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REGIONAL PLAN NEWS

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A periodic progress report on events of significance in planning and development of the Tri-State New York Metropolitan Region Douglas S. Powell, Editor

EDITORIAL: NEXT STEP

The New York Metropolitan Region Study's general findings have been broadcast. The publication of the detailed analyses has passed the halfway mark with five of the nine volumes reporting the Study now in the hands of the public.

The Region has tasted the conclusions sufficiently to reject many aspects of the future patterns pictured by the Study. The image of the ever increasing gray areas is particularly repulsive. Newspaper reactions especially have illustrated this point.

The time has now come to start to map out a wanted rather than an unwanted Region. As Ralph McGill editor of the Atlanta Constitution wrote recently in a commentary on the New York Metropolitan Region Study: "We haven't seen the necessary image of the future city and its needs."

Isn't this the next step: to develop and test out alternatives to the New York Metropolitan Region Study version of "Metropolis:1985"?

THE PRESIDENT SPEAKS:

LABOR, INDUSTRY AND REGIONAL DEVELOPMENT

On February 25, 1960, Amory H. Bradford, President of the Regional Plan Association and Vice President of The New York Times was a guest speaker before a meeting of the International Brotherhood of Electrical Workers at Bayberry, Southampton, L.I. He did not speak from a prepared text, but the following is an extension of part of his talk.

Ordinarily we think of current labor-management problems as being those we discuss across the bargaining table or in grievance sessions. We do, of course, have many such problems. But year by year we are learning that we can reach solutions with less friction if each side is willing to take a larger view of the total problems of the industry, both current and long range.

At the same time, we seldom think of community problems as something we should consider as labor-management problems. In this, we make what could be a disastrous mistake.

Let's stop for a minute to think of our management and union officials groups not as adversaries across the bargaining table, but as leaders in the metropolitan community in which we live. Certainly if any of us were asked to name the individuals outside of government who have the power to influence action throughout this community, our lists, made objectively, would include almost equal numbers of union leaders and heads of large businesses.

Let's think further of the problems of the Tri-State New York Metropolitan Region which must be solved if our leading businesses and their employees are to continue to prosper.

During 1959-60, under the auspices of the Regional Plan Association, nine volumes are being published which were prepared by the Harvard Graduate School of Public Administration. They deal with trends of population, employment and all other aspects of the development of the New York area over the next 25 years.

These volumes make it clear that if some of the trends now in process continue unchecked the result will not be the kind of metropolitan area which you and I will find to be a good place in which to live and work. You can see for yourself a good example of these trends as you take a train or drive from this lovely spot here in Southampton, Long Island, through Suffolk and Nassau Counties back to Manhattan or Brooklyn.

The explosive development of the residential suburbs, with increasing distances from the centers of employment in New York City, has taken place without any clearly thought out pattern. This has imposed an enormous burden on the transportation, educational, and other publicly provided facilities of the Region. In the meantime, the areas in the central city, from which these people have moved, have been allowed to deteriorate to an alarming degree. Every large business and every large union in this entire area has a vital interest in making sure that some of these trends are checked or reversed.

Unless these problems are solved successfully over the next 25 years, there is not a shadow of a doubt that it will mean employment problems for members of all of our big unions: less success for our great businesses and, for many, disaster and flight to other areas. What I suggest is that 10 or 20 years from now every one of us will be in better shape financially, living in a better neighborhood, able to provide better things for our children, if we devote, as union leaders and as business leaders, as much energy to the effective development of this great metropolitan area as we do to solving our problems across the bargaining table.

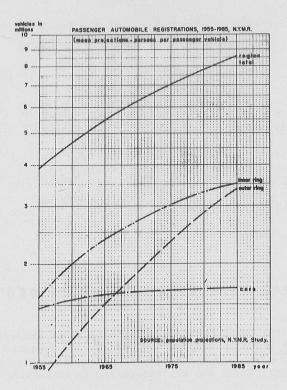
And unless we do this and do it successfully, I am certain that we will find that our bargaining table problems will change from those enjoyed by prospering businesses which can afford increasing wages to the unhappy ones of businesses losing employment to other areas.

