

New Jersey: Issues and Action

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I. NEW JERSEY'S DEVELOPMENT

Reapportionment, enactment of a broad-based tax, and creation of state departments of transportation and community affairs all point to New Jersey's determination to equip itself with the tools needed to cope with its problems as the nation's most urban state. Yet there is a tradition of weak state government, a sense of separation from the rest of the metropolitan region and a large backlog of unfulfilled needs to be overcome.

This REGIONAL PLAN NEWS sets out some of the issues concerning New Jersey development that face the State. Papers discussed by civic, business, educational and labor leaders of the State at the third New Jersey Regional Conference in Newark, April 13, 1966, and the work of the five-year-old New Jersey Committee of Regional Plan Association serve to bring these issues into focus.



Urbanization is spreading, but public services lag in New Jersey. For example, Interstate Highway 80 stopped at the edge of Paterson (above) almost two years ago. Reports indicate it will be at least two more years before this piece is linked to other completed sections to the west.

Summary of the issues

In moving to meet urban problems, New Jersey faces a number of immediate decisions.

TRANSPORTATION. Far behind most states in completing its portion of the interstate highway system; lagging, too, behind the growth of population, cars and car-miles driven in building other highways, the New Jersey Highway Department estimates that it would take \$340 million to bring highways up to current needs without providing for future demand.

The Governor has proposed a program to retain and modernize commuter railroads, to cost the State \$100 million over a decade if the Federal government provides \$200 million. This amount is not now available under present Federal appropriations, however.

OPEN SPACE. New Jersey residents approved a \$60 million bond issue for "Green Acres" in 1961. Acquisition has lagged, however, while land prices rose rapidly, cutting the acreage the \$60 million will buy. A proposal is before the Legislature to eliminate some resistance to park purchases by paying localities for lost taxes when the State takes land.

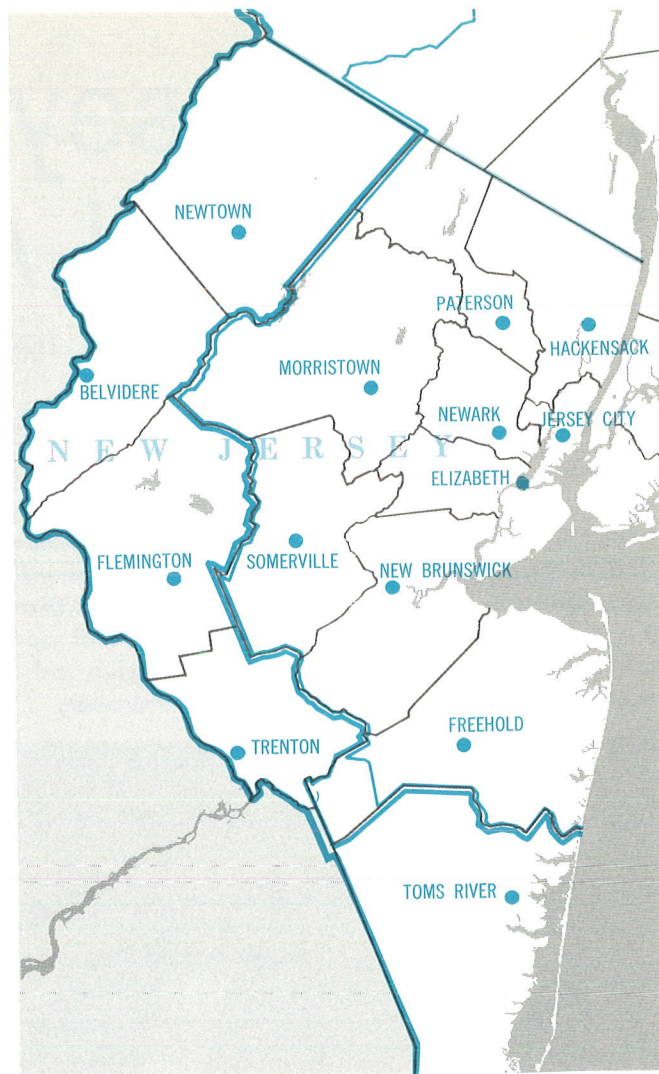
OVER-ALL DEVELOPMENT PATTERN. Maintenance of open space and easing of traffic jams are both made more difficult by the spread and scatter of houses, factories, stores, etc. Largely due to municipal efforts to maximize tax revenues and minimize service requirements, residential land has increasingly been restricted to very large lots for one-family houses or else apartments too small for families with school-age children. Seldom are the large lots or the apartments related to topography, transportation or housing demand in the area.

Equally important, recent locations of jobs inhibit use of public transportation. Other facilities, too, tend to be arranged so that they require the use of automobiles for all trips.

Altogether, there is a vast sweep of urbanization but few advantages that men seek in cities.

Bringing urban facilities together into new types of downtowns may be important economically, because the most important segment of the new jobs New Jersey can expect over the rest of the century will be office jobs which tend to be attracted to downtowns. Also, as New Jersey people increase their wealth, leisure and education, they probably will want more city pleasures, which a planned grouping of many activities enhances. So, the location of jobs, department stores, specialty shops, higher education, cultural activities, hospitals and government agencies should be considered along with related transportation and residences.

While only a modest increase in manufacturing production jobs is expected, there will be a number of new plants built. With comprehensive development, a large segment of these could be located in the Hackensack



Northern New Jersey sector of the Tri-State New York Metropolitan Region as defined since 1922 (with minor modifications)—outlined in blue—and of the larger Study Area for the Second Regional Plan now being completed by Regional Plan Association—all the counties shown in white.

Meadows. Jobs there can be served by public transportation, relieving highway pressure and giving workers a choice of transportation mode. They also would be convenient for less-skilled workers, now living mainly in the close-in older cities.

OLDER CITIES. Nearly fifty square miles of Northern New Jersey's residential areas require some kind of renewal or conservation. As the families with rising incomes leave, these older areas increasingly are abandoned to the very poor. Proposals are being developed by Regional Plan Association to greatly improve the public services and amenities of older cities and provide new housing that families will want and lower- and middle-income families can afford.

WATER. The recent drought has spotlighted the undependable and inefficient methods of providing water for Northern New Jersey. State initiative to rationalize the water supply system is being considered.

GUIDELINES FOR NEW JERSEY

As Developed by RPA's New Jersey Committee

General

To favor clustering development and channelizing movement.

To oppose urban sprawl and dispersal of travel routes.

To raise the standards of appearance, convenience and amenity in private and public development.

Old cities

To favor restoration of a balanced population representative of all income groups through provision of a varied supply of sound housing and public services of a quality and adequacy necessary to achieve social, economic and political stability. To emphasize, especially, the need for a state-supported, middle-income housing program.

Employment

To favor the concentration of employment at locations accessible to the largest numbers with minimum expenditure of time and money for travel. To emphasize, especially, the potential advantages of the Hackensack Meadowlands for additional manufacturing and warehousing and of new or renewed urban centers for office employment.

Transportation

To favor the coordination of all forms of transportation through the New Jersey Department of Transportation and adequate capital funds for transportation improvements. To emphasize, especially, the need to invest \$300 million in rail service modernization and \$340 million in bringing highways up to current needs.

Open space

To favor action at all levels of government in accordance with a state master plan to conserve open space for recreation and to improve the quality of the natural environment. To emphasize, especially, the acquisition of public recreation space convenient to large population centers.

Implementation

To favor measures to strengthen leadership at the state level, the key to solving the complex difficulties which confront government at all levels as urbanization spreads over local boundaries.

APPEARANCE AND AMENITY. The speed and haphazardness of Northern New Jersey's growth has depleted much of its natural beauty, with little compensating attractiveness in urban design. Potential amenities, such as the area's rivers, have not been exploited for public enjoyment. A proposal to plan for housing and recreation on the Hudson waterfront is being considered, and there is growing public outcry against desecration of other places with historic and natural interest.

Regional Plan's New Jersey Committee program

FIVE-YEAR ACHIEVEMENT. In addition to publicizing approaching problems so they are placed on the public agenda for debate and ultimate action, the New Jersey Committee of Regional Plan Association has contributed to:

- the success of the \$60 million Green Acres bond issue referendum,
- a policy of priority in Green Acres investment to parks where most of the people are, such as Great Piece Meadows and the Jersey City waterfront,
- the Governor's rail modernization program,
- the establishment of a State Department of Transportation which will plan and implement a comprehensive program for meeting all transportation needs,
- location of a new spur of the New Jersey Turnpike west rather than east of the Hackensack River to serve intra-state traffic, rather than adding lanes up to the Lincoln Tunnel,
- steps toward a cooperative inter-municipal plan for the best use of the Hudson Riverfront,
- a state development program for the Hackensack Meadows,

- negotiations on highway alignments aimed at satisfying both state needs and county development plans and prospects,
- the decision to locate the \$60 million campus of the New Jersey College of Medicine and Dentistry in Newark rather than in a suburban area,
- the creation of the Musto Commission, a legislative study committee organized to investigate the distribution of powers and responsibilities among State, county and local governments so that they may better respond to the problems brought about by increasing urbanization.

In addition, Regional Plan research set in motion an effort by New Brunswick leaders to build a major office-commercial-cultural-educational center there.

CURRENT PROGRAM. The New Jersey Committee is preparing recommendations to assure a more dependable and efficient water supply system, continuing to develop its proposal for a \$490 million bond issue to speed highway construction and improve the State's commuter rail network, and readying a proposal for a special commission to define New Jersey's backlog of capital needs and recommended priorities and ways and means of payment.

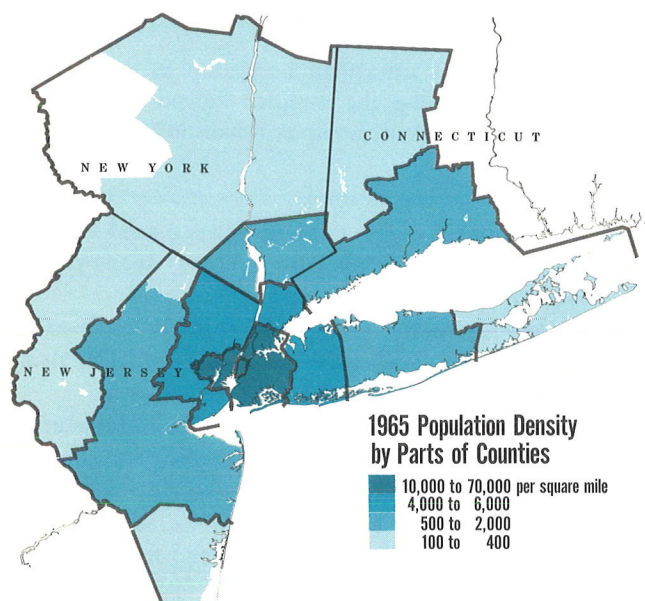
New Jersey: reluctant giant

One reason Northern New Jersey suddenly faces all of these problems is its long resistance to recognizing two salient facts: it is an urban state and two-thirds of its population is part of the New Jersey-New York-Connecticut Metropolitan Region. Until very recently, the State Legislature was dominated by rural legislators, and municipal officials refused to recognize that their constituents were almost as strongly affected by the

decisions of surrounding municipalities as by their own. New Jersey was turned against itself, dissipating by internal conflicts its potential as a metropolitan giant.

