

**A COMMERCIAL REDEVELOPMENT FOR
STAUNTON, VIRGINIA**

by

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D.L.B.
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DEDICATION

This thesis is dedicated to my mother and father whose encouragement and sacrifice have made my education possible.

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INTENT

It is the intent of this thesis to compare the most common problems being faced by today's American cities with those of Staunton. By applying the principles of good planning and common logic, an abbreviated plan for relieving the problems of the commercial district will be evolved. The plan is further intended to incite the leaders and citizens of Staunton to launch an urban renewal project that will serve as a guide to intelligent and continuous planning.

INTRODUCTION

Staunton, Virginia is a city of twenty-five thousand population located in the south-central Shenandoah Valley. It is the location of the intersection of two historic and heavily traveled highways. The intensive use of these highways for trade routes resulted in the building of the town as a trading center.

The original town was laid out with a rigid gridiron pattern. The present business district has adapted itself to the original plan and is now restricted by its inflexibility. The central business district is surrounded by hills that hamper expansion and make traffic planning difficult.

Recent attempts to solve the problems of the business district have been limited to traffic and parking surveys. The city has borne the responsibility of providing off-street parking facilities.

Strip zoning along the major traffic arteries has allowed business to move out of the central business district and locate at random. It has encouraged unprofitable business ventures and accelerated blight conditions.

INTRODUCTION

Another result of this unintelligent zoning is the decay of the business core. By allowing businesses to move out of the core, no encouragement has been given for the rehabilitation or redevelopment of the present business structures.

The City Planning Commission has been inactive for many years and has never undertaken a planning project. There is no Master Plan for the development of the city. There is an apparent lack of coordination among the various governmental agencies which must be remedied.

Staunton is the largest trade center of the Shenandoah Valley but its sales volume is not increasing as steadily as other near-by trade centers (Harrisonburg and Waynesboro). Total sales rose to a peak in 1929 followed by a recession which was nationwide. By 1939 business activity had regained to pre-depression levels. World War II brought a greatly increased volume which leveled slightly in 1948. The early 1950's experienced a normal rise which has lead up to the conditions of the present day.

Annual sales estimates published by Sales Management magazine (Table 4, page 134) represent a similar, but more indicative picture of sales in the Staunton area. Since there are three major sales outlets in the area

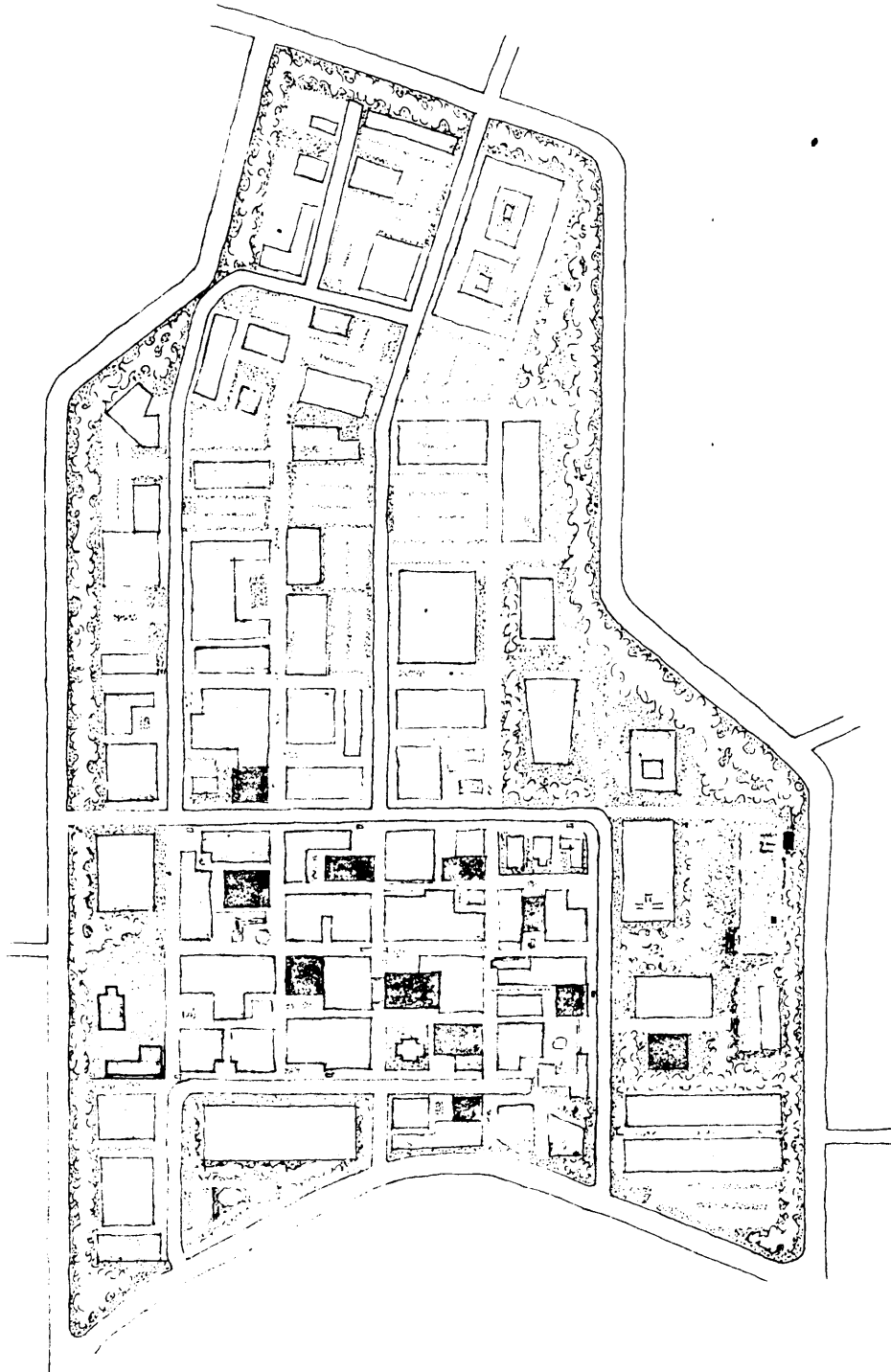
INTRODUCTION

solicited by Staunton merchants, they are all illustrated.

Retail sales gained immensely from 1940 to 1948. There was a slight recession from 1948 to 1951 with steadily improving sales up to 1955. Here a divergence is noted. Although Harrisonburg and Waynesboro sales continued to grow, Staunton sales dropped in 1956. Since 1957 figures are at present unavailable, there can be no definite statement made as to whether the trend was reversed. It is believed that sales are again increasing, but only slightly. The present situation leaves Staunton with a leveling off of sales compared to ever increasing sales in two competing trade areas.

The reason for much trade loss can be blamed upon a poor traffic pattern and the inability to expand the central business district. The city of Staunton is, therefore, faced with the prospect of losing its important trade position because of its inability to cope with present planning problems.

the proposed plan



THE PROPOSED PLAN

A NEW TRAFFIC PATTERN

The confusion of traffic in downtown Staunton is more acute than in many cities of comparable size. Because no allowances were made for commercial servicing and public transit depots, service traffic, mass transit traffic, automobile traffic, and pedestrian traffic are thrown together on the already constricted streets. Traffic conflicts are seen everywhere with absolutely no means of reduction without a complete revamping of the central business district.

Attempts have been made to reduce a few traffic conflicts by instituting a one way street system and providing parking areas. Even with the flow of traffic guided in this manner, there are points where the flow is slowed or stopped by delivery truck parking or mass transit vehicles which require the full width of the narrow streets.

The street system around the central business district is such that much of the through traffic going north and south and all of that going east and west must pass through

THE PROPOSED PLAN

the core area. There are no by-pass routes to carry through traffic. Graph 4, page 139, illustrates the heavy volume of traffic passing through the core area. This traffic must be re-routed in order to relieve the downtown congestion. However, through-routes still would not eliminate the commercial and mass transit vehicles which are a large part of the problem.

Today's cities have an average of thirty percent of their developed land allocated to streets and highways. This is a voluminous amount of area to be used for transportation alone. The streets provide no income; to the contrary, it is merely a drain of the taxpayers money because of the perpetual maintenance problem.

A more intelligent approach to the design of streets is advocated by contemporary planning principles. Present plans call for the design of important arteries as high speed routes linking all important districts of a city. These make possible the quick, efficient travel of all traffic to any part of a city without undue hindrance. A secondary system of streets is established to make possible the travel within a district. The secondary streets allow access to any locality within a district. Thus, the conversion and improvement of present streets may eliminate many impractical and inefficient streets

THE PROPOSED PLAN

that require needed land and funds for maintenance.

The Staunton plan would require a minimum amount of new construction but an extensive amount of improvement. The original dimensions of Staunton Streets were satisfactory for horses but they have long since lost their adequacy for vehicles. The only solution to street improvement is to rebuild the present system.

A belt highway is definitely needed to circumscribe the central business district. This belt would provide high speed routes around the district and eliminate the present confusion of traffic downtown. This system is imperative.

The belt highway would commence at the intersection of Coalter Street, Commerce Road, Richmond Avenue, and Greenville Avenue and proceed westward paralleling the Chesapeake and Ohio Railroad to the intersection of Middlebrook Avenue and Augusta Street, then westward along the present Middlebrook Avenue to the intersection with Church Street where there would be an interchange with a thru-route to outlying districts. New construction would be necessary for a length of about one thousand feet. Existing structures in that length are obsolete and quite old. Improvements would be necessary for the present Middlebrook Avenue. Natural elimination of existing

THE PROPOSED PLAN

structures adjacent to Middlebrook Avenue would allow for future widening. This southern extension of the belt system should receive high priority attention.

The westward extension of the belt would commence at the interchange of Middlebrook Avenue and Church Street and proceed northward on a straight line to the intersection of Church Street and Beverley Street, then on a straight line northward to the intersection of Frederick Street and Fillmore Street, then on Fillmore Street to a point about one thousand feet north of the intersection with Baldwin Street, then on a line extended to the intersection of Lewis Street and Pump Street, then northward on Lewis Street to the intersection with Churchville Avenue where there would be an interchange with a thru-route to outlying districts. New construction would be necessary between Beverley and Frederick Streets and between Fillmore and Lewis Streets. Both lengths of street would require the purchase of existing residential property. Improvements would be necessary for the widening and grading of existing streets.

The northern extension of the belt would commence at the interchange of Churchville Avenue and Lewis Street and proceed eastward on Churchville Avenue to the intersection with Augusta Street where there would be an inter-

THE PROPOSED PLAN

change with a thru-route to outlying districts, then on a straight line to the intersection of Sunnyside Avenue and Market Street. New construction would be necessary between Augusta and Market Streets for a short distance. This area is now used as a private parking lot. Improvements would be necessary for the widening and grading of Churchville Avenue.

The eastern extension of the belt would commence at the intersection of Sunnyside Street and Market Street and proceed southward on Market Street to a point about one hundred and fifty feet south of the intersection with Academy Street, then on a line to a point about one hundred feet north of the intersection of Coalter Street and Frederick Street, then southward on Coalter Street to the point of origin. New construction would be necessary for the extension between Coalter and Market Streets. This area is now occupied by residential buildings with liberal open spaces. This construction should receive priority attention. Improvements would be necessary for the widening and grading of existing streets.

All types of traffic would be allowed on the thruways including tractor-trailers which are necessary for freight service.

The secondary system of streets within the central

THE PROPOSED PLAN

business district would carry local traffic only. This local traffic would consist of service vehicles for pick-up and delivery of goods, transit vehicles for mass movement of shoppers and employees, and the vehicles of shoppers and employees moving to parking areas. Vehicle inlets would lead from the secondary streets to off-street loading and unloading areas for service to commercial buildings.

The secondary system would make use of the following streets:

1. Market Street between the Southern Belt Highway and Frederick Street
2. Frederick Street between Market Street and the Western Belt Highway
3. Augusta Street between the Southern Belt Highway and Johnson Street
4. Johnson Street between New Street and Lewis Street
5. Lewis Street between Johnson Street and the Southern Belt Highway
6. Lewis Street from Frederick Street almost to the intersection with Pump Street
7. Augusta Street between Frederick Street and the Northern Belt Highway
8. Pump Street
9. Central Avenue from Pump Street almost to Churchville Avenue

All other existing streets would be converted to pedestrian malls for use of pedestrians and public util-

THE PROPOSED PLAN

ity tunnels. Where necessary, the city could sell parts of existing streets to private interests for development or could convert the streets and adjacent property into parking areas.

Radiating from the belt system would be other thruways for the passage of traffic to and from outlying districts. Improvements to existing streets would probably be adequate for carrying the volume of traffic expected for the next ten years with the exception of State Route 254 (West Beverley Street). Strip zoning along Beverley Street has allowed business to build heavily along the narrowest lengths of the street. Beverley Street would be converted for use in the secondary system because the cost of improving this street as a thru-route would be prohibitive. A new route would follow Stuart Street, Peck Street, and the Buttermilk Spring Road to a connection with the present route outside of the city.

In relation to the central business district most of the residential areas have located to the north and west. Sparsely settled residential areas exist in the southeast and southwest sections of the city. The only densely populated section south of the railroad is that of Sears Hill, Dogwood Hill, and vicinity which is immediately adjacent

THE PROPOSED PLAN

to the central business district.

It is, therefore, logical to assume that the volume of trade will be drawn from West Staunton and North Staunton. The street system in those areas will handle most of the present shopping traffic and should be designed to carry an additional volume of traffic that will result from the ever-increasing expansion. This system is also important in that it must carry traffic moving to and from the industrial area of Verona.

Because of the present street system, important collector arteries have been made of Coalter Street, Augusta Street, Donaghe Street, Springhill Road, Churchville Avenue, and Beverley Street. The reason for their importance is a result of subdivision practice. Since these streets are the primary routes to the central business district, all of the subdivisions have built access roads leading from them. In the case of Churchville Avenue this practice is unfortunate, since it should be a thruway for high speed traffic only.

The lack of traffic planning has caused all of the neighborhoods to empty their traffic upon the streets that lead to and from the central business district. No allowance has been made for direct communication between the neighborhoods. The result has been the forcing of

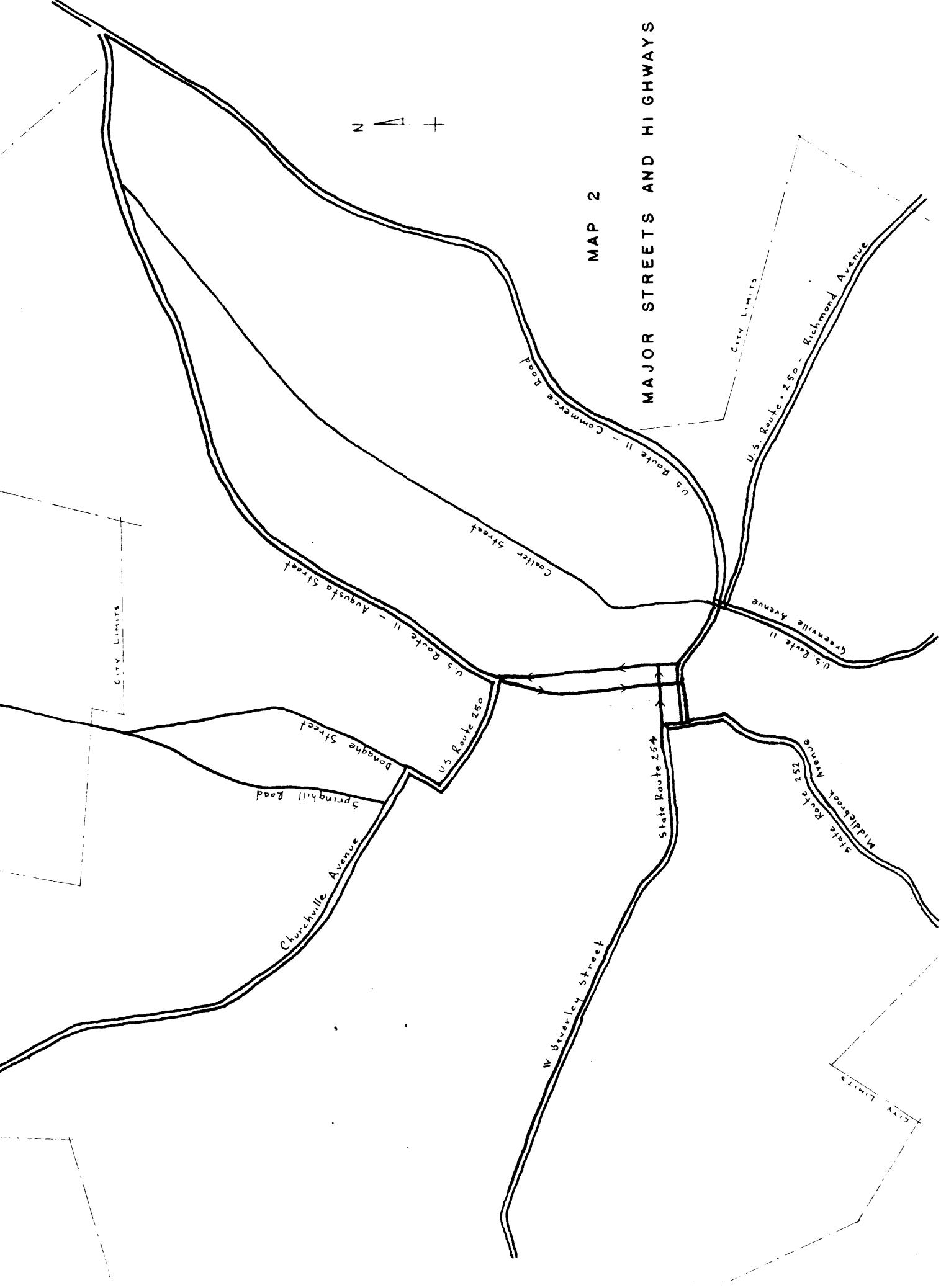
THE PROPOSED PLAN

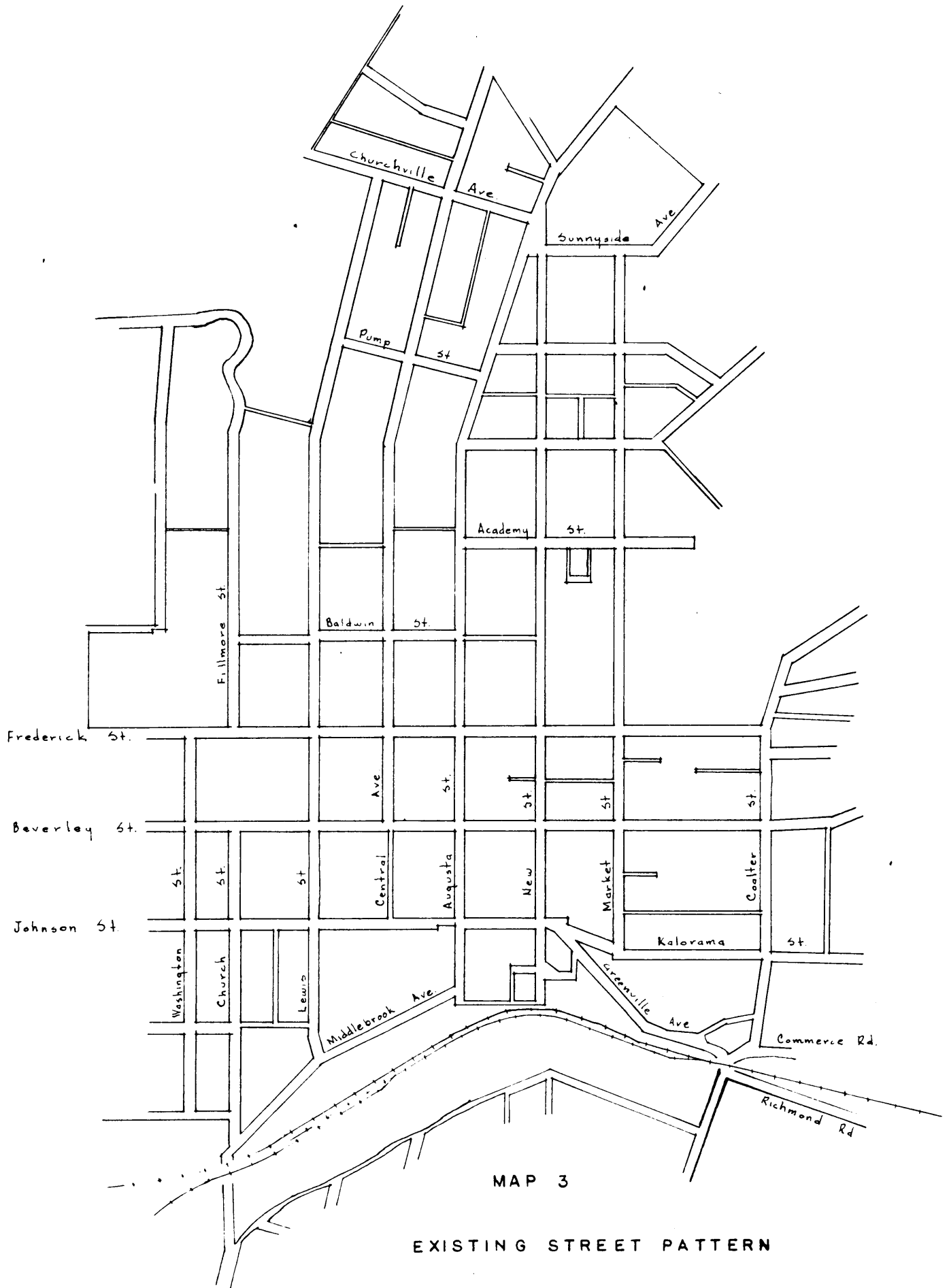
nonshopping traffic into the crowded streets near the business core. The planning and subsequent adoption of an interneighborhood street system will assist the downtown Belt Highway by eliminating undesirable traffic.

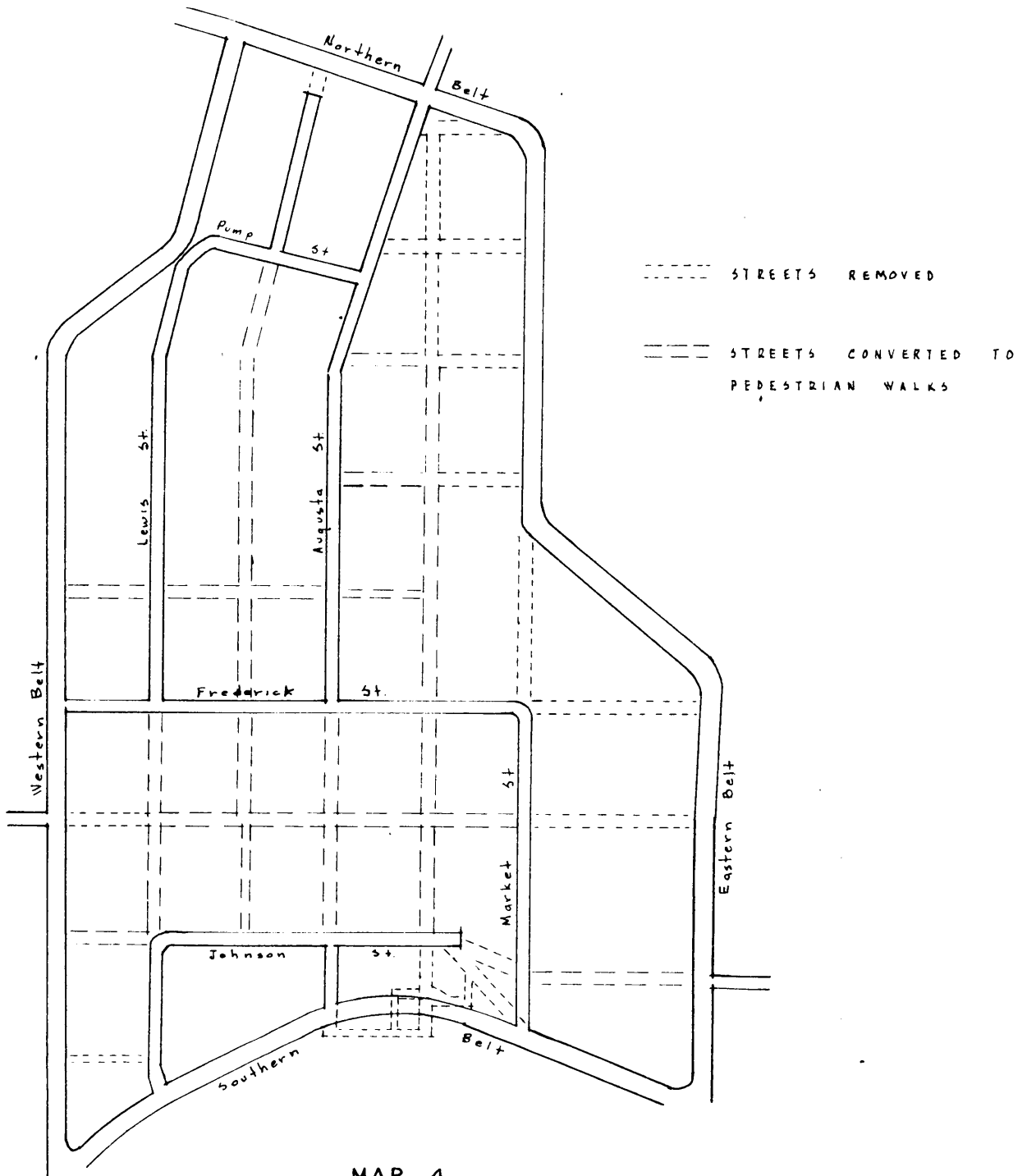
The greatest possible use of existing streets should be made. Improvements to existing streets will satisfy the needs of interneighborhood traffic for a few years. However, a program for mapped streets is vitally needed to serve those areas most distant from the central business district.

