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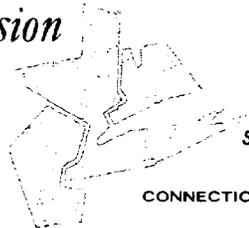
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Tri-State Transportation Comm.

regional development guide

goals and plan for the Tri-State Region

Tri-State Transportation Commission



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TRI-STATE TRANSPORTATION COMMISSION

The Tri-State Transportation Commission, an interstate planning agency, defines and seeks solutions to immediate and long-range transportation and land-use problems of the New York metropolitan region covering 22 counties in New York and New Jersey and six planning regions in southwest Connecticut.

Established by legislative action of the states of Connecticut, New Jersey and New York in 1965, the Commission succeeds the Tri-State Transportation Committee formed by the governors of these three states in 1961.

Although regional planning is its primary task, the Commission is also a central supporting resource for local planning. It provides assistance in solving problems that spread beyond local jurisdictional control. It also encourages coordination among all agencies charged with planning or providing transportation and related public facilities within the Tri-State Region.

The three states and the Federal government finance the work of the Commission. Federal funds come from highway planning aid administered by the U. S. Bureau of Public Roads and also from planning and mass transportation grants provided by the U. S. Department of Housing and Urban Development.

Commissioners representing the three states are appointed by the governors in accordance with the laws of their respective states. Federal representatives are appointed by the appropriate officer holding such authority within the Executive branch.

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NEEDED: a basis for regional planning

CHANGE is probably the distinguishing feature of this generation. Our time in history is marked by increasing population, rapid urbanization, increasing productivity and affluence, compounded technological advances and widespread progress in education and medicine.

In the nation during the past 30 years:

- *The number of motor vehicles has tripled*
- *The number of telephones has quadrupled*

During the past three years:

- *Computer capacity has increased tenfold*

In the Tri-State Region during the next 20 years:

- *Personal income will double*
- *Airline passengers will triple*
- *Electric power generation will triple*

Today the average American family:

- *Moves every five years*
- *Visits a national park every year*
- *Owns a television set*
- *Educates its children through high school*

Our purpose in planning is to take advantage of change—to turn it to the benefit of the Region's present and future inhabitants. One approach is to anticipate change and choose the least costly adjustment measured in dollars and discomfort.

A more ambitious approach is to view anticipated change as a lever, using it and wise investments not only to modify but in fact to create a preferred and upgraded environment. In this approach opportunities are used to the public's advantage.

The primary method of accomplishing such purposes is skillful management of capital to be invested in the hard goods that constitute regional development. This means prime emphasis on public investment—the roads, the water and sewer lines, the parks, the schools, the rail transit lines and terminals. Almost \$2 billion are invested each year in publicly owned facili-

ties for the Tri-State Region. What is built today must serve for at least 30 to 40 years. Thus, the task is to program this massive investment so that it will be well fitted to the needs of the long-term future. To do this in an age when conditions are changing faster than ever requires an accurate estimate of the Region's future, creation and evaluation of alternative programs and selection of a preferred program of capital investments to support regional planning goals. This is the essence of sound planning.

Success in planning for the future will depend upon accuracy in estimating future change and accuracy in defining actions and programs that will best achieve desired ends. This report lays out directions for regional plan making—that is, it stipulates what we want to achieve as a society, and marks out the gains and rewards that are considered worthy of concerted public effort.

Physical detail is not warranted at this stage of planning. It is more reasonable to outline the values and goals that guide subsequent plan making than to design places and structures, especially since technological innovation and economic change produce uncertainties of high order. More detailed plans will be derived as needed—in separate functional systems and in shorter time spans. Detail will also be possible in local planning work.

Values, goals and objectives form a hierarchy of directional mileposts to the future, from the timeless values that have guided mankind over the centuries to the more particular objectives that are presently realizable. This is the order of our argument for a better future.

The ultimate triumph of planning is to keep public efforts in line with the values of people. These individual and collective values are the background for making choices, and must be understood and honored in planning if plans are to be most useful. Values differ widely in scope and degree. To order value systems is not the task of planning—perhaps philosophy or theology—but planning must reflect these values. Therefore a statement of major public values must precede any specific statement of goals and objectives.

ASSUMED: major values to guide regional planning

IF ALL values could be reduced to one and we could somehow measure progress in units of gain in this value, it would order public decisions and simplify the criteria for judging alternate plans. We could even define a best plan as that one which moved further along this value direction than any other plan in a given period of time. But there are many values, and no universal one has yet been identified. Ours is a "pluralistic" society, in which we attempt to respond collectively to multiple values. In such a case it seems better to identify the main sets of values and to consider and weigh plans against all of these in an attempt to provide balance and continuing review. The following three sets of values, then, are those we assume to be appropriate guides for regional planning.

Harnessing Natural Forces

Since the start of time man has been employing his superior intelligence to control forces of nature and bend them to his own advantage. Humanity still holds this work high on its priority list even though today the task has moved well beyond the elemental one of achieving survival and subsistence. Man now seeks greater control over his physical environment for comfort, convenience, personal health and social utility.

For example, today man would like to:

- *Modify weather by seeding rainclouds or doming cities*
- *Inhabit new territory in outer space or under the seas, in the rain forest or on the desert*
- *Overcome biological frailties by repair of mind and body*
- *Organize the land surface to facilitate the doing of man's work*

As a community of people we seek greater personal command of natural resources—enlargement of the common wealth. Everyone desires more of the products of nature than he had pre-

viously; material goods must be harvested faster than population grows.

As evidence of this, man seeks to produce:

- *More horsepower per person*
- *More floor space per person*
- *More communication per person*
- *More food per person*

Material gains derived from controlling the environment enable us to rise above the drudgery of mere existence to a position where more attention can be devoted to the creative and imaginative side of our natures.

Organizing an Equitable Society

While mastering physical surroundings and tapping natural resources, we soon realize that the benefits are distributed in imperfect proportions among the people. This has always been a concern of society—how to distribute the fruits of collective labor more equitably. Although America has perhaps more than any other industrial society been able to distribute its rewards so as to have a very large middle class, there remain many who do not enjoy a sufficiently broad range of choices or opportunities for personal improvement. Attention to this problem is currently of substantial importance.

Besides income there are many other facets that require change and adjustment if society is to retain equilibrium as it adapts to new situations. Many exquisitely tooled mechanisms discipline man in his dealings with fellow men. To strive for further perfection of this society of laws and order is a worthy task for many years to come.

Among the measures instituted by man for social equilibrium are:

- *Protection against violations of the social order:
laws, prosecutors, courts*

- *Meeting common needs: public systems of transportation, education, health*
- *Redistribution of wealth: taxation, public welfare*
- *Interchange of material rewards from individual labor: common currency, real property, stock markets*

These provide equilibrium. Inequity of any kind threatens the smooth collective advancement of a society.

Building with Skill and Purpose

As the sculptor applies his talent to convert raw stone into a piece of art, so can the society of man apply its skill and competence to build surroundings that are handsome and meaningful. Especially today, with added economic means, men can devote more attention to building well, with care, with pride. Modern man has left many handsome settlements, but also many that do him no honor.

It should be possible to create an environment that delights the senses, and thereby assists men to reach higher and aspire for even further accomplishment. Excellence of design is part of this value, but goodness in the entire urban environment provided by a community of men can itself incite and support creative dynamism. Man need not yield to a low denominator as he converts field and forest into an environment of steel and concrete. Purposeful building of the urbanscape should impart, in its own way, as much delight as can the natural landscape that preceded it.

There may be other value categories, but these three are asserted to be the main sets for our society. To repeat: harnessing natural forces, organizing an equitable society and building with skill and purpose. These values can provide the general guidance for future choices. But to be realistically applied, they must be sharpened to more exact planning targets which we will call goals. Given more particular goals we can imagine a system of measurements showing progress toward these goals, and providing "feedback" measurements that can be used to assess progress and performance.

PROPOSED: long-range goals for regional planning

REFOCUS now from the sweeping but dimensionless values that eternally drive mankind ahead to the more specific and attainable goals we seek for our Region in our time. Even these goals are general enough to be valid over decades because they will require decades to be realized. But they are real and measurable, and progress toward them can be gauged against that of other urban regions and against the past. There may be many possible goals. For regional planning the following three are primary. In each case success is measured by improvement, or at least no loss, in the Region's competitive position.

