

The Allegheny Conference on Community Development
for Pittsburgh, Pennsylvania

John David Weidlein '48

Submitted to the Department of Politics at Princeton University
in partial fulfillment of the requirements for the
Degree of Bachelor of Arts

May 1, 1950

Parking Authority

A problem common to cities and towns of almost any size in the United States is automobile congestion. The automobile was first a blessing to urban areas bringing outlying areas close to the business and shopping centers, but as its use increased the resulting congestion signaled the decline of such centers. The traffic and parking bottlenecks which have been discussed and argued in all cities are especially severe in Pittsburgh. Pittsburgh, led by the Allegheny Conference, has now passed the discussion stage and has acted on its problem.

The geography of Pittsburgh right away lends itself to congestion. The heart of the city is situated in a triangle bordered by water and backed by hills with a network of bridges and tunnels pouring traffic into its 330 acre area. As the city grew there was a singular lack of planning or foresight and the result was an unintegrated and narrow street system fit for horses and buggies.

When the Allegheny Conference undertook its original study for a total community development program the parking problem was recognized in its true bearing on Pittsburgh's rejuvenation. Therefore, upon the request of the Conference, the Pittsburgh Regional Planning Association undertook an extensive study in 1945 and 1946 of traffic conditions in downtown Pittsburgh.

The findings of this report are peculiar to Pittsburgh but relative to all cities.

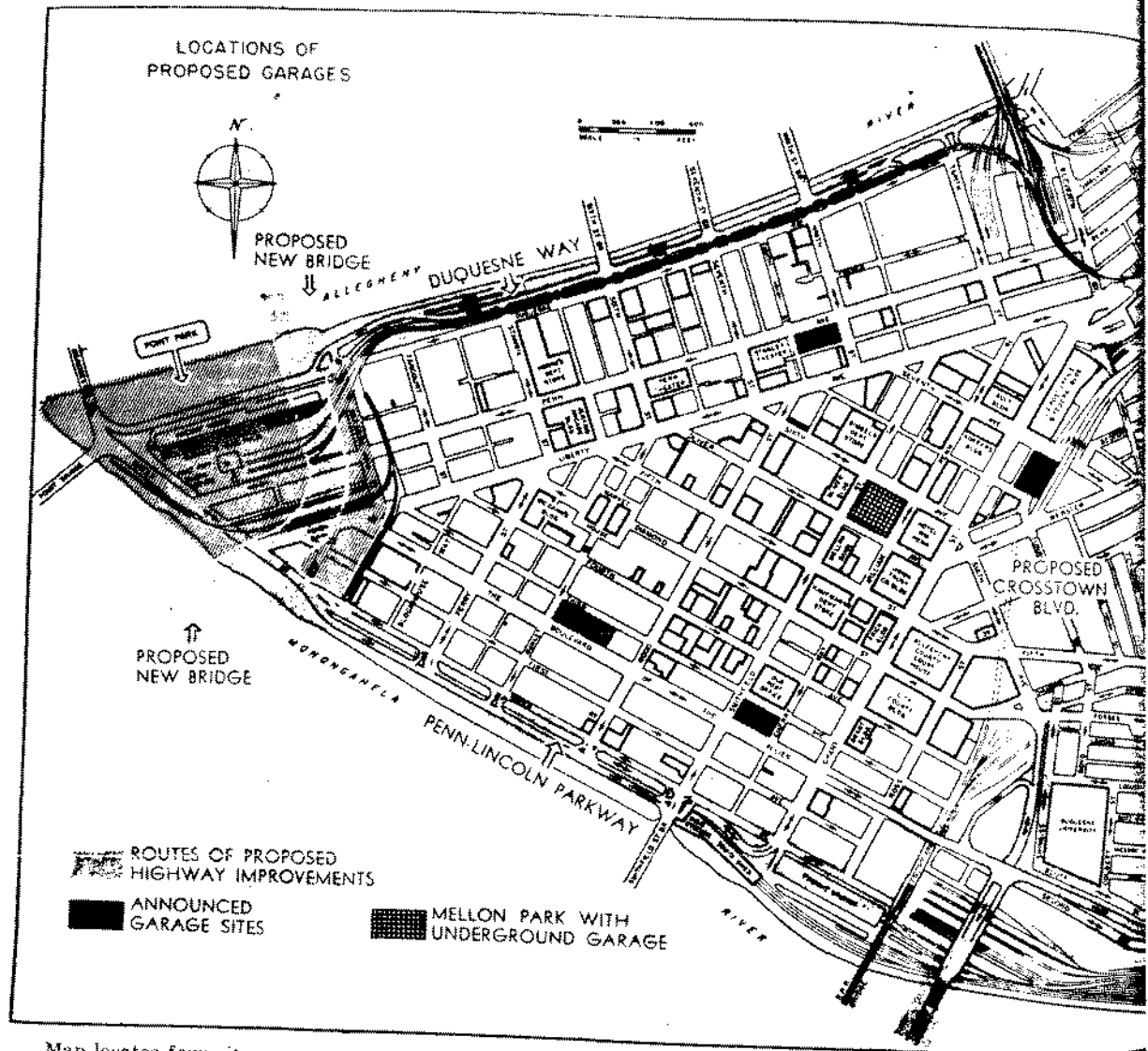
In its report to the Allegheny Conference the Planning Commission noted the trends taking place in Pittsburgh due to traffic congestion. People had been moving farther and farther away from the downtown area to suburban homes. Once the people had moved to outlying districts they were more inclined to use their cars instead of public transportation and thereby increased the traffic problem. Also the number of automobiles in use was growing every year. The congestion caused by curb parking and the excess of automobiles made public transportation slower and slower thereby driving even more people to cars or outlying shopping areas. As the traffic problem grew in the downtown district less people cared to buck the tide. Between 1927 and 1942 there was a drop of 49,000 in the total number of persons who entered the central business district daily to shop or transact business.¹ The economic pinch was being felt by the retailers. In addition the City of Pittsburgh was also feeling the pinch, because during the same period assessed valuations for tax purposes in the downtown dropped \$97,667,000.²

1. The San Francisco Examiner, December 4, 1947.

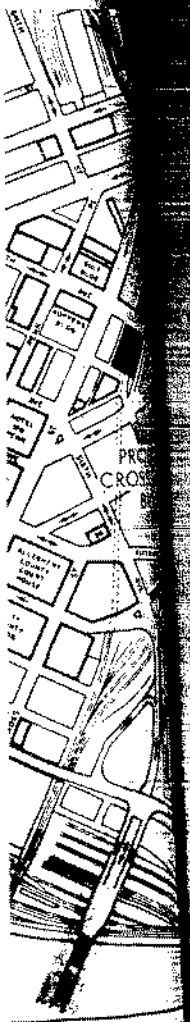
2. Ibid.

THE PITTSBURGH POST-GAZETTE

SUNDAY, MAY 29, 1949



Map locates four sites announced Saturday. Garages, plus property, will cost \$1,500,000 and holds 1,947 cars.



The reason was clear that shoppers were turning to outlying stores and decentralization was setting in. For Pittsburgh, the cars clogging the streets were cruising around looking for a place to park. The conclusion was reached in 1945 that the city needed 22,500 parking places. This figure is now placed at 35,900.¹ To meet this tremendous need was too large a job to expect from private enterprise. Moreover if the parking problem was to be met efficiently the facilities must be scientifically located and centrally operated to accomplish their purpose. Public ownership was clearly indicated.

The Regional Planning Association's report concluded that the solution to Pittsburgh's parking problem would be to set up a Parking Authority to meet the situation by building and operating the needed facilities. When the Allegheny Conference received the report and reviewed the plans of the Association it acted on them by writing the necessary enabling legislation into the "Pittsburgh Package." The State Legislature passed this in June 1947. A month later the City Council established the Pittsburgh Parking Authority and the Mayor appointed a five man Board shortly afterward. This was the first such

1. The Pittsburgh Post-Gazette, May 29, 1949.

authority in the United States.¹

The reasoning behind setting up such a governmental body as the Authority is based on the principle that facilities for off-street parking are an extension of the street system and that the providing of these facilities is a public responsibility.²

"It is folly to provide free flowing highways without at the same time providing terminals for the flow."³

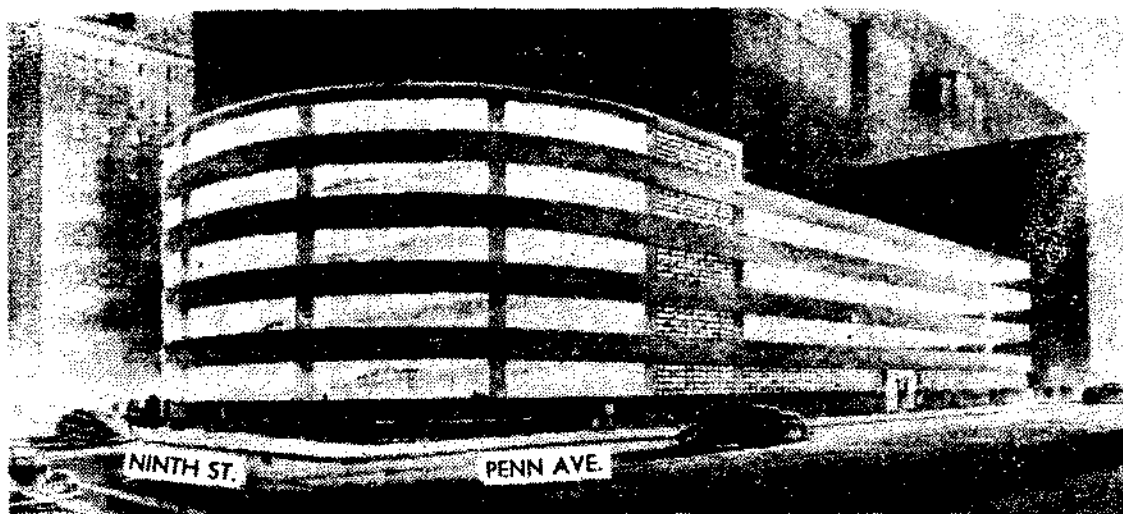
The Authority was chartered as a quasi-public corporation. It has the power to acquire property by exercising its power of eminent domain and it may sell bonds to finance construction. The total cost of the program is estimated at \$36,000,000 which could be repaid in thirty years from garage revenues. The advantage of this system is that neither the bond margin nor the credit of the City is involved and users pay for the operation and liquidation of the facility. The sites chosen for the garages will not be taxed by the city but instead the Authority will pay the city a fixed annual rental estimated at eighty percent of the lost tax revenue.⁴ The restoration of property values resulting from the proper location of the garages will more than offset the loss of taxes and the \$100,000 income from parking meters which the city also turned over to the

1. Pittsburgh Renascent, The Architectural Forum, November 1949, p. 70.

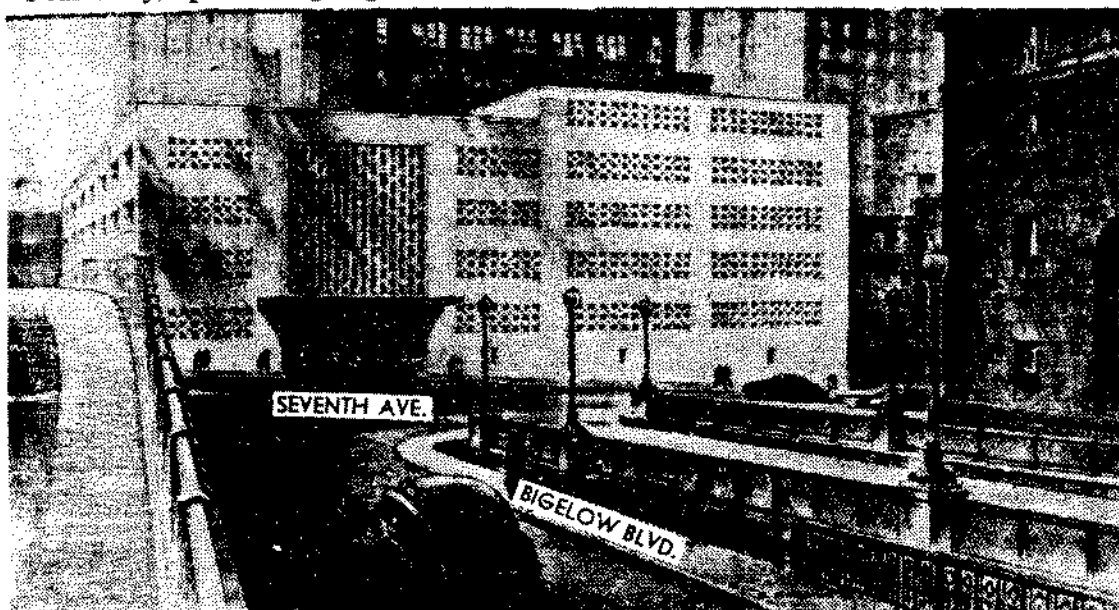
2. Martin, P. H., address, April 1948.

3. The San Francisco Examiner, December 4, 1947.

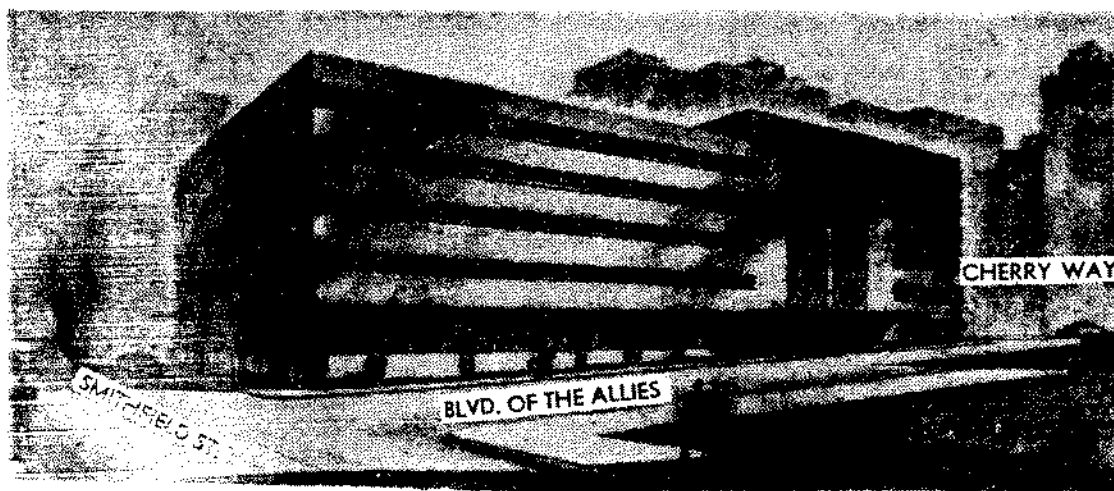
4. Ibid.



Four-story, open-deck garage at Penn avenue and Ninth street. Cost, \$1,234,560.



Four-story parking unit at Seventh avenue and Bigelow will cost \$974,750.



Garage at Boulevard of the Allies and Smithfield street, will cost \$1,202,720.

Authority. The law creating the Authority strictly prohibits any expansion into sideline business such as automobile repair or the selling of gasoline, nor may it acquire by condemnation any private parking facility. These limitations were placed on the Authority as a result of an effort by garage operators to stop the State enabling legislation. The private parking facilities will, however, be brought into the general scheme by an ordinance calling for the licensing and regulation of such garages so that they will serve as units in the over-all parking system.

As soon as the Parking Authority was authorized the wheels were set in motion. One of the first acts was to create a Technical Advisory Committee to handle details because the citizen Board could neither supply the specific knowledge nor the full time. Mr. Park H. Martin, executive secretary of the Allegheny Conference, serves as its head. In October, 1947 the City loaned the Parking Authority \$75,000 to carry out its preliminary work. In December of the same year the Authority retained a consulting engineering firm to study the economic aspects of the program and make a site location study. Firm ground under the Authority was assured in May, 1948 when the State Supreme Court upheld the constitutionality of the enabling act which permitted its creation.¹ At the same time

1. Progress Report on Civic Program for the Pittsburgh District, p. 7

arrangements were being made with financial houses to issue the bonds.