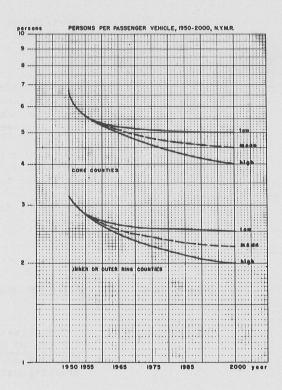
I was delighted when Harry Van Arsdale, your Business Manager, indicated that he would be willing to devote a portion of his busy hours toward the solution of these long-range metropolitan development problems. I am going to ask him, as a member of our Regional Plan Association Board of Directors, to do something additional. This is to help me persuade other large and responsible unions to contribute the time of their officials and some financial support from their treasuries to the kind of planning which will continue to enable this metropolitan area to hold a position of predominance in the nation.

If he is willing to do this and if we succeed, I can think of no labormanagement effort which will provide greater rewards to those who take part in it.

REGION'S AUTO REGISTRATIONS TO ZOOM UPWARD

RPA staff projections show that between 1955 and 1985 the Region's automobile registrations may increase by 120 percent to reach a total of about 8.6 million vehicles by 1985. This compares to the 1955 figure of 3.9 million.





The projections combine population projections with assumed changes in the persons-per-vehicle ratio. In the future, the core counties (Queens, Manhattan, Bronx and Brooklyn plus Hudson County in New Jersey) are expected to experience a more striking change in their persons-per-vehicle ratio—a change indicating a rise in auto registrations—than other parts of the Region. Core counties in 1950 had 6.7 persons-per-vehicle. By 1955, this had changed to 5.6. In the Inner Ring Counties (Richmond, Nassau and Westchester, Bergen, Passaic, Essex and Union Counties) the comparable figures were 3.2 persons-per-vehicle in 1950 and 2.8 in 1955.

NEW RISE IN REGION'S RETAIL ACTIVITY

Results of the 1958 Census of Retail Business are now being published. They show that the New York Region experienced a substantial jump in retail activity between 1954—the date of the previous retail census—and 1958. But the figures also indicate that virtually all of the Region's retail growth, as measured by changes in retail employment, occurred in the suburban counties.

While retail employment in New York City increased a little over one percent, growth in the remaining counties was much more rapid, with the Outer Ring increase of about 16 percent running a little ahead of the Inner Ring's 15 percent. As a result, the number of retail employees located in the core were a smaller percentage of the Region's total in 1958 than in 1954. Consistent declines in the Core's share have been characteristic since 1929 when the first retail trade census was taken.

The New York counties outside of New York City showed a 20 percent increase in employees during 1954-58, while for New Jersey counties the increase was merely 11 percent. However, compared with changes during the period 1948-54, the New York rate of increase had slowed down while the New Jersey rate had increased. The rate of growth in Connecticut also accelerated in the later period.

RETAIL EMPLOYMENT CHANGES 1948-1958 TRI-STATE NEW YORK METROPOLITAN REGION

1954-1958

1948-1954

	1910-1931			1934=1938		
	Change in employees	Percent change in employees	Percent change in population	Change in employees	Percent change in employees	Percent change in population
Core	- 35,100	- 3.1	and and box	+ 5,900	+ 1.3	- 0.2
Inner Ring	+ 27,500	+16.0	+19.0	+29,200	+14.7	+ 9.0
Outer Ring	+ 11,500	+12.7	+25.2	+16,300	+15.9	+10.5
Region	+ 3,900	+ 0.5	+ 8.4	+51,400	+ 6.9	+ 4.1

1st PARK REPORT WIDELY HAILED - 2nd VOLUME JUST ISSUED

The first of the Park, Recreation and Open Space Project's four publications, THE LAW OF OPEN SPACE by Shirley Adelson Siegel, appeared in January and already has been acclaimed a landmark in its field and an indispensable tool for professionals and laymen who are interested in preserving open space.

William H. Whyte, Jr., editor of The Exploding Metropolis and author of the recently issued Conservation Easements, said this about the book: "...a corking good job - and written simply. And the report takes a position... The tools are there to try, and let's go on with it."

Charles Pound, Sal J. Presioso, and Hugh R. Pomeroy, respectively directors of Parks, Recreation and Planning in Westchester County, have ordered copies of the report for distribution to all county officials.