The secondary system of streets outside the core area would consist of existing streets that allow the passage of intraneighborhood traffic. These streets would be local in nature and should discourage speed. Only the more important streets would lead to the thruways.

MAP 2
MAJOR STREETS AND HIGHWAYS







MAP 4

PROPOSED STREET PATTERN

THE PROPOSED PLAN

ZONING REORGANIZATION

Staunton's zoning organization does little to relieve the present planning problems. The city wishes to attract and exploit commercial enterprises as much as possible. Consequently, the city is cursed with strip zoning that will ultimately cause commercial slums. No specific area is allocated for industry and manufacturing, so it is allowed to settle practically as will and then the location is automatically zoned as industrial. The present zoning map allows industry to line the side of a main highway which is supposedly a by-pass to expedite traffic flow.

Mixed land uses are almost encouraged by the zoning ordinances. The only land use which is protected to any extent is single-family dwellings. Residential buildings, churches, schools, retail stores, light manufacturing buildings, garages, and filling stations may build side by side under present standards. Zoning for the parking of cars or the loading and unloading of trucks

THE PROPOSED PLAN

in off-street areas is absent. The restrictions on non-conforming uses are lenient, and there are no incentives to stop such uses. There is absolutely no zoning of public squares or open spaces to separate land uses.

Connected with the zoning organization is the Zoning Board of Appeals. This agency has often been quite lenient and sometimes lacked conviction in allowing non-conforming use to disrupt the order of land use.

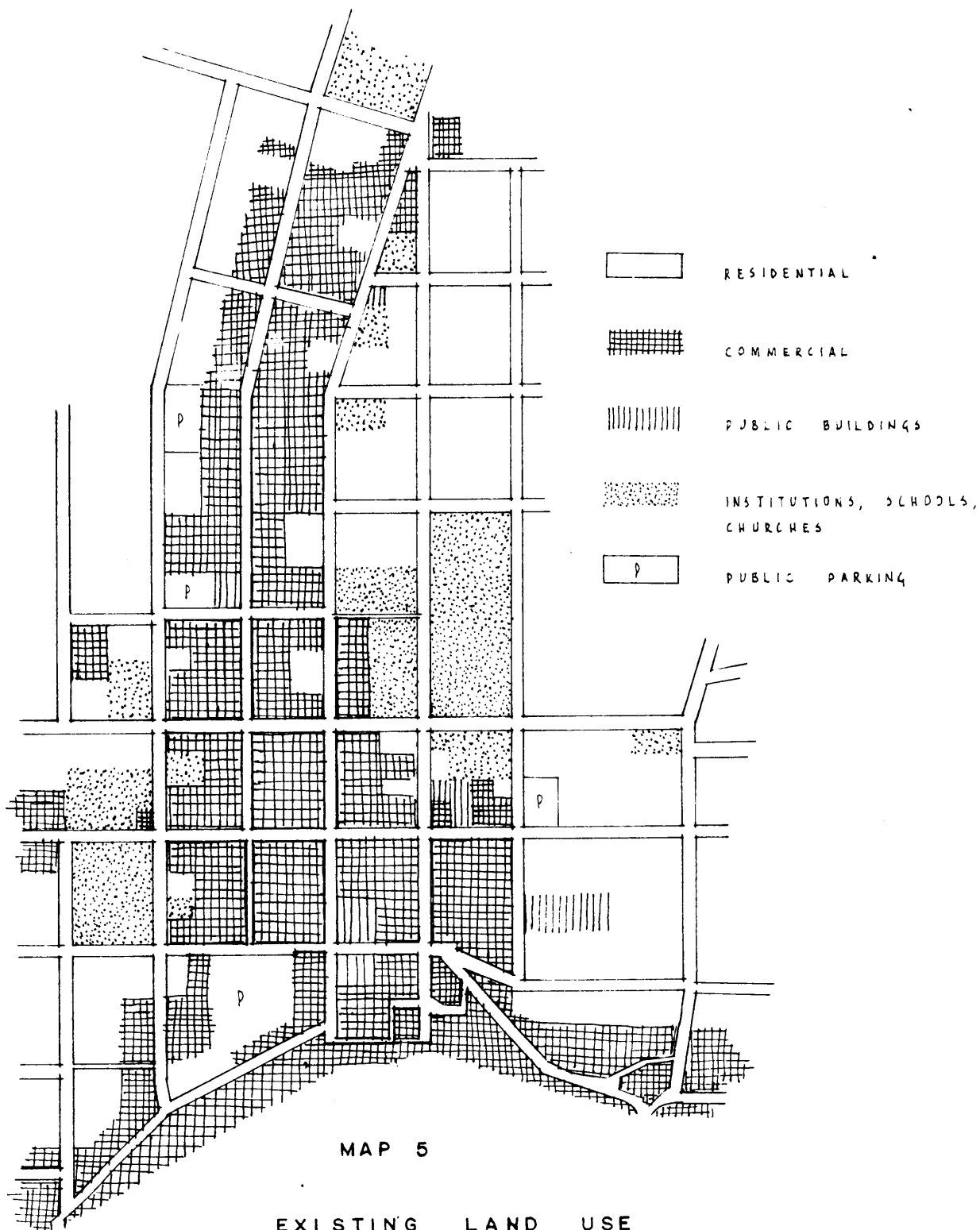
The Staunton Plan could not be a success without the adoption of comprehensive controls. Of utmost importance are the regulations concerning off-street loading and unloading. The Division of Planning and Economic Development of Virginia has proposed minimum off-street parking requirements for Staunton. It is vitally important that these proposals be adopted and subsequently revised as necessary.

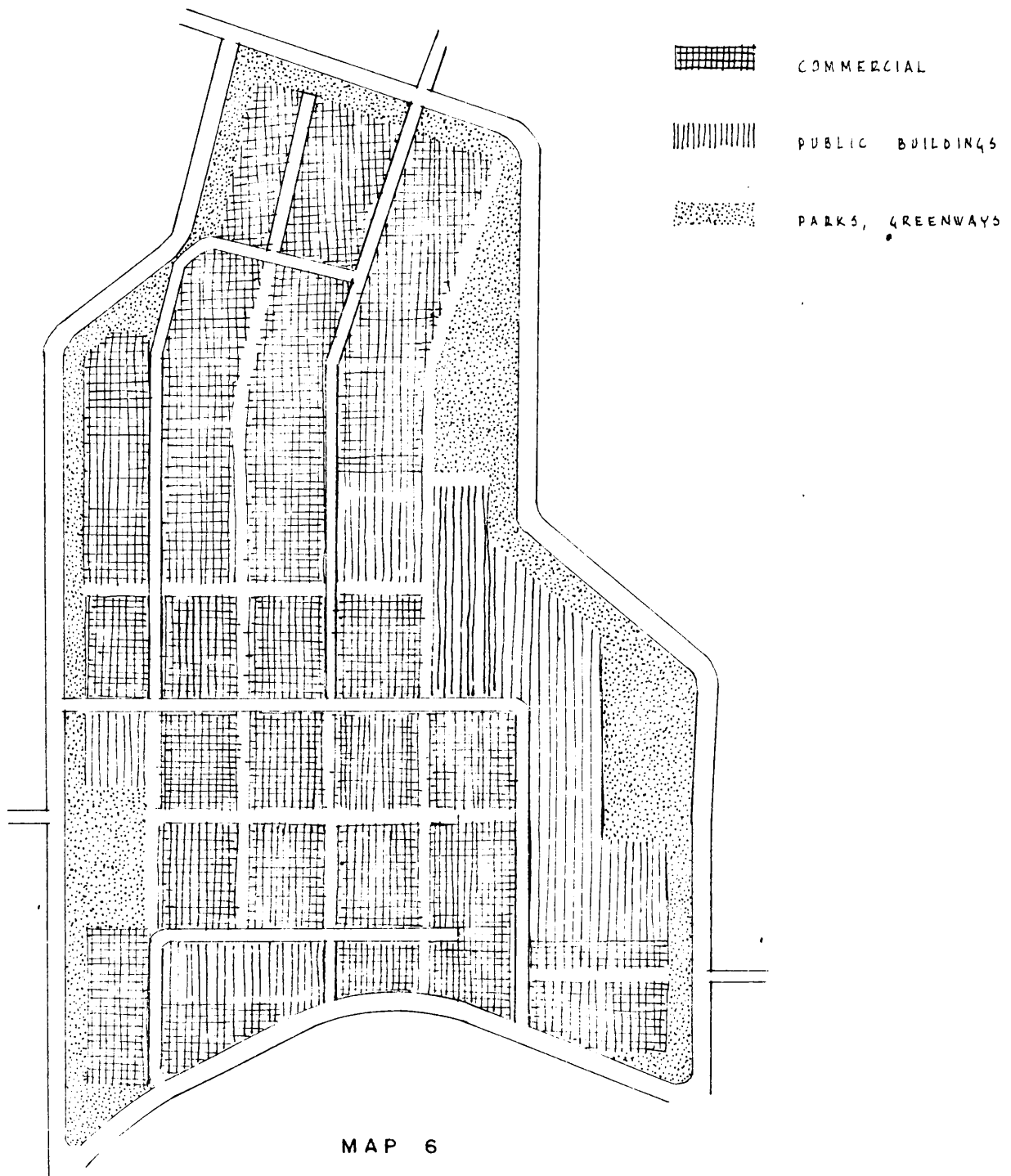
As a means of providing open spaces in the downtown, it is recommended that Staunton amend its present zoning ordinances. The zoning ordinances should encourage the building of ground floor plazas or open spaces in the business core. This can be achieved by allowing property owners to build higher structures without setback regulations. This type of zoning has worked successfully in Chicago where ground floor area

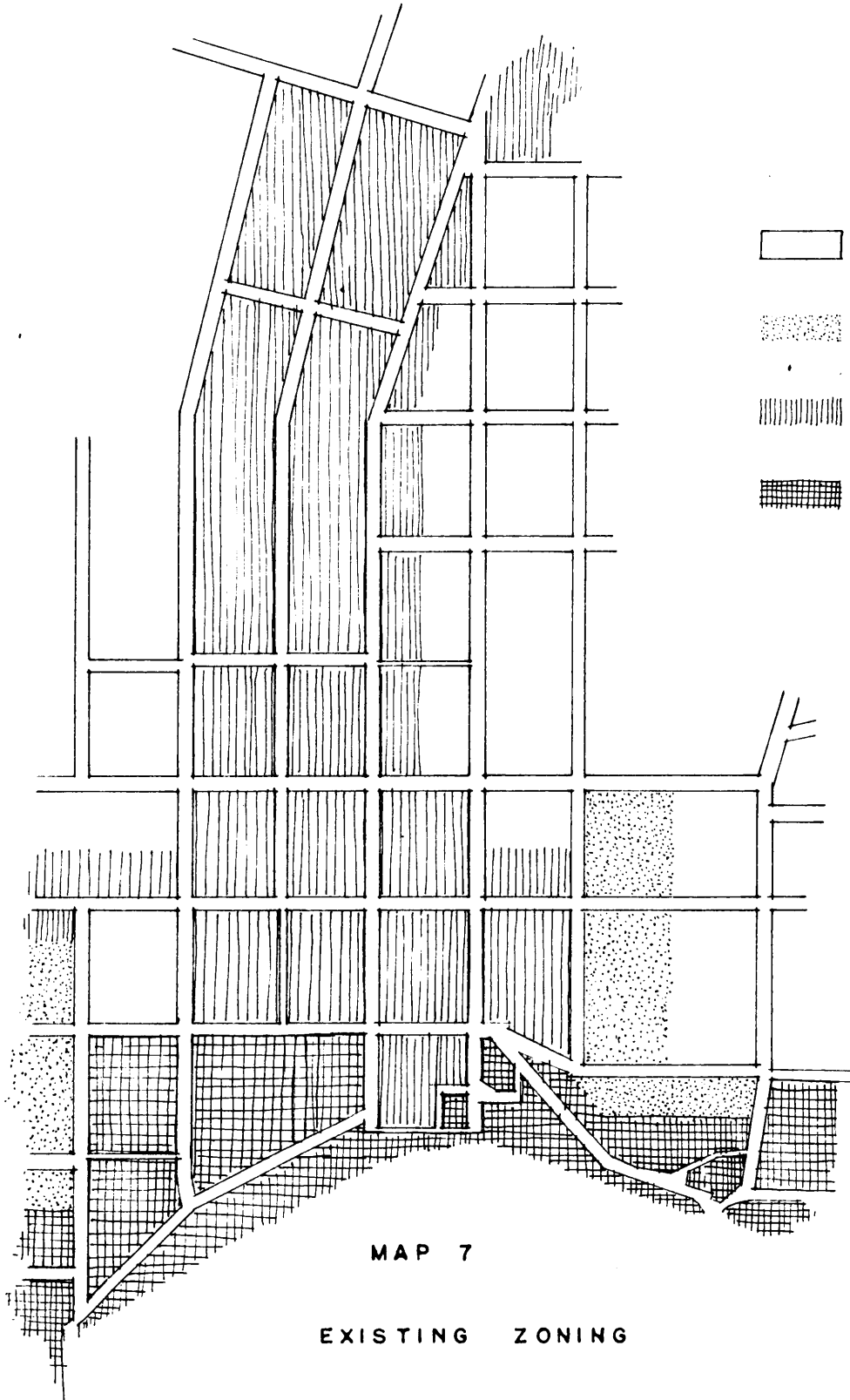
THE PROPOSED PLAN

is extremely expensive. The best and most ideal form of zoning would create a single standard for zoning. This type of zoning would create a standard population density for the city. By using this density as a standard for all construction, a graph would be prepared for each building zone which equates total floor area to lot coverage. All height and bulk regulations could be eliminated because a very high building would require a large lot. Thus, openness is created automatically by causing the lot area to increase as the floor area increases. Such a zoning scheme is explained more fully by Arthur B. Gallion in his book, The Urban Pattern.

It is also wise that one member of the Zoning Administration also be a member of the Zoning Board of Appeals to act as a liaison party.



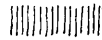




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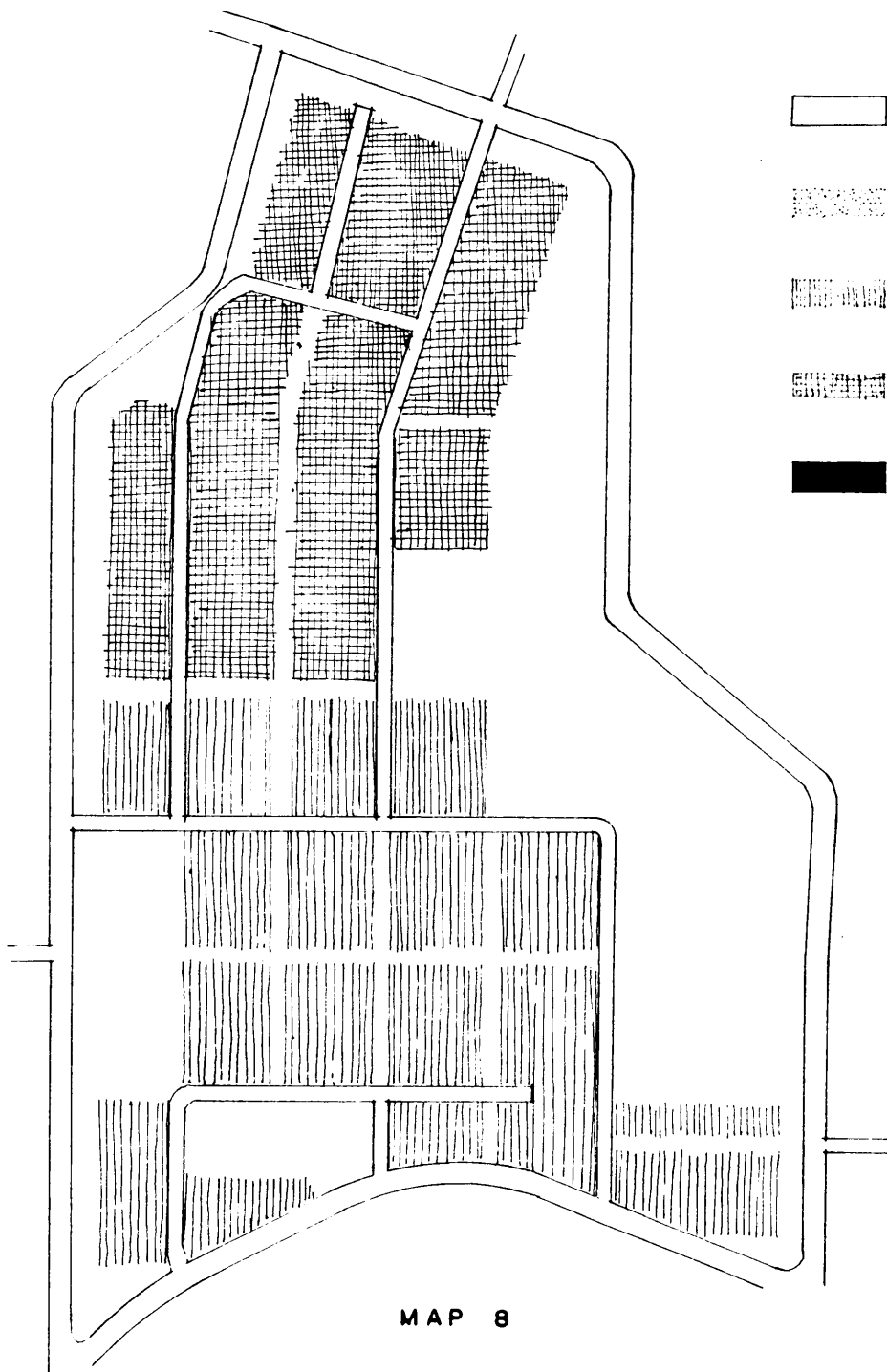
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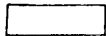

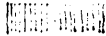
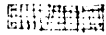



B-1 BUSINESS



B-2 BUSINESS



-  A-1 RESIDENTIAL
-  A-2 RESIDENTIAL
-  B-1 BUSINESS
-  B-2 BUSINESS
-  M-1 INDUSTRIAL

PROPOSED ZONING

THE PROPOSED PLAN

TRANSIT AND TRANSPORTATION

The city of Staunton has made a commendable effort towards providing parking space in and around the central business district. Through condemnation and public purchase, the city has acquired property for the construction of municipal parking lots in three different locations. But the need has far surpassed the supply, even with these large additions.

Data prepared by the Virginia Department of Highways is illustrated in Graph 5, page 140. Graphically, it appears that the supply of parking spaces is sufficient to care for the demand. However, there is no way to indicate a space which is not available to cruising motorists during intensive demand periods. Nonavailability of space is the cause of the severe shortage at times of intense demand. Even during the periods of less intensive demand for parking, there is no supply to fill the demand of spaces in the core area.

The supply and demand table has been projected

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into the future and estimates the situation in 1960. The table does not make allowances for possible changes in parking supply such as elimination of curb parking for added traffic lanes, or the use of existing private lots for building sites. Such factors should be taken into account when planning for expanded facilities.

The following recommendations were made by the Traffic and Planning Division of the Virginia Department of Highways:¹

1. Streets should be used for the movement, not the storage, of vehicles.
2. Space for commercial loading and unloading operations should be off street.
3. Space for long time parkers must be off-street in areas of greatest demand.

The city government is now engaged in a controversy with the business interests about the establishment of greater parking areas and the retention of curb parking spaces. Unfortunately, neither side looks to urban renewal and a Master Plan as the answer.

The present transit system in Staunton is not popular because the buses make only one stop in the central business district and that stop is made only once an hour.

1. Virginia Department of Highways, Staunton Traffic Survey, 1955, p. 5

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Also, it is necessary to make bus changes in order to go from one part of the city to another. If a system were established such that all buses made the same stops in the central business district, the city transit company could expect a greater volume of usage.

The Staunton plan would establish a more efficient routing of the buses by requiring them to encircle the primary merchandizing area. Five stops would be made by all buses at the following points:

1. the intersection of Johnson and Lewis Streets
2. the intersection of Johnson and Augusta Streets
3. the intersection of Beverley and Market Streets
4. the intersection of New and Frederick Streets
5. the intersection of Central Avenue and Frederick Street

Buses coming from the northern side of the city would make additional stops at points along Augusta and Lewis Streets.

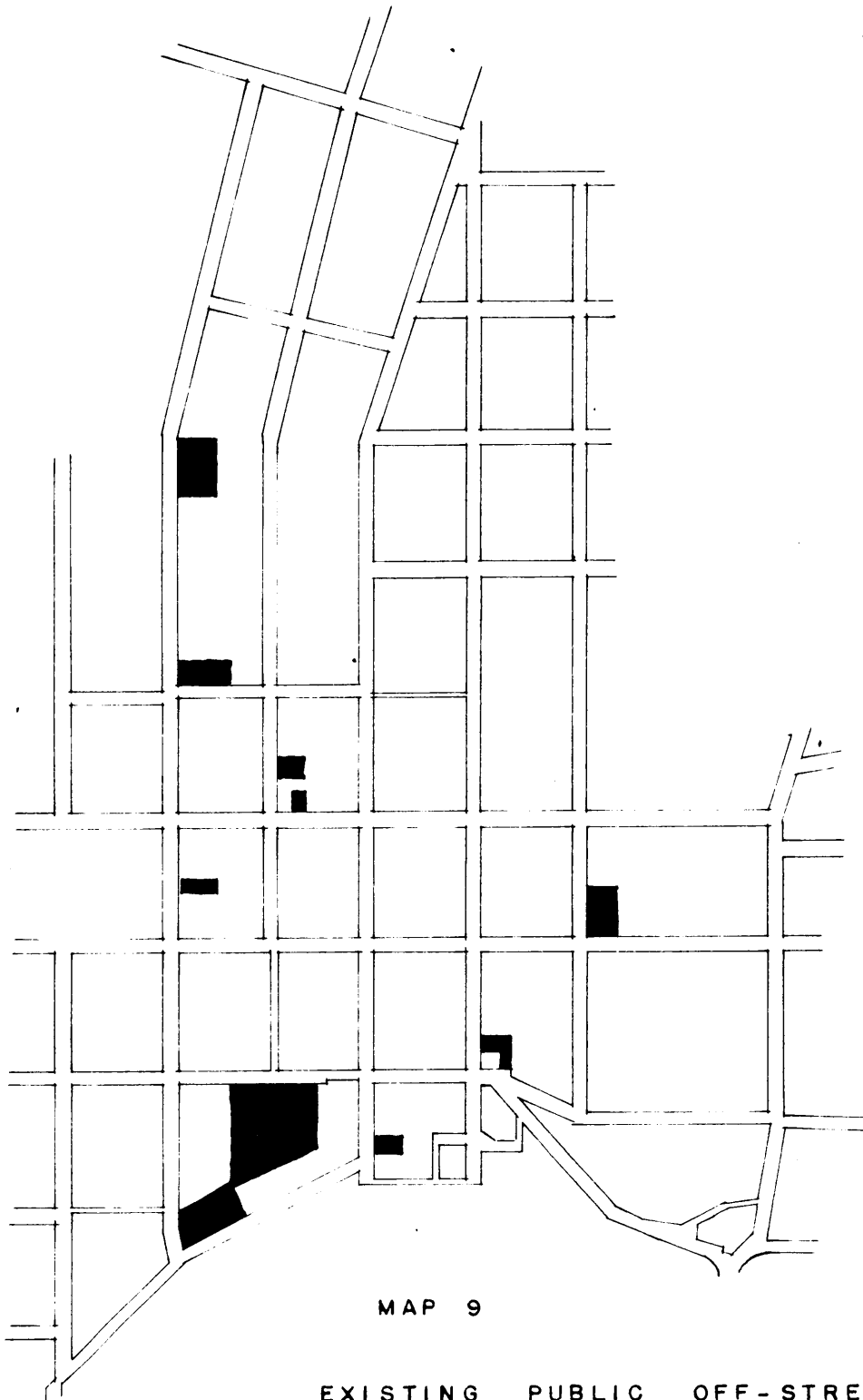
Intercity transportation is provided by three means; highway transportation, railroad transportation, and air transportation. If possible, it is desirable to keep rail and bus terminals close together and adjacent to the central business district of a city.

