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ROSEMONT AREA STUDIES

URBAN DESIGN CONCEPT ASSOCIATES
February 1968

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URBAN DESIGN CONCEPT ASSOCIATES

Skidmore, Owings & Merrill
J. E. Greiner Company
Parsons, Brinckerhoff, Quade & Douglas
Wilbur Smith & Associates

Baltimore, Maryland
1001 Cathedral Street
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ROSEMONT STUDY BACKGROUND

Highway Alignment and Neighborhood Values

The Rosemont area is a stable, middle-class Negro neighborhood located in West Baltimore. A condemnation ordinance was passed by the Baltimore City Council on June 19, 1967, for an alignment for Interstate Route I-70N, which would cut through and disrupt the Rosemont area. The impacts of this alignment would be severe; the proposed road would (1) bisect the neighborhood, severing important linkages and isolating some 500 households from the rest of the community, (2) dislocate 68 businesses and institutions which form the focal point of the community and which provide some 490 jobs, and (3) dislocate approximately 880 dwelling units with difficult relocation problems.

The Concept Team's ability to control and determine the highway location as part of its task of designing a road in relation to the neighborhoods through which it passes became a key issue in the Rosemont area. So severe were the dislocation and disruptive impacts of the established "given" highway right-of-way that only a different road location could provide a reasonable solution. This approach appeared feasible in the Rosemont community since an alternative alignment which avoided the area could be found within the large, under-utilized industrial tract that lay just to the south of the neighborhood.

Study Process

Early analysis of the impact of the proposed highway on the Rosemont area led the Concept Team to request permission on December 22, 1967, to study other alternative road locations outside the given condemnation lines. The State Roads Commission Interstate Division for Baltimore City responded on December 26, 1967, by requesting the Concept Team to make a complete presentation of the "Description of Neighborhoods, Reconnaissance of the Freeway Routes, and Characteristics of the Corridors" for a meeting on January 18, 1968, at which the Policy Advisory Board would decide whether alternative alignments could be investigated.

The Concept Team began surveying and analyzing the Rosemont area by examining existing conditions, trends and highway impacts on land uses, community facilities, distribution of activity intensity, pedestrian movement, vehicular movement, building condition, topography and landscape, and the physical form of the area. Members of the Concept Team conferred with residents and organizations within the Rosemont area to determine the community's needs as well as attitudes about the proposed highway. The team found strong support for the notion of changing the route location in order to save the neighborhood.

Simultaneously, the Team's consulting sociologist began examining the neighborhood's stability and socio-economic characteristics, while an

economics consulting team studied trends within the area, the impact of the proposed road, and relocation problems resulting from the dislocation of housing and businesses within the given condemnation lines.

With the study well underway, the Concept Team engineers began examining possibilities for alternative route locations. Two alternatives were chosen for further development and analysis. The interdisciplinary efforts were brought together for a presentation of the study to the Policy Advisory Board.

Decision to Change the Given Alignment

There were several key issues leading to the decision to consider alternative road alignments. For nearly a year the City and the State Roads Commission had been under considerable community pressure to solve the relocation housing problem. The community demanded more equitable compensation for relocation and an increase in the supply of low-cost housing. During this period, the Relocation Action Movement (RAM), The Congress of Racial Equality (CORE), and other community groups were instrumental in helping the community to articulate its demands. Key government officials at the local, state, and federal level were contacted and apprised of the difficulty for Negroes to obtain relocation housing. A moratorium was obtained on acquisition of owner occupied homes until the state legislature guaranteed either replacement value or supplemental payments towards new housing acquisition. Numerous threats were made to physically block construction of the highway.

It was within this context that the Concept Team sought to save a stable neighborhood and document the need for considering alternative alignments. The Team illustrated the range of impacts that the proposed highway would have on the neighborhood and indicated that an alternative route could save some 700 dwelling units from being dislocated as well as approximately 40 businesses and institutions. The alternative route took fewer jobs and fewer homes and went along the edge of the neighborhood rather than bisecting it.

At the same time, a new mayor had been elected and joined the Policy Advisory Board. When the Urban Design Concept Team presented its case to the Policy Advisory Board on January 18, 1968, City and State Roads Commission officials agreed to allow the study of alternative routes outside the condemnation lines in the Rosemont area, recognizing such a decision was responsive to community needs.

Current Status

The Concept Team is presently making further contact with community groups, schools, churches, residents, and businesses in the Rosemont area to determine the proper treatment for the existing neighborhood and of an alternative route location. An alignment presently being studied passes along the southern edge of the Rosemont area between residential and industrial land uses, following the Franklin-Mulberry corridor out to Leakin Park. Intensive legal study is in process to determine how the alternate alignment could pass under Western Cemetery.

Joint development potentials for industrial, commercial and residential uses are under consideration as are environmental programs for code enforcement, staged relocation, and improved employment opportunities.

Concern over the design and location of the expressway has increased among many neighborhood improvement groups and recently a coalition has been formed between these groups and civil rights organizations active in Baltimore to ensure that community-wide demands are articulated and responded to. A dialogue has been established between the community and the Concept Team, and this should ensure that the design recommendations and programs are relevant and responsive to the community's needs.

URBAN DESIGN STUDIES



**ANALYSIS OF THE OFFICIAL
INTERSTATE EXPRESSWAY ROUTE**



January
1968

Baltimore Interstate Highways

Urban Design Concept Associates

Skidmore, Owings & Merrill
J. F. Skidmore, Chairman
J. F. Skidmore, Chairman
J. F. Skidmore, Chairman



BUILDING & LAND USE



January
1968

EXPRESSWAY IMPACT BUILDING & LAND USE

Baltimore Interstate Highways

Urban Design Concept Associates
A Joint Venture

Architecture: George A. Meier
Landscape: University of Maryland
Urban Design: Smith & Associates





January
1968

PHYSICAL FORM CHARACTERISTICS

Baltimore Interstate Highways

Urban Design Concept Associates
& Joint Venture

Designers: George & Merrill
J. J. Gorman Company
Planning: Woodward-Clyde & Associates
Urban Design: J. J. Gorman Company





January
1968

Baltimore Interstate Highways

Urban Design Concept Associates

A Joint Venture
 Landscape Design & Planning
 Urban Design & Planning
 Architecture & Interiors



PHYSICAL FORM CHARACTERISTICS



January
1968

COMMUNITY FACILITIES

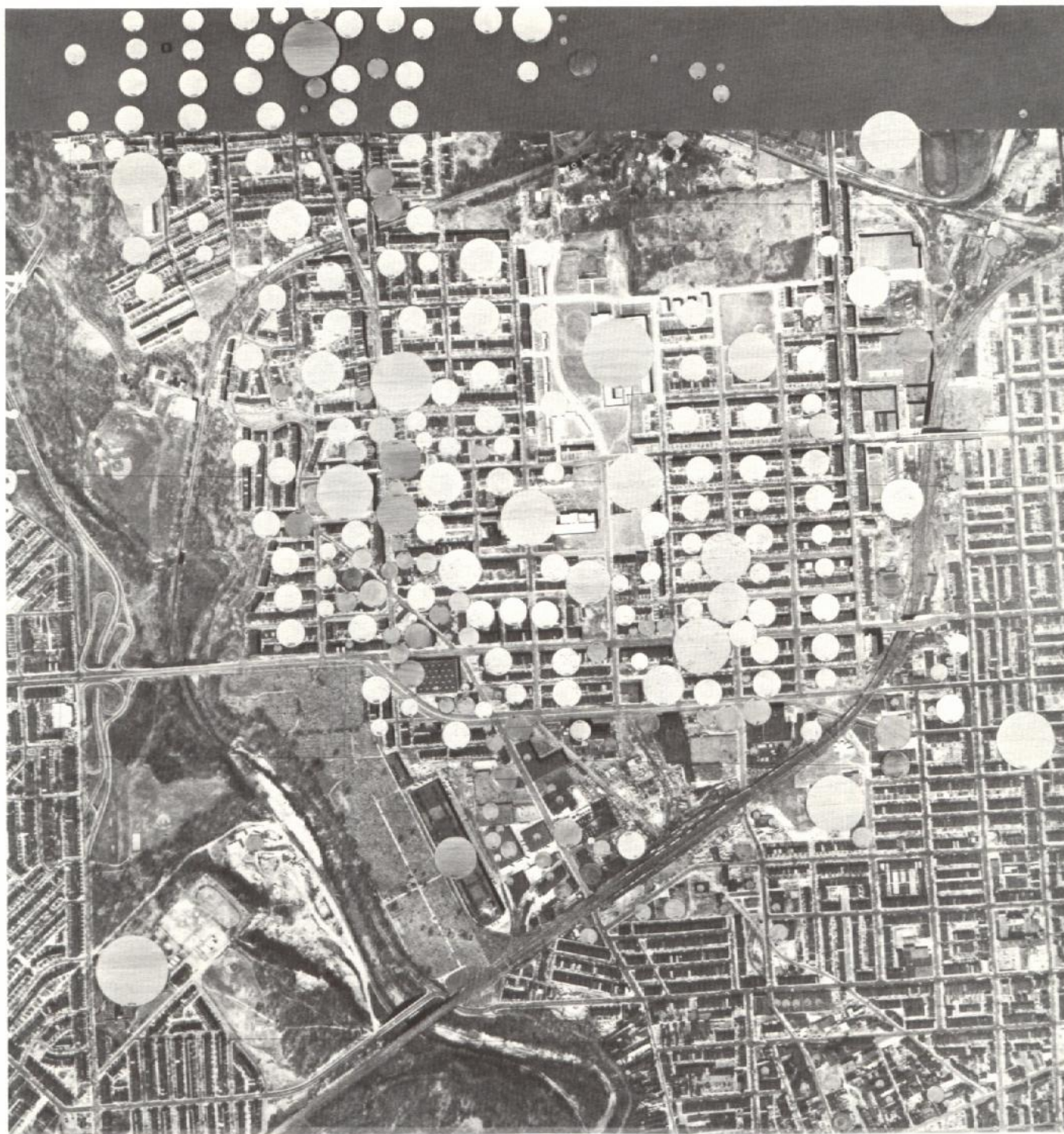
Baltimore Interstate Highways

Urban Design Concept Associates
& Associates

1000 North Broadway, Suite 1000
Baltimore, Maryland 21201
Telephone: (410) 524-1000
Telex: 154444 UDCO







January
1968

ACTIVITY INTENSITY

Baltimore Interstate Highways

Urban Design Concept Associates

A joint venture

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A joint venture
of
Urban Design Concept Associates
and
Urban Design Concept Associates





