

# OCULUS

NEW YORK CHAPTER THE AMERICAN INSTITUTE OF ARCHITECTS



## **This is a special issue of OCULUS.**

Designed and planned during the 1965-66 Chapter year, it is the result of an experiment to present a different concept and format for OCULUS. Projected on the basis of editorial material balanced by advertising, it is being presented to you as a purely editorial concept, at the request of the 1965-1966 Executive Committee. Credit for the work should go largely to Charles E. Thomsen.

In preparing it for a September 1966 issue some of the material was found to be out-dated and has been deleted. For this reason, the article on Saving of the Metropolitan Opera House and some material regarding our search for a headquarters has not been included. The successful house tour conducted by the Women's Architectural Auxiliary was reported but does not appear since it took place in May, 1966.

While some of the material that does appear may seem a little outdated, the content is such as to overcome the date factor. Since the material has not been previously published, it should prove of interest to all readers.

While OCULUS, in the next and future issues, will revert to a primary concept of a newsletter for Chapter information, within that concept, new ideas and suggestions of Chapter members will be incorporated. It is the intention of the Chapter that this should be done and that OCULUS develop into the kind and quality of publication that Chapter members want it to be. There is only one way for this to be achieved and that is for the members to let OCULUS know what they think about it and how OCULUS can better serve them.

Efforts are being made at the present time to consider regular advertisers for OCULUS. Advertising can be a source of sound product information to architects; and, it is hoped, that members who have found products and materials to be of outstanding worth to them as architects, will urge the manufacturers of these products and materials to make them known to all members through the advertising pages of OCULUS.

H. Dickson McKenna  
Executive Director



# THE OPPORTUNITY AT F.H.A.

ARTHUR C. HOLDEN, FAIA

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*Anyone, who read the lead article in the April Reader's Digest entitled "The Stench at F.H.A.", by John Barron could have written to the Administration's office in Washington to inquire as to the reason for the attack. To those who have inquired the F.H.A. has sent a 16 page prepared paper, which cites the charges point by point and submits reasoned explanations. The F.H.A.'s point by point answer demonstrates that it has been administered on the basis of accepted business principles and that, within the limits of business judgment, it has tried to encourage what is called "non-profit" enterprise promoted by well meaning sponsors desirous of satisfying the housing needs of local communities. To Arthur Holden, FAIA, the unreasoned charges and the reasoned answers offer an opportunity for a review of the original purposes for which the F.H.A. was created and perhaps shed light on further opportunities that are now opening for increased usefulness of this frequently criticized governmental institution.*

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When new tools are devised, they are likely to be taken up by men who have been active in the past and who will utilize the new tools in the way and for the purposes with which old tools had customarily been utilized. This is not strange because it takes practice to manipulate any tools and it takes imagination to pioneer. The prime idea of mortgage insurance by a federal agency, as enacted in 1934, was to obviate both the necessity and the possibility of exploitation through usurious charges in the field of second mortgage finance. Coverage of the mortgage contract by insurance made it safe for primary lending agencies such as savings banks and insurance societies to lend up to 80% and later 90% of appraised values.

This insurance coverage did eliminate the abuse of the secondary mortgage which was often costing homeowners from 20 to 30% per annum to keep alive. Mortgage insurance, however, did not altogether eliminate the possibility of abuse in the appraisal field which incidentally is one of the evils of which Mr. Barron complains. In the 1920's and 1930's, as well as today, too much dependence has been placed upon the integrity of the average professional appraiser. Perhaps insufficient study has yet been given to the basic philosophy of appraisal; but, never-the-less, the concept of mortgage insurance did in 1934 remove one of the basic reasons existing for overgenerous appraisals. Shrinking or vanishing equity funds and the state imposed limitations of loans to two-thirds of appraisal values had tended to start pres-

sure for over-liberal appraisals. Many appraisers had tended to place strong dependence upon the factor of indicated earning capacities in appraising the completed value of a project. The ability to "borrow out" through mortgage financing had become one of the marks of the successful speculator in the 1920's. Possibly it was to guard against such dangers that in the early years of the F.H.A. great attention was given to the development of appraisal procedure and the publication of the appraisal manual, upon which the service of such a distinguished appraiser as Frederick M. Babcock was employed.

A second purpose of the F.H.A. was to encourage the flow of investment into the building of homes for families of the lower, if not the lowest, income brackets. Developing builders were deliberately encouraged to enter the field and as a result a tremendous wave for building small detached homes in groups swept the nation followed by varieties of attached and group apartment dwellings. As the market for this sort of living quarters developed, the developers found ways and means to make their enterprise highly profitable. Suddenly there was a great outcry. The developers of this class of F.H.A. financial project were "borrowing out" and thus making windfall profits. Congress responded with legislation giving the F.H.A. powers to review the limits of loans after project completion and to limit loans to costs plus "fair profits".

To take the first of the examples cited in the Reader's Digest article, it is the case of a ship-builder's union in Mississippi desiring to construct an old age retirement center. Upon the apparent pledge of the International Brotherhood for responsibility for management and operation, F.H.A. insurance of the loan was granted. The local union proved itself incapable and the international repudiated responsibility. The F.H.A. made good to the investing mortgagee. This was one of the agency's intended functions, for which it has regularly collected insurance premiums.

Foreclosure, naturally followed; and then a resale indicating a loss to the insuring agency of \$535,000 plus legal expenses on a mortgage aggregating nearly 2½ millions. It should be pointed out that prior to the system of F.H.A. Insurance, the investment of the second mortgage, as well as of the equity owner would in all probability, have been wiped out. It was because of the risk to which the second mortgagee was subjected that the practice of exorbitant charges for discounting, renewals and excessive interest grew up. The policies of the F.H.A. have greatly reduced this sort of loss through incompetence as well as the costly



exploitation of the competent. The F.H.A. has also increased the social desirability of the work financed by insured loans.

The second case cited in the Reader's Digest article was the case of a promoter in Newark, N. J. who allegedly got the benefit of a \$125,00 appraisal of land originally purchased for \$33,000. and then was allowed, after completion of construction, to omit amortization payments for a period of three years. To state these facts and leave them with the sole implication that they imply turpitude on the part of the F.H.A. either reveals gross ignorance or a calculated intent to harm. If the F.H.A. can be criticized for its policies it should be because the F.H.A. has too closely followed the recognized standards of good business judgment. The F.H.A. has adhered to the practices that have prevailed on the part of those great institutions, namely our Savings Banks and Life Insurance Societies, on which America has depended for the long range investment capital that has been supplied through our mortgage system.

Mr. Barron ought to have recognized this when he set down the words, "After the structure was completed in 1962, F.H.A. let Padula go three years without making payment on the principal of his loan." This has been a customary practice to avoid reducing the debt so long as the interest could be exacted. It was a practice authorized by the policy laid down by Congress at the time of the Great Depression. It is customary procedure to help the owner of real estate to carry on, for after all it is the "earnings" that accrue to property for the service of shelter that represent economic exchange. But the besetting difficulty which all real estate faces, not only here in the United States but in England, where our mortgage system originated, is the mounting interest burden that is the consequence of the continually increasing mountain of unpaid debt.

Had Mr. Barron been a constructive critic, he might have pointed out that the conservative and business-correct leadership of the F.H.A., lacking public pressures for pioneering improvements in our long term system of finance, the F.H.A. does not have the license to innovate. Indeed, had the F.H.A. made the condition that available annual payments should be first applied to amortization of principal and secondly to reduced interest payments, this would probably have provoked a protest because of the unfavorable effect it would have had on federal income tax accounting. The F.H.A., though charged in the original act with the obligation for research in housing, cannot promote effective financial innovation without coordination with other responsible financial agencies, and without the understanding support of the Congress.

Mr. Barron fills the first six pages of his attack

with similar charges of irregularities and then on the seventh page, near his conclusion, comes out with the statement, "*nearly one out of every ten* F.H.A. apartment or multi-family projects across the country now has gone bankrupt." He then goes on to cite the rise in losses for the F.H.A. for insured loans, which he says increased from 6-4/10 millions in 1961 to 94 millions in 1964 and 142 millions in 1965. Mr. Barron does not attempt to point out that the government stimulated rise in the interest rate may have had something to do with the failure of home owners and rent-payers to meet the obligations imposed by more recent mortgage contracts. Mr. Barron does not charge the F.H.A. with neglecting to analyze through research, the effect of failure of those seeking to check inflation by provoking higher interest rates, to differentiate the qualitative character of productive work to be financed, from resistance to and fear of the increasing quantitative demand for credit.

Nor does Mr. Barron appear to understand the real meaning of "bankrupt." The federal constitution gives Congress full powers to make uniform laws respecting bankruptcy. The purpose of bankruptcy is to release both natural and artificial persons from the slavery of contracts which, if enforced to the letter, would do harm to society. Through the control of the definition of bankruptcy, Congress could regulate the administration of blighted properties that do not have the resources to conform to minimum legal standards.

What Mr. Barron calls the "Stench in the F.H.A." is not really a stench at all, it is merely the atmosphere of prior accepted and safe business procedure. The F.H.A. has done some pioneering but not enough in imaginative finance. But imagination does not strike fire unless there is public understanding and appreciation. Of course, the F.H.A. has had to resist pressures from politicians. But all organizations with financial powers are often subjected to pressures. The administration of the F.H.A. has grown continuously more intelligent. It has definitely improved standards of housing both in the small home and in field of apartment living. Its influence can, however, be far greater than it has yet been. Today independent effort should be put upon finding a way to accelerate amortization and reduce the debt burden under which all city real estate and home owners in particular are staggering. The F.H.A. should strive to keep the interest rate down for the qualitative work that needs to be done in the field of low income housing. If this can be done and this writer is convinced it can be done, the need for governmental subsidies, in the field of housing and urban redevelopment, can be at first reduced and ultimately eliminated altogether.