Staunton's plan would leave the railroad's

THE PROPOSED PLAN

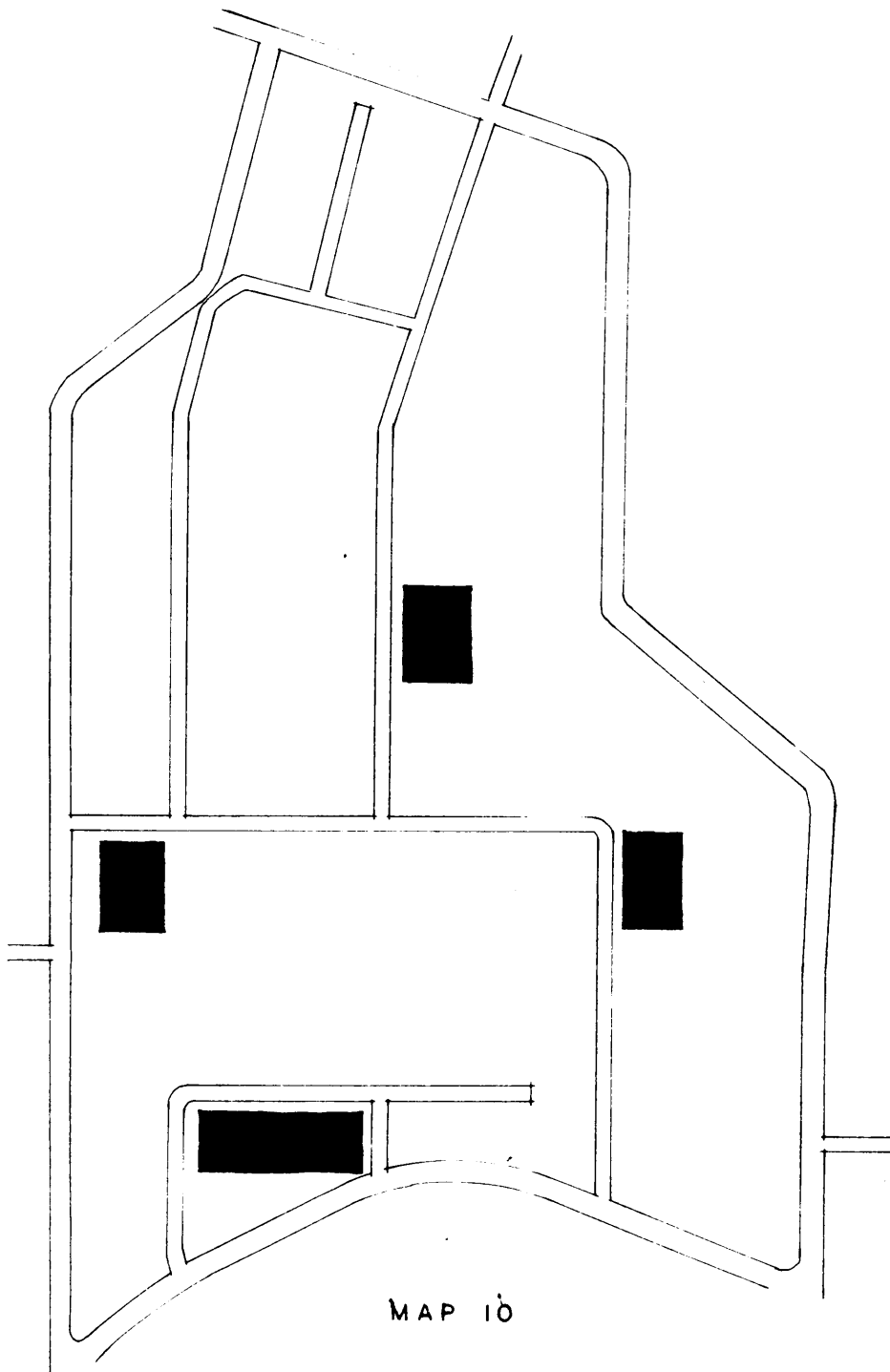
passenger and freight stations in their present location. The bus terminal would move from its present inadequate location and build adjacent to the station at the intersection of Lewis Street and the Southern Belt Highway. Air transportation will have its terminal at the Weyer's Cave site, and transit to the city will be supplied by taxi cab or helicopter. The heliport will be located atop the parking garage adjacent to the business district and civic center.

All other transportation will be provided by private carrier, mostly the automobiles of shoppers and workers. Since the use of automobiles is expected to increase, drastic measures must be taken to provide the needed space. At the present time, Staunton's volume of trade does not warrant the expenditure of large sums of money for multi-storey parking facilities. Therefore, the Staunton Plan assumes that all parking areas will initially be surfaced and open. However, as the parking demand increases, garages would be built in these areas.



MAP 9

EXISTING PUBLIC OFF-STREET
PARKING FACILITIES



MAP 10

PROPOSED PARKING FACILITIES

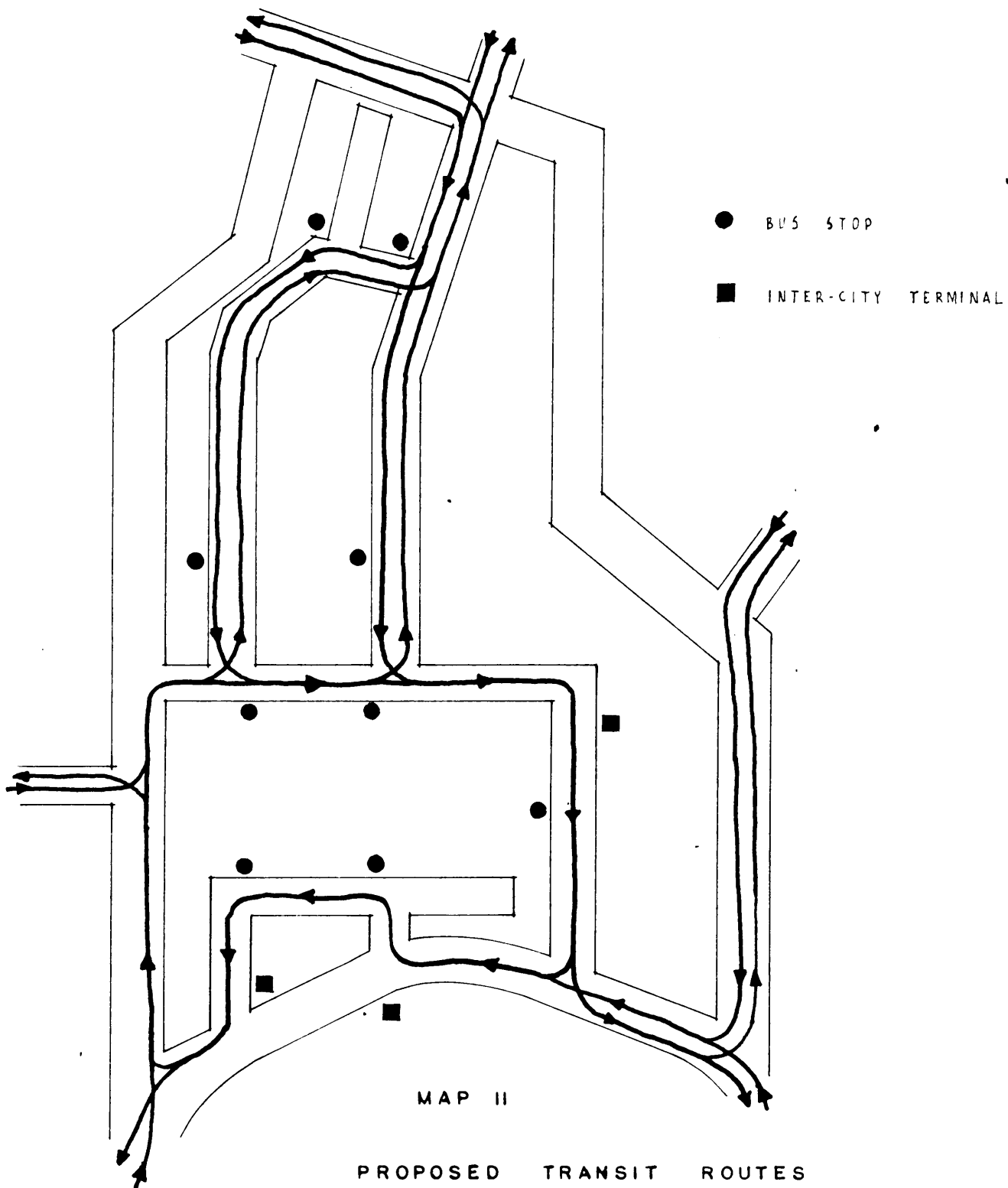
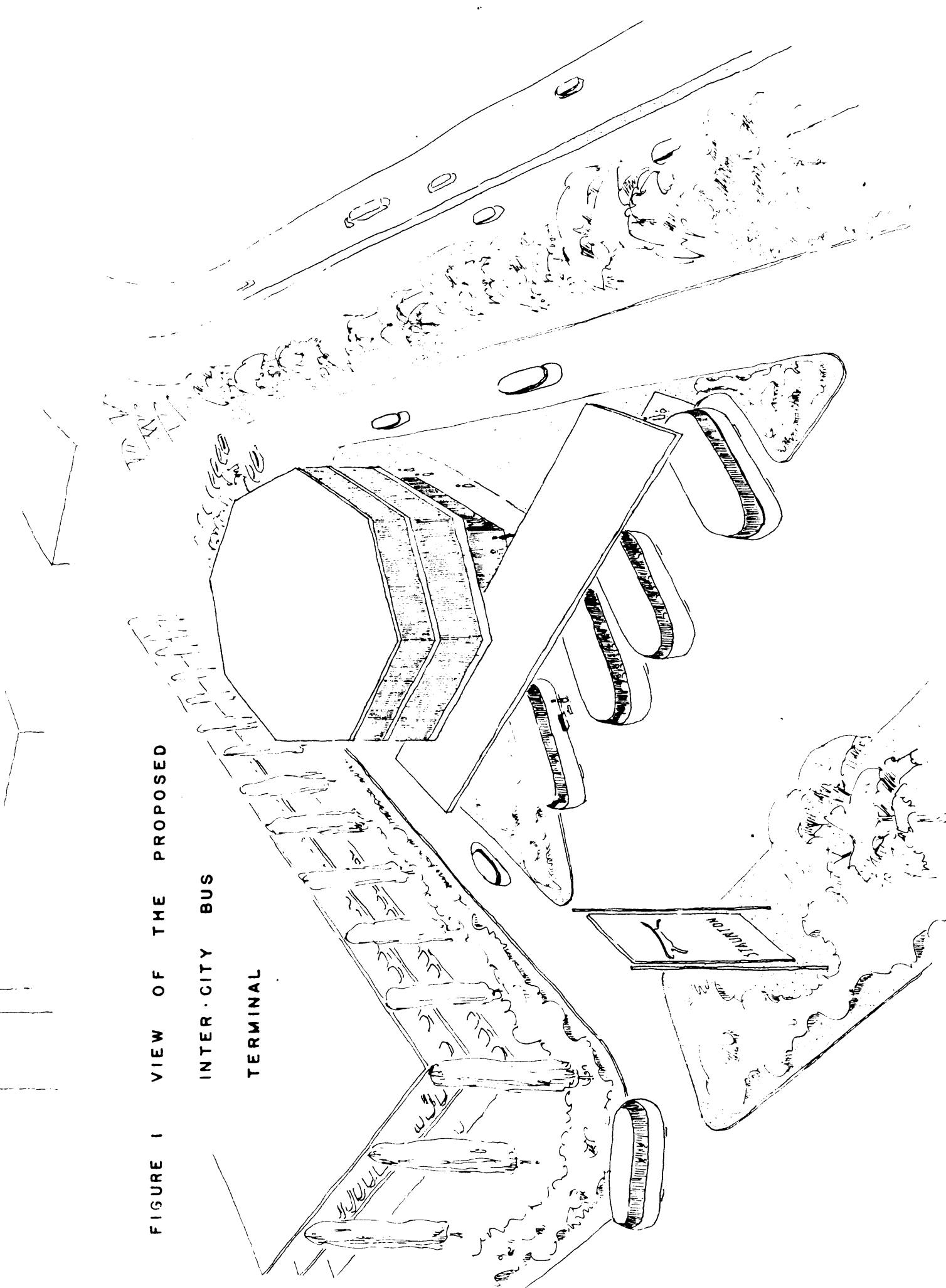


FIGURE 1 VIEW OF THE PROPOSED

INTER-CITY BUS

TERMINAL



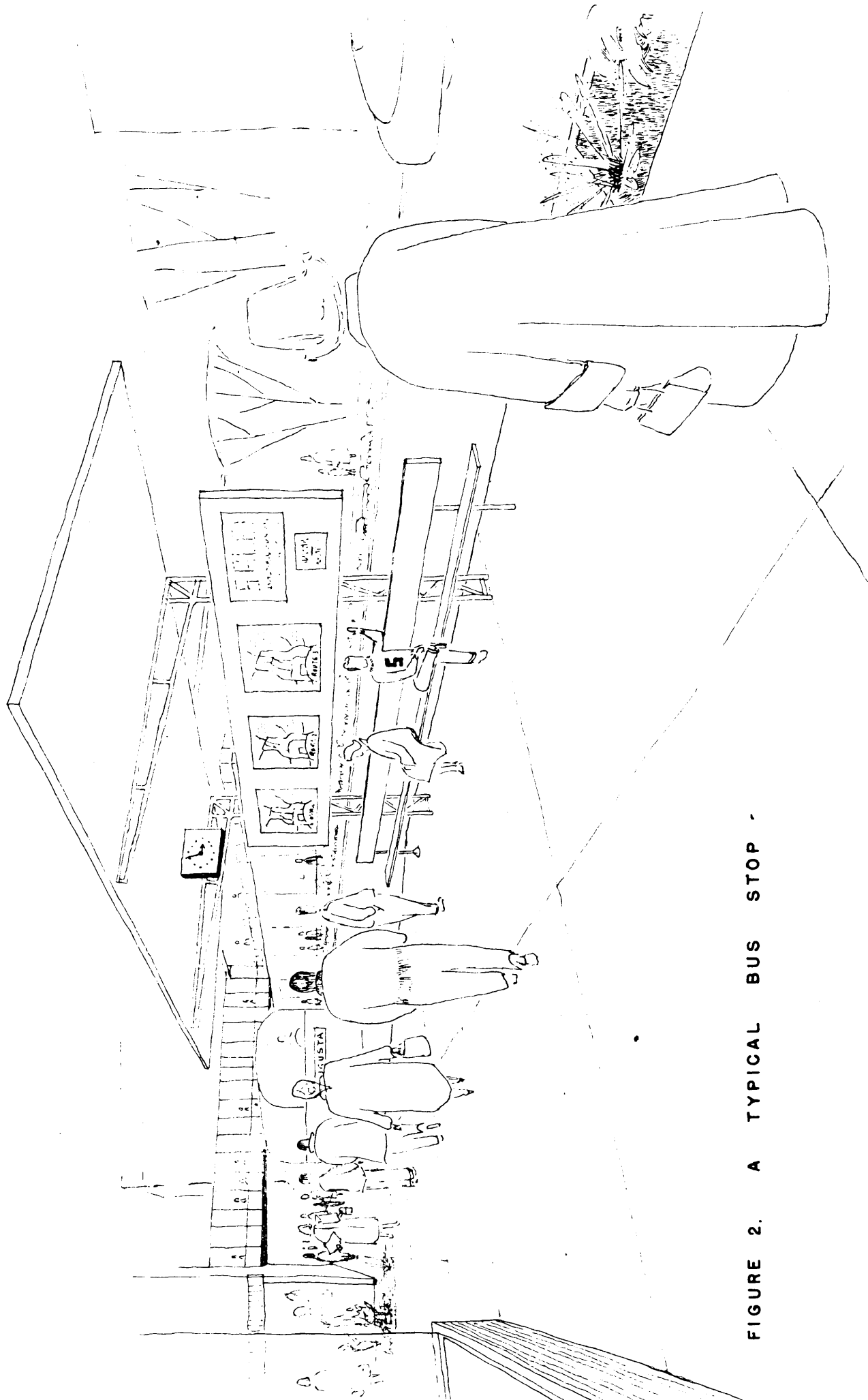


FIGURE 2. A TYPICAL BUS STOP -

THE PROPOSED PLAN

A NEW COMMERCIAL PATTERN

Practically all of Staunton's downtown stores are housed in old buildings. A very large percentage of the buildings are so old that they visibly display their age despite efforts to remake their first floor. Some of these buildings are on the verge of being condemned as fire hazards. If it were not for Staunton's lenient fire codes, many buildings would necessarily be torn down. The buildings that do exist are inadequate because of their design. They were designed for an age which has passed.

Apparently, there is no interest on the part of owners, many of whom do not live in Staunton, to make the buildings attractive to consumers or even to renters. As a result, the people who must buy in Staunton complain about many inconveniences that are indirectly caused by inefficient design and repair.

No commercial concerns have shown any interest in rebuilding the downtown section. Until some motivat-

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ing force incites a modernizing campaign, the core will continue to decay until it weakens the vitality of the merchandizing public and results in a loss of business.

The Staunton Plan divides the central business district into two zones. One zone is restricted to retail businesses or service businesses that have large sales per square foot of floor area and that sell little or no food goods, such as department stores selling clothing and home furnishings, shoe stores, drug stores, clothing stores, hardware stores not selling construction lumber or steel, flower shops, newspaper stores, furniture stores, banks, finance companies, and other offices for the transaction of service business. The second zone would be restricted to retail businesses that make a more objectionable use of land or that require large parking areas, such as automobile repair garages, filling stations, newspaper plants and other light manufacturing businesses creating neither smoke nor dust, food markets, and farm machinery sales rooms.

By segregating those land uses that do not conform to the above restrictions, the integrity of the land pattern can be preserved. This segregation will allow retail trade to concentrate in the area where it is now located. Such concentration will be sufficient to satisfy

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Staunton's present expansion problem. An even greater concentration should be planned so as to accommodate the trading demands for the next two decades. This concentration could be accomplished by the construction of two-level shopping areas. The sloping land of the central business district will easily allow the construction of multi-story shopping buildings in the less intensive land use zone.

The undertaking of such an extensive building program is beyond the means of any of Staunton's present business. However, if several of the more progressive interests were to unite in a cooperative group, the project would become economically feasible and mutually beneficial to all parties. It is unfortunate that such a project should depend on cooperation alone; but, it is the only means of affecting a solution to the expansion problem.

In order to make the shopping scheme workable, the primary business district should be supplemented by neighborhood shopping centers scattered throughout the residential neighborhoods. The size of such shopping centers would depend upon the area served and the number of families located there. Spot zoning has already allowed some of the necessary businesses to build in residential

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neighborhoods. A compromise between the desirable location of shopping centers and the present location of shops will be necessary so that the greatest possible use can be made of existing facilities. Those businesses that are now located in unsuitable shopping areas should be encouraged to move to the newly appointed areas. This encouragement can be accomplished by rezoning the land used for nonconforming purposes.

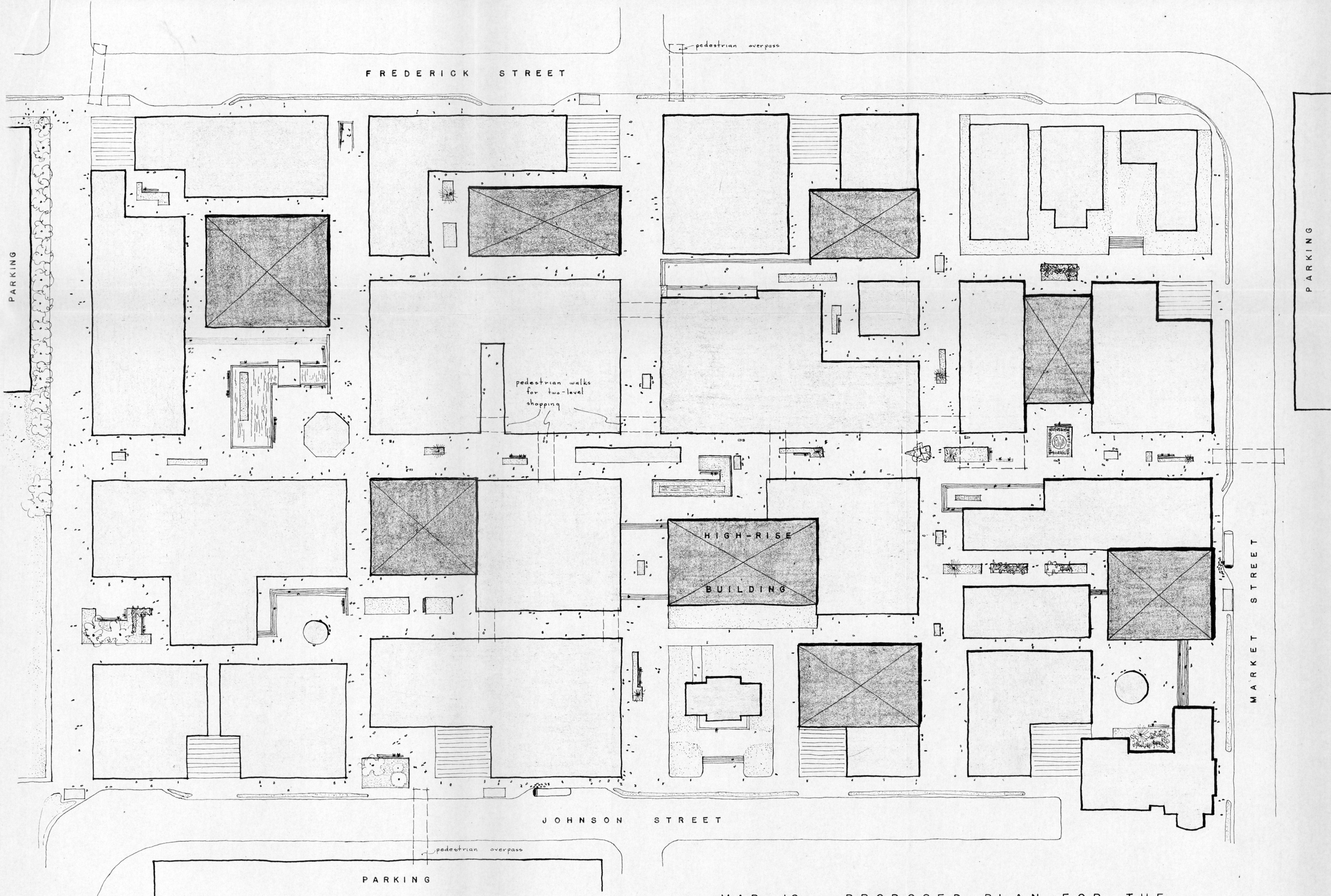
A more stable business economy is established by the use of neighborhood shopping centers. Those small businesses that are needed in neighborhood centers are removed from the central business district where the space is needed for expansion. The businesses then locate in an area which can support their existence.

Each neighborhood center in Staunton would be supported by a population of from 100 to 500 families. Each center should have at least one grocery store and one automobile service station. The larger shopping centers serving about 500 families should have a large food market, an automobile service station and repair garage, a drug and stationery store, a laundry-dry cleaning shop for pick-up and delivery, a restaurant, a barber shop and beauty parlor, and miscellaneous offices. Off-street parking space should equal 1.45 acres per 1000 population.¹

1. Marcel Villanueva, Planning Neighborhood Shopping Centers, National Committee on Housing, Inc.

THE PROPOSED PLAN

The city's Planning Commission should be responsible for establishing the criteria which pertain to shopping centers. Private interests should join together to help the municipality by encouraging the construction of good, well-planned neighborhood centers. No plan should be allowed that does not conform to the Master Plan.



