

REBUILDING WITHOUT CONGESTION

**A Policy for Central
City Development**



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The Regional Plan Association

TO CARRY forward the objectives and recommendations of the Regional Plan by sponsoring its proposals and developing its principles, to keep the Plan up to date with changing conditions and to interpret the Plan to the public, the Regional Plan Association, Inc., was formed in 1929 as a voluntary citizens organization. A non-profit, research and planning agency, it is supported by Foundation funds and by individual, organization, municipality and contributing memberships.

The Association is continually making studies to implement details of the Plan and to show how planning principles may be applied successfully in today's environment.

Region-wide problems, such as housing, zoning, industrial and business location, urban redevelopment, transportation, parks, parkways, highways, airports — in short, all factors affecting the balanced development of the New York metropolitan area — are subject to continuous research and action programs by the Regional Plan Association through its citizen committees and staff.

Cooperation with local, state and national authorities and assistance to civic and business organizations are a large part of the Association's activity in both research and consultation.

Introduction

IN June 1948, the Association issued a statement suggesting a new policy for development of the suburban areas of the New Jersey-New York-Connecticut Metropolitan Region in Regional Plan Bulletin No. 70 entitled "At the Crossroads." Briefly, this policy is that we should aim to preserve the essential identity of the Region's existing small towns and, through the development of new centers, avoid the continuance of urban sprawl ever deeper into the Region's environs.

In setting forth this new policy we were mindful of the fact that the older central cities have an ever-important and continuing part to play in the Region's future.

Our estimates of growth of population, housing, business and industry in the Region's environs were based on the assumption that the older central areas will be reorganized in the next half century so that they may not only hold their own against the pull of the suburbs but will, themselves, acquire many of the desirable attributes associated with suburban living today.

☆ ☆ ☆

THIS bulletin presents a policy which will enable the Region's older central cities — such as New York, Newark, Bridgeport, Jersey City, Elizabeth, Paterson and Yonkers — to rebuild themselves unhampered by the economic necessity of perpetuating old patterns of congestion. Even as we should avoid building new areas in the suburbs with the congenital defects of the older centers, so we must break the vicious circle of rebuilding today's blighted central areas in yesterday's patterns and densities.

This statement of policy is suggested in the same spirit as "At the Crossroads" — not as the final answer to what needs to be done, but to further public discussion of the basic issues which must be faced if we are to improve the environment in which tens of millions of people live in our own and the other growing metropolitan regions of the United States.

PAUL WINDELS
President, Regional Plan Association

REBUILDING WITHOUT CONGESTION

A Policy for Central City Development

THE most important present day fact about the New York Metropolitan Region is that the 17 surrounding counties are increasing in population three times as rapidly as the five counties of New York City. If we were to deduct from the city's increase in the past 15 years that part which was attracted to it through the depression years by its relief program, the comparison would be even more startling.

This trend has been accentuated by extensive postwar building of small homes outside of New York City. What building there is of this type within the city is limited mostly to the undeveloped easterly and southerly parts of Queens. The remainder of the city's new construction consists chiefly of a few projects of financial institutions and public housing.

Population Spread

Some people call this decentralization — rail against it and denounce those who admit the existence of the evident fact. There is no sense arguing whether the spreading out of population is good or bad. It isn't a moral issue. It is one of the facts of life, at least in this urban Region.

If we are wise, we shall recognize it as a fact and try to have some intelligent understanding of what is going on. We shall try to discover what its implications are both for the central cities within the Region, and for their several peripheral areas. We shall try to find out what action lies within our power to guide this process of change. We need intelligent official policies so as to cushion its impact, both on the center and on the circumference, to avoid the mistakes of the past and to produce living and working conditions better than our heretofore unregulated growth has provided for us.

Regional and city planning does not mean official control over every last detail of physical expansion and change. No intelligent advocate of planning ever suggested anything as officious as that. But it does mean the adoption of some broad policies which reflect informed public opinion. Within the framework of those policies, it means orderly private and public growth. It means having some

idea of what our needs will be at least 25 years from now, and what sort of physical pattern can best meet those needs.

The alternative is blind expansion under the impulse of an infinite number of uncoordinated public and private interests, without guidance or coherence. The end result of that policy must inevitably be a region which is as inconvenient, uncomfortable and wasteful as is the present pattern of our central cities.

