Institute for the Study of Human Development. Policy Proposal for the Development of the [illegible] Flood Disaster Area by Anderson, Wilson, and Hyman, 1972

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INSTITUTE FOR THE STUDY
OF HUMAN DEVELOPMENT

CENTER FOR HUMAN SERVICES DEVELOPMENT

# POLICY PROPOSAL FOR THE DEVELOPMENT OF THE LUZERNE-WYOMING FLOOD DISASTER AREA

BY: C. WILSON ANDERSON AND
DREW W. HYMAN

JULY, 1971
CHSD REPORT NO. 15

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## ABSTRACT

In order to meet the human and community needs occasioned by the catastrophic devastation of the Luzerne-Wyoming Valley area, it is recommended that the Commonwealth of Pennsylvania create a Northeast Region-Wyoming Valley Development Authority by executive order or legislative enactment as appropriate.

The Authority will be the single focal point for Commonwealth efforts to rehabilitate and develop a designated flood disaster district within the Wyoming Valley. It should be composed of representatives of state and local government and of citizens of the communities involved.

The Authority, will be a transitional instrumentality, established for a time-limited period of three to five years for achieving the goal of restoring and assuring the availability and provision of human services to all persons who need and desire them and enhancing the optimum restoration and development of viable communities.

The objectives, structure, duties, interagency relationships and funding of the Authority are outlined. The nature and process of its planning, development and program activities are described. Individual and community needs for the attention of the Authority are considered within the contexts of physical environment; economic development; education; public safety and justice; social, cultural, and recreational development; and psychological concerns.

The Authority, which leaves the form and substance of existing political structures undisturbed, is recommended as the most appropriate vehicle for unifying all available federal, state and local resources for a productive response to immediate and long-term objectives for development of the Wyoming Valley area. Upon completion of its tasks, the Authority would be dissolved unless it be deemed desirable by the residents in the affected communities to take appropriate measures to transform the Authority into a "home rule" organization with a self-developed charter appropriate to the time and anticipated future.

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ACKNOWLEDGEMENTS

On July 14, 1972 the College of Human Development accepted an invitation from the Secretary of Public Welfare to make suggestions for a plan to alleviate human suffering and restore communities affected by the June, 1972 flooding of the Wyoming Valley. Donald H. Ford, Dean, assigned the project to the Center for Human Services Development.

A number of College faculty members volunteered their services. The original task force consisted of Donald H. Ford, C. Wilson Anderson, David E. Barry, Harry S. Coblentz, Edward V. Ellis, Larry D. Gamm, Drew Hyman, Stuart H. Mann, Stanley P. Mayers, Jr., Robert H. Sebring, Abram P. Snyder, Raymond G. Studer, Jr., and Dwain N. Walcher. Zafar M.M. Ahmad, Walter E. Freeman, Henry L. Guttenplan, Donald A. Hazle, Donald E. Lifton, Ruth A. Rarick, June D. Rundgren, R. Richard Ritti, and Theodore R. Vallance also assisted. Secretarial assistance was given by Norma D. Eckenroth, Jacqueline English, Ann Gill, and Aline Mabon.

Professors Coblentz, Ellis, Gamm, Hyman and Sebring inspected the Wyoming Valley area and consulted with Helene Wohlgemuth, Deputy Secretary Elliott R. Knauer and representatives of the Northeast Regional Office, Department of Public Welfare--Robert Babskie, Robert J. Hammel, Kathryn S. McKenna, and Peter Yestrumskas. Additional assistance was given by Marx S. Leopold and William M. McLaughlin of the Department.

This report is the product of the foregoing collaboration. It is submitted as a proposal for a detailed and concerted effort by the Commonwealth.

CWA

July 31, 1972



DWH

# Chapter I. A POLICY PROPOSAL FOR THE WYOMING VALLEY FLOOD DISASTER AREA

## AN APPROACH TO ACTION

The summer of 1972 saw the inundation of large parts of Pennsylvania by a flood of unprecedented dimensions. The waters of the Susquehanna River reached levels higher than that ever noted in the history of the Commonwealth. While the prompt and vigorous action of local and state officials kept the loss of life during the flood to a minimum, the havoc wrought by the flood brought catastrophic damage to many areas. The Wyoming Valley in Northeastern Pennsylvania was hardest hit by the rising waters of the Susquehanna.

At its peak the raging Susquehanna hurled an eight-foot wall of water into a 20-mile stretch of urban and suburban, mining and industrialized communities in the Wyoming Valley housing the human and material vitality of over 400,000 people. While initial estimates of state-wide damage rose above $2 billion, perhaps half of the loss occurred in the Wyoming Valley. Over 28,000 homes were damaged. Entire communities, like Kingston, were inundated where less than 20 of 8,000 homes escaped damage. Significant portions of the commercial and industrial base of the Valley were destroyed.

Immediate responses to the disaster brought cooperative assistance from a wide variety of agencies at all levels of government--from local to federal. The efforts of police, civil

defense and the military were coordinated with those of voluntary service and disaster organizations and with the public services of health, welfare and economic aid agencies. As flood waters resided these agencies continued their efforts, working together through one-stop flood disaster centers to meet the immediate needs of people.

The immediate crisis is over and the problems of clean-up, rebuilding and development emerge. The scope of rebuilding and development of Wyoming Valley communities is so vast and the base for vitality so damaged that a unified total effort to rebuild and develop the area can be recommended. Otherwise, the efforts of the various state, federal and local agencies will be dissipated in piecemeal and fragmentary efforts. There are probably over a hundred governmental agencies from various levels of authority operating in the area. The efforts of one may obviate the measures of others, e.g., emergency loans may be tendered to rehabilitate homes which may be in areas later declared non-residential under an industrial plan.

Long-range decisions. such as flood control projects, rezoning, types of housing to be built, where hospitals and health services will be located and the nature of human services must be interrelated. Providing employment must be correlated with rebuilding the educational and training base of the area. Industrial development decisions affecting size and types of industry

must take cognizance of housing, transportation, employment, training and job placement programs. Unless an immediate program is instituted to marshall the resources of local, state and federal agencies in a unified and holistic approach to rebuilding the Wyoming Valley area, their efforts will prove to be too little, too late, and too fragmentary to assure prompt development of viable communities.

Charles Adrian cites these advantages and disadvantages of special districts:

> They make possible the provision of needed governmental services when and where they are most needed, and they limit the financial burden to residents most directly benefited, while at the same time they skip lightly over the myriad local government boundaries which otherwise stand in the way of making these services available. Other units of government frequently cannot or will not supply these services. Consolidating local units is often politically unfeasible. By leaving the political status quo undisturbed, the social need is met with a minimum of resistance; political loyalties are not disturbed; jobs are not threatened; property taxpayers need have little fear of being assessed for someone else's benefit. Usually, the debts and costs of special districts do not count in determining debt and tax limits of regular local governments, and the bonds of such districts are sometimes more easily marketed than are those of other local governments.
>
> Disadvantages of special districts, it is argued, include the fact that the behind-the-scenes way in which they generally operate helps to make them especially profitable for lawyers, engineers, bankers, bonding houses, and salesmen of equipment, services, and real estate. They are often designed to meet short-range needs and not only do not consider more

> permanent solutions, but by taking the urgency out of the situation for at least a considerable portion of a community, serve to forestall efforts toward long-range, rational governmental organization.*

This proposal attempts to use the advantages and resist the disadvantages cited by Adrian.

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*Adrian, Charles R., State and Local Governments--A Study in the Political Process, McGraw-Hill, 1960.

## A NORTHEAST REGION (WYOMING VALLEY) DEVELOPMENT AUTHORITY

The establishment of a super-regional organization, to be known as the Northeast Region--Wyoming Valley--Development Authority (NEW DAY), responsible for coordinating and unifying the efforts and resources of federal, state and local government to develop the Wyoming Valley area is recommended.*

This organization should stand between federal, state and local agencies serving as a conduit for federal and state funds going out into the area. It should have the responsibility for assuring the development and implementation of plans in the functional areas of a unified human services delivery system; physical environment; economic development; education; public safety and justice; and social, cultural, recreational, and psychological concerns. It should assure the interrelationship of all plans and programs in order to achieve the maximum effect and success of each.

The NEW DAY authority should be structured to assure the cooperation and involvement of all levels of government. Persons appointed to the Authority should command bipartisan support. The Chairman of the Authority should be a resident of the area qualified by previous experience in government.

---

*Alternative organization forms include commission, corporation, home-rule, and consortium. A higher level of organization of an Authority is considered to have the most chance of success.

The membership of the Authority should be broadly representative of all levels of government and segments of the community--perhaps one-third members of state government, one-third members of local governments, and one-third members of the citizenry at large. An Executive Staff of Deputy Chairmen should be responsible to the Authority for planning and administration.

The Authority should be established by executive order or legislation as appropriate to exist for a time-limited period of three to five years. Prior to expiration of the mandate, an arrangement should be made for a decision, either through popular referendum or majority of local governmental units, whether to pursue a home-rule charter or to revert to preexisting local jurisdictions.

The NEW DAY authority should require the unification of all services to individuals into a single human services delivery system. Services to individuals should be those specfied in such documents as Human Services: A Report to the Governor of Pennsylvania by the Task Force on Human Services, of 1970, and the proposed Allied Services Act of 1972, 92nd Congress, 2nd Session, S.3643. (See Appendix.) Existing agencies responsible for community impact planning and implementation in the areas of physical environment, economic development, education, public safety and justice and social, cultural, recreational and psychological development should be reponsible to the NEW DAY authority.

Deputy Chairmen should be appointed for each functional area to supervise and direct existing local organizations which are integrated into the NEW DAY authority. These organizations will already have roots in the community, community support, existing organizational structures and will provide a base for continued development after the NEW DAY authority ceases to exist. Moreover, these agencies may have already prepared plans for the area upon which the NEW DAY authority can build.

Action should be taken immediately to establish the NEW DAY authority. Unconnected and fragmented actions, if allowed to continue for too long, may become so institutionalized that unification is impossible. Any inter-organizational disputes should be resolved by the NEW DAY authority. The commitment of all parties to the rebuilding of Wyoming Valley communities through the NEW DAY authority must be assured.