# SHAPING NEW YORK

DAVID L. EGGERS, AIA

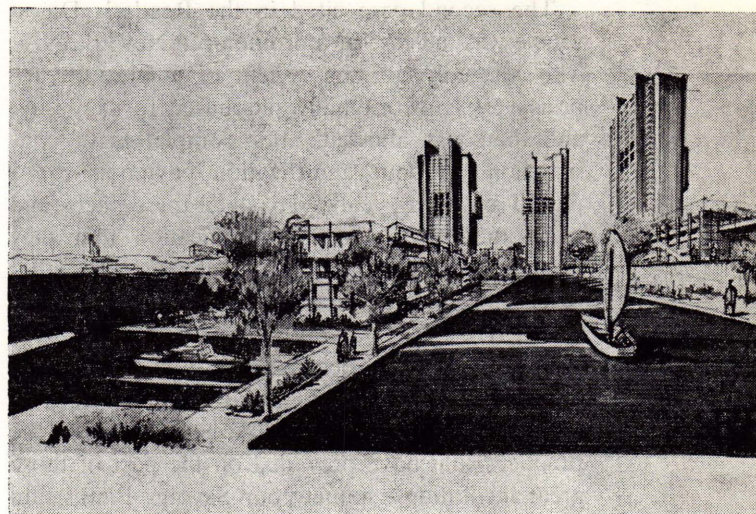
*(This article is based on an address by David L. Eggers, Administrative Partner of Eggers and Higgins, Architects, at the April Seminar on "The Role of the Engineer and the Architect in Shaping New York", sponsored by the N. Y. Chapters of the N. Y. State Society of Professional Engineers and the American Institute of Architects at the Statler-Hilton Hotel.*

This time and place are particularly appropriate for an examination of the roles of the Engineer and the Architect in shaping New York. The city is at a crossroads. We can follow the old ways of inaction, indecision and indifference, or we can strike out on a new path of courageous and intelligent action. New York has an administration that has shown receptiveness to fresh ideas and the fortitude to try them out. It is up to the professional community to prove that the urban dilemma can be solved.

## PLANNING

It is possible to cite examples of good planning and design in New York City. Rockefeller Center, the United Nations and Lincoln Center are however, isolated instances and far from typical. The miraculous rejuvenation of Third Avenue, the new construction along upper Park Avenue show that private enterprise has the capacity to transform large areas of the city in an astonishingly short period of time. Nevertheless, with few exceptions, the new structures have been undistinguished and designed without apparent consideration of their influence on their neighborhoods.

In New York, planning, to be truly effective, must find ways to put a limited land to better use. Housing and commerce could be commingled in the same neighborhoods, the nine to five financial district, or even in the same buildings. Business and light industry could be compatible in areas of substandard housing. The benefits from such planning could include a more even geographic population distribution, less congestion of public transportation and eventual reclamation of blighted areas. Employment in nearby business and industry would tend to raise living standards and to give impetus to both human and neighborhood rehabilitation. New ventures would bring persons of all races into former ghettos, thereby offering hope for racial integration. While I cannot presume to propose, these planning measures hold more practical potential than schemes that rely on massive population upheavals.



## HOUSING

Housing is the element of planning upon which the city's program must stand or fall. Yet it is hard to conceive of solving one of the most urgent sector of this problem, low income housing, without a thorough overhaul of procedures and policies of the urban renewal program. The bulldozer approach has obliterated cell blocks. This process has been carried out with relocation procedures that have, too often, merely forced families into already overcrowded slums in alien neighborhoods. However, the most serious shortcoming of urban renewal is its glacial pace.

The early phases of urban renewal are intolerably slow. Consider the marathon conferences with D.H.U.D. and all the alphabetical progeny, with H.R.B., S.D.H., P.H.A., U.R.A., etc. Consider the time spent on convincing civic groups of the need for program and on skirmishing with the congenital soreheads and exhibitionistic lone holdouts who obstruct every new venture as a matter of course. Now consider the charade of machinations, manipulations, cajolery and arm-twisting that must be performed before the project possesses political quarantine. The design and working drawing stages are similarly bound up by procedural delays. Here again, numerous agencies, each with its own criteria, must pass on each phase of the work. Is it any wonder that years can pass before the project is even out of the planning stage? The minimum time period between an urban renewal project's inception and tenant occupancy is six years. Four such projects constructed consecutively would just about span a generation.



About five years ago, at a time when the fallacies of the bulldozer approach became evident, we studied a scheme for neighborhood rehabilitation that would preserve the integrity of the old city block, while reconstructing its blighted areas. This scheme envisions opening up block interiors so that a continuous web of landscaped open spaces winding through the neighborhood. Utilizing air rights over existing streets for new construction, the tenants of the adjoining old buildings may remain until the new units are constructed, thus avoiding temporary relocation. A number of apartments on the new buildings constructed in the former block interiors or backyards, could be set aside as room banks for temporary housing of tenants from nearby neighborhoods in which the air rights construction would not be feasible. Such room banks, strategically located around the city, would avoid forced relocation to distant areas and would nullify the present wasteful and time consuming procedures. Eventually, the room bank spaces would be converted to normal rental units.

With little available land, we should look elsewhere. Miles of our waterfront are decayed and unused but potentially desirable real estate. There are many other approaches. One of the more intriguing is the recent pilot project for rehabilitating old structures by gutting the interior of a building, removing the rubble by crane through the floor and roof openings and then lowering new prefabricated kitchen-toilet units to each floor.

What can be done to correct and rejuvenate New York? I propose the following:

- That a Joint Construction Coordination Board be formed to create a uniform contract for professional services and standardized procedures for construction bids and awards. The Board would cut through interdepartmental red tape, expedite approval and minimize the confusion that has soured many of the most competent professional and construction firms on working for the city.

- That a construction research foundation, financed jointly by the city and private industry, be formed to evaluate new materials and systems. The foundation would be similar in concept to the Bouwcentrum in Rotterdam. It could be supported by building material manufacturers, the New York Building Congress, the Building Trades Employees and the construction unions.

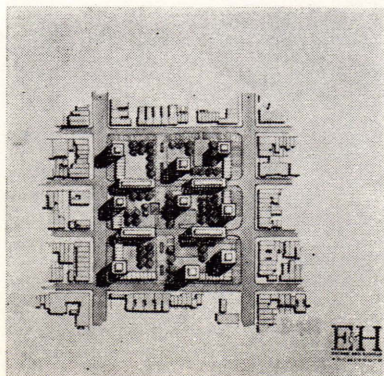
- That renewal projects should be fiscally structured as sound, long-term investment to attract desirable sponsors but with proper control to lock out the operators. These procedures would use to the best advantage the talents, brains and administrative ability of private enterprise including commercial lending institutions and responsible investment builders.

- Commission private professional firms to participate in planning and programming, as well as to execute design and construction administration. Give architects and engineers much more discretion in setting quality standards for construction.

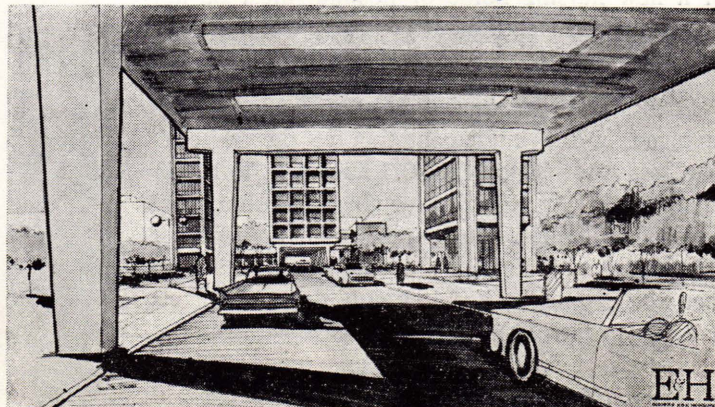
- Finally, take measures to remove planning and design from political pressure and interference. No lasting and effective procedural reforms will be accomplished as long as political expediency remains the principal criterion for urban programs. The State University Construction Fund, for example, is an agency that performs outstandingly without the heavy hand of political pressure at the helm.

The foregoing proposals may seem drastic, but there is a need for discussion and for concerted action, if we as architects, engineers, and government are to be a meaningful force for civic improvement.

We have here a concentration of the finest professional firms in the world, a city administration that is receptive to imaginative ideas, vital and aggressive real estate and construction interests and, finally, that unique and hardy creature the New Yorker, who has built and rebuilt and is, I hope, in a mood to build again.



Street & Parking Below "Air Rights"





# NEW PROCEDURES FOR HOSPITALS AND NURSING HOMES

By SAM KURTZ, AIA

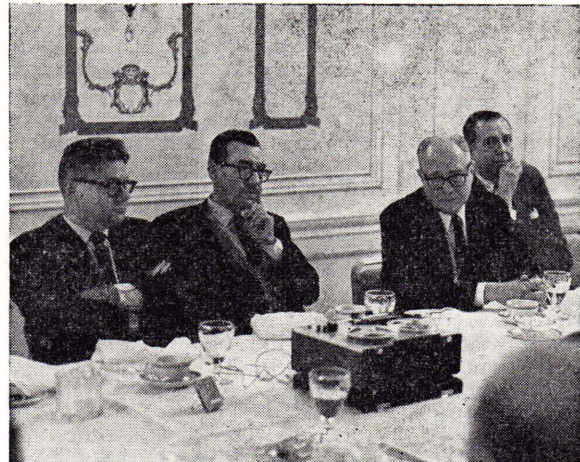
## THE FOLSOM REVISIONS

*The meetings take place in one of the private dining rooms of the Hotel Biltmore. Often, they extend far into the evening. Their purpose: A meaningful exchange of experienced views, complemented by the expertise of special guests, in a field which presents one of the most specialized facets of architecture. The subjects discussed by the members of the Hospital and Health Committee range from the highly technical and precise to the intricate and exacting administrative practices which an architect must master both in the office and vis-a-vis the governmental agencies. This article is based on the proceedings of one of these meetings.*

Dr. John J. Bourke, Assistant Commissioner of the N. Y. State Department of Health, and Mr. Irving A. Mennen of the Department's Division of Hospital and Planning, and Mr. Louis V. Viola of the Hospital Review and Planning Council of Southern New York were invited to discuss the new provisions of the Folsom Act at a meeting sponsored by the Hospital & Health Committee of the N. Y. Chapter A.I.A. in February. The "new look" inherent in the expanded jurisdictional authority of the Folsom Act as explained by Dr. Bourke has been implemented by vastly improved and simplified procedural requirements established by the State Department of Health.

Under the new law, the N. Y. State Department of Health approves construction of all hospitals and nursing homes regardless of auspices and location. This approval is predicated upon the prior approval of one of the established seven regional councils\* and the New York State Hospital Review and Planning Council. The establishment of a new nursing home or hospital must be approved by the Department of Social Welfare prior to application for approval of construction.