Two Alternatives

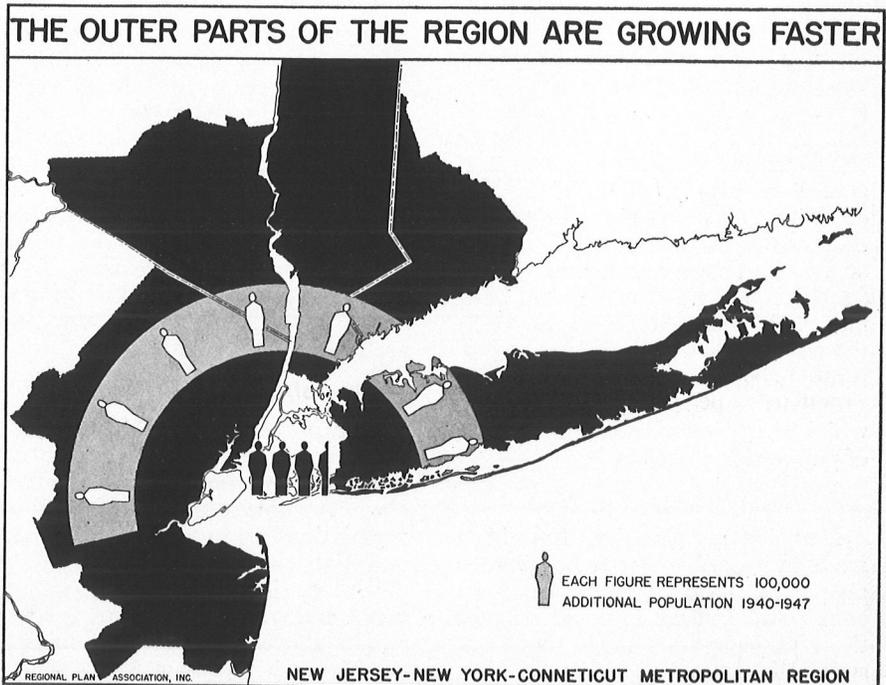
To begin with we must first know what we are aiming at. Two alternatives confront us as a region: either continued largely unrelated urban sprawl, with all that implies — the extension of the solid monolithic structure of the city over the surrounding countryside, with the endless reaching out of our population to the less congested areas, an ever increasing load on our over-taxed transportation facilities, ever longer daily journeys for more and more commuters; or what has been proposed — an organized effort to chan-

nel this expansion into a number of clearly-defined communities of a size which will make adequate provision for a fully-rounded life — home, recreation and employment. These alternatives were discussed in the Association's recent Bulletin: "At the Crossroads."

As to the central city, our problem is equally difficult and what may be said of New York is applicable to Newark, Jersey City, Yonkers, Bridgeport and other congested areas within the Region.

Who can deny that New York, in common with other central cities, suffers from almost unbearable congestion of people, buildings and traffic — grossly inadequate housing and transportation, delay, dirt, noise and confusion? In a constantly swelling tide, its residents, particularly those with children, seek to escape to suburban surroundings where normal family life is not so difficult.

Here are the basic facts of our problem: antiquated structures and an outmoded city pattern; the slowing up of city growth; the escape of



The 17 counties surrounding New York City increased in population 14 per cent while New York City increased 4.6 per cent from 1940 to 1947. The increase in terms of people is illustrated above.

population to the surrounding counties; the constantly increasing separation between residence and employment; over-burdened transportation facilities; and the disturbing financial problems for all units of local government resulting from this mass shifting of population.

The principal compulsions which brought great cities into being were the requirements and limitations of transportation, communication and power supply. These compulsions are now decreasing as a result of technological progress. Released from them, population and industry tend to wash out from under the crushing load of the excessive cost and inefficient design of the central city. This process of redistribution is simply nature's way of easing strains and evening up pressures.

What Is Our Aim?

Our trouble in large cities, such as New York, has been that we have never been able to make up our minds as to what kind of city we are aiming at. In this effort we must remember that a master plan or policy of city development cannot be bought "over the counter." Its creation must be a slow, patient process reflecting, step by step, the consensus of an informed public after months of study and debate.

The most important single purpose of a master plan must always be to make normal and wholesome family and community life possible within the city. No city can rest on a firm foundation unless this is the basic fact of its existence. In the effort to achieve it, the greatest difficulty to be overcome is congestion — congestion of people, of buildings and of traffic. We must aim to open up the overbuilt, overcrowded centers of the city to sun and air, to greater freedom and ease of movement, both for people and vehicles; to restore in the city the smaller and more wholesome neighborhood pattern, while preserving it in the peripheral areas which now receive the major impact of population increase.

Variety of Housing Types

Magnificent progress has been made in providing better housing for people formerly living under slum conditions. But we must admit that these projects are not the final answer. We must be careful that the endless reproduction of the same type of housing does not create in the older areas of the city a regimented and institutional appearance.

There is no single answer to our housing needs. We cannot provide for the infinite variety of our population by any one kind of housing. Many people like to live in tall apartment houses. For them there can be provided tall apartment buildings. But is it not true that this type of building appeals mostly to those who do not have the responsibility of rearing children — that is, the newly married and those who have raised their families?

A large insurance company recently completed a survey which would seem to indicate that the vast majority of the people with families still to be reared, if they could have what they desire, would prefer to live in small homes with surrounding space for play and other outdoor recreation. Other independent surveys have reached the same conclusion.

Housing without Congestion

Let us now consider a few elementary facts. The indications are that by 1970 we shall have in New York an increase in population of no more than a half million people. In the same period, it is probable that the surrounding counties will increase by at least one and a half million people.

There are about one and one-fourth million people presently living in about 16½ square miles in New York City's blighted areas. If these areas were rebuilt with the high population densities of some of our recent housing projects (averaging 313 persons per acre) they would accommodate three and one-third million people. This would provide for all of the present population in such areas, all of the anticipated increase in the entire city for decades to come and an additional one to one and a half million people drawn from other parts of the city, thus reproducing in those areas the very blight we are seeking to end.

Balanced Distribution of Population

Our present policy may produce some better housing, but it is not producing an intelligently planned city. A balanced distribution of population must always be the essential element of any effective city plan, since it is the best way to avoid and overcome the stresses and strains on every part of our municipal machine which result from congestion in some areas and blight in others.

We have tried to surmount the great barrier to progress in replan-

ning and rebuilding — high land costs where the congestion is greatest — by tax exemptions or by permitting a repetition of excessive concentrations of population in both public and private projects. Tax exemption deprives the city of badly needed income. Excessive concentrations of population perpetuate the unbalanced demand on public facilities which we are seeking to correct and inevitably create new blighted areas.

