Major Issues of Metropolitan Development

By ArDee Ames, Consultant to the Department of Housing and Urban Development, Formerly Legislative Assistant to Senator Harrison A. Williams, Jr.

For some time, Regional Plan Association has been actively seeking reactions to tentative ideas that may help shape its forthcoming Second Regional Plan for the future growth of the New York Metropolitan area.

Reactions it got, and then some, at the 20th Annual Regional Plan Conference held November 10 in New York, a lively and provocative session attended by more than 850 planners, civic and business leaders. The turnout was all the more remarkable coming as it did the morning after the massive power failure that crippled the Northeast, a day when a *New York Times* survey showed only half of the employees of surveyed firms at work.

The issues discussed at the Conference, though less dramatic than the huge blackout, were no less important to the future of the 22-county Region. They included discussions of transportation policy for the Region, the creation of major new centers for the suburbs, the problems of locating high-rise apartments, the role of planning, and the meaning of beauty in the cities, among others.

These were some of the questions: Should bridge tolls be raised to keep down the number of motorists in central Manhattan? Should subway fares be increased to improve its service? Do people really want strong city centers or are they just as happy living in sprawling suburbs? Can the cities commission good architecture, or must the contracts remain a matter of political patronage? Is metropolitan government really necessary? And must the apartment dweller forever remain the leper of the suburbs?

Following are some of the highlights of the papers delivered and discussions held during the course of the proceedings. It should be noted that the statements made by staff members were designed to elicit discussion and response. They represent the views of the individuals and not necessarily the policy of Regional Plan Association.

TRANSPORTATION

A policy to limit the roads to the Rolls Royce set? Better transit but no more expressways to Manhattan?

The panel session on transportation provided strong support and added documentation for a policy of giving high priority to transit improvements into Manhattan, for limiting expansion of the radial highway network and for concentrating future highway development on suburban circumferentials where transit service is not as economically feasible.

Boris Pushkarev, chief planner of Regional Plan Association, argued the case for improving transit and for concentrating transportation improvements in the downtown area rather than at the periphery. Using several hypothetical examples, he demonstrated that transportation improvements in the core provide a higher "payoff" than those at the periphery because of the volumes of people involved and the magnitude of cumulative delays that can be overcome. The time savings translated into dollar savings even made a costly underground expressway across Manhattan more economical than an equivalent length of expressway through fairly open country in the suburbs.

As for giving transit a higher priority in the New York Region, Pushkarev estimated that plans to expand the Henry Hudson Parkway, add a third tube to the Midtown Tunnel, and build two new radial expressways through Maspeth and Long Island City—at a total cost of around $350 million—would make room for only 8,000 more people to enter during the rush hour, or 1 percent of the total inflow at that time.

He added that the streets of Manhattan, with a

capacity of 500 vehicles a lane per hour, are already within 10 to 15 percent of their theoretical available capacity under perfect conditions, leaving little room for more cars under normal Manhattan conditions.

The argument usually made in favor of high-cost highway facilities is that they are used around the clock while transit is not. But Pushkarev commented that the capacity of existing highways to the Manhattan central business district (CBD) is generally adequate to meet off-peak needs. Providing more highway capacity would thus merely "eat into the peak," which can be more efficiently served by rail.

Citing the fact that a transit line can carry far more

Joseph McC. Leiper, J. Douglas Carroll, Jr., Boris Pushkarev, Arthur T. Row, Jr., Dick Netzer, Theodore Karagheuzoff, William S. Vickrey, John A. Swanson

people at less cost during rush hours than a highway lane, Pushkarev also observed that "if faster, more comfortable railroad and rail transit service could divert 20 percent of the motorists now entering the CBD during the peak hour, travel would be improved for all those entering the CBD—by rail as well as by bus, taxi and car. Perhaps equally important, the diversion would ease congestion within the CBD as well."

However, during the discussion, Theodore Karagheuzoff, deputy commissioner and chief engineer of New York City's Traffic Department, while supporting mass transit for the journey to work, took exception to the diversion argument. If traffic increases 3 percent a year, the goal of reducing traffic by 15 percent would merely get things back to the way they were in 1960, he said.

But the idea that drew the most "exceptions" and excited the liveliest discussion was contained in the paper delivered by Dick Netzer, professor of public finance at New York University and economic consultant to Regional Plan Association.

In it, he offered the following possibilities to equate prices with total transportation costs and to ease the problem of traffic and rush-hour subway congestion: (1) impose tolls on all water crossings into Manhattan, (2) require higher tolls during peak hours and lower tolls when there is ample street capacity, (3) impose a high gross receipts tax on parking facilities in the CBD, and (4) increase subway fares during peak hours and from long distances, providing better and faster service on new lines from the edges of the City in Queens and the Bronx at much higher fares.

"The idea is not to ban cars but to limit their use to those who prize it highly and in fact to facilitate auto use for such people," he said. "And even a 5-10 percent reduction in peak-hour use can have an appreciable effect."

