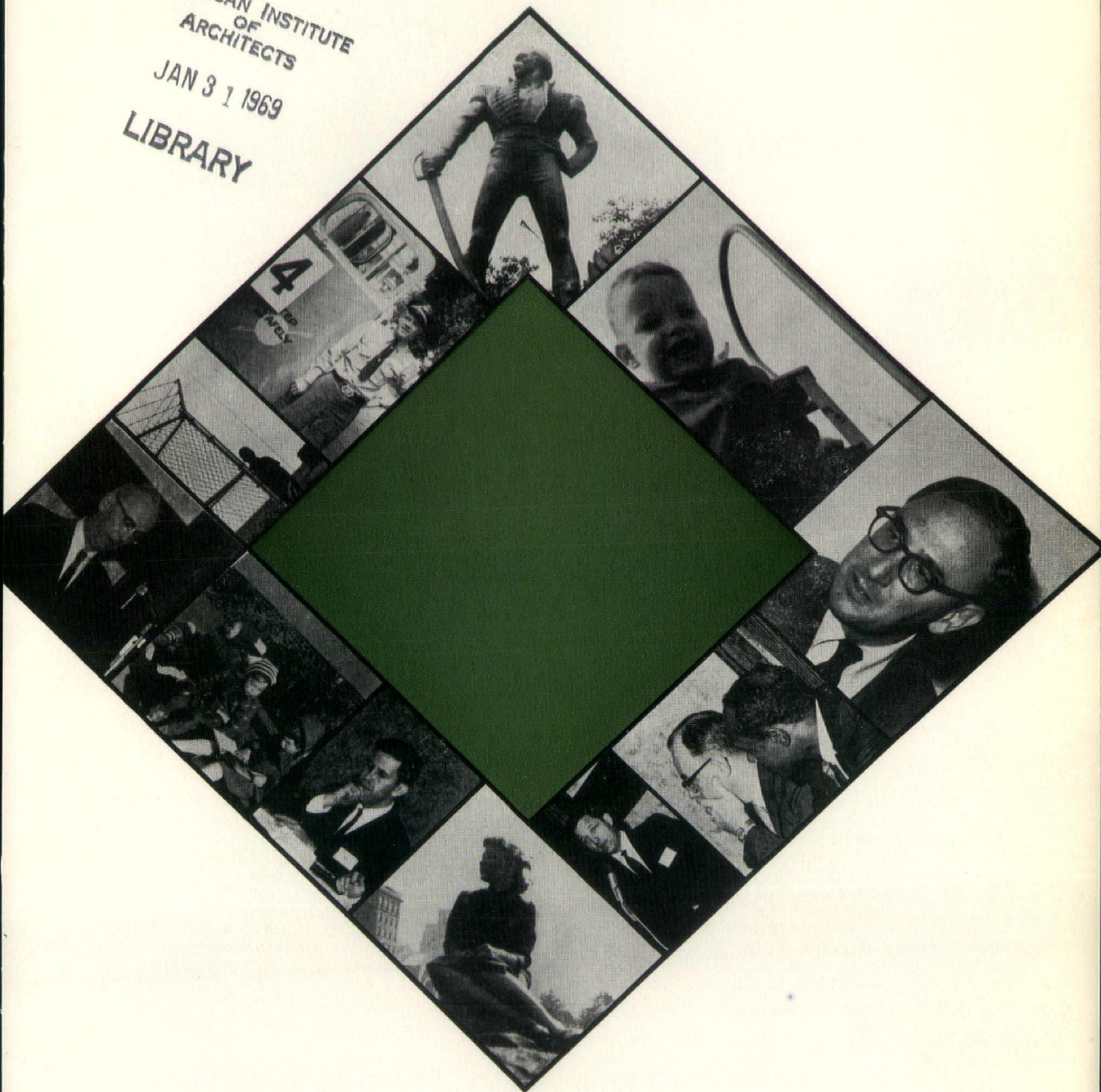
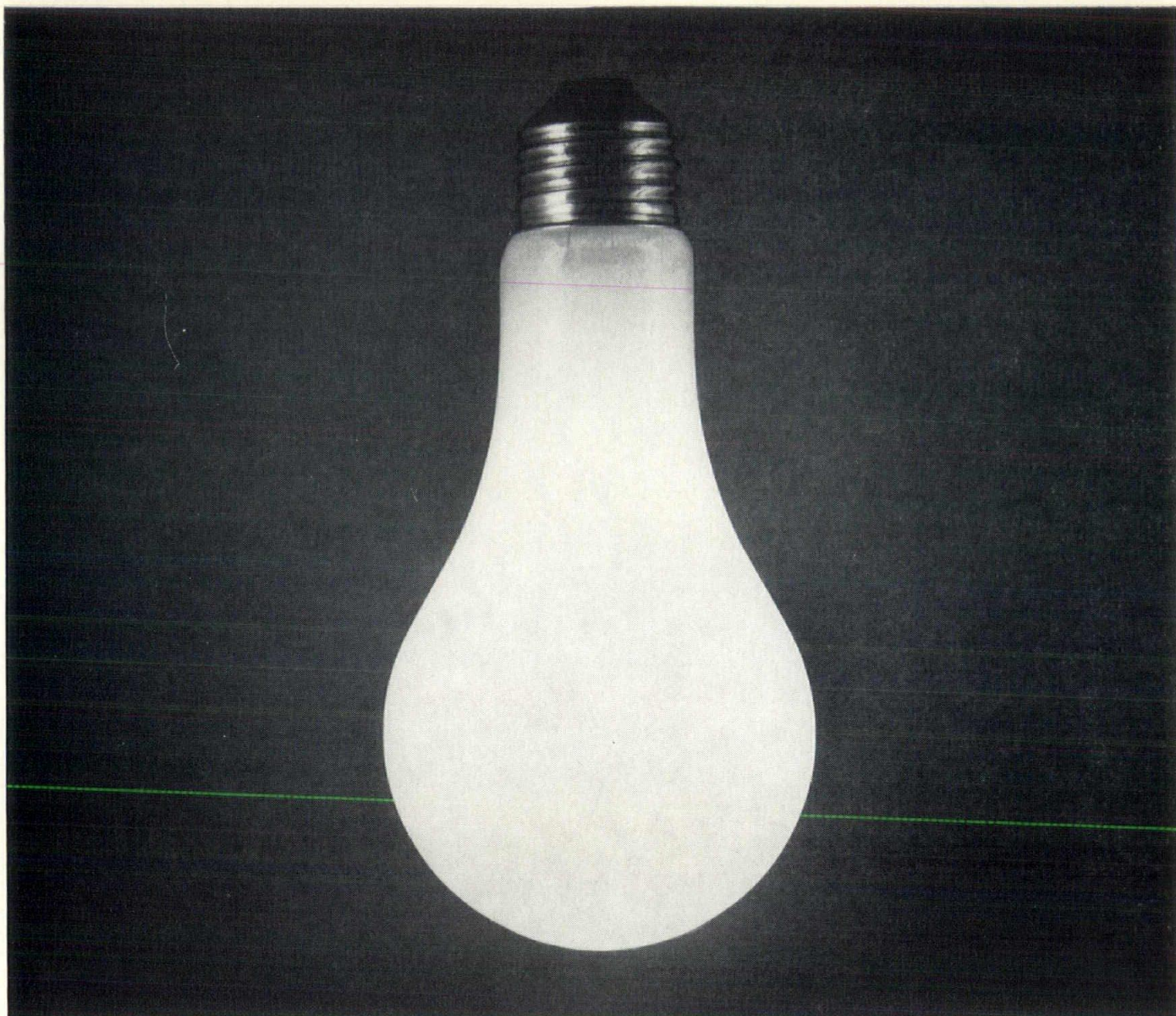