January
1968

EXPRESSWAY IMPACT ACTIVITY INTENSITY

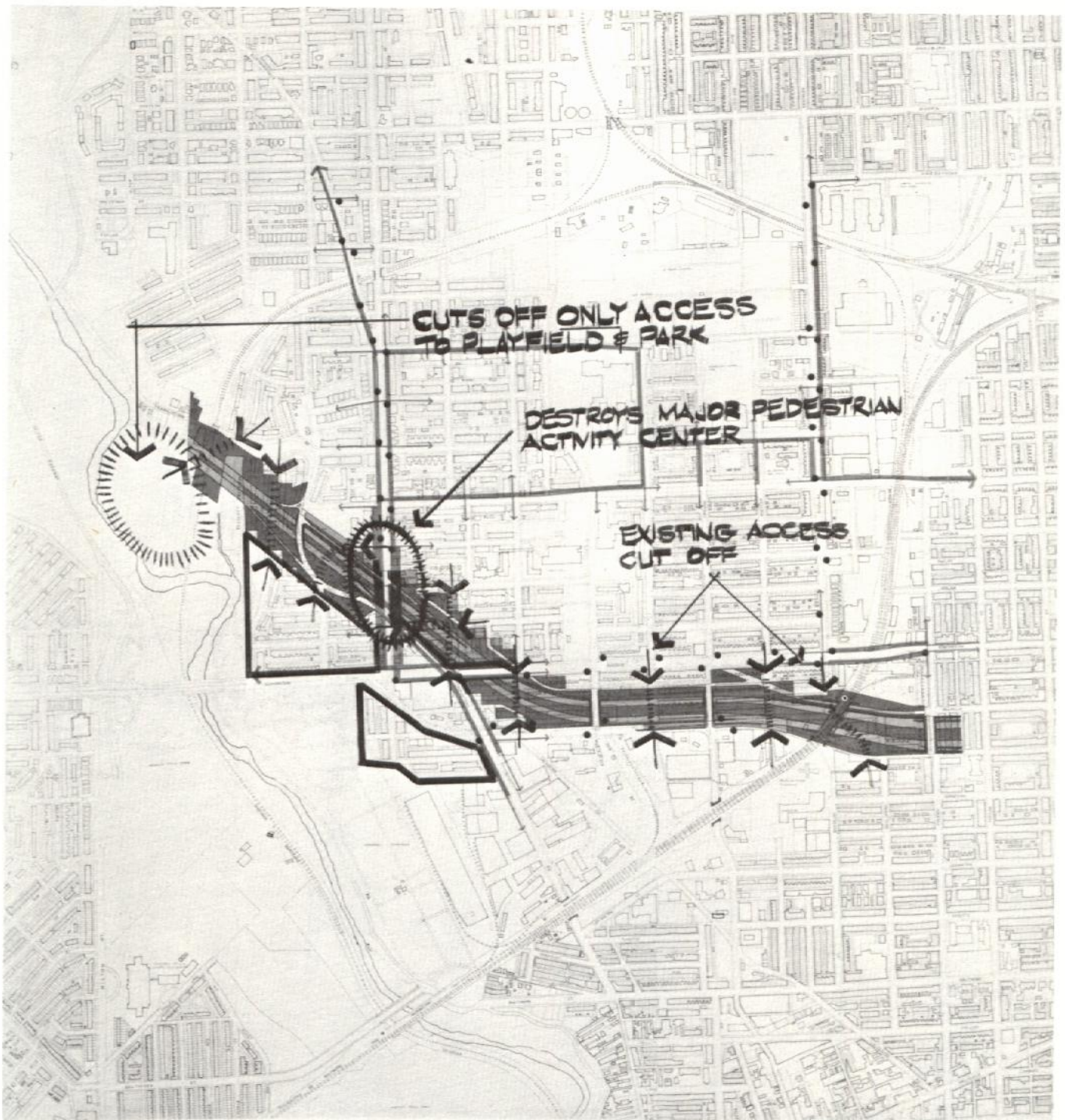
Baltimore Interstate Highways

Urban Design Concept Associates

4 page version

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1968

EXPRESSWAY IMPACT PEDESTRIAN MOVEMENT

Baltimore Interstate Highways

Urban Design Concept Associates

Jefferson, Goss, & Miller
1000 Centre Street, Suite 400
Baltimore, Maryland 21201





