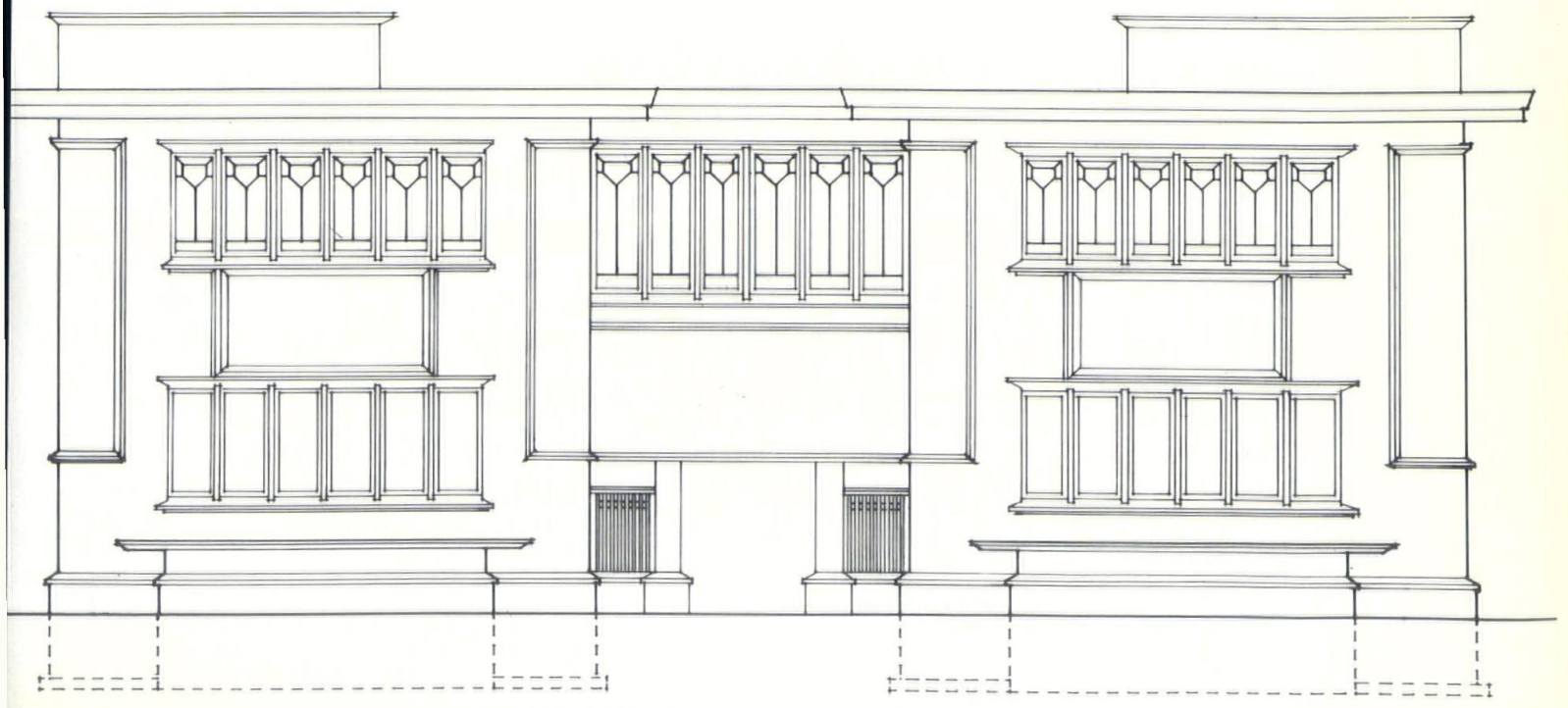
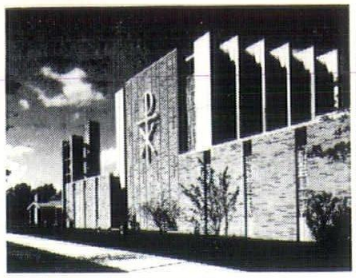
wisconsin architect • july • august 72

AMERICAN INSTITUTE
OF
ARCHITECTS
OCT 2 1972
LIBRARY



THE Belden Brick COMPANY / CANTON, OHIO



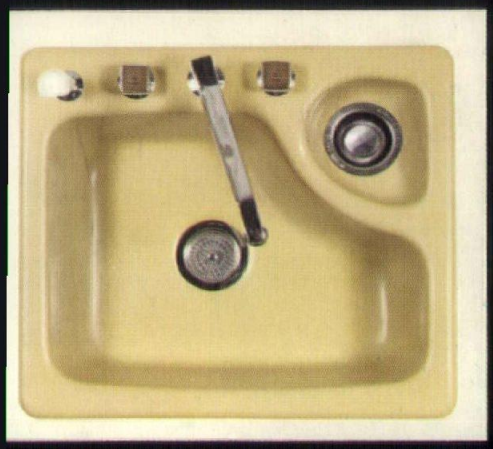
There are three vital reasons why imaginative architectural design takes shape when BELDEN Brick is used: BELDEN provides MORE distinctive colors. MORE exclusive textures. MORE adaptable sizes. Over 200 variations of brick to free the imagination of the creative architect, from sand mold colonial brick through earthy browns to mechanically perfect pearl grays.

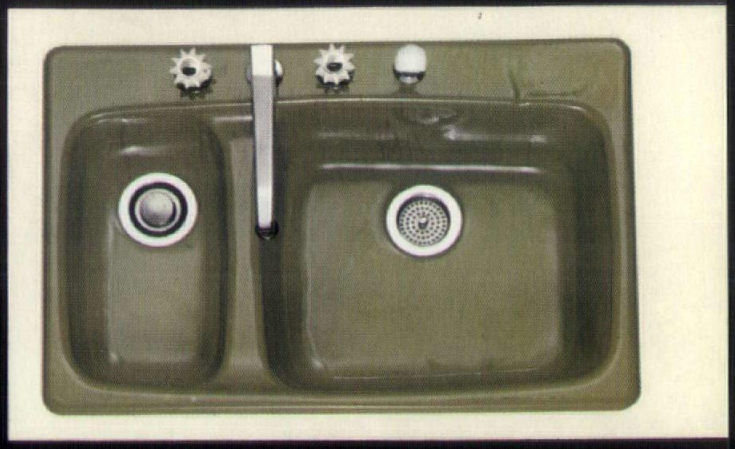
Your nearest BELDEN Dealer will gladly show you the facts in the form of samples and our new 4 color brochure, or write us at P. O. Box 910, Canton, Ohio 44701.

belden is...

brick

GREAT KITCHEN IDEAS BEGIN WITH KOHLER.





Kitchen sinks aren't dull as dishwater any more. Kohler lets you offer 12 inviting colors and White. And features that make self-rimming cast iron sinks as practical as they are pretty.

Top left: New Urbanite (25" x 22") in Harvest Gold. A new idea for small kitchens. Compact dimensions with spacious compartment and waste disposal basin conveniently located.

Top center: New Swinger, spray-control device, fits most kitchen spouts. It aerates, swivels and rinses sinks clean.

Top right: Lakefield (33" x 22") in Avocado. Includes large compartment, ample waste disposal basin, spray arm, swing-away spout, White Flair fittings.

Below: New Trieste (43" x 22") in Tiger Lily. A hard worker, with big twin basins, center waste disposal basin, swing-away spout, spray arm. Smart new Alterna fittings come with four quick-change accent inserts for each handle.

For more great kitchen ideas, with great sales appeal, write Kohler Co., Kohler, Wis. 53044.

KOHLER CO., KOHLER, WIS.

CONSULT WITH YOUR LOCAL KOHLER DISTRIBUTOR LISTED HERE

GREEN BAY
Murphy Supply Co., Inc.
228 S. Washington St.
Phone: 1-414-432-3378

MADISON
Automatic Temperature Supplies, Inc.
523 E. Main St.
Phone: 1-608-257-3755

APPLETON
Baker Manufacturing Co.
3030 W. Wisconsin Ave.
Phone: 1-414-734-9284

JANESVILLE
Automatic Temperature Supplies, Inc.
Hiway 51 South
Phone: 1-608-754-8106

EAU CLAIRE
W. H. Hobbs Supply Co.
P. O. Box 188
Phone: 1-715-835-5151

WISCONSIN RAPIDS
Mid-State Supply, Inc.
71 Love St.
Phone: 1-715-423-6730

MILWAUKEE
Milwaukee Plumbing & Heating Supply C
1313 W. St. Paul Ave.
Phone: 1-414-273-3600

Crichton Corp.
4080 N. Port Washington Rd.
Phone: 1-414-964-6222

BROOKFIELD
H. W. Theis Co.
P. O. Drawer 325
Phone: 1-414-781-5260

SHEBOYGAN
J. J. Koepsell Co.
1010 S. 9th St.
Phone: 1-414-457-3646

wisconsin architect

Volume 43, No. 7-8 July-August, 1972

Wisconsin Architect is the official publication of the Wisconsin Chapter of the American Institute of Architects, published by the Wisconsin Architect, Inc.

ELLO BRINK, *Executive Editor*
Thomas E. Hall, *Art Director*

Subscription Rate: $5 per year. Individual copy 50c.

Address all matters pertaining to Editorial or Advertising to
785 North Jefferson Street
Milwaukee, Wisconsin 53202
Phone 272-4668

Wisconsin Architect, Inc.: *Board of Directors:* Gary V. Zimmerman, Chairman and Treasurer, 1212 W. Wisconsin Avenue, Milwaukee, Wis. 53233; Richard J. Diedrich, President; Ello Brink, Secretary; E. John Knapp; Walker L. Patton; William P. Wenzler.
Editorial Board: Maynard W. Meyer, Harry Bogner, Willis C. Leenhouts, Tom Briner.

Wisconsin Chapter, The American Institute of Architects: *788 N. Jefferson Street, Milwaukee, Wis. 53202. Phone (414) 276-2250/51.* Alan J. Carlson, Executive Director.

Executive Committee: G. A. D. Schuett, *President;* Douglas H. Smith, *Vice-President;* Walker L. Patton, *Secretary;* Richard E. Gustafson, *Treasurer,* 1822 Riverside Drive, Green Bay, Wisconsin 54301; Nathaniel W. Sample, *ex-officio;* Frank N. Carter, Sheboygan; Richard J. Diedrich, Milwaukee; Dennis F. D'Jock, Eau Claire; John A. Findlay, Madison; Donald D. Hansche, Oshkosh; Gordon D. Orr, Madison; Edward Y. Osborne, Milwaukee; Stephen M. Playter, Eau Claire; James T. Potter, Madison; Richard C. Shutter, Madison; Robert van Lanen, Milwaukee; Leonard A. Widen, Milwaukee; Gary V. Zimmerman, Milwaukee.

Southeast Section Officers: Edward Y. Osborne, *President;* George D. Wilkinson, *Vice-President;* Gerald S. Vanselow, *Secretary-Treasurer,* 3112 West Highland Blvd., Milwaukee, Wisconsin 53208.

Western Section Officers. Gordon D. Orr, *President;* Richard J. Knothe, *Vice-President;* Henry K. Kanazawa, *Secretary-Treasurer,* 11 North Allen Street, Madison, Wisconsin 53705.

Northeast Section Officers: Frank N. Carter, *President;* Richard J. Griese, *Vice-President;* Richard D. Peeples, *Secretary-Treasurer,* 103 West College Avenue, Appleton, Wisconsin 54911.

Northern Section Officers: Stephen M. Playter, *President;* Dennis F. D'Jock, *Vice-President;* Richard D. Michael, *Secretary;* Roger D. Roslansky, *Treasurer,* 411 Rivoli Building, La Crosse, Wisconsin 54601.

Wisconsin Architects Foundation: 788 N. Jefferson Street, Milwaukee, Wisconsin 53202. Telephone 276-2250. Alan J. Carlson, Executive Director.

President, Fitzhugh Scott; *Vice-President,* Charles Haeuser; *Secretary-Treasurer,* Ronald G. Bowen; *ex-officio,* Julius S. Sandstedt; Clinton Mochon; Douglas H. Smith; Frank C. Shattuck; Robert L. Yarbro; Lawrence E. Bray; G. A. D. Schuett.

index

5 **Welcome Aboard**

Listing of new members in the Wisconsin Chapter, A.I.A.

6 **Plan for Urban Growth — A Strategy for Building a Better America**

President Schuett puts top priority on the implementation of a National Growth Policy as proposed by the Institute Task Force

6a **A Plan for Urban Growth**

Summary of Task Force Recommendations as published by The American Institute of Architects

7 **Frank Lloyd Wright-designed Munkwitz Apartments**

by Eileen Powell

11 **News Notes**

AIE Selection Bill passes House; AIA creates Department of Environment and Design, etc.

Wisconsin Architect is published monthly with the exception of July and August which is a combined issue.

Controlled Circulation
Postage . . . Paid at Milwaukee, Wis.

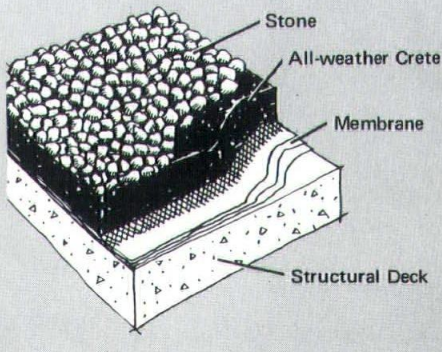
can you do this to your roof deck and still not puncture the membrane?

You can if it's protected with the All-weather Crete Insul-top system! This insulation applied over the waterproof membrane will protect it from normal accidental puncture (also from freezing and from extreme temperature cycling.) It reduces expansion and shrinkage to a minimum. All-weather Crete can be sloped to drains and contoured around and over projections to provide positive water drainage.

In short, this system protects the membrane keeping it "alive" and waterproof for years! A different system? Certainly.

Consider this concept in your next project. Write for the 16 page technical booklet "Designing a Leak Proof Roof". Silbrico Corporation, P. O. Box 3653, Milwaukee, Wisconsin 53217, (414) 352-2902.

You may change your entire thinking about roof decks!