DIFFERENCES FROM AND TIES TO THE REST OF THE REGION. The ties that make Northern New Jersey an integral part of the Tri-State Metropolitan Region were not even recognized until the early part of this century. *The Regional Plan of New York and Its Environs*, prepared by Regional Plan Association's predecessor in the 1920's, enumerated the linkages between New Jersey and the rest of the Region. But the planners also realized that there were differences. "It is in effect a twin region of two intimately related subregions."

While time and regional growth have made the oneness of the Region more obvious, growth also has accentuated many of New Jersey's unique characteristics.



Northern New Jersey in the metropolitan area surrounding the Port of New York, showing the extent and pattern of urbanization as indicated by population density.

DEVELOPMENT PATTERN AND TRANSPORTATION. New Jersey's flat terrain between the Palisades and the Ramapo and Watchung Mountains, which widens out southward until it encompasses all of New Jersey's waist from the Atlantic Ocean to the Delaware River in Monmouth, Ocean, Mercer, Middlesex and Somerset Counties, has permitted wide dispersal of housing and jobs and therefore of routes to work. The result is a relatively thin distribution of travel over a multiplicity of travel paths. Elsewhere in the Region, development was relatively more channeled by ridges or, on Long Island, by the Ocean and the Sound.

One consequence of New Jersey's vast flatland was the emergence of ten rail carriers with innumerable separate divisions and branches. The area's railroad network, with the exception of the Pennsylvania, gave access primarily to lower Manhattan and required use of the ferry or Hudson Tubes to complete the trip. This and the great growth of jobs in midtown Manhattan

markedly increased bus travel over the past twenty years to the detriment of the rail network, since most buses go directly to the midtown terminal. Buses are further aided in competing against trains by new highways, which modern technology has allowed to cut through north-south ridges in straighter lines to Manhattan than the earlier rail lines. Elsewhere in the Region, rail lines and highways use the same corridors, on the whole.

JOBS AND LABOR FORCE. About 90 percent of the resident labor force in New Jersey's nine northeastern counties is employed within the State. Only 10 percent commutes to New York City. The average income of the commuters to New York is far higher than the average of the labor force as a whole, however. About 5 percent of the jobs in Northern New Jersey is filled by commuters from New York.

New Jersey specializes more than other parts of the Region in goods production and handling and is among the leading states in such basic industries as chemicals, textiles, ceramics and electrical machinery. In recent years, New Jersey also has become a national center for research and development.

The New Jersey sector of the Metropolitan Region is now growing faster than the Region as a whole. Whereas it accounted for one-fourth of the Region's population in 1960, it probably will account for about one-third by 1985.

LOCAL LOYALTIES. Probably it is New Jersey's heavy reliance on the local real estate tax which maintains the strong political commitment to the municipality and the jealous guarding of local home rule.

This strong penchant for local home rule is part of New Jersey's distinctive governmental structure and political processes.

Northern New Jersey's early settlement was only incidentally a spillover from New York City. The first permanent settlers came directly from England, New England, the Netherlands and Sweden. The separate settlements of the followers of Calvin, Luther, Fox and Knox zealously favored strong local government over central authority as a means of assuring freedom of worship and practice of local customs. The absence of a dominant ethnic or religious group encouraged the unique county system of senatorial representation in the State Legislature, which in later years assured rural domination in public affairs. Reapportionment has ended this now.

The deliberate policy of keeping state government weak was crystallized in the long, steadfast resistance to a broad-based tax, since there was no better way of keeping state government weak than by keeping it poor. Again, that barrier has been broken.

The county is an important level of party organization, and political bosses usually have been county leaders. But the governmental functions of counties



Bus passengers from New Jersey travel directly to and from New York City via the Lincoln Tunnel (above) and George Washington Bridge.

have not been imposing. They seem to be increasing, however. One important example is that all of the Region's New Jersey counties have planning boards now. Community colleges are an important addition to growing responsibilities of county government for health, education and welfare.

At the same time as state and county governments have been strengthened, New Jersey's fear of its big city neighbors in New York and Philadelphia has dimmed somewhat. New Jersey is a member of fifteen interstate compacts, including the Tri-State Transportation Commission, an official regional planning body. Its participation in these compacts, however, tends to be less a result of its own initiative or preference and more a sheer necessity posed by regional metropolitan



Rail passengers on the Erie-Lackawanna must transfer here in Hoboken to the ferry or PATH to reach New York City.

problems (air pollution, bridges, etc.) from which the State could not escape.

LAGGING PROGRAMS. The constant poverty of State government funds has resulted in New Jersey lagging behind the rest of the Region in implementing solutions to major regional problems. Thus New Jersey's commuter rail network has been decimated in recent years by abandonment and curtailment. New Jersey lags behind its neighboring states in construction of the interstate expressway system, while the backbone of its arterial highway system consists of toll roads. Meeting its serious water resource and pollution problems is still at the talking stage (as compared, for instance, to New York's billion dollar bond issue for river depollution).

II. A LOOK AT THE FUTURE: PROJECTIONS, PROBLEMS AND POSSIBLE SOLUTIONS

The New Jersey Committee has been keeping its finger on New Jersey's pulse since 1961. The Committee has used as its frame of reference the population, economic and land-use projections provided by Regional Plan's major research studies—the New York Metropolitan Region Study by Harvard University, *Spread City*, *The Race for Open Space*, *Commuter Transportation* and others.

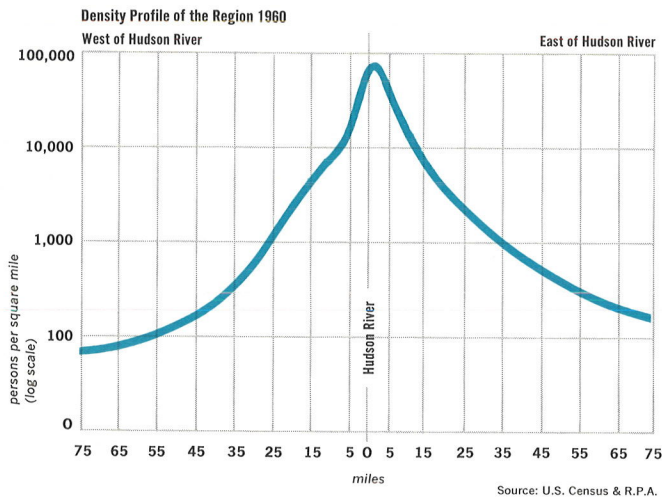
Population and job projections

Preliminary projections indicate that the population of Northern New Jersey (the thirteen counties of the Second Regional Plan Study Area—see map on page 2) will come close to 8.5 million by 1985, compared to 5.4 million in 1965. It already has a population density greater than that of England and second among the states of the nation. Since there is still a great deal of vacant land highly suited to development, it is likely to become the most densely populated state. There is also

considerable opportunity for redevelopment of areas near Manhattan at higher densities, as the chart on page 6 suggests. However, outside of the area around Newark and near New York City, the recent pattern of low-density spread of population appears to be reinforced by scattered employment. Job densities in Northern New Jersey are comparable to those found in Queens and western Nassau, but the jobs are being spread all around the sector now.

By 1985, it is anticipated that over 1 million additional jobs will be added to Northern New Jersey's present 2 million. Equally significant is the shift in job type that is expected over this period. The number of manufacturing production workers as a portion of total employment has continued to trend downward over the past fifteen years. Office and service jobs are increasing.

The outward spread of urbanization will be felt strongly in four counties—Morris, Somerset, Middlesex and Monmouth. Their combined 1960 population of



The Barrier of the Hudson. Manhattan's central business district—with 28 percent of the Metropolitan Region's jobs in 8.6 square miles below Central Park—is a giant magnet, attracting population toward it. But, as this graph shows, the magnetism is somewhat weaker in New Jersey than in New York and Connecticut. For example, density remains as high as 10,000 persons per square mile as far away as 15 miles from the Hudson east of Manhattan, but density drops below 10,000 persons per square mile only 7 miles west of the Hudson. Density remains as high as 1,000 persons per square mile 35 miles east of the Hudson but drops below 1,000 persons per square mile 25 miles west of the River.

This implies that better transit service close to Manhattan and attractive housing, particularly along the Hudson below the George Washington Bridge, probably would bring a large number of Manhattan employees to nearby New Jersey. Since the highest paid workers in the Region have jobs in Manhattan (40 percent of all the Region's jobs paying \$10,000 a year or more are between Central Park and the Battery), this is likely to bring more wealth into the State.

1,174,000 is likely to increase to about 3½ million by 1985, according to Regional Plan projections. This portion of New Jersey cannot help but undergo drastic changes as its population triples in a single generation.

The vastness of the impending changes poses both a threat and a promise. The threat consists of the compounding of all present inadequacies, disorder and planless sprawl in which residents gain little improvement in urban amenities from the growing population yet suffer a loss of natural open space and rural atmosphere from the widely spread development. The promise is that the new growth might be channeled into new and exciting patterns, great new centers of commerce and culture, attractive and stimulating communities, and a rational and efficient system of transportation and public service.

The location of jobs

INDUSTRIAL PLANTS. Manufacturing is moving from the population heart of Northern New Jersey, where it has been clustered in great industrial districts; the new factories, farther out in the Region, are relatively scattered.

This outmovement and scatter have three effects on older cities and their residents. The trip to work is lengthened for workers who cannot afford housing outside the older cities—either because they have a large number of children or unskilled jobs. Furthermore, there is no public transportation to the new factories, with few exceptions, so the workers must use costly auto travel. On the other hand, some workers can afford to move out with their jobs, and, as we noted above, there



Disorder and planless spread threaten Northern New Jersey. Route 22 in Union County.

is little to attract them to the older cities when their jobs are no longer there. Nonwhite workers who can afford to move experience difficulty in finding outlying housing available to them. This leaves the city with an increasing ratio of poor and/or nonwhite families. Finally, the loss of industry weakens the older cities' tax base, making them even less attractive places to live and less able to meet the problems of the poor, who remain there.

The increasing scatter of factories affects all Northern New Jersey residents by putting more cars on the roads. And in times of tight labor, some firms have difficulty manning the outlying plants, causing economic inefficiency for the area generally. Summing up a growing concern over attracting industrial employees to outlying factories, expressed by several participants at the New Jersey Committee Regional Conference in April, one speaker said: "The plants go where the plants want to go but where the people ain't."

There are few sites for expansive factories left within fifteen or twenty miles of the heavily populated inner parts of Northern New Jersey. One of the few places industrial jobs could locate without the problems described would be in the Hackensack Meadows. The 15,000 acres available there could accommodate a large segment of the industrial growth expected to locate in Northern New Jersey over the rest of the century and still leave some room for parks and housing.

Engineering solutions to reclamation of the Meadows are readily available. To be economically feasible, however, they cannot be carried out within the confines of single municipalities. Since land-use control is vested in the fourteen separate municipal governments, current industrial development is haphazard. Efforts to prepare an area-wide comprehensive plan through intermunicipal cooperation have been unsuccessful thus far.

Recognizing that the deficiency of suitable close-in industrial sites could be remedied through Meadowlands development, the New Jersey Committee attached extreme importance to the possibility. In a 1963 policy statement, the Committee attributed past inability to reclaim the Meadows to failure of state government to assume a role of leadership. It concluded by urging that state government take another look at its policy and devise a way to discharge its important responsibilities. Shortly after, the Legislature established the New Jersey Commission to Study Meadowlands Development.

