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FINAL DRAFT

UCI-PROJECT 21

STUDY TEAM ON DOWNTOWN AREAS

Downtown as defined by the study team is the traditional heart of the city, the seat of local government, the center of retail and service enterprise, entertainment and cultural activities, and the focal point for transportation routes along which industry naturally located. A number of incorporated communities in Orange County do not have a "downtown" comprising a large group of commercial buildings classically identified as a Central Business District. In these communities, "downtown" is considered to be the original urban core in which a diversity of services has evolved in response to the demands of an expanding population.

Objectives of the study team have been threefold:

A. To examine and identify the causes of problems related to the downtown areas.

B. To consider approaches to solutions which may be currently available to the several communities in the process of correcting existing deficiencies.

C. To explore some approaches which may be interpreted as long range procedures worthy of consideration.

THE DOWNTOWN CONDITION

The phenomenal population growth in Orange County, during the last decade, has been accommodated by extensive low density real estate development, at low density, throughout the county. Dispersal of population has been accompanied by decentralization of retail and service enterprises and industrial complexes. The freeway system has altered traditional patterns of urban growth. New shopping centers and industrial developments have provided vehicular parking essential to healthy business enterprise. Enterprise in downtown areas has benefited, in some economic measure, by population growth, but "downtown" has not kept pace with the changing conditions. The massive movement of population to new suburban residential areas and the decentralization of commerce and industry require a fresh appraisal of the functions of existing downtown areas in relation to the population which they serve.

The following factors are among the problems confronting downtown areas at the present time:

1. A shift of major retail establishments to decentralized shopping locations has drained a large segment of the retail market from the old urban cores.
2. Original urban cores have been extended from compact retail and service centers to "strip" commercial uses along major traffic streets fanning from the traditional centers. Orderly commercial development has consequently been sacrificed.
3. The circulation system for automobiles and service vehicles is deficient. Vehicular parking is hopelessly inadequate. Ingress and egress to and from the freeway systems are unnecessarily complicated.

4. Physical maintenance of improvements has been seriously neglected. A generally mediocre appearance of the environment characterizes "downtown".

5. New merchandising policies and techniques have lagged.

6. Self improvement is retarded by the inclination, on the part of many, to take advantage of deteriorated structures as tax shelters, i.e. income tax "write-off". Absentee ownership, reportedly ranging from some fifteen percent to fifty percent in different communities, may indicate a lack of ~~has evinced inadequate~~ concern for the impact of deteriorated facilities upon business enterprise in general.

7. The distribution of property among multiple ownerships renders it difficult, if not impossible, to obtain full cooperation of all property owners and their business tenants for the necessary improvements and maintenance.

8. Anticipating absorption for commercial uses, residential areas immediately contiguous to the haphazard shape of downtowns have been allowed to deteriorate. With few exceptions, residents who could afford to leave the central areas have joined the massive population movement to new residential subdivisions in outlying districts. Downtown residential sections have been left to the disposition of lower economic groups, including elderly and minority families, and economic support for major retail services has declined.

9. Whereas Orange County cities, by comparison with major large cities in the country, have not thus far been confronted with serious social unrest due to deterioration of downtown and its contiguous

residential areas, such problems may ~~portend~~ accompany future urbanization in the county.

10. The above factors all contribute to an absence of genuine civic pride in the central business core as an image of the city itself.

IMMEDIATE APPROACH TO SOLUTIONS

1. Future functions of downtown.

Decentralization of dwellings, business and industry in Orange County affords ample evidence of the necessity to reassess functions which the traditional urban cores may perform in the future. Authorities[1] concerned with urban trends have ~~expressed the opinion~~ indicated that dissipation of retail business to outlying commercial districts and new shopping centers ~~moves a favorable prospect~~ renders it difficult for "downtown" to recover its traditional ~~posture~~ role as a major retail center. The central core may continue as a government center, and there is evidence of interest from financial institutions and professional business enterprises to locate within the core of some cities. Modern civic centers may invite cultural activities and transportation centers with their facilities for dining and entertainment.

Such prospects will vary among the several communities in Orange County, a fact which renders it imperative for economic market studies to be initiated in each community. Without a thorough economic study, leadership in each city is ill-prepared to assess the future functions which downtown may effectively perform / and establish the goals it seeks to achieve. Careful and competent analysis could provide a measure of the quantity of land and potential uses which may be appropriate in the future. Recognizing the changing functions

of the downtown district with respect to its former major performance as a retail center, the quantity of land presently devoted to all commercial uses within downtown, particularly retail enterprise, may of necessity be converted to other uses, including residential.

2. Leadership.

A paramount factor in approaching solutions to the deteriorated conditions--social, economic and physical--within downtown districts is the need for vigorous leadership, by private and public sectors, with the imagination and drive to innovate improvement programs, generate citizen support for objectives, prepare and conduct programs of communication to citizens within the community via all media of public information. Emphasis is directed to the demand for leadership in both the business community and government officialdom, and evidence of progressive urban leadership in Orange County has thus far been deficient.

An example of the required aggressive initiative and cooperation between local business community leadership and city government is the rehabilitation of the central business core in Pomona. With sound business judgment, leadership in the downtown area employed a managing director responsible for a continuing coordination and guidance of the development program, considering the problems of land owners concerned, evaluating the timing for improvement, and collaborating with city officials.

It should be noted that successful fulfillment of the Pomona downtown rehabilitation program was only possible through the full cooperation afforded to the business community by local government authorities. The absence of complete collaboration between public and private sectors of the community was illustrated in a major Orange County city, Santa Ana. A group of ~~businessmen~~ property owners planned, and obtained financial support at a relatively

modest level, for a proposed parking district in downtown. ~~In the final analysis,~~ However, the venture failed to obtain the essential cooperation from local government. Anaheim, another major city within the county, which has actively promoted progressive revenue producing facilities, demonstrated initiative on the part of local government with an economic analysis and proposal for physical rehabilitation and renewal of the ~~central business~~ center city area. In that case, beyond preliminary discussions, the business community has been somewhat apathetic toward efforts by local officials and inaction continues.

Innovation of measures to improve downtown areas can be expected only through the cooperation of both public and private leadership. ~~from local leadership, public and private.~~

3. Vehicular circulation.

Provision of direct access to the central business district from freeway systems and circulation for vehicular traffic within downtown districts are essential steps toward rehabilitation. Planning and development of adequate parking space is a corollary step.

~~Attention is directed to the state legislation of 1943 for the estab~~ The Vehicle Parking District Law of 1943, California Streets and Highways Code, provides for the establishment of parking districts.[1] This instrument was effectively employed in Pomona, thus attacking, at the outset, a principal deficiency of the downtown area. ~~Attention is also directed to~~ Pomona also utilized the 1965 Mall Act (Assembly Bill No. 103) which provides for participation of all merchants for benefits according to the ability of each.[2] These legal instruments ~~have been~~ were created to implement assumption of financial responsibility by downtown business leadership for the creation of parking districts and collaborative merchandising programs.

4. Allocation of tax revenue.

A study by the National Downtown Association[3] revealed the allocation and distribution of funds collected by city government for capital improvements

in cities ranging from 100,000 to 500,000 population. The average revenue represented from thirty-three to thirty-five percent of the total collected property tax, sales tax, license tax, etc. Of the total revenue, seventeen to nineteen percent was returned to the central core areas for police protection, fire protection, street work, cleaning, lighting, etc. In 1963, the city of Santa Ana collected thirty-two percent of its total revenue from the central core area, but returned only about nine percent in services to this same area.[4]

The Santa Ana example suggests an apparent disproportionate allocation of public funds for public improvements and services between outlying areas and the central district. The essential consideration, however, is the formulation of Capital Improvement programs designed with specific reference to improvements which are integrated with, and enhance the basic assets of, a comprehensive program for rehabilitation of the downtown areas. Experience of other cities underscores the caution against "half-way" or "piecemeal" measures in both public and private investments directed to urban rehabilitation.

5. Building codes.

Neglect of maintenance of physical improvements in downtown areas is only one factor leading to physical deterioration. A second, but no less major factor, is the inclination on the part of local authorities to minimize enforcement of local building codes and regulations on existing structures, thus inhibiting inducement for new improvements in downtown areas.

6. Residential.

A difficult problem within the area peripheral to downtown in most communities is the occupancy of old dwellings, both individual houses and apartment buildings by families of low income. Residents of long standing,

and newcomers among the elderly, hope to find the general area of downtown convenient for their needs. This group, generally among the lesser income levels, is induced to settle or remain in contiguous residential districts. The County is entering upon a period of change with regard to the population racial mix. Minorities generally, and Negroes in particular, are increasing at a higher percentage rate than Caucasians. Thus far, this minority has had a propensity to gravitate to the periphery of downtown areas. Therefore, without aggressive business and public policies, only marginal or even sub-marginal commercial trade and service facilities can be supported.

Renewal of downtown areas demands a full-scale reassessment of the peripheral residential environment in relation to employment and public services for transportation, education and recreation, as well as commercial facilities developed for the urban core.

7. Private Initiative and Responsibility.

Some forty percent of the land area of a city (streets, parks, schools, etc.) falls within the jurisdiction of, and is ~~financed by~~ maintained by, public authorities. Sixty percent is within the domain of private enterprise, including the downtown area. The building, maintenance, and rehabilitation of urban communities, including downtown areas, through normal channels of private enterprise ~~is the understandable~~ should be its goal. Every community effort should be directed to attain that objective. Aggressive initiative and cooperation between the local business community and city government were joined to rehabilitate the central business core of Pomona. Initiating action through the 1943 state legislation, parking districts were established, and an inviting environment for pedestrian shoppers was created by a core mall. Financial responsibility was assumed by the downtown business group.

Recognition of the
^ general benefits to the Pomona business community, ~~among others,~~ was represented by acceptance of a promotional tax equivalent to two-and-one-half times the business license fee. The Pomona Central Business District Corporation receives half the revenue derived therefrom. This fund is directed to advertising the diversity of trade and services available in the core and to the sponsorship of various cultural activities within the central district. Benefits to the Pomona community are ~~evidence~~ demonstrated by the fact that within five years after renewal, retail sales had increased thirty percent. The coordinated planning of the downtown business section along the Mall, the newly developed civic center, and a major transportation center for ~~both~~ bus and helicopter service, have accrued benefits of some thirty-one percent increase in land values in five years.[5]

8. Public Assistance.

In the absence of vigorous initiative on the part of the local business community to build and maintain downtown areas, each city is confronted with a simple but grim choice. Downtown districts can continue their downward course--physical deterioration, loss of retail and other revenues, increasing social unrest, and sheer waste of urban resources--until such time that lowering property values lend themselves to improvement for other uses than commercial districts now perform. The alternate choice to the continued dissolution of the urban core, thus far eschewed by leadership of Orange County, requires a program of renewal initiated and sponsored by local government authorities.

For some cities it may be already too late to recover the functions of downtown as a commercial center. For others, however, it is necessary to act before their downtown core has lost its vital posture in the total community. For this reason an economic analysis in each community is essential.

The tools, the instruments for urban renewal, have been created by state legislation---the Community Redevelopment Act---and the Housing and Urban Development agency of the federal government. It is essential that each community inform itself, at both private and public levels, of these tools. There is remarkably little understanding of legislation pertaining to urban renewal. ~~The fact is that most tools are currently available at state and federal levels to implement local programs of urban renewal and rehabilitation, under local jurisdiction and control, to the extent each community may seek to employ them.~~

Effective implementation of the legislation is not feasible without local leadership and enthusiasm for the renewal of downtown areas. Initiative will not, should not, nor cannot, be instituted by state or federal authorities. The initiative must emanate from the community concerned---the local government and business leadership. The tools are nevertheless available and should be studied carefully by each city.

Financial assistance from the federal government for purposes of urban renewal has not been favorably considered by any local community in Orange County thus far. It may be necessary to reassess this position in the interest of implementing improvements before the situation within downtown areas has reached a critical level.

The program requires establishment of a local redevelopment agency appointed by the City Council under the terms of state legislation, the agency powers being vested in either independent local bodies or within the City Council itself. The agency is responsible for the formulation of all plans for urban renewal, all actions pertaining to implementation, and all services required, from economic studies and land use plans, through policies with reference to land acquisition by way of direct purchase or the exercise of eminent domain, as may be necessary.

The federal government provides technical assistance to the extent it may be desired by the local redevelopment agency. It provides financial assistance,

to the extent of 100% of the cost, for "survey and planning" grants, including economic feasibility and exploratory planning studies. And it provides financial assistance to the extent of approximately two-thirds of the cost of renewal.

The latter cost relates to a basic problem with which communities will be faced in urban renewal of downtown: a cost which exceeds the actual revenues for redevelopment by private enterprise, the liquidation of excess costs which local communities have thus far been unable to support. For example, housing near the proposed rehabilitated downtown area in Anaheim, even at densities ranging from thirty-five to fifty dwelling units per acre, would entail, without public assistance, rentals above $200/apartment, which do not meet the anticipated housing market within the central city core. Provisions within both federal and state legislation pertaining to urban renewal offer a measure of flexibility for local communities which should permit each city to approach its own situation, and solve it in its own way.

START NEW PAGE HERE WHEN PRINTED → LONG RANGE CONSIDERATIONS

The foregoing represent approaches to downtown conditions currently available to public and private interests within each community. Recognizing certain limitations inherent to them, however, and without implying unanimous endorsement, the study team examined possible alternatives. Although they may not square with some current political precepts, the Study Team deems them worthy of consideration.

1. The Regional Concept.

Most problems confronting cities today transcend the political boundaries of each. Evidence is present in over one hundred and ~~seventy~~ ninety independent units of government within the county, each comprising a district with its own taxing privileges. The several problems cross geographical and political lines ~~inherent to~~ of individual incorporated cities. The complex competitive forces at work between cities within the county was a repeated source of concern

to the study group, and the regional implications were constantly present.

The primary confrontation must recognize the nature of competition which exists, not only between downtown, local "strip" commercial uses, and new shopping centers within a city, but the inherent inter-city competition involving commercial centers in each of the several political units within Orange County.

Recognizing the complex predicament of local downtown areas in Orange County, the study team therefore extended its consideration to regional dimensions. It can be appropriately claimed that Orange County is a component part of a larger Southern California region, but it is nonetheless a unit of government comprising a large number of cities and unincorporated property, and lends itself, therefore, to a regional examination of urban problems created by competition for commercial tax revenues.

2. An Economic Base Study.

Given active and enthusiastic leadership, an essential first step is a comprehensive regional (or countywide) economic base study. As business enterprise conducts an inventory as a basis for its predictions, so the study would embrace the projected population growth in Orange County, the quantities of land required for residential, commercial, industrial uses, recreation and education. It would further examine the probable or possible absorption rates for land in point of time, and the probable value of land which would render appropriate development economic/ally feasible in the normal course of effective private development. The economic base study would provide local government planning and legislative authorities and business leaders with the substance for decisions with reference to the future land use requirements within downtown and contiguous areas.

3. Regional Commercial Zones.

Each of the twenty-five cities in Orange County competes for commercial development with the obvious desire to capture the maximum revenue in sales and property taxes. Such competition is largely responsible for the complex disarray of commercial development which prevails in each city and throughout the county. Local governing authorities have been reluctant to accept the fact that viability of the central core has been threatened by the continuing expansion of commercial zoning on a city-wide basis.

