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Park and Parkway Progress and a Program for Future Regional Expansion

Park Acquisition and Development . . . Comparison with Other Regions and Cities . . . Some Problems Affecting the Park System . . . Parkway System . . . An Immediate and Post-War Program

The nineteenth century concept of a park as a sylvan retreat in the midst of a city or a controlled wilderness at the city's edge has yielded to the demand, in more recent years, that park systems provide recreation within physical and financial reach of the city's population and protection for residential areas. Parks are no longer a municipal luxury, but have become recognized as a vital urban facility, as essential to the health and stability of the community as schools, hospitals or utilities.

The Regional Plan, with full recognition of the factors involved, proposed in 1929 a three-fold system of parks for the New York Metropolitan Region devised to provide complete public recreational facilities. It included public beaches and large reservations in the environs connected by parkways and boulevards to population centers for all-day or week-end excursions; a number of city parks large enough to include active and passive recreation within walking distance or rapid transit ride from densely settled areas; and, perhaps most important of all, the development of a complete local park and playground system located with reference to population and residential areas.

The purpose of this Bulletin is to record the progress made in the Region's public recreation system since 1928 with emphasis on the years 1937 to 1940 inclusive, and in the light of this background and current conditions of world war to offer a program for the immediate future and the post-war period.

The two years of "prosperity" and ten years of "depression" included in the period under review have witnessed unprecedented park and parkway development in the Region together with a surprising increase in numbers of people who participate in outdoor recreation throughout the Nation. Expressed in terms of area, there has been a gain of more than 40 per cent over the Region's 94,000 park acres in 1928. The sum of \$241,999,692 was spent in New York City alone for capital park expenditures in the three years 1934, 1935 and 1936. As indices of increased use of recreation facilities total revenue from facilities in New York City parks, including fees and concessions, doubled during the twelve-year period, reaching a total of over a million dollars in 1940.

Turning from the recent past to the immediate future a different picture presents itself. The world is in the midst of a war period. In 1935, 60 per cent of average expenditures for park operation and maintenance in 1,071 cities of the United States came from emergency or relief funds. Such funds, together with city park maintenance budgets, will of necessity be reduced as the national defense program advances. Defense priorities of capital, labor and materials will reduce the possibility of park and playground development. Adequate maintenance of existing facilities is threatened.

To recognize the factors involved in the immediate future, however, does not preclude looking forward to the post-war period when the transition from a war to a peace economy will call for an expansion of public works including park projects. Plans should be made, lands acquired, programs evolved now in preparation for peace. A program for acquisition and

¹ See From Plan to Reality (1933) and From Plan to Reality, Two (1938) published by Regional Plan Association, Inc., for detailed analysis of the periods 1928-1932 and 1933-1936 respectively.

¹ MUNICIPAL AND COUNTY PARKS IN THE UNITED STATES (1935), U. S. Department of the Interior in cooperation with National Recreation Association, page 132.

² Ibid., page 40.

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Page Two

Table I.—Park Statistics, by Counties Within New York and Its Environs, Showing Acquisitions, 1936 to 19401

100 total land aren ? 111	Area in acres,	Acquisitions	Area in	n 1940	Per cent of	Total
1090 total land area County 8000 fack	Area in acres, 1936	1936-1940, acres	Acres	Per cent of county	increase, - 1936-1940	proposed system, acre
New York State			g d			
Bronx	4,400	1,080	5,480	20.7	24.5	6,082
Kings (Brooklyn)	3,470	1,769	5,239	11.9	51.0	5,892
New York (Manhattan)	2,345	71	2,416	17.2	3.0	2,416
Queens		1,359	5,878	8.5	30.1	9,622
Richmond	2,704	337	3,041	8.3	12.5	4,526
Total New York City	17,438	4,616	22,054	11.6	26.5	28,538
Dutchess (Part of)	406	0 .	406	.5	0	6,081
Nassau	11,580	69	11,649	6.7	.6	22,140
acu philo = Orange (Part of)	22,084	. 0	22,084	8.3	0	39,768
Putnam	3,646	- 0	3,646	2.4	0	11.840
Rockland	18,503	1,231	19,734	16.8	6.7	37,849
Suffolk	15,986	1,009	16,995	2.9	6.3	53,722
Westchester	17,975	15	17,990	6.3	.1	24,668
Total New York State	107,618	6,940	114,558	6.2	6.4	224,705
New Jersey						
Bergen	2,318	0	2,318	1.5	0	31,808
Essex	4,177	352	4,529	5.6	8.4	6,404
Hudson	758	41	799	2.9	5.4	1,943
Middlesex	345	1,024	1,369	.7	296.8	7,749
Monmouth (Part of)	17	709	726	.3	4,170.6	11,976
Morris	1,406	0	1,406	.5	0	13,937
Passaic	1,456	112	1,568	1.3	7.7	19,653
Somerset	112	0	112	.1	0	11,072
Union	4,389	139	4,528	6.9	3.2	8,123
Total New Jersey	14,978	2,377	17,355	1.2	16.0	112,665
Connecticut						
Fairfield (Part of)	2,290	79	2,369	.9	3.4	20,315
Total for Region	124,886	9,396	134,282	3.8	7.5	357,685

¹ Excluding all parks of less than one acre in area.

TABLE II.—PARK STATISTICS FOR SEVEN METROPOLITAN REGIONS, 1930 COMPARED WITH 1940

Region	Park acreage		Per cent	Population		Population per acre of park		Area of Region,	Per cent of Region in
	1930	1940	increase	1930	1940	1930	1940	square miles	parks, 1940
-New York	108,660	134,282	23.6	11,458,004	12,308,350	105.4	91.7	5.528	3.8
Chicago	52,500	63,450	20.8	5,058,147	5,235,369	96.3	82.5	7,817	1.3
Detroit	5,554	6,578	18.4	2,262,147	2,479,002	407.2	376.8	3,250	0.3
Boston ¹	14,118	16,724	18.5	1,905,408	1,924,710	135.0	115.0	398	6.6
Cleveland ²	10,000	12,200	22.0	1,201,455	1,217,250	120.1	99.8	453	4.2
Buffalo3	3,609	4,993	38.3	762,408	798,377	211.3	159.9	1,034	0.8
Cincinnati ⁴	3,200	5,307	65.8	589,356	620,000	184.2	116.8	405	2.1

Includes all under supervision of the Metropolitan District Commission in 1940 and those under the jurisdiction of the Park Department of the City of Boston in 1939.
 2,300 additional park acres outside of the Region but in the Metropolitan Park System. Figures given only for Cuyahoga County.
 3 Figures are for the part of the Region in Eric County.
 4 That part of the Region in Hamilton County.