Next Project report, THE DYNAMICS OF PARK DEMAND by Marion Clawson, is just off the press (April 11th). Dr. Clawson who is on the staff of Resources for the Future in Washington, D.C. is an eminent authority on the implications of an expanding economy for recreation and open space planning. In the book he demonstrates how increases in population, leisure time, personal income and ability to travel are affecting recreation demand. The book predicts a startling rise in open space need, as a result of these forces. THE DYNAMICS OF PARK DEMAND is RPA Bulletin # 94 and has been sent to members free of charge. Additional copies to members are \$2.00 each: to non-members, \$3.00.

In addition to these two reports, the Project will also issue NATURE IN THE METROPOLIS by William A. Niering and its own final report, THE RACE FOR OPEN SPACE. These are scheduled for late spring. The Park, Recreation and Open Space Project is sponsored by the Regional Plan Association and the Metropolitan Regional Council.

THE LAW OF OPEN SPACE is available from the Regional Plan Association at \$2.50 to members and \$3.50 to non-members.

GOVERNOR ROCKEFELLER ANNOUNCES MAJOR PARK PROGRAM

Governor Nelson Rockefeller has presented the New York Legislature with a program to help meet the growing demand for outdoor recreation facilities. If adopted, New York State voters will have an opportunity this November to approve a \$75 million bond issue which would be used for the acquisition of land for parks as follows: \$35 million for State parks and other State recreation sites and \$40 million to assist counties, cities, and towns in the acquisition of park lands. The grants to counties and municipalities would cover 75 percent of the total cost of land acquisition, with the remaining 25 percent to be borne locally.

This far-reaching program comes none too soon. The Park, Recreation and Open Space Project sponsored by the Regional Plan Association and the Metropolitan Regional Council has been stressing the imperative need for quick action as opportunities to purchase open space are swept up in the tide of suburban development.

RPA Vice President C. McKim Norton, hailed Governor Rockefeller's program:

The New York Metropolitan Region, is falling behind in its response to mounting pressures for more recreational space. The last generation acquired parks at four times the rate we are doing today, and we can no longer expect to rest content with the parks acquired through the vision of our predecessors. Governor Rockefeller's proposal appears to be an essential step in the right direction.

MORE NEWSPAPER REACTION TO THE NEW YORK METROPOLITAN REGION STUDY

Judging from "out-of-the-region" newspaper reactions, the first seeds of the New York Metropolitan Region Study have landed on receptive soil throughout the nation. Editors and writers in other metropolitan areas have been impressed not only with analyses of the trends in the New York Region but also with the Study's implications to their own regions. They view the Study as a valid investigation of what the future metropolitan patterns might become if public issues highlighted by the analyses are not debated and decided in their own areas.

The Chicago Tribune, states in a recent editorial:

The New York Study is worth heeding in Chicago and in other metropolitan centers, all of which are suffering from blight in their central areas and from the effects of sprawling suburbs. By 1980 metropolitan Chicago is expected to have a population of 8 million, with homes, business, and industry occupying all the land north to Wisconsin, west to the Fox river, and south to Joliet. Here, too, there is obvious need for metropolitan planning.

The Providence Bulletin speaks in the same vein:

A Harvard University survey...carries a warning and a challenge to every metropolitan region in the nation, including Providence...The Harvard survey took a look at New York's future on the basis of existing programs of urban improvement...But—and here is the key to its warning and challenge—' no unprecedented programs of change have been taken for granted.'...The New York regional pattern, of course, cannot be imposed as a whole on the Providence area, but there are significant similarities stemming from kindred geographical layouts....

The time is at hand when somewhere, somehow, metropolitanization will have to be reviewed in terms of its fiscal, political, and practical feasibility. Where does a form of metropolitanization now operate? What areas are susceptible of metropolitan handling?...The spadework (must) begin on intensive review of the problem.

The importance of the New York Metropolitan Region Study to other region's in the country was cited as one of its major achievements by the American Society of Planning Officials in their monthly Newsletter:

The first three volumes to come from the New York Metropolitan Regional Study are enough to indicate that this series is important—the most important study of an urban area for at least the past 30 years. It is important

not only for its analysis of the New York Region, but also for the leadership it will give to measure economic studies of other regions (emphasis ours).