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JANUARY, 1969

VOLUME XII NUMBER 5

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CONCERNING THE COVER

Artist Larry Roesler has combined scenes from the 1968 ISA Convention with glimpses of urban life in his stylized representation of the city for this special issue on "Architects in Urban Environment."

Art Director
LARRY ROESLER

Editor
DON E. GIBSON, Hon. ISA

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SENATOR BIRCH BAYH

MODEL CITIES

TODAY, the city is the testing ground of American Democracy. Never before in the history of civilization have so many crowded into so little space. More than 70% of all Americans now live on less than 2% of the land. By 1975 the figure is expected to rise to 80% and by the year 2000 our present urban population will have doubled. The city has become the center of congestion, not commerce.

In the next 32 years we will have to build an urban environment as extensive as that which we have built in the last 300 years—only better. The cost of this monumental but necessary task will be great. I want to suggest to you, however, that money alone will not do the job. We need to bring to this task of rebuilding urban America a sense of vision and direction—and a knowledge of those values that were a part of the cities of ancient Greece: personal relations and friendships. We need to mobilize entire communities.

The Model Cities program is one area where the opportunity is greatest—and our hopes for success are high. Why? Because the Model Cities project is a radical departure. It is the first attempt, in any area, where there is a conscious effort to take into account the total problem. In this case entire neighborhoods.

The great promise of Model Cities is in its very concept—the idea of the total environment. As architects, I know that your own professional interest is primarily in the physical environment. But what about the other ingredients that, added together, combine to make a ghetto or slum. There is the heavy concentration of low income families, the lack of meaningful educational opportunities, the limited availability of health services, and the almost total lack of supporting social services, such as parks and recreational areas.

The Model Cities program is coordinated, coherent, systematic approach to a phenomenon known as the urban experience. Here in Indianapolis that urban experience, at least in the Broadway, Martinsdale, Hillside, Oakhill, and Brightwood areas, meant one-third of the

residents earned less than \$3,000; unemployment was 8%—compared to the overall city rate of 4.5%; it meant that 28% had less than an 8th-grade education; and that 31% lived in substandard housing—double the city rate.

The most unique—and promising—feature of the Model Cities program is also the most controversial. It is the idea of citizen involvement. It was clearly Congress' intent, in enacting the Model Cities program, that channels for the expression of citizen interest would be developed. We wanted this involvement not only because the rebuilding activities so directly affected the daily lives of the area's residents, but because we believed these people would have something very significant to contribute to our efforts to improve their neighborhoods.

Cynics have sneered at this approach. "If the poor man knew why he was poor," they say, "he wouldn't be poor much longer." But the poor man does know something no one else knows—he knows what it is to be poor. He knows what it means to be out-of-work and to lose one's self-respect. In the same sense, it is only the slum dweller who knows what it means to live in a hovel. Only they know the sound of rats on the floor in the dead silence of night. Only they know the sound of falling plaster.

To deal with this kind of living experience effectively—an experience so foreign to most of us—we are going to have to appreciate those feelings too. What I am suggesting is that by permitting the residents of Brightwood to participate in the planning of program activities and in the decision making process, we are more likely to come up with a solution that best meets the needs of the people of Brightwood.

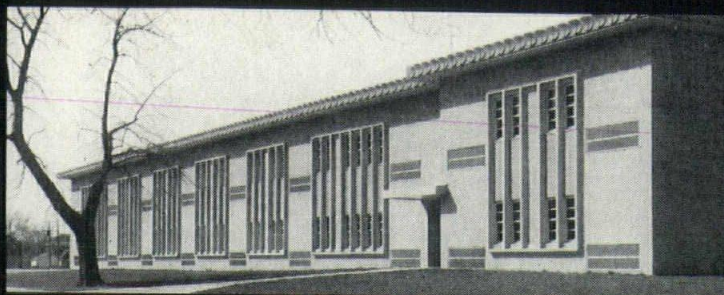
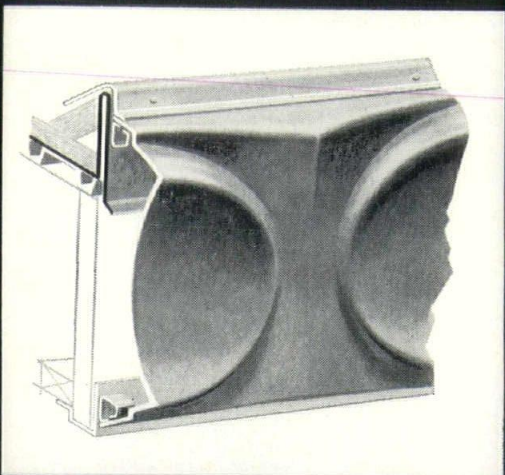
The visible signs of success in the Model Cities program will be readily evident to all. But there will be, I am convinced, an equally important though perhaps less noticeable change. There will be a change in the people themselves—in their outlook and in their own estimate of themselves. There will be a pride in the neighborhood.

