



# COUNTY PLANNING

in the

New Jersey - New York - Connecticut Metropolitan Region

Regional Plan Bulletin

October, 1953

Number 83

## ABOUT THIS BULLETIN

County planning in the Metropolitan Region that surrounds the Port of New York is coming of age. At an accelerating pace since the close of World War II, it has been affecting living, work and travel for a majority of the region's citizens. Of 14 million persons who live here 11 million reside in the 9 counties which benefit from official planning at the county level or in the City of New York, where the planning commission has equivalent scope. The remaining 3 million in the other 8 counties are still without the protection afforded by planning at the county level.

That effective county planning is essential to sound county administration is emphasized in letters from leading county officials reprinted on Pages 2 and 3 of this Bulletin.

County planning is vital also to the development of the metropolitan region as a whole. The counties (and the City of New York) are the largest governmental units within the tri-state region. Thus they constitute the most workable units for official consideration of the many region-wide physical problems that are beyond the scope of the responsibilities of the Port of New York Authority. They provide an important link between state and local planning. The Inter-County Planning Conference (which is described on Page 16) recognizes this significant regional need.

County planning, finally, provides a necessary framework for the coordination of local municipal planning. It provides "area" thinking on local problems that disregard municipal boundaries. It brings technical knowledge to bear on difficult problems beyond the resources of little places.

In 1936, taking stock of the first great period of county planning activities, the RPA issued Bulletin 32 summarizing progress to date, and reported that, "County Planning is on the march.

(Please turn to back page)

County planning is an activity scattered throughout county government. Every county department, agency, or official does some county planning either when looking beyond the activity of today to the need of tomorrow or when seeking to relate an action to the many simultaneous county activities and county plans being made.

If such daily planning could ensure effective progress toward a sound county, "county planning" in the formal sense would have no place. Experience has shown, however, that unifying objectives and central coordination are both needed to give direction and harmony to the daily multitude of county activities. Though certainly no substitute for departmental foresight, central county planning is an indispensable aid to it.

With this definition in mind, the Regional Plan Association can report significant advances in county planning, but must also report an awareness of serious shortcomings as a major finding of its present county planning roundup.

The story that unfolds in these pages indicates great vigor in the gathering of facts, but spotty success in putting them to work. It is a record studded with excellent planning projects of proved usefulness, but not yet of full coordination achieved and common long-term objectives set. In short, county planning agencies must be bolder in planning comprehensively; county government more alert to make the most of the excellent planning that is done. Eight counties still lack official county planning of any sort.

The Association calls on the counties of the region, therefore, to look again at the way they are providing for the future. It urges counties still lacking official planning to initiate this essential function by appointing commissions. Where these already exist the Association recommends a new effort to bring comprehensive planning to bear on the work of county government.

## COUNTY PLANNING CHECK LIST

- ☐ County planning commission appointed (see p. 15)
- ☐ Qualified professional staff engaged (see p. 15)
- ☐ Commission meets at least monthly on long-range planning
- ☐ Population analysis and forecast completed by staff (see p. 9)
- ☐ Full-scale study of trends and potentials of county economy completed (see p. 10)
- ☐ Present use of land in county mapped and studied (see p. 4)
- ☐ Present zoning of land in county mapped and analyzed (see p. 12)
- ☐ Present highway and transportation systems mapped and analyzed (see p. 6)
- ☐ Comprehensive county policy on development established (see p. 2)
- ☐ Master plan approved including generalized land use, arterial highways, transportation system and county facilities (see p. 5)
- ☐ Local acceptance of generalized proposals secured (see p. 5)
- ☐ Each county department now has a long-range plan (see p. 1)
- ☐ Projects in master plan regularly find way into county budget (see p. 10)
- ☐ Zoning and road systems of local municipalities fully coordinated (see p. 12)
- ☐ Regular means established for sending information to local boards (see p. 13)
- ☐ County governing body makes full use of planning commission and staff as its advisor on physical development matters (see p. 2)
- ☐ Planning commission has achieved widespread public acceptance and support (see p. 14)

—WHAT SCORE HAS YOUR COUNTY?



# COUNTY PLANNING AND COUNTY GOVERNMENT

## County of Westchester

OFFICE OF COUNTY EXECUTIVE

County Office Building

White Plains, N. Y.

HERBERT C. GERLACH  
COUNTY EXECUTIVE

September 15, 1953

Mr. Harold S. Osborne  
President, Regional Plan Association, Inc.  
205 East 42nd Street  
New York 17, N. Y.

Dear Mr. Osborne:

I am interested to know that you are preparing a bulletin on county planning in the New York metropolitan area and am glad to offer my comments on the work of our own Department of Planning.

The Department is headed by a Commission composed of citizens of high standing, whose sound judgment and objective viewpoint are of the greatest value both in relation to specific problems of physical development on which the Department is called on to act and especially with respect to long range trends of development and policies relating thereto.

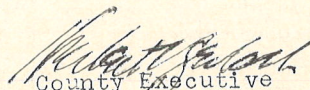
The Department operates efficiently and with great diplomacy in a four-fold advisory capacity; to the County Executive, the Board of Supervisors, other departments of the County government, and municipalities within the county. In addition to the legally specified duties of the Department, such as that of participating in the formulation of the annual capital budget and the County's long range capital plan, the informal working relationships that have been established between the Department and other County departments have made an exceedingly effective contribution to the sound planning that is a normal function of the entire administration of the County government.

Of especial importance is the advisory relationship of the Department to the municipalities of the County. Officials of the 46 cities, towns, and villages in the county have frequent occasion to call on the Department for advice on a variety of local planning problems. Through this process a considerable degree of coordination of local planning has already been achieved and this is continually being extended and strengthened. Furthermore, the closely working team of the Department of Public Works, the Park Commission, and the Department of Planning has provided an opportunity for full consideration of both County and local plans and viewpoints by the several State agencies that have to do with the planning and construction of State thruways, parkways, and highways in the county.

In addition to these activities, the Department has become a respected source of information as to population, economic, and other characteristics and trends in the development of the county. The research division of its staff works in close collaboration with the research personnel of banks, utility companies, the Westchester County Association, and State agencies.

Finally, the Department has been a means of effective presentation to the people of the county of developmental problems facing the county and its municipalities and of the policies and activities that are a part of the wise exercise of County responsibility in current governmental administration and in sound provision for the future.

Yours very truly,

  
County Executive



The letters on this and the preceding page were sent to the Regional Plan Association by the Westchester County Executive, Mr. Herbert C. Gerlach, and by a member of the Middlesex County Board of Chosen Freeholders, Mr. Leon A. Campbell, who are leading members of their respective county governments. The Association can think of no better way of expressing the importance of county planning than to reproduce these thoughtful paragraphs. Moreover, the contents of the letters, which merit careful reading, are a most understanding statement of what county planning is and what it is for.

This bulletin is a roundup of what is going on in the county planning of fices throughout the metropolitan region. Of necessity certain examples

have been selected for purposes of illustration, but it should not be thought that the kinds of activities described are limited to the places cited.

Many of our examples have to do with factual research or with aids to carrying out planning objectives. Yet the most basic task of county planning probably is the work done in assisting county government to formulate sound policies regarding the physical development of the county community or what Mr. Gerlach calls, "Long range trends of development and policies relating thereto".

Under our form of county government, the final determination of policy is squarely the responsibility of the county governing body: in New Jersey the Board of Chosen Free-

holders, in New York the Board of Supervisors. But the county planning commission has important and influential functions in relation to such policy formation.

On matters pertaining to physical development, the central focus of the planning commission's efforts, the commission has at least four major functions: *first*, to pinpoint the facts; *second*, to discover realistic alternative courses; *third*, to enlist broad public review of the issues and the possibilities; *fourth*, to recommend policies and programs of action to the county governing body in light of the foregoing studies and activities. The Regional Plan Association recommends this procedure as a time-tested way of arriving at sound and responsible decisions.



BOARD OF CHOSEN FREEHOLDERS  
COUNTY OF MIDDLESEX  
NEW BRUNSWICK, N. J.

LEON A. CAMPBELL  
DEPT. OF PARKS  
CHAIRMAN

September 16, 1953

Mr. Harold S. Osborne, President  
Regional Plan Association  
New York 17, New York

Dear Mr. Osborne:

Due to the scope of his duties in handling the many current problems of governmental operation, the elected official must necessarily rely on others to assemble and coordinate the facts necessary to develop wise plans, and make sound decisions which play such a vital part in building a modern community.

A county planning board, with its staff, forms an invaluable part of the advisory scheme of government in planning for the future. Such a board provides the elected official with an advisory body of non-partisan citizens, who, if carefully chosen, can bring to the job an assembled knowledge of many of the problems of community development.

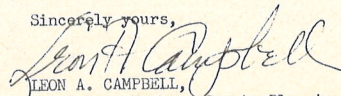
The planning board has basically a single job; that of concentrating on the comprehensive, long-range scheme. Through this basic function, the planning board is in a position to determine the existence of future problems before they become acute, and make recommendations for action. On the other hand, with an assembled body of factual data kept current, the board can deal with current problems requiring rapid action and render considered recommendations within a relatively short time. For the elected official, this flexibility provides a system whereby considerable "emergency" action may be foreseen and thereby eliminated, and hasty decisions demanded by pressure groups may be rapidly evaluated on merit in relation to a preconceived plan, by a non-partisan body.

Consider also those decisions involving large capital expenditure. These must be based upon fact and trend, and must include the long-range view. A planning board can assemble, keep current, and analyze such necessary facts, and do the investigation required for the proper location and scheduling of capital projects having long usefulness.

Finally, at the county level, a coordinating group is necessary to assist municipalities, and to act as a liason between them and state agencies. Our Middlesex County Planning Board has been particularly effective in such efforts.