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1968

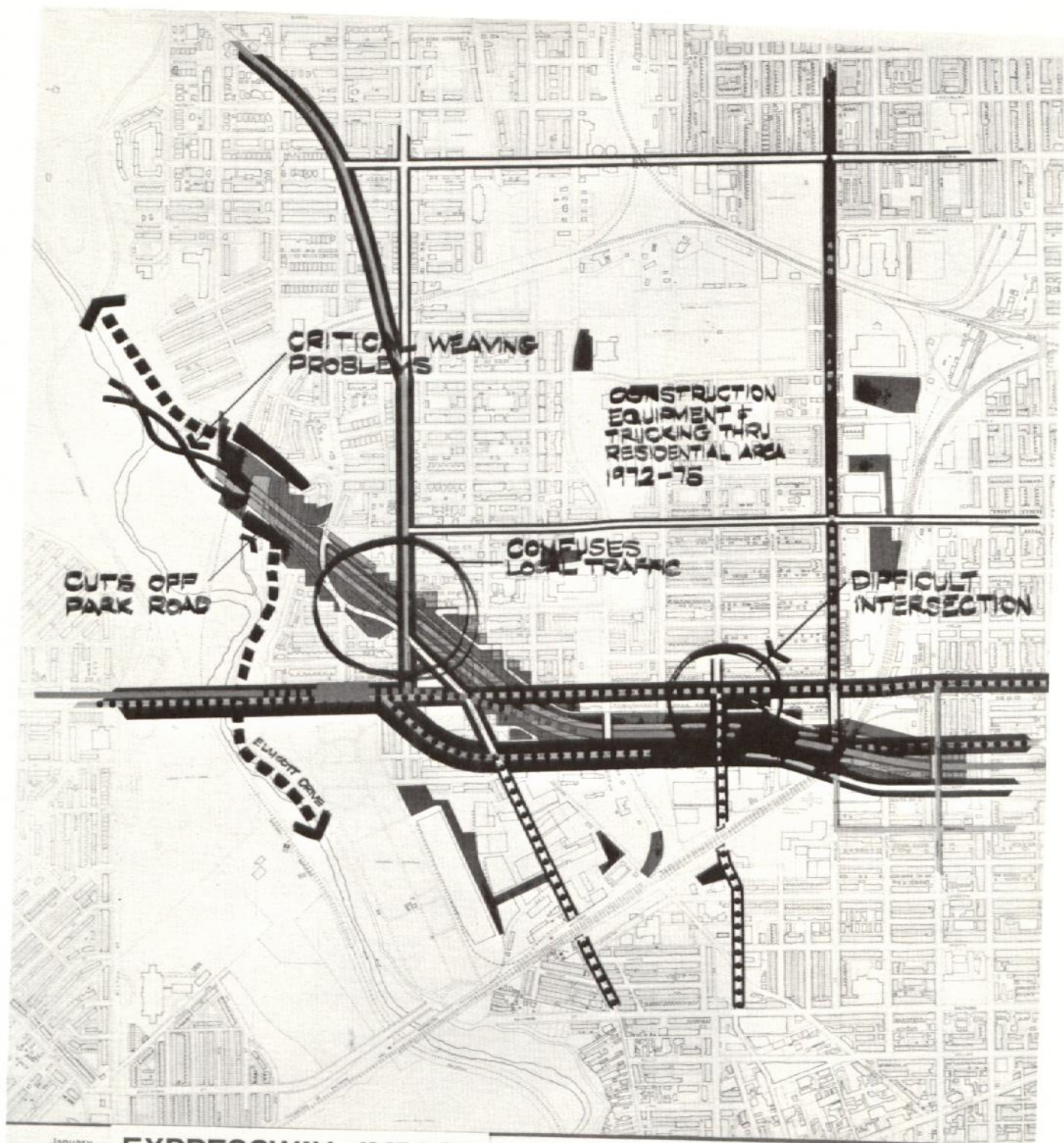
LOCAL CIRCULATION

Baltimore Interstate Highways

Urban Design Concept Associates

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January
1968

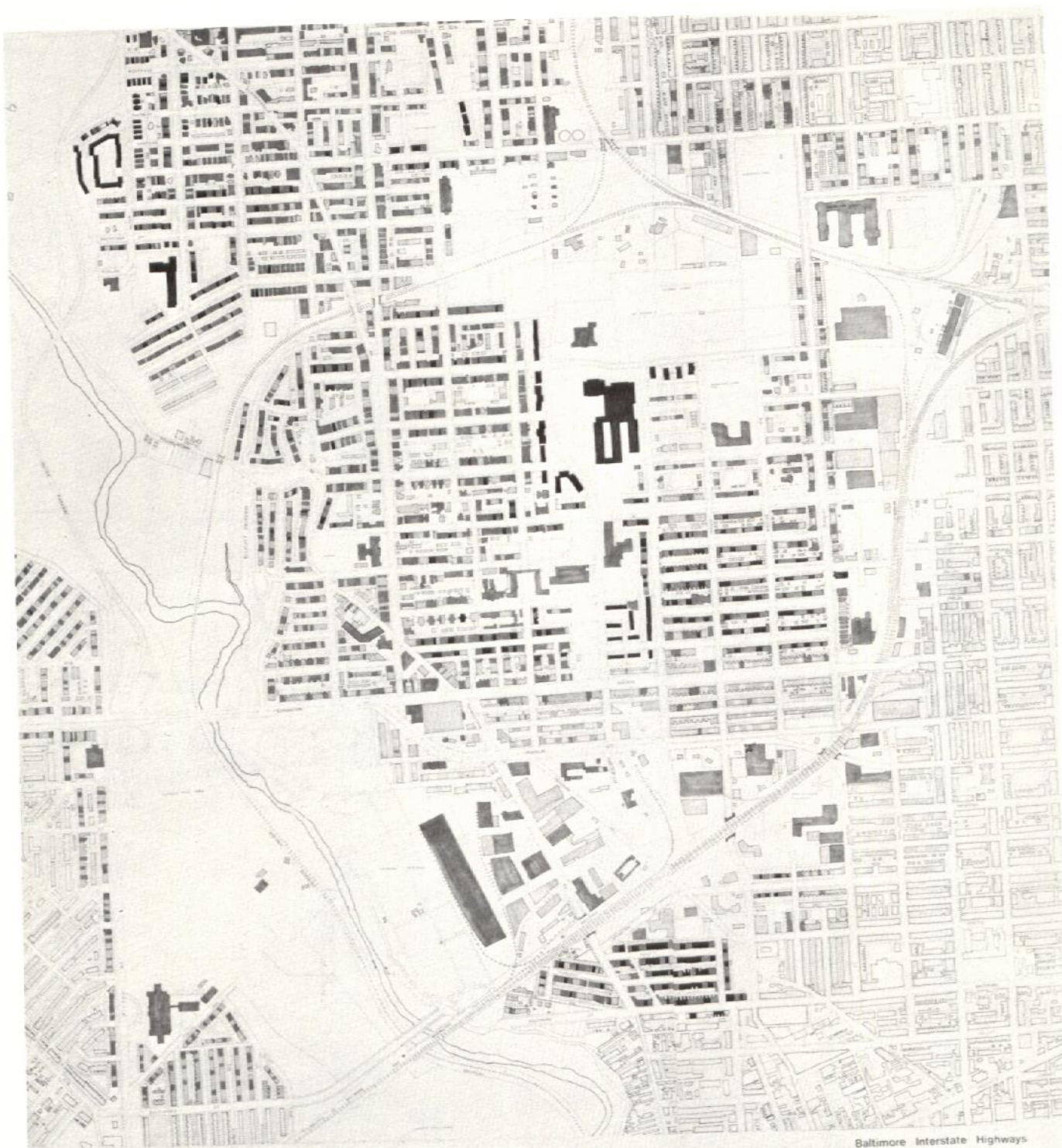
EXPRESSWAY IMPACT LOCAL CIRCULATION

Baltimore Interstate Highways

Urban Design Concept Associates
a joint venture

Washington, D.C. & Miami
A. J. Johnson, Principal
R. J. Johnson, Principal
R. J. Johnson, Principal
R. J. Johnson, Principal





January
1968

EXTERIOR BUILDING QUALITY

Baltimore Interstate Highways

Urban Design Concept Associates

Architects, Engineers & Planners
1000 North Street, Suite 1000
Baltimore, Maryland 21202