Table III.—Park Statistics for Cities of More Than 500,000 Population, 1930 Compared With 1940

City	Park acreage		Per cent	Population		Population per acre of park		Area of	Per cent of
	1930	1940	increase	1930	1940	1930	1940	square miles	parks ⁵
New York	14,079	22,054	56.6	6,930,446	7,380,259	492	335	299.0	11.6
Chicago	5,958	6,668	11.9	3,376,438	3,384,556	567	508	206.7	5.0
Philadelphia	7,859	7,957	1.2	1,950,961	1,935,086	248	243	127.2	9.8
Detroit	3,193	3,950	23.7	1,568,662	1,618,549	491	410	139.0	4.5
Los Angeles	5,412	6,0981	12.7	1,238,048	1,496,792	229	245	448.3	2.1
Cleveland	3,160	3,887	23.0	900,429	878,385	285	226	73.1	8.3
Baltimore	3,475	3,6481	5.0	804,874	854,144	232	234	78.7	7.2
St. Louis	2,956	3,2481	9.8	821,960	813,748	278	251	-61.0	8.3
Boston	2,918	3,7801	29.5	781,188	769,520	268	204	43.9	13.5
Pittsburgh	1,869	1,987	6.3	669,817	665,384	358	335	52.1	6.1
Washington	$4,000^2$	7,3911	84.8	486,869	663,153	122	90	61.4	18.8
San Francisco	2,897	4,621	59.5	634,394	629,553	219	136	44.6	16.2
Milwaukee	1,292	1,7463	35.1	578,249	589,558	448	331	43.4	6.3
Buffalo	1,5984	2,3211	45.2	573,076	575,150	359	248	39.4	9.2

^{1 1939} area.

² Approximate.

^{3 1935} area.

^{4 1926} area.

⁵ Based on latest figures available as given in column 2.



Courtesy, Connecticut State Highway Department

THE MERRITT PARKWAY IN THE TOWN OF GREENWICH

development of parks and parkways of regional importance is included herein; similar programs for local and neighborhood facilities should be developed by the various municipalities.

PARK ACQUISITION AND DEVELOPMENT

Measured by the acreage acquired, park progress in the past four years has not kept pace with the rate of expansion in the eight years immediately preceding. Between 1936 and 1940 a total of 9,396 acres has been added to the park system, which amounts to about 23.5 per cent of the 40,003 acres added in the whole twelve-year period. Economic conditions can be cited as partly responsible for this but a failure to realize the importance of a substantial park and parkway program in some of the deficient areas may be said to constitute another major reason.

While development of park lands is often essential to obtain the full recreational value of a site, acquisition of the land may be said to be the major concern of regional planning and is therefore measured in greater detail than development. Where parkways are involved, their construction also belongs in a regional program. Much of the land acquired in a previous period has been developed in the past four years. Bear Mountain Park and many of the parks in New York City such as Pelham Bay, Jacob Riis and the Marine parks in Brooklyn and Staten Island, afford examples of recent development in older areas.

Progress on 1937 Program

A list of projects on which some type of action was urgently needed was presented in 1937. There were

¹ Information Bulletin No. 39, "Important Projects in the Region Needing Immediate Attention," December 6, 1937, page 3.

eight new park areas suggested for acquisition at an early date and six parkways suggested for adoption and mapping or acquisition.

Of the eight park areas, progress in land acquisition was made on three, additional studies were made on two and no action was taken on the remaining three. Following is a list of the projects and the action taken:

Park Areas	Action
Along the Top of the Palisades	Additional parcels acquired
North Shore of Jamaica Bay	Adopted in City Master Plan
	and acquired
Along Merritt Parkway	No additional lands along
	parkway
Oceanfront Parks in Monmouth	Additional studies and pro-
County	motional work
Newark Bay Waterfront	No action
Watchung Mountains	No action
Overpeck Creek Meadows	Adopted on Master Plan of
	Bergen County
Long Island Motor Parkway	Acquired and developed as
in Queens	bicycle trail

Construction progress on parkways is described later on in this report.

General Progress in the Region

On the whole, park progress in the past four years in the Region has not been disappointing in view of economic conditions. The advance is not uniformly distributed over the whole area, some districts being highly active and others practically at a standstill.

In Figure 1 the upper diagram shows how the Region as a whole is falling behind in a schedule that would complete the regional system by 1965. New York City, on the other hand, is ahead of schedule. In the lower diagram of the same illustration it may be seen that park expansion has more than kept up with population increase in the Region and particularly so in the City of New York.

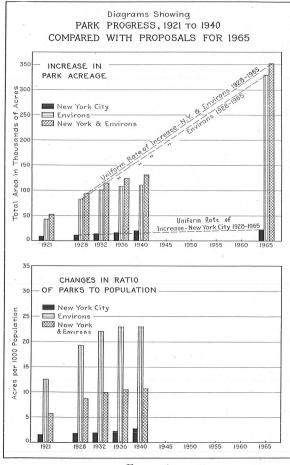


Figure 1

In Table I (page 2) the amounts added to the various county acreages in the past four years are tabulated and related to existing and proposed quantities. For the Region as a whole nearly 9,400 acres have been



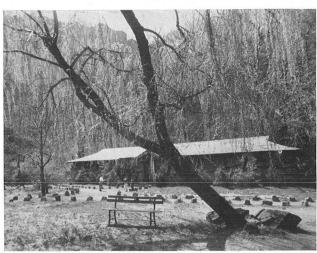
added which is an increase of about 7.5 per cent. Fairfield County added only 79 acres, or 3.4 per cent, to its 1936 acreage. New Jersey added 2,377 acres, or 16 per cent. New York State increased its acreage by 6,940 of which 4,616 acres are in New York City. By far the most impressive park progress in the Region in the past four years, both in the way of expansion and development, has occurred in New York City under the leadership of Park Commissioner Robert Moses.

Comparison with Other Regions and Cities

It is of interest to compare recent progress in park acquisition in the New York Region with that of other regions and cities of the Nation. For this Tables II and III (page 2) were prepared. The difference in size and population of the areas involved makes it necessary to compare ratios of park land to population.

Table II lists figures for seven regional areas. It is observed from this table that of those having a population of one million or more, the New York Region heads the list in percentage increase of acreage during the decade ending with 1940. Its acreage of park per person is higher than all regions save Chicago. Many thousands of acres, however, need be added for it to approach the ideal which aims to utilize ten per cent of the Region for parks.