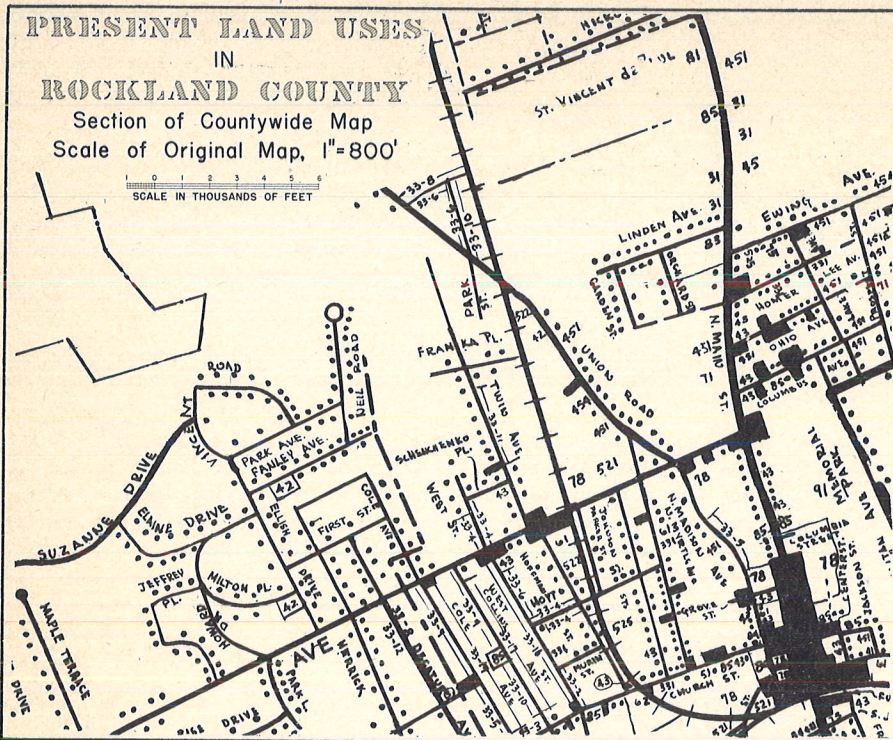
Further thought on these highlights will bring to mind the many additional ways in which a County Planning Board can assist the elected official.

Sincerely yours,

  
LEON A. CAMPBELL,  
Freeholder Member, County Planning Board



## COUNTY PLANNING AND THE USE OF LAND



1. UNDERDEVELOPED — includes all vacant land.
2. FARMLAND — (showing signs of recent agricultural use.)
  21. Produce
  22. Dairy and livestock
  23. Orchards and vineyards
  24. Nursery
  25. Greenhouses
  26. Poultry
  27. Other
3. RESIDENTIAL
  31. Country-type residential development (2-4 acres)
  32. Suburban-type residential development (75' wide to 2 acres)
  33. Urban type residential development (under 75' width)
    331. Multi-family residence (not converted)
4. COMMERCE
  41. Retail stores, services, and offices (urban type, 100' frontage or less)
  42. Retail stores, services, and offices (highway, over 100' frontage)
  43. Automotive (filling stations, garages and sales, including open used car lots)
  44. Commercial amusement
    441. Driving range
    442. Theatres, including drive-in
    443. Bowling
    444. Swimming pools, beaches, and picnic grounds
    445. Fair grounds
    446. Riding academies
  45. Hotels, etc.
    451. Hotels and boarding houses
    452. Private nursing, health, and convalescent homes
    453. Motels and cabins
    454. Summer bungalow colonies
    455. Trailer camps
    456. Summer camps
5. STORAGE
  51. In buildings (merchandise and household warehouses, etc.)
52. Outdoor
  521. Building materials and contractor's equipment
  522. Fuel
  523. Manufacturing components and products (with substantial area)
  524. Boat storage yard
  525. Salvage (junk yard)
6. MANUFACTURING
  61. Less than 1 acre
  62. Over 1 acre
  63. Open mineral workings, active
    631. Open mineral workings, abandoned
7. PUBLIC UTILITIES & TRANSPORTATION
  71. Water supply
  72. Sewage and refuse disposal plants
  73. Power plants, sub-stations and power lines
  74. Gas manufacturing, storage, and pipe lines
  75. Truck and bus terminals
  76. Railroad lines and yards
  77. Marine terminals
  78. Parking lots
  79. Airports
8. PUBLIC & SEMI-PUBLIC INSTITUTIONS
  81. Health (hospitals, asylums, sanitariums)
  82. Charitable (aged, orphans, welfare)
  83. Schools
  84. Other public buildings
  85. Churches
  86. Cemeteries
  87. Research laboratory
9. PUBLIC & SEMI-PUBLIC RECREATION
  91. Parks and playgrounds
  92. Golf courses
  93. Swimming pools and beaches
  94. Yacht clubs and basins
  95. Historic sites (specify)
  99. Miscellaneous
    991. Land fill operations, and refuse dumps

The counties in the New York Metropolitan Region have no direct power to regulate the use of land, for zoning in most eastern states is a function of local municipal government. Nevertheless, planning commissions in the counties of this region have an abiding interest in the way their land is used, and increasingly they are hoping to affect future land use.

To begin with, a knowledge of present land use—that is, where the industries are, the stores, the homes, the parks, the schools—is needed as a factual basis for many county operations and to help determine where county roads, hospitals and other facilities should be built.

Secondly, while local municipalities do have full authority to regulate land use by zoning controls, experience has taught that even the best local planning and zoning separately designed by each locality seldom adds up to a balanced and well functioning whole. Therefore, municipalities are looking to the counties for guidance on the best use of their lands as seen from the larger, county-wide vantage point. Curiously enough the courts have been quicker than the planners to recognize the interaction of municipal zoning and the responsibility as well as opportunity for each local ordinance to be considered as an integral part of the land use pattern of the entire neighboring area. In judicial rulings, such as the well known Cresskill case in New Jersey, the state courts actually have been exercising area-wide planning. It is to be hoped that as more counties prepare land use plans, this coordinative function will less and less fall by default to the courts.

Finally, the planning of major public works at the county level and the coordination of local works require a long-range setting, a recommendation for the distribution of land uses in the county looking well into the future. The county master plan provides a setting of this kind.

### SURVEY OF PRESENT LAND USES

A wise plan for the future arrangement of land uses must be based on a thorough knowledge of present conditions and trends in county economics (see page 10), population (see page 9) as well as highways, railroads (see page 6) and land use patterns.

The Rockland County Planning Board has just completed a survey of existing land uses throughout that



county as a preliminary to preparing recommendations for a general development plan. The accompanying illustration shows a small section of Rockland's basic land use map. A version with colors to help distinguish different uses also is being prepared. The various land use classifications, more than 50 in all, which are listed in the adjacent space, are keyed to numbers on the map. (Note that number 33, the frequent small lot residence, is represented by a symbolic black square on the map.)

This enumeration system is somewhat more elaborate than the 5 classifications given in a land use map of Nassau County now under preparation or the 15 recently used for mapping the counties of the City of New York. It is said to require little additional field work, however, and has the advantage of providing far more precise information.

### LAND USE PROPOSALS IN THE PASSAIC COUNTY MASTER PLAN

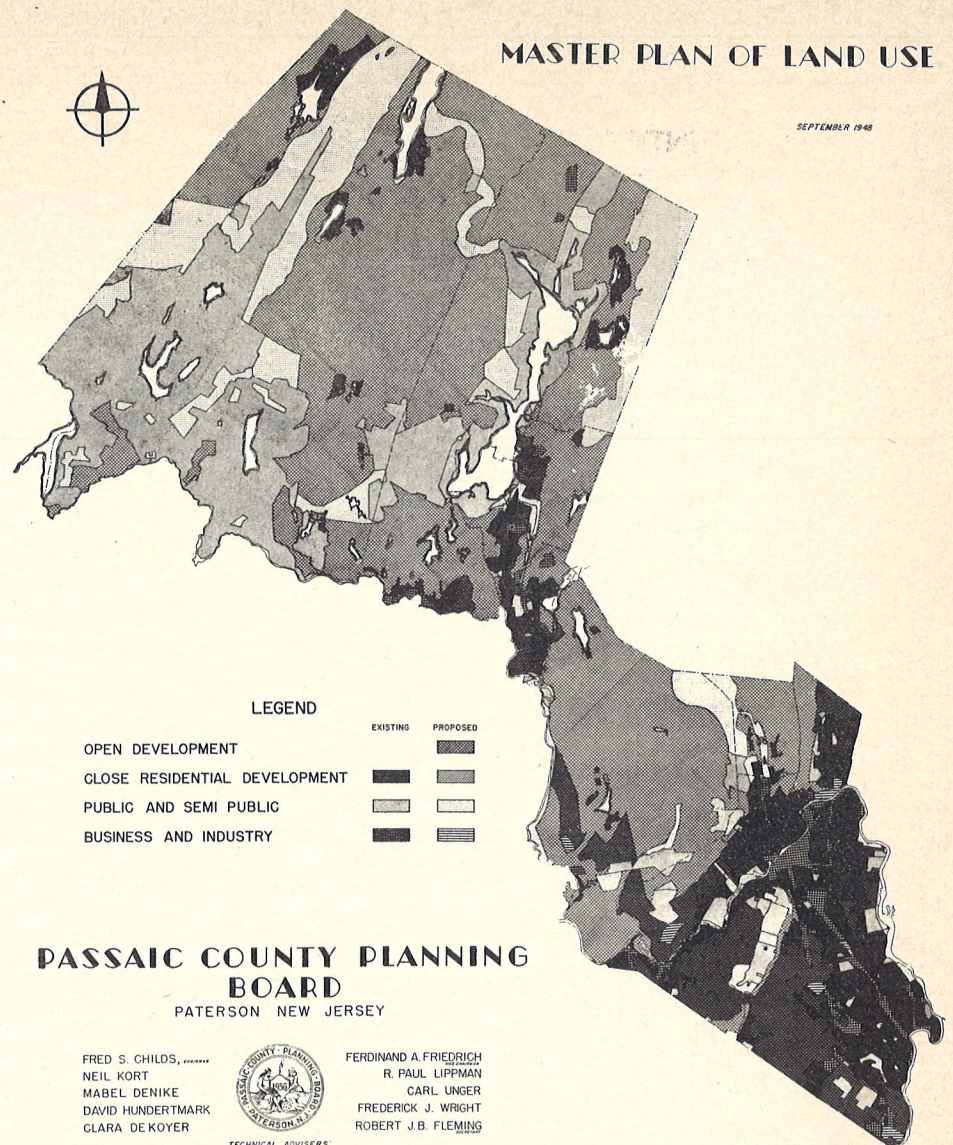
The land use survey, however, is only the first step toward broad recommendations as to how land should be utilized in the county. These land use proposals form a key part of the county master plan.

