

Challenge

new communities

Riverton, N.Y.

Gananda, N.Y.

St. Charles, Md.

Flower Mound, Texas

San Antonio Ranch, Texas

Woodlands, Texas

Maumelle, Ark.

Park Forest South, Ill.

Cedar-Riverside, Minn.

Jonathan, Minn.

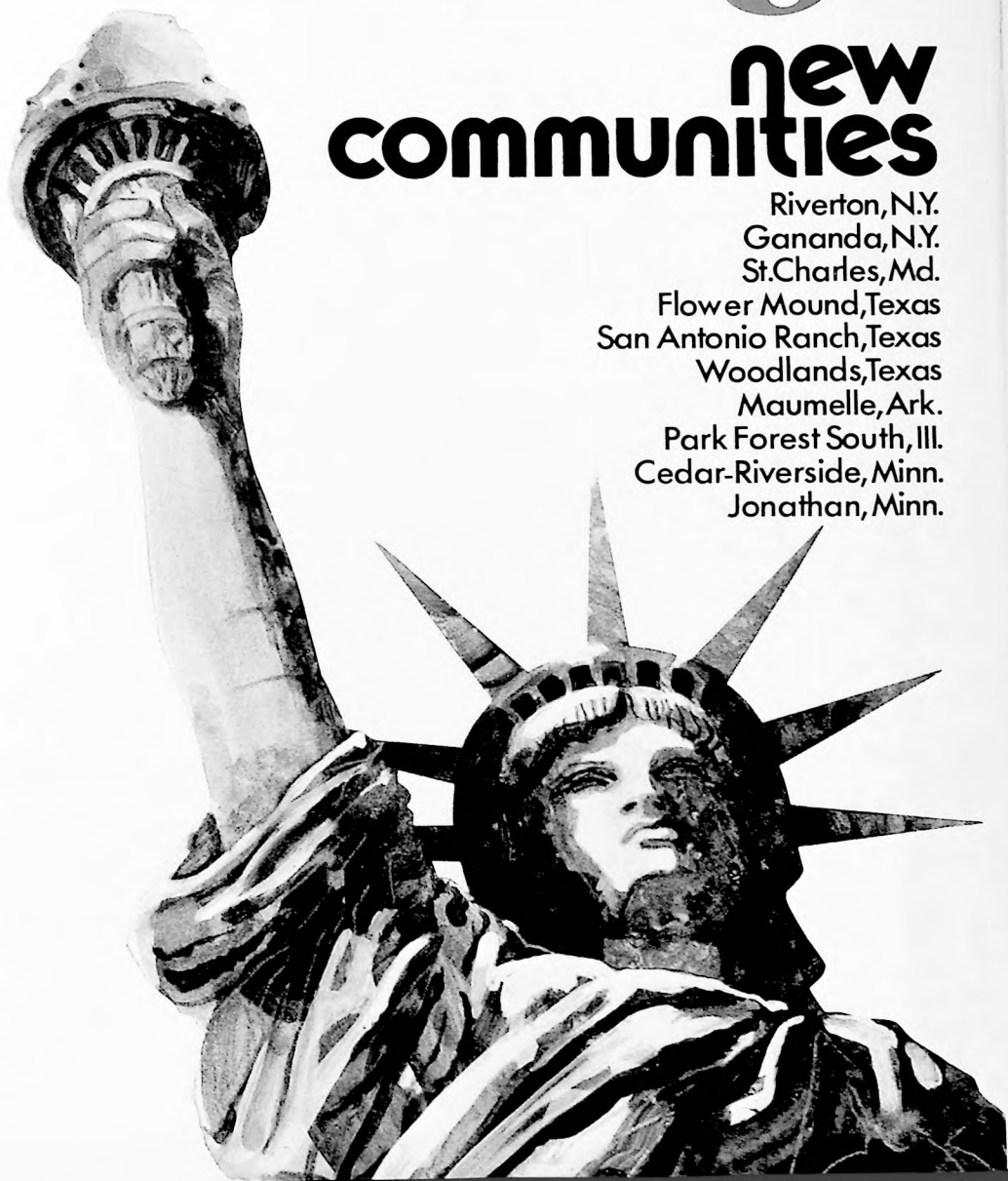


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HUD Challenge

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PAGE 4: Few challenges have stimulated man's ingenuity and his capacity to dream more than building new cities. Assistant Secretary Jackson describes some of the many attempts to stimulate development of new communities.

PAGE 8: Virtually every aspect of community life is considered in plans for HUD-assisted new communities whose design must bind the various urban functions into the harmonious whole which is the "Real City."

PAGE 11: Much of what Robert Simon, developer of Reston, Va., and Riverton, N.Y., has tried to build into his plans for new communities has now begun to be expressed in goals and priorities of Americans in general. He describes some of his concepts for new communities.

PAGE 17: The developers describe their new communities. HUD has guaranteed development loans for 10 new communities and is considering several more applications.

PAGE 24: The Intergovernmental Personnel Act makes it possible for local, State, and Federal governments to share the knowledge and experience of personnel.

NEXT MONTH:

The role and contribution of nonprofit sponsors in providing the housing this Nation needs will be explored along with other timely topics in the September issue.

COVER: As the symbol of American opportunity and of hope for the future, the Statue of Liberty is an appropriate symbol for new communities that represent the good life of our America of the future.

looking ahead

New Town Will Feature "People-Movers"

The Nilsen Group of New Hope, Pa., has applied for HUD approval of New Franconia, an automobile-free new town planned seven miles south of Washington, D.C., near Springfield, Va. It would be built around a monorail "people mover," giving residents of the 1,800-acre community toll-free service within eight minutes of any community station, plus a direct link to Washington Metro. High-, mid-, and low-rise housing for 29,000 people of all income levels and family sizes would be arranged around nine transit stations in descending rings of density. About 55 percent of New Franconia would be open space. A town center would have theatres, plaza, restaurants, schools, shops, and offices. Washington area planning officials envision the New Franconia mobility system as the possible nucleus of a mass people mover between the existing beltway and the future outer beltway.

Experimental Program Tests Ways to Stop Decline

HUD's Office of Research and Technology plans to fund an experimental program designed to test ways of preventing declining neighborhoods from experiencing further decline and housing abandonment. New York City has been selected for the first of possibly several such experiments because of the severity of its abandonment problem. The city has an estimated 100,000 privately owned units now totally abandoned, with an estimated 15,000 to 20,000 privately owned units being added to the total each year. "We want to see if applying our programs in still-sound transitional neighborhoods will keep those neighborhoods from becoming seriously blighted," HUD Secretary Romney said in announcing the HUD plan.

TV Presents Public Service Documentaries on Housing

This Fall Cleveland's WKYC-TV will feature a series of public service documentaries on Federal programs. Some of the 20 half-hour telecasts will be devoted to urban rehabilitation and low cost housing.

HUD Contracts for Portable Noise Meter

Last Fall HUD established specific requirements for noise abatement and control in HUD-assisted projects. Under this policy, Federal aid is withheld from new housing that would be affected by excessive noise pollution. To resolve

doubtful cases, however, accurate measurements are required, usually calling for expensive instruments operated by highly trained acoustical experts. In these indeterminate cases, it is hoped that the instruments eventually can be replaced by a small black box capable of operating unattended outdoors for at least 24 hours in all kinds of weather. Research will be undertaken by the National Bureau of Standards to plan, construct, and demonstrate prototypes that will allow evaluation of several approaches toward solving the problems of accurate measurement. HUD, assisted by NBS, will then evaluate the systems in the field, including related costs and benefits.

Energy Policy Project Established

The Ford Foundation has established a \$2 million Energy Policy Project which will focus on how to ensure adequate energy supplies while striving for environmental goals. Among matters to be explored are the more efficient use of energy, the structure of energy industries, the environmental impact of energy consumption, land-use planning, management of Federal energy resources, and the effects of tax policies. Study topics include field policy, building codes, import quotas, solar energy, life styles, and balance of payments. The project is headed by S. David Freeman, former head of the White House Energy Policy Staff, with offices in Washington, D.C. Professor Gilbert White, director of the Institute of Behavioral Sciences at the University of Colorado, will serve as chairman of an 18-member board of advisors, which includes university professors and administrators, leaders in the environmental and consumer movements, and executives in the energy industries.

Study On New Towns for Poor Completed

New Towns for low-income citizens built on the fringes of medium-sized American cities are envisioned under a recently completed study financed by the Office of Economic Opportunity and prepared by the Urban Studies Center of the University of Louisville (Ky.). The study puts the cost of the 100 new communities with 80,000 people each at under \$500 million. Financing would be shared by the private sector and government. Families which elected to move to a New Town would be assisted in the move. Such aid would start six months prior to the move and include training for specific type jobs and orientation sessions on the work and social situation in the new community. Joint government, business, and industry cooperation is being explored.

NEW COMMUNITIES

Samuel C. Jackson serves as HUD General Assistant Secretary and Assistant Secretary for Community Planning and Management. He also serves as General Manager of the New Community Development Corporation created by Congress in 1970. As one of his responsibilities he administers the New Communities Assistance Program, which has its goal the orderly development of well planned, diversified, and economically sound new communities as a means of improving the overall quality of life in the Nation.

New Communities—an opportunity to create whole new cities from scratch. This vision has recurred through much of our Nation's history, but only in recent times has it sparked the imagination of large numbers of people and become a viable approach to the Nation's urban growth needs.

Today, new communities are a fact of American life. And so we must begin to ponder the questions: Which direction will new towns take? Will they become merely overgrown suburbs for middle-income whites, or will they serve as a vehicle for expanding the housing options and improving the quality of life for *all* Americans? Will they add more sprawling twine to the metropolitan noose which now strangles the city, or will they offer organized patterns of growth to relieve some of the pressures which are crippling our cities? These important questions must be asked *now*, so we can chart the future course of new communities to benefit *all* Americans.

A New Stage

A number of developments, some old, some new, led to this new stage of acceptability and development.

First, there has been a change in American thinking about new towns. The dominant intellectual tradition in the United States had long been anti-urban; such writers as Jefferson, Emerson, Thoreau, Melville, Henry James, and architects like Frank Lloyd Wright had continually praised nature and warned against the dangers of urban life. It was against this type of intellectual background that the new towns movement gained support in the 1930's. With new town hopes stemming from the Garden City movement in England, in this country the new town of Radburn, N.J., and the Government greenbelt towns of Greenhills, Ohio., Greendale, Wisc., Greenbelt, Md., and Greenbrook, N.J., attempted to achieve the Garden City ideal.

However, the war diverted the Nation's interest in the 1940's and the post-war period was one of unparalleled suburban growth. By the 1960's, the continuing movement to the suburbs had forced a re-evaluation of suburban living; a change of climate evolved in which a suburban alternative to sprawl was welcome. Most of the planned new communities of the 1960's were trying to offer just such an alternative.

By Samuel C. Jackson HUD Assistant Secretary



The interest in new towns in the 1960's, therefore, was quite different from what it was in the 1930's. The early new towns were designed to relieve congestion, to "de-urbanize." In contrast, the new towns of the 1960's were expected to curb sprawl, or to urbanize the suburbs.

By the late 1960's, several issues had clearly emerged: the population and development trends of the post-war era were continuing, and the associated problems were becoming more apparent; vast areas of rural America were losing people and promise, and central cities were decaying while suburbs expanded rapidly.

Second, growth patterns were creating a critical imbalance between the Nation's needs and resources. The results were—and still are—evident:

- inefficient and wasteful use of land resources;
- destruction of irreplaceable natural and recreation resources;
- increasing pollution of air and water;
- wasteful use of present and potential resources of many smaller cities and towns, including those in rural and economically depressed areas;
- reduced employment and business opportunities for central city residents, and increasing need for public



services in central cities, while failing to maintain an adequate tax base;

- limited choice for many people as to where they can live and the types of housing and environment in which they can live; and

- increased distances between the places people live, where they work and where they find recreation.

Third, traditionally housing had been a small-scale, highly fragmented industry. Several factors, though, converged, to change the structure of the industry and to create a new industry of land developers.

During the 1950's, developers moved farther out from urban centers into areas where larger parcels of undeveloped land were available. This was the inevitable consequence of four factors: the lack of buildable or cheap land in existing urban areas; the continued rapid growth of metropolitan populations; the increase in automobile ownership, permitting ready access to outlying areas; and zoning regulations and consumer preferences for single-family, detached homes. Thus by the late 1950's, developers were working in areas where there were opportunities to acquire and develop large parcels of land.

HUD Secretary George Romney, chairman, (center) Samuel Jackson General Manager, (second row right) and other Board members of the HUD-based New Community Development Corporation, join officials of Cedar/Riverside, the Minneapolis "new-town-in-town," in dedication ceremonies for Cedar Square West, the first stage of development for the HUD-guaranteed new community. The dedication was a highlight in the NCDC Board's two-day tour of new communities which also included Jonathan, near Minneapolis, and Park Forest South, near Chicago. Other members of the NCDC Board (not shown) are: Floyd M. Hyde, HUD Assistant Secretary for Community Development, and James M. Beggs, Under Secretary, Department of Transportation.

