planning
John F. Nugent, III	—	Vice-President
Roger Rubin	—	Vice-President, Director of Housing Development Programs

Overall coordination of the basic elements will be provided by Roger Rubin and Robert Greer. In addition, whatever staff personnel are needed will be thrown into this job, including planners, architects and civic designers, sociologists, demographers and economists, and associated consulting organizations and/or university professors on certain specific elements of the work program.

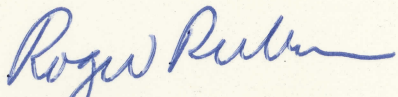
DIRECTION ASSOCIATES, INC.

Mr. Andrew Shaw, Jr.
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We are prepared to begin the services described in this report as soon as authorization is received, and to conduct and complete all studies in accordance with the flow chart and under the cost parameters expressed at the end.

We at Direction Associates feel that this proposal represents probably the most important programing effort that has been or will be conducted in the Wyoming Valley area for many years. Our commitment to this region has compelled us to an overriding interest in performing the services herein.

Sincerely,



Roger Rubin
Vice-President
Director of Housing
Development Programs

Enclosure

WILKES-BARRE DOWNTOWN U.R.A. — PARTIAL SITE PLAN PUBLIC SQUARE



Redevelopment Authority of the City of Wilkes-Barre
 Bohlin & Powell Architects
 Direction Associates, Inc., Planning Consultants
 January 1973

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CREDENTIALS OF DIRECTION ASSOCIATES, INC.

PHILOSOPHY

Direction Associates is a multi-disciplinary, professional consulting organization which approaches each planning problem from the broad perspective of physical, social and economic analysis and then programs a realistic solution that can be appropriately effected. The organization is concerned with creating the framework within which meaningful and positive change can occur in all forms of our environment.

Plans developed by Direction Associates are structured in such a manner that they are realistically based on sound economic, physical and social rationale; and these plans are programed in a manner that the results of the studies will occur during the time frames programed.

The organization's basic philosophy, regardless of the scale of the planning problem being analyzed and resolved, is to carefully consider the economic ramifications of physical and social change. The positive results of this approach which have been the fundamental strength of the corporation's philosophy for over a decade is the actual achievement of literally hundreds of millions of dollars of new construction or rehabilitation. Further, economic and social proposals presented by Direction Associates have in many cases reversed economic decline in communities and regions and have vastly changed the physical and social structure in numerous areas in the eastern United States.

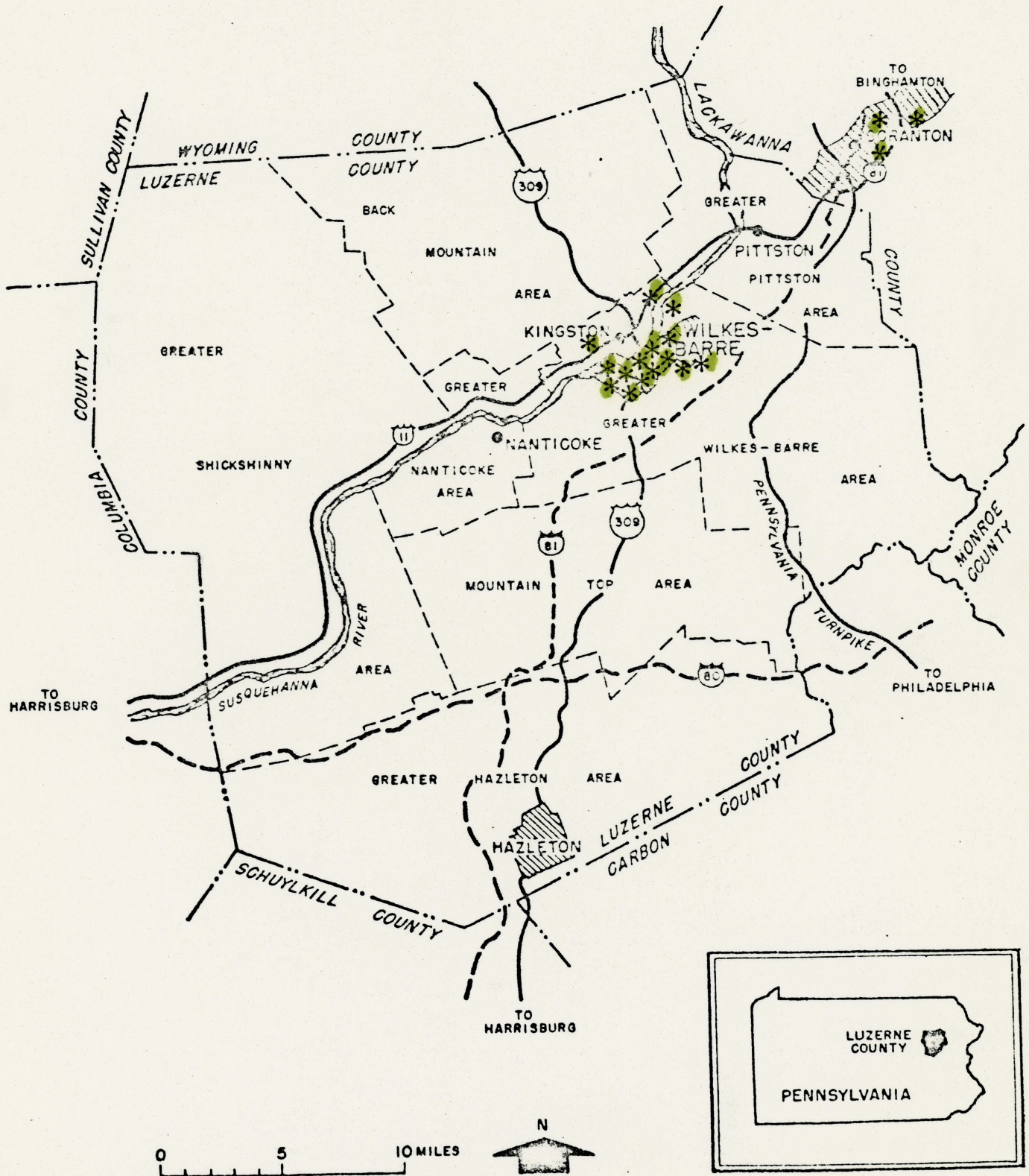
HISTORY

Direction Associates was founded in 1961 by individuals who were instrumental in the formulation of national housing and urban renewal legislation. During the subsequent decade and until the present, we have been engaged exclusively in the provision of consultative services, to agencies of the Federal and State governments, municipalities, redevelopment, housing and other authorities, as well as private and nonprofit land and housing developers and financial and commercial institutions.