An outstanding illustration of the land use portion of the master plan is the Passaic map, reproduced here, which was published by the Passaic County Planning Board in "Living Space for a Million People". In transmitting the report the planning board emphasized the usefulness of the plan both to local communities and to the county by stating:

"This plan is only a guide and does not substitute for more detailed municipal plans. Rather it is designed to function as the coordinating framework of such municipal plans...at the same time [providing] recommendations for the operation of the County's affairs."

Important and prominent in the published report are the general policies, principles, factual maps and tables used by the board in arriving at its recommendations.

Among the general policies that appear to underlie the master plan are: (1) The population provided for in the sum of all municipal zoning ordinances, should not greatly exceed the anticipated total future population of the county. (2) In the areas still available and suitable for residential development, the number of families per acre should be regulated from dense to sparse on a graded scale by giving plus values



for relative accessibility, potential availability of water and sewer lines and moderateness of slope and negative values to protect wooded areas and lands best suited for agriculture by virtue of good soils. (3) Land unsuitable for any development would be more than adequate for recreational areas and water supply. (4) Areas for large scale industry and regional business centers should be suggested by the county based on overall considerations of transportation, raw material supply, market areas, labor supply, extensive level sites, and water and sewerage facilities; but areas for local business and for light industry are best designated at the local municipal level. (5) The county master plan should be geared to a 30-40 year future, while local zoning should look ahead only 5 or 10 years.

The Passaic County master plan (see illustration), recognizing that detail more appropriately belongs on local municipal master plans, contains just 4

land classifications: it distinguishes also between existing and proposed uses. The 4 classifications are:

*Open development* lands are intended for country-type residential neighborhoods, limited for the most part to acreage lots, though even here the county planning board recommends the provision of some smaller lots along with the large ones so as to allow for different needs and tastes.

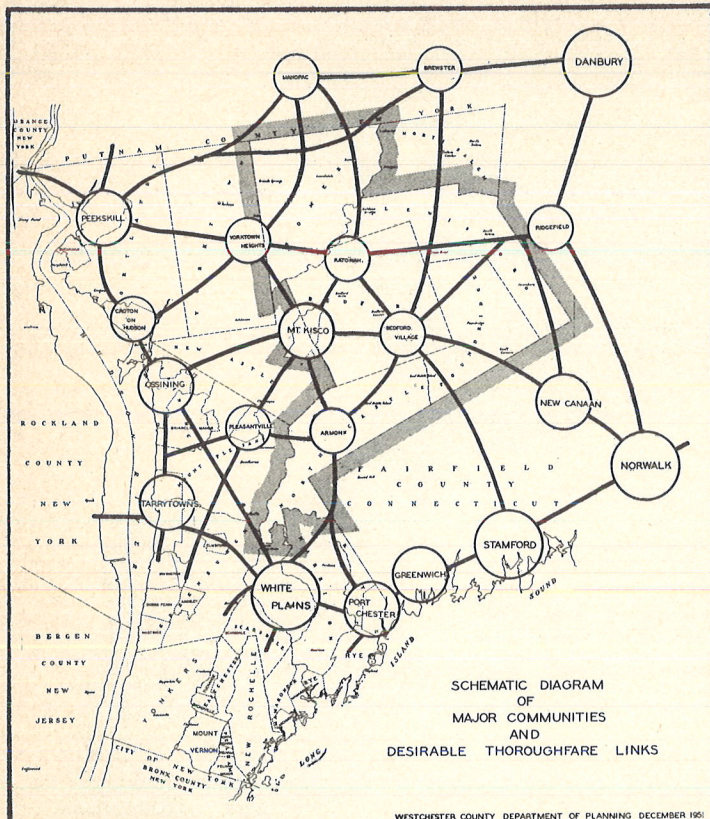
*Close residence* lands are for suburban neighborhoods with a variety of residence accommodations ranging from garden apartments and group houses to one-family homes on 1/2 acre lots.

*Public and semi-public* lands include public watersheds, parks and large institutional grounds.

*Business and industry* lands include only those larger areas that depend on transportation facilities, markets and production elements that can be evaluated on an area-wide basis but not adequately on a local municipal level.



## COUNTY PLANNING AND THE MOVEMENT OF PEOPLE AND GOODS

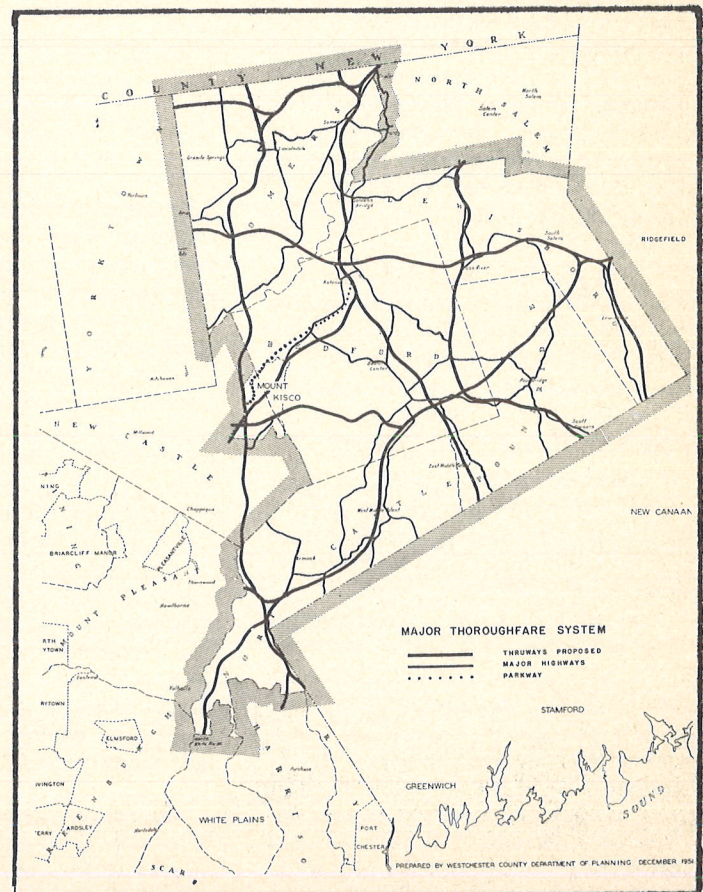
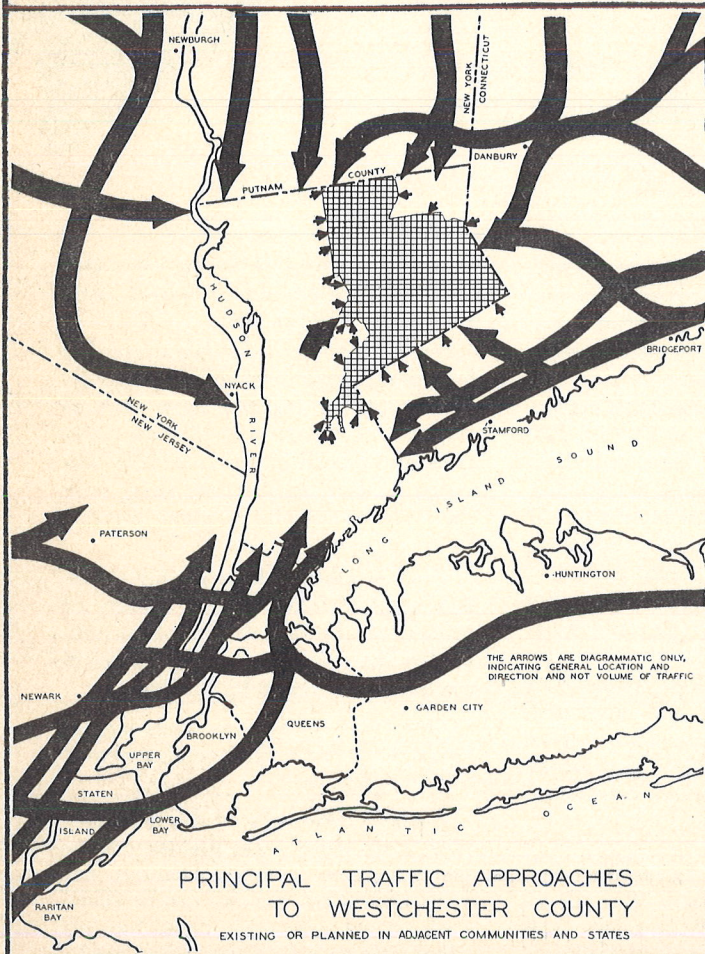


Illustrating how county planning aids the solution of transportation problems is a study of the major thoroughfare system of a large portion of Westchester County. It was prepared at the request of the towns shown within the dotted band on the accompanying maps. Most major thoroughfares nowadays are built by state rather than county government. They seldom are laid out on a map very much in advance of actual construction. This makes it difficult for municipalities to plan local areas in proper relation to the future traffic pattern.

By preparing the accompanying maps, the county planning department was able to indicate a desirable pattern of major highways in suitable locations. It is hoped that state officials will base future highway programs on these proposals.

In the Westchester County study, attention was given first to the need for adequate connections among the local centers of population (see Schematic Diagram). Then the pressures of through traffic from outside the area were mapped (see Principal Traffic Approaches). Finally, these diagrammatic needs were translated into a feasible Major Thoroughfare System (see map) with due regard to topography, existing building, the probable pattern of future development and anticipated state and federal standards of highway alignment and gradient.

Needed rights of way in New York State and in New Jersey can be reserved at no immediate public expense. The municipalities involved merely need place these alignments on their respective local official maps. (In New Jersey, the county governing body similarly can protect future highway locations against building encroachment by designating them on the official county maps.)





## WESTCHESTER COUNTY HIGHWAY PLANNING PRINCIPLES

In a comprehensive statement entitled "General Principles for Thoroughfare Planning in Westchester County", the Department of Planning voiced need for a county-wide network of major traffic routes to carry all kinds of vehicles, all designed as modern thruways with no direct frontage access by abutting properties. Among the 14 principles were:

¶ Major traffic routes carrying predominantly passenger traffic, or predominantly local traffic, or predominantly through traffic should be planned for ultimate 6-lane capacity, plus center division and shoulders. Major traffic routes carrying heavy volumes of commercial traffic and serving both local and through traffic functions may have to be planned for ultimate 8-lane capacity, plus center division and shoulders.

¶ Achieving the best results with respect to the relation between major thoroughfares and the areas through which they pass calls for ample marginal space and effective landscaping that will serve to insulate the main traffic roadways from adjacent development—as well as provide a pleasant way for travel.