January
1968

EXPRESSWAY IMPACT

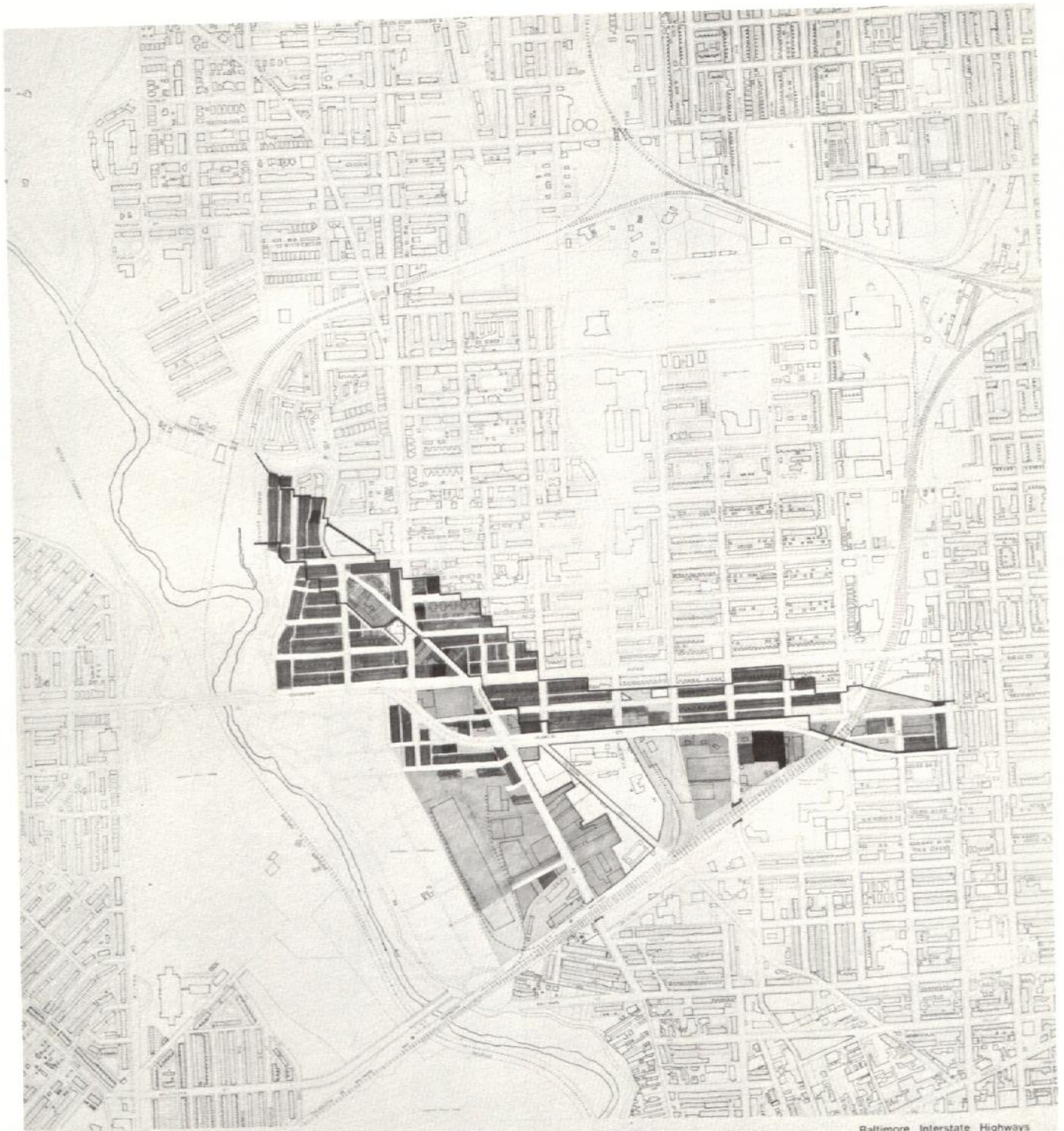
EXTERIOR BUILDING QUALITY

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Telephone: (410) 524-1100





January
1968

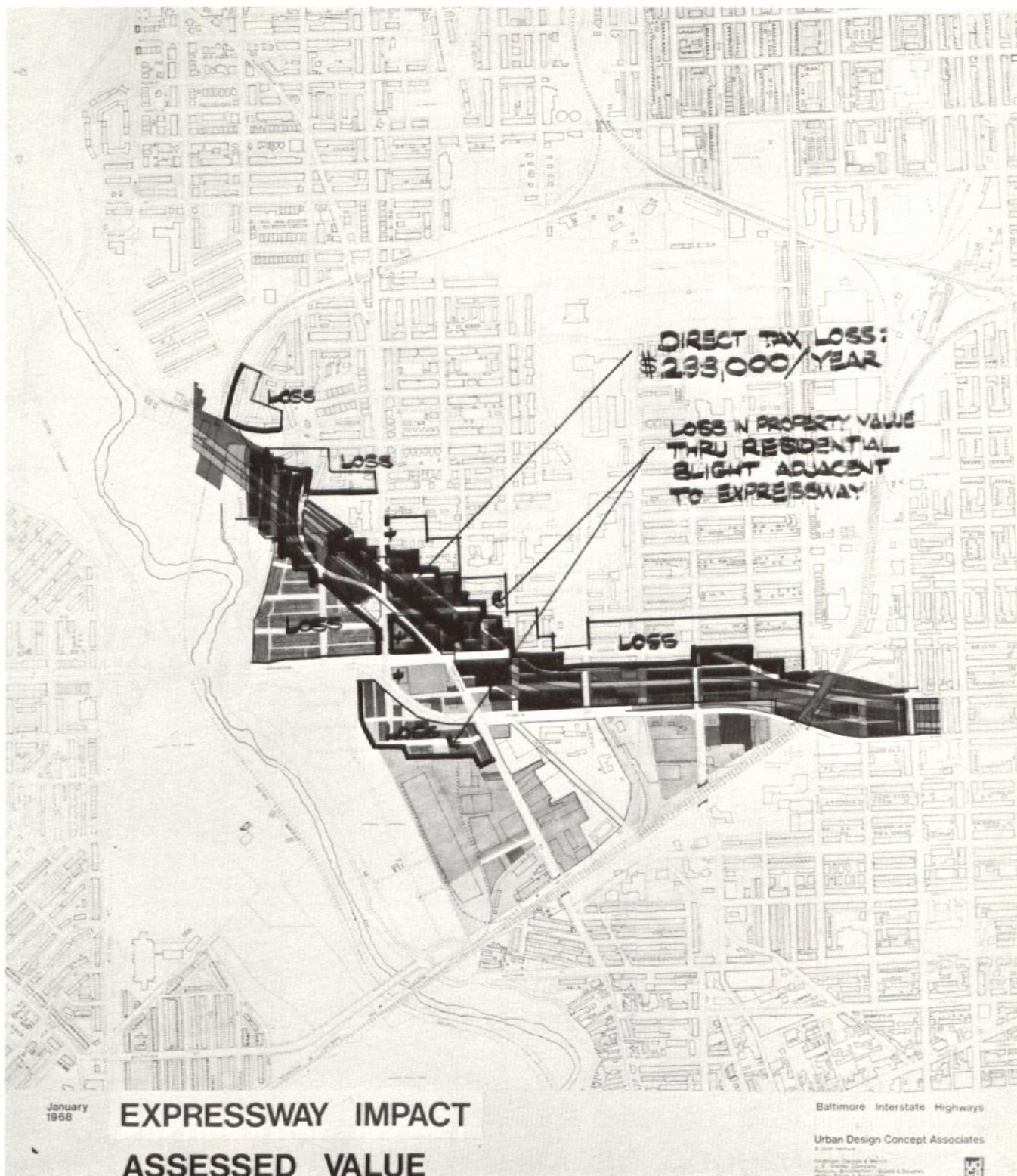
ASSESSED VALUE

Baltimore Interstate Highways

Urban Design Concept Associates

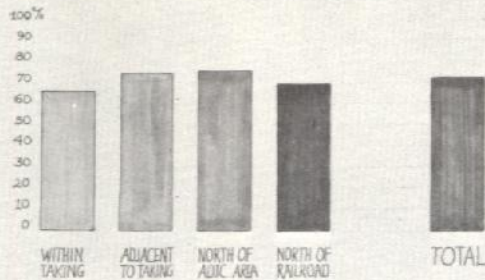
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of
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and
Urban Design Concept Associates & Designers





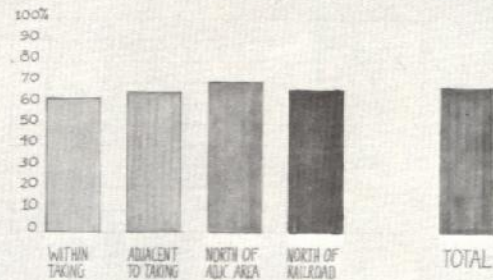
OWNER OCCUPANCY

PER CENT OF OWNER OCCUPIED UNITS



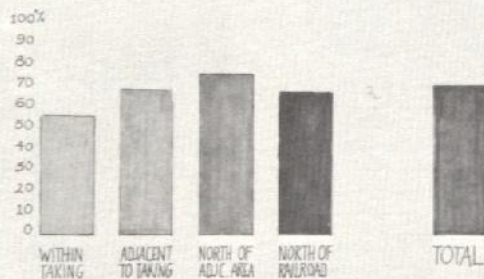
LENGTH OF RESIDENCE

PER CENT RESIDING IN AREA OVER 10 YEARS



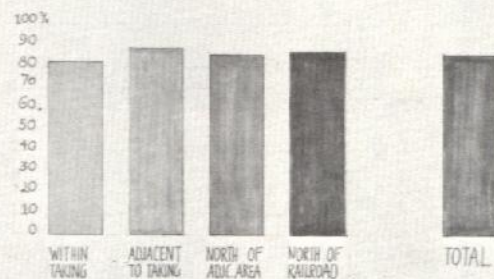
AGE OF HEAD OF HOUSEHOLD

PER CENT OVER 50



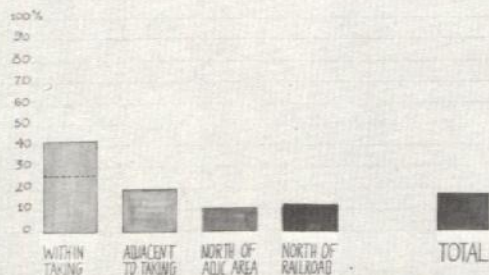
FAMILY STRUCTURE

PER CENT OF FAMILIES CONSISTING OF BOTH HUSBAND AND WIFE



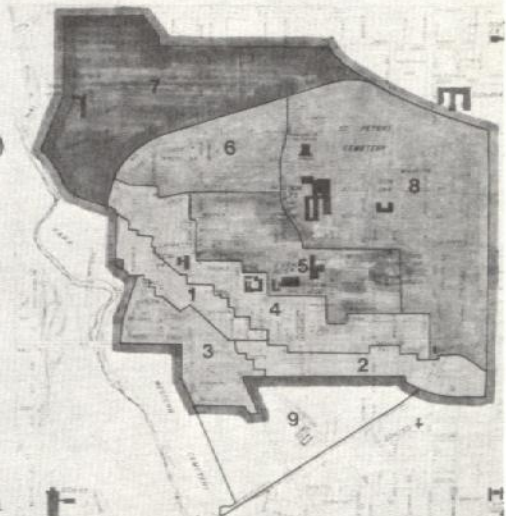
PLAN TO MOVE

PER CENT OF AFFIRMATIVE REPLIES TO QUESTION: "DO YOU HAVE ANY PLANS TO MOVE OUT OF THE AREA?"



SOURCE: 1968 FAMILY SURVEY DATA

KEY MAP



January 1968

Baltimore Interstate Highways

Urban Design Concept Associates

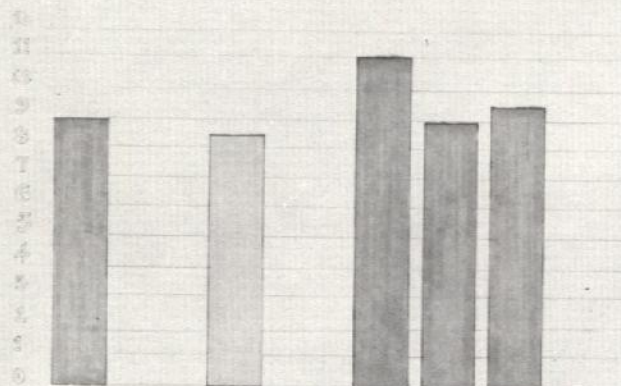
Washington, D.C. Office
J. K. Sweeney, President
Planning, Architecture, Urban Design
Robert Smith & Associates