Chaired by former Governor Meyner, the Commission recommended to the Legislature in June 1965 that the State form a Meadowlands Reclamation Authority with "broad powers to plan, finance, and execute a reclamation and development program." The Commission was then requested by the Governor and Legislature to put its proposals into legislation. Early this year, it recommended an intercounty Meadowlands Planning Agency with State guidance, in addition to a State reclamation authority. Meanwhile, engineering studies are



"The plants go where . . . the people ain't." Factories in the fields outside of Hightstown.



Potential industrial land where the people are. The Hackensack Meadows with Teterboro Industrial Park in the foreground, Manhattan on the horizon, and—in between—15,000 marshy acres. If the political obstacles that have long blocked reclamation of the Meadows can be resolved, this area could accommodate a large share of the industrial jobs expected to locate in Northern New Jersey over the rest of the century.

being carried forward by the Army Corps of Engineers and land-use studies by the State's planners.

OFFICE EMPLOYMENT. Despite New Jersey's prominence in manufacturing, blue-collar jobs are increasing only marginally; office jobs will account for the bulk of employment growth in industries serving the national market.

Under present conditions, it is clear that most large firms find it desirable to locate office activities in large urban centers where the supply of employees of all types can be assembled more easily and where outside services and other linked business activities are handy. Evidence of this trend is demonstrated by a 15 percent rise in office employment in Newark between 1959 and 1965. Originally a major industrial center, Newark conceivably could double its white-collar jobs by 1980, bringing its total jobs to upwards of 250,000 despite some factory departures.

With office jobs the fastest-growing type of employment and office locators showing marked preference for downtowns, New Jersey's economic strength could well depend on building or rebuilding new, large business centers in addition to Newark. New Brunswick already has shown an interest in doing this.

Other urban activities

In addition to jobs, New Jersey's burgeoning population will demand expansion in hospitals and health services, higher education, museums and the performing arts, department and specialty stores, libraries, government offices.

IT IS REGIONAL PLAN'S HYPOTHESIS that these regional activities would work better, be less wasteful of open space and fit a rational transportation system if located in large centers, each serving from a half-million to one-and-a-half million people, supplemented with a

hierarchy of smaller centers down to neighborhood shops. These centers could be wholly new, built on vacant land, or they could be the result of the redesign and expansion of existing central business districts.

A BASIC BUILDING BLOCK for such a center might well be a large college campus. Recently, the ties of higher education to the other activities of an urban community have been tightening. In fact, campuses built outside of urban centers often attract research and development enterprises and other activities to them, while campuses in urban centers appear to be growing far faster than campuses set apart and are becoming an integral part of the economic and civic life about them.

The Region will require almost four times today's university and college places by the end of the century. This need is particularly acute in New Jersey, the nation's largest exporter of qualified students to out-of-state institutions. New college and university locations



New Brunswick civic leaders contemplate its growth as a center for up to 1 million people living within half-an-hour's driving time around it, though the city itself has only 42,000 people. Two basic building blocks of such a center are already there:

Rutgers—the State University (Douglass College and the Agriculture campus are in the foreground) and a new Middlesex County office tower (middle ground). Another advantage is the mainline of the Pennsylvania Railroad.

in New Jersey, probably attended mainly by students living off the campus, can act as a nucleus around which other regional activities might congregate in the development of regional centers and subcenters.

Arthur T. Row, acting as a consultant to the Tri-State Transportation Commission, the New York Metropolitan Region's official planning organization, proposed that a half-dozen large campuses be established around the periphery of New Jersey's high-density core and serve as nuclei of "new downtowns." He cites such potential locations as Dover, Paterson, Morristown, Somerville and Freehold as well as New Brunswick, already the site of Rutgers-The State University. Regional Plan, also, has used New Brunswick as an example of a suitable location for a modern planned center serving a wide hinterland.

THE PROSPECTS FOR CONCENTRATION OF REGIONAL ACTIVITIES depend a great deal upon whether transportation is appropriately channeled within an efficient over-all system of rails, rapid transit and highways. In turn, establishing an efficient transportation system would be simplified by planned centers of different sizes and functions in an orderly relationship, especially by planned concentrations of employment.

THE RESULTING ADVANTAGES. Planned centers for office jobs, other regional activities and apartments fit together, contributing to the effectiveness and efficiency of each other and the transportation system.

Only with this pattern of development can people have a choice between public transportation or driving and a choice between convenient apartments with easy access to jobs and facilities or one-family homes and spaciousness with somewhat longer trips. Only with this pattern can needed urban facilities be designed attractively instead of neon-lighted along highways in strip cities. Only with this pattern can automobile travel be more rational and efficient so that fewer miles of new highways will be needed to avert serious congestion.

In addition, modernization of older downtowns adds strength to efforts in older cities to improve their living conditions and diversify their population.

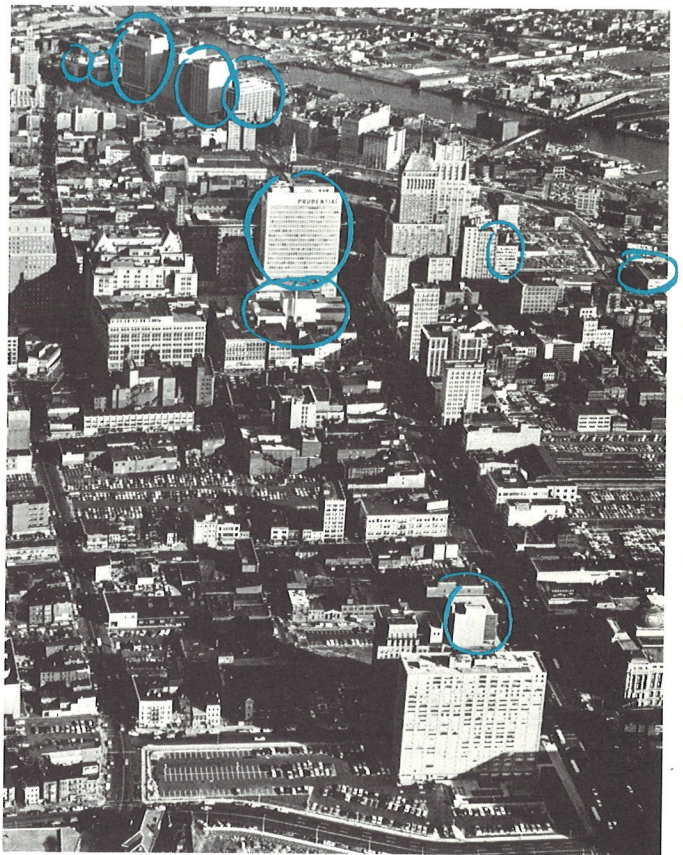
Older cities

THE OLD INDUSTRIAL AREAS. The highly urbanized older portion of Northern New Jersey contains seven cities which were central places before the industrial revolution and which came to prominence with it: Newark, Jersey City, Paterson, Elizabeth, Passaic, Hoboken and Perth Amboy. These seven cities provide employment for about 527,000 persons or 30 percent of the labor force in Northern New Jersey.

Except for Jersey City and Hoboken, the seven central cities are not contiguous. (Though Newark and Elizabeth share a common boundary, the cities proper are on either side of Newark Airport.) But they form a continuous urban area by virtue of the fact that each

has spilled over its boundaries and urbanized the intervening space within some other municipal jurisdiction. Most often, these are heavy manufacturing districts, industrial suburbs. Thus the portion of Hudson County which lies east of the Hackensack River and Newark Bay is a single industrial complex centering upon Jersey City-Hoboken. The portion of Hudson County lying west of the Hackensack River together with the eastern half of Essex County and portions of Union County form a single industrial complex centering upon Newark. This same pattern has been duplicated around the cities of Paterson, Passaic and Perth Amboy.

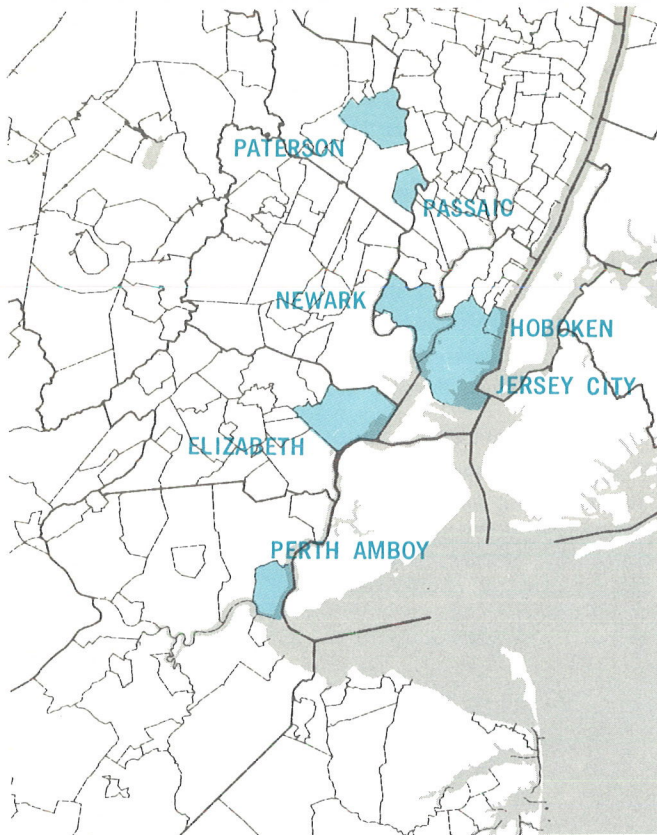
ECONOMIC DECLINE. As industry requires more space and seeks less congested access, these older industrial cities are losing some factories. Except for Newark, they



Newark has attracted office employment. Unlike most of New Jersey's older cities, Newark has kept abreast of the shifting emphasis in jobs—from manufacturing to office work. Offices built in Newark's central business district since World War II are circled in blue.



New insurance headquarters buildings for Prudential and Mutual Benefit Life Insurance Companies gave the Newark central business district a strong start on renewal for the burgeoning office industry. Above: one floor of Mutual Benefit.



Older industrial areas.

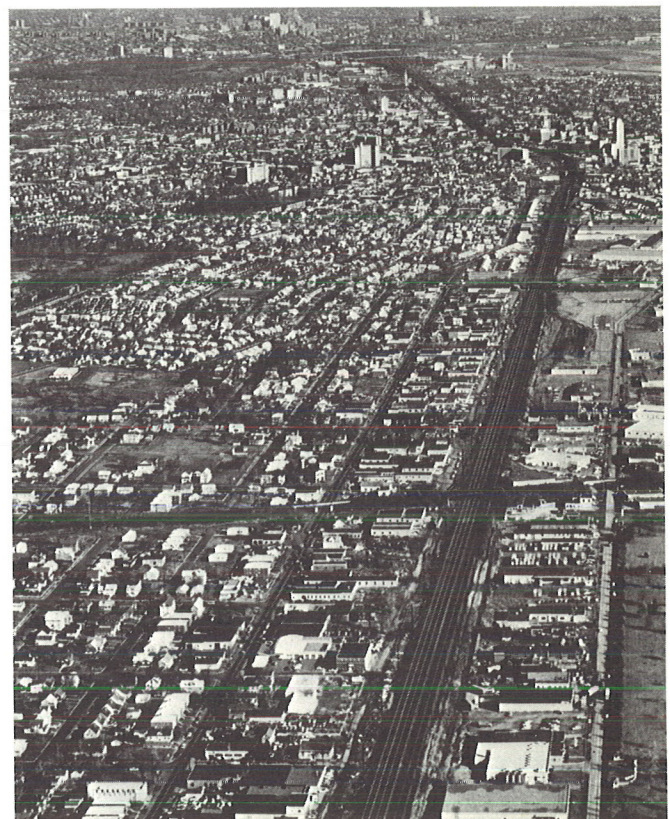
have not offset this by attracting the fast-expanding segment of the economy, office jobs. Economically, they are in increasing difficulty.