## A DUAL APPROACH: INDIVIDUAL IMPACT AND COMMUNITY IMPACT SERVICES

The overall thrust of NEW DAY authority activities should be oriented to development on two major levels: (1) individual-impact services which deal primarily with individual and family problems; and (2) community-impact services which address the needs of the entire community. For example, individual-impact services in housing would seek to meet the needs of a particular individual or family by finding a home for them, securing a loan to rebuild or providing for clean-up and repair. Community-impact services in housing, however, would involve decisions affecting the entire community such as the types of buildings which may be located on the flood plain, providing incentives to relocate in higher areas, or deciding upon the type of construction for which loans will be granted.

Individual-impact and community-impact service agencies require different kinds of staff activities and, consequently, should be separate but related efforts. To continue with the housing example, the individual-impact agency would interview individuals for their housing needs, prepare lists of available houses and apartments, receive loan applications and place individuals in community or institutional living arrangements. The decisions made relate specifically to particular individuals and families. The community-impact agency, on the other hand, would look at the entire community with a view to determining

where high-rise complexes or suburban developments should locate, incentives for relocation, zoning and securing state and federal aid for major projects.

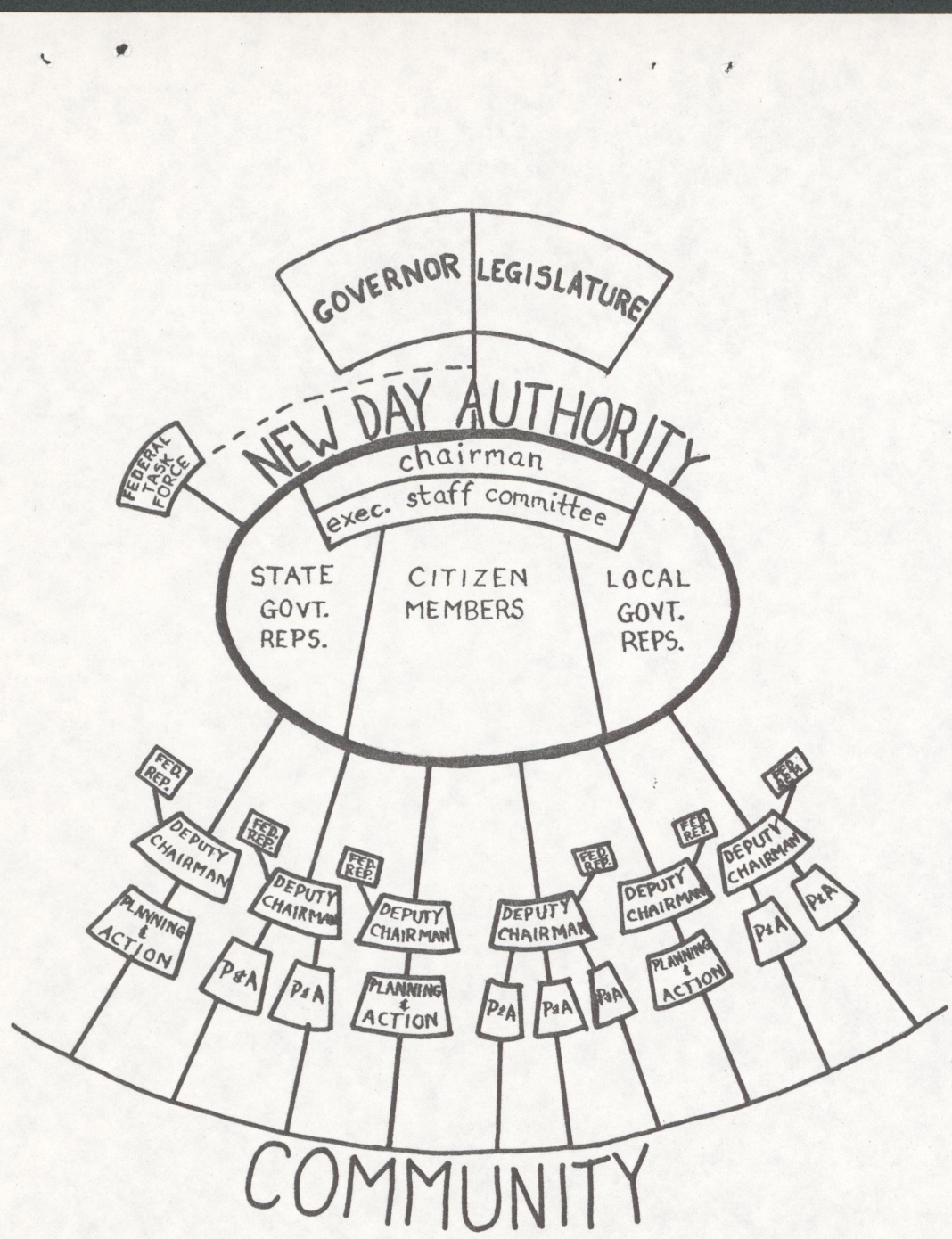
Both individual-impact and community-impact activities affect the success or failure of the other and therefore should be interrelated at both the planning and action levels. For example, community-impact housing will in large part determine the nature and availability of homes for the individual-impact agency seeking to find homes for people. Likewise, placement and loan efforts of individual-impact housing services will affect the conditions for success of overall community-impact housing efforts. It is, therefore, vital for agencies with allied individual-impact and community-impact responsibilities to work closely together or the efforts of each will be counter-productive to the other.

The unifying goal of the NEW DAY authority should be to restore and assure the availability and provision of human services to all persons who need and desire them and to enhance the optimum restoration and development of viable communities. Specific objectives for individual-impact and community-impact services are as follows:

Individual-Impact: To develop a delivery system which will assure the provision of human services to meet the identified needs of each individual and family: physical health; mental well-being; income maintenance; social

development; education and training; cultural and recreational activities.

Community-Impact: To create and implement a viable and acceptable plan for development in each identified area of need: physical environment; economic development; education; public safety and justice; and social, cultural, recreational, and psychological environment.




THE NEW DAY AUTHORITY DERIVES ITS POWER FROM THE EXECUTIVE AND LEGISLATIVE BRANCHES OF THE COMMONWEALTH.

POLICY DECISION AND ALLOCATIVE RESPONSIBILITY

The New Day Authority consists of representatives of state and local government and the public at large.

A Federal Task Force consisting of assigned representatives of appropriate Federal agencies are advisory to the authority. (The Task Force includes representatives who are assigned to Deputy Chairman).

An Executive Staff Committee consisting of all Deputy Chairmen will perform staff work and advise The Authority.

PLANNING, ACTION AND ADMINISTRATIVE RESPONSIBILITY

A series of Deputy Chairman for each of the major action areas will perform planning, action and administrative tasks under the direction of the Authority.

Planning/Action Units in more specific areas will relate to and be supervised by the appropriate Deputy Chairmen; where possible existing agencies will be used singly or in concert to perform these duties.

# CHAPTER II. INDIVIDUAL-IMPACT: CREATING A UNIFIED HUMAN SERVICES DELIVERY SYSTEM

It is recommended that the NEW DAY authority develop a unified human services agency to relieve the disaster communities of funding child welfare services, mental health and mental retardation services, services to the aged, services to delinquent youth, services to the handicapped, and any other human service program which the authority may wish to include. The human service agency should also undertake an income maintenance program separate from the other human services in keeping with the requirements of the Federal government.

Through its mandate to the NEW DAY authority, the Commonwealth should assume the full cost of these programs, looking to the Federal government for reimbursement through existing matching provisions, flood disaster funds, and grants for experimental and demonstration programs. Potential sources of Federal reimbursement include: section 1115 of the Social Security Act; sec. 314(d) of the Public Health Service Act; Title V of the Social Security Act; the Vocational Rehabilitation Act; Title III of the Older Americans Act; Titles I and III of the Juvenile Delinquency Prevention and Control Act; Title XIX of the Social Security Act; Parts B,C,D and E of the Community Mental Health Centers Act; Parts C and D of the Developmental Disabilities Services and Facilities Construction Act; and the Adult Education Act.

The authority should be empowered to act for all Commonwealth agencies whose programs fall within the parameters of

the proposed human services system. Agreements or legislation should provide for waivers of existing agency constraints that would otherwise constitute barriers to such delegation. It is further suggested that the Federal government be asked to designate a single agency to act for all others in administering all Federal funds advanced to the authority.

While an integrated human services system has been often discussed, most of the effort has been focused on integration at the top. Unification of human services should take place where the services are delivered--where the people are. A beginning has already been made in this direction through the establishment of one-stop flood disaster centers. Having brought together many services under one roof, the opportunity now exists to mold them into a more responsive single entity.

The unified human services agency should deliver all services to individuals and families through modular multi-service centers conveniently placed throughout the Wyoming Valley. Each multi-service center should serve a mini-catchment area of from 6,000 to 50,000 people. In the event complete unification of service delivery and administration is not feasible, allied agencies should be required to make their services available within the centers or in reasonable proximity.

The unified human service centers should use a single eligibility criteria and set of forms for income maintenance and all human services. Full or partial payment for services

may be required in accordance with an appropriate fee schedule.

The unified human service centers should be able to prepare a single individualized service plan for all human services to individuals and families and to arrange for their delivery using a common set of forms and procedures. Guidelines for the implementation of this concept may be found in the model of service delivery developed by the American Public Welfare Association for the Delaware County Social Services Demonstration Project; the base service unit of the Community Mental Health Center program; coordinated provision of health services through health maintenance organizations; and the Community Services Administration's framework for social service program and financial planning. Each of these models provides for delivery of a limited range of services. The multi-service centers, however, should provide for the unified delivery of all human services.

In support of the multi-service centers, the Commonwealth's institutional facilities in the Wyoming Valley area should be placed under the direction of the NEW DAY authority. These institutions should be considered as human service campuses. While continuing to be available for their traditional roles, each of these institutions, in discrete portions, could be used to provide a full range of institutional services for mental health and retardation, drug abuse and alcoholism, medical-surgical health care, rehabilitation of juvenile delinquents,

nursing home care and temporary residential care for other persons unable to remain in the community. General hospitals should be included in the human services campus plan.

