The first question is, briefly tell us about your educational background and how you happened to enter the field of law.

Well I was born in Germantown in 1912 and I entered the Germantown Friends School in 1916, in the four-year-old kindergarten. My mother had been a student there beginning in 1893, when she came to Philadelphia from Buffalo. I stayed in the school until I graduated in 1929. I would have thought that the most relevant thing about the school, to things that happened later, was first, the very high standard and breadth of intellectual achievement which they expected of their students, and secondly, the influence of the Friends' Meeting on the school. It did not happen that I or any members of my family at that time were members of any meeting, and I never became a member, although my older and younger brothers both became, as they say, convinced Friends.

But the principles set down by the school, which constantly dinned into us the obligation to render public service, which perhaps is not so unusual; I dare say many schools have those principles, but I think in addition to the advocacy of those principles, the example of numerous members of the meeting... of various meetings, who in those days had in the First World War been conscientious objectors, and after the First World War, had been very active in support of the League of Nations and various other international projects, which were, of course, things in which Quakers were very much interested... and, in my time, were beginning to be more interested in domestic social problems, particularly the problems of race prejudice. And the example of many alumni of the school, who in many cases gave up the ordinary satisfactions of a prosperous career to lead lives of public service of this kind. These examples, I think were very impressive to a young person.

I went to Wesleyan University, not so much because I wanted to, because my own preference had been to go to Harvard, but because my father was a very ardent alumnus and at the time he was quite ill, and for possibly irrational reasons, I thought it was best to play along with his preference. And at college, I formed the plan of going to law school for the very disreputable reason that, as far as I could see, it was the best way that I could think of to make a living. I was confronted, however, with the problem of how I would pay for my law school training, because all through college I never had any money at all from my family, and had a great many financial problems of various kinds, which I need not elaborate on here, and as I surveyed the field
of law schools and corresponded with some of them, I found to my astonishment, that very few of them had much in the way of scholarships or loan funds. It must be recognized that this was in the mid-thirties, in the middle of the depression, everybody was broke, I guess the law schools included. It did appear, however, that if I were to get a Rhodes Scholarship at Oxford University, not only would my room and board and tuition be paid for, but I would have a very unusual experience in addition to an opportunity to study law.

It would not be quite fair to say that I dreamed up this idea all by myself because my father, who had been very much interested in scholarships, and in getting able youngsters to go to Wesleyan, had been terribly impressed by the origination of the Rhodes Scholarships under the will of Cecil Rhodes, who died, if I'm not mistaken, about 1901. I think the scholarships began in 1903, when my father, was himself, an undergraduate. So that the idea had begun in my mind, it's true, in a very inchoate manner, some years before the actual decision was made. In any event, I applied for a Rhodes Scholarship from Connecticut, after having corresponded with your old friend, Frank Aydelotte, about whether I would have the same opportunity in Connecticut as I would in Pennsylvania. He straddled and said I would, although it clearly was not quite true...and was fortunate enough to be elected.

And when I went to Oxford I elected to study for the Bachelor's degree in law which you could do then, at that time, and still can. And at the end of two years, when I got the Bachelor's degree, which was the normal thing for a person who already had a B.A. in this country, I then spent one more year, which was permitted under the Rhodes regulations, getting what they called the Bachelor of Civil Law, which was sort of an advanced degree, but which covered additional subjects like...equity, partnerships, and bankruptcy, and that kind of thing...evidence which any normal law school would have covered. In other words, the graduate feature was not to write a thesis or something, it was just to take more courses. And at the end of that time, I came back to Philadelphia, went to a very distinguished organization known as Kratz Crammers, which you probably remember.

(WMP: I do. I went there too.)

...Run by a wonderful old Pennsylvania Dutchman named Mr. Kratz, who professed to cram people for the bar examinations. And I submitted myself to his tender mercy for three or four months, and took the examinations, and the passing mark being 70, I fortunately got a 72. That's the end of that script.

The special peculiarities of Oxford training in law. It must be recognized that this was instituted by Blackstone, for the benefit of English gentlemen who in the 18th century were students there, and he did not have in any way a professional idea
in mind; that is, people who wanted to practice law did not study law at Oxford. The people who studied law there were gentlemen who wanted it as a background for the management of their estates and this sort of thing. The result was that the training was very philosophical. We had a great deal of Roman law. We studied a great deal of the philosophy of law and jurisprudence, and I did not ever hear of a corporation and barely heard of a tax until I got back to the United States.

And when my prospective employer, Mr. Henry Drinker, was interrogating me about what I knew and what my Oxford training had been about, he finally concluded that I did not know anything about anything, which I think he was quite right. But however, he said, that at that time the income tax law was becoming so complicated and all his clients were so terribly involved in it, and he couldn't find anybody who knew anything about it, and therefore he said to me...if you want to go into this field, it's all right with me...he said, you'll be at no disadvantage because I can't find anybody else who knows anything about it either. So that's how I happened to get into practicing tax law, and I did until the Second World War.

(WMP; Well how did you know Henry Drinker?)

Well, primarily because Lou van Dusen, who had been at Oxford... he went to Oxford the same year that I did, but because he had a year at the Harvard Law School before he went, he stayed only two years. But anyway, the year before I came back from Oxford, he had come back, and he was hired by Mr. Drinker. And he had made such a great success, there's no question about it, as a person he has a very fine aptitude for the law, which I'm not sure I have, but at any rate, he made a great success of it, and I think Mr. Drinker was influenced in the direction of taking a chance on another Oxford graduate because of the success that Lou had made the previous year.

You must also add to the fact that Mr. Drinker was a very unusual person, not only in the breadth and vigor of his intellectual interests and qualities, but also in his capacity for taking long chances on hunches. And I think this was one of those cases.

The next question is, would you tell what your recollections are of the beginnings of the City Policy Committee.

First, with regard to chronology, I returned from Oxford in the summer of 1936, and took the bar examinations in January of 1937 and began practice at the Drinker office immediately thereafter. I would have said that it was about six months to a year, not more than a year after that, that Justice Williams, who was a young lawyer of about my vintage, who I think I must have met socially somewhere, approached me about joining
a new organization which he and Walter Phillips and some others were putting together, known as the City Policy Committee. I was interested in this kind of thing and since it did not appear from what Justice told me, that it would take very much of what might be called "office time", which I was very anxious to guard jealously because I thought it really belonged to my employers, rather than to me, I accepted Justice's invitation and found the early activities of the City Policy Committee of great interest.