HOUSING NEEDS REHABILITATION. This economic decline also weakens the cities' ability to meet residential renewal needs. More than 30,000 acres (nearly fifty square miles) of Northern New Jersey residential areas require complete rebuilding, rehabilitation or conservation; most of them are in the older cities. A 1962 study by New Jersey concluded that between 1960 and 1970, "the total number of deteriorated areas expected to be treated by both public and private renewal indicates that the expansion of deteriorated areas within the Region between 1960 and 1970 will be three to four times that of the acres renewed."

"RESERVATIONS" FOR THE POOR. With increasing jobs outside the old cities and with some suburbs building large numbers of apartment units now, the older cities have had little to offer but their large stock of low-rent housing. As incomes gradually rise, demand for the worst of this housing will decline until only the very poorest families will occupy it, quite often the most recent in-migrants from rural areas. They will be increasingly isolated from the rest of society—unless public policies renew the residential areas of the older cities at a faster rate and at a larger scale, improve the public services and/or plan for more jobs and attractions in these cities so there are better incentives to build good



Many older cities are losing industry and not gaining offices or retailing. Hoboken was settled in the days when everything moved by water. Few factories need water transportation now, and Hoboken's highway connections are poor. The sign on the waterfront building, "Hoboken Welcomes Industry," is therefore somewhat quixotic. But Regional Plan has noted the great attractiveness Hoboken could have for housing and residential amenities.



Industry once settled in a tight corridor, mixed with workers' houses, beside the railroad. In the background are the towers of Newark and Elizabeth.

housing for the open market.

If office jobs are located in some of the older downtowns and factory jobs in the Meadows, the older core cities would have a wide market for renewed housing for many income levels. Participants at the Committee's 1966 Regional Conference indicated a general air of

optimism for the economic future of New Jersey's larger cities. But they were less optimistic about the Region's smaller cities, unless their central business districts can grow to serve large populations. Many of these smaller cities have all of the disadvantages of larger cities but none of the redeeming features, e.g., corporate headquarters, cultural and educational institutions, etc. The ability of small central cities to fit into the regional scheme of things as more than "incubators" for industries and/or locations for small and medium-sized office activities remains uncertain.

TOWARDS A POLICY FOR CITY REVITALIZATION. Recognizing the importance of restoring the central cities' economic viability, social vitality and balanced population, the New Jersey Committee declared in 1963 that a satisfactory choice of housing should be assured in the cities for families at every income level.

To accomplish this objective, the Committee proposed State mortgage loans at below-market interest rates for construction of moderate rental buildings. To assure that such loans would not be used to compete with unassisted construction, the Committee recommended that these State loans should be available only in areas declared blighted and only where needed housing could not be built without them.

Subsequently, a bill was drafted, patterned after New York State's Mitchell-Lama Law, providing for a State finance authority which would issue revenue bonds to raise money for mortgage loans to private developers for construction of moderate rental housing within blighted areas. It was defeated in the Legislature both in 1964 and 1965, apparently because of opposition that came mainly from real estate interests and because some legislators wanted assurance that such housing would be restricted to middle-income families only.

On March 6, Governor Hughes and Commissioner Ylvisaker submitted proposals to the Legislature to provide state funds for middle-income housing, rehabilitation of housing, relocation of families and businesses, and the municipal share of urban renewal costs, as well as a revision of the multiple dwelling law.

Support for the Governor's program can be expected to benefit from a heightened concern about the future of cities created by the information programs of Regional Plan's New Jersey Committee, especially those directed at the business community.

To date, the New Jersey Committee's announced policy on old cities has been limited primarily to housing for middle-income families. The Committee has authorized staff studies to broaden this approach to take into account the cities' needs for improved municipal services generally. This staff study is also cataloguing the confusing welter of organizations triggered by the Federal anti-poverty program and ongoing social programs to evaluate their possible implications for physical planning.

Housing outside the cities

Three-quarters of all vacant land slated for residential development in New Jersey's nine northeastern counties is zoned for one-family houses on half-acre lots or more. However, the trend since 1960 has been toward construction of an increasing proportion of apartment units annually.

SUBURBAN APARTMENT CONSTRUCTION. In all nine counties, multi-family units accounted for more than half of all new dwelling units built in the five-year period of 1960-64 (52.6 percent), a sharp rise from the last three years of the 'fifties when only a quarter of the new housing units was in multi-family buildings.

In several areas of Morris, Middlesex and Monmouth Counties where local zoning encouraged it, there has been a substantial amount of multi-family construction. In suburban Parsippany-Troy Hills in Morris County, the ratio has been five to one in favor of new apartment units.

The remoteness of most new single-family homes to the wage earner's job location, an increasing scarcity of vacant residential land in the inner suburbs, and an increase in the number of childless households at this time are increasing the demand for apartment construction in the New Jersey suburban areas.

At the Committee's 1966 Regional Conference, com-



Overcrowded, run-down neighborhoods that have become ghetto slums threaten all old cities of the Region. In this area of New Brunswick, renewal is already well advanced: the brick building, right background, is part of a large public housing project. In the larger cities, blight is more widespread and more difficult to cope with.



1

Patterns of Development

1. New Jersey's old cities, products of the industrial revolution, are tight-knit, with people living close together and close also to the factories that are their main support. This is Paterson, viewed from Prospect Park. The tower in the background is public housing for the aged—the city's newest landmark.

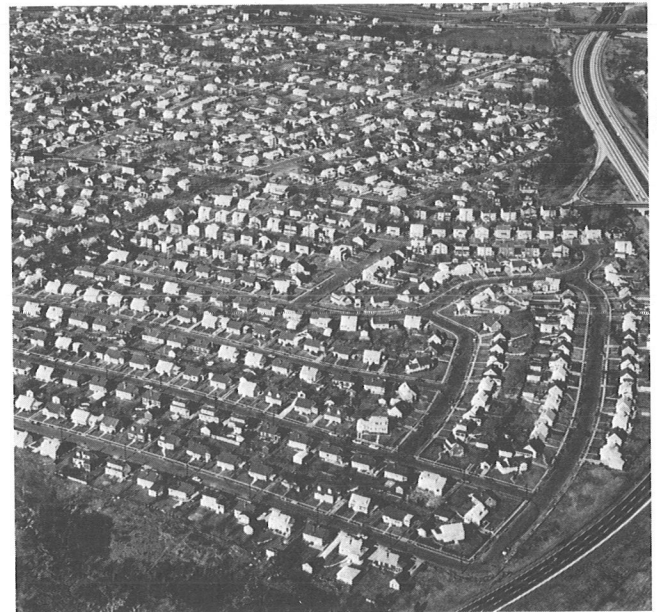
2. Bedroom communities quickly grew beside the highways after World War II. Woodbridge Township, for example, at the intersection of the New Jersey Turnpike and the Garden State Parkway, was a rural area dotted with small settlements before these expressways were built in the 1950's. Today it is the home of 100,000 people, most of them living in single-family houses on small lots—a city without a downtown. With relatively little industry or commerce to help pay for the services its residents require, the township's tax rate soared, and thousands of its school children went on double sessions.

Experiences such as this evoked a sharp reaction from municipalities throughout the State. The three main lines of defense: attract garden apartments with room for few children; increase the amount of land required for each residence to hold down the population for which space is available and to raise the value of each house; entice industry into town to share the tax burden.

3. Garden apartments recently were added to the landscape in Woodbridge. In the last three years of the 1950's, only a quarter of all new housing units in the nine counties of Northern New Jersey were multi-family dwellings. In the six years, 1960-1965, over half were multi-family.

4. Large-lot zoning brought housing subdivisions like these: half-acre lots (left) and one-acre (right). Three-fourths of all the land slated for residential development in New Jersey's nine northeastern counties is zoned for one-family houses on lots of one-half acre or larger.

5. Industry also has been added in scattered fashion. In a recently rural area, this pattern of new development is tailored for fiscal balance. From foreground to background: a one-family housing development, light clean industry, garden apartments, more one-family houses.



2



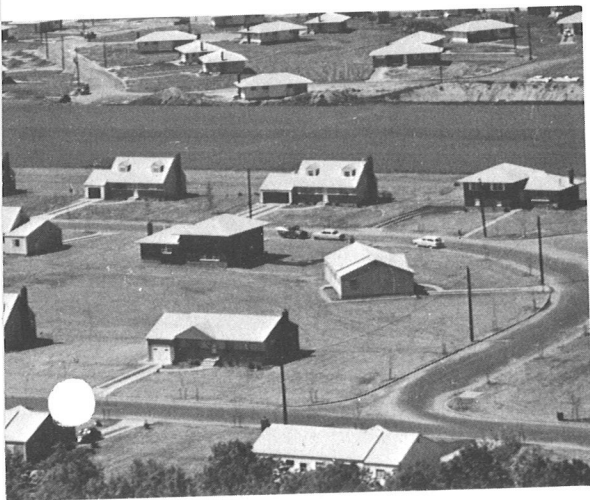
3



4 (left)



5



4 (right)

photographic study:
Louis B. Schilvek

ments from local mayors and other spokesmen for suburban areas expressed conflicting views on the desirability of apartment construction. The fact that the local government of Parsippany-Troy Hills voted a moratorium on issuance of further apartment house building permits was cited as evidence of their undesirability. Those who disagreed argued that Parsippany-Troy Hills already had received a disproportionate share of apartments since neighboring municipalities had ostensibly banned apartment construction within their boundaries.

New Dwelling Units Authorized Annually, 1960-65, Compared to Existing Units, 1960, and Percent Multi-Family

	Existing Units		Six Year Total	
	1960		1960-1965	
	TOTAL (thousands)	% Multi-Family	TOTAL (thousands)	% Multi-Family
9 New Jersey Counties	1,390.6	45.2	211.4	53.6
Bergen	235.7	29.8	33.6	48.7
Essex	299.7	66.2	25.5	77.6
Newark	134.8	88.9	6.3	98.8
Essex West	164.9	47.6	19.1	70.5
Hudson	204.4	84.2	13.8	89.6
Middlesex	124.0	21.0	33.8	49.2
Monmouth	114.4	14.8	28.6	43.1
Morris	82.1	12.1	25.1	40.6
Passaic	134.3	54.4	17.6	57.3
Passaic South	120.6	60.2	14.7	65.9
Passaic North	13.7	3.7	2.9	14.1
Somerset	42.2	18.0	12.9	25.5
Union	154.0	35.5	20.5	58.5

While increasing people's choice of type of housing, multi-family home construction in suburbia may temporarily weaken the market for comparable housing currently being built in the old central cities. But probably this competition will be more easily met by the old cities than earlier competition from one-family developments offering a private yard, a barbecue pit and a relatively short and economical trip to a job in Newark, Hudson County or Manhattan—land for which no longer is readily available.