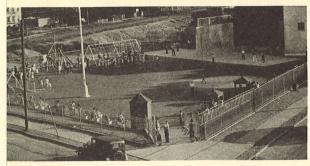
In Table III statistics for cities of more than 500,000 population, fourteen in all, show New York City to be rapidly correcting the grave condition of insufficient recreation area which existed in 1928 at the time the studies of the Committee on a Regional Plan of New York and Its Environs were formally presented to the public. While many completed parks and parkways may be recognized as former Regional Plan pro-



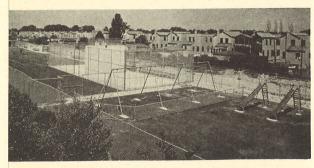
Courtesy, New Jersey Work Projects Administration

DEVELOPMENT IN BOTH NEW AND OLD PARKS ADVANCED BY WPA PROJECTS Cheesequake State Park (left); Palisades Interstate Park (right).















Courtesy, Department of Parks, City of New York

Typical New Play Facilities in New York City

Top, marginal playground in Central Park at West 77th Street. Second row: neighborhood playground in Astoria, Queens (left); playground in Sunset Park, Brooklyn (right). Third row, playgrounds along parkways: along Southern Parkway. Queens (left); along the Shore Road section of Belt Parkway, Brooklyn (right). Bottom row, other facilities along parkways: parking and picnic areas at Plum Island (left); overpass and paths for pedestrians and bicycles along Belt Parkway (right).





The Site of Flushing Meadow Park Left, the salt marsh before the World's Fair; right, a view of the Fair. See opposite page for subsequent development.

County as has the Merritt Parkway in Fairfield County. The figures quoted do not reflect activity beyond the edge of the Region.

In Rockland County additions to the Palisades Interstate Park constitute the new acreage in the past four years. In Nassau and Suffolk counties progress in that period consisted principally of the development of park and parkway lands acquired previously and is described later. Outstanding additions in these counties are the Bayard-Cutting Arboretum in Islip and a local waterfront park in Oyster Bay.

The 79 acres of new parks reported for the part of Fairfield County, Connecticut, within the Region consist of additions to Wooster Mountain and Sherwood Island state parks.

New York City

In the City of New York the 22,054 acres in parks at present constitute about 11.6 per cent of its total land area. Since 1928 acquisition has amounted to 10,307 acres, the four years preceding 1941 accounting for 44.7 per cent of this.

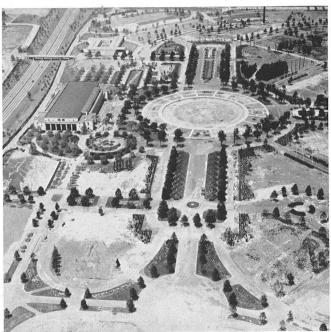
While the most striking accomplishment of the Park Department has been the development of a system of parkways, noteworthy progress has been made in the expansion of playground and other recreational facilities. Some of these were established on lands along the parkways and were acquired in connection with their development. Projects of the WPA since July, 1935, in

the City of New York have included the construction, reconstruction or improvement of: 40 stadiums, grand-stands and bleachers; 352 playgrounds; 59 athletic fields; 422 tennis courts; 18 swimming pools; and many other features such as bandshells, handball courts, wading pools and golf courses. In this period expenditures from WPA and sponsors' funds for recreational facilities constructed by WPA in New York City totalled \$197,257,000. Of this amount, \$150,065,000 was expended for wages, and \$47,192,000 was spent for non-labor items.

In connection with the construction of the East River Drive considerable tracts of land along the river were reclaimed. The largest of these, the East River Park of about 33 acres, extending from Grand Street to 12th Street between the drive and the river, has been developed for recreational use. A continuation of this park south to Montgomery Street and including the old Corlears Hook Park was being developed in 1940. The addition of this area to the city park system fills a long felt need in this section of the Lower East Side. Other smaller park areas have been created along the drive and the Carl Schurz Park at 86th Street has been extended and improved.

Along the Henry Hudson Parkway a considerable area of shallow water inside the bulkhead lines was filled in and developed as play space. The recreational facilities along the shore west of the parkway roads were made accessible by footways over or under the





Courtesy, Department of Parks, City of New York

Flushing Meadow Park Today

Left, picture of present conditions from same point of view as earlier photographs shown on opposite page; right, close-up of area adjacent to New York City Building.

traffic lanes.

Proposed as a park for many years, the selection of the Flushing Meadows in Queens as the site for the New York World's Fair resulted in its acquisition by the city. With the completion of the Fair, development of the area as one of the large city parks was started immediately. About \$50,000,000 worth of basic and permanent improvements remain and will become an integral part of the park.

Important also was the rebuilding and improving of Rockaway Beach and Coney Island. Subject to intense use by the city's teeming millions during the hot summer months, their usefulness was greatly improved by expanding the beaches and providing greater parking space and game areas. While most of the people who use these two beaches travel by the rapid transit lines, the new Belt Parkway makes them readily accessible by automobile. The new Cross Bay Parkway Bridge and Boulevard connecting Rockaway Beach to the Belt Parkway eliminates a bottleneck that has been notorious for some years.

Another important addition to the city's park system is the large area on the north shore of Jamaica Bay at the Spring Creek Basin acquired in conjunction with the development of the Belt Parkway. With the eventual cleaning up of the waters of Jamaica Bay this area is destined to become one of the city's great waterfront parks providing recreation, boating and safe bathing.

Although The Bronx has always had a larger percentage of its area in parks than any other borough, practically all of this has been in its northerly portion. The southern and the most populous half has been lacking in local park and recreational facilities. It is highly significant to record the acquisition of Soundview and Ferry Point parks.

Soundview Park of about 93 acres is located on the north shore of the Bronx River where it meets the East River. Ferry Point Park was acquired in connection with the building of the Whitestone Bridge; it is a peninsula of about 171 acres and accommodates the northern anchorage of the bridge.

In Richmond some land was acquired for a proposed cross-county parkway. Development of Marine Park, destined to be another of the city's great waterfront parks, has been started by dredging and filling, but much remains to be done. (See picture, page 12.)

In 1939 the Association, together with twenty other civic organizations, was much concerned over a proposal of the Triborough Bridge Authority to use a large part of historical Battery Park, Manhattan, as an approach for a high-level bridge between Manhattan and Brooklyn and opposed the project at the public hearings held thereon by city and Federal agencies. The final decision to substitute a tunnel for a bridge has prevented what would have been an unnecessary invasion and spoilation of park property. In connection with the construction of the tunnel and its ap-

proaches and the proposed rebuilding of Battery Park by the Park Department, there are still to be solved certain problems regarding public rights in this area and the preservation of historic landmarks.

SOME PROBLEMS AFFECTING THE PARK SYSTEM

While most of the discussion of progress on features of the regional structure which have a bearing on parks will be treated in other Bulletins, three problems are so intimately related to parks that a brief discussion of them is included here. These are water pollution, transportation and neighborhood planning.