¶ These requirements normally call for an over-all width (to be supplemented by additional land for interchanges with intersecting routes) of from a minimum of 150 feet to 250 feet or more for ultimate 6-lane capacity and 200 to 300 feet or more for 8-lane capacity, the width depending on the depth of marginal landscaping and on whether or not service roadways are included.

¶ Traffic volume counts and origin and destination analyses are valuable elements of study in thoroughfare planning, but (a) must be regarded as adjuncts to broader studies of community and regional development in terms of population, economic development, and land use, and (b) must be supplemented by wide latitude in judgment that will both condition the processes of statistical analysis and take up where the computer leaves off.

¶ The fact that early construction of a needed traffic route may be financially impossible or impractical offers no excuse for delaying adequate planning for the route that will (a) serve as a guide for such improvement of the route as may be undertaken from time to time, (b) enable the location of the

route to be taken into account in the planning of related thoroughfares, and (c) serve as a basis for regulatory measures assuring that the development of private land will conform to, or at least not conflict with, the route as planned.

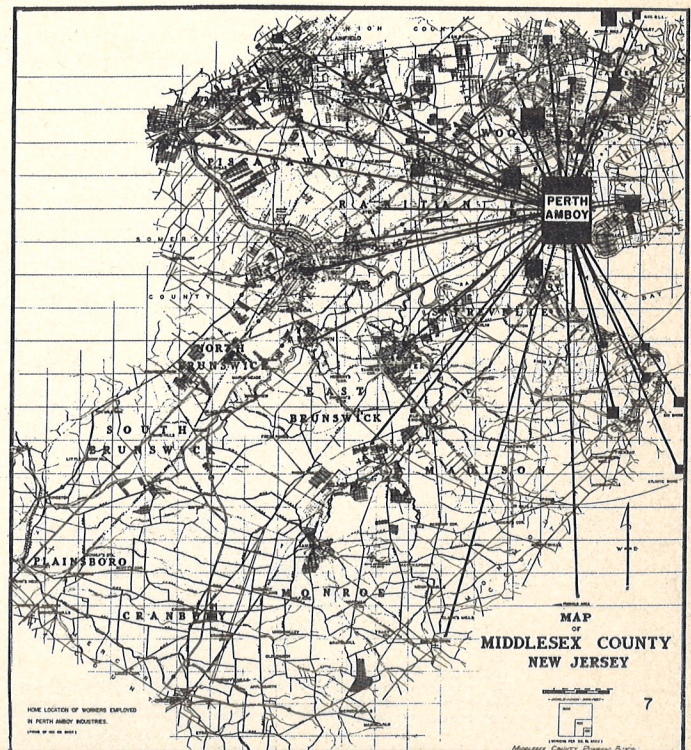
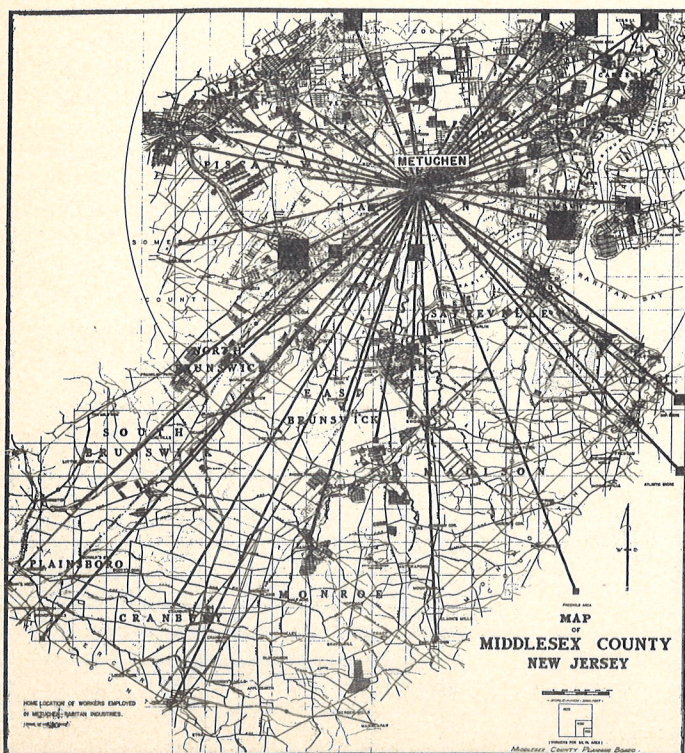
¶ The routing of traffic thoroughfares in the county should be carefully related to patterns of neighborhood development and the latter should be guided by the skillful application of standards of design that are appropriate to the culture and the technology of our day.

## MIDDLESEX COUNTY'S EAST-WEST FREEWAY PROBLEM

For many years in Middlesex County there has been talk of the need for a freeway across the county to link together the present ample system of north-south highways. There being several general alternatives for the location of the new route, the county planning board undertook a study to determine which alignment would best serve the future daily travel needs of persons in the county. High in importance among local users of the highway system are employees traveling back and forth between home and work. The problem before the board was not only to discover the present pathways, but also to anticipate the future pattern. Due regard was given first, to the newer trends in the journey to work resulting from dispersed factories and residential communities and second, to the probable effect of the new freeway itself on travel habits.

The accompanying maps taken from the report show two of the studies in the journey to work series. When all the maps in this series were put together, it became evident that the plants located in the county's older cities tend to draw their employment from the immediately surrounding urban areas. The illustration on the right, showing the homes of Perth Amboy employees, exemplifies this pattern. On the other hand, the newer plants, scattered more widely throughout the county, pull labor from fairly distant points, as the other illustration centering on Metuchen, an area of new factories, shows.

The alignment for the Middlesex east-west freeway finally recommended by the planning board was designed to connect the important port city, Perth Amboy, with the cities to the west of the county, and at the same time to link the county's newly developing employment centers with areas destined for future residential settlement.





## COUNTY PLANNING AND LAND SUBDIVISION

During the 19th century and through the land boom of the 1920's, streets and highways were constructed largely at public expense. State and county highway departments built the arterials. Local street systems complete with sewer and water lines and feeder roads were financed and built generally at local municipal expense. The depression caught many municipalities with greatly over-extended street systems, however, prematurely improved and with the abutting lands prematurely subdivided. Unable to utilize the lots, thousands of owners defaulted on their taxes, and municipal solvency was endangered.

To prevent a recurrence of this situation, municipalities began to exercise stricter control over land subdivision, regulating the layout of streets and lots, while requiring paving, sewers, water lines and other street improvements to be installed at the expense of the developer and in advance of approval. The private cost of producing acceptable subdivisions has served in the succeeding years as an effective timing mechanism. For a number of years subdivision regulation remained solely the concern of local communities.

In recent years, however, county government has had a growing interest in land development activities for a number of reasons. For example, while some municipalities require adequate area within building lots for sewage disposal systems, others do not. The result of the inadequate control is a county-wide menace to health. In Westchester County, an effective health department now supplements local subdivision control. It regulates all land subdivisions with respect to water supply and sewage disposal.

Land development besides creating problems of pollution also disturbs the natural run-off of rain water when it

replaces spongy areas of natural vegetation with impervious roofs, driveways, and street paving. Storm water instead of soaking into the ground or finding its way gradually into streams collects rapidly and flows swiftly downhill along the surface. The man-made floods, caused when natural stream beds are thus overloaded, harm properties far beyond the subdivisions that cause them or even the immediate municipality where the subdivision is located.

Recognizing the county stake in proper drainage safeguards, the New Jersey statutes empower counties to regulate subdivisions that effect drainage of county highways (virtually all subdivisions are in this category). In the RPA survey, great variation was found, however, in the degree to which this power is utilized by the New Jersey counties.

A third major reason for county concern about the layout of subdivisions is their effect on county highway traffic safety. Many county roads originally traversed rural areas where farm buildings occurred at infrequent intervals. They provided reasonably safe channels from one city or village to another. With the movement of population to the suburbs, however, has come a pressure to use readily available frontages along the county arterial highway system for building lots, rather than to provide safer and quieter, but initially more expensive access to new home sites by means of new residential-type streets. Thus, established county highway traffic ways are rapidly being crippled at the very time when greater demands than ever are being made on them. (Examples of such highways are Routes 202 in New Jersey, 22 in New York, and 1 in Connecticut.)

The owners of erstwhile farmlands along the highways are reaping unex-

pected profits by quick sales to city folks who little realize the disadvantages of lots along traffic arteries until after they move in. Meanwhile the counties are losing untold dollars of highway value through the steady constriction of traffic capacity that results from the friction of driveways, parked vehicles and over-frequent street intersections.

Finally, certain counties have been disturbed to find the general welfare threatened when a few individual municipalities for one reason or another fail to exercise the local controls over improper land development intended in the statutes.

### SUBDIVISION CONTROL BY NASSAU COUNTY

In Nassau County the County Planning Commission exercises a vigilant and effective control over all subdivisions outside the incorporated cities and villages. Concerned because disorderly development was far outstripping the pace of local regulation, in 1947 the county secured a charter amendment providing the necessary authority. (In 1952 alone, the planning commission acted on 257 developments containing over 10 thousand lots.)

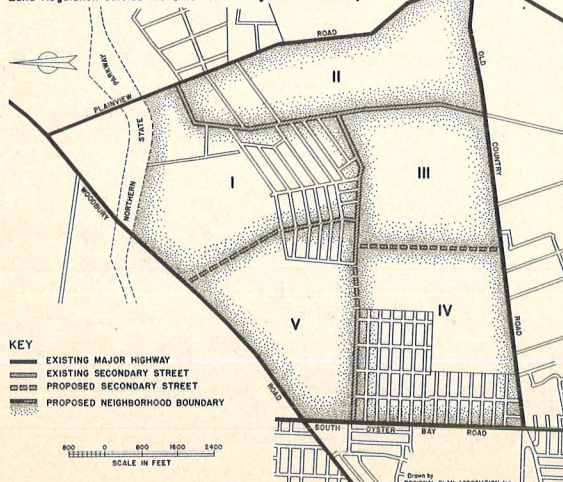
A novel and valuable feature of the Nassau regulation (see illustration) is the desire of the commission to provide a more constructive approach to development than merely to review proposals brought before it. In open, undeveloped sections, the commission's technical staff is preparing a series of neighborhood plans.