All-weather Crete® Insul-top System

SILBRICO

Welcome

lew Corporate Members

OHN G. BRUNI
orn: February 22, 1938
esides: Monroe, Wisconsin
irm: John G. Bruni, Architect
Monroe, Wisconsin
egree: B. of Architecture in 1962 from University of Illinois, Urbana, Illinois

OHN B. HIPP
orn: January 22, 1926
esides: Madison, Wisconsin
irm: Johnson-Wagner, Isley & Widen
Milwaukee
egree: Attended University of Colorado, Boulder, Colorado; B. S. Degree in Architecture, University of Kansas, Lawrence, Kansas, 1952

OBERT JOHN PETERSON
orn: September 4, 1930
esides: Sturgeon Bay, Wisconsin
irm: Robert J. Peterson, Architect
11 North Third Avenue
Sturgeon Bay, Wisconsin 54235
egree: B. S. in Architecture received in 1953 from Illinois Institute of Technology; currently doing post graduate work at Illinois Inst. of Technology

lew Professional Associates

WANG R. COOK
orn: April 14, 1937, in Seoul, Korea
esides: Waunakee, Wisconsin
irm: Marshall Erdman & Associates
Madison, Wisconsin
egree: B. of Architecture received in 1967 from University of Oregon, School of Architecture

JOHN A. PAULSON
Born: March 1, 1930
Resides: Middleton, Wisconsin
Firm: Department of Planning & Construction
University of Wisconsin-Madison
Degree: M. S. received in 1971 from University of Wisconsin-Madison

FREDERICK HAROLD PETERSON
Born: July 1, 1940
Resides: Madison, Wisconsin
Firm: Fred H. Peterson, Architect
Madison
Degree: Bachelor of Architecture received 1964, University of Nebraska, Lincoln, Nebraska; also attended UW-Milwaukee

New Associate Members

LEONARD L. BORKOWSKI
Born: June 29, 1924
Resides: 2136 North 73rd Street
Wauwatosa, Wisconsin 53213
Firm: Shepherd/Legan/Aldrian Ltd.
11600 West North Avenue
Wauwatosa, Wisconsin 53213
Degree: Received an Industrial Design Degree in 1951 from Layton School of Art

ORDELL A. CHRISTIAN
Born: May 24, 1943
Resides: Sheboygan Falls, Wisconsin
Firm: The Stubenrauch Associates, Inc.
Sheboygan, Wisconsin
Degree: Received an Associate Degree in 1963 from North Central Technical Institute

DENNIS WAYNE FREDRICKSON
Born: April 5, 1950
Resides: Cameron, Wisconsin
Firm: Wayne E. Spangler, A.I.A., Architect, Inc.
Rice Lake, Wisconsin
Received diploma in 1970 from Vocational Technical School, Rice Lake

RONALD T. GILLEN
Born: June 8, 1944
Resides: Middleton, Wisconsin
Firm: John J. Flad & Associates
Madison, Wisconsin
Degree: B. of Architecture received from University of Detroit in 1968

RICHARD D. HAMMES
Born: May 22, 1942
Resides: Sheboygan, Wisconsin
Firm: The Stubenrauch Associates
Degree: Dunwoody Industrial Institute, Minneapolis, Minnesota

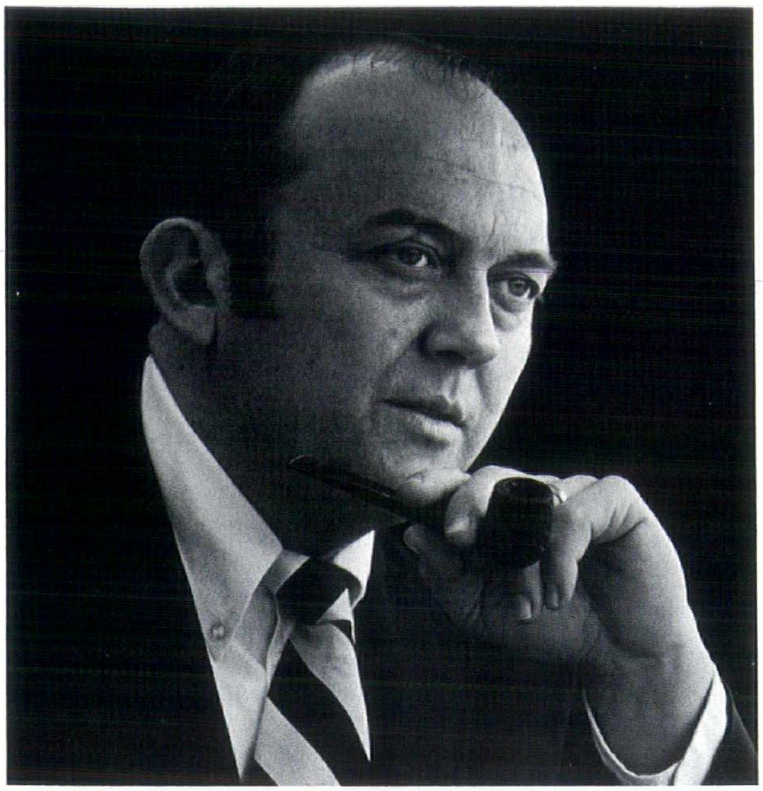
ALAN P. JACOBS
Born: March 28, 1947
Resides: Middleton, Wisconsin
Firm: John J. Flad & Associates
Madison
Degree: University of Minnesota, Minneapolis, Institute of Technology, School of Architecture

JAMES R. PERKINS
Born: April 26, 1944
Resides: Milwaukee, Wisconsin
Firm: Shepherd/Legan/Aldrian Ltd.
Wauwatosa, Wisconsin
Degree: Bachelor of Architecture received in 1969 from University of Notre Dame

JAMES CURTIS REUSS
Born: September 28, 1953
Resides: Menomonee Falls, Wisconsin
Firm: Rae R. Reuss, Architect, A.I.A.
Menomonee Falls
Currently attending University of Wisconsin-Milwaukee

New Student Associate

ALLAN C. FRANCOIS
Born: January 2, 1953
Resides: Racine, Wisconsin
He is a first year student at the UWM, School of Architecture, Parkside, Racine, Wisconsin



President Schuett puts top priority on the implementation of the "Plan for Urban Growth"— A Strategy for Building a Better America.

Shortly after G. A. D. Schuett took office as President of the Wisconsin Chapter, The American Institute of Architects, in January of this year, the first report of the National Policy Task Force, "America at the Growing Edge" — A Strategy for Building a Better America, was published by the Institute and distributed to Chapter Presidents for review and discussion.

President Schuett was so impressed with the Task Force proposals and so convinced of the impact this report could have on this country, that he described the report as "the greatest contribution the Institute has ever made to this country."

Basically the report argues the importance of the neighborhood as the logical "growth unit," and the need to revise our tax systems to encourage developments of higher quality. Eighty percent of the nation's growth is taking place within the existing metropolitan areas and there are now 65 metropolitan areas with populations of 500,000 or more. These urban regions represent half of the total population and more than half the black population.

The report finds these areas likely to absorb most of the continuing growth and states: "By linking growth and regrowth outside the cities and within them, the nation can find an orderly way out of its segregated living patterns and the haunting tragedy of its older cities."

The report finds the trouble with land development as a combination of "giant urban regions, sprawled into being without the armature of public services that make the difference between raw development and livable communities and abandonment of existing stock in older cities." And it states: "Land has become a negotiable commodity, tossed carelessly into the game of speculation for profit." The report bears down hard on the "disincentives" of taxation. "Our tax structure has frequently dumped some of the highest costs on those least able to pay. . . . The Internal Revenue Code encourages a quick-build-and-sell posture for the developer and at the same time that our growth has created an environmental crisis, the governmental process for dealing with growth has been scissored into bits and pieces."

Based on these findings, the Task Force report in essence proposes: 1. A partnership of federal, state and local governments to assemble 1,000,000 acres in 65 metropolitan areas and preparation of the land for private development under community-approved guidelines. The estimated cost of $5 billion of this land, bought first in central cities and then on the metropolitan periphery, would be recovered in a few years with appreciation in the value of the land being used to recover all of the initial cost and much of the cost of preparing the land for development

2. Use of the neighborhood scal "growth unit" which would includ from 500 to 3,000 housing units. Ex panded in multiples over 1 million acre nationally, with the addition of hig schools, community colleges, hospitals shopping centers and mass transi these growth units would accommo date a third of the nation's expecte urban growth by the year 2000.

President Schuett has dedicate much of his time "to go out and sprea the light" as he puts it. He spoke t the members of the four Sections o the Wisconsin Chapter, A.I.A. He agai spoke about the need for a nationa growth strategy at the State Conventio in April and in the past seven month he has averaged four speaking engage ments per week on this subject befor students, business leaders, commu councils, planning boards and mem bers of the construction industry. Hi enthusiasm is boundless and he is ver gratified by the positive response he i getting to his presentations.

President Schuett considers the im plementation of the National Growt Policy as proposed by the Task Forc and its chairman, Archibald C. Rogers FAIA, of topmost priority and he i convinced that this cannot be done un less the proposals are known and in tensively debated. For this purpos following is a summary of the recom mendations as published by the Institut

A Plan for Urban Growth: Report of the National Policy Task Force

The American Institute of Architects

The plan for national urban growth offered in the following report was formally adopted by The American Institute of Architects at its 1972 convention. Recommendations contained in the report are summarized below.

SUMMARY OF TASK FORCE RECOMMENDATIONS

A. Scale and Form: The building and rebuilding of American communities should be planned and carried out at neighborhood scale (ca. 500-3,000 residential units along with a full range of essential facilities and services) and in a form appropriately called a "Growth Unit."

B. Priorities: The value most to be respected is free choice. First concern should be given the condition of those trapped in the poverty and deterioration of older neighborhoods, especially of the central cities.

C. Changes in the Ground Rules of Community Development:

Free choice should be expanded:

(1) by ensuring open occupancy throughout the entire housing market affected by governmental subsidies and insurance.
(2) by directing needed housing subsidies to people rather than to structures.
(3) by providing locational options, especially by linking development in central and peripheral areas of the metropolis.
(4) by providing for diverse living styles, through Growth Units of varying densities, housing types, and service patterns; also, less restrictive building and zoning codes.
(5) by expanding the possibilities and scope of citizen participation in the design and governance of neighborhoods.

Financing patterns should be revised:

(1) Less reliance should be placed on the local property tax.
(2) State and federal governments should assume a greater share of:
a. infrastructure costs, and
b. costs of social services, especially health, education, and welfare.
(3) The appreciating value of land benefited by public investment should be recaptured and recycled into community facilities and services.
(4) Categorical aids should be broadened—especially the Highway Trust Fund which should be expanded into a more general fund in support of community development.

Government structures should be reshaped and adapted:

(1) Private-public ventures should be encouraged.
(2) Development corporations should be created by federal, state, and local governments.
(3) Metropolitan planning and development agencies should be encouraged.
(4) State governments should participate more directly in planning and regulating the use of land, especially in areas defined as "critical" (e.g., flood plains, coastal regions, areas of acute housing shortages, and areas in the path of rapid development).

Capacity to build at neighborhood scale—both public and private—should be strengthened:

(1) Financial, legal, and other constraints should be reviewed and eased.
a. A steady flow of mortgage money at low and stable rates should be ensured.
b. "Front money" for Growth Unit development should be made available.
c. Public investments in infrastructure should be properly phased and coordinated.
(2) State governments and metropolitan agencies should take a more assertive role in acquiring and preparing land for development—and in building a network of utility corridors to accommodate and give shape to Growth Units.
(3) Tax and other incentives and disincentives should be revised to encourage high quality urban development.
(4) Environmental controls and design standards should be strengthened.
(5) New patterns for the delivery of critical services should be encouraged.
(6) Industrialized building processes should be encouraged.

D. Special Program for Areas Impacted by Rapid Growth and Deterioration:

Priority should be given to the 65 metropolitan areas over 500,000 population.
Within these areas, the public should acquire and prepare one million acres for Growth Unit development.
This development should be explicitly designed to benefit, not detract from, the improvement of the quality of life of those now residing in the older and deteriorating sections.
At average densities of 25 per acre, this special program should accommodate one-third of the expected growth of the U.S. population between 1970-2000.

MEMO

ewsletter of The American Institute of Architects January 1972/Special Issue

THE FIRST REPORT OF THE NATIONAL POLICY TASK FORCE

CREATING A NEW NATIONAL POLICY

Statement by Max O. Urbahn, FAIA
resident

he American Institute of Architects has taken a major step into he future. It is an historic step for our professional society and, o the extent that we persuade our political leaders and fellow itizens to join with us, it will have a major impact on the quality f life in urban America.

I refer to the report of the AIA National Policy Task Force, whose ndings and recommendations are set forth in the following pages. he report follows a year's intensive study by a group of dis-nguished architects with the help of expert consultants. The olicies proposed in the report have been unanimously approved y the AIA Board of Directors, including representatives from all eographic regions of the country. They were formally accepted y AIA's Executive Committee on January 3, 1972, and are subject o revision and elaboration at the Annual Convention of the nstitute in May.

In brief, the new policies recommended in this report would hange the "ground rules" that now shape, and distort the shape, f American communities; create a new and useful scale for lanning and building in urban areas; and commit the nation to a ajor land acquisition policy to guide development in and around ey urban centers. These are new policies, but, in the best tradi-on of American progress, they are built upon the values and recedents of the past.

I am proud to be the president of your Institute at the moment vhen this new program—the natural culmination of many years f grappling with public policy—comes to fruition. The formal tudy was begun in the administration of President Robert F. lastings, FAIA. Yet elements of it have been discussed by AIA oards and presidents over a period of many years.

I urge you to read this report, to communicate with me and with ther officers of the Institute, to express your opinions—and, we ope, your dedication to its goals—at the Houston convention. I sk you also to join me in thanking the National Policy Task Force Chairman, Archibald C. Rogers, FAIA; members Ieoh Ming Pei, FAIA, and Jaquelin Robertson, AIA, and the body's two distin-uished non-architects, William L. Slayton, Hon. AIA, executive ice president of the Institute, and Paul Ylvisaker, professor of ublic affairs and urban planning, Princeton University. We are rateful for their far-sighted leadership.

Task Force Chairman Archibald C. Rogers, FAIA, right, and Paul N. Ylvisaker, professional adviser.