MAP 12.... PROPOSED PLAN FOR THE
SHOPPING DISTRICT

FIGURE 3.

A PLAZA

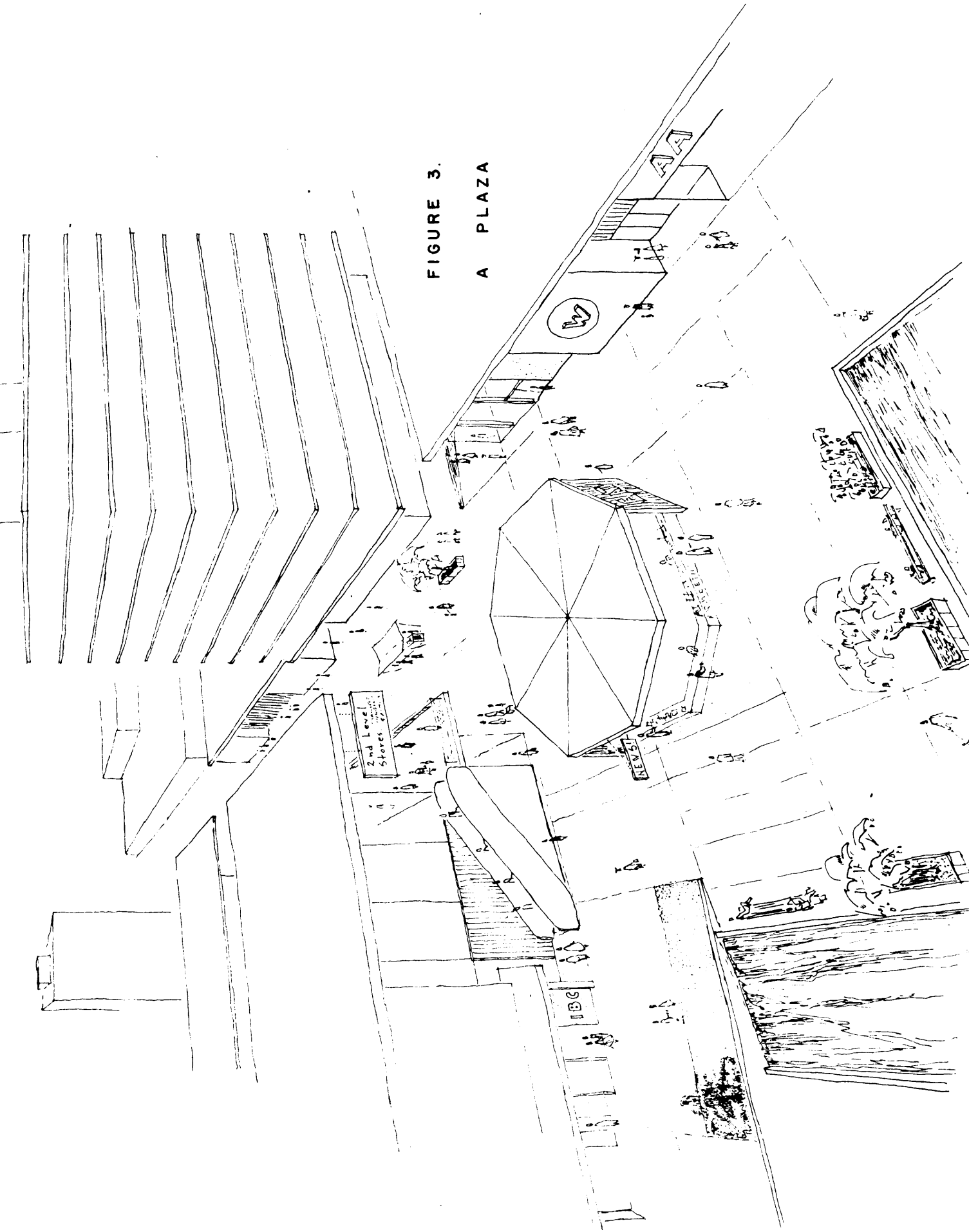


FIGURE 4. A SHOPPING MALL



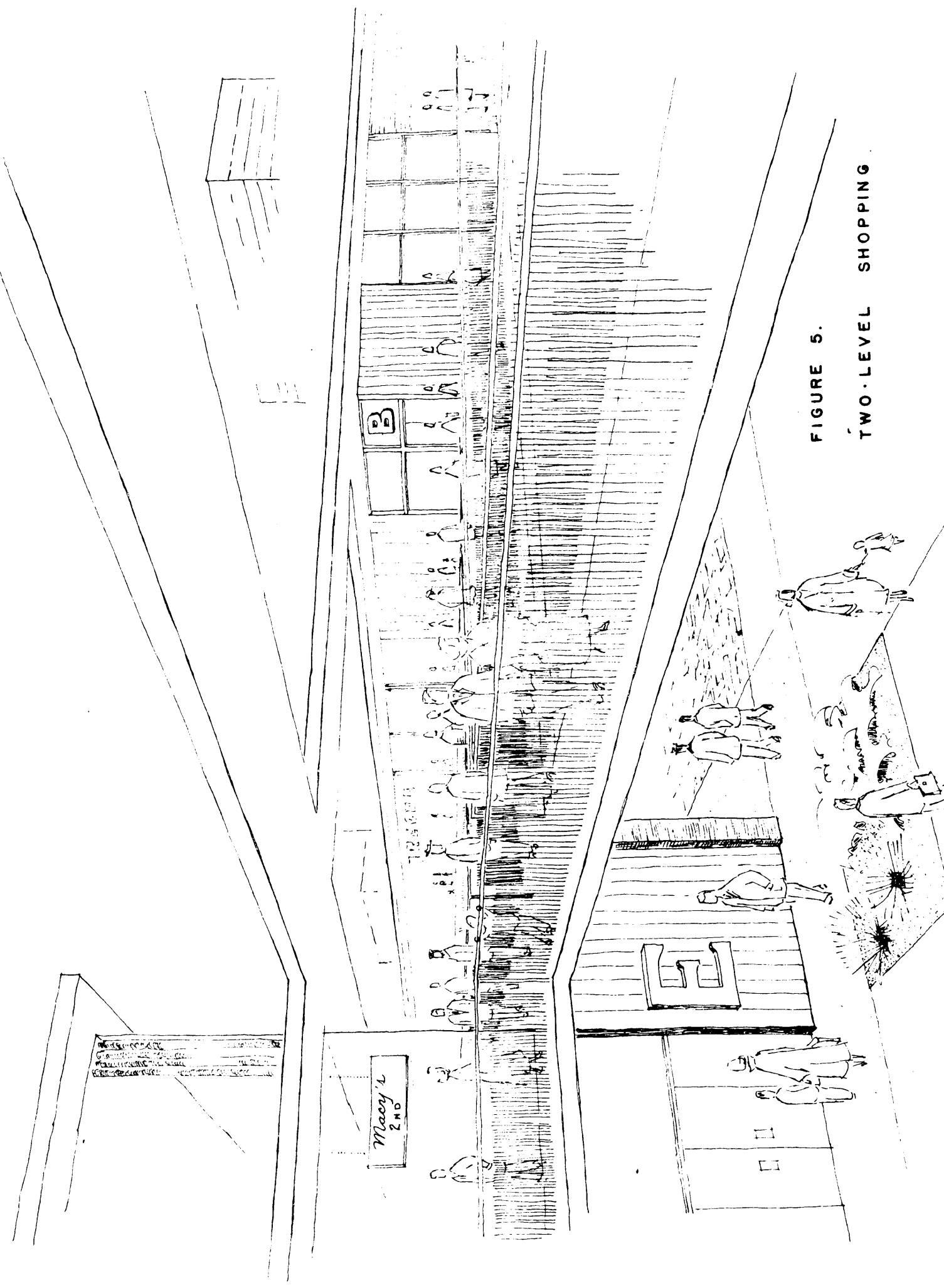


FIGURE 5.

TWO-LEVEL SHOPPING



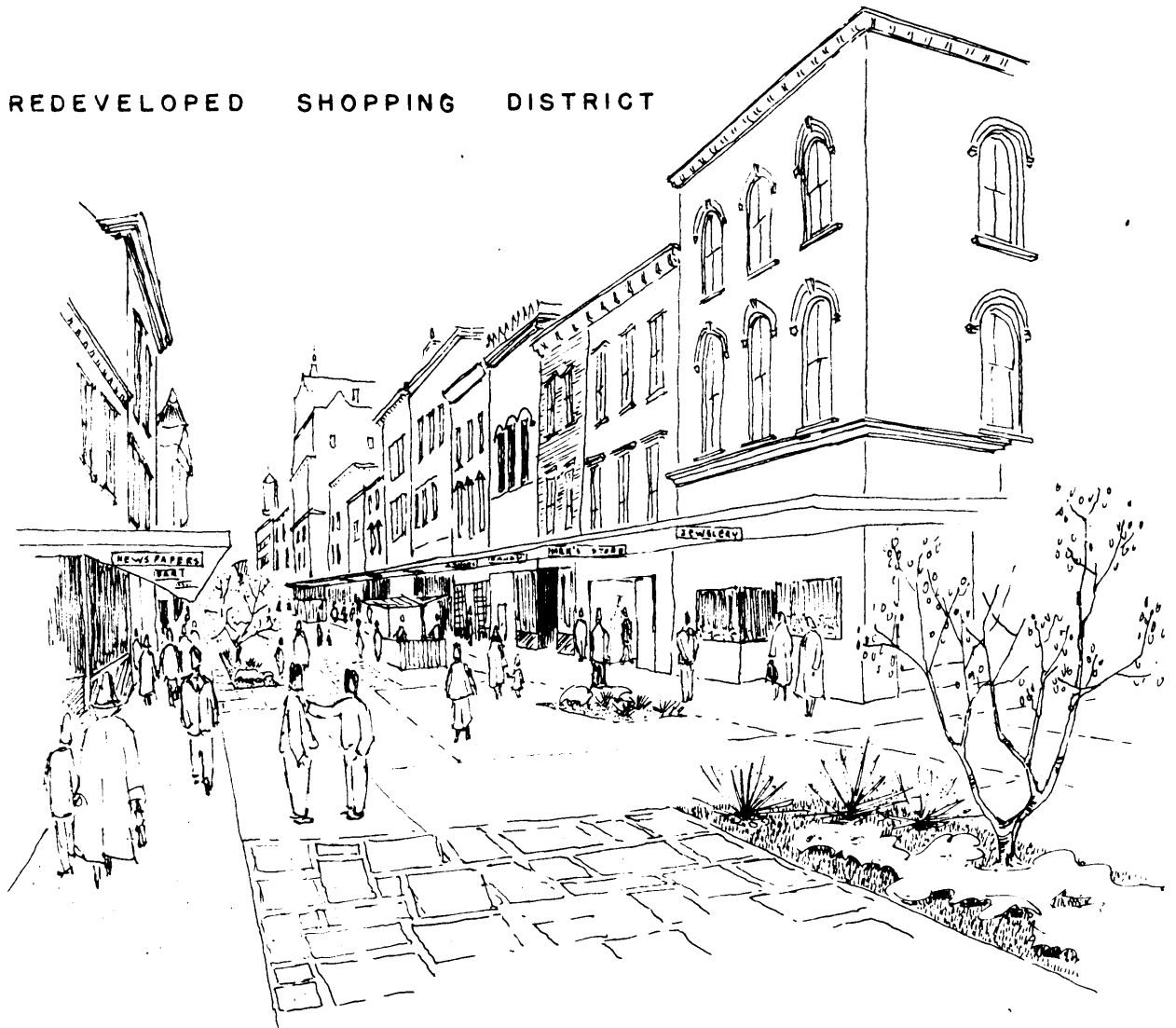
FIGURE 6

EXISTING CONDITIONS IN THE SHOPPING DISTRICT



FIGURE 7

THE REDEVELOPED SHOPPING DISTRICT



THE PROPOSED PLAN

PUBLIC UTILITIES AND SERVICES

Public utility service in the central business district would be modernized so as to provide easy maintenance. The present system of water supply, sewage, and gas service requires the constant destruction of city streets. Utilities which use wires, such as the telephone, the telegraph, television reception service, and electric power service, have filled the downtown streets with ugly overhead wires. A plan is needed to simplify the maintenance and installation problems.

The Staunton Plan would require the construction of utility tunnels within the central business district. These tunnels would be built underneath pedestrian malls where possible so as to eliminate the interference with vehicular traffic. A master plan of utility tunnels would be necessary in order to program the conversion from the present antiquated, inefficient, and unsightly chaos of utility service.

THE PROPOSED PLAN

PUBLIC BUILDINGS

All of the buildings presently used by the city government are inadequate. Some have already outlived their usefulness and others will soon have to be abandoned because of archaic facilities. A central business district redevelopment would not be complete without the inclusion of a civic center.

The proposed civic center for Staunton would allow for necessary expansion. It would also place the city and county agencies in a location where they would stand as a symbol of Staunton's rich heritage. The site selected would be the city blocks now bounded by Coalter, Kalorama, Market, and Frederick Streets. The use of this area would place the civic center on an elevation where it could look out over the city at the mountains to the East and West.

In conjunction with the civic center, other public buildings would be located adjacent to the center and used to form a cultural center. Such buildings would include a new library, a museum, and an auditorium. The

THE PROPOSED PLAN

site for the cultural center would be the present location of Mary Baldwin College assuming that the college will soon be forced to relocate because of expansion problems.

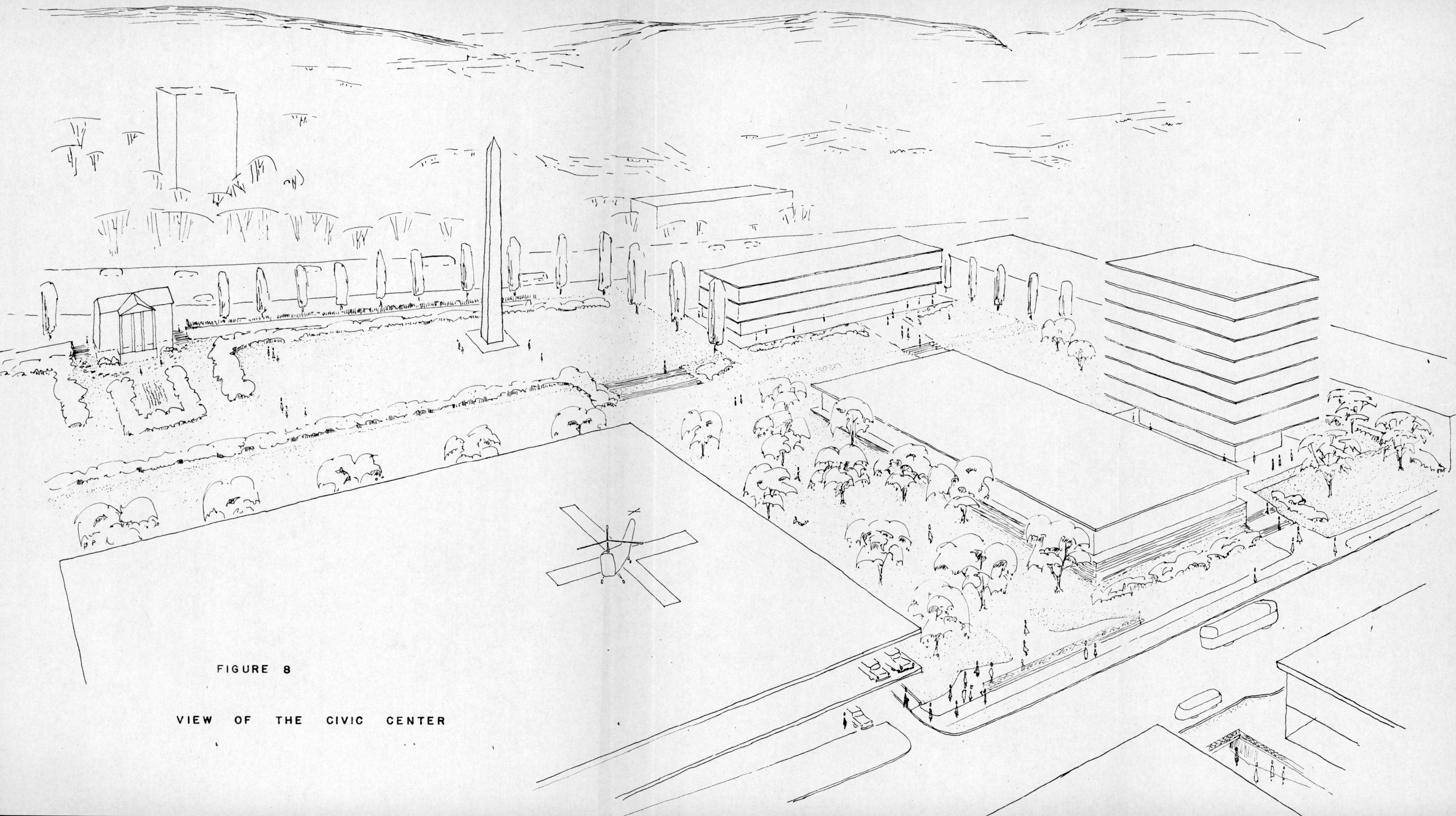


FIGURE 8

VIEW OF THE CIVIC CENTER

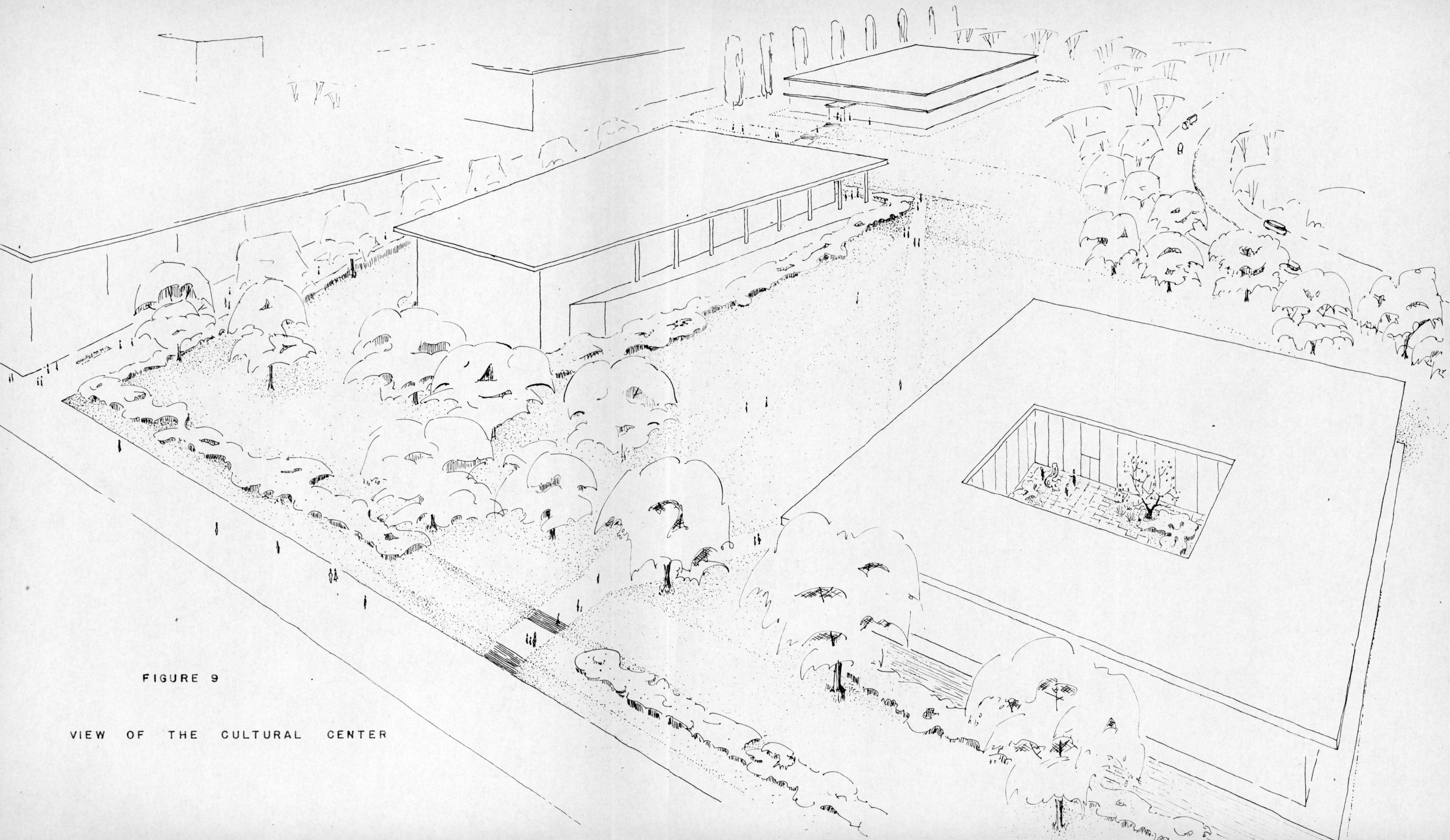


FIGURE 9

VIEW OF THE CULTURAL CENTER

THE PROPOSED PLAN

OPEN SPACE AND CITY CHARACTER

The Staunton Plan would encourage the use of more open space near the heart of the city. The conversion of existing streets to pedestrian malls would do much to relieve the downtown area of rank commercialism. By expanding the present open areas, the character of the city could be changed to beauty and charm.

The present city is smothered in the brash display of neon lights, the spider web of wires and poles, the cramped pedestrian walks, the dirt and filth clinging to ugly and unkept buildings, and the crowded city streets that choke the shopping atmosphere because of their mere existence.

Open space is needed to return the breath of Nature to the city center; and character is needed to inspire the shoppers' vigor.

THE PROPOSED PLAN

SCHOOLS AS NEIGHBORHOOD NUCLEI

The planning process will be simplified greatly by the adoption of a workable scheme for organizing the city. The business core cannot be designed intelligently unless a definite pattern of city growth is determined. Planning experts generally agree that such a pattern can be established by dividing cities into neighborhoods. A neighborhood can be defined as an area served by an elementary school where there exists a noticeable homogeneity among the activities of the residents.

If an effort is made to emphasize and direct the activities of neighborhoods, a healthy city pattern can be organized. The neighborhoods in Staunton will vary in size because of the severe topography, the income of residents, and the nature of the environment. A social study and analysis will more clearly define the existing neighborhoods. By assimilating all the physical and social characteristics of the city, a map can be prepared that will serve as a guide to the planning process. This map will show both the existing organization and that to be

THE PROPOSED PLAN

expected in the future. The use of this map will guide the design of physical improvements and the adoption of new planning legislation.

Adherence to the definition of a neighborhood is not possible in Staunton because of the lack of neighborhood schools. There are only three well equipped elementary schools for a population of twenty-five thousand. However, the city can be divided into three school districts so that the school population will be distributed equally. Future planning should consider the possibility of providing smaller elementary schools more closely related to the neighborhoods. Such planning would strengthen the neighborhood concept and make a more vigorous population.

The reason for making schools the nuclei of neighborhoods is that they provide open spaces which are so vitally needed. The children not only have a place to learn but they also have a place to exercise and play within a reasonable walk from home. The adults also have a place to hold meetings, to have outings, and to have recreation -- all near the home.

There are no such open spaces in the neighborhoods of Staunton. Although the city maintains two very large parks, they cannot be used as they should because of their distance from most of the neighborhoods. The future con-

THE PROPOSED PLAN

struction of neighborhood schools will provide recreation areas that will reduce juvenile delinquency and traffic accidents that result from a lack of such facilities.

THE PROPOSED PLAN

A SUMMARY OF THE PLAN

The proposed plan has been evolved from a study of Staunton's present land use, present population, topography, and future expansion. Examples of good contemporary planning were compared with the planning proposals for Staunton in an attempt to incorporate the best ideas of these examples in the Staunton Plan.

Many of the features of the plan such as streets and commercial districts have been dictated by the critical terrain features. Topography is just as great a limitation as present land use. In fact, there is a definite marriage between the two factors. A study has revealed that the bulk of all retail, wholesale, and light industrial businesses have located on gentle terrain between the elevations of 1360 feet and 1440 feet. A definite "commercial plateau" has been formed between these elevations. The total variation in elevation for this plateau is only about seventy feet as compared to Staunton's overall variation of over six hundred feet.

