

「臺北市都市計畫通盤檢討案座談會（第3場）」

會議紀錄

壹、時間：113年1月23日（星期二）下午2時30分

貳、地點：松山區行政中心大禮堂（臺北市松山區八德路四段692號11樓）

參、主持人：臺北市政府都市發展局 黃智卿 專門委員

肆、出席單位及人員：詳簽到表

伍、主席致詞：略

陸、業務單位報告：略

柒、民眾及公民團體發言摘要：

（一）民眾1發言：

1. 非常感謝都發局的長官讓我們有機會表達民生社區的一些狀況，我是松山區中央社區發展協會的理事長，中央社區發展協會涵蓋10個里，包含民生社區。民生社區在60多年前由高玉樹市長規劃成臺北市的示範區，但經過60多年後建物已老舊，都市計畫勢必應重新檢討。社區內房子有漏水、各式各樣的事情。民生社區在60多年前為荒地，當初因為民生社區法的保護，所以今天才能看到四周圍都是樹木、環境優美的示範社區。
2. 因為我們的房子已經很老舊，有3點建議：第1個是蔣市長公辦都更7599的政策，公辦都更的第一個條件是需要策略地區，但民生社區卻不是在策略地區，所以民生社區無法依7599公辦都更政策來辦理。第2個是希望民生社區有一個公辦更新計畫，讓民生社區重新作為示範區，這需要在政府的規劃之下才能達成。第3個是希望都發局能與地方組織建立

合作關係，依照地方實際需求，衡量政策，讓政策合理化，以便進行更新與整建維護，我們會有詳細的意見提供給發展局。

(二)民眾2發言：

1. 很高興今天能有機會出席說明會，代表地方民眾的意見，我本身是空間專業背景，我想應該能反應目前都市發展的困境。我是一個50年舊公寓的屋主，以前在地方推動都市更新，且本區為公辦都更地區，相比前一位先生而言，我們的狀況應該是比較好，但我還是發現有一些窒礙難行的部分，我做了一些研究，想要了解為什麼臺北市身為首善之都，明明是一個最容易更新的地方，更新卻推動困難。
2. 臺北市在30年的捷運發展之下，已形成完整的捷運路網，都市已與30年前大不相同，但我們的都市計畫卻沒有做很大幅度的調整。我了解因為法規的限制，所以沒辦法大刀闊斧的做改變，也會有一些圖利廠商的疑慮，但相較於新北市、高雄市，在容積率上有非常大的差異，臺北市是容積率最低的地方，這是相當不公平的，為什麼沒有一個全國的機制來比較？臺北市的密度應該是比其他地區更高，因為都市網絡、交通建設及更多方面的條件都應該可以容納更多的人。但因為都沒有做適度的調整，使得臺北市的人口外流，公寓50年了卻無法更新，請大家要正視，容積率的調整不是在圖利任何人，而是推動都市更新應該要有的辦法。
3. 我鼓勵政府應多編列預算去看看紐約、東京、新加坡，如何去推動大型的都市更新、政策發展及大規模的建設，讓臺北市變得更美，讓大家可以居住在更好的環境，社宅也可以在過程中被考慮進來，解決年輕人目前沒有地方居住的困境，這些東西如果不調整容積率便無法達成。
4. 我本身是在信義都市計畫區旁邊，過去南松山地區是很傳統的老舊住宅4層樓公寓，在都市發展的情況下，捷運開通後行經此處，但分區仍維持住三，沒有劃設為商業區。都市發展範圍已經擴大，大家卻仍以保守的態度看待土地使用分區，

好像只要變更就是圖利了誰，但其實不是，都市已經完全不一樣了。相較高雄市、新北市塹仔圳等，已經有很大差異的區域，大家應客觀看待這件事。

(三)民眾3發言：

第一次發言

1. 我先回應前一位小姐的發言，容積率不是政府免費提供給你的，容積率與居住人口有關，不能說這邊是都市更新地區就要給容積率，容積率是違法、違憲的。
2. 我簡單的說明一下美國費城都市計畫的內容，第 1 個是有關經費分配及經費來源，州政府補助一半，跟我們中央政府有補助款項是類似的；第 2 個人口男女比例現況及未來人口預測，第 3 個是就業狀況，以圓圈的大小來表示就業人口的多寡；第 4 個是住宅狀況，統計哪些是空屋、哪些是自住等，像臺北市有很多空屋，應使用這些閒置的空屋，不是說不管這些空屋，只推行都市更新、容積獎勵，容積獎勵是圖利建商。另外費城都市計畫還有呈現鄰里生活圈、購物中心、鄰里公園、交通系統、人口密度等。

第二次發言

1. 我是都市計畫專業人士，我剛才所提的費城都市計畫，上次已經提供資料給都發局，希望各行政區都可以參考。
2. 都市規劃是延續性的，上一屆的市長及副市長以蠻幹的方式辦理都市計畫，明明是有缺失及弊端的案件，卻被當作政績，都不依法辦理。依大法官釋字 443 號解釋，應考量人民的基本權利作審慎的審查。
3. 101 大樓旁邊有一塊地，使用分區為商業區，現況作停車場使用，應繼續維持作為停車場用地，如此才能服務 101 大樓停車需求，當時的土地重劃應有問題，市政府應有積極的做法。
4. 京華城沒有為市民服務、提供就業機會，原來為工業區變更

為商業區，拆掉後又蓋大樓，非常不合理，愧對臺北市民，不應該允許其商業行為繼續使用，使用分區應為住三。

5. 都市更新方式應以整建維護方式辦理。

(四)民眾4發言：

1. 我是住在臺北市信義區的居民，有很多民國 70 到 80 年之間被劃設為第三種住宅區的山坡地，因為當時交通環境與客觀條件，沒有辦法建築。貴局土地使用分區證明上載明這些土地為第三種住宅區，但貴局認為這些土地受限於山坡地管理辦法，如果為 3 級、4 級、5 級、6 級坡以上的土地，完全不得作為建築使用，至今這些土地長達 40 年的時間沒有辦法建築。今天我們的訴求是，第三種住宅區有法定的容積，法定的容積在第三種住宅區土地上無法使用，這些土地應准許其辦理容積移轉。目前為止，我們知道議會已經一讀通過住二、住三的都市更新，如果所能興建的容積率未達容積申請上限時，市政府同意剩餘的容積可以辦理移轉。
2. 公共設施保留地包含道路用地，依法也沒有法定容積，這些沒有法定容積的土地，市政府允許其捐贈後辦理容積移轉。為什麼第三種住宅區位於山坡地範圍，不能建築，也不允許我們辦理容積移轉，希望市政府允許我們辦理容積移轉，另外提供書面意見給市政府。

(五)民眾5發言：

主席、各位來賓，如果法規更改導致現有本來可以建築的土地，不能興建的時候，政府是不是應該 5 年檢討一次？我們有一筆土地，33 年來市政府都沒有檢討過，因為法令變更導致不能興建，這對老百姓來說是很冤枉的事情。土地劃設為住宅區是市政府劃設，劃設完成後應有法定的建蔽率及容積率，市政府法規修正後規定坡度較陡的土地不能建築，但我們的土地地形地貌從日據時期就已是如此，如果屬於山坡地，當初就不應該劃設為住宅區。當時如果屬於誤劃，市政府要辦理更正，作為老百姓沒有話說，但市政府應檢討提出補償

辦法，不然老百姓繳稅繳了幾十年，使用分區證明仍為第三種住宅區，於申請建築時，卻需依山坡地管理辦法辦理，請代轉我們的意見給都發局參酌。

(六)民眾6發言：

第一次發言

1. 主席好，我是松山區復盛里的居民，目前我們家正在推都更，使用分區是「住三之一（特）」，依土管第 10 條規定，臨接 30 公尺以上的道路，如果臨接道路面寬 16 公尺以上，則容積率可以從 225%變為 300%。我們面臨市民大道側，市政府規定市民大道側路寬僅有 6 公尺，與現況明顯不符，希望都發局可以重新認定市民大道路寬。
2. 一條道路的路寬應是固定的，不會因場景、限制、設定的不同而有所改變，但依市政府 108 年發布的臺北市松山區都市計畫通盤檢討案第 46 頁道路幾何特性分析中，市民大道被設定為主要道路，路寬設定為 40 公尺；在防救災計畫中，將市民大道認定為緊急道路，且路寬為 20 公尺以上。為何在辦理都市更新時，市政府卻將市民大道路寬認定為 6 公尺？為什麼一條道路會有這麼多不同路寬的認定？這造成我們沒辦法將容積率由 225%變為 300%，也不符合土管規定。
3. 光復南路在都市計畫道路幾何特性分析中，設定的路寬只有 18 至 30 公尺，在防救災計畫中被認定為次要道路，只有 15 公尺，均低於市民大道路寬。但光復南路沿路的容積率幾乎都是 300%，為何市民大道路寬僅以 6 公尺認定？希望市政府可以重新認定市民大道路寬，改善沿路的容積率。

第二次發言

因為目前市政府有在推行防災型都更，如果都更範圍內有兩棟建築，A 棟防災係數等級低於 0.35，則可以符合防災型都更條件，但如果 B 棟防災係數等級未低於 0.35，則未能符合符合防災型都更條件，同一個範圍內不同條件可能導致都更

意願分歧。建議都更範圍內只要有一棟建物防災係數低於0.35，則允許全區範圍均可爭取防災都更獎勵。

(七)民眾7發言：

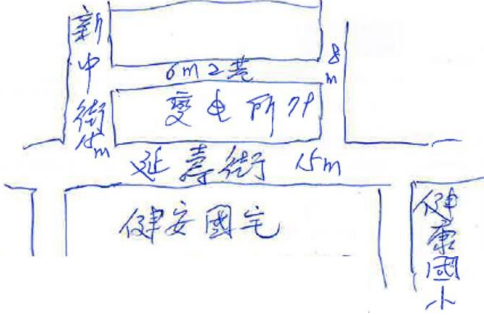
1. 希望從西區的玉泉公園、市民大道南側如華山的綠廊帶、松菸，至瓶蓋工廠等範圍，可以規劃完善的自行車道。
2. 延續第2位發言民眾，從八德路、光復南路口到基隆路這一帶，過去30多年，八德路到基隆路使用分區都維持住三，大家可以很明顯的感受到往基隆路的方向，發展較為沒落，雖然未來有區公所改造的規劃，可能會變得繁榮一點，但還是希望可以儘快變更周邊地區的使用分區。

捌、會議結論：

謝謝各位今天的參與，如果各位還有相關意見，可以透過都市發展局網站或是以書面方式寄送至都市發展局，我們都會將大家的意見收錄，今天公開徵求意見座談會進行到此，謝謝今天大家的參與。

玖、散會(下午3時25分)

附件、座談會現場書面陳情意見綜理表

| 編號 | 提案人 | 行政區 行政里 | 位置 | 地號 | 提案內容 | 所涉其 他權責 單位 |
|-----|---|------------|-----------------------------------|--|--|------------------|
| 3-1 | 高○陸 | 松山區 介壽里 | - | 松山區 民生段 79地號 | <p>1.提請遷建民生變電所，或地下化，且有多位居長期有身體上不適。</p>  <p>2.因人口密集區，且近健康國小，安全顧慮，請遷建。</p> | 台灣電力公司 |
| 3-2 | 高○陸 | 松山區 介壽里 | 松山區新 中街2巷 及其他聯 合四村建 築 | - | 請修訂民生東路新社區開發建築管理辦法規定，原訂全街廓開發(都市更新)，應縮小規模適度符合居民意願，切割開發(原街廓內各筆土地皆已細分)，如78-10至78-19地號。 | - |
| 3-3 | 臺北市松 山區中央 社區發展 協會理事 長-周○ 棣 | 松山區 | 民生東路 社區 | - | 民生東路社區範圍應納入臺北市都市更新整建維護策略地區 詳附件3-3 | 都更處 |
| 3-4 | 謝○隆、 王○文、 張○凌、 陳○台、 陳○文、 陳○為 | 信義區 雙和里 | 信義區吳 興街284 巷1、3、 5號旁 | 信義區 吳興段 二小段 504-5、 504-6、 504-7、 507、 507-6、 507-7地 號 | 本案土地為「第三種住宅區」(分區使用證明內並未加註"山坡地範圍")現因貴府函告本案土地申請時需按「山坡地建築管理辦法」辦理。然經查該土地現有地形均為3、4、5、6級坡，致使本案土地不符合建築技術規則第13章之規定，無法做建築使用。失去其「第三種住宅區」"法定容積"應有之權益。現今貴府已就同屬"住三"山坡地之40處範圍內已建老舊房屋，均可開放「都市更新」且剩餘之"容積"亦可做容積移轉。又現今公共設施用地無"法定容積"亦可"單獨作容積移傳"。而本案 | 建管處 |

| 編號 | 提案人 | 行政區 行政里 | 位置 | 地號 | 提案內容 | 所涉其 他權責 單位 |
|-----|-------------|------------|--------------|------------------|--|------------------|
| | | | | | 土地在貴府公佈為第三種住宅區迄今四十年在貴府現有法令、制度下無法做建築使用，故而援引大法官解釋第 742 號(詳如附件)及其補充解釋。陳請貴府將該土地劃為”可個別容積移轉送出區域”以茲行政救濟，才能在法令許可下兼顧山坡地安全並保障公民財產應有之權益。 詳附件 3-4 | |
| 3-5 | 松山區復盛里里長張晉維 | 松山區復盛里 | 松山區復盛里第 21 鄰 | 松山區西松段三小段 454 地號 | 臺北市松山區西松段三小段地號 454 等(復盛里第 21 鄰)，該區塊鄰靠中大型公園(復盛公園)，且面對鐵道博物館，應有條件開放容積上限至 300%，請求放寬市民大道五段的路寬認定並改變使用區分種別為住 3-1，或可部分回饋公益使用例如公共停車場、長照中心、育幼園等，創造雙贏共榮。 過去復盛里都更困難舊有的小市場破舊殘敗，整體發展遲緩。人行空間、停車空間嚴重不足，建築老化生活不便影響里民生活，希望能就現有條件尋求突破，配合鐵博館、松菸文創地區給予總體的發展規劃。 詳細如附件 202311 復盛里陳情建議事項。 詳附件 3-5 | 都更處 |
| 3-6 | 彭○華 | 全市 | - | - | 台北市松山、信義區通檢座談會意見書 一、都市計畫法第 26 條通盤檢討，係以 25 年為期的行政計畫，對都市的人口、土地使用，分別：(一)、人口現況及預測、(二)、就業、(三)、使用分區：工業、商業、住宅、遊憩，(四)、人口密度等分別圖示，以美國費城(Philadelphia)都市計畫圖例參考(已於 1 月 19 日座談會提出，適用本地區)。 二、信義區早年在台北 101 附近有一 | 都更處 新工處 |

| 編號 | 提案人 | 行政區 行政里 | 位置 | 地號 | 提案內容 | 所涉其 他權責 單位 |
|----|-----|------------|----|----|---|------------------|
| | | | | | <p>個土地重劃區，將某一基地供作停車場 8 年使用(商業區)，迄今早已屆期，但被某財團擬將該地點興建商業大樓(有轉手)，此商業大樓若實現，將破壞 101 大樓景觀，故 101 大樓旁的停車場不能變更為其他使用分區，必要時應追溯該 8 年停車場使用，為永久使用，即所有權移轉會台北市政府所有，追溯該土地重劃不法。</p> <p>三、松山區的京華城未經都市計畫委員會審查陳情人的意見，柯文哲、彭振聲二人有違失，請即停止京華城施工，請依大法官釋字第 443 號解釋，採高密度審查，原商業區經營不善，於圓球體拆除後，應順應附近環境性質為住宅區第三種用途，始為合理，謹此建議。威京經營京華城，工業區變更為商業區，竟已經營失敗收場，沒有創造商業區永續經營，為市民創造工作機會，愧對全體市民(且市政府收不到稅金)，故不應再給威京蓋大飯店經營商業機會，對全體市民不公，且該基地四周均係住宅區，仍作商業區用途，不合適，現行發給的建照以 800%容積，所依都市計畫法不合法，該建造費用應由沈慶京、柯文哲、彭振聲(陳情人不信媒有瀆職)承擔一切損失。</p> <p>四、有關該信義、松山分區內有都市更新適用者，現在若領得建造尚未施工者，應檢視改採整建、維護方式更新；若實施者在重建事業計畫中者，命改採整建、維護方式更新，在整建、維護不可行(有發現該二更</p> | |

| 編號 | 提案人 | 行政區 行政里 | 位置 | 地號 | 提案內容 | 所涉其 他權責 單位 |
|-----|-----|------------|-----|----|--|------------------|
| | | | | | <p>新方式有事實上不能，經提報市政府確認後)，始採重建更新，行政機關變更行政行為，係依法行政，前柯文哲、林欽榮，彭振聲對此等「以多元更新選擇方案」，允採重建更新，拒絕依法行政(行政程序法第 7 條)，應負行政不法的一切法律責任[對建商賠償責任]。</p> <p>五、松山地區、建國南北路高架橋，兩旁住宅區認為噪音干擾睡眠，請設隔音牆。敬呈 台北市政府都市發展局 113 年 1 月 23 日</p> <p>六、大巨蛋未經都委會詳規劃而准可興建，瑕疵應追溯。(安全不確定) 詳附件 3-6</p> | |
| 3-7 | 楊○萍 | 信義區 | 信義區 | - | <p>台北市歷經 30 年的捷運路網發展，交通建設及公共設施的容納量已大幅提升，然而土地使用分區及容積率並未做相應之調整，致使信義計畫區旁歷經都市發展已成為市中心的區域雖在捷運站旁卻因住三容積率 225%，50 年舊公寓雖在公辦都更區仍難以都更，新北市、高雄市的住宅區容積率(300-400%)均遠高於台北市(225%)，實需全面調高台北市容積率至 300%以上。</p> | - |