While some critics find their interests threatened by some of the Study's predictions, and while others take exception to the predictions because the Study has not assumed major future changes in public policies, an editorial in the Pittsburgh Courier (a newspaper written by and for Negroes) suggests, that there are some groups that find the future, as presented in the Study, more palatable than the present:

Harvard University has just completed a study for the Regional Plan Association...which indicate that Negro and Puerto Rican populations promise to dominate the older urban areas. Many other Metropolitan centers are showing the same trend.... If this trend continues, many of our major cities will be, at least politically, controlled by non-whites, with all that implies...This is both a challenge and opportunity of which we can take advantage in proportion to the extent of the Negro vote. Many large American cities may be governed by Negroes in the not-too-distant future.

STATE PLANNING BUREAUS TOOLING UP FOR STATE AND REGIONAL PLANNING

"Regional planning for the Tri-State New York Metropolitan Region is achieveable if New York, New Jersey and Connecticut begin to do overall planning within their own portions of the 22-county area without waiting for the millenium of a tri-state compact." So said one of the nation's leading planning and housing analysts recently.

Fast moving events affecting each of the three state planning bureaus of New York, New Jersey and Connecticut, are aimed at doing just that. Today a big expansion of state-wide planning plus a step up in state aids to regional and local planning is in the works within each of the states.

In New Jersey, the State Planning Bureau is now assuming duties as secretariat to the newly created Inter-departmental Committee on State Planning. In addition, the Bureau is moving toward regionalized planning activities with the establishment of the Meadowlands Planning Agency and a proposal for the Pinelands Regional Planning Agency.

Connecticut is exploring the feasability of preparing a state land use plan and is rapidly establishing regional planning groups throughout the urban portions of the state.

A recent administrative reorganization proposal in New York State would make possible a strong centralized state planning function as well as unite all the state's urban planning and redevelopment assistance programs.

As these three state programs gain momentum, the advantages of coordinated region-wide planning activity will become increasingly clear. The state will be set for the logical organization of planning from the municipal level to the county level, to the intrastate region, to the state level and then to the interstate regional level.

A closer look now at activities in each state:

New Jersey--Governor Meyner has approved a proposal to creat an InterDepartmental Committee on State Planning with the State Planning Bureau
designated to act as secretariat. A budget increase of \$15,000 per year
for the Planning Bureau will enable it to accept this added responsibility.

Under the new program the Planning Bureau expects to be able to present planning concepts to the Committee which will point out effects of departmental activities upon state development trends and it expects these to form the basis for general development plans that will guide the activities of all state departments.

The Planning Bureau looks toward the development of a regional planning program similar to one underway in Connecticut as a next step in the integration of local master plans into a larger framework.

The local planning assistance programs that have been in progress since 1956 in New Jersey will result this year in at least 120 master plans completed throughout the state. The Planning Bureau intends to evaluate this experience and will incorporate at least part of such evaluation in the Northern New Jersey Urban Renewal Demonstration Project. Finally, on February 8, 1960 the Department of Conservation and Economic Development announced a proposal for the creation of the Pinelands Region Planning Agency, which, when carried through, would be the first comprehensive regional planning program in New Jersey.

Connecticut—A major study, The Economic Development and Competitive Position of the State of Connecticut 1959-1975, carried out by consultants Booz, Allen and Hamilton, has recommended the development of a state land-use plan. The Connecticut Development Commission is preparing a detailed proposal for the making of such a plan. The plan would relate residential, commercial and industrial land uses and provide a framework for the preservation of undeveloped lands for their best use consistent with the long-range economic needs of the state.

The Commission is also proceeding rapidly on its program of deliniating regional planning areas throughout the state. Twenty-two municipalities surrounding Hartford have been formed into a Capital Planning Region Agency and a staff has been established. Four other regions have been defined and the constituent municipalities are in process of voting on their establishments Central Naugatuck Planning Region, Bridgeport Planning Region, Ansonia-Derby Planning Region, and Southeastern Connecticut Planning Region. In addition, the Regional Planning Authority of South Central Connecticut has been reactivated.

New York--A proposed plan for the reorganization of the executive branch of New York's state government would create a staff arm to the governor to be known as the Executive Chamber that would include a secretary and assistants who would advise and assist in the development and review of state policies and programs. The entire Executive Chamber would "accumulate for the Governor information and research findings, evaluate the relative urgencies of competing services and functions, and help determine immediate and long-range objectives. They must be in constant communication with the departments relative to programs and policies and help coordinate departmental activities to assure the achievement of program objectives." Substitute the title state planning director for Secretary to the Governor and it becomes obvious that passage of the reorganization program will give New York a state planning program of great potential significance.