The total program called for thirty-two strategically placed garages and lots to be acquired or built over a period of years. These facilities are divided into two categories; seventeen short-time units and fifteen all-day parking units. The differentiation will be made by sharply rising time-prices. The short-time (3 hours) units are designed for shoppers and will be located close to retail stores.¹ The all-day units are for business people who drive to work and will be placed on the perimeter of the Pittsburgh "triangle."

The initial building program which will soon be under way consists of five units costing \$4,500,000. Four units will be of modern multi-level design and the fifth located under a block square park.

This action represents a concrete beginning for the Authority. It is an incentive to carry the program out to its conclusion and a credit to the citizens committees who have worked so hard for the program's realization.

1. Op. Cit., Architectural Forum, November 1949.

Industrial-Economic Research Program

A major contribution to the future of Pittsburgh is being made by the Allegheny Conference's Industrial-Economic Research Program. The program was developed by the research staff of the Conference with the advice of economists and industrial research experts from the local universities and corporations. The scope of this survey, to be of real value, was extended beyond Allegheny County to three of its neighbors, Beaver, Washington, and Westmoreland Counties. This area comprises the Pittsburgh Industrial District, all of which is industrially interrelated. The purpose of the study is to acquire authentic knowledge of the impact of the last war on the district's economy, to learn of peacetime expansion plans, and to realize the problems facing industry in the area. Industrial production and employment is often overlooked in community planning and development. "Community planning concerns people; people live where they have jobs."¹ The knowledge gained by this work gives an assurance to future plans for industrial expansion as well as an insight into the present capacities of the area.

The intensive research program undertaken by the Conference is typical of the way it first gets to the bottom of

1. Martin, P. H., address, April, 1948.

the matter. Such a program, however, is merely a preliminary to the more important task of building a more tangible program for site development and to expand and diversify the districts industries.¹ To be successful it must provide data that can be followed up by other agencies because, "a survey, being an inventory is as worthless as a merchant's inventory if it is left on the shelf. The merchant who progresses---sells his goods!"²

Out of a wide variety of subjects to choose from the Conference began to study the industrial district from a basic pattern, to be approached from a factual basis giving specific facts and figures which an industry may consult when considering expansion or new location. The basic outline had six points.

1. Can existing industries be expanded or new industries developed to utilize more fully the assets of the area and products of its major industries? If so what are these industries?
2. What new diversified industries are indicated as being best suited to this area having the best chance of success?
3. What is happening in the fields of major industries that may result in advantages or disadvantages to the area?
4. What types of industry are leaving or not expanding in Pittsburgh, and why?

1. Allegheny Conference Digest, June 1947, p. 5.

2. Field, A.M., An Outline for a Community Industrial Development Program, American Industrial Development Council, 1946, p. 2.

5. What is the comparative freight rate situation of Pittsburgh in relation to its market areas, especially in view of recent rate changes?
6. What products are needlessly and perhaps uneconomically being shipped out for assembly or further fabrication?¹

In order to gain information which it was not able to gather itself, the Conference joined with the Pittsburgh Chamber of Commerce to retain the Econometric Institute of New York to make a more technical survey of industry in the Pittsburgh district. At the same time, in 1946, the Conference began to secure information on the district's industrial pattern and economic potentialities. Three key answers were first sought in relation to Pittsburgh and the war effort--how much government financed expansion was designed solely for wartime use; to what extent would private enterprise acquire the war facilities and convert them to peacetime production, and how will the transfer to private enterprise be managed?² This study showed that, of the half-billion dollar expenditure by the government in the area during the war, over fifty percent went into the expansion of the steel industry. There was no real problem of converting to peace-time use but the lack of new industry in the area was cause for concern.

1. Proposed Industrial-Economic Research Program, Allegheny Conference on Community Development, Feb. 3, 1947.

2. New York Times, July 13, 1947.

The next step of the Conference in 1947 was to begin its industrial inventory of the four-county area. In order to gain support and full cooperation, the project was given wide publicity and explanatory material sent out, after which a questionnaire seeking basic information was sent to 1400 manufacturing concerns.¹ The questions were very detailed and of a confidential nature. The unqualified support of industry in returning the questionnaire attested to their faith in the Conference's work. The information gathered concerned the topics of materials and fuels, labor force, productive capacity of plant, transportation, markets for finished goods and by-products, and future plans.²

From the information gained by the canvass the Conference and its economic advisors went to work and produced to date four bulletins for general release. The first, Expansion of Manufacturing and Employment, covered Allegheny County and the Four-County area, in two parts. The second treated Diversification in the Four-County Area. The third covered the Quality and Adequacy of the Water Supply for Industrial Purposes, and the fourth, Comparisons in the Industrial Pattern of the Pittsburgh Area.

1. Executive Director's Report, Third Annual Meeting, Allegheny Conference, Sept. 16, 1947.

2. Inventory of the Four-County Area, questionnaire

In addition to these bulletins the research staff completed several other studies. These included a complete inventory of products manufactured in the area, the factors influencing the location of a work-clothing industry there, and an analysis of existing information used to determine labor-management relations in industrial areas. Two concerned immediate problems created by the smoke control program. These were a study of domestic requirements for solid fuel in the city and county, and a market survey of the county for a coal-burning smokeless stove.¹

When the original Conference Committee on Industrial Sites made its report in 1946, it recommended the establishment of an industrial development agency to assume responsibility for a program of site development and industrial growth. Following this recommendation when the time was ripe, the Conference established the Pittsburgh Industrial Development Council in September 1947.² This organization carries on the work for which all the basic research on the industrial district was done. It deals in positive terms of action in promoting the district. However, the Conference research staff does not remain idle after giving birth to this new organization. It will continue to make surveys

1. Progress Report on the Civic Program for the Pittsburgh District, p. 16.

2. Ibid., p. 16.

and reports, and provide information at the request of the Pittsburgh Industrial Development Council or any other organization.

The Allegheny Conference men saw a gap in Pittsburgh's over-all development program, undertook the fundamental research to determine the City's needs, and then filled the gap with a competent organization to carry on the job.

Housing

Pittsburgh and Allegheny County in 1950 are faced with the same housing problem which exists in every metropolitan area throughout the nation, only on a far more serious scale than most. A housing deficiency existed in Pittsburgh before the First World War; it was acute before the Second World War, and it was desperate at the war's end when the national problem hit with full force. Since the war no fundamental change in housing conditions has taken place.

Housing is strategically involved in the over-all community development program of the Allegheny Conference. Because of the magnitude of the problem it can be argued that it is best to concentrate first on putting the region on a sound economic basis and then to worry about housing. This cannot be done. Increasing employment opportunities create an even greater demand on housing, while if the housing conditions do not improve an outmigration will take place thereby shrinking purchasing power and the basis for taxation in the city. Furthermore inadequate housing may prevent new industries from locating in the area. The problems must be met simultaneously.¹

1. Executive Directors Report, Allegheny Conference, Sept. 16, 1947.

The total housing needs as of January 1, 1949 in Pittsburgh were 18,000 units and 51,000 in Allegheny County. The rehabilitation need was 45,000 for the city and 82,000 for the county.¹ In the immediate post-war period private builders were faced with the general shortages of material, labor difficulties and high costs. As a result only 5,000 units were built from 1945 to 1947, less than half the combined public and private building accomplished in 1939. Even if builders could have built more, income conditions decreed that demand could not match the need. Even though the amount of building has increased since 1947, the basic ills have not been touched. All new construction was on vacant land and no slums were cleared; the trend toward the suburbs continued at an even faster pace. Low income housing was not touched at all and frequently the housing was out of reach of the middle income groups. It was estimated by the Conference that a \$10,000 house excludes 71-73 percent of all families from the market. Furthermore nothing has been done about improving existing housing, 5 percent of which is now considered unfit for human use.²

When the Allegheny Conference came into existence it realized that housing would be one of its major problems. It also realized that a solution to the problem was a

1. Summary and Recommendations of a Housing Program for Pittsburgh and Allegheny County, Allegheny Conference, January, 1949.

2. Ibid., p. 1

long term proposition, especially in Pittsburgh. The first act of the Conference in 1946 was to take a complete inventory of the needs in county-wide housing. Following this, in 1947, the Conference undertook a pilot study for the benefit of both housing and the Urban Redevelopment Authority which it had set up in 1946. This study of an eighty acre blighted area was concerned with street pattern, population density, range of existing housing, cost of new housing, rents required at prevailing price levels, and write-down cost of land values.¹ The results of these two studies gave the Conference a basic appreciation of the situation and a point from which to begin formulating a program to meet it.

The formulation of an adequate program has taken time, however, because of the complexity of the housing problem and gaps which existed in the laws. The legal difficulties were attacked first. A whole new field of capital was opened up in May, 1947 when the State Legislature amended the Insurance Act to permit insurance companies to invest in real estate and housing in Pennsylvania. In July, 1947 the City of Pittsburgh modernized its old building code to allow builders a much greater freedom from restriction. As a result of State enabling legislation, the County Plan-

1. Martink Park H., address, April 1948.

ning Commission now exercises broader powers in reviewing and approving lot subdivision plans in suburban areas.¹ Pittsburgh had possessed an archaic tax structure which derived eighty percent of the revenue from real estate thereby making private investment in that field extremely risky.² This drawback was remedied in the passage of the "Pittsburgh Package" which allowed for the general broadening of the City and School District tax base, meaning that real estate rates will remain at a favorable level.

In March 1948 the Urban Redevelopment Authority requested the Conference to set up a citizen's housing group to coordinate the efforts of various agencies in the community, both public and private, toward the development of more adequate housing. The Executive Committee of the Conference took up this suggestion and for a year weighed the problems involved and determined what such a group should be and do. The need for centralized authority was obvious in order to effect the measures suggested for improving the housing situation.

"In its present divided and uncoordinated organization the local housing industry is hardly in a position to overcome the severe difficulties which prevent a more efficient and economical operation of the industry. If an improvement should be achieved gradually, the building industry, in

1. Progress Report, Allegheny Conference, p. 12.

2. Fortune Magazine, Pittsburgh's New Powers, Feb. 1947, p. 186.

all its parts, needs a more stable and broader market in order to develop and maintain a steadier flow of construction. Unsteadiness of production is one of the reasons for high costs. However, to broaden the market, costs, prices, and rents must be reduced; but actions limited to one or a few selected member groups will never succeed in bringing about a more adequate supply of housing. The only alternative to subsidies is a sincere attempt to modernize and to stabilize the local housing industry in all its branches, by a cooperative effort of the industry itself, initiated and supported by the community whose future depends upon an efficient housing industry, just as the existence of this industry rests upon the welfare of the community."¹

In March, 1949, the Allegheny Conference sponsored the establishment of the United Housing Council. Members serve on the Council as individuals but are representative of the housing industry, public officials concerned with housing, and interested citizens.

As set forth by the Conference the purposes of the United Housing Council are as follows:

- (1) The development of methods of housing financing to encourage the enlargement of the housing supply through insurance companies, cooperatives, corporations, F. H. A., and loans.
- (2) The improvement of housing construction and the reduction of construction costs through research in cost analysis, methods and materials, building codes, and trade practices.
- (3) To consider matters of public policy in the interest of advancing an adequate housing program which involves building regulations by local political subdivisions, municipal improvements, zoning, the tax structure, and public housing.

1. Nurnberg, Max, Summary and Recommendations of a Housing Program for Pittsburgh and Allegheny County, Allegheny Conference, Jan. 1949.

- (4) To engage in long and short term research to carry out the program as a whole
- (5) To do all things necessary to facilitate a housing program.¹

It is too soon, in 1950, to expect any revolutionary achievements by the United Housing Council. The housing picture in Pittsburgh while still faced with rising costs and other difficulties improved greatly in the last half of 1949. An Economy Housing Drive was conducted in the home building industry with dubious results. Two acts of legislation were passed which helped the situation. The State of Pennsylvania for the first time adopted a redevelopment and housing program allocating over two millions to Allegheny County. The Federal Housing Act providing for loans and subsidies for urban redevelopment will bring \$3,500,000 into the county.

The United Housing Council has found that in the area of low-rent housing there is no better solution than public housing. It is trying to initiate a program in this field for 1950.²

The housing front is probably the most difficult problem the Allegheny Conference has to face. However, the problem has been faced cautiously and thoroughly. All basic

1. Organization for Over-all Housing Group, Allegheny Conference.

2. Newsletter, a Review of 1949 and Prospects for 1950, United Housing Council, Allegheny Conference, Jan. 1950.

and related factors were closely considered first, and then after further investigation into the ways and means of implementing their decisions, the Conference set up the United Housing Council. The future of this organization only indicates success.

Terrace Village public housing project crowns hill top above drab dwellings in valley. The city needs more housing.



Urban Redevelopment Authority
and Triangle Redevelopment

Closely allied to the housing program is the Pittsburgh Urban Redevelopment Authority which was established by the Allegheny Conference in November 1946 under the provisions of the State Urban Redevelopment Acts of 1945. The specific job of this Authority is to recapture blighted areas for commercial and industrial use. It may take such land by condemnation which it cannot buy at a fair price. As an aid to industry the Redevelopment Authority has already proved its worth. It kept the Jones and Laughlin Steel Company's expansion program in Pittsburgh by acquiring sixty blighted housing acres next to its mills for the new building.¹ The Authority is also concerning itself with redevelopment of blighted residential areas and large scale housing projects.