We recognize that the unification of physical health services will present a particularly difficult problem for the multi-service centers. The traditionally private nature of health services in this country and the problems of bringing together a large number of individual providers into a single system with all other services may be insurmountable in the short time-frame accorded the NEW DAY authority. Should this prove to be the case, it is recommended that the authority establish, in reasonable proximity to the unified human services centers, a series of neighborhood health centers offering comprehensive medical and dental care including preventive and therapeutic care in the home, hospital and clinic. The centers should include such standard services as well-baby programs; family planning; maternity care; tuberculosis, veneral disease and other communicable disease programs; crippled children services; school health services, including multiphasic screening; and home nursing programs.

The neighborhood health centers should provide for the group practice of physicians and allied medical and technical personnel working under one roof, in an ambulatory clinical setting. They should provide comprehensive medical care to the population of one or more mini-catchment areas. The NEW DAY authority should seek an arrangement whereby prepaid care through a health

maintenance organization is possible.

Income maintenance services should be based on the proposal of the Public Assistance Standards Revision Project.[1] This proposal recommends the use of a specified percentage of the net income of average Pennsylvania families by size. It would provide a simplified method for eligibility determination and for uniform grants to comparable size families. It would offer increased accountability and significant administrative cost savings. It could also provide for the issuance of human services eligibility cards to establish the eligibility of people for all other human services.

Application to the Federal government is recommended as a demonstration project for 100% funding of the new method of granting assistance and for development and operation of the unified human service centers.

A single Deputy Chairman should be charged with the responsibility for making whatever structural arrangements and re-assignments of functions among existing agencies which are deemed necessary. The Deputy Chairman should take the following initial steps:

*identify and evaluate all agencies delivering services to individuals and families.

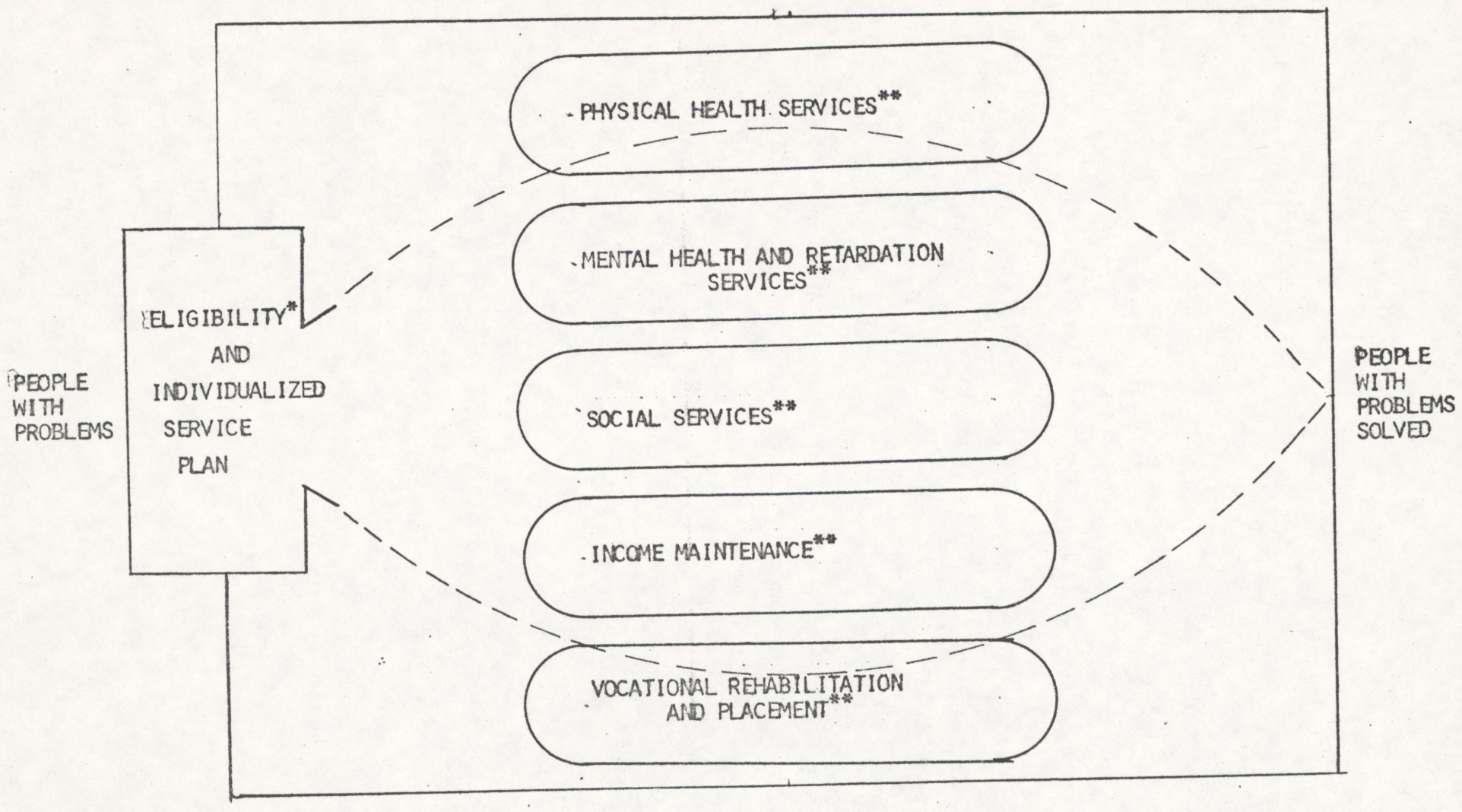
---

[1] Meyer, Peter B., A New Public Assistance Standard for Pennsylvania: A Summary of the Public Assistance Standards Revision Project, Center for Human Services Development, Report #8, The Pennsylvania State University (March, 1972)

*continue and enhance the operation of existing one-stop flood disaster centers to deal with immediate needs.

*develop a system which assures unified delivery of physical health, mental health and retardation, income maintenance, social, vocational, and job placement services.

*develop a single eligibility standard and procedure for all human services to individuals and families.




A MULTI-MODULAR HUMAN SERVICES SYSTEM

*ELIGIBILITY AND INDIVIDUALIZED SERVICE PLAN ARE RESPONSIBILITIES OF UNIFIED NEIGHBORHOOD SERVICE CENTERS SERVING MINI-CATCHMENT AREAS OF 6,000 TO 50,000 PEOPLE.

**SERVICE DELIVERY MAY BE THROUGH A VARIETY OF ARRANGEMENTS INCLUDING DIRECT DELIVERY, CONTRACTED SERVICES, VENDOR PAYMENTS, OR COOPERATIVE AGREEMENTS UNDER THE DIRECTION OF THE SERVICE CENTERS.

CHSD/DWH/72

# CHAPTER III. COMMUNITY-IMPACT: CREATING A VIABLE COMMUNITY

It is recommended that the NEW DAY authority establish five major divisions of responsibility for planning and implementation of community-impact services. They are:

*Physical environment

*Economic development

*Education

*Public Safety and Justice

*Social, Cultural, and Recreational Development

Underlying the foregoing are problems of community psychology which should also be given special attention.

Prerequisite to success of all efforts to rebuild and develop the Wyoming Valley area is the regeneration of community trust and spirit. As Allen H. Barton states:

> "For a community to maintain permanently the extreme generosity and mutual concern of the first few days after a disaster is probably impossible without the extraordinary indoctrination and commitment to utopian goals. But the maintenance of communications about the suffering of others, of social intimacy between people in different positions, and of ideologies and beliefs that emphasize collective responsibility for the welfare of all members of the community might make it possible to achieve permanently higher levels of community solidarity and mutual helpfulness than are normal in most modern societies..." [1]

One important aspect of disaster recovery is to alleviate the serious psychological strain on the community. The extensive destruction left by the flood and the realization of the extent of personal loss and

[1] Community in Disaster, Allen H. Barton, Anchor Books, Doubleday and Co., Inc., Garden City, New York, 1970, p. 305.

property damage to homes and businesses has begun to take its toll on Wyoming Valley residents. Due to the large area and the numbers of people involved in the disaster, the usual pattern of relative helping relative and neighborly cooperation following disasters breaks down.

Furthermore, the length of time between agency promises and delivery on those promises has led to a serious morale problem. The slow tedious recovery and frustrating clean-up efforts following the flood have slowly begun to erode the general pattern of mutual support, generosity and supportive behavior characteristic of the period immediately following the disaster. As one observer puts it, "The solidarity of the emergency period, when human life was at stake, the time horizons of people limited to the next few hours and their aspiration levels limited to bare necessities disappears with the flood waters."[2]

The immediate post-disaster period is a dangerous time. It leaves people wondering when, if ever, their community and their lives will return to normal. Growing doubts begin to develop, depression begins to set in, old jealousies over who gets what grows, and a sense of competitiveness over scarce goods emerges. Interagency jurisdictional disputes and jealousies are spawned as agencies individually seek community recognition for their part in the recovery effort. People begin to speculate about when relief will be on its way. Working and waiting, people lose their patience and willingness to help others.

[2] Ibid. p. 310

Mutual cooperation gives way to tension, distrust, doubt, anxiety, and pessimism. Many begin to wonder whether they have indeed been forgotten. Confusion often exists about what services are available and what exists in the way of relief funds and programs. Many residents, individually and collectively, begin to wonder what the future will bring. Doubt and insecurity often become common. This is a critical time. Positive actions must be taken to restore the people's faith and trust that something will be done and done as quickly as possible.

To alleviate these immediate individual and community psychological problems, community and extra-community coordinated efforts must be made to address the problem of sagging morale. A climate of interagency trust and cooperation must replace doubt and competition. Interagency squabbling and internecine disputes must give way to a sense of altruism and goal achievement.

Specifically, the goal should be to restore and develop a positive and confident community psychological climate that will promote a feeling of mutual concern and support. Concerted disaster recovery efforts must be made to get each community and extra-community agency involved in the Wyoming Valley area to develop plans and programs that will boost the morale of the community; alleviate people's frustrations; assure community residents that something is being done; continue efforts until the community is back to "normal"; and assure the community that they are not forgotten by the rest of the Commonwealth.

An integral part of the NEW DAY authority's operations should be the publication in newspapers and electronic media of accounts and cases

dealing with agency-by-agency progress on what is actually being accomplished in the recovery of the Wyoming Valley area. Statistics could be compiled and publicized on the number of homes cleaned, telephones placed in operation, restaurants and businesses opened, and so on. Human interest stories that emphasize "the collective responsibility for the welfare of all members of the community" could also be presented. This information may lead to a continuing sense of community solidarity and mutual helpfulness.