(WMP: John, I think you ought to make the point that Justice Williams was not a judge, or anything of that sort. That happened to be his first name.)

Oh, I see...all right. Justice Williams' first name was Justice. He was a member of the bar but certainly not on the bench.

My understanding from Justice Williams and from my early observations of the City Policy Committee was that it was made up of a considerable variety of persons of about the same age, who were working in the center part of the town and could readily meet for lunch and occasionally for dinner, and who were interested in public affairs. I don't think the original concept ever was that the group would form an action committee that it would particularly support particular kinds of legislation or particular candidates. I think this was thought to be best to be left to other organizations.

But it was a clearing house and it was a very important place to meet persons of similar interest and to exchange ideas with them and to hear persons speak who had special knowledge of items or on questions of public affairs.

It was explained to me that there was a considerably older organization formed many years before, perhaps in connection with the reform movements about the time of Mayor Blackenburg's administration, I'm not sure, consisting of persons of much greater age than ours, which had been going for many years, having about the same purposes. But whether because these older persons did not want many younger people to join their group, or whether it was thought that their points of view would be so different from those of the younger generation, I'm not sure, but in any event, the younger group felt they would get farther and have a fuller interchange of ideas among persons sympathetic with each other if they formed a younger organization, rather than if they became members of the older one.

As the record undoubtedly has shown, the two organizations later combined, but this was maybe ten or fifteen years later.

(WMP: Right.)
Walter Phillips, as I recall, was the first president of the City Policy Committee, and I believe that after two or three years, I became the second president. I think I was president for about two years. This is bringing us to the early 1940's, and Henry Beerits became, I think, the third president. By that time, of course, the choice of persons who filled these positions, was very much influenced by the fact that the war had begun and a great many persons of our age were off doing various kinds of service away from Philadelphia, connected with the war.

With regard to the Citizens' Council on City Planning, I am sure that the City Policy Committee, in the earlier days recognized the desirability, not only of having a city planning commission, which it strenuously advocated, but also of having a citizens' watchdog group which would serve as a two-way bridge of ideas and discussion between the members and staff of the City Planning Commission, on the one hand, and the City Policy Committee, or some other citizens' watchdog group, and its constituent groups on the other.

I was not myself a participant in the organization of the Citizens' Committee Council...the Citizens' Council on City Planning, although naturally, I was interested from a distance, and I visited the Better Philadelphia Exhibit in 1947.

But towards the end of the 1940's or early 1950's, certainly before Joe Clark's regime began in 1952, I had become active in the Citizens' Council on City Planning, and was the president by the time Joe Clark was elected. The reason I have this recollection is that when City Council...when an ordinance was proposed, probably by the City Planning Commission, for the establishment of the Urban Traffic and Transportation Board, City Council amended this ordinance on its way through the process of passage in Council, to add a provision that there must be a representative of citizen groups on the Urban Traffic and Transportation Board. This was not Joe Clark's idea, but someone in City Council. But Joe Clark then called me on the 'phone and rather apologetically said that, to his surprise, City Council had put this requirement in the ordinance, and he said he supposed he had to do something about it, and he called me and asked me if I would serve on the Traffic Board, so as to comply with this requirement that a member of a citizens' group would be on the board. And having checked out with my firm that they had no objection, and having made certain that the Citizens' Council thought it was appropriate, I accepted that appointment, and was a member of the board for possibly five or six years at that time.
With regard to issues dealt with by the Citizens' Council on City Planning, while I was president, the most important aspect of this period was the fact that we had a paid staff, which makes an enormous difference to any citizen organization. And in particular, my predecessors in positions of responsibility in the Citizens' Council, had had the good sense to hire Aaron Levine in this post. I think he was fairly new at it when I became president, but he soon demonstrated his ability to identify important issues, to mobilize all kinds of opinion and organizational support for discussion of these issues, and to crystalize positions which the Citizens' Council could get behind in its relationships with various governmental bodies.

One example which caused us a great deal of grief, was the decision of the Housing Authority, I guess it must have been, and the City Planning Commission, to build what we thought was a perfectly dreadful housing project about fifteen stories high, in the general neighborhood of Tenth and Catherine, I would say...I forget the exact name of the project...

(WMP: Queen's Village, was it?)

No, it's not Queen's Village, but it's near there. And this horrendous skyscraper was to be erected in an area already very densely populated, and was going to multiply the density of that area by about ten times. We thought this a dreadful move; it would have been much better to have taken the site and put single-family houses or at least duplexes, but the idea of putting a skyscraper and crowding I don't know how many hundreds of families on a site of about one square block, struck us as being extremely poor planning.

I went before the City Planning Commission...I think Aaron Levine arranged to have some kind of public hearing, and various people spoke, and I remember speaking, and saying to Mr. Hopkinson, then the chairman of the commission, that if this is the best they could do, they had better not do it at all.

And I believe that the result has fully justified our fears. The settlement house, which is in the vicinity of this horrendous operation, namely what's now called the United Communities, has had no end of trouble with the community problems caused by this concentration of people, and I believe the maintenance of the buildings and the progression of crime, and trying to maintain the morale of the children going to school and all that sort of thing, have been a continual problem for everybody associated with the project ever since it was built.
One issue on which we were very much concerned, and which I think the outcome has been about as we predicted, was the initial planning for the Schyilk Hill Expressway. Because of limitations of funds, which is naturally always the problem, this was planned to have many places bottlenecks... too few lanes to handle the traffic, and the plan also with lanes coming in opposite directions at the same level rather than separated by plantings and differences in grade... made a much more objectionable passage through the park than would otherwise have been the case.

A celebrated landscape architect named Michael Rapuona was hired by somebody in the situation, possibly the staff of the Planning Commission, to plan an alternative routing for the expressway, which would have made it very much more attractive and much more capable of handling the load of traffic which it was expected would by required. But Rapuona's plan, as I recall, was abandoned on the ground that it was too expensive, and the original plan, as we originally know it, was put through.

The expressway was obsolete before it was ever opened; it couldn't handle the traffic that it was hoped would use it, and the peculiar bottlenecks and weird left-turned entrances and so on, had to be corrected in later years, no doubt at much greater expense, particularly in the general neighborhood of the interchanges between City Line and the extension of the Roosevelt Boulevard.