PEOPLE

The overall organization, with offices in Fort Washington and Harrisburg, Pennsylvania, consists of 27 individuals, including 18 professionals, and a highly experienced supporting staff. Among the professionals are included planners, architect-designers, persons qualified in sociology, economics, political science, urban renewal technology, statistics, rehabilitation and housing, financing and related fields. Several individuals have advanced university degrees, as well as memberships in a

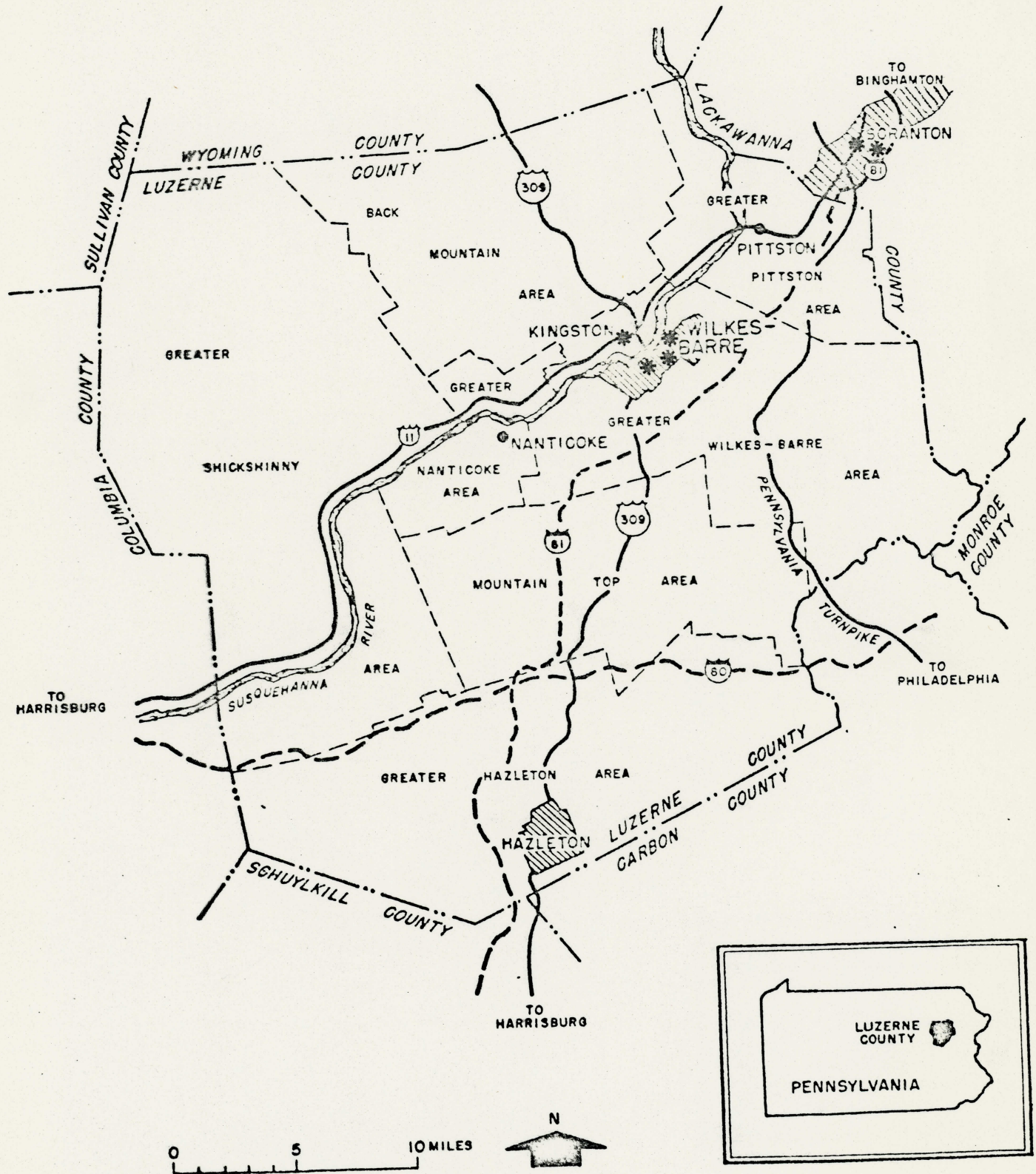
WILKES-BARRE — HAZLETON, PENNSYLVANIA STANDARD METROPOLITAN STATISTICAL AREA



URBAN RENEWAL STUDIES



WILKES-BARRE — HAZLETON, PENNSYLVANIA STANDARD METROPOLITAN STATISTICAL AREA



GENERAL PLANNING *

large variety of national organizations, including the American Institute of Architects, American Institute of Planners, American Society of Planning Officials, National Association of Housing and Redevelopment Officials, and the National Housing Partnership. The principals of Direction Associates represent significant stability and continuity, averaging almost nine years a piece in the firm. This kind of continuity is important in the development of trust and confidence with the clients for whom we have performed services.

EXPERIENCE

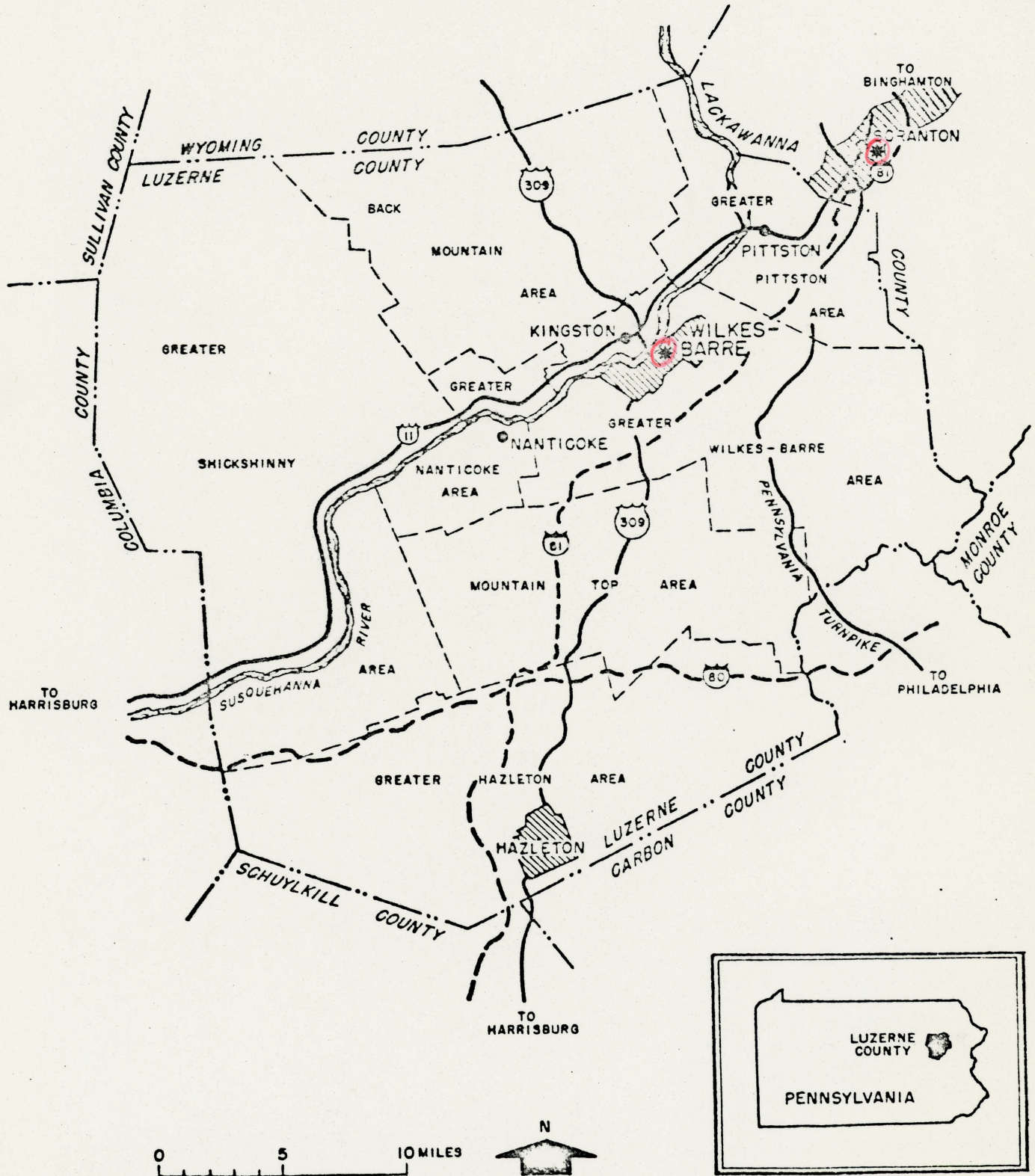
The variety of our experience ranges from comprehensive planning through urban renewal and NDP programing, from regional through municipal through neighborhood activity and programing, and from economic and demographic statistical work through graphic portrayal of significant civic design. More specifically, the kinds of jobs we have performed include comprehensive plans, urban renewal plans, community renewal programs, central business district plans and programs, institutional planning, community planning, population projections, housing consultation, and many other variations of these kinds of formats. Predominantly, our clients have been municipalities and/or authorities; but, significantly, we have also consulted to local and national nonprofit philanthropic organizations, as well as private developers.

