

Planning and Research Implications of The Washington Transportation Study

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This study is being conducted jointly by the National Capital Planning Commission and the National Capital Regional Planning Council, with funds appropriated by Congress.

There were two significant policy determinations in establishing the study program: (a) it was agreed that a general regional plan should be developed as a basis for determining the transportation plan; (b) it was decided that the transportation plan ultimately recommended would result from the objective study and analysis of both the automobile and public transportation needs to secure a balanced solution integrating the best use of each to the other. The Regional Planning Council, having member and staff representation from each of the local jurisdictions, undertook the preparation of the regional plan. Existing land use was mapped. Economists and demographers studied the growth possibilities for the area, permitting the planners to project population to 1965 and 1980. Following a series of area-wide staff conferences to determine the significance of regional growth factors, the next step was to accommodate this new growth by locating it as resident population within the 2,300 sq mi. The projected growth in Federal, commercial and industrial activity was plotted indicating expansion of existing centers as well as development of new centers. In composite this data represents the land use plan for 1980, using as its circulation system the pieced-together highway plans existing at the time. The final circulation system will be developed, after the traffic is projected from this planning base and assigned to varying transportation schemes.

● **METROPOLITAN** centers in the United States are in the midst of a vast new growth pattern. They are confronted with not only forecasts of a greater and greater number of people to service but also with strong indications of significant changes in the future pattern of development.

The Bureau of the Census has been continually revising upward their estimates of future population growth. Not too long ago it was thought our population growth was becoming constant with possibilities of actual decline. Fifteen years ago projections were indicating a maximum of 140 million during the 1950's and a 1980 population of about 160 million. These estimates were based upon then declining current trends of birth rates, reduced immigration, and the status of the national economy. Migration from the rural areas to the urban communities was expected to continue but was not considered significant because there would be no real increase in the total population.

The fact that this country did not grow as these past trends indicated is not stated to embarrass those who made the estimates but to highlight the problem to be faced. During the period after these projections were made two wars were fought, which brought about tremendous demographic changes.

Today's population is estimated to be 170 million instead of 149 million estimated earlier. It is estimated that there will be 225 million in the Nation by 1975 instead of around 160 million. Furthermore, it is estimated that of this 55 to 60 million increase about 40 million will reside in urban centers. This means that by 1980 better than 75 percent of the population of this country will be urban.

The effects of this dynamic growth will radically change the urban pattern, requiring the development and applications of bold new concepts and techniques to derive its ultimate form. Before this can be accomplished it is essential that there be a better understanding of the basic elements involved in the transition now taking place.

These elements are too complex to be managed by, not to say understood by, any

single profession. Economists, of all kinds, sociologists, demographers, psychologists, agronomists, geographers, health and welfare specialists, political scientists and public administrators, lawyers, highway and traffic engineers, and planners—there are others who could be mentioned—all must contribute to the task of comprehending this complex mass of multi-faceted interrelationships—the metropolis. Since none of these technicians and specialists can do this job alone, it is absolutely necessary that they work together. The sooner this fact is recognized, the sooner each will learn to respect the need for his contribution and that of every other participant. If this point of view is valid, then these professionals have a definite responsibility to the general public to join together and get the job done.

There are a number of comprehensive transportation studies underway across the nation which may develop the new concepts and techniques to properly service this metropolitan phenomenon. They might also serve as the proving grounds for professional unification, since the best of them are doing a complete job beginning with economic and population studies, and land use planning, through origin and destination studies including traffic projections and assignment, highway and transit plans, and finally finance, operation, and administration. The approach used in the Washington Transportation Study is a case in point.

WASHINGTON TRANSPORTATION STUDY

This study was authorized by Act of Congress in 1955 and is being jointly conducted by the National Capital Planning Commission and the National Capital Regional Planning Council. The Congress appropriated \$400,000 to finance the study. However, it should be noted that this would have been insufficient except for the genuine cooperation from others such as the Bureau of Public Roads; Bureau of the Census; Bureau of Standards; the Highway Departments of the District, Maryland, and Virginia, which provided the origin and destination data; the Public Utilities Commissions of the District, Virginia, and Maryland; and all of the jurisdictional planning agencies. This assistance was at least equal to the \$400,000 appropriation.

Joint Steering Committee

A special Steering Committee was appointed by the Commission and the Council to determine the policy and program for carrying out the study. The significant policy determinations recommended in the final study program are as follows:

First, the Committee recommended that as the basis for the transportation study a general regional development plan or future land use plan for the study area be prepared. This plan was to consist of detailed population and economic base studies, analysis of existing and proposed land use, study of water supply and sewage disposal requirements, zoning, parks and open space needs, and the development of an over-all circulation system.