Neighborhood size, 300 to 400 acres, is based on a rough standard of about 5,000 persons to be accommodated at present zoning densities. Highways, parkways, and other natural barriers serve as neighborhood boundaries. Internal street patterns will be designed to discourage through traffic. Near the center of each neighborhood a playground and an elementary school will be encouraged.

The Annual Report of 1952 states Nassau County's regulation philosophy in these words:

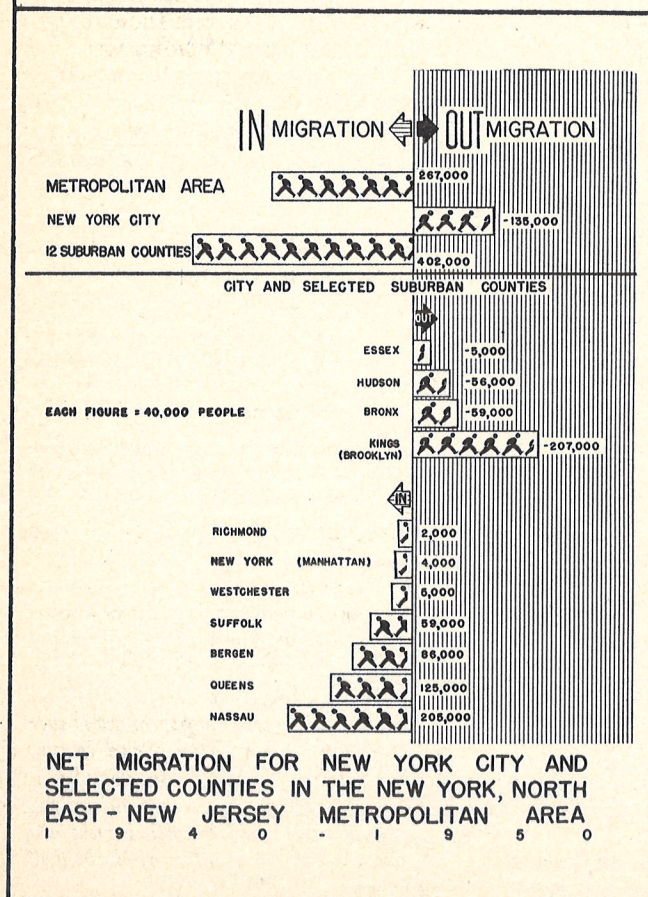
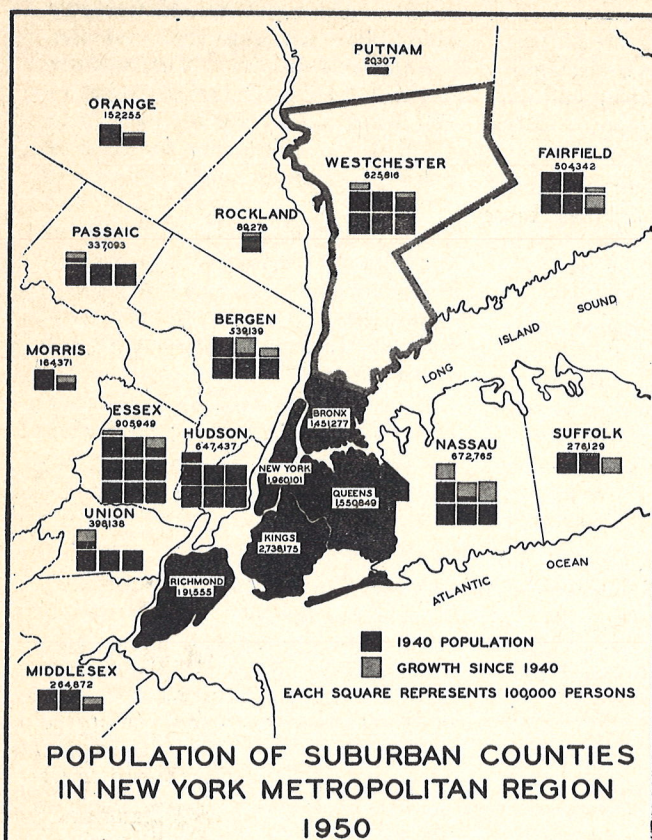
*"The high pressure, high volume residential development of certain parts of the County has produced some neighborhood units which are less than ideal. The Planning Department is well aware of this shortcoming and is now undertaking a program to coordinate developments so as to create unified neighborhoods which will insure the stability and development of individual and family life."*

TYPICAL PLAN OF NEIGHBORHOOD SECTIONS  
used by the NASSAU COUNTY PLANNING COMMISSION for  
Land Regulation outside the Cities and Villages of the County





## COUNTY PLANNING AND POPULATION



How many persons live in a county, how old they are, what skills they have and particularly how many there will be ten and twenty years hence are questions of great importance to officials, businesses and agencies in a county. Population Report 1 recently issued in Westchester illustrates how well these questions can be answered by a county planning department. This first report covers population totals for the county and its parts. It will be followed by another dealing with the detailed characteristics of the population.

Reports of this nature depend not only on a statistical use of data collected by the U. S. Census, but especially on a close knowledge of building patterns and development trends throughout the county: knowledge readily accessible to a county planning commission but seldom possessed by individuals, business concerns, or separate governmental units.

For the county planning commission itself, information about population characteristics and forecasts of future population levels are essential for all the other aspects of its work. Sound advice as to county policy on land development and reasonable recommendations regarding county facilities, highways, public finances, attitudes toward industrial growth all require a thorough grasp of the kinds of people in the county and the population growth trends.

The map reproduced here shows how population trends in nearby counties were compared and weighed when Westchester's growth prospects were considered. The report, however, also analyzes the population of the 44 municipalities which comprise the county as well as the trend for the county as a whole.

Especially interesting and useful is the chapter which projects population into the future giving estimates for 1960, 1970 and the year 2000. The figures suggested offer a common and well considered set of population assumptions for those county departments, school boards, local officials and businesses whose long-range plans depend in part on anticipating the future levels and distributions of population.

### POPULATION TRENDS IN NEW YORK CITY AND THE REGION

Performing a corresponding service for the 5 counties under its jurisdiction, the City Planning Commission of the City of New York published its Population Report 1 in 1951. This study begins similarly with a survey of the growth of the city in relation to suburban county trends. Like the Westchester report, it also deals with the migration factor: the movement of persons into the city and of others away from it.

"For the first time in the City's history", says the report, "more people moved out of the City during a ten year period than moved in; the net out-migration was 135,000." (This was offset, however, by 580,000 more births in the City than deaths.)

The chart reproduced here is from the report which was prepared by the Division of Research of the Department of City Planning. It shows for certain counties of the metropolitan area whether more persons moved in or out and what the difference was. Other sections of the report deal with local areas within the New York City counties. A more recent population memorandum issued by the Planning Commission forecasts population for the year 1960.



## COUNTY PLANNING AND THE COUNTY ECONOMY

The economic life of the county and the work of the county planning commission dovetail in two important respects.

The first results from the fact that the business and industrial activities in the county and in the metropolitan region surrounding it exert a key influence on all the other factors with which the commission is concerned. For example, the disposition of major highway arteries, the provision of adequate lands for industrial and shopping facilities, and the growth or decline of population throughout the county are determined in large part by the requirements of manufacturing firms and retail merchants and by the amounts of productive employment available to support the population.

The need to budget county resources for capital projects constitutes the second reason for the commission to be vitally concerned with county economics. County government is called on to construct major capital facilities: highways, health and welfare institutions, sewage disposal plants and the like. While these are the general responsibility of county government, the planning commission has a special interest in their physical planning aspects. Moreover it focuses especially on viewing capital projects in terms of long run considerations and stresses the coordination of projects each with the others. The financing of capital projects also must be related properly to the ability of the county to pay for them out of taxes and sometimes with the aid of special bond issues. The planning commission therefore must have before it a clear picture of the assessable value of property in the county, the present level of taxes, the bond issues already outstanding and the potential resources for financing additional projects as needed.

Since in the final instance the county's ability to make public expenditures depends on the anticipated productivity of private activities, it will be seen that the two economic centers of interest of the commission actually tend to merge.

### ECONOMIC FACTORS IN NEW YORK CITY PLANNING

A good illustration of the value of studying an area's economic potentiality is the work done for the Planning Commission of the City of New York several years ago in preparing for a thorough-going revision of the city's zoning.

In order to know how much land should be set aside for manufacturing and for business, the prospects for

growth or decline in each of the important industries in the city were evaluated. Using 1970 as a target date, employment levels in each branch of industry or business were estimated. Then following a survey of trends in the number of square feet of building and of land needed for each employee in each type of work, and taking into account the likely demand for parking and for off street loading facilities, the employment statistics were converted into acres of anticipated land use.

The employment figures also enabled a forecast of overall population, working from basic employment to secondary and then to general population. A primary industry is a plant or service establishment which does business with the area beyond the city itself and thus brings money into the city. It is known that for each employee in a primary

industry purchasing power is generated to support approximately 1.5 workers in secondary economic activities (retail stores, laundries and manufacturing establishments whose products are consumed within the city). With total employment—primary and secondary—established, it was possible to estimate the likely total population for 1970, assuming an average number of persons per family that are supported by each person employed. Finally, after studying trends in the amount of land area required for each family, the population figures were converted into the acres of land which should be set aside for residential use in 1970.

Thus an understanding of the area's economic development while perhaps not of primary concern to the commission, became the basis for the physical planning of land and public facilities.

### HOW TO DRAW UP A COUNTY BUDGET Based on Procedure in Westchester County, N. Y.

(1) By May first annually, the head of each county department or other agency submits his estimates for all capital projects anticipated within the next five years. Copies of these proposals are sent to the planning commission, to the capital projects committee and to the budget director. Included is a description of each project together with its detailed cost estimate.

(2) To this pool of capital requirements the planning commission may add other capital projects which it believes should be undertaken within the next five years. During the month of May it prepares recommendations regarding the physical planning aspects of each proposal however originated. The planning commission then sends copies of these recommendations to the capital projects committee, to the budget director and to the county executive.

(3) A seven man capital projects committee is responsible for proposing a capital plan for the ensuing five years. It is peculiarly suited for this task by virtue of its composition. Chairman of the committee is the county executive. Representing the legislative branch of county government are the chairman of the board of supervisors and the chairman of the board's committee on budget and appropriation. County fiscal and physical planning are represented, respectively, by the budget director and the director of the planning department. Finally, the two operating departments most involved in capital expenditures are represented by the commissioner of public works and the general superintendent of the county park commission.