附件-座談會現場人民陳情意見編號 3-3

民生東路社區範圍應納入臺北市都市更新整建維護策略地區

臺北市松山區中央社區發展協會 理事長 [REDACTED]

1. 民生東路社區為全臺灣第一座美式街廓規劃之示範社區

民國 53 年當時市長高玉樹向中央提出 500 萬美元之貸款專案計畫，選定近 110 公頃土地規劃成為供給 45,000 人居住的社區，同時市府據此成立「民生東路新社區」。

棋盤式街道空間規劃特色、街廓方正，並有雙核心公共設施：三民路圓環社區中心，以及位於精忠里的社區副中心，全區低強度發展，隨著後續住商混合開發，社區樣貌與當年構想已不盡相同。

地區多數建築都是 4~5 層樓公寓，且多數開發建設時並未有公用樓梯可達屋頂，因地區綠化植栽密度高，屋頂推積塵土滋生雜草、植物而破壞建築結構、屋頂排水、防水等，因無法直接到達屋頂層，導致維護保養及維修困難，或是藉個別住戶自行開設抵達屋頂之樓梯通路時，因私人因素難以借道等困境。

2. 社區多數公寓年久老舊，漏水、結構修繕與加電梯等問題需要政策輔導與補助

本社區普遍性的高屋齡超過 50 年以上，室內漏水，或行道樹、公園樹木竄根堵住一樓排水，回堵導致樓上排水不能宣洩，蔓延至室內之問題。

地區相關生活居住問題，非常需要政府更新政策輔導，輔導社區加強更新或協助整建維護，以改善居住安全性、舒適性、宜居等，另精忠里因瞭解居住 3 樓以上高齡者出入上下樓梯有困難，曾進行加建電梯意願或參與公辦整建維護政策之訪查與輔導，然限於較高同意規定，或私產權不易整合等因素，導致增設電梯難以推展，高齡者生活條件仍受到限制。

3. 周邊開發逐步帶動地區更新動能

民生社區周邊包括玉山金控地案總部、全球人壽基地、以及台塑企業的更新、松南營區計畫以及捷運民生汐止線建設計畫等，都對於地區的都市更新帶來引導能量。



圖1 民生社區步登公寓住宅室內漏水、屋頂植被影響排水議題

4. 結論與建議

基於以上說明，本協會建議市府都市發展與都市更新政策，對於民生社區特定專用區的整體再生有幾點建議：

- (一) 民生社區範圍（或再檢討其範圍之適宜性）應納入市府都市更新政策施行之策略地區

於民國 50-60 年代規劃開發的臺北市居住生活示範社區，歷經近 60 年以上發展，社區的都市公共環境、居住環境在各方面都需要再度從整體性、全面性的政策觀點檢視評估，才得確保號稱台北市示範社區的優質居住環境與永續宜居發展。

- (二) 建議市府應積極進行民生社區中心/副中心設施公辦更新的計畫

社區中心與副中心各項設施已年久老舊，各項服務功能、硬體空間

條件等，已不能完整符合高齡化、少子化及淨零碳排時代之需求，建議有必要進行全面體檢、更新策略與行動計畫評估。

(三) 積極與地方社區組織建立合作關係，依據社區實際需求並衡量政策執行合理性，協助進行更新或整建維護

民生社區的地方組織、民間團體、專業社群等在地經營很久，對地方發展議題、社區脈絡等均了解透徹，亦具備可觀的集結能量，建議市府政策可深入評估與地方合作的適宜方式，共同推動執行優質政策，才能獲得互利共榮。

No. 157810


臺北市政府都市發展局
都市計畫公共設施用地及土地使用分區證明書

受文者：張■魁

發文日期字號：中華民國 112 年 03 月 10 日北市都測證字第 11200623 號

- 說明：一、依據臺北市都市計畫公共設施用地及土地使用分區證明申請辦法辦理。
 二、本證明書係依據本局都市計畫地籍套繪圖查明，僅供參考之用，如為用作實施之依據應依現地指示建築線或依都市計畫格由地政單位實地鑑界為準。
 三、申請地是否涉及軍事禁(限)建及是否在國家公園區域範圍內，應由主管機關認定。又有關都市計畫各種管制規定，概依都市計畫公告圖及說明書辦理。
 四、本證明有效期限為4個月，惟在上述期間經都市計畫變更時，應依公告發布實施之計畫為準。

證明內容：

| 段別 | 小段 | 地 號 | 查 復 內 容 | 備 註 |
|---|----|-------|---------|-------------------------|
| 吳興 | 二 | 507 | 第三種住宅區。 | 本案依分層負責規定授權本局都市測量科承辦人決行 |
| 吳興 | 二 | 507-6 | 第三種住宅區。 | |
| 吳興 | 二 | 507-7 | 第三種住宅區。 | |
| 以下空白 | | | | |
|  | | | | |
| 合 計 | 共 | 3 | 筆 頁 數 | 共 1 頁 頁 次 第 1 頁 |
| | | | | 局 長 王玉芬 |

正 本

檔 號：

保存年限：

臺北市政府都市發展局 函

臺北市

受文者：張文魁君

發文日期：中華民國110年4月22日

發文字號：北市都建字第1106032346號

速別：普通件

密等及解密條件或保密期限：

附件：

地址：臺北市信義區市府路1號

承辦人：顏子雅

電話：02-2720-8889#8517

電子信箱：bml921@mail.taipei.gov.tw

主旨：有關信義區吳興段二小段507-6地號土地涉「山坡地開發建築管制規定」疑義一案，請查照。

說明：

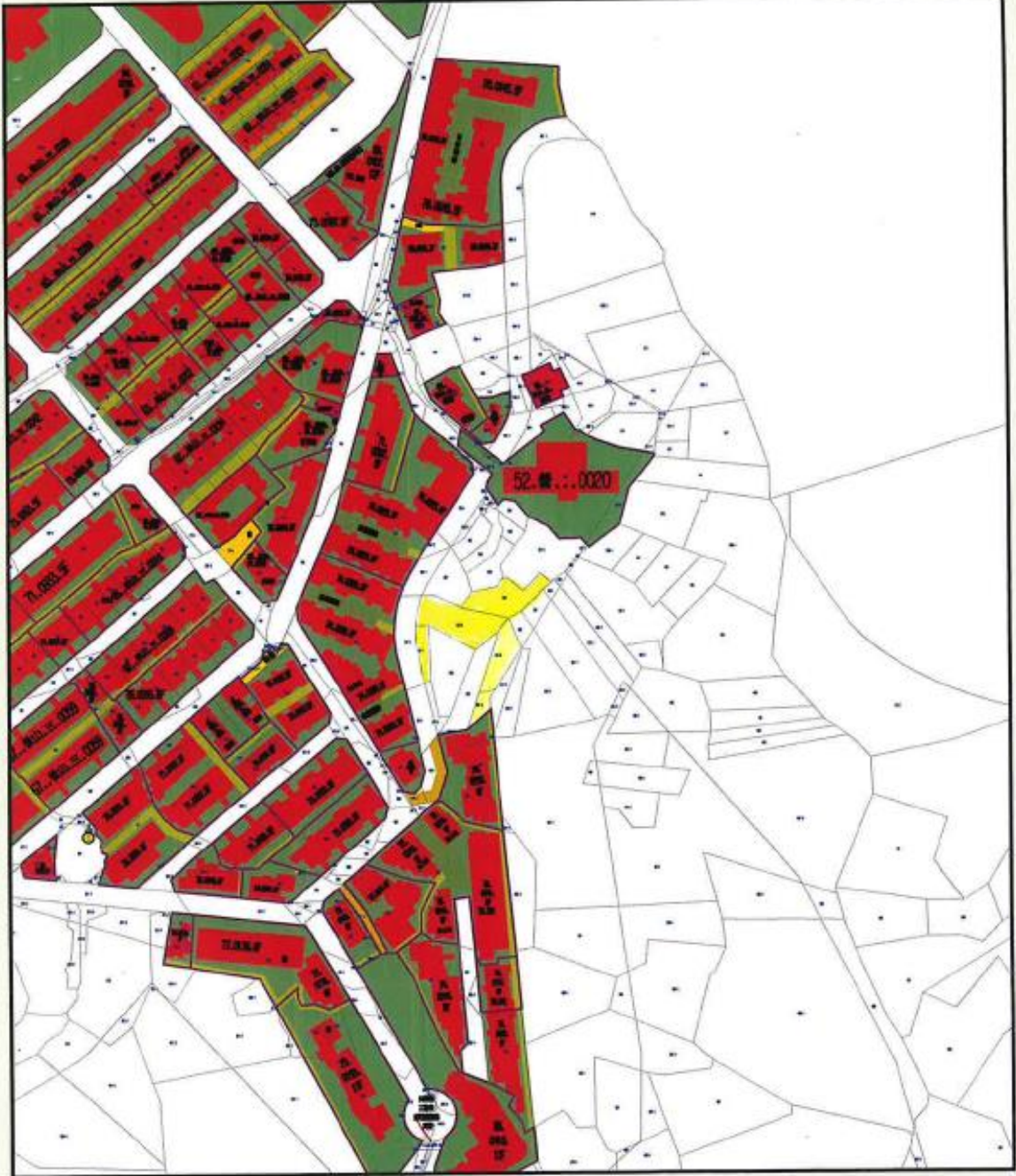
- 一、依臺北市議會陳議員永德囑辦事項(110年3月15日)辦理。
- 二、旨揭地號經查屬行政院核定公告之法定山坡地，其申請建築應依「**山坡地建築管理辦法**」、「**建築法**」及「**建築技術規則**」檢討辦理。
- 三、至本案是否屬「臺北市都市計畫劃定山坡地開發建築管制規定」，建議逕洽權管單位為宜。

正本：張文魁君

副本：陳永德議員

局長 黃一平

本案依分層負責規定授權人員決行



| | | | | |
|--|---|-----------------------------------|--|--|
| 臺北市建築執照地籍套繪圖 | | | | 列印單位 臺北市管理工程處 建築執照地籍套繪圖 資訊室 列印 |
| 信義區吳興段二小段 | | 比例尺 1:2000 | | |
| 本建築物套繪圖資訊，因涉及地籍重測整理、分割或都市計畫變更等，致未能呈現最新資訊，本圖僅供參考，不作任何證明之依據。使用人仍應詳查地政登記之內容及臺北市政府核准之建築執照圖說為準。 | | | | |
| ■ 建物 ■ 防火間隔 ■ 空地 ■ 基地範圍 ■ 未計空地比私設通路(基地內通路) | ■ 基地內通路 ■ 保留地 ■ 現有巷 ■ 認定建築線 ■ 現有巷 | ■ 退縮地 ■ 騎樓 ■ 其他 ■ 無遮簷人行道 | | |

2023/3/10 EME& 09:51:55 /1907



大法官解釋

發文單位：司法院

解釋字號：釋字第 742 號

解釋日期：民國 105 年 12 月 09 日

資料來源：司法院

司法周刊 第 1828 期 1 版

司法院公報 第 59 卷 1 期 1-84 頁

司法院大法官解釋（三十五）（106年12月版）第 689-761 頁

法令月刊 第 68 卷 2 期 155-157 頁

相關法條：中華民國憲法 第 15、16 條

行政程序法 第 92、150 條

行政訴訟法 第 2、4、6、8、9、198 條

憲法訴訟法 第 5 條

地方制度法 第 25、26、27、29 條

都市計畫法 第 1、3、5、7、9、22、26、27、29、31、32、41、42 條

都市計畫定期通盤檢討實施辦法 第 4 條

法官法 第 8 條

法官遴選辦法 第 6 條

解釋文： 都市計畫擬定計畫機關依規定所為定期通盤檢討，對原都市計畫作必要之變更，屬法規性質，並非行政處分。惟如其中具體項目有直接限制一定區域內特定人或可得確定多數人之權益或增加其負擔者，基於有權利即有救濟之憲法原則，應許其就該部分提起訴願或行政訴訟以資救濟，始符憲法第十六條保障人民訴願權與訴訟權之意旨。本院釋字第一五六號解釋應予補充。

都市計畫之訂定（含定期通盤檢討之變更），影響人民權益甚鉅。立法機關應於本解釋公布之日起二年內增訂相關規定，使人民得就違法之都市計畫，認為損害其權利或法律上利益者，提起訴訟以資救濟。如逾期未增訂，自本解釋公布之日起二年後發布之都市計畫（含定期通盤檢討之變更），其救濟應準用訴願法及行政訴訟法有關違法行政處分之救濟規定。

理由書： 當事人對於確定終局裁判所適用之本院解釋，發生疑義，聲請補充解釋，經核確有正當理由者，應予受理（本院釋字第五〇三號、第七四一號解釋參照）。本件二聲請案之聲請人各因都市計畫事件提起行政爭訟，分別經最高行政法院確定終局裁判引用本院釋字第一五六號解釋（下稱系爭解釋）作為裁判依據。系爭解釋之解釋文釋示：「主管機關變更都市計畫，係公法上之單方行政行為，如直接限制一定區域內人民之權利、利益或增加其負擔，即具有行政處分之性質，其因而致特定人或可得確定之多數

人之權益遭受不當或違法之損害者，自應許其提起訴願或行政訴訟以資救濟，本院釋字第一四八號解釋應予補充釋明。」且於理由書附論：「都市計畫之個別變更，與都市計畫之擬定、發布及擬定計畫機關依規定五年定期通盤檢討所作必要之變更（都市計畫法第二十六條參照），並非直接限制一定區域內人民之權益或增加其負擔者，有所不同。」聲請人就都市計畫定期通盤檢討所作變更是否為行政處分，及得否提起行政爭訟部分，聲請補充解釋，經核有正當理由，合先敘明。