Residents must be assured of their leaders' sympathy and concern for their suffering. Furthermore, they must be given pledges that recovery efforts will continue and that they will not be forgotten.

Finally, the steady and visible progress toward rebuilding the area will be the most effective means of creating a climate of community trust and spirit.

## Physical Environment

The task of clean-up, removal of rubble, rebuilding and development in major portions of the Wyoming Valley may be greater than that faced in building an entire "new town". What must be torn down and removed must be decided upon and done before new building can occur. One expert's opinion suggests it could take a year and hundreds of skilled inspectors to determine what buildings are fit for occupancy. The most vivid description of the physical conditions in

the area one month after the flood appears in the New York Times July 30, 1972.[1]

> Property damage is estimated at between half a billion and three-quarters of a billion dollars. There is a growing fear that without massive Federal grants the valley will not recover.
>
> . . .
>
> The statistics are numbing. Drownings were few, thanks to adequate warning, but the destruction of factories, homes, possessions, jobs, the hopes and dreams of a lifetime are unparalleled.
>
> "This is the worst I've ever seen," said Francis X. Tobin, the President's Coordinator for the Office of Emergency Preparedness. "People usually rate the severity of a disaster by the number of lives lost. Here only six persons died. But the loss of property was worse than any previous disaster, greater than the Corpus Christi hurricane of 1970 and greater than the San Fernando Valley earthquake of 1971."
>
> Today, the hub of the business district, the Public Square, is surrounded mainly by vacant storefronts. There are a few signs of reviving activity. A newly reopened store advertises a "disaster sale". Around the corner, the Boston Store, the town's biggest department store, has opened its upper floors, but the main floor and the basement stay closed.
>
> Everywhere teams of youths are cleaning the grey slime out of cellars and ground floors. No one in this valley will ever forget the stench. The stale smell pours from the open doors of the big churches on Franklin Street, from the open windows of mansions on River Street. The marble lobbies of the banks on West Market have been purged, but the banks' elevator cages hold the reek.
>
> Clouds of dust from the river's silt rise from the streets. Every day fresh piles of discarded furniture, appliances and momentos line the curbs as housekeepers lose hope of restoring possessions that have been rotted and warped by the flood.

[1] Bigart, Homer, "Wilkes-Barre Dazed a Month After Flood", New York Times, Sunday, July 30, 1972, pp. 1 and 19.

In South Wilkes-Barre and in Kingston, houses torn from their foundations remain abandoned in streets and fields, one of them impaled on a telephone pole. On Charles Street in Wilkes-Barre, two houses lie flattened and two others repose in a crater cut from beneath them when the river broke through a dike nearby on Riverside Drive.

. . .

The cultural resources of the valley were dealt a crippling blow.

. . .

At Wilkes College the damage exceeded $10 million, according to the president, Dr. Francis J. Michelini. The heaviest loss was to the college library, where 53,000 volumes were destroyed, and to the Dorothy Dickson Darte Music Hall.

. . .

King's College, run by the Holy Cross Fathers, counts its loss at $2.5 million to $3 million.

"The library is the nerve center of the college" said the college president, the Rev. Lane Kilburn, "and it is gone." We need outright grants to replace the collections with microfilm."

King's also lost equipment for its chemistry department including a $25,000 Nuclear Magnetic Resonance Spectro Photometer.

Osterhout Free Library, the largest public library in the valley, lost 85,000 books including its reference and circulating library and almost all of its periodicals. Elizabeth Hesser, the librarian, said estimates of damage ranged from $850,000 to $900,000.

Nearly 11,000 of those affected by the flood are 65 years old and over. Some 200 of the elderly are still sleeping in classrooms and halls of G.A.R. High School, the only one of three Wilkes-Barre high schools untouched by the flood. Many of them subsist on welfare and Social Security checks.

They sit idle and morose in the central hallway. The Red Cross has tried to keep them happy by showing them movies at night and bingo games are planned. But there is an air of hopelessness. Many of these elderly will never return to their old neighborhood because their dwellings are damaged beyond repair.

Dr. Edward M. Whalen, staff psychiatrist for the Wilkes-Barre Mental Health Center said the community was beginning to sense the full impact of the tragedy after an initial period of numbing shock for some and for most a grim but engrossing battle for survival.

He had been quoted as saying that the valley faced "a depressing, frustrating, almost ...suicidal period."

The foregoing conditions in no way, however, indicate the enormous voluntary effort that poured into the Wyoming Valley. The Army Corps of Engineers, through use of local contractors, began building up dikes immediately upon recession of the flood waters. The elimination of ponded water beyond the levees, public health problems and general clean-up were priority items for local municipalities, National Guard units from northeastern Pennsylvania were activated to assist in cleaning up public ways of debris and litter. The State Department of Transportation assigned teams of workers and earth moving machinery. The State Department of Environmental Resources designated disposal areas for the dumping of refuse. Hundreds of volunteer fire departments from Maryland, New Jersey and Delaware sent equipment and personnel to assist in pumping out basements and to guard against fires. Hundreds of local and state health officials began inspecting the food supplies in grocery stores and supermarkets to make certain no contaminated goods were sold. Around the clock efforts to re-establish communications were taken by the Bell Telephone Company with the assistance of the Tobyhanna Army Depot. Hundreds of other such examples could be cited. Nevertheless, a coordinated effort to clean up and improve the physical environment is necessary.

The task of deciding which parts of communities will be rebuilt or relocated begins. The future nature of the commercial, manufacturing and industrial base of the area must be decided. The issue of whether higher dikes will be built or the entire flood plain

transformed into a series of parks and recreational areas must be faced.

It is recommended that a Deputy Chairman responsible for physical environmental development be appointed by the Authority. He should, in turn, create planning-action agencies to establish a concerted effort in the areas of clean-up and removal; flood prevention and control; transportation and communications; public utilities; environmental health and land use (including housing, communication, industrial, institutional and recreational). He should require the development in each of the specific areas an overall strategy for both immediate and long-range action.

The Deputy Chairman, under the general direction of the New Day authority, should assure that at least the following steps are taken in each of the specific areas:

*identify and evaluate all agencies performing services.

*correlate current disaster efforts.

*create and implement a short-term plan for dealing with immediate needs.

*document pre-and post-flood conditions; secure pre-flood plans and recommendations; and identify funding and resource possibilities.

*develop an overall strategy for long-range planning and coordinate the resulting plans with those of other Deputy Chairmen.

*proceed with specific planning and implementation.

## ECONOMIC DEVELOPMENT CONSIDERATIONS

Economic development is a most pressing need respecting the maintenance of the political, social, and economic viability of the Wyoming Valley area. This assertion is based on several interrelated factors.

The economic base of the entire area has suffered greatly. There is a deep concern that many of the damaged business concerns will not rebuild in the affected communities. Some businesses may simply fold while others may relocate outside the boundaries of the flooded communities. With the present levels of intercommunity competition for industty, the affected industries would certainly be welcomed by other communities. There are already signs of this competition manifested with respect to flooded industries.

The damage to industries and large wholesale and retail businesses directly affects the individual decisions of people who have depended on these enterprises for employment. Employed people whose homes have been damaged by the flood can relocate within the area and through help from various sources can recover from a disaster. But people who have lost their jobs because of flood damage to businesses or industries may have no choice but to settle in another area unless similar jobs are made available, or housing for jobs created by the attraction of new industries is offered. It should be noted that an effective income maintenance program might prevent the outmigration of the temporarily unemployed <u>if</u> there are optimistic prospects for employment in the future

and if there is little probability they will again be out of work in a few years because of a repeat of this flood disaster. Again, many people fear that the most vital portion of the labor force--those unemployed who are in the 20-35 age range--may be significantly reduced by outmigration. That is, the combined factors generally associated with the younger members of the labor force--immediate financial responsibilities associated with growing families, greater mobility and opportunities, and less developed social and emotional ties with any given community--may lead many of the relatively younger unemployed to seek employment elsewhere and to relocate outside of the flood affected communities.

It is also likely that the severe economic setbacks experienced by so many businesses and families will impact heavily on those economic enterprises which were not directly affected by the high waters. The loss of industrial suppliers, the loss of industrial users of locally produced hardware, and the reduction in the purchasing power among so many of the citizens of these communities is likely to produce many additional business failures, especially among marginal wholesale and retail operations.

Although each of these factors will to some extent characterize the economic situation in the Wyoming Valley for some months, the degree of long-term damage to the economic base of the area will depend on the speed and pattern of economic development. From a psychological point of view, those who were put out of work are looking for jobs for the immediate future but they are also in search of job security. They

may be reluctant to take a job in an enterprise which reopened only after several months of rebuilding may be washed out by another flood in a few years. Owners of damaged businesses may have rebuilding loans available to them but may decide against the additional investment of funds in a business which may again be damaged by floods.

Several types of action might immediately be undertaken to improve the viability of the economically interdependent communities in the Wyoming Valley area. It is essential that high employment industries and larger retail and wholesale businesses which make up a major portion of the employment base be constructed on land where there is no danger from floods. The Authority should design and implement stringent zoning and land use regulations for the area within its jurisdiction requiring that all new business enterprises be located outside the flood plain or within an area protected by new flood control projects. Federal and state governments should make full use of flood control laws to provide incentives (payment for properties at pre-flood value) to encourage existing business to relocate outside the flood plain. In addition, industrial bonds might be sold by the Authority which in combination with the federal flood control aid could approach full "replacement costs" of relocated businesses. The costs of such a program are likely to be less than the total costs which would be likely to occur in a future flood, costs in employment loss, and public outlays in the form of grants and loans to damaged businesses.

Because the flood plain encompasses such large portions of the communities within the Authority's jurisdiction there may well be some

fears that industries might be "zoned out" of some communities and relocated in other communities within the Authority. Some of the communities would be industry-poor while others would be industry-rich.

A policy should be adopted to put such fears to rest. The policy should pursue the economic development of the area in a manner which contributes best to the economic viability of the entire Valley and which overcomes competition among the Authority localities. Such competition would be dysfunctional to the larger economy of the Valley on which the people of all the affected localities depend.