NEIGHBORHOOD STABILITY

EDUCATION

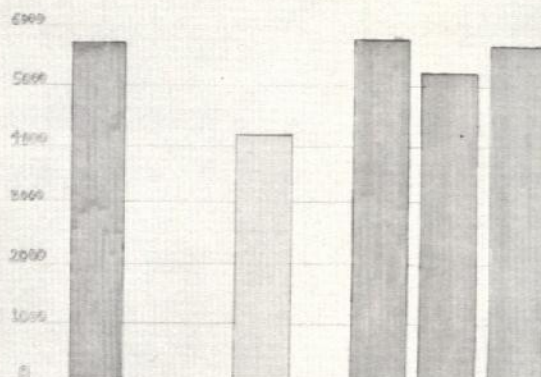
MEDIAN SCHOOL YEARS COMPLETED



CITY WIDE. NEGRO. 1955, 1966, 1967.
BALTIMORE CITY ROSEMONT

INCOME

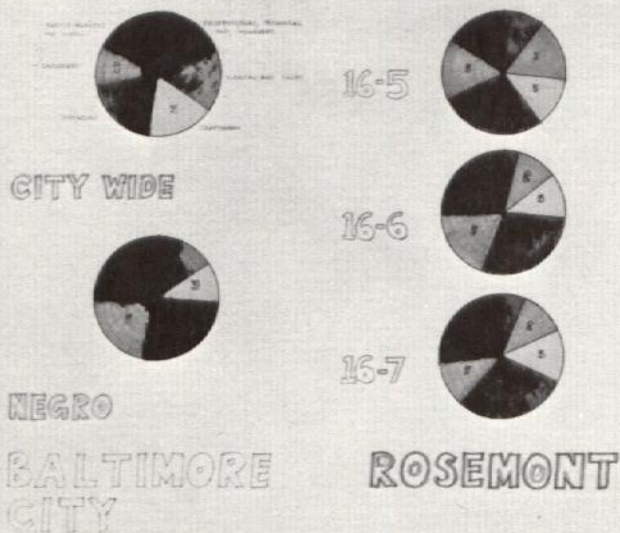
MEDIAN FAMILY INCOME



CITY WIDE NEGRO 1955, 1966, 1967.
BALTIMORE CITY ROSEMONT

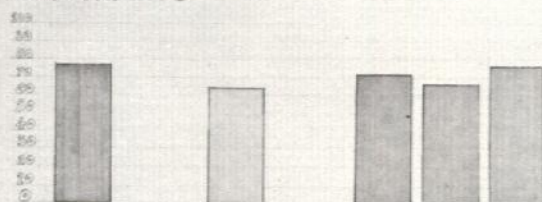
OCCUPATION

MALE, EMPLOYED

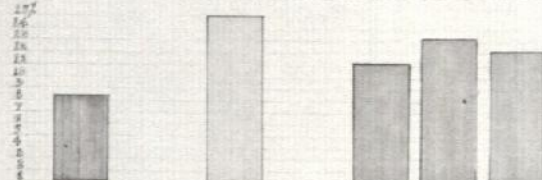


FAMILY STABILITY

PROPORTION OF CHILDREN UNDER 18 LIVING WITH BOTH PARENTS



PROPORTION OF WOMEN SEPARATED AND DIVORCED



CITY WIDE NEGRO 1955, 1966, 1967.
BALTIMORE CITY ROSEMONT

SOURCE - 1960 CENSUS DATA

January 1968

SOCIO - ECONOMIC CHARACTERISTICS

Baltimore Interstate Highways

Urban Design Concept Associates

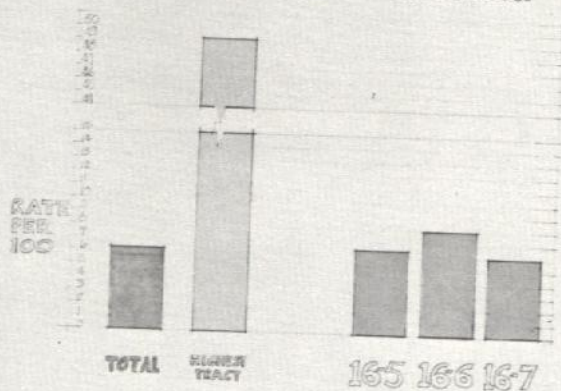
A joint venture

Designers, Engineers & Planners
1110 University Avenue
Baltimore, Maryland 21201
William Smith & Associates



ADULT CRIME

ESTIMATED NUMBER OF ARRESTS PER 100. ADULTS 16 YEARS OLD AND OVER, FOR 1963.

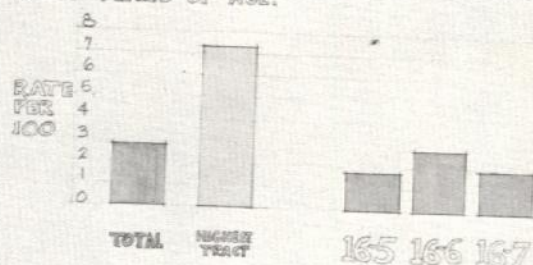


BALTIMORE CITY

ROSEMONT

JUVENILE DELINQUENCY

BALTIMORE CITY JUVENILE COURT DISPOSITIONS RANKING BY CENSUS TRACT - BASED ON AVERAGE ANNUAL NUMBER OF JUVENILE COURT CASES DISPOSED OF FROM 1960-1961 PER 100 CHILDREN 2-15 YEARS OF AGE.

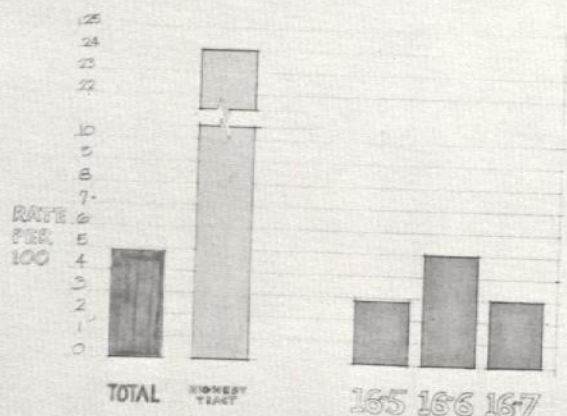


BALTIMORE CITY

ROSEMONT

WELFARE DEPENDENCY

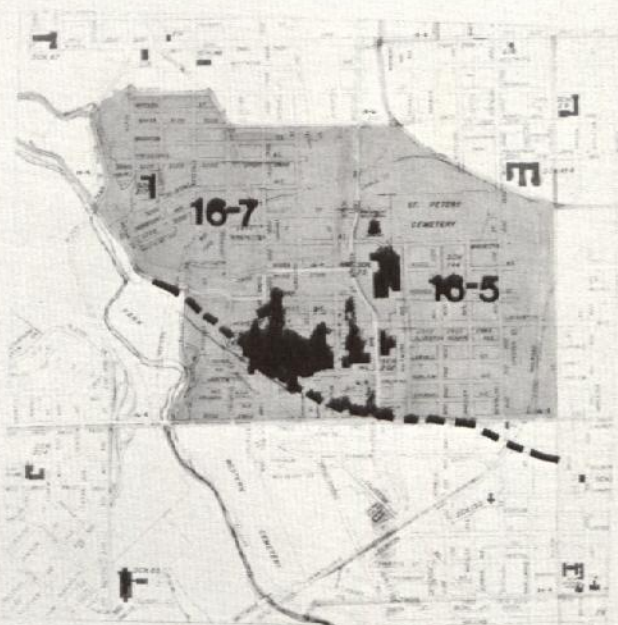
BALTIMORE CITY FINANCIAL DEPENDENCY RATE RANKING BY CENSUS TRACT BASED ON ESTIMATED PERCENTAGE OF PERSONS DEPENDENT UPON PUBLIC FINANCIAL ASSISTANCE, JANUARY 1, 1964.