Additionally, the large post-war demand for housing in mass suburban areas encouraged the growth of larger, more efficient organizations, many with the stability to withstand the cyclic variations in the homebuilding industry, which had created a highly speculative image of real estate investment. Further, there was some belief that Government policies would dampen these variations in the business cycle.

Fourth, the prospects of comparatively high profits accompanied by this new-found security in the real estate market further encouraged the growth of large developers, induced the entry of large land holders and large corporations from other fields into the business, and facilitated financing of large ventures. By mid-decade, more than 40 large private developments and balanced new communities were being planned across the United States for populations of 25,000 or more.

From Concept to Reality

It was against this background that the Urban Growth and New Community Development Act of 1970 was passed to provide additional Federal assistance for new town development. This legislation sets new communities directly within the context of an emerging urban growth policy, discussions of which have become more insistent with the passage of time.

Under the earlier Title IV of the Housing Act of 1968, HUD was authorized to issue loan guarantees to private developers of large-scale new communities. With their obligations backed by the Federal Government, developers could then borrow long-term private capital, through either private debt placements or public offerings of debentures, at considerably lower interest rates than would otherwise be available. The guarantee under the 1968 act could be as much as \$25 million for a single project, with a total of \$250 million for all loan guarantees. Title IV also authorized supplemental grants to local governments for the acquisition of land for open space and for installation of water and sewer lines in HUD-guaranteed new towns.

Title VII of the Urban Growth and New Community Development Act of 1970 (signed December 31) doubled the ceiling on total loan guarantees to \$500 million, and extended the loan guarantee to public agencies, such as New York State's Urban Development Corporation. It also authorized HUD to issue loan guarantees covering all costs of acquiring and developing land incurred by government authorities for projects they sponsor, and 85 percent of the costs in the case of private developers.

Title VII also created the New Community Development Corporation (NCDC) to aid in the development of new communities, to guide future urban growth, to carry out a program of grants and loans and loan guarantees, and to assist in the development of well-planned, diversified new communities, subject to the direction of the HUD Secretary. Under the Act, the Secretary is authorized to guarantee the financial obligations of private new community developers and State land development agencies to encourage development of new community projects.

The General Manager of New Community Development Corporation functions in close cooperation with the CDC Board of Directors, headed by Secretary Romney as Chairman. Other members of the Board, appointed by Secretary Romney are: Floyd H. Hyde, HUD Assistant Secretary for Community Development; James M. Beggs, Under Secretary, Department of Transportation; and John C. Heimann, financial consultant with the New York City firm of Warburg, Pincus and Company, Inc.

HUD now has approved 10 new communities for Federal guarantee assistance exceeding \$226 million, and has under consideration more than 70 applications and pre-applications for new communities across the Nation. Those under active consideration are requesting more than \$330 million, and pre-application requests are averaging \$20-25 million each.

Thus within three years of operation under the New Communities program, the United States has moved into a position where developers, in partnership with various levels of government, can double the number of new communities initiated in England during the last 25 years. In terms of total current population growth, this achievement is modest, but it is a significant beginning. At this pace, there is no reason why the United States could not accommodate 15 to 20 percent of projected national population growth in new communities.

Objectives of the Program

The Urban Growth and New Community Development Act calls for different kinds of new communities, and each must satisfy a broad range of economic, social, environmental, and governmental objectives. The new communities that HUD is supporting and will continue to support all seek to achieve the following objectives:

- **Urban Growth**—New communities must contribute to orderly national growth, by encouraging full use of the economic potential of smaller towns and rural communities, or by strengthening metropolitan areas through revitalization of existing older cities and orderly growth in undeveloped suburban areas.

- **Equal Opportunity**—New communities must reduce economic and racial polarization in the Nation by offering choices for living and working to the fullest range of people and families of different composition and income; they must be open to all people, regardless of race, religion, sex, or ethnic origin.

- **Environmental Quality**—New communities must preserve and enhance both natural and urban environments. They must be designed with a sensitivity to natural environmental constraints and opportunities; they must seek to minimize air, water, noise, and soil pollution, and they must promote the highest standards of urban, architectural, and landscape design quality. Each applicant for New Community assistance is required to submit an environmental impact statement indicating characteristics of the environment and the probable effect of proposed development.

SUMMARY OF NEW COMMUNITIES FINANCING GUARANTEED BY HUD

(Dollars in Thousands)

Community Name	HUD Guarantee Commitment Amount Date	Guarantees Issued Amount Date	Interest Rate	Supplementary Grant Reservations Amount/Date			Population (Projected)	Dwelling Units (Projected)	Location
				Water & Sewer	Open Space	Other			
Jonathan, Minnesota	\$21,000 2/70	\$21,000 6/72 a	7.20%	\$216 6/70	—	—	50,000 20 years	15,500 in 20 years	20 mi. S.W. of Minneapolis
St. Charles Communities, Maryland	\$24,000 6/70	\$18,500 12/70 a	7.75%	\$757 6/70	\$102 6/70	\$900 6/71 (EPA)	75,000 in 20 years	24,872 in 20 years	25 mi. S.W. of Washington, D.C.
Park Forest South, Illinois	\$30,000 6/70	\$30,000 3/71	7.00%	—	\$176 5/71	—	110,000 in 15 years	35,000 in 15 years	30 mi. S. of Chicago
Flower Mound, Texas	\$18,000 12/70	\$14,000 10/71	7.60%	—	—	—	64,000 in 20 years	18,304 in 20 years	20 mi. S.W. of Dallas
Maumelle, Arkansas	\$ 7,500 12/70	\$ 4,500 6/72	7.62%	\$330 6/71	—	\$231 6/71 (EPA)	45,000 in 20 years	14,390 in 20 years	12 mi. N.W. of Little Rock
Cedar-Riverside, Minnesota	\$24,000 6/71	\$24,000 12/71	7.20%	—	—	—	30,000 in 20 years	12,500 in 20 years	downtown Minneapolis
Riverton, New York	\$12,000 12/71	\$12,000 5/72	7.125%	—	—	—	25,600 in 16 years	8,010 in 16 years	10 mi. S. of Rochester
San Antonio Ranch, Texas	\$18,000 2/72	—	—	—	—	—	88,000 in 30 years	28,676 in 30 years	20 mi. N.W. of San Antonio
The Woodlands, Texas	\$50,000 3/72	—	—	—	—	—	150,000 in 20 years	49,000 in 20 years	30 mi. N. of Houston
Gananda, New York	\$22,000 4/72	—	—	—	—	—	50,000 in 20 years	17,200 in 20 years	12 mi. E. of Rochester
Cumulative Total	\$226,500	\$122,000				\$2,712	687,000	223,452	

a Guaranteed under Title IV, HUD Act of 1968; all other guarantees under Title VII of HUD Act of 1970.
June 26, 1972

• **Strengthen State and Local Government**—An important part of the new Federalism and national urban growth strategy is increasing the capacity of State and local governments to deal effectively with their own growth problems. HUD planning assistance provides resources for planning authorities at State and local levels to better plan for growth. The New Communities program requires that proposed new communities be consistent with State and local governmental plans for the affected regions. The New Community legislation also authorizes assistance to governments to develop new communities, and HUD now has under review three projects proposed by the only State development corporation in the Nation, the Urban Development Corporation of New York State. More States and other governmental bodies are likely to play active roles in guiding and actually participating in the development of future new communities.

• **Innovation**—New communities are to be laboratories for testing desirable physical, social, and economic innovations aimed at meeting domestic problems. Many new communities are exploring transportation systems, solid waste management methods, pollution control and abatement technologies, as well as advanced design and technology in land utilization, materials, and methods of

construction. Especially significant are innovations in the design of social service delivery systems and forms of government. Innovative educational approaches and health care systems are being proposed, and new relationships between the private and public sectors are being explored for the provision of community services.

Within these guidelines, a new generation of communities is emerging. They are communities whose creators are sensitive not only to the need for diversity and innovation in the physical planning sense, but in social planning as well. This is as it should and must be; in the final analysis, social questions are the really important ones, for the final measure of new communities is not convenience or reduction of urban sprawl for their own sake but the quality of life they sustain.

Our nation certainly is not lacking for innovative urban ideas. What it has lacked is the opportunity to put a series of ideas together in a systematic manner, then actually implement them in an integrated, experimental setting designed to prove our best thinking on urban needs. New communities provide such a setting; they offer opportunities for major advances in every facet of urban design, social and physical, and a chance to test and prove new concepts in living. They are setting new standards of excellence for future urban growth. ☞

THE BROADER CONCEPT

By Jack Underhill, Program Officer
Office of New Communities Development



In the past three years, HUD has opened a new chapter in urban development in the United States by guaranteeing private loans for development of 10 new communities with a total planned population of 687,000 people. Several additional projects are near commitment and budget projections show an even larger number of projects likely to be guaranteed during FY 1973.

Virtually every aspect of community life is considered in plans for these large developments, ranging from 25,000 to 150,000 peak populations. The plans must relate all urban functions, do so in a manner providing access to the community for all persons regardless of race or class, and with minimum damage to the environment.

The present, improved planning for new communities is a logical historical development. In the 1950's and early 60's private industry and cities did a better job than before in development and control of individual industrial parks, residential subdivisions, shopping centers, and open space. A few pilot new communities were even undertaken. But, generally speaking, cities did a poor job of relating one urban function to another and an even worse job of insuring equal opportunity in housing by income and race. Paper plans were plentiful. But neither in the city nor in the country did we as a Nation translate many of the grand aspirations of social, physical, and environmental planning into action.

As presently planned, new communities are a powerful tool for fulfilling these aspirations. They have begun to bind the various urban functions into a harmonious whole at the community scale. Now they must be related to the regional or "Real City" as defined by Secretary Romney, and on a national scale to national growth policy.

Lessons Learned

This broader approach stems from several basic lessons learned from difficulties and setbacks of our housing, urban development, and redevelopment programs. One lesson is that we cannot solve urban or rural problems by concentrating in an uncoordinated manner on single function areas. A second lesson is that these problems cannot be solved by operating in one political jurisdiction, independently of the surrounding jurisdictions.

The fate of large cities and small towns alike hinges on the region that sustains them. The large cities are rooted in the resources and manpower of the suburbs and countryside. As cities grow, their centers merge with suburbs and the country beyond, and they become giant urban regions with interrelated problems and potentials for solving these problems.

Rural problems, conversely, often arise out of declining population and employment. For example, as agriculture and mining have been mechanized, job opportunities have been drastically cut, young people have left, and once prosperous and proud small towns, many of which have existed for more than a century, have become demoralized and destitute.



Governors State University president, Dr. William Engbretson (left), and Dr. Keith Smith, vice president for administration, warmly welcome students to the campus located in the new community of Park Forest South, Ill.

Regional Approach

Attacking urban and rural problems on a regional or larger scale has long been a goal of public policy. We have indeed done so in some functional areas such as control of air and water pollution and development of park systems. But it is not enough to approach regional problems with single functional programs. A successful broader attack must interrelate a whole series of programs. Transportation has traditionally been approached on a multi-jurisdictional basis, but transportation systems are often developed as ends in themselves, without being carefully coordinated with broad goals of community development. It is often said the "tail" of transportation planning "wags the dog" of comprehensive planning. Transportation should help build man's cities and regions, not serve merely to transport him.

A regional approach has also been our national policy in comprehensive planning for some time. However, successful "carry-through" has thus far invaded us. Typically, our planning has not treated in a comprehensive fashion fundamental social, fiscal, and economic problems so central to the life of American cities. An effective regional approach must have within it the seeds of its own completion, involving the private as well as the public sector, and must deal with social and economic as well as physical planning problems.

Several proposals have been considered, though not adopted, to apply a comprehensive regional approach to solving urban problems. Pending acceptance of such an approach, which involves massive expenditures, we can

proceed on a more modest scale on a region by region basis, operating through informal arrangements with Federal agencies on what amounts to a demonstration basis. The pragmatic approach should form some basis for a more comprehensive and sweeping policy in the future.

Legislation Proposed

A series of concrete actions could be taken to link new communities with regional strategies through existing, pending, and proposed legislation of a relatively modest scale.

Several bills before Congress would establish preconditions to a strong regional approach involving new communities. An important precondition should be that Federal, State, and sub-State levels possess the breadth of mission, tools of implementation, and geographic coverage to tackle broad urban and rural problems on a multi-jurisdictional basis.

One bill calls for a Department of Community Development which would embrace HUD, urban transit, rural development, and other functions. This would provide in a single agency a unified, total approach to urban and rural community development, permitting a unified strategy on a broad basis without awkward, often stifling interagency negotiations. A second bill would provide impetus for strong State policies and programs to plan and control urban growth and rural development. These bills could be usefully supplemented by new or amended legislation which would provide greater encouragement to State land development agencies than provided under the

Urban Growth and New Community Development Act of 1970.