The rape of the park, as it was described by Markley Stevenson, a landscape architect who was active in the Citizens' Council in those days, did occasionally hit the newspapers, but we did not make much impact on whoever it was that was doling out the money.

One of the issues on which the Citizens' Council on City Planning was very much involved, although I think primarily before my time as president, was the planning of the Roosevelt Boulevard extension through the section of the city usually referred to as Nicetown. The connection between the Schyilk Hill Expressway and the Roosevelt Boulevard was undoubtedly terribly important from the point of view of the automobile traveler through the city and the movement of goods by truck. But the placing of the extension through Nicetown involved the destruction of neighborhoods and a considerable number of houses... I forget how many, but it could easily have been in the hundreds. And naturally, there was considerable community opposition.
The Citizens' Council on City Planning at that time thought that this opposition was misguided and that provision could be made for the persons who lost their homes through what was assumed would be a proper public housing policy which would develop houses for them to which they could move.

The Citizens' Council therefore, did its utmost, through its community connections and its connections with church organizations and businessmen's groups and so on in the neighborhood, to get support for the plan which was eventually voted by City Council, and subsequently constructed.

But, in retrospect, it does seem as though a considerable damage was done to that neighborhood, and it's possible that some better plan might have been worked out for the connection between the Roosevelt Boulevard and the Schylkill Expressway, which would not have done so much damage, although it might well have been more expensive, and might possibly have taken longer for that reason, to construct.

The next question reads, what role did you play as a member of the Urban Traffic Board, how did you become involved.... on that point, I've already explained that Joe Clark invited me to serve because City Council amended the ordinance... How effective was that board and what have been the benefits to the city which stemmed from it.

Well, naturally, this board had...the chairman was a man named Frismuth, who was the head, I think, of one of the large milk distributing concerns, and I believe Joe Clark prevailed on him to serve on the ground that this man had a great many trucks and that the chaotic traffic condition in the city was making his distribution of milk by truck much less efficient, and he therefore had an interest in joining this board to see what could be done about it. And the other members of the board who were persons of considerable distinction in the business community, whereas I was still a fairly junior member of the bar, and I did not really have very much to say. I did occasionally talk with Bob Mitchell, the head of the staff of the board, but never felt that I had personally any very strong input.

The board was formed for two reasons, one of which was made public and one of which was sort of the secret agenda. The purpose, as I recall, as set forth in the ordinance, was to study traffic conditions in the city and see what could be done about them...they being, admittedly, in chaos.

The secret agenda was to prove the proposition, which I think Bob Mitchell felt was true, but like any scholar, he wanted to get chapter and verse to back it up...to prove the proposition
that it would be far cheaper for the city to subsidize the
commuting railroads, than it would be to allow them to go
into bankruptcy and be discontinued, and be forced to build
sufficient numbers of lanes of expressways on which the peo-
ple who would have normally commuted on railroads, would go
back and forth commuting by car.

The board succeeded triumphantly in demonstrating this propo-
sition, because, as I recall in its final report, they proved
beyond a shadow of the doubt, that it would take at least twen-
ty-four lanes of expressway, to say nothing of the areas in
town that would be required for parking lots, to handle in
automobiles the number of people who were being carried in
and out of the city everyday by rail...and thereby laid the,
what you might call the ideological basis for SEPTA and the
present program of tax money subsidizing the commuting rail-
roads by virtue of the somewhat inexplicable resistance of
the customers to pay the cost of what they're getting, which
curiously enough, they're willing to do when they buy over-
coats or gasoline, but they're not willing to do when they
take public transportation.

If you take the other announced objectives of the board, I
really don't believe very much was done, although some of
the data gathered was rather significant. For example, they
found that the cars on the streets in the central business
district, more than fifty percent of them did not want to
be there...that is, they were on their way from somewhere
outside the central business district, to someplace else,
also outside the central business district, and if they could
possibly have gotten from A to B without going through the
central business district, they would have been delighted to
do so.

And it was from this general finding, plus undoubtedly many
other findings, that the idea gained support of providing
an expressway link around the central city, which would have
on its west side, the Schylkill Expressway, which was built;
on its east side, the Delaware Expressway, which even now is
not completed.

The Vine Street widening, which is a whole separate subject
we have not talked about, and which today is built but
the original concept of a depressed Vine Street is carried
only as far as about Sixteenth Street, we'll say, from the
west ... and finally, the very controversial southern parallel
route, from east to west, along approximately the line of
South Street or Lombard, which, in the Tate administration
was finally vetoed, because of the opposition of the neighbor-
hoods and no doubt, other types of landlords, landowners, who
it was felt, would be adversely affected by the development.
It may be of interest to record, as far as I can recall, two issues, later of importance, with which I do not think the Urban Traffic Board concerned itself. One had to do with the possibility of a rail connection between the two terminals of the commuting railroads in the central part of the city.

We were, of course, aware of the Arch Street subway and the idea which had come up, I guess in the early 20's, to build some kind of a circular subway route around the central business district, but I do not believe the Urban Traffic Board, as I recall, ever concerned itself with a rail connection between the two stub terminals of the commuting railroads.

Also, I do not believe that the Urban Traffic Board, as far as I can recall, was ever concerned with the rail connection between the central city and the Philadelphia International Airport.

In respect to the commuting railroads, it would be perhaps interesting to recall that the Urban Traffic Board early recognized that any system of subsidizing the commuting railroads structure, serving the central business district of Philadelphia, must in some manner involve jurisdictions outside the city of Philadelphia.

It was clear that the revenue, the money, to subsidize these inter-jurisdictional lines, could not be furnished exclusively by the city.

We had a great deal of discussion in the Urban Traffic Board about some kind of a political or governmental structure through which this mobilization of inter-jurisdictional money could be accomplished.

In about the year 1955, the Urban Traffic Board retained Lennox Moak as a consultant to advise on this question of inter-jurisdictional administration. And he recommended an authority ... as I recall, it was to have been both in Pennsylvania and New Jersey, although everybody recognized that this would present considerable problems.

He also urged that the authority be given its own power to levy taxes, as he said, otherwise, he would be at the mercy of politicians who did not have the purposes of the authority as a very high priority in their thinking.

