

APPENDIX A
Instruction Materials for
Round I

INSTRUCTIONS AS READ TO ROUND I PANELISTS:

You are participating in the first round of an expert panel evaluation of land use changes in small cities due to transportation developments. The primary purpose of this research project is to test the applicability of a technique. Thus, we are asking you to "predict" changes that have already occurred. Our particular transportation projects were initiated 15 to 20 years ago. Thus, we want you to adopt a frame of mind of an expert from 1965. In order to help you do this, here is a short reminder of the way things were in 1965.

NINETEEN SIXTY-FIVE NARRATIVE

Transportation project planning normally requires projections for a future date--generally 10 or 20 years from now. Here we are asking you to imagine yourself in 1965 and then to predict what two cities would be like, in your opinion, in 1985. Do you remember what you were doing in 1965?

LBJ was president, and you may recall he had won the '64 election with more than 61% of the popular vote--the greatest majority of any president. Not only did he receive a stunning majority, but 69% of those eligible participated in the election. In Wisconsin the participation rate was almost 62%. He was extremely well liked and his optimistic attitude helped him maintain the support of the nation. There were only slight misgivings aroused when he asked for more troops for Vietnam in July 1965. The war in Vietnam had wide popular support, at that time, even though very few people actually knew where Vietnam

was. On June 30th there were 2,655,389 military personnel on active duty.

Leaders like Bobby Kennedy and Martin Luther King, Jr. were still alive. We had not experienced the devastation of the race riots yet to come, although a major riot took place in the Watts suburb of Los Angeles in 1965. Urban violence continued and protests mounted throughout this period. Not all blacks were able to adopt the nonviolent posture of Martin Luther King, Jr. There was bitterness and anger.

The world was changing, industry was changing, and attitudes were in need of adaptation. There were many low-skilled workers that needed to be retrained for the jobs of the 60's and beyond. It was not possible just to formally educate children. It was necessary to provide educational opportunities to all of those in need of them. The bright hope that JFK brought at the beginning of the decade had started to diminish.

About this time we saw the emergence of the "love and peace" generation. The '65 song by Bacharach and David proclaimed "What the World Needs Now is Love, Sweet Love." The Beatles had their first hit in 1963, "She Loves You." We started to see a widening of the "generation gap." The "Free Speech Movement" had begun at the University of California--Berkeley. Their leaders became extremely mistrustful of anyone over the age of 30. Singers like Joan Baez, Pete Seeger, Bob Dylan, and Judy Collins popularized songs of protest.

The Great Society provided many programs to low income individuals, both black and white, not the least of these being Medicare, Medicaid, and food stamps. Urban transit had not yet become a national issue.

In 1965 the Dow-Jones Industrial Average reached the 1000 mark for the first time. The GNP was \$681.2 billion. A real growth rate in GNP of 6.3% was experienced that year. There were 74,455,000 members in the civilian labor force. Unemployment stood at only 4.5%. The average earnings of a full time employee was \$5,710. Retail prices were somewhat different than they are now. Here is a small sampling: pork chops \$.97/lb., milk \$1.05/gal., coffee \$.83/lb. The enclosed shopping mall did not yet exist in smaller cities, but it had been introduced in the largest cities.

Over 90 million motor vehicles were registered in the U.S.--almost 2 million of them in Wisconsin. Nationally there were over 908,722 miles of Federal highway; approximately 17,433 miles had been completed in 1965. The number of households with telephone service was 94 million or 91%. It cost \$1.40 to call NYC from Chicago for 3 minutes. While only 5% of the households owned color TVs, 94% had black and white sets. First class postage was priced at \$.05 then.

At this point the women's movement was just gaining strength. Betty Friedan had written The Feminine Mystique in 1963. Also, a 1965 Harvard Business Review article reported

that 41% of those interviewed looked at female executives with disfavor and only 35% were actually in favor of female executives.

In 1965 Ed White floated in space outside of the Gemini 4 capsule.

Mainframe computers were in use by the government, universities, and large businesses. These computers were of the IBM 360 vintage (some 7094s and 1620s were still in use), something quite different than what we experience today.