The project for which the Urban Redevelopment Authority has received the most recognition, however, is the triangle redevelopment. As a rule metropolitan areas grow old from the center outward, and Pittsburgh is no exception. At the junction which forms the Ohio River, the "golden triangle" has become a shambles of blight and decay at its worst. "The city was born at the junction of its rivers. Now it will be reborn there."²

1. Architectural Forum, Nov. 1949, p. 60.

2. Pittsburgh: Challenge and Response, Allegheny Conference Brochure, 1948.

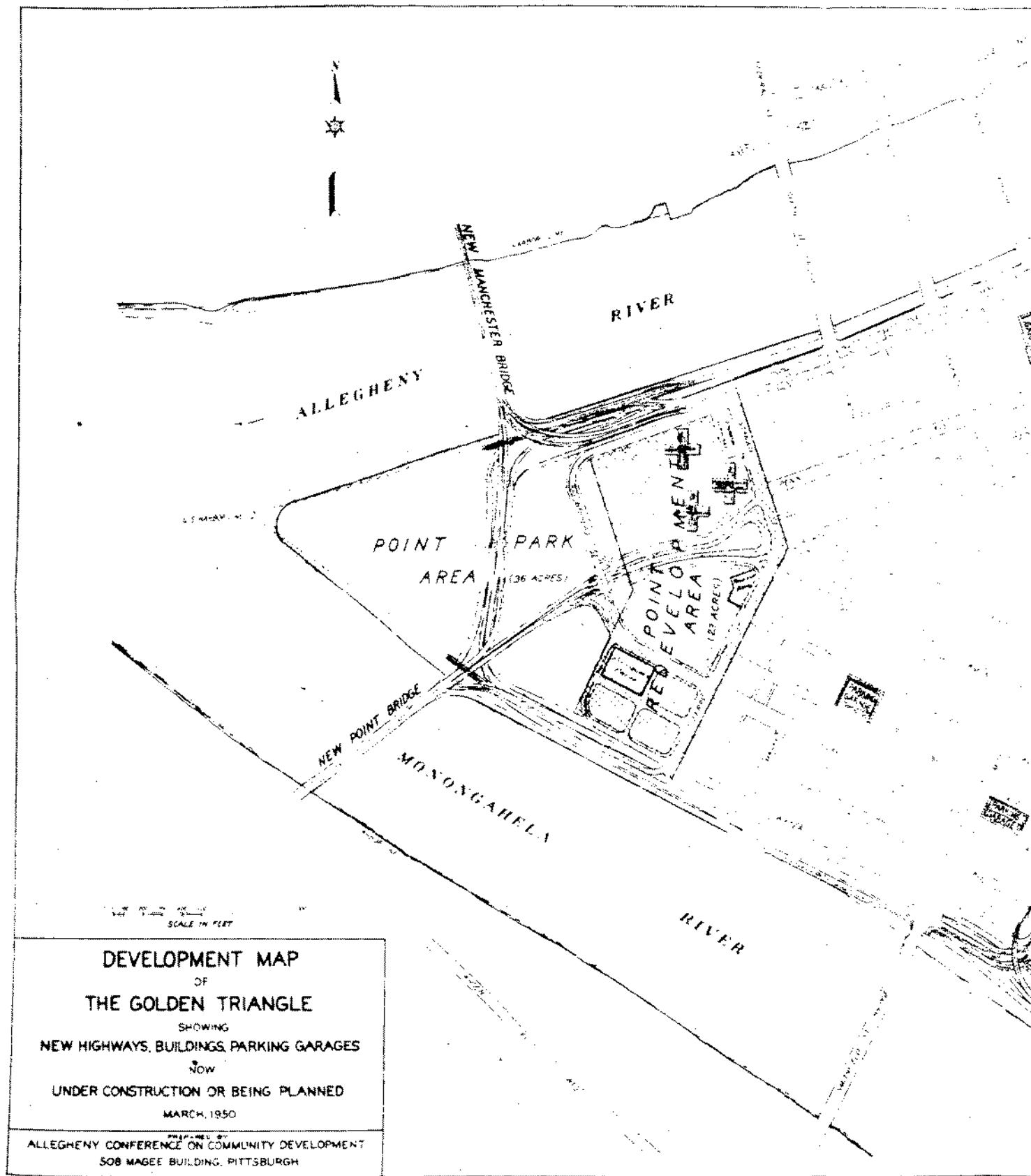
The action which preceded this large scale redevelopment was the decision by the State to materially aid the Allegheny Conference in creating a 36 acre park at the tip of the triangle. As the plans for the park took form it was realized that more blighted area would not make a very effective backdrop for the park. The idea was generated to get somebody to develop the adjoining property, and the Urban Redevelopment Authority was created to get the land for somebody to develop. Since the Insurance Act had just been amended to permit insurance companies to invest in real estate in Pennsylvania, that source of investment was approached. The Equitable Life Assurance Society was found willing and plans were started to erect apartment houses in twenty-three adjoining acres. The area was found unsuitable for this type of development, though, and the finished plan calls for nine office buildings.

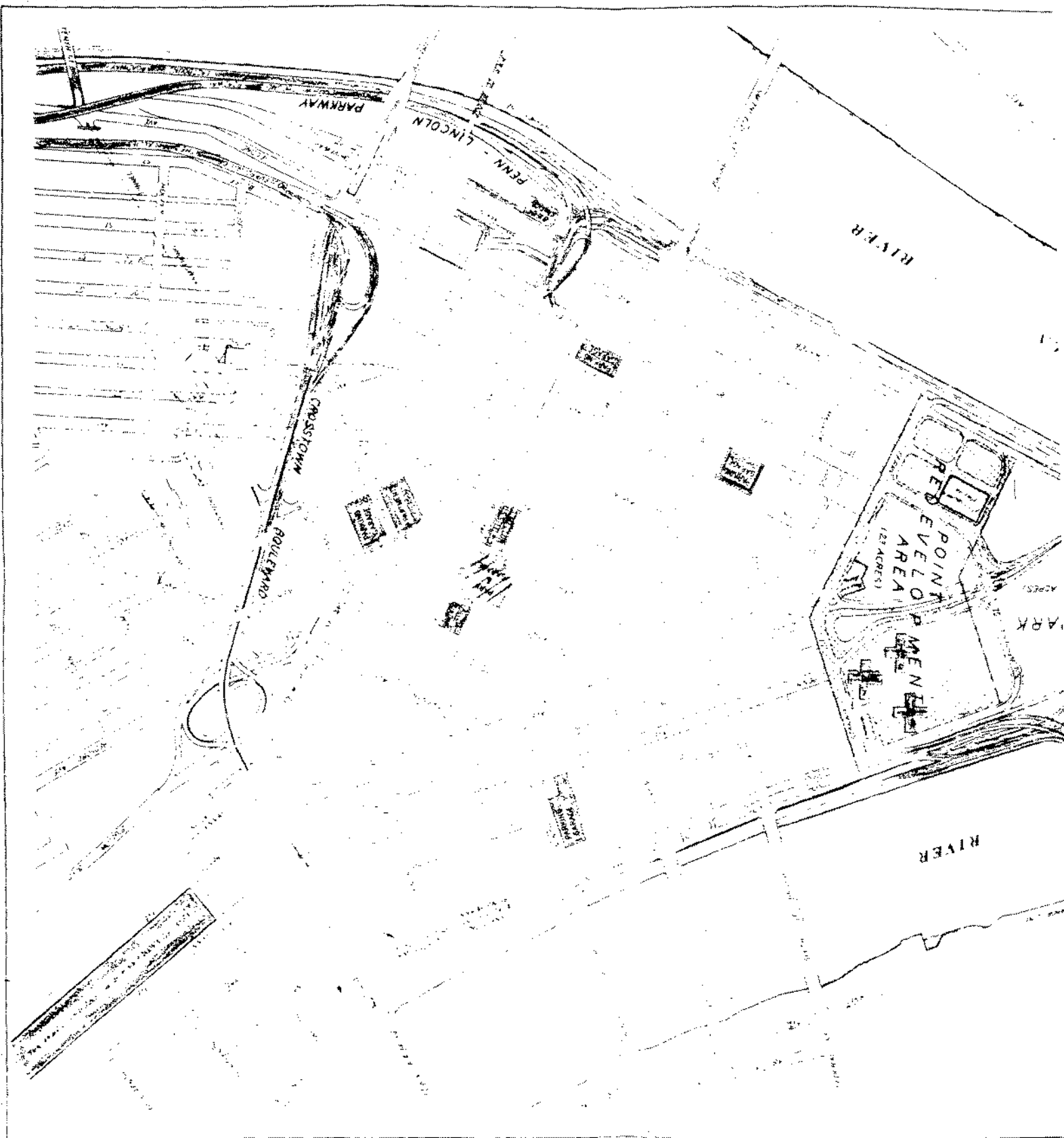
What this development will do for land value in the business district is incalculable. It will certainly put a brake on the \$10,000,000 a year loss in assessed valuation which the district has been suffering since 1936.¹

While the project had progressed in 1950 to the point where all the land has been acquired and demolition is under

1. Stalley, M., address, May 3, 1948.

way a legal problem has arisen. The Pittsburgh Authority has been challenged and a similar situation has occurred in New York. The question is, can an authority take from private enterprise by eminent domain and give to another private enterprise for redevelopment? The final decision is a serious matter for the future of redevelopment authorities.





Traffic Congestion

Pittsburgh, Allegheny County, the State of Pennsylvania and the Federal Government have joined in a large program to rebuild the highway system through the city. It involves the expenditure of many millions of dollars and the most important aspect is the Penn-Lincoln Parkway which will carry the Pennsylvania Turnpike through the heart of the city to the new Greater Pittsburgh Airport west of Pittsburgh. This phase was made possible by an amendment to the State Limited Access Highway Act which changed the law on condemnation of land in cities so that the State may now condemn its right-of-way, thus relieving the city of consequential damages. The Amendment was passed as part of the "Pittsburgh Package" in 1947. The position of the Allegheny Conference in the highway improvement program is as a mediator for the various components of government involved. A high degree of cooperation has been achieved on every level.

In order to provide a more unified program representing the total public interest regarding mass transportation, the Allegheny Conference in 1947 recommended the establishment of a public agency to be concerned with this problem. Enabling legislation was secured in 1947 and the County Transit and Traffic Commission was formed in the same year.¹ In Alle-

1. Martin, P. H., address, April 1948, p. 13.

gheny County there are forty independent bus companies operating over 150 different routes, one street railway company, and the railroads with overlapping and uncoordinated service.¹

The Conference itself initiated the task of making an exhaustive study of mass transportation in the region so that the subject could be better related to the other studies being made on housing, urban redevelopment and highways. The Conference joined with the Pittsburgh Regional Planning Association and the Pennsylvania Economy League to carry out this work.

1. Martin, P. H., address, April 1948, p. 14.

Other Projects

It has been shown in detail just how the Allegheny Conference operates in various fields of community development and the progress that has been made in these endeavors. While the cited examples are probably more urgent, the Conference has also been carrying on other projects just as important to the total development of the region.

In conjunction with the state-wide war on polluted waters the Conference supported the establishment of the Allegheny County Sanitary Authority to eliminate the discharge of raw sewage and industrial waste into the streams and rivers. This Authority will finance, construct and operate a county-wide system of sewage treatment. Pure streams will not only be of value to health and recreation but also to water-using industry.¹ The Conference is also working for a county-wide refuse disposal program.

In the City of Pittsburgh the Conference has sponsored an extensive clean-up campaign in a joint effort with the Chamber of Commerce and the Civic Club of Allegheny County. A permanent organization called "Pa Pitt's Partners" is carrying out the program which has won Pittsburgh national honors.

The field of health, recreation, and welfare had not been neglected by the Conference in its effort to make Pittsburgh

1. Progress Report, p. 5.

ticians or private citizens, but the problem is the same. The people must be educated to accept and support measures involved in a development program. "What actually happens in community planning and, to no less extent, government is that the majority of the people must approve or disapprove a project, a policy, or a legislative measure. But the actual drafting or planning of a program is the result of the work of a few. It does, however, require understanding and approval of the programs on the part of the public."¹

The Allegheny Conference maintains a permanent public relations officer plus a citizen's committee for the same purpose. All the usual means of the trade are used--radio, newspapers, and publications. Besides these, however, the Conference by virtue of its vigorous membership from a broad background, can exert strong influence where they might otherwise not be felt as quickly.

1. Martin, P. H., address, April 1948.

CHAPTER V.

The first questions a person from outside the Pittsburgh-Allegheny County region might ask on hearing of the advances in community development there are: how can my community benefit by them, and can the Allegheny Conference methods help us? The answer from Pittsburgh is, yes, the Allegheny Conference plan may be successful in other areas, but first you must help yourselves.

Pittsburgh offers no panacea for other cities' ills. While the region is proud of its achievements no attempt has been made to recommend its formula for adoption in other urban areas. However, success brings attention and as a result Pittsburgh has been showered with inquiries and delegations from all over the nation and world concerned with the whole or parts of its program for rejuvenation. Its research in a wide variety of fields, especially smoke abatement, has been very useful in other communities. In regard to the smoke program over two hundred other communities as far away as Manchester, England have consulted the Pittsburgh plan and such cities as Los Angeles, Philadelphia, and New York have sent men to study the progress on the spot.¹

1. Wall Street Journal, July 17, 1948.

There is no "new" formula for community development in Pittsburgh. The only facet of the Allegheny Conference's work which might be called new in planning is its emphasis on the human values in civic development. Otherwise, the mechanics of planning have been outlined and written about many times before and are to be found easily with a minimum of research on the subject. Pittsburgh can add facts to this store of knowledge and through a continuing experience can point the way to valid approaches to the problems of a community development program which it is more than willing to share with others for what it is worth to them.

The greatest value of the Pittsburgh renaissance is that it may teach by example what can happen in an old city fraught with all the ills of modern urbanism and which had pretty well been given up for lost. Frank Lloyd Wright had said of Pittsburgh, "It'd be cheaper to abandon it!" The means of implementing a civic program are secondary to the spirit needed to initiate them and carry them through to a conclusion. That a city in such a predicament as Pittsburgh has been able to do this should provide hope to other communities. Older industrial cities dare not take notice of what is happening in Pittsburgh, and newer ones should beware and set their houses in order lest they find themselves in a similar condition in the future.

The Pittsburgh region and the Allegheny Conference have no monopoly of ideas concerning civic planning. The same work may be accomplished through official channels or citizen's organizations. Citizen organizations may take several forms. They may be an association of unrestricted membership representative of the metropolitan area with special committees, they may be a semi-official body consisting of representatives of other civic agencies, or they may be a combination of these or other factors.¹

How are other cities meeting metropolitan problems similar to those in Pittsburgh? The general scheme of meeting these problems is fairly common throughout the country. Planning organizations of one sort or another have become increasingly popular since the turn of the century with periodic bursts of energy reflected after the two World Wars. The International City Manager's Association conducted a poll of 870 cities in 1944 and found that two-thirds of them were actively preparing to meet post-war problems. Only six of the ninety-two cities of more than 100,000 pop-

1. Action for Cities, a Guide for Community Planning, Public Administration Service, No. 86, 1943.

ulation did not have a regular or a post-war planning agency or both.¹

The number of citizen planning groups have been increasing greatly in recent years. The lay citizen has become greatly interested in metropolitan planning where many units of local government make for confusion and lack of coordination.² The American Planning and Civic Association in its 1949 report on citizens organizations in America found them to be generally similar. Memberships vary from fifty members in smaller communities up to one, two, or three thousand in large metropolitan areas. Most organizations maintain memberships of individuals, organizations and business with a few including local government agencies. Five cities reported the Council form of organization but most of these secure support from some existing organization or group of individuals. The Executive Committees and Boards of Directors are drawn principally from the business community with a few professional men and educators, and practically no women. Budgets range up to \$75,000 and when paid staffs exist they vary from ten to fifteen persons with liberal use of volunteers. Financial support comes mainly from business supple-

1. Selected Items from the Urban Reference, Princeton University Bureau of Urban Research, Vol. 3-5, 1944-1946.

2. National Municipal Review, Dec. 1949, p. 571.

mented by individual memberships and contributions, with a few grants or appropriations from municipal and county governments. There is a fair unanimity of purpose concentrated on research, information, education, promotion, and legislation if needed, and there is also a growing tendency to cover metropolitan districts or regions. These are the general characteristics of citizens organizations in the United States.

What are the more specific ones, and how are they meeting common metropolitan problems?

In Cleveland, Ohio the principal organization is the City Planning Commission. It is composed of six unpaid members. Under the Planning Commission are two equal branches, the Advisory Committee and the Coordinating Board. The Advisory Committee is a citizen body to keep the Planning Commission in touch with the public. It is composed of fifty members representing civic, professional, labor, and business groups concerned with planning. This committee works through subcommittees on special subjects such as Urban Rehabilitation, Parking and Recreation. The Coordinating Board represents official agencies rather than citizen groups. It consists of City Department Directors and representatives of the Transit Board, Board of Education and government agen-

cies up to the federal level. This Board allows City officials to participate in the general planning whose details they will later be called upon to carry out.

The Cleveland City Planning Commission is a general planning agency. Its function is to advise the City Council and the Administration on planning matters and let them carry the details. The Commission depends upon the Council for its funds and upon the Administration for assistance in different phases of planning. Cleveland believes that if planning is to be successful it must be an integral part of the City Government.¹

Planning in Los Angeles, California is even more integrated into government than in Cleveland. In this city there is a regular Department of Planning. The policy formation of the Department is done by the City Planning Commission, consisting mainly of private citizens. The policies are carried out by the Director of Planning, who also sits on the Commission, and by his departmental administrators. In such matters as zoning the Department not only writes the laws but also enforces them. An additional factor in Los Angeles planning is the Coordinating Board. It is made up of city officials, planners, and the Mayor. This Board

1. Annual Report of the Cleveland City Planning Commission, 1943.

provides an opportunity for the Mayor, the Director of Planning, and the participating department heads through general discussion to become better acquainted with the plans of each department and to integrate and coordinate all municipal improvements.¹ The examples of Los Angeles and Cleveland represent an extreme in coordination of citizen and governmental planning.