Suggested Policy

Should we not meet this problem by a policy of absorbing and liquidating the peaks in land costs in blighted areas, scaling them down and writing the difference off as a public loss and as an essential prelude to sound city planning so that, for the purpose of new construction, we can be free to relate the value of the land not to past congestion but to the desirable city plan of the future? Public assistance to slum clearance would thus become not only an aid to housing but also, and equally important, it would open the door to a real opportunity to modernize our city plan.

Such land can then be made available to private and institutional capital for rebuilding according to the development requirements of the city. It could either be resold or leased for long terms, subject to the controls now provided in our urban redevelopment laws which require (1) approval of project plans and (2) financial limitations so that there be no private speculative profit, only a reasonable return and amortization.

Such projects can be required to pay full taxes and because of modernization would also reduce the city's annual operating budget. This will be an expensive process in its initial outlay, but we may as well face the fact that it is the only practical way to eliminate over-concentration and unbalanced distribution of population which lie at the root of our difficulties. Unless we invest public funds for this purpose, we must face an endless and menacing drain on our financial resources by continued mass shifting of population as well as all the wastes and discomfort of present day urban life.

If we accept the restoration of the neighborhood unit in the congested and blighted areas as the objective, and the leveling off, at public expense, of land costs as the method, an approach to a city plan has been opened up and the succeeding steps become much clearer.



Magnificent progress has been made in providing public housing for people formerly living under slum conditions.

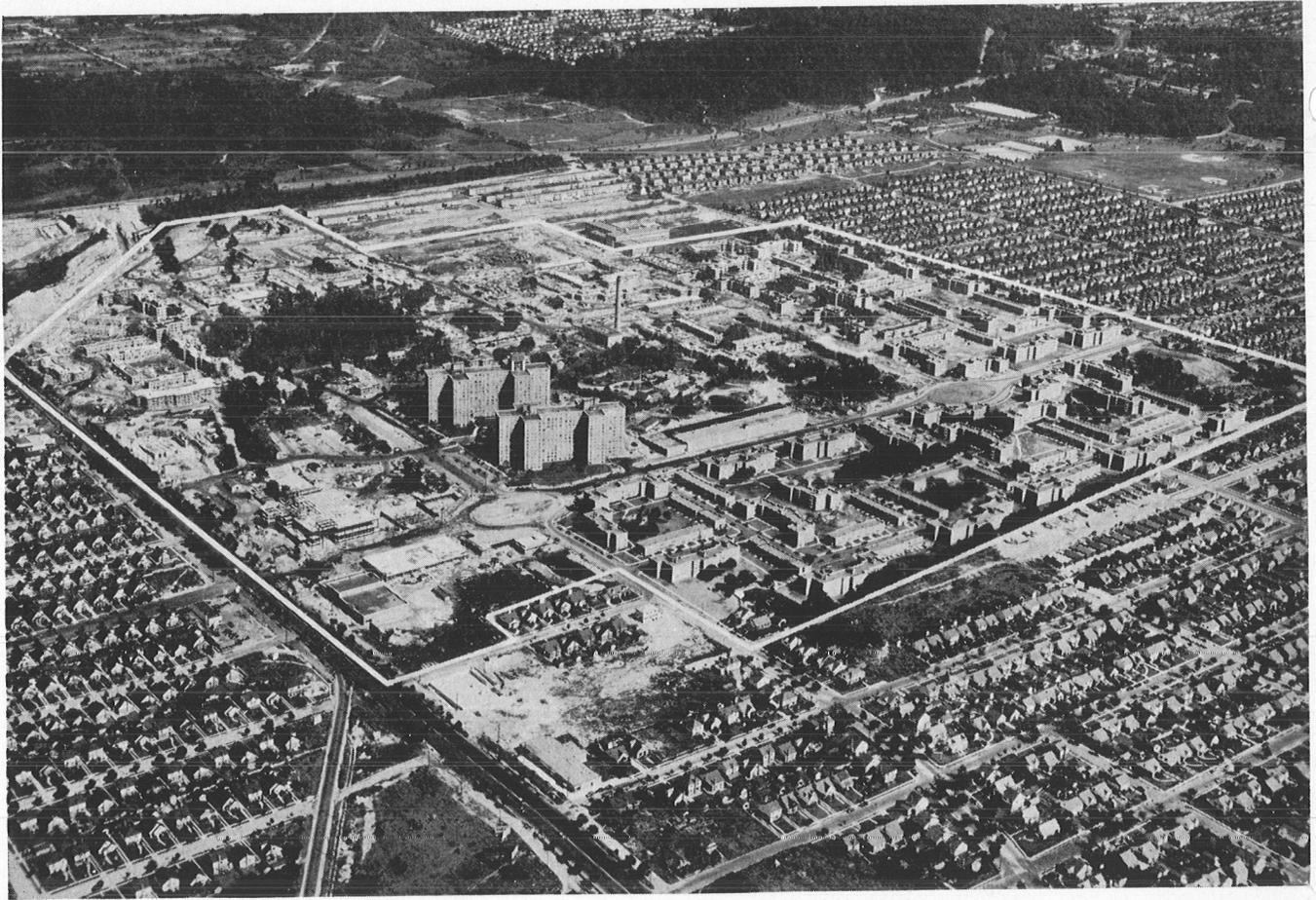


But— we must be careful that the endless reproduction of the same type of housing does not create in the older areas of the city a regimented and institutional appearance.