Public monies for rebuilding the economic base of the area should flow through the NEW DAY authority. This will assure a coordinated approach to rebuilding the entire Wyoming Valley area. The Authority should also seek agreements or make arrangements whereby property tax revenues, as they become available, are also integrated into the overall development effort.

One model which could accomplish this objective is the Minneapolis-St. Paul plan for property tax sharing among communities within the entire area from new and relocated businesses. Under this approach all local taxes are combined to provide for the development of the interdependent urban-suburban area. The sharing plan is particularly important for encouraging the economic development in a way which regardless of future jurisdictional arrangements will benefit the citizens of all participating communities. Upon dissolution of the Authority these communities could still continue the plan.

In summary, this statement of economic development considerations proposes that the interdependent economy of the Wyoming Valley communities.

be developed in a manner which precludes future flood devastation to the economic base of the area. It suggests that land use and zoning controls be utilized to prevent the building of new high employment industries and large retail and wholesale enterprises within the flood plain. It suggests that federal and state flood control action along with local industrial bonds might be used as incentives for the relocation of flood damaged businesses to an area outside of the flood plain yet within the flood damaged communities. Finally, the statement outlines a policy which would allow for intercommunity cooperation in the economic development of the Wyoming Valley area which would assure each of the communities a share of the tax benefits derived from economic development. And, of course, the citizens of all of these communities and of the larger area can be expected to benefit from the stronger economic base achieved through the cooperation of these Pennsylvania communities.

## Public Safety And Justice

During this period of emergency following the flood disaster, an assessment must be made of the various administration of justice resources still available to the municipalities within the Wyoming Valley area. These resources include:

.Individual law enforcement buildings, equipment or personnel.
.District magistrates offices, records, and staff.
.Local detention facilities equipment and personnel operated by either local or State Police.
.State Police Troop Headquarters and Barracks facilities, equipment and personnel.
.State and County court buildings, facilities, records and personnel.
.State and County probation and parole buildings, offices, records, and personnel.
.County prosecutors' offices, records and personnel.

Depending upon the administration of justice resources remaining within the flood areas, several alternatives are available to the NEW DAY authority:

### Law Enforcement Services

*Municipalities capable of providing services should continue to do so.
*Municipalities incapable of providing any or all services should contact the State Police Troop Headquarters servicing their area. The State Police Commissioner may make arrangements for redeploying his personnel resources and equipment to provide services. State Police have jurisdiction and authority as peace officers throughout the Commonwealth.
*Municipalities without resources may contract with neighboring municipalities for service.
*Several municipalities without adequate resources or services may decide to merge or consolidate their services. Enabling legislation would be required, unless one or more of the municipalities would agree to accept the responsibilities of budgetary and personnel administration.
*Municipalities within a County may request the county commissioners to authorize the sheriff to coordinate law enforcement services for the county on an interim basis.

*An inter-county subordinate service district may be developed on an area basis.
*State Police may be requested to provide resident troopers for service to particular municipalities upon their request. Under this plan the NEW DAY authority could assume the cost.

Court Services

Present arrangements for arraignment of prisoners may vary from county to county and among municipalities. Contingent upon availability of personnel and other resources, the following alternatives are available:

.Continuing current services.
.Request the President Judge of the County to redeploy district magistrates and their jurisdictional boundaries to meet required services.
.Extend the terms of justices of the peace, whose terms of service are expiring, until the flood emergency is ended.
.Empower contiguous county president judges to operate on an inter-county, or area basis, so they may utilize personnel resources most efficiently.

Institutional Services (corrections)

.Continue current services upon request of county sheriff (responsible for county detention of prisoners), arrange for transfer of prisoners to a State Correctional facility for custody.
.Upon request of a local police or area police agency, the county sheriff may assume responsibility for detention and custody of prisoners taken into custody.
.On an intra-county, or area basis, formal agreements may be developed for area custody of prisoners, with costs shared on an equitable basis; this approach following the philosophy of an area subordinate-service district.

Probation and Parole Services

Probation and parole personnel may be employed by the State Board of Probation and parole or by a county government. Depending upon personnel and resources available, the following alternatives are indicated:

.Continue services, as possible.
.Counties may request the State to assume the additional responsibility of supervising their clientele.
.Counties may enter into formal agreements for area combined services under the area subordinate service philosophy.

The Pennsylvanis State Police, the Pennsylvania Department of Corrections and the Pennsylvania Board of Probation and Parole presently possess authority to provide law enforcement, detention, and probation and parole services on an area or state-wide basis. Insofar as subordinate service districts for law enforcement are concerned, formal agreements among municipalities or special legislation may be required. Such an arrangement is viable and has precedent within Pennsylvania; similar arrangements may be utilized for detention and probation and parole supervision on an inter-county basis.[1]

[1]See Pennsylvania Local Government Foundation, Local Police Cooperation and Consolidation in Pennsylvania, a study prepared for The Governor's Justice Commission (January, 1972) for a discussion of various alternatives and model agreements for Pennsylvania municipalities.

## Social, Cultural, Recreational and Educational Environment

Rebuilding and developing the social, cultural, recreational and educational fabric of the Wyoming Valley communities commands equal if not more attention than the physical-economic environments. Such matters are important in the decisions made by people to remain in the Valley; live, work, and rear their children. A Deputy Chairman should be appointed by the Authority to be responsible for plans and actions with respect to these contexts.

The Deputy Chairman should survey the operational responsibilities and intentions of existing social, cultural and recreational organizations - both secular and religious. Attention should be paid to the possible supporting roles where there are affiliations with national or state organizations. He should determine which groups and organizations have the capability to rebuild their programs. He should assist them in determining specific goals for the post-disaster enhancement of community life. Where necessary, funding from both public and voluntary resources should be made available.

Reconstruction of the educational environment provides an opportunity for review and analysis of existing plans, physical plants, programs, and man power needs in relation to post-flood conditions. The relationship of educational components to other segments of community life should be explored and furthered. In longer terms the educational needs of the entire population should be considered.

## Concluding Comments

This document does not purport to be a plan for the Wyoming Valley area. Such a document should come from agencies and people located in and part of the affected communities. It is rather a suggestion that the task of creating viable communities can be reasonably addressed only by a concerted, unified effort of all parties involved.

The recommendation for a super-regional organization, embodied in the NEW DAY authority, is based on what we believe to be a realistic assessment of the tradition and political culture of the area. It is likely that many individual efforts alone would prove to be too lacking in resources and too fragmentary. Likewise, the remoteness of Federal and state governments must be overcome. The creation of a temporary body which is in a position to focus federal and state efforts and draw together the many individualized local efforts is recommended as the most acceptable arrangement.

INFORMATION COMPILED FROM THE 1970 CENSUS DATA FOR:

LUZERNE COUNTY

AND

WYOMING COUNTY

NUMBER OF FAMILIES BY FAMILY INCOME

NUMBER OF PERSONS 14 YEARS OLD AND OVER WITH INCOME BY: SEX AND TYPE OF INCOME

NUMBER OF EMPLOYED PERSONS 14 YEARS OLD AND OVER BY SEX AND INDUSTRY

Compiled by:

THE CENTER FOR HUMAN SERVICES DEVELOPMENT

INFORMATION COMPILED FROM THE 1970 CENSUS DATA FOR:

LUZERNE COUNTY

AND

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NUMBER OF FAMILIES BY FAMILY INCOME

NUMBER OF PERSONS 14 YEARS OLD AND OVER WITH INCOME BY: SEX AND TYPE OF INCOME

NUMBER OF EMPLOYED PERSONS 14 YEARS OLD AND OVER BY SEX AND INDUSTRY

Compiled by:

THE CENTER FOR HUMAN SERVICES DEVELOPMENT

The 1970 census data can be used to provide an indicator of conditions before the flood. The data contained in this report comprises only a small portion of that which is available for Luzerne and Wyoming counties. More detailed data on housing, employment, family income and other characteristics are available on request from The Center for Human Services Development, College of Human Development, the Pennsylvania State University.

The flood and its aftermath have probably so changed conditions in the Wyoming Valley, it may be appropriate to take a special census to provide accurate information for rebuilding and development.

G05 MINOR CIVIL DIVISION OR CENSUS COUNTY DIVISION. TOTAL WYOMING AND LUZERNE COUNTIES

069 COUNT OF EMPLOYED PERSONS 14 YEARS OLD AND OVER BY: SEX AND INDUSTRY

| | |
|---|---|
| TOTAL: | |
| AGRICULTURE, FORESTRY, AND FISHERIES..... | 1466 |
| MINING | 1885 |
| CONSTRUCTION | 7504 |
| MANUFACTURING, DURABLE GOODS..... | 17360 |
| MANUFACTURING, NON-DURABLE GOODS..... | 36924 |
| TRANSPORTATION..... | 7179 |
| WHOLESALE/RETAIL TRADE. | 24389 |
| FINANCE, INSURANCE AND REAL ESTATE..... | 4479 |
| BUSINESS AND REPAIR SERVICES..... | 2742 |
| PERSONAL SERVICES..... | 3895 |
| ENTERTAINMENT AND RECREATION SERVICES.. | 640 |
| PROFESSIONAL AND RELATED SERVICES..... | 18813 |
| PUBLIC ADMINISTRATION.. | 6048 |
| INDUSTRY NOT REPORTED.. | 9910 |
| MALE: | |
| AGRICULTURE, FORESTRY, AND FISHERIES..... | 1329 |
| MINING..... | 1790 |
| CONSTRUCTION..... | 7206 |
| MANUFACTURING, DURABLE GOODS..... | 13398 |
| MANUFACTURING, NON-DURABLE GOODS..... | 15373 |
| TRANSPORTATION..... | 5948 |
| WHOLESALE/RETAIL TRADE. | 15252 |
| FINANCE, INSURANCE AND REAL ESTATE..... | 2276 |
| BUSINESS AND REPAIR SERVICES..... | 2334 |
| PERSONAL SERVICES..... | 1371 |
| ENTERTAINMENT AND RECREATION SERVICES.. | 414 |
| PROFESSIONAL AND RELATED SERVICES..... | 7617 |
| PUBLIC ADMINISTRATION.. | 4638 |
| INDUSTRY NOT REPORTED.. | 5717 |

