

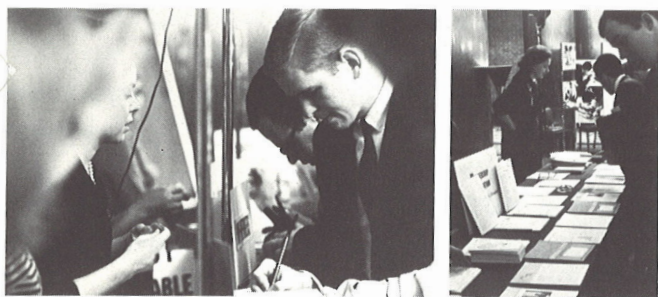
# Progress: Some Examples

From remarks to the 19th Annual Regional Plan Conference / November 9, 1964

In the Goals for the Region Project and in discussions with groups of many kinds, Regional Plan Association has found extensive agreement that prospects for the future of the New York metropolitan area are not satisfactory—if present trends and policies continue.

Despite this widespread dissatisfaction with present trends, many people are skeptical about the possibility of changing them. They feel that the metropolis will drift into increasing difficulties because policies are too hard to change.

But recent events belie the skepticism. Steps have been taken in this and other Regions to rescue these areas from a mediocre future. Accordingly, the 1964



Registration and publications display

annual conference of Regional Plan Association concentrated on progress.

Participants reported that metropolitan areas have:

- invested heavily in modern public transportation,
- improved metropolitan transportation planning,
- experimented with methods of helping low-income families improve their living conditions, which could, if successful, make central city living more satisfactory for families of all incomes,
- acted to keep industrial jobs in central cities, where most of the industrial workers live,
- strengthened commercial-cultural centers,
- facilitated new patterns of suburban development, with more varied types of housing, better over-all design, more community focus and better arrangements of community facilities than typical subdivision-by-subdivision development provides,

- improved the appearance of urban areas,
- rushed to retain considerable open space in the face of rapid urbanization.

Altogether, the examples reported here suggest that it is quite possible for concerned citizens to turn aside development trends that seem certain to lead to a poorer rather than a far better metropolis.

## Better public transportation

In the Goals for the Region Project, 99 percent of the participants urged improved public transportation to try to prevent traffic congestion as jobs and population rise. Only 60 percent favored "building more highways whenever traffic seems to be reaching capacity on any stretch."

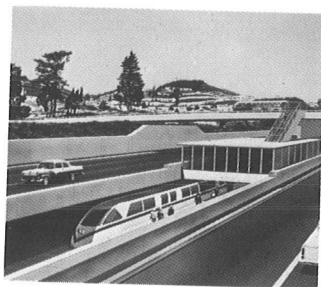
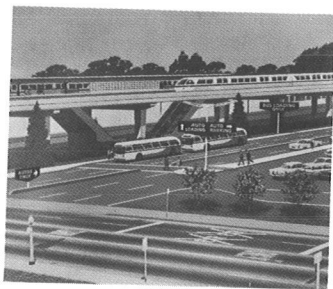
In many parts of the country, public transportation is being improved.

In San Francisco, more than 60 percent of the voters of a five-county metropolitan area approved (in November 1962) issuance of \$792 million in general obligation bonds to build a wholly new rail transit system. New cars are being tested that will run at 80 mph and average about 50 mph with stops. Automatic ticketing is being devised.

The system was planned by a commission set up in 1951 by the State Legislature, which was financed jointly by the state and the San Francisco metropolitan area counties.

The public was persuaded that the new rapid transit line was essential to keep all forms of transportation going properly and to obtain a strong metropolitan economy and a satisfactory pattern of urbanization. The new transit plan will be subsidized by property-owners, who had to be convinced the system would benefit them even though most will not use it regularly. Businessmen raised \$350,000 to finance the educational program that preceded the vote. The state highway department gave its support.

Study is continuing toward a plan for coordinated



San Francisco rapid transit design

*Parsons, Brinckerhoff, Quade & Douglas*

rail and bus service and logically related fare schedules for all public transportation in the region.

In Boston, too, a new metropolitan agency was established last year to plan for transportation of all types and to provide public support for public transportation, either through the private companies operating bus or rail service or by acquiring the facilities for public operation. Up to \$225 million in general obligation bonds can be issued by the authority for capital improvements, and up to 90 percent of the debt service for express transit service investment and 50 percent for other public transportation service can be provided from state funds. This is in addition to a 2¢ state cigarette tax for operating subsidies. Local governments also may contribute from real estate taxes.

Observers in the Boston area attributed the success of this program—despite failures in earlier attempts to form a fully competent metropolitan transportation agency—to (1) the accumulation of a number of needed transportation projects which were packaged together in the single proposal—and particularly a growing recognition that the rail transit system had to be extended; (2) earmarking of cigarette taxes for transportation, relieving the fear that property taxes would be raised; (3) the promise of federal aid and threat of a cut-off of federal highway funds in metropolitan areas which do not have broad transportation planning; (4) a threat by the private railroads to end commuter service; and (5) growing traffic congestion. The strong support of the governor and newspapers contributed significantly.