In proposing a five-year capital plan the capital projects committee considers the feasibility of all proposed capital projects, paying due regard to their necessity, priority, location, cost and method of financing. Upon completion, the capital plan becomes a guiding framework for the budget director, the county executive and the county board of supervisors.

(4) By September tenth the head of each department or other county agency submits his estimates of revenue and operating expenditures for the ensuing year

to the budget director.

(5) The budget director then makes a thorough study of all departmental estimates, conducting such hearings as he deems necessary, and prepares his budget recommendations for the ensuing fiscal year covering both operating and capital outlays. In making these recommendations he is guided with respect to capital projects by the five-year capital plan as drafted by the capital projects committee (of which he is a member). He reports his recommendations to the county executive.

(6) The county executive is responsible for proposing the county budget for action by the board of supervisors. He is assisted in doing this by the capital plan, the report of the planning commission on the physical planning aspects of each proposed capital project and the budget director's recommendations as to capital and operating expenditures and anticipated revenues for the ensuing year. The county executive's proposed county budget covers both operating and capital expenditures for the ensuing year and includes the budget message, an exhaustive report supporting the operating and capital budgets and relating them to the overall fiscal prospect of the county. The five-year capital plan and the report of the planning commission on the physical planning aspects of each project in the capital budget for the ensuing year are parts of the budget message, which is submitted to the county board of supervisors not later than November fifteenth.


(7) The county board of supervisors takes the final action of adopting the county budget. Before acting it receives a report from its committee on budget and appropriations which may include proposed changes in the budget; and it holds a hearing on the estimates contained in the proposed county budget supplemented by the committee's memorandum. The board may depart from the proposed county budget as presented by the county executive after complying with certain procedures of notice and further hearing and subject to certain limitations. The board of supervisors adopts the county budget for the ensuing year not later than December twenty-seventh.





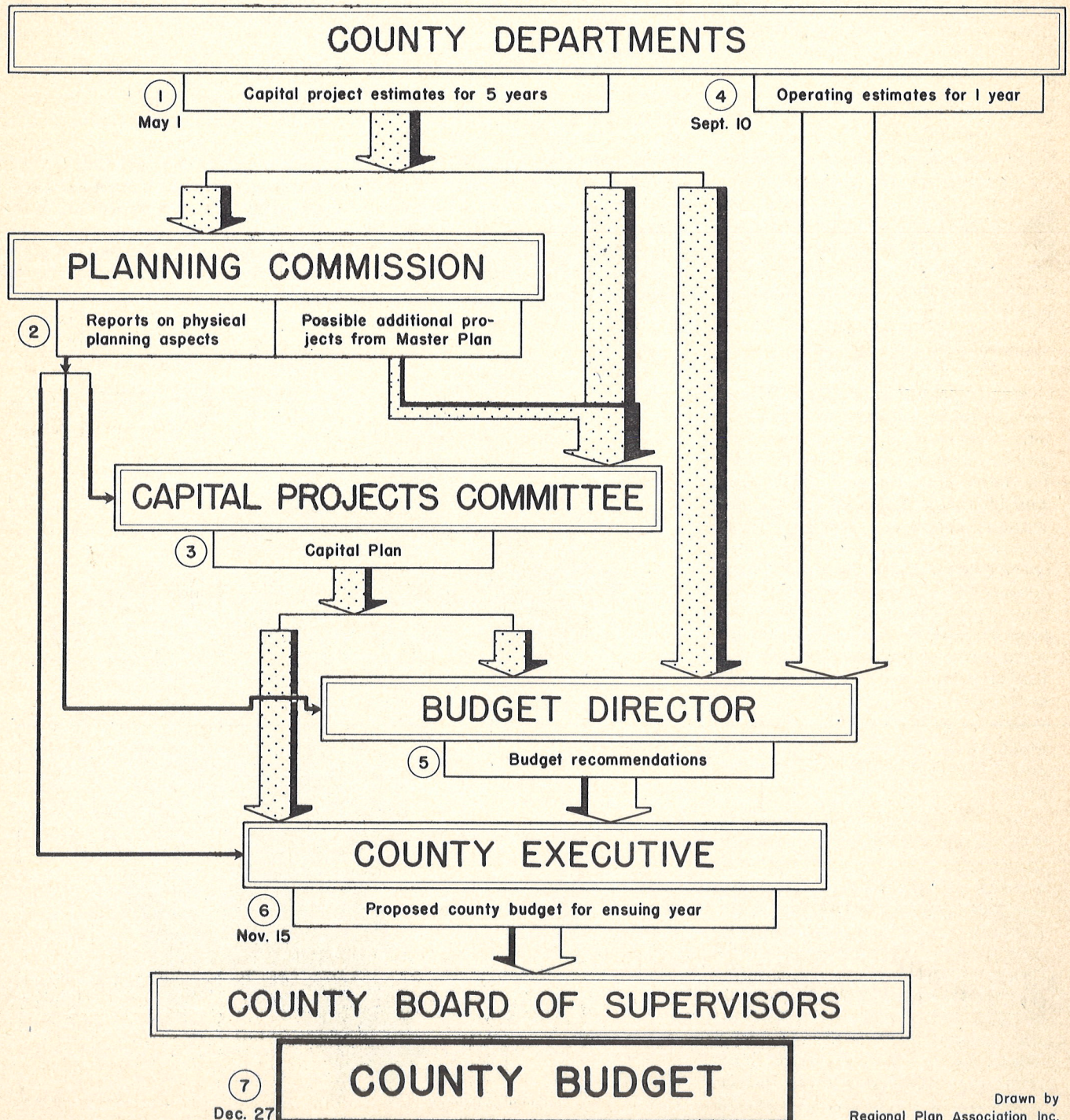
# HOW TO DRAW UP A COUNTY BUDGET

## BASED ON PROCEDURE IN WESTCHESTER COUNTY, N.Y.

### LEGEND

CAPITAL PROJECTS  
Years 2 through 5  Next ensuing year

REPORTS OF PLANNING COMMISSION   
OPERATING ITEMS (Next ensuing year) 





## COUNTY PLANNING AND LOCAL PLANNING

In some parts of the United States, community planning is solely a county function, responsibility for master planning, subdivision regulation and zoning being vested entirely in county government. In other places (Fairfield County, Connecticut, in this metropolitan region, for example), county government performs relatively minor functions and all aspects of physical planning are vested in the local municipalities.

The statutes of New Jersey and New York States, however, envision a cooperative division of planning activities between the two governmental levels, each serving in ways appropriate to the scale of its general jurisdiction. Where county and local planning are both strong, experience has shown that they tend to strengthen each other. Hence, an important activity of many county planning commissions has been the stimulation of more effective municipal planning. In some instances, indeed the original impetus for local planning derived in large part from county inspiration.

### INTER-MUNICIPAL COORDINATION

Most important among the contributions of county planning to local planning, however, is the coordination achieved when local officials are brought together around the table. This takes many forms. In Rockland County, for instance, other than a number of small villages already largely built-up, there are five large towns where most new development is expected to occur. The county planning board was reconstituted recently so as to include in its membership a representative from the local planning board of each town. This arrangement assures inter-municipal coordination in the most direct way. It would not be feasible, obviously, in any county like Bergen with its 70 municipalities.

The Westchester County Planning Commission, which serves more than 40 cities, towns and villages, has instituted a series of inter-municipal planning conferences aimed at providing the opportunity for adjoining communities to meet together in a regular way to solve certain common problems. For this purpose the county was divided into major municipal groupings with each community assigned to at least one group. Topics already jointly studied in inter-municipal planning sessions include border zoning adjustment, local arterial

road coordination, highway zoning, subdivision review near boundaries and street names.

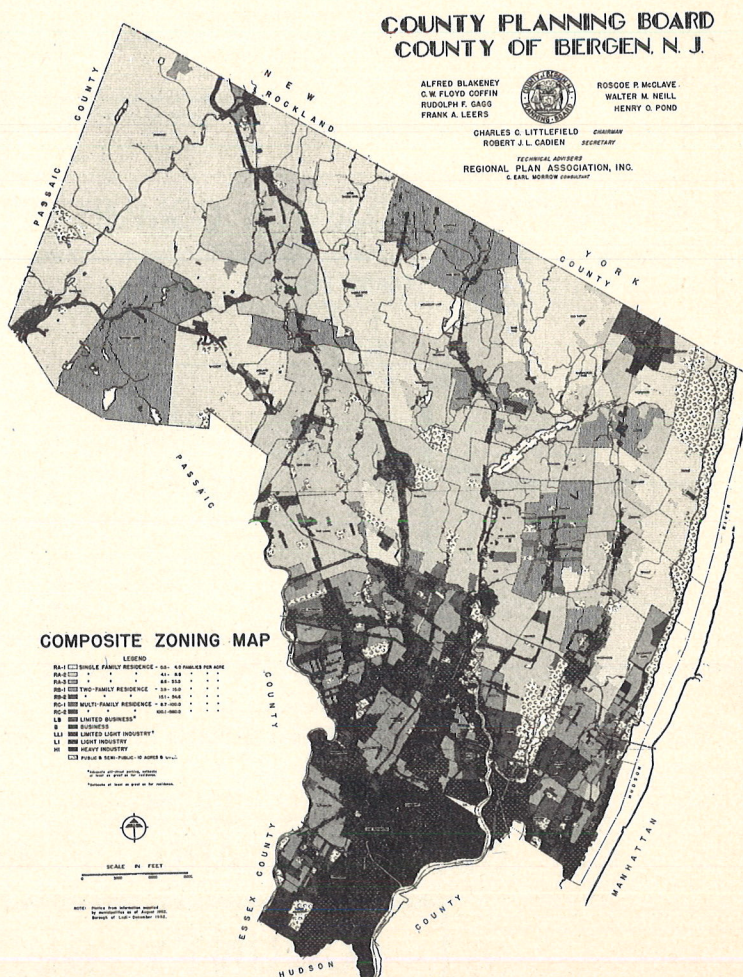
### COMPOSITE ZONING STUDIES

A striking example of how the county planning commission can assist local areas to harmonize their own plans and regulatory measures is the recent Bergen County study, where local zoning maps were analyzed on a county-wide basis. The map below is a composite zoning map of the county, prepared by the county planning board. Such a map is particularly valuable because zoning districts of the same general description tend to vary from one municipality to the next, and existing local maps are drawn at different scales and with varying cross-hatching symbols. Only an overall study, therefore, can reveal the zoning patterns that actually exist in an area.