The vast majority of people with families still to be reared, if they could have what they desire, would prefer to live in small homes with surrounding space for play and other outdoor recreation.





THERE IS NO SINGLE ANSWER TO OUR HOUSING NEEDS

In Queens County a complete community is now being built by a life insurance company. The area in the left foreground in the picture above will be the main shopping center, and there will be two neighborhood shopping centers elsewhere in the development. With the exception of two 13-story apartment buildings (center), the rest of the residential units are two- and three-story garden-type dwellings. A public school has been erected, on a site deeded by the investor to the City for that purpose, adjoining the development. Details of the two types of housing units are pictured on the opposite page.

Proceeding by Plan

First an estimate will have to be made of the maximum population which the city is likely to achieve in the foreseeable future. A pro rata share of it should then be allocated to the blighted areas scheduled for large-scale rebuilding so that we can avoid creating vacuums elsewhere.

The rebuilding planned on that basis, instead of the present basis of squeezing enough people into the new project to pay for high land costs regardless of its burden on public facilities or its effect on other parts of the city, would mean an end to congestions compelled by high land costs.

As the city is rebuilt, the neighborhood outlines of the local communities which form its historic background should be preserved.

With these outlines in mind, it should be possible to lay out the essentials of rapid transit, recreational and main arterial roadway systems.

Industrial, business, residential, public and recreational areas of the city should be more clearly defined and better related to one another and to communication, both by rapid transit and along arterial highways, between residential, employment and recreational areas.

Our program of capital improvements should relate our recreational, educational and other local community facilities to these community neighborhood designs.

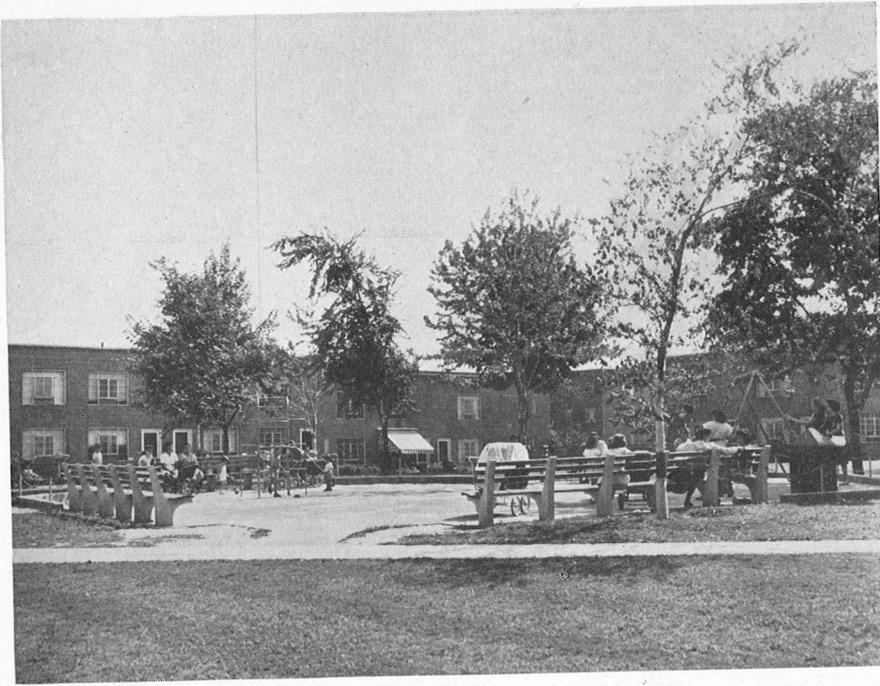
Revise Zoning

Having adopted this master plan, at least in broad outline, let us then

revise our zoning legislation so as to effectuate it and bring down the ceiling of permitted development in order more realistically to conform to the anticipated population, instead of zoning our city for approximately 10 times more population than it will ever have.

Zoning is the most important part of the mold by which we aim to shape the physical form of the city to be. A mold 10 times bigger than the material it is working with is ineffective. It is today's unrealistic zoning which permits over-development of certain locations within the city from which flow the evils of congestion, exploitation and unbalanced functioning of the municipal machine.

The demand for housing is tremendous. The need for modernized



The two- and three-story garden apartments in the Queens community are arranged in quadrangles with recreation facilities in the landscaped areas between the buildings.

housing was never more pressing. Unless it is provided within their city limits, cities must face the inevitable loss of a valuable part of their residential population. While some people will prefer to live in tall towers, the city to keep its population must provide all types of housing.

Capital at Hand

There is ample capital available to rebuild the blighted areas of the city by a combination of public housing for those not able to pay an economic rent, and private housing of the type we need to give effect to a city plan, if private housing is not required to liquidate high land costs inherited from the past.

If we make available to private capital, land within the central blighted areas, at the land costs approaching those which now prevail, for example, in the easterly end of Queens County, there is no other reason why we could not reproduce, in the very heart of the city, housing developments to meet the demands and needs of people who have families of small children to rear and who want space, air, sun and earth.

Public Aid—Private Rebuilding

There is talk of federal aid and hearings are proceeding on several

bills which have been introduced in Congress. Many people who are seriously concerned with the rehabilitation problem oppose this idea; a number of state governors and state legislators vigorously oppose further extension of federal aid to state and local governments. Redevelopment

projects are currently being carried on, however, in Baltimore and Indianapolis under state enabling legislation with state or city aid and a similar project is reported ready to start in Chicago.