Presently only one strong State program for development of new communities—the Urban Development Corporation in New York—has been launched. It would thus appear that existing incentives are insufficient to trigger State action. Among suggested incentives to stimulate State action might be payment of State agencies' administrative costs for the first few years, and availability of authority to guarantee or approve State-wide strategies rather than continued approval of guarantees on a project basis.

Simultaneous Development

Given coordinated action by several private developers, a single developer with several projects (as in the case of the Hartford Process), or by State land development agencies, a series of new communities and smaller well-planned developments could simultaneously provide center-city redevelopment, new-towns-in-town on vacant or underdeveloped land, and suburban new communities. They all should be phased in proper sequence and with a common mission of providing a better life for all residents regardless of income or race. The approach was proposed on a small scale in the "paired new towns" study sponsored by HUD with the Metropolitan Fund of Detroit.

In rural areas, similar entities could develop small town growth centers, major free-standing rural develop-

ment centers, perhaps tied into some regional system by an innovative two-way telecommunications system. Such a regional communications system is being tested in southern Connecticut.

Another essential component of a regional new towns approach would be proper planning and coordination with transportation systems. A chain or sequence of new communities and smaller developments could be phased in with rapid transit in urban areas and with rural growth highways in rural areas. In each case, the new or expanded transportation systems would speed development of the new communities and, in turn, the new communities would help provide the justification for the transportation systems.

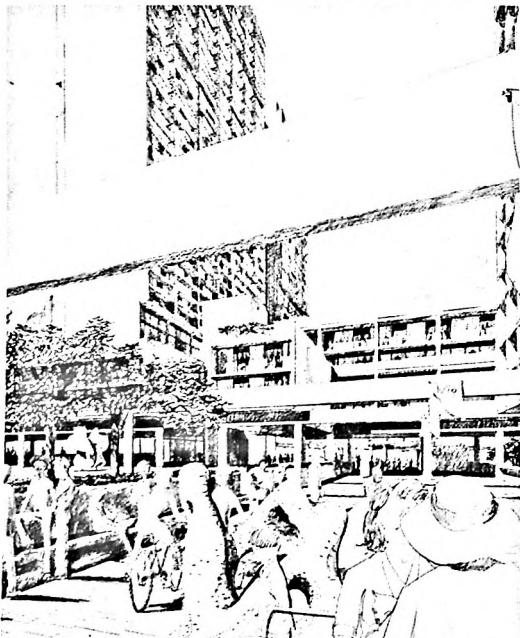
Such a regional system tying together inter-urban and internal rapid transit in new communities has been proposed for the Commonwealth of Puerto Rico. Currently, urban growth highways, urban mass transit and Appalachian corridors are proceeding with little connection with new communities. If this continues, a major opportunity will be missed. Thus far, Park Forest South, near Chicago, is the only federally guaranteed new community in the United States with a definite commitment for a rail rapid transit connection to the central city to which it relates.

Another component of a broader approach to new community development would be the application of region-wide social programs. Area-wide housing plans could be tied closely to new community development, helping to meet relocation problems of urban redevelopment. Manpower training programs could operate on a multi-regional basis to match newly trained lower income people with employment opportunities in new towns. Along these lines, regional health programs have actually been planned for two poor counties in North Carolina in association with development of Soul City. (Approved by HUD June 30, 1972 after *Challenge* deadline.)

Controlling Urban Growth

New communities can also be part of a large effort to control urban sprawl and preserve the environment in large metropolitan areas. If we are to make any headway with the problem of controlling those massive growth pressures that have proved so illusive in the past, we might consider experimental programs in certain metropolitan areas which would test the feasibility and acceptability of land-banking and State zoning, to protect critical, environmentally valuable areas and to control the pace of development.

Granted, there are many obstacles to implementing the broad approach to new community planning. Social tensions and fiscal inequities are only samples of problems that continue to delay effective strategies. In rural areas, uncertainties about attracting industry and competent developers have hampered development and new community efforts. Yet we must continue the logical evolution of urban policy into a scale where these problems can be handled. Continued experimentation on this larger scale should yield promising results in building "bridges" between our divided jurisdictions. ☉



Cedar/Riverside, a new-town-in-town in Minneapolis, Minn., will feature a multi-level plaza surrounded by apartment and office buildings.

The Challenge of Starting New Communities

By Robert E. Simon, Jr.



Reston



Robert E. Simon, Jr., is president of Simon Enterprises of New York City and is internationally known as the developer of Reston, Va., and one of the pioneers in new community development in the United States. In 1970 he became president of Riverton Properties, Inc., which is developing Riverton, N.Y., one of 10 new communities to receive HUD assistance.

More than a decade has passed since the early decisions were made which led to the new community of Reston, Va. Much has happened in our nation during these years, and Americans are now in the process of identifying new social priorities, while reshaping their personal goals for living.

Reston was an early, serious experiment in urban planning undertaken on a city-wide scale and an attempt to discover what should be done to create a quality environment. A lot of what I see going on today was part of Reston thinking back in the 1960's.

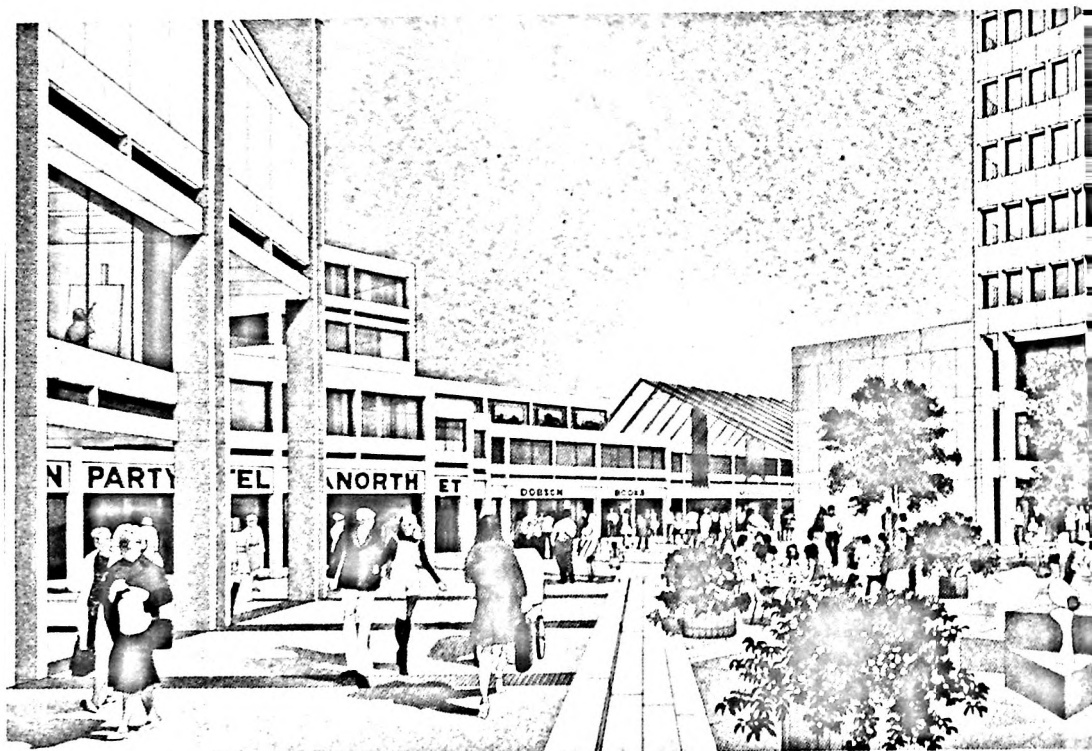
The dominant mid-twentieth century need, vaster than ever and increasing every day, is to provide a decent, even stimulating, environment for the working person with leisure. With time to do what he chooses and to live as he wishes, he will search out a setting which gives him the freedom to expand his capacities. He can find it in a new community planned with his way of living firmly in mind, in the community which puts the individual at the top of its priority list and keeps him there, regardless of pressures to compromise the objectives.

Free Time—Problem or Opportunity

The difference between free time as a problem and free time as an opportunity depends on the availability of opportunity-creating facilities.

Day care, for example, is getting a lot of attention these days. Much of the focus has been, and still is, to provide care for the children of low-income, full-time working mothers, and of children frequently described as "deprived."

The need to provide something better is now gener-



ally recognized. At Reston, we were talking about freeing young American women from twenty-four-hour child rearing so that they might further their education, follow a career, or otherwise enrich their lives. The Reston Children's Center opened in February 1967. The program was headed by a professional director whose tasks were to build a staff equal to the need of Reston children, to operate the center and its related programs, and to provide training for Reston residents desirous of participating in the program. We believed then, as many women do today, that day care for their children is a right—and that a mother who wants to should have the opportunity to take a role for herself in society outside the home.

Concepts For Planning

As time goes on, a few concepts appear increasingly valid for planning new communities. A new community plan must begin with philosophy, not topography. There are many viable approaches, but the developer must select his and list the objectives in order of importance.

As developer, my objectives are these: for the people who live and work in the community to have the widest possible opportunity to use their full potential of mind and body; for it to be possible for any who want to stay in this one community to do so throughout their lives; and for the importance of each individual to be

considered over the importance of the community.

The chief executive of a new community, I believe, must take the responsibility for working out a guiding philosophy for its plan. Any individual who takes on such a task must resist the many pressures which attempt to infringe on his order of priorities.

A new community is planning, but the object of the planning exercise is, after all, to build. Without good political relationships there might be planning, but there cannot be building.

In Reston, an enormous amount of our time went into working with the officials and citizens of Fairfax County and the Commonwealth of Virginia. The Reston plan required revision of the County Master Plan and a significant amendment to the county zoning ordinance. In 1961 when my company purchased the 7,000 acres of rolling northern Virginia countryside that is now Reston, Fairfax County had a conventional zoning ordinance. We proceeded on the premise that any existing statutory obstacles to excellence would have to be eliminated, and in 1962 the county's board of supervisors adopted Residential Planned Community (RPC) zoning, as our code was called. Today, planned unit development (PUD) ordinances throughout the country pave the way for the kind of zoning we introduced at Reston.



Riverton

Meeting Mutual Needs

The Riverton development is in Monroe County's town of Henrietta, N.Y. Essentially an agricultural area until twenty years ago when it entered a period of rapid growth, Henrietta was developed for families with automobiles; needed goods and services are not accessible to those on foot.

Riverton's initial application for a planned unit development of 1,300 acres was unanimously approved by the Henrietta Town Board in July 1971; a second approving action was taken April 1972 for an additional 800 acres.

Site preparation is underway with construction due to begin soon. With it will come Riverton Center where Riverton residents and visitors from the neighboring towns will find shops, theaters, restaurants, and social services including health, higher education, recreation, day care, and religious programs.

Riverton is providing an intelligent plan for further growth in Henrietta, which will meet the needs of the area for more community facilities, while preserving permanent open spaces for varied out-door pursuits.

These are a couple of the reasons why Riverton looks attractive to Monroe County, N.Y. There are also reasons why the Rochester metropolitan area was attractive to us for development.

A new community's major resource is the region in which it finds itself. The Rochester area has spawned a number of significant corporations—Eastman Kodak, Bausch & Lomb, Xerox, and Sybron—all concerned with highly technical manufacturing operations. The second largest business in town is education with a diverse array of facilities—the prestigious University of Rochester, the Rochester Institute of Technology and its superb training opportunities, and a handful of smaller colleges and specialized institutions.

Through the Riverton Foundation, a not-for-profit organization, an umbrella has been created under which presidents and key leaders of community institutions and agencies in health and culture fields will be able to extend service programs and in some cases locate facilities in Riverton.

The willingness of these institutions to become active planning partners with Riverton is a large step forward from my earlier experience in new community planning. The Riverton plan—as did the Reston plan—recognized that cultural, religious, educational, recreational, commercial, and social facilities should be an integral part of the community from the very beginning.

Not Merely Frills

Today, institutions are beginning to reach out to their communities—not only in Rochester but throughout the nation. Leaders in these institutions are looking for fresh ways to bring their resources to people's doorsteps, and new communities are an attractive setting for them to launch their outreach operations.

It seems fair to say that provisions for cultural and community facilities at Reston were a success. But I am optimistic that the enthusiasm and involvement of the members of the Riverton Foundation will make it possible to surpass the earlier programs.

Projects such as day care centers, theater programs, environmental studies centers, and religious programs—some of those underway for Riverton—are not merely “frills” that would be nice to have if someone would only pay for them. These are the kind of programs which will help make the difference between cities of apathetic masses and communities of concerned human beings.

The planning of new communities should be for people, and so the success of the community can be measured by the quality of life of the people who live there.

The planning and development of new communities is a task to be taken seriously, but it is also important to recognize that new communities are fun. For the people who live in them, they offer personal choices not possible anywhere else—in variety of residence designs as well as options for cultural and recreational activities.