He also recommended that if it was to be given the power to tax, its members should be elected by the jurisdictions who were expected to put up the taxes.

Naturally, as it turned out, both of these ideas were too advanced for the region to stomach, and neither was adopted.
The final output which came, I believe, in Mayor Dilworth's administration, namely SEPTA, the thing which eventually became SEPTA, has a board composed of persons appointed by other elected officials...had no independent source of revenue except the fare box...has always had difficulty balancing its budget, and has had extreme difficulty, as I should know from the fact that my brother, for some time, represented Bucks County on the SEPTA board, has had extreme difficulty in conducting any kind of business in any orderly way, especially when the representatives of the city of Philadelphia were present.

We are now skipping to question 6, which says, Whose idea was it that there should be a civic organization, such as Penjerdel and how was it brought into being, what were the objectives of Penjerdel?

Well, of course, there were many people who, at that time, well say about 1955, were very much concerned with the problems of governing metropolitan areas, whose development considerably transcended the traditional jurisdictional boundaries of local government. This interest finally attracted attention at the Ford Foundation, which in those days apparently had far more money than it knew what to do with, and Mr. Ylvisaker, who had been on the staff of Swarthmore College and later was on Joe Clark's staff, was hired by the Ford Foundation, and among other things, given the assignment of promoting in various metropolitan areas, some type of machinery by which the Ford Foundation money could be used to advance the understanding of these inter-jurisdictional issues.

He found that he was besieged from the Philadelphia area, by all sorts of applicants, who claimed that they had the facilities and the know-how to study the extremely complicated metropolitan problems of the Philadelphia area, which were especially difficult because, logically, the area should include parts of three states; I think there were over three hundred independent municipalities, there were eleven counties, and none of the state capitals was in the region.

In any event, in addition to the governmental complexity, the complexity of institutions which claimed an expertise in setting this, also was very baffling. And Mr. Ylvisaker finally, as I understand it, threw up his hands and said, Well, all you people who are claiming this money should get together and form your own organization in the Philadelphia area and we'll give money to that organization and you can then squabble among yourselves as to how you parcel the money out. And as I understand it, that was the way Penjerdel came into being.
The objectives of Penjerdel, however, were somewhat unusual, and I do not believe that any of the projects in other parts of the country, in other metropolitan areas, had quite the same approach that we did. And I think our approach arose from the experience which had been derived, whether for better or worse, from citizen action, or watchdog groups in the period prior to the coming into being of Penjerdel. And the novelty of this approach was, that in addition to the spending of money to support research by academic scholars, which was the thing the Ford Foundation was particularly interested in, and in the New York area, resulted in the various studies made by Ray Vernon and his colleagues, and in the Washington area by Fritz Guttheim, who really did not have any apparatus of citizen agencies and I believe most of the money was spent then and has since been, primarily on what might by called academic research.

But our concept in Philadelphia was, that while we had to spend money on academic research in order to satisfy the Ford Foundation, at least half the money should be spent on the promotion and development of citizen agencies ... our theory being that it was no good, scholarly works which would line the shelves of the libraries of the region, unless the citizens and voters of the region had some interest in these projects, and would get behind the possibility of bringing some of them into accomplishment.

And because of the long distance between accomplishment and conception in regional affairs, as our friend in the regional planning association in New York used to say...it's a long time between drinks...our friend Kim Norton. And certainly in regional affairs, that was true.

We felt, that if we were to do it at all, we had to have some component of citizen participation, if we were to be bothered to carry the thing out at all. And the Ford Foundation went along with that, although I think rather reluctantly, because I do not think it was consistent with their policy of spending their money primarily on academic research.

Once the Ford Foundation had decided that it was up to the Philadelphia metropolitan area to organize its own procedure for distributing the money, the leadership of that effort passed, in form, at any rate, to Alfred H. Williams, who was then the chairman of the board of trustees of the University of Pennsylvania, the president of the Federal Reserve Bank of Philadelphia, and had previously been the dean of the Wharton School at the university. And I think was very highly respected in the business community, although he was not of the business community, because he came up through the academic ranks.
He was respected, and had a very fine mind and a very good grasp of what was being undertaken, and also he had the staff of the Greater Philadelphia Movement, of which I believe, he was at the time, chairman, to draw on to do the necessary staff work.

He and Bill Wilcox, who was then the head of the staff of the Greater Philadelphia Movement, put together a preliminary board of persons from throughout the region. It was not really very comprehensive, but it was the best they could do on fairly short notice. The first meeting, very appropriately, was organized by Bill Wilcox at Cherry Hill, because he had sense enough to want to play down the role of the city of Philadelphia, and make the people in the suburban areas believe that this new organization would serve their needs, as well as that of the center city.

So there was a symbolism in having the first meeting outside of Philadelphia. And it was widely attended by a mixed bag of persons from all over the region...I suppose primarily from South Jersey, because that was the most convenient...and Philadelphia...they being the places most convenient to Cherry Hill.

This group then negotiated with the Ford Foundation and incorporated itself...a great deal of time was spent in trying to get a favorable income tax ruling, because the government quite naturally felt that the way things being set up, the products of the academic research were going to be promoted as legislation by the citizen groups, who it was proposed would be cranked into the operation, and naturally the federal government was skeptical, and it took, I would guess, about a year to get that ruling through.

The Ford Foundation then made a preliminary planning grant of $25,000. Possibly this was made before the ruling was obtained. I can't remember exactly, ....

(WMP: To whom?)

To Penjerdel. Because, of course, the ruling was requested in the name of a corporation. And that corporation was the so-called Pennsylvania-New Jersey-Delaware Metropolitan Project Incorporated, the short name for which was Penjerdel. It was represented by the McCracken office and they were the ones who incorporated it and tried to get the ruling which they finally got. And when they got the ruling, then the Ford Foundation paid over $25,000 in planning money, and they offered to pay approximately a million dollars additional money over a period of three or four years, but that was conditioned, first, upon the organization's obtaining an executive director to run its operation.

(WMP: Were you involved in this early stage?)
Yes, yes, I was involved. And, because I think, if I'm not mistaken, I represented the Citizens' Council on City Planning, as one of the citizen groups that was going to be involved with the academic groups in the thing that Al Williams was presiding over, which was admittedly a sort of a mixed bag and was gradually being brought together at that time.