The reorganization program would also strengthen the state urban planning assistance program by shifting this entire operation into a new department of Housing and Community Development. The state would then offer communities and regions a wide variety of housing and planning program aids through a single agency.

Forty active programs in the state are now receiving Section 701 aids. In addition 70 applications for new aid are pending.

NEWS OF THE ASSOCIATION

The Association, because of its concern for the vitality of the center of the Region, has made known its views on the following developments insofar as they affect the Region as a whole.

Parking Garages: RPA endorsed Traffic Commissioner T. T. Wiley's proposal to build parking garages in midtown Manhattan provided they are strictly limited to short-term parkers and that all on-street parking in their vicinity is eliminated.

The Association recommended that revenues derived from on-street, metered parking be earmarked to subsidize the garages, that specific garage locations be subject to City Plan Commission approval, that locations on the periphery of the central business district be linked to crosstown public transit and central locations be chosen to fill the void between crosstown bus and subway lines, that the garages be built in stages with priority on an experimental basis being given to one in the heart of the central business district and one on the periphery of the district, and that a long-range plan for New York's central business district and its transportation network be developed into which measures like the garage proposal can be fitted.

As for the problem of traffic congestion on Manhattan streets, the report indicated that it should be attacked by such measures as requiring truck service bays in new central business district buildings as required in the proposed new City Zoning Resolution, building midtown and downtown expressways to carry cross-Manhattan through traffic, limiting through zoning the capacity of parking space of all-day automobile commuters, and accelerating the building of all-day parking lots and garages at outlying commuter points.

New York City Comprehensive Zoning Amendment: The Association endorsed the proposed comprehensive rezoning of New York City at hearings held during March before the City Planning Commission. RPA Director, Alfred Rheinstein and Planning Director Douglas Powell submitted statements in behalf of the Association. Among other points, Powell's statement included the following:

Suburban dwellers no less than the City's own residents, have a stake in how the City's officials will act in the zoning issue. For the question of adopting or not adopting what amounts to a new zoning ordinance has a profound regional implication that will affect millions of suburban families.

If the City fails to replace the old ordinance, in effect it will have announced to the suburbs that it is willing to accept a continuing jumble of uses, excessively high residential densities and the myriad of other factors permitted by the old ordinance that past experience has shown helps to create slums. Through its inaction, New York will have told the suburbs that they may expect a further exodus from the City to their towns and villages of people and businesses seeking to escape the indignities of urban decay.

Unless New York City, through rezoning and redevelopment, can turn the tide of its population and business exodus, the pressures on suburban growth and transportation will become increasingly explosive.

Moore Commission: Appearing before the State Commission on Governmental Operations of the City of New York last December, C. McKim Norton put in some strong plugs for strengthening the City's planning set up and for formalizing the Metropolitan Regional Council.

Norton said, "As a major step in strengthening the City's top management structure, the planning function should be made more effective by setting up a well-staffed city planning department directly serving the City's chief executive. The head of the planning department would also serve as the chairman of the City Planning Commission. The Commission would retain its powers in the field of zoning and would assume a general advisory function to the planning department."

Mr. Norton concluded his statement on behalf of the Regional Plan Association by asking the then Nelson Commission to "consider recommending to the State that it encourage the formalization of the Metropolitan Regional Council, at present a voluntary association of top elected municipal and county officials of the Tri-State Metropolitan Region of which Mayor Wagner is Chairman."

Directors and Personnel: At its annual meeting in December, the Association's members re-elected as President for 1960, Amory H. Bradford of New York City, Vice President and Business Manager of The New York Times.

Newly elected as Vice President of the Association is <u>James S. Schoff of</u> New York City, President of Bloomingdale Brothers.

Seven new Directors were elected to the Association's Board:

Cesar Jordan Bertheau of Mahwah, New Jersey, President of Peoples Trust Company of Bergen County, New Jersey.

Governor Arthur B. Langlie of New York City, President of McCall Corp. and former Governor of the State of Washington.