THE PROPOSED PLAN

It is unfortunate to report that the area in the commercial plateau is almost completely occupied by commercial businesses at this time. Since commercial expansion is limited to this plateau surrounding the central business district, a radical but comprehensive master plan is needed. The proposed plan provides this plan by offering solutions to the planning problems.

IMPLEMENTATION OF THE PLAN

What motivating force is going to renew the city of Staunton? The answer is dynamic leadership -- the dynamic leadership of the city's elected and appointed officials in conjunction with the involved private interests. If these persons lack that quality of leadership, then persons outside the city must be employed. The rally of all parties and the subsequent division of responsibility will render the plan a success.

STAUNTON'S BIGGEST PROBLEM

The first concern of the people should be the elimination of their biggest problem -- public apathy. Everyone complains of the conditions which exist in the city but few are willing to contribute to its rehabilitation. A recent example is the traffic survey made by the Traffic and Planning Division of the Virginia Department of Highways. Many motorists objected to the questions they were asked and thought it was only a nuisance. Actually, this survey was a project in the interest of economy and efficiency that will, in the long run, save

IMPLEMENTATION OF THE PLAN

them time and money.

The people of responsibility are interested in some solution to the commercial crisis, but appear to be at a loss about how to approach the problem. This possibly may be attributed to the idea that such attempts will only add misery to an already swollen budget. Planning logically begins by consulting a qualified authority and following precise steps. A solution will never be reached by the attention only to segments of the overall picture. Too much time has been lost already by concentrating on patchwork projects such as parking lots and garages.

Coinciding with the public apathy is the lack of an active planning agency. Staunton has had a legally constituted Planning Commission for many years. No records or information have been formulated, and little has been done to aid in guiding the city's growth. As soon as this instrument is awakened and revitalized, an intelligent beginning can be made.

RESPONSIBILITY OF THE MUNICIPALITY

The reason for the existence of a municipal government is to lead the people and manage their affairs. Therefore, when any faction of the people is confronted

IMPLEMENTATION OF THE PLAN

with a problem, it is the municipality's duty to affect a solution so as to aid the welfare of all the city. The responsibility of taking the initial step towards a solution to the problem lies with the government. This does not mean, however, that the government will use city funds in the interest of private business.

Organization will be the first task of the municipality. The Planning Commission must be revitalized and given the funds necessary to undertake a planning program. The Zoning Administration should be educated concerning good zoning policy as a tool of planning. In order for the necessary redevelopment to take place, a Housing and Redevelopment Authority should be established. Present enabling laws should be reviewed so that required legislation can be formulated and enacted where necessary. Enforcement agencies should be organized and educated so that planning programs can rely on proper enforcement of law.

After the planning organization has been established, the actual planning procedure will begin. The Planning Commission will employ the services of competent authorities to prepare a Master Plan for Staunton. This Master Plan will establish the criteria for city development in future years. Included in the Plan will be a street system, a system for public utilities and related services, a transit

IMPLEMENTATION OF THE PLAN

and transportation system, a scheme for erecting public buildings and improving city appearance, and the allocation of land for recreation and relaxation. These schemes will provide the foundation for private interests to develop.

After organizing and planning the project, the actual accomplishment will be made by sound administration implementing dynamic leadership. The City Code must be completely reworked and new comprehensive ordinances must be enacted. Four basic laws must be studied and instituted in good form. These laws pertain to planning, zoning, subdivision regulation, and mapped streets (which will require state legislation). Since the weakness of all city planning projects is the financial plan, voluminous studies should be made to insure the best possible financing scheme. Effective programming can be aided by liaison between public and private interests. Liaison must be a continuing process. Before the actual undertaking of physical improvements, a vigorous program of public education should be initiated so as to teach the citizens how their money is being spent and what their return will be.

When all the administration has been completed and both public and private officials feel that the time is right, the contracting for physical improvements can be started.

IMPLEMENTATION OF THE PLAN

RESPONSIBILITY OF PRIVATE INTERESTS

Private interests must be willing to continue the redevelopment process where the responsibility of the municipality ends. The measures taken by commercial interests should parallel those of the city so as to unite the two programs into a workable whole.

Businesses are responsible for electing their own dynamic leadership. This leadership would probably be provided by such organizations as the Chamber of Commerce and the Retail Merchants and Businessmen's Association. Such influential organizations would form the basis for motivating a workable program. Through the organizations each individual business could be served and planned for in the redevelopment.

In order for redevelopment to be economically feasible, all of the interested businesses and real estate holders must be brought together. By joining together those parties who are interested, corporations can be formed which can work as a legal entity. At the present time the most logical method of organization would be the formation of Block Improvement Corporations. They would be called Block Corporations because of their unity to redevelop a city block.

Two schemes seem workable for the formation of

IMPLEMENTATION OF THE PLAN

such Block Corporations. The first scheme would have all of the businesses in a present city block plus the real estate holders to join together. Other interested businesses from outside the central business district would be invited to join the Corporation. All of these parties would pool their real estate holdings to form one large lot. Competent authorities would be employed by the Corporation to handle the planning and design of a new business structure which could or could not make use of existing structures. The allotment of space would be accomplished on a pro rata basis according to the amount of property and capital contributed.

A second scheme for the organization of Block Corporations would have all of the businesses and real estate holders in a city block to meet as a group. At this time all of the owners of nonconforming property and all disinterested parties would be asked to offer their property for sale to the Corporation. Other interested parties would be solicited to join the Corporation so as to make a financially potent organization. The Corporation would then initiate the planning and construction process.

The first scheme is the more idealistic of the two because it assumes that all present owners will remain in the organization. This is not necessarily true because some city blocks will contain nonconforming uses, such as

IMPLEMENTATION OF THE PLAN

churches, residences, and automobile repair garages. The second scheme assumes that all members of the Corporation will be interested parties who are eager to improve their physical plant.

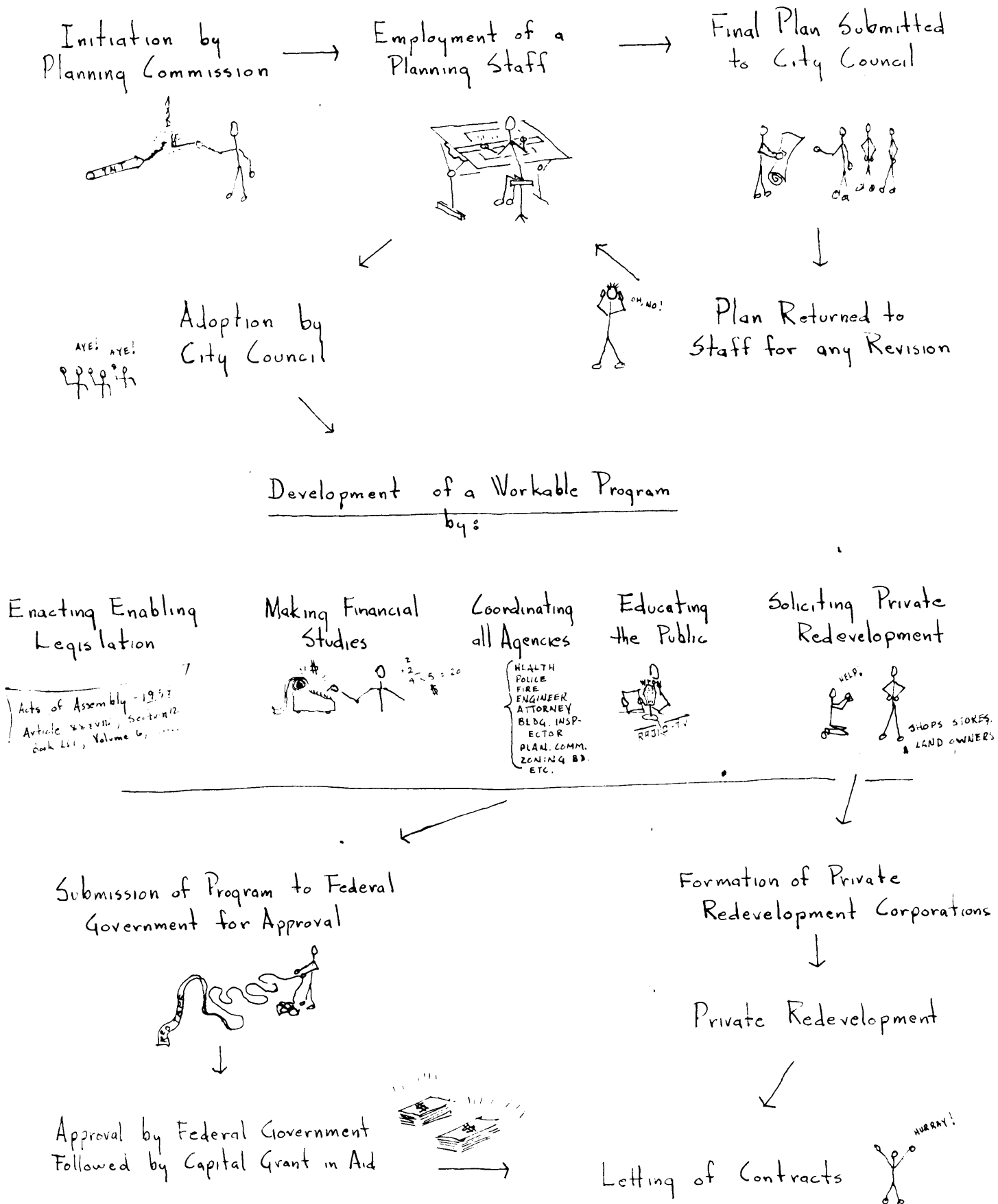
Administrative work for all the Block Corporations should be cleared through a supervising, but non-participating organization such as the Retail Merchants and Businessmen's Association. The purpose of this supervising activity would be the unification of all redevelopment so as to form the most beneficial trading environment. The primary administrative function would be liaison between the Block Corporations and the municipal government. The liaison work will properly associate the city-wide improvement program and the commercial redevelopment. The secondary administrative function would be the execution of a vigorous public education campaign. Effort should be made to publicize the Staunton project to all areas of the Shenandoah Valley. The appeal of this unique project would undoubtedly yield a large profit.

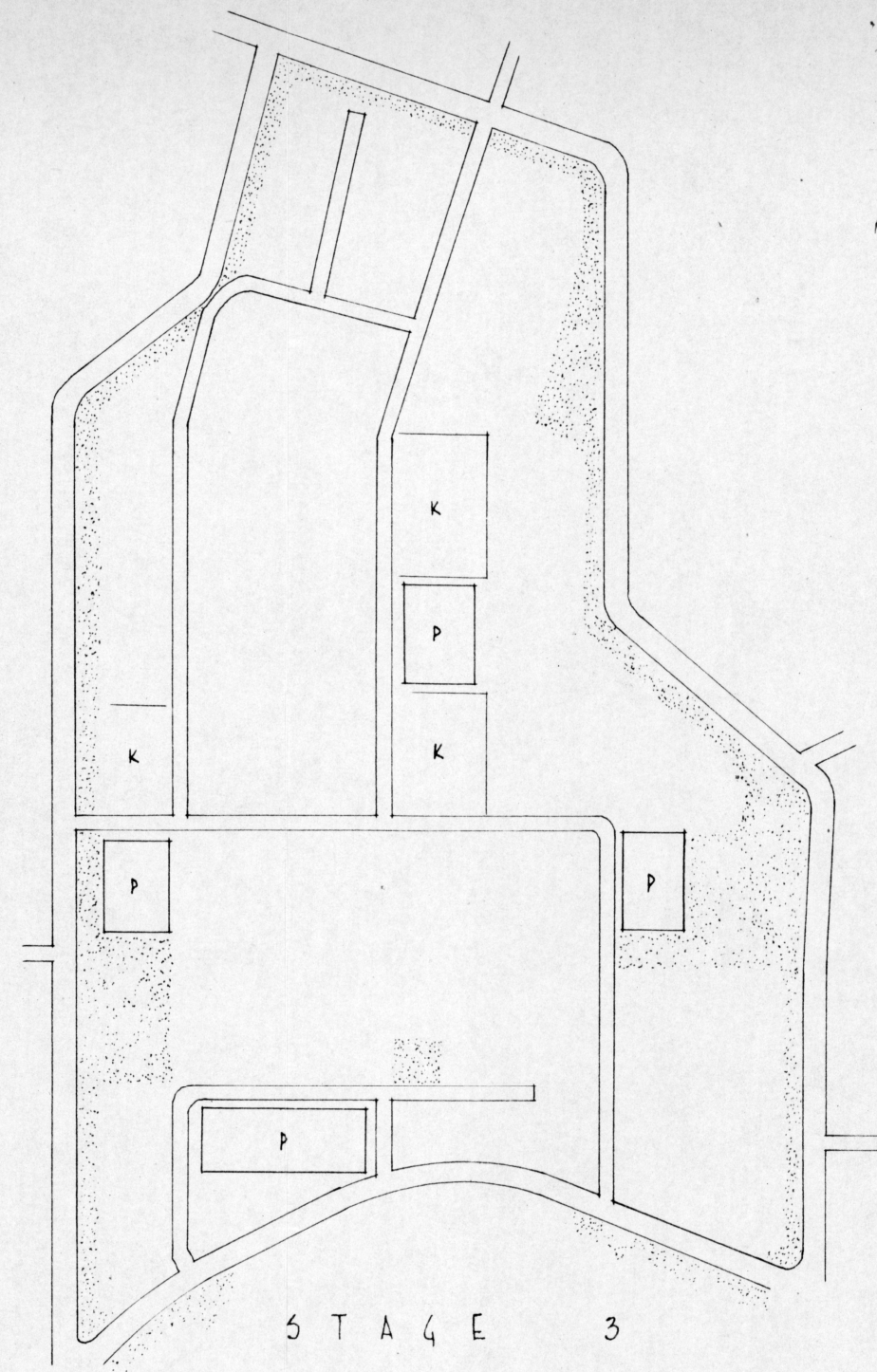
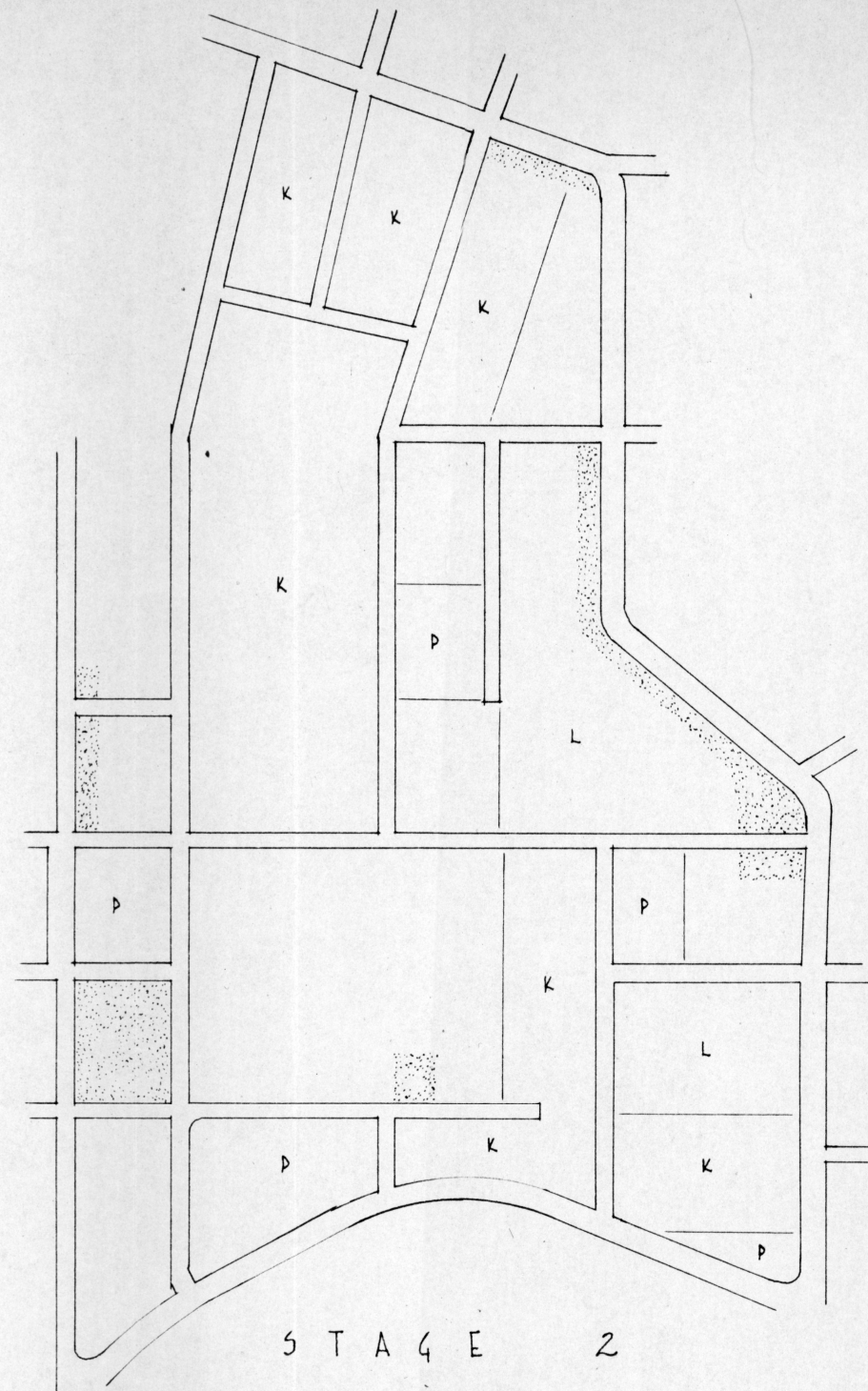
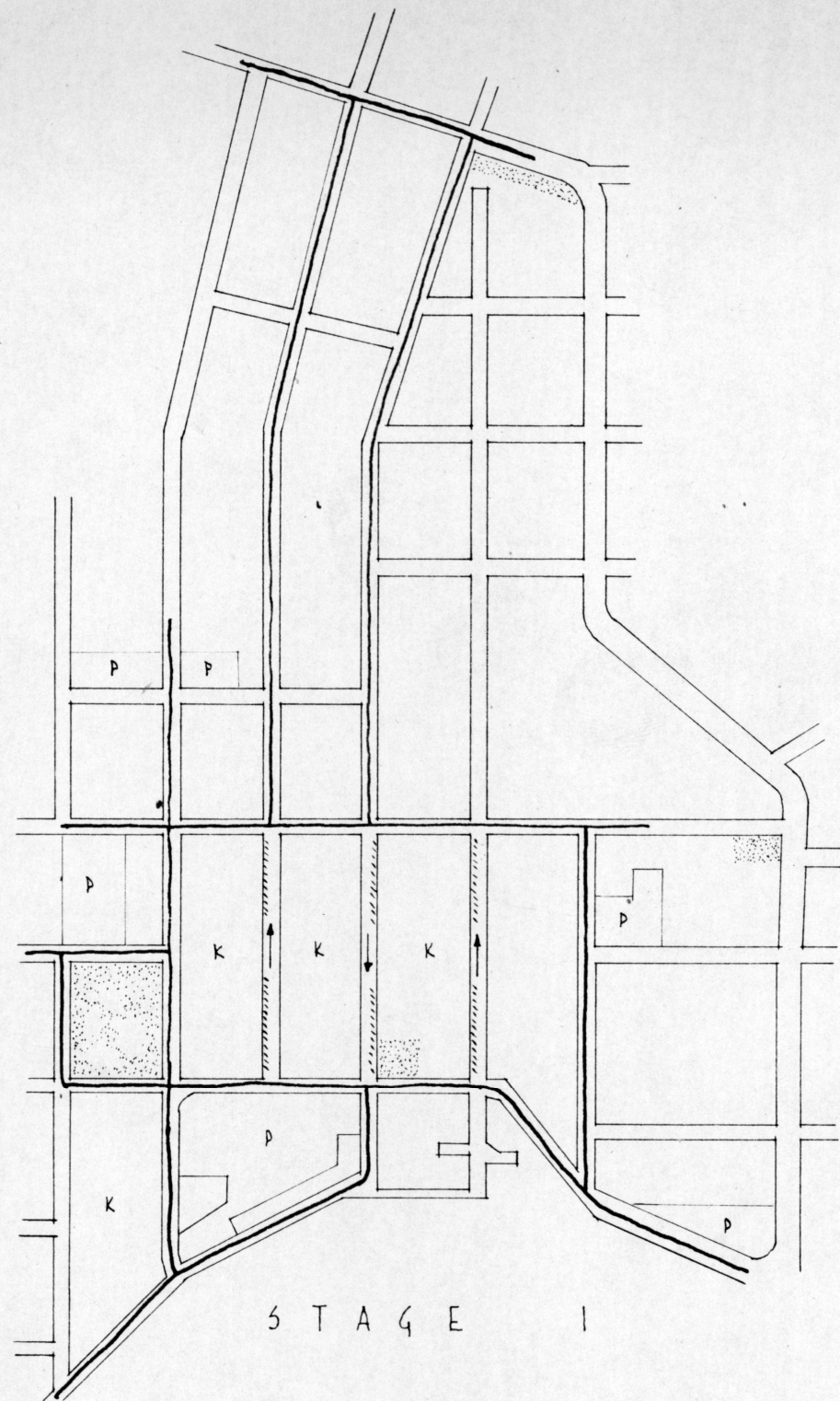
The force which enables the commercial redevelopment to become a reality is cooperation. Since cooperation is a moral value and cannot be enforced, it would seem that no project could rely upon it for existence. However, when the demand for it is imperative, its value

IMPLEMENTATION OF THE PLAN

increases. The municipality cannot be called upon for assistance, therefore, and effective solution will have to come from the ranks of private interest.

FIGURE 10. DIAGRAM OF PROCEDURE





K - Block Redevelopment
 L - Land Acquired for Public Use
 P - Public Parking

— Diagonal Parking
 — Elimination of Curb Parking
 — Parks, Greenways

MAP 13.....

STAGE PLANS

LEGAL FOUNDATION

Every redevelopment project, without exception, necessitates the acquisition of some private property. This immediately suggests the cooperation of many citizens whose property may be affected. But, suppose these citizens do not wish to cooperate in any civic renewal projects? This is not a new question and fortunately there has been a voluminous amount of court opinion dealing with these matters constructed over a period of many years. Everyone recognizes the right of the people to pass laws protecting the welfare of all citizens. Therefore, exercise of the police power lies with the people themselves. This fact has laid the legal foundation of our modern planning laws.

Prehistoric examples of land use regulation developed because of the inability of certain agricultural areas to produce the required products of life. There was land which was suitable for raising crops, other land that was better for grazing animals, and some land that was completely sterile.

The progress of civilization brought about many

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populated places. These places became towns where certain people chose to dwell. It was immediately evident that all the different land uses were not compatible. Hence, very early in the history of cities the regulation of land uses became necessary.

Because history is evolutionary, it is not surprising that our attitudes toward laws should change. Modern man conceived land use regulation as a means of "protection from nuisances," particularly in residential areas. With the expansion of our cities and the consequent increase of responsibilities of city officials, a broader interpretation of the land use regulations was necessary. The planning movement has gained such momentum that the primary goal of police powers is the physical, social, and economic development of the city into a more efficient and beautiful community. Hence, the police powers of today, the power of eminent domain and zoning ordinances, are planning principles not limited to protection alone.

The federal government has supported the legislation of the states granting police power for planning to all localities. This legislation, known as enabling law, is now widespread and such laws have been passed in almost every part of the country.

VIRGINIA'S ENABLING LEGISLATION

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Mr. Alfred Bettman had extensive experience in studying the desirable legislation relating to city planning. Much of this knowledge is presented in the Harvard City Planning Studies of 1935. Mr. Bettman recommended four separate but related state legislative acts which are quite important to the planning process.¹ These acts include: a municipal planning enabling act, a municipal zoning enabling act, a municipal subdivision regulation act, and a municipal mapped streets act.

A study of the code of Virginia shows that the state has provided adequate legislation in all but one of the four categories. The following excerpts indicate the quality of the enabling laws.

Acts of Assembly, 1934, Chapter 88, sets forth permissive provisions for city planning commissions:

2. Grant of power to municipality. A municipality is hereby authorized and empowered to make, adopt, amend, extend, add to or carry out a municipal plan as provided in this act. A council of a municipality is hereby empowered to create by ordinance a planning commission with the powers and duties herein set forth. The planning commission of a city shall be designated city planning commission; of a town, town planning commission. Any planning commission heretofore created by charter or ordinance may be deemed a planning commission under this act.