Direction Associates has been involved in planning and programing studies for the Wyoming Valley since our founding. We have participated to a lesser or greater extent in almost all urban renewal projects and code enforcement programs in the City of Wilkes-Barre, as well as several in the City of Scranton, and also Hazleton, Kingston and elsewhere. We developed the 1968 Comprehensive Plan for the City of Wilkes-Barre and the 1969-1970, five-volume Community Renewal Program as well. We were also responsible for the Scranton Community Renewal Program. We acted as housing consultant on behalf of the B'nai B'rith senior citizens apartments on Northampton Street, as well as Washington Square Apartments now under construction on Washington Street. We are presently working on the Plan for the Downtown Wilkes-Barre Urban Renewal Area. We feel this will be one of the most innovative vehicles for the recovery of the region and its economy.

LOCATION

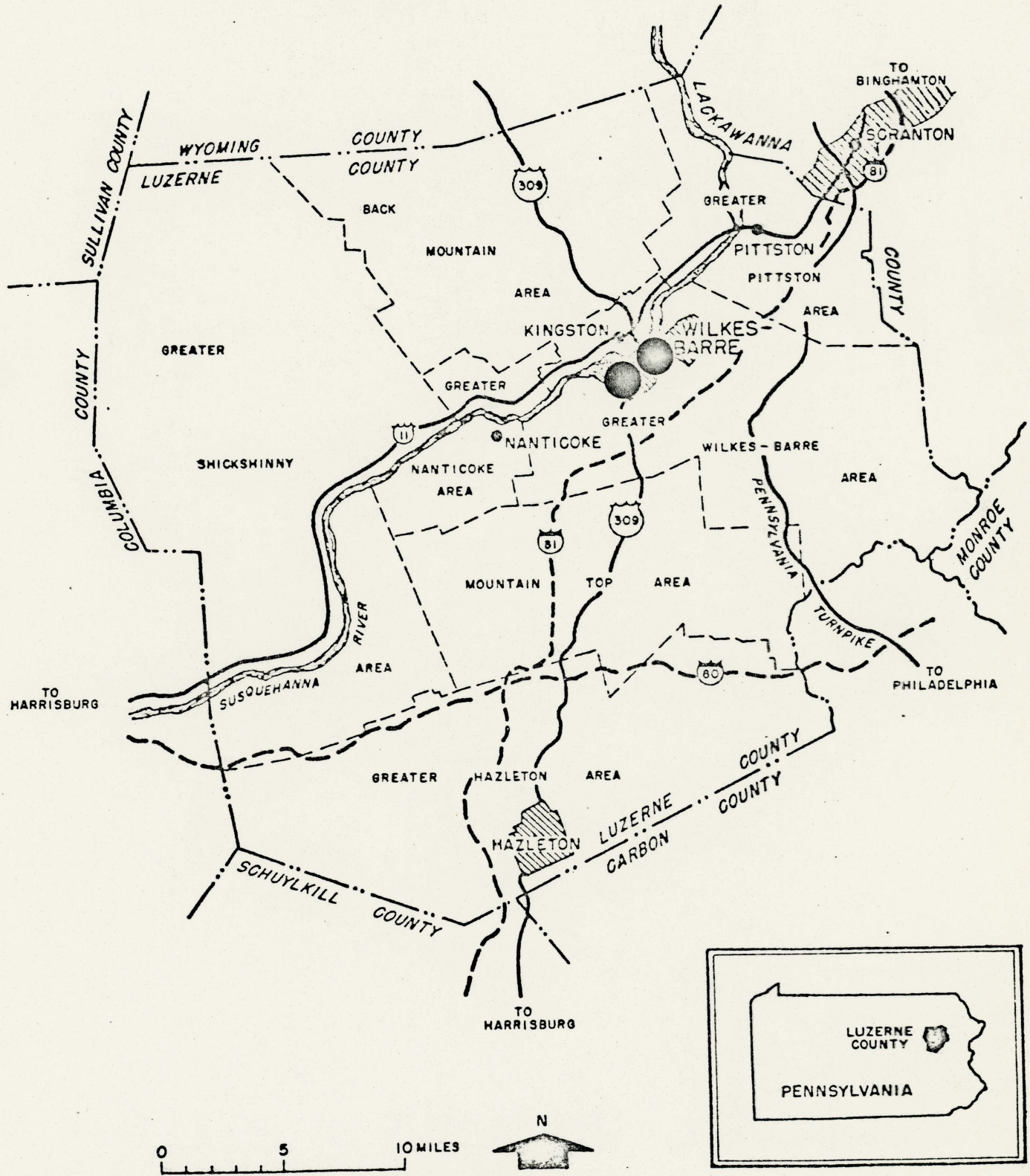
The Fort Washington office of Direction Associates is located at the intersection of the Pennsylvania Turnpike and Route 309 and approximately three miles from the

WILKES-BARRE — HAZLETON, PENNSYLVANIA STANDARD METROPOLITAN STATISTICAL AREA



COMMUNITY RENEWAL PROGRAM

WILKES-BARRE — HAZLETON, PENNSYLVANIA STANDARD METROPOLITAN STATISTICAL AREA



HOUSING CONSULTING

northeast extension of the Pennsylvania Turnpike. Combined with our subsidiary office in Harrisburg, our locational advantages offer convenient access to Federal and State offices in Philadelphia, Harrisburg and Scranton, as well as numerous colleges and universities in the Philadelphia Area.

The objective of an imaginative and thorough study of the housing situation in the Wyoming Valley will be to interpret the housing needs of the area's residential population, present and potential, in such a way as to provide specific, practical and functional ways of creating necessary housing at the soonest possible time and according to an orderly and efficient program.

It is our opinion that the total quantitative and qualitative need for housing in the region is not yet properly understood ten months after the devastating flood of 1972. This is because the great number and variety of studies produced have been limited, heretofore, to specific projects, developments or localized geographic areas. It is our proposal that a total quantitative demand picture should be produced and compared with an overall quantitative supply program and that this entire package should be properly distributed geographically throughout the region in accordance with need.

In producing this study, a period of research effort will attempt to uncover as source material the wealth of published reports and other documentation which has been produced over the past decade as well as computerized survey material, new surveys to be conducted during the course of the study, in-depth interview procedures with community leaders and citizens, and any and all other sources that can be meaningfully coordinated together to produce a worthwhile result.

We believe that the following eight major study elements satisfy the philosophy expressed above, as well as the purposes described in Mr. Shaw's description of the projects desired by the Flood Recovery Task Force.