For myself, I regard the planning and building of a new community as the most rewarding adventure of my life. It is an experience which stretches the mind and expands capabilities. I welcome others to the adventure.

The new communities springing up across the nation will be a powerful social force. The challenge to make them a progressive force is heady wine, indeed. ☺

Two Pioneers

Mention "new community" to the man on the street and most likely the visions that leap to his mind will be Reston, Va.'s handsome waterfront plaza or one of Columbia, Md.'s striking new village centers.

These trailblazing new towns, still growing in the Washington, D.C., area, remain fixed in the public mind because they were the first visible proof to many Americans that new towns were indeed possible.

Throughout earlier decades, the seemingly endless quantity of fresh land and the boundless sense of frontier had combined to create little interest in planned development.

With the 1960's came the realization that while the Nation had more than 2 billion acres of land, almost everybody was living on about two percent of it. Further, more and more city dwellers became aware that they had not built the best of all possible worlds on the two percent of land they were using.

Then the emergence of Reston and Columbia, pioneers in the field of new communities, each proved that life in a carefully controlled environment can be vastly superior to that in unplanned, sprawl cities.

Both Reston and Columbia are financed with private capital; neither is assisted under provisions of Federal New Communities legislation. They preceded it. But each helped launch the new communities movement, and lessons learned from them—both successes and difficulties—helped chart the way for New Community Development, Title IV of the Housing Act of 1968, and its expansion in 1970 under Title VII of the Urban Growth and New Community Development Act.

Reston, Va.

Reston, in particular, now flourishing in the rolling Virginia countryside, began in 1962 as a grand experiment attracting worldwide attention.

The plan for Reston, now with 18,000 of its projected 70,000 population, called for creating seven villages, each with a population of 10,000 and shopping, retail, educa-



tional and recreational facilities, and each separated from the other by broad expanses of open land.

Reston has two town centers, which serve as focal points for shopping, dining, social events, and public attractions. One is a horseshoe-shaped, two-story ring of shops, restaurants, and galleries with apartments above. The area fronts on man-made Lake Anne, a 30-acre lake traced by sailboats in the spring and swimmers on hot summer afternoons. The second is located on the other side of a major highway to better serve nearby residents.

Reston designers provided everything from high-rise luxury apartments, to clusters of townhouses fronting on the lake, to suburban-type ramblers on large lots in the outlying villages.

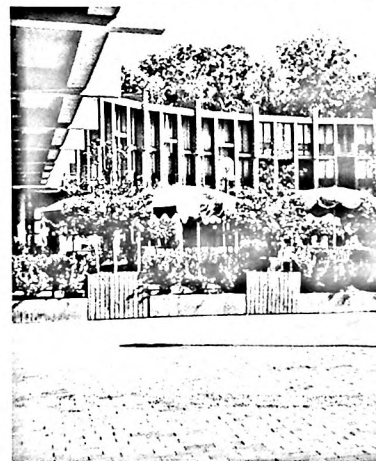
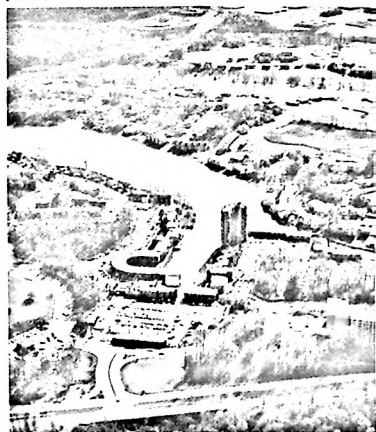
In its pioneer role, Reston encountered financial difficulties, proving just how tough the new communities business is. It proved the need for a Government role in the field. The risks are great and the rewards are a long time coming, often up to 20 years. Five years after beginning Reston, developer Robert E. Simon, Jr., found himself squeezed by a tight money market and was obliged to surrender his control to Gulf Oil, which has invested some \$15 million

LEFT—One of the many fountains and pedestrian crosswalks at Columbia, Md.

BELOW—An aerial view of Reston, Va., shows the first town center on Lake Anne.

RIGHT—Children are able to fish in Columbia's Wilde Lake without leaving their immediate neighborhood.

BOTTOM—The Lake Anne Town Center at Reston provides apartments above the shops on the plaza.



in the new town since 1967.

As Reston has continued to grow, the problems of any town have also begun to develop. Reston now has a security force and a citizens'



council to handle such problems as crime, vandalism, and drugs in order to keep them from becoming major community problems. Reston remains, nonetheless, universally

admired and is generally conceded to be one of the best new community models available.

Reston will provide jobs for about 30,000 people in non-polluting enterprises on some 1,300 acres set aside for industrial growth. Reston industry now located on about 300 acres already employs about 2,100 persons in about 50 light industries. They include Government offices, computer firms, research and development, international industries, and national association offices.

Columbia, Md.

Columbia spurred new town momentum in 1962 with plans for a 17,000-acre community in Maryland, between Washington, D.C., and Baltimore. Columbia's basic goals are "to create a social and physical environment which works for people and nourishes human growth and to allow private venture capital to make a profit in land development and sale."

Columbia, when completed in 1981, will have some 110,000 residents in seven village centers clustered around a downtown core. Each village will consist of three or more distinctive neighborhoods and will include a village center as focal point for village-wide activities and everyday shopping. The Mall at Columbia, designed as a complete urban center, is already fast becoming a major regional market serving shopping, educational, health, cultural, and recreational needs of the Washington-Baltimore area.

Columbia reinforced the need demonstrated by Reston for Federal involvement in new communities. Realizing this need for great amounts of funds, developer James Rouse enlisted from the first the support of the Connecticut General Life Insurance Company in exchange for a half-interest in the project. This dual ownership has caused some differences with the citizens' association concerning the relationship of developers, owner, and community.

Columbia has some 2,600 acres set aside for industrial use. More than 200 acres are already under development, and more than 46 industries are operating. Ultimately industry will provide employment for more than 13,500 people in light manufacturing and research and development jobs. In addition, General Electric is building an 1,100-acre complex expected to employ more than 10,000 people by 1980.

Pace Setters

The new community movement is underway, due in large part to the visions of success offered by Columbia and Reston. Whether these pioneering new communities or their Government-assisted successors will provide an effective, long-term answer to some of the Nation's most pressing urban ills remains to be seen. What they are doing already is setting a standard for design excellence that must be met, for competitive reasons, by future developers.

Reston and Columbia helped set the pace. Their contributions to the new towns experiment will make them a part of every new community built in years to come. ☺

editor's notebook

Huntsville, Ala., is the first of the Nation's 147 Model Cities to move into its fourth year action phase, with the award of a \$1,969,000 contract from HUD.

The growth and density of population in urbanized areas, spatial shifts in metropolitan employment, and racial patterns in suburbanization were among topics discussed at the annual meeting on urban research held at the Oak Ridge (Tenn.) National Laboratory. Papers presented at the meeting revealed no startling new trends, but the following findings are relevant to HUD's concern with national growth policy: . . . Central cities growth is now almost entirely dependent on annexation. The Central business districts even in small towns are losing out to shopping centers and office buildings on the outskirts. Manufacturing centers particularly are depopulating rather rapidly. . . . Employment in manufacturing is continuing to disperse to the suburbs from the central city, and into the South and West from the Northeast and Great Lakes region. . . . While consistent differences exist between residents of 10 central cities and their suburban rings, these differences are demographic rather than socio-economic.

Willington, Colo., boasts probably the smallest Neighborhood Development Program in the country, and is proud of it. The program is a source of pride to the residents in this community of 700 where only two new building permits had been issued in 20 years and the condition of existing structures was deteriorating. Since August 1971 when the Neighborhood Development Program started 81 building permits have been approved or are in process of being approved by the town planning commission. In addition, 11 homes have been refurbished with the aid of HUD's loan and grant program.

In what was reported by the Cleveland press as "precedent-setting," action and "the first of its kind in the Nation," the Environmental Protection Agency in conjunction with HUD's Columbus Area Office and Cleveland FHA Insuring Office, announced restrictions on federally aided construction projects that contribute to pollution of 31 Cuyahoga County communities. The coordinated Federal action strengthened an April 4 decision by Cleveland Common Pleas Court Judge George J. McMonagle who ordered creation of a regional sewage district and agency with a seven-member board of trustees. He also extended his order banning new sewer tap-ons in Cleveland and the 31 affected suburbs until his recommendations are fulfilled.

Tenant membership on local housing authority boards, sanctioned by Congress and encouraged by HUD, is significantly on the increase. In contrast to 1970, when 43 LHAs had one or more tenants on the policy making body, 90 LHA's report such membership as of 1972—more than a 100% increase.

Minnesota's Uniform Building Code became effective July 1, 1972, when it replaced all existing municipal building codes. Mandatory statewide, the uniform code is designed to do away with the multiplicity of local municipal building codes, keep building standards up to date with new construction materials and techniques, facilitate the use of manufactured housing, and, hopefully, reduce housing costs.

A seven-year trend toward rehabilitation rather than clearance of structures in urban renewal areas is indicated in a study made by HUD's ADP and Statistics Division for the years 1964-1971. In 1964, the acreage marked for rehabilitation in renewal areas throughout the country amounted to 23.2% with clearance and redevelopment accounting for the other 76.8%. By 1971, the rehabilitation percentage had risen to 37.8% and the redevelopment percentage had declined to 62.3%. This approximately 60-40 ratio between redevelopment and rehabilitation indicates progress toward a more selective and flexible urban renewal technique urged by HUD.

Reacting to criticism that threatens Section 236 programs, builders and financiers have organized the Institute of Publicly Assisted Housing. The Institute notes the Section 236 housing is the most important current Government program to alleviate overcrowding in our central cities.

The first public housing project in Ogden, Utah, was dedicated on April 5, 1972, with the Mayor, Governor, and Utah's FHA Director participating. The Ogden Housing Authority was established in 1970 and is the first in the State. Designed for elderly and the handicapped, Lomond Gardens consists of single-story units grouped in sets of seven units. About 100 more low-income units in separate projects are planned. The authority is presently leasing 51 existing housing units to low-income families.

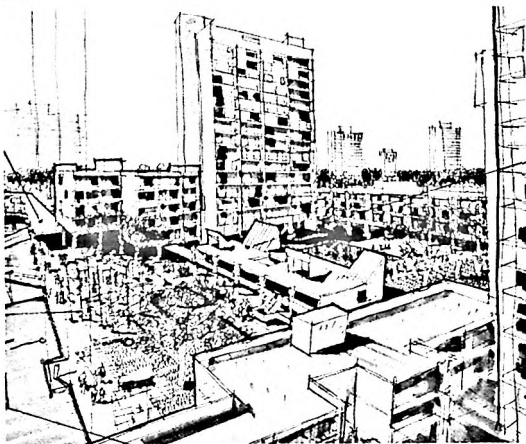
Oscar L. Mims, Program Specialist in the Office of Community Development, has been elected to the Board of Directors of the Washington Urban League for a three-year term. Mims is HUD's consultant on educational matters, and is responsible also for management of Community Development Technical Assistance contracts.

HUD-GUARANTEED NEW COMMUNITIES

Editor's Note: Now under development in six States are 10 new communities described below by their developers. Applications for other communities are being reviewed by HUD which, under the New Community Development Act of 1970, guarantees loans made by private lenders to finance development of new communities.

Cedar/Riverside, Minn.

Cedar/Riverside, the Nation's first "new-town-in-town" is emerging along the banks of the Mississippi River, 12 blocks from the heart of downtown Minneapolis. A \$24 million development loan is guaranteed by HUD.



Planned for a population of 30,000, the high density community will be built over a 20-year period. Construction of the first of 10 development stages—Cedar Square West—was started in June 1971, with completion of the first apartment units scheduled for Fall 1972.

Development is taking place on 100 acres of land privately held by Cedar/Riverside Associates within a 340-acre triangular "island" bounded by Interstate 94, Interstate 35W and the Mississippi River.

Situated within an urban renewal area, the project is dependent upon the cooperative support of multiple government agencies. In addition to HUD, the developers work closely with the Minneapolis Housing and Redevelopment Authority, the Minneapolis City Planning Com-

mission and the Metropolitan Council. Approximately one-half the housing units will receive some sort of government subsidy.

Students, artisans, retirees and people associated with the five educational and medical institutions (the University of Minnesota, private Augsburg College, a junior college, and two major hospitals) live in the area in aging single-family and duplex structures.

The property of 340 acres, painstakingly acquired over the past decade on a willing buyer-willing seller basis, is a community in transition. In contrast to its sister new town of Jonathan, Cedar/Riverside at the start of development was an established residential community. It is an area with deep roots in the history of Minneapolis as a burgeoning lumber and milling center of a century ago. It is a major center of performing arts. Today it is home for some 4,000 people. It is a community constantly renewing itself to suit the needs of its people, capturing the spirit of the past, combining it with the most modern conveniences technology has to offer.

The development program takes those factors into account and energetically supports and encourages existing groups in order to strengthen the historic, cultural and sociological underpinnings of the evolving new town.