A suggestion presented to the study group provided for the creation of zoning districts within the county, the boundaries of which would coincide with extensive market areas, including the diverse functions presently performed by downtown areas. Each regional district would have the power to create commercial zones within the district. A further provision would relate to the distribution of sales tax to these districts. Each district would receive all sales tax collected by the state within the boundaries of the district which now are returned to individual cities. The sales tax would thereby be allocated by the district to each city in proportion to its population.

Further study of this procedure is worthy, since it might offer a means to obviate indiscriminate commercial zones established by individual cities, and the unwarranted competition which creates a deteriorating impact upon healthy business activity in the urban core. The principle of the proposed districts may, in effect, be equated with the unified school district system. ~~which transgresses specific political boundaries of each city to serve, in more rational fashion, the educational requirements within the county.~~

4. A Land Tax.

Current policies pertaining to taxation on real property have become the source of deep concern not only to property owners but also to authorities on taxation. The proposition that the burden upon the central core areas may be relieved by progressively lower tax assessments on improvements and land is subject to serious question, anticipating that lower tax assessments may be only a further inducement to inaction on the part of property owners to improve the district. Moreover, increasing the tax on new improvements in the conventional ad valorem system drives investment to areas of lesser land values and further contributes to the dissolution of central areas.

The theory of a tax on land rather than improvements, therefore, is worthy of serious consideration. The value of most real estate in older areas of our cities is basically the value of the land. If the cost of holding land is high, owners may find it desirable, and even necessary, to maintain a high level of productivity on the land. A tax on land itself would render unprofitable a building of low productivity, and, contrary-wise, profitable to build and maintain a modern highly productive improvement. Maintaining modern improvements would require fewer governmental services than their obsolete counterparts, which offer progressively less revenue to the city in taxation.

The burden for taxation assessment procedures rests with the county or, in other words, the region to which reference has been previously made. Implementation of the land tax theory would require the careful preparation of a land value map by county authorities as a basis for assessments in proportion to appropriate land uses, according to a comprehensive land use plan.

5. Disposition of Property in Urban Renewal.

The exercise of eminent domain is a vital tool to serve a public purpose, although there has been ~~understandable~~ resistance to its employment for urban renewal. ~~Resistance stems from several sources, one of which is the appropriateness, not the right, of the local government under state legislation to exercise the power of eminent domain, since the courts have upheld that right.~~

~~The question of~~ The exercise of eminent domain appropriateness relates to whether the public agency should, through the use of this power, ~~power of eminent domain~~, acquire property from owners, then liquidate, or subsidize, the difference in the cost of acquisition of property and the price which may be obtained for redevelopment by sale to financial interests capable of carrying forth a large scale redevelopment project. The law, both state and federal, provides that property obtained by the agency may be sold, which, thus far, has been the practice. Or it may be leased to private redevelopers. The latter course, some in the study group believe, should be seriously considered as an alternative to sale, to avoid, in part, the prospect that conditions--economic, physical and social--which warrant the power of eminent domain for their correction, may not present a recurring necessity of exercise of that public power.

6. Planning and Zoning Policy.

Modern retail shopping centers incorporate the essential convenient and adequate parking for automobiles, the allocation of attractive space (the "Mall") reserved to the pedestrian shopper, and the consolidation of compatible commercial and service facilities. These features offer direct contrast and competition with "downtown" areas.

Competition with downtown retail enterprise has been further complicated by the conventional practice of "strip" zoning along major traffic streets. An illustration of the total impact upon downtown is the record of retail sales, excluding service stations, hotels, publishing and rentals, in Santa Ana:

	1960 In Millions	%	1963 In Millions	%
X Central Business District	62.7	30.0	52.5	20.0
X Fashion Square and Metcalf Plaza	25.2	12.0	30.4	11.0
X Honer Plaza	11.2	5.7	24.0	8.9
X South Main Areas	16.1	7.7	19.7	7.4
X South Bristol Area	6.4	3.1	15.0	5.6
X Commercial "Strips"	86.3	41.5	126.0	47.1
Total City	207.9	100.0	267.6	100.0

(center and condense table in final draft)

With severe drains upon the market for retail business in downtown, revenue from traditional sources of property and sales taxation has been decreased. Conventional "strip" commercial zones along major traffic arteries render retail enterprise inconvenient for the pedestrian shopper. ~~Through~~ streets become inefficient as traffic arteries, due to curb parking and the necessary frequent ingress and egress to adjacent commercial facilities. An alternative to outlying "strip" zoning is the cluster of Neighborhood Shopping Centers proposed by the Urban Land Institute.

As in downtown areas, the mediocre appearance of commercial development on "strip" zones along major traffic arteries naturally arouses the repugnance of sensitive citizens. With appropriate "cluster" development for neighborhood shopping, by contrast with the monotonous variety of "strip" development, the variety of facilities, including franchise businesses, now stretched along "strip" zones, could be more satisfactorily accommodated. In many areas the convention of "strip" zoning has become so well established it may be too late to implement an effective policy for cluster neighborhood facilities with adequate automobile parking, pedestrian areas, and landscaping, but the planning policy should be implemented in newly developed areas within the county. ~~A~~ Orderly commercial zoning and development could be planned to complement regional downtown areas.

* Cities could place more emphasis on discouraging strip commercial activity by upgrading development standards, so that conversion of residential buildings into substandard commercial structures is not readily accomplished.

CONCLUSION

In summary, the traditional role of our downtown areas as vital commercial and cultural centers, is in process of major change. Automobile and vehicular service circulation in traffic ridden street patterns, designed for horse drawn carriages and low intensity land use, and the absence of adequate parking, are obstacles to functional movement of people and goods. Distribution of the population explosion over vast areas of outlying space once devoted to citrus, agricultural, and ranching enterprise of the county, and decentralization of shopping and industrial facilities, have drained the major retail market from the urban cores.

Civic pride, once enjoyed by the community, has been largely dissipated. ~~by enterprise served privately through successful financial engagements.~~ Leadership in the business community of downtown areas has been, thus far, inadequate to recover the vitality which once distinguished the central core

Community welfare has been subjugated to preservation of remnant interests in downtown, by absentee owners indifferent to improvement, complicated financial interestsin multiple property ownership, and retention of property as tax shelters. The rate of income to the public from downtown property and sales taxes is sacrificed to indiscriminate extension of commercial retail and service along traffic arteries and new shopping centers.

Downtown may survive through its traditional diversity of functions. But with increasing competition from outlying commercial developments within each city and between several cities, enterprises will progressively lower to marginal economic levels in downtown districts. Housing

about the periphery of the urban core, deteriorating with age and neglect of maintenance, will progressively attract lower economic levels of the population among elderly and minority groups. The prospects are not promising.

While pointing to some of the ills which plague the urban core of our cities, this report ~~attempts~~ suggests some measures worthy of consideration by responsible urban leadership. Recovery from the waste of our resources, represented by downtown areas, may be expected only in the degree to which the challenges are accepted by private and public leadership together.

In conclusion, the Study Team recommends:

1. That each community undertake comprehensive economic and planning studies to determine the future role of its Downtown Area as a center for trade, commerce, government, recreation and residence.

2. That essential changes be planned and executed for such improvements as:

   (a) Ingress to and from ~~freeway systems~~ freeways and other major traveled streets.

   (b) An adequate circulation system for vehicles.

   (c) Adequate parking for passenger and service vehicles.

   (d) ~~Mass transit system.~~ Mass transit as a component of an areawide balanced transportation system.

   (e) Space for pedestrian circulation in accordance with contemporary standards exemplified in modern shopping centers.

3. That planning studies for commercial development be integrated with requirements for residential development contiguous thereto, including community services for education and recreation as well as trade.

4. That local government modernize and enforce building codes to maintain the physical condition of improvements.

5. That local governments design their Capital Improvement programs to enhance the functions of Downtown Areas consistent with their economic potentials.

6. That each community explore available sources of technical and financial assistance through State and Federal agencies for redevelopment and rehabilitation, including availability of full financial assistance for economic and planning studies.

7. That business and government leaders take under advisement the regional dimensions and modifications of tax policies suggested heretofore, which may require changes in legislative procedures and obviate recurring measures to maintain the economic and physical environment.

Economic and physical conditions in Downtown Areas of Orange County are symptoms of maladjustment and neglect common to most urban areas. They require immediate attention by local business and government leadership. The symptoms cannot be further ignored.

NOTES

[1]Article by Victor Gruen, Southern Furniture News, April 10, 1961, National Retail Furniture Association, Chicago.

~~State of California Motor Vehicle Parking Act of 1943.~~

[2]Assembly Bill No. 103, Part 5. Parking and Business Improvement Area Law of 1965, State of California.

[3]Survey by "Downtown Idea Exchange", N.Y.C., August, 1961.

[4]General Plan Program for Santa Ana, Technical Work Book #5, August, 1965.

[5]Earl Kieselhorst, Executive Secretary, Pomona Central Business District, Inc.

[6]Gaffney, Mason, Containment Policies for Urban Sprawl, University of Kansas Publication, Series 27, Lawrence, Kansas.

Gaffney, Mason, Property Taxes and the Frequency of Urban Renewal, National Tax Association, Harrisburg, Pennsylvania.

[7]Community Builders Handbook, Executive Edition, 1960, Urban Land Institute, Washington D.C.

Congressmen Come to Aid of Rich Blonde

BY PHILIP WARDEN
[Chicago Tribune Press Service]

Washington, Feb. 21—A blonde millionaire from the high society of Virginia found House tax law writers ready to mount white chargers and battle for her rights today.

Chairman Wilbur D. Mills [D., Ark.] of the House ways and means committee and several of its members barked angrily at the hard-shelled lawyer the blonde accuses of mismanaging her investments.

"You're missing the golden nugget here," said Rep. Sam Gibbons [D., Fla.] to the woman and the man. "If you sell the radio and TV rights to this, you all will come out fine, and the treasury department will do all right, too."

Faults in Handling

A melodramatic committee session began when Mrs. Joan Irvine Smith of Middleburg, Va., accused N. Loyall McLaren, president of the James Irvine Foundation, of faults in handling foundation funds. The committee is considering proposals to tax the earnings of tax-exempt foundations, such as the Irvine.

Middleburg is the mountain village where the John F. Kennedys erected a week-end estate, and the community from which a Kentucky Derby winner and other great race and riding horses have come.

By her own estimates, Mrs. Smith's stock in the foundation is worth 45 million dollars. She contends that land the foundation owns in the Los Angeles metropolitan area is worth a billion dollars and that her 80 shares of stock in Irvine company which is controled by the foundation are worth a million dollars a share.

Grandfather Found Dead

Mrs. Smith in a lengthy and involved statement told of her grandfather being found dead on a fishing trip in a mountain stream by two men who later benefited from his wealth.



[AP Wirephoto]

Joan Irvine Smith, outside House Ways and Means committee hearing room.

She said her uncle, who succeeded her grandfather as president of the Irvine company, was found dead in the basement of his home after being shot twice in the abdomen with a 16-gauge shotgun, and once in the head with a .22 revolver.

"His death was officially attributed to suicide," she said.

McLaren Tells His Side

When McLaren told his side of the story and his constant defense against harassment and legal actions by Mrs. Smith, he did not find the committee very sympathetic.

Mills wanted to know how he could wear two hats, one as head of the Irvine company and the other as head of the Irvine Foundation. Other members of the committee echoed Mills' statements.

DR. JANSON, 96, DIES; WORKED HERE 64 YEARS

Practiced on N. Side; Retired Last Year

Funeral arrangements were being made yesterday for Dr. Sara Janson, 96, a physician who practiced in Chicago for 64 years before retiring last year.

Dr. Janson died Thursday night in a convalescent home at 2732 Hampden ct. During her final years as a practicing physician, the spry, little woman saw patients in her home at 2544 Kimball av.

Dr. Janson, who was one of the first woman doctors to be graduated from Rush Medical college, often gave her patients spiritual advice as well as medical attention.

She had a dream of living to be 120 years old and during a speech in 1965 she talked about the three most worthwhile things in life:

"The first is a physique that will give you 120 years. You have to eat the right foods, live the right way, get plenty of exercise and plenty of sleep.

"Then you must graduate from college. A college degree is your entree to the world's best.

"And you mustn't neglect the spiritual concept of life."

At 18, Dr. Janson was graduated from the University of Minnesota, one of the school's first woman graduates. The same year she taught mathematics and was principal of the Little Falls, Minn., high school.

She also had an adventurous spirit which took her on summer trips inside the Arctic circle on eight occasions. She loved to hunt, fish, and collect rocks and fossils and for more than 50 years was consulting

OBITUARIES

Mrs. Mollie Gorney

Services for Mrs. Mollie Gorney, 75, of 543 Addison st., will be held at 1 p. m. Monday in the chapel at 5206 N. Broadway. Mrs. Gorney died Thursday in Weiss Memorial hospital. She was the widow of Adolph Gorney, plant manager of the Mutual Paper Box company, 1215 W. Washington st., who died in 1968. She and her husband were the founders of the Herbert A. Gorney Cancer Research Foundation, in memory of their son who died in 1949. Surviving are a sister, a brother, and a granddaughter.

Charles W. Svendsen

Private services for Charles W. Svendsen, 79, a former Chicagoan, were held yesterday in Pompano Beach, Fla. Mr. Svendsen, a resident of Pompano Beach the last 14 years, died Wednesday in a Miami hospital. While living in Chicago he was a manufacturer of insecticides. Surviving are his widow, Eleanor; two sons, Robert W. of Hinsdale, and John R. of Glen Ellyn; one daughter, Mrs. Alice Smith, of Pompano Beach; one brother; and 10 grandchildren.

Albert Tash

Services for Albert Tash, 34, of 239 Ashley rd., Hoffman Estates, service engineer for Automatic Retailers Association, Inc., will be held at 1 p. m. Monday in Shalom Memorial park cemetery, Rand and Wilke roads, Palatine. Mr. Tash died Thursday in University hospital, Madison, Wis. Surviving are his widow, Estelle; two sons, Mark and Jeffrey; his mother, Fanny, and two sisters.

Mrs. Mary Benedek

Services for Mrs. Mary Benedek, 90, of 2300 N. Mason av., will be held at 2 p. m. Monday in Bethel Evangelical Lutheran church, Hirsch street and Springfield avenue. M

(Volume effects vs. distance effects)

Cont. Pol. urban sprawl.

I. Why contain?

Not for agric.

Res. of Ag rets. to city -- if it remains an organic unity; & if get higher density,

Urban Potential

a. Distribn.

$A = \pi r^2$

$C = 2\pi r$

$A = \frac{C}{2} r = \frac{c}{2} \cdot \frac{c}{2\pi} = \frac{C^2}{4\pi}$

$\frac{dA}{dC} = \frac{C}{2\pi} = r.$

Being cont. w/o limit. Volume effect, not a distance effect.

If add distance:

add length
Widen base
Δ pressure
strengthen joints
Lower load factors.

b. Urban Potential. Ag returns in urban growth.

II. How Contain

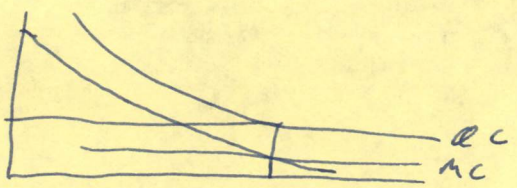
A. Negative

1. Kinds of policies
2. Distributionally bad, & allocationally
3. Doesn't work

B. Neutral.

— Zonal pricing.