Citizens organizations active in planning are becoming more and more preoccupied with regional aspects even transcending the county and state. The great success of the New York Port Authority in this last respect has sparked this movement. Following this trend is the Metropolitan Plan Association of St. Louis, Mo., whose purpose is the plan development of the Missouri-Illinois Metropolitan St. Louis area, the Greater Philadelphia-South Jersey Council representing nine counties of the Philadelphia metropolitan area, and the Southern California Planning Congress.²

The overlapping of defined regions and their respective planning agencies often makes it necessary to combine for greater efficiency. This is true in the San Francisco Bay area where there are nine county and fifty city planning

1. Accomplishments, City Planning Commission, Los Angeles, 1946 and 1948.

2. National Municipal Review, Dec. 1949, p. 572.

commissions. The Bay Area Council is now acting as a coordinator and clearing house for planning ideas on area development, carrying out this work through the Bay Area Planning Technicians Committee. The Bay Area Council is necessarily large consisting of 500 individuals, 100 organizations, 200 businesses, and 100 miscellaneous. The Board of Directors numbers 100 and because of its size policy is delegated to the Executive Committee of 25 which includes nine county Vice-Presidents.¹ San Francisco proper also has its own citizen organization in the Planning and Housing Association which is interested mainly in information, education, and planned promotion of civic projects.

The influence of regional thinking has led many communities to urge City-County consolidation. This is not a new concept as it is already in effect in some localities but it is being reconsidered more seriously now. Both Philadelphia and Pittsburgh are leaning towards this solution of the metropolitan problem.² Atlanta wants to extend its city limits well into Fulton County and regroup local government functions.³

In the case of citizens organizations which are independent of government there seems to be a strong influence over

1. National Municipal Review, Dec. 1949, p. 572.

2. Ibid., p. 573.

3. Report of Local Government Commission of Fulton County, Ga., Jan. 1950.

them from existing organizations and business. In Syracuse the Civic Development Committee has a broad base but its Coordinating Board consists of representatives of 21 key organizations and its staff is the City Planning Commission. The Toledo Regional Planning Association has no membership; only a directorate from 65 organizations. The same was true of the Louisville Area Development Association until it merged completely into the Chamber of Commerce. This trend is evident in communities where organizations and business¹ were the promoters of planning rather than individuals.

It is interesting to note in connection with Pittsburgh's problems and the methods employed by the Allegheny Conference how other communities are treating the same problems. Smoke, for example, is a common enough ailment of industrial cities. Detroit has a smoke abatement ordinance applicable only to large consumers. In order to further curtail smoke the City Plan Commission has studied the feasibility of a long-range program for the fundamental rearrangement of the urban environment.¹ This would be a tremendous undertaking. For smoke abatement in smaller communities Virginia, Minn. arrived at a solution by building a municipally-owned central

1. Selected Items from the Urban Reference, Princeton University Bureau of Urban Research, Vol. 3-5, 1944-1946, No. 199.

heating system for the whole town, making it virtually smokeless.¹

The downtown parking problem in Kalamazoo, Michigan was met by a new innovation. A parking lot operated as a local government enterprise was built in the congested retail district. The cost was assessed against the neighboring merchants according to their distance from the lot. Expenses are paid out of taxes.

Housing and the redevelopment of blighted areas in Chicago has been under the direction of the Housing Authority since 1937. The Authority is a municipal corporation. It assumes its own debts, borrows money, and issues bonds, although all levels of government--local, state, and federal have a say in its development because the Authority also depends upon them for grants-in-aid in undertaking public housing. The Authority is concerned only with two phases of housing and slum clearance--development and management. It first develops planning for land use, site selection, and land acquisition. Private architects design the projects and private contractors carry out the work. Then the Authority takes over the management of the property. Policy is in

1. Selected Items from the Urban Reference, Princeton University Bureau of Urban Research, Vol. 3-5, 1944-1946, No. 199.

the hands of five commissioners who serve without pay and are appointed by the Mayor of Chicago.¹

In the field of industrial development in a community, Louisville, Ky., led the nation in 1916 with a plan which has since been copied with and without variations many times over. This city's answer to spur industrial expansion was the Louisville Industrial Foundation. "The Foundation presents a combination of private business characteristics and quasi-public motives."² It is incorporated as a commercial investment company but its business is to advance and develop the Louisville area industrially. The Foundation's first job is to conduct research, distribute information and attract the interest of potential new industry. Its second job, which also supports the organization, is to make medium-term capital loans to manufacturers who cannot get money from other sources. Started by a public subscription, the Foundation has done well by itself and Louisville. The use of the development corporation is fast growing today, especially in the South where smaller cities are striving to attract new wealth.³

1. The Tenth Year, Chicago Housing Authority, 1947, p. 8

2. A Study in Community Capitalization of Local Industries, The Louisville Industrial Foundation, Feb. 1945.

3. Monthly Review, Federal Reserve Bank of Atlanta, Oct. 31, 1946.

These examples of the ways other communities are meeting the problems of expanding urbanism are primarily intended to show that there is no one way to overcome them. A formula may be a success in one city and a failure in another. Each area must adopt the plan which is best suited to its conditions, but each area must also be aware of what is happening elsewhere so that it might gain valuable knowledge from other's experience and mistakes.

All the scores of citizen organizations reporting in to the American Planning and Civic Association seem identical on paper. The truth is, however, that many are not accomplishing any real ends while others are doing wonders for their communities. Some will soon fail or fade away while others will remain strong and vital ad infinitum. There are many causes for ineffectiveness in seemingly active citizen's organizations.

The trouble is often in the very beginning. During the cycles of city planning, enthusiasm becomes very high and every city feels it needs a plan. Once the plan is obtained the organizations sponsoring it seem less interested in actually carrying it out than in publicizing the fact that their community possesses one.¹ Planning of this sort seldom crys-

1. Walker, R. A., Urban Planning, Chicago, University of Chicago Press, 1941, p. 135.

tallizes into any kind of a definite civic organization. The number of dust-gathering plans in city halls throughout the nation will bear this out.

Often when a citizen organization gets under way it dies from a lack of continuity. The need for a permanent head and a staff, if possible, is almost mandatory. The consultant is not a workable substitute. Organizations can fail very quickly if local planning has not been well integrated with planning at other levels of government or if the plans have been drawn too large for practical solution.

Success in civic enterprise depends a great deal on the people involved. A problem can be recognized but due to a lack of sound leadership it may go unheeded. Sometimes the rigid social stratification of a city will prevent harmony and accord in facing community problems. This is true in Boston where the Yankees and Irish are at odds.¹ Often popular support is not gained to back the civic program in which case it is doomed.

There is one sure prevention for failure in civic planning and development, however. That is civic spirit. If a real spirit exists with accompanying leadership no program however so poor, will lapse into oblivion.

1. National Municipal Review, February 1949, p. 68.

CHAPTER VI.

Conclusion

"Pittsburgh became great not only because of its natural resources but also because of the dynamic leadership of the men of another generation together with the labors of its people. I am convinced that this day and generation has in Pittsburgh the leaders in both public and private life, that it has the people and the will to revitalize and make Pittsburgh a better place to live, work, and play--a place in keeping with our hopes and desires. The challenge to do this has not been directed to any one individual, not to any one group, to all of us. Pittsburgh has accepted this challenge."¹

The challenge made to Pittsburgh is the same challenge made to all old industrial cities. Is it possible to overcome the ravages of waste and greed in the face of shifting bases upon which the old economies were built? So far Pittsburgh has conclusively shown that it is possible.

The Allegheny Conference on Community Development has proved a good instrument for the men of Pittsburgh who are determined to build a better community. It may not be a perfect instrument but it is a sound one, and moreover, it works.

The Conference is a conservative body by planning standards. It works quietly but effectively always promoting its projects rather than itself; always keeping close to the

1. Martin, P. H., quoted by Marshall Stalley, Address, Oct. 1, 1947.

heart of the matter. The Conference is a success mainly because of the calibre of men behind it and operating it but also its methods are important. The point of view is broad to an extreme but its activities are limited to what it can handle well. Thoroughness and a full understanding of basic concepts involved in each civic problem it faces are cardinal principles of the Conference. The role of research in planning today is essential just as it is in other fields.

The Conference has steadfastly maintained its independence and owes no allegiance to any one but itself. As long as it retains this position the best interests of the region will be maintained. As an independent body the Conference maintains a keen interrelation of ideas and cross-opinions and is therefore better able to relate problems to the whole. It is a flexible organization which can shift its focus without losing the continuity of the program and goal, and by delegating authority it is not overburdened with detail. The Allegheny Conference is a true citizens body and as a representative of the citizenry it is doing its greatest work--injecting the long neglected human element into civic planning.

There is great value in citizen participation in planning and government. It is doubtful if there would even be such a progressive movement in municipal and regional af-

fairs if the private citizen had not awakened to the need. The enlightened citizen with his organization is providing a third force in local politics today between the people and the professional politician. He is not literally a force, however, but a catalyst in the governmental picture. The citizen participant provides bi-partisan action, better liaison to the people, and a stronger form of democracy. A greater feeling of community effort is given to the people because they identify themselves with the programs and in turn do all they can to help them succeed.

The problem of slackening interest will arise at some point in every community program. There is no set length of time for which enthusiasm can be maintained about a program. In cases like smoke control where public support is needed constantly there will be no trouble if the program is built on a sound basis. Once such programs are instituted and the public orientated, there should be no need to keep interest at a high pitch. Cooperation should become automatic. Loss of interest at the top is far more serious. However, there is little chance of this happening within the Allegheny Conference for a long time to come. With younger men serving on its committees and having such a strong permanent staff the Conference is safe.

The present high level of the Pittsburgh economy and the expectations that it will remain so make the future look bright for the area and the Conference activities. The Pittsburgh prosperity is due to the Conference work, the steel boom, industrial expansion, and new industry drawn near the mills after the Supreme Court abolished the basing point price system. The city is not yet depression-proofed, however, and it probably will never be as long as the steel industry is centered there.

Through its industrial power Pittsburgh has exerted a great influence in the United States. As a part of the State and Nation possibly the time has come for Pittsburgh to offer something else. Steel is important, but a contribution to American culture of a better way of life leaves its mark much deeper.

"Pittsburgh is the test of industrialism everywhere to renew itself, to rebuild upon the gritty ruins of the past a society more equitable, more spacious, more in the human scale."¹

1. Fortune Magazine, Feb. 1947.

ALLEGHENY CONFERENCE ON COMMUNITY DEVELOPMENT

Basic Outline for Over-All Study of Community Development
in
THE PITTSBURGH INDUSTRIAL AREA

Approved by the Executive Committee of the Research Coordination Committee
on April 19, 1945, and by the Conference Executive Committee, April 25, 1945.

I. Description of its Physical Characteristics

- A. Size
- B. Topography
 - 1. Level Land
 - 2. Slopes
 - 3. Rivers, Creeks, Etc.
 - 4. Agricultural Areas
 - 5. Other Topographical Factors
- C. Its Geographic Position
 - 1. Nearness to Coal
 - 2. Nearness to Raw Material
 - 3. Nearness to Markets
- D. Use of Land
 - 1. Residential
 - 2. Commercial
 - 3. Industrial
 - 4. Mining
 - 5. Agriculture
 - 6. Land Devoted to Public Use
 - 7. Other Uses
 - 8. Vacant Land and its Possible Uses
 - a. Residential
 - b. Commercial
 - c. Industrial
 - d. Other Uses
- E. Climatic Conditions
 - 1. Prevailing Winds
 - 2. Smoke Density
 - 3. Other Climatic Characteristics

II. Its People

- A. Population Growth
 - 1. Past Trends
 - 2. Possible Future Growth
- B. Migration
- C. Composition
 - 1. Age
 - 2. Sex
 - 3. Nativity
 - 4. Race
 - 5. Families by Numbers of Persons
 - 6. Education
 - 7. Health
 - a. Birth, Death, and Fertility Rates
 - b. Prevalent Diseases

- D. Distribution by Areas
 - 1. Areas of Decline
 - 2. Areas of Growth
 - 3. Population Density
 - 4. Areas Occupied by Minority Groups
 - a. Nativity
 - b. Race

III. Potential Labor Force

- A. Employment Status
 - 1. By Age
 - 2. By Sex
 - 3. By Industry Group
 - 4. By Occupation Group
- B. Job Classification and Skills by Industry Group
- C. Wage Scales
 - 1. Trend
 - 2. Comparison with Other Areas
- D. Unionization
- E. Relations of Labor and Capital
- F. Employment and Unemployment
 - 1. Past Trends
 - 2. Comparison with Other Areas
 - 3. Labor Turn-over
- G. Level of Employment in Postwar Period

IV. Its Industries

- A. Major Classifications
 - 1. Manufacturing
 - 2. Construction
 - 3. Mines and Quarries
 - 4. Trade
 - 5. Transportation
 - 6. Utilities
 - 7. Agriculture
 - 8. Others
- B. Important Sub-Classification for each Group
- D. Volume of Employment by Major Groups and Sub-Classifications
 - 1. Durable Goods
 - 2. Non-Durable Goods
- E. Wholesale and Retail Trade

V. Its Material Resources

- A. Raw Material
- B. Minerals, Fuels, Power, Water, Etc.
- C. Finished and Semi-Finished Products

VI. Its Transportation Facilities

- A. Volume
 - 1. People
 - 2. Commodities
- B. Types
 - 1. Rail
 - 2. River
 - 3. Air
 - 4. Motor Vehicle

- C. Terminal Facilities
 - 1. Rail
 - 2. River
 - 3. Air
 - 4. Motor Vehicles
- D. Freight and Express Rates
 - 1. Comparison with Competing Areas

VII. Other Economic Factors

- A. Financial Institutions
 - 1. Banks
 - 2. Building and Loan Associations
 - 3. Others
- B. Power, Fuel and Water Rates
- C. Other Facilities - such as Mellon Institute, U. S. Bureau of Mines, Etc.
- D. Governmental Organizations
- E. Tax Structure
 - 1. State
 - 2. Local

VIII. The Community as a Place in Which to Live

- A. Housing
 - 1. Type of Structure
 - 2. Age
 - 3. Condition - State of Repair
 - 4. Facilities
 - a. Water
 - b. Bath
 - c. Toilet
 - d. Heating
 - 5. Occupancy and Vacancy
 - 6. Crowding and Density
 - 7. Rentals and Value
 - 8. Tenant or Owner Occupied
 - 9. Real Estate Activity
 - 10. Factors Affecting Construction
 - a. Costs
 - b. Financing
 - c. Availability of Land
 - d. Zoning and Other Regulations
- B. Schools and Education
- C. Recreation Facilities
- D. Cultural Facilities
- E. Community Services
 - 1. Municipal Services
 - 2. Public Improvements
 - 3. Proposed Public Improvements
- F. Hospitals, Health and Welfare Facilities
- G. Living Costs

IX. Future Potentialities

- A. Plans for Future Expansion of Existing Industries
- B. Types of Industries Needed to Complement Present Industries
- C. Adaptability of Area for Different Type of Industries
- D. Available Industrial and Commercial Sites