Philadelphia also has strengthened public transportation. A "plan and program" were developed in 1955 leading to a City-subsidized Passenger Service Improvement Corporation, which improved service, cut fares and yet cut deficits on selected commuter rail runs. With federal help available, the operation has been extended to suburban counties through the Southeastern Pennsylvania Transportation Authority, empowered to own and operate service or assist private

corporations to maintain public transportation. Further, Philadelphia voters supported a bond issue last fall to extend the subway.

In the New York Region, the Port Authority has taken responsibility for modernizing the Hudson and Manhattan Tubes, using a limited amount of income from other operations. Since transit is burdened by extreme peaks in demand, leaving equipment and personnel unused during much of the week, public subsidy is necessary, according to the Port Authority spokesman at the Regional Plan Conference. The Transit Authority spokesman saw an increase in patronage of public transportation in New York City because it is the best transportation buy.

Nationally, a new provision for federal aid for public transportation improvements had, by last November—only four months after the bill's passage—drawn inquiries from 158 urban areas, half of them proposing projects that were appropriate for federal aid consideration. The federal government can contribute up to two-thirds of that part of the investment which cannot be expected to be repaid from fares.

All speakers agreed that public transportation must be operated by a public agency as a vital part of the Region's services. They called attention to what they felt was far greater progress in public transportation in European cities and asked why the United States couldn't do as well.

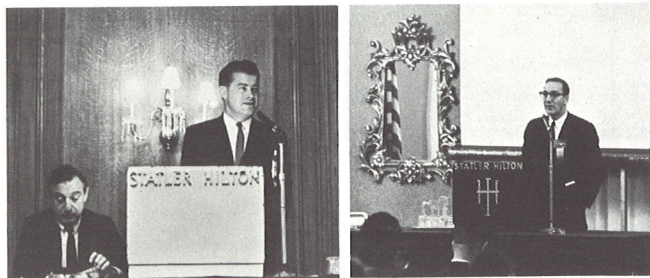
Both in 1963 and 1964, Regional Plan Conference panels on improving public transportation attracted the largest audience of all afternoon panels.

### Better transportation planning

At the same time as public transportation has been strengthened, metropolitan-wide transportation planning of all modes has been extended. Federally-aided metropolitan transportation studies, which were pioneered in Detroit some twelve years ago, were underway in 64 of the nation's 212 metropolitan areas by July 1963 and contemplated for another 29. In the New York Region, the Tri-State Transportation Committee is carrying out a comprehensive transportation study. Tri-State's research is directed by J. Douglas Carroll, who also directed the earlier Detroit and Chicago studies. Carroll indicated that at least three basic lessons had been learned in these earlier efforts:

1. *On leadership*, the Detroit study was headed by technical personnel—federal, state, county and city traffic engineers, the metropolitan park director and





Max Abramovitz and Paul Ylvisaker J. Douglas Carroll, Jr.



John C. Kohl, Walter S. Douglas, Neal R. Montanus, Frank M. Reinhold and Lennox L. Moak

the regional and city planning directors. In Chicago, higher ranking executives were added. They were assisted by a technician's committee. For the New York study, even higher-ranking officials are on the Committee—executives responsible directly to the three governors and the mayor of New York. A separate technical advisory committee has met regularly.

2. *In projecting transportation requirements for the future*, the three studies have moved toward a broadened analysis of the way development actually will take place, including economic and political forces. Relatively simple projections of traffic were used in the Detroit study. Now, there is better understanding of the metropolis as a working system, with land use and transportation interacting—rather than land use being accepted as a given which then requires a transportation system to fit it.

3. *Transportation requirements* are seen much more broadly in the current New York area study. In Detroit, the study was limited to projecting highway needs. In Chicago, future highway needs were expected to be supplemented by rail. In the New York area, an even more intricate division of responsibility among modes

of transportation is being studied to achieve the balance of modes which is most efficient. Freight and aviation are tied into the research, also. Federally-aided demonstration projects are assisting Tri-State's research by showing how people respond to different types of service.

## Better living for low-income families in the cities

Following the observation of Paul Ylvisaker, Ford Foundation Director of Public Affairs, that physical planning without social planning has been the "opiate of an affluent society," the Conference looked at problems of poverty and the future of nonprofessional employment in the older cities.

Living in the older cities is seldom satisfactory for the very poor, and their difficulties frequently spill over to disturb or threaten other city residents.

Often, services that would help low-income families are available but do not reach them. In New Haven, Community Progress, Inc. is experimenting with providing assistance of all kinds in neighborhood rather than downtown offices, often in stores along heavily-frequented shopping streets.

New kinds of services also are being provided. An "urban extension service," helping families live better within the resources available to them, is being tried in Pittsburgh. This is parallel to the rural county extension service that has helped farm families improve their work and home-making for a century. Several New Jersey cities have urban extension agents trained in a new course at Rutgers. President Johnson has recommended broadening this urban extension program.

Other experiments in eliminating hopelessness for slum dwellers are going on in New York City, Boston, Washington, Oakland, Philadelphia, Detroit and about 100 other cities.