Early in 1965 the administrative procedures involved in the implementation of the Metcalf-McClosky Act (Chapter 730, Laws of N. Y. 1964) relating to prior approval for the establishment of hospital and related institutions, and approval of construction of additions or modifications, were met with dismay by hospital authorities, architects and others interested and concerned with the design, expansion, improvement and modernization of hospital facilities.





### Cumbersome Administrative Setup

The details of these requirements were clarified to a representative group of about 100 members and guests of the Hospital and Health Committee of the N. Y. Chapter A.I.A. at a meeting held February 4, 1965. They were replete with burdensome, unnecessary and costly procedural stipulations, requiring detailed statements of financial reliability of the applicant and the program, the submission of plans and other information merely to obtain a decision or ruling concerning "the public need for the existence of the institution at the time and place and under the circumstances proposed. . . ."

The ultimate decision was the responsibility of the State Board of Social Welfare, and the application required the prior approval of a newly created State Hospital Review and Planning Council, in consultation with the State Department of Health, of which it was to be a part. The seven regional councils\* then in existence were recognized as the State Hospital Review and Planning Council.

Very few questioned the necessity or intent of this law to reduce the rising costs of medical care by providing a means to determine the need for and a better distribution of hospital facilities, and to prohibit or limit the construction of unnecessary and costly duplicate medical services. But many were severely critical of the burdensome requirements established for this purpose. Eventually the Hospital and Health Committee of the New York State Association of Architects submitted a resolution to the N. Y. State Department of Social Welfare under the title "Suggested Changes in method of applying for approval of a hospital or nursing home project."\*\* It contained many helpful ideas. In addition, the Governor's Committee on Hospital Costs (the Folsom Committee) made recommendations which resulted in 1965 in comprehensive revisions to the Metcalf-McClosky Act.

### The Folsom Act of 1965

These revisions amending Chapter 730 of the laws of 1964 are contained in Chapter 795 of the laws of 1965 as a new article number 28 of the public health law (the Folsom Act), effective February 1, 1966. It consists of amendments to the public health law, the social welfare law, and the insurance law by repealing sections therein applicable to the regulation of hospitals and hospital services.

The major change was to place the authority and responsibility for the enforcement of the provisions of the law concerning regulation of hospitals upon the State Department of Health; and to expand this authority to include "comprehensive responsibility for the development and adminis-

tration of the state's policy with respect to hospital and related services, and all public and private institutions, whether state, county, municipal, incorporated or not incorporated, serving principally as facilities for the prevention, diagnosis or treatment of human disease, pain, injury, deformity or physical condition. . . ." It includes by stipulation: a general hospital, public health center, diagnostic center, treatment center, rehabilitation center (other than a facility used solely for vocational rehabilitation), nursing homes, tuberculosis hospital, chronic disease hospital, maternity hospital, lying-in-asylum, outpatient department, dispensary and laboratory or central service facility serving one or more such institutions, except an institution, sanatorium or other facility subject to the authority of the Department of Mental Hygiene.

### Various Terms Are Defined

A *nursing home* is a facility providing nursing care for sick, invalid, infirm, disabled or convalescent persons in addition to lodging and board. *Hospital service* is covered by the broad terms of "the preadmission, outpatient, inpatient, and post discharge care provided in or by a hospital together with such other items or services as are necessary for such care and are provided by or under the supervision of a physician including nursing service, home care nursing, other paramedical services, ambulance service, service by intern or resident in training, laboratory service, medical social service, drugs, biologicals, supplies, appliances, equipment, bed and board." *Regulation* includes the approval of construction of these facilities; and *construction* is "the erection, building, or substantial acquisition, alteration, reconstruction, improvements, extension or modification of a hospital including its equipment; inspection and supervision thereof; and the studies, surveys, designs, plans, working drawings, specifications, procedures and other actions thereto."

### Procedure for Applying for Approval

To initiate a project, the new regulations permit application by a *letter of intent* addressed to the regional health director of the State Department of Health. A copy will be sent to the geographical regional council affected with a request for comment, and a copy will be sent to the State Department of Health in Albany. It was suggested that an applicant should first discuss the proposed project with the office of the regional health council for assistance in preparation of the letter of intent. A plan may be submitted but is not required. It is anticipated that it will be possible for the applicant to be modified of a determination within sixty days.



The letter is followed by a formal two sheet, four page application which requires a brief description of the project and its location, the expected date of construction contract award, its cost, anticipated architectural services, financing proposal, and schematic plans. Cost of land need not be included. Details of the procedures are contained in the State Department of Health regulations, Part 710, "Approval of Hospital construction," currently available from the Department.

Paragraph 710.3 of Part 710, Approval of Hospital Construction, states that after preliminary review, "an administrative decision will be made as to whether the proposed construction as *substantial* within the contemplation of Article 28 of the Public Health Law." While this was indicated to be approximately \$50,000 the actual determination of what will constitute "substantial" will be made according to Section 710.3, by the Department of Health after the submission of a letter of intent as described in Section 710.2.

#### **Construction Standards — Review Procedure**

The construction standards of the State Department of Health and the review of the plans and specifications will be based upon Hill-Burton standards (U.S. Public Health Service Regulations, Part 53, 54 and 57) supplemented by Department of Health regulations Part 711, "Standards of Construction", is a single architect-engineer code, now available from the Department as a guide for architects and owners. It was emphasized that these standards were minimal. The review procedure will not be of the check list type, and will be made in stages as planning advances, rather than when the drawings have been completed. This should prove to be a most desirable provision. Under the construction code arrangement it will be possible to make revisions to meet technological advances or unforeseen problems and conditions.

#### **Other Items of Significance**

Among other items, it was noted that applicants will be required to agree to authorize change orders during construction should state inspection indicate necessity for conformance with minimal standards of the construction code or to meet requirements of hospital operating certificates. Financing plans and planning will allow consideration for obsolescence. The proposed medical provisions and services are subject to review and the State Hospital Council will be required to

promulgate rules and regulations concerning reasonable rates for such services.

Chapter 394 provides funds for the construction of public nursing home facilities by the counties of the State of New York and the city of New York. These facilities may be eligible for both the State funds and Hill-Harris (Hill-Burton) funds, depending upon priorities and the availability of funds (a nursing home facility on the site of a hospital is not eligible for these State funds); The Folsom Act and its related administrative procedures meet most, if not all of the criticism previously directed with such intensity against the Metcalf-McClosky Act.

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#### **N. Y. Medical College Architectural Faculty from Hospitals & Health Committee**

On January 26, 1966, the newly organized Graduate School of Medical Administration at New York Medical College inaugurated a course for architects and engineers on **The General Hospitals: Its Functions, Activities, People, and Equipment**. This series of 17 two-hour sessions, held at weekly intervals, was designed to:

1. Increase the architects' and engineers' knowledge of the general hospital; and
2. Increase their ability to carry on a productive dialogue with physicians, nurses and administrators so that the design requirements of hospital projects can be more effectively elicited prior to actual design. In other words, the course is an exercise in problem definition, not problem solution.

The sessions are conducted jointly by professional hospital staff members and architects experienced in hospital design.

Eighty-three architects or engineers are attending the course which was designed by Dr. Sigmond L. Friedman and Miss M. Ann Coleman, respectively, Director and Assistant Director of the School, and Mr. J. Armand Burgun, AIA.

Most of the architectural faculty was drawn from the New York Chapter's Committee on Hospital and Health, and includes, in addition to Mr. Burgun: Messrs. Alonzo W. Clark III, Eugene T. Cleary, Isaiah Ehrlich, Robert Hyde Jacobs, Jr., Howard H. Juster, Richard M. Miller, Allen C. Parrette, Zachary Rosenfield, Richard Sonder, William J. Taylor, Louis V. Viola, and Helge Westermann.

The "hospital" faculty comprises, in addition to Dr. Friedman and Miss Coleman: Mr. Thomas Banks (dietary), Dr. Warner F. Bowers (surgery), Dr. Albert A. Dunn (radiology), Dr. Edwin M. Gold (obstetrics) among others.

SIGMUND L. FRIEDMAN, M.D.  
Assoc. N. Y. Chapter, A.I.A.

\* Hospital Review and Planning Council of Western, New York, Inc.; Rochester Regional Hospital Council, Inc.; Review and Planning Council of Central New York, Inc.; Regional Hospital Review and Planning Council of Northeastern New York, Inc.; Hospital and Planning Council of Southern New York, Inc.; Northern Metropolitan Regional Hospital Review and Planning Council; Long Island Regional Hospital Review and Planning Council.

\*\* Empire State Architect, May/June 1965.

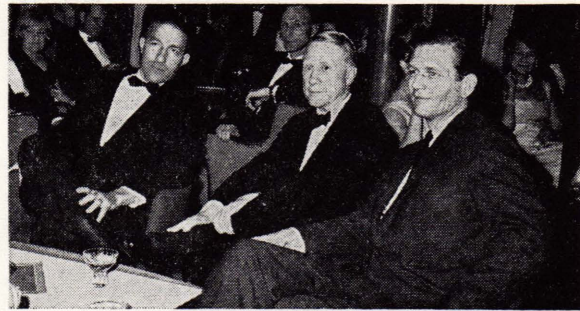


# ABOARD THE M/S EUROPA

THE 99th ANNIVERSARY DINNER DANCE — FEBRUARY 1966

It was one of those unbelievable evenings in which swirling snows added to the Kafkaesque desolation of the deserted city waterfront, the rhythmic complaint of the remote foghorn and, on pier 88, the fantastic appearance in the gathering dusk of fleeting figures in black tie and formal gowns seemingly gathering aboard a liner bound for eternity.

Belying the eerie cityscape was the warm spaciousness and the luxurious comfort of the German Lloyd M/S Europa and one of the most memorable evenings in the Chapter's 99 year history. Joining the celebration of the Chapter's anniversary were those whom the Chapter wished to honor and included the Institute's President-Elect Charles M. Nes Jr., FAIA, Robert L. Durham, FAIA from Seattle, Llewellyn (Skeet) Pitts FAIA of Texas, and Don Q. Faragher FAIA of the New York Region. Other distinguished guests were NYSAA's Millard Whiteside, and AIA Chapter Presidents Robert Kaplan, Donald Weston, Massimo F. Yessi and James Whitford. Indeed about four hundred architects, wives and Chapter guests came on board for a journey mis-en-scène by the Chapter's Meetings Committee which provided for the sumptuous and varied menu, superb service and the congenial atmosphere.