I wish it were so simple as fixed costs in center, variable at outside.



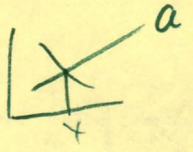
A sharp cut off point for city service. A blue line.

– Untax vertical xptn, remove inter-modal bias

III. Tax land.

Better than neutral. Credit rationing effect

offset int. tax biases.

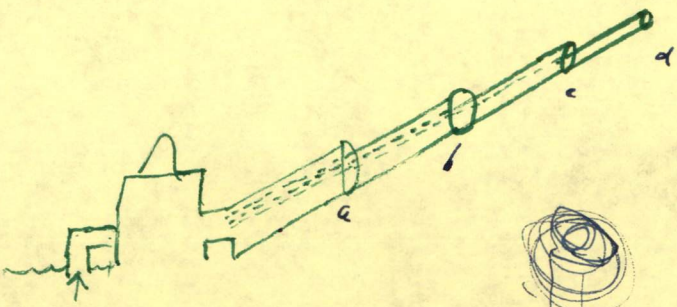


Is X optimal?

$A = \pi r^2$; $\frac{dA}{dr} = 2\pi r = C$

$C = 2\pi r$; $\frac{dC}{dr} = 2\pi$

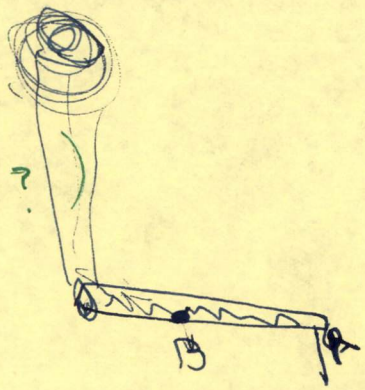
$\left\{ \frac{dA}{dC} = \frac{2\pi r}{2\pi} = r \right\}$

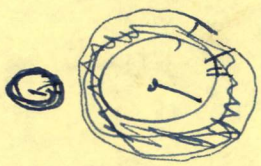


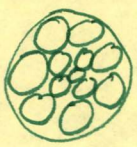
$\left\{ A = \frac{C}{2} r = \frac{1}{2} \cdot C \cdot \frac{C}{2\pi} = \frac{C^2}{4\pi} \right.$

$\left. \frac{dA}{dC} = \frac{2C}{4\pi} = \frac{C}{2\pi} = r \right\}$

(What if $r \leq 1$?)







How do the % changes of A & C compare?

$\log A = 2 \log \frac{C}{4\pi}$

$\log A = 2 \log \pi r$

$\frac{d \log A}{dr} = \frac{dA}{dr} \frac{1}{A} = \frac{2\pi r}{A} = \frac{C}{A}$ So?

$r = 1$ foot $\quad C = 2\pi$ ft

$A = 1\pi$ ft^2

$r = 12$ in $\quad C = 24\pi$ in

$A = 144\pi$ in^2



$A = Cr/2$

Preliminary Notes
(Used for NCAP talk)

1. Can do more w. assessment than have.
2. Cap. value basis taxes Δs, too.
2. 3. Doesn't reduce tax base
4. Δs g ability to buy land at fringe.
5. Approaches.
   a. Freeze
   b. WB plan
   c. Renewal district (or option to each individual landowner). Those who convert first get the customers. It is like letting anyone who wants it have high density zoning.
   d. Change def. of l.v. by assessor. ⅓ of high-rise is expts.
6. Lets city grow upwards as needed. Now, tax vertical expts. lacks of symmetry.
7. Taxes: cost to individ., not society. Indiv. max's after tax rent, but best for society is max gross-of-tax rent.
   Any tax that depends on use biases vs. the use

Rough spot. Does total pressure to intensify Δ? Yes, bec of no tax on bldg. But that lets city expand.

5, d. If assessor Δs % that is l.v., also prevents use tax dodge of redepreciating.

8. Localities act, & anti-l.v.t people argue, as tho Δ cost of Δ education of in migrant child is net social cost. But it is a transfer.
(But then, so are external economies.)

9. Each city needs to compete to remove welfare problems by replacing old bldgs. w. new. Net result is better housing for the poor.

Is fallacy of composition to argue that each is dumping problem on others. Are eliminating problem — if replace old housing w. new. What really does dump problem on others is sterilizing land by large-lot zoning, by chronic lag of renewal behind clearing, etc.

2. 10. ¶ If Δ supply of bldgs. lowers L.V., is no calamity, bec. now have a tax base from which can take as much as you want w/o damage.

But I doubt if it will.

a. Immigration

b. Externalities, linkages, urban premise.

c. Remove excess burden

d. The bldg. tax artificially restricts supply of bldgs. not of land. By Δ bldg. supply in city, Δ demand for land.

11. Assessment problems? Any tax system has them.

12. Solve distrib. equity problems

a. Tap central rents w/o creating inefficiencies

b. Recapture windfalls from p.w.

c. Compensate losers from neg. public influences.

13. Redistrib. has little to do w. what is now on land, but what could be there.

14. Tax stream on future bldgs. often worth more than site.

15. Neighborhood effects of new bldgs.

16. The best renewal goes on year by year & piece by piece.

17. Bldg tax is shifted fwd. to tenants in higher rents. But tenants leave town, so it is shifted downward to landowners in lower l.v.

Essentially what bldg. tax does is keep out urgent uses that yield little rent — on theory they have external costs > external economies. There is essential issue — do they? Needs study.

18. Israel has recently shown us the superiority of helping yourself rather than waiting for big brother.

19. What city needs to attract capl. is better public services w/o bad tax burden. LVT offers that.

Begin w. assumption that every city needs renewal, & that means new capl. & better public services. These two have been regarded as at odds, but they're compatible. Now city needs it fewer to raise taxes.

U. C. Irvine, topics.

Urban sprawl, costs.

Floating Value, diffused hi value, creation of excess capacity. Irvines seem to saturate mkt. now. But holding backs now creates more excess capac. for later.

Write Sandy Platz (Platts?) for ideas.

Favored tax treatment of cap. gains to land. And if you use land yourself, or lease it, never pay tax. But you end up w. an asset of value that will yield inc. This future inc. is taxable, but then, so would it have been if you had paid tax on the cap. gain.

Statements by Joan Irvine — write S. F. for them. Ask June to track down.

Conservation vs. ghettos

Problem of water supply planning, under sprawl.

Market not ready yet? Then why are they bldg. so. of Irvine? Why did Irvine ask State to invest millions in U.C.I., and F.R.?

Air pollu. Won't escape by low density, Δ driving. Might escape by county-wide exclusive ag. zoning — but few wd. benefit bec. few wd. live there, and l.v. wd. be low, too.

Cont. pol. for urban sprawl. Hard to advise Orange City, bec. it results from L.A. sprawl. But if I were planner, I wd. advise not depending on that, too unstable. Develop own center, focus on that.

There, apply positive containment.

Cite Glenn Dumke, Boom of Eighties, it can happen here. Villain is not too much pvt. improvement, but public devmt, infra-structure.

Los Angeles Times
Orange County
SECTION K
SUNDAY, JULY 21, 1968

Solutions Offered to Reverse Downtown Decay

BY HELEN JOHNSON
Times Staff Writer

IRVINE—A property tax on land only and not on buildings would reverse downtown decay, an economist predicted Saturday at UC Irvine as he addressed a conference called to consider remedies for downtown problems in Orange County.

A land tax encourages demolition of old buildings and the salvage of land for immediate renewal, asserted Dr. M. Mason Gaffney, professor of economics at the University of Wisconsin and authority on land economics.

Other proposals made at the all-day conclave included development of improvement programs based on thorough economic studies and the use of federal funds for financing analysis of needs and potentials and, if desired, for projects themselves.

More than 250 County business and civic leaders attended at the conference, sponsored by UC Extension.

Basis for conference was a 20-page report summarizing conclusions of a UCI-Project 21 study team which has delved into problems and possible solutions for Orange County downtown areas.

The study team's report emphasized the need for cooperation by business and local government in developing solutions to the decay in downtowns. The group proposed consideration of the land-tax concept advocated by Dr. Gaffney and also suggested the creation of regional zoning districts which would operate for the commercial well-being of the entire district.

Before Saturday's conference was over, the question of whether the downtowns are worth saving was raised.

"Are we trying to rejuvenate a dead horse?" asked Allan G. Orsborn, director of the Development Services Department of Anaheim and member of an afternoon panel.

"If things are happening or there's no potential for things to take place, it's quite obvious there's no reason for a downtown," replied John W. McMahan, director of Development Research Associates of Los Angeles, whose firm specializes in making community economic studies and developing downtown improvement programs.

McMahan, who had been one of the main speakers in the morning session, said, "First, you've got to have either an existing or a potential need and the desire for a downtown or there's no reason for a program.

"If there's no need for a downtown, then you have to decide how to phase it out and what public

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In his formal talk McMahan called the question of zoning one of Orange County's "major hangups." He said the question has to be resolved for the well being of a community.

In recommending the use of economic studies for the development of a downtown improvement program, McMahan called urban renewal "the cobalt treatment" for downtowns, to be used only when death threatens.

In response, Arthur Gallion, study team leader and former USC dean of architecture, said he feels several communities in Orange County could use a "good dose of cobalt."

"The study team did not recommend urban renewal through federal assistance," Gallion noted. "But every community should know what tools are available and then select wisely."

Federal Aid

Varying degrees in which federal funds may be used to aid downtowns were described by Walter T. Slattery, area coordinator of the Renewal Assistance Office of the U.S. Department of Housing and Urban Development.

Slattery said his office's function is not to urge the use of federal funds but to inform cities and other agencies of what help Congress has made available. He reported new housing legislation will make funds available on a year-to-year basis for projects on which cities already have done the planning so the current time lag caused by planning and analysis process can be overcome.

The federal program most acceptable in the Orange County area, he said, is the Community Renewal Plan which he prefers to call Community Analysis Plan to avoid arousing the fear of urban renewal. Funds are made available for analyzing where "pockets of life" are and what treatment is best but there is no obligation for a city to go ahead with any project.

"Once a community sees what's the obvious solution," Slattery said, "it generally goes forward with some or all of the treatment."

No One Tool

McMahan, in discussing the development of an improvement program tailored to a community, said, "There is no one tool. The basic problem is to select the best tool or tools or create new tools. Neither a mall nor urban renewal may be the answer in any one town."

He said a program has to be geared to financial resources of a community and must provide an equitable distribution of costs among the merchants, property owners and city.

Lack of "follow through" has been the biggest fault in downtown programs, McMahan said. "Everything's supposed to become rosy but it doesn't happen that way."

Dr. Gaffney, in discussing his tax proposal, said, "Older cities are threatened with a vicious circle. Older buildings consume more public services and yield less taxes. So the city raises its tax rate. The city then becomes less attractive to new investors.

Revenue Means

"New buildings have to carry on their backs older builders which are deficit generators. As the city fails to attract new industry and hold what it has, it loses jobs and welfare costs go up. A cut in services also loses industries. A city needs a way to raise tax revenue without imposing a tax burden."

The two ways "to find Santa Claus," he said, are, first, the use of federal and state help and, second, a change in the character of taxes so it no longer imposes a burden.

The exemption of new buildings from taxes will actually raise the tax base, he said, because it will encourage the replacement of old buildings and lead to neighborhood improvement.

"Old buildings tend to sterilize a community. New buildings create land value," he asserted.

He said marginal improvements usually are not carried out because of the fear taxes will be raised beyond the profit from the improvements.

Agreement that a land-only tax would help rescue the downtowns was voiced by afternoon panelist William H. Geyer, consultant to the Assembly Committee on Agriculture.

But he expressed concern to any extension of that taxing method to rural areas where, he said, it would only accentuate the present encroachment on open spaces by the "leap frogging" of commercial and residential developers.

"Containment of the urban sprawl is important to the revitalization of the downtown," Geyer said.

Another panelist, Ted B. Adsit, planning and development consultant, said he believes the effect of income and inheritance taxes is felt in the downtown as much as the property tax.

Main Enemies

Property owners, he indicated, have to look at those taxes to see what they can afford to do with buildings and land they own.

Panelist Selim H. Franklin, an attorney and president of Costa Mesa Tomorrow, said two main enemies to downtown improvement are beer bars and nearby poor housing.

"Put good housing around any shopping area and you'll save it," he said.

The need for immediate action to save Orange County downtowns was emphasized in the study team's report. In urging business and local government cooperation, the report said:

"Recovery from the waste of our resources, represented by downtown areas, may be expected only in the degree to which the challenges are accepted by private and public leadership together. . . .

"Economic and physical conditions in downtown areas of Orange County are symptoms of maladjustment and neglect common to most urban areas."

The first step in downtown rehabilitation the study recommended is for each community to make economic and planning studies "to determine the future role of its downtown area as a center for trade, commerce, government, recreation and residence."

Improvements proposed include good traffic connections with freeways and other major arteries, adequate parking, mass transit and updated pedestrian circulation.

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Improvements proposed include good traffic connections with freeways and other major arteries, adequate parking, mass transit and updated pedestrian circulation.

Summary of Meeting, October 25, 1967

Study Team on Downtown Areas

The initial meeting of the UCI-Project 21 Study Team on The Downtown Areas was held on October 25, 1967. Team members in attendance were:

Mary-Evelyn Bryden	Greel Foshee	Henry Kaufman
Horace Camp	Wyatt Frieson	Larry Little
James Casper	Arthur Gallion	Richard Turner
Francis Cheatham	Ronald Grudzinski	Van Stevens
Samuel Downing	Mark Gumbiner	C. E. White
Michael Fajans	Edward Haworth	Hal Winter

Mr. Lawson, President of Project 21, explained the purpose of Project 21 as an educational organization, devoted to promoting environmental excellence and stimulating thought and action concerning the future of Orange County.

Mr. Gallion initiated the discussion by stating that the objective of the group is to study the effect of population growth and suburban expansion on the established city centers. He suggested three major items of discussion:

1. What may be the anticipated functions of existing urban cores?

2. What measures may be desirable to stem physical and economic deterioration of the central cities?

3. What planning policies should be considered in relation to land use in Orange County and the developed city centers?

The following major points were made in discussion on the first question:

1. We are faced with a problem of decentralization and accompanying obsolescence, deterioration, and waste.

2. There is a need for consideration of alternative land usages, possibly differing greatly from past patterns. The function and purpose of downtown areas will change in the future.

3. There are important roles for both government and private enterprise in solving downtown problems.

4. Downtown retail shopping establishments will suffer from new patterns of regional shopping areas, being unable to compete because of problems of transportation networks and parking.

5. The situation should be analyzed in terms of revenue, existing tax structures (sales tax), tax write offs and absentee ownership.

6. There exist two problem ranges, immediate and future (25-50 years from now).

7. The downtown or core center should be the focal point for community images and identity. There is no need for 25 separate similar downtown centers, but each community has a limited choice of feasible alternatives, such as cultural, financial, business, educational, recreational, etc.

8. Downtowns will become small neighborhood shopping centers and centers of marginal economic activities.

9. Other factors recognized included a) the need for complete understanding of the areas involved, b) that problems often originate outside area of political control, and c) the difficulty of implementation of goals.