Second, the Committee recommended that the study should encompass the total transportation requirements for the region, instead of just the mass transportation needs as contemplated earlier. The Committee stated that it was imperative that the automobile movement be analyzed along with the mass transit needs in order to present a complete picture. The final objective was to present a balanced transportation plan making the best use of the automobile and highways in conjunction with the best form of transit, each complementing the other. To attain a complete picture the Committee recommended that three different types of transportation systems be tested on a comparable basis against the projected traffic. These three systems consist of "Automobile Dominant," "Express Bus," and "Rapid Transit—Supported or Suspended."

Automobile Dominant System. This system would have almost all the future traffic predominantly carried by automobiles on freeways. Local transit would remain much the same as it is today or possibly decline. The location and number of lanes required for this freeway movement would be determined; the cost of these needed facilities would be estimated; and finally, the amount of land required and the development cost for parking in the central core would be analyzed.

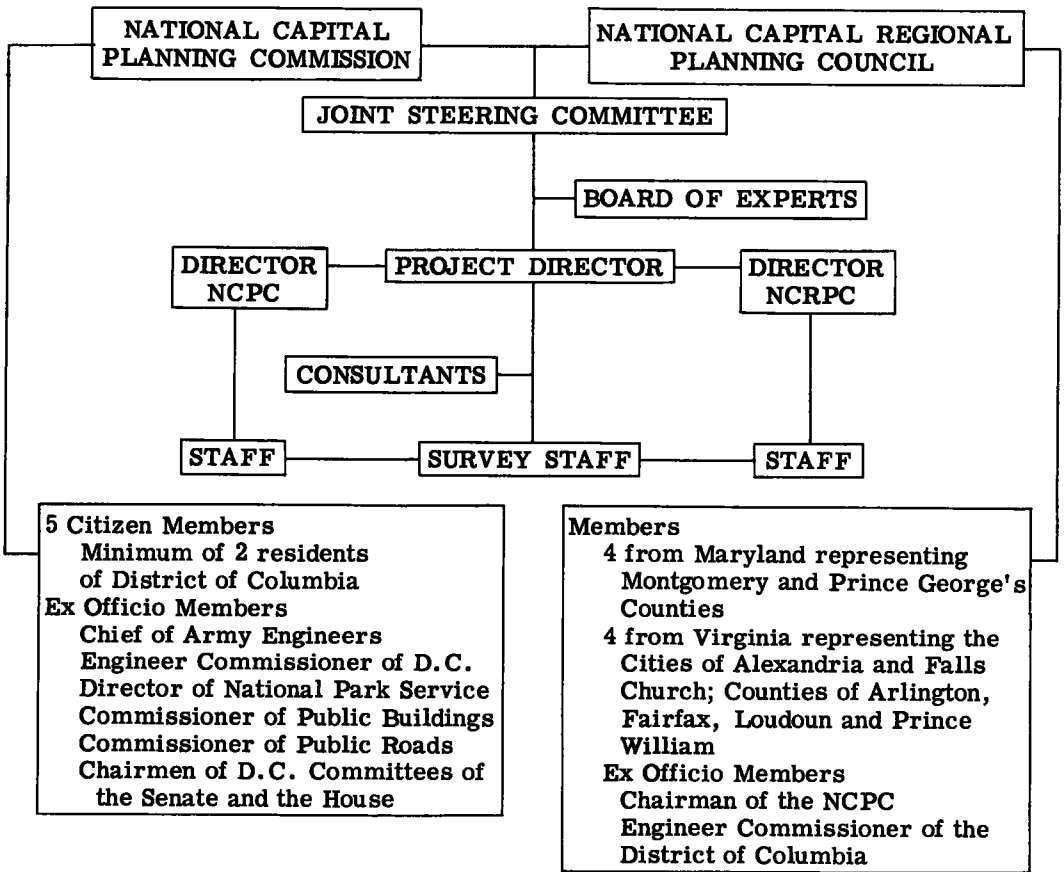


Figure 1. Organization chart.

Express Bus Transit. This system would be basically a network of expressways together with separate ways in the right-of-way for buses where express bus operation is required. This would prevent the bus operation from lowering the capacity of the highway with turn-outs and, more important to the transit users, would allow the bus to meet the highspeed time schedules necessary to attract patronage. This system would be analyzed as to its effect on the number of highway lanes required, the total system cost and the net operating cost, and the effect on the amount and cost of central parking.

Rapid Transit System—Suspended or Supported. This system would consist of a highspeed, semi-automatic system, either on rail or rubber, suspended or supported, depending upon which design the engineers find is feasible. This system would have a completely separated way of whatever construction (subway, elevated, open cut, or median strip) that would best answer the engineering finding. A fast and complete central delivery system would be developed as a part of this scheme. Station intervals in the outer areas could be up to 2 miles apart with large parking areas where the automobile would be used to feed the system in an area where automobile movement is still unimpeded. Again the effect this transit operation would have on the number of highway lanes would be analyzed, as would be the total system cost and the net operating cost of this system, and the effect on the amount and cost of the central and outlying parking.