Secretary Udall, Dr. Stanton & Mayor Lindsay

## Honors

The New York Chapter paid tribute to seven individuals for outstanding contributions to architecture and the urban environment. Honored were Interior Secretary Stewart Udall, Dr. Frank Stanton of CBS, and Morris Ketchum, President of the American Institute of Architects.

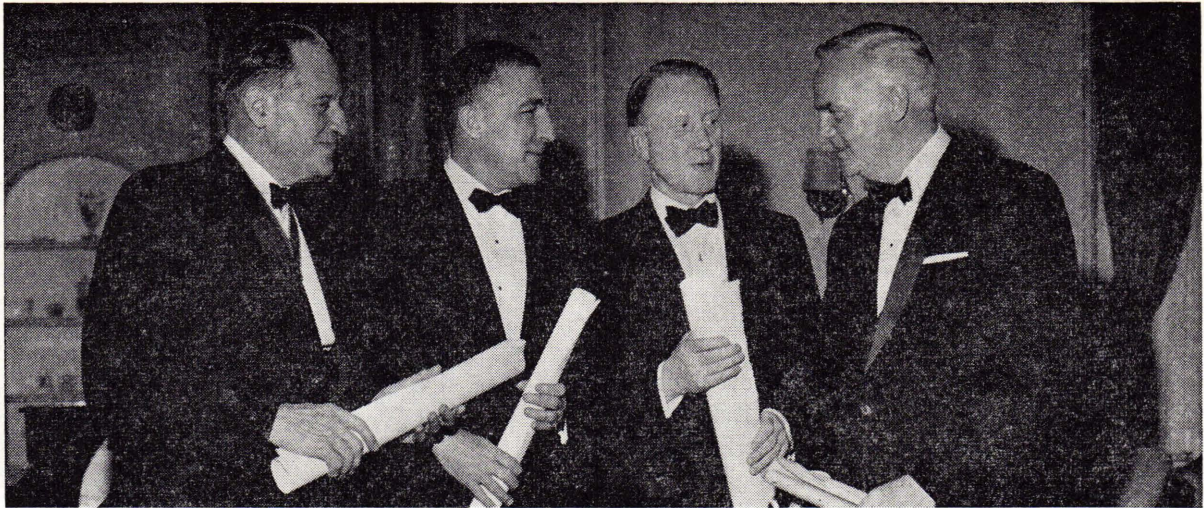
Secretary Udall was honored with the Chapter's Award of Merit for his work in preservation and beautification of our natural resources, including landmarks and national parks. Dr. Stanton received a citation for the new CBS Corporate Headquarters designed by the late Eero Saarinen in recognition of its contribution to good design and the architecture of New York City.

Institute President Morris Ketchum received the Chapter's Medal of Honor in recognition of both his record of excellence in the design of buildings and his service to the public and the architectural profession.



Mayor Lindsay visiting with Chapter President Urbahn





left to right, Messrs. Ketchum, Udall, Stanton with Max O. Urbahn

NEW YORK CHAPTER  
THE  
AMERICAN INSTITUTE OF ARCHITECTS

HAS SELECTED  
**MORRIS KETCHUM JR., F.A.I.A.**  
TO RECEIVE THE  
**MEDAL OF HONOR**

IN RECOGNITION OF YOUR CONSISTENT  
RECORD OF EXCELLENCE IN DESIGN IN  
BUILDINGS AND BUILDING-COMPLEXES  
CONSTRUCTED BOTH IN THE UNITED  
STATES AND ABROAD.

IN RECOGNITION OF YOUR CONSISTENT  
RECORD OF PUBLIC SERVICE TO YOUR  
COMMUNITY AND TO THE NATION; AS  
WELL AS, YOUR CONSISTENT RECORD  
OF SELFLESS DEVOTION TO RAISING  
STANDARDS IN ARCHITECTURE AND UR-  
BAN DESIGN EVERYWHERE, NOT ONLY  
THROUGH THE EXAMPLE OF YOUR OWN  
WORK AS AN ARCHITECT BUT ALSO  
THROUGH INNUMERABLE ARTICLES,  
BOOKS AND LECTURES, AND FINALLY,  
IN RECOGNITION OF YOUR CONSISTENT  
RECORD OF SERVICE TO YOUR PROFES-  
SION AND TO THE ALLIED PROFESSIONS.

*Owen L. Delevante*  
Secretary

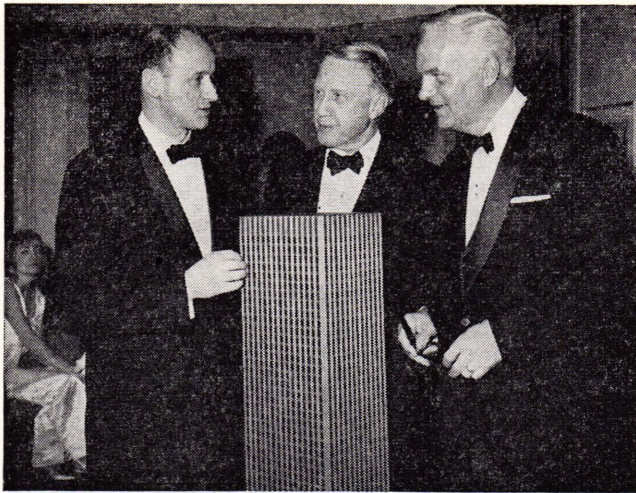
*Max O. Urbahn*  
President

Also honored by the Chapter were *New York Times* architectural critic Ada Louise Huxtable, who was made an Honorary Associate Member for her efforts to bring before the public significant issues in architecture and urban design; the Reverend James A. Gusweller, Rector, Church of St. Matthews and St. Timothy, who received an Award of Merit for his continuing devotion to raising standards of housing and other elements of improved urban environment in his parish. A Special Citation was presented to William J. Conklin for his leadership in solving problems of dense metropolitan areas through the design of new urban towns such as Reston, Va. A Citation was presented to WCBS-TV's "Eye On New York" program for its contributions to greater public understanding of the urban environment. The Citation was presented to the program's executive producer, George Dessart.



Max O. Urbahn





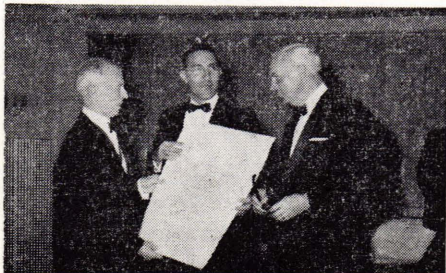
left to right, Kevin Roche, Dr. Stanton and Max O. Urbahn, FAIA



Dr. Stanton receives citation from Mr. White



George Dessart with Mr. O. Urbahn



left to right, Messrs. Holden, Udall & Urbahn

## TRIBUTE TO ALLIES

As we, of the New York architectural community, celebrate the closing of nearly a century of service to architecture and to this Empire City, it is indeed fitting that we share this occasion with the decision-makers, and the taste-makers, the governmental and corporate Medicis, who have contributed so masterfully, so magnificently to a better architecture and a better physical environment. Tonight we honor and pay tribute to them in recognition of their quest, and to praise the chosen expression of their search. We honor our colleagues, our friends and our allies tonight, not only to signal their accomplishments, but particularly to acknowledge their keen probing, their development of new perspectives and the sharpening insight which they bring daily to their appointed task.

We of the architectural community are deeply stirred by the bold new vision of things to come. Never was the climate so favorable for an effective challenge to the problems which face our city, our state, and our nation. We are impressed by the blueprints for action which our new mayor has outlined to us. We see in his administration a magnificent promise for the enlightened design and bold planning of our city. And we are deeply moved by the task which President Lyndon B. Johnson has not only defined but is currently implementing for a better and more beautiful America — the promises of the New Frontier realized by the Great Society.

The decision-makers in private enterprise have showed they are a significant force, indeed a desperately needed participant in such an endeavor. The taste-makers have showed where we are lacking, where we have erred and where we have shone. Our profession, under inspired and purposeful leadership, has accepted the challenge to promote a true rebirth of our cities. On us, a small profession, has fallen the burden and the responsibility for a man-made environment in harmony with the aspirations of man. It is not too heavy a burden, nor too broad a responsibility if we have on our side, as we do tonight — sharing our concern, a Stewart Udall, a Mayor Lindsay, a Dr. Stanton, an Ada Louise Huxtable, a Reverend Gusweller, a William Conklin and a Morris Ketchum.

ADDRESS BY CHAPTER PRESIDENT MAX O. URBANH  
ABOARD M/S EUROPA.



NEW YORK CHAPTER  
THE  
AMERICAN INSTITUTE OF ARCHITECTS  
SALUTES THE

COLUMBIA BROADCASTING SYSTEM

FOR ITS CONTRIBUTION TO  
GOOD DESIGN  
AND THE ARCHITECTURE  
OF THIS CITY.

BOLD CLIENTS GIVE POSSIBILITY AND  
REALITY TO GREAT ARCHITECTS. THUS,  
IN THE LATE EERO SAARINEN'S LAST  
BUILDING AND ONLY SKYSCRAPER, THE  
CBS CORPORATE HEADQUARTERS,

NEW YORK CITY'S URBAN LANDSCAPE  
HAS BEEN ENRICHED BY A CLIENT OF  
IMAGINATION AND LEADERSHIP GIVING  
OCCASION TO GREAT, CREATIVE POWER.

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NEW YORK CHAPTER  
THE  
AMERICAN INSTITUTE OF ARCHITECTS  
SALUTES

WCBS-TV

FOR ITS CONTRIBUTION TO A GREATER  
PUBLIC UNDERSTANDING OF OUR  
URBAN ENVIRONMENT.

THE RESPONSIBILITY OF MASS MEDIA IS  
TO EDUCATE AS WELL AS ENTERTAIN.  
WCBS-TV HAS ABLY FULFILLED THIS  
SPECIAL RESPONSIBILITY IN ITS SERIES  
"EYE ON NEW YORK" WHICH HAS LED  
THE PUBLIC ON SOPHISTICATED JOUR-  
NEYS THROUGH THE HISTORY, CURRENT  
EVENTS AND POSSIBILITIES OF OUR  
URBAN SCENE.

WAA SCHOLARSHIP AWARDS

A total of \$8,000 was presented to Pratt Institute, City College of New York, Columbia University and Cooper Union by the WAA at the AIA Dinner Dance aboard the M/S Europa on February 24th. \$2,000 was awarded to each of these four schools to be given to selected students of Architecture.