1. GUIDANCE TO THE PRIVATE SECTOR

It is intended that this programing element will produce a "handbook" that may be used by housing developers, including private development organizations, general contractors, nonprofit developers, and even housing and redevelopment authorities, as well as other governmental or quasi-governmental agencies. Within this handbook, the private developer will be able to obtain certain essential guidance with respect to the alternatives for financing, including:

- a. Sources of private financing and attitudes of private financial institutions within and without the region regarding the ability to provide for the region financing for individual or multi-family mortgages, funds for rehabilitation, funds for public improvements and the like.

- b. The availability of "public partnerships", as aid in the development process, including the urban renewal and planning processes as we now know them, joint efforts between private developers and non-profit institutions such as church groups, universities, and authorities.
- c. A detailed analysis will be provided of Federal and State financing resources, including direct financing programs, mortgage insurance, construction and permanent mortgage arrangements, and reduced interest rate programs. All efforts will be made to ascertain the contents and implications of Federal and State legislation that may be introduced during the course of the study.
- d. Bonding possibilities via the utilization of government housing programs, obscure or unused provisions of Federal and State law with respect to local governmental bonding capacities in support of private housing development.

2. HISTORICAL SURVEY OF DEMOGRAPHY AND HOUSING IN WYOMING VALLEY

This study will include a traditional statistical survey, including tables, graphs, charts, and other methods of presentation, as well as narrative, and will probably use existing reports including such documents as the U.S. Census of Population and Housing, the five-volume Community Renewal Program for the City of Wilkes-Barre, comprehensive planning documents where available, the Community Renewal Plan for the City of Scranton, statistics gathered by such organizations as the Commission on Economic Opportunity, both before and after the flood, statistics gathered in the course of conducting urban renewal programing and the like.

Historical data will be presented and present estimates and future projections will be extrapolated by meaningful geographical areas within the region, including the following elements:

- a. Population
 - 1) Total figures by area.
 - 2) Racial composition.
 - 3) Age composition.

- 4) Employment and occupational groupings.
- 5) Income.
- 6) Family Size.
- 7) Fertility rates and statistics.
- 8) Migration rates and statistics.
- 9) Mobility rates both within and outside of the region.
- 10) Employment patterns.
- 11) Commutation patterns.

b. Housing

- 1) Total housing units.
- 2) Vacancy rates.
- 3) Mobility rates.
- 4) Valuation of owner-occupied units.
- 5) Rentals of rental units.
- 6) Absorption rates by type of new housing.
- 7) Construction and occupancy permits by year and by area.
- 8) Housing condition.

c. From the above, specific quantitative recommendations will be presented on:

- 1) The estimated population for the region by municipality and other meaningful geographic areas in 1975, 1980, 1985.
- 2) The estimated age distribution by slightly larger regions in 1975, 1980, 1985.

- 3) The per capita disposable income.
- 4) Housing demand by geographic area in 1975, 1980, 1985.
- 5) Population changes by age group in 1975, 1980, 1985.
- 6) Projected changes in households expected to generate housing demand in 1975, 1980, 1985.
- 7) Rent distribution required to satisfy demand, by geographic area, in 1975, 1980, 1985.
- 8) Forecast of family income distribution by geographic area, in 1975, 1980, 1985.
- 9) Estimated housing tenure by income group all geographic areas.
- 10) Environmental value analysis by geographic area.

It is expected that the large volume of data produced by this element of the study will provide an authoritative and complete statistical understanding of the entire region and all of its constituent parts and will, therefore, satisfy the needs of the private and public sector to understand what kind of housing is required, and where and at what time in the coming decade and beyond.

3. ATTITUDINAL SURVEY OF HOUSING NEED AND ATTITUDES

As part of the public opinion survey (Element B), it will be necessary to obtain from a meaningful statistical sample of the region's population their attitudes, thoughts, fears, and concerns about their future and about the kind of housing they will be living in. The basic elements of the questionnaire related to housing are:

- a. The perceived financial capacity of families to support their housing needs.
- b. Attitudes with respect to location within the region, including attitudes towards the floodplain, urban versus suburban or rural location, and possibilities of leaving the region entirely.

-
-
- c. Attitudes on building type (highrise, mid-rise, low rise, garden apartments, townhouses, senior citizen homes, various kinds of construction material, etc.)
 - d. The impact of Federal, State and local programs, experienced or anticipated, on individual or family housing plans.
 - e. Fear of subsequent floods, or attitudes on the kinds of personal decisions that might take place in such eventuality.
 - f. Perceived employment possibilities and potentialities as seen by the residents.

4. SURVEY OF LEGAL-POLITICAL PARAMETERS

It is intended that this study element should provide guidance to the public sector, including existing or future governmental bodies, in the decision-making process wherein various ordinances related to development may be revised and wherein processes may be made more flexible. A specific program of code revision, capable of immediate implementation, will be the end result of this element. The study components will include:

- a. A summary analysis of all land use and comprehensive plans and zoning and subdivision ordinances within the region.
- b. A summary analysis of building codes and procedures within the region.
- c. Recommendations will be made for modernizing ordinances with the objective of attracting a large variety of quality investment interest and types.
- d. Recommendations will be made for the creation of coordinative agencies or bodies, as well as the administrative organization and functioning of these bodies.
- e. A study will be made with respect to the potential efficacy of a "development coordinator" position in the region, which development coordinator could cut across political boundaries and act, in a sense, as the development czar with significant discretionary authority over the normal political channels.

5. PROTOTYPE STUDIES

Based on the above descriptive analysis and statistical and normative material, this study element will present approximately three to six prototype studies of a variety of housing development projects. The prototype studies will include narrative and graphic material describing the sponsorship, methods of construction, methods of financing, degree and type of government involvement, and innovative development approaches. The prototype studies may include projects both inside and outside the area; but they will be so presented as to relate to the kind of process going on or that might go on inside the study region.

To produce the prototype study, a selection of significant development projects will be made from among, but not limited to, the following list:

- a. Planned residential developments and/or planned unit developments.
- b. New towns.
- c. FHA multi-family non-subsidized housing.
- d. FHA multi-family subsidized housing.
- e. Federally subsidized elderly housing.
- f. Private apartment development.
- g. Private subdivision housing.
- h. Development of rehabilitation projects.
- i. Housing projects on difficult topography and/or related to flood plain situations.

6. ECONOMIC ANALYSIS

A general overall economic analysis of the region will be provided, including projections related to housing need. These projections would deal with existing published economic forecasts and the probable changes to those forecasts brought about by the flood disaster. Under the assumption of existing

published projections, attitudes will be ascertained by interviews with businessmen within the region, as well as outside of the region, who may consider location within the Wyoming Valley.

7. INNOVATIVE ECONOMIC POSSIBILITIES

A major programming effort will consider possible new and innovative economic thrusts within the region, which economic approaches would assist in the maintenance of residential and population stability, as well as securing the foundations of the region's financial and fiscal institutions, including banking, insurance and local government.

This will include an intra- and inter-regional "balance of trade" and "balance of payment" analysis using a statistical methodology known as "input-output" analysis. Having provided planning services for this region for many years, we feel this kind of analysis is long overdue. It will attempt to ascertain the relationships among the various economic sectors within the Wyoming Valley, one to the other, as well as the relationship between these individual internal sectors and the same sector outside the region, as well as the entire economy outside the region.

An example of the regional flow or input-output analysis appears in Addendum 1 and Addendum 1-A following, produced by personnel within Direction Associates for a county in upstate New York.

Within the context of the regional flow analysis, we will study and make specific proposals on a limited number of innovative economic possibilities in an effort to reconcile, for the benefit of the region, imbalances among intra-regional sectors, as well as the overall imbalance between the region and the outside economy.