CHART II
THE INDUSTRIAL PATTERN IN TERMS OF EMPLOYMENT
IN ALLEGHENY COUNTY AND PENNSYLVANIA IN 1926

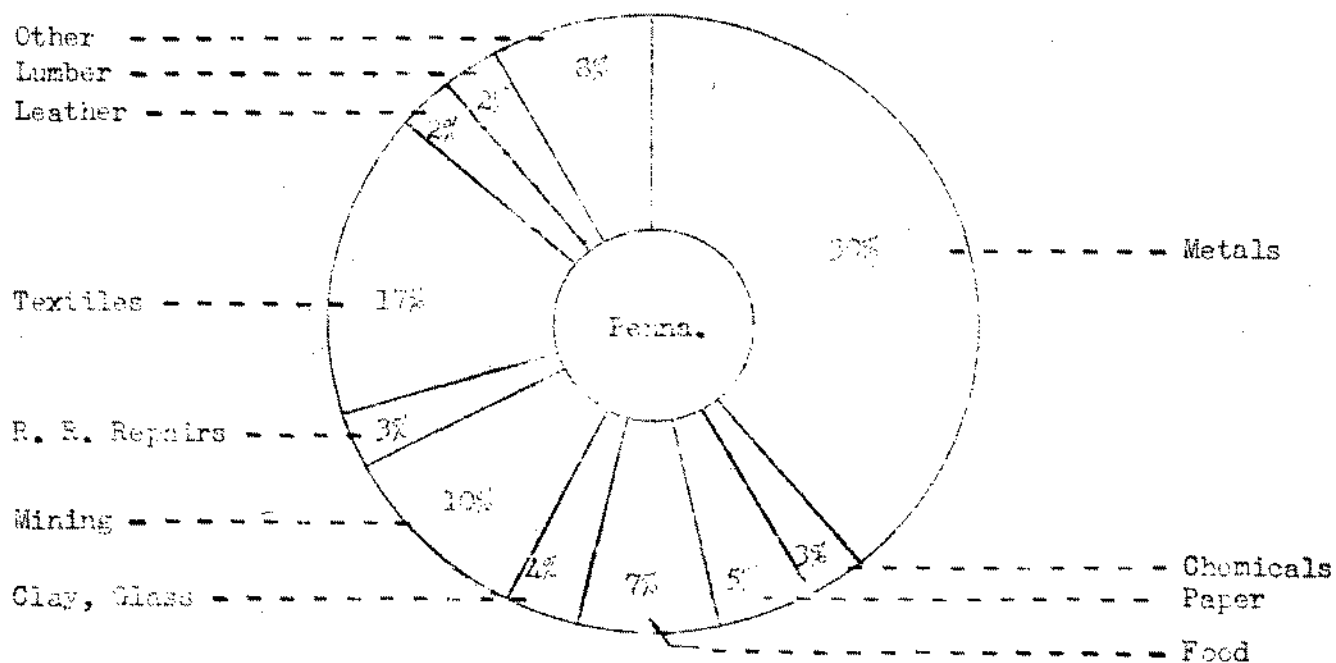
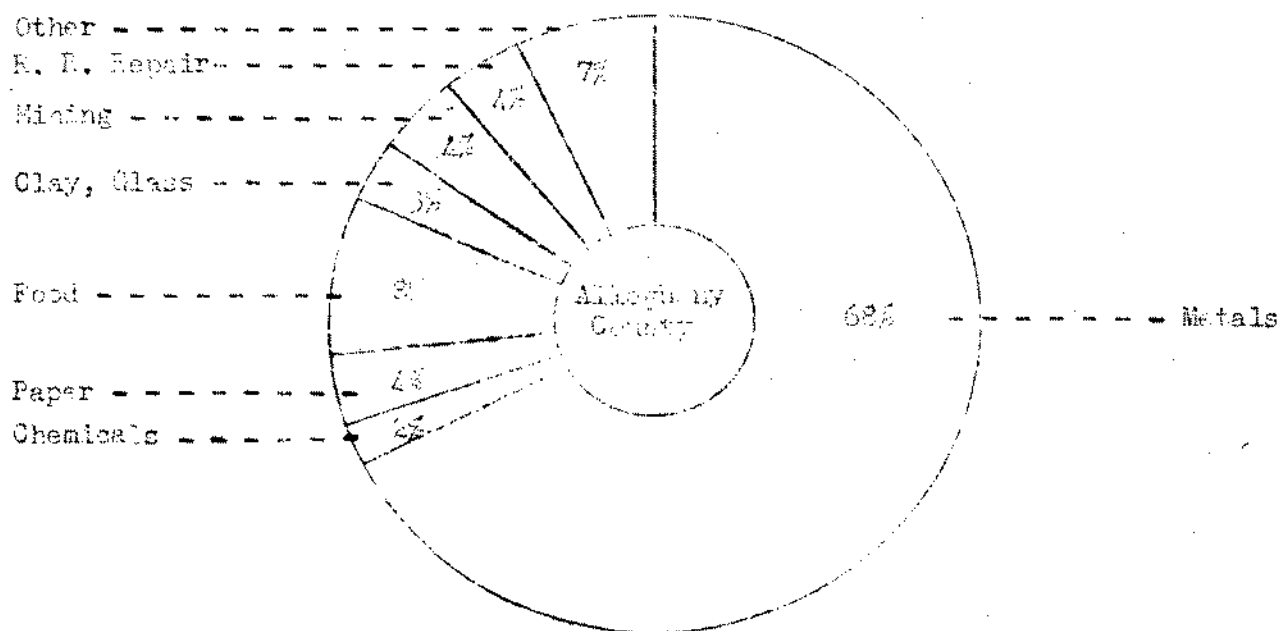
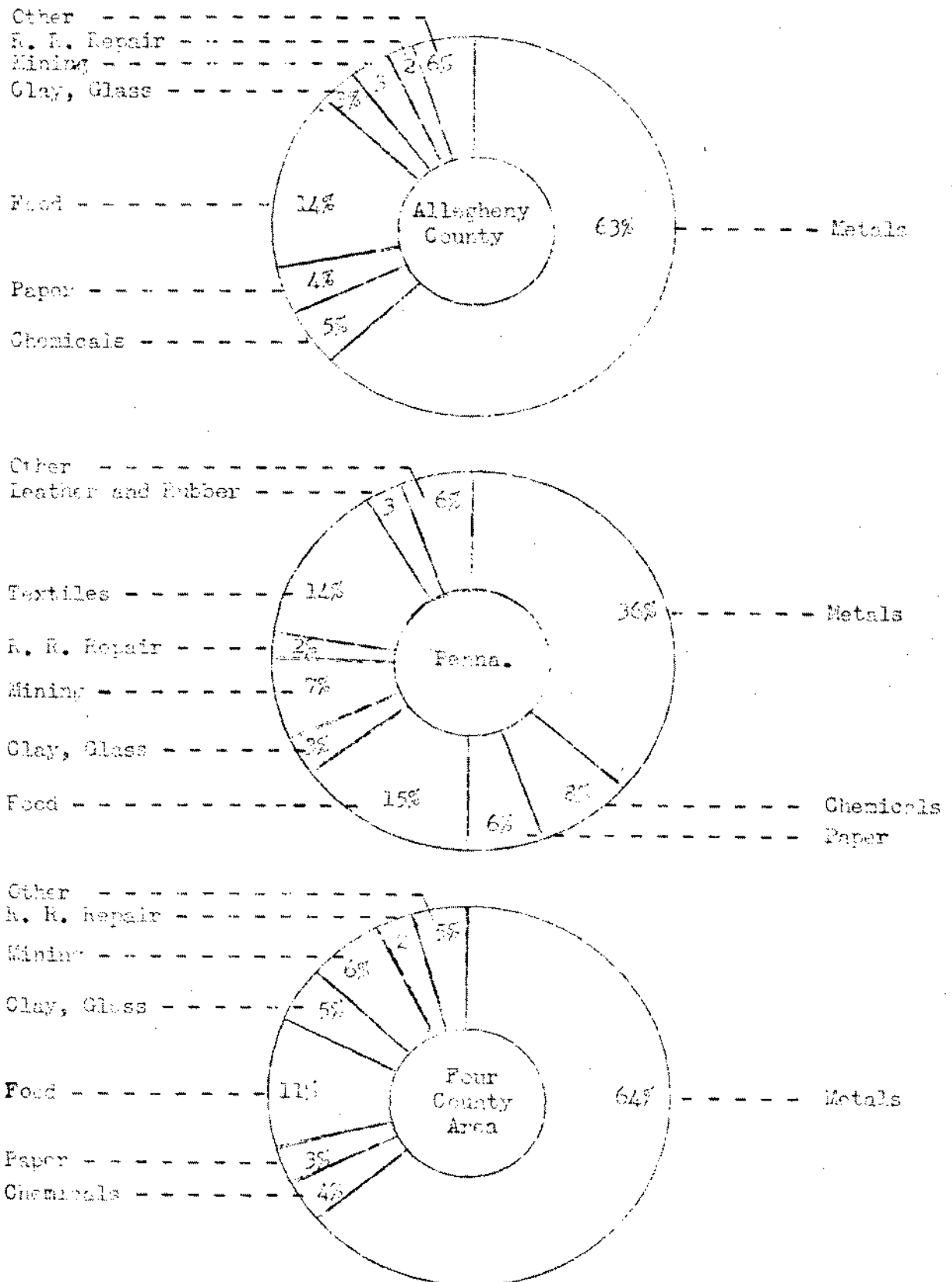


CHART II

THE INDUSTRIAL PATTERN IN TERMS OF VALUE OF PRODUCT
- IN SELECTED AREAS IN 1946



Books

Bettman, A., Comey A. C. (Editor), City and Regional Planning Papers, Cambridge, Harvard University Press, 1946

Carter, E. J. and Goldfinger, E., The County of London Plan, Penguin Books, 1945

Kane, J. J. and Rankin, George, Your Future in Allegheny County, New York, North River Press, 1947

Upjohn Institute for Community Research, Full Employment in Your Community, Chicago Public Administration Service, 1947

Walker, R. A., Urban Planning, Chicago, The University of Chicago Press, 1941

Documents

Agricultural Development in the Pittsburgh District,
Progress Report No. 6, The Pennsylvania State
College School of Agriculture, April, 1949.

Annual Report of Committee on Citizens Organizations
for Planning, American Planning and Civic Asso-
ciation, 1949.

By-Laws, Allegheny Conference on Community Development,
Pittsburgh, Pa.

Community Development Plans, a collection of reports on
community industrial financing plans; Commercial
Organization Dept., Chamber of Commerce of the
United States.

Executive Committee Assignments, Allegheny Conference
on Community Development, Pittsburgh, Pa., January
1950.

Facts Concerning the Greater Pittsburgh Airport, De-
partment of Aviation, Allegheny County, Pa.

Motor Freight Transportation Survey of the Pittsburgh
Area, Allegheny Conference and the Pittsburgh
Regional Planning Association, January, 1950.

Newsletter, A Review of 1949 and Prospects for 1950,
United Housing Council, Jan. 1950.

Original Pamphlet, The Allegheny Conference on Commu-
nity Development.

Organization for an Over-all Housing Group, as approved
by the Allegheny Conference Executive Committee.

Outline for a Community Industrial Development Program,

The American Industrial Development Council, 1946

Pittsburgh: Challenge and Response, brochure by the Allegheny Conference on Community Development, Pittsburgh, Pa., 1948.

Presentation of the Background, Progress and Action Required on the Civic Program for the Pittsburgh District,
Allegheny Conference on Community Development

Proposed Industrial-Economic Research Program, Allegheny Conference on Community Development, Pittsburgh, Pa., Feb. 3, 1947

Proposal for a Civic Organization in the Recreation, Conservation, and Park Field, Allegheny Conference on Community Development

Questionnaire: Manufacturing, Inventory of the Four-County Area, Allegheny Conference on Community Development

Questionnaire: Steel Survey, Pittsburgh Industrial Area, Allegheny Conference

Reporting on the Four-County Industrial Inventory, Allegheny Conference on Community Development
Contains:

Bulletin No. 1, Expansion of Manufacturing and Employment in Allegheny County (1939-1946),
Jan. 1948

Bulletin No. 2, Diversification in the Four-County Area, June 1948

Bulletin No. 3, The Quality and Adequacy of the Water Supply for Industrial Processes in the Four-County Area, June 1948

Bulletin No. 4, Comparisons of the Industrial Pattern of the Pittsburgh Area, March, 1949

Report on Stationary Stacks, Pittsburgh Dept. of Public Health, Bureau of Smoke Prevention, 1949

Smoke Control Ordinance of Allegheny County, Pa.

Statement of Objectives and Suggested Program for the
United Housing Council, Allegheny Conference
on Community Development, May 12, 1949

Statement of Objectives, The Allegheny County Sanitary
Authority, Allegheny County, Pa.

Statement of Purpose, Organization and Operation of the
Allegheny Conference on Community Development,
Pittsburgh, Pa., May, 1948

A Study in Community Capitalization of Local Industries,
sponsored by the Louisville Industrial Foundation;
Federal Reserve Bank of Atlanta, Feb. 1945

Documents Pertaining Directly to other Cities

Accomplishments, The City Planning Commission, Los Angeles,
California, 1946

1948

Annual Report of the Cleveland City Planning Commission,

1943

1947

1948

Community Planning, Manual, Regional Plan Association, New
York, 1932

Manual for Community Development, New York State Department
of Commerce

Plan for Improvement of Atlanta and Fulton County Georgia,
Local Government Commission of Fulton County, Jan. 1950

Report, Tennessee State Planning Commission, 1941-1942

Tenth Year, Chicago Housing Authority, 1947

Periodicals

Allegheny Conference Digest, Vol. II., No. I., June 1947

Annals of the American Academy of Political and Social Sciences, Nov. 1945

Architectural Forum, Vol. 91, No. 5, Nov. 1949

Bulletin Index Magazine, Pittsburgh, Vol. 132, No. 32,
Sept. 25, 1948 (out of print)

Business Week, McGraw Hill Publications, Mar. 12, 1949

Fortune Magazine, Vol. XXXV., No. 2, Feb. 1947

Holiday Magazine, October 1949

Monthly Review, Federal Reserve Bank of Atlanta, Vol. XXXI.,
No. 10, October 31, 1946

National Geographic Magazine, Vol. XCVI., No. 1, July 1949

National Municipal Review, Vol. LXXVIII., No. 2, Feb. 1949

" " " " " " No. 11, Dec. 1949

Sales Whys, The Magazine of the Tabulating Machines Division,
Remington Rand Inc., Feb. 1948

Time Magazine, Vol. LIV., No. 14, October 3, 1949

Newspapers

The Christian Science Monitor, Sept. 29, 1947

The New York Times, July 13, 1947
Sept. 21, 1947
May 5, 1948

The New York World-Telegram, Dec. 8, 1947

The Philadelphia Inquirer, May 12, 1948

The Pittsburgh Post-Gazette, June 12, 1947
Sept. 17, 1947
Oct. 1, 1947
Nov. 24, 1947
Mar. 27, 1949
Apr. 24, 1949
Apr. 25, 1949
Apr. 26, 1949
May 18, 1949

The Pittsburgh Press, June 13, 1947
Sept. 9, 1947
Sept. 24, 1947
Dec. 1, 1947
Dec. 7, 1947
Dec. 9, 1947
June 27, 1948
Mar. 20, 1949
June 3, 1949
June 4, 1949
Mar. 4, 1950

The Pittsburgh Sun-Telegraph, June 30, 1947
Sept. 29, 1947
Oct. 13, 1947

The San Francisco Examiner, Dec. 3, 1947
Dec. 4, 1947

The Wall Street Journal, July 19, 1948

Speeches

Executive Director's Report, Third Annual Meeting,
Allegheny Conference, Pittsburgh, Sept. 16, 1947

Fairless, Benjamin F. (President of U. S. Steel), Some
Problems of the Steel Industry in Pittsburgh,
presented at the Annual Meeting of the Allegheny
Conference, Pittsburgh, Sept. 14, 1948

Martin Park H., (Executive Director, Allegheny Conference),
Organizing Regional Development in Allegheny County,
Pa., before the City Planning Section of the American
Society of Civil Engineers at the Annual Meeting,
Pittsburgh, April 1948

Stalley, Marshall (Assistant Director, Allegheny Conference),
Pittsburgh: Challenge and Response, Oct. 1, 1947

Stalley, Marshall, The Civic Program in Pittsburgh and
Allegheny County and the Work of the Allegheny Con-
ference, before the American Society of Landscape
Architects, Annual Meeting, Pittsburgh, May 3, 1948

Wurts, Thomas C. (Engineer-in-charge, Smoke Abatement,
Allegheny County, Pa.), How Effective Committee Work
Can Support an Air Pollution Control Ordinance,
before the Smoke Prevention Association of America,
Annual Convention, May 23, 1949

Interviews

Mr. J. E. Amos, Director of Research, Allegheny Conference

Mr. J. G. Grove, Director of Public Relations, Allegheny
Conference

Mr. J. H. Hillman, Chairman, Allegheny Conference

Mr. McKenna, Smoke Bureau, New York City

Mr. Marshall Stalley, Assistant Director, Allegheny Conference

Dr. E. R. Weidlein, Former Chairman, Allegheny Conference

Mr. T. C. Wurts, Engineer-in-charge of Smoke Abatement, Al-
legheny County

The United Smoke Council

TABLE OF CONTENTS

CHAPTER I.