Accepting the awards were Dean Esmond Shaw of Cooper Union, Dean Kenneth Smith of Columbia University, Prof. Gilbert R. Bischoff of City College of N. Y. and Prof. William Breger of Pratt Institute.

The money for these scholarships was raised through our two major fund raising events . . . the Doric Cotillion and the Lincoln Center Tour this season.

The Doric Cotillion was held in September, 1965 at the Elms in Newport, Rhode Island, with the cooperation of the Newport Preservation Society. The Newport Weekend included a tour of the old mansions of Newport, and Operation Clapboard, a project for the restoration of Colonial homes in that city. Mrs. Robert Ward Cutler was Chairman.

The Tour of Lincoln Center was held in April, 1965, and featured a pre-opening showing of the Vivian Beaumont Theater, the Opera House as well as Philharmonic Hall, led by Max Abramovitz, the designer, and the New York State Theater, led by the building's architect, Philip Johnson. Mrs. Maximillian Urbahn was Chairman of this event.

The WAA was founded in 1958 and since that time has awarded a total of \$45,000 in architectural scholarships. Since receiving the WAA grants, young men from the four schools of architecture have gone on to win Fullbright Scholarships, AIA Awards, Alpha Rho Chi medals, and have been among the leaders of their graduating classes. We retain our interest in these architects of the future.

left to right, Mrs. Lathrop Douglass, Dean Esmond Shaw, Mrs. P. Whitney Webb





# THE CITY PLANNER AND THE PUBLIC INTEREST

CHARLES ABRAMS

Hon. Assoc. N. Y. Chapter, AIA

Almost nowhere on the American landscape are the problems that beset our current society so conspicuous as in the city. Here the effects of racial segregation are most visible; slum life and poverty are most concentrated. Here the physical environment is the least suited to children, and housing and school problems seem insuperable.

The profession that is closest to dealing with these problems as an entity is city planning. While planning as a means to an end is not new, city planning as a profession is new and has become increasingly important as urbanization has advanced. To deal with the problems of urban environment, a vast armory of political power has become available to the city planner and the planning official, but it is this very increase in power that is confronting them with serious ethical conflicts. Prospects of resolving these conflicts are being thwarted by two peculiarities in the American scene: first, the increasingly complex Negro question, and second, our continued reverence for state rights and local autonomy.

Until the 1930s, city planning in America was mainly a local regulatory process, sustained now and then by the beautification urge and the desire to maintain real estate values or preserve neighborhood prestige. Zoning, park creation, and street design were its principal devices. White city planners professed occasional concern for salvaging the central city, they also manifested an anti-city, pro-suburban bias that derived its logic from an image of new towns immunized against the slums and slovenliness of older settlements. The Federal Government remained free of any planning involvement because it lacked regulatory powers at the local level; and the state, except for some park programs, simply delegated to the cities and suburbs whatever planning responsibilities it was thought to have.

The New Deal enlarged the planner's horizons, his functions and his responsibilities. The tools he already worked with under the local regulatory process gained greater power with health, housing, and works programs; simultaneously new powers—more extensive eminent domain, greater tax and spending powers—were added to the planner's toolkit. As planning power expanded, however, so did the potential for its perversions.

The susceptibility of the planning power to perversion by the majority as a means of oppressing minorities has a history going back to its earliest exercise as a restrictive power. The licensing power to regulate substandard buildings in California, for example, was employed to oppress Chinese. A San Francisco ordinance made it all but impossible for Orientals to operate their laundries and another law forced them to move from the sections in which they had established their homes.

Similarly, no sooner was zoning introduced into American cities than private interests and municipal officials forged it into an instrument for restricting the movements of unwelcome ethnic groups. When land was needed for expanding park programs the victims of public acquisition were often minorities. The introduction of the *cul-de-sac* saw it turned into a device for fending off dark-skinned neighbors; the dead-end street became a method for keeping out dead-end kids; the greenbelt became the medium for separating the black belt from the white belt; the "neighborhood unit" became the means of safeguarding the elite against infiltration by the unwanted. Rejection of subdivision plans and oppressive interpretations of building plans became part of the administrative perversions.

After racial zoning was struck down by the Supreme Court, the restrictive covenant designed to preserve beauty was forged into a device to preserve the all-white neighborhood against challenge by minorities. And although the avowed intent of the more recent slum clearance and urban renewal programs has been to upgrade living conditions, their effect has often been to uproot Negro settlements and institutions.

Painful experience has taught us that there are no easy formulas for replacing slums with something better or for breaking up the ghettos in which Negroes are living. If, therefore, the slum and the ghetto are to be with us for a while—and it will be difficult to eliminate them entirely in the foreseeable future—there are many better ways to improve the houses of the poor than by obliterating them by "renewal." In any case, while slums and Negro settlements are often one and the same, the fact that a race composing only 11 per cent of the nation's population accounts for 70 per cent of renewal's displaced persons illustrates how oppression can be injected into the very planning programs we regard as curative.

As things stand today, city planning is a recog-



nized function of our emerging welfare society. Effective planning, however, is being frustrated at each level of government—Federal, state and local—by the continued inability of their several constituencies to reach any sort of practical consensus with regard to the problems of minority groups. In the main, this fundamental difficulty is concealed behind the reluctance at each level of government to trespass on the other's domain. The main impetus given to planning by the Federal Government, for example, is in housing, with honorable mention being given to the enhancement of beauty and the reduction of poverty. But Federal programs can be implemented only by consent of the states, and if the planning power is abused at the local level, i.e., the suburb, it is usually overlooked in deference to local autonomy and states rights. Whatever restrictions against oppression the Federal Government puts on the use of its funds amount to no more than a gesture.

Nor are matters better at the state level of government, where the plenary police power is vested. Few states take any interest in city planning. Most delegate the planning function to the localities, even in situations where urban problems are clearly regional in nature. State planning laws today are mostly dead letters—promising in preamble, but palsied in power and poor in purse. Fifteen states in 1961 had no planning laws at all; most others have laws that, at best, are advisory or exhortatory. Like the Federal Government, the states may sometimes persuade, plead, and press, but they will never compel. When urged to act for regional cooperation, state governors readily preach the gospel of *interstate* cooperation—the achievement of which is difficult and therefore politically palatable—while ignoring almost completely the job of *intrastate* municipal cooperation, which is legally enforceable and therefore politically embarrassing. It is embarrassing because the suburbs have little inclination to become involved in the social, racial, and financial problems of the city. The states, still dominated by suburban and rural interests, continue to invoke principles of local autonomy as a screen for justifying state withdrawal from responsibility for growing inter-community concerns.

The movement of Negroes into northern and western communities and the rise of the Negro as a force in political life have more recently spurred a movement to outlaw discriminatory practices in housing, and 16 states and 40 localities have enacted such laws. But enforcement is generally mild. Nor can such laws ease the minority's shelter problem unless shelter is simultaneously made available at costs that the poor can afford. And truly low-income shelter has been achieved only in slums and in the public housing

program—which in the entire 27 years of its existence has produced fewer dwelling units than private enterprise produces in five months of a single year.

When one regards the lowest level of government, the municipality, the prospect is dimmest of all. The centural city, once a dominant force in American life, is at bay. The poverty of people and the poverty of cities have become part of the same problem. The plight of the city dwellers cannot be dealt with if the cities are financially crippled. But the cities have been given only the limping public housing program, the groping urban renewal program and the war on poverty, which, while well-intentioned, is less a "war" than a series of skirmishes, and which, unlike the Peace Corps, is not designed to supplement, finance, expand, and improve existing programs but to innovate demonstration projects and pilot efforts. The cities are performing their historical function as havens for the poor and the oppressed, but what they need are *not* a few pilot efforts but more funds to improve their existing school systems and to meet their policing, relief and other commitments.

Although they are the cores of widening urban areas, 41 out of 62 northern central cities lost population between 1950 and 1960, with 14 of them losing more than 10 per cent. There has been an outflow of the middle class and an inflow of the underprivileged minorities and the elderly. In 1960, less than a third of the urban-suburban white population lived in cities, while 78 per cent of all non-whites lived in cities. Since the end of World War II, moreover, local governments have increased their debts more than fivefold while the Federal debt per capita has actually declined. Although population migrations and racial problems, poverty, ignorance, and slums are the concerns of a Federal Government with a welfare power and the funds to implement it, Federal assistance to cities, which have been bearing the main weight of these problems, has remained minuscule.

Where the executive and legislative branches of government cannot lead, it is futile to expect the judiciary to offer much effective help. The judicial power, although valiantly trying to enforce school desegregation, is able to protect the individual against the local majority in a diminishing number of instances. While courts occasionally strike down racial zoning ordinances or compel a reapportionment based upon population shifts, the judicial power can no longer review every intricate question or check each infringement of constitutional rights in our increasingly complex society. The proliferation of administrative agencies, such as local zoning commissions, school boards, urban renewal, housing, and city planning departments



has been accompanied by an increase in the effective power of these agencies, and our courts are simply unequipped to review their findings or discover abuses. Only where there is a glaring perversion of power will the courts now intervene, and most perversions are becoming increasingly undiscoverable.

Underlying lack of innovation in government, however, is often lack of consensus in the body politic, and one of the most difficult issues on which to attain a consensus is the race issue. One reason is that minority groups as well as liberal thinkers are caught in conflicts between one right and another. The right to dwell where one chooses is pitted against the right to choose one's neighbors. Equality under law is confronted by the claim that the long subordination of the Negro's rights demands that they be given preferential treatment, which in turn is attacked as "discrimination in reverse." The right of a Negro child to an integrated school is confronted by the right of a white child to a school in his own neighborhood. Meanwhile, the racial issue has become entangled in a jungle of verbal abstractions such as "discrimination," "segregation," "integration," "open occupancy," "deliberate speed," "ghettoization," "quota system," and "color blindness," none of which have been clearly defined. While there is much froth in the debate, specific mechanisms for realizing individual rights and individual protection through well-considered programs are yet to be devised.