If we are to have public aid, whether it comes from the federal, state or city governments, not only for low cost housing per se, but also for the reconstruction of the blighted areas of the city, there is no way in which such contribution can be more effective for the preservation and modernization of our cities than to apply it specifically to scaling down and leveling off at public expense and as a public loss the land costs in the blighted central areas which reflect existing congestions. Then open the door to private capital to come in and, according to a sound city plan, redevelop those areas.

Time is running against us. We cannot go on forever in this highly competitive world on the momentum of past achievements. We must modernize our antiquated and outmoded city design or face the threat of a serious decline. In New York City, for example, a master plan was required by popular referendum a long decade ago. The time has come to get along with this job. In this way we can bring into being modernized cities of the New York Region, cities which will be beautiful, efficient, comfortable and convenient — cities of the 21st Century.



Set in spacious surroundings, this 13-story apartment building may be identified in the picture on the opposite page by its distinctive water tower.

HOW the Regional Plan Association CAN HELP YOUR COMMUNITY

THROUGH:—

1. Furnishing **EXPERIENCE** of other communities which have faced similar problems.
2. Supplying **FACTS** on trends which will affect your community's development.
3. Suggesting **EFFECTIVE PROCEDURES** for organizing practical planning in your community.

MEMBERSHIP in the Regional Plan Association gives you the opportunity to secure these services which are based upon 25 years experience in helping communities in the New York — New Jersey — Connecticut Metropolitan Region.

A LETTER will bring further details on general information and specific assistance available through the RPA.



• 205 East 42nd Street, New York 17, N. Y. •



POPULATION TRENDS

in the
New Jersey-New York-Connecticut Metropolitan Region
1940-1947

REGIONAL PLAN BULLETIN

NOVEMBER 1948

NUMBER 71

The population of the New Jersey-New York-Connecticut Metropolitan Region grew to approximately 13,580,000 by 1947, a gain of more than 1,000,000 persons since 1940. This represented an increase of 8.5 per cent, a greater rate of increase than that of the nation's population as a whole during the same seven-year period.

The area of the Metropolitan Region outside of New York City accounted for two-thirds of the gain, whereas this outlying area contained only 40 per cent of the Region's population in 1940.

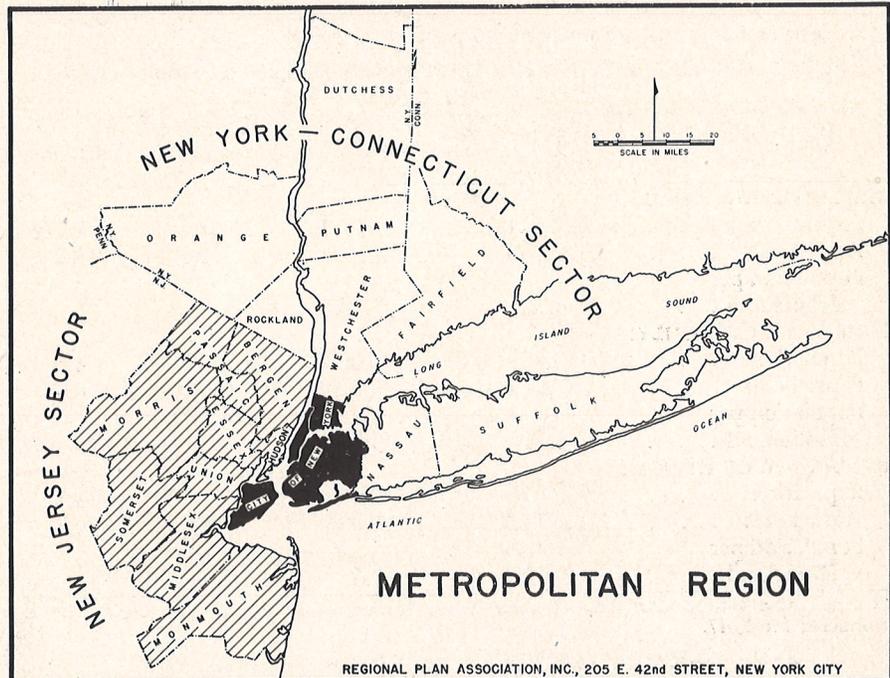
The character of the Region's population changed in many other respects during the period between 1940 and 1947. A number of prewar trends took on added significance.

Population Growth

THE estimate of 13,580,000 people living in the New Jersey-New York-Connecticut Metropolitan Region in 1947 represents a seven-year increase of 1,062,000 persons, substantially greater than the increase of 874,728 for the ten years between 1930 and 1940. The Regional Plan Association's 1941 estimate of 13,800,000 population for the Region in 1950 appears to be a conservative one.

The 1940-47 population increase did not affect all parts of the Region equally. Therefore, since more detailed studies being conducted by the Regional Plan Association supported the general observation that most new residential construction has been taking place on vacant land, the Regional population estimates were broken down into three major sectors: New York City, the remainder of New York and Connecticut in the Region, and north-eastern New Jersey. (See map) A more detailed breakdown could not be made from the 1947 U.S. Census data used as a basis for this report.

This simple division of the Region shows clearly that the population of New York City as a whole has been gaining at a slower rate than the rest of the Region. New York City increased about 4.6 per cent while the generally less developed areas surround-



ing it increased at three times this rate.