Smoother Performance of the Urban Machine

An obvious goal for the Tri-State Region is to make it work more smoothly and more effectively than it does today. In addition these gains in performance should be equal to or better than gains in other urban centers. As stockholders in the Region's common wealth, the public seeks higher dividends from its investment of collective energy. Such dividends can come in the form of increased personal wealth or leisure. Progress can be measured in productivity per capita, giving the planner a continuous index of performance.

This is the modern version of harnessing nature. It calls for greater ease in performing the Region's functions, greater economic efficiency. Most vividly these gains can be seen in more and cheaper horsepower, wider communication and faster transport. More subtly but just as importantly the arrangement of activities on the land contributes to smoother regional operations. Ultimately, the rewards come to rest in the hands of each member for his personal satisfaction—more income, more leisure time, more space.

Illustrations of higher performance level are:

- *More and cheaper production of energy, including the power to run machines and make systems function*
- *More and cheaper communication via telephone, xerography, computers, television*
- *More and cheaper transportation of people and goods to accomplish the sum of all individual purposes*

- *Organization of buildings and land to make more efficient use of energy and communication and transportation, or to trade these gains for added space and privacy*

All such gains can be viewed as freer flows of people, goods and ideas, easier interchange between each man and all other things and men. They enlarge every man's circle of information and activity.

Wider Opportunities for Full Participation

Not everyone is able to enjoy the benefits of the Region's improved performance. Some are blocked from free choice of housing, education, jobs and recreation because of malfunctions in the social system. The goal is to find ways and means of enlarging opportunities for all persons, and also to provide greater gains for those presently disadvantaged so as to achieve greater equity and social stability.

Some inequities result from ethnic and racial bigotry, requiring the corrective force of public law and personal conscience. Another major limitation on opportunities is lack of income. Clearly we are searching for the best means to provide minimum standards of income and ways to prevent unemployment and underemployment. Some have simply advocated a guaranteed income, others support public housing, subsidized health services and other indirect forms of assistance. This is a complicated but urgent problem.

Above the minimum needed to protect any citizen from falling below human standards, there should be increased opportunities for every citizen to improve his position. We would like to raise our sights above the minimum concern for relieving pain and hunger to include a larger interest in opening opportunities for greater personal choice. Progress toward this goal depends in part on having a wide selection of services available to the public, such as education and recreation. It is intertwined with one of the distinctive traits of the Tri-State Region—social mobility.

Possibilities for increased opportunities include:

- *Education: at the minimum for secondary school training, but also at higher education levels for those who choose it*
- *Employment: at least a minimum wage job, but more personally rewarding work when possible*
- *Recreation: at least a park for children to exercise, but preferably a choice of parks*
- *Home environment: at least a safe and sanitary dwelling place, but preferably a wide choice of housing and neighborhoods*

Such concerns also put demands on the Region for improvement in the settings of daily activity.

Richer Environment for Urban Life

Doing our work with skill and purpose means building our Region with all the competence that can be marshalled. At the least it calls for reduction of noise, ugliness and pollution. At the next level it implies preservation of unique imprints of nature and history. At a more ambitious scale it suggests creation of beauty and interest.

Our goal is to create a Region that is rich in natural and man-made environs, offering a variety of forms to match the diversity of individual preferences and personalities.

For instance, there should be settings and occasions:

- *Reclaimed from times past and restored to original form*
- *Affording vistas of land and sea*
- *Displaying the newest in architecture and design*
- *Calmed by the space of landed homes and parks*
- *Packed with youthful action and innovation*
- *Offering championship sports and performed arts*

This set of goals is difficult to measure because it involves personal taste. At the very minimum, however, it can be agreed that resources of air, land and water should be so managed that they present no threat to life and good health. Beyond that, notable buildings, sites, views and oddities can be inventoried, and the best can be made accessible to the public at reasonable cost. What proportion of such places are to be preserved is open to debate. Creating new environment of human worth is still harder to measure. It cannot be legislated or decreed, but at least public education can be made to include training for sensitivity to surroundings, and public recognition can be given to successful creators.

In summary, these broad sets of goals—smoother performance, wider opportunities, richer environment—provide a measurable basis for plan making. Within goals there are shorter range objectives which stepwise lead to goals. They are a somewhat different aspect of planning, falling more nearly in the realm of spending programs and construction projects, and will not be dealt with here. It is more appropriate to look at the impact that broad values and goals themselves have on land settlement.

DERIVED: a plan for regional development

LAND is a limited resource...Once put to urban use it is seldom changed...The pattern of land settlement influences planning of public service systems.

This series of hard facts makes future land use a major concern of those responsible for planning regional highways, transit, water supply, sewerage, parks and hospitals. With committed values and goals for long-range planning, it is possible to describe the pattern of human settlement that would result.

In March 1967 the Commission issued a set of seven regional development alternates to stimulate discussion on the Region's future development pattern. All seven looked to the year 2000, but each of the alternates derived from a different set of goals. Now a single plan has been structured, incorporating elements from various alternates consistent with values and goals enumerated in preceding pages. Moderate increases in population (5.3 million to 1985 and 9.6 million to 2000) are accommodated in the plan, as opposed to any concept of restraining regional population growth or diverting it to other regions.

People are sensible, and their actions are rational. Starting from that belief, our plan is to accommodate public preferences to the extent that they can be discerned, so long as they do not work unfair disadvantage to others. Thus, we wish people to select their housing, rather than impose a choice made by government or elite groups. Likewise we want entrepreneurs to choose locations for commerce to the best interests of the economy. However, some public intervention is needed to maintain direction toward regional goals. In combination, these private and public actions lead to a pattern of land use that best serves the general welfare.

Laying out this future development on the landscape, with careful attention to the goals of smoother performance, wider opportunities and richer environment, produces a plan having three broad characteristics. They are: preservation of generous open lands where nature is predominant, a gathering of economic activities in relatively dense clusters, and dispersal of housing in predominantly residential areas.

Preserving Open Land

Residential neighborhoods and commercial centers strongly affect the configuration of regional development, but so does open

space. In this context open space is defined, simply, as the absence of development. It punctuates the settlement pattern by apparently illogical interruptions of building regularity; it preempts land from otherwise normal development.

Fundamental to the plan for regional development are numerous expanses of open, or nearly open, land held at lower densities of development than their environs. Many such enclaves already exist because of zoning, conservation, and the establishment of public parks, private golf courses, large land holdings and water supply lands. In addition to serving as "quiet zones" in a busy Region, these places will afford visual contrast with cities and suburbs, and will provide locales for nature to continue its normal cycles relatively undisturbed by urbanization.

The locations of open land preserves begin to suggest where high-density versus low-density development should go, and where all development should be prevented. Concentrations of economic activity are appropriate at more dense locations, low-density uses can be adapted to the open areas, and well-planned middle-density development occupies the remaining land.

Taking maximum advantage of the Region's natural character, the open land preserves will:

- *Provide regional parks, forests, beaches and recreation resorts*
- *Protect water supply reservoirs and their adjoining watersheds*
- *Save steep hills and mountains from destructive development*
- *Support the most appropriate districts of acreage zoning*
- *Maintain the headwaters of major streams*
- *Conserve wetlands and other wildlife sites*
- *Preserve natural landmarks*

These islands of predominantly open land will widen opportunities for recreational participation, preserve natural endowments and create a variety of urbanization. Taking this position means rejection or modification of many alternatives, such as a "greenbelt" girdling the central city, several greenbelts around several secondary cities, a continuous network of greenery comparable to a network of highways, or all open space distributed among private house lots.

Gathering Economic Activities

Stores, factories, warehouses, offices, theatres, restaurants and other nonresidential enterprises seem to work more effectively when they are grouped together rather than set alone. Manhattan is the epitome of economic clustering, and lesser examples can be cited down the scale through older central cities,

large industrial parks and shopping centers with their peripheral activities, small shopping centers and isolated hospitals to cross-roads with stores and filling stations. With greater speed and flexibility of travel made possible by the automobile, the necessity to gather activities has lessened, permitting owners and workers to pursue higher productivity and personal rewards in more spacious locations. Our goal of better performance of the regional economy points toward continued clustering of nonresidential activities, but in somewhat smaller scale than the past.