In this political drama the city planner is clearly a central character. But what is to be his role? Should he be simply the agent of his public or private employer, conforming to the employer's whims while suppressing his own scruples? Or is he supposed to go out on every limb at once, spanning the gaps between beauty and freedom, environmental and moral decency, the demands of the suburb and the needs of the urb, the pressure of a vested interest to exclude and the press of his conscience to assure free movement to people? The issues involve more than city planning — they raise ethical, political and philosophical questions that have not been faced since the ascent of the planning power and the rise of the welfare state. These are not easy questions for the planner: like many another professional, he is caught in the maelstrom of change the new welfare society is bringing.

Still, despite the difficulty of such questions, the planner has the responsibility to grapple with them, and to do so he must play a dual role. He must answer to his client and to his soul, for planning is not only design, politics, beauty, housing, urban renewal, zoning, land use, abuse, misuse, disuse, non-use; it is also ethics. The planner is

citizen as well as servant, an individual as well as a contractor, and my main complaint about him, much as I appreciate his quandary, is that I find him rarely on the hustings. Most of the programs which give him his bread have come from the public housing lobbyists. The planner himself has had little to do with the great wave of Congressional interest in urban aesthetics or with urban renewal, new towns, and housing programs; this is because he tends to regard himself solely in his professional, rather than his ethical capacity.

Now it is only fair to say that other professional groups face the same dilemma of identification. Many professional men think they should keep their expertise above the level of political battle. Others feel they should speak only through their professional organizations, which usually engage in research rather than politics. This withdrawal from political activity has been encouraged by the Federal tax policy that forbids charitable deductions of gifts to organizations engaged in promoting or opposing legislation. Thus, for example, the bulk of foundation money goes to organizations that conduct research, and financial aid for organizations that take public positions on legislation, however worthy, is hard to come by. As a result, lobbies representing private interests operate freely and effectively, while those groups that might represent the public interest stay out of politics. City planning, although we have entrusted it with the power to manipulate environment, is one of the professions that has chosen to remain silent.

Other professions have resolved the dilemma in various ways. In some, the professional association and its legislative pressure group are divided into separate, although closely allied organizations. I think we need something of this sort in city planning, for if there were an organization for political action within the planning profession, the planner could more easily express his social principles and better fulfill his social functions.

Our generation is privileged to live in a time of trouble and excitement and challenge. It is a period in which disciplinary over-specialization calls upon the planner to integrate, to combine in himself talents of the Renaissance man and the *Chef de cuisine*; to be at once the savant, the oracle, and the Admirable Crichton. There are few such men, of course, in city planning or in the related professions, and it is questionable that in an age of specialization their numbers will increase. Still, the city planner is blessed in the challenge and there might be a few who could yet speak to the occasion. But unless the planner makes himself heard — as expert and as citizen alike — he can scarcely disclaim responsibility for the continuing blight of our cities or for the perversion of the planning power.



# ARCHITECTURE AND PLANNING

## Briefs Define Issues in A.I.P.'s Case

The issues in the New Jersey A.I.P. Chapters case against the State Board of Professional Planners were defined in the pretrial briefs submitted April 2 by attorneys for the local and national A.I.P. One brief stated that:

"The issue in this action is the constitutionality under both the New Jersey and the federal constitutions, of certain provisions of the Professional Planners Licensing Law (Laws 1962, c. 109; Ch. 45:14A) . . . The challenged provisions purport to confer on any registered architect, engineer or land surveyor the automatic right to practice professional planning and to be licensed as a planner whether or not he has any training, experience, knowledge, or other qualification whatever as a planner. All others—including professional planners—must be licensed in order to practice planning and must demonstrate, by examination and otherwise, their qualifications as planners in order to obtain a license. Yet there is nothing in the training or experience of architects, engineers, and surveyors which necessarily fits them for the practice of professional planning; and in particular there is nothing in their training or experience that renders them presumptively more fit to engage in professional planning work than persons whose education, experience, or both has been in the professional planning field."

The particular provisions of the Planners Licensing Law which were challenged were:

"First, Section 3 permits **licensed professional engineer, land surveyors and registered architects** to engage in any or all the functions, and to perform any or all the services of professional planners **without obtaining a license to do so.**

"Second, the fourth paragraph of Section 11 directs the defendant Board to issue a certificate of license as a professional planner to **any** duly licensed professional engineer, land surveyor or

registered architect of New Jersey merely upon application therefor and payment of required fees, without requiring any demonstration whatever of such a favored applicant's training, experience, or competence in the field of professional planning.

**"In other words, the two challenged sections permit members of these favored professions to practice planning and to be licensed as planners without any regard whatever to their qualifications in the field, while requiring all other persons—including trained and experienced members of the planning profession—to demonstrate their competence before being licensed as planners and being permitted to practice their profession."**

Another brief went on to say that from this point on the controversy turns upon the narrow and precise definition of a professional planner contained in Section 2(c) in the Planners Licensing Law:

"Basically, a professional planner under the Planners Licensing Law is one who develops master plans for governmental agencies in accordance with the provisions of the Municipal Planning Act (N.J.S.A. 40:55-1.1 et seq) and the County Planning Act N.J.S.A. 40:27-1 et seq. (The County Planning Act also includes provisions for regional planning.) The aim of the Planners Licensing Law is to regulate the professional work of those persons who undertake the responsibility of developing master or comprehensive plans for community-wide (the smallest of which is the individual municipality) development."

The characteristics of master planning as it relates to the narrow definition of the practice of professional planning were described in one of the briefs:

"Certain principal salient characteristics emerge from a study of the legal and administrative definitions of master plan and from the actual practice of the preparation of master plans in the State of New Jersey. First, the most important, such plans are comprehensive in two ways,

(a) in that they encompass the geographical entity of the governmental unit involved, and (b) in that they take into account and relate into a harmonious entity all of the various man-made and natural elements of the physical development of the land area of the locality involved. Secondly, purposes of the plan are to provide some basis for formulation of policies relating to the future physical development of the areas involved by the appropriate governmental officials thereof, and



to provide guidance for the decision of private persons and groups in acting to develop portions of the land area of the locality involved. To accomplish its end of providing the basis for formulation of policy, the plan must itself be based on objectives and standards which in turn reflect (a) the commonly held aspirations and desires of the people of the locality, and (b) the unique and special needs of the different groups within the population of the locality.

"Lastly, the typical plan consists of three principal parts which synthesize and interlock the various elements and portions of the plan; these parts are a plan of land use, a plan of circulation and a report presenting the objectives, assumptions and standards embodied in the plan. The plan of land use will show the distribution and location and extent of housing, business, industry, recreation, education, and other categories of public and private uses of land and recommended standards of population density and building intensity."

The two briefs went on to show that skills, education and experience necessary to prepare comprehensive plans are unique to professional planners and that the skills and qualifications involved in architecture, engineering or surveying do not prepare a person for competence or guarantee a competence in comprehensive planning:

"The planner's basic functions include studying the needs of a city, county, or region and supervising the preparation of its master plan. To perform these functions, he first studies and analyzes the area thoroughly employing the methods and criteria which are most suitable to the particular area. By the use of appropriate methods he projects into the future anticipated population growth, social and ethnic changes, economic outlooks and other factors. Drawing on his experience, his knowledge of planning history, his study of the experience of other communities, and the exchange of ideas with other planners through professional societies and publications, he isolates the features of the anticipated growth of the area which requires special attention and recommends appropriate techniques for dealing with these problems. Usually his work is embodied in the master plan for the municipality, county, or region, laying out the pattern within which the growth of the area should be channeled in the future to attain a maximum of comfort, health, safety, convenience, and amenity for its inhabitants.

"A planner's education gives him training in a variety of skills necessary for carrying out these functions . . . He must have some training in statistics . . . He must be able to analyze the eco-

nomic base of a city or area by recognized techniques . . . He must understand a variety of methods of population analysis and forecasting . . . He must have a working knowledge of theories of land use relationships involving such matters as accessibility between areas, and methods of classification of land use by such factors as intensity of use, land value, etc. . . . He must have a grasp of transportation problems, including . . . methods of classification of traffic movement patterns, social and economic effects of longer or shorter travelling time between home and work, the capacity of various means of transportation. He must understand the inter-relationships between the educational system of a city or county and the pattern of residential areas . . . Finally, he needs a working knowledge of such legal fields as zoning, local government, revenue bond financing, public housing, and urban renewal.

"(The comprehensive planner) normally works at the administrative level of government rather than at the project design level . . . His concern is with the future . . . with the synthesis of social, economic, physical, and governmental factors rather than with specific design."

The briefs then compared the skills, education, and work of surveying, architecture, and engineering. With reference to architecture it was stated:

"The work of an architect is likewise different from that of a planner. That work has been described by the Director of Education and Research of the American Institute of Architects as being "to exercise professional leadership in the far-flung building industry and to practice the complex art and science of planning and designing structures for human occupancy and use which are functional and efficient, safe and structurally sound, and esthetically satisfactory."<sup>2</sup> An architect's education is thus centered around the methods of designing individual buildings or groups of buildings, the study of various architectural styles, and the techniques of construction. The examination required of registered architects by NJSA 45:3-5 cover building design, site planning, history and theory of architecture, building construction, structural design, professional administration, and building equipment. **It covers none of the subjects which Section 9 (c) of the Act here involved requires for the professional planner's examination.** Nor are they covered by the examinations which are actually given by the New Jersey State Board of Architects. The training and work of the architect may indeed overlap that of the planner in some small degree. But the mere possession of a license as a registered architect does not **ipso facto** guarantee possession of the skills of a planner.



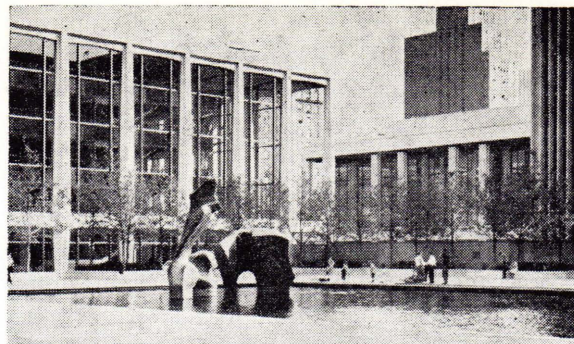
# A FRUITFUL SEARCH

## 4TH ANNUAL BARD AWARDS

The first Bard Awards Jury will long be remembered for its decision that no public building erected in New York between 1958 and 1962 was worthy of an award for excellence in architecture. Their report to the City Club, "A Fruitless Search for Excellence in Civic Architecture", stirred heated discussion of public architecture in the architectural profession, the press and the city administration. Since that first "fruitless" year, Bard Awards have been given for such outstanding New York landmarks as the Pepsi Cola Building, Warren Weaver Hall at NYU, Kips Bay Plaza and, this year, under the chairmanship of Leon Brand AIA, awards were given to the owners and architects of three significant additions to the New York cityscape all privately commissioned and all built since January 1, 1964. The program is now jointly sponsored by the City Club and the J. M. Kaplan Fund.