RESOLUTION OF THE CONFLICT. There is a bias against apartments in many suburbs, though in some places it has been outweighed by prospective ratables, especially if apartment size is controlled to limit the number of school-age children. Now, the traditional opposition is meeting a new demand for apartments from suburbanites themselves. The suburbs are now producing young and old couples without children, who want to live in apartments. They have spent all or much of their lives in the suburban area, so it is not relevant to suggest that they "go back to the city," especially when the majority does not work in the city.

Regional Plan's proposal that most new suburban apartments be located in planned commercial-cultural centers satisfies both preferences. Apartments in these centers will be located so they will not disturb the one-family neighborhoods socially or aesthetically and yet

will remain close to these neighborhoods.

The apartment dweller will get the most benefit in accessibility for the sacrifice in space he makes when he chooses an apartment rather than a house. Not only can he be within walking distance of many jobs, shopping and activities, but he can be close to public transportation to Manhattan and to other centers of the Region. Older people will particularly benefit from proximity to a hospital-health center.

Transportation

The inadequacy of transportation in Northern New Jersey continues to be a serious impediment to the full realization of its potential for economic vitality and livability. Both rail and highway facilities in Northern New Jersey are less adequate than they are east of the Hudson River in the Region.

PUBLIC TRANSPORTATION AND AUTOMOBILES. Of those who both live and work in New Jersey's nine northeastern counties, 80 percent travels to work by automobile. One reason this is so high is the inadequacy of public transportation. Since most of the 20 percent who use public transportation are bus riders, the highways and local streets carry almost the entire intrastate journey-to-work load. Even among New York-bound commuters from New Jersey, a majority uses buses and automobiles, thus adding to traffic volumes. The resulting burden upon highways and streets has made morning and evening congestion a way of life for most of New Jersey's residents. Highway construction, street widenings and installation of new traffic control devices have proven unable to relieve the situation in the face of ever-mounting traffic volumes.

HISTORICAL DEVELOPMENT. The nature of the transportation problem in New Jersey is compounded of



THE RECORD

Highway congestion is a way of life for most people in Northern New Jersey. This is a typical rush-hour scene. The predominant movement still is inward in the morning, outward at night.

shortcomings deeply rooted in its historical growth pattern.

The settlement of New Jersey began with central places located on waterways. Each was the focal point of "spider webs" of paths, trails and wagon roads serving its rural hinterland. In time, these central places, and additional ones founded inland, became the central cities (Newark, Elizabeth, Perth Amboy, New Brunswick, Passaic, Hackensack, Jersey City, Paterson, Plainfield, etc.).

Each of the cities developed a land-use pattern typical of the self-contained urban center: the more or less usual concentric rings of central business district, industrial belt, workingmen's housing, middle-class neighborhoods and residential suburbs. The dozen or so rail lines across Northern New Jersey tied these cities into a new and larger spider web. However, because the rail network was focused upon New York City (or, more accurately, the waterfront approaches to New York), it weakened the ties between New Jersey cities, especially those that happened not to be on the same rail lines. During the first two decades of the present century, the emergence of the interurban trolleys promised to tie Northern New Jersey into a single social and economic unit—a *de facto* city, even if not *de jure*. However, they proved too frail, both technologically and fiscally, and vanished before the rise in automobile ownership.

The average speed of local buses—8 to 12 miles per hour on city streets—and the only slightly greater speed of automobiles on city streets, severely limited home-to-job distances and solidified the land-use patterns of each central city, with its own resident labor force largely employed locally.

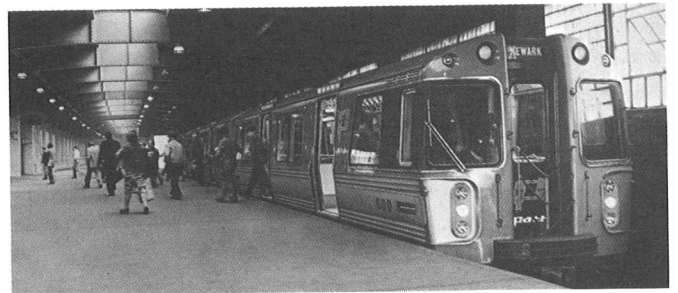
The coming of new highways, especially the limited-access roads, in the 1950's, permitted more rapid movement and extended the range of home-to-work relationships. But it also set in motion new trends in home and job location. Urbanization spread over new areas at lower densities.

BASIS OF PROBLEM. Today, Northern New Jersey is a highly urbanized area of some 5 million people, but it is not a city. It is comparable to what would have emerged in New York City had the subway system never been built. Even the great consolidation of 1898 could have created only a city *de jure*, but not *de facto*, without the subway, built in the early 1900's. Lacking a great unifying facility comparable to New York's subway, New Jersey's transportation facilities developed through the successive overlaying of one historic mode upon another by means of a piecemeal, expedient adaptation of parts of one to parts of another. Today's user, as a consequence, is confronted with equally frustrating options. Usually they involve driving through a series of traffic bottlenecks or using a combination of transportation modes such as automobile-train-local bus or local bus-train-PATH.

FLIGHT FROM TRAFFIC CONGESTION. The outward movement of people and jobs from cities to highway-oriented housing and industrial development is, in large part, a flight from traffic congestion and a search for locations adaptable to the automobile. Within the over-all outward trend, residences have moved faster and farther than jobs. Most workers, consequently, still travel from homes in low-density outer areas to job destinations in higher-density areas closer in.

The flight from congestion has not created a pattern of home and job locations that enables freely flowing, unhindered automobile movement. Trips made on the old local spider webs are still slowed by congestion close to the central business districts. Trips on highways meet congestion approaching individual cities and the more highly-developed inner core of Northern New Jersey. Even the six-, eight- and ten-lane expressways do not avoid congestion but only shift it to the foot of the exit ramp if it does not back up onto the expressway itself.

RAILROAD SERVICE. Prior to the highway-stimulated outward movement of the post-World War II decades, an initial, more selective outward movement took place between 1890 and 1930 based on rail commuting. This resulted in the finger-like extensions of suburban development along rail lines.



PATH is both a local subway for the core of Northern New Jersey and the link to Manhattan for many railroad commuters.

The railroads in New Jersey sought to provide both localized rapid transit in close-in areas and express service from more distant suburban points. The compromise between standard railroad and rapid transit operations sacrificed many of the advantages of each in type of equipment, design of stations, location of routes, frequency of stops, scheduling of service, method of fare collection, etc. With service that was less than optimum and with inflexible rights-of-way at a time when residential locations were spreading, railroads began to lose passengers to automobiles and, even more, to buses.

The decline in rail passengers, plus other factors, created a crisis in commuter rail operations which threatened their very existence and caused the abandonment of some lines and reduction of service on all others. Though today's 60,000 rail riders is a small number relative to the total of daily work trips, these rail passengers would represent a sizable addition to

already overloaded highways and could cause complete paralysis at certain points. For example, between the hours of 7 and 10 a.m., about 10,000 of these riders would be added to eastbound traffic on Route 24 in eastern Morris County (probably about 6,000 cars) and an additional 6,000 or more (say, 4,000 cars) to eastbound traffic on Route 22 in Union County.

The complete collapse of local rail service was averted by an emergency subsidy program instituted by New Jersey in 1960. A Division of Railroad Transportation was established within the Highway Department and authorized to enter into service contracts with the railroads for the continuation of essential service, with the State underwriting a share of the costs on a passenger-mile basis. Since high costs reflected the inefficiencies of obsolete equipment, the Division undertook studies to reduce costs by modernizing operations.

Former Highway Commissioner Dwight R. G. Palmer chose the platform of Regional Plan's first New Jersey Conference in November 1961 to announce an extensive modernization program.

Progress on the announced program has been exceedingly slow due to lack of adequate funds for capital investment. Improvements underway promise to provide speedier, more convenient and somewhat more comfortable service to commuters on the Pennsylvania and Jersey Central systems. These roads serve the lower portion of the New Jersey commuter area: the Shore area, the Princeton area, Middlesex, Union and Somerset Counties. The topography is favorable, and the rail lines radiate out in straight lines. By bringing these lines together on the Pennsylvania main line and into its Newark station (the Aldene Plan), costly antiquated ferry service can be eliminated and greater flexibility of travel destinations achieved through connections with PATH to downtown Manhattan or by Pennsylvania Railroad to 34th Street.

The upper portion of the commuter area, served by the Erie-Lackawanna system, is not susceptible to such a relatively simple solution.

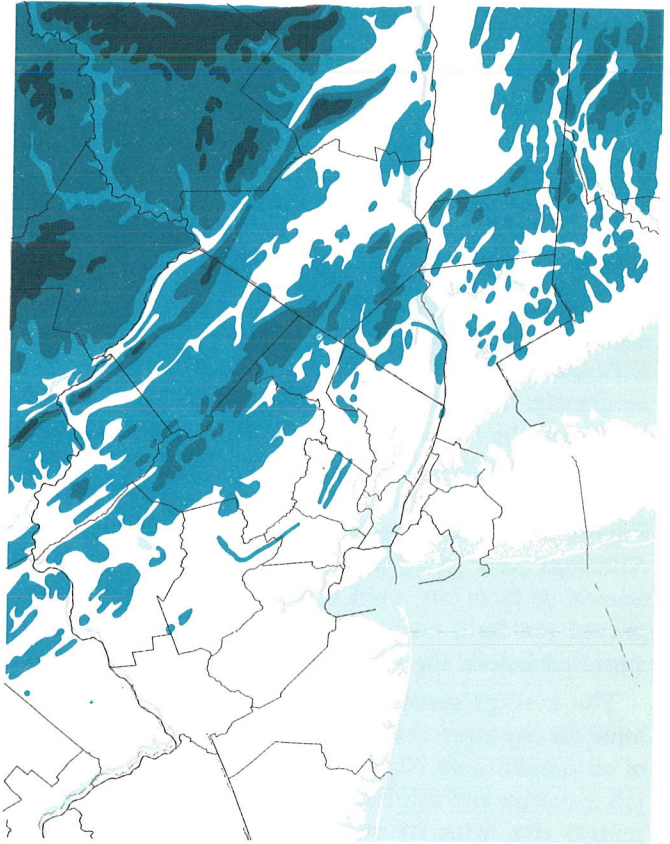
Western Essex and Morris Counties are served by routes that wiggle their way around the successive ranges of the Watchung Mountains. Now the Mountains are being pierced by straightline expressways such as I-280 and I-80, which raises the possibility of devastating competition by express bus.

The routes that serve Bergen County, which account for about 40 percent of New Jersey's commuters to Manhattan, already face stiff competition by buses because of the comparatively short distances to the George Washington Bridge and the Lincoln Tunnel.

While buses offer many advantages, they use the rights-of-way needed by those who must travel by car, while rail rights-of-way are under used.

The relatively higher costs of reconstructing the Erie-Lackawanna commuter railroad system to standards comparable to those set for the Pennsylvania and Jersey

Central systems caused the State to table action on plans for these lines until the Pennsylvania-Jersey Central solution has been accomplished. Recently, however, the Governor has requested an appropriation of \$1.8 million for new passenger cars for the Erie-Lackawanna.



Northern New Jersey's topography has strongly influenced its development, particularly the easily-buildable wide plains between the Ocean and the Watchung and Ramapo Mountains, which encouraged spread-out development, and the ridges running north and south alongside New York City, which blocked straight rail access from the west to the Hudson River. Solid color indicates 500 feet above sea level; gray-blue 1,000 feet; darker gray-blue 1,500 feet.