Water Pollution

In summer the most used facilities of the park system are the beaches. The hordes of people who swarm to Coney Island, Jacob Riis Park, Rockaway Beach, Jones Beach, Orchard Beach, Rye Beach and the Atlantic oceanfront in New Jersey, are evidence of this popularity. The development of natural swimming facilities nearer the population centers is not now practicable because of the sewage pollution in the waters of the Port of New York. Even some of the above-named beaches are sub-standard in the degree of purity required for safe bathing.1

The progress made in the improvement of these beaches is remarkable but the job will not be done until the sewage problem is solved. Every day New York City discharges a billion gallons of sewage into the waters surrounding the city; only about a third of this receives any treatment whatever. Farther up the Hudson the river-bank towns continue to pour their sewage into the river. The New Jersey waterfront communities are notorious in this respect. The Interstate Sanitation Commission on the 4th of August, 1941, issued its first compulsory order requiring the City of Elizabeth, N. J., to start treating about half of its sewage by September 1, 1941 and comply with the terms of the Tri-State Compact by September, 1943. Sewage disposal, as the City Planning Commission has pointed out² is largely a matter of financing programs already worked out. Those who are interested in the development of parks should not overlook the fact that funds provided for sewage disposal plants will make possible the development of important and needed recreational facilities.

Transportation

Parks of more than neighborhood significance require for their complete usefulness the travel of con-

siderable distance to and from them. Transportation thus is an essential part of a regional park system. Parkways and highways make outlying parks and beaches readily available to automobile owners but the improvement of forms of mass transportation should be a concern of park officials. Some of the problems are indicated by the following examples.

On any Sunday in the season an investigator will find at the Pelham Bay Park station of the Interborough a double file of passengers a block long or more, waiting for a bus to take them to Orchard Beach. To get to Jones Beach by way of the Long Island Railroad and the connecting bus line is an arduous and comparatively expensive trip. A waiting line, like the one at Pelham Bay, may be seen at the end of the subway line at Nostrand and Flatbush avenues in Brooklyn on hot Sunday mornings waiting for the Green Line Bus to Jacob Riis Park.

The pollution of the central waters of the Region which has made it necessary to locate beaches in outlying districts, has indirectly placed a burden on transportation. Another factor in this abnormal load on transportation is the fact that adequate local recreational facilities including neighborhood parks are lacking in many congested areas, requiring people to pack up and go to remote places on holidays if they are to get any open air recreation.

Neighborhood Planning

The definite location of each small park and playground required to serve the needs of the densely settled areas of the Region is a local rather than a regional problem. The provision for such facilities in sufficient quantity as an element in a well developed residential neighborhood is, however, a problem of regional importance. Lack of neighborhood parks is an important cause of urban blight, as the owner of land in any central slum area will readily admit.

The Federal Housing Administration recognizes the need for park acreage in new developments both in its subdivision standards and its financial rating of neighborhoods. Yet new developments in outlying areas of the Region are now in the process of construction without provision for adequate park space. 1 Experience to date indicates that the municipality is generally more reluctant to develop and maintain neighborhood parks than the subdivider to provide sufficient acreage. To meet this difficulty the Federal Housing Administration has provided, in some instances, for a reservation by covenant of a part of subdivided land for park purposes which will be available in the future to the

¹ See report of Ekroth Laboratories, Inc., published in the New York World Telegram, June 30, 1941.

2 See "Adoption of Sewage Treatment Plant Sites and Tributary Areas and of a City-Wide Map Thereof as a Part of the Master Plan," New York City Planning Commission, April 16, 1941.

¹ See Information Bulletin No. 46, "Defects of Existing Subdivisions Suggest Need for More Effective Control," September 18, 1939.

municipality without cost. The reluctance on the part of municipalities to take areas needed for parks from the tax rolls or to take on park maintenance is pennywise and shortsighted.

Neighborhood parks do more than provide recreation. They stabilize land values in residential areas. Recognition of this fact is to be found in the language of the New York Urban Redevelopment Corporations Law which requires of each redevelopment plan that it provide for "public facilities, including, but not limited to, school, fire, police, transportation, park, playground and recreation" (italics added). Some of the expanding suburbs of today are in serious danger of becoming tomorrow's blighted areas because of the same lack of intelligent provision for neighborhood parks which was characteristic of the nineteenth century development of the Region's central areas.

PARKWAY SYSTEM

The term "parkway" has been used to designate quite different types of parks and highways, but is now generally limited to the type of express route for passenger vehicles that has been extensively developed under that name in those parts of the Region east of the Hudson River. The pioneer route of this character was the Bronx River Parkway.

The Graphic Regional Plan contemplated and proposed a region-wide system of such parkways comparable to that which had by 1928 been adopted and partly constructed by the Westchester County Park Commission. Parkways were planned to play an important part in both the recreational and the highway systems of the Region. In this Bulletin they are discussed primarily from the former viewpoint, that is, as connecting residential centers with outlying public

and private recreational areas lying along the waterfronts and water courses, on the hills and lakes, or forming other natural scenic features. In addition, they include within themselves facilities for picnicking, hiking, horseback riding and other more active forms of recreation.

As a result of their efficiency for carrying vehicles rapidly and in pleasant surroundings—way beyond the efficiency of the ordinary highway passing through a series of urban centers—the importance of parkways for handling part of the normal movement of weekday as well as week-end traffic has increased. The effect of parkway progress on the improvement of the main highway system will, however, be discussed more fully in a later Bulletin.

Action on 1937 Program

Any progress in developing a regional parkway system involves a series of steps. First must come public demand backed by a willingness to support the necessary appropriations; next must follow official preparation and adoption of a general plan and the acquisition of the necessary rights-of-way; finally the adoption of detailed plans and construction. There is often a considerable interval of time between these steps.

In connection with its previous reports, the Regional Plan Association has made recommendations for carrying out certain of these steps to advance further links in the regional system. The last such program was presented in 1937,¹ and a summary of these recommendations and the action taken to date is given below. There was action on 12 of the 14 projects; in six cases they were carried to or beyond the stage recommended.

¹ Information Bulletin No. 39, "Important Projects in the Region Needing Immediate Attention," December 6, 1937; also From Plan to Reality, Two (1938), Chapter VI.

Project	1937 Recommendation		Action to Date
Southern Parkway in Queens	Construction	Completed	
Brooklyn Circumferential Parkway	Construction	Completed	
Extension of Bronx River and			
Mosholu Parkways	Construction	Maps adopted	and lands acquired
Eastern State Parkway	Construction	Completed in	Region
East River Drive, Manhattan	Construction	Complete exc	ept for two short links
Southern State Parkway	Construction	Extended into	Suffolk County
Passaic River Parkway	Construction	Adopted on M	laster Plan of Bergen County
Merritt Parkway Extension	Construction	Completed in	Region
Harlem River Drive, Manhattan	Adoption and mapping	Adopted and	preliminary studies made by Borough President
Shore Parkway in New Jersey	Mapping and acquisition	No action	
Saddle River Parkway	Mapping and acquisition	Adopted on M	Master Plan of Bergen County as a ribbon park
Parkway connecting Watchung and			
South Mountain Reservations	Adoption and mapping	Studied by N	ew Jersey State Chamber of Commerce
Mohansic-Norwalk Parkway	Adoption and acquisition	No action	
Upper Hackensack River Parkway	Adoption and acquisition	Adopted on M	laster Plan of Bergen County

A Review of Progress

What has been accomplished in acquisition of parkway rights-of-way since 1928 is illustrated in Figure 2, which has already been described. A graphic picture of the twelve-year progress in the completion of parkways as passenger car routes is presented in Figure 3.