Respectfully submitted,

Michael Fajans
Recorder

Summary of Meeting, November 1, 1967

Study Team on Downtown Areas

The second meeting of the UCI-Project 21 Study Team on Downtown Areas was held on November 1, 1967. In attendance were:

Mary-Evelyn Bryden	Wyatt Frieson	Larry Little
Horace Camp	Arthur Gallion	Richard Turner
Francis Cheatham	Ronald Grudzinski	Van Stevens
John Costello	Mark Gumbiner	C. E. White
Samuel Downing	Edward Haworth	Hal Winter
Michael Fajans	Henry Kaufman	

Mr. Gallion turned the meeting over to Mr. Grudzinski, Mr. Stevens and Mr. Winter who presented material on, and led a discussion of, possible functions of downtown. Specific cities dealt with at this session were Anaheim and Santa Ana.

Santa Ana

Since 1950, the downtown area of Santa Ana has consistently been losing its dominance of retail sales in Orange County. (This is in percentage figures; actual sales volume has increased each year.) City monies for capital improvement were going to outlying areas of city, while a significant portion of city revenue came from the central district.

A downtown property owners association came together and called for a plan for the central city and paid the city to do extra work on surveys. The Downtown Association made an economic survey and determined that assessed evaluation ($35,000/acre) was too high considering taxes, revenues, and rents, and then managed to get tax relief for the property owners. This convinced property owners that the Association served their best interests.

A citizens committee was formed to look into city objectives or goals. Identified problems of the city center (C.B.D. and periphery) included: 1) lack of access; 2) parking; 3) deteriorating buildings; 4) obsolete merchandising techniques; 5) lack of promotional activity; 6) owners by inheritance (indifferent to change); 7) obsolete lighting, streets, and sewers.

Since there is generally a 5 to 7 to 1 response of private investment to public investment, action was taken to convince the County to locate the Civic Center complex in central Santa Ana. Downtown businesses plan to attract one-third of their customers from people working downtown, one-third from downtown residents, and one-third from competition if the downtown merchants become really competitive. Therefore the influx of government and financial activities is essential to preserve downtown retail business. Parking districts were formed, but voted down. The Planning Commission and City Council did not originally want to adopt the city part of the programs because they believed it supported special interest groups. The Downtown Association now has plans for a mall.

The multi-nucleus centers of Santa Ana represent only 53% of retail sales in the city; strip commercial areas represent 47% of sales. While these areas constitute a definite traffic hazard, are often ugly, and include most marginal operations, they are strong competitors to nucleated development largely because of the success of franchise operations in the strip commercial areas.

Conclusion: The Downtown Santa Ana Association wants to increase the value of property, not necessarily the current leases. The goal of the area seems to be adoption of the role of a financial and professional center that will stimulate private redevelopment in the surrounding area.

Anaheim

The center city area of Anaheim is faced with problems similar to those of Santa Ana. As the percentage of city retail sales of this area decreases, the structures are becoming obsolete and deteriorated.

The Anaheim City Council, the Redevelopment Agency of the city, appointed an Urban Renewal Advisory Committee to make a physical inventory of Anaheim to determine whether renewal was necessary. The conclusion was that redevelopment was necessary. An economic study showed that the retail future of downtown is severely limited unless population is interjected into the area. Greater residential density must be achieved to combat decentralization.

The center city plan envisioned for Anaheim has three major elements 1) renewal of central core (retail); 2) development of a business and professional area; and 3) multi-family high use living areas (densities of 35-50 units/acre). Elements 1) and 2) are dependent on creating prestige locations and living space. A problem arises concerning the benefits and costs involved with the open space in the plan; who derives the benefit of it and who will pay for it?

There is a surprising contrast between the downtown owners of Anaheim and Santa Ana. While the Downtown Santa Ana Association book much of the initiative in Santa Ana,,the merchants and owners of Anaheim have done nothing. Implementation of plans is impossible until businessmen assess their problems and act with the city. Neither the public nor private sectors can take action alone. It was pointed out that 50% of downtown structures in Anaheim are owned by absentee owners.

Conclusion: Anaheim plans call for redevelopment of virtually the entire center city area (central business district and periphery) into a model community with a strong base of retail and professional organizations.

Suggestions for speakers to appear before the team included Earl Kieselhorst (Pomona Central District, Inc.), Jerry Christie, and Andrew Hinshaw.

Respectfully submitted,

Michael Fajans
Recorder

Summary of Meeting, November 8, 1967

Study Team on Downtown Areas

The third session of the UCI-Project 21 Study Team on Downtown Areas was held on November 8, 1967. Members present were:

Horace Camp
James Casper
Francis Cheatham
John Costello
Samuel Downing
Michael Fajans
Greel Foshee
Wyatt Frieson
Arthur Gallion
Ronald Grudzinski
Mark Gumbiner
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Henry Kaufman
Larry Little
Robert Pflimlin
Richard Turner
Van Stevens
C. E. White
Hal Winter

Dr. Kaufman and Mr. Gumbiner presented material on, and led a discussion of, downtown problems of Huntington Beach and Laguna Beach.

Huntington Beach

This town, with a population of 11,000 in 1960, through annexation and population growths, has become a city of 94,000persons. There is a deteriorated core of 4 to 5 blocks where the city hall and public library are located. This core includes an area along the Coast Highway which provides the city with its image.

The area of deterioration is owned by roughly 300 different people, 30 to 40% of whom are absentee owners. No merchants or owners association has been formed. H.U.D. did a survey and determined that the city was eligible for federal funds for clearance and rejuvenation, but the city wants to avoid this route. As an example of the difficulties involved in doing it themselves, it was pointed out that the city has spent one year in court trying to get one structure either razed or brought up to code.

The Urban Land Institute made a study of the city in 1965 for the purpose of establishing goals or objectives for the city. They considered problems of transportation, oil fields, city development, etc. Their conclusions were:

1. The downtown area should be rejuvenated. It is an important part of the city whose image is largely made by its frontage on the Coast Highway.

2. Government buildings should be kept downtown and retail trade (community or neighborhood scale only) emphasized. There is no chance of competing with regional shopping centers.

3. The city should focus on the beach as a major drawing power.

4. Mixed land use should be encouraged, such as government retail and high use residental (along the beach) within the core.

The city hopes to encourage implementation of these goals by rebuilding the government sector and attempting to attract new firms or offices in scattered locations throughout the district, thereby stimulating others to sell or renovate.

Conclusion: Huntington Beach has unique problems and situations in that the core is located along the ocean, not in a central part of the city, and a large corporation owns part of the beach as well as a large plot of vacant land adjoining the downtown area. The city must turn the beach into a positive factor rather than the negative one it is now. A desalinization plant costing $450 million and providing fresh water and electricity is to be built off shore from the city and makes a possible small harbor or marina feasible.

Laguna Beach

Laguna, unlike most Orange County cities, has all the characteristics of an American town. The downtown produces most of the revenue and the people want to keep it.

The social system of the town and its effect on implementation of plans was outlined. Lines of communication, lines of non-communication, power structure and special interest groups within the decision making process were identified.

The power structure of concerned citizens was aroused when plans were announced to put the Coast Freeway through the downtown Laguna basin. Three citizens' groups aligned and the city was successful in having the freeway located behind the hills.

Plans are now underway for a highway to skirt the basin to stimulate activity in the area. Included is a system of perimeter parking structures and a plan to turn some downtown streets into malls.

One plan considered was to relocate the Irvine bowl and art school complex downtown to stimulate business since many people attending events in the present location of the complex never go downtown.

Also at the encouragement of all citizen groups, the city has decided to buy part of the beach front in one deteriorated area and attempt to get a major hotel that would amortize the bonds on the beach. So far they have been unsuccessful in this quest.

Conclusion: The emphasis on the arts and the type of population existing in Laguna make it different from other Orange County cities. There is great citizen participation and interest but no real leadership in the government has emerged and decision making is extremely difficult.

There was general discussion on taxing and its role in the deteriorating areas. Three major points were brought up:

1. Downtown areas should not have their assessments lowered as they decline; this encourages further decay and sustains marginal operations.

2. A causal factor of deterioration is the fact that as areas grow, tax monies are put to work in outlying areas, thus neglecting downtown improvements.

3. Our tax structure hinders improvement, i.e., as improvements are made on a property, taxes go up and municipal services (notably fire protection) go down. Deteriorated structures require more services and should therefore pay more taxes.

Respectfully submitted,

Michael Fajans
Recorder

PLEASE FILL OUT TODAY AND TURN IN AT END OF CONFERENCE

University of California Extension, Irvine July 20, 1968

EVALUATION FORM--DOWNTOWN AREAS REPORT

1. What is your reaction to the following recommendations included in the UCI-Project 21 Study Team's report?

   A. A comprehensive economic base study should be initiated for:
      1. each community in Orange County.
      2. the entire Orange County region.

      Approve_____ Disapprove_____ No Opinion_____

      Comments: _____

      _____

   B. Regional zoning districts with authority to create commercial zones within the district and to redistribute sales tax to cities on a per capita basis.

      Approve_____ Disapprove_____ No Opinion_____

      Comments: _____

      _____

   C. Modification of policies on real property taxation to reflect taxing of land rather than improvements.

      Approve:_____ Disapprove_____ No Opinion_____

      Comments: _____

      _____

   D. Use of federal funds for urban renewal by local redevelopment agencies.

      Approve_____ Disapprove_____ No Opinion_____

      Comments: _____

      _____

   E. Consideration of lease instead of sale to private redevelopers of property which has been acquired by a public agency through the exercise of eminent domain.

      Approve_____ Disapprove_____ No Opinion_____

      Comments: _____

      _____

   F. Emphasis on "cluster" neighborhood shopping centers in lieu of conventional "strip" commercial zones along major traffic arteries.

      Approve_____ Disapprove_____ No Opinion_____

      Comments: _____

      _____

2. What is your overall opinion of the report, Downtown Areas in Orange County?

   Excellent_____ Good_____ Fair_____ Poor_____

University of California Extension, Irvine

ROSTER OF PARTICIPANTS

Downtown Areas Conference, July 20, 1968

ALBERT A. ALVES, Grillias-Savage-Alves & Assoc.-Architects
THOMAS J. ASHLEY, Economics Research Associates
V. P. BAKER, V. P. Baker Associates, Balboa Oil Co.
PHIL BANKHARDT, Executive Secretary, La Habra Chamber of Commerce
JAMES BEAM, President, Orange Chamber of Commerce
JOHN J. BENTLEY, FHA; Bd. of Trustees, Huntington Beach Union H.S. District
DR. WILLIAM F. BERGER, Bd. of Trustees, Savannah School District
BEATRICE BERGHOUSE
EMILE H. BERNSTON, Ph.D., Planning Commissioner, City of Garden Grove
ED BESURE
NICHOLAS D. BEVILACQUA, Catholic Human Relations Council, So. Coast Human Rights Comm.
RAY BOEGER, Planning Commissioner, City of Seal Beach
WAYNE G. BOLGER, Placentia Jaycees
ED BONKOSKY, Vivian Engelbrecht Real Estate
BOB BORTHWICK, Planner, City of La Habra
CHARLTON P. BOYD, Councilman, City of Laguna Beach
AL BRANNON, Bd. of Trustees, Saddleback Jr. College District
MERRILL BRAUCHT, McGarvey-Thompson Realty
CRUGER L. BRIGHT, USMC (retired)
WENDELL S. BRIL, Director of Building Safety, City of Santa Ana
MRS. JOHN H. BRYDEN, League of Women Voters; O.C. Transit Com; UCI-Proj. 21 Study Team
JOHN W. BURK, Dept. of Public Works, City of Santa Ana
ROBERT BYRON, City of Anaheim
DON E. CALLAHAN, Diehl, Evans and Company, CPAs
ROBERT CARDOZA, Bechtel Corporation
JAMES C. CASPER, Planner, City of Garden Grove; UCI-Project 21 Study Team
BROOKS CAVANAUGH, Planner, City of Costa Mesa
FRANCIS CHEATHAM, Traffic Engineer, City of Garden Grove; UCI-Project 21 Study Team
MRS. MARTIN CHODOS, League of Women Voters
RALPH B. CLARK, Councilman, City of Anaheim
FERNE L. COHEN
MARTIN J. CREGG
MRS. SALLY CROW, League of Women Voters
THOMAS CROWLEY, Planning Commissioner, City of Seal Beach
RALPH G. CRUM, North American Aviation-Advanced Systems
DAVID W. CURTIS, Chairman, Planning Commission, City of Newport Beach
RICHARD W. DABNEY, Vice-President, Cleary, Hitt & Co., Ltd.
ARTHUR C. DANIELIAN, Danielian & Moon-Architects-Planners
JACK H. DAVIDSON, Engineer
HANK DAVIS, Anaheim Bulletin
JOHN R. DEAN, Councilman, City of Garden Grove
MORRIS M. DESATOFF, M.M. Desatoff, A.I.A., & Associates-Architecture and Planning
DON DeWITT, Director of Planning, City of Fullerton
JAMES W. DILLEY, Laguna Beach Citizens Town Planning Association
SHIRLEY DILLINGHAM, League of Women Voters
A. I. DOANE, Manager, Calif. Dept. of Employment-Santa Ana Office
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RUTH FEIERABEND, Senior Illustrator, Planning Dept., County of Orange
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MRS. LYNN FITZGERALD, League of Women Voters
DAVID K. FLAHERTY, Downtown Santa Ana Association
ROLAND D. FLAHERTY, Downtown Santa Ana Association
DON FLAMM, Southern Calif. Public Relations Mgr., Philco-Ford Corp.
ANTHONY FONTE, Councilman, City of Buena Park
DORORTHY FONTE
REYNOLD W. FORSUM, Director of Landscape Architecture, Rossmoor Corporation
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C. J. GILL, Owner, C. J. Gill Realty
HARRY GILL, Administrator, City of Tustin
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DONALD L. GRAFF, Area Rep., So. Calif., Dept. Housing & Community Development
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MRS. HARVEY GROSS, League of Women Voters
DAREN A. GROTH, Planner, City of Newport Beach
RONALD J. GRUDZINSKI, Head of the Planning Division, Anaheim; UCI-Proj.21 Study Team
MARK GUMBINER, Land Developer; UCI-Project 21 Study Team
LLOYD E. GUMMERE, Councilman, City of Seal Beach
R. E. HADDON, Philco Ford Corp., Aeronutronic Division
VIRGIL R. HENSON, Planner, City of Garden Grove
LAWRENCE V. HERICH, Mgr., Facilities Engineering & Maintenance, Aeronutronics
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WILLIAM L. HOCKENBERRY, Salmi and Hockenberry, Architects and Planners
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ROBERT A. HUKEE, Jennings-Halderman-Hood, Civil Engineers
J. C. HUMPHRIES, J. C. Humphries Jewelers, Costa Mesa
MRS. ROBERT HYNETT, League of Women Voters
LEON HYZEN, Architects-Engineers
HAL JACKSON, Area Vice Pres., Bank of America, Orange Co. Offices
ROBERT JAFFE, Traffic Engineer, City of Newport Beach
CARL J. JENSEN, Teacher, Fountain Valley High School
ROD JIMENEZ, Planning Commissioner, City of Placentia
HARRY C. JOHNSON, JR., V. P. Baker et al
NORMAN C. JOHNSON
MRS. NORMAN C. JOHNSON
DR. LAWRENCE WM. JORDAN JR., Councilman, City of Orange
STEPHEN B. JULIAN, Administrative Asst., City of La Mirada
LEONARD F. KAISER, General Director & Mgr., YMCA of West Orange County
MR. GARY R. KARIKER, City of Cypress
MRS. MARTHA E. KARIKER
HENRY S. KAUFMAN, O.D., Councilman, City of Huntington Beach; UCI-Proj.21 Study Team