New from

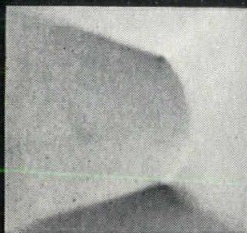
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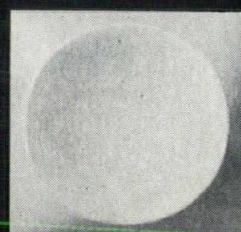
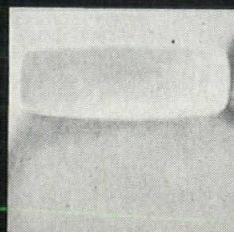
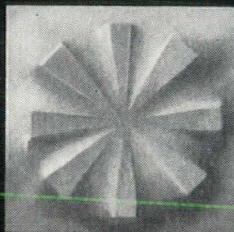
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MAYOR RICHARD G. LUGAR

MODEL CITIES

I WANT TO DESCRIBE for a moment some of the problems Senator Bayh was talking about in the Indianapolis Model Cities area, one which has multiple problems. Over 16% of all the housing units in this 4-square-mile area are over-crowded. Poverty affects at least 30% of the families to the extent that their income was less than \$3,000. In the particular area involved, 8.4% were unemployed, where the current unemployment rate for metropolitan Indianapolis is 2.3%, lowest of all metropolitan areas in the State of Indiana and at least a full percentage point below the national unemployment average. Nineteen per cent of all city crime occurs in this area; 25-35 per cent of all welfare cases come from this particular area, and 16% of all infant deaths occur in this area.

It is important to distinguish the current Model Cities controversy and our participation from the cities of ancient Greece, at least to this extent: There was a sense of fellowship in ancient Greece. One of the other differences between the cities of modern America and those of ancient Greece was that only a small percentage of the people who lived in those ancient cities participated in democracy. We have an experiment going in this country that all citizens can participate, and that all will be heard.

If anything comes forth from this discussion, it must be this idea of citizen involvement in a meaningful way. There certainly are gaps between the rich and the poor, between the blacks and whites, and between those who govern and those who are governed, particularly when the governed feel they are alienated from the sources of decisions altogether.

So a genuine attempt is going to be made to conduct elections in this area. Such attempts have not always been successful, and sometimes have led to great cynicism. A great deal of the success in this venture will depend upon the participation and quality of the persons selected, and the intensity, the sincerity, with which the persons selected approach this monumental task that faces the committee and which must be completed within the year.

Sometimes as weary city administrators, we wish there was a thinning out process, that many people did not come in droves to Indian-

apolis as they are, in fact, coming, but I think none of us is going to be able to change this. None of us is advocating a "Wall of China" around our city; in fact, Indianapolis is a mecca of hope; it is not a way station on the road to Chicago, or Detroit or Cleveland. Many people are staying here, adding ten to fifteen thousand persons annually to our city, and they will continue to come.

The stress we will have is whether we are imaginative enough and whether we will structure our city sufficiently to provide a truly dynamic society.

In July I went to Washington with an entourage of interested persons to bolster our Model Cities application. Our application had some shortcomings, and through an addendum and personal testimony, we hoped to correct some of the deficiencies. A gentleman in the Model Cities office asked me this very important question: "Who will be responsible for this program, and who will make certain that, if Indianapolis is given this grant for a plan, a plan will be produced, and finally, who will make this thing go?" I said: "I will," and he responded that that was the right answer.

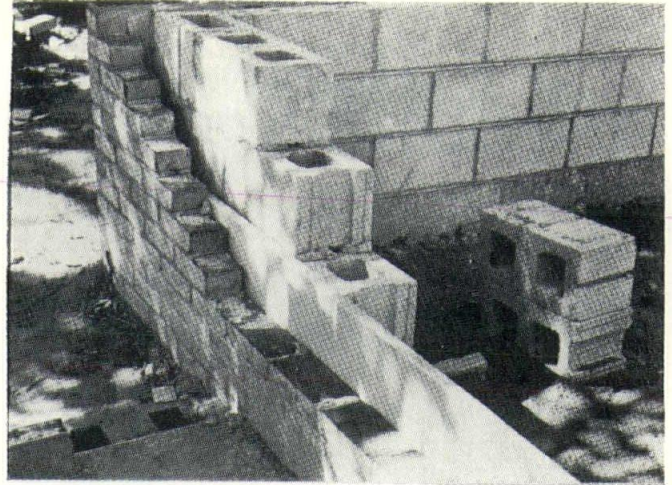
We have people of good will, they are going to be honest in their intentions and in their judgments, and I hope they will be skillful and imaginative. As we complete this plan, the important thing is to make certain that the capitol improvements that are suggested are brought to bear in this area, that we have an enforcement of building codes, that we have adequate police protection, that we have new innovations in health service, that we do the things that are very important from a local government standpoint, and without which the most imaginative architectural schemes or even the most imaginative thinking about human needs are likely to flounder. Streets and lights and sewers, tall buildings, short buildings, parks and so forth do not make a great community, but they help. It helps very much to know that local government is concerned and that it stands behind resources that might come from elsewhere and that we hope will be abundant and that will come from the minds and hearts of people such as you in this room.