During the next two decades, an additional 11,000 medium and high density housing units will be built, along with major commercial, hotel, and office buildings clustered around a town centrum. Envisioned is a community with a working population of 75,000 daily.

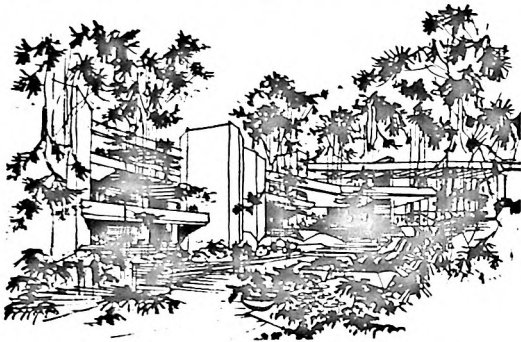
The Woodlands, Texas

During the next 20 years, a new town, The Woodlands, Texas, will be developed on a 17,000-acre forest tract 28 miles north of Houston. It will be both timely and unique. Timely, because Greater Houston's population growth is projected to double—to four million—by 1992. Unique, because never before has a project of this immensity been so thoroughly masterplanned for social and environmental suitability.

The Woodlands is being built by Mitchell Energy & Development Corp. of Houston. It is the largest yet to be offered the maximum Federal loan guarantee of \$50 million by HUD. Ultimately, The Woodlands is expected to be a \$3 billion development. Mitchell already has invested more than a million dollars in master planning the new town, utilizing the Nation's leading new town planners and designers who've worked almost two years to bring The Woodlands to development stage.

One of every four acres in the new town will be preserved as open space or developed as recreation areas. Land use, sewage treatment systems, storm drainage, roadways, and paths have been designed to assure minimum air, ground and water pollution. Seven villages and a town center are planned, the residential areas to contain 49,000 dwelling units on 6,200 acres. They will provide a mix of income and ethnic groups in both homeowner and rental dwellings.

Population of The Woodlands is expected to be 150,000 people. The developer has donated 400 acres as a site for construction of a 15,000-student branch of the University of Houston. Each of the inner-village neighborhoods will have schools. During the next five years, three elementary schools, two intermediate schools and a junior high school are scheduled to be built. Each neighborhood area also will contain an interfaith religious center, recreational and cultural centers, health care center, as well as business and commercial shopping centers.



About 2,000 acres are designed for industrial use, which is expected to provide job opportunities within the town for 30,000 people. Urban centers will encompass some 1,265 acres, and a medical center is planned for the core area.

Emphasis is placed on preservation of wildlife now existing in the new town acreage, as well as on design and land use compatible with the area's rural, wooded environment. Some 3,360 acres of open space are planned to provide wildlife corridors throughout the new town. These will serve as buffer zones between the various types of land usages.

During its entire development, The Woodlands will be environmentally and ecologically controlled by Mitchell throughout the 20-year program. Design standards established by the master planners assure the best possible environment for self-determination, good health, cultural achievement, and generally for living the good life.

Gananda, N.Y.

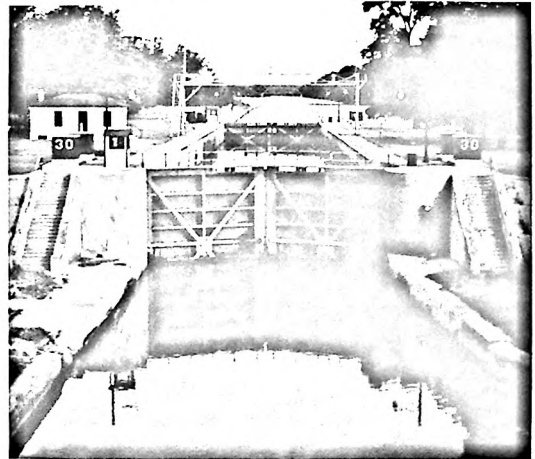
On April 7, 1972, HUD Secretary George Romney pledged a Federal guarantee of \$22 million development loan for Gananda, N.Y., a new community planned 12 miles east of downtown Rochester.

At full development in 30 years, Gananda will accommodate more than 82,500 people on an 8,705 acre site. The Federal guarantee will insure development of 5,842 acres providing housing, jobs, and recreation for some 50,000 people. As of May 31, 1972, real estate closings have been held on approximately 50 parcels of property totalling approximately 4,500 acres.

Gananda reverses the traditional planning approach by basing its physical development on the results of social studies and surveys completed in the early planning

phases. A broad educational concept has been of central concern in these studies. The New York State Legislature created a special school district for the new community. It will be empowered to lease multi-use facility space on a long-term basis from the new Gananda Community Association, making it unnecessary to float bonds to finance school buildings.

The community will focus around 12 family centers providing for activities beyond those normally available in suburban neighborhoods. Multi-use community centers will house educational, cultural, health, government, and religious activities. Other functions of the community centers will include legal advice, consumer protection information, senior citizen activities, rental services, and community meeting rooms.



A flexible and unique zoning ordinance will control land use in Gananda and the surrounding district. It requires retention of an 800 yard greenbelt surrounding the new town, and a full range of housing opportunities, types, and densities. Gananda will provide 17,200 housing units, 5,835 or 34 percent, for sale or rental to low- and moderate-income families. Residential areas will be scattered throughout the area with extensive pedestrian and bike paths; internal transportation systems are currently under study.

The Gananda site covers parts of the townships of Macedon and Walworth, each of which has been most cooperative. A major concern is to preserve and enhance the inherent topographic and geologic features of the site, which consists mainly of hilly farmland and wooded areas with several streams. A portion of the Erie Canal and much of the indigenous architecture are further primary focal points for preservation.

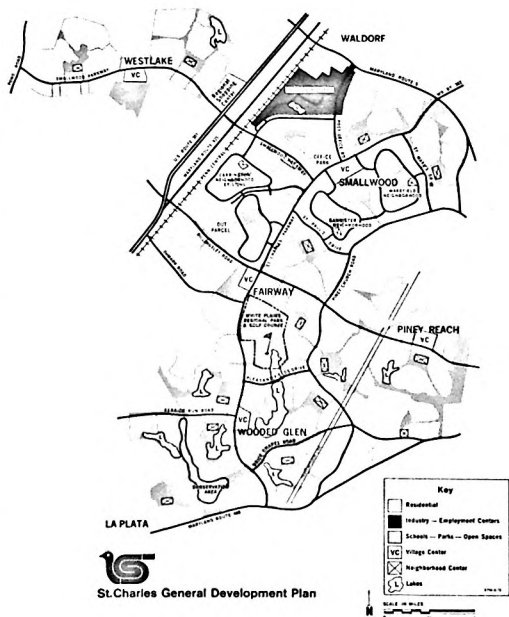
Major industrial growth is planned for the Gananda community where existing lines of the Penn-Central Railroad will meet needs of heavy manufacturing. Research-oriented and light industry will be located on other sites compatible with neighboring land use.

The developer of Gananda is New Wayne Commu-

nities, Inc., a New York State Charter Corporation organized by Rochester business and community leaders.

St. Charles, Md.

Interstate General Corporation is the developer of St. Charles, Md., the new community in Charles County, 20 miles south of Washington, D.C. Here, under the Planned Unit Development zoning concept adopted by the county at Interstate General Corporation and HUD's urging, St. Charles is being developed as a city where families can live, work and play, with all their needs supplied nearby. An equal opportunity community, St. Charles was the second new community approved by HUD.



In the 8,000 acre community the greatest challenge has come in preserving the small town atmosphere and the rural environment that have always been part of Charles County. In the overall plan this is accomplished by creating 15 neighborhoods grouped into five villages of 4,000 to 4,500 families. Each village focuses on a park-like "square" around which schools and athletic fields, churches, community buildings, child care centers, swimming pools, tennis courts, local shopping and other services will be located. But in each of the 15 neighborhoods provision is made for convenience shopping, recreation, and community meeting facilities.

Housing in St. Charles will be available for a wide range of income levels and will include low and medium density, single-family, detached houses, townhouses, garden apartments, mid- and high-rise apartments, and condominiums. When completed, in 20 years, it is expected

to have a population of about 80,000 people.

Approximately 20 percent of the land, about 1,000 acres, has been set aside as permanent open space. There will be riding trails, scenic walks, and miles of woodland and stream valleys, in addition to a regional park and a conservation area within the community property.

Planning for the economic development of St. Charles includes land zoned for industry. About 15 percent of the total acreage will be devoted to campus-type industrial parks, office buildings, and commercial facilities. The first Industrial Park is on a 300-acre tract located along the tracks of the Penn Central Railroad. One plant is already built and occupied, and ground has been broken for a 50,000 square foot multi-purpose building that will be leased by up to five small industries. The Industrial Park will provide residents with the opportunity for jobs close to home.

Most of the major roads are in. Negotiations with builders are now nearly completed, and St. Charles is prepared to move ahead.

Maumelle, Ark.

The new community of Maumelle is being built by Maumelle Land Development, Inc., a real estate development corporation owned by Jess P. Odom, of Little Rock, Ark. The site contains 5,319 acres and is located 12 miles northwest of Little Rock, on the northern bank of the Arkansas River, along 3 1/2 miles of river frontage.

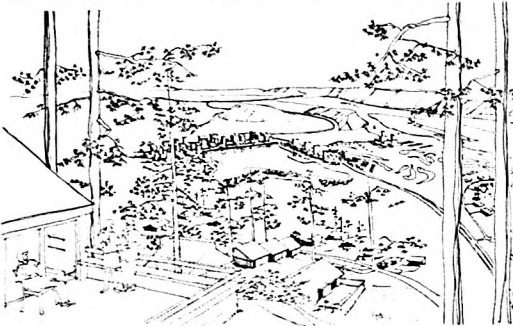
Maumelle has been designed for a population of 48,000 to 60,000 in a pattern relating neighborhood to village to town. It will be composed of five self-contained villages, each with its own shopping, recreation, and school facilities. Of the proposed 14,350 dwelling units, 4,164 will be single-family detached homes, 6,020 will be duplexes, townhouses, or garden apartments, and 4,166 will be in mid-rise and high-rise developments.

The development already has an 18-hole golf course and club-house built on the river's edge and a second golf course of 18-holes is planned along the northern border. There will also be parks, trails, four lakes, a marina canal providing access to the Arkansas River, and a pedestrian parkway system to bridge main roads, or tunnel under them, linking schools, villages, and the town center. Internal roads will be built to separate vehicular and pedestrian traffic.

Over 1,000 acres are set aside for industrial development, with rail and highway access provided. Interstate 40 from Oklahoma City to Memphis is less than half a mile from the site at the Morgan Interchange with Highway 365. Construction is due to begin in September 1972 on Maumelle Boulevard, the seven mile long divided parkway.

Planning for Maumelle began in 1966 and on December 29, 1970, Secretary Romney announced that HUD would guarantee loans totaling \$7.5 million to assist in its development. This guarantee assures repayment to the private lenders who are assisting in the financing of the project. The initial \$7.5 million loan came from the Liberty National Life Insurance Company of Birmingham, Ala. The lender has agreed to provide the total amount of loan guarantee commitment over a period of three years

at a set interest rate, the funds will be drawn at six month intervals as determined by the borrower. This is the first such loan made to any new community.



The land sales and village construction phases of Maumelle are underway. Over 100 residential lots south and east of Maumelle Golf and Country Club are being prepared for marketing for single-family residence sites.

The first two of the five planned villages will be Village One (not yet named) in the northeastern sector of the residential acreage and Village Two (Crystal Hill Village) in the southeastern sector.

The first phase of both villages will begin almost simultaneously. Each village will have about 3,000 dwelling units for a population of 9,000 to 12,000. Each village will have its village center, school sites at scattered points within walking distance of homes, and an intermediate school centrally located beside the village center. The Town Center will front on a 55-acre lake in the center of the project.

The new town is scheduled for completion over a time span of 20 years.

Park Forest South, Ill.

Open spaces and natural forests, a new university, self government, a "Main Drag," mass transit, cable TV—these are only a few of the special features that make Park Forest South, Ill., an exciting new town.

Incorporated in 1967, Park Forest South is the only new town governed by an elected mayor and board of trustees. New Community Enterprises, the developer, whose skill, experience and commitment are matched by the participation and enthusiasm of the villagers, finds the interaction sometimes frustrating though always stimulating. Donations of land for schools and recreation, and advance financing for construction, help the village to furnish necessary services as well as strengthen the developer's involvement. The challenge to all parties results in a democratic system of checks and balances to the benefit of the entire new town.

Convinced that Park Forest South would be a convenient location for a commuter university, the State of Illinois selected a 753-acre site for Governors Gateway University. Until the permanent campus is ready for occupancy in September 1973, classes are being conducted in a temporary mini-campus housed in a 100,000

sq. ft. warehouse in the town's Governors Gateway Industrial Park. This building, rented to the university by the developer, was erected without interior walls. Offices, classrooms, and laboratories were created through the design and arrangement of component structures. The setting is in keeping with the innovative studies of a non-traditional curriculum spanning four colleges and offering junior and senior levels and masters degree program. The university in the new town provides cultural and employment opportunities as well as the opportunity for advanced education.