And you'll recall, there was a chap from the Maxwell School in Syracuse...

(WMP: Oscar Martin?)

Roscoe Martin...one of the world's greatest collections of limericks that he had, appropriate to any occasion...who was hired on a sort of consulting basis, to go around to the academic institutions in the Philadelphia area...I think it was along about Christmas vacation...I'm sure they were most reluctant to have him appear on the scene...but he waved the Ford Foundation's money in front of them, and said if they would come up with a whole lot of projects to do studies on metropolitan affairs, he would manage through this Penjerdel organization, to get them the money to do these projects. And he made a lot of quasi-commitments, which caused us a certain amount of grief in later years.

Similarly, people like Len Moak, who had a very effective organization in the economy area...for this kind of thing...had gone to Paul Ylvisaker and pleaded the money and so on, and Paul had referred him to the Penjerdel that was to be, and of course, he more or less in effect said, then you go to him and they'll give you the money that you need...in other words, he became leader to us, and alleged that representations that were made to him by Paul Ylvisaker, that the Penjerdel actors would do what he wanted. And there were a number of these, more or less commitments floating around, which I found, when I came on the scene to run the Penjerdel organization. And I had to cope, one way or another, with these aspirations, or commitments, however you want to put it.

The next question is, to what did the operation of Penjerdel adhere to the objectives, and how did it deviate as the program moved along?

Well, naturally, since I ran it, I would think that it adhered to the objectives set out, although, naturally, they were pretty vague...because, once you start tackling so complicated an issue as the organization of the Philadelphia metropolitan area, any objectives that you'd have about it would be either extremely narrow, or would take on some of the vagueness of the object addressed.
But at any event, we did set up a program of grants to academic persons in local institutions who prepared studies of various kinds on issues which we thought were of significance to solving inter-jurisdictional problems. And we did encourage, not only existing citizen organizations, but, I think, far more significantly, called into being citizen organizations where there were none, which could arouse citizen interest and provide focus of discussion for citizen concern about inter-jurisdictional questions.

Specifically, we found after some experimentation, that it was ...we thought it was possible to organize citizen organizations on a county-wide basis. This would mean that the organization would cover a very considerable number of municipalities in each case. But because the organization was on a county-wide level, it could deal with issues which were being handled at the county level, although in this area, counties do not have many powers and do not have responsibility for a very wide range of public issues.

Nevertheless, we thought that it was better to strengthen citizen organizations at the county level, rather than at the municipal level, and thereafter we hoped we could bring these county organizations into closer contact with each other and thereby, have some influence on the state capitals, notwithstanding the fact that, with the possible exception of Trenton, the state capitals were all outside the region.

(WMP: How many counties altogether were in it?)

There were eleven counties in the region, as we conceived it, which included, of course, the one county, Newcastle County in Delaware, which is usually left out, because it's so much simpler to run SEPTA and the Delaware Valley Planning Commission if you leave Delaware out, than if you put it in.

(WMP: Keep it all in one state.)

Well, two states, you've got to have New Jersey. We did not bother about New York, except that we ran into the extremely difficult problem that New Jersey is in two metropolitan regions; New York and Philadelphia. And when, for example, we were giving thought to the organization of a data bank for the Philadelphia metropolitan area, there being a lot of loose data lying around and we thought it would be helpful to spend some money to get this in some kind of order so people could use it. We soon found that the way in which the data was collected in Philadelphia, was completely different from the way in which similar data was being collected in the New York area, and the
people in New Jersey, naturally were divided as to whether they should collect their data according to the Philadelphia system or the New York system. And this dilemma problem... sounds easy to state, but was extremely complicated to work out and the last I heard, it had not been worked out. But I presume by now, there is some congruence between the New York and Philadelphia methods where relevant, and New Jersey therefore finds itself in a position where it can collect data all on one basis, and have it fit into both metropolitan schemes, although in the earlier days, when I was working on this, this problem was far from solved.

(WMP: Who would be working on that problem in New York now, or here?)

Darned if I know. I haven't any idea.

(WMP: I'm not sure there's anybody.)

Well, in my day, it was the people in the mayor's office in New York who were masterminding all this. I think they were being stimulated by the Regional Plan Association, probably. Kim Norton probably was in the background, pushing them.

And in Pennsylvania it was the people in Philadelphia, I would think in Dilworth's administration, probably Kirk Petshek and of course, our friend, Henry Fagan. His operation, in the long run, was going to depend on some kind of congruence of data gathering for the region as a whole, as he understood it.

(WMP: Well, was he a contemporary of yours?)

Very much so. The Henry Fagan operation, which was called... you'll have to refresh my recollection...the umpty dah Transportation Study...the Philadelphia Regional...

(WMP: The Penn Jersey Transportation Study.)

Penn Jersey Transportation Study...I guess that's right. It was financed by the federal government out of highway funds, I believe. And I think the ostensible purpose was to study highway planning for the future. But Henry Fagan, who came from the staff of the Regional Planning Association of New York, and was its director, naturally soon developed a secret agenda with respect to the development of other modes of transportation and particularly, rail, although I think that much of the published material omitted any reference to this, because, of course, the highway people in those days could not abide the thought of their money being spent on anything having to do with railroads.
But I think that Henry did manage to get that into his plan at some degree. He came on the scene about the same time that Penjerdel did and he and I worked very closely together on a large number of projects. And in fact, he considered the Penjerdel apparatus as his performance of an obligation imposed on him by somebody in Washington...that he has some kind of a citizen input into his operation, and rather than create a separate citizen apparatus, he relied on Penjerdel meetings that we called to discuss transportation problems, and so on, as complying with the requirement that fell on him to have such public discussion.

On the question of how well the Penjerdel program adhered to the objectives originally promulgated, it should first be observed that those objectives were pretty vague, and almost anything would have complied with them. We did try to keep the expenses about even...50-50...between the support of research projects and the universities, and the support and promotion of citizen watchdog organizations...organizations or activities to arouse citizen interest by way, for example, of regional conferences on such subjects as the preservation of open space, and the medical, social services, and transportation, air pollution, and such problems.