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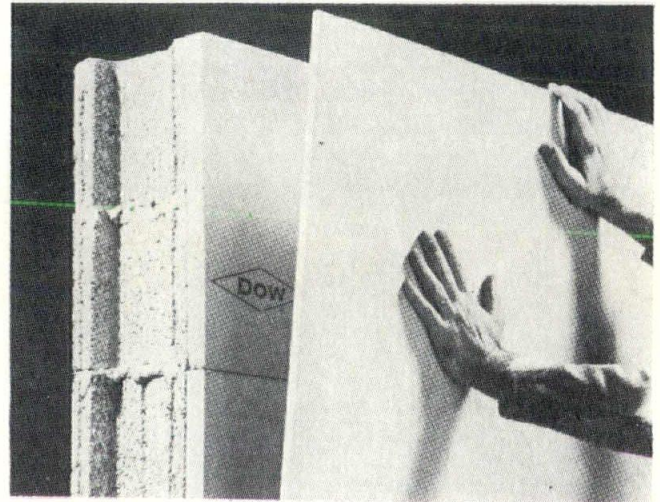
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GARY HAS been a recipient of a Model Cities grant for some five or six months now, and our charge, of course, is to coordinate all of the efforts that come into the Model Cities area, as well as to encourage private industry, to encourage local government, private agencies, state government, etc., to participate in our program.

There is a tremendous problem of education, as far as the Model Cities program is concerned. The name is wrong; people in Gary expect the Model Cities program to make Gary a model city. But we have taken only a small section of the city, a section that includes one-tenth of the population, and we are going to try to coordinate all our efforts in this one area to try to prove what can be done in a five-year period, keeping track of what it costs us to bring this area up to standard. This will give Congress an idea of what it will cost to solve the urban problems of America. No one really knows what it will cost to solve these problems, and this is our first opportunity, through a cities demonstration program, to find out how much it really will cost, to demonstrate what type of commitment we will have to make to solve the urban problem.

Education is a tremendous problem, and we're not having very much success. In the area we're talking about, we're really talking about the Blacks, because they are the people who are really the poor and the people who are really living in the Model Cities areas. There is a tremendous amount of suspicion and hostility to Federal programs.

This is very understandable; urban renewal has been going on in Gary for about nine years. People have been living in urban renewal areas, thinking all that time that they

are going to move next week, but the first demolition project hopefully will start next week. You can understand what sort of hostility they might have.

We have been helped in Gary because our Mayor is able to relate to the Black community, but we know this is not going to be enough. We're going to have to produce, and when we talk about citizen participation, we're going to have to mean it. Citizen participation in all our conferences is our Number One problem. We've had some problems in this area, in that we've asked technical advisors and experts to come in and help our citizens plan, but we remind them constantly that they do not go in and tell the people what they want — you have to go in and ask them what they want. No more spoon-feeding of what they need, you must try to interpret their wants for them and help them solve their particular problem. Paternalism is over.

Local co-ordination is a problem, because not even the Federal agencies are coordinated. We are responsible for everything that comes into our Model Cities area, yet I have to read in the paper about a \$15,000 grant to an agency located in the Model Cities area which never was brought to the attention of anyone in the entire Model Cities program. However, this is improving at the Federal level.

Model Cities is not a panacea; it is not going to solve all the problems, in spite of some of the claims which unfortunately have been made. This country still has not committed itself to solving the urban problem. Model Cities is a very good beginning, but it cannot succeed if either the Mayor or the citizens demand complete control of the program; it has to be a co-operative venture where there is shared power,

If people in a Model Cities area really get organized, things are going to happen.

DR. JOSEPH F. MALONEY

MODEL CITIES

TO BEGIN WITH, I think we ought to remember the origins of maximum feasible participation by the poor. It has been revealed that the people who wrote the original legislation, usually technicians, had an entirely different concept involved. It was put in by accident, as an after-thought, without any serious discussion, without any real deliberation, without any real contemplation of the consequences. The concept was that citizen participation was an educational process, education by association, a learning by doing process. The notion was that really important decisions were made by important people, by people with background in the decision-making process, professional competence, experience in government, and that this lack of experience was what was holding back the development of the culturally deprived and the poor. Therefore, it was insisted that the poor be represented on the boards where this decision-making process would be going on, to sit as knowledgeable spectators.

But in many programs, there wasn't much doing by way of accomplishment. There wasn't much learning because there wasn't much doing, and there was less and less association in OEO or CAP activities by the people who have traditionally exercised governmental power. Talking, without any indication of progress, is very frustrating to those used in doing.

The Model Cities program faces a similar danger, hopefully not the same result. The Model Cities approach is predicated upon the notion that there should be maximum feasible participation by the people who are to be affected by the program in the neighborhood involved. We have placed the premium value on involvement for involvement's sake, and perhaps we are in danger of becoming so concerned with maximizing the involvement now as a new

expression of our concern for working out democratic principles and today's problems that we lose sight of the accomplishment. Because of this maximum feasible participation we have an election process, but we have to watch out that this election process does not result in a new form of segregation and a new form of abandonment. If we concentrate a great deal on formalizing the participation of the poor in Model Cities activities, we might come to feel that this excuses those of us who are not in the Model Cities area from participating and releases us from any obligation to become involved.

The Model Cities program is an essential program; the need for it is obvious, the objective is worthwhile, and none of us can afford to allow it to fail. This means that there are professional as well as citizen obligations. The professionals should not take over, or resist the active participation by the Model Cities neighbors, but they should actively, constructively, continuously, but always patiently, participate. A professional, you are not excused from participation. You should give your time, individually as well as collectively, your personal time, in helping in the Model Cities process.

You have the obligation to keep open the channels of communication, and you must continue both to listen and to talk; you are not there only to be called upon in case someone else gets inspired. You are there to be active participants in the process. The fact that it does take tact and diplomacy does not mean that you are excused from participation; you have a very heavy professional obligation. It would be nice if, two or three years from now when you have another convention of architects, the Mayor could say that one of the reasons we are rebuilding our city so well is that we had the help of the architects so much.