憲法第十五條規定人民財產權應予保障，旨在確保個人依財產之存續狀態行使其自由使用、收益及處分之權能，並免於遭受公權力或第三人之侵害，俾能實現個人自由、發展人格及維護尊嚴（本院釋字第四〇〇號、第七三九號解釋參照）。又憲法第十六條保障人民訴訟權，係指人民於其權利或法律上利益遭受侵害時，有請求法院救濟之權利（本院釋字第七三六號解釋參照）。基於有權利即有救濟之憲法原則，人民權利或法律上利益遭受侵害時，必須給予向法院提起訴訟，請求依正當法律程序公平審判，以獲及時有效救濟之機會。此乃訴訟權保障之核心內容（本院釋字第三九六號、第五七四號、第六五三號解釋參照）。

原因案件之一所適用之中華民國六十二年九月六日修正公布之都市計畫法第二十六條規定：「都市計畫經發布實施後，不得隨時任意變更。但擬定計畫之機關每五年至少應通盤檢討一次，依據發展情況並參考人民建議作必要之變更。對於非必要之公共設施用地，應予撤銷並變更其使用。」另一原因案件所適用之現行都市計畫法第二十六條規定：「（第一項）都市計畫經發布實施後，不得隨時任意變更。但擬定計畫之機關每三年內或五年內至少應通盤檢討一次，依據發展情況，並參考人民建議作必要之變更。對於非必要之公共設施用地，應變更其使用。（第二項）前項都市計畫定期通盤檢討之辦理機關、作業方法及檢討基準等事項之實施辦法，由內政部定之。」均未具體規範定期通盤檢討之變更範圍及可能之內容。都市計畫定期通盤檢討實施辦法第四條則規定，定期通盤檢討得對主要計畫及細部計畫為必要之修正，是其所修正之範圍及內容甚廣。按定期通盤檢討對原都市計畫之主要計畫或細部計畫所作必要變更，屬法規性質，並非行政處分。然由於定期通盤檢討所可能納入都市計畫內容之範圍並無明確限制，其個別項目之內容有無直接限制一定區域內特定人或可得確定多數人之權益或增加負擔，不能一概而論。訴願機關及行政法院自應就個案審查定期通盤檢討公告內個別項目之具體內容，判斷其有無個案變更之性質，亦即是否直接限制一定區域內特定人或可得確定多數人之權益或增加負擔，以決定是否屬行政處分之性質及得否提起行政爭訟。如經認定為個案變更而有行政處分之性質者，基於有權利即有救濟之憲法原則，應許其就該部分提起訴願或行政訴訟以資救濟，始符憲法第十六條保障人民訴願權及訴訟權之意旨。系爭解釋應予補充。

又都市計畫（含定期通盤檢討之變更；下同），因屬法規性質，並非行政處分，依現行法制，人民縱認其違法且損害其權利或法律上利益，仍須俟後續行政處分作成後，始得依行政訴訟法提起撤銷訴訟（行政訴訟法第四條第一項參照）。然都市計畫核定發布後，都市計畫範圍內土地之使用將受限制（都市計畫法第六條及第三章至第六章等相關限制規定參照），影響區內人民權益甚鉅，且其內容與行政處分往往難以明確區隔。為使人民財產權及訴訟權受及時、有效、完整之保障，於其財產權因都市計畫而受有侵害時，得及時提起訴訟請求救濟，並藉以督促主管機關擬定、核定與發布都市計畫時，遵守法律規範，立法機關應於本解釋公布之日起二年內增訂相關規定，使人民得就違法之都市計畫，認為損害其權利或法律上利益者，提起訴訟以資救濟。如逾期未增訂，自本解釋公布之日起二年後發布之都市計畫之救濟，應準用訴願法及行政訴訟法有關違法行政處分之救濟規定。

有關聲請案之一之聲請人聲請解釋臺北市政府八十一年十二月十四日府工二字第八一〇八六八九三號公告「臺北市都市計畫公共設施保留地（通盤檢討）案」詳細說明欄三、（一）變更計畫部分編號 5. 備註 2. 「……應提供 30%之土地作公共設施（公園用地），同時法定空地亦應配合集中留設」違憲部分，因該備註規定是否直接限制一定區域內特定人或可得確定多數人之權益或增加其負擔，而具有行政處分之性質，並因而許其提起行政爭訟，應由行政法院依本解釋意旨認定；其既屬行政法院認事用法之職權範圍，自不得據以聲請本院解釋。是該聲請人此部分之聲請，核與司法院大法官審理案件法第五條第一項第二款規定不合，依同條第三項規定，應不受理。

大法官會議主席 大法官 許宗力
 大法官 蔡 徽
 陳碧玉
 黃璽君
 羅昌發
 湯德宗
 吳陳銀
 蔡明誠
 林俊益
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大學雙主修

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司法三等

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升學考試

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Search

大法官解釋 釋字第742號

公佈日期：

解釋爭點

都市計畫定期通盤檢討變更，如其中具體項目有直接限制一定區域內特定人或可得確定多數人之權益或增加其負擔者，得否其就該部分提起訴願或行政訴訟？

[解釋要旨](#) [相關法條](#) [重點提示](#) [解釋文](#) [解釋理由書](#) [解釋意見書](#)
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解釋意見書

協同意見書：

大法官 [林俊益](#) 提出

壹、前言

本件解釋為【都市計畫定期通盤檢討變更之救濟案】

本件解釋併有二件聲請案。聲請案之一，聲請人等所有之土地，前經規劃為「中央研究院機關用地」，嗣該院放棄保留而變更為「第三種住宅區」，經臺北市政府八十一年十二月十四日府工二字第八一〇八六八九三號公告「臺北市都市計畫公共設施保留地（通盤檢討）案」詳細說明欄三、（一）變更計畫部分編號5.備註2：「……應提供30%之土地作公共設施（公園用地），同時法定空地亦應配合集中留設」，聲請人至一〇二年十月十七日始提起訴願，經內政部以其等訴願逾期不合法予以不受理，再提行政訴訟，[1]經最高行政法院判決，[2]依本院釋字第一五六號解釋（下稱系爭解釋）理由所稱：「此項都市計畫之個別變更，與都市計畫之擬定、發布及擬定計畫機關依規定五年定期通盤檢討所作必

要之變更（都市計畫法第二十六條參照），並非直接限制一定區域內人民之權益或增加其負擔者，有所不同」等語，認依都市計畫法（下稱都計法）第二十六條規定所為之五年定期通盤檢討所作必要之變更計畫，係屬於法規性質，而非行政處分，認聲請人之主張為無理由而判決駁回上訴確定（確定終局判決）。

另一聲請案，聲請人以經營加油站為業，依法取得建築執照擬在某「加油站用地」設置加油站，嗣經臺北市政府依都計法第二十六條規定，進行「臺北市士林區外雙溪地區都市計畫通盤檢討（主要計畫）」，將上開「加油站用地」變更為「交通用地（遊客中心）」報請內政部以一〇二年五月六日函核定，臺北市政府再於一〇二年五月十三日公告實施。聲請人不服，經訴願後，依法提起訴訟，[3]經最高行政法院裁定援引系爭解釋，[4]認上開內政部函及臺北市政府公告之「臺北市士林區外雙溪地區都市計畫通盤檢討（主要計畫）」，均非對外直接發生法律效果之行政處分，自不得對之提起撤銷訴訟，以抗告無理由而裁定駁回之。上開二件聲請案之確定終局裁判，均援引系爭解釋，認都市計畫定期通盤檢討所作變更，屬法規性質，並非行政處分，人民權益縱受有損害，亦不得提起撤銷訴訟。聲請人等認上開確定終局裁判所適用之系爭解釋，發生疑義而聲請補充解釋。

本件釋憲案之爭點，在於都市計畫定期通盤檢討所作變更，如其中具體項目，經認定（證明）確有直接限制一定區域內特定人或可得確定多數人之權益或增加其負擔者，是否應許權益受損者依法救濟？

本件解釋多數意見認為：「都市計畫擬定機關依規定所為定期通盤檢討，對原都市計畫作必要之變更，屬法規性質，並非行政處分。惟如其中具體項目有直接限制一定區域內特定人或可得確定多數人之權益或增加其負擔者，基於有權利即有救濟之憲法原則，應許其就該部分提起訴願或行政訴訟以資救濟，始符憲法第十六條保障人民訴願權與訴訟權之意旨。本院釋字第一五六號解釋應予補充。都市計畫之訂定（含定期通盤檢討之變更），影響人民權益甚鉅。立法機關應於本解釋公布之日起二年內增訂相關規定，使人民得就違法之都市計畫，認為損害其權利或法律上利益者，提起訴訟以資救濟。如逾期末增訂，自本解釋公布之日起二年後發布之都市計畫（含定期通盤檢討之變更），其救濟應準用訴願法及行政訴訟法有關違法行政處分之救濟規定。」本席敬表贊同。本件解釋，有三項特色：第一，重申都市計畫定期通盤檢討所作之變更，本質上仍屬法規性質，並非行政處分；第二，定期通盤檢討之具體項目，如經認定（證明）為個案變更，則屬行政處分，人民得依法救濟，某程度將影響現行行政法院實務之運作；第三，參考德國行政法院

之抽象法規審查制（德國行政法院法第四十七條第一項參照），從憲法高度，要求立法機關限期就都市計畫（含定期通盤檢討之變更），增訂抽象法規審查之相關規定，可謂用心良苦！因本號解釋，關於解釋理由之建構，尚有可補充說明之處，爰提出本協同意見書。

貳、聲請補充解釋程序要件之審查

關於人民聲請補充解釋，本院解釋早期以大法官第六〇七次及第九四八次會議決議內容作為判斷基準，嗣經系爭解釋及第五〇三號等解釋相繼援引，最近本院釋字第七四一號解釋理由更敘明：「當事人對於確定終局裁判所適用之本院解釋，發生疑義，聲請補充解釋，經核確有正當理由者，應予受理（本院釋字第五〇三號解釋參照）。」是以本件補充解釋理由第一段去重申前旨。

參、行政處分之判定基準

關於行政處分之定義，本院釋字第四二三號解釋指出：「行政機關行使公權力，就特定具體之公法事件所為對外發生法律上效果之單方行政行為，皆屬行政處分，不因其用語、形式以及是否有後續行為或記載不得聲明不服之文字而有異。」（粗體及標示為本意見書添加，下同）系爭解釋亦謂：「公法上之單方行政行為，如直接限制一定區域內人民之權利、利益或增加其負擔，即具有行政處分之性質」。是以都市計畫定期通盤檢討所作必要之變更，是否為行政處分，應依上開解釋意旨判斷之。

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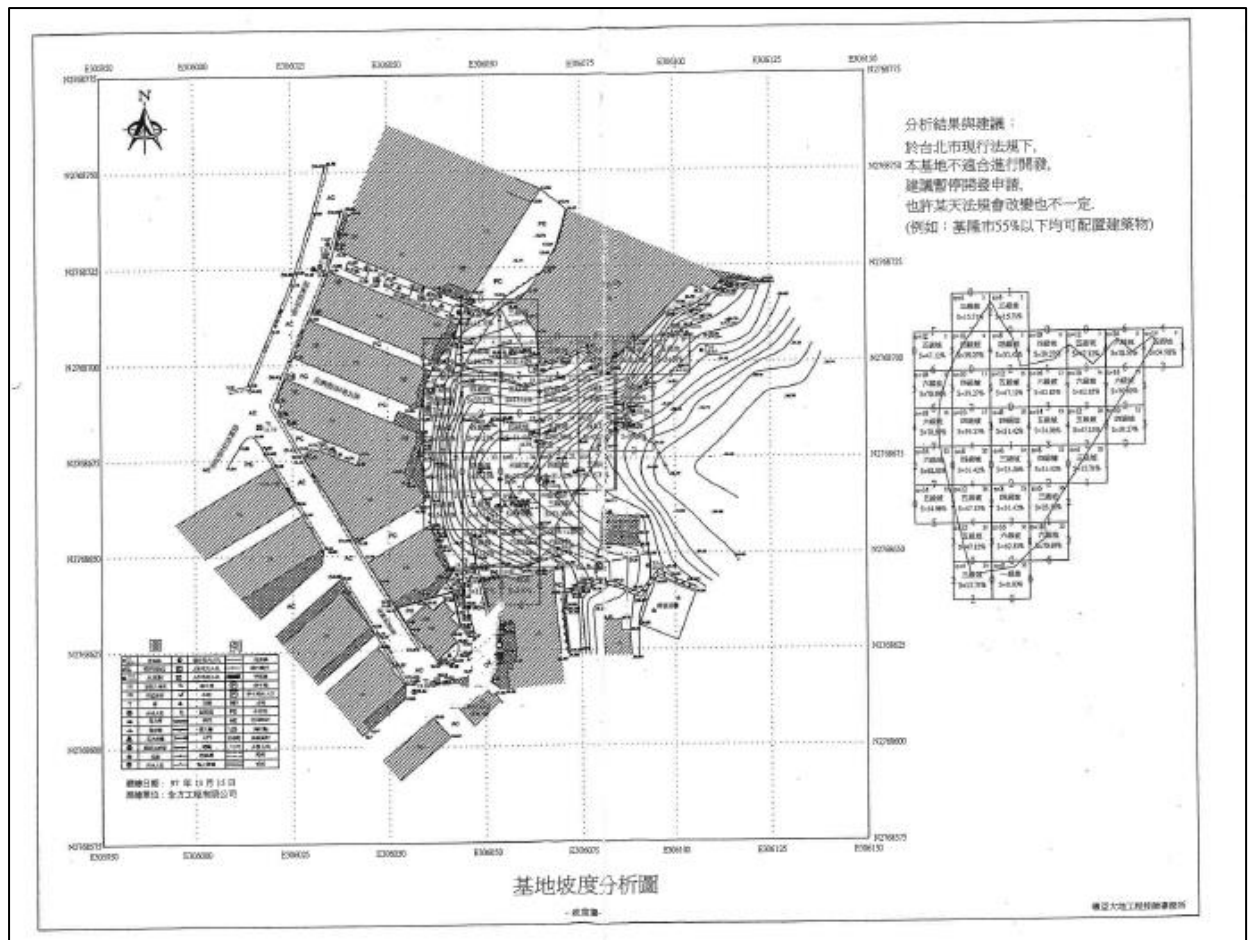
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填單諮詢



202311 復盛里 陳情建議事項

主旨：

建請修正復盛里市民大道五段路寬認定及住 3-1(特)種別，並配合調升容積，使容積率從 225%提升至 300%，助推本里都更速度。

內容：



復盛里鄰近市民大道五段的區域使用分區為住 3-1(特)。

依法規使用區分住 3-1 可容許的最高容積率為 300%，且鄰近復盛公園、鐵路博物館等公共設施，有進一步發展的可能性與必要性。法定容積率如下表所示：

但不得超過下表規定：

| 住宅區種類 | 容積率 |
|-------|------|
| 第二之一種 | 二六〇% |
| 第二之二種 | 二二五% |
| 第三之一種 | 三〇〇% |
| 第三之二種 | 四〇〇% |
| 第四之一種 | 四〇〇% |

依第二項規定且於都市計畫圖上已標示為第二之一種住宅區、第二之二種住宅區、第三之一種住宅區、第三之二種住宅區、第四之一種住宅區之地區，建築基地臨接道路面寬在十六公尺以下者，其容積率仍應依第一項規定辦理。

建築基地依第一項建築率而無法依法定容積率之建築基地板面積建築者，其建築率放寬如下：

- 一 第二種住宅區，建築率四〇%。
- 二 第三種住宅區，建築率五〇%。
- 三 第四種住宅區，建築率六〇%。

但是因市民大道五段被認定的路寬不足等問題，容積被限縮等同住 3 的容積率 225%。

*現時臨市民大道五段經網路查詢的路寬認定只有 6 公尺寬。



然而依據 109 年臺北市政府針對本區都市計畫書得知市民大道五段實際的路寬是 30 公尺。



而此議題從以前就是里民積極爭取反映的事項。(如下所示)