However, I think if I look back at it and consider doing it over again, I would have had much greater doubt than I did at that time, as to the capacity and interest of the local academic scholars of any real ability, to work on these questions. It was like pulling teeth to get people of real ability to address themselves to these issues, because most of them had a life-long interest in something else...as, for example, the reform of the post office, or other things which were unrelated to our issue. And we found ourselves dealing with third-rate people, who through the active intervention of Barbara Terrett, who was on the Penjerdel staff and in charge of this kind of thing, sometimes did manage to produce useful pieces of research, but most of the time, I'm afraid as I look back on it, a lot of the money was frittered away, in studies of doubtful relevance, and insufficient documentation.

And furthermore, my view about this, I think is confirmed by the fact, that Paul Ylvisaker himself said afterwards, that he felt that the sort of little social science research council that we were trying to run in the Philadelphia area, had too limited a geographical base, notwithstanding the large number of academic institutions in this area, there really are too few departments of political science of the first rank in this area, too few people in them who are really interested in research projects, to run in this limited area a program of this kind.
The program of resources for the future, for example in Washington, which has been running successfully for a good many years, with Ford Foundation support, has the advantage of being able to draw on scholars from the entire country, and they can naturally get higher quality work and work of greater interest from the wide variety of people who are available to them, nationwide, than was possible to us, since we were confined to the institutions in our metropolitan area.

We now will deal simultaneously with two questions. First, did you play a part in the establishment of the Regional Conference of Elected Officials, why was it formed, and who took the leadership of its formation, what were its objectives, and another question that says, what was the relationship between the Regional Conference of Elected Officials and Penjerdel?

Well, the origin of the R.C.E.O., as we came to call it, really was at a general meeting of the Board of Directors of Penjerdel about the second year of its operation, when we were frankly in somewhat of a quandary as to the details of our program, and Henry Fagan suggested, very appropriately, that we ask Kim Norton from New York, who had had long experience with the Regional Plan Association there, to come and meet with our directors, and we would have a sort of a brain-storming session at which we would consider our program. Which Kim Norton did. And at the time he was very much involved in getting organized an association of officials in the New York metropolitan area. I forget what it was called and I think it has since died. But in any event, that was his current interest.

And he described what he was doing and how he was trying to work it out. And this aroused considerable interest amongst the lay persons on our board from throughout the Penjerdel region. And I should parenthetically say here that one of the main accomplishments of Penjerdel was to get together a board of directors of persons of real business and civic leadership from all the eleven counties. And Al Williams often said that that's the first time that had ever been done and he thought it was one of the main accomplishments...was just to get all those people in the same room and get them to know each other and talk together.

(WMP: Excuse me. Was Al Williams at that stage president of the Federal Reserve Bank or had he retired?)

I think he was still the president, although he was on the verge of retirement. The event of his retirement really didn't have much bearing one way or the other; I think the momentum of his position in the community continued. But on the other hand, so far as money raising was concerned, whatever ability he might have had as president of the bank to raise money, which I think was rather limited, certainly became less after he retired.
But to get back to the R.C.E.C. After this meeting of our board, Henry Fagan and I got together and decided between us that we would try to see what we could do to set up a similar organization in this region. And we started by going to the members of our board who had shown a good deal of interest in it, particularly people in Trenton and Wilmington and various other important centers...Camden, and I think some of the bigger counties, possibly Burlington, New Jersey, Montgomery and so on...and for example, in Trenton, we went to the president of one of the bigger banks in Trenton who was on our board, and asked him to get the political boss of Mercer County, whose name I forget, to come to lunch with us. And this person who undoubtedly made infrequent public appearances, crawled out of his dungeon, wherever it was in Trenton, and had lunch with us and this bank president. And we put the proposition to him, and, somewhat to my surprise, perhaps because the president poked him under the table and told him what to do, he said he would give it his backing. And we went through this same process in Montgomery County with Elky Wetherill, who was then on the county commission...I don't believe he was ever the chairman...in Montgomery County...and we had a businessman from West Chester and a judge from West Chester, who had connections with the political machine in the city of West Chester, or the town of West Chester, in Chester County. And they went to the politicians and encouraged them to collaborate also.

And step by step, Henry Fagan and I, usually jointly, went around and saw an increasing circle of these people. And finally, we had the first meeting, at which Elky Wetherill agreed to preside. We were very anxious to avoid any appearance of dominance by the city of Philadelphia. And Dick Dilworth attended, but he had brains enough to sit in the back row and never say a single word throughout.

But Elky took charge...

(WMP: Dick was mayor, then, of course...)

Dick was mayor. Elky took charge. The meeting was held in Cherry Hill, and he got himself elected the first chairman. We deliberately called it the Regional Conference of Elected Officials because we did not want to have a thing which was composed of their paid deputies, as for example, the paid staffs of the planning commissions, or the paid deputies in charge of their public relations or some such thing. We wanted elected officials themselves, and we wanted elected officials; we didn't want appointed people, people from the government appointed to do this or that. And we were trying in every case to get the top elected official of each jurisdiction, whether it was a municipality or a county involved. In other words the member of the organization from Philadelphia was the mayor, not somebody down the line.
Well naturally, this is rather difficult to work out, but anyway, that was the theory of the thing. And the thing met a number of times. One of the times it met was at the country club in Flourtown and Dick Dilworth, at the last minute, was sick and couldn't attend and we appealed in a hurry to the telephone company which set up a direct line between Dick Dilworth's house in Society Hill, and the place in Flourtown where the meeting was being held, and a loud speaker and a two-way communication, so that we could ask Dick Dilworth questions about where he stood about this or that, did he support the thing and all that, and he answered back on a loudspeaker from his sick bed, because he couldn't come to the meeting. But it was very effective because it showed his involvement and we were very appreciative to the telephone company, which I think was very conscious, as are the banks, and your Philadelphia Electric Company, and other people that are stuck here, that they can't move out. The Bell Telephone Company of Pennsylvania has got to stay in Philadelphia and has got to...if Philadelphia goes to the dogs they're going to go to the dogs with it.... which is not quite so true of some other people making money here; they can move. But the banks and the big insurance companies and so on, they have a very heavy stake in the better organization of the metropolitan area, and for example, Win Scott, who's now the highest vice-president, I think, of the Bell Telephone of Pennsylvania in this area, then was a rather junior executive but on the way up...he was on various Penjerdel committees by appointment, a suggestion of the telephone company, for the reason that they, and the electric company and various others gave us good ideological support...we never got much money out of them, but we did get personnel and a sympathetic hearing for what we were trying to do, because their bread was buttered where ours was.