A mass transit system to provide maximum mobility for all residents is an important feature in the comprehensive plan. An internal system, linking all Park Forest South neighborhoods with the town center, the high school, the University, and the industrial park, will also serve the village terminal of the Illinois Central Railroad electric commuter line to Chicago. This provision for mass transit system makes for a cleaner and safer environment by reducing individual automobile traffic.

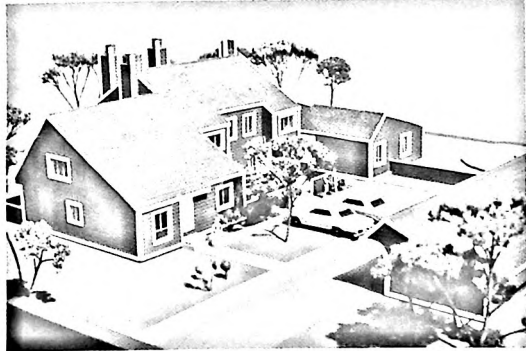
The Main Drag, or downtown center, is conceived in a unique linear plan to permit the area to grow in logical stages and to segregate automobile and pedestrian traffic. Already under construction, it will serve as a center for entertainment, shopping, and dining for an expected population of 110,000 by 1990.

The developer, New Community Enterprises, is a partnership combining skills and experience in design, development, construction and financing. It includes the Manilow Organization, Inc., Mid-America Improvement Corporation, a wholly-owned subsidiary of Illinois Central

Industries, and United States Gypsum Urban Development Company, a wholly-owned subsidiary of the United States Gypsum Company.

Riverton, N.Y.

Riverton is a new community underway in Monroe County, New York, within the Rochester metropolitan area. It is the first in the Northeast to receive Federal backing for its \$12 million development loan.



The Riverton site is about nine miles south of Rochester in one of the region's most attractive development corridors. The area straddles the New York State Thruway and the Genesee River. The Genesee Interstate Highway, when completed, will be a rapid route to downtown Rochester. A planned interchange with the Highway and the Thruway will provide Riverton with excellent access in all directions.

After fifteen years of development, 2,535 acres in the towns of Henrietta and Wheatland will become a community of 27,000 persons in 8,000 residential units, with supporting industrial, commercial, and community facilities.

Robert E. Simon, Jr., Riverton's president and chief executive, has been a land use policy-maker in both the private and public spheres. He is internationally known as the initial developer of Reston.

Riverton's initial application for a planned unit development of 1,300 acres was unanimously approved by the Henrietta Town Board in July, 1971. A second unanimous approving action was taken last April for an additional 800 acres.

Site preparation is now in progress with construction in a 146-acre Phase I area to begin shortly. The initial development will contain 500 housing units with Riverton planners providing an innovative mixture of rental and sale housing. Moderate- and low-income housing will be dispersed through the development.

The housing is organized around a major bikeway-parkway system which will connect homes with a 25-acre public park and the Riverton Center.

Riverton Center, planned to expand as the community grows, will contain apartments, office towers, shops, theaters and restaurants fronted by a private four-acre lake—adjacent to the residential areas.

Here and in additional activity centers will be housed social services to support community life. These include health, higher education, recreation, elementary and secondary education, day care and religious programs.

The ground-breaking celebration July 15 featured a large-scale outdoor festival. Participants included a broad spectrum of Monroe County organizations, performing groups and craftsmen. The finale included a concert by the Rochester Philharmonic Orchestra and a fireworks display.

The general public has demonstrated enormous enthusiasm for Riverton, best typified by the presence of the non-profit Riverton Foundation whose board is made up of presidents and leaders representing major cultural and civic institutions in the Rochester area.

San Antonio Ranch, Texas

San Antonio's personality sets her apart from her urban sisters. She is old with over 300 years of culture and history. She is bilingual; ethnic minorities compose 51.5 percent of her population. She is growing; population estimates indicate over one million citizens by the end of the 1970's—with 50 percent of that growth projected for the northwest quadrant of the city.

In this corridor of rapid expansion is the site of a satellite new town—San Antonio Ranch, located 16 miles northwest of downtown.

HUD approved the Ranch on February 23, 1972, authorizing \$18 million in federally guaranteed loans for the 9,318-acre venture.

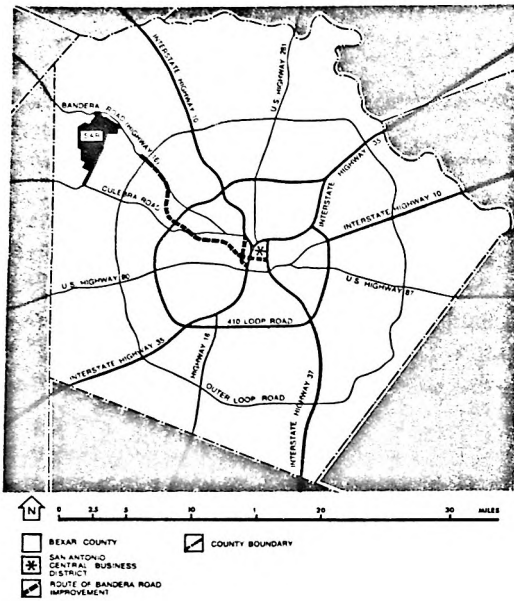
The Ranch's impact on San Antonio will be dramatic. By the year 2000, it will have an ultimate population of nearly 88,000 people and a total of 28,676 dwelling units. The stringent ecological standards of the developers sets a pattern for future urban development over the vital 3 1/2-million acre Edwards Underground Aquifer that is the sole water supply for the region and an area which is currently feeling major growth pressures.

The Ranch masterplan takes into consideration the economic and ethnic components of San Antonio's population and is structured accordingly. The development plan calls for 29.2 percent of all housing to be available to those with income under \$7,500—and a total of 76.6 percent to those with incomes under \$10,500.

Since San Antonio contains a large reservoir of unskilled labor, the developers have allocated 500 acres for a major vocational and technical training center.

San Antonio Ranch is the first new town to propose the establishment of a Minority Enterprise Small Business Investment Corporation (MESBIC), a Department of Commerce program. It will provide about \$2 1/4 million in loan funding capability to minority enterprise businessmen participating in the Ranch project. As construction begins on the Ranch, MESBIC participants would themselves receive technical assistance and would employ people being trained in the technical education center, thus providing jobs to the graduates as well as jobs for the Ranch.

In June, announcement was made by the partners in the Ranch venture and a group of local San Antonio



businessmen of a 75-125 acre "in-town" project, paired to the Ranch development through common and coordinated social, cultural, transit, and housing goals. Preliminary planning and economic feasibility studies are now underway to determine the scope and nature of this project to be located along the San Antonio River as it flows through downtown, adjacent to the central business district.

Although components of the two masterplans will differ, the paired new towns have the same goal: an intelligent plan for San Antonio's future growth—one, by creating a desirable living environment downtown; the other, by upgrading suburban development patterns.

Jonathan, Minn.

Two and a half years ago Jonathan, in Carver County, Minn., was selected to receive the initial HUD guarantee, for \$21 million, under the New Community program.

In the intervening 30 months the first of five villages planned for this new town has taken shape. Three thousand acres of land have been acquired and added to the original 5,000 of midwest farmland. Today some 1,300 residents live in housing of varying styles and price ranges. A village center is occupied by merchants, medical clinic, and dental office serving the growing community. A dozen manufacturing, research and technical companies are in operation in the industry center. Children and adults keep the swimming beach, boat dock, tennis courts, ball diamonds, play areas and year-around recreational facilities in active use. A network of tree-lined

greenway paths inter-connects all residential, recreational and shopping areas in the community.

And as the development moves toward its ultimate population goal of 50,000, with housing, educational, cultural, commercial and industrial facilities to serve a large regional area, interim agricultural activity continues as an important part of the life and style of Jonathan.



Relationship between land and people is a matter of long-standing interest to Henry T. McKnight, president of Jonathan Development Corporation, who as a Minnesota State Senator gained a reputation as one of the Nation's leading conservationists by authoring the Minnesota Omnibus Natural Resources and Recreation Act of 1963.

A Jonathan hallmark is innovation, exemplified by two organizations testing new systems—one in the field of housing; the other in two-way television communication.

Four prominent national and regional organizations joined Jonathan Development Corporation in establishing Jonathan Housing Corporation to test new housing systems and designs. They are Burlington Industries, the Olin Corporation, Stanford Research Institute, and Northern Natural Gas. Single family flexible homes, modular apartments and townhouses are included in this group's construction program. Smaller builders play a vital role in Jonathan. A consortium of five local custom builders—the

New Town Builders Group—has been formed to construct single family homes and townhouses.

On the communications front, Community Information Systems has established a demonstration in the Village Center. There, through use of response terminals, a visitor can secure information on housing available in Jonathan. Future plans call for installation of terminals in the Chaska High School, Jonathan Art Center, other institutions, and private homes with a wide-range of informational service available.

Among the most successful facets of Jonathan to date, is development of the Industry Center. In addition to 12 companies located there now, a new five-building complex is under construction and ground has been broken for a laboratory-headquarters building to house a leading firm in the field of immunochemistry.

Of Jonathan's 8,000 acres, 1,000 will be developed for industrial use, providing jobs for 40 percent of the working population of the area, including up to one out of four heads of Jonathan households.

Flower Mound, Texas

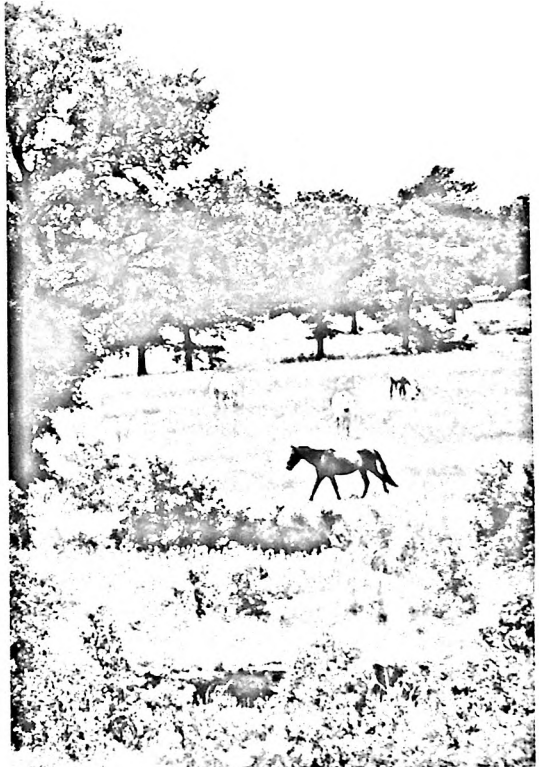
Flower Mound is today a small incorporated town that lies pleasantly among rolling grasslands about 20 miles northwest of Dallas between Lewisville and Grapevine Reservoir. In 20 years, some 50,000 to 70,000 residents will be enjoying the unique human environment of the Flower Mound New Town, as it will be then called.

Flower Mound New Town has nearly 6,200 acres of rural land that will be transformed into a city planned to bring about a successful integration of man and nature, to establish a relationship of different life styles living together, to take the "now" situation and relate it to the future. Raymond D. Nasher, general partner of Flower Mound New Town, Ltd., developer of the new town, understands this challenge better than most men because Flower Mound will be his second new town venture. He is also the developer of Fort Lincoln, within the city of Washington, D.C. Fort Lincoln should have 10,000 residents by the Nation's 200th birthday in 1976.

Flower Mound is the fourth community in the Nation to receive a Federal guarantee for the financial obligation incurred by the developer for land acquisition and development. It is also eligible for seed-money grants and special planning assistance.

Development of Flower Mound New Town is spearheaded by the Nasher Company, which has enlisted the help of consultants in the fields of urban planning (Llewelyn-Davies Associates), community services (Marshall Kaplan, Gans & Kahn), ecological research (Office of Richard Reynolds), cultural-historical values (The Greene Group), landscape architecture, urban design and recreation planning (Lawrence Halprin & Associates), traffic and transportation (R.H. Pratt and Alan M. Voorhees), market and economic research (M-PF Research, Robert Gladstone & Associates and Economic Research Associates).

In addition, Flower Mound calls upon the experience of an advisory panel of experts in such fields as educa-

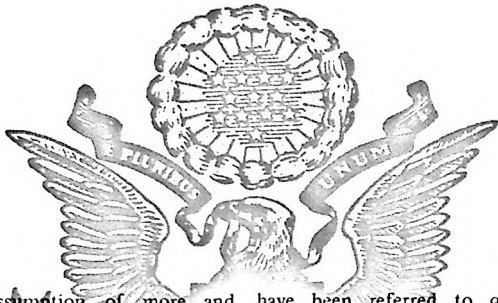


tion, religion, real estate research, behavioral sciences, the arts, and finance.