These innovative approaches will include the following four areas, subject to consultation with the Directors of Flood Recovery Task Force:

a. Tourism

It is our belief that the Wyoming Valley has never taken full advantage of potentialities inherent in a region which for many years was isolated by geography, topography, limited transportation, and the

ADDENDUM 1

INTERSECTORAL FLOWS FOR THE ONANDAGA COUNTY ECONOMY, 1960

Flow Table

All figures in millions of dollars

Output	Input	Agriculture and Extraction	Manufacturing	Communication and Public Utilities	Transportation	Trade	Finance, Insur- ance & Real Estate	Service	Construction	Household	All Other (includ. imports)	Total Outputs
Ag. & Ex.		93.6	88.5	2.8	2.7	1.1	2.5	6.2	17.7	62.5	55.5	333.3
Mfgr.		27.4	198.1	1.4	3.6	3.6	1.3	28.0	20.8	188.1	123.3	595.5
Com. & P.U.		3.8	5.9	6.7	2.5	2.7	9.2	4.5	.5	8.7	11.7	56.2
Trans.		8.4	11.2	1.4	2.5	.3	.4	4.5	2.1	21.8	15.1	66.7
Trade		4.4	5.2	0	1.0	0	1.8	3.3	4.6	64.2	18.0	102.7
F.I. & R.E.		10.7	2.7	.4	1.3	2.8	5.5	4.2	1.1	63.5	17.0	109.2
Service		5.3	7.8	.8	1.9	9.1	3.4	5.7	3.2	56.5	45.6	137.9
Const.		0	1.8	2.2	4.1	0	10.9	7.0	0	47.9	22.4	90.0
Household		132.5	176.7	32.5	38.5	70.0	58.2	64.8	36.2	11.8	157.7	778.9
All Other (incl. expt.)		47.2	97.6	9.0	8.2	12.5	16.0	16.0	3.8	254.0	101.3	565.6
Total Inputs		333.3	595.5	56.2	66.7	102.7	109.2	137.9	90.0	778.9	565.6	2836.0

ADDENDUM 1-A

INTERSECTORAL FLOWS FOR THE ONANDAGA COUNTY ECONOMY, 1960

Coefficient Table

Output	Input	Agriculture and Extraction	Manufacturing	Communication and Public Utilities	Transportation	Trade	Finance, Insurance, and Real Estate	Service	Construction	Household	All Other
Ag. & Ex.		.281	.149	.050	.043	.011	.023	.045	.197	.080	.098
Mfgr.		.082	.333	.025	.054	.035	.012	.203	.231	.241	.218
Com. & P.U.		.011	.010	.120	.037	.026	.084	.033	.006	.011	.021
Trans.		.025	.019	.007	.037	.003	.004	.033	.023	.028	.027
Trade		.013	.009	0	.015	0	.016	.024	.051	.082	.032
F.I. & R.E.		.032	.005	.007	.019	.027	.050	.030	.012	.082	.030
Service		.016	.013	.014	.028	.094	.031	.041	.036	.073	.081
Const.	0	0	.003	.039	.061	0	.100	.005	0	.061	.040
Household		.398	.297	.578	.577	.682	.533	.470	.402	.015	.279
All Other		.142	.164	.160	.123	.122	.147	.116	.042	.326	.179
Total Inputs		1.000	.992	.992	.994	.999	.999	1.000	1.000	1.000	1.000

nature of the predominant industry. One might envision a tourism industry related to the historical facets of coal extraction and by-products thereof, and related further to the unique mixture of cultural, ethnic, and national backgrounds existing within the region. The concept might be similar with respect to the Wyoming Valley to the kind of tourist activity that takes place in Lancaster County with respect to the unique culture of the Pennsylvania Dutch.

b. Education

The degree of emphasis that might be placed on the educational function of the region will be studied. The input-output analysis will determine the precise impact of the educational function on the present economies of Wilkes-Barre, Scranton and other municipalities. A decision could then be made as to the expansion and degree of expansion of this educational function by testing the input-output coefficient table using different degrees of economic infusion. Particularly of interest in this study will be the retail trade and housing functions of the regional economy.

c. National Office Headquarters

The precise economic value of an intensified public relationships program to attract this kind of activity will be part of the analysis.

d. New Town Development

The flood disaster and the tremendous need for housing and for rebuilding brings about the need for careful scrutiny of the possibility of a new town plan on virgin land within the region.

8. SUMMARY ACTION PROGRAM

This section will include a publication for distribution to all leadership elements within the Valley, as well as a mass-distribution educational-informational brochure, summarizing and coordinating all above programing studies.

The specific findings and recommendations from all programing studies will be tied together in a temporal frame of reference, including the "immediate period" (the present through 1975) and the periods from 1975-1980 and 1980-1985. Leadership elements and activities will be identified, costs will be attributed to specific actions, and an iterative progression of activities will

be projected, with expected outcomes and results. The objective will be a "Housing Recovery Master Plan" dealing with all segments of the economic, political, and physical milieu of the flood impacted Wyoming Valley area, and specifically dealing with:

1. Guidance to the private developmental sector of the economy in making decision for the best interest of the region.
2. Extrapolations and projections of meaningful measurements of the region's housing and population demand and supply relationships.
3. An understanding of underlying attitudes and concerns with respect to housing needs and movements by families and individuals.
4. Programing of necessary movements in political organization and legislative parameters.
5. Examples by prototype of significant developmental programs and how they can be implemented, including PUD, New Towns, etc.
6. An economic analysis.
7. Programing of innovative econonomic thrusts toward enhancing the economy, stabilizing the population and curing the housing crisis.

It is out belief that the production of the Summary Action Program should be succeeded by a series of public meetings wherein the overall programing thrusts may be explained to the general public and suggestions may be solicted.

A Public Opinion Survey will be designed and conducted for the purpose of understanding attitudes of the citizenry within the Valley concerning the effectiveness of local governments. The Survey will consist of the following three basic elements:

1. Survey Design.
2. Conduct of Survey.
3. Data Processing and Analysis of Results.

Every attempt will be made to assure the statistical validity of the sample population, as well as the reliability of the results. The Survey will be by mail and accompanied by an effective advertising program. It should realize a statistically useful percentage of returns. It will be necessary, nonetheless, to hire local personnel for administrative and supportive functions including availability by telephone to explain questions, proper collection and compilation, etc. We will use local computer facilities to produce the warranted raw data compilations and programed correlations.

The survey itself will be designed in conference with all affected local governmental leaders, as designated by the Task Force. Areas of concern will deal with, insofar as public attitudes are concerned, the following:

- a. General and specific evaluation of effectiveness of local governments during various stages of flood recovery.
- b. Evaluation of local governments under more normal pre-flood conditions.
- c. Perceived voice of citizens in decision making.
- d. Attitudes toward jointures or regionalization, in general or on specific service areas.
- e. Effectiveness of local housing and redevelopment authority arrangements, especially in terms of housing needs.
- f. Effectiveness of all local government agencies in dealing with State and Federal recovery agencies and housing programs.