In terms of jobs or employment:

- *The Manhattan business district remains constant at about 2 million*
- *The 30 next largest places grow at the rate of 3 or 4 percent every decade*
- *130 smaller places grow at the rate of 10 to 20 percent per decade*
- *And 180 new groups are constructed*

In addition to growth by attraction of more activities, these places will grow in response to modern economic demands for more building space per activity, per worker, per customer, per client.

In terms of floor space or buildings:

- *The Manhattan business district increases about 7 percent per decade to keep abreast of changing space requirements for the same number of workers.*
- *The 30 next largest places grow 9 percent per decade to provide needed space per worker*
- *130 smaller clusters will grow 13 percent each decade for each worker*

All parts of the Region have increased floor area in non-residential buildings under this concept, but smaller groupings become more numerous and account for a larger share than at present. Manhattan increases in productivity and prosperity by even greater specialization of labor and function, rather than by increases of workers and residents. More comfortable, more direct and more rapid travel to Manhattan must be provided by rail and bus transit. In other places an expanded highway network for automobiles and buses is paramount.

The spatial arrangement of half these places is fixed by existing development. They are expected to absorb three fourths of new building construction. The other clusters are at new locations determined by indicators of urbanization and accessibility.

New clusters of predominantly economic land use will be sited:

- *At centers of urban communities*

- *Along axes of urban corridors*
- *At crossings of urban corridors*
- *At contact points between urban areas*
- *At interchanges of major transportation routes*

This plan for nonresidential clusters furthers the goal of smoother performance and greater efficiency by providing an arrangement of work places and market places that is well attuned to the mechanics of a modern economy as evidenced by recent patterns of plant, office and store location. This plan also furthers the goal of richer environment by creating higher density points in contrast with lower density surroundings and by affording opportunities for imaginative design.

Alternatives were rejected that called for large new cities of a million or more persons, or emphasis on growth in a single urban center, or a limitation on total regional growth. Rejected also were secondary features associated with these ideas, including excessive reliance on high-density living and rail transit.

Dispersing Residential Activities

As incomes rise, more households will be able to fulfill their latent preferences for better housing accommodations. If their preferences are similar to those already evident among the next higher income group, as seems reasonable, there will be a proportional increase in single-family houses. Therefore, 60 percent of all new residences will be one or two-family houses, 25 percent will be in elevator apartments, 10 percent in garden apartments and 5 percent in other types of housing. Implicit in this expectation is the release of a large stock of walk-up apartments located primarily in the older cities. As rising incomes allow families to exercise their free choice for other housing styles or more spacious lots, the lowest income families will be able to select from a larger housing supply, thereby reducing crowding and ultimately relaxing pressures to a point where clearance will be possible with less dislocation.

Another consequence of this plan is that those who are confined by income or race to slum conditions will have better opportunities to find homes in outlying locations. Coincidentally, they will then be closer to jobs that are planned in numerous clusters. In this way the Region can take advantage of change for social as well as economic gain. All this promises long-term progress toward the goal of wider opportunities for full participation in the rewards of society.

Almost all housing gains will occur on land now vacant. This is so because rebuilding of land already in use tends to add only small net increases and sometimes, as in many urban renewal projects, reduces densities.

In terms of housing densities:

- *High-rise apartments and town houses will be located in or near clusters of economic activity*
- *Garden apartments and single-family subdivisions will be located near playgrounds, stores and transportation lines, avoiding airport approaches and heavy industry*
- *Homes on large lots will be dispersed in low-density open lands while preserving worthwhile natural sites*

In addition to needing more housing for more people, the Region will also need more space for each person. This is in keeping with expectations of higher incomes and higher expenditures for housing. But this will be evident not so much in larger houses and apartments as in more houses and apartments for smaller households. As a result, areas now developed will show declines in population as people sort themselves out in more spacious accommodations.

In terms of floor space:

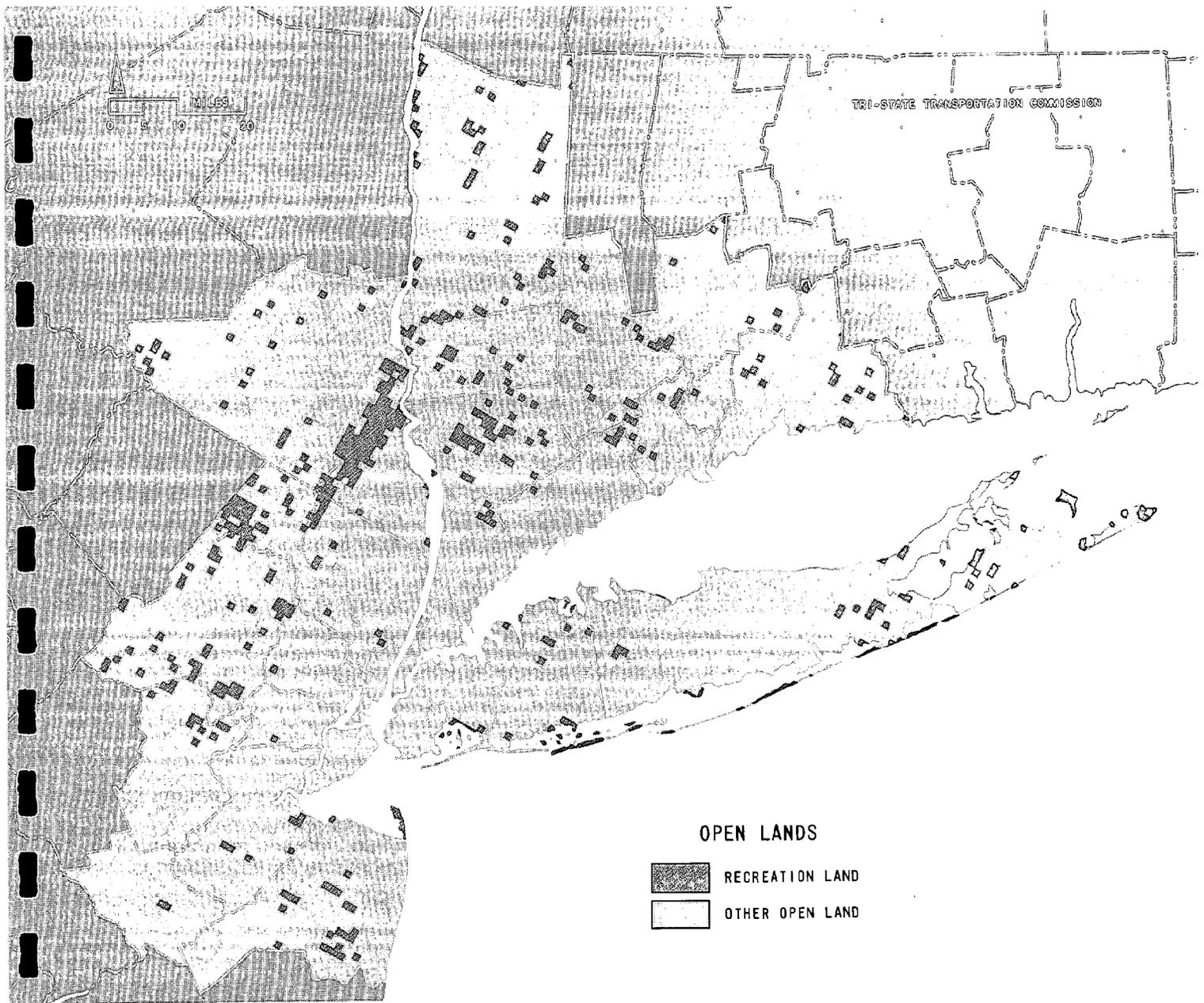
- *Floor space per person will increase about 11 percent per decade*
- *Floor space per household will increase about 4 percent per decade*

Rejected or modified from the earlier alternates were extreme concepts of residential development that called for strong dominance of high-density, high-rise concentrations or low-density, single-family spread. Instead, a middle ground of diversity is proposed. Beyond the social benefits already mentioned, the pattern resulting from this plan also contributes toward the goal of smoother regional performance by placing residences where they are more accessible to the sum of all household activities.