5. Staff and finances. A municipal planning commis-

1. Ladislav Segoe, Local Planning Administration, International City Managers' Association, 1948, p. 25

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sion may appoint such employees as it may deem necessary for its work. The commission may also contract with city planners, engineers, architects and other consultants for such services as it may require. The expenditures of the commission, exclusive of gifts to the commission, shall be within the amounts duly appropriated by council for the purpose.

6. General powers and duties. It shall be the function and duty of a municipal planning commission to make and adopt a master plan for the physical development of the municipality... In preparing a zoning plan, the planning commission shall perform all the functions of a zoning commission as now provided by law, and the zoning plan and ordinance shall be adopted and be operative in the manner as now provided by law. Where no art commission or similar body exists the planning commission may be granted by council the power to control, preserve and care for historical land marks; to control the design and location of statuary and other works of art, which are or may become the property of the municipality...

7. Purposes of plan. In the preparation of such plan, the commission shall make careful and comprehensive surveys and studies of existing conditions and future growth. The plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the municipality and its environs which will in accordance with existing and future needs, best promote public health, safety, morals, order, convenience and general welfare, as well as efficiency and economy in the process of development.

9. Legal status of municipal plan. Whenever the planning commission shall have adopted a master plan for the municipality or one or more parts, sections or divisions thereof,... then and thereafter no street, square, park or other public way, ground or open space, no public building or structure, shall be constructed or authorized in the municipality or in such planned section or district thereof until and unless the general location, character and extent thereof shall have been submitted to and approved by the municipal planning commission...

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10. Miscellaneous powers and duties of planning commission. A planning commission shall have power to... publish... means of publicity and education as it may determine... A planning commission shall, from time to time, recommend to the appropriate public officials programs for public structures and improvements and for the financing thereof... In general, the planning commission shall have such powers as may be necessary to enable it to fulfill its functions, promote planning or carry out the purposes of this act. The commission shall make an annual report to council concerning its activities during the year.

Acts of Assembly, 1926, Chapter 197, sets forth permissive provisions for zoning:

1. Be it enacted by the general assembly of Virginia, that for the promotion of health, safety, morals, comfort, prosperity, or general welfare of the general public, the council or other governing body of any city or town may, by ordinance, divide the area of the city or town into one or more districts of such shape and area as may be deemed best suited to carry out the purposes of this act, and in such district or districts may establish, set back building lines, regulate and restrict the location, erection, construction, reconstruction, alteration, repair or use of buildings and other structures, their height, area, and bulk, and percentage of lot to be occupied by buildings or other structures, the size of yards, courts and other open spaces, and the trade, industry, residence and other specific uses of the premises in such district or districts.

7. Such local hustings or corporation court body may provide for the appointment of a board of zoning appeals, and...may provide that the said board of zoning appeals may...vary the application of the terms of the ordinance in harmony with its general purpose and intent and in accordance with general or specific rules therein contained.

24. Wherever the regulations made under authority of this act requires a greater width or size of yards, courts, or other open spaces, or require a lower

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height of building of less number of stories, or require a great percentage of lot to be left unoccupied, or impose other higher standards than are required in any other statute or local ordinance or regulation, the provisions of the regulations made under authority of this act shall govern. Wherever the provisions of any other statute or local ordinance or regulation require a greater width or size of yards, courts, or other open spaces, or require a lower height of building or a less number of stories, or require a greater percentage of lot to be left unoccupied, or impose other higher standards than are required by the regulations made under authority of this act, the provisions of such statute, or local ordinance or regulation shall govern.

Acts of Assembly, 1928, Chapter 281, sets forth provisions for subdivision regulation:

1. Be it enacted by the general assembly of Virginia, that every owner or proprietor of any tract of land situated within the corporate limits of any city or within three miles of the corporate limits of any such city in the State of Virginia, provided said city has a population not in excess of 100,000... who may hereafter subdivide the same into three or more parts...may cause a plat of such subdivision... to be made...

4. No such plat, however, shall be recorded... until the dimensions and location of any such streets, alleys or lots, as indicated on said plat, shall be approved by the chief engineering officer of said city...

The one enabling act which is missing is the mapped streets act which normally sets forth provisions that prevent building in the right-of-ways of mapped streets. Such a law enables the municipality to preserve the integrity of the master plan by police power rather than having the expense of buying improved property by eminent domain.

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Along with the afore-mentioned laws there are other forms of state legislation which are of vital importance to planning and redevelopment. They include laws pertaining to limited access streets, housing authorities, urban redevelopment, minimum housing standards, and airport zoning. A survey of planning legislation in operation in 1953 shows that the state of Virginia has some form of law dealing with three of the five mentioned. Minimum housing standards and airport zoning legislation are lacking.

Of particular importance to the project proposed in this thesis is the legislation pertaining to redevelopment. In 1946 the Urban Redevelopment Corporation Act was passed. Section 2 of this act contains a profound statement:

It is hereby determined and declared that substandard and insanitary areas exist in cities of the Commonwealth having a population of one hundred and ninety thousand inhabitants...

The purpose of the act was stated by declaring:

...that it is desirable to encourage owners of property in such areas to join together with or without others in corporate groups for the purpose of clearing, replanning, rehabilitating and reconstructing such areas by joint action...

At the present time there are only two municipalities in the state of Virginia that have a population

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of over one hundred and ninety thousand. Although this enabling legislation has helped those cities redevelop, it has also excluded smaller cities like Staunton from using such desirable legal processes and from obtaining federal help for redevelopment.

A summary of Virginia's enabling laws indicates that there is a firm knowledge of the problems of our cities. Much of the legal foundation has already been constructed (see Table 1, page 87), and that which is in operation is sound. There are, however, additions which would expand planning projects and greatly aid in rehabilitating our cities.

LEGAL POWER GRANTED THE CITY OF STAUNTON

All of the state's enabling law has been made applicable to the city of Staunton in its charter. Staunton has been granted all the powers allowed by Virginia as they pertain to planning and redevelopment, except for the power granted to cities of more than 190,000 population. A survey of the city charter reveals the following provisions for planning:

Chapter II, Section 11. General powers of council; ordinances for exercise of police power; enumeration of specific powers. The council shall have all the general powers vested in it by the Constitution and laws of the state, and it shall have power to enact ordinances providing for the exercise within its

TABLE 1 - SELECTED PLANNING LEGISLATION IN THE SOUTHERN STATES (source: City Planning in the South, Southern Regional Education Board, 1954)

[illegible]

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jurisdiction of all police powers which the state itself may exercise...

(2) Purchase, sale, etc., of real and personal property; purchase money obligations. To acquire by purchase, gift, devise, condemnation, or otherwise, property, real and personal, or any estate or interest therein, within or without the city or state and for any of the purposes of the city as provided by law...

(3) Markets. To establish markets in the city and regulate the same.

(5) Public buildings, squares, airports, playgrounds and parks. To erect and keep in order all necessary public buildings; to establish and regulate public squares; airports, playgrounds and parks in or near the city, and to acquire by purchase, condemnation or otherwise, the land it may deem necessary for such uses...

(13) Nuisances. To compel the abatement and removal of all nuisances within the city at the expense of the person or persons causing the same...

(17) Removal of buildings, etc. To remove, or require to be removed, any building, walls, structure, or addition thereto which, by reason of delapidation, defect or structure, or other causes, may have become dangerous to life and property...

(18) Construction of houses; Building Code; setback lines. To provide for the regular and safe construction of houses in the city for the future, and to provide a complete Building Code for the city, and to provide setback lines on the streets beyond which no building may be constructed.

(19) Fire limits; zoning; planning commission. ...to enact an ordinance dividing the city into zones under the provisions of the state law; and to provide for a city planning commission and define its powers.

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Chapter VI, Section 28. Compensation for taking or damaging private property; condemnation. The city shall not take, damage, or use any private property for streets or any other public purposes without making just compensation, but where the city cannot obtain the title to ground necessary for its purpose, it may proceed to condemn the same in the mode prescribed by law.

Chapter VI, Section 32. City planning commission. The council may appoint a city planning commission of five citizens, chosen because of their interest in and knowledge of city planning, whose powers and duties shall be prescribed by the council by ordinance, who shall serve without compensation.

PROVISIONS OF THE STAUNTON CITY CODE

Most of the power that the city of Staunton has been authorized to exercise has been codified in ordinances. The City Planning Commission has been established; zoning ordinances have been enacted; the Nation Building Code has been adopted; fire limits have been defined; and limited use has been made of condemnation powers. It is, however, discouraging to have to report that much of the power has been dissipated in ordinances that fail to take advantage of the breadth allowed by the enabling acts. The following is a listing of city ordinances which make use of planning law:

Chapter 15. Planning Commission. This ordinance establishes a planning commission with powers and duties as set forth in the state Acts of 1934. It is interesting to note that this ordinance was passed four-

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teen years after the state passed the enabling law.

Chapter 31. Zoning. A zoning ordinance was adopted in 1938 and has had numerous amendments. The city is divided into four districts, two are residential and two are commercial. The A-1 residence district is well restricted all buildings are limited to detached or semi-detached family dwellings plus other public assembly buildings such as schools, churches, hospitals, parks, and similar structures that are not commercial in nature. A-2 residence districts allow multi-family residences, dormitories, and lodges that are not conducted for gain. B-1 commercial districts allow any type of residential or commercial concern except heavy industry. B-2 commercial districts allow any type of residential or commercial use except the most offensive types of manufacturing. Residential districts are fairly well protected, but all types of nonconforming uses are permitted in the commercial districts. This is conducive to blight and an unhealthy land use pattern.

The zoning ordinance also established minimum standards for the heights of buildings, setback building lines, rear yard, side yard, and court dimensions. The setback lines as presently established do nothing

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to assist the planning of wider and more efficient traffic arteries in the central business district.

The only zoning which is applied to parking of vehicles states that there must be provided one off-street space for each dwelling unit in A-2 residence districts. No zoning is applied to the parking problem created by new or redeveloped commercial concerns.

Existent nonconforming uses are allowed to remain in any district until unoccupied for two years or until repairs are necessary to the extent of one half the replacement cost.

A zoning board of appeals is established which is appointed in accordance with the provisions of the state law.

Chapter 24. Subdivisions. In 1950 the subdivision regulation ordinance was passed. Each owner of land who subdivides his land into lots is required to map the same and submit it to the zoning and planning commission for approval.

No ordinances have been introduced that pertain to limited access streets, housing authorities, or urban redevelopment.

ECONOMIC FEASIBILITY

DOES REDEVELOPMENT COST TOO MUCH?

The usual excuse given for failure to undertake redevelopment projects is that they cost too much. The folly of such a statement is evident when statistics are introduced that show the cost of not redeveloping.

"The disintegrating city is not, in its present condition, a good financial risk for the taxpayer: blight costs too much. Blight cost the people of Indianapolis \$50.64 per capita in excess of revenue. The people of Cleveland paid \$1,131,953 more than the tax revenue in an area that occupied three-fourths of one percent of the city area and contained less than 3 percent of the population. The low-rent sections of Boston cost \$92.30 per capita and paid \$13.30 per capita in taxes; the high-rent areas paid \$312.80 in taxes but cost only \$73.80 to maintain. The suburbs did not help carry this burden. They paid \$41.80 in taxes but cost \$62.30 per capita. The population of San Francisco was less in 1940 than in 1930, but the municipal budget was 34 percent higher. In 1943 a 3-mile area in Los Angeles paid \$207,825 in property

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taxes; it cost the city \$488,511. In the pamphlet, 'Blighted,' published in 1946, the California Reconstruction and Re-employment Commission presented the situation in succinct terms:

Although slum and blighted districts make up 20 percent of metropolitan residential areas in the United States they account for 33 percent of the population, ...45 percent of the city service costs -- and only 6 percent of the real estate tax revenue."¹

"Nashville had seventy-two acres of slums which formerly contributed \$23,000 in taxes each year. This area is now being redeveloped; major street improvements and other public uses will require thirty-two acres, leaving forty acres for new commercial uses. It is estimated that the remaining forty acres will, when redeveloped, contribute \$185,000 in taxes annually."²

Most of the foregoing statistics apply to blight in residential areas. This does not mean that the decay of our central business districts has not contributed to a loss of revenue. The present policy of cities to overzone for commerce has encouraged unprofitable ventures that eventually become a tax weight because of high

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1. Arthur B. Gallion, The Urban Pattern, D. Van Nostrand Company, Inc., Princeton, N. J., 1950, p. 181
 2. Robert E. Barkley, "Factors in Urban Renewal", Traffic Quarterly, Jan. 1957

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business mortality. Our present system of ad valorem taxes has allowed the problem to increase as stated in Part I. It is impossible to estimate how many millions of dollars are lost to central district because of this decay.

Who are the people affected by downtown blight? Professor S. C. McMillan has some definite thoughts on that subject: "First, there is the municipality that will face reduced tax income if the central business does not prosper. Second, there are the newspapers, and other media such as radio and television that depend on advertising revenue from those stores which expect to draw customers from the entire metropolitan area. Third, there are the operators of the public transportation system (in Staunton, the taxpayers, again). Shoppers who use the transportation system are especially attractive customers since most of their riding is at off-peak hours. Fourth, there is the interest of the property owner, and this is particularly true if the rentals are related to sales volume. Fifth, the many service businesses, such as banks, investment brokers, light and power companies, etc., whose welfare is closely tied in with the success of retailers in the area."¹ All of these people are vitally concerned

1. Samuel C. McMillan, "Decentralization of Retail Trade," Traffic Quarterly, April 1954

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with the problem and stand to take a financial loss.

What then are the general economic effects of blight? They can be summarized as:¹

1. lowered property values and assessments, with loss of revenue to local government;
2. the excessive cost of municipal services for the run-down areas;
3. the drag on productivity of those living or working in a dreary environment; and
4. the influence of blight in driving residents and business and industry out of town.

WHO SHOULD PAY REDEVELOPMENT COSTS?

The primary goal of business is to create an activity in the central business district that will result in the highest amount of trade. Every business interest seeks to create this activity. Not all of the interests, however, are the same. Usually they are individual in nature. Thus, each individual interest has concentrated on creating activity without considering the responsibilities of being a participant. Consequently, no one interest has taken the proper share of responsibility.

It would seem, then, that the business interests

1. Chamber of Commerce of the U. S., Urban Development Guidebook, Washington, D. C., 1955, p. 4

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are the participants who should carry the burden of cost. But, should they assume all the cost?

A commercial redevelopment would mean a greater turnover in sales and consequently, greater revenues for the city. It is only reasonable that the municipality should be charged with the responsibility of providing the necessary guidance. Initially this guidance would take the form of planning aid and construction recommendations. Subsequently, the commercial redevelopers may expect improved and adequate public works in harmony with the project. The city, then, must be sympathetic to the needs of commerce and willing to share responsibility.

It is most important that private interests recognize the municipality's financial problems and that the municipality recognize the business needs, because the execution of a workable program depends on mutual cooperation.

PROPOSED FINANCIAL PLANS

The federal government has taken great steps towards aiding localities to execute their urban renewal programs. They have, in fact, set forth a policy which will pull the municipalities from under the impossible financial burden. As much as two-thirds of the project cost may be paid by federal grants. The other one-third

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is the responsibility of the locality. Even this one-third can be made up of public works which are already included in the municipal budget. Highways, schools, water supply, and sewage facilities are examples of public works for which funds have always been appropriated annually. If this work can be placed where it will serve urban renewal, the city's share of project cost will be lowered to an even smaller percentage. An example of the financing of an urban renewal project appears in Table 2, page 99.

In the case of small cities with small budgets, the remaining share of cost may still appear as a large sum. Here, again, it must be remembered that this sum will probably be far less than the increased revenue that will be gained after construction. This initial indebtedness should be looked at as an investment that will eventually yield dividends.

There are two sources of revenue to support the local share of cost -- taxes and borrowing. The ideal project would use tax revenue to pay costs. However, the usual problem is that all tax money is expended for administration and maintenance alone and nothing is left for capital outlay. This calls for an increase in present rates or a revision of the tax structure so as to provide

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TABLE 2 - AN EXAMPLE OF THE FINANCING OF AN URBAN RENEWAL PROJECT (source: Urban Renewal Administration, Housing and Home Finance Agency)

\$4,000,000	Total cost of carrying out project (land acquisition, demolition of structures, administrative overhead, etc.) financed by federal loan
\$1,000,000	Proceeds from sale or lease of cleared land at fair value
<hr/>	
\$3,000,000	Net project cost (loss)
<hr/>	
\$2,000,000	Federal capital grant (two-thirds of net project cost)
\$1,000,000	Local share (one-third of net project cost which may be supplied through such items as site work, installation of site improvements and supporting facilities, donations of land, and cash)
<hr/>	
\$3,000,000	

Note: Federal advances of planning funds are available to finance surveys and plans which must be prepared before the actual undertaking of the project.

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greater revenue. Since ad valorem taxes are universal in the United States, the resultant tax revision equals an increase in tax rates.

The usual political pressures are brought to bear on the municipal government and tax increases are sternly frowned upon. The only means of getting additional revenue is by borrowing. However, the borrowing capacity of a city is hinged to the tax structure and the limit of the amount borrowed is in proportion to the tax rates. If a city has recently borrowed large sums of money, the amount available for urban renewal may be short of that necessary. The solution, then, is the same as before -- an increase in tax rates.

Again, remember that the end result of urban renewal is a return to equity both from a social and financial standpoint. Fictitious land values will be eliminated and a sound base for taxation will be created, plus a return of pleasant human environment. The process, then, is merely the liquidation of excess cost. Cities do not lose money, but rather, they gain.

At times it may seem that it is impossible to meet the cost of urban renewal. There are no funds for capital outlay either through taxes or borrowing. It is not yet impossible for the city to get money. An early

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meeting with a regional finance specialist may result in a few pleasant surprises. Often, authorized but unsold bonds are available which can be marketed in whole or in part. Operating statements may not contain revenues available from public-owned utilities. Any earning surpluses may be put in escrow to assure that the city pays its share.

The institution of new legislation may promise a welcome source of revenue. Renewal projects are known to yield increased dividends in the form of taxes. It is reasonable to assume that this increment can be pledged as security. California and Minnesota laws now permit localities to make such pledges provided the use of such funds is restricted to the project from which the revenue comes.

Legislation permitting the creation of redevelopment corporations has done much to lighten the financial load of local government. Under these provisions private capital is used in lieu of tax money. This always appeals to the local administration, even though they are usually committed to subsidization as an incentive.

Another method of paying for public improvements is by the levy of benefit assessments. The legal basis for such assessment is the right to recover all or part

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of the cost of improvements that have especially benefited certain property.

A method of financing which also serves as a valuable means of planning is excess condemnation. By this method land lying outside the boundaries of a renewal project may be obtained for purposes incidental to the project. Later this land may be sold when the value has increased because of adjacent improvements. Also, the purposes of planning are served by insuring the proper use of abutting lands.

Even more plans for financing redevelopment can be described. The primary prerequisite is a public awakening and intense interest in improving the city.

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THE HISTORY OF STAUNTON

In 1716 the adventurous Governor Spottswood of Virginia gathered a group of loyal colonists and set out from Williamsburg to explore the unknown regions of western Virginia. Because of an influx of immigrants to the eastern shore area, the Governor thought it wise to explore new areas for settlement. After travelling through one hundred and twenty miles of wilderness, they were amazed to find a range of blue mountains running from the northeast to the southwest and as long as the eye could see. The group of men ascended these "blue ridges" and gazed into what was later called the most beautiful and fertile valley imaginable. What they saw is now the site of two of the Shenandoah Valley's largest municipalities, Staunton and Waynesboro.

Upon return to Williamsburg the exploratory party told of the rich, unsettled land to the west in an attempt to excite the interest of the new immigrants. An unusual thing happened, however. For more than six-

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teen years no one attempted to retrace the steps of Governor Spottswood. It wasn't until 1732 that a white man dared travel into the wilderness of the Valley. John Lewis, a native of England left Philadelphia and took his young family, not to eastern Virginia and then to the Valley, but through western Pennsylvania and south into the Valley. Thus the flow of settlers came into the Shenandoah Valley through other colonies rather than through native Virginia.

In 1732 John Lewis built his home which became the nucleus for the city of Staunton. Until 1736 this land belonged to the people who had settled along with the Lewis family. At that time King George II of England gave to a William Beverley a parcel of land containing 118,941 acres. This land covered the area where the settlement had begun and became known as Beverley Manor. Since William Beverley lived in Williamsburg and spent most of his time there, he had little to do with overseeing the land. He did, however, make provisions for constructing a grist mill to serve the needs of the people. Thus, the little settlement soon became known as "Mill Place." The site had been well chosen because it rested astride the old Indian war paths leading into the Valley through Rockfish and Jarman's gaps in the Blue Ridge Mountains and on down the Valley. Intersecting these paths was the Great Road. "The 'Great Road,' as it

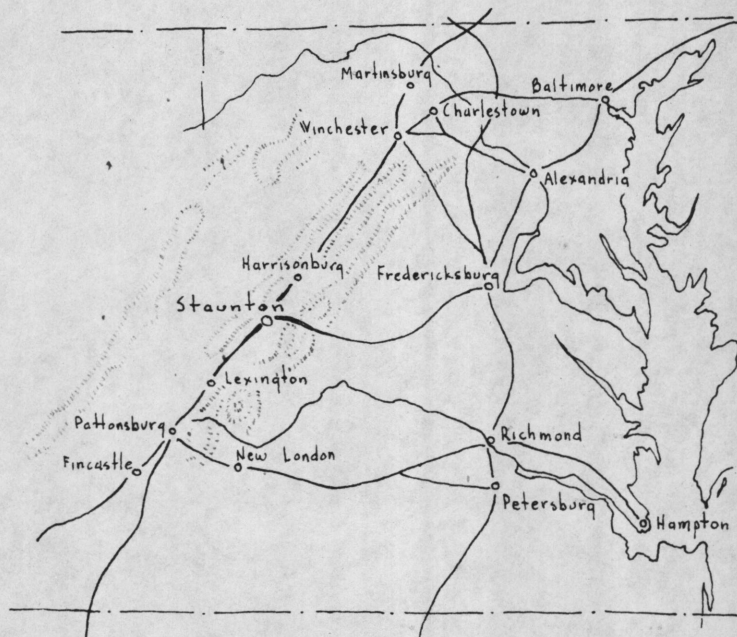
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was termed by some pioneers, crossed the Potomac at Mecklenburg, or Shepherdstown, then passed through Martinsburg, Winchester, Strasburg, New Market, and Staunton, to Fincastle at the lower end of the Valley. This road has been termed the great highway of commerce for the Valley in the colonial period as well as later."¹

From a commercial standpoint the location of Mill Place was indeed fortunate. Early mention is made of the important trade route in western Virginia. "None of the private accounts extant for the period 1780-1790 mention Philadelphia as a market, and few of them refer to Baltimore, with the exception of those of General Gates. There is, however, a definite interest in Alexandria. One contemporary speaks of messages that could be sent 'by the Merchants who trade from Staunton to Alexandria.'² Staunton, of course, is in the central Valley and such a trade relation is of special note."³

Mill Place soon reached the size of a small town,

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1. Hart, Freeman H., The Valley of Virginia in the American Revolution, Chapel Hill, N. C., 1942, p. 21
 2. Simms Papers (Library of Congress), John Stuart to Simms, November 2, 1785
 3. Hart, Freeman H., The Valley of Virginia in the American Revolution, Chapel Hill, N. C., 1942, p. 150



MAP 14

TRADE ROUTES OUT OF THE SHENANDOAH VALLEY

1786

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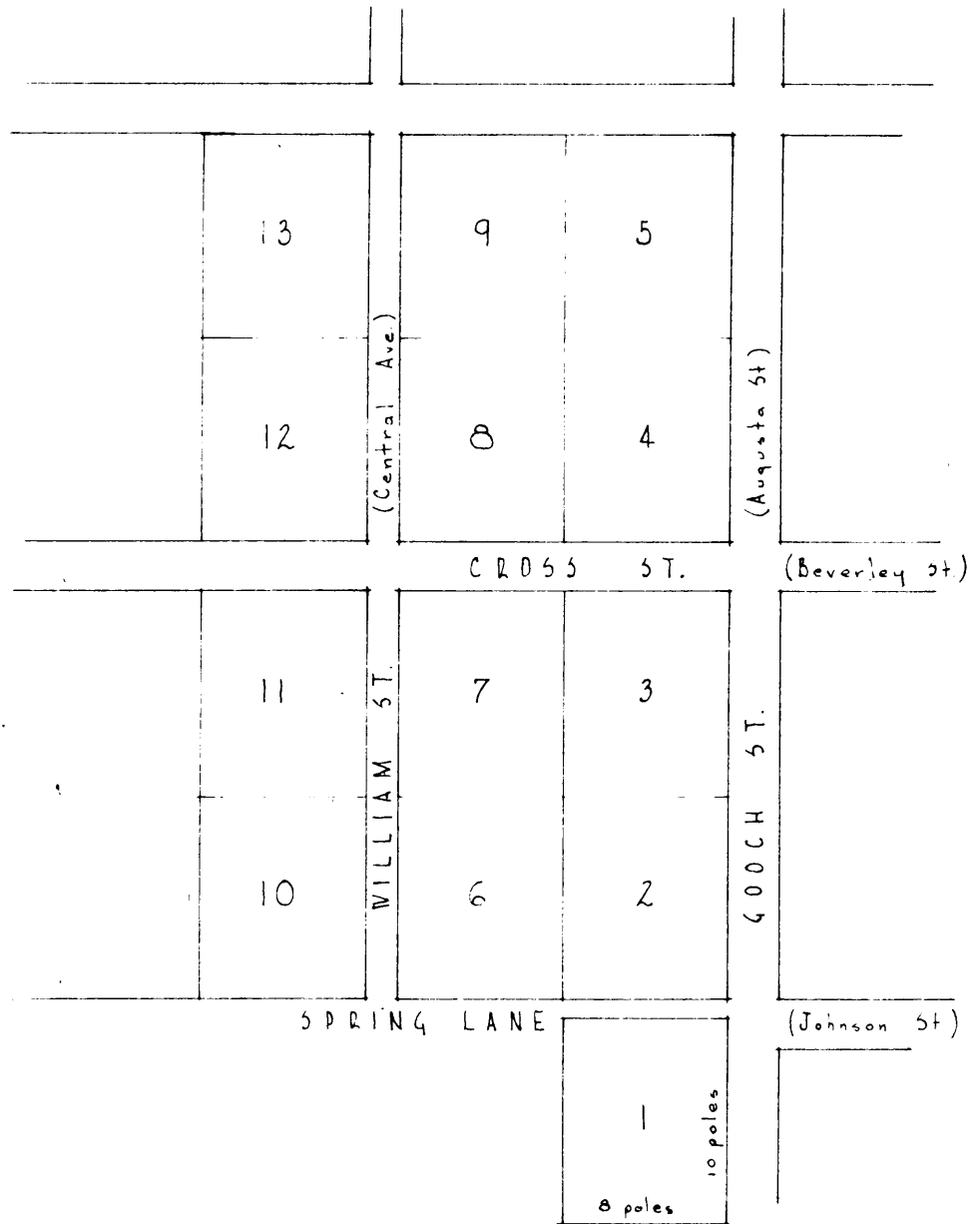
so, in 1747 John Lewis was commissioned to make a plat which contained thirteen lots of one half acre each. However, for some reason this plat was never recorded. In 1748 William Beverley had John Lewis make a second plat which added thirty-one lots to the original. At this time the town was named in honor of Lady Rebecca Staunton, the wife of Governor Gooch.