To which Commissioner Karagheuzoff replied: "Are we to have only Rolls Royce users on the downtown streets?"

J. Douglas Carroll, executive director of the Tri-State Transportation Commission, also expressed disagreement, commenting: "You ration one way or another. Now you ration by those who can stand the congestion. Pricing merely rations by those who can afford it. If you raise the price you are letting the man with the Rolls Royce use the streets and forcing the poorer man to choose a method of travel he doesn't want."

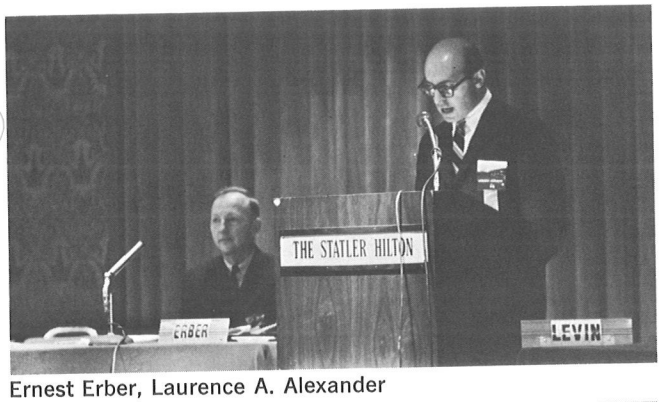
Disputing that higher tolls would reduce congestion at all, John Swanson, regional engineer for the United States Bureau of Public Roads, said the motorist knows that personal transportation is more expensive than public transportation, but he chooses to pay anyway. "People want to drive a car and are willing to pay for it," he said.

CENTERS OR SCATTER FOR URBAN ACTIVITIES?

. . . But suppose not everyone wants an urban experience? Suppose they like living in a scattered environment?

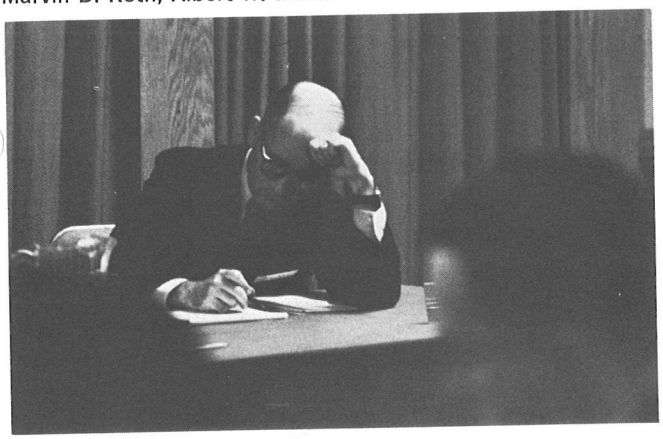
What is the most important single element in shaping the Region's development pattern? Transportation shapes development and development shapes transportation so they are equally important. "The key place to break into the circle" is in the location of "basic" jobs in industry and offices, according to Stanley Tankel, Regional Plan Association's planning director.

The location of other regional activities such as retailing, culture, universities, sports and other enter-



Ernest Erber, Laurence A. Alexander

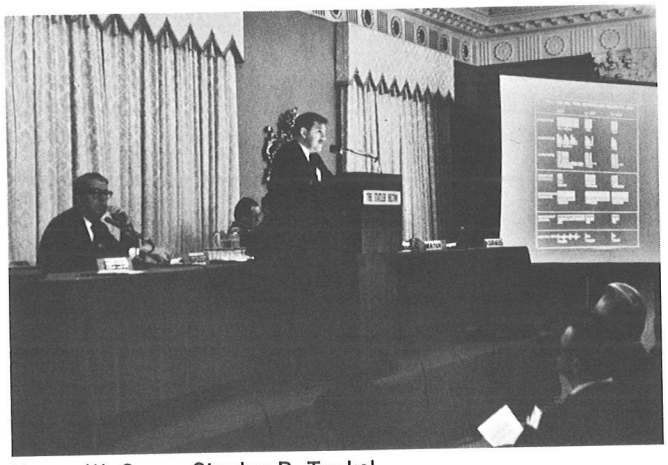
Marvin D. Roth, Albert W. Merck


Richard P. Dober

tainment also has a pronounced impact on the Region's form and the way of life of its residents, according to Mr. Tankel. He argued that grouping these activities in large centers along with office jobs and the high-density housing suburban areas will need would be advantageous.

Laurence Alexander, a writer and consultant on urban centers, old and new, recommended in another session that older downtowns seeking revitalization first understand the needs of their own cities and surrounding area and supplement services of other centers rather than trying to duplicate them. New centers should not be seen as competitors of older downtowns but as essential additions as the metropolitan area expands.

Location of hospitals also must be considered carefully, Marvin D. Roth noted in another panel. He is


Mason W. Gross, Stanley B. Tankel

research consultant of the Hospital Review and Planning Council of Southern New York. Increasingly, hospitals are complete medical centers for a community, he said. A 400-bed hospital may well require more than 300,000 square feet of floor area, employ more than 800 workers and 100 physicians, generate several thousand daily visitors, and use up ten acres of land for parking—in other words, it is a large space user in addition to having many varied ties to the community.