臺北市政府 公告

發文日期：中華民國 97 年 9 月 30 日
發文字號：府都規字第 09705493400 號
地籍：

主旨：核定本市都市計畫「變更臺北市市民大道(新生北路至基隆路段)兩側第三種住宅區及道路用地為第三之一種住宅區(特)、公園用地、第四種住宅區為第四之一種住宅區(特)、停車場用地為公園用地細部計畫暨劃定都市更新地區計畫案」計畫書，圖在本府、中山區、大安區及松山區公所公告實施，並自 97 年 10 月 1 日零時生效。

可知民國 97 年時即有相關的討論(以下擷取該公文論述)：

(五) 發展課題

- 1 鐵路地下化後，長期背對鐵路之沿線建築物多數老舊窳陋，影響市容景觀。
- 2 部分街廓及巷道狹小，不符整體開發效益及防救災需求。
- 3 市民大道新生北路至基隆路段兩側多為第三種住宅區，所能從事之商業活動類型受限，更新誘因不足。

可知都市更新非常迫切需要，且現時的規劃制度誘因不足。希望爭取容積率補足誘因。下圖為該公文陳情編號 1 內文：

附件二 臺北市都市計畫委員會公民或團體所提意見綜理表

| | | | |
|-----------|---|-----|-----------------------|
| 案 名 | 變更臺北市市民大道(新生北路至基隆路段)兩側第三種住宅區及道路用地為第三之一種住宅區(特)、公園用地、第四種住宅區為第四之一種住宅區(特)、停車場用地為公園用地細部計畫暨劃定都市更新地區計畫案 | | |
| 編 號 | 1 | 陳情人 | 柯玉鑫(大安區懷生段一小段 207 地號) |
| 陳 情 理 由 | <p>一大安區市民大道新生南路至復興南路段兩側部分土地，地形狹長且南面為整條帶狀公園，並無出入通道，市民大道側為低矮破舊平房，而其南側目前已整建為七樓住宅，若要推動都更改善市容，必須讓舊有七樓能維持原有容積，前後合併基地深度才足夠改建新大樓，否則利基不足，更新計畫淪為紙上談兵。</p> <p>二、本基地與市民大道(復興南路至光復南路)南側部分土地同屬大安區，其使用分區不同實屬極度不合理。</p> | | |
| 建 議 辦 法 | 新計畫基地由第 3-1 種住宅區特改為第 4-1 種住宅區特)使其容積率由 225% 改為 300%，原有舊七樓住宅改建時仍能維持原有容積，新大樓地下室車道出入口由市民大道出入，空地增加並滿足防救災需求。 | | |
| 委 員 會 決 議 | 基於全市容積總量管制及維護地區環境品質尚不宜逕自提高基準容積率，仍宜透過都市更新獎勵容積。本案已研提時程獎勵及劃定都市更新地區適用都市更新條例各項容積獎勵作為開發誘因，另依都市更新條例第 44 條第 1 項第 1 款規定「實施容積管制前已興建完成之合法建築物其原建築容積高於法定容積者，得依原建築容積建築。」本項仍依公展計 | | |

乃至後續諸多陳情案別，皆為爭取容積力求發展。

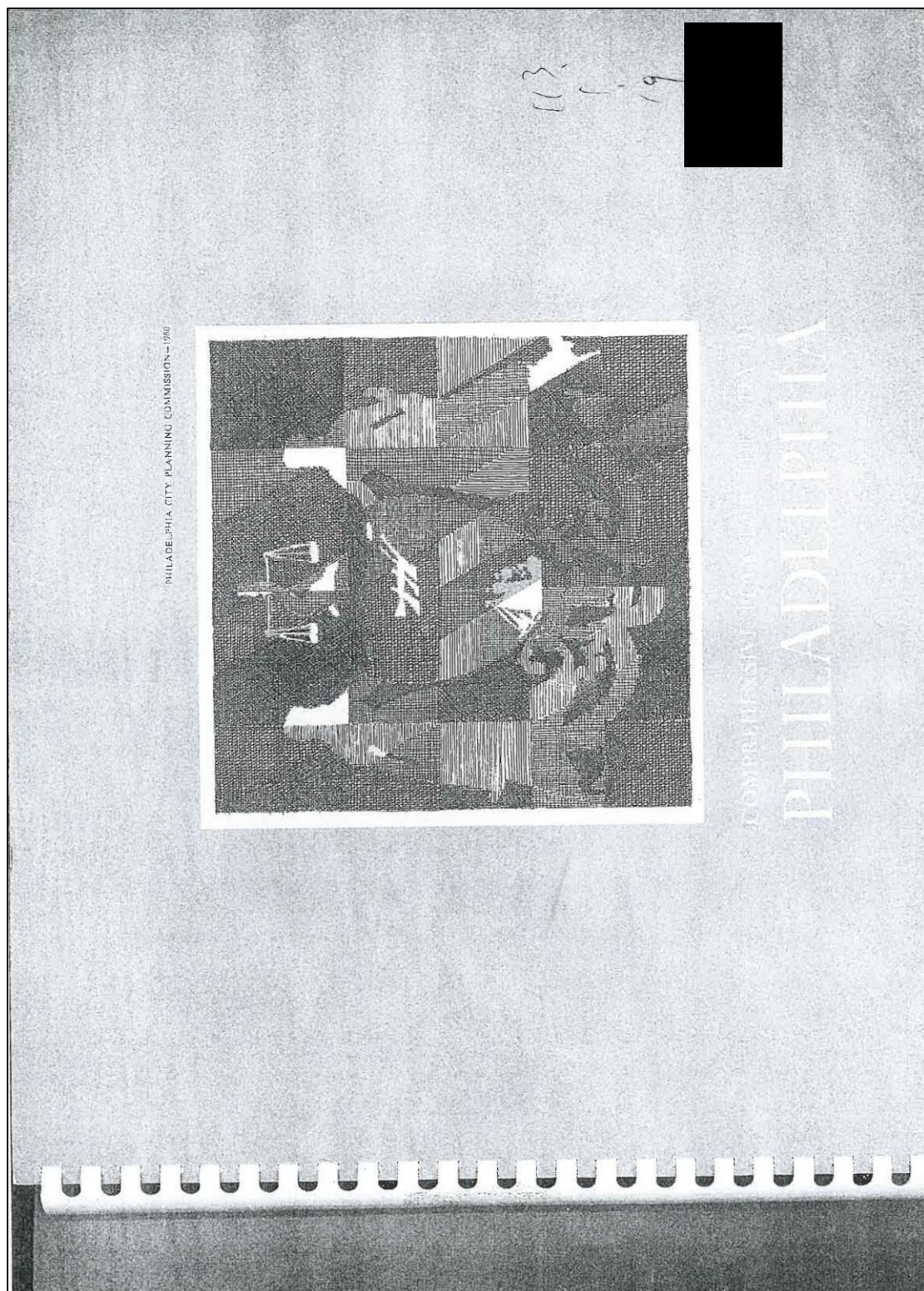
結論建議：

都市計畫龐大複雜，諸多考量規劃不易，但是多年過去復盛里都更困難舊有的小市場破舊殘敗，整體發展遲緩。人行空間、停車空間嚴重不足，建築老化生活不便影響里民生活，希望能就現有條件尋求突破，配合鐵博館、松菸文創地區給予總體的發展規劃，而非讓當地住戶自求多福。

請求讓復盛里鄰靠市民大道五段住 3-1(特)的地段提高容積率至 300%。無論從實際路寬、公共文藝設施、法定容許上限，該地區客觀條件上應有符合之處，不應受限於枝微末節的規定而受困，造成臺北市前進發展的阻礙。

復盛里 里長 張晉維 2023.11.07

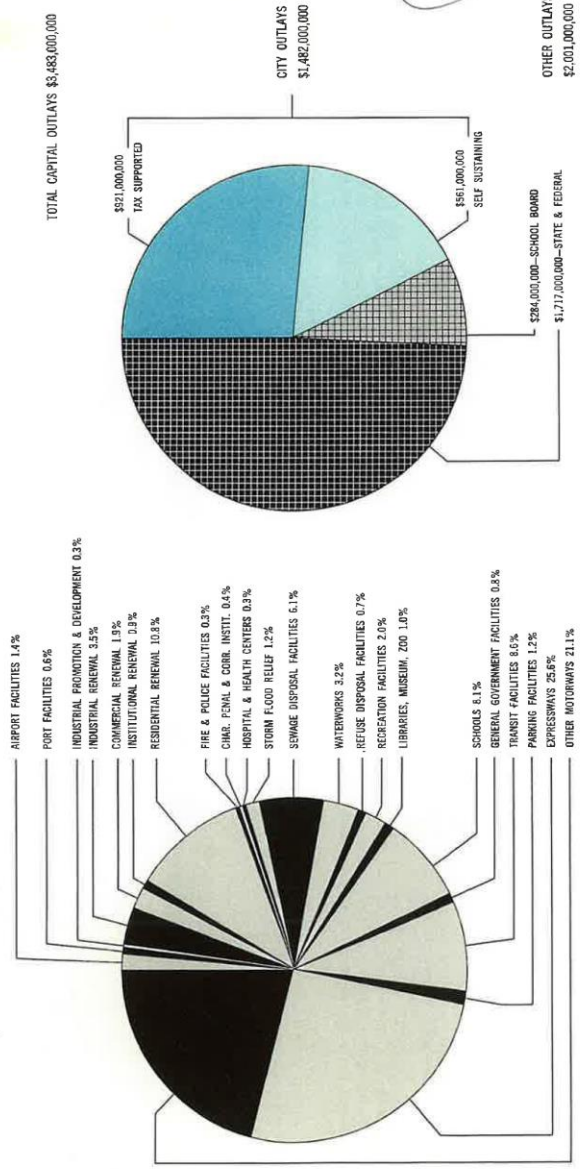
附件-座談會現場人民陳情意見編號 3-6



CAPITAL REQUIREMENTS TO COMPLETE THE COMPREHENSIVE PLAN

PURPOSES (PER CENT OF TOTAL FUNDS)

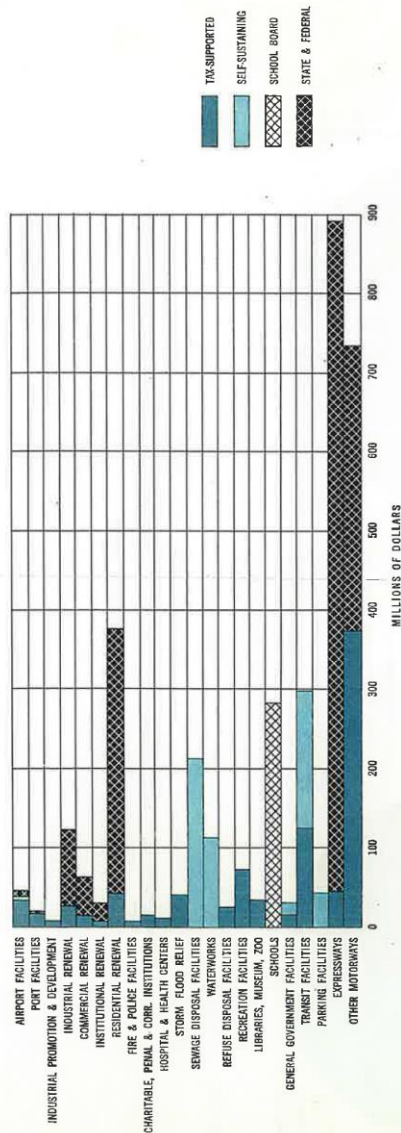
SOURCES (DOLLAR AMOUNTS)



118

FIGURE 4—This diagram shows the costs of the public facilities called for by the Comprehensive Plan and where the money will come from. This public investment will stimulate private investment many times as great.

FIGURE 5—CAPITAL REQUIREMENTS TO COMPLETE THE COMPREHENSIVE PLAN



the Fire Department and the Police Department are counted. Outlays made solely for the clearance and redevelopment of land for residential re-use account for \$42,900,000 or 3% of total City tax-supported funds.

Profile for an Even Rate of Completion of All Functional Groups

If the City were to try to achieve an even rate of completion in each of the categories of the Comprehensive Plan, funds scheduled in every future 6-year Capital Program would have to follow the proportions of the profile of Figure 5. Under such a policy, the tax-supported portion of any 6-year Capital Program would be 46% for expressways and other motorways (combined), 13% for transit, 11% for general residential renewal and so forth. If every succeeding 6-year program followed these even rate proportions, then every category would be completed at the same date in the future. That date would be determined by the total amount of tax-supported funds expended in each 6-year period.

The present financial policy of the City is to spend \$150,000,000 of tax-supported funds on capital improvements

in each 6-year program. The dollar amounts which would result if the \$150,000,000 were to be allocated according to the Comprehensive Plan proportions can be read on the third column of Figure 6. By reading the three columns, one can see that the \$124,200,000 to be spent on transit to complete the Plan represents 13% of total tax-supported funds, and when this amount is followed would account for \$20,200,000 out of a 6-year budget of \$150,000,000.

There is, of course, no reason why all groups should be programmed to approach completion at the same rate. In fact, they should not, for in building anything it is evident that some things should be done before other things.

Although it is not to be followed directly, the profile of Figure 6 is a most valuable tool which, by presenting the proportions of an even rate, makes it possible to discern how much of a "speed-up" or a "slow-down" a given allocation actually represents. It also enables us to see how a "speed-up" in one category must be compensated by a "slow-down" in other categories if the budget is held constant. All projects, even those which appear to have little functional relationship with each other, are direct competitors for scarce capital investment funds.

The Strategy of Development

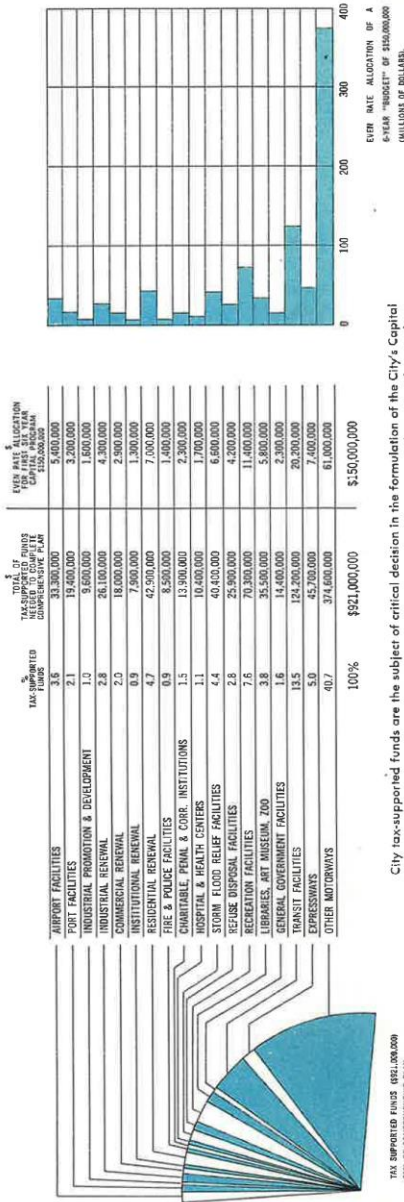
It makes a great difference which projects are done first. Unless the City undertakes the projects of the Comprehensive Plan in a proper sequence it may be impossible to achieve the goals of the Plan, which is based on a number of background condition assumptions. An unwise sequence of development might allow these conditions to change and make the Plan obsolete.

The major background condition assumptions of the Plan include the following:

1. Center City will remain the dominant regional center.
2. The City's economic growth will proceed rapidly enough to enable the City to invest in the facilities called for.
3. The City will maintain a balanced population, including middle and high, as well as low-income families.

The three background assumptions are closely related. They express a belief that the City, through public action, can halt the commonly observed weakening of the City's economic

FIGURE 6—COMPREHENSIVE PLAN PROPORTIONS AND THE EVEN RATE ALLOCATION



City tax-supported funds are the subject of critical decision in the formulation of the City's Capital Program. Proportions of total tax-supported funds required to carry out the entire Plan are here applied to a typical 6-year "budget" to determine how such a "budget" would be allocated in order for each set of facilities to approach completion at the same rate. The resulting even-rate allocation is not a recommended 6-year program but a reference point from which a recommended program can be formulated.

position due to competition from the suburbs. In the recent past, growth in sales, in production, and in medium and high income residential population has become typical of the suburbs. On the other hand, slowing down of economic growth and a replacement of higher income population by lower income population has become characteristic of the City.