I WOULD LIKE to raise one circumstance which I have not heard raised on this or any other platform: The matter of property ownership. We are planning all over the place; we are telling people what to do and how to do it, when to do it and under what circumstances. But the embarrassing condition is that every inch of this great nation belongs to somebody, and in our respect for property ownership, we must introduce this reckoning of who owns what and for what purpose and what they are doing with that property, because these programs of urban renewal or of Model Cities will flounder upon this matter of persuasion, not only the population but the property owners themselves.

The lessons which are available to you in Britain are something I would like to emphasize. We have been at this business of planning longer than you have, and therefore we have made more mistakes than you have. Our mistakes are entirely open for your inspection. In this matter of property ownership, after the 1947 Planning Act, the entire nation was planned within an inch of its life. There was not an acre of ground that was not under zoning restrictions, etc., in complete defiance of the property owner's right to do whatever he wanted with his property. We realized that if we were to continue to jam 55 million people on our island, the value of land was something greater than had previously been recognized. Therefore, no matter what your ownership interests may be, you could only use that land with the authority of some governmental agency.

This planning was performed on the local level all over the country, and the planning reports were then submitted to the central government, and when they added all these reports together, they discovered that there had been a wild overestimation of the resources

of the nation. Notwithstanding the accuracy of the maps, acreages required for this and that purpose, on perfectly logical local understandings, when reckoned in total, made total nonsense. Therefore the matter of re-planning and re-re-planning of the initial reports required by the 1947 Planning Act became an ever more disappointing experience.

Now these are circumstances which you are going to have to face on an ever-increasing scale.

I recently had a private visit to Watts, where I wanted to see at first-hand, to ask my own questions, as to what the Hell was going on. And I found there the very particular interesting proposition: Here was an extraordinary determination of the inhabitants of that area to identify themselves with that location and to remain in that location, and they were simply asking, in a quiet and subdued voice, "Please help and advise us in whatever way you think is necessary."

This is a matter of great interest, because I found, exploring further, that this was not necessary the intention of those that were in civic control. They had much larger ideas; they saw Watts as a small locality in the appalling welter of Los Angeles and the surrounding communities.

Here is the point I want to end with: You have two poles of individual personal participation with which we all agree morally and which we will wish to promote. In undertaking those promotions, you obviously have to bear in mind that what might be logical at the local level is illogical at the regional or national level. So here you have these poles of interest which are certain to conflict unless the utmost intelligence, patience and imagination is undertaken.

DAVID O. MEEKER

MODEL CITIES

THERE ARE two things that must yet be said: At no time did I hear a definition of what a Model Cities program is, and I think we should have this before us as we leave. In broadly stated terms, a Model Cities program is an attempt within a five-year development period to dramatically uplift the quality of life within an area of the city which, for planning purposes, represents approximately 10 % of the population. It is an attempt on the part of the citizenry and the government to do what in Indiana has been said for many years — that we can do the job ourselves, without direction from other areas. It's an opportunity in Indianapolis to put our brain where our mouth has been for many, many years.

There is another area here which I think is important. In each discussion of Model Cities, the war in Vietnam is brought up as a problem to the undertaking of this sort of pro-

ject. The war in Vietnam is not the problem; if we were in a major war, it would not be the problem.

The problem is that of spirit and will. It's the will to change things which are not right. War or no war, that commitment can be made, and must be made. The second is spirit. Hardly any of us can claim with any honesty that we have been poor, or that we understand poverty by being participants. Very few in this room are black, or understand what it is to be black. To be poor and white is one thing; it is awful. To be poor and black is dreadful.

In the spirit of accomplishing the things that must be accomplished in our society in a very short time, we have to commit ourselves as individuals to a better understanding of all of the elements of our society, those who are less fortunate and those who are more fortunate, and attempt to blend together to really create a viable society.

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FREDRICK T. ASCHMAN

MASS TRANSPORTATION AND COMMUNITY VALUES

TRANSPORTATION is a function that historically has been viewed largely in an engineering context . . . how to move people and goods efficiently, how to meet current and immediately foreseeable demand at least expense under the familiar "cost-benefit" ratios. Only in recent years have we begun to view transportation within the context of total urban growth and to see its relationship to community values — social, economic, and physical — and to its impact upon the form and structure of the city.

I should like to suggest three areas for consideration:

First, I would suggest that we look at transportation and community values in the context of the intense growth dynamics that today characterize our urban areas.

The most obvious and immediate concern must be with social dynamics, especially as this involves the problem of poverty and the need for making the most of all our human resources. Almost everyone recognizes the necessity for making jobs available to all employables and for job training that will make it possible for more people to both earn a better living and contribute to the nation's productive capacity. But, there is much less recognition of the fact that this will require a **universal** transportation system — one that provides for low-cost, mass transportation throughout the metropolitan area, with the quality of accessibility being the key to matching job opportunity and the people who need that opportunity.

This and other problems involving the shifting and redistribution of population and enterprise are immediate, but not simply short-range. The need for transportation planning based upon community values will certainly intensify and not be diminished by short-range measures. The U.S. will, by the turn of the century, have some 25 metropolitan areas of over 2,000,000 population, as compared with only eight in 1960. The nine areas that in 1960 made up the one-to-two million population group will be joined by 16 other urban centers. And, the number of areas in the 500,000-1,000,000 class will have grown from 24 in 1960 to 43 in the year 2000.

To cope with urban problems on this scale, we will need and may expect new technologies. These are clearly on the way, and we need to consider them as we discuss transportation and community values. We may expect new sources of power for ground transportation, widespread and intensified automation, greatly expanded use of underground installation resulting from new techniques for tunneling and construction, innovation in materials, and so on. As we consider what such innovations may make possible in terms of new systems of transportation, we need also to plan in the context of new forms or environments for communities. Technological advances in the areas of structural materials and in architectural engineering will make it possible for us to create these new forms and environments, so that transportation needs will change.

Against this background, the second area of consideration in our discussion today might

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well be that of the role of transportation policy, rather than technique, in shaping urban form and in improving the quality of urban life.