Philip Johnson FAIA figured prominently in all three awards, two of which were for individual efforts and the third, Lincoln Center Plaza North, shared with Harrison and Abramovitz, Eero Saarinen and Associates, Skidmore Owings and Merrill, Pietro Belluschi, Catalano and Westerman, with Dan Kiley as Landscape Consultant.

Mayor John V. Lindsay was the guest of honor and principal speaker at the reception and presentation of the awards which was held at the Plaza Hotel on April 25th. Paul Rudolph, Ulrich Franzen, Albert Mayer and John Johansen were the architect members of the Jury which also included Sidney Dean of the City Club.



*Lincoln Center Plaza North*

### Jury Comment

"In the frenetic tempo of our great cities, and particularly in New York, one of the most significant contributions demanded is the creation of spaces where the eye, the mind and the spirit can achieve serenity, a degree of detachment from the immediate hub-bub.

*Henry L. Moses Institute, Montefiore Hospital and Medical Center, Bronx, N. Y. Lev Zetlin and Associates, Structural Engineers.*

### Jury Comment

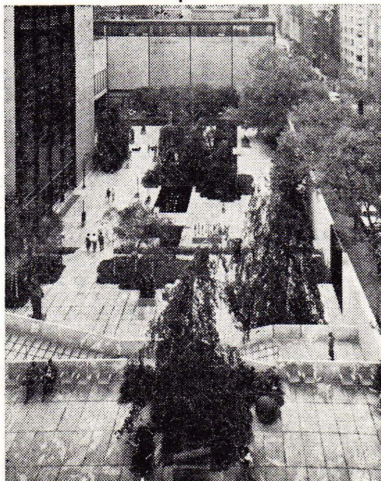
"A tower scheme brilliantly sited so as to animate and visually organize the intersection of four roads. This work succeeds equally well in becoming the architectural focal point of a confusing jumble of hospital buildings. It represents a first-rate example of urban architecture involved with its setting clarifying it as well as enriching it."

*Museum of Modern Art Sculpture Garden, Philip Johnson, Architect. Zion and Breen, Landscape Architect.*

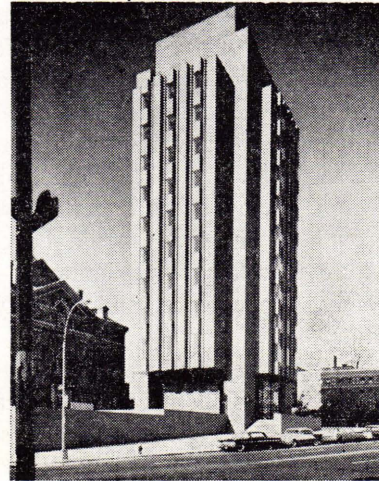
### Jury Comment

"A distinguished oasis for pedestrians offering a variety of spaces for the enjoyment of sculpture and just plain walking. This urban space evolved over a number of years responding to new needs and therefore demonstrating that first-rate urban solutions need not be instant architecture."

*Museum of Modern Art,  
NYC Sculpture Garden*



*Henry L. Moses Institute  
Montefiore Hospital  
Philip Johnson, Architect*

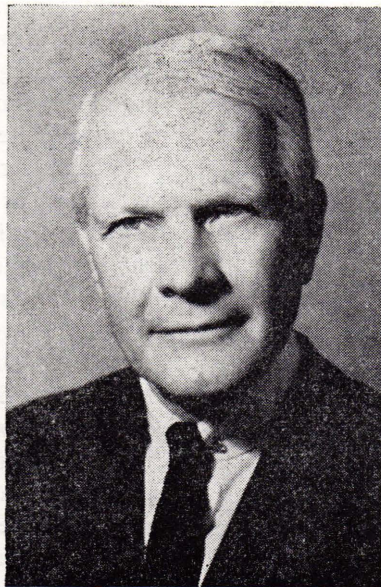




## New York Chapter Members Elevated to Fellowship — 1966



Edward Larrabee Barnes



Philip Ives



Max O. Urbahn

Four New York Chapter Architects, one posthumously, will be invested as "Fellows" of the American Institute of Architects.

Formal investiture to the College of Fellows, the highest honor paid by the Institute for notable contributions to the advancement of the profession, took place during the annual convention of the A.I.A. in Denver, Colorado.

The newly elected Fellows join 72 distinguished New York architects who are presently listed as Fellows by the N. Y. Chapter. The new Fellows include:

- Edward Larabee Barnes . . . for achievement in design
- Santiago Inglesias, Jr., elected posthumously, for service to the profession
- Philip Ives . . . for achievement in design
- Maximilian Otto Urbahn . . . for achievement in design

EDWARD L. BARNES, F.A.I.A., a native of Chicago, Ill., graduated cum laude from Harvard University in 1938. He received his degree in architecture from Harvard in 1941. He served as a naval architect, Hunter Point Navy Yard, San Francisco, Calif. from 1942 to 1946. A design critic and lecturer at Pratt Institute and Yale University, he has received the Yale Medal of Distinction in the Arts; A. W. Brunner Prize from

the National Institute of Arts and Letters; FHA First Honor Award for his San Juan Project; Progressive Architecture's Top Design Award; Urban Renewal Administration First Honor Award — San Juan Project, and the Silver Medal of the Architectural League of New York. His outstanding architectural designs include: design of ticket office and corporate identity program for Pan American World Airways; showrooms for 20th Century Fund and Mercedes Benz; Shopping Center for Neiman-Marcus, Ft. Worth, Texas; Potsdam University; Christian Theological Seminary, Indianapolis, Ind., United States Consulate Compound, Tabriz, Iran; St. Paul's School, Concord, Mass. among others.

SANTIAGO INGLESIAS, JR., F.A.I.A., a native of San Juan, P. R., is graduate of Pennsylvania State College. He received his degree in architecture from New York University in 1932 and did post-graduate work at Harvard University and Massachusetts Institute of Technology. He practiced architecture in New York City with various firms from 1924 until 1931 when he returned to Puerto Rico to serve in the Division of Public Buildings, Department of the Interior. In 1935, he served as assistant engineer with the Public Service Commission of Puerto Rico. In 1942, he was appointed acting commissioner of Labor. He served as senior member and architect of the Puerto Rico Planning Board from 1943



until his death. During his career, he served as a delegate of the Puerto Rico Planning Board to many international planning and architectural conferences and was a member and official of numerous architectural and university organizations including a term as president of the Institute of Architects of Puerto Rico. In addition to his book "Planning Around the World," which was published in 1961, he was widely published in **El Mundo** and international publications in Latin America and Spain.

**PHILIP IVES, F.A.I.A.**, was born in New York City. He was educated at Yale College and studied architecture under architect-patrons and with private tutors in New York. He went into private practice in 1932 in addition to serving as senior partner of Ives, Turano & Gardner for five years. From 1942 to 1944, he served as senior project planner and assistant area chief for the Federal Public Housing Authority. He resumed private practice in 1945. Presently, in addition to representing the N. Y. Chapter, A.I.A. on the Committee on Architecture of Fine Arts Federation of New York, he is general secretary and member of the Executive Planning Committee on the 1967 International Congress on Religion, Architecture and Visual Arts. His work has brought him many awards including the Merit Award for design from the Church Architectural Guild of America for Saint Barnabas Church, Greenwich, Conn.; the Certificate of Merit from the New York State Association of Architects for the corporate research laboratory in Sterling Forest, N. Y.; the Honor Award for Design Excellence from the Federal Housing and Home Finance Agency for Quarry Knolls Housing, Greenwich, Conn.; and the Gold Medal from the Architectural League of New York for the Pan American World Airways Terminal at Kennedy Airport. His outstanding architectural works include designs for Bowery Savings Bank, New York, with Louis Gardner; Church of the Holy Trinity, N. Y.; Conde Nast Press, House and Gardens Magazine, N. Y.; Continental Building Company, N. Y.; Creole Petroleum Corp. building, Venezuela, with Skidmore Owings & Merrill; Field Club of Greenwich, Greenwich, Conn.; First National City Bank, N. Y.; Castle Harbor Hotel, Tuckerstown, Bermuda.

**MAXIMILIAN OTTO URBahn** was born in Germany and received his early schooling in the United States. In 1935, he received his B.A. degree in architecture from the University of Illinois and during the next two years a Bachelor of Science and Masters degree in architecture from Yale University where he held the Ricker Prize, Allerton Travelling Fellowship and the

Garland Fellowship in Graduate Studies and later served as a lecturer and assistant professor of design. At Yale, he received seven Beaux Arts Institute of Design Medals. From 1937 to 1945, he held a number of architectural positions with New York firms including John Russell Pope and Eggers & Higgins. In 1945, he went into partnership in the firm of Reisner & Urbahn. Since 1961, he has operated his own firm, the Office of Max O. Urbahn, Architects, N. Y. Since June 1965, he has served as president of the N. Y. Chapter, American Institute of Architects. He is also president and a director of the Society of American Military Engineers, a member of the National Institute of Architectural Education, the National Council of Architectural Registration Boards, the Fine Arts Federation of New York, the Metropolitan Club of New York, The New York State Citizen's Committee for the Public Schools, the New York State Council of School Superintendents, and vice president and a director of the Madison Square Boys' Club. He is a director of the New York Board of Trade. During World War II, he served as an officer in the Corps of Engineers spending 30 months overseas. He is presently managing partner and chief designer of the architectural-engineering organization responsible for the Vehicle Assembly Building and the Launch Control Center for the National Aeronautics and Space Administration's Project Apollo moon-shot program. In addition, his outstanding work includes Our Lady of the Angels Seminary, Glenmont, N. Y.; the Naval Air Station, Lemoore, Calif.; Wood Products Laboratory, Syracuse, N. Y.; Frankfort-Schuyler Central Schools, Frankfort, N. Y.; Rippowam Senior High School, Stamford, Connecticut.