MRS. RICHARD KAYWOOD,, League of Women Voters
DON KELLER, Orange County Evening News
ALICE KENNEDY
CHARLES P. KENNEDY, Architect
RICHARD C. KEYSER, Chief Underwriter, Federal Housing Administration
RALPH C. KISER, District Manager, Southern California Edison Company
STAN KOHLENBERGER, Stan Kohlenberger/Architect
LAWRENCE J. KOSS, Planner, University of California, Irvine
TARAS KOZBUR, Director of Planning, City of Buena Park
MRS. ELSIE C. KROESCHE, League of Women Voters
JOHN R. LANE, Director of Planning, City of Brea
FREDERICK M. LANG, Landscape Architect
JAMES H. LANGENHEIM, William L. Pereira & Associates
J. LAMONT LANGWORTHY, Architect; Laguna Beach Citizens Town Planning Assoc.
NORVIN E. LANZ, Planner, City of Anaheim
HOWARD LATHROP, Downtown Merchants Assn.; Orange Chamber of Commerce
JOHN B. LAWSON, Pres., Proj.21; V.P. & Gen'l. Mgr. Aeronutronic Div., Philco-Ford
NEAL LEMONS, Buena Park Chamber of Commerce
BURDETT B. LENT, Director of Land Planning, Rossmoor Corporation
MICHAEL LOEHR, Planner, City of La Habra
RON LOFSTROM, City of Huntington Beach
GEORGE G. LOGAN, City Attorney, City of Stanton
JOHN LOMELI, Marvin Electric
OSCAR W. LOUDERBACK, JR., Louderback & Associates, Architects & Engineers
JOHN G. McDONALD, Bd. of Directors, Costa Mesa Tomorrow, Inc.
MRS. WINNIE McFARLAND, Review Publishing Co.
ROBERT J. MACLEAN, Architect
C. J. MARKS, Director, Project 21; Consultant, O.C. Chamber of Commerce & Farm Bureau
DOREEN MARSHALL, Mayor, City of Newport Beach
CLINE F. MARTIN, Director of Planning, City of Garden Grove
WESLEY MARX, Self-Employed Writer
MISS MARJORIE MATSUSHITA, Recreation Consultant
FANNIE MAUCERI, A.S.P.A., League of Women Voters
ERNEST MAYER, JR., Director of Planning, City of Newport Beach
DR. ROBERT L. MEADOR, President, Yorba Linda,Chamber of Commerce
ROBERT D. MICKELSON, Asst. Director, Development Services Dept., City of Anaheim
CRAIG R. MILLER, Graduate Student, Public Administration, C.S.C., Fullerton
DANIEL G. MILLER, Planner, City of Lakewood
J. M. MILLER, Community Planning Director, J.M. Miller Company
MICHAEL L. MILLER, Planner, City of Garden Grove
E. C. MISSILDINE, Retired Sears Executive
MRS. VICTOR MODIANO, League of Women Voters
THOMAS B. MOON, Danielian & Moon-Architects-Planners
LAWRENCE B. MOORE, Planner, County of Orange
MRS. W. R. MORELAND, League of Women Voters
THOMAS C. MORROW, Planner, City of Corona
ALBERT H. MORTENSON, Orange County Fair Housing Council
MRS. ALBERT H. MORTENSON, League of Women Voters, Orange Co. Fair Housing Council
RICHARD MORTON, Planner, City of Fullerton
JUANITA M. MUIR, Dana Point Chamber of Commerce
LYNN J. MUIR, Chmn., Capistrano Bay Park & Recreation Dist., Pres., Dana Point C of C
JACK W. MULLAN, Real Estate Developer; Director, UCI-Project 21
JACK MULQUEENEY, City of Seal Beach
MR. R. D. MUNRO, Downtown Santa Ana Association
RICHARD MYERS, Merrill Lynch, Pierce, Fenner & Smith
CARL R. NELSON, Planning Div. Engineer, Orange Co. Flood Control District
THOMAS F. NELSON, Director of Planning, City of Placentia
ROBERT NEVIL, Councilman, City of La Habra
RAYMOND J. NONA, Project Architect, Rossmoor Corporation

J. OBLATT, Julius Oblatt, Architect A.I.A.
MRS. PETER ODEGARD, League of Women Voters
MRS. MARGARET OLSEN, Downtown Santa Ana Association
ROBERT A. OMAN, City of Costa Mesa
EVERETT E. PARKS, A.I.A., Architect; Planning Commissioner, City of Santa Ana
JERRY M. PATTERSON, Asst. City Attorney, City of Placentia
B. DONALD PEDERSEN, Bd. of Trustees, Magnolia School Dist.; Pks. & Recr. Comm., Anaheim
JESS PEREZ, Councilman, City of Orange
WILLIAM C. PERKINS, Mayor's Space Advisory Committee, City of Los Angeles
JOHN C. PETERS, McDonnell Douglas Astronautics Co.
LAWRENCE PETERS, City of Seal Beach
ROBERT PETERSON, Ed.D., Superintendent of Schools, County of Orange
JAKE PETROSINO, Planner, City of Anaheim
BEVERLY J. PHILIPPI, League of Women Voters
BILL PHILLIPS, Voorheis-Trindle-Nelson
MARGARET POLLACK, League of Women Voters; Trustee, Fairview State Hospital
EDWARD POWER
LOUIS J. PRECHT, JR., North American Rockwell
MICHAEL S. PRICE, Bechtel Corp. Engineers and Constructors
L. J. REESE, Planning Commissioner, City of Buena Park
JON H. REGNIER, Building Program Coordinator, Calif. State College at Long Beach
LOUIS R. REINHARDT, Mayor, City of Fullerton
MRS. FRANKLYN REMER, League of Women Voters
H. L. REMMERS, Director, Moulton-Niguel Water & Sanitary District
LEE RISNER, City Manager, Seal Beach
PAUL ROBINSON, City of Anaheim
JACK R. ROGOWAY, Planner, City of Westminster
MELVYN GENE ROOP, Office Of Physical Planning & Construction, UCI
ROBERT R. ROOT, Councilman, City of Fullerton
CECIL F. ROSPAW, The Placentia Courier
RODERICK L. ROYER, City of Huntington Beach Planning Commissioner
SAMUEL C. RUE, Buffums'
JESSIE RUSSELL, League of Women Voters
WILLIAM ST. CLAIR, Councilman, City of Costa Mesa
SAMUEL SALKIN, President, Salkin Engineering Corporation
RAYMOND C. SALMI, A.I.A., Salmi and Hockenberry, Architects and Planners
MRS. RAYMOND C. SALMI
MRS. WILLIAM SAYLOR, Chairman, Mental Health Advisory Board of Orange County
JAN SCHERFIG, Asst. Professor of Engineering, UCI
HALL SEELY, Attorney; Recr. Commissioner, City of Newport Beach
ROY A. SEEMAN, Boyle Engineering
BURR SHAFER, JR., Downtown Santa Ana Association
KENNETH SJOLIN, Planning Commissioner, City of Placentia
MALCOLM SLAUGHTER, Planner, City of Anaheim
DON E. SMITH, Mayor, City of Orange
L E. SMITH, Philco-Ford Corp., Aeronutronic Division
HAROLD SORENSON, Laguna Federal Savings & Loan
C. ED SOULE, Designer-Builder
D. F. SOWDER, Zoning Coordinator, City of Buena Park
NORMAN K. SPIELMAN, City of Costa Mesa
JOHN STRATFORD, City Engineer, Seal Beach
ALBERT E. STUART, Planning Commissioner, City of Buena Park
NORMAN J. SUKER, City of Whittier
JAMES SUPINGER, Director of Planning, City of Tustin
SAB TAKAHASHI, Planner, City of La Habra
MRS. DOROTHY TAYLOR
ELMER THILL
WILLIAM J. THOM, City Center Development Com., Anaheim Chamber of Commerce

SHIRLEY THOMAS, Chairman, Mayor's Space Advisory Committee, City of Los Angeles
ROBERT THOMPSON, Councilman, City of Buena Park
RONALD L. THOMPSON, Zoning Supervisor, City of Anaheim
WILLIAM W. THOMPSON, McGarvey-Thompson Realty
COLEMAN TRAVIS
ANGELO J. TREANTOS, Planning Commissioner, City of Westminster
JOHN R. TRITTIPO, Architect, William B. Blurock & Assoc.
MRS. JOHN R. TRITTIPO
MRS. GEORGE TSUDA, League of Women Voters
GEORGE TUCKER, Councilman, City of Costa Mesa
FRANK C. UITZ, Real Estate Broker
NORVALD ULVESTAD, Capital Improvement Com., Anaheim Chamber of Commerce
GLENN E. VEDDER, Mayor, City of Laguna Beach
RICHARD E. VOELKEL, Social Studies Dept. Chmn., Marywood Catholic High School
PETER VOGEL, Newport Shores Community Association
C. E. VOIGTSBERGER, JR., Ventura Taxpayers Assoc.
JOHN VOIGTSBERGER, Security First National Bank, Ventura
LEE VORE, Planning Commissioner, City of La Habra
VIC WALKER, Downtown Santa Ana Association
MRS. JOHN J. WALLER, League of Women Voters
L. S. WEBSTER, Planning Commissioner, City of Tustin
PATRICIA K. WEBSTER, Santa Ana Community Hospital
A. J. WEST, V. P. Baker et al
C. E. WHITE, Hughes Aircraft Co.; UCI-Project 21 Study Team
JAMES L. WHITE, Director of Planning, City of Corona
JOSEPH R. WHITE, Capital Improvement Com., Anaheim Chamber of Commerce
MISS BEA WHITTLESEY, Former Planning Commissioner, City of Laguna Beach
ALVA WILLIAMS JR., Traffic Engineer, City of Costa Mesa
JAMES WILLIAMS, Finance Analyst, City of Tustin
R. DAVID WILLIAMSON, Planner, City of Anaheim
MARGARET T. WILLSON, Episcopal Church Women; YMCA Board
MURTON H. WILLSON, Willson and Williams, A.I.A. Architects-Planners
HAL WINTER, Former Mgr., Downtown Santa Ana Assoc., UCI-Project 21 Study Team
KENNETH W. WOOD, Landscape Architect
C. C. "JACK" WOOLLEY, Chmn., Planning Com., City of Garden Grove; Chmn., Or. Harbor Com.
JAMES T. WORKMAN, Vice President, Cleary, Hitt & Co., Ltd.; Mayor, City of Villa Park
ROBERT H. WORMHOUDT, Manager, Public Relations, Disneyland
GENE W. YOUNG, Planner, City of Anaheim

Adsit

Franklin

30 yrs ago, L.A., Sears went east, Bullocks went west.
Now, zoning problem. Hopscotching began.

Leyer

University of California Extension, Irvine

ROSTER OF PARTICIPANTS

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ALBERT A. ALVES, Grillias-Savage-Alves & Assoc.-Architects
THOMAS J. ASHLEY, Economics Research Associates
V. P. BAKER, V. P. Baker Associates, Balboa Oil Co.
PHIL BANKHARDT, Executive Secretary, La Habra Chamber of Commerce
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MERRILL BRAUCHT, McGarvey-Thompson Realty
CRUGER L. BRIGHT, USMC (retired)
WENDELL S. BRIL, Director of Building Safety, City of Santa Ana
MRS. JOHN H. BRYDEN, League of Women Voters; O.C. Transit Com; UCI-Proj. 21 Study Team
JOHN W. BURK, Dept. of Public Works, City of Santa Ana
ROBERT BYRON, City of Anaheim
DON E. CALLAHAN, Diehl, Evans and Company, CPAs
ROBERT CARDOZA, Bechtel Corporation
JAMES C. CASPER, Planner, City of Garden Grove; UCI-Project 21 Study Team
BROOKS CAVANAUGH, Planner, City of Costa Mesa
FRANCIS CHEATHAM, Traffic Engineer, City of Garden Grove; UCI-Project 21 Study Team
MRS. MARTIN CHODOS, League of Women Voters
RALPH B. CLARK, Councilman, City of Anaheim
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JACK H. DAVIDSON, Engineer
HANK DAVIS, Anaheim Bulletin
JOHN R. DEAN, Councilman, City of Garden Grove
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MARK GUMBINER, Land Developer; UCI-Project 21 Study Team
LLOYD E. GUMMERE, Councilman, City of Seal Beach
R. E. HADDON, Philco Ford Corp., Aeronutronic Division
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LAWRENCE V. HERICH, Mgr., Facilities Engineering & Maintenance, Aeronutronics
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HENRY S. KAUFMAN, O.D., Councilman, City of Huntington Beach; UCI-Proj.21 Study Team

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STAN KOHLENBERGER, Stan Kohlenberger/Architect
LAWRENCE J. KOSS, Planner, University of California, Irvine
TARAS KOZBUR, Director of Planning, City of Buena Park
MRS. ELSIE C. KROESCHE, League of Women Voters
JOHN R. LANE, Director of Planning, City of Brea
FREDERICK M. LANG, Landscape Architect
JAMES H. LANGENHEIM, William L. Pereira & Associates
J. LAMONT LANGWORTHY, Architect; Laguna Beach Citizens Town Planning Assoc.
NORVIN E. LANZ, Planner, City of Anaheim
HOWARD LATHROP, Downtown Merchants Assn.; Orange Chamber of Commerce
JOHN B. LAWSON, Pres., Proj.21; V.P. & Gen'l. Mgr. Aeronutronic Div., Philco-Ford
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BURDETT B. LENT, Director of Land Planning, Rossmoor Corporation
MICHAEL LOEHR, Planner, City of La Habra
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WESLEY MARX, Self-Employed Writer
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CRAIG R. MILLER, Graduate Student, Public Administration, C.S.C., Fullerton
DANIEL G. MILLER, Planner, City of Lakewood
J. M. MILLER, Community Planning Director, J.M. Miller Company
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JAMES WILLIAMS, Finance Analyst, City of Tustin
R. DAVID WILLIAMSON, Planner, City of Anaheim
MARGARET T. WILLSON, Episcopal Church Women; YMCA Board
MURTON H. WILLSON, Willson and Williams, A.I.A. Architects-Planners
HAL WINTER, Former Mgr., Downtown Santa Ana Assoc., UCI-Project 21 Study Team
KENNETH W. WOOD, Landscape Architect
C. C. "JACK" WOOLLEY, Chmn., Planning Com., City of Garden Grove; Chmn., Or. Harbor Com.
JAMES T. WORKMAN, Vice President, Cleary, Hitt & Co., Ltd.; Mayor, City of Villa Park
ROBERT H. WORMHOUDT, Manager, Public Relations, Disneyland
GENE W. YOUNG, Planner, City of Anaheim