It was generally agreed that no one of these systems would be the proper solution for the whole region, but that the data from these three studies would be used to determine the final transportation plan, which plan could well be a composite of the three schemes.

The Steering Committee recommended that the final phase of this study should be a careful analysis as to how the final transportation plan would be financed, regulated, and operated. Since the Washington area is one of the more complex interstate regions it is imperative that there be some sort of governmental mechanism which would accommodate Federal, District, State, and local jurisdictions. This feature may ultimately call for some unprecedented action which might be a forerunner to providing an orderly solution to the metropolitan problem.

Finally, the Committee determined the organization and procedures to be followed in carrying out this study (Fig. 1). The recommended procedure was to establish a continuing Steering Committee from the Commission and the Council, having general supervision. A board of experts consisting of eminently qualified transit and highway transportation experts would be established to give policy direction. This Committee would work with a Project Director in selecting consultants for each phase of the study and coordinating their activity. A very small base staff would be utilized to provide the "house-keeping" duties for the study. In addition, the staff of the Planning Commission and the Regional Council would assist the Project Director in administering the study and providing certain phases of the work.

The study itself was divided into four major parts (Fig. 2): first, the preparation of the General Development Plan, which would provide detailed population, economic, and land use analysis and projection; second, the Traffic Analysis, which would process the present and future population and land use in conjunction with the origin and destination data prepared by the Regional Highway Committee¹ to show the kind, amount, and general location of traffic demand; third, the design engineering analysis which, utilizing the traffic demand data, would locate the needed rights-of-way to accomplish the movement demand; and finally, the fiscal and organizational study which would determine means for financing and operating the system and suggest the political and administrative organization that might accomplish the job.

It is important to realize that none of these operations is carried out completely independent of the others, although the working process suggests that this is so if viewed at any one time and only one time. It is in this process that the interplay among the various technicians and specialists mentioned earlier evolves.

PREPARATION OF THE GENERAL DEVELOPMENT PLAN

Since the Washington Transportation Study is still in process of being completed and the results of the traffic, engineering, and organizational studies are still to be determined, this paper from here on will emphasize the approach utilized in preparing the General Development Plan, indicating the necessity of complete cooperation among the various professions, followed by some of the significant planning and research implications (Fig. 3).

The Regional Planning Council

The Washington Transportation Study is charged with providing for present and

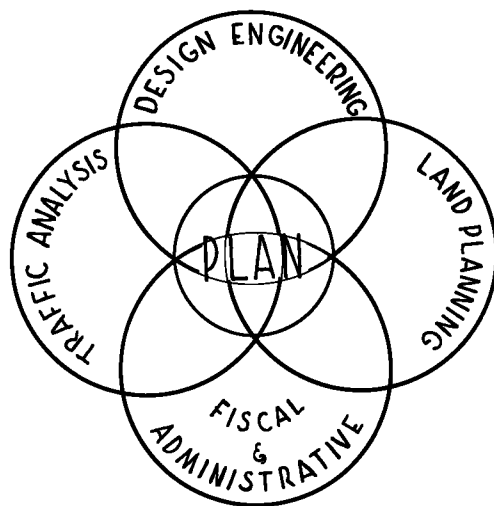


Figure 2. Components of the transportation plan.

¹The Regional Highway Committee consists of representatives from the Highway Departments of the District of Columbia, Maryland and Virginia.

future transportation needs for the National Capital Region. This region includes the District of Columbia; Montgomery and Prince George's Counties in Maryland; and, in Virginia, Arlington, Fairfax, Loudoun, and Prince William Counties, as well as the municipalities of Alexandria and Falls Church. This complex interstate region contains 2,300 sq mi with an estimated population of over 2 million persons. The National Capital Regional Planning Council, an official regional planning agency, sponsored by the Congress, is charged with preparing a regional plan for the National Capital Region. It was logical that the Council should be the agency to spearhead the development of a general plan for the region as the basis for the Transportation Study.

The Council consists of members from each of the jurisdictions in the region (Fig. 4). Each member serves on the local planning commission, where one exists. The Council also is assisted by a Regional Staff Committee composed of the Director of Planning from each of the jurisdictional planning agencies. This Committee also provides liaison with local, state, and Federal agencies as required, such as Public Works offices, State Highway Departments, Interstate Commission on the Potomac River Basin, and U.S. Corps of Engineers.