Adapting to Change

We stated at the outset that technology is changing, urbanization is increasing at a rapid rate and that planning takes advantage of change. Although there will be no swift technological breakthrough to alter drastically the pattern of living, we must temper any plan for the future with recognition that changes over time will illuminate new opportunities for a better plan. Undue rigidity may itself be an obstacle to improvement, just as the status quo is often an enemy of social mobility.

This is not to say that plans should not be firmly advanced, but rather to suggest that the plan maker should preserve opportunities to correct and adjust in response to actual events over time. A process of review and refinement should be designed and followed.

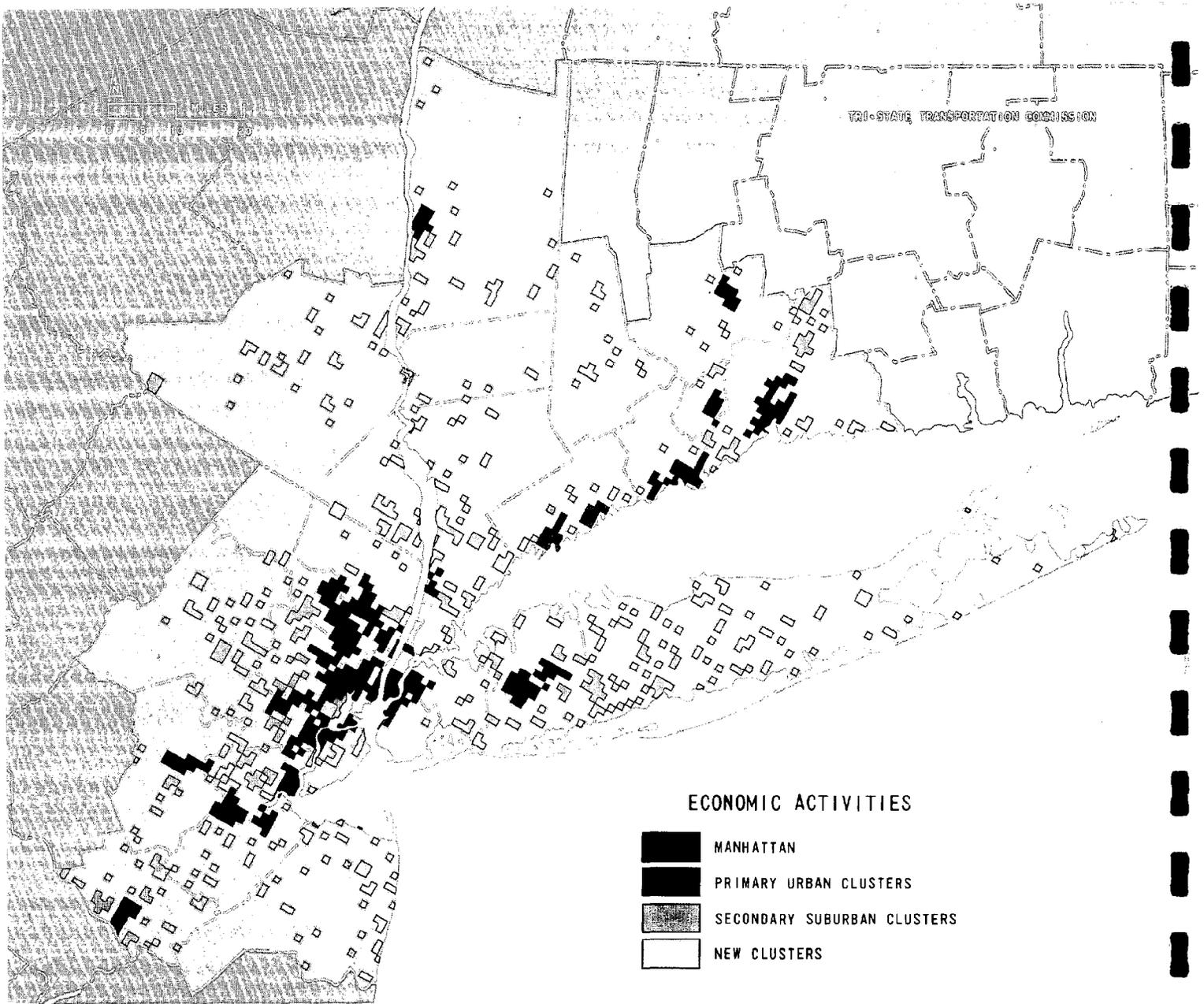


Almost half of the Tri-State Region's land area would be retained in its natural or semi-natural state under the plan shown on this map. Each square mile would be characterized by one or more of the following: large-lot residences, golf courses, reservoirs, parks and natural preserves. Some square miles may also include small groups of stores and other incidental urban activities. By 1985, 10 percent of the Region's population would live in this area, yet some land would remain as field and forest to be used in later years for low-density purposes. All the square miles shown here have this in common: widely spaced structures or no man-made structures. Sufficient recreation space has been provided for regional park

needs to year 2000; 25 percent of this space will be provided from lands outside the Region. This plan includes:

- 614 square miles of regional recreation land; three times the current acreage (additional acreage for local purposes is included with residential areas in other square miles).
- More than 3,500 square miles of land for low-density residences, protected watersheds and natural preserves. (Only a portion of this land will be so used by 1985.)

The largest expanse of open land is in a mountainous area extending from the Skylands of northern New Jersey across the Hudson Highlands into the Berkshires of Connecticut. Long stretches of ocean beach are also preserved.