We now recognize that 1965 was a pivotal year of social change. The optimism of the 1950s and early 1960s was being replaced by frustration and turmoil in the late 1960s and 1970s. When evaluating impacts due to these highway improvements, you should try to remember the prevailing beliefs of this era that the government was the primary agent for positive urban development.

This is the first of three rounds of evaluation. Subsequent rounds will be handled primarily by mail. When this round is completed, the study team will compile the results. If your responses are unusual or particularly interesting, you will be contacted for clarification. A summary of the first round will be prepared, selected new data will be assembled, and a new questionnaire will be produced. You will be sent all of this material. You will then have the opportunity to modify your answers from the first round. We want you to return this information to us as soon as possible. A third round, like the second, will be conducted if the study team feels that new

information may prompt members of the panel to modify their second round responses.

Since this is an iterative process, please feel free to recommend changes to the questionnaire for rounds two and three. The complete panel has about 12 members. Your individual responses will be kept confidential. IT IS EXTREMELY IMPORTANT THAT YOU REFRAIN FROM DISCUSSING ANY OF YOUR RESPONSES WITH OTHER MEMBERS OF THE PANEL UNTIL THE FINAL ROUND IS COMPLETED.

You will be evaluating the land use changes in two separate cities, denoted here as City A and City B. The relevant materials for each city are contained in separate envelopes. Contained in the envelopes are descriptions of transportation projects that occurred between 1965 and 1970, maps of the cities, and a set of questions about features of community development. Additional instructions on how to answer the various questions are included in the envelope.

Please carefully read the instructions for completing the map and the instructions for answering the questions about features of community development. You may deal with the map first or the features first or perform both tasks simultaneously. However, please complete all the materials for City A before progressing to City B. Members of the study team are present to answer questions about the process of filling out the materials or to clarify the meaning of data presented to you. They are not able to provide any additional data or interpretation. If you desire additional information on

subsequent rounds, you may indicate that at the end of the features questionnaire.

Please take the materials out of envelope A and we will briefly go through the layout.

CASE STUDY A

The case study area consists of a central city, one satellite community to the west and surrounding rural areas. The central city is 10.2 square miles in size and stands on the shoreline of a lake. The population (in 1965) of the whole study area is approximately 50,000.

This study area enjoys a diversified economy and there is only a single concentration of employment in one establishment in the area. There are 3,900 employees located at that firm. The median family income in the city is \$10,000. The housing stock is mature and single family home ownership is predominant. There is some multifamily rental property available near the CBD. The central city supplies water and sewer service. Any construction beyond the city limits is dependent on importing such services or installing septic tanks and wells where feasible.

The central city is also the county seat. The central city elects a mayor and a common council consisting of aldermen representing districts. This area has a well developed road system.

Proposed Project

The existing state highway passes near the central business district. The proposed project is a bypass, just west of the central city. This bypass is to be undertaken in two stages. The first stage (to be completed in 1968) consists of a two-lane rural highway. In 1972, a parallel roadway will be added in order to bring the facility up to freeway standards.

CASE STUDY B

This urban area is divided by a river that runs from the northeast through the city to the southwest. In fact, the Central Business District is on both sides of the river. Urbanized land area is approximately 15 square miles. The 1965 population of the whole study area is 28,000.

The public water systems of the communities are generally adequate. Central water and sewer services are available within currently developed areas. Water and sewer are not yet available to the undeveloped areas. Because of the soil conditions the area east of the central city is suitable for residential development, only. The presence of a large industrial plant, just north of the CBD, seems to be inhibiting residential development to the northwest. The housing stock is mature. There is a heavy concentration in a single industry engaging 30% of the work force. The location of highest employment is identified on the map. The central city is the county seat. City government lacks strong leadership in land use control, zoning and building codes. Variances are readily granted. The central city has a history of incorporating adjacent, fully developed areas upon petition.

Proposed Project

The existing road is a two-lane rural highway. The road is a major link in the state highway system. Traffic now flows through the CBD. Work consists of reconstructing the portions of the road and adding a bridge across the river. The north-south portion of the road will include two, 12-foot travel lanes in each direction separated by a 16-foot blacktop bituminous capped crossover type median with left turn lanes provided at intersections. A new 5 foot wide sidewalk will also be constructed. The east-west portion of the road (as it approaches the bridge) is an expressway. Traffic will bypass the CBD, but will still go through less intensively developed areas.