Thankfully, we have emerged from the era in which it was the rule to plan transportation facilities simply to meet projected demands in pursuit of land development as it seemed most likely to occur. Instead, we now realize that the way that transportation facilities are planned is a major determinant of how land will be used. We now know that transportation policy can be manipulated to guide growth into patterns that the community predetermines to be desirable.

The question, of course, is "what is desirable?" and this calls for the creation of a hierarchy of community goals.

In the most general terms, we might state our overall goals to be the creation of equitable access to urban opportunity, the enlargement of opportunity, and efficiency. In each of these areas the possibility of using transportation policy positively and creatively are vast.

Let me cite a few examples.

There exists in this nation's cities today the greatest range of opportunity for achievement and enrichment that humanity has ever known. Yet, our transportation policies in recent years — emphasizing the automobile and neglecting other mass movement modes — have resulted in a condition in which access to urban opportunity is not **equitably** available to all our people. This is especially true in the case of the poor and many of the growing number of our aged citizens.

Transportation — especially new systems for mass movement to complement automotive movement — could do much to actually enlarge human opportunity in our cities. One example of this is to be found in the area of urban form. We would not need to anticipate, if our transportation policies were more broadly reflective of community values, a continuance of our scatteration of regional services and institutions. They might instead be concentrated in regional clusters of "multiple-purpose activity centers" served by new transportation systems designed to provide universal access.

We must, of course, include efficiency, economy and conservation of our resources in our broadly stated goals.

Transportation policy can and must be used as an instrument to meet these goals as well, and there are many ways in which this can be done. We must, of course, drop narrow "cost-benefit" ideas in favor of new realization that broad community benefits may justify

subsidization of such facilities as new systems of mass transportation.

Our third area of consideration might well have to do with the community values that are involved in the routing of specific transportation facilities. Here again, we are viewing transportation planning in a greatly different light than in the times when super highways were either punched through communities or tortuously threaded through the city to avoid negative reactions by vested interests.

The location of a transportation route cannot be the simple activity of finding a popularly acceptable center line. The impact of a transportation facility on our communities is too potentially great for its location to be set in an essentially negative process. Instead, we need to view route location and design as well as elements in a larger process of community improvement and in many cases, community rebuilding. This means undertaking in each case a total study and plan for the **corridor** through which a major transportation facility is to be projected.

This broad dimension in new approaches to transportation planning leads to a more narrow one that is largely dependent upon both comprehensive planning and close coordination of urban building programs. It is the "Joint Project" or "Joint Development Concept" being espoused by both the Department of Housing and Urban Development and the U.S. Bureau of Public Roads, the latter having taken strong initiative in this field in a demonstration of new thinking in the highway field.

This concept simply call for the joint building of transportation facilities and community development projects. It may involve the utilization of air rights over a freeway for community facilities such as educational centers, or for high-density residential development. Or, it may involve the unified design of a transportation facility and a new center of activity oriented to a transit station or freeway interchange. It may be used to avoid "barrier" effects or, in more positive terms, to unify communities traversed by transportation arteries. In central areas, it calls for the integrated design of large-scale commercial development served by new systems of transportation especially designed to distribute large numbers of people. In outlying areas, it calls for imaginative creation of new large-scale regional centers capitalizing upon new qualities of accessibility. The values of the concept lie in the areas of our tripartite overall goals: equitable access to opportunity, the creation of new opportunity, and in efficiency and economy.

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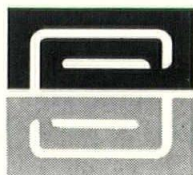
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DR. JOSEPH M. HEIKOFF

MASS TRANSPORTATION AND COMMUNITY VALUES

WE SHOULD look at values from two points of view. One, values, as goods, as things, material and symbolic, like land values, money, income, wealth, prestige or social status or political power. This is one way of looking at values. Another way of looking at values is as value judgment, in terms of what's good and what's bad, what's right and what's wrong, what's just and what's unjust.

There is a relationship between these two definitions of value in that people make value judgments about who's getting what of these material, symbolic values. As an example, those who are economically disadvantaged in our society are beginning to raise questions about the distribution of material values. The problem of integration of housing, the problem of open occupancy are problems of social status. The problem of political power is a who-gets-what kind of value distribution. Black power is a manifestation of an attempt to redistribute who gets involved in making community decisions.

On the basis of understanding that community values have these two components, let's look at the ways in which values are distributed in a community. One way, of course, is through the economic market; another way is through social status, and another way that values are distributed is through the political system, who gets what in terms of decision-making. And still another way values are distributed is through planning, and planning isn't simply just a technical, objective kind of approach to solving problems. In fact, when a plan is prepared, it aims at redistributing values in a community, because when it proposes a new transportation system or a new land-use system or a new system for the location of public facilities or services, this is a plan for reallocating values.

Planning is a part of the decision making process. For example, in land use plans, who gets what is involved with the possibility of exploiting property values, land ownership, who can get what kind of income out of his property because of the kind of facility being developed.

In transportation plans, who gets what in terms of access, and who gets what in terms of increased property values because of that access.

In terms of transportation itself, there are some kinds of decisions that have to be made in relating transportation planning to overall planning. First it's a question of priorities in the investment of money between transportation and other kinds of things; there is only so much money that is available in the treasury in any one particular year or planning period. Do you put it into transportation, or schools, or housing, or what?

Second, once you have an allocation of investment capability to transportation, then how do you order priorities for investment in different modes of transportation — highways or public transit? This is again a matter of distribution, who gets what.

But now in terms of deciding who gets what in modes of transportation, you could put money into personal transportation or into mass transit. Here we run into an economic problem. Economists like to look at these kinds of things in terms of consumer solving. The consumer always gets what he wants, what he is willing to pay for. If he is willing to pay for private auto, if he is willing to pay the cost or developing super highways, let him pay for that kind of transportation.

But that isn't quite rational; even the economist isn't rational here, because even the economist himself recognizes that there are "externalities", that is, private decisions that can have enormous impact on the general community. It may be that because a lot of private decisions are being made in such a way that they are irrational in the sense that because of their consequences, they prevent the individual from achieving his goal.