AMERICA AT THE GROWING EDGE: A STRATEGY FOR BUILDING A BETTER AMERICA

This report is about America at its growing edge. It outlines a set of policies that can enable this nation—as a responsible member of a threatened world of nations—to shape its growth and improve the quality of its community life.

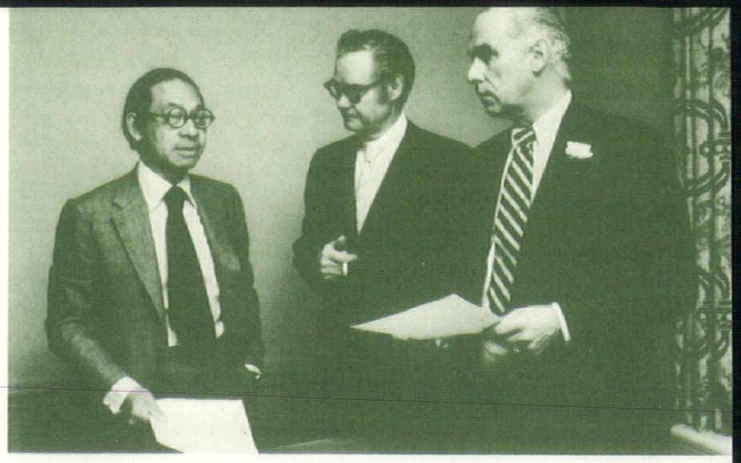
The strategic objective of these policies is a national mosaic of community architecture designed to be in equilibrium with its natural setting and in sympathetic relationship with its using society.

In brief, the report urges:

A. That changes be made in a number of the "ground rules" (e.g., tax policy, governmental organization, etc.) which presently shape the development of American communities;

B. that the nation develop the capacity to build and rebuild at neighborhood scale (the "Growth Unit") ensuring open occupancy, environmental integrity, and a full range of essential facilities and services;

C. that federal, state, and local governments—in partnership—set the pace and standards for growth policy through a special impact program affecting 60 of the nation's urban regions and a third of the nation's expected growth between 1970-2000.



Task Force members I. M. Pei, FAIA, left; William L. Slayton, Hon. AIA, center, and Rogers.

THE CIRCUMSTANCES WE ARE DEALING WITH

The nation's population has grown and urbanized dramatically over the last generation. By conventional measures, most of us have prospered. Personal and family incomes have generally increased. Housing conditions have improved. National opinion polls consistently find that most of us feel the quality of our personal lives is better. And amid the flurry of sudden growth, we have staked out a substantial range of free choice.

But a lot of things have us worried and dissatisfied—and properly so.

Millions of Americans have not had this range of free choice. Machines have pushed men off the land and into deteriorating cities where they have been imprisoned by rising prejudice and dwindling opportunity. Others have been left behind, trapped in the forgotten hamlets and hollows of rural America.

The nation has been polarizing into richer and poorer, black and white, growing suburbs and declining cities, neighborhoods of higher and lower status and some with no status at all.

Giant urban regions have sprawled into being without the armature of public utilities and services that make the difference between raw development and livable communities.

Jobs have been separated from housing, forcing families to spend more money on highway transportation than on homes and more time on the road than with each other.

Land, money, and building costs have priced more and more Americans out of the conventional housing market, not just the poor, but middle class as well. Construction has lagged for the lower income groups and larger families. Abandonment of existing stock in the older cities has picked up at a threatening rate. Mobile homes have "saved the day" for growing numbers of Americans (though not the minorities), but they have scattered their residents out past the range of regular community life and services.

The technics of our growth have broken loose from the regenerating cycle of nature. The accumulating wastes of this growth—phosphates, plastics, pesticides, heat, hydrocarbons—contaminate our soil, our air, and our water, and cast a growing cloud over our nation and future.

Land has become a negotiable commodity and tossed carelessly into the game of speculation for profit. Once in the market, not only its use but its very existence is subordinated to the highest bidder and shortest-term gain.

The comforts and the hardships, the benefits and the costs of national growth have not been equitably shared. Our tax structure has frequently dumped some of the highest costs on those least able to pay. The education of the nation's children and the general level of community services have been left to the happenstance of local tax ratables and the small politics that exploit them. They breed fiscal zoning, and fiscal zoning has put a damper on the social and economic mobility of the poor and working class.

The social distortions in the development of our communitie are reflected in our built environment. For much of what we hav built, largely since World War II, is inhuman and potentially letha We have created a community architecture which, in its lack o efficiency, its inattention to human scale and values, and its con tribution to chaos, adds up to a physical arena adverse to tha "pursuit of happiness" which is one of the fundamental rights tha stirred us to create a nation. Surely it is as important to bring ou physical fabric into conformity with this goal as it is to do so wit our social fabric. We cannot long endure an environment whic pollutes air, water, food, and our senses and sensibilities.

At the same time that our growth has created an environmenta crisis, the governmental process for dealing with growth has bee scissored into bits and pieces. Whatever energies and resolve Americans can muster to shape their growth and salvage the environment are dissipated in an almost infinite chain of separat and conflicting consents which have to be negotiated in order t do the public's business. Just when the nation most needs it enterprise, creativity, and an overriding sense of community stymie and cynicism become the order of the day.

Now another generation of dramatic growth is about to begin The numbers of Americans in the 25 to 44 age group—traditionall those who create new households—are increasing at a rat nearly nine times that of the past decade. These new household will not likely beget children at the bulging rate of postwar, bu they inevitably will touch off a new burst of community formatio and urban growth. It is doubtful that these new householders wi fit easily into old patterns; many of them will not want to. Familie will be smaller; wives will be working; their tolerance of environ mental pollution and bureaucratic incompetence will be lower; the will be demanding more for their money and especially the mone they are asked to pay in taxes.

And young adults are not the only Americans pressing for place to live—to live better and in many respects to live differently More and more Americans are living longer; during the seventie an ever growing proportion of our population will have raised thei families, retired from their jobs, and started looking for com munities that will serve their changing needs. There will be an other round of kids with mothers asking for day care, new waves of migrants and immigrants searching for something better than ghettoes to live in, and alumni of the ghetto—increasing millions of them—who have learned from tragic experience not to let ever poverty trap them in bad neighborhoods forever and again.

TOWARD A NATIONAL GROWTH STRATEGY: THE POLITICS AND PROMISE OF DIVERSITY

Sharpening awareness of the flaws in the way we've grown accounts for the rising demand for a national growth policy. Our

ation's search for such a policy is a welcome sign of a maturing ociety, a more civilized and humane America. But just because o many seem to be asking for a national growth policy, doesn't ean that they all want the same policy. And just toting up verybody's unhappinesses about how we've grown—and maybe oofed—doesn't necessarily add up to a policy that's better or ore consistent or more salable to the American public.

Not until these differences in need and life style are admitted nd understood will we really be on our way toward more produc- ve policies for national growth. These diversities are the facts of fe that politicians—especially the President and the Congress— ave to deal with if the nation is to have governing policy and ot just years of fruitless debate.

In fact, it well may be that a diversified nation which values ee choice above all may have to live with a national growth olicy which is less than coherent, which contains more in- onsistencies than it resolves, which turns the power of con- icting forces into creative energy—and which succeeds be- ause it strives toward unity but does not mutilate its freedoms an all-out effort to achieve it.

We submit this report in that spirit. We are a single profession ith our own creative diversities. We have spoken assertively, but nly to enrich the national debate, not dominate it. We have tried o convert what we think are legitimate discontents into construc- ve ideas of how to make America better. And we have taken the sk of translating generalities (this is easy) into specifics (which tough).

THE BELIEFS AND PREMISES WE START WITH

A. A national growth policy is first of all an expression of ational values.

B. The values we most cherish are the worth of the individ- al and his freedom of choice. These values have been con- tantly stated in national legislation but not so regularly honored.

C. We believe, therefore, that national growth policy should ctually commit the nation to these values, not merely restate hem. What has been missing is the public competence that nakes both our values and our policies credible: laws with teeth; rograms with money behind them; public officials with the power o act, and a willingness to fulfill a leadership role. Private freedom nd public competence are not incompatible; one needs the other.

D. The goals of national growth policy and the problems it hould be concerned with have more to do with quality of life han with numbers. We do not share two of the usual fears: 1) that the American population is too large; and (2) that not nough houses will be built to meet our growing demand. During he past decade, Americans have spontaneously and freely limited eproduction—the birth rate is now at an all-time low. Earlier stimates of how much America will grow in the next 30 years now eem too high—the total may well be as low as 60 million, a number we can certainly care and provide for. Meanwhile, housing starts have picked up; the prospects are that the nation's stated housing goals (2.6 million annually during the 1970s) may be met; and these goals actually may turn out to be too high.

It is not the numbers we should be concerned about but the quality of living and the choice of life style that are opened to Americans whoever they are and however many there may be. This is what we believe Americans mean when public opinion polls regularly report that a majority of them say they would prefer to live in smaller communities. Not that they won't abide living in large metropolitan areas—(despite what they say, most of them have chosen to move and stay there). But they are searching for communities that are more livable. Neighborhoods that are safe, neighborhoods that are within easier reach of jobs and a richer mix of community life and services, neighborhoods small enough to have some identity of their own, where no one need be anonymous while attaining the privacy Americans always have yearned for.

E. It follows, we think, that the measuring rod of national growth should be the quality of our neighborhoods, and the assurance that neighborhoods—even when they change—will not deteriorate. **The neighborhood should be America's Growth Unit. We have made it the theme of this report.**

F. By concentrating on the neighborhood as a Growth Unit, national policy can relate to growth and regrowth wherever it may occur—in rural areas, in smaller towns and outlying growth centers, in metropolitan areas and their central cities, in free-standing new communities. No national policy would be politically salable that did not speak to every condition of America; no national policy would be comprehensive if it did not.

G. Our own guess is that most of America's expected growth from now until the end of the century will occur within existing metropolitan areas—whether all of us would like that to happen or not. The economics and the politics of radically changing that pattern are too difficult; they well may be impossible. Marginal changes, yes; and since we, too, have a general prejudice in favor of "more balanced growth" and against overloading the environment (as we have done, possibly, in some of the Great Lakes and coastal regions) we should be of a mind to encourage these changes.

But realities force us to be realistic. **We therefore conclude that American growth policy should concentrate on improving the present and future conditions of our existing metropolitan areas.**

H. Within these areas, we believe the first priority should go toward improving the condition of the older core cities, more especially the condition of those trapped in poverty and the squalor of declining neighborhoods. Until we deal with the deep-seated factors in American life that give rise to such conditions, all growth in America is vulnerable, no matter how much concern and money are lavished on it, no matter how carefully it may be segregated from those neighborhoods where the contagion of decline is more evident.

I. Growth and regrowth—building new communities and re- storing old ones—must go together. We think it folly to try urban

renewal in the older, denser neighborhoods before moving and relocation room is made ready elsewhere. That means, we think, a deliberate policy of building new neighborhoods on vacant land before renewal of older neighborhoods is begun.

J. We believe that no national growth policy will work unless there is a broader base for financing the facilities and services that are necessary for more livable communities. The local property tax is no longer enough. We have exhausted it, and now it is crippling us.

There are many possible ways of achieving this broader base of financing. Our own preference is for the federal government to assume far more of the costs of social services such as health and welfare, and more of the costs of utilities. We believe the states also should assume a greater share of local costs, especially of schools, and should do so through a combination of broad-based taxes whose impact is less regressive and its yield more responsive to changes in the general level of the economy.

K. Similarly, we are convinced that an effective national growth policy will require broader perspectives and, in many cases, larger governmental jurisdictions. We welcome signs that the states are readying themselves to participate more actively in community development—even when, as in the case of zoning, taxation, and other matters, they have to be prodded into action by the courts. The states are essential to the development of a national growth policy precisely because their jurisdictions (and hopefully their views) are broader, and because they constitutionally control the ground rules of local government and community development.

We also welcome the signs of new life at the metropolitan level. A promising example is the emergence of regional planning, development, and financing in the Minneapolis-St. Paul area. If indeed most of America's growth is to occur in these areas, some form of regional control must evolve—and soon.

L. And while these broader capacities are developing, we also see the need for more citizen control and participation at the neighborhood level. Neighborhoods have been swallowed up in the growth and change of urbanizing America. The exact forms and functions of neighborhood government can vary; but national growth policy cannot do without the sturdiness and savvy of grassroots support. We see no contradiction in simultaneous transfer of power upward to broader-based levels of government and downward to the neighborhoods. It is not power which is being subtracted—it is capability which is being added.

M. It also follows from our concern with the neighborhood Growth Unit that the architects who design it, the developers who package and build it, the doctors and teachers and lawyers and merchants who serve it, should be given every honorable encouragement to work at this scale. Urban America may be massive, but it has accumulated in a formless way from a myriad of actions and designs that were of less than neighborhood scale. Thought and habit patterns will have to change if we are to build more livable neighborhoods—neighborhoods that fit as building blocks into metropolitan, regional, and national societies.

N. We wonder whether the time has come to consider les affluent standards of housing in favor of higher standards o neighborhood environment, facilities, and services—if indee the choice must be made. "Less affluent," at least, than is ex plicit in the spiraling requirements of floor space and lot sizes an building codes that are being written defensively into suburba and other exclusionary legislation. The rising cost of exclusion even higher than the rising cost of building. The product may we be more luxurious houses but less desirable, certainly less ope communities.

O. Finally, we are convinced that an effective national growt policy requires that land development increasingly be brough under public control. This is true particularly of land which lies i the path of growth or that otherwise is crucial to the community well-being—open space, flood plains, coasts and shores, etc.