| | | TOTAL WYOMING AND LUZERNE COUNTIES |
|---|---|---|
| G05 | MINOR CIVIL DIVISION OR CENSUS COUNTY DIVISION. | |
| 075 | COUNT OF FAMILIES BY: FAMILY INCOME | |
| | UNDER $1,000 (INCLUDES $1 -$999, NONE, AND LOSS). | 2106 |
| | $ 1,000-$1,999..... | 2664 |
| | $ 2,000-$ 2,999..... | 4183 |
| | $ 3,000-$ 3,999..... | 5820 |
| | $ 4,000-$ 4,999..... | 5865 |
| | $ 5,000-$ 5,999..... | 7812 |
| | $ 6,000-$ 6,999..... | 8342 |
| | $ 7,000-$ 7,999..... | 9112 |
| | $ 8,000-$ 8,999..... | 8393 |
| | $ 9,000-$ 9,999..... | 7978 |
| | $10,000-$11,999..... | 12884 |
| | $12,000-$14,999..... | 10149 |
| | $15,000-$24,999..... | 8202 |
| | $25,000-$49,999..... | 1655 |
| | $50,000 AND OVER..... | 470 |
| 081 | COUNT OF PERSONS 14 YRS. OLD AND OVER WITH INCOME | |
| | BY: SEX/TYPE OF INCOME | |
| | MALE: | |
| | WAGE AND SALARY..... | 87575 |
| | NONFARM SELF-EMPLOYMENT | 9455 |
| | FARM SELF-EMPLOYMENT... | 1153 |
| | SOC. SEC. OR RAILROAD RETIREMENT..... | 22189 |
| | PUBLIC ASSISTANCE OR WELFARE PAYMENTS..... | 3236 |
| | ALL OTHER INCOME..... | 33533 |
| | FEMALE: | |
| | WAGE AND SALARY..... | 66950 |
| | NONFARM SELF-EMPLOYMENT | 2431 |
| | FARM SELF-EMPLOYMENT... | 89 |
| | SOC. SEC. OR RAILROAD RETIREMENT..... | 31218 |
| | PUBLIC ASSISTANCE OR WELFARE PAYMENTS..... | 4425 |
| | ALL OTHER INCOME..... | 20834 |

MOORE BUSINESS FORMS, INC. H® FORM 1413 PRINTED IN U.S.A. 20"

| | | TOTAL LUZERNE COUNTY |
|---|---|---|
| G05 | MINOR CIVIL DIVISION OR CENSUS COUNTY DIVISION. | |
| 075 | COUNT OF FAMILIES BY: FAMILY INCOME | |
| | UNDER $1,000 (INCLUDES $1 -$999, NONE, AND LOSS). | 1961 |
| | $ 1,000-$1,999..... | 2501 |
| | $ 2,000-$ 2,999..... | 3911 |
| | $ 3,000-$ 3,999..... | 5554 |
| | $ 4,000-$ 4,999..... | 5500 |
| | $ 5,000-$ 5,999..... | 7410 |
| | $ 6,000-$ 6,999..... | 7892 |
| | $ 7,000-$ 7,999..... | 8658 |
| | $ 8,000-$ 8,999..... | 7941 |
| | $ 9,000-$ 9,999..... | 7646 |
| | $10,000-$11,999..... | 12132 |
| | $12,000-$14,999..... | 9663 |
| | $15,000-$24,999..... | 7808 |
| | $25,000-$49,999..... | 1595 |
| | $50,000 AND OVER..... | 470 |
| 081 | COUNT OF PERSONS 14 YRS. OLD AND OVER WITH INCOME BY: SEX/TYPE OF INCOME | |
| | MALE: | |
| | WAGE AND SALARY..... | 83083 |
| | NONFARM SELF-EMPLOYMENT | 8915 |
| | FARM SELF-EMPLOYMENT... | 738 |
| | SOC. SEC. OR RAILROAD RETIREMENT..... | 21285 |
| | PUBLIC ASSISTANCE OR WELFARE PAYMENTS..... | 3134 |
| | ALL OTHER INCOME..... | 32476 |
| | FEMALE: | |
| | WAGE AND SALARY..... | 64027 |
| | NONFARM SELF-EMPLOYMENT | 2297 |
| | FARM SELF-EMPLOYMENT... | 63 |
| | SOC. SEC. OR RAILROAD RETIREMENT..... | 30005 |
| | PUBLIC ASSISTANCE OR WELFARE PAYMENTS..... | 4208 |
| | ALL OTHER INCOME..... | 20148 |

G05 MINOR CIVIL DIVISION OR CENSUS COUNTY DIVISION. TOTAL LUZERNE COUNTY

069 COUNT OF EMPLOYED PERSONS 14 YEARS OLD AND OVER BY: SEX AND INDUSTRY

| | |
|---|---|
| TOTAL: | |
| AGRICULTURE, FORESTRY, AND FISHERIES..... | 905 |
| MINING | 1816 |
| CONSTRUCTION | 6881 |
| MANUFACTURING, DURABLE GOODS..... | 16783 |
| MANUFACTURING, NON-DURABLE GOODS..... | 35203 |
| TRANSPORTATION..... | 6829 |
| WHOLESALE/RETAIL TRADE. | 23251 |
| FINANCE, INSURANCE AND REAL ESTATE..... | 4297 |
| BUSINESS AND REPAIR SERVICES..... | 2576 |
| PERSONAL SERVICES..... | 3673 |
| ENTERTAINMENT AND RECREATION SERVICES.. | 621 |
| PROFESSIONAL AND RELATED SERVICES..... | 17965 |
| PUBLIC ADMINISTRATION.. | 5877 |
| INDUSTRY NOT REPORTED.. | 9503 |
| MALE: | |
| AGRICULTURE, FORESTRY, AND FISHERIES..... | 796 |
| MINING..... | 1721 |
| CONSTRUCTION..... | 6610 |
| MANUFACTURING, DURABLE GOODS..... | 12923 |
| MANUFACTURING, NON-DURABLE GOODS..... | 14350 |
| TRANSPORTATION..... | 5626 |
| WHOLESALE/RETAIL TRADE. | 14605 |
| FINANCE, INSURANCE AND REAL ESTATE..... | 2202 |
| BUSINESS AND REPAIR SERVICES..... | 2181 |
| PERSONAL SERVICES..... | 1323 |
| ENTERTAINMENT AND RECREATION SERVICES.. | 399 |
| PROFESSIONAL AND RELATED SERVICES..... | 7303 |
| PUBLIC ADMINISTRATION.. | 4517 |
| INDUSTRY NOT REPORTED.. | 5482 |

| | | |
|---|---|---|
| G05 | MINOR CIVIL DIVISION OR CENSUS COUNTY DIVISION. | TOTAL WYOMING COUNTY |
| 075 | COUNT OF FAMILIES BY: FAMILY INCOME | |
| | UNDER $1,000 (INCLUDES $1 -$999, NONE, AND LOSS). | 145 |
| | $ 1,000-$1,999..... | 163 |
| | $ 2,000-$ 2,999..... | 272 |
| | $ 3,000-$ 3,999..... | 266 |
| | $ 4,000-$ 4,999..... | 365 |
| | $ 5,000-$ 5,999..... | 402 |
| | $ 6,000-$ 6,999..... | 450 |
| | $ 7,000-$ 7,999..... | 454 |
| | $ 8,000-$ 8,999..... | 452 |
| | $ 9,000-$ 9,999..... | 332 |
| | $10,000-$11,999..... | 752 |
| | $12,000-$14,999..... | 486 |
| | $15,000-$24,999..... | 394 |
| | $25,000-$49,999..... | 60 |
| | $50,000 AND OVER..... | 0 |
| 081 | COUNT OF PERSONS 14 YRS. OLD AND OVER WITH INCOME BY: SEX/TYPE OF INCOME | |
| | MALE: | |
| | WAGE AND SALARY..... | 4492 |
| | NONFARM SELF-EMPLOYMENT | 640 |
| | FARM SELF-EMPLOYMENT... | 415 |
| | SOC. SEC. OR RAILROAD RETIREMENT..... | 904 |
| | PUBLIC ASSISTANCE OR WELFARE PAYMENTS..... | 102 |
| | ALL OTHER INCOME..... | 1057 |
| | FEMALE: | |
| | WAGE AND SALARY..... | 2923 |
| | NONFARM SELF-EMPLOYMENT | 134 |
| | FARM SELF-EMPLOYMENT... | 26 |
| | SOC. SEC. OR RAILROAD RETIREMENT..... | 1213 |
| | PUBLIC ASSISTANCE OR WELFARE PAYMENTS..... | 217 |
| | ALL OTHER INCOME..... | 686 |

G05 MINOR CIVIL DIVISION OR CENSUS COUNTY DIVISION.

TOTAL WYOMING COUNTY

069 COUNT OF EMPLOYED PERSONS 14 YEARS OLD AND OVER BY: SEX AND INDUSTRY

| | |
|---|---|
| TOTAL: | |
| AGRICULTURE, FORESTRY, AND FISHERIES..... | 561 |
| MINING | 69 |
| CONSTRUCTION | 623 |
| MANUFACTURING, DURABLE GOODS..... | 577 |
| MANUFACTURING, NON-DURABLE GOODS..... | 1721 |
| TRANSPORTATION..... | 350 |
| WHOLESALE/RETAIL TRADE. | 1138 |
| FINANCE, INSURANCE AND REAL ESTATE..... | 182 |
| BUSINESS AND REPAIR SERVICES..... | 166 |
| PERSONAL SERVICES..... | 222 |
| ENTERTAINMENT AND RECREATION SERVICES.. | 19 |
| PROFESSIONAL AND RELATED SERVICES..... | 848 |
| PUBLIC ADMINISTRATION.. | 171 |
| INDUSTRY NOT REPORTED.. | 407 |
| MALE: | |
| AGRICULTURE, FORESTRY, AND FISHERIES..... | 533 |
| MINING..... | 69 |
| CONSTRUCTION..... | 596 |
| MANUFACTURING, DURABLE GOODS..... | 475 |
| MANUFACTURING, NON-DURABLE GOODS..... | 1023 |
| TRANSPORTATION..... | 322 |
| WHOLESALE/RETAIL TRADE. | 647 |
| FINANCE, INSURANCE AND REAL ESTATE..... | 74 |
| BUSINESS AND REPAIR SERVICES..... | 153 |
| PERSONAL SERVICES..... | 48 |
| ENTERTAINMENT AND RECREATION SERVICES.. | 15 |
| PROFESSIONAL AND RELATED SERVICES..... | 314 |
| PUBLIC ADMINISTRATION.. | 121 |
| INDUSTRY NOT REPORTED.. | 235 |

COMMONWEALTH OF PENNSYLVANIA

GOVERNOR'S TASK FORCE ON HUMAN SERVICE ORGANIZATION

# EXECUTIVE STAFF COMMITTEE REPORT ON FUNCTIONS TO BE INCLUDED IN A DEPARTMENT OF HUMAN SERVICES

WE SUBMIT THIS REPORT IN RESPONSE TO A REQUEST OF THE TASK FORCE. THE RECOMMENDATIONS REPRESENT THE CONSIDERED JUDGMENT OF THE ENTIRE EXECUTIVE STAFF COMMITTEE.

