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DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE
OFFICE OF THE SECRETARY

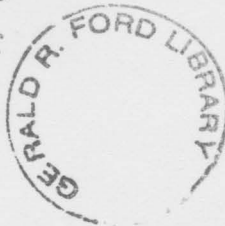
Stan--

I hope this meets your need. We tried to write to "the Urban Phenonon" even though that stretches our charter a little. With inputs from HUD and DOT you should have a good wrapup. We went a little long but I thought I would let you do your own cutting.

Regards,



Brian Duff



THE URBAN PHENOMENON

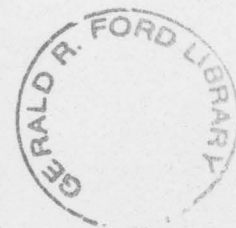
The population of the United States increased in the last 60 years by 122 percent to 205 million. High census projections indicate that 321 million persons will be living in the United States by the year 2000 while low estimates project a population of 266 million.

Many of the problems commonly associated with excessive population in this country, however, actually are caused by uneven population distribution. We now have only 58 persons per square mile, about one-eighth of the density of Western Europe and less than one-tenth of that of Japan.

The density of the population, however, varies greatly within the United States, from 5,327 persons per square mile in the New York City area to 3.4 persons per square mile in Wyoming. More than 70 percent of the population lives in urban areas.

Metropolitan areas of more than a million persons now have 39 percent of the total population, but 57 percent of the people in these metropolitan areas live in the suburbs.

Nearly a tenth of the U. S. population--20 million people--live in the New York area and 12 million of these people live outside the cities of New York and Newark. Only about a fifth of the Atlanta area's 1,325,000 people live in the inner city. The Philadelphia urban-surburban sprawl of 6 million people engulfs 3,500 square miles, parts of three states, nine counties, 10 cities, 132 boroughs, and 190 townships.



Most central cities in this country are losing population while most suburbs are gaining people rapidly. Furthermore, the higher income people are moving to the suburbs and it is these areas which are getting the newer schools, newer hospitals, the most doctors and the busiest stores and shopping centers. For example, in Washington, D. C., between 1958 and 1967 the volume of suburban retail stores grew from \$1 billion to \$4 billion while retail sales growth in the D. C. central business district virtually stood still.

Obviously this urban phenomenon has put a lopsided demand on existing housing, transportation, recreation, education, and health facilities and has strained the revenue raising capability of central cities as higher income people move out.

The Model Cities program is one major Federal effort which recognizes these problems and has sought to bring Federal services to inner city areas. Even though the Department of Housing and Urban Development has primary responsibility for Model Cities, from the beginning, HEW has played a major role because of the importance of health, educational, and social services in any integrated program designed to raise the quality of urban life.

It is not generally known, for example, that when public assistance, social security, elementary and secondary education, and all the other programs of HEW are taken into consideration, the Department of Health, Education, and Welfare supplies 60 percent of the Federal funds allocated to urban areas.

Looking more specifically at Model Cities, however, in fiscal year 1970, 110 man-years of central and regional office effort was directly related to



Model Cities. Of the \$525 million HUD obligated to the initial Model Cities 42 percent was allocated in HEW areas of concern.

Specifically, 183 Social and Rehabilitation Service projects were funded in 63 Model Cities in FY 1970; a total of 208 Office of Education projects were approved for 86 cities; and 90 special health activities were located in 54 Model Cities programs. Total HEW involvement covered 481 projects in 105 Model Cities Neighborhoods during that fiscal period. Total HEW new start and continuation funding for the past 3 years came to over \$175 million.

More recently, the Department of Health, Education, and Welfare has continued to tailor programs and award grants for projects especially responsive to the needs of people in urban areas. For example, HEW has:

- . Strengthened the Community Coordinated Child Care (4-C) Program, which helps local public and private child care organizations work together in 175 communities across the country and has initiated a joint effort with HUD to provide technical assistance in child care services to a number of Model Cities through about 12 State 4-C Committees.

- . Developed, again in cooperation with HUD, 16 demonstration programs for Model Cities and jointly funded projects in the areas of early childhood, youth activities, preparation for parenthood, and coordination of community services for children.



. Awarded 66 grants and contracts--totaling \$6.5 million in planning funds--for health maintenance organizations, a concept that could deliver more comprehensive health care to millions of Americans. The awards were made to physician groups, medical schools, neighborhood health centers, community hospitals, existing HMO-like organizations, medical society foundation plans, private corporations, and State and local health departments.

President Nixon endorsed the HMO concept in his Health Message to Congress last February. Legislation has been introduced which would foster the HMO approach in underserved areas, such as inner cities. A \$94,000 grant to the District of Columbia's Department of Human Resources, for example, will measure the quality of medical care provided by a health maintenance organization with that of traditional arrangements for 1,000 Medicaid patients. This evaluation will compare costs and patient reaction under the two approaches and the information resulting from it may well guide future HEW actions in this area.