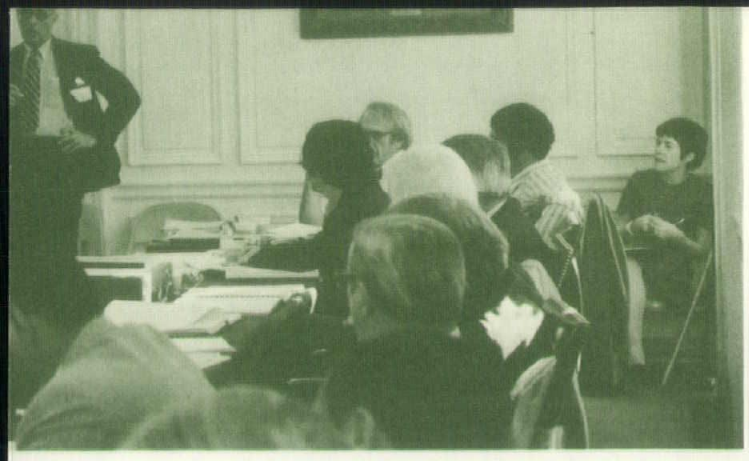
We favor public acquisition and preparation of land in ad vance of development. We believe that the appreciating value o urbanizing land should be recycled into the costs of developing serving, and maintaining it. We believe that, in many cases, leasin rather than outright sale would be desirable for land acquired an assembled by public action.

BUILDING AT NEIGHBORHOOD COMMUNITY SCALE: THE "GROWTH UNIT"

The Growth Unit is first of all a concept—a general way of say ing that America's growth and renewal should be designed an executed not as individual buildings and projects, but as humar communities with the full range of physical facilities and humar services that ensure an urban life of quality.

The Growth Unit does not have fixed dimensions. Its size i residential terms normally would range from 500 to 3,000 units— enough in any case to require an elementary school, day care community center, convenience shopping, open space, and rec reation. Enough, too, to aggregate a market for housing that wil encourage the use of new technology and building systems. Also enough to stimulate innovations in building maintenance, health care, cable TV, data processing, security systems, and new methods of waste collection and disposal. Large enough, finally to realize the economies of unified planning, land purchase and preparation, and the coordinated design of public spaces, facil ities, and transportation.

This general scale is consistent with likely trends during the 1970s which will encourage the filling in of open land and the renewal of older neighborhoods within existing metropolitan areas —as well as the expansion of outlying communities (Growth Centers) within the population range of 25,000 to 250,000. It also coincides with the trend toward "miniaturization" which seems to



Archibald C. Rogers, FAIA, discusses the report before the December 1971 Board of Directors meeting in Washington, D.C.

haracterize emerging patterns of consumer behavior and demand nd which is producing a new range of facilities such as com-nunity health centers, neighborhood city halls, and convenience hopping centers.

Life styles, housing types, and residential densities could vary ccording to local markets and circumstances.

Larger communities—up to and including free-standing new owns—should be built as multiples of these Growth Units—allow-ng, of course, for an emerging hierarchy of additional services nd facilities such as high schools, community colleges, hospitals, egional shopping centers, mass transit, and utility systems.

The neighborhood Growth Unit relates just as much to the re-uilding of America's older cities as it does to new growth on pen land. We have learned the hard way that urban renewal and he rehabilitation of older neighborhoods cannot succeed when lone piecemeal, house by house, problem by problem. The job s much bigger than that, and the Growth Unit is a more appro-riate scale and way of doing it.

The Growth Unit is based firmly on the principle of open occu-ancy and equal access to facilities and services. Moreover, by nking growth and regrowth both outside the central cities and within them, the nation can find an orderly way out of its segre-gated living patterns and the haunting tragedy of its older cities.

Finally, the Growth Unit offers a valid measuring point for en-ironmental performance. It can be planned and judged as a "package" rather than a disjointed accumulation of activities, ome of which do and some of which do not meet going standards f ecological innocence.

USING THE GROWTH UNIT IN A NATIONAL GROWTH STRATEGY

Concentrating on the Growth Unit is a practical and incremental way of approaching a national growth policy. But it is not a retreat rom major and even radical changes—as those who recently have entured into large scale development painfully can attest. Archi-ect after architect, developer after developer, large company after arge company have tried their hands at building new commu-nities at larger scale. Only a few have survived—and even for them he experience has been bloody. Listed below are some of the constraints and hazards and some of the changes and reforms we hink are necessary if this nation is to achieve the capacity to pro-duce livable neighborhoods without all the traumas (and mischief) hat presently are involved.

A. Housing and Land Use Policy: Growth Units of the sort we propose will not be built at the rate and scale we propose unless:

1) there is an assured flow of credit at stabilized rates of inter-est over a sustained period of time;

2) low- and moderate-income families are directly subsidized through income supplements, housing allowances, "235" and "236" type interest reductions, etc.) at levels equivalent to the housing subsidies now provided higher income homeowners in the form of tax deductions of mortgage interest and local property tax payments (plus what economists call "imputed rents");

3) state governments retrieve sufficient control over local build-ing, zoning, and health regulations to insure an adequate supply of land for large site development—and also land permanently reserved for open space, ecological balance, and communal use.

B. Front Loading: Building at neighborhood scale requires front money equal at least to 40 per cent of the total investment, with no appreciable return on that early investment coming until the fifth to the 15th year. Few are in a position to advance that kind of money and wait so long for a return. Public money and guarantees are still scanty and hard to come by. Except for New York State, they are available only through one limited program of the federal government. These public supports will have to be expanded greatly, both at federal and at state levels.

C. Aggregating Sites: The assemblage of large sites is a prob-lem, but probably less so than obtaining the many consents neces-sary to develop them—zoning, building codes, etc. For the private developer, time is money; one major developer is reported to have incurred interest costs of $5,000 per day over a year while await-ing the necessary consents. Too many developers have been led into dubious practices in an effort to offset these costs and find ways around these constraints.

The passage of legislation which authorizes planned community development promises some relief. Probably more important will be an arrangement that allows for someone other than the de-veloper to hold the land until the consents have been negotiated and the developer can move immediately to build.

D. The Public Infrastructure: Another barrier is the shortage of public funds for the necessary infrastructure and community ser-vices. We propose that the federal and state governments plan and construct networks of utility corridors, including transit, water, sewage, electricity. These would constitute the skeleton of utilities on which Growth Units could be fastened.

At the level of a single project, the scale of development that we propose requires a long-term and disciplined schedule of pub-lic spending geared closely to the efforts of the builder.

E. Removing Tax Disincentives: Both federal and state tax sys-tems are replete with impediments and disincentives to building and rebuilding at neighborhood scale. The Internal Revenue Code encourages a quick-build-and-sell posture for the developer; it discourages his staying around to make certain that the costs and concerns of management and upkeep are given equal attention as the cost of construction.

F. Tax Incentives: Building communities is far more complex than the single missions which become manageable profit centers for a business enterprise. Congress might declare the building of Growth Units to be in the national interest, and make special tax and other provisions to enable American enterprise—under tight performance standards—to make the long and broad commit-ments that the job requires.

G. Property Tax: America's dependence on the local property tax is especially hurtful. By tying practically all costs of community development to local ratables, it causes undue hardships to the builder and the citizen alike. The apparent answer is to move toward broad-based taxation at state and federal levels. It also suggests moving certain costs from local to state and federal governments.

H. Revenue Sharing: Any sharing of revenue by the federal government with the states should be conditioned on certain reforms, including a restructuring of the property tax system, zoning and building codes, and reallocation of infrastructure costs.

I. Governmental Structures and Process: Governments in America—federal, state, and local—are not organized to facilitate the kind and scale of development we propose. Major changes and innovations are in order:

1) at the federal level, some analog of a national development corporation capable of negotiating the necessary bundle of federal grants and consents; dealing with counterpart state, local, and private development agencies; and tapping national money markets;

2) at the state level, development corporations emulating and going beyond the pioneering example of New York State;

3) at the metropolitan level, public and public/private corporations subject to regionwide planning and participation, and oriented both to redevelopment of the inner city and to new development on open land.

J. Categorical Grant Programs: The tradition of categorical funding that long has been followed in American government needs to be modified. Above all, the Highway Trust Fund, we think, must be converted into a general fund for community development and greatly expanded. If this self-regenerating fund is not refashioned to serve our highest priority needs, the nation will place itself in bondage to the automobile and superhighway.

USING THE GROWTH UNIT IN COMMUNITY DESIGN

A national strategy based on the Growth Unit requires the use of tactical stepping stones in the design of communities which will be in harmony with human needs and the natural environment. Such a strategy must be a long-term commitment. Its integrity must be maintained consistently, although it may require continuous updating to accommodate changes we cannot foresee. Commitment to a long-term strategy based on such fundamental principles as freedom of choice and the worth of the individual demands tactics that emphasize flexibility and diversity.

Community design based on the Growth Unit should embrace the following principles:

A. Equilibrium: The design should be economical in its consumption of natural resources. It should minimize the emission of harmful effluents and encourage emissions that tend to replenish natural resources. The need for transportation should be reduced by intermingling of residential and other uses. Community services (health care, education, security, etc.) should be consciously designed as systems and subsystems.

B. Symbiosis: The design should provide a beneficient and nourishing relationship between the physical environment and its using society. The surest means of attaining this relationship is to encourage community participation in the design process.

C. Satisfaction of Spiritual Needs: The design must satisfy the individual user's need for reassuring symbols that speak to him from the natural setting and from architecture within this setting. It must satisfy his need for symbols of place and personality which distinguish one person and one community from another—his need for an environmental order that denotes purpose in life.

D. Expansion of Locational Options: Just as the national strategy emphasizes freedom of choice of location, design of Growth Units should reduce barriers based on economics or race or age. This means that transportation, industry, and commerce must be placed with attention to their social consequences.

E. Expansion of Qualitative Options: The design mosaic must provide a rich variety of living environment matching the variety of life styles within our society.

F. Open Space Preservation: Community design must preserve open space at all geographic scales from the national to the local. Certain areas should be precluded from development either because of natural features that are hazardous to residents or where development would threaten ecological balance or recreational values.

G. Historic Preservation: Our historic heritage must be preserved from destruction or erosion if a sense of individual and community identity is to survive. Preservation of historic buildings and communities will require the discovery of new uses as original uses become obsolete. Some historic structures may have to be altered and modernized to accommodate contemporary functions. We also must look to the values in contemporary architecture that may in time have historic significance.

H. Public Investment as a Key to Development: Public utilities and facilities can be used to determine settlement patterns, both nationally and at the level of the single Growth Unit. The network of transportation and communications corridors should be the essential basis for comprehensive planning within the proposed communities and for their external connection with the existing community fabric. It should be designed and put in place incrementally in accordance with the largely private development of housing, commerce, and industry. Since this infrastructure is relatively permanent, it should be generous in its dimensions in order to permit accommodation of future technological developments. It should be seen as the opportunity for expression of great civic art and architecture.

I. Amendable Architecture: The design should provide a physical fabric that is amendable by its occupants to accommodate changes in life styles, technology, and economic circumstance.

J. Reduced Cost of Shelter: Design should seek to reduce the cost of housing. Off-site manufacture is one method of pursuing this goal, but care must be taken to produce a kit of parts that

Member Jaquelin Robertson (right) raises a key point at Task Force meeting in Princeton.

can be assembled in many differing ways to provide environmental variety. The design should take maximum advantage of the reduction in governmental constraints which must be a part of a national growth strategy. Better quality and workmanship can be attained once such constraints are removed. The unearned increment in the value of the land should be recaptured by the public, instead of becoming part of the inflated cost of shelter, as it does now.

K. Experiment with Change: We must deliberately experiment with change. This, in turn, will require that public funds be available to finance experimentation. Each Growth Unit can be a laboratory for new applications of technology and design. Procedural experimentation could involve the using community and public/private and multidisciplinary development teams in an open "Trialogue." The behavioral sciences can be involved in the development of a more sophisticated basis for establishing user needs. New ways of determining costs and benefits could take into greater account intangible factors and qualitative benefits.

THE GROWTH UNIT AND THE URBAN CRISIS*

The neighborhood Growth Unit applies to all America. But some parts of the nation's society and landscape have been, and will continue to be, especially impacted by growth. We believe a more specific and concentrated response should be made to the problems of the nation's declining central cities and their fast-growing metropolitan areas.

There are approximately 65 metropolitan areas in this country with 1970 populations of 500,000 or more. These 65 urban regions accounted for half the nation's total population, over half of the nation's black population, and 60 per cent of the nation's total growth during the decade 1960-70.

Currently, 80 per cent of America's growth is taking place within existing metropolitan areas. In all probability, the metropolitan areas cited above will continue to absorb the lion's share of national growth and the problems that go with it.

Without foreclosing (actually it could be planned as part of) a national strategy that might attempt to shift growth from these urban regions, we propose that the federal government join immediately with the affected state and local governments in developing growth plans for these critical areas.

These plans should include the following elements:

A. Governments involved immediately should assemble one million acres of land for community development within the core cities and in the metropolitan periphery. (We would estimate the cost of acquiring this at $5 billion.) The appreciating value of this land—realized by lease and sale over the next 30 years—would be enough to cover its original cost plus a large proportion of the costs of preparing the land for development.

B. A third of the nation's growth (20 million) during the next 30 years could be accommodated on these one million acres at average densities of 25 persons per acre—far under the present densities of troubled core cities, and within range of current consumer choice and economic feasibility.

C. The building block of this development would be the neighborhood Growth Unit—500 to 3,000 dwellings, 2,000 to 10,000 persons—built either singly or in multiples which over time would be fitted together into larger satellite communities.

D. The development of these Growth Units should be staged to provide relocation and elbow room for the restoration of older neighborhoods in the core area. Open occupancy would be ensured—with the end result that no one sector of the metropolitan area would be—or feel—overwhelmed.

E. The social mix of these neighborhoods would be further ensured by housing subsidies and allowances covering housing rental costs exceeding 25 per cent of family income. These subsidies also would be available to families filtering into existing housing throughout the metropolitan area.

F. The federal, state, and local governments would join in planning and paying for the necessary infrastructure—particularly transportation and utility corridors which would weave these Growth Units into the existing fabric of metropolitan life: jobs, education, health care, etc.

G. The economics (and for that matter, the politics) of these selected metropolitan areas should be pooled—benefits (such as new ratables) as well as costs. As a matter of first principle, new growth should not be allowed to occur as an escape from, or at the cost of, the revitalization of older neighborhoods.

H. Zoning and building codes for these Growth Units should be developed jointly by the three levels of government, with the states taking a strong initiative.

NATIONAL GROWTH STRATEGY AS AN INVITATION TO CREATIVITY

Community building of the sort we propose is a many-sided challenge.