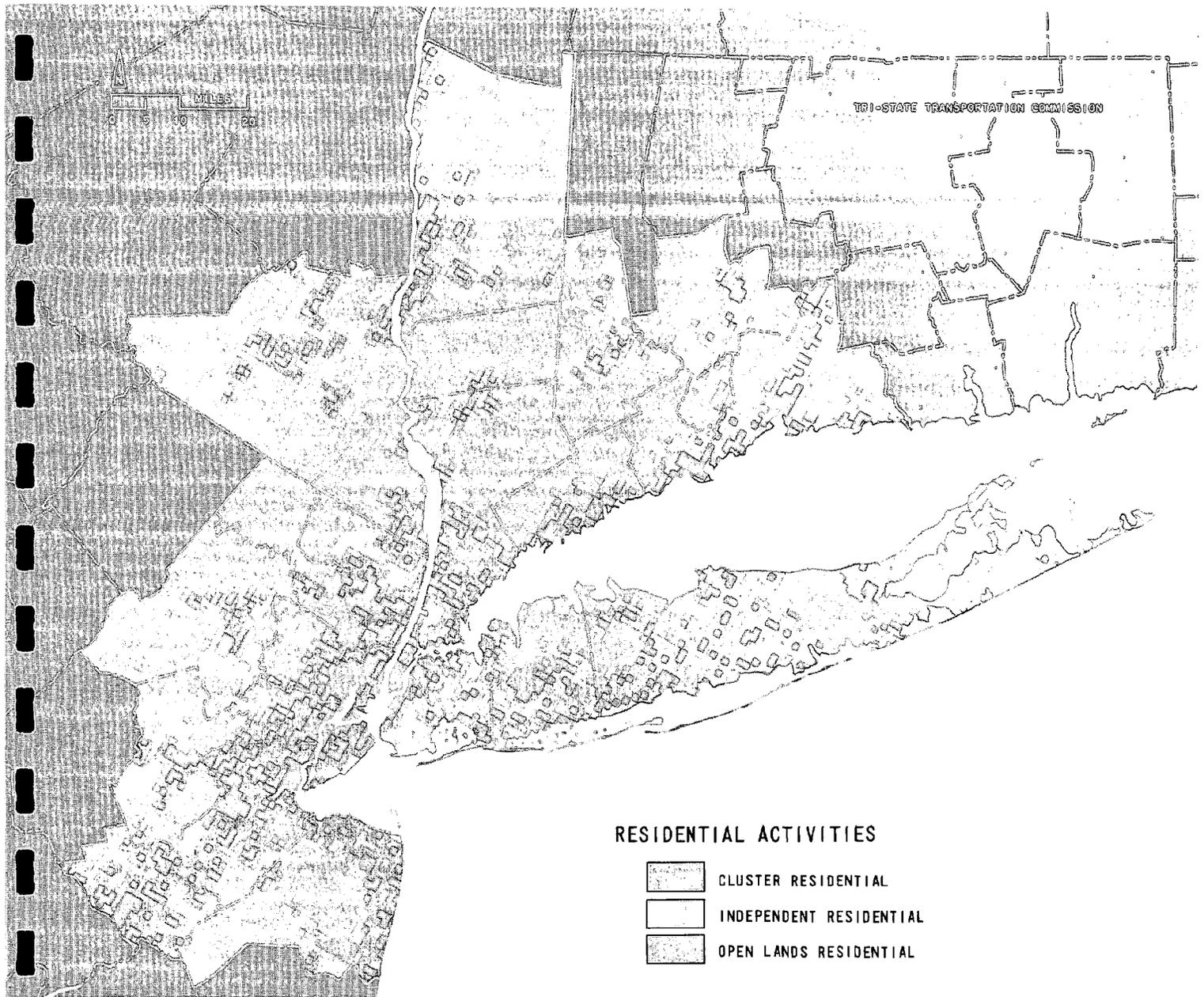


Stores, offices, restaurants, factories, warehouses, hospitals, public buildings and other nonresidential development should dominate these square-mile areas in 1985. Some of these clusters exist now, others will develop between now and 1985; some will be intensely developed, others will not be tightly knit; some will contain both degrees of development, and in most cases, will consist of contiguous square miles. Substantial numbers of residences, mostly apartments, will also be included. Thus the land-use mixture in these clusters will vary, but the basic purpose of their existence will not: to conduct business efficiently.

The Philadelphia-to-Boston corridor, following major transportation lines of the North-

east, is clearly evident in this plan. Following is a tabulation of the total amount of floor space contained in the economic clusters:

Cluster Type	Floor Space Summary (millions of sq. ft.)		
	1963	1985	1963-1985
Manhattan	530	620	17%
Primary clusters	1030	1410	37%
Secondary clusters	410	830	102%
New clusters	-	330	-
Total nonresidential	1970	3190	62%
Associated residential	1340	2170	62%
TOTAL	3310	5360	62%



RESIDENTIAL ACTIVITIES

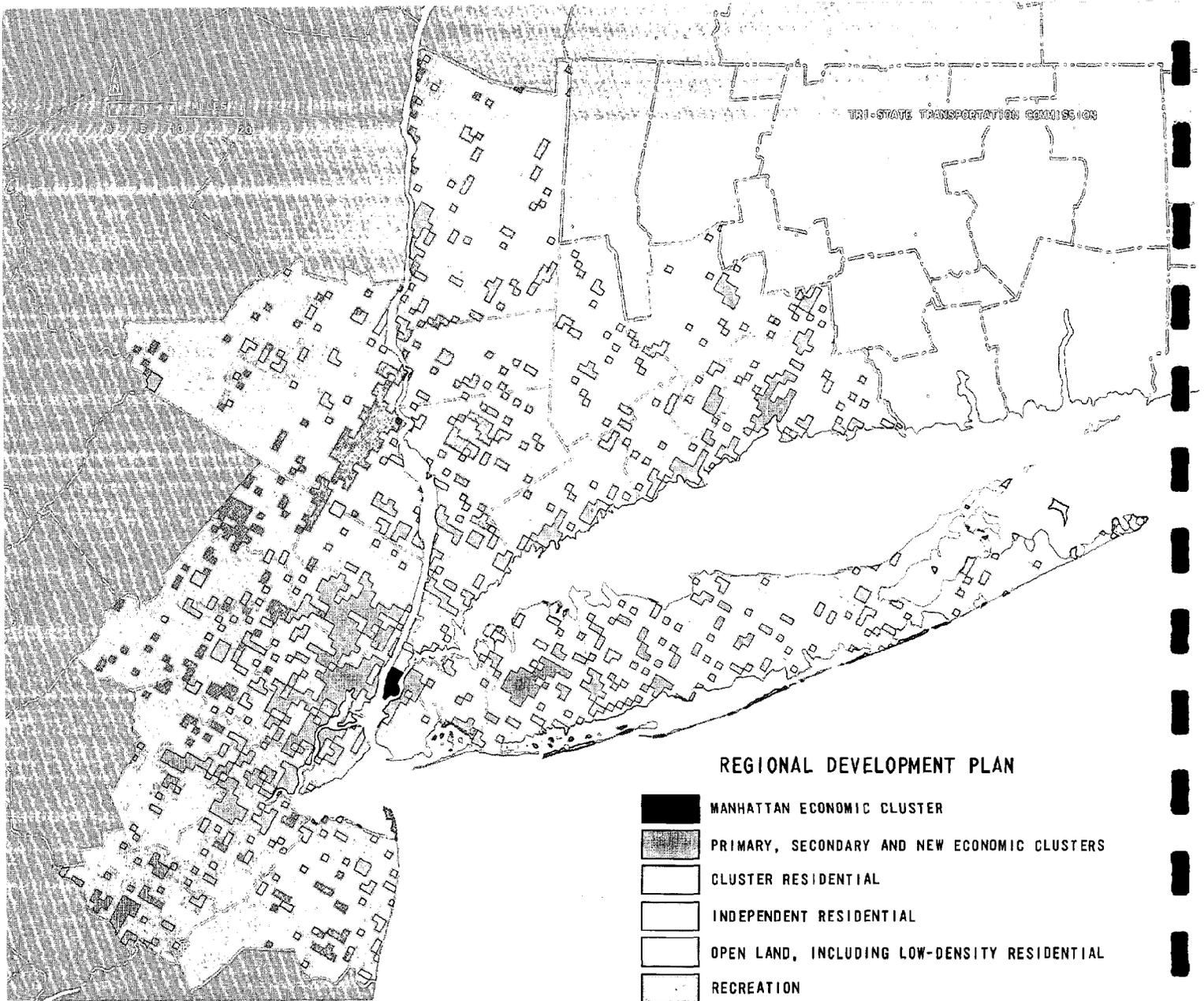
-  CLUSTER RESIDENTIAL
-  INDEPENDENT RESIDENTIAL
-  OPEN LANDS RESIDENTIAL

The predominantly residential parts of the Tri-State Region should occupy these square miles. Along with houses and apartments these areas contain schools, playgrounds and diversified commercial establishments, such as supermarkets, branch banks, automobile showrooms and lumber yards. Thus, each square-mile unit represents a specific amount of living space, although it provides for and includes a mixture of many related activities. Residential sites of heightened density encircle the economic clusters shown on page 16, which themselves contain compact residential parts. Reduced-density sites coincide with the open lands shown on page 15. Other residential sites are relatively independent, being oriented neither to clusters nor open lands. In each square mile the

actual density depends upon the prevailing density of that place relative to others.

Heavy future population settlement is evident on the coastal plains of Long Island, lower Connecticut and central New Jersey. The total floor space devoted to residences and what goes with them in 1985 follows:

Residential Activity	Floor Space Summary (millions of sq. ft.)		
	1963	1985	1963-1985
Residential	4510	7240	60%
Associated nonresidential	1170	1860	60%
TOTAL	5680	9100	60%



REGIONAL DEVELOPMENT PLAN

- MANHATTAN ECONOMIC CLUSTER
- PRIMARY, SECONDARY AND NEW ECONOMIC CLUSTERS
- CLUSTER RESIDENTIAL
- INDEPENDENT RESIDENTIAL
- OPEN LAND, INCLUDING LOW-DENSITY RESIDENTIAL
- RECREATION

The values and long-range goals discussed in previous pages have an impact on human existence that produces this land settlement pattern for 1985 and beyond to the end of the century. The elements are: preservation of generous open lands where nature is dominant; a gathering of economic activities into clusters; and a dispersal of housing in predominantly residential areas. This map is thus a combination of the maps on pages 15, 16, and 17. It also allows for transportation and other functional systems to serve the settlement pattern. These systems will be treated in later reports.

