

Conference Summary

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WHEN the Steering Committee for this conference first began work on the program, our intent was to examine the possible applications and limitations of the multiple use of highway corridors. As the matter was discussed further it became clearly evident that when we talk of multiple use we must not only consider the immediate right-of-way but also the people and environment bordering and affected by the transportation corridor. The more we considered the problem the broader the approach we had to take to get the proper grasp on the topic. In the presentation of this conference, it has been our aim to point out the necessity of viewing roads and rails as part of a total transportation system, and that the transportation system exists not only for its users but is part of the total economic and social environment in which community and non-user interests must be given equal consideration with user needs.

The resistance of local communities to further construction of urban freeways can be seen in many of our cities. Recently a citizens' planning group held a conference at which one of the groups presented some resolutions relating to urban highways. I might give you a few excerpts:

We recognize that the present course of federally-funded interstate highway building through our urban areas is a policy of present and potential disaster which can no longer be tolerated. In accordance with this view we propose: (1) a moratorium be placed on all federally-funded freeway building through urban areas until studies, local, regional

and national in scope, can determine the ecological and sociological damage of roadbuilding; (2) that true "citizen participation" in the planning as well as the governmental process be instituted; and (3) an immediate stop to the misuses of the right of eminent domain in the confiscation of homes and property for urban freeway and other such projects which serve only the interests of the few.

I cite these resolutions not to attack or defend them but to indicate what those of us involved in transportation planning are up against. During the past two days we have heard how it has become increasingly necessary to include nonengineering disciplines in the urban transportation planning process and how the community to be affected by the corridor must be brought into the deliberations at the very early stages of the planning process.

The ground rules for the location of highways and rails have been changed. The mandate to the planner and engineer has been to create the most economically safe and efficient system within the available resources. We are now in the midst of a substantial redefinition of what and to whom economic benefits should accrue and what are the true costs; what is the acceptable level of safety and at what price; and what are the trade-offs between efficiency and other social and environmental considerations.

This would be most difficult by itself but we must now in addition consider the needs, desires, and interrelationships of the total social and physical environment. I have no doubt that in the future we must also take into account not only the social changes but changes in life style and its effect on the urban environment and transportation systems.

We already have many instances of multiple uses of rights-of-way. There are several hundred proposals that encompass the concepts of joint development and multiple use awaiting approval and funding. We saw how joint development, multiple use, and direct community involvement offer hope for finding means of conciliating user and non-user transportation interests.

But while they offer hope they are not a panacea. They are not without their limitations and liabilities. There are engineering and design, economic and political constraints. Because of their greater cost and impact, once constructed, there is a greater commitment to such projects and there is less flexibility for change.

The Bureau of Public Roads and HUD programs relating to multiple use and joint development have been presented. Perhaps the real value of this conference is that it has pointed to the fact that transportation planning, whether highway, rail, water, or air, cannot be done in isolation from the rest of the environment with concern only for the users. The participation of additional interests and groups in the planning and deliberation processes will cause a substantial increase in the time required for planning preliminary engineering, and design of projects. It will require patience on the part of planners and engineers to educate the public about technical problems. Many of us remember

highway programs over the past forty years that were run very much like military operations where the program was pushed ahead, and we got the nation "out of the mud" by responsible, decisive administrators.

The world and the transportation problems have changed. Management is now changing through broad participation — and decision-making is increasingly by consensus of those affected. The primary transportation problem is no longer to provide access and to design all-weather roads but how to move people by all modes through and within densely populated areas with as little degradation of the environment and dislocation of the population as possible. On the other hand, we can never lose sight of the dollar cost of any public facility. I hope that the concepts of joint development and multiple use will help us toward rational solutions to the urban transportation problem.

Conference Summary by Panel Members

MR. PIGNATARO: I would like to make a few observations. First, it was stated directly or indirectly by many of our speakers that there is a need to modify the traditional benefit-cost analysis to include the consideration of community values. We have talked of this necessity for a long time, and a current NCHRP study may provide some insights on how this may be accomplished in a systematic manner.

Second, it would have been most constructive if more attention had been given to various procedures to minimize the undesirable effects of all types of pollution on many of the land uses that have been suggested for joint development and multiple use. Different forms of pollution are certainly incompatible with community values.

Third, a thread of commonality that has woven through many of the presentations was the essential need for appropriate planning and community participation in any joint development project.

Fourth, most of the projects discussed in the second session were associated to a greater or lesser degree with problems in ghetto areas. However, one notable exception was the many excellent examples in the Twin Cities that were presented by Mr. Jorvig. Mr. Levin also presented many examples of projects that were not intimately associated with social ills.