Public Law 592, which established the Council, not unlike the majority of regional planning enabling acts, provides for a voluntary, cooperative approach to preparing a regional plan. This fact is even more significant in a complex interstate region such as this. The Regional Council cannot tell any jurisdiction what will or will not be on the plan but must seek through cooperation and collaboration to provide the best gen-

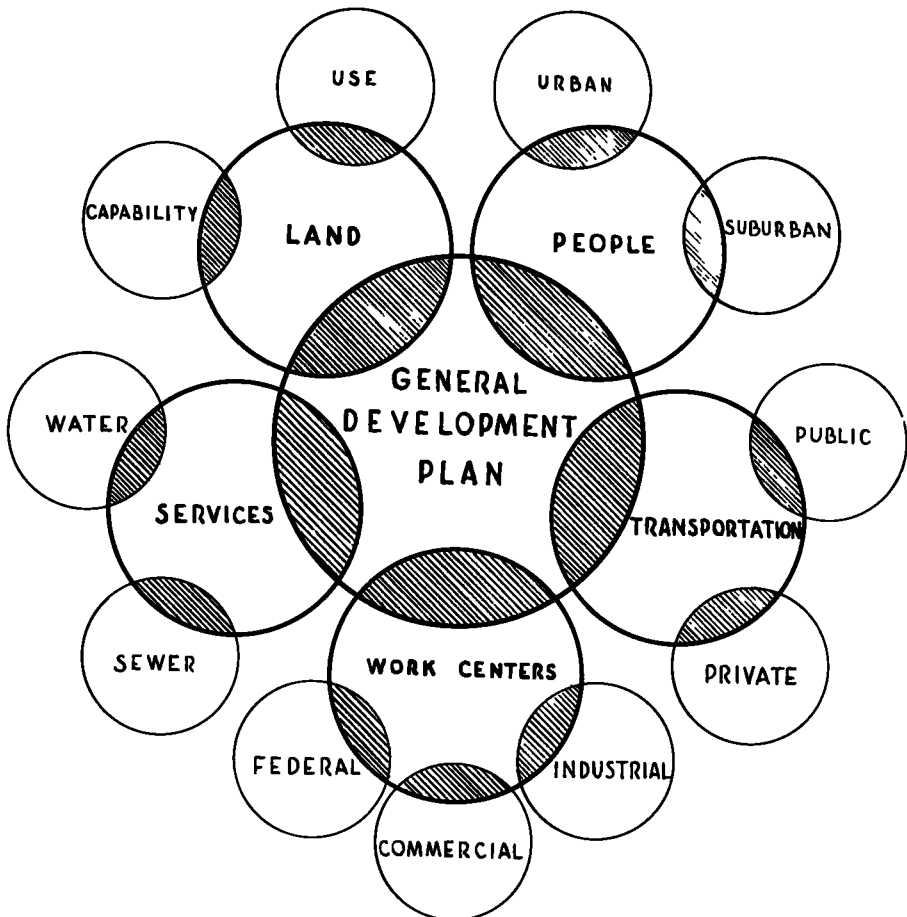


Figure 3. Elements in the general plan.

eral scheme utilizing the plans each of the jurisdictions is preparing as a guide. It is important to note that this regional plan is a General Plan which is to serve as a guide for each jurisdiction in carrying out its local planning.

It was the Council's mission then to develop this general regional plan which would provide the basis for determining the transportation requirements. The first big job was the economic base analysis. A local firm of consulting economists, who enlisted the aid of several specialists in various branches of economics, statistics, geography, demography, and industrial land economics, was retained to develop the economic and demographic factors which have a bearing on the future population and its distribution, as well as the future employment potential which would be reflected in the land use pattern.

Economic Base Analysis

While taking into account the demographic factors influencing the region's growth, the economists also put particular emphasis upon the job potentialities of the future, dividing the region's economic activity into "sectors" for purpose of analysis. Seven of these individual sectors were termed "independent", for their scale depended upon national and international forces unaffected by any local considerations. These seven, considered to be the fundamental basis for past growth, somewhat akin to the concept "basic employment", were: Federal, tourism, professional and service employment—here in larger proportion than elsewhere due to the peculiarities of the Nation's Capital; university activities; international activities; research activities; and retirees. The economists projected an expansion of this employment of about two-fifths up to the year 1980. The other sectors, termed "dependent", were the professional and service activities based upon local needs, agriculture, and industry. The present level of industrialization is quite low, representing only about 15 percent of the maximum which the region's mass market is theoretically capable of supporting. This employment, which is expected to grow considerably, increasing to about 25 to 50 percent of the theoretical maximum which a 3 million population mass market could sustain. Fitting together the economic growth potentials and the demographic factors, the economists supplied the planners with the framework for making total population and employment projections.

Existing Land Use Map

While these studies were under way work was begun on preparing the existing land use map of the Region. The Regional Staff Committee after a number of meetings agreed upon a land use legend to be followed. This was significant in that each planning agency had land use data available in some form; however, it varied as to scale, color key, and legend. Each jurisdiction agreed to take the U.S. Geological Survey quadrangle sheets for its portion of the Region and transfer the land use using the standard legend. In some instances this meant considerable field work. Once these sheets were completed they were brought into the Council office where they were compiled on a one mile to the inch map. This map became the first existing land use map of the Region and the basis for locating the projected population and land use for 1965 and 1980, the future dates determined for the study. A regional planning consultant was retained to assist the staff in merging the economic and demographic factors with the land use planning process to develop the regional plan.