INTRODUCTION

1. PURPOSE.....	1
2. RELATING THE PROBLEM TO THE NATION.....	2
3. METROPOLITAN DECLINE.....	3

CHAPTER II.

PITTSBURGH

4. REGION AND COUNTRY.....	4
5. POLITICAL BARRIERS.....	5
6. ECONOMIC AND SOCIAL BASIS.....	6
7. CONFERENCE IDEA.....	8

CHAPTER III.

PLANNING AND THE ALLEGHENY CONFERENCE

8. PLANNING BACKGROUND.....	9
9. A "TOTAL" PROGRAM.....	12
10. THE ALLEGHENY CONFERENCE.....	14
11. PURPOSE.....	14
12. ORGANIZATION.....	15
13. WAYS AND MEANS.....	17

CHAPTER IV.

CONFERENCE ACCOMPLISHMENTS

14. LEGISLATIVE PROGRAM.....	23
15. SMOKE CONTROL.....	30
16. PARKING AUTHORITY.....	40
17. INDUSTRIAL-ECONOMIC STUDY.....	46
18. HOUSING	52
19. URBAN REDEVELOPMENT.....	59
20. TRAFFIC CONGESTION	62
21. OTHER PROJECTS	64
22. EDUCATION	65

CHAPTER V.

THE CONFERENCE AND OTHER PLANS

23. VALUE TO OTHER AREAS.....	67
24. OTHER APPROACHES.....	69
25. WHY SOME FAIL.....	78

CHAPTER VI.

CONCLUSION

26. WHY SUCCESS.....	80
27. VALUE OF CITIZEN PARTICIPATION.....	81
28. FUTURE.....	82
29. PITTSBURGH - STATE - NATION.....	83

APPENDIX A - BASIS OUTLINE FOR OVER-ALL STUDY OF
COMMUNITY DEVELOPMENT IN THE PITTS-
BURGH INDUSTRIAL AREA

APPENDIX B - INDUSTRIAL PATTERN IN TERMS OF EM-
PLOYMENT AND VALUE OF PRODUCT

CHAPTER I.

INTRODUCTION

There is a definite change taking place in America today in relation to regional enterprise, urban development, and population centers. The established predominance of eastern industrial centers is being lost to newer and more vigorous areas in the mid-west, southwest, and Pacific Coast. Manufacturers are moving closer to sources of raw materials or decentralizing in the face of market demands. This movement has been progressing slowly through the years but was greatly accelerated during the war emergency. As a result many eastern industrial centers were rudely awakened from their lethargy at the end of the war to find themselves faced with a dark economic future. The fate of New England watching her industries leaving by scores and the destitution of Fall Rivers and Manchesters sounds a warning to more fortunate areas which time has not yet deprived of a chance to regain former leadership.

The purpose of this thesis is to show by example how through a well directed, cooperative effort an old community can rebuild itself into an even stronger position than it had known in its first flush of success. The example is Pittsburgh, and the effort is embodied in the Allegheny Con-

ference for Community Development which is spearheading the city's bid for reform and progress. Pittsburgh in 1950 is thought by many to be a model for the nation in urban redevelopment and regional action. Her plan has required the close cooperation of politicians, community leaders of all walks, and planners. It has meant cooperation on local, state, and national levels. All this has been accomplished by the umbrella organization of the Allegheny Conference.

The thesis is designed to point out the means by which these ends have been reached, the specific accomplishments of the Allegheny Conference, but most important of all how other communities can benefit and learn by Pittsburgh's example.

Planning organizations are not new to Pittsburgh or practically any other city in America but a formula for sustained action has been significantly absent. This is Pittsburgh's contribution to both new and old industrial centers in America. It is the older cities of the east, however, who must take notice of what is happening in Pittsburgh, for they, as well as Pittsburgh, are on trial for their future, and the success or failure of the Allegheny County experiment will in a large measure indicate the trend of things to come.

The source of the problem of decline in older cities is due in part to the nation-wide shifts in industry and population migration, but it is also due in a large measure to the

metropolitan areas themselves. They have failed to take notice of changing economic structures. They have failed to modernize their governments, and they have failed to better their physical environments to make them better places in which to live and work.

When people are forced to remain in declining areas for economic reasons they try to live as far away from them as possible. This is often due, not only to poor social and living conditions, but also to the political, governmental, and tax conditions. The result is a ring of satellite communities growing up around the city limits which greatly increase the metropolitan problems. These satellites thrive on the city but offer it little in return. The city, in fact, becomes a shell with its center blighted and its vitality sapped.

This process has been going on in Pittsburgh, but fortunately it was recognized in time by its citizen leaders who through their influence and energies have been attempting to stem the tide and turn their city once again into a more vibrant, enlightened course.

"Where the civic mind is alert and determined, the road of progress is open. Where thinking is analytical and capable of grasping the significance of changing conditions the turns in that road can be taken with greater assurance. There are always changing conditions, and there are always turns which require adaptability, hence the value of wide-awake organizations in charting the steps of all plans for community undertakings."¹

1. Fairless, B. F., Speech before the Allegheny Conference on Community Development, Pittsburgh, Sept. 14, 1948.

CHAPTER II.

PITTSBURGH

Pittsburgh is the hub of a greater industrial and commercial region extending in a radius of a hundred miles from the city. Within this area are located some of the world's largest coal mines, metal producers, and manufacturers of electrical equipment, glass, cement, ceramics, and brick. Approximately 3,000,000 people inhabit this area.¹

The Pittsburgh metropolitan area includes almost all of Allegheny County. The city is surrounded by the County and represents about one-fifteenth of the total geographical area. The County population is slightly over 1,500,000 while that of the City of Pittsburgh is 672,000.²

Within the County limits are 129 governmental units. Four of these are cities, seventy-four are boroughs, and fifty-one are townships. Each of these municipalities has certain sovereign rights granted by the Commonwealth of Pennsylvania which concern general public responsibilities such as police, fire protection, streets, sanitation, schools, and health.

"This pattern, while democratic and representative of home rule, leaves much to be desired in problems that are county or region-wide."

The need of some central authority has been recognized and given to a Board of three County Commissioners. This Board

1. Address by Park H. Martin, Executive Director of the Allegheny Conference before the City Planning Section of the American Society of Civil Engineers, Pittsburgh, April 1948. (hereafter referred to as Martin P. H., address, April 1948).

2. Ibid.

concerns itself with certain problems which transcend local boundaries. A peculiar feature of the Allegheny County government is the division of responsibility which exists between the Board of County Commissioners and the other county officers. The duties of the three-man Board are to levy taxes, appropriate county funds, conduct all elections in the county, initiate building and highway projects, and to supply other county officers with their official requirements. At the same time they share administrative responsibility with all other county officers and the courts. These county officers and the courts are completely independent of the Board inasmuch as they exclusively control their own departments and make their own appointments, but they depend on the Commissioners for finances.¹

With the advent of the new era in Pittsburgh and Allegheny County, the County powers are being broadened. A regional concept is slowly breaking down political barriers.

The great expansion of the Pittsburgh district as the industrial heart of America took place from the Civil War to 1914. As was the case in other cities of that period there was little regard for any civic or social matters. Money-making and industrial power were the only goals of the men who came to the banks of the Allegheny and Monongahela Rivers to exhibit the vast natural resources which lay there. "By 1900 more wealth

1. Kane and Rankin, "Your Future in Allegheny County" (New York, North River Press, 1947), p. 18.

had probably been beaten and torn from the 750 square miles of Allegheny County, whose capitol is Pittsburgh, than from any other like plot on earth."¹ Until five years ago Pittsburgh remained in the backwash of this era, the legacy of which was grimy slums, bloody strikes, smog, and uncoordinated growth. By the depression Pittsburgh was a decaying city, unloved and unlovely. Built on the heavy industries of coal and steel it either refused in earlier days to attract the newer fabricating industries such as automobiles, or was unable to later on. What diversified industry Pittsburgh possessed was moving away or seriously considering it as had the men who made the great fortunes from steel and coke.

The economic crisis of the thirties brought the City of Pittsburgh face to face with its own shortcomings. The resulting opinion was that maturity had been reached and that decline was setting in. At that time people were too much involved with their own problems to see city problems as a whole. Also Pittsburgh was still in the hands of the older generation, but the younger men were about to come into their own. A gradual change began to evolve with the rise of the newgen, but any real progress was halted by the coming of the second World War. This war once again found Pittsburgh the armorer of the nation and a boom economy prevailed. It was a false boom, however, because Pittsburgh was not bettered by the in-

1. Pittsburgh's New Powers, Fortune Magazine, Feb. 1947.

creased activity but rather given a strong push towards the fate of obsolescence for which she had been heading for twenty years. Wartime expansion was not in the field of new industry but in the same heavy industries which made the city even more vulnerable to depressions. Pittsburgh as a producer of capital goods for America is extremely vulnerable to recessions in any part of the country, and suffers earlier and longer in a full-scale depression. Therefore one of the principal aims today is to "depression proof" the economy by attracting fabricators into the area.¹

Besides a broad base of economic security Pittsburgh had other pressing problems which had increased during the war years. Her blackened walls and smoke laden air, the "untidy heritage of nineteenth century planlessness," were of prime importance. Her vast slums and one of the nation's worst housing problems urgently pressed Pittsburgh for social improvements. Polluted rivers had menaced her every year with property damaging floods. Urban blight had been a creeping paralysis over the city already clogged to a standstill with traffic. These were the problems facing Pittsburgh--"all the accumulating ills of aging urban areas everywhere but with a special, harsh industrial edge in her rugged topography."²

1. Sales Whys, The Magazine of the Tabulating Machines Division, Remington Rand Inc., Feb. 1948, p. 3.

2. Pittsburgh's New Powers, Fortune Magazine, Feb. 1947.

The need for a reform in Pittsburgh's character was obvious and time was a vital factor. Mr. A. W. Robertson, of Westinghouse, draws an analogy from Arnold Toynbee who in his study of history points out that any great advance is almost always preceded by a long period of withdrawal. For more than a generation nothing had happened in Pittsburgh. "The city just lay fallow and waiting."¹

Pittsburgh was fortunate to have a new and aggressive generation who saw the need and determined to do something about it. Led by Mr. R. K. Mellon, these men realized that if anything was to be done for Pittsburgh they would have to supply the impetus themselves. In this manner the plan for citizen sponsored activities was developed as opposed to operating purely through official and political channels.

1. Robertson, A. W., as quoted in Pittsburgh Renascent, The Architectural Forum, Nov. 1949, p. 60.

CHAPTER III.

PLANNING AND THE ALLEGHENY CONFERENCE

Planning Background

Pittsburgh had seen planning proposals, committees and agencies come and go before. It was not new to this city as is the case with almost any city of size in the United States. The city was granted enabling powers by State legislation in 1911 to control its smoke problem but nothing was done.¹ In 1923 counties of the second class were authorized by the State Legislature to create a Department of Planning.² It should be noted in this matter that in Pennsylvania Allegheny County, which comprises the main Pittsburgh industrial district, is the only county of the second class in the State while Philadelphia is located in the only one of the first class. This fact deftly circumvents a legislative brake which theoretically prevents the State Legislature from discriminating against specific localities.

Following the Act of 1923 the Allegheny County Department of Planning was created in 1924. The Act defines the scope of the Department's powers and duties which concern public improvement plans such as public building in the County; streets, parkways, bridges, tunnels, parks and other public grounds or any alteration in the County Plan of highways; the approval of

1. A Presentation of the Background, Progress and Action Required on the Civic Program for the Pittsburgh District, p. 1 (hereafter referred to as "Progress Report on the Civic Program")

2. Martin, P. H., address, April 1948, p. 2.

subdivisions in first and second class townships, and the power to review lot subdivisions in cities and boroughs; and even the making of maps of the County.¹ In the important matter of zoning the Board of County Commissioners is also given power to zone in townships of the second class and in place of establishing a zoning commission they may designate the County Planning Board as the County Zoning Commission.

It is quite evident that the County Planning Commission is extremely limited in the scope of its powers plus being hampered by overlapping authority. It definitely may not plan a total community development program on the pattern of the Allegheny Conference.

The City of Pittsburgh has an official Planning Commission which was established in 1911 but it also is restricted in its jurisdiction as to area and subject matter. Boroughs and first class townships are also permitted to create planning commissions for local problems and some have taken advantage of this.²

The Act of 1923 further provides for regional planning commissions to be authorized by joint action either of municipalities inside of counties, municipalities within adjoining counties. It provides that the regional planning commission shall make a master plan for the development of the region.

1. Martin, P. H., address, April 1948, p. 3.

2. Ibid., p. 3.

There are, however, in this framework large areas of omissions or vacancies which need to be filled in the planning of a total community development program. Most important of all is the absence of any means of implementation.¹ As a result no regional planning association of an official nature was ever created.

There have been in Pittsburgh and Allegheny County through the years various privately financed civic agencies concerned with elements of a total community development program. Such is the case in other metropolitan areas, and the glaring defect in every one is the fact that each one works as an independent agency with no coordination in an over-all program. The agencies which have been active in Pittsburgh are:

The Pennsylvania Economy League, Western Division,
in the field of municipal services and finance.

The Pittsburgh Regional Planning Association, in the
field of highways, parking, recreation, civic
structures and related subjects.

The Federation of Social Agencies, in the field of
social service.

The Pittsburgh Chamber of Commerce, in the field of
industrial development and commercial interest.

The Civic Club of Allegheny County, in the field of
civic and governmental matters.²

These organizations are concerned with various components of a total program but none have the scope or organization to develop

1. Martin F. H., address, April 1948, p 3.

2. Ibid., p. 4

and coordinate such a community program. "The lack of such an over-all organization may be attributed in part to the failure of most people in the community to understand the relation of one or more parts of such a program to the whole."¹

What are the parts which go to make up a total community development program to which constant references have been made? Naturally the program will differ from city to city according to particular needs although the basic framework should remain constant. The Allegheny Conference in its "Basic Outline for over-all Study of Community Development" gives as complete a picture of what a total program should be as any group could compile. This outline represents a model for beginning a total program in any area and is necessarily the first step to be taken before a community can properly and truthfully assess its problems and conditions. The outline is concerned with the total community problem in the following terms:

Its Physical Characteristics in terms of:
Size, Topography, Geographical Position,
Use of Land, Climatic Conditions

Its People in terms of: Population trends,
Labor Force, Totals by Industry groups
and Occupation Groups, Employment and
Unemployment.

Its Industries - by classifications

1. Martin, P. E., address, April 1948, p. 5.

Its Material Resources

Its Transportation Facilities - Commodities
Terminal Facilities

Other Economic Factors, such as: Financial Institutions
Tax Structure - State
and Local

As a place in which to live

Housing - Urban Redevelopment

Schools and Education

Recreational Facilities

Cultural Facilities

Community Services: Sanitation and Air Pollution
Highways
Parking Facilities
Mass Transportation
Air Travel Facilities
Hospital, Health, and
Welfare Facilities¹

This Basic Outline gave the Allegheny Conference a solid foundation from which to begin its activities. After the inventory was taken it was possible to direct energies in the proper direction and in the order of the most pressing needs.