Now about the next question, what was the relationship between the RCEO and Penjerdel? And the answer is that Penjerdel provided the staff work. There really was no conceivable way by which the RCEO could have had any staff. It had no money at all, of course, and to have provided a staff with the necessary contacts with all the politicians involved throughout the region would have been extremely difficult.

Whereas Henry Fagan and I had developed these contacts and naturally we became the staff and did the staff work and made the plans for what the organization was to do next. Naturally we cleared these with the persons who were nominally in authority, of whom Elky Wetherill was undoubtedly the most important.

With regard to what the RCEO did, naturally it had no power to do anything. All it was was a place for people to get together. But we did have presentations by persons who were knowledgeable in various fields, such as air pollution, and transportation problems and that sort of thing, and I think that the persons
participating were often quite interested and often asked quite intelligent questions about some of these issues, naturally mostly about money and where the money was going to come from to do this or that, and what strings were going to come along with the money.

We naturally never discussed any type of super-jurisdictional government which might possibly be developed for the region because we all realized that that was an impossibility. We did not promote any specific agreements between jurisdictions, although we all realized that inter-jurisdictional agreements are one pathway by which inter-jurisdictional co-operation has been worked out. The sewage in Springfield township where I live, for example, has got to flow downhill and as it does, it flows into Philadelphia and if you're going to dispose of it, you've got to have some agreement with Philadelphia as to what to do about it and there's been one since about 1900. And there are hundreds of similar agreements throughout the region between different jurisdictions, and as these agreements grow, and Earth rating gets stronger and people are more accustomed to them it seems to me that's one way in which inter-jurisdictional co-operation can develop. And the RCEO was certainly encouraged to promote that kind of co-operation.

The next question is, what studies and programs of Penjerdel did you feel were most beneficial to the region and why?

Well this is an extremely difficult question to answer because, of course, we were driving piles into intellectual mud. And it's very difficult to tell what the structure, if any, will ever be built on our piles, and what structure will be built on other peoples' piles...the mud rather concealing all the piles, and nobody knowing which is which. So no precise answer to this question can really be given.

I do think that there are people, and Elky Wetherill may be one of them, and certainly Art Holland, the present mayor of Trenton, is another, and probably there are others stashed around in various places, whose understanding of regional questions and interest in regional questions, which is persistent to this day, was encouraged and cultivated by their contact with Penjerdel and the Regional Conference of Elected Officials.

I also think on the scholarly side, that while some of our reports are undoubtedly simply gathering dust, some of them are on rather interesting questions. For example, the Department of Agriculture at the University of Delaware, which found itself with practically nothing to do because agriculture in the state of Delaware is rapidly giving way to the development of farms into houses. And the use of the agriculture school at the University of Delaware was, in those days, anyhow, rapidly declining.
The number of students who wanted to go into the school was declining and so on, whereas the amount of money that was available was constantly increasing, not only because the federal government was doling out money to farm schools all over the country as a result of the farm lobby, but also, I think, there were various endowments and provisions from the state legislature that were popular politically, but really didn't prove anything. So they had a lot of money and nothing much to do with it.

And they did have some people, who I don't think were terribly good, but they were interested in doing research on what you might call agricultural problems that seemed to have some bearing on our regional issues.

Barbara Terrett and I racked our brains to try to think of some way to use this potential, which wouldn't have cost us very much if we could possibly direct it into regional issues. And the best think we came up with, which probably wasn't very good, but I thought at the time it was better than nothing, they told us, when we interrogated them, that there was an increasing tendency for part-time farming in Delaware and probably in other parts of the region. In other words, areas which had been occupied by full-time farmers who made their living out of the farm, were disappearing because farmers couldn't make their living out of farming on those farms any more. The farms were too small, or the farmers had lost the skills, or something.

But there was an increasing number of people who had jobs in an urban situation...they worked in a factory, in a store, or the housewife went in town to work in a beauty parlor or something, but they lived in a kind of a rural setting, maybe not a real big farm, but a farm that would support a few heads of cattle or perhaps chickens that laid eggs. They had some kind of a farming operation in connection with where they lived. And they did both things, part-time. That is they worked in a factory, maybe they got out at four o'clock in the afternoon, and they came home and took care of their cattle or whatever it was.

And our concept was, that if you could promote this kind of thing, the preservation of the farms which these people could make a living out of, because they also had urban jobs, would result in the preservation of that open space in the region, and if you could work out some intelligent allocation of the land between the people who wanted to do part-time farming and the people who wanted to build houses so there was some system about which was which, that you might have a guide for land development which included open space on a viable basis; there being in those days so little money available to buy farm areas and preserve them for open space, we hoped that this technique ...it was better understood and people
knew more about it, would have an impact on the problems, undoubtedly the regional problems, of the preservation of the space throughout the region.

So we had hired the University of Delaware School of Agriculture to study this phenomenon and they did come up with a great deal of material about who was doing part-time farming and why, and whether they made a living out of it or whether they didn't, and whether they did it just for fun, or whether they supplemented their urban income, and when the factories close down they had a source of income they could rely on, all this kind of thing.

And I always thought this was a very interesting study. It was printed and I don't know whatever happened to it...it was, of course, circulated to everybody you could think of, all the libraries and everything.

Another thing that we did, we prepared, as you undoubtedly will recall, a series of pamphlets which were addressed, you might say, to the intelligent civic leaders, not to professionals, but to people who were interested in public affairs, on regional questions like sewage, and air pollution and so on, and we tried to make them attractive and we tried to make them accurate, and with really hard data in them, some of which we got out of these studies that we financed at the universities, some of which we'd dug up ourselves. Barbara Terrett dug them up, and people like Alfreda Hober were digging them up, particularly about housing and so on. And we used our citizen organization apparatus to disseminate these things, as we had hundreds of people on our mailing list, not as many as your Delaware River Basin Commission had, but we must have had several thousand anyway. And when we got one of these pamphlets finished we'd mail it to all these people. And we hoped that some of them read them and some of them by reading them had a better understanding of what was involved in the existence of some interjurisdictional problem, the inadequacy of the governmental machinery to deal with it, and what would be required in the way of machinery to try to cope with the issue.