BALTIMORE CITY

ROSEMONT

KEY MAP



SOURCE: 'SMALL AREA ANALYSIS OF POVERTY AND SOCIAL PROBLEMS IN BALTIMORE' HEALTH AND WELFARE COUNCIL NOVEMBER 1964

January 1968

SOCIAL PROBLEMS

Baltimore Interstate Highways

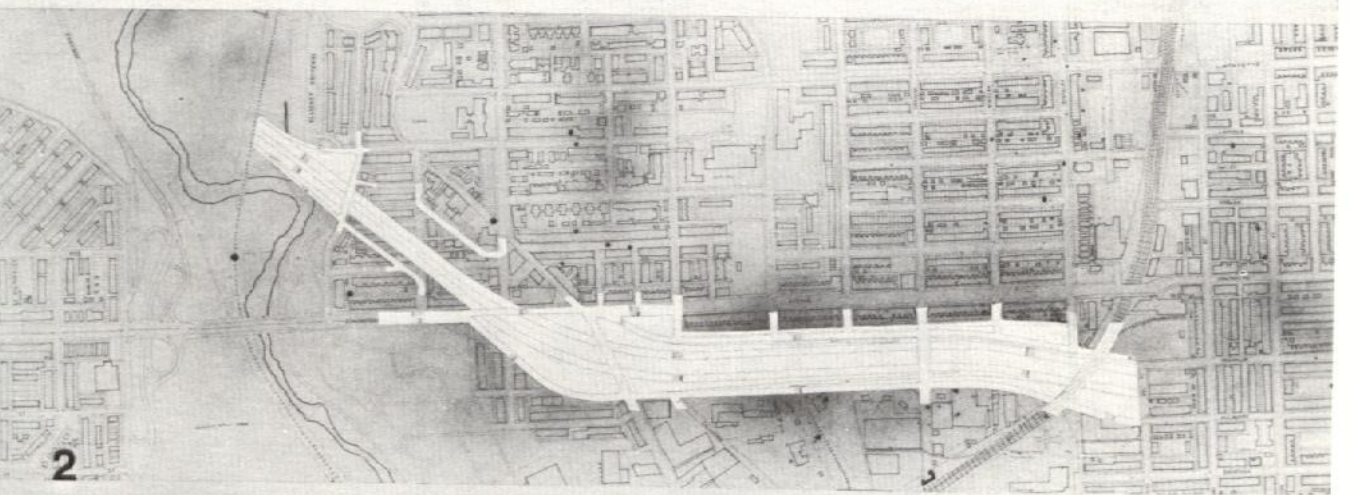
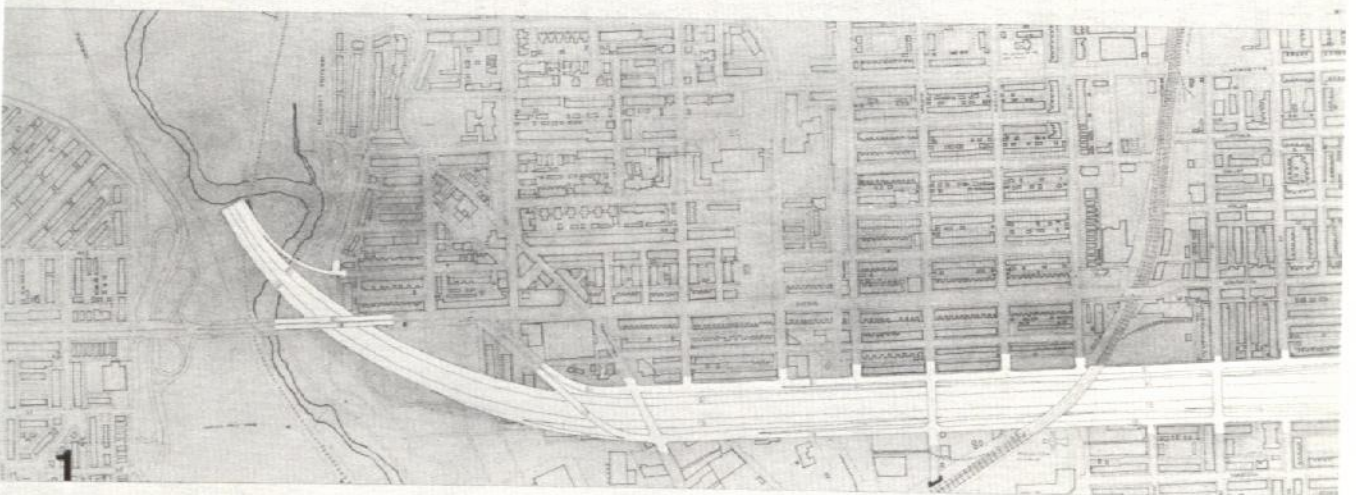
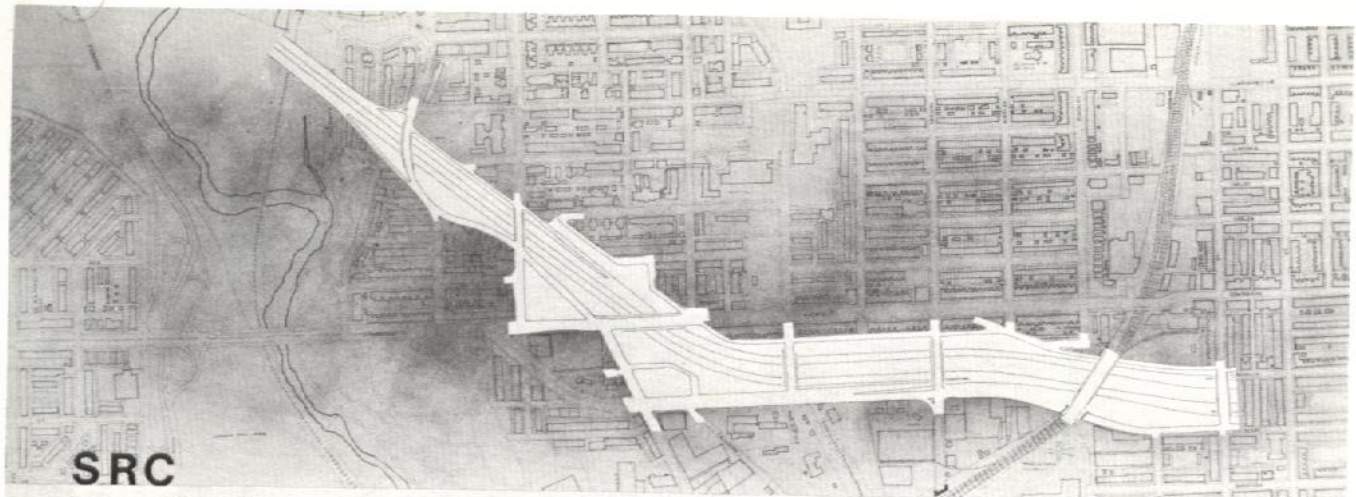
Urban Design Concept Associates

Geography, Planning & Design
J. E. Grier, Chairman
F. B. Grier, Vice Chairman
F. B. Grier, Secretary
F. B. Grier, Treasurer





ALTERNATE ROUTE STUDIES



January
1968

SRC AND ALTERNATE ROUTES

Baltimore Interstate Highways

Urban Design Concept Associates

A Joint Venture
Frederick George & Merrill
F. A. Smith, Architects, Planners & Designers
Walter Smith & Associates





SRC



1



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January
1968

SRC AND ALTERNATE ROUTES

Baltimore Interstate Highways

Urban Design Concept Associates
A Joint Venture

Shelton, Goff, & White
J. M. Goff, President
Shelton, Goff, & White
Shelton, Goff, & White



COMPARISON OF DISPLACEMENT BY ALTERNATIVE INTERSTATE ROUTES

	<u>SRC ROUTE</u>	<u>ALT. 1</u>	<u>ALT. 2</u>
Residential Units	880	180	640
Business			
Retail	30	13	23
Personal Services	19	0	4
Other Commercial	4	3	2
Industry	6	6	2
Institutional	6	1	1
Government	0	3	1
Office	<u>3</u>	<u>1</u>	<u>9</u>
	68	27	42
Employment	490	420	460

CONSULTANT STUDIES

PRELIMINARY CONCLUSIONS ON SOCIAL IMPACT OF THE OFFICIAL INTERSTATE
EXPRESSWAY ROUTE UPON THE ROSEMONT AREA

G. W. Grier

The expressway's current route goes through Rosemont, a highly stable, middle-class homeowner neighborhood, now virtually all-Negro in occupancy. In every important respect, this neighborhood is on a par with citywide norms for social stability and socio-economic status. The expressway will:

1. displace over 800 households, mostly solid middle-aged and elderly homeowners who have lived in their present dwellings for over a decade. Because they are Negro, these families will face great difficulty in finding homes of equal attractiveness in areas open to them.
2. cause severe economic hardship to many of those displaced (at least under present condemnation procedures); and endanger the investments of hundreds more whose homes lie just outside the taking line. The economic burdens will be exacerbated for the nearly one-fifth of households whose heads are retired.
3. bisect the area, isolating a small triangle of nearly 400 households from schools as well as from most churches and other neighborhood facilities.
4. displace 68 businesses providing jobs for 480 persons; wipe out the majority of the commercial facilities serving the Rosemont area; and separate the bulk of the neighborhood from three supermarkets which now supply the food requirements of two-fifths of its households. Shopping for everyday needs will become especially difficult for the 40 percent of Rosemont households which do not own cars.
5. possibly tip the entire neighborhood into rapid decline, if those residents of sections adjoining the route who leave as a result of disruption and inconvenience caused by the freeway are replaced by others not of the same high calibre.

This preliminary report is based chiefly upon surveys of the area just completed by the Urban Design Concept Team with the aid of its economic and social consultants. A total of 138 face-to-face interviews and 272 telephone interviews were conducted with residents;

31 businessmen were also surveyed, together with a small number of key community leaders. These interview data were supplemented by field observations as well as by data from the U.S. Census and municipal agencies.

The major findings are summarized below:

Social Stability and Cohesiveness

In every important respect, Rosemont qualifies as a highly stable and cohesive neighborhood. Such indices as rate of home ownership, length of residence, recent investment in property, organizational activity, etc., indicate that most residents possess a high degree of attachment to home and neighborhood.

Home ownership--Rosemont has a substantially higher rate of home ownership than Baltimore City as a whole. In 1960 its proportion of homeowners was 71 percent, vs. 55 percent for the city. The Concept Team's 1968 survey indicates that this level of ownership has been maintained, with 72 percent of all households interviewed owning their residences. A high rate of ownership exists generally throughout the area, both within the condemnation zone and outside it.

Length of residence--Rosemont underwent rapid transition from white to Negro occupancy during the mid-1950's. The 1968 survey indicates that the neighborhood has since maintained exceptionally high stability, with over 80 percent of all owners having resided in their present homes between 11 and 20 years. For renters the length of residence is naturally shorter, yet 40 percent have resided in their homes 6 years or more.

Investment in properties--One important measure of attachment to home and neighborhood is extent of recent investment in improving the property. Of almost 300 owners responding to the question, 57 percent said they had done some remodeling (other than painting) since 1960. Almost half of these (46 percent) had spent \$1,000 or more; 14 percent, \$2,500 or more.

Age of residents--Rosemont is predominantly an area of middle aged and elderly householders. Sixty percent of all household heads are age 50 and over, and one-fifth are past 65. These facts are doubtless related to the high level of stability; middle-aged and elderly households are among those least likely to move.

Plans to move--In the Rosemont area as a whole, only 18 percent of residents have plans to move from their present homes. This figure is well within normal limits of mobility for urban neighborhoods. Within the condemnation lines, however, 43 percent plan to move. But when asked if they would still move if the freeway were not coming through, fully half of these said they would prefer to stay.

Organizational activity--Interviews with key community leaders (ministers, officials of neighborhood associations, etc.) indicate a rather high level of social cohesiveness as evidenced by organizational activity. A number of churches and civic associations are active in the area. Community leaders also confirmed that residents feel a high degree of pride in their homes and attachment to the area. Typical of the quotes is this from a clergyman: "the people have great pride and respect for their property and the appearance of their homes."