With the aid of this map, the Bergen County Planning Board will be able to promote a much higher degree of coordination across municipal lines than

has been possible in the past. It is to be hoped that as a consequence of this kind of study the inter-municipal zoning of natural market areas which embrace parts of several communities will be amicably harmonized at the planning level and not relegated to the final judgment of the courts.

Based on a map similar to the Bergen composite zoning map, the Westchester County Planning Department has just calculated the total zoned capacity of all the county's municipalities. In so doing, allowance was made for areas already developed, areas too steep for building or too swampy, and areas permanently held for non-residential use. It was estimated that more than 3 million persons can be accommodated in the county under 1953 zoning regulations. This figure is overwhelming when compared with actual 1950 population, 625,816. It is even enormous when related to the department's projections of future county population (see page 9), which anticipate only 760,000 in 1970 and an upper limit of 1 million by the year 2000.





## PASSAIC REPORT ON LOCAL ZONING

The Westchester indication of a common tendency toward zoning for excessive numbers of persons is reinforced by a similar analysis made in Passaic County. Here, in 1950 the county planning board found in 12 of the municipalities (4 were not yet zoned) that local zoning ordinances provided for more than 1 million persons. County estimates anticipated only  $\frac{1}{3}$  million in all municipalities by 1975. The need of each municipality to take neighboring zoning capacities into account is stressed in the Passaic report, which quotes the Supreme Court which said in the (1949) Cresskill decision: "*What may be the most appropriate use of any particular property depends...also on the nature of the entire region...and the use to which the land in that region has been or may be put most advantageously.*"

The Passaic zoning report also discusses the pros and cons of various residential densities found in local zoning ordinances, evaluates provisions for industry in light of modern factory design and requirements, calls attention to new zoning tools that are coming into use, and illustrates common "zoning misfits" to be found in Passaic County.

*Neighborhood Shopping Centers* are given special treatment in a section entitled, "Are Business Areas Satisfactory?". The text also deals with regional business centers and highway business. The map below shows all the business zones in Passaic County in black, except for the "neighborhood shopping center zones" which are white. The latter type of zone is a special district designed to accommodate the newer style small local convenience shopping center close at hand to the residential neighborhood. This kind of district can be an asset to a community of homes in contrast to the general business district, used more widely for local shopping areas, which invites overintensive business development and specifies neither the setbacks needed to protect adjoining residences nor adequate provision for parking to prevent street congestion.

### TECHNICAL ASSISTANCE TO LOCAL PLANNING

In addition to undertaking county-wide studies which are helpful to the individual municipalities, in certain instances the county planning commissions have made their technical staffs available for special municipal planning projects upon local request.

In Middlesex County, for example, the county planning staff has participated in several major planning studies with local communities, culminating even in proposals for comprehensive zoning. The county feels that to a large degree a coordinated countywide plan can be achieved, bit by bit, through such assistance. The Middlesex arrangement is especially possible because of a strong interest in local planning on the part of the city planning department at Rutgers University, which is situated in New Brunswick. The Director of Planning of the county is also head of the university planning school. Local planning projects are undertaken for small municipalities under specific contract in cases where professional consultancy would be out of the question. Personnel expenses are paid for by the local community.

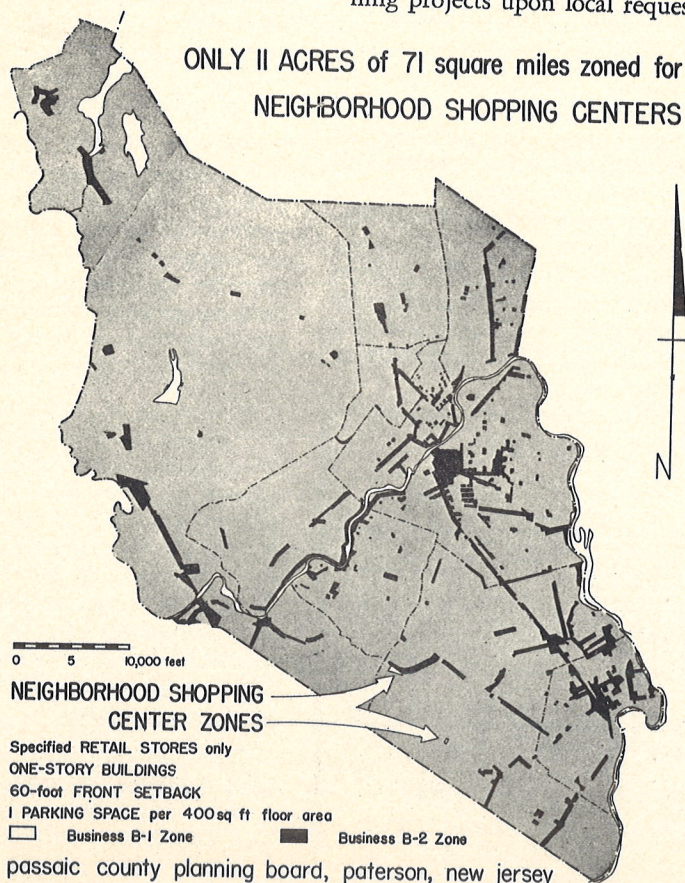
In Westchester also, the county planning department has carried out certain municipal studies on local request. Such studies have been undertaken as pilot efforts to demonstrate proper planning methods. Land use mapping and analysis, the design of local shopping areas, residential neighborhood layout, model zoning provisions, and comprehensive parking studies are among the projects completed.

### LOCAL PLANNING EDUCATION

Finally, the county planning commissions have provided assistance in a most useful way by conducting educational sessions on planning topics for members of local boards and for local citizens. (An important by-product of this activity has been the gradual numerical growth of persons in the county community who have an appreciation of the work of the county planning commission and who therefore support it effectively.)

In intensity the educational efforts have varied from Westchester's local planning study course, which met weekly for the first month and monthly thereafter, to the Middlesex practise of one large annual meeting.

Bergen and Passaic Counties jointly conducted a planning seminar in 1951 in response to a demand created by a highly successful series in Bergen during the preceding year. This project, besides exemplifying cooperation among adjacent counties, resulted in a published pamphlet with brief digests of the addresses and discussions which took place.





## COUNTY PLANNING — RESEARCH

Research is the bedrock on which all the other functions of planning are based. It is entirely fitting, therefore, that the largest portion of staff time in the county planning departments is spent digging out facts and analyzing them. With the fundamental importance of research understood, it is clear why the City of New York and 8 of the 9 neighboring counties with planning commissions now depend heavily on the work of full-time professional staffs, manned by trained planning technicians.

The research done at the county level, however, has had at least four uses in addition to its main value to the planning commission. The facts compiled from many scattered sources—census reports, business records, municipal, county and state files, original surveys—provide a common fund of information for the various county legislative, executive and operating departments, for municipal agencies, for school, housing and recreation authorities and for the general public.

Beyond mere fact gathering, county planning research has been directed to special studies requested by other county agencies. The Passaic park report described below is an example. In Middlesex County, the planning department participated in an extensive study of a possible sanitary sewerage system at the request of the Board of Chosen Freeholders. One of the most useful services of the New York City Planning Department has been its assistance to the Board of Education in school programming and in forecasting population for small areas within the city. A special study of the impact of various types of land use on residential areas in Westchester recently was undertaken. It will provide more accurate knowledge of the effect of a new ex-

pressway, shopping center, housing project, or landscaped industrial structure.

# PASSAIC COUNTY PARK PLAN

Typical of county planning research is the intensive study of recreation published in 1952 by the Passaic County Planning Board. This report goes considerably beyond testing the adequacy of existing facilities by merely applying accepted standards of park area on a per capita basis. It looks into the distance factor for instance, taking careful account of such barriers as highways, railroads and commercial areas. It also evaluates the available space in terms of the number of persons dependent on each facility.

The map reproduced here, which evaluates playgrounds, is from the Passaic report. It combines the factors of distance, barriers and capacity of play area and shows by cross-hatching the only areas in Passaic County that can be said to be adequately served by the existing playground system.

The report recommends a comprehensive recreation system and includes a proposed plan of county parks as well as suggestions for local play and rest areas.

NASSAU COUNTY  
BUILDING PERMIT SERIES

Information about building trends is very difficult to amass because of the many municipal jurisdictions involved. In Nassau County, the planning department performs a valuable research service by issuing a periodic tabulation of building activity. Reproduced here is the upper section of a typical table, which includes all the municipalities in the county. For the 6 month period the county total was 10,319 dwelling unit permits and 8,354 certificates of occupancy.

HAS PASSAIC COUNTY SUFFICIENT PARK LAND FOR ITS PRESENT AND PROBABLE FUTURE POPULATION ?



## COUNTY PLANNING AND THE PUBLIC

In the foregoing roundup of county planning certain opportunities for the public to learn about it have been described. Published reports on specific topics and occasional news releases probably are the most frequent and far-reaching means used. In Middlesex County it has become customary for the board and the freeholders to meet jointly each year for a progress report given verbally by the planning board members. The proceedings are then published for distribution in the county. Most commissions issue some sort of annual report but a few do not take advantage of this means of building up public understanding and support.

Study courses for local officials afford a means for reaching a specialized audience. Wherever there is a full-time professional county planning director, the work is sure to be further publicized by appearances before civic and business groups, occasions often made especially effective by the participation of commission members.

It is to be regretted, however, that the public circle generally aware of the planning commission and its work appears in most cases to be far too narrow according to the RPA survey. A reliance on executive sessions with even the press discouraged from following the work and deliberations of the commission may be partially responsible for suspicious ignorance just where sympathetic understanding is most vitally needed.

From our experience of the past 20 years it is now clear that a program to secure broad public support is essential to a successful county planning effort.