This and other maps in this report use a quantified, square-mile grid system to express graphically the distribution of land-uses across the Tri-State Region. Square-mile units are

deemed adequate for regional planning while permitting less-than-square-mile detail to be carried out in local planning work. A summary of the square miles devoted to each activity follows:

Activity	Square Mile Summary
Recreation	614
Other open land, including low-density residential	3556
Manhattan economic cluster	1063
Primary, secondary and new economic clusters	
Cluster residential	
Independent residential	1726
Independent residential	1918
TOTAL	8877

FORESEEN: functional plans and action programs

RELATIVELY independent systems of public facilities provide service to people and enterprise of the Region. These systems are identifiable by their functions—transportation, recreation, sanitation, hospitalization, education—and a separate plan can be derived for each function. All plans would be designed to serve the settlement pattern outlined for 1985. Thereby, all would be guided by the three sets of values and would pursue established long-range goals. Additionally, all would be expressed in common terms, permitting comparisons from function to function and from present to future.

To present functional plans is not the purpose of this report. But some elements of these plans are already evident by reason of the land settlement pattern. For example, rail transit focused on Manhattan and an expressway grid serving the rest of the Region; abatement of pollution in air and water; disposal of solid waste primarily by compaction and reuse rather than landfill and incineration; rebuilding the harborfront and speeding distribution in Manhattan; efficient transfer of goods between transport modes; supplying water to the Region in sufficient quantity and quality from a vast system of remote reservoirs; apportioning services to population on a one-for-one basis, including recreation, education and hospitalization; providing housing for low-income families, outside poverty pockets. More specific functional plans will be issued in sequence.

It is in the programming and construction of functional facilities that long-range goals are converted into precise and attainable short-range objectives. This is the practical world of regional planning.

The capital budget for the Tri-State Region was \$1.8 billion in 1962, and has been reliably projected to grow to \$3.8 billion in 1985. This is the total spent on capital items by all levels of government. Apportioning and ordering these yearly investments so as to achieve the greatest possible advancement toward established goals is our purpose. This involves comparing in-

dividual construction proposals against desired goals, evaluating alternative ways of performing similar public services, weighing the relative benefits of spending for one function versus another. It also relies upon accurate information about the Region, monitoring of trends, review of expenditures, reappraisal of plans, adjustment to change.

These are general principles and methods by which regional planning is brought to bear on current decisions for actual development. Tangible results will come from decisions to construct or not to construct a particular public facility, to intervene or not to intervene in a given aspect of the private economy. It will be the policy of the Commission to enter this decision making arena from time to time with hard-edged action proposals. Most such proposals will flow from functional plans as they are completed and issued by the Commission. Others will be generated by unpredictable events or special studies assigned to the Commission. It may be useful to illustrate the lines of action that seem appropriate for a regional planning commission. Elaboration can come later.

Examples of possible action programs are:

- *Suggestion of capital improvement projects to fill out an incomplete network, or to project it to a more distant planning target. Tri-State's interim transportation plan did this for the regional expressway network, while Tri-State's general aviation plan did the same for airports.*
- *Consolidation of independent public agencies performing related functions to achieve system-wide programming. For instance, The Metropolitan Transportation Authority consolidates programming for the New York City Transit Authority, Triborough Bridge and Tunnel Authority, and Long Island Rail Road.*
- *Redirection of taxing systems from a property base to a user base or a broader base. Metering of water in New York City (or other cities) would be an example of this. It would place the cost of water directly on those who consume it, and free the property tax for other pressing needs that cannot be charged to users. An example of the shift to broad base tax is New Jersey's sales tax, which spreads the financing of important regional facilities over a wide tax base.*
- *Reexamination of zoning powers with an eye toward area-wide development patterns. In New Jersey consideration is being given to a modern state land-use law; in Connecticut legislative proposals have been made to prevent discriminatory zoning; and New York over recent years has expanded the powers of counties to review local zoning.*
- *Granting of bonuses to reward better-than-average private development projects. Planned unit development, a device used in New York City, provides bonuses in the form of zoning flexibility; ten percent increases in Federal aid, a device used by the Water Pollution Control Administration, rewards projects that are well coordinated with regional development plans.*

- *Combined application of diverse government programs at specified locations to demonstrate the feasibility of drastic change. The Model Cities program focuses government aid on the worst slum locations. A comparable program—call it New Towns—could demonstrate improved methods for building new communities, including housing for those who wish to leave the ghettos. Innovation is a central feature of such programs.*
- *Single-purpose tests of new technology. The transportation demonstration projects carried on by the Tri-State Commission over the past six years are examples. Others might be undertaken in the field of housing or waste disposal.*
- *Deferred payment programs to finance complete systems of regional facilities. State bond issues for parks (Green Acres), transportation, pollution control (Pure Waters), water supply (Blue Acres), and urban renewal (Urban Development Corp.) are actual examples.*
- *Extraordinary action to bring a passed-over site into the mainstream of regional development. New Jersey's proposal for State-sponsored development of the Hackensack Meadows is a case; another is New York City's plan to remap a large part of Staten Island.*

A fully developed plan has more than maps. It has long-range goals. It has short-range priorities. It has cost estimates and revenue expectations. It moves by responsible political process. It monitors and adjusts to change. It is a sensitive guidance instrument following a deliberate course toward a chosen future.

All of these facets will be brought to bear on the task of planning for a better Tri-State Region and, indeed, building it. The Commission will advance specific action proposals to the Governors of this Region as such proposals become evident.

As a result of several years' joint study and coordination with the Region's planning agencies, the Tri-State Regional Planning Commission has detailed and modified its Regional Development Guide as shown on the following pages. The Commission has proposed a level of growth measured in population, housing units and jobs, for each sub-area of the Region, which might be used as a target or objective for long-range planning purposes. We believe that these levels of growth are within a range acceptable to most county, city and regional planning agencies. The Commission has also modified the maps, which show how the Region's land might be developed at this level of growth, to reflect the plans of counties, cities and other planning agencies. These details in no way change the goals and principles originally set forth in 1968.

Resolution No. 195 ESTABLISHMENT of TARGETS for PLANNED CAPACITY of POPULATION, JOBS and HOUSING UNITS

WHEREAS, the Commission adopted goals and plans for future growth of the Tri-State Region in a Regional Development Guide dated October 1968; and

WHEREAS, that general plan has since been refined and coordinated with subregional plans; and

WHEREAS, cross-acceptance of plans is required by HUD; and

WHEREAS, the joint acceptance of maximum development levels is a step in this direction; and

WHEREAS, the Commission wishes to provide a set of common measures;

NOW, THEREFORE BE IT RESOLVED, that the following targets for planned capacity of population, jobs and housing units are proposed pursuant to the Regional Development Guide:

	POPULATION (000's)	EMPLOYMENT (000's)	HOUSING UNITS (000's)
Central Naugatuck	480	168	173
Greater Bridgeport	416	193	150
Housatonic Valley	389	136	138
South Central	822	374	295
South Western	514	228	182
Valley	139	57	50
Bergen	1,362	606	501
Essex	1,050	549	399
Hudson	621	528	261
Middlesex	1,472	654	540
Monmouth	1,225	429	442
Morris	794	278	286
Passaic	634	282	236
Somerset	597	209	217
Union	696	322	255
Bronx	1,698	411	684
Brooklyn	2,724	735	1,123
Manhattan	1,539	2,623	833
Queens	2,214	587	913
Staten Island	514	170	197
Dutchess	908	383	339
Nassau	1,594	708	581
Orange	1,291	452	462
Putnam	229	72	81
Rockland	428	150	155
Suffolk	2,237	783	799
Westchester	1,506	669	551
TRI-STATE REGION . . .	28,093	12,756	10,843

AND, BE IT FURTHER RESOLVED, that revisions of these planning targets will be considered by the Commission upon request of a state, subregion or staff after review and report by the Executive Director.