NEW JERSEY COMMITTEE POSITION. Regional Plan's New Jersey Committee has supported the State's program of subsidies to keep the trains rolling and its program for cutting costs and improving service with new equipment on the Pennsylvania and Jersey Central systems. However, after extensive staff research, the Committee became convinced that rail improvements must be planned as part of a comprehensive transportation program. Also, the problems of State finances were considered. In December 1965, the Committee called for the creation of a Department of Transportation to combine highway, rail, air and marine movement within one department. It also called for a transportation bond issue of \$490 million to fund improvements, with \$150 million earmarked for rail and \$340 million for highways.

The Department of Transportation has since become a reality. The bond issue proposal has not. Instead, the

Governor has announced a ten-year, \$300 million rail modernization program based on an expectation of \$200 million of Federal matching funds under a future Federal program. The State's \$100 million would be appropriated by the Legislature annually in amounts of \$10 million.

By comparison, Governor Rockefeller has proposed a \$2½ billion bond issue for New York State transportation, including a billion for public transportation, \$1¼ billion for highways and a quarter-billion for airports.

PROSPECTS FOR SUCCESS. Though the inadequacy of funds will prevent the State from embarking upon any extensive improvements on the Erie-Lackawanna system within the next few years, the New Jersey Committee has called attention to the fact that the State's announced plan for those lines is not a long-range, comprehensive solution. The relatively large expenditure to upgrade the Erie-Lackawanna line is likely to prove "too little too late" in the face of prospective bus competition, yet too much of an investment to justify for interim improvement.

A COMPREHENSIVE PLAN. Concern for a long-range transportation plan to guide further capital investment in improvements caused the New Jersey Committee to wage a successful two-year campaign of public information that resulted in New Jersey's adherence to the Tri-State Transportation Commission. The realization of this objective in June 1965 gave promise of forthcoming answers to regional rail problems as part of a long-range, comprehensive plan.

The Second Regional Plan, now being prepared by Regional Plan Association, will provide a new basis for transportation planning. For example, if future employment is concentrated, it will make possible bus and possibly rail service where it is not now feasible. On the other hand, acceptance of current land development trends will make expansion in the use of public transportation unlikely, particularly use of commuter rail.

Water resource management

THE PROBLEM. Another environmental issue on which the Committee has just begun to concentrate its efforts is water resource management: supply, distribution and water quality control.

Four years of below average rainfall have revealed the inadequacies of the present water supply system in New Jersey: fragmentation of administration in a multiplicity of supplying organizations, lack of surface storage facilities, watersheds that are almost fully tapped, and pollution reducing the potability of existing water supplies.

A RESPONSE. The Committee chose water resource management as a major topic at the April 1966 Regional Conference. Water experts told Conference participants that Northern New Jersey's domestic and

industrial requirements for potable water would double in the next twenty years. At the same time, the pollution load in many of the streams from which this water is diverted also was expected to double. The formation of sub-regional authorities covering rational areas for water supply and/or greater leadership in water management on the part of the State were suggested to cope with this. On the basis of interest generated by this discussion, many participants urged that another conference be called specifically on water.

The New Jersey Committee then directed its staff to prepare a policy paper on water—not to propose technical solutions but to clarify the nature of state governmental responsibility and how it might be exercised. The paper is presently under discussion in the Committee.

Open space

Burgeoning population and increased urbanization have prompted growing public concern for the preservation of open space—for play as well as to delight the eye. *The Race for Open Space*, published by Regional Plan in 1960, focused attention on this issue and provided impetus for winning public support for passage of major bond issues for open-space acquisition in the Region's three states. New Jersey voters approved a \$60 million issue in 1962, launching the State's Green Acres acquisition program.

GREEN ACRES ACQUISITION FORMULA. During the early stages of the Green Acres program, the New Jersey Committee questioned the soundness of the Administration's formula for allocating state park funds, which favored less developed areas of the State. It recommended that the highest priority for open space acquisition be given to areas where population is most concentrated. Specifically recommended were an intensive-use park in the Hackensack Meadows, a Jersey City waterfront park, and a park in the Great Piece Meadows in northwest Essex County. To date, the second and third are moving toward achievement, and the steps toward a State development plan for the Hackensack Meadows are a *sine qua non* for the first.

Without formally changing the policy, the Green Acres administrators have demonstrated that they favor "parks where the people are."

LAGGING ACQUISITION. The New Jersey Committee has expressed concern about the pace of land acquisition under the State's Green Acres program. It continues to lag behind the bulldozers of developers and rising land values. The Committee is now trying to pinpoint the reasons and work out constructive solutions. The Committee has identified one problem and possible solution: localities have resisted park purchases within their boundaries because of the sudden loss in real estate taxes; the Committee supports proposed legislation authorizing temporary in-lieu-of-tax payments to mu-

nicipalities for land removed from municipal tax rolls. The Committee favors preparation of a State master plan for open-space acquisition which will show clearly the type and amount of public land needed to serve the total Northern New Jersey population.

THE LOWER HUDSON. Of significant interest, both from the standpoint of open space use and core area renewal, are current developments along the Lower Hudson River from Fort Lee to the Bayonne peninsula. The prospective abandonment of several large industrial tracts and 400 acres of railroad property (in addition to land for Liberty State Park) will provide an opportunity for these old communities to regain new life.

Land use in this area is changing rapidly—mainly from goods handling to housing, education and recreation activities. Careful planning and design are needed if the new development is to make the most of the aesthetic qualities of the River and the Palisades. Transportation also must be improved for the increased activity, mainly a shore highway and increased PATH service.

After looking at the many proposals for redeveloping parts of the New Jersey waterfront, Regional Plan has observed that the full potential of the area cannot be realized without a comprehensive plan for the physical development of the waterfront. The New Jersey Committee is involved in steps to bring together the municipalities in an effort to create an intermunicipal agency to coordinate local waterfront planning on the

Use of the banks of the Lower Hudson River and the Harbor is rapidly shifting from goods handling to activities in which people can enjoy the River as an amenity. Liberty State Park will be converted in part from railroad yards, for example. On the left, its location; on the right, a sketch of what it might look like when completed.

New Jersey side and is also working for New Jersey's participation in a bi-state and federal planning commission for the River.

Planning legislation

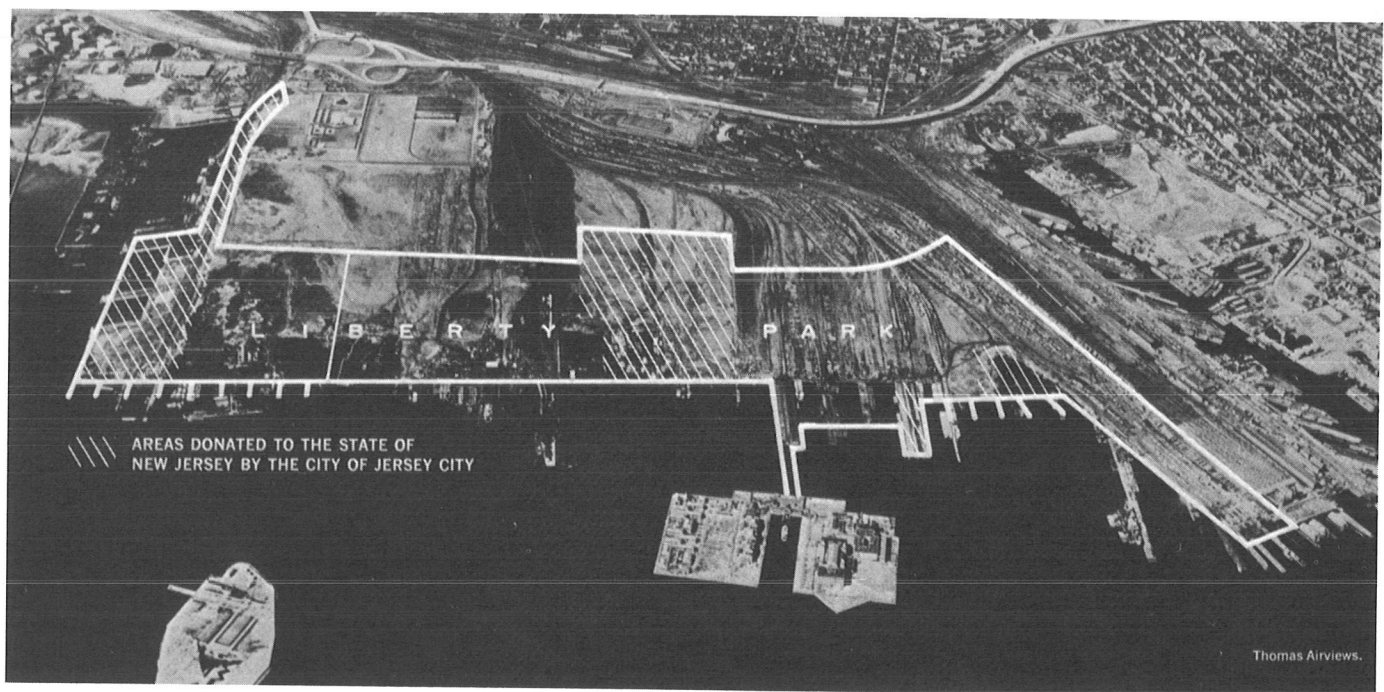
AT ISSUE. The end product of the planning process is the realization of the solutions which it has developed. On the regional scale, fragmentation of government makes this difficult.

Within the nine northeastern counties, there are 606 units of government. Prior to the enactment of the broad-based tax, New Jersey ranked fiftieth in per capita state taxes and forty-third in state contribution to public schools—but eighth in per capita income! The resulting squeeze on local government budgets fostered competition among municipalities to lure to their own town the type of ratables which require least in municipal services but return the most in taxes. This has led to “fiscal zoning” by many municipalities, producing a land-use pattern unrelated to a preferred environment.

NO IMMEDIATE RELIEF. While the sales tax is a step toward relieving the pressure on local governments to use zoning primarily for tax purposes, it is not enough to eliminate fiscal zoning.

Long postponement of action on the State's capital needs has created a backlog of unmet commitments in almost every sector of State activity so that State responsibilities will be competing with local State aid needs for the added revenue.

The State sales tax is anticipated to yield around \$200 million annually. But just the New Jersey Highway Department, for example, estimates that it needs about \$40 million a year in addition to its present appropriations to complete its 1975 Master Plan on schedule; indications are that the sales tax will permit only an



additional \$10 million yearly for highway building. This State contribution will result in constructing about three miles of a federally-aided modern six-lane limited access highway in an urban portion of the State.

With capital expenditure estimates approximating a billion dollars plus for the next six to ten years, there appears little likelihood of any reduction in existing burdens for the New Jersey taxpayer at the local level.

A HESITANT POLITY. Nor is State government in New Jersey likely to exert strong leadership to counteract the negative effects of fiscal zoning by some other means, though the problem has statewide ramifications. Now, in large measure, a comparative handful of residents in municipalities with vacant land are determining the housing availability and pattern of development for the entire population of Northern New Jersey, some 7½ million people, by 1985. And they are doing it on the basis of immediate tax considerations for themselves, not on the basis of environmental quality or housing demand.

The historic product of rural domination, fortified by a county system of senate representation, New Jersey State government has not yet recognized and prepared itself for accommodating the problems that are inherent in being the most urban state in the nation.