A. A challenge to developers, planners, and architects to anticipate and give creative expression to the emerging life styles of a richly diversified American people. The trends clearly are moving in the direction of smaller families with working mothers. The trends seem also to be moving toward residential densities lighter than those of the central city but heavier than those of existing suburbs. They also are moving toward the requirements, certainly an expectation, of a rich array of critical services, such as day care,

* This builds upon a forthcoming paper by Bernard Weissbourd.

health, and continuing education. They also are pointing toward a greater degree of privacy and security. The art will be to put all these together into a working and livable community: the Growth Unit invites that art.

B. A challenge to those committed to the integrity of the environment; to produce increments of growth that are less hostile to man and nature, which continuously reduce the pollution of land, air, and water; and maintain open spaces and green belts for recreation and tranquility.

C. A challenge to all of us who must exact more and more resources which—at least relatively—are dwindling. Multiple purpose space and reusable resources will be the order of the day and will require all the inventiveness and ingenuity we can command.

D. A challenge to restructure the financing and delivery of critical services, especially health, education, and security in the face of escalating costs and consumer dissatisfaction. We believe strongly, for instance, that electronic information systems should be incorporated routinely as part of the community's infrastructure. There is also the prospect that imaginative use of cable television can reshape public education.

E. A challenge to each of the special skills, disciplines, and professions which historically have worked in isolation and are now being forced by the logic of complexity to meld their activities.

F. A challenge to develop new forms of joint enterprise, both within the private sector and between business and government.

G. A challenge to find new ways of resolving the dilemma of dividing trends, on the one hand, toward more distant government of greater resources and scope and, on the other, toward neighborhood control.

It is not easy to develop governing policy for a diverse nation in the full cry of its existence. It would be much easier to let the cup pass and continue to build the world's first throw-away civilization.

But if we are to achieve some coherence and not let freedom vanish into chaos, we have no alternative but to deal with all the tumbling forces and facts of the here and now, and then find levers that have the power not only to move but to win majority consent.

We have chosen the neighborhood Growth Unit as one such lever. It is within the grasp and values of every American. What we urge that the nation see and grasp it as part of a national strategy—to make of this country what it can and must be—a society confident and united enough to enjoy the richness of its diversity. Livability of that kind does not come by accident; even free choice requires design.

TASK FORCE MEMBERS

Members of the Task Force on National Policy are:

—Archibald C. Rogers, FAIA, chairman; Chairman of the Board of RTKL, Inc., Baltimore. He developed planning guidelines for a team approach to highway planning, which led to establishment of the Urban Design Concept Team assembled to plan Baltimore's expressway system.

—Ieoh Ming Pei, FAIA; principal, I.M. Pei and Partners, New York. His firm was responsible for planning and design of Philadelphia's Society Hill redevelopment; a renewal plan for Oklahoma City's central business district; Montreal's Place Ville Marie, and a master plan for redevelopment of downtown Boston.

—Jaquelin Robertson, AIA; currently director of the Office of Midtown Planning for New York City; formerly head of the urban design group within the city's planning commission.

—William L. Slayton, Hon. AIA; executive vice president of the Institute; formerly Commissioner of the Urban Renewal Administration, Housing and Home Finance Agency; later president of Urban America.

—Paul N. Ylvisaker, professional adviser; Dean of the School of Education, Harvard University; formerly commissioner of community affairs for the state of New Jersey, and later professor of public affairs and urban planning, Princeton University.

AIA IMPLEMENTATION

A major task of AIA is to see that the recommendations of the report are actually put into effect. This will take considerable effort, but the report serves no purpose if AIA is not committed to, and geared up for, the report's implementation. This will take several forms.

The first effort is in the field of legislation. AIA, with technical assistance, will draft proposed federal legislation, establishing incentives and process for seeing that the Growth Unit becomes the concept whereby rebuilding and new growth are given form and direction. AIA will testify before Congress on its proposals as embodied in the Task Force report, and it will lobby for adoption of the legislation it proposes. It will work through its Minuteman Program for lobbying of individual members of Congress by individual members of AIA.

AIA will also work closely with those federal agencies involved in programs of urban development to persuade them to react favorably to AIA's proposals.

At the state level, AIA, again with technical assistance, will draft several pieces of alternative state legislation to enable the state to put the urban growth concept into practice. AIA will work closely with its state organizations to assist them in lobbying for, and advocacy of, the proposed model state legislation. AIA will also work with the Council of State Governments to have its proposed model legislation included in their model legislation publication.

At the political level, AIA will appear before the Republican and Democratic platform committees to urge inclusion in party platforms of the AIA proposal. AIA will ask its chapters to quiz Senatorial and Congressional candidates on their position on the AIA Growth Unit proposal.

AIA is requesting appearances at the conventions of other organizations and groups so that it can present the Growth Unit concept and encourage these other organizations and groups to adopt the AIA proposal.

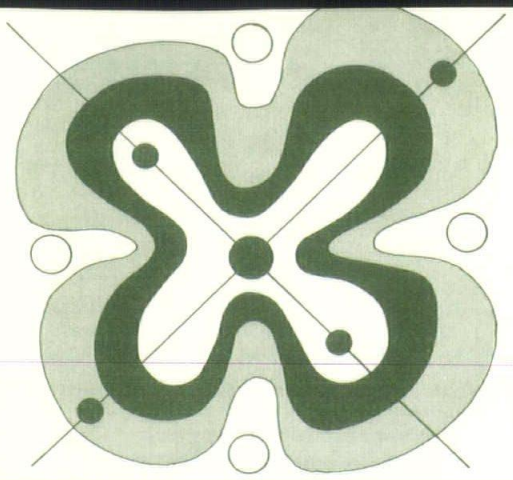
AIA will be adding to the substance of the Growth Unit concept by undertaking additional studies that will go into the technical aspects of its recommendations. For example, AIA will hold a small seminar of people eminent in the field to discuss the subject of constraints, and to see how such constraints can be removed to make the building process simpler and more economical, and assist the building of growth units.

Similarly, AIA will be preparing a national housing policy outlining the specifics of a national housing program aimed at providing subsidies to the user rather than to the housing unit. AIA, with technical assistance, will examine the question of tax incentives and disincentives to see how they might be modified to encourage the development of Growth Units as outlined in the Task Force Report.

AIA hopes, with foundation or governmental support, to encourage a local government or state to establish a program as soon as possible to make the building of Growth Units possible to "test" the recommendations of the report, including the building of Growth Units.

On the public relations side, AIA will provide information to newspapers and magazines about the urban growth report and will publicize additional material as it is produced. AIA may place ads in newspapers or magazines urging citizen approval and support of the Growth Unit concept. AIA hopes to prepare a packet for its components, including visual aids, so that the components may make presentations to local governmental officials and local civic leaders explaining the report and urging its support. AIA will work to obtain time on national television for presentation of the concepts embodied in the report, and would like to prepare TV and radio spots so that the message can reach the widest possible audience.

In all of this, the aim of AIA is to encourage the greatest debate possible on the basic question of giving direction to, and controlling the character of, urban growth and urban rebuilding. AIA will be espousing its own particular and specific recommendations, but AIA's major objective is to see that this question receives widespread discussion and that legislation and mechanisms to permit America to control its urban growth future are established. This will never be done unless the debate gets under way: AIA intends to see that the debate does get under way.



MECHANISMS

Execution of the Growth Unit concept requires governmental mechanisms or institutions. Their creation requires federal-incentive legislation and state-enabling or institution-creating legislation. These mechanisms can be in several forms. Those discussed below are examples.

At the metropolitan scale, one needs a metropolitan planning and development agency to deal with the rebuilding of the worn-out portions of the metropolitan area, with control over the direction and form of peripheral growth, and with building of the interstices, in-filling those areas leapfrogged by development.

The metropolitan planning and development agency should be responsive, in an electoral way, to the residents of the metropolitan area. Methods of election and representation would be determined by the interests of the individual state.

Although such a metropolitan planning and development agency should exercise the metropolitan planning function, it must also have authority, with teeth, to see that its development plan is actually carried out. Development follows urban umbilical cords—transportation, communications, and utilities. To direct growth, one must control the infrastructure. Thus, this agency must have authority over the location and timing of major infrastructure development—major roads, mass transit, major water and sewer lines, airports, open space, state and federal office buildings, publicly owned or financed hospitals, and any other public investment that influences economic development and determines the pattern and character of future urbanization.

The metropolitan planning and development agency must also have the authority of eminent domain to do the following:

(1) acquire vacant, or quasi-vacant, land in the urbanized portion of the metropolitan area to encourage the building of growth units in these areas. This is the in-filling process.

(2) acquire land in the deteriorated portions of the metropolitan area at a scale to enable the building of Growth Units redevelopment.

(3) acquire land in the path of development to at least diminish speculation in land and to establish the character of future development.

(4) acquire raw land on the somewhat removed periphery of the urbanized area in order to build Growth Units or multiples of Growth Units.

Once such land is acquired, the planning and development agency should prepare broad-based plans for its development, install the necessary utilities and public facilities, and then lease or sell the land to those developers who agree to build in accordance with the prescribed plan and who also agree to provide housing for a specified spectrum of economic groups. The rate of land disposition should be geared to the rate of urban growth for the metropolitan area; and the metropolitan planning and development agency would, by this method of land acquisition and disposition, determine the pattern and character of future growth.

A metropolitan planning and development agency should be able through this process to acquire sufficient land so that the prices of its offerings keep in line the speculative land values of private holdings in other portions of the metropolitan area.

The metropolitan planning and development agency should also be given the authority over the location of housing for low- and moderate-income families. Real freedom of choice requires not only that there be housing for all races and income groups throughout the metropolitan area, but that it be in sufficient quantity to assure the actual availability of housing units.

Within the inner city, the metropolitan planning and development agency should concentrate on relatively long-range (15-20 years) Growth Unit development plans, recognizing that the transformation of inner-city areas takes time and that housing must be available prior to displacement if large-scale land acquisition and development are to take place. Emphasis should be on early installation of good public facilities, particularly schools, to improve the area's public investment character. When rebuilding takes place, it must be for all income groups and all races. Replication of the socio-economic character of the area before clearance is not the objective. Although Fort Lincoln in Washington, D.C., is not a clearance area, it is a good example of this approach. Such areas must be rebuilt to attract middle- and upper-middle-income families as well as low: white as well as minority families.

In order to maintain control over development, the metropolitan planning and development agency should have control over all major (relatively large and large-scale) zoning decisions in the metropolitan area. There should also be a uniform building code for the metropolitan area.

Such a metropolitan planning and development agency would not serve as a municipal government, carrying out normal municipal services such as police, fire, street repair, library services, etc. Existing political jurisdictions would continue their municipal, governmental functions, but they would be relieved of the functions previously itemized. In fact, one would hope for the establishment of some form of neighborhood, quasi-governmental institutions, within the central city, to deal with neighborhood municipal functions on a neighborhood (Growth Unit) scale.

And finally, but still most important, is the necessity of equalizing the property tax throughout the metropolitan area so as to remove locational bias for economic development.

At the state level, it might well be desirable to create a state urban development corporation, much like the New York State Urban Development Corporation, with the authority to acquire raw land for the construction of new towns, but not within the jurisdiction of metropolitan planning and development agencies

where such agencies exist.

Also, it is important that the state, with federal assistance, assume the cost of financing public education so as to relieve the cities of this considerable burden. Each state will determine its means of financing.

The states also ought to adopt enabling legislation encouraging the creation of PUDs (Planned Unit Developments) to assist private holders of substantial acreages to develop such areas along the guidelines of the Growth Unit.

The state should also adopt statewide performance-oriented building and other codes relating to the construction, maintenance, and safety of structures.

At the federal level, the government should take over the costs of welfare, thus relieving the state and many local governments of the welfare burden. Here again, there is no prescription as to the means of financing.

In order to encourage the states and localities (metropolitan areas) to undertake these kinds of development programs, the federal government should provide incentive grant legislation. Assistance in the financing of major infrastructure should be given to those metropolitan areas where an adequate governmental mechanism has been established to carry out a development plan.

In addition, as a means of encouraging metropolitan areas to proceed with such action as quickly as possible, the federal government should provide financing for the acquisition of one million acres in the 65 metropolitan areas where the population is in excess of a quarter of a million. The location of this acreage should be determined by the metropolitan area agency (or the state, in the absence of such an agency) and some of it, of course, will consist of present federal holdings.

In the field of housing, the federal government should intensify its experiments with the subsidy of the family, rather than the housing unit, and try to transform housing subsidy programs so as to remove the stigma of housing built specifically for the poor or lower-middle-income groups.

The federal government should also provide incentives, similar to the Title VII incentives for new towns, to encourage metropolitan planning and development agencies and statewide urban development corporations to acquire land by eminent domain or direct purchase to provide for the building of Growth Units and new communities. These incentives could provide assistance in financing land acquisition and in subsidizing the installation of the necessary public utilities and facilities.

Title VII of the present Housing and Urban Development legislation leaves location and timing of new town developments to the happenstance of private developer land holdings rather than to public decision. Federal legislation should emphasize, in fact require, that the incentives be granted to only those developments that are in accord with the metropolitan development plan —a development plan created by an agency with the authority to see that the plan is actually carried out.

A possible additional mechanism at the federal level is a national urban development corporation, working with a national development bank, to undertake the building of several experimental Growth Units or new towns to learn first-hand the difficulties and potentials of various kinds of development. The Minnesota Experimental City is a good example of this possibility.

These mechanisms must also be geared to making the process of private development a simpler operation than it frequently is with the constraints now established by local government. The role of the planning and development agency will provide the private developer with the assurance of being able to acquire land at nonspeculative prices. He will also have the assurance that he will be building in a planned development; he need not fear the impact of uncontrolled adjacent development. But in addition, the private developer should be free, within the constraints of the Growth Unit's overall plan, to build as he sees fit. An aim of the metropolitan planning and development agency should be to establish the simplest process possible for the processing of the necessary plans and building permits.

Within this mechanism, some special financial incentives should be included to encourage experimental Growth Unit developments. Such incentives might be in the form of governmental assumption of some of the financial risks plus adequate funds for substantial research in this area.

In some instances, states may feel it more desirable to retain for themselves greater authority over urban development in the urbanized areas within the state and may wish to establish centralized authority over zoning, land development, review of plans, etc.