There has to be some way of limiting consumer choice; you can't just leave it up to the consumer, and we may be approaching the point where we have aggravated the transportation problem to such an extent that the planners are going to have to make some judgments that will limit consumer choice.



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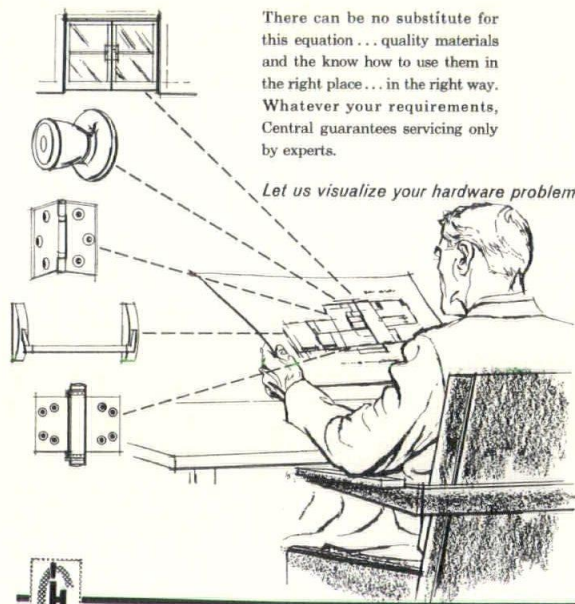
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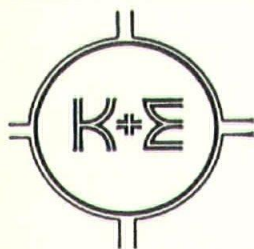
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MASS TRANSPORTATION AND COMMUNITY VALUES

IT SEEMS we have the same problem here we have in medicine: We have a lack of know-how, of technology. We have a lack of implementation, and a lack of will to implement the things we do know.

Rather than planning for twenty years or sixty years in the future, there are a lot of things that came today that we have known before and just ignored. The big problem in using transportation, sanitation or any of the utilities we had to do with in the Plan Commission is really defining the goals of the community. We give lip-service to some goal, and then forget about it or go about planning in a way which makes it impossible to achieve this goal.

As an example, I do not know if a goal of this community is to have integrated housing, but if we say that this is a goal of this community, we have done everything by deliberate action in the last three years to see that we do not achieve that goal.

I don't know how we go about really defining goals, but if we define these goals, the techniques are not so undeveloped that we cannot move towards the goals. I suppose we did

know that where we put highways as we were removing houses, soon housing should have been created, even in the goal were just to create housing and not to try to achieve the increased community benefit by integrating the housing. We should have built the housing, be we did not even do this.

The joint action of planning transportation facilities with HUD has not yet shifted down. We have the same problem in medicine; many things familiar to the public haven't yet shifted down to the general practitioner. Probably we should spend more time in getting some of these things shifted down to the real places where they are implemented.

I am not as hep on the technology, or how we go about achieving the goals. I am much more worried about how we define our goals, and not a pot of gold in the community. To offer equal access or opportunity to employment is not a real problem in designing a transportation system to meet the goal. It is whether we really have that equal access or opportunity as a goal that is the real problem.



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DONALD L. SPAID

MASS TRANSPORTATION AND COMMUNITY VALUES

IT SEEMS to me that one of the greatest problems we face is the determination of what community values are going to take precedence under any given situation. The best way of illustrating this might be in the area of route location. Do we go through a park? Do we go through a neighborhood because they won't squawk? Whom do we serve with this facility?

It seems we don't look at the real enemy; we do not look at the real community values. These are not articulated so that the general public can understand them. I remember the day we made the assumption that no one would want to get on or off an Interstate in the near downtown area except those people who are headed for the downtown. I think back on that assumption as being horribly stupid, because we found that there were all kinds of people who were in the near downtown area who had to use these facilities to get to places or appointments that were in the suburban area. That is, we were looking at the flow of traffic in only one direction, to and from the downtown, where in fact there were all kinds of traffic near downtown that had to go out to suburbia to find its places of employment. This almost was a fatal error, and may be a fatal error unless

changes occur in our transportation system as now planned.

Again, this is a community value. Somebody, somewhere, has to make a decision. The question is: Who's going to stand up and make a sound and proper decision? Here is an area where the architect forgets the trees and the potted palms, forgets the kind of material of which the highway will be built, forgets whether the highway will be elevated or depressed, forgets whether the bridge structures will be asthete. Obviously, I'm saying some strong words I don't really mean. What I am trying to say is, "Let's get at the real enemy, let's get at whatever values are to be served, let's get at the people who are involved in this." The facade of this facility will occur if we are more attuned to what this facility is to serve.

Forget about mass transit as a monorail that looks real nice going to a World's Fair, because we just don't have them in our cities.

This seems to me to be the fulcrum upon which the whole issue lies in implementation: How do we establish these values? Who is going to select them? Who is going to write the rules that will govern the game? Not in the past, but in the future.