Land Capability Studies

The next step was to work with each of the local planning agencies to locate the anticipated future population and employment in relation to existing and future land use requirements. Land capability studies were made to determine the amount of population the various parts of the Region could absorb in keeping with sound development policies. In order to do this it was necessary to map the major physical factors that would influence the growth of the Region. These factors were as follows: the presently urbanized area within which the pattern is set; regional parks and other large open spaces required; large public lands, particularly Federal, which will probably not be

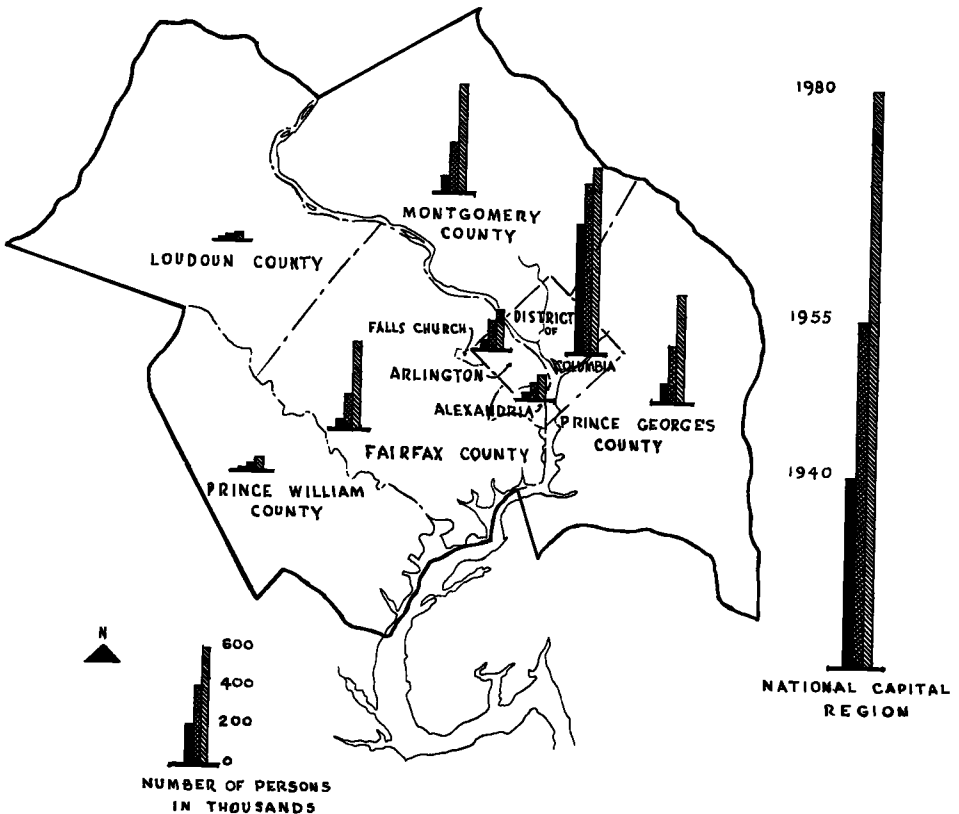


Figure 4. National Capital Region.

returned to tax rolls and are therefore not available for residential development, but may become employment centers; existing and future airports; areas of poor soil or geological conditions, which should not be intensively developed; critical watersheds; lands adjacent to existing and future sources of water supply; those areas which can be most efficiently served by sewer and water facilities within the timetable of the study; and, finally, a preliminary circulation network.

Now was the time to determine the kind of region that was desired for the future. What pattern should it take? Continuation of the urban sprawl, or a designed pattern of reasonable density interspersed with open development and satellite communities? All trends indicate that people desire land for more spacious living, but the need for community services and the higher cost of providing them at low density limit this possibility somewhat.

Regional Factors Influencing Growth

The major regional factors influencing development which were agreed upon, were as follows:

Water Supply and Sewage Disposal. A primary consideration in any land plan is the necessity to provide for the future water supply, and the corollary necessity to protect that supply from waste disposal. In the National Capital Region that policy led to the elimination of the critical watersheds as areas for intensive urban development.

Airport Requirements. Sites for future airports use up as much as fifteen square miles and have other indirect effects upon land development—finding the proper location for them is not an easy task in a metropolis.

Soil Conditions. There are often large areas where the soil and geological conditions are adverse to urban development; obviously, these areas should be utilized for other than urban use.

Defense Considerations. Also taken into account was the official federal policy "to encourage and, when appropriate, to require that new facilities and major expansions

of existing facilities important to national security be located, insofar as practicable, so as to reduce the risk of damage in the event of attack". This policy served as a guide in locating future federal employment in the environs of Washington.