In order to combat this trend and validate the background assumptions of the Plan, public improvement programming must concentrate on those investments which can be demonstrated to contribute to increasing the vitality of the City economy, in general and to strengthen the City's tax base in particular. Examples of such investments are those which, by improving access, local circulation, parking, and amenity will foster economic activity in Center City and in the several subcenters. Improving radial rapid transit to Center City is one of the best ways of reinforcing its position. Development and redevelopment of land for industry and improvement of the City's port and airport facilities also serve this end directly.

Improvement of the transportation system, although no tax revenues result directly from it, may have the largest single effect on reducing the costs of doing business in Philadelphia, and thereby spur economic growth in the City and cause in-

crease in tax revenues. However, if an expressway is scheduled at such a time that new industrial and commercial sites, benefiting from the improved access are available for development in the suburbs but not in the City, then such an expressway is likely to weaken the City economy. Therefore, expressways must be scheduled carefully and coordinated with the scheduling of redevelopment and industrial promotion projects.

Aside from timing considerations which derive from the availability of developable land within and outside the City, the inherent benefit of each expressway to the City is a basis for determining scheduling. Some expressways improve the accessibility of City sites much more than suburban sites and, therefore, from the City's point of view, should be scheduled as soon as possible. The Delaware Expressway, which lies within the City for some 1.5 miles, serves industrial areas along nearly all of that distance and acts as a radial expressway to Center City from both the north and the south, is a prime example. Its construction should be expedited.

Facilities—like the proposed Municipal Services Building—which will reduce the operating costs of government obviously deserve high priority since the savings they will bring will be realized directly by the City.

Vital as it is, improvement of the economic base proper cannot be pursued at the expense of deterioration of the residential environment. If the residential environment does not remain at least as good as it is now, those citizens who are able to do so will move away. These very citizens who have the ability to move are the same who are the most desirable for the City to have as residents, for they are the people who have achieved higher incomes and can provide higher tax revenues to the City. They are the people who have become "successful" in other spheres, too, and can provide the kinds of leadership the City needs; it is to continue to lead its region. Therefore, at a minimum, future capital programs must include improvements to the residential environment which will prevent the flight to the suburbs of such people.

Because it serves the end of improving the residential environment to obtain a favorable balance of people, and also because if not achieved now it will not be possible to achieve ever, the acquisition of open space for recreation deserves a high place in immediate programming. If it is to be acquired before it is built on, most open land called for in the Plan should be bought within the next 6-year program; virtually all of it should be obtained within the next ten years.

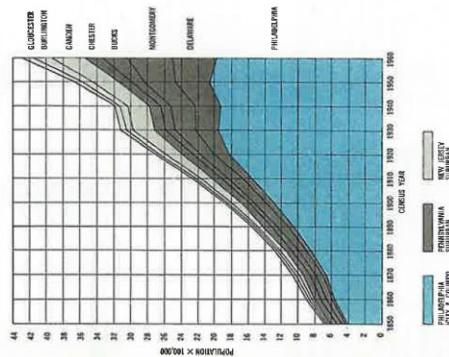


FIGURE 7—POPULATION OF THE PHILADELPHIA STANDARD METROPOLITAN AREA 1950 TO 1960 BY COUNTIES.

tion, both in and out, between the Philadelphia area and other communities, and also between the City and its metropolitan suburbs. Prior to 1920 there is evidence of a considerable excess of in-migrants (positive net-migration) which added significantly to the natural increase of population in both the City and the metropolitan area.

While this trend probably is continuing for the suburbs, the margin of positive net-migration for Philadelphia has gradually diminished to practically nil since World War II, with preliminary 1960 Census figures indicating that the City has lost more people to its suburbs than it has gained from people moving in. Much of the growth of population in the suburbs has been derived from Philadelphia.

Frequently the best evidence of this ebb and flow of migrant population, as well as clues to its significance, is found in the changes which appear in the composition of the population between successive decennial census enumerations. Figure 9 shows that, prior to 1920, a significant portion of the in-migrant population of Philadelphia came from foreign countries, as indicated by a steady increase in both the number and proportion of foreign-born white resident population.

A still more striking increase in non-white (mostly Negro) population has occurred in the last three decades with increments definitely higher than could have resulted from the excess of births over deaths in that group. The accompanying decrease in the number of foreign-born residents since 1930 has occurred as older members of this group have died off without replacement. The rapid leveling of the curve for native-born white counts only indicate that a substantial number of this group have moved out of the City.

Further detailed analysis of the City's population by age-groups, sex and race shows that when it is broken down to five-year age-groups, such as those between ages 20 and 25, all except eight of the 28 age-groups of the white population, both male and female, suffered substantial losses through an

excess of out-migration between 1940 and 1950. The increases in the age-groups which proved exceptions were very small; they occurred only among males and females 65 years of age and over, and among females in the 10-to-14 and 20-to-24 year age-groups.

On the other hand, substantial increases in every age-group, both male and female, occurred in the City's non-white population.

Obviously, since the greatest changes occurred in the young and middle-aged adult groups (which constitute both the heart of the labor force and the parents of the coming generation) the impacts of migration are going to be much greater on the City's future economy and the make-up of its population than they appear to be at present.

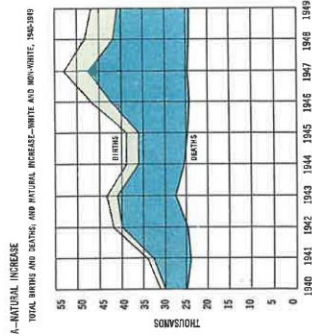
Population of the City and Its Suburbs Compared

Although the differences in make-up between the populations of the City and its suburbs are not so great as they would be if the municipal boundary were a demarcation between the densely developed and sparsely developed portions of the metropolitan area, they are nevertheless of sufficient importance to command serious attention in the designing of the Comprehensive Plan.

Actually, more than 10% of the suburbs' population lives in the cities of Camden and Chester, under conditions not unlike those in the central portions of Philadelphia, while sizable portions of Jarratt, northwest and southwest, Philadelphia have residential densities lower than in many of the unincorporated suburban communities.

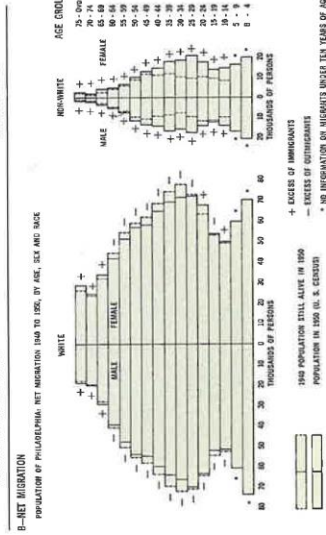
Philadelphia's population averages considerably older than that of the suburbs, with most of the difference resulting from lower percentages of children and higher percentages of elderly persons in the City than in the suburbs. This difference is somewhat greater for females than for males.

There is a lower percentage of males but a higher percentage



B-BIRTH MIGRATION
POPULATION OF PHILADELPHIA: NET MIGRATION 1940 TO 1949, BY SEX, AGE, RACE AND BACK

| AGE GROUP | SEX | 1940-49 | 1940-49 | 1940-49 |
|-----------|--------|------------------------------|----------------------|-----------------------|
| | | EXCESS OF BIRTHS OVER DEATHS | EXCESS OF IMMIGRANTS | EXCESS OF OUTMIGRANTS |
| 75-79 | Male | 1,000 | 1,000 | 0 |
| 75-79 | Female | 1,000 | 1,000 | 0 |
| 70-74 | Male | 2,000 | 2,000 | 0 |
| 70-74 | Female | 2,000 | 2,000 | 0 |
| 65-69 | Male | 4,000 | 4,000 | 0 |
| 65-69 | Female | 4,000 | 4,000 | 0 |
| 60-64 | Male | 8,000 | 8,000 | 0 |
| 60-64 | Female | 8,000 | 8,000 | 0 |
| 55-59 | Male | 16,000 | 16,000 | 0 |
| 55-59 | Female | 16,000 | 16,000 | 0 |
| 50-54 | Male | 32,000 | 32,000 | 0 |
| 50-54 | Female | 32,000 | 32,000 | 0 |
| 45-49 | Male | 64,000 | 64,000 | 0 |
| 45-49 | Female | 64,000 | 64,000 | 0 |
| 40-44 | Male | 128,000 | 128,000 | 0 |
| 40-44 | Female | 128,000 | 128,000 | 0 |
| 35-39 | Male | 256,000 | 256,000 | 0 |
| 35-39 | Female | 256,000 | 256,000 | 0 |
| 30-34 | Male | 512,000 | 512,000 | 0 |
| 30-34 | Female | 512,000 | 512,000 | 0 |
| 25-29 | Male | 1,024,000 | 1,024,000 | 0 |
| 25-29 | Female | 1,024,000 | 1,024,000 | 0 |
| 20-24 | Male | 2,048,000 | 2,048,000 | 0 |
| 20-24 | Female | 2,048,000 | 2,048,000 | 0 |
| 15-19 | Male | 4,096,000 | 4,096,000 | 0 |
| 15-19 | Female | 4,096,000 | 4,096,000 | 0 |
| 10-14 | Male | 8,192,000 | 8,192,000 | 0 |
| 10-14 | Female | 8,192,000 | 8,192,000 | 0 |
| 5-9 | Male | 16,384,000 | 16,384,000 | 0 |
| 5-9 | Female | 16,384,000 | 16,384,000 | 0 |
| 0-4 | Male | 32,768,000 | 32,768,000 | 0 |
| 0-4 | Female | 32,768,000 | 32,768,000 | 0 |
| Total | Male | 16,384,000 | 16,384,000 | 0 |
| Total | Female | 16,384,000 | 16,384,000 | 0 |



D-ESTIMATES OF SURVIVORS: 1940-1950 based on U. S. 1940, 1950, southern census of 1950,000 of race by sex and race.

| Age Group | Sex | Population 1940 | Survivors 1940-50 | Migration 1940-50 | Population 1950 | Survivors 1940-50 | Migration 1940-50 | Population 1950 | Survivors 1940-50 | Migration 1940-50 |
|-----------|--------|-----------------|-------------------|-------------------|-----------------|-------------------|-------------------|-----------------|-------------------|-------------------|
| 75-79 | Male | 1,000 | 1,000 | 0 | 1,000 | 1,000 | 0 | 1,000 | 1,000 | 0 |
| 75-79 | Female | 1,000 | 1,000 | 0 | 1,000 | 1,000 | 0 | 1,000 | 1,000 | 0 |
| 70-74 | Male | 2,000 | 2,000 | 0 | 2,000 | 2,000 | 0 | 2,000 | 2,000 | 0 |
| 70-74 | Female | 2,000 | 2,000 | 0 | 2,000 | 2,000 | 0 | 2,000 | 2,000 | 0 |
| 65-69 | Male | 4,000 | 4,000 | 0 | 4,000 | 4,000 | 0 | 4,000 | 4,000 | 0 |
| 65-69 | Female | 4,000 | 4,000 | 0 | 4,000 | 4,000 | 0 | 4,000 | 4,000 | 0 |
| 60-64 | Male | 8,000 | 8,000 | 0 | 8,000 | 8,000 | 0 | 8,000 | 8,000 | 0 |
| 60-64 | Female | 8,000 | 8,000 | 0 | 8,000 | 8,000 | 0 | 8,000 | 8,000 | 0 |
| 55-59 | Male | 16,000 | 16,000 | 0 | 16,000 | 16,000 | 0 | 16,000 | 16,000 | 0 |
| 55-59 | Female | 16,000 | 16,000 | 0 | 16,000 | 16,000 | 0 | 16,000 | 16,000 | 0 |
| 50-54 | Male | 32,000 | 32,000 | 0 | 32,000 | 32,000 | 0 | 32,000 | 32,000 | 0 |
| 50-54 | Female | 32,000 | 32,000 | 0 | 32,000 | 32,000 | 0 | 32,000 | 32,000 | 0 |
| 45-49 | Male | 64,000 | 64,000 | 0 | 64,000 | 64,000 | 0 | 64,000 | 64,000 | 0 |
| 45-49 | Female | 64,000 | 64,000 | 0 | 64,000 | 64,000 | 0 | 64,000 | 64,000 | 0 |
| 40-44 | Male | 128,000 | 128,000 | 0 | 128,000 | 128,000 | 0 | 128,000 | 128,000 | 0 |
| 40-44 | Female | 128,000 | 128,000 | 0 | 128,000 | 128,000 | 0 | 128,000 | 128,000 | 0 |
| 35-39 | Male | 256,000 | 256,000 | 0 | 256,000 | 256,000 | 0 | 256,000 | 256,000 | 0 |
| 35-39 | Female | 256,000 | 256,000 | 0 | 256,000 | 256,000 | 0 | 256,000 | 256,000 | 0 |
| 30-34 | Male | 512,000 | 512,000 | 0 | 512,000 | 512,000 | 0 | 512,000 | 512,000 | 0 |
| 30-34 | Female | 512,000 | 512,000 | 0 | 512,000 | 512,000 | 0 | 512,000 | 512,000 | 0 |
| 25-29 | Male | 1,024,000 | 1,024,000 | 0 | 1,024,000 | 1,024,000 | 0 | 1,024,000 | 1,024,000 | 0 |
| 25-29 | Female | 1,024,000 | 1,024,000 | 0 | 1,024,000 | 1,024,000 | 0 | 1,024,000 | 1,024,000 | 0 |
| 20-24 | Male | 2,048,000 | 2,048,000 | 0 | 2,048,000 | 2,048,000 | 0 | 2,048,000 | 2,048,000 | 0 |
| 20-24 | Female | 2,048,000 | 2,048,000 | 0 | 2,048,000 | 2,048,000 | 0 | 2,048,000 | 2,048,000 | 0 |
| 15-19 | Male | 4,096,000 | 4,096,000 | 0 | 4,096,000 | 4,096,000 | 0 | 4,096,000 | 4,096,000 | 0 |
| 15-19 | Female | 4,096,000 | 4,096,000 | 0 | 4,096,000 | 4,096,000 | 0 | 4,096,000 | 4,096,000 | 0 |
| 10-14 | Male | 8,192,000 | 8,192,000 | 0 | 8,192,000 | 8,192,000 | 0 | 8,192,000 | 8,192,000 | 0 |
| 10-14 | Female | 8,192,000 | 8,192,000 | 0 | 8,192,000 | 8,192,000 | 0 | 8,192,000 | 8,192,000 | 0 |
| 5-9 | Male | 16,384,000 | 16,384,000 | 0 | 16,384,000 | 16,384,000 | 0 | 16,384,000 | 16,384,000 | 0 |
| 5-9 | Female | 16,384,000 | 16,384,000 | 0 | 16,384,000 | 16,384,000 | 0 | 16,384,000 | 16,384,000 | 0 |
| 0-4 | Male | 32,768,000 | 32,768,000 | 0 | 32,768,000 | 32,768,000 | 0 | 32,768,000 | 32,768,000 | 0 |
| 0-4 | Female | 32,768,000 | 32,768,000 | 0 | 32,768,000 | 32,768,000 | 0 | 32,768,000 | 32,768,000 | 0 |
| Total | Male | 16,384,000 | 16,384,000 | 0 | 16,384,000 | 16,384,000 | 0 | 16,384,000 | 16,384,000 | 0 |
| Total | Female | 16,384,000 | 16,384,000 | 0 | 16,384,000 | 16,384,000 | 0 | 16,384,000 | 16,384,000 | 0 |

of females participating in the labor force in Philadelphia than in the suburbs, and a definitely higher percentage of unemployed among males in the City. There is also a significantly larger percentage of the suburbs' population in the higher-paid occupations, such as professional and technical people, managers, officials and proprietors, and craftsmen and foremen, while much higher percentages of City residents are engaged in the lower-paid occupations, such as clerical, sales, operatives, service and laborers.