Even more than hospitals, higher education could become a strong factor in shaping the Region's future growth. This can be seen from the projection cited by university planner Richard P. Dober: 2.3 million college-age people in the New York area by 1985. This points to a probable demand for higher education facilities for about 950,000 students in the Region, some 600,000 more than there are today.

The impact of higher education on the location of other activities suggested to Yale planning department chairman Arthur T. Row, Jr. that about a dozen large universities might form the nucleus of large regional commercial and cultural centers. The campuses would accommodate approximately 25,000 students each, the centers would serve about 500,000 with major shopping, culture, entertainment, office jobs and high-density housing. He made this proposal to the Tri-State Transportation Commission after a "reconnaissance study" of the Region the Commission invited from him.

Mr. Tankel's position is similar: "Our tentative hypothesis is that a few large, diverse centers of activity, linked by a combined highway-rail transportation network, will give more people more choice of things to do by more modes of transportation than the alternative of scattered regional activities or of a large number of small centers in 'self-contained' communities."

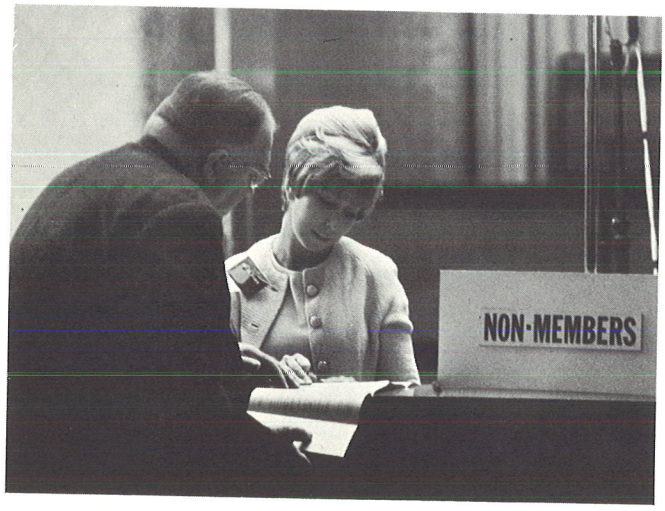
On the latter point, Tankel cited the restrictions on

choice implicit in both the company town and British "new towns" approach. By contrast, he said, "we start by accepting the metropolis. We seek to enrich, not reject, the urban experience."

But does everyone want the "urban experience"? What if perhaps half the people in the Region want to live amid scattered and spread out facilities? These were the questions raised by Lee Koppelman, director of the Nassau-Suffolk Regional Planning Board. He added, however, that developing Mitchel Field (in central Nassau County) as a new center and concentrating growth on a linear pattern, buttressed by a transportation spine, has merit. At the same time, a suburban quality must be maintained, he said.

Albert Mayer, a noted architect and a director of Regional Plan Association, criticized the new centers proposal differently. The creation of ten to fifteen new large centers in the Region would further sterilize the remainder of the Region, he felt. Instead, why not have fifty to one hundred smaller centers to help revitalize and improve the living quality of more suburbs? Mayer added that these centers could be located in close proximity to other major centers to insure the necessary freedom of job choice.

One facility a panel was unable to locate in the future region was the house of worship. The factors that should be considered are under study by several groups, but Rev. Orion Hopper, director of planning for the United Presbyterian Council of the New York Metropolitan Area, admitted that the churches are just beginning to recognize the Region as the primary context for their activities and are beginning to focus on the spiritual and social needs of the Region as well as the church's institutional needs in relation to metropolitan growth.



APARTMENTS FOR THE SUBURBS

High-rise apartments: the hottest issue in the suburbs, for people still regard apartment living with strong hostility.

More and more people are becoming apartment dwellers, and for long rather than short transitional or "stop-gap" periods. Yet "the plain fact is that the general public regards apartment living as unnatural, undesirable, and un-American." So says Westchester County's planning commissioner S. J. Schulman, who warned in an incisive and penetrating paper that the clash of overwhelming market need with antagonistic suburban attitudes is likely to make apartments the "hottest" issue in the suburbs over the next twenty-five years.

"The classical suburban attitude toward apartment dwellers is one of hostility and suspicion," Schulman said. "Apartment dwellers tend to be considered as second-class citizens: they are transient, have no civic pride, waste water, are Democrats instead of Republicans, are over-fertile, don't care about local tax rates, and may even be non-white."

Such negative attitudes often are reinforced by the poor quality of apartment house construction and design—caused by the fact that prospective tenants have no way to apply pressure for improved quality, the builders are motivated by both competition and major financing and tax considerations, and the general public is more concerned with avoiding apartment construction than improving its quality.