Resolution No. 223 AMENDMENT of REGIONAL DEVELOPMENT GUIDE MAP

WHEREAS, the Commission adopted goals and plans for future growth of the Tri-State Region in a Regional Development Guide dated October 1968; and

WHEREAS, cross-acceptance of plans is required by the United States Department of Housing and Urban Development (HUD), and the Commission has designated its Regional Development Guide as the appropriate plan for acceptance by subregions; and

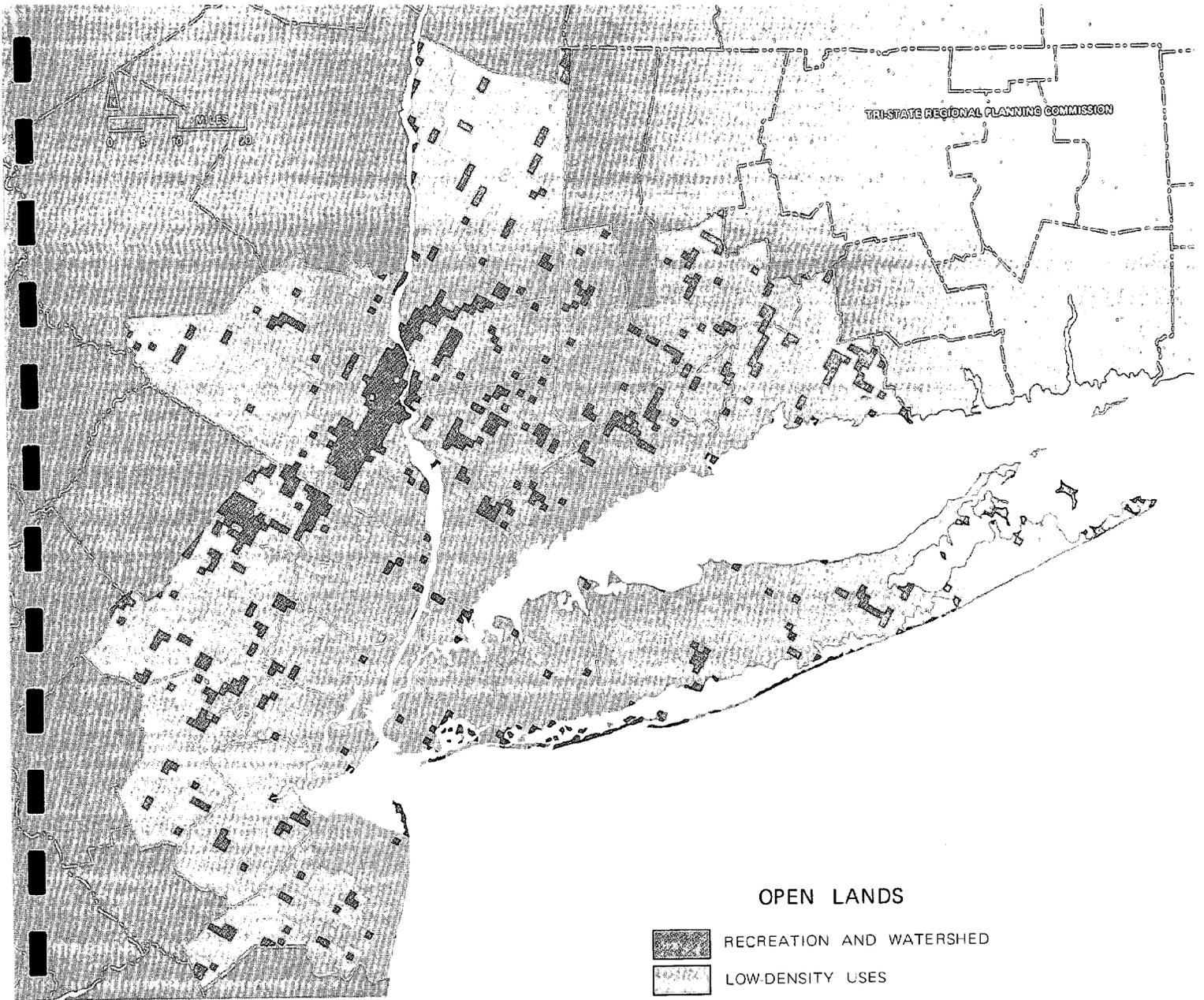
WHEREAS, modifications of the regional development plan map have been suggested to generally reflect subregional plans, while still adhering to the goals set forth in the Guide; and

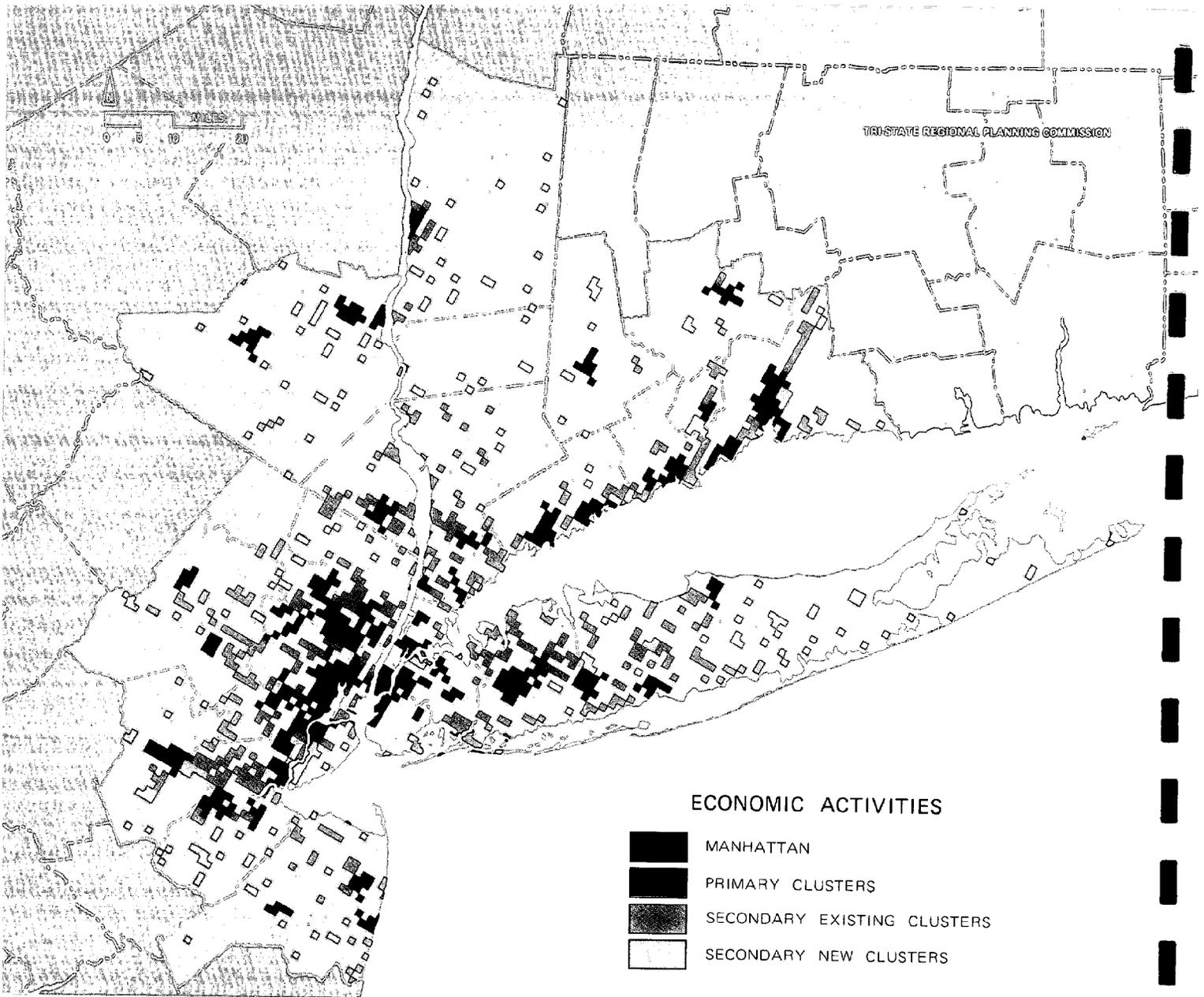
WHEREAS, the Commission wishes to present its most current guide map for cross-acceptance;