Flower Mound reflects "cluster" or "core" planning. Residential areas will be defined by a combination of locally oriented parks and recreation facilities. Two Community Centers will provide a range of commercial, educational, religious, and cultural facilities. The Urban Core of the new town will include a community college, a Town Center with civic and commercial facilities, and an enclosed Regional Shopping Center. Nearby will be a regional medical center and a large district park. Three planned industrial parks will ultimately generate more than 5,000 industrial jobs.

Nearly half the town site will be used for some 18,300 dwelling units provided for rent and for sale in all categories and price levels. More than a fifth of Flower Mound will be devoted to open space—greenbelts, parks and recreation areas. ☞

INTERGOVERNMENTAL PERSONNEL ACT



The assumption of more and more planning and financial responsibility for public services, pollution control, and housing needs while maintaining the traditional fire, police, and public works activities, has created a manpower and financial crisis for State and local governments. To relieve the crisis as well as improve communication and mobility between Federal institutions, State and local governments, and colleges and universities, Congress enacted the Intergovernmental Personnel Act of 1970 (IPA) which makes possible the sharing of hard-to-get and hard-to-develop talent. Thus, under Title IV of the Act, employees may be loaned from one unit of government to another, allowing local government to obtain for temporary one-year assignments highly skilled employees who would not otherwise be available.

Growing Interest

HUD began active participation in the exchange of personnel in October 1971 and is currently seeking jobs and applicants for the second series. To encourage personnel exchanges for 1973, the Department has notified all potential "customers."

Interest in the personnel exchange program is growing. To date some 155 different positions have been announced from 80 diverse governmental and academic institutions, and resumes of more than 100 HUD employees

have been referred to other jurisdictions for possible assignments. Most of the temporary assignments are for one year, at the employee's current salary and fringe benefits. HUD is willing to pay up to 50 percent of the salaries. Travel and transportation costs are provided under the Act.

Employee participation in the program is administered by regional personnel officers and coordinated by the Intergovernmental Personnel Relations Staff, in Washington, D.C., headquarters.

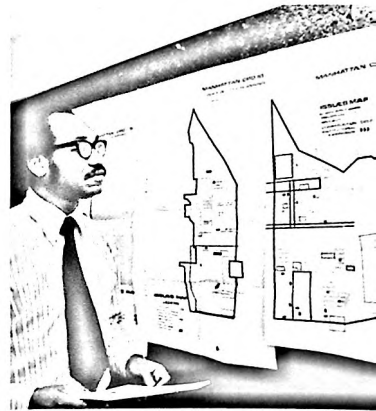
States, local governments, and academic institutions send job descriptions, qualifications, and approximate salary ranges to the regional or headquarters personnel officer for possible assignments of HUD employees. A description of the positions is distributed to employees. HUD in turn forwards the resumes to the agency with the job and makes arrangements for interviews.

Each HUD participant submits a short statement about his career plans and prepares periodic reports while on assignment.

Experiences of Participants

The first HUD employees to participate in the program are noting its two-way values:

Joseph Krakower, a Region VII employee on an intergovernmental personnel assignment to the City of Houston, says, "Working in the Office



of the Mayor affords me a meaningful and challenging experience. My colleagues and I are exposed to all aspects of urban problems as we assist the Mayor in reviewing and commenting on applications for Federal funds. This work requires that I draw upon all of my past experience, and for this opportunity I am grateful."

William J. Davis, Assistant Regional Administrator for Region II, describes some of the challenges of his position as General Manager of the Harlem Office of the New York Urban Development Corporation, "This provides me with a much better appreciation of the interplay and interaction of professionals in fields of architecture, engineering, contracting, tenant services, legal aid, and community organizations as I work on a day-to-day basis with local public leaders in developing a quality program of low- and moderate-income housing for New York City."

Arthur Goldstein, an industry economist in the Economic and Market Analysis Division at HUD headquarters, now serves as Associate Planner in Intergovernmental Relations for the Toledo Metropolitan Area Council of Governments. He says, "... getting a closer look at the everyday problems of the city... I hope to bring back to HUD a regional approach to solving urban problems."



The mobility provisions of the Act are indicated by the variety of these assignments.

Two-Way Exchange

The Department is encouraging States, local governments, and institutions of higher learning to place their employees on temporary assignments in HUD offices. This increases employees' knowledge of vital HUD programs and enables them to suggest improvements in HUD policies and delivery of services to communities.

Richard Wilson, Executive Assistant to the Wisconsin Secretary of the Department of Local Affairs and Development is HUD's first in-placement under the Intergovernmental Personnel Act. Mr. Wilson, who is on detail to the Office of New Communities, says, "This assignment will provide an exposure to the new communities development program, which is increasingly recognized by State policy makers as a key tool to meet urban problems and accommodate growth. I will also assist in the preparation of model State legislation aimed at a more active role on the part of States in the process of building new communities."

And local organizations comment as follows about HUD employees assigned to work with them:

According to Douglas Nunn, Director of Urban Studies Center, Uni-

versity of Louisville, "We are most enthusiastic about Ed Ranck's presence on our staff. He has done an admirable job of meshing onto our operations and has already demonstrated great ability in our programs and projects."

Ralph McGinley, Intergovernmental Programs Associate, Toledo, Ohio, Metropolitan Area Councils of Government says, "Art Goldstein's training and expertise has been quite helpful in the development and analysis of our housing programs. It has avoided an extensive training program in the role and functions of COG's and housing programs that are necessary with new employees. A Federal employee on an IPA assignment also provides fresh insight into the thinking of Federal officials regarding housing programs."

Les Persells, Executive Director, Atlanta Housing Authority, says, "David Clark has brought with him to Atlanta many years, experience and expertise in auditing procedures for urban renewal and public housing programs. With his wealth of knowledge, he is contributing significantly to improving on financial and accounting procedures and operation. Also his advice and recommendations on personnel and their duties are invaluable in the administration of the housing operations of the Authority." ☞

LEFT—William J. Davis, Region II Assistant Regional Administrator for Community Development, became General Manager of the Harlem Office of the New York State Urban Development Corporation. He finds his technical and managerial talents tested in this vital position.

CENTER—Marvin H. Lerman (right), formerly an Associate Regional Counsel for Region I, was assigned to serve as Special Assistant to Thomas Atkins (left), Secretary of the new Office of Communities and Development of Massachusetts. Also shown are Frederick Brown (standing), HUD Regional Counsel for Region I, and James J. Barry, Regional Administrator.

RIGHT—Mary Burke Nicholas, Region II Program Analyst, was assigned to serve as Deputy Director of the New York State Temporary Commission on the Powers of Local Government. She talks over the job with William Green (left), HUD Region II Administrator, and Robert R. Douglass, Secretary to New York State Governor Rockefeller.

in print

Property Tax Trends and Alternative Sources of Revenue, Washington D.C., National Association of Real Estate Boards, 1972. 33p. \$5.00.

This is a refreshingly brief, clearly presented essay on how cities get their money, why the sources of revenue are inadequate, and some of the other ways in which they can finance their day-to-day existence.

Municipal revenue, the book says, has always been under severe limitations by State government and by economic necessity. The States have controlled the type of taxation permitted the cities, and have only grudgingly permitted a limited sales tax to be levied by municipal governments. Local taxation of income, of sales or of business induces shrinking of the tax base, and is therefore economically detrimental to the local government. Thus, property taxation is one of the few options left as a source of revenue for municipalities.

Property taxation, according to the authors, has several distinct advantages. It is stable in the face of economic fluctuations, it can be changed with relative ease to adjust the flow of revenue, it yields a considerable amount of money, and it is easy to enforce. Unfortunately, it does not provide enough revenue for the cities to operate their affairs on an economically sound basis. More money is needed.

Furthermore, the authors say, increases in the property tax are one of the greatest deterrents to homeownership. It is administered with considerable inequity across the land, it does not measure up well as payment for services rendered, and is theoretically unsound on the ground that it is based on a fixed amount of property, yet the number of people these taxes are expected to serve varies greatly.

Four alternative methods for financing local governments are suggested and some discussion is provided of the relative merits and methodology of each: fuller utilization of different types of taxation such as the sales tax; revenues based on user charges; transfer of revenue from Federal or State governments; and measures to reduce local fiscal responsibility.

Since one of the major expenditures imposed on local governments is for education, considerable space is given to an analysis of the relationship between local property taxation and the resultant inequality of per-pupil-expenditure for education in various communities across the country.

No one preferred method among the four alternatives suggested is definitely recommended in this pamphlet. Nor is any mention made of the amount and type of tax-exempt property, such as church-owned and govern-

mental property, and its impact on local property taxes.

The chief merit of this little essay lies in the clarity with which it presents the problem, the alternatives, and the possible effects of each course of action.

*Donald Allen, Senior Reference Librarian
HUD Library and Information Division*

Recent Studies

Homeownership in the United States: HUD International Brief No. 10 and Tenant Involvement in Public Housing: HUD International Brief No. 11. GPO, Washington, D.C. 20402. 15 cents each. These are program reports prepared by the HUD Office of International Affairs to promote the exchange of housing and urban development information between the U.S. and foreign countries. Number 10 gives a short history of events leading up to private homeownership, the development of the mortgage industry, and the role played by the Federal Government in the process. Number 11 tells of the reshaping of the social and physical environment of disadvantaged families and reports on *The Philadelphia Approach*.

Industrialized Housing, by Karl G. Pearson. Ann Arbor, Mich., University of Michigan, 1972. 94p. \$3.00 (paper). This monograph is the result of data collected by the author from interviews with key people in the field of industrialized housing and his observations drawn from plant visitations. It defines industrialized housing and discusses growth and development of the industry; its focus is on men, materials, and assembly; transportation and erection; building codes; financing; and marketing. There is a separate chapter on mobile homes and an appendix which lists and summarizes operations of 66 modular housing producers.

The Human Environment, Woodrow Wilson International Center for Scholars, Smithsonian Institution Building, Washington, D.C. 20560. March 1972. 2 Volumes, \$5 each. Volume I consists of a selective, annotated bibliography of reports and documents on international environmental problems. Volume II contains summaries of reports submitted by more than 70 nations for the United Nations Conference on the Human Environment in Stockholm, 1972. The reports analyze environmental problems and priorities of the participating nations and include recommendations for national and international action. A Preface to Volume II by Benjamin H. Read, of the Woodrow Wilson Center, says: "Cumulatively, they represent perhaps the most valid round-the-world view of the state of the environment to date."

Between Clearance & Renewal

Land that lies vacant and scarred after clearance for renewal, particularly in a city's core area, can become an eyesore and a depressant to surrounding businesses.

In April 1971, the San Jose (Calif.) Redevelopment Agency faced this predicament when the Curtis Hotel in its downtown area was condemned as dangerous, with demolition scheduled for June 1971. The knowledge that renewal could be delayed spurred the Agency staff to propose that, pending renewal, a temporary park should be developed on the site.

With the proposed park only three blocks from the State College, it was felt that students and youths generally might be interested in such a project. The San Jose Youth Commission, whose objective is to involve more young people in local government, was invited to participate and accepted enthusiastically. The project presented it with an opportunity to help develop a desirable public facility.

Community people contributed ideas and materials, and promised a variety of assistance with the physical labor of the project. Cable reels were

Curtis Place Park

contributed for use as tables and kiosks. Businessmen contributed flowers, brick, sand, topsoil, electric wiring, irrigation equipment, and everything else that went into the building and decor of the park.

By February 1972, the Curtis Place Park was completed. Situated at the corner of South First Street and San Antonio Street in downtown San Jose, it consists of circles of brick with tables to provide eating and seating space. A lighted fountain is the park's focal point. Kiosks for art

displays serve as bulletin boards. The park is well lit for evening use. It is beautified with flowers and trees. The "walls" of the park are designed to be used for art displays by local students. The atmosphere is one of quiet relaxation—an oasis in an otherwise bustling downtown.

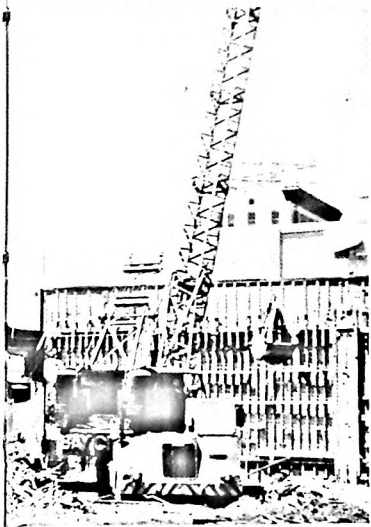
At the dedication ceremonies for Curtis Place Park, attended by San Jose's Mayor Norman Y. Mineta, there were congratulations all around for this demonstration of civic pride, and the San Jose Redevelopment Agency's concern for the people affected by urban renewal. @

—Linda Aguilar



LEFT—When the Curtis Hotel in downtown San Jose, Calif., was torn down, the Redevelopment Agency decided that, pending renewal, a temporary park should be developed on the site.