Given the "frequent incompetence" of local government in the use of zoning and other controls over apartment development, combined with indifference toward the quality of the end-product, Schulman warned that "we are heading toward a whole series of

Rev. Orion C. Hopper, Jr., Rev. Donald F. Koelling, Monsignor Harry J. Byrne

Arthur H. Kunz, William H. Clark, H. Ralph Taylor, S. J. Schulman

horrendous failures in suburban planning . . . [and] we will have as a result the most extraordinary array of developmental monstrosities that could be conceived by the fertile mind of man."

Listing a series of recommendations for coping with the apartment issue, Schulman urged that: (1) the public be educated to the inevitability of apartments in many parts of the Region, (2) a massive research effort be launched to gain a greater understanding of the market and the characteristics of apartment living, (3) density controls be developed for guidance on apartment rezoning applications (e.g., 15 garden apartment units/acre), (4) rezoning be used to get private capital to renew rundown areas by allowing apartments and so raising land values, (5) apartment areas be related to transit stops, (6) cooperative and condominium financing be encouraged to impart a home ownership "patina" to apartment living, (7) six-story semi-fire-proofed apartments be outlawed as inherently ugly, (8) a crash program to revise building codes be undertaken to assure livable dwellings in terms of construction, quality and noise control, and (9) an exploration be made on transferring some of the increased land value that accrues when land is rezoned for apartments from the owner to the public.

Responding to Schulman's paper, William Clark, mayor of Livingston, New Jersey, said he didn't quarrel with the fact that the Region will need apartment units or with the proposition that they should have a place in suburban areas. But he argued that there is no basis for apartments in communities that have nearly reached their desired population densities and which lack any major rail or limited access highway facilities. "Sound regional planning," he said, "would not include apartments in Livingston."

BEAUTY IN THE CITIES

Do middle-class efforts to create urban beauty cause more problems than are solved?

At one of the day's panel sessions, a definition of the different levels of planning that go on in the metropolitan area was likened to a ladder, with regional planners sitting at the top, seeing more land but in less detail. Going down the ladder, each succeeding planning level sees less land but in greater detail.

But down the hall at the panel on urban beauty, James Marston Fitch, professor of architecture at Columbia University, suggested that the planners, once their plan is completed, get off the ladder altogether and get down to the small human scale of design.

When planners and architects look down at small-scale models, they are at too great a height to appreciate the difference between separating a mother from her child playing in a sandbox by a horizontal distance of thirty feet compared to ten floors of vertical distance.

(It is worth noting that Regional Plan Association has addressed itself to almost precisely this point. In addition to preparing a broad general plan for the Region, the Association will be proposing specific and more human-scaled designs as possible guides in many different locations for such things as housing, open space, subdivisions, schools and shopping areas.)

In addition to stressing the importance of the human scale, Fitch also urged a broader definition of beauty than just visual appeal.

"To be truly satisfactory, the building or the city must meet *all* the body's requirements, for it is not just the eye but upon the whole man that their impact falls. Over-all amenity, not mere visual beauty, is thus the measure of successful architecture and urbanism," he said.

Edward A. Jesser, Jr., James Marston Fitch

At the same time, Fitch warned that the tendency of planners and architects to "reorganize the urban scene along middle-class lines of 'beauty,' 'tidyness,' 'order,' etc. often creates tensions as serious as those it seeks to alleviate. Slum clearance and public housing first; and now urban redevelopment afford ample evidence of this danger. If the populations of 'depressed' and 'sub-standard' neighborhoods are going to be salvaged instead of simply bull-dozed, designers are going to have to display more imagination than they have as yet."

In a related paper, Mrs. Mary Nichols, assistant editor of the *Village Voice,* called for the abolition of the City's Art Commission and the creation "out of its ashes" of a new Civic Design Commission capable of meeting today's needs. The present Art Commission, she said, was an "impotent" and "antique relic of the 1890's" which "has been unable, for example, to force decent design standards on the simplest elements of our city-scape—such as the mess of street furniture we find at almost every corner."

She also called for public pressure to insist on architectural competitions to counteract what she said was a system of political patronage on city architectural contracts. "It is not widely known that out of 400 architects qualified for city work, only about 7 or 8 percent get most of the work," she said.

James Lash, executive vice president of ACTION Council for Better Cities (since the conference, ACTION has been absorbed in Urban America, Inc.) addressed himself to the citizen effort needed to get more attractive cities. An effective citizen planning organization, he said, must be: (1) initiated by the principal business and civic leaders of the community, (2) clearly aimed at community improvement, (3) adequately financed, (4) professionally staffed. Though influential in achieving progress, the successful citizen planning group lets city hall take most of the credit.

PLANNING AND POWER

And what happens if the regional planning bodies become the sluice gate of federal gold flow?

Contrary to the belief that there are too many plans and too much unrelated and conflicting planning going on in the New York Region, pluralism in planning is actually working reasonably well and with relatively little conflict in the view of William Shore, information director for Regional Plan Association.