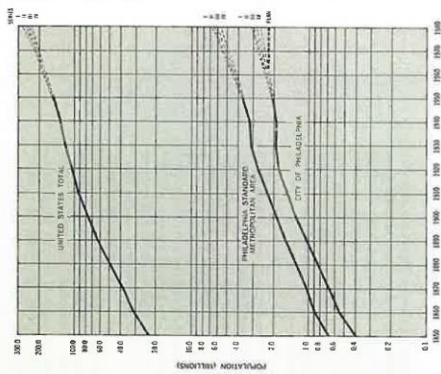
By far, the sharpest contrasts are between the populations of Philadelphia and its suburbs on the basis of educational attainment and individual-worker incomes during 1949. Although percentages for graduates of grammar school and high school do not differ greatly, the percentage of college-trained persons is much higher in the suburbs while the percentages for persons with only one to six years of education are significantly higher in the City. The suburbs greatly outrank Philadelphia in percentage of persons in the higher income brackets.

There are considerably higher percentages of small (one and two person) households in Philadelphia, with highest ratios for middle-size households in the suburbs, and surprisingly little difference in the percentage of households of eight or more persons in both areas. Dwelling units also tend to run larger, in terms of number of rooms, in the suburbs than in the City. However, there is little or no conformity between the patterns of distribution of households by number of persons, and dwelling units by number of rooms, in either area.

Population Forecasts

A plan must wrestle not only with present needs but with future requirements, and therefore it is just as important to anticipate the future as to understand the forces at work in the present situation. The remainder of this chapter will discuss some of the major changes which may be expected to take place with respect to the size and composition of the population.

FIGURE B—SOURCE OF INCREASE IN THE POPULATION OF PHILADELPHIA 1940 TO 1950.



the metropolitan area this may be expected to continue into the future.

The decision to use only the later portions of the total century trends for calculating projections (1900-1950 for the PSMA and 1920-1950 for Philadelphia) was based in part on the analysis of the data. (Slight but significant changes in the relative rates of growth) and in part upon knowledge of changes in specific factors which affected population growth for the local area (for example, the effect of the automobile on the rate of suburbanization since 1920).

The explanation of the differences in rates of future growth described by the four alternative series of Census estimates

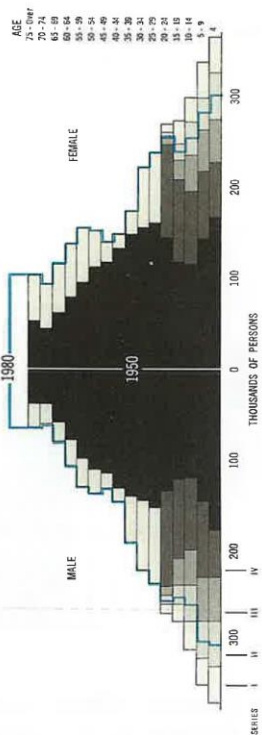


FIGURE 10—POPULATION GROWTH RATES IN THE UNITED STATES, THE PHILADELPHIA STANDARD METROPOLITAN AREA, AND THE CITY OF PHILADELPHIA PROJECTED TO 1980.

FIGURE 11—POPULATION IN THE PHILADELPHIA STANDARD METROPOLITAN AREA 1950 AND 1980 (EST.) BY AGE GROUPS AND SEX.

U.S. population is that each is based upon a different assumption with respect to the levels of reproduction rates which may be anticipated in the future. If broken down by age groups, all four of these series would be identical for population twenty-five years of age and over in 1950, and all of the difference in total population would be accounted for in age groups under twenty-five in that year.

Because the Census provided four alternative series of estimates for the U.S. total population, a corresponding number of series are shown in Figure 10 for the City and for the metropolitan area.

Of the four Census birth rates assumed, the two extremes

are rejected as unlikely. One extreme, Series I, assumes a higher level of reproduction than any attained in this century, the other extreme, Series IV, assumes a drop to the all-time low of the depression decade.

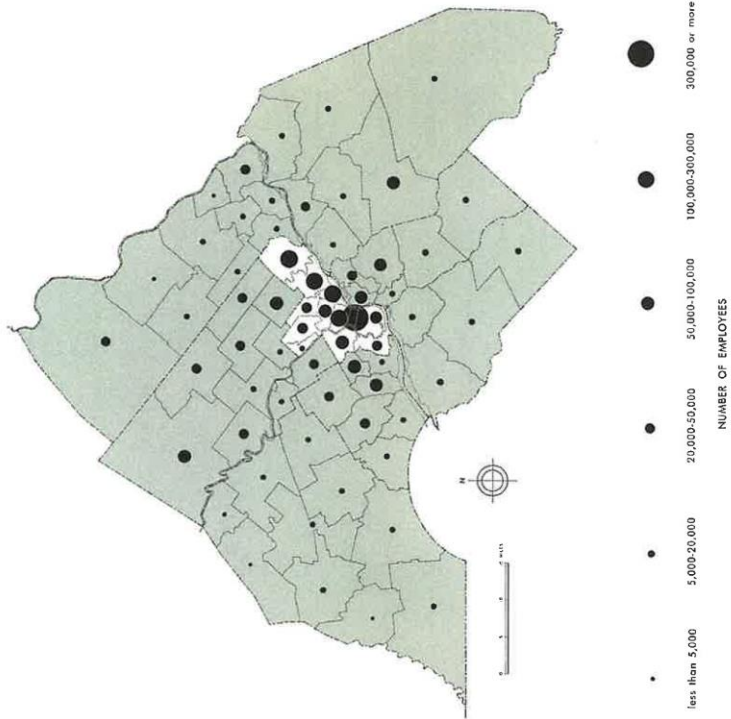
Properly, the population estimate should forecast a range. The most probable range is shown in the results between Series II and Series III of the Census assumptions. However, for a number of reasons it is necessary to quantify requirements in the Plan, and quantification requires numbers. Therefore, for purposes of internal consistency one set of figures is used, derived from the application of the Series III projections prepared by the Bureau of the Census in 1958. The basic assumption

◆ FIGURE 13—EMPLOYMENT IN THE PHILADELPHIA STANDARD METROPOLITAN AREA 1956 AND 1980 (EST.) BY MAJOR AREAS.

In 1980, the distribution of employment within the Philadelphia Metropolitan Area is expected to remain highly centralized, with half of all jobs being in the City of Philadelphia itself. Although the number of jobs in Philadelphia will increase by 249,000, jobs in 1980 will be much less centralized than in 1956. While 37% of the Metropolitan Area's employment was located in the seven suburban counties in 1956, 47% is expected to be in these counties in 1980.

◆ FIGURE 14—EXPECTED EMPLOYMENT IN THE CITY OF PHILADELPHIA AND THE STANDARD METROPOLITAN AREA 1980 BY PLANNING ANALYSIS AREAS.

The projected 2,284,000 jobs will be distributed widely throughout the Metropolitan Area in 1980 but the heavy job concentrations will continue to be in Philadelphia as they now are.



from 11 per cent in the first sub-period to 30 per cent in the last.

This striking increase in decisions to relocate underscores the urgency of the City's need to redevelop potential industrial areas within its limits, so that its industries old and new will have the room they require for expansion, access, parking and loading. Redevelopment will provide sites close to modern transportation facilities.

As a first step in preparing the Industrial Land Use Plan, a detailed study was made of the location of existing industries, of existing industrial areas, and of the probable location of prospective industries. As a framework for this, the City was divided into five zones as shown on Map 2. The locational characteristics of these areas, relevant to industry and influencing locational decisions, were then studied: the results are summarized in Table 10.

In addition, for each important industry group a loop-

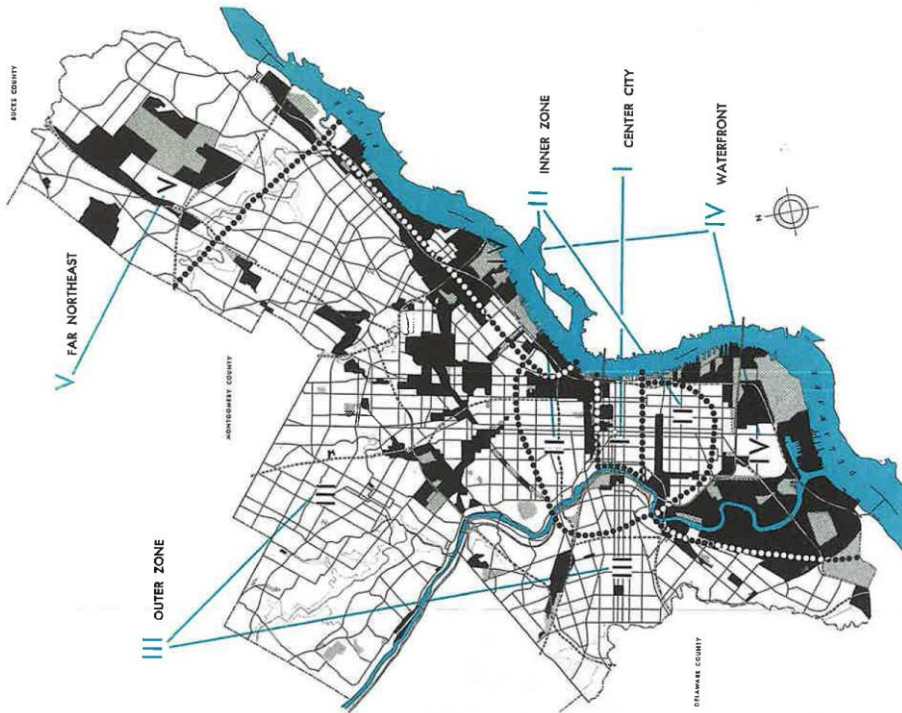
TABLE 11—FACTORS INFLUENCING INDUSTRIAL LOCATION

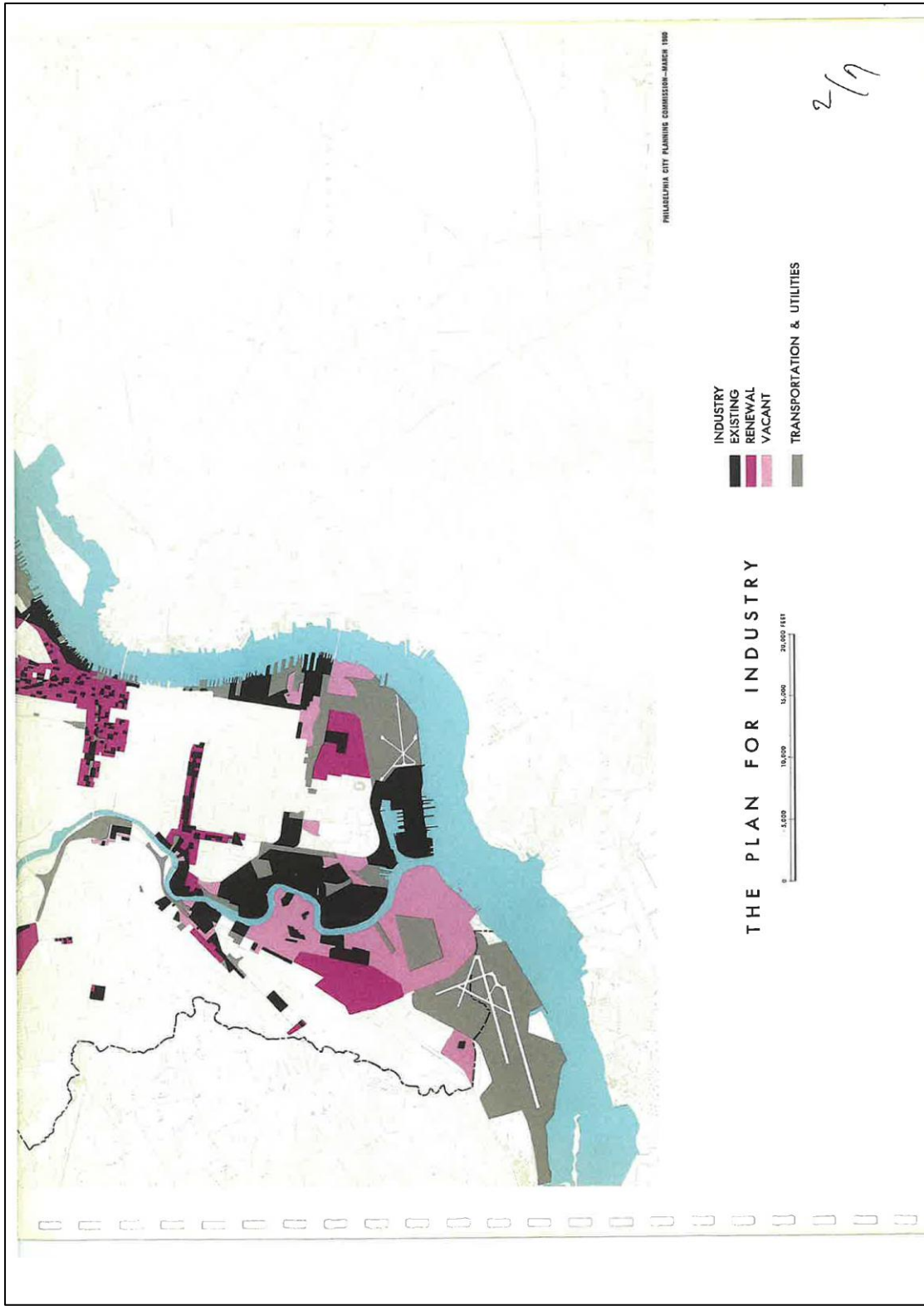
| LOCATIONAL FACTORS | RELEVANT INFORMATION (ON EACH INDUSTRY) | SOURCE |
|--|---|---|
| Ability to pay for land. | Value added per worker. Value added per square foot of floor space. Floor area ratio of building. | Marketing Research Services, Inc. Interviews* |
| Economic advantages of central locations (i.e. willingness to pay for central location). | Existing firm locations. Market linkages to Center City or other linkages (or supply). Labor force and transportation requirements. | Employment data. Interviews. |
| Ability to do without business services. | Firm size distribution. Services, business services. | Employment data. Interviews. |
| Ability to utilize small plots of land. | Firm size and location. Plot size of typical plant. Employee parking requirements. | Employment data. Interviews. |
| Tolerance of nuisances, odor and sensitivity to regulation of nuisances. | Zoning classifications. Firm location within industrial district. | Industrial district studies. Zoning Advisory Commission reports. Employment data. |
| Special services or facility requirements. | Rail sidings, water transport, access and cooling water. | Interviews. Studies of waterfront land use. |
| Desire to reuse of land for future growth. | Growth rate. Speed of technical change. | Survey of Census and employment data. Interviews. |

* Interviews conducted with permission from general industry, individual land and facilities. The assistance of Philadelphia's Industrial Plant Studies of Selected Industrial Sites for Factors Affecting Location Decisions with Reference to the Industrial Environment of Philadelphia.

MAP 2—INDUSTRIAL ZONES

For purposes of this analysis, the City has been divided into five industrial zones, each having the characteristics necessary to attract certain kinds of industries.





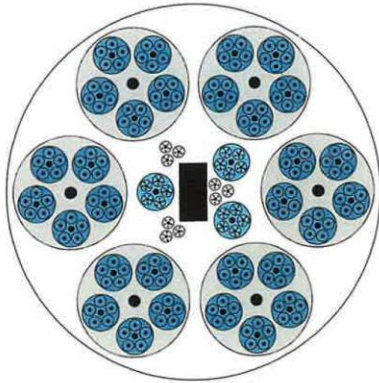


MAP 10—LOCAL SHOPPING CENTER PLAN

Every City resident will be within 5 minutes of one of the 169 local shopping centers proposed by the Plan. Each center will be characterized by one or more supermarkets and will have a trade area population of from 5,000 to 40,000 persons. Parking needs vary from a ratio of 1 square foot of parking to 1 square foot of floor space in the densely built up areas of the City, where local centers are close, to 4:1 in the low density areas of the Far Northeast, where they are much further apart.