[illegible]



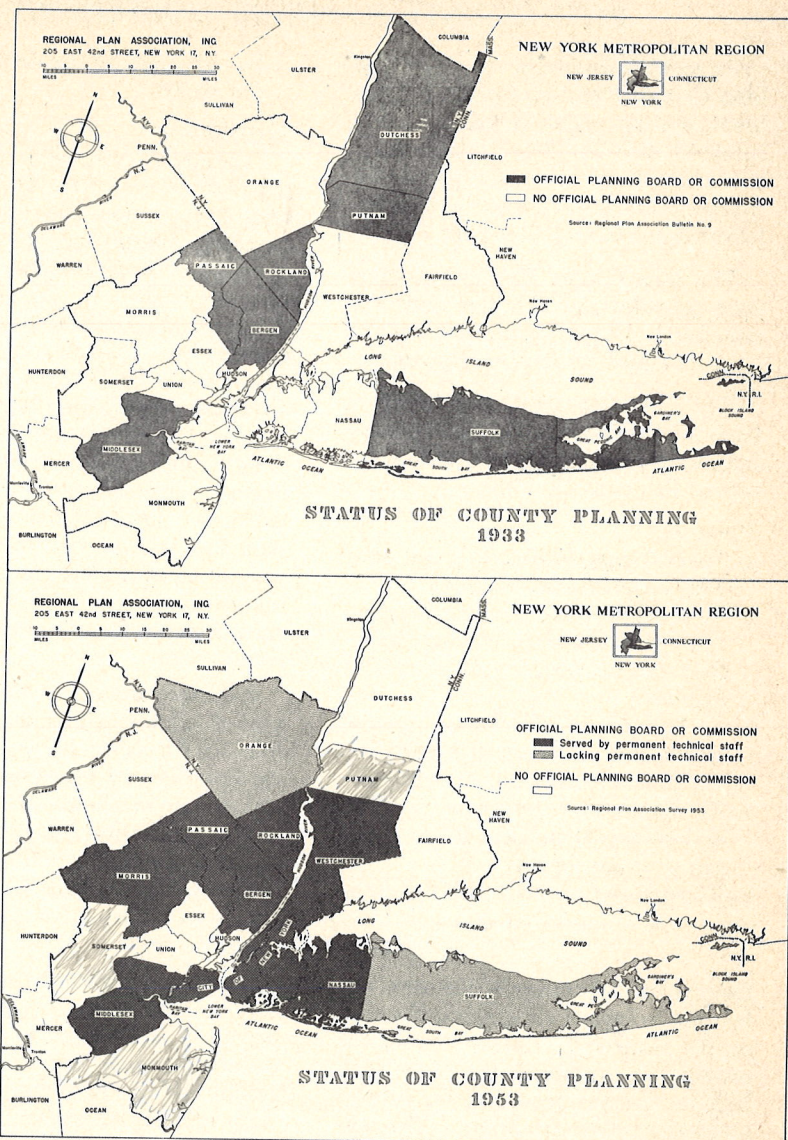
## COUNTY PLANNING IN THE REGION TODAY

When the Regional Plan Association surveyed county planning in 1933, it was able to report official county planning agencies in only 7 counties out of the 22 in the Metropolitan Region. Twenty years later a new survey indicates that 4 suburban counties have been added as well as the 5 counties of the City of New York which now are planned under the responsibility of the City Planning Commission. Two largely rural counties have dropped out of the original group. Thus, in terms of geographical coverage there has been a notable net expansion of county planning in the region in the past two decades (see accompanying maps).

Of even more significance than numbers, however, is the matter of what activities are being carried on; and in this respect especially has there been a substantial advance. In the earlier period, county planning consisted largely of making inventories. There were intensive surveys covering land use, geological formations, past population trends, highways and park areas. But for the most part the work did not go beyond fact gathering.

This bulletin gives impressive evidence of how county planning has moved in the direction of putting the facts to work.

To a large degree this may be traced to the steady growth of professional county planning staffs. These give competent technical aid to the county planning commissioners and thus enable the latter to carry out their duties in an informed way. As the 1953 map shows, most of the county planning agencies now have full-time professional staffs. In these counties the lay members of planning commissions are no more expected to rely entirely on their amateur knowledge of planning than the members of the governing body are expected to act on legal matters without the advice of trained lawyers.



## HOW TO START COUNTY PLANNING

County planning gets started in several ways. During the depression WPA funds stimulated the formation of county planning agencies some of which survived in name only after federal support was withdrawn. In many counties strong local planning creates a demand for county planning as the need for plans and policies on a countywide basis becomes recognized. In one county, however, strong local planning has blocked county planning for years on the mistaken basis that county planning limits "home rule". In other counties, county planning came first and resulted in the stimulation of local planning, and consequent zoning and subdivision control.

County planning gets a start whenever it becomes generally recognized that pressing issues cannot be solved on a local municipal basis. Highways,

airports, water supply, sewage disposal or a great wave of new population or industrial growth have been some of the sparks which have ignited county planning in the New York area.

In New York a county planning board may be established by the county board of supervisors. In New Jersey a county planning commission may be created by the board of chosen freeholders.

Fairfield, being a New England county, cannot today create an official county planning agency. But under the Regional Planning Act of 1947 all or a contiguous group of Fairfield municipalities could join in the formation of a regional planning authority (a purely recommendatory body with the sole duty of preparing a plan of development for its region and assisting its

component municipalities in carrying out such plan).

Citizen effort is usually required to define and dramatize the issues which require county planning for their successful resolution. Chambers of commerce, service clubs, and otherwise unaffiliated professional and businessmen are generally the prime movers behind a new county planning board.

The Regional Plan Association, since its organization in 1929, has promoted county planning throughout the metropolitan area. Its officers and staff are always available for consultation with any citizen group or organization seeking information on how to analyze the need for planning in a given county, and how to present the story to the people of the county and its governing officials.



## INTER-COUNTY PLANNING CONFERENCE

As yet little known in the region, the Inter-County Planning Conference has been meeting regularly since it was launched early in 1950. Its attendants now come from the major portion of the metropolitan region shown in cross-hatching on the map (see page 15).

The Inter-County Planning Conference provides the counties with the same kind of coordinating force as the counties afford for local communities.

The following description is taken from the Organization Statement of the Inter-County Planning Conference approved February 21, 1950.

### Purposes

- To exchange information on planning programs and experience.
- To arrange procedures whereby planning problems across a county boundary can be worked out in orderly fashion.
- To hear about and discuss regional trends and problems that affect development in the various counties.
- To discuss state, interstate, and federal programs and legislation of interest to the region.
- To stimulate research with respect to

factors affecting the development of the region.

### Organization

Conference composed of designated representatives of New York City Planning Commission and official county planning commissions in the area of operation of Regional Plan Association, Inc.; established by approval of this organization statement by participating commissions; chairman and vice-chairman each to be elected from representatives of participating commissions, in rotation by representatives present at annual meeting, each commission having one vote; secretarial services to be performed by Regional Plan Association, Inc., without cost to participating commissions; conference to have standing program committee and such other committees as may be determined from time to time.

It is appropriate to close this Bulletin with an acknowledgment of the invaluable aid furnished by the members of the Inter-County Planning Conference, and to note the Regional Plan Association's appreciation for the full meeting of the Conference which was devoted to reviewing RPA plans for the Bulletin.

(Continued from front page)

Despite the difficulties by this time too familiar to require reiteration, planning on the basis of the county as a unit is progressing steadily in the New York Region, and the prospects for further accomplishments are bright." This optimistic note was occasioned by a surge of county planning projects financed almost entirely by the W.P.A. Long on surveys, however, the thirties produced few plans and fewer results. The projects were a hot-house phenomenon, warmed by federal grants in aid, and had little basic relation to the business of county government.

It is timely to take stock of county planning efforts again today. With a period of rapid building construction in full swing, the newer period of county planning has been put to the test.

The story told in this Bulletin is neither all good nor all bad. Some as-

pects of county planning are being done very well in some counties; other aspects are weak even in places where county planning is strong. In no one county did the RPA find county planning entirely adequate in face of the tremendous metropolitan development pressures that mark the mid-century era.

It is to be hoped that this Bulletin will assist all the counties toward more effective planning. For the 8 counties still without its protection, the achievements set forth here may help strengthen the efforts of those farsighted citizens who are urging the creation of county planning boards. For the 9 counties and the City of New York, already preparing to face their problems in an orderly, intelligent way through over-all planning, the combined story of outstanding individual planning activities and projects may assist each locality to more effective efforts in the future.

Recent RPA Bulletins	No. 79	SUBDIVISION REQUIREMENTS
	No. 81	BUILDING CODE PROGRESS
	No. 82	1950 POPULATION DISTRIBUTION MAPS
Forthcoming RPA Bulletins	No. 84	EMPLOYMENT TRENDS, 1942-1951
	No. 85	LOCAL PLANNING PROGRESS
	No. 86	POPULATION CHANGES AND FORECAST

## Regional Plan Bulletin

OCTOBER 1953

NUMBER 83

\$2.00 a copy

REGIONAL PLAN ASSOCIATION, INC.  
205 East 42nd St., New York 17, N. Y.

... A non-profit, research and planning agency supported by voluntary membership to promote the coordinated development of the New Jersey  
New York — Connecticut Metropolitan Region.

### OFFICERS

HAROLD S. OSBORNE  
President

THOMAS S. HOLDEN  
Vice-President

C. McKIM NORTON  
Vice-President

WILLIAM E. SPEERS  
Vice-President

HARRIS A. DUNN  
Treasurer

MABEL H. WARD  
Secretary

HENRY FAGIN  
Planning Director

### BOARD OF DIRECTORS

WALTER D. BINGER  
GEORGE L. BLISS  
LELAND B. BONNETT  
HARVEY W. CORBETT  
THOMAS CRIMMINS  
HENRY J. DAVENPORT  
ROBERT W. DOWLING  
HARRIS A. DUNN  
ALEXANDER H. ELDER  
LURELLE V. A. GUILD  
WILLARD G. HAMPTON  
THOMAS S. HOLDEN  
FREDERICK C. HORNER  
SHERMAN R. HOYT  
JOHN F. KIDDE  
EDWIN I. MARKS  
WILLIAM L. MAUDE  
THOMAS N. McCARTER, JR.  
GEORGE W. MERCK  
OTTO L. NELSON  
C. McKIM NORTON  
GROVER O'NEILL  
HAROLD S. OSBORNE  
ALFRED RHEINSTEIN  
HAROLD E. RIDER  
BERTRAM H. SAUNDERS  
EARL B. SCHWULST  
GEORGE F. SMITH  
J. SPENCER SMITH  
WILLIAM E. SPEERS  
GEORGE S. VAN SCHAIK  
GEORGE C. WALDO  
JOHN WILKIE  
PAUL WINDELS

### CONSULTANTS

FREDERICK P. CLARK  
C. EARL MORROW