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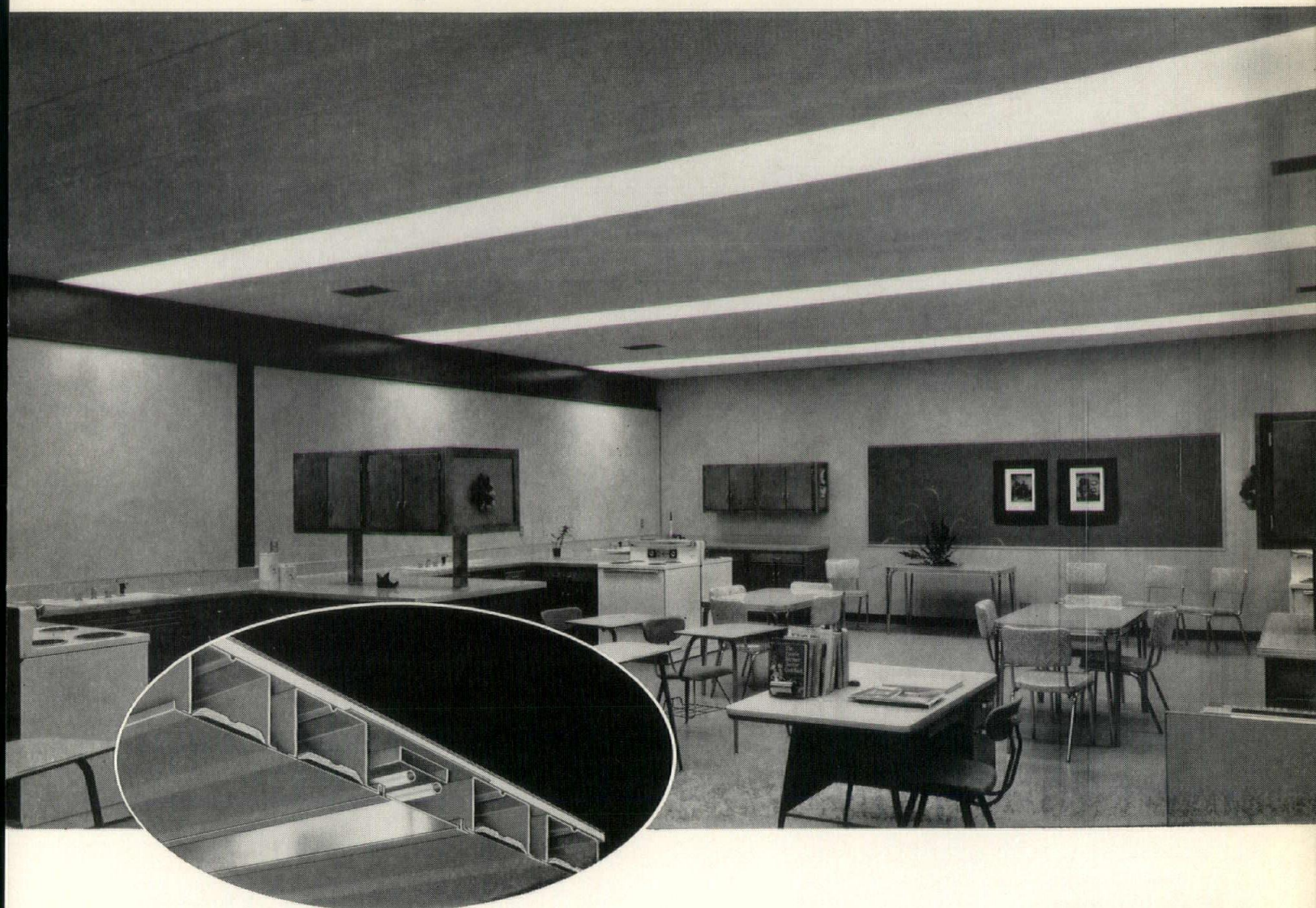
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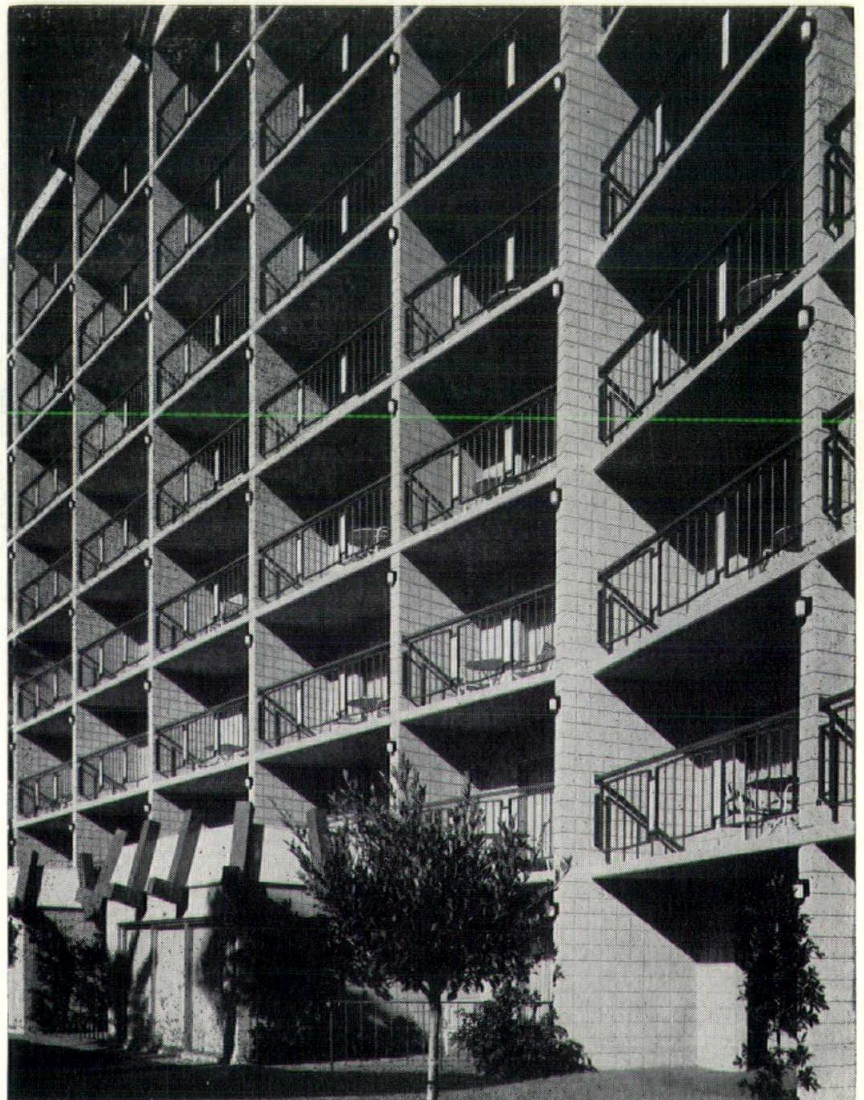
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