Socio-Economic Status

Rosemont scores well on such indices of socio-economic achievement as income and education. Most of its residents, who are almost totally Negro, have achieved higher in these key respects than the average Baltimorean without regard to race.

Educational level--Educational attainment in two of three Rosemont census tracts exceeds the citywide median. All three tracts substantially exceed the citywide level for Negroes alone.

Income--As with education, median 1959 family incomes in two out of three Rosemont tracts exceeded the citywide average regardless of race. All far exceeded the citywide median for Negroes. The 1968 survey indicates that median incomes have risen substantially since 1959, probably approximating the increase for the city as a whole. Nearly one-fifth of the area's household heads are now retired, however, and dependent on fixed and limited incomes.

Occupational distribution--Despite its relatively high standing on income and education, the proportions of Rosemont workers in professional, "white collar" and craftsman jobs are well below citywide norms--though relatively high for Negroes. Rosemont residents, therefore, have managed to achieve a comparatively high level of economic security against barriers of

discrimination which have restricted many to lower-level jobs despite better-than-average educations.

Family stability--Measures of family stability show Rosemont families to be somewhat less stable in marital relationships than citywide norms regardless of race, but considerably more stable than the average for the city's Negro families.

Social problems--Three measures of social problems (adult crime, juvenile delinquency, and welfare dependency) show that the incidence of these problems in Rosemont is about on a par with citywide averages, and a small fraction of the levels prevailing in the city's worst neighborhoods.

HIGHLIGHTS & CONCLUSIONS ON THE ECONOMIC IMPACT OF THE OFFICIAL
INTERSTATE EXPRESSWAY ON THE ROSEMONT AREA

Real Estate Research Corporation

Following are the highlights and conclusions reached by Real Estate Research Corporation with regard to the economic impact of the proposed Interstate 70-N Expressway on the Rosemont Neighborhood of Baltimore City.

Impact on Business and Employment

- There are 68 businesses and institutions which will be displaced by the expressway taking.
- The largest number of firms to be displaced are retailers (30), with the second largest representing personal services (19). Together, these include nearly 72.5 percent of the business firms to be displaced.
- A wide range of stores and facilities are to be taken. Fourteen different types of retail and personal service facilities are listed in the report.
- An estimated 490 employed persons will lose their jobs as a result of the taking through Rosemont.
- The expressway will become a significant barrier between those residents of Rosemont living north of the condemnation line and the three supermarkets on Franklinton Road.
- The three major supermarkets located along Franklinton Road just south of the expressway condemnation line will lose between 20 percent and 30 percent of their present business.

Loss in Tax Revenue

- At the present tax rate the taking will result in a direct loss in tax revenue of about \$233,000 per year.
- In our opinion a decline in market value and therefore ultimately in assessed value and tax revenue can be

anticipated in some of those properties immediately adjacent to the condemnation lines on the north and the south.

Generally, we are of the opinion that 1) the Rosemont area is a stable neighborhood considering both land use and residents, and 2) that the present expressway alignment will have serious repercussions on the neighborhood's business and create severe relocation problems.

HIGHLIGHTS OF POSSIBLE DISPLACEMENT OF HOUSING AND BUSINESS AFFECTED
BY THE OFFICIAL INTERSTATE EXPRESSWAY ROUTE IN THE ROSEMONT AREA

Morton Hoffman and Company
Urban and Economic Consultants

Abbreviated socio-economic characteristics of households and businesses located in the expressway's impact area and narrower right-of-way alignment are presented below.

Sample surveys were conducted of households and businesses located in the Rosemont area, and an inventory of business establishments was undertaken.

A. HOUSING

Approximately 880 families within the taking area are expected to be displaced. In the total Rosemont area, 72 percent of the households own their homes. Of these homeowners, 71 percent are 50 years or older. Sixteen percent of all household heads are retired.

There is a strong single-family structure orientation in the area; 89 percent of owners and 58 percent of renters occupy 6 or more rooms. The median size of household is 3.4 persons.

Evidence of neighborhood stability is shown by three factors: a) 87 percent of homeowners have lived in the area for 11 or more years, with the median length of residence 15.4 years; b) 62 percent of households contain both husband and wife; and c) 57 percent of homeowners in the Rosemont area have remodeled since 1960, of whom 32 percent have spent \$1,500 or more.

The median income of all households in the entire Rosemont area is \$6,219; \$6,516 for owners and \$5,590 for renters.

The median value of properties on today's market, according to the respondents, is \$8,953. The median gross rent is \$121.

Approximately 43 percent of homeowners in the taking area plan to move from the area at present. However, if the expressway were not built, only 27 percent would move.

B. BUSINESSES

Highlights of the business survey findings include the following for firms to be displaced in the right-of-way:

The largest number of firms to be displaced are retailers, with the second largest representing personal services. Tenure is almost evenly divided for firms included in the survey.

Total estimated employment of business firms to be dislocated equals 490, with about 45 percent representing industrial, wholesale and related services.

About 75 percent of employees in business firms to be displaced reside outside the Rosemont neighborhood.

Slightly more than 60 percent of all firms to be displaced have been operated at their present locations for a period of 10 years or more. About two-thirds of the firms to be displaced report their service area to be the Rosemont neighborhood.

Nearly 84 percent of the firms interviewed reveal that they will continue operations at another location after displacement. The greatest projected mortality is for retailers, with 26.5 percent expected to discontinue their businesses.

C. IMPLICATIONS OF DISPLACEMENT

Some of the major problems arising from displacement for both households and businesses are:

1. The relationship of "fair market" to "replacement" value for residential and certain nonresidential uses.
2. The timing of compensation between announced highway taking and actual construction.
3. Financing requirements facing certain segments of the displaced residential and business population, particularly the disadvantaged and the elderly.

Specific problems confronting households to be displaced include:

1. Availability and timing of relocation resources, particularly for the elderly, nonwhite and other disadvantaged groups.
2. Homeowners in the Rosemont area will be affected by: depressed value of their housing stock as compared to related areas for condemnation award purposes, largely nonrecoverable expenditures for remodeling and other improvements; limited equity available for home acquisition after displacement;

troublesome financing requirements for the elderly and lower-income homeowners; and conversion of a number of former owners to renter status.

3. For Rosemont's renter households, the movement of families to be dislocated from the right-of-way may affect residential turnover and mobility in adjacent areas. As noted, renters in the taking area tend to pay higher rents in the immediate area coupled with a decreased supply of housing in the low-and moderate-income surrounding neighborhoods available to other families.

Problems of particular significance stemming from business displacement in the Rosemont area include:

1. The problem of survival during the interim period between announcement and construction of the highway project, including depressing effects on business activity, leading to difficulties in tenant-landlord relationships.
2. Accumulated income losses during the demolition and construction period for those firms remaining in the impact area.
3. Interruption of income and possible loss of markets during the period of reestablishment at new locations by firms displaced. Problems will be particularly severe for those business operators who are elderly and whose mobility (physical, social, and economic) is impaired.
4. A certain loss of livelihood for business operators, whether owner or renter, and their employees for those businesses which discontinue operations.

COMMUNITY OPINION

Respondents interviewed during the household survey (January 9 through 12, 1968) had two opportunities to offer their comments and opinions, in the course of answering the following questions:

"Do you have any plans to move out of the area? Yes or No. Why;" and, "If the expressway was not built and this neighborhood remained the same, would you prefer to remain or move out?"

A selection of these comments, by both homeowners and tenants as written down by the interviewers follows:

"We keep up our property and we take pride in it. We're fighting this expressway. We don't want to face the expressway, but if it pays me a fair amount I'll have to move rather than look out with the expressway under my nose, but we don't want to move. If it was a blight area we wouldn't care, but we all worked hard for what we have and don't want to move unless I am forced to."

"We are too old to move. We just have a few dollars to pay and it's all ours and nobody will sell to old folks. They won't give us a mortgage. It's just awful. I hope we don't have to move. I didn't want to, but if they're building the expressway, we'll have to."

"We're getting too old to buy another. After you live in a home for seventeen years, you don't want to move! We have our house paid for and my husband has been sick and had to take a lower paying job, so it would be a terrible hardship on us unless they gave us an awful good price for this house. I don't want no apartment - I've had a house all my married life and I couldn't stand to be cooped up in no apartment."

"We're trying to find out just how close it will come to us. Nobody seems to know exactly. We wouldn't like living so close to an expressway but we're too close to retirement to think about buying another house."

"Don't want to leave unless we have to. Children are close to school and we hope to be all paid for soon and its awful to leave when you're used to things. I'll get 90 days notice and have to find us a place. If it's o.k., I'll go - otherwise I'll have my hands full."

"We've put so much money into the house;" "We're settled - our children are in school here;" "The home will soon be paid for and we want to send the children to college; the money would go to a house if we had to move. . . ."

Comments from renter families range from "I'm not thinking about it unless I have to," to a desire to move because "people around here

are letting their property go down - landlord keeps saying no use to do anything because of highway, and you know they just don't do like they would if the expressway wasn't worrying them...."

"I like the neighborhood. I get along with everyone here, but the house is going to pieces, and I can't get the landlord to do a thing."

One renter sums up the feeling of those who wish to remain for convenience, for neighborhood, schools and transportation: "We're not the moving type. A home is the same whether you rent or buy.....want to stay settled: expressways are for people who have cars."

ROSEMONT ROUTE LOCATION

Comparison of Alternative Routes

The impending construction of Interstate Highway I-70N through the Rosemont community led the Urban Design Concept Team to undertake a study of the possible effects of the roadway upon the community.