During the past year there have been no major surveys which could be used to prepare 1948 estimates for the Region as a whole. The Consolidated Edison Company, Inc., of New York estimates New York City gained 132,000 in the year ending December 31, 1947.

Households

The same forces that steadily reduced the number of persons living in an average private household in the Region from 4.7 persons in 1900 to 3.7 in 1940, are still operating. The U. S. Census estimates that the average household in the Region in 1947 contained only 3.5 persons.

This trend has great significance. It means, for example, that more dwellings are required to house the same number of people. The Region as a whole must build dwelling units at a rate faster than that of population increase.

The number of private households in the Region increased by 470,000 to a total of 3,840,000 between 1940 and

1947. This represented an increase of 14 per cent which may be compared with 8.5 per cent increase in population during the same period. For the Region as a whole, since 1940 almost one new household was created for every two persons added to the population.

In 1940 New York City had a smaller average size of household than did the remainder of the Region. The available information for 1947 indicates that this difference continues, although the housing shortages in the City appears to have partially offset the decline in average size of household for the time being.

Families

Since 1940 the Bureau of the Census has begun to distinguish between "households" and "families." This distinction is of importance because it takes into account "doubling-up".

"A private household includes all of the persons who occupy a house, a group of rooms, or a room that constitutes separate living quarters". Such a household may include additional



Table 1—POPULATION IN THE METROPOLITAN REGION, 1940 AND 1947

Area	April 1940 Census	April 1947 Estimates	Estimated Increase 1947-47	Per Cent Increase
United States, Total	131,669,275	142,060,000*	10,390,000	7.9%
Metropolitan Region	12,517,671	13,580,000	1,062,000	8.5
New Jersey sector	3,115,160	3,580,000	465,000	14.9
New York—Connecticut sector: (excluding New York City)	1,947,516	2,200,000	252,000	12.9
New York City	7,454,995	7,800,000**	345,000	4.6

* Civilian population in April 1947
 ** Estimates vary. The study by Consolidated Edison Co.—POPULATION OF NEW YORK CITY 1940-1948; suggests 7,873,000 for January 1, 1947. New York Board of Health and Board of Water Supply estimates are lower. If the City had 7,900,000 residents in April 1947 this would be a 6 per cent increase over 1940.

Table 2—HOUSEHOLDS AND HOUSEHOLD SIZE IN THE METROPOLITAN REGION, 1940 AND 1947

	April 1940 Census	April 1947 Estimates	Estimated Increase 1940 - 1947	Per Cent Increase
METROPOLITAN REGION:				
Population	12,517,671	13,580,000	1,062,000	8.5%
Households	3,370,036	3,840,000	470,000	14.0
Population per Household	3.72	3.54		
NEW YORK CITY ONLY:				
Population	7,454,995	7,800,000	345,000	4.6
Households	2,047,919	2,230,000*	182,000	8.9
Population per Household	3.64	3.5		
REMAINDER OF REGION:				
Population	5,062,676	5,780,000	717,000	14.1
Households	1,322,117	1,610,000	288,000	21.8
Population per Household	3.82	3.6		

* Consolidated Edison Company of New York, Inc., estimate based upon electric bills rendered for 1947.

Table 3—WHITE AND NON-WHITE POPULATION OF THE METROPOLITAN REGION, 1940 AND 1947

	April 1940 Census	April 1947 Estimates	Estimated Increase 1940 - 47	Per Cent Increase
METROPOLITAN REGION:				
White	11,815,819	12,524,000	708,000	6.0
Non-white	701,852	1,056,000	354,000	50.6
Per Cent Non-White of Total for Region	5.6%	7.8%	33.3%	—

separate family groups of two or more related persons. These separate family groups are "doubled-up". They may be divided into two classes:

- (a) Families consisting of married couples and their children living doubled-up in the Metropolitan Region totaled an estimated 360,000. This was 11 per cent of all such families. It compares with an estimate of 186,000 such doubled-up couples in 1940. Presumably these families would like to occupy separate dwellings, so they should be reckoned with in estimating the number of dwelling units which need to be built.
- (b) Family groups not including a husband-wife combination totaled an estimated additional 200,000.

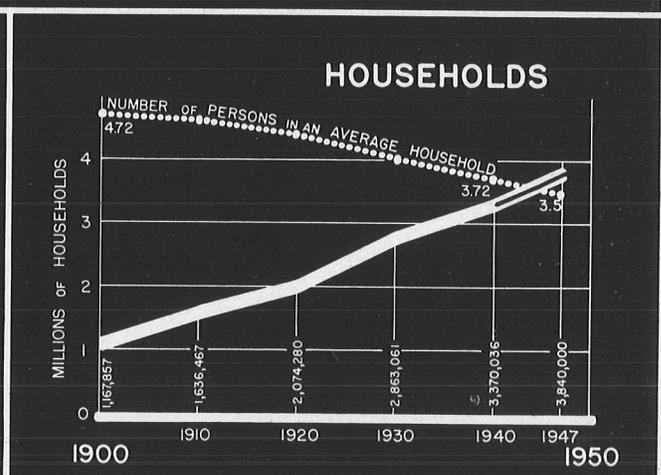
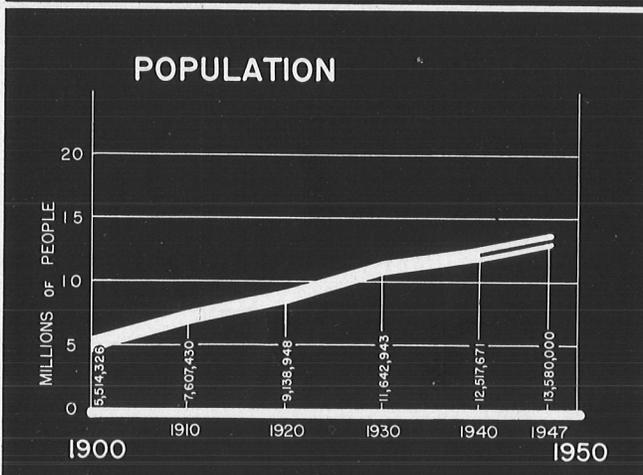
Comparative figures to establish the trend in total number of "doubled-up" families between 1940 and 1947 are not available for the Metropolitan Region, since the concept has only recently come into general use.