Developmental Objectives

While these were the major factors existing which would affect the plan, the planners also adopted the following "development objectives"² to provide a framework for setting the scale and pattern of the plan.

Provision for the Seat of Government. Since Washington is the Nation's Capital, one of the prime objectives of the regional plan must be to provide the physical framework for the efficient and economical conduct of the work of government. This means to plan sites for the location of both central and outlying facilities in such a manner as to maintain the economic stability of the central area as well as preventing its overcrowding.

Provision for Population. Another objective is to provide a good environment for the population of the region, healthful, convenient, and pleasant residential areas conveniently linked to employment and recreation, and served by local and regional shopping, cultural, and educational facilities.

Provision for Employment. It is the objective of the plan to provide sites for the economic activities, primarily commerce and industry, which support the population.

Provision of Accessibility. This objective, which is applicable to the three preceding ones, is to provide maximum accessibility to all parts of the region. This calls for locating related land uses as near to each other as possible and for providing a means of circulation of maximum speed and capacity.

Provision for Open Space. This objective is also keyed to the first three and should provide reservation of open space for public use as well as the preservation of an open character of development throughout extensive parts of the region. The purpose is not just for recreation, even though this by itself would be sufficient in view of the increasing urbanization and the prospective longer leisure time and higher standards of living; another purpose, because this is a general regional plan, is to allow for the preservation of flexibility in many kinds of future developmental decisions. Still another purpose is to save irreplaceable natural resources, scenic and historic, as well as to preserve valuable agricultural resources. Yet another purpose is to allow for the possible separation of clusters of development from each other, in such a way as to encourage the evolution of social relationships in communities of small enough scale to function as self-contained entities.

Design Elements

These major regional factors influencing development and the developmental objectives were approved as policy by the Regional Planning Council and the National Capital Planning Commission. The next step in the process was to work through the Regional Staff Committee with each jurisdiction in the step-by-step accommodation of the design elements from which the general plan would evolve.

Population Distribution and Residential Land Use. The 1965 and 1980 population projections, which resulted from the merging and inter-action of the demographic, economic, and land use factors, were apportioned for each jurisdiction for distribution in keeping with the major regional factors influencing growth and the developmental policy agreed upon.

Discussions in the Regional Staff Committee as to how this population would be distributed in each jurisdiction indicated that the growth to 1965 and 1980 invited two different design policies on the location, character, and density of residential uses.

For 1965 it was evident that most of the significant decisions affecting the pattern of development have already been made. Actually this was a predictable growth rather than a planned growth in most instances. The intensive development to 1965 would be by accretion to the present pattern where sewer and water lines have been built and are,

²"Policies for a Regional Land Use Plan for the National Capital Region" by John T. Howard, Consultant.

or can be, readily extended; highways are in place, or are being built; sub-divisions are being approved; land is being held in speculation, and zoning has been approved to permit urban and suburban densities. It was a relatively simple matter to map the 1965 growth pattern based upon the intimate knowledge of the planners in each jurisdiction.

The 1980 growth, however, being far enough in the future, should benefit from the influence of a regional plan—even though there would be some continued accretion growth, of course. But by following major physical factors influencing growth, and the developmental policies agreed upon, a more imaginative pattern was mapped. (It should be emphasized again that within the "voluntary-cooperative" modus operandi for regional planning here this pattern was not completely satisfactory to everyone, but it was a first big step in the right direction.)

The new pattern splits the sprawling growth with wedges of open space extending in to the edge of the 1965 development. A number of outlying concentrations of population are mapped separately from present growth by bands of open spaces—parks, public land, poor soil areas, etc.—or rural density development. It is significant that some of the major regional factors influencing growth, particularly the preservation of the Potomac Watershed, impose sharp limitations upon the extent to which some of these outlying concentrations can be developed.

The circulation system and the established zoning policies were important factors in shaping the growth pattern. New growth was mapped generally along the major radial travel corridors. Population densities were developed in ranges allowing for variation of housing types adaptable to existing zoning policies.

Generally, the 1980 pattern of residential land use development, except for outlying concentrations, follows the trend of low density "scatteration" or horizontal growth in a 360 degree arc. Analysis of the existing 1955 land use indicated that approximately 78 acres of land per thousand population was in use for all urban purposes. The 1980 pattern, in keeping with the trend of greater open space needs, wider rights-of-way for transportation, and the general desire for more spacious living, sets aside nearly 150 acres of land per thousand population. Even though this is nearly double the land area previously used, it is significant that a population of 3 million still leaves a tremendous amount of accessible, developable land available in the region. The hardest planning problem of all is how to attain a desirable land use pattern instead of the uncontrolled sprawl.

Employment Distribution and Commercial and Industrial Land Use. The next step in the process was to distribute the projected employment that was allocated to each jurisdiction.