The official alignment, approved by the City of Baltimore and State of Maryland in June 1967, proposed to cut through the Rosemont area, displacing between 800 to 900 homes, seriously disrupting the commercial center and isolating a part of the community. As the housing market for Negro families in Baltimore is severely limited and the annual displacement of persons by present public projects is already high, the relocation problem itself is critical.

On the basis of preliminary analysis of the impact of the proposed highway on the Rosemont area, the Urban Design Concept Team, on December 22, 1967 requested permission to study other alternative road locations outside the given condemnation line. On December 26, 1967 the State Roads Commission Interstate Division for Baltimore City responded, granting the Team this permission, and requesting that the Team prepare a complete presentation of the "Description of Neighborhoods, Reconnaissance of the Freeway Routes, and Characteristics of the Corridors" for a meeting on January 18, 1968, at which time the Policy Advisory Board would decide whether alternative alignments could be investigated.

Studies were conducted of existing conditions and trends in the Rosemont area. Members of the Concept Team conferred with residents and organizations within the Rosemont area to determine the community's needs as well as attitudes about the proposed highway. Concluding that there was a great necessity and strong support for changing the route location in order to save the neighborhood, the Urban Design Concept Team, on January 18, 1968 made a formal presentation to the Policy Advisory Board, requesting permission to study two alternative routes outside the condemnation line in the Rosemont area. The necessity was acknowledged and permission to proceed with investigations was given to the Team.

The Concept Team's first study was to analyze the feasibility of a highway alignment which, by passing along the edge of an under-utilized industrial area just south of the community and tunnelling under Western Cemetery, avoided the residential community. Phased relocation plans, which would allow the industrial firms with localized market areas to relocate on nearby under-utilized land, were developed. The Team illustrated the possibility of employment and commercial facilities, which could serve the Rosemont area as well as the rest of West Baltimore, that could be built over part of the highway.

Upon reviewing the findings at this point, the State Roads Commission and officials from the Bureau of Public Roads suggested that the Team focus on the benefits the various alignments may offer in view of the respective costs. The costs examined included not only the traditionally used highway construction cost, but also the cost to restore the neighborhood.

On April 18, 1968, the Urban Design Concept Team gave a formal presentation to the Policy Advisory Board, exposing the conclusion derived from a cost-benefit analysis study that had been conducted on each of the four alignments.

In addition to the official route (Alignment 1), three basic locations are possible in the Rosemont area:

Alignment 2

This route reduces the displacement of residents as well as business and institutional establishments. It follows an edge of the industrial tract south of Rosemont, providing the opportunity to buffer this tract from the residences as well as to increase the access and visibility to the industrial area.

This route avoids the commercial core and reduces the displacement of housing by passing parallel to the official route and just south of it. This route avoids the nearby Western Cemetery.

Alignment 3

This route was selected to capitalize on the advantages of alignment 2 and to minimize even further residential and job displacement by avoiding commercial facilities and reducing the impact on housing. The route cuts through a corner of Western Cemetery.

Alignment 4

This route is similar to Alignment 3, however it cuts straight out through the cemetery, minimizing platform length potentially required in the cemetery. It reduces housing displacement as well.

Displacement Comparison

Any of the considered alignments necessitates significant relocation of families and/or firms. The accompanying displacement chart summarizes the displacement load of each alignment. In comparing these figures, it is relevant to note the difficulties encountered in relocating families. Alignment 1, the official route, displaces 880 families compared to Alignment 2, 3 and 4, which displace 431, 329 and 211 respectively.

The displacement of business, industrial and institutional establishments places a relocation burden on those displaced and represents a loss to the community served by these establishments. Alignment 1 displaces 68 establishments, most of which service the immediate neighborhood. Alignment 2 displaces 76 establishments; Alignments 3 and 4 each displace only 31 establishments, most of which are not functionally tied to the immediate locale.

Cost Comparison

The cost chart represents a summary comparison of the capital costs for each highway alignment. The basis for comparing these costs is that each alignment is brought to comparable levels of environmental restoration -- a level considered minimal for the adequate reconstitution of the area through which the highway passes.

With regard to basic highway construction costs the recommended route (Alignment 3) costing \$28,085,000 is \$5,075,000 less expensive than the official alignment. With regard to total costs, including an estimate for restoring the community, the recommended route costs \$35,685,000 and is estimated to be \$7,475,000 less expensive than the total cost of the official route.

DISPLACEMENT COMPARISON

	1 OFFICIAL ROUTE	3 RECOMMENDED ROUTE	4 ALTERNATIVE ROUTE
RESIDENTIAL UNITS	880	329	211
ESTABLISHMENTS			
Retail & Personal Services	49	3	3
Other Commercial	4	7	7
Office	3	3	3
Industrial & Wholesale	6	13	13
Government	0	4	4
Institutions	<u>6</u>	<u>1</u>	<u>1</u>
Total Establishments	68	31	31
JOBS	490	543	543
CEMETERY			
Graves	0	1200	2200
Acres	0	2.4	3.3

COST COMPARISON

	1 OFFICIAL ROUTE	3 RECOMMENDED ROUTE	4 ALTERNATIVE ROUTE	NOTES
HIGHWAY CONSTRUCTION				
1. Highway Construction	\$17,746,000	\$19,967,000	\$29,947,000	J.E.Greiner, June 1968
2. Acquisition				
Residential	12,280,000	3,923,000	2,120,000	Includes compensation of \$4,200 per owner-occupied d.u. based on sliding scale
Industrial & Wholesale	695,000	1,535,000	1,535,000	
Institutional	527,000	1,350,000	1,350,000	
Commercial & Other	<u>1,112,000</u>	<u>609,000</u>	<u>609,000</u>	
Sub-total	14,614,000	7,417,000	5,614,000	
3. Relocation				
Residential	440,000	165,000	106,000	Estimated at \$500/d.u. Estimated at \$3000 per small units, \$9000 per large units
Industrial, Commercial & Other	<u>360,000</u>	<u>227,000</u>	<u>236,000</u>	
Sub-total	800,000	392,000	342,000	
4. Cemetery				
Acquisition	---	9,000	12,000	Estimated at \$3600/acre Estimated at \$250/grave
Relocation of Graves		<u>300,000</u>	<u>550,000</u>	
Sub-total		309,000	562,000	
TOTAL	<u>\$33,160,000</u>	<u>\$28,085,000</u>	<u>\$36,465,000</u>	
RESTORATION				
Platform Costs	10,000,000	7,600,000	5,400,000	Estimated at \$9500 per lineal foot of platform: 1 - 1050' 2 - 800' 3 - 570'
TOTAL COSTS	\$43,160,000	\$35,685,000	\$41,865,000	

Evaluation of Official versus Recommended Route

The official route (Alignment 1) of I-70N intersects the Rosemont neighborhood as shown on the accompanying diagrams.

This route will require demolition of 880 houses. It will also demolish most of the neighborhood's commercial center, located along Franklin Road and the southern segment of Poplar Grove Avenue. This means a loss of 49 retail stores and service shops, 6 institutions, 4 office buildings, and 6 industries.

Examination of the route in relation to the community facilities indicated in the diagram shows that it removes part of a playfield of Hamilton Elementary School, and limits access to this school. It divides the community cutting off the major part of the residential area from access to the park and isolating the smaller residential area on the southwest from the rest of the neighborhood. The route is also a barrier between the major part of the community and its main food stores.

In its eastern segment, the route reduces access to Bentalou Elementary School.

Design solutions can reduce some of these drawbacks: for example, elevated pathways can be provided to give the main residential area access to facilities shut off by the freeway. New buildings can replace facilities displaced. Sites suitable for new housing are adjacent to the Rosemont area. The commercial center could be replaced on a platform over the freeway and planned to include a multi-service neighborhood center and a rapid transit and bus terminal.

While a number of federal programs are available that might offer aid for such replacement building and while purchase price paid to property owners might, subject to individual decisions, be available in some cases for rebuilding, the large number of decisions involved in replacement on this scale presents difficulties.

The most serious drawback of the official route, however, is displacement of some 880 housing units at a time of severe citywide shortage of low-cost housing and disruption of a highly stable middle-class Negro community.

Study of land areas adjacent to the official route disclosed a large, under-utilized industrial tract on the south, served by a spur of the main line of the Pennsylvania Railroad. As shown in the accompanying diagrams an alternative plan is to locate the highway route through the northern edge of this area, and could be designed to buffer the existing industry from the Rosemont community.

This alternative route calls for demolition of some 329 houses, as compared to 880 taken by the official route. Passing farther south, the recommended route does not take the neighborhood's commercial center and also bypasses the Hamilton Elementary School playground.

The route through Western Cemetery would be depressed in a "cut and cover" tunnel requiring relocation of 1200 graves; these could be accommodated in vacant land elsewhere in the cemetery and adjacent to it. The federal government is empowered to condemn cemetery land for highway purposes.

All the plants to be dislocated and desiring to remain in the industrial sector could be relocated in new buildings to be located on under-utilized land within the area. Industries would be given improved access by the freeway while retaining their access to the railroad spur.

On the basis of costs and environmental considerations, Alignment 3 was recommended to the Policy Advisory Board on April 18, 1968. Alignment 3 provides a solution which best fits with the environment, reduces displacement of families and businesses and can be achieved at least costs.