Nonwhite Residents

An estimated 50 percent increase in the nonwhite population of the Region took place between 1940 and 1947. This increase of about 345,000 nonwhite persons accounted for one-third of the Region's total population gain during the period.

Nonwhites, as classified by the U.S. Bureau of the Census include: "The total of Negroes, Indians, Chinese, Japanese, and other nonwhite races". Puerto Ricans are divided according to their skin coloration, about one third of them in New York City being classified as 'nonwhite', according to the Bureau of Applied Social Research of Columbia University.

HOUSEHOLDS INCREASE MORE RAPIDLY THAN POPULATION



The broad regional distribution of this increase apparently followed pre-war patterns. Manhattan, which had nearly half (312,299, of which 298,365 were Negro) of the nonwhite residents of the Region in 1940, appears to have received nearly half of the total gain.

Age Groups

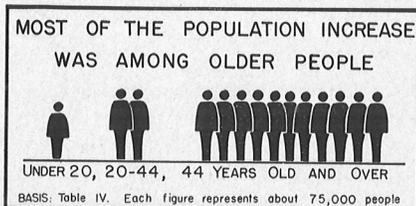
The long trend towards an older population was maintained during the period from 1940 to 1947 by an estimated increase in the Region of 836,000 people over 44 years of age. This compares with a corresponding increase of 932,160 for the entire ten year period 1930-1940. It represents a four per cent increase in the portion of the Region's population in this age bracket.

This long trend towards an older population has had an interesting effect on the number of potential voters, that is, on the number of citizens over 21 years of age. In 1928 only half of the Region's population were citizens of voting age. In 1948 this has increased to an estimated two-thirds of the population.

While there was a slight numerical increase of about 69,000 in the age group under twenty-years of age, this group decreased as a percentage of the total population. However, the numerical increase represents a reversal of the trend during the preceding ten year period, 1930-1940, during which this age group actually declined by 381,316.

A continuation of the recent high birth rate will undoubtedly result in an increase in the proportion of the population under 20 years of age. In 1947 there were 295,694 live births in the Region, as compared with only 175,587 in 1940.*

A study of the trends in age distribution for the New York City, New Jersey and New York-Connecticut sectors of the Region failed to reveal significant variations within the Region. New York City continues to attract a slightly greater proportion of the population between 20 and 45 years of age than does the rest of the Region.



Migration

An estimated one-third of the Region's population increase during the period 1940-1947 was due to a net migration into the Region. This continued the trend of the preceding ten

*Compiled from data supplied by State Health Departments.

Table 4—AGE DISTRIBUTION CHANGES FOR THE METROPOLITAN REGION, 1940 AND 1947

Age Group	April 1940 Census	April 1947 Estimates	Estimated Increase 1940 - 47	Per Cent Increase
ALL PERSONS:	12,517,671	13,580,000	1,062,000	8.5%
Under 20	3,580,543	3,650,000	69,000	1.9
20 to 44	5,443,378	5,600,000	157,000	2.9
45 and up	3,493,750	4,330,000	836,000	23.9
ALL PERSONS:	100%	100%	100%	—
Under 2	29	27	-2	—
20 to 44	43	41	-2	—
45 and up	28	32	+4	—

Table 5—ESTIMATED NET MIGRATION FOR THE METROPOLITAN REGION, APRIL 1940 TO APRIL 1947

Area	Estimated Increase, 1940 - 1947	Increase due to excess of births over deaths	Remainder (estimated net migration)
Metropolitan Region	1,062,000	732,000	330,000
New Jersey Sector	465,000	212,000	253,000
New York—Connecticut Sector (excluding N.Y.C.)	252,000	95,000	157,000
New York City	345,000	425,000	-80,000*

Source: Table No. 1 above and R.P.A. studies of vital statistics issued by State Health Departments.

*If Consolidated Edison's estimate of population is used this figure becomes approximately zero, indicating no net gain or loss through migration.

Table 6—MOVEMENT OF POPULATION IN THE METROPOLITAN REGION, APRIL 1940 TO APRIL 1947

	Estimated Number	Per Cent
Total persons in the Region, 1947	13,580,000	100%
Did not move	6,400,000	47
Moved to another house in same county	4,900,000	36
Migrants (moved into Region or moved from one county to another)	2,000,000	15
Immigrants:	280,000	2

years during which in-migration accounted for 428,871, approximately half of the total increase in the Region's population.

A major shift occurred in the pattern of this migration. During the 1930s the New Jersey sector had a net out-migration of 33,900 which was counter-balanced by gains in the rest of the Region. Since 1940 the records indicate that New York City has not gained by migration, while an increase in population from this source was important in the remainder of the Region.