University of California Extension, Irvine

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THOMAS J. ASHLEY, Economics Research Associates
V. P. BAKER, V. P. Baker Associates, Balboa Oil Co.
PHIL BANKHARDT, Executive Secretary, La Habra Chamber of Commerce
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ED BESURE
NICHOLAS D. BEVILACQUA, Catholic Human Relations Council, So. Coast Human Rights Comm.
RAY BOEGER, Planning Commissioner, City of Seal Beach
WAYNE G. BOLGER, Placentia Jaycees
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WENDELL S. BRIL, Director of Building Safety, City of Santa Ana
MRS. JOHN H. BRYDEN, League of Women Voters; O.C. Transit Com; UCI-Proj. 21 Study Team
JOHN W. BURK, Dept. of Public Works, City of Santa Ana
ROBERT BYRON, City of Anaheim
DON E. CALLAHAN, Diehl, Evans and Company, CPAs
ROBERT CARDOZA, Bechtel Corporation
JAMES C. CASPER, Planner, City of Garden Grove; UCI-Project 21 Study Team
BROOKS CAVANAUGH, Planner, City of Costa Mesa
FRANCIS CHEATHAM, Traffic Engineer, City of Garden Grove; UCI-Project 21 Study Team
MRS. MARTIN CHODOS, League of Women Voters
RALPH B. CLARK, Councilman, City of Anaheim
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MARTIN J. CREGG
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ARTHUR C. DANIELIAN, Danielian & Moon-Architects-Planners
JACK H. DAVIDSON, Engineer
HANK DAVIS, Anaheim Bulletin
JOHN R. DEAN, Councilman, City of Garden Grove
MORRIS M. DESATOFF, M.M. Desatoff, A.I.A., & Associates-Architecture and Planning
DON DeWITT, Director of Planning, City of Fullerton
JAMES W. DILLEY, Laguna Beach Citizens Town Planning Association
SHIRLEY DILLINGHAM, League of Women Voters
A. I. DOANE, Manager, Calif. Dept. of Employment-Santa Ana Office
SAMUEL H. DOWNING, Former Planning Commissioner, Newport Beach; UCI-Proj.21 Study Team
T. COOPER DOWNS, Laguna Beach Citizens Town Planning Assoc.
MARIE DOYLE, Orange County Business Digest
MRS. RUTH DRAKE
WALTER W. DUNN, Defense Contract Administration Services District, Anaheim
WILLIAM L. DUNN, Director of Planning, City of Costa Mesa
THOMAS R. EGAN, McDonnell Douglas Astronautics Co.
VIVIAN ENGELBRECHT, Real Estate Broker
BRYN B. EVANS, Diehl, Evans and Company, CPAs

ALLAN FAINBARG, Downtown Santa Ana Association
MICHAEL FAJANS, Student; UCI-Project 21 Study Team
RUTH FEIERABEND, Senior Illustrator, Planning Dept., County of Orange
A.M. FICKES, Boyle Engineering
EDWIN H. FINSTER, Boyle Engineering
MRS. LYNN FITZGERALD, League of Women Voters
DAVID K. FLAHERTY, Downtown Santa Ana Association
ROLAND D. FLAHERTY, Downtown Santa Ana Association
DON FLAMM, Southern Calif. Public Relations Mgr., Philco-Ford Corp.
ANTHONY FONTE, Councilman, City of Buena Park
DOROTHY FONTE
REYNOLD W. FORSUM, Director of Landscape Architecture, Rossmoor Corporation
LT THOMAS W. FRENZINGER, II, Defense Contract Administration Services Dist., Anaheim
DONNA A. GALLANT, Cliff Haven Architectural Committee
BOB GEIVET, Long Beach Independent, Press-Telegram
C. J. GILL, Owner, C. J. Gill Realty
HARRY GILL, Administrator, City of Tustin
MAURICE GLADMAN, Santa Ana Chamber of Commerce
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SOTIROS P. GRILLIAS, Grillias-Savage-Alves & Assoc.-Architects
MRS. HARVEY GROSS, League of Women Voters
DAREN A. GROTH, Planner, City of Newport Beach
RONALD J. GRUDZINSKI, Head of the Planning Division, Anaheim; UCI-Proj.21 Study Team
MARK GUMBINER, Land Developer; UCI-Project 21 Study Team
LLOYD E. GUMMERE, Councilman, City of Seal Beach
R. E. HADDON, Philco Ford Corp., Aeronutronic Division
VIRGIL R. HENSON, Planner, City of Garden Grove
LAWRENCE V. HERICH, Mgr., Facilities Engineering & Maintenance, Aeronutronics
TED HILTON, Planner, City of Garden Grove
WILLIAM L. HOCKENBERRY, Salmi and Hockenberry, Architects and Planners
HOWARD B. HOLDEN, Planning Commissioner, City of Laguna Beach
ROY HOLM, Councilman, City of Laguna Beach
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ROBERT A. HUKEE, Jennings-Halderman-Hood, Civil Engineers
J. C. HUMPHRIES, J. C. Humphries Jewelers, Costa Mesa
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ROBERT JAFFE, Traffic Engineer, City of Newport Beach
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MRS. NORMAN C. JOHNSON
DR. LAWRENCE WM. JORDAN JR., Councilman, City of Orange
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HENRY S. KAUFMAN, O.D., Councilman, City of Huntington Beach; UCI-Proj.21 Study Team

MRS. RICHARD KAYWOOD,, League of Women Voters
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TARAS KOZBUR, Director of Planning, City of Buena Park
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JOHN R. LANE, Director of Planning, City of Brea
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MICHAEL LOEHR, Planner, City of La Habra
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CRAIG R. MILLER, Graduate Student, Public Administration, C.S.C., Fullerton
DANIEL G. MILLER, Planner, City of Lakewood
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IRVINE, CALIFORNIA 92664

August 7, 1968

Dr. M. Mason Gaffney
Department of Economics
University of Wisconsin
Milwaukee, Wisconsin 53201

Dear Mason:

Dick Baisden, Director of Extension, and I both left on vacations immediately after the Downtown Areas conference last month, hence the tardiness of this note to thank you for your participation in the program.

I have heard many complimentary remarks on your expert presentation, and, judging from the following, I'd say your thesis was very well received indeed. An evaluation sheet was given to conference participants and a reaction to various recommendations of the Study Team was requested. Response to "Modification of policies on real property taxation to reflect taxing of land rather than improvements" was as follows: Approve 74; Disapprove 19; No Opinion 16. Who knows, Orange County may one day follow Australia's example!

Perk and I enjoyed our evening with you, the "jolly" waiter, notwithstanding. When you come this way again, perhaps we can get together with the Nichols, too.

I do hope you've forgiven my malapropism. PROLIFIC is Gaffney and I won't forget!

Dr. Baisden has asked that I extend his appreciation along with mine for your valuable contribution to the conference.

Sincerely,

Ada Mae

(Mrs.) Ada Mae Hardeman
Program Assistant

AMH/lr

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Department of Economics
University of Wisconsin
Milwaukee, Wisconsin 53201

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I have heard many complimentary remarks on your expert presentation, and, judging from the following, I'd say your thesis was very well received indeed. An evaluation sheet was given to conference participants and a reaction to various recommendations of the Study Team was requested. Response to "Modification of policies on real property taxation to reflect taxing of land rather than improvements" was as follows: Approve 74; Disapprove 19; No Opinion 16. Who knows, Orange County may one day follow Australia's example!

Perk and I enjoyed our evening with you, the "jolly" waiter, notwithstanding. When you come this way again, perhaps we can get together with the Nichols, too.

I do hope you've forgiven my malapropism. PROLIFIC is Gaffney and I won't forget!

Dr. Baisden has asked that I extend his appreciation along with mine for your valuable contribution to the conference.

Sincerely,

Ada Mae

(Mrs.) Ada Mae Hardeman
Program Assistant

AMH/lr

IN PRAISE OF ARROGANCE

(Archaeologist's note: The following cri de coeur was found partially preserved in a Heinekens bottle when it bobbed up in the Riverside sewage treatment plant. It is reproduced here for such value as it may have for modern scholars, and even such [posthumous?] gratification as it might afford the unknown writer. Many key names and dates, unfortunately, were destroyed by action of the elements.)

This note is consigned to the waves and addressed to whom it may concern, rather than any person, because after years at (note: word destroyed, eaten by termites) I despair of finding anyone who might get the point, or care. Yet a blind faith drives me: somewhere among all the jaded careerists, grantsmen, consultants, beach-combers, camp-followers, schemers, climbers, pensioners, poison-peddlers, and calumniators there survives one eccentric who yet pursues truth, and might welcome finding this comfort and companionship in the bottle.

Or perhaps there will be someone in the next generation, century, or civilization. To such vicarious comradeship are truth-seekers reduced, but then, that's what attracted us to scholarship, once, the way we were, before The Quest grew stale and the trail grew cold.

The immediate occasion is an accusation of "arrogance". The papers fairly rustled as this charge was leveled, but it was cattle that were being rustled, and we were the cattle. It would be "arrogant" to organize a graduate curriculum omitting any part of what is orthodox, standard, customary, traditional, and accepted, as well as what is chic, modern, a-go-go, topical, fashionable, and a la mode in "respectable" Departments of Economics. Such topics are "minimal essential knowledge for a modern economist", with which "all students should be familiar". Heavy! To resist would be "arrogant".

I thought I had heard that line before, but I searched only in vain through my list of rhetorical ploys for a generic identifier. The basic argument of course is petitio principii, if not downright tautologia ("respectable" is as respectable does, being defined, of course, as having a curriculum which is orthodox, standard, customary, etc., as well as chic, modern, a-go-go,

etc.). The appeal to general practise was quickly identified as apodixis, and its intended result is mimesis. But the point was shame of arrogance, and its use to control a listener. Greek rhetoricians never identified this -- evidently they were shameless.

One colleague displayed elegant philophronesis (groveling). There was implicit syngnome (forgiveness of injuries). There was apomnemonisis (appeal to authority) on all hands. The customary macrologia (periergia, pleonasmus) was practised, of course, and cacozelia (malapropism through affected diction) prevailed, as in all academic discourse, with frequent displays of hysteron proteron.

The Greek orators, masters of dirty tricks in their day, evidently never thought of this guilt trip. It took the Catholic clergy, I believe, to introduce it. Priests used to club smart kids with it, before John XXIII.

There is also evidence of its use in 17th Century Holland. The evidence is a letter to Benedict Spinoza from a former student, Albert Burgh, who had reverted to Catholicism. He addressed Spinoza thus:

> "How dare you set yourself up above all the patriarchs, prophets, apostles, martyrs, doctors and confessors of the Church? Miserable man and worm upon the earth that you are, yea, ashes and food for worms, how can you confront the eternal wisdom with your unspeakable blasphemy. ... What devilish pride puffs you up to pass judgment on mysteries which Catholics themselves declare to be incomprehensible?" (cited in Durant, Story of Philosophy, p.159).

The synagogue of Amsterdam, in excommunicating Spinoza, also remarked on the "insolence with which these heresies are promulgated" (op. cit. p.153). No one was to "read any document dictated by him, or written by his hand." Thus the same mindset that imputed insolence moved quickly to censorship, a point not to be overlooked in the modern context.

Why not overlooked? Because this is, after all, the University of (those termites, again) which once on the recommendation of the Faculty Committee on Privilege and Tenure, fired professors who refused to sign a loyalty oath; it occurs in (Foul?) Hall, named

to honor the University President who originally supported that oath; it occurs under the (Hollow?) Plan, an elaborate roundabout scheme designed to give a color of legality to the (Garbage-in?) Addendum to the External Review Committee Report, an Addendum never repudiated by any administrative or faculty group that successively endorsed the Report.

Durant expands on Spinoza's arrogance:

> "Like Nietzsche, Spinoza has not much use for humility; it is either the hypocrisy of a schemer or the timidity of a slave; it implies the absence of power -- whereas to Spinoza all virtues are forms of ability and power. ... 'humility is very rare'; and as Cicero said, even the philosophers who write books in its praise take care to put their names on the title-page. 'One who despises himself is nearest to a proud man,' ... And whereas Spinoza dislikes humility he admires modesty, and objects to a pride that is not 'tenoned and mortised' in deeds." (ibid., pp.181-82).

Spinoza laid down a few rules of conduct, the first of which is "To speak in a manner comprehensible to the people ..." If this be arrogance, the standard curricula referred to are humble indeed, as are also the readings proposed by the others, one must admit. Both sides make a fetish of "rigor", evidently on the Calvinistic notion that dogma and suffering improve the character.

Or do they know what "rigor" means?

> Rigor: "Harsh inflexibility in opinion, temper, or judgment; the quality of being unyielding or inflexible; severity of life; strictness, severity or cruelty; a condition that makes life difficult, challenging, or uncomfortable; strict precision; rigidness or torpor of organs or tissue that prevents response to stimuli." (Merriam-Webster's Collegiate, 9th Ed.)

None of those values look very positive except for the "strict precision", and even that might well be sacrificed if the rest of the baggage comes along, as it usually does. Even strict precision may be worse than useless in evaluating unprecise but important economic ideas and phenomena such as expectations, taste formation, the interface of law and economics, paranoia and the military budget, or the case for inheritance taxation.

Where is the rigor in the undoubtedly relevant and important observation that "Corporations have neither bodies to be kicked, nor souls to be damned"? Where do we stand on Matthew Arnold's thought that "Inequality materializes our upper class, vulgarizes our middle class, and brutalizes our lower class"? Or Confucius, "The superior man understands what is right; the inferior man understands what will sell." Or Cicero, "...there is nothing so characteristic of narrowness and littleness of soul as the love of riches; and there is nothing more honorable or noble than indifference to money." Or Francis Bacon, "There are four classes of idols which beset men's minds: Idols of the Tribe, of the Cave, of the Market-place, and of the Theatre." Is our supposed rigor just another Idol, after all, and we Idolaters?

Returning to Spinoza and plain talk, is it really appropriate that the people's University should reject the common tongue, and communicate only internally and in private glossalalia? It is a point, I allow, which favors neither side in the present dispute for neither hews to Spinoza's Rule #1. But error is more dangerous in proportion to the truth that it contains, since one in the wrong may more easily be convinced than one half right. It may be that in our competitive pursuit of the specious prestige and respectability connoted by "rigor" both Marxists and straights alike have used incomprehensibility in lieu of precision in any relevant sense.

Spinoza even arrogantly refused the chair of philosophy at Heidelberg, even though he was assured "the most perfect freedom in philosophizing, which His Highness feels assured you would not abuse by calling in question the established religion of the state." (ibid., p.161). Thus arrogance leads to self-deprivation, and heartless ingratitude even to the most indulgent patrons, and might well be reprobated by moralists as reaping the punishment it deserves.

Yet should we not rather admire and support those who deny themselves conventional rewards in order to guard their freedom to pursue truth? History has treated Spinoza with more respect than did the organization-men of his day, and than history has treated them, who are forgotten except as his arrogance exposed their presumption, tyranny and hypocrisy.

The added requirements, it was hotly said, were hartly worth

our disputing because they would only require a few weeks. "It doesn't matter", we were told, "so be reasonable and do it my way," this being delivered with deep feeling, adhortatio and protrope, just as though it did matter, which indeed it does. Because time is finite, "Exclusion is also part of knowledge", an observation worthy of an economist but originating instead with a physicist, Michael Faraday.

People lose their freedom one step at a time, and this is not the first step. No, we are already hard pressed to cut off students at the back end of their freedom by lowering the normative time to degree. Now comes the other pincer from the front end, extending the apprenticeship training, curtailing the creative period of restless, troublesome innovation in the middle. Such are the ways of orthodoxy, suffocating and oppressive.