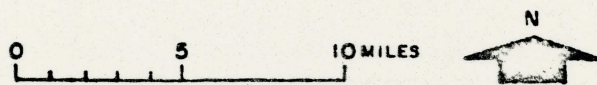
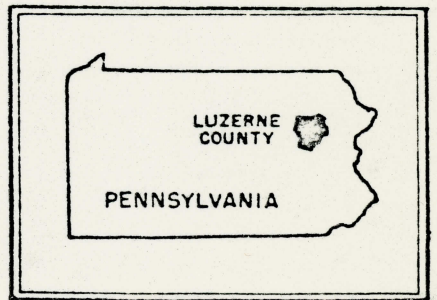
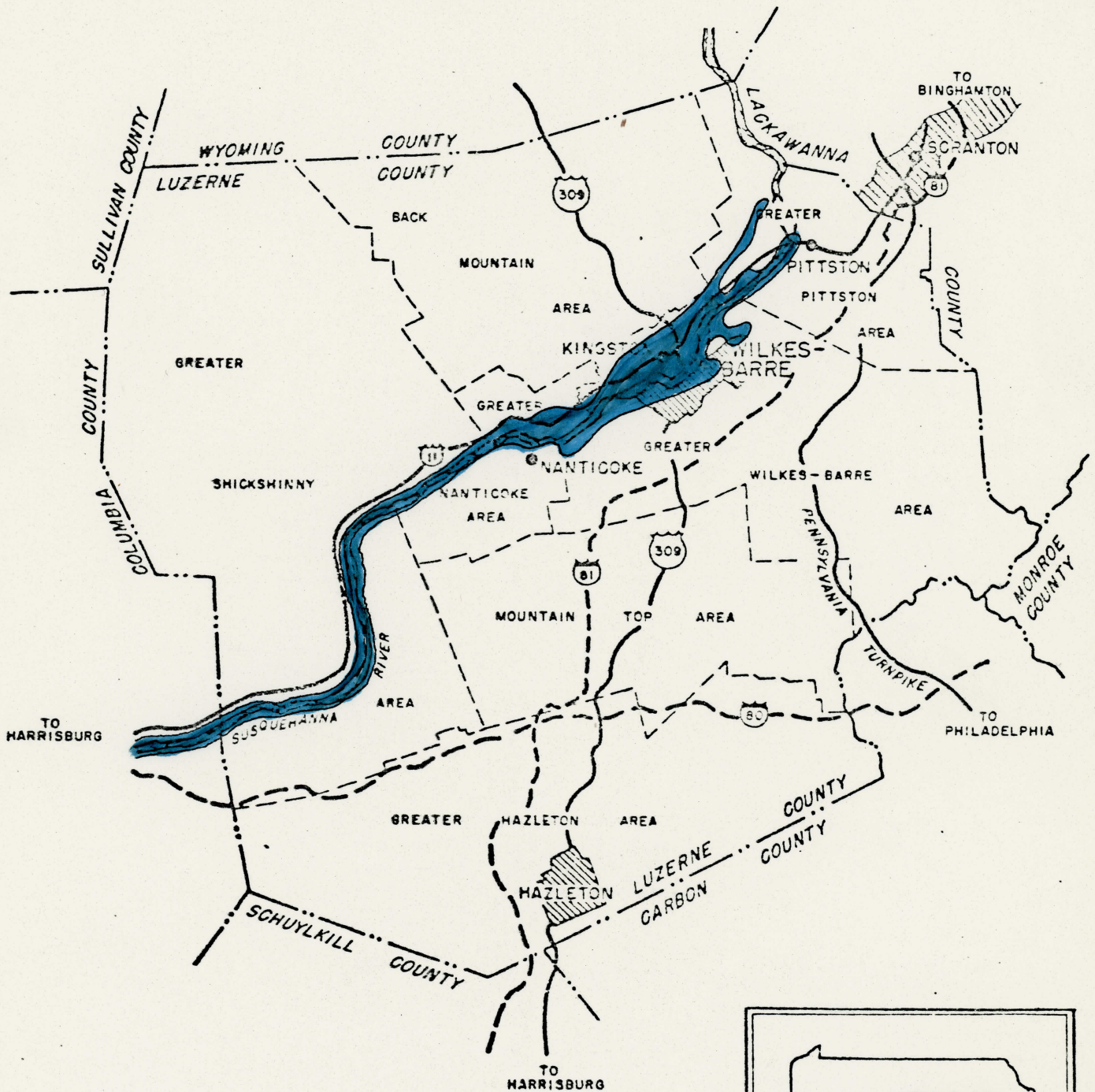
1. ESTABLISHMENT OF A CULTURAL FRAME OF REFERENCE TO UNDER-
STAND THE CHALLENGE OF AREA APPEARANCE AND IMAGE

Recognizing the existing regional crisis due to the flooding caused by Hurricane Agnes in June of 1972, the Flood Recovery Task Force was created by agencies of the Commonwealth of Pennsylvania, with the stated purposes of recommending a regional housing and environmental program for the Wyoming Valley. Also recognizing the need for comprehensive planning and administration of such a program, the Flood Recovery Task Force has been directed to draft an intercommunity plan for the type of regional organization best suited and related to this flood disaster.

Fortunately, the problem has been recognized in time for effective action. The following program of study, implemented promptly and efficiently, can correct the critical situation that has developed over a period of years in the Wyoming Valley. This region must mobilize immediately if compatible new environments are to be provided before existing environments and conditions become critically inadequate. The Wyoming Valley is presently served by three major interregional and interstate highway systems, and air transportation servicing an eight-county area. The regional interstate circulation systems are projected to accommodate about 250,000 vehicles by 1990. Because of recent flood disaster-related urban renewal programs and previous urban renewal programs, many communities within the Wyoming Valley have proposed building improvements and major revitalization programs some of which are now being constructed. These improvements will cost approximately \$250,000,000; and superimposed over the entire Wyoming Valley will constitute a major financial involvement of each community. Even with these extensive measures, however, the Wyoming Valley's expected growth and development will require additional environmental improvements beyond the limits of these existing urban renewal programs. The region's major commercial facilities can accommodate substantial increases in short and long-range planning; but, because of their present locations and relationships to existing traffic circulation systems and, in many cases, limited size or other commitments, they will not be able to efficiently handle projected expansion of long-range planning proposals beyond their existing capacity.

While the Flood Recovery Task Force's initial assignment is the evaluation of the recovery effort of each community's housing supply, and appearance and image, we are convinced that the Wyoming Valley's interstate transportation

WILKES-BARRE — HAZLETON, PENNSYLVANIA STANDARD METROPOLITAN STATISTICAL AREA



1972 FLOOD AREA 

system and trade areas must be considered as a whole. The communities within the Wyoming Valley can no longer be isolated one from the other. The area itself is a focal point generating major volumes of surface traffic and development opportunities among all parts of the region, and interacting directly with nearby municipalities and their environs.

Through the foresight of previous urban redevelopment programs over the past decades, the proposals of many communities already provide a broad regional base for land and transportation planning and facilities, including airports. What is needed at this point is to merge these existing agencies and programs, and outline the procedures necessary to accomplish a total environmental correction through a joint administration.

We, therefore, propose as a part of this scope to coordinate all of the development proposals within these municipalities in a combined Wyoming Valley environmental and development study. In the course of this study, a major thrust will include identification of the historical, economic and political forces that have been present within the Valley influencing and/or adversely affecting area beautification. This element of the study shall also identify those forces which can be redirected to achieve a more successful and complete environment and image.