## City labor force and city jobs

Until recently, industrial jobs as well as industrial workers were concentrated mainly in the central cities of the New York Region. Recently, industrial jobs have begun to leave central cities for suburban locations while industrial workers are forced, in large measure, to continue to live in the cities because the older housing that is within their budget is almost entirely located there.

While the total number of jobs in New York City was up more than 300,000 between 1958 and 1963,

manufacturing jobs declined. Jobs increased mainly in the service industries, government, wholesale and retail trade, finance, insurance, real estate and construction. In construction, the increase is expected to be temporary because much of it was attributable to the World's Fair and the apartment boom preceding enforcement of higher zoning standards.

Self-employment and semi-skilled jobs are drying up rapidly in New York City, and these had provided the rung up the socio-economic ladder for many immigrants of a generation or two ago.

An additional shift of relatively unskilled jobs from the central cities would affect Negroes far more than whites. Just about half of the non-white labor force was employed in three occupational groups—unskilled, semi-skilled and private household—all with poor growth prospects in the cities. Yet non-white families are particularly confined to central cities by housing discrimination as well as lower incomes.

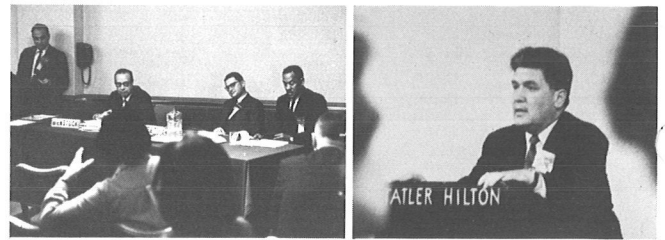
Some cities are fighting the loss of industrial employment. The Philadelphia Industrial Development Cor-



Ralph K. Rogers, Frank B. Stover, John J. O'Connor, William F. R. Ballard and Frederick O'R. Hayes

poration, a joint undertaking of the City and the Chamber of Commerce of Greater Philadelphia, acts as marketing agent for city-owned land which has been placed in an industrial land bank. Strategic industrial space is saved from being used haphazardly for other purposes. Proceeds from the sale of land are invested in preparing other land or buildings for industry. The program operates without subsidy; all costs are paid from the sale of land.

In Chicago, the mayor's Committee on Economic and Cultural Development speaks for manufacturers before city agencies whose assistance could spell the difference between satisfactory and unsatisfactory operation of the firm in the city. The Committee chairman is a city employee responsible for assuring the public interest rather than favoritism to an individual business. Neighborhood associations of businessmen also seek good conditions for industry.



Mitchell Sviridoff, Herbert Bienstock, Dick Netzer, Alexander J. Allen and Peter M. Stern

New York City, the panelists felt, is doing less than it could to retain industrial work within its borders. Good industrial land often is used for other purposes, and the City lacks machinery or financing to prevent it. Rehabilitation of industrial buildings and improved accessibility, particularly for loading and unloading, also would be helpful. Much City-sponsored urban renewal actually weakens its industrial potential by clearing suitable buildings. Nine million square feet of suitable industrial space is to be demolished under present urban renewal plans, for example. And no plans exist for relocating the jobs now occupying this space.

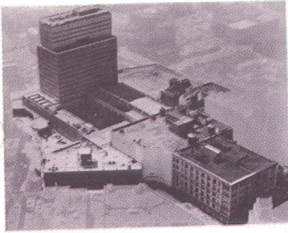
A legal device recently became available in New York that will give many city industries advantages that suburban industries frequently enjoy—condominium. This allows a firm that occupies only part of a large building to own its part, giving the tax and flexibility advantages of ownership generally enjoyed by suburban factories which are in their own smaller buildings.

From the regional view, providing suitable housing for workers near new suburban industry is as important as retaining industrial jobs close to city residents. A United Auto Workers official argued that suburban municipalities that welcome industry (generally for tax benefits) have a responsibility for allowing housing suited to those who would work there. This, he noted, was not being done, particularly right now, in Northern New Jersey.

### Rebirth of commercial-cultural centers

Despite the continued spread of metropolitan areas in a generally centerless and unfocused pattern, demand continues for the activities of large commercial-cultural centers (i.e., downtowns, though in modern design). Midtown Plaza, a major renewal of downtown Rochester, New York, for example, has attracted new building all around it. The enclosed plaza, which normally serves as a walkway or sitting area (see photo), doubles as a huge ballroom or exhibit area for special





Midtown Plaza in Rochester, N. Y.



*Victor Gruen Associates*

occasions. Although Midtown Plaza incorporated the newest ideas for modern downtowns, it was done with a minimum of clearance and a great deal of rehabilitation of older structures; adjacent older buildings—the two leading department stores and principal hotel—were integrated into the design. Leases were arranged to suit old tenants as well as attracting new.

Similar downtown renewal has been successful in other cities. The ingredients, according to the designer of a large number of them: citizen interest, business awareness, government cooperation, professional planning and design.

Recent reports indicate that Manhattan's commercial magnetism is growing, too: the announcement of several new department stores and the expansion of a venerable furniture store, an unusual jam during the Christmas holidays and rising department store sales.