"Intelligence", says Henri Bergson, "is the faculty of manufacturing artificial objects, especially tools to make tools." But theory supplies the machine tools of thinking. Who controls theory has a powerful grip on how students are to think, and students drowning in a complex discipline seize the first help offered.

> "There are four chief obstacles in grasping truth, which hinder every man, however learned, and scarcely allow any one to win a clear title to learning, namely, submission to faulty and unworthy authority, influence of custom, popular prejudice, and concealment of our own ignorance accompanied by an ostentatious display of our knowledge." (Roger Bacon, Opus Majus).

How vulnerable most students are to the last, and what clever mimics some are. But what little prigs and pedants they quickly become if we train them only by heaping doctrine upon doctrine rather than urging them to frame and evaluate hypotheses that arise in their own minds.

Spinoza anticipated our present danger, writing "Academies that are founded at the public expense are instituted not so much to cultivate men's natural abilities as to restrain them." (op. cit. p.194). He advocated a freedom wherein "...everyone that asks leave is allowed to teach publicly, at his own cost and risk." Such arrogance! Obviously he believed his business would survive in the competition, perhaps because of his Rule #1.

Spinoza's arrogance was so complete it even spilled over the

assigned limits of his proper metier, philosophy, onto -- gasp -- our turf!

> "The military basis of democracy should be universal military service, ...; its fiscal basis should be the single tax. 'The fields and the whole soil ... should be public property, ... let at a yearly rental to the citizen; ... and with this exception let them all be free from every kind of taxation in time of peace." (op. cit., p.195, citing from Tractatus Politicus, ch.6).

It would seem that Spinoza was anticipating the brain drain problem that besets those cities, states, provinces and countries that support education handsomely, but do so only by use of repressive tax systems (like the high VAT of Ireland) which in turn abort employment opportunities for the graduates, who very sensibly then emigrate, along with their stored-up human capital.

Poor Spinoza, would he find refuge if at (illegible) today? In an unreasonable age, a man's reason let loose would undo him. He would be trapped between the monolithic conventions of Mrs. Grundy and the militant conventions of Marxism, both dedicated to trashing deviants. He would, I suppose, be forced to take refuge in the arrogance of trusting his own reason, stepping aside nimbly as he might where humble armies clash by night.

Another arrogant philosopher was Immanuel Kant, who prefaces his Critique of Pure Reason with this: "...there ought not to be one single metaphysical problem that has not been solved here." With such egotism nature spurs us on to creation, notes Durant. Observing the enduring reputation of Kant, perhaps arrogance is preferable to the humility of those who, in humbly pursuing only respectability attain only humble goals.

"Respectable", I suggest, is an offensive term because of the value-system it betrays. It idolizes the herd instinct. It is, one may object, an elitist herd, one that fancies itself above the common. But no herd was ever universal; only truth is that. Let us therefore seek not respectability, but respect.

And let us be arrogant enough to follow our own beliefs to the extent of framing a curriculum on what we perceive to be its merits. Let us be too arrogant to follow the moods and caprices of the day, as women change their hemlines and men their lapels. A great philosophy is not a philosophy without reproach; it is a philosophy without fear.

DOWNTOWN AREAS
in Orange County

REPORT OF UCI-PROJECT 21 STUDY TEAM



University of California Extension, Irvine - June, 1968

UCI-PROJECT 21 STUDY TEAM ON DOWNTOWN AREAS

Mary-Evelyn Bryden - Past President, League of Women Voters of Fullerton; member, Orange County Transit Committee

Horace Camp - Chairman, Planning Commission, City of Anaheim

James C. Casper - Assistant Planning Director, City of Garden Grove

Francis Cheatham - Traffic Engineer, City of Garden Grove

John L. Costello - Administrative Assistant, City of Huntington Beach

Samuel H. Downing - Former Newport Beach Planning Commissioner; Past Chairman of Newport Beach Citizens Harbor Area Research Team

Greel Foshee - Former Garden Grove Planning Commissioner; Chairman, Garden Grove Boulevard Improvement Committee

Wyatt J. Frieson - President, Partners for Progress

Ronald J. Grudzinski - Head of the Planning Division, City of Anaheim

Mark Gumbiner - Land Developer; Laguna Beach Citizens' Town Planning Association

Edward E. Haworth - General Plan Coordinator, The Irvine Company

Henry S. Kaufman, O.D. - Councilman, City of Huntington Beach

Larry Little - Consulting Engineer; Board of Directors, Costa Mesa Citizens Harbor Area Research Team

Robert J. Pflimlin - Senior Real Property Agent, Department of Real Property Services, County of Orange

Van Stevens - Planning Director, City of Santa Ana

Richard T. Turner - Countywide Coordination Division, Planning Department, County of Orange

C.E. White - Manager of Materiel, Semiconductor Devices, Hughes Aircraft Company; Board of Directors, Project 21

Harold L. Winter - Former Secretary, Downtown Santa Ana Association

Study Team Leader - Arthur B. Gallion, Former Dean, School of Architecture, University of Southern California

Study Team Recorder - Michael Fajans, Student, University of California, Irvine

The persons named above served as members of the UCI-PROJECT 21 Study Team on Downtown Areas, which began its deliberations in October 1967. This report reflects the predominant views of the group on each topic discussed. Unanimous endorsement is not implied; however, each Study Team member feels that all recommendations are worthy of serious consideration.

DOWNTOWN AREAS IN ORANGE COUNTY

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UCI-PROJECT 21

A joint effort by businessmen, government officials, educators, and other community leaders, concerned with improving the urban environment of Orange County, to:

1. Understand the dynamic growth forces shaping the Orange County - Southern California region, and predict the kinds of problems and opportunities which will be created as a result.

2. Consider the qualities which make for a pleasing urban environment.

3. Suggest alternative public and private planning and development policies which will preserve Orange County as a desirable place in which to live and work; a model for 21st Century.

The official sponsors of UCI-PROJECT 21 are University of California Extension, Irvine and Project 21.

INTRODUCTION

The UCI-PROJECT 21 Study Team on Downtown Areas is composed of eighteen community leaders who, while representing a broad cross section of backgrounds and interests, share a common concern for improving the original urban cores of cities in Orange County.

The Study Team was organized in October 1967, the members having joined the group in response to a joint invitation from UCI Chancellor Daniel G. Aldrich, Jr. and John B. Lawson, President of Project 21. In the invitation, the group was asked to examine the effect of population growth and suburban expansion on the established city centers with a view to providing responses to the following questions:

1. What may be the anticipated functions of existing urban cores?

2. What measures may be disirable to stem physical and economic deterioration of the central cities?

3. What planning policies should be considered in relation to land use in Orange County and the developed city centers?

The Study Team held eighteen evening meetings at which the members consulted with experts, shared their own ideas and experiences, and carefully considered their recommendations. However, this was not a research group and it did not have research facilities available to it. As a result, the Study Team was not able to detail all of the implications of its proposals in this report.

UCI-PROJECT 21 is indeed grateful to the members of this group for so generously contributing their time and expertise to this endeavor. Special note should be made of the efforts of Arthur B. Gallion, the genial and knowledgeable team leader who carried the major burden of report drafting and revision.

On behalf of UCI-PROJECT 21, I express the hope that this report on Downtown Areas will serve as a provocative vehicle for discussion and a stimulus for action by decision-makers as they consider this major problem of cities in Orange County.

Richard N. Baisden, Director
University of California Extension, Irvine

DOWNTOWN AREAS
IN ORANGE COUNTY

"Downtown," as defined by the study team, is the traditional heart of the city, the seat of local government, the center of retail and service enterprise, entertainment and cultural activities, and the focal point for transportation routes along which industry naturally located. A number of incorporated communities in Orange County do not have a "downtown" comprising a large group of commercial buildings classically identified as a Central Business District. In these communities, "downtown" is considered to be the original urban core in which a diversity of services has evolved in response to the demands of an expanding population.

Objectives of the study team have been threefold:

1. To examine and identify the causes of problems related to the downtown areas.

2. To consider approaches to solutions which may be currently available to the several communities in the process of correcting existing deficiencies.

3. To explore some approaches which may be interpreted as long range procedures worthy of consideration.

THE DOWNTOWN CONDITION

The phenomenal population growth in Orange County, during the last decade, has been accommodated by extensive low density real

estate development throughout the county. Dispersal of population has been accompanied by decentralization of retail and service enterprises and industrial complexes. The freeway system has altered traditional patterns of urban growth. New shopping centers and industrial development have provided vehiclar parking essential to healthy business enterprise. Enterprise in downtown areas has benefited, in some economic measure, by population growth, but "downtown" has not kept pace with the changing conditions. The massive movement of population to new suburban residential areas and the decentralization of commerce and industry require a fresh appraisal of the functions of existing downtown areas in relation to the population which they serve.

The following factors are among the problems confronting downtown areas at the present time:

1. A shift of major retail establishments to decentralized shopping locations has drained a large segment of the retail market from the old urban cores.

2. Original urban cores have been extended from compact retail and service centers to "strip" commercial uses along major traffic streets fanning from the traditional centers. Orderly commercial development has consequently been sacrificed.

3. The circulation system for automobiles and service vehicles is deficient. Vehicular parking is hopelessly inadequate. Ingress and egress to and from the freeway systems are unnecessarily complicated.

4. Physical maintenance of improvements has been seriously neglected. A generally mediocre appearance of the environment characterizes "downtown."

5. New merchandising policies and techniques have lagged.

6. Self improvement is retarded by the inclination, on the part of many, to take advantage of deteriorated structures as tax shelters, i. e., income tax "write-off." Absentee ownership, reportedly ranging from some fifteen percent to fifty percent in different communities, may indicate a lack of concern for the impact of deteriorated facilities upon business enterprise in general.

7. The distribution of property among multiple ownerships renders it difficult, if not impossible, to obtain full cooperation of all property owners and their business tenants for the necessary improvements and maintenance.

8. Anticipating absorption for commercial uses, residential areas immediately contiguous to the haphazard shape of downtowns have been allowed to deteriorate. With few exceptions, residents who could afford to leave the central areas have joined the massive population movement to new residential subdivisions in outlying districts. Downtown residential sections have been left to the disposition of lower economic groups, including elderly and minority families, and economic support for major retail services has declined.

9. Whereas Orange County cities, by comparison with major large cities in the country, have not thus far been confronted with serious social unrest due to deterioration of downtown and its contiguous residential areas, such problems may accompany future urbanization in the county.

10. The above factors all contribute to an absence of genuine civic pride in the central business core as an image of the city itself.

IMMEDIATE APPROACH TO SOLUTIONS

1. Future Functions of Downtown.

Decentralization of dwellings, business and industry in Orange County affords ample evidence of the necessity to reassess functions which the traditional urban cores may perform in the future. Authorities[1] concerned with urban trends have indicated that dissipation of retail business to outlying commercial districts and new shopping centers renders it difficult for "downtown" to recover its traditional role as a major retail center. The central core may continue as a government center, and there is evidence of interest from financial institutions and professional business enterprises to locate within the core of some cities. Modern civic centers may invite cultural activities and transportation centers with their facilities for dining and entertainment.

Such prospects will vary among the several communities in Orange County, a fact which renders it imperative for economic market studies to be initiated in each community. Without a thorough economic study, leadership in each city is ill-prepared to assess the future functions which downtown may effectively perform and establish the goals it seeks to achieve. Careful and competent analysis could provide a measure of the quantity of land and potential uses which may be appropriate in the future. Recognizing the changing functions of the downtown district with respect to its former major performance as a retail center, the quantity of land presently devoted to all commercial uses within downtown, particularly retail enterprise, may of necessity be converted to other uses, including residential.

2. Leadership.

A paramount factor in approaching solutions to the deteriorated conditions— social, economic and physical—within downtown districts is the need for vigorous leadership, by private and public sectors, with the imagination and drive to innovate improvement programs, generate citizen support for objectives, prepare and conduct programs of communication to citizens within the community via all media of public information. Emphasis is directed to the demand for leadership in both the business community and government officialdom, and evidence of progressive urban leadership in Orange County has thus far been deficient.

An example of the required aggressive initiative and cooperation between local business community leadership and city government is the rehabilitation of the central business core in Pomona. With sound business judgment, leadership in the downtown area employed a managing director responsible for continuing coordination and guidance of the development program, considering the problems of land owners concerned, evaluating the timing for improvement, and collaborating with city officials.

It should be noted that successful fulfillment of the Pomona downtown rehabilitation program was only possible through the full cooperation afforded to the business community by local government authorities. The absence of complete collaboration between public and private sectors of the community was illustrated in a major Orange County city, Santa Ana. A group of property owners planned, and obtained financial support at a relatively modest level, for a proposed parking district in downtown. However, the venture failed to obtain the essential cooperation from local government. Anaheim, another major city within the county, which has actively promoted progressive revenue producing facilities, demonstrated initiative on the part of local government with an economic analysis and proposal for physical rehabilitation and renewal of the center city area.

In that case, beyond preliminary discussions, the business community has been somewhat apathetic toward efforts by local officials, and inaction continues.

Innovation of measures to improve downtown areas can be expected only through the cooperation of both public and private leadership.

3. Vehicular Circulation.

Provision of direct access to the central business district from freeway systems and circulation for vehicular traffic within downtown districts are essential steps toward rehabilitation. Planning and development of adequate parking space is a corollary step.

The Vehicle Parking District Law of 1943, California Streets and Highways Code, provides for the establishment of parking districts. This instrument was effectively employed in Pomona, thus attacking, at the outset, a principal deficiency of the downtown area. Pomona also utilized the 1965 Mall Act (Assembly Bill No. 103) which provides for participation of all merchants for benefits according to the ability of each.[2] These legal instruments were created to implement assumption of financial responsibility by downtown business leadership for the creation of parking districts and collaborative merchandising programs.

4. Allocation of Tax Revenue.

A study by the National Downtown Association[3] revealed the allocation and distribution of funds collected by city government for capital improvements in cities ranging from 100,000 to 500,000 population. The average amounts collected from downtown areas represented from thirty-three to thirty-five percent of the total citywide revenue from property, sales, and license taxes. Of this

total revenue, seventeen to nineteen percent was returned to the central core areas for police protection, fire protection, street work, cleaning, lighting, etc. In 1963, the city of Santa Ana collected thirty-two percent of its total revenue from the central core area, but returned only about nine percent in services to this same area.[4]

The Santa Ana example suggests an apparent disproportionate allocation of public funds for public improvements and services between outlying areas and the central district. The essential consideration, however, is the formulation of Capital Improvement programs designed with specific reference to improvements which are integrated with, and enhance the basic assets of, a comprehensive program for rehabilitation of the downtown areas. Experience of other cities underscores the caution against "half-way" or "piecemeal" measures in both public and private investments directed to urban rehabilitation.

5. Building Codes.

Neglect of maintenance of physical improvements in downtown areas is only one factor leading to physical deterioration. A second, but no less major factor, is the inclination on the part of local authorities to minimize enforcement of local building codes and regulations on existing structures, thus inhibiting inducement for new improvements in downtown areas.