2. THE COMMUNITIES IN THE WYOMING VALLEY — A COMPREHENSIVE ACTION ANALYSIS

For the purpose of coherent planning and environmental program studies, the Wyoming Valley will be thoroughly analyzed in terms of its various constituent parts — with respect to the following areas of analysis:

a. Land Use and Existing Conditions

The in-depth study of all existing area conditions and uses will be performed to identify the Valley's environmental assets and liabilities. This study will be designed to recognize recent trends and new development, and their effects on adjoining properties. The purpose of this study will be to establish environmental strengths within each community which can be linked to a program of public and private investment leading to an overall improvement in the appearance and image of the Wyoming Valley region.

b. Facilities

A complete study of all existing public facilities shall record those areas presently inadequately serviced through existing programs to provide total and complete community facilities. This survey will, therefore, identify weaknesses and requirements to complete the needs of each community and relate them one to another for a continuous and coordinated system of public improvements.

c. Administration

Each municipality owns and operates the machinery to provide and maintain existing public programs. An analysis of these established administrations will be performed in order to better recognize needs for additional staffing to successfully implement future programs for change and development. This study will be closely coordinated with the Housing Element, in terms of the administrative machinery, including zoning, codes, etc., for handling housing development.

d. Financing

Each municipality, through its local government, has for long periods of time operated at near deficit. Few of these communities would have been developed to their present stage without the financial assistance provided through Federal and State government programs.. This financial assistance is now at its peak because of the damage caused by flooding due to Hurricane Agnes.

Financing environmental improvements necessary for the region's image would severely strain the debt structure of these municipalities. Because of other pressing public improvements on local government resources, long-range development investments are likely to be too limited and too late to meet the community's needs. Such financing, furthermore, could alienate the citizenry if it involves additional tax increases and schedules unrelated to public revenue. It is for this reason that we propose to establish or investigate the overall costs for a complete environmental correction in order to redirect existing available funding sources to the Wyoming Valley and coordinate with local public and private interests for implementation of such programs.

e. Activity

An analysis of the impact of all flood redevelopment activities within the Wyoming Valley must be made to correctly identify the extent of environmental change already proposed and subsidized through the flood recovery programs. These activities must be related one community to another to eliminate overlapping and duplication in required corrections to the area appearance and image both physically and financially. A survey of these activities will be coordinated through the appropriate Redevelopment Authorities and Local Public Agencies prior to program formulation and development.

f. Projections

A projected demand for new public facilities within the region will be measured in terms of population and traffic circulation movements. A forecast of future demands within the Wyoming Valley will be made and graphically illustrated in the course of this report.

3. PROGRAMING TRANSPORTATION NEEDS AND PRIORITIES

The Wyoming Valley's circulation system provides the mortar which joins its varied communities together. The strength of this binding is, in turn, an important part of the quality of the Wyoming Valley's industrial, commercial and residential environment. An efficient functional transportation network not only recognizes accessibility, and, therefore, coordination among activities both within and outside the Wyoming Valley, but serves as a framework for the optimal location of future activities as well. A weakness in the transportation system on the other hand will tend to undermine the cohesiveness value and image of the functional and geographically components of the entire community.

It is for this reason that an analysis of the location and function of the circulation system's various elements — regional highways, Wyoming Valley arterial roadways, as well as railroads, bus routes, waterways and airports — constitutes a critical component in this planning process of environmental correction. Accordingly, the basic premise of this Scope is the development of proposals which will promote the growth, increased effectiveness, and improvement in the area image of the Wyoming Valley and its transportation system.

a. Existing Transportation and Circulatory System — Survey and Analysis

An analysis will be made of the general characteristics of the regional

transportation and circulation system, and will include a review of location and condition of these major thoroughfares, as well as locations and kinds of railroads, location of existing and proposed regional highways, airports and waterways affecting these municipalities within the Wyoming Valley.

b. Transportation Projections

Further needs for transportation and circulation facilities will be determined including such items as major and secondary thoroughfares required within each community. This work will be coordinated insofar as practical with each municipality within the Wyoming Valley.

c. Transportation and Circulation Plan

The results of the above surveys and analysis will be assembled in a final transportation system plan. This plan will graphically illustrate recommended patterns for vehicular movement relating to primary and secondary thoroughfares and their relationship to the road network of the surrounding area. Consideration will be given to the interrelationships between the transportation facilities, land uses and community facilities considered in the scope of this proposal. These studies will then be included in the formulation of a proposal for environmental correction for the entire Wyoming Valley.

4. THE PROGRAM FOR IMPROVEMENT OF AREA IMAGE AND APPEARANCE

a. Consolidation of Environments

The existing areas of development within the Wyoming Valley reflect nation-wide forces applied within the community. The Wyoming Valley, as elsewhere, during the past decades, has demonstrated that although forms of land organization fail to meet the present challenge and image of a complete community, redevelopment proposals programmed within many of these communities since the flood suggest a phenomenal amount of structural change. This change, successfully coordinated on a community-wide basis, can result in effective environmental correction and can reflect a recognition of new community needs.

In a few instances, these redevelopment proposals have been directed towards the creation of a single Comprehensive Plan. In most other cases, however, a short-term remedy has been sought. Through reorganization, essentially within the same function or limited area, with this fragmented redevelopment effort, overlapping or inadequate proposals and competing proposals, the Wyoming Valley can not reap the full benefits of its present investments and development opportunities.

A consolidated environmental study must, therefore, be implemented to coordinate the many and various physical changes proposed within many communities in the Wyoming Valley. The renewal of the Wyoming Valley can be accomplished only by creating a new image for the entire community which aspires to a quality environment for all of its citizens. While consolidating all physical changes made necessary because of Hurricane Agnes, which in itself might evidence a new image, it is essential that the economic and social implications of these physical actions be uppermost in the development of the environmental renewal program.

This proposal proposes to prepare a program for environmental renewal accomplishing two objectives. First and most obvious, it will find solutions to existing problems not only for the elimination of blighting conditions, but also attempting to find the source of that blight. Second, and most import, it must offer the climate for an environment which is responsive to the new hopes and desires of the entire Wyoming Valley population. Environmental renewal must offer the opportunity to the citizens of Wyoming Valley for the structuring of their physical environment, of enjoying the type of life which the technological advances of the 20th Century have made possible.

b. Expansion

If the communities within the Wyoming Valley continue the status quo, this region at the heart of the northeastern megalopolis will not be able to cope with its future environmental and developmental problems. The opportunities for growth simply will not be accommodated with the present development trends and administration. Redevelopment experience within the Wyoming Valley makes it clear that an improved organization is essential if total community development and environmental correction are to be planned, built and operated. This experience also intends that the program must be strongly and properly

financed. It is for this reason that this proposal which will consolidate present programs within each municipality and expand upon them for a total community approach for environmental change will be formulated. A second program for close coordination with each municipality is also proposed.

This proposed expansion of environmental planning will thus not only spare taxpayers the deficits resulting from local government expenditures; it will permit the present citizens to enjoy a greater tax yield from the economic activity produced by such expansion.

c. Effectiveness

To accomplish the necessary consolidation and expansion of all environmental planning, the program must be properly organized.

Most important in this regard is the participation of each municipality during the initial survey and development of final planning proposals. To be effective in preparing such a design program of this magnitude, participation from each community must be selective and directly responsible to the elected officials it represents. Such a group must participate in providing a stimulus in establishing the standards for the entire program. It must, above all, be able to attract and retain highly competent individuals to represent the community during the planning process.

This scope, therefore, proposes to coordinate with each municipality in establishing this effective mechanism for successful environmental plans. Properly composed, this group representing each municipality can not only participate in the outline of this program but can greatly assist in its implementation.

d. Compatibility

There is increasing public concern about the effects of the area appearance and image in the regional environment.

This concern is finding earnest but often belated expression in many of the municipalities within the Wyoming Valley and is causing an increasing number of development conflicts and frustrations. It results

from the complexity of development constraints and adverse influences previously applied from historically economic and political forces working against area beautification.