The striking feature of this map is the complete concentration of such routes in New York City and those suburban areas lying east of the Hudson River. In thin full lines are shown those comparatively few parkways which existed in 1928, and in thin broken lines a few express connections, existing or authorized, which will complete a circulatory system within the City of New York. The total mileage of parkways existing or under construction in the Region is now 306 as compared with 41 miles at the end of 1928. The advances of the last four years are described below.

In New York.—The outstanding parkway development in the New York State part of the Region since 1936 has been the extension into and through New York City of the Long Island and Westchester parkways, accomplished mainly under the direction of Robert Moses as Park Commissioner and Chairman of the various Authorities under which important links

were planned and constructed. Credit should also be given to Borough President Stanley M. Isaacs of Manhattan who has been responsible for the East River Drive in that borough. Except for certain important missing links, broad parkways, including many new recreational features, now encircle and serve every section of the city.

Among the recent parkway additions completed or under construction are the Belt Parkway around Brooklyn and Queens (some 33 miles in length), the Whitestone Parkway, the East River Drive, and the Henry Hudson, Hutchinson River and Bronx River parkway extensions. An important link in the parkway system, the Whitestone Bridge, was also completed during this period. Now under construction are the Brooklyn-Battery Tunnel and its approaches which will connect the Belt Parkway with the West Side Highway, the Henry Hudson Parkway and the East River Drive. While not classified as a parkway, the West Side Elevated Highway is an important link in the arterial parkway system.

The Henry Hudson Parkway has been extended south along the Hudson River through Riverside Park to connect with the West Side Elevated Highway at

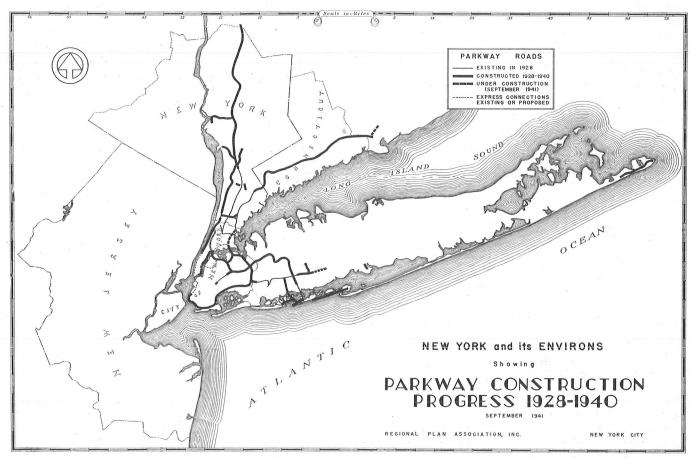


FIGURE 3

72nd Street. At the northern end it connects with a widened Saw Mill River Parkway in Westchester County. On the other side of Manhattan the new East River Drive has been planned along the waterfront from the Battery to the Triborough Bridge and is completed except for the sections between 30th and 49th streets and from Montgomery Street to the Brooklyn-Battery Tunnel. With the completion of these links and the projected Harlem River Drive connecting with the George Washington Bridge and the Henry Hudson Parkway a nearly complete circumferential drive around Manhattan will become a reality.

The most extensive new parkway development in the city is the Belt Parkway extending from Owls Head Park in Brooklyn to the Whitestone Bridge in Queens. Skirting the Brooklyn shore along the Narrows, it swings inland back of the Coney Island peninsula and continues east to Marine Park. It then follows along the north shore of Jamaica Bay, crosses into Queens and joins the Southern Parkway. Near the Nassau County line the parkway swings north via the Laurelton Parkway and continues north as the Cross Island Parkway to the Whitestone Bridge. From the bridge, the Whitestone Parkway approach connects with the Grand Central Parkway at the Flushing Meadow Park. Both the Whitestone Bridge and the Whitestone Parkway were completed in time for the opening in 1939 of the World's Fair on the Flushing Meadow Park site.

Branching off the main belt parkway and crossing it at various points are other parkways of the system. The Long Island parkways extend into Nassau and Suffolk counties from the Cross Island Parkway section of the belt; the Hutchinson River Parkway, through The Bronx and Westchester County, has its southern terminus at the Whitestone Bridge; and the Grand Central Parkway, crossing the Belt Parkway in Alley Pond Park, ties in Manhattan and The Bronx via the Triborough Bridge.

The Hutchinson River Parkway Extension in The Bronx is scheduled for completion in October, 1941. It will connect the present terminus, in Pelham Bay Park, with the Whitestone Bridge. The Bronx River Parkway, now terminating in Bronx Park, will be extended to Eastern Boulevard and Soundview Park.

Some progress was made in acquiring land in Staten Island for the proposed cross-county parkway extending from Goethals Bridge to Marine Park in connection with a new state hospital in the center of the island. The parkway is included in the first step of the master plan for parks by the City Planning Commission.

In Nassau County the Northern State Parkway was extended about three miles to connect with an extension across the county of the Wantagh State Parkway, both being opened in December, 1938. This has greatly improved the connections to Jones Beach from the northern part of Long Island. With the opening of the Hutchinson River Parkway Extension, referred to above, there will be continuous parkway routes to Jones Beach from Bridgeport, Peekskill, or the present terminus of the Eastern State Parkway east of Poughkeepsie. The Southern State Parkway was extended about two miles into Suffolk County, December 16, 1939; a further extension to Belmont Lake State Park is under construction.

In Westchester County a serious bottleneck was eliminated by the completion March 13, 1939, of the Fleetwood Viaduct on the Cross County Parkway. A direct connection of this parkway with the Saw Mill River Parkway, which was widened from that point south to the New York City line, was completed in October, 1940. Ramp connections between the Fleetwood Viaduct and the Bronx River Parkway are under construction as well as a widening of the Hutchinson River Parkway south of Westchester Avenue in the Town of Harrison.

The Eastern State Parkway was extended to Arthursburg in Dutchess County, at the limits of the Region, in November, 1937, but north of the Peekskill Hollow Road it was, except for one small section, only two lanes in width. This has all been increased to four lanes, a final bottleneck through Roaring Brook and Fahnestock state parks being completed in 1939. In 1938 the parkway was extended beyond the Region to Freedom Plains east of Poughkeepsie.