### Varied types of suburban housing

California suburban localities are allowing and even encouraging apartments, both high-rise and garden, under zoning ordinances that limit total density but do not limit types or spacing of housing units. While



Perry Coke Smith and Edward P. Eichler

government restrictions are flexible, builders have not necessarily responded with more imaginative neighborhoods, a major California builder, Edward P. Eichler, admitted. He felt that research in housing technology would achieve better neighborhood design and housing, however.

### ...and more attractive patterns of suburban development

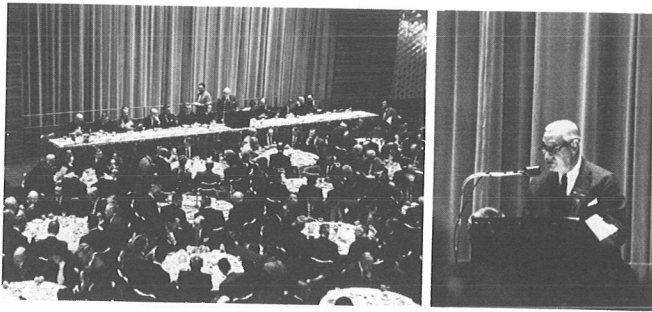
Also, whole new cities are being built in several parts of the country which will have varied types of housing and much more community focus than is now typical in the suburbs. They will not, however, be self-sufficient in that many residents will work outside the city and use some metropolitan commercial and cultural services.

Furthest developed of the new cities is Reston, Virginia, located in accordance with a sketch plan for the Washington, D.C. metropolitan area prepared by the National Capital Planning Commission and the National Capital Regional Planning Council. In Virginia, counties have planning and zoning powers. Fairfax County, where Reston is, passed a new type of zoning ordinance which allows a large development to go forward on a gradual basis with mutual protection of the rights of the municipality and the developer. This enabled varied types of residences, urban and commercial services and jobs to be related.

In a whole city developed as a whole, there can be more variety because there is less opposition to apartments and small-lot housing than there is in a small locality deciding on such housing, subdivision by subdivision. There was some opposition to large-scale development, however, by small builders who felt they couldn't compete where large developments were allowed. And some owners of land in the areas suggested by the sketch plan for open, low-density uses objected because it limited the value of their property. Both arguments were answered to the satisfaction of the local government, however, and with cooperation of the county and the National Capital Planning Commission, speedy progress is being made. Already, town houses and other residences, industrial buildings, recreation facilities, and utilities are underway, and schools and a hospital are planned.

Equally hopeful, Columbia, Maryland—another new city—has been begun on 15,000 acres between Baltimore and Washington. Connecticut General Life Insurance Company is financing it. About 150,000 persons will live there eventually, and half the resident labor force will be able to work there.

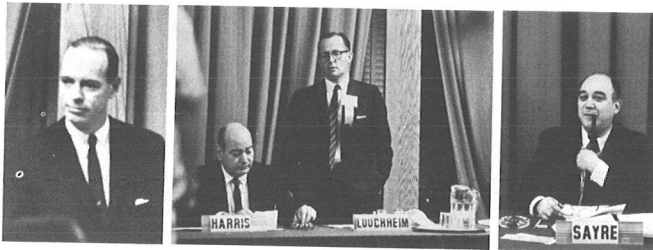
President Johnson has proposed legislation that would encourage large-scale varied and balanced urban development: mortgage insurance for the developer and loans and grants to local governments, so that public services can be provided quickly.



Regional Plan Association's Chairman, James S. Schoff



Luncheon speaker Barbara Ward (Lady Jackson)



John J. Gilhooley, Allen Will Harris, Joseph H. Louchheim and Wallace S. Sayre



Edmund N. Bacon, Amory H. Bradford and Russell Lynes

### Better appearance in urban areas

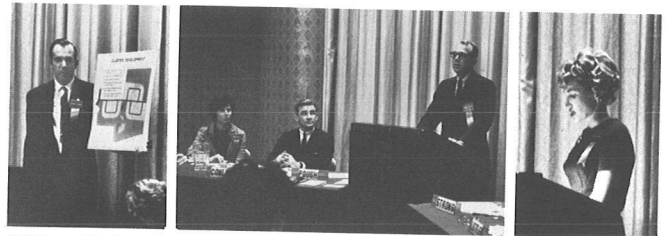
The wholly new city is more likely to be attractive than the piecemeal series of subdivisions because the design can be planned over-all and because the builder is much more dependent on selling a total environment than is a small subdivider. In older cities as well as suburbs, a plan for appearance can be effective, according to the Philadelphia experience. Historical sites have been enhanced there by clearing vistas to them, and the original William Penn conception of the city has been somewhat restored. In the Philadelphia

suburbs, nature has been introduced consciously into neighborhood design.

Good urban design can be achieved by encouraging and rewarding the entrepreneur and by strong planning commission stands against ugliness, a speaker noted.