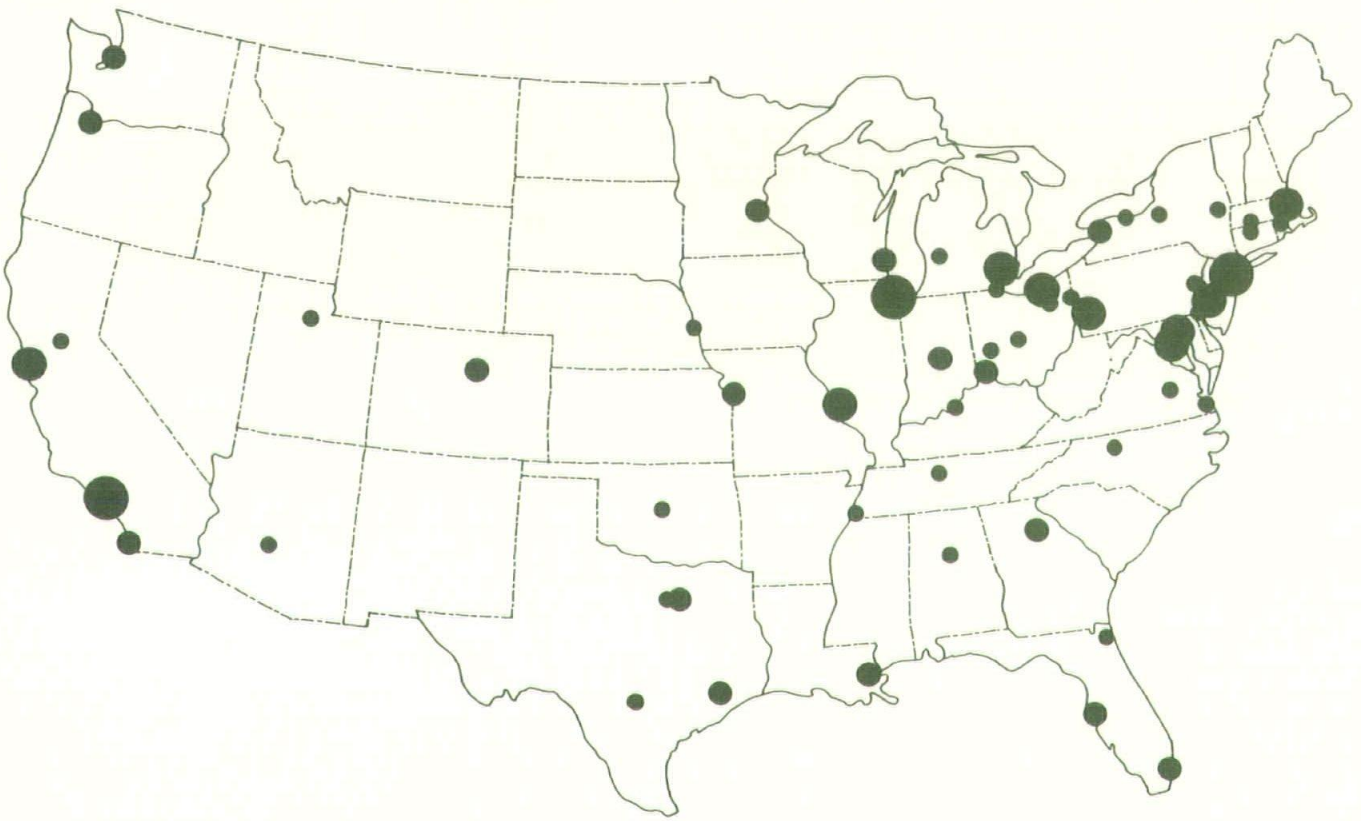
There is no one specific mechanism for controlling and directing urban growth and rebuilding, but the principle of public determination of where such development takes place is essential. It is also essential that there be public control over the distribution of housing for a spectrum of economic groups throughout the metropolitan area, for otherwise there would be no assurance that actual freedom of choice as to housing location and style would be provided.

Mechanisms should also be established to deal with the expansion of smaller communities. Here it is probably necessary to use a state urban development corporation and the state's planning capacity to create development plans for smaller communities, and then actually undertake the acquisition of land and the development of Growth Units.

And finally, there needs to be a more careful examination of the existing mechanisms of rebuilding inner-city areas. We have reached the point where the constraints for rebuilding are so great that it is virtually impossible to rebuild inner-city areas at a scale sufficiently adequate to change their character. We have seen examples of relatively small-scale redevelopment in inner-city areas fail because the character of the entire neighborhood was not changed. The principle of citizen participation is very important, but citizen participation should not be translated into veto power by the local citizens. The sample principle applies, of course, to those suburban communities which, through the zoning ordinance, have vetoed housing for minorities and the poor in their communities.

There should be a mechanism that provides technical assistance to an area's residents to aid them in evaluating and proposing plans for the development and redevelopment of their area. But, such plans must also be reviewed in light of the development program for the entire metropolitan area. Adequate consultation and consideration of the views of the residents of any area that is to be redeveloped, or where development is to take place, must be given. The process should be one of full consideration and review, but the governmental agency must have the clear authority to carry out the development program. This probably will be the most difficult mechanism to establish, and yet our cities will continue to disintegrate unless we find a mechanism that permits their rebuilding at a scale that creates entire new neighborhoods (Growth Units) that are open and attractive to all races and all income groups.

This sketches out the mechanisms needed for implementation of the concept of the growth unit. The details will vary among the states, but these are the essential principles. If America is to be effective in controlling the character and direction of its urban growth and rebuilding, then it must have such mechanisms



METROPOLITAN AREAS

- 500,000 TO 1,000,000
- 1,000,000 TO 2,000,000
- 2,000,000 TO 5,000,000
- 5,000,000 AND OVER

DOCUMENTATION

Page 2, column 2: "The numbers of Americans in the 25-44 age roup . . . are increasing at a rate nearly nine times that of the past ecade."

ource: U.S. Census Bureau

960 Data: 1960 Detailed Characteristics
Vol. 1, Part D. Table 161

970-80 Data: Current Population Reports, Estimates and Projections Series p. 25, No. 470, Nov. 1971

Age	1960 Actual (In Thousands)	% Change	1970 Actual	% Change	1980 Projection
5-34	22,822	10.8	25,278	45.9	36,900
5-44	24,076	—3.9	23,126	10.1	25,457
otal	46,898	3.2	48,404	28.8	62,357

Page 3, column 1: ". . . The birth rate is at an all-time low . . ."
ource: National Center for Health Statistics, Provisional Report for 971 (reported in the *N.Y. Times,* March 2, 1972). The 1971 crude irth rate of 17.3 is the lowest *corrected* birth rate on record.

Page 3, columns 1 and 2: ". . . the total (Growth in Population by ne Year 2000) may well be as low as 60 million . . ."

he following estimates of population growth show a range of 1.5 to 83.5 million additional people by the year 2000, depending oon fertility levels and timing patterns. Immigration (currently oout 400,000 per year) and mortality rates are assumed to remain onstant in these projections. The *fertility level* is the average numer of children per woman upon completion of child bearing. The ming *pattern* of fertility relates to the median age of the mother.

Assumptions	Fertility Level	Fertility Timing Pattern	Projected Population by 2000 (In Millions)	Increase over 1970
Census Bureau Series E rate* ("Replacement" rate leading over time to Zero population growth)	2.110	Old	266.3	61.5
		Young	271.1	66.3
Approximate fertility rate for 1971**	2.284	Old	273.3	68.5
		Young	279.4	74.6
Census Bureau Series D rate	2.45	Old	280.7	75.9
		Young	288.3	83.5

* Census Bureau, *Current Population Reports,* p. 25, No. 470, Nov. 1971
** National Center for Health Statistics, *Provisional Report for 1971*

Page 3, column 2: "Meanwhile, housing starts have picked up . . ."
Source: 92nd Congress, 1st session: *Third Annual Report on National Housing Goals,* June 1971, p. 4

Housing Goals and Production
(Thousands of Units)

Year	Goal	Actual
1969	2,001.0	1,997.2
1970	1,850.0	1,791.9
1971	2,040.0	ca. 2,100.0*
1972	2,330.0	Est. 2,295.0-2,765.0

**(President's Report on National Growth, 1972; p. 60)*

Page 7, column 1: There are 65 metropolitan areas in the United States with populations of 500,000 or more. These 65 metropolitan areas accounted for 50.4% of the nation's population, 58.9% of the nation's black population, and 60.4% of the nation's total growth from 1960-1970.

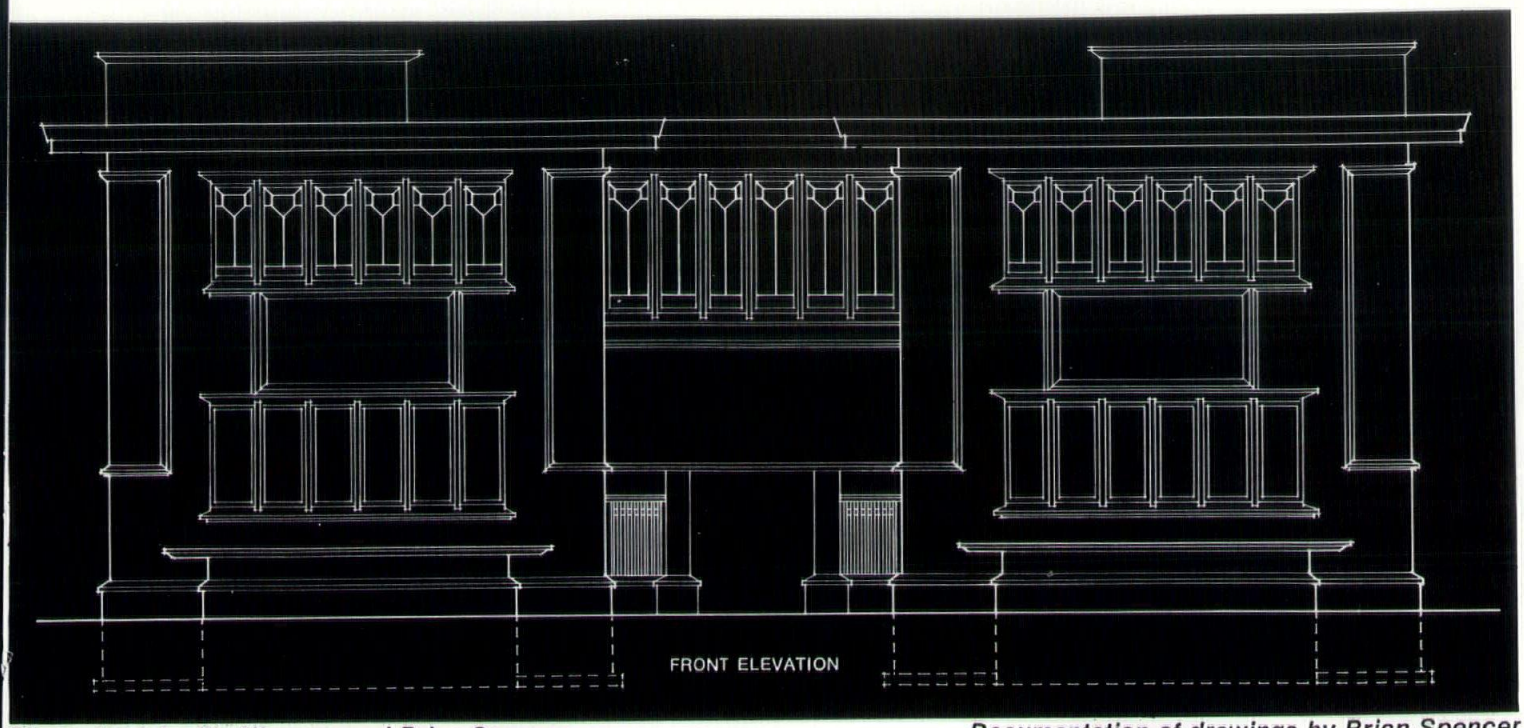
Source: U.S. Census

Printed in U.S.A. June 1972 10M

THE AMERICAN
INSTITUTE OF
ARCHITECTS

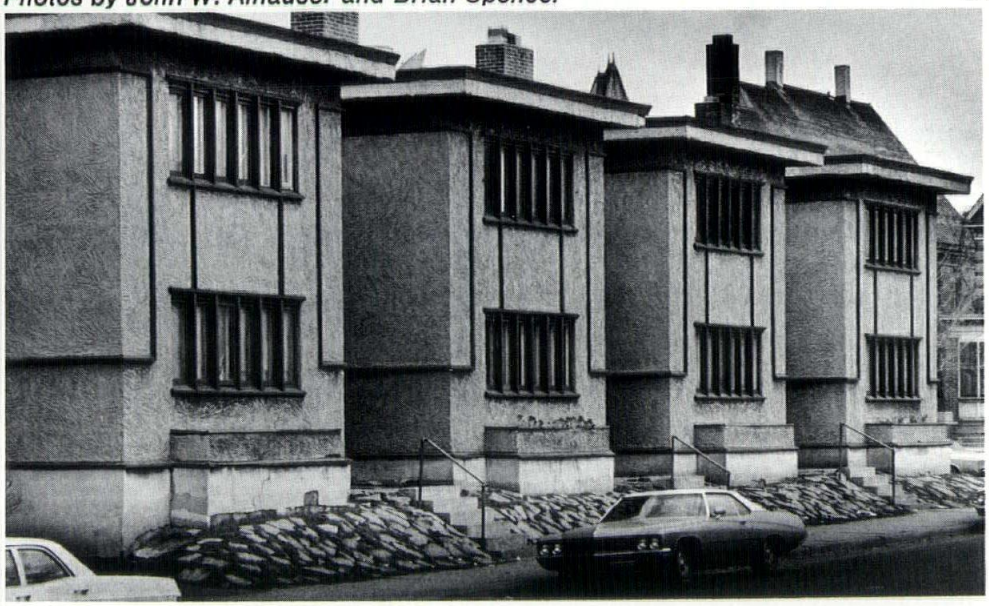
1785 MASS.AVE.N.W.
WASH.D.C.20036

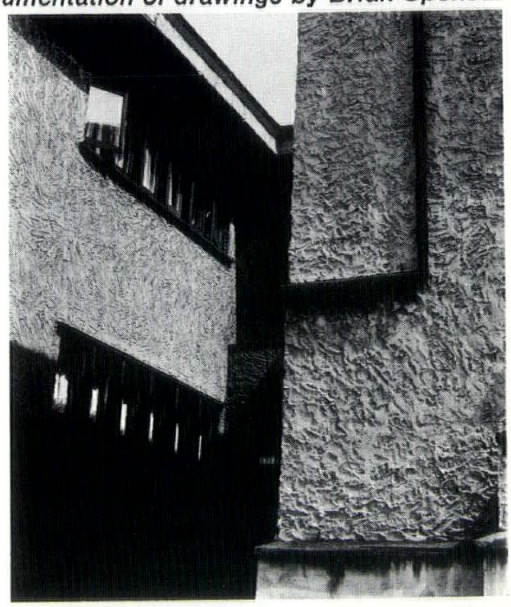
Nonprofit Org.
U.S. POSTAGE
PAID
Permit 4398
Wash. D.C.
20006



Photos by John W. Alhauser and Brian Spencer

Documentation of drawings by Brian Spencer





The Frank Lloyd Wright designed Munkwitz Apartments

"Will what we say affect what is done?"