In Connecticut.—The completion of the Merritt Parkway as a four-lane route from the New York State line to the eastern shore of the Housatonic River just outside the Region, with a spur from that point to the Boston Post Road at Milford, has been the outstanding addition during the past four years to the suburban sections of the regional parkway system. The initial and westerly section was opened June 29, 1938, and the entire stretch was completed in September, 1940.

Plans have been adopted for continuing the parkway as the Wilbur Cross Parkway to connect with U. S. Route 20 at a point east of Springfield, Mass. A short section south of the Massachusetts state line has been completed and parts of the remainder are under construction.

New Jersey Lags Behind.—New Jersey has lagged behind New York and Connecticut in the development of parkways and to date there are no completed parkway routes in the New Jersey portion of the Region. There is, however, a growing appreciation in northern New Jersey of parkways and the benefits which they might bring to the communities therein.

The Highways and Parkways Committee of the New Jersey State Chamber of Commerce made, in 1941, a study of a parkway system for the state which included the Palisades Parkway, the Pleasant Valley Parkway, the Watchung Parkway, the Raritan River Parkway and the Shore Parkway, all of which are shown on the Graphic Regional Plan. This same committee has drafted a proposed Act to provide for the acquisition and development of limited access highways and parkways in the State of New Jersey, to be built by the State Highway Commissioner after designation of such routes by the Legislature.1 The parkway provisions include the following:

"'Parkway' shall mean a state highway especially designed for fast moving passenger vehicles and with special treatment in landscaping and planting along its borders, which borders may also include recreational features such as pedestrian paths, bridle trails, overlooks and picnic areas.'

"Lands needed for parkway purposes are declared to be those required for the travelled way, together with those lands necessary to protect scenic views and to provide overlooks, occasional parking areas and roadside picnic areas.'

"The State Highway Commissioner shall have the authority to restrict, either continuously or to specified times, the use of roadways in parkways to passenger vehicles and to otherwise

The New Jersey State Planning Board has for sev-

limit the size, type and weight of vehicles using such roadways."

eral years been urging parkway construction in the state and in a report of 1938 stated:

'Now, surely, with the first mad rush of building 'utilitarian' highways over, New Jersey can little afford longer to neglect incorporating in future highway construction the basic safety and scenic values of parkway design."1

Since then they have been making studies for a system of scenic routes tied in with a comprehensive plan of public recreational facilities.

A special committee appointed by the House of Assembly to study the method of constructing and financing state parkways and highways on a selfliquidating basis published a report March 31, 1941. The committee recommended consideration of the establishment of a New Jersey State Parkway Authority to plan, finance and construct, without pledging the credit of the State, a system of toll parkways and highways to connect state and county parks, and mountain and beach resorts, with the large metropolitan districts.

One item of construction that should be mentioned is the extension, opened August 12, 1940, of the Hendrick Hudson Drive along the foot of the Palisades from the Englewood-Dyckman Street Ferry Plaza south to River Road in Edgewater. Classified as a secondary parkway on the Regional Plan, this is essentially an access road to the Palisades Interstate Park and therefore is not shown in Figure 3.

^{1 &}quot;Where Shall We Play—a Report on the Outdoor Recreational Needs of New Jersey," New Jersey State Planning Board, 1938, page 27.



Courtesy, Department of Parks, City of New York

MARINE PARK, STATEN ISLAND The peninsula was recently formed by hydraulic fill.

^{1 &}quot;How Municipalities Can Aid in Roadside Control Along State Highways," New Jersey State Chamber of Commerce, December, 1940, page 16.

The inclusion of five parkway routes in the Master Plan for Bergen County adopted by the County Planning Board on October 23, 1940, represents the first step toward official approval of such routes in that county.

AN IMMEDIATE AND POST-WAR PROGRAM

For more than a year this country has concentrated on transforming itself from a Nation at peace to the arsenal of world democracy. At current rates of defense spending, indications are that a large percentage of the Nation's annual income may be spent for defense purposes. Obviously defense efforts will detract from non-military public works. On first thought this would suggest a greatly curtailed park development program in every part of the Nation.

Abandonment of park and parkway development for the duration of the war would, however, be as shortsighted as neglect of the recreational facilities at army posts or failure to eliminate highway bottlenecks at military reservations. Parks play a vital part in the maintenance of civilian health and morale and parkways are essential links in the regional highway system as well as invaluable transport arteries for emergency military use.

Post-war employment problems created by a shift from all-out production for defense to a program of normal activities require advance planning and organization for action. The Association has made a careful analysis of recreational needs of the Region and formulated a program for advocating specific projects of the regional park and parkway system which will be needed in the more immediate future. The greater part of the program is designed to take up slack which will follow peak defense spending. Several projects for which there is demonstrable defense need are recommended for immediate development, some have been selected to correct present deficiencies in recreational facilities and others are proposed for initiation in advance of acute needs. Recommended action on these varies from official adoption and mapping of proposals to acquisition of necessary lands and their development.

The program outlined in the following pages has been carefully considered in the light of current conditions and with the following principles in mind.

- 1. If land has been reserved and plans made, post-war development can proceed immediately. Such a policy will not detract from the national defense effort and will supply a reservoir of well-conceived projects to meet unemployment problems following the war.
- Existing parks should not be used for military purposes except in the event of acute emergency.
- 3. Maintenance of already developed parks and parkways is of first importance. Development at the expense of maintenance produces a questionable net improvement.

4. While this program does not include specific recommendations regarding local or neighborhood parks the need for these in both blighted and newly developing areas cannot be emphasized too much. Building development interests at the present time still are inclined to ignore such amenities as parks and play areas upon which the real value of the neighborhood must in the long run depend.

As pointed out elsewhere in this report, the greatest need for recreational facilities is west of the Hudson River and especially in northern New Jersey. The proposals outlined for this sector of the Region are no more elaborate than have already been realized in other parts of the Region but are of such extent that they can be achieved only through a program covering a period of years.

The location of projects included in this program is shown in Figure 4 on page 14. Recommended action on each proposal is given on the list just below the map; the projects are described separately below under the headings of parks and parkways.

Parks

Recreational needs of the Region can be divided into two general types. The first includes local or neighborhood facilities which are primarily of community interest; and the second is made up of the larger parks or reservations, the benefits of which may be enjoyed by all persons living in the Region, provided they are accessible at a reasonable cost for transportation.

A four-year program for advancing projects of the latter scope is presented as a broad-scale guide to recreational problems of the immediate future. Adherence to the program will make the execution of each project count as a step toward the ultimate realization of a comprehensive system of recreational lands rather than dissociated or unrelated objectives of numerous communities.