### Open space for the enlarging metropolis

One participant argued that the safest way to improve urban appearance is landscaping and open spaces. Everyone senses and understands the quality they add to the environment, but a relative few appreciate outstanding architecture. The aesthetic advantages of open space added to its outdoor recreation contribution—for a population increasingly attracted to outdoor



William E. Roach, Jane L. Diepeveen, Walter M. Conlon, Charles E. Little and Ann Louise Strong

recreation—make the race for open space one of the most important elements in achieving a better metropolis.

The New York Region has responded enthusiastically. Voters here approved state bond issues for parks by large margins in New Jersey and twice in New York. The legislature approved a bond issue in Connecticut. The federal government has acquired Fire Island after a skillful campaign by a citizen's committee.

Further, planners have been investigating legal methods other than public purchase for maintaining adequate open space. Cluster subdivisions, for example, have been tried in the Region. The satisfactory experiences in Islip, Long Island, and Hillsborough, New Jersey, were reported at the Conference: houses were placed somewhat closer together than the zoning ordinance otherwise required, and woods and playground space were left on land that would have been part of the private yards. Altogether, the same number of houses was built on the land as the previous zoning regulation had allowed. In some places, the open space left in adjacent cluster subdivisions is planned together so that it makes a continuous strip—often along a stream bed—enhancing the beauty of the area, the opportunities for pleasant hikes and the environment for small animals which cannot survive in small patches of natural countryside.

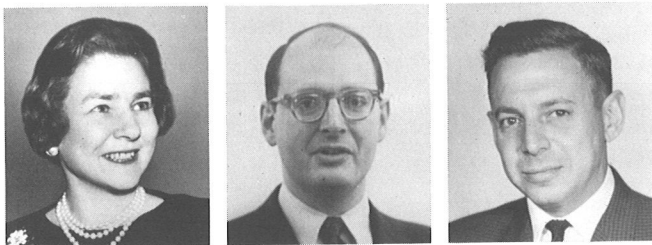


## Citizen success and potential

In the last two years, citizen committees have won a great oceanfront beach for New York City on Breezy Point and a National Seashore on Fire Island. Mrs. Marshall Field and Stephen Currier, leaders of the Breezy Point committee, and Maurice Barbash, head of the Fire Island Committee, received Regional Plan awards at the conference for these achievements. In addition, recent citizen action helped to save the Suffolk County wetlands and assured cooperative development of the Delaware River.

Well over 100 civic groups banded together to press New York's Mayor, Planning Commission and Board of Estimate to preserve Breezy Point for a public beach. Several hundred persons sat through marathon hearings to testify for the Beach.

The Fire Island Committee constantly kept the issue before the Interior Department, and when Interior recommended the Seashore, kept the Senate and House



Regional Plan Award recipients:  
Mrs. Marshall Field, Stephen R. Currier, Maurice Barbash

moving toward passage. On Long Island, the committee worked with local political leaders to satisfy or answer all objections and constantly added to the public support.

When the Suffolk County Board of Supervisors considered the wetlands program, the hearing room was full of knowledgeable supporters. Local officials hesitate to spend public funds without resounding public support like this, a citizen group leader explained.

A longer educational effort was necessary to put together the federal-multistate cooperative program of development and allocation of the Delaware River resources. There, civic groups worked closely with the governors of New York, New Jersey, Pennsylvania and Delaware, the mayors of New York and Philadelphia and federal officials. In such major regional programs, civic organizations need an ally in government at higher levels, according to the organizer of that citizen movement.

Church groups may become an important source of citizen support for metropolitan goals, a Protestant

leader reported. Regional Plan's Goals for the Region Project stimulated a move by Protestant churchmen in the New York Region to form a continuing committee looking toward eventual organization of church affairs on a metropolitan basis and greater participation of church members and clergy in regional planning.

The Conference keynote speaker, Barbara Ward, an internationally-known economist and writer, conveyed full confidence that America has the wealth and vision



An interview with Barbara Ward

to build a fine urban environment. Though she concentrated on present inadequacies and growing crises, her remarks were optimistic as well as chiding.

"There has been a tremendous unleashing of resources since the pre-World War II days, which is reflected in more goods produced, a \$30 billion increase this year in United States income, and technological advances. Resources in America are not short. What is short is to know the resources are there and the ability to use them," she said.

"Regional Plan Association gives you a choice and a price, and in a democracy, you should know what you are choosing."

Almost every idea for improving convenience and attractiveness in the New York Metropolitan Region and for enlarging the choice of jobs, goods, services, housing location and transportation modes has been tried successfully in one place or another. Technology is at the service of the metropolis; the federal government stands ready to provide aid toward improvements. All that seems to stand in the way is skepticism of regional leaders that residents of this area really care about the approaching problems and really want to grasp the opportunity to build a great metropolis.

# STATUS REPORT

## **Commuter railroads: using the crisis for progress**

Progress toward a modernized, consolidated commuter railroad system serving the whole metropolitan area—recommended in 1961 by Regional Plan Association—can grow out of the present New Haven Railroad crisis and imminent financial crises of the Long Island, Erie-Lackawanna and Jersey Central, the Association feels.