In a major position paper on the role of planning in the metropolitan policy-making arena, Shore argued that the many differing levels of planning, from federal to neighborhood, actually serve distinctly different functions. State planning, for example, should coordinate actions by the various state agencies with the interests of the myriad local governments concerned. Regional planning suggests basic locations and organization of regional activities as well as the transportation to reach them. Counties should fill in the regional details and mediate between regional and local interests and between conflicting local governments.

A more difficult question arises over the issue of responsibility. Shore put it this way: "If regional planning influences development, shouldn't it be responsible to some level of government? If an agency plans for the Region, should its plans be ratified by the Region?"

At least a partial answer derives from the fact that seldom does anything get done without the approval of some politically responsible government body or other.

But the question is becoming increasingly important as more and more federal aid programs require an area-wide planning process.

"If regional planning organizations become the sluice gate of federal gold flow, we will have to think about the legitimacy of their authority," Shore said.

A seemingly logical answer to the problem would be regional government.

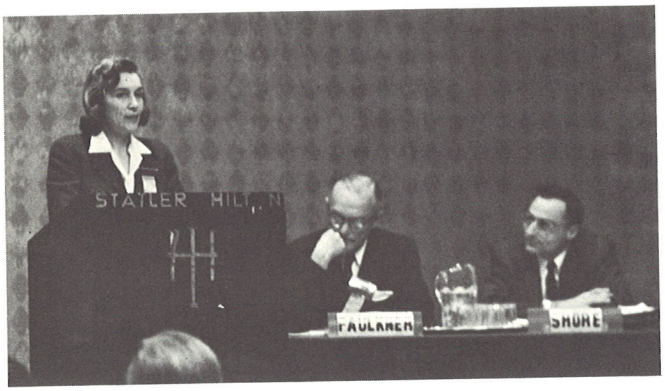
But, according to Shore, the proposal is faced with the stumbling blocks of practical politics, the difficulty of defining appropriate geographical boundaries, the confusion of an additional layer of public officials, and the voters' supreme indifference to administrative theories which may seem valid in the abstract but are not a response to a clearly "felt need."

Sharing the same view, another speaker, Robert Young, regional planning agency coordinator for the Connecticut State Development Commission, dismissed the metropolitan government idea as "a panacea—that is, a solution in search of problems."

While acknowledging that the plans and actions of one level of government often conflict with the interests of others—as in local zoning practices that are detrimental to the Region as a whole or a state highway plan that is detrimental to a local community—Shore argued that the conflicts must be approached issue by issue.

"First must come the plans; only then can the obstacles to achieving the plans be identified," he said.

James E. Lash, Carl H. Pforzheimer, Jr.



Mrs. Melvin Gottlieb, Bayard H. Faulkner, William B. Shore

John W. Larsen, Robert C. Young

"Finally, the steps necessary to overcome the obstacles can be fashioned, and the public can decide whether the steps are worth the goals."

This presentation promptly drew the observation from Thomas A. Morehouse, metropolitan program officer of the Housing and Home Finance Agency, that it sounded as though Shore had succeeded in making a virtue of necessity. Morehouse also urged a search for the appropriate scale of relevance in dealing with the problems of the Region, noting that the most important problems may be on less than a regional scale.

DEVELOPING ON A LARGE-ENOUGH SCALE

Neither business nor government has large-enough organizations working on urban development.

The day's major speaker, James W. Rouse, president of Community Research and Development, Inc., developer of Columbia, a new city in Maryland, laid the cause of unsatisfying urban growth to a lack of responsibility of any organization for a large enough area of the future metropolis.

> The building of the city is *nobody's* business—neither government nor industry. We have assigned a vague responsibility to local government to provide for orderly growth but have given it neither the power nor the process with which it can fulfill that responsibility. The most advanced planning and zoning concepts in America today are inadequate to preserve our forests and stream valleys and maintain open spaces. They cannot produce well formed communities with a rich variety of institutions and activities and a wide range of choice in housing density, type, price and rent. As a matter of fact, zoning has become almost a guarantee of sprawl rather than protection against it.
>
> Frightened communities, with no alternative process available, leap to the illusion that low density zoning will preserve a way of life and protect against rising taxes. The one- to three-acre zoning that results simply extends a thin coat of suburban sprawl over an ever widening area.
>
> Nor have we developed a capacity in American business for producing well planned large scale urban development. Although the business of city building is the largest single industry in America, there is no large corporation engaged in it. City building has no General Motors or General Electric—no IBM, no Xerox; no big capital resources to invest in the purchase of large land areas; no big research and development program unfolding new techniques to produce a better en-

vironment. There are no large corporations engaged in the end-product production of the American city.

City building—the development of houses and apartments, stores and offices—is the business of thousands of very small corporations, no one of which has within its own resources the financial capacity to invest millions of dollars in land holdings to be planned and developed over, say, ten-fifteen years.

Thus, except for the occasional accident of a large land holding remaining in single ownership on the threshold of urban growth, there is no vehicle, public or private, by which planning and development occur on a scale sufficiently large to provide sensitively for nature or for man.