1. Waterfront, Monmouth County

In considering the opportunities for public recreation in New Jersey it is appropriate to begin with its shorefront. The need for waterfront parks has been generally recognized for a long time. The sites illustrated on the map in Figure 4 are located at Union Beach, Sea Bright, Sandy Hook and Sea Girt. Repeated efforts have been made to persuade the War Department to assign a portion of Sandy Hook Reservation for public use and likewise various attempts to obtain the use of the State Militia Reservation at Sea Girt have been made. These sites contain practically the only sections of undeveloped beachfronts along the coast and were selected because acquisition of comparable sites within this area would be prohibitive.

Two alternative sites for an oceanfront park at Sea Bright have been proposed, one by the Sea Bright Park Commission and the other by the Board of Commerce and Navigation. The site at Union Beach was also proposed by the New Jersey Board of Commerce and Navigation. Both of the sites are well located with respect to the population they will serve and should be acquired before improved means of access are provided.

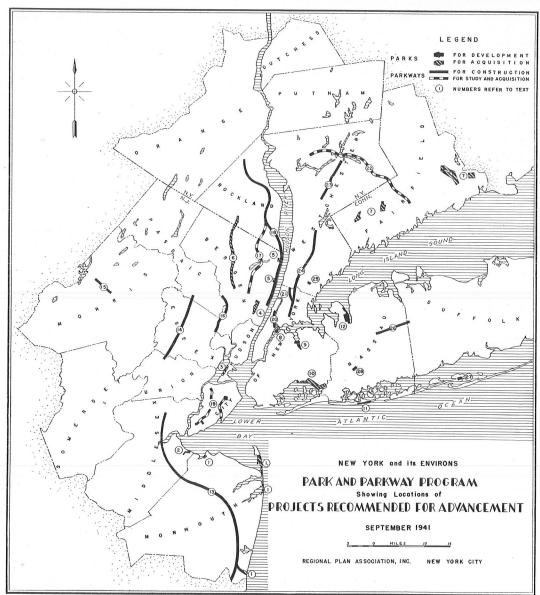


FIGURE 4

Recommended Action: A-Construction or development (as priorities permit); B-Acquisition; C-Adoption and mapping

Key No.	Project	Action	Key No.	Project	Action	Key No.	Project	Action
2.	Parks Waterfront, Monmouth County Cheesequake Park Extension Newark Bay Waterfront	A & B	11.	North Shore, Jamaica Bay Oceanfront, Nassau County Hempstead Harbor, Nassau County.	B A A	20. 21.	Staten Island	B & C A A
4.	Overpeck Meadows	$\widetilde{\mathbf{B}}$		Parkways To New Jersey Shore		23.	Mohansic-Norwalk	В & С А
6. 7.	Saddle River	B B	14.	Pleasant Valley Lake Hopatcong	A	25.	Bronx River Cross County Northern State	A
8. 9.	Wards Island	A	16. 17.	Passaic River	А В & С	27.	Ocean Southern State	A

2. Extension to Cheesequake Park

The extension of this state park area in Middlesex County to the waterfront would greatly increase its usefulness. The development of the new section could proceed gradually, installation of bathing facilities being dependent on purification of the adjoining waters.

3. Newark Bay Waterfront

Although a plan for the extension of existing park areas along Newark Bay was adopted by the Bayonne City Planning

Commission some time ago, nothing more has been done to advance this project. The necessary underwater land should be acquired by the city as a step toward the rehabilitation of that section of the New Jersey waterfront.

4. Overpeck Meadows

This proposal was outlined and listed for acquisition in the previous future program. Its need and value is still apparent. The section of New Jersey that it would serve presents a particularly difficult problem in supplying recreational facilities in

that the surrounding areas are all intensively urbanized. The execution of this proposal would make up in part for the lack of park areas in nearby communities.

The project has been advanced from its former status in that it has been adopted by the Bergen County Planning Board as

part of its Master Plan, referred to on page 5.

5. Areas Along Top of Palisades

During the past four years additional property has been acquired by the Palisades Interstate Park Commission so that they now own all but 15 per cent of the land necessary to preserve the Palisades and provide an adequate right-of-way for a parkway leading north from the George Washington Bridge. Practically all of the land up to the New Jersey state line has been received in gifts by tracts from members of the Rockefeller family. It is urgent that the remainder of this be acquired and plans for a roadway adopted as a link in the proposed parkway approach to Bear Mountain Park described under project No. 18.

6. Saddle River

This proposal was listed for mapping and acquisition in the program issued four years ago. The section in Bergen County has been adopted on the county Master Plan. It is recommended that needed land be acquired before it is lost to other uses. Much of the land might be obtained by dedication since the adjoining property would be greatly benefited.

7. Along Merritt Parkway

As outlined in the previous program of public improvements for the part of Fairfield County in the Region, strategic areas along the Merritt Parkway should be under public ownership for recreational use. The urgency of this proposal lies in the fact that these areas should be obtained before development makes acquisition prohibitive.

8. Wards Island

Recreational facilities in this section of the city are badly needed to serve the needs of the densely populated sections of the upper east side of Manhattan and the lower Bronx. The potentialities of Wards Island afford an excellent opportunity to fulfill this need. Plans for development of this proposal have been completed by the New York City Park Department and include a foot bridge across the river at East 103rd Street. Advancement has been deferred because of insufficient funds to transfer patients of the island's institutions elsewhere. This would involve an appropriation by the State Legislature and it is hoped that means can be found to accomplish this.

An alternative to the foot bridge is worthy of consideration and is shown on the Graphic Regional Plan. It consists of a highway and pedestrian bridge from Wards Island to the vicinity of 106th Street which would connect by means of a parkway

with the roads of Central Park.

9. Flushing Meadow Park

The closing of the World's Fair in October, 1940, made available 1,255 acres for a city park. Development plans made by the New York City Park Department make provision for every type of passive and active recreation. When completed it will contain more extensive facilities than any other park in the city. Among these are bicycle paths, bridle trails, pedestrian walks, baseball diamonds, a boat basin, and marginal neighborhood playgrounds. Periodic appropriation of funds should be allocated to this project so that work can be progressively advanced.

10. North Shore of Jamaica Bay

This area extends and rounds out existing park areas along the north shore of Jamaica Bay from Old Mill Creek to the Head of the Bay. Purification of the now polluted water is assured in the city's plans for completing the construction in 1943 of new sewage disposal plants surrounding Jamaica Bay. Following this such recreational pursuits as bathing, fishing and many others will be possible along this stretch of the city's waterfront. Land should be acquired in the near future so that physical improvement can proceed with the clearing up of pollution. Much of this land should be preserved in its natural state.