1. Basic Outline for Over-All Study of Community Development, prepared by Allegheny Conference for Community Development in Pittsburgh.

The Allegheny Conference

"Most cities are alike in that their files are full of plans that have been drawn, presented, and then filed away to gather dust because either the plans had not been coordinated with a program or implementation of the plans had not been considered as a part of planning. Such failures of implementation have often given rise to a sense of futility in planning.

"In Allegheny County we are attempting to rescue planning from futility."¹

The Allegheny Conference on Community Development is the organization which is accomplishing the rescue work. The Conference, established in 1943, is the civic mechanism which has brought unity to the efforts of the public and private agencies which heretofore were pursuing their own individual ends without following any pattern. In the Allegheny Conference all these forces are fused into a total community development program the ultimate objective of which is to provide the Pittsburgh-Allegheny County region with a modern plant, a well-adjusted economy, a healthy atmosphere, and the conditions essential to good living. It is a citizens group whose purpose is to stimulate and coordinate research and planning for the whole region; to secure by educational means public support for the Conference-approved projects; and to see that something is

1. Martin, P. H., address, April 1948, p. 6.

done to bring about fulfillment of the plans.¹ In short the Conference is deeply concerned with anything which is good for Pittsburgh and its people.

In the spring of 1943 when the original group of public spirited men met to form the Conference they represented community leadership from all walks of life--civic, political, industrial, scientific, commercial, financial, labor, and education. These citizens organized themselves as the Citizens Sponsoring Committee which now numbers about fifty members, but can be expanded in the future to sixty. The officers of the Conference under a chairman and the Executive Committee of fifteen members actively direct the policies and work of the Conference. The policies and projects are carried out by a full-time administrative staff of fourteen regular employees with part-time assistants and consultants as needed. These components of the Conference organization--the Sponsoring Committee, the Conference Officers, the Executive Committee, and the Permanent Staff represent the heart of the Allegheny Conference but the arteries--the Citizens Working Committee put real life into it. The total membership in the Conference is three hundred individuals from whom the Working Committees are recruited. These Committees, also representing a broad vocational and interest base, are engaged in studying and making

1. Statement of Purpose, Organization, and Operation, Allegheny Conference on Community Development, May, 1948 (hereafter referred to as Statement of Purpose).

recommendations on problems of the community. Membership in the Conference and in the Working Committees is based upon interest and knowledge regarding specific community problems in the region.

The most important fact concerning the organization of the Allegheny Conference is that all its members are individuals serving only on the strength of their personal interest in their community. They do not serve as representatives of any particular group or organization, but the mere fact of their established leadership in some field brings with them supporting influence and points of view from various groups and agencies within the community.¹

The Allegheny Conference is a non-profit educational corporation. It raises money through private solicitation from individuals, charitable trusts and industries and in turn uses the monies contributed to it as a civic trust.² The budget runs over \$50,000 a year contributed from 800 sources through the Pittsburgh Civic-Business Council. In addition it receives five grants for special studies.³

1. Stalley, M., address before the American Society of Landscape Architects at Pittsburgh, May 3, 1948.

2. Original Allegheny Conference information booklet.

3. Statement of Purpose, May 1948, p. 3.

Solicitations are conducted every three years and the response is immediate and enthusiastic, mainly because the grantors realize they are helping themselves in helping the community.

The financial policy of the Conference sanctions the use of its money only under certain conditions. These are: (1) When no suitable private or public agency can be drawn into civic partnership to deal with a specific problem; (2) When no agency exists which is equipped to do the work at hand; and (3) When an appropriate agency must have additional funds because of its budget limitations to do the work which is considered essential by the Conference. The Executive Committee administers the funds of the Conference under these limitations of authority.¹

The manner in which the Allegheny Conference works is unique in regional and civic planning. As it has been pointed out, the Conference unites all the forces and agencies operating for civic improvement in various spheres into one complete program for total community development. Agencies and groups such as the Regional Planning Association and the Civic Club of Allegheny County do not, however, lose their independence or

1. Original Allegheny Conference information booklet.

identity upon joining the Conference. The Conference is by no means a federation of civic agencies or an organization of organizations. It is as its name implies a conference of people assembled to direct the energies of existing organizations and citizens into a comprehensive plan and to create new ones as the need arises.¹

When an agency allies itself with the Conference it does not necessarily bring its complete program into the Conference's sphere. The Conference as a regional body transcending any one agency in scope, picks its projects carefully from this point of view and will prefer to cooperate with the agency only on specific projects in order to relate them to the broader program. The agency continues to perform its usual duties on the local scale.

The Conference does not limit its approach to the region's problems only to operating through the civic agencies but also through the State, City, and County governments. In this relation, however, "The Allegheny Conference can only recommend. It cannot enact. For the exercise of the power of government a community must look to its elected officials who are given the responsibility of legislation and administration."² It is heartening to say that in all the turmoil of getting the Con-

1. Stalley M., address, May 3, 1948, p. 3.

2. Weidlen, E. R., Statement in conference brochure, "Pittsburgh - Challenge and Response." 1947.

ference's projects under way, that party differences have been put aside and the Conference has never seriously been threatened by use as a political football. That this attitude is firmly established was aptly pointed out in the 1949 City elections when the Republican candidate came out against several Conference measures in an attempt to woo the "little man." The people whose favor he was soliciting roundly denounced him, the Republicans deserted him, and before going to universal defeat he spent the remainder of his campaigning trying to explain himself away.

The program of the Conference is purposely made flexible to meet changing situations and demands. While the emphasis may change from time to time, however, the ultimate objective is unchanging and will never be lost from sight.

In getting things into concrete action the Allegheny Conference primarily provides leadership. "It does not impose - it unites."¹ It next sees that the proper technical knowledge is brought to bear on a problem. While this process is going on it educates the people living in the region as to the needs of the total program and thereby gains popular support. Finally it sees to it that plans are followed through with action.

To this end the Conference established fifteen major Working Committees to meet the wide assortment of problems in Al-

1. "Pittsburgh - Challenge and Response", Conference Brochure/1947.

leggheny County. The major Committees are:

- Cultural Development
- Health, Welfare, and Recreation
- Land Use and Zoning
- Employment
- Economic Problems
- Housing and Neighborhood Development
- Highways
- Parking
- Stream Pollution Abatement
- Water Supply
- Mass Transportation
- Refuse Disposal
- Smoke Abatement
- Point Park Development
- Research Coordination¹

These Committees cover the most important phases of the Conference work but they are by no means limited and are augmented by minor committees interested in matters of lesser importance. Getting the facts is their first duty, and once the problem is recognized in its true nature and extent plans can be presented to the Conference to be developed into an agreed-upon program. It is of the utmost importance, though, that the program for the district be based on fact.

The intensive studies of a basic and broad nature resulting from the original "Basic Outline for Over-all Study of Community Development" have been performed mainly by the Conference staff and staffs of other agencies in conjunction with the Conference.

1. Statement of Purpose, May 1948, p. 2.

The educational and public relations side of the Allegheny Conference also helps directly in getting things done. The programs in progress in the Pittsburgh area are of a nature that public support is essential to their ultimate success. Therefore the Conference has maintained a comprehensive program in this field, not to force a program on the people, but because it feels that a public made aware of the needs in the community and fully informed of progress being made will rise of its own accord to support such progress.

Through its organization and methods of operation described the Allegheny Conference is meeting the problems of the Pittsburgh area square ahead and getting things done. One of the best descriptions of the Conference was given by a charter sponsor when he said, "We expedite. We get things into motion."¹

1. R. K. Mellon, quoted in Time Magazine, Oct. 3, 1949, p. 14.

CHAPTER IV.

Conference Accomplishments

The Allegheny Conference has proved that the civic problem in Pittsburgh can be solved. In its seven years of existence this organization has established a record of achievement which is enviable by any standard. The problems faced in the Pittsburgh region were at least as bad and in most cases worse than could be found in similar metropolitan areas in the nation.

The Conference has initiated smoke control, a general clean-up, flood control, a new expressway system and redevelopment of rundown city land. It has worked on the downtown parking problem, county-wide sewage treatment, a new airport, and many other projects to make the area better physically, culturally, and economically.

All is not success as yet but each project the Conference has undertaken or backed is in some stage of development. Tangible results are to be seen in every project.

In taking up the individual projects of special interest it will be shown how the Conference does a completely thorough job in every project it initiates or collaborates upon. Each problem of the region is first reduced to its lowest common denominator, then attacked step by step. Effort is concentrated

in the first place on the more serious aspects of the community about which something actually can be done. In following a realistic priority schedule the Conference does not indulge in fanciful or visionary schemes which lack practicality. The priority is determined by the relative urgency of a problem, the extent to which there is recognition of the problem, and the degree to which the people and the resources of the local community can be utilized and applied to bring about solutions. Therefore when the Conference does go into a project there is a reasonable assurance that something will get done.¹

The following analysis of the problems faced in Pittsburgh and the way they are being met should provide an incentive for action in other metropolitan areas.

Legislation

The true test of a united citizen's effort comes when it is processed through the mill of local and state politics. If words are to be translated into action this process is inevitable. What is not inevitable is that a progressive spirit will be carried into the political picture. Therefore it is especially important that this stage of development be handled with expert care and deftness. The men of Allegheny County saw to it that their program surmounted the political hurdle.

1. Stalley, M., Pittsburgh: Challenge and Response, Oct. 1, 1947, p. 9 (Mimeographed Material)

In 1945 the State General Assembly at Harrisburg made several major contributions to the civic program of Pittsburgh and Allegheny County. The legislation it passed permitted the organization of the Allegheny County Sanitary Authority for the purpose of purifying river waters in conjunction with a statewide program. It permitted organization of the Pittsburgh Redevelopment Authority to facilitate the rebuilding of blighted areas in the city, and finally it granted \$100,000 for the purpose of a survey for a river-rail-truck terminal for the Port of Pittsburgh.¹

In 1946, upon the recommendations of the Allegheny Conference, the City of Pittsburgh and Allegheny County undertook a bond issue in order to provide funds for proposed improvements. In May of the same year the voters approved a \$34,000,000 County Bond Issue and in September 1947 they approved a \$21,000,000 City Bond Issue.² These issues provided much of the needed funds for capital improvement but also facilitated the further acquisition of funds from state and federal government grants-in-aid which made possible other large scale improvements such as airports and highways without increasing tax rates for debt purposes.

1. Stalley, M., address, May, 1948, p. 10.

2. Stalley, M., Pittsburgh: Challenge and Response, Oct. 1, 1947, p. 3.

The greatest achievement of the Allegheny Conference and the people of Allegheny County in securing legislation was reached in the passage of the "Pittsburgh Package" during the 1947 session of the State Legislature. In formulating a total civic program for the Pittsburgh district the Conference found in its first research studies that the means of implementing such a program were hampered considerably by broad gaps in the powers granted local government by the State. Public authority in the form of enabling legislation was needed to provide the vehicles to carry out the program.

In view of these needs the Conference set to work with the Pittsburgh Regional Planning Association and the Pennsylvania Economy League and drew up a legislative program designed to fill the gaps in local governmental powers which obstructed progress. The program consisted of ten points and although some of the measures were county wide the whole group was labeled the "Pittsburgh Package" by the newspapers.

From the beginning the situation called for discretion. The very fact that the politicians were being called upon to accept and pass on legislation drawn up by outsiders made the task difficult from its inception. Moreover, part of the program proposed new concepts of public responsibility or concerned the interests of the 129 communities of Allegheny County

in a fashion which might be considered controversial. Therefore, the exponents of the program planned their strategy carefully in order to get the legislation through.

The first move was to gain the understanding and support of leading civic groups. When this was accomplished agreement on principle and purpose was secured from the Mayor of Pittsburgh, the Board of County Commissioners and the Governor of Pennsylvania. After this, agreement was secured from the Republican and Democratic County Chairmen and members of the House and Senate of both parties from Allegheny County to co-sponsor eight of the ten bills.¹ This bi-partisan support was probably the most influential factor in gaining ultimate success but it might not have been secured if the first steps had not been taken in order.

The two remaining bills which were measures affecting the city's governmental and fiscal structure. These were introduced by the Democrats with pledges of Republican support. These bills passed but two others died in committee.

The eight bills which were passed by the State Legislature did not go through as a unit as it might be assumed but were spread throughout the 1947 session. Neither was their passage made simple after the groundwork had been laid. Constant pressure had to be applied on difficult parties. For example

1. Stalley, M., address, May 3, 1948, p. 5.

the Pennsylvania Railroad began extensive lobbying in Harrisburg against the anti-smoke measure. In this matter the Conference was able to arouse public feeling and rally the press to the cause which in conjunction with the Conference's influential members prevailed upon the railroad to call off its agents and get into line.¹ With the Pennsylvania Railroad in the fold the others serving the County followed suit.

The eight bills comprising the "Pittsburgh Package" which passed were:

- (1) An Amendment to the then existing enabling legislation to bring railroads under the operation of a County Smoke Control Ordinance.
- (2) An Amendment to the then existing Limited Access Highway Act relieving the City from responsibility for consequential damages claimed by virtue of the construction of limited access highways in the City. This legislation had direct bearing on the Penn-Lincoln Highway now under construction.
- (3) An Amendment permitting the County Commissioners to construct and operate plants for the disposal of garbage and other refuse - the purpose being to provide these facilities for the use of the various municipal governments in the County.

1. Time, Oct. 3, 1949.

- (4) An Amendment to the County Planning Commission Act, defining a lot subdivision and requiring its approval before lots embraced therein are offered for sale. This amendment was believed necessary to protect the public interest and the interest of purchasers of lots in said plans.
- (5) An Amendment permitting Counties of the Second Class [Allegheny] to establish a County Transit and Traffic Commission.
- (6) An Act to permit Cities of the Second Class [Pittsburgh] to set up a Department of Parks.
- (7) An Act to permit Cities of the Second Class to create a Parking Authority.
- (8) An Act permitting cities to broaden their tax base by levying taxes on sources other than real estate.¹

The two proposals which failed to pass were bills permitting the State to take over bridges on State highways in Pittsburgh, and an amendment to the Public Utility Commission Act permitting the County to file complaints or intervene in cases before that body, though it may not be the first party at interest.

1. Executive Directors Report, Third Annual Meeting of Allegheny Conference, Sept. 16, 1947.

There was no great feeling of loss in not gaining passage of these bills because they had never carried a high priority. The Conference could be well satisfied with what had been achieved in its program. In addition to the "package" the General Assembly in 1947 broadened the Insurance Acts to permit insurance companies to invest in real estate and housing in Pennsylvania.¹ The Conference now possessed the tools with which to move ahead and implement its program.

1. Stalley, M., address, May 3, 1948.



Fog plus soot equals smog. Pittsburgh's new antismoke ordinance is aimed to eliminate such "blackouts." This is an example of how Pitts-

burgh can look under the worst smog condition. Bridge leads from the Golden Triangle across Monongahela to the industrialized South Side.



THE POINT . . . This is Pittsburgh's historic Point as it looks today. Here the Monongahela and Allegheny meet to form the mighty Ohio. Soon this scene will change. Bridges will be moved and the area will become a part of the Point Park, ringed by highways.

Sun-Telegraph Photo.