We face the addition of 70 million people to our cities over the next twenty years. Yet, not one single metropolitan area in the United States has plans to match the growth it knows it must face; and, if it had the plans, it would lack the powers and processes to execute them. . . .

Urban growth should be our opportunity, not our enemy. It should be embraced with hope not with fear. It invites us to correct the past; to build new places that are infused with nature and stimulating to man's creative sense of beauty, places that are in scale with people and so formed as to encourage and give strength to real community which will enrich life; build character and personality; promote concern, friendship, brotherhood. . . .

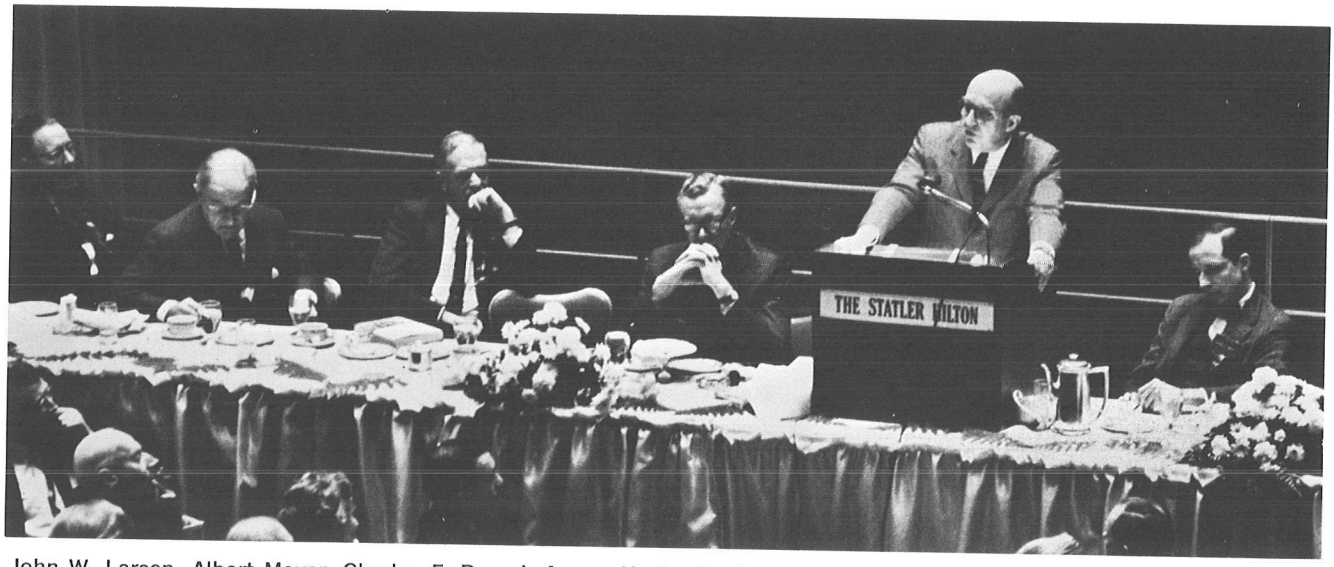
We can plan, design, and build fine communities throughout the country if we organize to do it. It requires no spectacular innovation but careful, thoughtful, determined craftsmanship in putting to work the knowledge and experience that is all around us. . . .

Prodded by this conviction, we set out a few years ago to build a new city. With indispensable financial support from Connecticut General Life Insurance Company, which joined us in the venture, we assembled, at a cost of $23 million, 15,600 acres of land midway between Baltimore and Washington—somewhat larger than Manhattan Island. Here we have planned the City of Columbia, which begins development this fall and is scheduled by 1980 to have a population of 125,000 people. . . .

Large-scale planning and development permitted us to save all three of the major stream valleys in our area, to preserve 3,000 acres of forests, to provide five lakes of more than 800 acres and over fifty miles of bridle paths.

This has not been noble sacrifice but frugal planning. By retaining the forests and stream valleys and concentrating development where it most reasonably should occur, we have held down the cost of land preparation and shortened our utility runs. We have achieved the same over-all density that would have been produced with half-acre lots, but we have concentrated it on 40 percent of the land area and committed the balance of the land to industry, business, and open space. . . .

People need not be enslaved by the automobile—they can have the choice of walking, riding a bicycle, taking a bus or driving a car. By planning on a large scale, we have been able to separate the means of transportation and provide for each. Paths for people and bicycles are separated from the road system. With underpasses at



John W. Larsen, Albert Mayer, Charles F. Bound, Amory H. Bradford, James W. Rouse, Albert W. Merck

major traffic-ways they permit kids on bikes, mothers with baby carriages, and others who simply choose to walk to move about freely to schools, to village centers, forests, streams, and playgrounds without fighting automobile traffic.

The saving in school bussing alone is estimated at over $1 million per year at full development.

By providing a bus system on its own right-of-way, separated from automobile and pedestrian traffic, small buses will penetrate the high-density housing areas, connect the village centers, the employment centers, and downtown. This system will provide bus service at five minute intervals from 7:00 in the morning until 11:00 at night, at 10¢ a ride for adults and 5¢ a ride for kids, and be fully economic.