Federal employment was mapped separately. Federal employment, unlike commercial and industrial, is influenced directly by the actions of the Congress and the plans of the National Capital Planning Commission, the central planning agency for the Federal Government. Existing Federal employment is highly centralized, about 80 percent of the 279,000 jobs being located within a five mile radius of the center.

The bulk of the new Federal employment was located in the central area following specific action of the Congress and the plans of the National Capital Planning Commission. However, there were a number of locations proposed outside the District of Columbia in relation to future new concentrations of population for which these Federal sites would be the focus.

Commercial and industrial employment projections were distributed in each jurisdiction in keeping with the ability of its land use and zoning to accommodate such activity and following the over-all "regional factors and developmental objectives." Existing commercial and industrial employment, like the Federal employment, is heavily centralized. However, the bulk of the new employment was located in outlying areas in expanded existing centers and in new regional centers following the pattern of population distribution. This does not mean that this was done at the expense of the Central Business District. A significant increase was projected in the Central Core as a consequence of the centripetal forces of the total regional population increase and the anticipation of greater accessibility to the center resulting from the transportation study.

It is significant to note that although the distribution of the future resident population is predominantly outlying, the bulk of the employment remains highly centralized.

This is the core of the transportation problem—how to tie together scattered homes to concentrated jobs.

Recreation and Open Space. The recreation and open space requirements were analyzed, jurisdiction by jurisdiction, after mapping the existing facilities of the area. Again the agreed-upon policies of "regional factors and developmental objectives" guided the mapping. Regional park sites were located throughout the region to service considerably more than the estimated 1980 population. This was done to insure adequate open space for long range—for if land is not set aside now it can never be re-covered, and yet the surplus land can always be released. Stream valley parks, conservation areas protecting water supply, airport sites, poor soil areas, good agricultural areas, and possible expansion of public lands were analyzed and mapped to provide a buffer or insulation pattern between communities in keeping with the plan objectives. Because of the fact that it is impractical for lands for such open space uses to be acquired as public lands, other means of preserving them must be developed. More extensive studies are underway which will, it is hoped, develop new approaches for bringing this about.

Circulation. The circulation system, at this point, could only be preliminary, based upon the land use planning and the plans existing in various stages of completion and official status in each jurisdiction. The preliminary circulation system indicates the major corridors requiring a high type of service based upon the land use planning of residential population and the job centers. The completion of the Transportation Study, including the closest working relationship with the highway engineers, will furnish the final circulation system.

The General Development Plan

The compilation of all of the design elements on one map represents the Regional Plan that becomes the basis for the Transportation Study. There are a number of important points about such a plan which should be mentioned.

This plan is by necessity a preliminary plan. The fact that it is a General Plan allows for flexibility. As the transportation elements of this study are completed it will undoubtedly be necessary to do some revising of the Land Use Plan. One of the most important phases of this study will be the better measuring of the resultant impact of the interaction of the Land Use Plan and the transportation system.

The fact that this is a flexible, general plan, should be emphasized in relation to the continuing work of the Regional Council and its member planning agencies toward the preparation of a final Regional Plan. As stated earlier, present operating procedures, not to mention time and funds, do not allow for the preparation of a plan at this stage that has attained what everyone is striving for. However, the methodology utilized in the preparation of this plan was carefully developed to allow maximum shifting without detracting from the statistical data prepared from it for the transportation analysis. This will allow for considerable extending, detailing, and reshaping—particularly the open space elements—in the preparation of the final plan.

Relation to Transportation Planning

The completed General Development Plan now represents a model of how the region is proposed to be developed. The next step is to determine the transportation requirements. The Plan was translated to a statistical form by process of dividing the area into more than 130 zones. In the central area these zones were the same as the districts used in the 1948 and 1955 Origin and Destination studies; beyond the cordon they were combinations of census tracts and planning areas utilized by the various jurisdictions. The areas are increasingly larger as they extend outward from the District.

For each of these zones in 1955-1965 and 1980, the population, dwelling units, employment, labor force, auto registration, average income, and percent of retail sales were tabulated reflecting the economic and land use elements of the General Development Plan. This data was then accepted by traffic engineers and became an integral part of the traffic extrapolation to determine future trip volumes and travel patterns.

The Transportation Study is now in the process of assigning the projected trips to the varying transportation schemes—auto dominant, express bus, and rapid transit—

as discussed earlier in this paper. Engineering consultants are studying the type of system ultimately required and its right-of-way needs. Public administration specialists are compiling the data that will provide a basis for recommending the financial, regulatory, and operating requirements for the final system, along with the best governmental mechanism for implementation.

PLANNING AND RESEARCH IMPLEMENTATION

Studies such as this one bring to light new and stimulating implications with far-reaching planning and research significance. A few of these follow:

There is a distinct need for the establishment of a central data clearing house for metropolitan areas, so that everyone concerned with the metropolitan problems can have comparable, current data for research, planning, and developmental decisions (Fig. 5). Keeping the fund of essential data current is a project in itself.