Take the question of air pollution. There were plenty of people, may still be, for all I know, on the Pennsylvania side of the river...The prevailing wind sometimes of the year comes from the Jersey side, and blows fumes from the factories on the Jersey side, across, which ruin the paint on the houses on the Pennsylvania side. And it's extremely difficult for the Pennsylvania people to do anything about this. Their recourse presumably, is in the Jersey courts, and yet the event, or trespass, if you want to call it that, the damage is done in Pennsylvania. If you try to sue in the Pennsylvania courts, you
couldn't get jurisdiction over the guy who did the damage, 'cause he was in New Jersey. In other words, you had a difficult interjurisdictional problem. And I'm not sure that anybody has really squared that away yet.

(WMP: Couldn't go through federal courts?)

Well, maybe, maybe. The Federal Clean Air Act was enacted I think about 1960, or '65. In other words, the federal government was just beginning to move into this field at the time that I left Penjerdel in 1963, I left. It was about that time the first Federal Clean Air Act was passed. And it began by having a lot of hope in it and not many teeth.

But I think today, the situation is, that if a state refuses to adopt a program which would have the effect of stopping the kind of thing I'm describing, then the federal after a certain length of time can come in and do something about it themselves.

And this is the sort of situation now going on in New York City, where they're trying to reduce the number of cars coming into Manhattan, not because of traffic congestion, but because of the air pollution they give off. And, as you know, this has been a big dispute in New York in the courts and other ways, about putting tolls on the East River bridges and various procedures to .... this is basically an air pollution problem.

But the techniques available to the people concerned are far more sophisticated today than they were in the 1960's, early 1960's when we were working.

The next question is, what and who brought about the decision to discontinue Penjerdel?

Well, it's sort of like dying...nobody decides to die, they just die. And Penjerdel ran out of money. It's true, it was pretty clear some little time in advance that this was going to happen. We tried to raise money locally and we did succeed in getting a little, but by comparison with the money from the Ford Foundation, we only raised peanuts. And as we could easily project how long the Ford Foundation money was going to last, and at least a year ahead of running out of that money, it was clear we were going to run out of it. And I started looking for another job and I communicated to my staff, Barbara Terrett and Marjorie Jackson particularly, and we had a very nice boy who did our writing for public relations, articles for newspapers and that kind of thing...his name was Hugh something, I can't remember his last name.
He was the first one to go. He got a job with the house magazine of the Insurance Company of North America. And Dorothy Jackson got married...that was the end of her.

And when I finally left the scene, there was left about 25 or $50,000, and I thought that that final money should be used to try to put the thing to bed as decently as possible, and particularly to do the work of trying to make clear to all the people who had participated, what had happened and why we couldn't go on any further.

And I was the one who suggested to the Penjerdel board that Walter Phillips be retained to give the project decent burial. I don't know whether he conceived of the assignment in quite those terms, but that was more or less the way I looked on it, because I really did not think that there was any way that I could see, whereby a project supported by private money, like the Ford Foundation money, could possibly handle the kind of program that we had envisaged.

In the last days or months of Penjerdel, let's say in the last year, it was obvious that I was going to have to get another job. And at the time, I was very much interested in academic administration. And I had, in fact, been approached by the president of Wesleyan University, since deceased, to come to the campus there, with the title of executive vice-president. And, while I don't think it was ever thought that I would succeed him, it was thought that I could help him a good deal in his administrative problems, for which he had relatively little talent, as contrasted to his very marked talent in other directions.

(WMP: You were on the Board of Trustees.)

I'd been on the Board of Trustees there for possibly ten years before this happened, and had developed a very close working relationship with the president because I was the chairman of the education committee of the board, which had jurisdiction over all faculty appointments and changes in the curriculum, and these were the parts of the college in which he was greatly interested. He had no interest whatever, in raising money, notwithstanding the fact that the college had an awful lot of it. And there were a great many other aspects, such as buildings and grounds, and so on, which bored him absolutely to tears.

I never went through with the plan to go there as his assistant. I'm not quite sure now what reasons I would give. I think one of the most important ones was I really...neither my wife nor I wanted to leave the Philadelphia area, where we had a lot of pleasant connections. And because we had always lived here, never lived anywhere else, I think we were
both subconsciously rather fearful that we would not, at our advanced age, find ourselves sufficiently adaptable to move in an entirely new situation, and develop there the kind of interests that we had in this area which would be cut off if we left.

So I started casting about for other possibilities. I was considered for the presidency of two other colleges, in one of which a more or less concrete offer...I guess a pretty concrete offer was made, which I turned down, although that would have been as far away from Philadelphia as Middletown, still had the problems that the Middletown position would have held. In addition to which, I would have been the chief executive, whereas in the Middletown situation I would only be number two, and in a lot of ways, there's a difference.

Also, about that time, my cousin, Jim Perkins, became the president of Cornell, and he more or less, offered me a job at Cornell, as a kind of a vice-president in charge of physical planning. Cornell had some very difficult problems, partly because it is so very isolated. Ithaca is in a very peculiar position, because you can't get there by any known means, unless you walk. Even by car, most of the year you can't make it.

And that and other things, they have a lot of problems about their planning. As I believe, he told me he had installations in eight foreign countries and he had a very complicated situation, just from the point of view of physical facilities.

But I eventually decided against that. And about the same time, the person who was the head of the Academy of Natural Sciences of Philadelphia, resigned in a rather disagreeable way. He took another job and went to the job, and the chairman of his board at the academy only found out about his leaving when he read about it in the newspaper, which I thought was a little bit rough.

(WMP: Who was he?)

His name escapes me. He was not a Philadelphian. He came from St. Louis. He was an ornithologist and George Clark hired him. He was there a couple of years. He was a pretty good promoter.

George Clark, who was the chairman of the board of the Academy of Natural Sciences, found himself without a person to run the academy. And he went to Al Williams, among others, and asked for suggestions. And much to my gratification, Al Williams recommended me for the post. And while I had practically no qualifications for it and didn't know anything about natural
science, George Clark hired me and I left the Penjerdel operation and went to the academy without any intervening interruption and stayed at the academy for seven years.

I think my connections with Penjerdel and my experience in working in the region, as well as previous experience in the various citizen organizations we've referred to, were all relevant to my work at the academy, which after all, consisted in trying to increase the usefulness of an old Philadelphia institution, to a wider audience in the Philadelphia region.