LOCAL SELF INTEREST. This self-imposed *laissez-faire* attitude by State government finds its complement in a strong sense of home rule at the local level. The latter is reinforced by the tendency of New Jersey commuters to New York City and Philadelphia to identify only with their home communities and show little concern for the State as an entity. The State's high proportion of homeowners, burdened with an exceptionally heavy local real estate tax, tend to oppose improvements which

are regional or statewide in scope for fear that new tax levies will result.

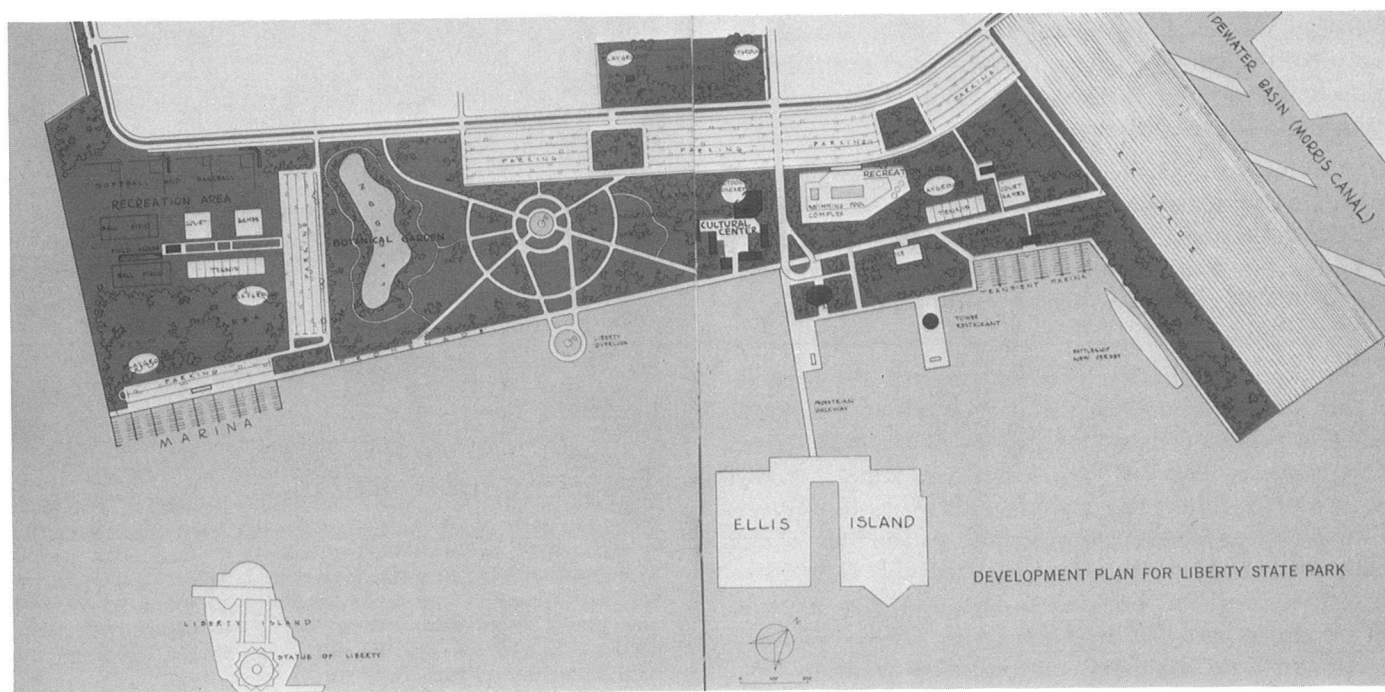
The concern with local ratables continues to thwart reasonable solutions to areawide problems, as demonstrated by the failure of attempts over many years to develop the Hackensack Meadows. The fourteen municipalities have been reluctant to give up their local planning control to formulate a comprehensive plan without which the Meadows cannot be efficiently reclaimed.

In addition, the slow pace at which Green Acres acquisition is taking place can be attributed to localism. Municipalities, fearing the loss of potential tax ratables or the "intrusion" of "strangers," have set low priority on the need for more large-scale natural open space and outdoor recreation areas.

Similarly, a critical situation exists adjacent to the proposed Delaware Water Gap National Recreation Area where commercial strips threaten to despoil approaches. There is little effort by municipalities to use their zoning powers to prevent it since they anticipate increased ratables from such development.

Similarly, suburban and rural residents are resisting involvement in problems of the older cities. For example, they oppose State legislation to shift welfare responsibilities from city to county administration, they often refuse State park funds because State-aided parks must be open to all residents of the State (including city people), and they have resisted State aid for middle-income housing.

Discontent with present land-use controls has prompted several attempts at reorganizing and reforming the State's land-use laws. To date, however, these efforts have been frustrated in the Legislature by powerful special interest groups and home-rule biases.



THE FIRST STEPS TOWARD MEETING STATE AND LOCAL NEEDS. Nevertheless, New Jersey is beginning to recognize that the piecemeal solutions of the past are inadequate for dealing with the continued process of urbanization. Reapportionment of the Legislature and the broad-based tax are major steps toward assembling the tools needed.

Efforts to up-date planning enabling legislation to take into account the regional impact of urbanization and the new dimension of urban aesthetics are being reactivated. It is hoped that the newly constituted Department of Community Affairs, an agency which contains key divisions of State government that deal with urban problems, will provide the proper leadership.

A broad study of the structure and function of municipal and county government also has been authorized by the Legislature (the Musto Commission). This bipartisan group is to focus on the new role of the county as intermunicipal coordinator of efforts to cope with urbanization. It will take up, among other things, the advisability of strengthening county planning powers.

Establishment of the Department of Transportation will permit the development of an official master plan for a coordinated highway and public transportation system, thereby providing the opportunity for county and municipal plans to relate to long-range State transportation proposals.

The New Jersey Committee recommended in a 1963 policy paper that positive State leadership work through county government to coordinate regional with local development policies. To do this, the report stated, counties should be enabled to coordinate municipal land-use controls.

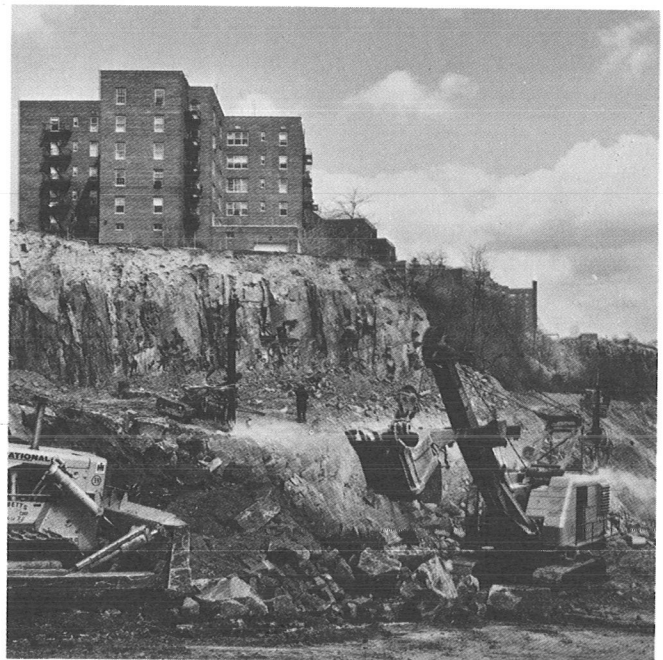
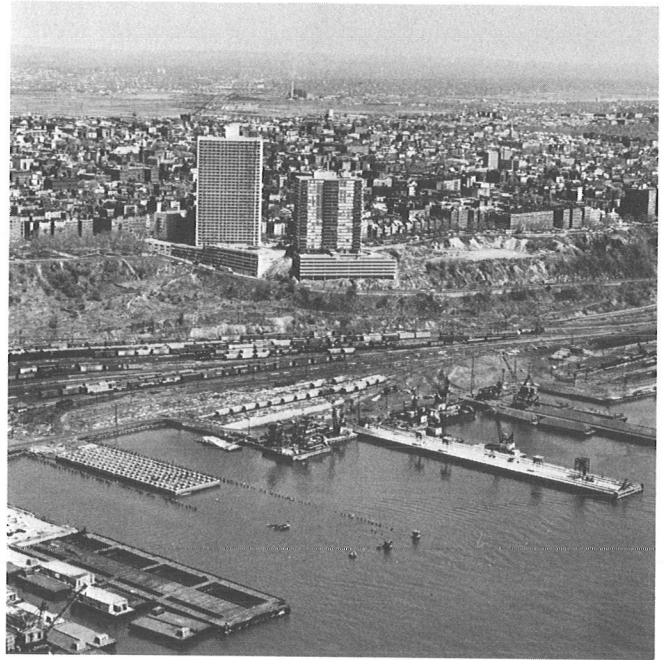
AT THE REGIONAL LEVEL. New Jersey is a member of the Tri-State Transportation Commission, an official government planning organization which is now involved in a massive data gathering and computation process to support forthcoming recommendations for transportation improvements.

A number of Northern New Jersey counties and municipalities participate in the work of the Metropolitan Regional Council. The Council, recently reorganized, is a body of the Region's local elected officials which meets periodically to discuss and study mutual problems, such as air pollution.

Basic concepts of development are emerging from research on the Second Regional Plan which are beginning to influence recommendations of the New Jersey Committee of Regional Plan Association and which will soon provide a long-range guide with which to evaluate Committee proposals. For example, on the basis of the emphasis on planned urban centers, the Committee urged that an effort be made to find a suitable location in an urban area for the New Jersey College of Medicine and Dentistry's new campus, now being located.

By the end of 1967, the Committee will have the benefit of new insights on transportation, also.

The New Jersey Committee's work can then accelerate to match the quickening pace of urbanization which it is trying to shape.



While the shift along the Lower Hudson from goods handling to residences, parks and other activities which allow people to enjoy the River and the Palisades is advantageous to the Region, insensitive design and location of many apartments now being built will destroy the great opportunity here. Particularly cutting into the cliffs, as above, threatens the natural beauty of the area.

THE NEW JERSEY COMMITTEE OF REGIONAL PLAN ASSOCIATION

Formed in 1961 by the directors of Regional Plan Association who live and work in New Jersey, the Committee now includes 43 members (see list below), representing the fields of banking and insurance, manufacturing and commerce, utilities, labor, education and the professions.

Its purpose is to investigate specific policies which will better prepare the nine northeastern counties of New Jersey for expected development over the coming decades and meet current problems, improve living conditions and assure economic efficiency there.

The Committee is assisted by the professional staff of Regional Plan Association: Ernest Erber, Regional Plan Association's Area Director and Secretary to the Committee, and William G. Andersen, Jr., Planner. The New Jersey Committee address is 605 Broad Street, Newark, New Jersey 07102. Phone: 201 - Market 2-3531.

Regional Plan Association—a nonprofit citizens' organization—and its New Jersey Committee are supported by business subscriptions and governmental, civic and personal memberships. Foundations support specific projects.

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Editorial Response to THE LOWER HUDSON Released by RPA Dec. 22

BERGEN RECORD
Dec. 22, 1966

Must The Palisades' Future Be So Grim?