Next spring, if all goes as planned, the City of Milwaukee will begin buying land along Highland Avenue. Soon after, there'll be the grunts and roars of bulldozers and graders, and then there will be the widened and improved Highland Avenue, a concrete slab where, in the frenzy of congestion, the automobile again will have been accommodated. And what will have been sacrificed? Some old homes, some old storefronts, some old Frank Lloyd Wright-designed apartment buildings.

"Tough," you say. "That's progress," you say.

The Historic Resources Committee of the Southeast Section, Wisconsin Chapter, AIA, is trying to make its voice heard. Certainly the group is not foolhardy enough to try and thwart the highway work. It would simply like to have the Wright apartments at 27th Street and Highland Avenue moved from the bulldozers path and restored.

The continued existence of the apartment lies right now in the hands of the State Consulting Committee on Historic Preservation. Ironically, the eight man, governor-appointed body cannot guarantee preservation but can insure condemnation. Its "yes" vote means a building will be considered for inclusion in the National Register of Historic Places, making it eligible for, but not guaranteed of, federal and state funds for the ever-so-expensive restoration process. Its "no" vote means no registration, no funds, no hope.

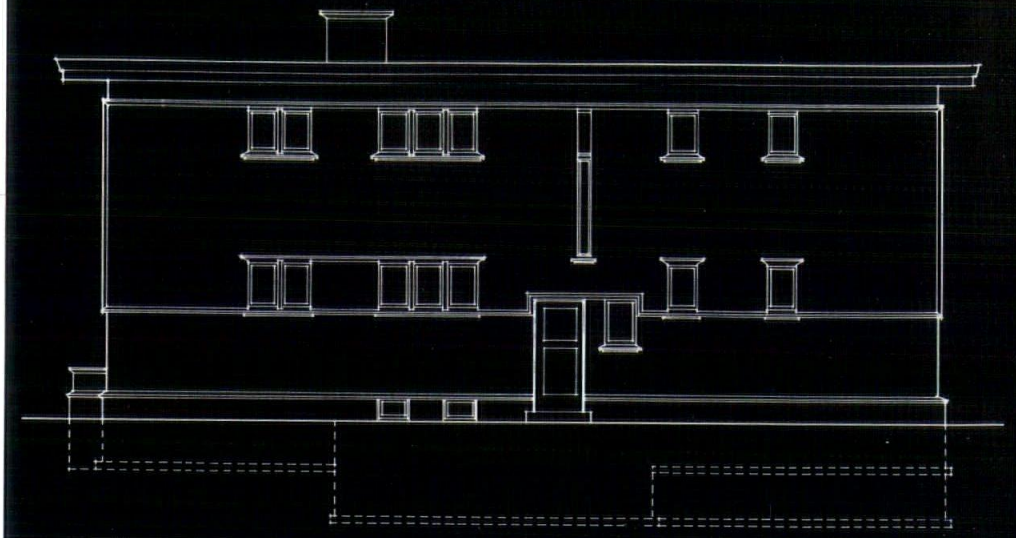
The Historic Resources Committee

has petitioned the state group to consider the Wright buildings. At its May meeting, committee action was deferred, and observers said that had it come to a vote, the decision would have been negative. There is little to indicate that when the committee meets again Sept. 28 its feeling will have changed. Its sentiment, as expressed by Richard W. E. Perrin, historic buildings preservation officer for the Wisconsin Chapter, AIA, and a member of the state consulting committee, is: "The mere fact that Wright designed it (the apartments) doesn't throw a halo over it. He, as any other architect, was capable of certain mediocrities, and this is one of them."

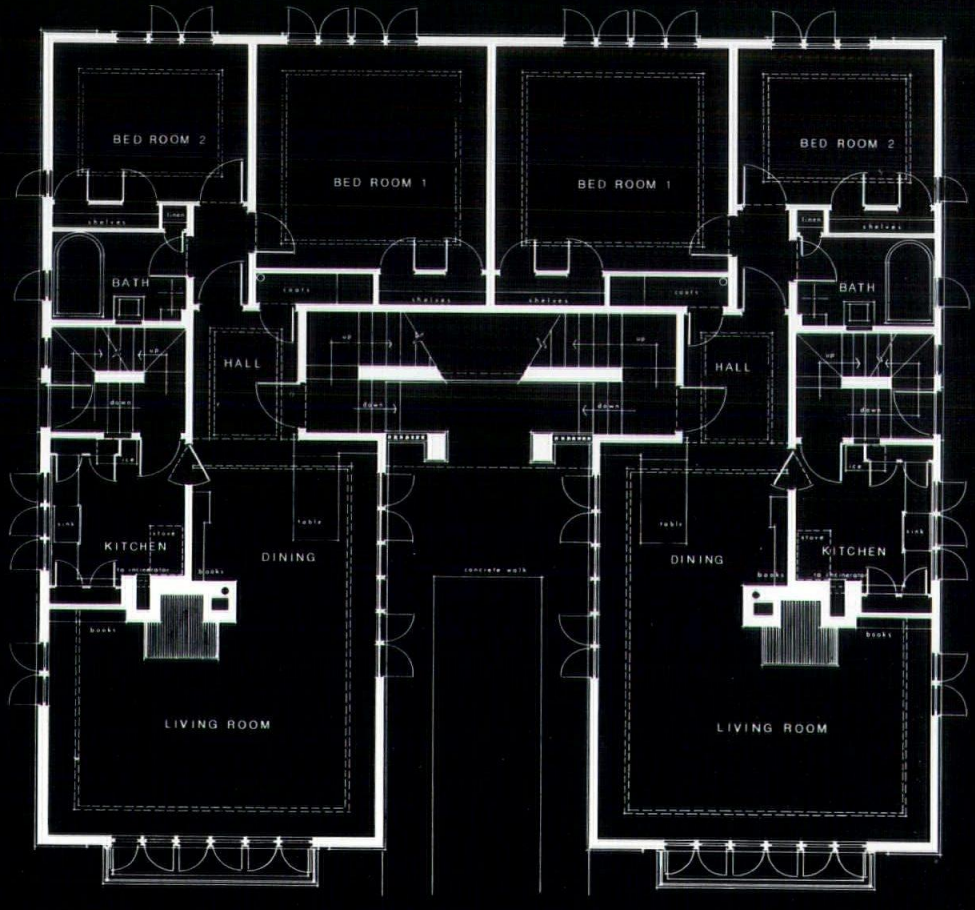
What Mr. Perrin and the State Consulting Committee on Historic Preservation forget is that the greatest failing on the apartments has nothing to do with their design, the derision of which could be challenged. The greatest failing is, in fact, that the builders back in 1916 did not anticipate that the trickle of Model Ts would become a torrent of Fords and Chevrolets and Oldsmobiles and Volkswagens and would, by the 1970s, submerge their site. The second greatest failing, of course, is that Wright designed the apartments for moderate income, urban dwellers. Because they lack the scale and the elaborate detailing of other expensive buildings, the apartments are easy to overlook, easy to discount.

It is this second "failing" which is, in fact, the apartments' greatest strength. Why would Wright spend the five years from 1911 to 1915 producing over 800 drawings for the simple buildings he called American System Built Homes? Why would Arthur Munkwitz, a partner in the Richards Co. building firm, secure $20,000 to build two quadraplexes under that "system" in 1916? What did they see in the wood frame and stucco buildings that we are so willing to overlook today?

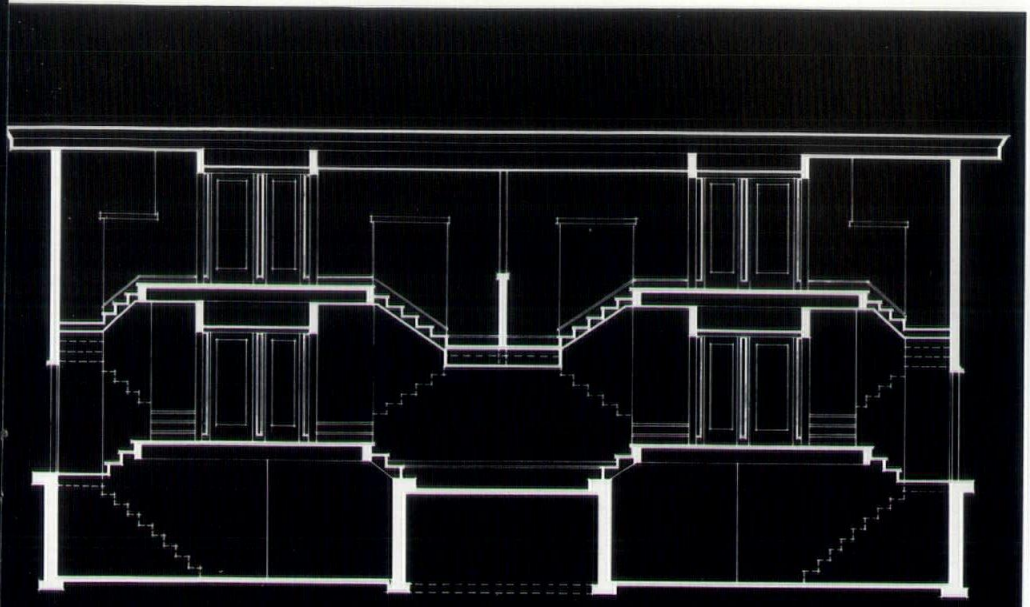
What they saw was livable housing for the city dweller at a price he could afford. It would require factory production of building components which could be used, interchangeably, in more than 50 different styles of single family, duplex and multifamily homes. Few were built, with the apartments on 27th and Highland the only example of multifamily dwellings. But it was more than a dream. This was reality more than a half century before the expressions "right to decent housing"



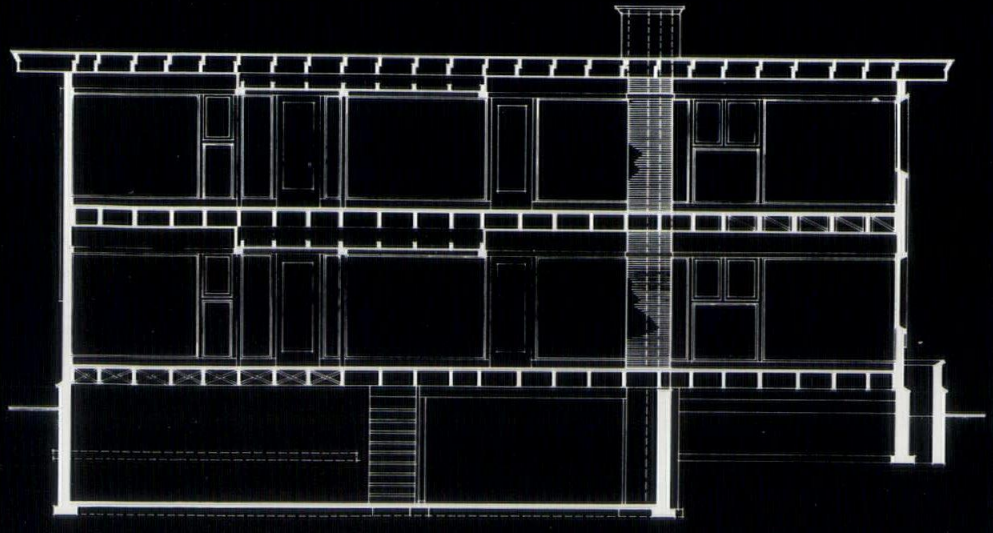
SIDE ELEVATION



FIRST FLOOR PLAN



CROSS SECTION



CROSS SECTION

and "pre-cut, pre-engineered" became cliches in our language.

In a letter urging the state consulting committee to save the apartments, architectural critic Wolf von Eckardt explains the apartments' importance this way:

"Even the master's nomenclature was prophetic: Just imagine, American System Built Homes! The very 'breakthrough' our Secretary of Housing and Urban Development is seeking today. Ready-cut, prefabricated flats! Surely this effort is not only a milestone in the history of architecture. Though as yet largely unrecognized as such, it is also a milestone in the development of American civilization."