ABOVE—Curtis Place Park was built by volunteer labor and material. It includes benches, tables, kiosks, flowers, and trees. The focal point of the park is this lighted fountain.



City of the Future

By Morton Leeds



The city is the place our dreams become solid and three dimensional. It is a place of conscious choice where we say, "Here our fortunes will be made." But even more than our fortunes, certainly our lives are shaped by the city.

For half a century, planners have looked at the city with a somewhat different consciousness. They do not say, "This can be a place which will shape us." Rather, they say, "Let us look at the city consciously, and determine what the city should be. Then, when we have finished shaping the city, we can allow the city to reshape its residents."

But always, the city defeats them and us. For the city is more than a place, more than a thing. The city is Buckminster Fuller's verb, a process both being and becoming, stretching deep into the past, intersecting the present, and reaching far into the future.

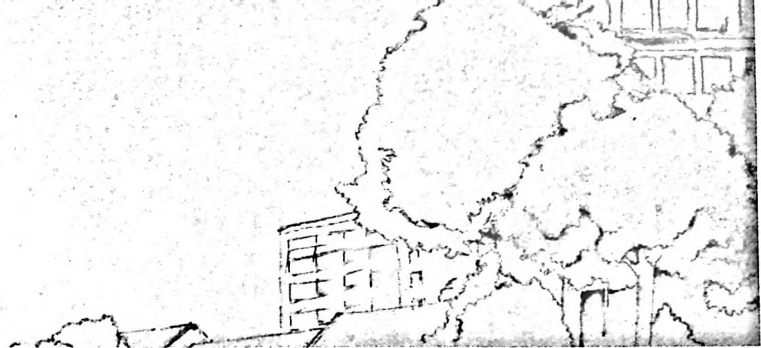
Let us try a new beginning, a start that suggests: here are the beings, social and human, that we should like to be. What kind of a city can we create that will in turn shape us into that kind of person? This is a more difficult process, but perhaps the more sensible one, after all. Certainly we have little to lose, since we have failed too often in the past. Perhaps with a more correct awareness that man is an end in himself, and not a means to other ends, we can move toward more rational goals for man's society.

Continua for Human Definition

First, we should like to be men who relate to, accept, work with and share experiences with other men. At the same time, we wish to retain a sense of individuality, of self, as each says: "I am a unique expression of the universe; this is my place, form of existence, manner of being; these are my personal bounds." This continuum then, begins with the group, and ends with the individual, each aspect needing satisfaction in critical ways.

The next continuum, essential for contemplating another meaning for urban man, begins with work and self-maintenance in a social and economic framework, and ends with the relaxed enjoyment of life, before, during and after work, whether in a social or an individual setting.

A third continuum begins with rationality, good sense, and the need for an ordering of the confusion of human existence. The other end of this variable is, of course, feeling, emotion, and the need to accept and live with the irrational, religious or mystical if you will,



aspects of existence, that are needed to complete today's incomplete, would-be rational man.

The list can go on for some time, but perhaps two more will suffice. For this type of analysis: the physical being, whether derived from or related to health and security, as contrasted with the psychic being, which exists in the mind of man. And finally, the continuum of variety and sameness and uniformity.

Applying One Continuum: Variety—Uniformity

The city of man calls for variety, the variety that makes it an interesting place to visit, and to live in, as well. The variety can come in many forms, and with many applications. It can come in the form of a vendor, selling wares from a cart on the street; from people sitting at tables on the sidewalk, looking at the walkers watching them; from an art festival, with pictures lined up on walls; from shops of every diversity and function, meeting every conceivable need.

Yet pulling the variety together, requires certain themes, styles, design structures or limitations, or the use of similar materials. Anyone who has looked out over the magnificent terra-cotta tile roofs of Florence, Italy, senses the underlying unity of a city that is a masterpiece of variety and human interest below the uniform surface texture of the roofs.

At the same time, the architect who designs along the continuum of variety-uniformity, must keep in mind the fundamental limitations of man: size, scale, and the need to remember the vantage point of a creature that is less than six feet tall. A building that is a thousand feet tall is meaningless in human terms, except from the air. This is the problem that Paola Soleri presents, the thousand-foot tall building, cubed. The human beehive he offers us is overwhelming—too big to comprehend or experience in personal terms.

Here is where the architect who replaces the two and three-story human buildings with Madison Avenue glass and plastic cubes or pyramids has failed. The stores he installs are a bit too synthetic, cold, and worse yet, expensive and uninteresting. But he needn't fail. The elements of interest and joy that went into older buildings can still be created, and in some instances, are being created today.

The City as a Single Entity

We must step back and see the city as a unit, before we can take the most significant steps of all. If the city is

a unit, a kind of social organism, then river banks, state lines, district, county, and area lines are artificial, and should be ignored for a number of purposes. If the city is an entity, then planning must take place at a level high enough up to encompass the entire city. If the city is an economic unit, as those who work in it recognize each day, then the arteries that transport its goods, services, and most importantly, people, must make an integrated system in which roads, buses, cars, trains and planes fit comfortably and meaningfully. A subway, each train of which replaces 140 cars, becomes a necessity for each city over a certain size. A bus system can carry the suburban resident to the subway station points, and cars and trucks can provide the fillers that complete a healthy social and economic organism.

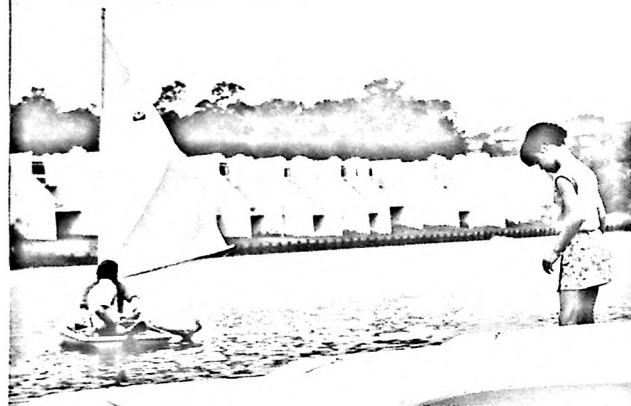
The land that surrounds the city is one of the most significant resources for the future life of the city. The use of that land must be planned, coherently, meaningfully, for the use of the city and its residents. Otherwise, creative use of the land can be lost for generations to come, with unplanned uses that either limit the city, or weaken its viability and health.

A city represents a point of power: economic, political and social. But the economic power of the city now needs to be rationalized, so that equitable taxes, tied to the only adequately expanding income base, the income tax, can be levied and spent throughout the entire metropolitan area. Any one of half a dozen apportionment formulas can be used, but the end result must come out the same. For the city of today is being short-changed financially, and the resulting equation we see is grossly unbalanced. Money raised on a reconstructed tax base can be apportioned as needs are expressed at various levels of government, beginning at the metropolitan area level, and working downward.

Economic Security

With the social movement from the land largely over, and 24 millions moved from our farms to the city in the past 30 years, the cushioning of farm price support to ease the transition to industrial farming must now gradually taper off. In its place, there is the need to rationalize the entire income support and welfare program of the country to meet the needs of the aged, the blind, the handicapped, the juveniles and their impoverished mothers. The solution, however it is worked out, must of necessity involve State and Federal expenditures, as well.

Each metropolitan area also has special functions that



must be performed at different levels, if the city is to be functionally healthy. Total planning, for instance, should be areawide. Police functions, on the other hand, can be performed one step below the area level, say at the city level, counting major suburbs as cities, for this purpose. In the Washington area, as an example, six or seven major areas could serve to blanket the entire region, for police purposes. The rights of pursuit of course, would extend over the entire region. Police training, and fingerprint listing, too, could be done at the metropolitan area level.

Are but two levels of government adequate for an area of such size? Perhaps not. For there are additional functions that could possibly be performed at the neighborhood level, such as education, wherein the parents continue to be directly involved in the destiny of their children. At each level, then, money collected at the area level, can be allocated depending on function that takes place.

Aside from horizontal, a few vertical divisions of government must also be created, along major functional lines. These would correspond to the specialized areas of government at the central point of power, and could result in larger departments corresponding to general functions, such as human services, community development, transportation, finances, and the like. This would end a situation wherein 200 persons and agencies formerly could report directly to the Mayor of Washington, D.C.

Power and the City

This restructuring can result in another dramatic change in the nature of power at the central point of the metropolitan structure. At present, local power is widely diffused, with few exceptions. But with these changes the mayoralty, or whatever it comes to be called, suddenly becomes worth struggling over, since what we now describe is a point of real power, of real leverage over the destiny of the newly-restructured city. Politics, in the good or meaningful sense of the word, emerges again, with real stakes, for a change. The citizen or action committees which proved an inadequate substitute for

real local political action slowly weaken, as party structures become stronger and take over as local battlegrounds for genuine power.

Perhaps, at such a moment, the reborn major city also comes to exert a radiating effect on the surrounding countryside, to become the political capital as well, instead of remaining the captive of a small-farm trading center artificially established as a State capital.

The Sense of Community

What now becomes possible is the emergence of community again, of sense of belonging to a place that has social and political, as well as economic coherence and meaning. The rebuilding process can now start seriously, for a change. Housing, industry, employment, as the factors we have usually begun with, now follow much more logically. The inner city density has been reduced, because the social chaos of the past two decades thinned out the inner city, as the middle class fled the unsafe, disorganized downtown. Eminent domain can be used judiciously. The false issue of race slowly, slowly, fades irrelevant, just as the religious struggles of the past faded. The color of a man's skin becomes as unimportant as the color of his hair or his suit.

Industry, in time, is redistributed, along with housing. Home and work draw more closely together, in a meaningful way, with more freedom of personal movement corresponding to the need to be near work. Schools can be rebuilt at the same time, corresponding to a new social mix, with larger, more central schools performing special education functions on a metropolitan basis, and smaller schools meeting neighborhood needs.

The teachers, those bridges of social continuity, are drawn from each neighborhood, live there, and cherish a sense of identification with it. The same holds true for the police, the bedrock of a neighborhood's sense of security. Between them, they become significant forces in creating identifiable, yet stable, neighborhoods of which the city is assembled.

The city has always been a large-scale natural organism, situated on the land, at the strategic break-points of man's movement and the transshipment points for his goods. But the city not only sits on the land, it is part of the land itself, influencing it, fitting in naturally, as the social and living organism that it must be. Goods and materials must flow into the city, for processing and consumption. The waste of the city, too, must be carefully recycled back into nature, or toward meeting man's further needs, to produce a minimum of necessary disturbance in the natural balance. Natural vegetation must be encouraged everywhere, to modify man's harsh presence on the planet.

What We Will

As we began, so we must end. In truth, we have sketched the city of the future, a city that never was, nor can be. Dreams, however, can serve as goals toward which we move, however, imperfectly. Do we wish to use such a dream in this particular way? Do we choose to will it into existence, as we willed man's first step on the moon? ☾

lines & numbers

Low-Rent Public Housing for the Indians

By the end of 1971 there were more than 35,000 housing units developed or being developed under the Indian Programs of HUD. Low-rent housing programs for the Indians began back in 1961 and over the ten year span nearly 10,000 units have been completed.

These programs are developed under the auspices of an Indian Local Housing Authority. An Indian tribe which has the power to govern its reservation under an established Constitution and By-Laws can organize a local housing authority to perform all legal functions pertaining to the development and management of a low-rent housing project. In Oklahoma and Maine, where the tribes did not have this legal or police power, the State legislatures have enacted statutes to provide for the establishment of housing authorities to perform the functions of a typical local housing authority.

In addition, the mutual help concept has been applied with great success in increasing the supply of decent housing for Indians. It has enabled low-income Indian families to earn a "sweat equity" through their participation in construction. Some 48% of Indian housing completed through December 31, 1971 was built by Indians.

More than 50% of the Indian population of the United States is concentrated in Oklahoma, Arizona, California, New Mexico, and North Carolina. The status of the Indian housing programs is as follows:

Low-Rent Public Housing Indian Programs As of December 31, 1971

State	1970 Indian Population	Number of Housing Units	
		In the LRP Programs	Completed
U.S. Total	792,730	35,180	9,592
Oklahoma	98,468	10,613	2,435
Arizona	95,812	5,708	1,176
California	91,018	372	30
New Mexico	72,788	4,984	1,505
North Carolina	44,406	316	151

In an interagency agreement between HUD and HEW, it was estimated that 40,000 housing units could be constructed or rehabilitated during the five year period January 1970 - January 1975. This figure included 30,000 units of new housing to be provided by HUD. The HUD Indian Housing Programs production achievements and targets for Fiscal Year 1972 are as follows:

Low-Rent Public Housing Indian Programs By Fiscal Year (In units)

	Actual 1970	Actual 1971	Estimate 1972
Commitments	4,358	7,464	6,500
Construction Starts	3,763	4,974	6,000
Completions	1,206	2,181	2,500

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