- EXISTING LOCAL CENTER
- PROPOSED LOCAL CENTER



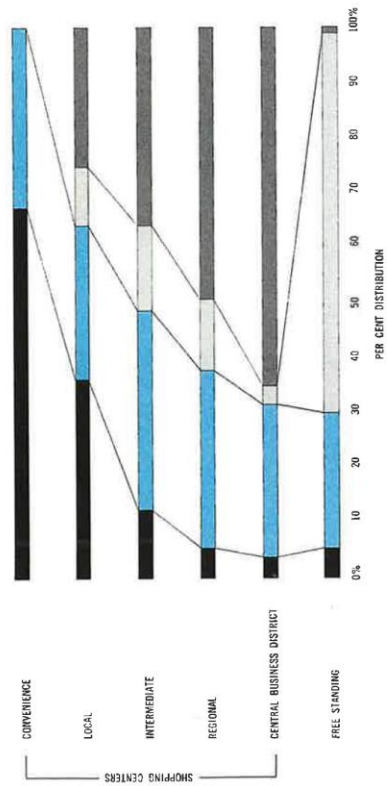


| | CONVENIENCE | LOCAL | INTERMEDIATE | REGIONAL | CENTRAL BUSINESS DISTRICT |
|-----------------------|---------------------|-----------------------|-------------------------|---------------------------|---------------------------|
| FLOOR SPACE | 3,000-5,000 SQ. FT. | 20,000-80,000 SQ. FT. | 100,000-300,000 SQ. FT. | 375,000-1,500,000 SQ. FT. | OVER 7,000,000 SQ. FT. |
| MAJOR TENANT | SMALL FOOD STORE | SUPER MARKET | IN. DEPT. STORE | DEPT. STORE | SEVERAL DEPT. STORES |
| TRADE AREA POPULATION | 1,500-2,500 PERSONS | 5,000-40,000 PERSONS | 40,000-150,000 PERSONS | OVER 125,000 PERSONS | OVER 2,000,000 PERSONS |
| TRADE AREA RADIUS | UNDER 5 MINUTES | 5-8 MINUTES | 8-15 MINUTES | UP TO 25 MINUTES | UP TO 1 HOUR |

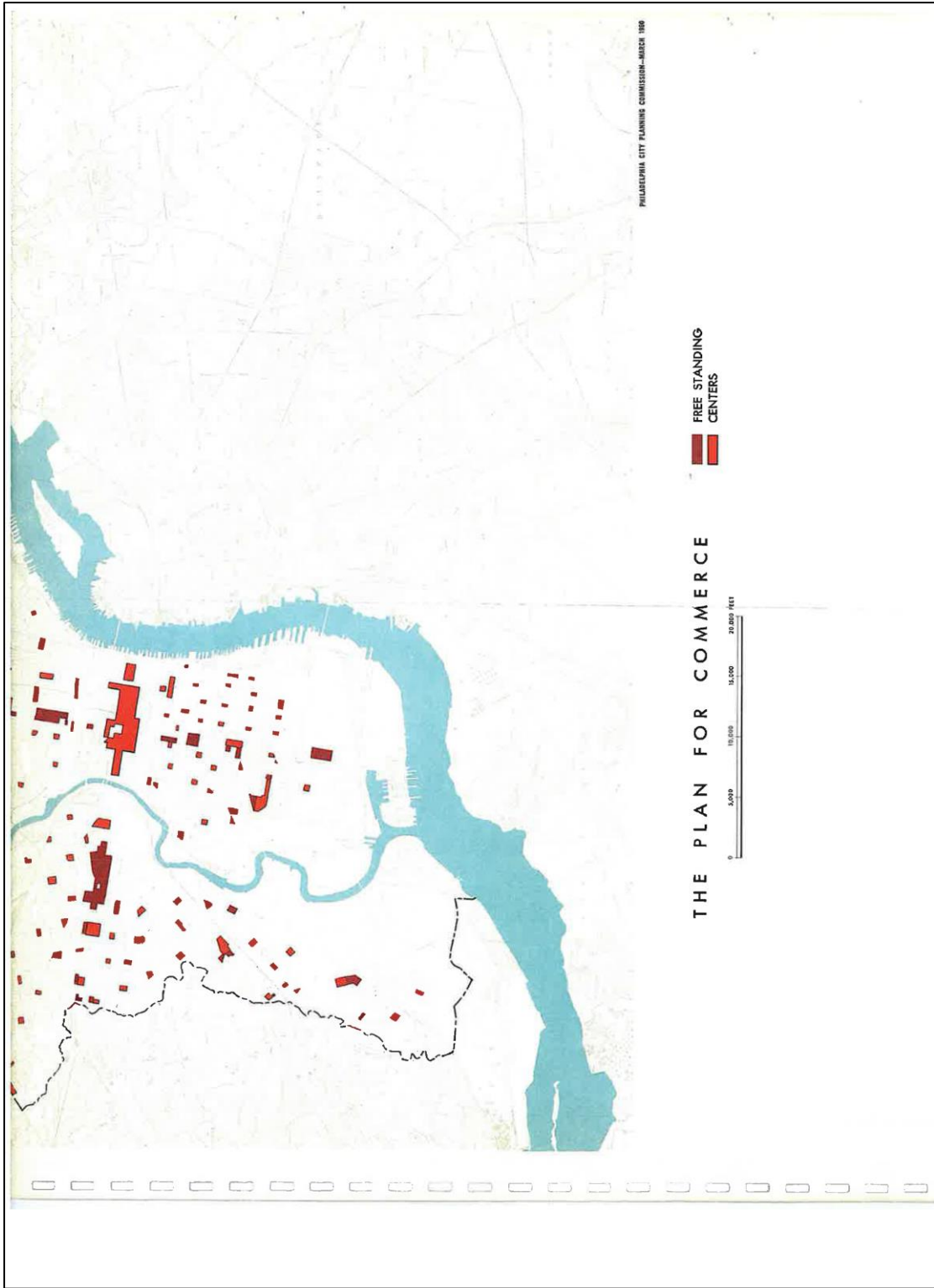
SCHEMATIC FORM OF CITY

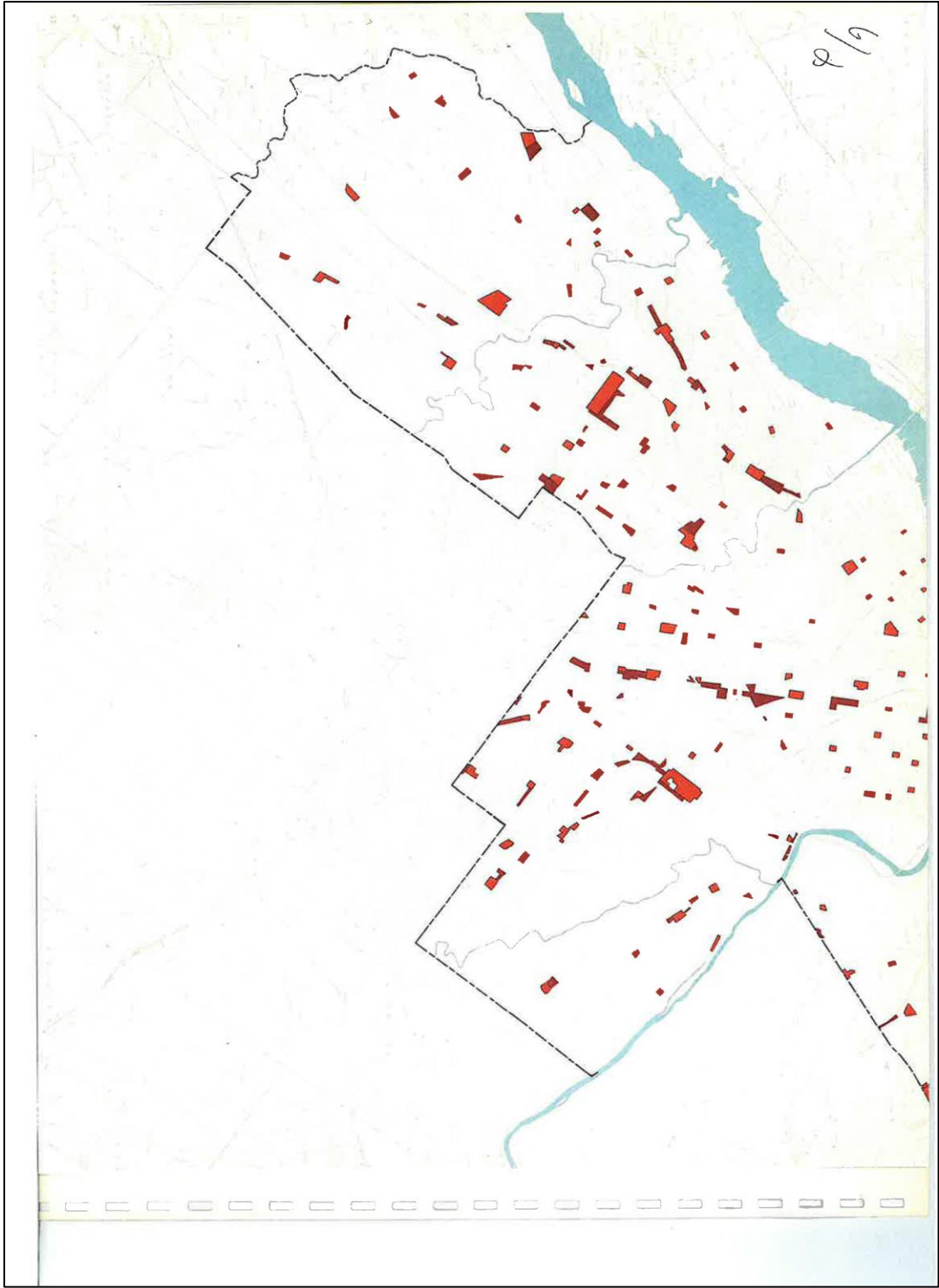
FIGURE 18—CHARACTERISTICS OF PROPOSED BUSINESS CENTERS BY TYPE.

The general standards are based upon consultants' analyses of economically viable centers of the different levels shown. Floor space devoted to food sales dominates the convenience center, where it accounts for 87% of all space. It decreases in importance in the successively larger centers. Local, intermediate, regional, and central business district. Conversely, floor space devoted to general merchandise, apparel, and furniture is not usually found in convenience centers, while it makes up 25% of local centers, 35% of intermediate centers, 49% of regional centers, and 64% of the central business district. Free-standing centers find their market in the passing stream of traffic and are characterized by automobile sales.



AP





The Plan for Recreation and Community Facilities continued

be new. Three of the latter are in the Far Northeast, one in the Near Northeast, two on the rivers in Center City, one in Eastwick and two on the Delaware River near International Airport, one of which is Fort Mifflin.

The primary objective of a district park is to preserve or create a generous portion of open landscape in the urban environment. The chief criterion in selecting a site is some feature or combination of natural features on the basis of which the park can be designed and developed. Thus, the district park pattern does not lend itself to a simple geometric distribution in space. Accessibility by automobile and public transit is of prime importance.

District park facilities depend on the characteristics and location of the site. A site with natural landscape features can provide for a child's day camp, for picnicking, hiking, boating, sledding, and other activities suitable to the setting. Most, but not all, of the district parks proposed are of this type. The proposed district parks on the rivers in Center City will be developed quite differently. The waterfront park on the Delaware at Market Street, for example, will contain a highly stylized grouping of waterfront facilities.

The Plan proposes two new regional parks for Philadelphia in addition to the six already in existence. One will be in the valley of Pocussing Creek and extending south from its mouth along the bank of the Delaware River to Pennypack Park. This is planned as a joint project with Bucks County, since the creek is the boundary between that county and the City. The second is in Upper Roxborough along the Schuylkill River. It is further proposed that Cobbs Creek and Pennypack Parks be expanded along the entire lengths of the streams. A large tract of land at the mouth of the Pennypack has been earmarked for park and recreation purposes.

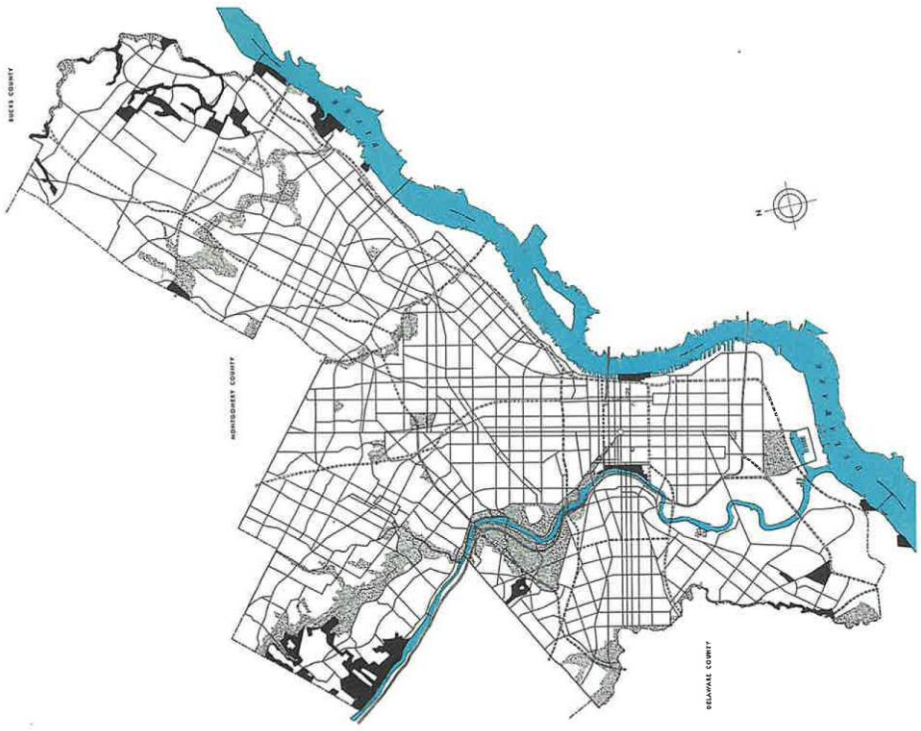
The proposed district and regional parks are shown on Map 14.

Specialized Facilities. District and regional parks are the logical setting for the development of specialized facilities such as marinas, golf courses, museums, zoos and aquariums. The existing museums, zoo and aquarium need expansion and rehabilitation, but, with the exception of the aquarium, no new facilities of this nature are proposed.

Marinas.—New marinas are planned on the Delaware River at the mouth of Pennypack Creek, in Center City south of



5/5



MAP 14—PARK PLAN

Large parks include district parks (20-100 acres) and regional parks (300-2,500 acres). The Plan proposes 9 new district parks in addition to the 11 existing ones; a future total of 20. It proposes 2 new regional parks in addition to 6 existing ones; a future total of 8.