The Regional Plan Association's development proposal for the shores of the lower Hudson River is comprehensive, carefully reasoned, and explicit. In pictures and words it captures the common visual horrors and rare delights of the riverfront south of the George Washington Bridge. The report shows how 20-story apartment houses in front of the Palisades in Edgewater are going to mar the cliffs, being neither so low that the Palisades will loom over them nor so high as to furnish an interesting vertical interruption of the cliffs' horizontal mass. The Association rightly condemns the high-rise apartments that have been stuck on top of the Palisades in West New York, with 5-tier parking garages for the tenants slung across the face of the cliff below. Nor does the report spare New York City; the huge sewage treatment plant proposed for construction in the river from 137th to 145th Streets would deface the view from the New Jersey side. The West Side Highway is a barrier between the people of Manhattan and the river they are entitled to enjoy; so the road should be redesigned, not just widened and deinked. There are many other proposals in the plan. But it is not so visionary that it will be shelved and forgotten. It points out, for instance:

Apparently many of the new buildings [on top of the Palisades] are not renting fast. . . . The luxury housing market in Hudson County in general is less than was expected. . . . This may be because most of [the Palisades buildings] are not attractive from the New York side of the river. Their awkward placement on the cliff and indifference to the beauty of the Palisades may raise doubts about the quality of the buildings themselves and about the future of the environment around them.

Moral: good esthetics may be not only good planning but good business. The report calls attention again to the decreasing need of the railroads for large tracts of riverfront land. When these acres are made available for redevelopment there will be an unparalleled opportunity to rebuild the riverfront with sensible, attractive housing, shops, and parks. The report proposes also that some public agency buy the face of the Palisades south of the Bridge and that an expressway be constructed in front of the Palisades from the Bridge to the Holland Tunnel. Both undertakings would be expensive; the R. P. A. guesses the cost of the cliff face at \$25 million to \$30 million, and the price of the road would be many times that. But unless unified imaginative, creative action is begun now for the riverfront, the Metropolitan Area is going to find itself locked for another century in haphazard, hit-or-miss development that will enrich fast-buck entrepreneurs at the expense of the public.

THE NEW YORK TIMES
Dec. 26, 1966

Bulldozing the Palisades

A magnificent opportunity to develop both banks of the Hudson River south of the George Washington Bridge into one of the finest residential and business areas in the world is in grave danger of being thrown away. Quick action is essential to keep the bulldozer from destroying the Palisades.

The Regional Plan Association has repeatedly pointed out that the movement of shipping and industry from the riverfront, mainly for technological considerations, is now making available large sections of the area for possible park and recreational development as well as for apartment houses and business structures.

Some \$3-billion worth of construction is already projected for the area, but unfortunately without coordination or planning. To remedy this potentially disastrous situation, the Regional Plan Association urges that New York City as one unit and the eleven municipalities on the New Jersey bank as the other each make a detailed plan for its side of the river. The action of New Jersey Conservation Commissioner Robert A. Roe in calling a meeting of the New

NEWARK STAR-LEDGER
Dec. 28, 1966

An opportunity

The problems of the Hudson River are not confined to the pollution of its waters. Its scarred, pockmarked shoreline south of the George Washington Bridge, on the Jersey and New York sides, is in the throes of transition, virtually none of it with planning and coordination.

With about \$3 billion worth of construction planned for this potentially valuable area, the unrestrained bulldozer can wipe out the "unique natural feature" of the majestic Palisades.

The Regional Plan Association, a group that has maintained a vigilant watch on redevelopment in the metropolitan area, has proposed a remedy for the hodge-podge, unrelated construction now taking place or planned for the lower Hudson River area.

The planning association has proposed that the 11 municipalities on the Jersey shore and New York City on the other side draft detailed, comprehensive plans for each side. This concerted, cohesive development would project a sensible land use plan for both sides, preserving the natural characteristics of the Palisades.

There is an opportunity here to develop both banks of the Hudson River into an integrated residential-business area. The alternative would represent a tragic, irretrievable loss of potentially valuable property, and this is likely to happen if the present pattern of uncoordinated planning is continued.

This could be avoided by maintaining strict control over building design, proper zoning and provision of highways for increased transportation needs resulting from development of the area.

The plan recommended by the RPA would include building and architectural design that would complement the natural attributes of the Palisades, a freeway along the waterfront from the Washington Bridge to the Holland Tunnel, and the creation of a public agency to protect the Palisades.

A meeting of the New Jersey municipalities involved has been called by State Conservation Commissioner Robert A. Roe to review the possibilities of a coordinated plan for redevelopment on the Jersey side of the Hudson. This is a matter of sound business for these municipalities, beyond the desirable esthetic value that would accrue from an orderly, integrated plan of development.

Jersey communities concerned to discuss what coordinated plans they might evolve, possibly through some kind of tax-sharing arrangement, is a sound beginning.

On the New Jersey side, the plan should include a freeway along the waterfront from the George Washington Bridge to the Holland Tunnel, and a public agency to protect the Palisades. On the New York side, it would include development of the gap between 125th and 145th Streets as a park, and relocation or redesign of the sewage disposal plant now intended for the area.

Indispensable to the whole undertaking is the proposed compact between the Federal Government, New York and New Jersey establishing a commission for the entire Hudson River Valley, to which such local plans as that for the lower Hudson would have to be submitted for approval. Negotiations for such an agreement have been initiated with the two states by Secretary of the Interior Stewart L. Udall, in compliance with Congressional mandate. A strong and effective compact for the protection of the Hudson needs to be pushed ahead before it is altogether too late.

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NEWSDAY
Dec. 27, 1966

"Where there is no vision, the people perish."
—Old Testament: Proverbs XXIX, 18

Saving the Lower Hudson

Good planning requires imagination, and that priceless commodity is amply visible in a report of the Regional Plan Association (RPA) dealing with the future of both shores of the Hudson River south of the George Washington Bridge.

Max Abramovitz, chairman of the RPA, is one of America's most distinguished architects. In this report, he and his staff have demonstrated a concern for scenic beauty and a grasp of the practical realities of urban life. Both approaches are essential in dealing with one of the greatest harbors in the world, flanked on the New Jersey side by the Palisades, and on the New York City side by the most spectacular skyline in the world.

As Abramovitz has warned, some three dozen major new projects valued at almost \$3 billion are being built or planned for the lower Hudson shores. Failure to coordinate them, he adds, is destroying the chance of a century to develop one of the most desirable residential and business areas in the country.

To save the lower river, the RPA proposes:

1. The cooperation of 11 New Jersey communities along the lower Hudson shore in preparing a detailed plan for their side of the river. This plan would forestall further bulldozing of the Palisades for the construction of new buildings; would set such buildings back from the cliff, and would establish scenic and recreational criteria. The mayors of the 11 communities involved are to meet next month with the New Jersey commissioner of conservation and economic development.

2. The creation of a full plan by New York City, including the extension of Riverside Park southward to 59th Street, and undertaking the planned reconstruction of the West Side Highway in such a manner that it ties in with the projected new World Trade Center and projected new passenger liner piers.

3. After coordination of both plans, review by a New York-New Jersey-United States planning commission for the whole river. No such commission as yet exists. Gov. Rockefeller has created a Hudson River Commission to function within the state; the federal government has suggested a plan in essence similar to RPA's.

The Lower Hudson proposal is regional rather than local. In that aspect it bears a kinship to the planning now being done on Long Island by the Nassau-Suffolk Regional Planning Board. Individual communities in the metropolitan area are limited in how much they can do to preserve or enhance their beauty while maintaining their functions as residential or residential-industrial complexes.

Broad and imaginative plans are as much required here as on the lower Hudson. The future of Nassau and Suffolk, as well as the future of the whole metropolitan area, rests on a fair balance between beauty and utility.

NEWARK NEWS
Sunday, Dec. 25, 1966

Fine Idea, but . . .

THE Regional Plan Association, from which have come many constructive ideas, proposes that New York City and the New Jersey municipalities which share the shores of the lower Hudson coordinate their plans for the development of the riverfront.

It appears to the association that the gradual abandonment of much of the waterfront by shipping, railroads and manufacturing opens a great opportunity for the restoration of the river's beauty and the establishment of new residential, recreational and business areas.

The transformation is, in fact, already under way. RPA accounts for nearly two score projects valued at almost \$3 billion that are being built or planned on the river shores south of the George Washington Bridge. But each is proceeding without relation to the others or without regard for the greater benefits that could be derived from better planning.

The result is that the bulldozing of the Palisades is obliterating a "unique natural feature." Apart-

ments are being designed that would block the view of the river and the New York skyline from apartments already built, or from parks along the top of the Palisades. And no one is planning the expanded transportation needed for all the new housing.

RPA would correct all this with a program that would arrest the deterioration of the Palisades by controlling the design and location of apartments, that would make less objectionable such eyesores as the West Side Highway and a proposed New York sewage plant and provide a master development plan to which New York City and the west bank's 11 New Jersey municipalities would agree to conform.

And here we come to the heart of the problem. Municipalities are often shortsighted when it comes to managing their land resources and many are not much concerned about aesthetics, even when good taste is also good business. RPA has a fine idea, but persuading the numerous parties concerned to subscribe to it will be a task to daunt all but the most optimistic.

BOOKSHELF

THE REGIONAL CITY edited by Derek Senior. Longmans, Green and Co., Ltd., 1966. 192 pp. 42/- net.

This book is the record of an Anglo-American seminar, sponsored by the Ditchley Foundation, at which leaders of the professions concerned (including Regional Plan Association's Planning Director) examined the structure and functioning of the urban region, discussed the strategies required to make regional planning effective, compared experiences in urban renewal, and analyzed the part played by transportation and land values in the shaping of regional development. The over-all problem, the participants concluded, was that we now live in a new form of social environment, the urban region, but that we are faced with an obsolete pattern of settlement and administrative organization. Contributors include: J. R. James, Chief Planner, Ministry of Housing and Local Government; J. D. Jones, Deputy Secretary, Ministry of Housing and Local Government; Henry Cohen, then Deputy City Administrator, New York City; and William Slayton, then U.S. Urban Renewal Administrator.

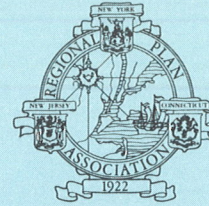
WOOSTER SQUARE DESIGN; A Report on the Background, Experience, and Design Procedures in Rehabilitation in an Urban Renewal Project. The New Haven Redevelopment Agency, 1965. 191 pp. \$3.00.

The Wooster Square project has rightfully received wide coverage in the press, but only this report does justice to the scope of this undertaking. Wooster Square, the third renewal project undertaken by New Haven, was the first to include rehabilitation of existing structures. The lucid text of this report, prepared by Mary Homann, is supplemented by numerous photographs which show the design process and the give-and-take involved when municipal intention meets private skepticism. Detailed, block-by-block, house-by-house, case histories are presented. The author, now with the Pratt Institute, offers no panacea but does describe techniques that were successful. This handsomely designed book ends with an evaluation of the project and some specific recommendations for those involved in similar programs.

FUTURE ENVIRONMENTS OF NORTH AMERICA edited by F. Fraser Darling and John P. Milton. The Natural History Press, 1966. 790 pp. \$12.50.

The transformation of the rural and urban landscapes of America today is described by specialists in wildlife management, botany, ecology, geology, economics, city planning, and law. A transcript of a debate among the contributors at a Conference sponsored by the Conservation Foundation in April 1965 also is included.

Janice Stewart



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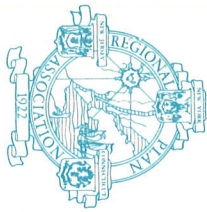
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