#### IN MEMORIAM

**MRS. HAROLD REEVE SLEEPER**

**1905-1966**

**Member of the Founders Committee**

**Women's Architectural Auxiliary**





Harold Francis, Charles E. Thomsen, former Executive Director, and Joyce Solomon

## LET'S GET TOGETHER

### *New York Chapter, A.I.A.*

In the last year, the Chapter has been able to award 11 scholarships to negro students studying architecture at Pratt Institute, Cooper Union, C.C.N.Y., and Columbia University. The students on our Committee on Equal Opportunities felt that it would be stimulating to go beyond these awards, important as they are, to get students and members acquainted with each other—to permit discussion of problems and experiences and to give the students some insights into the operations of an important architectural office in New York.

We started things on an afternoon last February. First, the students were given an observation tour through the office of Smith, Haines, Lundberg, and Waehler, with Frank Waehler as host and guide. Aside from the impressive scale of the work of that firm, it was noted that it is well represented by Negro personnel.

Immediately following the tour, the students, Chapter officers, Equal Opportunities Committee and Scholarship Committee members met at the League for a friendly moment of conversation. Our members attending took pleasure in meeting these students, all of whom are working for an architectural education at a disadvantage. Illustrating the great variety of strenuous ways in which they are helping themselves is Clarence Pete, Jr., who studies most of the day at City College and works eight hours at night as a guard for the N.Y.C. Housing Authority.

Another meeting is now being arranged—a closer session and follow-up—a roundtable discussion of problems, solutions, and prospects.

BONNELL IRVINE

Don Dixon, Albert Mayer, FAIA



John L. Wilson, Marcus H. Caines, Mrs. D. Dixon



Harold Francis, Bonnell Irvine



# FOR A STATE COUNCIL ON ARCHITECTURE

Senate Int. 2908 — Print 3008

by Senator Seymour

Assembly Int. 4648 — Print 4810

by Assemblyman Green

Dear Mr. Thomsen:

*Thank you for sending me a copy of your statement of May 18, 1965 concerning the Mitchell-Lama program. Not only am I familiar with that memo, but it played a large role in the development of the bill I am sponsoring to create a State Council on Architecture. You will see that the statement of legislature findings and declaration of policy in the enclosed bill echoes many of the thoughts contained in the memo from which it drew heavily.*

WHITNEY NORTH SEYMOUR, JR.  
Chairman, Committee on Housing  
The Senate, State of New York

Dear Mr. Todd:

*Basically, what we have in mind for the Council is an agency that could speak for the Governor in pressuring the various state agencies involved in construction to raise their architectural standards. It is our feeling that with the exception of the State Construction Fund the level of concern for architecture on the state level is quite low. It seems to us that the Council would be a device by which pressure for architectural excellence could be brought to bear on the various state agencies. I certainly agree with you that the Council should not be a censor or an academy.*

S. WILLIAM GREEN  
The Assembly, State of New York

**AN ACT to amend the executive laws in relation to the creation of a council on architecture within the executive department to encourage excellence in architecture and the preservation of public buildings of historic or architectural importance, and making appropriations therefor.**

In a letter by Vice President David F. M. Todd to the State Legislature, the New York Chapter supported the creation of a State Council on Architecture. Mr. Todd stated: "It is noted that the council duties are primarily directed toward stimulation and interest in better design in all public and quasi-public programs without censorship functions. We believe this is wise, since the history of review agencies having veto power over specific matters of taste has frequently tended through inertia and inflexibility to reverse the initial purpose for which established." The provisions of the new bill, its principles and aims are defined in the following memorandum issued recently at the Legislature.

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This bill is the outgrowth of a two day conference on "Architecture — Legislation for its Preservation and Excellence" held at Arden House on January 14-16, 1966 under the sponsorship of the New York State Council on the Arts. The conference participants unanimously recommended the enactment of legislation which would provide State aid to local and county governments in order to assist in renovation and rehabilitation of publicly owned buildings certified as proper subjects of preservation. The conference also recommended legislature action to improve the quality of artistic design in buildings constructed under the supervision of State government or with the use of State funds, including methods of improving the selection and compensation of architects and provisions for works of fine art to complement good artistical design.

The participants in the conference who approved these recommendations included architects, planners, professors of architecture from universities throughout the State, and other professionals in the field. The recommendations were subsequently approved by the full Council on the Arts at its February meeting.



Both of these concepts — preservation of public buildings and architectural excellence — are incorporated in this proposal for the creation of a State Council on Architecture.

### **Quality of Architectural Design**

For some time many groups throughout the State have felt that the State government itself has failed to aspire toward high standards of architectural design in buildings constructed with State funds. This feeling was climaxed in May 1965 in a memorandum prepared by a group of professional organizations criticizing the State's building policies and warning architects and engineers to approach State projects with great care because of red tape and other obstructions placed in their way. The memorandum dealt specifically with the Mitchell-Lama program, and observed "There is no apparent desire or encouragement for good design based on thoughtful study and ingenuity. An interest in real architectural quality is significantly lacking." The memorandum was prepared by the following organizations:

New York Chapter American Institute of Architects  
Architects Council of New York  
New York Society of Architects  
New York Association of Consulting Engineers  
New York State Association of Architects  
New York State Society of Professional Engineers  
New York Association of Consulting Engineers

After a review of all existing State statutes relating to standards of architectural design and the hiring of architects (utilizing the Central Computer in the Office of General Services) it was concluded that there is no existing body or law which deals specifically with this problem or which could be amended to achieve the desired goals. Moreover, conferences with the staff of the State University Construction Fund, which has been widely hailed for an enlightened approach to architectural design, disclosed that this approach was a matter of administration rather than legislation. Against this background, the present proposal for the creation of a separate Council on Architecture was developed. Its objective is to create a group in the Executive Department whose principal responsibilities would be to encourage the various State agencies to strive for good design. It would also have broader responsibilities to encourage good architectural standards in all public and private construction throughout the State, through persuasion and example.

### **Preservation of Landmark Public Buildings**

The proposed State aid program incorporated in this bill would eliminate the economic pressure for the destruction of historically or architecturally important public buildings by providing two-thirds State aid toward rehabilitation or modernization costs. The objective here is not to convert public buildings into "historic sites" in the educational or recreational sense but rather to continue their use as public buildings. In order to qualify for State aid, the plan for rehabilitation would have to be certified by the State Council on Architecture to insure that no damage would be done to the intrinsic merit of the building and also to determine that the building was worthy of preservation.

The proposed legislation would not only have the effect of encouraging the preservation of existing public buildings, but it would also facilitate the acquisition of landmarks by local government units for public use. It has been reported that there are a number of communities where private residences or other buildings of importance have been offered to the local unit of government for public purposes, such as a local library, but where the inability of the locality to finance adequate conversion of the building has presented an obstacle to putting the building to public use and thereby insuring its preservation.

The bill would provide the sum of \$50,000 for the general operation of the Council on Architecture and an additional sum of \$2,000,000 would be applied toward the State's architectural program to assist local governmental units in rehabilitation of public buildings.

### **BORINGS AND SUBSOIL DATA**

#### **Adjustment of Lump Sum Contracts**

The MBA-AIE Sub-Committee has found that it is necessary, in the handling of boring and subsoil data from a contractual point of view, to provide for the adjustment of lump sum contracts where subsoil conditions vary from the information supplied by the owner.

In accordance with the recommendations of the Sub-Committee, the New York Chapter has endorsed the following:

"THAT contracts on a lump sum basis including foundation work which is based on information supplied by the Owner state that:—The contract may be adjusted for such sub-soil conditions, subject to the decision of the Architect, should the sub-soil conditions be at variance with the data furnished. The adjustment in the contract shall be made on the basis of unit prices for the type of work involved."



## OTHER NEWS

### New Officers For WAA

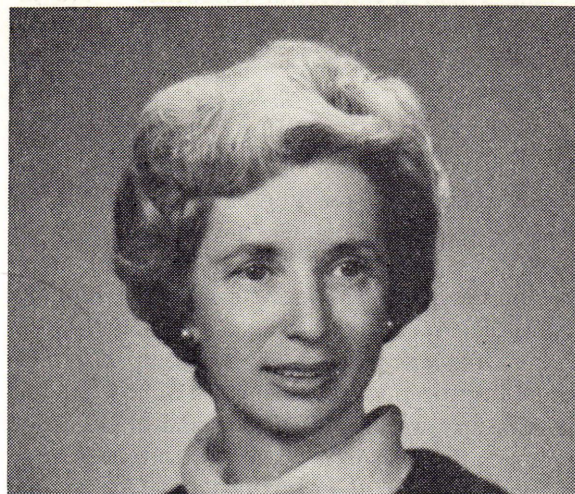
At the annual meeting of the Women's Architectural Auxiliary of the New York Chapter, AIA, held May 4, 1966, the following officers were elected: Mrs. P. Whitney Webb, President; Mrs. Saul Edelbaum, 1st Vice Pres.; Mrs. Ladislav Rado, 2nd Vice Pres.; Mrs. R. Jackson Smith, 3rd Vice Pres.; Mrs. Rolland Thompson, Recording Secy.; Mrs. Daniel Schwartzman, Corresponding Secy.; and Mrs. David Todd, Treasurer.

Mrs. Webb, who succeeds Mrs. Robert Thorson, was born and raised in the midwest where she attended the University of Oklahoma. She has lived in New York and environs since 1945, except for one winter spent at Taiesin West in Arizona and three years in California where her husband worked on the Stanford Medical School project. The Webbs now reside in Ridgefield, Conn., with their two children.

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### Board of Trade Elects L. Douglass

The New York Board of Trade has named Lathrop Douglass, FAIA, as chairman of its Architectural Advisory Council which was formed last year to provide professional guidance to the Board in connection with the City's environmental matters and the improvement of public and private facilities for commerce, housing, health, recreation, education and cultural pursuits. Mr. Douglass, a charter member of the Council, succeeds Max O. Urbahn, president of the New York Chapter, AIA.



NEW WAA PRESIDENT: MARJORIE WEBB

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### Visualists

An exhibit of abstract construction by architect and N. Y. Chapter member Saul Edelbaum was featured at The New School in April. The show is second in a series being sponsored by the New School Associates on "The Visual Aesthetic of the Architect." Mr. Edelbaum, a partner in the firm of Edelbaum and Webster, is currently serving as chairman of the Chapter's Housing Committee.

The first exhibit at the New School consisted of constructions by Percival Goodman FAIA and drawings by Alex Kouzmanoff who developed the Columbia University study: "Breakthrough to the Hudson."

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