A brief twelve point explanation of the Association's recommendation has been circulated to key federal, state, local and railroad officials, followed in several cases by conversations with Regional Plan officers.

In New York State, Governor Rockefeller has proposed a public agency to purchase and modernize the Long Island Rail Road. The agency also would have power to operate or contract for service on other commuter rail lines in cooperation with other states. The governors of New York and Connecticut have announced they will seek to contract through the proposed rail agency with the New York Central for continuing New Haven commuter service. At the same time, State Senator Max Berking and Assemblyman Anthony B. Gioffre have introduced a bill to (1) establish a state agency to take over the New Haven commuter service and (2) to direct the agency to prepare a plan for modernization and long-range rationalization of service. The agency could be extended to cover other commuter lines and work with other states.

## **New Jersey Turnpike Widening**

The New Jersey Turnpike Authority has proposed a doubling of the width of the Turnpike between the Garden State Parkway and Route 3, which leads to the Lincoln Tunnel. The cost will be more than \$300 million; the original turnpike cost along the entire length was \$279 million. Regional Plan Association, concerned about the effects of stringent financial limits on the location and design, raised two objections:

1. A doubling of the present route north of the Newark Airport (running east of the Hackensack Meadows) does not appear as likely to promote the best use of the Meadows as a route along the western edge. At the same time, a western route would be less likely to induce additional cars into Manhattan. (The present proposal calls for a 12-lane highway to become a 6-lane highway right at the approach to the Lincoln Tunnel.)

2. It will be an ugly facility, in width more than 200 feet of almost solid paving. Regional Plan agreed that more highway capacity would be needed in the Turnpike corridor south of Newark Airport but strongly urged landscaping to break up the prospective expanse.

George F. Smith, Chairman of the New Jersey Committee of Regional Plan Association, expressed the Committee's concern about (1) New Jersey highway financing, which influenced the design of the proposed Turnpike widening, and (2) the selection of new routes according to whether they can be financed by revenue bonds rather than according to a priority list of state needs. (State highway revenues allocated to building all classes of highways are insufficient to match federal money even though the state needs to contribute only 10 percent to the federal government's 90 percent in building the Interstate system of toll-free highways.)

"Those responsible for New Jersey highway planning cannot provide the most efficient highway system for the state with the present restrictions on highway expenditures. This is the basic issue New Jersey must face," he stated.

The Turnpike Authority has replied that both Regional Plan Association's proposals would cost more money, which is not available. The Port of New York Authority also has objected to the proposed Turnpike widening as a likely inducer of extra traffic trying to enter the Lincoln and Holland Tunnels, which already are at capacity during many hours of the day. The Port Authority asserted that it will not expand either crossing and that more investment should go into improved public transportation into Manhattan instead of additional auto entryways.

## **Lower Manhattan Expressway**

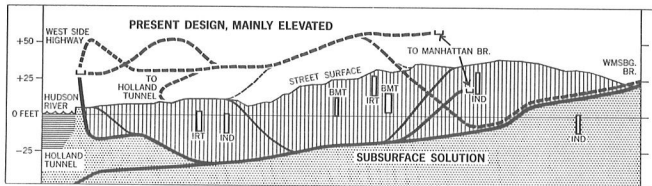
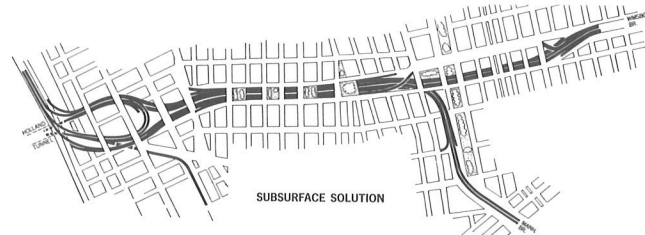
With a threatened drop in construction employment, pressure to build the Lower Manhattan Expressway is increasing. Only the Mayor's approval is needed now to purchase the right-of-way; all other budget procedures have been passed.

The Expressway had been rejected in December 1962 by the Board of Estimate mainly because of the "economic and social blight" that would be created "in the shadow of the elevated expressway" and the "loss of revenue from the taxable properties demolished and from the decrease in the value of properties adjacent to the expressway," according to Mayor Wagner. A recent statement of the Mayor indicated he is considering Regional Plan's proposal to put the Expressway in a cut, perhaps covered in part by parks and buildings. This design would overcome the objection of blight and decreased values adjacent to the highway, though the same property would have to be taken for the route itself.

Federal support for the below-ground design—90 percent of the funds would come from the U.S.—seems to the Association more likely now in the light of the President's recent message on improving the appearance of highways and urban areas. The sub-surface design would cost approximately 50 percent more than the elevated.



Regional Plan worked out the below-ground proposal last spring because the expressway is important to retain dwindling New York City industrial jobs and to free the area from severe congestion. It would produce far greater benefits than costs. But the Association



Regional Plan's Lower Manhattan Expressway design

strongly agrees with the Mayor and Board of Estimate that an elevated highway marching across the Island would cause worse blight than the elevated railroads recently pulled down on Sixth, Second and Third Avenues to free those avenues from blight. It would be wider than all three combined.