Smoke Control

In estimating the most important accomplishment of the Allegheny Conference, the program for smoke abatement should head the list. This program is directly involved in Pittsburgh's other problems of health and welfare, industrial expansion, face lifting and in making the city a better place in which to live. Every other project is viewed, actually and figuratively, in dull outline unless the black curse of Pittsburgh industrialism is wiped out. In three years the smoke abatement program has met with great success. The value of success in this field has been immeasurable for several reasons. First, smoke as Pittsburgh's oldest problem is easily recognizable to every soul living in the area, and the people are highly sensitive to its presence. When the smoke began to disappear people could see progress being made. They then became interested in the planning, and as the sun broke through the gloom, civic pride was boosted sky high. No amount of public relations could have accomplished what the smoke abatement program has done during the past three years, an interim period when advances in other projects could not be measured by the eye. The public saw that finally something was being done in Pittsburgh and got squarely and enthusiastically behind every program the Allegheny Conference put forth.

rst smog cond
Triangle across
lized South St

Photo.
historic
a and
scene
a will
aways.

If Pittsburgh's worst menace could be licked why couldn't anything else?

Smoke is the price of industrialism, but it can be effectively controlled and improved upon. It has taken Pittsburgh a hundred years to find this out. While State legislation enabling the City of Pittsburgh to control smoke was passed in 1911, it was not until 1941 that the city acted independently and passed a smoke abatement ordinance covering all users of solid fuels.¹

The organization which was charged with implementing the program was known as the United Smoke Council, a citizen's committee which developed from the old smoke committee of the Civic Club of Allegheny County. Almost as soon as it was born, the war forced a hiatus upon the activities of the United Smoke Council. An important piece of legislation, however, was passed in May 1943 by the State Legislature which enabled Allegheny County to control smoke from all sources except railroad locomotives. Thus the sphere of control was growing. In 1946 the United Smoke Council became a part of the Allegheny Conference.²

1. Progress Report on the Civic Program, p. 1.

2. Ibid.

In October 1946 the City smoke ordinance became effective in controlling smoke from all sources except homes which were exempted for one year. There was considerable opposition to the city ordinance on the part of soft coal men, both management and labor, for the simple reason that their fuel was practically outlawed.¹ However, since the law has been in effect they have not suffered any loss. Shortages of equipment was argued as a cause against control. Some City Councilmen believed they were serving their constituents better by saving the "little man" from added fuel and equipment expenses. It was a long, hard struggle to secure the City Ordinance but its backers never gave up. Support was raised in the crucial times from all sources--the Civic Club of Allegheny County, the County League of Women Voters, the Federation of Social Agencies, the Rotary, and the Kiwanis. The ultimate force, however, was the solid desire on the part of the people who live in Pittsburgh to make it a cleaner, better place to live, work and play.²

At the same time forces were gathering to push the state legislation which was needed to include the railroads in a county wide program for smoke control. United support for a County Smoke Control Ordinance by people living outside the city limits

1. The Wall Street Journal, July 17, 1948.

2. The Pittsburgh Sun-Telegraph, June 30, 1947.

was shown in a petition signed by 48,000 people urging the passage of such an ordinance. This was presented to the County Commissioners on November 18, 1946, only seven days after the Smoke Council and the Allegheny Conference had gone on record in favor of a County Ordinance.

The hardest battle which was fought for smoke control was in the effort to amend the Enabling Act of 1943 to allow the County to control railroad smoke. This was achieved as described in the passage of the "Pittsburgh Package." Soon after the passage of this legislation the Board of County Commissioners appointed an Engineer-in-Charge of the County smoke abatement program and a Citizen's Advisory Committee to engage itself in the drafting of a proposed County ordinance. The chairman of the Conference is the chairman of the County Citizen's Advisory Committee.

The way the County ordinance was drawn up is typical of the manner in which the Conference handles its problems. It is a perfect example of how effective committee work and active citizens can prevail in bettering their community.

The Advisory Committee consisted of seventeen men representing executive leadership of industry, railroads, labor, civic and women's groups as well as the public at large. It

was no small job to coordinate this committee and make it produce a solution because of the extremely divergent views represented. Nevertheless when a solution was finally reached after much travail, it was a real solution, and could not possibly be attacked from any quarter. The committee's membership included the President of the local United Mine Workers, the President of a Teamster's Union, the President of the Civic Club of Pittsburgh, the President of the Congress of Women's Clubs, and the Presidents of the Carnegie-Illinois Steel Corp., Jones and Laughlin Steel Corp., and the Pittsburgh Consolidation Coal Co.¹

The Advisory Committee was in turn divided into sub-committees headed by the men in related fields such as steel and allied industries, railroads, power and heating, and miscellaneous industries. The heads of these committees then called on the industries under their jurisdiction asking them to supply engineering talent to compose their technical sub-committees. In this manner the Advisory Committee gained the advantage of having top technical working committees usually consisting of chief engineers or vice presidents in charge of engineering from the supporting industries. It is interesting to note that the County Ordinance was drawn up chiefly by technical men. There was not a single lawyer on the Advisory Committee and

1. Wurts, T. C., How Effective Committee Work Can Support an Air Pollution Control Ordinance, address before the Smoke Prevention Association of America, May 23, 1949, p. 3.

only one politician, and he was not active.¹

The success of the Ordinance is due entirely to the calibre of the men who drew it up and the conscientiousness of their efforts. These busy executives never unavoidably missed a meeting and often put off out of town engagements to attend. The entire job took eighteen months and at the end the Advisory Committee was meeting semi-monthly.

In August, 1948, the County Smoke Abatement Advisory Committee announced the first draft of the proposed County Ordinance. Throughout the winter negotiations were carried out. For a while political trouble arose in the County over the proposed ordinance and the prospects of putting through a strong act seemed poor. However, fate stepped in just at the right moment in the form of the Donora Disaster.² This famous "death smog" which killed 20 and hospitalized 50 because of poisonous fumes in the smoke pall hanging over the city so aroused public feeling for complete smoke control that an ordinance of limitless magnitude could have been passed. There was no real trouble after that and the County Smoke Control Ordinance was passed on May 17, 1949, to become effective on June 1, 1949.

1. Op.Cit., p. 3.

2. See Public Health Bulletin No. 306, Federal Security Agency, Washington, D. C.

Enforcement of the County Smoke Law has been a gradual procedure like the Pittsburgh ordinance which it complements. The railroads had to comply immediately, followed by industry generally, which was given a year's grace, and finally home owners who were given until June 1, 1953 to meet the smoke abatement regulations.¹

In relation to the enforcement of the smoke law certain technical difficulties in meeting the requirements are taken into consideration. One such problem is mine refuse which is accumulated in "gob piles" which are highly combustible and once started burning cannot be stopped. There are over fifty of these burning in the County today with several hundred others constituting a fire and smoke hazard. Extensive private and public research is being carried out on this problem. Other technical difficulties in controlling smoke are found in the reduction of cinders from steam locomotives, and the control of emissions from bessemer converters and open hearth furnaces in the steel industry.

The significant fact concerning these presently unsolved problems is that written into the smoke law are orders for the industries involved to undertake research for their solution. The operators of open hearth furnaces and bessemer converters are given five years to work on the problem at the end of which

1. Pittsburgh Post-Gazette, May 18, 1949.

time further consideration may be granted. During this period, however, annual progress reports on the research program shall be submitted to the Bureau of Smoke Control.¹

The Bureau of Smoke Control of Allegheny County was established by the Ordinance to be presided over by a Director. The Director has a staff of clerical and technical employees approved by the Board of County Commissioners, their purpose being to administer and enforce the Smoke Control Ordinance. The Director is represented in prosecutions for violation of the Ordinance by the County Solicitor.²

Under the Ordinance general fuel users may burn any fuel as long as it is burned smokelessly. This requires in practice that users either burn low volatile coals and by-products, smokeless fuels, or install apparatus such as stokers which eliminate smoke. Smoke is measured under the provisions of the law according to the Ringelman smoke chart which grades smoke in four categories. The law prohibits smoke in excess of number two. There are currently thirteen smoke inspectors checking for violations.

In the matter of violations, if a person is notified three times within a year of violations he is required to appear be-

1. Smoke Control Ordinance of Allegheny County, Pa., Article VI., Sections 604 and 608.

2. Smoke Control Ordinance of Allegheny County, Article II., Section 205.

fore the Director of the Smoke Bureau and show cause. If in such a hearing the Director finds that corrective measures have not been taken he will order the person's equipment sealed until the necessary action is taken.¹ Violators of any provision in the Ordinance are guilty of a misdemeanor and upon conviction are fined twenty-five to a hundred dollars or in default of payment serve thirty days in jail.²

The task of control is simplified considerably by checking fuel at its source in the coal yards of which there are comparatively few in the county. Dealers are licensed every year. They may sell any type of fuel, but must be aware of the type of equipment being used and act in accordance with the law.³ The accompanying inspector's report for 1948-1949 shows the extent of violations and the progress being made in modernizing equipment in Pittsburgh.

On the whole support has been forthcoming magnificently from all quarters. Homeowners have either installed new equipment or learned new firing techniques. The railroads and river boats which contributed a huge volume of smoke are turning to diesel power. By June 1949 the eleven railroads operating in Allegheny had spent \$100 million on new equipment which will

1. Smoke Control Ordinance of Allegheny County, Pa., Article III., Section 305.

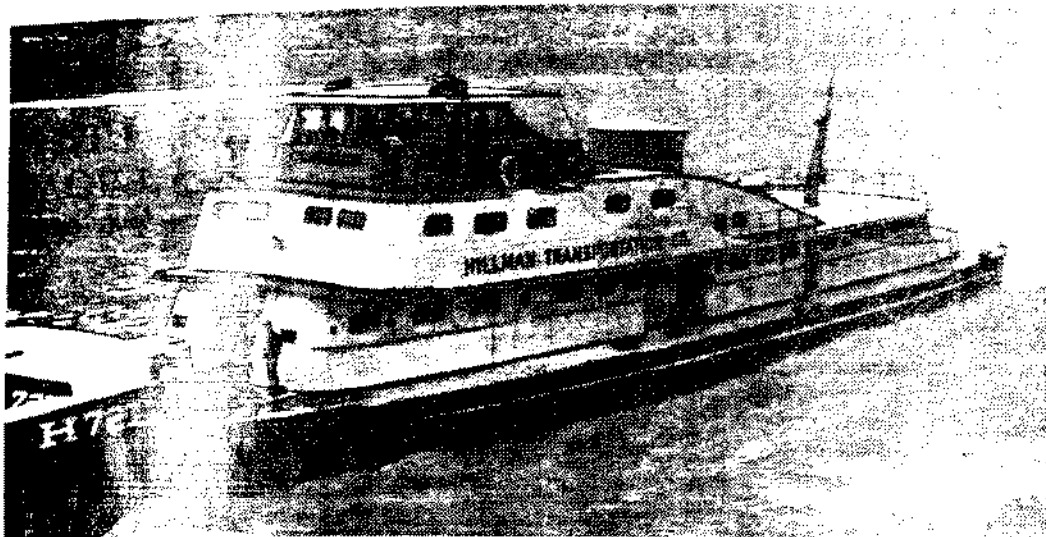
2. Ibid., Article III., Section 319.

3. Ibid., Article IX., Section 903.

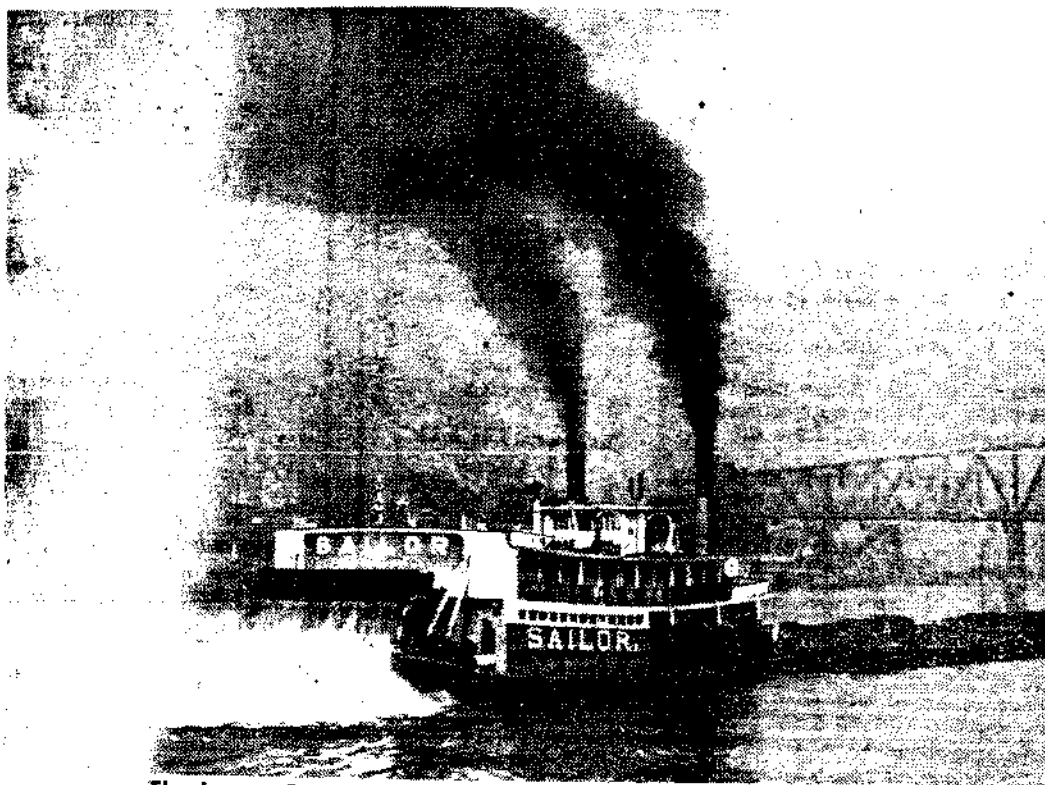
reduce smoke.¹ At that time they were operating 363 diesel locomotives with 155 more on order as compared to 29 in October 1946.² Almost eighty percent of the river boats are now powered by non-smoke equipment. The loss of glamor is a gain to Pittsburgh's air.³

As of March 1950 it was announced that Pittsburgh has had 65 percent less dirt since the City Ordinance was passed. This is only the beginning, but what it already means to the city in terms of health, expense, and better living is incalculable. Due to the vast community effort Pittsburgh and Allegheny County are emerging from the "dark ages" into the "light age."⁴

-
1. The Pittsburgh Press, May 31, 1949.
 2. The Pittsburgh Sun-Telegraph, May 31, 1949.
 3. The Pittsburgh Press, March 17, 1950
 4. Ibid, March 4, 1950.



The Winner: Smoke-chasing diesel towboat, by three to one.



The Loser: Smoke-belching steamboat, fading from local rivers.

Stationary Stack Report for 1949

YEARLY REPORT OF INSPECTORS WORK FOR 1948 AND 1949

	<u>Annual Inspections</u>	
	<u>1948</u>	<u>1949</u>
Annual Inspections	3180	4272
Number needing repairs	363	562
Reinspections made	445	527

	<u>Legal</u>	<u>1948</u>
Number summoned to office (smoke or equipment)		51
Information before magistrates (smoke violations)		15
Furnaces sealed		7
Number summoned to office (installation without permit)		50
Information before magistrates (having no permit)		18
Information before magistrates (having no operating certificates)		8
Number summoned to office (coal truckers)		35
Information before magistrates (truckers violations)		250

	<u>New Installations</u>			
	<u>1948</u>	<u>1949</u>		
Commercial stoker	298	107	Incinerators	96
Domestic stoker	631	213	Dust collecting systems	6
Commercial gas conversions	249	199	Indicators	49
Domestic gas conversions	592	831	No. plants equipped with steam jets	35
Gas boilers	160	212	No. inspections on new installations	1934
Oil burning equipment	51	7		

	<u>Miscellaneous</u>			
	<u>1948</u>	<u>1949</u>		
Smoking stacks eliminated	1654	1838	Heating systems improved	1914
Stokers repaired & adjusted	252	336	Complaints investigated	1803
Furnaces repaired or rebuilt	227	594	Instructions	806