An effective consolidated environmental program must recognize this challenge. It must require that the planning process utilize the anticipated effects of all new or modified developments and public facilities within the existing environment and describe the steps to be taken in dealing with these effects. This proposal has been arranged specifically to incorporate these elements into the planning process. The proposals and implementation of proposals made during the course of this study shall reflect compatibility with surrounding uses, and any necessary reconciliation in the region's overall best interest will be incorporated and addressed prior to final conclusions.

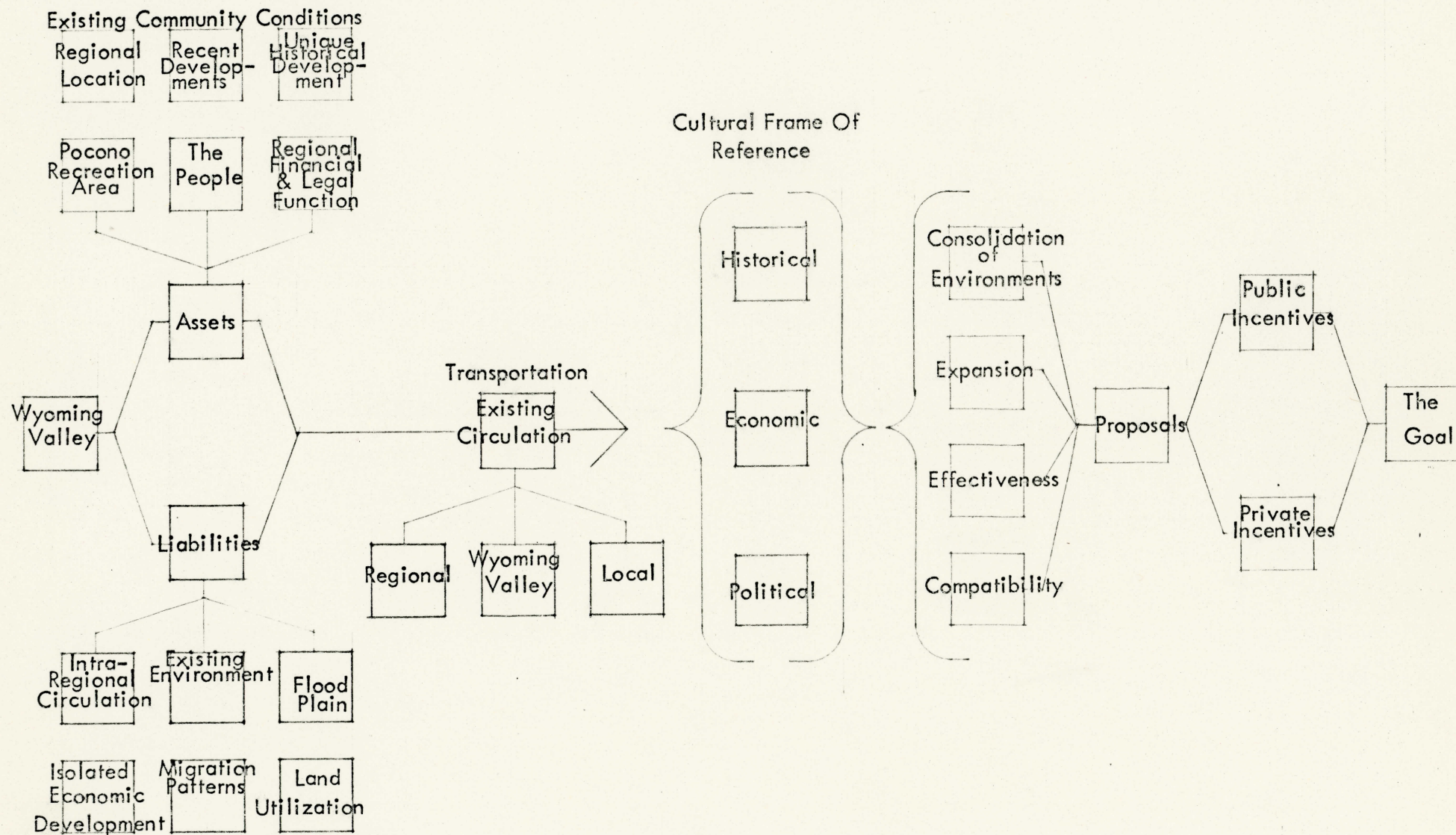
This proposal presents not only a responsibility but an opportunity to encourage the development of the adjacent communities within the Wyoming Valley in a form to compliment rather than conflict as is seen in the present character.

A close relationship between environmental development proposals in this scope and general transportation and land use planning previously completed within each community underscores the importance of this study and its ability to coordinate with major Federal, regional, State and local planning and transportation processes.

e. Financial Analysis

A financial analysis of all present major redevelopment programs will be identified in order to assist the accomplishment of each element and its relationship to adjoining municipalities.

← COMPREHENSIVE ACTION ANALYSIS PROGRAM FOR AREA/IMAGE IMPROVEMENT →



The cost parameters described below reflect our best estimate, at this time, of professional staff time involved, supporting staff input, direct costs of travel and research, as well as other items of overhead. All programing elements are, of course, subject to discussion and revision in conference with the Task Force Board and its Executive Director. These conferences could lead to alterations in dollar amounts among study elements.

It would be expected that payments would be made monthly, if the the Task Force bylaws permit, against billings for work items performed in the previous month.

The services described herein include meetings between our professional staff and the Executive Director and his staff at least every two weeks, and more frequently when necessary.

ELEMENT A — HOUSING

		<u>Profes- sional</u>	<u>Sup- porting</u>	<u>Expenses & Overhead</u>	<u>Costs</u>
1.	Guidance to the Private Sector	15 weeks	6 weeks	15%	\$12,500
2.	Historical Survey of Demography and Housing in Wyoming Valley	8 weeks	6 weeks	10%	7,500
3.	Survey of Housing Needs and Attitudes (includes questionnaire development only)	3 weeks	1 week	10%	2,500
4.	Survey of Political Parameters	18 weeks	4-1/2 wks.	17%	15,000
5.	Prototype Studies	16 weeks	6 weeks	12%	13,500
6.	Economic Analysis	3-1/2 wks.	3 weeks	8%	6,000
7.	Innovative Economic Possibilities	17-1/2 weeks	6-1/2 wks.	12%	18,000

Element A — Housing (cont'd)		Pro Profes- sional	Sup- porting	Expenses & Overhead	Costs
8.	Summary Action Program	6 weeks	6 weeks	10%	\$ 6,750
<u>Subtotal — Element A</u>					\$81,750

ELEMENT B — PUBLIC OPINION SURVEY

1.	Survey Design	4 weeks	1-1/2 wks.	8%	\$ 2,500
2.	Conduct of Survey	3-1/2 wks.	12-1/2 weeks	15%	12,000
3.	Data Processing and Analysis of Results	2 weeks	9 weeks	12%	<u>6,000</u>
<u>Subtotal — Element B</u>					\$20,500

ELEMENT C — AREA APPEARANCE AND IMAGE

1.	Establishment of a Cul- tural Frame of Reference	6-1/2 wks.	1-1/2 wks.	3%	\$ 5,500
2.	Comprehensive Action Analysis — Commu- nities of Wyoming Valley	16 weeks	5 weeks	8%	17,500
3.	Programing Transporta- tion Needs & Priorities	5 weeks	3-1/2 wks.	12%	6,750
4.	The Program for Im- provement of Area Image and Appearance	18-1/2 weeks	6 weeks	12%	<u>30,000</u>
<u>Subtotal — Element C</u>					\$59,750

TOTAL — ALL ELEMENTS

\$162,000

FLOOD RECOVERY STUDIES

PHASING OF PROGRAMING STUDY ELEMENTS