By the mid-eighteenth century the expansion of the little town was gaining momentum. William Beverley conveyed an additional 25 acres to Augusta County to be platted and recorded in 1750.

In 1761 Staunton was formally chartered as a town by an act of the General Assembly of Virginia. It was one hundred and ten years before the town was rechartered and given the title of city, making it one of only a few Virginia cities.

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Staunton developed as a trading town because of its location at the crossroads of two major travelled routes. The "Great Road" was one of these routes. Much of the westward expansion of our nation was first directed along this road which leads from the heavily populated areas of Washington, Baltimore, and Philadelphia to the lowlands of



MAP 15.....

ORIGINAL PLAN OF THE TOWN OF STAUNTON

JULY 15, 1747

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Tennessee and Kentucky. The other main route was an east-west artery leading directly over the Appalachian Mountains into the Midwest. These routes, now known as United States routes 11 and 250, respectively, are still the large traffic generators and indicate the places from which Staunton's economy stems.

Because of the strategic location of the early town, it is natural that the movement of people and commodities would concentrate in the area. Agriculture was, of course, the reason for early settlement. Few areas of the state offer such fertile and productive soil. Augusta County, since its formation, has been a leader in agricultural production.

With the advent of accelerated migration to the Midwest, an early necessity was a county seat for the transaction of business and administrative matters. At that time Augusta County included all territory extending from the Great Lakes to North Carolina and from the Blue Ridge Mountains to the Mississippi River. Staunton was the logical choice because of its location and population.

Early population figures for the town are not available, however, the county figures¹ indicate a large

1. U. S. Census, 1790, 1800

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population since the later eighteenth century. Earliest official census figures¹ for the town showed that Staunton had a population of over five thousand. This figure proves that Staunton was the center of trade for a large segment of the Shenandoah Valley and that agriculture was still the primary occupation. A great many of the urban residents had occupations related to agriculture.

During the industrial expansion of the later nineteenth century, Staunton showed a normal growth which was at first steady but accelerated between 1900 and 1910. Along with this growth was noticed a decline in the importance of agriculture and an opening up of the Valley to industrialization. Several manufacturing concerns built in and around Staunton turning the labor force into the employment of commercial and industrial interests. The first half of the twentieth century again exhibits a period of normal growth ending with a greatly accelerated expansion during, and immediately following World War II.

A study of the business volume of the city (Table 3, page 130) shows a similar pattern. Total sales rose to a peak in 1929 followed by a recession which was nationwide. By 1939 business activity had regained to pre-depression

1. U. S. Census, 1870

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levels. World War II brought a greatly increased volume which leveled slightly in 1948. The early 1950's experienced a normal rise which has lead up to the present day.

Annual sales estimates published by Sales Management magazine (Table 4, page 134) represent a similar, but more indicative picture of sales in the Staunton area. Since there are three major sales outlets in the area solicited by Staunton merchants, they are all illustrated.

Retail sales gained immensely from 1940 to 1948. There was a slight recession from 1948 to 1951 with steadily improving sales up to 1955. Here a divergence is noted. Although Harrisonburg and Waynesboro sales continued to grow, Staunton sales dropped in 1956. Since 1957 figures are at present unavailable, there can be no definite statement made as to whether the trend was reversed. It is believed to have recovered, but only enough to rise slightly. The present situation leaves Staunton with a leveling off of sales compared to ever increasing sales in two competing trade areas.

No attempt will be made to analyze the statistics presented. However, the difference in trade areas should be noted. Staunton has the largest population with almost twenty-five thousand inhabitants. Fourteen percent of this population is comprised of institutional patients who have

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no relation to trading activity. Ten miles from Staunton is Waynesboro which shares the trade of Augusta County. The population there is made up largely of employees of E. I. DuPont de Nemours and Company which employs over three thousand. Harrisonburg is the smallest in population but receives the trade of all Rockingham County.

STATISTICS

Table 5, page 137, and Map 16, page 138, give pertinent information and location of Staunton in relation to other communities. Some discussion should be made in connection with the statistics since the figures are not all self-explanatory.

Some of the disadvantages illustrated in the comparison are median age, persons over 64 years and under 5 years, migration, total labor force and total not in labor force, and inmates in institutions. The median age of Staunton indicates that it is an "old" city. Also, it indicates a lack of "young blood" in the city's activities. Over eleven percent of the population is 65 or older while only eight percent is under 5. Opposite trends are noticed in both Harrisonburg and Waynesboro which gives them a younger and more vigorous trade population. Migration added only 5.8 percent to the total population, whereas, it was greater in both Harrisonburg and Waynesboro. For

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some reason people chose those areas as being more attractive. Again opposite trends appear in the labor force. Staunton has more people not working than working. This situation is reversed in both other cities. An explanation is that included in Staunton's population are the resident inmates of Western State Hospital. These people decrease the trade demand by about fourteen percent for the city.

Advantages to commercial redevelopment pointed out by the statistics are total population, percent of increase since 1940, land area in square miles, and population per square mile. Staunton's population of twenty thousand, largest in the Shenandoah Valley, coupled with an almost fifty percent increase proves that the city is again progressing. With the recent location of three major industries around Staunton, this progress has accelerated. City land area and density of population indicate the ability to absorb new families and rebuild old areas without great physical difficulties.

The variation in elevation of all parts of Staunton is acute and will cause some problems in planning. On the other hand, it makes the city unique and most interesting.

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COMMON PLANNING PROBLEMS

Towns originated as centers of human activity and that quality remains today. This activity, however, has grown to such proportions that regulations are needed to control it. Unfortunately, man's realization of this need did not awaken until activity had eclipsed all forms of control. The task involved in remedying the situation is not unlike that confronted by David as he stood before Goliath. For more than a century men from all phases of life have attempted to solve the problems of urban planning. To say the least, their attempts have been feeble.

Earliest plans for an urban renaissance could hardly be called solutions because of their ethereal quality. These plans were not housekeeping projects but were primarily for the purpose of adornment. The absence of practicality and human scale relegated them to utopian concepts instead of reality.

The real awakening of the people came only several decades ago in Europe and is now just starting in this country. Even with the application of several control measures, the demon of activity is still accelerating. While men sit and quibble about the immensity of the situation, the problem continues unaltered. The one available

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answer to the desperate need is a refined type of control, a control which will encounter resistance from the short-sighted. Refinement of the physical and legal needs will become explicit. Activity will be defined in all its aspects and controlled as necessary.

Other measures to curb unlicensed activity will undoubtedly be invented in years to come. Until that time the unbiased cooperation of all people involved is imperative.

CONFLICTING TRAFFIC

We recognize the fact that activity is the purpose of the city and that activity requires travel. Yesterday's "travel" has become today's traffic. Although the types of traffic have not changed, their character is decidedly different. The only intrinsic mode of travel, that of walking, has been subjugated and given only slight importance. Commercial traffic within the city, now known as pick-up and delivery, is a continuing process instead of being occasional. The transport of both commodities and people has gained major importance. All these forms of traffic have concentrated in the central business districts and caused congestion.

A person in the central business district must

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cross heavily traveled streets in order to reach shops or offices. He must constantly confront this problem at a time when he desires to complete shopping tasks or business errands.

If this same person decides to travel in his automobile, he finds that once he reaches the central business district, there is still conflict. The streets of travel are filled by many vehicles. Despite the concentration, these streets have not expanded to greater capacity. Not only that, but buses and trucks are blocking or slowing the flow.

If the rider decides that he will avoid the irritation of personal driving, he will take a form of public transit. Complications arise immediately because of high fare scales, crowding during times of highest use, poor scheduling of time and route; but, he is not driving, and that is one less vehicle in the central business district.

Another form of travel involved is that which is necessary to carry the commodities to the consumer. Although this travel is necessary, everyone wishes that provisions had been made to facilitate the continuing process of pick-up and delivery. Conflicts with pedestrians and especially other vehicles would be a minimum if these provisions had been made.

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The congestion caused by all these conflicts means a tremendous loss to business and the city in general. "The Citizens Traffic Safety Board, Inc. of New York, has recently estimated that traffic delays cost its citizens more than one billion dollars a year. This is equal to about two-thirds of the city's budget. Wages covering time lost in traffic is the biggest item -- about \$350 million."¹

One of the most serious causes of this congestion is the presence of traffic that has no desire to be in the central business district -- through traffic. It has no alternative but to travel through the core because the outmoded street pattern cannot send it elsewhere.

"Experience has amply demonstrated that vehicles of different types and traveling in opposite directions must be segregated to move with economy, speed, and safety. In 47,000,000 miles of traffic through the Holland Tunnel only one death occurred. Norman Bel Geddes pointed out that, at this rate, the death toll could be reduced to less than one-fifth the present number."²

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1. Chamber of Commerce of the United States, Urban Development Guidebook, Washington, D. C., 1955, p. 1
 2. Arthur B. Gallion, The Urban Pattern, D. Van Nostrand Company, Inc., 1950, p. 197

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Business has taken cognizance of the situation and in many cases decided that a shift to the fringe areas will avoid the congestion. Many businesses move out even though a downtown location would be under other conditions more satisfactory.

COMPLICATED PARKING

The growth of modern civilization has brought with it a greater sense of individuality. This tends to make a person more aware of his individual talents and possessions. It is only natural that this person should want to make the greatest use of whatever he owns. The driving of the family automobile is a case in point. If he has one, why shouldn't he make use of it? After all, it is much more convenient and private than any other form of transit.

Because of the expansion of our cities, people have looked to the automobile as the only means of keeping all areas within reach. Consequently, our public street system was taken for granted and no thought was given to the storage of carriers. Although we have responded to concentration of people in our central business districts by constructing greater buildings, no one ever thought of the housing of automobiles which are the people's inseparable

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arable companion. It is now evident that an automobile requires much more housing than its driver!

"The Urban Land Institute states flatly that 'until the parking problem is solved, no relief from the troubles that plague our central business districts can be expected,' and adds: 'It is an extremely vital factor affecting commercial decentralization.'¹

"Not so long ago local retail association executives in more than 200 cities of every size were polled by the National Retail Dry Goods Association on urgent problems confronting their respective downtown areas. Parking led the list in the replies, cited by 81.3% of all cities. Sixty-one of the communities named it their chief drawback."²

"A city expert for the New York State Senate has estimated that the central business district of Philadelphia loses about ten million dollars in sales per year because of inadequate parking."³

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1. Automotive Safety Foundation, What Parking Means To Business, Washington, D. C., 1955, p. 2
 2. Ibid.
 3. Thomas C. Desmond, "No Parking," Los Angeles Times, Sept. 7, 1947

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The parking problem is further complicated by the fact that even though a serious attempt is made to provide parking, there is not enough area to contain all the automobiles. "A report by the Automobile Club of Southern California indicated that 50 percent of the ground area in the downtown district of Los Angeles is in parking lots. In this city, with more 'space' than any other, traffic is jammed."¹

This evidence is enough to make all citizens aware that more realistic and ambitious attempts must be made to provide a permanent solution.

CRAZY QUILT ZONING

A scrupulous study of today's zoning ordinances and zoning organization will show that no city or town in the entire country has an intelligent approach to urban planning. Although the advent of zoning ordinances came decades ago, the standards they set are nothing but fantasy.

Many people cannot understand the reason for continued congestion after zoning ordinances are instituted. The answer lies in the fact that they fail to provide ad-

1. Arthur B. Gallion, The Urban Pattern, D. Van Nostrand Company, Inc., 1950, p. 200

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equate minimum standards. Even with the standards, their application varies so as to cause added harm.

If building were permitted to the extent which the law allows, a tremendous population density would still exist. This density would mean a poor environment for the mass of people.

What was once a street pattern for horse and buggy shopping is now the constricted system for rapid transport. Business zoning has only confused the situation by lining these arteries with more and more generators of traffic. Permitted to develop to a maximum these enterprises would soon strangle themselves and obliterate the highways.

The original intent of zoning was the protection of an individual's private property. We now realize that many kinds of land use cannot mix, and yet we allow commercial areas to be infested with residences and other less intensive uses. Too many ordinances state that any less intense land use will be allowed in a more intense land use zone. If an individual home owner can be protected, why can't a commercial or industrial area be similarly protected?

Little thought has been given to man's right to light and air. He is so accustomed to its presence that it is taken for granted. Yet, man has stupidly allowed his capacity to create monstrous structures to engulf him in

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their shadows.

Present zoning laws make the assumption that zoning should be transitional. The idea is that the center of the city should be an area of very intense use which gradually diminishes towards the fringe. It is also assumed that the higher land uses create a less desirable environment. Therefore, it is illogical to expose more people in multi-family dwelling zones to an environment which is undesirable to a fewer number in single family zones. Where then are our open spaces for parks and recreation that serve as permanent buffer areas?

Our present zoning laws do nothing more than form a crazy quilt of misconceived land uses. No permanent solution will be accomplished until man realizes this fallacy.

CENTRALIZATION VERSUS DECENTRALIZATION

Why are businesses moving out of the core areas of our cities? Many authorities can be quoted on this subject and many viewpoints will be given. A general agreement is that business leaves the core area for two reasons: its normal growth, and to avoid the decay of the central business district.

A result of the shift in population to outlying

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areas of the city has been a parallel shift in retail trade. This is a historic pattern of carrying the merchandise to the consumer. A shift of this type cannot be called harmful, in fact, it is healthy. People cannot be expected to travel long distances for convenience goods, and it is best that they don't. A large percentage of the loss of downtown retail trade can be attributed to this growth.

The retention of the core area as the main shopping center of a city is still a valid assumption provided the following conditions exist:

1. Greatest merchandise selection
2. Favorable prices with convenient pick-up and delivery
3. Enjoyable shopping environment
4. Combination of activities (e.g. civic center, service establishments)
5. Efficient ingress and egress.

There are also many factors unrelated to growth that are causing businesses to leave downtown. One such cause is that of antiquated buildings. The archaic condition of a large percentage of core area buildings has two primary causes. The first is our present tax structure and the second is the curse of absentee ownership. Our present concept of taxation states that as buildings deteriorate and spread blight, the tax revenues go down.

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There is no encouragement for owners to improve old property because their taxes go down. Improvements cost extra instead of less. If a building is owned in absentia, no incentive is given to improve property because the owner is concerned only in the income which it provides. Neither can he witness the dangerous conditions that accumulate nor does he care to give it his personal attention. The business that is interested in renting will move to a more efficient building located in the suburbs.

Our modern civilization has brought with it a keener sense of informality. This is a psychological factor not to be overlooked in evaluating the habits of the American shopper. No one wishes to "dress up" to go downtown when shopping in the suburbs can be speedily and leisurely accomplished.

Transportation costs are another part of the decentralization picture. It affects both the retailer and the consumer. Costs of transportation include freight on merchandise handled, delivery costs by truck, consumers' transportation and parking, and employees' transportation and parking. A study of these costs in relation to location may make the business interests wary of downtown sites, even though they would rather be there.

Even with the loss of retail trade to central

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business districts, they still hold advantages over outlying shopping centers. Nowhere in the city can shoppers find the availability of a wide variety of goods at selective price levels. The essentials of good merchandizing remain stable, but the organization and planning need immediate attention.

WHO PAYS, AND HOW?

Economy is a word which has lost much of its original meaning when applied to present municipal budgets. Its truest sense today may come closer to meaning "dollar slash." Urban renewal projects which call for a large outlay of funds is looked at in amazement and immediately said to be "uneconomical." Piecemeal projects appear more attractive and are usually adopted. They are neither economical nor organized. These projects are viewed almost entirely in the light of budget appeal. Adequacy takes a back seat to the expenditure of money. "Economy" cuts usually divide a project so as to render it inadequate and inefficient.

Wherever urban renewal is undertaken, the acquisition of land is necessitated. "Economy" states that land values are too high even though the values are often fictitious. These values remain high merely because the

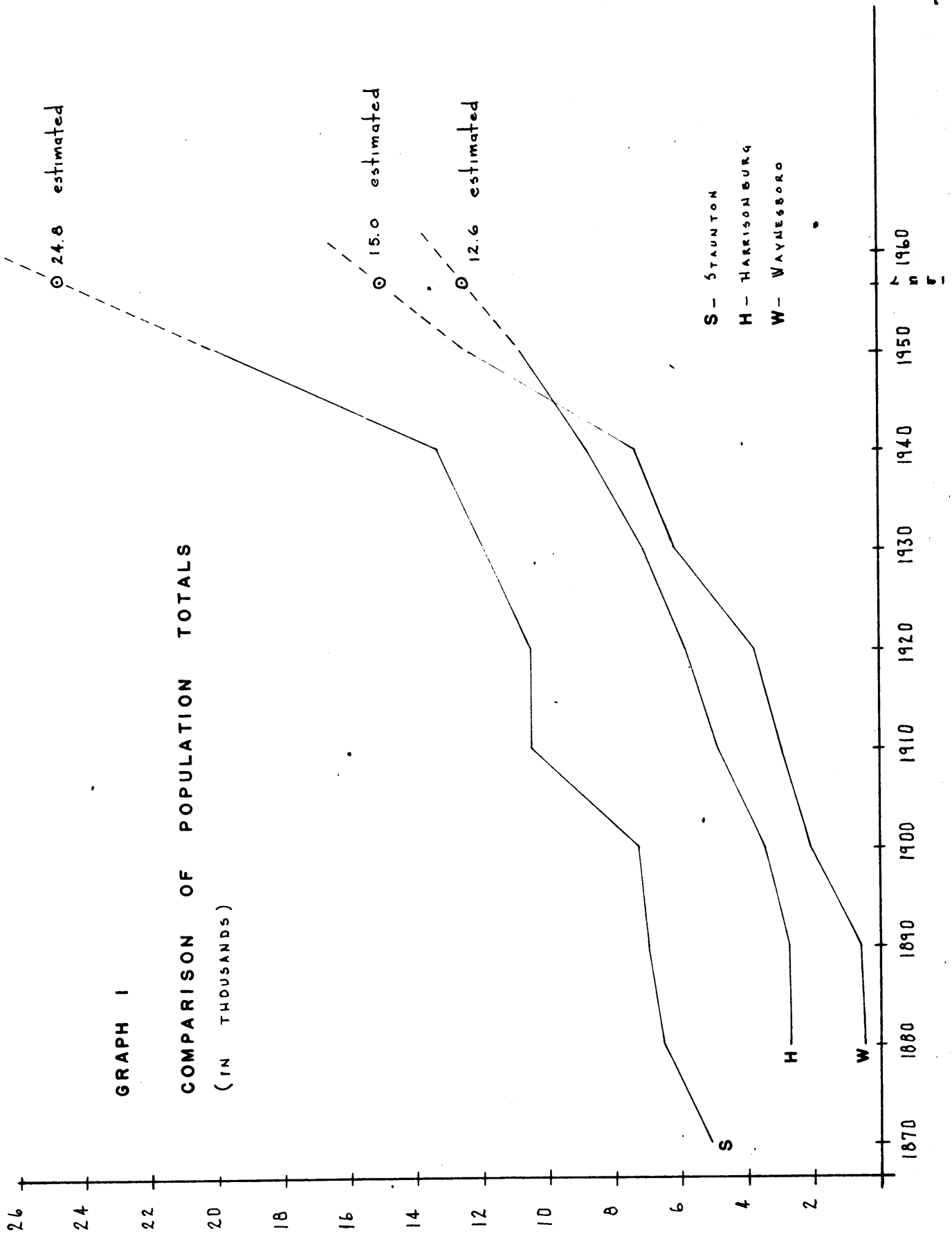
APPENDICES

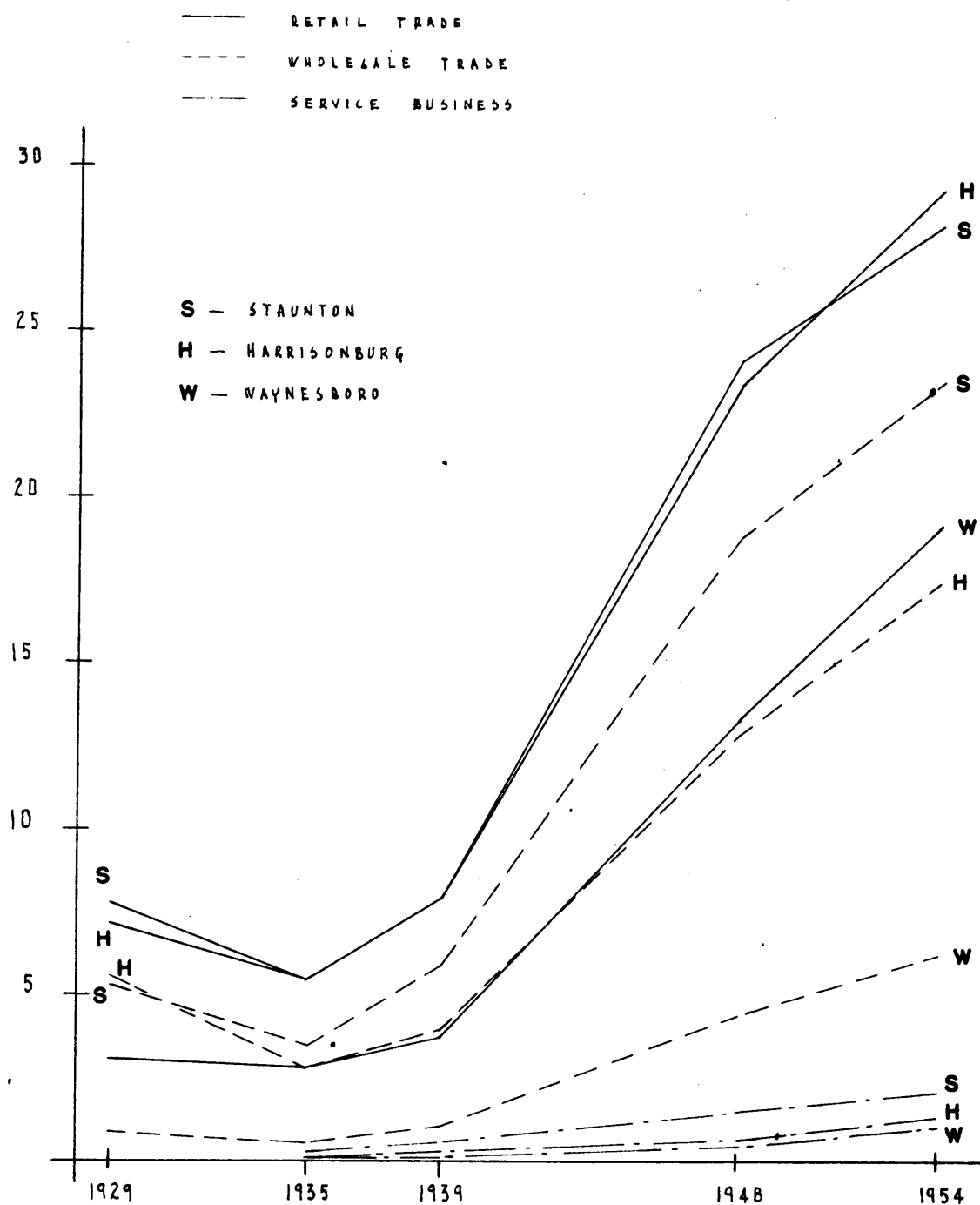
tax structure demands a high value for revenue purposes. Assessed values must be sustained in order to parallel the rising municipal debt. This is termed "economy". True economy would demand that these projects be undertaken at any cost in order to return the financial structure of the city to equity.