The total paved area required to produce this road and path system is no greater than in conventional subdivision development. Large-scale planning has permitted the choices and decisions that have made the system possible. . . .

Urban growth is economic. It can pay its way out of reasonable taxes. By providing a balanced community with employment centers, offices, stores, and other commercial uses, we have achieved not just greater convenience and richer community texture, but also superior financial balance. Columbia's financial projections indicate that by 1980, 40 percent of the assessable base will be in non-residential uses.

If Columbia could be produced tomorrow, its tax revenues, at current rates and assessments, would exceed the cost of governmental services, at current cost per capita, and would actually result in a reduction rather than an increase in current county taxes.

America's task is simply to provide *now* for what we can calculate will be required to accommodate our future growth; to provide nationally *now* for what we know is going to occur; to arrange the pieces in a constructive way with a decent respect for man and nature instead of improvising frantically and impulsively with each new thrust of growth as if it were a gigantic surprise beyond our capacity to predict or to manage.

* * * *

And so it went. All in all, the papers and the audience reactions were extraordinarily provocative and thoughtful. They will unquestionably help sharpen and improve the contents of the upcoming Second Regional Plan for the New York, New Jersey and Connecticut metropolitan area.

STATUS REPORT

New Jersey transportation bond issue urged

Comprehensive transportation planning for New Jersey and a large state general obligation bond issue for both commuter rail and highway improvements were recommended in December by the New Jersey Committee of Regional Plan Association.

The New Jersey Highway Department should be reconstituted as a Department of Transportation, the statement said. A public transportation division within the Department would be concerned with bus as well as rail service.

Keeping public transportation and highway responsibility in the same agency, rather than setting up a separate rail agency as some have advocated, not only would help to coordinate the state's transportation policies but also would make it easier to coordinate New Jersey's transportation with the rest of the metropolitan complex through the Tri-State Transportation Commission, the Committee felt.

Commuter rail service is recognized by state officials to be their best transportation buy for the more than 50,000 daily rush-hour riders of New Jersey railroads in the Region. It should be completely modernized, at a cost of about $300 million over the next decade, the New Jersey Committee said. The investment will more than repay the cost, according to a Regional Plan staff report accompanying the policy statement.

With most New Jersey commuter cars at least thirty years old, rail modernization can start from scratch, the staff report observed.

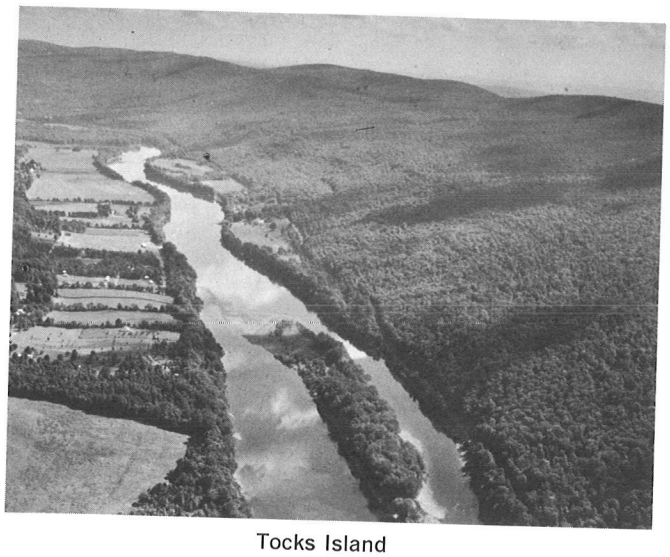
Among improvements that should be considered, the report said, are complete electrification with a standardized power system, automatic doors and ticket-taking, floor level platforms, elimination of grade crossings, straightening of curves, better roadbeds and modern signalling.

New Jersey also needs new highways for which state funds are lacking, the Association's New Jersey Committee noted. Lack of State funds is holding up planned highways for every part of the State and every type of artery, ranging from expressways to State-assisted local roads.

Action Committee racing for Region's open space

Growing out of the 1960 Regional Plan Association Park, Recreation and Open Space Project, the Open Space Action Committee has been organized and has published *Stewardship*. The book explains the importance of open land in the New York Metropolitan Region and the Committee's program for protecting it.

It is now beginning the action part of the program. Five field representatives will be employed to meet with owners of undeveloped land and with municipal of-



NATIONAL PARK SERVICE

Tocks Island

ficials to explain arrangements, benefitting both the landowner and the public, under which land can be kept in its natural state.

Mature men are being considered, preferably in the 30-50 year old range with experience in public affairs, law, planning or communication and able to pick up some knowledge in the other fields.

"The salary isn't much right now—it might get into five figures, though just barely. But those in search of a challenging career improving the quality of urban environment—a field that is expanding fast—might start with us," the Committee's executive director Charles E. Little said.

Application should be made to Mr. Little, Open Space Action Committee, 145 East 52nd Street, New York; phone: 421-0732.