6. Residential.

A difficult problem within the area peripheral to downtown in most communities is the occupancy of old dwellings, both individual houses and apartment buildings by families of low income. Residents of long standing, and newcomers among the elderly, hope to

find the general area of downtown convenient for their needs. This group, generally among the lesser income levels, is induced to settle or remain in contiguous residential districts. The County is entering upon a period of change with regard to the population racial mix. Minorities generally, and Negroes in particular, are increasing at a higher percentage rate than Caucasians. Thus far, this minority has had a propensity to gravitate to the periphery of downtown areas. Therefore, without aggressive business and public policies, only marginal or even submarginal commercial trade and service facilities can be supported.

Renewal of downtown areas demands a full-scale reassessment of the peripheral residential environment in relation to employment and public services for transportation, education and recreation, as well as commercial facilities developed for the urban core.

7. Private Initiative and Responsibility.

Some forty percent of the land area of a city (streets, parks, schools, etc.) falls within the jurisdiction of, and is maintained by, public authorities. Sixty percent is within the domain of private enterprise, including the downtown area. The building, maintenance, and rehabilitation of urban communities, including downtown areas, through normal channels of private enterprise should be the goal. Every community effort should be directed to attain that objective.

Aggressive initiative and cooperation between the local business community and city government were joined to rehabilitate the central business core of Pomona. Initiating action through the 1943 state legislation, parking districts were established, and an

inviting environment for pedestrian shoppers was created by a core mall. Financial responsibility was assumed by the downtown business group.

Recognition of the general benefits to the Pomona business community, was represented by acceptance of a promotional tax equivalent to two-and-one-half times the business license fee. The Pomona Central Business District Corporation receives half the revenue derived therefrom. This fund is directed to advertising the diversity of trade and services available in the core and to the sponsorship of various cultural activities within the central district. Benefits to the Pomona community are demonstrated by the fact that within five years after renewal, retail sales had increased thirty percent. The coordinated planning of the downtown business section along the mall, the newly developed civic center, and a major transportation center for bus and helicopter service, have accrued benefits of some thirty-one percent increase in land values in five years.[5]

8. Public Assistance.

In the absence of vigorous initiative on the part of the local business community to build and maintain downtown areas, each city is confronted with a simple but grim choice. Downtown districts can continue their downward course—physical deterioration, loss of retail and other revenues, increasing social unrest, and sheer waste of urban resources— until such time that lowering property values lend themselves to improvement for other uses than commercial districts now perform. The alternate choice to the continued dissolution of the urban core, thus far eschewed by leadership of Orange County, requires a program of renewal initiated and sponsored by local government authorities.

For some cities it may be already too late to recover the functions of downtown as a commercial center. For others, however, it is necessary to act before their downtown core has lost its vital posture in the total community. For this reason an economic analysis in each community is essential.

The tools, the instruments for urban renewal, have been created by state legislation – the Community Redevelopment Act – and the Housing and Urban Development agency of the federal government. It is essential that each community inform itself, at both private and public levels, of these tools. There is remarkably little understanding of legislation pertaining to urban renewal.

Effective implementation of the legislation is not feasible without local leadership and enthusiasm for the renewal of downtown areas. Initiative will not, should not, nor cannot, be instituted by state or federal authorities. The initiative must emanate from the community concerned – the local government and business leadership. The tools are nevertheless available and should be studied carefully by each city.

Financial assistance from the federal government for purposes of urban renewal has not been favorably considered by any local community in Orange County thus far. It may be necessary to reassess this position in the interest of implementing improvements before the situation within downtown areas has reached a critical level.

The program requires establishment of a local redevelopment agency appointed by the City Council under the terms of state legislation, the agency powers being vested in either independent local bodies or within the City Council itself. This local agency is responsible for the formulation of all plans for urban renewal, all actions pertaining to implementation, and all services required, from economic studies and land use plans, through policies with

reference to land acquisition by way of direct purchase or the exercise of eminent domain, as may be necessary.

The federal government provides technical assistance to the extent it may be desired by the local redevelopment agency. It provides financial assistance, to the extent of 100% of the cost, for "survey and planning" grants, including economic feasibility and exploratory planning studies. And it provides financial assistance to the extent of approximately two-thirds of the costs of renewal.

Renewal cost factors constitute the basic problem with which communities will be faced in the rehabilitation of downtown: costs which exceed the projected revenues from redevelopment by private enterprise, costs, the liquidation of which, local communities have thus far been unable to support. For example, housing near the proposed rehabilitated downtown area in Anaheim, even at densities ranging from thirty-five to fifty dwelling units per acre, would entail, without public assistance, rentals above $200/apartment. Rentals at this price do not match with the anticipated housing market within the central city core.

Provisions within both federal and state legislation pertaining to urban renewal offer a measure of flexibility for local communities which would permit each city to approach its own situation, and solve it in its own way.

LONG RANGE CONSIDERATIONS

The foregoing represent approaches to downtown conditions currently available to public and private interests within each community. Recognizing certain limitations inherent to them, however, and without implying unanimous endorsement, the study team examined possible alternatives. Although they may not square with some current political precepts, the Study Team deems them worthy of consideration.

1. The Regional Concept.

Most problems confronting cities today transcend the political boundaries of each. Evidence is present in over one hundred and ninety independent units of government within the county, each comprising a district with its own taxing privileges. The several problems cross geographical and political lines of individual incorporated cities. The complex competitive forces at work between cities within the county was a repeated source of concern to the study group, and the regional implications were constantly present.

The primary confrontation must recognize the nature of competition which exists, not only among downtown, local "strip" commercial uses, and new shopping centers within a city, but the inherent inter-city competition involving commercial centers in each of the several political units within Orange County.

Recognizing the complex predicament of local downtown areas in Orange County, the study team therefore extended its consideration

to regional dimensions. It can be appropriately claimed that Orange County is a component part of a larger Southern California region, but it is nonetheless a unit of government comprising a large number of cities and unincorporated property, and lends itself, therefore, to a regional examination of urban problems created by competition for commercial tax revenues.

2. An Economic Base Study.

Given active and enthusiastic leadership, an essential first step is a comprehensive regional (or countywide) economic base study. As business enterprise conducts an inventory as a basis for its predictions, so the study would embrace the projected population growth in Orange County, the quantities of land required for residential, commercial, industrial uses, recreation and education. It would further examine the probable or possible absorption rates for land in point of time, and the probable value of land which would render appropriate development economically feasible in the normal course of effective private development. The economic base study would provide local governmental planning and legislative authorities and business leaders with the substance for decisions with reference to the future land use requirements within downtown and contiguous areas.

3. Regional Commercial Zones.

Each of the twenty-five cities in Orange County competes for commercial development with the obvious desire to capture the maximum revenue in sales and property taxes. Such competition is largely responsible for the complex disarray of commercial development which prevails in each city and throughout the county. Local governing authorities have been reluctant to accept the fact that viability of the central core has been threatened by the continuing expansion of commercial zoning on a city-wide basis.

A suggestion presented to the study group would provide for the creation of zoning districts within the county, the boundaries of which would coincide with extensive market areas, including the diverse functions presently performed by downtown areas. Each regional district would have the power to create commercial zones within the district. A further provision would relate to the distribution of sales tax to these districts. Each district would receive all sales tax collected by the state within the boundaries of the district which now are returned to individual cities. The sales tax would thereby be allocated by the district to each city in proportion to its population.

Further study of this procedure is worthy, since it might offer a means to obviate indiscriminate commercial zones established by individual cities, and the unwarranted competition which creates a deteriorating impact upon healthy business activity in the urban core. The principle of the proposed districts may, in effect, be equated with the unified school district system.

4. A Land Tax.

Current policies pertaining to taxation on real property have become the source of deep concern not only to property owners but also to authorities on taxation. The proposition that the burden upon the central core areas may be relieved by progressively lower tax assessments on improvements and land is subject to serious question, anticipating that lower tax assessments may be only a further inducement to inaction on the part of property owners in improving the district. Moreover, increasing the tax on new improvements in the conventional ad valorem system, drives investment to areas of lesser land values and further contributes to the dissolution of central areas.

The theory of a tax on land[6] rather than improvements, therefore, is worthy of serious consideration. The value of most real estate in older areas of our cities is basically the value of the land. If the cost of holding land is high, owners may find it desirable, and even necessary, to maintain a high level of productivity on the land. A tax on land itself would render unprofitable a building of low productivity, and contrary-wise, make it profitable to build and maintain a modern highly productive improvement. Maintaining modern improvements would require fewer governmental services than their obsolete counterparts, which offer progressively less revenue to the city in taxation.

The burden for taxation assessment procedures rests with the county or, in other words, the region to which reference has been previously made. Implementation of the land tax theory would require the careful preparation of a land value map by county authorities as a basis for assessments in proportion to appropriate land uses, according to a comprehensive land use plan.

5. Disposition of Property in Urban Renewal.

The exercise of eminent domain is a vital tool to serve a public purpose, although there has been resistance to its employment for urban renewal.

The appropriate exercise of eminent domain relates to whether the public agency should, through the use of this power, acquire property from owners, then liquidate, or subsidize, the difference in the cost of acquisition of property and the price which may be obtained for redevelopment by sale to financial interests capable of carrying forth a large scale redevelopment project. The law, both state and federal, provides that property obtained by the agency may be sold, which, thus far, has been the practice. Or it may be

leased to private redevelopers. The latter course, some in the study group believe, should be seriously considered as an alternative to sale, to avoid, in part, the prospect that conditions – economic, physical and social – which warrant the power of emiment domain for their correction, may not present a recurring necessity of exercise of that public power.

6. Planning and Zoning Policy.

Modern retail shopping centers incorporate the essential convenient and adequate parking for automobiles, the allocation of attractive space (the "Mall") reserved to the pedestrian shopper, and the consolidation of compatible commercial and service facilities. These features offer direct contrast and competition with "downtown" areas.

Competition with downtown retail enterprise has been further complicated by the conventional practice of "strip" zoning along major traffic streets. An illustration of the total impact upon downtown is the record of retail sales, excluding service stations, hotels, publishing and rentals, in Santa Ana:

	1960 In Millions	%	1963 In Millions	%
Central Business District	62.7	30.0	52.5	20.0
Fashion Square and Metcalf Plaza	25.2	12.0	30.4	11.0
Honer Plaza	11.2	5.7	24.0	8.9
South Main Areas	16.1	7.7	19.7	7.4
South Bristol Area	6.4	3.1	15.0	5.6
Commercial "Strips"	86.3	41.5	126.0	47.1
Total City	207.9	100.0	267.6	100.0

With severe drains upon the market for retail business in downtown, revenue from traditional sources of property and sales taxation has been decreased. Conventional "strip" commercial zones along major traffic arteries render retail enterprise inconvenient for the pedestrian shopper. Through streets become inefficient as traffic arteries, due to curb parking and the necessary frequent ingress and egress to adjacent commercial facilities. An alternative to outlying "strip" zoning is the cluster of Neighborhood Shopping Centers proposed by the Urban Land Institute. [7]

As in downtown areas, the mediocre appearance of commercial development on "strip" zones along major traffic arteries naturally arouses the repugnance of sensitive citizens. With appropriate "cluster" development for neighborhood shopping, in contrast with the monotonous variety of "strip" development, the variety of facilities, including franchise businesses, now stretched along "strip" zones, could be more satisfactorily accommodated. In many areas the convention of "strip" zoning has become so well established it may be too late to implement an effective policy for cluster neighborhood facilities with adequate automobile parking, pedestrian areas, and landscaping, but the planning policy should be implemented in newly developed areas within the county. Cities could place more emphasis on discouraging "strip" commercial activity by upgrading development standards, so that conversion of residential buildings into substandard commercial structures is not readily accomplished. Orderly commercial zoning and development could be planned to complement regional downtown areas.

CONCLUSION

In summary, the traditional role of our downtown areas as vital commercial and cultural centers, is in process of major change. Automobile and vehicular service circulation in traffic ridden street patterns, designed for horse-drawn carriages and low intensity land use, and the absence of adequate parking, are obstacles to functional movement of people and goods. Distribution of the population explosion over vast areas of outlying space once devoted to citrus, agricultural, and ranching enterprise of the county, and decentralization of shopping and industrial facilities, have drained the major retail market from the urban cores.

Civic pride, once enjoyed by the community, has been largely dissipated. Leadership in the business community of downtown areas has been, thus far, inadequate to recover the vitality which once distinguished the central core.

Community welfare has been subjugated to preservation of remnant interests in downtown by absentee owners indifferent to improvement, complicated financial interests in multiple property ownership, and retention of property as tax shelters. The rate of income to the public from downtown property and sales taxes is sacrificed to indiscriminate extension of commercial retail and service along traffic arteries and new shopping centers.

Downtown may survive through its traditional diversity of functions. But with increasing competition from outlying commercial developments within each city and among several cities, enterprises will

progressively lower to marginal economic levels in downtown districts. Housing about the periphery of the urban core, deteriorating with age and neglect of maintenance, will progressively attract lower economic levels of the population among elderly and minority groups. The prospects are not promising.

While pointing to some of the ills which plague the urban core of our cities, this report suggests some measures worthy of consideration by responsible urban leadership. Recovery from the waste of our resources, represented by downtown areas, may be expected only in in the degree to which the challenges are accepted by private and public leadership together.

In conclusion, the Study Team recommends:

1. That each community undertake comprehensive economic and planning studies to determine the future role of its Downtown Area as a center for trade, commerce, government, recreation and residence.

2. That essential changes be planned and executed for such improvements as:

    a. Ingress to and from freeways and other major traveled streets.

    b. An adequate circulation system for vehicles.

    c. Adequate parking for passenger and service vehicles.

    d. Mass transit as a component of an areawide balanced transportation system.

    e. Space for pedestrian circulation in accordance with contemporary standards exemplified in modern shopping centers.

3. That planning studies for commercial development be integrated with requirements for residential development contiguous thereto, including community services for education and recreation as well as trade.

4. That local government modernize and enforce building codes to maintain the physical condition of improvements.

5. That local governments design their Capital Improvement programs to enhance the functions of Downtown Areas consistent with their economic potentials.

6. That each community explore available sources of technical and financial assistance through State and Federal agencies for redevelopment and rehabilitation, including availability of full financial assistance for economic and planning studies.

7. That business and government leaders take under advisement the regional dimensions and modifications of tax policies suggested heretofore, which may require changes in legislative procedures and obviate recurring measures to maintain the economic and physical environment.

Economic and physical conditions in Downtown Areas of Orange County are symptoms of maladjustment and neglect common to most urban areas. They require immediate attention by local business and government leadership. The symptoms cannot be further ignored.

NOTES

[1] Gruen, Victor, "The Future of Retailing," Southern Furniture News, April 10, 1961, National Retail Furniture Association, Chicago.

[2] Assembly Bill No. 103, Part 5. Parking and Business Improvement Area Law of 1965, State of California.

[3] Downtown Idea Exchange, August, 1961, National Downtown Association, New York, N. Y.

[4] City of Santa Ana, California, General Plan Program, Technical Report, No. 5, August, 1965.

[5] Earl Kieselhorst, Executive Secretary, Pomona Central Business District, Inc.

[6] Gaffney, Mason, Containment Policies for Urban Sprawl, University of Kansas Publication, Series 27, Lawrence, Kansas.

Gaffney, Mason, Property Taxes and the Frequency of Urban Renewal, National Tax Association, Harrisburg, Pennsylvania.

[7] Community Builders Handbook, Executive Edition, 1960, Urban Land Institute, Washington, D. C.