. Meanwhile, the number of comprehensive health service centers funded by HEW has increased from 10 in the spring of 1969 to 44. These centers deliver primary care to the Nation's urban and rural poor. By the first of next year, more than one million persons will have access to these health services.

. In July 1969, President Nixon demonstrated his concern with population by making the first Presidential address to the Congress dealing solely with the problems of population. In it he urged increased research on the development of birth control methods and on the sociology of population growth. In FY 1971, HEW spent

\$28.1 million on population research, compared to \$11.5 million in 1969, and established a Center for Population Research. In FY 1972 the President has requested \$37.7 million.

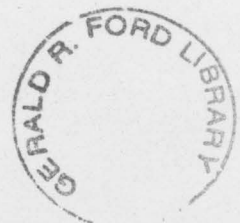
The urban phenomenon in education involves such discordant images as....taxpayers turning down school bond issues...teachers being laid off...the unemployed aeronautical engineer or physicist...the swiftly rising concern with the environment...students out of school and on drugs...unemployment rates among inner city blacks of 25 or 30 percent.

What are some of the hopeful notes and recent initiatives of the Department of Health, Education, and Welfare in response to the critical problems in education?

. Since the 1940's, the number of college degrees conferred has tripled and in the past 15 years, college enrollment has more than doubled to 7 1/2 million students.

. There are twice as many black college students today--totalling nearly half a million--as 10 years ago. The Department has set aside \$30 million in supplemental aid for predominantly black colleges and their students.

. Now in its second year, the Career Opportunity Program has been established to attract persons from lower-income backgrounds to train for careers in the education professions. There are 130 Career Opportunity Program groups across the country.



. More than 6,000 jobless or underemployed young adults were trained in FY 1971 as technicians for new and emerging environmental and health occupations and the Department of HEW has awarded 71 grants, totaling \$1,725,000 for projects to improve the environment.

. About \$21 million in Educational Opportunity Grants and College Work-Study funds have been reserved to aid 30,000 additional low-income students.

. The National Right to Read Effort, endorsed by the President in his 1970 message on education reform, has been launched with the goal of assuring by 1980 that 99 percent of the 16-year-olds and 90 percent of the people in the United States 17 and over shall be functionally literate.



. Special programs have been launched to retrain scientific and technical people left unemployed by reductions in aerospace, aeronautical and other specialized technologies and to train and employ returning Vietnam veterans.

. In response to President Nixon's call for an all-out offensive against drug abuse, HEW has distributed \$6 million in grants to State departments of education, colleges and universities and community groups to initiate drug education programs in every State and territory.

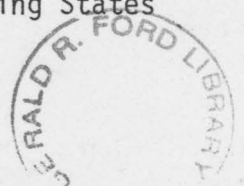
. Sesame Street, the popular TV series for preschoolers, has proven highly successful--a recent survey revealed that 7 of 12 million 3 to 5 year-olds watch it, including 90 percent of the disadvantaged inner city preschoolers. The concept now will be used to help mentally retarded and handicapped children and for vocational and career education programs for the severely underemployed in inner cities.

. Head Start in the past two years has expanded full-year day care programs from 54,000 to 89,000 and presently is providing comprehensive social, medical, dental and nutritional services for 472,000 children--263,000 in full-year programs and 209,000 in summer programs.

. Special revenue sharing proposals made by the President will consolidate many of the categorical education grants which have frustrated State education officials by not providing resources where they are most needed, enabling States and localities to set their own priorities in education.

In social services, important new initiatives have been made:

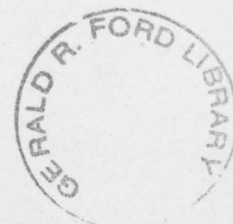
. More than a million of the nation's older citizens are being directly served by community service projects under HEW programs. The first 11 Retired Senior Volunteer Programs were funded June 30, 1971 to demonstrate the many useful roles 3,000 men and women aged 70 and over can play in their communities in hospitals, schools, day care centers, courts, juvenile homes, libraries, and State parks.



. On July 29, 1971, HEW funded 18 delinquency prevention programs, totalling \$3,361,624, to begin or expand projects in Model Cities neighborhoods. Although they vary in emphasis and content, they share a common goal of providing community treatment programs as an alternative to the formal processing of young offenders through the juvenile justice system.

. The Work Incentive (WIN) Program in the past three years has referred a total of 398,000 AFDC recipients for manpower services, of whom 230,000 have been enrolled by manpower agencies; public welfare agencies have provided child care for 94,000 children of AFDC mothers in training or employment.