#### Mid-Hudson regional planning group

A citizens Mid-Hudson regional planning organization is being formed, covering Orange, Dutchess, Putnam, Sullivan, Ulster, Columbia and Greene Counties. Some 350 invited leaders gave overwhelming approval to the idea of forming the association, at a Conference December 5, sponsored by the Central Hudson Gas and Electric Corporation and New York State University College at New Paltz. A committee of twenty-five, headed by Lelan F. Sillin, Jr., President of Central Hudson Gas and Electric, and William J. Haggerty, President of the New Paltz College, is working out the organization's structure. A budget of \$125,000 is proposed.

Among the conference speakers, C. McKim Norton, Regional Plan Association President, encouraged participants to "look ahead and pin down community and regional goals" to avoid "the terrible costs of not planning, costs which are expressed in human terms as well as dollars."

An Arthur D. Little, Inc. study of the area also was presented, predicting great changes and great potential. With the improvement of east-west highways and a new river crossing, the area becomes more cohesive, Peter M. Stern noted; and with industry's growing interest in locating in places with good education, recreation and attractive communities, business development could proceed rapidly.

Among the participants were the President of the National Industrial Conference Board, representatives

of the Governor and the Committee for Economic Development.

#### Rail demonstration projects

Several experiments in improving rail transportation in the New York Region are being sponsored by the federal government in conjunction with local and state officials.

The Tri-State Transportation Committee is carrying out four:

A new railroad station with adequate parking was opened outside of New Brunswick on the Pennsylvania Railroad. Without any apparent drop in passengers at the old New Brunswick station, the number of passengers using the new station is increasing steadily, from 416 in July 1964 to 635 in January 1965. Cars parked there have increased from 123 to 237 over the same period.

Some 450 persons rode a bus from Rockland County across the Tappan Zee bridge to the New York Central's Tarrytown station every day, but it was not enough to repay the cost of the service, which began over a year ago. The total cost of the combined bus-train trip was \$43.40 per month or \$3.60 for a single round-trip (not during off-peak); the trip time, on express trains, was 65-90 minutes (from the closest to the farthest bus stop) to Grand Central Station. By comparison, it takes an automobile commuter about 60 minutes from the farthest stop into Midtown Manhattan (half of it from the George Washington Bridge). About 60 percent of the 450 regular bus-train riders formerly drove automobiles either to Tarrytown or into Manhattan.

In December, the project reduced its off-peak schedule, but the scheduled March 15 ending of rush hour service has been postponed.

Sharply speeded and increased off-peak New York Central service from Brewster, Katonah, Mount Kisco, Chappaqua, Pleasantville and Hawthorne to Grand Central—distances of 52, 41, 37, 32, 31 and 28 miles—was instituted July 1. Ten new express trains have been added, four slow runs speeded and the schedule regularized (a train at the same time each hour), taking 86 minutes for the 52 miles compared to earlier off-peak trips varying from 103 to 120 minutes. In addition, a few rush-hour trains have been speeded slightly; more parking has been provided at these and the North White Plains Station.

Service to several stations, particularly Valhalla and Thornwood has been cut, however (from fourteen trains daily to six and five respectively), and these communities are protesting, claiming serious losses to property owners and merchants in the station vicinity.

The project is to test the idea that large catch-basin railroad stations with good parking better serve the far suburbs than a greater number of local stations.

Automatic ticketing is being tried in the Kew Gardens and Forest Hills Long Island Rail Road stations in the fourth Tri-State demonstration. Tri-State regards the project as "extremely successful": passengers have responded well, the equipment has operated efficiently. Cleveland, Toronto, Chicago and Detroit are interested, and the joint Equipment Evaluation Committee of the Region's railroads is considering wider use of automatic ticketing.

Nassau County, New York City, the Long Island Rail Road, the New York Transit Authority, the Borough of Queens and the Tri-State Transportation Committee have joined (with federal financial aid) in a project seeking the most efficient combinations of railroad, subway and bus service to unclog Long Island highways into New York City and relieve the overcapacity condition of the Queens subways during rush hours. Improved parking at some LIRR stations is one element. New bus service, from LIRR stations at Hunter's Point Avenue and Long Island City to Manhattan's East Side, is aimed at relieving the overcrowded subway. Buses meet twelve morning trains and eight evening trains, making four stops each between 51st and 39th on Third Avenue and Lexington. Travel time is expected to be about the same as the subway's. Buses also will go from Fresh Meadows (Queens) to the Auburndale or Hollis LIRR stations to make it convenient for people to switch from overcrowded subways. A computer simulation study is investigating the most efficient investment in rail service from Queens, Nassau and Suffolk Counties—new types of service (for example, a standard of comfort, speed and price somewhere between the subway and the present LIRR service), new links and new lines.

In addition, the efficacy of triple-tracking—operating two express tracks in the peak direction instead of one each way on the Queens Boulevard IND line—is being studied. The proposal is described in REGIONAL PLAN News for December 1963, No. 71-72.

### Prospective parks and legislation

In December, the New York City Planning Commission gave priority to open space projects on Staten Island because the opening of the Verrazano Bridge is expected to stimulate rapid urbanization there.