Stewardship received an editorial "rave" notice in *The New York Times* December 18 as "a timely challenge to those who love the land they own and wish to perpetuate its natural beauty."

Stanley B. Tankel, Regional Plan Association's planning director, is a member of the Committee's executive board. Richard H. Pough, president of the Natural Area Council, Inc., is chairman of the Committee.

Counties join voluntary interstate planning group

Anticipating great physical changes and a large influx of visitors, top elected officials of the six counties surrounding the newly-created Delaware Water Gap National Recreation Area have formed the Tocks Island Regional Advisory Council.

The Council's legal authority is based on New York and New Jersey enabling legislation passed with the support of Regional Plan Association to allow the New York area Metropolitan Regional Council to become an official body.

Already faced with rapid growth of tourist facilities, home building and land speculation as a result of the purchase of this largest national recreation area in the East, the officials are concerned that unplanned growth and inadequate zoning could erase the natural attributes that resulted in the selection of the Delaware Water Gap for recreation. The park contains 72,000 acres (over 100 square miles) and is within 100 miles of 30 million people.

The establishing agreement states the Council's purpose: to "promote on a cooperative but voluntary basis, comprehensive study, planning and solution of the various local and regional health, safety and general welfare problems created by the Tocks Island project."

It will develop a master plan for the area and serve as liaison between federal agencies and localities. However, the municipalities will retain zoning authority.

The counties are Monroe, Northhampton and Pike in Pennsylvania, Orange in New York and Sussex and Warren in New Jersey.

"Man in Metropolis" exhibit

An exhibit of original photographs from Louis B. Schlivek's *Man in Metropolis,* published in December by Doubleday, will be held by the New School for Social Research March 1 to 13.

The public is invited; admission is free. The exhibit will be in room 410, the Associates Room, at the New School, 66 West 12th Street. More than 100 of the book's 350 photographs will be on display, showing the major themes of the book.

Man in Metropolis is a look at the development of the New York Metropolitan Region from the viewpoint of fifteen real people. It shows how the pattern of regional development affects their lives and how their decisions affect the Region's development pattern. The book points to possible solutions to the Region's problems through public understanding of how the metropolis works.

Man in Metropolis is free to Regional Plan Association members on request.

BOOKSHELF

Stewardship: The Land, The Landowner, The Metropolis. Open Space Action Committee, 145 East 52nd Street, New York, N. Y. 1965. 82 pp. Cloth $6.00, paper $3.00

New tax laws and new forms of residential development are making it easier to preserve large tracts of privately owned land in their natural state. This excellent report makes specific suggestions to landowners in the New York Region on how to practice "stewardship" of their invaluable resource with benefit to themselves and to future generations.

The Making of Urban America: A History of City Planning in the United States by John W. Reps. Princeton University Press, 1965. 574 pp. $25.00

The best description yet of land planning in the United States from the beginnings of settlement to the era of Beaux Arts monumentality around the turn of the century. More than 300 reproductions, many never before published, illustrate a text which traces the origins and fates of plans for cities, towns, and utopias in all parts of the country. The author shows conclusively that American city planning thought has been characterized by experimentation with a wide variety of forms despite the ubiquitous execution of gridiron patterns. [David A. Johnson]

Campus Planning by Richard P. Dober. Reinhold Publishing Corporation, 1963. 314 pp. $25.00

A thorough, sensitive and well-illustrated treatment of historical developments and current trends in campus planning, programming and design. Special attention is given to the important relationship between campuses and surrounding communities. [David A. Johnson]

Traffic Engineering Handbook. Third Edition. Institute of Traffic Engineers, 1725 DeSales Street, N. W., Washington, D. C. 20036. 1965. 770 pp. $10.00

This book is of particular value to students and nonprofessionals who come in contact with traffic engineering. The long-awaited third edition has been greatly expanded (from 514 pages in 1950) and completely rewritten, with numerous new or updated tables and charts and new chapters on traffic characteristics, long-range urban planning, and administration. Highway capacity is dealt with only briefly, in anticipation of the new edition of the *Highway Capacity Manual.*

Air Conservation. The Report of the Air Conservation Commission of the American Association for the Advancement of Science, 1515 Massachusetts Avenue, N. W., Washington, D. C. 1965. 335 pp. $8.00

An authoritative book directed to the public as well as the scientist, summarizing the current state of knowledge about air pollution and discussing public policies for coping with it. The Commission considers air a natural resource to be conserved by planning on a global scale.

Sarah Smith Hasbrouck

Regional Plan Association

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

A citizens organization dedicated to the development of an efficient, attractive and varied three state metropolitan region surrounding the Port of New York.

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editor: William B. Shore
photos: Louis B. Schlivek
D. H. Acheson
design: D. H. Acheson
printing: DeTroy-Bergen, Inc.

Regional Plan Association
230 West 41st Street
New York, N.Y. 10036

REGIONAL PLAN NEWS

Report on the development of the New York Metropolitan Region

NO. 81 FEBRUARY 1966