Recent attempts have been made to interest private organizations in urban renewal. A few of these attempts have proven successful. There are drawbacks which must be conceded. These deterrents are such practices as government subsidization, the use of police power for private interest, and government speculation in real estate. The elimination of governmental dealings will, however, force a choice between the present congestion and its disparity and the cost of intelligently opening up our cities.

GRAPH I

COMPARISON OF POPULATION TOTALS
(IN THOUSANDS)





GRAPH 2

COMPARISON OF TOTAL RETAIL, WHOLESALE, AND
SERVICE SALES (IN MILLIONS OF DOLLARS)

TABLE 3 - COMPARISON OF BUSINESS VOLUME (Source: U. S. Census of Business, 1954, 1948, 1939, 1935, 1929)

Description	No. of Establishments	Total Sales (Add ,000)	Active Proprietors	Paid Employees
<u>1954</u>				
<u>Staunton</u>				
Retail trade	251	\$ 28,350	210	1,413
Wholesale trade	30	23,547	113	404
Service business	113	2,146	106	418
<u>Waynesboro</u>				
Retail trade	167	19,440	146	786
Wholesale trade	13	6,347	9	114
Service business	69	1,259	70	213
<u>Harrisonburg</u>				
Retail trade	200	29,397	167	1,359
Wholesale trade	38	17,596	26	312
Service business	83	1,450	76	240
<u>1948</u>				
<u>Staunton</u>				
Retail trade	260	24,214	218	1,439
Wholesale trade	33	18,774	16	403
Service business	85	1,587	91	384
<u>Waynesboro</u>				
Retail trade	157	13,416	147	806
Wholesale trade	10	4,623	5	99
Service business	52	569	53	136
<u>Harrisonburg</u>				
Retail trade	185	23,452	149	1,316
Wholesale trade	35	12,846	16	219
Service business	61	693	68	158

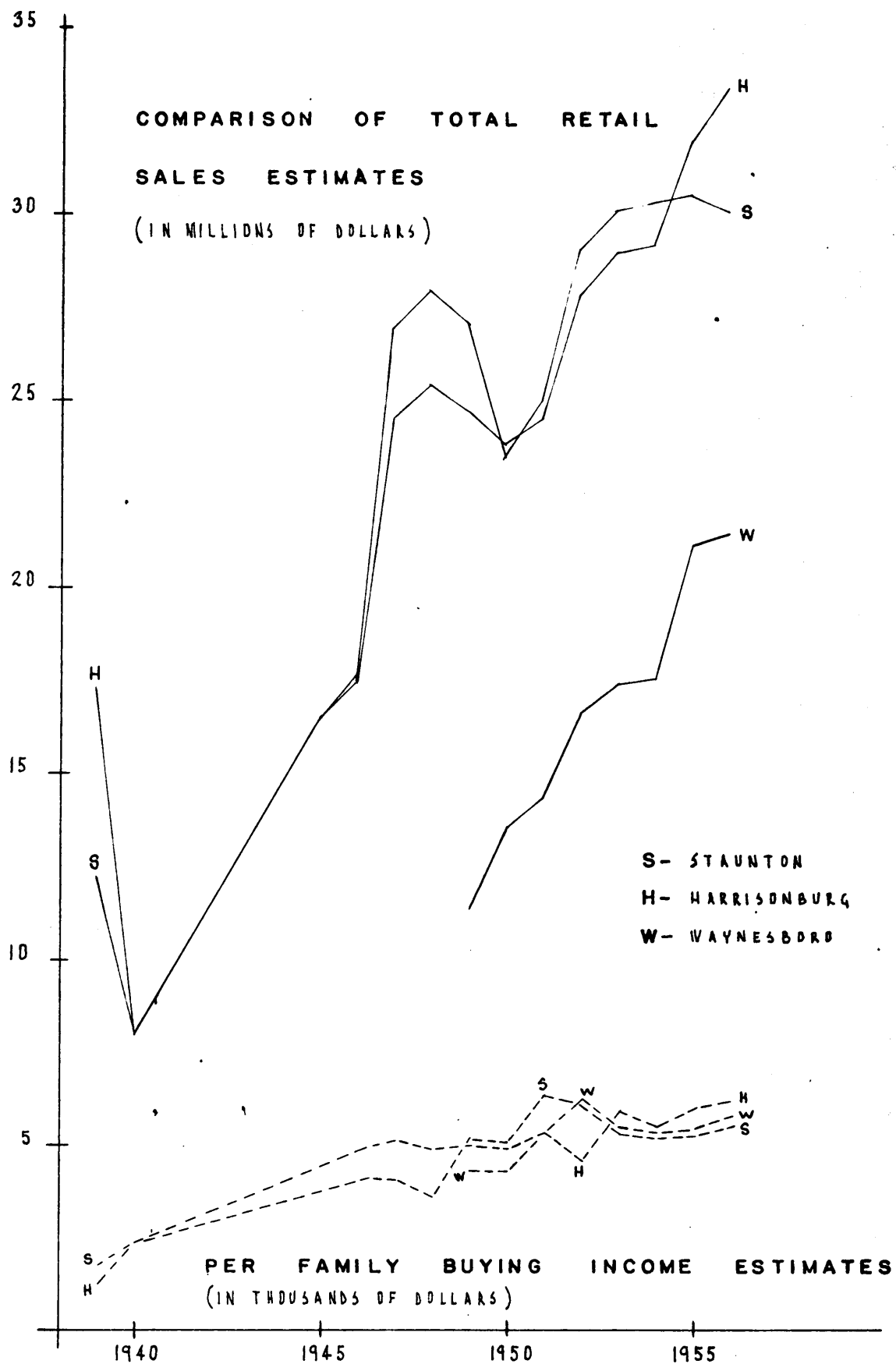
TABLE 3 (continued)

Description	No. of Establish- ments	Total Sales (Add ,000)	Active Proprie- tors	Paid Employees
1932				
Staunton				
Retail trade	245	8,010	189	1,014
Wholesale trade	31	5,878	15	248
Service business	91	553	90	278
Waynesboro				
Retail trade	118	3,790	99	416
Wholesale trade	11	1,149	14	32
Service business	27	131	24	57
Harrisonburg				
Retail trade	184	7,985	133	886
Wholesale trade	25	4,044	12	141
Service business	64	340	67	153
1935				
Staunton				
Retail trade	251	5,536	207	769
Wholesale trade	29	3,491	10	126
Service business	61	211	67	82
Waynesboro				
Retail trade	135	2,845	115	295
Wholesale trade	10	586	8	25
Service business	41	85	42	32
Harrisonburg				
Retail trade	158	5,539	109	717
Wholesale trade	19	2,764	12	111
Service business	43	126	36	49

TABLE 3 (continued)

Description	No. of Establish- ments	Total Sales (Add ,000)	Active Proprie- tors	Paid Employees
<u>1929</u>				
Staunton		\$		
Retail trade	215	7,876	204	788
Wholesale trade	25	5,376	na*	154
Service business	na	na	na	na
Waynesboro				
Retail trade	103	3,177	117	227
Wholesale trade	5	886	na	27
Service business	na	na	na	na
Harrisonburg				
Retail trade	126	7,332	124	614
Wholesale trade	19	5,630	na	178
Service business	na	na	na	na

*not available



GRAPH 3

TABLE 4 - ESTIMATED CAPACITY OF TRADING AREAS (Source: Sales Management, "Survey of Buying Power", 1940, 1941, 1946-1957)

Description	Total Effective Buying Income (Add ,000)	Effective Income per Family	Effective Buying Income per Family	Total Retail Sales
<u>1956</u>				
Staunton	\$ 34,308	\$	5,624	30,194
Waynesboro	23,816		5,809	21,537
Harrisonburg	20,471		6,203	33,434
<u>1955</u>				
Staunton	32,068		5,345	30,640
Waynesboro	22,593		5,510	21,234
Harrisonburg	19,067		5,958	31,869
<u>1954</u>				
Staunton	30,251		5,216	30,363
Waynesboro	22,073		5,384	17,679
Harrisonburg	17,554		5,663	29,180
<u>1953</u>				
Staunton	30,939		5,334	30,098
Waynesboro	21,350		5,474	17,353
Harrisonburg	18,781		5,869	28,863
<u>1952</u>				
Staunton	33,631		6,115	28,989
Waynesboro	22,715		6,310	16,713
Harrisonburg	14,525		4,685	27,799
<u>1951</u>				
Staunton	33,088		6,363	24,970
Waynesboro	18,596		5,313	14,396
Harrisonburg	16,244		5,415	24,671

TABLE 4 (continued)

Description	Total Effective Buying Income (Add ,000)	Effective Income per Family	Buying	Total Retail Sales
<u>1950</u>				
Staunton	\$ 30,743	\$ 5,124	\$	23,602
Waynesboro	17,086	4,272		13,607
Harrisonburg	15,147	4,886		23,816
<u>1949</u>				
Staunton	28,711	5,220		27,178
Waynesboro	17,040	4,260		11,370
Harrisonburg	14,566	5,023		24,838
<u>1948</u>				
Staunton	18,308	3,736		27,887
Waynesboro	na*	na*		na*
Harrisonburg	13,875	4,955		25,486
<u>1947</u>				
Staunton	17,830	4,052		26,935
Waynesboro	na	na		na
Harrisonburg	13,512	5,197		24,616
<u>1946</u>				
Staunton	17,516	4,073		17,741
Waynesboro	na	na		na
Harrisonburg	13,382	4,956		17,688

*not available

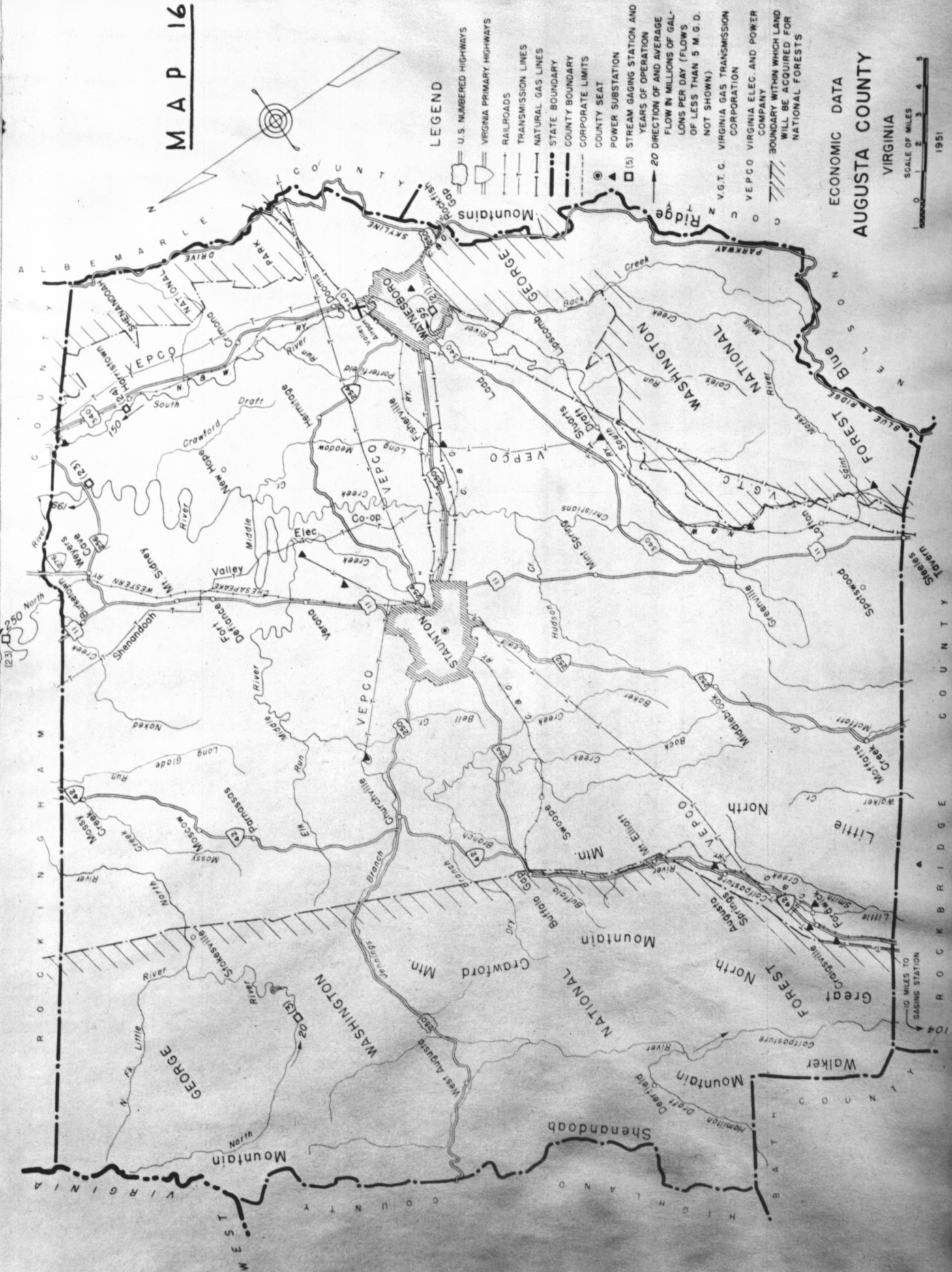
TABLE 4 (continued)

Description	Total Effective Buying Income (Add ,000)	Effective Income per Family	Effective Buying	Total Retail Sales
<u>1945</u>				
Staunton	\$ 19,019	\$	na*	\$ 16,537
Waynesboro	na		na	na
Harrisonburg	14,533		na	16,491
<u>1940</u>				
Staunton	6,779		2,367	8,010
Waynesboro	na		na	na
Harrisonburg	5,608		2,421	7,985
<u>1939</u>				
Staunton	17,828		1,754	12,318
Waynesboro	na		na	na
Harrisonburg	22,025		1,337	17,316

*not available

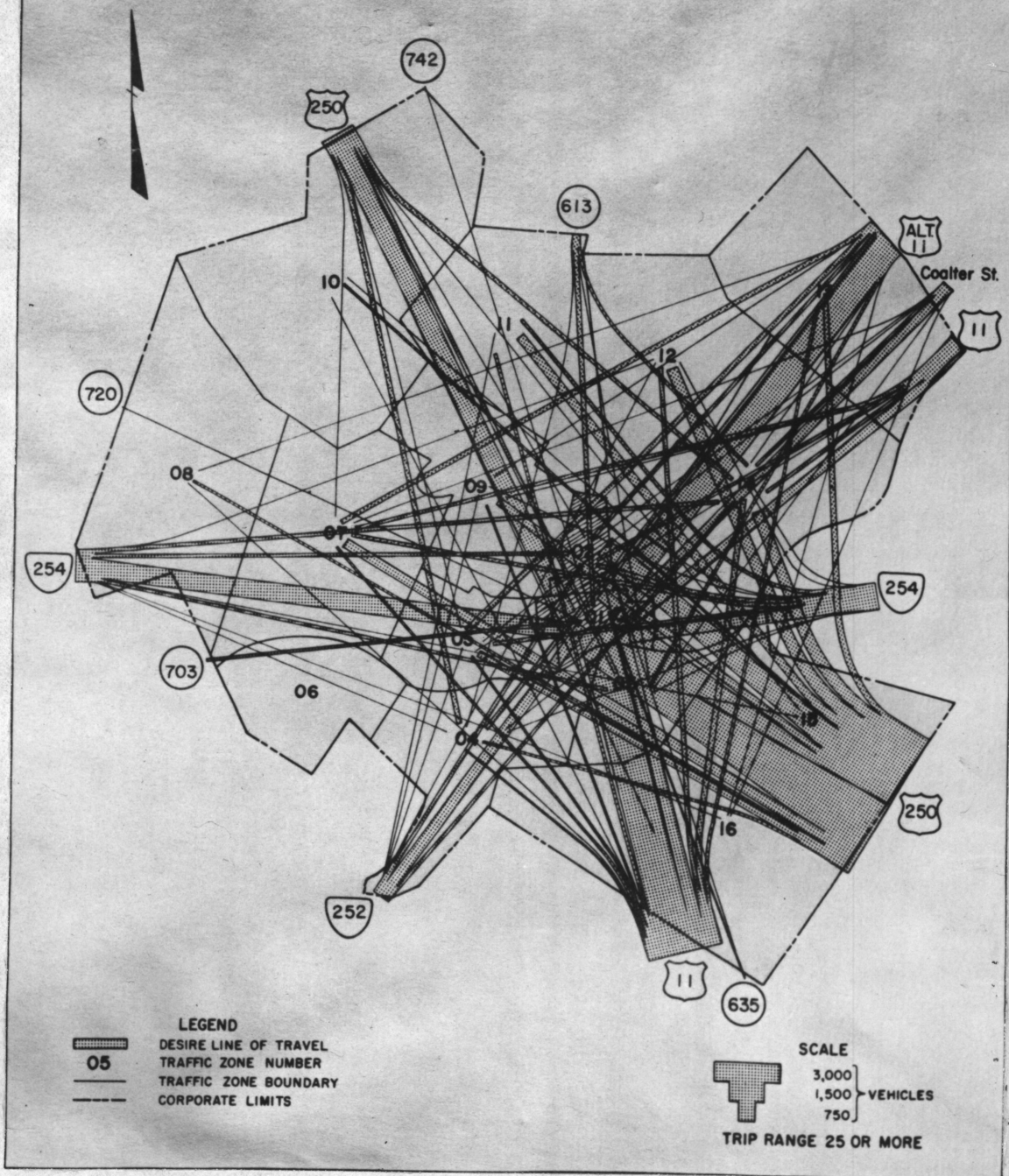
TABLE 5 - VITAL STATISTICS (Source: County and City Data Book, U. S. Department of Commerce)

Description	Staunton	Waynesboro	Harrisonburg
Total Population	19,927	12,357	10,810
United States rank in population	1442	2058	2228
Percent of increase since 1940	49.4	67.6	23.3
Land area in square miles	9.1	7	2
Population per square mile	2214	1765	5405
Median age in years	34.0	27.3	28.6
Persons over 64 years of age Percent of total population	2243 11.3	679 5.0	816 8.0
Persons under 5 years of age Percent of total population	1664 8	1581 13	1000 11
Migration Percent of total population	1165 5.8	820 6.6	895 8.3
Total labor force (14 years & older) Percent of total population	7859 39.5	5165 41.8	4527 41.9
Total not in labor force Percent of total population	8085 40.6	3718 30.1	4115 38.1
Inmates of institutions Percent of total population	2865 14.4	0 0	42 0.004
Variation in elevation in feet	1300-1940	---	not available ---

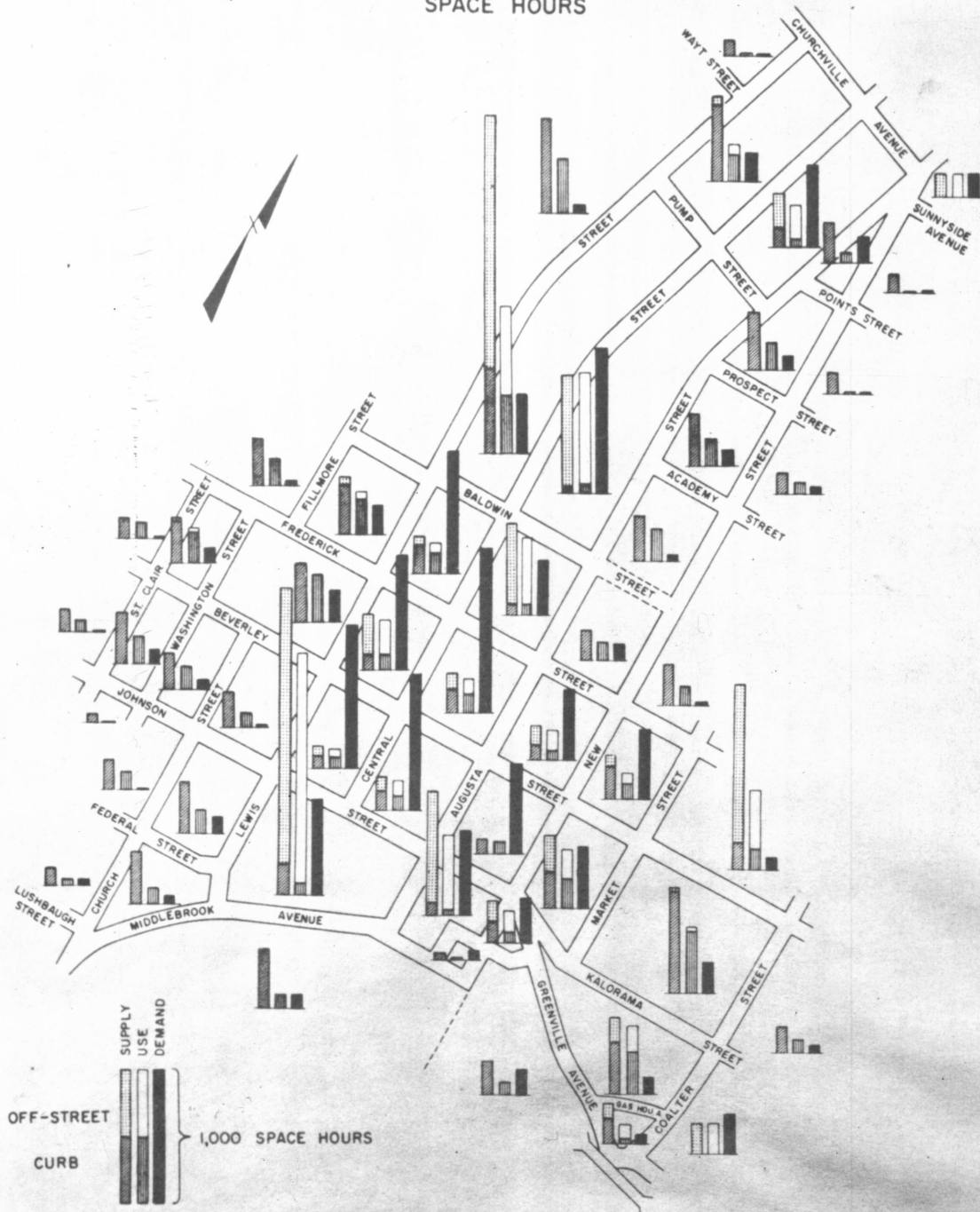


GRAPH 4

ALL VEHICLES MOVING BETWEEN ZONES AND STATE HIGHWAYS
AT THE CORPORATE LIMITS VIA ZONE ONE
OF THE CENTRAL BUSINESS DISTRICT
24 HOUR VOLUMES



GRAPH 5
 EXISTING PARKING SUPPLY, USE AND DEMAND
 8:00 A.M. TO 6:00 P.M.
 SPACE HOURS



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