Albert W. Merck of Mendham, New Jersey.

William S. Renchard of Old Brookville, L.I., New York, Executive Vice President of the Chemical Bank New York Trust Company.

Dr. Wallace S. Sayre of Manhasset, L.I., New York, Eaton Professor of Public Law and Government at Columbia University.

Harry Van Arsdale, Jr. of New York City, President of the New York City Central Labor Council of Greater New York and Vicinity and also Business Manager of Local Union No. 3, International Brotherhood of Electrical Workers.

David Yunich of Scarsdale, New York, President and Director of Bamberger's New Jersey.

Since December, the Association has regretfully received the resignations of the following two Directors:

Dr. Edwin S. Burdell who has retired as President of the Cooper Union for the Advancement of Science and Art to become President of the Middle East Technical University, Ankara, Turkey.

Ralph Walker, Partner, Voorhees Walker Smith Smith and Haines, Architects. Mr. Walker has accepted appointment as a member of the Association's Advisory Council.

Governor Nelson Rockefeller has appointed RPA Executive Vice President C. McKim Norton a member of the 15 man Advisory Committee of the New York State Office of Transportation.

Douglas S. Powell, Planning Director of the Regional Plan Association is serving on the Technical Advisory Committee of the New Jersey Regional Urban Renewal Study. This several hundred thousand dollar study is being conducted by the New Jersey Department of Conservation and Economic Development in the nine counties of northern New Jersey.

A second planning Directorship was created in the staff table of reorganization at the close of fiscal 1959. Stanley B. Tankel, Senior Planner, has been promoted to the newly created position.

PLANNING NEWS AROUND THE REGION

Connecticut: As part of Bridgeport's extensive urban renewal program—more than one third of the city has been recommended for treatment—two specific projects are in advanced planning stages. Both are being expedited to pump new strength into Bridgeport's economy. The first, the State Street Area, is designed to revive Bridgeport's waning downtown business district. The second, an industrial redevelopment project will clear two large blocks near the Connecticut Turnpike to draw new industry into the city.

A Representative Town Meeting vote approved inclusion of <u>Fairfield</u> in the Bridgeport Planning Region on February 29. Formation of the new regional planning group is assured since the three needed approvals by towns in the Bridgeport area now have been achieved.

Planning Director Sam Pine reports that <u>Norwalk's</u> extensive school site purchasing program has been completed. The City now owns all the sites needed to serve its theoretical ultimate future population.

New York: Plans for the Region's sixth vehicular Hudson River crossing were announced in March by Governor Rockefeller. The crossing will be a two-lane \$20 million bridge connecting Newburgh in Orange County with Beacon in Dutchess County. The new bridge will be approximately 14 miles north of the Bear Mountain Bridge.

Zoning changes have been proposed for the Village of Croton-On-Hudson (Westchester County) to further reduce that community's potential population. According to a new master plan and zoning amendments proposed by consultants Raymond and May, space for a potential population of up to 10,000 persons would be provided rather than the current space for 12,000 persons.

City of Rye (Westchester County) has lost resident planner Richard Wengraf to New Bedford Massachusetts. Wengraf resigned his Rye position recently to become planning director for the Massachusetts city.

Upper Brookville and Muttontown, two adjacent Long Island villages are moving toward the adoption of jointly agreed on subdivision regulations. Purpose of adopting the same regulations is to achieve basically similar design standards and identical approval procedures for new subdivisions in the two villages. The new regulations are the work of consultants Frederick P. Clark Associates and F. Dodd McHugh in collaboration with the attorney of the two villages.

New Jersey: An interim report summarizing the status of current local renewal progress and outlining major regional forces affecting local rebuilding programs will be published in late June by the New Jersey Regional Urban Renewal Survey. The report will mark the half way point in the work of the Renewal Survey which is financed jointly by the federal Urban Renewal Administration and the State of New Jersey.

A master plan anticipating a maximum population of 33,000 has been completed for the <u>City of Englewood</u> (Bergen County). The City now has a population of about 28,000.

The Borouth of Fort Lee (Bergen County), the community that went bankrupt in 1932 during the depths of the depression, has submitted the final report of its Board of Liquidation to the United States District Court in New Jersey. With the submission of the report, finis is written to Fort Lee's successful march up from municipal bankruptcy.

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