11, 12. Waterfront Parks, Nassau County

These proposals call for an extension to the Town of Hempstead Park at Point Lookout and acquisition of a park site on the west shore of Hempstead Harbor in the Town of North Hempstead. The existing town park at Point Lookout is of insufficient size to accommodate the need of local residents. An unusual opportunity exists to expand this park westerly along the only remaining undeveloped stretch of oceanfront on the Long Beach peninsula.

In the Town of North Hempstead the provision of public open space has not kept pace with its rapid urbanization. During the past decade this section of Nassau County experienced a greater rate of population increase than any similar area in the New York Region. The problem of making provision for the recreational needs of the area should be faced now. Abandonment of the sand pits on the site proposed is only a matter of time. Parts of the site should be acquired for park purposes within the near future and with the view of progressive acquisition of the remainder.

Parkways

Of the 16 parkway projects that have been compiled for consideration in the immediate future, most are in the New Jersey sector of the Region. Since the early twenties New Jersey has concentrated on supplying the needs of utilitarian traffic and has permitted a great lag of equally important recreational services. It follows that an increasing share of public revenues should now be urged for development of facilities for recreational traffic.

The present extent of parkway routes in the eastern sector of the Region, shown in Figure 3, will at some future time be supplemented by at least 116 additional miles. Rights-of-way for these have been acquired at various times1 during the past twelve years. The planned pattern for these can be picked out by comparing the above illustration with Figure 2. As part of this long range program to supply recreational traffic arteries, officials of New York State have instituted a bill which will divert funds from unexpended railroad grade crossing elimination bonds for construction or reconstruction of parkway links in various parts of the State. Both branches of the State Legislature have approved the measure and final decision will be made by popular referendum in the fall election of 1941.

Six out of ten items of the Association's immediate parkway program for the New York sector of the Region are part of the contemplated plan of the State. A description of the complete program follows:

13. To New Jersey Shore Resorts

One of the most serious traffic problems in New Jersey is the lack of a modern traffic artery to the shore resorts. On many oc-

 $^{^1}$ See From Plan to Reality (1933), page 51, and From Plan to Reality, Two (1938), page III-2.

casions during the summer thousands of cars are backed up for miles due to interruptions from cross traffic. There is little need to discuss the usefulness and advantages of a parkway route since the benefits of Westchester County and Long Island parkways are so well known.

This project would extend from State Highway No. 25 at Rahway, in a general southeasterly direction to and parallel to the oceanfront in Monmouth County. Studies by the Highways and Parkways Committee, New Jersey State Chamber of Commerce, propose to extend the route south to serve Atlantic City. The project is regarded as the outstanding opportunity for the beginning of a state system of parks and parkways in New Jersey.

14. Pleasant Valley

This proposal extends southerly from New Jersey State Highway No. 6 at Great Notch along the valley between First and Second Watchung Mountains passing through the South Mountain Reservation to a point south of Route S-24 in Springfield. From here it is proposed to extend the route south with a freeway type of route to connect with the Shore Parkway at Rahway. Details of this will be presented in a later Bulletin dealing with highways.

15. Lake Hopatcong

This project would provide a vitally needed highway approach to the Picatinny Arsenal which not only would serve an immediate defense need but will have a post-war value as a link in the proposed system of parkways for the Region. The proposed link is approximately five miles long, running from Rockaway to the Arsenal Reservation. It has the complete backing of the Morris County Planning Board. The completion of this project is urgently needed as it offers a logical solution for the relief of present traffic congestion.

16. Passaic River

A parkway is proposed to extend from the mouth of Second River in Essex County to New Jersey State Highway No. 3 in Paterson. This project was listed for construction in the previous program of urgent projects. Its present status is the same as formerly indicated except that the portion in Bergen County has been adopted as part of the county Master Plan.

17. Upper Hackensack

This project runs north from New Jersey State Highway No. 4 to tie in with the proposed Palisades Parkway (Project 18) at West Nyack. It will supply a much needed northerly traffic outlet and is regarded as an outstanding opportunity for parkway development west of the Hudson River. As the Hackensack River above Oradel is an important source of water supply, recreational use of its banks should be limited by such restriction as the water supply and health authorities would require. The proposal should be officially adopted and a start made on acquiring its right-of-way.

18. Palisades

This proposal will provide a parkway route from the George Washington Bridge to Bear Mountain Reservation. A quicker and safer approach road to this recreational area is needed to provide for the increasing numbers seeking to use the park. Construction of this proposal will relieve congestion along the section of Route 9-W that it parallels and it will supply a badly needed modern traffic artery west of the Hudson River.

19. Staten Island

Any comprehensive program for the future development of Richmond should include the construction of parkways. The problem of acquiring necessary land should be faced within the immediate future. The proposals shown on Figure 4 call for a northerly extension of Willow Brook Parkway to the Goethals Bridge and a southerly extension of same to Marine Park. Another route runs from the plaza of the contemplated Narrows Crossing to the Outerbridge Crossing with a spur to Wolf's Pond Park.

20. Harlem River Drive

The project provides a connection between the north end of East River Drive and the tunnel under West 178th Street connecting with the George Washington Bridge. Playfields and promenades developed along its borders will make this proposal a definite neighborhood asset and construction of the roadway will provide a much needed northerly outlet for East River Drive and Triborough Bridge traffic. Final plans should be adopted and the proposal completed within the next four years. The adjacent areas should be rezoned to promote a proper type of private development.

21. Mosholu

This proposal would supply a modern traffic connection between the Bronx River and Henry Hudson parkways. Final plans have already been adopted for its reconstruction and completion should be scheduled with that of the southerly extension of Bronx River Parkway.

22. Mohansic-Norwalk

A circumferential parkway should ultimately be constructed from the Merritt Parkway at Norwalk to connect at Mohansic Park with the Bronx Parkway Extension. This proposal was listed in the previous program of the Association and it is still regarded as a worthwhile project. Much of the route would utilize New York City watershed property in Westchester County. A plan should be adopted and a start made on acquisition of the remainder of necessary right-of-way.

23, 24, 25. Westchester and The Bronx

Extension of Saw Mill River Parkway from Chappaqua north to Katonah to join New York State Highway 132; straightening and rebuilding Bronx River Parkway from Kensico Dam to the city line; a southerly extension of the latter to Eastern Boulevard involving relocation of existing roadway and a new link south of Bronx Park; and a direct connection from Cross County Parkway to Hutchinson River Parkway are projects listed for development under the State's plan to use unexpended railroad grade-crossing elimination funds for highway purposes.

26, 27, 28. Long Island

The following proposals included in the Association's program for the immediate future are also part of the State's program outlined above: extension of Northern State Parkway from Union Avenue in Westbury to State Highway No. 110 in South Huntington; a cut-off on Southern State Parkway across the north end of Hempstead Lake State Park; and a short extension of Ocean Parkway to the boat basin at Cap Tree State Park.