The researcher today faces an almost impossible task of correlating the data he gathers before putting his analytical talents to work. What is needed is to establish a single standardized system of data gathering, punched on computer cards, keyed to a metropolitan base map and grid coordinate system. Population, employment, land use, and even traffic data could be readily kept current and quickly run off on electronic equipment for any unit area required.

Intensive use of this data by economists, statisticians, planners, traffic and highway engineers, public utility technicians, school boards, local governments, and anyone else connected with the metropolitan problem would give innumerable direct and indirect benefits. A direct benefit, of course, would be merely the fact that everyone was using the same data as a basis for decisions. A single example of an indirect benefit is the effect upon local and regional planning such a metropolitan data system might have. It is easy to preach the regional point of view, but laymen will understand its impact and its necessity far better when they see local data transposed to regional terms.

Research "in depth" is needed if the dynamic new metropolitan growth patterns are to be mastered, for it must be admitted that it is not known what the long-range future holds. Will the metropolis be vastly different in the year 2058? Why, or why not? Is it really known what the present low density sprawl in the suburbs means? Is it what people really want, or is it only what has been made available? Does the increasing mobility of people and the ever-growing de-personalization of our society mean that

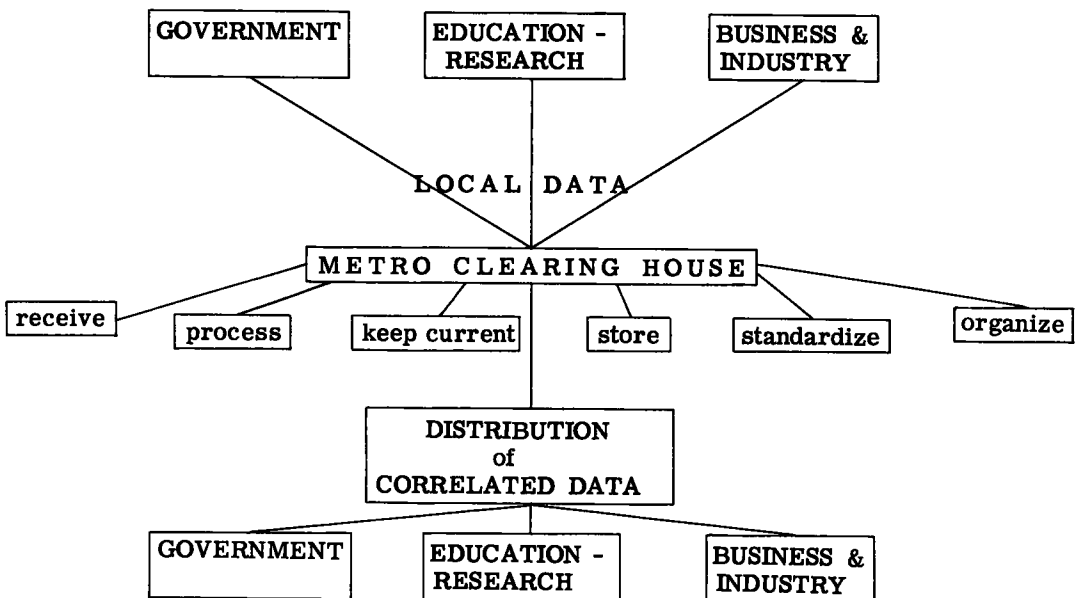


Figure 5.

the future resident of the metropolis will not participate in local affairs? Until these and countless other questions can be better answered through urban research, planning will not be doing its best job.

It is evident that new political forms or realignment of those existing are needed, in order to facilitate area-wide research and planning—and more important, will result in the implementation of area-wide plans based on such work. By now practically everybody remotely interested in the metropolitan problem realizes that existing political forms are inadequate to cope with the situation. The analysis of a metropolitan area on a regional basis points up in proper perspective the impact of the existing and anticipated expansion.

Even in the simplest type of metropolis, one where within a single state a massive central city dominates a few weak municipalities, it will not be easy to reach workable solutions. In the more complex metropolis, one which sprawls into more than one state and includes many strong municipalities and urban centers, solutions will be much more difficult. (There is experience enough with the ad hoc authority type of agency to indicate that none of these problems is solved piecemeal; the problems are temporarily shunted aside, but they persist and worsen just the same.)

Even if the fullest expression of professional cooperation in problem solving is attained, the work will come to naught unless the new political framework permits the adoption of plans and guarantees their implementation.

One of the main points of this paper should be repeated here: until all of the professions collaborate on metropolitan problem solving, the present-day piecemeal studies approach will continue to be too little and too late. Professionals should prepare themselves now to act together when the opportunities arise, as they undoubtedly must, and with increasing rapidity.