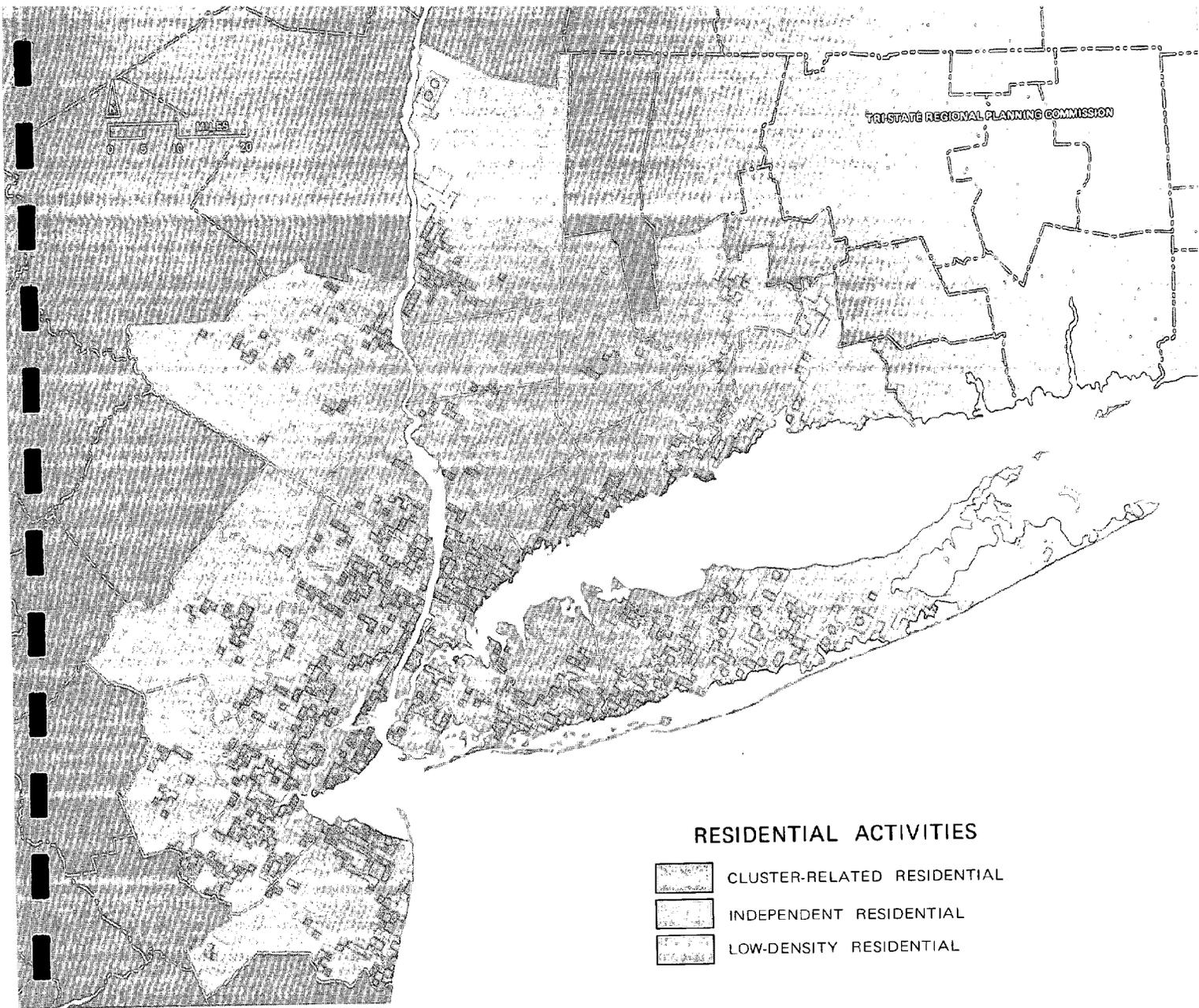
NOW, THEREFORE, BE IT RESOLVED, that the maps in the Regional Development Guide are hereby amended as shown on the revised regional development plan maps dated September 1972; and

BE IT FURTHER RESOLVED, that the maps in the Regional Development Guide shall be interpreted as general expressions of regional planning goals and are preliminary generalized interpretations of more detailed and specific plan maps adopted by subregional planning agencies and that such agencies shall be afforded further opportunity to resolve remaining map differences to obtain map conformance as part of the process by which subregions will be asked to accept the Regional Development Guide, and such process may include direct participation by state planning agency; and

BE IT FURTHER RESOLVED, that revisions to the maps in the Regional Development Guide will be considered by the Commission upon request of a state, subregion or staff after a report by the Executive Director.

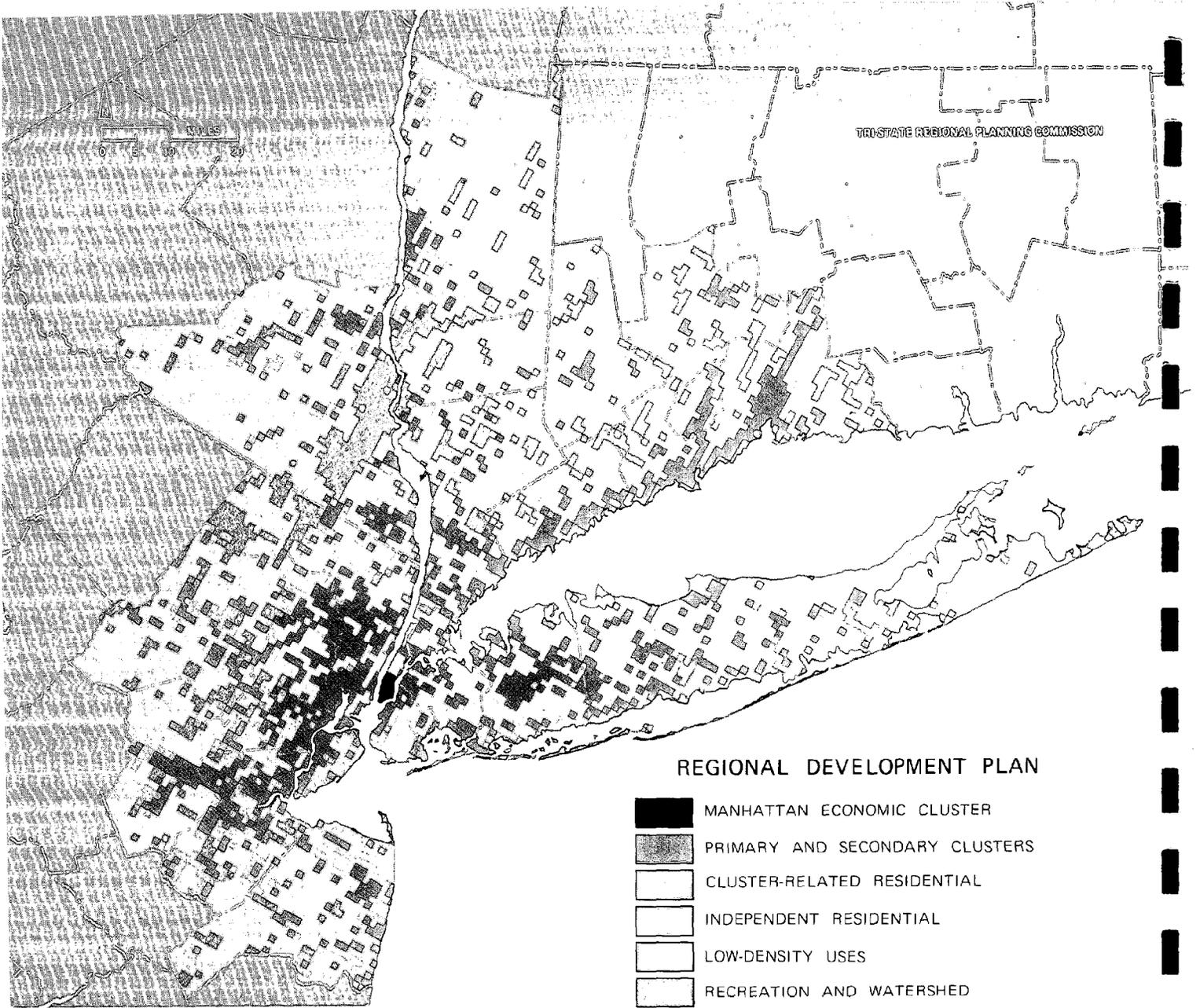






RESIDENTIAL ACTIVITIES

-  CLUSTER-RELATED RESIDENTIAL
-  INDEPENDENT RESIDENTIAL
-  LOW-DENSITY RESIDENTIAL



*This report was prepared by Richard S. DeTurk and
Stephen C. Carroll under the direction of Paul C. Watt.*



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