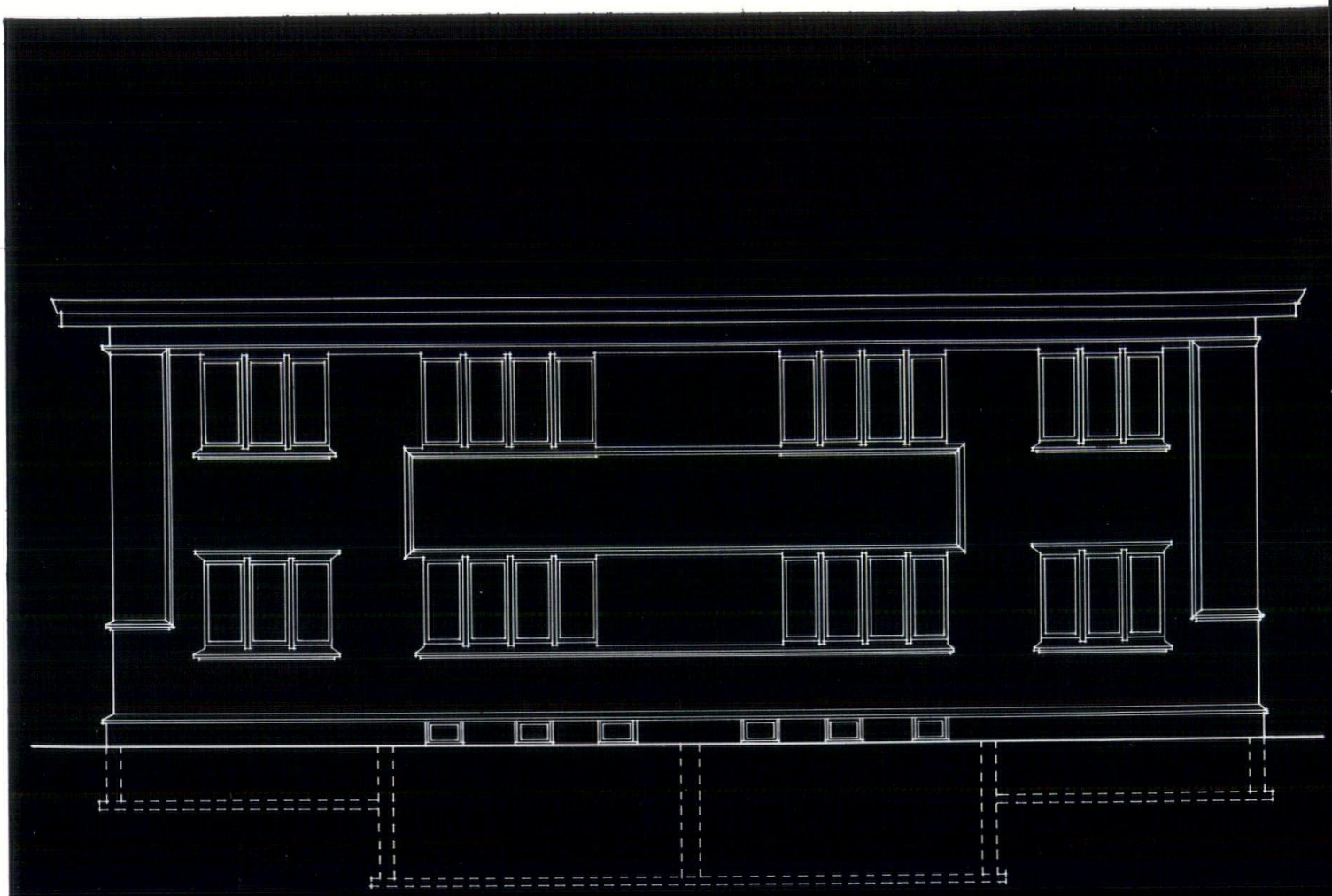
He continued: "It is depressing, however, to realize that despite this auspicious beginning — and the Munkwitz apartments are not only a pioneering attempt at systems building, but also handsome and livable architecture — we have made so little progress in housing design and production. One reason is that as a nation we just did not care enough for cities and for dignified housing for people of moderate means. (We cared far more for the mass production of automobiles.) Another reason is that our memory is so short. It is short because the connection between successive generations of Americans — the tangible link between their aspirations, their way of life, and their accomplishments — is broken by demolition."

If the apartments' place in the evolution of urban housing, which von Eckardt so eloquently describes, is not sufficient reason to preserve the structures, there are others:

- Historian Henry Russell Hitchcock tells us that the apartments are Wright's "most important contact with multiple housing" and thus an important link in understanding the scope of his life work.

- Mary Ellen Wietczykowski, chairman of the Milwaukee Landmarks Commission, points out that "apartment blocks by Wright are now in pathetically short supply across the land." In Chicago, she says, all but one block have been razed.

- "They are a visible expression of American culture. To lose that is to lose a great legacy," says Bruce Pfeiffer, curator of drawings and archives for the Frank Lloyd Wright Foundation. "The idea, of course, can never be



REAR ELEVATION

destroyed. But it's a pity to lose touch of the form."

• Brian Spencer, chairman of the Wisconsin Chapter Southeast Section Historic Resources Committee, points out that there is a chance here for public ownership (for example, the City Housing Authority) which would make acquisition of restoration funds easier plus guarantee continued use of the buildings as homes for modest income families. He also found in documenting the structures for the Historic American Buildings Survey that they are true, with the exception of basement construction, to Wright's drawings, thus simplifying the restoration process.

The list of reasons could continue. We could say the buildings deserve preservation simply because they were the work of one of the greatest architects of the 20th century, and a native son at that. We could add that although they are 56 years old, they are better designed than many structures being built now under the guise of architecture. But will what we say affect what is done?

The family which has owned the apartments for over 30 years is "waiting for the inevitable." The city of Milwaukee did nothing until forming a "study committee" after prodding from the Historic Resources Committee. The State Consulting Committee for His
toric Preservation seems willing t
stand back and watch the walls tumble
Only the Historic Resources Committe
is fighting now, and they need hel
from individuals and citizen groups an
special interest groups.

When the rumbling and groaning o
the bulldozers begins next year, we
hope it won't be accompanied by the
crashing of the walls of the Wrigh
apartments. The buildings are far too
important to be part of a victory chorus
for the automobile.

Eileen Powel

NSTITUTE NEWS

/E SELECTION BILL ASSES HOUSE

The Architect/Engineer Selection Bill, sponsored by Rep. ack Brooks (D., Tex.) has passed the House by a large vote fter winning, by 276 to 114, a key test on an amendment hich would have diluted the measure.

The bill, which would grant legislative status to the tradi- onal procedures for selecting firms to perform architectural nd engineering services for the federal government, now waits action by the Senate Government Operations Com- ittee.

The bill, sponsored in the Senate by Sen. John J. Mc- llellan (D., Ark.) and Sen. Charles H. Percy (R., Ill.), would struct government agencies to select architects and engi- eers on the basis of their competence and qualifications a negotiated fee that is fair and reasonable.

In a letter to interested Congressmen, AIA President Max . Urbahn, FAIA, points out that if "competitive pricing should ecome a factor in the selection process, it will be, as ublicly stated by many agencies, the predominant element determining which firm is awarded the work.

"We believe," he wrote, "that fee quotations as part of rice competition would tend more to hinder than assist overnment personnel in determining the superiority of /E firms."

Briefly, the bill would require federal agencies to select — ompetitively on the basis of "competence and qualifications" – three firms for any project and rate them preferentially. egotiations for a "fair and reasonable fee" would begin ith the first firm and upon termination proceed to the econd or third if agreement could not be reached.

Proponents of the measure said that it would provide the est way of selecting competent professionals, would not ap the government into accepting inferior quality in order o pay the lowest costs, yet would assure procurement of ervices at a fair and reasonable price.

Rep. John Buchanan (R., Ala.), speaking for the bill on the ouse floor, said that procurement of professional services is ifficult and complicated, and that there is little correlation etween procuring such services and the purchase of upplies.

"The heart of the former is the unique capability of the ind, incapable of hard and fast measurement," he said.

"When one seeks to acquire the services of a physician, urgeon, lawyer, or architect or engineer, one is looking for ompetency and training, and also for originality, innovation, nd inspiration.

"Directing our attention to the procurement of A/E services, he choice of procurement must not lie solely on the basis f price alone . . . it must be based on that design or pro- osal which can most capably and efficiently do the job ver a period of time."

IA CREATES DEPARTMENT OF NVIRONMENT AND DESIGN

In order to align the staff departments directly with the ational Commissions which oversee them, the American nstitute of Architects has created a new Department of En- ironment and Design and has restructured the Department f Government Affairs.

The administrator of the new Environment and Design Department is Michael B. Barker, AIP. James C. Donald will head the Department of Government Affairs.

Barker, who also serves as the staff executive to the National Policy Task Force, formerly directed AIA's urban programs. Donald is the former director of liaison with federal agencies.

The new Department of Environment and Design has absorbed the design and international relations programs, which were part of the Department of Professional Services, and the housing and urban programs which were in the Department of Government Relations.

Now, the Government Affairs Department, in addition to the legislative and federal agency liaison, will include the state government affairs program and a new public campaign to be financed by a special assessment of the membership.

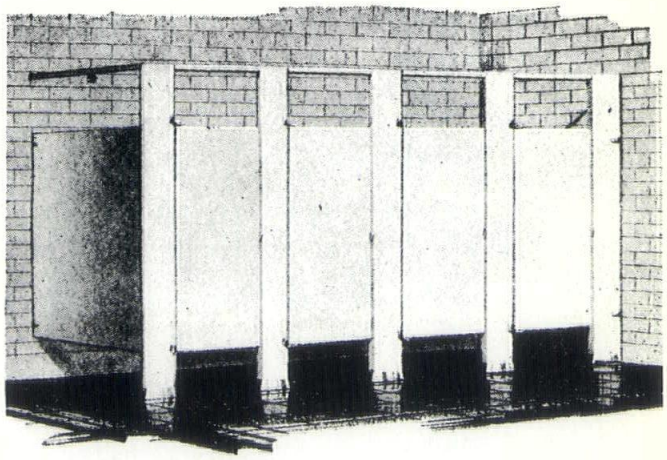
In his new position, Donald will spend half his time as director of this Special Assessment Program, which seeks to convince clients, both government and private, to adopt AIA's preferred methods for procurement of architectural services.

This procurement procedure involves selecting an architect primarily on the basis of competence and qualifications to do the work, not on the fee to be charged.

ADVERTISING INDEX

Belden Brick 2
Continental Columbus 11
Kohler 2a
James Pearson 12
Silbrico 4

BNCO
Metal Toilet Partitions

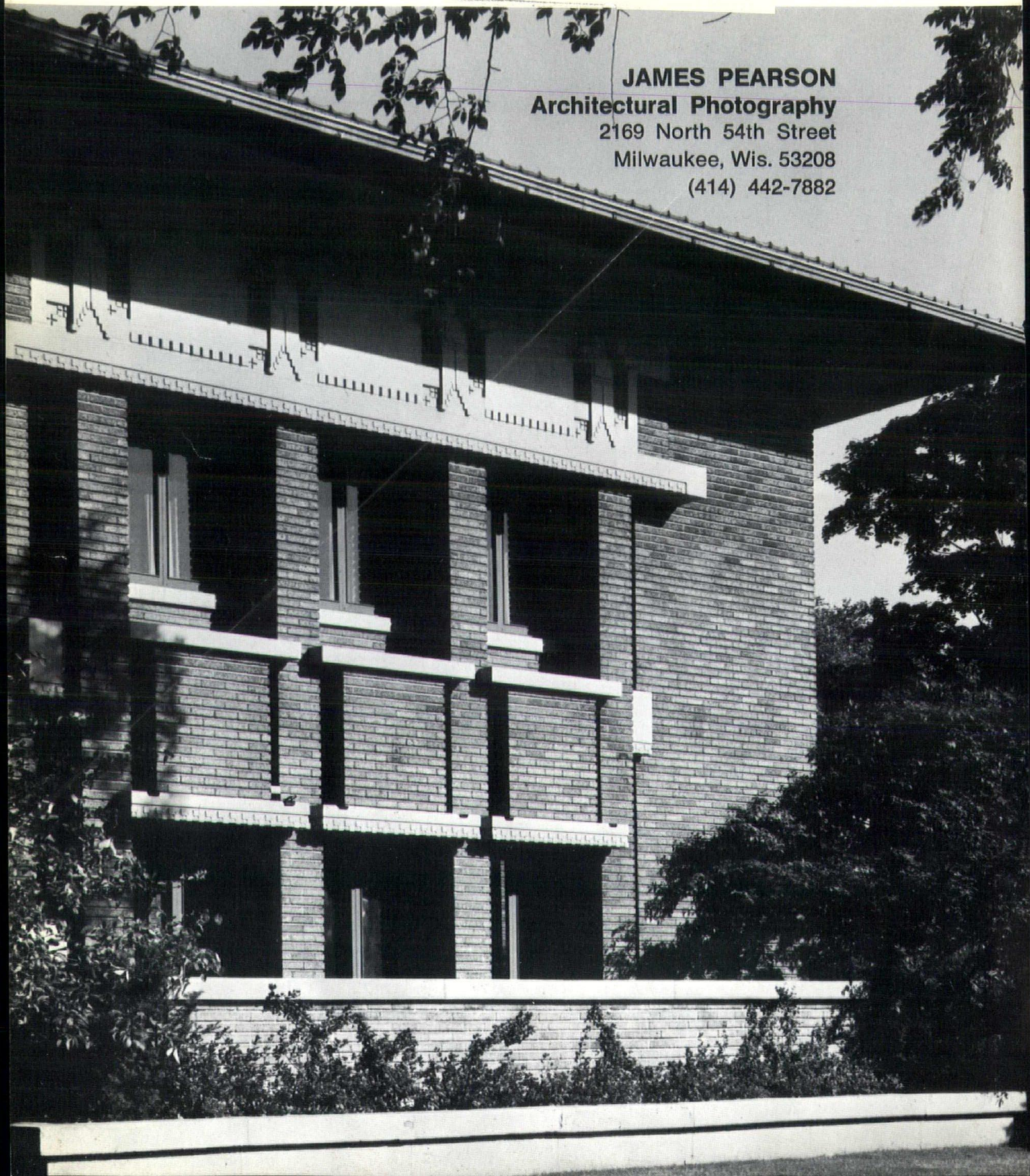


Delivery from Stock

CONTINENTAL COLUMBUS CORP.
a subsidiary of Biersach & Niedermeyer Co.
CUSTOM METAL FABRICATORS
100 Continental Dr. Columbus, Wis. 53725
Phone 623-2540

WISCONSIN ARCHITECT
785 North Jefferson Street
Milwaukee, Wisconsin 53202

Address Correction Requested
Return Postage Guaranteed

AMERICAN INSTITUTE OF
ARCHITECTS--LIBRARY
1735 MASS. AVE. N.W.
WASHINGTON, D.C. 20036

Controlled Circulation
POSTAGE PAID
at Milwaukee, Wisconsin