The urban phenomenon in the United States has produced a steady growth in demand for public services. The Federal government, however, has responded to this demand significantly. In fiscal year 1972, about \$26.8 billion of the \$38 billion in total Federal aids will be spent in standard metropolitan statistical areas, an increase of \$12.8 billion in the last 4 years and of \$22 billion or nearly 600 percent over 1962. The major increases in Federal grants for urban areas are in law enforcement, public assistance, income security, education, and health.





(Talking Paper)

OFFICE OF THE SECRETARY OF TRANSPORTATION
WASHINGTON, D.C. 20590

August 4, 1971



SUBJECT: The Urban Phenomena
FROM : Fred Morrison
Assistant Director
Office of Public Affairs
TO : Stan Scott

Attached is a draft of the material which you requested by telephone. We rushed it through and hope it provides you with what you need. If you need revision or amplification please call me.

A handwritten signature of Fred Morrison in cursive script.
Fred Morrison

Attachment





Urban Transportation

On a per capita basis, Americans must be the most mobile of all the earth's people. Regretfully, the quantity of transportation available does not necessarily reflect the ability of our citizens to move from one point to another -- quickly, cheaply, conveniently or at modest cost to the environment.

Transportation is a vital component of society, but not always a congenial one. The various products we depend upon for our locomotion -- the motor vehicle, the train, the airplane -- have evolved independently, often with little thought to their interface. As a result, the meeting of the modes does not always reflect a meeting of the minds.

The automobile is the classic example of this transportation paradox. The private motor car gives the individual virtually unrestrained and unlimited access to the world around him. Any attempts to control car or driver -- even to protect the motorist against himself -- meet with resistance, almost as though the freedom to drive has become America's fifth freedom.

This over-dependence on the auto has reached the point where we now have almost as many vehicles as people. We have one car for every 50 yards of highway; one mile of highway for every square mile of land. American motorists drive a trillion miles a year. And last year 53,830 of our citizens drove themselves to destruction.

In spite of this, we cannot deny the necessity for cars. Many of the people employed in cities live in the suburbs, and the car is the common link between home and job. Eighty percent of our population lives in urban areas -- on just two percent of the land. And 94 percent of all urban travel is by auto.

The effect of this on public transportation has been drastic but predictable. Transit patronage is only one-fourth what it was right after World War II, and is declining daily. Twenty years ago there were some 1,400 urban transit companies operating 87,000 vehicles and carrying 17.2 billion passengers. Today there are only about 1,100 companies carrying 7.3 billion passengers.

Ridership on public transportation systems is diminishing because people do not like the service. As profits shrink and costs increase, companies have little recourse but to raise fares -- and every fare increase results in reduced patronage.

The salvation of our transportation dilemma lies in the policy advocated by President Nixon. That policy calls for the upgrading of every mode. More important, it emphasizes the attainment of a balanced system, assuring adequate, agreeable transportation for all the people under all circumstances.

By affording the traveler an honest choice among several equally appealing alternatives, we will distribute the total transportation load more evenly. More people will be served, fewer facilities will be required overall, and the Nation will realize a higher return on its transportation dollar.

Let me give you just a few examples of how we are trying to balance the transportation system.

To show how more commuters can be lured away from their cars and into buses, we recently consigned one lane of the busy Shirley Highway, which brings people into Washington from nearby Virginia, to the exclusive use of buses during the rush hours. Prior to beginning this express service, the bus company had been carrying about 1,900 passengers into Washington over the Shirley Highway route. That figure more than doubled when the bus lanes



went into operation. Travel time was cut in half. And we expect rush hour bus capacity to exceed 5,000 passengers. That's equivalent to 3,500 cars in the traffic stream, or about the same number of vehicles that would be carried over two freeway lanes in an average hour of peak traffic time.

In San Francisco, the Bay Area Rapid Transit (BART) System is moving toward completion. When finished, the system will carry 200,000 passengers a day in clean, fast, air-conditioned comfort -- freeing the city of thousands of cars and getting more people to work on time.

We have high hopes for the Tracked Air Cushion Vehicle (TACV) as the public transportation system of the future. We foresee development of an 8,000 horsepower linear induction motor capable of driving a TACV at speeds up to 300 miles per hour -- smoothly, silently and safely.

Desirable as a national network of modern rapid transit systems might be, and regardless of how fervently we may covet free-flowing airways and highways, success in these areas will neither be instant nor cheap. Nevertheless, the major fiscal foundations necessary to a policy of transportation progressiveness are already in place. Nineteen Seventy was something of a landmark year in transportation legislation.

Four major transportation improvement bills proposed by President Nixon, and passed by Congress, provide for aggressive programs affecting aviation, public transit, railroads, and highways. I refer to the Airport and Airways Act, the Urban Mass Transportation Assistance Act, the Federal-Aid Highway Act, and the Rail Passenger Service Act.

Each of these measures stresses the importance of long-term planning and the application of resources commensurate with demand. Together they provide the tools and resources needed to cope with the problems of today, and to meet the transportation needs of the Nation over the next decade.