-  EXISTING LARGE PARK
-  PROPOSED LARGE PARK



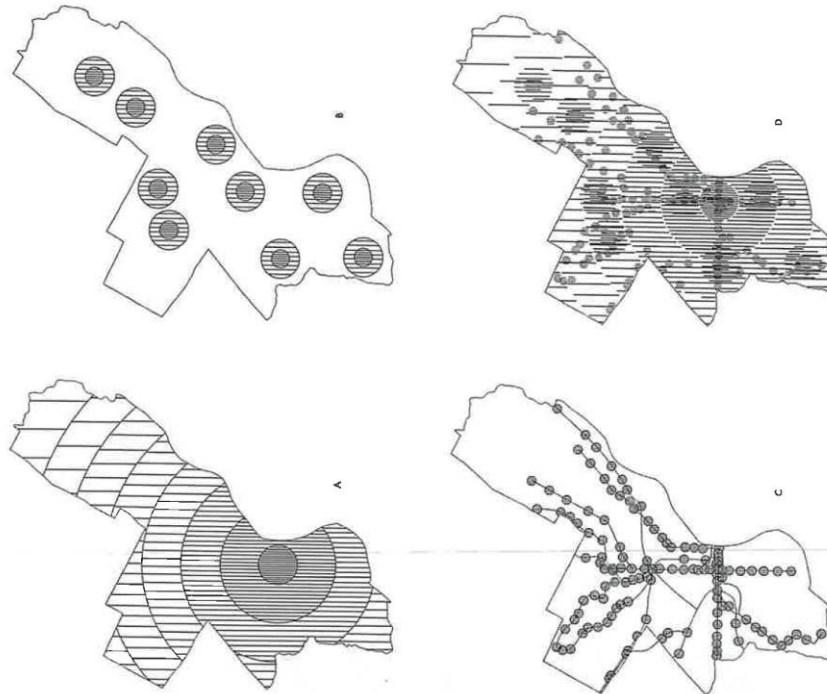
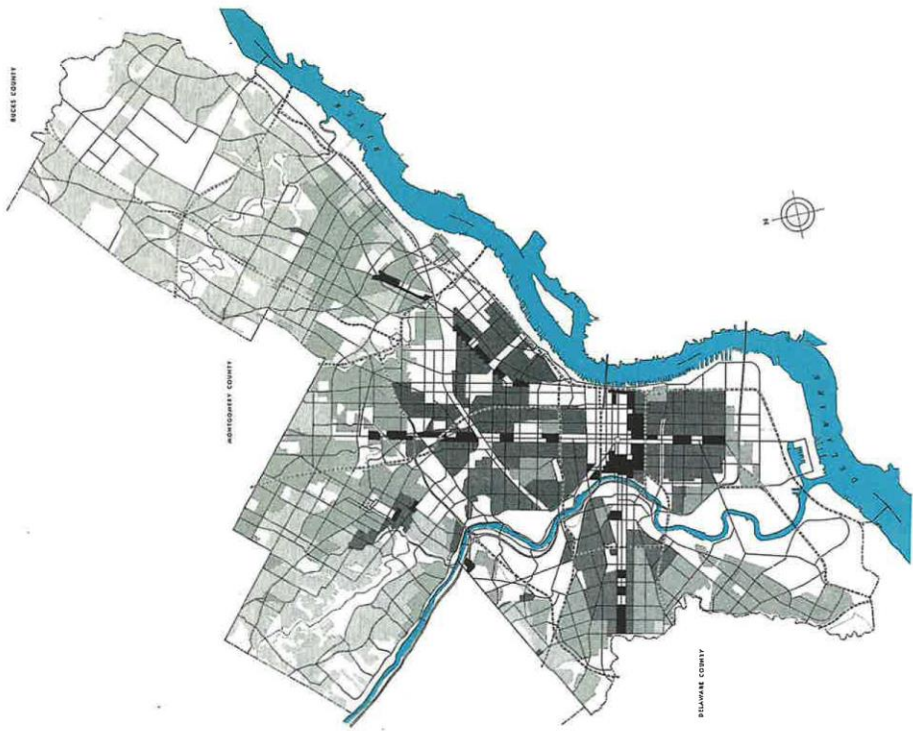


FIGURE 20.—DENSITY—ITS BASIS IN URBAN STRUCTURE

- A. Density is highest at the dominant employment and transportation center and decreases with distance from the center.
- B. Sub-centers induce nodes of high density.
- C. Rail transit stops create areas of transportation advantage which induce dense development.
- D. The combination of these factors produces a pattern of relative density.

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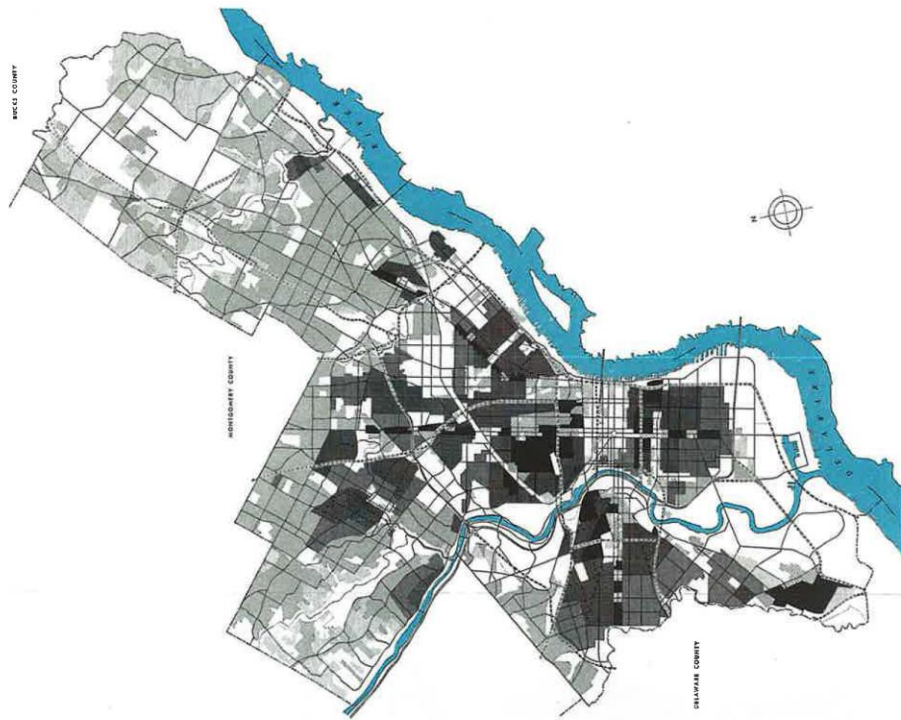
MAP 24—RESIDENTIAL DENSITY PLAN

The Plan allows for a total of 660,000 dwelling units at an average density of 25 per acre. High density (60 and over) is planned for most of Center City, along subway lines, and other areas of special transportation advantage; high-medium density (40-59) within an area three miles from Center City and adjacent to commuter rail lines farther out; low-medium density (20-39) in an area three to six miles from Center City and adjacent to rail transit stops farther out; low density (under 20) in other areas of the City. Exceptions occur where existing development is good although at higher or lower density than optimum, where an institutional facility creates a special demand for housing, or where transportation facilities are not equivalent to those of comparable locations.

DWELLING UNITS PER NET ACRE

-  under 20
-  20-39
-  40-59
-  60 and over



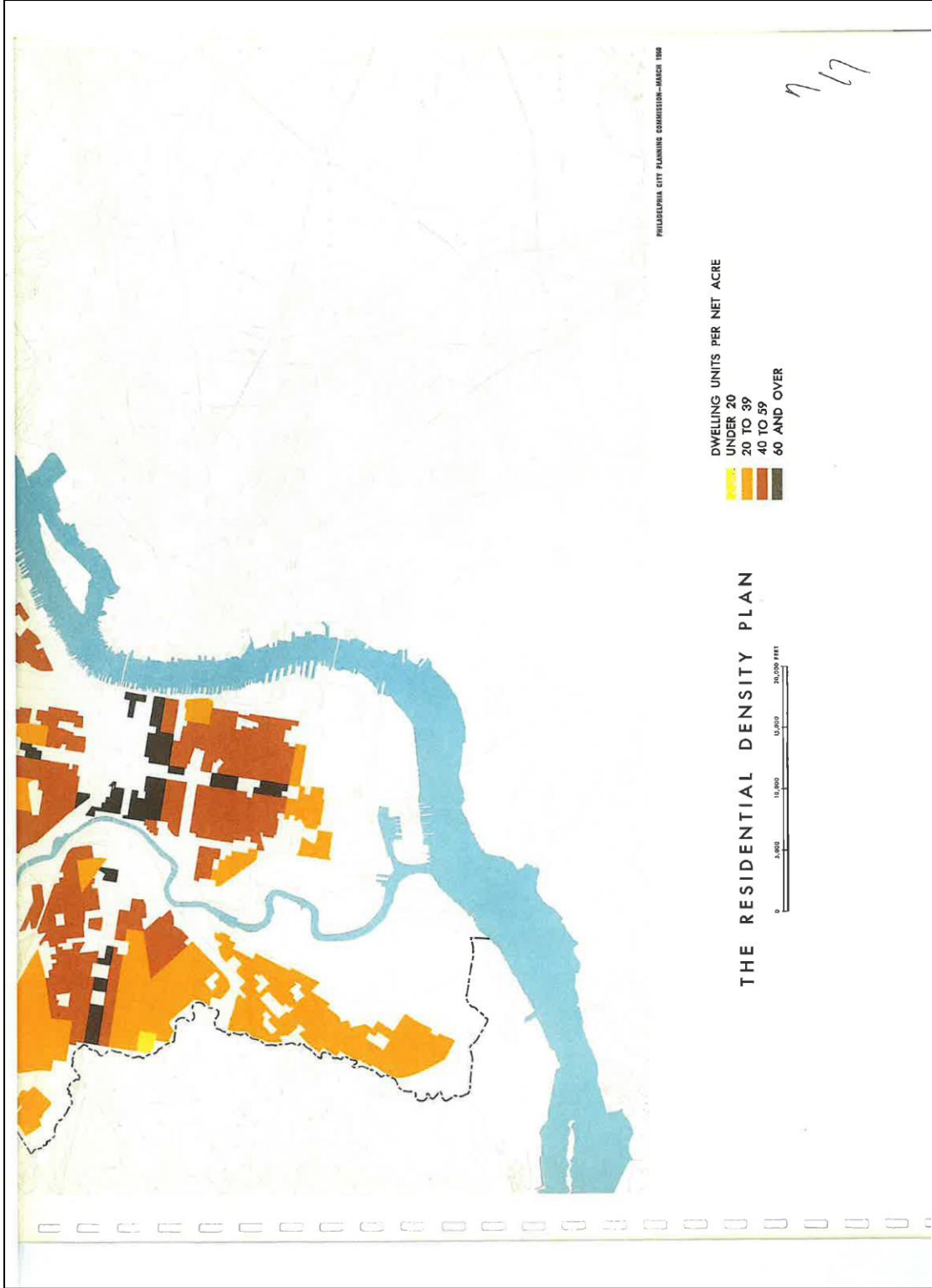


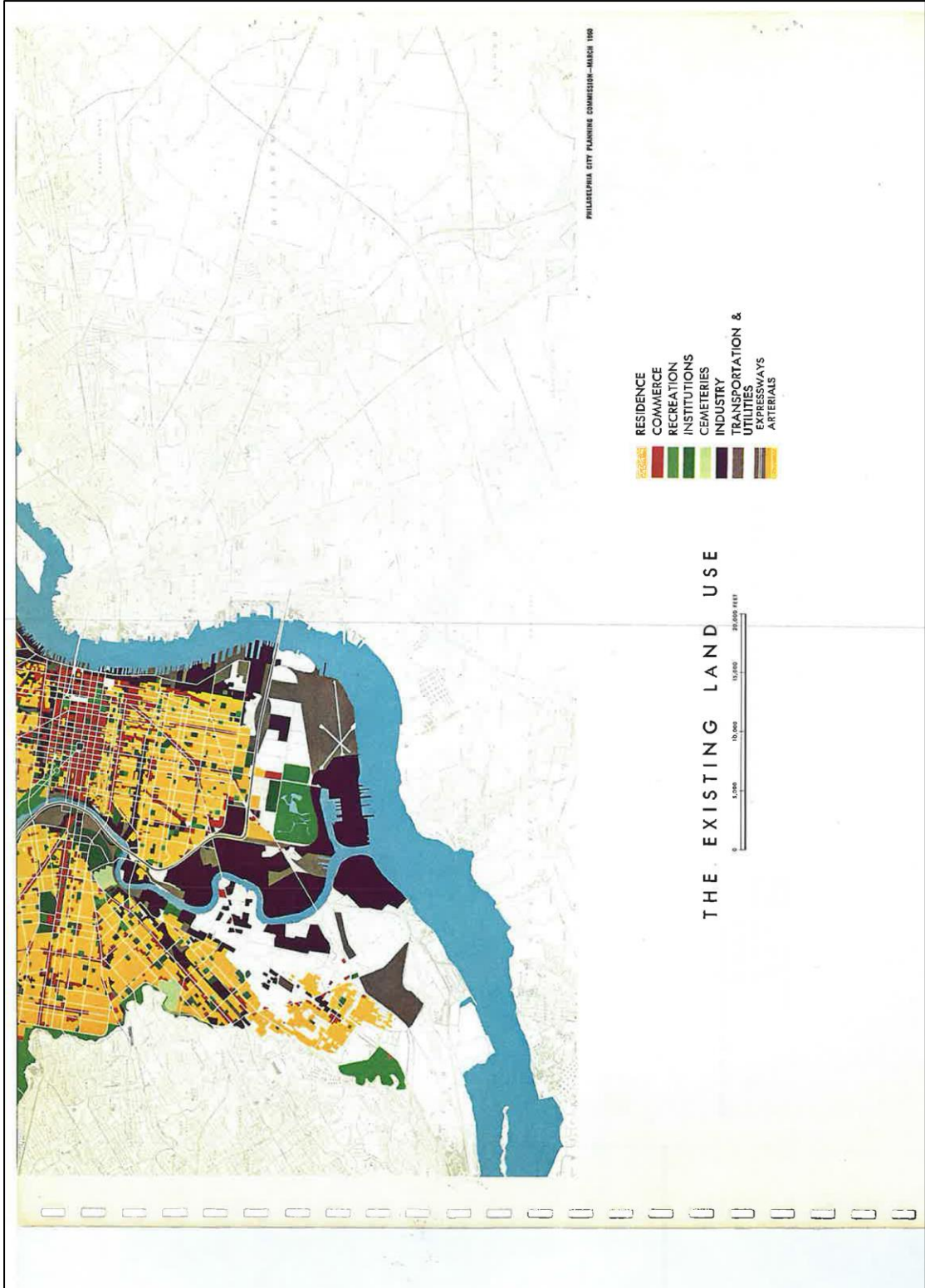
MAP 26—RESIDENTIAL TREATMENT PLAN

About 65,000 units of the 1950 housing stock must be cleared and 130,000 units rehabilitated to eliminate substandard housing conditions. Changes in land use will take 23,000 of the units to be cleared and 60,000 of the units needing rehabilitation, leaving 42,000 substandard units to be cleared and 70,000 to be rehabilitated. Major reconstruction (clearance of one-third or more of the dwelling units) is proposed for 5½ square miles; limited reconstruction (clearance of one-tenth to one-third of the units) for 15 square miles; and conservation for 11 square miles.

- FUTURE DEVELOPMENT
- STABLE
- CONSERVATION
- LIMITED RECONSTRUCTION
- MAJOR RECONSTRUCTION
- NON-RESIDENTIAL RECONSTRUCTION





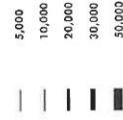




MAP 285—CENTER CITY VEHICLE TRAFFIC FLOW

Traffic flow is now distributed quite uniformly over all Center City streets. Completion of the Center City expressway loop with its limited number of exits will lead to greater differentiation in traffic volume from street to street.

24 HOUR VEHICLE VOLUME



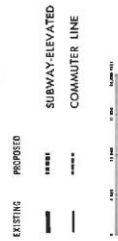
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MAP 30—RAIL TRANSIT PLAN

The rail transit system proposed here is similar to the expressway system in that high volumes of traffic are carried at high speeds with a limited number of "interchanges" with arterial streets and destination areas. Unlike the expressway system, no loops are proposed. Instead, all lines are radial to the center of the Metropolitan area. Also unlike the expressway system, the major lines are already constructed. Only a few extensions are proposed. An important proposal is the underground connection of the two commuter railroads in Center City.

Not shown on the plan is the modernization of equipment and facilities which will transform the City's 30-50 year old lines into an attractive and efficient system.



附件：座談會照片