This changing pattern of migration into the Region was accompanied by a significant fluidity in residence among the population of the Region. According to the U. S. Census 1947 survey, less than half of the Region's residents in 1940 lived in the same house in 1947. Further, one out of every seven persons lived in a different county, including those who moved into the Region from elsewhere.

These characteristics of migration do not appear to differ much between the various parts of the Region.

The nationality group of Puerto Ricans increased substantially, particu-

larly in Manhattan. A large part of this increase was due to migration. Consolidated Edison, in its April 1948 study entitled "Population of New York City", (page 14), estimates that the number of Puerto Ricans "increased from 150,000 in 1940 to approximately 300,000 as of January 1, 1948 . . . composed of a natural increase of perhaps 30,000 and a net gain through migration of about 120,000".

Employed Labor Force

In the past seven years the labor force as a whole increased at a more rapid rate than the population. The major factor in this trend was a 22 per cent increase in the number of women in industry—probably a carryover of the greater wartime employment of women.

The employed labor force of the Region gained 25 per cent, an increase of over 1,200,000 workers. This accompanied a 51 per cent reduction of the unemployment existing in 1940, and a substantial increase in the total population.

Data from the U. S. Census also points out that only 85 per cent of

"employed" persons (5,060,000) were working 35 hours or more a week at the time of the survey in April 1947. In the Region in 1947, 8 per cent of the labor force (483,000 persons) were working only 15 to 34 hours. Nearly two percent were working 1 to 14 hours, and 320,000 "employed" persons were not working—presumably on vacation or leave.

Types of Employment

Of the 1,206,000 increase in employed persons, two-thirds of the gains were in "manufacturing" and in "transportation, communications and public utilities." The proportion of the Region's employed residents working in these occupations rose from 37 per cent in March 1940 to about 43 per cent in April 1947.

While the service industries increased slightly in terms of total employment, the percentage of employed residents engaged in them dropped from 30 per cent to about 26 per cent.

Source of Data

Material used in this bulletin is derived from U. S. Census publications unless otherwise stated in text or in footnotes. Figures from the 1930 and 1940 Census Reports are written out in full. Estimates are rounded off to indicate their approximate degree of reliability.

The 1940 figures are all taken from the applicable 16th Census publications. They cover the 22 counties of the New Jersey-New York-Connecticut Metropolitan Region as defined on the accompanying map.

The 1947 figures are derived from three Census Bureau *Current Population Reports*:

(1) *Population Characteristics of the New York-Northeastern New Jersey Metropolitan District, April 1947*;

Table 7—LABOR FORCE IN THE METROPOLITAN REGION, PERSONS 14 YEARS OLD AND OVER, 1940 AND 1947

Persons in Labor Force	April 1940 Census	April 1947 Estimates	Estimated Increase 1940 - 47	Per Cent Increase
TOTAL:	5,697,507	6,420,000	722,000	12.7%
Male*	4,013,951	4,370,000	356,000	8.9
Female*	1,683,556	2,050,000	366,000	21.7
Employed	4,743,640	5,950,000	1,206,000	25.5
Unemployed	953,867	470,000	-484,000	-51.0

*In 1940 there were 5,001,648 males and 5,183,955 females in the Metropolitan Region, 14 years old and over. Eighty per cent of the males and 32 per cent of the females were in the labor force. In 1947 about 83 per cent of the males and 36 per cent of the females were in the labor force.

Table 8—CHANGES IN TYPES OF EMPLOYMENT, METROPOLITAN REGION, 1940 - 1947

Types of Employment	April 1940 Census	April 1947 Increase	Estimated Increase 1940 - 47	Per Cent Increase
TOTAL EMPLOYED:	4,743,672	5,950,000	1,206,000	25%
Manufacturing	1,357,876	2,040,000	682,000	50
Service Industries	1,419,205	1,540,000	121,000	9
Wholesale & Retail Trade	948,704	1,180,000	231,000	24
Transport, Communications, Public Utilities	405,844	595,000	189,000	47
Construction	240,101	265,000	25,000	10
All others	371,942	330,000	-42,000	-11

NOTE: "Service Industries" includes finance, insurance and real estate; business and repair services; personal services; amusement, recreation and related services; and professional and related services. "All other industries" includes agriculture, forestry, fishing, mining, and government services not falling in one of the other classifications.

Series P-21, No. 25, August 17, 1947.

(2) *Housing Characteristics*, Series P-71, No. 25, August 24, 1947.

(3) *Labor Force Characteristics*, Series P-51, No. 25, August 10, 1947.

These *Current Population Reports* are based on April 1947 sample population surveys taken in the "Metropolitan District". This "Metropolitan District" includes a smaller area and is about 6 per cent smaller, in terms of population, than the Metropolitan Region used by the Regional Plan Association. To attain comparability with other Metropolitan Region data and estimates, the data in these *Reports* has been converted to the slightly larger

Region in accordance with an assumption that the trends of growth in the Metropolitan Region and in the Metropolitan District were the same during the period 1940-1947.

Estimates presented in this bulletin are believed to have approximately the same accuracy as the U. S. Census sample survey estimates upon which they are based. A careful statement as to the reliability of the Census estimates is contained in each *U. S. Census Report* listed above. In general, the Census estimates are considered sufficiently accurate to indicate broad trends for the Region during this period.



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