Fifth, the need for advance planning is mandatory when consideration is given to the number of agencies involved and the diversity of their interests. Since there could be duplication and possibly conflict of legal, appraisal, design, administration, taxation, and other components of joint development and multiple use between the local, state, and Federal agencies, a statewide centralized authority with appropriate decision-making powers might accelerate the implementation of projects. This was a recommendation in the report prepared for the State of California by the Real Estate Research Corporation, and I think it should receive serious consideration.

Sixth, it is unfortunate that time did not permit a further exploration of how to involve the private investor and/or developer in early stages of the development, particularly with respect to air right projects.

MR. HOLMES: I think we ought to remember that despite the dramatic problems and the critical nature of the problems in Watts and Brownsville, there is still opportunity for joint development in areas like the Twin Cities, and in this country there are still a lot more St. Pauls than there are Brownsvilles, so don't let's get totally pointed in thinking of our opportunities for joint development and multiple use of rights-of-way into these areas of critical social impact on the country right now. Opportunities ahead are certainly much broader than those. We tend to concentrate on those, certainly, but let's not forget the others.

MR. RUBIN: There are several points I would like to make.

One, I think we should recall the caveat in Mr. Bridwell's statement that to assure that multiple development plans become multiple development projects, there must be legislation at the Federal and state levels that will provide the kind of assurances of long-range stable funding for education, renewal, housing, health, library, and other programs that have made it possible for the highway program to do long-range advance planning to get things done.

Second, the interdisciplinary approach to the design of multiple development projects has to become normal routine procedure for highway departments, not just an *ad hoc* response to an occasional project that promises to cause trouble.

Third, we need adequately staffed and funded local and regional comprehensive planning—social and economic, as well as land use and facility planning. This has to be encouraged in order to provide the framework of community goals within which multiple development transportation corridor planning can proceed.

Fourth, citizen participation and community involvement are required if plans are to be responsive to the needs of the people affected and if they are to be politically possible to implement. But the professional cannot abdicate his role. He must somehow walk the razor's edge between planning by fiat and the complete abdication of responsibility.

We cannot have romantic notions about citizen involvement and throw our own professional responsibilities out the window. People are much alike in many respects. Most respond to plans in terms of relatively parochial, narrowly perceived views of their own best interests. Highway planners have been forced for years to deal with, and often make compromises with, affluent white suburbanites; but they haven't turned over their professional responsibilities to those protagonists. There is no more reason to abdicate this responsibility because we are now dealing, as we should have been all along, with people who are poor and/or black.

So far as multiple use is concerned, we must recognize that it has been occurring over the years, where existing and future uses and demands were very intensive, creating unusual and dramatic competition for particular spaces. Since most, if not all, of the population increases in the future will be in suburban areas, multiple-use opportunities will continue to be limited. There are many more than we have taken advantage of in the past, but where they exist they will be costly and dramatic. Most importantly, they are going to require degrees of integration and cooperation among governmental agencies and private individuals and institutions far beyond anything we have achieved in the past.

MR. TABOR: I think one of the most exciting ideas I have heard in this conference is Lowell Bridwell's revival of what evidently was an old idea about acquiring more land for highway rights-of-way than you need for that particular project. I think this proposal has tremendous potential, and I hope that there is going to be a lot more discussion of it. I hope we don't have to wait another 25 years before it actually receives public acceptance.

But if there are real problems in the use of highway user funds for purchase of this additional property maybe we should look to some other public mechanism for land acquisition, and I think Frank Turner touched on this in his remarks earlier this afternoon. Maybe we could set up a state land acquisition agency that could purchase property for state agencies and local governments for certain uses. This agency could resell the land needed for a particular project back to the state agency or local government that needs it for that particular public purpose and then sell the remaining land for private development. This would prevent the charge that highway departments are getting into too many activities and it would keep the highway user funds untainted.

It has been suggested, I think, by the advisory commission on intergovernmental relations that this should be one of the functions of their proposed urban development corporation. But I think we should be thinking more in terms of just a state agency that would have the sole function of land acquisition for public purposes.

One case I have seen of an urban development corporation is in New York City. As it is set up it could go into housing or almost anything it wants to, and it is almost an autonomous-type organization. Once the terms have been set and appointments have been made by the governor there is not really going to be very much public accountability for what that agency does. In fact, they can go into an area and decide they are going to put up a housing project. All they have to do is just go to the local government and hold public hearings. The local government officials come into the public hearing as everyone else, and at the end of that time they can say, "Thank you, gentlemen, for your views," and go ahead and put up the project as they see fit.

Somehow or other that goes against my ideas of what home rule is all about. I think that if we set up an agency with one sole purpose of land acquisition that this could hold a great deal of promise. At the same time we could avoid some of the problems that we anticipate such a program would have with the use of highway user funds and save money.

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