A 60-acre former Girl Scout Camp, High Rock, has been mapped as a park. A 75 percent State grant is expected.

Also, the 950 acres in northern Staten Island surrounding the park, known as the Greenbelt area, were rezoned by the Planning Commission from garden apartment to one or two-family dwelling. The Board of Estimate tightened the zoning further by requiring lots with frontages of 40, 60 and 100 feet.

New Jersey is acquiring the Great Piece Meadows in Fairfield (formerly Caldwell), Essex County, despite

the opposition of the Township, which wanted at least part of the tract left for industry. After a year-and-a-half negotiation, the State decided to acquire the entire 3000-plus acre site. The Township is contesting the State's action in Court.

The Township had wished to retain 200-600 acres along the highway. The State contended that industrializing this heart of the park might pollute the remainder since it is all marshland. Also, the State has emphasized the importance of retaining as much of the remaining close-in open land as possible. Excluding the proposed park land, Fairfield has about 700 acres zoned for industry, about 10 percent of the entire township.

At a meeting in late October, park officials of New Jersey, New York, the federal government and Hudson County municipalities agreed that Ellis and Liberty Islands should make up a national park or historic site attached to state parks along the Jersey bank opposite.

Half of the cost of the state parks probably will come from federal funds under the 1964 Federal Land and Water Conservation Fund Act.

The six senators from New York, New Jersey and Pennsylvania have reintroduced into the 89th Congress the proposal for a Tocks Island Recreation Area. A companion bill also was introduced in the House. It would authorize a 70,000 acre park in Pennsylvania and New Jersey at the site of the Tocks Island reservoir now being planned by the U.S. Corps of Engineers. Approval of funds for the construction of this reservoir is expected this year. The contemplated dam would create a 32-mile-long lake stretching from the Delaware Water Gap to Port Jervis, New York. It will be 95 miles from Philadelphia, 75 from Manhattan—within a two-hour drive of more than 25 million people.

The New York State legislature is expected to consider revising two park policies: (1) eliminating the ban against New York State parks in New York City and (2) allowing localities to receive both state and federal aid in a single park project. Now localities must choose between 75 percent state aid or 20 percent federal aid, which could result in New York State losing its share of federal aid. Other bills would allow buses on parkways, provide for state urban parks and state aid for small parks, and allocate more of the state park bond money for New York City.

New York State received one of the first federal grants under a new program to preserve scenery along highways—\$7,200 for a 25 acre tract along Interstate 87.

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*John R. James, Chief Planner of the British Ministry of Housing and Local Government, will speak in New York City on British Regional Planning at 8:30 p.m., Friday, April 30, 1965. The place will be announced. For further information, call Pratt Institute Planning Department.*



# BOOKSHELF

**Regional Development and Planning: A Reader** edited by John Friedmann and William Alonso. The M.I.T. Press, 1964. 722 pp. \$9.75

This volume brings together for the first time the significant writings of the past ten years on the locational relationships of the principal economic activities of a region. It is applicable to economies at every stage of development. An excellent bibliography is included.

**Controlling London's Growth: Planning the Great Wen, 1940-1960** by Donald L. Foley. University of California Press, 1963. 224 pp. \$5.00

Planning policy in Britain has been supported by strong conviction about the social advantages of containment of the central city. The book is a description and critique of the policies for regional development around London and the attempts to implement them.

**The View from the Road** by Donald Appleyard, Kevin Lynch, and John R. Meyer. The M.I.T. Press, 1964. 64 pp. \$15.00

The view from a well-designed urban highway, the authors believe, *could* help us understand our vast metropolitan areas. In an elegantly produced monograph, they study the visual experience of drivers and passengers and analyze the factors that make driving pleasurable or tedious.

"Urban Renewal: Part 1." **Newsletter** of Peoples Trust Company of Bergen County, 210 Main Street, Hackensack, N.J., Fall 1964. 19 pp. Free

The first installment of this helpful citizens' guide describes the concept, function, and scope of urban renewal in the nation; Part II will describe urban renewal progress in the New York Region and particularly in Bergen County.

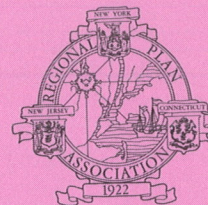
**The Economics of Regional Water Quality Management** by Allen V. Kneese. The Johns Hopkins Press, 1964. 215 pp. \$5.00

This book analyzes pollution problems and methods of solving them. The author, director of the Water Resources Program of Resources for the Future, Inc., presents a standard of desirable water quality and explores techniques for achieving it.

**Report on the Comprehensive Plan of Development for the Town of Huntington**, a series of analyses and evaluations prepared for the Huntington Town Planning Board by the Citizens Advisory Committee for the Huntington Town Plan. 1964. var. pag.

Citizens have appraised the reports of the Town's planning consultant, as a new comprehensive plan was being formulated. This is a good example of useful citizen planning participation.

Sarah H. Smith



## Regional Plan Association

230 West 41st Street New York, N.Y. 10036 LO 5-1714

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