IT IS THE OPINION OF THE EXECUTIVE STAFF COMMITTEE THAT THESE RECOMMENDATIONS ARE ONLY PRELIMINARY AND SUGGESTIVE. IN-DEPTH STUDIES AND CONSIDERATION OF ALL HUMAN SERVICES PROGRAMS OF THE COMMONWEALTH IN THE CONTEXT OF DELIVERY SYSTEM MODELS SHOULD OCCUR BEFORE FINAL DECISIONS ARE MADE ON WHICH SERVICES ARE BEST PROVIDED TO THE PEOPLE OF PENNSYLVANIA THROUGH A UNIFIED DEPARTMENT OF HUMAN SERVICES.

PREPARED BY:

EXECUTIVE STAFF COMMITTEE
SEPTEMBER 10, 1970

EXCERPTED FROM 'HUMAN SERVICES': A REPORT TO THE GOVERNOR OF PENNSYLVANIA BY THE TASK FORCE ON HUMAN SERVICES - OCTOBER, 1970

(A) PRELIMINARY STAFF RECOMMENDATIONS FOR INCLUSION IN A DEPARTMENT OF HUMAN SERVICES

| PRESENT PROGRAM | DEPARTMENT | STAFF COMMENTS |
|---|---|---|
| *Community Vaccination Project | Health | |
| *Venereal Disease Control | Health | |
| *Communicable Diseases | Health | |
| *T.B. Control | Health | State operation of inpatient TB hospital is obsolete, and can be phased out according to a five-year Department of Health Plan. |
| *Dental Health | Health | |
| *Alcoholism Studies and Rehabilitation | Health | The Department of Education has involvement here as well. |
| *Chronic Diseases | Health | |
| *Maternal and Child Health | Health | |
| *Crippled Children | Health | |
| *School Health | Health | Welfare, Health and Education now have inputs to this program; this should be considered in the implementation plan. |
| *Migrant Health | Health | Labor and Industry has some responsibility; DPW has Day Care and Child Welfare; Education has Educational program. Further study of programs in this area should be made to determine linkages between agencies. |
| *Physical Therapy | Health | A study should be conducted of the relationships to Special Education in Department of Education; Labor and Industry has a program at Johnstown; DPW mental hospitals, state schools, restoration centers and general hospitals have aspects of this program. |
| *Emergency Health Services; Injury Prevention and Control | Health | |

(Continued)



(A) PRELIMINARY STAFF RECOMMENDATIONS FOR INCLUSION IN A DEPARTMENT OF HUMAN SERVICES

| PRESENT PROGRAM | DEPARTMENT | STAFF COMMENTS |
|---|---|---|
| *Comprehensive Health Planning | Health | Includes Environmental Health. Some consideration should be given to placing this function in the Governor's Office. If a Department of Environmental Resources is established, linkages should be explicit and authority clear. |
| *Medicare | Health | |
| *Vital Statistics | Health | |
| *Nutrition Programs | Health | These Department of Health programs should be interrelated with the school lunch and surplus commodity food programs. |
| *Occupational Health Problems | Health | Linkages to Labor and Industry programs should be studied. |
| *Food Protection | Health | Further study should be made of relationship with Department of Agriculture programs. |
| *Medical Assistance | Public Welfare | |
| *MH/MR Community Programs | Public Welfare | |
| *Mental Hospitals | Public Welfare | Should Department of Education have responsibility for supervision and/or financing of Educational Programs? Should Bureau of Vocational Rehabilitation have responsibility for supervision and/or financing of vocational programs? Further study is recommended. |
| *Restoration Centers | Public Welfare | The Soldiers and Sailors Home, presently under Department of Military Affairs should also be included. |
| *Youth Development Centers | Public Welfare | Educational programs are now contracted with local school districts. Vocational Rehabilitation should provide services also. |

(Continued)

(A) PRELIMINARY STAFF RECOMMENDATIONS FOR INCLUSION IN A DEPARTMENT OF HUMAN SERVICES

| PRESENT PROGRAM | DEPARTMENT | STAFF COMMENTS |
|---|---|---|
| *Youth Forestry Camps | Public Welfare | Educational programs are now contracted with local school districts. Vocational Rehabilitation should provide services also. |
| *Youth Development Day Treatment Centers | Public Welfare | |
| *Services to the Aging | Public Welfare | |
| *Services to Children and Youth - Family and Child Welfare | Public Welfare | Should study responsibility of Department of Education for supervision and/or financing of Educational programs. |
| *Remedial Eye Care | Public Welfare | |
| *Blind Pensions | Public Welfare | Should consider discontinuing separate pensions for the blind. Veterans blind pensions in Military Affairs should be included as well in this program. |
| *Prevention of Blindness | Public Welfare | Medical aspects should be in Human Services; Labor and Industry should have Industrial and Occupational Safety. |
| *Home Teaching for the Blind | Public Welfare | Further study recommended to determine if program should be responsibility of Department of Education. |
| *General Assistance<br>Old Age Assistance<br>Aid to Dependent Children<br>Aid to the Disabled | Public Welfare | These programs encompass both income maintenance and a variety of social service programs. The Federal government may assume responsibility for income maintenance grants if the Family Assistance Plan is adopted. |
| *Food Stamps | Public Welfare | |
| *State General Hospitals | Public Welfare | State operation should be discontinued. |

(Continued)

(A) PRELIMINARY STAFF RECOMMENDATIONS FOR INCLUSION IN A DEPARTMENT OF HUMAN SERVICES

| PRESENT PROGRAM | DEPARTMENT | STAFF COMMENTS |
|---|---|---|
| *Work Training (New Careers, WIN, Commonwealth Careers, etc.) | Public Welfare | These are "in-service" programs in DPW facilities and should be included in Human Services. A study should be made to determine the necessary input from the Department of Education vo-tech program, and L. & I. training and placement components. |
| *Licensing, Inspection and Consultation | Public Welfare | All licensing and inspection functions should be studied to determine the need for (1) possible location in one unit; or (2) better coordination. |
| *Veterans Blind Pension | Mil. Aff. | |
| *Soldiers and Sailors Home | Mil. Aff. | |
| *Surplus Commodities | P. and S. | |

SUMMARY OF THE PROPOSED ALLIED SERVICES ACT OF 1972

SUMMARY OF THE PROPOSED "ALLIED SERVICES ACT OF 1972"

The proposed "Allied Services Act of 1972" is intended to encourage States and localities to coordinate the provision of human services to individuals and families which will assist them in attaining the greatest feasible degree of personal independence and economic self-sufficiency, or which will prevent individuals and families from becoming increasingly dependent upon public and private programs for both financial support and personal care.

The Act would define various key terms For instance, the term "human services" includes any services provided to achieve or maintain personal and economic independence. The "coordinated provision of services", means the provision of human services needed by individuals and families, in such a way as to (1) facilitate access to and use of the services, (2) improve the effectiveness of the services, and (3) use service resources more efficiently and with minimal duplication. These definitions help to restate the goals of the Act in clear terms—to lessen dependency through more effective service delivery.

Title I of the bill provides authority for the Secretary to make various types of project grants which may be needed by States and localities to plan and develop the capacity for the coordinated provision of services. There is also authority to provide technical assistance for planning or implementing a specific coordinated services program. Also, the Secretary is given authority to evaluate, directly or by grant or contract, the programs established under this Act. In addition to any salary and expense money he may wish to devote to evaluation, the Secretary may also use for this purpose amounts not in excess of 1% of the amounts appropriated to carry out the Act.

Title II describes the State and local allied services programs contemplated under this Act. Section 201(a) describes the steps which must be taken by the Governor as conditions precedent to the submission of a State allied services plan. First, he must divide the State into service areas (within which human services programs will be coordinated), after taking into consideration factors such as the distribution throughout the State of service needs and service resources, the boundaries of planning areas or areas for the delivery of individual service programs, and the location of units of general purpose local government.

In the process of delineating service areas, he must inform units of general purpose local government of his plans and consider their comments and recommendations. The service areas should conform, to the extent found practicable by him, to any other areas within the State established for the planning or administration of human services programs. Second, he must determine, after consultation with the various public and private service agencies, whether a local allied services plan will be developed for any given service area. In the event that it is, then the Governor designates a local agency to take the lead in developing and assuring implementation of the local plan. Third, the Governor must designate a State agency which is under his direction and which will have responsibility for developing a State allied services plan incorporating local plans and implementing the State plan.

Section 201(b) provides that to be designated as described above, a local agency must be an office or agency of a unit of general purpose local government (or combination of such units) which has been chosen to act in this capacity by the chief elected official (or officials) of the unit (or units), or of a public or nonprofit private agency (which, for this purpose, is under the direction of the designated State agency), which can plan for and provide a broad range of human services, and must give assurance, satisfactory to the Governor, that it has the necessary ability to develop and carry out the local plan. The Governor may designate a public or nonprofit agency, other than an office or agency chosen by a unit (or units) of general purpose local government, only if he finds that there is no such office or agency which has the capacity to carry out a local allied services plan.

The local allied services plan must be approved by the State agency and incorporated into the State plan before any of the forms of Federal assistance described below can accrue. The local plan must specify the agencies and organizations which have agreed to participate in the coordination effort, describe the service needs and resources within the service area, enumerate the programs to be included under the plan, and provide reasonable assurance that progress will be made in coordinating the provision of services. This assurance is to be provided by describing the specific functions and services to be coordinated, the benefits to individuals, and the administrative efficiencies to be achieved by the coordination.

It is the intent of this bill to have the active and continuous involvement of voluntary organizations, client groups, service consumers, and local social service providers in the planning and administrative processes of the program. Therefore, to ensure the program's responsiveness to the particular needs of each community, each plan must be accompanied by assurances that interested agencies, organizations, and individuals were afforded the opportunity to comment upon the plan prior to its submission to the State agency and will have an effective channel through which their views can be known with respect to the ongoing administration of the plan.

Section 202(a) prescribes the requirements applicable to a State allied services plan. An approvable plan must, (1) through a brief summary of the incorporated local plans, describe the current status of the coordinated provision of services, and the steps which will be taken to achieve a greater degree of human services coordination, (2) provide assurance that under each local plan services under the assistance titles of the Social Security Act will be coordinated with services under: any other three human services programs, any other HEW supported programs which the Secretary may specify, and any other such programs, regardless of whether they are receiving Federal support, which the State may desire to include, and (3) provide that the State agency will provide any other relevant information which the Secretary may request.

Subsection (b) directs that an opportunity to review and comment upon a State plan submitted for approval be afforded to the head of any Federal department or agency which is extending assistance to a program included within that plan.

Subsection (c) directs the Secretary to approve a State plan if he finds that: (1) the Governor has complied with the preliminary organizational requirements prescribed in section 201, (2) the plan meets all the specified requirements, and (3) the plan is designed to accomplish the purposes of the Act to achieve expansion of its coverage to other services and other service areas on a reasonable basis.

Subsection (d) provides certain penalties if the Secretary finds failure to comply substantially with the provisions of an approved State plan (or included local plan). He may in his discretion apply these penalties to the entire State plan or only those parts of the State or local plan or service areas affected by the noncompliance. In such instances, the subsection would provide: no Federal planning funds may be consolidated or intermingled with other such funds for human services planning, no Federal funds may be transferred among programs, no requirements may be waived, and no further payments or grants may be made (in the fiscal year for which the plan is approved) for so long as the failure to comply continues.

Section 203 describes the various types of Federal assistance which become available upon approval of a State allied services plan. Four types of assistance are available:

First, authority would be given both the Secretary and State and local governments with allied services plans to consolidate planning funds extended by the Department of Health, Education, and Welfare. Thus, the Secretary may make a single, consolidated grant of HEW funds available for planning for or under any program included in the approved State or local allied services plan. As a corollary, a State or a unit of general purpose local government, with an approved allied services plan, may use planning funds provided, by the Department of Health, Education, and Welfare and available for any program included in its plan, for planning in connection with the provision of human services under any included program.

Second, a State or local agency with an approved plan may transfer up to 25% of the Federal assistance available for use under any HEW-assisted program included in the plan to be expended in carrying out any other included programs. Assistance transferred under this authority carries with it the matching rate established under the program for which it was originally appropriated, so that no incentive to transfer will be created merely by disparities in matching rates which exist among the included programs.

The transfer authority does not apply, however, to the open-ended assistance programs under the Social Security Act, or to assistance provided under title I of the Elementary and Secondary Education Act (consistent with the Administration's special education revenue sharing bill).

Third, the Secretary is authorized to waive requirements of Statewideness, single or specified State or local agency, or technical or administrative requirements imposed in connection with any included program which, at the Federal level, is administered by the Secretary and which the State or local agency certifies impedes implementation of its allied services plan. Thus, it would not affect the basic protections provided by the Civil Rights Act of 1964 or any other generally applicable legislation; nor would it apply to programs administered by other Federal departments or agencies.

Finally, the Secretary may make discretionary grants to meet costs of planning or preparing to carry out allied services plans, or to meet the administrative costs of coordination under a State or local plan, which cannot be met from other available funds. The State must indicate how it plans to allocate the funds applied for among the various designated local agencies with approved plans. These grants are not to be used to meet the non-Federal share requirements of any Federally-assisted program and may not be made to any State for more than two years except where the Secretary finds it is necessary to enable the State to carry out a significant expansion of its allied services plan.

Section 204 provides joint funding author-

ity. It is almost identical to that contained in the juvenile delinquency law, the Economic Opportunity Act, the Older Americans Act, and the Law Enforcement Assistance Act. It goes somewhat further than those statutes in two respects: (1) it would permit joint funding of several grants made by the same agency, and (2) it would permit waiver of technical grant or contract requirements imposed by statute as well as by regulation.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the bill introduced by Mr. BENNETT and others, the Allied Services Act, be referred to the Committee on Labor and Public Welfare and that if and when it should be reported by that committee, it be referred to the Committee on Finance.

The ACTING PRESIDENT pro tempore. Without objection, it is so ordered.

END

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# DISTRICT FOCUS

Economic Development Council of Northeastern Pennsylvania
P.O. Box 777, Avoca, Pennsylvania 18641

# Council Releases State of the Region Report

In its first annual "State of the Region" report, EDCNP reviews the region's status in the areas of the economy, community development, housing, local government, and education and human resource development. The report scans the region's progress over the periods 1952-62 and 1962-72. It also looks forward to potential developments in the benchmark years 1976, the U.S. Bicentennial year, and 2000. Excerpts from the report are included in this issue.

## The Economy

The region, on the whole, seems to have weathered the 1969-71 period of quite modest national economic growth relatively well. As the area has become more economically diversified, it tends to mirror national trends rather than to amplify them.

Employment and Industry

Total average employment declined slightly (339,000 to 336,000) and unemployment averaged near to or above the six percent level in Lackawanna, Luzerne, Carbon and Schuylkill Counties. While regional unemployment was at its highest levels since the early sixties both employment and the labor force resumed their growth in the third and fourth quarters, and unemployment dropped markedly. Employment in the non-manufacturing (service) industries gained during the year while manufacturing employment declined.

Employment, labor force, and population growth are expected to resume as the national economy grows. Industrial development should be spurred by higher capital spending increases now planned (according to recent national surveys), by lower interest rates of the Pennsylvania Industrial Development Authority (PIDA), and by 1971 amendments to the PIDA enabling laws and the Industrial Revenue Bond and Mortgage Program.

Previously limited to "industrial" development, funds will now be available for financing pollution control facilities, commercial development, and certain tourism and recreation facilities. Also, the interest rate on PIDA loans to industry was lowered from two percent to seven-eights of one precent.

(An EDCNP study in progress will develop a list of 20 manufacturing industries, as well as service industries, suited to the area. All will be selected on the basis of upgrading employment opportunities and building an industrial base for continuing improvement.)

Retailing

In retail trade activity, published data indicated that most of the gain in dollar terms reflected increased prices, leaving little or no gain in real (constant-dollar) terms.

Tourism, Banking and Other Services

Tourism, the area's number two "export" industry, remained relatively strong during 1971. Most resorts maintained a moderately high level of activity, despite the slow economy. A recent study for the Appalachian Regional Commission projects that Pocono tourism will grow from an estimated 29.2 million visitor days in 1970 to 44.5 million days in 1985. Land development is strong throughout the area--industrial parks, residential areas, and commercial facilities are strong components of this overall development. The 1976 Bicentennial is also seen by some as an incentive and a target for planning and development, especially with the obvious impact on tourism.

Banking activity, as indicated by growth in time and savings deposits, gained in 1971. Service industries, in general, outperformed other sectors, keeping local unemployment below national levels much of the time.

Housing

Lower lending rates, greater credit availability, federal housing programs and greater activity by "rapid" (systems) housing producers--all these resulted in greater production of new housing in the area during 1971.

Population

Data for the 1960's on labor force trends and other indicators suggest that northeastern Pennsylvania continued to experience a yearly decline until the middle of the decade, but that the region's population generally increased for the remainder of the decade, though at a rate insufficient to offset the earlier decline. All independent studies of northeastern Pennsylvania point to substantial future population growth.

## Community Development and Housing

Northeastern Pennsylvania has benefited greatly from the use of federal funds from the Appalachian Regional Commission, the Department of Housing and Urban Development, and other agencies together with local and State resources.

Appalachian Development Program Benefits to Area

Congress has appropriated over $1.3 billion to the Appalachian Regional Development Program since 1965. By December 1971, over $31 million had been allocated in support of 73 northeastern Pennsylvania projects.

During calendar year 1971 alone, the Appalachian Regional Commission authorized over $4 million in support of 15 new community facilities projects--responding to the recommendations of the Board of Directors and staff of EDCNP.

EDCNP Serves First Year as Regional Clearinghouse for Federal Projects

A milestone of 1971 for EDCNP was designation by the Governor as the "regional clearinghouse" to review and comment on applications for funds as part of the Project Notification and Review System under 106 federal programs. A summary of projects reviewed is indicative of major trends in the region.

Sewage collection and treatment projects were the most common category. Twenty-five such projects from 16 separate sewer authorities (estimated at $55 million) were reviewed. Another large group of projects was in housing. Eleven housing project applications were submitted to the Department of Housing and Urban Development (under Sections 236 and 221 (D) 4 of the National Housing Act). These projects would cost over $30 million and contribute over 2,000 new units to the housing supply of the seven-county region. EDCNP estimates it will review more than 200 PNRS project applications in 1972.

Housing

In 1970, there were about 317,000 dwelling units in the seven counties of northeastern Pennsylvania, compared to 305,000 in 1960. This implies an increase of four percent compared to a nine percent increase during the decade for the State as a whole.

Since outmigration trends appear to have reversed themselves in 1960-1970, a tremendous need for new housing is becoming apparent. The scope of the total housing need is further aggravated by the lag of new construction during past decades. The need for moderately priced housing is especially pronounced for those whose incomes are too high to qualify for public housing and yet too low to find adequate housing in the current private market of the region.

Industrialized housing may prove to be the antidote in the moderate-cost housing market. Factory-produced housing provides a major saving in on-site construction costs, but, overall, is not significantly less expensive than "stick-built" homes. This may change in the future. It has been estimated that by 1980 industrialized housing will be the major housing resource in the United States, constituting perhaps 75 percent of

State of the Region continued